

OCP AMENDMENT AND REZONING APPLICATION SUPPLEMENTARY INFORMATION PACKAGE

2295 Shannon Way | City of West Kelowna

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Planning and Development

City of West Kelowna



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CONTENTS

Section 1.0	SITE ANALYSIS	01
	Population and Housing Overview	01
	Recent Developments in Shannon Lake	02
	Site Location and Context	03
	Existing Vegetation and Surrounding Built Environment	04
	Existing Building Massing Context	05
	Topography	06
	Transportation	07
	Servicing	08
	Registered Easement(s), Statutory Right-of-Way(s), and Covenant(s)	08
	OCP and Zoning	09
Section 2.0	DEVELOPMENT RATIONALE	10
	Development Intent and Vision	10
	Development Guiding Principles	10
	OCP Amendment and Rezoning	11
	Conceptual Site Plan	12
	Massing Impact Analysis	13
	Viewshed Impact Analysis	14

PROJECT TEAM

ARCHITECTURAL
DESIGN



PLANNING AND
CIVIL ENGINEERING



Section 1.0

SITE ANALYSIS

POPULATION AND HOUSING OVERVIEW

The subject property is in the City of West Kelowna, north of Highway 97. Figure 1 shows that the site is located in the southwest of the Shannon Lake neighbourhood (blue dashed line).

The City of West Kelowna is a member municipality in the Regional District of Central Okanagan, west of Kelowna and the Okanagan Lake. According to the Statistics Canada 2021 Census, the total population residing in West Kelowna was 36,078 in 2021, representing a 10.5 percent growth between 2016 and 2021. West Kelowna had a median age of 44 and an average age of 43.3 in 2021. Approximately sixty-two percent (62%) of the population was of typical working age (15 to 64), sixteen percent (16%) was of youth age (0 to 14), and twenty-one percent (21%) was of senior age (65 years and over). West Kelowna has younger populations, compared to other municipalities in the region.

The housing density in West Kelowna is relatively low. In 2021, West Kelowna had a total of 13,970 dwellings. Approximately ten percent of the dwellings were constructed between 2016 and 2021. The housing stock was dominated by single-detached houses (68%), followed by less-than-five-storey apartment units (12%), and stacked townhouses/duplexes (9%). The average household size was 2.6 in West Kelowna. Approximately eighty-three percent of the households were homeowners.

Data Source: Statistics Canada, www12.statcan.gc.ca

Figure 1. Community Context

RECENT DEVELOPMENTS IN SHANNON LAKE

Shannon Lake is one of the most sought-after neighbourhoods centrally located in West Kelowna. The neighbourhood features the Shannon Lake Regional Park, elementary and middle schools, the Kinsmen Ball Park facility, an 18-hole golf course, numerous urban forest walking trails, neighbourhood commercial stores, and other amenities.

Shannon Lake is evolving into an inclusive and complete neighbourhood (Figure 2). The majority of the existing housing in Shannon Lake is single-family dwelling. While new single-family subdivisions are getting built, new higher-density townhouse developments were approved in the past two years. Those new developments will diversify the housing stock in the neighbourhood and provide an alternative housing option and lifestyle in Shannon Lake. According to the City of West Kelowna Major Developments Update, a total of 320 townhouse dwelling units were approved in Shannon Lake between 2020 and 2021. Figure 3 illustrates the townhouse projects in the neighbourhood. The sale price of those townhouses is expected to start from \$800 K.

Figure 2. Shannon Lake Neighbourhood Aerial View



Figure 3. Recent Developments in Shannon Lake

SITE LOCATION AND CONTEXT

The size and location of the site present an excellent opportunity for redevelopment. As shown in Figure 4, the site features:

- **Easy transportation accesses**
- **Walking distance to schools, parks, and recreational amenities**
- **Nearby neighbourhood commercial, highway commercial and industrial, retail, restaurants, and grocery stores**

Table 1 below provides an overview of the site.

Municipal Address	2295 Shannon Way, City of West Kelowna
Legal Description	PLAN KAP83204 LOT A DISTRICT LOT 2599 OSOYOOS DIV OF YALE DISTRICT
Size	1.06 ha (2.62 acres)
Zoning	C4 - Service Commercial Zone
OCP Land Use	Commercial
DP Area(s)	Small portions of the lands are within Hillside DPA and Sensitive Terrestrial Ecosystem DPA.
Building(s)	None; Undeveloped; Vacant
Servicing	Adjacent to Municipal Sanitary and Water
Direct Access(es)	Shannon Way
Nearly Intersection (s)	Shannon Lake Road and Shannon Way
Adjacent Land Uses:	
West	<ul style="list-style-type: none">• BC Hydro Westbank Substation;• “Shannon Lake Convenience Store”; and• “Neighbours Pub”
East	<ul style="list-style-type: none">• Cluster of Urban Single-Family Houses
South	<ul style="list-style-type: none">• Green Acres Mobile Home Park
North of the Site and Shannon Way	<ul style="list-style-type: none">• Cluster of Urban Single-Family Houses;• Shannon Lake Trails
Nearby Amenities and Services	<ul style="list-style-type: none">• Kinsmen Athletic Park, approximately 120 m west of the site• Shannon Lake Tennis Courts• Sandstone Park• Shannon Lake Elementary• Shannon Way Park• Shannon Lake Golf Courses• Shannon Lake Regional Park and Trails• Constable Neil Bruce Middle School• Westbank HWY 97 Shopping Centres

