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

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**DATE:** April 3, 2008

**TO:** City Manager

**FROM:** Planning & Development Services Department

**APPLICATION NO:** OCP07-0014/Z07-0043

**AT:** Wilden Phase One  
2025 Begbie Road

**APPLICANT:** Blenk Development Corp.  
**OWNERS:** Glenwest Properties Ltd., Inc.  
No. A41229

**PURPOSE:** To facilitate the enlargement of the multi-unit residential designated area located immediately to the north of the site and preservation of an environmentally sensitive slope area on the southern end of the property as open space under a proposed new zoning designation.

**EXISTING OCP DESIGNATION:** COMM - Commercial

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

**EXISTING ZONE:** C3 – Community Commercial

**PROPOSED ZONE:** RM5 – Medium Density Multiple Housing

**REPORT PREPARED BY:** Corine (Cory) Gain, MCIP, CPT


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**1.0 RECOMMENDATION**

THAT Council forward OCP Bylaw Amendment No. OCP07-0014 to amend Map 19.1 of the *Kelowna 2020* – Official Community Plan Bylaw No. 7600 by changing the Future Land Use designation of a portion of: Lot A Sections 4, 5, 8 and 9 Township 23 ODYD Plan KAP69724 Except Plans KAP71944, KAP73768, KAP75949, KAP78547, KAP80107, KAP81912 and KAP85278, located between the northeast end of Still Pond and Union Road at the Wilden Development, Kelowna, BC from Commercial to Multiple Unit Residential – Medium Density as shown on Map "A" attached to the report of the Planning and Development Services Department, dated April 4, 2008, be considered by Council;

AND THAT Council considers the APC public process to be appropriate consultation for the purpose of Section 879 of the *Local Government Act* as outlined in the report of the Planning & Development Services Department dated December 12, 2007;

AND THAT Rezoning Application No. Z07-0043 to amend the City of Kelowna Zoning Bylaw No. 8000 by changing the zoning classification of a portion of: Lot A Sections 4, 5, 8 and 9 Township 23 ODYD Plan KAP69724 Except Plans KAP71944, KAP73768, KAP75949, KAP78547, KAP80107, KAP81912 and KAP85278, located between the northeast end of Still Pond and Union Road at the Wilden Development, Kelowna, BC from C3 – Community Commercial to RM5 – Medium Density Multiple Housing as shown on Map "B" attached to the report of the Planning and Development Services Department, dated April 4, 2008 be considered by Council;



AND THAT the OCP Bylaw Amendment No. OCP07-0014 and zone amending bylaw be forwarded to a Public Hearing for further consideration;

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

## **2.0 SUMMARY**

In response to a more detailed site analysis of specific land parcels, as part of the continuing development at 'Wilden', this application seeks to change the Official Community Plan and zoning designations for portions of the subject property as described above. This is being done in an effort to develop each site in an environmentally sympathetic manner while providing a variety of housing choices. The original application submission included consideration of three individual sites in the Wilden development and the creation of two new zones. While the Planning & Development Services Department is not yet ready to bring forward the two proposed new zones for sites 2a and 2b, it is important that the rezoning of site 1 proceed as we have received applications for environmental/hazardous conditions and form and character for the proposed development. A separate second report will be forwarded at a later date to deal with the remainder of the application.

## **3.0 BACKGROUND**

### **3.1 The Proposal – SITE 1 – Commercial to Multi-unit Residential (C3 to RM5)**

This 1.12 ha site is currently zoned C3 – Community Commercial. The subject property was originally zoned C3 to permit the construction of a private sports and recreational club. However, more detailed site analysis indicates that the site is not suitable for such a development due to the depth and slope of the lot. The applicant proposes to combine the subject 1.12 ha site with the 1.24 ha RM5 (Village Apartments) multi-unit development site located immediately to the north and develop both under a single 2.36 ha RM5 project. The intention is to utilize the buildable portion of the subject site and retain the remainder of the lot as a natural open space area. The applicant has agreed to leave the northern-most portion of the site in a natural state that will be protected by restrictive covenant as a natural open space and wildlife corridor. The applicant has provided detailed rationale in correspondence dated April 12, 2007 (See Attachment "B").

### **3.2 Site Context**

The subject property is located in the Wilden development 1 between Union Road and Still Pond in the Village Center area. Refer to the subject property map for zoning context.

