District of Peachland

Downtown Revitalization Implementation Strategy

Committee of the Whole Workshop

April 8, 2025

AGENDA

BACKGROUND
- Purpose of DRIS
- Activities so far
- Engagement Summary

DRAFT DRIS FRAMEWORK
- Overall Structure
- Vision Statement
- 10 Guiding Policy Principles
- 5 BIG Moves

CONCEPTUAL STREETSCAPES

LAND ECONOMICS AND DEVELOPMENT VIABILITY

NEXT STEPS

PURPOSE OF TODAY

- Introduce Draft DRIS Framework
- Discuss supporting contextual information
- Provide clarification to any questions
- Seek feedback from Council on draft content
- Recommend to Council 'next steps' in the DRIS process
  - Task Force Review
  - Public Engagement
  - Plan Finalization
  - Prepare Implementing Bylaws

Background

Purpose of DRIS

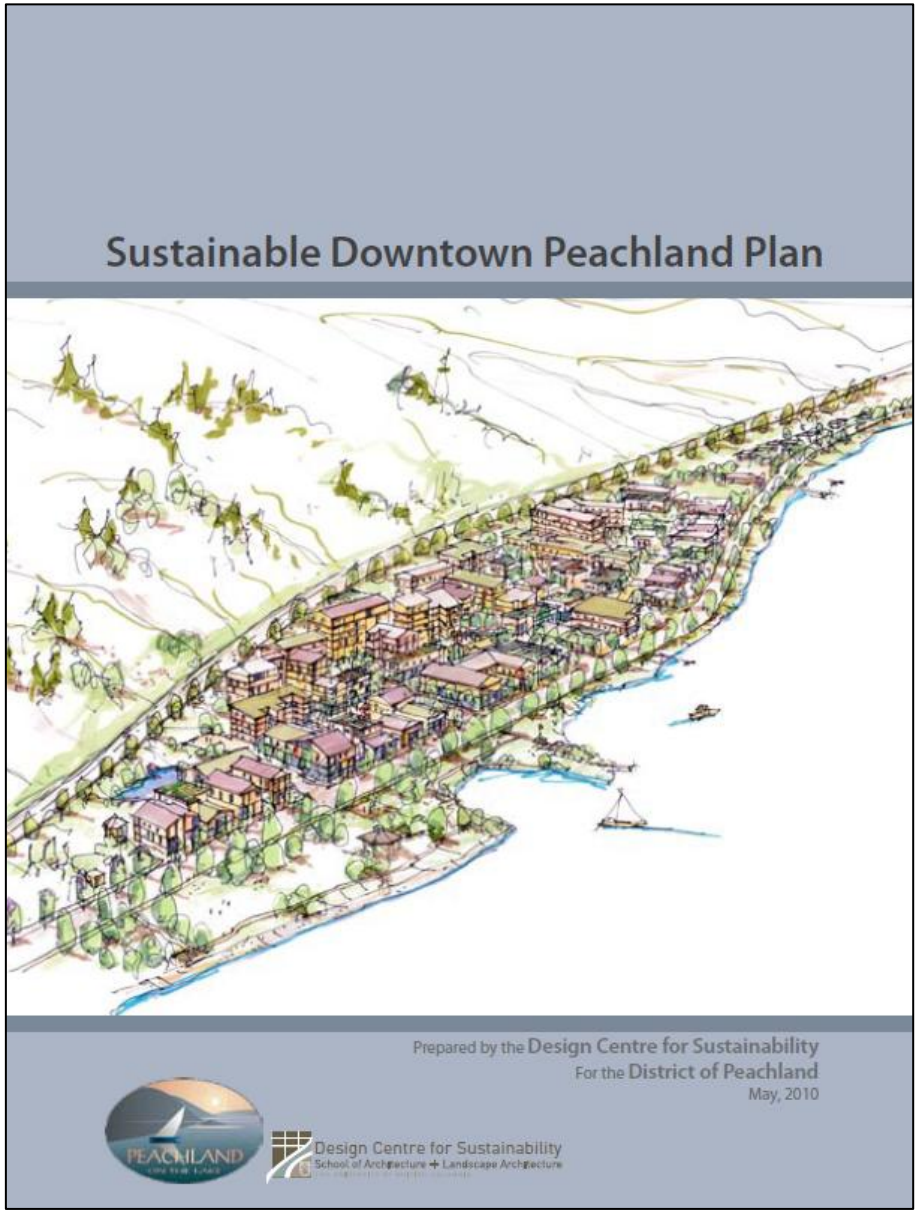
Downtown Revitalization Implementation Strategy (DRIS)

- Intended to confirm and articulate updated vision, objectives and actions for Downtown Peachland:
  - Focus on **implementation**
  - Focus on **economic viability**
- Enable housing growth downtown.
- Improve downtown **vitality**

BACKGROUND

2010 Sustainable Downtown Peachland Plan:

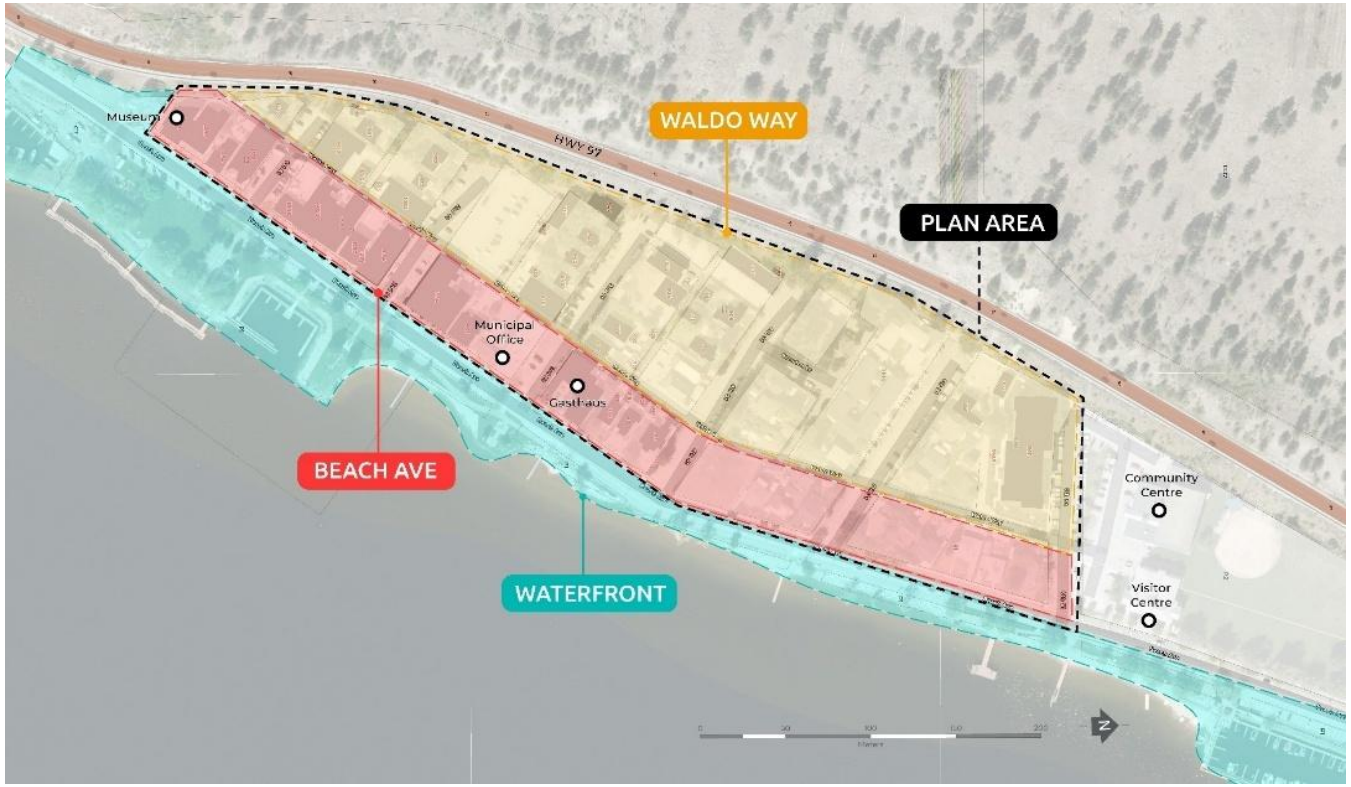
- Strong vision & urban design concept
- Completed following 2009 market recession
- Over 200 Strategies and Actions but no clear policy to emerge and no implementation schedule.
- Land Use concepts no longer align with market conditions.
- Fulfillment has stalled.



