CITY OF KELOWNA MEMORANDUM

DATE:

November 26, 2006

FILE NO .:

OCP06-0018, Z06-0043

TO:

CITY MANAGER

FROM:

PLANNING AND DEVELOPMENT SERVICES DEPARTMENT

SUBJECT:

APPLICATION NO. OCP06-0018, Z06-0043

OWNER:

Gazelle Enterprises Inc.

AT:

4760 Lakeshore Rd.

APPLICANT: Gazelle Enterprises Inc.

PURPOSE:

TO AMEND THE OFFICIAL COMMUNITY PLAN FUTURE LAND USE DESIGNATION OF THE SUBJECT PROPERTY FROM AGRICULTURAL/RURAL DESIGNATION TO THE LOW DENSITY

MULTPLE HOUSING DESIGNATION.

TO REZONE THE SUBJECT PROPERTY FROM THE A1 AGRICULTURE 1 ZONE TO THE RM3- LOW DENSITY MULTIPLE

HOUSING ZONE.

EXISTING ZONE:

A1 - AGRICULTURE 1 ZONE

PROPOSED ZONE: RM3 - LOW DENSITY MULTIPLE HOUSING

REPORT PREPARED BY: DANIELLE NOBLE

1.0 RECOMMENDATION

THAT OCP Bylaw Amendment No. OCP06-0018 to amend Map 15.1 of the Kelowna Official Community Plan (1994 - 2013) Bylaw No. 7600 by changing the Future Land Use designation of Lot A, Sec. 25, Twp 28, SDYD, Plan KAP71411, located on Lakeshore Rd., Kelowna, B.C., from the Agricultural/Rural designation to the Low Density Multiple Housing designation, as shown on Map "A" attached to the report of Planning & Development Services Department, dated November 21, 2006 not be considered by Council:

AND THAT Rezoning Application No. Z06-0043, to amend City of Kelowna Bylaw No. 8000 by changing the zoning classification of Lot A, Sec. 25, Twp 28, SDYD, Plan KAP71411, located on Lakeshore Rd., Kelowna, B.C., from the A1 - Agriculture 1 zone to the RM3 - Low Density Multiple Housing zone not be considered by Council.

2.0 SUMMARY

The subject property is currently zoned A1- Agriculture 1 with a future land use designation of Rural/Agricultural. The applicant is proposing to rezone the subject property to allow for a RM3-Low Density Multiple Dwelling Housing development. An OCP amendment is required to permit the parcel to be rezoned to the RM3 - Low Density Multiple Housing zone.

3.0 ADVISORY PLANNING COMMITTEE

At a meeting held on August 15, 2006, the Advisory Planning Committee made the following recommendation:

THAT the Advisory Planning Commission <u>not</u> support Official Community Plan Amendment No. OCP06-0018, for 4760 Lakeshore Road/Lot A, Plan 71411, Sec. 25, Twp. 28, ODYD, by Gazelle Enterprises Ltd. (G. Gaucher), to amend the OCP Future Land Use designation of Rural/Agricultural to Multiple Unit Residential-Low Density.

As a result of the Advisory Planning Commission not supporting the OCP Amendment there is no recommendation for the Rezoning application Z06-0043 and, Development Permit Application DP06-0141 and Development Variance Permit Application DVP06-0142. Subsequent to the Advisory Planning Commission, the applicant revised the plans to eliminate two units thus also eliminating the need for a Development Variance Permit with respect to building height and number of storeys.

4.0 BACKGROUND

4.1 The Proposal

The applicant is proposing to construct a 26 unit condominium building. Each unit will be situated to be faced north-west to capitalize on the lakefront view. Primary site access will be off of Lakeshore Road with single point ingress for the underground parkade. Additional visitor parking spaces are afforded on the western portion of the site adjacent to Lakeshore Rd. Bicycle parking will be accommodated within the underground parkade.

The proposed building aims to blend in with the unique configuration and topography of the site. The architectural design utilizes a tier-shaped building that will be three storeys in height including a partially below-grade parkade. The development project aims to provide for a luxury lifestyle and generous living space, both incorporated through interior and exterior design features. Each unit will consist of a minimum of two bedrooms and one den and ample outdoor living space. The two units on level four of the building will contain an additional loft space that serves as additional living area and viewscape, but aims to enhance the exterior of the building design to avoid a flat roofline and provide for supplementary visual interest. The proposed exteriors of the buildings are to be finished with terra cotta and moss colored stucco, grounded with raw stone finishing for the base of the building. The lower portion of the building is to be complimented with a six foot antiquated stone wall to serve as property fencing finished with black wrought iron inserts where necessary. The applicant has provided additional visual interest to the building by incorporating extensive use of glass, decorative accents for the glass decks, and vertical beams perpendicular to the horizontal rooflines.

Along the rear of the property, a 3m wide pedestrian/bike path is proposed within an existing utility right-of-way which also incorporates rest and viewing areas. The architectural design that integrates tiered floor plans provides for substantial outdoor patios ranging from approximately 37.2 m² (400 ft²) to 157.9 m² (1700 ft²). Two access points on the south facing side are provided for in the pedestrian pathway. The proposed landscape plan incorporates a vegetative buffer to distinguish the residential complex separate from the adjacent agricultural activities. The applicant has stated that the landscaping selections have been modified and endorsed by neighboring property owners to ensure compatibility with adjacent agricultural activities and related production.

The application meets the requirements or requires variances of the proposed RM3- Low Density Multiple Housing Zone as follows:

CRITERIA	PROPOSAL	RM3 ZONE REQUIREMENTS
Site Area (m²)	8,980m²	900m ²
Site Width (m)	>30.0m	30.0m
Site Depth (m)	112.8m	30.0m
Site Coverage (%)	38%; 47.8%	40% or 50% including buildings, driveways, and parking
F.A.R.	0.49	0.5 (maximum) + 0.2 (bonus for required parking below habitable space)
Height (m)	6.95m (from average grade)	9.5m
Storeys (#)	2.5 storeys	2.5 storeys
Setbacks (m)		
- Front (m)	6.0m	4.5m
- Rear (m)	7.5m	7.5m
- Flanking Side (m)	6.0m	4.5m
Private open space	4860.8 m ² (25m ² per 3 bedroom dwelling - not to be located within required setback)	700m ² +
Driving Aisle	7.62m	7.0m for two way aisle & 90 degree parking
Parking Space Size	2.5m x 6.0m 3.0m x 6.0m	2.5m x 6.0m 3.0m x 6.0m
Parking Stalls (#)	60 Parking spaces and 6 Visitor stalls (variance required*)	47 Parking spaces and 4 Visitor stalls
Bicycle Stalls (#)	20 spaces	14 + 3 = 17 (0.5 per dwelling unit Class I, 0.1 per dwelling unit Class II

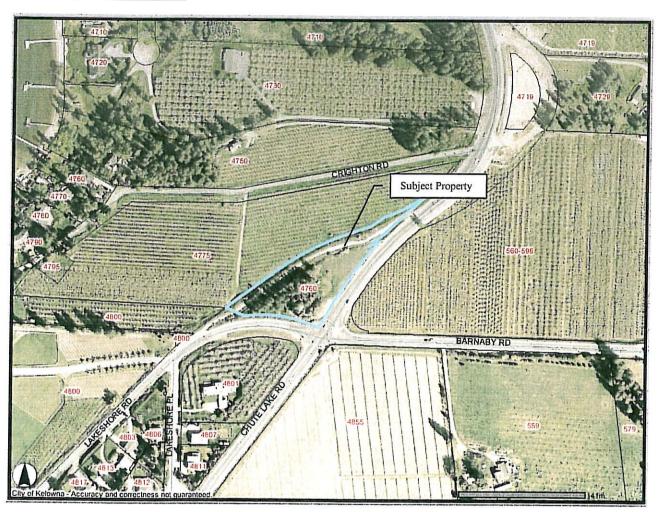
^{*}Variance due to parking request exceeding 125% of the maximum permitted.

5.0 Site Context

The subject property is located at the corner of Lakeshore Rd. and Chute Lake Rd. Adjacent zones and uses are:

North - A1 – Agriculture 1
East - A1 – Agriculture 1
South - RR2 – Rural Residential 2
West - A1 – Agriculture 1

5.1 Site Location Map



5.2 <u>Development Potential</u>

The purpose of the RM3 – Low Density Multiple Housing zone is to provide a zone for low density multiple housing on urban services.

5.3 <u>Current Development Policy</u>

5.3.1 City of Kelowna Strategic Plan

One of the objectives of the Strategic Plan includes the construction of housing forms and prices that meet the needs of Kelowna residents; the achievement of accessible, high quality living and working environments; and the sensitive integration of new development with heritage resources and existing urban, agricultural and rural areas.

