

**City of Kelowna
Regular Council Meeting
AGENDA**



Monday, February 28, 2022
9:00 am
Council Chamber
City Hall, 1435 Water Street

Pages

1. **Call to Order**
2. **Confirmation of Minutes** 2 - 3

Regular AM Meeting - February 14, 2022
3. **Reports**
 - 3.1. **2040 Official Community Plan Form and Character Development Permit Guidelines** 60 m 4 - 46

To provide Council with information regarding the new Form and Character Development Permit Guidelines that form part of the 2040 Official Community Plan.
4. **Resolution Closing the Meeting to the Public**

THAT this meeting be closed to the public pursuant to Sections 90(1) (e) (f) and (g) of the Community Charter for Council to deal with matters relating to the following:
 - Acquisition of Land
 - Law Enforcement
 - Potential Litigation
5. **Adjourn to Closed Session**
6. **Reconvene to Open Session**
7. **Issues Arising from Correspondence & Community Concerns**
 - 7.1. **Mayor Basran, re: Issues Arising from Correspondence** 15 m
8. **Termination**



**City of Kelowna
Regular Council Meeting
Minutes**

Date: Monday, February 14, 2022
 Location: Council Chamber
 City Hall, 1435 Water Street

Members Present Mayor Colin Basran, Councillors Maxine DeHart, Ryan Donn, Gail Given, Brad Sieben, Mohini Singh, Luke Stack and Loyal Wooldridge

Members participating Remotely Councillor Charlie Hodge

Staff Present City Manager, Doug Gilchrist; City Clerk, Stephen Fleming

(* Denotes partial attendance)

1. Call to Order

Mayor Basran called the meeting to order at 10:06 a.m.

2. Confirmation of Minutes

Moved By Councillor DeHart/Seconded By Councillor Hodge

R0104/22/02/14 THAT the Minutes of the Regular AM Meeting of February 7, 2022 be confirmed as circulated.

Carried

3. Resolution Closing the Meeting to the Public

Moved By Councillor Wooldridge/Seconded By Councillor Hodge

R0105/22/02/14 THAT this meeting be closed to the public pursuant to Section 90(1) (e) and (g) of the Community Charter for Council to deal with matters relating to the following:

- Acquisition of Land
- Disposition of Land
- Potential Litigation

Carried

4. Adjourn to Closed Session

The meeting adjourned to a closed session at 10:07 a.m.

5. **Reconvene to Open Session**

The meeting reconvened to an open session at 12:14 p.m.

6. **Issues Arising from Correspondence & Community Concerns**

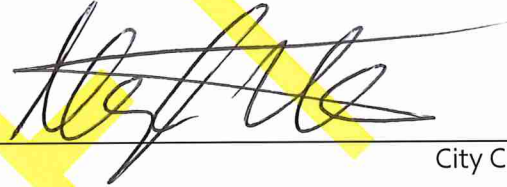
There were no issues arising.

7. **Termination**

The meeting was declared terminated at 12:14 p.m.

Mayor Basran

sf/acm



City Clerk

DRAFT

Report to Council



Date: February 28, 2022
To: Council
From: City Manager
Subject: 2040 Official Community Plan Form and Character Development Permit Guidelines
Department: Policy and Planning

Recommendation:
THAT Council receives, for information, the report from the Policy & Planning Department dated February 28, 2022 regarding the 2040 Official Community Plan Form and Character Development Permit Guidelines.

Purpose:
For Council to receive a presentation regarding the new Form and Character Development Permit Guidelines that form part of the 2040 Official Community Plan.

Background:
The 2040 Official Community Plan (OCP) was adopted on January 10, 2022 and includes a new set of Form and Character Development Permit Guidelines to guide development in Kelowna that meet specific criteria. During the development of the OCP, Council resolved that a workshop be held on these new guidelines to assist in future consideration of Development Permit applications. This report and the associated presentation aim to deliver on that Council Resolution.

Previous Council Resolution

Resolution	Date
THAT Council direct staff to provide an Official Community Plan 2040 Workshop on Development Permit Form and Character Guidelines at an appropriate time.	December 7, 2020

Discussion:
As one of the fastest growing cities in Canada, Kelowna is rapidly evolving. The recently adopted OCP provides a vision for how Kelowna will grow between now and 2040 and includes a new and comprehensive approach to Form and Character Development Permit Guidelines to guide development in the city. These new guidelines can be found in Chapter 18 of the Plan.

The 2040 OCP directs nearly half of all future residential development into the city's five Urban Centres and approximately another quarter into surrounding Core Area, charting a much more urban future for Kelowna. The form and character of that development will be a significant factor in the vibrancy, comfort, and overall quality of life for people that live, work and visit those neighbourhoods. This means that achieving urban design excellence is critical to the creation and evolution of great neighbourhoods and a cornerstone of successful OCP implementation.

The new Form and Character Development Permit Guidelines include but are not limited to the following:

- A layered hierarchical structure, with clear design foundations, key guidelines and rationale to frame specific guideline sections;
- A form-based approach to the guidelines, with different guidelines to reflect different forms and uses (i.e. townhouses, low/mid-rise, high-rise and boutique commercial, for example);
- Area-based guidelines for select comprehensive development zones;
- A more descriptive than prescriptive approach to the design guidelines; and
- An "Achieving High Performance" section that speaks to design solutions to address ongoing BC Step Code implementation.

Application of these design guidelines is not always a one-size-fits all process and requires discretion and balancing many factors to come to a decision. However, an understanding of the core objectives – those design foundations and key guidelines – is critical to achieving positive design outcomes and ultimately building great neighbourhoods. To assist Council with consideration for applications that must adhere to the new Form and Character Development Permit Guidelines, this report includes a copy of these guidelines alongside a presentation to Council from staff and the consultant that lead their development.

