



**COUNCIL REPORT**  
**Development Services**  
**For the May 8, 2018 Council Meeting**

**DATE:** May 1, 2018 **File:** Z 17-02

**TO:** Jim Zaffino, CAO

**FROM:** Darin Schaal, Planner III

**RE:** Bylaw No.: Zoning Amendment Bylaw No. 0154.56, 2017 (File: Z 17-02)  
 Legal: Lots A & B, DL 3190, ODYD, Plan KAP 68680 & Block 105, DL 3190, ODYD, Plan 777  
 Address: 3280 & 3290 Glenrosa Road & Block 105 Salmon Road  
 Owners: L. & G. Gulyas, J. & B. Lima, 595338 BC Ltd.  
 Agent: D.E. Pilling and Associates Ltd.

**RECOMMENDED MOTION**

**THAT** Council give third reading to City of West Kelowna Zoning Amendment Bylaw No. 0154.56, 2017 (File: Z 17-02); and

**THAT** Council direct staff to schedule the bylaw for consideration of adoption conditional upon submission of all technical/design matters, legal matters, and financial matters to the satisfaction of the General Manager of Development Services (refer to Attachment 1: Detailed Zoning Conditions); and

**THAT** Council authorize the issuance of a Variance Permit (File: DVP 17-15) for 3280 and 3290 Glenrosa Road and Block 105 Salmon Road (Lots A & B, DL 3190, ODYD, Plan KAP 68680 & Block 105, DL 3190, ODYD, Plan 777) to vary Works and Services Bylaw No. 0120, Appendix A – Design and Construction Standards, Schedule 3 – Water Supply and Distribution Systems, Section 3.4.2 – Reservoirs, to exempt the developer from the requirement to construct a water storage reservoir subject to adoption of the associated rezoning application (Zoning Amendment Bylaw No. 0154.56, 2017).

**RATIONALE**

The following considerations provide rationale for the recommended motion:

- The proposed rezoning plan is consistent with the OCP land use designations.
- Although the applicant has yet to address the technical aspects of the proposal, the recommended motion outlines the information that is still required prior to consideration of adoption.
- Glenrosa Road improvements are required by bylaw, outlined as zoning requirements in the Council-adopted Comprehensive Development Plan, and also enhance public safety for both vehicle and pedestrian traffic.
- The Comprehensive Development Plan stipulates the expectations for parkland dedication and pedestrian connectivity.
- Financial contributions to the future reservoir project and the adjacent undeveloped park are consistent, fair, and best practices and help relieve the taxpayer burden that development places on municipal infrastructure.

## LEGISLATIVE REQUIREMENTS

Council has the authority under Part 14 (s. 479) of the *Local Government Act* to create and amend the Zoning Bylaw and under Part 12 (s. 498) to issue a variance permit to alter the provisions of subdivision and development requirements.

## EXECUTIVE SUMMARY

Although the Recommended Motion supports Council giving third reading to the bylaw amendment, the applicant is not in agreement with staff on the conditions of zoning (Attachment 1). The areas of contention are the Glenrosa Road improvements, parkland dedication requirements at subdivision, and Stonegate Park improvements. The Recommended Motion is based on the policies adopted in the Comprehensive Development Plan (CDP), the requirements of the *Local Government Act*, the BC Parkland Acquisition Best Practices Guide, and City bylaws, plans, and strategies, and standard practices. However, several alternate motions are provided for Council consideration, including Alternate Motion #2, which illustrates the applicant's proposal for no immediate improvements to Glenrosa Road (cash-in-lieu for frontage improvements at subdivision) and no contribution to park improvements.

## BACKGROUND

On September 20, 2016, Council adopted a Comprehensive Development Plan (CDP) and associated Official Community Plan (OCP) amendments (Resolution C324/16) for three large rural properties in Upper Glenrosa.

### **Location & Surrounding Uses**

The subject properties are located three kilometres northwest of the intersection of Glenrosa Road and Highway 97 (Attachment 2). One parcel has frontage on both Glenrosa Road and Salmon Road, while the other two parcels only have frontage on Glenrosa Road.

The surrounding area is predominantly rural residential uses with some single detached residential uses to the north and east (Figure 1). Helen Gorman Elementary School is located to the northeast and Stonegate Park (an undeveloped park space) abuts the site to the east.

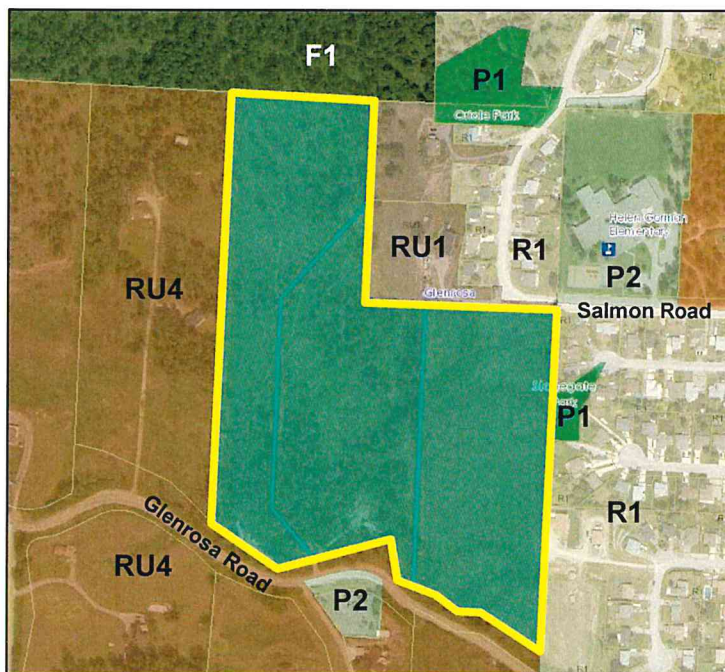


Figure 1 - Map of subject properties (delineated in yellow) and surrounding uses (see also: Attachment 3)

### **Proposal**

The proposed zones are consistent with the OCP land use designations adopted as part of the Comprehensive Development Plan (Files: OCP 12-01 & CDP 13-01). The combined area of the subject properties is 12.2 hectares (30.1 ac). Based on the proposed rezoning plan, the neighbourhood will be comprised of 67% single family zoning, 8% multiple family zoning, and 9% parks and open space, with roads accounting for the remaining area (Attachment 4). The applicant estimates the population of the development at built-out to be 328, which is



based on 92 single family lots and 26 multiple family units (the actual number of lots and/or units will be determined through future subdivision and development permit approval).<sup>1</sup>

### **Public Hearing Overview**

A Public Hearing was held on February 27, 2018. Two residents, in addition to the agent and property owners (for two of the three subject properties), addressed Council at the Public Hearing. Three letters were also received as late items: one from the Ministry of Forests, Lands, Natural Resource Operations, and Rural Development, one from another resident (a former Chair of the Westbank Irrigation District), and one from the applicants.

Feedback from the public included:

- Concerns about public safety, particularly regarding traffic in the area of Helen Gorman Elementary School and also construction traffic (i.e. heavy equipment) and access to the development site.
- Discontent with changes to the Official Community Plan (land use designation) following incorporation.
- Concerns about the proposed water booster station concept and the water storage deficiency in the Glenrosa neighbourhood.

Concerns from the applicants (agent and owners) included:

- The land dedication of environmentally sensitive areas is not credited toward the 5% parkland dedication requirement at subdivision.
- The existing alignment of Glenrosa Road and specifically land acquisition and road improvement requirements and the associated costs.
- The acknowledgment that improvements to Stonegate Park would be an advantage for future property owners but that improvements should be voluntary.

Referral comments from the Ministry of Forests, Lands, Natural Resource Operations, and Rural Development (MFLNRO) were also received as a late item addition to the agenda. MFLNRO comments included:

- The subject properties are located in the flood path of Glenrosa Lake (i.e. Ficke's Pond) and development will change the risk classification and consequence rating of the dams and have significant consequences for the dam owners.
- No water licenses will be issued for the future properties created through subdivision and development.

