



CITY OF WEST KELOWNA
MINUTES OF THE ADVISORY PLANNING COMMISSION MEETING

Wednesday, June 16, 2021
COUNCIL CHAMBERS
2760 CAMERON ROAD, WEST KELOWNA, BC

MEMBERS PRESENT: Wayne Kubasek, Chair
Anthony Bastiaanssen, Vice Chair
Julian Davis
Joe Gluska
Bea Kline
Nicole Richard
Katalin Zsufa

Staff Present: Jayden Riley, Planner II
Hailey Rilkoff, Planner II
Chris Oliver, Senior Planner
Jen Kanthers, Community Support Specialist
Natasha Patricelli, Recording Secretary

1. CALL THE ADVISORY PLANNING COMMISSION MEETING TO ORDER

The meeting was called to order at 9:30 a.m.

In accordance with the most recent Provincial Health Officer Order regarding gatherings and events, the public was not permitted to attend the Advisory Planning Commission meeting in person. As an open meeting, it was webcast live and archived on the City's website.

2. INTRODUCTION OF LATE ITEMS

3. ADOPTION OF AGENDA

It was moved and seconded

THAT the agenda be adopted as presented.

CARRIED UNANIMOUSLY

4. ADOPTION OF MINUTES

4.1 Minutes of the Advisory Planning Commission meeting held April 21, 2021 in the City of West Kelowna Council Chambers

It was moved and seconded

THAT the minutes of the Advisory Planning Commission meeting held April 21, 2021 in the City of West Kelowna Council Chambers be adopted.

CARRIED UNANIMOUSLY

5. PRESENTATIONS

6. DELEGATIONS

7. UNFINISHED BUSINESS

8. REFERRALS

8.1 TUP 21-03, Temporary Use Permit, Municipal ROW adjacent to 2515 Bartley Road

Highlights of the presentation include:

Property Details

- Municipal Right of Way adjacent to 2515 Bartley Road;
- Zoning: I4 - Gravel Extraction and RU4 Rural Residential Large Parcel;
- Part road and Public Works Yard;
- Surrounding land uses include: North - Gravel Pit and East - CWK Public Works Yard;

Proposal

- Temporary Use Permit application for a modular shelter with supportive services for up to 3 years;
- Shelter for up to 40 residents experiencing homelessness includes office space, kitchen, laundry, storage and amenity spaces/meeting;
- Funded by BC Housing and operated by Turning Points Collaborative Society;
- Buildings will be removed and site will be returned to previous condition at the end of the Temporary Use Permit;

Rationale & Community Need

- BC Housing and City have been looking for permanent site for over a year with no success;
- Property on Brown Road (current 38 bed shelter) has been sold and will close in August;
- 2018 Point in Time Count identified 72 individuals experiencing homelessness;
- Temporary emergency housing at Super 8 is at capacity and funding scheduled to end March 2022;

Policy and Bylaw Review

- Policies and objectives to create a healthy community and to foster relationship with BC Housing;
- One of Council's Strategic Priorities is reducing homelessness;
- The Zoning Bylaw does not permit temporary shelter or support services - those are only permitted within C1 Zone;

Site Selection Considerations

- Neighbourhood amenities - site is close to bus stop;
- Community Based Services - will be many services on site;
- Design for Accessibility - designed to allow for ramps and paved parking areas;
- Intersection of Bartley, Stevens and Shannon Lake Road roundabout to begin Summer/Fall and coordination between two projects required;
- Active Gravel Extraction area - gravel extraction to resume and best practices used to reduce impacts for shelter guests and staff;

Site Operations

- All guests would have their own sleeping space;
- Provides security and support guests as they progress into housing;
- 24/7 support staff: Social worker, meals prepared on site, Interior Health and outreach staff, washrooms, showers and laundry on site;

Community Engagement

- BC Housing sent out letters to neighbouring businesses and residences;

- Community Advisory Committee to address questions and concerns when shelter opens;
- TUP process requires notification sign on site within 14 days of application;
- Notification letters will be sent to property owners within 100m before going to Council;
- Fact Sheet and website with project information through BC Housing;

Key Considerations for APC

- Site location and surrounding land uses;
- Current Brown Road shelter site closure due to sale of property and residents out by August;
- City of West Kelowna with BC Housing working towards a permanent shelter site.