Conclusion:

The city is experiencing rapid growth and is anticipated to accommodate an additional 45,000 residents over the next 20 years. This, along with the introduction of new infill typologies to address redevelopment pressures and an increased focus from the City and community on design excellence and climate change resiliency, have underscored the importance of new and modernized guidelines. These guidelines aim to foster design excellence and enhance the built form by promoting high quality, safe, functional and attractive developments that contribute to the experience and quality of life of our residents.

The information included in this report and the associated presentation aims to provide Council with an understanding of the core elements of the new Form and Character guidelines, and equip Council to put them into practice when reviewing Development Permit applications.

Internal Circulation:

Divisional Director, Planning & Development Services
Department Manager, Development Planning
City Clerk
Communications Manager

Legal/Statutory Authority:

Local Government Act, Section 488

Existing Policy:

[2040 Official Community Plan: Chapter 18 – Form and Character Development Permit Guidelines.](#)

Submitted by:

Robert Miles, OCP Project Planner

Approved for inclusion:



Danielle Noble-Brandt, Dept. Manager of Policy & Planning



Form and Character Design Guidelines

February 28, 2022



- ▶ Guidelines in Context
- ▶ Achieving Urban Design Excellence
- ▶ Kelowna's New Approach
- ▶ Urban Design Foundations
- ▶ Key Elements and Approaches
- ▶ Implementation



Guidelines in Context

Design Guidelines & the OCP Update



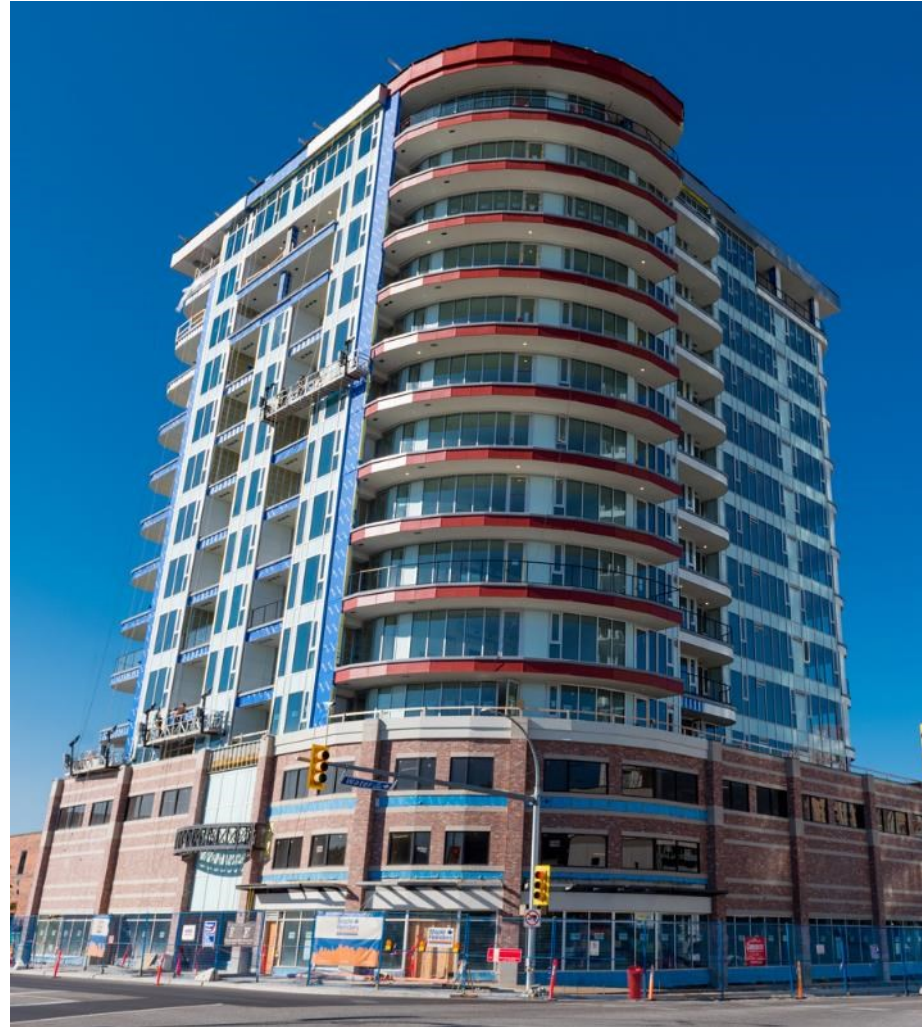
Local Government Act Authorization

- ▶ Section 488(1) of the Local Government Act allows for the establishment of development permit guides for:
 - ▶ Form and character of commercial, industrial and multi-family development
 - ▶ Revitalization of commercial areas
 - ▶ Intensive residential development
 - ▶ Energy and water conservation and GHG emission reduction
- ▶ Councils can delegate some or all authority for development permit approval to staff



Roles in Approval

- ▶ Development Procedures Bylaw delegates some approval authority to staff
- ▶ Staff are responsible for:
 - ▶ Working with applicants to achieve guideline intent on a case by case basis
 - ▶ Making recommendations to Council based on interpretation of guidelines
 - ▶ Applying design guidelines in a consistent manner (checklists, for example)
- ▶ Staff are advisors to Council when needed
- ▶ The City's goal is to achieve the Form and Character foundations and design intent while bringing on needed housing stock



Kelowna's Urban Future

- ▶ 73% of future residential growth targeted in Urban Centres and Core Area
- ▶ Urban Design will be critical to quality of life
- ▶ New Form and Character guidelines in 2040 OCP





