

# REPORT TO COUNCIL



**Date:** May 15, 2023

**To:** Council

**From:** Divisional Director of Planning and Development Services

**Department:** Development Planning

**Application:** OCP23-0001 & Z23-0001      **Owner:** Kettle Valley Holdings Ltd. Inc  
No 551772

**Address:** 410 Providence Ave      **Applicant:** Placemark Design Studio Inc. –  
Theo Finseth

**Subject:** OCP Amendment, Rezoning Application

**Existing OCP Designation:** EDINST – Educational / Institutional and PARK – Parks

**Proposed OCP Designation:** S-RES – Suburban Residential and S-MU – Suburban Multiple Unit and  
PARK – Parks

**Existing Zone:** P2 – Education and Minor Institutional

**Proposed Zone:** RU1 – Large Lot Housing and RU2 – Medium Lot Housing and RU3 -  
Small Lot Housing and MF2 – Townhouse Housing and P3 – Parks and  
Open Space

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## 1.0 Recommendation

THAT Official Community Plan Map Amendment Application No. OCP23-0001 to amend Map 3.1 in the Kelowna 2040 – Official Community Plan Bylaw No. 12300 by changing the Future Land Use designation of portions of Lot 1 Section 23 Township 28 SDYD Plan KAP85435, located at 410 Providence Ave, Kelowna, BC from the EDINST – Educational / Institutional designation and the PARK – Parks designation to the S-RES – Suburban Residential designation, the S-MU – Suburban-Multiple Unit designation, and the PARK – Parks designation, as shown on Map “A” attached to the Report from the Development Planning Department dated May 15, 2023 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 Development Planning Department dated May 15, 2023;

THAT Rezoning Application No. Z23-0001 to amend the City of Kelowna Zoning Bylaw No. 12375 by changing the zoning classification of portions of Lot 1 Section 23 Township 28 SDYD Plan KAP85435, located at 410 Providence Ave, Kelowna, BC from the P2 – Education and Minor Institutional zone to the RU1 – Large Lot Housing zone, the RU2 – Medium Lot Housing zone, the RU3 - Small Lot Housing zone, the MF2 – Townhouse Housing zone, and the P3 – Parks and Open Space zone as shown on Map “B” attached to the Report from the Development Planning Department dated May 15, 2023 be considered by Council;

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

AND 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 Development Planning Department dated May 15, 2023; and

AND FURTHER THAT final adoption of the Rezoning Bylaw be considered subsequent to the issuance of a Preliminary Layout Review Letter by the Approving Officer.

## **2.0 Purpose**

To amend the Official Community Plan to change the future land use designation of portions of the subject property and to rezone portions of the subject property to facilitate a future subdivision of Single Detached Housing, Duplex Housing, Townhomes, and Parks.

## **3.0 Development Planning**

Staff are recommending support for the proposed Official Community Plan (OCP) and Rezoning Application to accommodate future subdivision and development on the subject property. The proposal is consistent with the existing residential makeup of the Kettle Valley neighborhood and the development form provides a variety of housing types in keeping with the neighbourhood context.

The proposal offers substantial park dedication (2.51 ha) and development including a full-size soccer field, gathering pavilion, and community green space as neighborhood amenities. Further amenities include an expanded trail network connecting Quilchena Park to Main Street Park. The proposed park will be fully constructed as part of the overall project which meets and exceeds overall parks planning policies and objectives of the OCP. The applicants are also voluntarily contributing \$240,000 to the Frost Road extension project which is intended to help advance the road project for earlier completion. The extension would provide additional north-east transportation route options for the proposed development and help distribute traffic coming from the upper Mission.

The site layout utilizes the existing topography, maintains existing view corridors, and is sensitively integrated against adjacent upslope residences. 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 subject property is primarily designated EDINST - Educational/Major Institutional as it was previously earmarked for a school site dating back to 1996. In November of 2012, School District #23 elected not to pursue their option to purchase the property and in 2015 an agreement was reached to relinquish all further rights of SD23 in the property to Kettle Valley Holdings Ltd.

