

REPORT TO COUNCIL



Date: November 20, 2012
To: City Manager
From: Land Use Management, Community Sustainability (BD)

Application: DVP12-0196
Owner: The Board of School Trustees of School District No. 23 (Central Okanagan)
Address: 4534 & 4544 Gordon Avenue
Applicant: The Board of Education of School District No. 23
Subject: Development Variance Permit
Applicant: CEI Architecture Planning Interiors (R. Parlane)
Existing OCP Designation: Educational/ Institutional
Existing Zone: P2- Educational and Minor Institutional

1.0 Recommendation

THAT Council authorizes the issuance of Development Variance Permit No. DVP12-0196, for Lot A, District Lot 167, ODYD Plan 25832 and Lot 1, District Lot 358, ODYD Plan 39944 located at 4534 and 4544 Gordon Drive, Kelowna, BC;

AND THAT variances to the following sections of Zoning Bylaw No. 8000 be granted:

Section 8 - Table 8.1 Parking Schedule

To vary the Secondary School vehicle parking from 255 spaces required to 179 spaces proposed.

2.0 Purpose

This application seeks to reduce the required parking regulations at the Okanagan Mission Secondary School site in anticipation of a proposed expansion to the school. No changes are proposed to the bus and vehicle loading spaces provided.

3.0 Land Use Management

The Zoning Bylaw 8000 requires 5 vehicle parking spaces per classroom. Given the graduated licensing system and access to alternative modes of transportation the School Board is seeking to vary the number of parking spaces from 255 required to 179 proposed.

Under the graduated driver's license system, students are typically only able to drive to school in grade 12. When the parking regulations were initially established, students could drive independently at the age of 16, which could be as early as grade 10. Given the later age under the current system that students are now able to drive independently, the School Board has indicated that they have seen a reduction in the number of needed high school parking stalls. Therefore meeting the parking requirements of the Zoning Bylaw isn't reflective of current licensing trends.

The school is well serviced with alternative methods to reach the site, including three different BC Transit bus routes. School buses are available for students who live beyond 4.8km radius.

Ample bicycle parking is available, and the grounds have three different pedestrian side entrances which make the school walkable from much of the surrounding area. The drop-off system at this site is considered one of the most efficient and safest in the school system.

Further, when the site is built out the maximum projected number of teachers and support staff per classroom is 1.8/classroom. If all teachers and support staff were to drive to school, this would utilize 94 parking spaces, enabling 85 stalls for student and visitor parking.

Staff support the preservation of green space at the OKM site with no changes to the existing parking lot. It is anticipated that the green space will be utilized for outside programming which is a benefit to the students and the greater community. Letters of support were provided from all neighbours abutting the site along Gordon Drive.

Notably, SD23 is undertaking a comprehensive parking analysis to assess current regional parking needs with the intention to pursue a text amendment to update parking requirements. This will eliminate site-specific variances in the future and allow the School District to program their sites to maximum efficiency.

Given that the requirement of 5 spaces per classroom is a 'dated' parking regulation and does not reflect changes to both driving licensing and evolving alternative transportation modes now available, Staff are recommending support for this variance.

4.0 Proposal

4.1 Project Description

School District 23 (SD23) is planning to construct an addition to the Okanagan Mission Secondary School to accommodate grades 8 - 12. The expansion proposes to add 12 classrooms to the site. Currently, there are 30 classrooms with an additional 9 classrooms in the portable annex (placed on-site in 2009). At that time, the parking lot was reconfigured and expanded to meet the Zoning Bylaw requirements.

The School District is currently reviewing the composition of the schools throughout the City and how to best utilize the physical resources in place. It is expected that all portables at the Okanagan Mission school site other than the portable annex will be removed by spring 2014. The retention of the portable annex is intended for grade 7 students until a new middle school is funded.

4.2 Site Context

The subject properties are located on the west side of Gordon Drive, in Mission area. More specifically, the adjacent land uses in all directions are RU1 - Large Lot Housing characterized by a typical single family dwelling neighbourhood.

