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**CITY OF KELOWNA**

**MEMORANDUM**

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**Date:** October 7, 2004  
**File No.:** **DP04-0111**

**To:** City Manager

**From:** Planning & Corporate Services Department

**Subject:**

**DEVELOPMENT PERMIT  
APPLICATION NO. DP04-0111**

**OWNER:** Mission Shores  
Developments

**AT:** 549, 557, 565 Glenmore Road

**APPLICANT:** David Tyrell Architect Inc.

**PURPOSE:** THE APPLICATION IS SEEKING A DEVELOPMENT PERMIT TO  
AUTHORIZE THE CONSTRUCTION OF 414 DWELLING UNITS  
IN EIGHT FOUR STOREY APARTMENT BUILDINGS

**EXISTING ZONE:** RM5 – MEDIUM DENSITY MULTIPLE FAMILY

**REPORT PREPARED BY:** RYAN SMITH

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SEE ATTACHED FACT SHEET FOR COMPLETE APPLICATION DETAILS

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**1.0 RECOMMENDATION**

THAT Council authorize the issuance of Development Permit No. DP04-0111 for Lot 3, Section 32, Township 26, ODYD Plan KAP46006/ Lot 1 Section 32, Township 26, ODYD Plan KAP46006/Lot 4, Section 32, Township 26, ODYD Plan KAP46006, located on Glenmore Road, Kelowna, B.C. subject to the following:

1. The dimensions and siting of the building to be constructed on the land be in general accordance with Schedule "A";
2. The exterior design and finish of the building to be constructed on the land be in general accordance with Schedule "B";
3. Landscaping to be provided on the land be in general 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 professional landscaper;

AND FURTHER THAT the applicant be required to complete the above-noted conditions within 180 days of Council approval of the development permit application in order for the permit to be issued.

## 2.0 SUMMARY

The application is seeking a development permit to authorize the construction of 414 dwelling units in eight four storey apartment buildings.

## 3.0 ADVISORY PLANNING COMMISSION

At the regular meeting of September 7, 2004 it was resolved:

THAT the Advisory Planning Commission not support Development Permit Application No. DP04-0111, for 549/557/565 Glenmore Road, Lots 1, 3, & 4, Plan 46006, Sec. 32, Twp. 26, ODYD, by David Tyrell Architect Inc (David Tyrell), to seek a Development Permit to authorize construction of a total of 414 residential units in 8 - 4 storey apartment buildings.

The Advisory Planning Commission provided the following feedback relating to this application:

- Proposed development appears somewhat institutional.
- Has there been any thought to harmony with the other buildings?
- Concerned about the neighbours.
- Could the development be designed so that the buildings adjacent to the existing buildings are considered with lower rise buildings on the exterior leading up to higher density in the middle?
- Concerned that too much vinyl siding has been incorporated. Very different from what we have seen, perhaps to the extreme.
- Concerned about the massing, in favour of the design, would like different material.

\*Note: The applicant has made several changes to proposal after feedback from the Advisory Planning Commission. These include changes to the vinyl siding, roofing material and the addition of pergola features on the eastern building elevations.

## 4.0 BACKGROUND

The three subject properties included in this application are currently undeveloped but zoned RM5 – Medium Density Multiple Family.

### 4.1 The Proposal

The applicant is proposing to construct a new medium density multiple family development in the Glenmore Valley. The subject properties are located on the southwest corner of Glenmore Road at its intersection with Yates Road and measures nearly 3 hectares (7.4 acres) in size. The applicant is seeking to construct eight four storey apartment style buildings. Parking for the development there will be located in a

parkade below each building. At the centre of the proposed development there will be an amenity area which includes a swimming pool, beach volleyball court, barbeque area and sports lawn.

The eight buidings will contain a mix of one and two bedroom apartments. In total, 300 two bedroom and 114 one bedroom units will provided on-site. Each unit will have access to an exterior patio/deck area and the units at grade will have walk-up access. Each building will also have a drop-off/layby area at the entrance which will accommodate two vehicles.

