

REPORT TO COUNCIL



Date: February 19, 2018

RIM No. 1250-30

To: City Manager

From: Community Planning Department (TA)

Application: OCP17-0014 & Z17-0053

Owner: Davara Holdings Ltd. Inc. No.
BCo797640

Address: 1235 & 1260 Neptune Road

Applicant: Davara Holdings Ltd.

Subject: Official Community Plan Amendment and Rezoning Application

Existing OCP Designation: EDINST – Educational / Major Institutional
S2RES – Single / Two Unit Residential

Proposed OCP Designation: S2RES – Single / Two Unit Residential

Existing Zone: P2 – Educational & Minor Institutional
RU1 – Large Lot Housing

Proposed Zone: RU4 – Low Density Cluster Housing

1.0 Recommendation

THAT Official Community Plan Map Amendment Application No. OCP17-0014 to amend Map 4.1 in the Kelowna 2030 – Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of Lot 2, Sec 14, Twp 26, ODYD, Plan 27837, located at 1265 Neptune Rd, Kelowna, BC from the EDINST – Educational/Major Institutional designation to the S2RES – Single/Two Unit Residential designation, be considered by Council;

AND THAT Rezoning Application No. Z17-0053 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 2, Sec 14, Twp 26, ODYD, Plan 27837, located at 1260 Neptune Rd, Kelowna, BC; from the P2 – Educational & Minor Institutional zone to the RU4 – Low Density Cluster Housing zone;

AND THAT Rezoning Application No. Z17-0053 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 3, Sec 14, Twp 26, ODYD, Plan 27837, located at 1235 Neptune Rd, Kelowna, BC; from the RU1 – Large Lot Housing zone to the RU4 – Low Density Cluster Housing zone;

AND THAT the Official Community Plan Bylaw and Rezoning Bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the Official Community Plan Map Amending Bylaw and Rezoning Bylaw be considered subsequent to the issuance of an Environmental Development Permit on the subject properties;

AND THAT final adoption of the Official Community Plan Map Amending Bylaw and Rezoning Bylaw be considered subsequent to the outstanding conditions of approval as set out in Schedule “A” attached to the Report from the Community Planning Department dated February 19, 2018;

AND FURTHER that final adoption of the Official Community Plan Map Amending Bylaw and Rezoning Bylaw be considered in conjunction with a Development Permit for the subject properties.

2.0 Purpose

To amend the Official Community Plan to change the OCP Future Land Use designation and to rezone the subject properties to facilitate the development of Low Density Cluster Housing in the form of a “pocket neighbourhood”.

3.0 Community Planning

Community Planning supports the proposed Official Community Plan (OCP) Amendment and Rezoning Bylaw to facilitate the development of Low Density Cluster Housing under the RU₄ zone. The proposed development re-purposes a vacant and under-utilized site. The Holy Spirit Catholic Church previously owned the large site and relocated to a location more suitable for their needs elsewhere in the City. The OCP Amendment to change the Future Land Use from EDIST – Educational/Major Institutional to S₂RES – Single/Two Unit Residential is appropriate as S₂RES is the primary zone in the surrounding neighbourhood.

The proposed development under RU₄ will increase density and housing diversity in the neighbourhood, while preserving topography, natural features, open space, and environmentally sensitive features. The use of the RU₄ zone allows the proposal to proceed with 19 clustered single family dwellings while preserving the steep hillsides and dedicating a public trail through the site. Should Council support this OCP Amendment and Rezoning, any Environmentally Sensitive Areas will be protected through an Environmental Development Permit process. The site layout, form and character, and landscaping will be approved through a Council-issued Development Permit prior to final adoption of the OCP Amendment and Rezoning.

The applicant has proposed “pocket neighbourhood” design that has been introduced in other municipalities in Canada and the USA. This type of development typically includes small-scale walk-up single-detached houses, with central gathering areas, pedestrian pathways, and is designed to foster community and social interaction among residents. This is achieved through multiple common areas, common parking areas, and reduced footprints for houses. Each house would be individually owned, with the remainder of the property preserved as common property with a public right-of-way along a trail through the property. Preservation of trees, views, and additional landscape plantings will allow the community to take on a naturalized park-like feel. Several of the houses are only accessible by pedestrian access (e.g. sidewalks) with a common parking area, increasing the park-like feel and fostering a sense of community. The applicant has also proposed to include a CarShare vehicle for the property to reduce vehicle ownership and support increased use of active modes of transportation. It is a unique proposal in Kelowna for this type of sustainable and diverse housing option.