4.3 Subject Property Map: 4544 and 4534 Gordon Drive



4.4 The proposed application meets the requirements of the P2 - Educational and Minor Institutional zone as follows:

Zoning Analysis Table		
CRITERIA	P2 ZONE REQUIREMENTS	PROPOSAL
Existing Lot/Subdivision Regulations		
Lot Area	660 m ²	6.68 ha
Lot Width	18 m	151.9 m
Lot Depth	30 m	388.85 m
Other Regulations		
Minimum Parking Requirements	5 parking spaces per classroom: (42 classrooms in total with proposed expansion plus Portable Annex 9 classrooms = 51 X 5 parking spaces = 255 1.5 loading spaces per 100 students = 19 plus 3 bus loading spaces	179 parking stalls ① 19 loading spaces 3 bus loading spaces
① Indicates a requested variance to the required parking.		

5.0 Technical Comments

5.1 Building & Permitting Department

No comment.

5.2 Development Engineering Department

Development Engineering comments and requirements regarding this development permit application are as follows:

This development variance permit application to vary the required total number of parking and loading stalls of 274 to remain at 198, due to the addition of Grade 7 students which are not of driving age, does not present concerns for traffic safety and operation.

5.3 Fire Department

No concerns but comments will be required at building permit application.

6.0 Application Chronology

Date of Application Received: October 26, 2012

Report prepared by:

Birte Decloux, Urban Land Use Planner

Reviewed by:



Danielle Noble, Manager, Urban Land Use Management

Approved for Inclusion:



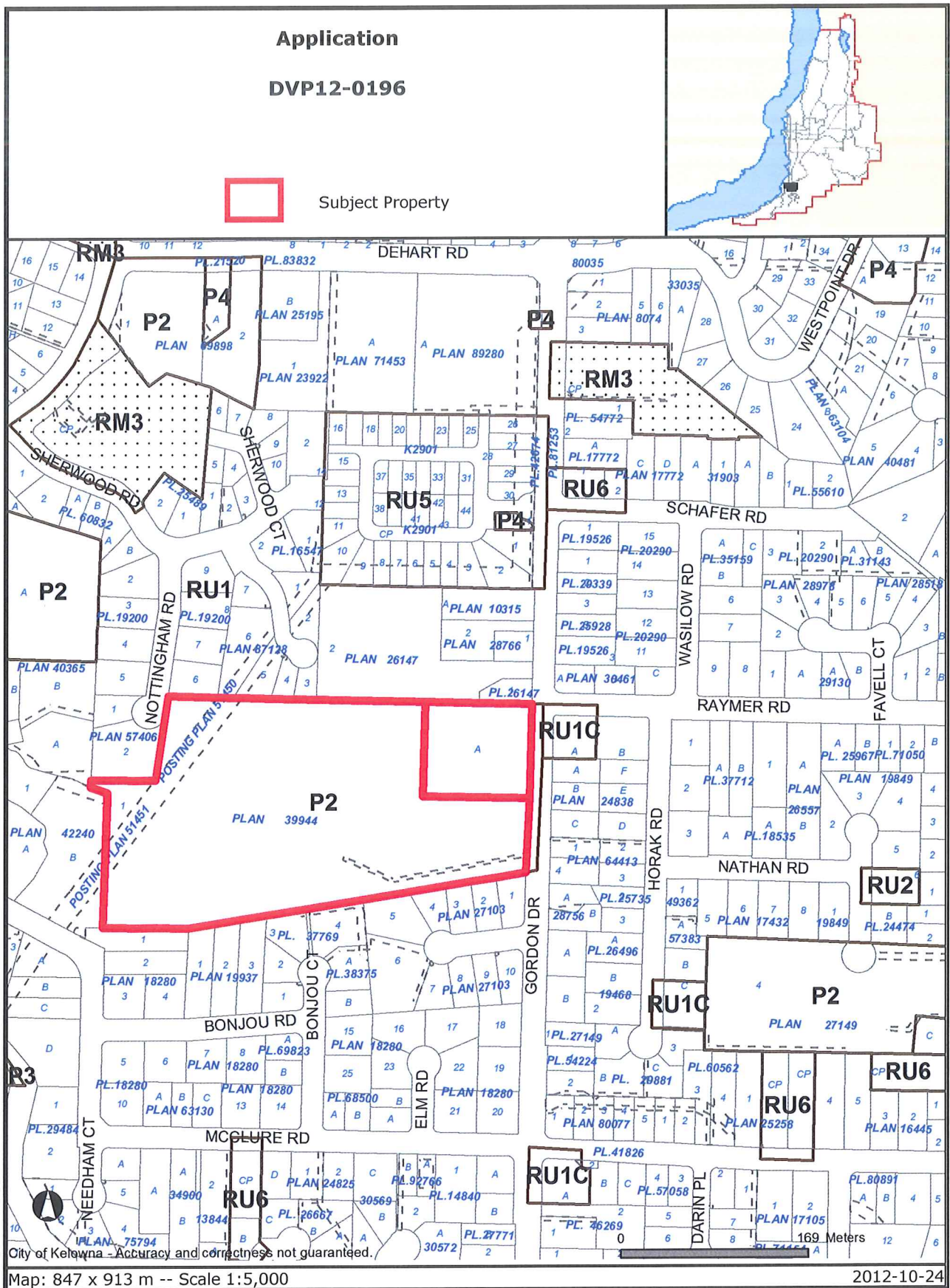
Shelley Gambacort, Director, Land Use Management

