

## Appendix B-5

# Westbank Town Centre Strategic Plan

**SUPERCEDED by**

WCRP adopted Aug. 16/11

↪ West Kelowna OCP Bylaw No. 0100

### Note to Users:

The Westbank Town Centre Strategic Plan is under review and policies are being updated.

Users of the Plan should refer to the Fall 2005 draft Westbank Town Centre Plan for updated concepts, coordination with Westbank First Nation Physical Development Plan, and Regional District town centre objectives.

Users of the plan should also check with regulatory agencies for the most current policies; particularly with Ministry of Transportation for access and parking provisions related to new development.

Copy of the draft Westbank Town Centre Plan may be viewed on the Regional District website at [www.regionaldistrict.com](http://www.regionaldistrict.com).

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# SECTION 1

## INTRODUCTION

### 1.1 Role of Town Centers in the Okanagan Valley

Management of population growth within the Central Okanagan Valley has been a topic of focus for elected officials, professional planners and the broader community for a number of years. The conventional strategy of extending urban services and growth areas concentrically outward from the established community has not proven to be affordable or desirable from the land management or environmental perspectives. Often, this form of urban growth results in large areas of homogenous land use which separate the activities of a community and results in excessive demand for transportation facilities like roads and other costly infrastructure. A significant additional constraint for the Okanagan Valley is the limited amount of land available for urban uses. These constraints include the protection of farmland and environmental sensitive areas, as well as, the mountainous topography surrounding many of our communities.

One alternative strategy to the sprawling urban frontier is the Town Centre concept of urban planning. This concept is predicated on proximity, diversity, efficiency, choice and containment.

1.1.1 Proximity is achieved by placing all the necessary functions for people within one geographic neighbourhood. Individuals may live, work, play, shop and tend to personal service needs within easy walking distance.

1.1.2 Diversity within urban town centres takes many forms. Housing options include everything from single family homes on lots to apartments in condominium buildings. Shopping and services cater to the local community so local business people predominate over multi-national chain outlets. Personal mobility is not bound to the automobile. One could be on the move by bicycle, walking, transit or scooter. Age and economic cohorts coexist within a complex social web as opposed to segregation of seniors, families, singles, as well as, well-to-do and lower income individuals.

1.1.3 Efficiency is probably the strongest driving force behind urban town centre planning. This form of urban planning uses land to its maximum potential. Individuals are living closer together. The emphasis has shifted from private openspace, (like the family housing yards), to public openspace, (like the community green or market square). Urban infrastructure is optimized because more persons are living along each block. And those individuals have the option to walk to their destination reducing the need for parking lots and bigger roads. The net energy

savings from this form of development reduce the impact of urban pollution and increase community health. Maintaining the Urban Town Centre is much less expensive per citizen than the conventional suburban urban approach. Collectively, these efficiencies result in lower taxes for the same level of service.

1.1.4 Choice is enhanced for individuals living within an Urban Town Centre. Persons may choose from a variety of housing options, methods of mobility and lifestyle patterns. The Urban Town Centre is simply a more democratic place to live.

1.1.5 Containment acknowledges the reality that Urban Town Centres are communities based on the human rather than the automobile scale. Elected officials have embraced the notion of efficient livable urban areas that develop within a confining boundary. The boundary is determined based on the reasonable distance a resident could walk in 10 –15 minutes from the outer edge to the core commercial centre. Residential occupancy is closer to 40 persons per acre as opposed to 8 for the conventional single family subdivision. The higher level of occupancy provides for land use efficiency and reduces the pressure for sprawl. Thereby, reducing the pressure to urbanize food producing land or build on sensitive environmental sites.

## 1.2 Town Centre Trends within the Central Okanagan

The Town Centre has quickly become an accepted urban management paradigm. It is worth while to note that this concept of community is not original to the late 20<sup>th</sup> century. Rather, it is an update of the historical European village.

Several Official Community Plans establish growth management strategies that include Urban Town Centres. Peachland, Westbank, Kelowna, Lake Country and Vernon have all adopted planning initiatives based on the above principals.

## 1.3 Urban Town Centres as Livable Places

Reasonable housing prices are much more likely if the land occupancy rate is higher. Therefore, one could expect residents to have lower housing costs in this form of urban development. Mobility options provide additional savings by reducing the need for vehicle trips and, in many cases, eliminates the need for the second family car. Deleting a car from a family overhead saves more than 5,000 after tax dollars each year. These factors provide for increased financial freedom and help with balancing budgets.

Jobs within town centre areas include service employment. The individuals on modest income benefit most from the efficiencies of proximity and housing options. Livability for higher income persons is also enhanced. Urban Town Centres provide high levels of entertainment diversity, urban stewardship and public safety.

## 1.4 Urban Design Characteristics

Maintaining livability within town centres with higher occupancy ratio predicates the need for beautiful public spaces and pedestrian amenities. The urban design focus is on providing density without crowding. This is achieved by increasing the width of sidewalks and the number of plazas and thereby, encouraging public socializing. Development is directed towards providing courtyards, cafes, interesting architecture and accessibility.

## 1.5 Why Create a Westbank Town Centre Strategic Plan?

Westbank is no longer the small rural village it once was when it was noted for serving the needs of the farming community on the west side of Okanagan Lake. The big changes started to occur when the bridge across Okanagan Lake opened in 1956. Residents of Westbank had the option of doing their commerce more easily in Kelowna and people working on the east side of the lake had the option of living on the west side. While many of the orchards and outstanding panoramic views remain, the population of the Westbank area has come to represent a major settlement of the Central Okanagan Region. Commercial development in Westbank has significantly increased in recent years stimulated by the increased population. As well, residents of the Westbank area have been increasingly frustrated by traffic congestion on the Floating Bridge and prefer to avoid delays by shopping in the neighbourhood.

The growth in the area has created the need to plan how the community will evolve in the coming years. In 1997, the Westbank Official Community Plan (OCP) was adopted. This Plan identified the need to create a 'neighbourhood' plan for

the Town Centre area. It foresaw conditions of rapid change. The ability to maintain a highly livable community may be challenged. As well, with the rapid residential growth and expansion of more commercial services, there is a need to focus the development of the Town Centre in ways which provide a 'heart' for the broader community.

The Westbank Town Centre Strategic Plan addresses a number of issues and opportunities for the core commercial area and the surrounding adjacent lands. As well, the plan provides a context for the Westbank First Nations Band Council as it administers development of lands under their jurisdiction.

## 1.6 OCP Town Centre Vision

The OCP provides a vision for the residents and property owners of Westbank. This vision encompasses a principle to establish a vibrant downtown core.

### 1.6.1 OCP - Section 2.1, The OCP Vision for Westbank.

- A vibrant downtown core that promotes pedestrian movement, shopping, institutional and office space, higher residential densities and parks. The Plan makes a concerted effort to redefine the commercial area in to a downtown core that the residents and tourists alike can enjoy as the cultural and commercial hub of Westbank. The Plan recommends that a Town Centre Plan be prepared to help achieve the vision and detail for the new core as Westbank evolves into a complete community.

Objectives and policies are further outlined in the OCP to guide future growth in the Downtown Core and serves as a

foundation for the development of the Town Centre Strategic Plan. Additional OCP statements are provided at the beginning of various sections of this Plan.

#### 1.7 Study Area Boundary

The OCP left the definition of the boundary for the Town Centre to be determined as part of the neighbourhood planning exercise. Two principal considerations are addressed in setting the Plan boundary. First, the integrity of the Town Centre includes property within both the Westbank First Nations (WFN) reserve and that administered by the Regional District of Central Okanagan (RDCO). On this point, the Plan is able to consider, with authority, the interests of the RDCO lands. However, the WFN lands are not under provincial jurisdiction and are not obligated to the considerations of this Plan. WFN are encouraged to take guidance from the initiatives of this plan. Several representatives of WFN participated in the planning committee and attended numerous public information sessions. Therefore, the interests of the First Nations community were considered as part of the Plan. In this regard, the town centre area is seen to serve the community without distinction between the WFN and RDCO administered lands. Simply stated, it is to be a 'seamless' town centre.

#### 1.8 Core and Support Areas

The second principal consideration for the boundary identifies the core and support areas within the Town Centre. The core area is identified by a line around the perimeter of the existing and proposed commercial land uses. This is the downtown centre that encourages pedestrian movement, shopping,

institutional and office space, higher residential densities and parks.

The support area is created by extending the boundary 500 metres beyond the core area. This boundary includes the adjacent residential, institutional and recreational uses, as well as, farm land with potential for future urban uses. The 500 metres is a distance which most people can walk in 10 to 15 minutes. Key to a vibrant and livable town centre is the ability for residents to walk and cycle throughout the neighbourhood. The Town Centre Strategic Plan boundary is the outer limits of the support area. Map 1 and Map 2 shows the core and support areas and illustrates the study boundary.

Map 2 shows the core and support areas, which include some agricultural land reserve (ALR) land, with the consent of the Agricultural Land Commission. The Agricultural Land Commission has also agreed to engage in further study of the Town Centre boundary as discussed in Section 12 "Agriculture and the Town Centre".

Regional District  
of  
Central Okanagan  
Westbank Town Centre  
Bylaw 686-11 Appendix 1  
Adopted: 15 November 1999



Map 1  
Context Map

Legend



Discussion area for future Boundary (further discussion proposed, See Sec. 1.6 and 1.7)

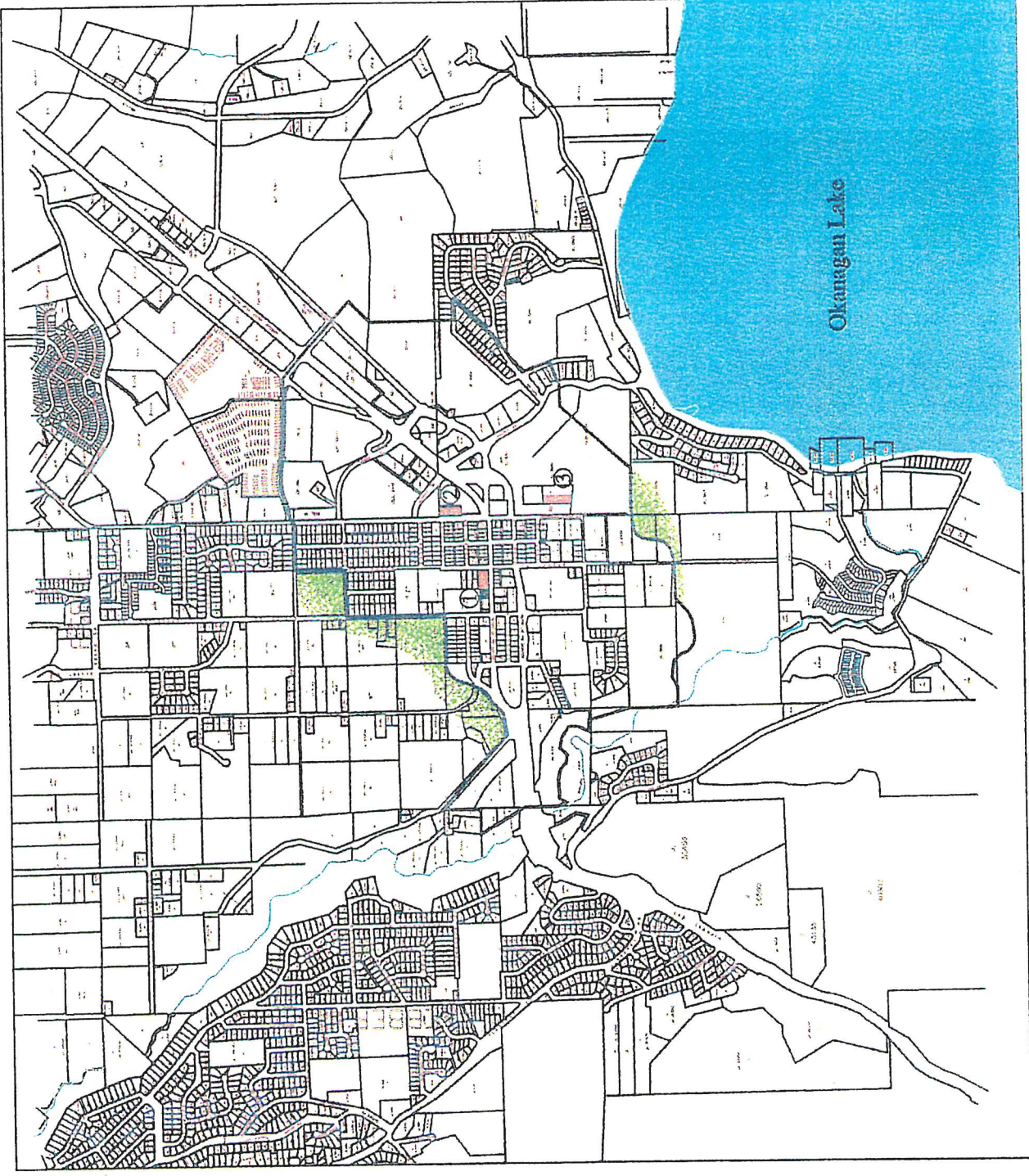
Boundary

1 Community Hall

2 Seniors Centre and Fraternal

3 Public Pad

(Note: Some landmarks are shown for orientation purposes)



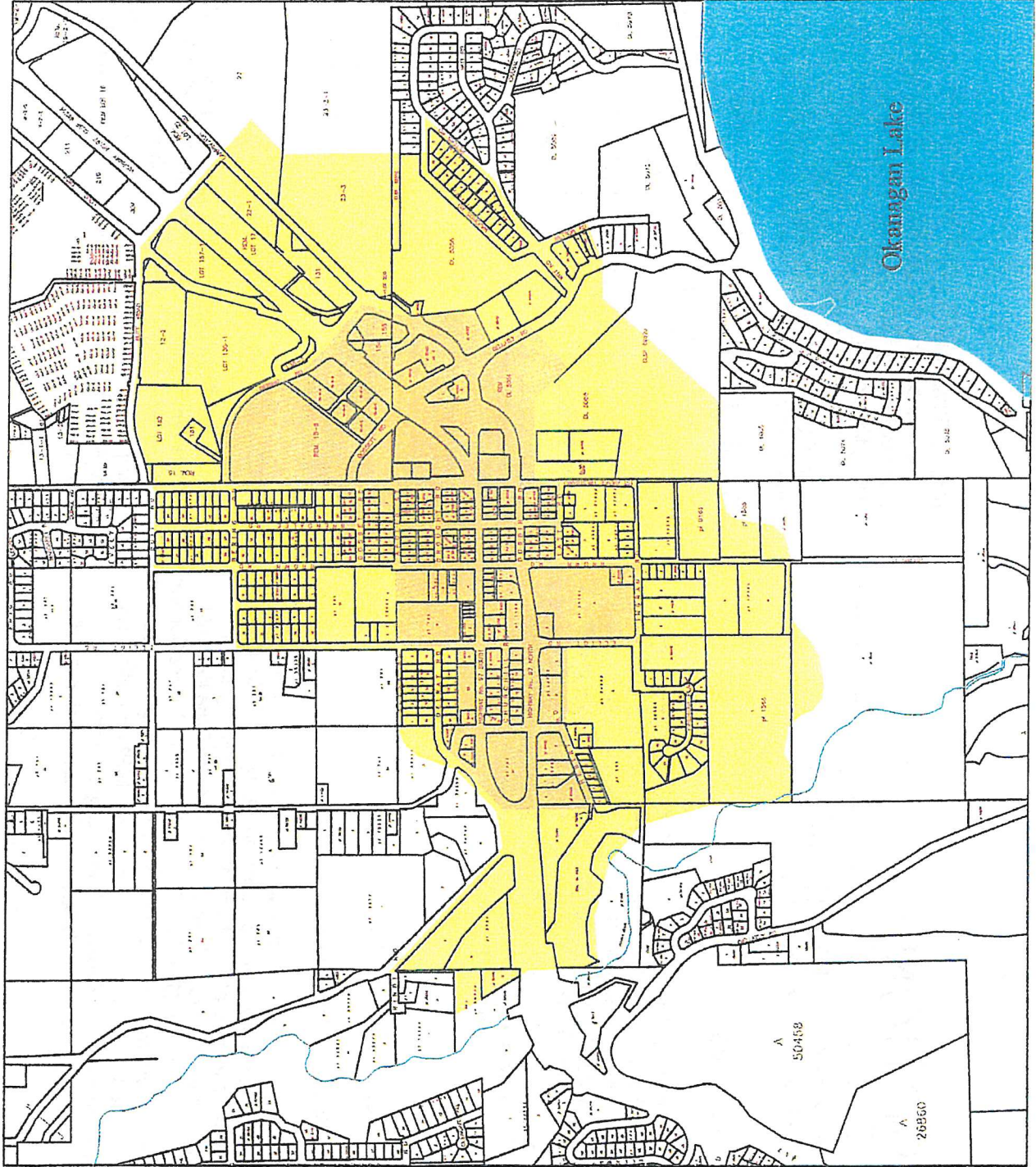
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Map 2  
Study Area Boundary

Legend

- Core Area Boundary
- Support Area Boundary



# SECTION 2

## BACKGROUND

### 2.1 Population Growth

The following provides a comparative review of population growth in Westbank and the surrounding areas between 1991 and 1996. Also, a ten year history of residential and commercial development on lands governed by the Regional District of Central Okanagan and lands governed by the Westbank First Nations is provided. This review establishes a basis for growth management projection needs within the Westbank Town Centre Strategic Plan area.

### 2.2 Population Profile

#### 2.2.1 Regional Populations

A number of patterns emerge when looking at the population growth of Westbank and the surrounding region. Between 1991 and 1996, the population of the Westbank Region grew at a significantly faster rate than the population of the Regional District as a whole (34% vs. 23% growth rate). A large portion of the population growth within the Westbank Region occurred on Westbank First Nation land. Between 1991 and 1996, the population on Indian Reserves 9 and 10 grew from approximately 3,300 and 5,500 people—a growth rate of

almost 68%. When population growth on First Nations Land is not accounted for, the growth rate of the Westbank Region still remains high at 29% over five years. Between 1991 and 1996, the population of the Westbank Region, excluding First Nation Lands, increased from approximately 21,200 to 27,400 people. (A growth rate averaging 6% can strain a community and clearly warrants strategic management planning.)

TABLE 1: Population Growth 1991—1996

Location/ Population Growth	Total Population 1991	Total Population 1996	Pop. Growth Rate (1991- 1996)
Central Okanagan Regional District	115,097	141,673	23%
Total Subdivision B (PCA)	25,803	34,646	34%
Subdivision B (PCA- IR)	22,499	29,106	29%
Indian Reserves (9 and 10)	3,304	5,540	68%

Source: Population Section, B.C. Stats, and Ministry of Finance and Corporate Relations, Government of British Columbia.  
(PCA) Population Catchment Area

#### 2.2.2 Town Centre Population

Within the Town Centre Area there are approximately 280 single family homes and 430 multiple family homes. Based on this information, it is estimated that the total population living within the Town Centre Area is approximately 1500 people (2.6 persons per single family home and 1.8 per multiple family home).

### 2.3 Development History

The Central Okanagan Valley is susceptible to fluctuations in the annual growth rate, as are all communities. However, as a result of the desirable nature and climate of the area, relatively reasonably priced housing and an increasingly diverse economy, the region can be expected to continue to grow well into the next millennium.

#### 2.3.1 Residential Development

A review of the recent residential development history of Westbank's Regional District lands indicates that single and multiple family development was on the rise in the late 1980s and early 1990s (see Figure 1 and Table 2). However, in 1993 residential development began to decline, and would continue to decline until 1997. The decline began at approximately the same time the first 99 year lease was approved for development on Westbank First Nations land. Between 1993 and 1996, building permits had been issued for over 450 residential units on Westbank First Nations land. Permits have been issued for another 77 units in 1997 and 68 units in 1998.

Table 2 shows that overall, residential development in the 1990s has remained between 250 and 350 units a year. However, the Regional District's share of that development declined when the First Nations Lands became available for development 1993.

TABLE 2: Regional District and Indian Reserve Residential Building Permits

Location	Single Family	Regional District	Mobile	Total Units	Indian Reserve
Year	Multi-Family				Total Units
1987	140	26	7		n/a
1988	104	39	1	144	n/a
1989	136	25	1	162	n/a
1990	185	47	3	235	n/a
1991	270	61	11	342	n/a
1992	218	71	43	332	n/a
1993	149	5	35	189	107
1994	131	28	25	184	152
1995	106	14	22	142	100
1996	118	88	20	226	92
1997	221	26	15	262	77

Source: Regional District Building Permits 1987—1997 and Indian Reserve Development Permits 1993—1997

### 2.3.2 Commercial Development

An average of 4.5 building permits a year were issued for commercial development in Westbank by the Regional District between 1987 and 1995. In 1996 and 1997, however, there was only one commercial permit issued by the Regional District for the Westbank area (see Table 3).

TABLE 3: Commercial Development Permits Issued in Westbank by the Regional District 1987 —1997.

Year	Commercial	Industrial	Institutional
1987	4 new (28 add)	1 new (3 add)	1 new (4 add)
1988	7 new (9 add)	0 new	2 new (4 add)
1989	4 new (12 add)	2 new (1 add)	2 new (9 add)
1990	3 new (27 add)	1 new	4 new (4 add)
1991	3 new (10 add)	0 new (2 add)	8 new (7 add)
1992	1 new (12 add)	0 new (3 add)	4 new (8 add)
1993	6 new (21 add)	1 new (2 add)	3 new (4 add)
1994	5 new (19 add)	1 new (5 add)	6 new (9 add)
1995	6 new (27 add)	1 new (3 add)	4 new (8 add)
1996	0 new (15 add)	0 new (2 add)	1 new (2 add)
1997	1 new (16 add)	1 new (11 add)	0 new (2 add)

Source: Central Okanagan Regional District Building Department, October 1997

The lack of commercial development activity on Westbank's Regional District lands contrasts sharply to development activity on Westbank First Nation lands. In 1995, the value of commercial building permits on Westbank First Nation lands reached a high of approximately \$10,350,500. This value is approximately \$8,000,000 more than the average yearly value of commercial permits issued by the Westbank First Nations for the previous two years (see Table 4). Although the

total number of building permits issued is not known, this increase in commercial building permit values coincided with the development of almost 233,000 square feet of commercial space on First Nations Lands within the Town Centre Area —specifically within the Westbank Shopping Centre (see Table 5).

TABLE 4: Westbank First Nations Building Statistics. 1990 —1996

Year	Value of Commercial Permits
1990	n/a
1991	n/a
1992	n/a
1993	\$2,305,600
1994	\$2,205,600
1995	\$10,347,884
1996	\$2,679,100
1997 (no date)	n/a

Source: Westbank First Nations, October 1997

TABLE 5: Development Permits Issued on First Nations Land within the Westbank Town Centre

Date Building Permit	Location	Square Footage
Commercial Total		232,964
Feb. 95	Royal Bank	6,210
Mar. 95	Mtn. View Plaza	17,000
July 95	Westbank Shopping Centre	108,648
July 95	Westbank Shopping Centre	41,770
Sept. 95	Westbank Shopping Centre	34,094
Oct. 95	Westbank Shopping Centre	25,242
Industrial	0	0

Source: Westbank First Nations, October 1997

### 2.3.3 General Development Activity

Multiple family residential development within the Town Centre Study Area has only begun in the last ten years. Such development occurred largely along Ingram and Last Roads, where they intersect Brown Road and First Avenue North. Where rural lands have been rezoned, it has largely been for the purpose of accommodating commercial uses or multifamily housing. Virtually no rural land has been converted for the purpose of single family housing. Commercial development has occurred primarily as service commercial (C-4), although there has been the occasional rezoning of residential lots to C-1 commercial uses in the downtown core.

## 2.4 Growth Projections

### 2.4.1 Residential Development

Single family residential development is not expected within the Town Centre area. The land is becoming too valuable and the RDCO wishes to increase the population in the Town Centre to help sustain viability and efficiency of the established infrastructure. As well, many of the undeveloped sites with potential for Town Centre development are within the Agricultural Land Reserve (ALR). The Agricultural Land Commission is on record for only supporting exclusion from the ALR if the land is used for as intense an urban form as is possible. As well, over time some potential exists for single family areas with more modest and older structures to be replaced with multiple family development.

This said, new multiple family development will likely occur. The projected growth rate for the overall trading region is expected to sustain about 5% per year. The Town Centre is expected to grow at a slightly higher rate than the average area growth and is estimated to be closer to 7%.

The multiple family housing will be in the form of both low and medium density. Low density multiple family housing is typically built as town homes and medium density is built as low rise apartment condominiums. These developments will include a component of congregate and seniors care service facilities. A projected additional 921 units will be required by 2008 and a total of 2617 units by 2018. This estimate for new housing units is based on a calculated 7% growth rate. This rate may vary over time; however, the ultimate build out of the Town Centre may vary from this flat line assumption.

This development will require an additional 42 hectares (106 acres) of land. The existing land available for development is limited to selected infill sites within the existing urban area, some limited sites presently within the ALR but identified as appropriate for urban uses and a limited potential for mixed use development incorporating residential units within commercial land uses. Over time and before the optimal buildout of the Town Centre is achieved, additional lands will need to be made available for urban development within the support area boundary identified in Map 1.

#### 2.4.2 Commercial Development

The Commercial Strategy Study, attached as Appendix 1, addresses the projected commercial growth needs in detail. The summary of all additional space shows a need for between 29,000 —47,000 square metres (310,000 —505,000 square feet) of new commercial space. Assuming a floor area ratio of approximately 0.5, Kelowna's Downtown ratio, the additional commercial development will require 58 —94 hectares (143 —232 acres). Much of this land is available through the redevelopment of industrial sites within the town centre and on undeveloped or redeveloped sites on WFN lands. Balancing the share of commercial development between RDCCO and WFN sites is strongly encouraged to sustain viability within the established and new commercial areas.

The estimates below are qualified by an understanding that many factors can influence the demand for commercial space. However, with this caveat in mind, the following is a list of commercial demand.

Commercial Use	Floor Area (square feet)
Supermarket	50,000 —60,000
Other Food	10,000 —15,000
Department Store	0 —100,000
Other Retail	150,000 —200,000
Restaurant	30,000 —40,000
Service	30,000 —40,000
Office	40,000 —50,000
<b>Total Commercial</b>	<b>310,000 —505,000</b>

Demand for Commercial Space as Projected Over 10 Years

# SECTION 3

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# GUIDING VISION & PRINCIPLES

Community involvement through open house sessions, committee meetings and visioning workshops were employed to define the guiding principles and vision of the Plan. An authentic vision of the Westbank Town Centre was achieved through these exercises.

## 3.1 Guiding Principles & Vision

The guiding principles and vision are the product of a consensus building workshops and are therefore a strong, clear statement by the community of how they see the future of the Town Centre. The overall principles that the residents and business people of Westbank wish to sustain and implement through Westbank Town Centre are:

- Create a Sense of Community
- Enhance Safe and User-Friendly Access
- Protect and Enhance the Environment
- Promote Economic Viability
- Support and Enhance Social and Cultural Diversity
- Preserve Heritage

The following details are the brain stormed list of values that led the people of Westbank to the definition of their principles.

### 3.1.1 Create a Sense of Community

There is a strong sense among the people of Westbank that there is a "sense of community" and it plays a role in the plans and designs for the Town Centre. What is eventually built must work to enhance that sense of community and not contribute to a loss of that sense. This principle is formed by the following values:

- Community sense of place and belonging, cultural ties, farming traditions;
- Sense of community pride multi-dimensional "our" town;
- Community identity within the rural village;
- Small town unique features and scale;
- Waterfront uses & views;
- Design control to manage change;
- Historic significance and cultural relevance;
- Relaxed, friendly, small town feeling;
- Beauty, visually appealing, pride making;
- Lifestyle, sense of security, access to community life, quality of life, integration not isolation;
- Integral connection with WFN, and
- Identity, visually pleasing, uniqueness.

### 3.1.2 Enhance Safe and User-Friendly Access

The people of Westbank were clear that safety and accessibility were important principles. Everyone, no matter their age or infirmity, must be able to be part of the community and that means being able to use the Town Centre freely. There is a realization that all aspects of a plan influence how user-friendly and safe the area becomes. This principle came through in discussions about the following values:

- User friendly roads, sidewalks, parks, parking, crossings and infrastructure;
- We value security safety & pedestrian comfort level;
- Traffic speed & lights more Westbank town friendly;
- Civility, law-abiding, safety;
- Good mobility, freedom to move;
- Road system related to the community context; and
- Accessible for mobility challenged persons.

### 3.1.3 Protection and Enhancement of the Environment

There is a keen sense of the delicate relationship between accommodating inevitable growth and not damaging the very reason why people want to live and work in Westbank—the wonderful environment. This principle arose from discussion about the following values:

- Healthful industries (non-polluting);
- Respect of nature;
- Environment, landscape harmony of architecture with natural setting, cleanliness & order, protect environment;
- Environment friendly and safe;

- Maintain the environment revolving around green space, linear park & the lake; and
- In tune with the environment.

### 3.1.4 Promote Economic Viability

Strengthening economic viability is vital for the Town Centre. Trends of commercial leakage to Kelowna and loss of jobs must be addressed. Large development initiatives must be balanced and supportive of small businesses and specialty retail. This came through in discussions about the following values:

- Economic health;
- Economic viability (private & public);
- Refurbish Dobbin Rd/Main Street and businesses;
- Sustainability for business;
- Locally diverse economy;
- Agricultural role;
- Diversity within an over all business mix, and
- Enhanced services and value for the tourist market.

### 3.1.5 Support and Enhance Social and Cultural Diversity

The people of Westbank are clear that there is more to growth and development than just new businesses. If more people are going to live in Westbank Town Centre, they better have a whole range of social and cultural amenities to support them. There is a clear sense that this requires openness, flexibility, acceptance and variety. This was expressed through conversations about:

- Balanced social growth (e.g. housing zoned for young & senior);
- Cultural and social dimension;
- Education in a broad sense (i.e. schools, interpretive centre, etc.);
- Respect other people's values; and
- Mutual support of Westbank First Nations together with the Westbank Town Centre.

### 3.1.6 Preserve Heritage

The counterbalancing principle to supporting and enhancing social and cultural diversity is the desire to preserve the heritage of Westbank. It is clear that the people of Westbank feel their uniqueness and do not want to lose it through development. This kind of discussion was stimulated by reflecting on the values of:

- Historical significance;
- Celebrating Westbank's roots in festivals and public art;
- Maintain historical aspect in design;
- Celebrate the historical First Nations commercial and community relationship; and
- Provide interpretative information panels throughout the core area of the Town Centre.

# SECTION 4

## THE BIG IDEAS

Westbank Town Centre Plan will champion a set of 'big ideas' which will clearly define the future of the area. These initiatives are tempered by the guiding principles discussed earlier. The following lists the 'big idea' initiatives:

### 4.1 The Big Ideas

#### 4.1.1 Seamless Business Area

The 'downtown' of Westbank Town Centre is the core commercial area. This area is contained within the Core Area boundary, which extends across WFN and RDCO administered property. Over time, the development and urban finish of the sites, and public spaces that link them, will be similar between the WFN and RDCO administered areas to create a 'seamless' area with an indistinguishable border resulting in a 'oneness' of place.

#### 4.1.2 Transition Commercial

The land use between the core and support areas is considered the transitional commercial zone. This area will be developed over time with offices that have residences attached. The buzz terminology for this

land use is home/office commercial. The residence may or may not be occupied by the business operator.

#### 4.1.3 Livable and Attractive Residential Neighbourhoods

The quality of the residential neighbourhoods will offer a level of public area improvements to help identify and enhance the neighbourhood. Development design for multiple family housing will provide for direct access and connection to the street. Sociable relations between residents will be accommodated through urban and architectural design.

