Redevelopment on the Downtown Edge:

A New Urbanist Action Plan for the St. Paul Street Area,

Kelowna, BC

BY

MARK R. HECHT

A Practicum
Submitted to the Faculty of Graduate Studies
in Partial Fulfilment of the Requirements
for the Degree of

Master of City Planning

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THE UNIVERSITY OF MANITOBA

FACULTY OF GRADUATE STUDIES

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REDEVELOPMENT ON THE DOWNTOWN EDGE: A NEW URBANIST ACTION PLAN FOR THE ST. PAUL STREET AREA, KELOWNA, BC

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ABSTRACT

This practicum examines how current planning theory and practice either help or hinder development in 'downtown edge' areas. These pre-W.W.II, mainly residential districts, on the edge of old, traditional downtown cores, have often survived mostly intact but in a state of decay. This practicum explores how these areas may be revitalized. These areas offer an alternative to urban sprawl and failure to see them emerge may very well precipitate more sprawl and ever declining inner cities, to the detriment of all.

This practicum focused on discovering what currently exists in the study area, what other municipalities have done with similar settings, and then synthesized the information to form an 'Action Plan'. It was concluded that the City will need to follow four strategies. First, it will need to create a 'development catalyst' to overcome the area's current stagnation. Second, the City needs to 'reconstruct the urban fabric' along the lines of New Urbanism. Third, a 'community node' that includes a "community hall" must be created in order to facilitate and organize community action. And last, the area must adopt a new regulatory framework that encompasses a small-scale incremental approach to development.

The basic premise of this practicum is that downtown edge areas need, even more than other areas of the city, to be unburdened from the regulations and policies of Modernism. Instead, these downtown edge areas need the flexibility to build and intensify in the way they were originally intended. If not, they will stagnate and deteriorate because many current policies and regulations, influenced by Modernism, give little alternative.

The St. Paul Street area in the City of Kelowna, British Columbia, has been chosen to demonstrate how planning theory and practice is still influenced by the tenets of the Modernism movement. This practicum offers an Action Plan for the St. Paul Street area that is based on theoretical guidance from the New Urbanism movement.

ACKNOWLEDGMENTS

My appreciation goes out to my thesis advisor Dr. Mary-Ellen Tyler, and to Dr. Ian Wight who provided continuous support as well as thought-provoking and extensive comments throughout the entire practicum process. I would also like to thank Mr. Robert Hobson for taking time out of his busy schedule to read my work and give me important feedback.

I could also not fail to thank my father for almost silently but nevertheless diligently pushing me to finish my formal education above all else. That encouragement, support and sometimes virtual nagging (though much appreciated and personally needed), must also be recognized from one of my strongest supporters and best friend, Kim Svendsen, her mother Susanna Svendsen, Keith Funk, Paul Hecht, Ann Kjerulf, Kirsten McCaig, Devin Rubadeau, and lastly Bruce Fleming and Neal Stone who both beat me to the finish line.

Many others gave words of encouragement, advice and sometimes even lent their ears in interest. Though not mentioned I have many to thank and often in ways where words are not enough.

Dedicated to the memory of my mother, Lesley Hecht.

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1.1 Introduction

Suburban sprawl and declining city centres have prompted the planning profession to emphasize the development of more compact and efficient 'town centres'. These 'town centres' include the old, pre-W.W.II, downtown cores and new suburban 'town centres'. First and foremost though, the main focus for many municipalities is on the strengthening of the old downtown core "because they are often regarded as the most visible sign of the health of a city and (therefore) receive a great deal of care and feeding" (Kelbaugh, 1997, 175). In planning for new development in and around the old, pre-W.W.II, downtown core, where will this new development be located in an already urbanized environment? Many cities have already answered the question WHERE? They have answered by planning for an increase in density through infill, redevelopment and intensification of the existing urban area. This is especially so on the 'edge' of the old central business district where "it is only a matter of time before the inner ring will enjoy a renaissance. Indeed, many urban neighbourhoods, such as Beacon Hill in Boston and Georgetown on Washington, D.C. are among the most prestigious in their metropolitan areas" (Kelbaugh, 1997, 176). Today, the question is HOW to achieve this urban infill, redevelopment and intensification in 'downtown edge' areas where the basic infrastructure, street pattern and community already exist?

1.2 Study Subject

What are 'downtown edge' areas though and what is the current planning problem warranting attention? Historically, most North American cities have typically comprised a central business district surrounded by single purpose districts often contained within a gridiron street pattern. This North American city building pattern was common before W.W.II. These single purpose districts included warehousing, industrial and residential uses. Many of the industrial and warehousing areas have become obsolete, leaving vast tracts of open and easily redeveloped land sometimes referred to as 'brownfields'. The old residential areas however, have unique circumstances meriting special considerations of their own.

These residential areas surrounding traditional pre-W.W.II central business districts in most North American cities, are not all alike. With respect to socio-economic class distinction, working-class people usually occupied separate neighbourhoods from the middle and upper-class residents. Upper-income neighbourhoods in many cities have managed to retain their status and resisted large-scale increases in density and accommodation of new growth. Today's zoning bylaws are in many ways a result of "demands by affluent property owners...for protective zoning regulations" (Hodge, 1991, 370). Considering this, it has often been the old working-class neighbourhoods where new growth has been planned to accommodate land development needs. While these areas may be the best place for new development and increased densities, they

present many challenges in uncertain market contexts. In light of these challenges, these areas have often remained neglected while suburban sprawl continues on. The planning problem therefore, is how to revitalize, infill, redevelop and intensify these areas so that people desire to live there.

In the City of Kelowna, British Columbia, an old, pre-W.W.II, working-class residential neighbourhood, adjacent to the central business district, currently exists in a state of transition. This neighbourhood of five city blocks (approximately 12 hectares), labeled as the St. Paul Street area for purposes of this practicum, has been designated in the *City of Kelowna Official Community Plan* as a place for future medium-density commercial and residential development. The City's task involves overcoming the hurdles of introducing new uses, higher densities and a mix of residents on the 'edge' of the downtown core.

1.3 Research Rationale

1.3.1 Planning Research Context

From the perspective of the conventional development model, the obsolete inner city industrial and warehousing areas are easy redevelopment sites. While remediation measures may be costly, these 'brownfields' offer a 'tabula rasa'; there are few concerns over such matters as existing residents and parcel consolidation. However, where pre-

W.W.II, working-class neighbourhoods adjacent to the CBD are eyed for redevelopment, the use of the conventional development model poses problems.

With the conventional development model, large development companies rather than individuals are expected to redevelop these old, residential districts. First, a developer needs to consolidate land for an economically viable, conventional medium-density or greater, development. Consolidation of land parcels in these pre-W.W.II areas can be problematic because most lots are small, requiring protracted negotiating, time and financing arrangements. Secondly, as a developer consolidates properties, uncertainty and instability within the affected area usually arises. Some people may begin to move out. It may become unstable, crime may rise and property values may decrease. While lower property values may benefit the purchasing developer this can also have a negative effect for the developer as well. The area becomes not only undesirable for existing residents, but it may also become an area that is perceived as undesirable for future residents as well. Often, the net effect is a 'stalemate' with both an undesirable area, and developers that have not been able to consolidate enough property to build a more desirable area. In cases where developers <u>have</u> been able to consolidate enough property, they may nevertheless experience difficulty pre-selling enough units to make their project viable. These tentative projects may also have the negative effect for displaced residents, of being 'luxury' units(in order for the developer to make a reasonable profit). This 'luxury' market excludes the original low-income residents who may depend on the close proximity to essential amenities and opportunities offered by

such neighbourhoods. In the end, the municipality may be asked to inject considerable funds into these areas in order to enhance their appeal to prospective future residents needed to make the redevelopment work.

Consequently, the conventional development model dc es not facilitate the development of higher densities in traditional, pre-W.W.II urban areas containing small lots, grid street patterns, mixed uses and many land owners. However, the current planning approach often allows nothing but conventional development. The result is that development is stifled or hindered in these areas.

If the current development model does not work well for these 'downtown edge' areas, perhaps a review of the development model is warranted. This practicum strives to answer some of the following planning questions regarding these inner city areas facing higher density development in the future:

> *If the conventional development model does not work well in these types of areas, do these inner city areas adjacent to the CBD, warrant a new redevelopment model?*
>
> *Does our current planning approach match the special circumstances that exist in these areas?*

If the current development community cannot adequately redevelop these areas, is it time to look to others who will redevelop these neighbourhoods (including the existing residents? the municipality? others?)

Investigating such questions could bring new knowledge or a better understanding of the existing situation, which seems to favour a continuation of urban sprawl and inner city decay, as new development avoids, or is hindered in, areas designated for density increases. So long as the conventional development model remains as the vehicle for effecting change, it is almost certain that 'downtown edge' areas will continue to deteriorate and suburban sprawl will continue to devour more land.

1.3.2 Client Research Context

In regard to the St. Paul Street area, preliminary work already done by the City of Kelowna, has outlined goals and objectives. These goals and objectives were created through a broad participatory process involving the general public, City of Kelowna staff and various interest groups concerned with future development. These goals and objectives are found within various plans adopted by Kelowna City Council. The plans include the *City of Kelowna Official Community Plan (1995)*, the *Kelowna Centre Plan (1992)*, the *North End Neighbourhood Structure Plan (1994)*, the *Social Plan (1996)* and ancillary but relevant policy instruments including *A Heritage Management Plan for Kelowna (1995)* and the *Kelowna Zoning Bylaw*. The City of Kelowna is now at a point in the planning process where it must decide on actions to fulfill the goal of increasing

density in the study area and other similar areas.

The intent of this practicum is to create an 'Action Plan' for the City of Kelowna, outlining actions needed to encourage medium-density urban infill, redevelopment and intensification, in the St. Paul Street area, that is in harmony with the goals and objectives stated within existing plans. It is also to be used by the City of Kelowna as a model for other areas of the city that have similar circumstances. In this respect, the St. Paul Street area is also a demonstration model for other municipalities that have similar settings, circumstances and issues to deal with regarding existing, pre-W.W.II, 'downtown edge' areas.

The 'Action Plan' attempts to respect the responses to the following questions:

> *What goals and objectives, in existing planning documents adopted by city council, concern and impact the study area?*
>
> *What are the current Strengths, Weaknesses, Opportunities and Threats (S.W.O.T.) that may influence the development of medium-density development in the study area?*
>
> *What actions, in light of the goals and objectives, in light of the literature review of theory, precedents and principles, and in light of the S.W.O.T.*

analysis, may be in order to achieve medium-density development in the study area?

What policies and regulations, if any, will need to be changed in order to achieve medium-density development in the study area?

What resources or special initiatives will be needed from the City of Kelowna in order to encourage medium-density development in the study area?

By addressing the responses to these questions, the 'Action Plan' may serve an important purpose for the City of Kelowna. It should literally 'action' the previously identified 'goals and objectives'. Once the 'Action Plan' is underway, 'monitoring and evaluation' will be needed to complete the planning process.

Without the 'Action Plan', needed initiatives, policies and regulations may not occur; thus, goals and objectives stated within the Official Community Plan (OCP) will not materialize. Throughout the City, OCP goals and objectives are inter-related and failure to fulfill the goals and objectives in this inner city area will subsequently negatively affect other areas. Most perilous is the fact that when the inner "city loses more than 20 percent of its population, when its minority population rises above 30 percent, and when the average income of (inner) city residents falls below 70 percent of the average income of suburbanites, a city can no longer reverse those trends" (Moe and Wilkie, 1997, 101).

1.4 Study Process

The methodology for undertaking this practicum was an amalgamation of a case study and a combination of various techniques. The study area set the context, allowing for research to be based on the needs and requirements associated with the specific site. The study area also allowed for the use of precedents, similar to the study area, as teaching tools.

The study area was examined, in Chapter #2, through various means. Site information such as figure-ground configurations and urban design considerations, were gathered through observation. Traffic and pedestrian characteristics were gathered through a personally conducted, informal traffic count. Existing and future land uses, historical information, ownership patterns, development potential and corresponding information, were all gathered through primary and secondary research. The second half of Chapter #2 also outlines existing planning documents and their goals and objectives as relevant to the study area.

Chapter #3 delves into a targeted literature review that is concerned with New Urbanism theory and precedents, urban design, and economic and social considerations, all pertaining to 'downtown edge' areas. The literature was subjectively chosen based on its relevance to the subject at hand, based on how recently it was published, and based on its 'recommendations' or quoted content by other authors. 'Principles' that emerged

from this literature are found in Chapter #3. The 'intensification precedents' in the second section of Chapter #3 were chosen based on their similarities to the St. Paul Street area and the lessons that could be garnered from them. A Canadian content was sought though one precedent was an American example because of its strong historical and current context similarities plus some strong urban design lessons.

While a site analysis was conducted in Chapter #2, and Chapter #3 explores relevant theory and precedents, Chapter #4 was an analysis of the study area's potential. This was conducted through a synthesis of findings in Chapter #2 combined with theory and precedents from Chapter #3 as well as subsequent information contained within the Appendices. Appendix #1 and #2 are traffic count tabulations and land ownership information, respectively.

Chapter #5, the Action Plan, is an expansion of Chapter #4 and a set of recommendations in light of what emerged from Chapter #4. In researching 'Action Plan' requirements, some assumptions and limitations have had to be taken into consideration, though some of these assumptions have been questioned within this practicum. Assumptions relevant to the St. Paul Street area and stated in planning documents adopted by City Council include:

- City wide population growth will continue at 3.0 to 3.5% per year
- downtown core commercial development, serving the whole city, will expand along St. Paul Street to Cawston Avenue
- medium-density residential development, will occur on Clement Avenue, Coronation Avenue, Cawston Avenue, Bertram Street and St. Paul Street

Final comments are found in Chapter #6.

1.5 Conclusion

> Urban neighbourhoods are the most challenging in the cross-section of the American metropolis. They do not lend themselves to sweeping master plans, grand visions, or wholly new templates.
> (Kelbaugh, 1997, 179)

This practicum illustrates how true this quote is and therefore, how important it is to build upon what already exists and to do it in a manner that is incremental, small-scale and grass roots.

This conclusion is based on a process involving an exploration that starts by defining what exists already (found in Chapter #2). This chapter illustrates clearly that there are still strong elements of a traditional, pre-W.W.II urban form that is in need of some, but not major, repair, or 'reconstruction of the urban fabric' as the New Urbanists say.

Knowing what currently exists is tempered by an exploration of what exists elsewhere, and new planning ideas that help put it into perspective. Chapter #3 explores the emerging New Urbanism movement and how its ideas and teachings contrast with the conventional Modernism movement. Chapter #3 also illustrates a number of 'precedents' that have applied the ideas of New Urbanism. These precedents offer lessons for the St. Paul Street area as well as offering examples of what may be achieved.

Using the previous information about what exists, what exists elsewhere and how planners are now looking at planning, Chapter #4 explores the *potential* of the St. Paul Street area. Strengths, weaknesses, opportunities and threats are identified. Potential responses are noted to guide the Action Plan (found in the following chapter).

The Action Plan, a stand alone chapter, is to be used by the City of Kelowna as a checklist of those actions needed to encourage a medium-density, 'urban village' to evolve out of the St. Paul Street area's current condition.

A final review of the practicum is offered in Chapter #6 as well as a look forward to what may exist in these 'downtown edge' areas. It is also a chapter that notes the roles planners must strive for in the future.

In the end, the practicum confirms Kelbaugh's quote, and the Action Plan relays this by

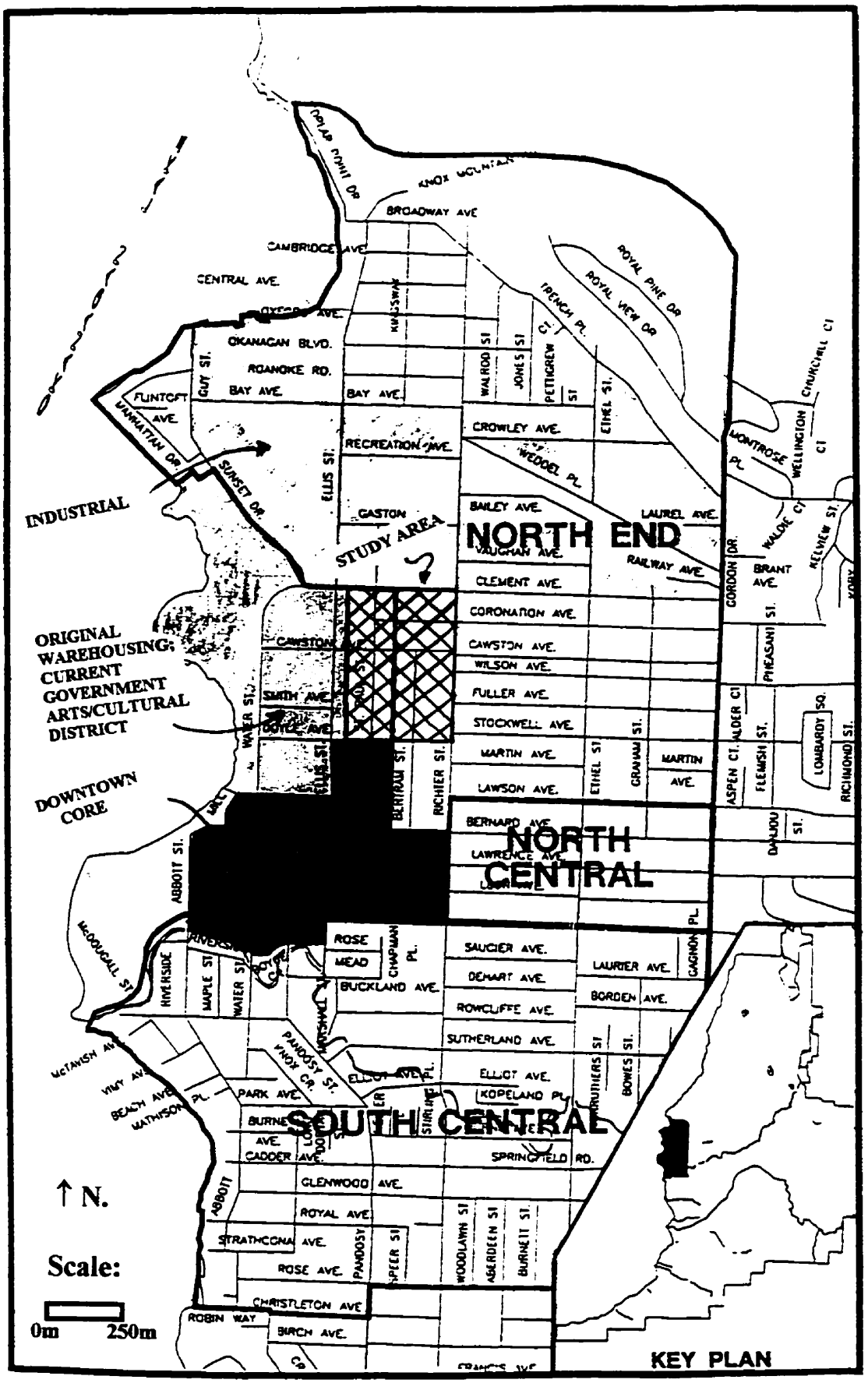
recommending actions to reinforce and build upon the already existing urban environment. Most importantly, it is recommended that this rebuilding be done in a time-honoured way where small-scale, incremental development dominates as was done prior to W.W.II.

CHAPTER #2: STUDY CONTEXT: KELOWNA'S INNER CITY ST. PAUL STREET AREA

Looking back in time at the St. Paul Street area and seeing how it has emerged into what it is today, gives a good understanding of what it may evolve into in the future. This chapter's exploration of past, present and future circumstances creates a foundation of understanding that will guide the following chapters in their analyses, conclusions and recommendations. First, we must ask where, why and how the current area began.

Being a part of Kelowna's early history has allowed the St. Paul Street area to experience the many changes that most North American cities have gone through in this century. The approximately 12 hectare area was first subdivided in 1892, comprising 5 parcels. Downtown was a good fifteen minute walk then, but land here was fairly firm for building on, in comparison to most of the surrounding marsh land. The marsh land was later filled. In the meantime, subdivision into city sized lots was undertaken in the St. Paul Street area roughly between 1905 and 1935. Throughout the town, residential, industrial and commercial uses were each beginning to form into distinct districts as illustrated in Figure 2.1. Commercial downtown Kelowna had established its prominence around 1905. Industry, including fruit processing, manufacturing, tobacco processing and warehousing, were conglomerating north of downtown between the lakefront and as far east as Ellis Street and St. Paul Street. Industrial workers and others needed the convenience of proximity to their work. Lands to the south of downtown

Figure2.1: St. Paul Street Study Area



were primarily for the wealthier citizens and somewhat of a long walk. With sternwheelers, railyards and sawmills at the water's edge, marshland to the north and open land to the east, residential neighbourhoods began to flourish in an ever eastward-expanding direction. The St. Paul Street area was the first of these neighbourhoods.

At this time, the City Beautiful movement (1893-1918), was strong with clear definitive ideas about how a city should be built. An understanding of these principles by the public and the 'city planners' of the day was abundant, almost intuitive, and "almost all of America's great public places and finest public structures date from this optimistic era" (Kunstler, 1996, 27). For these 'planners', a fine-grained, rectalinear grid, leant itself well to supporting a diverse and functional city. Consequently, the St. Paul Street area was fashioned on the rectalinear grid with small frontage lots (usually forty and fifty feet wide, 110 feet long), and blocks of between 250 feet and 700 feet long with the inclusion of back lanes. Most streets were treated to sidewalks and lined with regularly spaced trees. Housing that emerged was almost solely bungalows and small houses. Residential uses were contained along Clement Avenue, Coronation Avenue, Cawston Avenue and Bertram Street. St. Paul Street experienced the interface between commercial, industrial and residential uses, with all existing on the street together.

2.1 From Then to Today

Historically, St. Paul Street was the eastern boundary of Kelowna's vibrant warehousing district, illustrated in Figure2.1, full of activity in the 1940s and 1950s, providing employment for many in the adjacent residential neighbourhoods to the east. As the need for warehousing declined during the post W.W.II era and with the easy availability and affordability of the automobile, people and businesses flocked to the new suburbs, and the St. Paul Street area subsequently declined.

Also during this post W.W.II decline, the Modernism movement dominated the minds of the public and planners. The traditional urban form was discounted. In its place, large-scale development was meant to emerge with super-blocks, super buildings and 'international style architecture' in an attempt to supercede the 'old' city. Kelowna's first significant zoning bylaw was implemented in 1976. The zoning bylaw become an important tool that encouraged, directly and indirectly, the expansion of suburban development often to the detriment of inner city urban areas such as the St. Paul Street area. However, with little development in the inner city, the traditional, intimate, small-scaled, urban grid, remained relatively intact.

Anticipating a resurgence in housing demand for the St. Paul Street area, developers and investors began acquiring property here from the 1970s to the 1990s (see: Figure 2.5). While investors speculated, economic impetus to redevelop the area continued to wane.

Many existing properties deteriorated physically and eventually some structures were demolished. At the same time, there was still enough interest, during the boom years of the late eighties, that saw two medium-density multi-family apartments constructed on the east side of Bertram Street. Six commercial buildings were also constructed on St. Paul Street in this post-W.W.II era. Between 1970 and 1990, on Cawston and Coronation Avenues, a few single and two-family houses were rebuilt.

2.2 Conditions Today (late 1990s)

St. Paul Street and the surrounding area, in the late 1990s, has not recovered from its decline. Yet, with its existing traditional urban form and structure, the existence of heritage landmarks, and its proximity to the waterfront and downtown, many see this as a place with strong potential.

The area is currently a mixture of single-family and multi-family residential development on Bertram Street, single family on Coronation, Cawston, Clement Avenues and a mixture of commercial, residential, industrial and institutional development on St. Paul Street. As illustrated in Figure 2.1, the area is within 300 metres of the original warehousing district of Kelowna. The warehousing district and the St. Paul Street area are both adjacent to (within a one kilometer radius) the downtown core and within one kilometer of Okanagan Lake. The location of this area in terms of proximity to

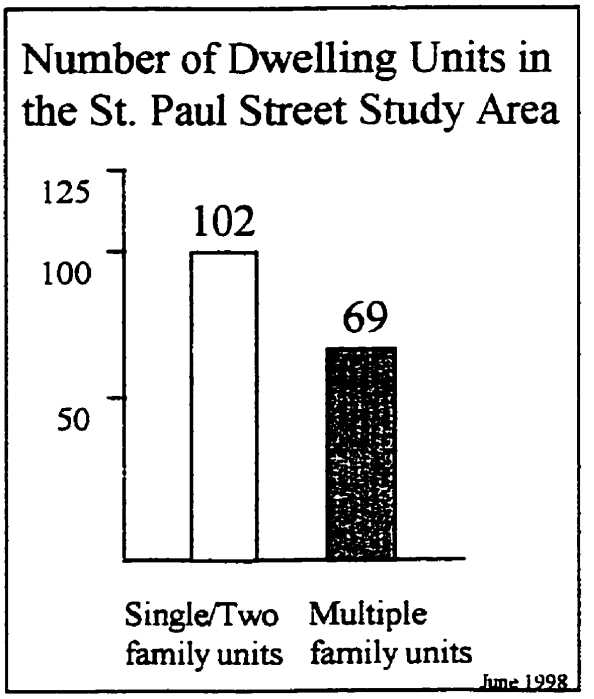
downtown and amenities including Okanagan Lake, museums, an arena and various entertainment, all within walking distance, represents one of the area's greatest strengths and opportunities. It is also close to downtown employment concentrations to the south, and industrial-related employment to the north.

The area has been defined and chosen due to physical boundaries and socio-economic conditions. Clement Avenue is the northern boundary of the study area due to the concentration of industrial uses beginning on the north side of the street. Clement Avenue is also a major road, and is planned to become a four-lane arterial. Richter Street is also a main arterial to the east as is Ellis Street to the west. Properties fronting onto these roads have not been included in the study area. The alley behind these properties has been chosen as an appropriate boundary for reasons of urban design integrity. Stable single and two-family neighbourhoods are present to the east of Richter Street. From Ellis Street west, the new 'government centre' part of the downtown core begins. From Doyle Avenue south, the commercial downtown core begins. However, south of Doyle Avenue along Bertram Street there exists a one block, residential enclave, that has not been included within the study area. The reason for this is the already redeveloped nature of the street.

2.2.1 Existing Land Uses

Small single-family residential properties (40'x100') with one-storey two-bedroom bungalows are still the dominant building typology as they were prior to W.W.II. As illustrated in Figure 2.2, multi-family development on Bertram now accounts for a significant number of units in the area, though single-family houses are still dominant in terms of spatial area covered. Figure 2.3 illustrates existing land uses.

Figure 2.2



Throughout the single-family area, little has changed since the area's inception. Some original residents are now elderly but still living within this neighbourhood. The remaining single-family housing on St. Paul Street however, has become the property of speculators and consequently has become inhabited by 'high-turnover' renters. The remaining single-family housing on Bertram has suffered a similar fate to that of St. Paul Street. Ownership rates in this area are low in comparison to the city average, as illustrated in Figure 2.4. Figure 2.5 illustrates however, that concentrations of absentee landlords exist on St. Paul Street and Bertram Street where developers have been consolidating property. Other absentee landlords on Cawston,

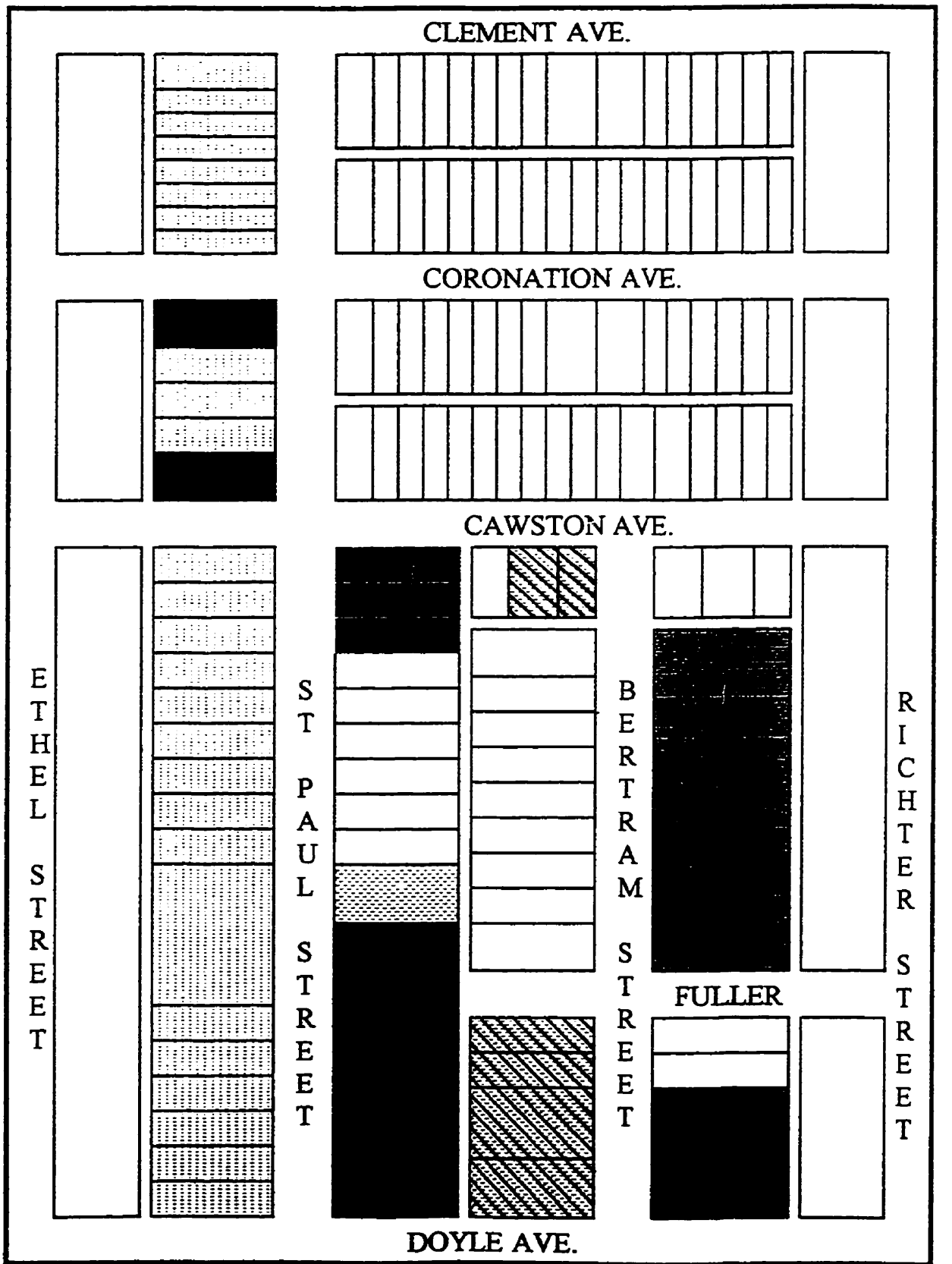


Figure 2.3:Existing Zoning

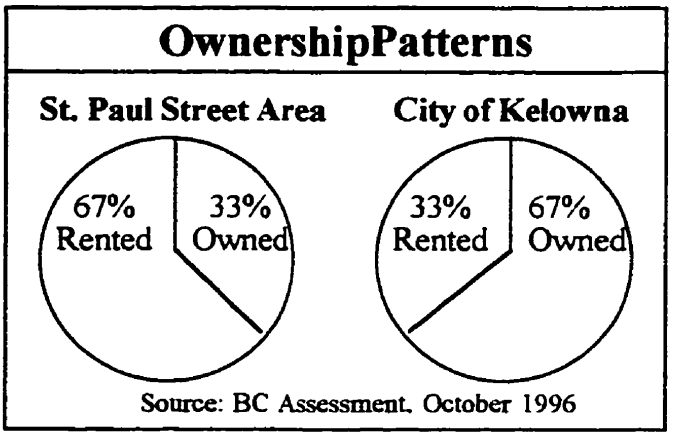
Scale: 0m 500m

Legend: Single/ Two family residential; Multi-family residential; Commercial; Industrial; Institutional

N.

