



COUNCIL REPORT

To: Paul Gipps, CAO

Date: August 25, 2020

From: Chris Oliver, Planner III

File No: CDP 14-01 and
OCP 20-01

Subject: **CDP 14-01 and OCP 20-01, Comprehensive Development Plan and Official Community Plan Amendment Bylaw No. 0100.57 (3rd and adopt)**

RECOMMENDATION

THAT Council give third reading and adopt City of West Kelowna Official Community Plan Amendment Bylaw No. 0100.57, 2019; and

THAT Council endorse the Smith Creek Comprehensive Development Plan.

STRATEGIC AREA(S) OF FOCUS

- Economic Growth and Prosperity

BACKGROUND

Proposal

The application is a proposal to amend the Official Community Plan (OCP) land use designations of the subject properties (Attachment 1) in conjunction with an associated Comprehensive Development Plan (CDP) for the Smith Creek neighbourhood (Attachments 2 & 3).

A Public Hearing was held in accordance with the *Local Government Act* on July 21, 2020 and this report is intended to highlight the comments received as well as provide responses to questions raised at the meeting.

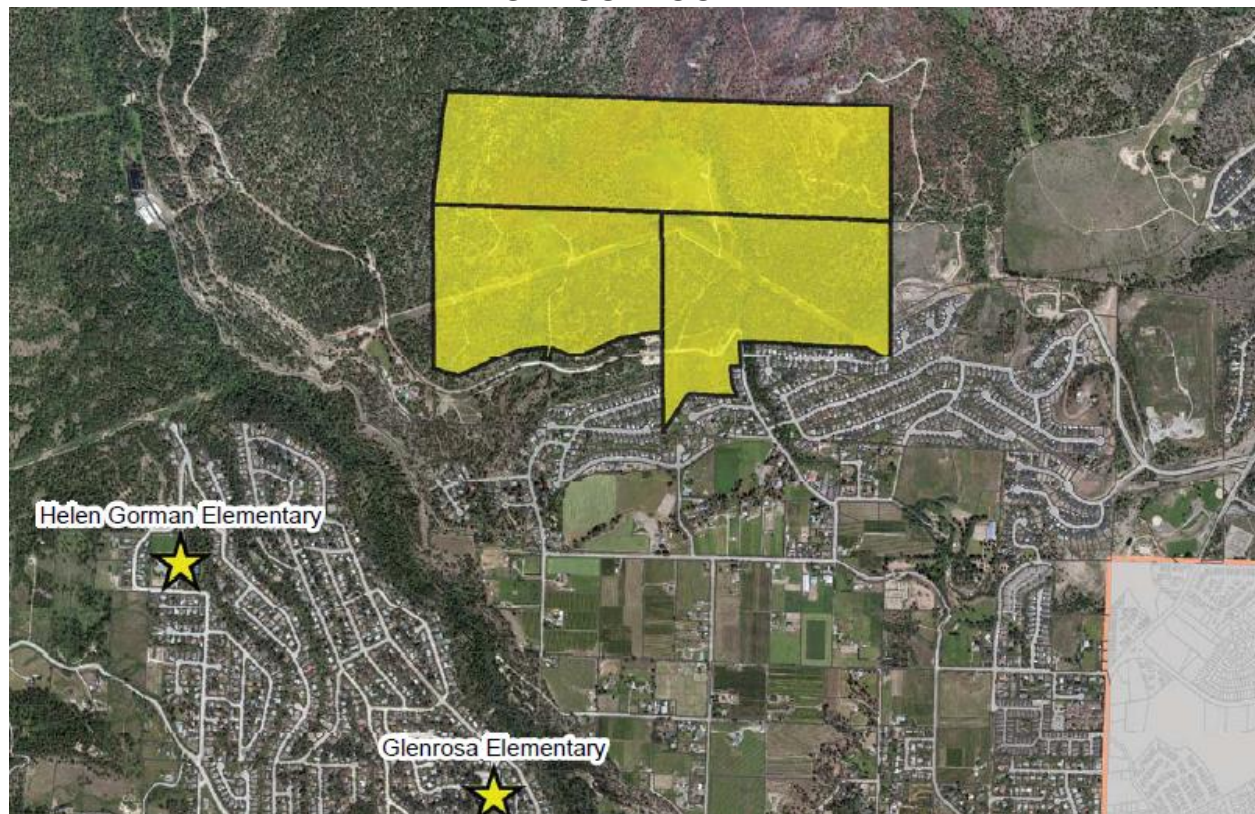
PROPERTY DETAILS			
Address		Smith Creek Road (unaddressed), 2850 Dixie Road	
PID		003-397-564 (West), 011-344-709 (East), 011-347-147 (North)	
Folio		36414694.000 (West), 36414695.000 (East), 36415184.000 (North)	
Lot Size		154 ha (combined)	
Owner	Multiple Owners (see CDP)	Agent	Protech Consulting 2012