### **Response to Feedback from Public Hearing**

The following sections are in response to the issues expressed at the Public Hearing:

#### *Public Safety & Construction Traffic*

The public safety/traffic concerns in the vicinity of Helen Gorman Elementary School noted at the Public Hearing were also studied recently as a component of a nearby development proposal. The study identified several safety issues associated with traffic congestion during peak school pick-up/drop-off times. The study recommended several mitigation measures to improve public safety—one of which suggests the construction of curb extensions at the crosswalk to address visibility concerns (Figure 2). As the proposed development will increase the pedestrian and vehicle traffic in the vicinity of the elementary school, the applicant proposes to construct off-site works in the form of curb extensions at the crosswalk fronting the elementary school to address the public safety/traffic concerns. It is

---

<sup>1</sup> The estimated population of the Glenrosa neighbourhood is 6,155 (neighbourhood profile based on 2011 census data). Glenrosa Road is the single access to the neighbourhood.

recommended the commitment be secured through the execution of a development agreement as a condition of zoning.

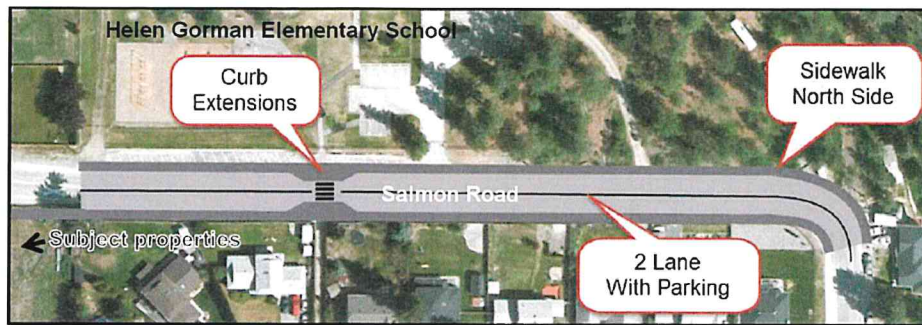


Figure 2 - Illustration of proposed curb extension at crosswalk to improve pedestrian safety

In addition to the proposed off-site works, one of the subject properties has approximately 70 metres of parcel frontage on Salmon Road and standard frontage improvements are required at time of development, which include curb, gutter, sidewalk (one side), and street lighting for that portion of the road fronting the subject property.<sup>2</sup> The construction of a sidewalk in the future will connect to the existing sidewalk on the south side of Salmon Road that leads to the existing crosswalk to the elementary school.

In response to the concern about construction traffic and access to the development site, the applicant acknowledged that Salmon Road (via Gates Road and passing by the elementary school) would be used for access. Following the Public Hearing, the applicant responded that the issue would be dealt with at time of subdivision. As such, a Construction Management Plan will be required at the development permit stage (concurrently with subdivision).

#### *West Kelowna Official Community Plan (OCP)*

The West Kelowna OCP was adopted on July 26, 2011. Prior to the adoption of the West Kelowna OCP, the Regional District of Central Okanagan OCP Bylaw No. 1050 guided development in the area. At that time, numerous properties in the Upper Glenrosa area, including the subject properties, had a future land use designation of Low Density/Single Detached Residential. When the West Kelowna OCP was adopted, a Rural Reserve (or urban growth boundary) was established based on the existing extent of community servicing. Properties outside the areas that could be serviced by community infrastructure were thus re-designated as Rural Reserve in the OCP due particularly to the lack of water. The existing zoning designations did not change. The planning process for the West Kelowna OCP was conducted in accordance with the *Local Government Act* and involved extensive public consultation and notification over two and half years of bylaw preparation.

#### *Land Dedication*

The applicant requests that the land dedication of environmentally sensitive areas (areas proposed to be rezoned to P1) be credited toward the parkland dedication requirement at subdivision. In response, it is noted that the Comprehensive Development Plan (CDP) reaffirms that the environmentally sensitive areas are not considered to fulfill parkland dedication requirements under s. 510 of the *Local Government Act*.<sup>3</sup> Instead, as the City has adequate neighbourhood parkland inventory in the area, a cash-in-lieu contribution will be determined at time of subdivision.

<sup>2</sup> Salmon Road is classified as an Urban Local road. For design/cross-section details see: [Works and Services Bylaw No. 0120](#), Schedule 9, Drawing No. 115.

<sup>3</sup> Upper Glenrosa/Salmon Road Comprehensive Development Plan, s. 5.0 Parks and Open Space, p. 8



The dedication of environmentally sensitive areas is not considered to fulfill parkland dedication requirements because the areas do not constitute useable parcel area in accordance with the *Local Government Act* and the BC Parkland Acquisition Best Practices Guide. However, the applicant will receive credit for the east/west recreational trail connection as the trail is intended to serve an active parkland function (Figure 3). The 1.5 metre wide pedestrian trail is approximately 350 metres in length, which constitutes about a tenth of the total parkland dedication requirement. The remaining parkland dedication requirement will be collected as cash-in-lieu at time of subdivision.

#### *Glenrosa Road Improvements*

The applicant expressed concern with the Glenrosa Road improvement requirements and the associated costs (Figure 4). The level and extent of road improvement requirements were considered in the CDP, which undertook to identify the opportunities and constraints of the proposed development. The CDP policy states (s. 9.2, p. 11):

*Glenrosa Road will be constructed to full urban arterial standard in accordance with the City of West Kelowna Works and Services Bylaw.*

The CDP notes the purpose of the urbanization of Glenrosa Road is to improve safety and address concerns related to increased traffic generated by the proposed development. More recently the City's traffic engineering consultant provided a Safety Performance Review and suggested some modifications to the road design (Attachment 5). In recognition of the site constraints, the following concessions to the urban arterial standard were then provided to the applicant:

- Reduction of the road right of way width from 24.0 metres to 20.0 metres;
- Re-location of the 2.0 metre wide sidewalk to back of curb;
- Re-location of the 2.0 metre wide boulevard to back of sidewalk;

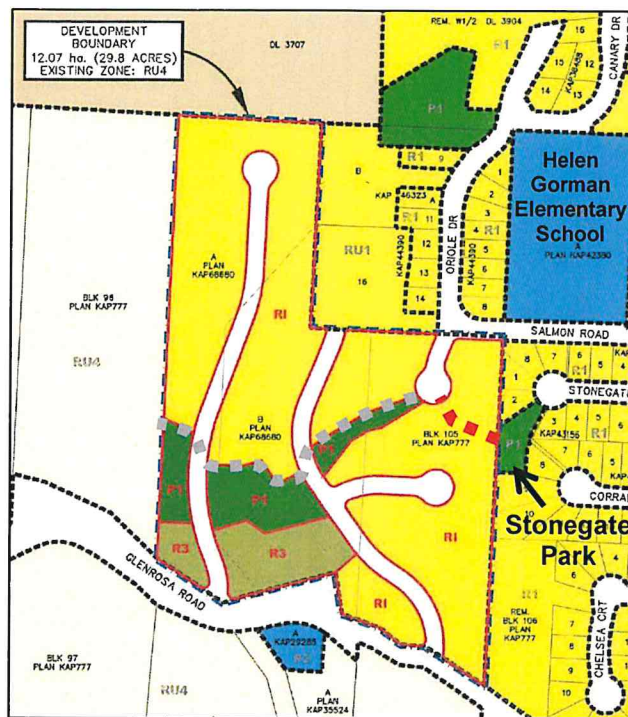


Figure 3 - Map illustrating conceptual pedestrian connections: east/west trail (grey) through lands to be dedicated and pedestrian right of way to Stonegate Park (red)