Attachments:

Site Plan

Letter of rationale





City of Kelowna - Accuracy and correctness not guaranteed.

Map: 847 x 913 m -- Scale 1:5,000

2012-10-24

Certain layers such as lots, zoning and dp areas are updated bi-weekly. This map is for general information only. The City of Kelowna does not guarantee its accuracy. All information should be verified.



PARKING VARIANCE APPLICATION

Summary

SD23 (Central Okanagan) is proposing a 3084m² addition to the Okanagan Mission Secondary School in order to accommodate the pupils currently in the temporary annex building on the Gordon Drive frontage. Part of the addition will be a shared community recreational facility run as a joint venture with the City of Kelowna. The existing annex will initially be unused, but is proposed to be used for the addition of a Grade 7 to the school sometime in the future.

There are presently 213 parking stalls on site. Under current zoning requirements the new addition would require this to increase to 274 stalls. However, due to the recent introduction of the graduated licensing system, SD23 considers the City of Kelowna parking requirements no longer reflect current vehicular use by school students.

In order to minimize the loss of green space on site unnecessarily, and allowing for the loss of 15 stalls to the rear due to the expansion of the recreation suite, SD23 propose the total parking provision to remain at 198 stalls.

Location

Site address: Okanagan Mission Secondary School
4534 & 4544 Gordon Drive, Kelowna
Lot & plan: Lot A Plan 2582 & Lot 1 Plan 39944

Rationale

The new addition is to serve the existing student population currently housed in the annex. Total school student population is 1050 students. The community recreation facility will only operate out of hours when not in use by the school, and therefore the school parking will be available for community users.

The addition of Grade 7 in the remaining annex will only require additional parking for teachers and support staff, visitor parking, and loading spaces for student drop off.

Due to the recent introduction of the graduated licensing system the number of school children driving vehicles to school has significantly dropped, and experience shows there is significant spare capacity in the current parking provision.

The current zoning requirement of 5 parking stalls per teaching space was established before the graduated license system was introduced. At that



time students could potentially gain their full license shortly after their sixteenth birthday with no restrictions on the number of other students accompanying them. Now students can only achieve an N-license after their seventeenth birthday. Thus the typical student is only able to drive to school sometime during their Grade 12 year, which cuts the potential number of student drivers by more than half.

Furthermore, the restriction of N-drivers only being allowed one other non-family student to accompany them, and the increased cost of motoring, have further reduced the practicality of students driving to school.

We have therefore proposed calculations based on one parking stall per member of staff, plus one additional stall for each Grade 7-11 teaching space to allow for visitors. For Grade 12, we have increased this latter allowance to one stall per 10 students, to allow for student drivers (as adopted in the City of Victoria).

Current Experience



Records kept during the week of 8 Oct 2012 show there is consistently 85+ spaces available around 11am (typically the busiest time in the school day). This will naturally reduce during the course of the year as the Grade 12 students become old enough to qualify for their N-license, but experience shows there always remains a significant number of vacant stalls. It should be noted the two blocks nearest Gordon Drive (closest to the photographer) are allocated for student drivers, the other blocks are reserved for staff parking. Also, the 15 stalls to the rear of the Gymnasium are seldom used.

Drop-off Zone

The school drop-off system is considered one of the most efficient and safe in the School District. The current provision is for 18 stalls, and no change to this system is proposed. An additional stall could be dedicated to drop off, if it was considered necessary to meet the 19 stalls requirement.

Alternative Modes of Transport

Public transport – In addition to the regular school bus service which delivers students at the main entrance, the school is also well served by BC Transit with services routes 15 Crawford, 16 Kettle Valley and 17 Southridge.