5.3.2 Kelowna Official Community Plan

The proposal is *inconsistent* with the future land use designation of Rural/Agricultural in the Official Community Plan. Growth management policies identified in the Official Community Plan identify a policy direction to minimize impact on agricultural lands. Specifically, policy 5.1.7 states that establishing a defined urban-rural/agricultural boundary, as indicated on Map 11.2, by directing

urban uses to land within the urban portion of the defined urban-rural/agricultural boundary, in the interest of reducing development and speculative pressure. towards the preservation of agricultural lands. Additionally, policy 5.1.10 advocates development in a compact urban form that maximizes the use of existing infrastructure, by increasing densities through development, conversion, and re-development within existing areas, particularly in designated Urban Centres. This is further facilitated by encouraging development to proceed in a logical, sequential order, concurrently with availability of urban services.

The OCP identifies and outlines support for an OCP amendment and rezoning application for residential densities greater than those provided for on the Generalized Future Land Use Map 19.1 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). development must prove that:

Supporting infrastructure is sufficient to accommodate the proposed development (or the developer is prepared to upgrade the necessary

infrastructure);

The proposed densities do not exceed the densities provided for on Map 19.1 by more than one increment (e.g. medium density multiple units might be entertained where low-density has been provided for, and low-density multiple units might be entertained where single/two unit residential densities

have been provided for);

The project can be sensitively integrated into the surrounding neighborhood, 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 neighborhood);

Approval of the project will not destabilize the surrounding neighborhood or threaten viability of existing neighborhood facilities (e.g. schools, commercial

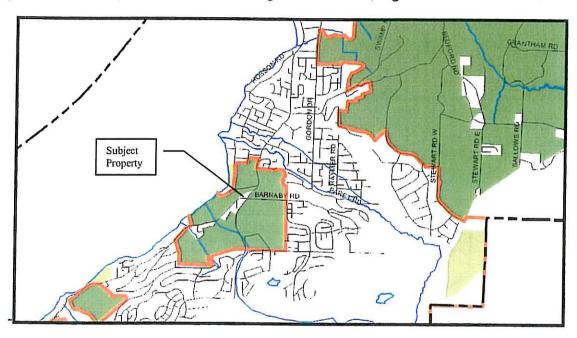
operations etc.).

The applicant is not proposing to provide affordable, or special needs housing. Two units within the complex are proposed for rental housing, specifically to accommodate property maintenance personnel. Notably, OCP Section 8.1.53 establishes that housing in agricultural areas is discouraged where residential development (both expansions and new developments) is proposed in areas isolated within agricultural environments (both ALR and non-ALR). This policy speaks to the subject property.

5.3.3 City of Kelowna Agriculture Plan

The City of Kelowna and the Agricultural Land Commission (ALC) have collaboratively established a rural/agricultural boundary that serves to direct urban uses to land within the urban portion of the defined urban-rural/agricultural boundary, in the interest of reducing development and speculative pressure, towards the preservation of agricultural lands and discourage further extension of existing urban areas into agricultural lands.

Specifically, it is required for new development, adjacent to agricultural areas, to establish setbacks, fencing and landscape buffers on the urban side of the defined urban-rural/agricultural boundary. Additionally, site planning measures are encouraged to explore opportunities to site internal access roads, storage areas, or other appropriate spaces between agricultural lands and proposed buildings or public use areas, for developments requiring a Development Permit. It is also encouraged to register covenants on the title, as part of the subdivision approval, that advises prospective buyers and land owners of the potential impact of living near farm operations and the conditions of the Farm Practices Protection (Right to Farm) Act. This is further supported by requiring disclosures to prospective buyers of the potential impact of living near farm operations and the conditions of the Farm Practices Protection (Right to Farm) Act. Prominently, this policy is not supportive of extensions to existing development or new development isolated within agricultural areas, regardless of ALR status.



Legend

ALR Lands based on Agriculture Plan

---- Urban - Rural/Agricultural Boundaries

Boundary to be determined based on road location

ALR Lands Proposed for Non-Farm Use

Civic Use within the ALR

6.0 <u>TECHNICAL COMMENTS</u>

6.1 Community Planning Manager

Under 8.1.31 of the OCP, any application to amend the OCP where increased residential density is proposed over that permitted under the land use designation will only be

considered where 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). The applicant has not indicated that there will be any consideration for addressing this requirement of the OCP. The application also appears to exceed the increase in density increment requirements of this policy. Unless the applicant is able to revise the proposal such that it addresses the policy direction of the OCP, the application should not be supported. Any application for multi-dwelling housing of this nature should meet the minimum adaptable housing design standards.

6.2 Fire Department

Fire department access, fire flows and hydrants as per the BC Building Code and City of Kelowna Subdivision Bylaw. Engineered fire flows should determine hydrant requirements.

6.3 Inspections Department

Fire Dept. access review required. Additional exits required from parkade. Spatial separation calculations required. Code consultant to review the exiting doors. Storage room and service room cannot access from the vestibule (exit). Skylight above exit to be reviewed. Meeting to be arranged by developer with architect and city staff.

6.4 Parks Department

- 1. The City of Kelowna Boulevard Maintenance By-Law No. 5708-84 requires the residents to be responsible to weed, water and mow the boulevards adjacent to their properties. They will also be responsible for maintaining the boulevard in a reasonably tidy condition, free and clear of garbage, litter or debris.
- 2. Proposed Tree Plantings in the boulevard will conform with Master Municipal Specifications (MMCD) Section 02950 and British Columbia Landscape Standard (1997) Section 9.3.
- 3. All proposed Tree Plantings in the boulevard shall be installed with root barriers such as "Deep Root" brand, or City-approved equal, installed per the manufacturer's instructions.

6.5 Works and Utilities Department

The Works & Utilities Department comments and requirements regarding this application to rezone the subject property from A1 to RM3 are as follows:

.1) General

- a) Dedication for Lakeshore Road improvements required as per 1995 Lakeshore Road Design.
- b) The postal authorities must be contacted to determine whether or not a "community mailbox" will be utilized, and if so, its location should be determined and the proposed location shown on the construction plans. Please contact the Canadian Post Corporation, Delivery Services, P.O. Box 2110, Vancouver, B.C. V6B 4Z3 (604) 662-1381 in this regard.

c) Where there is a possibility of a high water table or surcharging of storm drains during major storm events, non-basement homes may be required. This must be determined by the engineer and detailed on the Lot Grading Plan required in the drainage section.

.2) Geotechnical Report

a) Provide a comprehensive geotechnical report (3 copies), prepared by a Professional Engineer competent in the field of hydro-geotechnical engineering to address the items below: NOTE: The City is relying on the Geotechnical Engineer's report to prevent any damage to property and/or injury to persons from occurring as a result of problems with soil slippage or soil instability related to this proposed subdivision.

The Geotechnical reports must be submitted to the Planning and Development Services Department (Planning & Development Officer) for distribution to the Works & Utilities Department and Inspection Services Division prior to submission of Engineering drawings or application for subdivision approval.

- (i) Area ground water characteristics, including any springs and overland surface drainage courses traversing the property. Identify any monitoring required.
- (ii) Site suitability for development.
- (iii) Site soil characteristics (i.e. fill areas, sulphate content, unsuitable soils such as organic material, etc.).
- (iv) Any special requirements for construction of roads, utilities and building structures.
- (v) Suitability of on-site disposal of storm water and sanitary waste, including effects upon adjoining lands.
- (vi) Slope stability, rock fall hazard and slippage including the effects of drainage and septic tank effluent on the site.
- (vii)Identify slopes greater than 30%.
- ii) Top of bank assessment and location including recommendations for property line locations, septic field locations, building setbacks, and ground water disposal locations.
- iii) Recommendations for items that should be included in a Restrictive Covenant.
- iv) Any special requirements that the proposed subdivision should undertake so that it will not impact the bank(s). The report must consider erosion and structural requirements.

- v) Any items required in other sections of this document.
- vi) Recommendations for erosion and sedimentation controls for water and wind.
- vii) Recommendations for roof drains and perimeter drains.
- viii) Recommendations for construction of detention or infiltration ponds if applicable.

.3) Water

- a) The property is located within the City of Kelowna service area.
- b) Provide an adequately sized domestic water and fire protection system. The water system must be capable of supplying domestic and fire flow demands of the project in accordance with the Subdivision, Development & Servicing Bylaw. Provide water calculations to confirm this. Ensure every building site is located at an elevation that ensures water pressure is within the bylaw pressure limits. Note: Private pumps are not acceptable for addressing marginal pressure.
- c) Remove or relocate any existing service connections encroaching on the proposed lots. Our records indicate there is 1 service to the site.

.4) Sanitary Sewer

- a) Provide an adequately sized sanitary sewer system complete with individual lot connections.
- b) Remove or relocate any existing service connections encroaching on the proposed lots.
- c) Abandon and backfill existing septic tanks in accordance with Building Department requirements. Identify, on the Lot Grading Plan, the location of the existing tanks and fields.

.5) Drainage

- a) Provide an adequately sized drainage system. There is an existing drainage ditch within the right of way. For on-site disposal of drainage water, a hydrogeotechnical report will be required complete with a design for the disposal method (i.e. trench drain / rock pit). The Lot Grading Plan must show the design and location of these systems.
- b) Provide the following drawings:
 - i) A detailed Lot Grading Plan (indicate on the Lot Grading Plan any slopes that are steeper than 30% and areas that have greater than 1.0 m of fill);
- c) Show details of dedications, rights-of-way, setbacks and non-disturbance areas on the lot Grading Plan.

d) Identify clearly on a contour map, or lot grading plan, the top of bank(s). Provide cross sections along the top of the bank at each property corner and at locations where there are significant changes in slope. Cross sections are to be perpendicular to the contour of the slope. Show the proposed property lines on the cross sections. Not all areas have a clear top of bank; and therefore, field reconnaissance by City staff and the applicant may be needed to verify a suitable location for property lines.

