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**CITY OF KELOWNA**  
**MEMORANDUM**

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**DATE:** June 10, 2005

**TO:** City Manger

**FROM:** Planning & Corporate Services Department

**APPLICATION NO.:** OCP04-0021/Z04-0078

**PURPOSE:** To amend the Official Community Plan Future Land Use designation from Single/Two Unit Residential to Multiple Unit Residential – Medium Density and to rezone from the A1-Agriculture 1 zone to the RM4 – Transitional Low Density Housing zone in order to facilitate a transitional low density multi family residential development

**OWNER:** Vintage Properties

**APPLICANT/CONTACT PERSON:** New  
Town Planning Services/ Keith Funk

**AT:** 492 Clifton Road

**LEGAL:** Lot 1, Secs. 31 & 32, Twp. 26, ODYD, Plan KAP76392

**CURRENT OCP DESIGNATION:**  
Single/Two Unit Residential

**PROPOSED OCP DESIGNATION:**  
Multiple Unit Residential – Medium Density

**EXISTING ZONE:** A1 – Agriculture 1

**PROPOSED ZONE:** RM4 – Transitional  
Low Density Housing

**REPORT PREPARED BY:** Shelley Gambacort

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**1.0 RECOMMENDATIONS**

THAT OCP Bylaw Amendment No. OCP04-0021 to amend Map 19.1 of the *Kelowna 2020* - Official Community Plan Bylaw No. 7600 by changing the Future Land Use designation of Lot 1, Sec. 31 & 32, Twp. 26, ODYD, Plan KAP76392, located on Clifton Road, Kelowna, BC, from the Single/Two Unit Residential designation to the Multiple Unit Residential – Medium Density designation, as shown on Map “A” attached to the report of Planning & Corporate Services Department, dated February 2, 2005, be considered by Council;

THAT Rezoning Application No. Z04-0078 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of Lot 1, Sec. 31 & 32, Twp. 26, ODYD, Plan KAP76392, located on Clifton Road, Kelowna, BC, from the A1 – Agriculture 1 zone to the RM4 – Transitional Low Density Housing zone be considered by Council;

AND THAT the OCP Bylaw Amendment No. OCP04-0021 and zone amending bylaw be forwarded to a Public Hearing for further consideration;

AND THAT final adoption of the zone amending bylaw be considered subsequent to the requirements of the Works & Utilities Department being completed to their satisfaction;

AND THAT final adoption of the zone amending bylaw be considered in conjunction with Council's consideration of a Development Permit on the subject property.

## **2.0 SUMMARY**

The applicant is proposing to amend the Official Community Plan (OCP) to Multiple Unit Residential – Medium Density and Rezone to RM4 – Transitional Low Density Housing in order to facilitate a future transitional low density multi-family development with a potential density of between 925 to 1200 units.

## **3.0 BACKGROUND**

The applicant was initially proposing to develop a low density multi-family residential development on the subject property in accordance with the proposed RM3 – Low Density Multiple Housing zone. The applicant had submitted a conceptual site plan for the property, which anticipated the following forms of development:

- An adult community component comprised of approximately 70 single detached and semi-detached ranch style and two storey homes.
- A townhouse community comprised of approximately 120 units of semi-detached homes, row housing and stacked row housing, 2 ½ storeys in height.
- Garden apartment housing comprised of approximately 210 units, in buildings with a maximum height of 2 ½ storeys with ground floor unit access directly to the street or park.

The OCP and Rezoning applications were first reviewed by the Advisory Planning Commission at their meeting of February 15, 2005 and the following recommendation was passed:

THAT the Advisory Planning Commission supports Official Community Plan Amendment Application No. OCP04-0021 and Rezoning Application Z04-0078, for 492 Clifton Road/Lot 1, Plan 76392, Sec. 31, Twp. 26, ODYD, by New Town Planning Services Inc (Keith Funk), to amend the Official Community Plan Future Land Use designation from the Rural / Agricultural to the Multi Unit Residential (Low Density) and to rezone from the A1-Agriculture 1 zone to the RM3-Low Density Multiple Housing zone in order to facilitate a low density multi family development.

Since the initial RM3 rezoning application the City has reached an agreement with the owner to secure for Public Park (extension of Know Mountain Park) the upper plateau of the property. A portion of the area, including the land surrounding Kathleen Lake, will be purchased and the remainder of the lands leased for 100 years. A subdivision was previously approved to separate the park land and the development property remainder.