Current Zoning	RU5 Rural Resource Zone	Proposed Zoning	N/A
Current OCP	Comprehensive Development Areas	Proposed OCP	Single Family Residential, Low-Density Multiple Family, Mixed-use, and Parks and Natural Areas.
Current Use	Vacant Land	Proposed Use	Comprehensively Planned Development Area
Development Permit Areas		Hillside, Terrestrial, Wildfire Interface, and Aquatic Ecosystem	
Hazards		Multiple (see CDP)	
Agricultural Land Reserve		No	

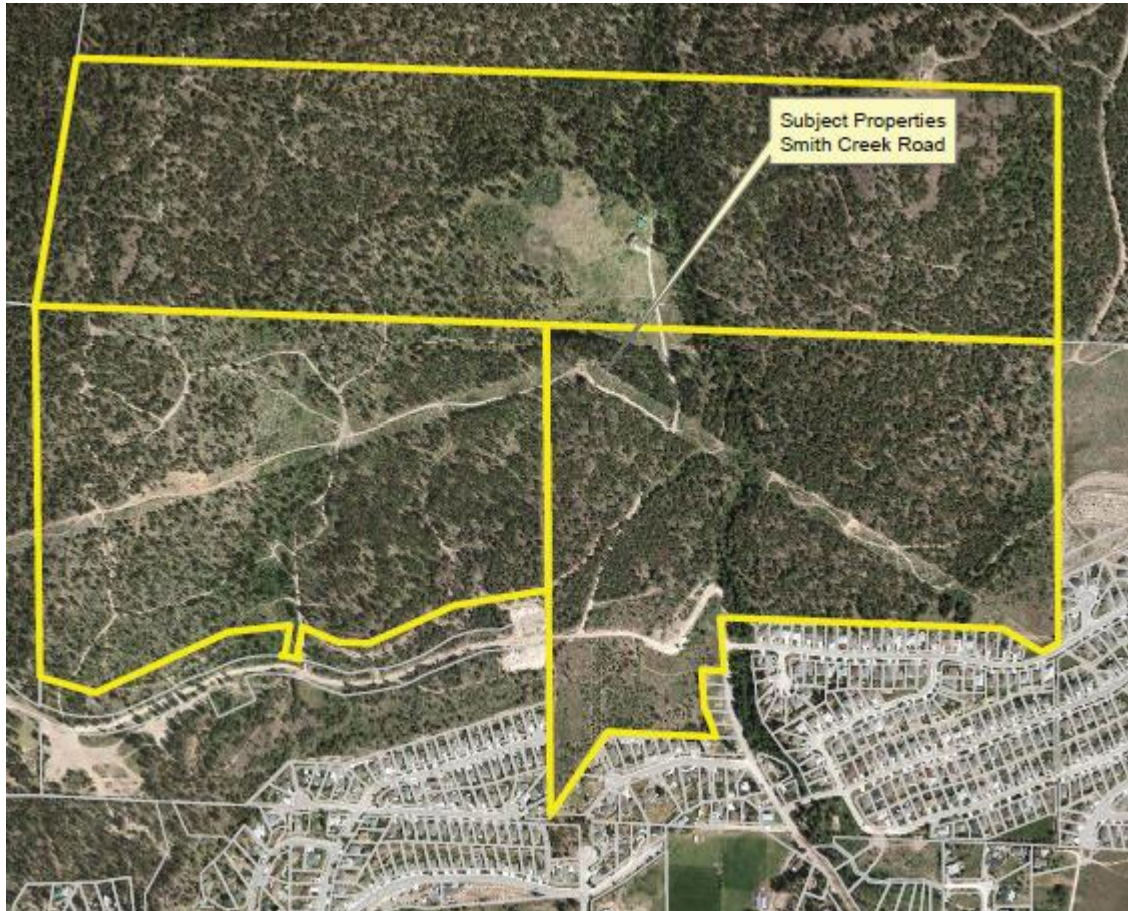
ADJACENT ZONING & LAND USES

North	^	Crown Land (F1- Forest Resource Zone)
East	>	Vacant, A1 – Agricultural and F1 – Forest Resource Zoned parcel
West	<	Crown Land (F1- Forest Resource Zone)
South	v	Smith Creek Subdivision (primarily zoned R1- Single Detached Residential)

