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# CITY OF KELOWNA

## MEMORANDUM

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**Date:** January 12, 2005  
**File No.:** Mayfair Road Extension  
**To:** City Manager  
**From:** Planning and Corporate Services  
**Subject:** Mayfair Road Extension

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### 1.0 RECOMMENDATION

THAT Municipal Council direct staff to use the planning objectives recommended by this report to review any future rezoning applications within the area bounded by Finns Road, Fitzpatrick Road, Stremel Road and Findlay Road.

### 2.0 SUMMARY

Municipal Council recently turned down a rezoning application (Z04-0061) located at 730 Stremel Road to rezone the property to the I2 – General Industrial zone. Although the rezoning was consistent with the future land use designation of the Official Community Plan, Council was not convinced that the land use for the proposed lot configuration was appropriate. Council also raised the issue regarding the extension of Mayfair Road north of Stremel Road and questioned whether the road extension was necessary.

#### 2.1 Future Land Use Designations

Staff have previously referenced a Concept Development Plan prepared by Urban Systems in 1995. This plan was prepared in conjunction with several property owners in the area, but not all of them. Land uses in this area had initially been looked at through the Highway 97 Sector Plan in 1993. Neither the Highway 97 Sector Plan nor the Concept Development Plan were ever endorsed by Council but the land use pattern recommended by the Concept Development Plan was incorporated into the Rutland Sector Plan (see Diagrams 1 and 2 attached). Consequently the Future Land Uses from the Rutland Sector Plan were adopted into the Official Community Plan in May 1997. The Future Land Uses generally supported a mix of medium density multiple unit residential, commercial and industrial land uses. Only arterial roads were shown on the Future Land Use map in both the Sector Plan and the OCP at this time. The Concept Development Plan and the Rutland Sector Plan Road network Map did include the Mayfair Road extension between McCurdy and Fitzpatrick Roads as a collector road.

Since the incorporation of the land uses from the Rutland Sector Plan into the Official Community Plan in 1997, the Planning and Corporate Services Department had received no applications or interest from the community to redevelop the subject area to either residential or commercial uses. Consequently, when staff began the OCP review in 1999/2000, the future land use pattern west of Findlay was specifically looked at. Staff had also been approached by a real estate agent who represented several property owners in the subject area and were requested to consider the appropriateness of industrial land uses as being more appropriate and marketable. Planning staff decided to show the subject area generally as future industrial land use during the various open house presentations and further presented this land use change specifically to Council in the fall of 2000 during a series of workshops regarding the OCP revisions.

There was no specific interest regarding the change in future land use shown by either the public or Council during these open houses and workshop sessions. The changes therefore stayed in the revised OCP. In May of 2003, an application for residential redevelopment on the east side of Findlay (future Hollywood arterial) was submitted and ultimately approved by Council. This application was consistent with both the current and proposed revised Future Land Use designation.

It is unfortunate that there was a considerable delay in adopting the Future Land Use Map revisions until 2004 due to the protracted length of time it took to resolve the Transportation and Financing element of the OCP revision. Although there was another open house in November 2003 where the Future Land Use Map was again displayed prior to Council formally approving the changes to the OCP in January 2004, it would be fair to say that the majority of the public attention to the OCP revision by that time was clearly focused on an issue other than Future Land Use.

## 2.2 Mayfair Road Extension

Mayfair Road has already been developed north of McCurdy Road and there is currently a rezoning application in-stream that will address the extension of Mayfair Road from its current terminus to Stremel Road. This link is deemed an important part of the transportation network to deliver local industrial traffic to a controlled intersection at McCurdy and Highway 97 North. City Council did not seem to question the Mayfair Road link between McCurdy and Stremel Roads.

The Transportation Manager previously reported to Council on the basis for the Mayfair Road extension north of Stremel Road – that it was intended to serve the properties in the immediate area as a local collector road as they redeveloped according to the Official Community Plan. The future Mayfair Road network was also a component of the Highway Access management Plan and the Highway 97 Sector Plan. The need for this collector road is also supported by the fact that direct access to Stremel Road and Finns Road from Highway 97 North is planned to be removed and that Findlay road to the east is designated to become a major arterial road as part of the Hollywood Road network. As a result of the arterial road designation, it is consistent with both City policy and good engineering practises that direct access to an arterial road be discouraged wherever possible. Therefore, as this area redevelops, it is prudent to avoid development options that would require direct access to Findlay Road (Future Hollywood Arterial). The extension of Mayfair Road north of Stremel Road will provide alternate access to the properties in this area as they redevelop and thus avoid the need for direct access to Findlay (Hollywood) Road in the future.