BACKGROUND

DRIS

- Smaller geography.
- Supplements and updates but does not replace 2010 plan.
- Opportunity to incorporate some of the design concepts and objectives
- Capital projects can take guidance from 2010 plan.



Background

TIMELINE AND PROCESS

BACKGROUND

Timeline and Process

1

Summer-Fall 2023

UBCM Complete Communities Application

Land Use Economics and Residential & Commercial Demand Analysis

2

November 2023

DRIS Task Force Established

Feb - June 2024

Task Force: Visioning, Land Use Concepts & Urban Design

3

June 2024

Our Peachland Open House BBQ

Nov. 2024

Draft Strategy to Task Force

4

Jan - Mar 2025

Strategy and land economics analysis revisions

April 2025

Draft framework to Council

TASK FORCE & ENGAGEMENT

DRIS TASK FORCE

- DRIS Task force met 6 times over the course of 2024 to provide feedback and input on plan documents.
- Task Force has emphasized and influenced many aspects of current framework., including:
  - Improve economic viability
  - Supporting new growth
  - Maintain small-town character elements

DRIS What We Learned Report

- Summarizes results of engagement with the DRIS Task Force and public

DRIS WHAT WE LEARNED REPORT

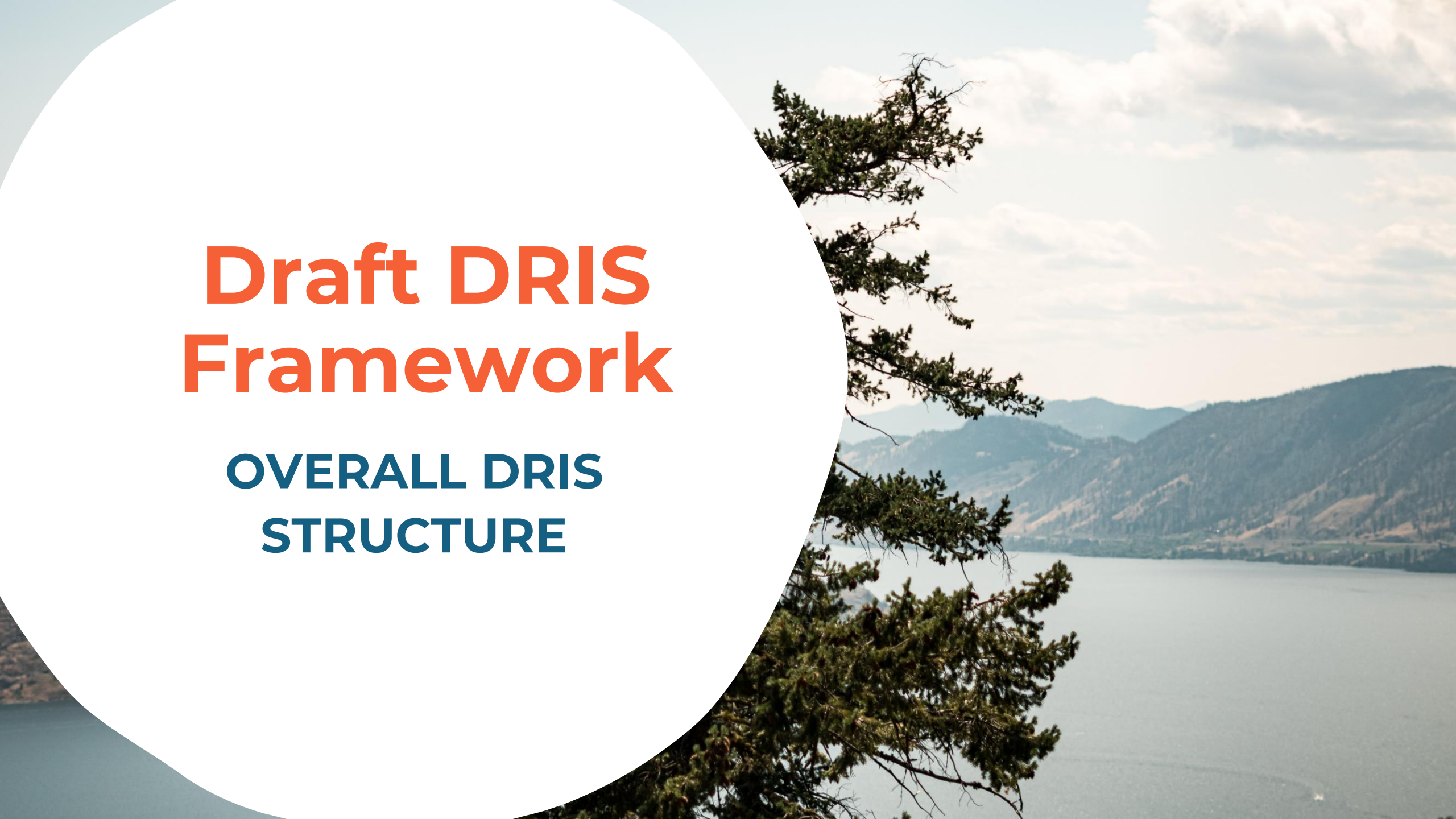
PEACHLAND DOWNTOWN REVITALIZATION IMPLEMENTATION STRATEGY ENGAGEMENT SUMMARY

March 25, 2025

304 - 1353 Ellis Street, Kelowna, BC V1Y 1Z9 | T: 250.762.2517

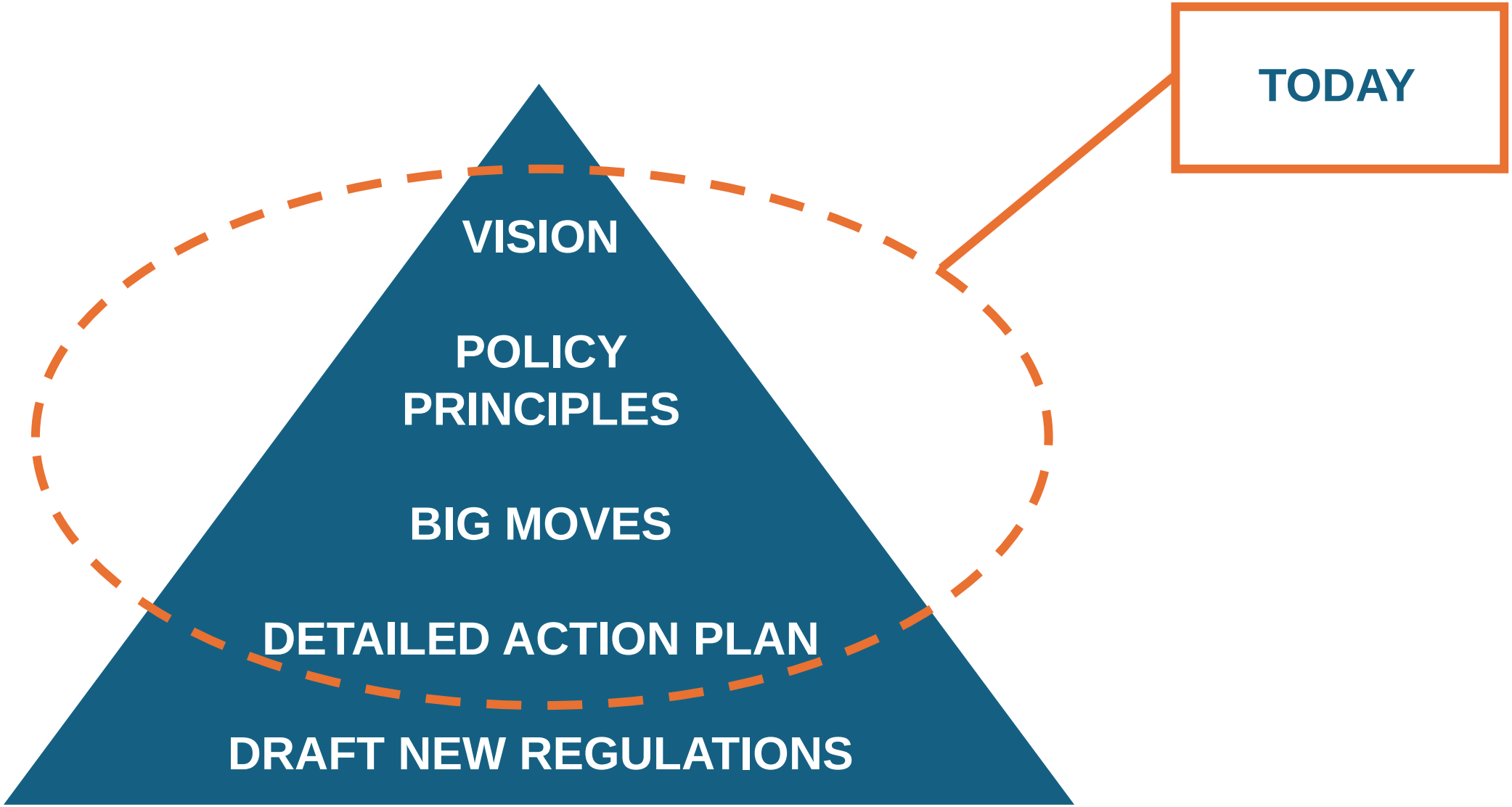
Draft DRIS Framework

OVERALL DRIS STRUCTURE

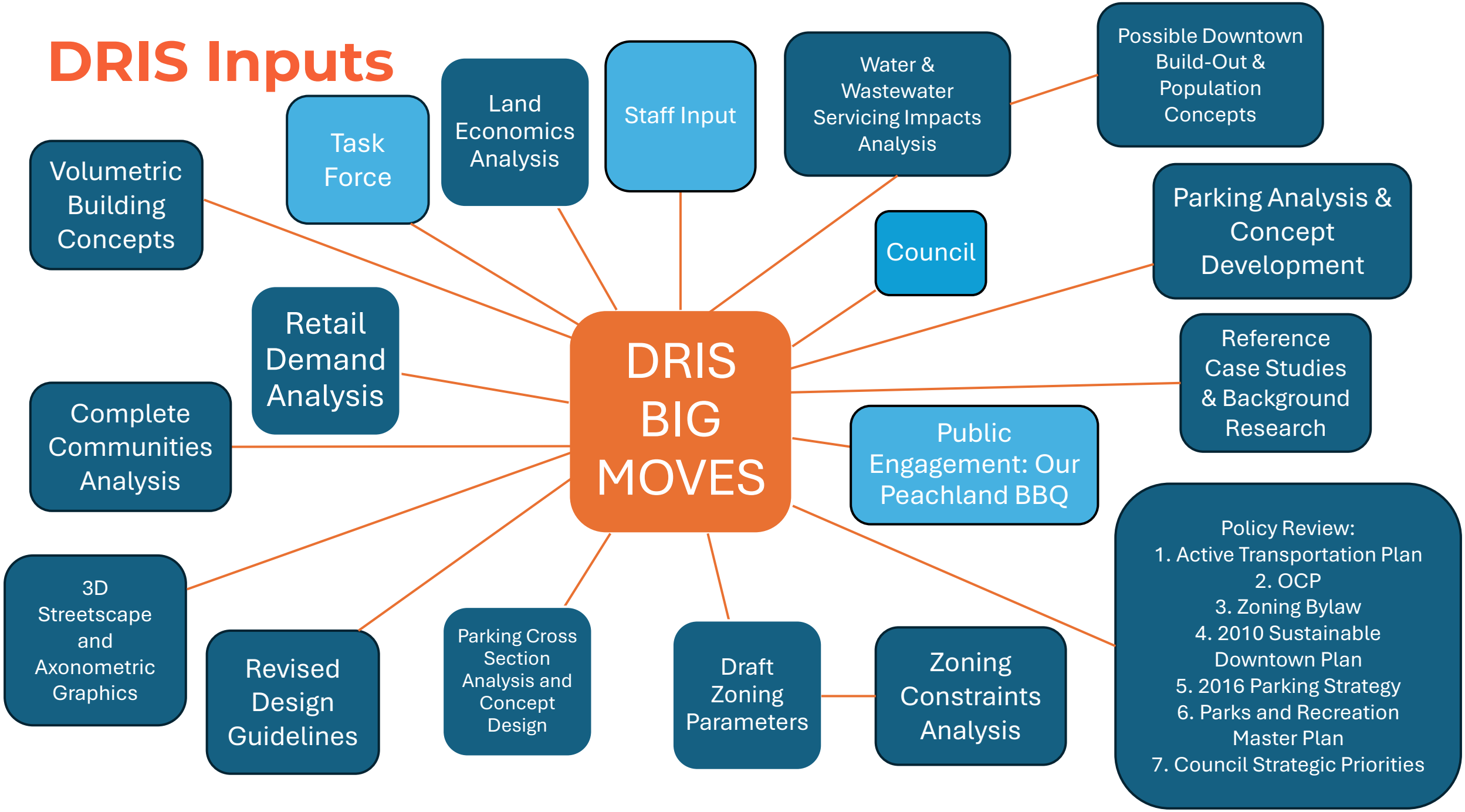


DRIS Framework

DRIS Framework

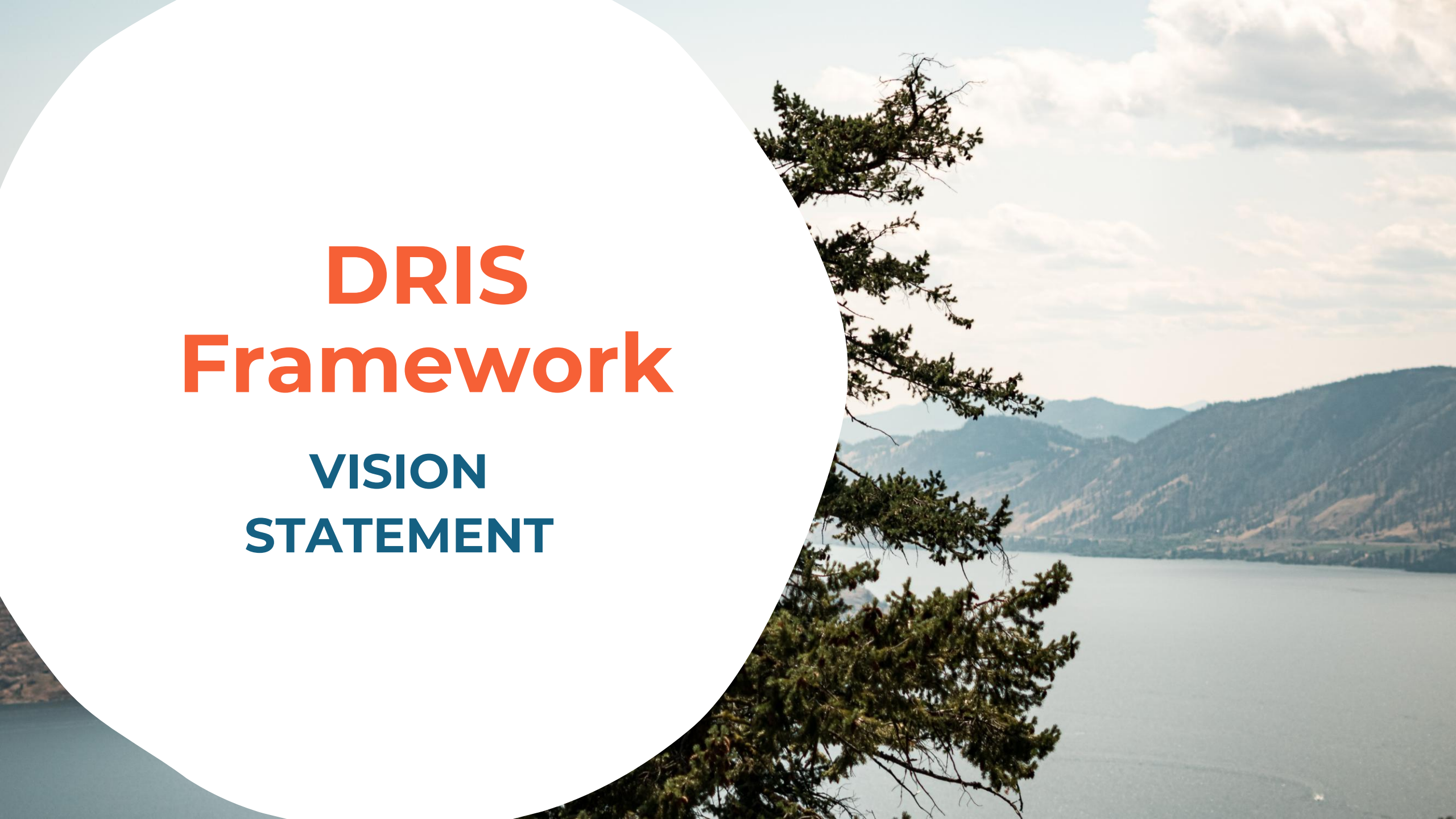


DRIS Inputs


DRIS BIG MOVES
Volumetric Building Concepts
Task Force
Land Economics Analysis
Staff Input
Water & Wastewater Servicing Impacts Analysis
Possible Downtown Build-Out & Population Concepts
Council
Parking Analysis & Concept Development
Retail Demand Analysis
Reference Case Studies & Background Research
Complete Communities Analysis
Public Engagement: Our Peachland BBQ
3D Streetscape and Axonometric Graphics
Revised Design Guidelines
Parking Cross Section Analysis and Concept Design
Draft Zoning Parameters
Zoning Constraints Analysis
Policy Review:
1. Active Transportation Plan
2. OCP
3. Zoning Bylaw
4. 2010 Sustainable Downtown Plan
5. 2016 Parking Strategy
6. Parks and Recreation Master Plan
7. Council Strategic Priorities

DRIS Framework

VISION STATEMENT



Vision Statement

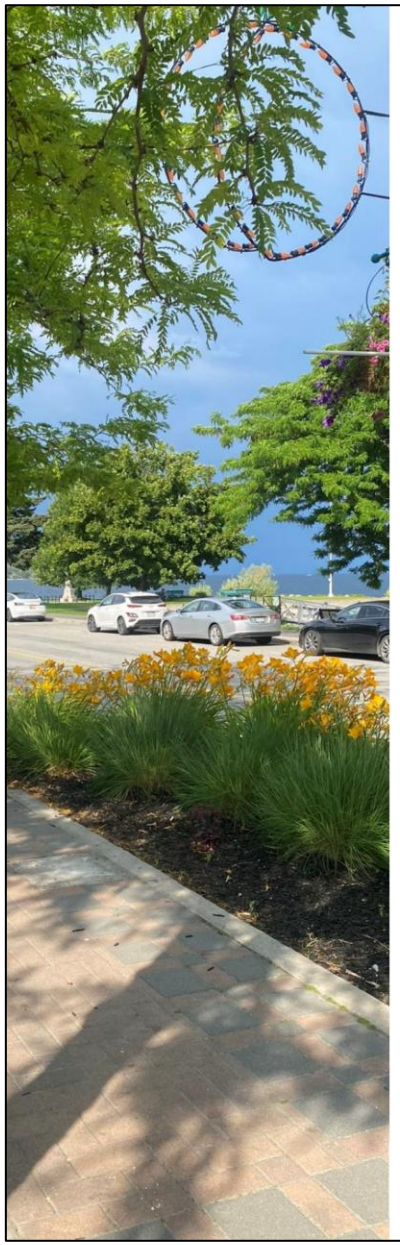