#### 4.1.4 Westbank's Rural Village Theme

The rural village qualities of Westbank shall be sustained as development continues. Authentic rural village styled architecture and public are representing the heritage of Westbank will be encouraged for the design of public areas, buildings, urban improvements and retail destination treatments.

#### 4.1.5 Openspace Framework

Pedestrian linkages within the Town Centre, and to the broader community, will form a network for residents and visitors. This network will provide for easy access to the core commercial area. The public streets shall be upgraded to improve their pedestrian amenities and social ambience with sidewalks, street furniture and decorative lighting.

#### 4.1.6 Town Square "Heart of Westbank"

Westbank needs a place where celebrations and special events can be staged and less formal activities may be focused. Therefore a town square is encouraged between Main Street and the Lyon's Community Hall.

#### 4.1.7 Highway 97 Corridor

The Highway 97 corridor and couplet is a mixed blessing. On one hand, thousands of potential patrons use the road daily and tourists are directed through the core area of downtown. The highway also serves as the major transportation link in the broader economic interests of the region. On the other hand, the busy highway challenges the pedestrian nature of the proposed town centre and can compromise the livability of residential development adjacent to the highway. The plan advises on ways to balance the mobility and safety needs of the highway with regard to the pedestrian and commerce needs of the town centre. As well, strategic locations for residential development near the highway are identified.

Aesthetic upgrades for the highway are proposed as part of the urban design treatment initiatives. To supplement the visual improvement of the highway, the overhead power lines on Main and Dobbin Streets are encouraged to be relocated underground.

#### 4.1.8

##### Market Positioning Strategies

##### 4.1.8.1 Development Design Management

Commercial development is directed to provide for pedestrian qualities with a rural village character. Large scale 'big box' retail is encouraged to multiple building masses with pedestrian oriented architectural and site development forms.

Corporate or signature architecture usually associated with chain stores or restaurants is discouraged. Rather than generic buildings, the plan encourages buildings that contribute to the rural village character selected as the Westbank theme.

Mixed use buildings with retail and commercial on lower levels and residential units on the upper stories is encouraged where practical and livable within the core commercial area. Multiple family residential development in the supporting area is steered to ground oriented buildings and open space is focused on public sites rather than private yards.

##### 4.1.8.2 Specialty Retailing, Destination Shops, Business Mix & Promotion

Retail shops are encouraged and should be designed to function as destinations in themselves. Interiors and

exteriors are best if they reinforce the rural village qualities of Westbank. Goods and services should be strategically provided to encourage interdependence between commerce services and promote multiple event shopping outings. A complete mix of shopping and service choices is best to serve the diverse needs of residents.

#### 4.1.8.3 Agricultural Legacy & Cultural Programs

The farm history of Westbank is foundational to the present and future identity. Events like, blossom and harvest festivals, farmers markets, orchard and vineyard tours and youth programs are identified. The community's farming legacy is identified as its key feature and is encouraged as a theme in all development activities and designs.

#### 4.1.8.4 Highway 97 Will Remain Internal to the Core Area

For the reasons outlined in Section 7, Highway 97 (for the purposes and time frame of this plan) will be assumed to be remaining in its present location. The Highway 97 route is to remain a 50kph roadway through the Town Centre core area. The perception by residents is that it is a challenge to cross the highway by foot or vehicle. Traffic management techniques and pedestrian amenities are identified which assist with the mobility and safety of vehicles and pedestrians.

#### 4.1.8.5 Transit Exchange & Park & Ride

Alternatives to the vehicle for Town Centre residents are encouraged. The provision of a transit exchange will focus bus service on a 'hub' within the Town Centre. Additional public transit ridership will be facilitated with park and ride lots near the transit exchange.

#### 4.1.8.6 Urban Containment yet Uncrowded Density

Growth within the Town Centre will be in the form of low and medium density multiple family residential developments and concentrated employment functions. The Town Centre Boundary is limited by the amount of land available for development. As was pointed out earlier in the plan, a need for additional land remains beyond that that is available. Therefore, over time the additional development sites will be requested from the Agricultural Land Commission.

However, the land needed for the basic Town Centre will be restricted to the area identified within the Support Area Boundary. The approval authority should not consider expanding beyond the Town Centre Boundary limit until all available land within the boundary is adequately developed.

Public improvements are focused on high quality, safe and spacious public spaces and pedestrian facilities. The public spaces are encouraged to provide for a sense of privacy and uncrowded comfort.

#### 4.2 Implementation of the Big Ideas

Each of these 'big ideas' initiatives are integrated into an overall Westbank Town Centre Strategic Plan. This Plan follows these initiatives in relationship to land use and development management, public spaces, transportation and mobility, economic development and implementation in the upcoming sections.

# SECTION 5

## LAND USE

### 5.1 Existing Land Use

Over the past 10 years a number of sites south of the highway have been developed with multiple family housing. To the north of the highway, almost all the housing is in the single family form. Residential development in conjunction with commercial uses is restricted to one unit per site by zoning bylaw and little mixed commercial and residential development exists. The maximum height for developments within the commercial area is 15m but most buildings are one or two storeys in height and range in height between 4m to 7.5m.

Existing land use is shown on Map 3. The concentration of business activity along the Highway corridor is evident as is the multiple family development on the outskirts of the established single family neighbourhoods near the core.

### PART 1 DISCUSSION

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### 5.2 Future Land Use

Future development of land within the Town Centre will be used in a more efficient manner than in past years. Greater density of residential and commercial development will result by encouraging higher floor area ratios along with reduced parking standards. Potential revisions to the Zoning Bylaw will facilitate this change in form and density. (See Future Land Use as of Plan Adoption, Map 2) Each land use is described below, but beyond these descriptions, the entire Town Centre area is a Development Permit Zone and further guidelines apply. See Section 11 for detailed development guidelines.

Consideration is encouraged by both WFN and RDCO to focus development to the Town Centre to promote a vibrant and viable heart to the community. And, higher density development helps to achieve the greater usage efficiency of urban infrastructure. (See "Proposed Future Land Use (Boundaries to be Defined)", Map 5)

The Ministry of Transportation and Highways reviews development applications that are above a threshold size. In the interest of minimizing vehicle crossings of the sidewalk and potential danger of collisions with motorists, access to development is encouraged to be from joint use driveways to Highway 97 provided there is no other access road frontage.

### 5.3 Proposed Land Uses Within the Town Centre

Proposed Future Land Use is illustrated by Map 4. Each use is described in the following section.

#### 5.3.1 Town Centre Commercial

Town Centre Commercial land is encouraged for mixed use development where the first storey is commercial and the upper stories may be for commercial or residential use. Buildings are generally restricted to a maximum of three storeys in height. Exceptions to this height limitation are to be considered for developments in landmark locations where up to 4 1/2 storeys may be considered. Landmark site locations include property located at each end of the couplet. As well as, corner sites at the intersections of Elliot Road and the Highway 97.

Parking for developments within the Core Town Centre area may be considered for up to a 50% reduction the in bylaw parking requirement provided sidewalks service the development and only in conjunction with the policies in the Transportation and Mobility (Section 7). It should be noted that the final authority in the Regional District for the reduction in parking numbers rests with the Ministry of Transportation & Highways.

Main Street development is encouraged to follow the guidelines that address the rural village architectural forms. Development adjacent to Dobbin Road is encouraged to place new commercial buildings adjacent

to the sidewalk with parking beside or behind the structures.

As a general consideration, the rural village character of new development and renovations to existing development is encouraged. Incrementally, as the developments within the Town Centre are built out, renovated and added to, the theme of a Rural Village will evolve and become more coherent.

#### 5.3.2 Tourist Commercial

Tourist Commercial land is reserved for destination entertainment and hotel/motel development. This development is not encouraged for parking requirement reductions. Sites for expanded tourist commercial are predominantly to the south of Dobbin Road with views to Okanagan Lake.

#### 5.3.3 Transitional Commercial

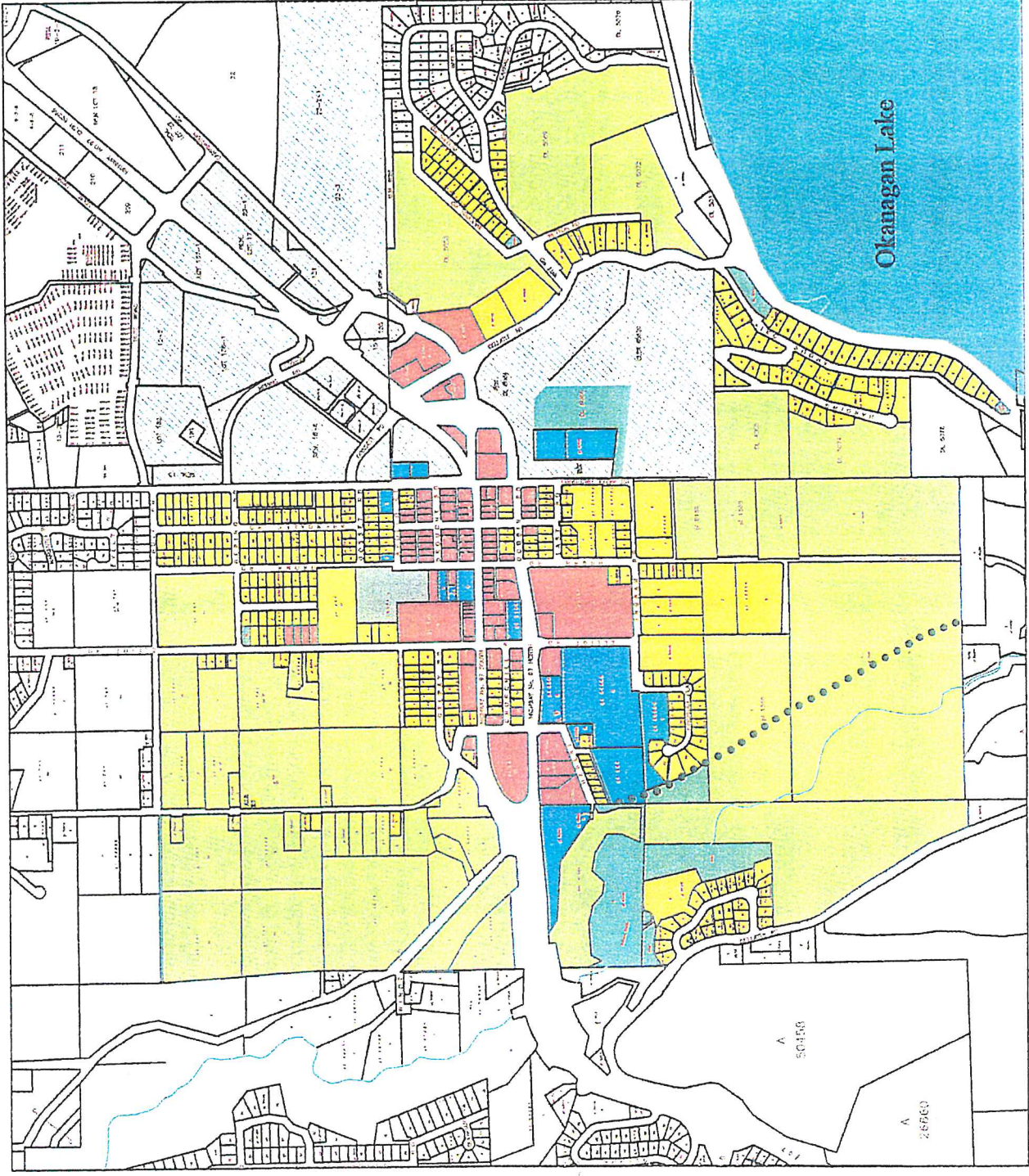
Transitional Commercial land is reserved for commercial development where a residential housing is attached. The building is limited to 2 1/2 storeys maximum and shall have little or no front yard setback. The elimination of the required commercial parking if a frontage sidewalk serves the site can be explored. It should be noted that the final authority in the Regional District for the reduction in parking numbers rests with the Ministry of Transportation & Highways.

Regional District  
of  
Central Okanagan  
Westbank Town Centre  
Bylaw 686-11 Appendix 1  
Adopted: 15 November 1999



Map 3  
Existing Land Use

- Legend:
- Single Family, R1 and R2
  - MF B5 and R4
  - Rural and/or Agriculture
  - Industrial I5
  - Office, Commercial C1, C2, CA
  - Public/Inst and P2
  - Park P1
  - Fresh Waters Reserve
  - Ravine



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Central Okanagan  
Westbank Town Centre  
Bylaw 686-11 Appendix 1  
Adopted: 15 November 1999

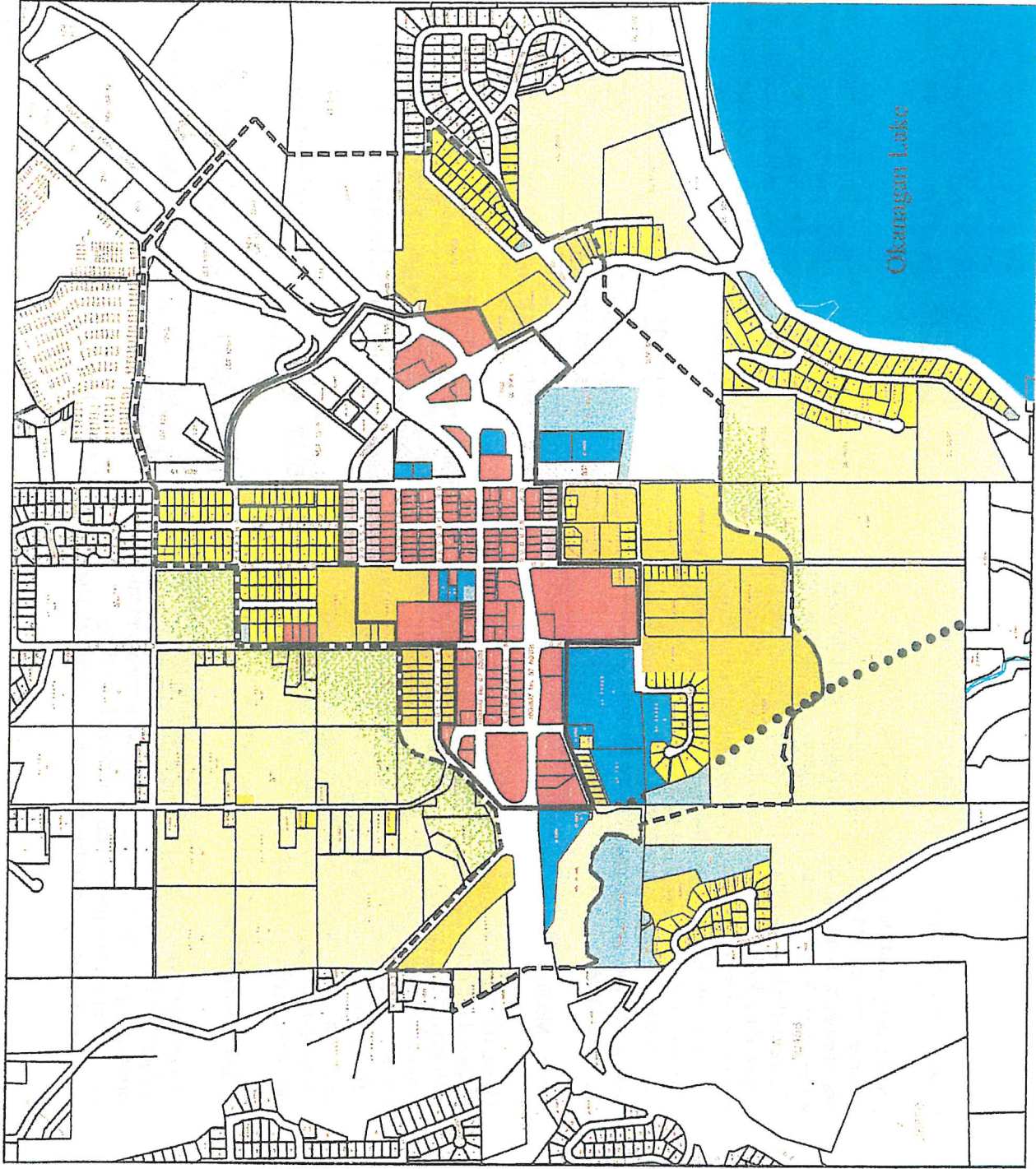


Map 4

Future Land Use  
as of Plan Adoption

Legend:

- Single Family, R1 and R2
- MF R3 and R4
- Rural and/or Agriculture
- Industrial I1
- Office
- Commercial C1, C2, C4
- Transitional Commercial
- Public/Inst and P2
- Park P1
- First Nations Reserve
- Discussion area for future Boundary (further discussion proposed. See Sec. 1.5 and 1.2.)
- Support Area Boundary
- Core Area Boundary
- Range



Revn Date : May 7, 2001  
Revn Bylaw : 686-19

#### 5.3.4 Low Density Multiple Family Development

Low Density Multiple Family Development land is reserved for garden apartment and townhouse development. Density for this development should be no greater than 50 units per hectare. The exploration of a reduction in parking requirements up to 75% of the required parking may be pursued if the site is linked to the town centre core area by a contiguous sidewalk. It should be noted that the final authority in the Regional District for the reduction in parking numbers rests with the Ministry of Transportation & Highways. Care services to facilitate aging in place for seniors are a permitted use in this zone.

#### 5.3.5 Medium Density Multiple Family Development

Medium Density Multiple Family Development land is reserved for condominium development up to 4 storeys with structured parking. Structured parking below residential uses shall not be greater than 0.6 metres higher than the general finished grade. Slab landscaping is encouraged for parking cap areas where practical. Ground oriented access for lower storey units is encouraged. Services to facilitate aging in place for seniors are a permitted use in this zone.

#### 5.3.6 Multiple Family Housing Density

The development of multiple family housing projects is subject to the prevailing Zoning Bylaw. However, to provide a guide for the expected growth management and to inform the general community of the likely number of housing units for any particular parcel, the

following table is offered to outline the likely mean densities for low and medium scale multiple family housing projects.

Low density multiple family housing is conventionally town homes, garden apartments and similar ground oriented clustered housing. This form of housing is limited to 2 storeys. Medium density multiple family housing takes the form of condominium apartments. This form is limited to 4 storeys.

Housing Form	Density
Low Density	32 U/h (13 U/a)
Medium Density	111 U/h (45 U/a)

Multiple Family Housing Mean Density Table  
(U/h = units per hectare U/a = units per acre)

This density table is not to represent a maximum potential that differs from the Zoning Bylaw. However, it should be considered as a target for the average of all multiple family development within the Westbank Town Centre Area.

#### 5.3.7 Multiple Family Development Adjacent to Agricultural Land

The interface between urban and rural land uses requires careful management. The negative conditions for both the residents and farmers of this boundary between uses should be minimized.

#### 5.3.8 Institutional & Educational Development

Government services and post secondary education facilities are encouraged to locate adjacent to the Town Square in the Core Area. Structures are encouraged to be designed in accord commercial development guidelines. Ground floors should contain commercial uses to service the needs of the employees, students and the broader community.

## 5.4 General Land Use Goals

The land uses in the bylaw are marginally supportive of mixed-use development forms.

5.4.1 Goal: Residential development is encouraged in Business District (C1) designated land. Therefore, an amendment to the Zoning Bylaw to remove the restriction of one residential unit per commercial site is encouraged.

Transitional commercial/residential land uses are absent in the Zoning Bylaw.

5.4.2 Goal: Home/offices with store front qualities are encouraged within the Zoning Bylaw.

Limited Multiple Family lands are provided for in the OCP, Future Land Use Map,

5.4.3 Goal: More land should be considered for Multiple Family, as well as mixed use housing within the Town Centre to provide additional opportunities for higher density housing.

Multiple family development adjacent to the Town Centre provides for access by proximity rather than by vehicle and

parking consumes valuable development land. Reducing parking requirements helps to maximize use and density but may also affect the flow of traffic on Highway 97. The Ministry of Transportation & Highways has the jurisdiction over parking requirements. Detailed discussions will be necessary between the Regional District and the Ministry of Transportation & Highways in dealing with the following two goals

5.4.4 Goal: Consider reducing the residential parking requirement for mixed use and multiple family housing within the Town Centre.

The parking requirements prescribed in the Bylaw for commercial development are as though the businesses are not within walking distance to a community of commercial properties. In practice, patrons park once and shop in a number of outlets. As indicated previously, discussions will be required between the Regional District and the Ministry of Transportation & Highways, who have the jurisdiction over parking stall requirements in determining parking stall numbers.

5.4.5 Goal: Consider reducing parking requirements for commercial uses within the Town Centre.

The form and character of development contributes to the 'sense of place'. The Town Centre is envisioned as sustaining and enhancing its rural village character.

5.4.6 Goal: Prescribe a development permit area throughout the town centre and provide an understanding for designers of the character for the area through development guidelines.

Openspace and parks are limited within the Town Centre. When communities are more compactly settled there is a need for more high quality public openspace.

5.4.7. Goal: Infuse small parks, plazas and courtyards within the Town Centre.

The gateway points to the Westbank Town Centre should provide a sense of arrival and communicate the special rural village personality of the community to motorists.

5.4.8 Goal: Identify the gateways and encourage significant architectural development and public spaces at the gateways.

Commercial development along the Highway 97 Couplet differs in character between Main Street (westbound) and Dobbin Street (eastbound). Main Street personifies the development form of a small town commercial area while Dobbin Street displays the character of an urban area highway commercial artery.

5.4.9. Goal: Enhance the 'Main Street' character of Main Street to exemplify the rural village theme of Westbank. And, encourage street oriented development on Dobbin Road with pad developments on mall sites and discouraging large parking areas adjacent to the highway.

Environmental safety through urban and development design can contribute greatly to the safety of any urban environment.

5.4.10 Goal: Encourage environmental safety design techniques for all public and private development.

Society is changing and housing needs are being redefined. It is very important for Westbank Town Centre to have a variety of housing forms to suit a range of lifestyles.

5.4.11 Goal: Provide a range of land use zonings and development options in order to provide opportunities for a variety of housing forms.

Manage development away from the Powers Creek canyon.

5.4.12 Goal: Additional development within Power's Creek Canyon shall not be supported. Where possible, a natural, undisturbed condition is encouraged. Parks and trails are also encouraged.

Sustain a sensitive interface between agricultural and urban neighbours.

5.4.13 Goal: Provide an adequate buffer in accord with the Agricultural Land Commission standards.

5.4.14 Goal: Reduce residential densities adjacent to the farmland to minimize the number of residents exposed to farm practices like crop sprays.

5.4.15 Goal: Where urban parcels project into farm lands, results in a higher potential for exposure for residents from several directions and encourages a lower than conventional density to further reduce the number of residents exposed to agricultural practices.

5.4.16 Goal: Protect crops by assuring a fence is a component of the buffer thereby reducing the potential for pilfering.

## 5.5 General Land Use Objectives

General land use objectives result from the extensive public involvement process that contributed to all aspects of the Plan and the further implementation of the OCP.

The Regional District of Central Okanagan is planning to revise their Land Use Zoning Bylaw.

5.5.1 Objective: Consider revising the Zoning Bylaw to incorporate the uses envisioned by the Town Centre Strategic Plan.

Increasing the residential mix within the Town Centre core area is a goal of the Plan.

5.5.2 Objective: Encourage zoning revisions that provide for medium density residential densities as mixed-use development with first floor commercial.

Transitional development that provide for office and residential use is encouraged by the Plan. This development form separates the core area commercial from the homogenous residential neighbourhoods. This form is a good type of development that addresses an expansion of jobs, buffering housing and fulfilling an emerging market.

5.5.3 Objective: Add a land use to the Zoning Bylaw that provides for single lot redevelopment of

street oriented office uses with the residential portion above or behind.

The Westbank Town Centre development is managed by the WFN and the RDCO administration and elected officials. The Plan envisions a seamless development of the town centre.

5.5.4 Objective: Encourage cooperation between the two administrations and encourage each to implement the goals, objectives and policies of the Plan.

Facilitate new residential and commercial development that adds economic benefits to the populations governed by both the WFN and RDCO is desired.

5.5.5 Objective: Strive for a balance of development between the two jurisdictions.

In as much as is practical, development should be encouraged within the core and support areas identified in the plan. Consider the Town Centre as the development site with the greatest efficiency to the public infrastructure.

5.5.6 Objective: Focus regional development to the Westbank Town Centre.

Development within the Power's Creek canyon requires great sensitivity and careful discretion. RDCO is encouraged to revisit their practice of allowing development below the upper ridges.

5.5.7 Objective: Consider a policy in the OCP to reconsider any development within the Power's Creek ravine

Fire protection services are currently mainly volunteer within the plan area. Development should be proposed that is reasonable from a fire response perspective.

5.5.8 Objective: Consider fire protection and response characteristics of new development.

## PART 2 POLICIES

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### 5.6 Land Use Policies

The following land use policies are provided to help guide activities of zoning and development form and character within the core and support areas of the Town Centre:

The Regional District of the Central Okanagan will:

- 5.6.1 Encourage an abundant presence of residential units within commercial development throughout the Core Area of the Town Centre.
- 5.6.2 Consider support of office/home combined uses within the transitional area between the Core and Support Areas of the Town Centre.
- 5.6.3 Support the designation of more sites for multiple family and mixed use housing in the Town Centre.
- 5.6.4 Consider reducing the parking requirement for Multiple Family development and for residential components of mixed-use buildings up to 75% of the standard within the area.
- 5.6.5 Consider reducing the parking commercial development up to 50% of the standard within the Town Centre.
- 5.6.6 Designate the Town Centre as a Development Permit Area.

- 5.6.7 Implement the Commercial Area Development Guidelines as direction for projects within the Town Centre development permit areas.
- 5.6.8 Encourage small public spaces in the form of small parks, plazas and courtyards within private development sites with density bonuses as prescribed by the Municipal Act.
- 5.6.9 Consider larger landmark development up to 4 1/2 stories at each gateway site where the Highway 97 couplet separate and at the corners of the Couplet and Elliott Road.
- 5.6.10 Encourage the design of development on Main Street to contribute to the character and form of a rural village.
- 5.6.11 Encourage development on Dobbins Road to integrate sidewalk oriented projects with minimal front setback.
- 5.6.12 Foster parking areas that are beside or behind development within the Core Area rather than between the road and the structure.
- 5.6.13 Evaluate development proposals for their ability to contribute to the urban (environmental) safety of the adjacent land.
- 5.6.14 Consider support of rezoning applications that are consistent with the land uses proposed on the Future Land Use Map.

- 5.6.15 Assess ALR exclusion applications for their potential contribution to the principals of Town Centres outlined in this Plan.
- 5.6.16 Strive for 24 hectares (60 acres) of additional multiple family land outside the established urban areas of 1999. This will involve continual discussion with the Agricultural Land Commission.
- 5.6.17 Consider an amendment to the Zoning Bylaw to provide for a significant supply of residential uses in the Town Centre commercial land use zone.
- 5.6.18 Strive for continued cooperation with WFN in devising supporting policies for the development of a 'seamless' Town Centre.
- 5.6.19 Seek to balance the development of the Westbank Town Centre between RDCO and WFN lands.
- 5.6.20 Proactively focus multiple family development within the Town Centre.
- 5.6.21 Encourage timely approval processing for development applications that support the initiatives of the Plan.
- 5.6.22 Confirm Powers Creek Canyon as an ESA area.
- 5.6.23 Reduce residential densities adjacent to the farmland to minimize the number of residents exposed to farm practices like crop sprays.
- 5.6.24 Where urban parcels project into farm lands, results in a higher potential for exposure for residents from several directions and encourages a lower than conventional density to further reduce the number of residents exposed to agricultural practices.
- 5.6.25 Protect crops by assuring a fence is a component of the buffer thereby reducing the potential for pilfering.
- 5.6.26 Require development to provide an adequate buffer in accord with the Agricultural Land Commission standards.
- 5.6.27 Encourage reduced residential architectural massing adjacent to the farmland to minimize the number of residents exposed to farm practices like crop sprays and assure good sunlight to crops.
- 5.6.28 Ensure adequate fire protection issues are addressed for any new development within the Town Centre.

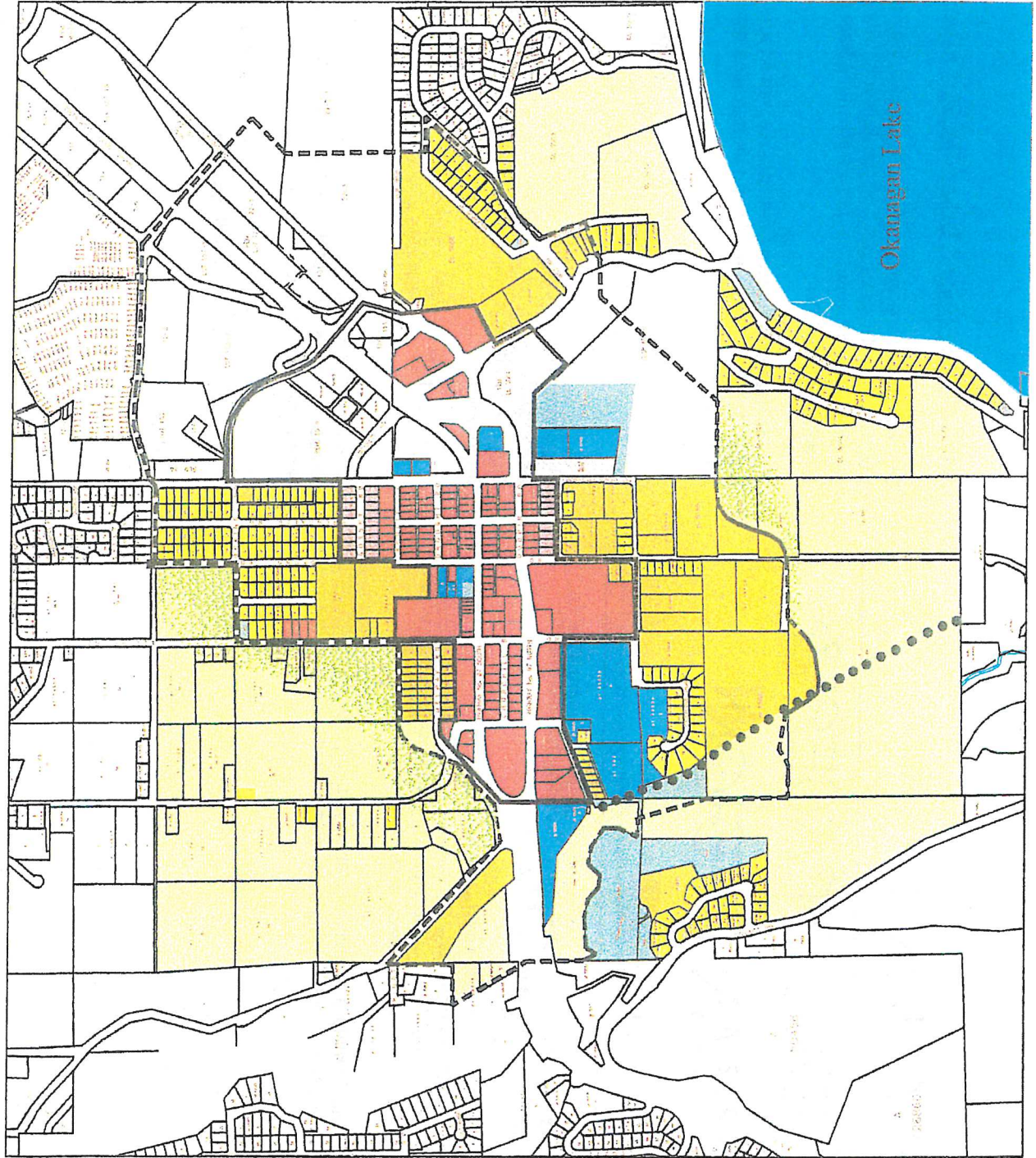


Map 5

Proposed Future  
Land Use Boundaries  
(To be discussed and refined)

Legend:

- Single Family, R1 and R2
- MF R3 and R4
- RU, AR, RM, Land Industrial
- Industrial
- Office
- Commercial C1, C2, C4
- Transitional Commercial
- Public/Arts and P2
- Park P1
- Park, Nature Reserve
- Discussion area for future boundary (Further discussion proposed, See Sec. 1.3 and 1.2)
- Support Area Boundary
- Care Area Boundary
- Reserve



Note: "This map shows some areas with some potential for the additional lands needed for urban as described in Section 2. Such expansion potential requires further discussion and refinement. Please refer to Map 4 to view boundaries as approved upon at the time of the four Centre Plans' adoption."