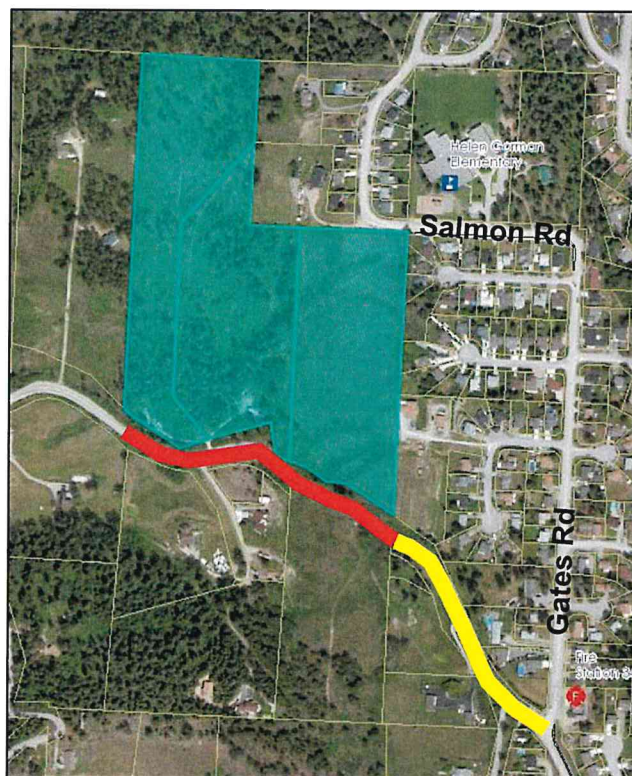


Figure 4 - Map showing extent of Glenrosa Road improvements at property frontage (red) and extended/off-site improvements (yellow)



- Elimination of the street tree requirement from the cross-section;
- Permission for cut and fill slopes and/or retaining walls to be located within road right of way; and
- Increase of the maximum road grade from 8% to 10%.

The arterial road standard has since been further modified to require only curb, gutter, and sidewalk on the north side of Glenrosa Road. Despite all these concessions to the urban arterial road standard, the applicant indicates the cost of the road improvement requirements is approximately \$3.2 million.<sup>4</sup> The CDP also recognized the costs associated with the urbanization of Glenrosa Road and thus contains the following transportation policy (s. 9.5, p. 11):

*Traffic improvements are to be identified at the detailed design stage of development (i.e. rezoning) and any associated costs will be borne by the developer.*

The road improvement considerations were included in the CDP based on recommendations in Traffic Impact Assessment and with the objective to ensure roadway connections transition effectively and efficiently between the subject properties and adjacent neighbourhoods. With that in mind, at the detailed design stage, staff will continue to work with the applicant to identify additional opportunities to address the technical challenges in realization that the full width urban arterial road standard may not be feasible for the length of the required road improvements.

#### *Stonegate Park Improvements*

The applicant acknowledged that improvements to Stonegate Park would be advantageous for future property owners, but also suggested that any improvements should be voluntary. In response, it is noted that the proposed development anticipates a population increase of 328 residents, which further increases the need for a developed neighbourhood park in the area, and Stonegate Park is directly abutting the proposed development. Moreover, it is a common and standard practice for development to contribute to park improvements, especially when the development increases the demand for such improvements. Improvements to Stonegate Park are thus rational and directly connected to the proposed development. As DCCs cannot be applied to neighbourhood park improvements, the financial burden is either placed on the taxpayer or the developer. In addition, Council resolution has already directed the applicant to assist with the construction of park improvements (C401/17).

In lieu of a proposal for park improvements from the applicant, a modest improvement plan for Stonegate Park has been prepared on their behalf (Attachment 7). The guiding principle for the improvement plan is pedestrian connectivity, as emphasized in the Comprehensive Development Plan (CDP), with Stonegate Park functioning as trail hub (s. 9.4, p. 11). In addition to gravel pathways that connect the subject property to Corral Court



Figure 5 - Streetview image of Stonegate Park (undeveloped)

<sup>4</sup> At the Public Hearing, the applicant stated that the estimated cost of the required Glenrosa Road improvements is \$3.4 million (for the modified road standard at that time). For comparison, the land value generated through the proposed rezoning (for only the single detached residential portion of the proposal) is estimated to be approximately \$5 million (for un-serviced raw land) and between \$10.3 million and \$13.7 million (for serviced developable land) (Attachment 6).



and Stonegate Court, the improvement plan includes a bike skills/pump track, two benches, fencing and signage. A cost estimate for the improvement plan is approximately \$35,000 (Attachment 7).

There are six municipal parks within 1000 metres walking distance of the subject properties. Including Stonegate Park, four are undeveloped, one is underdeveloped (turf only), and one is a baseball field. As there is no capital identified for neighbourhood park development or improvement, and the Glenrosa neighbourhood has an ample supply of undeveloped parks (Figure 5), staff recommend that park improvements should be a condition of zoning adoption.

### *Dam Safety*

The Ministry of Forests, Lands, Natural Resource Operations, and Rural Development provided referral comments (late items agenda) noting that the subject properties are located in the flood path of Ficke's Pond. The Ministry also noted that the proposed development will change the risk classification and consequence rating of the two dams that create the pond and have significant consequences for the dam owners. Staff later followed up with the Ministry and confirmed that the dam owners, as well as the water license holder, share liability and responsibility for dam breach and inundation risks. It is also the responsibility of the dam owners to have a re-determination of dam classification report prepared annually. As the proximity of development—in this case a residential neighbourhood—to a dam decreases, the consequence rating increases. The classification/rating of the dam (e.g. low, significant, high, very high, extreme consequence) then affects the extent of work and costs involved in the preparation of Dam Safety Reviews.

As downstream economic damage and potential loss of life are factors in the assessment of risk classification, staff recommend a covenant be registered on title to require at time of subdivision a Dam Breach and Inundation Analysis prepared in accordance with the Dam Safety Regulation, *Water Sustainability Act*. The analysis is intended to consider flood protection measures as part of future site re-grading plans and limit potential economic damage and loss of life.

### **Variance: Water Servicing**

As a consideration of the rezoning proposal, the applicant requests a variance (File: DVP 17-15) to the servicing requirements in Works and Services Bylaw No. 0120. More specifically, to meet bylaw requirements, a new reservoir at a higher elevation is required to supply water to the development. As an alternative, however, the applicant proposes to construct a booster station adjacent to the existing reservoir to supply both domestic water and fire flow and will also require standby power to ensure constant functioning and supply.<sup>5</sup> The recommended motion thus includes authorization to issue the variance permit subject to adoption of the associated zoning.

Public notification for the variance application has been conducted in accordance with the *Local Government Act*. Notification letters (62 letters) were sent to property owners and their tenants within 100 metres of the subject property (Attachment 8). At the time of writing this report, no correspondence from the public has been received.

---

<sup>5</sup> Council previously accepted the applicant's proposed alternative to providing water to the development; see: [Council Report, File: CDP 13-01, October 27, 2015](#) (Resolution C374/15) and [Council Report, Files: OCP 12-01 & CDP 13-01, September 20, 2016](#) (Resolution C324/16).

## Discussion

On September 20, 2016, Council adopted the Upper Glenrosa/Salmon Road Comprehensive Development Plan (CDP) and associated Official Community Plan (OCP) amendments (Resolution C324/16). The CDP is intended to guide the development process (i.e. rezoning, subdivision, development permit) and thus it contains policies intended to address issues identified in the preliminary planning stages. The issues anticipated from the CDP process include: transportation and general safety issues, the protection of environmentally sensitive areas, and infrastructure/servicing deficiencies.

On August 22, 2017, Council gave first and second readings to the Zoning Amendment Bylaw and directed staff to schedule the Public Hearing pending submission of outstanding plans and designs associated with required Glenrosa Road improvements (design and storm water) and Stonegate Park improvements (Resolution C401/17). No plans or designs have been submitted since first and second readings. Instead, the applicant proposes an alternative to the required improvements to Glenrosa Road and appeals that park improvements at Stonegate Park be voluntary and requests that the land dedication of environmentally sensitive areas be considered to fulfill the 5% parkland dedication requirement at subdivision. The applicant's proposal is inconsistent with the Comprehensive Development Plan, Council direction, and bylaw regulations. Despite these inconsistencies, an alternate motion (#2) is provided as an option for Council to consider as well as to illustrate the applicant's proposal.