Coronation and Clement are mostly individuals, many living in other parts of the city and few having more than one property, as illustrated in Appendix #2.

Figure 2.4



Other uses, including commercial, institutional and industrial, exist mainly on St. Paul Street with some commercial and institutional uses also on Doyle Avenue. Along St. Paul Street many of the commercial buildings offer services catering to people in need. Examples of these services include the "Ministry of Social Services", "Child Find Kelowna", "Society of HOPE" and the "Kelowna Food Bank". Two automotive related businesses also exist on St. Paul Street along with financial services, construction related businesses, metal machining and other activities. While various activities occur along St. Paul Street, the street can hardly be considered as an 'activity place' or 'meeting place'. However, one essence of community that can be found here, is at the church on the corner of Bertram Street and Cawston Avenue. The Unitarian Fellowship Church, outside of regular church service, often hosts 'alternative' speakers as well as supporting a church band. It also happens to be in the geographic centre of the study area. While this church offers opportunities for enhancing this location as a neighbourhood or community *place*, the area suffers an identity problem. This neighbourhood along with the other neighbourhoods in the area, are simply described and embedded in the psyche

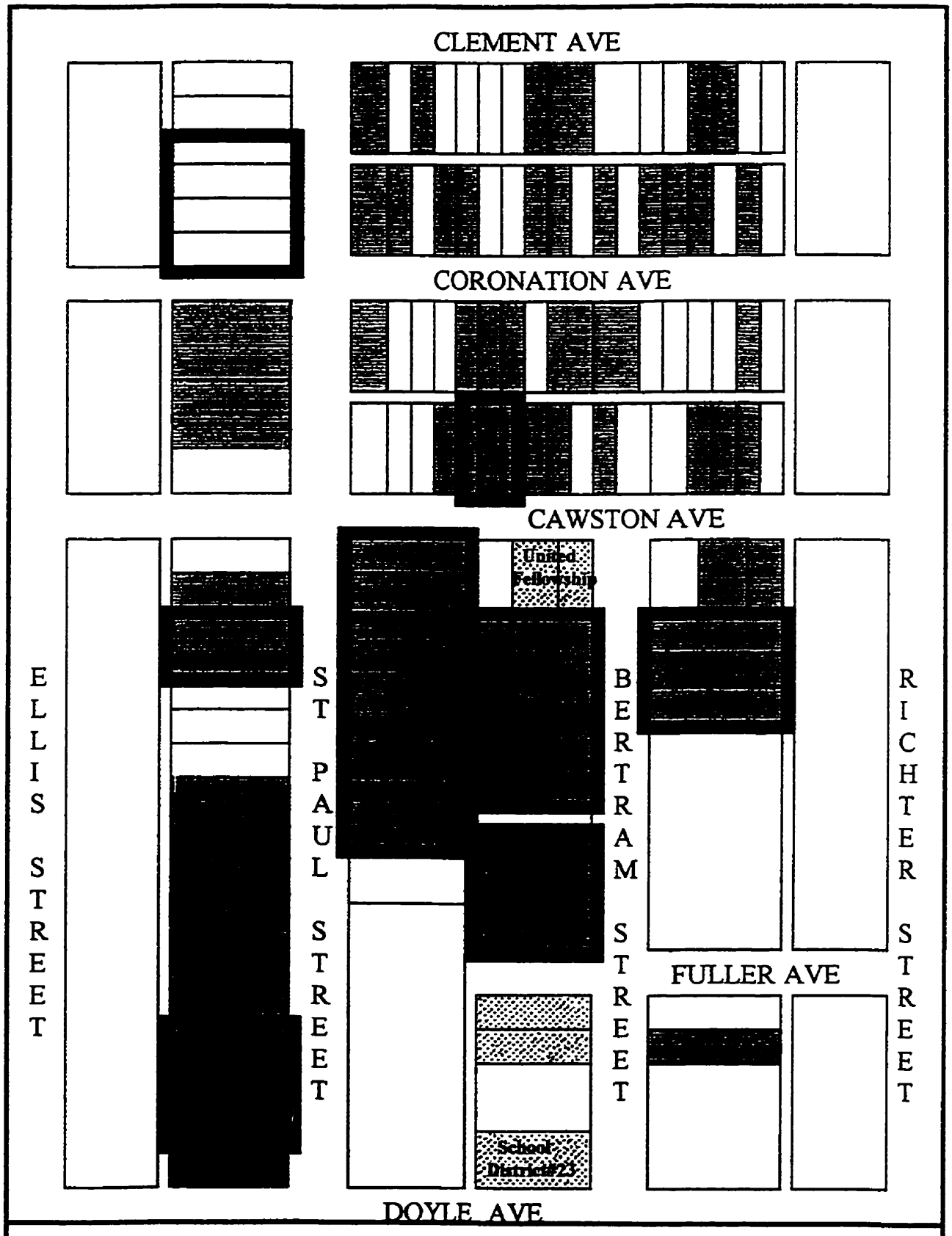


Figure 2.5: Ownership

Legend: Owner-Occupied; Absentee Owner; Institutional Ownership; Consolidated Properties

Scale: 0m 45m

N.

Source: B.C. Assessment October, 1996

of Kelowna citizens as part of 'the North End'. This deficiency of geographical definition is why the study area was simply titled 'the St. Paul Street area'.

2.2.2 Development Conditions/ Future Land Uses

In 1995, the City of Kelowna adopted the current Official Community Plan which designated St. Paul Street as "future commercial", and the rest of the area as "medium density" multi-family residential as illustrated in Figure 2.11. Density, as defined by the City of Kelowna Zoning Bylaw, is illustrated in Figure 2.6.

Figure 2.6

City of Kelowna Density Calculations(units/hectare)		
Low Density	Medium Density	High Density
0-35	35-165	165-225
Source: City of Kelowna Zoning Bylaw #8000. September 1996		

In the late 1990s, real estate market conditions have weakened in the Central Okanagan Region. Real estate values for single family properties in the study area average $110,000 (March, 1998) while the average sale price for a single family home in the City of Kelowna is $162,000 (Okanagan Mainline Real Estate Board, February 1998). In the St. Paul Street area land consolidation efforts have been discontinued by many of the development interests. On the east side of St. Paul Street between Doyle Avenue and Cawston Avenue, Belvedere Development Corporation Ltd. has acquired 9 consecutive properties but is currently selling three (all vacant). Belvedere's proposed eight-storey, mixed use development on Ellis Street was unable to pre-sell enough units and has been

discontinued indefinitely. On Bertram Street, an individual owns eight of the nine single-family properties between Fuller Avenue and the church. No future development has been proposed. Also on Bertram, at the south-east corner of Fuller Avenue, there exists two single-family dwellings surrounded on either side by two medium-density multi-family developments. One of these single-family properties is owned and occupied. The other property sits vacant and is for sale by a group who jointly bought the property for redevelopment purposes. While land consolidation pressures have subsided, uncertainty remains about the direction this area may take.

While lack of development and lack of desirability are serious threats, this area does offer more affordable housing to many that cannot afford or obtain housing in other areas adjacent to the downtown core. The area is also quite amenable to the current real estate market conditions. Properties experiencing the greatest activity are those priced in the $90,000-120,000 dollar range. Properties at the high end of the market often take more than six months of listing before a sale is completed. Important to note though, is the type of properties in the $90,000-120,000 range. Two types of units exist in this range. They are detached single/two-family dwellings and apartment condominiums. Townhouses are limited in number and difficult to compare. However, among the other two types of dwellings within this price range, it is the single/two-family dwellings that are selling well, while the condominium market has hit a heavy saturation point. Sales of condominiums are very slow in 1998. The market demand for single/two-family dwellings at the low-end price range in Kelowna, bodes well for the potential of this

area. With a large number of these dwelling types in the St. Paul Street area this real estate demand could be further capitalized upon. Providing more desirable single/two-family dwellings on small lots with reasonable prices may offer a market niche for this area. Achieving medium density via small lot, intensive, detached housing in this area correlates well with current market conditions as well as existing site conditions.

2.2.3 Housing

Housing on Cawston, Coronation and Clement Avenue, is in the style of detached single-family bungalows and small duplexes. These are all wooden-framed with stucco, wood or vinyl cladding. One and half storeys are most common with few buildings at two storeys. Front yards average ten to twenty feet from the property line, which is often defined by a sidewalk. Housing ages ranges from the first decade of this century to the late eighties. Most houses were built in the 1920s and 1940s. These types of houses also exist sporadically on Bertram and St. Paul Streets. Three and four-storey apartment buildings were built in the late 1980s and early 1990s consisting of mostly one and two bedroom units. The split between the number of multi-family housing units and single/two-family housing units is illustrated in Figure 2.3.

2.2.4 Utilities

The study area is serviced by community water services, storm sewers in limited locations, community sanitary sewer services, natural gas supplied by BC Gas, and underground electricity supplied by West Kootenay Power through City of Kelowna

management. This is a fully serviced urban area.

2.2.5 Heritage

Unique to this area is the inclusion of a diversity of heritage buildings, though limited in actual numbers. Industrial, commercial and residential heritage buildings all existed in the area at one time but today that variety has been reduced through demolition and redevelopment. Of five heritage buildings listed in 1983, three remain. The C.N. Engineers Bunk House at 1386 St. Paul Street was demolished in 1997, and replaced by a single-storey, commercial-style, BC Ministry of Social Services building. Across the street at 1358, the wooden barn-like Crown Packing House was demolished and cleared in 1998. The vacant lot was put up for sale as of June 1998. Gibbs Grocery Store at the corner of Cawston Avenue and 1302 St. Paul Street remains intact as a Class 'C' heritage building. The log construction heritage building at 560 Cawston remains and is currently the owner's home. Also remaining, but possibly threatened by future development is Miss Storey's house at 1322 Bertram. As long time resident Bill Knowles remembers, "when her (Miss Storey) father passed away, she wore a black band on her arm for a year" (Capital News, Sunday, June 14, 1998, A12). The two-storey building was originally the 'Storey' home on the main street of Bernard Avenue. The house was later moved to the current location on Bertram Avenue.

The location of these buildings is illustrated in Figure 2.7. Pictures of the C.N. Bunkhouse were unavailable.

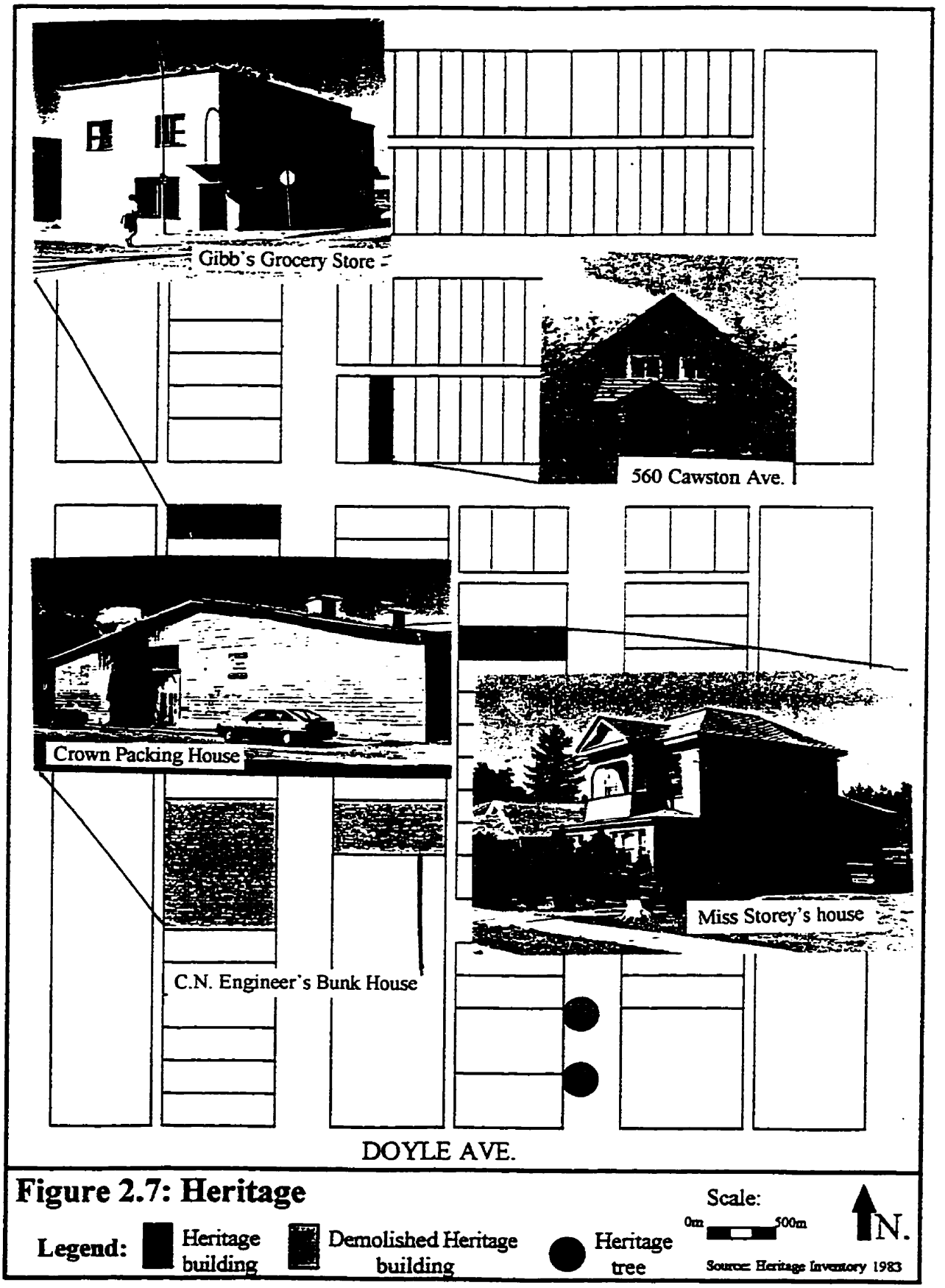


Figure 2.7: Heritage

Legend: Heritage building; Demolished Heritage building; Heritage tree

2.2.6 Urban Design Features

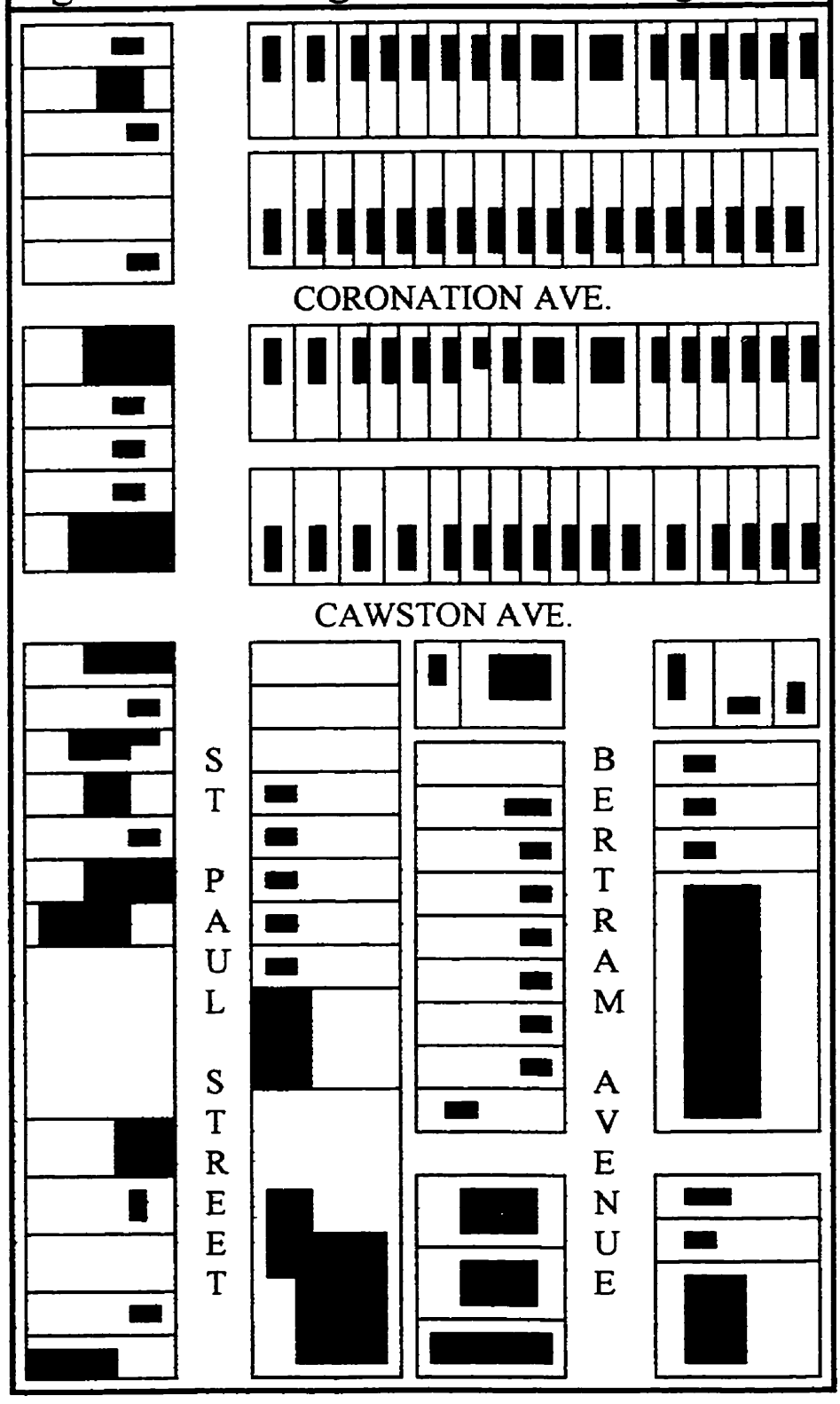
Remaining heritage features also accent the range of urban design features that exist in the St. Paul Street area. Since W.W.II, Bertram Street and especially St. Paul Street have seen chaotic development from an urban design perspective. This had much to do with the Zoning bylaw. Since the zoning bylaw regulates building form according to use, the mix of uses on the street created a mix of different building typologies. Hence, a chaotic urban form developed.

In light of this though, continuity of design still prevails on Clement, Coronation and Cawston Avenues as illustrated in Figure 2.8. Bertram, while tidy, has problems with continuity because of the dramatic mix between single-family detached bungalows competing with two, four-storey apartment buildings.

One important landmark in the neighbourhood is the church at the corner of Cawston and Bertram Avenue. With regard to the heritage buildings, while not significant landmarks themselves, they do add character and interest to the area.

Overall, the scale of the area is of one and two-storey buildings, mostly bungalows, numerous small-scale commercial buildings and a few larger apartment buildings. Some vacant lots are also found interspersed along Bertram and St. Paul Streets.

Fig2.8 Current Figure-Ground Configuration



2.2.7 Demographics

Population has been estimated at 376 people. Specific data was not available for this geographical area since it does not conform to census tract boundaries. Population was based on the assumptions that, as illustrated in Figure 2.2, 102 single/two-family dwellings combined with 69 multi-family units at 2.2 people per unit (Kelowna OCP, 1995, 1-2) equals 376 persons. With 376 people over 12 hectares of land, gross density is 31 persons per hectare and 14.25 dwelling units per gross hectare. Other demographic data was difficult to compile because the study area has not been defined by other agencies as a specific geographical area for statistical purposes.

2.2.8 Community Facilities and Services

For a small geographical area, there is a reasonable number of community facilities and services. School District#23 has a small special needs building, the McWilliam Centre, known as a 'store front school', on Doyle Avenue and Bertram Street. On Bertram, a school for mentally challenged children exists two buildings north of the McWilliam Centre. On St. Paul Street, there is a food bank and a Provincial Ministry of Social Services office. While these services and buildings are for a specific clientele, the Church at the corner of Bertram Street and Cawston Avenue is the area's most significant 'community' facility.

2.2.9 Transportation and Circulation

As for transportation networks, Clement Avenue is currently a two-lane through-road,

planned to become a four-lane arterial known as the 'North End Connector'. The north-south 'boundary' streets of Richter Street to the east and Ellis Street to the west are two-lane arterials. Doyle Avenue is a local two-lane street.

Two transit routes, with intervals of thirty minutes at peak periods, exist along Doyle Avenue and Richter Street. A designated cycling route exists along Richter Street on either side, though cycling on all streets within the study area is relatively safe. Sidewalks are illustrated in Figure 2.9.

An informal traffic study was conducted by the author during the summer of 1996. Results are in Appendix #1 and illustrated in Figure 2.9. Traffic study results indicate that vehicular traffic is not overly abundant though some clear patterns emerge. Commuter traffic and downtown employees often use this area, resulting in heavier traffic volumes during the work-week mornings and around 4:30pm. Most of this traffic is concentrated on Cawston Avenue because it is the most direct and easiest connection, other than Clement Avenue, between suburban neighbourhoods to the east and downtown to the southwest. Daytime parking is also prevalent around St. Paul Street and Coronation Avenue from workers at the steel manufacturing shop on Ellis Street and Coronation Avenue. Vehicle traffic generally does not dominate over pedestrians and cyclists.

Walking, cycling and alternative modes of transportation are all effective means of

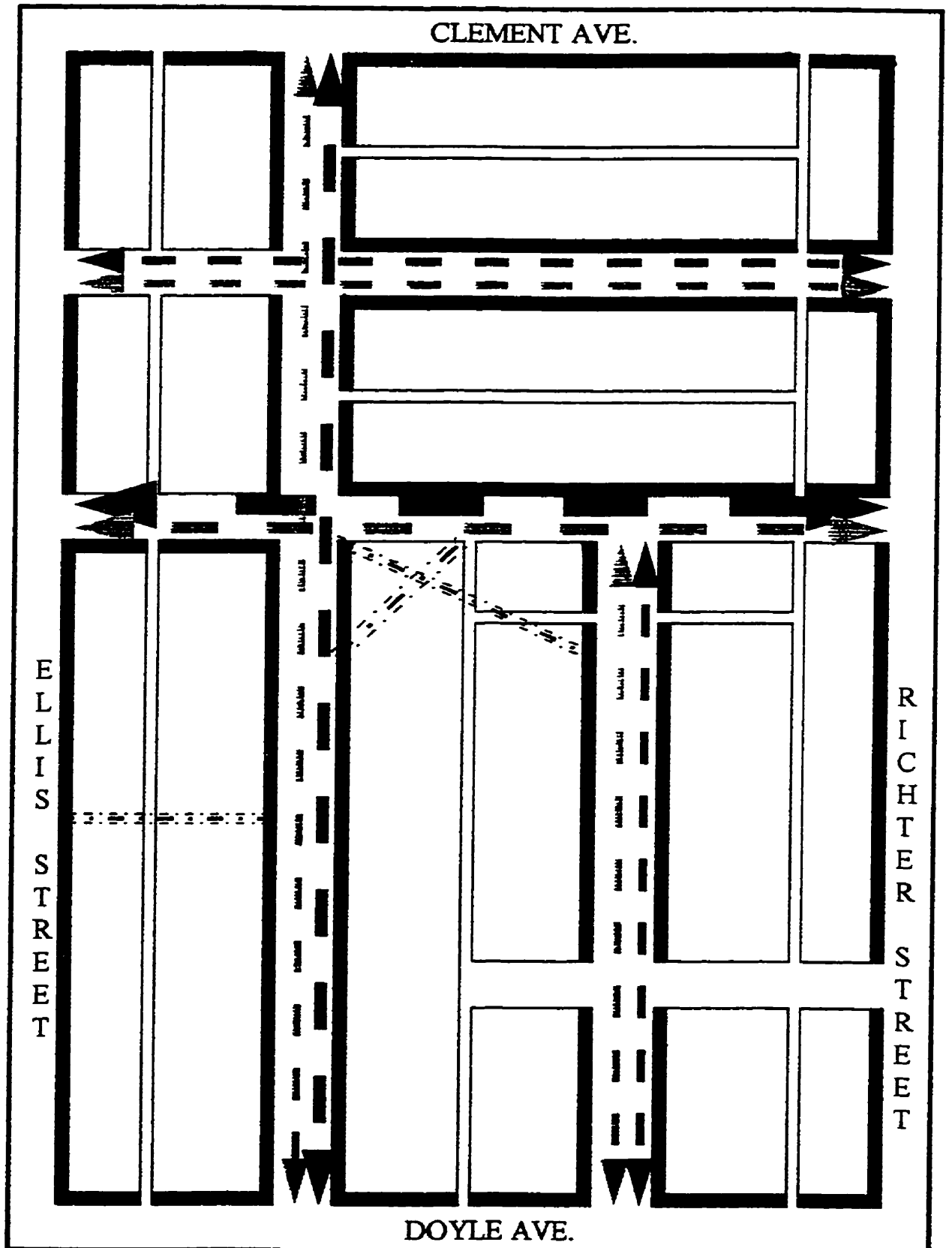


Figure 2.9: Circulation

Legend: Sidewalk; Vehicle Volume & Direction; Pedestrian/Cyclist Volume & Direction; Informal path

Scale: 0m 500m

N.

mobility in the St. Paul Street study area due to its close proximity to all amenities, its pre-W. W. II urban form and the limited influence the automobile currently has here.

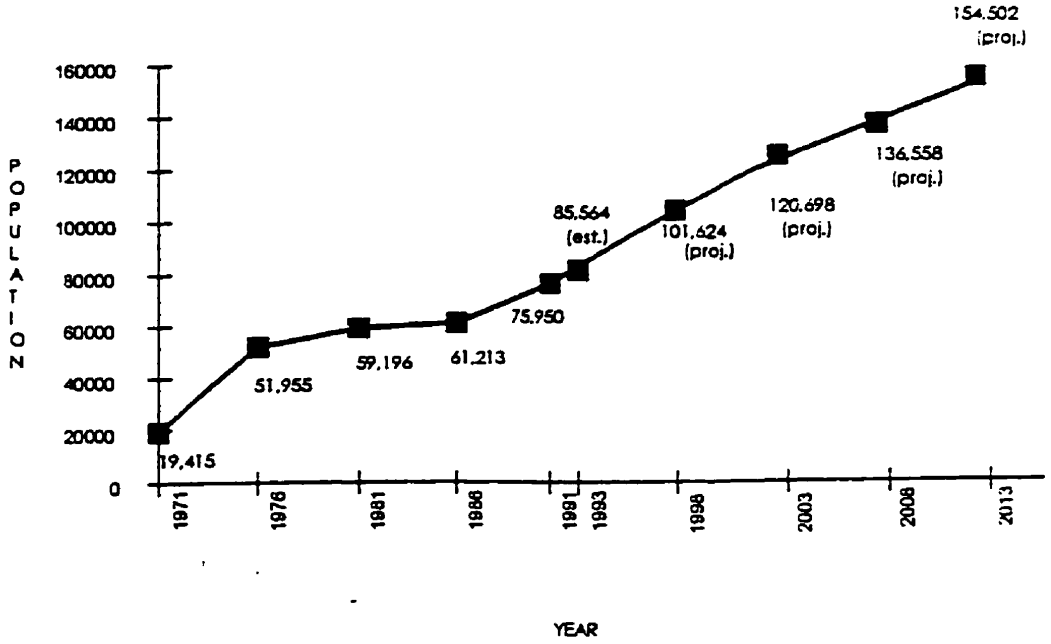
2.3 Current Planning Provisions for the Study Area

The City of Kelowna Official Community Plan (1995) has designated the St. Paul Street area as a future location for medium-density development (35-165 dwelling units per hectare). For an 'Action Plan' to realize this medium-density goal, it is necessary to outline the 'goals and objectives' already formulated, and adopted by Kelowna's city council, that are pertinent to the study area. The future goals and objectives have been documented within various plans including the *City of Kelowna Official Community Plan (1995)*, the *North End Neighbourhood Structure Plan(1994)*, the *Social Plan (1996)*, *A Heritage Management Plan for Kelowna (1995)*, and the *Kelowna Centre Plan (1992)*. Only those goals and objectives considered relevant to the study area, have been extracted from these documents.

2.3.1 City of Kelowna Official Community Plan (1995)

The 1995 Official Community Plan's general intent is to create a more compact, diverse and pedestrian-oriented city. This has much to do with the historical population growth rates of approximately 2.64% between 1976 and 1981, 0.68% between 1981 and 1986 and 4.80% between 1986 and 1991 (OCP, 1995, 1-1) as illustrated in Figure 2.10. In this

Figure 2.10: Population Growth-City of Kelowna



The population projection for the City of Kelowna to the year 2013 assumes an average annual growth rate of 3.5% from 1994 to 2003, dropping to 2.5% from 2004-2013, providing for an average annual growth rate of 3.0% over the entire planning period. The current household size of 2.4 persons per household is projected to drop to 2.0 over twenty years for an overall average of 2.2 persons per household. This projection provides for a City of Kelowna population of some 154,502 by the end of the 20 year planning time frame.