# SECTION 6

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## PUBLIC SPACES & URBAN DESIGN

### PART 1 DISCUSSION

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The Westbank Official Community Plan directs this Plan to provide public space by the following.

#### *14.0 Parks and Open Space*

##### *14.3 General Policies*

*21. Develop more parks in the downtown area in accordance with the Town Centre Plan.*

With this in mind a number of park and public space initiatives are identified. The following outlines these initiative objectives.

#### 6.1 Public Space & Urban Design Goals:

The following points are public space and urban design goals that were identified as part of the Advisory Committee involvement or through visioning workshops held with the broader community.

The identity of the Town Centre is disjointed and experiencing rapid change due to generic and unmanaged development form and character.

- 6.1.1 Goal: Foster the Rural Village Theme in all aspects of public and private work within the Core Area of the Town Centre,

The cumulative perception of a place is formed by the positive and negative aesthetic impressions. Strategic improvement to the less positive visual contributors helps manifest a positive impression.

- 6.1.2 Goal: Reduce the visual impact of unsightly conditions within the Town Centre.

It is known that high quality and attractive public walking areas promotes pedestrian activity, increases social interaction and reduces vandalism.

- 6.1.3 Goal: Undertake pedestrian area upgrades to the sidewalk areas within the Core Area.

Parks within the Town Centre need not be large expanses. Rather small conversation scaled parks are best to promote public use and quiet rest areas within the urban setting. Westbank does not have any such park spaces today.

6.1.4 Goal: Provide small park spaces within the downtown.

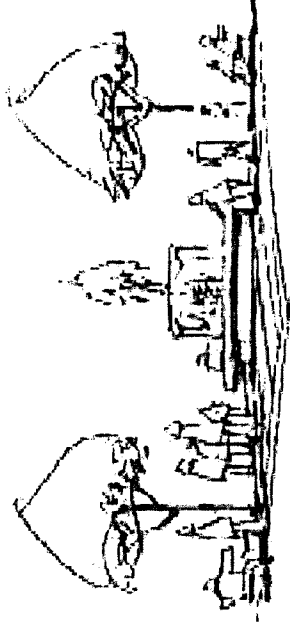
Visitors and local residents both benefit from having a clearly identified arrival 'marker' to the Town Centre. The marker should tell the viewer as much of the character of the community as possible. Therefore, entranceway markers should reinforce the rural village theme and address the agricultural heritage of Westbank.

6.1.5 Goal: Celebrate the gateway arrival points to the Town Centre,



The Westbank Town Centre is the central business district or downtown for a broadly dispersed set of communities. Within this centre, it is vital to provide a place which can be used for public celebrations and as a site to host special events. This place is the dominion of the 'heart' of Westbank.

6.1.6 Goal: Identify sites and initiate interest in provision of principal and secondary public plaza spaces.



Overhead powerlines on Main Street contribute to an unsightly and industrial visual characterization of the Town Centre. If possible, the aesthetic appearance of the area would be upgraded if this utility were removed.

6.1.7 Goal: Seek to place the WCP distribution lines on Main Street below grade or along the back lane alignment.

Signage within the Town Centre is an important contributor to the aesthetic quality of the area. Third party signage is a form of visual pollution and billboard signs are overscaled and intrusive signage within a town centre. Although the RDCO can only suggest to the WFN that this type of signage is not in the interest of the Town Centre, it is best to try.

6.1.8 Goal: RDCO & WFN should pursue working together on signage issues.

Most of the land, other than the public roadways, is privately owned. The quest for additional small park spaces is difficult to achieve if the land must be purchased at market value. However, the Municipal Act provides for density bonusing for development for the provision of a public amenity. This methodology for providing park space is encouraged.

6.1.9 Goal: Urge private development to provide additional public openspace.

Trees add to the aesthetic beauty and climatic balance of an urban area. Unfortunately, at this time the Town Centre has very few trees.

6.1.10 Goal: Add significantly to the tree count in the core area.

A key characteristic of a successful town centre is the ability to walk to and within the area safely and efficiently. The present Town Centre has very few sidewalks and little linkages exist to the neighbourhoods beyond the Support Area.

6.1.11 Goal: Prescribe an integrated pedestrian mobility system

Unfortunately, the existing Town Centre is not accessible to those persons who are mobility challenged and is dangerous for those who are sight challenged.

6.1.12 Goal: Accommodate equal access throughout the Town Centre.

Everything costs and the funds for upgraded public infrastructure during a period when the public purse is limited requires new sources of funds to implement many of these ideas.

6.1.13 Goal: Consider creative funding methods for public area improvements.

## 6.2 Public Space & Urban Design Objectives:

The Primary Town Square will function as the social focus for the Westbank community. A primary Town Square will be sited between Main Street and the Lions' Community Hall. This site is to be developed as an urban 'park' with predominately hard landscaping surface treatments, shade trees, and public art key noting the area's farm heritage.

6.2.1 Objective: Help create the Primary Public Square in front of the Lions' Community Hall.

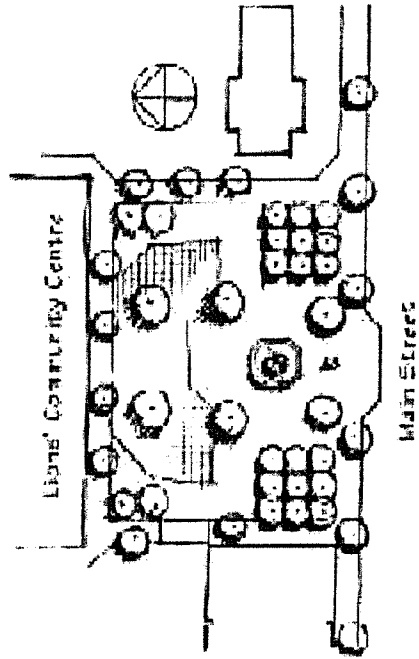


Figure 3. Community Centre Plaza

Smaller public areas than the Primary Town Square are proposed for the north-west corner of Old Okanagan Highway and Main Street and adjacent to the potential municipal office. The proposed location for the office is on the present Chamber of Commerce / RCMP site. This site is selected as a potential 'Town Hall' location if the Westbank Area H is incorporated.

This first site is the location of the Fur Brigade Trail Commemorative Cairn. This plaza will honor the historic relationship between the First Nation Peoples and the early fur traders. This plaza is encouraged as part of a commercial development of the balance of the property.

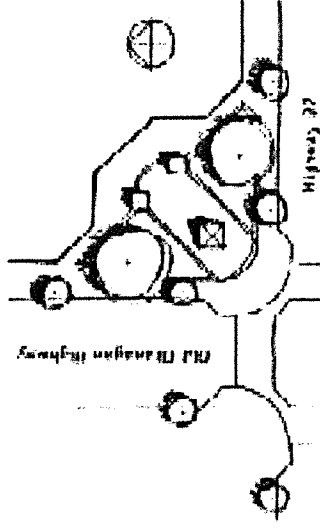


Figure 4. Fur Brigade Plaza

This public plaza is envisioned to feature public art, a mix of hard and soft surface treatments and large shade trees. Visitor awareness signage will direct tourists on Highway 97 to the site and commemorative interpretative information panels

will provide historical background about the significance of the site.

The second site is proposed as part of the development of a Municipal Services structure.

6.2.2 Objective: Encourage a Secondary Public Plaza on the northwest corner of Old Okanagan Highway and Main Street as part of the commercial development. As well as, on the proposed Municipal office site if it is ultimately required.

Public Openspace Parks are encouraged as part of multiple family developments. These parks spaces may occur as a result of clustered residents' private openspace. Additional openspace beyond the minimum requirement may result in an amenity bonus for increased density in exchange for the provision of open public park space.

6.2.3 Objective: Encourage additional public park and openspace as part of private development.

#### Urban Forestation

A tree planting initiative can provide more 'green' relief within the Town Centre. Street trees at a spacing distance of 15 metres are encouraged and could be instituted as a component of a development and subdivision process. Requiring street trees as part of a Subdivision Servicing Bylaw Requirement may achieve this outcome. As well, public and private initiatives can provide additional trees along already developed frontages.

Tree planting on vehicle parking lots at a ratio of one tree per 8 parking stalls is encouraged. This strategy will allow for a shade canopy over the asphalt and appear like a 'parking orchard' within the Town Centre.

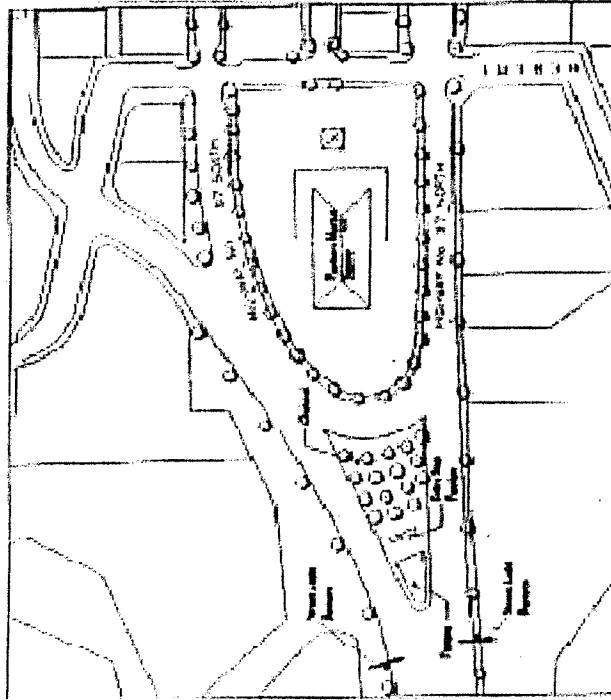
6.2.4 Objective: Promote and stipulate the planting of trees as part of both public improvements and private development.

### Gateway

Gateway treatments which identify the entry points to the Town Centre on Highway 97 can be designed to reflect the rural village character and identify the special qualities of Westbank. The use of orchard plantings as part of the gateway is encouraged. Consideration to locating gateway features at both ends of the couplet, as well as, placing a gateway at the easterly end of the WFN core commercial area.

6.2.5

**Objective:** Provide entrance gateways to the town centre to identify Westbank and provide a sense of arrival for visitors.

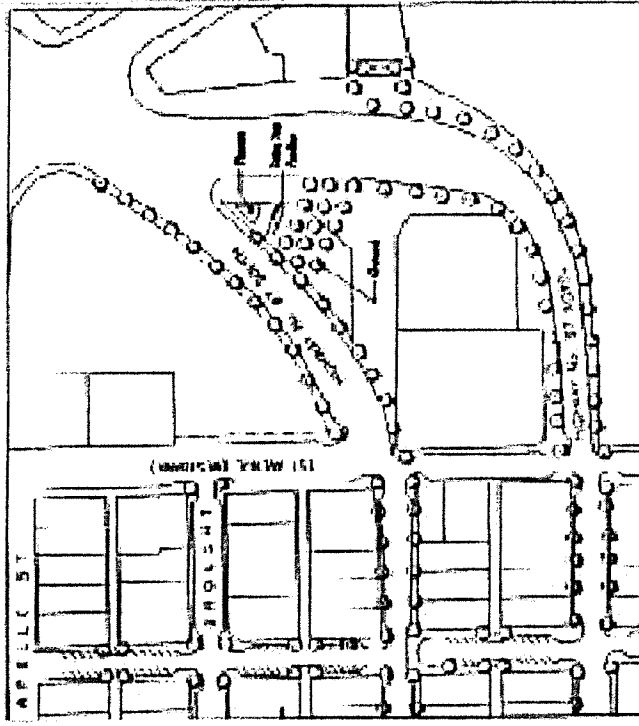


### Street Treatments

Fundamental to a livable Town Centre is its 'walkability' and urban quality. Streetscape ambience can be upgraded through the use of pedestrian street furniture, character streetlighting and trees. Signage will reflect the heritage of Westbank.

6.2.6

**Objective:** Encourage a general upgrade of the public realm of the Core Area of the Town Centre.



### Pedestrian Linkages and Trail Heads

Connections for pedestrian to the broader community will be identified by Trail Head treatments at the Support Area Boundary to the Town Centre. Network sidewalks and the overall community trail system will combine into an interconnected service infrastructure.

6.2.9 Objective: Encourage a trail and sidewalk system that links the broader community to the Town Centre and connects the Support Area to the Core Area within the Town Centre.

### Mini Parks

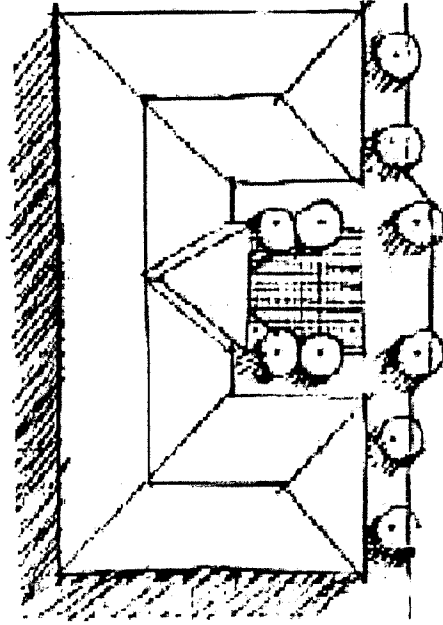
Small park spaces can be established or existing areas may be upgraded. Residual public lands and private courts within developments may contribute to the public environment as mini parks. These spaces can further enhance the green quality and sociable opportunities of the Town Centre.

6.2.7 Objective: Encourage, promote and establish mini parks within the Town Centre.

### Commercial Courtyards

Architectural forms that create courtyards and other types of semi private openspace are desired within the Town Centre.

6.2.8 Objective: Strive for additional openspace within private development through architectural and site design.



### Integrated Rural Village Theme

The identity of Westbank as offering a legacy of a rural/agricultural settlement should be exemplified in as many ways as are possible in the delivery of the detailed urban design finish.

6.2.10 Objective: Create an urban design treatment for the core area of the Westbank Urban Town Centre.

6.2.11 Objective: Sustain the Rural / Agricultural Village theme throughout the final urban design of the Core Area.

### Streetlife Animation

Encouraging public marketing and sidewalk dining or coffee shops contributes to a lively animated Town Centre. As well, an active and publicly occupied street is a safe street.

6.2.12 Objective: Encourage sidewalk merchandizing and restaurant activities.

### Creative Funding

In this time of tight fiscal budgeting and limited Provincial assistance, public area improvements need to be creative in their funding approaches.

6.2.13 Objective: Identify numerous funding methods for public area upgrades.

## PART 2 POLICIES

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### 6.3 Public Space & Urban Design Policies

The following land use policies are provided to help guide activities of Public Space and Urban Design within the core and support areas of the Town Centre:

The Regional District of the Central Okanagan will:

- |       |  |        |   |
|-------|--|--------|---|
| 6.3.1 | Support and encourage development and public works initiatives that reinforce the form and character of the Rural Village Theme.                           | 6.3.7  | Encourage MoTH to permit gateway signage and plantings within the public right of way at each end of the Highway 97 couplet and at the easterly end of the commercial core area of the WFN lands.   |
| 6.3.2 | Strive for the removal of WCP overhead power transmission lines and their replacement with underground wiring.   | 6.3.8  | Promote the creation of public plaza spaces within the Town Centre adjacent to the Lions' Community Hall, the Fur Brigade Trail Marker and the proposed site for the municipal services building on the present Chamber of Commerce site. |
| 6.3.3 | Work with WFN to remove all billboards from the Town Centre.   | 6.3.9  | Promote the creation of additional public openspace as part of private development in exchange for a density bonus.   |
| 6.3.4 | Seek resources to help fund and maintain an effective pedestrian network throughout the Town Centre.   | 6.3.10 | Support and encourage an urban forestry program to add significantly to the quantity of trees within the Town Centre.   |
| 6.3.5 | Work with MoTH to implement sidewalk systems complete with pedestrian amenities like trees, benches and plantings.   | 6.3.11 | Provide for pedestrian and cycle linkages between adjacent residential neighbourhoods and the Town Centre as part of their development planning.  |
| 6.3.6 | Identify small sites for urban parkettes within the Town Centre as part of Parks Department Planning. Once identified, strive for acquisition of the sites | 6.3.12 | Require all pedestrian services on public land and all developments within the Town Centre to be accessible.  |
|       |  | 6.3.13 | Proactively investigate funding options for public works within the Town Centre and assign staff to champion such initiatives.  |

and the implementation of urban park improvements.

- 6.3.14 Facilitate a street scape revitalization within the core area of the Town Centre.
- 6.3.15 Investigate the legislative tools available to RDCO for land owner investment bylaws for Core Area revitalization.
- 6.3.16 Consider commissioning a detailed urban design contract for the Core Area as follow up work on the Town Centre Strategic Plan.
- 6.3.17 Consider establishing a Public Murals Project that commemorates the agricultural and First Nation's heritage of Westbank.

# SECTION 7

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# TRANSPORTATION & MOBILITY

## PART 1 DISCUSSION

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The OCP identifies policy considerations for roads and transportation within the Town Centre. The following points in italics detail the OCP initiatives:

### *15.0 Roads and Transportation 15.4 Policies*

- 4. Encourage the establishment of continuous major roads and more internal connections, east-west and north-south between the neighbourhoods and into the Town Centre area as set out in the Major Street Network Plan.*
- 6. Determine cross traffic movement improvements needed in the Highway Couplet zone to accommodate future growth and development in the Town Centre. This can be accomplished during the preparation of the Town Centre Plan.*

### The Larger Highway Context

Highway 97 in the Okanagan serves inter-regional travel to and through the Central Okanagan supporting economic activity dependant on travel from other regions. Within the Central Okanagan, regional and local trips dominate travel on Highway 97 supporting the movement of commuters, general freight, shopping, social and recreational trips. Within the Westbank Town Centre, a high component of the vehicles using Highway 97 are through trips. Highway travel delays can mean increased travel time costs for all users.

### 7.1 Transportation & Mobility Goals

The Town Centre Plan considered the relocation of Highway 97 as a project beyond the 10-20 year time frame of this Plan. Therefore, the Plan focused on 'living with' the highway.

Although it is acknowledged that the location of Highway 97 is an issue, the difficult decision was made to not consider its relocation due to the following points:

- a) there is no provincial funding in place to relocate Highway 97,
- b) the intent of this document is a town centre plan. Studying highway location is a major project unto itself,
- c) the intent of the plan is to provide achievable strategies for the next 10 –20 years.

The location of Highway 97 is a major issue to the community of Westbank. It is a topic worthy of consideration as a project for future study by the Regional District. Due to jurisdiction, such a study would need to closely involve the Ministry of Transportation & Highways.

A vast majority of the vehicles using the Highway 97 couplet are through traffic. Through traffic will always exist on a Provincial Highway. However, little of this motoring public are stopping and enjoying the cultural and economic opportunities in Westbank.

7.1.1 Goal: Take advantage of the presence of Highway 97 by representing Westbank, its businesses and community activities in an appealing way to motorists.

High volumes of through traffic can give the impression to residents that the couplet form and highway traffic subdivide the Town Centre for pedestrians and cyclists.

7.1.2 Goal: Promote road and urban design which help maintain motorists speeds within the posted speed limits.

7.1.3 Goal: Provide for adequate crossing locations and duration phasing of traffic control lights to better allow for pedestrian cross traffic.

Highway traffic causes livability issues for users of adjacent commercial and residential development. The ongoing development of the Town Centre includes a forecast of additional housing units within the Core Area. This initiative

may be thwarted if the livability of the highway as a neighbour can not be improved.

7.1.4 Goal: Mitigate the impacts of traffic noise, pollution, truck traffic and dust on neighbouring livability.

Parking is vital to a commercial area. The greater Westbank community is quite dispersed. Many neighbouring residents will drive to the Town Centre if they consider adequate parking is available.

7.1.5 Goal: Parking should be more user friendly, better identified, and make efficient and strategic use of the land which is available for that use.

Town Centres are accessible to patrons and they are able to frequent many outlets from one parking stall. Therefore the quantity of parking may be reduced without impacting the commercial viability of businesses.

7.1.6 Goal: Reduce parking requirements below the current MoTH standards for Core Area commercial development that is also accessible by sidewalk.

Alternatives to the vehicle are becoming more desirable and effective for Town Centre business district patrons. The core area should provide for a variety of mobility options.

7.1.7 Goal: Provide space, services and infrastructure for transit use, walking and cycling in the Town Centre.

The Ministry of Transportation and Highways has broad influence over Town Centre development access, parking standards, as well as, development form and character. The needs of highway fronting commercial users may conflict with the purely traffic based considerations.

7.1.8 Goal: Strive for a balance between the interests to move traffic and the commercial client service interests of Town Centre businesses.

The proposed bypass alignment will affect the gateways to the Town Centre.

7.1.9 Goal: Design the gateways to the Town Centre to create a meaningful message regardless of the final road alignment.

Highway traffic motorists find it difficult to reduce their speed to 50 kph in the Town Centre. The need to keep the highway traffic speed low is vital to maintaining a livable Town Centre.

7.1.10 Goal: Sustain a 50 kph speed limit on the couplet and provide urban design treatments to encourage motorists to refrain from speeding.

Presently Highway 97 is the only east—west route available. This condition forces all local and through traffic to use the couplet.

7.1.11 Goal: Identify network road alignments that will reduce the vehicle load on the highway and provide alternatives for local residents.

7.1.12 Goal: There will be a need to have a road in the future separating the urban from the rural areas at the northerly and southerly boundary of the town centre. Each property that is located on the boundary of the town centre will have to be reviewed for its contribution to the boundary road at the time of development.

The flow of traffic along the couplet is intermittent due to the number of traffic control lights.

7.1.13 Goal: Coordinate the timing of traffic lights for vehicles travelling at 50kph.

Streetside parking may inhibit traffic flow on the Highway. Eliminating parking on the couplet may be desirable if equal parking is provided for affected businesses. The parking area may be redesigned to increase and enhance pedestrian space.

7.1.14 Goal: Consider removing parking on the couplet if additional convenient parking is provided to replace the losses, and if such parking loss is offset by enhanced pedestrian experience.

On street parking is convenient and should be maximized. Where roads provide for adequate width, angle parking should be considered for flanking streets to the Highway.

7.1.15 Goal: Encourage the maximization of on street parking where such parking is provided.

Transit may serve the community better if shorter intervals and a safe and convenient exchange facility were available in the Town Centre. As well, shelters within the core area would serve the riders by increasing comfort as they await the bus.

7.1.16 Goal: Encourage transit ridership through scheduling, convenience and sheltering improvements.

Standards for sidewalks and corners are to consider the needs of an increasing population of individuals riding electric scooters.

7.1.17 Goal: Accommodate the mobility challenged individuals throughout the Town Centre

The activity of walking within the core area of Westbank is a key aspect of creating a successful Town Centre.

7.1.18 Goal: Strive to improve the quantity of good pedestrian facilities and high quality public spaces throughout the Town Centre commercial core area.

## 7.2 Transportation and Mobility Objectives:

Transportation and Mobility objectives result from the extensive public involvement process that contributed to all aspects of the Plan and the further implementation of the OCP.

### Balance Mobility & Safety with Town Centre Needs

Urban design treatments can calm traffic to 50kph and contribute to the livability of the Town Centre while providing for efficient and safe mobility. Objectives to support the concept of a balance between interests of mobility and livability include the following:

These initiatives include, among other means:

- 7.2.1 Objective: Encourage the Ministry of Transportation & Highways to maintain a minimal driving lane to allow sufficient area in the road cross section for adequate sidewalks on both sides of roads within the Core Area,
- 7.2.2 Objective: Provide parking on all highway frontages if it does not interfere with mobility. Where parking is removed, accommodate the lost stalls in lots adjacent to the affected businesses,
- 7.2.3 Objective: Provide for a variety of mobility options like bike lanes of 1.5 metres integral with traffic lanes on all commercially used streets.
- 7.2.4 Objective: Encourage the Ministry of Transportation & Highways to time the traffic lights on

the Highway for no more than one stop maximum in the Town Centre,

- 7.2.5 Objective: Time cross walk lights for a person moving at 6.5 metres per minute (the walking speed of the average senior citizen.)

### Managing Highway Livability:

Conditions caused by the Highway within the Town Centre can influence livability of the adjacent lands. Initiatives to improve livability adjacent to the highway are identified by the following objectives:

- 7.2.6 Objective: Consider transferring jurisdictional and maintenance responsibility for the sidewalk and boulevard to RDCO from MoTH,
- 7.2.7 Objective: Reduce emission pollution by tree planting along the highway,
- 7.2.8 Objective: Abate noise and improve the visual setting by placing buildings adjacent to the sidewalk and providing masonry screening 0.9 metres high along parking lots abutting Highway 97,
- 7.2.9 Objective: Enforce speed limits through enforcement and traffic calming initiatives.
- 7.2.10 Objective: Manage dust with regular and seasonal maintenance.

#### Parking Management:

Parking management and information signage will help support the reality of convenient and ample availability. The following objectives are initiatives in support of vehicle parking:

- 7.2.11 Objective: Place strategic parking signage to identify lots,
- 7.2.12 Objective: Mark stalls on the streets to improve awareness and parking layouts,
- 7.2.13 Objective: Maximize on street parking by, among other methods, consider drive in angle parking for roads other than Highway 97,
- 7.2.14 Objective: Encourage the Ministry of Transportation & Highways to minimize the amount of the road used for moving traffic while maximizing the amount of the road used for parking,
- 7.2.15 Objective: Consider amalgamating smaller private property parking areas into larger comprehensively planned lots,
- 7.2.16 Objective: Work with employers to encourage employee car-pooling and parking in locations other than in stalls that would conveniently serve patrons.
- 7.2.17 Objective: Consider a parking management plan in conjunction with the OYTP.

#### Provide for Mobility Options to the Private Vehicle

Facilities for alternate means of mobility will encourage their usage. The following objectives identify opportunities for improved mobility options:

- 7.2.18 Objective: Work with B.C. Transit to encourage a Transit Exchange adjacent to the Town Square on Main Street,
- 7.2.19 Objective: Provide good sidewalks,
- 7.2.20 Objective: Encourage cycling by providing bike lock stands, riding lanes, as well as, pursue with MoTH the possibility of a parking credit for development equal to 1 stall for 5 bike parking spaces provided for up to two stalls,
- 7.2.21 Objective: Assure wheelchair and electric scooter accessibility,
- 7.2.22 Objective: Construct convenience, safe and attractive pedestrian streetscape amenities.

### Addition of Local Network Roads

The proposed parallel local arterial roads will help the community driving patterns and reduce Highway traffic load. The following objective defines this initiative:

7.2.23 Objective: Designate the arterial road alignment to best serve the community and, at the same time, minimize construction implications for established Westbank neighbourhoods.

### Managing Access to Sites on the Highway 97

Accessing vehicles to property abutting the controlled access highway decrease safety and impede mobility. The following objectives are provided to address this concern:

7.2.24 Objective: Limit vehicle access to abutting commercial land where an alternate access exists,  
7.2.25 Objective: Encourage joint use driveways where alternative accesses are not available.

### 7.3 Proposed Road Cross Sections

In the Regional district, the Ministry of Transportation & Highways currently has the jurisdiction of determining road cross sections. How roads are built and used, however, is an important issue in the functioning of the Westbank Town Centre. The following are cross sections which are suggested to address the issues, and reflect the policies contained in this plan

### 7.3.1 Highway 97 Cross Section

The Highway 97 corridor is a vital link in the Okanagan Valley Transportation system. The facility provides the only roadway between the Coquihalla Connector and points along the Okanagan Valley. The highway has been using the same alignment for a number of decades although the couplet in the Westbank Town Centre dates from the mid 1980's. Over this time, the volume of traffic has increased and the community has grown dramatically.

To help balance the interests of the highway for safe and efficient traffic movement and preserve the quality of life for Westbank Town Centre, the proposed road cross section objectives are illustrated below:

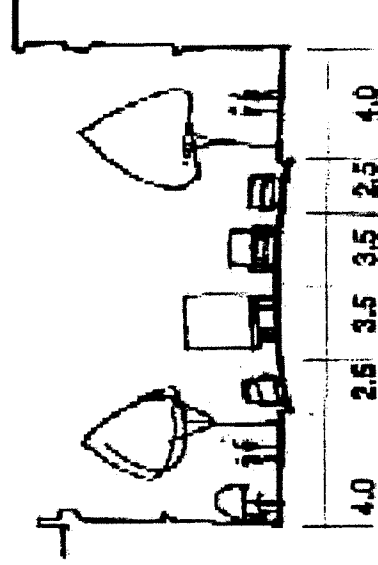


Figure 5. Main Street Cross Section

### 7.3.2 Community Roads Cross Section

Roads abutting Highway 97, as well as, those within the core, are to be improved to better serve the needs of pedestrians and to provide more parking. To facilitate these interests, the typical road cross section objectives are proposed below:

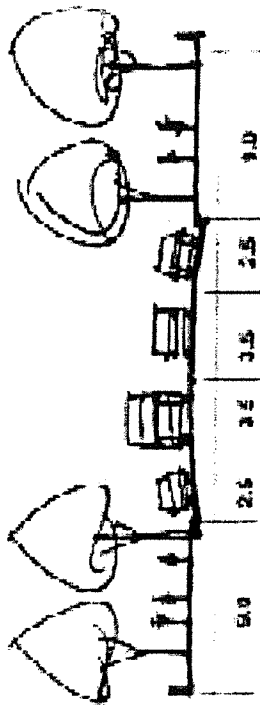


Figure 6. Dobbin Road Cross Section

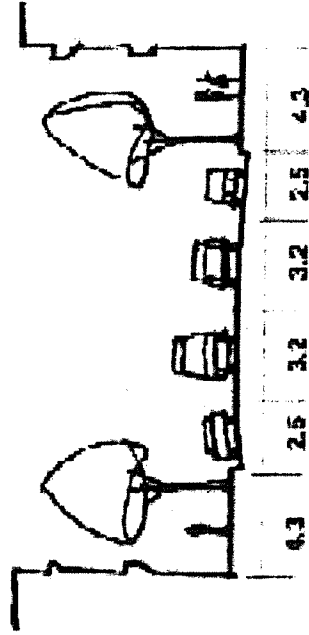


Figure 8. Major Street Cross Section

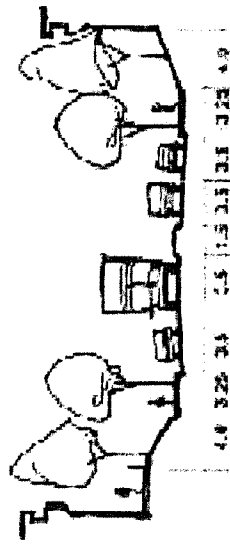


Figure 7. WFN Area Cross Section

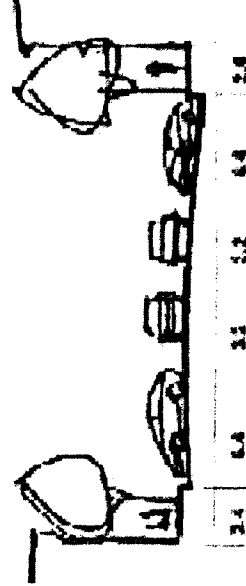


Figure 9. Primary Area Street Cross Section

## PART 2 POLICIES

### 7.4 Transportation and Mobility Policies

The following land use policies are provided to help guide activities of Transportation and Mobility within the core and support areas of the Town Centre:

The Regional District of the Central Okanagan will:

7.4.1	Sustain the ability for motorists to easily access the Town Centre from Highway 97.	7.4.7	Encourage transit use as an option to the automobile by identifying a site for a transit hub in consultation with BC Transit.
7.4.2	Work with MoTH to identify and implement appropriate traffic calming design improvements to the highway to assist with maintaining the 50kph speed limit.	7.4.8	Keep the interests of the Town Centre in the forefront in dealings with MoTH to strive for a balance between mobility and livability.
7.4.3	Strive to sustain numerous pedestrian crossing opportunities on Highway 97 with adequate duration of walk lights for senior citizens to safely cross.	7.4.9	Assess gateway signage and plantings to assure they will remain effective if highway traffic is directed to the new local arterial roadway.
7.4.4	Evaluate public and private development initiatives for their ability to mitigate highway noise, dust and pollution.	7.4.10	Protect the planned network road alignments to offer additional east-west mobility. As shown on these plans, boundary roads are approximate locations only.
7.4.5	Maximize parking opportunities and motorist awareness of the parking facilities within the Town Centre.	7.4.11	Encourage the coordination of traffic signal lights on Highway 97 within the Town Centre to facilitate mobility.
7.4.6	Consider reducing parking requirements for commercial uses within the Town Centre as much as	7.4.12	Support the need to replace any discontinued on street parking along Highway 97 with an equal quantity of parking within lots or otherwise within the same general business area.
		7.4.13	Encourage the maximization of on street parking stalls except on Highway 97.

