

**DOWNTOWN**

**NEIGHBOURHOOD ACTION**

**PLAN**

**DISTRICT OF SUMMERLAND**

July 15, 2022

**PREPARED FOR:**

District of Summerland  
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# EXECUTIVE SUMMARY

## Plan Purpose

Urban Systems Ltd. (USL) was commissioned by the District of Summerland (the District/Summerland) in July 2021 to undertake the development of a Downtown Action Plan. District Council identified ‘Downtown Vibrancy’ as one of their core strategic priorities for their 2018 – 2022 elected term. One of the top initiatives under this strategic goal is the development of a new and revitalized ‘Downtown Neighbourhood Action Plan’ for the community.

The Downtown Neighbourhood Action Plan (the “Plan”) builds on the policy guidance in the District’s Official Community Plan (“OCP”) with a focus on providing the District and the larger community a list of implementable action items, which includes timeframes, project sequencing, policy recommendations, and approximate order-of-magnitude costs. The recommended actions in the Plan will be a roadmap for ongoing updates to bylaws & policies, and tangible improvements that will impact the look and feel of Downtown and support it’s transition into a vibrant neighbourhood and to meet the vision of the plan areas by the year 2042.

The objectives of the plan are based on three Key Focus Areas established by the District of Summerland for the Downtown Area:

### KFA # 1 – LAND USE INTENSIFICATION AND DENSITY:

Identifying areas which have enhancement potential through investment in public space, variation of building density, and regulatory review;

### KFA # 2 – INFRASTRUCTURE RENAWAL:

Inclusion of implementation plans for infrastructure renewal, with emphasis on future growth, multi-modal linkages and visual appeal;

### KFA # 3– PUBLIC AREAS AND GATHERING SPACES:

Envisioning public space by prioritizing vibrancy, inclusive amenities, and optimization of existing space.

A major element of the Plan is the development of the Memorial Park Master Plan, which provides recommended actions and potential amenity improvements with the goal of establishing the park as a focal point of the Downtown neighbourhood.

### Vision Statement & Guiding Principles

A community vision statement is an inspiration statement for a community, built on the collective understanding of a place and its idealistic future state. Summerland's Downtown Vision Statement clarifies what the community is collectively trying to achieve and provides a platform for discussion and decision-making.

“By 2042 we have reimagined an **inspiring** place to live in the **heart** of Summerland. Downtown Summerland leads a unique community forward while remaining **rooted** in its agricultural history. Summerland’s established quality **amenities** are enhanced by neighbourhood **vibrancy** which is cultivated by our residents in gathering places and on safe streets. A strong sense of place and **connectivity** defines our Downtown core as the hub of a **welcoming** community”

### Guiding Principles

The plan's guiding principles for the Downtown are based on the key focus areas, as well as a wide variety of input from community surveys, interactive engagement, and collaboration with the Downtown Neighbourhood Action Plan Task Force and District staff. These principles are intended to represent the community's vision of Downtown and serve as the foundation for strategic decision-making for the Downtown Neighbourhood Action Plan. The principles are organized below under the three Key Focus Areas.

GUIDING PRINCIPLES



KFA #1 LAND USE INTENSIFICATION AND DIVERSITY

Downtown is ***DIVERSE***  
Downtown is ***VIBRANT***



KFA #2 INFRASTRUCTURE RENEWAL

Downtown is ***CONNECTED***  
Downtown is ***PREPARED***



KFA #3 PUBLIC AREAS AND GATHERING SPACES

Downtown is ***PUBLIC***  
Downtown is ***AUTHENTIC***



Figure: Neighbourhood Action Plan Subject Area

**Community Engagement Process**

Public participation and stakeholder engagement was a valuable aspect of this project. Engagement consisted of a stakeholder workshop and online survey. Updates to the project were posted online. The engagement followed the International Association of Public Participation (IAP2) best practices, ensuring the community was engaged in a meaningful and transparent process.

**Big Moves/Catalyst Projects**

The Plan builds on the existing character of Downtown with the purpose of enhancing vibrancy in strategic areas. A summary of the key recommended actions from the Plan is included below.

*Public Space*

To enhance public space the report has identified the following items:

- Reconsider the use of Henry Ave. and Kelly Ave. between Wharton St. and Main St. to include public gathering space opportunities, a year-round

washroom facility, and strengthen the draw between Memorial Park and Main St;

- Implement the Memorial Park Master Plan recommendations and begin detailed design of Henry Avenue entry way and pedestrian closure area; and
- Providing more space for pedestrians including wider sidewalks on roads in the Downtown and temporary closure of streets for public use. (i.e. patios, sidewalk sales, and special events)

Improvements to public space will enhance the identity of the Downtown neighbourhood, and make it a more attractive place to live. Therefore, if the District wants to encourage greater residential development in the Downtown core, it is recommended the District also invest in public space enhancements.

### ***Memorial Park***

Memorial Park is located to the south of Wharton Street. Through the direction of the Memorial Park Master Plan, significant updates are recommended to the character of the park. The updates would help transition the park into a focal point of the neighbourhood with direct connections to Downtown core services.

### ***Land Use***

Currently, parts of the OCP land use designations and zoning bylaw are inconsistent with the vision for Downtown. The recommended OCP land use and zoning changes will better align the two documents with the vision of Downtown by encouraging residential densification in select areas for the purpose of encouraging downtown vibrancy and managing the District's future growth. Through consultation with District staff, stakeholders, and the public, the plan has identified areas of the Downtown neighbourhood that have potential for growth with the intention of creating vibrant streetscapes that cater to the needs of the community.

### ***Infrastructure***

The recommended actions for infrastructure renewal in the Plan include above and below ground improvements. The areas of focus are:

- Utility upgrades to service new density and growth;
- Roadway and pedestrian improvements;
- All-season public washrooms;
- Identification of cost-effective opportunities to replace overhead electrical wiring with underground service;
- Trail of the Okanagans and other bicycle/pedestrian connections to neighbourhoods to increase alternative transportation routes and connections to the Downtown;



- Beautification and public space upgrades; and
- Parking improvements.

The study of below ground infrastructure and the analysis of future land use and increased density are strongly linked.

### Long Term Plan Outcomes

The Downtown Neighbourhood Action Plan provides clear recommended actions to guide change in Downtown Summerland by:

- Providing a Memorial Park Master Plan to guide the future of the park and establish it as the key focal gathering space for the community;
- Determining priorities for future infrastructure investments;
- Downtown street revitalization;
- Connecting Main Street and Memorial Park through the closure of a section of Henry Avenue for pedestrian use only;
- Providing opportunity for an increase in residential and commercial uses in the Downtown core;
- Outlining potential for financial incentives to encourage development, and direction for the District in capturing financial benefits from increased development activity;
- Recommending updates to Downtown parking policy with the aim of adhering to best planning practice and encouraging multi-modal transportation options; and
- The creation of distinct districts within the Downtown neighbourhood that will develop their own character as changes occur in alignment with land use recommendations.

### Recommended Actions and Investments

The Downtown Neighbourhood Action Plan provides recommended actions on land use, maximum building heights, parking strategies, public space enhancements, and the creation of vibrant gathering spaces. Throughout the engagement process, the community provided meaningful and valuable input, helping to establish the vision and guiding principles for Downtown Summerland. These guiding principles were translated into recommended actions with associated priority, and cost estimates where applicable.

The recommended actions of this report create a path forward for Downtown Summerland to transition into an active and dynamic neighbourhood. To successfully implement the plan, coordinated efforts between the public, non-profit, and private sector is required. The table below shows the recommended actions of the Action Plan organized by section:

	Recommended Actions
Section 2.0 Memorial Park Master Plan	Include promotion of Indigenous culture and history in Summerland Memorial Park through interpretive signage and public art installations
	Develop a phased capital funding plan for detailed design, construction and implementation plan for the Memorial Park Master Plan as part of future capital budget deliberations
	Develop detailed design of Henry Avenue pedestrian area revitalization, including public washroom facility
	Develop conceptual design of Wharton Street, and Kelly Avenue street revitalizations
	Construct and install customized pathways and park lighting amenities
	Develop detailed design and construct new bandshell and plaza area
	Design and construct gradual hillside slope design and accessibility pathway
	Install park furnishing that are of similar style to those found in Downtown Summerland
	Source and install play pods and bouldering area
	Construct washroom adjacent to the new playground area
	Detailed design of Student Plaza and seek grant funding for this project
	Section 3: Land Use Analysis
Review and update land use descriptions in the Official Community Plan to align with the recommendations of this plan. It is recommended that the Land Use Designations in the OCP are reviewed for consistency with this plan and that specific requirements for building height and density are removed (and instead included in the Zoning Bylaw) and that the definitions are revised to be more general in nature as per recommended best planning practice.	
Amend the OCP designation to Low Density Residential (Intensification) and align the zoning bylaw for lots adjacent to Eneas Creek following the completion of the required flood plain mitigation capital project.	
Update Schedule C: Land Use Map of the Official Community Plan to align with the proposed future land uses in this plan.	
	Update the zoning bylaw to align with the recommended land use

	Recommended Actions
	changes and zoning district changes where appropriate to encourage redevelopment.
	Conduct a land acquisition & disposition strategy for District of Summerland lands and to identify properties of interest.
Section 4.0: Form and Character	Consider a permanent exhibition of “light up” in the Downtown Core
	Consider design elements and the intent of public space following infrastructure renewal projects
	Update Schedule O – Downtown Development Permit Area of the OCP to reflect the vision for Downtown design requirements
	Expand Downtown Development Permit Area boundaries to cover multiple unit and commercial land uses Downtown, and restructure the guidelines
	Clearly outline design standards in the Downtown DPA Design Guidelines
	Update landscaping requirements of the Downtown DPA to include recommended species list and encourage permeable surfaces to encourage drainage
	Provide stronger visual examples in the Summerland Sign Bylaw
	Develop sign design brochure and provide details on preferred signage designs
Section 5.0 Transportation and Mobility	Prioritize the pedestrianization and beautification of Henry Avenue between Main Street and Wharton Street to act as a catalyst project in Downtown Summerland.
	Complete conceptual design and associated traffic impact assessments to explore Main Street cross section options and feasibility, including landscaping, site furniture, and street lighting.
	Consider design elements to integrate Wharton Street into Summerland Memorial Park to create a flexible event space
	Identify opportunities to beautify laneways and encourage property owners to initiate improvement projects
	Develop a strategy and implementation plan for a Downtown wayfinding signage program

	Recommended Actions
	Streamline and build on existing provisions to develop a temporary outdoor patio permit program
	Update the Cycling, Sidewalk, and Transportation Master Plans to align with the recommendations of the Action Plan
	Complete further research and conceptual design on First Nations and settler history in the Downtown area and incorporate findings into the streetscape, such as interpretive signage, design elements, alongside wayfinding and public art exhibits.
	Develop a plan for transport truck bypass of Summerland’s Downtown, and amend the Summerland Transportation Action Plan.
Section 6.0 Parking Inventory and Analysis	Consider revising minimum parking requirements in Zoning Bylaw
	Revise cash-in-lieu requirements for parking
	Revise time limits for parking in the Downtown core
	Consider alternate use of no-limit lots
	Encourage parking education programs
	Identify opportunities for partnerships and shared use agreements to provide public access to underutilized private parking facilities for peak periods and events.
Section 7.0 Financial and Regulatory Incentives	Complete a comprehensive DCC Review that considers the inclusion of infrastructure needed to facilitate increased density downtown as DCC projects.
	Consider investigating the potential of a two tier DCC system and determine if it would result in lower DCCs for the Downtown core
	Review of the costs related to infrastructure based on Summerland’s High Assist Factor
	As part of a Comprehensive DCC Review, consider implementing a DCC reductions bylaw to potentially incent pedestrian oriented, infill, Downtown development with low environmental impact and possibly for some forms of affordable housing with a financial plan to replace the shortfall of DCCs collected.
	Promote ongoing partnership with the Chamber of Commerce through the creation of a Downtown Revitalization Committee and

	Recommended Actions
	support of local business initiatives
	Continue to support events in the Downtown core
	Pursue partnerships to encourage the development of a co-working space or micro business hub in Downtown Summerland
	Consider implementing a Revitalization Tax Exemption Program in Summerland
	Undertake a review of the District's development approval structure to identify opportunities to streamline the application process, including the potential of a priority application stream for the Downtown
	Create web-based development information and consider hosting an information session for developers, businesses, and property owners
Section 8.0 Infrastructure Analysis	Implement the recommendations from the 20-year Integrated Asset Management Plan for the District's roadway and utility assets
	Amend infrastructure master plans and update the District's sewer and water model to reflect the increased density planned for downtown as per the proposed OCP land use designations
	When developing the DCC updates for Downtown Summerland, ensure that the associated infrastructure costs are reflected and consider advancing the timing of downtown projects to facilitate anticipated growth and reduce barriers to increasing density
	Review customizable elements of lighting standards for uniform use in Downtown Summerland and add the standard to the Subdivision Development Servicing Bylaw
	Identify the feasibility of burying overhead electrical lines on Wharton Street between Victoria Road and Kelly Avenue and consider undergrounding remaining power lines in the Downtown core in conjunction with infrastructure projects
	Encourage adaptive measures that can be taken to mitigate the impacts of climate change to Downtown Summerland

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# 1.0 INTRODUCTION

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## 1.1 PREFACE

Urban Systems Ltd. (USL) was commissioned by the District of Summerland (the District/Summerland) in July 2021 to undertake the development of a Downtown Action Plan. District Council has identified ‘Downtown Vibrancy’ as one of their core strategic priorities for their 2018 – 2022 elected term. One of the top initiatives under this strategic goal is the development a new and revitalized ‘Downtown Neighbourhood Action Plan’ for the community.

Despite recent record-breaking pressure in the regional real estate market, there has been limited redevelopment in Summerland’s Downtown core to date. During multiple rounds of engagement Summerland residents described the feel of Downtown as “dated”, “tired” but “having potential”. Aspects of Downtown that residents would like to retain through the revitalization process include the friendly, quaint, and safe atmosphere that contribute to Downtown’s small-town feel.

The Downtown Neighbourhood Action Plan (the “Plan”) builds on the policy guidance in the District’s Official Community Plan (“OCP”) with a focus on providing the District and the larger community a list of implementable, “recommended actions”; which includes timeframes, project sequencing, policy recommendations, and approximate order-of-magnitude costs. The recommended actions in the Plan will be a roadmap for ongoing updates to bylaws & policies, and tangible improvements that will impact the look and feel of the Downtown as it transitions into the vibrant core of the community.

The Downtown Neighbourhood Action Plan Task Force and the public were key in the development of the plan, helping to determine the community vision for the future of Downtown. With help from the Task Force, the District of Summerland developed three key focus areas for the Action Plan:

**KFA # 1 – LAND USE INTENSIFICATION AND DENSITY**

**KFA # 2 – INFRASTRUCTURE RENAWAL:**

**KFA # 3 – PUBLIC AREAS AND GATHERING SPACES:**

## SUBJECT AREA



Figure 1: Downtown Neighbourhood Action Plan Study Area

The project study area is bound by Julia St to the north, Haskins & Spencer to the west, Prairie Valley Road to the South, and Prairie Valley Road & Highway 97 to the east.

Jubilee Road West is a main thoroughfare running east-west through the middle of the study area which is bisected by Rosedale Avenue as the main north-south route through the neighbourhood.

The heart of this neighbourhood is Main Street, a 2-block stretch of small scale commercial and civic frontages. Existing commercial *frontages* in the area consist mainly of *mixed-use* two-storey buildings occupied by businesses essential to the community such as hardware stores, thrift stores, curio-shops, coffee shops and a variety of others.

### 1.1.1 Downtown Strategic Plan

The Downtown Strategic Plan (Section 15 of the OCP) provides strategic planning direction for future development and the ongoing enhancement of Downtown Summerland. The direction and action items contained in the Strategic Plan are generally consistent with the expectations of the community for the future of Downtown, however many of the action items previously identified with short priority timelines have not been fully addressed. One outcome of the public engagement for this Action Plan is the need to update the priorities of the Downtown Strategic Plan to better align with the new community vision for the neighbourhood. The policies outlined in the Downtown Strategic Plan consider strategic direction for the following:

- Community Vitality
- Community, Social and Recreational Facilities
- Community Connectivity and Access
- Commercial Enhancement
- Land Use Intensification
- Parks and Open Areas

These strategic direction areas carry similar intentions to the goals of this Downtown Neighbourhood Action Plan, but in many cases, the Strategic Plan has not guided the District towards actioning on many priority items.

This Action Plan builds on many of the Downtown Strategic Plan policies that were developed at the time the OCP was written in 2015 and provides recommended actions that outline the next steps and implementation items for the District to pursue in achieving the desired vibrancy in Downtown Summerland.

### 1.2 HOW TO READ THIS PLAN

This Downtown Neighbourhood Action Plan includes review of “topic areas” (land use, Memorial Park, etc) that in many cases apply generally across the subject area, as well as specific recommendations and actions (infrastructure, form and character, etc). However, the plan should be read in its entirety, as matters outlined in one section may also apply to others.

The recommended actions outlined in this report were developed through a comprehensive process of engagement, visioning, and the consideration of the desired form and character of Downtown Summerland. Figure 2 shows the flow of the Downtown Neighbourhood Action Plan:



Figure 2: How to read this Plan



The Downtown Plan includes the following sections:

### **Executive Summary**

**Section 1: Introduction** includes the project background, the vision and guiding principles, the planning process as well as the community engagement approach.

**Section 2: Memorial Park Master Plan** features the Master Plan for Memorial Park, including renderings and cost estimates.

**Section 3: Land Use and Zoning Analysis** provides an in depth study of land use and zoning for the Downtown area. It presents a Downtown Future Land Use Concept Plan, which includes proposed amendments to the zoning bylaw.

**Section 4: Form and Character** reviews the Downtown DPA and provides direction on how to improve the streetscape through amendments to the DPA and zoning bylaw.

**Section 5: Streets and Mobility Analysis** reviews relevant transportation plans for the study area, discusses key streets in the downtown area and how to improve the pedestrian experience through laneways and wayfinding.

**Section 6: Parking Inventory and Analysis** reviews the current parking inventory and options for parking improvements in the Downtown core.

**Section 7: Financial and Regulatory Incentives** provides a review of financial and regulatory tools to encourage development activity.

**Section 8: Infrastructure Analysis** reviews current infrastructure capacity and a variety of growth scenarios to base future capital projects.

**Section 9: Big Moves** outlines the “big moves” recommended by the action plan. It includes a list of recommendations and action items organized by subject area, and ranked by priority, that will act as a guide over the life of the plan.

**Section 10: Recommended Actions** includes a list of recommendations and action items organized by subject area.

## **1.3 VISION STATEMENT**

The 2042 vision for Downtown Summerland was finalized following a multi-stage engagement process consisting of a staff/stakeholder survey, feedback from staff and the Downtown Neighbourhood Plan Task Force, and a public survey. Multiple versions of the vision statement were crafted to accurately represent the desired future state for the Downtown neighbourhood. A final version was developed based on a balance of the attributes desired by the community.



## 1.4 ACTION PLAN'S KEY FOCUS AREAS & GUIDING PRINCIPLES

The District of Summerland developed three Key Focus Areas for the Downtown Neighbourhood Action Plan based on engagement with the Downtown Neighbourhood Action Plan Task Force and other key stakeholders. The guiding principles for the Action Plan are based on a wide variety of input from community surveys, interactive engagement, and collaboration with the Downtown Neighbourhood Action Plan Task Force and District staff. These principles are intended to reflect the community's vision of the Downtown as the vibrant hub of Summerland.

The guiding principles are organized by the three Key Focus Areas:

### KFA # 1 – LAND USE INTENSIFICATION AND DENSITY

#### Downtown is **DIVERSE**

- Encourage a diversity of housing types to attract a mix of residents with different ages, income levels and lifestyles

#### Downtown is **VIBRANT**

- Re-establish Main Street as a diverse and vibrant corridor by concentrating active uses such as small shops, restaurants and sidewalk cafes
- Revive Wharton Street as a multi-use thoroughfare that blends recreational and commercial use in the heart of the community

### KFA # 2 – INFRASTRUCTURE RENAVAL:

#### Downtown is **CONNECTED**

- Create streets for all modes of travel prioritizing pedestrians and cyclists which link Downtown with Summerland's surrounding neighbourhoods

#### Downtown is **PREPARED**

- Investing in infrastructure upgrades to facilitate future growth and investment in the Downtown core

## KFA # 3 – PUBLIC AREAS AND GATHERING SPACES:

### Downtown is **PUBLIC**

- Establish Memorial Park as the central gathering hub of the community
- Create an outdoor, pedestrianized space on Henry Ave. to connect the Downtown core to Memorial Park

### Downtown is **AUTHENTIC**

- First Nations culture and heritage, and Summerland's agricultural history is reflected and celebrated through public art, naming of public spaces, and interpretive signage

## 1.5 LINKS TO OTHER CITY PLANS/INITIATIVES

The creation of the Downtown Neighbourhood Action Plan began with the detailed review of a variety of District plans/policies/bylaws and their impact to the Downtown neighbourhood. From the analysis, recommended action items were drafted with an eye to remain consistent with existing District plans.

However, many of the action items in this plan recommend amendments to existing policy or the development of new policies. Therefore, this action plan is not a standalone document and should be understood within the current planning framework and considered in any relevant future amendments. The list of reviewed documents includes:

- Official Community Plan 2014-002 (2015)
- OCP Schedule O - Downtown Design Guidelines
- Zoning Bylaw No. 2000-450
- Cycling Master Plan (2019)
- Sidewalk Master Plan (2019)
- Trails Master Plan (2019)
- Community Energy and Emissions Reduction Plan (2020)
- Parks & Recreation Master Plan (2018)
- Summerland Cultural Plan (2016)
- Affordable Summerland – Affordable Housing Framework Project (2017)
- Recreation & Health Centre Project webpage
- Regional Housing Needs Assessment (2021)
- Summerland Age-Friendly Assessment & Action Plan
- Asset Management Strategy

These plans and policies have all assisted in creating what Downtown Summerland is today through the identification of incremental steps for growth and improvement.

## 1.6 PLANNING PROCESS

The Plan draws on the knowledge and experience from Summerland residents, key stakeholders, Council, and staff through **inclusive – creative – meaningful** engagement. Before work began on the plan, the Downtown Neighbourhood Plan Task Force was heavily involved in the creation of the request for proposal (RFP) for consulting services, which outlined the goals, framework, and intended deliverables of this plan. Further details on community engagement are provided in Section 1.7.

Once the project was underway, a series of public and stakeholder engagement activities were held, including the Memorial Park Design Charrette and Downtown Walking tour where design options were co-created with the Downtown Neighbourhood Plan Task Force, key community stakeholders, District Staff, and Council members. Following considerable engagement, the final Action Plan was drafted with input from District staff, Task Force members, and Council and then further consulted with the public through public review and survey prior to Council adoption.

The Action Plan process consists of three phases:

### PHASE 1: PROJECT INITIATION & ENGAGEMENT

- Background review and analysis
- Meet with Downtown Neighbourhood Plan Task Force & Internal Staff Working Group
- Creation of the project StoryMap

### PHASE 2: VISION & PLANNING

- Policy & Land Use Regulation Review
- Memorial Park Design Charrette & Downtown Walking Tour
- Meet with Downtown Neighbourhood Plan Task Force & Internal Staff Working Group
- Present Concept Vision and Memorial Park Concept to the Public

### PHASE 3: IMPLEMENTATION

- Draft the Downtown Neighbourhood Action Plan
- Meet with Downtown Neighbourhood Plan Task Force & Internal Staff Working Group
- Council presentation of draft plan and public review and comment of draft plan



Figure 5: Action Plan Development Phases

## 1.7 COMMUNITY ENGAGEMENT

Throughout the course of the action plan, a series of engagement events were undertaken that built capacity, promoted collaboration, collected ideas, identified challenges and advanced concepts.

### 1.7.1 Downtown Neighbourhood Plan Task Force Presentations and Engagement

The development of this plan relied heavily on the consultation, input, and support of the Task Force. Numerous meetings at each stage of the process helped to shape elements of the plan. The guidance of the Task Force members reflected the desires of the community for a vibrant Downtown Summerland.

### 1.7.2 Internal Staff Working Group

A core group of District of Summerland staff formed the Internal Staff Working Group. Ongoing meetings were scheduled during the process that prioritized technical details, and policy conversations. More frequent meetings were held with Summerland planning staff to discuss progress on various deliverables and direction of the plan.

