

Downtown Study for the City of Campbell River
Downs/Archambault & Partners
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Downtown Campbell River

1. EXECUTIVE SUMMARY

This study was jointly commissioned by the City of Campbell River and the owners of the Tyee Plaza shopping centre.

Workshops with the City Planning and Engineering departments and meetings with the Tyee Plaza owners took place during the study's initial data gathering stage. Walking tours through the downtown core, photographic analysis and the review of City documents created an inventory of the study area's physical condition.

The objective of the study was to review the development opportunities and constraints that exist in the downtown core and develop a set of recommendations that encourage mixed-use development in the downtown, and in particular introduce residential uses.

The study has examined vehicular and pedestrian circulation systems, current parking conditions and explored suitable housing types and densities for the downtown and waterfront sites. Enhancing the strengths of the downtown core as it exists and identifying new ideas will create opportunities for change.

The following are recommendations that were developed in integrating commercial, residential, cultural and open space uses in such a way as to ensure a vibrant, friendly and safe downtown area. These recommendations are:

- Provide better pedestrian access to the waterfront from downtown and new waterfront residential sites
- Develop and expand the waterfront walkway experience
- Minimize the impact of Discovery Crescent (Island Highway) traffic on the pedestrian through a series of design improvements
- Expand community bus service into the Tyee Plaza and to future residential neighbourhoods
- Integrate Tyee Plaza with the existing road system and make intersections more pedestrian friendly
- Develop a parking strategy for the downtown that allows for development to occur in parts of the Tyee Plaza parking lot
- Reinforce the established commercial shopping and business streets
- Create a series of new pedestrian shopping loops
- Design a 'Village Commons' as the heart of the downtown
- Establish new downtown residential neighbourhoods that incorporate identified multi-family housing prototypes
- Develop a unique downtown character through enhanced street furniture design

2. INTRODUCTION

2.1. Background

This study was commissioned by the City of Campbell River and the owners of the Tye Plaza shopping centre. Both parties share a common view that the downtown area has considerable development potential, some of which should be multi-family residential, to create a vibrant and diverse downtown. This study is intended to reveal opportunities for new development in the downtown core.

As noted in section 3.3.1 of the recently amended OCP, “It is the desire of Campbell River to maintain and promote the downtown area as the primary commercial area for the City serving local, community and regional functions, as well as serving as the business, civic and cultural centre for the City and surrounding area. The downtown area should therefore include a mix of commercial, residential, civic and cultural uses. It should remain as the primary area for retail shopping, professional office, financial services, accommodation, restaurants and entertainment services. Revitalization initiatives should consist of a mix of public and private sector investment. New residential developments are encouraged, including mixed-use developments with retail, office, and multiple-family residential occupancies”.

2.2. Study Team

The study design team is a collaboration of three Vancouver based design firms: Downs Archambault and Partners Architects and Planners are acting as lead design consultants on the study; Phillips Farevaag Smalberg, a planning and landscape architecture firm who have been involved in two previous studies for the City of Campbell River, have provided urban design and landscape input; and CS Design, a planning and graphics consulting company, have been involved in the team ‘envisioning’ for the downtown core.

The individual team members have collaborated on numerous projects over the years and bring their own unique perspectives to this study.

2.3. Previous Guidelines

The City of Campbell River has commissioned numerous studies in the past that have explored such issues as planning and traffic, and have provided past insight into the evolution of the downtown over the years. These documents include:

- October 4th, 2005 Official Community Plan (OCP)
- Draft report to District of Campbell River on Master transportation Plan for Area Roads by Ward Consulting Group (May, 2004)
- Campbell River Downtown Area Design Guidelines – (December 1997) by the City of Campbell River and Phillips Farevaag Smallemberg
- Campbell River Downtown Area Plan Exploration of Alternatives-Chris Phillips and Associates – (September 1996)
- Downtown Traffic and Parking Study by Ward Consulting group (1995)
- District of Campbell Rive Downtown Revitalization (1982)

It is felt that the above reports remain valid in their shared vision to create a lively, pedestrian oriented mixed-use downtown. This study focuses on strategies to incorporate a range of residential uses into the downtown core, guided by the current 2005 Official Community Plan and the most current Downtown Area Design Guidelines.

2.4. Study Scope

This study addresses the entire downtown area of Campbell River as outlined in the current OCP. It generally encompasses the area from Dogwood Street in the west to the waterfront in the east, and from just south of the existing Discovery Harbour Shopping Centre to the north, and south towards the government pier.

In addition to the overall downtown study boundaries, a more focused study of the area immediately around the Tye Plaza shopping centre has been included. This is intended to serve as an example of the type of residential development that is envisioned as being appropriate for larger sites in the downtown.

2.5. Study Objectives

The focus of the study is to establish a set of recommendations and guidelines that encourage redevelopment in this area of the downtown, and re-affirm its role as the core area of the City of Campbell River integrating commercial, residential, civic and cultural uses in such a way as to ensure a vibrant, friendly and safe downtown area.

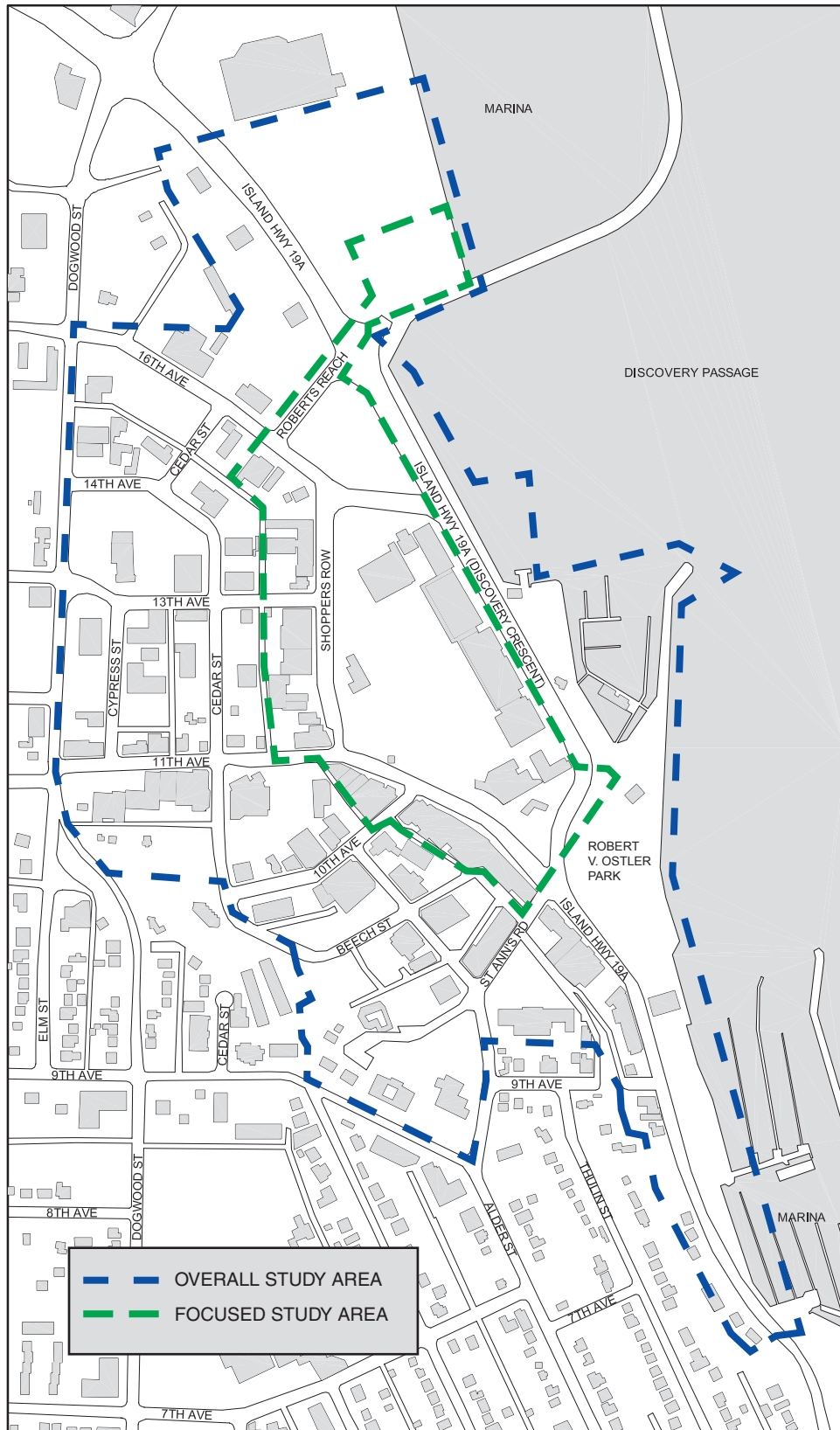
The study provides:

- Plans for vehicle and pedestrian circulation
- Recommendations for parking requirements and considerations, both on and off site
- Ideas on how to promote residential development and appropriate building heights and densities
- Propose an integrated theme for street furniture and street design
- Review how to better utilize the Tyee Plaza parking lot and otherwise remove existing crown restrictions

2.6. Design and Planning Principles

There are several Design and Planning Principles that have been used to respond to the various opportunities and constraints that exist in the downtown. These principles are intended to guide future development in the downtown core. They include:

1. Integrate the Tyee Plaza / waterfront sites with the established road and pedestrian network
2. Break down the parking barrier that exists in the Tyee Plaza
3. Identify transit options thru the Tyee Plaza / waterfront sites
4. Reinforce and establish pedestrian connections to the waterfront from the downtown
5. Strengthen existing retail commercial streets and 'shopping loops'
6. Create a 'Village Commons' as the heart of the community
7. Strengthen opportunities for cultural development and expansion downtown
8. Develop new residential neighbourhoods in the downtown core
9. Consider Architectural Landmarks



STUDY AREA DIAGRAM

3. REVIEW OF EXISTING SITE CONDITIONS

3.1. Existing Downtown Land Use

Currently there are two loosely identified precincts that are somewhat evident in downtown Campbell River.

The first precinct extends from City Hall north towards Shopper's Row and forms the cultural precinct of the City. It is here that the Library, Tidemark Theatre, Art Gallery and the Campbell River Community Centre are located.

The second precinct that is evident is the Shopper's Row / Tye Plaza area. Located in this commercial area are a mix of retail stores, restaurants, banks, offices and various other service related businesses that line the west side of Shopper's Row and carry south down the Island Highway towards the Government wharf. The Tye Plaza Shopping Centre, located to the east of the Shopper's Row across a large surface parking lot, provides a grocery store and a variety of retail stores and services. These businesses are typically located in one to three-storey buildings.

Elsewhere in the downtown core there is a dispersed low-density mix of low-rise commercial office buildings, one and two-storey retail shops, small strip commercial developments as well as car dealerships, all surrounded by surface parking lots. These underutilized sites are lacking in character and density and are most suitable for new development.

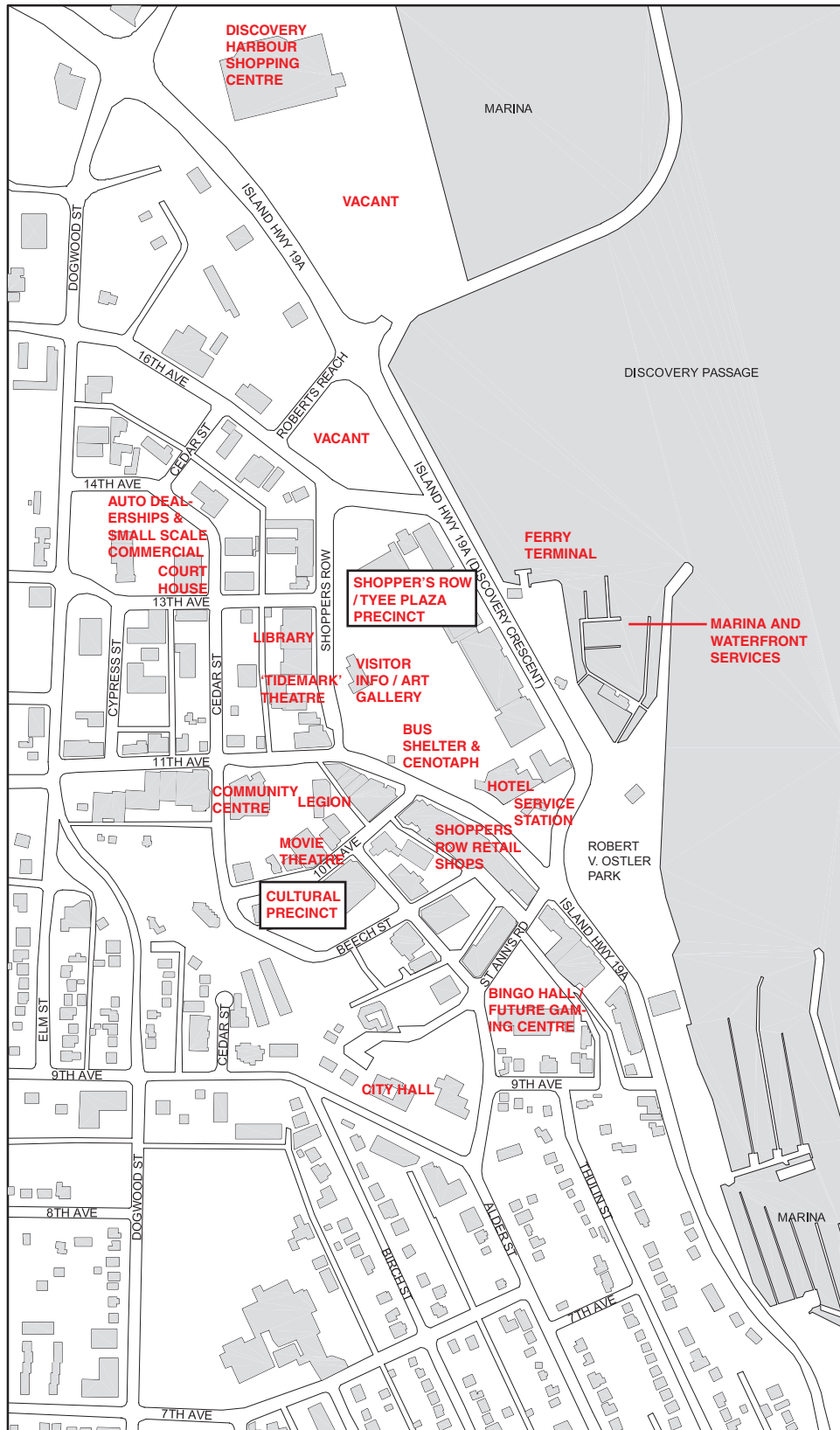
Overall, there exists a patchwork of vacant buildings mixed in with some seemingly successful businesses. Unfortunately, with the exception of the Shopper's Row area, there does not appear to be a clear hierarchy of shopping or business streets. These existing businesses need to be concentrated closer to each other so that they create a more continuous vibrant pedestrian experience.