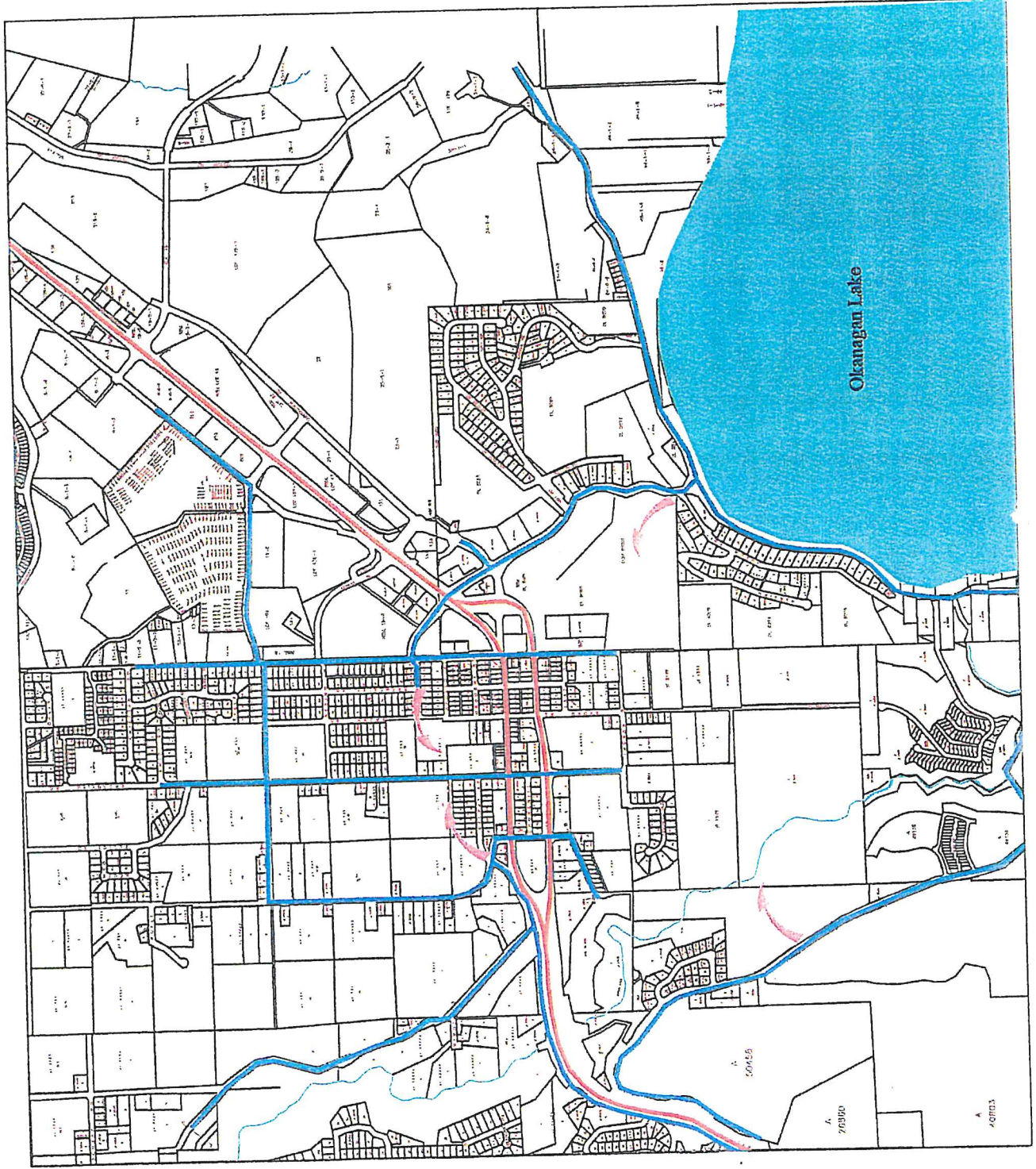
7.4.14	Advocate for transit shelters, convenient bus scheduling and convenient locations for stops with sponsors and BC Transit.	7.4.24	Champion the implementation of a streetscape revitalization program throughout the Core Area,
7.4.15	Assess all public and private openspace works for their ability to serve mobility challenged individuals and persons using electric scooters.	7.4.25	Consider new arterial road alignments with regard to potential physical impacts and livability implications for established urban areas.
7.4.16	Promote the use of minimum driving lanes on roads in order to maximize the pedestrian realm.	7.4.26	Discourage development access to Highway 97 where alternative access is reasonable.
7.4.17	Strive for cycling services like integrated 1.5m bike lanes, lock up stands and on site cycle parking.	7.4.27	Encourage joint use driveways for development where alternative access is not available.
7.4.18	Consider undertaking responsibility for operations and maintenance of all sidewalks and boulevards within the Core Area of the Town Centre	7.4.28	Advocate for road cross sections that allow for high quality pedestrian environments and ample on street parking. Implement pedestrian facility upgrades and public space quality improvements proactively and dedicate extensive resources to this initiative.
7.4.19	Advocate for marking with paint all on street parking stalls.	7.4.29	Place management for all pedestrian interests ahead of the interests of other mobility options within the Town Centre Commercial Core area.
7.4.20	Assess development for its ability to optimize off street parking quantity with integrating the net parking design with adjacent parking.	7.4.30	Strive for MoTH cooperation to implement pedestrian first strategies by employing all levels of governance to facilitate a walkable Town Centre.
7.4.21	Encourage employee parking in areas unlikely to be desired by business patrons.	7.4.31	Encourage the design of road characteristics that help buffering when that road is along the rural/urban boundary. Some of those desired characteristics are outlined in Section 12.
7.4.22	Investigate all means to provide sidewalks within the Town Centre in accord with this plan.		
7.4.23	Working with MoTH, consider amending the Zoning Bylaw to credit a development's parking requirement at a rate of 5 cycling stalls for each vehicle stall for a maximum 2 stall credit.		

Regional District  
of  
Central Okanagan  
Westbank Town Centre  
Bylaw 686-11 Appendix 1  
Adopted 15 November 1999



Map 6  
Major Network  
Bypass Road Alignments

- Legend:
- Highway 97  
Primary Highway
  - Existing Major Street  
Network Alternatives
  - Approximate  
Urban / Rural  
boundary road  
location  
(final location to  
be determined)

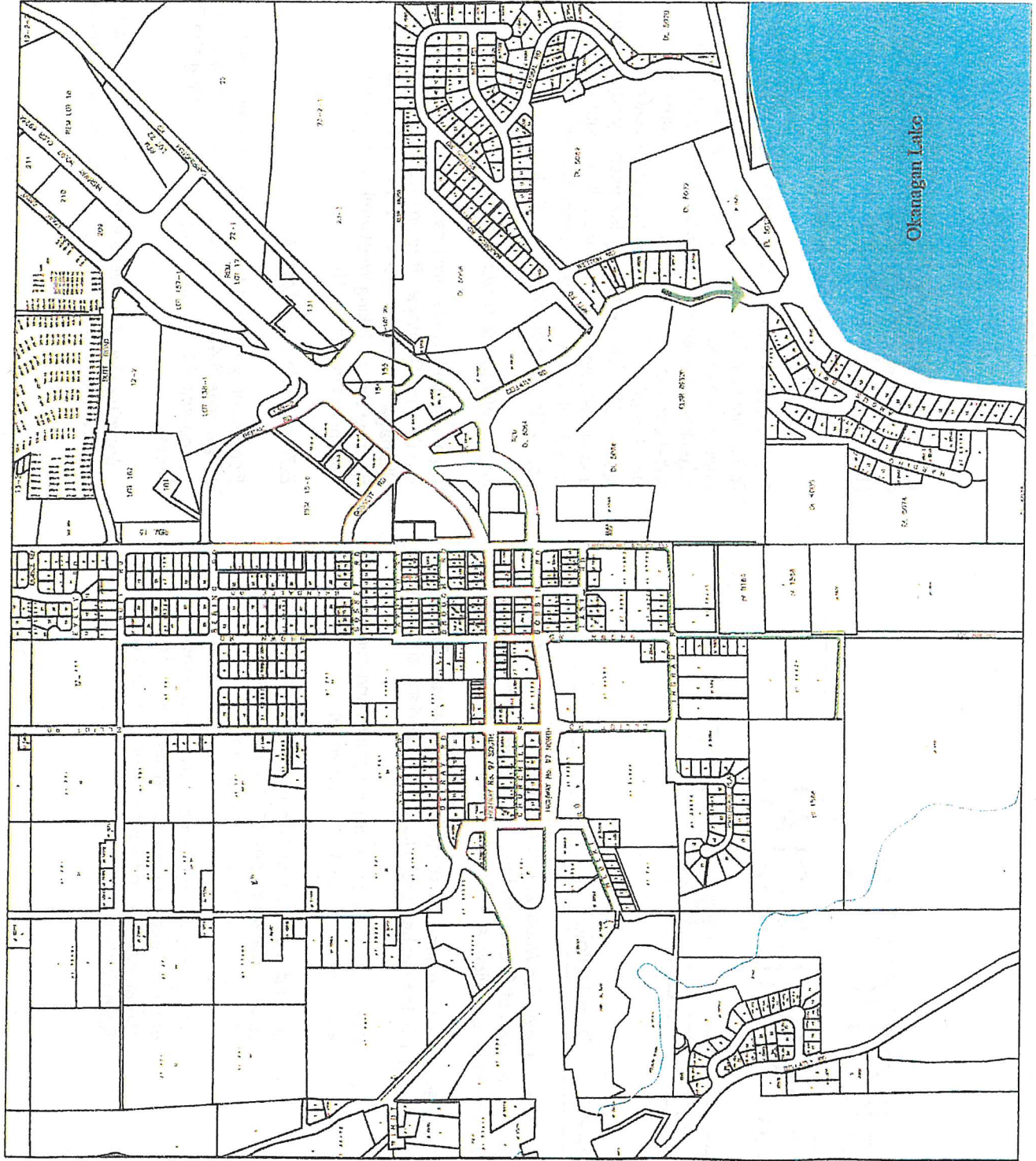


Regional District  
of  
Central Okanagan  
Westbank Town Centre  
Bylaw 686-11 Appendix 1  
Adopted: 15 November 1999



Map 7  
Sidewalk Plan

- Legend:
- Existing Sidewalk
  - Proposed Sidewalk



# SECTION 8

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# COMMERCIAL DEVELOPMENT

## PART 1 DISCUSSION

The trading area for Westbank of clients is the entire central Okanagan west of Okanagan Lake. This area includes Summerland, Lakeview, and the other settled areas between.

Commercial development strategy for the Westbank Town Centre Strategic Plan has undertaken three principal tasks:

- Firstly, compile an inventory of existing commercial development in the Westbank area;
- Secondly, determine the market potential for new commercial development in the Westbank Town Centre during the next ten years;
- Thirdly, provide recommendations on a wide range of topics such as marketing, land use mix, on street parking and building design in the Westbank Town Centre.

The principal findings and recommendations of this part of the Strategic Plan are summarized under the following headings. (The full study is attached to this Plan as Appendix 1.)

### 8.1 Existing Commercial Inventory

The Westbank Town Centre currently has 51,100m<sup>2</sup> (550,000 ft<sup>2</sup>) of occupied space. Three supermarkets (Overwaitea, Coopers and Extra Foods) and one department store (Zellers) together account for 18,580 m<sup>2</sup> (200,000 ft<sup>2</sup>) or 36% of this total commercial floor space. The inventory prepared in October of 1997 identified 3,344m<sup>2</sup> (36,000ft<sup>2</sup>) of vacant space (6%). This relatively low vacancy rate suggests that additional commercial space will be required very soon in the Westbank Town Centre to meet the demands of a growing local population and employment base.

### 8.2 Westbank Trade Area

The Westbank trade area has been defined as that portion of the Central Okanagan Region located on the west side of Okanagan Lake. The core of this trade area extends from the floating bridge linking Westbank and Kelowna in the north to Peachland in the south.

### 8.3 Trade Area Population

Population growth in the Central Okanagan region is projected to average 3,400 persons per annum during the 1997—2002 period and 4,000 persons per annum during the 2002—2007 period.

Assuming that the “west side” will capture 35% of the total growth in the region during the next decade, the number of

persons living in the Westbank trade area will increase from 35,000 in 1997 to 41,000 in 2002 and 48,000 in 2007. These populations imply an average growth rate of 1,200 persons per annum during the 1997-2002 period and 1,400 persons per annum during the 2002-2007 period.

#### 8.4 Commercial Development Potential

The results of the market analysis indicate that the demand for additional commercial space in the Westbank Town Centre area during the next decade will be substantial. A reasonable development programme for the Westbank Town Centre during the next ten years is as follows:

Land Use	Floor Area (ft <sup>2</sup> )
Supermarket	50,000 – 60,000
Other Food	10,000 – 15,000
Department Store	0 – 100,000
Other Retail	150,000 – 200,000
Restaurant	30,000 – 40,000
Service	30,000 – 40,000
Office	40,000 – 50,000
<b>Total Commercial</b>	<b>310,000 – 505,000</b>

#### Projected Commercial Space Needs over the Next 10 Years

The wide range in the bottom line forecast is due largely to the uncertainty with respect to whether a second department store will move into the Westbank Town Centre during the next ten years. Although the results of the market analysis suggest that such an event is unlikely, it would nevertheless be prudent to allow for such as possibility of a 'big box' retailer the area.

The 10,000 – 15,000 square feet of other food store space identified for the Westbank Town Centre is relatively modest. From a marketing perspective, grouping half a dozen or more speciality food tenants together to form the nucleus of a public market would be big plus for the Westbank Town Centre. Ideally, such a project could expand significantly during the summer and fall to accommodate temporary fruit stands and tie in with local area wineries and orchards so as to attract as many tourists and local residents as possible. A focus on the agricultural industry would also support the Rural Village Theme identified for Westbank.

The results of the market analysis suggest that several small office buildings will be developed in the Westbank Town Centre during the next decade. Ideally, as much of this office space as possible will be located in the downtown core in order to provide "walk in" traffic for business and personal services including financial institutions, restaurants, barbers, beauty salons, dry cleaners and so on.

Given the increasing appeal of home based businesses, some "informal" office space or home/office development could be accommodated on transition blocks between the commercial core and the surrounding residential neighbourhoods. Suitable candidates for this type of development include Last Road between the aquatic centre and Overwaitea as well as Apollo Street between the Westbank Packers and the fire hall. See the Future Land Use Map for identified sites.

## 8.5 Commercial Development Strategy Goals

### Recreation, Club and Social Uses

In addition to encouraging a wide variety of commercial land uses, a development strategy for the Westbank Town Centre should also seek to attract as many recreational, educational and entertainment facilities as possible. The existing cinema, bowling alley, library and aquatic centre provide a good starting point. Hopefully, some of these existing facilities (eg. the aquatic centre and the seniors centre) can be expanded and new ones developed in order to broaden the overall marketing appeal of the town centre.

8.5.1 Goal: Focus entertainment and recreational uses within the Town Centre Core Area

8.5.2 Goal: Steer clubs, seniors activities and other socializing facilities to the Town Centre

### Increasing the Residential Component

At the present time, the number of people living within walking distance of the Westbank Town Centre is 1500 persons. Accordingly, every effort should be made to encourage the development of medium density multi-family housing — townhouses and low rise condominium apartments in particular — around the perimeter of the commercial core. Within the Core Area itself, consideration could be given to developing mixed use projects with some residential (eg. a seniors co-op or a congregate care facility) on top of ground floor commercial.

8.5.3 Goal: Encourage more residential developments adjacent to the Core Area.

8.5.4 Goal: Advocate for mixed use residential commercial developments within the Core Area

### Transportation & Parking

One of the most difficult issues facing the Westbank Town Centre is how to resolve two conflicting transportation objectives: encouraging the development of a pedestrian oriented downtown centre while at the same time ensuring that vehicular traffic passing through the area can do so without undue delay. The benefits of exposure to the highway with more than 30,000 vehicles per day more than outweighs the costs. These costs can be mitigated to some extent by a number of relatively minor traffic calming improvements including wider sidewalks with better landscaping and “block and bulges”. Better sequencing of the existing traffic lights on the cross streets in the town centre can improve mobility. Upgraded pedestrian linkages between the major destination points in the town centre can serve to connect attractions and business destinations.

8.5.5 Goal: Maintain the highway through the Town Centre

8.5.6 Goal: Consider traffic calming road design initiatives and upgraded pedestrian linkages

The amount of on street parking in the town centre appears to be adequate at the present time. Demand for parking will obviously increase over time as properties in the downtown

core are redeveloped to higher densities. With this trend in mind, the existing supply of on street parking in general and the number of stalls in the "pull out bays" along Highway 97 in particular must be maintained or replaced if they are removed.

Consideration could be given to replacing the parallel parking on roads flanking Highway 97 with angle parking. This change would not only increase the parking capacity in the town centre—a bonus for shoppers and merchants in the area—but would also help animate the street with pedestrians.

**8.5.7 Goal:** Optimize parking potential and recoup any losses of on street parking.

#### Street Beautification & Urban Design

One of the top priorities this commercial development concept for Westbank Town Centre must be a street beautification programme. Given the ever increasing level of competition amongst virtually all of the retail and service sectors in the Kelowna area, the Westbank Town Centre must improve its physical appearance in order to enhance its marketing appeal.

Large portions of the streetscape fronting onto the Highway 97 couplets have a worn out appearance that does not exactly invite either local area residents or tourists to spend time and money in the downtown core. A street beautification programme—similar to that undertaken on South Pandosy, in the nearby City of Kelowna, in 1997—would be a first big step toward overcoming this problem. From a planning standpoint, such a project would emphasize the commitment to the long term vision of pedestrian oriented town centre.

**8.5.8 Goal:** Undertake a street beautification program.

One urban design issue that relates to street beautification is the treatment of corner properties in the downtown core. A half dozen or so high profile corner properties are currently occupied by gas stations. While they certainly make an economic contribution to the area and serve a market need, their building form does not contribute to a pedestrian friendly environment. Ideally, appropriate zoning and design guidelines will encourage some of these sites to be redeveloped over the next 5—10 years with commercial or mixed use projects which are built out to the street edge.

**8.5.9 Goal:** Encourage the redevelopment of landmark corner sites with higher and better uses than auto service gas stations.

#### Marketing & Promotion

Most successful commercial areas have an ongoing marketing and promotions programme that is paid for in whole or in part by the merchants and businesses. For main street type shopping areas with many property owners who may or may not have a great deal in common, the fairest way to implement and pay for such a marketing and promotions programme is under the direction of a business improvement society or area (BIA).

The formation of a BIA would give the commercial tenants and property owners in the Westbank Town Centre area a much greater sense of community and would help to develop a shared long term vision for the area.

The BIA could take on a number of marketing tasks including the production of a shopping/entertainment brochure, the sponsoring of festival type events. These activities will attract local residents and tourists alike to the Westbank Town Centre area. The BIA could pay for a wide variety of street beautification items (eg. hanging flower baskets in summer, Christmas tree lights in winter). As well, it can secure public/private sector funding to help offset for some capital improvements such as banners, trees, historic plaques, gateway entrance signs and even individual store fronts.

**8.5.10 Goal:** Facilitate and promote the formation of a Business Improvement Area (BIA) within the Westbank Core Commercial Area.

#### *Economic Viability and Interdependence*

Successful Town Centres offer a complete range of goods and services to their trading area. In this way, patrons are more likely to frequent many businesses with each visit to the area and thereby foster a synergy of interdependence among various stores and service providers. It is vital to have a blend of businesses that offer the consumer this diverse mix.

**8.5.11 Goal:** Undertake an inventory of businesses to identify service and goods shortfalls and proactively recruit the missing components into the Westbank Town Centre business mix.

## PART 2 POLICIES

### 8.6 Commercial Development Policies

The following land use policies are provided to help guide activities of Public Space and Urban Design within the core and support areas of the Town Centre:

The Regional District of the Central Okanagan will:

- |       |   |        |  |
|-------|---|--------|--|
| 8.6.1 | Focus entertainment and recreational uses within the Town Centre Core Area            | 8.6.9  | Encourage the redevelopment of landmark corner sites with higher and better uses than auto service gas stations.     |
| 8.6.2 | Steer clubs, seniors activities and other socializing facilities to the Town Centre   | 8.6.10 | Facilitate and promote the formation of a Business Improvement Area (BIA) within the Westbank Core Commercial Area.  |
| 8.6.3 | Encourage more residential developments adjacent to the Core Area.                    | 8.6.11 | Undertake a business mix assessment and recruit missing members of a complete goods and service providing community. |
| 8.6.4 | Advocate for mixed use residential commercial developments within the Core Area       |        |  |
| 8.6.5 | Maintain the highway through the Town Centre  |        |  |
| 8.6.6 | Consider traffic calming road design initiatives and upgraded pedestrian linkages     |        |  |
| 8.6.7 | Optimize parking potential and recoup any losses of on street parking where possible. |        |  |
| 8.6.8 | Undertake a street beautification program.  |        |  |

# SECTION 9.

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# INSTITUTIONAL SERVICES

## PART 1 DISCUSSION

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Institutional services are to be focused within the Town Center. The Town Centre is the heart of the overall service area and is at the hub of the transit and road network. Furthermore, public service offered by institutional services may be combined with regular shopping, employment and recreational activities. The potential of integrating institutional services with the pattern of daily life is a convenience to the client and service providing employee.

### 9.1 Institutional Service Goals

#### Provincial Services

The provincial initiative to combine services within a 'one-stop' facility is supportive of the initiative of locating this type of service within the Town Centre. The potential for a major service centre within the Town Centre offers the ability for a landmark development and a focus of jobs in the area where they are most efficiently integrated.

9.1.1 Goal: Encourage Provincial Government services to locate within a single building or area within the Core Area.

#### Economic Development Services

The Westbank Chamber of Commerce has a leading role in the growing viability of the area. The continued presence within the Town Centre is a desirable goal. The other existing or unforeseen business and marketing organizations on the westside are also encouraged to locate in the Town Centre Core Area.

9.1.2 Goal: Sustain the existing and encourage new business support organizations to locate within the Town Centre Core Area.

#### Municipal Government Services

At the time of drafting of this Plan, the Westbank area is not incorporated. However, if the community chooses to have a greater democratic management of their region, a new set of offices would be required. One potential site for this 'town hall' may be the landmark site presently used by the RCMP and CofC at the easterly end of the couplet.

9.1.3 Goal: If a municipal office is required, locate the facility within the Town Centre in a landmark location.

### Protective Services

Police and fire services are encouraged as well to locate within the Town Centre. The police may combine within the proposed 'Town Hall' if that facility were to be needed. Otherwise, the present site is adequate. A community policing station may also be justified as the Town Centre grows.

Fire services may be anywhere within easy access to Highway 97. The transition from a volunteer department to a permanent staffing will create the needs for a manned fire hall.

9.1.4 Goal: Retain a Police office within the Town Centre.

9.1.5 Goal: Encourage a community policing station at a time when it is appropriate for the Town Centre.

9.1.6 Goal: If a new fire hall facility is required, locate it within the Town Centre with ready access to Highway 97.

### Educational Services

Public and private education is present at the schools within the Town Centre. It is unlikely that additional schools will be built in the near future. It is important to maintain the presence of public schools in the Town Centre in order to increase the desirability of living in the area. As well, schools are a focus for the community

Adult educational facilities has good potential within the Westside during the life of this Plan. It would be desirable to focus this type of training facility within the Town Centre.

9.1.7 Goal: Promote the opportunity for adult education facilities within the Town Centre.

9.1.8 Goal: Encourage the continued operation of the existing education facilities within the Town Centre.

## Utilities

Service utilities like power, highways, water etc. may locate their office spaces within the Town Centre. Storage yards are not likely as the land is too valuable for a yard use.

9.1.9 Goal: Foster the location of utility business offices within the Town Centre.

9.1.10 Goal: Discourage the use of utility yards within the Town Centre.

## Communication Utilities

Telephone, Cable Television and Internet services may locate within the area. These uses are primarily office uses and would fit the job profile of a Town Centre. Again, storage yards would not be desirable or likely.

Television production facilities may locate in the core area. This type of work is a growth industry in BC and the film business and post production industry is able to locate for lifestyle reasons and service an international client base.

9.1.11 Goal: Advocate for the location of television production and film post-production facilities within the core area.

## Air Transportation

Although unlikely, a helicopter port may be justified if the floating bridge is not upgraded for some years. Medical emergencies may predicate the use of air lifting emergency cases to KGH or Vancouver. The location for this type of facility would likely be outside the Town Centre if a permanent site were constructed. However, if this is not available, a school playing field is an acceptable substitute if approved by Transport Canada.

9.1.12 Goal: Consider the need for a medical evacuation helicopter facility within the Westside area with potential for a playing field to serve this need in the event that no permanent facility is available.

## PART 2 POLICIES

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### 9.2 Institutional Policies

The following land use policies are provided to help guide activities of institutional uses within the core and support areas of the Town Centre:

The Regional District of the Central Okanagan will:

- |       |   |        |  |
|-------|---|--------|--|
| 9.2.1 | Encourage Provincial Government services to locate within a single building within the Core Area.                 | 9.2.9  | Foster the location of utility business offices within the Town Centre.                                      |
| 9.2.2 | Sustain the existing and encourage new business support organizations to locate within the Town Centre Core Area. | 9.2.10 | Discourage the use of utility yards within the Town Centre.  |
| 9.2.3 | Locate a municipal office facility within the Town Centre in a landmark location, if required.                    | 9.2.11 | Advocate for the location of television production and film post-production facilities within the core area. |
| 9.2.4 | Retain a Police office within the Town Centre.  |        |  |
| 9.2.5 | Encourage a community policing station at a time when it is appropriate for the Town Centre.                      |        |  |
| 9.2.6 | Locate a new fire hall facility within the Town Centre with ready access to Highway 97, if required.              |        |  |
| 9.2.7 | Promote the opportunity for adult education facilities within the Town Centre.                                    |        |  |
| 9.2.8 | Encourage the continued operation of the existing education facilities within the Town Centre.                    |        |  |

# SECTION 10

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# RECREATIONAL SERVICES

## PART 1 DISCUSSION

Recreation services within the Town Centre are focused in the aquatic centre, community schools, Lions' Community Hall and private fitness facilities. As the population grows in the area demand for more services and greater delivery of existing services is likely. At the time of drafting this Plan, the potential of providing an additional public playing field is not likely as most of the surrounding area remains in the Agricultural Land Reserve.

The land adjacent to the Aquatic Centre is available for additional publicly funded recreation facilities. However no proposed uses have currently been identified. Private recreation facilities will likely evolve to serve the fitness interests of a growing population.

Public playing fields are not part of the overall Westbank Town Centre extended area at this time. RDCO Parks Planners have identified the need for a playing field. The ALC have not supported the use of an ALR site for this purpose at this time.

## 10.1 Recreational Service Goals

- 10.1.1 Goal: Encourage private recreational services to locate within the Town Centre Core Area.
- 10.1.2 Goal: Assess the needs for additional public recreation facilities over time and consider a campus of this type of use adjacent to the Aquatic Centre.
- 10.1.3 Goal: Continue dialogue with the ALC with the goal of achieving a playing field in the area.
- 10.1.4 Goal: Pursue all additional methods of park land acquisition.

## 10.2 Recreational Service Policies

The following land use policies are provided to help guide activities of recreational uses within the core and support areas of the Town Centre:

The Regional District of the Central Okanagan will:

- 10.2.1 Encourage private recreational services to locate within the Town Centre Core Area.
- 10.2.2 Assess the needs for additional public recreation facilities over time and consider a campus of this type of use adjacent to the Aquatic Centre.
- 10.2.3 Continue dialogue with the ALC with the goal of achieving a playing field in the general area of the Town Centre.
- 10.2.4 Pursue all additional methods of parkland acquisition.

# SECTION 11

## DEVELOPMENT GUIDELINES

### PART 1 DISCUSSION

#### 11.1 Development Permit Areas

The OCP identifies policy considerations for development management within the Town Centre. The following points in italics detail the OCP initiatives:

#### *18.3 Town Centre (TC) Commercial Development Permit Area, and 18.4 Multiple Family General Development Permit Area*

*Guidelines are established in relation to Multiple Family residential development, development in the Town Centre in regards to such issues as: the design of buildings and structures, replacement signage, access and parking, screening, landscaping and amenities, lighting, utility servicing, and the sequence and timing of phased developments. These guidelines are in place to ensure that the visual character and overall livability of the Town Centre area improve as development occurs and that multiple family development enhances*

*the area rather than creates an eyesore (for more detail see pages 115 –125 of the OCP).*

#### 11.2 Westbank Town Centre Commercial Development Guidelines

##### 11.2.1 Purpose of the Guidelines

The purpose of these guidelines is to manage the form and character of development within the core area of the Westbank Town Centre. In accord with the Municipal Act, the area has been identified in this plan as a Development Permit area. The Act provides for general management of the design of buildings and the development and landscaping of sites within this area. These guidelines provide general direction for designers and developers when considering the character of proposed new developments and renovations to existing developments. The Regional District of Central Okanagan Board of Directors may apply the concepts within these guidelines when considering approval of Development Permits for the Westbank Town Centre core area.

##### 11.2.2 Goal of the Guidelines

The community of Westbank envisions the town centre as having the character of a 'small town'. The developments within this town are to relate to the heritage legacy of the areas farming past while adapting to the needs of a contemporary town centre where housing and commercial development intensity is forecast at a higher density.