This agreement between the owner and the City will protect the upper portion of the lands (Rem. SE ¼ of Sec. 3, Twp. 26) for Park & Open Space therefore the proposed land use is appropriate according to current OCP objectives. In essence, this results in a density transfer from the upper portion of the subject property to the lower portion of the subject property. However, as no process currently exists for a formal density transfer, the proposed development must be pursued through conventional OCP Amendment and Rezoning processes.

## **3.1 The Proposal**

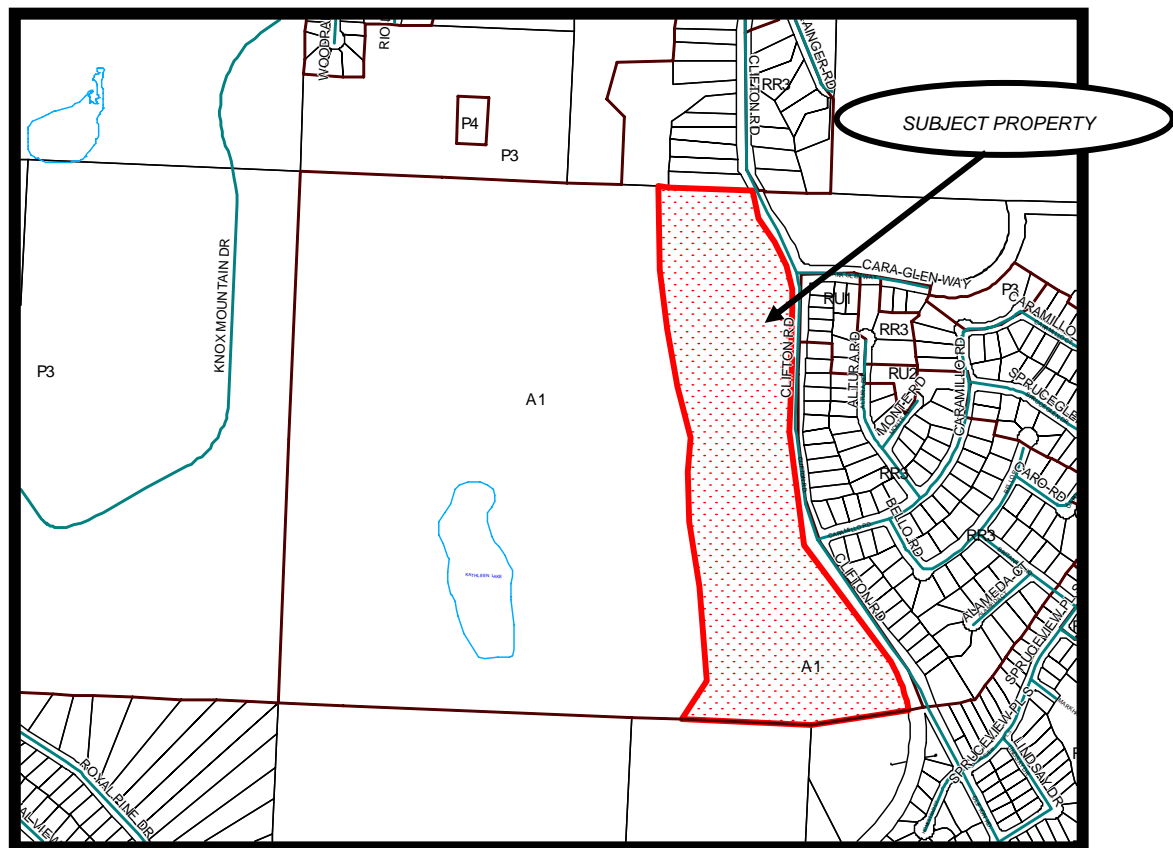
The applicant, through the amendment to the initial application is proposing to develop a transitional low density multi-family residential strata development on the subject property. In order to facilitate this form of development an OCP amendment is required to designate the property for Multiple Unit Residential - Medium Density Development and a rezoning is required to zone the property to the RM4 – Transitional Low Density Multiple Housing zone.

The applicant has submitted a conceptual site plan for the property which envisages a comprehensively planned transitional multiple family residential development that clusters the footprints of the buildings in order to enhance open space in the form of townhouse garden apartments and condominiums. The development massing adjacent to Clifton Road is proposed to be no higher than 2 storeys with the building heights increasing as the development progresses west away from Clifton Road.

The applicant is also proposing an extensive network of trails and linear pathways as part of the overall development with playing fields, an exercise loop and reflection pond to also be incorporated within the overall development.

#### 4.0 SITE CONTEXT

The subject property is located on the west side of Clifton Road across from Caramillo Road and Cara Glen Way.