Cultural precinct - Tidemark Theatre



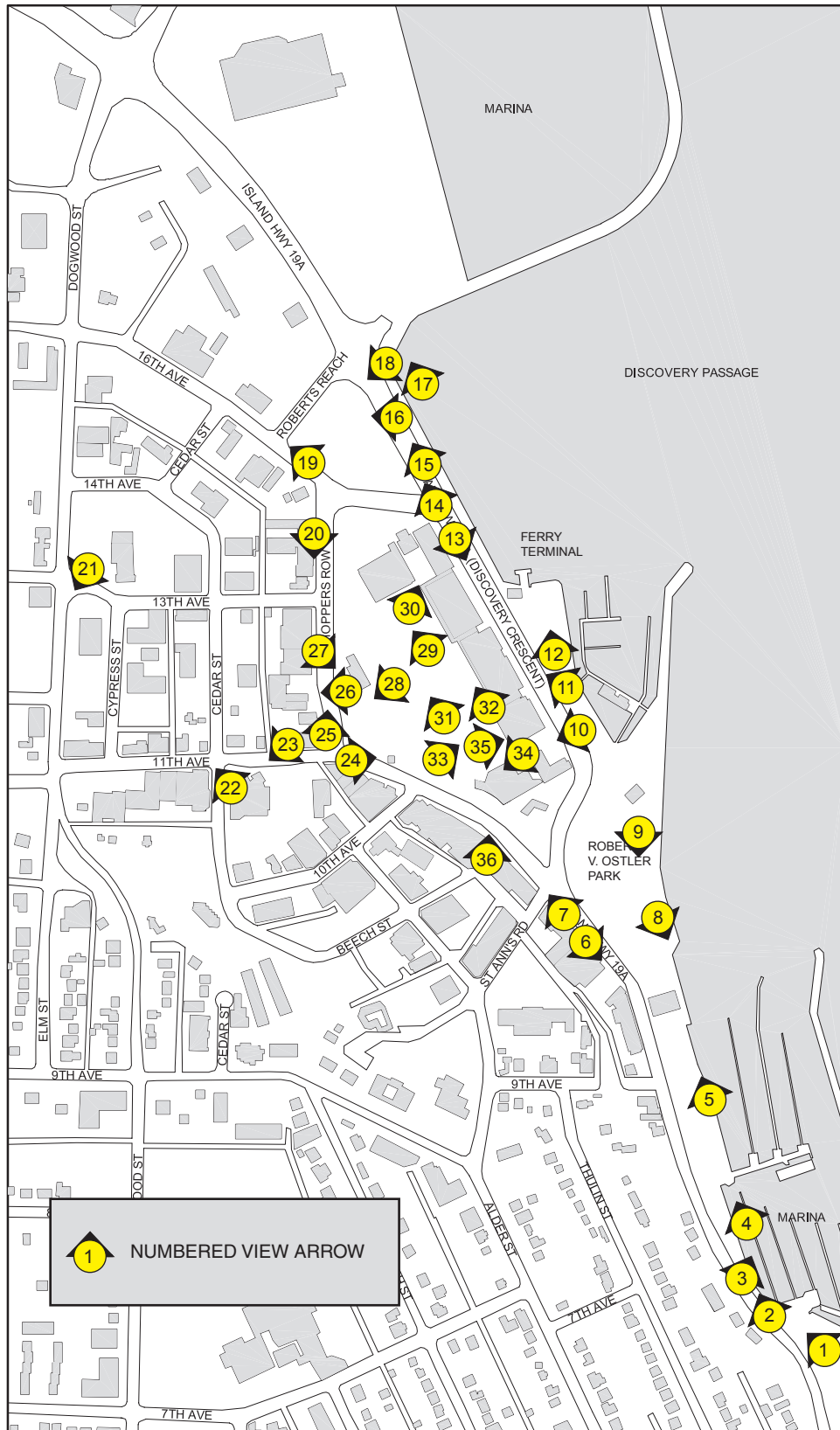
Shopper's Row shopping district



EXISTING DOWNTOWN LAND USE DIAGRAM



Robert V. Ostler Park



CONTEXT PHOTO KEY PLAN



1. Government Wharf



2. Government Wharf



3. Government Wharf Marina



4. Waterfront pedestrian bridge



5. Waterfront walkway



6. Shopper's Row



7. Shopper's Row and Island Hwy



8. Waterfront walkway



9. Robert V. Ostler Park



10. Tye Plaza covered walkway



11. Tye Plaza



12. Ferry terminal



13. Island Hwy South



14. Island Hwy North



15. Island Hwy sidewalk



16. 1357 Island Hwy



17. Tidal beach



18. 1357 Island Hwy



19. 16th Ave & Robert's Reach



20. Shopper's Row



21. Dogwood & 13th Ave



22. Law Courts building



23. Community Centre



24. Bus shelter



25. Shopper's Row



26. Tidemark Theatre



27. Art Gallery & Tourism Building



28. Art Gallery & Tourism Building



29. Super Valu



30. Tyee Plaza north end



31. Tyee Plaza



32. Tyee Plaza



33. Tyee Plaza covered walkway



34. Discovery Hotel



35. Tyee Plaza arcade



36. Discovery Hotel

3.2. Existing Automobile and Pedestrian Circulation

The downtown is primarily a modified street grid with a series of local roads as well as arterial/collector roads that serve the downtown. Shopper's Row carries through the heart of the downtown core and connects to all commercial shopping streets there. Shopper's Row is the most pedestrian friendly road with wide sidewalks which lead to secondary commercial streets of 10th, 11th, and 13th Avenues. Some of these commercial streets have in recent years had their sidewalks upgraded with pavers, benches and street trees added to generally provide a welcoming pedestrian experience.



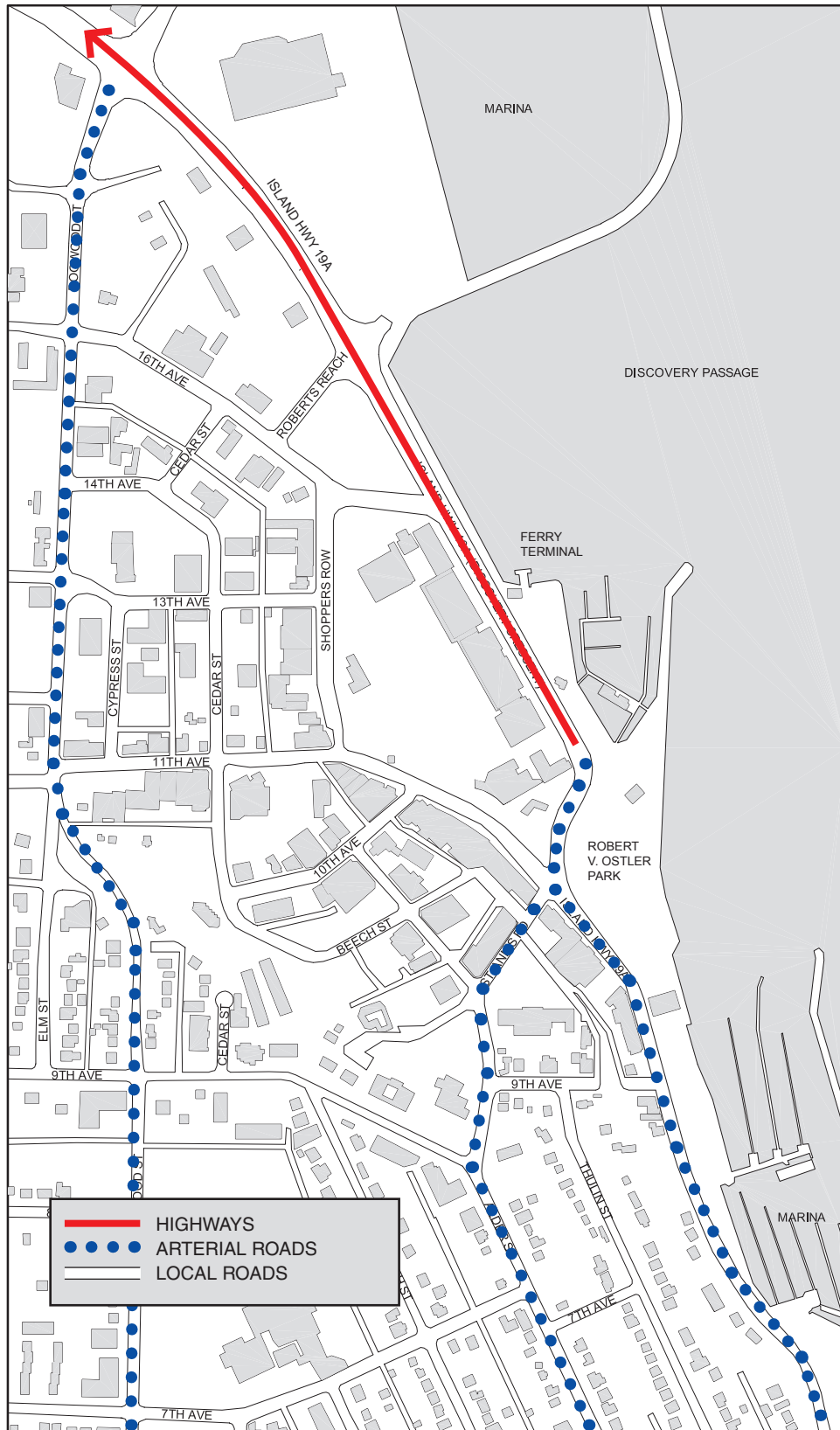
Shopper's Row shopping district

Dogwood Street is a major arterial that carries traffic north and south on the far west side of downtown and carries traffic into the downtown primarily via 11th Avenue. It also carries traffic towards the Discovery Harbour Shopping Centre north of the downtown core. There is relatively large scale 'destination commercial' development along the west side of the street that is accessed by automobile. The pedestrian realm here is dominated by automobile traffic. It is anticipated by the City that the east side of Dogwood Street will be developed in a similar manner.

Discovery Crescent (Island Highway) is located east of Tye Plaza and serves as a major connector to the ferry terminal bypassing Tye Plaza and Shopper's Row and leading to the new Inland Island Highway. This vast four lane highway also acts as a physical and psychological barrier to the waterfront for pedestrians in the downtown core. This stretch of road from the ferry terminal north is controlled and maintained by the Provincial Government.



Discovery Crescent (Island Hwy)



EXISTING AUTOMOBILE AND PEDESTRIAN CIRCULATION DIAGRAM



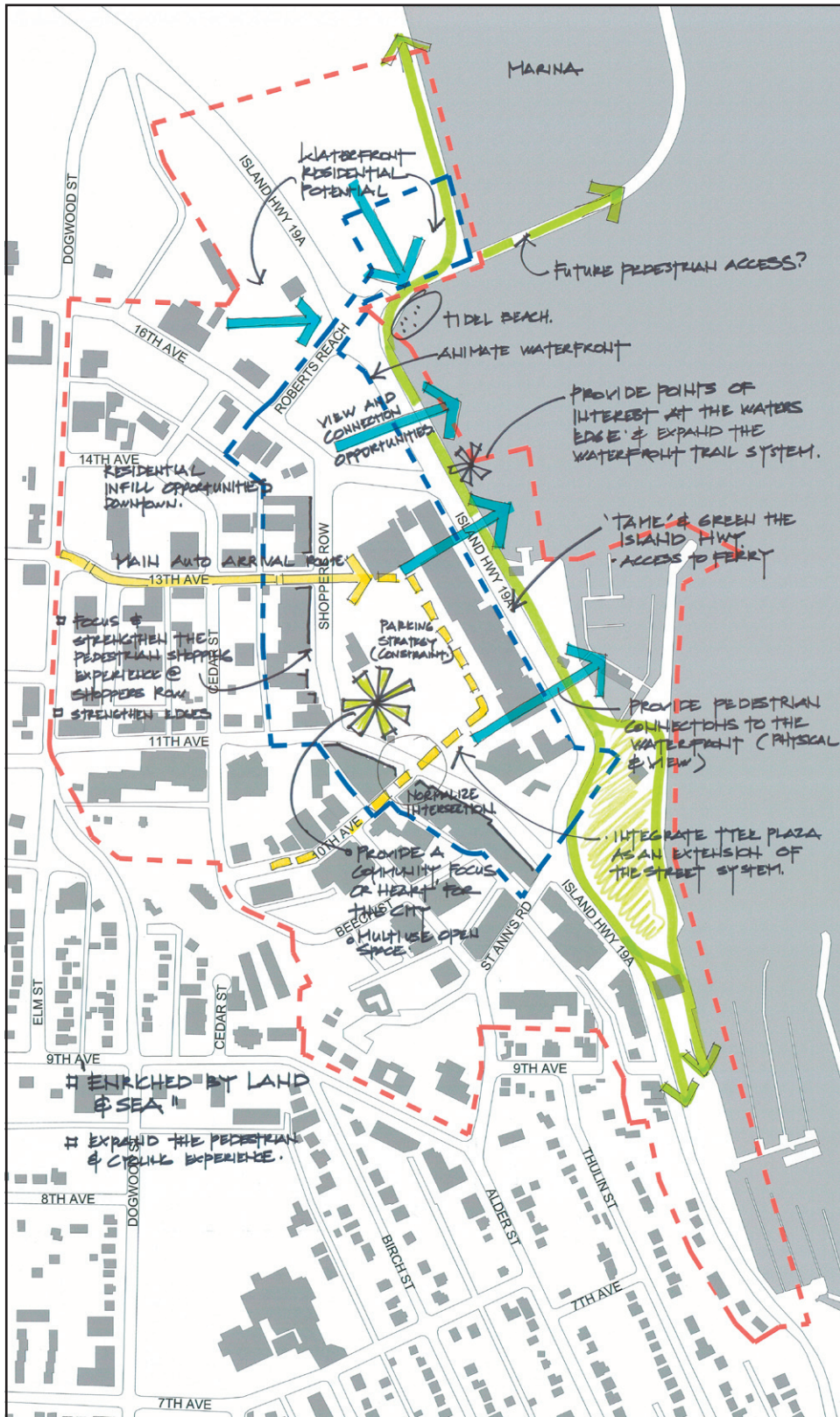
Discovery Crescent (Island Hwy)



Dogwood Street

4. DOWNTOWN OPEN SPACE OPPORTUNITIES AND RECOMMENDATIONS

4.1. Opportunities and Constraints



OPPORTUNITIES AND CONSTRAINTS DIAGRAM

4.2. Integration of Tyee Plaza with the existing road system

Currently the large parking lot at Tyee Plaza acts as a physical barrier to pedestrians moving from Shopper's Row to the shops and offices located in Tyee Plaza. Attempts in the past have been made by the owners of the shopping centre to provide more pleasant opportunities for pedestrians to traverse the vast parking lot. Most recently, a narrow tree-lined pathway has been added that runs through the south end of the parking lot. This links the intersection at 10th Avenue with Tyee Plaza; however a stronger connection strategy must be developed for both automobiles as well as pedestrians.