Buildings 1,2,3 and 6,7,8 will be nearly identical in design; however, a slightly different combination of vinyl siding and trim will be used for each. Buildings 4, and 5 which are to be located nearest to the centre of the subject properties will also be similar in form; however, slightly smaller and differentiated by the use of contrasting vinyl siding and trim.

The style of the proposed development is simple and modern. The roofline is varied and displays both angular and curved elements. The elevations are varied in depth, and each building has an easily identifiable entrance. Each building will be finished with earthtones of vinyl siding and white and grey trim. The roof of each building will be finished in a black asphalt shingle.

The applicant is proposing a landscape plan which incorporates an abundance of outdoor amenity space on site. Landscape buffers are provided along both the Glemore and Yates frontages in order to provide sound attenuation. Unique features include 4 pet park areas, a barbeque area, pool and deck area, sports lawn and many common green spaces.

The applicant has indicated that the aim for the project is to provide the units for sale at an average price of \$140,000.00 which would make them affordable for first time buyers. The buildings will be constructed in phases and the building numbers assigned on the site plans refer to the phasing sequence.

The proposal as compared to the RM5 – Medium Density Multiple Family zone requirements is as follows:

CRITERIA	PROPOSAL	RM5 ZONE REQUIREMENTS
Site Area (m <sup>2</sup> )	2.83Ha	1400m <sup>2</sup>
Site Width (m)	138.22	30.0m
Site Depth (m)	187.22	35.0m
Buiding Site Coverage(m <sup>2</sup> )	35.3%	40%
Total Site Coverage (%)	45%	60%
Total Floor Area (m <sup>2</sup> )	40,094m <sup>2</sup>	
F.A.R.	1.23	1.3
Storeys (#)	4	4
Setbacks (m)		
- Front (Yates Road)	8.0m	6.0m
- Rear (south side)	10.0m	9.0m
- West Side (Glenmore Road)	10.8m	7.5m
- East Side	13.4m	4.5m
Parking Stalls (#)	622	593
Loading Stalls (#)	12	n/a
Private Open Space	11,085m <sup>2</sup>	9,212.7m <sup>2</sup>

Parking calculations: 300 Two Bedroom Units (1.5 stalls x unit) = 450 stalls  
114 One bedroom units (1.25 stalls x unit) = 143 stalls  
Total parking stalls = **593 stalls required**

Parking Provided: 1.35 stalls per unit (1.35 x 414 units)  
Total **622 stalls provided**

