



# CITY OF WEST KELOWNA

Infill Housing Strategy November 2024



**The City of West Kelowna is gathered on the Traditional Territory of  
the Syilx/Okanagan Peoples.**

## EXECUTIVE SUMMARY

The City of West Kelowna's<sup>1</sup> population has increased by 20 per cent over the last decade and is anticipated to grow an average of 1.5 per cent every year until 2050. Situated in Canada's fastest growing Census Metropolitan Area (CMA), conservative projections predict that West Kelowna will gain an additional 12,000 new residents in the next 20 years.<sup>2</sup> West Kelowna's population is also aging, with individuals 55 and older accounting for about 39 per cent of residents. To accommodate growth and support resident's diverse and evolving needs, West Kelowna will need to add several thousand homes to its housing supply in the coming decades. Infill housing, which is typically ground-oriented and intended to "fit" within existing neighbourhoods without significantly changing its character or appearance, is one way to create new housing options in West Kelowna.

On May 21, 2024, West Kelowna Council adopted Zoning Bylaw amendments that incorporate required provincial regulations under Bill 44 - *The Housing Statutes Residential Development Amendment Act*. To respond to the requirements of the legislation, Council approved changes to the Zoning Bylaw aimed at permitting up to a maximum

of four housing units of Small-Scale Multi-Unit Housing on many existing single family residential lots throughout West Kelowna. This means that, in addition to single-detached homes, duplexes with secondary suites and/or carriage houses can be built on many lots. Townhouses can also be built on certain lots in the RP1 and RC2 Zones.

Following the Bill 44 amendments, the West Kelowna Infill Housing Strategy ("the Infill Strategy") represents one initiative by the City to proactively manage and plan for West Kelowna's housing needs. The Infill Strategy supports the goals of the City's Official Community Plan, aligns with Council's Strategic Priorities, and works in tandem with other local and regional plans to understand and address constraints to infill housing implementation and guide growth to areas of the city where infill is best suited.

The Infill Strategy was made possible with funding from the [UBCM Complete Communities Program](#) and aims to guide infill development to create more complete communities. The phrase 'complete communities' refers to communities, or areas within a community, that provide a diversity of housing to meet resident needs and accommodate people at all stages

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<sup>1</sup> For the purposes of this report, 'The City of West Kelowna,' 'West Kelowna,' and 'The City' are used interchangeably to refer to the same municipal entity.

<sup>2</sup> West Kelowna Official Community Plan

of life, and provide a wider range of employment opportunities, amenities, and services within walking distance of home.

The Infill Strategy provides a variety of actions to support infill housing development with implementation tools, resource requirements, responsibilities, and timelines. The Infill Strategy is informed by a Complete Communities Assessment, which uses geospatial mapping to analyze location characteristics and relationships between housing, transportation, daily needs and infrastructure data to gain insights into strengths, opportunities, and constraints for future growth and a more ‘complete’ community. The assessment used a variety of analysis methods to look at the community through these four lenses: housing, daily needs, transportation, and infrastructure (**Figure 1**). Using the spatial analysis, the assessment has identified areas in which higher concentrations of infill housing would create new complete communities or make the communities more complete.

The mapping visualizations produced by the Complete Communities analysis are a novel way to understand the community and develop new actions and priorities for accommodating growth. While some of the maps produced may show results that, on their own, are obvious to those familiar with the community, it is the combination of maps, the overlaying of information, the visualization of future scenarios, and the combination of all of these results that produce new information and new insight.

The Infill Strategy is a new foundation for supporting West Kelowna’s growing population, addressing the gaps and needs identified in the City’s 2022 Housing Needs Assessment, Housing Strategy, and aligning with the Growth Concept developed through the Official Community Plan Update through achievable action.