Tyee Plaza

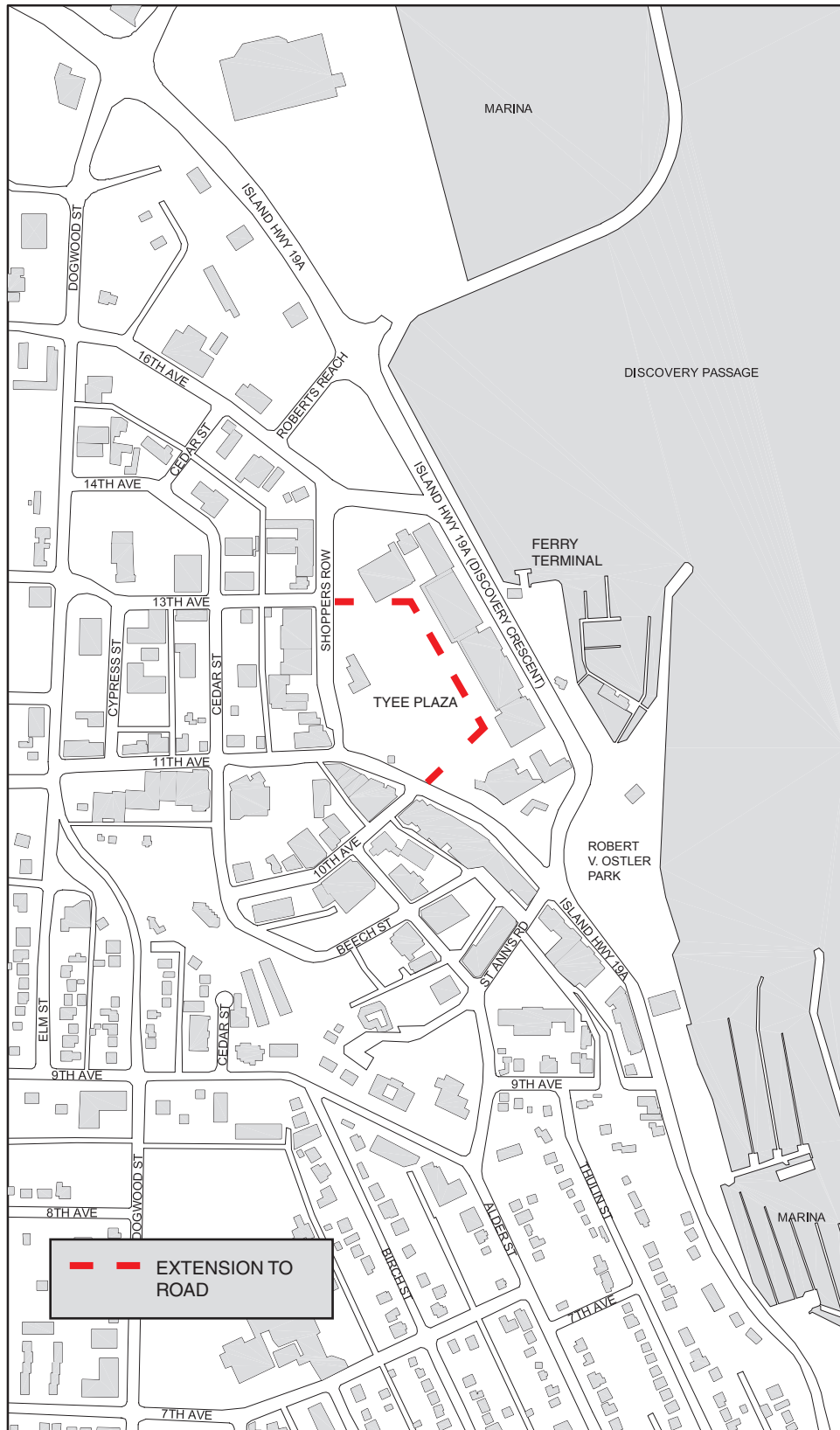
We propose that 10th and 13th Avenues be extended more as 'streets' into the Tyee Plaza parking lot. This extension of the street grid would loop along the north side of the Discovery Hotel, past the west-facing Tyee Plaza shops and in front of the existing SuperValu grocery store on the north end of the parking lot. In addition, these intersections should be standardized and incorporate four way stop signs. This new 'street' should also provide the following:

- Expanded street-side angled parking in front of the storefronts
- Trees planted in rows on each side of the road including the parking lot edges
- An extension of the sidewalk system adjacent to the road
- Traffic 'bulges' at intersections and crosswalks to minimize the length of pedestrian crosswalks
- Opportunities for special street paving, planters and street furniture
- Opportunities for new pedestrian open spaces that include bus shelters, shopping kiosks and outdoor seating areas

This street extension will help blur the boundaries between Tyee Plaza and the rest of downtown, create a more comprehensive and unified pedestrian realm, and provide opportunities for some building improvements or redevelopment at its edges.



Shopping kiosk opportunity



PROPOSED ROAD EXTENSION DIAGRAM

4.3. Parking Strategy

Downtown Parking:

Ward Consulting Group provided a detailed study to the District in 1995. It provided an analysis of both on and off-street public parking and recommended a parking management plan be implemented. At that time it was determined that there was an adequate amount of parking for the existing businesses but that as the number of businesses increased parking would once again need to be reviewed.

Currently the city purchases land and constructs the required parking to satisfy the demand and then is reimbursed through taxation levied on all properties within the DPSA (Downtown Parking Specified Area).

According to the Ward report, one strategy in dealing with parking in the downtown that still seems appropriate today is to implement shared responsibility between the municipality and the new developers. This option involves development projects providing their “fair share” of parking spaces either on-site or elsewhere in the downtown, and the municipality providing the remainder to account for any shortfall for cultural and recreational uses, etc.

It was concluded in the Ward study: “that the provision of additional parking in Campbell River’s downtown match the projected deficiency, and should continue to be primarily the responsibility of the municipality, with all redeveloping properties having to contribute their share towards the cost of such parking through levies.” It is our recommendation that all new residential developments continue to be responsible for providing their own on-site parking.

In addition to the Ward Consulting findings, there are a few parking strategies that should be considered:

- Expand upon the existing system of angle parking where possible. This type of parking contributes to the intimate small town character that exists in parts of the downtown core, and slows traffic that in turn enhances pedestrian safety.
- Store front parking along retail streets should continue to be “time limited” to discourage store and office employees from parking in these areas, and encourage them to park in designated areas behind the buildings.
- Create easily identifiable signage throughout the downtown to make locating these parking lots easier.



Tidemark Theatre

- Re-design or cluster existing parking lots to maximize the number and efficiency of parking spaces, as well as provide extensive areas of landscaping to make them generally more attractive for users and neighbouring residential and commercial buildings.
- Lighting should also be improved to enhance security in these areas.

Tyee Plaza Parking Strategy:

One proposal that will impact parking downtown is the suggested loss of approximately 100 parking stalls at the Tyee Plaza to accommodate a new community open space to be located where the bus loop now exists.

Currently at the Tyee Plaza there are approximately 525 parking stalls in the large lot bounded by Shopper’s Row to the west, the Tyee Plaza Shopping Centre to the east, SuperValu to the north and the Discovery Hotel to the south. The provincial government parking covenant restricts use of the site for public parking only, and is to be made available free of charge to patrons of the downtown core. The adjacent Discovery Hotel has one hundred of these stalls designated for their use, although they are not formally assigned to any particular stalls.

It has become apparent over the years that, while the parking lot is at times well used, it is not only used by the retail and commercial patrons/customers it is intended for, but also by individual retail staff and office workers who work in the downtown area. While a detailed parking analysis is not a part of this study, there has been a commitment to identifying a downtown public open space or ‘Village Commons’ as a community focus. The area best suited for this includes the existing underutilized bermed open space and bus shelter area, as well as the western most edge of the large parking lot. In addition to the proposed loss of parking stalls here, there will be additional stalls removed or reconfigured near the 13th Avenue and 10th Avenue sides of the lot so that a more street-like automobile access can be achieved. In total, there are approximately 100 parking stalls that would need to be removed from the existing Tyee Plaza site to accommodate this new and enhanced open space, and provide opportunities for some additional commercial development.

A strategy to deal with the loss of these parking stalls will need to be reviewed in more detail by a parking/traffic consultant and the City Planning department. One approach however is to designate additional parking areas behind the storefronts on 10th, 11th and 13th Avenues. These dedicated parking areas would need to be clearly demarcated, and provide alternatives to the existing Tyee site all within walking distance of the businesses along Shopper’s Row.



Need to strengthen pedestrian passages

In addition to developing these designated public parking lots, street-side parking on all streets in the downtown core, with either a parallel or angled configuration, should be expanded by the City. As well, it is recommended that the City consider, as redevelopment occurs in the downtown area, that developers of larger commercial projects be responsible for contributing to the downtown parking required to serve those businesses in the downtown.

All new residential developments should be responsible for providing resident parking within the confines of the individual development parcel. The city may also want to consider development incentives such as density bonusing or relaxation of DCC's (Development Cost Charges).

Future Commercial Development:

The following plans illustrate three examples of how future commercial retail development could be incorporated into the existing Tyee Plaza parking lot. These plans could each accommodate an additional 20,000 sq.ft. of commercial use while retaining 425 parking stalls. All of these schematic concepts would serve to strengthen the proposed pedestrian connection from the 'Village Commons' through the parking lot to the shopping centre. As well, any of these design concepts could be further refined and modified as demand for new retail development increases, making new development more feasible.



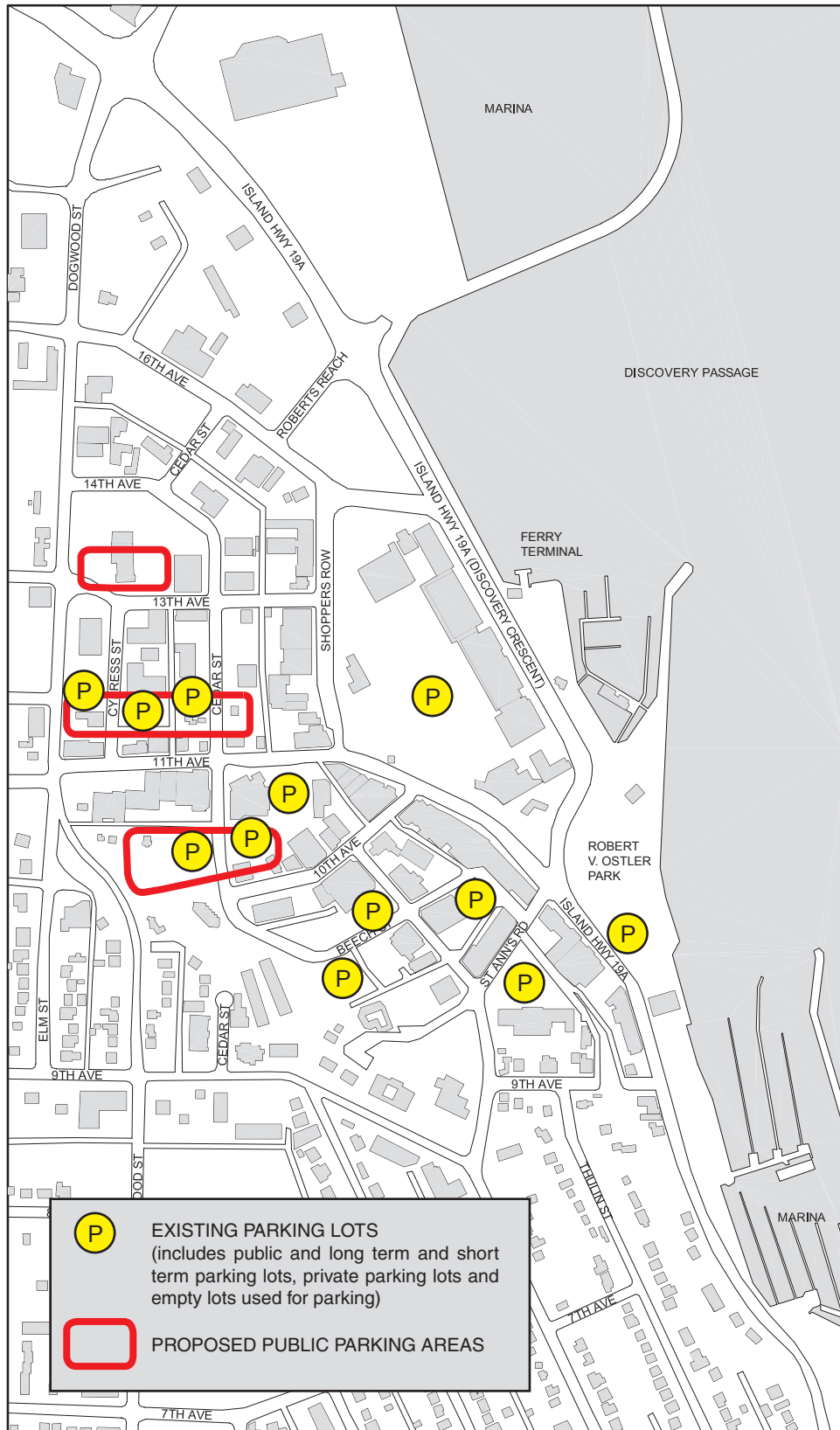
A. Central Commercial Spine



B. Commercial buildings at street edge



C. Two storey building at corner



PARKING DIAGRAM



Tyee Plaza parking lot



Typical angled parking

4.4. Bus Transit and Ferry Terminal

Currently there are two public transportation systems that connect to the downtown core: A bus system connects downtown with the surrounding residential neighbourhoods; and a BC ferry that travels to Quadra Island that is used by both commuters and tourists. Both these systems must be as integrated as seamlessly as possible into the fabric of downtown and with any new development that will occur.