## COUNCIL REPORT/RESOLUTION HISTORY

Date	Report Topic/Resolution	Resolution No.
February 27, 2018	A Public Hearing was held for the bylaw amendment.	N/A
August 22, 2017	<b>THAT</b> Council give first and second readings to the Zoning Amendment Bylaw; and <b>THAT</b> Council direct staff to schedule the Public Hearing pending submission of the following to the satisfaction of the General Manager of Development Services: <ul style="list-style-type: none"><li>• Proposed design and cross-section for the Glenrosa Road improvements;</li><li>• Storm water management plan for the Glenrosa Road improvements, including details on storm detention facilities;</li><li>• Revised servicing report, including design criteria and rationale for Glenrosa Road and any deficiencies associated with the required road standard; and</li><li>• Proposal to assist with the construction of park improvements at Stonegate Park.</li></ul>	C401/17

## FINANCIAL IMPLICATIONS

The City will hold the \$35,000 for improvements to Stonegate Park in the Improvement Restricted Reserve fund until the time the park improvements are completed.



## ALTERNATE MOTIONS

Four alternate motions have been drafted for Council consideration. Alternate Motion #1 is a staff recommended alternative to postpone consideration of third reading until further details are submitted for the Glenrosa Road improvements. Alternate Motion #2 reflects the applicant's proposal and is not recommended. Alternate Motion #3 postpones consideration pending the outcome of the Council Workshop on the road DCC priorities and Alternate Motion #4 rescinds previous readings and abandons the bylaw. A summary list of the applicant's proposal in comparison to the recommended conditions and requirements is provided in Attachment 9.

### **Alternate Motion #1 – Postpone Third Reading**

**THAT** Council postpone consideration of third reading to City of West Kelowna Zoning Amendment Bylaw No. 0154.56, 2017 (File: Z 17-02); and

**THAT** Council direct staff to schedule the bylaw for consideration of third reading conditional upon submission and approval of the following items to the satisfaction of the General Manager of Development Services:

- Proposed designs and cross-sections for the Glenrosa Road improvements (both sides);
- Revised servicing report, including design criteria and rationale for Glenrosa Road and any deficiencies associated with the required road standard; and
- Storm water management plan for the Glenrosa Road improvements, including details on storm detention facilities; and
- Commitment of financial assistance in the amount of \$35,000 for the construction of park improvements at Stonegate Park.

Should Council postpone third reading to the bylaw amendment, the application will not be brought forward for consideration of third reading until the aforementioned issues have been satisfactorily addressed.

### **Alternate Motion #2 – Give Third Reading (Applicant Proposal: Represents No Immediate Improvements to Glenrosa Road (cash-in-lieu at subdivision) & No Contribution to Park Improvements)**

**THAT** Council give third reading to City of West Kelowna Zoning Amendment Bylaw No. 0154.56, 2017 (File: Z 17-02); and

**THAT** Council direct staff to schedule the bylaw for consideration of adoption conditional upon the following:

#### **Glenrosa Road Improvements**

1. Dedications of land to accommodate future improvements to Glenrosa Road;

#### **Parks and Open Space Requirements**

2. Dedication of land for the proposed Parks and Open Space (P1) area;
3. Registration of statutory rights of way to establish a pedestrian connection between Stonegate Park and the proposed residential subdivision and an east/west pedestrian trail (if the trail cannot be establish through the proposed P1 area);
4. Registration of a covenant to require the construction of a pedestrian trail through the proposed P1 area;

**Other Covenants (Staff Recommended)**

5. Registration of a covenant to require a \$3,071 per lot/unit contribution to the future reservoir project;
6. Registration of a covenant to require at time of subdivision a Dam Breach and Inundation Analysis prepared in accordance with the Dam Safety Regulation, *Water Sustainability Act*; and

**THAT** Council authorize the issuance of a Variance Permit (File: DVP 17-15) for 3280 and 3290 Glenrosa Road and Block 105 Salmon Road (Lots A & B, DL 3190, ODYD, Plan KAP 68680 & Block 105, DL 3190, ODYD, Plan 777) to vary Works and Services Bylaw No. 0120, Appendix A – Design and Construction Standards, Schedule 3 – Water Supply and Distribution Systems, Section 3.4.2 – Reservoirs, to exempt the developer from the requirement to construct a water storage reservoir subject to adoption of the associated rezoning application (Zoning Amendment Bylaw No. 0154.56, 2017).

**Alternate Motion #3 – Postpone Consideration of Third Reading Pending Completion of Council Workshop on Arterial Road Development Cost Charges Priorities**

**THAT** Council postpone consideration of third reading to City of West Kelowna Zoning Amendment Bylaw No. 0154.56, 2017 (File: Z 17-02) pending the outcome of the Council Workshop on the Arterial Road Development Cost Charges Priorities.

**Alternate Motion #4 – Rescind Readings and Abandon Bylaw**

**THAT** Council rescind first and second readings to City of West Kelowna Zoning Amendment Bylaw No. 0154.56, 2017 (File: Z 17-02) and abandon the bylaw.

Should Council rescind first and second readings to the bylaw amendment, the application will be closed in accordance with Development Applications Procedures Bylaw No. 0131. Council shall not reconsider an application of this nature for the property for a period of six months.



Respectfully submitted,

  
Darin Schaal  
Planner


  
Bob Dargatz  
Development Manager / Approving  
Officer

  
Rob Hillis  
Engineering Manager

  
Brent Magnan  
FOR: Planning Manager

  
Nancy Henderson  
General Manager of Development  
Services

PowerPoint:   x   Yes    No

Approved for Agenda	
 Jim Zaffino / CAO	<u>May 2, 2018</u> Date

Attachments:

1. Detailed Zoning Conditions
2. Context Map
3. Subject Property Map
4. Rezoning Plan
5. Safety Performance Review, Watt Consulting
6. Land Value Analysis
7. Stonegate Park Improvement Plan and Cost Estimate
8. Public Notification Mailing Area Map
9. Summary List of Applicant Proposal v. Recommended Motion
10. Zoning Amendment Bylaw No. 0154.56

## **Detailed Zoning Conditions**

As the application has progressed to consideration of third reading without satisfactory resolution to numerous development issues, the following list itemizes the requirements that are recommended to be addressed prior to consideration of adoption:

### Technical/Design Matters

1. **Submission of designs and cross-sections, cost estimate, and development agreement** for the full width of the Glenrosa Road improvements from and including the subject properties to Gates Road to the satisfaction of the General Manager of Development Services (full width improvements include curb, gutter, sidewalk on the north side of the road and ditch on the south side).
2. **Submission of designs, cost estimate, and development agreement** for all required off-site improvements related to a revised storm water management plan for the Glenrosa Road improvements, including details on storm detention facilities, and a revised servicing report, including design criteria and rationale for Glenrosa Road and any deficiencies associated with the required road standard, to the satisfaction of the General Manager of Development Services.
3. **Submission of a design, cost estimate, and development agreement** for the installation of curb extensions at crosswalk on Salmon Road fronting the elementary school.

### Legal Matters

4. **Registration of a covenant** to require the construction of the Glenrosa Road improvements at time of subdivision (both on-site and off-site works in accordance with the Comprehensive Development Plan).
5. **Registration of a covenant** to require the construction of a pedestrian trail through the proposed P1 area at time of subdivision (the agreement may note that the length of the 1.5 metre wide trail through the property will contribute to the parkland dedication requirements in accordance with s. 510 of the *Local Government Act*). A portion of the pedestrian trail may also need to be secured through right of way if it cannot be accommodated within the P1 area (note that a trail cannot be established within the riparian area).
6. **Registration of a covenant** to require at time of subdivision a Dam Breach and Inundation Analysis prepared in accordance with the Dam Safety Regulation, *Water Sustainability Act*.
7. **Registration of a covenant** to require a \$3,071 per lot/unit contribution to the future reservoir project (with single family lot contribution at subdivision and multiple family unit contribution at building permit).
8. **Registration of a statutory right of way** to establish a pedestrian connection between Stonegate Park and the proposed residential subdivision (blanket SRW at zoning with final SRW determined through subdivision approval).
9. **Dedications of land** to accommodate improvements to Glenrosa Road.
10. **Dedication of land** for the proposed Parks and Open Space (P1) area.