.6) Roads

- a) Lakeshore Road must be upgraded as per the 1995 Lakeshore Road design to a full urban standard including curb and gutter, separate sidewalk, piped storm drainage system, fillet pavement, street lights, and adjustment and/or re-location of existing utility appurtenances if required to accommodate this construction.
- b) Landscaped boulevards, complete with underground irrigation, is required on Lakeshore Road.
- c) Re-locate existing poles and utilities, where necessary.
- d) Private access roads must be constructed and paved to the City standard SS-R2.

.7) Power and Telecommunication Services and Street Lights

- a) All proposed distribution and service connections are to be installed underground. Existing distribution and service connections, on that portion of a road immediately adjacent to the site, are to be relocated and installed underground
- b) Street lights must be installed on all roads.
- c) Make servicing applications to the respective Power and Telecommunication utility companies. The utility companies are required to obtain the City's approval before commencing construction.
- d) Remove aerial trespass(es)

.8) Design and Construction

- a) Design, construction supervision and inspection of all off-site civil works and site servicing must be performed by a Consulting Civil Engineer and all such work is subject to the approval of the City Engineer. Drawings must conform to City standards and requirements.
- b) Engineering drawing submissions are to be in accordance with the City's "Engineering Drawing Submission Requirements" Policy. Please note the number of sets and drawings required for submissions.
- c) Quality Control and Assurance Plans must be provided in accordance with the Subdivision, Development & Servicing Bylaw No. 7900 (refer to Part 5 and Schedule 3).

- d) A "Consulting Engineering Confirmation Letter" (City document 'C') must be completed prior to submission of any designs.
- e) Before any construction related to the requirements of this subdivision application commences, design drawings prepared by a professional engineer must be submitted to the City's Works & Utilities Department. The design drawings must first be "Issued for Construction" by the City Engineer. On examination of design drawings, it may be determined that rights-of-way are required for current or future needs.

.9) Servicing Agreements for Works and Services

- a) A Servicing Agreement is required for all works and services on City lands in accordance with the Subdivision, Development & Servicing Bylaw No. 7900. The applicant's Engineer, prior to preparation of Servicing Agreements, must provide adequate drawings and estimates for the required works. The Servicing Agreement must be in the form as described in Schedule 2 of the bylaw.
- b) Part 3, "Security for Works and Services", of the Bylaw, describes the Bonding and Insurance requirements of the Owner. The liability limit is not to be less than \$5,000,000 and the City is to be named on the insurance policy as an additional insured.

.10) Other Engineering Comments

- a) Provide all necessary Statutory Rights-of-Way for any utility corridors required, including those on proposed or existing City Lands.
- b) If any road dedication affects lands encumbered by a Utility right-of-way (such as Terasen, etc.) please obtain the approval of the utility prior to application for final subdivision approval. Any works required by the utility as a consequence of the road dedication must be incorporated in the construction drawings submitted to the City's Development Manager.

.11) Charges and Fees

- a) Development Cost Charges (DCC's) are payable
- b) None of the Works & Services required are items included in the DCC calculations and therefore not eligible for DCC credits.
- c) The property is within Sewer Connection Area No. 28 (Okaview) and is subject to a \$17,200 charge per single family lot; The Single Family Equivalent(SFE) for multi-family residential unit equals 0.70 SFE. 28 units \times 0.70 = 19.6 SFE's therefore 19.6 \times \$17,200.00 = \$337,120.00
- d) Fees per the "Development Application Fees Bylaw" include:

- i) Street/Traffic Sign Fees: at cost if required (to be determined after design).
- ii) Survey Monument Fee: \$50.00 per newly created lot (GST exempt).
- iii) Survey Monument, Replacement Fee: \$1,200.00 (GST exempt) only if disturbed.
- iv) Engineering and Inspection Fee: 3% of construction value (plus GST).
- v) Latecomer Processing Fee: \$1,000.00 (plus GST) per agreement (no charge for 1 day agreements).

e) Water Extended Service Area Latecomers:

ESA#	Frontender	Component	Anniversary (rates increase)	*Rate/unit
1	Kettle Valley	Intake/pipe/PS etc	April 16,2007	1051
9	Kettle Valley	Adam's Reservoir	Sept. 28,2006	1136.66

^{*(}these fees are to be confirmed at time of subdivision)

f) Water Specified Area Administration Fee of \$250.00 to amend service boundary (Spec area 1).

7.0 PLANNING AND DEVELOPMENT SERVICES DEPARTMENT

The Planning and Development Services Department is strongly non-supportive of the proposed amendment to the OCP future land use designation on the subject property and the related rezoning to the RM3 zone. Non-support is based on the direction provided by Council-endorsed policies in the OCP and Agriculture Plan. In Staff's perspective, the considerations that resulted in the aforementioned policies have not changed.

Importantly, it is noted that the subject property is an isolated site surrounded by road on two of three sides. However, other surrounding land uses are entirely rural in nature. There are no other urban uses, aside from select single family homes in the immediate area. This proposal of multiple family development and related density should be in an urban setting. Notably, residential projects of this density are best suited to locations that are already urban in nature, and consequently are supported by urban amenities that residents expect such as urban-designed sidewalks, pedestrian connections to shopping locations, access to public transit, proximity to public service uses, and access to recreational open space. Accordingly, the OCP residential policies direct this type of density to be contained within urban locations, rather than "leapfrogging" outside of the urban centre areas. Consequently, this application is inappropriate for a rural/agricultural setting.

Staff notes that the future land use designation of Rural/Agricultural necessitates more than one increment in density gain to facilitate the proposed RM3 zoning, which is inconsistent with the intent of the OCP guidelines for land use changes. Additionally, this will be an isolated multifamily development with no logical connection to adjacent land uses (current or within OCP timeframe) and would have no direct connection to urban amenities given the location outside of an urban or village centre.

Furthermore, Policy 8.1.31 requires that any OCP amendment and rezoning application for residential densities greater than those provided for must demonstrate a portion of the development to be made available for affordable, special needs or rental housing identified to be in short supply. The project as proposed lends itself to an upscale, luxury condominium building that will serve housing needs for a demographic profile that is predominantly affluent. Importantly, as one of Council's mandates is to encourage and endorse future affordable housing, by permitting such densities in isolated locations that offer no immediate benefit to affordable housing establishes a precedent for lack of affordable housing provisions in future applications. As currently proposed, this development project does not demonstrate:

- A proposed density increase of only one increment (i.e. low density multiple units might be entertained where single/two unit residential densities have been provided for);
- A sensitive integration into the surrounding neighborhood, with no more than a onestorey height gain between the proposed development and the height permitted within land use designations assigned to adjacent parcels;
- That approval of the project will not destabilize the surrounding neighborhood or threaten viability of existing neighborhood amenities.

Notably, while the subject property is excluded from the ALR, adjacent properties are within the ALR and are governed by such Provincial legislation regulating land use activities. Notably, Chapter 19 of the OCP outlines the objectives and policies for future land uses which states that land with a Rural/Agricultural designation will not be supported for more intensive development than that allowed under current zoning regulations, except in specific circumstances where the City of Kelowna will allow exceptions to satisfy <u>civic objectives</u> for the provision of <u>industrial</u> or <u>park/recreation uses</u>. Non-ALR lands will generally not be supported for development to parcel sizes less than 4.0 ha (10 acres). Accordingly, the highest and best use of this property other than agriculture would be as a single family dwelling site.

However, should the applicant, contrary to the City's current policy direction, be successful in amending the OCP and rezoning the subject property as applied for, Staff will then need to address the Multi Family Development Guidelines to ensure that the form and character is consistent with the principles established for multiple unit development design. Several elements of the objectives for Multiple Unit Residential Development are not achieved in the proposed development project with respect to location, proximity to Urban Centers, and design. Specifically, Multiple Unit Residential Development is encouraged to:

- Be an appropriate response to the 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 Centers and Village Centers 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;
- All development should promote safety and security of persons and property within the urban environment.

With respect to proposed building massing, particular elements of the proposed building design are inconsistent with the Multiple Dwelling Housing Guidelines as listed in the OCP. Specifically, one of the key objectives with regards to building design dramatically departs from the intent of the guidelines:

Building Massing

- Developments should be sensitive to and compatible with the massing and rhythm of the established streetscape;
- There should be no more than a one storey height gain between adjacent uses within 5.0 m of the side property line where the adjacent land has not be designated on the Future Land Use Map for equal or higher density redevelopment in the OCP.

Additionally, rural/urban transitional requirements will need to be applied that include but are not limited to:

- Providing buffers for distinct boundaries that separate urban and rural uses by utilizing, where appropriate, roads, topographic features, watercourses, ditching, fencing, or small lot rural transition areas, as buffers to preserve larger farm units and areas;
- Requiring additional on-site fencing and vegetative buffering to mitigate potential conflicts;
- Requiring bonding to be provided for landscape buffers and fencing requirements adjacent to agricultural land.

