

MEMORANDUM

Date: May 7, 2008
File No.: 0920-20-004
To: City Manager
From: Project Manager, Community Development & Real Estate
Subject: Central Green – Redevelopment

Report Prepared by: Rob Mayne, Project Manager

RECOMMENDATION:

THAT Council receive for information the report from the Project Manager, Community Development & Real Estate, dated May 10, 2008 on the status of the City initiative to redevelop the former Kelowna Secondary School (KSS) now know as Central Green;

AND THAT Council receive for information the summary of feedback obtained through the two public forums held and the stakeholder consultations regarding this initiative attached to this report as Schedule 'A';

AND THAT Council direct Staff to proceed with the preparation of an integrated park plan that will be included in the preferred development concept plan;

AND THAT Council direct Staff to further design the "organic form" concept plan, incorporating the favored elements of the other three concept plans for presentation at a final public open house. The final plan will be considered by Council and used as the template for developing a rezoning application and an OCP bylaw amendment;

AND FURTHER THAT Council direct Staff to proceed with the creation of a disposition plan that will enable the realization of partnership opportunities with the Province of BC and/or other not for profit agencies to provide affordable housing opportunities and the provision of other public amenities;

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BACKGROUND:

History

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 and the Pettigrew House.

Staff proceeded with a plan to redevelop the lands in 2004, but was unsuccessful in achieving the appropriate level of amenities and land use mix to meet the expectations of Council. The property was placed in a holding position pending a new redevelopment plan.

In October 2007 a set of guiding principles was adopted by Council for the redevelopment of the Central Green site. These guiding principle are included as schedule 'A' in this report. Council also approved the redevelopment process plan that included significant public consultation, the development of several concept plans for consideration and public review with the notion that a final plan would be developed from the preferred elements of all of the concepts.

The Process

The firm BKDI Architects from Calgary, along with their partnering firms, was selected to develop the concept plans for the Central Green site and to lead the public consultation process. The process was broken down into 6 steps. The first four are complete:

1. Gather Background Information
2. Stakeholder Interviews – Develop Sustainability Goals
3. Public Forum # 1 – Preparation of Draft Concepts
4. Public Forum # 2 – Feedback on Concept Plans
5. Final Concept Plan Development – Public Forum #3
6. Presentation to Council and approval of Final Plan

Upon preparation and approval of the final concept plan the project team will prepare the necessary rezoning application and OCP bylaw changes as well as craft the necessary agreements and covenants to ensure that upon disposition the development of the site will reflect the goals and objectives set out in the final concept plan.

EXTERNAL AGENCY/PUBLIC COMMENTS:

Following the March 11, 2008 charrette four concept plans were developed. Each of the four plans contained unique criteria that attempted to build on the concepts presented at the public planning sessions. The four plans were:

City Block – Designed to connect the streets around Richter in a traditional grid pattern;

Uniform Density – Distributes the density across the entire site limiting the height of all buildings to four stories;

Tower Podium – Density concentrated along the highway with a step down of density towards the existing residential;

Organic Form – The focus of this plan was to push the environmental facets providing a free-flowing plan with tall round towers, respecting the existing pedestrian patterns and a community garden focus;

The organic model was favoured overwhelming during both the open house and at the stakeholder meeting the following day. During the public forum attendees could select their first second and third choice by placing dots on the various plans. This exercise proved to be very effective in both generating dialogue and being able to select the most popular plan. The public was then asked to make comments regarding the elements of each plan that they liked so that the best of each plan could be incorporated into the final concept.

Results of Public Open-house plan choices

Concept Plan	First choice	Second Choice	Third Choice
City Block	7	8	13
Uniform Density	9	9	15
Tower Podium	6	29	18
Organic Form	43	15	2

The two public open houses were very well attended attracting between 70 to 80 citizens and stakeholders to each event. The first forum was held March 11, 2008 and the second April 30.

INTERNAL CIRCULATION TO:

The Central Green Project team consists of representatives from a multitude of departments. The success of the process to date can be attributed to the active participation of the team. The team's commitment of time and knowledge is very much appreciated.