Figure 1. Complete Community Lenses

## What Have We Learned?

Community engagement results throughout the Infill Strategy Project highlighted several key priorities for infill housing development:

- **Infill housing supports smart growth:** There is general appreciation that infill housing can reduce urban sprawl, make more efficient use of infrastructure, keep property taxes lower (when compared to suburban expansion) and support the addition of new and improved amenities within the City.
- **Infill housing and equitable access to public transit and pedestrian infrastructure:** The City must consider parking demands, increased traffic flows, and need for improved pedestrian infrastructure with the addition of increased housing density. The expansion of West Kelowna's transit network and frequency of service as well as locating infill housing near existing transit services were highlighted as two potential avenues to alleviate parking demands and ensure safe and equitable access to public transit.
- **Infill housing to support West Kelowna's housing needs:** Infill housing in existing neighbourhoods is a source of housing supply to satisfy growing housing demand in a variety of housing types. By planning anticipated growth, the City may be better positioned for future housing demand and may improve housing diversity and attainability for residents in the future.
- **Diverse tenure options:** The most common forms of tenure are homeownership and renting. As demand for infill housing increases, there are signs that these limited existing tenure options and financing mechanisms are not meeting the needs of West Kelowna residents. Responding to the unique housing needs in West Kelowna requires pursuing a range of tenure options for lower-income families. Further work is needed to identify tenure options that could facilitate and encourage the development and approval of more diverse housing typologies in West Kelowna.

- **Infill housing design matters:** Careful infill housing design can achieve land use optimization while offering more housing opportunities without changing neighbourhood character and feel.
- **Aligned Community Plans:** Aligning the West Kelowna Official Community Plan and Zoning Bylaw to support higher density infill housing in amenity-rich neighbourhoods and creating flexible zones for infill housing will ensure strategic growth.
- **Infrastructure growth management needs to follow a proactive approach:** Particularly in areas where infill housing is expected to develop, it is important to align infrastructure requirements with actual need.
- **Infill design guidelines:** Developing comprehensive infill design guidelines specifically for owners and developers can streamline infill housing projects in West Kelowna, while ensuring quality design.
- **Diverse infill housing options:** Infill housing can take the form of a variety of housing types, including duplexes, fourplexes, tiny homes, and multi-generational living on larger lots.
- **Infill housing is one piece of the puzzle:** Infill Housing is only one component of creating a complete community. The availability and proximity of public amenities (schools, hospitals, Recreational spaces) that are close enough to walk to, and a well-connected street network can meet residents' needs for daily living throughout a lifetime.



# CONTENTS

PROJECT OVERVIEW .....	12
INFILL HOUSING.....	16
COMMUNITY COMPLETENESS IN WEST KELOWNA.....	24
COMMUNITY CONTEXT .....	27
COMPLETE COMMUNITY ASSESSMENT: FOUR LENSES.....	35
INFILL HOUSING SCENARIO TESTING .....	56
INFILL STRATEGY: GOALS, PRIORITIES, AND ACTIONS.....	61
APPENDIX A – GEOSPATIAL METHODOLOGY AND SUPPLEMENTARY MAPS.....	80
APPENDIX B INFILL HOUSING STRATEGY WHAT WE LEARNED SUMMARY .....	96

