

REPORT TO COUNCIL



Date: November 23, 2015

RIM No. 1250-20

To: City Manager

From: Community Planning Department

Application: OCP15-0015

Owner:

Gordon James Kirschner
Heidi Sabine-Kirschner
Donald Joseph Kirschner
Amy Ellen Kirschner
Allan Charles Kirschner
Angelica Betty Kirschner

Address: 2975 and 2980 Gallagher Road

Applicant: CTQ Consultants Ltd.

Subject: Official Community Plan Amendment

Existing OCP Designation: S2RESH, MRL, S2RES, PARK, MRL

Proposed OCP Designation: S2RESH, MRL, S2RES, PARK, MRC

1.0 Recommendation

THAT Official Community Plan Bylaw Amendment No. OCP15-0015 to amend Map 4.1 of the Kelowna 2030 - Official Community Plan Bylaw No. 10500 by changing the Future Land Use designation of portions of Lot 1 Section 12 and 13 Township 26 and Sections 7 and 18 Township 27 ODYD Plan KAP71697 except Plans KAP84278, KAP86315, KAP86363, KAP88598 and EPP36504 located at 2980 Gallagher Road, Kelowna, BC and portions of Section 12 Township 26 ODYD except (1) Plans 1380, 1639 and KAP44995 and KAP48770 (2) Parcel A (Plan B6800) (3) the SW ¼ of said section, located at 2975 Gallagher Road, Kelowna, BC from REP - Resource Protection Area to S2RESH - Single / Two Unit Residential Hillside, REP - Resource Protection Area to PARK - Major Park / Open Space (Public), S2RES - Single / Two Unit Residential to MRC - Multiple Unit Residential Cluster Housing, MRL - Multiple Unit Residential (Low Density) to S2RESH - Single / Two Unit Residential Hillside, S2RESH - Single / Two Unit Residential Hillside to MRC - Multiple Unit Residential Cluster Housing, MRL - Multiple Unit Residential (Low Density) to MRC - Multiple Unit Residential Cluster Housing, MRL - Multiple Unit Residential (Low Density) to PARK - Major Park / Open Space (Public), PARK - Major Park / Open Space (Public) to MRC - Multiple Unit Residential Cluster Housing, S2RES - Single / Two Unit Residential to S2RESH - Single / Two Unit Residential Hillside, PARK - Major Park / Open Space (Public) to S2RESH - Single / Two Unit Residential Hillside, S2RESH - Single / Two Unit Residential Hillside to PARK - Major Park / Open Space (Public) and S2RES - Single / Two Unit Residential to PARK - Major Park / Open Space

(Public) designations as shown on Map “A1” attached to the Report from the Community Planning Department dated November 2, 2015, be considered by Council;

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

AND FURTHER THAT Council considers the Public Information Session public process to be appropriate consultation for the *Purpose* of Section 879 of the *Local Government Act*, as outlined in the Report from the Community Planning Department dated November 23, 2015.

2.0 Purpose

To amend the Official Community Plan to alter the eventual unit composition and density of the Kirschner Mountain development.

3.0 Community Planning

Community Planning is supportive of the application to amend the Official Community Plan Future Land Use Map for the undeveloped Kirschner Mountain Development Lands. The additional density makes better use of Kelowna’s limited land base, increasing the overall unit count by more than 25% over the same footprint and providing an increased variety of housing options.

The shift away from traditional multi-family on the peak of the mountain to cluster-style multi-family on the south slope will reduce the visual impact of the development. This is in keeping with the evolution of hillside development planning in Kelowna since the adoption of the original plan.

The proposal is solely for an Official Community Plan amendment, and is highly conceptual in nature. Detailed review of road and park layout will take place during the later phases of the development approval process, including the re-zoning process, which will be subject to additional Council review and public scrutiny.

Servicing capacity in the area is adequate for the increased density, subject to the developer conducting already planned system improvements.