Parks

In 2005 Parks obtained Council's approval for the dedication of two hectares of park on the 5.5 hectare site in response to the densification of the downtown area and the need to meet future demand for Community Park. At the time detailed park programming was not undertaken although it was anticipated the park would include elements of a typical Community Park in Kelowna. Through the Central Green planning process it became apparent that the public was looking for closer integration of park planning and development planning. A typical community park serves a population of 12,000 people within a three kilometer radius. An opportunity exists here to develop the park with similar principles as the development plan. The Parks Division has agreed to accelerate their park planning process to coordinate with the Central Green project.

Transportation

One of the key guiding principles in the Central Green plan is to develop a pedestrian friendly community. The concept recommended provides for very limited traffic on the site and no surface parking. All parking will be located beneath a raised podium that continues for approximately half of the site. The plan also allows for a possible Harvey Avenue pedestrian overpass that could connect at the corner of Bertram and Harvey on the north side. Limiting or eliminating direct access from Harvey Ave. will be achieved.

Other transportation initiatives include a possible bus pull out along Harvey that will connect people to the site. Staff is also exploring with the transportation group the feasibility of an above ground parkade that will service the eastside of the downtown area. The long term need for such a facility has been identified however further study is necessary.

Other sustainable transportation solutions for the concept include the coordination of a car sharing or car co-operation program for those living both on the site and in the area. The adoption of a mandatory U-pass type plan where every unit in the strata contributes and is provided a U-pass to encourage transit usage is also being considered.

Planning

Of the four plans developed the "organic form" plan provided the highest amount of park and open space as well as the highest level of density (floor area ratio (FAR) at 2.7). Density is focused along the north side of the site in order to shield the remaining neighborhood from the impacts of Harvey Ave. The building heights decrease as they transition towards the existing residential community. A shadow study of the proposal shows that during the spring and fall equinox shadows do not fall upon any residential properties between 10:00 am and 4:00pm.

The "organic form" plan allows for a multitude of building types that will allow for diversity in the households that will be attracted to living there. Many stakeholders identified the importance of having full-time residents occupying the units and expressed concern for resort type residency where units are only occupied for only a few weeks per year. Staff is looking at other communities to see how they have dealt with this issue.

Discussions with various non profit agencies have taken place to determine how the site can include the appropriate services for the community and to provide for the appropriate level of programmable space for daycares and seniors alike.

An analysis of the LEED Neighborhood design standards indicate that attaining a LEED Gold standard is possible for the overall development. The final concept plan presentation will include a detailed explanation of the credits possible under the plan and the costs associated with achieving this standard.

Works and Utilities

As further details of the plan evolve, further work on infrastructure requirements both on site and off site will be prepared. Work anticipated includes a traffic impact study, further geotechnical analysis, and servicing requirement review for utilities. In order to meet the sustainability goals related to energy and environment alternatives to traditional solutions are being explored that include geothermal heating and cooling, storm water management and grey water management. Answers to how some of these aspects could be addressed will be included in the final report.

Financial Services

The provision of public amenities such as a pedestrian overpass, extensive open space and 20% affordable housing units will affect the financial return on the project. Work has been initiated on estimating the cost of these items as well as a proforma for the development as a whole. This analysis will assist in the further development of partnership agreements where the City may contribute portions of land or lease area for extended periods of time in order to realize affordable housing units. Grant opportunities are also being explored. Also staff will be hiring a market analyst to comment on Kelowna specific multi-family capacity specific to this site plan.

PERSONNEL IMPLICATIONS:

A Development Plan of this magnitude requires significant staff resources to complete, implement and regulate. The City has contracted the professional services of BKDI Architects in developing the Concept Plan and leading the public consultation process. Various City Departments have allocated staff time to and have worked collaboratively to ensure the goal of achieving a high quality development is achieved.

FINANCIAL/BUDGETARY CONSIDERATIONS:

Existing budget has been allocated for the work necessary to complete the plan.