#### 4.2 Site Context

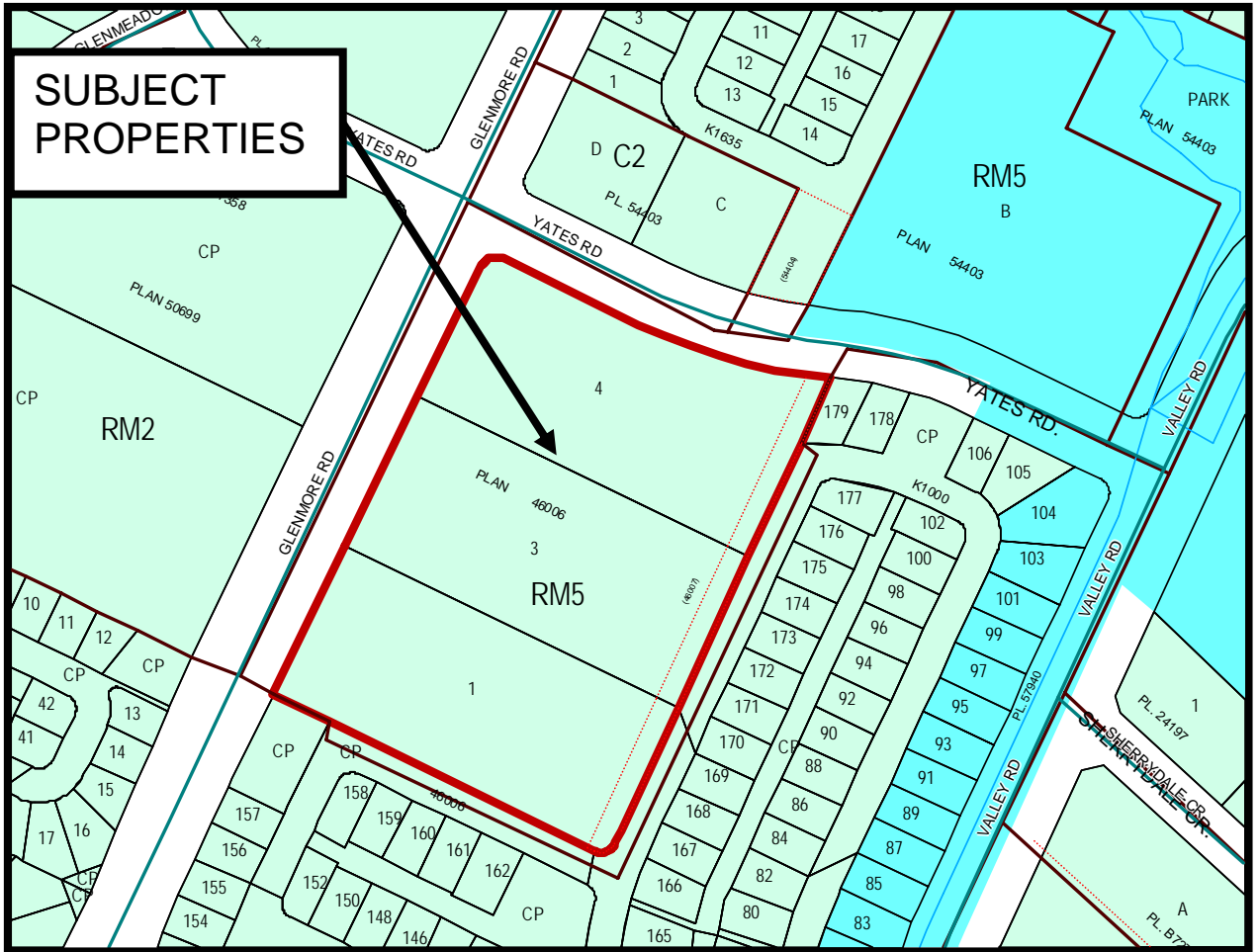
The subject properties are located on the southwest corner of Glenmore Road at its intersection with Yates Road.

Adjacent zones and uses are:

North - C2 – Neighbourhood Commercial - Vacant  
East - RU5 – Bareland Strata Housing - Sandpoint  
South - RU5 – Bareland Strata Housing - Sandpoint  
West - RM2 – Low Density Row Housing

4.3 Subject Property Map

Subject Properties: 549, 557, 565 Glenmore Road



#### 4.4 Current Development Policy

##### 4.4.1 Kelowna Official Community Plan

The subject property is designated multiple unit residential – medium density in the Official Community Plan. The current zoning designation of the subject property conforms to this designation and the proposed development is also consistent. The application has also been compared to guidelines and objectives for multiple unit development.

#### **Objectives for Multiple Unit Residential Development**

- All development should be an appropriate response to its physical context, or anticipated future context where an area is designated for increased density or land use transition in the OCP.
- All development within Urban Centres and Village Centres should contribute to the creation of pedestrian-oriented streets and public spaces (connections, social interaction).
- All development should contribute to a sense of community identity and sense of place (integration of development within larger community, belonging, community cohesiveness).
- All development should facilitate access by, and minimize conflicts among pedestrian, bicycle, and vehicular modes of transportation (access, mobility).
- All development should promote safety and security of persons and property within the urban environment (CPTED).