- North - A1 – Agriculture 1; residential lots.
- East - A1 – Agriculture 1, RU1 – Large Lot Housing, RR3 – Rural Residential 3; single family subdivision
- South - RU1 – Large Lot Housing; area under application for 43 single family lots.
- West - A1 – Agriculture 1; vacant (undetermined area of land currently being considered for park purposes)

#### 5.0 DEVELOPMENT POTENTIAL

The purpose of the RM4 – Transitional Low Density Housing zone is to provide a zone for primarily low rise low density apartment housing on urban services as a transition between low and medium density development. Permitted uses include apartment housing, row housing, stacked row housing, congregate housing, group home (major) and secondary uses include care centres (major), home based businesses (minor) and community recreation services.

The maximum building height within the RM4 – Transitional Low Density Multiple Housing zone is 13 m or 3 storeys. The maximum floor area ratio is 0.65 and if parking is provided totally beneath habitable space may be increased to 0.85 which would allow for a potential of between 900 – 1200 residential units based on an average 1200 square foot living space. The maximum site coverage is 50%, provided that the maximum site coverage of buildings, driveways, and parking areas is 60%.

## 6.0 **CURRENT DEVELOPMENT POLICY**

- **CITY OF KELOWNA STRATEGIC PLAN 2004 EDITION**

The Strategic Plan objectives relating to development are:

- Manage human impacts on our natural environment, including Okanagan Lake and the surrounding hillsides.
- Sensitively integrate new development with heritage resources and existing urban, agricultural and rural areas.

- **KELOWNA 2020 – OFFICIAL COMMUNITY PLAN**

- This proposal includes an amendment to the current OCP Future Land Use Designation of single/two unit residential development to Multiple Unit Residential – Medium Density. The OCP does recognize that the Glenmore/ Clifton/Dilworth Sector Plan strongly encouraged that any development potential possible to be identified on the upper portion (S.E. ¼ Sec. 31, Twp. 26), be transferred to the area below the escarpment and adjacent to Clifton Road in order to support the retention of the upper portion of this site as natural open space.
- In the calculation of density transfer, due consideration should be given to the extent of developable area, servicing costs associated with development on the upper portion of the property and revenue likely to be generated from the lots.

Should this application to amend the OCP designation be successful the following criteria relating to Multiple Unit Residential Development should be adhered to through the Development Permit process.

### **Relationship to the Street**

- First storey units should ideally provide ground-level access and outdoor amenity space
- The principle front entranceway should be clearly identified and in scale with the development.

### **Building Massing**

- Developments with multiple, separate buildings should be designed in such a manner that individual buildings contain different, but compatible shapes, masses, and/or exterior finishes.

- Developments should be sensitive to and compatible with the massing and rhythm of the established streetscape.
- Sub-roofs, dormers, balconies, and bay windows should be encouraged.

#### Walls

- End walls visible from a public street or residential lot should be finished to provide an attractive appearance. Blank or solid walls (without glazing) should not be longer than 5 m. Walls longer than 5 m should incorporate wall detailing that will provide visual interest.

#### Crime Prevention

- Guidelines for Crime Prevention Through Environmental Design Guidelines (CPTED) should be followed.

#### Amenities

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

#### Parking

- Underground parking is encouraged

## **7.0 TECHNICAL COMMENTS**

### **7.1 Works & Utilities**

The following Works & Services are required for this development

#### **.1) General**

- a) The internal road Layout should be confirmed. Adjacent lands to the south have proposed different access points for the internal roads. Provide a pre-plan with all the adjacent lands, to confirm intersection and road alignments

#### **.2) Water**

- a) The property is located within the City water service area. Provide an analysis and pre-design for the water system to confirm any upgrades required beyond the site. This development will increase the anticipated number of units used in the 20 Year Servicing Plan and therefore may impact timing and capacities of the system components. Determine if DCC items will be required earlier than the City's schedule and if additional components are required. Components to be reviewed include: Grainger reservoir, Skyline pump capacity, suction line sizing, PRV capacities, pressure zones for this development and location of connection/tie-in locations and other items that may be identified during the review.

#### **.3) Sanitary Sewer**

- a) Provide a pre-design of the sanitary sewer system through the site and confirm connection locations. The Wastewater Division indicated that there are no downstream improvements required for

this development except those identified in the 20 Year Servicing Plan which will be handled by the City through the DCC program.

.4) Drainage

- a) Provide a drainage pre-design and preliminary storm water management plan.
- b) The concept plan shows multiple cascading ponds; the drainage Division is not supportive of this concept for detention facilities because of the multiple controls and additional maintenance effort. Proposed detention systems are subject to approval of the Drainage Engineer. Input from the Environmental Division and Parks Department may also be required. The concept should be dealt with prior to rezoning.