Source: City of Kelowna Official Community Plan, 1995, 1-4

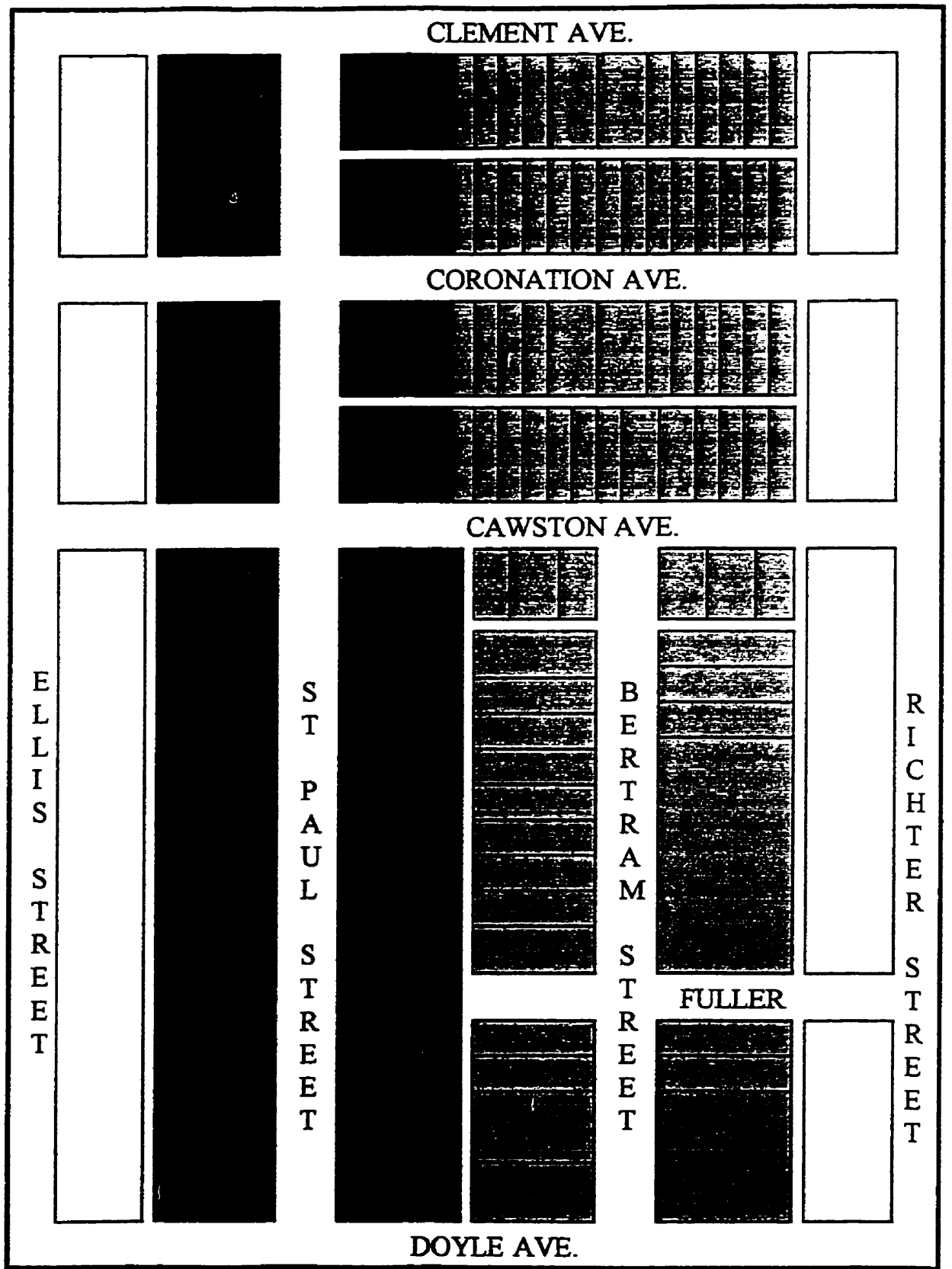


Figure 2.11: Designated Future Land Use

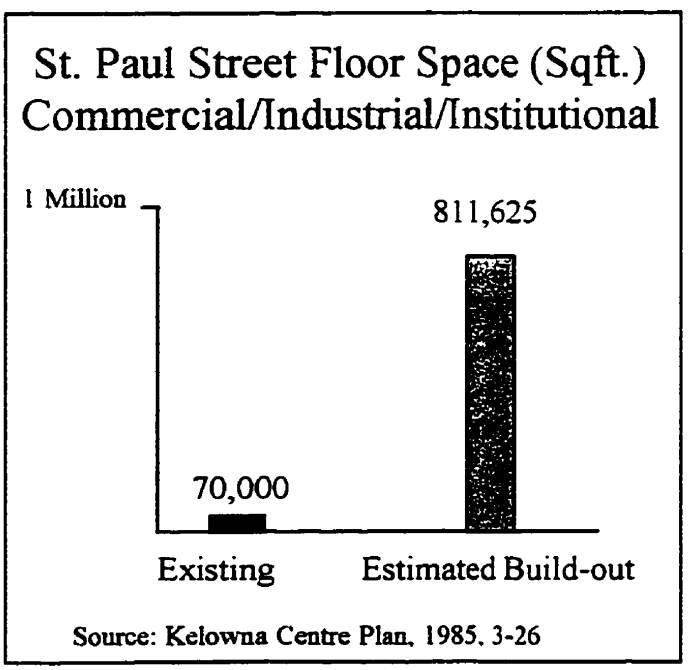
Legend: Multi-family residential; Commercial

Scale: 0m 500m

N.

time period, much of the growth occurred as single-family, suburban sprawl. The 1995 Official Community Plan therefore intended to encourage a more compact city in the future by directing and encouraging development and redevelopment into four designated 'town centres'. Three of these 'town centres' were the traditional downtowns of Kelowna, Rutland and South Pandosy. In 1973, these were all incorporated into what is now called Kelowna. A fourth 'town centre' was identified as being a suburban shopping mall development that emerged and expanded from 1974 onwards. The traditonal downtown Kelowna (pre-1973), is considered as today's 'premiere town centre'. Development in and around the downtown was, by way of the 1995 Official Community Plan (OCP), to gain more attention and even special consideration. This is expected to increase densities, supporting more opportunities for living, working and playing in downtown, and secondarily in the other three 'town centres'. This planning approach is meant to avoid more urban sprawl and its negative consequences of decaying urban areas, increased traffic and pollution, social segregation and rising personal and municipal financial costs. In the OCP, the St. Paul Street area is

Figure 2.12



designated as a mix of medium density residential and commercial, illustrated in Figure 2.11. Commercial, institutional and industrial build-out potential in accordance with future land-use designations and the zoning by-law is illustrated in Figure 2.12.

Goals and Objectives:

Housing:

- Minimize the costs of new development to existing residents
- Make efficient use of existing housing stock
- Phase development in an orderly way
- Optimize the benefits that can be derived from existing infrastructure
- Gradually increase residential densities
- Integrate housing with other land uses
- Provide for a sufficient choice of housing form and tenure

Heritage:

- Respect our heritage and preserve special features of our past.

Commercial:

- Sustain the viability of the downtown core

Parks and Open Spaces:

- Develop recreational facilities and open spaces that are accessible and sensitive to the needs of people of all age and social groups.

2.3.2 Kelowna Centre Plan (1992)

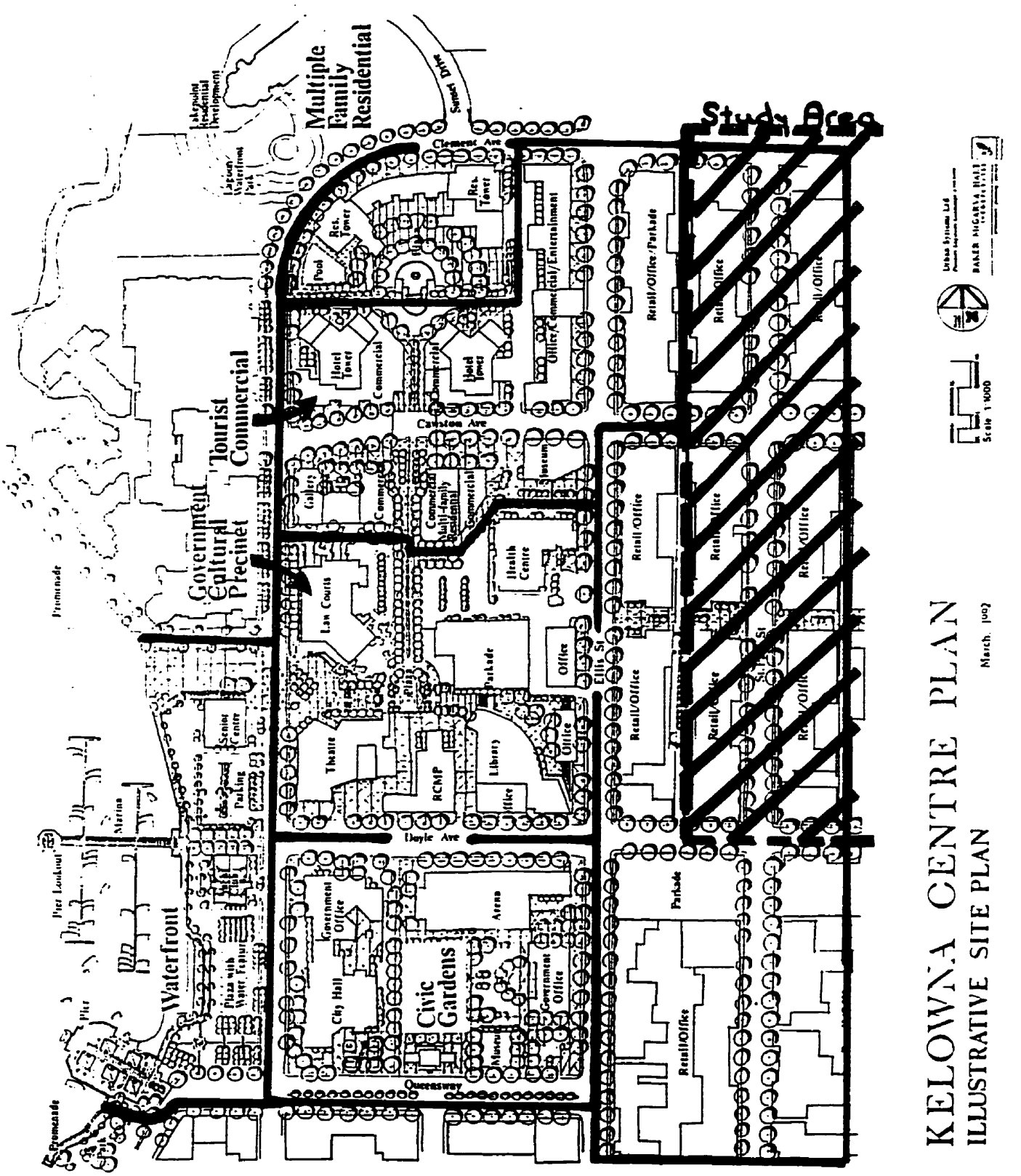
The purpose of this plan was to offer a vision that would encourage the re-establishment of the downtown as the heart of Kelowna. This was to be done through the strategic development of government services within the area just north of the downtown commercial core. This plan essentially envisioned a commercial and retail downtown within the existing core while a new 'government centre' was to develop north of the commercial downtown. This 'government centre' was the geographical focus of the Kelowna Centre Plan. From 1992 to 1998, a new courthouse, library, art gallery, police station addition and major hotel have been built here. Construction of a new 5800 seat multi-purpose arena was begun in June 1998 and is expected to be completed in 1999. Most of the government funded projects expected to occur under the plan's high growth assumptions have now occurred. Private developments expected to occur have not been as forthcoming other than the one major hotel and condominium high-rise development.

The Kelowna Centre Plan envisioned a mixture of uses within its outlined study area. Pertinent to the St. Paul Street area, the Kelowna Centre Plan encompassed part of St. Paul Street and designated it as a future commercial extension of the downtown core.

Goals and Objectives:

- Create a vibrant and vital urban area which "lives" beyond business hours.
- Provide employment, visitor, and residential market support for the existing downtown area.

Figure2.13


Study Area
Multiple Family Residential
Tourist Commercial
Government Cultural Precinct
Waterfront
Civic Gardens
Retail/Office/Parkade
Retail/Office
Office/Commercial/Entertainment
Hotel Tower
Commercial
Pool
Theatre
RCMP
Library
Law Courts
Health Centre
Parkade
City Hall
Government Office
Arena
Museum
Senior Centre
Parking
Plaza with Water Feature
Pier
Pier Lookout
Marina
Promenade
Lakeshore Residential Development
Lagoon/Waterfront Park
Sunset Drive
Clement Ave
Cawston Ave
Doyle Ave
Queensway
Ellis St
Gallery
Museum
KELOWNA CENTRE PLAN
ILLUSTRATIVE SITE PLAN
March, 1992
Scale 1:1000
Urban Systems Ltd.
BAKER HIGGS & PARTNERS

- Design and develop open spaces so that they become attractions to visitors and residents alike.
- Provide for an efficient use of land by providing for increased densities.
- Designate St. Paul Street as future Downtown Commercial.

2.3.3 North End Neighbourhood Structure Plan (1994)

The North End Neighbourhood Structure Plan outlines existing physical, social and environmental conditions. Its purpose is to create an organized plan directing certain types of development into specific areas while maintaining and preserving other areas. The plan looks at both the local area and the area's context in relation to the rest of the city. In recognizing the local area as one part of the city, the plan's policies and directions coincide with the OCP in its goal of directing higher density development into four 'town centres' (specifically the 'downtown town centre').

Goals and Objectives:

- Maintain the existing diversity and integration of land uses
- Provide for medium-density, medium-rise, residential development on Clement Avenue, Coronation Avenue, Cawston Avenue and Bertram Street. Maximum density shall be consistent with a Floor Area Ratio of approximately 1.45.
- Redevelopment along the south side of Clement should progress from west to east.
- All new multi-family developments within this area will be subject to design

Figure 2.14

City of Kelowna, 1938

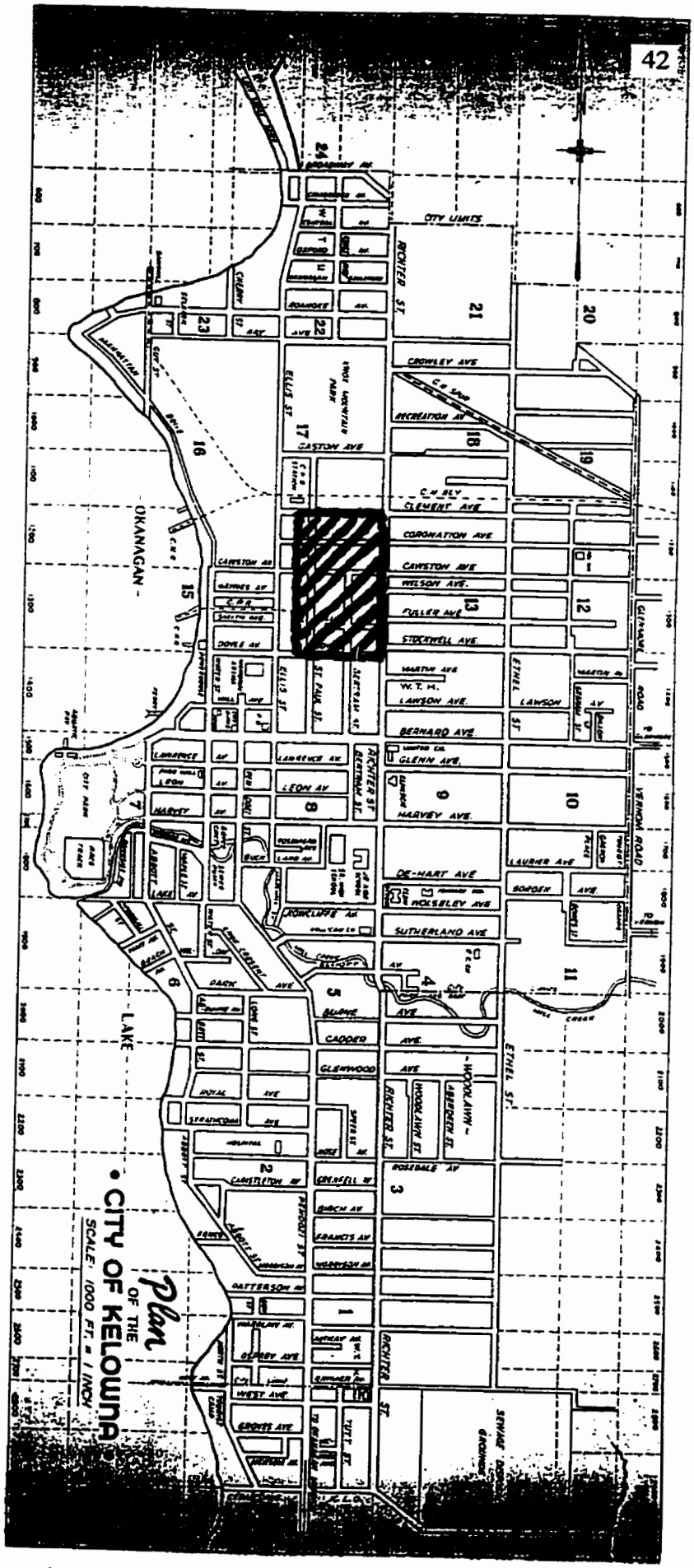
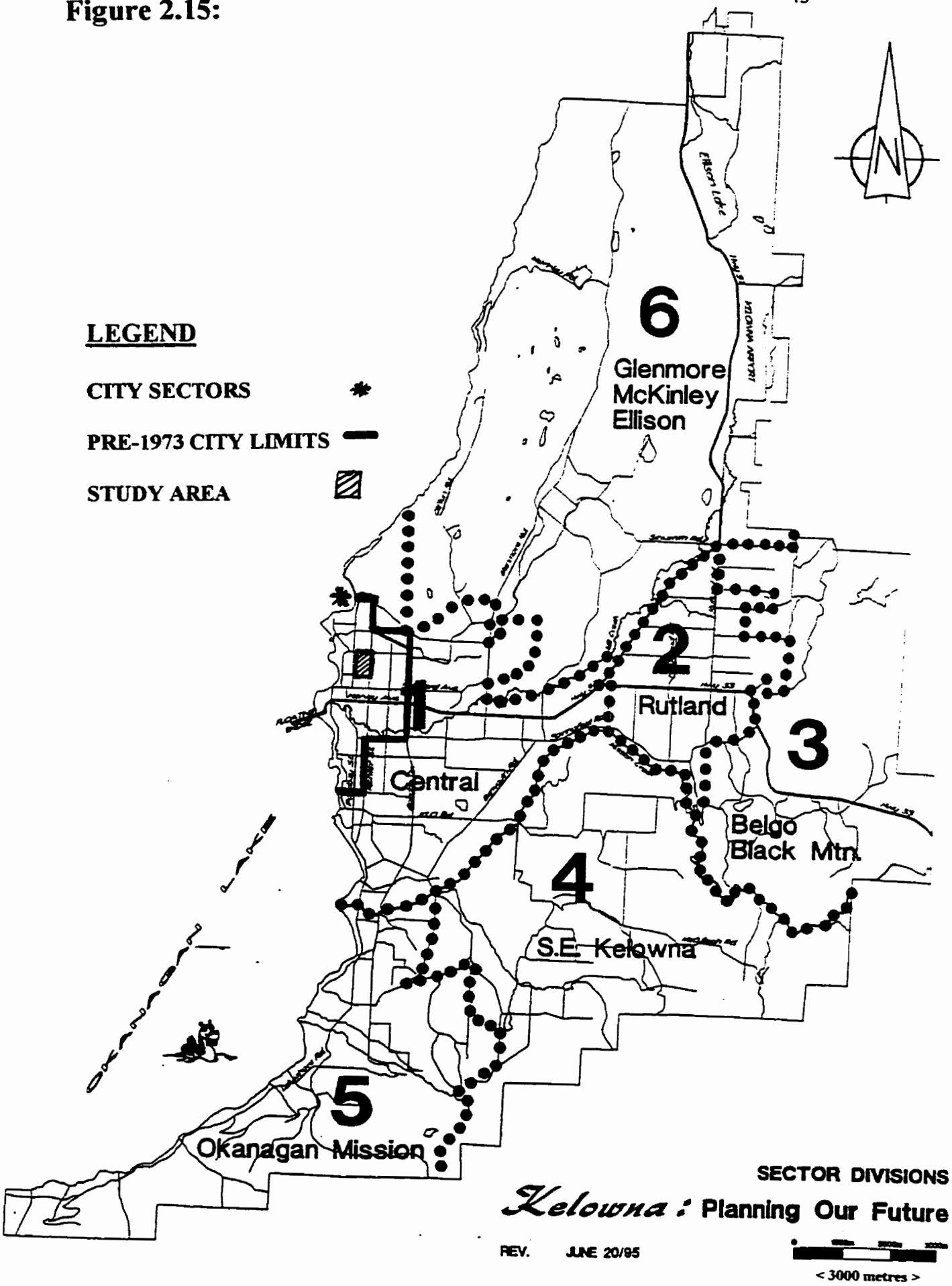


Figure 2.15:


LEGEND
CITY SECTORS
PRE-1973 CITY LIMITS
STUDY AREA
6
Glenmore
McKinley
Ellison
2
Rutland
3
Belgo
Black Mtn.
1
Central
4
S.E. Kelowna
5
Okanagan Mission
SECTOR DIVISIONS
Kelowna : Planning Our Future
REV. JUNE 20/95
< 3000 metres >

guidelines.

- Provide for the expansion of parks and open spaces
- Improve the transportation network

2.3.4 Social Plan (1996)

The 1996 Social Plan for the City of Kelowna was intended to be a framework document for future social planning work. Its main goal was to "ensure that the circumstances within the community serve to maximize social equity" (pg.4). While many social services are provided by provincial and federal government agencies, one of the main goals of the City of Kelowna Social Plan (1996) was to work towards achieving more affordable housing for lower income people. This was to be achieved mostly through the promotion and eventual allowance of secondary suites in single and two-family homes. In May of 1998, the city council adopted a bylaw that allowed secondary suites through a rezoning process on a site by site basis.

At the re-zoning hearing, the 'Urban Development Institute' argued that this zone should not be permitted in areas designated for future medium-density development. The rationale was that allowance of secondary suites in these areas would push real estate prices higher, thus making land consolidation more difficult. However, a 1998 report by Kent-McPherson Appraisals of Kelowna, concluded that real estate prices across the entire city are at a level that restricts new multi-family development projects.

Affordable housing is still an important goal of the Social Plan. Current efforts however, have focused on the Social Plan as a framework document, for planning how to accommodate the growing needs of an aging population.

Goals and Objectives:

- Make every effort to ensure that all members of the community are able to obtain and secure affordable, accessible and adequate housing.
- Increase zones permitting childcare facilities.
- Prevent crime (e.g. through urban design).
- Enhance diversity and choice of housing options.
- Increase play spaces/ pedestrian friendliness/ pocket parks.
- Integrate group living homes and boarding houses.

2.3.5 Heritage Management Plan for Kelowna (1995)

This report outlines provincial legislation and heritage management procedures, and provides heritage reviews and recommendations for a number of areas including areas that encompass the St. Paul Street area. Pertaining to the St. Paul Street study area, the management plan recommends that the adjoining industrial area along Ellis Street become an 'Industrial Heritage Conservation Area'. The vision for this area is that "existing industrial buildings and undeveloped sites could evolve into a vibrant and economically viable Museum/Arts precinct based upon the industrial history of the area".

A strategy of creating an Arts and Cultural precinct in this area would likely attract people to live in the adjoining St. Paul Street study area.

Goals and Objectives:

- Protect those buildings that are recognized by the City to have heritage value.
- Encourage preservation through adaptive reuse.

2.4 Key Informant Data

2.4.1 Key Informant Interviews

The following interviews were conducted on a one-to-one basis. A set of guiding questions were used. Discussion of the answers were on an informal and free flowing basis in an effort to flesh out more than just what was contained in the pre-arranged questions. A summary of key points is found in the following 'interview record'.

Mr. Steve Shoranick
Developer, RKS Resources & Urban Development Institute member
Interview Date: July 31, 1997

As a local developer, he felt the downtown town centre had a lot more to offer than the suburban areas. His concern though, was an imbalance in the economic situation which actually favoured development on suburban 'greenfield' sites. He would prefer to engage in urban redevelopment but economically, he felt it was not possible and therefore, the OCP goals would

likely goal unrealized.

Variables hindering development in the St. Paul Street Area.:

- Allowing development elsewhere
- Safety and security concerns/perceptions
- No economic incentives
- High land costs

Positive attributes of St. Paul Street Area

- Is a 'people place' with diversity and a unique atmosphere
- Locational advantage to Downtown and amenities

Actions that would help:

- Recalculating DCCs so that developers are not paying 80% of projected future costs
- Introducing sectoral DCCs
- Municipal investment into beautification
- Positive Image/Lifestyle Marketing

Mr. Ron Mattiussi

Director of Planning and Development Services, City of Kelowna

Interview date: August 7, 1997

Key points noted, regarding redevelopment of inner city areas, include the difficult regulatory position that municipalities in B.C. face with the current Municipal Act, and the over-riding influence of land economics. The Municipal Act for example, does not allow for financial incentives to be given to one part of the city over another without a clearly proven economic rationale. This kind of numerical evidence can often be virtually impossible to prove numerically though it can through correlation data. Single family homes may also not be regulated in any stylist or design sense unless they are found within a designated Heritage

Conservation Area. It was also his assertion that those areas where redevelopment has occurred, such as Portland, and succeeded, were often areas incredibly depressed to begin with and that had only one direction to go in. No such area has yet existed in Kelowna.

Summary comments included the need for long term, holistic and interactive planning. To do this, the City of Kelowna has formed a Town Centre Implementation Committee and it is the goal of this committee to redirect existing funds into these town centres, including the downtown town centre, where the St. Paul Street area is located. This umbrella committee, is seen as one of the key components to succeeding in achieving the city's goals. A summary of some key points are as follows:

Variables hindering development in the downtown town centre:

- Safety and security concerns/perceptions
- Poor land economics
- Problematic and restrictive Municipal Act

Actions that would help:

- Coordination and redirection of municipal funds into town centres
- Fine-tuning of DCCs
- Public-private partnerships
- Community/ Business Improvement Districts

Mr. Cliff Craft

City of Kelowna, Finance Department

Interview date: August 8, 1997

Tools that municipalities can use for urban redevelopment according to Craft are: investment in town centres, capital projects and improvements, addition of

amenities such as cultural facilities, improved transit and indirect policy initiatives. Indirect policy initiatives include changes in parking, density bonusing and other land use tools. All these are believed to be means to improving conditions for redevelopment of inner city areas

Variables hindering development in Town Centres

- Restrictive Municipal Act (currently being re-written as of 1998)

Actions that would help:

- Municipal investment
- Gradual reductions in parking requirements
- Increased and improved transit

Mr. Gene Miller

New Landmarks Consulting, Victoria

Interview date: June 24, 1998

Mr. Gene Miller was instrumental in championing and conducting the Harris Green Charrette in Victoria, B.C. He sees a need to rethink Modernism and to redesign and in-fill our urban areas on a more 'European model'. This outlook greatly influenced the design charrette and the proposed regulations for the Harris-Green neighbourhood.

Variables hindering urban redevelopment:

- Land economics
- Zoning regulations
- Lack of design cohesion

Actions that would help:

- New zoning bylaws based on 'European style urban design'

- Less parking for urban areas
- Municipal beautification of streetscapes

2.4.2 Committee Review

As a participant in both the Downtown Plan Committee and the on-going Town Centre Implementation Committee, opportunities and constraints arising from the meetings are noted. The first committee is the *Downtown Plan Committee* which includes representatives from business, social services, neighbourhood associations and the building and development community and city staff members. The plan is being conducted by Urban Systems Consultants Ltd. and the following comments are contained in "City of Kelowna: Downtown Plan Inventory and Issues Brief" (April 1997). As of July 1998, the plan has not been fully completed. Though the plan boundaries are on the edge of the St. Paul Street study area, many of the comments and discussion items are relevant.

The second committee is the *Town Centre Implementation Committee.* Representatives on this committee include five city councilors, representatives from neighbourhood associations, business and city staff members. Comments and concerns arising from this ongoing committee are taken from the minutes and from direct involvement as a representative of the South-Central Neighbourhood Association.

Physical issues include:

- North End Connector road (upgrading of Clement) will significantly affect area
- sidewalk network needs improvement
- should encourage whole area to be more pedestrian-friendly.
- improved streetscapes needed
- new alternative standards for building code required

- interest in having people living above stores.

Economic issues include:

- high ground-water table financially limits building heights to three storeys
- development cost charges an important factor
- need for lower parking requirements
- core redevelopment costs high/ less expensive to build on raw land outside town centres
- concern over land use contracts in other parts of town-allows unregulated building
- high commercial rental vacancies currently (15-21%)
- high land prices

Social issues include:

- need for affordable housing in and around downtown area
- need to address social problems
- housing choice needs to be diverse and mixed

Environmental issues include:

- need more permeable surfaces (e.g. may include turf block paving in parking areas)
- need for more parks and plazas

2.4 Conclusion

A renewed interest in those areas surrounding traditional downtown cores seems to be emerging. For the St. Paul Street area, there are a number of conclusions that can be

made. These are the 'terms of reference' that will guide the creation of a 'Action Plan'.

First, with the traditional fine-grained, urban structure of cities that emerged prior to W.W.II now regaining acceptance, the St. Paul Street area shows great potential. Its intact urban form, constructed prior to W.W. II, already contains many of the desired elements that many, including the New Urbanists, look for as a strong basis for 're-constructing the urban fabric'. The grid street pattern, tree-lined streets, short blocks, small lots, varied and mixed uses and most importantly, proximity to downtown, already exist. Thus, St. Paul already has the necessary physical urban form upon which to build. How can this urban fabric be enhanced is the question to consider.

Secondly, people have chosen to live in the area for the same reasons as people in the past, namely; because it was close to their work and close to the commercial, social and cultural centre of town. Bounded on the south by the downtown, on the west by a transitional warehousing-cum-arts/cultural district, on the north by industrial and on the east by stable residential neighbourhoods, the study area's location is unique. It is not unique though to other North America cities and therein lies a key reason for studying this area. The study area's 'edge' character will certainly influence and define its future and this will need to be considered in the North American context.

Third, the area has been identified as a place for intensification of uses and people. However, its urban form, its 'edge' location, and existing rules and regulations, have all

constrained it in such a way that little development has happened there since the area was first built prior to W.W.II. If intensification is to occur, those conditions and characteristics that are desired in 'reconstructing the urban fabric' must be identified and set in a legal, social and economic framework that allows and encourages it to happen.

And finally, the St. Paul Street area's location and situation must be understood in today's context. It must be realized that this area is in fact one of many 'urban villages' that have or are taking shape around North American downtown cores. The St. Paul Street area has the potential to become a more dense, highly diversified and vibrant 'urban village' (see: Sucher, 1995, 9 and Kelbaugh, 1997, 111). It would exist as an 'urban village' containing most of its needs within its boundaries but also supplementing its needs and enjoying the offerings found within the adjacent downtown core. This 'urban village' must be a key consideration.

The key for the St. Paul Street area, is the diversity and completeness of a village within the urban context that will make it, and areas similar to it, successful. This must be done with an understanding of what makes for a good urban village and how this is to be achieved.

CHAPTER #3: THE CHALLENGE OF MEDIUM DENSITY REDEVELOPMENT IN 'DOWNTOWN EDGE' AREAS

The purpose of this chapter is to understand the theoretical and practical basis for the 'terms of reference' described in the preceeding chapter. Understanding the theoretical framework that planners have been involved with in both the past (Modernism) and presently emerging (New Urbanism), will help guide this chapter's analysis of the area and eventually help direct policy and implementation goals. Practical applications, or 'precedents', of New Urbanism based projects will also be explored in this chapter. These 'precedents' will help give an understanding of the limitations and opportunities available, and how different places may deal with the emerging ideas of New Urbanism.

