

Memo



Date: April 14, 2010
File: 1200-31
To: City Manager
From: Director, Policy and Planning
Subject: Building Height Policy Discussion

Recommendation:

THAT Council receive for information the report from the Policy and Planning Department dated April 14, 2010 on Building Height Policy Discussion;

AND THAT Council direct staff to, through the OCP public consultation process, obtain further feedback on proposed height limits as identified in the report from the Policy and Planning Department dated April 14, 2010 on Building Height Policy Discussion.

Background:

On April 12, 2010 Council reviewed and provided staff with feedback on a series of draft OCP policy recommendations. Among the issues discussed and unresolved was the establishment of maximum building heights, specifically for the downtown and South Pandosy areas. Staff were directed to "report back to Council with respect to the high rise requirements within the different town centers, and in particular, what the OCP currently identifies and what could potentially be brought forward under the draft OCP". This report is intended to fulfill that direction.

The attached map shows locations of existing tall buildings.

To date, most requests for building heights over 8 storeys have been for multi-family (rather than commercial or institutional) purposes, so it would seem reasonable to focus on anticipated demand for those units. The draft OCP at this point anticipates that by 2030, there will be a need for an additional 20,084 housing units, of which 11,519 will likely be multi-family. In deriving the projections, staff have, to the extent possible, factored in anticipated changing demographics (e.g. increasing median age). For example, staff have assumed that those who are now 50 will, in twenty years, be living in housing similar to what today's 70 year olds live in.

The decade spanning 2000-2009 saw the construction of 991 units in buildings ranging in height from 9 to 26 storeys. Over the same time period, building permits were issued for 7801 multiple family dwelling units. If this trend were to continue, there would be a need for, by 2030, an additional 1497 units in high-rise buildings. Over the past decade, high-rise buildings have provided in the range of 46-262 units/project, for an average of 110 units. For the purpose of this discussion, given the preceding information, it is anticipated that, over the next twenty

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years, the City could expect to see construction of approximately 14 new high-rise buildings. The question from a planning perspective is: where should those buildings be located and what height should be allowed?

Based on anticipated demand, community goals, existing policy direction (see below sections for details) and public input received to date (see below sections), staff recommend the following height limits:

Downtown	Six storeys within C4 zoned areas. Within C7 zoned areas, the height limit would be as defined in the Zoning Bylaw which, depending on location, currently provides for 22 metres (approximately 6 storeys) or 44 metres (approximately 12 storeys). Those areas that have been the focus of a Council-endorsed comprehensive development plan approved subsequent to adoption of OCP Bylaw ___ will be subject to the height limits identified in that plan. (Note: If the CD21 zone is approved in advance of OCP adoption, staff could be directed to amend the Downtown height limit policy to acknowledge whatever heights are approved as part of CD21). In all other areas, the height limit would be 4 storeys.
South Pandosy	Generally 4 storeys. Six storeys within C4 zoned areas. Potential for 8 storeys at landmark locations.
Rutland	Generally 4 storeys. Six storeys within C4 zoned areas. Potential for 12 storeys in the core of Rutland, as identified in the C7 zone of the Zoning Bylaw.
Highway 97 / Springfield	12 storeys
Elsewhere	Four storeys

Existing Policy:

- The existing OCP does not specify maximum building heights other than by reference to the zoning that would typically be applied to each land use designation. The existing OCP does include policy direction regarding underlying principles governing height:
 - *Policy 6.1.26* The City of Kelowna will encourage a general decrease in building height and density as the distance from the Urban Centre core increases.
 - *Policy 6.1.27* The City of Kelowna will encourage building heights adjacent to Okanagan Lake to remain low and support an increase in building height as the distance from the lake increases, except in circumstances where a landmark development is proposed and a total comprehensive development that still preserves sight lines can occur.
- The Downtown Plan contains some areas where it is recommended that 6 storeys be the maximum building height, and other areas where it is recommended that 12 storeys be the maximum building height.
- The South Pandosy Sector Plan
 - *Policy 7.2.1.17* The City of Kelowna will encourage the height of buildings along the Pandosy/Lakeshore commercial corridor to a maximum of 4 stories. East or west