An OCP and Text Amendment application was made for the property in 2016 and proposed 82 units in a mix of single family and multi-family dwellings with 20% park dedication. The application also includes relocation of the Soccer Field, front access garages located on large lots.

An OCP and Text Amendment application was made for the property in 2020 and proposed 67 units of Single Detached Dwellings with 25% park dedication. The application also included a 'Super 8' Soccer Field, lane accessed homes, and 5m greenway through the site.

The site had an existing 64m x 100m sports field which was originally developed by Kettle Valley in partnership with the city. The field was leased to the City of Kelowna but the lease was not extended and is currently not in use.

Kettle Valley Comprehensive Residential Development zone allowed for a maximum density of 1028 units. The current neighbourhood proposal build-out will result in approximately 1019 units.

#### 4.2 Project Description

The applicant has applied for a OCP and Rezoning application to accommodate a future subdivision which will be accessed from two primary access points on Quilchena Drive. The proposal is for 99 units with a diversity of unit types including: Single Detached Dwelling, Duplex Housing, and Townhouses. The proposal maintains the same density as the 2020 proposal just in a smaller buildable area as a result of additional park land being dedicated from the previous proposal. The subdivision would be accessed by a looping municipal road and there would be a cul-de-sac adjacent to Quilchena Park.

The units will be located on a large portion of the site that is relatively flat. The land use plan aims to avoid slopes that run along the south portion of the site. The proposed lots will be accessed via laneways to screen garages and encourage front door connection to the streetscape contributing to the overall feel of the Kettle Valley Community.

#### *Park and Open Space*

The proposed park space totals 2.51 hectares in size which is about 44% of the total property. The full-size soccer field is 90m x 60m. Quilchena Park and Main Street Park will be connected by a linear park section to provide connectivity through the site and to the overall park space within Kettle Valley.

#### *Transportation*

Based on the traffic impact letter provided by the applicants (Attachment B) by Howes Technical Advantage Ltd., April 11, 2023, the 99 units proposed in the development would represent about 3-8% of peak hour traffic to the local road network and specifically the Frost Road Extension. The Frost Road construction project would connect Chute Lake Road, at the Chute Lake Crescent intersection, to the existing section of Frost Road to the east. The construction project is estimated at a cost of approximately \$3 million. The voluntary contribution by the applicant would be \$240,000 which is 8% of the estimated cost of the road extension project. The extension would provide additional north-east route options for the neighbourhood and help distribute traffic coming from the upper Mission.