Cyclists – The school currently has cycling storage provision for 60 bicycles near the main entrance. Recognizing the many benefits of cycling to both the student and to the school, the SD23 are committed to ensure bicycle storage provision always exceeds demand.

Pedestrians – The school is located centrally in the relatively flat Lower Mission, with three access points onto the site. The attached diagram shows the significant area within the Lower Mission that is within 400m walking distance on the school.

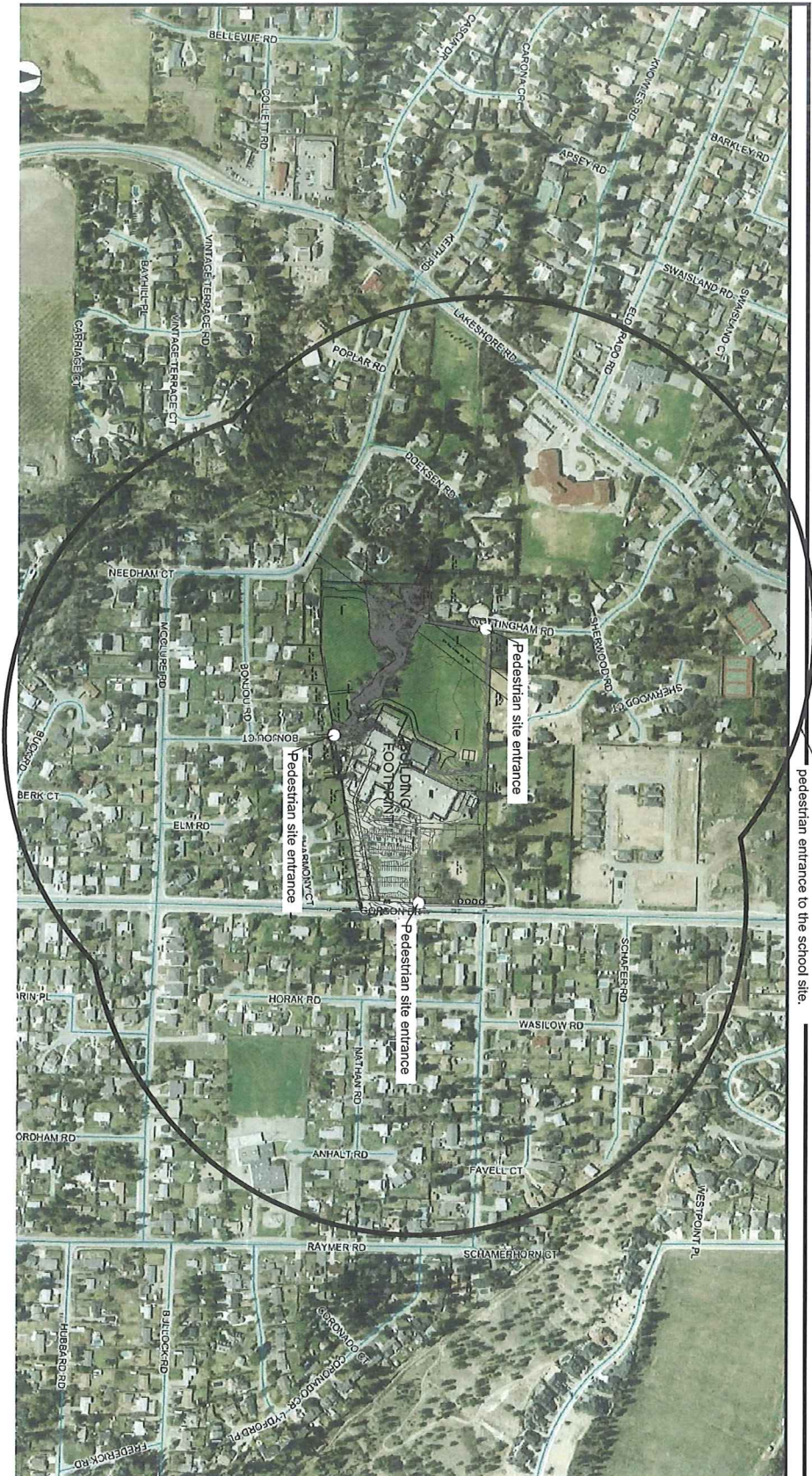
Calculations

*1. Existing school + temporary annex
- To current zoning requirements*

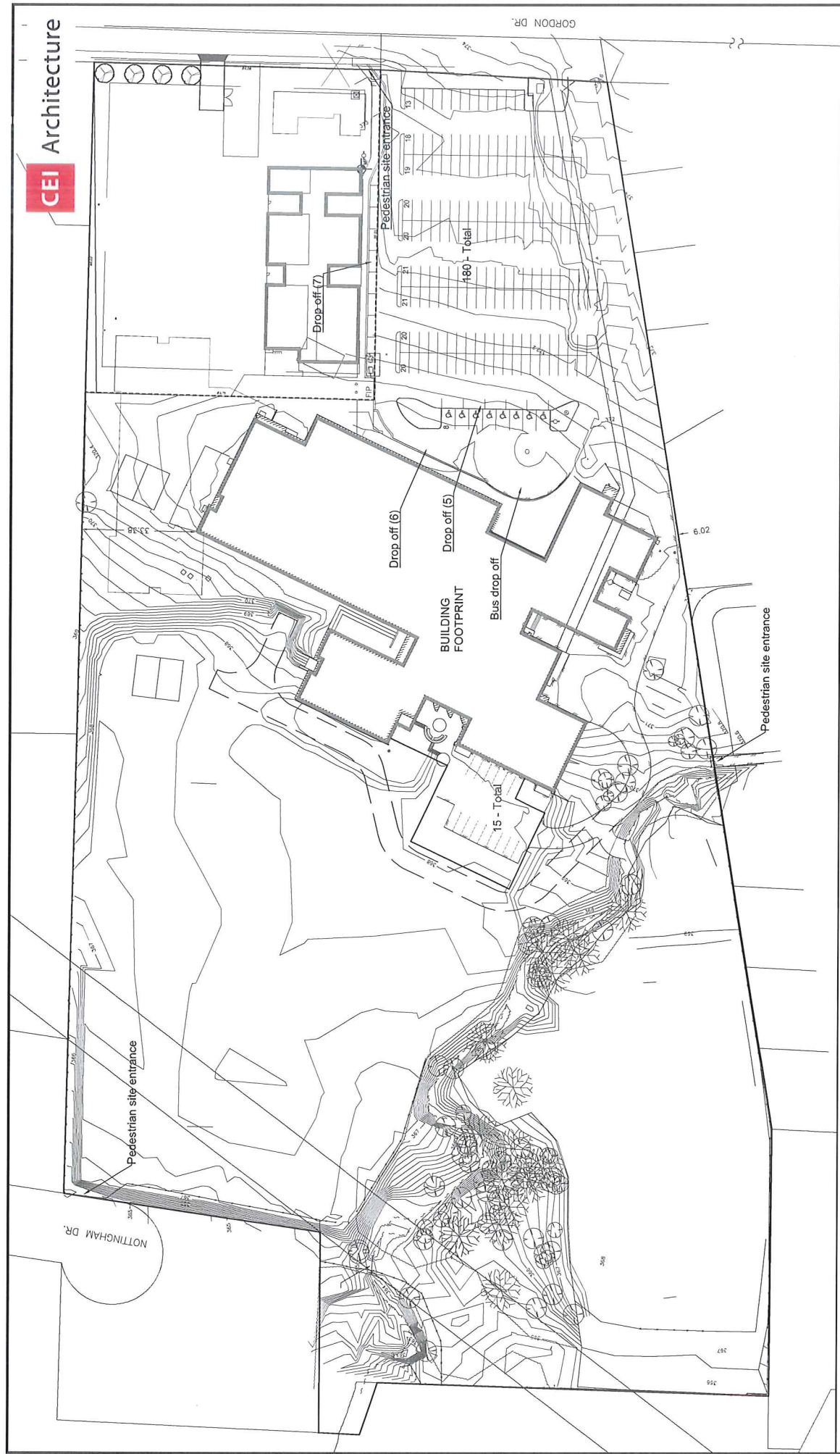
Existing school:	1000 students	
Annex:	225 students	
(Note these figures were an over provision, and the student population has subsequently been defined at 1050).		
Parking:	Secondary schools - 5 per classroom (30 + 9) teaching spaces x 5 =	195
Loading:	1.5 car loading spaces per 100 students plus 3 bus loading spaces 1225 students x 1.5 per 100 students =	18
	Bus loading =	3
Total		213 + 3 buses

*2. Proposed school + temporary annex
- To current zoning requirements*

Proposed school:	1050 students	
Annex:	225 students	
Parking:	Secondary schools - 5 per classroom (42 + 9) teaching spaces x 5 =	255
Loading:	1.5 car loading spaces per 100 students plus 3 bus loading spaces 1275 students x 1.5 per 100 students =	19
	Bus loading =	3
Total		274 + 3 buses



Area of lower Mission within 400M of a pedestrian entrance to the school site.