EXISTING POLICY:

The preparation of a Comprehensive Development Zone for the area noted in this report would help achieve three specific objectives included in the City's Strategic Plan, namely:

- To foster a strong, stable and expanding economy (Goal 2, Objective 4)
- Realize construction of housing forms and prices that meet the needs of Kelowna residents (Goal 3, Objective 4)
- Achieve accessible, high quality living and working environments. (Goal 3, Objective 5)

LEGAL/STATUTORY PROCEDURAL REQUIREMENTS:

The amendment to Zoning Bylaw No. 8000 to create a new CD zone as discussed will be processed in accordance with all statutory procedures, including submission to the Advisory Planning Commission, to City Council, and to the public via a public hearing. Actual development of sites within the zone would also be required to follow all statutory procedural requirements according to the type of development (rezoning, development permit, development variance permit, building permit, etc.)

COMMUNICATIONS CONSIDERATIONS:

Providing the public with information on the project and ensuring sufficient public input from the community at large and from key stakeholders was the mandate of the Communication Division on this project.

The Communication division's involvement has been critical to the success of the process to date. At the conclusion of each milestone new releases, newsletters and web page updates have kept the public abreast with the progress made. In addition to the two public forums, the two stakeholder sessions and the stakeholder interviews the Communications Division has coordinated an online survey that allowed for people who were unable to attend the public sessions to weigh in on the dialogue.

Considerations that were not applicable to this report:

TECHNICAL REQUIREMENTS:

LEGAL/STATUTORY AUTHORITY:

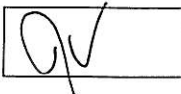
ALTERNATE RECOMMENDATION:

In light of the above the Project Manager, Community Development & Real Estate on behalf of the project team on this initiative request Council's support for the stated recommendations.



Rob Mayne, CMA
Project Manager, Community Development & Real Estate

Approved for Inclusion:



John Vos, Director of Corporate Services

- cc. Director of Planning & Development Services/Financial Services
Director of Works & Utilities /Corporate Services
Director of Recreation Parks & Cultural Services
Parks Manager

Schedule 1

Feedback Summary

Organic Form themes:

- Like community gardens and open space design (with exception of large water feature)
- Like that is it people friendly, encourages interaction, encourages pedestrianism
- Too much water – more human oriented park/green space
- Would like to see lower density adjacent to existing residential
- Mixed reviews on organic form (roundness, curves); mixed reviews on amount of density, though majority seems to be in favour and recognize that higher density in certain places allows for more open/green space and lower density elsewhere on the site

Tower and Podium themes:

- break up soccer field into more diverse and amenable public spaces and gardens
- like the advantages of density, but beware increased traffic
- like the advantages of housing around park
- calm traffic on all streets
- add elements of Organic concept

City Block themes:

- Diversify public spaces
- Integrate more green space/gardens/shade
- Limit vehicular access
- Increase pedestrian orientation
- Combine elements from Organic concept with this concept

Uniform Density themes:

- density is too low
- need more park and green space
- boring/ghetto look
- need more community space/buildings
- varied opinions on density and private vs public spaces here

Comment form themes:

- Park with community focus, not sports focus
- Integration of community amenities throughout; add more useable, designated spaces for families, seniors, child care, youth, volunteer agencies; adjacent to green spaces
- Design for affordability and for diverse community through different housing types, requirements around who can purchase housing
- Integrate with surrounding neighbourhood – step down density significantly to neighbours
- Pedestrian oriented focus
- Sustainability goals at forefront – infrastructure and design; this project as model for rest of community
- Mixed ideas about appropriate density, particularly how tall the tallest buildings should be