DYNAMIC AND LIVELY HUB
- Establish downtown Peachland as the main hub of daily needs for Peachland residents.

YEAR-ROUND ECONOMY
- Support for existing small businesses and cultivating new, year-round retail and commercial opportunities.

WATERFRONT BEAUTY
- Recognition of the waterfront as a key public asset and promoting pedestrian-friendly spaces.

SERVICES AND HOUSING CHOICES
- Integration of a diverse mix of housing, service, and commercial uses downtown will support the development of a complete community.

UNIQUE CHARM
- Emphasis on Peachland's unique character, charm, and distinctiveness.

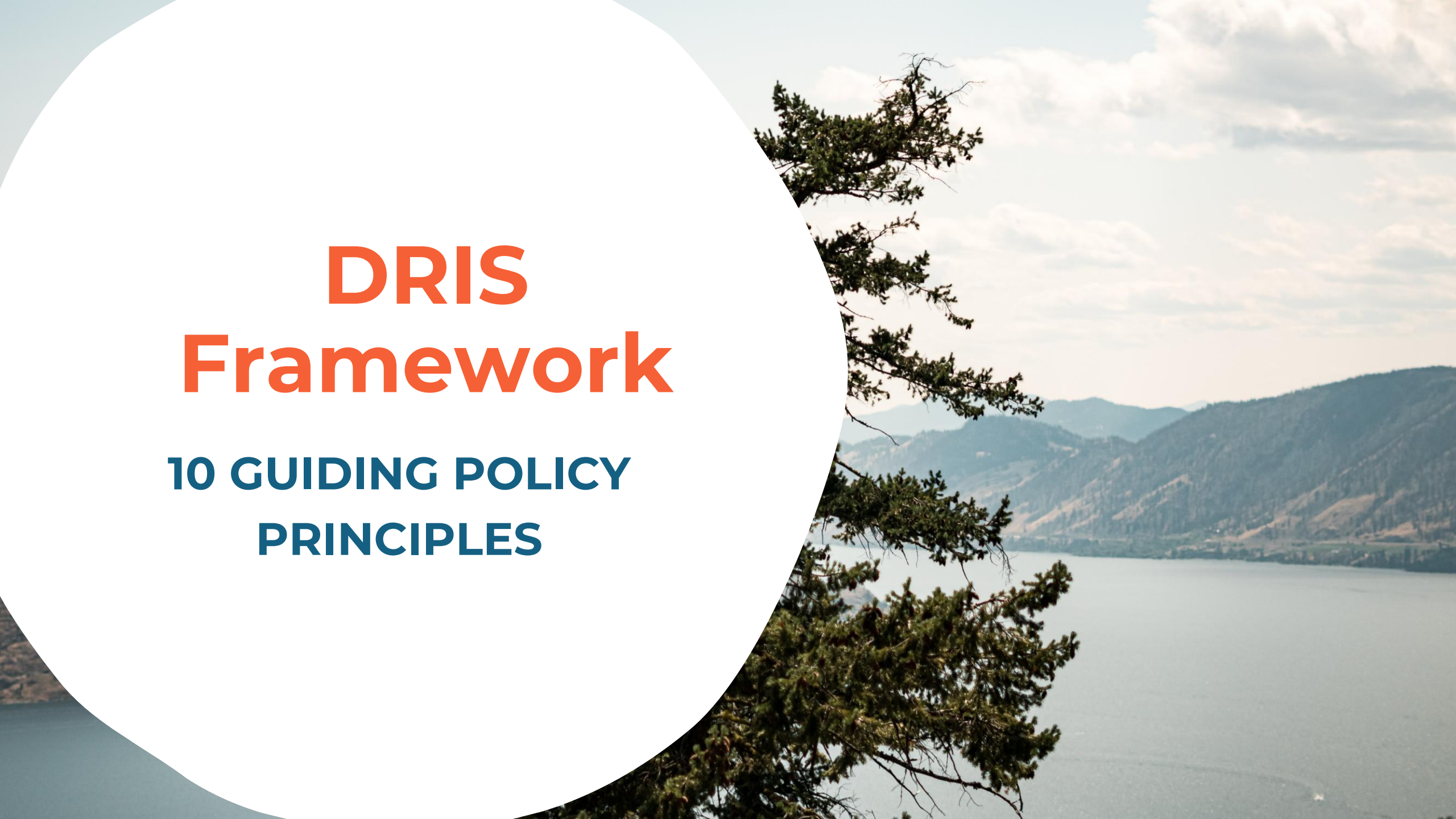


DOWNTOWN VISION

Downtown Peachland is a dynamic and lively hub of the community. It fosters a strong year-round economy and meets the evolving needs of the community by embracing change and new development. With its history and waterfront beauty, it attracts residents and visitors of all lifestyles, ages and abilities to live, work, gather and play. Downtown Peachland offers a wide variety of services and housing choices, creates new opportunities for small business, shopping, recreation, tourism and hospitality, while still offering a unique charm.