Achieving Urban Design Excellence

The rationale for robust DP Design Guidelines

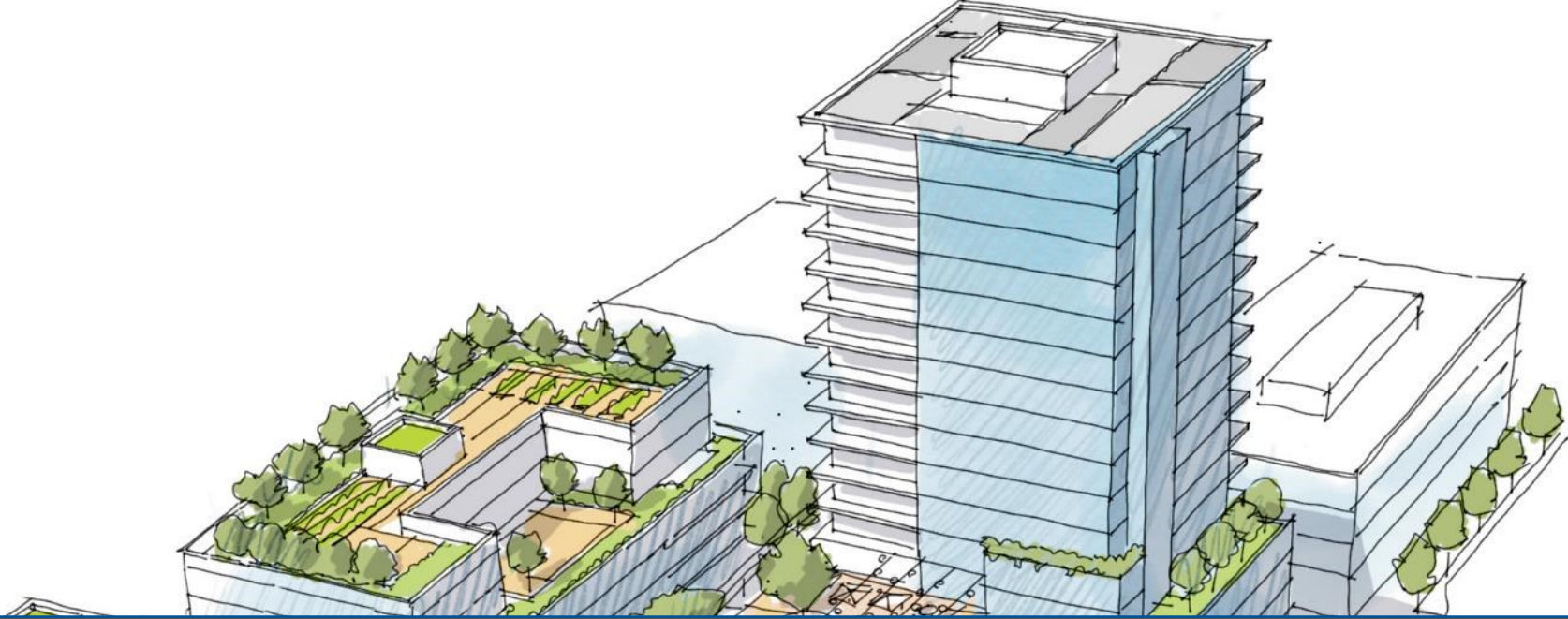


Urban Design Excellence

- ▶ A key component of the new OCP
 - ▶ Raising the standard and culture of design in Kelowna
- ▶ The importance of good urban design
 - ▶ Livability and quality of urban life
 - ▶ Integral to experience and acceptance of development
 - ▶ Creates and protects value and investment
 - ▶ Sense of place, community identity, and pride
 - ▶ Hard wires sustainability and resilience into Kelowna's built environment

Best Practices in Guidelines

- ▶ Focus on achieving **'first principles'**
- ▶ **Responsive to context:** fostering creative, innovative responses to unique site conditions, constraints and opportunities
- ▶ **Provide clear design guidance** to support an efficient, consistent and predictable development approvals process
- ▶ **Protect value,** creating a level playing field



Kelowna's New Approach

Structure, Sections, and Function



Structure

▶ Layered, hierarchical structure

- ▶ Principles/foundations,
 - ▶ Clear statement of design intent,
 - ▶ Design strategies (guidelines)

▶ Strong on foundations, intent, and rationale

- ▶ Less prescriptive but more robust and **with greater clarity**
- ▶ Adaptable to individual projects, sites and unique contexts on a case by case basis

Approach

- ▶ Descriptive (vs prescriptive) approach
- ▶ Clear statements of design intent with strategies and best practices for implementation
- ▶ More prescriptive guidance and metrics for building form, scale, orientation
- ▶ More descriptive for character, composition, site planning