# FIGURES

Figure 1. Complete Community Lenses.....	4
Figure 2. Gentle Density Housing Forms.....	19
Figure 3. UBCM Complete Communities Characteristics.....	24
Figure 4. UBCM Complete Communities Walkshed.....	25
Figure 5. Current Housing Typology Mix (2021).....	27
Figure 6. Projected Housing Typology (2040) .....	27
Figure 7. City of West Kelowna Neighbourhoods .....	36
Figure 8. Existing Housing Density.....	39
Figure 9. Existing Housing Diversity (Entropy).....	41
Figure 10. Daily Needs Lens .....	42
Figure 11. Transportation Connectivity.....	43
Figure 12. Infrastructure Readiness .....	45
Figure 13. Likelihood of Redevelopment at a Parcel Level.....	49
Figure 14. Highest Likelihood of Redevelopment .....	50
Figure 15. Daily Needs and Likelihood of Redevelopment.....	51
Figure 16. Daily Needs, Housing Density, and Likelihood of Redevelopment .....	52
Figure 17. Transportation and Likelihood of Redevelopment.....	53
Figure 18. Infrastructure Readiness and Likelihood of Redevelopment.....	54
Figure 19. 10 Year Low Growth and 20 Year Low Growth Scenarios .....	58
Figure 20. 10 Year High Growth and 20 Year High Growth Scenarios.....	59
Figure 21. Daily Needs – Childcare Facilities.....	85
Figure 22. Daily Needs - Educational Facilities.....	86
Figure 23. Daily Needs – Community Parks .....	87
Figure 24. Daily Needs - Healthcare Facilities.....	88
Figure 25. Transportation Lens - Proximity to Transit.....	90
Figure 26. Transportation Lens - Proximity to Sidewalk.....	91
Figure 27. Proximity to Cycling Infrastructure.....	92
Figure 28. Distance to Arterial Roads.....	93
Figure 29. Transportation Network Density .....	94

## TABLES

Table 1. Infrastructure Capacity Constraints.....	46
Table 2. 10 and 20 Year High and Low Growth Housing Unit Scenarios .....	57
Table 3 Housing Mix Category and Actual Use Code .....	81
Table 4. Housing Entropy Index Score by Neighbourhood.....	81
Table 5 Likelihood of Redevelopment Categories for Scoring .....	82
Table 6. Mean Likelihood of Redevelopment Score by Neighbourhood .....	83
Table 7. Daily Needs Indicator Weighting.....	84
Table 8. Transportation Indicator Scoring .....	89