Questions on the presentation:

- Are they going to be actively using drugs on site? BC Housing shelters use substances safely with access to safe supplies and overdose prevention on site;
- City of West Kelowna is making land available but not funding? Correct;
- Has anyone asked the residents of the shelter if they want to go there? Conversations had between residents and operators at the Brown Road location. Better experience for residents when they can shelter inside;
- Not much around 100 m of property. Should the notification area be larger? In addition to mail notices, there will also be notices published in newspaper and intersection at the site;
- Will there be a shuttle system to take people downtown? No plans for a shuttle at this time. Services offered on site;
- Does City of West Kelowna provide services to the site - Water, electrical? Water provided, plans to extend services for future development of the public works yard;
- This site is doubling the amount of rooms? Proposed shelter would have up to 42 rooms and provide shelter for up to 40 residents;

- Any other alternative temporary sites? To the planners knowledge this is the only site available;
- If there are 72 homeless, and this site holds 40, where are the others? Currently staying at the Super 8 until the end of March. Working with BC Housing to find permanent housing;
- Will search for permanent site continue while this TUP? Yes, continue to work with BC housing for any opportunity for permanent housing;
- Could bus passes be provided to residents at the shelter? Social assistance provides bus passes and staff on site to assist.

Highlights of the discussion include:

- Location currently has natural berms;
- Concern with bus system being too remote for amenities;
- Recommend more transportation for this location;
- Concern with residents not wanting to go to that location; Location survey should be done with the residents;
- The area has a strip mall with a gas station and restaurants, which is accessible for everyone at this facility;
- The people in this facility will receive the support and resources needed on site;
- Tents in City parks would be a concern if they don't use this location;
- Recommendation to make this site as useable as possible so they feel at home;
- Location isn't the most desirable however this is the best solution for now until a longer term plan is in place;
- City Centre has better access to amenities;
- Suggestion for a shuttle service;
- Local transit close by with exchange at Ross Road and bus stop located at Shannon Lake and Bartley Road intersection;
- Suggestion for West Kelowna to provide resources to ensure this is a successful project.

It was moved and seconded

THAT the APC recommend support for file TUP 21-03, Temporary Use Permit Application, for a portion of Bartley Road municipal ROW and 2515 Bartley Road.

CARRIED; Member Richard opposed

8.2 Z 21-02, OCP and Zoning Amendment Bylaw No. 100.64 and 154.104, Unaddressed Smith Creek Road

Highlights of the presentation include:

Property Details

- Unaddressed Smith Creek Road;
- Phase 1 at the South end of Smith Creek CDP;
- Surrounding Land Uses:
 - North - RU5 rural residential vacant CDP land;
 - East - P1 Smith Creek Greenway/R1 single family residential;
 - West - R1 single family residential (new Smith Creek Ph.1);
 - South - P1 Harold Park/R1 single family residential;

Proposal

- To amend OCP to Medium Density Multiple Family to facilitate future subdivision by adjusting boundaries completed in the CDP;
- To amend a portion of the subject property to Single Detached Residential (R1) and Medium Density Multiple Family (R4);
- To facilitate a future subdivision of approximately 43 single family lots and 1.2 ha multiple family parcel with approximately 24 two-bedroom units;
- Includes extension of Smith Creek Road;
- Change existing Park and Natural Areas to covenant areas;
- Proposed Doucette Drive extension to Copper Ridge Drive and re-aligning current Smith Creek Road;

Policy and Bylaw Considerations

- Sensitive integration of different housing forms,

- Medium density and apartments along main arterial roads where appropriate;
- Parks and Natural Areas for publicly accessible use - not the case here with the exception of one trail area;
- No affect to secure required trails or to protect sensitive hillside identified in the CDP through other future DP;
- Proposed R1 zone intended to accommodate low density single family residential use on parcels 550 m2 and larger;
- Proposed R4 zone intended to accommodate multiple residential in medium density housing forms;
- 4 Development Permit Areas affect this property: Hillside, Sensitive Terrestrial Ecosystem, Sensitive Aquatic Ecosystem and Wildfire Interface;