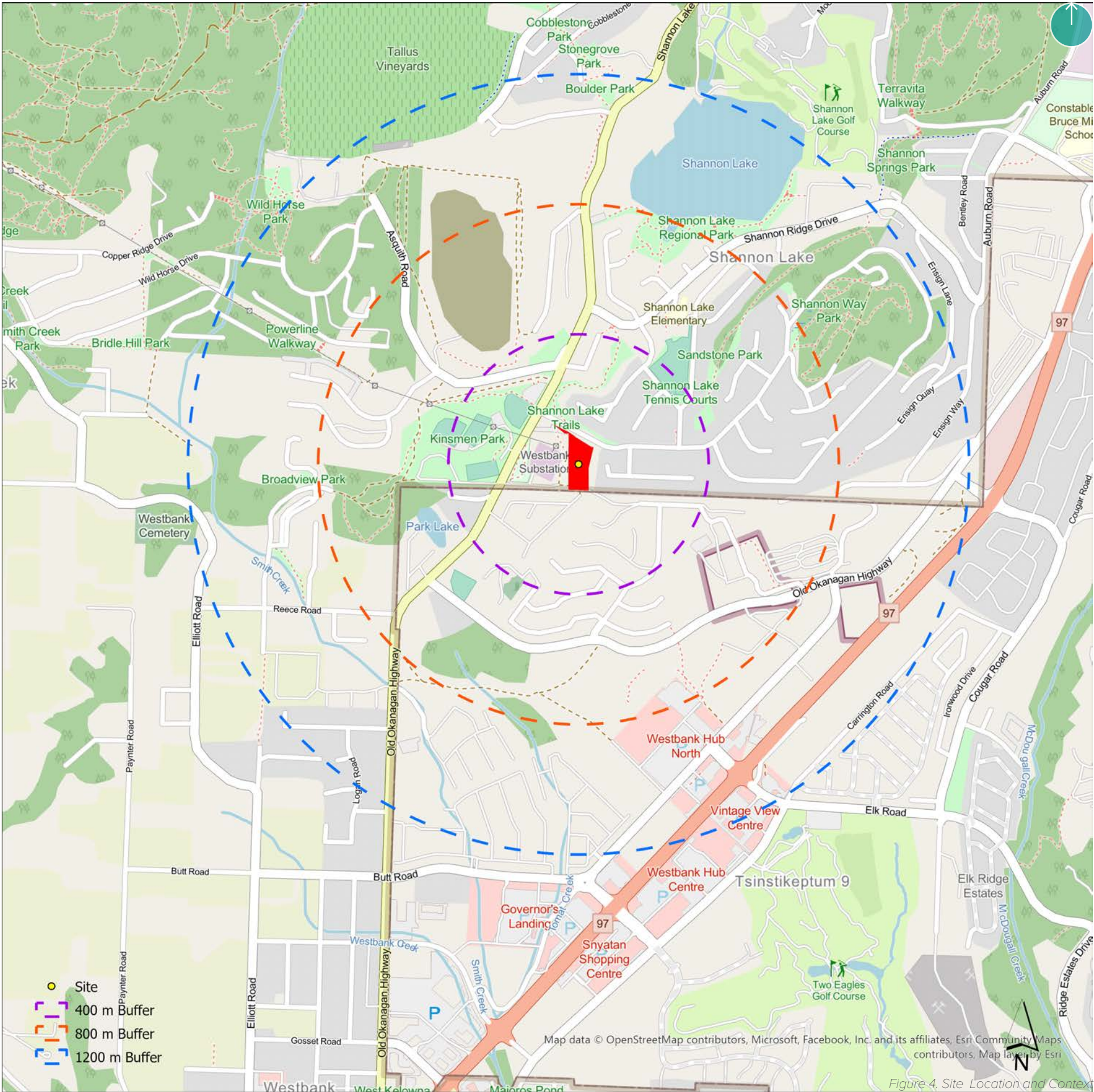


Figure 4. Site Location and Context

Existing Vegetation and Surrounding Built Environment

As shown in Figure 5 and the images below, the site is vacant and undeveloped. A paved driveway connects the subject property to Shannon Way. The site is generally covered by grasses and isolated trees.



Figure 5. Site Aerial Photo (2019). source: West Kelowna open data.



Image Source: Google Earth Street View

Existing Building Massing Context

Figure 6 shows the existing building massing context. The subject property is surrounded by one-to-two-storey single family houses.

Figure 6. Building Context



Topography

As shown in Figure 7, the site is relatively flat, rising gently from west to east. Most of the area is below 20 percent slope. The northeast side of the property rises quite sharply up to adjacent Shannon Way and is over 30 percent slope. The area east of the east property line contains a bank that rises to an established single family residential area, with three lots with homes overlooking the subject property.

Figure 8 is the lidar topography of the site. As shown in the Figure, the elevation of the subject property is significantly lower than the adjacent houses to the east and the houses to the north across Shannon Way.

Figure 9 and Figure 10 illustrate the north-south cross section and the west-east cross section of the ground, respectively. The cross sections show that the site’s ground is much lower than its surrounding residential areas.