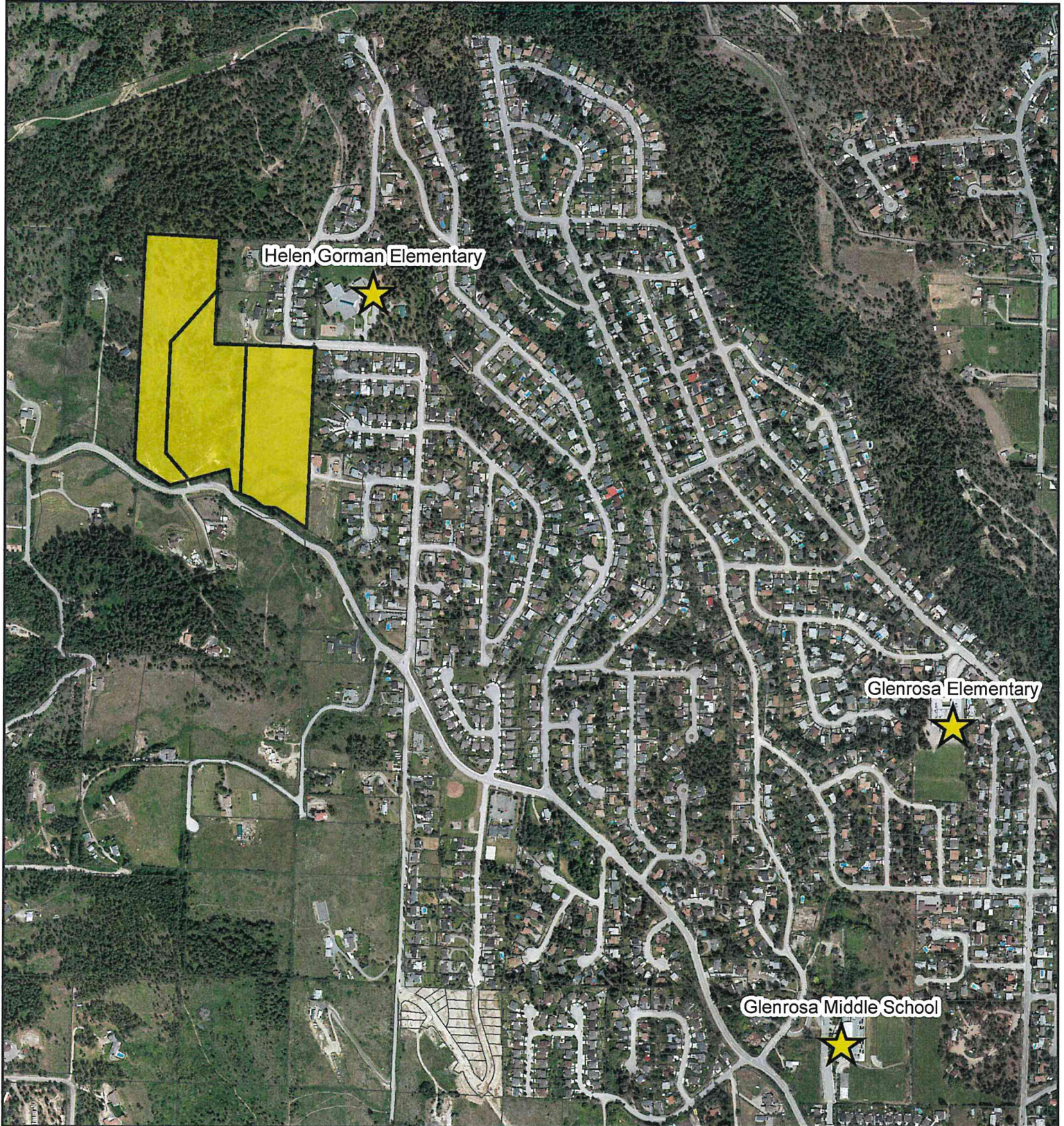
### Financial Matters

11. **Financial contribution** of \$35,000 to assist with the construction of park improvements at Stonegate Park.





# CONTEXT MAP: Z 17-02



File: Z 17-02

Legal Description: Lots A & B, DL 3190, ODYD,  
Plan KAP68680 and Block 105, DL 3190, ODYD, Plan 777



Subject Property



District Boundary

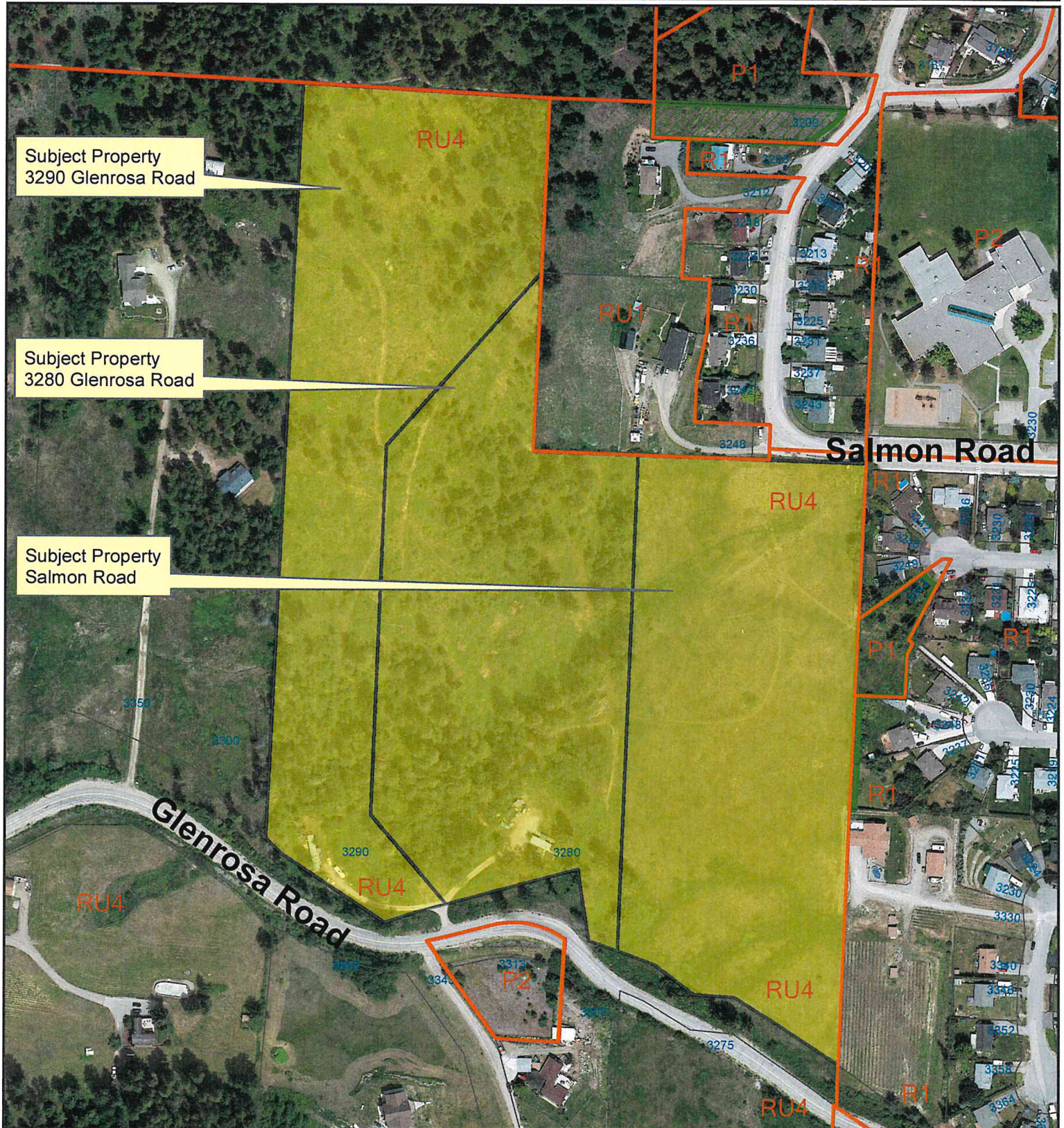
0 150 300 600  
Metres







# SUBJECT PROPERTY: Z 17-02



File: Z 17-02

Legal Description: Lots A & B, DL 3190, ODYD,  
Plan KAP68680 and Block 105, DL 3190, ODYD, Plan 777