#### **Guidelines for Multiple Unit Development**

The application addresses the guidelines for Multiple Unit Development as follows:

#### **Landscaping**

- enhances public views
- provide noise buffering
- complement building's architectural features
- enhance the edges of buildings
- screen parking areas from view (with vegetation, berms, low walls, fences etc.)
- create shade
- create design interest
- contribute to a sense of personal safety and security
- facilitate access, enjoyment and social activities for all authorized users

### **Relationship to the Street**

- First storey units provide ground-level access and outdoor amenity space
- The principle front entranceway is clearly identified and in scale with the development.
- Porches/balconies are provided.

### **Building Massing**

- Development has multiple, separate buildings and is designed in such a manner that individual buildings contain compatible shapes, masses, and/or exterior finishes.
- Development is generally compatible with the massing and rhythm of the established streetscape.
- Sub-roofs, dormers, balconies, and bay windows should be encouraged.
- Variation between architectural bays within each façade is provided.

### **Walls**

- End walls visible from a public street or residential lots are finished to provide an attractive appearance.

### **Ancillary Services/Utilities**

- Loading, garbage and other ancillary services should be located in the parking garage under each building.
- Utility service connections will be screened from view or be located so as to minimize visual intrusion.

### **Amenities**

- Appropriate high quality public spaces, which provide links to surrounding areas and open space relief within the development should be encouraged.

### **Access**

- Vehicle access and on-site circulation minimize interference with pedestrian movement.

### **Parking**

- Underground parking is provided.

#### 4.4.2 Glenmore/Clifton/Dilworth Sector Plan (1998)

- Encourage increased residential housing densities in and adjacent to the Glenmore Valley Residential Urban Village as identified in this plan;
- Planned Unit Developments, Walled Communities, and large multiple unit housing projects encompassing an area of 2 ha or more will:
  - provide pedestrian, cycling and vehicle circulation connections to adjacent residential areas.*
  - Include a variety of housing types to meet a range of life cycles, life styles, social needs and income levels.*
  - Provide transition and continuity to the surrounding urban fabric.*
  - Incorporate community facilities which may be utilized on a joint-use basis with adjacent larger community or neighbourhood.*
  - Address safety and crime prevention through environmental design.*
  - Incorporate urban design elements which re-enforce continuity with the surrounding neighbourhood.*
- Encourage infill of vacant residential parcels in South Glenmore, Glenmore Valley and Dilworth Mountain...
- Consider bonusing to higher densities in new housing development in return for providing special needs, affordable, and rental housing as part of the development;

#### 4.4.3 Crime Prevention Through Environmental Design

##### **Natural Surveillance**

- dumpsters should not create blind spots or hiding areas;
- lighting should be even to avoid casting shadows where people can hide; using numerous low wattage lights accomplishes this better than a few high wattage lights;
- loading areas should not create hiding places;
- all four facades of a building should have windows;
- the lower branches of existing trees should be kept at least ten feet (3 metres) off the ground;
- exterior of buildings should be well-lit;
- wherever it is appropriate, a mix of uses should be encouraged to increase natural surveillance at different times of the day; placement of residential uses above commercial is a good example of this;
- elevators and stairwells should be clearly visible from windows and doors;
- shrubbery should be no more than three feet (one metre) high for clear visibility;
- stairwells should be well-lit and open to view; not behind solid walls.

##### **Territorial Reinforcement**

- property boundaries, where possible, should be marked with hedges, low fences or gates;
- private and semi-private areas should be easily distinguishable from public areas;



- all public and semi-private areas should be well-maintained to convey pride and ownership, which discourage negative activity;

#### **Natural Access Control**

- Public paths should be clearly marked;
- signs should direct patrons to parking and entrances;
- there should be no easy access to the roof;
- entrances to dwellings within a commercial building should be separate from the commercial entrance to enable distinction of residential visitors from those frequenting businesses;
- rear access to shops should be provided from rear parking lots.

#### **4.4.4 City of Kelowna Strategic Plan (1992)**

The proposal is consistent with the Urban Form objectives of the Kelowna Strategic Plan which seeks to “develop a more compact urban form by increasing densities through infill and re-development within existing urban areas...”