Referral Comments

- No significant concerns noted with the property;
- BC Transit encourage transit routes and pedestrian crossings;
- Interior Health encouraged more 3 bedroom rental units for families;

Technical Review

Transportation and Access

- Access through private driveway off Smith Creek Road shared with approximately 9 single family lots;
- Extension of Doucette Drive to intersect with Copper Ridge Drive;
- Propose access to single family lots off a 6m wide "road" shared extension;
- FSR did not anticipate any off-site road improvements;

Site Servicing: No anticipated off-site requirements anticipated in initial FSR but additional discussion with applicant is required;

Geotechnical: Confirmed that site is safe for use with intended geotechnical hazards;

Environmental: Identified as ESA-3 with low anticipated impact; Propose that Parks and Natural Areas are registered as no disturb covenant protected areas;

Park Network: Additional discussion with applicant about parks/linear connection from Harold Park north; Challenging topography in this area;

Key Considerations

- Consistent with anticipated residential development in the CDP;
- Appropriate transition to surrounding and existing single family residential uses;
- Residential policies support different housing forms to support diversity;
- Medium density apartment forms can be considered on arterial roads where appropriate;
- Future DP to address hillside and environmental and proposed mitigation and covenant protection areas;

Questions on the presentation:

- Is there a change to the maximum number of units from what it was previously? This site has never been rezoned. Existing site is single family residential designation with low density (townhome). Steep hillside is undevelopable;
- Is Smith Creek Road the only means of access or will there be other existing connections? Copper Ridge Drive is parallel with the future Smith Creek Road. Doucette Drive connection will be another route out of the area. Future connectivity of an East West connection through to Tallus Ridge and Asquith Road;
- The East West connection is depending on further development? Correct. CDP has established it as a future connection.

Highlights of the discussion include:

- Property has park and natural areas and other areas that can't be developed;
- Challenges with large CDP - as pieces are approved too much density crowds what can be done with the rest;
- Comfortable with density increase;
- Hope developers consider recommendation from Interior Health regarding 3 bedroom rentals because they are needed;
- Houses built first have highest density;

- Density increases volume of cars on the road. Would be proactive to develop roads prior to the development;
- Planner added: Councils Parkland Acquisition Policy - steep hillside are not usable parkland; need to meet criteria; future CDP refinements;
- Concern with West Kelowna only having one bridge and one BC Hydro connection;
- Applications individually make sense but together could be a disaster;
- Multi family here is important. There is no multi family in Smith Creek which would add diversity to the neighbourhood;
- Makes sense to have medium density in this location with single family wrapping all around it.

It was moved and seconded

THAT the APC recommend support for file Z 21-02, OCP and Zoning Amendment Bylaw No. 100.64 and 154.104, Unaddressed Smith Creek Road.

CARRIED UNANIMOUSLY

8.3 Z 21-03, OCP and Zoning Amendment Bylaw No. 100.65 and 154.105, Unaddressed Shannon View Drive

Highlights of the presentation include:

Property Details

- Unaddressed Shannon View Drive;
- Located at the height of land with 360 degree views between two residential areas and golf course;
- Significant historical site disturbance from previous land owners;
- Surrounding Land Uses:
 - North: P1 Shannon Woods Park & Golf Course/A1 agricultural parcels;
 - East: R1 single family residential/RC4 compact single detached residential;
 - West: P1 Shannon Lake Golf Course/R3 Low Density Multiple Family;

- South: R1 single family residential/RU4 Rural Residential Large Parcel;

Historical Context

- Rezoned on Oct 5, 1992 by RDCO to allow Low Density Multiple Residential use;
- Other parks have been developed as a strata condominium site and nineteen single family residential lots off Shannon View Drive;
- Site previously disturbed with access road construction up to the top knoll;
- Former Development Permit approved in 2011 for 49 townhouse units but it lapsed in 2013;
- Proposed application is first on file since that time;