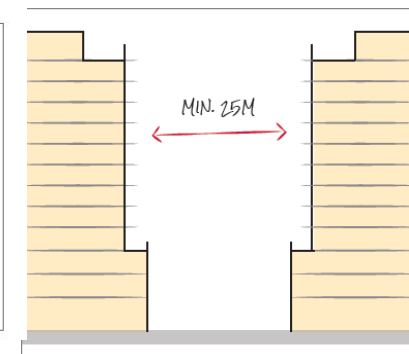
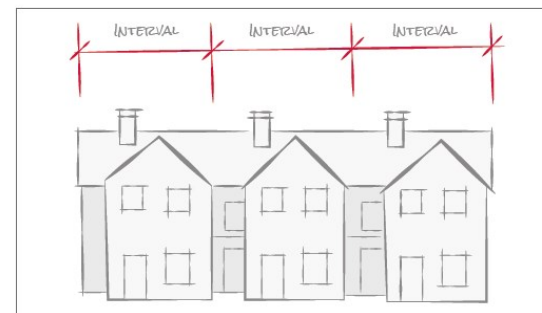
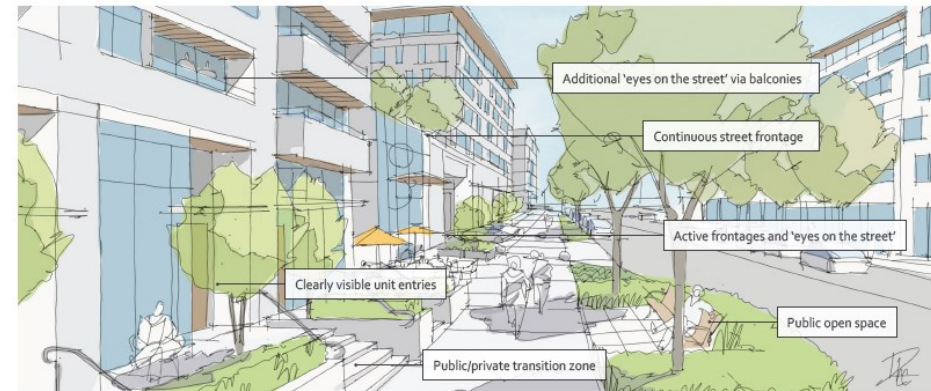


Figure 52: Provide separation distance between towers on the same site of 25m or greater (S-1.3 c).

DESIGN FOUNDATIONS
PAGE 18-8

APPLY TO ALL PROJECTS

GENERAL RESIDENTIAL AND MIXED USE DESIGN GUIDELINES
PAGE 18-9

TOWNHOUSES & INFILL
PAGE 18-19

**LOW & MID-RISE RESIDENTIAL
& MIXED USE**
PAGE 18-34

**HIGH-RISE RESIDENTIAL
& MIXED USE**
PAGE 18-42

APPLY TO SPECIFIC PROJECT TYPES

**RETAIL, COMMERCIAL & INDUSTRIAL
DESIGN GUIDELINES**
PAGE 18-52

**BOUTIQUE
RETAIL**
PAGE 18-57

**LARGE FORMAT
RETAIL**
PAGE 18-58

**INDUSTRIAL &
SERVICE COMMERCIAL**
PAGE 18-59

INSTITUTIONAL
PAGE 18-62

APPLY TO SPECIFIC PROJECT TYPES

2.0

DESIGN FOUNDATIONS

Urban design is the comprehensive and cohesive combination of buildings, streets, and open spaces. Good urban design is primarily determined by the relationship between the public and private realm at the street level. Pedestrian-oriented and human-scaled streets, squares, and plazas are essential elements to the making of a functional, aesthetic, and vibrant place.

The Design Foundations below are applicable to all development projects and are the foundation for supporting creativity, innovation and design excellence in Kelowna.



CREATE LIVELY AND ATTRACTIVE STREETS & PUBLIC SPACES

Development should define and activate streets and public spaces to support their intended use and encourage human interaction.



FACILITATE ACTIVE MOBILITY

Site and building design should ensure connectivity, safety and comfort for people walking and cycling, both within the site and to/from the surrounding neighbourhood.



DESIGN BUILDINGS TO THE HUMAN SCALE

Buildings and site features should be designed to the human scale – optimized to be used by people and oriented towards pedestrian activity.



USE PLACEMAKING TO STRENGTHEN NEIGHBOURHOOD IDENTITY

Development should contribute to a local sense of place by considering neighbourhood context, linkages, and future land uses at each scale of design – from site layout to landscaping to building details.



STRIVE FOR DESIGN EXCELLENCE

Development projects should look beyond current trends and consider best practices and innovation for issues such as parking, energy efficiency, and building design to create a positive and lasting legacy.

SAMPLE KEY GUIDELINE FEATURE IMAGE

Section Title / Building
Typology

4.0 LOW & MID-RISE RESIDENTIAL & MIXED USE

KELOWNA DP GUIDELINES | AUG 2021 | LOW & MID-RISE RES. & MIXED USE

Feature Image

Demonstrating the
Key Guidelines.



Key Guidelines

The key design outcomes that
projects need to achieve.

KEY GUIDELINES

In order to achieve the design goals of the City, all low and mid-rise residential and mixed use projects must:

- A** 4.1.0 a – Provide attractive and active human-scale amenities oriented towards public spaces at grade such as a frequent entries, weather protection, and outdoor seating areas (see 4.1.1 and 4.1.5).
- B** 4.1.0 b – Break up building mass by providing simple vertical and horizontal articulation of facades; e.g., step-backs, insets, projections, color and texture (see 4.1.6).
- C** 4.1.0 c – Ensure buildings have a front-to-back orientation to streets and open spaces with back-of-house uses located to the rear of buildings to minimize impacts on public open spaces (see 4.1.3).
- D** 4.1.0 d – Orient entries, windows, patios and balconies to face the fronting street. Ensure primary building entries are architecturally emphasized and directly accessible from the fronting public sidewalk (see 4.1.1).
- E** 4.1.0 e – Maximize 'eyes on the street' by avoiding blank walls and providing direct lines of sight from windows and balconies to the sidewalk and adjacent public spaces (see 4.1.1 and 4.1.5).
- F** 4.1.0 f – Provide access to underground or above ground on-site parking from secondary streets or lanes (see 4.1.4).
- G** 4.1.0 g – When structured above grade parking is required due to the high water table, use store fronts or screening to mitigate visual impacts (see 4.1.4).
- H** 4.1.0 h – Integrate semi-private open space with the surrounding streetscape (see 4.1.5).