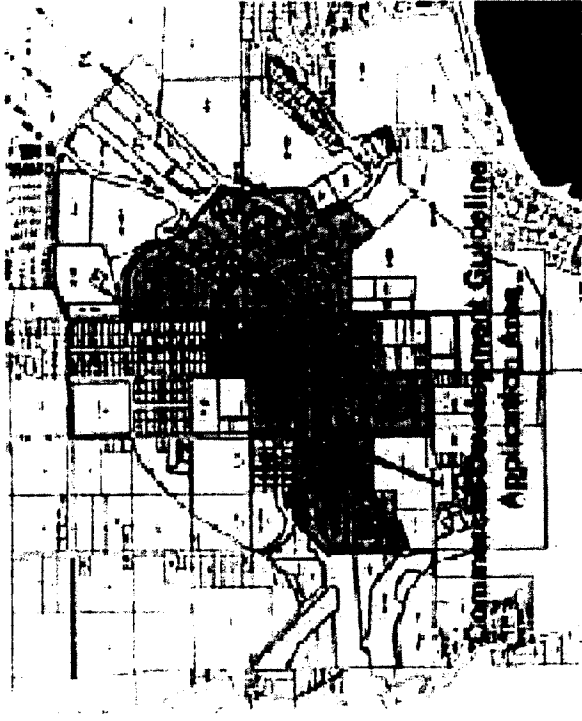
### 11.3 Context Map

The following map illustrates the core area boundaries where commercial land uses may be considered appropriate. As well, the area includes the opportunity for applicants to consider mixed-use development. The transitional areas are sites where housing and offices, or home/offices, are encouraged. Principal intersections are identified and given special consideration in these guidelines. Gateway development is also given a special consideration as the development of these sites provides the 'first impression' of Westbank Town Centre.

### 11.4 Application of the Guidelines

The guidelines are to be used as design consideration to supplement the Zoning Bylaw. Conformity with the Zoning Bylaw does not necessarily ensure compatibility with the Town Centre character goal of fostering a Rural Village Theme. Therefore, additional criteria in the form of Town Centre Development Guidelines are proposed to assist in attaining these development goals.

Of necessity, the guidelines are of a general nature and do not address the development of each site. Individual guidelines have varying influence on development form and character depending on the circumstances and context. The degree of attention paid to any particular guideline will be considered by the Board in its review of development applications.



### 11.5 Principal Considerations for Designers

Redevelopment and new construction within Westbank Town Centre requires developers and designers pay special attention to the goal and context of their site. Basic elements of design to be kept in mind when conceptualizing the development include:

- **Rhythm** Maintain the vertical and horizontal alignments of a pedestrian building form and character. These divisions are often derived from the adjacent development if it is compatible with these guidelines.
- **Proportion** Maintain the proportion of windows to wall surface and the scale of division of storeys as proposed in the guidelines where change is desired or as related to the adjacent developments when those developments are supporting the principals of these guidelines.
- **Setback** Align the Front setback within 0.6 metres (2 feet) of the adjacent setback when that setback is in close proximity to the public sidewalk. Public spaces are encouraged for a part of the frontage when context justifies that space.
- **Design** Design of new development and renovations to established development are encouraged to draw inspiration from the guidelines and the envisioned goal of the Town Centre to manifest a 'small town' and heritage oriented identity.

- **Texture** Create exterior finish material texture and design shadow movement on buildings to add visual interest and to partition the facade mass of larger surfaces which are visible from the street.
- **Colour** Provide colour for development that harmonizes with the established colouring and to avoid the use of intense or highly contrasting colouring for large areas. The use of intense colour is to be considered for highlighting or accenting architecture.
- **Detail** Detailing of buildings and public spaces is encouraged to provide visual interest and relate to the period of construction when craftsmanship was displayed on the facades of architecture. The visual interest created by detail attracts pedestrian activity and provides a visual texture, which contributes to the character of the Town Centre.

### 11.6 Elevation Considerations for Designers

Facades of buildings facing the streets should be considered by designers as having three components of design. In simplest terms, they are the bottom, middle and top. Each of these facade elements has different considerations, which are interdependent yet require special consideration. The following characteristics are encouraged:

#### Bottom: (first storey)

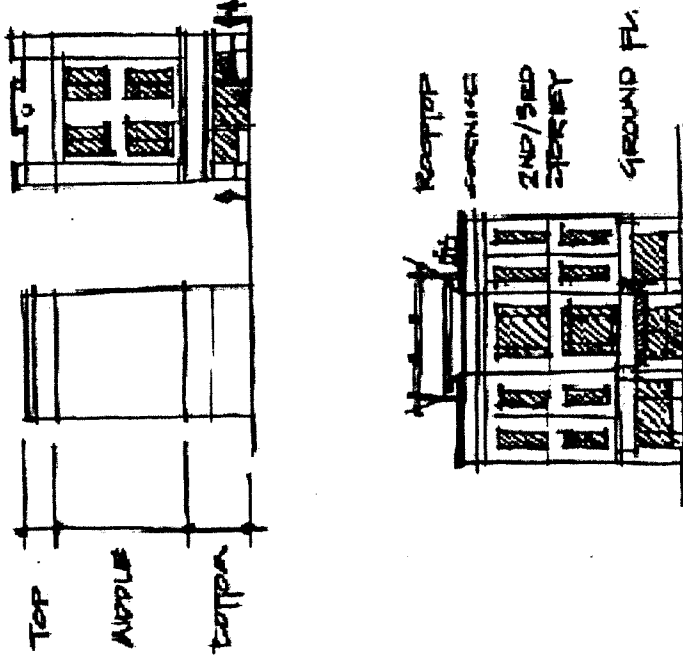
This area has the closest relationship to the pedestrian and motorist. This part of the development creates the most direct impression on patrons and the general public. It incorporates the storefront display and marketing and connects the architecture to the site.

#### Middle: (storeys above the first)

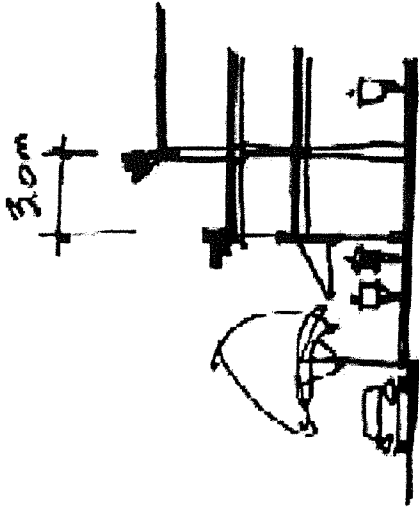
The upper stories form the 'trunk' of the building. This part of the development often holds less retail functions and is not as related to the pedestrian and therefore can be treated with less detail. Ratio of windows to solid wall is to be less than that offered on the first storey (ie. More solid wall area is appropriate).

#### Top: (top storey and/or cornice)

The top of a building provides the architectural edge with the sky. Treatment of the upper storey in buildings of 4 storey or more should be different and therefore identify this level as different that the middle.

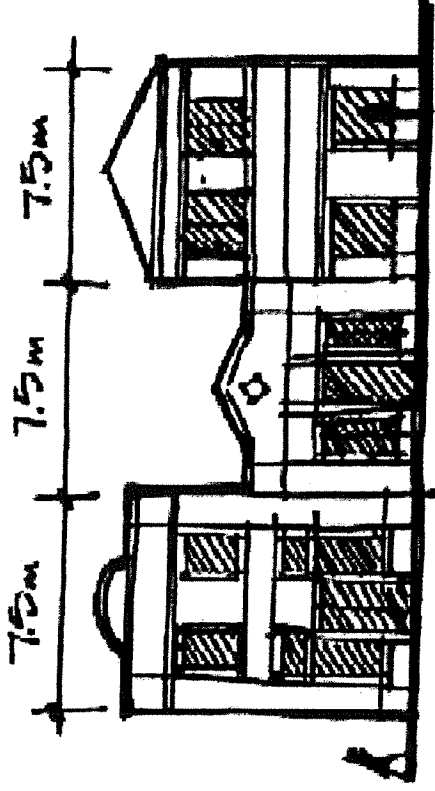


## 11.7 Development Guidelines



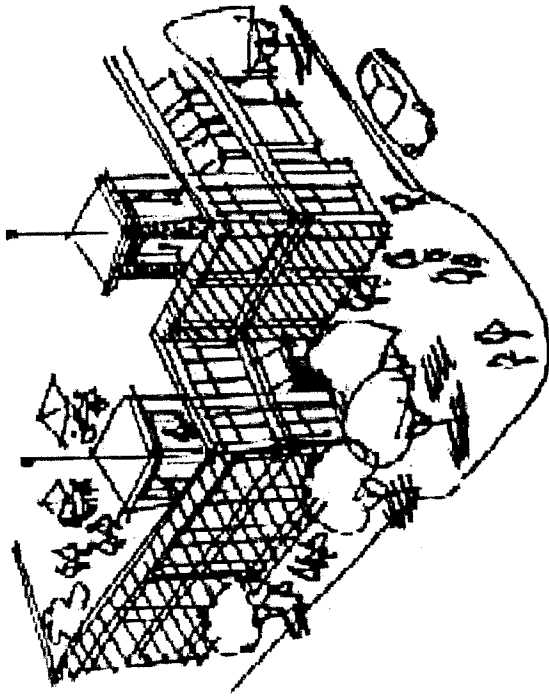
### 11.7.1 Upper Storey Setback

Storeys above the second are encouraged to setback 3.0 metres from the front facade. This will maintain the small town look to the street and support the pedestrian scale of architecture. The top of the second level is encouraged to have a detailing or railing which acknowledges the relationship to the setback and potential vista of sky.



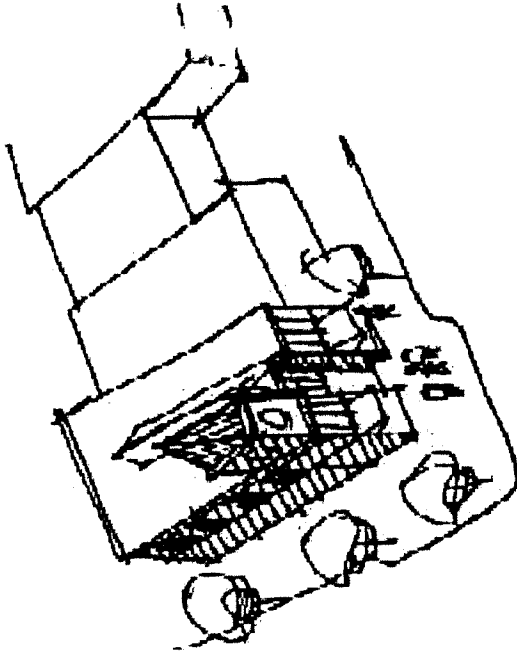
### 11.7.2 Architectural Bay Size

Buildings are to create a 7.5 metre (25 foot) vertical subdivision of the architecture along the principal street frontage. This rhythm may be emphasized by wider pilasters or other significant vertical elements at this spacing on larger buildings.



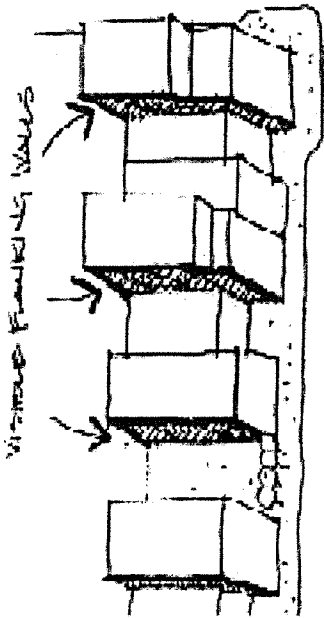
#### 11.7.3 Principal Intersection Celebration

Principal intersections of Highway 97 (Main and Dobbin) and either Old Okanagan Highway or Elliot are encouraged to have development that signifies the predominance of these sites. These intersections are landmarks for pedestrian and motorist orientation and have higher than average exposure for business patrons. To emphasize this, the architecture of these locations is encouraged to feature the corner of landmark design, or to provide a public openspace at the corner to animate the space. Public art is encouraged for these public areas.



#### 11.7.4 Corner Development

Development at the corners of blocks benefits from higher visibility and two principal street facades when compared to development within the mid-block. Therefore, the architecture and site treatment of these properties is encouraged to have display windows on both street facades on the first storey. As well, the corner element of the architecture can feature the juncture of the two facades, sidewalks and roads.

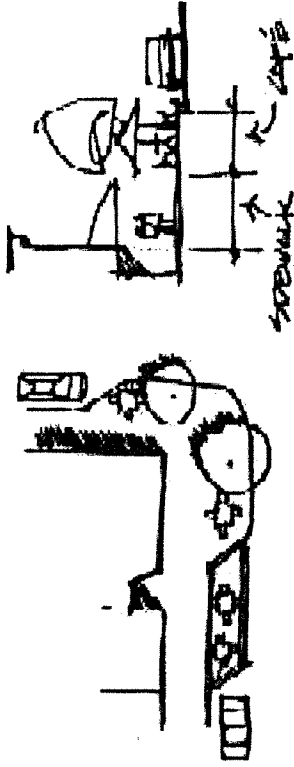


### 11.7.5 Visible Flanking Walls

Flanking walls, which are visible from the street, are encouraged to have architectural treatments, which subdivide the potential 'blank' surface. Alternatively, public art murals focused on the historical theme of the Town Centre are encouraged.

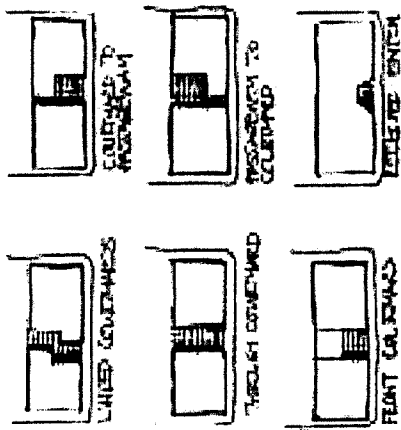
### 11.7.6 Frontage Uses

As much as possible, the first storey of development along Main Street, and the first few blocks off main, are encouraged to have active retail uses such as stores and restaurants. Passive uses, such as banks and offices, are encouraged to be limited to a maximum street exposure of 7.5 metres (25 feet). Frontages on Dobbin are encouraged to have freestanding development in front of large parking areas and adjacent to the sidewalk.



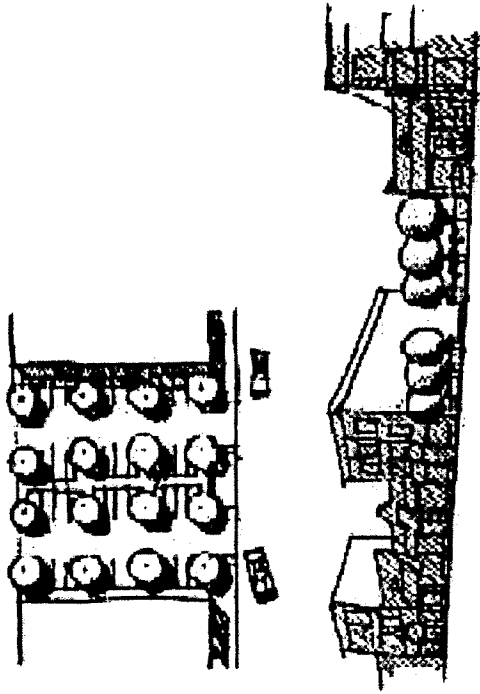
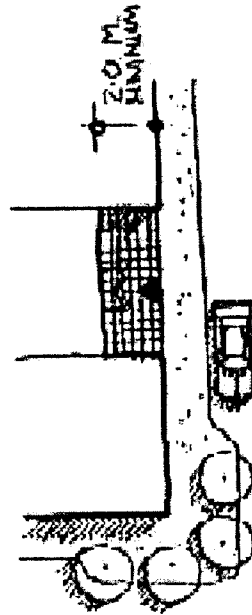
### 11.7.7 Extended Sidewalk Marketing

To bring the retail and restaurant functions into the open air and animate the town centre, businesses are encouraged to pro-actively use the public area adjacent to their location for marketing. Restaurants may go beyond the sidewalk and use the on street parking stall adjacent to their facades for cafe seating if they provide removable platforms, which have railings to separate patrons from moving traffic (subject to the approval of Ministry of Transportation and Highways). A minimum of 2.0 metres is required for clear pedestrian movements and this area is to be aligned with the adjacent property 'clear area' to facilitate safety for visually impaired individuals.



### 11.7.8 Setback Courtyards

Courtyards are encouraged for they add interest and pedestrian orientation. These spaces increase the net street exposure for retail businesses and to the public realm. Options for courtyards are illustrated.

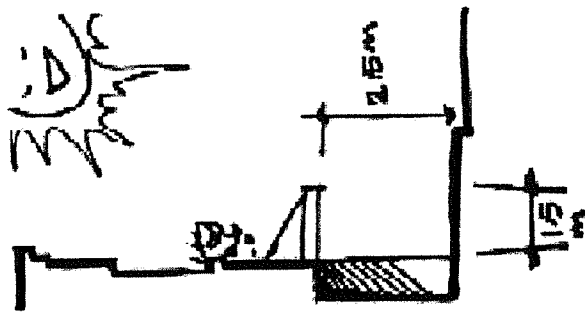


### 11.7.9 Parking Lots

Parking lots are encouraged to be beside or behind development rather than in front between the public sidewalk and the architecture. When parking areas are visible to the street they are to have 2.0 metres of hard and soft landscaping and a 1.0 metre high opaque fence to visually screen the masses of parked vehicles. Parking areas with more than 12 stalls are encouraged to have shade trees at a ratio of 1 tree per 6 parking stalls. These trees are encouraged to provide a general canopy to the parking area and not be concentrated in islands. Pedestrian mobility within larger parking areas is encouraged in the form of dedicated sidewalks and access 'gateways'.

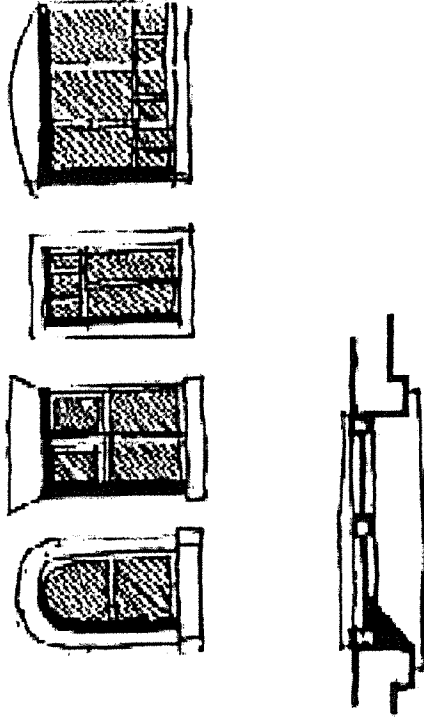
### 11.7.10 Parking Signage

Public and private areas are to be clearly indicated to motorists with directional signage.



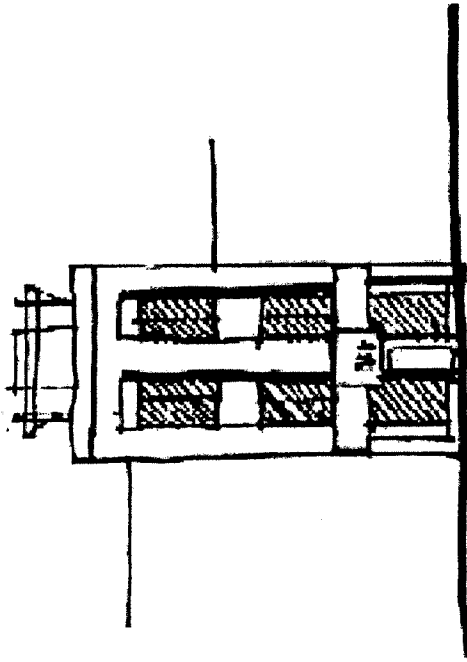
11.7.11 Street Canopies

Both structured and fabric canopies are encouraged. The climate both summer and winter may benefit from shelter. Care must be taken by designers to not allow the canopy to dominate the architecture and should be carefully integrated. Canopies are encouraged to be at least 2.5 metres (8feet) above the sidewalk and extend a minimum of 1.5 metres over the sidewalk. Canopies, with back lit signage, are discouraged.



11.7.12 Vertical Window Form

Windows are encouraged to have a minimum vertical to horizontal proportion of 2 to 1. Areas where larger expanses of glass are desired, such as storefronts, are encouraged to assemble vertical glazing with mullions. Windows on the first floor are encouraged to have low sills and be of transparent rather than reflective glazing.

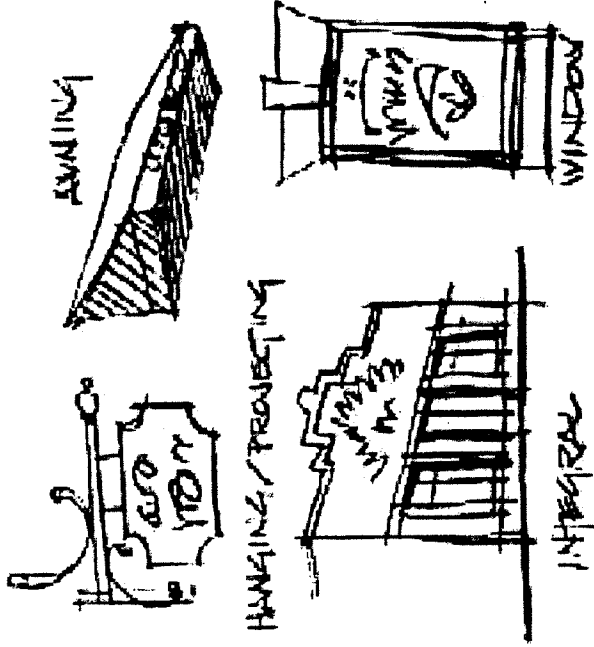


#### 11.7.13 Upper Storey Window to Wall Ratio

The upper storeys of buildings are encouraged to have a minimum of 1/3 solid wall surface to 2/3 glazing.

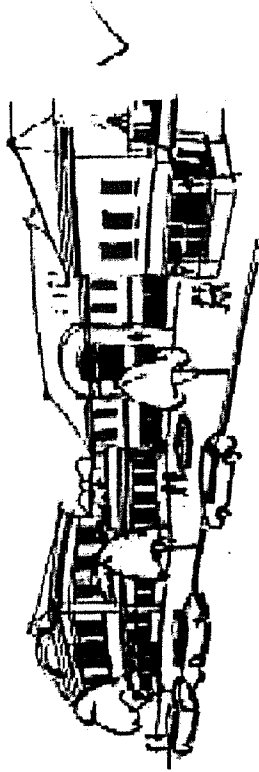
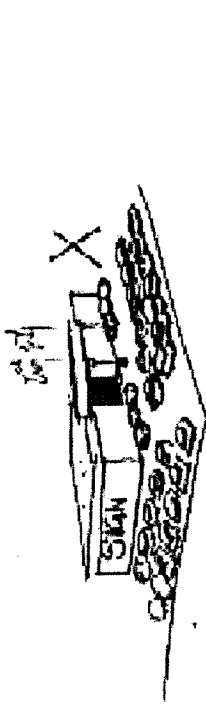
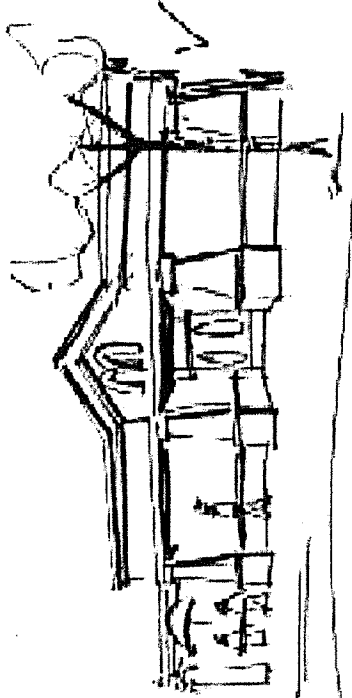
#### 11.7.14 Lighting

Architectural highlighting is encouraged to emphasize the detail of buildings. Fixtures on the lower storeys should be of classical character in keeping with the heritage theme of the town centre. Incandescent or halogen lighting is encouraged over fluorescent. Bent neon may be used if it is to emphasize architectural detail and is used with discretion. Tracer or pin-lights may be used to outline buildings and detail features. Up lighting on trees is encouraged, as is lighting to feature building entrances.



#### 11.7.15 Signage

Heritage character signs are encouraged. Projecting signs over sidewalks of carved and painted finish are encouraged provided they are not greater than 1.2 metres (4 feet) wide and 0.6 metres (2 feet) high. Ornamental iron brackets are encouraged for projecting signs. Back lit neon fascia signs are discouraged. Surface lit signs are encouraged. Window signs and integral lettering with buildings are also encouraged. Bent neon may be considered if it does not dominate the architecture. Awning signs are to be considered if the sign does not dominate the facade or awning. Backlighting of awnings is discouraged.



11.7.16 Corporate Architecture

Generic corporate architecture is discouraged. Buildings, which provide a company identity without contributing to the heritage theme of the town centre, undermine the overall goals.

11.7.17 Big Box Architecture

Big box retail architecture, which is monolithic, is discouraged. This type of outlet is encouraged to subdivide the building facades into distinctive architectural elements and varied finish treatments. A strong relationship to the street as outlined in these guidelines is also encouraged.

#### 11.7.18 Laneways and Commercial Back Yards

Laneways are within the public realm and the finish and treatment of buildings and property is encouraged to present attractive qualities. Waste dumpsters are to be contained within a 2.0 metre (6 foot) opaque screen. Parking areas are encouraged to be integrated with neighbouring parking to maximize stall potential. Lighting for security is encouraged. Landscaping to add natural green to these often-barren areas is also encouraged, especially where a lane intersects with a public street.

#### 11.7.19 Public Art

Public art is encouraged in all forms within the town centre. Murals of heritage reference are preferred. Sculpture at key corners and within public plaza spaces which relate to the legacy of Westbank are favored. It is important to remember that of all forms of art, public art offers the most opportunity to be interactive. The Chamber of Commerce or the RDCO are encouraged to form an arts advisory committee to help acquire funds and select public art works.

#### 11.7.20 Transitional Commercial

Office/residence mixed use buildings are encouraged in transitional commercial areas. These buildings are encouraged to have 'store front' office spaces with transparent windows and be adjacent to the public walk. The residential part of the building is encouraged behind and/or above the office space. Parking is encouraged behind the architecture.

# SECTION 12

## AGRICULTURE AND THE TOWN CENTRE

### PART 1 DISCUSSION

#### 12.1 Introduction

The Town Centre Plan describes the necessity for additional growth area for the Town Centre in order to maintain and develop a viable business and residential core. As part of the Town Centre Plan, the RDCO carried on complex negotiations with the Agricultural Land Commission with the intention of securing some growth potential for the town on Agricultural Land Reserve designated property. In exchange for the improved security of the future growth of Westbank, there were several policies discussed in an attempt to provide for the health of agriculture outside of the Town Centre boundary. The Agricultural Land Commission has agreed to continue discussions.

#### 12.2 Result

These discussions are still ongoing. After much deliberation, research and delay, the results provide only a portion of the original request for 60 acres. This limited land base cannot

provide dynamic growth for 20 years. Most lamentable is the lack of developable land that the Agricultural Land Commission will consider releasing north of the Town Centre Plan.

It is however, recognized that discussions with regard to the release of lands from the ALR are of necessity, detailed and time consuming. The Westbank Town Centre Plan also contains policies with regard to other issues that should be implemented. The Plan has therefore been completed in recognition that the issue with regard to expansion is only partially resolved. The Agricultural Land Commission has agreed that discussions will continue..

#### 12.3 Goals

- 12.3.1 Pursue enough land for the continued and future health of Westbank.
- 12.3.2 Support the land that is to remain in the ALR for agricultural use.
- 12.3.3 Maximize the use of land in the town centre now and in the future.

## PART 2 POLICIES

### 12.4 Agricultural Policies

To date, the following policies have been worked out and are incorporated into the Westbank Town Centre Plan.

The Regional District of the Central Okanagan will:

- 12.4.1 Pursue talks for additional exclusion of land in support of Westbank Town Centre. These will be carried out between the Regional District of Central Okanagan and the Agricultural Land Commission in a way consistent with good planning methodology.
- 12.4.2 Support local roads surrounding the town centre as a buffer between the remaining ALR lands and the town centre. (Whether this policy can be retained will be dependent upon obtaining enough development area that the future of Westbank is secured. This policy will be re-evaluated in one year's time in consideration of future discussions with the Agricultural Land Commission.) It is recognized that roads in and of themselves are not an adequate buffer for farm uses.
- 12.4.3 Create buffers between urban and farm uses as per further discussion with the ALC..
- 12.4.4 Support of Agriculture Industry marketing, off-site sales, celebration festivals, as well as, implementing the rural village theme

### 12.4.5

Design the local network road cross-section to boundary the Town Centre and buffer the Agricultural Land Reserve property.

The following characteristics should be incorporated into the road design if possible in order to increase its buffering ability:

- a) trees, sidewalk and a good building setback are to be on the "urban" side of the street;
  - b) the "agricultural" side of the street should not have a sidewalk (thereby encouraging pedestrian distance from the agricultural operation) and a 1.8 metre chain link fence should be along the farm property line on the road right-of-way. If possible, an elevation difference between the road and the agricultural property should be achieved;
  - c) and further that whoever is responsible for building the road will be responsible for building the 1.8 metres high fence.
- Support the relocation of the packing plant to lands within the ALR as approved by the Agricultural Land Commission. In exchange, the existing lands will be redeveloped as multiple family residential.

### 12.4.6

# SECTION 13

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# IMPLEMENTATION

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## PART 1 DISCUSSION

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### 13.1 Guideline Implementation

Guidelines will be useful in the development permit process. In addition to the usual application requirements, the implementation of the guidelines will entail the applicant providing sufficient design detail and a design colour board of finishes to the RDCO for their consideration. A written rationale by the applicant is encouraged to provide the decision-maker with the background on the design goal of the applicant.

### 13.2 Policy Implementation

The Westbank Town Centre Strategic Plan has taken extensive involvement by the Advisory Committee, Advisory Planning Commission, Ministry of Transportation and Highways, Agricultural Land Commission, RDCO staff, downtown business people and the Westbank community at large. This implementation section of the Plan is provided to show how each policy may be brought to reality through action.

Implementation actions are displayed in the table later in this section showing policies listed by planning category. The policies are numbered followed by a brief descriptive

statement. As well, the table suggests when they may be considered appropriate, *how* they may be achieved, *who* will champion the task, as well as, a funding *budget* for each. Finally, each action is given a suggested order of timing as First, Second or last, or else as Proactive or Reactive.

The actions required are both as reactive and proactive responses. Reactive responses occur when an applicant for a development or a proponent for a group wishes to do a project in the Town Centre that the Plan has made a suggestion about. In this case, the implementation of the relevant policy is engaged as a reactive opportunity response.

Proactive responses occur strategically and deliberately to make a difference in the Town Centre. The timing of these events is set by schedule and relies on a champion to engage the action and achieve the outcome. Therefore, some of the actions needed for the implementation of the Westbank Town Centre Strategic Plan are scheduled and some are applied as opportunities arise. Implementation may involve proactive and reactive tasks.

### 13.3 Setting Priorities

Policies that are implemented may be prioritized. There is always a limited amount of resource. Actions take energy, money and persistence to realize. Establishing priority for the actions allows for immediate achievements while assuring the potential fulfillment of every initiative.