Figure 7. Slope Analysis

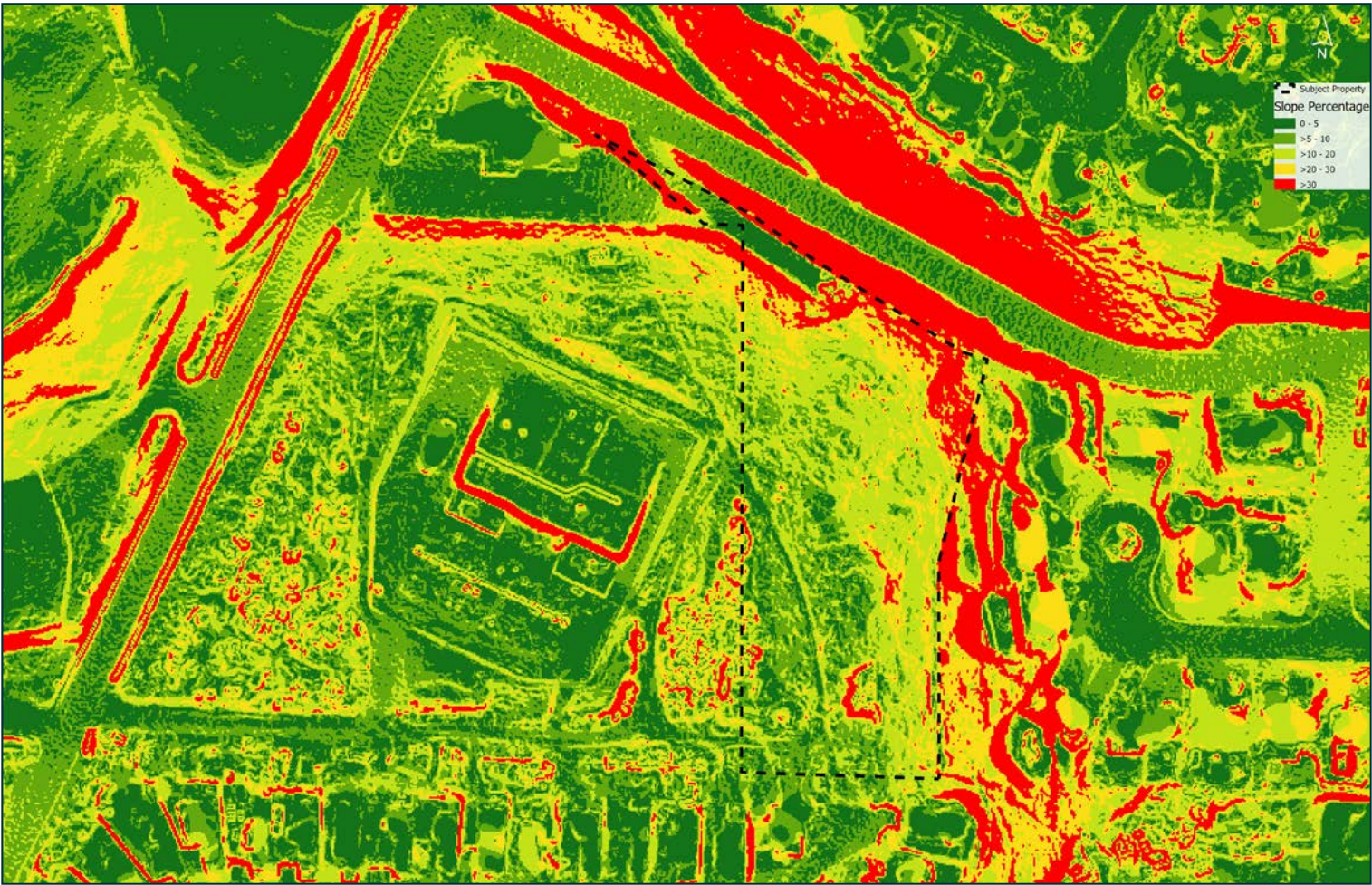


Figure 9. North-South Topography Cross Section

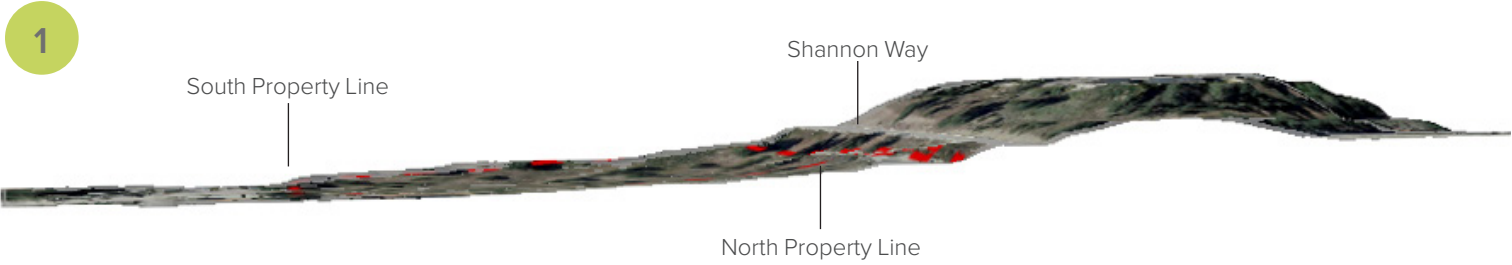
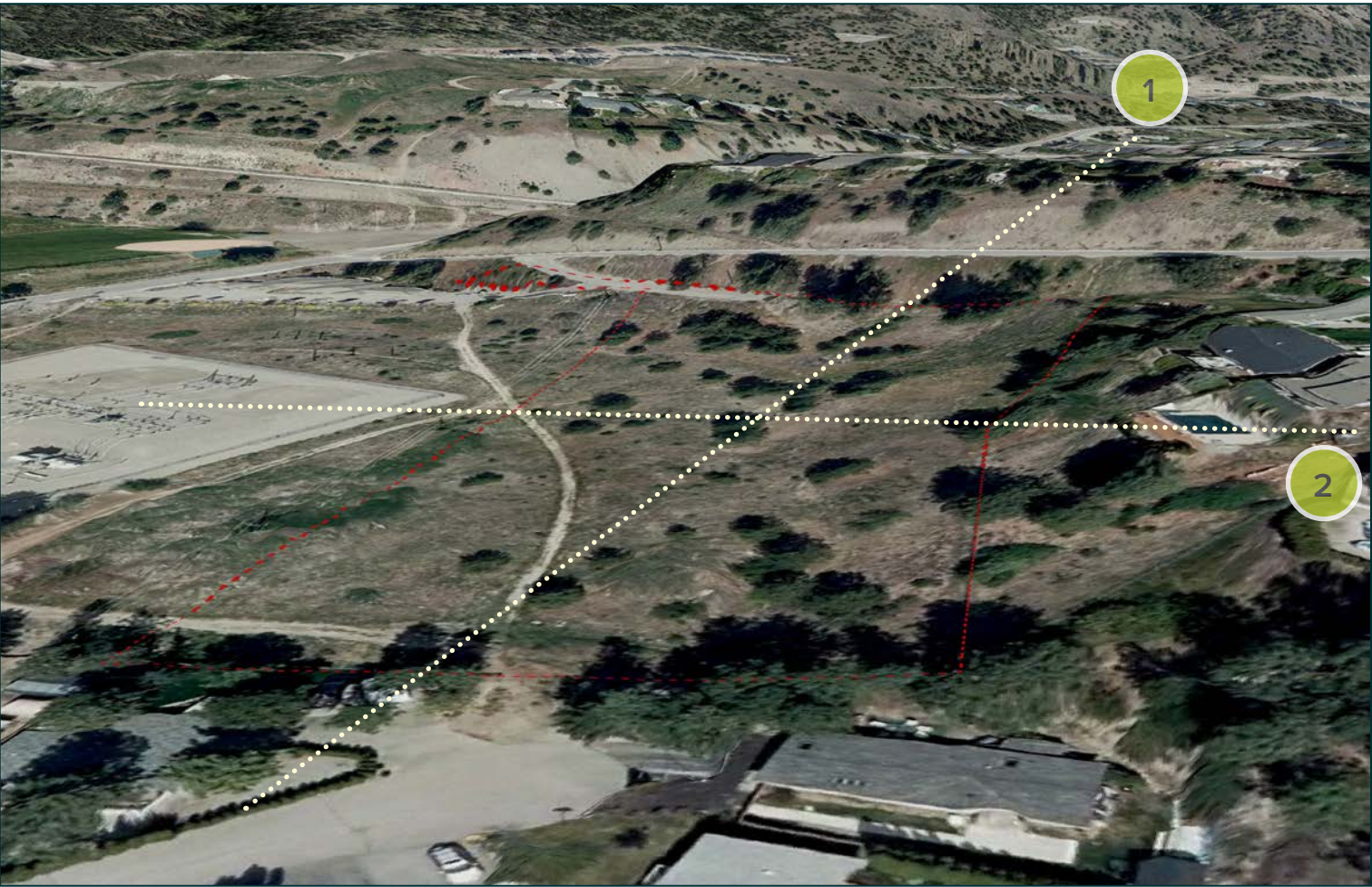