## **4.0 CURRENT DEVELOPMENT POLICY**

### **4.4.1 Official Community Plan (OCP)**

Staff recommends that the APC public process should be considered appropriate consultation for the purpose of Section 879 of the *Local Government Act*, and that the process is sufficiently early and does not need to be further ongoing in this case. Furthermore, additional consultation with the

Regional district of Central Okanagan, other boards, councils or agencies listed in Section 879, is not required in this case.

Staff has reviewed this application and it may move forward without affecting either the city's financial plan or waste management plan.

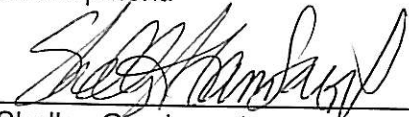
The key policies applicable to the proposed developments:

- 7.1.3 **Application of Alternative Hillside Development Standards** states: "Consider alternative hillside development standards for hillside areas proposed to be on urban services and having no through roads or larger areas planned on a comprehensive neighbourhood basis. Due to the hillside development potential for impacts on adjacent lands Hazardous Condition Development Permits will be considered for an entire title area, notwithstanding that portions of the site may contain areas of lesser slopes." *NOTE: The applicant has submitted Development Permit applications for both environmental/hazardous conditions issues and OCP Form and Character issues under applications DP08-0063 and DP08-0066.*
- 7.1.4 **Visual Impact** states: "Retain the option of requiring those pursuing development of visually prominent slopes and ridgelines to submit a report providing information on the anticipated aesthetic impacts of the proposed development." *NOTE: The applicant has provided visual impact information in the application submission. Copies of the visual assessment will form part of the application presentation at the meeting.*
- 7.11 **Development Permit Guidelines for the Protection of the Natural Environment, its Ecosystems and Biological Diversity – Guidelines for Development** includes statements regarding the preservation of natural areas and slopes particularly relative to emphasizing cluster development. Refer to pages 7-14 and 7-15 of the OCP for further information.
- 8.1.57 **Multiple Unit Development Permits** states: "Require multiple unit housing developments within the RM ... Zones of Zoning Bylaw 8000 to comply with Development Permit conditions (please refer to Section 8.2 for information on Development Permit conditions)."
- 8.2 **Development Permit Guidelines for Form and Character of Multiple Unit Development:** Objectives for Multiple Unit Residential Development:
- "All development should be an appropriate response to its physical context, or anticipated future context where an area is designated for increased density or land use transition in the OCP.
  - All development within Urban Centres and Village Centres should contribute to the creation of pedestrian-oriented streets and public spaces (connections, social interaction).

- All development should contribute to a sense of community identity and sense of place (integration of development within larger community, belonging, and community cohesiveness).
- All development should facilitate access by, and minimize conflicts among pedestrian, bicycle, and vehicular modes of transportation (access, mobility).
- All development should promote safety and security of persons and property within the urban environment (CPTED)"

## **5.0 PLANNING AND DEVELOPMENT SERVICES DEPARTMENT COMMENTS**

The proposed rezoning of the subject property is consistent with the principles of the Glenmore Highlands Area Structure Plan and Official Community Plan policies related to hillside development.