3.1 Redevelopment Theory

3.1.1 Planning for Growth

Since European conquest of North America, most cities across the continent have experienced continued population growth. As cities continue to grow, planners are asked to find ways of accommodating this growth. In post W.W.II North America, "for the last 40 years growth has been largely directed by suburban flight, highway capacity and federal government mortgage policy" (Katz, 1994, xii) and in existing urban areas

was directed through 'urban renewal'. As physical, economic, social and environmental costs rose with suburban expansion, and as 'urban renewal' was shown to be economically and socially devastating, it became apparent that such development patterns were not feasible in the future. Planners in the 1990s are now being asked to accommodate growth in ways other than suburban expansion and conventional urban renewal. Many planners are now looking to urban infill as one solution because, at least in "absolute terms, urban infill is cheaper in both capital and operating costs than low-density development of rural land" (Kelbaugh, 1997, 115).

Understanding the past actions of planners can be seen through the history of zoning. Since zoning is the strongest and most influential tool that planners use, the history of zoning indicates a great deal about the actions, thoughts and ideas of the time and how that has led to today's situation.

Zoning has its origins in the rise of the industrial revolution. With the growth of industry and capital, cities grew at alarming rates, leading to congestion, extreme poverty and other social and physical problems. These conditions created an unstable atmosphere of social unrest that threatened the stability and economic growth of the United States and other countries. For both humanitarian reasons and economic growth desires, physical and social problems were addressed by first carefully studying the problems in a very rigorous and scientific way. A greater understanding of sanitation needs, definitions on 'over-crowding', and classification of land-uses all came out of this time period.

The next step was taking this quantitative data and creating regulations that would positively affect social ills and improve economic efficiency of the city. The latter resulted in the emergence of zoning, in the early twentieth century (i.e. New York adopted zoning in 1913), as an economic rationalization tool for the city. Therefore, with cities seen as a means of production, economic efficiency was paramount if America was to grow and prosper. Therefore,

> "the economic logic of land-use planning for the American city was characterized by:
> an acceptance that efficient production and greater accumulation of capital depended upon a rational coordination of infrastructure and services to parallel production and circulation needs,
> an allocation of land parcels to their most profitable use and the relegation of less profitable needs to cheap and unproductive land,
> and the speculative hope that these higher land uses would produce an additional source of revenue and hence pay for the implementation costs of the initial improvements"
>
> (Boyer, 1983, 79)

Therefore, land and roads were simply seen, under this model of the city, as conduits to the efficient production and movement of goods that needed rationalization, standardization and hierarchical classification.

In conjunction with the rise of zoning was the rise of Modernism. Modernism was a functionalist, efficiency-driven, minimalist ideology for building, landscape and city design. Modernism and its economic rationalization role for zoning however, "led to the

destruction of traditional modes of physical planning and the abandonment of conventional forms of the American city" (Boyer, 1983, 283). Since W.W.II it has become apparent that zoning has faltered. In spite of the rationalization of land uses, the general view of the city as a machine has created de-humanizing and non-functional urban environments. Coupled with this, the economic rationalization role of zoning originating from the industrial revolution has had to deal with the changing economic conditions of the late twentieth century. Economic roles and needs are metamophising as manufacturing declines, the service and technology industries emerge, and work, home, and play become more interconnected.

Since "existing zoning is a development control tool and isn't meant to be prescriptive of what should happen in the future" (Boyer, 1983, 3) then it becomes important to ask if a new planning tool is warranted or if zoning can be adapted to the new economic realities. Zoning will either give way to a new planning tool or planners and architects will need to return to their original roles as urban designers, while economic objectives are left more to their own devices. This latter approach to transcending zoning is the approach of the New Urbanism movement, while conventional zoning is more the tool of a lingering Modernism.

3.1.2 Redevelopment Theory-Modernism

To understand the current context for accommodating growth it is important to understand what was attempted in the past under the Modernism movement. For

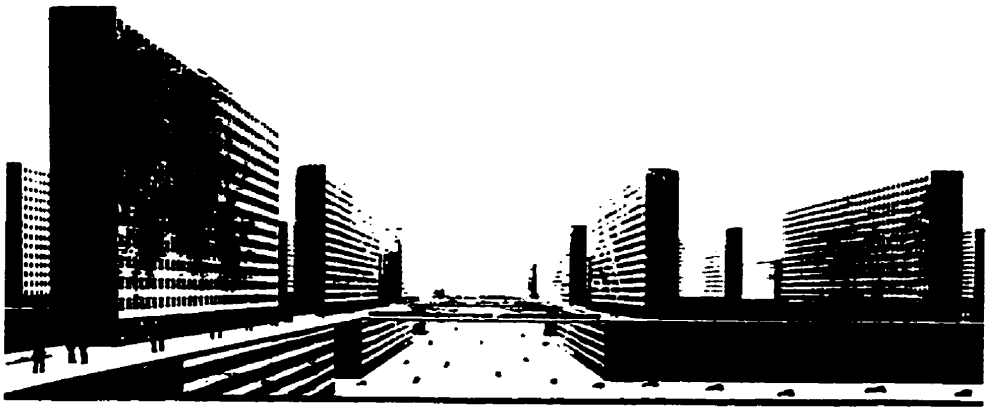
Modernists, new growth would be added to both the suburban realm and to "renewed" urban areas.

Both Modernism and New Urbanism advocated bringing people back to the inner city areas to reside, and Modernism did attempt to redevelop inner city areas with medium and high density development. However, the "prevailing attitude...was to start from a clean slate." (Trancik, 1986, 21) For Modernism this meant "improving" the city on a large-scale basis. Those urban areas deemed as 'blighted' were razed to the ground and rebuilt from scratch. The new built form that took shape, (see: Figure 3.1) was often in stark contrast to what had previously existed. The usual development process was to "clear away the old, close streets, and build residential structures that had no clear relationship with the streets" (Sewell, 1993, 60). For Modernists, the belief that bigger was better, held sway. Derived in part from economic theory at the time, "economies of scale" was a buzz word that found its way into modernist rationale. Under the guise of "economies of scale", common assumptions included: bigger is better, bigger is simpler, and simpler is cheaper. This in turn meant more housing, that would result, in theory, through a 'trickle-down' effect, in giving everyone a chance to own a home.

Therefore, Modernism espoused the idea that large-scale development was most appropriate in creating these ideal urban environments. To achieve this large-scale development and redevelopment of inner cities, certain implementation measures were required. If large-scale development was to occur, then the government would need to

do it. If the government in North America would not do it, then it would have to be through medium and large-scale developers, with some financial incentives from the government. Bulldozing of entire urban areas was meant to empower the large developers with full control, because "while the ostensible rationale of these efforts was to improve urban social and economic conditions, they also cleared the way for massive infusions of capital investment by wiping out complex street, ownership and leasing patterns" (Katz, 1994, xxix). With large-scale redevelopment schemes, financial backing from major corporations or banks was a necessity. By creating holding companies and development businesses, these large-scale development corporations gained amenable financial incentives and tax deductions. Such incentives helped in the consolidation of land, which was important, for without them, medium and large-scale developments, intending to gain from economies of scale, could not do so. Since land consolidation can be time consuming and not immediately profitable, government financial incentives helped large development companies carry and even offset these costs. Municipalities also helped medium and large-scale developers through their zoning bylaws. Large minimum lot sizes for medium and high-density developments precluded most small-scale medium and high-density developments. Choice for individual property owners in redevelopment areas was limited to selling to the larger developers or maintaining their existing condition. Parking requirement increases also halted additions, and redevelopment of small sites, due to a lack of space for surface parking. Underground parking was simply not viable both physically and economically.

Figure 3.1: The Modern City



Ludwig Hilberseimer. The Ideal City. 1920.
Hilberseimer's drawing represents the Modernist utopia of high-rise buildings in straight, parallel rows. Traffic systems are rigidly separated, and functions are carefully zoned. (Courtesy: Dr. Franz Stoedtner and the Museum of Modern Art, New York)

Source: Trancik, 1986, 23

Land tenure changes also helped large developers. With the introduction of strata properties under condominium legislation, large-scale developers could profit by selling many individual units. The intentions of such legislation were social in nature, but development corporations profit the most.

With the creation of government bodies such as CMHC in Canada, zoning bylaws at the municipal level, subsidized land consolidation, and other direct and indirect conditions, large-scale redevelopment of inner city areas became entrenched after W.W.II.

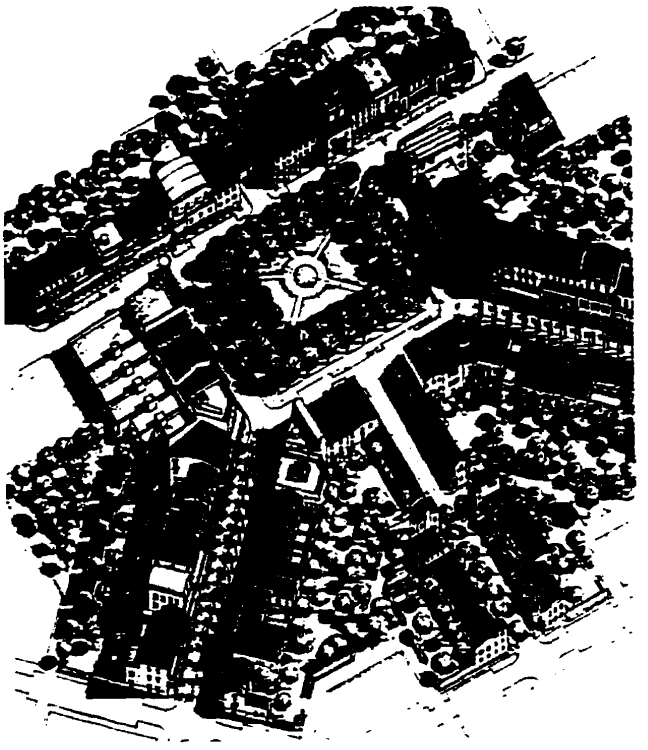
3.1.3 Redevelopment Theory-New Urbanism

The desire for increased density and redevelopment in inner city areas continues today

Figure 3.2

New Urbanism

Development



Source: Katz. 1994, 98

but vastly different means and processes for achieving that goal are now beginning to emerge. Whether in response to, or a reaction against Modernism, it has been followed, in the urban design context, by the New Urbanism movement as a major influence on the way planners now look at building villages, towns and cities.

For New Urbanists it is generally agreed that most new growth should go to existing urban areas because "many believe that urban intensification is a fiscally and environmentally responsible alternative to urban sprawl" (Emeneau, 1996, i). The intentions involve the concept of "intensification". Intensification is not a new planning concept; at this time it is simply a re-introduction of a common city-building practice that has been in place for hundreds, if not thousands, of years. As John Sewell has stated:

"Intensification is best seen as a code word: it represents a development style which hasn't been pursued in North America for half a century... Modernism enticed us to believe that increased open space, single use areas, and an absence of street life were the best values to follow in building a city" (quoted in: Emeneau, 1996, 4).

New Urbanism, is "concerned with both the pieces and the whole" (Katz, 1994, xi). The movement is based upon the understanding that basic inalienable urban design principles exist that foster healthy and complete communities. These principles are a reflection of how cities have historically been built, (see: Figure3.2) before the interlude of Modernism from the early 20th century to its fading influence today. These principles of design apply at any scale and are therefore relevant to the latest theory pertaining to intensification. Many of these
design principles have been examined, detailed in the following section 'Principles for Urban Redevelopment' and summarized in Figure 3.3.

These design principles set the foundation for intensification and, in the eyes of New Urbanism advocates, represent a desirable way of achieving redevelopment of inner city areas. While both Modernism and New Urbanism are capable of, and have achieved, increased densities in existing urban areas, the key difference is one of design principles. Modernism was a rejection of traditional building design while New Urbanism is a celebration of it. As the leader of Modernism, Le Corbusier's words summarised the ideals of Modernism when he said: "Existing (city) centres must come down. To save

Figure3.3: Principles for Urban Redevelopment

District Scale

1) Need to create special districts and conglomerate related uses.

Neighbourhood Scale

2) Need for boundaries

3) Must have a node of activity

4) Less than a five minute walk from edge of the neighbourhood to its node of activity

5) Need density

6) Need common land

7) Need small purposeful parks

Street Scale

8) Must be pedestrian-oriented

9) Block lengths between 250 feet and 650 feet

10) Building height-to-street-width ratio of: 1:1to 1:4

11) Continuity of street facade

12) No more than 9% parking

13) Need for sitting space

Buildings

14) Maximum height of four storeys or 20metres

15) No more than one storey difference between neighbouring buildings

16) More buildings rather than a few

17) Small buildings rather than large

18) Mix of uses

19) A mix of building ages together

20) Complexity and unity in design

21) Entrances on the street

22) Maximum of 50-70% building coverage of a site

itself, every great city must rebuild" (Hall, 1988, 209). The move towards the New Urbanism movement leads to changes not only in theories about redevelopment but also in the implementation of those theories. Modernism strove to achieve redevelopment through a large-scale, coarse-grain, comprehensive approach. New Urbanism strives to achieve redevelopment of existing urban areas through a more small-scale, fine-grain, incremental "intensification" approach.

As problems with large-scale developments arose and new ideas about urban design took hold in the 1980s and 1990s, a belief that 'smaller is better', began to emerge. Fundamental reasons for this were because, "while many theoreticians...are still engaging in the idolatry of large size, with practical people in the actual world there is a tremendous longing and striving...(for)....the convenience, humanity and manageability of smallness" (Schumacher, 1973, 68). Prior to modernist practice, cities had historically practiced small-scale, incremental development, where the "process of piecemeal urban growth plot-by-plot, building-by-building had provided variety and scale to the city, adding new buildings side by side with old ones" (Rybczynski, 1995, 162). The re-emerging favour for this approach could be seen in the New Urbanism movement. Small-scale was viewed favourably because, to many, it represented flexibility, adaptability and community rootedness. In addition, financially, "we have invested billions of dollars in our older communities, in the buildings themselves as well as the public infrastructure... and it is fiscally irresponsible to waste that investment"(Moe and Wilkie, 1997, xi). Incremental intensification is also supported by the financial belief that

"the kind of money necessary for capitalizing upon, building upon and supplementing what exists, is gradual money" (Jacobs J., 1961, 294). Incremental intensification of existing areas was therefore the best means of achieving increased densities and accommodation of new growth.

Implementing small-scale "intensification" development, according to much of the current literature, should be accomplished as it had in the past, prior to Modernism, through small-scale developers and individuals. Small lots, financing through friends and family, incremental development, flexible regulations, intensive and careful use of space, mixed uses, plus building and land-use flexibility, were all ingredients in the small-scale, incremental development formula. For example, small-scale, incremental development often competes with 'economies of scale' by eliminating overhead and high administration costs. If a project did not fit the particular market it was meant for, small-scale development could be more responsive to changing market conditions and circumstances (prior to the stringent, single-use zoning codes associated with Modernism). A difference in tenure was also an important consideration. Under Modernism, the built form was created by developers, and sold to individuals, businesses and institutions after the fact. However, small-scale development is based more on a tenure system whereby it is the occupants that build, own and occupy the building. This medium-density development can be accomplished by individuals because the project is small enough, building can occur incrementally as needed, and the spaces can be altered for different uses as need be and even rented when excess space exists. Such an

approach creates affordability and community rootedness. The traditional corner store is a prime example of this process and it has often been a key example for New Urbanism arguments.

Incentives for large-scale Modernist development still exist at all levels of government, though they are slowly diminishing. However, it is at the municipal level where the greatest immediate potential to promote small-scale development exists. The "intensification" approach to redevelopment is still relatively new. In Canada, a number of municipalities, such as Victoria and Toronto, have accepted the ideas and theories behind 'intensification' and are now in the stages of implementation, with varying degrees of success, as explained below. Many examples exist in the United States and one that is particularly useful as a comparison has been illustrated below.

3.2 Principles For Urban Redevelopment

To inform the SWOT Analysis (Chapter #4) and direct the Action Plan research, basic design, economic and social principles germane to the setting were researched. These principles were identified by a thorough review of current, relevant planning and design literature. The following synthesis of the literature review results is in three sections: design, social and economic principles. The principles are numbered to facilitate cross-referencing as appropriate in the SWOT analysis (Chapter4) and Action Plan (Chapter5).

3.2.1 Design Principles

In reviewing the urban design literature, urban form, architecture, and streetscapes were dominant organizing themes. Quantifiable urban design principles were particularly sought out in the review of the literature, since quantification can empower the applied researcher in many ways, especially to balance off principles less amenable to quantification.

The review of urban design principles focused on four scales of physical form: the district, neighbourhood, street, and buildings.

Much of the current literature concerns a re-examination of "segregational" planning which has been dominant in the post-W.W.II era. The emerging 'New Urbanism' or 'Neo-traditionalism' movement is actually espousing principles of urban design that generally predate W.W.II. Peter Katz's book, *The New Urbanism: Towards an Architecture of Community* (1994) is a general survey and explanatory piece that describes the principles of the New Urbanism movement and highlights the works of prominent and influential leaders such as Andres Duany, Elizabeth Plater-Zyberk and Peter Calthorpe. The book differentiates between New Urbanism in a suburban context and New Urbanism in an urban context. Within the urban context, "reconstructing the urban fabric" (Katz, 1994, 117) is the focus of this practicum.

Many books by the New Urbanists/Neo-traditionalists, such as Peter Calthorpe's *The Next American Metropolis* (1993), involve the implicit if not explicit development of physical solutions in order to treat or influence social conditions. For example, the promotion of narrow streets is not only an attempt at reducing infrastructure costs but is also meant to promote more social interaction among people. Essentially, all authors state similar principles and design ideas regarding how North Americans should redevelop their existing urban areas.

Other writers on urban design topics include such personalities as Christopher Alexander et al. with their book *A Pattern Language* (1977). This piece was a decade-long observation exercise to determine whether or not certain patterns exist, allowing one to conclude that the physical realm should be designed with these patterns in mind; patterns based on observation. Patterns, specifically urban design patterns, were also the basis of David Sucher's book *City Comforts: How To Build an Urban Village (1995)*. Alexander's writings are similar in many respects to Katz's and other New Urbanists' writings. While many New Urbanists use late 1800 and early 1900 North American town design as evidence of well-functioning urban forms, Alexander uses a plethora of examples both historically and culturally.

In his book *Finding Lost Space* (1986), Roger Trancik attacks the Modernist movement and explains how urban form during this movement's era is an excellent example of what <u>not</u> to build and why. He concludes that because the Modernism movement failed to

follow time-honoured urban design and architectural patterns, they destroyed our urban areas. He explains these urban design patterns with three urban design theories that are in many respects dependent upon one another. These include Figure-Ground theory, Linkage theory and Place theory. Much of his writing is based on a physical determinism perspective and in this respect, while his writings generally coincide with Katz and Alexander, much of what Trancik has to offer focuses almost entirely on the physical aspects of building and street form, with little mention of social aspects.

While Katz (1994), Alexander (1977) and Trancik (1986) all discuss urban form at the regional, city, neighbourhood, street and building scales, a book by Allan Jacobs titled *Great Streets* (1993), deals strictly with the streetscape and the identification of qualities that make great streets. The purpose of his book was to "provide comparable information about the physical qualities of the best streets" (Jacobs, 1993, 3) in a quantitative and qualitative manner. This is essentially the only book of its kind to compile comparative information about great streets and to explain what elements make them great.

While Jane Jacob's book *The Death and Life of Great American Cities* (1961) is not a current piece of literature, it is still influential. As an intellectual attack on modernist planners, engineers and architects, it describes, through specific examples, how cities actually work in practice and therefore, how to 'plan' based on this pragmatic recognition. It covers a broad range of economic, environmental, social and physical

issues and characteristics, and illustrates how each is intricately interconnected. Pertinent to the study area is the urban context that Jane Jacobs writes about. Also to be found in her book are some 'quantifiable principles' on what she has determined as making for a well functioning urban environment. In this regard her book is particularly useful for determining factors to be used for data collection within an urban context such as the St. Paul Street study area.

Other notable authors contributing to the current literature are Edmund D. Fowler *Building Cities that Work (1992)*, John Sewell *The Shape of the City: Toronto Struggles with Modern Planning (1993)*, Bernard Rudolfsky *Architecture Without Architects (1964)*, and Byron Mikellides *Architecture for People (1980)*. W.H. Whyte in his book *The Social Life of Small Urban Spaces (1980)*, also does an excellent job of describing the qualities that work, don't work and that make no discernible difference, in the creation of small urban spaces such as squares and plazas.

While some differences do exist between these authors, much of what each has to say is comparable and mostly supportive of one another. Much of the literature dealing with urban form principles and important factors is written in a generic sense, and in doing so, it is difficult to employ for the purposes of this paper. However, a great deal of the writings speak in terms of quantifiable specifications at other than the 'District Scale', that could be applied to the creation of good physical urban places. The design principles that emerged from the literature review are outlined and explained below.

District Scale

The 'District' is a specialized urban area that concentrates a particular set of related functions into one place. Examples include theatre districts, tourist districts, transportation hubs or a high-tech manufacturing district. The creation of or the existence of a 'District' with distinct boundaries often has to do with special taxation or business improvement organizations. Districts are not pure single-use areas but do include uses necessary to the functioning and servicing of the entire district. Principles that apply to districts are similar to the 'Neighbourhood Scale' except that, **Principle #4: Mix Uses** below, is replaced by a concentration of certain uses within the defined area. The design principle for 'Districts' therefore is:

1) Concentrate Special Uses/Activities

Certain areas of a city are ideal for the concentration of specialized uses and should be recognized as such. Other uses should be included as long as they complement, enhance or service the specialized district. A possible description for such areas in the context of the present practicum would be an 'Urban Village District' (see: Sucher, 1995 and Kelbaugh, 1997).

Neighbourhood Scale

Neighbourhoods are defined as being inclusive of all possible uses, and "limited in area and structured around a defined centre" (Katz, 1994, xvii). The neighbourhood has a

centre and an edge, is a quarter mile from edge to centre, has a balanced mix of uses, gives priority to public space and civic buildings, and includes a fine-grain network of streets.

2) Boundaries

The neighbourhood needs to be physically identifiable through the use of clearly delineated boundaries. This may include natural features like rivers and escarpments, or it may include busy streets, urban/rural interfaces or even identification structures such as gate posts at entrance ways to the neighbourhood. The purpose of boundaries is to give identity and orientation to people within their surroundings.

3) Must have a node of activity

A node of activity includes retail, cultural, spiritual and public activity. Depending on the location and arrangement of the neighbourhood, this node of activity may be in the centre of the neighbourhood or it may be shared with other neighbourhoods.

4) No more than a five minute walk from edge of the neighbourhood to its node of activity.

This is usually translated as being no more than roughly half a kilometer. The result is a fairly compact neighbourhood where close proximity promotes walking instead of automobile use. The New Urbanists place much emphasis on the need for proximity to the goods and services people need and want. They, as have many others, have stated

that once the distance to these goods and services becomes more than a five minute walk, then people begin to use their automobiles. The negative affects of automobile use are quite clear and therefore the five minute rule is quite important as a factor to consider in the shaping of the urban form.

5) Mix of uses

The neighbourhood should incorporate a "balanced mix of dwellings, workplaces, shops, civic buildings and parks" (Katz, 1994, xvii). Single use zoning across large areas has resulted in automobile dependence and urban sprawl according to many authors. An important step in alleviating this problem is through the time honoured city building practice of mixing uses together both in the neighbourhood and within individual buildings.

6) Density

Generally, density should be greater than seven dwelling units per acre but, depending on the situation, much higher densities are often preferable. The American New Urbanists do not necessarily promote higher density, in suburban settings especially, just a re-arrangement of land uses and controls on building forms and styles. In contrast, Jane Jacobs and other New Urbanists call for very high densities as a way to promote diversity. The important thing to consider here is the context. Very high densities may be appropriate and desirable in large cities but the same cannot always be said for smaller communities. Important for urban areas is that "At six housing units per acre, transit

surpasses an energy efficiency threshold favouring it over autos" (Freund, 1993, 152).

7) Need for common land

Public squares and plazas in the central node of a community used to be a common occurrence. Today however, these 'common lands' and other forms of common lands have usually been neglected during the process of piecemeal subdivision development, infill development and inadequate planning. Many authors such as Alexander et al (1977) and the entire New Urbanism movement agree that common land is functionally important for creating a publicly owned and controlled social gathering place for the community.

8). Small purposeful neighbourhood parks.

Jane Jacobs is quite adamant that parks need not be expansive areas of green but may function more effectively when compact, purposeful and easily watched over.

Street Scale

9). Pedestrian Oriented

Many authors agreed that pedestrians need to have their needs met before any other form of transportation, especially the automobile. This does not necessarily preclude automobiles, it simply implies that we must "design streets so drivers may travel but cannot feel superior to pedestrians" (Sucher, 1995, 134). From *Reclaiming our Cities*

and Towns, Engwicht (1993, 49) claims that residential streets with over 2000 vehicles per day are socially introverted streets, where cars dominate and the pedestrian is subservient. Allan Jacobs claims that streets with 3-8 pedestrians per minute per metre are the most functional. Such numbers give the street enough people to create a sense of safety and interest while being roomy enough for leisure walking.

10) Block length of 250 feet-650 feet

Jane Jacobs is quite specific in her book *The Death and Life of Great American Cities* (1961) in stating that block lengths should be no more than 650 feet and no less than 250 feet. The reason for the minimum is obvious; blocks become redundant if less than 250 feet long. However, a block of more than 650 feet begins to create problems with physical and social ramifications. As Jacobs states, "stringent physical segregation of the regular users of one street from the regular users of the next" creates "isolated, discrete street neighbourhoods (that) are apt to be helpless socially" (Jacobs, 1961, 180) and economically constrained. Economic conditions of long blocks are constrained because the blocks funnel everyone into small areas where there is "so little street frontage on which commerce can live, that it must all be consolidated, regardless of its type or the scale of support that it needs or the scale of convenience that is natural to it" (Jacobs, 1961, 180). Other authors agree with Jane Jacobs (1961) in her support of short blocks (Jacobs, A., 1993, 277; Sucher, 1995, 131; and Katz, 1994, xxii).

11) Building Height to Street Width Ratio of: 1:1 to 1:4

Urban form with a building height to street width ratio less than 1:1 becomes too confined and limited in terms of light penetration, while a ratio higher than 1:4 becomes ill-defined, though at each extreme there are exceptions. This ratio however, is a good numerical range to observe in trying to create well-defined and well functioning streetscapes.

12) Continuity of Street Facade

Buildings should be continuous with no sizable gaps (such as vacant lots) between them, nor highly differentiated setbacks. This is well outlined by Trancik in his explanation of Figure-Ground Theory (Trancik, 1986, 117) and supported by Allan Jacobs (1993, 281). Jacobs has quantifiably defined this as a principle whereby the spaces between buildings in urban areas should be restricted to no greater than six metres (Jacobs, A. 1993, 281).

13) No more than 9% parking

Parking should be limited to less than 10% of a street's area and needs to be implemented in small parking areas. The literature confirms that large expansive parking areas do a great deal to destroy a streetscape.

14) Sitting Space

William Whyte (1980) states emphatically that the one important ingredient in creating successful plazas, squares and streets, is the existence of places to sit. This seems simple

enough, yet in reality sitting is often viewed negatively; often considered as loitering. Whyte argues there is a need for people to simply stroll, wonder, explore and be in no need of always going from one particular place to another. There is a need to simply sit. A street that is lively and friendly is a street that allows people to sit at leisure. This requires that sitting space be available. The sitting space may be in any form whether it be stairs, benches or the top of low-lying walls. Ample sitting space is especially necessary in plazas or squares. An important characteristic is that sitting space be flexible and mobile to allow for constantly changing conditions.

Buildings

15) Maximum height of four storeys or 20 metres

Allan Jacobs (1993), Trancik (1986) and Alexander et al (1977), agree that buildings higher than this become dehumanizing and incomprehensible. Essentially, the buildings are no longer human-scaled and therefore not conducive to the creation of a hospitable pedestrian-friendly urban environment. Alexander et al (1977) summarize the need for this rule, and some of the reasons for it being adhered to for thousands of years in most cultures, as follows:

> "High buildings have no genuine advantages, except in speculative gains for banks and landowners. They are not cheaper, they do not help create open space, they destroy the townscape, they destroy social life, they promote crime, they make life difficult for children, they are expensive to maintain, they wreck the open spaces near them, and they damage light and air and view. But quite apart from all this, which shows they aren't very sensible, empirical evidence shows that they can actually damage people's minds and feelings."
>
> (Alexander, 1977, 115)

Also it should be noted that buildings larger than four storeys often require large-scale developers to build and maintain them. Such construction accentuates the accumulation of wealth and power into the hands of a few. Therefore, large buildings are not only a physically negative condition, but they also affect the social-economic character of society.

16) No more than one storey difference between neighbouring buildings

This is to maintain a coherent streetscape where each building helps in the creation of a unified urban fabric without having individual buildings monopolizing attention.

17) More buildings rather than a few

The key here is diversity rather than standardized monotony. Diversity can only be achieved by having many buildings, and many building owners, rather than only a few.

18) Small buildings rather than large

A consequence of this is that, financially, it allows many more people to own a building for personal or employment use, allows for more street diversity and for greater future flexibility of space. This ties in with the principle of more buildings rather than a few.

19) Mix of uses in buildings

Buildings should not be designated by use so much as they should be regulated by form. And in those buildings, uses should be diverse with commercial, residential, some

industrial, institutional and other uses, not being segregated, but cooperating and interacting together. Some uses such as heavy industrial may need to be segregated but the majority of uses can be located within close proximity of one another, whether this means within a few blocks of one another or within the same building. Historically, such a flexible use of building space has existed for thousands of years, and it is only in the last fifty or so years that uses have become segregated. Some authors (Katz, 1994, xvii; and Kunstler, 1996, 107) have come to realize that the historically flexible use of buildings worked quite well in comparison to the segregated use strategy experienced in most cities today.

20) A mix of building ages together

A diversity of building ages assures a differentiation in economic rents for commercial and industrial space. Socio-economic diversity within residential units is also encouraged through differences in building ages. Together, the idea of physical and social diversity is regarded by most of the authors as being essential to a well-functioning urban area. Diversity in all respects is the key to a successful neighbourhood, as proclaimed by many authors. Diversity of building ages is true to this idea, and for a number of important economic and social reasons. With a mixture of building ages, there is likely to be a broader range of rents. Generally, the older buildings will have cheaper rates than the new ones. This allows for both established and prominent businesses to be present as well as new, smaller and often innovative ones. Such diversity of economic rents also allows for a diversity of people operating the businesses and a diversity of customers for

the various stores. The same situation is true of residential units. A mix of building ages is a key ingredient for socio-economic diversity.