7.0 <u>ALTERNATE RECOMMENDATION</u>

The consideration of this project could be tabled to allow the applicant to consider what if any alterations they would be willing to undertake to address the recommendations of the Affordable Housing Task Force. Notably, as per the *Memorandum from the Affordable and Special Needs Housing Task Force*, dated November 15, 2006, the following recommendation was endorsed for Council's adoption that relates to this development application:

"THAT Council authorize the preparation of a text amendment to the OCP to allow a 2 increment increase in density in return for 75% non-market housing to be built on site, subject to the required public notification and public hearing."

Otherwise, Council may recommend the following:

THAT OCP Bylaw Amendment No. OCP06-0018 to amend Map 15.1 of the Kelowna Official Community Plan (1994 - 2013) Bylaw No. 7600 by changing the Future Land Use designation of Lot A, Sec. 25, Twp 28, SDYD, Plan KAP71411, located on Lakeshore Rd., Kelowna, B.C., from the Agricultural/Rural designation to the Low Density Multiple Housing designation, as shown on Map "A" attached to the report of Planning & Development Services Department, dated November 21, 2006 be considered by Council;

AND THAT Rezoning Application No. Z06-0043, to amend City of Kelowna Bylaw No. 8000 by changing the zoning classification of Lot A, Sec. 25, Twp 28, SDYD, Plan KAP71411, located on Lakeshore Rd., Kelowna, B.C., from the A1 - Agriculture 1 zone to the RM3 – Low Density Multiple Housing zone be considered by Council.

AND THAT final adoption of the zone amending bylaw be considered following registration of a Restrictive Covenants pertaining to prospective buyers pertaining to rural/urban interface awareness at the Land Titles Office;

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.

Sheffey Gan Bacort

Acting Development Services Manager

Approved for inclusion

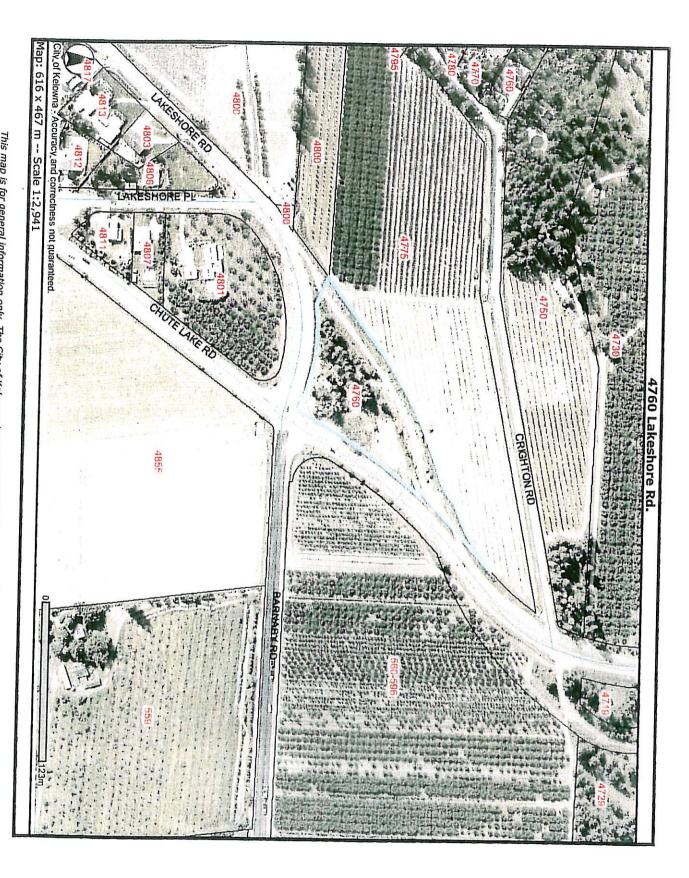
Mary Pynenburg, MCIP, MRAIC

Director of Planning & Development Services

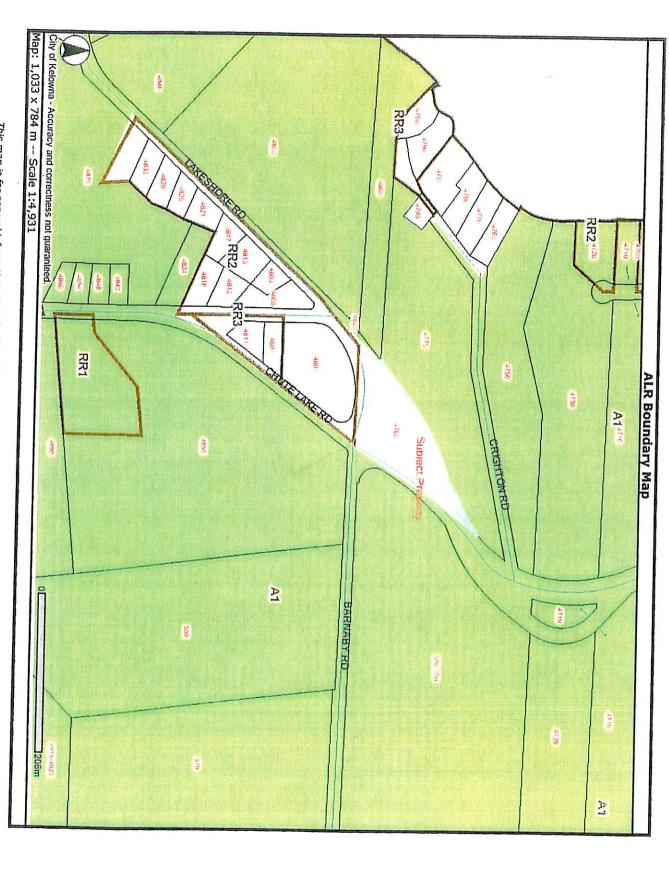
SG/DN Attach.

ATTACHMENTS

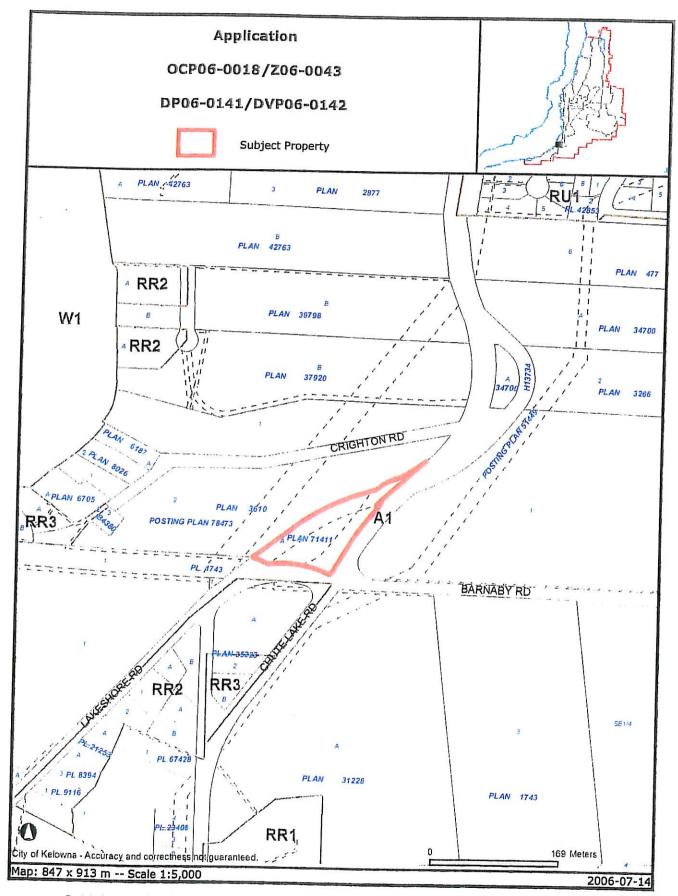
- Location of subject property
- Ortho Photo of subject property
- ALR Boundary Map
- City of Kelowna Agriculture Plan Rural/Agricultural
 Boundary Policies
- Letter of Rationale from Applicant
- Letter of Support from Mr. Sandhu
- Title Page of Building/Site Calculations
- Site plan
- Floor Plans
- Elevations
- Sections
- Stone Wall Fencing Detail
- Colored Renderings
- Landscaping Plan
- Conceptual Perspectives



This map is for general information only. The City of Kelowna does not guarantee its accuracy. All information should be verified.



This map is for general information only. The City of Kelowna does not guarantee its accuracy. All information should be verified.



Certain layers such as lots, zoning and dp areas are updated bi-weekly. This map is for general information only.

The City of Kelowna does not guarantee its accuracy. All information should be verified.