4.0 Proposal

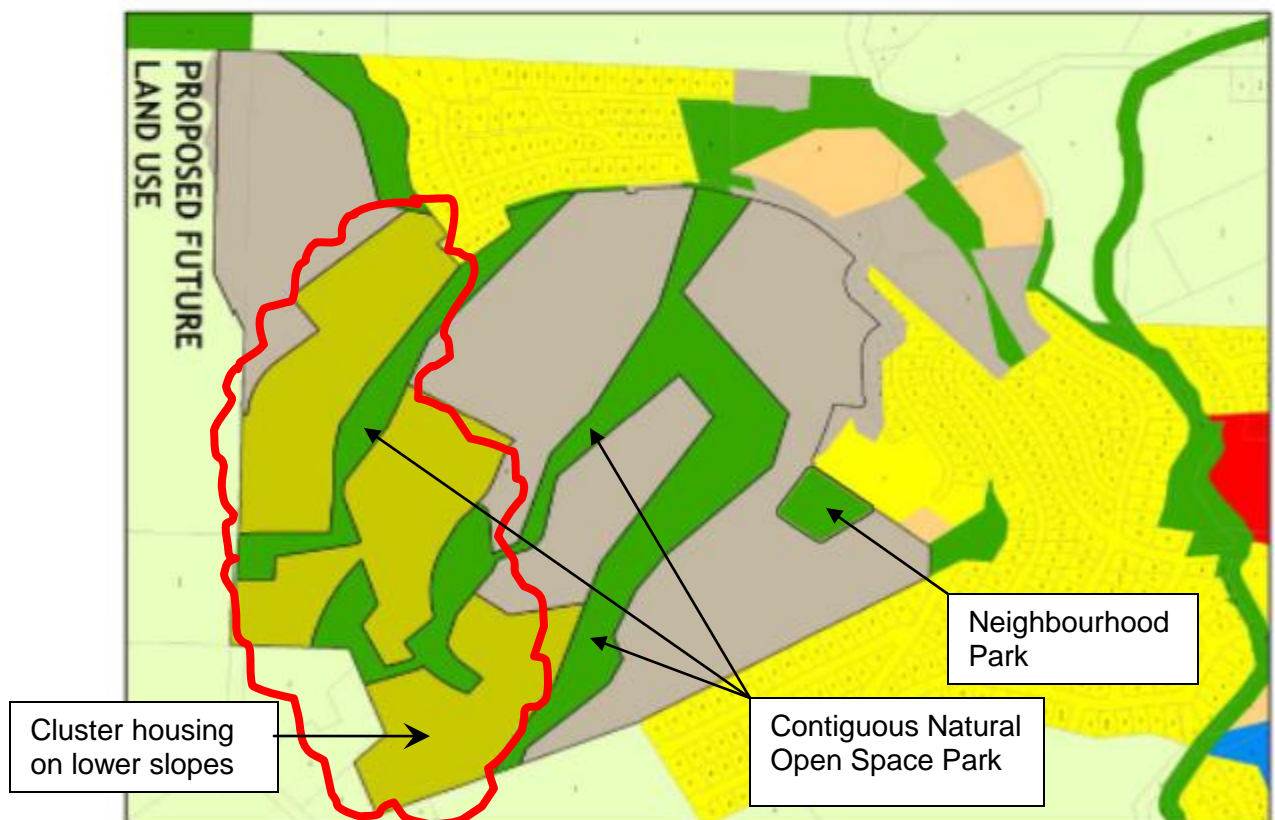
4.1 Background

In December of 2001, the Council of the day adopted the Kirschner Mountain Area Structure plan and associated Official Community Plan Amendments to allow for the development of the properties.

Since the adoption of the plan, more than 200 units have been constructed.

The applicant has entered into an agreement to sell the project, and as part of the sale, the new owner has indicated an interest to reconfigure the project to increase overall density.

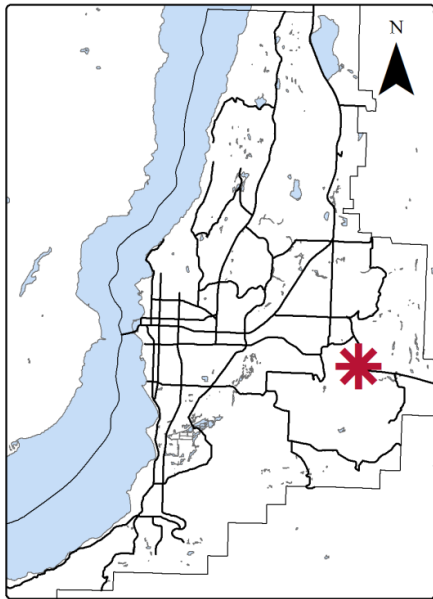
The property to the south of the development site, while owned by the same ownership group, is in the Agricultural Land Reserve, and will not be developed or altered as part of the Official Community Plan amendment process.