21) Complexity and unity in design

While each building should be unique unto itself and complex in its design and character, all buildings should have a design unity where similar elements exist in each to tie them to one another. This used to occur naturally where a region's builders would use similar local building materials and similar architectural designs in response to the environmental and social conditions of the region. With cheap energy and broadening trade patterns, many unifying elements have disappeared through a chaotic choice of materials and designs with a resulting non-unified streetscape. Thus, there is a need for both complexity and uniqueness of individual buildings, but also a need for an overall unity of those buildings as an ensemble.

Complexity and unity of design are more qualitative than quantitative, and in this sense, it is difficult to clearly define whether or not such qualities exist within a neighbourhood, a street or a single city block. Many authors (Katz, 1994, xxiv; Jacobs, A. 1993, 287; and Alexander et al, 1977, xviii) have stated that while complexity is difficult to determine, unity often manifests itself through the use of approximately three common elements: i) the type of building materials ii) the building design, colour and typology, and iii) the landscaping, streetscape design or property edge treatments.

22) Entrances on the street

People interact most effectively on a horizontal plane, at ground level, as opposed to vertical interactions amongst housing stacked on top of one another. Therefore, a good social interaction indicator represented in a physical form is the number of household entrances that open directly to the ground floor facing onto the street.

23) Maximum 50-70% building coverage of a site

The literature revealed discrepancies concerning what was considered to be a good maximum percentage for a building's footprint relative to total site area. The range though, was between 50 and 70 percent.

3.2.2 Social Principles

Many social considerations manifest themselves in the way our urban environments are built. As Winston Churchill once stated, "We shape our buildings and then our buildings shape our lives" (Wilson et al, 1998, 364). Therefore, many of the social considerations within the literature come from those writing about urban design and urban form. With this in mind, a great deal of overlap exists between the authors of recent literature contributing to design principles as well as contributing to social principles.

24) Social heterogeneity not homogeneity

The literature suggests that communities that integrate socio-economic groups tend to

function in a more harmonious and cooperative manner than those communities that segregate their socioeconomic groups into distinct, separate neighbourhoods. This heterogeneous neighbourhood composition includes age, culture, economic class, and professional status. Social hetereogeneity is nurtured through physical diversity.

25) Integrated affordable public housing

Large public housing projects have proved to be socially disastrous. Many agree that public housing needs to be integrated into a neighbourhood in small amounts instead of large 'clumps' or 'projects'. The social advantages of integrating rich and poor together come from the poor and disadvantaged learning from the more educated and wealthy residents, while the wealthy become more responsive and understanding of the plight of the poor and disadvantaged. Affordable housing by public agencies must constitute a maximum ten percent of all units in the neighbourhood. This is to ensure that affordable housing is dominated by the other units and not vice versa. Once public housing dominates a neighbourhood or an area, ownership, personal pride and social heterogeneity are lost to the detriment of the entire neighbourhood.

26) Differentiation between public and private space

People intrinsically need both well-defined private space and well-defined quality public space. In terms of basic psychological conditions, as outlined by many prominent psychologists, humans need both a private realm into which they can retreat without interference from others and they need public space that is clearly for public interaction

and contact with one another. There is also a need for semi-private space where people can interact within a transitional area. A front yard is a good example of semi-private space. In order for these spaces to exist and for there to be a clear understanding of where they begin and end, they need to be clearly defined.

27) Orientation/ Landmarks

It has been said that males often orient themselves according to direction, while females often orient themselves according to physical landmarks. While this may be debated, it is clear that humans continually try to orient themselves in time and space. Spaces that are difficult to orient in are translated as being hostile, while those that have definitive landmarks and well-defined layouts are often experienced as comfortable places.

28) Safety

A basic human need is a sense of safety. Safety is often determined by two factors, the actual amount of crime and the *perceived* crime. In trying to create a safe urban environment, two physical characteristics that many authors agree upon is the need for 'eyes on the street' and 'many people'. 'Eyes on the street' refers to physical conditions where people have the opportunity to look and observe street activity from the interior of buildings. Basic physical necessities for this are windows facing the street and quick, easy access to the street. 'Many people' is similar to 'eyes on the street' although this refers to the fact that more people on the street make people feel safe. Many other factors influence safety but not all authors are in agreement as to their influence. Street

lighting is a good example, where some say more lighting creates safer streets and others contend that lighting has no correlation with crime rates.

Safety and the perception of safety are key psychological components in creating amenable urban environments.

29) Control

People need to feel not only in control of their lives but also of their surroundings. Ownership of a residence is the most direct and common entity where one can exert control over their surroundings and define themselves within their community. Alexander et al (1977, 395) state, however, that ownership must not just be financial, but must extend into the realm of control over decision-making.

30) Sleep

Sleep generally requires low noise levels. When measuring noise levels, the levels are not only important but so too is the continuity of the sound. A continual low noise can be just as intrusive as a loud short duration noise. With a third of one's life spent sleeping, noise levels have a strong influence on the quality of peoples' lives, and therefore of neighbourhood desirability. Automobile traffic is the most common source of noise. Engwicht (1993, 49) reports studies that illustrate how increasing traffic volumes result in people and neighbours becoming more introverted and socially isolated.

31). Diversity and Stimulus

There must be diversity in the public realm, with varied streets and corridors to choose from, diversity of buildings, vegetation, stimulus of physical details, and always something new to be seen and experienced.

3.3.3 Economic Principles

Much of the current literature on economic theory and practice deals with questioning the 'economic growth model' so intrinsic to western thought and ideology. While conventional development continues, much literature is being written about how conventional development has not borne its full costs because these costs were never calculated into the equation.

Some have suggested the importance of full cost accounting and eliminating "elaborate systems of subsidies to big business that have been established over the decades" (Hawken, 1993, 138). Such indirect factors as pollution, increased health costs and opportunity costs of other uses of the land are all costs of development, yet these costs have not been borne by the developers. Institutional rules and regulations have been instrumental in allowing the construction industry, and others, to avoid many of these external costs. The costs have often been passed on to home-owners, business or renter. For example, "transportation researchers estimate that residential parking requirements add more than $600 per year, or about $50 per month, to the average cost of rental

housing, regardless of how much the residents need or use the parking facilities" (Roseland, 1998, 116). This economic imbalance is a key consideration in the current economic literature.

In order to rectify these economic imbalances which engender environmental and thus economic destruction, the 'playing field' must be leveled. As Hawken states in his book *The Ecology of Commerce (1993)* (and I paraphrase here), the economic system must be structured to reward environmental enhancement and punish environmental degradation. To do this, Hawken claims that we must end all subsidies and incentives both direct and indirect that favour environmental degradation. The second step is to apply 'green taxes' to those products, services or goods that do not take into account the full cost of production and consumption in the price. Essentially, Hawken is saying that the true cost of something must also be the minimum price. Prices must no longer be artificially low because the manufacturer or developer was able to pass on the costs of environmental degradation to somewhere or someone else. Hawken strongly advocates green taxes and a general restructuring of economic policies and institutions to favour environmental regeneration, instead of business acting as an environmental degrader.

Daly and Cobb (1989) emphasize a complete rethinking of our economic systems and the beliefs and biases that drive the current system. Their contribution to urban redevelopment centres around the notion of land. They argue that land needs to be de-commodified. It must not be treated as liquid capital to be held in private hands, sold,

bartered and otherwise treated as a tradable object. Instead, they argue that land is a factor of production and as such, needs to be treated as a community resource belonging not just to every human being but to every living organism. In essence, land is like air and water; it is something that must be shared and valued in non-monetary terms. In this respect they suggest a number of alternatives for representing urban land as a community-owned asset, over the notion of privately owned property.

Foremost, Daly and Cobb agree that land speculation is quite prevalent in the cost of land. They argue that land needs to change from a private commodity to a public entity possibly through a land tax system based on the ideas of economist Henry George, outright government land purchase, or community land trusts.

Walter, Arkin and Crenshaw *(1992)*, in their book *Sustainable Cities: Concepts and Strategies for Eco-City Development*, also agree with Daly and Cobb concerning the land tax system and they mention that "a number of cities on the east coast (i.e. Philadelphia) have increased the supply of low income housing without spending a dime: instead they have taxed the land under deteriorating buildings to give an incentive to rehabilitate them" (1992, 224).

While Walter et al. agree with Daly and Cobb on land taxation policies they also discuss strategies regarding the subsidization of the automobile and its detrimental effects on inner city areas. While they contend that this is mostly senior government jurisdiction,

municipalities do have some control with regard to road construction standards, new road construction, and maintenance of existing roads. Elimination, or a reduction, of automobile subsidies will indirectly encourage people to move back to inner city neighbourhoods, resulting in redevelopment and revitalization.

Schumacher's book *Small is Beautiful (1977)* is well known and extremely influential in championing an alternative economic ideology based on principles vastly different from the conventional 'economic growth model'. His main assertion was that 'bigger is not necessarily better'. To take this seemingly simple statement and apply it to urban redevelopment, there are a number of points that Schumacher makes which need to be considered. First, is the consideration of 'economies of scale'. This phrase has often been used in a synonymous way with 'bigger is better'. This is a mistake of enormous proportions because the appropriate 'economy of scale' for some businesses or activities may be quite small. Also, as some businesses or activities increase in size it may in fact become more inefficient. Schumacher contends that many businesses and activities in our society have become too large to operate efficiently. He also contends that optimal size in most cases is 'human-scaled'. Schumacher generally argues that we must not confuse 'economies of scale' with 'bigger is better'.

The New Urbanists also touch on the effects their movement and inner city urban design ideas have on economic and financial considerations.

Current literature is often critical of the existing system but it generally sees the potential for positive action in redeveloping our inner city areas. The factors that affect urban redevelopment are fairly clear, but how they are dealt with is at issue. Some common economic principles that did emerge are stated below.

32). Economic Flexibility

Economic flexibility is closely tied to zoning. Traditionally, and for thousands of years, people were able to quickly convert their buildings into whatever use was needed. Land uses were not only mixed, they were flexible and adaptable. In effect, a residential building may have converted to a business and then sometime later converted back to residential or even a mixture of both. Many municipalities are trying to create more flexible zoning to allow for this but while mixed use zoning may exist, other regulations, such as tax structures and building codes, must also accommodate this flexibility of uses.

33). Economic diversity

Businesses mutually coexist by 'feeding off' of one another. The more diverse an economy, the more stable and resilient it is to economic changes.

3.3 Intensification Precedents

To intensify existing urban areas requires practical policies, approaches and tools to accomplish such a task. A number of precedents yield in-sight in to what has been attempted, and the possible tools or planning approaches that are available. These precedents are valuable in indicating how emerging theory informs emerging practice and how both might guide the creation of an 'Action Plan' for the St. Paul Street area.

The precedents that are examined provide insight into just some of the ways and means for encouraging intensification. Other tools not mentioned in the precedents include regulatory measures such as the "Comprehensive Development Zone". This is a zone that is applied over an entire area or just one parcel of land as can be done in British Columbia municipalities (see: Plan Canada, July 1997, 6). Under such a zone, applications are reviewed in their entirety instead of processing individual variances for each necessary change to existing zoning codes. Such a zone offers a comprehensive approach, though it is usually only desirable for single, large parcels of property and consequently favours large-scale developers. Possibilities do exist though for a group of small property owners who work together as a cohesive, single entity.

Other possibilities include programs aimed at creating incentives for the end-user instead of just the developer. Those that choose to live within the inner city areas are rewarded financially. This financial incentive comes in many forms from direct government grants

to volunteer 'community renovation squads'. Other possibilities include, but are not limited to, the creation of improvement districts, land trusts, tax reform, and municipal beautification projects.

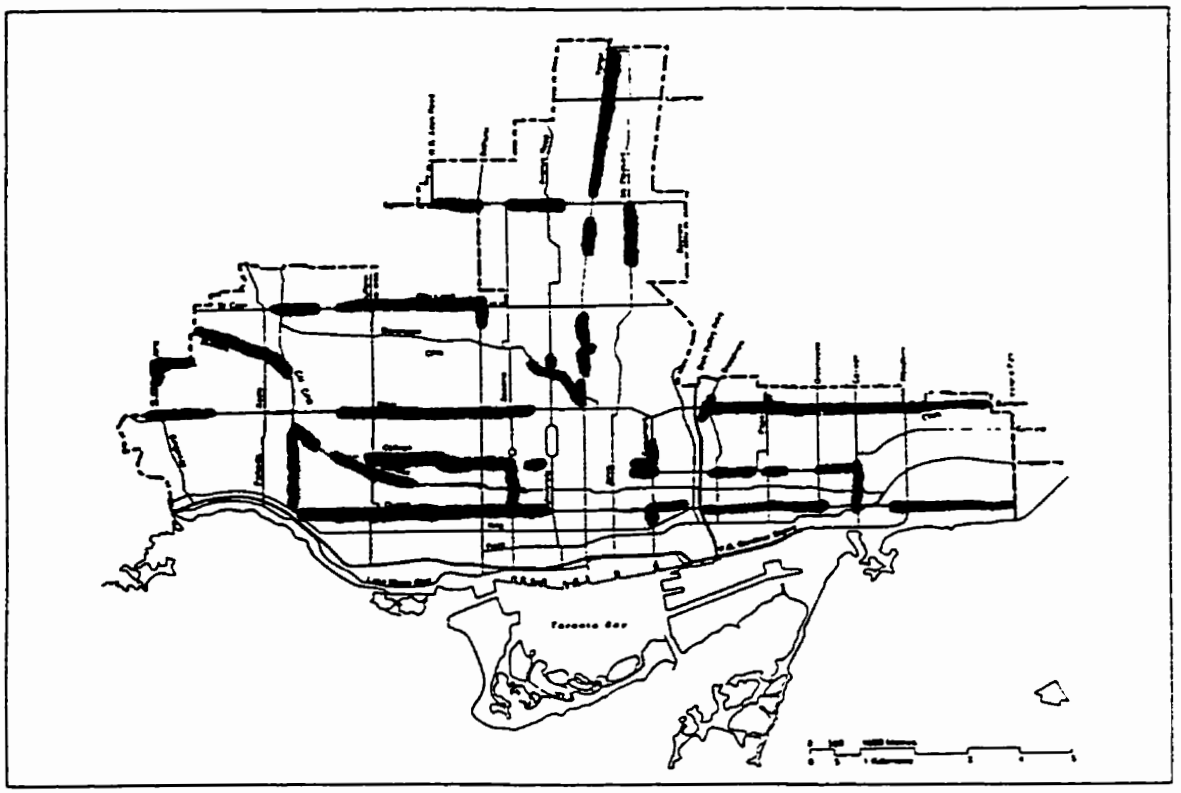
There are also numerous direct and indirect actions (such as raising gasoline prices) that can be taken to discourage automobile use and commuting. Such actions would encourage more people to live in close proximity to the downtown core. Whatever approach is taken, it will need to fit the context of the site in question, which becomes apparent in the precedents.

3.2.1 Toronto -- Main Streets Initiative

In Toronto's already compact urban form, an initiative in the early 1990s was formulated to further intensify existing development, as illustrated in Figure 3.4. This initiative, called Toronto's Main Streets, "is about encouraging modest residential intensification along (Toronto's) network of arterial streets" (Emeneau, 1996, 5). The initiative is essentially a set of conditions, created by the municipality, to foster small-scale development.

Main Streets' goals are to foster incremental intensification, emphasizing new development created by small-scale developers and individual landowners. Proponents of the initiative, such as the Planning Consultants 'Berridge Lewinberg Greenberg

Figure 3.4: Toronto's 'Main' Streets



Toronto's main streets are more than commercial centres for the neighbourhoods through which they pass. they are a framework that holds the city together. The darkened segments represent areas in which potential for more housing has been studied.
(Source: Emeneau. 1996. 6)

Dark Gabor Limited', claim it will add to the housing stock, especially affordable units, along with many other positive outcomes (Emeneau, 1996, 5).

The means to accomplish this incremental intensification is by way of a "regulatory environment that provides enough incentives to stimulate incremental housing production, yet with adequate controls to discourage land assembly and massive redevelopment" (Emeneau, 1996, 5). Zoning changes have played an important role in this respect. The Main Streets regulatory package as of July, 1993 includes:

1) an incentive package for small sites, including relaxed parking arrangements

2) built form provisions which residents have viewed as sensitive to adjacent neighbourhoods and existing streetscapes
3) special provisions for buildings of historic value, such as exemptions from parking and loading requirements, and allowances for flexible use.
4) permission for home occupations as an accessory use to residential space
5) relief from new parking standards for retail and restaurant uses

This regulatory package is seen as being beneficial to small-site development and incremental intensification. While the municipality has created a beneficial regulatory package, Eberhard Zeidler (Emeneau, 1996, 73) states that Ontario's Building Code still hampers the Main Streets initiative. He argues specifically, that the Building Code "does not allow us to have... apartment units exited by a single stair" (Emeneau, 1996, 74). European apartment buildings often have only one (though large and grand) single stairwell that allows for narrow apartment buildings on 50 foot wide lots. Building codes however, necessitate a residential building design that often requires a minimum of 200 foot wide lots. Some small development projects have occurred since the Main Streets Initiative began, illustrating that the Ontario Building Code is somewhat, but not completely, restrictive towards small-scale intensification.

For the St. Paul Street area, this precedent exemplifies appropriate regulatory aspects of a new development model, geared towards incremental intensification. Of prominent note, the initiative looks to small developers and landowners to create the new development. This approach also acknowledges the time-honoured building process of incremental 'owner-developer' creation of the city. The precedent also represents an

indication of the need for regulatory measures (such as building codes) to also catch up with new redevelopment/intensification theory.

Most noteworthy is the attempt to limit 'block-busting' and massive land consolidation by limiting lot frontage to 12.5 metres in some areas. Building heights are also restricted to between 12 and 18 metres depending on location. Parking requirements are also minimal in comparison to Kelowna's equivalent requirements. For example, on those lots with frontages greater than 12metres, a two-bedroom apartment requires 0.75spaces (City of Toronto Zoning By-law NO.438-86, 4(3).1). In Kelowna, 1.5spaces is required for a two-bedroom apartment (City of Kelowna Zoning By-law Draft, 1998, 8-7). These regulatory requirements are important considerations from a practical standpoint when considering small-scale incremental intensification. Specific zoning regulations should help guide the 'Action Plan'.

3.2.2 Toronto -- "The Kings"

While the "Main Streets" initiative focuses on intensification of arterial roads, the "Kings" is an area towards the edge of downtown that has received a customized set of planning regulations over an entire district. The purpose has been to create redevelopment and reinvestment within this inner city area. Its unique approach in both planning theory and planning practice terms, offers possible lessons for the St. Paul Street area.

'The Kings' are two separate, historically industrial areas on the fringe of Toronto's downtown core. Comprising 202 hectares, they contain most of the original, pre-1950s, industrial warehouses. After 1950, industry followed the people to the suburbs, leaving 'the Kings' in a long decline. Zoning regulations through the 1970s, 80s, and early 90s further suppressed redevelopment in the area, because of the goal to preserve inner city industrial and manufacturing opportunities. The Kings remained intact but not economically viable, as the hoped-for replacement jobs in the industrial and manufacturing sectors, did not occur. The zoning prevented other types of job creation or residential development from occurring, as illustrated in Figure 3.5.

As the 1980s Toronto building boom subsided, it became apparent that 'The Kings' needed a new regulatory approach in order to revitalize the area. There was a general desire by the City, planners, building owners, and the public, to create a mixed-use, vibrant area full of industry, commerce, and for the first time, significant new residents.

A new approach led to the areas being defined as "reinvestment areas", accompanied by a new set of regulatory conditions. The complexity of the previous zoning was virtually eliminated, and was replaced by a highly flexible set of conditions. Restrictions on building uses, except for some on heavy industrial uses, were virtually eliminated, so that use could change at any time. As for building and lot dimensions, "rules for new building would relate only to the height of the building and a simple building envelope, to

Figure 3.5

The Kings

Mixed-use development incorporating heritage buildings is already established in the area.

Source: Lewinberg and Greenberg, May 1996, 27

make sure of street relationships and daylight penetration" (Lewinberg and Greenberg,1996, 27). Other minor regulations ensured adequate sound buffering between buildings and a bias towards preservation of historic buildings in the area.

The new regulatory approach was based on a general understanding that this was necessary for 'The Kings', though it was not necessarily appropriate for other parts of the city. Key to the regulatory approach was:

> Recognizing that solutions for 'The Kings' were not necessarily suitable for the whole city, we devised different approaches for three distinct types of areas... In particular, we proposed to:
> - continue to use traditional planning methods for stable residential neighbourhoods;
> - continue to use predominantly urban design/flexible land use approach to development in the City's 'brownfields' and
> - invent a new planning approach for declining areas with a plentiful stock of existing buildings like the Kings. Dubbed 'reinvestment areas', these are areas where a rich mix of land uses, reuse of the existing building stock, and reinforcement of the existing built form character was desirable.
>
> (Bedford, July 1997, 20)

The new planning approach has been successful. In less than two years the city received 16 development applications, including entertainment complexes and warehouse conversions for residential and live/work use (Bedford, July 1997, 22).

By creating a set of regulations that essentially govern basic urban form, 'The Kings' has become a model of redevelopment and reinvestment in previously obsolete industrial areas on the fringe of North American downtown cores.

This precedent illustrates the potential that market forces have, if unleashed from rigorous and complex zoning regulations, and given basic 'urban form' and 'use' parameters. Such an approach seems to be appropriate in areas where a rich mixture of uses and activities is desired, and within areas in a depressed market condition. It is not appropriate in stable residential neighbourhood contexts. The St. Paul Street area has included some stable areas in the past, but they are now experiencing instability.

3.3.3 Victoria – Harris Green

Victoria and Kelowna are roughly similar with respect to their population size, and as regional centres where their downtown cores are surrounded by suburban style residential neighbourhoods. Victoria's current Downtown Plan has had a strong impact on the planning of the whole municipality. The focus of the Downtown Plan is to have more residential development (i.e. intensification) and to further utilize the potential development space that exists above the many two-storey buildings, while limiting new

development to under approximately six storeys in height. This plan also affects surrounding residential neighbourhoods. It is expected that these neighbourhoods will also increase their residential populations.

One of Victoria's downtown 'edge' neighbourhoods is Harris Green. As of June 1997, a Final Report was completed outlining the proceedings and recommendations of a public charrette involving various consultants, developers, the City and the public (Figure 3.6).

In essence, the charrette was an Action Plan effort for "intensification" of the Harris Green area. Uniquely, the report attempts to not only present desired future urban design elements but also includes recommendations on how to implement changes through regulatory mechanisms.

Figure 3.6

Harris Green is a 20 city-block area, approximately 60 hectares, on the edge of Victoria's downtown core with a current population of approximately 1500 people with a potential build-out of 5500 people. Currently, it is a mixture of commercial, residential and

institutional uses. While initially it was an area of stately Victorian homes, commercial encroachment and a short wave of 'urban renewal' in the sixties and seventies altered it drastically. Today, the urban form of Harris Green is a highly varied mix of parking lots, scattered housing, old churches, new condominiums and no less than ten high-rises. Weaving the urban fabric into a cohesive pattern was one of the main challenges of the charrette team.

The main goals of the Harris Green Charrette were two-fold. The first was to intensify development of the area. This intensification would include a more "European" urban form with mixed uses. This involves "most new structures of medium height (max. 9 storeys), built to the street with higher lot coverage than currently allowed." (Harris Green Charrette, 1997,15). Residential use could be located anywhere while non-residential uses would be allowed up to the second floor. The second major goal of the charrette was to compliment the more urbane environment with street beautification oriented towards a more pedestrian-dominated, versus automobile-dominated, streetscape.

How would this intensification occur? The charrette team answered the challenge by creating a proposed new bylaw. The proposed Harris-Green bylaw included key changes from what existed, including:

1) elimination of parking requirements
2) elimination of Floor Area Ratio formulae
3) design guidelines to be used for Development Permit approval

The charrette team also recommended a funding strategy based on a partnership between property owners, the City and senior levels of government for implementing public beautification programs. This funding strategy is a ten year plan which includes various funding sources and recommendations. The City of Victoria's recommended role is to have "scarce civic capital funds...directed to street beautification instead of acquiring new park land" (Harris-Green Charrette Final Report, 1997, 25). In conjunction with this, the expanded Business Improvement Area boundaries encompassing some of Harris-Green, allow that organization to use its levy funds in the area. A third key recommendation was to "create a local improvement area fund for the construction of the enhanced public space" (Harris Green Charrette Final Report, 1997, 25). It was also recommended that consideration be given to the Federal/Provincial/Municipal Infrastructure Grant Program.

Lessons that may be learned from the Harris Green Charrette include the need to re-evaluate parking requirements in downtown edge neighbourhoods. Also there is a need for co-operation between public, private and other organizations to actually achieve the funding strategies needed for redevelopment and intensification of these areas. It was also apparent that the City needs to make capital investments in public space enhancement, namely streetscape improvements, if it wishes to see intensification, and its accompanying tax benefits, occurring.

3.3.4 Jackson-Taylor--California

This 30 hectare existing urban area in the City of San Jose, California, has many similarities to the St. Paul Street study area. Originally a food processing district for the previously vast number of surrounding orchards, the district contained a mix of uses and buildings. Today, the district is in transition with food processing on the decline, "giving way to small incubator and professional businesses attracted by the low rents in the district's easily subdivided former industrial buildings" (Katz, 1994, 193). A Master Plan by Calthorpe Associates (adopted by the City of San Jose City Council), proposed a gradual implementation of 1600 residential housing units and 550,000 square feet of office, retail and industrial uses; regulated with a set of detailed architectural guidelines.

Surrounding the Jackson-Taylor district are stable single-family residential neighbourhoods. In response to this, and because of the existing single-family properties within the district, attention was given to creating a plan that reflected the scale of these buildings. Overall, the plan called for the creation of a mixed-use, vital neighbourhood, with a strong neighbourhood core. In the core, mixed-uses would occur and higher densities would also be located there, leaving the edge of the neighbourhood for smaller scale buildings. Urban form was therefore, a crucial consideration, thus resulting in "three different types of blocks. Comprehensive design guidelines define a clear physical model for each" (Katz, 1994, 196). The three models are illustrated in Figure 3.7.

Comparisons to the St. Paul Street area are strong, including their histories. Both areas

also have a mix of uses and a mix of property sizes with a presence of single-family buildings in, and surrounding them. The St. Paul Street area shows a strong need for different urban forms on different blocks just as there was a need in the Jackson-Taylor district. Also, densities in Jackson-Taylor are proposed to be between 30units per hectare and 125units per hectare. These numbers are similar to the medium density levels that the City of Kelowna has proposed for the St. Paul Street area. The street pattern on a traditional grid with small lot sizes is also a similarity.

While many physical and historical similarities exist, lessons that may be learned concern the implementation of intensification. Intensification, in Jackson-Taylor, is to occur gradually and "in the manner of a traditional neighbourhood on a parcel-by-parcel basis" (Katz, 1994, 197). Development that does occur will conform to detailed design guidelines. The City's role is to regulate these design guidelines and to also invest in the restoration of existing streets as well as restoring some of the original road right-of-ways that were slowly encroached upon or given over to private owners.

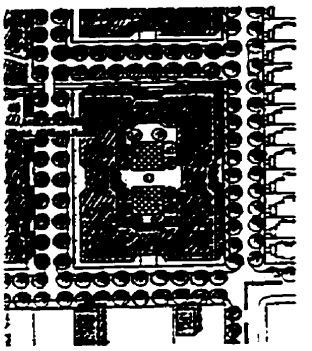
By restoring the original urban fabric (the street pattern and streetscape quality), and governing development according to urban form, the City of San Jose has an important role to play. With such measures, it is expected that the market place will do the rest to restore and revitalize the district into a vibrant, small-business district.

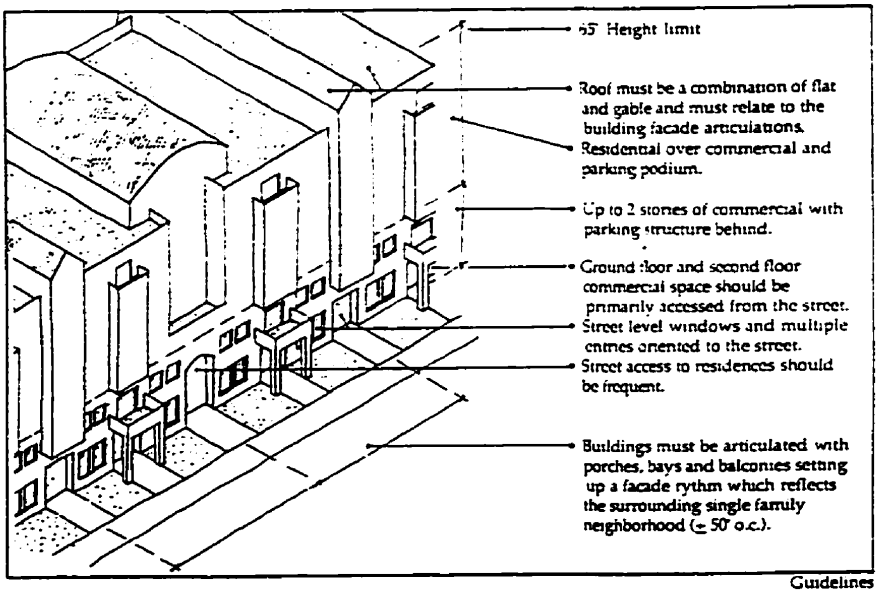
This precedent speaks of the need for a municipality to carefully consider its zoning

Figure 3.7: Jackson-Taylor Building Typologies

Three different types of blocks have been proposed within the Jackson-Taylor master plan. Comprehensive design guidelines (this spread) define a clear physical model of each.

The community's mixed-use blocks (below left and detail plan, right) maintain a density of 40 to 50 units per acre. Ground floor uses in these buildings must be commercial. Upper floors are either entirely residential or they may include offices on their second levels.





