

REPORT TO COUNCIL



Date: October 1, 2018
RIM No. 0940-60
To: City Manager
From: Community Planning Department (LK)
Application: HAP18-0010 **Owner:** Interior Health Authority
Address: 2251-2312 Pandosy Street **Applicant:** Meiklejohn Architects
Subject: Heritage Alteration Permit

Existing OCP Designation: EDINST – Educational/ Major Institutional

Proposed OCP Designation: HLTH – Health District

Existing Zone: HD1 – Kelowna General Hospital

Proposed Zone: HD2 – Hospital and Health Support Services

1.0 Recommendation

THAT final adoption of OCP Amendment Bylaw No. 11665 and Rezoning Bylaw No. 11666 be considered by Council;

AND THAT Council authorizes the issuance of Heritage Alteration Permit No. HAP18-0010 for Lot A District Lot 14 ODYD Plan EPP34913 Except Plan EPP53192, located at 2251-2312 Pandosy Street, 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, as determined by a Registered Landscape Architect;
5. Registration of a plan of Subdivision at Land Titles Office to 'unhook' a portion of the subject property into a new titled parcel is required prior to issuance of the Heritage Alteration Permit.

AND THAT Council's consideration of this Heritage Alteration Permit be considered subsequent to the outstanding conditions of approval as set out in Attachment "A" attached to the Report from the Community Planning Department dated October 1, 2018;

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

AND FURTHER THAT this Heritage Alteration 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 congregate housing on the subject property within the Abbott Street Heritage Conservation Area.

3.0 Community Planning

Community Planning Staff are supportive of the proposal as meets many of the objectives and supporting policies of the Official Community Plan (OCP), as well as the applicable urban design guidelines.

The housing project provides a transition from the institutional style and scale of the KGH site to the single family residential dwellings along Abbott Street and Royal Avenue. The parcel is situated on the edge of the Abbott Street Heritage Conservation Area and fronts on to the Abbott Street multi-use corridor. It has a Walk Score of 50 (Somewhat Walkable – Some errands can be accomplished on foot and a transit score of 39 with a few nearby public transit options in the area). The site is centrally located between the City Centre, South Pandosy and Capri/ Landmark Urban Centres. The proximity to these Urban Centres provides nearby amenities including parks, restaurants, shops and recreational opportunities in the immediate area.

Council Policy No. 367 with respect to public consultation was undertaken by the applicant and all neighbours within a 50 m radius of the subject parcel.

4.0 Proposal

4.1 Background

The subject site is currently part of the larger Kelowna General Hospital (KGH) parcel and will be subdivided (un-hooked) to create a stand-alone lot at the corner of Abbot Street and Royal Avenue. Previous to this, the site was three separate parcels with single family dwellings. In 2014 the owner, Interior Health, demolished the dwellings and consolidated the properties with the larger KGH site. The parcel is located on the south edge of the Abbott Street Heritage Conservation Area.

4.2 Project Description

The proposal is for the construction of a two-storey congregate housing project known as JoeAnna's House. The project includes twenty hotel-style rooms to provide accommodation for family's that have members being treated at KGH. It is intended to fill a gap for families who are unable to find affordable accommodation within Kelowna. The Kelowna General Hospital Foundation (KGHF) will manage the site and Interior Health will retain ownership of the site.

Upon entering the building, guests will be greeted at a central reception area. Guests can enter the building from either Royal Avenue or the on-site parking area. The main floor provides a common kitchen, dining and living room area. Guest amenities include laundry facilities and an exercise room, along with an at-

grade outdoor seating space provided along the Abbott Street frontage to take advantage of the views and evening sunsets. There are 3 guest suites on the main floor with the remaining 17 units on the upper floor.

4.3 Heritage Advisory Committee

The project site is situated within the Abbott Street Heritage Conservation Area, which requires the application to be reviewed by the Heritage Advisory Committee (HAC). The role of the Committee is to advise and provide recommendations to Staff and Council on matters related to heritage protection and conservation.

The JoeAnna's House project was reviewed by the Heritage Advisory Committee (HAC) on August 16, 2018. The committee was supportive of the proposed massing of the building providing an appropriate transition from the institutional use of the hospital to the adjacent residential of the neighbourhood.