CITY OF KELOWNA

APPROVED ISSUANCE OF A:

Development Variance Permit No.: DVP12-0196

EXISTING ZONING DESIGNATION: P2- Educational and Minor Institutional
WITHIN DEVELOPMENT PERMIT AREA: N/A

ISSUED TO: CEI Architecture Planning Interiors
LOCATION OF SUBJECT SITE: 4534 & 4544 Gordon Avenue

	LOT	D.L.	PLAN	SECTION	TOWNSHIP	DISTRICT
LEGAL DESCRIPTION:	A 1	DL167 DL358	25832 39944			ODYD ODYD

SCOPE OF APPROVAL

- This Permit applies to and only to those lands within the Municipality as described above, and any and all buildings, structures and other development thereon.
- This Permit is issued subject to compliance with all of the Bylaws of the Municipality applicable thereto, except as specifically varied or supplemented by this Permit, noted in the Terms and Conditions below.
- Applicants for Development and Development Variance Permit should be aware that the issuance of a Permit limits the applicant to be in strict compliance with regulations of the Zoning Bylaw or Subdivision Control Bylaw unless specific Variances have been authorized by the Permit. No implied Variances from bylaw provisions shall be granted by virtue of drawing notations which are inconsistent with bylaw provisions and which may not have been identified as required Variances by the applicant or City staff.

1. TERMS AND CONDITIONS:

THAT variances to the following sections of Zoning Bylaw No. 8000 are granted:

Section 8 - Table 8.1 Parking Schedule

To vary the Secondary School vehicle parking from 255 spaces required to 179 spaces proposed.

2. PERFORMANCE SECURITY: N/A

3. DEVELOPMENT:

The land described herein shall be developed strictly in accordance with the terms and conditions and provisions of this Permit and any plans and specifications attached to this Permit which shall form a part hereof.

If the Permittee does not commence the development Permitted by this Permit within one year of the date of this Permit, this Permit shall lapse.

This Permit is not transferrable unless specifically Permitted by the Municipality. The authorization to transfer the Permit shall, if deemed acceptable, be granted by Council resolution.

THIS Permit IS NOT A BUILDING Permit.

4. APPLICANT'S AGREEMENT:

I hereby declare that all the above statements and the information contained in the material submitted in support of this Permit are to the best of my belief, true and correct in all respects. Upon issuance of the Permit for me by the Municipality, then in such case, I covenant and agree to save harmless and effectually indemnify the Municipality against:

- (a) All actions and proceedings, costs, damages, expenses, claims, and demands whatsoever and by whomsoever brought, by reason of the Municipality granting to me the said Permit.
- (b) All costs, expenses, claims that may be incurred by the Municipality if the construction by me of engineering or other types of works as called for by the Permit results in damages to any property owned in whole or in part by the Municipality or which the Municipality by duty or custom is obliged, directly or indirectly in any way or to any degree, to construct, repair, or maintain.

I further covenant and agree that should I be granted a Development Permit or Development Variance Permit, the Municipality may withhold the granting of any occupancy Permit for the occupancy and/or use of any building or part thereof constructed upon the hereinbefore referred to land until all of the engineering works or other works called for by the Permit have been completed to the satisfaction of the Municipal Engineer and Director of Land Use Management.

Should there be any change in ownership or legal description of the property, I undertake to notify the Land Use Management Department immediately to avoid any unnecessary delay in processing the application.

I HEREBY UNDERSTAND AND AGREE TO ALL THE TERMS AND CONDITIONS SPECIFIED IN THIS PERMIT

Signature of Owner/Authorized Agent

Date

Print Name in Bold Letters

Telephone No.

5. APPROVALS:

AUTHORIZING RESOLUTION PASSED BY THE MUNICIPAL COUNCIL THE _____ th DAY OF NOVEMBER, 2012.

ISSUED BY THE LAND USE MANAGEMENT DEPARTMENT OF THE CITY OF KELOWNA THE _____ th DAY OF NOVEMBER, 2012 BY THE LAND USE MANAGEMENT.

Shelley Gambacort
Director, Land Use Management Department