### **5.0 TECHNICAL COMMENTS**

This application was circulated to various internal departments and technical agencies and the following feedback was received:

#### **5.1 Works and Utilities**

The City’s Works & Utilities Department will handle the Works & Services requirements identified below. Arrangements for construction must be made before making application for Approval of a Building Permit. The Development Engineering Technician for this project is Kelly Hanson.

The following Works & Services are required for this development:

##### **5.1.1 Water**

The property is located within the Glenmore Ellison Improvement District service area.

Provide an adequately sized water connection. The service is to be provided off Yates Road.

##### **5.1.2 Sanitary Sewer**

Provide an adequately sized sanitary sewer connection. Only one service is to be provided to the site and must be provided off Yates Road as Glenmore Road has recently been paved and the City wishes to avoid any road cuts.

### 5.1.3 Drainage

Provide an adequately sized drainage connection.

Provide a detailed Site Grading Plan including erosion and sedimentation controls required onsite and on Yates Road.

Show details of dedications, rights-of-way, setbacks and non-disturbance areas on the lot Grading Plan.

There is a possibility of a high water table or surcharging of storm drains during major storm events. This should be considered in the design of the onsite system.

Storm drainage detention is provided by offsite community detention facilities.

A “storm interceptor” control device is required prior to discharge into the City system (for information on this contact John McKay at 862-3339 local 385).

### 5.1.4 Roads

Yates Road requires a final 40mm lift asphalt overlay. This development is responsible for the portion along the Yates Road frontage up to the centreline of the road (144m x 8.7m asphalt width). Provide cash in-lieu (\$10,335.00) of construction for this work as the City will initiate the work later, on its own construction schedule.

Re-locate existing poles and utilities, where necessary.

Driveway access is not permitted onto Glenmore Road.

The proposed location of the driveway on Yates road is acceptable. A curb cut will be required complete with a concrete driveway let down. The existing sidewalk is to be carried through the driveway. Provide a drawing showing details of the crossing. If existing City trees are impacted, the Parks department will require compensation.

### 5.1.5 Power and Telecommunication Services and Street Lights

All proposed distribution and service connections are to be installed underground.

Street lights must be installed on all roads. Confirm that lighting is sufficient on Yates Road.

5.2 Inspection Services

Must comply with BC Building Code. Full code analysis will be completed at Building Permit stage.

5.3 Fire Department

Fire hydrants and Fire Department access as per B.C. Building code.  
Fire flows as per B.C. Building code.

5.4 Fortis BC

Fortis BC will provide underground electrical service to this development.

5.5 Glenmore Ellison Irrigation District

5.5.1 Background

The present water allocation is as follows:

- Lot 1 Plan KAP 46006 is 2.33 of A Grade
- Lot 3 Plan KAP 46006 is 2.33 of A Grade
- Lot 4 Plan KAP 46006 is 2.33 of A Grade

We understand that the applicant plans to construct eight separate four story buildings for a total of 414 MF units.

References:

David Tyrell Architect – Mission Shores – The Verve DP Plans dated Aug. 18, 2004.

The following sections describe the water servicing requirements to meet GEID servicing bylaws and policies.

5.5.2 Fireflow Availability and Hydrants

Onsite hydrant spacing and flowrates must conform to City of Kelowna Bylaw # 7900. An FUS fire calculation sheet must be provided by the Applicant's Engineer for building development proposal for the subdivision. The attached calculation sheet is to be filled out and sealed by the Applicant's Engineer of Record. The number will be used when reviewing the District's computer model to verify that adequate fire flow exists for the development.

5.5.3 Property Water Servicing and Metering

In order for this development to be serviced the 3 existing parcels must be consolidated. The property will be required to be serviced via a single metered fireline service, with the meter located in an above ground building at property line, complete with a SRW registered in favour of GEID. The Developer is responsible for all costs associated with the required SRW. The developer is responsible for installing the meter

chamber and equipment after GEID approval of engineering plans. Upon approval of the constructed works GEID will own the metering works.

