

REPORT TO COUNCIL



Date: March 11, 2019

RIM No. 1250-20

To: City Manager

From: Community Planning Department (LB)

Application: OCP17-0023 & Z17-0098 **Owner:** Glenwest Properties Ltd., Inc.No. C0889227

Address: 2025 Begbie Road, 225 Clifton Road N & (W of) Union Road **Applicant:** Ekistics Town Planning Inc.

Subject: OCP Amendment & Rezoning Application

Existing OCP Designation: S2RES – Single / Two Unit Residential, S2RESH – Single / Two Unit Residential – Hillside, MRC – Multiple Unit Residential – Cluster Housing, MRL – Multiple Unit Residential (Low Density), MRM – Multiple Unit Residential (Medium Density), EDINST – Educational / Major Institutional, PARK – Major Park / Open Space (Public)

Proposed OCP Designation: S2RESH – Single / Two Unit Residential – Hillside, MRL – Multiple Unit Residential (Low Density), MRM – Multiple Unit Residential (Medium Density), COMM – Commercial, EDINST – Educational / Major Institutional, PARK – Major Park / Open Space (Public)

Existing Zone: RU2h – Medium Lot Housing (Hillside Area), RU3h – Small Lot Housing (Hillside Area), RU4 – Low Density Cluster Housing, RM2h – Low Density Row Housing (Hillside Area), RM3 – Low Density Multiple Housing, C2 – Neighbourhood Commercial, P2 – Education and Minor Institutional, P3 – Parks and Open Space

Proposed Zone: RU2h – Medium Lot Housing (Hillside Area), RU4 – Low Density Cluster Housing, RM3 – Low Density Multiple Housing, RM5 – Medium Density Multiple Housing, C3 – Community Commercial, P2 – Education and Minor Institutional, P3 – Parks and Open Space

1.0 Recommendation

THAT Official Community Plan Map Amendment Application No. OCP17-0023 to amend Map 4.1 in the Kelowna 2030 – Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of portions of:

- a) Lot A Sections 4, 5, 8 and 9 Township 23 ODYD Plan KAP69724 Except Plans KAP71944, KAP73768, KAP75949, KAP78547, KAP80107, KAP81912, KAP85278, KAP86750 and EPP24895, located at 2025 Begbie Road, Kelowna, BC;

- b) Lot D Section 8 Township 23 ODYD Plan KAP75116 Except Plans EPP24895, EPP24897, EPP64871 and EPP77782, located at 225 Clifton Road N, Kelowna, BC;
- c) That Part Closed Road Lying Within Sections 8 and 9 Township 23 ODYD Shown as Parcel 2 on Plan KAP86749, located at (W of) Union Road, Kelowna, BC; and
- d) The North East 1/4 of Section 8 Township 23 ODYD Except Plan KAP69724, located at (W of) Union Road, Kelowna, BC

from the S2RES – Single / Two Unit Residential, S2RESH – Single / Two Unit Residential – Hillside, MRC – Multiple Unit Residential – Cluster Housing, MRL – Multiple Unit Residential (Low Density), MRM – Multiple Unit Residential (Medium Density), EDINST – Educational / Major Institutional, and PARK – Major Park / Open Space (Public) designations to the MRL – Multiple Unit Residential (Low Density), MRM – Multiple Unit Residential (Medium Density), COMM – Commercial, EDINST – Educational / Major Institutional, and PARK – Major Park / Open Space (Public) designations as shown on Map “A” attached to the Report from the Community Planning Department dated March 11, 2019, be considered by Council;

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

AND THAT Council considers the Public Information Session public process to be appropriate consultation for the purpose of Section 475 of the *Local Government Act*, as outlined in the Report from the Community Planning Department dated March 11, 2019;

AND THAT Rezoning Application No. Z17-0098 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of portions of:

- a) Lot A Sections 4,5,8 and 9 Township 23 ODYD Plan KAP69724 Except Plans KAP71944, KAP73768, KAP75949, KAP78547, KAP80107, KAP81912, KAP85278, KAP86750 and EPP24895, located at 2025 Begbie Road, Kelowna, BC;
- b) Lot D Section 8 Township 23 ODYD Plan KAP75116 Except Plans EPP24895, EPP24897, EPP64871 and EPP77782, located at 225 Clifton Road N, Kelowna, BC;
- c) That Part Closed Road Lying Within Sections 8 and 9 Township 23 ODYD Shown as Parcel 2 on Plan KAP86749, located at (W of) Union Road, Kelowna, BC; and
- d) The North East 1/4 of Section 8 Township 23 ODYD Except Plan KAP69724, located at (W of) Union Road, Kelowna, BC

from the RU2h – Medium Lot Housing (Hillside Area), RU3h – Small Lot Housing (Hillside Area), RM2h – Low Density Row Housing (Hillside Area), RM3 – Low Density Multiple Housing, C2 – Neighbourhood Commercial, P2 – Education and Minor Institutional, and P3 – Parks and Open Space zones to the RU2h – Medium Lot Housing (Hillside Area), RU4 – Low Density Cluster Housing, RM3 – Low Density Multiple Housing, RM5 – Medium Density Multiple Housing, C3 – Community Commercial, P2 – Education and Minor Institutional, and P3 – Parks and Open Space zones as shown on Map “B” attached to the Report from the Community Planning Department dated March 11, 2019, be considered by Council;

AND THAT the Rezoning Bylaw be forwarded to a Public Hearing for further consideration;

AND FURTHER THAT final adoption of the 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 March 11, 2019.

2.0 Purpose

To amend the Official Community Plan to change the Future Land Use designation of and to rezone portions of the subject properties to residential, commercial, institutional, and park uses to facilitate development of the Wilden village neighbourhood.

3.0 Community Planning

Staff support the proposed Official Community Plan (OCP) amendment and rezoning for the Wilden village neighbourhood. The revised plan sees residential and commercial uses and density concentrated on the land west of Union Road between Upper Canyon Drive and Begbie Road, which is one of the flatter sites in the Wilden area and can serve the surrounding community. The plan is consistent with the vision for the village centre established in the Glenmore Highlands Area Structure Plan (ASP) and supports several OCP development policies, particularly those around creating complete suburbs, providing pedestrian and cycling connectivity in new developments, and providing for a mix of housing types.

Land Uses

The proposed type and configuration of uses within the Wilden village neighbourhood supports the development of Wilden and the surrounding areas as a complete suburb, in accordance with OCP Policy 5.2.3 that encourages commercial, institutional and residential uses in appropriate locations and at appropriate densities. The layout sees the greatest height and density concentrated in the core of the village neighbourhood on the flattest portion of the site, along with the school site and park, transitioning to lower density development on the bench and steeper areas to the west.

Staff support the use of the C3 – Community Commercial zone outside of a designated Village Centre in this instance to achieve mixed-use development with ground floor commercial space and residential above. It creates a more cohesive development by serving existing and proposed apartments, townhouses, and single detached houses in the vicinity. The RM5 – Medium Density Multiple Housing zone proposed adjacent to the C3 area would allow for four storey apartment buildings, creating an appropriate transition from the mixed-use C3 area to the RM3 – Low Density Multiple Housing area to the west where three storey townhouses are anticipated. The additional residential units are expected to support the development of a complete village neighbourhood and allow residents to more readily walk to neighbourhood services, the school, and recreational amenities.

Representatives from School District 23 have reviewed the proposed changes as they relate to the school site in particular. The school is expected to serve the needs of families in the area, and ground-oriented units proposed in the village neighbourhood are expected to further increase demand for a school here.

Roads & Active Transportation

The proposed layout provides for three access points from Union Road, an internal local and collector road network, and active transportation facilities in the form of multi-use pathways, sidewalks, on-street bicycle lanes, and pedestrian trails. Multi-use pathways along Union Road and around the school, park, and commercial site will enable multiple modes of active transportation in the core of the village neighbourhood, helping to achieve OCP Policy 5.10.1 by supporting pedestrian and cycling connectivity. Nature trails between the wetlands in the southern portion of the site will provide further connectivity and recreation opportunities.

The Begbie road extension connecting the northern end of the village and existing neighbourhoods to Glenmore Road is currently under construction. It will be completed and open prior to development of the village neighbourhood, offering another point of access beyond the Wilden area.

Infrastructure & Servicing

The village neighbourhood will be fully serviced with city water, sanitary, and stormwater services, connecting into existing infrastructure that anticipated development of this site. The servicing requirements associated with the rezoning are established in Schedule A. More detailed servicing requirements will be considered through individual subdivision applications.

