
CITY OF KELOWNA

MEMORANDUM

Date: October 24, 2007
File No.: 0930-20-089
To: City Manager
From: Projects Manager, Community Development and Real Estate
Subject: Central Green Redevelopment Project - former KSS Site

RECOMMENDATION:

THAT the guiding principles for the Central Green Redevelopment Project contained in the report prepared by the Projects Manager, Community Development and Real Estate dated October 24, 2007 be endorsed by Council;

AND THAT Council instruct staff to prepare a development concept plan for the Central Green site for further consideration;

BACKGROUND:

On September 30, 2002, the City assumed full ownership of the former KSS buildings and land at 575 Harvey Avenue. The 13.5 acre site included the entire "old KSS" school (the 1939 brick veneer structure, more recent additions and the gym, playing fields and the Pettigrew House). In May of 2003, demolition commenced on most of the buildings, leaving the old school, the gym and the Pettigrew House.

Shortly after, in the spring of 2003, a neighbourhood survey was distributed to 1483 households in the immediately surrounding area to seek comment on what they would/would not like to see on the site. That was followed by an open house and further public consultation.

An RFP was prepared in the fall of 2004 inviting bids from the private sector to acquire the site and develop it in accordance with a concept plan prepared by the proponent. Bids were to be evaluated on a combination of price offered and the ability of the proposed concept plan to achieve the objectives laid out by the city. Four bids were received. None of the bids proposed to retain the gymnasium and two of the four proposed some adaptive re-use of the old school building. All four proposals preserved the Pettigrew House as required, placed it in a park and turned its ownership and maintenance back to the City. In December of 2004, Council declined to accept any of the bids submitted.

In January of 2005, during a period of extremely cold weather, vandals turned off the gas to the brick school building and the gymnasium. By the time this was discovered, the sprinkler system had frozen, thawed, and pipes had burst creating extensive water damage throughout both buildings. Estimates for damage repair relative to insurance coverage were completed by staff and it was deemed uneconomical to repair the buildings given their uncertain future. The gym and the brick building were demolished in 2005. In April of 2005, the Urban Centres Implementation Committee

recommended to Council that the KSS site be treated as a holding property for the time being, while moving forward with the planning and phasing of the park component.

The Pettigrew House was moved to 732 Dehart in the summer of 2005, designated as a heritage building and sold as a private residence for \$239,000 in September of 2005.

Also completed in 2005-06 was the environmental cleanup of the property, the designation of the park along the southern border of the property, the purchase of the property at the corner of Harvey and Richter, and the decision of the Roads Task Force regarding a two way Richter Street, all factors lessening uncertainty and improving the property for eventual re-development.

GUIDING PRINCIPLES FOR THE SITE REDEVELOPMENT

A set of guiding principles has been prepared reflecting the changed site conditions. The guiding principles below acknowledge Council commitments relative to sustainable building design, affordable housing and parkland and will be used during the preparation of the development concept plan. The plan will provide the community and the proponents with a level of certainty regarding land use, density, sustainable building design, public amenities and design guidelines. Further to the guiding principles, a listing of suggested project objectives (schedule 1) has been prepared and attached to this report to further define a method of achieving the principles. A multi-bottom line approach balancing environmentally sustainable design and economic return will be used to ultimately define the objectives for the entire redevelopment project.

1. Maximize site potential and don't underutilize.
2. Create a cohesive, well-integrated neighbourhood.
3. Address the needs of the community as effectively as possible:
 - Park area
 - Community amenities; e.g. child care, meeting spaces, youth/senior centers
 - Affordable housing
 - Connectivity with surrounding areas
4. Complement, rather than compete with surrounding neighbourhood and downtown
5. Be aware of and capitalize on "demonstration model" opportunity in areas of:
 - Sustainability (e.g. LEED - Gold standard)
 - Provision of affordable housing
 - Design: CPTED, accessibility, child friendly, adaptable
6. Manage traffic flows created by the development as well as impact of highway and traffic patterns on the site
7. Identify best development process, including level of site planning, phasing of development and selection of developers & builders
8. Create a pedestrian friendly atmosphere
9. Set a positive example for developers
10. Achieve a positive financial return
11. Utilize a multi-bottom line approach and analysis

RECOMMENDED PROCESS

Considerable public consultation and associated discussion has already taken place with respect to this site based on the former objectives for the site. So far the discussion has been of a general nature. Specifics have so far been avoided out of a lack of a concept plan for the property. A concept plan would take the survey results, council's objectives, and apply this information to the property allowing for spatial, traffic and economic realities. It would produce a practical document that would allow Council to discuss appropriate land uses, densities, affordable housing incentives, sustainable design criteria and other city objectives in a realistic and practical way. The next step would be to seek the public's comments on the plan and report back to Council on suggested changes based on that input.

Once in final form the concept plan would then be used to initiate zoning changes and subdivision applications. The plan would also be used to prepare a Request for Qualifications to identify qualified proponents. Upon third reading of the zoning changes, an RFP will be issued to the qualified proponents for the development of the site. The successful proponent(s) would then proceed with a development permit and zoning to fourth reading.