In saying this, the Committee did not provide a support recommendation of the project. The non-support of the project was due primarily to the architectural style and finishes selected. It was felt that some characteristics of the development were not be in keeping with the context and history of the neighbourhood. The noted concerns included:

- 'Modern Farmhouse' is not in keeping with the heritage character of the neighbourhood;
- Colour choices of finish materials (white siding and black roof are more consistent with a modern design);
- Stone finishing – too dominant and muted grey colours
- Cathedral window at the 2nd floor level is out of place for the style/use of the building



Figure 1 – Original design submission

Following this meeting, the applicant/designer worked with Staff to provide some design revisions to the project. The design changes to the two-storey building incorporates a combination of:

- Vertical hardie board and batten siding (Arctic White)
- Stone veneer cladding (Cream & Grey Ledgerstone)
- Stained wood for entry doors & canopies, windows frames, soffits & columns (Western Red Cedar)
- Metal standing seam roof (Charcoal Grey)



Figure 2 – Amended design submission

As indicated above, the project incorporates design amendments to address some of the Committee’s concerns. The project is proposing the use of Arctic White board and batten siding, which has a grey tone to it so it does not read as a ‘bright white’ colour. The 2nd storey change to the style of window and colour variation added to the stone veneer eliminates the ‘cathedral’ elements. Staff acknowledges the importance of the project and the need it fills for KGH and the greater community. With the above noted design modifications and taking into account that the historical character of the site has been impacted by the surrounding institutional land uses, Staff are supportive of the amended proposal plan.

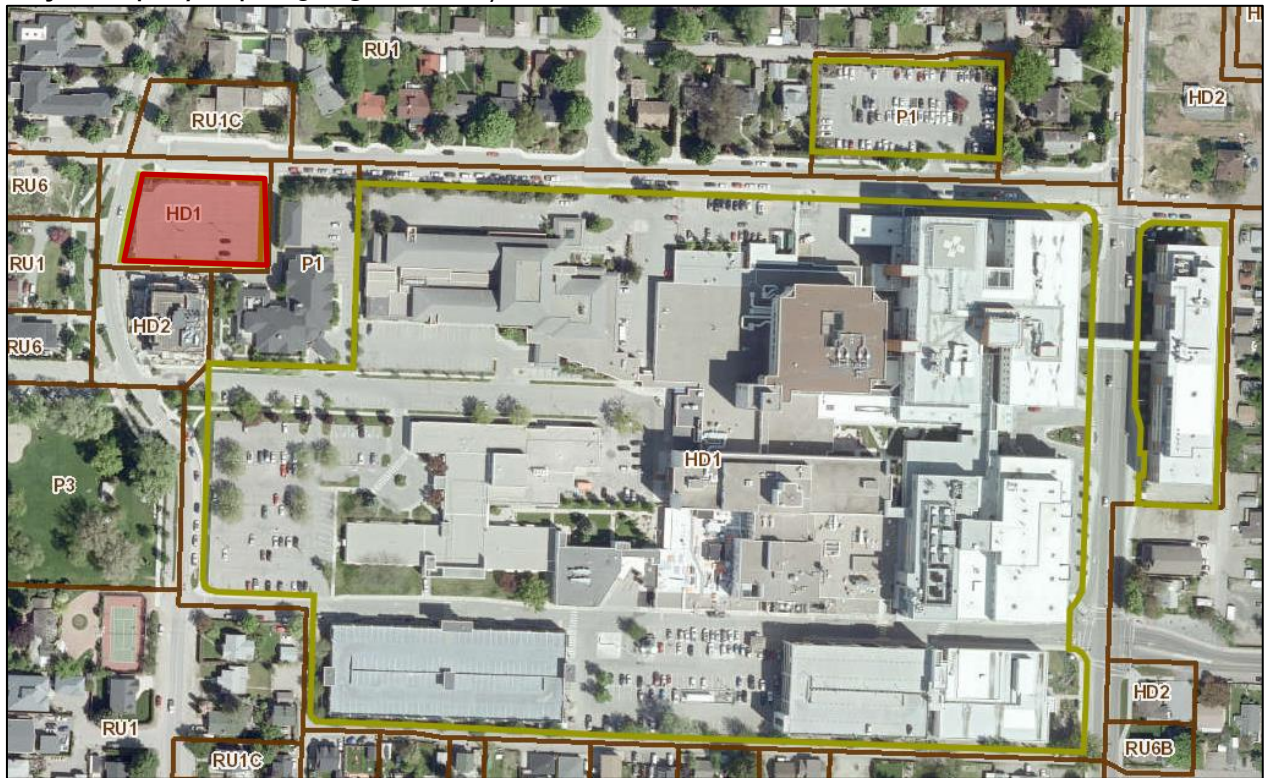
4.4 Site Context

The subject property is located at the corner of Abbot Street and Royal Avenue, within the Heritage Conservation Area. The Strathcona Building is to the south and the Rotary Lodge to the east. Strathcona Park is across the street to the southwest.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RU1c – Large Lot housing with Carriage House RU1 – Large Lot Housing	Single Dwelling Housing, Carriage House
East	P1 – Major Institutional	Health Services (Strathcona Lodge)
South	HD2 - Hospital and Health Support Services	Health Services, Food Primary Establishment
West	RU1 – Large Lot Housing RU6 – Two Dwelling Housing	Single and Two Dwelling Housing

Subject Property Map: 2251-2312 Pandosy St



4.5 Zoning Analysis Table

Zoning Analysis Table		
CRITERIA	HD ₂ ZONE REQUIREMENTS	PROPOSAL
Existing Lot/Subdivision Regulations		
Lot Area	900 m ²	2132 m ²
Lot Width	30 m	57.6 m
Lot Depth	30 m	37 m
Development Regulations		
Floor Area Ratio	1.2	0.60
Height	16.5 m	10.8 m
Front Yard	4.5 m	4.8
Side Yard (east)	4.5 m	15.4 m
Side Yard (west)	4.5 m	5.4 m
Rear Yard	3.0 m	3.0 m
Other Regulations		
Minimum Parking Requirements	26 stalls	28 stalls
Bicycle Parking	10 stalls	10 stalls
Private Open Space	150 m ²	+300 m ²

5.0 Current Development Policies

5.1 Kelowna Official Community Plan (OCP)

Development Process

Compact Urban Form.¹ 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.