Figure 10. West-East Topography Cross Section



Figure 8. Existing Topography



Transportation

Figure 11 shows the road classifications in the area. Shannon Lake road is a “Rural Arterial” road and Shannon Way is a “Local” road. The Asquith road is north of the site and is classified as an “Urban Collector” road. The City of West Kelowna Transportation Master Plan provides policies and design cross sections for the roads. The subject site is only fronting onto Shannon Way.

Currently, no public transit services are available along Shannon Way. As shown in Figure 12, the closest transit routes and stops are on Old Okanagan Hwy, south of the subject site.



- Rural Arterial
- Urban Collector
- Local

Figure 11. Road Classification

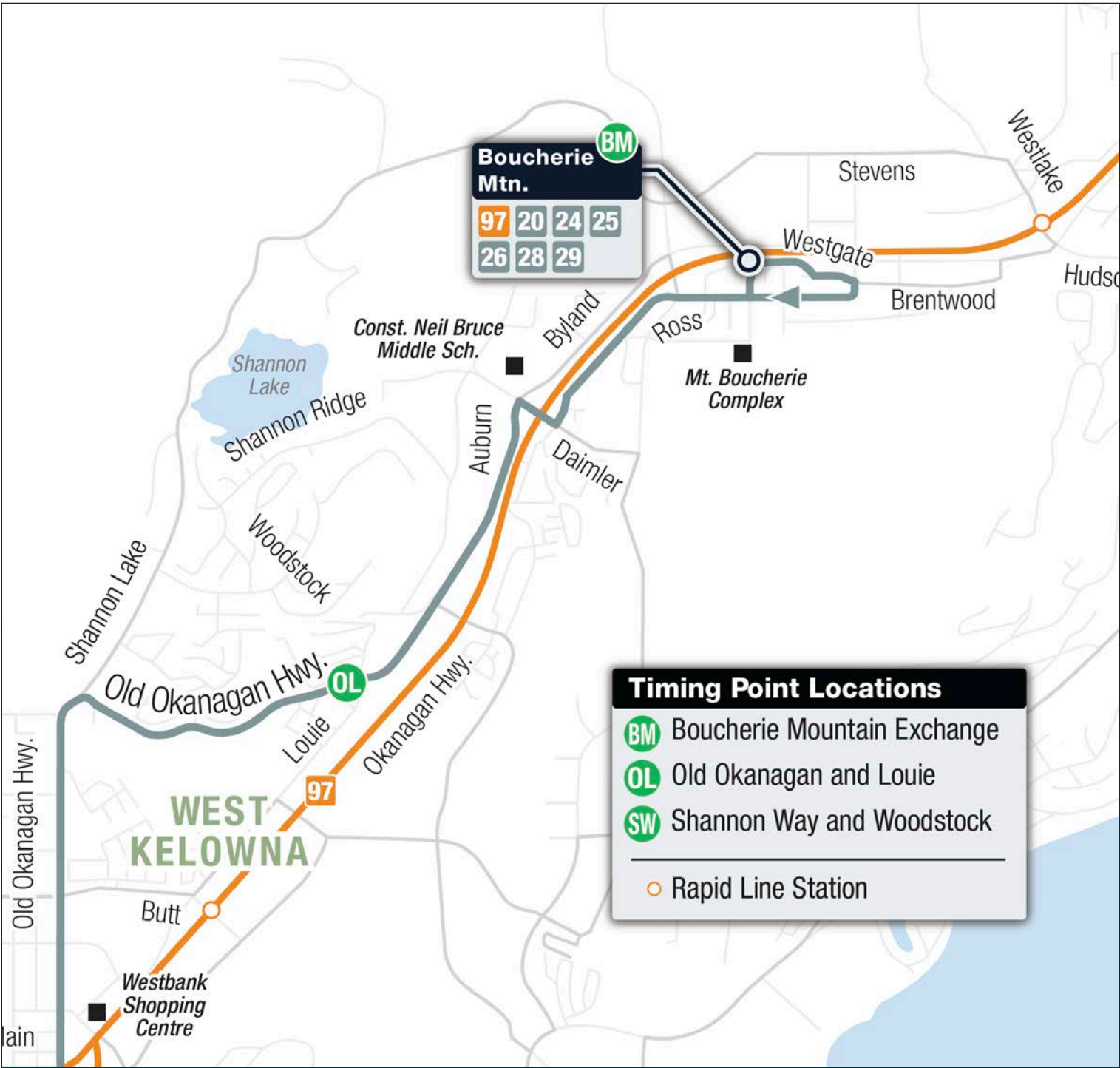


Figure 12. Transit Routes. source: BC Transit, <https://www.bctransit.com/kelowna/schedules-and-maps>

Servicing

Figure 13 below shows the existing servicing lines in the area, including water, sanitary sewage, and stormwater.