The process of setting priorities is a combination of identifying actions that may have a significant affect, are timely, provide an interested champion and can be readily funded. Second order actions are usually more complex and require multiple

champions, sensitive approvals, a large amount of funds and involve extensive communication effort. Last order actions are often the biggest ideas and may not be readily doable without a significant partner or benefactor. For this Plan, each policy is assessed and ranked, or ordered, for its implementation priority. Champions may consider undertaking one or more of the actions simultaneously. See the points raised following each policy listed in the following table for opportunities to implement the goals, objectives and policies of the Plan.

#### 13.4 Employing the Implementation Charts

The following charts are intended to provide a general direction for activities identified in the Plan. As implementation occurs new ideas or methods may develop. For example: the initial decisions of the Regional District in terms of staffing/funding will have an effect on "who" does the work with regard to certain policies.

#### 13.5 Getting Started With Small Steps

It is important to take on projects as soon after the Plan is approved as possible. To 'get your feet wet' it is best to select small achievable projects. This type of project is modest in budget, can be completed in a short time and, hopefully has a highly visible impact. Examples of this type of undertaking include a banner program for street lamps, tree sponsorship, sponsored park benches, and so on.

#### 13.6 Resources Considered by RDCO

It is important to realize that which policies are chosen to achieve will require resource allocation by the RDCO. This allocation may include staff time, funds or both. To a great

extent, the success of this Plan to make an effective difference in achieving the 'complete community' Town Centre targeted by the OCP. Future budgets of the RDCO is encouraged to apply resources to implementing various policies and actions.

It is desirable to undertake small projects to start with. This tactic will allow the District and community to form organizational methods, financing strategy and sources, as well as, generate administrative and public involvement in the delivery of the Town Centre.

#### 13.7 What is a BIA

A Business Improvement Area (BIA) is a designated commercial district enclosed by a defined boundary. All businesses within the area are members and contribute to an annual budget. Funds are invested in area promotion, research, revitalization and administrative services for the business group. The budget is collected in the form of a levy on the taxes. BIA organizations are significant contributors to the ultimate success of the commercial area.

Westbank Town Centre Strategic Plan		Implementation Strategy			
Land Use Policies					
Policies	When	How	Who	Budget	Order
5.1: Encourage residential within commercial developments in the Core Area	As Proposed for Development	Amend Zoning Bylaw, Reduce Core Area Residential DCCs	RDCO	Existing RDCO	Proactive - High Priority
5.2: Encourage consolidation of single family housing sites to a minimum site size of 0.5 hectare for infill multiple family development	As Proposed for Development	Identify Transitional single family areas in Future Land Use	RDCO	Private Development, Existing RDCO	Reactive
5.3: Consider support of office/home (hoffice) within Transition Area between Core and Support Areas	As Proposed for Development	Amend Zoning Bylaw	RDCO	Private Development, Existing RDCO	Proactive - High Priority
5.4: Support more sites for multiple family housing in the Town Centre	As Proposed for Development	OCP Future Land Use, As identified by Development for zoning	RDCO	Existing	High Priority
5.5: Consider reducing the parking requirement up to 75% of the existing requirement for Multiple Family housing within the town centre	As Proposed for Development	Zoning Bylaw Amendment	RDCO, Planning Dept.	Integral with Review of Zoning Bylaw	Second Priority
5.6: Consider reducing the parking requirement up to 50% of the existing requirement for Commercial Development within the town centre	As Proposed for Development	Zoning Bylaw Amendment	RDCO, Planning Dept.	Integral with Review of Zoning Bylaw	First
5.7: Designate the Town Centre Core and Support areas as Development Permit Areas	As part of OCP review generated by the TC Plan	OCP Amendment	RDCO, Planning Dept.	Integral with Review of OCP Bylaw	First
5.8: Implement the Design Guidelines as a tool to direction for design for development within the Town Centre DP area.	As part of OCP review generated by the TC Plan	OCP Amendment	RDCO, Planning Dept.	Integral with Review of OCP Bylaw	First

Policies	When	How	Who	Budget	Order
5.9: Encourage small public space as part of private development within the Town Centre	As Proposed for Development	DP Suggestions	RDCO, Planning Dept.	Private Development	First
5.10: Consider landmark development to 4 ½ storeys at each end of the couplet & at the highway and Elliott Road intersection.	As part of OCP review generated by the TC Plan	OCP Amendment	RDCO, Planning Dept.	Integral with Review of OCP Bylaw	First
5.11: Encourage the design of public and private development on Main Street to contribute to the Rural Village form and character	As Proposed for Development or public works	DP Suggestions implemented.	RDCO, Planning Dept., Utilities	Private & Public Development	First
5.12: Encourage sidewalk oriented development on Dobbin Road	As Proposed for Development	DP Suggestions implemented.	RDCO, Planning Dept.,	Private Development	First
5.13: Foster parking behind or beside development	As Proposed for Development	DP Suggestions implemented.	RDCO, Planning Dept.,	Private Development	Second
5.14: Encourage development that contribute to urban safety through design	As Proposed for Development	DP Suggestions implemented.	RDCO, Planning Dept.,	Private Development	Second
5.15: Consider support of rezoning applications that are consistent with Town Centre Plan	As Proposed for Development	Future Land Use proposal implemented	RDCO Board, APC, & Planning Dept.,	Private Development	First
5.16: Assess ALR exclusion applications for their merits regarding implementing the goals of the plan.	As Proposed for Development	DP Suggestions implemented.	RDCO, Planning Dept.,	Private Development	Second
5.17: Strive for 24 hectares of additional urbanized land.	As proposed for urbanization	Future Land Use proposal implemented	RDCO Board, APC, & Planning Dept.,	Private Development	First

Policies	When	How	Who	Budget	Order
5.18: Consider providing for significant increases in residential use within commercial development in the Town Centre	As Proposed for Development	Zoning Bylaw Amendment	RDCO, Planning Dept.	Integral with Review of Zoning Bylaw	First
5.19: Consider providing for significant increases in residential units within commercial development in the Town Centre	As Proposed for Development	Zoning Bylaw Amendment	RDCO, Planning Dept.	Integral with Review of Zoning Bylaw	First
5.20: Work with WFN to bring about a 'seamless' Town Centre	At strategic meetings between RDCO & WFN	Share comments on DP applications between RDCO & WFN	RDCO, Planning Dept. & WFN Planning Dept.	Existing	Reactive
5.21: Provide for balanced opportunities for development within WFN and RDCO sites	As part of OCP review generated by the TC Plan	OCP Amendment	RDCO, Planning Dept.	Integral with Review of OCP Bylaw	First
5.22: Proactively focus multiple family housing within the town centre area	As Proposed for Development	Zoning Bylaw Amendment and development advice	RDCO, Planning Dept.	Integral with Review of Zoning Bylaw & DP	Reactive
5.23: Integrate street level retail at approx. 15m interval	As Part of DP Application & at OCP Review	Implement Town Centre Plan Guidelines	RDCO Planning Dept.	Existing	Reactive

Public Space and Urban Design Policies		When	How	Who	Budget	Order
Policies						
G.1 Encourage public works that reinforce the Rural Village Theme	As Part of utility and infrastructure works	Encourage design treatments and materials that contribute to the theme	RDCO, Utilities MoTH	Works Budget & possible bylaws for enhanced quality finishes	Reactive	
G.2 Strive to remove WKP overhead transmission lines on Main Street	As Part of Development	Developer Construct or Local Improvement Bylaw	Property Owners	Local Improvement Bylaw & Private Works	Reactive	
G.3 Work with WFN to have all billboards removed from ;the Town Centre	As leases terminate	Relocate to Highway 97 out of the Town Centre or develop the sites	WFN, RDCO	Existing	Reactive	
G.4 Seek resources to help fund and maintain an effective pedestrian network in the Town Centre	As Part of utility and infrastructure works	Encourage design treatments and materials that contribute to the theme	RDCO, Utilities MoTH	Works Budget & possible bylaws for enhanced quality finishes	Reactive/ Proactive	
G.5 Work with MoTH to implement sidewalk systems with trees furniture and planters	As Part of utility and infrastructure works	Encourage design treatments and materials that contribute to the theme	RDCO, MoTH	Works Budget & possible bylaws for enhanced quality finishes	Reactive/ Proactive	
G.6 Identify and strive to acquire small park sites in the Town Centre	As Opportunity Arises	Identify existing public land and select private land of interest	RDCO Parks Division	RDCO	Second	
G.7 Encourage Gateway signage at the ends of the couplet and at WFN Core area boundary within the Right of Way	As soon as possible contact and achieve approval for design development	Enter indemnification agreement and seek private sponsor	RDCO to secure land and control design,	Private funds construct (CofC, Service Club)	High Priority	

Policies	When	How	Who	Budget	Order
6.8 Promote public plaza spaces at the Lions Centre, Fur Brigade Marker and adjacent to the proposed municipal office by the existing RCMP/CofC office site	As soon as possible contact and achieve approval for design development	Enter indemnification agreement and seek private sponsor , Spec Area Bylaw	RDCO to secure land and control design,	Private funds construct (Cofc, Service Club)	High Priority
6.9 Promote private land to donate land for public park use	As Proposed for Development	OCF Bylaw Amendment to allow for public amenity density bonuses	RDCO, Planning Dept./ Private Developer	Tax receipt, Private funds	First
6.10 Support and encourage urban forestation	As Proposed for Development and Public works	Zoning Bylaw Amendment for required landscaping	RDCO, Planning Dept.	Private development, Donation & Local Improvement Bylaw	First
6.11 Provide cycling connections and internal Town Centre cycling network	As public works	Designate bike routes, Trail Heads Bike lock sites	RDCO, Cyclists & Developers	Existing RDCO , Private Donation	Second
6.12 Require all public walks to be accessible	At construction	Attention to detail for mobility challenged	RDCO, WFN	Existing	Reactive
6.13 Investigate funding options	For Public Works Initiatives like Plazas and Streetscape Revitalization	Identify funding options, identify champions, look for benefactors	RDCO, Planning Dept. Economic Development, BIA	Bylaw, Donation, Partnership, Sponsor	First
6.14 Facilitate Streetscape Revitalization	As part of public works initiative for sidewalks	Contract Streetscape Design Plan	RDCO Planning Staff, Consultant	Parks improvement bylaw, donation sponsor etc.	First
6.15 Investigate legislative tools for land owner investments in public works	For Public Works Initiatives like Plazas and Streetscape Revitalization	Determine if legal bylaws for parks may apply to streetscape and plaza works	RDCO, Planning Dept.	Work Program for Planning Department	First
6.16 Consider detailed urban design project for Core Area	As part of public works initiative for plazas, linkages, trailheads, entrance signs, heritage panels, orchard tour etc.	Contract Streetscape Design Plan	RDCO Planning Staff, Consultant	Parks improvement bylaw, donation sponsor etc.	First

Transportation and Mobility Policies		When	How	Who	Budget	Order
<i>Policies</i>						
7.1 Sustain motorist access to the Town Centre from Highway 97	As part of the design of any bypass	Work with MoTH to assure easy access	RDCO Engineering & Planning	As part of work program	Reactive	
7.2 Work with MoTH to identify and implement traffic calming measures to keep highway speed at 50kph	As part of any highway upgrade in the Town Centre	Assess & implement traffic calming improvements	RDCO Engineering & Planning	As part of work program	Reactive	
7.3 Sustain adequate pedestrian crossings with duration times suitable for senior citizens	As part of any highway upgrade in the Town Centre	Assess crossing times and assure equal access across the highway for seniors	RDCO Engineering & Planning	As part of work program	Reactive	
7.4 Evaluate public and private developments for their ability to mitigate noise, dust and pollution	As part of any DP or public works initiative	Review the proposals for their ability to contribute to the improvements sought for Highway 97.	Private Developer, MoTH, RDCO Engineering & Planning	Private Funds as Part of DP and capital budgets	Reactive	
7.5 Maximize parking opportunities and motorist's awareness of public parking lots	As part of any public works initiative	Install signage, require maximized parking on public lands	MoTH, RDCO Engineering & Planning	As part of work program	Pro Active	
7.6 Consider reducing parking requirements for commercial uses as much as 50% if the site is served by a front sidewalk.	As part of private development	Revise Zoning Bylaw	RDCO Planning & MoTH	As part of work Program	Second	
7.7 Encourage Transit use by identifying and providing a transit exchange.	As part of BC Transit program with RDCO	Identify site; Design Exchange	BC Transit RDCO	As part of work program	Second	
7.8 Champion the interests of the Town Centre in all dealings with MoTH to work to a balance of mobility and livability interests	As part of any relevant discussion	Sustain mobility, safety and commerce	RDCO Planning & MoTH	As part of work Program	Second	

Policies	When	How	Who	Budget	Order
7.9 Assess gateway signage and plantings to assure they will be serviceable if the bypass is constructed	As a design requirement	Identify proposed bypass and design gateway accordingly	RDCO Planning & MoTH	As part of work Program	Second
7.10 Protect the proposed east—west network road alignments	As part of DP	Identify proposed network road align. and preserve it from development	RDCO Planning & MoTH	As part of work Program	Second
7.11 Encourage the coordination of traffic signal lights within the Town Centre to facilitate mobility	As part of the any assessment of mobility by MoTH	Time lights on the highway to allow for 50kph through traffic and delete sensors for cross traffic	MoTH	Work Program	Second
7.12 Support the need to replace any discontinued parking on Highway 97 with stalls on lots in the general area	As part of any parking removal initiative by MoTH	Identify, acquire and construct parking lots as needed	MoTH	Capital works budget	Second
7.13 Encourage the maximization of on street parking	As part of a streetscape revitalization project	Provide for angel parking where possible, paint stall lines & minimize moving lane width	MoTH & RDCO Engineering & Planning	As part of a revitalization or public works project	First
7.14 Advocate for transit shelters, convenient bus scheduling and convenient location for stops with sponsors and BC Transit	As part of BC Transit and RDCO planning	Construct shelters with help of sponsors, assess scheduling for service to Town Centre employees and patrons	BC Transit, Sponsors / Advertisers, RDCO	Sponsors / Advertisers	Second
7.15 Assess all public and private openspace works for their ability to serve mobility challenged individuals and persons using electric scooters	As part of DP review and public works design	Implement code requirements for equal access	MoTH & RDCO Engineering & Planning	As part of a revitalization, DP or public works project	First
7.16 Promote the use of minimum driving lanes on roads in order to maximize the pedestrian realm	As part of a streetscape revitalization project	Keeping moving lanes as narrow as possible allows the right-of-way to be used for sidewalks	MoTH & RDCO Engineering & Planning	As part of a revitalization or public works project	First

Policies	When	How	Who	Budget	Order
7.17 Strive for cycling services like integrated 1.5m bike lanes, lock up stands and on site cycle parking	As Part of DP, Revitalization and Public Works	Set bike parking requirements as part of Zoning Bylaw and encourage bike lanes on right of way	Private Development, MoTH & RDCO Engineering & Planning	As part of private development, a revitalization or public works project	First
7.18 Consider undertaking responsibility for operations and maintenance of all sidewalks and boulevards within the Core Area of the Town Centre	As negotiated as part of a streetscape revitalization (park)	Agreement between RDCO and MoTH	MoTH & RDCO Engineering & Planning	As part of a revitalization or public works project	First
7.19 Advocate for marking with paint all on street parking stalls	As part of a revitalization project, public works initiative or maintenance	Agreement with MoTH	MoTH & RDCO Engineering & Planning	As part of a revitalization or public works project or maintenance budget	First
7.20 Assess development for its ability to optimize off street parking quantity with integrating the net parking design with adjacent parking	As part of a DP	Encourage neighbourhood cooperation to optimize parking stall quantity	RDCO, Developer	As part of the private development	Reactive
7.21 Encourage employee parking in areas unlikely to be desired by business patrons	Ongoing	Identify employee preferred parking locations	CofC, BIA	No Budget needed	Proactive
7.22 Investigate all means to provide sidewalks within the Town Centre in accord with this plan	As Part of DP, Revitalization and Public Works	Provide sidewalks by DP, Revitalization Project or Public Works	Private Development, MoTH & RDCO Engineering & Planning	As part of private development, a revitalization or public works project	First
7.23 Consider amending the Zoning Bylaw to credit up to 2 parking stalls at a rate of one credit for each 5 bike stalls	As Part of a DP	Provide bike parking with lockup racks on site	RDCO Planning Department	Existing	First
7.24 Champion the implementation of a streetscape revitalization program throughout the Core Area	After the Town Centre Plan is approved	Commission a streetscape design and propose a (parks) funding bylaw	RDCO Planning, Consultant	Funding bylaw, donations, sponsorship, tax deductions, public appeal	First

Policies	When	How	Who	Budget	Order
7.25 Consider new arterial road alignments with regard to potential physical impacts and livability implication for established urban areas	As Part of the criteria for new road alignment selection	Rank new roads to minimize their impact of established urban areas	RDCO, Planning & Engineering & MoTH	Future Public Works Design Budgets	Second
7.26 Discourage development access to Highway 97 where alternative access is reasonable	As part of DP assessment	Assess site access alternatives at DP	RDCO Planning & Engineering	Existing	Reactive
7.27 Encourage joint use driveways for development on Highway 97 where alternative access is not available	As part of DP assessment	Assess site access alternatives at DP	RDCO Planning & Engineering	Existing	Reactive
7.28 Advocate for road cross section that allow for high quality pedestrian environments and ample on street parking	As Part of DP, Revitalization and Public Works	Provide sidewalks by DP, Revitalization Project or Public Works	Private Development, MoTH & RDCO Engineering & Planning	As part of private development, a revitalization or public works project	First

Commercial Development Policies		When	How	Who	Budget	Order
8.1	Focus entertainment and recreational uses within the Town Centre Core Area	As part of DP assessment	Focus land use for entertainment and recreation to core area	RDCO Planning Dept.	Existing	Reactive
8.2	Steer clubs, seniors activities and other socializing facilities to the Town Centre	As part of DP assessment	Focus land use for clubs to core area	RDCO Planning Dept.	Existing	first
8.3	Encourage more residential development adjacent to the Core Area	As part of DP assessment	Focus land use for multiple family residential to core area	RDCO Planning Dept.	Existing	First
8.4	Advocate for mixed use developments within the Core Area	As part of DP,	Zoning Bylaw review, OCP Future Land Use	RDCO Planning	Existing	First
8.5	Maintain the highway through the Town Centre	Ongoing	Work with MoTH	RDCO Planning	Existing	Proactive
8.6	Consider traffic calming road design initiatives and upgraded pedestrian linkages	As part of a revitalization project, public works initiative or Trailway plan	Agreement with MoTH	MoTH & RDCO Engineering, Planning & Parks	As part of a revitalization or public works project or parks budget	First
8.7	Optimize parking potential and recoup any losses of on street parking where possible	As part of a revitalization project, public works initiative or maintenance	Agreement with MoTH	MoTH & RDCO Engineering & Planning	As part of a revitalization or public works project or maintenance budget	First
8.8	Undertake a Street Beautification Program	As part of public works initiative for sidewalks	Contract Streetscape Design Plan	RDCO Planning Staff, Consultant	Parks improvement bylaw, donation sponsor etc.	First

Policies	When	How	Who	Budget	Order
8.9 Encourage the redevelopment of landmark corner sites with higher and better uses than auto service gas stations	As part of DP and Zoning Bylaw Revisions	Encourage redevelopment and support zoning bylaw changes for higher buildings	RDCO Planning	Existing	Second
8.10 Encourage the establishment of a Farmers Market in the Core Commercial area	As soon as able	Work with CofC to set up market	RDCO Planning, Economic Development & CofC	Existing	Second

Institutional Policies		When	How	Who	Budget	Order
Policies						
9.1 Encourage Provincial Government services to locate within a single building within the Core Area	As part of inter-government liaison	Encourage centralized services in the Town Centre for Westbank	RDCO	Existing	Proactive	
9.2 Sustain the existing and encourage new business to support organizations to locate within the Town Centre	As part of business liaison with Economic Development	Focus business self-help groups to locate in the town centre	RDCO Economic Development	Existing	First	
9.3 Locate a municipal office facility within the Town Centre in a landmark location, if required	As part of a future incorporation of Westbank	Place the Municipal Office on the present RCMP / Cofc offices site	RDCO Planning Dept.	Existing	Reactive	
9.4 Retain a Police office within the Town Centre	Ongoing	Encourage RCMP to stay in Westbank,	RDCO Planning	Existing	Ongoing	
9.5 Encourage a community policing station at a time when it is appropriate for the Town Centre	At a time when the Town Centre warrants the office	Promote a Community Policing plan	RDCO Planning	Existing	Reactive	
9.6 Locate a new fire hall facility within the Town Centre with ready access to Highway 97, if required	At a time when the Town Centre warrants the fire hall	Promote a fire hall plan	RDCO Planning	Existing	Reactive	
9.7 Promote the opportunity for adult education facilities within the Town Centre	As part of a DP	Encourage a downtown location for adult education and retraining	RDCO Planning, Economic Development	Private Development	Reactive	
9.8 Encourage the maintenance and location of education facilities within the Town Centre	Ongoing	Liaison with SD23	RDCO Planning Staff.	Existing	Reactive	

Policies	When	How	Who	Budget	Order
9.9 Foster the location of utility business offices within the Town Centre	Ongoing	Liaison with utilities	RDCO, Economic Development	Existing	Proactive
9.10 Discourage the use of utility yards within the Town Centre	Ongoing	Liaison with utilities	RDCO, Economic Development	Existing	Proactive
9.11 Advocate for the location of television production and film post-production facilities within the core area	Ongoing	Liaison with film development commission	RDCO, Economic Development	Existing	Proactive

Recreational Services Policies		When	How	Who	Budget	Order
10.1	Encourage private recreational services to locate in the Town Centre Core Area	Ongoing	Foster uses in Town Centre OCP Future Land Use	RDCO Planning & Economic Development	Existing	Ongoing
10.2	Assess the needs for additional public recreation facilities over time and consider a campus of this type of use adjacent to the Aquatic Centre	Ongoing	As part of RDCO Parks works	RDCO Parks	Existing	Second
10.3	Continue dialogue with the ALC with the goal of achieving a playing field in the general area of the Town Centre	Ongoing	Encourage a playing field on ALR lands	RDCO Planning and ALC	Existing	Second
10.4	Explore and utilize all methods of parkland acquisition	As Opportunities Arise	Identify all acquisition strategies and employ as needed	RDCO Parks	Existing	Second

# SECTION 14

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## FINANCING THE PLAN

Money is always in short supply and requires effective management. Several actions in this Plan do not require new budgeted funds. These implementations may be related to modifying existing RDCO Policies or initiatives that Chamber of Commerce (CofC) may do with their existing staff. These actions are not funding dependent and therefore may be achieved as quickly as the work programs for the organization allow. However, most often actions require money in the form of funds or RDCO staff time to implement.

Funding is an area where creativity is needed. Most of the traditional sources for downtown works budgets are not available as the conventional government grants are discontinued. The following is list alternative sources of money that may be appropriate for some of the actions.

The Regional District may choose to implement any or all of the policies indicated depending on the level of commitment of staff time or funding. It is important that RDCO make an active and concerted decision in determining this commitment if implementation is to be successful. It is important to note that the vast majority of successful town or city centre plans

have staff who are dedicated champion of the plan's implementations.

A Regional District has more limited authority than a municipality. It is clear that cooperation and investigation of alternatives between government agencies (especially the Ministry of Transportation and Highways and the Agricultural Land Commission) will be very important. To champion certain of these policies will involve the tenacious pursuit of negotiation to resolve the various goals of different government agencies.

The first decision to be made by the Regional District is the level of funding/staff commitment to the implementation of the plan. The results of this decision will have a clear affect on what policies can be pursued and to what degree. The expectations of the Regional District Board, staff and the public will also need to be revised in accordance with the results of this decision.

### 14.1 Funding Sources

#### 14.1.1 Specified Area Bylaws (SAB)

The SAB is a funding mechanism authorized by for Regional Districts by the Municipalities Enabling and Validating Act s.274. It allows a public work to be funded by assessing a levy on a geographic area of a district. The size of the area may be localized or community wide. The amount per property is assessed based on lot frontage, parcel or any other designated method. SABs are generally for works that benefit or identify the large area without specifically benefiting the properties adjacent to the works. This mechanism is an excellent way to raise large sums by assessing a small fee to

each parcel. Owners of the parcels have the option to pay their levy in one first time installment or over as long as 20 years on their annual property tax assessment. Perhaps the Principal Plaza, ornamental streetlighting and widened sidewalks could be funded by a SAB where the overall Town Centre community and Westbank at large may be identified by the works.

#### 14.1.2 Citizen Donations

Citizen donations may take many forms. Benefactors may wish to be anonymous or be given credit for their benevolence. For those who wish to be acknowledged, two strategies are conventional.

First, a donation recruiting champion identifies who in the broader community may share an interest or benefit from being identified with the action and then seeks financial support from that strategic list. There are wonderful public plazas; art and other focused public benefits funded in this manner.

Secondly, champions for actions, which have broad public appeal and use, may call for community wide funding by incrementally selling a part of the bigger undertaking to individual sponsors.

Examples of this approach to funding are bench sponsor plaques, water fountain credits and lamppost monograms. On the grand scale, principal public spaces may be fully funded by selling the paving bricks with words etched into them for a nominal sum.

#### 14.1.3 Private Sponsorship

Private Sponsorship differs from donations in that sponsors contribute to an idea. They may be interested in equal access, forestation of the downtown or urban blooming programs. Funds for this type of initiative occasionally are site specific. For example, a sponsor may have a certain street tree identified as their contribution. However, most often the sponsor contributes to an idea. Recently in Kelowna, the public contributing funds to provide a metre of trail sponsored the Mission Park Greenway. One did not know which metre but a general civic pride was engendered and a sense within the sponsors that they were making a difference was achieved.

#### 14.1.4 Corporate Promotion

Corporate Promotion is not used very often in Canada for public works but is making advances in the United States. In this case, corporate identity is permitted on public works in exchange for sponsoring the capital, and in some cases, the ongoing operating and maintenance expense.

#### 14.1.5 CoatTail Cash

CoatTail Cash is a back door approach to achieving a public benefit. Private development may wish to undertake a project and wish to have more density than is allowed by the land use zoning of their site.

#### 14.1.6 Memorial Funds

Memorial Funds are a growing source of money for many charities and public interest organizations. The community at

large is invited to bequeath a legacy to their hometown community.

#### 14.1.7 Development Corporations

Development Corporations are locally funded investment banks used to stimulate projects in their community. They often 'top-up' projects with great merit but are just shy of commercial viability. These organizations often lend money below market and may encourage works on public lands as part of adjacent development funding.

#### 14.1.8 Alternative Solutions

Alternative solutions are creative ways to use others budgets to fulfill both their needs and downtown's. For example, a traffic light conventionally requires the installation of under intersection wire conduit and lamp standards to support the light controls. Alternative solutions can provide across the intersection structures that act as urban design identifiers that also allow for wiring at no additional cost. Or, manhole covers cast as utility grates may be replaced with artist medallions for the same casting cost.

#### 14.1.9 Focusing Service Organizations

Focusing service organizations to the initiatives and actions of interest to the downtown is a great way to take an established fund raising and resource tool and bring it to bare on the Plan's goals.

#### 14.1.10 Partnership

Partnerships allow others to help fulfill your needs at the same time as their own. The proposed Highway 97 short bypass may be developed to add aesthetic value and identity to Westbank.

#### 14.1.11 Special Budget Items

Special budget items are dedicated funds for a specific action. The Westbank CofC, BIA or RDCO may choose to fund something on an ongoing basis or until the loan costs are covered. Examples of this are Heritage Mural Funds or selected capital projects that take more than one year to achieve.

#### 14.1.12 Density Bonuses

The provision of public amenities allows the RDCO to approve bonuses for development in accord with Municipal Act s. 904. This strategy is an opportunity driven example of a 'win-win' funding window. Other ways of tagging on a downtown action to other project expenditures involves monitoring municipal budgets and encouraging sufficient design refinements to allow the preferred outcome without new money. Coat tail cash methods need a diligent champion constantly looking for opportunities.

#### 14.1.13 Business Improvement Area Budgets

The plan encourages the formation of a Business Improvement Area (BIA) for the Westbank Town Centre Commercial Core Area. This group is able to fund improvements and other initiatives like festivals from a special levy placed on benefiting businesses.

# SECTION 15: ACKNOWLEDGEMENTS

The Westbank Town Centre Plan has taken a considerable effort by a number of people. One of the greatest experiences in creating this plan was working with Len Novakowski, RDCO Director, The Advisory Planning Commission and the staff at the Central Okanagan Regional District who gave this project their considerable time, effort and attention. It was a pleasure working with all of you.

We would especially like to thank the following people for their dedication and thoughtful contributions, without which this plan could not have been as relevant to the needs of Westbank as it is.

The Advisory Committee:

*Gordon Ockenden  
Ronald Nash  
Jurg Weber  
Ingrid Gauw  
Sherwin Goerlitz  
Karen Mellor  
Deanna Hamilton*

*Rose Harrison  
Tom Spears  
Brian Kelly  
Deborah Greaves  
Dave Cousins  
Tim Raybould*

We also wish to acknowledge the many people of the Westbank community who contributed their ideas and opinions. Your participation was valued and meaningful.

Because of the size of this project, other individuals, either within government or from the private sector helped us along the way. Please know that we appreciate all of you! It has been a pleasure working with all of those involved. We are very proud to present this Plan as a tool to help guide Westbank into the future.

APPENDIX 1  
COMMERCIAL STRATEGY REPORT

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## 1.0 INTRODUCTION

The Westbank Town Centre is located on the west side of Okanagan Lake approximately 10 kilometres from downtown Kelowna. The commercial core of the Town Centre fronts onto Highway 97 where it splits into a northbound and southbound couplet for a distance of about six blocks.

This portion of the study area has three principle objectives:

- firstly, to compile an inventory of existing commercial development in Westbank area;
- secondly, to determine the market potential for new commercial development in the Westbank Town Centre during the next ten years;
- thirdly, to provide a series of recommendations on a wide range of topics such as marketing, land use mix, on street parking and building design in the Westbank Town Centre.

The potential for commercial development in the Westbank Town Centre during the next ten years will depend on a number of factors including the amount of existing retail/service space, the size of the Town Centre "trading area", population growth in Westbank and so on. With these variables in mind, Section 3 of this report provides a detailed inventory of existing commercial space in the Westbank area. Based partly on this inventory, Section 4 delineates the geographic extent of the Westbank Town Centre trading area. Section 5 reviews

historic demographic trends and provides a population projection for this trading area.

Using this background market data, Section 6 of the report provides a ten year forecast of the demand for commercial space in the Westbank Town Centre. The final section of this report provides a number of recommendations from a marketing, planning and urban design perspective which are intended to lay the foundation for the implementation of a successful commercial development strategy in the Westbank Town Centre. By way of introduction, Section 2 which follows provides a brief description of the Westbank Town Centre area.

## 2.0 STUDY AREA DESCRIPTION

This section of the report provides a very brief description of the Westbank Town Centre study area. For additional background information on the study area, the reader should refer to the main body of the report prepared by New Town Planning Services.

The Westbank Town Centre is the commercial focal point for the rapidly urbanizing area located on the west side of Okanagan Lake opposite the City of Kelowna. As the base map following this page shows, the Westbank Town Centre is located approximately 10 kilometers south of the floating bridge which takes Highway 97 into downtown Kelowna and approximately 10 kilometers north of Peachland. Driving times to downtown Kelowna and Peachland from the Westbank Town Centre range between 10 —15 minutes depending upon traffic volumes on Highway 97.

Highway 97 is the only north/south transportation link on the west side of Okanagan Lake. As a result, traffic volumes are quite high —particularly during the peak summer tourist season. The most recent traffic count available from the Ministry of Highways (1994) indicated an average volume of approximately 31,000 vehicles per day on Highway 97 through the Westbank area.