Health Care Facilities.² Support the extension of services and appropriate building expansions of the Kelowna General Hospital and other health care facilities, as provided for on the Generalized Future Land Use Map 4.1. The form and character of future expansions should be compatible with the surrounding neighbourhood context.

6.0 Technical Comments

6.1 Building & Permitting Department

- 1) Development Cost Charges (DCC's) are required to be paid prior to issuance of any Building Permit(s).
- 2) 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.
- 3) HPO (Home Protection Office) approval or release is required at time of Building Permit application.
- 4) A Hoarding permit is required and protection of the public from the staging area and the new building area during construction. Location of the staging area and location of any cranes should be established at time of DP.
- 5) 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. Any alternative solution must be accepted by the Chief Building Inspector prior to the release of the Building Permit
 - b. Location, Heights, Colours of mechanical systems and the required screening are to be determined at time of DP
 - c. Any security system that limits access to exiting needs to be addressed in the code analysis by the architect.
 - d. Handicap Accessibility to the main floor levels to be provided, ramps may be required.
- 6) Size and location of all signage to be clearly defined as part of the development permit. This should include the signage required for the building addressing to be defined on the drawings per the bylaws on the permit application drawings.

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

² City of Kelowna Official Community Plan, Policy 5.32.10 (Development Process Chapter).

- 7) An exit analysis is required as part of the code analysis at time of building permit application.
- 8) Full Plan check for Building Code related issues will be done at time of Building Permit applications.

6.2 Development Engineering Department

- Refer to Attachment 'A' dated May 30, 2018.

6.3 Fire Department

- 1) Fire Department access is to be met as per BCBC 3.2.5. and 5.6.1.4 BCFC.
- 2) Fire department connection to be within 45M of a fire hydrant - unobstructed. Ensure FD connection is clearly marked and visible from the street - ensure landscaping by hydrant does not impede access to hydrant
- 3) Provide protection from adjacent building that would be exposed to fire originating from building under construction. BCFC 5.6.1.2
- 4) An approved fire safety plan as per BCFC 2.8 required at occupancy.
- 5) Approved Fire Department lock box required by fire dept. entrance to be flush mounted.
- 6) Contact Fire Prevention Branch for fire extinguisher requirements and placement.
- 7) Sprinkler zone valves shall be accessible as per fire prevention bylaw (10760) - no higher than 7 feet.
- 8) Provide fire sprinkler owners certificate and copy of NFPA 25 for sprinkler system upon completion.
- 9) Provide CANULC 561 Monitor Certificate in panel at time of occupancy.
- 10) Garbage enclosure must not be within 3 meters of structure or overhangs
- 11) Building will comply with Bylaw 10760.
- 12) Building shall be addressed off of Royal Avenue.

7.0 **Application Chronology**

Date of Application Received:	May 24, 2018
Date of Public Open House:	June 25, 2018
Date of Rezoning & OCP Amendment Public Hearing, 2 nd & 3 rd Readings:	August 28, 2018

Community Heritage Committee August 16, 2018

The above noted application was reviewed by the Community Heritage Committee at the meeting held on August 26, 2018 and the following recommendations were passed:

THAT the Heritage Advisory Committee recommends that Council NOT support Heritage Alteration Permit Application No. HAP18-0010 for the property located at 2251-2312 Pandosy Street, Kelowna, BC in order to facilitate the development of Congregate Housing on the subject property within the Heritage Conservation Area.

ANCEDTOAL COMMENTS:

The Heritage Advisory Committee provided the following rationale for recommending Council not support the application:

- no concerns with the overall project as the form and scale are supported;
- concern with the character of the application's farm house style as it is not in keeping with the history of the neighbourhood;
- material choice is of concern as is the colour choice, stone finishing, and the use of the cathedral window at the 2nd level primary entrance.

Report prepared by: Lydia Korolchuk, Planner

Reviewed by: Terry Barton, Urban Planning Manager

Approved for Inclusion by: Ryan Smith, Community Planning Department Manager

Attachments:

Attachment A: Development Engineering Memorandum

Attachment B: Heritage Alteration Permit

Schedule A: Site Plan

Schedule B: Elevations and Renderings

Schedule C: Landscape Plan

Attachment C: Project Rationale