Water

Shannon Way has an existing 200mm diameter PVC water main fronting the property with an existing service line and curb stop located at the northwest corner of the subject property. An existing hydrant is located at the northeast corner of the subject property along Shannon Way.

Sanitary Sewer

There are existing 200mm diameter PVC gravity sanitary sewer mains that run along the south and east side of the subject property line which are protected within a statutory right-of-way. The sanitary flow is from east to west.



Figure 13. Existing Servicing Lines

Registered Easement(s), Statutory Right-of-Way(s), and Covenant(s)

The table below lists the relevant registered non-financial charges on the subject property. Figure 14 shows the area and location of the registered easements and statutory right-of-ways on the property.

Table 1. Title Charges

No.	Charge Number	Date Registered	Purpose/Type	Description
1	CA7365355	February 2019	Heavy Vehicle Access prohibition	Prohibits heavy vehicle Site Access, via BC Hydro Easement connecting to Shannon Lake Road
2	CA7365356	February 2019	Use restriction covenant	Covenant states that only commercial indoor storage, RV washing station and contractor services are permitted uses.
3	CA7365357	February 2019	No build covenant	Prevents installation of structures/improvements within 6m of westerly property boundaries
4	CA7365358	February 2019	Infrastructure SRW	Grants the City a SRW at the southwest corner of property to facilitate construction, repair, maintenance (etc) of infrastructure
5	LB19666	February 2007	Access Easement	
6	LB136747	Nov. 2007	Covenant	Requires installation of a planting buffer within a 6m setback area along the westerly property boundary

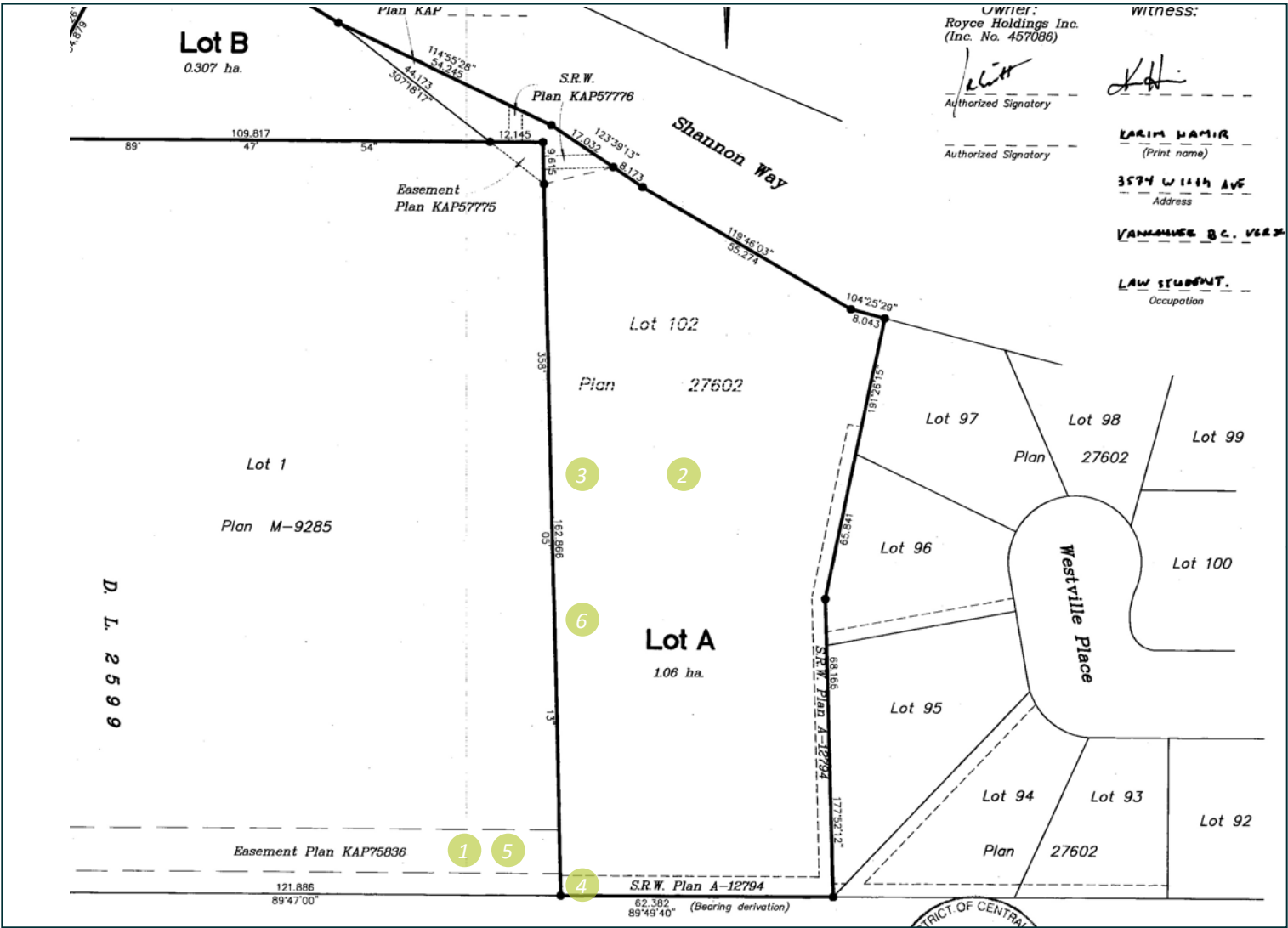


Figure 14. Legal Plan, KAP83204

OCP AND ZONING

Current OCP Future Land Use

According to the City of West Kelowna OCP, the subject property’s future land use is “Commercial” (Figure 15). Adjacent and surrounding land uses include commercial, institutional, parks and natural areas, and single family residential. It should be noted that some large parcels, northeast of the subject site, are designated “Medium Density Multi Family”.

City of West Kelowna OCP 2022

The City of West Kelowna is in the process of updating its OCP. According to the draft land use plan being proposed for the new OCP, the land use for the subject property remains “Commercial.” The “Single Family Residential” was changed to “ Low Density Residential” in the OCP, intended for gentle urban infill.