Schedule B

Guiding Principles

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

Schedule C

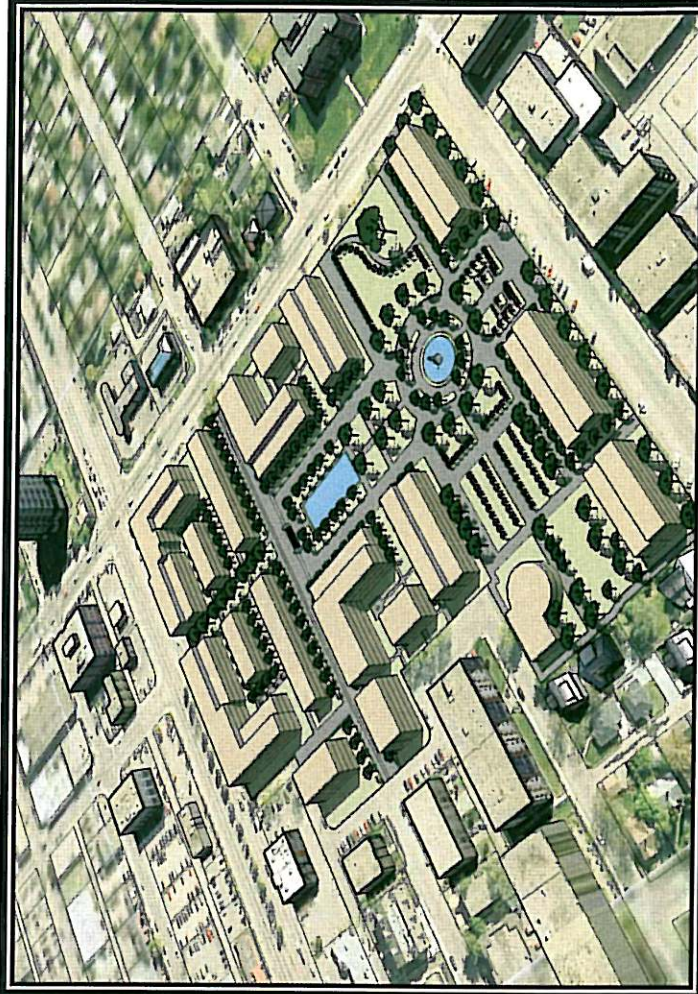
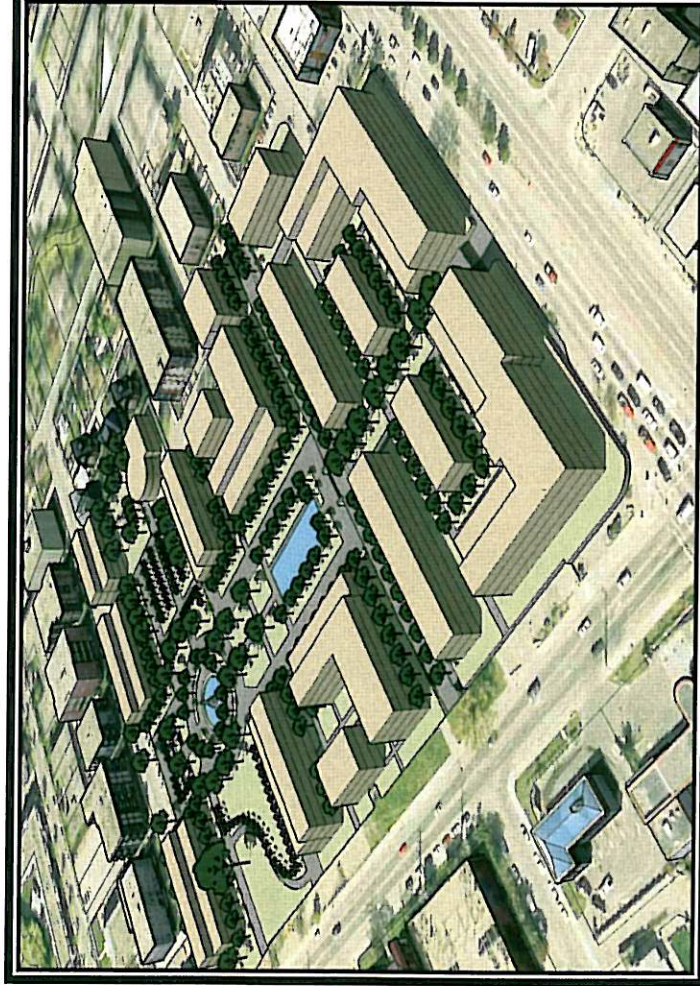
City Block



FAR 2.27
Site Coverage 37%
Residential units 541
Residential Parking stalls 622
Retail area 10,947 m²
Retail parking 214