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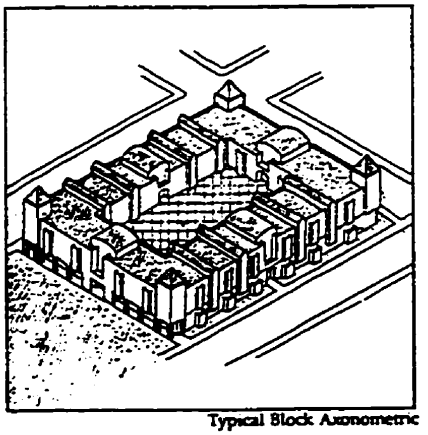
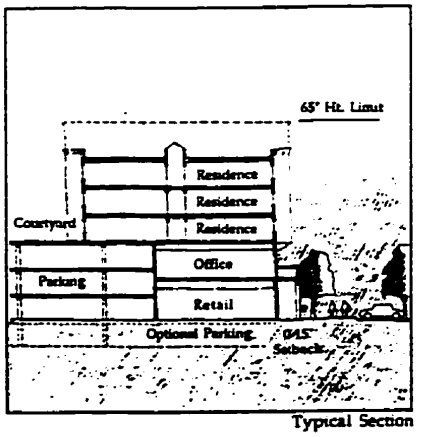


Typical Block Axonometric



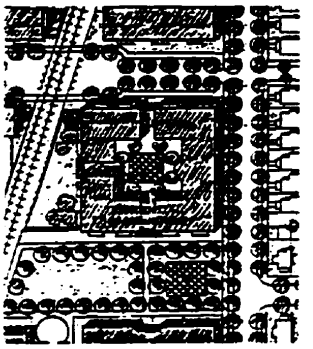
Typical Section

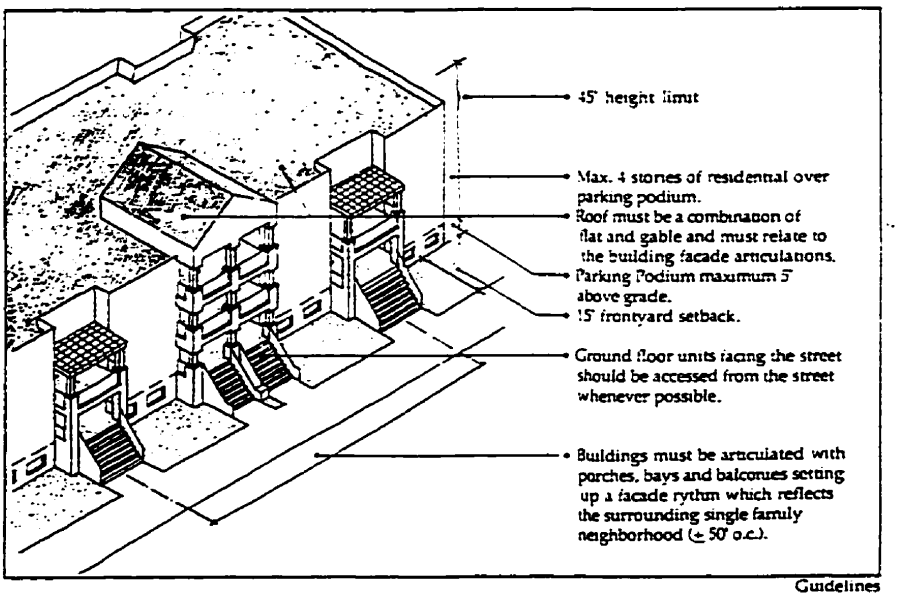
Source: Katz, 1994, 196

Figure 3.7: Jackson-Taylor Building Typologies

Residential blocks (below right and detail plan, right), also planned for densities of 40 to 50 units per acre, are constructed on a parking podium one-half level above grade. This is necessary to achieve compliance with the area's parking requirement of 2.2 spaces per unit.

The massing and placement of bays and entries within buildings on these blocks reflect the lot increment and scale of surrounding single-family neighborhoods.





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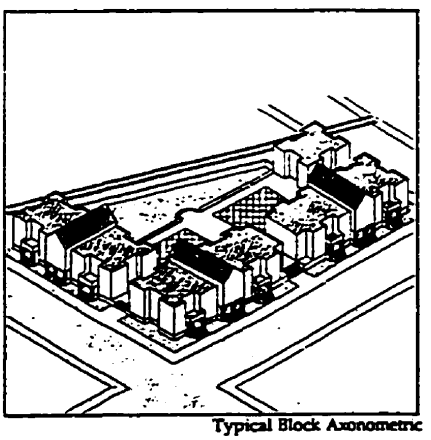
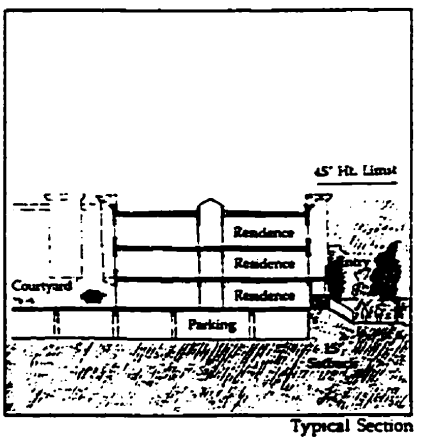


Typical Block Axonometric



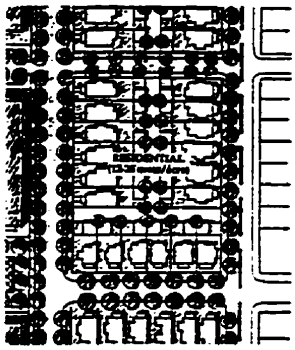
Typical Section

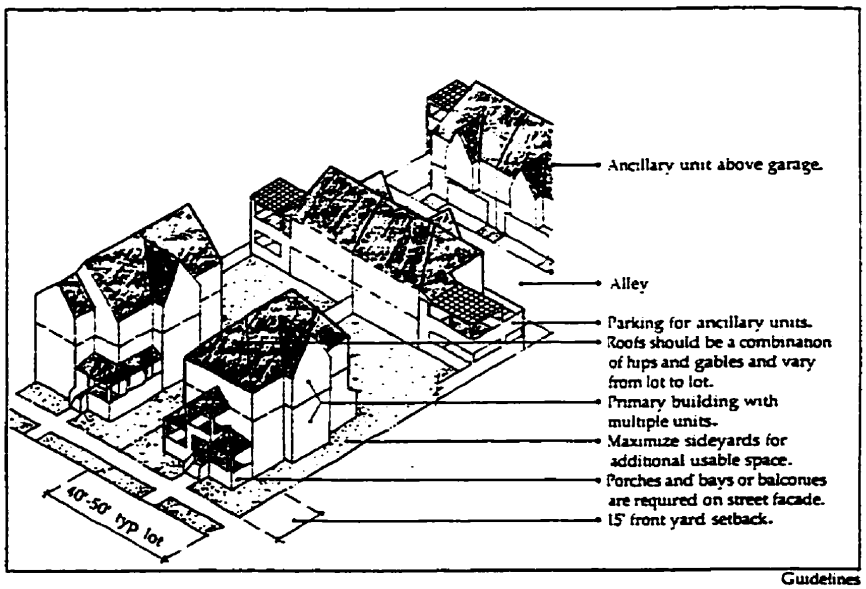
Source: Katz, 1994, 196

Figure 3.7: Jackson-Taylor Building Typologies

Lower-density residential areas (below left and detail plan, right) provide between 12 and 25 units per acre. Though buildings resemble the form of adjacent single-family homes, each lot can include up to three residential units plus parking.

A mix of owner-occupied and rental units is planned for this area. This strategy will be implemented in the manner of a traditional neighborhood on a parcel-by-parcel basis.





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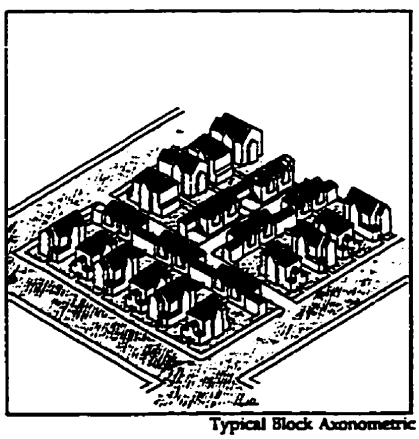
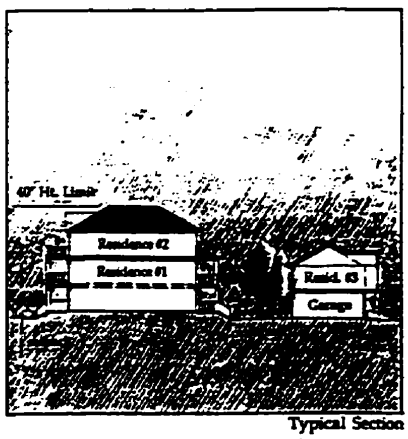


Typical Block Axonometric



Typical Section

Source: Katz, 1994, 197

bylaws and how they affect the intensification of inner urban areas and its resulting urban form. It also illustrates the need for municipal investment into the public property of streets, parks, public buildings and other public spaces.

3.4 Conclusion

As Modernism fades into disfavour, New Urbanism is gaining a foothold in the planning profession. Modernism favoured large-scale development, entailing land consolidation, massive capital financing, and large corporate structures to build our cities. New Urbanism, by contrast, is based on the philosophy of traditional, small-scale, incremental, city-building procedures, techniques and urban forms.

As the precedents have illustrated, New Urbanism is changing the way inner city areas are being 'reconstructed' and intensified. With New Urbanism's small-scale, incremental approach to intensifying the existing traditional urban form, the Modernist implementation tools and techniques are also changing. As illustrated in the precedents, this involves some key steps including: 1) re-establishing the traditional urban pattern (if disturbed), 2) basing development regulations on urban form, and 3) investment of government funds for improvements to the public realm (i.e. streets and public squares). These measures are 'foundation steps' but they have also been complemented with various funding strategies, organizational initiatives, and even personal actions.

To implement any actions, policies or regulations, it is first necessary to understand what the current conditions are in each specific, existing, traditional inner city area. An understanding of the area's condition may emerge by examining the inherent strengths, weaknesses, opportunities and threats.

CHAPTER #4: STRATEGY COMPONENTS ANALYSIS

4.1 Introduction

By far, the one key element ranking above all in the St. Paul Street area is the physical urban form and the geographic location, which both make it a pedestrian oriented environment that could be further enhanced. It is also an area on the boundaries of three different districts; residential, commercial and a changing industrial district. The location therefore sets the St. Paul Street area into a situation where it is influenced by three surrounding districts, and an ever-changing, fluctuating, evolving nature. This creates a setting where alternative and progressive actions may be easily implemented. With these considerations in mind, plus the considerations of existing plans, new planning ideas and New Urbanism precedents, a strategy for redevelopment is formulated in this chapter. First, it is important to understand the area's current situation in terms of its 'Strengths, Weaknesses, Opportunities and Threats'. This initial 'Components Analysis' is followed by a 'Strategic Vision' for the area's future, based on a consideration of the preceding analysis and based on the preceding evidence in prior chapters. This 'Strategic Vision' is followed by a 'Strategy Analysis' that will inform the Action Plan.

4.2 Components Analysis

To create a 'strategic vision', it is important to understand the current state of the St. Paul Street area. This has been done, in the following 'Strategic Vision' section, through a S.W.O.T. Analysis.

The S.W.O.T. analysis explores those 'Strengths', 'Weaknesses', 'Opportunities' and 'Threats' related to the St. Paul Street area that either help or hinder the creation of medium-density development. Each item characterized as either a 'Strength' or 'Weakness' has been guided by a set of principles formulated through a review of current literature. This review and categorization of principles is summarized in Figure 3.3. Those items characterized as 'Opportunities' or 'Threats' have been identified by theory and 'Precedents' in Chapter #3, through key informant interviews and via observation or primary and secondary research.

The following S.W.O.T. analysis of the St. Paul Street area has also been conducted from a New Urbanism perspective.

Strengths

1. Location

Principle=3

No more than a five minute walk from edge of neighbourhood to node of activity.

Strength

As illustrated in Figure 2.1, the church, which could be considered as the 'community node', is at most a five minute walk from all points within the St. Paul Street study area. Commercial and industrial activity along St. Paul Street could be considered as the business focus. This too, is within a five minute walk from all points within the study area. The entire study area is also within a ten minute walk from downtown's main street; Bernard Avenue and intersection with Water Street.

Potential Response

Enhancing the pedestrian orientation of the area, will encourage more people to walk, thus reducing negative effects of automobile traffic.

2. Urban Form

Principle=15

Many buildings rather than a few

Principle=16

Small buildings rather than large

Principle=18

Mix of building ages

Principle=13 & 14

Maximum height of four storeys and no more than a one-storey difference between neighbouring buildings

Principle=10

Street facade continuity

Strength

In most of the St. Paul Street area there is a strong presence of the urban form principles outlined at left. The traditional grid configuration is accompanied by a good mixture of building sizes, ages, styles and uses in a 'human-scaled' setting. Key elements of New Urbanism are thus 'designed in', to be further built upon.

Building ages range from the 1920s to 1997. The human-scaled built form has been helped by maintaining building height at less than four storeys. Also, there is a street facade continuity in some areas, especially on Coronation and Clement Avenues. Furthermore, there are neighbouring buildings no more than one storey higher than their neighbours. The inclusion of some landmarks further enhances the 'human-scaled' feel.

Potential Response

Creating an inventory of urban form and urban design features could be a preliminary step to coding these elements into future regulations. Such action would help preserve, and add to, these positive attributes.

3. Heritage

Principle=18

Mix of building ages

Strength

The Heritage Resource Inventory (1983) identified five heritage buildings in the study area. They are illustrated in Figure 2.7. These buildings add a significant element of history and meaning. While two of the five buildings have since been demolished, the remaining two residential buildings and one commercial building are still a strength.

Potential Response

Building demolition permits could be withheld for a set period of time in order to evaluate what may be done with the remaining heritage buildings. Municipal or other sources of funding could also go towards the purchase of 1322 Bertram. This building is currently most threatened, and is the most valuable for possible future plans.

4. Low Noise Levels

Principle#29

Need for quiet surroundings

Strength

It has been noticed through observation in the area that noise levels at night are very low and well within a range that allows for comfortable sleep. At night, traffic is light on all streets within the study area and even on the arterial routes of Ellis to the west and Richter to the east. There is also an absence of noise at night from the Okanagan Lake Floating Bridge. In contrast, noise from the latter structure can be heard in the middle and upper-scale South-Central neighbourhood to the south of downtown. The one source of occasional evening noise comes from Flashbacks Night Club located one block west of St. Paul Street.

Potential Response

A noise audit could be conducted to determine at what level noise must be limited to in the future. Maintaining a quiet environment will likely occur by maintaining low levels of traffic volume and speed.

5. Affordable housing

Principle#24

Need for integrated affordable housing

Strength

For a number of reasons, house prices in this area are some of the most affordable in the city. This positive attribute helps maintain the residential part of the area, adding vitality to an inner city that might otherwise have been abandoned even by low-income people. Median price of houses for sale (as of March 31, 1998) are $114,500 while the city median price in 1997 was $165,300, according to CMHC.

Potential Response

Maintain affordable housing by allowing and encouraging small-scale builders, secondary suites, non-profit organization funding and support, and alternative housing arrangements.

Weaknesses

1. Limited Park Space

Principle#6

Need for small purposeful parks

Weakness

The area has no official parks. There is a new waterfront park nearby, but no small, purposeful, 'pocket' or 'neighbourhood' parks. The waterfront park also has a poor pedestrian connection to this area. (The connection, along Cawston or Clement Avenues is industrial and unappealing.) There are however, six vacant lots sometimes used by children. There is also a churchyard, but its landscaping is designed in such a way as to be non-functional for most 'park' or leisure activities. In conjunction with a lack of parks, there is an absence of casual sitting spaces for general relaxation and neighbouring.

Potential Response

Create a small purposeful park space usable by children and adults in a location central to the area. This would most likely exist at the corner of Bertram Street and Cawston Avenue.

Poor Urban Design

Weaknesses

Principle=8

Block lengths between 250feet and 650feet

As illustrated in Figure 4.1, between Cawston and Doyle Avenues, St. Paul Street is almost twice as long as the ideal 450 feet block length. This block may effectively be too long for highly vibrant economic activity and social interaction. The need for a mid-block pedestrian arcade connection to Ellis Street was also mentioned in the *Kelowna Centre Plan (1985)*.

Principle=10

Street facade continuity

A mix of different setback regulations according to building use has caused a lack of street facade continuity. This is especially apparent on St. Paul Street where setbacks range from zero to halfway back on the lot. Bertram also has continuity problems in relating one side of the street to the other, as seen in Figure 2.8.

Principle#9

Building height-to-street -width ratios between 1:1 and 1:4

The St. Paul Street study area has, in most cases, a building height-to-street-width ratio of 1:4. The best ratio of 1:2.7 was found at the west side of the Cawston and St. Paul intersection. An argument could also be made that the Bertram Street apartment buildings,

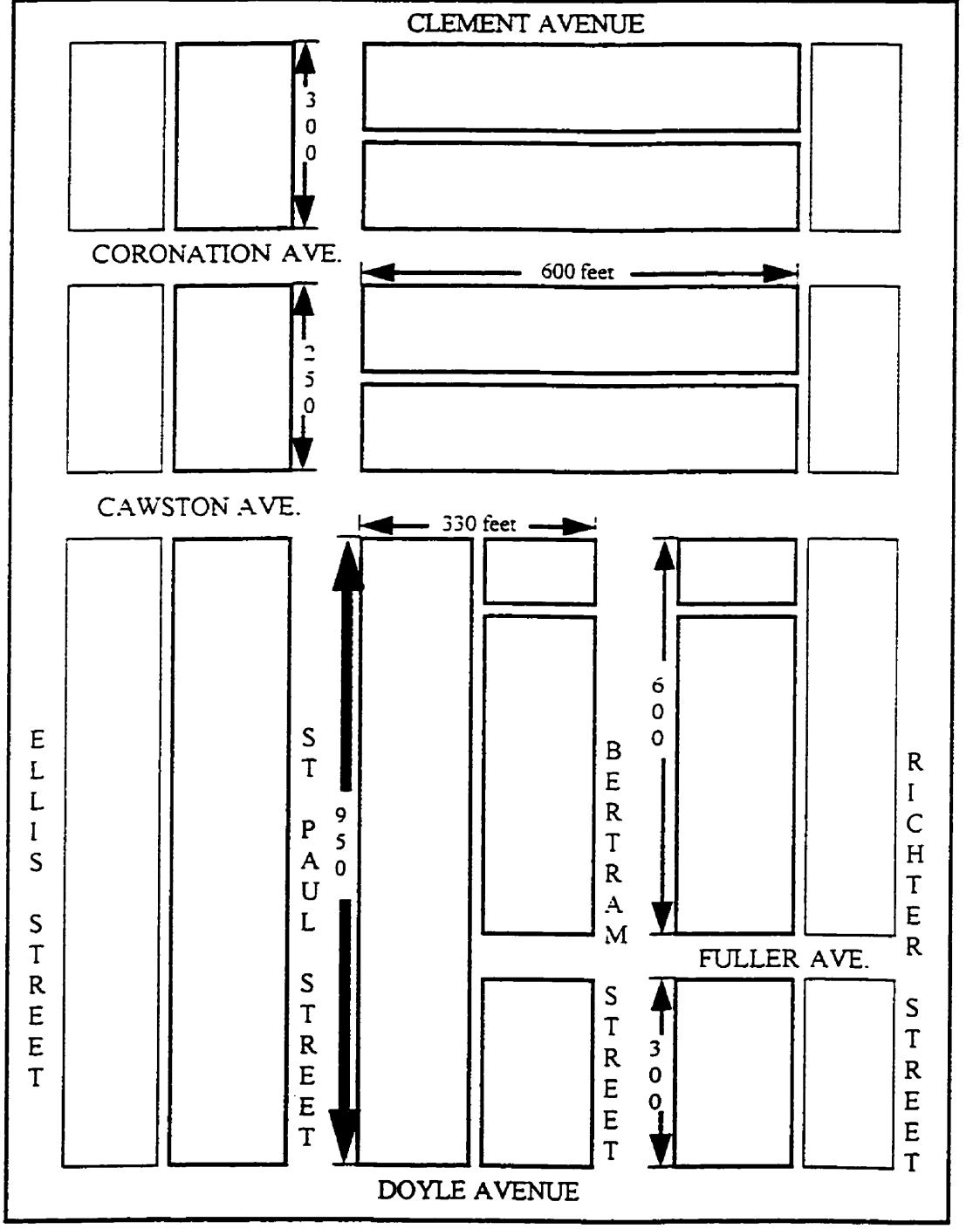
	because of their sheer height coupled with the long setbacks, for a 1:3.7 ratio, are actually worse at defining the street than the 1:4 single-family houses. This point is well made by Hans Blumenfeld in his book *The Modern Metropolis:* "it has been observed that, when the small dimensions of places exceed four hundred-fifty feet (137 meters), spatial definition is weak and becomes 'more that of a field than a plaza, despite the great height of the structures'" (quoted from: Jacobs A., 1993, 277). Therefore, while ratios may stay the same, those that obtain that ratio through lower buildings and narrower streets are those streets that are better defined.
Principle#19 Complexity and Unity of Design	Limited complexity and unity of design are found on Bertram and St. Paul Streets.
Principle#20 Entrances on the street	Of 214 units, including commercial, industrial, institutional and residential, all but eighty-seven had entrances at ground level connecting to the street. Of these eighty-seven residential units, only two were found in buildings other than the two apartment complexes on Bertram Street.

The apartment buildings' lack of street front entrances represents an urban design weakness.

Potential Responses

Through city funding and/or developer land donation, pedestrian arcades could be created. Pedestrian oriented streets could also be created in key locations. For example, a potential woonerf or pedestrian arcade connection could exist by extending Fuller Avenue, through the 'Kelowna Daily Courier' parking lot, to St. Paul Street. Other elements of poor urban design could be dealt with through design guidelines or regulations such as a New Urbanism style zoning by-law.

Figure 4.1 Block Lengths



Opportunities

1. Heritage

Precedents

Areas such as Toronto's 'Kings' have successfully capitalized on their heritage assets as could the St. Paul Street area.

Opportunities

Heritage resources, including buildings and trees, represent opportunities for enhancing the diversity of the area. The Bertram Street heritage house in particular, has potential to be used for a community-oriented use. In combination, this house, the adjoining vacant lot and the next adjoining church could possibly become an 'urban village node'.

Potential Responses

Creating a community node around the United Church and Miss Storey's heritage house (1322 Bertram St.) will give the district a stronger sense of identity, hopefully leading to greater community involvement and action.

2. Proposed Arts and Cultural District

Precedent

Like Toronto's 'Kings" area, changing uses and allowing flexibility for obsolete warehousing districts often helps revitalize them.

Opportunity

The City of Kelowna along with the Kelowna and District Arts Council (KADAC), has been exploring the concept of creating a mixed use Arts and Cultural District around Ellis Street. This concept would see the traditional warehousing area next to the St. Paul Street area, revitalized for arts and cultural activities. A revival of this area offers great potential for residential intensification in the St. Paul Street area.

Potential Responses

Alternative housing options are a real potential for this area with an adjacent Arts and Cultural District. Alternative housing options might include large, flexible loft spaces, co-housing, and work/live spaces. Alternative land tenure arrangements are possible here as well, such as Land Trusts and Coop housing. These possibilities will need to be recognized in land use regulations.

3. City Policy Favouring Downtown Edge Neighbourhoods

Precedent

Victoria's Harris Green neighbourhood and Toronto's 'Kings' have received special regulations tailored to their specific circumstances.

Opportunity

City of Kelowna policy favours redevelopment of this area and, in general, supports the concept of encouraging development in and around the downtown core versus supporting development elsewhere. Policies favouring this area bode well for future initiatives to attract special regulatory considerations, along with financial assistance for 'beautification' of city streets, increased park expenditures, and social assistance.

Potential Responses

The City could explore means of implementing or supporting a self-administered, self-supporting community controlled agency to deal with physical, economic and social redevelopment of the area through complete community involvement. Agencies may include a city mandated 'Urban Village' Improvement District, a city initiated Land Trust, design charrettes, an Area Redevelopment Agency or a combination of existing private organizations and public organizations.

Threats

1. Speculation

Issue

Toronto's 'Main Streets Initiative' recognizes problems of large-scale development. Instead, it sees small-scale incremental, intensification by homeowners, local business persons, and small developers, as more appropriate. Land consolidation and speculation are not looked upon favourably.

Threat

Two-thirds of the properties in this area are owned by numerous absentee landlords (Appendix #2 and Figure 2.4) and "where the ownership pattern is highly fragmented, there are usually competing interests making land assembly a difficult task" (Emeneau, 1996, 69). This creates a serious impediment to achieving stable and viable residential neighbourhoods.

It is well known that this area is slated for redevelopment. The city plans call for conventional, modernism style redevelopment. Consequently, investors and developers have bought property on speculation. As demand for property has increased, so too has the price. Increasing prices may subsequently stifle the capacity of all but the largest of developers to redevelop or consolidate land for redevelopment. Means must be sought to attract the interest of, and to privilege small-scale developers, developing to an overall plan.

Potential Responses

Through regulations, financial incentives, and other initiatives, the City can favour small-scale developers in this area. Changes to the zoning bylaw may be the first place to start by regulating maximum floor space and building size. Also, those regulations that limit or hinder small-scale developers, if eliminated or reduced, should automatically make them more competitive.

2. North End Connector

Issue

In *Livable Streets*, Donald Appleyard illustrates how increasing traffic volumes result in business people and residents becoming more introverted and socially isolated. Physical deterioration soon follows.

Threats

The City of Kelowna has proposed that Clement Avenue become a major arterial road connecting the city's northern-eastern suburbs to the downtown.

This proposal threatens the desirability of the St. Paul Street area by increasing noise, traffic and pollution, leading to deterioration in housing stock along Clement Avenue. Social interaction on a neighbourhood level may also be impaired.

Potential Responses

Providing more bicycle lanes on Clement and better transit service throughout the city, combined with higher parking fees and more restrictions on downtown parking, the City should be able to avoid the need for any road widening on Clement Avenue. Along with this, some simple streetscaping and traffic calming measures should help in reducing traffic speed and noise.

3. Commuter Through-Traffic and Non-Resident Parking

Issue

Victoria's Harris Green has proposed traffic calming as a way of reducing negative impacts associated with their current 80% "through traffic" problem.

Threat

The area's close proximity to downtown, without downtown's metered parking, leads many downtown employees to park in this predominantly residential area. 'No Parking' signs in front of driveways and homes are quite common. High weekday traffic volumes occur on Cawston Avenue as commuters drive through the neighbourhood (illustrated in Figure 2.9). Increases in commuter traffic using the area may represent a threat to the current low levels of noise and traffic and therefore could ultimately negate a current major strength of the study area.

Potential Responses

The creation of more pedestrian oriented streets, through traffic calming measures in this area, will help reduce traffic volumes and noise. Another measure includes the restriction of street parking to residents only, from Monday to Friday, as is done elsewhere in the city. Above all, an experimental car-free urban village may be considered (see: Engwicht, 1993, 151).

4. Safety & Crime

Issue

Victoria's Harris Green area is attempting to resolve safety and crime issues through better urban design.

Threat

The study area has a problem with perceptions of high crime, and this has not been helped by a number of high-publicity crimes in the area, such as a murder, some open drug activity, and recent home invasions. The perception and reality of crime in this area is not only a threat to attracting future residents, but it is also a threat in terms of retaining existing residents.

Potential Responses

By encouraging more people to live in this area, crime should decrease as people begin to care about the place where they live.

5. Insensitive Regulations Suppressing Full Range of Redevelopment Possibilities

Issue

Regulations by all levels of government help or hinder development, and differentially influence types of development. Toronto's "Kings" and "Main Streets Initiative" plus Victoria's "Harris Green Charrette" precedents have led to no more than basic regulations for design and use, based on the idea that 'markets' can best determine details.

Threat

Some rules and regulations have hindered old-style as well as New Urbanism-style redevelopment; threatening goals for future medium-density development.

A problematic regulation expressed by business people, developers and individuals alike, is the burden of parking requirements. Not all developers are concerned about parking requirements, usually depending on whom the developer is marketing to. However, those markets not requiring vast quantities of parking are currently being inhibited from proceeding. For example, single family dwellings built prior to the 1976 Zoning By-law had no parking requirements. At that time many of the small-lot single-family housing (40feet x100feet), on such streets as Coronation Avenue, had no off-street parking. This was adequate since most residents did not then own a

vehicle, and lived close to downtown. Many residents in the St. Paul Street area today, do not own a vehicle, though the current and proposed Zoning By-law requires a minimum of two spaces for *all* new housing. Effectively, this hinders small-scale intensification.

Potential Responses

Zoning bylaws based on New Urbanism concepts deal more with urban form while giving greater flexibility to the users. Such a zoning bylaw should help favour small-scale developers and individuals in this area of the city.

6. Depressed Market Conditions

Issue

Will lower housing demand negatively affect the St. Paul Street area?

Threat

Kelowna was experiencing upwards of 7% population growth, per annum, in the early1990s. In 1998, population growth (based on 2.2persons per dwelling unit times 208 dwelling unit, building permits from January 1998 to May 1998) has dropped to less than one percent. This slowing of growth has reduced market demand for housing which has subsequently reduced new construction activity and led many property owners in the St. Paul Street area, as in other areas of the city, to liquidate their property assets. Depressed market conditions threaten to stall redevelopment of this area for an indefinite period of time.

Potential Responses

If the area is able to attract new residents because of its character, location and vitality, it will be able to redevelop incrementally on a continual basis even in poor economic conditions. The key condition is the need to attract people to the area. Current market demand does favour this area's type of housing supply.

4.3 Strategic Vision

A 'vision' is often a practical tool for focusing on the potential for what could exist in the future. It is also a way of describing the desired outcome of a plan since many plans may conjure up different ideas about what that plan will acheive. Therefore, a 'vision' of the St. Paul Street area has been given below.

In the mixed use, vibrant and diverse area around St. Paul Street, new and existing development has capitalized upon the area's strengths and available opportunities, improved upon weaknesses, and eliminated potential threats.

The area's premiere location attracted new residents and businesses, between 1998 and 2018, while encouraging more pedestrian activity rather than vehicular travel. The already existing examples of good urban design were preserved and repeated more extensively as development continued. More buildings rather than a few, small buildings rather than large, maximum four-storey buildings, mix of building ages, street facade continuity; these are all examples of the good urban design that was already inherent in much of the area. These existing elements, highly coveted by the New Urbanism movement, were expanded upon and enhanced so that the urban fabric could be 'reconstructed'.

The previously weakened, but historically dominant, pedestrian environment was restored and further enhanced through physical means. People were enticed to walk along tree-lined, short streets among slow moving traffic. Cycling, roller-blading and other non-motorized transportation and recreational activities began to occur together on vibrant and active streets. Pedestrian pockets and pedestrian arcades linking certain blocks benefited both local residents and visitors who find the area interesting

and stimulating with the variety of walking routes connecting to their destination points. In the St. Paul Street area, the pedestrian once again began to dominate the street environment.

Other attributes that helped turn the St. Paul Street area into a vibrant "artisan small business incubator" district, was the preservation of heritage buildings and trees that added strength of diversity, historical and social attachment. With the overwhelming presence of people and few cars, the previously low noise levels were maintained. This peaceful setting among a vibrant area helped attract more people to live in it. Affordable housing also remained because, along the lines of New Urbanism, it was individuals who rebuilt and revitalized the area with small and affordable housing, shops, businesses and even some small-scale industry. With an emerging arts and cultural district one block to the west, success began to spill over into the St. Paul street area. The Arts and Cultural district was a place for many businesses and public activities, but it was the St. Paul Street area where people began to settle on a permanent basis and call home. Community associations have begun to thrive and regular meetings and events happen now at 'United Corner' on Bertram and Cawston Avenue. The healthy mix of residents always makes the formal and informal gatherings lively and boisterous.