Existing bus loop

Bus Transit:

Campbell River currently has a comprehensive public bus system that connects the outer residential neighbourhoods with the downtown core. Tyee Plaza is home to a bus interchange loop and shelter situated between 10th Ave. and 11th Ave. off Shopper's Row. The Veterans' Memorial Cenotaph is also located in this space and should be retained. This stop, while centrally located, should be re-configured to provide a welcoming open space that is not isolated by traffic movement. It should be designed to enhance the development of the 'Village Commons' theme as a pedestrian activity node.

In addition to the existing bus stop being re-designed, an additional stop and shelter should be considered at the northeast corner of the parking lot along the new extension of 13th Avenue; adjacent to a proposed small commercial plaza and the existing grocery store. This stop would provide easy access to future community bus transit from the proposed residential neighbourhood directly north, as well as for people arriving to the Tyee Plaza from the ferry terminal across Discovery Crescent (Island Highway). As well, changes to the bus schedule may need to be considered by the City and BC Transit that would better meet future increased demand in the downtown core.



Ferry terminal

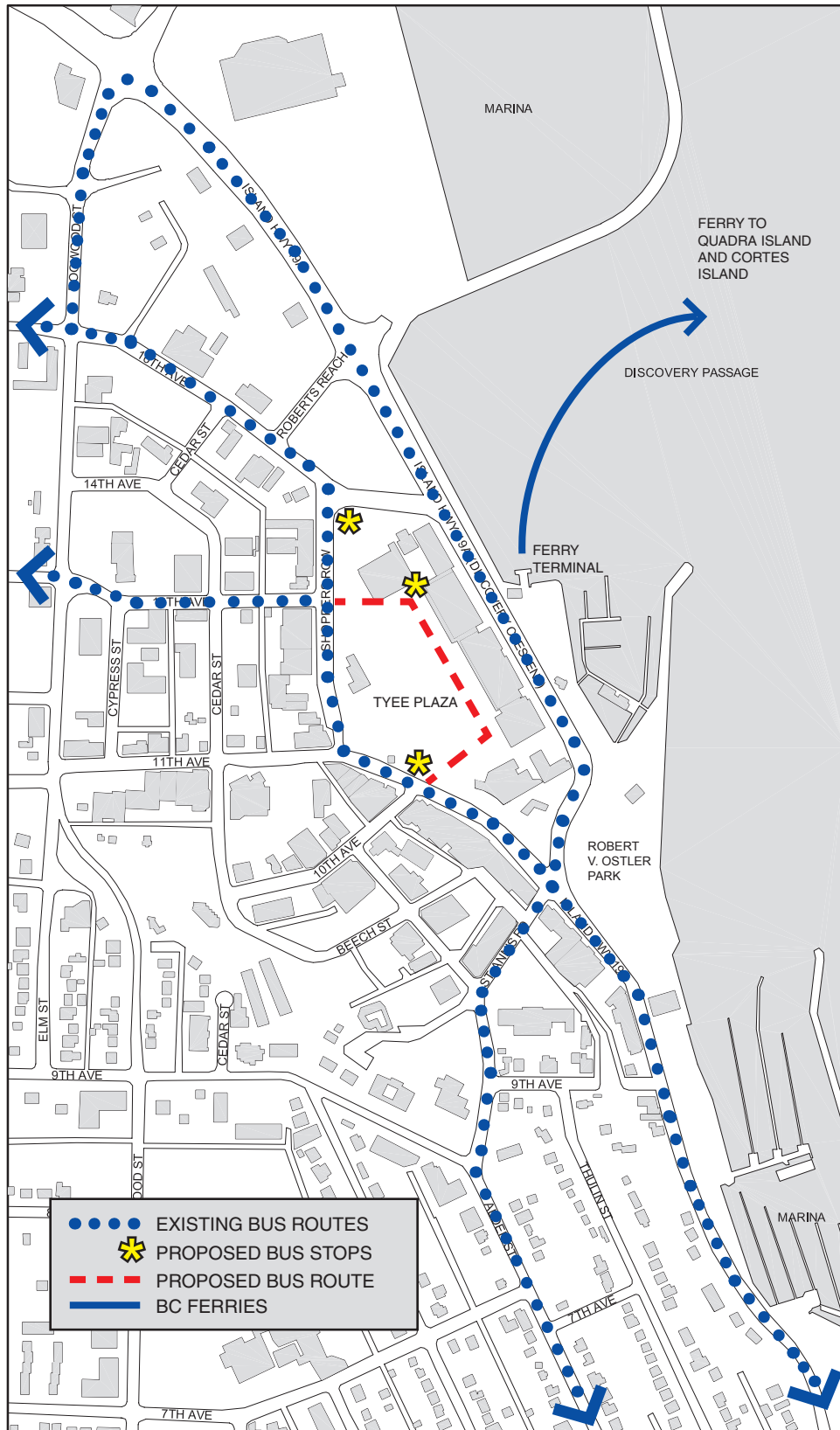
Ferry Terminal:

Currently the area around the ferry terminal is a vast open area with little interest for pedestrians and weak connections to the Tyee Plaza and the remainder of downtown.

The area adjacent to the ferry terminal along Discovery Crescent (Island Highway) is currently uninviting to pedestrians. There have been numerous ideas proposed in the past to better connect the ferry terminal to the downtown that included an enhanced waterfront walkway.

The following improvements should be considered for the area around the ferry terminal and Discovery Crescent to facilitate a better connection to the downtown:

- Expand the pedestrian walkway along the waterfront to provide areas for benches and possible viewing platforms
- Consider planting trees in a landscaped centre median as well as along roadside sidewalks. This will help visually decrease the width of the road.
- Consideration should be given to restricting traffic movement to one moving lane in each direction with some provision for a left turning lane moving South from Discovery Crescent to the ferry terminal. This would enable the remaining curb lanes to be used as parallel parking.
- Provide expanded amenities for people waiting for the ferry such as benches and garbage receptacles
- Consider moving the signaled crosswalk north to be closer to the proposed commercial plaza and residential development. This will provide a stronger pedestrian link to Tyee Plaza for ferry passengers, and help connect the waterfront and the ferry terminal more directly to the downtown area.



PUBLIC TRANSIT DIAGRAM

FERRY TO QUADRA ISLAND AND CORTES ISLAND

DISCOVERY PASSAGE

FERRY TERMINAL

TYEE PLAZA

ROBERT V. OSTLER PARK

MARINA



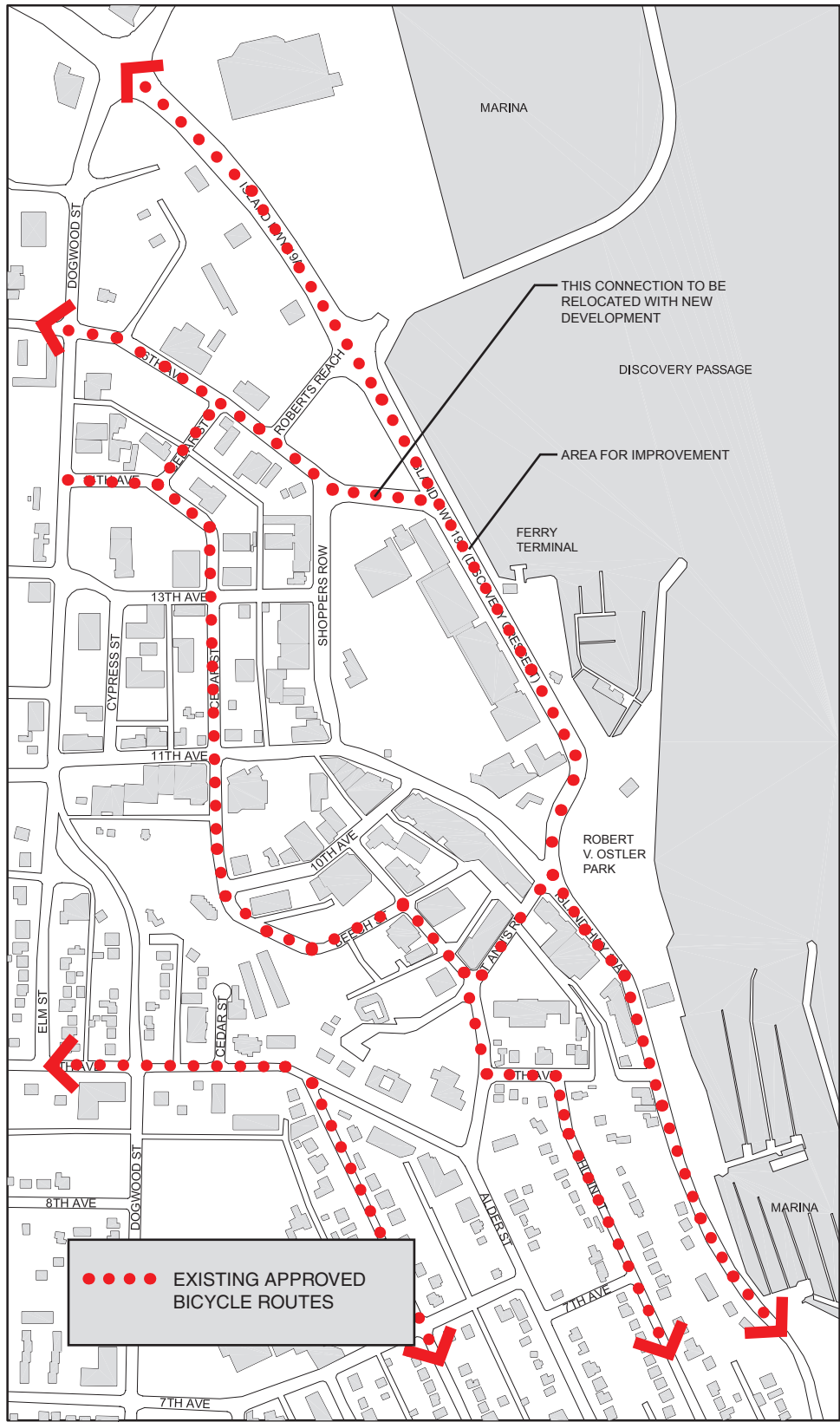
Ferry berth

4.5. Bicycle Routes

One of the goals of the City's OCP is to encourage the use of alternative modes of transportation, including pedestrian and bicycle networks, and to enhance and develop a cycling network that encourages cycling for both recreation and commuting.

There is currently a bicycle network that was established in the downtown area that is described in the 1992 District's Bicycling Plan. Overall the bicycle network utilizes shared use of the existing road system. With the exception of sections of the waterfront walkway there are currently no 'bicycle only' routes that pass through downtown Campbell River. The strategy of shared use of the roadways with bicycles downtown continues to be an appropriate approach at this time.

There are however numerous routes that can be improved upon. The stretch of the Island highway between Roberts Reach in the north and Robert V. Ostler Park in the south, can be improved by providing designated bicycle lanes adjacent to the road. A diminished road capacity of one moving lane in each direction as described above, and parallel parking in-lieu of one of these existing travel lanes, will help further tame this automobile centred road and make it more pedestrian friendly, and in turn, better for cyclists.