OCP Development Permit (DP) Area(s)

As shown in Figure 16 and Figure 17, a relatively small area in the north of the subject site is within the OCP’s Sensitive Terrestrial Ecosystem Development Permit Area and the Hillside Development Permit Area.

Hillside Development Permit Area Exemptions

Section 4.3.5 of the OCP outlines conditions where a site may be considered exempt from the Hillside DP Area. As shown in Figure 16, the area of hillsides on the subject site is adjacent to Shannon Way road and is 0.44 acres, approximately 16.8 percent of the total site area. The adjacent parcels to the east are much higher than the hillside area, and future site modifications won’t adversely impact them. Thus, the site may be exempted from the Hillside DP requirements.

Sensitive Terrestrial Ecosystem Development Permit Area Exemptions

Section 4.3.7 of the OCP outlines conditions where a site may be considered exempt from the Sensitive Terrestrial Ecosystem DP Area. As shown in Figure 17, the area of the Sensitive Terrestrial Ecosystem on the subject site is adjacent to Shannon Way road and is 0.54 acres, approximately 20 percent of the total site area. The DP area covers the paved driveway and some isolated tree stands. The DP area does not present any sensitive terrestrial ecosystem values. The adjacent lands to the west and the east also don’t have environmentally sensitive values. Thus, the subject site may be exempted from the Sensitive Terrestrial Ecosystem DP requirements.

Zoning

The current zoning of the property is Service Commercial Zone (C4) (Figure 15). The purpose of C4 is to accommodate vehicular oriented low intensity uses and associated uses. The surrounding zones include Neighbourhood Commercial (C2), Institutional and Assembly (P2), Parks and Open Space (P1), and Single-detached Residential (R1). It should be noted that some large parcels, northeast of the subject site, are zoned Medium Density Multiple Residential (R4) to accommodate multiple residential in medium density housing form.

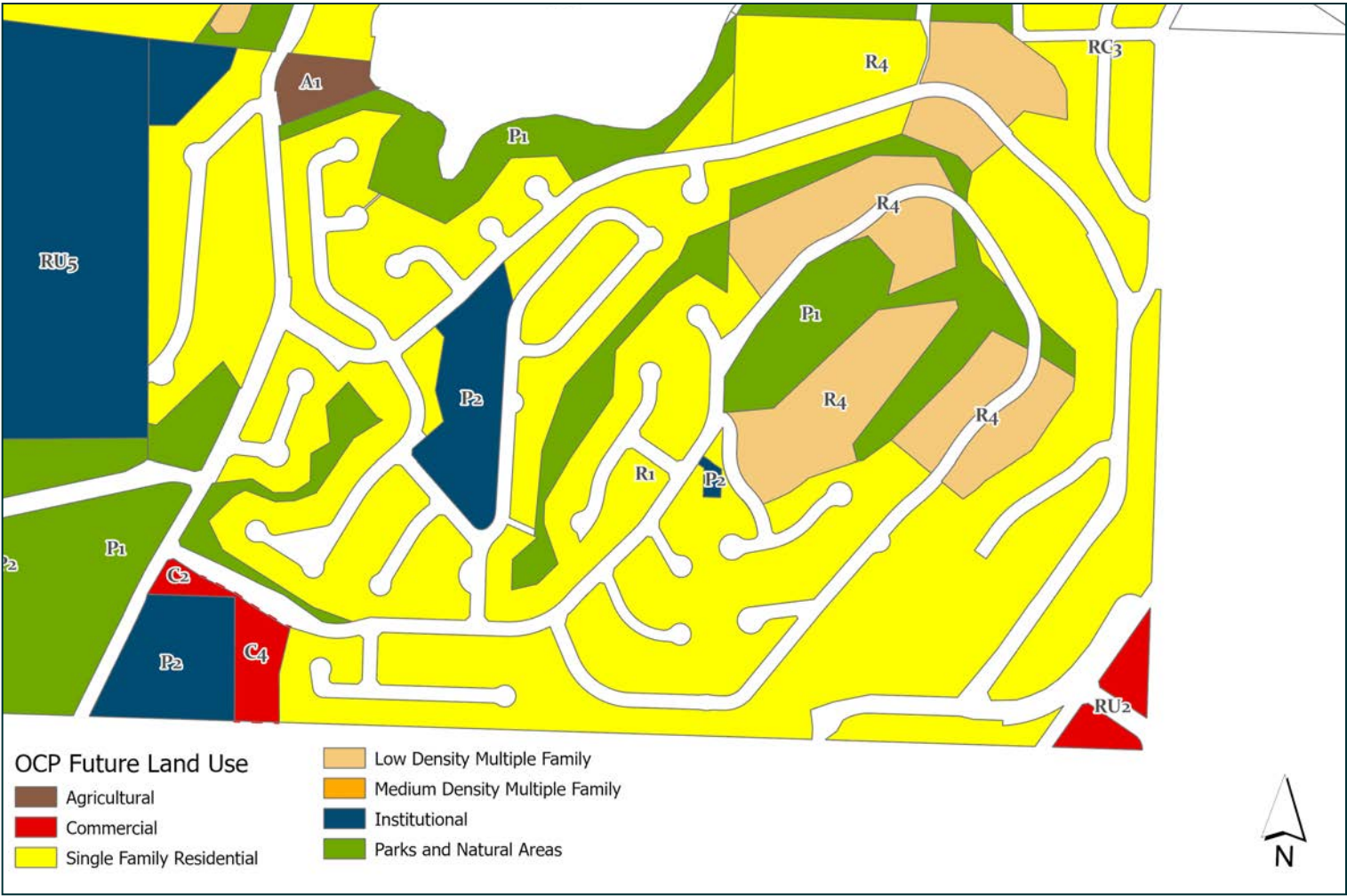


Figure 15. Existing OCP land use and Zoning



Figure 16. Hillside Development Permit Area



Figure 17. Sensitive Terrestrial Ecosystem Development Permit Area

Section 2.0

I DEVELOPMENT RATIONALE

This section provides details on the proposed development including the vision and guiding principles, conceptual site plan, massing and view analysis, and application rationale.