DRIS Framework

10 GUIDING POLICY PRINCIPLES



10 Guiding Policy Principles

MIXED USE GROWTH AREA

Downtown Peachland is a priority growth area and distinctive mixed-use hub that meets the daily needs of the community.

ECONOMIC VIABILITY

Peachland supports economically viable mixed-use redevelopments in its Downtown.

TOURISM AND HOSPITALITY

Downtown Peachland is a year-round destination for tourism and hospitality.

COMMUNITY AND CONNECTIONS

Downtown Peachland is connected socially and with multiple transportation options to the rest of the community.

10 Guiding Policy Principles

PEDESTRIAN SCALE

Downtown Peachland prioritizes the pedestrian scale.

CHANGE IS SUPPORTED

Downtown Peachland embraces change and new ideas that contribute to the Vision.

WATERFRONT

Downtown Peachland connects to and interacts with its waterfront.

HISTORY AND SENSE OF PLACE

Downtown reflects Peachland's history and sense of place.

10 Guiding Policy Principles

ADVOCACY AND PARTNERSHIPS

Peachland advocates for the success of its growing Downtown.

OKANAGAN CONNECTIONS

Downtown Peachland complements the natural beauty of the Okanagan.

Draft DRIS Framework

5 BIG MOVES

5 BIG Moves

1. Update OCP and Zoning regulations.
2. Actively prioritize and invest in Downtown.
3. Modernize Parking Policies
4. Activate Public and Pedestrian spaces
5. Improve active transportation to Downtown

5 BIG Moves

- Actions grouped into ‘Big Moves’: each represents a significant step towards the vision
- Big Moves are complementary: More actions implemented will result in improved viability.

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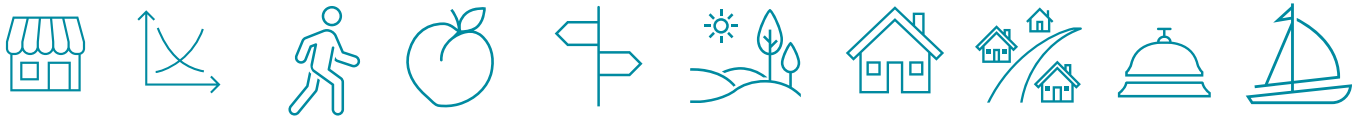
- **Actions grouped into ‘Big Moves’: each represents a significant step towards the vision**
- **Big Moves are complementary: More actions implemented will result in improved viability.**

Guiding Policy Principle	Big Move	Actions	Why is this necessary and how does this it support the Vision?



Guiding Policy Principle	Big Move	Actions	Why is this necessary and how does this it support the Vision?
Mixed-Use [illegible]th Area Economic Viability Pedestrian Scale History & Sense of Place Economic Viability Okanagan Connections	1 Update OCP and Zoning regulations to establish clear design expectations that maintain the identity of Downtown Peachland and align with economic feasibility. Urgency: Very High Timeline: Immediate	**Adopt New and Clarifying OCP Policy** [illegible]date the [illegible] Plan wil[illegible] design [illegible] supporting policies for the strategy area informed by the 10 Guiding Principles. • Implement new Design Guidelines for Downtown Peachland to ensure that development aligns with the Vision and Principles, including objectives such as: o New development maintains the historic, small-scale pattern of individual, narrow, and unique building facades; o New development is sensitive to the existing context and authenticity; o Prioritizes pedestrians and is scaled to complement existing character; **Align Zoning Regulations with Economic Feasibility** • Amend Zoning within the DRIS Plan area to accommodate mixed used developments that aligns with current economic feasibility parameters identified by the DRIS process. Incorporate the following parameters into Zoning: **Height**: Beach Avenue Area: 16.8 metres (5 storeys) (No change); Waldo Way Area: 23 metres (6-7 storeys) **Density**: Beach Avenue Area: Increase base density to 3.0 FSR[1] (Currently limited by density bonus and 67% residential maximum); Waldo Way Area: Increase base density to 3.5 FSR[2] (Currently limited by density bonus) **Setbacks**: Beach Avenue Area: No setbacks 1st and 2nd storey. Mandatory 3.0 metre step-back above 2nd storey (facing street); Waldo Way Area: No setbacks 1st and 2nd storey. Mandatory 3.0 metre step-back above 2nd storey (facing street). **Land Use**: Beach Avenue Area: Ground level commercial mandatory. Minimum 1 entrance every 15 metres. Maximum commercial size 1,000m². Must include residential uses.; Waldo Way Area: Ground level commercial optional. Must include residential uses.	Updating the Official Community Plan (OCP) by implementing new architectural design guidelines for Downtown Peachland will establish clear expectations for architectural design elements that reflect Peachland’s character while promoting high-quality mixed-use spaces. Current zoning is outdated and imposes significant economic barriers to redevelopment. Creating more economic feasibility and certainty for development projects, while enforcing character requirements such as building stepbacks and commercial unit width, will support implementation of the Vision. These actions increase opportunities for a variety of new housing types within mixed use developments, which is critical to the success of Downtown.

1 Update OCP and Zoning Regulations to create clear design expectations that maintain the identity of Downtown Peachland, and align with economic feasibility.

Require High Quality Mixed-Use Development

- New “Downtown” designation
- New Design Guidelines

Align Zoning Regulations with Economic Feasibility

- Amend Zoning to accommodate mixed used developments that aligns with economic feasibility

Principles Supported

1 Update OCP and Zoning Regulations to create clear design expectations that maintain the identity of Downtown Peachland, and align with economic feasibility.

Require High Quality Mixed-Use Development

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Align Zoning Regulations with Economic Feasibility

- Amend Zoning to accommodate mixed used developments that aligns with economic feasibility

Principles Supported

How Does This Support the DRIS Vision?

- ☑ **Establish clear expectations for architectural design elements that reflect Peachland’s character**
- ☑ **Replace outdated zoning to create more economic feasibility and certainty for development projects**
- ☑ **Increase opportunities for a variety of new housing types within mixed use developments**

Zoning and Development Constraints

Zoning Constraints:

- Height limits
- Floor Area Ratio
- Limits on percentage of residential uses
- Parking requirements

Development Constraints:

- Small lots requiring consolidation.
- Inefficient land uses.
- Difficult market conditions.
- Timelines and risk associated with approvals processes

Existing Zoning

Downtown Boundary

Zoning

- C2 - Core Commercial
- C3 - Convenience Commercial
- CR1 - Mixed Use
- P1 - Parks and Open Space
- P2 - Public/Institutional
- R1 - Single Detached Residential
- RM4 - Multi-Unit Residential - Medium Density

Museum
HWY 97
1 ST
2 ST
3 ST
4 ST
5 ST
6 ST
WALDO WAY
BEACH AVE
Municipal Office
Ambulance Station
Church
Church
Community Centre
Visitor Centre
Cousins Park
LEGEND
PLAN AREA
DISTRICT OF PEACHLAND OWNERSHIP
SINGLE PARCEL OWNERSHIP
MULTIPLE PARCELS WITH SINGLE OWNERSHIP
LAND OWNERSHIP DIVIDE

Proposed *Draft* Zoning Framework

	Beach Avenue Area	Waldo Way Area
Height	16.8 metres (5 storeys) (No change)	22 metres (6-7 storeys)
Density	Increase base density to 3.0 FSR (Currently limited by density bonus and 67% maximum residential)	Increase base density to 3.0 FSR (Currently limited by density bonus)
Setbacks	No setbacks 1st and 2nd Storey 3.0 metre stepback above 2nd storey (facing street)	No setbacks 1st and 2nd Storey 3.0 metre stepback above 2nd storey (facing street)
Land Use	Focus on small-scale historic character. Ground level commercial mandatory Minimum 1 entrance every 15 metres Maximum commercial size (~1,000m2) Must include residential uses	Ground level commercial optional. Must include residential uses.