Schedule D

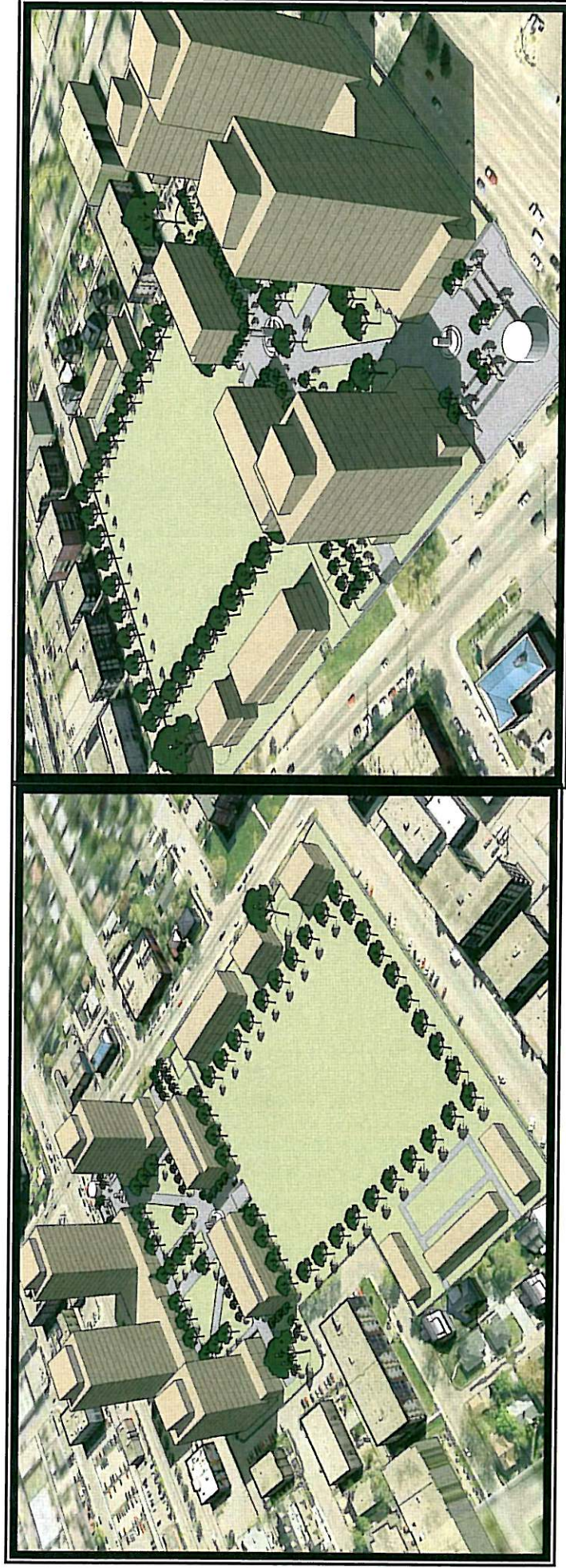
Uniform Density



FAR 1.38
Site Coverage 42%
Residential units 378
Residential Parking stalls 435
Retail area 3,356 m2
Retail parking 73