BICYCLE ROUTES DIAGRAM

4.6. Development of Pedestrian Shopping Loops

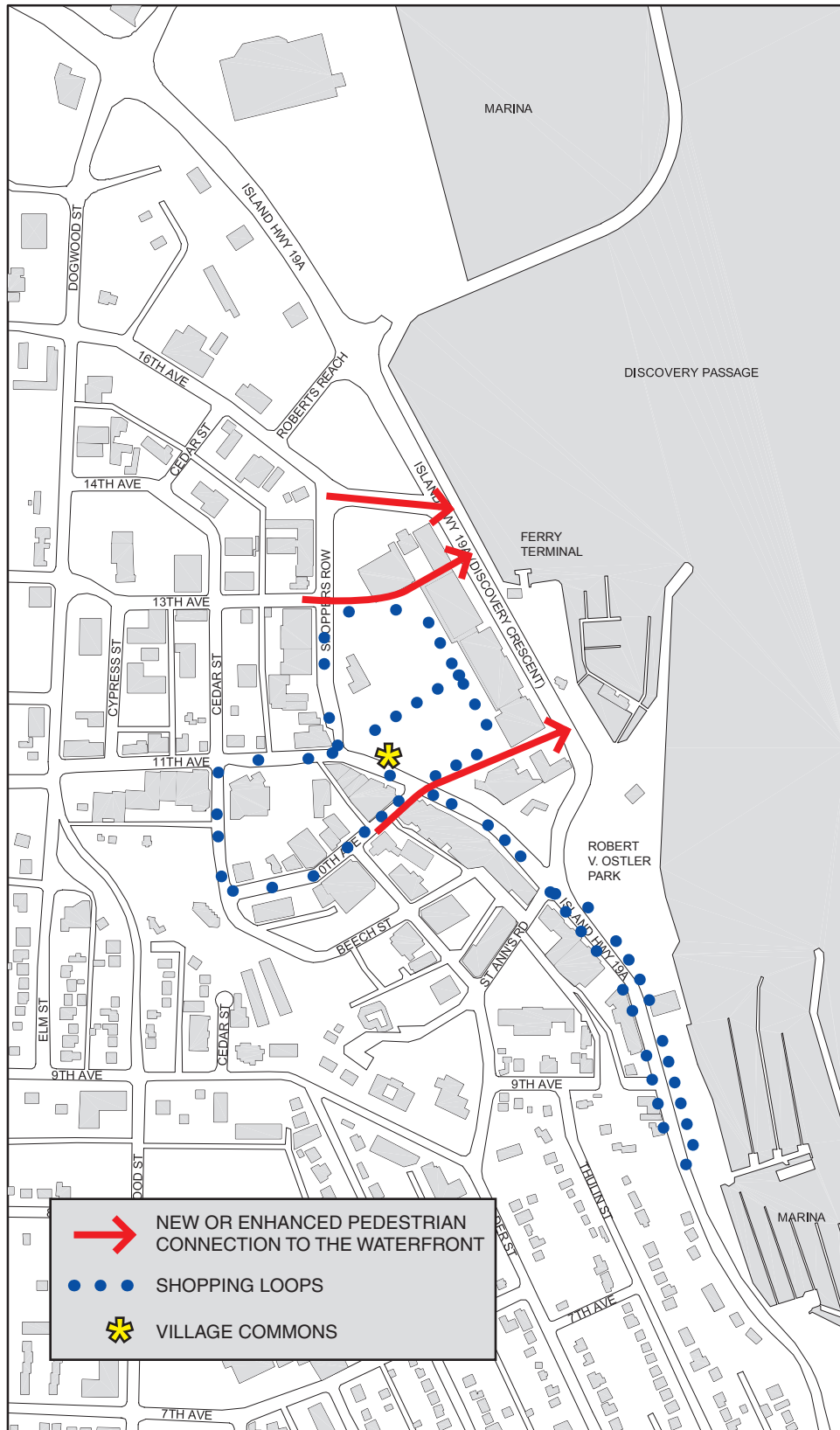
With the development of new pedestrian connections to the waterfront, the re-design of the Tyee Plaza parking lot, and development of future residential neighbourhoods, there will be a variety of walking loops created throughout the downtown area. This loop system is intended to provide various walking opportunities and experiences for both locals and tourists alike. They will include walks animated by shopping and commercial activities, with some connecting to the new waterfront neighbourhood and others that connect to the waterfront walkway.



Commercial open space opportunities



Opportunities for play



PROPOSED PEDESTRIAN SHOPPING LOOP DIAGRAM

4.7. Pedestrian and Open Space Network

Opportunities exist within the downtown core to enhance the existing pedestrian network and in some locations create new connections. The emphasis should be on improving the pedestrian experience on the established shopping and business streets. Additional pedestrian routes should be developed as the residential neighbourhoods develop in the downtown area.

Shopper's Row:

The Shopper's Row area has in the recent past received upgrades to the public realm and includes traffic 'bulges' or 'flares' at some key intersections, special interlocking brick paving, benches and areas of planting. The main issue with this shopping area appears to be the need for maintenance of this public amenity. There is however, also a need to develop an integrated theme for the street furniture and the overall street design that will not only improve the character of Shopper's Row but provide a design strategy that can carry through the downtown area. (Refer to Section 4.9)

Pedestrian Greenway:

Along the east side of Shopper's Row is the existing wide setback that runs adjacent to the Art Gallery / Tourism Building, which should be fully exploited by adding significant landscaping and benches along its length to create an urban 'greenway'. This pedestrian pathway would connect the proposed residential neighbourhood and open space to the north, with a new community open space or 'Village Commons' to the south. Ultimately this greenway could be expanded south adjacent to the Hotel, to Robert V. Ostler Park on the waterfront.

Pedestrian Connections to the Waterfront:

Currently there are various pedestrian routes to the downtown core, in particular Tyee Plaza, from the west and primarily along existing narrow sidewalks. Connections from Shopper's Row to the Tyee Plaza are weak, due primarily to the large berm and the large parking lot that act as a barriers to the Tyee Plaza shops. Connections to the waterfront from the downtown area are unclear and not easily legible from Shopper's Row. There is currently no clearly legible connection to the waterfront from Tyee Plaza.



Opportunities for sidewalk cafes



Shopper's Row



Existing setback along Shopper's Row

The following are recommendations to improve the connections to the waterfront from the downtown core:

- An expanded sidewalk network should continue east from 10th Avenue, 11th Avenue and 13th Avenue directly in to Tye Plaza along side the proposed extension of these streets. These two intersections should be standardized to include traffic bulges and landscaping.
- Street trees should define this pedestrian realm at the edge of the parking lot to create a pedestrian 'shopping loop'.
- Street furniture such as benches and garbage receptacles should be included in these pedestrian passages and be part of a larger integrated theme developed for the downtown.
- The existing tree-lined pedestrian sidewalk north of the hotel through the parking lot should be reinforced with special paving and ample outdoor seating opportunities along its length. Consideration should be given to minimizing the impact of automobiles on this pedestrian connection.
- A central pedestrian spine is being proposed to connect the new 'village commons' at Shopper's Row with the shops of Tye Plaza. This steel and glass trellis structure would help break down the scale of the parking lot while providing a covered connection for shoppers. Generous landscaping on both sides of this structure will further buffer the pedestrians from traffic in the parking lot.
- The proposed extension of the sidewalk alongside 13th Avenue into the Tye site will lead to an enhanced triangular south-facing commercial plaza next to the existing grocery store. It is from here that a direct connection to the waterfront is proposed. To make way for this pathway the northern low-rise wing of the shopping centre would need to be demolished together with the stand-alone college building. In addition to providing the space necessary for this connection to the waterfront, it will also provide areas for commercial and residential development next to Discovery Crescent adjacent to the waterfront.
- The plaza itself will serve as a pedestrian 'node' connecting the shopping area with the proposed residential neighbourhood to the north, and the waterfront walkway to the east. A mixed-use building is proposed to front the plaza with low-rise residential above ground-level storefronts.
- Some minor improvements such as the addition of street trees should be considered along the west side of the Tye Plaza shops to create a more defined street edge. Where possible, the design elements should be consistent with those along Shopper's Row and the downtown shopping precinct.



Seating opportunities adjacent pedestrian mews



Places to gather and people watch



A place for season markets

Waterfront walkway system:

The City has developed a fairly extensive waterfront walkway system that extends from south of the government pier located off the Island Highway, along the rear elevations of commercial buildings located along the waterfront through Robert V. Ostler Park then turns abruptly into a narrow sidewalk north of the ferry terminal. The pathway then reappears east of the Discovery Harbour Shopping Centre north of the downtown core. The pedestrian experience here is quite varied over its length with the use of better quality paving materials and planting. The pathway is punctuated by a few restaurants along its length that enjoy views to the marina and the water beyond.

The continuity of the waterfront walkway is currently diminished along the east side of Tyee Plaza from the Robert V. Ostler Park to Robert's Reach along Discovery Crescent. This stretch of walkway consists of a narrow sidewalk bounded by moving traffic to the west and large-scale riprap at the water's edge to the east. There is currently no planting along this strip with the exception of the area directly in front of the three-storey section of Tyee Plaza on the west side of the road.

This walkway needs to be expanded and designed to provide a varied rich pedestrian experience. Widened sidewalks and boardwalks, extensive street tree planting and the inclusion of viewing promontories with benches will create a welcome amenity for proposed nearby residential neighbourhoods and the general Campbell River population.

Ultimately however, for a newly designed waterfront walkway to be truly successful Discovery Crescent (Island Highway) itself must be tamed. As previously discussed, one way to achieve this is to replace two automobile lanes with roadside angled or parallel parking, thereby slowing traffic and providing a buffer between the pedestrian and the moving traffic. In addition, providing traffic bulges at existing and new crosswalks will further define this as a pedestrian friendly zone as well as provide areas for additional landscaping and benches. The west side of Island highway, adjacent to what will eventually be new residential and mixed-use neighbourhoods, needs to provide a tree-lined pedestrian friendly street edge with opportunities for social interaction.

As this stretch of the Island Highway is owned and maintained by the provincial government, efforts should be made by the City of Campbell River to work with the provincial government to seriously consider 'taming' this stretch of road so that future adjacent residential developments become more viable.



Discovery Crescent

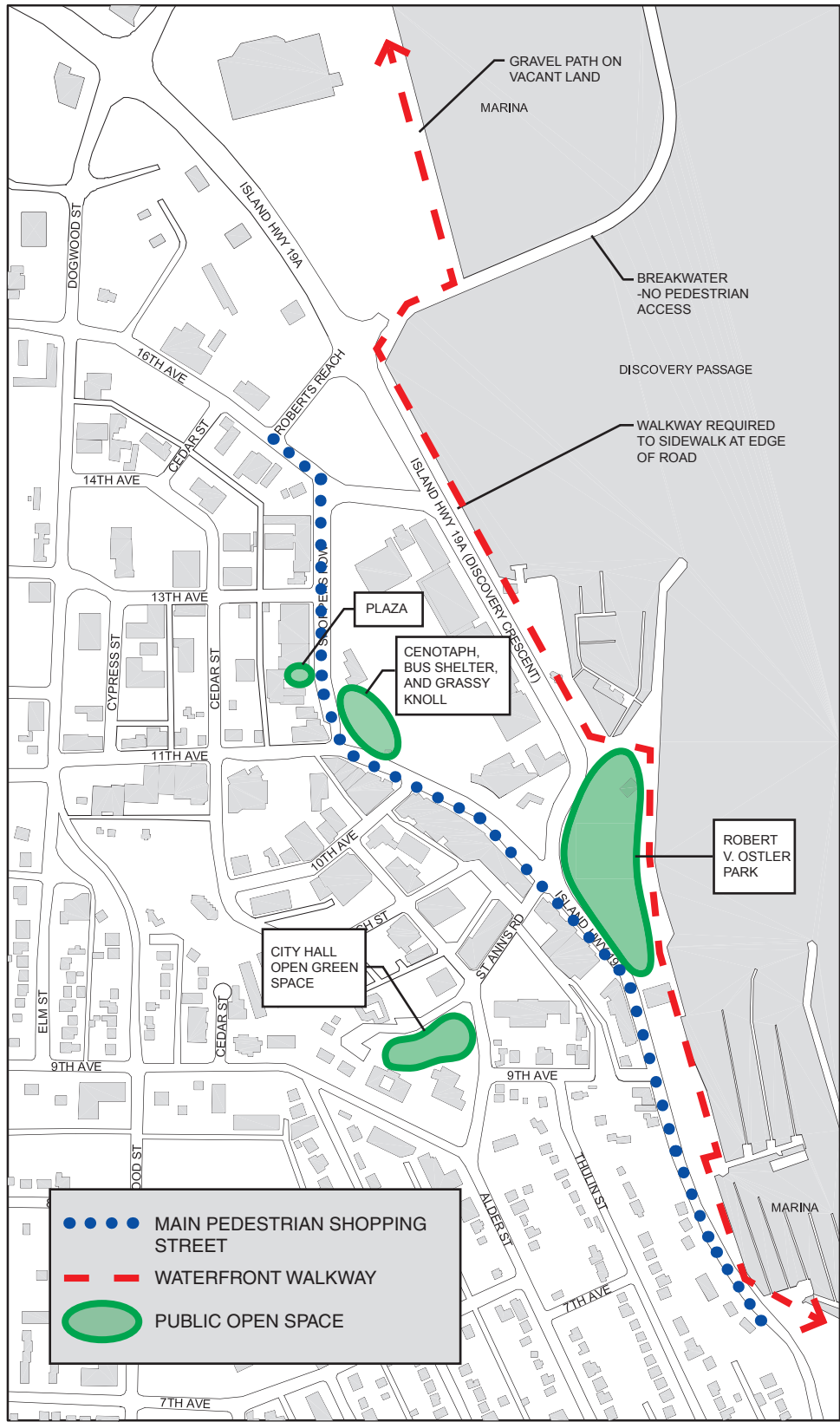


Opportunities for an animated waterfront experience

Residential Neighbourhood Parks:

As part of the development of new multi-family residential neighbourhoods downtown, it is anticipated there will be a need for an expanded open space and park system to serve those new residents. While there are currently destination waterfront parks such as Robert V. Ostler Park, as well as the proposed 'Village Commons' within walking distance, it is recommended that a series of mini-parks or community plazas be established to help define the character of each neighbourhood.

These open spaces could take the form of green space, urban plazas, pedestrian mews or play areas, depending on the final demographic make up of the neighbourhood.



EXISTING PUBLIC OPEN SPACE / PEDESTRIAN NETWORK DIAGRAM



Robert V. Ostler Park



PROPOSED RETAIL COMMERCIAL PRECINCTS DIAGRAM



Tyee Plaza walkway



Shopper's Row

4.8. Creation of a Village Commons

Presently the downtown lacks a meaningful open space that gives the area a sense of place. A community focus that provides opportunities for various types of interaction should be a priority for the City.

The location for the proposed 'Village Commons' is in the historic heart of downtown adjacent Shopper's Row. This area currently includes the grass bermed area adjacent to the art gallery and tourism building, the bus loop and shelter and the area next to the cenotaph, as well as a portion of the large surface parking lot. Currently these areas are fragmented and ill-defined and need to be brought together into a cohesive whole as community space for all Campbell River residents.