NEIGHBOURHOOD MAP



PROPERTY MAP



DISCUSSION

Public Hearing Overview

Eleven letters were submitted as part of the Public Hearing for the application. These letters included both general support and opposition to the proposed CDP. In addition to the letters received, at the Public Hearing, two members of the public spoke. As part of these representations, both members showed support for the project but noted specific areas of concerns that were similar to those identified in the written submissions as part of the Public Hearing. Key highlights from these comments as well as the written submissions include:

- The need for additional pedestrian/equestrian connectivity within the plan between old and new subdivisions;
- Opposition to the proposed LDMF near Doucette Drive and proximity to existing residents;
- Concern regarding the current condition of Elliott/Smith Creek Roads;
- The need for an emergency response plan during roadway closures;
- Need for additional wildlife corridor between Smith Creek Road and Doucette Drive;

- Concerns regarding overland flow and stormwater management;
- Need for improvements to Glencoe Road;
- Concern regarding construction traffic and a proposal for a temporary construction road connecting to Asquith Road;
- Interface with existing residents (blasting, noise, dust, etc.);
- Hillside management and preservation;
- Tree canopy preservation; and
- The format of the CDP plan document.

Detailed comments on the concerns that arose during the Public Hearing are outlined in the remainder of this report.

Road Network and Improvements

As identified in the CDP, as part of future rezoning applications, additional review for traffic improvements will be required. As part of each future phase of development and corresponding rezoning application, additional review and discussion with Council and the public will occur.

Smith Creek/ Elliott Road Improvements

The CDP has been drafted based on the approach that the Smith Creek Road and Elliott Road will be improved based on the City's Transportation Master Plan and DCC Study. With additional development such as the proposed CDP, there are three main options available to Council for improving this section of road;

1. Proceed with the identified 10-20 year horizon in the Road DCC Study (initiated in 2016). This option would allow Council to continue to identify road related capital projects in conjunction with priorities.
2. If adopted, prioritize the improvement of Smith Creek road as part of capital project planning and Council priorities. This would result in the improvement of Smith Creek Road in advance of it being driven by the development of the CDP area. The cost associated with the improvement may eventually be recuperated through Road DCCs generated by the development of the CDP lands.
3. Require the applicant to complete the road improvements to Smith Creek Road. In doing so, the developer would receive DCC credits for the road construction. This option can be identified through future rezoning applications.

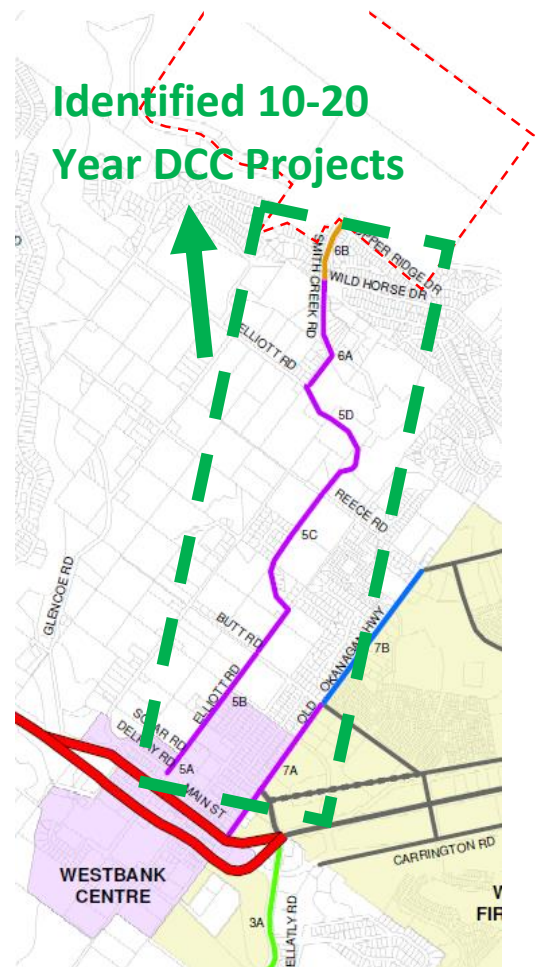


Figure 1. Road DCC Study Plan (Rural Arterial Road Standard)

Smith Creek Road Extension

One of the key areas of evaluation as development in the area progresses will be the future connection of Smith Creek Road to Tallus Ridge Drive and the Asquith Road connection to Shannon Lake Road (Figure 2):



Figure 2. Existing and Future Road Connections (solid lines indicated previously secured road ROW, dashed lines are future road connections with unsecured ROW).