For most highway oriented commercial developments (eg. suburban shopping centres), more traffic means more

exposure to more potential customers which usually equals more business. In the case of a downtown commercial district, on the other hand, the quality of traffic is often as important as the quantity.

Because it connects the Kelowna area to the Coquihalla freeway, Highway 97 carries a significant amount of heavy truck traffic. Allowing these heavy trucks to drive through a town centre which will become increasingly pedestrian oriented over time poses major conflicts from a land use planning and urban design standpoint.

The Ministry of Highways has a long term plan to build a bypass route that would divert most of the traffic currently using Highway 97 around the Westbank Town Centre. Although several alternative alignments have been identified, no timetable for the construction of this bypass route has yet been established. For the purpose of this analysis, it has been assumed that the existing alignment of Highway 97 through the Westbank Town Centre will remain essentially unchanged for the next ten years.

For the purposes of this study, New Town Planning Services has defined the Westbank Town Centre to include all of those lands located within a “reasonable” walking distance (about 500 metres) of the existing commercial core. This existing commercial core extends for about 1500 metres (eight city blocks of varying length) along Highway 97 from Old

MacDonalds Farm in the Westbank Town Centre fronts onto the northbound or southbound couplet of Highway 97.

There are three major retail developments in the study area:

- the Westbank Shopping Centre, anchored by a Zellers department store and an Extra Foods supermarket;
- the Westbank Town Centre, anchored by an Overwaitea supermarket;
- the Westridge Shopping Centre, anchored by a Coopers supermarket.

The only major office project in the study area is Acorn Plaza — the tallest building in the Town Centre with two storeys of office space located on top of a ground floor commercial podium.

One of the defining characteristics of a town centre is the juxtaposition of many different land uses. The Westbank Town Centre has only one major industrial use (Westbank Packers) and a number of institutional facilities including the Johnson Bentley Aquatic Centre, the George Pringle secondary school, the Lady of Lourdes primary school, several churches, the Westbank Community Centre and a small seniors centre.

These land uses attract a considerable number of people into the Westbank Town Centre which in turn has a spillover benefit for many of the commercial businesses located in the area. Unfortunately, these commercial businesses cannot count on a lot of "walk in" traffic at the present time. Although several

townhouse and low rise condominium apartment projects have been built recently in the study area, the total number of residential units located within a reasonable walking distance of the Town Centre is still less than 400. Assuming an average of 2.5 persons per household, the resident population of the Westbank Town Centre currently amounts to less than 1,000 persons.

There are a handful of vacant sites in the Westbank Town Centre. Most of these properties are fairly small — less an acre. The one notable exception is the land owned by the Westbank Indian Band adjacent to the Johnson Bentley Aquatic Centre. The Band has recently submitted a development proposal to the provincial government for a casino, hotel and commercial complex on this site.

According to the project architect, the current plans include a 125 room hotel and approximately 10,000 square feet of freestanding commercial space (some additional commercial space may be included in the hotel). If the province proceeds expeditiously with its review of this proposal, construction could begin within the next twelve months.

In addition to the vacant sites, there are a number of properties in the Westbank Town Centre area with obvious redevelopment potential. Two examples worth citing in this regard are the Westbank Irrigation District office/storage compound opposite the Overwaitea supermarket and the highways maintenance facility opposite the Johnson Bentley

Aquatic Centre. The commercial floor space demand analysis presented in Section 6 of this report will help to identify the redevelopment potential of these sites.

### 3.0 COMMERCIAL FLOOR SPACE INVENTORY

One of the major inputs into a commercial development strategy for any area is an inventory of existing competition. With this in mind, a detailed inventory of commercial space in the Westbank area was undertaken by the consultant in October of 1997. The results of this inventory are summarized in Section 3.1 which follows. Section 3.2 provides a very brief description of several major retail projects which are either under construction or proposed both in Westbank and across the lake in Kelowna.

#### 3.1 Existing Space

Table 1 which summarizes the results of the commercial floor space inventory for the Westbank trade area. For the purposes of this analysis, the Westbank trade area has been defined as that portion of the Central Okanagan Regional District located on the west side of Okanagan Lake. The vast majority of commercial development in this trade area is clustered along the Highway 97 corridor from Peachland in the south to the floating bridge in the north.

For presentation purposes, the inventory has been desegregated into two sub-components: the Westbank Town Centre and the remainder of the trade area. As noted in Section 2 of this report, the Westbank Town Centre extends along the north and southbound couplets of Highway 97 from

Old MacDonalds Farm in the north and to Paynter's Market in the south. The remainder of the trade area consists primarily of Peachland and the Lakeview/Mount Boucherie area of Westbank.

As the first column of Table 1 shows, the Westbank Town Centre currently has 550,000 square feet of occupied space. Supermarkets and department stores—the traditional anchor tenants for shopping centres—together account for 200,000 square feet or 36% of this total commercial floor space. Of particular note in this regard are three major tenants in two large shopping centres:

- a 109,000 square foot Zellers and a 39,000 square foot Extra Foods in Westbank Shopping Centre;
- a 39,000 square foot Overwaita in the Westbank Town Centre.

A third much smaller shopping centre (Westridge) anchored by a Coopers supermarket is also located in the Westbank Town Centre.

Other highlights of the inventory are:

- a small amount of specialty food space, including a fruit/vegetable store, a bakery and a fishmonger in Mountview Plaza;
- over 100,000 square feet of specialty retail space;
- over twenty eating and drinking establishments.

TABLE 1  
WESTBANK TRADE AREA  
COMMERCIAL FLOOR SPACE INVENTORY (1)  
(square feet)

Store Type	Westbank Town Centre	Remainder of Trade Area	Westbank Trade Area
Supermarket (2)	91,000	0	91,000
Specialty Food (3)	10,000	11,000	21,000
Department Store (4)	109,000	0	109,000
Specialty Retail (5)	105,000	26,000	131,000
Restaurant (6)	62,000	23,000	85,000
Office (7)	61,000	28,000	89,000
Service (8)	67,000	3,000	70,000
Entertainment (9)	45,000	0	45,000
<b>Total Occupied Space</b>	<b>550,000</b>	<b>91,000</b>	<b>641,000</b>
<b>Vacant Space (10)</b>	<b>36,000</b>	<b>4,000</b>	<b>40,000</b>
<b>Total Commercial Space</b>	<b>586,000</b>	<b>95,000</b>	<b>681,000</b>
<b>Vacancy Rate</b>	<b>6%</b>	<b>4%</b>	<b>6%</b>

1) Development Consulting Group Ltd., estimates based on a survey conducted in October 1997. The trade area includes Westbank and Peachland.

- 2) Extra Foods, Overwaitea and Coopers
- 3) Bakery, meat, fish, delicatessen, etc.
- 4) Zellers
- 5) Apparel, home furnishings, gifts, hardware, drugs, etc.
- 6) Restaurant, fast food and pub.
- 7) Medical, dental, insurance, real estate, legal etc.

- 7) Bank, trust company, barber, beauty salon, dry cleaner, etc.
- 8) Cinema, bowling alley, library, etc.
- 9) Not including space under construction as of October, 1997.

- over 60,000 square feet of office space, much of it located either in small single storey buildings or above ground floor retail space;
- several major recreation/entertainment facilities including a bowling alley in the Westbank Town Centre, a library in the Westridge Shopping Centre and a five screen cinema in the Westbank Shopping Centre

The inventory prepared in October of 1997 identified 36,000 square feet of vacant space. All three of the shopping centres noted above had some space for lease as did a handful of holder buildings in the town centre (eg. the former Royal Bank building opposite the Cafe de Soleil).

The overall vacancy rate for commercial space in the Westbank Town Centre stands at 6%. Given that many of the buildings in the downtown core are quite old and rather unattractive from a leasing standpoint, a vacancy rate of 6% is quite low. This in turn suggests that additional commercial space will be required very soon in the Westbank Town Centre to meet the demands of a growing local population and employment base.

The second column of Table 1 shows that the remainder of the Westbank trade area currently has 95,000 square feet of

commercial space. Most of this space is located along the waterfront in downtown Peachland and along Highway 97 in the Mount Boucherie area of Westbank (eg. the Westside Centre near the Comfort Inn). The vacancy rate in this portion of the trade area stands at only 4%.

The Westbank Town Centre has a total commercial floor space inventory of 586,000 square feet. To put this figure into perspective, the largest shopping centre in Kelowna —Orchard Park —has a gross leaseable area of almost 700,000 square feet.

As a supplement to the inventory of commercial space for the Westbank trade area, comparable data for Kelowna (ie. that portion of the Regional District located on the east side of Okanagan Lake) has been compiled for supermarkets and department stores. The following chart provides a comparative analysis for these two market areas:

	Kelowna	Westbank
1997 Population	35,000	110,000
Supermarket Space	91,000	462,000
Department Store Space	109,000	446,000
Per Capita Supermarket	2.6	4.2
Per Capita Department Store	3.1	4.1

This very simple comparative analysis indicates that Westbank has somewhat less supermarket and department store space per capita than Kelowna.

Comparing the existing supply of hotel rooms and cinema screens between these two neighbouring market areas provides a somewhat different picture. In the hospitality market, Kelowna has a huge lead —over 2,100 rooms or 19.8 per thousand population as compared to only 81 rooms or 2.4 per thousand population for Westbank. (Note that the Westbank figures do not include the Holiday Inn currently under construction or the Lake Okanagan Resort). In the entertainment market, Westbank has a slight edge on a per capita basis with 5 screens or one for every 7,000 persons as compared to 10 screens or one for every 11,000 persons in Kelowna.

### 3.2 Proposed Space

In addition to the existing commercial space inventoried in table 1, several projects which are either under construction or proposed in Westbank and Kelowna should be noted. On the Westbank side of the lake, these include:

- the Peachland Village shopping centre, a 50,000 square foot project anchored by an 18,000 square foot IGA Plus supermarket currently under construction on Highway 97 at the entrance to Peachland. The shopping centre will be completed in the spring of 1998.

property, a 14 acre parcel of land located at the north end of the Highway 97 strip at McCurdy. Preliminary plans prepared by a local architect envisage a multi-building village style/retail service commercial development of approximately 140,000 square feet. Phase I of this project may get underway in 1998.

The second is the Central Golf Course property located in the centre of Highway 97 strip opposite the new Canadian Tire store. The area structure plan for this site will probably include retail/service commercial, business park and residential components. In theory, the retail/service commercial component of the development could exceed 500,000 square feet. According to the planning consultant for the site, construction of the first building could start as early as 1999.

- the last phase of the Westbank Shopping Centre, a 6,000 square foot freestanding pad located in front of the Caprice Theatres. According to the leasing agent for the project, several retail chains have expressed an interest in this location and construction will probably start in 1998.

- the Old Macdonalds Farm site. This 30 acre property with prime highway exposure at the entrance to the Westbank Town Centre will almost certainly be redeveloped for a higher and better use within the next five years. Commercial development—possibly including one or more “big box” retailers—on at least the front half of the site seems likely. If a big box anchor tenant can be secured, a “power centre” in the 150,000—200,000 square foot range could be built in several phases.

- Senklip Plaza, a 28,000 square foot office and retail complex proposed for a site next to the seniors centre.

- the Westbank Indian Band “casino site” adjacent to the Johnson Bentley Aquatic Centre. According to the project architect, the amount of commercial space outside the main casino and hotel components of the project will be quite limited—probably not more than 10,000 square feet.

On the Kelowna side of the lake, two commercial development sites large enough to impact shopping patterns throughout the region should be noted. The first is the “Flintstones”

#### 4.0 WESTBANK TRADE AREA

The potential for commercial development in the Westbank Town Centre during the next ten years will be determined to a great extent by the rate of population growth in the local trading area. The geographic extent of this local trading area will be determined, in turn, by the configuration of the road network as well as the size and location of major shopping centres projects.

For the purpose of this analysis, the Westbank trade area has been defined as that portion of the Central Okanagan Regional District located on the west side of Okanagan Lake. The core of this trade area extends from the floating bridge linking Westbank and Kelowna in the north to Peachland in the south and from Okanagan Lake in the east to the fringe of urban development on the mountain slopes to the west (refer to the trade area map following this page).

Geographic barriers thus define the eastern and western boundaries of the trade area. Transportation constraints — an increasingly congested bridge — and the competitive strength of the major shopping centres in Kelowna preclude any further expansion to the north.

Commercial developments in the Westbank Town Centre will attract some customers from outside this trading area. These non-local patrons will fall into several different

categories, notably tourists, some residents of Kelowna attracted to a particular retail outlet (eg. Zellers which is the largest discount department store in the region) and people who work in the Westbank area but live elsewhere. To a considerable extent, the level of “inflow” sales under the tourist, Kelowna resident and on-resident employee categories will be determined by the scale and type of commercial development that occurs in the Westbank Town Centre during the next decade.

## 5.0 POPULATION ANALYSIS

Population growth in the Westbank trading area will be one of the principal creators of new commercial development opportunities in the Westbank Town Centre during the next decade. Accordingly, Section 5.2 presents a ten year population forecast for the Westbank trade area. By way of introduction to this forecast, Section 5.1 which follows provides a brief review of historic demographic trends in the Central Okanagan Regional District.

### 5.1 Historic Population Trends

Table 2 which follows tracks the annual rate of population growth in the Central Okanagan Regional District and the City of Kelowna on an annual basis between 1991 and 1997. During this period, there were two years of very strong growth (1991-1992 and 1992—1993), one year of weak growth (1995-1996) and three years of medium growth (1993—1994, 1994 - 1995 and 1996—1997).

For the period as a whole, population growth averaged roughly 2,700 persons per annum in the City of Kelowna and roughly 5,000 persons per annum in the Regional District. These figures translate into a population growth rate of 3.2% per annum for Kelowna and 4.0% for the Regional District.

The data presented in Table 2 shows that the Kelowna share of population growth in the region is declining over time. From a

high of 65% in 1992—1993, Kelowna's market share dropped to only 29% in 1995—1996 before recovering to 51% in 1996—1997. Between 1991 and 1997, Kelowna has captured an average 55% of the population increase in the Regional District.

The decline in the Kelowna market share can be attributed in part to higher housing prices compared to the more rural portions of the Regional District (ie. Westbank) and in part to a relatively limited supply of residential land. This competitive disadvantage for Kelowna seems likely to persist for the foreseeable future.

### 5.2 Projected Population

Table 3 which follows provides a ten year population projection for the Central Okanagan Region and the Westbank trade area. Population growth in the Kelowna area during the next ten years is not expected to match the level experienced between 1991 and 1997. The primary reason for this slowdown is a significant drop in the level of migration to British Columbia from other parts of Canada in general and from Alberta and Ontario in particular. The relatively poor economic outlook for British Columbia will contribute to this downward trend during the next year or two at least.

With this situation in mind, population growth in the Central Okanagan Region is projected to average 3,400 persons per annum during the 1997—2002 period and 4,000 persons per annum during the 2002—2007 period. Based on these growth rates, the number of persons living in the Central Okanagan Region will reach 162,000 by the year 2002 and 182,000 by the year 2007.

Based partly on data from the 1996 Census Canada and partly on data provided by the provincial Ministry of Finance, the number of persons living in the Westbank trade area is currently estimated at 35,000. Assuming that the “west side” will capture 35% of the total growth in the region during the next decade, the number of persons living in the Westbank trade area will reach 41,000 in five years and 48,000 in ten years. As Table 3 shows, these population projections imply an average growth rate of 1,200 persons per annum during the 1997—2002 period.

Commercial developments in the Westbank Town Centre will attract some customers from outside this trading area. These non local patrons will fall into several different categories, notably tourists, some residents of Kelowna attracted to a particular retail outlet (eg. Zellers which is the largest discount department store in the region) and people who work in the Westbank area but live elsewhere. To a considerable extent, the level of “inflow” sales under the tourist, Kelowna resident and on-resident employee categories will be determined by the scale and type of commercial

development that occurs in the Westbank Town Centre during the next decade.

TABLE 2

POPULATION TRENDS IN THE CENTRAL OKANAGAN REGION (1)

	City of Kelowna		Central Okanagan		Kelowna Share
	Population	Annual Increase	Population	Annual Increase	
1991	78,159		115,098		
1992	83,082	4,923	122,814	7,716	64%
1993	87,625	4,543	129,841	7,027	65%
1994	89,713	2,088	134,061	4,220	49%
1995	91,661	1,948	137,806	3,745	52%
1996	92,621	960	141,156	3,350	29%
1997	94,656	2,035	145,177	4,021	51%
1991 - 1997		2,749		5,013	55%

1) Development Consulting Group Ltd. based on population estimates provided by the Ministry of Finance, Government of British Columbia

TABLE 3  
WESTBANK TRADE AREA POPULATION PROJECTION (1)

	1997	2002	2007
Central Okanagan Regional District			
Population	146,000	162,000	182,000
Annual Increase		3,400	4,000
Annual Growth Rate		2.2%	2.4%
Westbank Trade Area			
Population	35,000	41,000	48,000
Annual Increase		1,200	1,400
Annual Growth Rate		3.2%	3.2%

1) Development Consulting Group Ltd. estimates based on historic trends and population projections provided by the Ministry of Finance, Government of British Columbia.

## 6.0 INCOME AND EXPENDITURE ANALYSIS

The amount of retail and service commercial development found in an area is usually correlated with the level of per capita expenditures by local residents. Per capita expenditures, in turn, are determined in large part by the level of per capita income. With this relationship in mind, Sections 6.1 and 6.2 which follow examine in turn per capita income and per capita expenditure levels in the Westbank trade area.

### 6.1 Per Capita Income

Unless an area experiences a significant positive or negative economic event such as the opening or closing of a major employer, its level of per capita income tends to remain fairly stable relative to the provincial average. With this assumption in mind, the chart which follows shows the level of per capita income for the Central Okanagan Region, the City of Kelowna and the Westbank trade area relative to the provincial average based on the 1991 Census of Canada. (Income data from the 1996 Census has not yet been released).

	Income Index
British Columbia	100.0
City of Kelowna	92.0
Westbank Trade Area	91.4
Central Okanagan Region	91.3

This census data indicates that per capita income levels in the City of Kelowna were 8% below the provincial average. In the Westbank trade area, per capita income levels were almost 9% below the provincial average in 1991.

### 6.2 Per Capita Expenditures

Table 4 which follows tracks the trend of per capita expenditures in British Columbia during the 1991—1997 period for five separate retail/service categories: supermarkets, other food stores, department store, other retail stores and restaurants.

Short term variations per capita expenditures are influenced primarily by changes in the provincial economy (eg. the number of new jobs, income tax, and sales tax rates, the unemployment rate) from one year to the next. Over the longer term, variations in per capita expenditures are also affected by changing levels of competition in the marketplace. Perhaps most evident in this regard is the declining department store sector (Woodwards, Woolco and Kmart have all gone out of business) offset by the associated growth of specialty retailers in general and "category killers" such as Office Depot, Home Depot and Toys R Us in particular.

Between 1991 and 1997, per capita supermarket expenditures in British Columbia increased from \$1,632 to \$1,910. During this six year period, per capita supermarket expenditures increased at an average rate of 2.6% per annum. During the

TABLE 4

PER CAPITA EXPENDITURE TRENDS IN BRITISH COLUMBIA (1)

	Supermarket	Other Food	Department Store	Other Retail	Restaurant
1991	\$1,632	\$113	\$555	\$2,232	\$840
1992	\$1,682	\$113	\$559	\$2,328	\$874
1993	\$1,741	\$130	\$515	\$2,568	\$896
1994	\$1,858	\$136	\$513	\$2,721	\$917
1995	\$1,915	\$137	\$508	\$2,732	\$952
1996	\$1,869	\$154	\$515	\$2,754	\$982
1997	\$1,910	\$160	\$540	\$2,860	\$1,060
Annual Growth Rate					
1991 - 1997	2.6%	6.0%	-0.5%	4.2%	3.9%
1994 - 1997	0.9%	5.6%	1.7%	1.7%	4.9%

last three years, this growth rate has dropped to 0.9% per annum.

The annual growth rates summarized in the lower portion of Table 4 indicate that specialty food stores (bakery, delicatessen, candy, meat, etc.) have been gaining market category which encompasses everything from ladies apparel to home furnishings and from sporting goods to auto accessories — have been gaining market share at the expense of department stores.

In the restaurant category, herein defined to include licensed and unlicensed outlets as well as fast food chains and pubs, per capita expenditures in British Columbia rose from \$40 in 1991 to \$1,060 in 1997. During this six year period, per capita restaurant expenditures grew at an average rate of 4.9% per annum frame. To put this figure into perspective, the inflation rate in British Columbia average about 2% per annum between 1991 and 1997.

1) Development Consulting Group Ltd. estimates based on Statistics Canada monthly and annual reports on retail trade, department store sales and restaurant sales. Per capita estimate for 1997 are based on partial year data.

## 7.0 COMMERCIAL FLOOR SPACE DEMAND ANALYSIS

Based partly on the population projections and per capita expenditure analysis presented in the preceding sections of this report, this portion of the study provides a series of commercial floor space demand estimates for the Westbank Town Centre over the next decade. So as to provide as much detail as possible for the planning/urban design portion of this study, seven major land use categories have been looked at individually.

These land use categories are: supermarket, specialty food, department store, specialty retail, restaurant, office and service. Accordingly to the inventory summarized in Table 1, these seven land use categories account for over 90% of the occupied commercial space in the Westbank Town Centre at the present time. A brief quantitative analysis for each one of these land use categories is presented in turn below.

### 7.1 Supermarket

Table 5 which follows shows the amount of additional supermarket space warranted in the Westbank Town Centre area during the 1997 —2007 period. This additional floor space has been determined based on the following assumptions:

- trade area population will increase from 35,000 in 1997 to 41,000 in 2002 and to 48,000 in 2007;

- supermarket spending will increase by 2% per annum, reaching \$2,230 per capita by 2007;
- supermarket potential in the Westbank trade area (ie. population times per capita expenditures) will increase from \$64.1 million in 1997 to \$107.0 million 2007;
- the town centre share of this supermarket potential will increase from 65% in 1997 to 75% in 2007. This assumption implies that the “outflow” of supermarket dollars will drop for 35% in 1997 to 25% in 2007. Although a small amount of this outflow will go the IGA Plus supermarket currently under construction in Peachland, most will be spent at the much larger supermarkets in Kelowna.
- total supermarket sales in the Westbank Town Centre will increase from \$46.3 million in 1997 to \$59.8 million in 2002 and to \$89.2 million in 2007. These dollar figures assume that “inflow” from outside the trade area (eg. from tourists and people who work but do not live in Westbank) will amount to 10% of total supermarket sales.

TABLE 5  
WESTBANK TOWN CENTRE  
WARRANTED SUPERMARKET SPACE (1)

	1997	2002	2007
Trade Area Population (2)	35,000	41,000	48,000
Per Capita Supermarket Expenditures (3)	\$1,830	\$2,020	\$2,230
Supermarket Potential (Millions of \$)	\$64.1	\$82.8	\$107.0
Town Centre Share (4)			
At 65%	\$41.7	\$53.8	
At 75%			\$80.3
Total Supermarket Potential (5)	\$46.3	\$59.8	\$89.2
Warranted Supermarket Space			
At \$500 psf	93,000		
At \$550 psf		109,000	
At \$610 psf			146,000
Less Existing Space (6)	91,000	91,000	91,000
Warranted Additional Space	2,000	18,000	55,000

1) Development Consulting Group Ltd. estimates.

2) See Table 3.

- 3) Development Consulting Group Ltd. estimates based on Table 4 and per capita income levels in the Westbank trade area. Supermarket expenditures are projected to increase by 2% per annum during the 1997—2007 period.
- 4) Development Consulting Group Ltd. estimates allowing for existing and proposed supermarket competition.
- 5) Development Consulting Group Ltd. estimates assuming 10% inflow from outside the Westbank trade area.
- 6) See Table 1.

Based on these assumptions, the lower portion of Table 5 shows that the demand for supermarket space in the Westbank Town Centre area will increase from 93,000 square feet in 1997 to 109,000 square feet in 2002 and to 146,000 square feet in 2007. Subtracting the combined floor area of the three existing supermarkets gives the amount of additional supermarket space warranted in the Westbank Town Centre: 18,000 square feet over the next five years and 55,000 square feet over the next decade.

Exactly how this additional supermarket space will be provided remains to be determined. Several options are possible, including expansion of one or more existing supermarkets as well as a development by a food store chain not currently in the Westbank market (eg. Safeway). For a variety of reasons, the most likely site for the latter option is a parcel of vacant land fronting onto Highway 97.

## 7.2 Other Food

Table 6 which follows shows the amount of additional speciality food store space warranted in the Westbank Town Centre area during the 1997 –2007 period. This additional floor space has been determined based on the following assumptions:

- trade area population will increase from 35,000 in 1997 to 41,000 in 2002 and to 48,000 in 2007;

- speciality food store spending will increase by 4% per annum, reaching \$220 per capita by 2007;
- speciality food store potential in the Westbank trade area (ie. population times per capita expenditure) will increase from \$5.3 million in 1997 to \$10.6 million in 2007;
- the town centre share for this speciality food potential will increase from 55% in 1997 to 65% in 2002 and to 75% in 2007. This assumption implies that the “outflow” of speciality food dollars will drop from 45% in 1997 to 25% in 2007. This decline anticipates the development of a “Granville Island style” public market (albeit on a much smaller scale) somewhere in the Westbank Town Centre area during the next ten years.
- total speciality food store sales in the Westbank Town Centre will increase from \$3.4 million in 1997 to \$5.6 million in 2002 and to \$9.3 million in 2007. These dollar figures assume that “inflow” from outside the trade area will amount to 15% of total speciality food store sales. The somewhat higher inflow percentage as compared to supermarkets reflects the greater attraction of speciality food stores (especially if they cluster together in some type of a public market) for both tourists and residents of Kelowna alike.

TABLE 6  
WESTBANK TOWN CENTRE  
WARRANTED SPECIALTY FOOD STORE SPACE (1)

	1997	2002	2007
Trade Area Population (2)	35,000	41,000	48,000
Per Capita Supermarket Expenditures (3)	\$ 150	\$180	\$220
Specialty Food Potential (Millions of \$)	\$5.3	\$7.4	\$10.6
Town Centre Share (4)			
At 55%	\$2.9		
At 65%		\$4.8	
At 75%			\$7.9
Total Specialty Food Potential (5)	\$3.4	\$5.6	\$9.3
Warranted Supermarket Space			
At \$300 psf	11,000		
At \$330 psf		17,000	
At \$370 psf			25,000
Less Existing Space (6)	10,000	10,000	10,000
Warranted Additional Space	1,000	7,000	15,000

1) Development Consulting Group Ltd. estimates.

2) See Table 3.

3) Development Consulting Group Ltd. estimates based on Table 4 and per capita income levels in the Westbank trade area. Specialty food expenditures are projected to increase by 4% per annum during the 1997—2007 period.

- 4) Development Consulting Group Ltd. estimates allowing for existing and proposed specialty food competition.
- 5) Development Consulting Group Ltd. estimates assuming 15% inflow from outside the Westbank trade area.
- 6) See Table 1.

Based on these assumptions, the lower portion of Table 6 shows that the demand for specialty food store space in the Westbank Town Centre area will increase from 11,000 square feet in 1997 to 17,000 square feet in 2007. Subtracting the combined floor area of the existing competition gives the amount of additional specialty food store space warranted in the Westbank Town Centre: 7,000 square feet over the next five years and 15,000 square feet over the next decade.

Exactly where and when this additional specialty food store space will appear remains to be determined. A few small (less than 2,000 square foot) specialty food stores are likely to open at different times in locations scattered throughout the Westbank Town Centre. Hopefully, enough specialty food outlets can be attracted to a single location in order to generate some of the customer appeal typically associated with a public market.

### 7.3 Department Store

Table 7 which follows shows the amount of additional department store space warranted in the Westbank Town

Centre area during the 1997—2007 period. This additional floor space has been determined based on the following assumptions:

- department store spending will increase by 2% per annum, reaching \$630 per capita by 2007;
- department store potential in the Westbank trade area (i.e. population times per capital expenditures) will increase from \$18.2 million in 1997 to \$30.2 million in 2007;
- the town centre share of this department store potential will increase from 30% in 1997 to 45% in 2002 and 2007. This assumption has been made to examine the market potential for a second department store in Westbank Town Centre area during the next ten years.

- total department store sales in the Westbank Town Centre under this “two store” scenarios will increase from \$11.0 million in 1997 to \$21.0 million in 2002 and to \$27.2 million in 2007. These dollar figures assume that “in flow” from outside the trade area will amount to 50% of total department store sales. This high percentage reflects the ability of department stores located in large shopping centres to attract customers from a wide geographic area as compared to the typical neighbourhood supermarket.

- department stores productivity will increase from \$160 per square foot in 1997 to \$180 per square foot in 2007. To put these numbers into perspective, information contained in the 1996 annual report for the Hudson Bay Company implies an average store volume of \$139 per square foot of gross floor area for The Bay and \$156 per square foot of gross floor area for Zellers.

TABLE 7  
WESTBANK TOWN CENTRE  
WARRANTED DEPARTMENT STORE SPACE (1)

	1997	2002	2007
Trade Area Population (2)	35,000	41,000	48,000
Per Capita Department Store Expenditures (3)	\$520	\$570	\$630
Department Store Potential (Millions of \$)	\$18.2	\$23.4	\$30.2
Town Centre Share (4)			
At 30%	\$5.5		
At 45%		\$10.5	
Total Department Store Potential (5)	\$11.0	\$21.0	\$27.2
Warranted Supermarket Space			
At \$160 psf	69,000		
At \$170 psf		124,000	
At \$180 psf			151,000
Less Existing Space (6)	109,000	109,000	109,000
Warranted Additional Space	-40,000	15,000	42,000

1) Development Consulting Group Ltd. Estimates

2) See Table 3

3) Development Consulting Group Ltd. estimates based on Table 4 and per capita income levels in the Westbank trade area. Department store expenditures are projected to increase by 2% per annum during the 1997—2007 period.

- 3) Development Consulting Group Ltd. estimates allowing for existing and proposed department store competition.
- 4) Development Consulting Group Ltd. estimates assuming 50% inflow from outside the Westbank trade area.
- 5) See Table 1.

Based on these assumptions, the lower portion of Table 7 shows that the demand for department store space in the Westbank Town Centre area will increase from 69,000 square feet in 1997 to 124,000 square feet in 2002 and to 151,000 square feet in 2007. Since the existing Zellers outlet in Westbank has a floor area of 109,000 square feet, the market analysis suggests that the trade area is currently "over stored" to the tune of 40,000 square feet.

Due to this over supply, the amount of additional department store space warranted in the Westbank Town Centre during the next ten years will be very modest - only 150,000 square feet by 2002 and 42,000 square feet 2007. A second department store chain coming into the Westbank market to compete with the existing Zellers outlet would most likely want at least 100,000 square feet of space. The results of this initial market analysis indicate that this level of additional demand will not exist in the Westbank Town Centre during the next ten years.

#### 7.4 Other Retail

Table 8 which follows shows the amount of additional other retail space warranted in the Westbank Town Centre area

during the 1997—2007 period. This additional floor space has been determined based on the following assumptions:

- other retail spending will increase by 3% per annum, reaching \$3680 per capita by 2007;
- other retail potential in the Westbank trade area (ie. population times per capital expenditures) will increase from \$95.9 million in 1997 to \$176.6 million in 2007;
- the town centre share of this other retail potential will increase from 25% in 1997 to 30% in 2002 and to 35% in 2007. This assumption implies that the “outflow” of other retail dollars will drop from 75% in 1997 to 65% in 2007. Most of this outflow goes to the “big box” stores (eg. Office Depot, Toys R Us, Canadian Tire) along the Highway 97 commercial strip in Kelowna and the speciality retail shops in the Orchard Park shopping centre.

