

# PROPOSAL SUMMARY: WESTSIDE SCHOOLS ALC NON-FARM USE SCHOOL FOOTPRINT

Application ID: 66985 -Non-Farm Use

## EXECUTIVE SUMMARY:

This is a non-farm use request to the ALC to allow for continued school related uses on a defined portion of two existing West Kelowna school properties located in the ALR. This request defines a non-farm use area on each of the ALR parcels referenced as the *school related footprint* (“school footprint”), which is based on the existing school use footprint and does not propose further impermeable encroachment into the prime agricultural lands, which including the school fields. The request to the ALC is to allow all school related development within this school footprint without any further non-farm use approvals from the ALC for as long as the School District owns the two school properties. The intent of this school non-farm use footprint is to provide certainty for the Ministry of Education during their budget deliberations for school improvement funding requests, and certainty for the ALC that the undeveloped portions of the properties remain available for agricultural purposes in the future.

Property	Proposed School Footprint	Remaining Lands Available for Agricultural Opportunities
Hudson Road Elementary School	3.3 ha	2.5 ha
Shannon Lake Elementary School	1.68 ha	1.2 ha

## WESTSIDE SCHOOL PLANNING BACKGROUND:

With the continued population growth and associated redevelopment of the Greater Westside, school enrolment and demands on the westside schools are increasing and the westside schools are facing significant capacity challenges. In June 2021, the Central Okanagan Public School (SD#23) prepared an updated [Long Range Facility Plan](#) (LRFP). The plan was prepared as a guidance document that provides a broad vision and identifies the need for capital projects throughout the School District. Fundamentally, the LRFP is the School District’s version of an Official Community Plan as it considers:

- Educational and operational program requirements and trends,
- Current and 10 year projection in enrolments, and community demographics,
- Operating capacities, utilization, and condition of existing facilities, including temporary accommodation and/or rental facilities,
- Current and anticipated changes in land use, and
- Future trends or anticipated new initiatives, including both those of the school district and the government, and transportation of students.



Currently there are twelve elementary schools on the westside, and enrolment projections show that all twelve elementary schools are exceeding their operational capacity<sup>1</sup>. The 2021 LRFP recommended a range of action items to address this westside school capacity crisis, which are illustrated in the table below.

### Westside Area Recommendations

Recommendation	Timeline
Complete a catchment area review to address emergent issues and to revise elementary, middle and secondary school catchment areas for the opening of the new Westside Secondary School to distribute the population more evenly.	Fall 2021
Construct addition to Shannon Lake Elementary*	Target opening by Fall 2026
Construct addition to Hudson Road Elementary*	Target opening by Fall 2026
Construct a Secondary School on the Westside*	Target opening by Fall 2025
Construct new Elementary/Middle School on Smith Creek Property*	Target opening by Fall 2027
Catchment Area Review - Westside Middle Schools	Fall after approval of Smith Creek Middle
Acquire Land for new School within the Goat's Peak area*	Target acquisition by Fall 2025
Catchment Area Review - Westside Elementary	Fall after approval of Goat's Peak Elementary