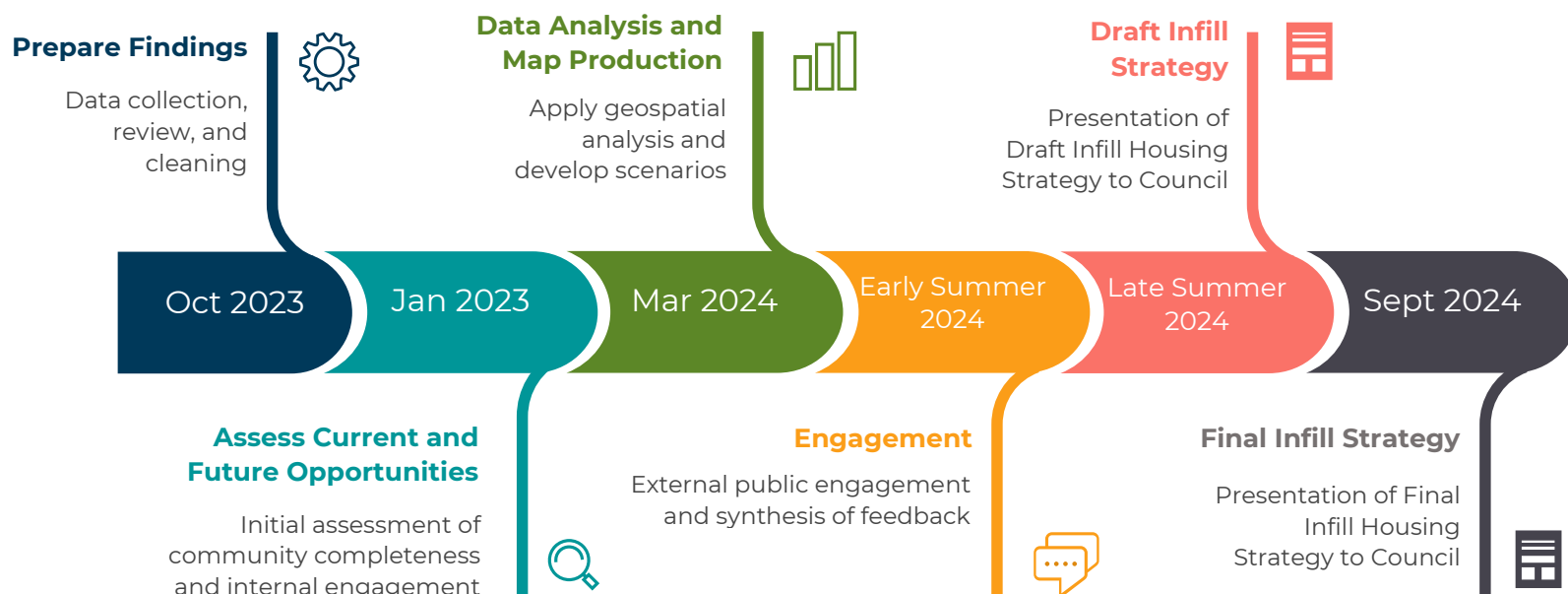
**PROJECT  
OVERVIEW**

# PROJECT OVERVIEW

## Project Background

On June 16, 2023, following Council’s direction, the City of West Kelowna applied for grant funding from the Union of BC Municipalities (UBCM) under the Complete Communities program to create an Infill Housing Strategy based on four lenses - housing, daily needs, transportation, and infrastructure - to identify actions that align with City defined community goals. In October 2023, the City of West Kelowna embarked on the first stage of the Infill Strategy. The project was organized into several key stages including data collection, review and cleaning; assessment of current and future opportunities and internal staff engagement; application of geospatial mapping and housing scenario development; map production; and internal and external public engagement. The introduction of Bill 44 - *Housing Statutes (Residential Development) Amendment Act, 2023*, which was enacted midstream in the development of the Infill Strategy necessitated several adjustments to the strategy to align with the new provincial requirements and housing targets (more information included in Community Context section).

## Project Timeline



## Engagement Methods

### *Internal Engagement*

During the development of the Infill Housing Strategy, the project team engaged with City of West Kelowna staff in various departments including Planning, Engineering, GIS, and Building. These meetings acted as an exercise in “sense-making” which required engagement with various staff departments to create a complete picture of opportunities and constraints for integrating infill housing. Internal meetings with West Kelowna staff provided a platform for sharing insights, discussing challenges, and brainstorming solutions, and enhancing the quality of decision-making.

### *External Engagement*

The project team also engaged with the public using both online and in-person engagement (detailed engagement results are included in **Appendix B**). The external public engagement period took place from June 24<sup>th</sup> to July 15<sup>th</sup> and included an online and paper survey as well as webpage content. Informational and interactive poster boards were also placed at the entrance of City Hall during the engagement period. The poster boards content included:

- Explanation of infill housing and the West Kelowna Infill Housing Strategy;
- Information on the Complete Communities Assessment;
- Information on West Kelowna’s housing affordability, current housing mix, and planned housing mix, and,
- Overview of *Housing Statutes (Residential Development) Amendment Act, 2023 – Bill 44* and how it relates to this Strategy.

Engagement through the survey sought to gather feedback from the public on several infill housing considerations such as:

- What the public hopes infill housing will achieve in West Kelowna;
- Ways to successfully integrate infill housing in West Kelowna neighbourhoods;
- What types of infill housing people wish to see in different areas of the city;
- Important considerations for infill housing form and character; and,
- How to overcome barriers to infill housing development.

## *Survey Engagement Results*

A total of 272 survey responses were received. Engagement results from the survey and the interactive displays highlighted several key priorities for infill housing development:

- Respondents appreciate and strongly recognize that infill housing can reduce urban sprawl, make more efficient use of infrastructure, keep property tax lower (when compared to suburban expansion) and support the addition of new and improved amenities within the City of West Kelowna. There is strong support for compact growth to avoid the need to expand the City outwards.
- Respondents appear to appreciate the need for additional housing types and densities to support West Kelowna's housing needs and encourage more multi-residential development over single-detached, however there is concern over how infill housing will integrate into existing neighbourhoods.
- While support for increased density is widespread, respondents do not like the idea of larger building sizes, increased height, or designs that break from what is traditionally found in existing neighbourhoods.
- While existing large lots throughout West Kelowna present an opportune way to facilitate infill through subdivision, respondents offered mixed opinions towards this strategy.
- Respondents stressed the importance of creating infill housing near existing transit services and amenities in West Kelowna but withheld strong support for the location of fourplexes and similar types of infill throughout the City. Respondents indicated that fourplexes were preferred in areas close to amenities and/or transit.
- Many respondents highlighted concerns with parking and traffic flows with the addition of increased housing density. The expansion of West Kelowna's transit network and frequency of service was highlighted as a potential avenue to alleviate parking demands and ensure safe and equitable access to public transit.
- Finally, respondents highlighted the need for the City to consider infrastructure demands and community amenity needs resulting from the addition of infill housing including water, sewer, parks, sidewalks, bike lanes, schools, and hospitals.

Detailed descriptions of survey questions and responses are contained in the Infill Housing Strategy What We Learned Report which can be found in **Appendix B**. The actions identified in later sections of this Infill Strategy incorporate the results of the survey and public feedback.

# INFILL HOUSING



## INFILL HOUSING

### What is Infill Housing?

Both 'infill' and 'infill housing' are broad terms; 'infill' refers to development in established areas of the community that can be serviced with the existing sewer, water, and road networks. 'Infill housing' encompasses a variety of high and low-density housing forms, whether on vacant lots or replacing existing structures. In other words, infill adds new housing in existing neighbourhoods without the need for new infrastructure.

Infill housing offers several benefits without significantly altering a neighbourhood's character. It diversifies housing options, enhances walkability, and fosters community completeness. Moreover, infill development is often more environmentally sustainable and cost-effective than suburban expansion by using existing infrastructure. Servicing new development at the edge of a city is considerably more expensive: infill development located in existing neighbourhoods can be tax-revenue positive, whereas new development at the periphery of the City requires tax subsidies over the long term.

Increased demand for infill housing in many areas of British Columbia is being driven by rising housing costs. Infill housing becomes more desirable as it divides land costs amongst multiple housing units, rather than just one, and can result in more financially attainable housing. Recent changes to provincial legislation that require zoning permissions for infill housing throughout the Province show a pressing need to accommodate this new demand.

For the purpose of this Infill Strategy, 'infill housing' includes 'ground-oriented' development of three or fewer stories. This type of development involves replacing a detached house on a



Example of infill housing (fourplex) in Kelowna



single lot with multiple units, often termed a 'house plex.' Each new unit features an exterior-facing, ground-floor front door and does not share hallways or entrances with other units. Infill can, for example, range from the addition of a secondary suite to the replacement of an existing house with a house plex.

### Why is Infill Housing Important for West Kelowna?

Infill housing is important for meeting West Kelowna's goals of providing an increased supply of diverse housing options in existing developed areas close to amenities, employment, and transportation alternatives (relative to suburban development). Infill housing is also critical for implementing the vision of the Official Community Plan and Housing Strategy by densifying neighbourhood centres. While density and form will vary based on zoning, lot size, and neighbourhood context, infill housing creates opportunities for community revitalization by bringing housing closer to jobs, protecting natural areas, using existing infrastructure and resources to redevelop sites, all while also providing appropriate and affordable housing choices for residents.

Infill housing is also being used as a tool to help supplement homeowners with additional income and help house additional residents in the community, through the addition of secondary suites and carriage homes. Importantly, the development of infill housing is only one of numerous initiatives to improve the housing system in West Kelowna.

### Factors of Success

The broad goal for the West Kelowna Infill Strategy has been to identify neighbourhoods best suited for infill housing, inform new policies and actions, and identify refinements to existing regulations that will support more infill housing. Underlying that is a need to ensure new policy remains sensitive to the West Kelowna context while meaningfully resulting in new infill development. New policy must also respond to provincial and federal contexts which are increasing expectations and requirements that municipalities take legitimate measures to increase housing supply and diversity.