However, City Council was still not convinced that Mayfair Road north of Stremel Road was necessary. The Planning and Corporate Services Department therefore embarked

on a conceptual pre-planning exercise for the properties north of Stremel Road to provide Council with a better analysis of the redevelopment options.

### 2.3 Pre-Planning Exercise

Planning staff have developed four scenarios for potential re-development of the subject lands to demonstrate the challenges of lot configuration and the location of Francis Brook and also the impacts of Mayfair Road north of Stremel Road. We did look at a fifth scenario that involved relocation of portions of Francis Brook but there was not a great deal of benefit achieved. Given that the first line of environmental protection is avoidance of disturbance, this scenario was dismissed as there did not seem to be a significant net benefit. Therefore, all four scenarios assume Francis Brook remains in its current location. Also assumed for all four scenarios;

- access to Highway 97 North will be eventually closed,
- there will be a future access to Highway 97 North along the approximate extension of Fitzpatrick Road,
- Findlay Road will be upgraded to a major arterial road,
- land uses will remain consistent with the OCP designation of industrial
- subdivision scenarios were based on the minimum requirements of the I2 General Industrial zone
- Lot configuration was designed to eliminate direct access to the future Hollywood arterial

#### Scenario 1

Scenario 1 simply shows the resulting land masses from a large scale consolidation of the properties that are currently zoned for residential or rural agricultural uses. In this scenario, Mayfair Road is not extended north of Stremel Road, and Finns Road and Stremel Road would still connect. All local traffic generated by the subject properties would have to rely on the future Hollywood arterial for all southbound and westbound traffic. This scenario would require the cooperation or common ownership of virtually all properties within the subject area and is therefore the least likely to occur. The creek dedication and logical property boundaries would result in four net lots.

#### Scenario 2

Scenario 2 is also a large scale consolidation but includes Mayfair Road extension north of Stremel. The road extension creates an additional logical property boundary resulting in six net lots. It also provides the ability to close a portion of road right of way between Finns Road and Stremel road in proximity to the existing highway 97 North access. Primary access for lots three, four, five and six would be onto Mayfair Road which provides a more direct north south link to McCurdy and reduces local traffic dependence on the future Hollywood arterial. This scenario could be pursued independently by three groups of property owners with some minor cooperation between them (Group 1: Lots 1, 2 and 3; Group 2: Lot 4; Group 3: Lots 5 and 6).

#### Scenario 3

Scenario 3 represents maximum subdivision potential without the extension of Mayfair Road north of Stremel. The result is ten net lots but some lots become long and narrow ("gun-barrel" lots) due to the minimum lot width and limited potential for access. This scenario includes the retention of the Finns Road and Stremel Road connection similar to Scenario 1. Many of the challenges and impacts are also similar to Scenario 1.

#### Scenario 4

Scenario 4 represents maximum subdivision potential with Mayfair Road extended north of Stremel Road. The same impacts and challenges from Scenario 2 are seen here with the result of eleven net lots. Although somewhat irregular, the lot configuration avoids the extremely long and narrow lots and provides more lots with greater lot widths.

### **3.0 CONCLUSION**

The Planning and Development Services Department recommends Council retain both the land use and the road networks as currently supported by the Official Community Plan. Furthermore, staff requests that Council endorse the principles of Scenarios 2 and 4 for any redevelopment proposals for the lands in the subject area. While it will not be necessary to follow the exact lot configuration patterns shown in these scenarios, it will be important for any applicant to demonstrate how their plan of redevelopment does not compromise the general outcome of these scenarios.

The general principle of planning this area so that direct access to the future Hollywood arterial is not permitted will allow planning staff to require that all lot frontages on Hollywood are adequately screened and buffered to the residential uses on the east side of Hollywood. Furthermore, the provision of Mayfair Road as an internal collector road will serve to direct most of the industrial traffic away from the residential uses – either to the south on Mayfair towards McCurdy Road or to the north and west to either the future Highway 97 North access or to Fitzpatrick Road and Hollywood Road north of Fitzpatrick Road

In consideration of the existing land use pattern, Planning staff recommends that the current future land use designation of Industrial west of Hollywood Road is appropriate. Within the Industrial Future Land Use designation, staff would also suggest that this area would not be appropriate for rezoning to I3 Heavy Industrial but other industrial zones such as I1 Business Industrial and I2 General Industrial would be appropriate. The future Hollywood Road arterial will provide the most effective buffer and transition between the residential and industrial land uses. However, should Council wish to consider a change to the Future Land Use designation to provide for some opportunity for residential land uses, staff suggests that Scenarios 2 and 4 are still appropriate providing the extension of Mayfair Road act as the western most boundary of any potential residential uses.

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Approved for inclusion

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