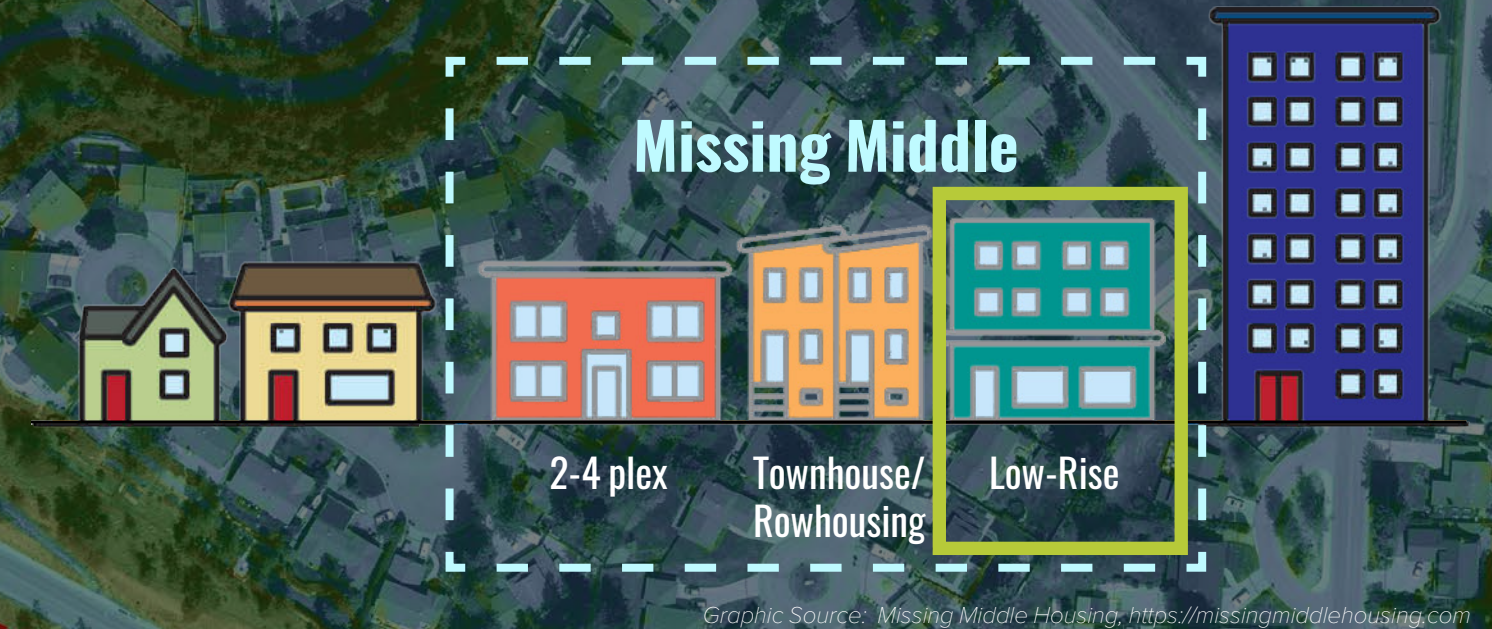
Development Intent and Vision

The location of the site provides limited opportunities for commercial uses due to its proximity to the HWY 97 commercial centres and downtown West Kelowna. However, the property is well positioned for a high-quality and comprehensively designed multi-family residential development that is, first and foremost, complementary to the physical and social environment in the Shannon Lake neighbourhood. The comprehensive site analysis (Section 1.0) resulted in an organic and fluid planning approach centred on achieving a practical balance of land use and density while respecting context and the surrounding environment.

With over 300 plus townhouses being proposed in Shannon Lake over the next few years, new smaller and cheaper condo units are rare in the neighbourhood. The development intent is to build multi-family three-storey apartments with a daycare component. The carefully identified housing product aims to fill the housing gap in Shannon Lake, provide an alternative modern lifestyle at 111a relatively affordable price range for first-time home buyers, young families, and senior/retired people. The proposed three-storey apartment is one of the “Missing Middle Housing” types, which is a sensitive and gentle approach to providing more housing choices in sustainable and walkable neighbourhoods. The designated commercial daycare centre will be placed in one of the buildings and benefit the local residents.

Development Guiding Principles

- 1 Foster a low-impact residential neighbourhood with buildings oriented around interior private roads.
- 2 Minimize the visual impact on the surrounding built environment and ensure a smooth density transition.
- 3 Consider sensitive building massing and avoid having a single large building footprint
- 4 Provide safe and convenient access to adjacent public trails and walkways.
- 5 Minimize the surface parking area.



OCP AMENDMENT AND REZONING

To facilitate the intended development on the subject property, its OCP future land use and zoning need to be changed.

OCP Amendment

It is proposed to amend the site’s OCP future land use from “Commercial” to “Medium Density Multiple Family” (MDMF). The following outlines the rationale for the OCP amendment:

- The subject site is located at the Shannon Lake (rural arterial) and Shannon Way intersection. Policy 3.2.6.10 encourages “medium density multiple family developments at the entrance points of a Neighbourhood, where there is access from collector and arterial roads.
- The proposed OCP amendment meets the purpose of the “Medium Density Multiple Family.” The subject site is within walking distance of community amenities, schools, shops and services.
- The proposed three storey apartment is a supported built form in the MDMF land use.
- As shown in Figure 18, the 2022 OCP Growth Concept identifies a Smith Creek and Shannon Lake Neighbourhood Centre located east of the previously planned commercial site in the Smith Creek CDP and west of Shannon Lake. The neighbourhood centre is anticipated to support medium density residential, including townhomes and 3 to 6 storey apartments. The subject site is approximately 800 metres away from the neighbourhood centre and is located near an existing major intersection (Shannon Lake and Asquith Road). The proposed three-storey apartment land use aligns with the 2022 OCP Growth Concept.
- The proposed apartment residential and daycare commercial use will contribute to addressing community-wide challenges, including housing diversity, affordability, and child care.
- The proposed density is appropriate and will not negatively impact the adjacent land uses. Please see the following pages in this section for more details on the site design and massing and viewshed impact analysis.