Proposed *Draft* Design Guidelines

Role of Design Guidelines

- Set clear expectations for design, form, character and function of new development
- Communicate 'what' features the desired streetscape should include or how it functions
- Applied to all development projects: Applicants required to respond how they meet intent
- Design Guidelines must be flexible to adapt to multiple situations

Draft Design Guidelines: Intent and Objectives

- Package contains separate components for Beach Avenue and Waldo Way
- Intent: Describe the overall purpose of this set of guidelines
- Objectives: Describe specific outcomes
- Guidelines: Provide specific guidance and standards

Proposed *Draft* Design Guidelines

Entire Plan Area	Beach Avenue	Waldo Way
• Maintain or improve authenticity • Be sensitive to surrounding context • Prioritize pedestrians • Create a human scale • Create diverse and vibrant streetscapes	• Maintain historic small scale retail frontages • Minimize impact of height and massing • Create opportunities for public space/gathering • Immersive streetscape to support businesses • Interact with waterfront	• Transition in height from Beach Avenue • Support diverse housing forms • Maintain or improve street and pedestrian connectivity • Create additional public/semi-private spaces • Create interactions with ground floor residential

3.
6.
2.
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5.

Edward Jones INVESTMENTS
FISH & CHIPS
GROCERIES | MEAT
PRODUCE | BAKERY

1. Maximum 15 metre commercial unit width. Each required to have unique individual frontage treatment and door to the street

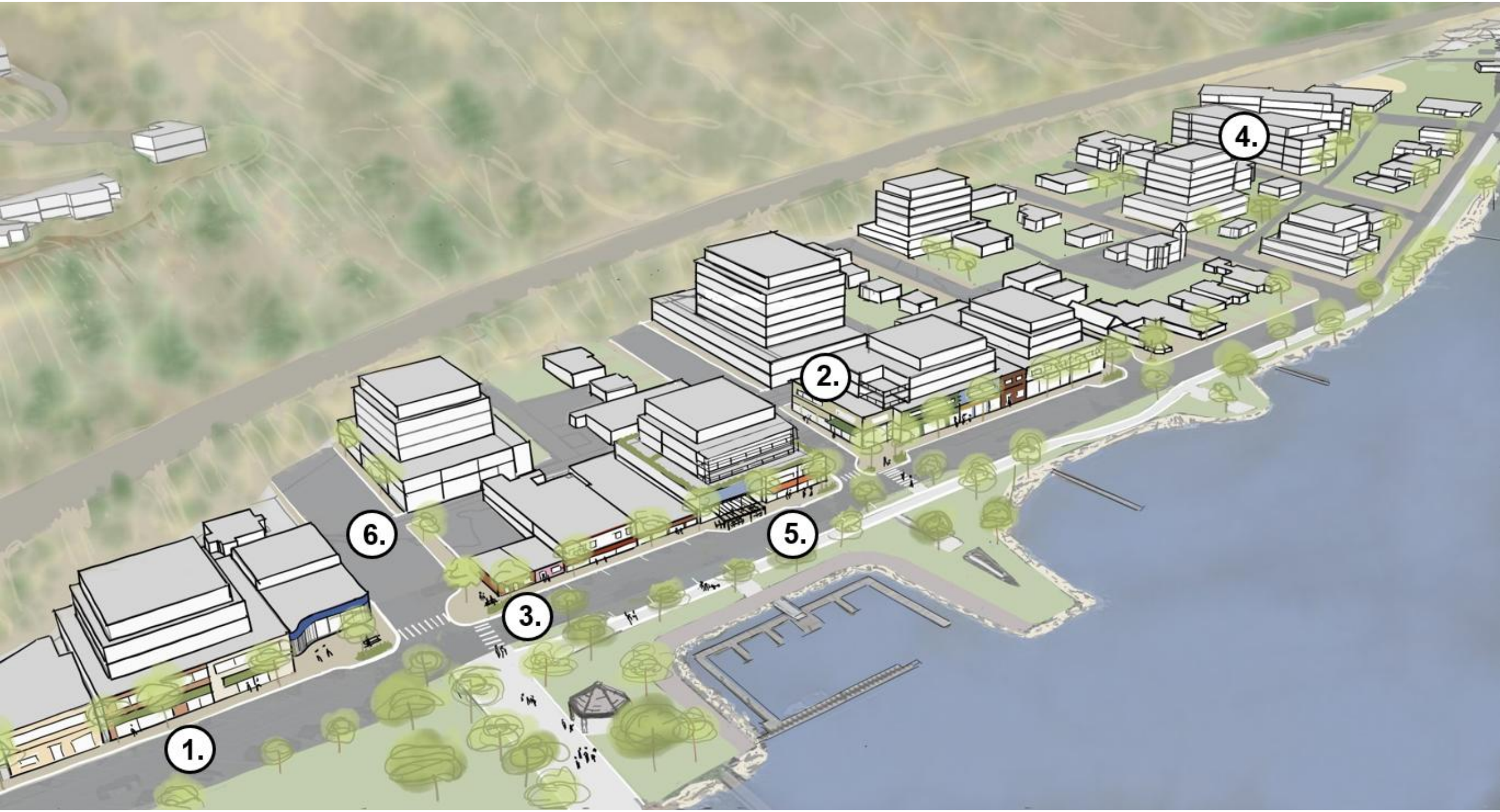
2. Mandatory 3.0 ‘step back’ above 3rd storey