Proposal

- OCP Amendment: Low Density Multiple Family to Tourist Commercial to facilitate the proposed development;
- Zoning Amendment: Low Density Multiple Family (R3) to a Comprehensive Development (CD) zone;
- Proposed destination resort spa and hotel with accessory uses focused on passive recreation, wellness and health services;
- Technical design conceptual drawings contain consideration for hillside, geotechnical and environmental constraints, limited site access and no build covenant areas;
- Propose trail connections with existing pedestrian trails to local neighbourhood;
- The CD zone would include: Access road, administration building, bistro/restaurant, cabins, hotel buildings, silent spa, active spa, staff housing building, treatment rooms;
- Excludes uses as motel or campsite;
- Details refined through development process;
- Conceptual cross sections: how site is planned to reduce height and working with changing topography while maintaining covenant or more sensitive areas;

Draft Comprehensive Development (CD) Zone

- The floor area ratio (FAR) will be refined as the CD zone progresses;
- Staff are working through the technical referral process before finalizing the draft zone;
- The proposed CD zone has smaller density than existing R3 and comparable C6 zone, reduced parcel coverage and comparable height and setbacks;

Policy and Bylaw Considerations

Official Community Plan

- Proposed Tourist Commercial designation is a deviation from the existing neighbourhood Growth Management Designation;
- Tourist Commercial policy encourages:
 - Creation of facilities and amenities for tourists for the local community along with tourists;
 - Generation of opportunities for employment for members of the community;
 - Consideration of environmental impacts;
 - Emphasis on high quality green building design and landscaping;
 - Buffering of abutting uses/service areas and inclusion of transit/pedestrian connectivity;

Development Permit Areas

- Subject to Hillside and Sensitive Terrestrial Ecosystem Development Permit guidelines;
- DP required to address Form and character elements with consideration of site configuration, grading, access, landscaping, building materials;
- Architectural drawings have been provided for context - future DP consideration will include details not addressed through Zoning process;
- Anticipate public concern with traffic, blasting refinements, rock face mitigation;

Referral Comments

- No referral comments have been received as of June 30th;

- Anticipate holding public information meetings and website for public information;

Preliminary Technical Considerations: Additional information will be provided for Council consideration with the proposed bylaw amendments;

Key Considerations

- Proposed bylaw amendments challenge existing OCP policies;
- Consideration of Tourist Commercial land uses may be considered;
- CD zone can be tailored to address site specifics of proposed development;
- Future DP process to address hillside and environmental mitigation and proposed covenant protection areas as well as form and character issues with proposed tourist commercial development.

Questions on the presentation:

- How do we compare the zones and traffic that may happen? Traffic Impact Assessment sets the range of distance to study. Existing and proposed zoning and traffic patterns will be compared. Time of day changes and number of vehicles could be reduced from a residential use. Residential use heightened AM/PM where commercial use has a different pattern;
- What will the height of the hotel be - C6 zone says maximum of 4 storeys? There will be a maximum number of storeys for the CD zone. At this time it is only a conceptual cross section which doesn't appear to be more than 4 storeys;
- What are recommendations for mitigating traffic in the area? The Traffic Impact Assessment recommends improvements for an area based on a development directly impacting an intersection. Proportional impact could be considered by the City. Reviewed through Master Transportation Plan which is currently under review.

Highlights of the discussion include:

- Suggestion to take an in depth look at the surrounding neighbourhood and their height restrictions;
- Positive aspect for local employment;
- Traffic impact study is important as the traffic on Shannon Lake Road is already a concern;

- Existing resorts no one stops at stop signs, increased traffic coming and going to the resort. Suggesting more detailed analysis for traffic;
- Improvements to other arterial roads and Shannon Lake Road needs to be a priority too;
- Currently unused piece of land;
- Fantastic opportunity to add something different into the area;
- Shannon lake already has mixed use level of diversity in the area;
- Very impressive and fantastic to see;
- Vision is a high end quality resort being proposed;
- Interesting and potentially very beneficial development;
- Like the idea of a CDP instead of a C6 development;
- Wonderful diversity for West Kelowna;
- Local alternative to other resorts in the Okanagan;
- Provides employment opportunities and a tax base;
- Concern with viability of tourist cabins - seem out of place;
- Concern with access to the knoll being close to the three adjacent homes. Suggestion to mitigate noise and light to the back of those houses;
- Potential landmark for West Kelowna;
- Great for local health and wellness.

