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CITY OF KELOWNA

MEMORANDUM

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**Date:** September 24, 2008  
**File No.:** 0920-20-004  
**To:** City Manager  
**From:** Project Manager, Community Development & Real Estate  
**Subject:** Central Green – Final Concept Plan

*Report Prepared by: Rob Mayne, Project Manager*

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**RECOMMENDATION:**

**THAT** Council endorse the final concept plan for the Central Green Development attached as Schedule A of the Central Green – Final Concept Plan Report from the Project Manager, Community Development & Real Estate, dated September 24, 2008;

**AND THAT** Council direct staff to report back on the financial impact of proposed amenities on the disposition price and allocation of proceeds.

**BACKGROUND:**

In October, 2007, Council endorsed the guiding principles for the Central Green site redevelopment. These guiding principles have been used as the road map for the preparation of the Final Concept Plan presented today.

In March 2008, staff invited the public and a stakeholder team to participate in the development of a concept plan for the former Kelowna Secondary School site. The enthusiastic group designed from scratch what they envisioned within the 13.2 acre parcel. Inspired by the plans generated in the first workshop, the consulting group of BKDI developed four draft concept plans. These plans were further developed to demonstrate each plan's ability to meet the guiding principles and expand on the sustainability and social aspects of the plan. The public then had the opportunity to comment on which of the four plans they preferred and provide comments on individual elements of each plan. From this feedback the consultants using their "public pencil" philosophy amended the preferred option (the Organic Form) to reflect the feedback received. Further refinements were necessary as a result of additional input at the public open house held on the Central Green / Rowcliffe Community Park in June 2008 and Council's input in July.

In late July the final draft concept was presented to the public for final comments. The plan was well received. The Kelowna South Centre Neighbourhood Association has been following the process closely and has been participant through out the process. A letter of support of the final draft concept plan has been received from the group and is attached as Schedule B.



Through August and September a review of the financial components of the plan has been undertaken. Partnerships have also been pursued with the anticipated finalization of these arrangements to be completed over the next few months. At which time staff will report back to Council to discuss the financial components of the project and a disposition strategy.

### **The Central Green Concept Plan**

The purpose of preparing a Concept Plan is to provide Council and the public a conceptual notation of what the site could be when built out. The detailed design and the actual configuration of buildings as well as ultimate form and character will be determined in the next phase of the site development.

The Concept Plan was developed based on the guiding principles endorsed by Council while balancing the social sustainability aspects with the environmental goals and the financial viability of the project. In addition to providing Council and the community with a vision of what is possible for the site, the concept plan reduces some of the uncertainty relevant to the site. Having density and heights proposed along with park design and transportation issues addressed, potential developers will understand the benchmark established for the site overall.

The concept plan will be used as one measure to evaluate detailed submission from pre-qualified developers who will be invited to provide development permit type proposals. The proposals will be considered based on a triple bottom line evaluation matrix. The submission with the highest overall score that meets all of the minimum standards will be invited to present in a public meeting their proposal to Council for final consideration.

The concept plan will provide the basis for the development of the Comprehensive Development Zone, OCP amendment and subdivision recommendations. It is anticipated the rezoning process will be completed by February 2009.

### **Public Amenities**

There are a number of public amenities offered as part of the Final Concept Plan. Upon completion of the financial analysis Council will be advised of the financial implications of these possible public amenities. These amenities include:

- 20% affordable housing (mix of rental units and ownership opportunities)
- A 2.0 hectares Community Park
- LEED Gold Design and Construction Standard
- Provision of community programmable space and daycare facility
- Connectivity for the provision for a future pedestrian overpass

In order to achieve as many of the public amenities as possible it was necessary to explore partnership opportunities that could deliver the amenity and reduce the City's financial impact as much as possible. A partnership is being explored to achieve a portion of the 20% affordable housing requirement. As many as 60 units could be provided as part of a partnership with BC Housing, with the balance being completed through housing agreements with the developer(s).