  
Shelley Gambacort  
Current Planning Supervisor

SG/cg

## **ATTACHMENTS**

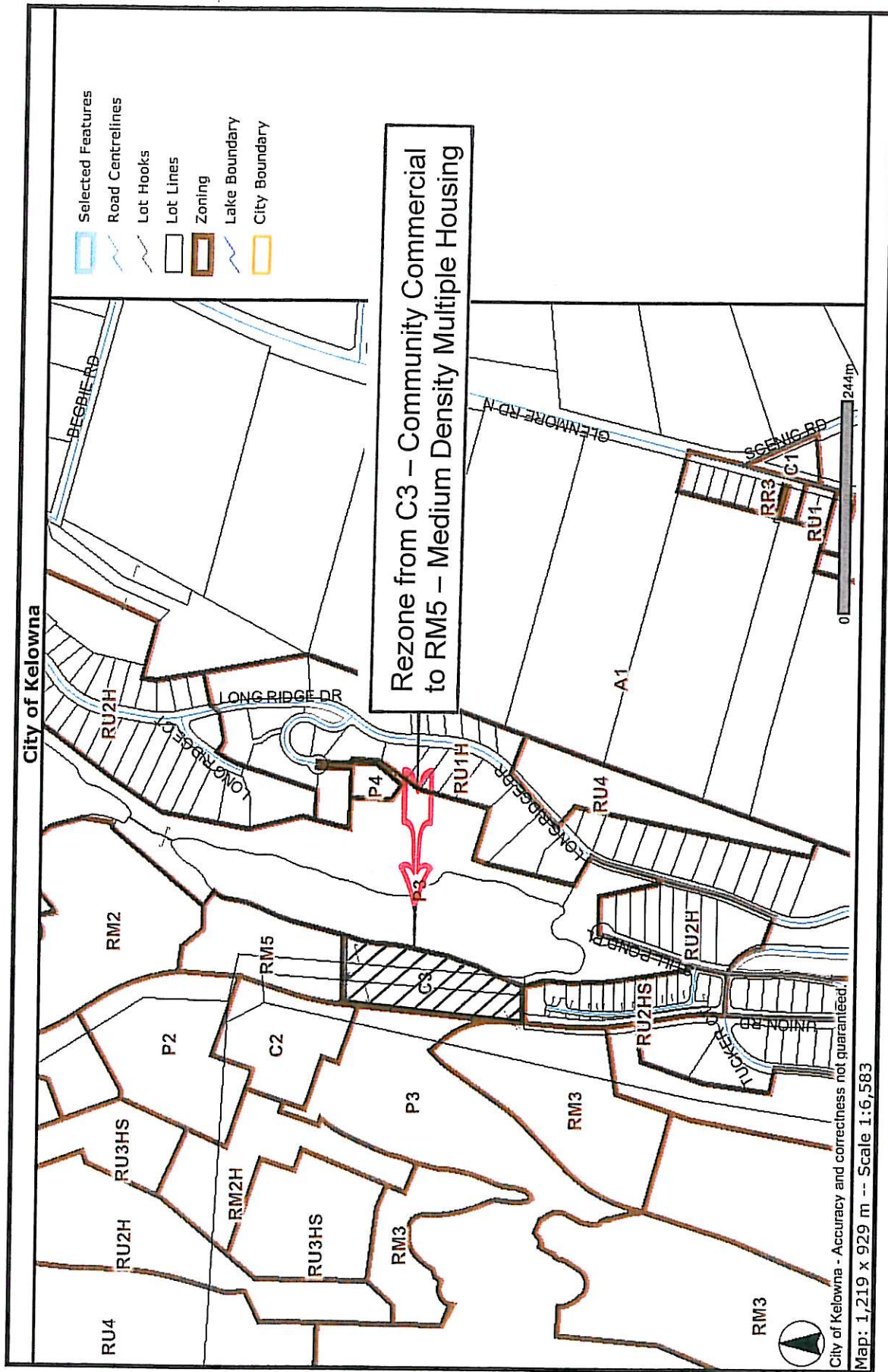
- A1 - Subject Property/Zoning Map
- A2 - Subject Property/Official Community Plan Map
- B - Letter from Blenk Development Corp. dated April 12, 2007 (4 pages)
- C - Orthophoto 1:3,504 (Site 1)
- D - The Glenmore Highlands Phase One Figure 9: Sports & Recreation Club Concept Plan
- E - Wilden Phase 1 Union Road Multi Family Concept Plan (Sketch 4)
- F - The Glenmore Highlands Area Structure Plan Figure 18: Area Structure Plan
- G - Artists Rendering
- H - Wilden Phase 1 Multi Family Concept Plan (Sketch 2)



## Page 1 of 1



# MAP 'B'



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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Kelowna, BC, Canada, V1X 2C1  
Tel: 250-762-2325 Fax: 250-762-2929  
Email: info@blenkdev.com

City of Kelowna  
1435 Water Street  
Kelowna, BC, V1Y 1J4

April 12, 2007  
Phase 1

Attention: **Mary Pynenburg**  
**Director of Planning and Development**

Re: **OCP and Zoning Amendment Application**  
**Wilden Phase 1 - Multi-Family Sites**

Further to our meetings and discussion regarding these two sites located within Phase 1 of Wilden, we are pleased to submit this letter and the enclosed supporting documents and fees and ask that you proceed with processing of this OCP and Zoning Amendment Application.