Schedule E

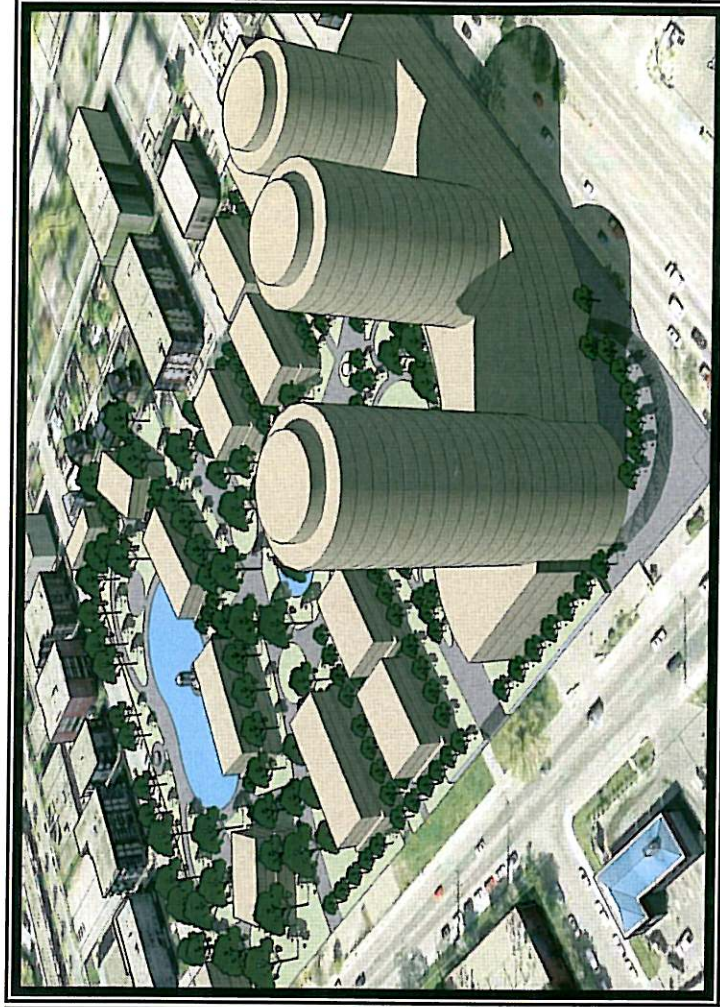
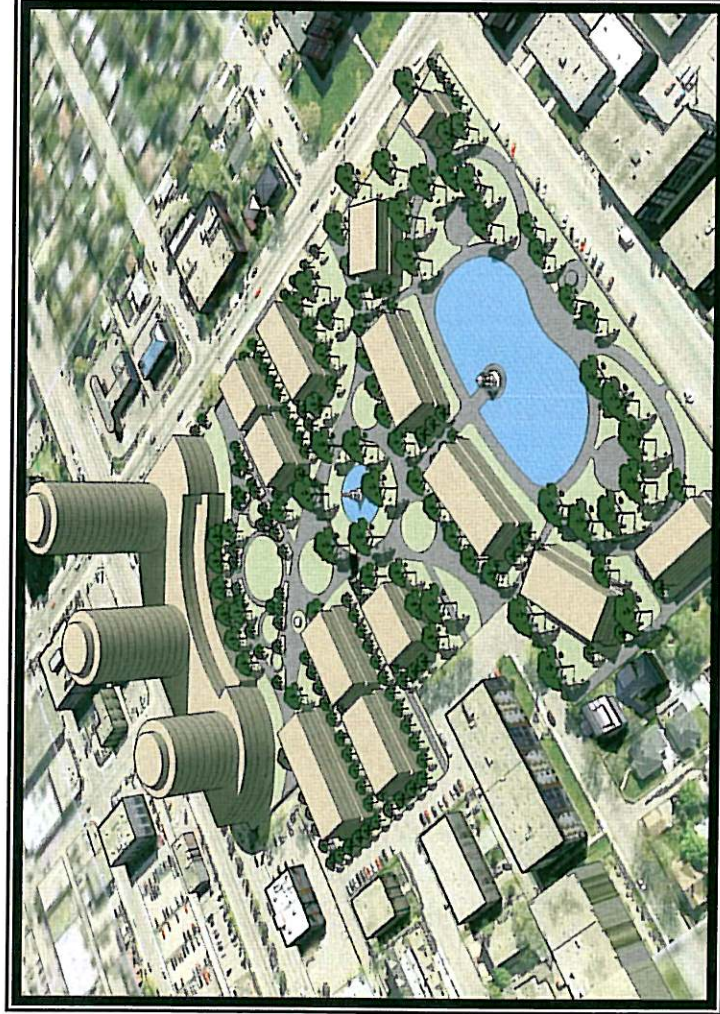
Tower Podium



FAR 2.21
Site Coverage 33%
Residential units 595
Residential Parking stalls 684
Retail area 6,544 m2
Retail parking 145

Schedule F

Organic Form



FAR 2.77
Site Coverage 43.7%
Residential units 686
Residential Parking stalls 789
Retail area 3,356 m2
Retail parking 294