It was not always a smooth transition to what the St. Paul Street area is in 2018. Poor urban design in some areas took a great deal of effort to remedy. Once the Comprehensive St. Paul District Zoning bylaw was in place, along with the architectural guidelines, the district's architect and community design review panel, had only minor problems to contend with. It took much lobbying by the Kelowna Land Trust and concerned citizens to address issues of limited park space and some instances of poor urban design. The long blocks, those over 650feet long, were eventually rectified with pedestrian arcades. Other design problems were rectified within the St. Paul District's, New Urbanism based, Zoning Bylaw. The hardest battle was creating incentives for small developers and individual property owners while discouraging land consolidation for medium and large-scale developments. This was eventually achieved

through the district's new zoning bylaw and architectural guidelines. The other threat to this area was the expanding pressures of automobile traffic. Within the district this threat was reduced through traffic calming techniques including woonerfs, pedestrian pockets and pedestrian arcades.

The St. Paul Street area, in 2018, finally achieved the medium density, of between 55-165dwelling units per hectare, that the city had envisaged in its 1995 Official Community Plan. However, it was done in a way that was consistent with New Urbanism ideals, not through the then existing Modernism regulations. This achievement involved small-scale developers and individuals who rebuilt the area incrementally. Mixed uses became the norm, the automobile was tamed, and the whole environment is 'human-scaled' with low rise three and four-storey buildings, individually owned and operated businesses and stimulating elements abounding everywhere.

The redevelopment process was long and difficult but it came together with a city-initiated development catalyst that worked in conjunction with groups such as the Kelowna Community Land Trust. Community, grass-roots support was created and eventually the local residents and new residents started shaping their own destiny.

4.4 Strategy Analysis

The City of Kelowna, if it is to realize this the 'strategic vision', will need to undertake regulatory changes and municipal investment. The latter would entail new community facilities, public space enhancement such as streetscape beautification, and support for organizations promoting redevelopment and community-building.

Existing inner city areas such as St. Paul's have a set of circumstances that are not conducive to increasing density by way of a conventional development model. Under the conventional development model, derived from Modernism theory, land needs to be assembled in large parcels in order to create large-scale developments that realize 'economies of scale'. However, this development model is subsidized and supported with regulatory and institutional conditions that allow it to be favoured over other development practices.

Cities in the past, would grow incrementally through numerous ongoing small-scale developments. Such developments included additions to houses, addition of another floor, a new larger building on a small site, or a few owners pooling their resources for a small project. The culmination of these developments created the varied, diverse, and interesting pre-W.W.II urban environments that are so revered and admired today. This kind of development halted after W.W.II. Instead, the Modernism Movement theoreticians favoured large-scale development under the rubric of 'urban renewal' for inner city areas. Regulatory tools were shaped to reflect Modernism ideals. These tools are still highly used today.

The 'large-scale development model' may be appropriate in some areas, but the general bias towards large-scale development has diminished the possibilities for small-scale development elsewhere. With changes to such conditions as highly structured zoning rules and regulations, a more flexible, adaptable and diverse development community may emerge.

In favouring small-scale development, one must ask, "Who builds for whom?" Medium and large developers typically build for profit with the expectation that consumers will purchase the product. Small-scale development is geared more towards individuals who build for themselves, their families and/or their businesses.

Therefore, to encourage medium-density redevelopment, there must be an encouragement of small-scale, incremental intensification through regulatory changes, targeted municipal investment and a development catalyst.

Four broad 'framework strategies' need to be applied to this area of the city. Informed by the evidence gathered and outlined in the preceding chapters, the strategy elements outlined below, should frame or shape the Action Plan.

Strategy #1: Reconstruction of the urban fabric

The St. Paul Street area is already conducive to redevelopment along the lines of an inner city New Urbanism redevelopment model. Since the area was built in the pre-W.W.II era, the urban form, street pattern and lot layout all match the ideals of inner city New Urbanism. However, there are some 'damaged' areas that need to be 're-constructed'.

These 'damaged' parts include the need for reconstruction and enhancement of the street

pattern. Long blocks need to be shortened and pedestrian-oriented activity needs to be more heavily favoured. Also, the buildings in terms of the overall urban fabric, need to achieve some cohesiveness, sorely lacking in some areas. Urban design aspirations need a regulatory framework that considers the urban form as a primary concern. Uses within that urban form become a secondary concern to building typology. The current 'damage' has been caused in part because these concerns are currently switched. Use currently dictates urban form and when use changes, so too does urban form. Ultimately this has lead to either a chaotic urban form in some places or in other places a sterile, monotonous, single use area. The entire district needs to be recognized as a distinct urban village with a cohesive urban form and a diversity of uses, and treated accordingly. An urban village would include a centre node, boundaries, mixed uses and community identity.

Strategy #2: Creation of a Development Catalyst

Currently, many different stakeholders exist, each with little power to influence the future of the area. Since the area is in a state of stagnation, a development catalyst is needed.

One development catalyst may be the creation of an Area Redevelopment Agency to function as an umbrella organization whereby each stakeholder (property owner and renters) can still operate individually but all are working towards a common goal and under the same regulations and incentives. This agency must be democratic where each

property owner has equal representation and equal power, and where renters are given a chance to participate. Decision-making must be finalized at the community level. The agency must have the power to change the regulations governing its bounded area. It must also have financial powers to receive and spend funds. These funds should come from two sources. The first should be grant money from the municipality and the regional district. These government bodies should also give proportional funds from each of their departments according to what each department would normally spend in the area. Secondly, funds should be generated from the property owners themselves through an 'Area Redevelopment Levy'. The funds received by the agency should be used according to the agency's discretion with the consensus of all the property owners. An administrator for the agency should be funded through the 'Area Redevelopment Levy'.

A second alternative is to hire or direct a planning officer to devote energy aimed at creating a strong community. This 'community building' catalyst would encourage residents to stay in the area and invest by involving them in community building activities. This may include everything from building a community hall to 'community gardens' and street festivals. The key for the catalyst to work is having the devotion of at least one individual to organize 'community building' events.

Another possible development catalyst would be using the St. Paul Street area as a demonstration project area for urban redevelopment along New Urbanism principles. This would involve the Canadian Institute of Planners, the City of Kelowna and other

This would involve the Canadian Institute of Planners, the City of Kelowna and other interested organizations both public and private. A smaller scale demonstration project may involve the City of Kelowna and a group of local, private developers who would market their products, the area and the innovations they have created for 'urban living'.

Strategy #3: Creation of a community node

For the development catalyst to operate, it will need a community facility to operate from. This facility should be centrally located within the area and should help in creating a community node. Municipal funding will be needed for this purpose. Municipal funding may include a long-term interest free loan to be ultimately re-paid by the Area Redevelopment Agency, if formed, or a Business Improvement Area body.

Strategy #4: Creation of a New Urbanism Regulatory Framework

In the late 1990s, it has become apparent that the goals of the Official Community Plan for medium-density development in this area are not being achieved. It is also apparent that current regulations favour large development schemes, based on the ideals of the Modernism movement. This area is not particularly receptive to such schemes yet at the same time regulatory circumstances, along with other variables, prevent redevelopment along the lines of a New Urbanism redevelopment model.

This New Urbanism redevelopment model may need to be put in the context of the

specific area as opposed to a reworking to the entire city Zoning bylaw. A complete review of the City of Kelowna's Zoning bylaw is to be completed in the fall of 1998. This zoning review however, is based on a refining of the existing 'Modern' zoning bylaw. Therefore, an area specific 'New Urbanism' zoning bylaw will likely be required. This may be done in the form of a Comprehensive Development Zone for the area with the applicant being, an agent of the City itself, or the Area Redevelopment Agency described in the preceding Strategies.

4.5 Conclusion

The St. Paul Street area has a great deal of potential with many of the physical, social and economic preconditions already in place for New Urbanism style redevelopment. However, the current spectre of Modernism style redevelopment has caused great turmoil in the area. With the prospect of Modernism redevelopment, the area has become highly transient, initiating a vicious cycle of instability. Along with this, past speculation drove up prices to exorbitant levels, to the point where everyone was playing a redevelopment waiting game. Speculation and the associated high prices, seems to have peaked recently, and also, prices have fallen as some assets have been sold off. The prices of other properties are still at relatively high levels, especially from the perspective of attracting small-scale developer entrants to the redevelopment market.

New Urbanism based, redevelopment may take place. This will require action by the city that brings all stakeholders together in a way that allows them to be proactive.

It is important to note that: "The key link in a perpetual slum is that too many people move out of it too fast- and in the meantime dream of getting out. This is the link that has to be broken if any other efforts at overcoming slums or slum life are to be of the least avail." (Jacobs, 1961, 271) While characterizing the study area as a slum would be a mistake, the St. Paul Street area will need significant physical and community building actions initiated by the City of Kelowna, if redevelopment is to occur and if people are willingly to choose and desire this as a place to call home. Most importantly "the effort to create an urban village in physical form is only a means to an end. The means are buildings, roads and parks. The end is improving relations between people" (Sucher, 1995, 9).

CHAPTER #5: ACTION PLAN

5.1 Current Context

A lack of investment, stalled development, regulatory problems, small lots not conducive to parcel consolidation, but an excellent location and vast potential, are characteristics of Kelowna's St. Paul Street area's current condition.

The 12 hectare area is located adjacent to the downtown core and within walking distance of the Okanagan Lakefront. Within this area, the City of Kelowna has designated 'future medium-density' residential and commercial development.

However, while some new development has occurred, most development potential has been thwarted by various factors. Regulatory conditions, market forces and land economics combined, have stalled efforts at conventional development.

Within the conventional Modernism development model, the creation of medium-density residential development can occur in only limited ways. This choice is essentially limited to the creation of medium and large-scale developments. While other ways of creating medium-density development exist, they are not possible within the current regulatory

and planning framework in the City of Kelowna.

Market forces and land economics are such that the conventional Modernism development model does not work well in the pre-W.W.II urban form, St. Paul Street area. Land consolidation of existing small lots is difficult and time consuming. The lots are also not long enough to provide adequate square footage for economically viable medium-density projects. Land costs are also at a premium, limiting economic potential by medium and large developers.

The conventional Modernism type development model and regulatory system needs to be questioned if the goal of redeveloping this area into medium-density development is to be achieved.

As development stagnates, the potential for new medium-density development still exists, but only through a different development model, and therefore a different set of regulations, incentives and institutional arrangements.

5.2 Strategy

The preceding chapters have illustrated how a New Urbanism based redevelopment strategy would be beneficial to the St. Paul Street area. The strategy has outlined the

need for a development catalyst. This catalyst could occur as an Area Redevelopment Agency, through a 'community-building' initiative, or through a 'demonstration project'.

Separately or in conjunction with the development catalyst, the City of Kelowna will embark on a strategy of 'reconstructing the urban fabric' for City owned and maintained property, including streets and public spaces.

These broad strategies have led to the following 'Action Plan' for the St. Paul Street area. The City of Kelowna will promote the strategic vision and strategies, outlined in Chapter #4, through actions explained in the following set of 'Action Plan' recommendations, in line with the possible phasing outlined in Figure 5.0.

Figure 5.0: Action Plan Phasing

ACTIONS	TIMELINE			
	Year#1	Year#2	Year#3	Year#4+
Create a Development Catalyst		→	→	
Reconstruct the Urban Fabric	→	→	→	→
Create a Community Hall			→	
Implement a New Urbanism-based Zoning Bylaw for the Study Area	→	→		

ACTION PLAN

Action #1:

"Create a Development Catalyst"

Responsibility: Planning and Development Services

Funding: Social Planning Grants Fund, Planning Department funds

A 'development catalyst' that will encourage an interest in the St. Paul Street area is needed. Three possible examples are explained below.

Example#1: An Area Redevelopment Agency

An 'Area Redevelopment Agency' that pulls together all stakeholders in a cohesive, economic and social union, could be a means of initiating action in this area. The agency, while initiated with funding and legal backing from the City, would eventually be a self-administered and self-supported institution. Its mandate and goal would be to improve the area, increase density to an overall medium level, and to do this within a regulatory framework laid out under a New Urbanism area specific zoning by-law. It

would also act as a 'community builder'.

The basic framework involves the establishment of the Area Redevelopment Agency through City 'seed' money. It must also encompass, legally, all property owners in the area. Each property owner may have one vote and one vote only. Property owners with more than one parcel will only have one vote. This is to ensure that representation is based on the ownership of property, not the amount of property owned. The Area Redevelopment Agency (ARA) must be operated democratically. Renters in the area must be allowed some form of power as must the City and general public. The greatest share and control of power must however, rest with the members belonging to the ARA.

A full-time staff member will be hired through an initial ARA property levy. Staff will be continually employed as decided upon by the members of the ARA.

Example#2: A 'Community-Building' Initiative

A 'community-building' initiative would involve the understanding that the current residents are the most likely to stay in the area, and to invest in homes, businesses and the community. Most people in this area are renters. The housing stock in the area is the type that most of these renters will likely buy in the future as indicative of the current real estate trends. However, most will probably buy in other areas of the city unless the situation changes. To encourage them to buy and invest in this area, it is necessary to build an attachment to the area through a 'community-building' initiative.

This initiative needs to involve a dedicated individual who will organize community activities such as building a 'community hall', creating a neighbourhood park, starting a 'community garden' on vacant lots, organizing street festivals and the like. This individual could be a planning officer from the current Planning and Development Services Department or a new planning officer could be hired for such purposes.

Example #3: A Demonstration Project

A third approach to creating a development catalyst is organizing a 'St. Paul Demonstration Project for Urban Living'. The project could be an area-wide demonstration project, sponsored by the City of Kelowna, the Urban Development Institute, the Canadian Institute of Planners and other interested organizations both private and public. The goal would be to illustrate how a New Urbanism based redevelopment initiative would work in downtown edge areas. This may also be done at a smaller scale with the City of Kelowna and local developers demonstrating the possibilities and potential of 'urban living'. This would be done through a concerted effort especially involving existing land-owners.

Action #2:

"Reconstruct the Urban Fabric"

Reconstructing the urban fabric involves the expenditure of municipal funds on improving the existing public spaces, streetscapes and public buildings to restore and enhance the pre-W.W.II urban form. This urban form includes the existence of short blocks, pedestrian orientation versus vehicle orientation, and the prominence of public space over private space. Fundamentally, this means creating a complete, diverse community otherwise known in this location, as an 'urban village'.

The following actions are therefore necessary to bring this to fruition:

Action #2.1: Officially Designate Lot18, Plan 1303 and Lot7, Plan 1303 as a road right-of-way.

Responsibility: Works and Utilities Department/ City Council

Funding: Current Works and Utilities Budget

Explanation: The current fine-grain road system is characteristic of well designed urban areas. To officially designate this property as a road right-of-way would create security and assurances for surrounding properties that a well designed urban area of fine-

grained streets and short blocks so critical to diverse economic activity and stability, will remain

Action #2.2: Create a pedestrian arcade connection between Cawston Avenue and Doyle Avenue, connecting Ellis Street with St. Paul Street. Fuller Avenue should also be extended east, connecting with St. Paul Street. The entire length of Fuller Avenue should be made into a pedestrian only street. It is also suggested that the Ellis/St. Paul right-of-ways be no more than 12 metres in width as outlined in the Ontario Ministry of Housing's *Making Choices: Alternative Development Standards Guideline*.

Responsibility: City of Kelowna Engineering Department

Funding: Undetermined

Explanation: The St. Paul Street block is too long for a healthy and vibrant urban atmosphere of commercial and residential pedestrian oriented activity. Short blocks create physical attributes necessary for a well-functioning urban environment. Without proper physical settings, economic conditions will remain stagnant.

Action #2.3: Implement traffic calming measures on Cawston Avenue between Richter and St. Paul Street

Responsibility: City of Kelowna Engineering Department

Funding: Undetermined

Explanation: Cawston Avenue has the highest traffic loads from commuters using the street as a short cut for access to neighbourhoods beyond the downtown core. Traffic calming measures will ensure the traffic will behave in a manner consistent with a residential area. A traffic calmed Cawston Avenue from Richter, eventually though to Water Street, would also create a pleasant pedestrian connection to the Arts and Cultural District and lakefront beyond.

Action #3:

"Create a Community Node"

The node must include a 'community hall', a 'public square, park or plaza' and may also, but not necessarily include retail shops in the immediate vicinity. While the physical elements can be created, it is the community aspect that will determine the success of the area as a complete, working community. Facilities must therefore be present for this to occur. These facilities are necessary as a first step to creating community and stability. When stability and community have been established, then actual building can begin and can be successful.

Action #3.1: Purchase Lot 8, Plan 2085 for the purpose of creating a small neighbourhood park. A "cemetery park" is suggested as an urban design link between the church and the heritage house. Maintenance and management of the site will be conducted through the 'Partners in Parks' program. Consideration should also be given to purchasing Lot 18, Plan 2085 for the creation of a' park square' with the church and heritage house in the middle.

Responsibility: City of Kelowna Parks Department and Planning Department

Funding: DCC park acquisition funds for the vacant lot

Explanation: Municipal investment is a key ingredient in beautifying an area and attracting potential residents to live there. The vacant lot neighboured by a church and heritage house offers great potential. This could help in creating a strong 'neighbourhood node'.

Action #3.2:

The city should temporarily withhold any demolition permit that is requested for Lot7, Plan 2085 on Bertram Street, and negotiate purchase of it.

Responsibility: Planning and Development Services

Funding: A 30 year, no-interest loan from the City Contingency fund, for the purchase of 1322 Bertram by the 'Area Redevelopment Agency'. Down payment will come from an Area Redevelopment agency levy. A Heritage Foundation grant can be one source for building renovation.

Explanation: The heritage house, used as a community asset, can help in creating a strong neighbourhood node. This neighbourhood node will enhance community identity and attachment and likely entice others to live here. The heritage house may become the office of an Area Redevelopment Agency.

Action #4:

"Create a New Urbanism Based Comprehensive Zone for the Study Area"

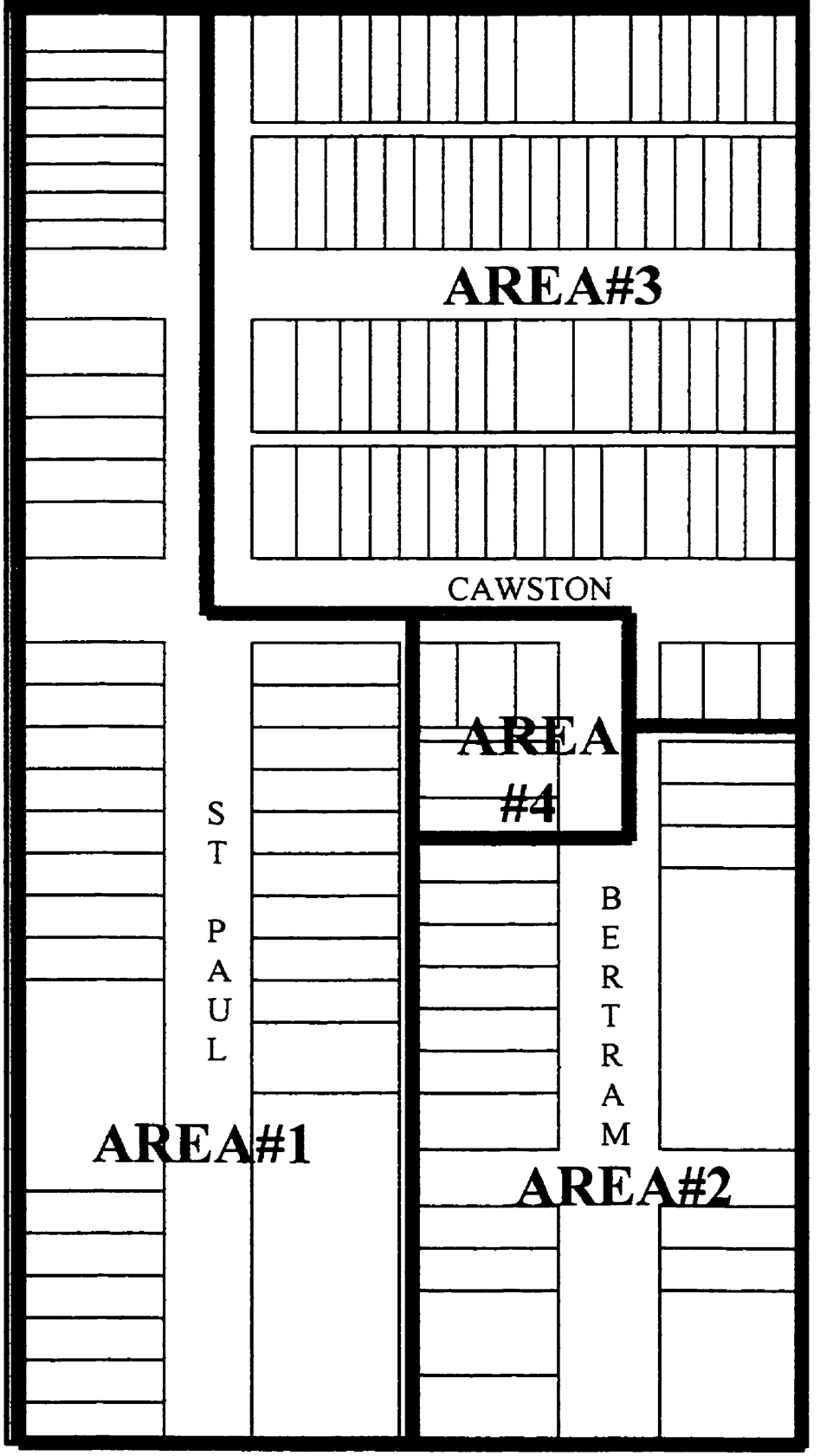
Responsibility: Planning and Development Services

Funding: Current budget allocations for Zoning Bylaw Review

The preceding chapters have illustrated why a New Urbanism style regulatory model is necessary for this pre-W.W.II area. This comprehensive zone will also need to recognize the different sub-areas and regulate accordingly.

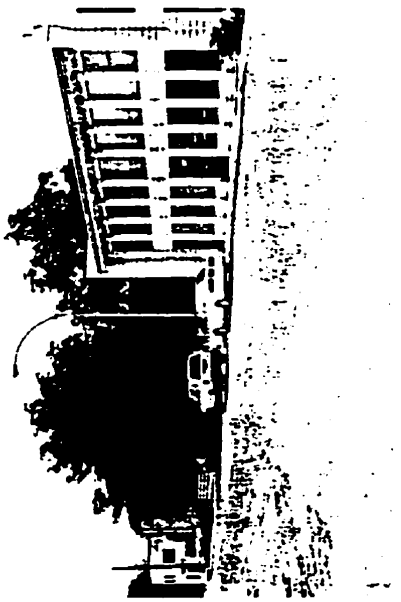
Within a small spatial area, boundaries of different districts merge here. Because of this, the study area is in essence a combination of four different building forms. As identified in the Jackson-Taylor precedent, different areas exist within the overall district. Accordingly, three different building typologies were created as a regulatory framework for redevelopment. St. Paul Street area exhibits four different building typology areas as outlined in Figure 5.1.

Figure 5.1: St. Paul Sub-Areas



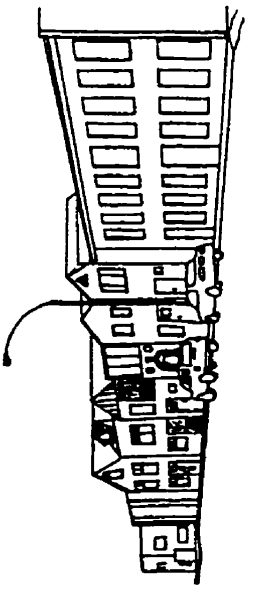
Area #1: St. Paul Street

Existing



St. Paul Street has historically been a mix of industrial, commercial and residential. In the 1990s, the downtown commercial core has been expanding into this area. In effect, St. Paul Street is a transitional area where commercial, light industrial and residential uses compete for dominance with none gaining a clear foothold. It is an area that absorbs the expansion and contraction of the different districts including the downtown core. As a transitional, mixed-use area, it needs to be recognized for what it is and regulated accordingly.

Recommended



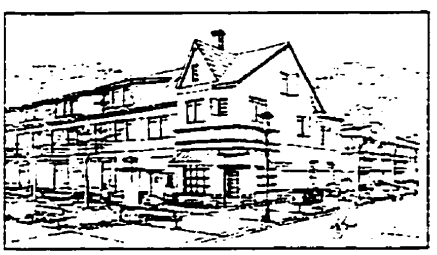
Consequently, the street needs an urban form that is characteristic of the downtown core. Buildings and regulations must be extremely flexible to accommodate ever changing uses, whether commercial, residential or light industrial uses. With direction from Toronto's 'Main Streets initiative' and the 'Kings', plus Victoria's 'Harris Green Neighbourhood', a draft zone for St. Paul Street has been prepared and is found in Appendix A of this chapter. This zone is one part of a recommended 'Comprehensive Zoning Bylaw for the entire study area.

Area #2: Bertram Street

Bertram Street, one block east, is much different than St. Paul Street. It was a street of small homes on relatively large lots that are now highly amenable to large developments. In light of this, two apartment buildings have been built on the east side of the street. On the west side, land consolidation, minus one property, has occurred and the owner is expecting to develop some time in the future. Two other consolidated 'blocks' of properties on the east side are awaiting medium density development of conventional mid-rise (four storeys) apartments. Bertram is the one block in the study area that is receptive to maintaining medium and large-scale development, though based on New Urbanism principles.

Existing

Recommended



The building typology for this street should have small front setbacks, long building forms, heights of approximately four storeys, and entrances on the street. The buildings should be residential only.

Area #3: Cawston, Coronation, Clement

Existing

Cawston, Coronation and Clement Avenues represent three streets that are least viable as places where medium-density development can occur under the current Modernism development model. They do offer, however, the potential to increase density to a medium level by way of other development techniques if allowed to do so.

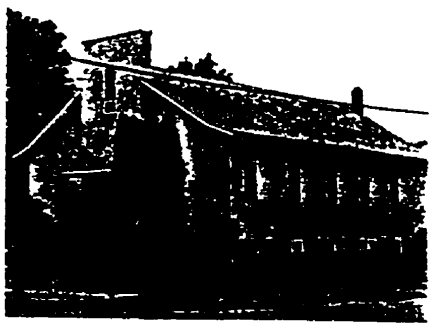
Recommended

An alternative development approach involves small-scale, incremental intensification whereby individual property owners each increase their buildings or build anew. The cumulative effect over time is a medium-density area that is diverse, interesting, adaptable, flexible and built upon an ever growing sense of community. It also necessary to recognize the purely residential character of these three streets. This is a sub-area that has an urban form dissimilar from the other streets.

The building typology would have a detached building form, on small lots, residential uses only, and no more than three storeys high. Parking would be in the rear.

Area #4: Neighbourhood Node

Existing



Fourthly, a faint neighbourhood 'node' exists within the study area. This could be enhanced to create a solid identity and community gathering point, further enhancing the attractiveness of the area to potential new residents and existing residents alike. This area as illustrated in Figure5.1, covers three lots. The lots contain a church, vacant land and a heritage house. A strong 'community node' could be created by linking and enhancing these three properties.

The community and institutional building typology, would be unregulated from a zoning perspective. Instead, form, style, and character, would be decided upon by the community of the day, according to its values, goals and sense of identity at that point in time. A New Urbanism style zoning by-law for this area is illustrated in figure 5.2 on the following pages.

Figure 5.2: St. Paul Comprehensive Development Zone

	Building Placement	Building Form & Use	Parking Location
Area#1 Downtown Transition		11.5m max height; Residential; Unlimited; Unlimited; street; lane	4.5min; 0min
Area#2 Urban Village Apartments	7.5min	11.5m max height; residential; residential; residential/ parking; 10m max height; res. or garage; street; lane	6min
Area#3 Urban Village Housing	6max; 1.5min; 0min	9.5m max height; 7m max height; residential; residential; res.; res. or garage; street; lane	6max; 0min
Area#4 Community	To be determined by the community	To be determined by the community	To be determined by the community

St. Paul Comprehensive Development Zone

Preamble

The purpose of the Comprehensive Development Zone is to provide for the coordinated development of the lands known as the St. Paul Street Area. The area is outlined in Figure 5.1. This zone will allow for medium-density development, mixed uses and the creation of a complete 'urban village'.

Unless otherwise specified in this bylaw, the regulations and definitions of the City of Kelowna Zoning By-law will apply.

The comprehensive zone is divided into four different building typology areas and regulated accordingly as outlined below and geographically defined in Figure 5.1.

Area #1: Downtown Transition Zone

Purpose

To provide a transitional zone on the fringe of the downtown commercial area where mixed, flexible uses occur.

Permitted Uses

a) All uses may occur on the first and second floor, except those uses which may present environmental dangers causing noise, air and water pollution.

Subdivision Regulations

a) Minimum lot width is 7.5m

b) Minimum lot depth is 18m

c) Maximum lot width is 60m

Development Regulations

a) Maximum height is the lessor of 11.5m or three storeys

b) No less than 80% of a building's front facade shall be built farther than 4.5m from the front property line. Side and rear yard setbacks shall be a minimum of 0.0m in compliance with "Development Regulations c)"

c) Minimum side and rear setbacks shall be at a distance where adjoining neighbouring buildings shall have no shadows cast on front and back walls at

12:00noon, on June 21, by the building in question.

d) Maximum commercial floor area is 3600square metres

Parking

a) No parking shall be located within 4.5m of the front property line. Vehicle access shall be via a back lane or 3m wide side yard access.

b) No parking is required.

Other Regulations

a) Commercial and office uses are not permitted above the second floor.

Area #2: Urban Village Apartments

Purpose

To provide a zone for medium-density, small-scale apartment or large attached single-family housing to occur in neighbourhoods adjacent to the downtown commercial core.

Permitted Uses

a) Single and Multi-family housing

b) Group homes, minor

c) Boarding or lodging houses

Secondary Uses

a) Care centres, major

b) Care centres, minor

c) Home based business, minor

Subdivision Regulations

a) Minimum lot width is 7.5m, except it is 10.5 for a corner lot

b) Minimum lot depth is 18m

c) Maximum lot width is 25m

Development Regulations

a) Maximum site coverage is 70%

b) Maximum height is the lessor of 11.5m or 3storeys, except that it shall be 4.5m for accessory buildings and for accessory structures

c) Minimum site front yard is 3.0 m. Porches, porticos, steps, etc, may extend 600cm into a front, side or rear yard.

d) Minimum site side yard is 0.0 m. There shall be no windows or doors on the side of the dwelling unless it is 1.5 m or farther from the nearest property line.

e) Accessory buildings shall be located a minimum of 0.0m from the rear property line, minimum 0.0m from the side property lines and a maximum of 6m from the rear property line.

Parking:

a) Parking shall be located and accessed from the rear of the property where a back lane exists. Where no back lane exists, an access lane no more than 3.0m wide will connect the street with parking located no closer than 10m from the front property line. No parking shall be located in the front yard setback.

b) No parking is required

Area #3: Urban Village Housing

Purpose:

To provide for a medium-density zone of detached housing on smaller urban lots in neighbourhoods adjacent to the downtown core.

