

# REPORT TO COUNCIL



**Date:** 04/23/2018  
**To:** City Manager  
**From:** Community Planning Department (AW)  
**Application:** DP17-0255      **Owner:** 612333 BC Ltd.  
**Address:** 1642 Commerce Avenue      **Applicant:** Horizon North on behalf of BC Housing  
**Subject:** Development Permit Application  
Existing OCP Designation: Service Commercial  
Existing Zone: C10 – Service Commercial

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## 1.0 Recommendation

THAT Council authorizes the issuance of Development Permit No. DP17-0255 for Lot 5 District Lot 125 ODYD Plan KAP73825, located at 1642 Commerce Avenue, Kelowna, BC subject to the following:

1. The dimensions and siting of the building to be constructed on the land be in accordance with Schedule "A";
2. The exterior design and finish of the building to be constructed on the land, be in accordance with Schedule "B";
3. Landscaping to be provided on the land be in accordance with Schedule "C";
4. The applicant be required to post with the City a Landscape Performance Security deposit in the form of a "Letter of Credit" in the amount of 125% of the estimated value of the landscaping;

AND THAT the Development Permit be issued subsequent to the Development Engineering requirements as set out in attached document to the Report from the Community Planning Department dated April 23, 2018;

AND THAT the applicant be required to complete the above noted conditions of Council's approval of the Development Permit Application in order for the permits to be issued;

AND FURTHER THAT this Development Permit is valid for two (2) years from the date of Council approval, with no opportunity to extend.

## 2.0 Purpose

To consider the form and character of the proposed 46-unit supportive housing project with support services on the subject property.

## 3.0 Community Planning

Community Planning staff are supportive of the proposed 46-unit supportive housing project. The form and character of the temporary facility meets staff's basic expectations for a project of this nature as described in the Official Community Plan (Chapter 14). The applicant's primary goal is to provide a temporary (up to 7 years) and rapid form of housing that is currently in high demand. The applicant's intention is for this facility to operate for a few years while permanent housing projects are developed. The applicant has worked with staff to help screen and provide appropriate setbacks and space for the facility. The proposal meets all of the Zoning Bylaw Regulations for the C10 – Service Commercial Zone.

BC Housing has made significant positive improvements to the proposed design to help mitigate concerns from neighbouring business and building owners. A modular form of construction that will be newly assembled onsite rather than trailers relocated from other sites is now proposed. The proposed landscaping has also been further developed and improved upon. These revisions have had a big impact on the overall design of the project and staff believe that with the mix of adjacent light industrial and commercial uses the form of the proposed facility will be acceptable in this location on a temporary basis. Staff understand that the housing operator will aim to minimize any possible negative visual and operating impacts on neighbouring properties. The subject property is accessible by transit and the operator will work with existing shelters and housing providers to utilize this service. This project will help existing providers that are currently experiencing significant overcrowding pressures and will also help ensure that members of the community are able to access safe and secure housing.

## 4.0 Proposal

### 4.1 Background

BC Housing has identified 1642 Commerce Avenue, a vacant 1-acre commercially zoned parcel, as a temporary supportive housing site for vulnerable residents of the community. They have worked with the owners to secure a lease to operate the proposed facility for the next 4 years with an option to extend for a further 3 years. The housing units would be operational by late 2018 and would be managed 24/7 by the John Howard Society, an experienced local supportive housing operator. The project will provide rapid, safe and affordable housing, together with the necessary support services, to individuals who are experiencing homelessness or are at risk of homelessness and will be funded by BC Housing's Rapid Response to Homelessness (RRH) Program.

In recognition of concerns expressed by neighbouring business and building owners, with regards to the form and character of the project, BC Housing has revised the concept and made significant improvements to the building and landscape design in an attempt to work with the surrounding owners and occupants. BC Housing hosted an open house and public information session on March 19, 2018 to ensure that there is better communication and information available as the revised project moves forward for Council consideration.