With several existing homes fronting onto Tallus Ridge Drive, and additional review for an alternative access route to eliminate potential conflict with additional traffic on Tallus Ridge Drive may be warranted. To address this need for additional review in the future, the applicant has included the following policy:

S.4.5 – The Asquith Road connection will be reviewed in conjunction with other arterial road connections.

In addition to the policy included in the CDP, the City can review this potential connection to Asquith Road and the road standard through the upcoming Master Transportation Plan review process.

Based on the NFPA requirements, the need for a connection would not be required until 600 units were developed. The proposed CDP policies have been revised to include a reference to Council's ability to review the advance that requirement:

S.4.5 – The Tallus Ridge Drive connection will be advanced when and if deemed necessary by Council.

In order for this connection from Smith Creek Road to Tallus Ridge Drive or Asquith Road can be made, the following external conditions would need to be addressed:

1. A portion of the dedicated ROW would need to be improved;
2. Tallus Ridge Drive would need to continue to be built-out towards Smith Creek Road;
3. Road ROW would need to be secured to create a connection to Asquith Road; and
4. A crossing of Smith Creek would need to be constructed.

Copper Ridge Drive – Traffic Assessment

Copper Ridge Drive is a local road and is not identified as a primary intersection as part of the identified scope of the CDP's traffic impact assessment (TIA). The purpose of a TIA is primarily to analyze where key intersections (high-order roads such as collector and arterial road intersections) may fail due to additional traffic volumes created through additional development. While the forecasted additional traffic volumes resulted in the need to review priority intersections, as part of future road improvement to Smith Creek Road and Elliott Road, intersection sightlines and safety for all intersections will be evaluated.

In advance of larger road improvements, the Copper Ridge Drive intersection will be reviewed through subsequent rezoning processes as it is adjacent to Phase 1a of the CDP area. The current Copper Ridge Drive extension will also provide an alternative access route to bypass the existing narrow switchback on Smith Creek Road.

Neighbourhood Park Infrastructure

The proposed Neighbourhood Park areas were identified due to their benefit to the community and the future residents of the area (connectivity to the Flume Trail, access to Smith Creek, access to Crown Land trails, etc.). The Parks Master Plan that identifies that future parks in the CDP area should include neighbourhood park spaces and defines these spaces as:

Neighbourhood Park: *Neighbourhood parks respond to the local outdoor recreation needs of community residents. Features typically included in neighbourhood parks are: informal open space, playgrounds, picnic facilities, tot lots, and passive recreational amenities.*

These spaces types of parks differ from Community Parks and Athletic Parks that are identified as serving a larger benefit to the entire community:

Community Park: *Community parks are typically large spaces that benefit the entire community. Typical community park activities appeal to the broad community, as well as to visitors, and include elements such as urban plazas, cultural and historical features, community features, beautification initiatives, event gathering space, unprogrammed open space, and activities for children.*

Athletic Park: *The primary function of athletic parks is to provide outdoor recreational facilities that serve the community's needs for active recreation and organized outdoor*

sport. Athletic parks are often complementary to community parks, sometimes incorporating community-based facilities alongside field uses.

Despite the parks located in the CDP area not meeting the minimum criteria for a Community or Athletic Park, the Parks Master Plan identifies that Wild Horse Community Park (~300m to the East) has been acquired adjacent to a future school site and planning recognizes this site as a likely candidate for a future athletic park.

Additional Trail Connectivity to Harold Park

Following the comments from the members of the public at the Public Hearing, the applicant has proposed to create a trail connection from Harold Park to the proposed extension of Doucette Drive (Figure 3). The intent of this connection is to provide additional opportunities for residents to the south the access the proposed parks and trails as well as the extensive Crown Land trails beyond the CDP area.