The Commons proposal is to develop a central community open space that directly connects 10th and 11th intersections along Shopper's Row to Tyee Plaza. The space would be designed to allow for programmed and non-programmed uses to occur at various times of the day throughout the year. It is intended to become the downtown gathering place for the community. The space could support events such as noon hour concerts, outdoor markets, gallery shows and tourism based activities. Opportunities for facilities such as street front cafes and even a children's water park could provide an active contrast to the more passive activity uses.

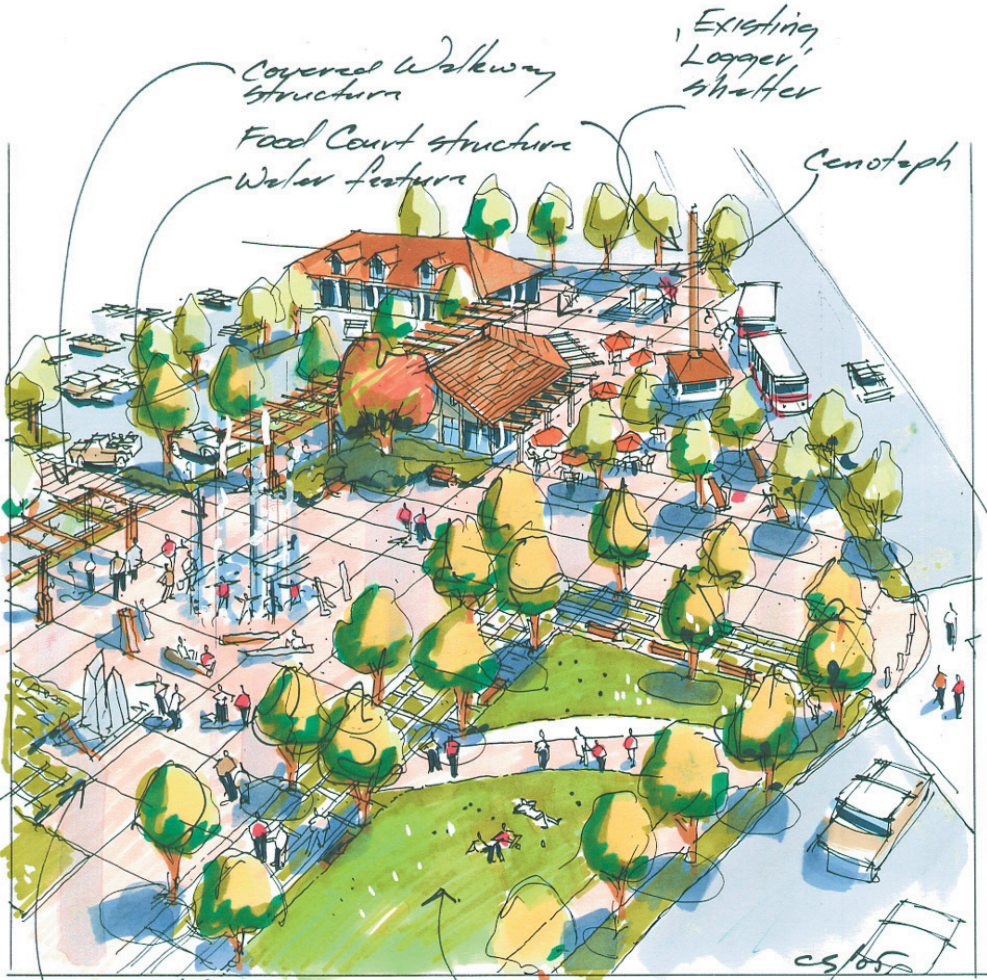
A wood and glass arcade trellis structure is being proposed to define the east boundary of the Commons as well as providing a covered connection east to the Tyee Plaza shops.

The trellis is intended to serve a variety of purposes:

- To provide a built edge to the parking lot
- To provide the framework for special events such as farmer's markets, outdoor gallery exhibits and various festivals.
- To serve as a backdrop for seasonal displays and decorations
- To visually connect the existing Art Gallery building with the proposed buildings at the corner of 10th and Shopper's Row.

Two small commercial buildings are proposed adjacent to the Cenotaph near the intersection of Shopper's Row and 10th Avenue. These one to two-storey buildings are intended to define the edges of the intersection as well as providing commercial opportunities for a coffee shop with outdoor seating and other convenience commercial businesses that cater to bus transit users.

By removing the barriers that currently divide Shopper's Row from Tyee Plaza, such as the grass berm and the bus loop, a truly public community space can be developed. This 'Village Commons' will provide a downtown focus and ultimately unite the adjacent shopping areas.



outdoor Sculpture garden
Berm
VILLAGE COMMONS SKETCH



VILLAGE COMMONS CONCEPT PLAN

4.9. Downtown Character – Street Furniture and Design

Street Furnishings

Additional detail design guidelines for street furnishings are proposed using the Campbell River Area Design Guidelines report as a reference basis. More specific design ideas are proposed as follows;

Pedestrian Scale Lighting

- Use gooseneck type light fixtures, which prevent upward glow and fit to maritime character.
- Along the streetscape use metal pole base
- Along the waterfront area use square timber as pole with color metal banding in keeping with existing pier structures.

Seating

- Provide seating opportunities using a combination of benches (Francis Andrews type metal with wood arms in blue cedar) and wood tops on lower seating walls or edges.

Trash Receptacles

- Use Francis Andrews steel painted (blue color) garbage receptacle model.

Trellis/Covered Walkway

- The trellis and covered walkway proposed is designed to define the Commons edges as well as connect to Tyee Plaza, consist of square timber poles with metal bands, combined with painted steel and wood upper structures to support either clear glass for weather protection, or vines.

Banners

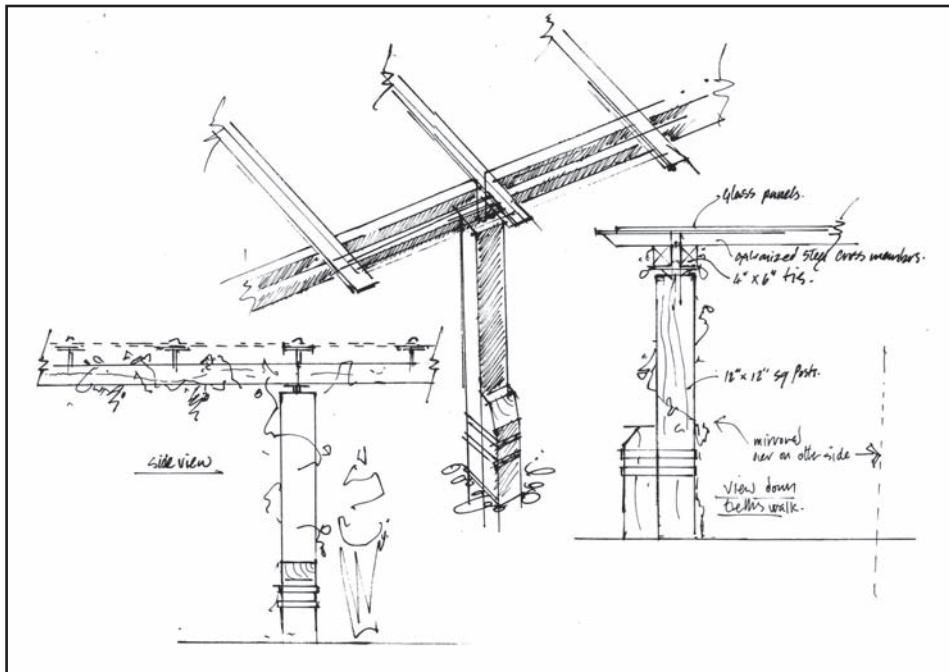
- Metal banner attachments are to be considered on light poles especially around the Commons and the Waterfront Walk. The holder should allow for variation in shape for changing non-permanent banners.

Paving

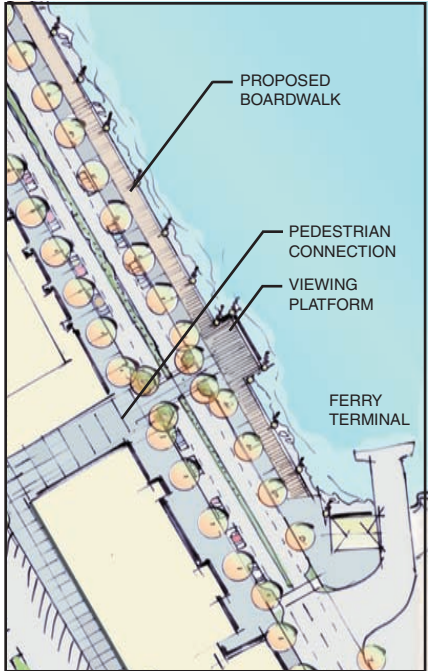
- The Commons – paving should be a variation of the existing special pre-cast concrete paving along Shopper's row. Introduction of larger scale pavers should be considered with more graphic banding in order to establish a sense of special place.
- The Waterfront Walk – paving should be a combination of concrete sidewalk with paving highlights and wooden boardwalk. The boardwalk should be detailed in the character of the pier yet here more intensely detailed and including special places which incorporate built in coverings, seating, lighting, and stairs.

Landscaping

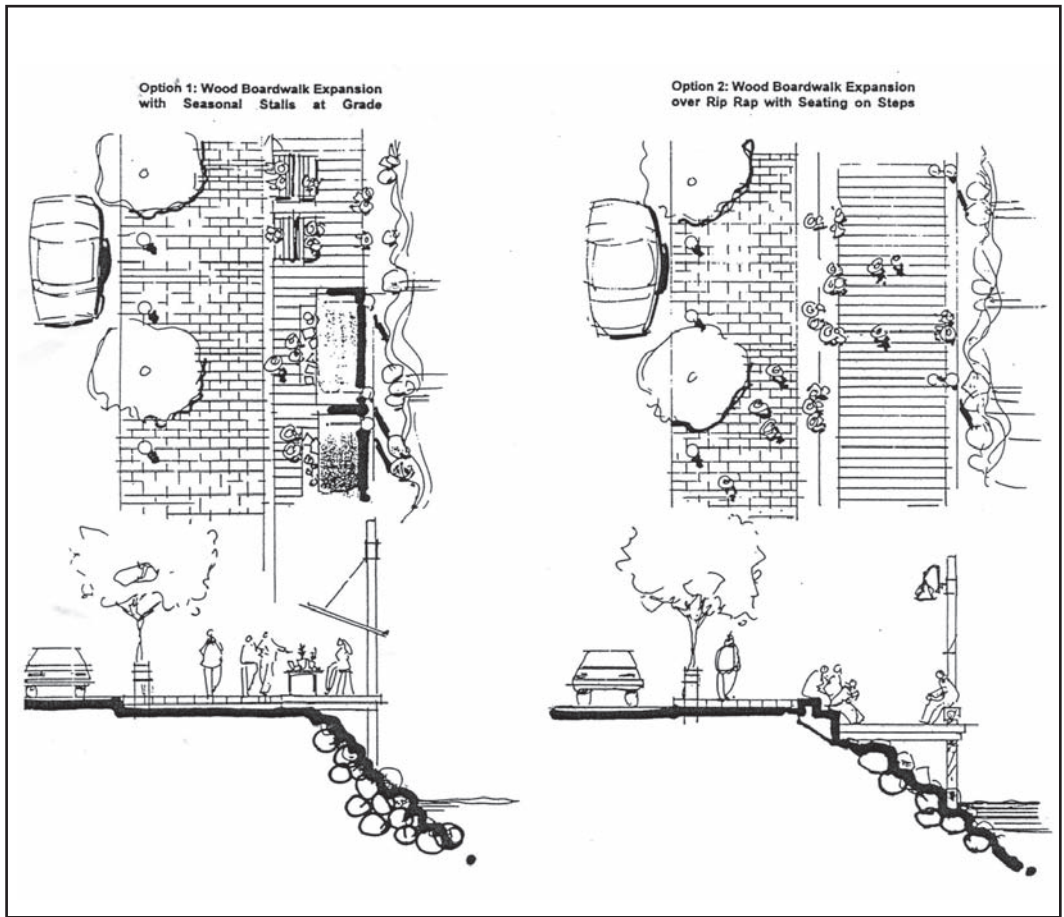
- Introduce as much soft landscaping as possible in order to help green downtown, screen blank walls and servicing areas, and pedestrianize the waterfront Highway (ie. street trees, water edge planting), to create an attractive setting for the Commons. Introduce flowering plants / trees in special places such as the Commons. Use planting and trees to separate the pedestrian from vehicular areas. ie. parking lot at Tye Plaza and the waterfront walk from the Highway.



Trellis detail at Village Commons



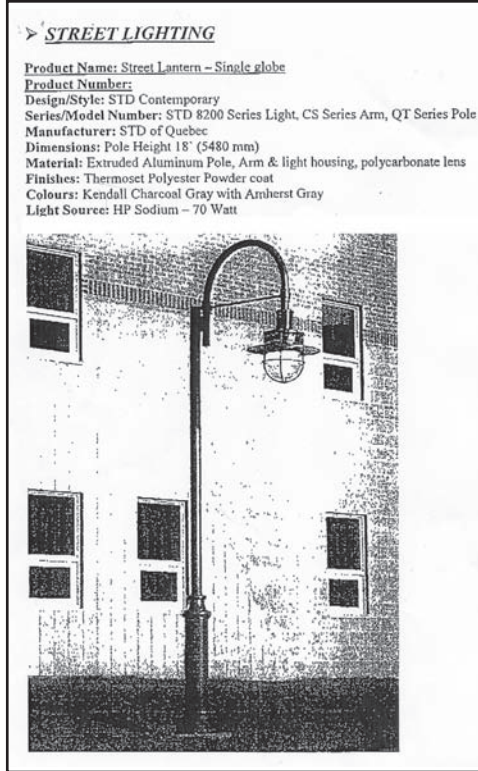
Waterfront along Island Hwy 19A (Discovery Crescent)



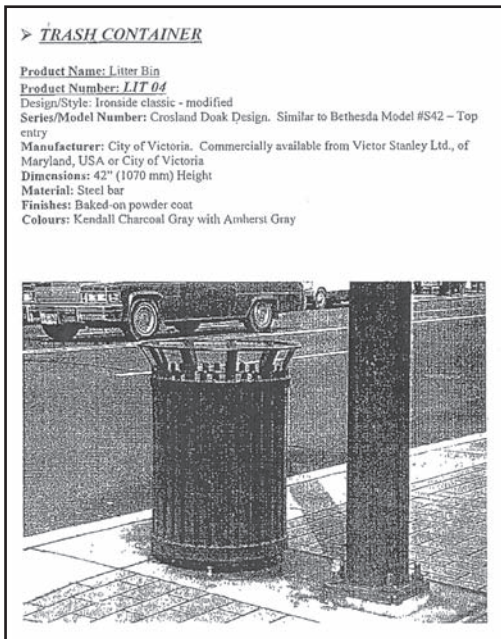
Boardwalk at waterfront walkway



Street lamp option



Street lamp



Trash container

5. DOWNTOWN RESIDENTIAL DEVELOPMENT OPPORTUNITIES

5.1. Proposed Housing Types

There are four general housing prototypes being proposed for downtown Campbell River. These represent a variety of housing options that can be accommodated in new residential areas of the downtown. Specific site constraints and market demand will further influence and refine the specific residential projects that are developed.