Urban - Rural/Agricultural Boundary Policies

The City of Kelowna will:

- Defined Urban Rural/Agricultural Boundary. Confirm support for the Agricultural Land Reserve and establish a defined urban - rural/agricultural boundary, as indicated on Map 14 - Urban - Rural/Agricultural Boundary, utilizing existing roads, topographic features, or watercourses wherever possible;
- Farmland Preservation. Direct urban uses to land within the urban portion of the defined urban – rural / agricultural boundary, in the interest of reducing development and speculative pressure, toward the preservation of agricultural lands and discourage further extension of existing urban areas into agricultural lands;
- Regional Cooperation. Continue cooperative efforts between the City of Kelowna, the District of Lake Country, and the Central Okanagan Regional District to ensure the ongoing compatibility of land uses on either side of the boundary toward the preservation of farming in the City, Lake Country, and Regional District;
- 4. Landscape Buffer Specifications and Fencing Specifications. Amend the Zoning Bylaw to include setbacks and landscape buffer and fencing requirements consistent with the Land Commission specifications, with consideration for minimum setback requirements at standard road or half road widths to support the potential need for future road, park, or public access corridors;
- Bonding. Require the provision of bonding for landscape buffer and fencing requirements adjacent to agricultural lands at the time of rezoning, subdivision, and/or building permit, in accordance with the Municipal Act;
- Urban Buffers. Require new development, adjacent to agricultural areas, to establish setbacks, fencing and landscape buffers on the urban side of the defined urban – rural/agricultural boundary;
- Site Planning Measures. Consider the use of site planning measures such as locating internal access roads, storage areas, or other appropriate spaces between agricultural lands and proposed buildings or public use areas, for developments requiring a Development Permit;
- Covenants. Consider the need for a covenant registered on the title, as part of a subdivision approval, that advises prospective buyers and land owners of the potential impact of living near farm operations and the conditions of the Farm Practices Protection (Right to Farm) Act;
- Disclosure. Support amendments to the Real Estate Act that requires disclosure to prospective buyers of the potential impact of living near farm operations and the conditions of the Farm Practices Protection (Right to Farm) Act;
- 10. Rural Buffers. Encourage agricultural operators to consider buffering from urban uses, wherever possible, in the form of farm houses and other buildings not housing animals, storage areas, parking, internal roads, or other site planning measures;

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Agriculture Plan

- 11. Transition Uses. Consider complementary agricultural uses as a transition between existing urban development and farm operations, with consideration of such uses not to be construed as support for subdivision to smaller parcels;
- Parcel Size: Agricultural Land. Discourage the subdivision of agricultural land into smaller parcels, except where positive benefits to agriculture can be demonstrated;
- 13. Parcel Size: Non Agricultural Land. Discourage subdivision to smaller parcel sizes on lands beyond agricultural areas in order to reduce negative impacts on the farming community and encourage the Central Okanagan Regional District and the Ministry of Environment, Land and Parks to consider maintaining larger minimum parcel sizes for Crown Lands within and adjacent to the City in recognition of the provincial interest in retaining farming;
- 14. Monitoring. Request the Ministry of Agriculture and Food to monitor productivity as related to parcel size and density of plantings, with any consideration of support for smaller agricultural lots or transition development based on evidence of the viability of smaller farm units;
- 15. Equestrian Precinct. Encourage equestrian uses to locate in rural areas where the impact on productive farmland would be minimal, rather than support the creation of a specific equestrian precinct;
- 16. Sand and Gravel Extraction. Reaffirm the direction established in the OCP with respect to sand and gravel extraction in the ALR, pending completion of a Sand and Gravel Inventory and Strategy Study;
- 17. Isolated Development. In general, not support extensions to existing development or new development isolated within agricultural areas, regardless of ALR status;
- 18. Marshall Feedlot. Pursue a major road planning exercise which includes the Agricultural Land Commission, based on Land Commission conditional consent for the westerly extension of McCurdy Road, toward the exclusion of the Marshall Feedlot site south of the agreed upon road alignment, in order to resolve road network and land use conflict issues;
- 19. Burtch / Munson Road. Pursue a memorandum of agreement with the respective property owners and the Land Commission toward resolution of road network and ALR status issues for lands to the west of the proposed Burtch Road extension in the Munson Road area;
- 20. Mission Sportsfields. Seek the approval of the Land Commission for use of a portion of the existing Mission Sportsfields site for major district park facilities and an OCP Major Park / Open Space designation for the use of the balance of the city owned lands adjacent to the Mission Sportsfields for additional sportsfield development, based on a net agricultural benefit for adjoining farmlands as determined by the drainage management plan for the Swamp Road and Thomson Creek Sub-watersheds;

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Agriculture Plan

- 21. Glenmore District Park. Seek Agricultural Land Commission concurrence toward the release of ALR land to serve as a District Park site at a location that maximizes facility potential, possibly in conjunction with other civic resources;
- 22. East Kelowna Ballfields. Not pursue the development of additional sportsfields at the East Kelowna site, at this time;
- 23. Other Civic Needs. Reaffirm the direction of the OCP, as endorsed by the Land Commission, for the location of the Glenmore Landfill site and a new Sewage Treatment Plant site east of Burtch Road, within the ALR;
- 24. East of Valley Road. Encourage non-soil bound agricultural activities in the bottom lands east of Valley Road, and support the creation of smaller lots west of the toe of the slope for hobby farms, as a transition to more productive lands to the east;
- 25. Summit Drive. Continue to support the future urban use of land south of the extension of Summit Drive from Valley Road to Dilworth Mountain at this time, pending on-going discussions with the Land Commission;
- 26. **Springfield Road.** Continue to support the future exclusion or non-farm use of two properties south of Springfield Road between Cooper Road and Spall Road;
- 27. ALR Application Criteria. Require applicants to substantiate the marginal nature of farming (for a full range of cropping options) based on soil capability, climate, topography (slope), elevation, and/or drainage/wetland conditions. In addition to the above background data, any City decision will use the following criteria as the basis of support or non-support of individual applications:
 - Location / use context in terms of impact on adjacent agricultural properties with respect to conflict of uses and speculation/land value;
 - Necessity for urban growth needs or as logical infill;
 - Availability of sufficient services, particularly road access and sanitary sewer, and the impact of expansion of these services on adjacent agricultural properties;
 - Benefits or sensitivity to agriculture in the form of buffering or complementary / transition uses.



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REAL ESTATE DEVELOPMENT

July 10, 2006

City of Kelowna 1435 Water St. Kelowna, BC V1Y 1J4

Attention:

Shelley Gambacort

City of Kelowna Planning Department

Dear Shelley,

Re:

REZONING/OCP AMENDMENT, DEVELOPMENT PERMIT AND DEVELOPMENT VARIANCE PERMIT APPLICATIONS covering

the following:

Lot A Plan KAP71411 Section 25 Twp 28 Dist SDYD

4760 Lakeshore Rd., Kelowna, BC

Please find enclosed the following information regarding our Rezoning, Development Permit and Development Variance Permit applications for the above-noted property:

 Zoning Bylaw Amendment Application requesting the subject property be rezoned from A-1 to RM 3

Fees payable to the City of Kelowna in the amount of \$3,790.50 OCP Amendment fee (\$1617.00 + \$525.00 (APC) + \$31.50 GST) \$2173.50 Zoning Amendment fee (all other zones) – RM3 - \$1,617.00 (no GST)

2. Development Permit Application

Fees payable to the City of Kelowna in the amount of \$578.00

3. Development Variance Permit Application

Fees payable to the City of Kelowna in the amount of \$578.00

- 4. State of Title for Lot A, Plan KAP71411, Sec 25, Twp 28, SDYD
- 5. Site Profile Waiver
- Concept Plans as prepared by M.J. Coady, Architect Inc., 370 Lower Bench Rd., Penticton, BC, V2A 8V4, Telephone: 250-493-3996 Fax: 250-493-7255:
 - a. Site Plan -one 8 $\frac{1}{2}$ " x 1 1" and ten 11"x17"(1/16"=1' / approx. 1:200)
 - b. Plan sets one (1) set of 8 ½" x 11" drawings, six (6) sets of 11" x 17" drawings, and ten (10) sets of full size drawings
 - c. One full size set of coloured elevations, one 8 ½" x11" and six 11"x17" coloured elevations
- 7. One coloured set of full size landscape plans and elevation drawings as prepared by Site 360, 477 Leon Ave., Kelowna, BC, V1Y 6J4, Telephone: 862-3600 (One 8 ½" x 11' and 6 11"x17" coloured landscape plans and elevations drawings)
- 8. Landscape Bond Letter (Site 360)

- 9. Photos of existing elevations
- 10. Photos with development and landscaping superimposed
- 11. Letter, dated June 29, 2006, from Golder Associates regarding the geotechnical conditions of the site
- 12. Letter, dated June 22, 2006, from Gordon Sandhu, property owner of 580 Barnaby Rd., 4775 Crighton Rd., 4719 Lakeshore Rd. and 4689 Lakeshore Rd. (with attached map)
- 13. Compliance with Zoning Checklist

We are proposing to change the zoning of the subject property from A1 to RM3 to allow for a 28 unit deluxe condominium building that uses the full potential of this sloped site. The subject property, essentially a triangle, is not within the ALR, but has ALR lands along or across from two of its sides. It is also bordered on two sides by two major arterial roads which essentially isolate it from all surrounding uses except for the Sandhu orchard to the north/northwest.