The two sites being proposed for rezoning were included in the original Phase 1 rezoning in 2001 however since that time more detailed work has been completed and additional information has come to light that supports a change in the land use. We believe that the proposed rezoning is in keeping with the principals and intent of both the Area Structure Plan and Phase 1 Rezoning documents and simply represents an adjustment to the previous zoning as required to ensure the most efficient and practical use of the land.

### **Site 1 Overview – Proposed Rezoning from C3 to RM5**

This 1.12 ha site is currently zoned for Community Commercial (C3). At the time of the original rezoning of this site it was anticipated that it would be suitable for a private sports and recreational club. Given the following considerations however, we now believe it would be a more appropriate and better use of the land to combine this site with the existing 1.24 ha RM5 (Village Apartments) site to the north, and develop both under a single 2.36 ha RM5 project:

- a) If developed as a private recreational club, the site would require driveway access from Union Road as well as a large parking lot (Sketches 2 & 3). Due to the severe topography it would be very difficult to accomplish this and result in extensive earthworks, retaining and site disturbance to accommodate a feasible building platform, driveway and parking lot. If the site were developed in combination with the RM5 site to the north, vehicle access could easily be provided from a point further north on Union Road.
- b) Less of the site would be disturbed if developed in conjunction with the RM5 site. It would allow for the retention of a significant natural treed reserve area to act as a buffer between the adjacent single-family neighbourhood (Sketch 4).
- c) This site is the natural topographic extension of the RM5 site to the north. An existing bench runs through almost the entire RM5 site and extends part way into the C3 site. Since this bench represents the buildable area on the 2 sites, it would certainly make for a more practical and better use of this land to develop the entire bench in a single development (Sketch 4).

- d) The development of the 2 sites in a single RM5 development would result in a significantly lower unit density and site coverage when compared to development on the existing RM5 site alone. This is because a relatively large area of the C3 site would remain natural and undisturbed (Sketch 4).
- e) Based on feedback from the residents of Wilden regarding the concept of a private sports and recreational club, very few would be willing to pay the membership and user fees at a level required to support a facility of this type. Most residents feel that the extensive walking and biking trails represent the most important recreational amenity and one of the major reasons they have chosen to live at Wilden.
- f) This site represents the first real opportunity at Wilden to develop a product to meet the "affordable housing" demand in Kelowna. We anticipate these apartments will be very attractive to first-time buyers and young families due to the close proximity to recreational opportunities (hiking, biking, skating), nature of the surrounding neighbourhoods and the future school commercial and transportation planned for the adjacent Village Centre (Sketch 2). Combining the sites would allow for more efficient and cost effective development and subsequent lower costs in this very price sensitive segment of the market.
- g) Inclusion of a common meeting space within the development will be strongly encouraged as it represents the first opportunity at Wilden to make space available for community groups and residents for meetings (i.e. Wilden Residents Association).

#### Site 2 Overview – Proposed Rezoning from RU1h to RU4hs/RM2h

This 6.2 ha site is currently zoned for RU1h. It was originally envisioned that this site would be suitable for large single-family lots however a more detailed analysis has revealed a number of issues that make it apparent that a multi-family strata form of development would be more appropriate. This site has 2 distinct and separate areas for housing that would be developed individually for reasons of access and servicing timing. The upper development area would be serviced and ready for development very soon while development of the lower area would be delayed until the extension of the Begbie Road construction to Glenmore Road. The following are some considerations with regard to this rezoning proposal:

- a) Since the area of land suitable for development on the site is relatively small in comparison to the entire site, it would make for a better use of the land to develop in a multi-family strata form such that a reasonable overall site density can be achieved (Sketch 5).
- b) Approximately 50% or more of the site would remain in its natural state (Sketch 5) and due to the heavy tree cover, provide excellent visual screening of the development areas from the surrounding neighbourhoods and Glenmore Road. These natural areas would be protected under a restrictive covenant.
- c) Both development areas on the site would be difficult and costly to access and service in a single-family form of development. Long steep driveways and service connections would be needed from the public road to the desirable building areas on the lots, especially in the upper development area, resulting in significant engineering and cost issues (Sketch 6).
- d) The upper development area is 2.23 ha and proposed for RU4hs zoning. These would be a larger type units in duplex form with the majority of the units in a walkout style (Sketch 5). Due to the extreme demand for affordable rental housing in Kelowna and the close proximity of the site to UBCO, it is proposed that these walkout units be zoned to allow for legal suites on the lower floor.