In developing these prototypes the main objectives were to propose medium to high density solutions for the downtown in forms economically appropriate to Campbell River, provide ground level residential or commercial street front uses that contribute to the pedestrian experience of both the residential neighbourhoods and the commercial streets, and to minimize the impact of parking on the public realm.

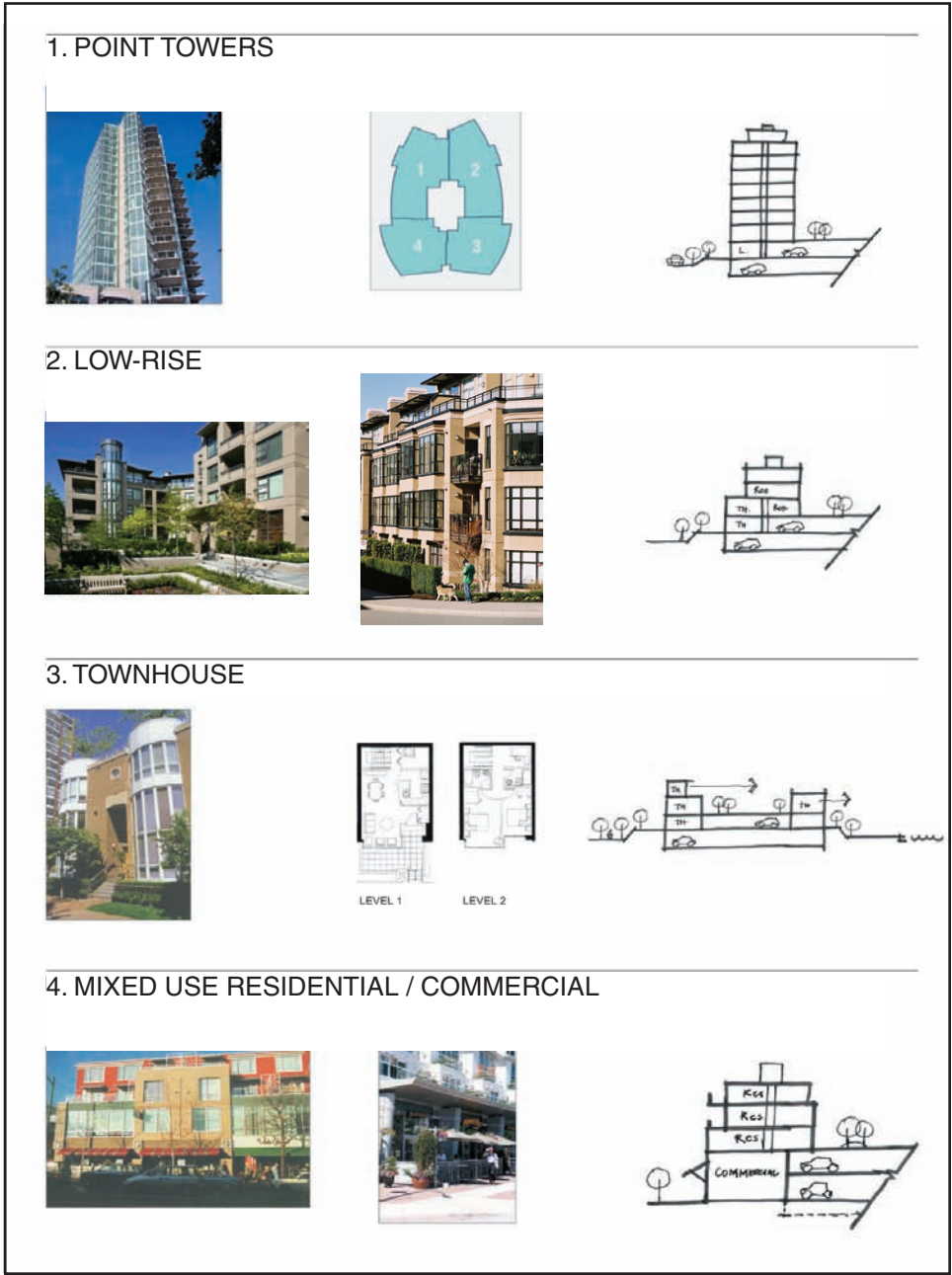
1. 'Point' Towers: These are high-rise buildings with an average floor plate size of approximately 6500sf. These towers generally have a small footprint and are spaced a minimum of 100ft apart so as to maximize both daylight and views. The units in this building type typically have an abundance of glass and a corner exposure.

2. Low-rise Buildings: These are buildings up to 4 storeys, are more linear in their configurations and have a larger floor plate than the towers. This building form is useful in defining the edges of open spaces such as parks, pedestrian pathways and streets. They are typically of wood frame construction, and can include townhouses at the lower floors.

3. Townhouses: These two to three storey units can be built of wood or concrete and can screen above grade residential parking structures. These townhouses are typically raised 3-4 feet above the adjacent sidewalk level and set back from the sidewalk, approximately 5 metres (15 feet), to provide a semi-private terrace and /or front porch. The townhouses provide 'eyes on the street' from the living areas for increased surveillance as well as providing opportunities for interaction with pedestrians.

4. Mixed-Use Residential / Commercial: These are low-rise residential buildings up to 4 storeys with retail or commercial uses at the lower floors. This typically wood frame building type is appropriate in defining existing or proposed commercial streets or plazas. These buildings should be built up to the front property line.

In all of the housing types proposed it is assumed that the required residential parking be accommodated on the development site itself. Parking is to be located below grade in parking garages where economically feasible and where the site permits. In locations where high water tables or soil conditions do not allow this, above grade parking structures must be fully screened with townhouses or landscaping to enhance the residential pedestrian environment. Where service lanes exist, access to these parking areas should be from these lanes to minimize the impact of the automobile on the pedestrian realm.



RESIDENTIAL PROTOTYPES DIAGRAM

5.2. The Development of Residential Neighbourhoods

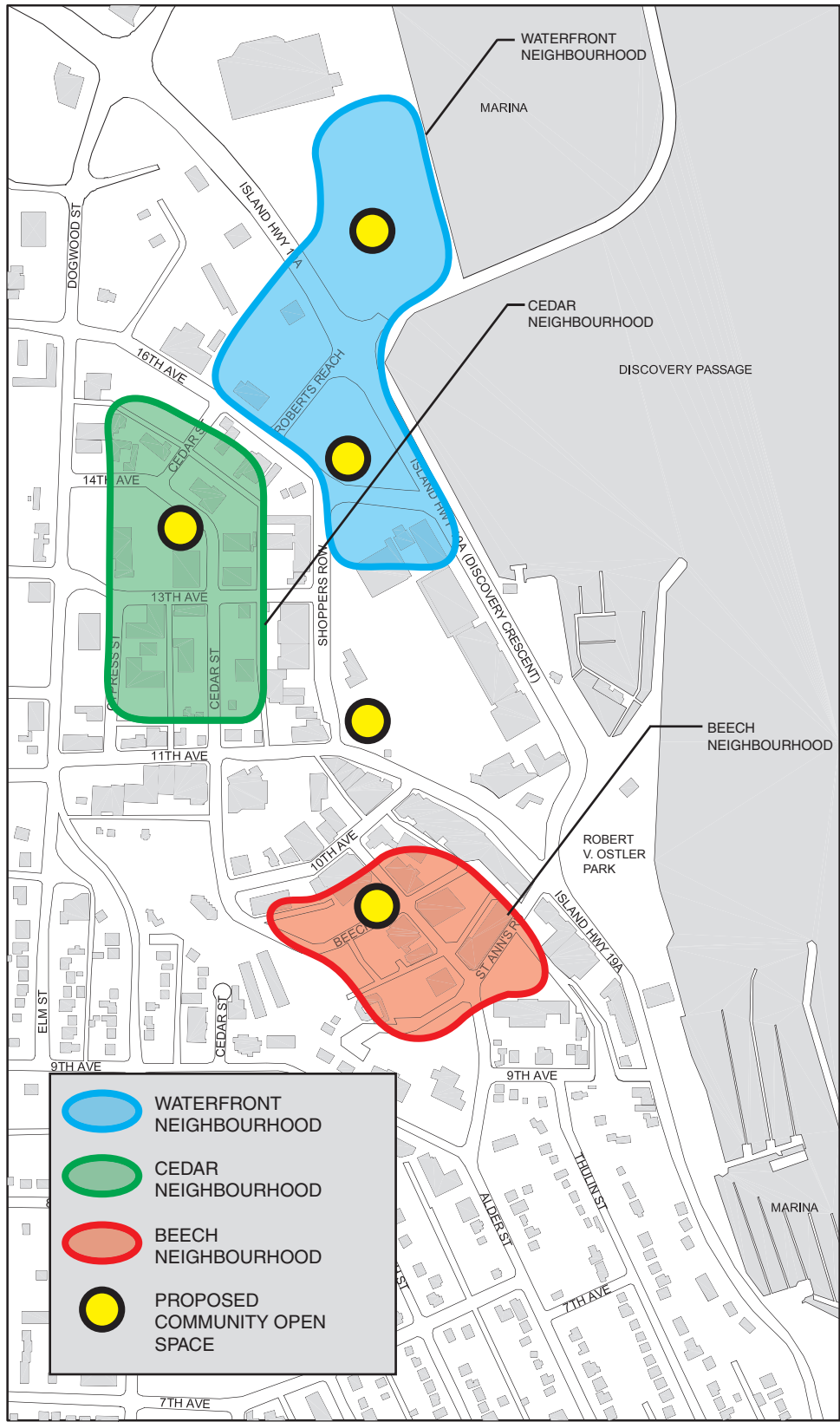
There is currently very little residential development within the boundaries of the downtown core. To create a truly vibrant pedestrian friendly 24-hour downtown, residential buildings are a key component. This use will provide an expanded population base to support and a more varied commercial and retail streetscape.

As the downtown business area expands and develops, it is anticipated that a clearer hierarchy of commercial, retail, cultural and residential precincts will become more desirable. The intent is to encourage primary commercial/retail development onto the existing streets of Shopper's Row, the Tyee Plaza Shopping Centre, as well as the eastern ends of 10th, 11th and 13th Avenues. Businesses should be encouraged to locate or relocate to these streets to free up areas for residential development.

The residential neighbourhoods proposed have been named for this study as: the Waterfront neighbourhood, the Cedar neighbourhood, and the Beech neighbourhood. While sharing similar housing types described below, the character of these individual neighbourhoods can be quite unique.

Housing density:

- Residential density up to 5.0 FSR for development parcels larger than 100,000 sq. ft.
- Residential density up to 3.0 FSR for development parcels under 100,000 sq. ft.



RESIDENTIAL NEIGHBOURHOODS DIAGRAM

5.2.1. Waterfront Neighbourhood

This area includes the sites directly north of the Tye Plaza Shopping Centre, and east of Shopper's Row at 16th Avenue along the waterfront. Latter phases would extend along the water front towards the Discovery Harbour Shopping Centre adjacent to the Discovery Harbour Marina.

This primarily residential neighbourhood would consist of a mix of the following housing types:

- High-rise point towers with an average floor plate size of approximately 6500sf up to 12 storeys
- Low-rise slab buildings of up to 4 storeys
- Two to three-storey townhouses
- Low-rise mixed-use buildings up to 4 storeys

The area identified as the Waterfront neighbourhood currently consists of vacant land, and underdeveloped sites that include businesses such as fast food restaurants with large surface parking lots. The area has the ability to be master planned so that a series of open spaces and pedestrian pathway systems can be integrated into the development.

Individual buildings within the Waterfront neighbourhood should be designed to capitalize on the vistas that exist down Discovery Passage to the Georgia Strait and across to Quadra Island.

Parking in these waterfront sites is to be located at or above grade with the roof of the parking garage landscaped to provide additional outdoor green space for the use of residents. The perimeter of the parking garages are to be screened with either residential uses such as lobbies, amenity facilities, townhouses or commercial businesses to provide an interesting pedestrian realm with numerous eyes on the street.



Waterfront Neighbourhood

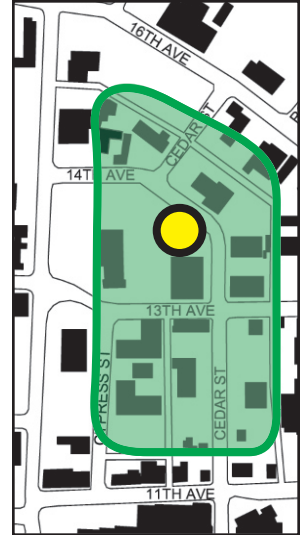
5.2.2. Cedar Neighbourhood

This area extends from 11th Avenue north to 16th Avenue, and from Cypress Street in the west to the lane behind Shopper's Row to the east. This neighbourhood, like the Waterfront area, would provide a mix of multi-family housing types, but be of a smaller scale and have infill potential. The housing types would consist of:

- High-rise buildings up to 8 storeys
- Low-rise buildings with townhouses at grade
- Low-rise mixed-use buildings up to 4 storeys. These buildings with commercial uses would be restricted to the business streets of 16th Ave, 13th Ave and 11th Avenues.