The potential of a pedestrian overpass on the site connecting the south side of Highway 97 to the corner of Bertram and Hwy 97 is also being finalized. This agreement would provide a long term public right of way to accommodate the connection to a proposed building on the north side of Hwy. 97. A third agreement is being considered for the provision of community service building that will include offices for community service organizations as well as a day care facility and programmable space the City can use to alleviate capacity issues at Parkinson Recreation Centre.

Staff are proposing that the development of the park be constructed in conjunction with the development site. A funding source for this has not yet been determined. There are several opportunities identified to have shared utility and other features to meet broader sustainability objectives such as storm water retention and grey water reuse as irrigation.

The final costs of each of these amenities will only be know once the agreements have been finalized and further financial analysis is complete. There are few studies available that discuss the cost of building LEED Gold residential buildings in Canada. Examples in the United States are not necessarily indicative of the cost premium locally because of different climate conditions. Generally, the more experienced the developer is in LEED design criteria the lower the expected costs.

### Measuring up to Goals

The following table identifies the guiding principles endorsed by Council and how the Central Green Concept plan achieves these goals for the site:

<b>Maximize site potential and don't underutilize</b>	The proposed Floor Area Ratio (FAR) of 2.74 provides for sustainable density levels while considering the existing density and height of the adjacent existing neighbourhood. The proposal varies density on a site by site basis from 4.43 (lot A) to 1.05 (lot D). The plan also varies housing types and proposes a mix of uses.
<b>Address community needs as effectively as possible: Park area, Community amenities, affordable housing, connectivity with surrounding areas</b>	The 2 hectare Community Park integrates into the development and connects the existing neighbourhood to the newly proposed neighbour commercial area. Affordable housing is proposed with both ownership and rental unit available. Community amenities including programmable space and a day care are within the plan.
<b>Compliment rather than compete with surrounding neighbourhood and downtown</b>	The proposed commercial will focus on neighbourhood commercial needs and housing forms and price points are unique to what is being offered downtown.

<b>Be aware and capitalize on demonstration model opportunity in the areas of , sustainability, provision of affordable housing, design</b>	The requirement of a LEED Gold standard will afford developers to bring forward creative and site specific solutions to meet the sustainability objective. Staff investigating the feasibility of a small demonstration project that would develop a "net zero energy" building. This would be the first of its kind in Kelowna and one of the first residential projects in Canada.
<b>Manage traffic flows created by the development as well as highway and traffic patters on the site.</b>	A traffic impact study is underway to determine the long term traffic issues as a result of the proposed development.
<b>Identify best development process, including site planning, phasing and selection of developers and builders.</b>	A rigorous planning process has been undertaken that has involved a variety of stakeholders. The rezoning process will be completed by way of a comprehensive development zone allowing a more holistic approach to planning the 13.2 acre site.
<b>Create a pedestrian friendly atmosphere</b>	The site plan provides for many pedestrian orientated links to and though the site.
<b>Set a positive example for developers</b>	LEED Gold standards and respecting the existing neighbourhood when dealing with height and density is established in this plan.
<b>Achieve a positive return</b>	A positive return is possible on the disposition of the lands. This positive return will be partially reinvested into the site for the provision of park development and the provision of community programmable space.
<b>Utilize a multi-bottom line approach and analysis</b>	Balancing Social, Environmental and Economic elements through-out the process has been a priority. This will continue through to selection of qualified proponents and submission of concept plans.

#### **EXTERNAL AGENCY/PUBLIC COMMENTS:**

Written support of the concept plan was received from KSAN. Members of the KSAN Board have been directly involved in the process including a seat at the stakeholder discussions and active participants in all public open houses. Staff acknowledges and thanks all of the participants and their efforts throughout the plan development process. A list of all stakeholders can be found on page 29 of Schedule A.

#### **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 recognized.

Parks Department  
Transportation Department  
Planning & Development Services Department  
Financial Services Department  
Communications Department

**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 Outland Design to lead the park development. Various City Departments have allocated significant staff time and have worked collaboratively to ensure the goal of achieving a high quality development is achieved.