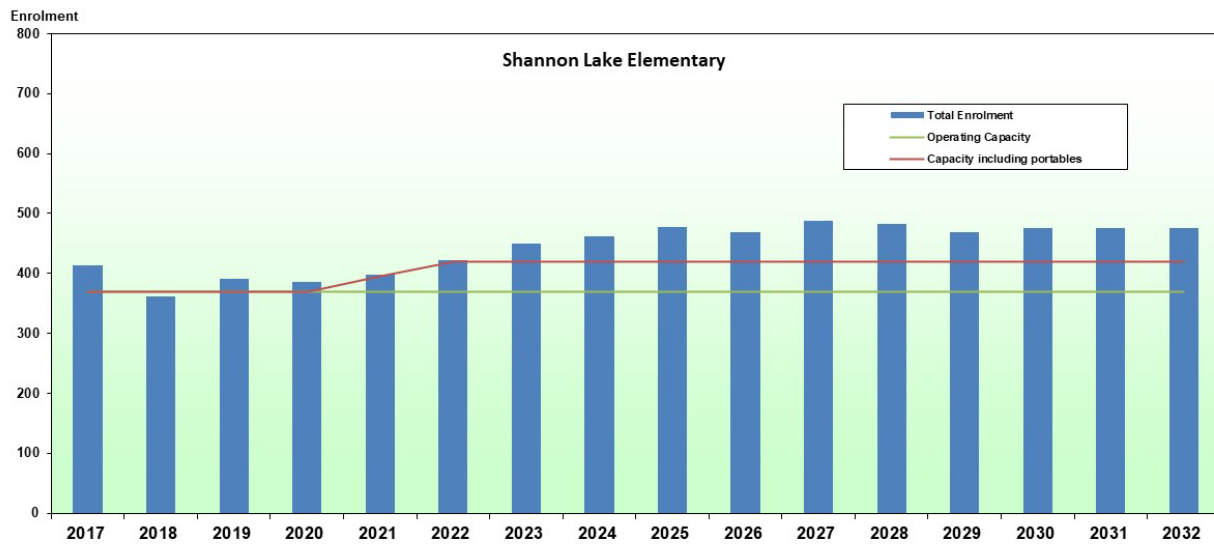
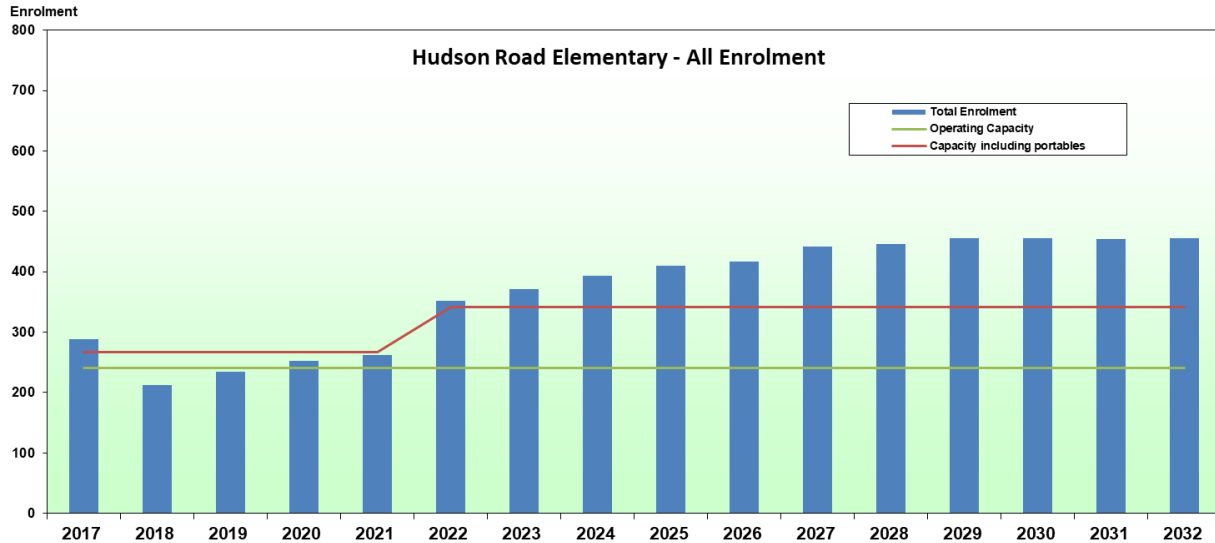
\*Subject to Government funding approvals

<sup>1</sup> The LRFP confirms that there is a capacity challenge for the middle schools and high school as well, however, this proposal focused on the elementary school challenge.

# PROPOSAL SUMMARY: WESTSIDE SCHOOLS ALC NON-FARM USE SCHOOL FOOTPRINT

Application ID: 66985 -Non-Farm Use

Since the LRFP was released in 2021, the School District has completed a Westside catchment boundary adjustment and is currently in the process of demolishing one of the elementary school and constructing a high school on the site, and has repurposed a closed school, used as a recreation facility, back into an elementary school<sup>2</sup> to help distribute the students. While catchment boundary adjustments and existing school conversions by the School District have helped redistribute the students throughout the westside, the new School District enrollment projections show that most of the elementary schools will continue to operate beyond their facility capacities<sup>3</sup>, and the expansion of Hudson Road Elementary School and Shannon Lake Elementary School have been identified as priority projects within the District. As illustrated in the charts below, even with additional temporary portables, the two schools cannot accommodate the student enrollment demands (note: the below enrolment projections reflect the school capacities after the catchment boundary adjustments).