Some of the key factors for the successful integration of infill housing in West Kelowna include:

- Setting clear expectations for building form and character
- Providing multiple opportunities for diversity of housing and tenure
- Complementing existing neighbourhood character while gently integrating additional housing density
- Ongoing consideration of water, sewer, and storm network capacity and condition
- Consideration of subdivision and servicing requirements
- Providing guidance for landscaping and urban trees
- Ensuring ongoing accommodation of street operations and streetscapes (such as garbage collection, tree and boulevard maintenance)
- Effective on-site and on-street parking management
- Interdepartmental coordination for effective proactive growth management

These factors are discussed in more detail below.

### *Form and Character*

Design guidelines, usually incorporated into an Official Community Plan, maintain standards for neighbourhood form and character. Ensuring housing development is sensitive to the surrounding uses and the surrounding form and character of an area is of critical importance to West Kelowna. Given that infill housing development takes place within existing built neighbourhoods, form and character of infill housing are two significant considerations for ensuring contextually appropriate intensification. Infill housing form and character can be shaped through various elements such as landscaping, building materials, building scale and massing, building articulation, etc.

### *Housing Diversity and Tenure*

West Kelowna's housing supply should serve the diverse needs of its population including various housing diversities and tenures. Housing diversity can be viewed as the variety of different housing forms (e.g. single-detached, duplexes, townhouses, multi-unit buildings, etc.). Housing tenure refers to the arrangements under which a household occupies all or part of a housing unit (e.g. ownership, rental, cooperative). Providing a wide variety of housing options, including differences in diversity and tenure, allows West Kelowna to support people with various lifestyles, social and financial status, and at all stages of life. A wide variety of housing types should not be discouraged and can add to the vibrancy and character of a neighbourhood.

## Gentle Density

Infill housing is intended to complement existing neighbourhood character while also gently integrating additional housing density (**Figure 2**). Infill housing form and density can vary from single detached dwellings, secondary suites, carriage houses, smaller lot sizes and duplexes. Existing low-density residential<sup>3</sup> policies within the OCP encourage sensitive densification through infill development that promotes a more efficient use of land and infrastructure.

In addition to increasing housing options in existing single-detached neighbourhoods, it is important that West Kelowna consider options for higher-density housing forms beyond the required units in infill areas subject to provincial legislation introduced in November 2023.



Figure 2. Gentle Density Housing Forms

Image Source: Small Housing BC

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<sup>3</sup> Low Density Residential land use designation applies across many neighbourhoods in West Kelowna. The designation provides for a range of ground-oriented housing with flexibility in lot size, width and typology to accommodate a mix of housing options.

## Utility and Servicing

### Water and Sewer Network Capacity and Condition

Infill development may not be financially feasible for developers if the municipal sewer and water system cannot accommodate the proposed development. During pre-construction permit phases for projects with 3 or more homes, developers will complete a civil servicing study to assess sewer and water needs (including fire flows) to service the new development.

If municipal infrastructure cannot accommodate the new development or requires major upgrades (due to aging infrastructure), then an infill development may become financially unfeasible. To encourage infill development, West Kelowna is working towards updating information about the City's network capacity and considering the need for prioritizing replacement and upgrading of infrastructure in infill areas through the development of new water and sewer master plans, expected to be underway at the end of 2024.



### Subdivision and Servicing

The City of West Kelowna must consider how the existing Works and Services Bylaw deters or supports infill development. The City is actively working towards:

- Confirming that water and service size requirements align with what is needed to service the development. This is particularly important for new housing (such as duplexes with suites or carriage homes) in existing low-density residential areas where original service connections were designed only for single detached homes.
- Developing standards for stormwater management, particularly on smaller lots where parcel coverage could be high and result in increased run-off compared to pre-infill development. Given some areas of West Kelowna do not have stormwater pipes and others do, it will be important to accommodate varying standards for stormwater management. On-site stormwater management can take up a considerable amount of space, which can make infill development less feasible on small parcels.
- Confirming what level of service is expected for off-site works and frontage improvements.