The applicant has submitted a thorough design rationale and description of the program objectives and design of the neighbourhood as Attachment “A”, attached to the Report from Community Planning dated February 19, 2018. The proposed development achieves several Official Community Plan (OCP) Objectives including the following:

- **Objective 5.1:** Ensure new development is consistent with OCP goals.
- **Objective 5.3:** Focus development to designated growth areas.
- **Objective 5.4:** Ensure adherence to form and character, natural environment, hazardous condition and conservation guidelines.
- **Objective 5.5:** Ensure appropriate and context sensitive built form.
- **Objective 5.11:** Support parking management programs that promote reduced vehicle ownerships, reduced vehicle trips and increased use of active modes of transportation.
- **Objective 5.18:** Ensure efficient land use through redevelopment of parking lots.

Additionally, several more specific OCP Policies are achieved including the following:

- **Policy 5.3.2: Compact Urban Form.** Develop a compact urban form that maximizes the use of existing infrastructure and contributes to energy efficient settlement patterns. This will be done by increasing densities (approximately 75 - 100 people and/or jobs per ha located within a 400 metre walking distance of transit stops is required to support the level of transit service) through development, conversion, and re-development within Urban Centres (see Map 5.3) in particular and existing areas as per the provisions of the Generalized Future Land Use Map 4.1.
- **Policy 5.10.1: Maximize Pedestrian / Cycling Connectivity.** Require that pedestrian and cyclist movement and infrastructure be addressed in the review and approval of all City and private sector developments, including provision of sidewalks and trails and recognition of frequently used connections and informal pedestrian routes. With new developments, require dedication of on-site walking and cycling paths where necessary to provide links to adjacent parks, schools, transit stops, recreation facilities, employment nodes, cul-de-sacs and large activity areas.
- **Policy 5.15.12: Steep Slopes.** Prohibit development on steep slopes (+30% or greater for a minimum distance of 10 metres) except where provided for in ASPs adopted or subdivisions approved prior to adoption of OCP Bylaw 10500.
- **Policy 5.22.7: Healthy Communities.** Through current zoning regulations and development processes, foster healthy, inclusive communities and a diverse mix of housing forms, consistent with the appearance of the surrounding neighbourhood.
- **Policy 5.22.10: Housing Mix.** Support a greater mix of housing unit size, form and tenure in new multi-unit residential and mixed use developments.
- **Policy 5.22.6: Sensitive Infill.** Encourage new development or redevelopment in existing residential areas to be sensitive to or reflect the character of the neighborhood with respect to building design, height and siting.

The introduction of varied housing types within the City’s housing stock is align with the Healthy Housing Strategy that is currently being developed for Council consideration which is based on Council’s priority of Housing Diversity. The “pocket neighbourhood” concept addresses the Healthy Housing Strategy by providing an innovative form and tenure and missing middle housing. One of these houses could be an attractive home for a first time home buyer, small family, or someone looking to downsize or age-in-place. Smaller homes with shared amenity spaces create a denser development that can be more economically viable to the purchaser and is a beneficial use of valuable urban land.

The establishment of this type of housing in this neighbourhood is sensitive to the existing single family dwelling nature of the neighbourhood, and it is anticipated traffic will be reduced from the church operations that existed previously (particularly at peak times). Staff have reviewed the OCP application, and it may move forward without affecting either the City's Financial Plan or Waste Management Plan.

4.0 Proposal

4.1 Background

The large 1.5 ha property was previously used as a church and large ancillary parking lot, however, the church has moved elsewhere and the property sits vacant. After several pre-application meetings with Staff, the application to rezone to RU4 – Low Density Cluster Housing was made to achieve a better use of the subject property while preserving topographical and natural features of the site. Further discussions with City Departments have ensured that the proposal meets requirements of the Fire Department and Development Engineering Department for access and safety.