The following issues must be addressed prior to approval of the servicing plans:

- Submit two (2) copies of engineered plans in accordance with City of Kelowna and GEID servicing bylaws and policies, for review.
- Submit water meter details, to meet the attached GEID specifications.
- Submit Meter House SRW
- Submit irrigation system mechanical plans c/w system demand requirements

5.6 Parks Manager

All plant material (trees, shrubs, ground covers and seed/sod) used in BLVD to be reviewed by City Parks Division. All materials located in BLVD to meet city standard for size and method of installation.

All entry feature signs for the proposed development will be located on private property and not on City BLVD.

BLVD maintenance including watering (manual or automated irrigation), shrubs, ground cover, sod, and seeded areas will be the responsibility of owner/occupant.

In an effort to conserve water, all automated irrigation systems will be design to minimize overspraying on non-landscaped areas including City sidewalks, courtyards, parking areas, roadways, etc.

Parks encourages the applicant/property owner to incorporate native plants and xeriscape vegetation into the landscape where practical.

Tree Planting to conform with Master Municipal Specifications (MMCD) Section 02950 and British Columbia Landscape Standard (1997) Section 9.3.

5.7 Kelowna Regional Transit

No comment.

5.8 Public Health Inspector

No comment.

5.9 RCMP

No comment.

5.10 School District No.23

No response.

5.11 Shaw Cable

Owner/developer to supply and install an underground conduit system per Shaw Cable drawings and specifications.

5.12 Terasen

No comment.

5.13 Telus

Developer to provide a 4 metre x 6 metre easement at no cost to TELUS. Developer will place a concrete Walk-in Cabinet to house TELUS switching equipment to service this property and which could also serve surrounding properties. TELUS will require 24 hour access to the Walk-in-Cabinet.

TELUS will provide underground facilities to this development. Developer will be required to supply and install conduit as per TELUS policy.

#### 4.0 PLANNING AND CORPORATE SERVICES DEPARTMENT COMMENTS

The Planning and Corporate Services Department supports this development permit application. The goal of the developer (the provision of quality apartment housing at affordable prices) is one that is generally supported by the City's current development policies. Staff are particularly encouraged because very little of this type of housing has been constructed in recent years.

Staff are also encouraged by the level of useable outdoor amenity space the applicant is proposing for the site. Amenities such as the pool, dog play area, and beach volleyball court would be well used by residents and would encourage interaction and movement throughout the site.

In order to provide units at an affordable price the applicant is proposing the repetition of two different building forms on-site. While in some cases this repetition may create a monotonous feel, the varied rooflines, variety in vinyl siding, articulation of the elevations, and complementary landscape plan may help to reduce the impact of the repetitive building forms. Staff also note that the applicant has provided building setbacks from abutting lower density development that exceed the bylaw standard.

Generally, the project is consistent with the Guidelines for Multiple Unit Development in Section 8 of the Official Community Plan. Glenmore Road is characterized by an assortment of land uses of varying densities such that it is difficult to determine what the established streetscape might be, unless it were to be the extensive portions of the street lined by fences that restrict views into the adjacent developments and that otherwise present an anonymous face to the street. For similar reasons, it would be difficult to say that Yates Road has an established streetscape worth emulating.

The site and building demonstrate an attention to detail and provide an appropriate level of visual interest when compared to OCP Guidelines. Moreover, the buildings have a quality that is original and friendly-looking. This is principally due to the way in which a wide range of materials have been detailed, and to the use of rounded roof forms and eave brackets.

The site layout creates spaces between the buildings that function like a grid of public streets. The proportions appear to provide pleasing human scale. Moreover, they provide efficient pedestrian circulation and orientation within the overall complex. Additionally, because there is level access onto the site from Yates and Glenmore Roads as well as views into the site from those streets, the project presents a friendly, welcoming face to the public realm and achieves a strong sense of integration with the surrounding community.