### 1.7.3 StoryMap Project Website

A StoryMap project page was created with public access on the Summerland website to keep the public informed with the latest updates to the Downtown Neighbourhood Action Plan.

### 1.7.4 Community Survey

An online survey was created to share the vision and concept options for the Memorial Park Master Plan. The survey was published via Survey Monkey on December 23<sup>rd</sup>, 2021, until January 31<sup>st</sup>, 2022, and gathered feedback on specific elements of Summerland's Downtown. The online survey allowed for community members to offer input on a number of key concepts and priorities for Downtown Summerland. A total of 261 responses were received.

The survey consisted of multiple choice, select all that apply, and fill in the blank questions relating to the themes and priorities of Downtown Summerland. Some key messages from the public are listed below. A full analysis of the survey can be found in Appendix A.

- Thoughtful land use intensification is generally encouraged in the Downtown neighbourhood;
- Accessible pathways ranked as the highest option for Memorial Park amenity improvements;
- Closure of Henry Avenue is the preferred option to act as a connection between Main Street and Memorial Park;
- Maintaining a grand lawn area in the northeast corner of the Memorial Park was the clear preference as opposed to smaller and more scattered greenspace;
- There was opposition to the placement of a fire feature on a closed Henry Avenue, respondents preferred a fire feature to be integrated into a proposed plaza in Memorial Park;
- The horseshoe pits were described as an important part of Summerland but are not appropriate in Memorial Park, and should be relocated;
- The history of Summerland is important to residents and should be highlighted where possible;

### 1.7.5 In-Person Design Charrette

On October 13, 2021, staff from the District of Summerland and Urban Systems led the process of park design with key community stakeholders using strategies that have resulted in numerous award-winning plans in neighbourhoods across British Columbia.

Invitees were asked about their vision for the future of Summerland's Downtown and Memorial Park.



Figure 6: Stakeholders at the Charrette

There were 24 attendees from various community groups and stakeholders including the Downtown Neighbourhood Plan Task Force, students from Summerland Secondary School, the Summerland Horseshoe Club, Apple Valley Cruisers, Summerland Fall Fair, members of Council, and the District Mayor. A summary of the engagement is provided in more detail in Appendix A.

### 1.7.6 In-Person Walking Tour

On the afternoon of October 13<sup>th</sup>, 2021, Urban Systems and Summerland staff led a walking tour of the Downtown Core. The group stopped at various locations to discuss current issues, future goals, and neighbourhood highlights. Staff also discussed with attendees the impacts that policy recommendations could have on specific sites and areas of Downtown. A summary of the engagement is provided in more detail in Appendix A.

### 1.7.7 Utility Bill Notifications

Through the utility bill notification newsletter, Summerland residents were notified of the ongoing development of a Downtown Neighbourhood Action Plan and encouraged to provide feedback through the completion of the community survey. The notification was provided in the January 2022 utility bill mailing.

### 1.7.8 Council Presentations

In Stage 3 – Implementation of the project, the draft plan was presented to Summerland Council for discussion and feedback. Based on the input from elected officials the draft plan was revised to meet the updated direction from Council.

### 1.7.9 Stakeholder Engagement & Meetings

July 29 – Start-up Meeting	October 29 – Team Lead Meeting	April 29 – Team Lead Meeting
August 20 – Internal Working Group Start-up Meeting	November 10 – Engineering Lead Meeting	June 1 – Task Force Meeting
August 25 – Task Force Meeting	November 16 – Internal Working Group Meeting	June 13 – Council Presentation
September 17 – Team Lead Meeting	November 24 – Task Force Meeting	July 25 – Council Presentation
September 22 – Task Force Meeting	December 16 – Team Lead Meeting	
September 24 – Team Lead Meeting	February 16 – Task Force Meeting	
October 5 – Internal Working Group Meeting	March 30 – Team Lead Meeting	
October 13 – Summerland Charrette and Walking Tour	April 27 – Task Force Meeting	

## 1.8 DOWNTOWN SUMMERLAND HISTORY

Downtown Summerland (Siwash Flat) was originally a part of the Penticton Indian Reserve #3 (exchanged between 1904-06). The Syilx Okanagan People’s boundaries extend from



Kamloops to southern Washington State. The Syilx Okanagan Peoples' traditional lifestyle revolved around seasonal resources, such as the fall salmon run at the present-day Okanagan Falls and the bitterroot that was common in present-day Summerland.

In 1857, the discovery of gold in the Fraser Canyon brought an influx of Americans to the region. Many of the new settlers wanted to acquire fertile land from local First Nations Groups. While oral agreements were made with Okanagan groups, these were later broken and white settlers gradually acquired the land, in the area which is the present day Summerland District.

In 1903, Sir Thomas Shaughnessy, the president of the Canadian Pacific Railway, formed the Summerland Development Company to build a townsite known as "Lower Town". Shaughnessy wanted to develop land in interior BC to grow fruit for the CPR transportation and hotel chain.

The involvement of Summerland Development Company expedited development of the town. West Summerland (present day Downtown Summerland) was further developed between the 1910s and 1920s, with the establishment of the Kettle Valley Railway in 1915. The Railway connected the interior to the west coast and the rest of Canada, providing new markets for the fruit and poultry industries. In addition, in March 1922 a large fire destroyed much of Lower Town and as a result, development activity was relocated to West Summerland.

Construction of Highway No. 97 in 1953 shifted growth in the community to develop in a linear pattern, yet unlike many Okanagan communities, Summerland did not allow service commercial uses to move to the highway frontage. As a result, the Summerland Downtown has continued to be the primary center of commerce, culture, and community services for the local community.

Throughout the latter half of the 20th century the fruit industry evolved to include packing houses and canneries. In 1981 the first winery opened at Sumac Ridge, which inspired the addition of grapes into Summerland fruit production.<sup>1</sup>

From 1989 to 2010 the downtown core had Tudor-themed design guidelines. The new design guidelines encouraged development to fit the character and environment of where they are located. This area is known as the Downtown Core District in the Downtown Future Land Use Concept Plan.

The community engagement completed for this action plan included discussions on Summerland's history and how it could be better represented in the built environment. Community members are eager to see more recognition of First Nations and agricultural history. As a result of these discussions, the Action Plan has indicated some ways that First Nations and agricultural history can be incorporated into the downtown area.

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<sup>1</sup> Summerland Museum and Archives, "Summerland: A Brief History", <http://www.summerlandmuseum.org/summerland-a-brief-history> (n.d)

## 2.0 SUMMERLAND MEMORIAL PARK

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Project Goal: Provide a Master Plan for Memorial Park that considers future park amenities, needs and community uses.

This section links to the following Guiding Principles of the Plan:

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Downtown is VIBRANT

Downtown is CONNECTED

Downtown is PUBLIC

Downtown is AUTHENTIC

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### 2.1 MEMORIAL PARK HISTORY

In 1946, the Summerland Memorial Parks Committee was formed to establish a living memorial for Summerland War Veterans. The committee fundraised \$18,000 to purchase and donate two properties to the District of Summerland: Summerland Memorial Park and Living Memorial Athletic Park, located in the north end of Summerland (Figure 7 shows an advertisement for the Memorial Park campaign).



Figure 7: Summerland Review November 14, 1946

Summerland Memorial Park involved the acquisition of two lots. The land was privately owned until it was purchased by the Summerland Memorial Parks Committee and donated to the District in 1946. The adjacent lot, lot #27 was owned by John Dunn. A community ice skating rink was maintained on lot #27 by Charlie Wharton, who lived on the property (Figure 8).



Figure 8: Memorial Park Lots

In the summer of 1956, the community Horseshoe Club established horseshoe pits on the property. However, no formal agreement was put in place between the District and the Horseshoe Club.<sup>2</sup> Memorial Park has been a centrepiece of Downtown Summerland for celebrations, events, and enjoying the outdoors for decades, and has seen numerous improvements to the grounds during that time. In recent years, Memorial Park has received upgrades including a new play structure, and outdoor gym equipment which has been well used by the community. However, there are multiple areas of the park that have the opportunity for uses that appeal to the broader community and can be further programmed. The following section will discuss these opportunities and provide options for renewal to create spaces for engaging community programming.

<sup>2</sup> Okanagan Historical Society, "The History of Downtown Summerland Memorial Park" (2022)

## 2.2 MEMORIAL PARK MASTER PLAN DESIGN PROCESS

The community envisions Memorial Park as the central meeting place for the surrounding neighbourhood and Summerland as a whole. The Memorial Park Master Plan outlines the new amenities and enhancements developed from a Design Charrette and ongoing stakeholder and community input. It includes the proposed layout of the park, the location of structures, landscaping elements and Class “D” cost estimates. The plan is concerned with how the space works together cohesively. The detailed design of structures and key features on a priority basis would be the next step following completion of this plan.

### 2.2.1 In-Person Engagement

As part of the Master Plan design process the District of Summerland held a day of engagement activities on October 13, 2021 in the District of Summerland to connect with community stakeholders on important topics around Memorial Park. The day involved four primary activities:

- Memorial Park constraints/opportunities discussion;
- Design Charette exercise;
- Priority planning;
- Downtown walking tour.

The results from the activities and engagement process is summarized in Appendix A.

There were 24 attendees from various community groups and stakeholders including the Downtown Neighbourhood Plan Task Force, students from Summerland Secondary School, the Summerland Horseshoe Club, Apple Valley Cruisers, Rotary Club, School District 67, Summerland Fall Fair, Lions Club, and the Legion.

From the charette three major themes emerged: vibrancy, connectivity, and culture and history. After completing the charette, stakeholders participated in a priority planning exercise to identify preferred amenities. Based on the exercise, the most prioritized amenity was enhanced pathways, in and around the park.

### 2.2.2 Concept Development

Based on the ideas and feedback from the completed activities of the Charrette event, Urban Systems drafted three park concepts. The three concepts were presented to the District of Summerland staff, and Downtown Task Force, which narrowed the park concepts to two options (Appendix B). These two concepts were then made available for public comment via online community survey. The concepts were then refined again based on community feedback that was received and presented to the Task Force and Internal Working Group again for feedback and then a final concept was drafted (Appendix C.) The purpose of the review process was to maximize public and stakeholder input to ensure the final design was reflective of community intent for Memorial Park.

### 2.2.3 Survey Analysis

An online survey was created to share the vision and the two concept options for Memorial Park that were developed as a part of the Charette. The survey was published via Survey Monkey on December 23rd, 2021, until January 31st, 2022, and gathered feedback on specific elements of Summerland's Downtown. The survey consisted of multiple choice and short answer questions focused on Downtown and Memorial Park improvements.

Survey responses gave clear direction for many of the elements of the Downtown Neighbourhood Action Plan including the vision for the neighbourhood in the future, improvements to Downtown culture and amenities, and specific elements of Memorial Park. Results of this survey were used to guide the development of the Memorial Park Master Plan, and influenced the vision of Downtown as a whole.

Standout results of the survey related to Memorial Park include:

- Accessible pathways ranked as the highest option for Memorial Park amenity improvements;
- Closure of Henry Avenue is the preferred option to act as a connection and integration between Main Street and Memorial Park;
- Maintaining a grand lawn area in the northeast corner of the Memorial Park was the clear preference as opposed to smaller and more scattered greenspace;
- There was opposition to the placement of a fire feature on Henry Avenue, respondents preferred a fire feature to be integrated into a proposed plaza in Memorial Park;
- The horseshoe pits were described as an important part of Summerland but are not an appropriate use in Memorial Park, and should be relocated;
- The history of Summerland is important to residents and should be highlighted where possible;
- Elements of both concept options for Memorial Park are thought to be of benefit and a final option with a combination of amenities is preferred.

## 2.3 PROPOSED MEMORIAL PARK AMENITIES

Numerous amenities and changes to Memorial Park have been proposed in the Memorial Park Master Plan. Appendix D includes cost estimates for the elements of Memorial Park. Furnishings are not shown in detail in the Memorial Park Master Plan, including waste receptacles, end-of-trip bicycle facilities, and benches. These smaller scale amenities are present throughout Memorial Park, and will be given more detailed consideration at the time of re-development. The following items have received broad public and staff support.

### 2.3.1 Pedestrianized Henry Avenue

The pedestrianization of Henry Avenue was one of the most popular features of the concept options during community engagement. By closing the street to all vehicle traffic (except

service vehicles) and creating a pedestrian-focused space, Henry Avenue will become a physical and visual connection between Memorial Park and Main Street. Connecting Memorial Park to downtown Summerland was an important consideration brought up during engagement and through numerous discussions of the Task Force.

Overhead catenary lighting, street trees, decorative paving, and seating opportunities work together in the space to create a visually appealing, comfortable, pedestrian-focused environment. The placement of a full-season public washroom in this area potentially in collaboration with the Telus property located on the corner of Henry Avenue and Main Street will further benefit Downtown visitors.

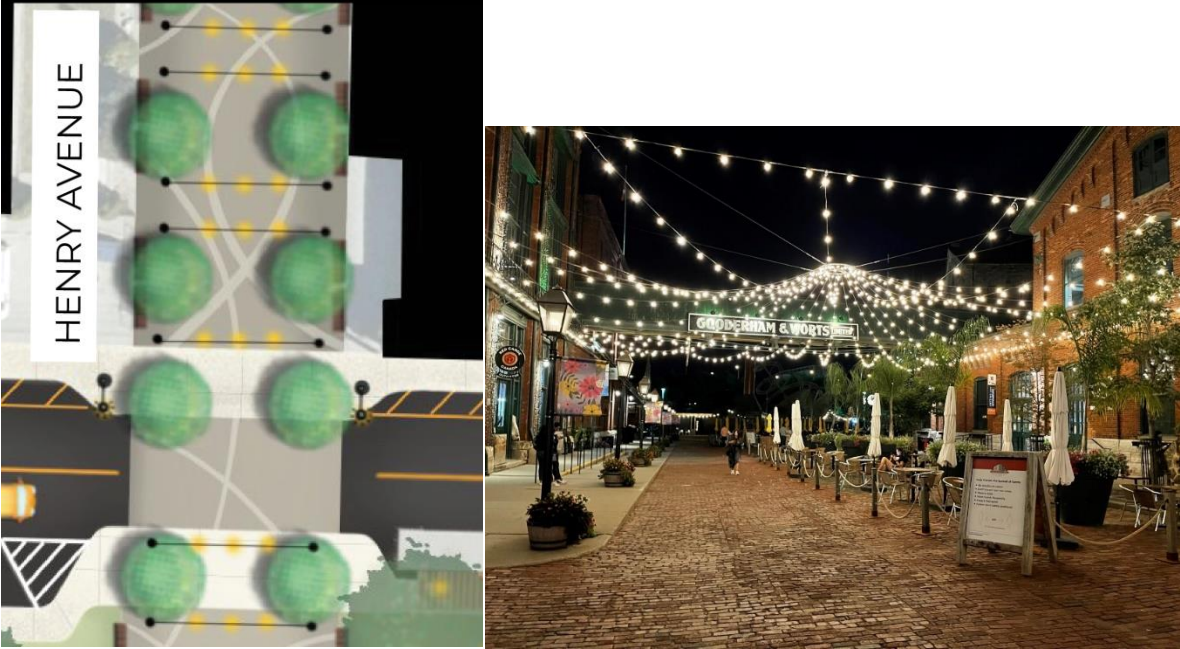


Figure 9: Pedestrianized Henry Avenue & Precedent Imagery

### 2.3.2 Park Entry Plaza

The park entry plaza is located directly across from Henry Street to create a focal point and visual connection from Main Street to Memorial Park. Catenary lighting emphasizes the park entrance and creates a visual continuation of the catenary lighting on Henry Avenue.

The plan proposes relocating the existing cenotaph to this entry plaza to make it more prominent and accessible and signify the importance of the park’s namesake being a war memorial tribute. The addition of in-ground misting spray features around the plaza will provide a cooling effect on hot days as well as an opportunity for additional water play. The open plaza space around the cenotaph will accommodate large gatherings on Remembrance Day and at other ceremonies, and bench seating around the edges of the plaza to provide seating and rest opportunities for park visitors during and outside of events.



Figure 10: Park Entry Plaza & Precedent Imagery



Figure 11: Memorial Park Cenotaph

### 2.3.3 Band Shell

The Memorial Park Master Plan proposes removing the existing bandshell and constructing a new bandshell in the northeast corner of the park. The proposed building incorporates

several amenities that were suggested during stakeholder and public engagement, including a covered stage, and concession area. It is also large enough to incorporate ice making equipment and storage space for a Zamboni for when the multi-season plaza is converted into an outdoor ice rink during the winter months.

The building is shown to be built into the existing hill with a new section of retaining wall replacing a portion of the existing wall that is holding up Victoria Road South and is beginning to fail.



Figure 12: Bandshell & Precedent Imagery

### 2.3.4 Multi-Season Plaza

The multi-season plaza adjacent to the band shell is intended to be a flexible open gathering space accessible for all seasons. The space includes movable seating to allow for flexible programming as well as hillside amphitheater seating located to the south for events and performances. It is intended that the plaza will be built to accommodate underground refrigeration infrastructure to create an outdoor ice rink in the winter. The winter rink will help bolster multi-season use of the park and ensure that activities will be available year-round.



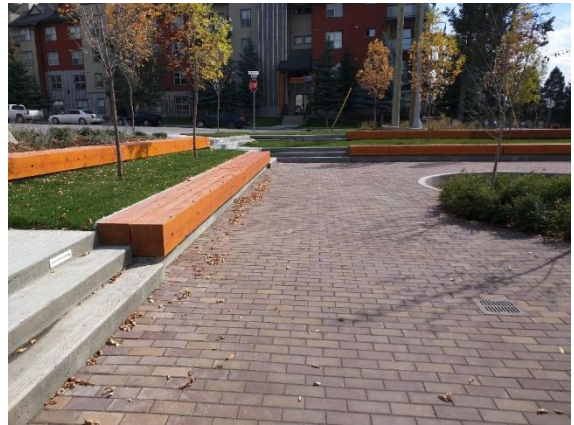


Figure 13: Multi-season Plaza & Precedent Imagery

### 2.3.5 Wharton Street Upgrades

The plan proposes reconfiguring the parking along the south side of Wharton Street to accommodate parallel food truck parking and angle parking for other vehicles. The food truck parking is located near the band shell and concession in the northeast corner of the park with additional stalls near the community BBQ area. New sidewalk connections along the north and south sides of the street will improve accessibility and connectivity for pedestrians, while an updated crossing at Henry Street aims to slow traffic and prioritize pedestrian movement across the road. Updated pavement markings along the north side of the street will delineate no parking/loading areas to serve the loading needs of the businesses that line Wharton Street.

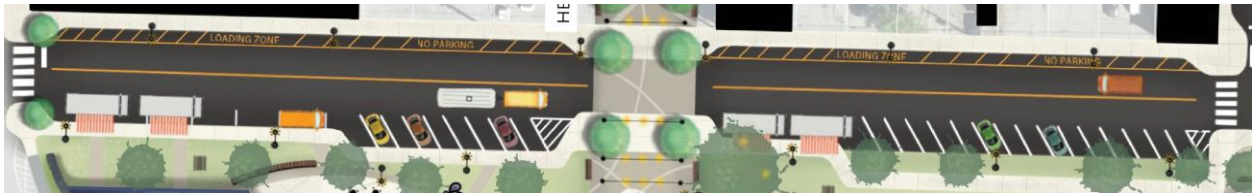


Figure 14: Wharton Street Upgrades & Precedent Imagery

### 2.3.6 Playground Renewal

A new play structure has been recently completed on the same footprint as the previous Memorial Park playground. The Memorial Park Master Plan includes additional future play pods along the park concrete pathways, offering different types of play and to allow older children to explore beyond the existing destination playground. The addition of seating and shade sails around the playground will allow guardians to supervise children from a comfortable location.



Figure 15: Playground Renewal and New Memorial Park Playground Rendering

### 2.3.7 Bouldering wall

A bouldering wall built along the existing hillside south of the playground gives older children a place to engage in more naturalized climbing opportunities while still being visible to parents at the main play area.



Figure 16: Bouldering Wall & Precedent Imagery

### 2.3.8 Student Plaza

The student plaza at the northwest corner of the park was one of the top preferred amenities during the public engagement on the concept options. The space is intended for high school students to gather with friends to study or visit, and it includes shade sails to keep visitors cool during hot days. It also includes both fixed and movable seating to give students flexibility in the ways they use the space.





Figure 17: Student Plaza and Precedent Imagery

### 2.3.9 Two-way Connection to Main Street

The plan proposes adjusting the sidewalk alignment on Kelly Avenue to allow for a two-way vehicular connection to Main Street while still accommodating safe pedestrian travel and crossings. This change was required due to Henry Avenue being proposed to be closed to vehicle access between Main Street and Wharton. Updated pavement markings reinforce the connection between the library and northwest corner of the park.



Figure 18: Two-way Connection to Main Street

### 2.3.10 Washroom Building

The construction of a washroom building near the playground was a priority during engagement as there are currently no washrooms in that quadrant of the park. Having a washroom facility near the playground will allow people to stay in the space longer without having to gather multiple children to make a trip to the washrooms in the bandshell. It will also provide additional facilities for use during events when the park is busy. This washroom can be seasonally operated.



Figure 19: Washroom Building & Precedent Imagery

### 2.3.11 Accessible Lighted Pathways/Sidewalks

Accessible internal pathways were one of the top priorities that arose during engagement and accessibility was one of the key themes that community members wanted to see reflected in the downtown plan.

By removing a large section of the existing park retaining wall that is beginning to fail and re-grading the existing slope to extend further into the park, the slope becomes gentle enough to accommodate a pathway sloped at 5% to ascend to the top of the hill and connect to Victoria Street. Pedestrian crossings at Victoria Road South will improve the safety of pedestrians looking to access the park from the south and connection from Elliott Street.

Additional pathways throughout the park provide connections between key park features to ensure that the park amenities are accessible for people of all abilities.



Figure 20: Accessible Lighted Pathways/Sidewalks

### 2.3.12 Toboggan Hill

The regrading of the existing hill also allows for the creation of a small tobogganing area for winter play use. The area at the bottom of the hill has been left clear to provide a safe run out zone for people sliding down the hill. The toboggan hill provides another winter activity to complement the winter rink and skating.





Figure 21: Toboggan Hill & Precedent Imagery

### 2.3.13 Tree/Park Lighting

There was a strong emphasis on park lighting during engagement sessions. Tree lighting in the existing large mature trees will create a unique atmosphere in the heart of the park, while trail and street lighting will improve visibility in the park and allow for activities to continue into evening hours.

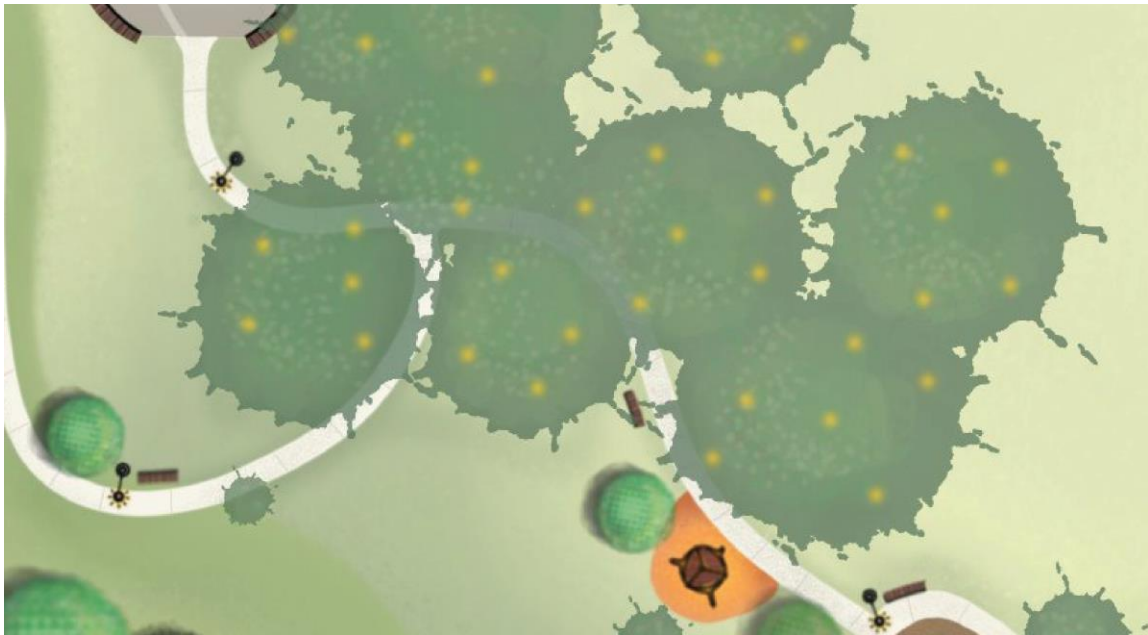


Figure 22: Tree/Park Lighting



### 2.3.14 Trees and Native Plantings

Street tree plantings along Henry Avenue will create shade for people using the pedestrianized street and frame the view to the cenotaph from Main Street. Additional tree planting is proposed throughout the park, with naturalized succession planting planned to replace existing plants along Victoria Road South. The existing plants on the hillside are in poor condition, include invasive species, and are in need of replacement. The new plantings will help prevent erosion of the hillside and provide screening where required.