A multiple bottom line approach will be used to balance objectives identified in the concept plan. The plan will analyze the long and short term benefits of each major objective allowing for a balanced approach for evaluating the concept plan and the developers' proposals considering environmental sustainability, social responsibility and economic return as it applies to the site. This approach will be similar to a triple bottom line used by many municipalities.

A communication plan is being prepared to ensure that community is kept well informed as the process unfolds. Included in the communication plan, will be the creation of web site that will allow the public to follow the process and provide input.

Schedule 2 provides a graphic representation of the process the project team will be following along with possible timelines.

INTERNAL CIRCULATION TO:

The Central Green Project team includes representation from Works and Utilities, Planning and Development Services, Recreation Parks and Cultural Services and Community Development and Real Estate.

On October 17, 2007 the group presented to the Senior Management Team the drivers and objectives for this project. The SMT fully endorsed the recommendations itemized in this report.

EXISTING POLICY:

Council previously approved the following resolutions relative to this project

August 20, 2007 - City of Kelowna Action Towards Sustainability

Ensure that redevelopment of the City-Owned former KSS property occurs in a manner that is capable of achieving LEED Gold Certification and/or fulfilling the City's sustainability principles.

December 4, 2006 – Affordable & Special Needs Housing

That in response to recommendation 5 in the final report of the Affordable & Special Needs Housing Task Force, Council approves in principle the goal of achieving 20% of all housing on the former Kelowna Secondary School (KSS) site which meets the City's definition of affordable housing and is secured by a housing agreement

July 11, 2005 – Community Parks at Old KSS Site

That City Council approve the conceptual configuration proposed for the community park at the old Kelowna Secondary School (KSS) site as far as it relates to the size, location and boundaries of parkland proposed for the property and illustrated on Figure 1 attached to the Parks Manager's report dated June 27, 2005;

FINANCIAL/BUDGETARY CONSIDERATIONS:

Funding for the preparation of the Concept Plan is within Community Development and Real Estate Division's existing operating budget.

Considerations that were not applicable to this report:

LEGAL/STATUTORY AUTHORITY:

LEGAL/STATUTORY PROCEDURAL REQUIREMENTS:

PERSONNEL IMPLICATIONS:

TECHNICAL REQUIREMENTS:

EXTERNAL AGENCY/PUBLIC COMMENTS:

ALTERNATE RECOMMENDATION:

Submitted by:

R. Mayne, Project Manager Community Development and Real Estate

Approved for Inclusion:



David Shipclark, Director of Corporate Services

Cc: *Director of Corporate Services
Director of Recreation, Parks and Culture
Director of Works and Utilities
Director of Financial Services
Members of the Central Green Redevelopment Project Team*

Schedule 1

Page 1 of 2 Pages

Central Green Redevelopment Project Objectives

- **To develop the property in an environmentally, socially and economically sustainable manner**
- Building Design
 - Capable of achieving LEED - Gold Certification on all buildings
 - Noise abatement
 - Energy efficiency options
 - Geothermal
 - Solar
 - District Heating
 - Water Conservation
- Neighbourhood Design
 - Pedestrian Connections through and within the development
 - Mixed use (Commercial and Residential)
 - Housing diversity
 - Transit Orientated Design
 - Crime Prevention Through Environmental Design
 - Accessible Design
- Affordable Housing
 - 20% of the all housing on the site meet the City's definition of affordable housing and is secured by a housing agreement
- Educational / Institutional Uses
 - To explore the opportunity of educational and institutional facilities within the development
- Urban Design
 - Incorporated design to compliment the adjacent Marshall Street heritage area, Central School, St Michael Anglican Church
 - Utilize building architecture forms, proportions and features for transitional residential land uses similar to those of adjacent land uses in order to provide as seamless "fit" of the building into the neighbourhood as possible

Central Green Redevelopment Project Objectives

- Commercial Uses
 - Limit commercial development to the north portion of the property
 - For commercial and mixed-use buildings, encourage the provision of accessible public open space (e.g. widened sidewalk, dining/retail patio, courtyard) that is compatible with the use and design of the building
- Residential Uses
 - An integrated mixture of residential zones
 - Encourage mixed use and multiple family residential buildings with useable exterior balconies and arcades. Also encourage landscaping on the balconies and roof structures of these buildings
 - Encourage integration of accessibility/adaptable housing
 - Appropriate step down to the edges of the town center
- Transportation
 - Provide for the option of a pedestrian overpass over Highway 97
 - Reduce or minimize the use of the vehicles
 - Limit Highway 97 access to existing points
 - Enhance transportation demand initiatives such as
 - Car co-ops
 - Limited parking stalls
 - Parking stalls sold individually from the units
 - Expanded transit stops (Link to Bus Rapid Transit network)
 - Minimize the impact of vehicular traffic on the site and surrounding local roads
- Parkland
 - At minimum 2 hectares of contiguous on-site park to serve all age groups within the City established standards
 - The Park be located on the southern portion of the property
 - The Park should function as a community level park, to serve the needs of the residents in this densifying area of town
- Financial
 - To return to the City best value for the investment in the land
 - To encourage job creation opportunities for the local economy
 - To advance development on adjacent under-developed properties north of Hwy 97

Schedule 2

Central Green Redevelopment Plan Process Map