<sup>2</sup> Webber Road Community Centre

<sup>3</sup> The School District prepares annual enrollment projections for each school. These projections are based on the population projections, existing land uses, residential development projects underway and the City's proposed growth management plan. Enrollment projects for all Westside Elementary Schools is available should the ALC wish to review these projections.

## **PROPOSAL SUMMARY: WESTSIDE SCHOOLS ALC NON-FARM USE SCHOOL FOOTPRINT**

Application ID: 66985 -Non-Farm Use

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### **BACKGROUND ON SUBJECT PROPERTIES:**

The two subject properties have been used for institutional uses for 20 to 50 years. Hudson Road Elementary School was built in 1974 and has been operating continuously as an elementary school since that date. Shannon Lake Elementary School, which was approved by the Commission and built in 1993, has been operating continuously as an elementary school since that date.

In 2019, the School District requested that the ALC exclude three existing West Kelowna school sites from the ALR, including the two subject properties<sup>4</sup>. The Commissioners denied the School District's request to exclude the school properties; however, given the properties' current and previous institutional use, the Executive Committee approved a non-farm use to add portables to accommodate the growing number of students in the neighbourhood catchment area, and upgrade or improve general elementary school site amenities on the properties for the 2019/2020 school year.

The School District appreciates that the ALC has since delegated authority to the ALC's CEO to consider non-farm use applications to place portables on an existing school site; however, as illustrated in the enrolment projection charts above, even with the placement of temporary portables, the two schools will exceed their operational capacity.

In their 2019 decision, the ALC Executive Committee acknowledged that the parcels are bordered on all sides by non-ALR residential development and are currently utilized for institutional uses. Despite this, the Executive Committee found that the two school sites had prime agricultural capability, are relatively large with only a portion of the parcels covered in institutional uses, and therefore, the parcels could serve an agricultural purpose in the future, such as providing opportunities for smaller scale urban market gardens.

### **CURRENT PROPOSAL:**

Based on the decision and associated findings by the ALC, the School District has been working to find a way to solve the continued critical educational capacity challenges they are facing, while still protecting the opportunities for agriculture on the two subject properties in the future.

The *school related footprint* proposal for the ALC's consideration is based on a review of the ALC's findings and historical decisions for the properties, the ALC policies and Ministry of Agriculture Best Practices documents, and discussion with the agricultural planners in the Okanagan.

### **School Related Footprint**

While working to ensure protection of the identified prime agricultural lands and address the critical school capacity challenges, the idea of a school footprint (or school homeplate) was developed. The proposed *school related footprint* ('*school footprint*') concept was adapted from the ALC's residential footprint model<sup>5</sup>, which is intended to limit housing's physical impact on the viable agricultural remainder<sup>6</sup>. The School District is proposing that the Commissioners consider a non-farm use for continued school uses within the existing footprint of the school uses, called the *school footprint*, generally illustrated in the attached School Footprint Maps. The proposed *school footprint* area is based on the existing school related uses on the site and does not propose further impermeable encroachment into the prime agricultural lands. Further details on the subject properties and the school footprint are illustrated below.

The non-farm use request for the Commission's consideration is to allow for all School District related uses, including but not limited to changes/additions to school related buildings and structures, playgrounds, parking areas and driveways within the *school footprint* area. The General Elementary School Site Amenities document included as part of the ALC Decision #348/2019 would be the guiding document for the definition of "school district related uses" (attached). Any proposed non-farm uses outside of the school footprint, except

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<sup>4</sup> ALC File: 57814, decision resolution #348/2019

<sup>5</sup> Also referenced historically as the residential home plate.

<sup>6</sup> NARU Application [Policy L-26](#): The total residential footprint, meaning the portion of a property used for the principal residence, the additional residence(s), and the accessory residential facilities (e.g. yard, driveway, servicing, etc.), should maintain a viable agricultural remainder and should not unnecessarily infringe upon the productive farming area of the property.

**PROPOSAL SUMMARY: WESTSIDE SCHOOLS ALC NON-FARM USE SCHOOL FOOTPRINT**

*Application ID: 66985 -Non-Farm Use*

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for maintenance of the school fields and landscaping, would continue to require application approval by the ALC as per the *ALC Act* and regulations. The School District requests that the school related non-farm use within the *school related footprint* be approved for as long as the properties are owned and operated by the School District.