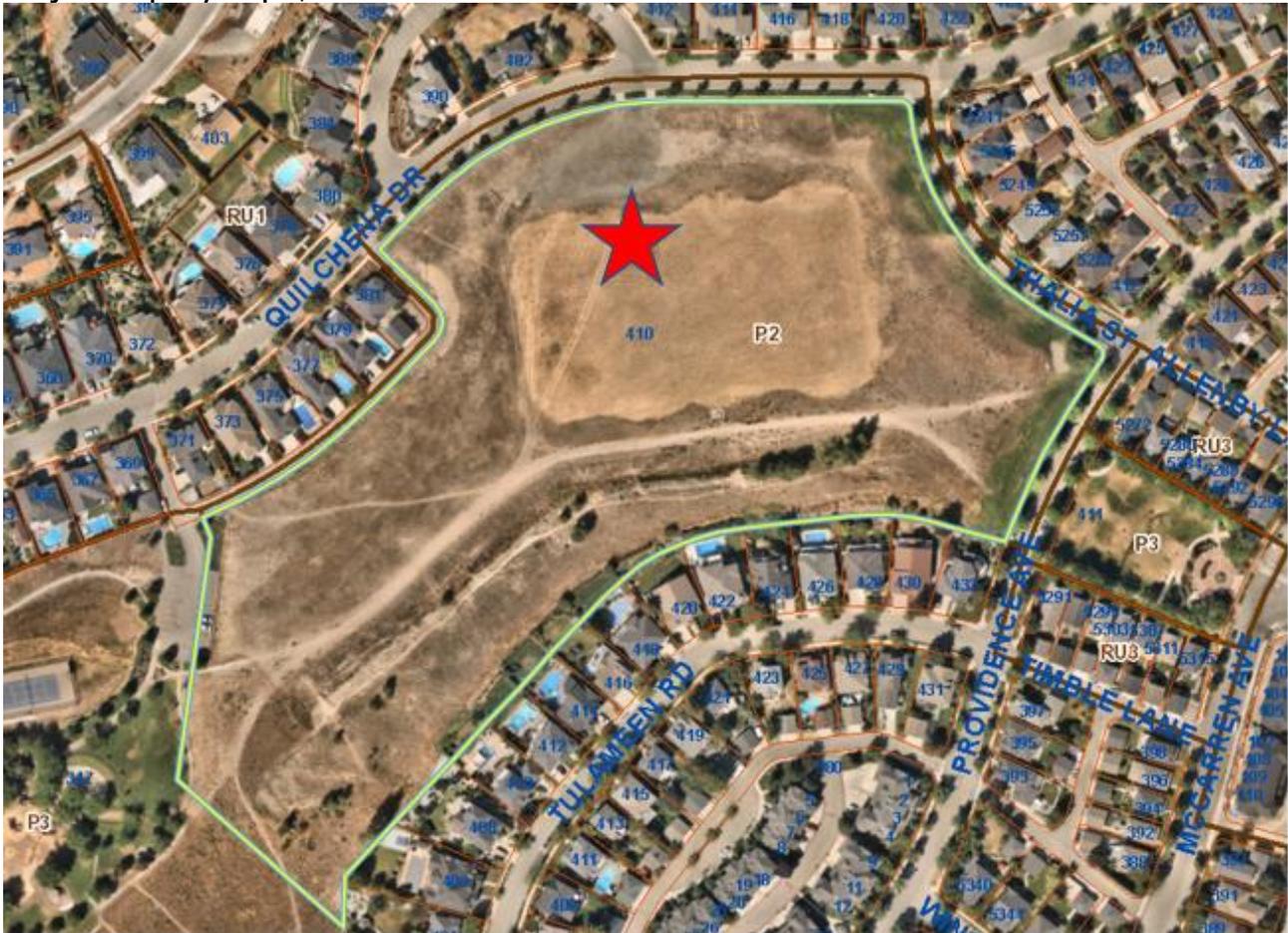
#### 4.3 Site Context

The subject property is located in the South Mission in the heart of the Kettle Valley neighbourhood and is approximately 14.11 acres in size. The property has three fronting roads, Providence Avenue, Thalia Street and Quilchena Drive. The surrounding neighbourhood is single family residential and has a number of existing park areas including Quilchena Park and Main Street Park.

Specifically, adjacent land uses are as follows:

Orientation	Zoning	Land Use
North	RU <sub>1</sub> – Large Lot Housing	Single Family Residential
East	RU <sub>1</sub> – Large Lot Housing, P <sub>3</sub> – Parks and Open Space	Single Family Residential and Park
South	RU <sub>1</sub> – Large Lot Housing	Single Family Residential
West	RU <sub>1</sub> – Large Lot Housing, P <sub>3</sub> – Parks and Open Space	Single Family Residential and Park

Subject Property Map: 410 Providence Avenue



**5.0 Current Development Policies**

**5.1 Kelowna Official Community Plan (OCP)**

**The Big Picture: 10 Pillars to Realize our Vision**

- 1) Take Action on Climate / Protect and Restore Environment:** Half of the vacant 14-acre site is being preserved for park land, community amenity, and greenspace. The result is only half of the land is being developed for residential uses.
- 2) Incorporate Equity into City Building / Promote more Housing Diversity:** The proposal identifies a variety of housing types from large, medium, and small lots to townhouses. This housing variety will likely offer differing price points and better meet the OCP’s objectives for more ground oriented multi-unit housing.