Figure 23: Trees and Native Plantings

### 2.3.15 Grand Lawn

The large existing open space along the west side of the park was very important to community members and stakeholders. Retaining the open space allows for large outdoor gatherings, and informal field sports and activities. Gathering spaces in general were very important to stakeholders and the community, and the grand lawn provides a third, larger gathering space to support the multi-use plaza and park entry plaza during large special events.



Figure 24: Grand Lawn

### 2.3.16 Future Public Art

Several locations around the park have been highlighted as potential locations for future public art opportunities of varying scales. These locations could be sites to showcase work by local artists to add to the character of the park.



Figure 25: Future Public Art & Precedent Imagery

### 2.3.17 Community Picnic Area

This area is located near some of the food truck parking stalls on Wharton Street and can provide seating for food truck patrons. Tables and seating provide space for picnics or informal gatherings.



Figure 26: Community Picnic Area

## 2.4 MEMORIAL PARK CLASS “D” COST ESTIMATES

A Class D construction cost estimate was completed for the proposed improvements to Memorial Park. The estimate, including a combined 40% contingency (30% construction contingency and 10% consulting/design contingency) is summarized below. The estimates do not include any utility or infrastructure improvements that may be completed in conjunction with park improvements. The complete cost estimate can be found in Appendix D.

**Table 1: Memorial Park Class "D" Cost Estimates**

Description	Cost
Pre-Construction Allowances	\$5,000
Earthworks, Grading and Removals	\$528,100
Wharton Street	\$431,700
Henry Avenue	\$202,300
Kelly Avenue	\$22,700
Landscape Areas	\$402,000
Pathways and Gathering Spaces	\$430,000
Band Shell and Plaza	\$3,851,500
Washroom Building	\$282,000
Future Play Pods and Bouldering Area	\$210,000
Furnishings	\$722,500
Lighting	\$568,000
<b>Subtotal</b>	<b>\$7,655,800</b>
<b>40% Contingency</b>	<b>\$3,062,300</b>
<b>Total Including Contingency (Rounded)</b>	<b>\$10,718,000</b>

## 2.5 AMENITY PRIORITIZATION

During the June 2022 meeting of the Task Force, a prioritization exercise was facilitated to determine which Memorial Park amenities were of highest priority. Task Force members were given a list of the amenities featured in the Memorial Park Master Plan and asked to order the list in terms of their priorities. District Council was similarly engaged by the consultant and through these two processes, priorities for Memorial Park were developed.

The top priorities for Memorial Park amenities were:

- Henry Avenue closure and beautification;
- A new bandshell and plaza including washrooms, storage and concession;
- Streetscape and pedestrian enhancements on Wharton Street;

- Accessible pathways, park walkway lighting, retention of large trees and established landscaping.

## 2.6 RECOMMENDED ACTIONS

1. Include promotion of Indigenous culture and history in Summerland Memorial Park through interpretive signage and public art installations.
2. Develop a phased capital funding plan for detailed design, construction and implementation plan for the Memorial Park Master Plan as part of future capital budget deliberations.
3. Develop detailed design of Henry Avenue pedestrian area revitalization, including public washroom facility
4. Develop conceptual design of Wharton Street, and Kelly Avenue street revitalizations
5. Construct and install customized pathways and park lighting amenities
6. Develop detailed design and construct new bandshell and plaza area
7. Design and construct gradual hillside slope design and accessibility pathway
8. Install park furnishing that are of similar style to those found in Downtown Summerland
9. Source and install play pods and bouldering area
10. Construct washroom adjacent to the new playground area
11. Detailed design of Student Plaza and seek grant funding for this project



Figure 27: Memorial Park Master Plan

# PRECEDENT IMAGES



Figure 28: Memorial Park Precedent Images

## 3.0 LAND USE AND ZONING ANALYSIS

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The analysis of current land use and zoning in Downtown Summerland resulted in a recommendation to create unique district areas within the Downtown neighbourhood that are focused on select built-form and uses. The analysis also includes recommended amendments to the OCP and zoning bylaw associated with the realization of these neighbourhood districts and the associated future land use vision.

Downtown Summerland features a diverse mix of residential neighbourhoods of varying density, civic buildings such as schools, libraries and recreation centres, a core commercial area focused on Main Street, and Memorial Park.

**Project Goal: Align land use and zoning with the intent of creating a vibrant Downtown neighbourhood which encourages growth in the manner that is desired by Summerland residents.**

This section links to the following Guiding Principles:

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Downtown is DIVERSE

Downtown is VIBRANT

Downtown is CONNECTED

Downtown is PREPARED

---

### 3.1 DOWNTOWN DISTRICT AREAS

The creation of Downtown districts provides further direction and vision for recommended regulatory changes. Each district has a different and distinct primary future land use focus and each district is designed and located to take advantage of the current built-form and uses and complement and integrate with other District areas to create a defined Downtown Neighbourhood area. Together, the downtown districts and their associated land uses will help realize the vision for the Downtown neighbourhood for the broader community and to visitors and residents alike.

The districts outlined below represent the distinct areas of the Downtown neighbourhood and the connection to future land use. Each district is further outlined with a synopsis of the intended vision of each district area in Appendix E.

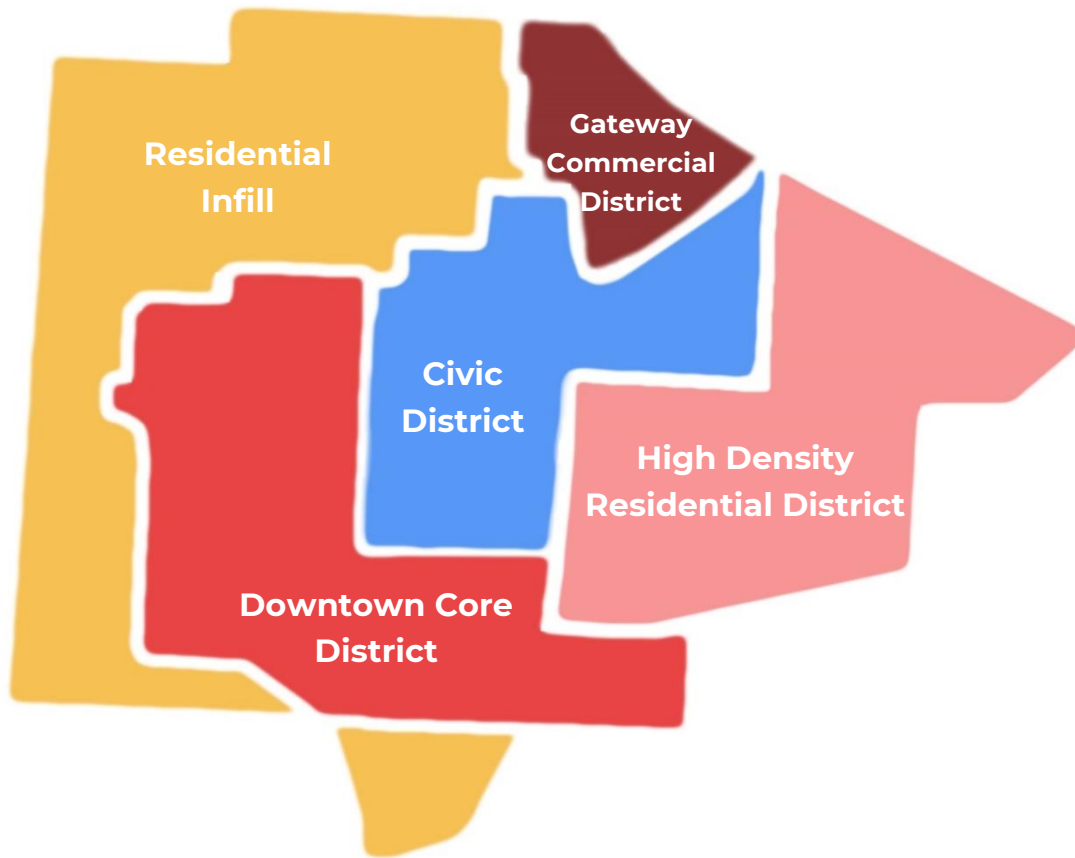


Figure 29: Downtown Districts

### 3.2 DOWNTOWN FUTURE LAND USE CONCEPT

The following concept plan provides a vision of the future land use state for Summerland's Downtown in the year 2042. The concept map diagram also includes key transportation linkages and connections with the broader Summerland community including:

- Primary and Secondary transportation routes with active transit corridors (including alignment with Trails Master Plan, Cycling Master Plan)
- Pedestrian priority streets (Sidewalk Master Plan)
- Key focal points and gateways
- Proposed multi-modal transportation routes (Trails of the Okanagan)

This Downtown Future Land Use Concept has been crafted through engagement with the Downtown Neighbourhood Plan Task Force, Summerland staff, and on the ground feedback during a Downtown walking tour. The community has identified a desire for vibrancy and revitalization within the Downtown neighbourhood. The concept plan is a culmination of that engagement and research. The concept plan is also considerate of the social, economic, and environmental values that are unique to the Downtown neighbourhood.



The future land use concept diagram below is not intended to be an exact representation of specific land use and transportation policies, but rather a high-level overview of key elements of the plan. The proposed land use plan focuses solely on future land use of specific areas of the Downtown neighbourhood.

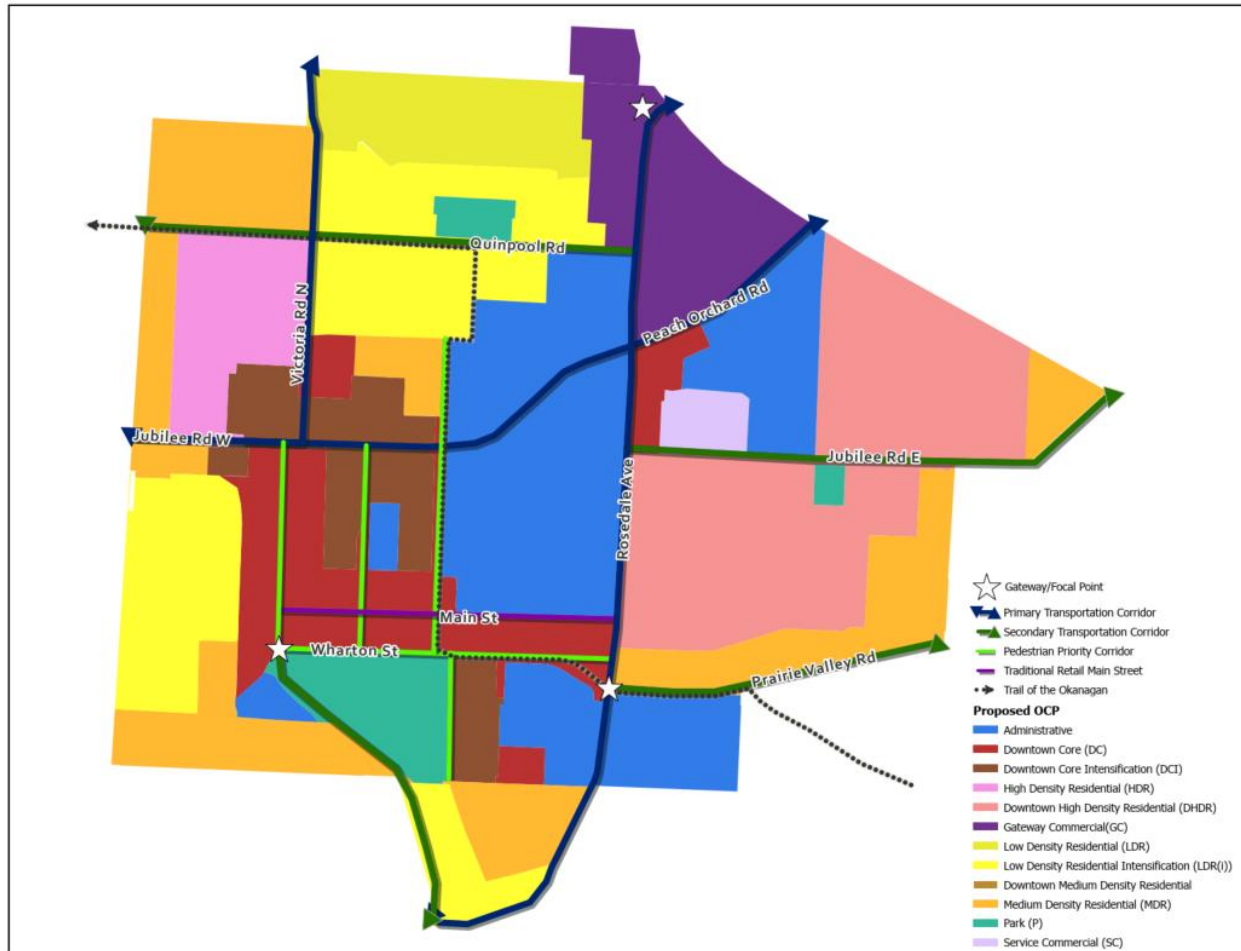


Figure 30: Downtown Future Land Use Concept

### 3.2.1 Traditional Main Street Corridor

The Main Steet corridor will continue to serve as Summerland’s hub of shopping, events, and community connectivity. The area will be prioritized for pedestrians and have strong links to Memorial Park and civic amenities. The human scale of this corridor is an important feature that will remain.

### 3.2.2 Primary Transportation Corridor

Primary transportation corridors are the main routes which personal vehicles and public transportation will use to access and travel through Summerland’s Downtown. Further research should be completed on a transport truck bypass around the Downtown core via Rosedale Avenue so the intended vibrancy of the Downtown core is not affected.

### 3.2.3 Secondary Corridor

These streets are important corridors for multi-modal transportation to move within and through Downtown Summerland. They include Kelly Avenue, Victoria Road N, Jubilee Road and Wharton Street.

### 3.2.4 Gateways

These gateway sites are located at key points along Primary Transportation Corridors, as well as within the Downtown core to encourage the feeling of being in a distinct area of the Downtown neighbourhood. These sites are also identified as locations for beautification and investment to create focal points for the community.



Figure 31: Reid Street, Quesnel & Campbell Road, West Kelowna

### 3.2.5 Pedestrian Priority

Pedestrian and multi-modal transportation will be prioritized on corridors within the Downtown core. Memorial Park, education facilities, and other civic amenities will support the use and development of these pedestrian priority areas.



Figure 32: Beach Avenue, Peachland



Figure 33: Parkinson Rec Centre Path, Kelowna

### 3.3 LAND USE ANALYSIS & RECOMMENDATIONS

The 2015 Official Community Plan (OCP) Land Use Map illustrates the future land uses as designated in the OCP for the Downtown neighbourhood. The current land use designations in the OCP were reviewed during the development of this action plan. Several revisions are recommended to the OCP land use designations to better reflect the vision for the Downtown neighbourhood as illustrated by the Downtown Future Land Use Concept Plan.

The proposed future land use designations outlined in this concept plan provides guidance and direction on where to densify in the downtown area. The suggested land use designations are aligned with recommendations for zoning amendments for certain proposed areas of the land use concept plan area included in this plan and as implementation action items.

### 3.3.1 Existing OCP Land Use Designations

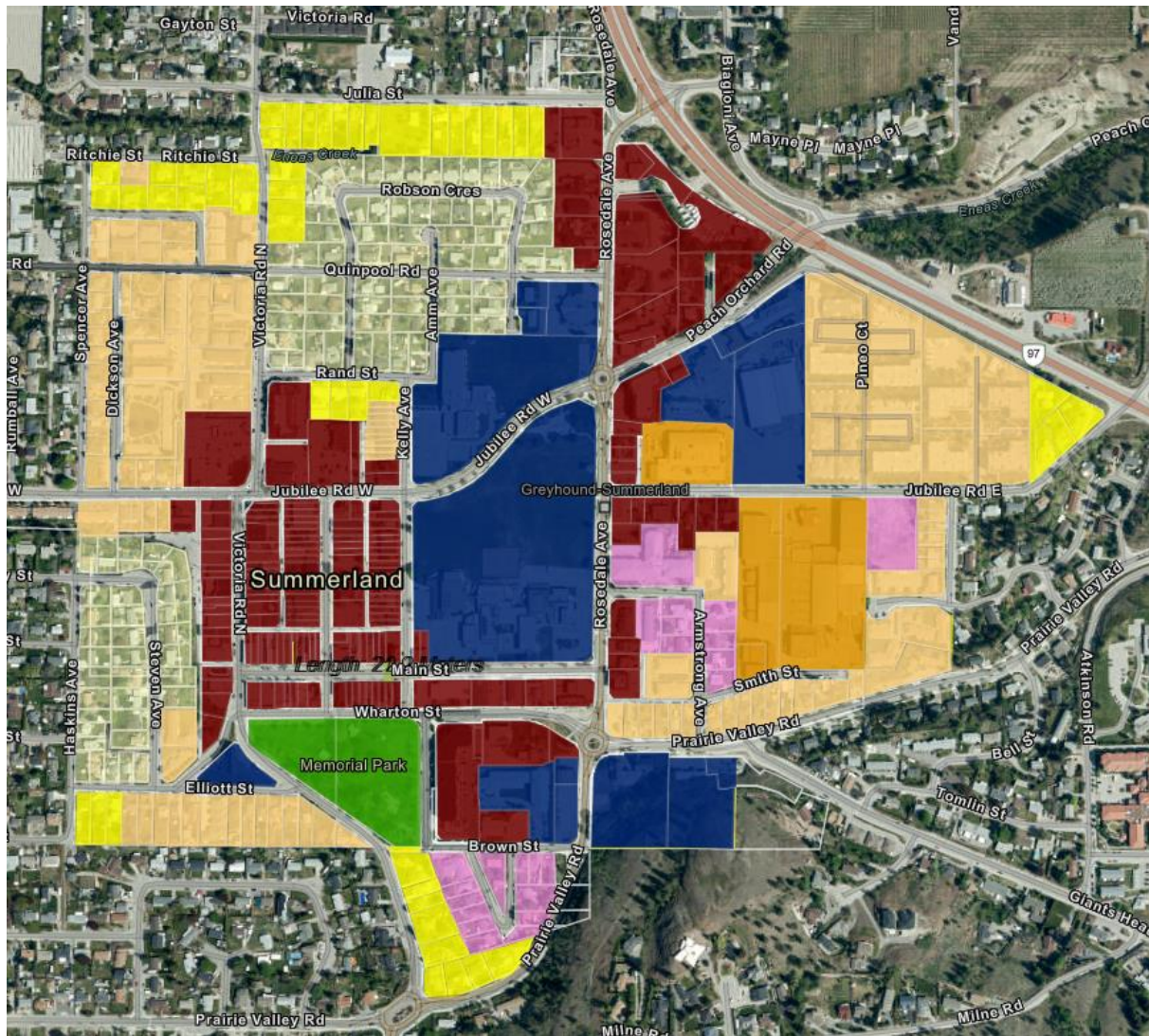


Figure 34: Existing Land Use Designations

### 3.3.2 Proposed Future Land Use

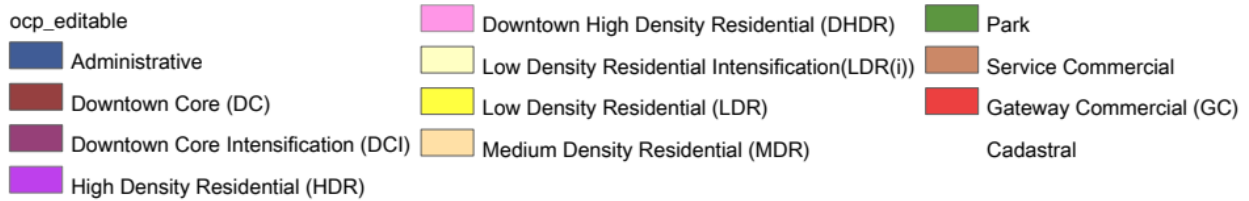
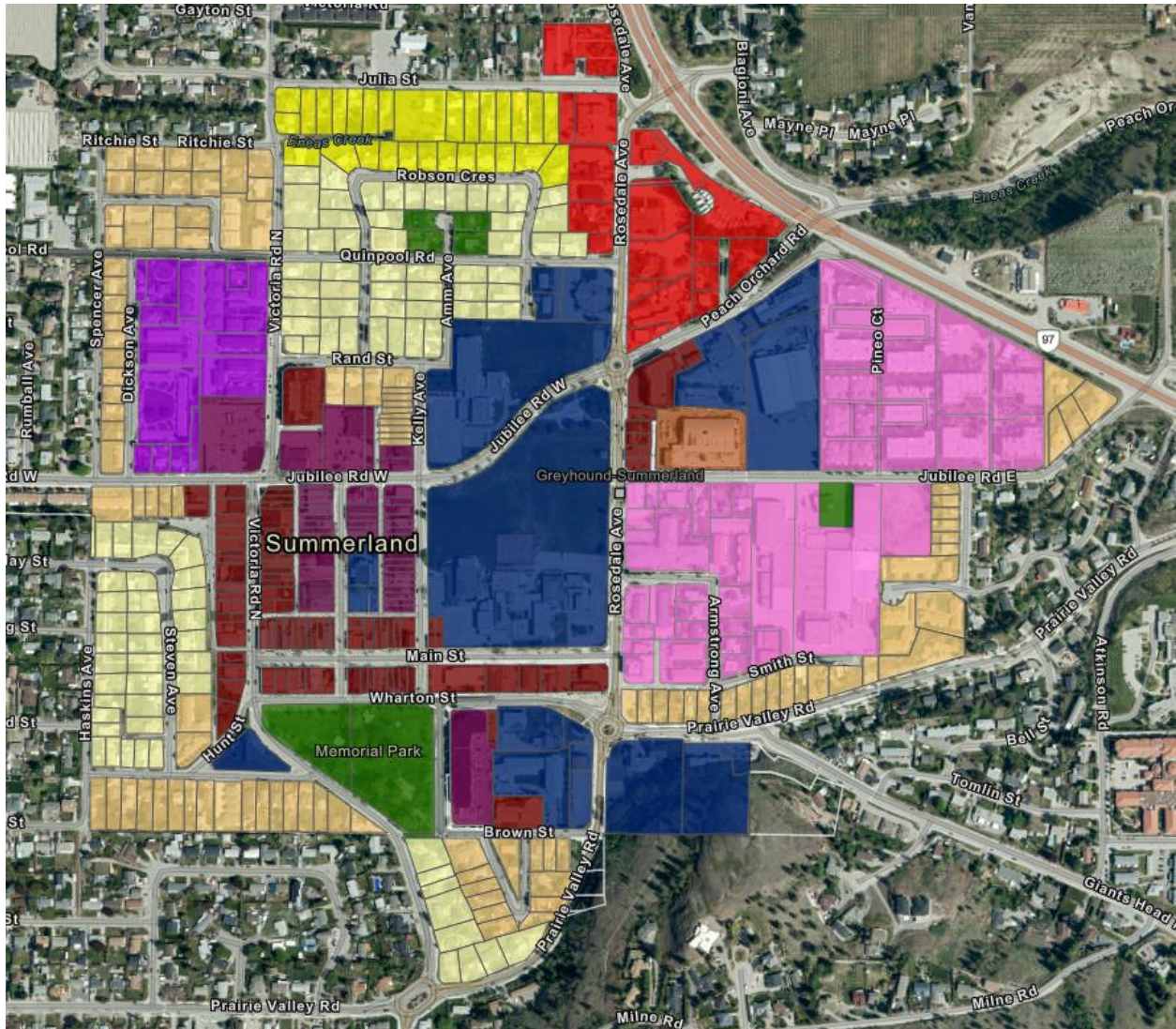


Figure 35: Proposed Future Land Use Designations

### 3.3.3 OCP Land Use Designation Intent

The OCP Land Use Designation Intent is a high-level land use description that is intended to guide the development of a recommended OCP amendments to incorporate new Downtown designations and revise existing designations to reflect this vision for the Downtown. Below are the proposed OCP land use designations included within the Downtown Land Use Concept, and a description of the intent of the designation to consider in a future OCP amendment

#### Administrative

Civic and administrative uses are supported within this designation that enhance the Downtown neighbourhood and act as a draw for all Summerland residents.