## LEGEND

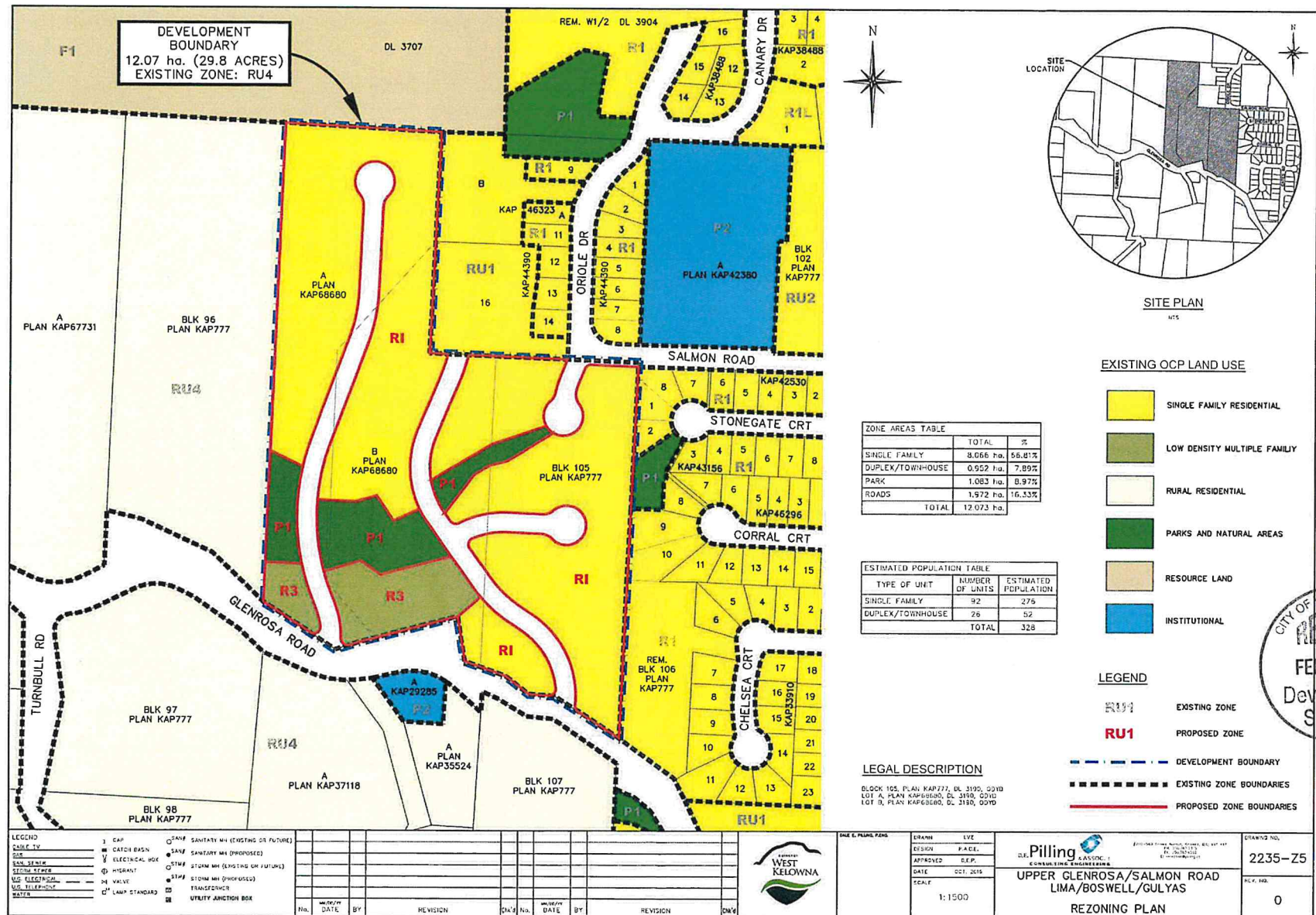
- Subject Property
- Zoning Boundary

0 40 80 160  
Metres

1:3,000







## MEMORANDUM

**To:** Bob Dargatz – City of West Kelowna  
**From:** Tom Baumgartner, M.Sc., P.Eng.  
**Our File #:** 2115.B01  
**Project:** Upper Glenrosa / Salmon Road  
**Date:** December 20, 2017  
**RE:** Safety Performance

---

Watt Consulting Group was retained by the City of West Kelowna to scope and review the traffic impact assessment for the Upper Glenrosa / Salmon Road development. This memorandum further assesses:

1. Safety performance of the upper Glenrosa Road segment from Gates Road to Turnbull Road; and
2. The outstanding items from the TIA to the design stage.

### 1.0 SAFETY PERFORMANCE

The April 2015 *Upper Glenrosa / Salmon Road Traffic Impact Assessment* by Opus International Consultants Ltd (Opus report) identified several design issues with road safety for Glenrosa Road. Specific to the segment from Turnbull Road to Gates Road, they are as follows:

- 2.5m westbound traffic lane width (it was indicated in 2014 that this should be corrected);
- Inconsistent gravel shoulders 0-2.5m wide;
- Winding road alignment;
- Maximum grades of 12.2%;
- Minimum centreline horizontal radii below 185m (52m measured); and
- Deficient vertical curves.

#### 1.1 Collision History

ICBC data from 2006-2015 (10 years) was reviewed for Glenrosa Road from east of Turnbull Road to Gates Road. During this time there were 13 collisions at the intersection of Glenrosa Road / Gates Road and three (3) collisions along the 670m segment of Glenrosa Road from Turnbull Road to Gates Road. The collision statistics are summarized in **Table 1**.



**TABLE 1: COLLISION SUMMARY**

	Collisions			Collision Frequency (C/Yr)	Collision Rate
	PDO	Injury	Total		
Glenrosa Rd / Gates Rd Intersection	10	3	13	1.3	1.1 C/MEV
Glenrosa Rd: Gates Rd to Turnbull Rd	2	1	3	0.3	1.8 C/MVKT

PDO – Property Damage Only

C/Yr – Collisions per Year

C/MEV – Collisions per Million Entering Vehicles

C/MVKT – Collisions per Million Vehicle Kilometres Travelled

With the increased development volumes from the Opus report, collision frequencies are expected to increase with the trips generated by the proposed development. These are expected to be:

- 1.7 collisions per year at Glenrosa Road / Gates Road (additional 0.4 collisions per year);
- 0.5 collisions per year on Glenrosa Road from Gates Road to Turnbull Road (additional 0.2 collisions per year).

Collision data indicates that a high portion of collisions were due to icy / slippery surface conditions. Equating to 56% of total collisions and 75% of injury collisions. Two of the total injury collisions were related to icy conditions and the vehicle travelling off-road down the embankment. In order to improve road safety, it was recommended that the urbanized update to the road cross-section for the development also improve horizontal and vertical alignment along the roadway.

The Opus report noted that a higher percentage of collisions were attributed to snow / ice conditions with a need to improve winter maintenance and geometry of Glenrosa Road for vehicle recovery under slippery conditions.

Improvements to the corridor design can have the following safety implications to reduce collisions<sup>1</sup>:

- Provide Lighting – Improves visibility of road during nighttime to reduce 10%-40% of collisions.
- Flatten Horizontal Curve – 10%-85% reduction in collisions depending on degree of curve.

<sup>1</sup> Source: TAC Canadian Guide to In-service Road Safety Reviews

---

## 1.2 Road Design

As the internal road network plan for the development did not provide connectivity, the priority was to improve Glenrosa Road design. The road design was initially requested to meet the City's urban arterial standard anticipating the potential for future connections through to Trepanier. As the existing road rights of way were constrained and there were challenges to tie-in to the existing roadway, the following changes to the design standard were permitted:

- Reduction of road right-of-way from 24m to 20m
- Increase of maximum grade from 8% to 10%
- Reduction of minimum lane width from 3.7m to 3.5m
- Reduction of minimum sidewalk width from 2.0m to 1.8m

## 2.0 REMAINING TIA ELEMENTS

The Opus report indicated that outstanding items would be addressed in the design stage. Remaining items include:

- More details on collision history and analysis (provided above in this memo);
- Information on linear parkway connection and level of accessibility needs to be provided.
- Identify sidewalk connectivity improvements for development to Salmon Road sidewalk network.