**Objective 7.1 Create more complete communities in Suburban Neighbourhoods.**

Policy 7.1.1 Area Structure Plan Consistency	Support development that is consistent with adopted Area Structure Plans (ASPs) in Suburban Neighbourhoods. <i>The Kettle Valley Community had residential unit limit of 1028 units. This final phase of the development will result in less than the intended maximum number of units.</i>
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**Objective 7.2 Design Suburban Neighbourhoods to be low impact, context sensitive and adaptable.**

Policy 7.2.1 Ground Oriented Housing.	Consider a range of low-density ground-oriented housing development to improve housing diversity and affordability and to reduce the overall urban footprint of Suburban Neighbourhoods. <i>The site will be entirely made up of low-density and ground-oriented housing types. These units are being proposed on half of the developable footprint of the site.</i>
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Policy 7.2.3 Integrate Nature	Integrate the design of active parks with adjacent natural areas while maintaining individual park standards. Reduce the impacts of parks on adjacent natural systems. <i>Natural areas and hillsides are being preserved and avoided. Existing parks are being tied into the design and being expanded upon.</i>
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**Objective 7.3 Design Suburban Neighbourhoods to be inclusive, safe and to foster social interaction**

Policy 7.3.1 Private Open Space	Encourage the development of private open space amenities as part of new multi unit residential development in Suburban Neighbourhoods. <i>Large portion of the site is preserved for private open space with the creation of a community green space and construction of gathering pavilion.</i>
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**Objective 10.1 Acquire new parks to enhance liveability throughout the City.**

Policy 10.1.3 Park Acquisition Priorities	Serve growth, particularly in Urban Centres and the Core Area, and other areas of multi-family residential development characterized by limited private outdoor recreational space. <i>Development is partially characterized by proposed multi-family development, park dedication will serve this growth.</i>
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Policy 10.1.6 Park Designation Phasing	In phased developments, ensure that park needs are met by requiring that all future parks and open space networks are identified and confirmed through zoning prior to the residential development that relies on them.
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		<i>Proponent has indicated a phased approach to park development, having some park elements ahead of residential development.</i>
Policy Servicing Suburban Parks	10.1.19	Services and standards shall be in accordance with the <i>City of Kelowna Park Acquisition Guidelines</i> , as amended
		The park proposal broadly meets Parks Acquisition Guidelines.

**Objective 10.2 Ensure parks and public spaces are connected to each other and accessible for all citizens**

Policy Connected Parks	10.2.1	Maximize the value and accessibility of the parks network through landscaped and pedestrian-friendly connections.
		<i>Proponent has maintained and proposed improvements to pedestrian connection through the site, improving overall community connectivity.</i>
Policy Community Partnerships	10.5.5	Encourage partnerships with other agencies and community groups to deliver high quality public space and park amenities, as well as maintenance agreements.
		<i>Proponent is proposing park dedication and development which exceed City standards of 2.51 ha (6.2 ac).</i>

**6.0 Technical Comments**

**6.1 Development Engineering Department**

- Refer to Development Engineering Memo dated April 17, 2023.

**7.0 Application Chronology**

Date of Application Accepted: January 9, 2023  
 Date Public Information Session: March 8, 2023

**Report prepared by:** Jason Issler, Planner I  
**Report prepared by:** Wesley Miles, Planner Specialist  
**Reviewed by:** Dean Strachan, Community Planning & Development Manager  
**Reviewed by:** Terry Barton, Development Planning Department Manager  
**Approved for Inclusion:** Ryan Smith, Divisional Director, Planning & Development Services

**Attachments:**

- Schedule A: Development Engineering Memo
- Attachment A: Rationale and Proposed Land Use Designations
- Attachment B: Traffic Engineering Opinion Letter Re: Frost Road Extension
- Map A: OCP Amendment
- Map B: Zoning Amendment