#### Downtown Core (DC)

The Downtown Core supports a ground-oriented retail environment with mixed commercial and residential uses on upper storeys up to, 4 storeys in height, with the intent of maintaining the area as a vibrant, pedestrian oriented hub for the community at a ground-level focused built-form scale.

#### Downtown Core Intensification (DCI)

Closely tied to the DC designation, the Downtown Core Intensification (DCI) designation supports density and building heights up to 6 storeys. Ground floor downtown commercial uses such as retail stores, restaurants and cafes are encouraged to provide Downtown core neighbourhood vibrancy.

#### Downtown High Density Residential (DHDR)

The Downtown High Density Residential (DHDR) designation is proposed to be the long-term, most dense area in the community, with support for building heights a minimum of six storeys and above. Support services such as day care, indoor recreation, and office are also supported by the designation that compliment the downtown core and do not compete with commercial uses that promote vibrancy in the Downtown Core.

#### High Density Residential (HDR)

The High Density Residential (HDR) designation supports residential land use up to 6 storeys in height. Accessory uses such as personal service, health services, care facility, and office uses are supported in this area to serve residents in proximity to the Downtown core and do not compete with retail commercial uses in the Downtown Core.

#### Medium Density Residential (MDR)

Medium Density Residential (MDR) encourages infill development through street oriented low-rise apartments, multi-plex units, and townhouses. This land use supports flexibility for additional residential density in the Downtown neighbourhood and acts as a buffer to surrounding low density neighbourhoods.

### Low Density Residential Intensification (LDR(I))

This designation supports residential infill such as townhouses, duplexes with secondary suites, single detached dwelling with both a secondary suite and a carriage house in areas of the Downtown neighbourhood in close proximity to the Downtown Core.

### Low Density Residential (LDR)

Low Density Residential supports single family dwellings only and has been largely removed from Downtown Summerland with the exception of lots adjacent to Eneas Creek due to possible future flooding concerns of these properties.

### Service Commercial (SC)

The Service Commercial designation is recommended to support the existing commercial use.

### Gateway Commercial (GC)

The Gateway Commercial designation supports commercial uses including tourist accommodation and highway commercial uses, including additional residential density in the form of new mixed-use development, that do not compete with the uses in the Downtown Core. Hotels, motels, and other tourist-orientated businesses are encouraged to be located within this designation and it is proposed that buildings up to 6 storeys in height be considered to allow for this use.

### Park (P)

The Park designation supports the creation of two new neighbourhood parks within the Downtown subject area. With a proposed increase in intensification and population, the development of future parkland is desired.

### Zoning Analysis

It is recommended that the District consider revising the District's Zoning Bylaw Land Use Map (Schedule B) to reflect the below proposed land use zones, except for the Downtown High Density Residential (DHDR) Zone where a zoning amendment application would be recommended at the time of redevelopment. Zoning regulations for the DHDR Zone may include density bonusing provisions that are most successful when reflecting current market conditions.

The tables below contain the existing zones in the Downtown neighbourhood subject area and the proposed recommended changes to density and other zoning regulations in these zones. A review of the infrastructure analysis included in this Action Plan and a more comprehensive review of the zoning bylaw provisions is necessary prior to implementing the recommended zoning bylaw amendments.

### 3.3.4 Residential Medium Lot Zone (RSD1)

Table 2: Residential Medium Lot Zone (RSD1)

	Existing	Proposed
Height (Storeys)	2	2
FAR	0.45	0.45
Site Coverage (%)	40	40

- No change is proposed to the Low Density Residential zone within the Downtown neighbourhood

### 3.3.5 Residential Single Detached Intensive Zone (RSD1(I))

Table 3: Residential Single Detached Intensive Zone (RSD1(I))

	Existing	Proposed
Height (Storeys)	2	3
FAR	0.5	1.2
Site Coverage (%)	40	40

- It is recommended that the District pre-zone the areas in the Downtown Neighbourhood Future Land Use concept that is designated for this use.
- The existing Residential Single Detached Intensive Zone (RSD1(i)) zone permits single detached housing with a secondary suite or a carriage house. It is recommended that this zone be amended to permit additional housing configurations including duplexes with secondary suites as per the revised BC Building Code provisions and single detached dwellings with the ability to have both a suite and carriage home.
- The District may also wish to consider triplexes, fourplexes, and townhouses in this zone. Allowing for a variety of housing options will ensure that housing is attainable by all segments of Summerland's population.
- It is recommended that the District review both the secondary suite and carriage house regulations to reflect recent BC Building Code changes and ability for local governments to be more flexible with respect to floor area.

### 3.3.6 Residential Medium Density Zone (RMD)

Table 4: Residential Medium Density Zone (RMD)

	Existing	Proposed
Height (Storeys)	3	4
FAR	0.6	1.6
Site Coverage (%)	40	40



The proposed changes to the RMD zone will encourage infill development by enhancing the economic viability of redevelopment by increasing both the FAR and height. An increased local population combined with services and pedestrian connectivity to surrounding amenities will assist in the realization of the Downtown vision.

- Consider reducing the setback requirements for this zone to improve viability and flexibility while respecting adjacent land uses.
- Consider increased parcel coverage regulations for enclosed and under building parking configurations.
- It is recommended that the lands with the medium density land use designation be pre-zoned to streamline redevelopment of these properties after a review of site servicing requirements.

### 3.3.7 Downtown Residential High Density Zone (DHRD)

Table 5: Downtown Residential High Density Zone (DRHD)

	Existing	Proposed
Height (Storeys)	-	Minimum of 6
FAR	-	3
Site Coverage (%)	-	50

- Create a new Downtown Residential High Density Zone which will allow for increased density in an area of Summerland’s Downtown that already has the most compact form of housing. Allowances for increased density and height are intended to improve the financial viability of redevelopment and encourage the provision of affordable housing options.
- It is recommended that, increases to FAR and site coverage, are considered to encourage under structure parking and the effective use of land.
- It is recommended that the District encourage this land use by amending the OCP land use designation; however, require a zoning amendment at time of proposed redevelopment or defer pre-zoning this property until additional infrastructure planning, and community amenity considerations have been completed.

### 3.3.8 Downtown Commercial Zone (DC1)<sup>3</sup>

Table 6: Downtown Commercial Zone (DC1)

	Existing CB1	Proposed DC1
Height (Storeys)	4	4
FAR	2.5	3.5

<sup>3</sup> Previously called Central Business (CB1) Zone and proposed to be renamed to Downtown Commercial

Site Coverage (%)	100	100
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- No height changes are proposed to the Downtown Commercial zone. The engagement process has shown the desire from Summerland residents to keep a human, pedestrian-orientated scale to the Main Street corridor.
- As density provisions are key to encouraging building renovations and redevelopment, the FAR is recommended to be revised from 2.5 to 3.5 to reflect the existing zoning regulations that allow for 100 percent site coverage and a height of four storeys while also respecting the desire to step back upper stories to maintain the pedestrian scale. Complimentary development permit design guidelines to ensure this pedestrian scale is maintained are also important.
- It is also recommended that the District revise the permitted uses of the zone to reflect desired uses in this compact area. For example the District may wish to remove uses such as Animal Shelter, Automotive Repair Shop, Convenience Store, Contractor Services, etc.

### 3.3.9 Downtown Commercial Intensification Zone (DC2)

Table 7: Downtown Commercial Intensification Zone (DC2)

	Existing	Proposed
Height (Storeys)	-	6
FAR	-	4
Site Coverage (%)	-	100

- The Downtown Commercial Intensification Zone is a newly proposed zone that is similar to DC1 with the goal of allowing additional residential densification and increased building height in strategic locations within the Downtown core, but does not include the Main Street corridor. By bringing more residents to this area of Downtown, it will promote vibrancy and walkability in the neighbourhood.
- Applying the existing Mixed Use Zone (MX1) to these lands is an alternate consideration to the above recommendations.

### 3.3.10 Institutional Zone (I)

Table 8: Institutional Zone (I)

	Existing	Proposed
Height (Storeys)	4	4
FAR	0.8	2.0
Site Coverage (%)	50	50

- It is recommended that the FAR be increased in the Institutional zone to reflect the maximum height of 4 stories and 50 site coverage.

- It is recommended that a comprehensive review of the Institutional zone be considered that would further increase allowable densities and decrease setbacks to provide additional flexibility for the provision of civic facilities as the investment in enhance community facilities is a key objective to realizing the vision for the downtown.

### 3.3.11 Gateway Commercial Zone (GC)

Table 9: Gateway Commercial Zone (GC)

	Existing	Proposed
Height (Storeys)	-	6
FAR	-	3
Site Coverage (%)	-	50

- The proposed zone would merge elements of the Tourist Commercial and Highway Commercial zones to allow for an increase in height and mixed-uses, including residential density above ground floor commercial, being supported.
- The proposed revisions for the proposed Gateway District are intended to attract hotel uses and other tourist commercial uses that complement the Downtown core.
- The District may also wish to consider designating some of the lands within the Gateway District area Tourist Commercial 1 (CT1).
- To further encourage the desired level of complementary design guidelines are recommended to be added to the OCP for this area.

## 3.4 DISTRICT LAND INVENTORY

The District of Summerland owns several properties of land within the Downtown neighbourhood. The properties are currently being used for parking lots, civic buildings, and park space.

The District's largest area of land ownership is the group of three properties including the Arena, current RCMP station, and the Harold Simpson Memorial Youth Centre. Based on the recommendation for the properties to retain the administrative land use designation, there is significant opportunity for the District to consider future redevelopment and partnerships for this strategically located and large group of properties.

The District also owns a number of well-situated parking lots in the Downtown area. The lots are located on Victoria Road North, the corner of Rosedale Avenue and Prairie Valley Road, and Prairie Valley Road and Wharton Street. The properties are recommended to have future land use designations of Downtown Core and Medium Density Residential, and Administrative respectively, and are well positioned in the Downtown to provide additional value to the community.

It is recommended that the District undertake the development of an acquisition and disposition strategy. The strategy will identify District owned lands within the Downtown neighbourhood and provide more in-depth site specific details including land use/zoning, building information and analysis, pertinent property information, highest and best use, and viability for development. The strategy should also identify properties of interest for potential acquisition as well as consideration of funding strategies. Based on this analysis, District staff will be able to strategically plan for potential future municipal development and/or potential for land acquisitions and dispositions.

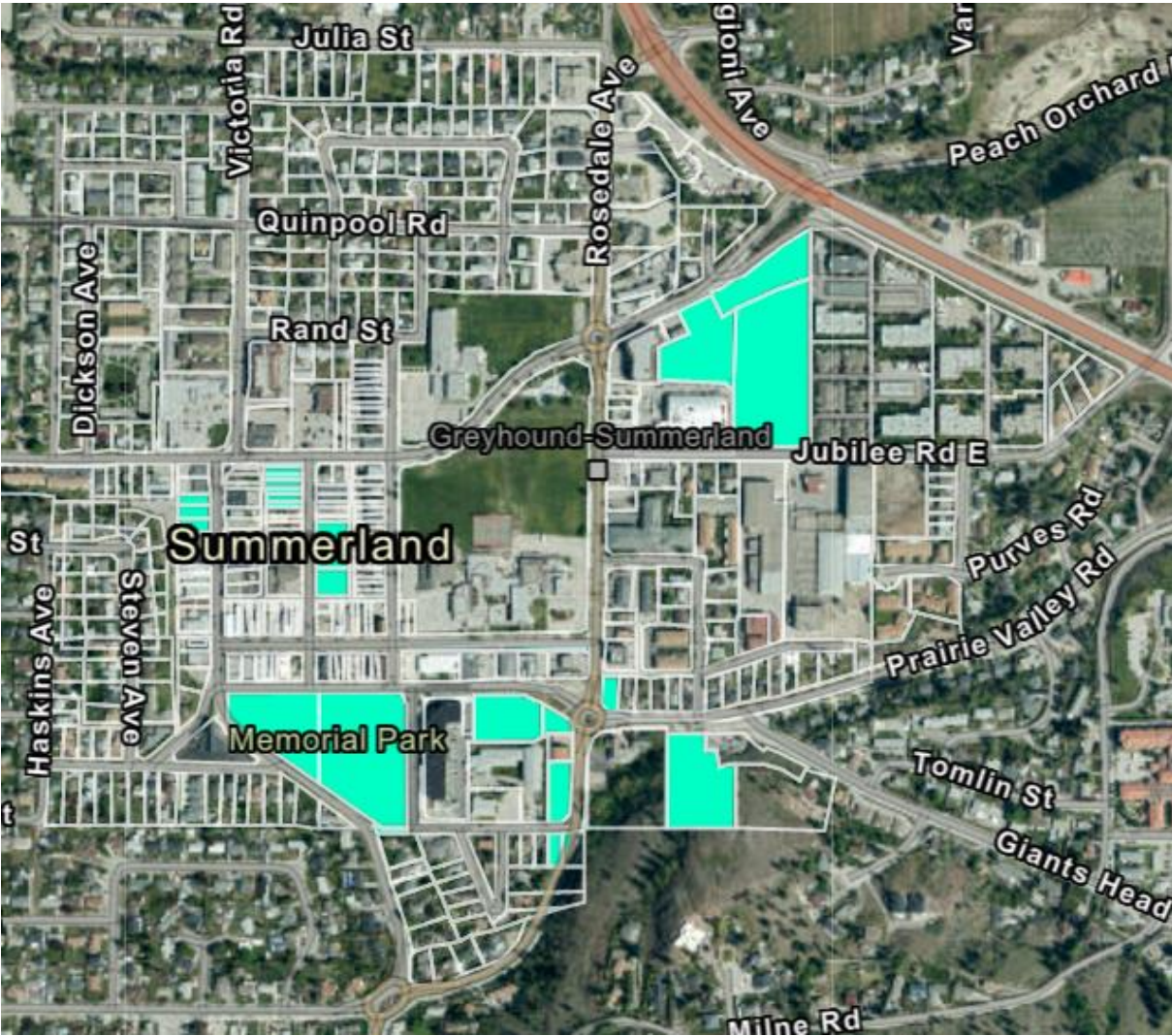


Figure 36: Downtown District Land Inventory

### 3.5 RECOMMENDED ACTIONS

1. Integrate the proposed Downtown District areas into future OCP policy development, land use decisions and capital investments.
2. Review and update land use descriptions in the Official Community Plan to align with the recommendations of this plan. It is recommended that the Land Use

Designations in the OCP are reviewed for consistency with this plan and that specific requirements for building height and density are removed (and instead included in the Zoning Bylaw) and that the definitions are revised to be more general in nature as per recommended best planning practice.

3. Amend the OCP designation to Low Density Residential (Intensification) and align the zoning bylaw for lots adjacent to Eneas Creek following the completion of the required flood plain mitigation capital project.
4. Update Schedule C of the Official Community Plan to align with the proposed future land uses in this plan.
5. Update the zoning bylaw to align with the recommended land use changes and zoning district changes where appropriate to encourage redevelopment.
6. Conduct a land acquisition & disposition strategy for District of Summerland lands and to identify properties of interest.

## 4.0 FORM AND CHARACTER

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Project Goal: Encourage a visually appealing and functional built form in the Downtown neighbourhood

This section links to the following Guiding Principles:

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Downtown is DIVERSE

Downtown is VIBRANT

Downtown is PUBLIC

Downtown is AUTHENTIC

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### 4.1 CURRENT AND FUTURE BUILT FORM

The prominent original architectural styles in Downtown Summerland are Tudor Revival and Arts and Crafts due to the strong influence of British settlers in the Downtown area initially known as West Summerland. Downtown Summerland now features a variety of more modern architectural styles which have been developed more recently. There is now a desire by Summerland residents for fresh, authentic design expression more closely aligned with the time and place of Summerland today.

The form and character of future developments will be directed by regulatory instruments such as the zoning bylaw and the Downtown Development Permit Area. Amendments to these regulatory documents will assist the guidance of future development through a clear vision.

#### 4.1.1 Infrastructure Renewal Opportunities

Section 8 – *Infrastructure Analysis* details the requirements for future infrastructure renewal based on the proposed growth scenarios in Downtown Summerland. Infrastructure renewal also requires the renewal of streets and the potential to develop underutilized spaces into focal points and gathering spaces based on the materials, and amenities used. It is recommended that when planning for infrastructure renewal, consideration be given to the design elements and intent of the space following the renewal as the opportunities to make those types of investments are infrequent. Consideration should be extended to Summerland events and how elements of built form and beautification can be incorporated. During the engagement process many respondents expressed their enjoyment of the “Light Up” event, and proposed that it become a permanent feature of Downtown. This is one example of an opportunity to capitalize on infrastructure renewal by designating a space, ensuring power is available, and incorporating lighting standards and accessories to make a

permanent exhibition possible. Examples of simple and effective placemaking upgrades to standard streetscapes are shown below:



**Figure 37: Stamped Concrete and Upgraded Amenities**



**Figure 38: Paving, Tree Canopy, and In-Ground Lighting**



Figure 39: Brick, and Playful Elements

## 4.2 GUIDING DOCUMENTS & POLICY

### 4.2.1 Form and Character Development Permit Area (DPA)

Schedule O of the Summerland Official Community Plan outlines the design guidelines for the Downtown Development Permit Area and covers subjects related to form, function, and sustainability. The subject area of the Downtown DPA applies to three separate areas within the Action Plan subject area (Figure 40).

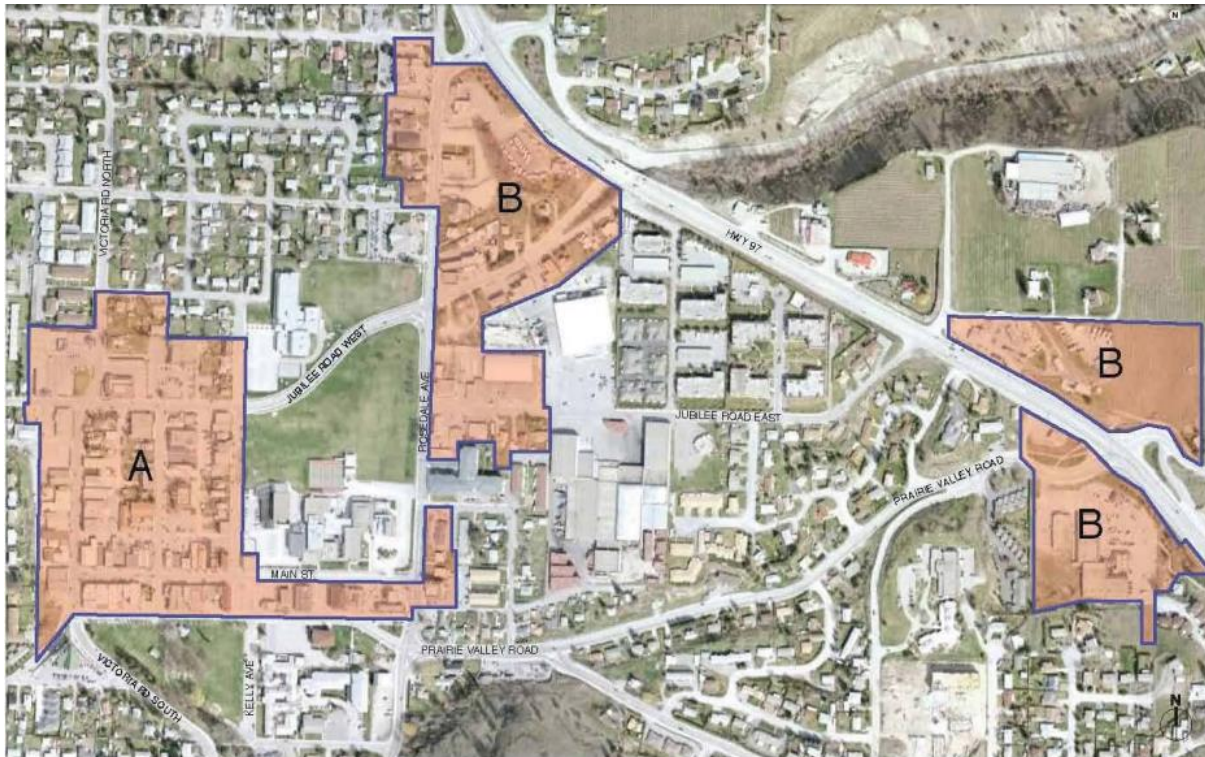


Figure 40: Existing Downtown DPA



It is recommended that the Downtown DPA be expanded to include the Downtown Plan boundary area of the Action Plan to encourage a complementary style with sub-categories to guide desired form and character for distinct uses and building forms in the various districts. For example, the core Downtown streets of Main Street and Victoria Avenue are distinct, but built form and design of surrounding districts should remain complementary.

To guide form and character of future development, guidelines should be created for a large spectrum of uses and densities including multi-family residential, mixed-use, and commercial development. Each type of use will have preferred style of built form and the creation of use specific design guidelines will assist the development community to adhere to these expectations. It is recommended that the full parameters of which built forms are subjected to the Downtown DPA requirements be outlined in the OCP amendment. It is not recommended that development permit applications be required for small scale infill developments comprised of detached dwellings or duplex units and institutional.

To ensure that the Downtown DPA application process results in development that achieves the aspirations of Summerland residents, a prescriptive set of built form details is needed. An updated set of design guidelines should provide visual examples of the form and character that Summerland desires. Clear recommendations should be identified through a preferred materials list, colour palette, acceptable and non-acceptable façade treatments with photos for reference, and when possible using precedent photos.

Landscaping standards fall under the category of form and character which can be regulated by a DPA. To guarantee that planting is suitable for the Okanagan environment, a list of recommended species should be included in the DPA guidelines. The list of recommended species should consider the environment of Summerland, be drought resistant, and consider maintenance implications. The expansion of the urban tree canopy and the inclusion of green and permeable spaces improves air quality, mitigates the urban heat island effect, provides wildlife habitat, and contributes to the sustainable management of stormwater. Including and expanding the requirement for increased landscaping standards on private development sites in Downtown Summerland will enhance the Downtown area and not increase maintenance burden on District staff.

### **4.2.2 Signage**

Signage is a prominent visual aspect of a streetscape, and design regulations can have a significant impact on the character of a neighbourhood. Summerland's Sign Bylaw No. 2013-026 regulates the types of signs permitted and aspects of their design. The Sign Bylaw references the Official Community Plan design guidelines for design parameters, but there is a lack of requirements that would make a significant impact to signage design.

Amending the Sign Bylaw to include additional regulations for the Downtown area including a list of permitted materials are recommended. The development of a sign guideline brochure with visual examples will assist the applicant and should result in improved sign designs which will add to the downtown character. Providing sign design guidelines along

with a description of application requirements and process is encouraged to enhance signage and reduce staff time to explain sign requirements and regulations.

It is also recommended that the revised regulations and guidelines are shared with regional sign makers to ensure they are aware of the desired sign character and design elements and to promote consistency across public and private signs.

### 4.3 RECOMMENDED ACTIONS

1. Consider a permanent exhibition of “light up” in the Downtown Core
2. Consider design elements and the intent of public space following infrastructure renewal projects
3. Update Schedule O – Downtown Development Permit Area of the OCP to reflect the vision for Downtown design requirements
  - The updated Schedule O should clearly guide potential developers through the design requirements for the specific Development Permit Area. The guide is intended to simplify technical language and provide visual examples that adequately describe District expectations of future development.
4. Expand Downtown Development Permit Area boundaries to cover the majority of Downtown subject area, and restructure the guidelines
  - Summerland has the opportunity to guide the form and character of future development and encourage specific types of growth.
  - It is recommended that the OCP DPA Guidelines be amended to the following:
    - Designate the subject area as a Form & Character DPA
    - Create DPA guidelines for the full spectrum of residential uses and densities, from three unit multiple residential to apartments
    - Create DPA guidelines for mixed-use, commercial, and industrial uses
5. Clearly identify design standards in the Downtown DPA Design Guidelines
  - Have clear standards identified through:
    - Colour palette
    - Acceptable and non-acceptable materials
    - Photos of materials
  - When possible, use examples of Summerland or regional examples in reference photos
6. Update landscaping requirements to include recommended species list and encourage permeable surfaces to encourage drainage
  - Consider require varying percentages of lots to be landscaped depending on land use
  - Consider encouraging the use of energy efficient, landscape lighting to enhance the permanent display of “light-up” and festive lighting

7. Provide stronger visual examples in the Summerland Sign Bylaw
  - Visual examples can be created in SketchUp, provide photos of acceptable signs from Summerland and the region
8. Develop sign design brochure and provide detail on preferred signage designs
  - Developing a sign guideline brochure will assist the applicant and result in improved designs and reduce staff inquiries
  - The Sign Bylaw has a robust section on design prohibitions, but offers less detail on preferred design standards

## 5.0 STREETScape, TRANSPORTATION & MOBILITY

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The intent is to create a Downtown transportation network that prioritizes safety and ease of access for pedestrians and cyclists, while reducing the need for vehicle use and maintaining efficient use of the road network through traffic and parking management.