3. Maximum 5 storey height

4. Mandatory commercial on ground level. Residential on floors 2 – 5

5. Reconfigured parallel parking and expanded sidewalk/patio area

6. Maximum 7 storeys with mandatory stepbacks above 2nd storey with opportunity for businesses or Townhouses at street level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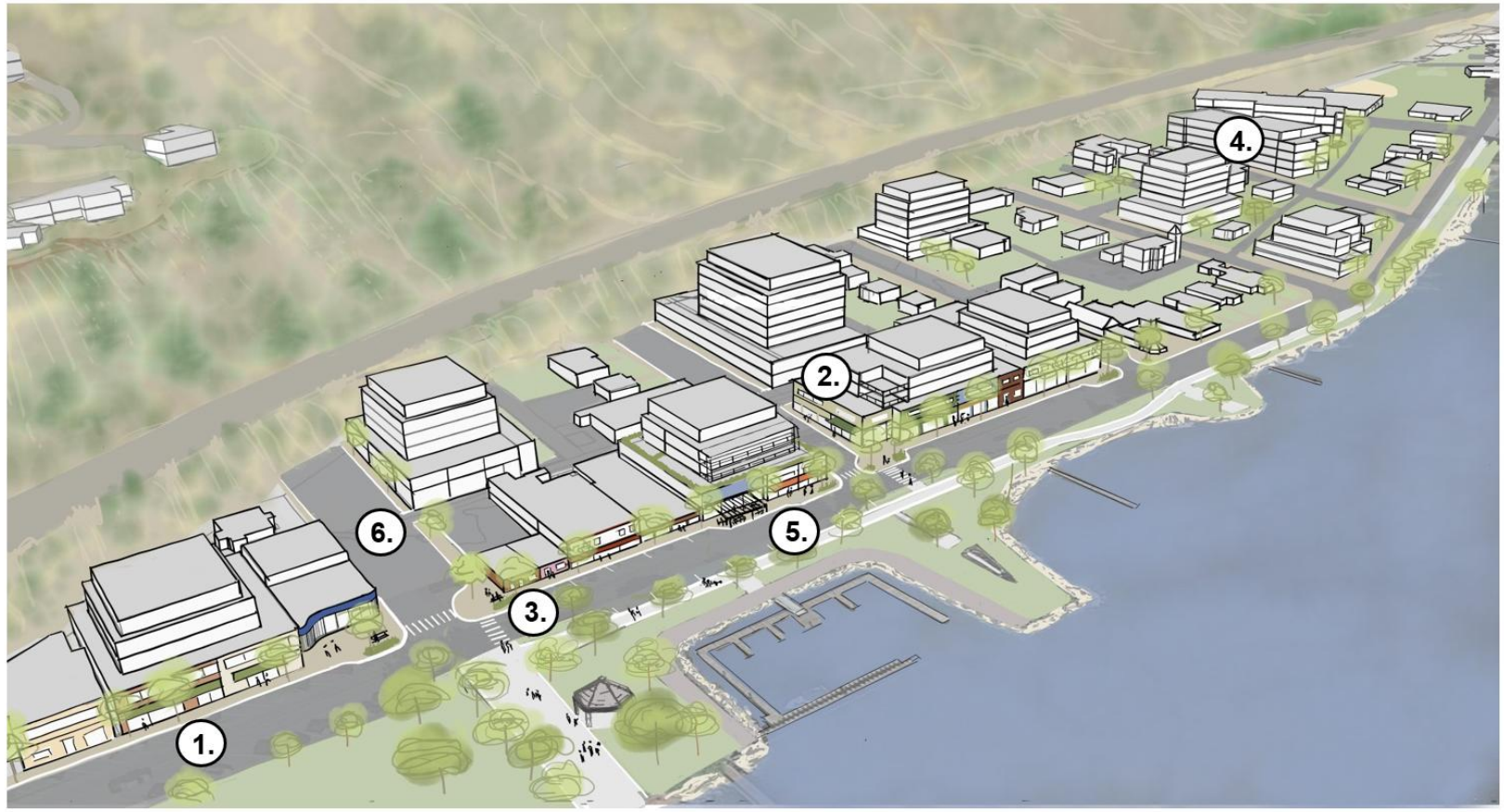

1. Allow for lot consolidation and larger development but require 15-metre-wide individualized storefronts

2. Mandatory stepbacks above 2nd storey. Through design guidelines, encourage terracing and design that does not attract attention away from Beach Avenue businesses

3. Building siting should help define streetscapes so that they front and frame public streets with wide sidewalks and street furniture to support a culture of walking

4. Buildings should provide an appropriate transition between differing scales and heights of neighbouring buildings using massing and articulation (stepped ends, colour, materials, varied roofs).

5. Gathering spaces should be incorporated into site and public space design (patios and seating areas, courtyards, site furnishings, public art) that integrate with and positively contribute to the safety and vibrancy of the street.

6. The incremental delivery of mid-block connections to Beach Avenue (with appropriate air and light penetration) through development/redevelopment contributions are encouraged.

Break

2 Actively prioritize and invest in the growth and development of the Downtown.

Provide Financial Incentives

- Downtown Revitalization Tax Incentive Program
- DCC Reduction Program, Density Bonus Program
- Streamline approvals process, capital project construction

Actively Undertake Economic Development

- Dedicated economic development function: regional coordination, grant funding opportunities, partnerships, tourism growth.

Capitalize on Municipal Land

- Strategy for municipal lands / catalyst project

Principles Supported

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Principles Supported

How Does This Support the DRIS Vision?

- ☑ **Clear message to the development community and investors that Downtown Peachland is ready for new growth**
- ☑ **Actively advocate for development investment in Downtown**
- ☑ **Downtown Peachland remains a thriving economic hub year-round**

3 Modernize Parking Policies

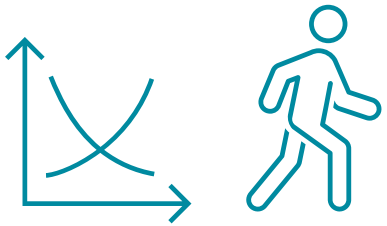
Reduce Parking Requirements

- Reduce parking requirements – amend zoning bylaw

Initiate Parking Demand Management

- Eliminate off-street commercial parking requirements (retail and customer focused).
- Reduce residential parking to one stall/unit for apartments.
- Begin to implement demand management (ie time-limited).

Principles Supported



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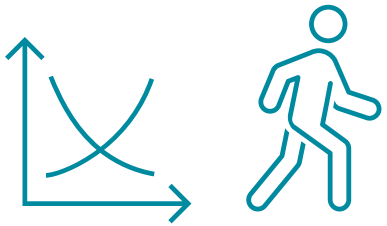
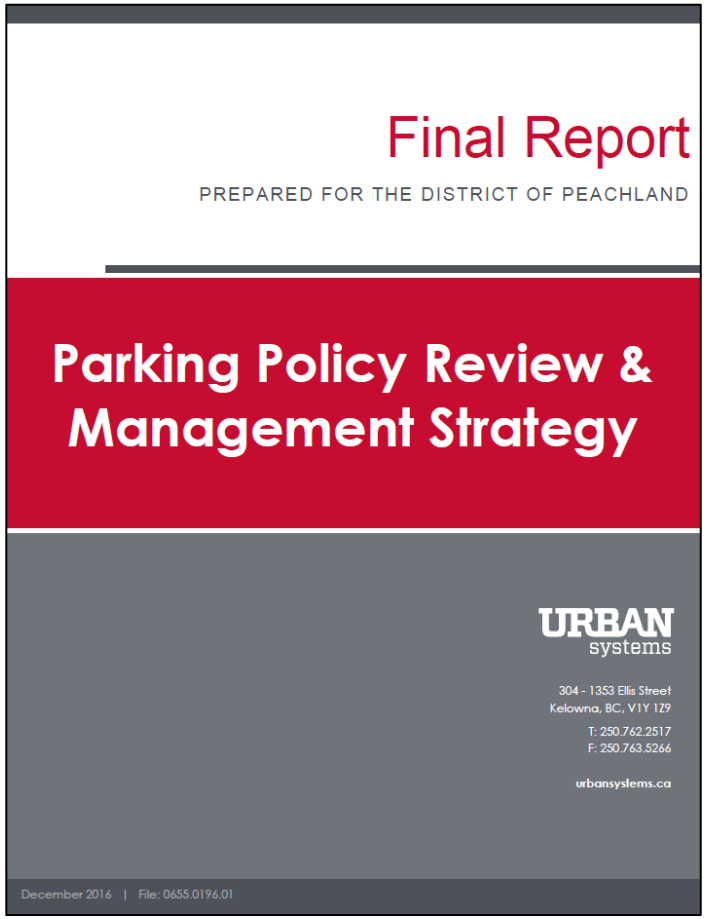


How Does This Support the DRIS Vision?

- ☑ **Reducing parking requirements provide a large financial incentive for new developments**
- ☑ **Reduce reliance on car-centric infrastructure**
- ☑ **Research shows that there is adequate on-street parking to support an expansion of commercial uses**

2016 Peachland Parking Policy Review

- Findings remain relevant
- Adequate supply of on-street parking for existing <u>and</u> additional commercial uses.
- Overall utilization averaged at 39%. Peak periods at 52%
- Distributed unevenly: busy areas require demand management (ie time limited)
- Ongoing management and adjustment necessary to support DRIS implementation.