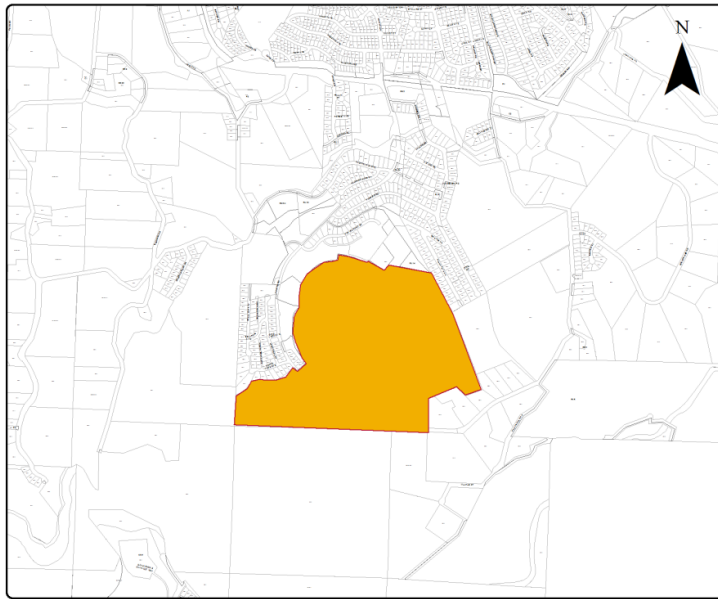
4.2 Site Context

The properties in question are located on the eastern side of the City, along Highway 33. The properties to the north have been developed extensively with single family residential units and some townhomes. The property to the south is partially in the ALR.

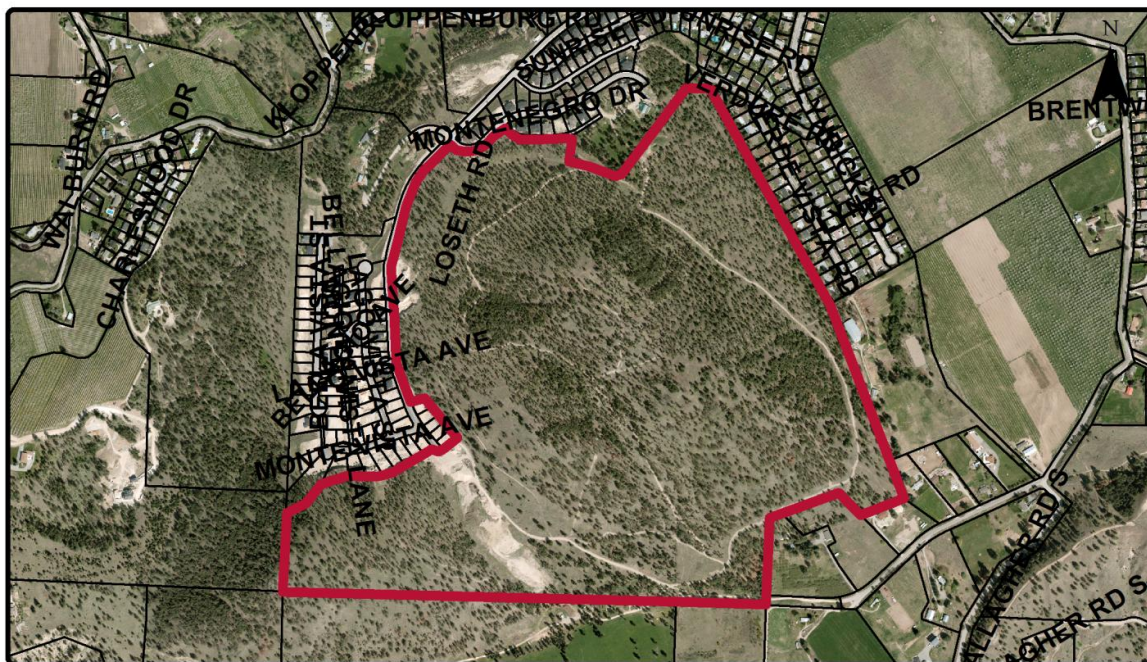
The property is dominated by the eponymous mountain, with development intended to be on the slopes. Portions of the mountain have slopes well in excess of 30%, and are not suitable for development. Those slopes would be protected with Park designations and where appropriate a public trail system established.