The busy intersection, the limited size of the site, the physical isolation and the topography do not make this a very suitable site for single family use. A neighbourhood could not be created here, and a couple of single family homes at such a busy intersection would be less than ideal. We propose a multi-family building oriented away from the intersection that works with the slope, that provides large areas of outdoor space removed from the ground, and that takes full advantage of the site's greatest asset – the view.

The Mission has lost a number of opportunities for multi-family development over the last ten years as single family dwellings have been developed on sites that were forecast for higher density. This proposed development not only uses this isolated piece of property very efficiently, it provides an alternative housing choice in a predominately single family area, yet does so without visually impacting surrounding neighbours. In addition, it provides density along a major arterial road, it will provide improvements to Lakeshore Rd. in terms of widening (respects City of Kelowna 4-lane design with boulevard and sidewalk), it will access existing sewer infrastructure, and it will upgrade water infrastructure by providing fire flow to this location where, at present, it does not exist.

The Banerjee property across from the southwest frontage is not in the ALR and will likely undergo redevelopment in the future. Lands to the south, east, and north/northwest (Schleith, Sandhu, and Noble) are in the ALR so the developments interface with the ALR is very important. Along two sides, Lakeshore Rd. provides a good buffer, and in the other instance, the development is separated from the adjoining orchard by a wide right-of-way in favour of the City of Kelowna. This r/w is the old Lakeshore Rd. and has been used for years by pedestrians and bikers. The developer will formalize this amenity by landscaping and providing a bike path and seating areas for the public to enjoy. This publicly accessible amenity will be maintained by the developer.

In addition, we have met with the owner/orchardist, Mr. Gordon Sandhu, to ensure that we understand all possible agricultural activities that may impact future residents of this site, and have worked with him to ensure that our landscape buffer will accommodate his needs. A letter from Mr. Sandhu approving our landscape buffer design, is attached.

Also, very importantly, plants chosen for the landscaped buffer are those approved for use next to ALR land.

In terms of visually fitting into an ALR setting, the colours and use of wood and rock will blend well with the agricultural surroundings. The requested two storey height variance (actually one storey, with an additional mezzanine for 2 units) will allow the building to blend sensitively into the hillside as it steps up from both sides and from the downhill elevation. The variance, while providing this architectural look, does not, however, provide any living space beyond what is allowed in the RM3 zone. In fact, the FAR proposed on this site is only .49 which represents 70% of the allowable .7 (.5 + .2 bonus for underground parking). The variance is entirely about distribution of space to create a building form that fits into the hillside. It is also important to note that from Lakeshore Rd. the topography of the site is such that only 2½ storeys will be visible from the road.

With a site bordered by two busy arterial roads, it is important to provide ample parking on site since overflow onto the roads would be undesirable. 47 parking stalls and 4 visitor stalls are required for this development. We are providing 2 stalls for each of the 28 units (56 stalls) and 10 additional/visitor parking stalls (6 at grade) which should more than adequately address any parking requirements.

In addition to providing public space in the bike/pedestrian pathway, this development also provides a large amount of private open space for residents of the development. The stepping back of each floor allows for large outdoor patios ranging from approximately 400 sf to 1700 sf. These patios provide residents with outdoor living space up and away from the surrounding agricultural lands. Approximately 7,500 sf of private open space is required for the 28 dwelling units; this proposal provides 52,000 sf.

Lastly, few opportunities exist in the Mission where multi-family can be achieved in an "infill" setting without impacting surrounding neighbours. We have spoken with all neighbours who have property across from or adjoining this development and all acknowledge little or no impact either from a residential or agricultural perspective. There are few opportunities to achieve somewhat higher densities with so little impact on existing neighbours. For that reason, and for the constraints and opportunities that exist on the site, we believe RM3 is an appropriate, reasonable and efficient use of this property.

Please call our office if any questions arise regarding this application. Thank you for your consideration.

Yours truly,

Gazelle Enterprises Inc

Gail Temple

Development Manager

June 22, 2006

Re: OCP Amendment, Rezoning Application, Development Permit and Development Variance Permit for the proposed RM3 multifamily development at 4760 Lakeshore Rd., Kelowna, BC

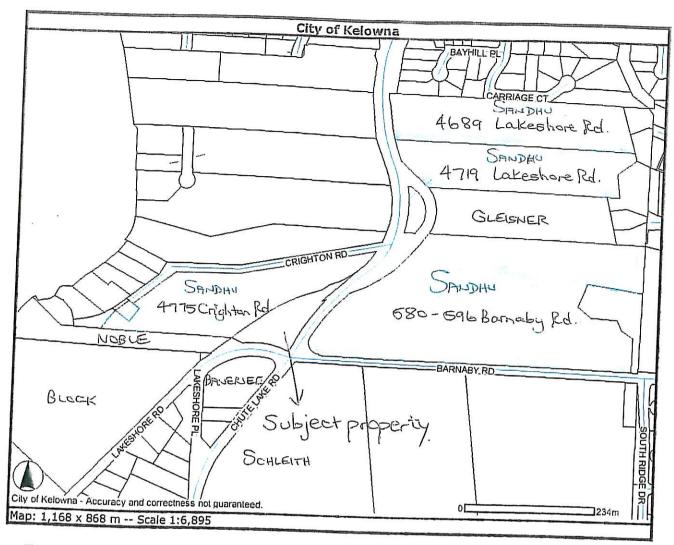
I, the property owner of 580 Barnaby Rd, 4775 Crighton Rd., 4719 Lakeshore Rd. and 4689 Lakeshore Rd. have been fully informed of the development plans for the subject property. (as per highlighted properties on attached map)

- I am supportive of the proposed land use.
- I have met with Gail Temple to ensure that the developer is aware of all anticipated agricultural activities that could impact future residents of the development.
- I believe the proposed land use will not negatively impact my agricultural operations.
- I have provided input to the developer to ensure that the landscape buffer is acceptable to me in terms of impact on my agricultural operations. I have approved the proposed landscape plan, and it my understanding plants specified in this landscape plan are those approved for use in landscape buffers next to ALR land.

Signature

Name

Contact Information: 863-1667



This map is for general information only. The City of Kelowna does not guarantee its accuracy. All information should be verified.