**Project Goal: Create a multi-modal transportation network that is sustainable, connective, and meets the needs for the future of Downtown**

This section links to the following Guiding Principles:

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Downtown is VIBRANT

Downtown is CONNECTED

Downtown is PREPARED

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### 5.1 PREVIOUS TRANSPORTATION PLANS

The District of Summerland has three transportation plans including the 2007 Transportation Plan, 2019 Sidewalk Plan and 2019 Cycling Plan. The plans share a similar vision to the Downtown Neighbourhood Action Plan for Summerland:

***A walkable, vibrant community with connected walking and cycling routes and key destinations.***

Each plan prioritizes infrastructure upgrades and provides cost estimates with respect to vehicle, walking and cycling improvements and upgrades. The plans inform budget deliberations and the development of the District's five-year financial plans. A brief summary of each plan and the relevant objectives and priorities related to the Downtown is provided as follows:

#### 5.1.1 Transportation Master Plan

The 2007 Transportation Master Plan (TMP) guides the development of transportation infrastructure. It offers public transportation route options, road network improvements and an Active Transit network. It identifies current deficiencies and anticipates future growth within the transportation system.

The Transportation Master Plan can help inform decisions regarding the following items:

- Road, public transit and active transportation network plans to guide infrastructure spending
- Continue to develop trails and pedestrian networks

- Encourage alternative transportation modes through the provision of appropriate infrastructure
- Research into new transportation modes including transit and electric vehicles
- Research into accessibility issues and ensure universal design
- Provide information and background for infrastructure grants to improve the transportation system
- Provide information on expectations for new developments in regard to transportation

## 5.2 SIDEWALK MASTER PLAN AND CYCLING MASTER PLAN

The Sidewalk Master Plan and Cycling Master Plan were completed in 2019 and built on the TMP and provided specific direction for active transportation improvements. The Sidewalk Master Plan and Cycling Master Plan share a vision for Summerland:

***"Summerland is a community where active and healthy living is encouraged and walking, cycling and other forms of active transportation are safe and comfortable for people of all ages and abilities, year-round, and for all trip purposes, including recreation and commuting."***

The Cycling Master Plan identifies regional cycling connections to promote commuter cycling within Summerland and throughout the Okanagan. Relevant objectives of the Cycling Master Plan to Summerland's Downtown are:

- Identifies a proposed network of comfortable, safe and accessible cycling routes for all.
- Provides policy direction and procedures for maintenance, installation of end-of-trip facilities, education and awareness.
- Prepare design guidelines for bicycle infrastructure.
- Invest in cycling infrastructure for the portions of Trail of the Okanagans that run through the downtown area.
- Expand on the existing cycling hub located at Memorial Park to include additional covered bicycle parking, bike repair station, maps, and information on the on-street cycling network. Appendix D lists costs associated with furnishings for bicycle infrastructure that will be placed in Memorial Park at the time of redevelopment.

## 5.3 STREETSCAPE

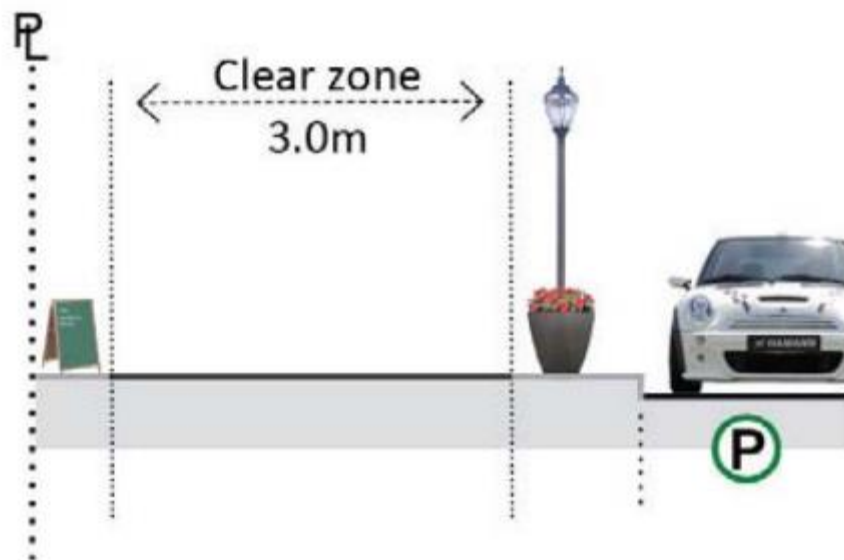
### 5.3.1 Street Revitalization

The following section provides context for streetscape revitalization for permanent roadway and fixture upgrades, as well as recommended actions for more temporary beautification. For all road upgrades, it is recommended that future utility improvements (e.g. sewer, water,

drainage, communications, and electrical) be coordinated with any major street beautification investments.

During the design and engagement stage of revitalization for streets identified as high priority (Main Street, Henry Avenue, and Wharton Street) design elements should include wide, pedestrian oriented sidewalks, permeable surfaces, natural areas that contribute to the District's tree canopy, and multi-modal travel lanes. During the engagement process these elements were the most desired, and travel lanes for vehicles was not noted as a high-priority in comparison to other potential amenities. Active transit corridors should be developed in accordance with the District's Cycling, Sidewalks, and Trails Master Plans.

For pedestrian priority streets, a minimum clear zone of 3.0 metres should be designated, along with an additional 1.0 metre furnishing area for lights, furniture, trees, landscaping, and signage.



**Figure 41: Recommended priority street pedestrian route cross section**

Pedestrian priority routes should be designed for pedestrian safety to decrease the street crossing distance, and create visual cues for motorists that they are approaching a pedestrian route. Examples of infrastructure at pedestrian crossings include:

- Curb extensions to decrease pedestrian crossing length, and to slow down vehicle traffic;
- Textured crossing areas to highlight the pedestrian crossing
- Lighting at crosswalks, either below ground or on lighting standards.



## Main Street and Victoria Road

Main Street and Victoria Road between Wharton Street and Jubilee Road West is the commercial hub for Downtown Summerland. During the engagement process, participants expressed interest in seeing Main Street enhanced as the focal point of Downtown and a vibrant destination. Based on the community survey, Summerland residents would like to see wider sidewalks, sidewalk cafes, and a range of shopping options on a larger scale than what currently exists on Main Street. Opportunities for streetscape enhancement also exist within downtown; however, Victoria Road also serves as an important connection to the downtown from the south and north.

In order to widen sidewalks and provide a more pedestrian oriented streetscape, other aspects of the Main Street cross section will be affected including the style of on-street parking (angle, parallel, 90 degree) driving lane width, and sidewalk amenities. It is recommended that cross sections be developed for additional consideration and review to determine the best use of transportation lanes on Main Street within the existing 22.0 meter right of way. Traffic impact analysis should be considered during the conceptual design of Main Street in tandem with Wharton Street design as changes to the Main Street cross-section may result in the need for complementary design and traffic flow considerations for Wharton Street. In addition, the infrastructure analysis found that new storm water mains and updates to storm water mains are required along Main street and Wharton avenue. Section 8 outlines the upgrades needed and cost estimates.

Figure 44 below is a cross section example of Main Street in Masset, BC that demonstrates the type of visual representation that results from consideration and design of streetscape options. Masset has a street width of over 29.0 metres, approximately 7.0 metres wider than Summerland's Main Street, making the possibilities of streetscape design more constricted and will involve the prioritization of active transportation modes.

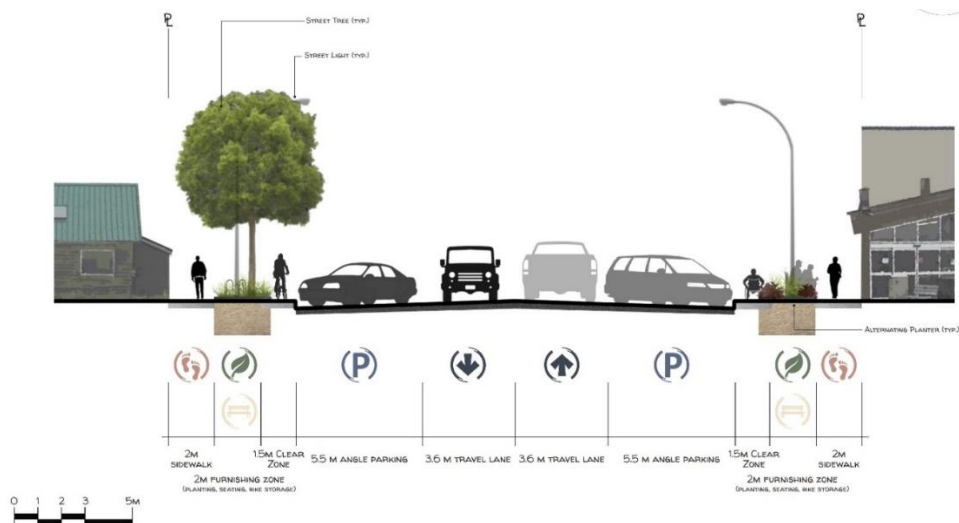


Figure 44: Draft Masset Cross Section



Figure 45 below is another example cross section of 100 Street in Fort St. John that demonstrates how parallel parking and a wide sidewalk and furnishing zone function. 100 Street has a street width of approximately 28.0 meters. If the centre turn lane were removed from the cross-section, the width of the street would become 25.0 meters. To be able to fit with the 22.0 meter cross-section for Summerland, and addition 3.0 meters of width to be subtracted would need to be removed, which could come from either the travel lane widths (absolute minimum is 2.9 meters) or from the pedestrian clearance zone or by reducing the parking lane widths (absolute minimum of 2.2 meters)

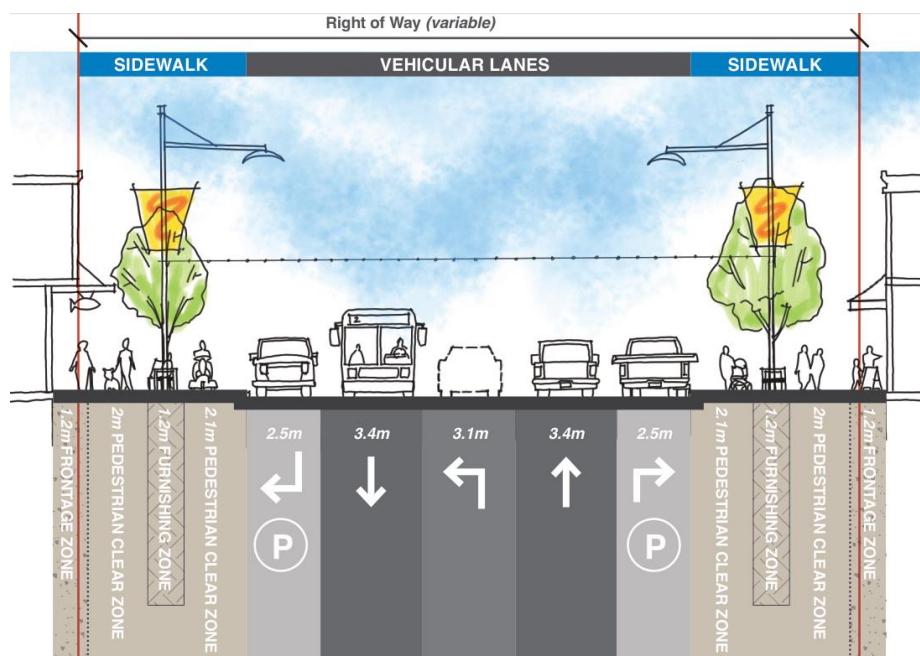


Figure 45: 100 Street Fort St. John

### Henry Avenue

The portion of Henry Avenue to the north of Main Street connects Main Street and the larger Downtown core. Henry to the south of Main Street intersects Wharton Street, and leads directly to the core of Memorial Park. This portion of Henry Avenue has been identified in the Memorial Park Master Plan as a future street closure to act as a pedestrian connection between Main Street and Memorial Park. An example of a pedestrian only streetscape is shown in Figure 46.

In addition to the street closure, a series of amenity upgrades will contribute to a lively year-round outdoor gathering space. The amenities proposed in the Memorial Park Master Plan include trees, stamped concrete, ornamental lighting, and seating. Within the road closure area, it is proposed to located a year-round washroom facility as a much needed public amenity. The intent of the road closure and streetscape enhancements is to create a gathering space that defines the Downtown core and its connectivity.



**Figure 46: Pedestrian Streetscape Example**

All-season public washrooms have been identified as a priority for Summerland's Downtown. Providing a public facility will encourage residents and visitors to remain in the Downtown core, and lessen the burden for business owners. Washrooms are proposed in the Memorial Park Master Plan adjacent to the playground, and in the Henry Avenue closure area. These options will adequately serve the public on Main Street and Memorial Park.

The west side of Henry Avenue between Main Street and Wharton Street is a location that is underutilized and has a central location that could be used for a public washroom. The proposed location is owned by Telus, and has infrastructure and fencing on site. It is recommended that through the process of pedestrianizing this portion of Henry Avenue, that the District engage with Telus to discuss the potential for a washroom facility in order to make a more public and functional use of a space that will become more prominent in Summerland's Downtown. An example of a recently public washroom in Penticton is shown below:



**Figure 47: Washroom facility in Penticton**

Prior to embarking on any street upgrades, it is recommended that the District determine if the downtown water system would benefit from looping a water main through Henry Avenue into Wharton Street.

### Wharton Street

Wharton street runs from east to west along the north side of Memorial Park, parallel to Main Street. Currently, many of the businesses that front onto Main Street have back-of-house operations that are accessed from Wharton Street. The result of this commercial orientation combined with raised hydro lines is a streetscape that resembles a laneway. Overall, Wharton Street requires significant upgrades to become a more visually appealing multi-modal corridor.

Wharton Street was identified by the Downtown Neighbourhood Plan Task Force as a key corridor of Downtown to revitalize. Throughout the engagement process, stakeholders identified the desire for a streetscape that was more connected with Memorial Park and could become an extension of the park during events. The Memorial Park Master Plan describes significant upgrades to Wharton street with the addition of wider sidewalks, underground electrical utility lines, designated food truck areas, and the option to easily close the street. Following the upgrade to these amenities, businesses will see the benefit of façade improvements and orienting frontages onto Wharton Street. Traffic impact analysis should be considered during the conceptual design of Wharton Street in tandem with Main Street design as changes to the Main Street cross-section may result in the need for complementary design and traffic flow considerations for Wharton Street.

The Trail of the Okanagans connects through Wharton Street to the east of Kelly Avenue. As a major multi-modal corridor connecting Summerland with the surrounding region, it is

recommended that infrastructure upgrades to Wharton include consideration and improvements directly related to the Trail of the Okanagans.

The Sidewalk Master Plan includes a sidewalk inventory to identify gaps and determine priority areas for improvement. Action item 1.1 of the themes and actions of the Sidewalk Master Plan is to develop a complete sidewalk network throughout the downtown and to other major pedestrian destinations. The addition of a sidewalk on Wharton Street between Victoria Road and Kelly Avenue was identified a high-priority item in the Sidewalk Master Plan. The Downtown Action Plan has the same recommendation for Wharton Street along with other additional recommendations related to parking and sidewalk crossing. The Action item should be updated in the Sidewalk Master Plan to reflect the updated direction for the street.

### 5.3.2 Laneways

Laneways play an important role in the streetscapes of Downtown Summerland. Creating inviting, unique, and well used laneways will provide long term benefits to the neighbourhood. There are five Downtown laneways that have been highlighted as areas for potential improvement, as shown in red below in Figure 47. These laneways are located behind Downtown streets that are predominantly commercial, with the intention of transitioning to more mixed use in the future. With the addition of more residents in the immediate area, these laneways have the potential to become an attraction rather than unused space. The beautification of laneways has become a popular way to re-invent the use of space in communities of all sizes, below are some examples of how laneways have been transformed from vacant space to destination style streetscapes.

Wharton Street has been identified as a laneway in Figure 47, but it has a road classification. It has been identified as a laneway for this section because of its current function as the “back of house”/delivery access for the businesses that front onto Main Street and the potential it has for laneway style beautification that will flow into Memorial Park. Typically, laneways are not used for active transit corridors but they could be considered in future laneway design plans.

Elements that can be used to create a vibrant laneway space can include:

- Murals;
- Art installations;
- Placemaking signage;
- Wayfinding signage;
- Micro Bars & Cafes;
- Natural elements;
- Lighting;
- Safety oriented design.

To promote the use of laneways in Downtown Summerland it is recommended that opportunities be identified to beautify laneways and encourage property owners to initiate improvement projects



Figure 48: Downtown Summerland Laneways (highlighted in red)



Figure 49: Fun Alley (Lower Lonsdale – North Vancouver)



Figure 50: Herridge Lane (Nelson)



Figure 51: Bernard Avenue Laneway (Kelowna)

### 5.3.3 Temporary Outdoor Patio Space

Temporary outdoor patio space located within a public roadway is a popular solution to provide cafes and restaurants an expanded seating area for the summer months. Temporary patios support the sharing of public space and show the public how Main Street can be altered in a temporary fashion. If there is public support after a number of trial seasons, the District can explore making some patio spaces more permanent through tenure agreements with adjacent businesses and expansion of the sidewalk into parking areas.

The District of Summerland manages roadway and has the authority to implement permitting and regulatory options to specify items such as:

- Number of patios permitted;
- Siting;
- Location, design, and materials;
- Timeframe;

- Permit fees (generally based on cost of parking stall use for the period of temporary use).

The ability to regulate patios through a patio permit program allows the District to consider how many parking stalls should be used for the patio program, and how many patios should be permitted within certain sections of the street. To make the streetscape attractive, having a design guide for temporary patios is recommended. The timeframe typically considered for temporary patios is from the last week of May to the end of September, with the possibility of extending the season, weather permitting.

Covid-19 has increased the demand for outdoor dining space, and Summerland responded with a rapid approval process to assist businesses affected by provincial restrictions. The expansion of current policy is recommended to allow temporary outdoor patios on public land, while taking into account the number of parking stalls being used, safety, and design standards. The program must clearly outline the permitted dates of install/removal, dimensions, number of parking stalls permitted to be used, location, materials, and design. It is recommended that businesses request the use of public land for use as a temporary outdoor patio be required to submit an application with supporting information about how their proposed patio meets program requirements.



Figure 52: Temporary Patio in Canmore, AB

### 5.3.4 Wayfinding Signage

Wayfinding is an information system for people to navigate the built environment. For example, the Town of Banff (Figure 52) wayfinding indicates the direction to amenities and adds to the sense of place through the sign design elements.



**Figure 53: Wayfinding Examples**

Wayfinding is an important tool for municipalities to connect with its residents and visitors. A well-designed wayfinding system will make downtown Summerland more accessible, enhance business development, and improve placemaking.

A good wayfinding system is thoughtful and intuitive. It understands a visitor’s basic needs: providing direction on where they can sit and relax, use the washroom, get refreshments, access transit or find parking. An affective wayfinding system also includes points of interest for the visitor such as a popular trail, an important historical landmark, a museum, or community center.

The City of Vancouver’s wayfinding system (Figure 53) tells the pedestrian where they are, and the location of transit stops. The map in the figure has a 5-minute walking buffer, which tells the pedestrian what destinations they can get to within a 5-minute walk.

The addition of wayfinding to the streetscape of Downtown Summerland will provide needed directional signage which will cater to residents and visitors alike. Given that Memorial Park is to serve as the focal point of the Downtown area, wayfinding signage to and from Memorial Park will be essential in guiding people and creating that vibrant public space. Signage in the park could detail other points of interest



**Figure 54: City of Vancouver Wayfinding**



such as the location of Main Street, Downtown historical landmarks or the closest walking trail. The intersection of Main Street and Harvey Avenue would also be a convenient location for signage.

## 5.4 RECOMMENDED ACTIONS

1. Prioritize the pedestrianization and beautification of Henry Avenue between Main Street and Wharton Street to act as a catalyst project in Downtown Summerland.
2. Complete conceptual design and associated traffic impact assessments to explore Main Street cross section options and feasibility, including landscaping, site furniture, and street lighting. Conceptual design should:
  - Determine potential cross-section options to widen sidewalks, upgrade street and landscape lighting, boulevard landscape enhancements, and provide ease in establishing patio spaces by reconfiguring parking and vehicle lanes.
  - Consider the feasibility of maintaining angle parking or incorporating parallel parking on both sides of the street, or other parking options.
  - Identify the need to upgrade and maintaining infrastructure utilities.
3. Consider integrating Wharton Street into Summerland Memorial Park to create a flexible event space.
  - Traffic Lanes, curb and sidewalk treatment on south side of Wharton should be integrated into park plaza areas to create seamless transition of event space when Wharton is closed.
  - Removable bollards should be introduced at Victoria Road and Kelly Avenue to have the option of completely closing the street during events.
4. Identify opportunities to beautify laneways and encourage property owners to initiate improvement projects
  - Engage with local community, arts and cultural groups to generate ideas and locations for laneway beautification projects.
  - Consideration of enhanced laneway beautification on Wharton Street through specific guidelines of lane-facing built form treatment being included in the Downtown development permit area.
5. Develop a strategy and implementation plan for a Downtown wayfinding signage program
  - The strategy should seek to clarify what landmarks and locations are of most relevance to visitors to the downtown.
  - Provide pedestrian oriented wayfinding signage while also recognizing that wayfinding to Downtown and off-street parking areas is important to guide visitors as they drive into the downtown area.
6. Build on existing provisions to develop a temporary outdoor patio permit program

- Review temporary outdoor patio licensing programs from other nearby jurisdictions to develop policy and permitting process that enable the District to support local businesses.
  - Establish design guidelines, safety protection, consistent standards, and template tenure agreements for temporary outdoor patio spaces.
7. Update the Cycling, Sidewalk, and Transportation Master Plans to align with the recommendations of the Action Plan
    - As required, update the recently completed Cycling and Sidewalk Master Plans to incorporate new actions identified in this Plan.
    - Undertake a comprehensive update of the TMP to address the road infrastructure needs of this Downtown Neighbourhood Action Plan along with the needs of the broader District's transportation network.
    - Integrate recommended road upgrades with required asset management and utility upgrades.
  8. Complete further research on First Nations and settler history in the Downtown area and incorporate findings into the streetscape, such as interpretive signage alongside wayfinding and public art exhibits.
  9. Develop a plan for a transport truck bypass of Summerland's Downtown, and amend the Summerland Transportation Master Plan.

## 6.0 PARKING INVENTORY & ANALYSIS

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A parking analysis of Downtown Summerland was undertaken through an on-the-ground inventory assessment, policy review and analysis, and a community survey.

The key findings from these streams of analysis are as follows:

- Downtown Summerland has an adequate number of parking stalls to serve current average daily parking demands;
- Some residents expressed that parking is an issue in Downtown Summerland;
- Summerland has taken steps to implement parking policies that reflects best practices, and additional options to improve access to parking have been identified for consideration.

Recommended actions relate to maximizing the existing parking supply in Downtown Summerland , and incentivize development to provide parking options that are in the long-term interest of the Downtown streetscape.

**Project Goal: To provide parking options and policy recommendations for Summerland that reflect best practice standards.**

This section links to the following Guiding Principles:

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Downtown is CONNECTED

Downtown is PREPARED

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### 6.1 EXISTING PARKING CONDITIONS

An inventory assessment of parking was completed in September 2021 for the study area shown below, in Figure 54. An existing GIS inventory database provided by the District of Summerland was established as a foundation to undertake new parking inventory data collection. All on and off-street parking areas were categorized by time restrictions, public versus private use, vehicle type (RV lots, electric vehicle charging stations), and reserved accessible stalls. A full analysis of parking in Downtown Summerland can be seen in Appendix F.