18-35



Guideline Topic
Design Intent

What is to be achieved.

Guidelines

Strategies for achieving the design intent.

2.1.1 Relationship to the Street

Design Intent

To site and design buildings to positively frame and activate streets and public open spaces.

Guidelines

- a. Orient primary building facades and entries to the fronting street or open space to create street edge definition and activity (See Figure 1).
- b. On corner sites, orient building facades and entries to both fronting streets.
- c. Minimize the distance between the building and the sidewalk to create street definition and a sense of enclosure (See Figure 1).
- d. Locate and design windows, balconies, and street-level uses to create active frontages and 'eyes on the street', with additional glazing and articulation on primary building facades.
- e. Ensure main building entries are clearly visible with direct sight lines from the fronting street.
- f. Avoid blank, windowless walls along streets or other public open spaces.
- g. Avoid the use of roll down panels and/or window bars on retail and commercial frontages that face streets or other public open spaces.
- h. In general, establish a street wall along public street frontages to create a building height to street width ratio of 1:2, with a minimum ratio of 1:3 and a maximum ratio of 1:1.75 (See Figure 2).
 - » Wider streets (e.g., transit corridors) can support greater streetwall heights compared to narrower streets (e.g., local streets);
 - » The street wall does not include upper storeys that are set back from the primary frontage; and
 - » A 1:1 building height to street width ratio is appropriate for a lane or mid-block connection condition provided the street wall height is no greater than 3 storeys.

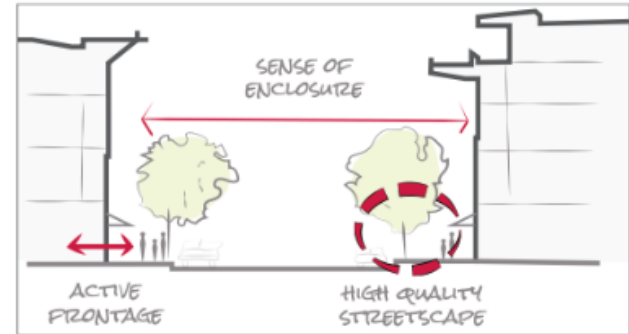


Figure 1: A sense of enclosure, transparent and active shop fronts, and high quality streetscape design are the key ingredients for great streets (2.1.1 a).

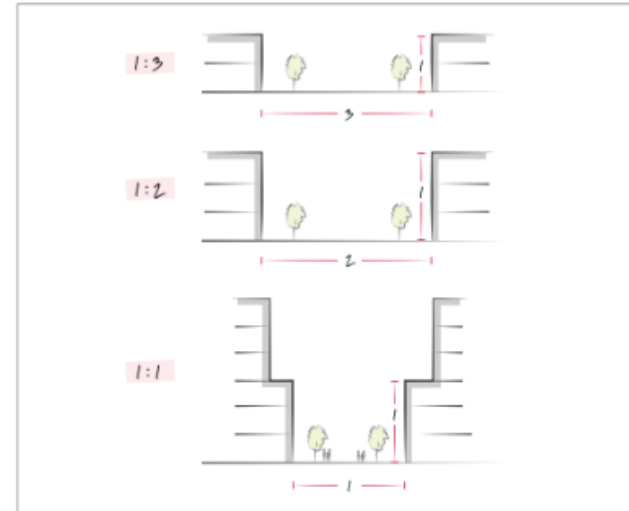


Figure 2: Illustrating different building height to street width ratios (2.1.1 h).



Illustrations and Precedent Photos

To illustrate strategies for achieving the design intent.



Urban Design **FOUNDATIONS**

Good Urban Design

- ▶ The comprehensive and cohesive combination of buildings, streets, and open spaces.
- ▶ Determined by the relationship between the public and private realm **at street level.**
- ▶ Pedestrian-oriented and human-scaled public spaces are essential elements to the making of **quality neighbourhoods and strong communities**



Design Foundations



FACILITATE ACTIVE MOBILITY

Site and building design should ensure connectivity, safety and comfort for people walking and cycling, both within the site and to/from the surrounding neighbourhood.

Design Foundations



USE PLACEMAKING TO STRENGTHEN NEIGHBOURHOOD IDENTITY

Development should contribute to a local sense of place by considering neighbourhood context, linkages, and future land uses at each scale of design – from site layout to landscaping to building details.

Design Foundations



CREATE LIVELY AND ATTRACTIVE STREETS & PUBLIC SPACES

Development should define and activate streets and public spaces to support their intended use and encourage human interaction.

Design Foundations



DESIGN BUILDINGS TO THE HUMAN SCALE

Buildings and site features should be designed to the human scale – optimized to be used by people and oriented towards pedestrian activity.

Design Foundations



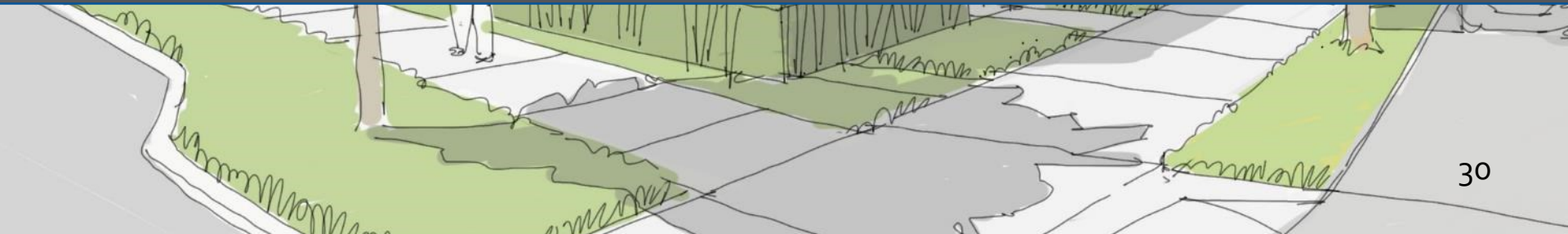
STRIVE FOR DESIGN EXCELLENCE

Development projects should look beyond current trends and consider best practices and innovation for issues such as parking, energy efficiency, and building design to create a positive and lasting legacy.