Parks & Natural Areas

Through the Glenmore Highlands ASP and subsequent plans, the village neighbourhood has been identified as the location for the community park to serve the Wilden area. With the proposed changes, staff worked with the developer on an acceptable size and location to create a viable community park. At 0.64 ha (1.58 ac) in area, the new community park is approximately 700 m² (0.18 ac) smaller than the existing park site; however, the new location brings it closer to the centre of the village neighbourhood and provides for a direct connection to the school site. A joint use agreement between the City and the School District will be pursued.

The small greenspace within the RM3 area towards the southern portion of the village neighbourhood both adds park space throughout the site and can act as a pedestrian corridor extending from the village road and plaza through to the residential area to the west. On-site private open space requirements will still apply for all developments.

Measures to protect and restore, as needed, of steep slopes and environmental features will be determined through development permit and subdivision applications as development proceeds. The residential uses are farther away from the series of wetlands at the south end of the village neighbourhood and the developer has proposed ways of improving the wetland interface adjacent to the commercial site.

Public Consultation

The applicant completed public notification and hosted a public information session on February 15, 2018, where they presented the application materials. The information session had approximately 170 attendees and 117 feedback forms were received. The applicant indicates that 79% of respondents were in favour of the proposed plan. A summary of the consultation is provided in Attachment 7.

Future Requirements

Several other approvals will be needed prior to any development of the Wilden village neighbourhood, including natural environment and hazardous condition development permits, subdivisions (via preliminary layout review applications), and form and character development permits for all commercial and multi-unit residential buildings. Staff will review these applications against established policies, guidelines, and the overall plan for the site. Form and character development permits and development variance permits, if any, will be brought forward for Council consideration as the project proceeds.

Staff have reviewed this 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 site is within the Glenmore Highlands ASP area, adopted by Council in April 2000. The ASP established how the area is intended to develop and includes general plans for land uses, transportation and servicing. The ASP designates the subject site for Mixed-Use, School, Village Single / Multi Family, Clustered Single / Multi Family, and Village Interpretive Area development. It should be noted that the current Future Land Use designations do not align with the current zoning, which was adopted by Council in 2003. In particular, the area zoned C2 should also have a future land use designation of COMM – Commercial.

The Wilden development team also has an active application to rezone 1550 Union Road, immediately east of the village neighbourhood, from the RM5 – Medium Density Multiple Housing zone to the RM3 – Low Density Multiple Housing to facilitate development of a townhouse complex. When considered in conjunction with the neighbourhood village proposal, this would see the highest residential densities concentrated around the commercial node west of Union Road in the proposed C3 and RM5 zones.

4.2 Project Description

The Wilden village neighbourhood is intended to serve as the hub of services, amenities and activity for the Wilden area, providing for residents’ day-to-day needs. The site was selected for its ability to serve a range of functions and achieve some higher density development to create a complete community, including a mix of housing forms, a school, commercial space, and parks and trails. To better achieve this vision, the application proposes to amend the existing Future Land Use designations and rezone to allow for higher density residential uses and a wider range of commercial uses in the village area.

The following is a brief breakdown of the proposed uses:

- Residential: approximately 600 units (20% increase from current zoning)
 - Apartments in the core area (C3 and RM5 zones)
 - Townhouses to the west and north of the core area (RM3 zone)
 - Single detached houses on the ridge to the west (RU2h and RU4 zones)
- Commercial: approximately 4,180 m² (45,000 sq ft) of commercial floor space (C3 zone)
- Institutional: elementary school expected (P2 zone)
- Park: community park, small active park spaces, and natural open space (P3 zone)
 - Community park adjacent to school site and between RM3 developments
 - Natural open space around wetlands and along steep slopes

As with most hillside developments, Wilden has not realized its expected density in many previous development phases. The total number of units permitted in the Glenmore Highlands ASP would still be maintained by shifting density away from other locations to this site.

The purpose of the C3 zone is to provide a zone for the development of community commercial centres to serve more than one neighbourhood. Accordingly, the zone allows for a range of service, retail and office uses with some principal and secondary residential uses. Businesses typically found in the C3 zone include bank branches, coffee shops and restaurants, grocery and convenience stores, small professional offices, and service establishments. The C3 zone provides for a wider range of uses than the existing C2 zone, which has limited opportunities for retail and commercial uses.

The proposal includes a range of residential zones that allow for various housing forms. The table below shows the proposed residential zones for the village neighbourhood and their main residential uses.