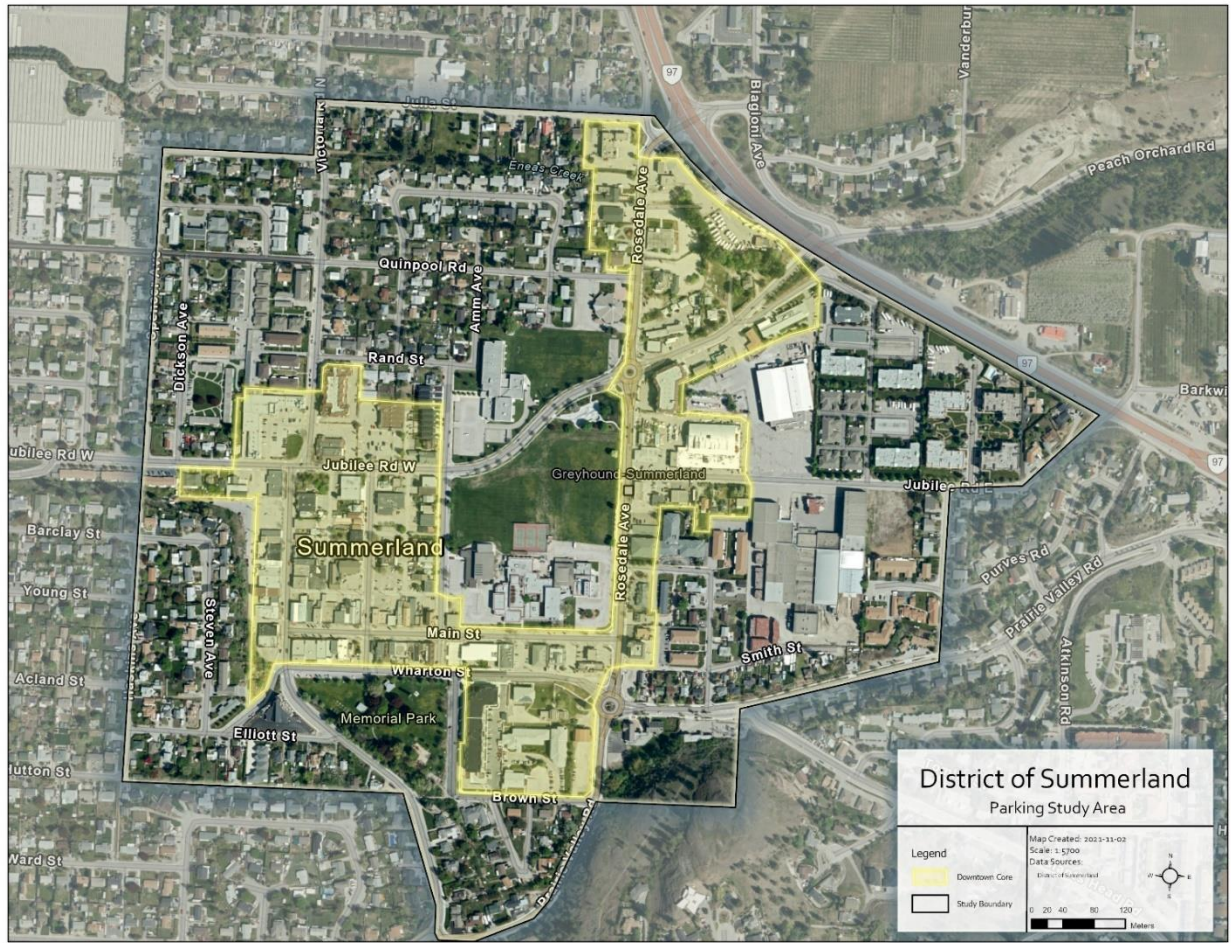


Figure 55: Parking Study Area

### 6.1.1 Parking Analysis

The following recommended actions are to be considered as a means to maximize the effectiveness of the District's existing parking stock and the use of parking space in the Downtown neighbourhood moving into the future.

### 6.1.2 Parking Requirements

Generally, the trend in best practice for parking requirements has moved towards setting minimums based on Gross Floor Area (GFA) rather than less tangible quantities such as classrooms (secondary schools) or total amount of children (child care centres). Future amendments of the zoning bylaw should reflect this practice. Another best practice for Downtown revitalization is to minimize the number of parking requirements for specific uses to avoid additional parking requirements for construction of new buildings in the demolition and redevelopment of new buildings in the Downtown core.

When analyzing Summerland's Downtown parking requirements with comparable communities, the parking minimums are generally in alignment with neighbouring zoning

bylaws. There are land uses where Summerland requires an above average parking requirement and may wish to consider reducing/adjusting the parking requirements including:

- Secondary school
- Retail
- Child Care Centre
- Eating & Drinking Establishments
- Housing (Townhouse/Apartment)

Reducing parking minimums in the Downtown Core District, Civic District and High Density Residential District provides the opportunity for developers to build more walkable and less expensive units. Promotion of these reduced parking minimums in the development community will be an important factor as many communities offer parking requirement reductions, but are seldom utilized due to lack of knowledge by developers.

The District has recently reduced the residential parking requirements for the CB1 zone to only require 1 stall per residential dwelling unit, which is a positive step in incentivizing development in Downtown Summerland. To incentivize Downtown development further, consideration of further reductions in parking requirements is recommended based on the walkability and principles of smart growth.

The Central Business Zone (CB1) in the District's Zoning Bylaw requires 1 stall per dwelling unit, this is in comparison to 2 stalls per dwelling unit for housing in the majority of the District's other zones. Continuing this reduction of required stalls per dwelling unit to the recommended amendments to zones as described in Section 3.0 – *Land Use & Zoning Analysis* will help incent redevelopment of Downtown.

Reducing parking minimums in the Downtown Core District, Civic District and High Density Residential District provides the opportunity for developers to build more walkable and less expensive units. Increasing awareness of these reduced parking requirements in the development community is recommended to attract potential investment in the Downtown core.

Consideration of progressive parking best practices can result in lower construction costs , and encouraging under structure parking options will allow for more efficient land use in Downtown Summerland. As new development is undertaken with reduced surface parking a more vibrant streetscape will begin to emerge.

It is recommended that the District monitor the utilization of District parking lots and consider the viability of redeveloping those lands while maintaining public parking commitments made by collecting cash in lieu of parking. Parking lots could potentially be re-developed to include a multitude of uses while also incorporating under structure public parking. There are numerous examples throughout the Province of these types of arrangements.

More detailed comparisons are outlined in the Parking Inventory & Analysis memo in Appendix F.

## 6.2 CASH-IN-LIEU OF PARKING

Table 10: Cash-in-lieu of parking comparison

	Summerland	Peachland	Nelson	Penticton	Revelstoke	Kelowna
<b>Cash-in-lieu</b>	\$3,000	\$6,000	\$10,000	\$13,000	\$20,400	\$33,000

Cash-in-lieu of parking is based on a formula utilizing the cost of construction of a parking space, the area of a parking space, annual maintenance costs, and the ability to share between various uses. This amount reflects the true cost of the District designing, constructing, and maintaining parking. The amount also includes replacement cost.

The current cash-in-lieu of parking rate in Summerland is \$3,000 per stall, which is low compared to other communities, and does not reflect the actual cost to the District of providing parking. The amount charged for cash-in-lieu parking should consider the cost recovery required for the provision of additional District-owned parking stalls. Each parking stall that a development does not provide has the potential to impact the services that the District provides including on-street parking and future parking solutions (additional District owned lots for parking, or the construction of a parking garage). The land that additional parking stalls require comes at a cost, and the District will use the funds collected from developers to offset the expense to the taxpayer.

### Suggested Approach

Finding the correct balance for the cash-in-lieu of parking requirements varies from community to community. While a \$3,000 charge is low, a \$33,000 fee may be too high for Summerland as it may deter potential developers and does not accurately reflect the cost to the District to provide a parking stall. Larger communities tend to have higher cash-in-lieu rates due to the lower potential impact on development, and the higher cost and availability of land.

When comparing the size of Summerland to other communities and the form of development expected, revising the cash-in-lieu amount to between \$10,000 and \$15,000 would better align the Zoning Bylaw with best practices and more accurately reflect the true cost of providing parking in Summerland. Referring to comparative communities, the largest cash-in-lieu amount was in Kelowna at \$33,000, and the lowest was Summerland with \$3,000. Summerland and Kelowna could be considered to be outliers, and the average amount between Peachland and Revelstoke is \$13,200.

The recommended cash-in-lieu amount is balanced between comparable communities, the real cost of the construction of a parking stall, and the perceived tipping point where the development community would see the cost as a barrier to investment.

### 6.3 TIME LIMITS FOR PARKING

The majority of the commercial core (Main, Wharton, Victoria, Henry, and Kelly) has a 2-hour parking limit. To create a higher parking space turnover, it is recommended that sections of these core streets be converted to 15-minute parking spaces. Areas for 15-minute parking restrictions should be evenly distributed throughout the Downtown, as well as adjacent to stores and services that would require stalls for drop off/pick up. Targeted locations may include established restaurants so that people can pick up to-go orders, or stores that sell heavier items so that the 15-minute zones can be used as loading spaces. Evenly distributed and thoughtfully placed 15-minute parking stalls will help the public find parking in the Downtown core and could lead to better public perception regarding the ability to find a parking stall Downtown.

The residential areas surrounding the commercial Downtown Core generally have on-street parking available with an unlimited timeframe. As the Downtown core undergoes intensification there may be more vehicles parked in residential areas close to the commercial core. To give residents of these residential areas greater access to parking, a tight radius of 2-hour parking limits should be distributed around the Downtown core. The amount of 2-hour parking should be a balance between the needs of local residents and patrons of Downtown business/Summerland amenities.

### 6.3.1 No-Limit Lots

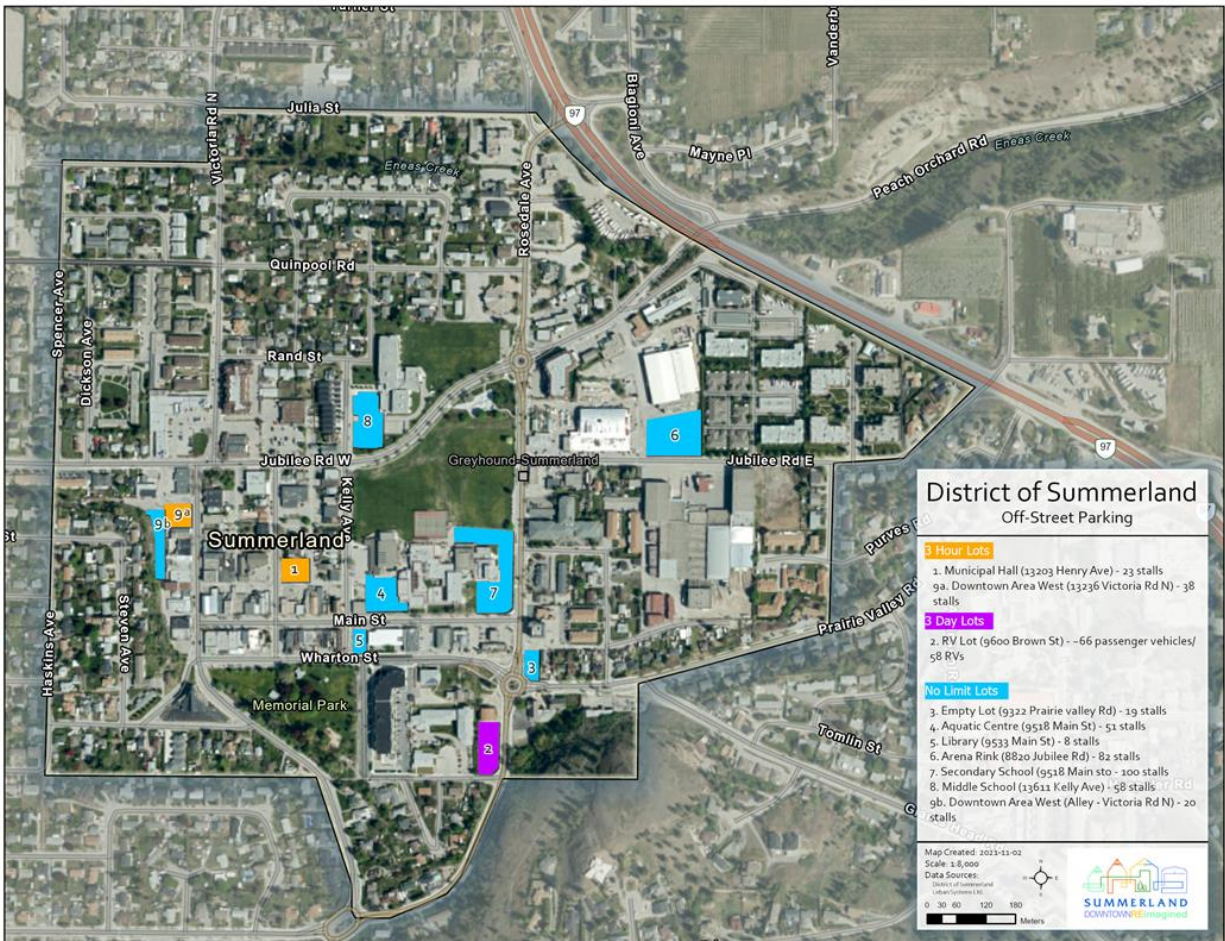


Figure 56: Downtown Off-Street Parking Locations

There are currently seven public parking lots in Downtown Summerland with no time limits. Five of these no-limit lots service public amenities such as the library, schools, and the arena. The lots identified in Figure 55 as Lot 3 and Lot 9b are in close proximity to the Downtown core and have the potential to serve a wider user group or be turned into pay-per-use lots.

Overall, here is a high amount of no-limit street parking in Downtown Summerland, and any additional no-limit lots that do not serve a specific purpose can be developed, investigated for disposition, or converted to pay-per-use lots when required.

### 6.3.2 Employee Walk-a-Block

To encourage employees of Downtown businesses to park further from their place of work and, in turn, free up parking spaces, it is recommended that the District of Summerland develop a “Walk-a-block” program. The program could provide possible parking locations and/or mapping to help employees in the Downtown core to find parking within a reasonable distance. Information about the program could be advertised using the District website, social media, and flyers at Downtown businesses.



Walk-a-block programs are relatively inexpensive to produce and can result in a Downtown core with more parking opportunities.

### 6.3.3 Parking Identification

While Downtown Summerland has enough parking stalls to serve the community, it's parking lot signage and wayfinding is ineffective. Additional parking signage would likely improve the resident and visitor experience Downtown. It is recommended that Summerland investigate directional signage for parking facilities and web-based navigation technologies.

Orientation and directional signs should be located at major gateways into downtown Summerland. This signage would help residents and visitors locate parking and simplify walking by foot around the downtown area. Wayfinding signage could include parking lot and garage name signs, parking destination symbols, and an electronic kiosk, which provide information on lot capacity. In addition, Summerland should consider exploring web-based navigation. Through a mobile app, or digital signage visitors could receive real-time parking availability.

Any parking signage added to Downtown should match the branding of Summerland. Effective signage should also include color coding, standardized icons, and accessibility tools for the physically and visually impaired.

It is recommended that Summerland explore wayfinding opportunities including pedestrian signage, orientation and directional signs for parking facilities, and web-based navigation technologies and incorporate with the pedestrian focused wayfinding recommended actions outlined in Section 5.3.4. Examples of a web-based tool to improve parking are to provide parking lot information to platforms like Google Maps, or to partner with a mobile app developer and market an app that maps available parking stalls. The latter option is more complex as it requires individual web-connected sensors which would produce a result similar to digital signage outside a parkade indicating the number of free stalls, but accessed through a smartphone app. This option is more popular in larger urban centres and can still offer benefit to Summerland's residents and visitors.



Figure 57: Web Based Parking Application

## 6.4 RECOMMENDED ACTIONS

1. Review minimum parking requirements
  - Complete further research and consider parking requirement reductions for secondary schools, retail, child care centres, eating and drinking establishments and housing (townhouse/apartment);

- Update zoning bylaw to establish parking requirements based on Gross Floor Area (GFA);
  - Investigate a reduction in parking minimums for the Downtown Core District, Civic District and High Density Residential District;
  - Increase awareness of any revisions to parking minimums to development community.
2. Revise cash-in-lieu requirements for parking
    - Increase the cash-in-lieu required of parking stalls to better reflect the actual cost of providing parking in Downtown Summerland.
  3. Revise time limits for parking in the Downtown core
    - Determine best locations of the commercial core to update parking time limits to 15 minutes;
    - As demand for parking increases, consider implementing 2 hour parking limits in residential areas surrounding the Downtown core;
  4. Consider alternate use of no-limit lots
    - Complete further research into transitioning "no limit parking lots" in the Downtown Core to pay-per-use;
  5. Encourage parking education programs
    - Develop and market "walk-a-block" program for Downtown employees
    - Investigate directional signage for parking facilities and web-based navigation technologies.
  6. Identify opportunities for partnerships and shared use agreements to provide public access to underutilized private parking facilities for peak periods and events.

# 7.0 FINANCIAL AND REGULATORY INCENTIVES

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Project Goal: To incentivize preferred development in select areas of the Downtown neighbourhood through financial and regulatory policy

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Downtown is DIVERSE

Downtown is PREPARED

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## 7.1 DEVELOPMENT COST CHARGES

### 7.1.1 What are Development Cost Charges?

Development Cost Charges (DCCs) are monies that are collected from land developers by a municipality, to offset some of the infrastructure expenditures incurred to service the needs of new development. DCC's are imposed by bylaw pursuant to the *Local Government Act* and are intended to facilitate development by providing a method to finance capital projects related to roads, drainage, sewers, water, and parkland.

The DCC comparison for the District of Summerland (Appendix G) gives a quantitative view of the Development Cost Charges (DCCs) for various communities within the Okanagan Valley and Summerland's current DCCs and related items.

The report includes the following sections:

- A comparison of DCCs by community for Roads, Drainage, Sewer, Water, and Parks, separated into different Property Class categories:
  - Single Family,
  - Multiple Family,
  - Commercial,
  - Industrial, and
  - Institutional.
- A comparison of assist factors by community, by infrastructure type
- A comparison of DCC cost allocation method to each Property Class (per unit, per floor area, per land area), by community.
- Information on geographic specific sectors for DCCs, by community
- A review of infrastructure specific DCCs
- A discussion on Administrative Fee percentages specific to any other subcategories of Infrastructure.

## 7.1.2 Definition of Assist Factor

According to the DCC Best practice guide, the *Local Government Act* states that the purpose of DCCs is to provide funds to “assist” the local government to pay the costs of municipal parks and infrastructure. By not allowing 100% of the development related costs to be charged to new development, the legislation implicitly requires an “assist factor.” As a matter of Ministry policy, a requirement exists for local government to provide a level of financial assistance. The municipal assist factor is separate from any allocation of costs made between new development and existing users. No guidance is provided by the Ministry as to the magnitude of the assist factor; some local governments have set it as low as one percent (i.e., 99% of the development related capital costs are borne through DCCs), while others have set it much higher. This factor can reflect Council’s desire to encourage development and is largely a political decision.

## 7.1.3 Overview of Assist Factors by Community

Assist factors can range in size depending on several items. For the large urban communities reviewed, assist factors ranged between 1% and 15% while small communities reviewed ranged between 1% and 70%. Summerland has the highest assist rates in the region.

**Table 11: Overview by Assist Factor Comparison**

	Roads	Sewage	Storm	Water	Parks	Water Filtration/ Water Treatment
<b>Kelowna</b>	15%	1%	n/a	1%	8%	n/a
<b>Vernon</b>	1%	1%	1%	1%	1%	n/a
<b>West Kelowna</b>	1%	1%	1%	1%	25%	n/a
<b>Oliver</b>	1%	1%	n/a	1%	1%	n/a
<b>Summerland</b>	50%	1%	70%	1%	50%	n/a
<b>Osoyoos</b>	1%	1%	1%	1%	1%	n/a
<b>Lake Country</b>	1%	1%	1%	1%	1%	n/a
<b>Peachland</b>	1%	1%	1%	1%	1%	1%
<b>Penticton</b>	5%	15%	3%	15%	5%	3%

Summerland’s Development Cost Charges Bylaw No. 2000-194 was adopted in 2006 and is no longer considered current when compared regionally, or for the type and location of expected development in Summerland. Based on the comparative analysis and the new infrastructure projects required to accommodate growth it is recommended that the District undertake a comprehensive DCC Review as a short-term priority goal.

## 7.2 BUSINESS SUPPORT SERVICES

To stimulate economic development of Downtown, further support for entrepreneurs and businesses is needed. The District should support the Chamber of Commerce in the establishment of Downtown business vibrancy initiatives. The Chamber should also continue to be supported through business and tourism campaigns, like Shop Local Summerland. The District should work with the Chamber of Commerce to determine how the campaign can be expanded.

Events such as Light Up and Action Fest bring considerable amounts of revenue for local businesses and people to the Downtown core. These events require the support and involvement of many District departments to ensure their success. The District needs to show support of these events, with agreement or allocation of funds to ensure that the equipment for the events will be available to organizers. Another event that the District should consider is hosting a Pride Week or Pride celebration downtown. Pride Week is the essence of vibrancy sought by this Action Plan.

Small business and entrepreneurs face extremely high risks when entering the marketplace, costs of office space and other variables can often be prohibitive to their success. Summerland's Downtown needs the vision of entrepreneurs to inject vibrancy and new ideas into the streets and commercial buildings. The promotion of entrepreneurship in Summerland can be supported through developing partnerships and actively pursuing the establishment of a co-working space or micro-business hub in the Downtown neighbourhood. For example, the District could collaborate with the Okanagan Young Professionals Collective to host networking events in the downtown area. The Okanagan Young Professionals Collective is a networking and events opportunity for new and/or young career professionals. Accelerate Okanagan would also be a great resource for the District.. Accelerate Okanagan provides the resources, in-house experts, and accelerator programs for tech entrepreneurs based in Kelowna. In addition, the District should also engage with students at Penticton Campus of Okanagan College and getting an understanding to what they would like to see in a coworking space downtown.

## 7.3 REVITALIZATION TAX INCENTIVES

The District does not currently have a Revitalization Tax Exemption program; however, the District's Permissive Tax Exemption Policy 200.2 (2014) does identify that Council may consider an application for a Revitalization Tax Exemption. Municipalities generally provide a revitalization tax exemption to targeted revitalization areas within the community. As per the *Community Charter* (s. 266):

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A municipal council may, by bylaw, exempt specific properties from municipal property value taxes (i.e. not school or parcel taxes) for up to 10 years in order to encourage economic, social or environmental revitalization within a community.

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To use this authority, a revitalization tax exemption program must be established. Exemptions may apply to the value of land or improvements, or both. The program can specify the amount and extent of tax exemptions.

The intent of tax exemptions is to encourage revitalization in an area, a certain type of property, or a particular type of use on a property. Examples of revitalization objectives that can be encouraged with a revitalization tax exemption include:

- Environmental revitalization – encouraging “green” building technology, environmental sustainability
- Economic revitalization – encouraging investment and employment
- Social revitalization – encouraging affordable housing, construction and preservation of affordable rental housing
- Other types of revitalization – encouraging conservation of heritage property, residential intensification, façade improvements and beautification

To establish a revitalization tax exemption program Council must establish a bylaw that outlines the parameters and conditions of the program. Examples of the types of conditions that the bylaw could require include minimum floor area, type of use, or entering into a housing agreement with the municipality for purpose built rental housing. The bylaw and it’s conditions can be made applicable to the entire municipality but are more often applied to specified areas within the municipality. Summerland could investigate the potential benefits of a revitalization tax exemption program for the entire Downtown neighbourhood or specific areas.

The District may consider implementing a Revitalization Tax Exemption Program in Summerland once high priority initiatives have been implemented if additional incentives are required to meet plan goals and objectives.

## **7.4 DEVELOPMENT APPLICATION STREAMLINING**

Summerland’s Development Process Improvement Advisory Committee is comprised of citizens and construction industry representatives and provides assistance to Council and staff during bylaw updates, and processes and procedures relating to planning, development, and construction. The committee has done extensive work to streamline the development application process in Summerland, and the contents of this section are intended to supplement and encourage the progress that has already been made.

An existing example of progressive policy in Summerland is the Building Bylaw that institutes a maximum timeframe of 30 days to intake, review, process and issue a Building Permit for ‘simple’ buildings. If the timeframe is not met, the applicant is due to receive a refund of 20% of the cost of the Building Permit fee. This is a fairly unique municipal policy that encourages a quick turnaround time and demonstrates to the development community that concern around timelines is being recognized.

### **7.4.1 Development Application Process Improvements**

Ensuring a smooth development process is essential to attracting investment opportunities, as lengthy delays and confusing processes can signify that the District is not “open for business”. It is recommended that the District promote and broadcast the improvements already made throughout the Okanagan to attract investment to the community.