### 4.2 Project Description

The proposed 2,157m<sup>2</sup> project will consist of 46 studio units complete with dining area and support services. As a temporary and short-term housing facility the building is comprised of modular building units on a temporary foundation and can be relocated to another site or community once the lease has expired. The studio rooms provide a sitting area and are complete with private bathrooms. Onsite support services are

located on the ground floor fronting Commerce Avenue and include a 44 seat dining facility, commercial kitchen, lounge, washrooms, laundry and offices. This space will act as reception hall, provide support services and a gathering space for residents.

Outside of the amenity building a gathering area provides outdoor amenity space for occupants of the facility. A secure storage area will be included for personal possessions and bicycles. The property will be surrounded by a fence to control the grounds. Parking is provided for staff as well as for people staying at the facility along with ample bicycle parking.

To enhance safety at the facility a CCTV system, staged fencing, controlled access, and continuous monitoring are all part of the proposed facility. It will be continuously staffed and a medical services room is also being provided onsite.

4.3 Site Context

Adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	C10 – Service Commercial	Commercial
East	I1 – Business Industrial	Commercial / Industrial
South	C10 – Service Commercial	Commercial
West	C10 – Service Commercial	Commercial

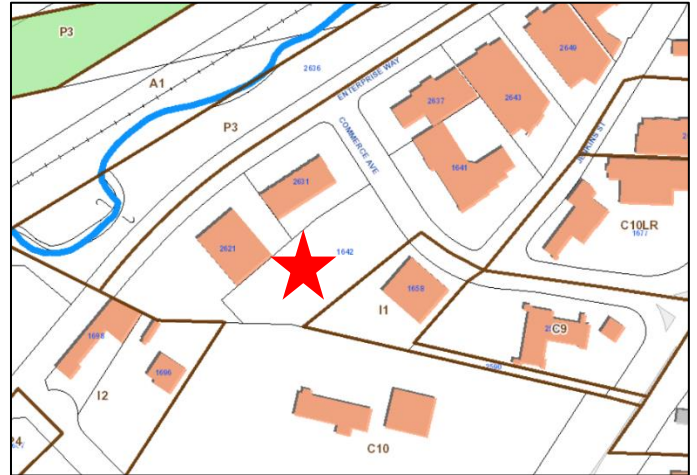
Subject Property Map:



Context Map:



Zoning Map:



4.4 Zoning Analysis Table

Zoning Analysis Table		
CRITERIA	C10 ZONE REQUIREMENTS	PROPOSAL
Development Regulations		
Floor Area Ratio	0.65	0.36
Site Coverage	60%	11.9%
Height	12.0m / 3 storeys	10.5m / 3 storeys
Front Yard	2.0m	2.4m
Side Yard (north)	0.0m	7.5m
Side Yard (south)	0.0m	4.5m
Rear Yard	0.0m	4.8m
Other Regulations		
Minimum Parking Requirements	16 stalls	16 stalls
Loading Stall	1 stall	1 stall
Bicycle Parking	Class 1: 1 stalls Class 2: 5 stalls	Class 1: 48 stalls Class 2: 5 stalls
Private Open Space	N/A	provided

5.0 Current Development Policies

5.1 Kelowna Official Community Plan (OCP)

Development Process

**Compact Urban Form.**<sup>1</sup> 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 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.

<sup>1</sup> City of Kelowna Official Community Plan, Policy 5.2.3 (Development Process Chapter).

## Social Sustainability

**Housing Availability.**<sup>2</sup> Support the provision of housing for all members of the community, including those in core housing need or requiring special needs housing (transitional, age in place, emergency or shelter).

### Development Permit Guidelines.<sup>3</sup>

#### Comprehensive Development Permit Area

Consideration has been given to the following guidelines as identified in Section 14.A. of the City of Kelowna Official Community Plan relating to Comprehensive Development Permit Areas:

COMPREHENSIVE DEVELOPMENT PERMIT AREA	YES	NO
<b>Authenticity and Regional Expression</b>		
Do landscaping and building form convey a character that is distinct to Kelowna and the Central Okanagan?		X
Are materials in keeping with the character of the region?		X
Are colours used common in the region's natural landscape?	X	
Does the design provide for a transition between the indoors and outdoors?	X	
<b>Context</b>		
Does the proposal maintain the established or envisioned architectural character of the neighbourhood?	X	
Does interim development consider neighbouring properties designated for more intensive development?	X	
Is the design unique without visually dominating neighbouring buildings?	X	
<b>Human Scale</b>		
Are architectural elements scaled for pedestrians?	X	
Are façades articulated with indentations and projections?	X	
Are building facades designed with a balance of vertical and horizontal proportions?	X	
Are horizontal glazed areas divided into vertically proportioned windows separated by mullions or building structures?	X	
Does the design incorporate roof overhangs and the use of awnings, louvers, canopies and other window screening techniques?	X	
<b>Exterior Elevations and Materials</b>		
Are buildings finished with materials that are natural, local, durable and appropriate to the character of the development?		X
Are entrances visually prominent, accessible and recognizable?	X	
Are higher quality materials continued around building corners or edges that are visible to the public?		X

<sup>2</sup> City of Kelowna Official Community Plan, Policy 10.3.1 (Social Sustainability Chapter).

<sup>3</sup> City of Kelowna Official Community Plan, Chapter 14.

<b>COMPREHENSIVE DEVELOPMENT PERMIT AREA</b>	<b>YES</b>	<b>NO</b>
Are a variety of materials used to create contrast, enhance the pedestrian environment and reduce the apparent mass of a building?		X
Are elements other than colour used as the dominant feature of a building?		X
<b>Public and Private Open Space</b>		
Does public open space promote interaction and movement through the site?		X
Are public and private open spaces oriented to take advantage of and protect from the elements?	X	
Is there an appropriate transition between public and private open spaces?	X	
Are amenities such as benches, garbage receptacles, bicycle stands and community notice boards included on site?	X	
<b>Site Access</b>		
Is the safe and convenient movement of pedestrians prioritized?		X
Are alternative and active modes of transportation supported through the site design?	X	
Are identifiable and well-lit pathways provided to front entrances?	X	
Do paved surfaces provide visual interest?	X	
Is parking located behind or inside buildings, or below grade?		X
Do vehicle and service accesses have minimal impact on the streetscape and public views?	X	
Is visible and secure bicycle parking provided in new parking structures and parking lots?	X	
<b>Environmental Design and Green Building</b>		
Does the proposal consider solar gain and exposure?	X	
Are green walls or shade trees incorporated in the design?		X
Does the site layout minimize stormwater runoff?	X	
Are sustainable construction methods and materials used in the project?	X	
Are green building strategies incorporated into the design?	X	
<b>Decks, Balconies, Rooftops and Common Outdoor Amenity Space</b>		
Are decks, balconies or common outdoor amenity spaces provided?	X	
Does hard and soft landscaping enhance the usability of decks, balconies and outdoor amenity spaces?	X	
Are large flat expanses of roof enhanced with texture, colour or landscaping where they are visible from above or adjacent properties?		X
<b>Amenities, Ancillary Services and Utilities</b>		
Are loading, garage, storage, utility and other ancillary services located away from public view?		X

<b>COMPREHENSIVE DEVELOPMENT PERMIT AREA</b>	<b>YES</b>	<b>NO</b>
Are vents, mechanical rooms / equipment and elevator penthouses integrated with the roof or screened with finishes compatible with the building's design?	X	
<b>Landscape Development and Irrigation Water Conservation</b>		
Does landscaping:	-	-
<ul style="list-style-type: none"> <li>Compliment and soften the building's architectural features and mitigate undesirable elements?</li> </ul>	X	
<ul style="list-style-type: none"> <li>Maintain the dominant pattern of landscaping along the street and surrounding properties?</li> </ul>	X	
<ul style="list-style-type: none"> <li>Enhance the pedestrian environment and the sense of personal safety?</li> </ul>	X	
<ul style="list-style-type: none"> <li>Screen parking areas, mechanical functions, and garbage and recycling areas?</li> </ul>	X	
<ul style="list-style-type: none"> <li>Respect required sightlines from roadways and enhance public views?</li> </ul>	X	
<ul style="list-style-type: none"> <li>Use native plants that are drought tolerant?</li> </ul>	X	
Do parking lots have one shade tree per four parking stalls?		X
<i>Irrigation System Guidelines</i>		
Is the Irrigation Plan prepared by a Qualified Professional?	X	
Are irrigation circuits grouped into "hydro-zones" of high, medium and low or unirrigated / unwatered areas consistent with the landscaping plan?	X	
Is drip or low volume irrigation used?	X	
Are the required written declarations signed by a qualified Certified Irrigation Designer?	X	
<b>Crime prevention</b>		
Are CPTED practices as related to landscaping, siting, form and exterior design included in the design?	X	
Are building materials vandalism resistant?	X	
<b>Universal Accessible Design</b>		
Is access for persons with disabilities integrated into the overall site plan and clearly visible from the principal entrance?	X	
Are the site layout, services and amenities easy to understand and navigate?	X	
<b>Lighting</b>		
Does lighting enhance public safety?	X	
Is "light trespass" onto adjacent residential areas minimized?	X	
Does lighting consider the effect on the façade, neighbouring buildings and open spaces?	X	
Is suitably scaled pedestrian lighting provided?	X	