Primary Uses:

a) Single, two and three family residential

b) Boarding and lodging homes

c) Group homes

Secondary Uses:

a) Care centres, minor and major

b) Home based business, minor

Subdivision Regulations:

a) Minimum lot width is 7.5m

Development Regulations:

a) Maximum height is the lessor of 9.5m or 3 storeys, except that it is 7m for accessory buildings.

b) Minimum front setback is 3m and maximum building depth is 15m

c) Minimum side yard setbacks are 1.5m

d) Accessory buildings shall be built within a minimum of 0.0m from the rear property line, 0.0m from all side property lines and a maximum of 6m from the rear property line.

Parking:

a) Parking shall be located a minimum of 0.0m from the rear property line, 0.0m from the side property lines and a maximum of 6m from the rear property line.

b) No parking is required

Area #4: Community Buildings

Purpose:

To create a zone for important public buildings that are created by the community and used by the public at large.

Permitted Uses:

a) Churches

b) Schools

c) Libraries, museums, community halls and other facilities funded by the community or municipal government.

Development Regulations:

All community buildings will be determined through a public design charrette sponsored by the applicant. The ARA will have final decision on whether to accept or reject the design proposal.

Parking:

a) No parking is required

CHAPTER #6: CONCLUSION

6.1 General Research Findings

Cities of today are seeking ways of combating urban sprawl and its devastating effects. The response has been to increase densities in existing urban areas. As a consequence, many existing residential, commercial and industrial areas on the edge of the central business district have been slated for redevelopment with higher densities. While brown field and green field sites on the edge of downtown cores are redeveloping, already built, pre-W.W.II residential areas often remain stagnant.

The problem seems to be related to the Modernism movement. Modernism espoused large-scale redevelopment, thus resulting in 'urban renewal' during the sixties and seventies. 'Urban renewal' was an urban planning disaster for various reasons and was discontinued. However, in the current era, Modernism theory still has a strong grip on the planning community. Planning regulations have been even slower to change. The result is a continued favourtism for large-scale, wholesale redevelopment. Consequently, in existing built areas with diverse landowners, lot sizes and social composition, redevelopment has not occurred. With this property ownership and physical pattern, Modernisms' necessary precursor to redevelopment, *land consolidation*, becomes difficult. At the same time, while large-scale redevelopment is difficult, small-scale

development is thwarted by regulations, policy and ideologies that still favour 'urban renewal'.

Development stagnation and physical deterioration can set in as large, medium and small-scale development is unable to proceed due to various factors acting against each.

6.2 Response to Findings

It was found that a number of cities are addressing this problem of stagnant inner city redevelopment from both the regulatory perspective and most importantly, from a new theoretical perspective. Planners across the continent in places such as Toronto and Victoria are realizing that Modernism must finally be laid to rest. Instead, planners are looking to the days before Modernism for planning lessons. Consequently, instead of the Modernism development model, planners are attempting to do things as has historically been done in cities. That is, cities have historically created higher density development through small-scale, incremental intensification. Turning to a new development model based on flexibility, diversity, small-scale, and incrementalism, requires change in the regulatory system. This includes changes to legal entities such as zoning bylaws and building codes.

It was found that the St. Paul Street area is composed of four different areas that need

different responses based on their circumstances. Four strategies were suggested as means for in-filling, redeveloping and intensifying the St. Paul Street area.

6.3 Implications

6.3.1 Planning Profession

For the planning profession, there needs to be a progressive move away from rigid control, involvement with more stakeholders, favouring of local, small-scale developers, more democracy, open-ness and more responsibility. As planners take lessons from the ways cities have traditionally been built before the age of Modernism, many things from that pre-Modernism time will likely emerge. As Modernism fades away, the planner's administrative role from that era will fade away with it. Planners need to be ready to grasp the new roles demanded of them as they enter into a field between architecture and administration--urban design.

6.3.2 St. Paul Street Area

If regulations, incentives and institutional structures that inherently promote small-scale incremental intensification are forthcoming, then redevelopment will be an ongoing process. It means that Bertram Street will become a street of medium-density, medium-scale apartment buildings. St. Paul Street will become a diverse street of mixed uses tying together the different districts that converge here. Cawston, Coronation and Clement

Avenues will transform themselves on their own terms into a diverse array of medium-density detached housing. And in the geographical centre of this urban village will be the community facilities and meeting places. The potential figure-ground configuration that could emerge is illustrated in Figure 6.1.

Overall, the goal of achieving a medium-density, mixed-use neighbourhood on the edge of the downtown core will occur over time. Today, the net density of this neighbourhood varies considerably from street to street. The net residential density on Bertram is 21 units per hectare, Cawston Avenue has 7 units per hectare while Coronation has 11 units per hectare. Clement also comes in at 11 units per hectare. The Kelowna Official Community Plan calls for medium density ranging from 35-165 units per hectare. If the St. Paul Street study area is to develop into the medium-density area that the OCP calls for, then the area must at the very least, double the number of residential units. With small-scale, incremental intensification, this will occur through infill, additions and redevelopment in most of the area. This small-scale, incremental approach also allows for greater flexibility, leading to innovation such as cohousing, live/work spaces, and ecological design projects. Diversity is the key, and as long as the St. Paul Street area has the opportunity to increase, and not decrease, diversity, then it will thrive.

For the St. Paul Street study area, this approach also means that the people driving the redevelopment of the area will be individuals and small groups, not corporations. It will be the people planning and building their neighbourhoods, businesses and community.

Figure 6.2 is a general graphic representation of implemented Actions from Chapter #5.

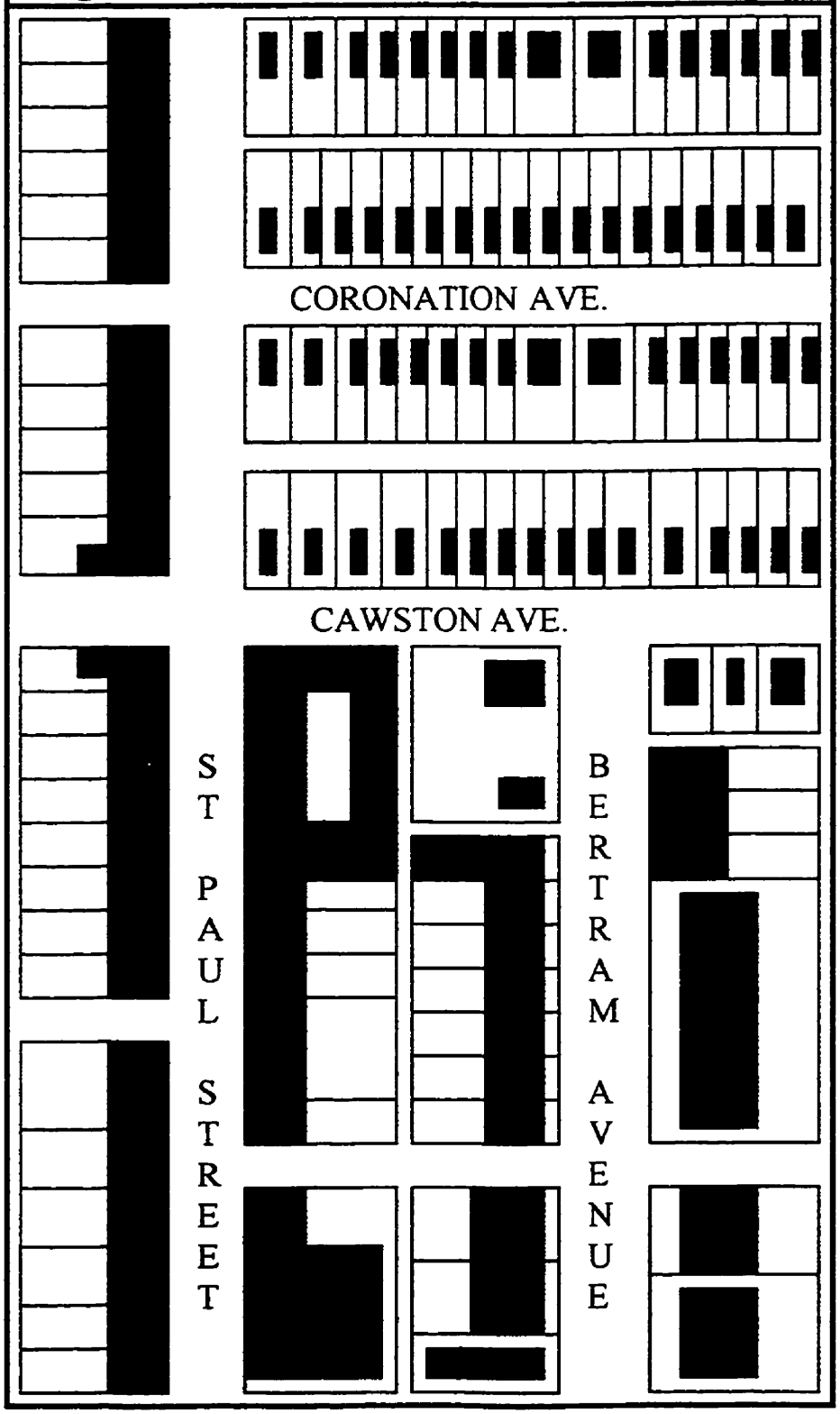
Time however, is the essential ingredient. With time comes diversity, learning and adapting. Giving St. Paul Street a regulatory framework that promotes small-scale incremental intensification allows it time to create diversity, allows it time to learn and allows it time to adapt.

6.5 Conclusion

The St. Paul Street area is a small but incredibly educational collection of uses, buildings and history. From this small area, one can see how traditional city building took place, how Modernism affected it, and how there is potential to create a diverse and exciting city neighbourhood in this currently depressed urban environment.

This microcosm in the City of Kelowna, if well understood from an historical and theoretical perspective, can only help in identifying the practical necessities that need to be present for the redevelopment of similar areas in many North American cities, as lively urban villages. A sense of community, belonging, social cohesion, economic diversity and prosperity, are all offered by the urban village concept. This fusion of, 'urban' and 'village' life, offers a kind of salvation and a renewed outlook of vitality for our once proud inner city areas.

Fig.6.1 Potential Future Figure-Ground



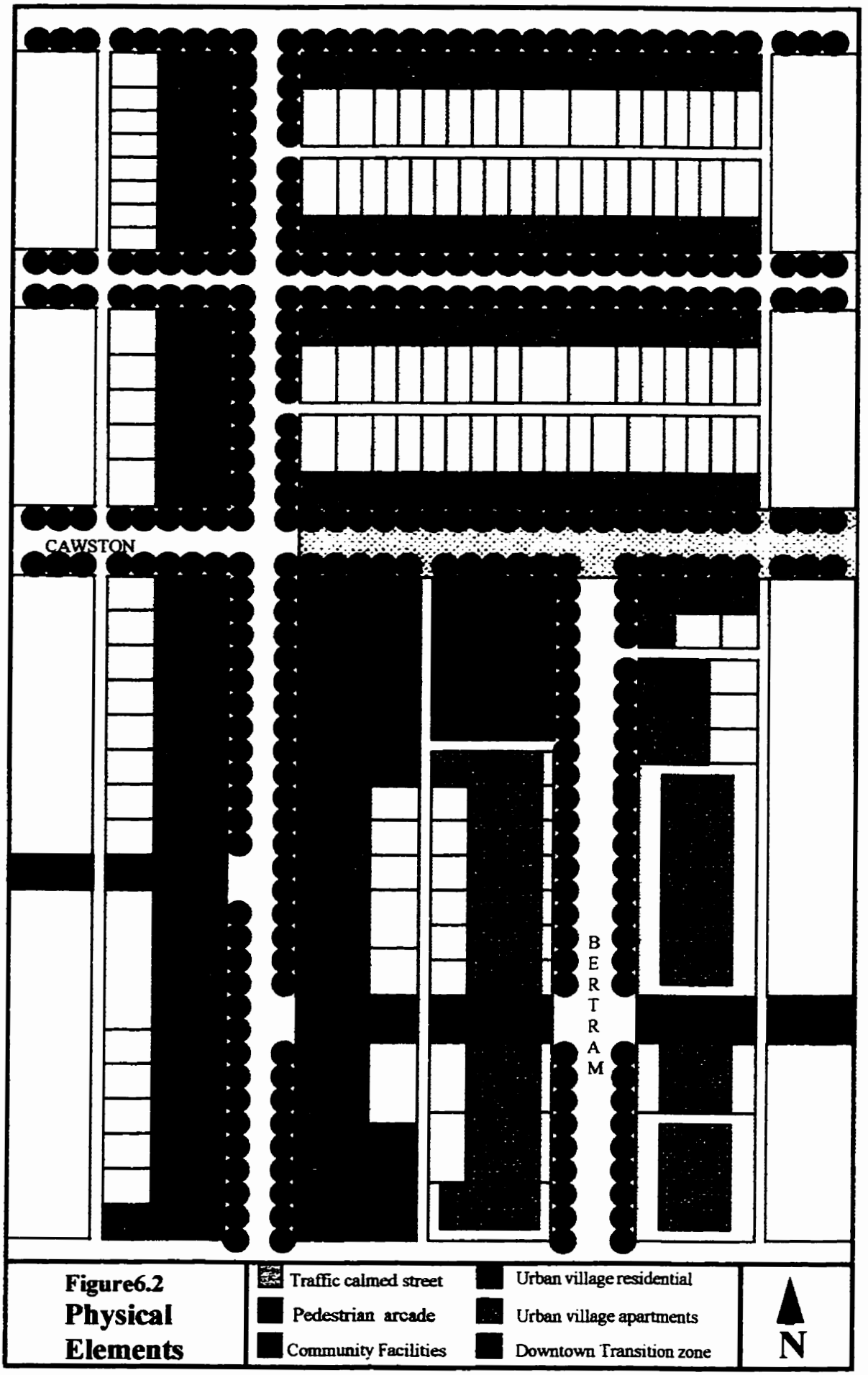


Figure6.2
Physical Elements

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Appendix #1: Traffic Counts

Traffic and Pedestrian/Cyclist Count

Location: Cawston Avenue and Bertram Street — Desription: T-intersection

	Mon.	Tues.	Wed	Thurs.	Sat.	Sun	Direction
Time:	7-8am	11-1pm	2-3pm	5-6pm	11-12;2-3;	11-12; 2-3; 7-8pm	Total
Date:	Aug. 25th	Aug. 20th	Aug. 21st	Aug. 22nd	Aug.17&23	Aug. 18th	
Vehicles							
Eastbound	11	107	60	63	67	42	**337**
Westbound	45	73	36	28	54	31	**267**
Northbound	6	22	11	11	16	10	**76**
Southbound	3	10	5	4	6	8	**36**
Period total=	65	212	112	106	143	91	
Vehs. per minute=	**1.1**	**1.8**	**1.9**	**1.8**	**1.2**	**0.8**	
			Total Vehicles=			**729**	
			Average Per Minute=			**1.4**	
Pedestrians/Cyclists							
Eastbound	3	13	6	14	8	12	**56**
Westbound	7	18	2	7	10	5	**49**
Northbound	2	9	7	6	15	6	**45**
Southbound	6	9	2	2	4	4	**21**
Period total	18	49	17	29	37	27	
Peds Per Minute=	**0.3**	**0.4**	**0.3**	**0.5**	**0.3**	**0.2**	
			Total Pedestrians/Cyclists=			**177**	
			Average Per Minute=			**0.3**	

Traffic and Pedestrian/Cyclist Count

Location: St. Paul Street and Coronation Avenue — Desription: Four way intersection

	Tues.	Wed.	Thurs.	Sat.	Sun.	Direction
Time:	11-1pm	3-4pm	6-7pm	2-3pm	3-4pm	Total
Date:	Aug. 26th	Aug. 21st	Aug. 22nd	Aug. 23rd	Aug. 18th	
Vehicles						
Eastbound	13	28	5	0	6	**52**
Westbound	32	19	11	17	9	**88**
Northbound	72	53	13	15	11	**164**
Southbound	71	46	13	9	18	**157**
Period total=	188	146	42	41	44	
Vehs. per minute=	**1.6**	**2.4**	**0.7**	**0.7**	**0.7**	
		Total Vehicles=			**461**	
		Average Per Minute=			**1.3**	
Pedestrians/Cyclists						
Eastbound	5	13	1	0	0	**19**
Westbound	11	4	1	9	10	**35**
Northbound	13	7	4	10	8	**42**
Southbound	10	4	1	4	10	**29**
Period total=	39	28	7	23	28	
Peds. per minute=	**0.3**	**0.5**	**0.1**	**0.4**	**0.5**	
		Total Pedestrians/Cyclists=			**125**	
		Average Per Minute=			**0.8**	

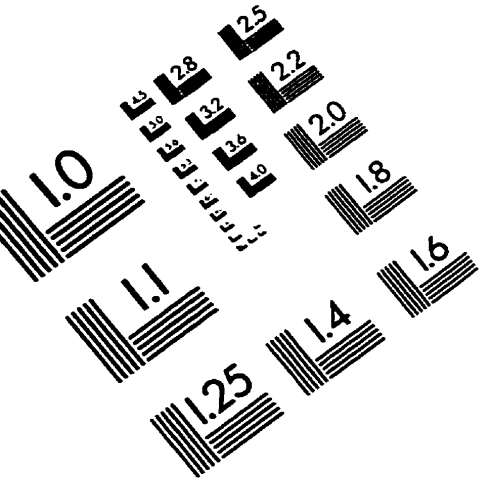
Appendix #2: Land Ownership (October 1996)

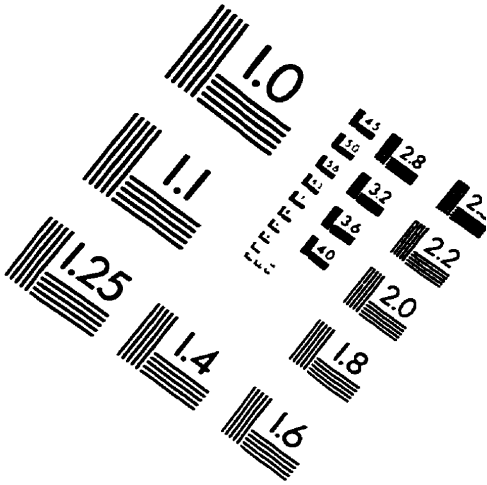
Name of Owner	Property Description	Owner Occupied
Robert Cousins, 560 Cawston	Lot 40 Plan 1303	yes
Lloyd Keller, 568 Cawston	Lot 39 Plan 1303	yes
Lloyd Keller, 568 Cawston	Lot 38 Plan 1303	yes
Rick Kussat, Port Coquitlam	Lot 37 Plan 1303	no
Christian Bond, 565 Coronation	Lot 36 Plan 1303	yes
Georgina Brown, 559 Coronation	Lot 35 Plan 1303	yes
David Hamilton, Kelowna	Lot 34 Plan 1303	no
Mr. & Mrs. James, Kelowna	Lot 33 Plan 1303	no
Nellie McCartney, 562 Coronation	Lot 32 Plan 1303	yes
Rainer Schilling, Winfield	Lot 32b Plan 1303	no
Brian Tostenson, Kelowna	Lot 31 Plan 1303	no
Brian Tostenson, Kelowna	Lot 32 Plan 1303	no
Dennis Schleppe, 573 Clement	Lot 29 Plan 1303	yes
James Kelly, Kelowna	Lot 28 Plan 1303	no
Peggy Salaberry, 557 Clement	Lot 27 Plan 1303	yes
M. Balantine,	Lot 26 Plan 1303	no
Ina Tomicic, 1295 St. Paul	Lot 25 Plan 1303	yes
G. Grapentin, 535 Clement	Lot 24 Plan 1303	yes
Stutter's Construction, 1216 St. Paul	Lot A Pl 46222	yes
Julia O'Connell, 1226 St. Paul	Lot 22 Plan 1303	yes
Kelowna Machine Works, 1247 Ellis	Lot 21 Plan 1303	yes
Monashee Manufacturing Corp., 1247 Ellis	Lot 20, Plan 1303	yes
Monashee Manufacturing Corp., 1247 Ellis	Lot 19, Plan 1303	yes
City of Kelowna	Lot 18 Plan 1303	yes
James Laing, Kelowna	Lot 17 Plan 1303	no
Jorjan Developments, Kelowna	Lot 16 Plan 1303	no
Angiolini Cusanelli, Calgary	Lot 15 plan 1303	no
Giuseppe Ianfrancesco, Kelowna	Lot 14 Plan 1303	no
IWA Holding Society, 540 Cawston	Lot 13, Plan 1303	yes
D. Bolduc, 1302 St. Paul	Lot 11 PLan 645	yes
G. Gibson, Kelowna	Lot 2 Plan 645	no
500971 BC Ltd., Kelowna	Lot 13 Plan 645	no
500971 BC Ltd., Kelowna	Lot 14 Plan 645	no
E. Weisbeck, 1324 St. Paul	Lot 15 Plan 645	yes
B. Doeksen, 1330 St. Paul	Lot 16 Plan 645	yes
A-1 Embroidery Ltd, 1334 St. Paul	Lot 17 Plan 645	yes
R. Weber, Kelowna	Lot 18 Plan 645	no
Canadian Newspaper Co, 550 Doyle	Lot 2 Plan 42008	no
AJL Holdings Ltd., Kelowna	Lot 11 Plan 432	no
Pacific Research Mgnt, Vancouver	Lot 12 Plan 432	no
Pacific Research Mgnt, Vancouver	Lot 13 Plan 432	no
Lou Guidi Construction Ltd, Kelowna	Lot 14 Plan 432	no
Lou Guidi Construction Ltd, Kelowna	Lot 15 Plan 432	no
Luigi Cicchelli, Kelowna	Lot 16 Plan	no
Canadian Newspaper Co., 550 Doyle	Lot 1 Plan 45917	yes
Canadian Newspaper Co., 550 Doyle	Lot 2 Plan 45917	yes
B. Cox, Surrey	Lot 25 Plan 645	no
Belvedere Development Corp, Kelowna	Lot 26 Plan 645	no

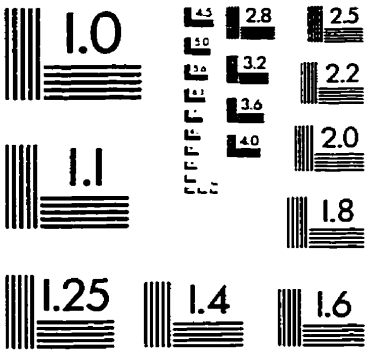
Belvedere Development Corp, Kelowna	Lot 27 Plan 645	no
Belvedere Development Corp, Kelowna	Lot 28 Plan 645	no
Belvedere Development Corp, Kelowna	Lot 29 Plan 645	no
Belvedere Development Corp, Kelowna	Lot 30 Plan 645	no
Belvedere Development Corp, Kelowna	Lot 31 Plan 645	no
John Cummings, 571 Cawston	Lot 18 PLan 2085	yes
Unitarian Fellowship, 1310 Bertram	Lot 19 Plan 2085	yes
Unitarian Fellowship, 1310 Bertram	Lot 20 Plan 2085	yes
G. Repp, 1309 Bertram	Lot 21 Plan 2085	yes
J. Janz, Kelowna	Lot 22 Plan 2085	no
G. Repp, Kelowna	Lot 23 plan 2085	no
Belvedere Development Corp, Kelowna	Lot 23 Plan 2085	no
Belvedere Development Corp, Kelowna	Lot 24 Plan 2085	no
Victor Schatz, Kelowna	Lot 15 Plan 2085	no
Victor Scahtz, Kelowna	Lot 16 Plan 2085	no
Victor SChatz, Kelowna	Lot 17 Plan 2985	no
N. Kummer, Kelowna	Lot D Plan 2085	no
N. Kummer, Kelowna	Lot 1 Plan 2085	no
N. Kummer, Kelowna	Lot 2 Plan 2085	no
John Krasniuk, 1342 Bertram	Lot 3 Plan 2085	no
N. Kummer, Kelowna	Lot 4 Plan 2085	no
N. Kummer, Kelowna	Lot 5 Plan 2085	no
N. Kummer, Kelowna	Lot 6 Plan 2085	no
N. Kummer, Kelowna	Lot 7 Plan 2085	no
N. Kummer, Kelowna	Lot 8 Plan 2085	no
Society f. Retarded Children, 1380 Bertram	Lot 35 Plan 2271	yes
Society f. Retarded Children, 1380 Bertram	Lot 36 Plan 2271	yes
School District#23, Kelowna	Lot A Pl21706	yes
J. Bauer, 1369 Bertram	Lot 13 Plan 2271	yes
E. Schmidt, Oyama	Lot 14 Plan 2271	no
L. Atwood, 650 Cawston	Lot 17 plan 1037	yes
G. Abbott, Kelowna	Lot 18 Plan 1037	no
G. Abbott, Kelowna	Lot 19:1/2E Plan 1037	no
C. Bechade, 1036 Coronation	Lot 19 Plan 1037	yes
C. Bechade, 1036 Coronation	Lot 20 Plan 1037	yes
A. Rivers, 612 Cawston	Lot 21 Plan 1037	yes
S. Ferguson, Kelowna	Lot 22 plan 1037	no
E. Fjetland, Kelowna	Lot 23 Plan 1037	no
P. Witherly, Kelowna	Lot 25 Plan 1037	no
P. Wambacher, Kelowna	Lot 26 Plan 1037	no
L. Vidotto, Kelowna	Lot 26 Plan 1037	no
Pace Furniture Mfg Corp, Richmond	Lot 27 Plan 1037	no
Pace Furniture Mfg Corp, Richmond	Lot 28 Plan 1037	no
Pace Furniture Mfg Corp, Richmond	Lot 29 Plan 1037	no
C. Williams, Vancouver	Lot 30 plan 1037	no
V. Truong, Kelowna	Lot 31 Plan 1037	no
G. Kabis, Kelowna	Lot 32 Plan 1037	no
S. Pasztor, 587 Coronation	Lot 33 Plan 1037	yes
K. Henderson, 619 Coronation	Lot 37 Plan 1037	yes
S. Keller, 627 Coronation	Lot 38 Plan 1037	yes
M. Roberts, 643 Coronation	Lot 40 Plan 1037	yes
D. Staples & M. Rosenberg, Kelowna	Lot 41 Plan 1037	no
G. Limb, 659 Coronation	Lot 42 Plan 1037	yes
P. Brown, 658 Coronation	Lot 43 Plan 1037	yes

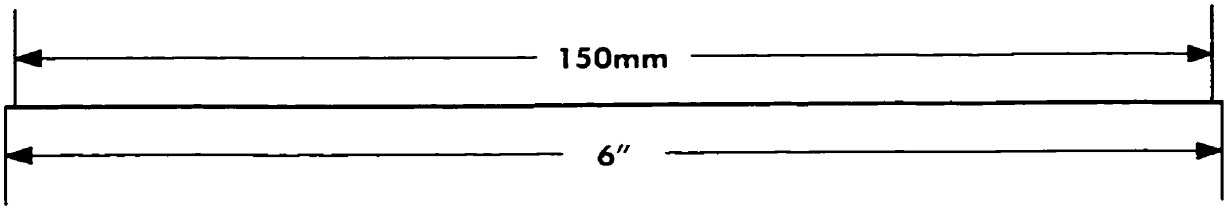
B. Schleppe, Kelowna	Lot 44 plan 1037		no
H. Miller, 640 Coronation	Lot 45 Plan 1037		yes
L. Atwood, Kelowna	Lot 46 Plan 1037		no
C. Verwey, Kelowna	Lot 47 Plan 1037		no
W. Matichuk, Kelowna	Lot 48 Plan 1037		no
J. Mackay, 608 Coronation	Lot 49 Plan 1037		yes
G. Funk, Langley	Lot 50 plan 1037		no
M.Martin, 590 Coronation	Lot 51 Plan 1037		yes
R. Wienberg, Kelowna	Lot 52 Plan 1037		no
G. Kabis, Kelowna	Lot 53 Plan 1037		no
J. Vander Veen, 578 Coronation	Lot 54 Plan 1037		yes
F. Pienko, 574 Coronation	Lot 55 Plan 1037		yes
J. Stolitz, 577 Clement	Lot 56 Plan 1037		yes
L. Bazzana, 581 Clement	Lot 57 Plan 1037		yes
L. Bazzana, 581 Clement	Lot 58 Plan 1037		yes
M Spoletini, Kelowna	Lot 59 Plan 1037		no
R. Couch, 615 Clement	Lot 63 Plan 1037		yes
J. Oegena, 623 Clement	Lot 64 Plan 1037		yes
M. Brown, Kelowna	Lot 65 Plan 1037		no
G. Campbell, Kelowna	Lot 66 Plan 1037		no
G. Bugera & S. Cooney, 647 Clement	Lot 67 Plan 1037		yes
H. Chrzanowski, 657 Clement	Lot 68 Plan 1037		yes
M. Gantner, Kelowna	Lot 1 Plan 11327		no
W. Fraser, 603 Clement	Lot 2 Plan 11327		yes
D. Ferrier, Vancouver	Lot 1 Plan 8475		no
N. Thonpson, Kelowna	Lot 2 Plan 8475		no
Condominium, 1385 Bertram	Lot 1-27 Plan k811		yes
Columbian Centennial Housing Society	Lot A Pl32681:#1-42		yes
Total properties including strata units= 200			
Source: BC Assessment, October, 1996			

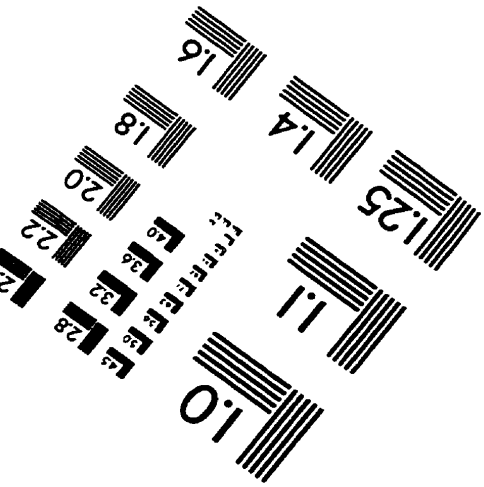
IMAGE EVALUATION
TEST TARGET (QA-3)

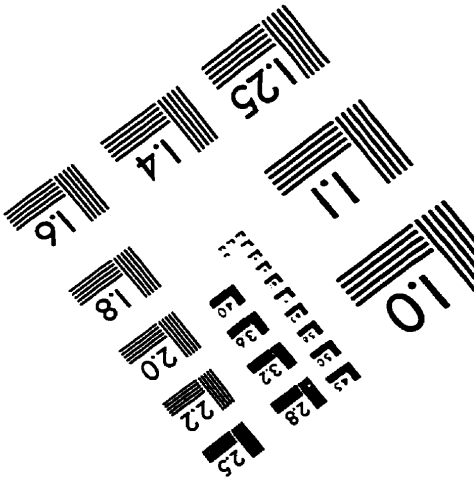












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