Particular note is made of the site landscaping. In addition to the richly-detailed common amenity spaces that will encourage interaction among the residents, generous attention has been paid to edge conditions along the adjacent streets. This attention to hard and soft landscaping complements the other positive aspects of the site design noted above.

The “Welcome plaza” at the eastern corner of the site makes a particularly pleasing gesture to the surrounding community and is consistent with the guideline provision that encourages “appropriate high quality public spaces which provide links to surrounding areas...”.

Other features of the proposed project worth noting include:

- Parking below the buildings such that the site is free for pedestrian circulation and recreational use by the residents;
- Limited vehicular access such that conflicts between pedestrians and vehicles are minimized;
- Units at grade by virtue of the parking being completely below grade.

Staff would like to acknowledge that there has been a very high level of opposition expressed by abutting residents; however, it is the department’s position that the positive aspects of this project outweigh the potential negative impacts.

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Andrew Bruce  
Manager of Development Services

Approved for inclusion ☐

R.L. (Ron) Mattiussi, ACP, MCIP  
Director of Planning & Corporate Services

RM/AB/rs  
Attach.

**FACT SHEET**

- |   |  |
|---|--|
| <b>1. APPLICATION NO.:</b>  | DP04-0111  |
| <b>2. APPLICATION TYPE:</b>   | DEVELOPMENT PERMIT   |
| <b>3. OWNERS:</b>   | Jabs Construction<br>#200/1889 Springfield Avenue<br>Kelowna, BC, V1Y 5V5<br><br>Al Stober Construction<br>410-1632 Dickson Avenue<br>Kelowna, BC, V1Y 7T2           |
| <ul style="list-style-type: none"><li>• ADDRESS</li><li>• CITY/POSTAL CODE</li></ul>                              |  |
| <b>4. APPLICANT/CONTACT PERSON:</b>   | David Tyrell Architect Inc.  |
| <ul style="list-style-type: none"><li>• ADDRESS</li><li>• CITY/POSTAL CODE</li><li>• TELEPHONE/FAX NO.:</li></ul> | #204-2760 Gladwin Road<br>Abbotsford, BC, V2T 4S6<br>853-7375  |
| <b>5. APPLICATION PROGRESS:</b>   |  |
| Date of Application:  | August 26, 2003  |
| Servicing Agreement Forwarded to Applicant:   | n/a  |
| Servicing Agreement Concluded:  | n/a  |
| Staff Report to APC:  | September 14, 2003   |
| <b>6. LEGAL DESCRIPTION:</b>  | Lot 3, Section 32, Township 26,<br>ODYD Plan KAP46006/ Lot 1 Section<br>32, Township 26, ODYD Plan<br>KAP46006/Lot 4, Section 32,<br>Township 26, ODYD Plan KAP46006 |
| <b>7. SITE LOCATION:</b>  | The subject properties are located on<br>the southwest corner of Glenmore<br>Road at its intersection with Yates<br>Road.  |
| <b>8. CIVIC ADDRESS:</b>  | 549, 557, 565 Glenmore Road  |
| <b>9. AREA OF SUBJECT PROPERTY:</b>   | 28,254m <sup>2</sup>   |
| <b>10. TYPE OF DEVELOPMENT PERMIT AREA:</b>   | Multi-Family DP Area   |
| <b>11. EXISTING ZONE CATEGORY:</b>  | RM5 – Medium Density Multiple<br>Housing   |
| <b>12. PURPOSE OF THE APPLICATION:</b>  | The application is seeking a<br>development permit to authorize the<br>construction of 414 dwelling units to<br>be spread over eight apartment<br>buildings.         |



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| 13. | DEVELOPMENT VARIANCE PERMIT<br>VARIANCES:  | N/A |
| 14. | VARIANCE UNDER DEVELOPMENT<br>PERMIT:      | N/A |
| 15. | DEVELOPMENT PERMIT MAP 6.2<br>IMPLICATIONS | N/A |

**Attachments**

- Subject Property Map
- Schedule A, B & C (pages)
  - Sample Board