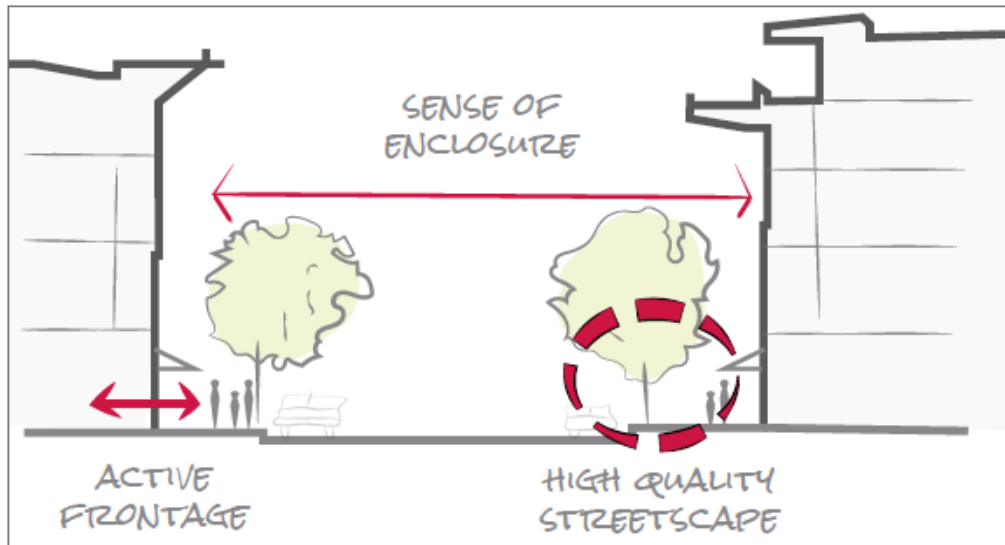


Urban Design

KEY ELEMENTS & APPROACHES



Commercial/Mixed-Use Orientation & Interface

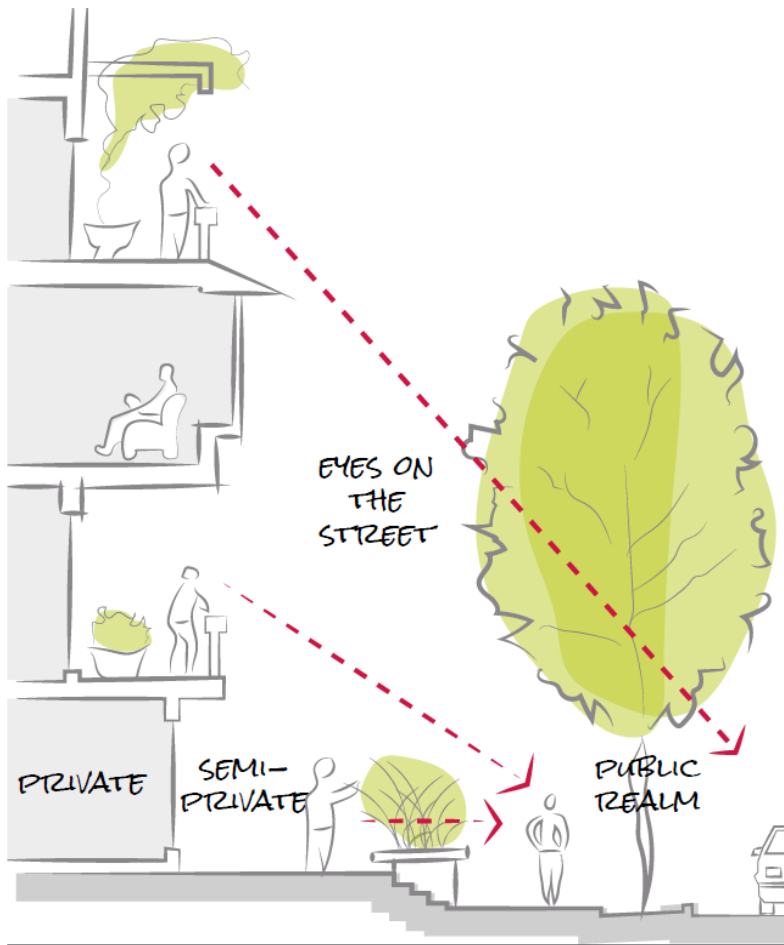


Active Frontages

Eyes on the Street



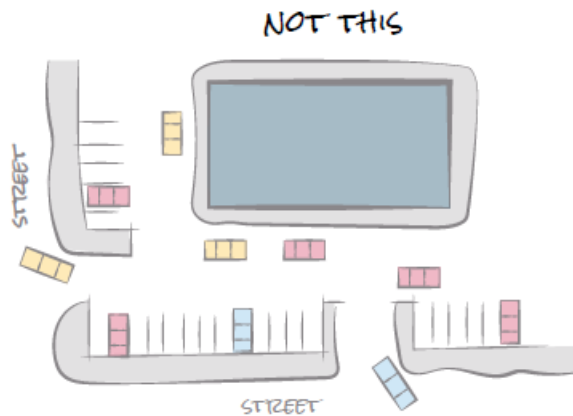
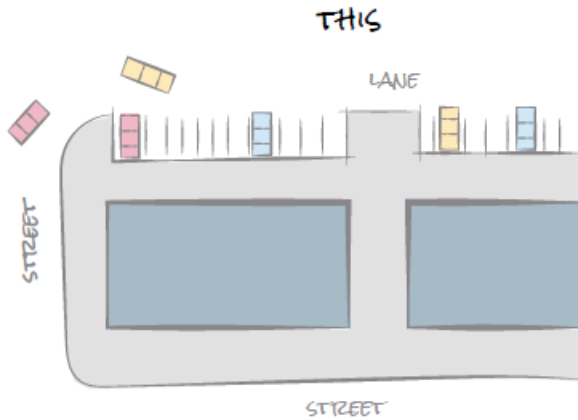
Residential Orientation & Interface