Zoning Bylaw Amendment

It is proposed to rezone the site from “C4 - Service Commercial Zone” to “R4 - Medium Density Multiple Residential Zone”. The following outlines the rationale for the zoning amendment:

- The proposed development meets the purpose of the R4 zone, which is to accommodate multiple residential in medium density housing form.
- The proposed three storey apartment and the daycare commercial use are permitted principal uses in the R4 zone.
- The subject site meets the subdivision regulations in the R4 zone, including minimum required parcel area, usable parcel area, and parcel frontage.



Figure 18. Smith Creek and Shannon Lake Neighbourhood Centre

CONCEPTUAL SITE PLAN

Based on the development vision, guiding principles, and the R4 zoning regulations, a conceptual site plan was developed for the proposed multi-family apartments.

As shown in Figure 19, the concept includes three three-storey apartments, some surface parking, internal roads, and landscaping areas. The building’s north-south orientation is to lower the impact on adjacent single-family houses. The daycare component is within the No.1 building and will be one storey in height. The site design is only conceptual and is subject to future changes at the development permit stage.

Residential Components and Density

The three buildings would include a mix of studio, one-bedroom, and two-bedroom units. Each building would have 27 units. The total number of dwelling units is 81, which translates to approximately 30 dwelling units per acre.

R4 Zoning Review

The design concept complies with R4 zoning regulations:

R4 Zone	Required	Proposed (conceptual only)
Maximum FAR	1.0	1.0
Maximum Parcel Coverage	50%	28%
Maximum Building Height	3 storeys	3 storeys
Minimum Building Setback		
Front Parcel	6.0 m	7.5 m
Rear Parcel	7.5 m	7.5 m
Interior Side Parcel	4.5 m	7.5 m
Exterior Side Parcel	6.0 m	7.5 m

Mobility

As shown in Figure 19, the existing egress access will be kept as the site’s main entrance. The existing driveway access at the southwest corner of the property will be served as an alternative access for the development, linking the site to Shannon Lake road through the existing “easement” area in the south side of the BC Hydro site and the “right-of-way” area on the crown land.



Figure 19. Conceptual Site Plan

MASSING IMPACT ANALYSIS

Figures 20 - 23 illustrate the massing model of the proposed development and its relationship to the surrounding context. The development utilizes the unique site topography and the three-storey building height to lower its massing impact on adjacent residential buildings.

Figure 20. Massing Model Context - Looking southeast from Shannon Lake and Shannon Way Intersection



Figure 21. Massing Rendering - Looking Northeast from the BC Hydro Site

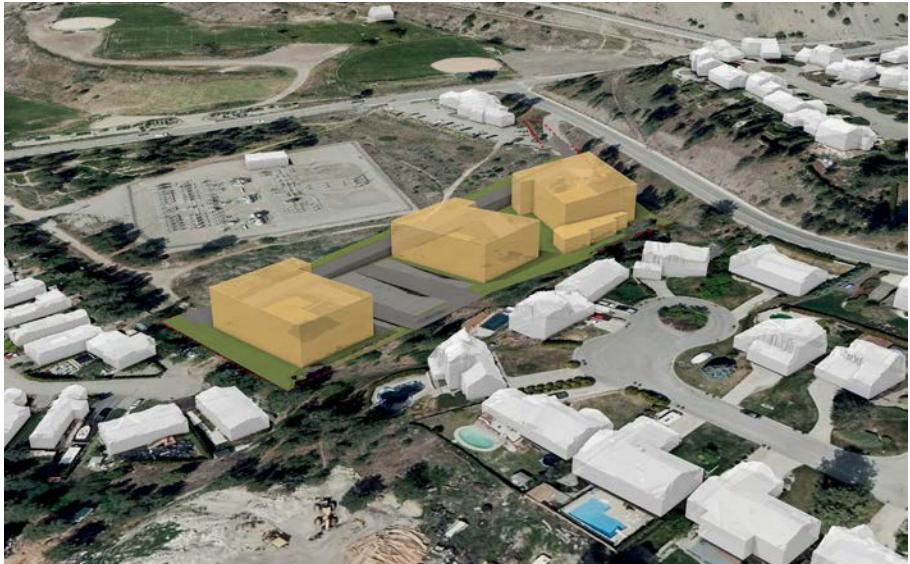


Figure 22. Massing Rendering - Looking Northwest from southeast of the site



Figure 23. Massing Rendering - Looking South from Shannon Way

VIEWSHED IMPACT ANALYSIS

Figures 24 and 25 are cross sections of the proposed development concept. Due to the unique topography of the size, the three-storey building height wouldn't impact or block views of the adjacent single-family houses to the north and the east.

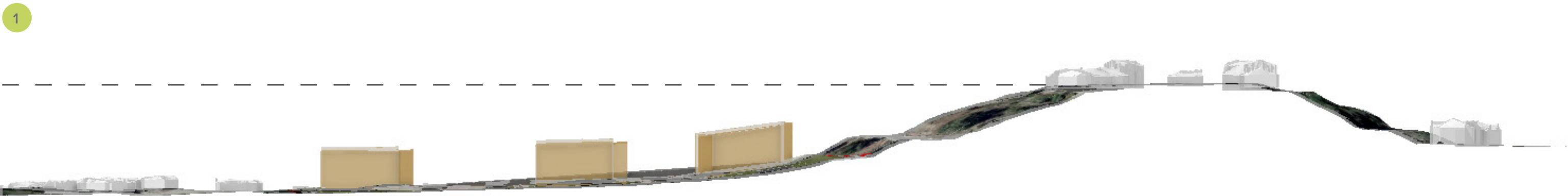


Figure 24. North-South Cross Section



Figure 25. West-East Cross Section

An aerial photograph of a suburban neighborhood. The houses are mostly white with grey roofs. A central area is highlighted with a yellow and green overlay, indicating a development site. The site is bounded by a red dashed line. To the right of the site is a large, empty lot with some trees and a small building. In the bottom right corner, there is a baseball field. The overall scene is a mix of residential and undeveloped land.

THANK YOU

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