Please contact me at 778-313-1014 (ext 431) if there are any questions or comments. Thank you.

Sincerely,

**Watt Consulting Group**



Tom Baumgartner, M.Sc., P.Eng.  
Transportation Engineer



## Land Value Analysis: Proposed R1 Parcels

The estimates in the table below do not account for servicing costs, which are bylaw requirements to develop R1-zoned land.\* Servicing costs must be factored into consideration to estimate potential profit.

Average Land Value (R1 Parcels)	Average Lot Size		Average Value per Lot		Proposed No. of Lots	Potential Revenue	Existing Land Value	Estimated Lift in Land Value
\$732,000 / ac	Min.	0.17 ac (703 m <sup>2</sup> )	Min.	\$124,000	92	\$11.4 M	\$1,116,080	\$10.3 M
	Max.	0.22 ac (877 m <sup>2</sup> )	Max.	\$161,000		\$14.8 M		\$13.7 M

\* The applicant has requested a variance to the servicing requirement to provide a new reservoir to supply water to the development

- For comparison, the City's Land Agent estimates the value of the raw, un-serviced R1-zoned land is approximately \$5 million to \$6 million.
- The average land value per acre for R1-zoned properties in the Glenrosa neighbourhood is \$732,000 (based 2017 BC Assessment data from a random sample of eleven properties with an average parcel area of 0.24 acres).
- The average land value per acre for RU4-zoned properties in the Glenrosa neighbourhood is \$56,000 (based 2017 BC Assessment data from a random sample of ten properties with an average parcel area of 10.4 acres)
- The existing land value noted in the table above is based on the average land value for RU4-zoned parcels and the overall parcel area proposed to be rezoned to R1.
- The minimum/maximum lot sizes are based on the Comprehensive Development Plan (CDP) land use plan with a 20% reduction to account for future roads, parks, etc.



# Stonegate Park Improvement Plan

Stonegate Court

**Subject Properties  
(File: Z 17-02)**

West Kelowna



Legend

x-x-x Post and Rail Fence

 Park Bench

 Bike Skills Pump Track

 Compacted Gravel Pathway

All disturbed areas to be top-dressed and hydroseeded



Scale 1 : 500

Notes

Stonegate Park Improvement Plan

Stonegate Park

Status: Undeveloped

Type: Natural Area

Area: 0.21 hectares

Future Pedestrian SRW

Trail Hub

Existing  
Dedicated  
Walkway

Corral  
Court

0 13 25 Meters

Map Projection: NAD\_1983\_UTM\_Zone\_11N  
© City of West Kelowna (2015)

Map Produced on: 3/29/2018 12:59:49 PM



This map has been produced by the City of West Kelowna's Geographic Information System. The data provided is derived from a variety of sources with varying levels of accuracy. The City of West Kelowna makes no warranty or representation, expressed or implied, with the regard to the correctness, accuracy and/or reliability of the information contained herein.



## Stonegate Park Improvement Plan

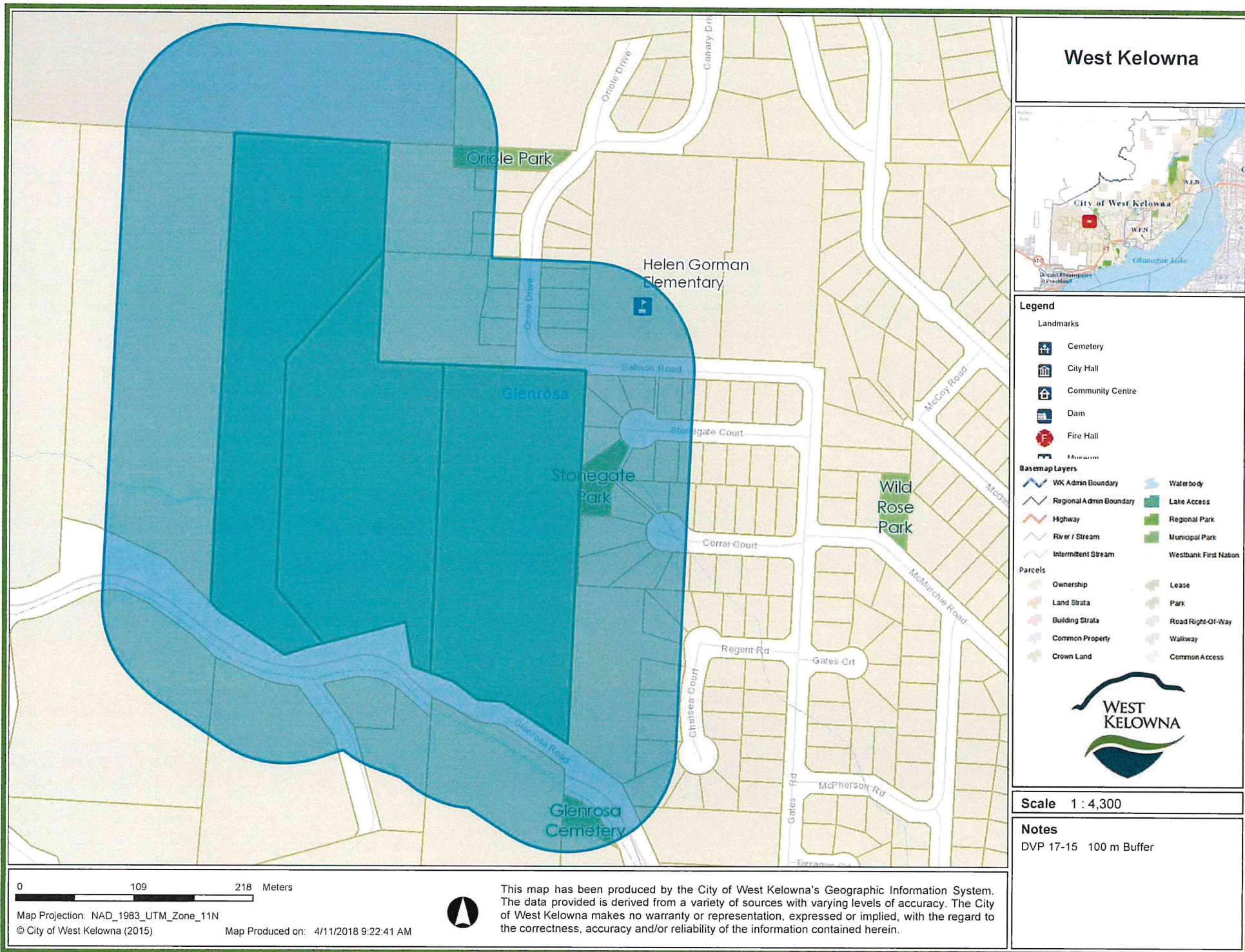
Estimated costs to improve Stonegate Park:

Item	Cost	Quantity	Subtotal	Contingency (15%)	Total
Pathway, compacted gravel	\$104/metre	80 metres	\$8,320	\$1,248	\$9,568
Bike skills/pump track	\$10,000 to \$15,000	1	\$12,500	\$1,875	\$14,375
Restoration, top dressing and hydroseeding	\$3/m <sup>2</sup>	400 m <sup>2</sup>	\$1,200	\$180	\$1,380
Fencing, post and rail	\$3,000	1	\$3,000	\$450	\$3,450
Signage	\$1,500	1	\$1,500	\$225	\$1,725
Benches	\$2,200	2	\$4,400	\$660	\$5,060
<b>TOTAL COST</b>			<b>\$30,920</b>	<b>\$4,638</b>	<b>\$35,558</b>

## Upper Glenrosa Park Analysis

Park Name	Park Type	Status	Distance (via public road or trail)	Area (m <sup>2</sup> )
Stonegate Park	Natural Area	Undeveloped	0 metres	2110
Wild Rose Park	Natural Area	Undeveloped	300 metres	1600
Oriole Park	Neighbourhood	Undeveloped	130 metres	2030
McMorland Park	Neighbourhood	Underdeveloped (turf only)	700 metres	1830
Ranch Park	Baseball	Athletic	600 metres	8100
Glenrosa Park	Neighbourhood	Undeveloped	1000 metres	5860