.5) Roads

- a) Provide a Traffic Impact Study (TIS) for this development as it will impact offsite roads and intersections. Parameters for this study are to be determined by the Transportation Division in conjunction with the applicant's Engineer. Contact Harry Thompson (469-8727) for further information.
- b) Clifton Road may require realignment and may affect this development. The applicant will need to complete the design fronting this development to reflect recommendations determined in the TIS.
- c) At the time of subdivision, the development will be required to widen the west side of Clifton Road including new curb, sidewalk, fillet paving, street lighting, and boulevard grading to the property line. The site grading of the development may require adjustment to meet the new boulevard grades at property.
- d) Internal Road requirements will be dealt with at the time of subdivision

.6) Power and Telecommunication Services and Street Lights

- a) For information, all proposed distribution and service connections are to be installed underground. Existing distribution lines on Clifton Road may remain above ground but may need to be relocated for the widening of the road. We recommend that the developer consider relocating these lines underground.

**7.2 Community Development & Real Estate Manager**

Please contact the Land Agent for road dedications over 20 metres in width, land dedications and lands transfers to or from the City of Kelowna, road closures and road reserves. Depending on the type of land transaction being contemplated, the processing time can vary from 3 weeks to 3 months. The Land Department requires a full size copy, together with an 8 1/2 X 11 copy of any survey plans.

**7.3 Environmental Manager**

Development should avoid disturbing existing slopes in excess of 30%. These areas should be set aside as undeveloped private open space, or dedicated, and zoned P-3.

#### **7.4 Fire Department**

Fire Dept. access and hydrants as per BC Building Code and City of Kelowna Subdivision Development Servicing By-Law. This is a recognized interface area; a hazard assessment will be required.

#### **7.5 Parks Manager**

In review of this development application, we request the following:

1. A black chain link fence minimum 1.2 m high along the western property line adjacent to Knox Mountain to delineate the private/public realm and to prevent encroachment.
2. Public access from Clifton Road through the subject's property to access the trails of Knox Mountain.

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

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

Boulevard tree maintenance along public roads will be the responsibility of Parks Division. However, the adjacent owner will be responsible for watering and replacement of trees during the establishment period, for at least two growing seasons after planting.

Upon approval of the development application, we request that the Planning Department notify the Parks Division and provide a registered survey and copy of the public access right-of-way agreements, and notification of any other new City owned land that the Parks Division will have maintenance responsibilities over.

#### **7.6 Inspection Services, RCMP, Terasen**

No comment.

#### **7.7 Shaw Cable & Telus**

Underground service required for development.

#### **7.8 FortisBC, School District No.23**

No response.

#### **8.0 PLANNING COMMENTS**

The Official Community Plan does allow for the opportunity to consider supporting an OCP amendment and rezoning application for residential densities greater than those provided for on the Generalized Future Land Use Map 19.1 in those cases where:

- A portion of the proposed units are available for affordable, special needs or rental housing identified to be in short supply (guaranteed through a Housing Agreement); and
- Appropriately designated sites can be proven to be functionally unsuitable for the proposed housing; and

- Supporting infrastructure is sufficient to accommodate the proposed development (or the developer is prepared to upgrade the necessary infrastructure); and
- The proposed densities do not exceed the densities provided for by more than one increment (e.g. medium density multiple units might be entertained where low density had been provided for . . . )
- The project can be sensitively integrated into the surrounding neighbourhood, with no more than a one-storey height gain between the proposed development and the height permitted within land uses assigned to adjacent parcels (Where the property being proposed for redevelopment is large, consideration may be given to providing greater heights at the centre of the property provided that the new building is sensitively integrated with the surrounding neighbourhood); and
- Approval of the project will not destabilize the surrounding neighbourhood or threaten viability of existing neighbourhood facilities (e.g. schools, commercial operations etc.)

In addition, the Sector Plan does address the potential for added density to the subject property, through density transfer, as a result of the retention of upper portion of the adjacent property as an extension to the City's Park inventory.

Should the OCP amendment and Rezoning application be given favourable consideration a blanket Development Permit will be considered in conjunction with final adoption of the zone amending bylaw. This blanket Development Permit will be based on the Concept Plan provided and will address the common space, preservation of upper open space (with 100 year lease to City for park purposes) and height limitations for future development adjacent to the Clifton Road frontage. Individual Development Permits will be required for each building or phase and all subsequent Development Permits would have to demonstrate general compliance with the Concept Plan.

Andrew Bruce  
Manager Development Services

AB/SG/sg

Approved for inclusion

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

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#### **ATTACHMENTS**

*(Not attached to the electronic copy of the report)*

- Location Map
- Conceptual Site Plan