- of this corridor, buildings should decrease in height to permit successive views to the east or west respectively, from taller buildings over shorter ones.
- *Policy 7.2.1.18* The City of Kelowna will consider a major landmark development at the corner of Lakeshore and Watt. The intent is to permit a mixed use building with commercial at grade level and office and/or residential above. A building of up to 8 stories in height may be considered for the site.
 - The Rutland Sector Plan
 - The Hollywood and Rutland Road intersections with Highway 33 are seen as the anchors of the Town Centre development. In these areas, development could rise up to six storeys. Along Highway 33 between Hollywood and Rutland Roads, buildings are envisioned to contain at-grade retail with three additional storeys of either residential or office uses.
 - Rutland Height and Massing Study
 - This project looked at the potential for an increase to building height within the commercial core of the Rutland Town Centre. This work was done subsequent to completion of the Sector Plan. Generally, the business community and resident's association was supportive of the increased building height if it would change the economic outlook for the community. Council endorsed the potential for C7 zoning within the Rutland Town Centre that would allow buildings up to 12 - 14 storeys. The C7 Zone in the Zoning Bylaw was amended to include the potential for C7 in the Rutland core.

External Agency/Public Comments:

Since adoption of the South Padosy Sector Plan (1997), the Rutland Sector Plan (1997) and the Downtown Plan (1999) and the current OCP (2002), there have been development-related projects that have resulted in considerable public discussion and debate concerning the matter of building heights. Input has been received through on-line surveys, open-houses, APC meetings and Public Hearings.

To staff's knowledge, there has been only one statistically-valid, random-sample survey of the population as a whole that has addressed the matter of building heights in specific areas of the City. In June 2008, the City, as part of the OCP review, initiated a mail-out survey sent to a random sample of 2500 residents. The City received 700 responses (a 28% return). This type of response suggests that the information obtained can be considered accurate plus or minus 4%, 19 times out of 20. Among the many questions asked, was the following:

What would be an appropriate maximum building height for each of the following areas?

The responses were as follows:

<u>Downtown Core</u>	
Less than 4 storeys	9%
4-6 storeys	19%
7-14 storeys	27%
15-19 storeys	17%
20-25 storeys	12%
26-30 storeys	6%
30+ storeys	9%

South Pandosy

Less than 4 storeys	8%
4-6 storeys	32%
7-14 storeys	32%
15-19 storeys	12%
20-25 storeys	9%
26-30 storeys	2%
30+ storeys	6%

For South Pandosy, 72% felt height should be no greater than 14 storeys, compared to 55% for downtown.

Support for buildings greater than the 14 storeys provided for in the City's highest-height zone (C7) is greatest for Downtown (44%), compared to for South Pandosy at 29%.

Support for very tall buildings (more than 26 storeys) is greater for the downtown (15%) than for South Pandosy (8%), but in both cases, those who want buildings over 26 storeys are in the minority.

Legal/Statutory Authority:

Local Government Act - Division 2, Part 26, Section 879

Considerations not applicable to this report:

Financial/Budgetary & Personnel Commitments:

Technical Requirements:

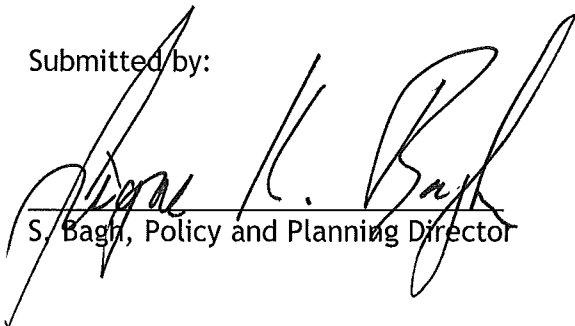
Communications Considerations:

Alternate Recommendation:

Legal/statutory Procedural Requirements:

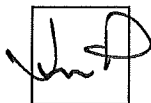
Internal Circulation:

Submitted by:



S. Bagh, Policy and Planning Director

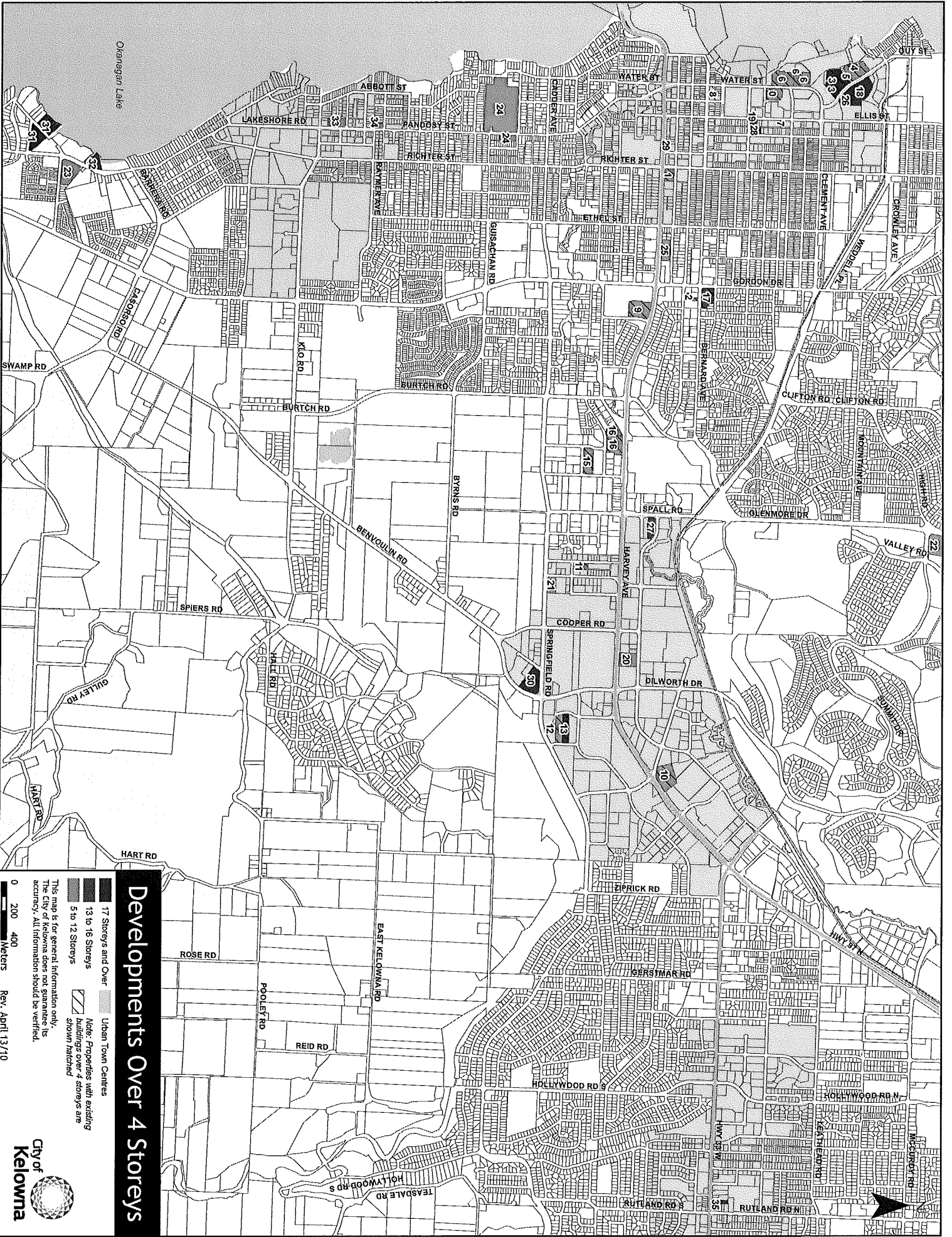
Approved for inclusion:



Jim Paterson, Manager of Community Sustainability

Attachment: Map showing location of developments over 4 storeys.

Cc: Director, Land Use Management
Director, Real Estate and Building Services



Developments Over 4 Storeys

- 17 Storeys and Over
- 13 to 16 Storeys
- 5 to 12 Storeys
- Urban Town Centres

Note: Properties with existing buildings over 4 storeys are shown hatched

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



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