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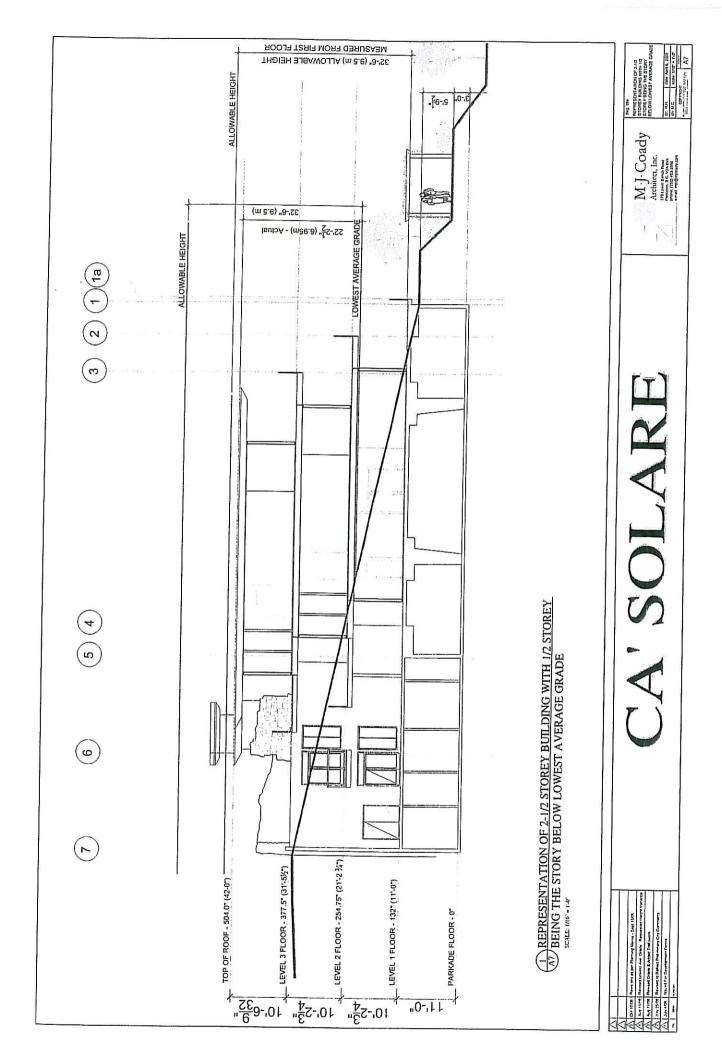
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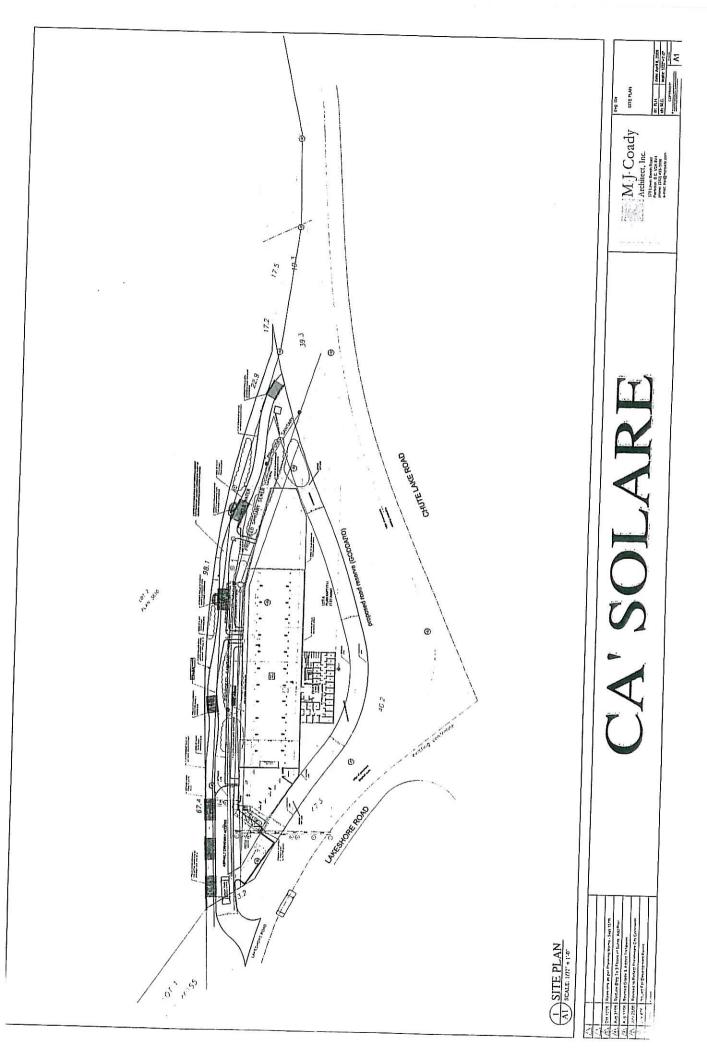
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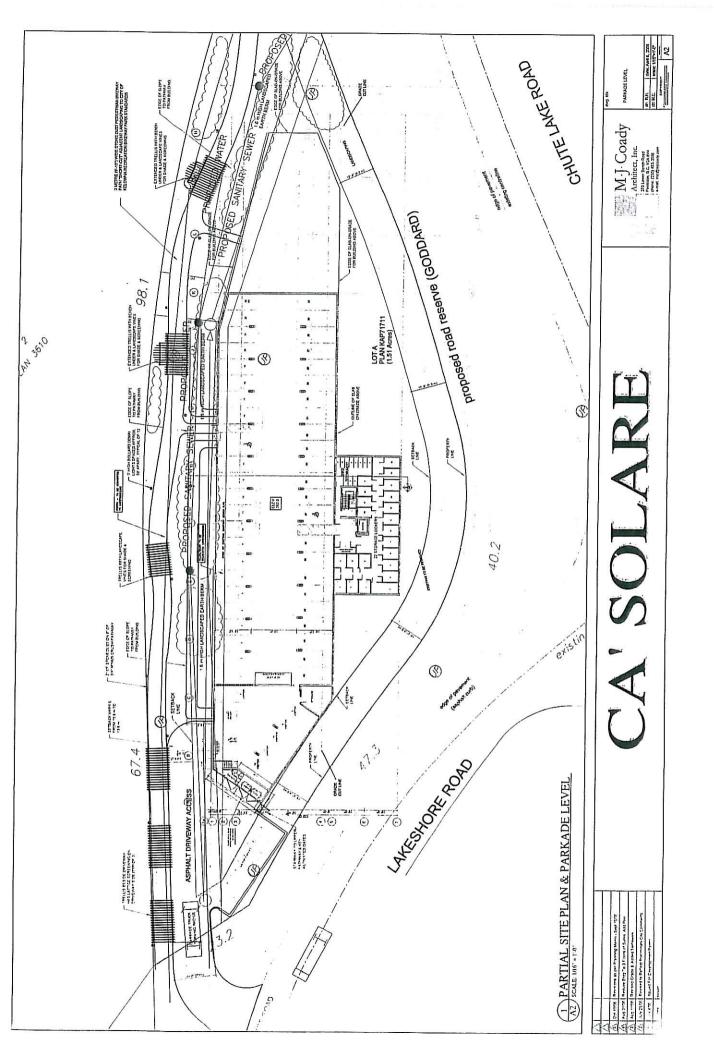
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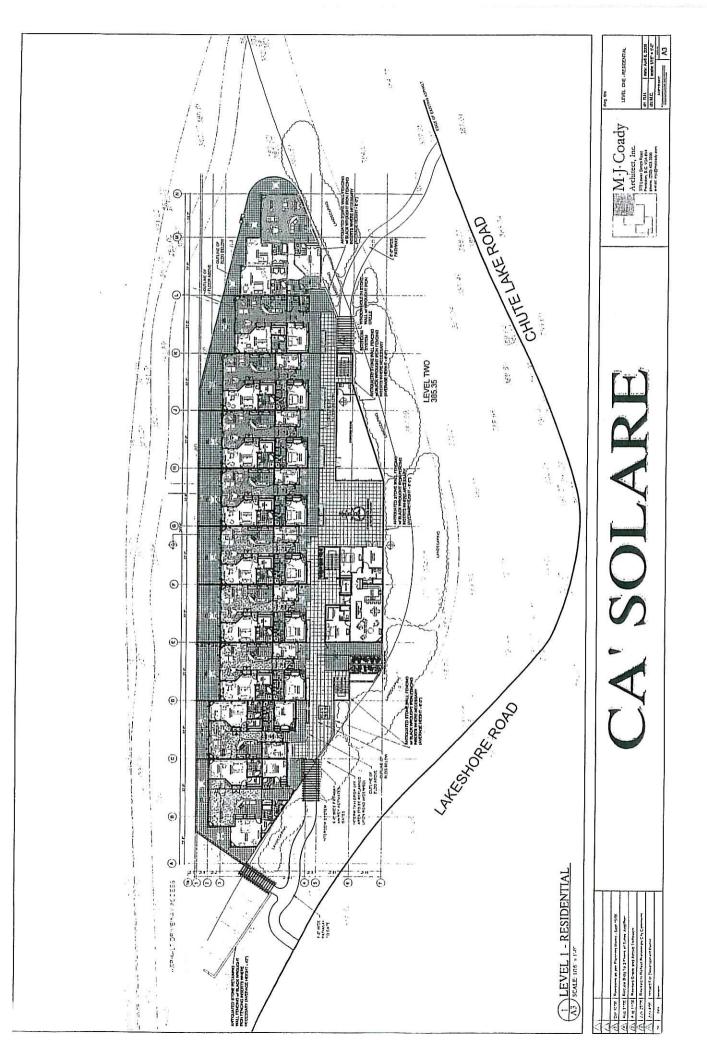