Final Report

PREPARED FOR THE DISTRICT OF PEACHLAND

Parking Policy Review & Management Strategy

URBAN systems

304 - 1353 Ellis Street
Kelowna, BC, V1Y 1Z9
T: 250.762.2517
F: 250.763.5266

urbansystems.ca

December 2016 | File: 0655.0196.01

4 Invest in Public and Pedestrian spaces in Downtown Peachland

Expand Space for People

- Expand public and patio space on Beach Avenue by reconfiguring angular parking with parallel parking.
- Undertake space activation through parks planning and event planning.

Improve Wayfinding and Traffic Calming

- Implement Traffic Calming.

Principles Supported

4 Invest in Public and Pedestrian spaces in Downtown Peachland

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- Undertake space activation through parks planning and event planning.

Improve Wayfinding and Traffic Calming

- Implement Traffic Calming.

Principles Supported

How Does This Support the DRIS Vision?

- ☑ **Enhance public spaces to draw people to downtown, support business and create a more engaging and vibrant downtown**
- ☑ **Capitalize on the visas in Downtown Peachland, encourage people to stay and support it as a destination for leisure and tourism**

5 Invest in improved active transportation connections to and within the Downtown

Active Transportation Improvements

- Prioritization of projects in capital planning to connect users to downtown.
- Investigate seasonal shared micromobility program (i.e. scooters, e-bikes).

Principles Supported

5 Invest in improved active transportation connections to and within the Downtown

Active Transportation Improvements

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- Investigate seasonal shared micromobility program (i.e. scooters, e-bikes).

Principles Supported

How Does This Support the DRIS Vision?

- ☑ **Supporting year-round accessibility through investments in cycling infrastructure**
- ☑ **Reduce reliance on vehicle trips and parking.**
- ☑ **Strengthen the role of Peachland's downtown as a regional destination for business and tourism.**

Supporting Actions

Immediate & Ongoing Actions

- Downtown Placemaking and Activation
- Heritage Preservation and Enhancement
- Indigenous Outreach and Placemaking
- Climate Resiliency

DRIS is focused on immediate implementation: a time limited plan.

Final plan <u>will</u> document important supporting actions that were identified through the process – to be carried forward in future planning and implementation work.

Land Economics and Development Viability

MARKET DYNAMICS OF DEVELOPMENT

- Value of any land is based on what it can be used for, in the local market context.
- Property value based on either (1) **existing use**, or (2) **redevelopment**
- If value supported by an **existing use with a value more than a developer can pay**, property remains as-is.
  - *Often the case for many properties that seem to be good development sites*
- When value supported by **redevelopment with a value greater than the existing use**, then redevelopment usually follows.
- Land value supported by redevelopment determined by a pro forma analysis that looks at *Residual Land Value (RLV)*

URBAN SYSTEMS

WHAT GOES INTO A PRO FORMA?

- A ‘budget sheet’ for a prospective development project
- Determining what land is worth, or if a development is likely to happen, involves analysis looking at the following key components:

  - **Revenues:** estimates of achievable revenues of completed project (condo sales, rental rates, retail lease rates etc.)
  - **Costs:** all costs of creation, including construction costs, professional fees, municipal fees, levies, and carrying costs (e.g., property taxes)
  - **Profit:** allowance for profit margin

[Can solve for **land value** by subtracting costs and profit from revenue, OR, can solve for **profit margin** by including land cost as a fixed variable.]

URBAN SYSTEMS

ECONOMIC CONSIDERATIONS

- If land cost is fixed, solve for profit margin:
  - (Revenues – construction costs – land costs – financing costs) = Profit
  - Profit expressed as a % of total costs, including land
  - Typical 'hurdle' for viability = 15%
  - Minimum threshold for marginal viability = 10-12%.

- If land cost is not fixed, solve for supported land value
  - Profit margin becomes a fixed cost variable
  - Solve for land value
  - Revenues – construction costs – financing costs – profit margin = land value
  - Can determine viability of a project by comparing land value supported by development to value of site for current use.

URBAN SYSTEMS

ECONOMIC CONSIDERATIONS

- In a competitive market, developers cannot arbitrarily pass on new costs to buyers / renters, nor can they arbitrarily reduce other development costs.

- Development takes time, requires capital, and involves risk. Profit requirement reflects this. Additional time = additional risk = additional profit.

- Profit margin requirements are set by competitive marketplace. Below a threshold, developers will not undertake projects, and lenders will not back projects.

ANALYSIS APPROACH

- Selected case study sites for evaluation of viability
- Conducted market research for inputs to financial analysis:
  - Construction costs
  - Interest rates
  - Unit prices
  - Commercial lease rates
- Calculate residual land values for each case
- Can examine changes to viability based on variations in density, variations in delivery of parking.

MARKET CONTEXT

- State of significant uncertainty and headwinds
- Challenges re: costs of construction
  - Rising material costs, and more uncertainty on horizon
  - Labour shortages (although some relief there with projects pausing)
  - Persistent high land prices
  - Lengthy approvals processes increasing carrying costs and uncertainty
- End-user challenges impacts achievable pricing and pace of sales
  - Condo pre-sales have stalled; absorption uncertain; market is re-calibrating
  - Most condo developers pausing projects
  - Investors have largely left the market
  - Downsizers not wanting to buy pre-sales (fearing falling value)
  - End-users wary of buying pre-sales into falling market

Scenario Viability

- Detailed proforma analysis was undertaken for 2 sites in downtown Peachland.
- Each test site scenario tested was categorized as “Viable”, “Not Viable” or “Marginal”
  - **Viable** represents the necessary profit margin to attract development and secure external financing
  - **Marginal** represents the profit margin that could be viable if market conditions shifted slightly
  - **Not Viable** represents a profit margin that cannot secure external financing and is too risky to attract developers
- The results of the analysis are color coded as per the chart below:

Result	Color
Viable	Green
Not Viable	Orange
Marginal	Purple

Summary of Land Economics Scenarios

Waldo Way Site – 2,250m^2

Scenario	Description	Viability	Approximate Number of Units
1	1 level semi-submerged parking with 6 stories woodframe above. 3.0 FSR	**Viable**	60 (60 Parking Stalls)
2	Podium with townhouses, 2 level parking behind townhouse, 4 storeys apartment above 90% site coverage podium 2.8 FSR	**Not Viable**	6 Townhouses 49 Apartments 55 units (91 parking stalls)
3	2 levels parking (one level semi-submerged), 5 storey woodframe building above, 90% site coverage podium, residential only in apartment. 3.0 FSR	**Not Viable**	60 units 120 parking stalls

Summary of Land Economics Scenarios

Beach Avenue Site

Scenario	Description	Viability	Approximate # Units (Parking)
1 (1,113m^2 site)	4 storeys Mixed use ground-flood (40% commercial, 60% parking) FSR: 2.5	**Not Viable**	21 (~20 Parking stalls)
2 (1,113m^2 site)	5 storeys Mixed use ground-floor FSR: 3.0	**Marginal**	26 (~20 Parking stalls)
3 (2,780m^2 site)	Block Consolidation Mixed Use Ground Floor FSR: 3.0	**Not Viable**	65 (~55 parking stalls)

Summary of Land Economics Scenarios

- Scenario testing demonstrates that 3.0 FSR is the minimum threshold for multi-unit apartment viability.

- Mixed use projects along Beach Avenue may not be realized in the current market. Other land uses (hotel/resort/rental) may be feasible; further testing would be required.

- Modelling shows that parking rates in excess of 1.0 stall per unit will render a project financially unviable. Incremental cost of parking estimated at ~100,000/stall.

- Opportunities to explore residential only/limited commercial uses on Beach Avenue sites at north end of Downtown to support redevelopment viability within plan area.

Next Steps

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Recommendations:

- Receive the draft DRIS framework
- Refer the draft DRIS Big Moves to the Task Force for comment
- Committee of the Whole recommend that Council direct staff to undertake public engagement at the Mayor's BBQ Event on the draft DRIS Framework
- Committee of the Whole recommend that Council direct staff to report back to Council with a summary of engagement alongside a final Downtown Revitalization Implementation Strategy for consideration