*Image Source: Aerial photo of West Kelowna's Glenrosa neighbourhood*

### *Landscaping, Urban Trees, and FireSmart Principles*

The loss of urban trees is a common concern when infill development is proposed. West Kelowna can support the retention of trees through building design regulations or other regulatory measures, such as tree protection bylaws or landscaping requirements in the City's Zoning Bylaw. The City is working to ensure that policies intended to protect trees do not have a negative impact on housing or on development approval processes.

Further, wildfire is an ever-present threat to communities across the Okanagan. Reducing wildfire hazard involves a multi-layered approach that includes education, community prevention activities, as well as subdivision design, and building and landscape design that include FireSmart principles.

### *Street Operations and Streetscapes*

Infill development requires considerations for municipal street operations, such as garbage/recycling services, snow removal, on-street parking, and infrastructure in boulevards. Some considerations include:

- Requiring on-site parking can limit the feasibility of infill development, however, it can also be challenging to accommodate street parking in areas with snow.
- Lower density residential areas with garbage and recycling pick-up may need to consider larger, shared bins to avoid multiple bins cluttering the street or posing challenges for operational staff and/or equipment.
- Ensure regulations limit driveway width to provide adequate space for snow storage and avoid frontage areas becoming driveways, which can negatively impact the streetscape and feel of a neighbourhood.
- Consider infrastructure needs in boulevards, including both underground (sewer, water, hydro, etc.) and above ground (hydro kiosks, etc.).

### *On-Site and On-Street Parking Management*

Another critical consideration in the development of infill housing in West Kelowna is parking. Infill housing often occurs in densely populated urban areas where available space is at a premium. This limited space can make it challenging to provide adequate parking for new residents without compromising on other aspects of the infill development. Providing parking in infill developments can also be expensive, particularly if space is limited and developers must utilize innovative or space-saving solutions. These costs may ultimately be passed on to residents.



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<sup>4</sup> Frequent transit service means transit service runs at least every 15 minutes in both directions throughout the day and into the evening, every day of the week.

Parking requirements in specific zones have been amended to better support infill housing as a result of provincial legislation, however, still require significant parking to be provided on site. The City has limited public transportation and no frequent transit service.<sup>4</sup> There are also neighbourhoods in the City where on-street parking is impractical due to snow removal requirements and the reduced width of the constructed road standard.

It is important that existing parking regulations outlined in the City's Zoning Bylaw are aligned with planning policies for increasing housing density in the form of infill housing. Impending changes to provincial legislation affecting off-street parking requirements in proximity to transit may also impact parking demands for infill housing in the future.

### *Interdepartmental Coordination*

Interdepartmental coordination will be essential for integrating infill housing into West Kelowna approval processes as it ensures a comprehensive, efficient, and community-supported approach to development. Coordination helps in addressing various challenges associated with infill development including development approvals, utility servicing, transportation requirements.



**COMMUNITY COMPLETENESS  
IN WEST KELOWNA**

## COMMUNITY COMPLETENESS IN WEST KELOWNA

An essential component of the development of the West Kelowna Infill Housing Strategy included a review of the current state of completeness within West Kelowna using a Complete Community Assessment (Figure 3). This included a review of West Kelowna’s neighbourhoods and their capacity or appropriateness to support a wider variety of infill housing types to expand the availability and diversity of rental and ownership housing in the city. An understanding of community completeness aids in informing suitability for infill housing development that will supply the community with a diversity of housing options.