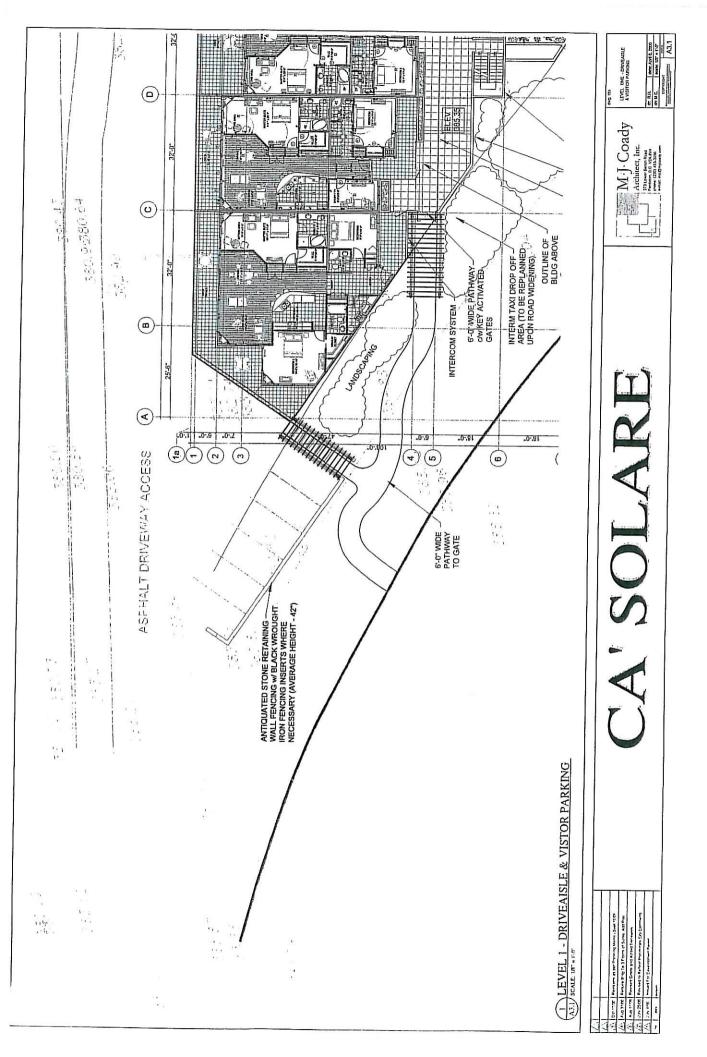
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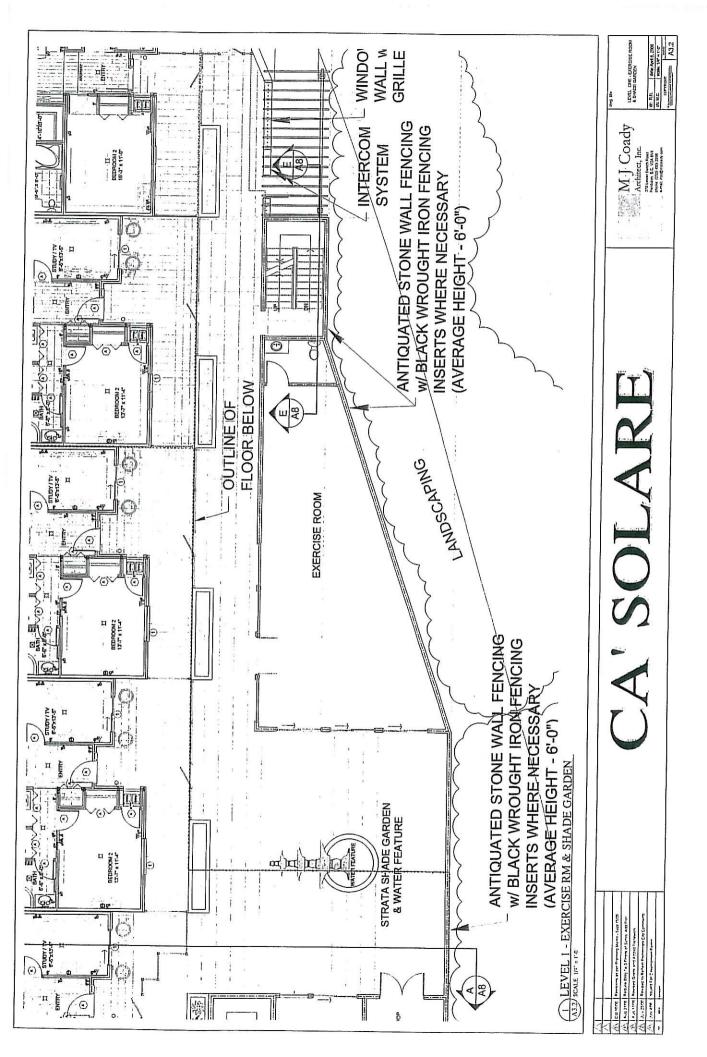


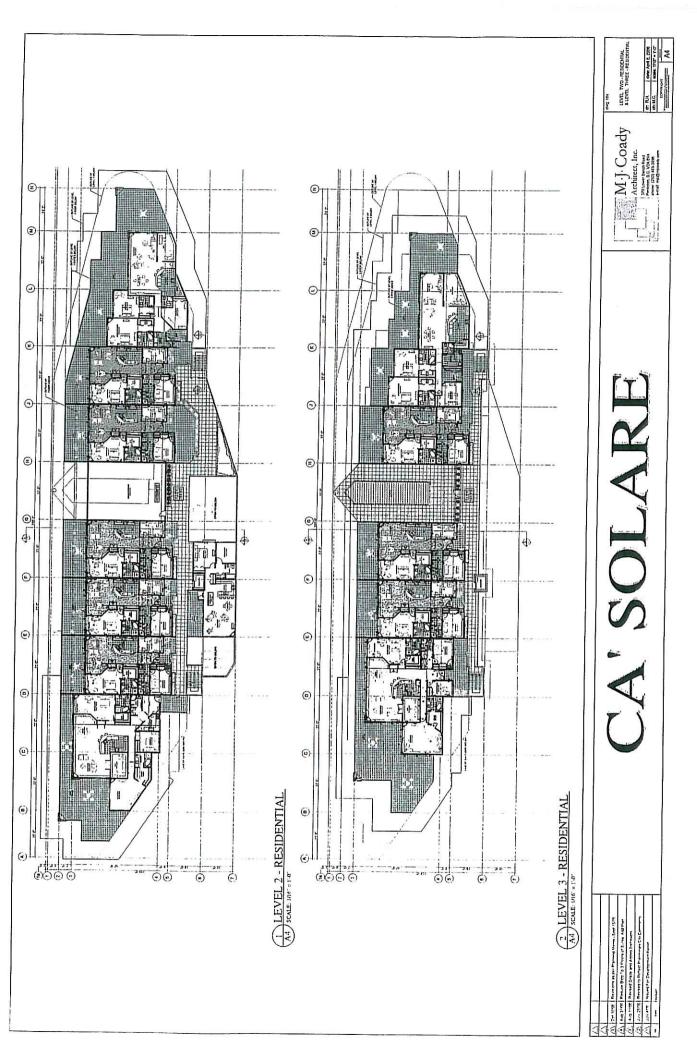


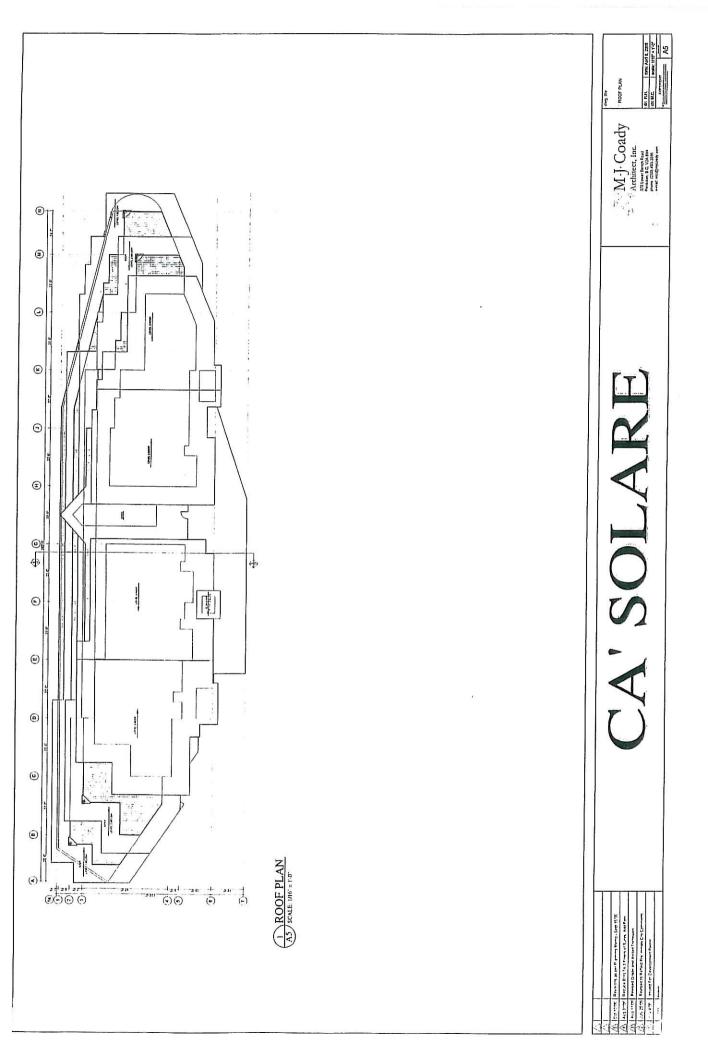


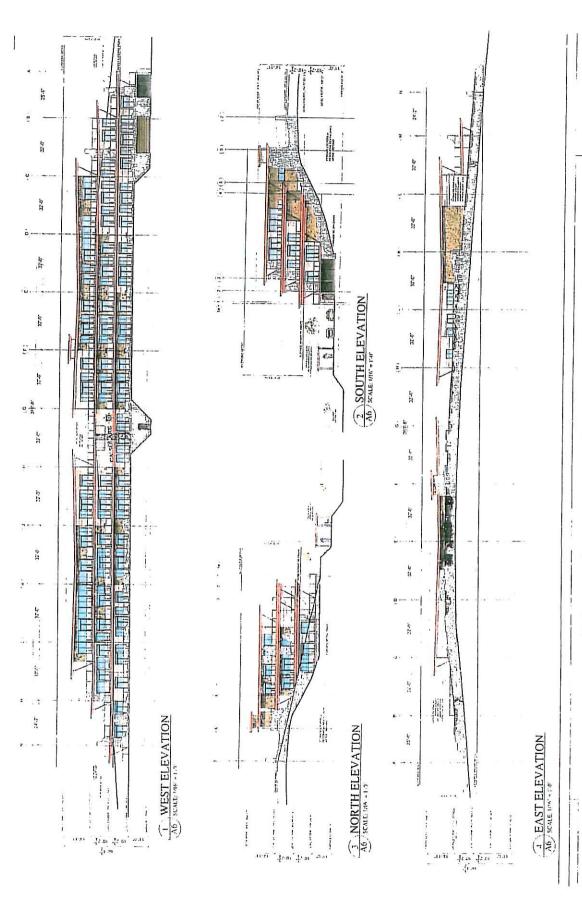












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