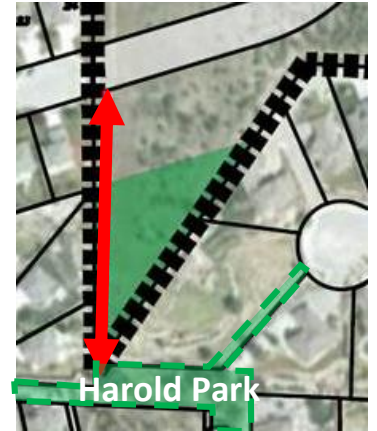


Figure 3. Trail Connection

School Site Planning and Development

School District 23 owns a property to the east of the subject CDP area that has been identified as a future elementary school site. As part of their anticipated Long Term Facility Plan review this Fall, SD 23 will identify the ten year Capital Plan direction for the Westside. SD 23 is aware of the proposed development and will continue to be kept up-to-date with the ongoing development occurring in the area.

Shetler Drive Sanitary Servicing

The development of the CDP lands will not impact or create opportunities for sanitary connections along Shetler Drive. Staff will continue to evaluate if there are additional lands outside the CDP area that influence feasibility and cost for connections to a municipal sanitary system.

Construction Management

In order to address the concerns raised by Council and members of the public at the Public Hearing, the applicant has proposed to include a new section in the CDP document that includes clear policy direction on construction management practices. While development in the CDP area will be ongoing, the intent of this section is to limit the impact to existing and future residents:

S.5 – Preliminary Construction Management Plans will be required as the developers proceed with rezoning each phase in efforts to give the public and council the opportunity to provide input. Construction Management Plans will show at a minimum planned construction traffic routes, construction access locations, temporary construction works, extents of grading/blasting work for each phase, and impacts to adjacent residents. Where financially and technically feasible, efforts will be made by the developer to carry out grading/earthworks for future adjacent phases as to limit the disturbance in the future on each phase being currently developed.

Multi-Family – Townhouses

The CDP proposes a Low-Density Multiple Family (LDMF) land use designation for a small area adjacent to Smith Creek Road and Doucette Drive. The LDMF designation permits semi-detached and attached townhouses that are supported through OCP policies when adjacent to existing single-family development. Unlike LDMF, medium and high-density multiple residential developments are not supported when access is through existing single-family areas on local roads (OCP 3.2.6.10):

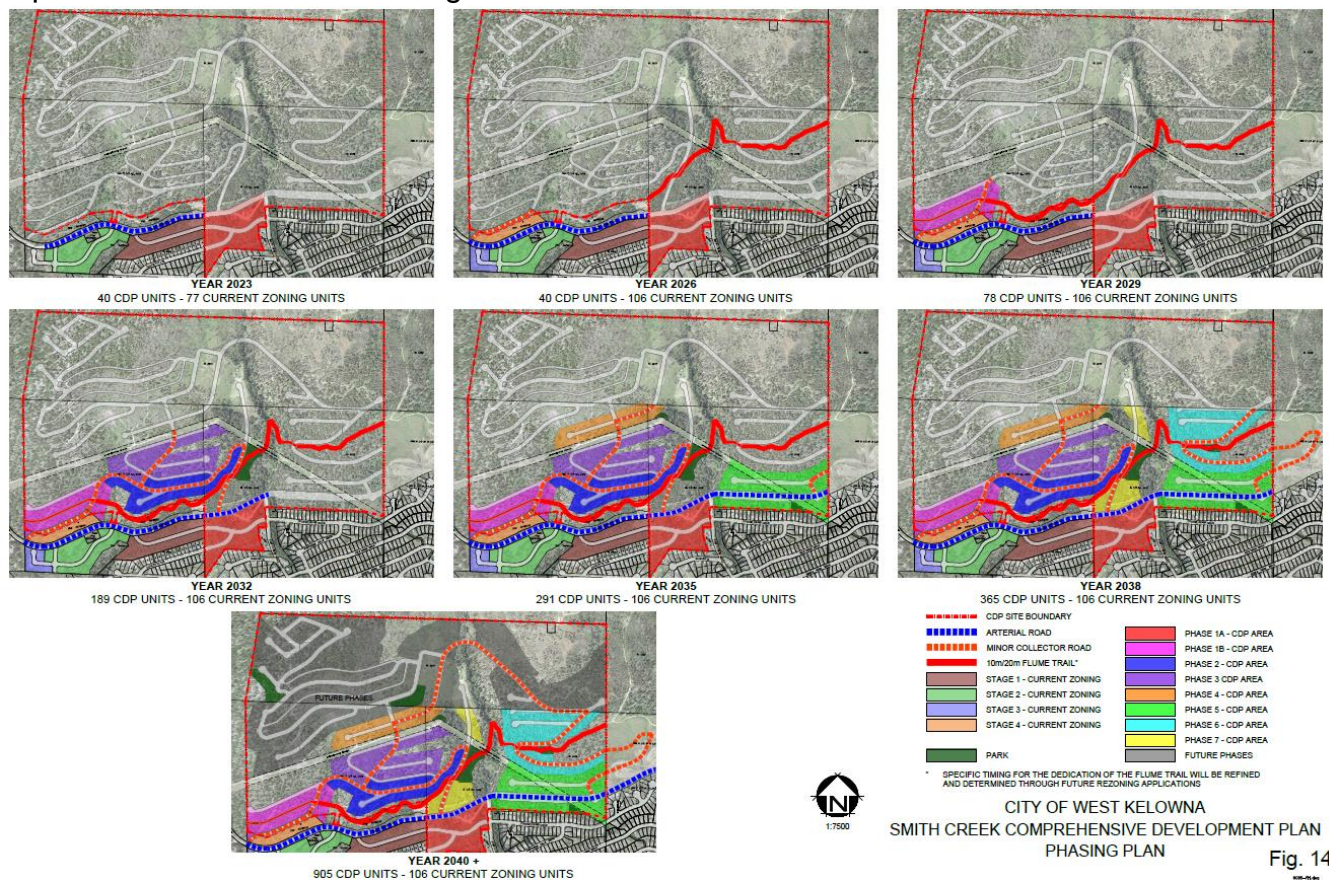
Encourage medium density multiple residential developments at the entrance points of a Neighbourhood, where there is access from collector and arterial roads. Discourage medium and high-density multiple residential development that requires access through existing single-family areas along local roads.