- e) The lower development area is 3.96 ha and proposed for RM2h zoning. This site would consist of smaller units in 2, 3 and 4 unit buildings (Sketch 5). This site represents an opportunity to produce a relatively affordable mix of units in a very private and quiet location.

### Supporting Information

#### Enclosed:

- Completed Zoning Bylaw Amendment and OCP Amendment Application Form.
- Payment of Application Fees in the amount of \$3,795.75 (\$1,617.00 OCP Amendment Fee, \$1,617.00 Zoning Amendment Fee and \$561.75 APC Fee).
- State of Title Certificate.
- 11 copies of this letter report, concept plans, sketches, photos and renderings for the two sites.
- Copy of the Environmental Review to the Glenmore Highlands Phase One for Rezoning and Environmental Development Permit Application (EBA Engineering – Aug 29, 2001). This document was previously submitted to the City as Appendix B of the Glenmore Highlands Phase One Rezoning Application Report (Ekistics – Nov 2001).
- Copy of the approval from the Ministry of Environment, Lands and Parks for the Phase 1 Environmental Development Permit. This document was previously submitted to the City as Appendix B of the Glenmore Highlands Phase One Rezoning Application Report (Ekistics – Nov 2001).

A number of studies and reports have been completed and submitted to the City in the past that deal with the overall planning and servicing as well as environmental, geotechnical and hydrological review for the two sites proposed for zoning amendment in this application. These reports are not included in this application but listed below for your reference:

- Glenmore Highlands Area Structure Plan (Ekistics - Feb. 2000).
- Glenmore Highlands Phase One Rezoning Report (Ekistics - Nov. 2001).
- Preliminary Geotechnical Assessment – Glenmore Highlands Development (EBA Engineering – June 1998).
- Environmental Assessment – Glenmore Highlands Project (EBA Engineering – March 1999)
- Preliminary Assessment of Groundwater Management Options – Glenmore Highlands (EBA Engineering – April 1999).
- Preliminary Geotechnical Assessment – Glenmore Highlands Phase One (Golder Associates – Sept 2001).

#### Summary:

It is anticipated that the both sites will be developed within the next 1 to 3 years through the Subdivision and Development Permit approval process. Specific issues and details pertaining to servicing, form and character, architecture, landscaping, etc. will be addressed and details submitted to the City for review during the normal course of these processes in a similar fashion as required for the various other past and future sites that are currently zoned for multi-family development at Wilden. Regardless of who develops the sites however, Blenk Development will retain control over the form of development that occurs to ensure it is compatible and in keeping with the feel and quality already established at Wilden.

Please contact the undersigned should you require any additional information or clarification with respect to this application. We look forward to the continued excellent working relationship we share with the City in the development of Wilden.

Sincerely  
Blenk Development Corp.