- Total other retail sales in the Westbank Town Centre will increase from \$30.0 million in 1997 to \$55.9 million in 2002 and to \$88.3 million in 2007. These dollar figures assume that “in flow” from outside the trade area will increase from 20% in 1997 to 230% in 2002 and 2007. This increase in the percentage of inflow sales anticipates the development of a “power centre” somewhere in the Westbank Town Centre area (eg. the Old MacDonalds Farm site) during the next five years.

- other retail store productivity will increase from \$250 per square foot in 1997 to \$300 per square foot in 2007. The reader is cautioned that these average sales volume conceal wide variations in performance from one store type to the next as well as from one location to the next. A small independent retailer in location without Highway 97 exposure could operate at less than one half of these averages. By the same token, some of the chain stores in the major shopping centres could record sales volumes which are more than twice these averages.

With this caveat in mind, the lower portion of Table 8 shows that the demand for other retail space in the Westbank Town Centre area will increase from 120,000 square feet in 1997 to 207,000 square feet in 2002 and to 294,000 square feet in 2007. Subtracting the combined floor area of the existing competition gives the amount of additional other retail space warranted in the Westbank Town Centre; 102,000 square feet over the next five years and 189,000 square feet over the next decade.

Once again, exactly where this additional other retail space will appear remains to be determined. Several relatively small commercial (eg. Senklip Plaza, the final phase of the Westbank Shopping Centre) are likely to proceed during the next five years. In our opinion, the first phase of a major “power centre” development in the Old MacDonalds Farm site is also a good bet for the 1997—2002 period.

TABLE 8  
WESTBANK TOWN CENTRE  
WARRANTED OTHER RETAIL SPACE (1)

	1997	2002	2007
Trade Area Population (2)	35,000	41,000	48,000
Per Capita Other Retail Expenditures (3)	\$2740	\$3180	\$3680
Other Retail Potential (Millions of \$)	\$95.9	\$130.4	\$176.6
Town Centre Share (4)			
At 25%	\$24.0		
At 30%		\$39.1	
At 35%			\$61.8
Total Other Retail Potential (5)	\$30.0	\$55.9	\$88.3
Warranted Supermarket Space			
At \$250 psf	120,000		
At \$270 psf		207,000	
At \$300 psf			294,000
Less Existing Space (6)	105,000	105,000	105,000
Warranted Additional Space	15,000	102,000	189,000

1) Development Consulting Group Ltd. estimates.

2) See Table 3.

3) Development Consulting Group Ltd. estimates based on Table 4 and per capita income levels in the Westbank trade area. Other retail expenditures are projected to increase by 3% per annum during the 1997—2007 period.

- 4) Development Consulting Group Ltd. estimates allowing for existing and proposed other retail competition.
- 5) Development Consulting Group Ltd. estimates assuming 20% inflow from outside the Westbank trade area in 1997, increasing to 30% in 2002 and 2007.
- 6) See Table 1.

### 7.5 Restaurant

Table 9 which follows shows the amount of additional restaurant space warranted in the Westbank Town Centre area during the 1997—2007 period. As previously noted, this land use category includes licensed and unlicensed restaurants, fast foot outlets and pubs. With this definition in mind, additional eating and drinking floor space requirements have been determined based on the following assumptions:

- restaurant spending will increase by 3% per annum, reaching \$1300 per capita by 2007;
- restaurant potential in the Westbank trade area (ie. population times per capital expenditures) will increase from \$33.9 million in 1997 to \$62.4 million in 2007;
- the town centre share of this restaurant potential will remain constant at 30% during the next ten years. This assumption implies that the “out flow” restaurant dollars will also remain constant at 70% during the next ten

years, primarily due to the seemingly never ending expansion of eating and drinking facilities in the City of Kelowna.

- Total restaurant sales in the Westbank Town Centre will increase from \$15.7 million in 1997 to \$21.2 million in 2002 and to \$28.8 million in 2007. These dollar figures assume that "inflow" from outside the trade area will amount to 35% of total restaurant sales. In percentage terms, inflow sales will be highest for the big name chains in high profile locations (Wendys, White Spot, A & W, Boston Pizza, etc.) and lowest for the small independent restaurants.

TABLE 9  
WESTBANK TOWN CENTRE  
WARRANTED RESTAURANT SPACE (1)

	1997	2002	2007
Trade Area Population (2)	35,000	41,000	48,000
Per Capita Department Store Expenditures (3)	\$970	\$11200	\$1300
Restaurant Potential (Millions of \$)	\$33.9	\$45.9	\$62.4
Town Centre Share (4)			
At 30%	\$10.2	\$13.8	\$18.7
Total Restaurant Potential (5)	415.7	\$21.2	\$28.8
Warranted Supermarket Space			
At \$250 psf	63,000		
At \$270 psf		79,000	
At \$300 psf			96,000
Less Existing Space (6)	62,000	62,000	62,000
Warranted Additional Space	1,000	17,000	34,000

1) Development Consulting Group Ltd. estimates.

2) See Table 3.

3) Development Consulting Group Ltd. estimates based on Table 4 and per capita income levels in the Westbank trade area. Restaurant expenditures are projected to increase by 3% per annum during the 1997-2007 period.

- 4) Development Consulting Group Ltd. estimates allowing for existing and proposed restaurant competition.
- 5) Development Consulting Group Ltd. estimates assuming 35% inflow from outside the Westbank trade area.
- 6) See Table 1.

Based on these assumptions, the lower portion of Table 9 shows that the demand of restaurant space in the Westbank Town Centre area will increase from 63,000 square feet in 1997 to 79,000 square feet in 2002 and to 96,000 square feet in 2007. Subtracting the combined floor area of the existing competition gives the amount of additional restaurant space warranted in the Westbank Town Centre: 17,000 square feet over the next five years and 34,000 square feet over the next decade.

Establishments in this land use category can range in size from as small as 500 square feet for a fast food outlet to as large as 5000 square feet for a major restaurant or neighbourhood pub. Based on the midpoint of this range, the floor space demand forecasts cited above equate to roughly one new restaurant per year in the Westbank Town Centre area.

## 7.6 Service

Table 10, which follows shows the amount of additional service space warranted in the Westbank Town Centre area during the 1997-2007 period. This land use category encompasses a

wide range of business and personal services including banks and trust companies, barbers and beauty salons, travel and insurance agents, dry cleaners and so on.

With this definition in mind, additional service space requirements have been determined based on two simple assumptions:

- the local market is currently in equilibrium (i.e. supply equals demand) based on an existing inventory of 67,000 square feet or 1.9 square feet per capita;
- service space requirements in the Westbank Town Centre will increase by 1% per annum during the next ten years, reaching 2.1 square feet per capita by 2007. This slowly increasing floor space per capita ratio anticipates the arrival of new service space industries in the town centre are due to the ongoing growth of the Westbank market.

Based on these assumptions, the lower portion of Table 10 shows that the demand for service space in the Westbank Town Centre will increase from 67,000 square feet in 1997 to 82,000 square feet in 2002, and to 101,000 square feet in 2007. Subtracting the combined floor area of the existing competition gives the amount of additional service space warranted in the Westbank Town Centre: 15,000 square feet over the next five years and 34,000 square feet over the next decade.

Establishments in this land use category can range in size from as small as 500 square feet for a travel agent to as large as 5,000 square feet for a major financial institution. Based on the average size of 1000 square feet per establishment, the floor space demand forecasts cited above equate to roughly three new service outlets per year in the Westbank Town Centre area.

TABLE 10  
WESTBANK TOWN CENTRE  
WARRANTED SERVICE SPACE (1)

	1997	2002	2007
Trade Area Population (2)	35,000	41,000	48,000
Town Centre Service Space per Capita (3)	1.9	2.0	2.1
Warranted Service Space	67,000	82,000	101,000
Less Existing Space (4)	67,000	67,000	67,000
Warranted Additional Space	0	15,000	34,000

- 1) Development Consulting Group Ltd. estimates.
- 2) See Table 3.
- 3) Development Consulting Group Ltd. estimates based on the inventory set out in Table 1. Per capita service requirement are projected to increase by 1% per annum during the 1997—2007.
- 4) See Table 1.

TABLE 11  
WESTBANK TOWN CENTRE  
WARRANTED OFFICE SPACE (1)

	1997	2002	2007
Trade Area Population (2)	35,000	41,000	48,000
Town Centre Office Space per Capita (3)	1.7	2.0	2.3
Warranted Office Space	61,000	82,000	110,000
Less Existing Space (4)	61,000	61,000	61,000
Warranted Additional Space	0	21,000	49,000

1) Development Consulting Group Ltd. estimates.

2) See Table 3.

3) Development Consulting Group Ltd. estimates based on the inventory set out in table 1. Per capita office requirements are projected to increase by 3% per annum during the 1997—2007 period.

4) See Table 1.

## 7.7 Office

Table 11 which follows shows the amount of additional office space warranted in the Westbank Town Centre area during the 1997-2007 period. Additional office space requirements have been determined based on tow simple assumptions:

- the local market is currently in equilibrium (ie. supply equals demand) based on an existing inventory of 61,000 square feet of 1.7 square feet per capita;
- office space requirements in the Westbank Town Centre will increase by 3% per annum during the next ten years, reaching 2.1 square feet per capita by 2007. This somewhat more rapidly increasing floor space ration anticipates the arrival of new office activities in the town centre due to the ongoing growth of the Westbank market combined with the increasing attractiveness of home offices for many small professional firms.

Based on these assumptions, the lower portion of Table 11 shows that the demand for office space in the Westbank Town Centre will increase from 61,000 square feet in 1997 to 82,000 square feet in 2002 and to 110,000 square feet in 2007. Subtracting the combined floor area of the existing competition gives the amount of additional office space warranted in the Westbank Town Centre: 21,000 square feet over the next five years and 49,000 square feet over the next decade.

While this latter figure may seem rather modest in square footage terms, it does represent an 80% addition to the existing inventory over a period of only ten years. Most of this new space will probably be built in two or three storey mixed use projects like Acorn Plaza.

As a concluding note to this office market analysis, the demand forecast presented in Table 11 is based on the assumption that the Westbank Town Centre will not attract any major institutional uses (eg. provincial court house, hospital, regional district headquarters or city hall) that would in turn draw a wide variety of supporting office tenants to the area. If a major institutional use were to locate in the Town Centre during the 1997 –2007 period , then the office demand projections set out in Table 11 could be revised upward.

## 8.0 DEVELOPMENT RECOMMENDATIONS

The results of the market analysis presented in the preceding section of this report provide one of the foundations for a development strategy which will guide the evolution of the Westbank Town Centre area during the next ten years. Realistically, this evolution of the study area from its current less than ideal state in to a more vibrant pedestrian oriented "main street" type of town centre will take place gradually over a period of many years.

A realistic and properly focused development strategy can help to accelerate this process. In our view, this development strategy will have many different components and must deal with a variety of inter related issues. Four issues of particular importance in this instance are the land use mix, transportation, street beautification and marketing. Each one of these topics is discussed in turn below.

### 8.1 Land Use

The results of the market analysis indicated that the demand for additional commercial space in the Westbank Town Centre during the next decade will be substantial. Given the many market forces that affect commercial development, the five and ten year forecasts presented in Section 7 of this report should be used as general guidelines to assist with the

planning of growth in the town centre area rather than as precise targets.

In fact, the actual amount of commercial development in the Westbank Town Centre during the next decade will almost certainly vary from these forecasts—in some case above and in some cases below—for any number of reasons including a lack of suitable sites, short term losses in order to build long term market share and so on. With these qualifications in mind, a reasonable development programme for the Westbank Town Centre during the next ten years is as follows:

Land Use	Floor Area (square feet)
Supermarket	50,000 —60,000
Other food	10,000 —15,000
Department store	0 —100,000
Other retail	150,000 —200,000
Restaurant	30,000 —40,000
Service	30,000 —40,000
Office	40,000 —50,000
Total Commercial	310,000 —505,000

The wide range in the bottom line forecast is due largely to the uncertainty with respect to whether a second department store will move into the Westbank Town Centre during the next ten years. Although, the results of the market analysis suggest that such an event is unlikely, it would nevertheless be

prudent to allow for such a possibility in a community plan for the area.

The results of market analysis indicate that sufficient demand will materialize over the next ten years to warrant an expansion of the existing supermarkets or the development of a new one (Safeway being the obvious candidate). The most likely location for a new supermarket is a vacant site fronting onto Highway 97 close to Old MacDonalds Farm. In this case, the supermarket would probably be the "anchor tenant" in a shopping centre with a gross leaseable area of between 100,000 —150,000 square feet. A project of this size would require a site area of approximately 10 —15 acres.

Compared to the size of a new supermarket, the 10,000 — 15,000 square feet of additional other food store space identified for the Westbank Town Centre is relatively modest. Where as a new supermarket would have to locate on the periphery of the existing Town Centre, most of the other food tenants moving into the market during the next ten years should be able to locate in the heart of the town centre —ie. along the Highway 97 couplets between Paynter's Market and the Westbank Shopping Centre.

From a marketing perspective, grouping half a dozen or more specialty food tenants together to form the nucleus of a public market would be a big plus for the Westbank Town Centre. Ideally, such a project could expand significantly in the summer and fall to accommodate temporary fruit stands and

tie in with local area wineries and orchards so as to attract as many tourists and local residents as possible.

The Paynter's Market site is one obvious potential location for a public market type project. This site has several advantages including superb access/exposure to Highway 97, a well known existing public market style business and a location adjacent to a small "remnant orchard" which could add a unique educational and hands on aspect to the project. One other site in the town centre which could also be considered for this type of development is the Westbank Packers property.

The 150,000 —200,000 square feet of space identified under the other retail category covers a very diverse group of tenants both in terms of use and store size. Store size ranges from 1,000 —2,000 square foot apparel stores to big box category killer outlets in the 20,000 —50,000 square foot range.

Both ends of this spectrum are likely to materialize in the Westbank Town Centre area during the next ten years. From a planning perspective, as many of the small specialty shops as possible —typically owner operated independent retailers — should be encouraged to locate in the core area of the Westbank Town Centre. Because of their large building footprint and on site parking requirements, big box retailers on the other hand will

naturally gravitate to the undeveloped land extending along Highway 97 from Old MacDonalds Farm towards Kelowna. Some of these big box retailers will be newcomers to the Central Okanagan Region. Others (eg. London Drugs) will already have a location on the Kelowna side of the lake. Developments in the former category will significantly increase the inflow of retail dollars from Kelowna to Westbank. Developments in the latter category, on the other hand, will significantly reduce the outflow of retail dollars from Westbank to Kelowna.

Both trends will have a very positive impact, both directly and indirectly, on the Westbank Town Centre. This positive impact would be even greater if several big box retailers located on a single site to form a "power centre" or if a dozen or so smaller specialty stores which dominate specific niche markets could be combined into a "factory outlet centre". Once again, the obvious location for this type of shopping centre is somewhere near Old MacDonalds Farm.

For large and small retailers alike, good access and exposure are two of the keys to success. In the downtown core, most of the new retail development should be concentrated along the Highway 97 couplet. Locations on cross streets are much less desirable with the possible exception of Elliott Road between the Coopers and Overwaitea supermarkets.

For the next ten years at least, Kelowna will continue to dominate the upscale portion of the retail market. Without

the major department stores (Eatons, Bay and Sears), Westbank cannot expect to attract the higher end specialty retailers in general and the major clothing store chains in particular. Having said that, the significant growth of population expected in the Westbank trade area during the next decade will allow the town centre to attract an increasingly broad range of retail tenants.

The results of the market analysis suggest that several small office buildings will be developed in the Westbank Town Centre during the next decade. Ideally, as much of this office space as possible will be located in the downtown core in order to provide "walk in" traffic for business and personal services including financial institutions, restaurants, barbers, beauty salons, dry cleaners and so on.

Given the increasing appeal of home based businesses, some "informal" office space could be accommodated on transition blocks between the commercial core and the surrounding residential neighbourhoods. Suitable candidates for this type of development include Last Road between the aquatic centre and Overwaitea as well as Apollo Street between the Westbank Packers and the fire hall.

In addition to encouraging the wide variety of commercial land uses described above, a development strategy for the Westbank Town Centre should also seek to attract as many recreational, educational and entertainment facilities as possible. The existing cinema, bowling alley, library and aquatic

centre provide a good starting point. Hopefully, some of these existing facilities (eg. the aquatic centre and the seniors centre) can be expanded and new ones developed in order to broaden the overall marketing appeal of the Westbank Town Centre.

To some extent, having a number of these recreational, educational and entertainment facilities clustered within walking distance of one another helps to distinguish a downtown style commercial district from its suburban cousin the highway commercial strip. Another distinguishing characteristic of may successful main street style shopping areas is the presence of a sizeable population base within easy walking distance. Robson Street in Vancouver is perhaps the best example in Canada of this juxtaposition of complementary land uses.

At the present time, the number of people living within walking distance of the Westbank Town Centre is very low. Accordingly, every effort should be made to encourage the development of medium density, multi-family housing —townhouses and low rise condominium apartments in particular —around the perimeter of the commercial core. On a few sites in the commercial core itself, consideration could be given to developing mixed use projects with some residential (eg. a seniors co-op or a congregate care facility) on top of ground floor commercial.

As a final note under the land use heading, hotels are another traffic generator that should be encouraged to locate both in the town centre and in the surrounding trade area. The first hotel in the Westbank Town Centre —an 82 room Holding Inn Express —is currently under construction and will open in the spring of 1998.

Several proposals are under consideration including a 100 — 150 room hotel on the “casino site” and a resort hotel of a similar size on the lakefront. Tourists staying in these local area hotels could provide a substantial amount of business for a wide variety of retail and service commercial establishments located in the Westbank Town Centre.

## 8.2 Transportation & Parking

One of the most difficult issues facing the Westbank Town Centre is how to resolve two conflicting transportation objectives: encouraging the development of a pedestrian oriented downtown centre while at the same time ensuring that vehicular traffic passing through the area can do so without undue delays. Some compromise will be required on both sides of this high profile planning issue in order to maximize the benefits and minimize the costs for the Westbank Town Centre.

In the long term —hopefully after 2007 —a bypass route will be built to detour all of the non local traffic now using Highway 97 around the Westbank Town Centre. In our opinion, the

benefits of exposure to more than 30,000 vehicles per day more than outweigh the cost (noise, heavy traffic and so on).

These costs can be mitigated to some extent by a number of relatively minor traffic calming improvements including wider sidewalks with better landscaping and “block end bulges”, better sequencing of the existing traffic lights on the cross streets in the town centre, upgraded pedestrian linkages between the major destination points in the town centre (eg. the supermarkets, the existing Johnson Bentley Aquatic Centre and the proposed casino) and so on.

The amount of on street parking in the town centre appears to be adequate at the present time. Demand for parking will obviously increase over time as properties in the downtown core are redeveloped to higher densities. With this trend in mind, the existing supply of on street parking in general and the number of stalls in the “pull out bays” along Highway 97 in particular must be maintained.

In fact, consideration could be given to replacing the parallel parking on Highway 97 with angle parking. This change would not only increase the parking capacity in the town centre—a bonus for shoppers and merchants in the area—but would also help to slow down traffic on the Highway 97 couplets.

Better public transit should be another priority for the Westbank Town Centre. As the town centre densities and as population in the trade area increases, more frequent bus

service both to the outlying neighbourhoods in Westbank and into downtown Kelowna will be warranted.

To accelerate this process, consideration could be given to designating one or perhaps two major transit stops in the Westbank Town Centre. Development of complementary land uses (eg. medium density housing, a seniors centre) in close proximity to these major transit stops will provide additional ridership to help pay for the cost of better bus service.

### 8.3 Street Beautification & Urban Design

One of the top priorities of a commercial development strategy for the Westbank Town Centre must be a street beautification programme. Given the ever increasing level of competition amongst virtually all of the retail and service sectors in the Kelowna area, the Westbank Town Centre must improve its physical appearance in order to enhance its marketing appeal.

Unfortunately, large portions of the streetscape fronting onto the Highway 97 couplets have a worn out appearance that does not exactly invite either local area residents or tourists to spend time and money in the downtown core. A street beautification programme would be a first big step toward overcoming this problem.

The best local example of a street beautification programme is the work undertaken in 1997 on Pandosy Street in the Mission area. A six block stretch of Pandosy from Wardlaw in the

north to Cedar in the south was extensively rebuilt with new sidewalks, ornamental street lights and angle parking.

The finishing touches—a small water feature and public seating area plus some landscaping and banners will be added in 1998. According to the City of Kelowna Planning Department, the total cost of the Pandosy Street Beautification project will be approximately \$\_\_\_ million. Most of this cost was paid for by local area property owners.

A similar street beautification project in the Westbank Town Centre—ideally along both of the Highway 97 couplets as well as the cross streets—would, in our view, result in significantly higher sales for merchants and significantly higher land values for property owners in the downtown core. From a planning standpoint, such a project would emphasize the commitment to the long term vision of a pedestrian oriented town centre.

A half dozen or so high profile corner properties are currently occupied by gas stations. While they certainly make an economic contribution to the area and serve a market need, their building form does not exactly contribute to a pedestrian friendly environment. Ideally, appropriate zoning and design guidelines will encourage some of these sites to be redeveloped over the next 5—10 years with commercial or mixed use projects which are built out to the street edge.

#### 8.4 Marketing & Promotion

Most successful commercial areas—major shopping centres in particular—have an ongoing marketing and promotions programme which is paid for in whole or in part by the merchants. For main street type shopping areas with many property owners who may or may not have a great deal in common, the fairest way to implement and pay for such a marketing and promotions programme is under the direction for business improvement society.

Although Westbank has a local chamber of commerce, this organization has many other duties besides the marketing and promotion of the Town Centre, serious consideration should be given to designating the downtown core as a business improvement area (BIA).

Downtown Kelowna has a BIA which has been very effective at raising the profile of the area in attracting local residents and tourists alike to the retail shops, services, restaurants and entertainment venues located in the central business district. A BIA may also be set up along Pandosy Street to build on the success of the beautification project described above. Several of the best known shopping districts in Vancouver (eg. Gastown, Robson Street) owe their high public profile in part to the marketing and promotions efforts of a BIA.

In our opinion the formation of a BIA would give the commercial tenants and property owners in the Westbank Town Centre area a much greater sense of community and would help to develop a shared long term vision for the vision for the area.

With respect to the marketing and promotion of the area—one of the principal activities of a BIA—some possibilities include:

- production and distribution of a shopping and entertainment brochure;
- sponsoring one or more festival type events to attract local residents and tourists alike to the Westbank Town Centre area;
- lobbying the province to make Highway 97 more “compatible” with an increasingly pedestrian oriented Westbank Town Centre;
- paying for a wide variety of street beautification items (eg. hanging flower baskets in summer, Christmas tree lights in winter);
- securing public and/or private sector funding to cover at least a portion of some capital improvements for the streetscape (eg. banners, trees, historic plaques, gateway entrance signs) as well as for individual store fronts.

In addition to the marketing ideas suggested above, the BIA should be able to effectively represent the collective interest of merchants and property owners in their ongoing discussions with government at the local, regional and provincial levels.

In order to function effectively, a BIA will incur certain fixed administrative costs (office rent, manager salary and so on).

To cover these overhead costs and have enough money left over to implement an effective marketing and promotion programme, the Westbank BIA must have an adequate annual budget. To have an adequate annual budget, in turn, requires a reasonably large property tax assessment base. (If the assessment base is too small, the annual BIA levy for individual property owners will be too high).

With this in mind, the boundaries of the Westbank BIA must, in our opinion, include all of the commercial properties along the Highway 97 couplets including the Westridge Shopping Centre (Coopers) and the Westbank Town Centre (Overwaitea). Ideally, the boundaries of the BIA could be extended even further to include the “casino site” and the Westbank Shopping Centre (Zellers and Extra Foods).

APPENDIX 2  
OCP POLICY CONTEXT

## APPENDIX 2 OCP POLICY CONTEXT

The OCP provides significant policy for the appropriate development of the Town Centre. These directives are summarized by the following excerpts shown in italics:

### *Section 2.2: The Land Use Strategy: Goal Statements*

3. *Commercial*
  - *To create an identifiable downtown core and direct the majority of new commercial development to the core area.*
5. *Educational/Institutional*
  - *To protect space in the Town Centre for civic and cultural uses and facilities.*
7. *Parks and Trails*
  - *To define and establish a network of trails, linear parks and pedestrian corridors that will eventually link parks, schools, the Town Centre, crown land, and natural and open spaces.*
10. *Design*
  - *To address urban design and landscaping concerns along Highway 97 and in the Town Centre area.*
11. *Implementation*
  - *To pursue a Town Centre Plan that will help establish an identifiable commercial and cultural core as soon as possible so that the future of the town centre is not compromised by pending developments in the area.*

### *Section 2.3 Specified Area Goals*

#### 1. *Town Centre Study Area*

##### *Background*

*Several issues must be addressed in seeing this town centre evolve in a comprehensive manner. Some of the most critical issues are as follows:*

- *Allocating space for commercial uses (service and retail).*
- *Creating employment opportunities.*
- *Recognizing and complementing commercial uses on WFN lands.*
- *Reorienting the Town Centre focus north of the Highway Couplet.*
- *Designing and enhancing a pedestrian oriented downtown core.*
- *Addressing the need to redevelop existing housing stock.*

##### *General Goals*

1. *To create an identifiable and pedestrian oriented Downtown Core.*
2. *To prepare a Town Centre Plan for the prescribed area (see p.15 of OCP).*
3. *To designate the Highway 97 commercial strip to emphasize Highway Commercial activity on the couplet while encouraging pedestrian oriented retail to locate in the core area.*
4. *To encourage a higher density form of residential development and mixed use commercial/residential development.*

5. To protect sufficient space for commercial, office and institutional uses to support increased population and facilitate economic development.
6. To improve the transportation network in the core area.
7. To plan the Town Centre so that the pattern of development is consistent with the adjacent R#9 land use servicing and roadways. Dialogue with the WFN should ongoing and commence with the Town Centre Plan preparation.

#### Residential Considerations

#### Section 8.4 General Policies

11. In general, direct higher density forms of residential development such as apartments and combined commercial and apartment buildings to the Town Centre area, and lower density forms of residential development such as single family, duplexes and townhouses to the other neighbourhood areas.
12. Strive for a mix of 60% single family and 40% multi-family as an overall average for new development in the Westbank plan area. Additional multiple family development may be considered in areas outside the Town Centre in the interest of housing diversity within neighbourhoods. This will only occur if the Town Centre Plan indicates that such additional development will not have a negative impact upon the vitality of the Town Centre area.

#### Section 8.5 Affordable, Rental and Special Needs Housing Policies

5. Direct affordable, rental and special needs housing to within or near the Town Centre area.

#### Section 8.7 Medium to High Residential Policies

1. Direct higher density multiple family residential development in the form of townhouses, apartment and mixed commercial and apartment development, in the range of 75 to 150 units per net hectare, to the Town Centre area and areas adjacent to the Town Centre.
2. Consider medium density multiple family residential development in the form of townhouses and other attached ground oriented developments in the range of 25-50 units per net hectare in areas away from the Town Centre.

#### Commercial Considerations

#### Section 9.0 Commercial

##### 9.1 Background

The intent of this Plan is to create a commercial and cultural core and diversity the commercial activities to provide more services to residents, Encouraging a mix of commercial and multiple family residential uses in and around the core is also central to this Plan.

##### 9.2 Interpretation

1. Town Centre (TC) refers to the "heart of the community" that will provide retail and other commercial services to Westbank and area. The TC includes a wide range of retail, along with financial, institutional, service, entertainment, food and beverage, accommodation, office, multiple family residential above the ground floor, and social and cultural activities. The location and defining uses of this designation will be fixed through a Town Centre Plan, however, it is the intent of this OCP to direct all new TC commercial north of the couplet where automobile orientation is not supported.

3. Highway Commercial (HC) includes automobile oriented tourist service areas that are accessible and visible to visitors as well as residents. The business should provide services for the traveling public adding to the tourism appeal of Westbank. This designation is intended solely for the Highway 97 corridor or the Highline Bypass option in the future. (The HC designation will be applied upon completion of the Town Centre Plan; in the meantime those uses along Highway 97 will fall under the TC designation).

#### 9.3 Objectives

1. Plan and create a downtown core that will become the commercial and cultural hub for Westbank.
2. Reorient the commercial activity along the Highway 97 Couplet to Highway Commercial uses.
3. Support new commercial opportunities in the downtown core, as well as convenience commercial in each residential neighbourhood.
4. Work closely with the Westbank First Nations to address the need for land to accommodate employment opportunities.
6. Transfer industrial land uses from the downtown commercial properties to industrial designations in Westbank and area.

#### 9.4 General Policies

1. Encourage different types of commercial development in five main areas of Westbank:
  - Town Centre Commercial north of the Couplet
  - Highway Commercial along Highway 97 on either side of the Couplet lanes
  - General Commercial near Daimler Drive and Highway 97

- Convenience Commercial strategy located within the heavily populated neighbourhoods
  - Tourist Commercial strategically located along the Waterfront of Okanagan Lake
2. Encourage high quality commercial development by establishing Development Permit Areas and Guidelines to improve the physical environment of all commercial area.
  3. Support mixed use multiple family residential and commercial development in the Town Centre.
  5. Encourage commercial land uses that will support employment opportunities and increase tax revenues.
  6. Avoid introducing heavy commercial activity where conflicts may occur with adjacent land uses.
  7. If commercial development occurs next to land in the Agricultural Designation, require the developer to provide a buffer on the developed land, following the Agricultural Land Commission's Landscaped Buffer Specifications.

#### 9.5 Town Centre Commercial Policies

1. The downtown core will be recognized as the commercial, cultural and administrative hub of Westbank.
2. The downtown core is to be planned in more detail in the context of a Town Centre Plan. The exact boundaries of the Town Centre Area will be established in the Town Centre Planning process. The general Town Centre area is shown in Schedule E. The Town Centre Plan will identify land required for community expansion in the ALR.
3. The Highway 97 corridor will be redesigned to emphasize Highway Commercial land use activity along the couplet.
4. Mixed use development will be permitted in the downtown core, with an emphasis on retail and service on the bottom/ground floors and residential above.

5. *Intensification of the downtown core will be pursued by approving rezoning to higher density multi-family in keeping with the recommendations of the Town Centre Plan.*
6. *The commercial, office and administrative buildings in the area north of the couplet are to develop in a compact form to enhance pedestrian orientation.*
7. *An existing north-south roadway running through the downtown core will form a key focus of the Town Centre commercial area.*
8. *As examples, the following uses will be encouraged to locate within the downtown core:*
  - *Retail Commercial*
  - *Personal Service*
  - *Tourist accommodation and restaurant*
  - *Leisure/recreational and entertainment*
  - *Institutional*
  - *Residential (as permitted by Zoning)*
  - *Mixed use commercial/residential*
  - *Office and Financial services*
9. *Education/Institutional types of uses that benefit the community may be considered in the Town Centre designation prior to completion of the Town Centre Plan.*
10. *design guidelines for the Town Centre Commercial area by designating it as a Development Permit Area in the Plan.*
11. *Establish more detailed design guidelines upon completion of the Town Centre Plan.*
12. *The Regional District supports working with the Westbank First Nation in the creation of viable Town Centre area*

Section 11.Q Educational/Institutional  
11.4 Policies

*Government/civic buildings will be encouraged to locate in the downtown core (new Town Centre).*