CONTEXT



NEIGHBOURING ZONING



SUBJECT PROPERTY

4.3 Project Description

The revised plan is intended to match more closely with the developer's goals for the site. It also better matches contemporary Kelowna planning practices, with the use of hillside designations and the removal of multi-family development from the peak of the mountain.

The most significant changes to the plan are:

- Removal of all S2RES (Single / Two Unit Residential) and replacement with S2RESH (Single/Two Unit Residential Hillside)
- Removal of MRL (Multiple Family Low Density) from peak of mountain
- Additional of MRC (Multiple Unit Residential Cluster Housing) to south slopes
- Green space amended for improved connectivity

The overall breakdown of new land designation is:

Land Use	Area (acres)	Area (ha)	Percentage
Single Family / Two Unit Hillside	98.41	39.84	46%
MRC Multiple Unit Residential - Cluster	49.64	20.10	23%
Park and Open Space	47.27	19.14	22%
Road (Major)	18.47	7.48	9%
Total	213.79	86.56	100%

4.4 Unit Counts

The Original Plan for the area would have seen a near term build-out of approximately 600 units. The new proposal increases the total number of multi-family units, likely mostly in the form of town homes, to 771 units.

Unit Type	Existing	Proposed	Total
Single	181	250	431
Multifamily	45	295	340
Total	226	545	771

For servicing purposes, units are looked at as Single Family Equivalents (SFEs). For the purposes of these calculations, a multi-family unit is calculated to be the equivalent of 0.65 SFE.

Unit Type	Existing	Proposed	Total
Single	181 SFE	250 SFE	431 SFE
Multifamily	30 SFE	197 SFE	227 SFE
Total Equivalent Units	211 SFE	447 SFE	658 SFE

Projected unit breakdown would be:

Unit Type	Existing	Proposed	Total
Single Family	181	250	431
Townhomes	45	235	280
Multifamily (Apartment)	0	60	60

All unit counts are preliminary, and may be subject to slight change during the rezoning, subdivision and development approvals processes. Over the long term, build out numbers will be subject to land use patterns and the allowable density in the zoning bylaw of the day.

4.5 Traffic

The applicant has conducted a traffic assessment on the project. Despite the increase in total units, the shift from single family to multiple-family units leads to only a slight increase in projected traffic exiting the development. Traffic generation from the new configuration is expected to increase by only 4.7% from the original plan.

At this time, all access to the development is along Loseth Road. However, as the project proceeds, the developer will be required to construct a connection to Gallagher Road along the south slope of the project, creating an additional access. This connection will be required as part of the multi-family phases on the lower slopes of the development.

Traffic calming measures and detailed roadway design will be addressed during the re-zoning and subdivision processes. The City has identified potential traffic calming solutions that will be required as part of future development approvals.

4.6 Parks and Green Space

The proposed amendments will reconfigure green space over the project.