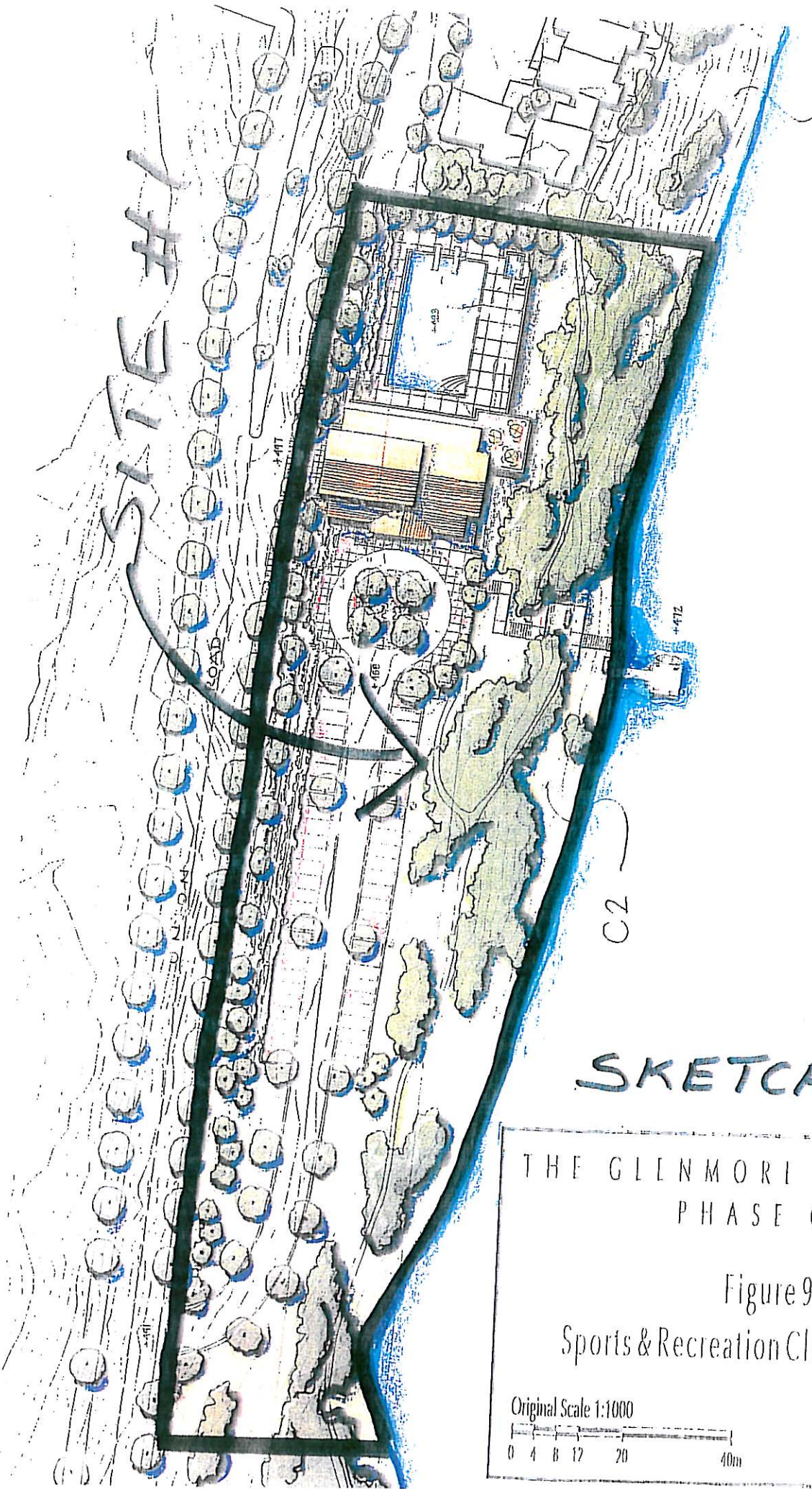
A handwritten signature in dark ink, appearing to read "R. Foster", written in a cursive style.