Zone	Typical Principal Residential Use				
	Single dwelling housing	Two dwelling housing	Multiple dwelling housing	Micro suite housing	Supportive housing
RU2h – Medium Lot Housing (Hillside Area)	X				
RU4 – Low Density Cluster Housing	X	X			
RM3 – Low Density Multiple Housing			X		X
RM5 – Medium Density Multiple Housing			X	X	X

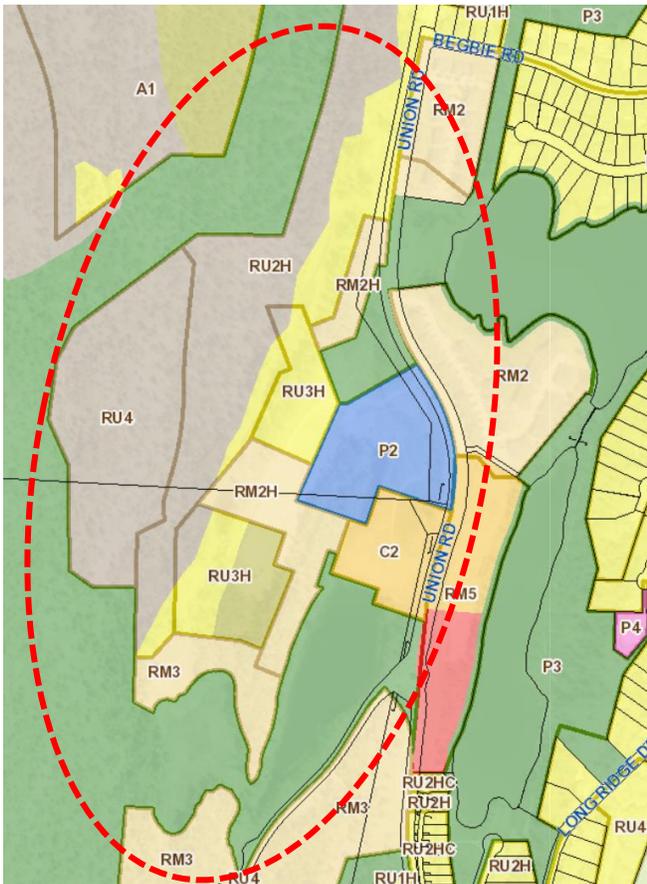
4.3 Site Context

The subject site is in the Wilden neighbourhood in the City’s Glenmore-Clifton-Dilworth Sector and is within the Permanent Growth Boundary. It is generally west of Union Road between Begbie Road and Upper Canyon Drive North. The Wilden village neighbourhood is identified as a Neighbourhood Centre (Glenmore Highlands) in the OCP. Adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RU2h – Medium Lot Housing (Hillside Area) P3 – Parks and Open Space	Undeveloped land Natural open space
East	RM2 – Low Density Row Housing P3 – Parks and Open Space RM5 – Medium Density Multiple Housing*	Semi-detached houses and townhouses Begbie Park Undeveloped land
South	RM3 – Low Density Multiple Housing P3 – Parks and Open Space	Undeveloped land Natural open space
West	P3 – Parks and Open Space	Natural open space

* Active application to rezone to RM3 – Low Density Multiple Housing (Z18-0070)

The existing zoning and Future Land Use designations for the subject area are shown in the map below.



5.0 Development Policies

5.1 Official Community Plan

Chapter 5: Development Process

Policy 5.2.3 Complete Suburbs. Support a mix of uses within Kelowna’s suburbs (see Map 5.1 – Urban Core Area), in accordance with “Smart Growth” principles to ensure complete communities. Uses that should be present in all areas of the City (consistent with Map 4.1 – Future Land Use Map), at appropriate locations, include: commercial, institutional, and all types of residential uses (including affordable and special needs housing) at densities appropriate to their context. Building heights in excess of four storeys will not be supported within the suburban areas, unless provided for by zoning existing prior to adoption of OCP Bylaw 10500.

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 5.14.4 Protect Sensitive Areas. Sensitive environmental areas and riparian management areas (RMA) will be protected by siting trails beyond their boundaries, unless there are absolutely no alternatives.

Policy 5.22.11 Housing Mix. Support a greater mix of housing unit size, form and tenure in new multi-unit residential and mixed use developments.

Policy 5.32.7 Community Use of Schools. Encourage that schools be designed so as to facilitate, during non-school hours, use for before / after school programs, recreation programs, youth / family activities, adult education or other community uses.