There are a number of additional streamlining considerations that the District may wish to consider including amending the Development Application Procedures Bylaw to reflect *Local Government Act* changes (Bill 26 enacted November 2021) including the removal of the default requirement for public hearings for zoning amendments that align with the OCP land use designations. Bill 26 revisions also provide the ability for Council to delegate minor development variance approvals to staff. When considering bylaw amendments to reflect these legislative revisions, it is recommended that Council also consider the expansion of the scope of delegated authority for development permit approvals.

### **7.4.2 Priority Application Stream**

The District may consider analyzing the benefits and challenges of establishing a priority stream for applications in the Downtown neighbourhood that are aligned with the OCP. This application stream would encourage developers to align proposals with updated regulations, and drive interest in Downtown investment. The benefits of decreasing the timeframe of the application process would also be of interest to the development community as this is often one of the most important factors for the profitability in the private sector.

### **7.4.3 Application Guides & Brochures**

Development application guides are the first point of reference for the public when considering the submission of an application. Application guides and brochures should clearly summarize redevelopment goals and opportunities and help to explain and simplify the process.

Educational processes on materials are not intended to cover the intricacies that will occur in specific projects and no brochure can replace the one-on-one staff time discussing a proposed development, but instead these materials help to give broad context and to decrease the amount of staff time dedicated to process related inquiries.

### **7.4.4 Information Sharing and Promotion**

Web based information hubs offer a centralized location for developers and residents to search for material related to development in Downtown Summerland. Visual guides and step-by-step processes that interpret policies and bylaws will offer the most benefit to the public.

A specific webpage on the District site dedicated to Downtown development will be a benefit to developers and also result in less pressure on District staff to respond to inquiries about development. A web-based information hub would include application specific

information, important links, examples of preferred development styles and guidelines, and resources for both property owners and developers.

Hosting regular in-person and virtual information sessions for developers, businesses, and property owners to learn more about the opportunities provided by planned or recent zoning amendments and the provision of information that has been created to facilitate approvals will further benefit the District, the development community, and create networking opportunities. Virtual sessions may attract out of town investors that are curious about the opportunities in Summerland.

## 7.5 RECOMMENDED ACTIONS

1. Complete a comprehensive DCC Review that considers the inclusion of infrastructure needed to facilitate increased density downtown as DCC projects.
2. Consider investigating the potential of a two tier DCC system and determine if it would result in lower DCCs for the Downtown core.
3. Review of the costs related to infrastructure based on Summerland's high Assist Factor
4. As part of a Comprehensive DCC Review, consider implementing a DCC reductions bylaw to potentially incent pedestrian oriented, infill, Downtown development with low environmental impact and possibly for some forms of affordable housing with a financial plan to replace the shortfall of DCCs collected.
5. Promote ongoing partnership with the Chamber of Commerce through the creation of a Downtown Revitalization Committee and support of local business initiatives.
6. Continue to support events in the Downtown core.
7. Pursue partnerships to encourage the development of a co-working space or micro business hub in Downtown Summerland.
8. Consider implementing a Revitalization Tax Exemption Program in Summerland
9. Undertake a review of the District's development approval structure to identify opportunities to streamline the application process, including the potential of a priority application stream for the Downtown.
10. Create web-based information and consider hosting an information session for developers, businesses, and property owners



## 8.0 INFRASTRUCTURE ANALYSIS

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Project Goal: To create streets for all modes of travel while investing in infrastructure upgrades to facilitate future growth

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Downtown is CONNECTED

Downtown is PREPARED

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The engineering review of Downtown Summerland is based on a high level review of existing infrastructure that correspond with the recommended land use concept plan and recommended zoning bylaw updates. The review will offer recommended actions for infrastructure planning to inform system upgrades and maintenance to plan and provide the capacity for additional growth in Downtown Summerland.

Preliminary Class “D” cost estimates are provided for each type of infrastructure improvement based on a high level review, and it should be noted that the costs are for standalone improvements. Should the District improve multiple types of infrastructure in a single works project, the costs would decrease significantly.

### 8.1 WATER

Based on the outputs of the District’s water master plan analysis, it appears the existing system can provide adequate flow and pressure to meet the growth requirements (average demands) outlined in the plan. However, the master plan has identified upgrades to improve fire protection in the downtown.

The following section outlines upgrades needed to improve the fire storage time and fire flow to the area. The piping upgrades would be triggered as development occurs and frontage improvements are triggered. These would need to be confirmed with hydraulic modelling at the time of development.

#### 8.1.1 Fire Flow and Storage

The system currently does not provide adequate fire flow and storage for the downtown area. The FUS standard is fire flow storage of 225L/s for 2.875 hours. The District’s water master plan identifies upgrading the existing storage volume in order to achieve the required storage time.

The piping upgrades shown in Figure 57 are based on increasing pipe sizes in the downtown area from 150mm to the current standard of 200mm to convey fire flows of 225L/s and ensure pipe velocity requirements are not exceeded during a fire. Additionally, some looping has been shown to increase capacity to deliver the necessary fire flow.

## 8.1.2 Cost Estimates

Conceptual water network cost estimates for proposed water upgrades to the distribution systems are summarized below in Table 12. The estimates are based on recently tendered projects in the Okanagan area as well as from discussions with local contractors, major equipment suppliers and specialist sub-consultants and is considered a Class 'D' estimate. These estimates have been prepared after very limited site investigations and a review of previously completed studies. A contingency allowance of 25% plus 15% engineering is being used for these Class 'D' estimates which are appropriate for these classes of estimate. The estimates do not include any GST, land acquisition costs, permitting and financing or legal fees.

The cost for the increase storage and water separation project including moving more water onto the irrigation system and off of the water treatment plant is being considered as part of the ongoing water master plan development. Utilizing the water treatment bypass valve to allow a large volume of storage water from Summerland Reservoir to be available in the event of the WTP clearwell being too low is identified in the draft Water Master Plan. Cost estimates for increasing storage capacity and fire flows are included in the draft Water Master Plan (2022).

**Table 12: Conceptual Cost Estimates for Proposed Water Network Upgrades**

Water Network Improvements				
Item	Driver	Unit	Unit Cost	Total
200mm Main	Upgrade	2700	\$1,017.64	\$ 2,747,628.00
250mm Main	Upgrade	210	\$1,063.64	\$ 223,364.40
<b>Sub-Total</b>				<b>\$ 2,970,992.40</b>
Engineering and Contingency				\$ 1,188,396.96
<b>Total (Rounded)</b>				<b>\$ 4,159,000.00</b>

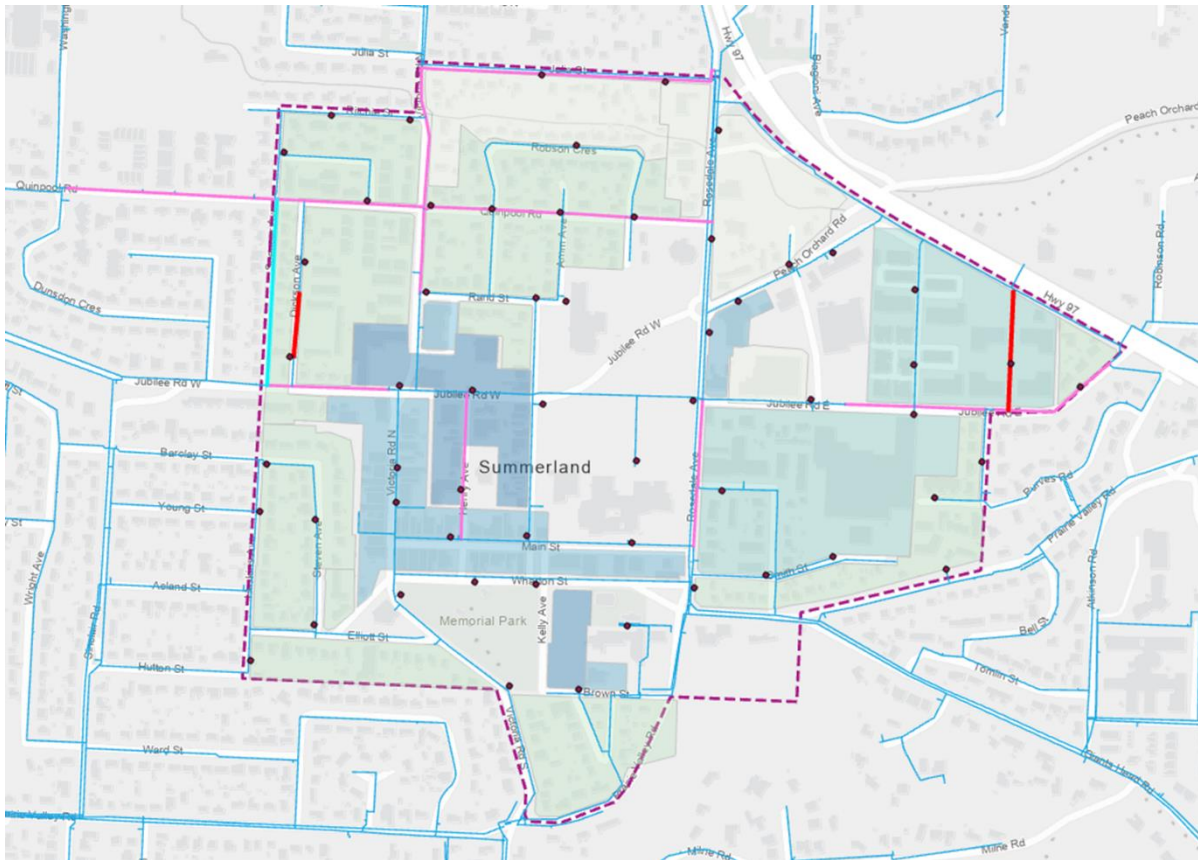
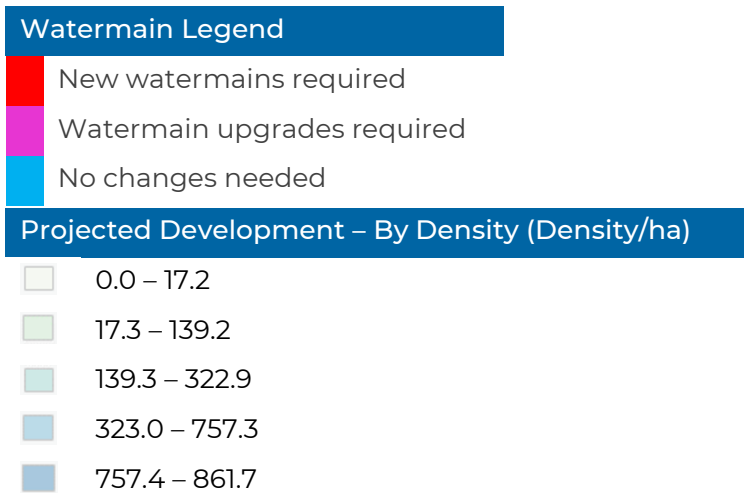


Figure 58: Piping Upgrades



## 8.2 SANITARY SEWER

The infrastructure and servicing review of the sanitary sewer system in Downtown Summerland did not identify any required upgrades. The current infrastructure was found to be adequate for the growth expected in the Downtown Plan subject area.

### 8.3 STORMWATER

Conceptual cost estimates for proposed storm upgrades to the distribution and collection systems are summarized below in Table 13. The estimates are based on recently tendered projects in the Okanagan area as well as from discussions with local contractors, major equipment suppliers and specialist sub-consultants and is considered a Class 'D' estimate. These estimates have been prepared after very limited site investigations and a review of previously completed studies.

A contingency allowance of 25% plus 15% engineering is being used for these Class 'D' estimates which are appropriate for these classes of estimate. The estimates do not include any GST, land acquisition costs, permitting and financing or legal fees.

The servicing reviewed identified no upgrades required to the sanitary sewer collection system. The tables below summarize the costs for the identified storm sewer system upgrades. These improvements are illustrated in **Figure 58**.

**Table 13: Storm Sewer Improvements**

Storm Sewer Improvements				
Item	Driver	Unit	Unit Cost	Total
250mm Main	New	4400	\$937.14	\$ 4,123,416.00
300mm Main	New	600	\$990.14	\$ 594,084.00
375mm Main	New	210	\$1,106.14	\$ 232,289.40
450mm Main	New	475	\$1,161.14	\$ 551,541.50
600mm Main	Upgrade	590	\$1,210.14	\$ 713,982.60
750mm Main	Upgrade	850	\$1,253.14	\$ 1,065,169.00
<b>Sub-Total</b>				<b>\$ 7,280,482.50</b>
Engineering and Contingency				\$ 2,912,193.00
<b>Total (Rounded)</b>				<b>\$10,193,000.00</b>

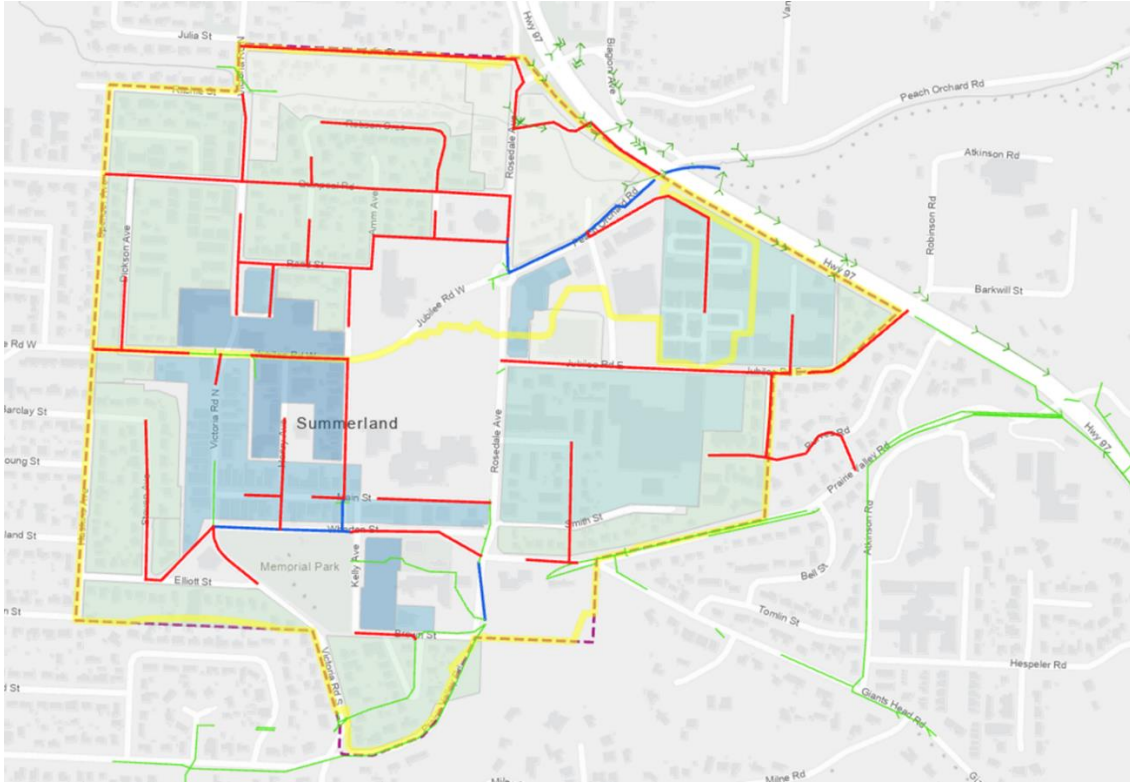


Figure 59: Stormwater Infrastructure

**Storm Main Legend**

- New storm mains required
- Storm main upgrades required
- No changes needed
- Primary catchments

**Projected Development – By Density (Density/ha)**

- 0.0 – 17.2
- 17.3 – 139.2
- 139.3 – 322.9
- 323.0 – 757.3
- 757.4 – 861.7

## 8.4 LIGHTING STANDARDS

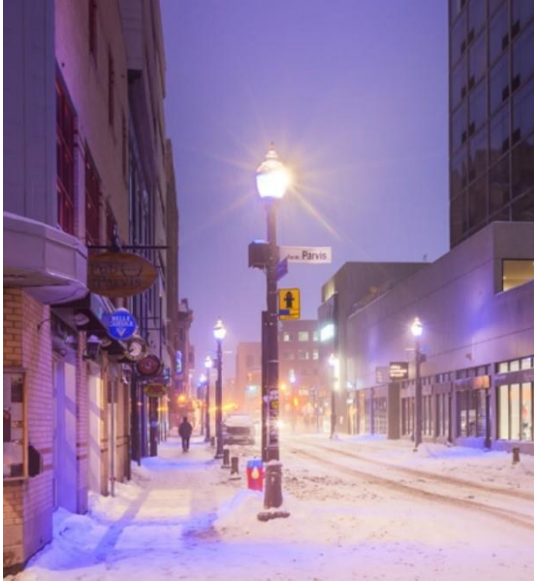
The current lighting standards in Downtown Summerland need to be replaced due to age, reliability, high energy usage, and because there is a mix of lighting standards which do not create a uniform streetscape for the Downtown neighbourhood.



**Figure 60: Existing Summerland Lighting Standards**

Developing a uniform lighting standard for Downtown Summerland will help residents and visitors to feel a sense of place and provide an aesthetically pleasing look to the Downtown core. Downtown Summerland hosts a number of events which require banners, and other additions to the lighting standard, which is an important element to consider for new infrastructure. Standards should be adaptable, sturdy and have long lifespans in addition to aesthetic elements to be of the highest benefit to a community.

Lighting standards have the potential to provide more elements to the streetscape than lighting, they can be Wi-Fi hotspots, locations for electronic signage, bicycle parking, panic buttons, speaker mounts, and much more. There are several urban lighting solutions that provide lighting standards that are completely customizable to meet the varying needs that Summerland has from street to street. Any standard that is ultimately chosen to be installed should have the option to be customizable. It is recommended that the District also consider the ongoing maintenance and integration with other lighting standards used throughout the community.



BEN-S



LF-GFR-ICR

**Figure 61: Customizable Lighting Standards**

To better service the needs of Summerland residents it is recommended that Summerland's Works & Infrastructure department review potential lighting standards and identify the specific attachments and customizable elements for uniform use in Downtown Summerland.

## 8.5 ELECTRICAL

Electrical poles and wires are a common sight in Downtown Summerland. This infrastructure requires frequent maintenance, and is unsightly. Many municipalities choose to bury the power lines during revitalization works or general infrastructure renewal. The costs of burying electrical wires is costly and is often seen as prohibitive in many locations. Due to the high cost of works it is important to prioritize locations that have the greatest need.

Wharton Street has power lines that run between Victoria Avenue and Kelly Avenue, and were identified by the Downtown Neighbourhood Plan Task Force as having the highest priority for undergrounding works. The cost estimated by the Works & Infrastructure department to bury the section adjacent to Memorial Park is \$2 million plus contingency. As with all infrastructure projects, the costs for parts and labour have risen considerably since 2020, and the costs will continue to rise for the foreseeable future. It is recommended that the power lines be buried at the time of Wharton Street revitalization and any future undergrounding works correspond with ongoing infrastructure renewal.



**Figure 62: Wharton Street power lines**

Other locations in the commercial core (shown in the figure below, highlighted in red) of Downtown Summerland that should be recognized as having potential to bury power lines include:

- The laneway that connects Victoria Road North and Kelly Avenue
- The laneway immediately to the west of Victoria Road North





## 8.6.2 Water Supply

The potential impacts to water distribution systems appear to be less severe and more uncertain than those to stormwater management systems, primarily because most of the system is buried. There are still some potential impacts;

- Watermains
  - Less snow means less insulation and increased potential for freezing during extreme cold events. Increasing average temperatures do not mean that extreme cold events will no longer occur. The events may be less frequent and with less snow, potentially more risky.
  - Warmer temperatures and increased soil moisture (from more precipitation and higher groundwater levels) could increase the potential for corrosion of buried infrastructure.
- Longer, drier summers would extend the need for landscape irrigation and overall annual demand volumes. Projections suggest that the frost-free period could increase by approximately 2 months, this could have a substantial impact on water supply and watershed storage requirements.
- Higher temperatures and longer, drier summers are likely to also increase the frequency and severity of wildfires. Development within the forest interface zone may require higher fire flow rates for longer durations, which would require greater online storage capacity.
- Booster stations are most vulnerable to power loss. Overhead power lines are increasingly vulnerable to damage from wind-blown trees. Several events in the Lower Mainland over the last few years demonstrate some of these severe windstorms can keep power off for several days.

## 8.6.3 Sanitary Collection

Sanitary collection systems also appear to be less vulnerable to climate change, but there are also some potential impacts:

- Increased precipitation is likely to increase inflow from surface runoff
- Increased precipitation is also likely to raise groundwater levels and increase infiltration into sanitary sewers.
- The Insurance Bureau of Canada has gathered extensive data on rainfall-generated flooding of sanitary sewer systems. Residential insurance claims caused by flood-related sewer backups have been increasing significantly over the last decade.
- Sanitary lift stations, like water booster stations, are also subject to more frequent and longer power outages due to wind-related damage to power lines.

## 8.6.4 Implementation Considerations

Adaptive measures can be taken to mitigate the potential effects of climate change to Downtown Summerland and the surrounding community. The options below can be effective for increasing climate resilience and should be strongly encouraged in Downtown design guidelines:

- Reduced total impervious surface area, especially that directly connected to storm sewers, can counter high runoff generated by increased rainfall intensities.
- Reduce development next to Eneas Creek
- Design new developments that are designed to conserve water
- Flow monitoring can identify how demand patterns change during climate events such as prolonged hot spells, early springs, or late autumns. This information can be used to inform additional adaptive measures if required.
- Promote Low Impact Development methods and green infrastructure. Encourage innovative neighbourhood layouts that include open space allowances, which slow stormwater down, and at the same time create public amenities and viewsapes that improve the livability of a new neighbourhood.

## 8.7 RECOMMENDED ACTIONS

1. Implement the recommendations from the 20 Year Integrated Asset Management Plan for the District's roadway and utility assets
2. Amend infrastructure master plans and update the District's sewer and water model to reflect the increased density planned for downtown as per the proposed OCP land use designations
3. When developing the DCC updates for Downtown Summerland, ensure that the associated infrastructure costs are reflected and consider advancing the timing of downtown projects to facilitate anticipated growth and reduce barriers to increasing density
4. Utilities Department to review customizable elements of lighting standards for uniform use in Downtown Summerland and add the standard to the Subdivision Development Servicing Bylaw.
5. Identify the feasibility of burying electrical utility lines on Wharton Street between Victoria Road and Kelly Avenue and consider undergrounding remaining power lines in the Downtown core in conjunction with infrastructure projects
  - Develop a work plan and budget for a feasibility study and detailed design
  - The feasibility study should investigate potential electrical utility line alignments and service connections to adjacent properties via underground conduits and include the provision of Class "C" cost estimates
6. Encourage adaptive measures that can be taken to mitigate the impacts of climate change to Downtown Summerland

## 9.0 BIG MOVES AND CATALYST PROJECTS

The following section presents the Big Moves and Catalyst projects.

The **Big Moves** are the **main design concepts** and **recommended actions** from the Downtown Neighbourhood Action Plan to achieve the vision of a vibrant, active, and welcoming Downtown.

The **Catalyst Projects** are **action-oriented projects** for District-owned land that can be led, facilitated, or supported by the District to serve as transformational catalysts for further Downtown investment and revitalization.

The priority order of the projects was established by the Downtown Neighbourhood Task Force through an online survey exercise facilitated by the consultant. Task force members were asked which project should be completed first and to rank their top priorities.

**Table 14: Big Moves/ Catalyst priority table**

Ranking	Big Move/Catalyst Projects	Responsibility
1.	Henry Avenue Pedestrianization (Main Street-Wharton Avenue)	Works and Infrastructure/ Development Services/Community Services
2.	Memorial Park	Development Services/Community Services/Works and Infrastructure
3.	Downtown street revitalization	Works and infrastructure / Development Services
4.	Creating momentum for private development	Development Services
5.	Pre-zoning to reflect desired land use	Development Services
6.	OCP land use revisions	Development Services
7.	Financial and regulatory incentives	Development Services/Corporate Services/Finance Services
8.	Trail of the Okanagans	Development Services/Community Services/Works and Infrastructure

## 9.1 BIG MOVES

### 9.1.1 Proposed OCP Land Use updates

The intent of the proposed future land use updates is to align the proposed Downtown Districts and OCP designations to encourage future development in areas of Downtown where the public have shown support for densification.