Friendly Face to the Street

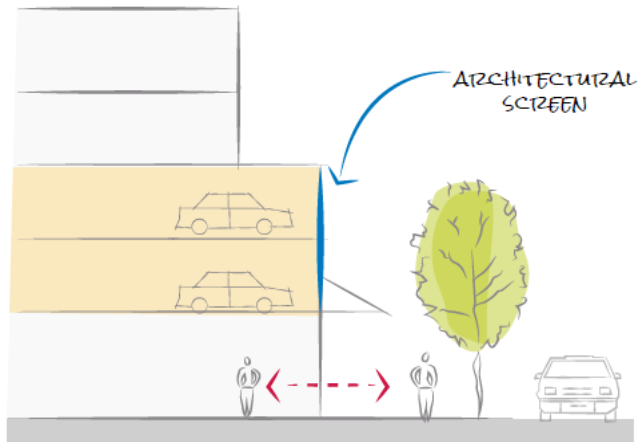
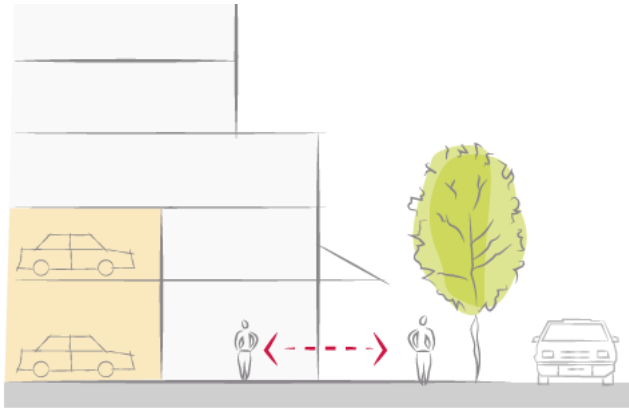