This area currently possesses a mix of uses including car lots, strip commercial, auto-body shops, small commercial office buildings and surface parking lots. The area is suited to smaller scale infill type development than on the waterfront sites. However, with consolidation of some of these properties, mid-size residential buildings could be developed.

Existing commercial storefront businesses and offices should be encouraged to relocate to the main commercial streets of 11th, 13th and 16th Avenues, and along Shopper's Row, to allow for sites to be made available for residential development.



Cedar Neighbourhood

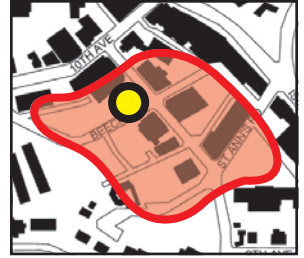


Neighbourhood character

5.2.3. Beech Neighbourhood

This neighbourhood extends from 10th Avenue in the north to St. Anne's Road in the south and from the lane behind Shopper's Row in the east to the existing residential buildings that climb the hill. Similar to the Cedar neighbourhood, this area would provide a mix of multi-family housing types, but be of a smaller scale and have infill potential. The housing types would consist of:

- High-rise buildings up to 8 storeys
 - Low-rise buildings with townhouses at grade
 - Low-rise multi-use buildings up to 4 storeys. These buildings with commercial uses would be restricted to the business streets of 10th Avenue.
-
- Consideration should be given to limit building heights to retain views of the water from City Hall.
-
- Consideration should also be given to redeveloping the area of St. Anne's Road from Alder Street to Shopper's Row as a denser low-rise mixed-use development due to the amount of car traffic on the street.



Beech Neighbourhood

6. WATERFRONT TYEE SITE - CONCEPT DESIGN AND RECOMMENDATIONS

A portion of the 'Waterfront neighbourhood' site, north of the Tyee Plaza Shopping Centre, has been the focus of a more detailed design concept as a means to test out the various housing options, and develop an appropriate open space strategy for the area.

The focus area includes a mix of city owned and privately owned properties. The approach has been to look at the overall area and develop two comprehensive concept plan options that illustrate residential uses for the area. The focus area includes the following parcels:

- The City owned parcel #1357 located at the corner of Roberts Reach and Discovery Crescent (Island Highway)
- Privately owned parcel #1353 at the corner of Roberts Reach and 16th Avenue.
- Privately owned parcels #1301, 1311, 1315, 1319, 1325 and 1351. This area includes the one-storey wing east of the current commercial plaza that backs onto Discovery Crescent, and the one-storey building at the north end of the plaza that currently houses a college, as well as part of the parking area north of the existing Super Valu.

Site Planning Constraints:

There are three main site constraints that impact the planning and development of this area. The first is a hydro utility right-of-way that carries east to west through parcel #1357. No buildings are proposed on this right-of-way, and therefore it can be developed as open space for this residential neighbourhood.

Secondly, the Supervalu grocery store will remain in its current location for the foreseeable future and as a result limits the location of a pedestrian route from north to south. The owners of the grocery store however, have expressed that they may consider a mixed-use redevelopment of this site at some point in the future.

Thirdly, the entire site, including the adjacent Tyee Plaza site and Discovery Hotel to the south, is situated on reclaimed land. The original Campbell River waterfront followed the east side of Shopper's Row. As a result, there will be some limitations as to the amount of underground parking, if any, that can be constructed on the site. We have assumed that there will be a two-storey parking structure required with only approximately four feet being situated below the existing grade. In addition, a geotechnical analysis of the site has been commissioned and will be made available to the City when complete. This ultimately will confirm the bearing capacity of the site and whether or not buildings higher and heavier than four-storey wood frame are feasible.

The Options:

Two options have been developed for the site; one being primarily a high-rise concrete residential concept while the other is a low-rise wood frame and concrete concept.

Both options share a common approach with parking being provided in above grade parking structures integrated with the residential buildings.

The Urban Design Concept:

An urban design concept has been developed for the site that has focused on developing a series of pedestrian connections throughout the site. This is designed to fully integrate the new residential neighbourhood with the Tyee Plaza and the waterfront.

The main north-south 'pedestrian mews' runs parallel to the existing grocery store from the Tyee Plaza north to a proposed auto court and small community green open space. Townhouses, residential lobbies and extensive planting at grade will animate this walkway.

There are two east-west pedestrian connections that are being proposed for the site. The first connection is mid-way through the site on the same alignment as the hydro right-of-way. This is a 'pedestrian mews' with the porches and terraces of townhouses lining each side. The second walkway extends east from the existing plaza adjacent to the grocery store, towards Discovery Crescent. Currently there is a one-storey shopping centre wing that would need to be demolished to achieve this. This pedestrian walkway is primarily a hard surface connection with a minimal amount of commercial use to animate the pedestrian experience. This walkway provides a much needed visual and physical access to the waterfront. It is recommended that both these pedestrian connections extend across Discovery Crescent to the waterfront via new mid-block crosswalks.

6.1. High-rise Option A

This option illustrates four residential buildings over the entire site with two-storey townhouses at their bases. Three of these are towers within the City owned parcel #1357 and one is a low-rise building located closest to the grocery store on land owned by Tyee Plaza.

The individual towers are designed as point towers with a maximum floorplate of approximately 6500 sq.ft. This relatively small floor-plate maximizes daylight and private views to the water. This relatively slim building form minimizes its impact of private on existing water views.

Parking is located within an above grade two-storey parking structure and is accessed off the central auto court for buildings A and B, and off Discovery Crescent for buildings C and D. In both development blocks two-storey townhouses back onto and effectively screen the parking garage. These townhouses front on to either a landscaped pedestrian mews or on to Discovery Crescent with unobstructed views of the water, and would have outdoor terraces or porches at grade with access to landscaped podium rooftop gardens above the parking area.

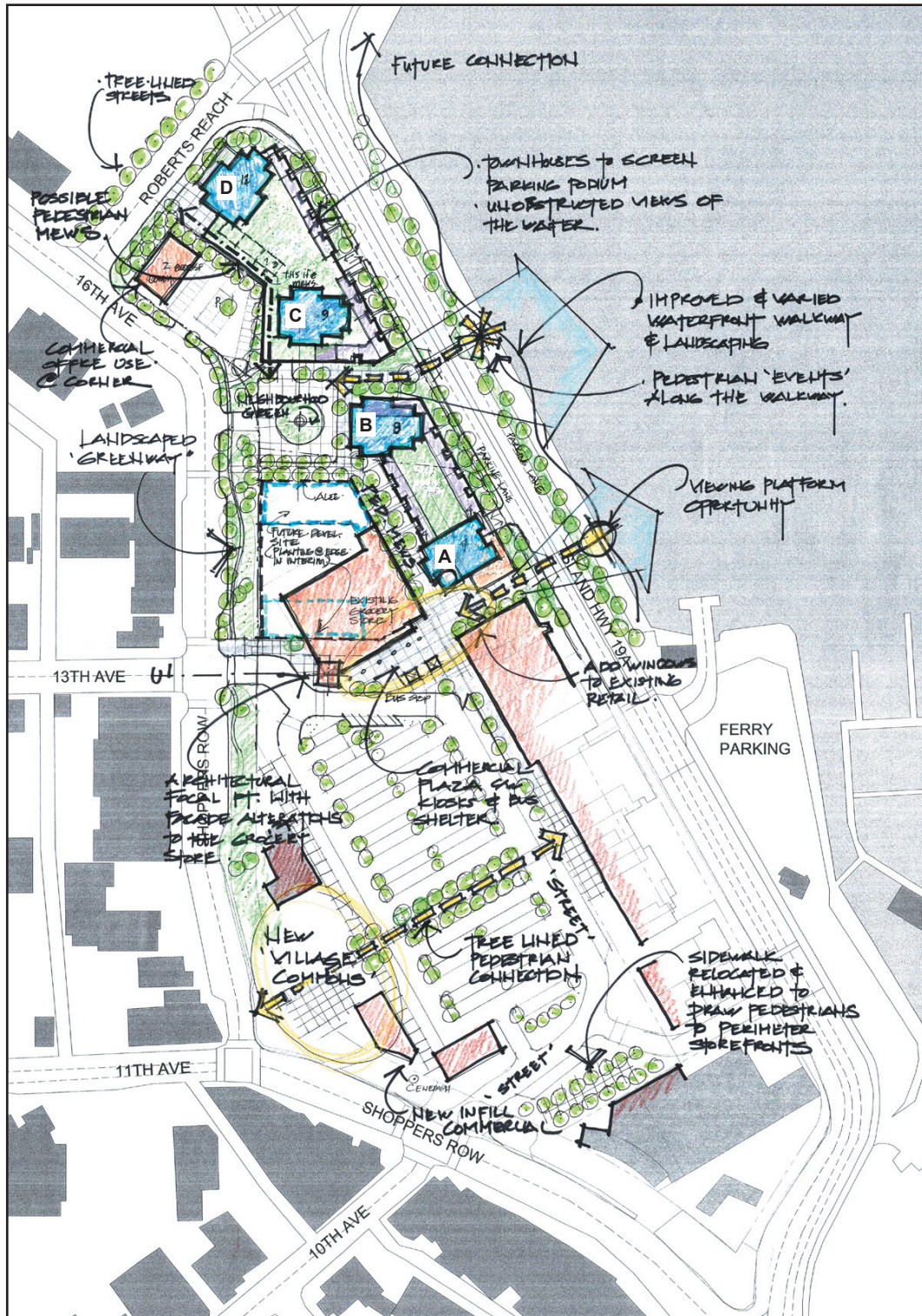
Statistics:

A maximum density of 5.0 FSR is proposed for the overall waterfront development area.

- Parcel A, B (Total 68 units including townhouses)
 - o Building A -20 units in 4-storey building (plus 8 townhouses) on Tyee property.
 - o Building B -36 units in 8-storey building (plus 4 townhouses)
 - o Townhouses: total of 12 units along Discovery Crescent and pedestrian mews
 - o Commercial: 1500 sq. ft. at the ground floor of building A.

- Parcel C, D (Total 110 units including townhouses)
 - o Building C - 40 units in 9-storey building
 - o Building D - 55 units in 12-storey building
 - o Townhouses: total of 15 units along Discovery Crescent and pedestrian mews

- Total: 178 units based on an average gross unit area of 1000 sq.ft (150 units on City owned property and 28 on privately owned property).



HIGH-RISE OPTION A

6.2. Low-rise Option B

This option illustrates four residential low-rise 4-storey buildings over the entire site; three within the City owned parcel #1357 and one located closest to the Tyee Plaza on their own land.

The low-rise residential buildings that are illustrated on this option have a footprint two to three times larger than the point towers. As a result, the majority of the buildings would have a single exposure or outlook. Where possible these slab form buildings have been positioned perpendicular to the waterfront so that the majority of the units can enjoy water views. To achieve the same number of units and density as the high-rise option there will need to be some units that will not have water views.

Statistics:

A maximum density of 5.0 FSR is proposed for the overall waterfront development area.

- Parcel A, B (Total 63 units including townhouses total)
 - o Building A -20 units in 4-storey building (plus 8 townhouses) on Tyee property.
 - o Building B -31units in 4-storey building
 - o Townhouses: total of 12 units along Discovery Crescent and pedestrian mews
 - o Commercial: 1500 sq. ft. at the ground floor of building A.

- Parcel C, D (Total 115 units including townhouses)
 - o Building C - 40 units in 4-storey building
 - o Building D - 60 units in 4-storey building
 - o Townhouses: total of 15 units along Discovery Crescent and pedestrian mews

- Total: 178 units based on an average gross unit area of 1000 sq.ft (150 units on City owned property and 28 on privately owned property).



PEDESTRIAN CONNECTION TO THE WATERFRONT AT THE NORTH END OF TYEE PLAZA

7. TYEE PLAZA / WATERFRONT SITE IMPLEMENTATION STRATEGY

A strategy for implementation of the previous recommendations presented in this study needs to be considered. Some recommended improvements focused on the development of private lands and residential neighbourhoods, while others suggested improvements to the public open space infrastructure and design features.

The following are a recommended list of improvements, in order of importance, to help facilitate change of the downtown core to help transform it into a more vibrant and livable mixed-use downtown:

- The City should work with the provincial government towards 'taming' Discovery Crescent so as to encourage waterfront development. These should include improvements to:
 - o provide better pedestrian access to the waterfront
 - o develop an extension to the existing waterfront walkway network
 - o provide street trees and landscaping
 - o minimize the number of traffic lanes
 - o provide opportunities for street parking
 - o enhance the bicycle network

- The City, BC Transit and the owners of Tyee Plaza should explore future opportunities to incorporate a community bus route that would serve a bus stop adjacent to SuperValu and the proposed residential neighbourhood. Initially this could focus on serving the needs of seniors and people with disabilities as a handiDART pick up and drop off area; and reserving it for possible increased transit usage in the future as the downtown residential population increases.

- Better define a loop road extension through the Tyee Plaza site with its edges reinforced with additional sidewalks, tree planting and open spaces.

- The City and the owners of Tyee Plaza should work together to create new pedestrian connections to the waterfront through the Tyee Plaza and the waterfront sites.

- The owners of Tyee Plaza and the City should work closely with the Provincial Government to have the current development restrictions for the Tyee Plaza parking lot changed so that a public 'Village Commons' can be developed. This downtown community open space is for all residents and would establish a sense of place for downtown Campbell River.

- Upon development of the 'Village Commons', and the loss of parking from Tyee Plaza, the City should consider assembling land elsewhere in the downtown for designated commercial public parking if required.
- The City should encourage any new commercial development to locate on established commercial streets to allow new residential neighbourhoods to become established.
- Proceed in developing a unique downtown character through implementing an enhanced street furniture program. This will help create and reinforce unique pedestrian experiences for areas such as the 'Village Commons', the waterfront walkway and the residential neighbourhoods.