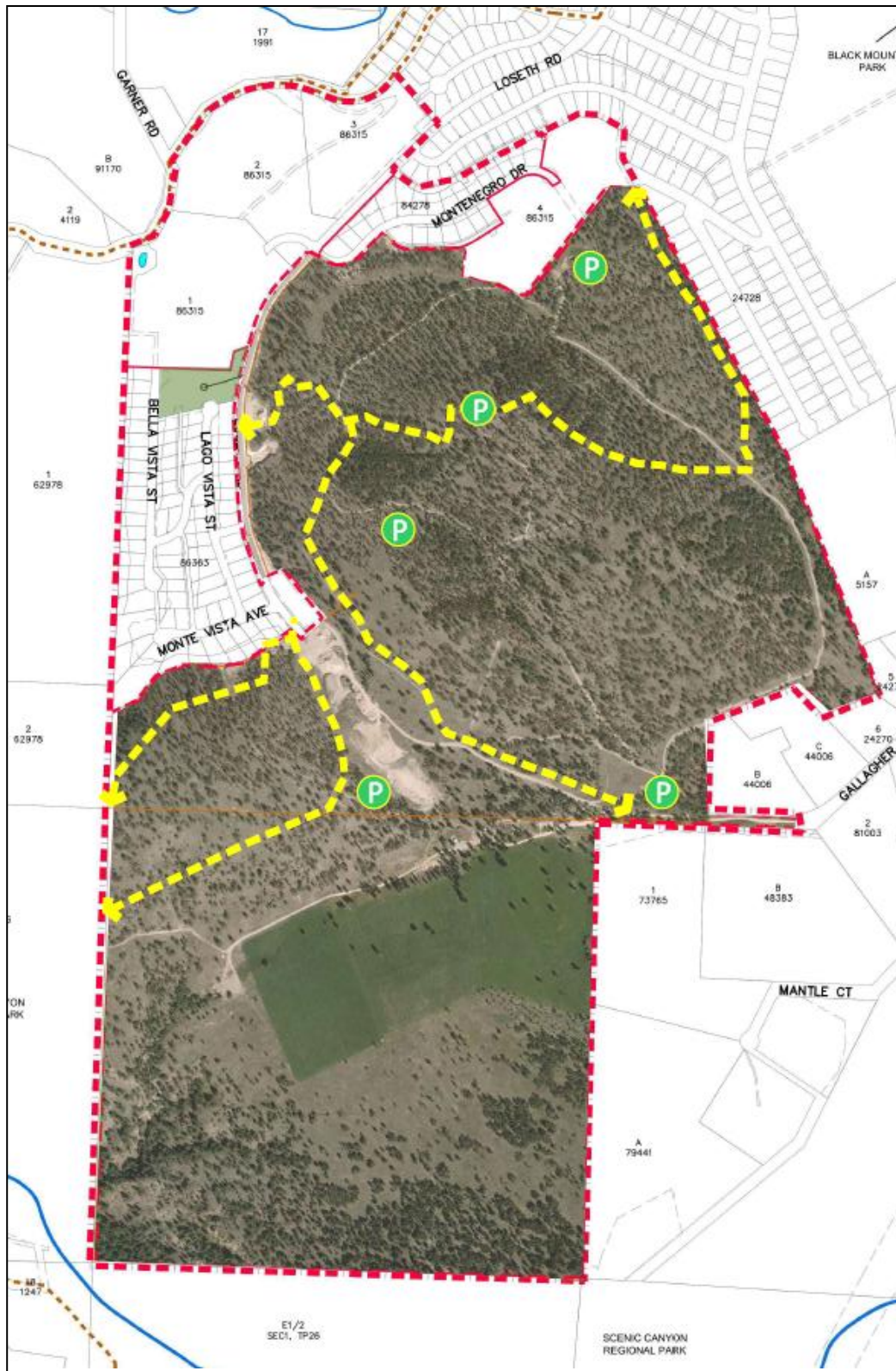
Currently, there are 19.7 ha of land dedicated as Park and Open Space on the site. The reconfiguration would dedicate an additional 19.14 ha, with another 3.0 ha to be determined during the zoning process for the provision of more active classifications of parks (neighbourhood, citywide, viewpoints, staging areas, etc.). The Village Clusters within the townhome developments may also add an additional 1.0 to 2.0 ha of natural open space, depending on final configuration.

The bulk of the lands dedicated as Park and Open Space would be on steep and sensitive slopes. Proposed parks have been identified on all significant peaks in order to protect them in public ownership, but detail design would need to take place during the rezoning phase to determine the specific boundaries.