It was moved and seconded

THAT the APC recommend support for file Z 21-03, OCP and Zoning Amendment Bylaw No. 100.65 and 154.105, Unaddressed Shannon View Drive.

CARRIED UNANIMOUSLY

8.4 Z 21-04, OCP and Zoning Amendment, 3830 Gellatly Road South

Highlights of the presentation include:

Property Details

- 3,405 sq. m parcel area;

- Zoning: Single Detached Residential (R1);
- Land Use Designation: Single Family Residential;
- Surrounding Land Uses:
 - North: Low Density Multiple Residential (R3);
 - East: Duplex Residential (R2);
 - West: Large Parcel Single Detached Residential (R1L) and Agriculture (A1);
 - South: Rural Residential Large Parcel (RU4);
- Contains Hillside Development Permit Areas;
- Existing dwelling on site;

Proposal

- To amend property's Land Use Designation and Rezone support future duplex and townhouse development;
- Proposed Land Use Designation to Low Density Multiple Family;
- Proposed Zoning to Low Density Multiple Residential Zone (R3);

Policy and Bylaw Review

Official Community Plan

- Proposed OCP amendment to provide broader range of housing opportunities (semi-detached and attached townhouses);
- Located within Neighbourhood Growth Management Designation;

Zoning Bylaw:

- Proposed Low Density Multiple Residential Zone (R3) to accommodate multiple residential use (duplex, townhome, etc.);
- Difference in density, can only accommodate one dwelling where as R3 zone can have 0.75 FAR;
- Difference in max parcel coverage with R3 zone having 40% coverage;
- Max. Building Height are the same;
- Setbacks are similar - bit larger setback in the rear for R3 zone;
- Minimum Outdoor Amenity Space for R3 zone required (25. sq m);

Technical Reports

- Functional Servicing Report identified proposed services, access, off-site roadworks, draining and grading;
- Gellatly Road frontage improvements would be required;
- Geotechnical report concluded that slope stability is not a concern for this site;
- Additional information will be required at the time of DP;

Referrals/Public Notification

- Referred to various internal departments and external agencies with commends due June 25, 2021;
- Notice of application sign has been installed on the property;
- A Public Hearing would follow first and second reading of the OCP and Zoning Bylaws. Notification will be sent to residents in the area;

Key Considerations

- Subject property located within Niegourhood Growth Management Designation, which supports low and medium density housing;
- Technical reports confirm that the lot can be developed without significant hazards although upgrades to the road frontage are required;

Questions on the presentation:

- 20% of the property can't be used due to slopes? No, the slope of the property is in a range of 20-25% which can be developed but requires a hillside development permit;
- Goats peak development in line with this? Mixture of school, bus stops, R1, R2, R3 and medium density predicted for the area;
- Parcel looks narrow to get a road to townhomes or duplexes - would they front on Gellatly? Access would be through one primary road, no secondary access and no driveways off Gellatly.

Highlights of the discussion include:

- Concern with lot size becoming smaller with geotechnical, access road and multiple homes;
- Application is consistent with what is currently happening in the area;

- Good variety of development.

It was moved and seconded

THAT the APC recommend support for file Z 21-04, OCP and Zoning Amendment, 3830 Gellatly Road South.

CARRIED UNANIMOUSLY

9. CORRESPONDENCE AND INFORMATION ITEMS

9.1 File Z 20-05, Decision Letter, 2485 Hayman Road

9.2 File Z 20-10, Decision Letter, 2749 & 2769 Shannon Lake Road

10. OTHER BUSINESS

11. ADJOURNMENT OF THE MEETING

The meeting adjourned at 11:34 a.m.

CHAIR

RECORDING SECRETARY