As noted throughout the LRFP, any School District capital project is contingent on receiving funding from the Ministry of Education. Each year, the School District submits their funding requests for multiple capital projects based on the Long Range Facility Plan and updated enrolment projections. Currently, the School District reaches out to the ALC, through the ALR Non-Farm Use Application process, each time a funding request is submitted to the Ministry of Education for a capital project on ALR Lands, no matter the size or likelihood of funding success.

This blanket non-farm use approval within the *school footprint* will allow the School District to adapt to the educational capacity challenges in the community quicker, as a non-farm use application typically takes 12 months to process. In addition, having the ALC *school footprint* approval for these two properties, is anticipated to increase the chances that the Ministry of Education will approve funding for the capital project, as they will have more certainty that the project will proceed. And finally, the School District feels that by creating a school footprint, this would provide certainty for the ALC that the undeveloped portions of the properties will remain available for agricultural purposes in the future.

The School Related Footprint details are outlined on the following pages.

**PROPOSAL SUMMARY: WESTSIDE SCHOOLS ALC NON-FARM USE SCHOOL FOOTPRINT**

Application ID: 66985 -Non-Farm Use

**SCHOOL RELATED FOOTPRINT AND PROPERTY DETAILS:**

Property	Proposed School Footprint	Remaining ALR Lands Available for Agricultural Opportunities
Hudson Road Elementary School	3.3 ha (2.3 ha excluding the steep slopes)	2.5 ha (43%)
Shannon Lake Elementary School	1.68 ha	1.22 ha (42%)

**Hudson Road Elementary School:**

- **Parcel Identifier (PID):** 010-346-961
- **Legal Description:** Lot 45, District Lot 506, Osoyoos Division Yale District, Plan 5381
- **Civic:** 1221 Hudson Road, West Kelowna, BC
- **Property Area:** 7.9 ha (5.8 ha located in the ALR)
- **OCP Land Use /Zoning:** Institutional Land Use /P2 Institutional and Assembly zoned.

The subject property has been used for institutional uses as Hudson Road Elementary School for over 40 years. The school was constructed in 1974 and has been operating continuously as an elementary school since that date. In 2022, the ALC approved a 0.2 hectare non-farm use to allow a child care facility in the northeast corner of the Hudson Road Elementary School property<sup>7</sup>. This project has been tendered out and construction is tentatively scheduled for spring 2023. This area has not been included in the proposed *school footprint*.

**Surrounding Land Uses:**

- North: Commercial – Sonic Car Wash
- East: Residential / single family homes
- South: Regional Park – Mt. Boucherie
- West: Residential / single family homes



Proposed Hudson Road Elementary School "school related footprint" shown in yellow.

**Proposed School Related Footprint:**

The proposed approximately 3.3 hectare *school footprint* includes the steep slopes behind the school, the existing school structures, parking, playground, and drive aisles. The existing retaining walls on the northern boundary of the footprint were utilized as the school footprint boundary. The proposed school footprint leaves approximately 42% of the undeveloped ALR lands, the school fields, available for agricultural purposes. The steep slopes behind the school adjacent to the public park were included as part the footprint. These lands are not intended for school development, but due to slope and location, they were included in the footprint rather than leaving them as a fragment piece. Without this unusable hillside area, the proposed school footprint is 2.3 ha in size.

<sup>7</sup> ALC File: 62767, decision resolution #203/2022.



## **PROPOSAL SUMMARY: WESTSIDE SCHOOLS ALC NON-FARM USE SCHOOL FOOTPRINT**

Application ID: 66985 -Non-Farm Use

### **Shannon Lake Elementary School:**

- Parcel Identifier (PID): 004-771-133
- Legal Description: Plan KAP27602 Lot 111, DL 2599 ODYD, except Plan 32367
- Civic: 3044 Sandstone Drive, West Kelowna, BC
- Property Area: 2.89 ha (entirely within in the ALR)
- OCP Land Use /Zoning: Institutional Land Use /P2 Institutional and Assembly zoned.

The property has been owned and operated by the School District as an elementary school since 1974.



### **Surround Land Use:**

Surrounded by residential in the established Shannon Lake residential neighbourhood.

### **Proposed School Footprint:**

The approximately 1.6 hectare proposed *school footprint* covers the established school, portables, playground, parking, and drive aisles. The existing tennis courts, operated by the City of West Kelowna, have not been included in this footprint. The proposed School Footprint leaves approximately 42% of the undeveloped ALR lands, the school fields, available for agricultural purposes.



Proposed Shannon Lake Elementary School "school related footprint" shown in yellow.