## 6.0 Technical Comments

### 6.1 Building & Permitting

- 1) Placement permits are required for any sales or construction trailers that will be on site. The location(s) of these are to be shown at time of development permit application.
- 2) A Building Code analysis is required for the structure at time of building permit applications, but the following items may affect the form and character of the building(s):
  - a. An alternative solution accepted by the Chief Building Inspector in lieu of the required fire separations at both main entrances are required prior to the release of the Building Permit.
  - b. Proof of modular certification for multilevel units are required from the supplier of the units
  - c. Fire prevention department to provide comment of access to the building
  - d. Hard surfaced paths leading from the egress stairwells to a safe area are to be clearly defined as part of the DP
  - e. Any security system that limits access to exiting needs to be addressed in the code analysis by the architect.
- 3) Access to the roof is required per NFPA and guard rails may be required and should be reflected in the plans if required.
- 4) A Geotechnical report is required to address the sub soil conditions and site drainage at time of building permit application.
- 5) Fire resistance ratings are required for units, storage, janitor and/or garbage enclosure room(s) at time of building permit application. The drawings submitted for building permit is to clearly identify how this rating will be achieved and where these area(s) are located.
- 6) An exit analysis is required as part of the code analysis at time of building permit application. The exit analysis is to address travel distances within the units, number of required exits per area
- 7) Full Plan check for Building Code related issues will be done at time of Building Permit applications.

### 6.2 Development Engineering

See Attached.

### 6.3 Fire Department

- Construction fire safety plan is required to be submitted and reviewed prior to construction and updated as required.
  - Fire Department access is to be met as per BCBC 3.2.5. and accommodate the largest apparatus;
  - a fire alarm meeting the requirements of CAN/ULC S-524 shall be installed;
  - If a sprinkler system is installed it is to be monitored by an agency meeting the CAN/ULC S561 Standard.
  - Fire department connection is to be within 45M of a fire hydrant - unobstructed and ensure FD connection is clearly marked and visible from the street. Upon completion an owners certificate and copy of NFPA 25 shall be provided for the sprinkler system.
- A fire safety plan as per section 2.8 BCFC is required at occupancy. The fire safety plan and floor plans are to be submitted for approval in AutoCAD Drawing format on a CD as well as a fire pre-plan as per bylaw 10760
- Approved Fire Department steel lock box acceptable to the fire dept. is required by the fire dept. entrance and shall be flush mounted



- dumpster/refuse container must be 3 meters from structures or overhangs or in a rated room in parkade

**7.0 Application Chronology**

Date of Application Received: November 27, 2017

BC Housing Open House: March 19, 2018

Revised Application Received: March 29, 2018

**Report prepared by:** Alec Warrender, Property Officer Specialist

**Reviewed by:** Ryan Smith, Community Planning Department Manager

**Approved for Inclusion:** Doug Gilchrist, Divisional Director, Community Planning & Strategic Initiatives

**Attachments:**

Development Engineering Memorandum

Applicants Letter of Rationale

Draft Development Permit DP17-0255

Schedule A: Site Plan

Schedule B: Conceptual Elevations

Schedule C: Landscape Plan