Russ Foster  
Vice-President  
Wilden Project Manager









## SKETCH 3

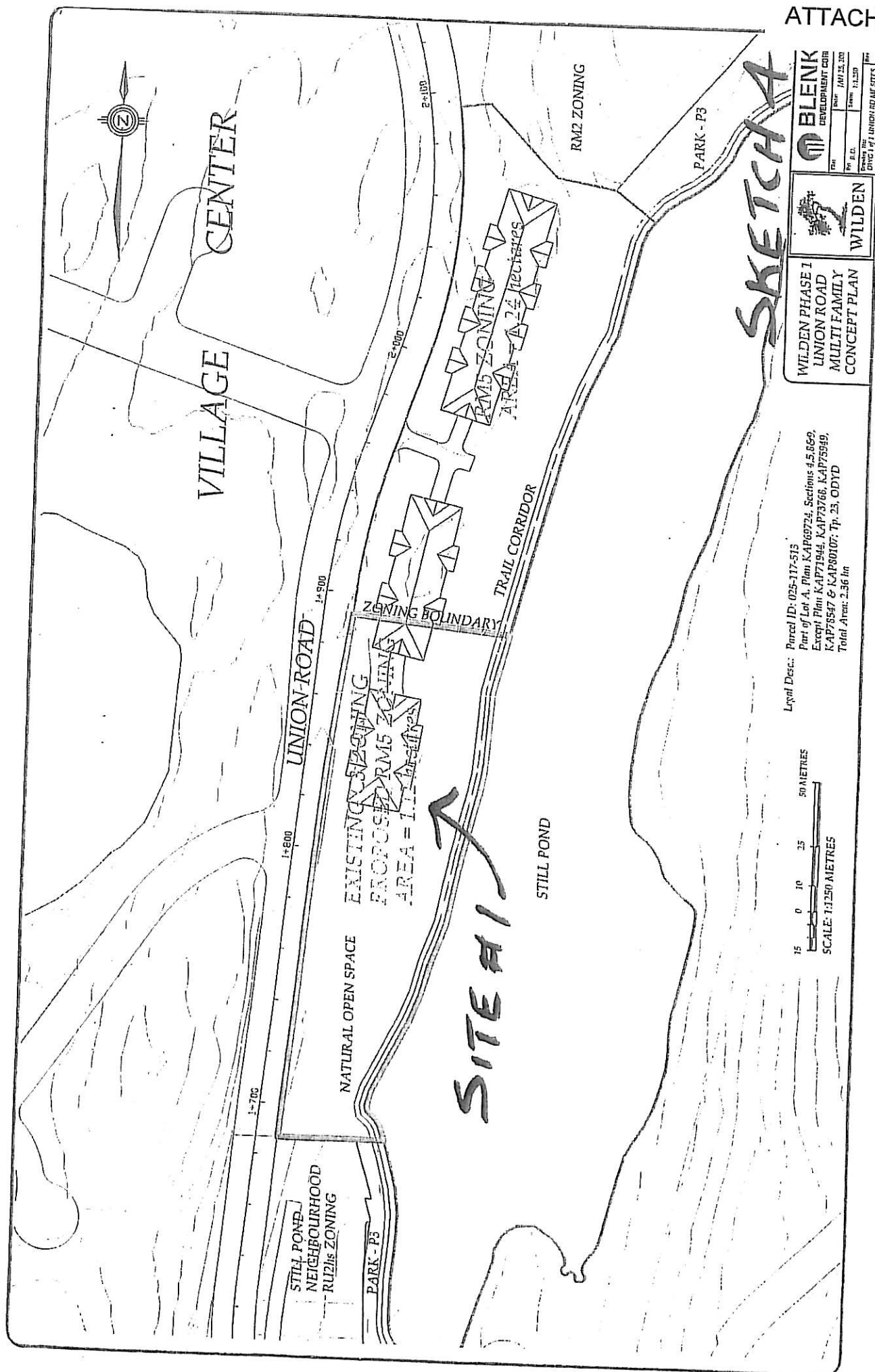
THE GLENMORI HIGHLANDS  
PHASE ONE

Figure 9  
Sports & Recreation Club Concept Plan

Original Scale 1:1000

0 4 8 12 20 40m

November 2001





# GLENMORE HIGHLANDS AREA STRUCTURE PLAN

Figure 18  
Area Structure Plan

Scale 1:12,500

February 2000

OKANAGAN LAKE

CLIFTON ROAD

WALK GLEN WAY

GLENMORE ROAD















BRANDT'S CREEK

BRANDT'S CREEK

GLENMORE ROAD

BEGRIE ROAD

DESIGNATED LAND USES  
OFTSEIDENHUT 20-YEAR  
SERVICING PLAN BOUNDARY

- |   |  |   |                                 |
|---|--|---|---------------------------------|
|  | RURAL SINGLE FAMILY ( 0.5 UPH )          |  | NEIGHBOURHOOD PARKS             |
|  | CLUSTERED SINGLE FAMILY ( 5 UPH )        |  | VILLAGE INTERPRETIVE AREA       |
|  | CLUSTERED SINGLE/MULTI FAMILY ( 10 UPH ) |  | RIDGE PARK                      |
|  | VILLAGE SINGLE/MULTI FAMILY ( 20 UPH )   |  | LINEAR PARKS                    |
|  | VILLAGE APARTMENTS ( 125 UPH )           |  | OPEN SPACE                      |
|  | MIXED-USE ( RES. @ 125 UPH )             |  | ROAD SYSTEM                     |
|  | SCHOOL                                   |  | 20 YEAR SERVICING PLAN BOUNDARY |

EKISTICS  
CITY PLANNING INC.



SITE #1



454.7  
100



THE GLENMORE HIGHLANDS  
PHASE TWO

Figure 8  
Village Centre Concept Plan

Original Scale 1:2000  
0 10 20 30 100m  
August 2003

SKETCH 2