**Summary List: Applicant Proposal v.  
Development Requirements & Recommended Conditions**

<b>Item</b>	<b>Applicant Proposal</b>	<b>City Standard</b>
Parkland dedication / ESA	<ul style="list-style-type: none"> <li>• P1 area to be dedicated = 9% of properties</li> <li>• No additional dedication at subdivision</li> </ul>	<ul style="list-style-type: none"> <li>• P1 area dedicated as ESA</li> <li>• ESA not creditable for parkland dedication requirement at subdivision</li> </ul>
East/west pedestrian connection	<ul style="list-style-type: none"> <li>• Credit for ESA and pedestrian trail</li> </ul>	<ul style="list-style-type: none"> <li>• Credit toward parkland dedication</li> </ul>
Glenrosa Road improvements	<ul style="list-style-type: none"> <li>• Cash-in-lieu for frontage works</li> <li>• Half width</li> <li>• Not extended to Gates Road (only for parcel frontage)</li> </ul>	<ul style="list-style-type: none"> <li>• Modified arterial standard (site specific concessions supported)</li> <li>• Full width</li> <li>• Extended (off-site) works to Gates Road</li> </ul>
DCC program	<ul style="list-style-type: none"> <li>• Extend DCC road status for Glenrosa Road from Gates Road past subject properties</li> </ul>	<ul style="list-style-type: none"> <li>• DCC program applies as is; extending DCC road status requires: <ul style="list-style-type: none"> <li>○ Re-examination of DCC program</li> <li>○ Amendment to DCC Bylaw (with approval from BC Inspector of Municipalities)</li> <li>○ Multi-year process</li> </ul> </li> </ul>
Booster station	<ul style="list-style-type: none"> <li>• Instead of new reservoir</li> </ul>	<ul style="list-style-type: none"> <li>• Council support/approval of variance required</li> <li>• Does not meet Works and Services Bylaw No. 0120</li> </ul>
Glenrosa Road sidewalks (between McIver & McGinnis)	<ul style="list-style-type: none"> <li>• Install only sidewalks between McIver and McGinnis ahead of DCC project</li> </ul>	<ul style="list-style-type: none"> <li>• Existing DCC project in DCC program</li> <li>• Not cost effective or efficient to install only sidewalks (not curb or gutter)</li> <li>• No DCC credits for only sidewalks</li> </ul>

---

**CITY OF WEST KELOWNA**

**BYLAW NO. 0154.56**

**A BYLAW TO AMEND "ZONING BYLAW NO. 0154"**

---

WHEREAS the Council of the City of West Kelowna desires to amend "CITY OF WEST KELOWNA ZONING BYLAW NO. 0154" under the provisions of the *Local Government Act*.

THEREFORE BE IT RESOLVED that the Council of the City of West Kelowna, in open meeting assembled, hereby enacts as follows:

1. Title

This Bylaw may be cited as "CITY OF WEST KELOWNA ZONING AMENDMENT BYLAW NO. 0154.56, 2017".

2. Amendments

"Zoning Bylaw No. 0154" is hereby amended as follows:

- 2.1 By changing the zoning on Lots A & B, District Lot 3190, ODYD, Plan KAP 68680 and Block 105, District Lot 3190, ODYD, Plan 777 as shown on Schedule 'A' attached to and forming part of this bylaw from Rural Residential Large Parcel (RU4) to Low Density Multiple Residential (R3), Single Detached Residential (R1), and Parks and Open Space (P1).
- 2.2 By depicting the change on "Zoning Bylaw No. 0154 Schedule B" (Zoning Bylaw Map).

READ A FIRST AND SECOND TIME THIS 22<sup>ND</sup> DAY OF AUGUST, 2017  
PUBLIC HEARING HELD THIS 27<sup>TH</sup> DAY OF FEBRUARY, 2018  
READ A THIRD TIME  
ADOPTED

---

MAYOR

---

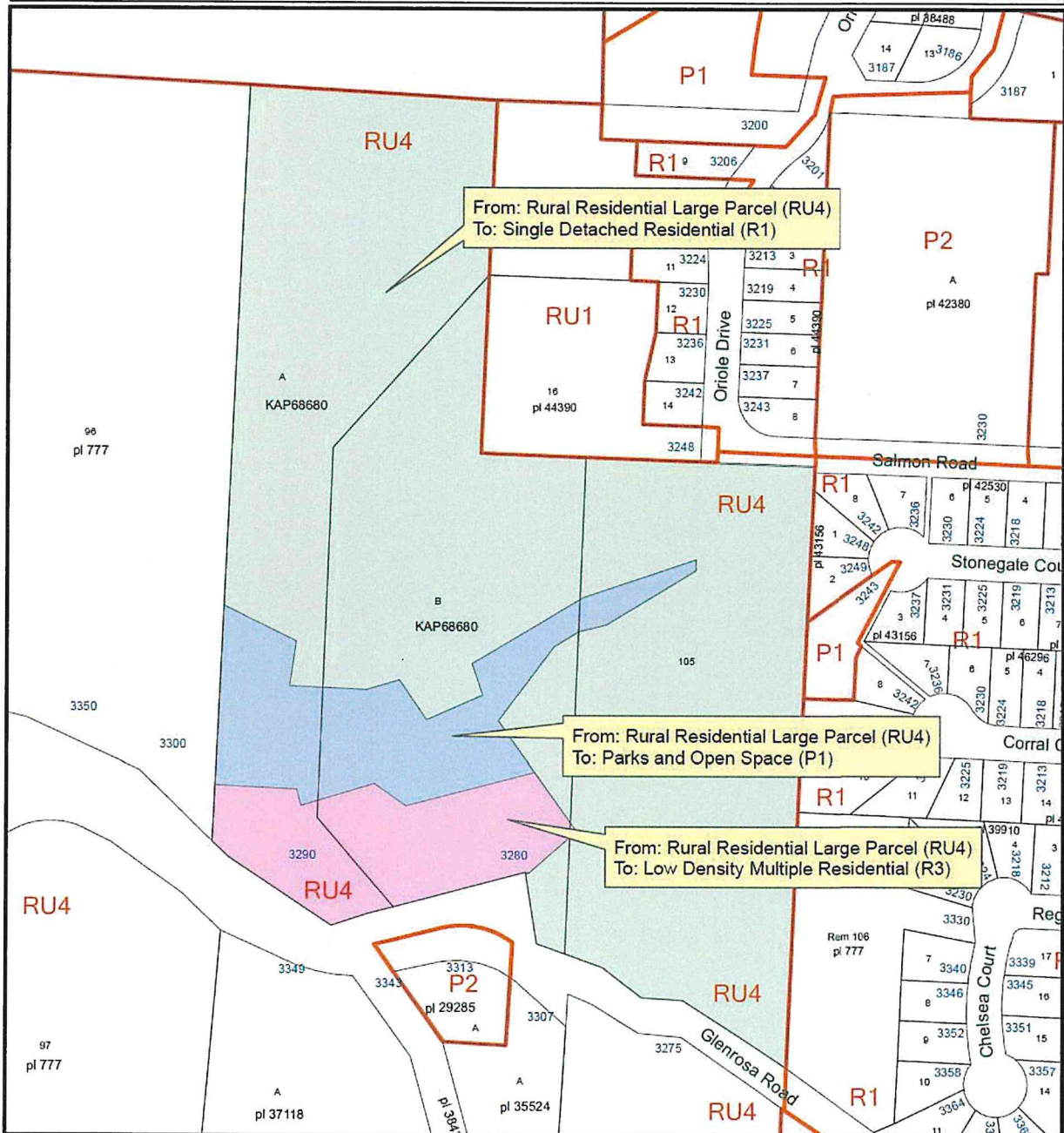
CITY CLERK





CITY OF  
WEST  
KELOWNA

## SCHEDULE 'A' of BYLAW NO. 0154.56



### LEGEND

- From RU4 to R3
- From RU4 to P1
- From RU4 to R1
- Zoning Boundary

0 45 90 180 Metres

1:3,000



Date: 24/08/2017