Summerland residents are inspired by the vision for the downtown. Vibrancy through thoughtful density increases is proposed to be one of the means to achieve the objectives set out for this Downtown Neighbourhood Action Plan. The proposed future land uses outlined in this concept plan provide guidance, direction, and a clear vision of the future for Downtown Summerland.

### 9.1.2 Proposed Zoning updates

An analysis of the existing zoning regulations has been completed in context to the proposed future land use designations. It is recommended that the Summerland Zoning Bylaw be revised to reflect the proposed land uses to encourage and streamline the development of the desired land uses. Updates to the Zoning Bylaw will facilitate thoughtful densification and vibrancy in the Downtown core.

### 9.1.3 Proposed infrastructure upgrades

With the introduction of a DCC Bylaw in Summerland any future infrastructure upgrades should be paid for by new development. Growth paying for growth. The sequence of infrastructure renewal will unfold based on growth opportunities and renewal necessities of water, stormwater, street amenities, and power line undergrounding in Summerland's Downtown proposed financial strategy updates.

A strategy to finance the costs of growth is imperative to the successful implementation of the Downtown Action Plan. A key component of this development finance strategy is the completion of infrastructure master plans that factor in the projects required to service growth, followed by a comprehensive DCC review and long-term capital planning to implement proposed actions.

It is also important that the District be “grant ready” and seeking funding opportunities to assist with the implementation of this plan.

#### Development Cost Charges

Summerland's Development Cost Charges Bylaw No. 2000-194 was adopted in 2006 and is no longer considered current when compared regionally, or for the type and location of expected development in Summerland. Based on the comparative analysis and the new infrastructure projects required to accommodate growth it is recommended that the District undertake a comprehensive DCC Review as a in the short-term priority goal.

## Business Support Services

The District needs to establish a Downtown Revitalization Committee to support entrepreneurs and businesses in the downtown area. The Committee will concentrate on Downtown business vibrancy initiatives such as Light Up and ActionFest. In addition, the District needs to support entrepreneurship in the community. The District should actively encourage the establishment of a co-working space or micro-business hub in the Downtown neighbourhood and work collaboratively with the Chamber of Commerce.

## Development Application Streamlining

Development Application Streamlining is already underway. In addition to the completed work by the Summerland Development Process Improvement Advisory Committee, it is recommended that the District establish a priority stream of applications in the Downtown neighbourhood that are aligned with the OCP. In addition, the District should develop clear development application guides and brochures for public consumption. The development of a web-based information hub for development in Summerland would also benefit the public. implementation of this plan.

### 9.1.4 DOWNTOWN STREET REVITALIZATION

Street revitalization plays a considerable role in the development of Downtown vibrancy, and demonstrates to local businesses and developers that the District has an ongoing commitment to investment in Downtown Summerland. Downtown street revitalization is a comprehensive process that involves the phasing and prioritization of projects and integration with infrastructure renewal. Rather than look at each high priority Downtown street as a separate project it is recommended that street revitalization be undertaken collectively to reduce costs and to produce a uniform design and character for Summerland's Downtown.

## 9.2 CATALYST PROJECTS

### 9.2.1 Memorial Park

Memorial Park is located directly to the south of Main Street. The park has the potential to transition into a focal point of the community with strong physical connections to the Downtown Core district. The Memorial Park Master Plan, developed as part of the Downtown Neighbourhood Action Plan, outlines changes that would make the park accessible year-round and support a variety of programming. Some examples of the proposed updates include a new bandshell overlooking a multi-season plaza, landscaping that provides amphitheater seating, and updated pathways.



Figure 64: Memorial Park

### 9.2.2 Henry Avenue pedestrianization (Main street – Wharton Avenue)

The Action Plan proposes the closure of Henry Avenue between Wharton Avenue and Main Street to vehicle traffic and transitioning the street into a connective pedestrian plaza and gathering space.

The street closure would feature improvements such as overhead catenary lighting, newly planted trees, and paving stones to replace the road, all of which will activate the space and draw people towards Main Street and Memorial Park. The line of sight to the south from the Henry Avenue closure leads pedestrians to the relocated cenotaph and water feature. Future improvements to Henry Avenue should also consider the feasibility of a four-season public washroom. The updates to this central thoroughfare are intended to encourage connectivity, a sense of place, and act as a gathering space in Downtown Summerland.



Figure 65: Henry Avenue

### Main Street

Main Street is the core of Summerland, and has been strongly identified by the public and Stakeholders as a priority for revitalization efforts. During the development of this Action Plan it was noted by a member of the Task Force that “Main Street is a reflection of the community, and currently Main Street requires some work to be a proper reflection of Summerland”. Based on the community survey, Summerland residents would like to see wider sidewalks, sidewalk cafes, and a range of shopping options on a larger scale than what currently exists on Main Street.

Main Street has a finite width, and the inclusion of streetscape elements such as wider sidewalks will impact the available space for other amenities like public benches, trees, bike lanes, driving lane widths or a central boulevard. Careful and engaged calculations will be required to develop a streetscape that combines function and aesthetic.

The future of Main Street will begin with public engagement, and development of cross section options to determine the best use of public space. Investing in this study will be the first step to seeing tangible change to Main Street and the other Downtown streets with a high priority for revitalization. The recommended actions of this plan encourage the study of Main Street and other Downtown streets to drive revitalization efforts.

### Wharton Street

Wharton Street runs between Memorial Park and Main Street and is proposed to serve as an extension of Memorial Park. The proposed changes would encourage business to have frontages on Wharton Street rather than currently back of house activities only.

The Memorial Park Master Plan proposes a streetscape with widened sidewalks on the south side of the street and the addition of a sidewalk on the north side. The street would also include parking improvements, raising the pedestrian crossing on Henry Avenue and space



for food truck stalls. Improvements to the streetscape with public art as outlined in the laneway section (section 5.3.2) are also encouraged for future civic works. Any upgrades to Wharton Street should consider the feasibility of replacing the existing overhead electrical lines with underground service.

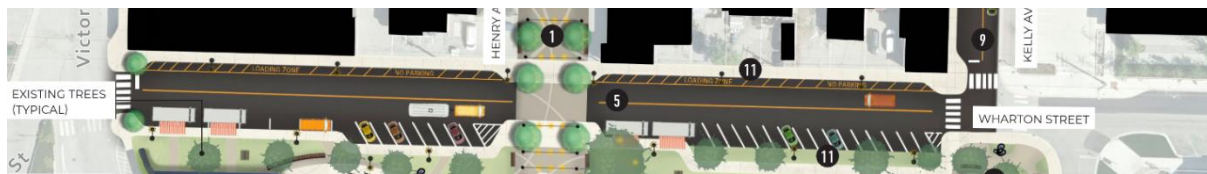


Figure 66: Wharton Street

### 9.2.3 Trail of the Okanagans

The Trail of the Okanagans is a 370 km long hiking and cycling trail that runs from Sicamous to Brewster, Washington, spanning the length of the Okanagan Valley Lake and river system. At this time, the trail is not fully connected and the trail society is focused on filling in the gaps in trail infrastructure

Summerland is one of the few communities where the proposed Trail of the Okanagans runs directly through the commercial center of downtown. The trail provides an excellent opportunity to highlight Summerland's Downtown and as well, encourage active transportation. Portions of the Trail are already proposed as part of the cycling network in the Summerland Cycling Master Plan. It is recommended that District staff work with the Trail of Okanagans to build high quality, separated pathways for the sections of trail through the downtown area and implement trail signage along the route. The trail linkages will be of lasting benefit to the District and the region.

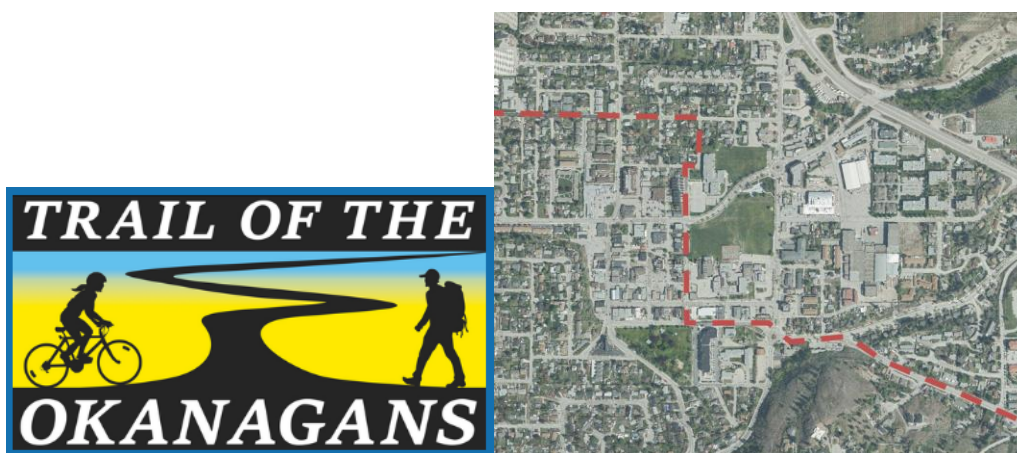


Figure 67: Trail of the Okanagans location

### 9.2.4 Creating momentum for private development

The majority of the action plan's recommended catalyst projects are publicly led, however the cumulative impacts of private sector investment in the form of redevelopment, frontage improvements and tenant improvements is what will lead to the realization of the vision for

downtown. The recommended actions to amend Summerland policies are to create a more streamlined and straightforward development process, with added incentives for private sector developers that align their proposals with the vision for Downtown, is intended to encourage private sector investment.

## 10.0 IMPLEMENTATION

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This implementation table provides a comprehensive list of all the recommended actions contained in this Action Plan. Each recommended action has the corresponding priority, cost, responsibility, and partnership opportunity (where applicable). The recommended actions are organized by section as they appear in this Plan and are colour coded by priority.

	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
Section 2.0 Memorial Park Master Plan	Include promotion of Indigenous culture and history in Summerland Memorial Park through interpretive signage and public art installations	Community Services	In-house	Grants/Project Specific	Ongoing		Penticton Indian Band, Syilx Okanagan Nation- Okanagan Nation Alliance, and Summerland Museum
	Develop a phased capital funding plan for detailed design, construction and implementation plan for the Memorial Park Master Plan as part of future capital budget deliberations	Community Services/Finance	In-house	N/A	Immediate (1 year)	Consider priority projects identified by task force and community during engagement	
	Develop detailed design of Henry Avenue pedestrian area revitalization, including public washroom facility.	Works and Infrastructure/ Development Services/Community Services	TBD	Grants/Capital Budget	Short term (2 to 5 years)	Washroom capital cost depends on design and number of stalls (typically 100,000 to 500,000).	
	Develop conceptual design of Wharton Street, and Kelly Avenue street revitalizations	Works and Infrastructure/ Development Services/Community Services	TBD	Grants/Capital Budget	Medium (6 to 10 years)	Cost dependent on desired number of cross-section options and community engagement	
	Construct and install customized pathways and park lighting amenities	Community Services	\$998,000	Grants/Capital Budget	Medium term (6 to 10 years)	Potential for DCC funding if identified as a project	
	Develop detailed design and construct new bandshell and plaza area	Community Services	\$3,851,500	Grants/Capital Budget	Medium term (6 to 10 years)	Design in medium-term to be "grant ready" and construction subject to funding	
	Design and construct gradual hillside slope design and accessibility pathway	Community Services	\$770,000	Capital Budget	Medium term (6 to 10 years)	Consider advancing design to be "grant ready"	
	Install park furnishing that are of similar style to those found in Downtown Summerland	Community Services	\$722,500	Grants/Capital Budget	Ongoing	Bike racks and end point facilities are encouraged	
	Source and install play pods and bouldering area	Community Services	\$210,000	Grants/Community	Ongoing	A portion may be potentially DCC fundable	

	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
				sponsorships			
	Construct washroom adjacent to the new playground area	Community Services	\$282,000	Grants/Capital Budget	Medium term (6 to 10 years)	Potentially DCC fundable to accommodate growth	
	Detailed design of Student Plaza and seek grant funding for this project	Community Services	\$226,500*	Grants/Capital Budget	Medium term (6 to 10 years)	The cost estimate for the Student Plaza is based on select costs from the Memorial Park cost estimates and has not been added to the overall total	
Section 3.0: Land Use Analysis	Integrate the proposed Downtown District areas into future OCP policy development, land use decisions and capital investments.	Development Services	In-house	N/A	Immediate (1 year)		
	Review and update land use descriptions in the Official Community Plan to align with the recommendations of this plan. It is recommended that the Land Use Designations in the OCP are reviewed for consistency with this plan and that specific requirements for building height and density are removed (and instead included in the Zoning Bylaw) and that the definitions are revised to be more general in nature as per recommended best planning practice.	Development Services	In-house	N/A	Immediate (1 year)		
	Amend the OCP designation to Low Density Residential (Intensification) and align the zoning bylaw for lots adjacent to Eneas Creek following the completion of the required flood plain mitigation capital project.	Development Services/ Works and Infrastructure	In-house	N/A	Medium term (6 to 10 years)		
	Update Schedule C: Land Use Map of the Official Community Plan to align	Development Services	In-house	N/A	Immediate (1 year)		

	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
	with the proposed future land uses in this plan.						
	Update the zoning bylaw to align with the recommended land use changes and zoning district changes where appropriate to encourage redevelopment.	Development Services	In-house	N/A	Immediate (1 year)		
	Conduct a land acquisition & disposition strategy for District of Summerland lands and to identify properties of interest.	Development Services	\$150,000	Capital Budget	Short term (2 to 5 years)		
Section 4.0: Form and Character	Consider a permanent exhibition of "light up" in the Downtown Core	Community Services/ Works and Infrastructure	TBD	Grants/Capital Budget	Short term (2 to 5 years)	Implementation would be ongoing and would include private and public sector investment	Chamber of Commerce
	Consider design elements and the intent of public space following infrastructure renewal projects	Community Service/ Works and Infrastructure	Project specific	Grants/ Capital Budget	Ongoing	Incorporate consideration into scope of all Downtown infrastructure project.	Local Business owners and Downtown Revitalization Committee
	Update Schedule O – Downtown Development Permit Area of the OCP to reflect the vision for Downtown design requirements	Development Services	In-house	N/A	Short term (2 to 5 years)	Consultant budget can be provided if outsourcing is desired.	
	Expand Downtown Development Permit Area boundaries to cover multiple unit and commercial land uses Downtown, and restructure the guidelines	Development Services	In-house	N/A	Short term (2 to 5 years)	Consultant budget can be provided if outsourcing is desired.	
	Clearly outline design standards in the Downtown DPA Design Guidelines	Development Services	\$50,000	District Budget/ Grants	Short term (2 to 5 years)		

	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
	Update landscaping requirements of the Downtown DPA to include recommended species list and encourage permeable surfaces to encourage drainage	Development Services/Community Services	\$5,000	District Budget/Grants	Short term (2 to 5 years)		
	Provide stronger visual examples in the Summerland Sign Bylaw	Development Services	In-house	N/A	Short term (2 to 5 years)	Consultant budget can be provided if outsourcing is desired.	
	Develop sign design brochure and provide details on preferred signage designs	Development Services	In-house	N/A	Short term (2 to 5 years)	Consultant budget can be provided if outsourcing is desired.	
Section 5.0 Transportation and Mobility	Prioritize the pedestrianization and beautification of Henry Avenue between Main Street and Wharton Street to act as a catalyst project in Downtown Summerland	Development Services/ Works and Infrastructure	\$368,000	Capital Budget/Grants	Immediate (1 year)		
	Complete conceptual design and associated traffic impact assessments to explore Main Street cross section options and feasibility, including landscaping, site furniture, and street lighting.	Works and Infrastructure	\$300,000	Capital Budget/Grants	Short term (2 to 5 years)		
	Consider design elements to integrate Wharton Street into Summerland Memorial Park to create a flexible event space	Works and Infrastructure/ Development Services/Community Services	\$431,700	Capital Budget/Grants	Long term (11 to 20 years)	Budget from Memorial Park recommendations	
	Identify opportunities to beautify laneways and encourage property owners to initiate improvement projects	Works and Infrastructure/ Development Services/ Community Services	N/A	In-house	Ongoing		Property owners and business community
	Develop a strategy and implementation plan for a	Works and Infrastructure/	\$50,000	Capital Budget/Grants	Medium term (6 to	NIC sign and installation costs	

	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
	Downtown wayfinding signage program	Development Services			10 years)		
	Streamline and build on existing provisions to develop a temporary outdoor patio permit program	Works and Infrastructure/ Development Services/Community Services	In house	N/A	Short term (2 to 5 years)	Consultant budget can be provided if outsourcing is desired.	Chamber of Commerce and Downtown Revitalization Committee
	Update the Cycling, Sidewalk, and Transportation Master Plans to align with the recommendations of the Action Plan	Works and Infrastructure	\$20,000	Capital Budget/Grants	Short term (2 to 5 years)		Trail of the Okanagans
	Complete further research and conceptual design on First Nations and settler history in the Downtown area and incorporate findings into the streetscape, such as interpretive signage, design elements, alongside wayfinding and public art exhibits.	Development Services/Community Services	\$50,000	District Budget/Grants	Medium term (6 to 10 years)	NIC material and installation costs	Penticton Indian Band/Syilx Okanagan Nation / Summerland Museum
	Develop a plan for transport truck bypass of Summerland's Downtown, and amend the Summerland Transportation Action Plan.	Works and Infrastructure	\$15,000	Capital Budget	Immediate (1 year)		Chamber of Commerce
Section 6.0 Parking Inventory and Analysis	Consider revising minimum parking requirements in Zoning Bylaw	Development Services	In-house	N/A	Short term (2 to 5 years)	Consultant budget can be provided if outsourcing is desired.	
	Revise cash-in-lieu requirements for parking	Development Services	In-house	N/A	Short term (2 to 5 years)	Consultant budget can be provided if outsourcing is desired.	
	Revise time limits for parking in the Downtown core	Works and Infrastructure	In-house	N/A	Short term (2 to 5 years)		Chamber of Commerce
	Consider alternate use of no-limit lots	Development Services	In-house	N/A	Short term (2 to 5 years)		



	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
	Encourage parking education programs	Works and Infrastructure/ Development Services/Corporate Services	In-house	N/A	ongoing		Chamber of Commerce
	Identify opportunities for partnerships and shared use agreements to provide public access to underutilized private parking facilities for peak periods and events.	Development Services/Community Services/ Corporate Services	In-house	N/A	Ongoing		Community Groups/School District/Chamber of Commerce
Section 7.0 Financial and Regulatory Incentives	Complete a comprehensive DCC Review that considers the inclusion of infrastructure needed to facilitate increased density downtown as DCC projects.	Works and Infrastructure/ Development Services/ Finance Services	\$120,000 - \$150,000	Capital Budget/Grants	Short term (2 to 5 years)		Chamber of Commerce/Development Industry
	Consider investigating the potential of a two tier DCC system and determine if it would result in lower DCCs for the Downtown core	Works and Infrastructure/ Development Services/ Finance Services	Included in DCC review project	N/A	Short term (2 to 5 years)		
	Review of the costs related to infrastructure based on Summerland's High Assist Factor	Works and Infrastructure/ Development Services/ Finance Services	Included in DCC project	N/A	Short term (2 to 5 years)		
	As part of a Comprehensive DCC Review, consider implementing a DCC reductions bylaw to potentially incent pedestrian oriented, infill, Downtown development with low environmental impact and possibly for some forms of affordable housing with a financial plan to replace the	Works and Infrastructure/ Development Services/ Finance Services	Included in DCC project	N/A	Short term (2 to 5 years)		

	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
	shortfall of DCCs collected.						
	Promote ongoing partnership with the Chamber of Commerce through the creation of a Downtown Revitalization Committee and support of local business initiatives	Development Services/Corporate Services	In-house	N/A	Immediate (1 year)		Chamber of Commerce
	Continue to support events in the Downtown core	Community Services	In-house	N/A	Ongoing	Consider return on investment for increasing event budget and event equipment	Community Groups/ Chamber of Commerce
	Pursue partnerships to encourage the development of a co-working space or micro business hub in Downtown Summerland	Corporate Services/ Financial Services	In-house	N/A	Ongoing		Chamber of Commerce
	Consider implementing a Revitalization Tax Exemption Program in Summerland	Finance Services/ Corporate Services/ Development Services	In-house	N/A	Long term (11 to 20 years)	Consultant budget approx. \$20,000 if outsourcing is desired.	
	Undertake a review of the District's development approval structure to identify opportunities to streamline the application process, including the potential of a priority application stream for the Downtown	Development Services	In-house	Capital Budget	Short term (2 to 5 years)	Consultant budget for review approx. \$30,000-\$50,000 if outsourcing is desired (NIC implementation)	
	Create web-based development information and consider hosting an information session for developers, businesses, and property owners	Development Services	In-house	N/A	Short term (2 to 5 years)	Consultant budget approx. \$10,000 if outsourcing is desired	
Section 8.0 Infrastructure Analysis	Implement the recommendations from the 20-year Integrated Asset Management Plan for the District's roadway and utility assets	Works and Infrastructure	TBD	Capita Budget/Grants/ DCC	Ongoing	Consider prioritizing downtown projects to facilitate densification	

	Recommended Actions	Responsibility	Cost Estimate	Potential Source of Funding	Timing	Notes	Potential Partnerships
	Amend infrastructure master plans and update the District's sewer and water model to reflect the increased density planned for downtown as per the proposed OCP land use designations	Works and Infrastructure/ Development Services	TBD	Capital Budget/Grants/ DCC	Short term (2 to 5 years)		
	When developing the DCC updates for Downtown Summerland, ensure that the associated infrastructure costs are reflected and consider advancing the timing of downtown projects to facilitate anticipated growth and reduce barriers to increasing density	Works and Infrastructure /Development Services	In-house	N/A	Short term (2 to 5 years)		
	Utilities Department to review customizable elements of lighting standards for uniform use in Downtown Summerland and add the standard to the Subdivision Development Servicing Bylaw	Works and Infrastructure	In-house	N/A	Immediate (1 year)	Implementation of standard will be phased with capital projects and also a requirement of frontage requirements at time of development	
	Identify the feasibility of burying overhead electrical lines on Wharton Street between Victoria Road and Kelly Avenue	Works and infrastructure	2,000,000	Capital Budget	Short term (2 to 5 years)		
	Consider undergrounding remaining power lines in the Downtown core in conjunction with infrastructure projects	Works and Infrastructure	TBD	Capital Budget	Long term (11 to 20 years)	Budget is preliminary estimate for capital cost of burying overhead lines, including Wharton Street.	
	Encourage adaptive measures that can be taken to mitigate the impacts of climate change to Downtown Summerland	Works and Infrastructure /Development Services/Community Services	TBD	Capital Budgets/Grants	Ongoing		
<b>Total Cost of Recommendations</b>		<b>\$10,423,700</b>					

## 11.0 GLOSSARY

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**Action plan** is a strategy that outlines actions needed to reach a desired goal

**Below Ground Infrastructure** means in this context, refers to infrastructure installed underground for public or private utilities. e.g sewage system

**Cash-in-lieu** is based on a formula utilizing the cost of construction of a parking space, the area of a parking space, annual maintenance costs, and the ability to share between various uses. This amount reflects the true cost of the District designing, constructing, and maintaining parking. The amount also includes replacement cost.

**Charrette** refers to an interactive, intensive, hands-on workshop with the aim of developing a design or vision for a project or planning activity.

**Development Cost Charges** are monies that are collected from land developers by a municipality, to offset some of the infrastructure expenditures incurred, to service the needs of new development (roads, drainage, sewage water and parkland).

**Development Permit Area** refers to an area where a development permit must first be obtained prior to certain types of development such as subdivision, construction, or land alteration. The development permit has conditions that must be followed during or after development. DPA's are created for a variety of reasons. Downtown Summerland has a DPA to guide the form and character of development.

**Frontage** means the front of a building that faces the road.

**Land Use Planning** is the process of regulating the use of land. Zoning is an aspect of land use planning.

**Laneway House** is a form of detached secondary suite built into pre-existing lots.

**Official Community Plan (OCP)** describes the long-term vision of communities. They state objectives and policies that guide decisions on municipal and regional district planning and land use management.

**Mixed-use refers** to a type of zoning that allows for multiple uses. Mixed-use buildings are typically multiple levels with ground floor commercial and residential apartments above it.

**Tudor-style** is a style of architecture distinguished by a steep pitched roof, with a commonly exterior brick, and decorative timber with stone filling/stucco in between the boards.

**Zoning** is a municipal planning tool that regulates what type of uses is allowed on a piece or area of land e.g downtown Summerland contains mixed-use zoning as well as commercial zoning.