Cluster Housing Zone

It is anticipated that additional discussion and direction regarding a cluster housing zone will be presented to Council as part of future department work planning. The applicant has identified that based on the CDP's Phasing Plan the need for a cluster housing zone would be required by 2038.

Updated Phasing Illustration

At the Public Hearing, questions were raised regarding the detailed phasing of the CDP area. To highlight the anticipated build-out for development lands, road connections and parks areas a revised Phasing Plan has been included:



Summary of CDP Changes

In addition to the responses noted above, since the Public Hearing the applicant has completed several additional amendments to the draft CDP to reflect Council and community comments. These changes include (with corresponding section references):

- S.1.3.1 – Updated consultation section to include a summary of the discussion and comments provided at the public hearing.
- S.3.4.1 – Updated “Neighbourhood Parks” section to include the second park space identified when 2nd reading was re-read.
- Other administrative type changes to ensure the CDP is up-to-date with the changes that occurred when 2nd reading was re-read.

COUNCIL REPORT / RESOLUTION HISTORY

Date	Report Topic / Resolution	Resolution No.
July 21, 2020	Public Hearing Held	N/A
March 24, 2020	THAT Council rescind second reading of City of West Kelowna Official Community Plan Bylaw No. 0100.57, 2020 and re-read a second reading as amended; and THAT Council direct staff to schedule the amendment bylaw for Public Hearing how and when appropriate.	C091/20
February 11, 2020	THAT Council give first and second reading to City of West Kelowna Official Community Plan Bylaw No. 0100.57, 2020; and THAT Council direct staff to schedule the amendment bylaw for Public Hearing.	C047/20

CONCLUSION

The plan area is well suited to accommodate future growth in the City of West Kelowna. The subject lands are strategically located north of the City’s core area and the proposed development can be adequately and sequentially serviced. The proposed land use concepts and development policies are guided by principles of working with the topography of the land, preserving recreational amenities, and protecting natural features.

The developer has been responsive to concerns and input raised by staff, Council, and the community throughout the neighbourhood planning process. The proposed CDP and concurrent OCP Amendment Bylaw reflect this input and outline a policy framework for the future development of the area ensuring areas of concern can adequately be addressed.

Alternate Motion:

1. **THAT** Council postpone consideration of third reading of City of West Kelowna Official Community Plan Amendment Bylaw No.0100.57, 2019.

Should Council postpone consideration of the proposed amendment to the OCP, further direction to staff is required.

REVIEWED BY

Brent Magnan, Planning Manager

Mark Koch, Director of Development Services

Tracey Batten, Deputy CAO/Corporate Officer

APPROVED FOR THE AGENDA BY

Paul Gipps, CAO

Powerpoint: Yes ☒ No ☐

Attachments:

1. Official Community Plan Amendment Bylaw No. 0100.57, 2020
2. Smith Creek Comprehensive Development Plan (August 2020)