**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)

**Section 3.1 of the concept plan identifies the many OCP goals being met in this plan.**

Considerations that were not applicable to this report:

**TECHNICAL REQUIREMENTS:**

**LEGAL/STATUTORY AUTHORITY:**


**ALTERNATE RECOMMENDATION:**

**LEGAL/STATUTORY PROCEDURAL REQUIREMENTS:**

**COMMUNICATIONS CONSIDERATIONS:**

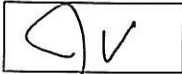
**FINANCIAL/BUDGETARY CONSIDERATIONS:**

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 recommendation.



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  
Community Development and Real Estate Manager

**Attachments:**

Final concept plan for the Central Green Development attached as Schedule A dated September 24, 2008 (Please note that due to its length, this report is not included in the paper copies of the meeting agenda package. It is included in the electronic version of the agenda package on the City's website: [www.kelowna.ca/Council Meetings/2008-09-29](http://www.kelowna.ca/Council%20Meetings/2008-09-29), and a hard copy is available in the Mayor's Office)

**Schedule A**

**Central Green Concept Plan**



**Schedule B**

**KSAN  
865 Bernard Ave.  
Kelowna, B.C. V1Y6P6**

**Rob Mayne  
Central Green Project Manager  
City of Kelowna  
1435 Water St.  
Kelowna, B.C. V1Y1J4**

**Dear Rob,**

**The board of directors of the Kelowna South-Central Association of Neighbourhoods (KSAN) would like to convey our unanimous and enthusiastic support for the Central Green Design Plan.**

**The process by which city staff, consultants and community members joined together to arrive at the final plan was thorough, creative and positive.**

**Most of our board members as well as many residents of our neighbourhood participated in the workshops and meetings. Some of our board members are seasoned community activists who have worked on many projects over the decades in Kelowna and every one said that this was by far the most inclusive and rewarding one they can remember. The consultants were knowledgeable and skilled at methods of drawing out ideas from community members and making them feel part of the process. City staff representing all aspects of the project were available, approachable, friendly, and well-informed.**

**We are very happy with the result and highly recommend that Council approve the final plan. We thank you for including us in such a well run process and look forward to participating fully in the realization of the Central Green Project.**

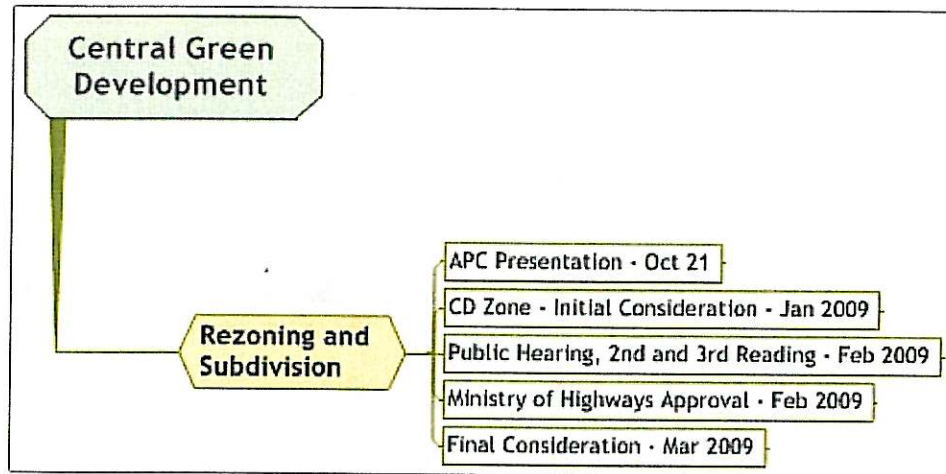
**Bravo City of Kelowna!**

**Sincerely,**

**Debby Helf  
president KSAN**

## Schedule C

### Rezoning Process Timeline





Link to file

# **CENTRAL GREEN DEVELOPMENT CONCEPT**

Kelowna Secondary School (KSS) Site ■ September 12, 2008