Chapter 7: Infrastructure

Policy 7.6.2 Complete streets. Ensure new roads are built as complete streets that incorporate sidewalks and on street bike lanes on arterial and major collector roads and off-road bike paths as per the Active Transportation Plan and provides for efficient transit service, as well as sufficient space to include landscaping.

Policy 7.8.3 New Residential Developments. Ensure that new residential developments and subdivisions have active transportation links to the nearest arterial or major collector roads at developer cost.

Chapter 17: Definitions

Neighbourhood Centre (Glenmore Highlands / Kettle Valley / Lakeshore – Bluebird)

A small node (max. 3,000 m²) of retail / service outlets located along an arterial or collector road. Neighbourhood Centres provide limited goods / services for the convenience needs of nearby residents. One “anchor store” may account for up to 235 m² of floor space, but individual stores are rarely larger than 140 m² (restaurants might be somewhat larger). Generally, Neighbourhood Centres would be located more than one kilometre from City or Town Centre commercial facilities. Density will increase as the distance from the core increases.

5.2 Glenmore Highlands Area Structure Plan

3.2.3 Village Centre Objectives: As a principle, a village centre that provides an activity focus for the plan area and offers a range of functions, services and facilities should be provided in the location best suited to higher intensity development.

3.6.4 Village Single / Multiple Family: The Village Single / Multiple Family designation provides for a more urban form of housing near the local amenities of the Glenmore Highlands village centre. Village Single / Multiple Family areas will predominantly incorporate single family developments; however, permitted housing forms include single family (fee-simple and strata) of various lot sizes, duplexes, street-oriented townhomes and multiple housing forms. The design intent of the Village Single / Multiple Family designation is to establish comfortable, human-scaled neighbourhoods with pedestrian-oriented streetscapes. Maximum gross densities of twenty (20) units per hectare are permitted.

3.6.4 Village Apartments: The Village Apartments designation provides for a high density urban form of housing near the local amenities of the Glenmore Highlands village centre. Permitted housing forms include townhomes, apartment buildings and senior citizen’s housing. The design intent of the Village Apartments designation is to create a transition between the mixed-use village centre and other residential uses. Maximum gross densities of 125 per hectare are permitted.

3.7 Village Centre Mixed-Use: The Mixed-Use designation provides for residential uses that are sensitively integrated with commercial amenities within the Glenmore Highlands village centre. A multiple family housing form that includes townhomes, apartments, and mixed-use apartments (i.e. residential above ground floor commercial) is permitted. Gross density is not to exceed 125 units per hectare.

6.0 Technical Comments

6.1 Development Engineering Department

- See Attachment 3.

6.2 Fire Department

- Recommend that the secondary means of egress from the Upper Canyon area be completed prior to any more development being approved. Union continues to be the only egress in a wildfire situation for new proposal and current Begbie Rd area. Perhaps a continuation of Begbie Rd would permit a second egress from the area. A Wildfire Hazard Assessment report should be submitted for the Wilden area. This report should be updated as phases continue. Appropriate setbacks from steep slopes should be considered.

6.3 Parks & Buildings Planning

- The Parks Agreement (Section 219 Covenant) specifies the Village Centre Park (Community Park) should be 0.714 ha of developable park land. Developable land must be within the rezoning area. Steep areas, stormwater swales, ponds, and other infrastructure are not considered developable areas for parks.
- The land that is proposed as additional P3 (currently RU2h) is steep and without road access. This area should be included in adjacent lots with no disturb covenants on them. Alternatively, if the land is transferred to the City, the developer should first provide access such that the area can be maintained, and conduct fire hazard mitigation prior to transfer. As natural park land, this may not be included in the calculation for park dedication responsibilities under the Parks Agreement.

7.0 Application Chronology

Date of Application Received: November 2, 2017

Date Public Consultation Completed: February 15, 2018

Prepared by: Laura Bentley, Community Planning Supervisor

Reviewed by: Ryan Smith, Community Planning Department Manager

Approved for Inclusion: Derek Edstrom, Acting Divisional Director, Community Planning & Strategic Investments

Attachments:

Attachment 1: Map "A" OCP Amendment

Attachment 2: Map "B" Proposed Zoning

Attachment 3: Schedule "A" City of Kelowna Memorandum

Attachment 4: Proposed Land Use Plan & Zoning Plan

Attachment 5: Conceptual Site Development

Attachment 6: Proposed Park & Pathway Plan

Attachment 7: Consultation Summary