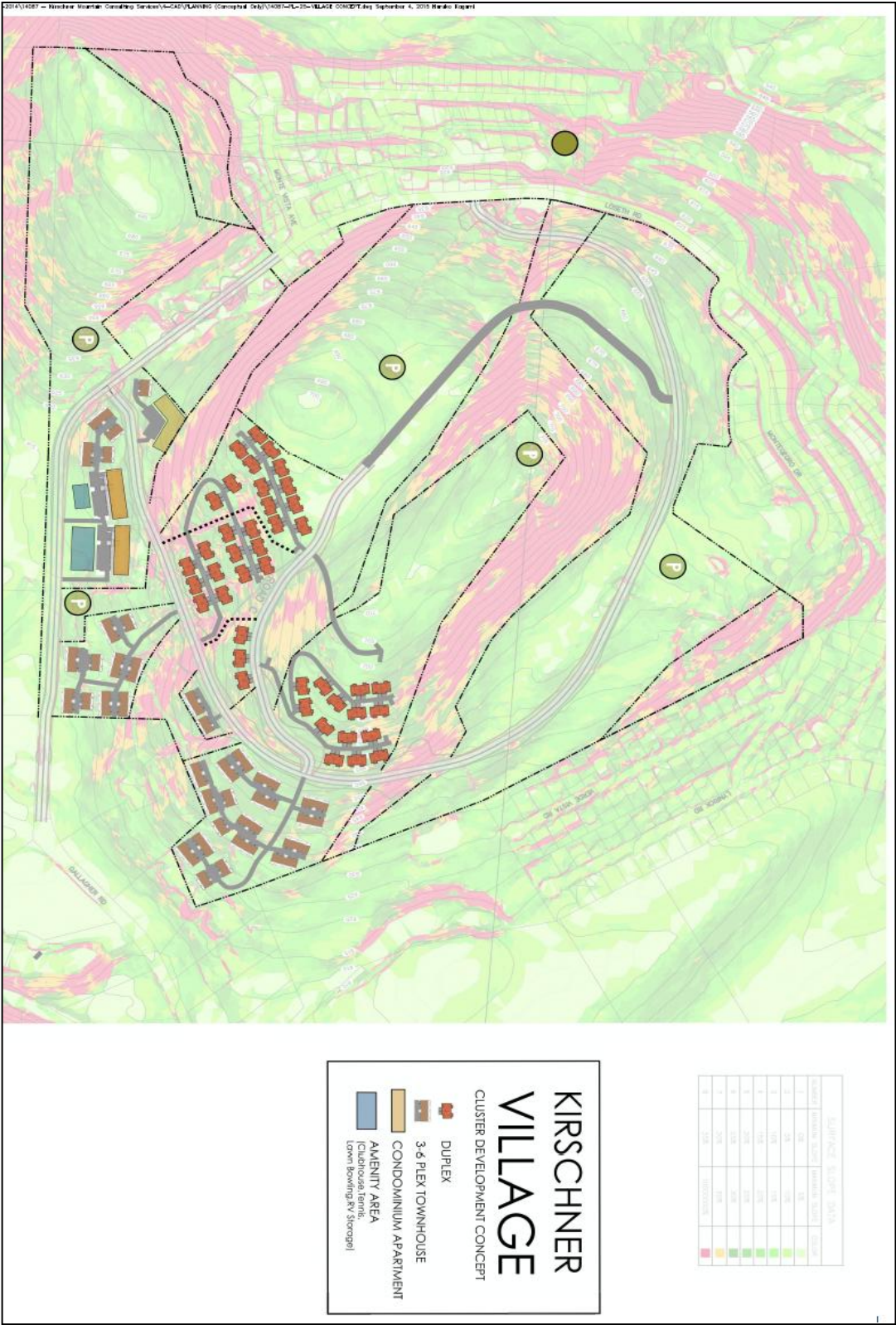
The applicant is committed to providing a trail network linking the various park spaces and neighbourhoods over the site.

The trail layout is conceptual at this time, with precise alignments to be determined during more detailed phases of the approvals process.

Conceptual Trail Plan



Cluster Development Concept



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.

Cluster Housing. Require new residential development to be in the form of cluster housing on / or near environmentally sensitive areas and areas of steeper slopes to lessen site disturbance and environmental impact on those areas identified on the Future Land Use Map 4.1 as single-two unit residential hillside. Steeply sloped areas should be retained as natural open space, public or private.

5.2 Public Consultation Policy #367

The applicant held a public open house on October 19th, per the requirements of Council Policy #367. Approximately 55 people attended. The Developer and Applicant provided information about the amended plan and indicated that Council would be considering the application in the near future.

6.0 Comments

6.1 Development Engineering Department

See attached Report dated October 15, 2015.

6.2 Fire Department

There were no concerns raised with the Wildfire Threat Assessment conducted as part of the process.

6.3 Irrigation District

Black Mountain Irrigation District has indicated that they have capacity to supply the development, subject to the developer installing improvements and facilities during later phases of the project.

7.0 Application Chronology

Date of Application Received:	September 4, 2015
Date of Application Addendum:	October 9, 2015
Date Public Consultation Completed:	October 19, 2015

Report prepared by:

Ryan Roycroft

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

Attachments:

Applicant Submission