4.2 Project Description

The proposed “pocket neighbourhood” development includes 19 single family dwellings with a large shared park component. The concept behind a “pocket neighbourhood” is to foster community interaction with expanded common outdoor areas, smaller homes, and a focus on pedestrian connections over vehicles. The following features are currently proposed:

- Nine 3-bedroom houses, approximately 140m² (1,400 – 1,500 SF), 1½ storeys, 2 parking spaces in driveway;
- Four 2-bedroom houses, approximately 102m² (1,100 SF), single storey, 2 parking spaces in shared parking area (walk-in units with no vehicle access);
- Seven 2-bed plus den houses, approximately 111m² (1,200 SF), single storey, 2 parking spaces in driveway;
- Approximately 1000m² (11,400 SF) of shared park land adjacent to houses. This space will feature trees plantings, pathways, and other landscaping features;
- Fire access lane to enable fire truck access to the site with no need for a turn around. This access will include a locked gate to maintain security to the site;
- Garbage and recycling area is located to maximize ease of use for the residents whilst also being hidden from view from the entrance to the site and neighbouring residents;
- Shared parking for residents and guests with stepped retaining walls;
- CarShare parking at the entrance to the site.



In addition, the following objectives will be achieved through the rezoning process:

- Upgrade and construction of road frontage along Neptune Rd to Mercury Rd;
- Construction of crosswalk across Neptune Rd to Mercury Rd;
- Staff issued Environmental Development Permit;
- Public Statutory Right of Way to legalize and formally establish existing pedestrian trail from Neptune Rd to Teasedale Rd;
- Registration of a 219 Restrictive “Do Not Disturb” Covenant to protect steep slopes on the subject property;
- Council approved Form and Character Development Permit.

4.3 Site Context

The 1.5 ha subject property is located in the Rutland Sector of Kelowna, with access from Springfield Road onto Neptune Road. The neighbourhood is primarily Single/Two Unit Residential, with Resource Protection Areas at the top of a steep slope, and access to the Mission Creek Greenway at the bottom of a steep slope. It earns a WalkScore of 3, which means it is a car dependent neighbourhood.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RU1 – Large Lot Housing	Single Dwelling Housing
East	A1 – Agriculture 1	Agriculture
South	RR2 – Rural Residential 2	Single Dwelling Housing
West	RR2 – Rural Residential 2	Single Dwelling Housing

Subject Property Map: 1235 & 1260 Neptune Rd



5.0 Current Development Policies

5.1 Kelowna Official Community Plan (OCP) Objectives

- **Objective 5.1:** Ensure new development is consistent with OCP goals.
- **Objective 5.3:** Focus development to designated growth areas.
- **Objective 5.4:** Ensure adherence to form and character, natural environment, hazardous condition and conservation guidelines.
- **Objective 5.5:** Ensure appropriate and context sensitive built form.
- **Objective 5.11:** Support parking management programs that promote reduced vehicle ownerships, reduced vehicle trips and increased use of active modes of transportation.
- **Objective 5.18:** Ensure efficient land use through redevelopment of parking lots.

5.2 Kelowna Official Community Plan (OCP) Policies

- **Policy 5.3.2: Compact Urban Form.** Develop a compact urban form that maximizes the use of existing infrastructure and contributes to energy efficient settlement patterns. This will be done by increasing densities (approximately 75 - 100 people and/or jobs per ha located within a 400 metre walking distance of transit stops is required to support the level of transit service) through development, conversion, and re-development within Urban Centres (see Map 5.3) in particular and existing areas as per the provisions of the Generalized Future Land Use Map 4.1.
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walking and cycling paths where necessary to provide links to adjacent parks, schools, transit stops, recreation facilities, employment nodes, cul-de-sacs and large activity areas.

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- **Policy 5.22.6: Sensitive Infill.** Encourage new development or redevelopment in existing residential areas to be sensitive to or reflect the character of the neighborhood with respect to building design, height and siting.

6.0 Technical Comments

6.1 Bylaw Services:

- Currently there are no outstanding Bylaw enforcement files pertaining to property locations: 1235 & 1260 Neptune Rd.

6.2 Development Engineering Department

- Please see Schedule "A" attached to the Report from Community Planning dated February 19, 2018.

7.0 Application Chronology

Date of Application Received: June 5, 2017
Date Public Consultation Received: November 28, 2018

Report prepared by: Trisa Atwood, Planner II

Reviewed by: Terry Barton, Urban Planning Manager

Approved for Inclusion: Ryan Smith, Community Planning Department Manager

Attachments:

Attachment "A": Applicant's Letter of Design Rationale

Attachment "B": Site Plan and Massing Plans

Schedule "A": Development Engineering Memorandum dated July 26, 2017