Off-street Surface Parking Convenient and Attractive



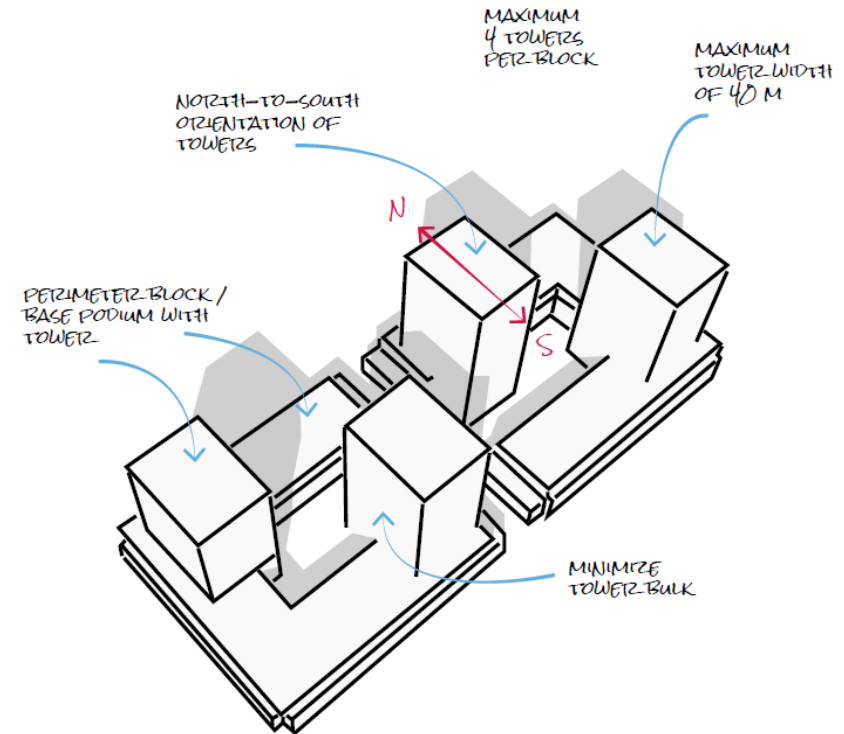
Structured parking

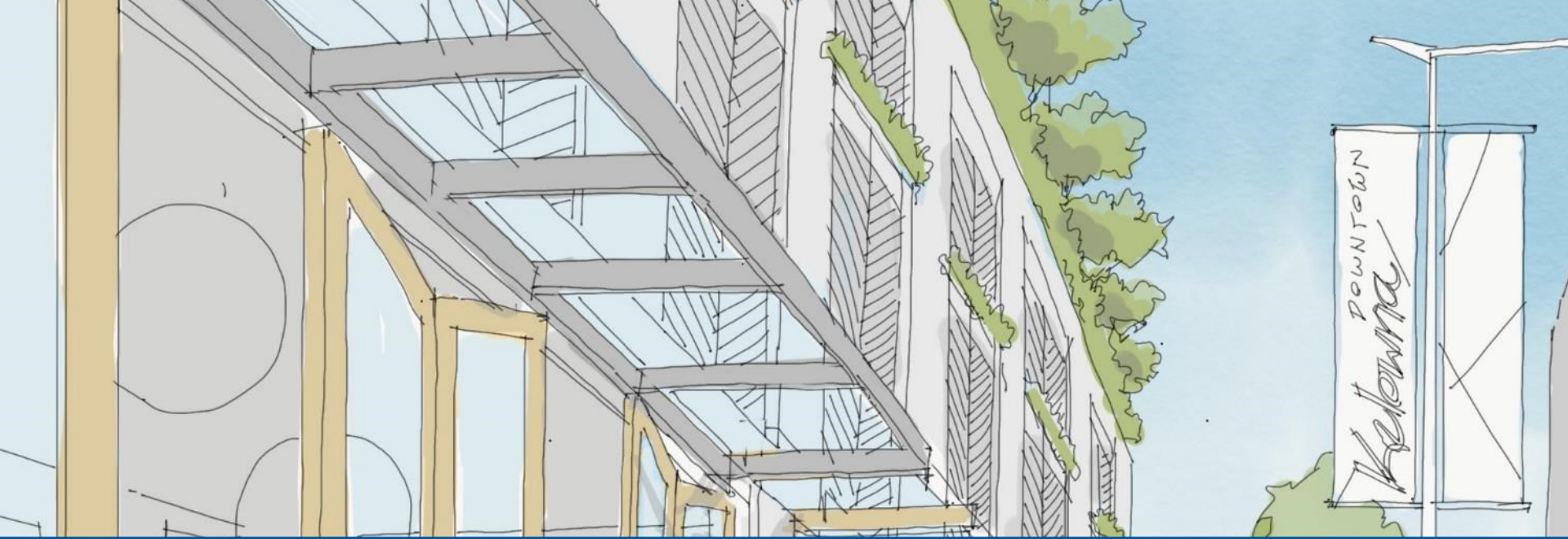
Minimize Streetscape Impacts



Tall buildings

Liveability and Sustainability





Implementation & Use

Using the Guidelines in practice



Focus of Implementation

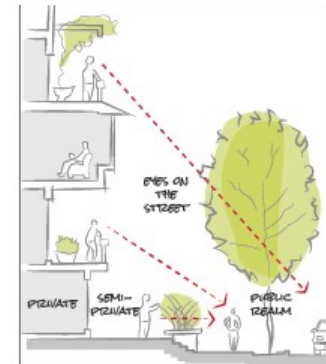
- ▶ Establishes a design vision and framework translating community values and policies into the physical built environment
- ▶ Focused on public realm - where buildings meet the street – and liveability.
- ▶ Intended to inspire creativity and innovation, unique design responses to individual/specific sites

3.1.1 Relationship to the Street

Design Intent

To site and design buildings to positively frame and activate streets and public open spaces, while providing a clearly-defined public-private transition zone.

TOWNHOUSE



Interpretation

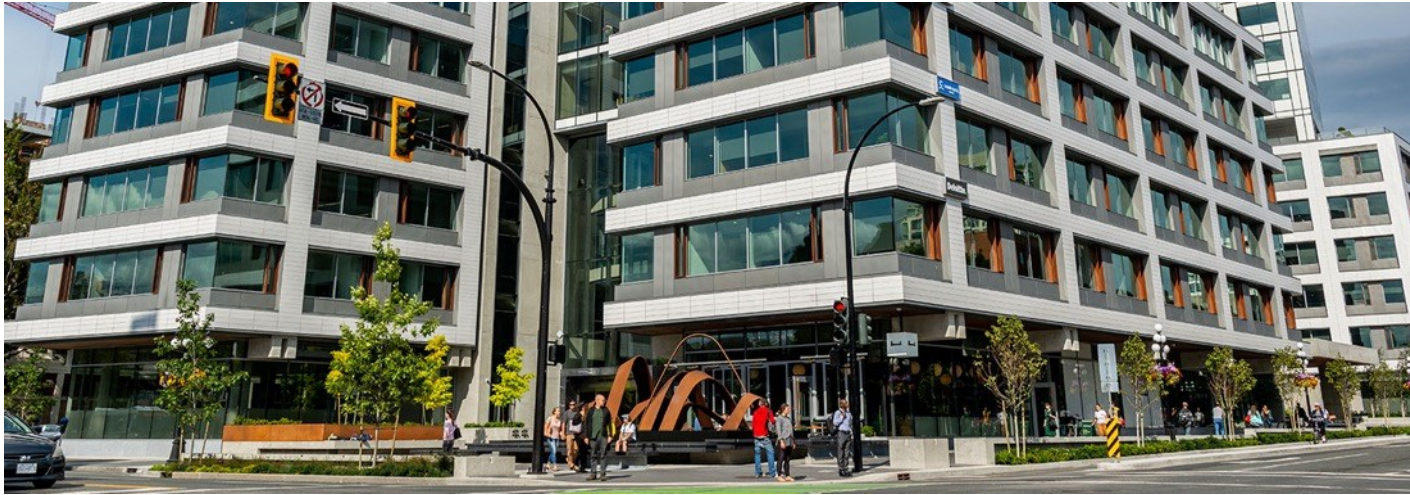
- ▶ Not a *one-size-fits-all, cookie cutter* approach
- ▶ Require interpretation, discretion and expertise by staff in their application
- ▶ Are not *the* answer; rather, the guidelines provide a roadmap to get to the answer
- ▶ Used to identify trade-offs, assess priorities across multiple objectives

Guidelines in Practice

1515 Blanshard – Victoria



1515 Blanshard



1221 Blanshard



1221 Blanshard – Victoria



1030 Fort St – Victoria





Thank You