### UBCM Complete Communities Program

The Complete Communities program, administered by the Union of British Columbia Municipalities (UBCM) on behalf of the Province, is intended to support local governments and modern Treaty First Nations to enhance their ability to make evidence-based land use planning decisions through assessments of their current community completeness. Assessment involves analysis and identification of strengths, opportunities, constraints, and potential actions that align with identified community goals and support creating more complete communities. The Infill Housing Strategy is made possible with funding from the UBCM Complete Communities program.

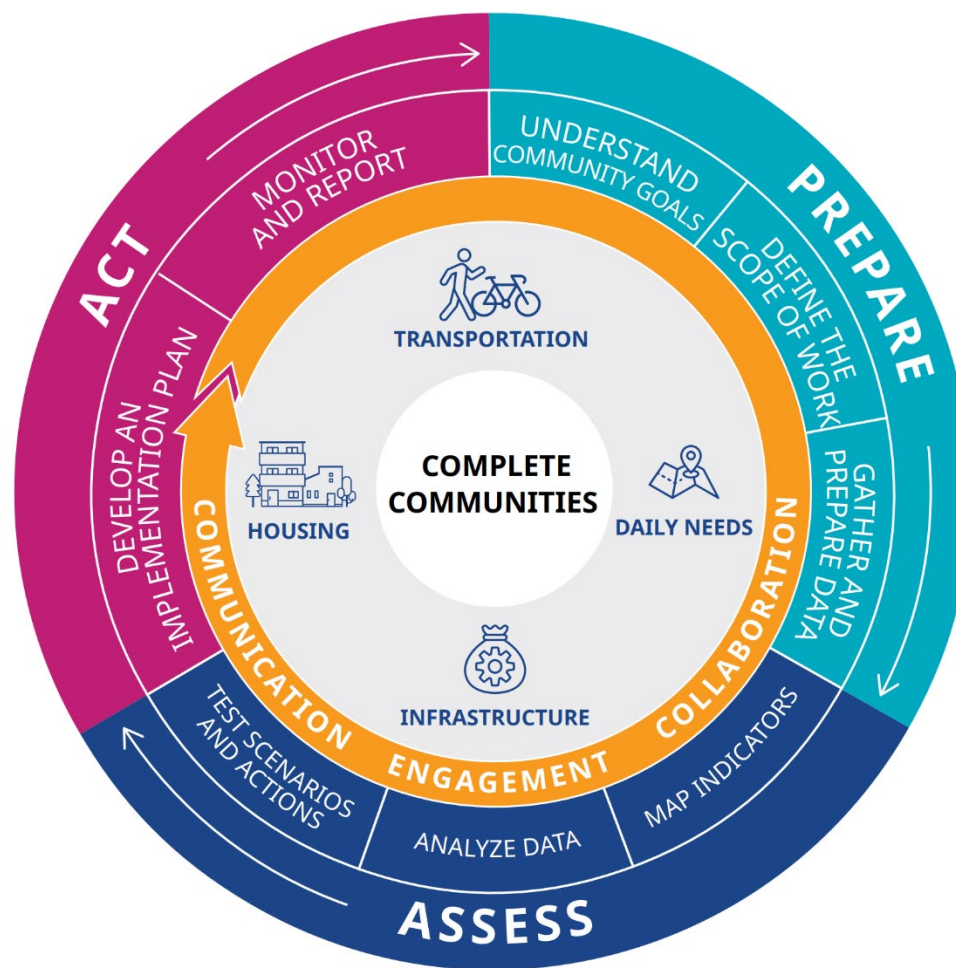


Figure 3. UBCM Complete Communities Characteristics

## DEFINING COMMUNITY COMPLETENESS

Complete communities provide a diversity of housing to meet identified community needs, accommodate people at all stages of life, and provide a wider range of employment opportunities, amenities, and services within a 15–20-minute walking distance of homes. Creating more complete communities can support a range of identified community goals and offer many interrelated benefits, including more housing and transportation options, increased walkability, accessibility, age-friendliness, and equity, greater efficiency with servicing and infrastructure, environmental sustainability, and preservation of the natural environment by reducing sprawl.

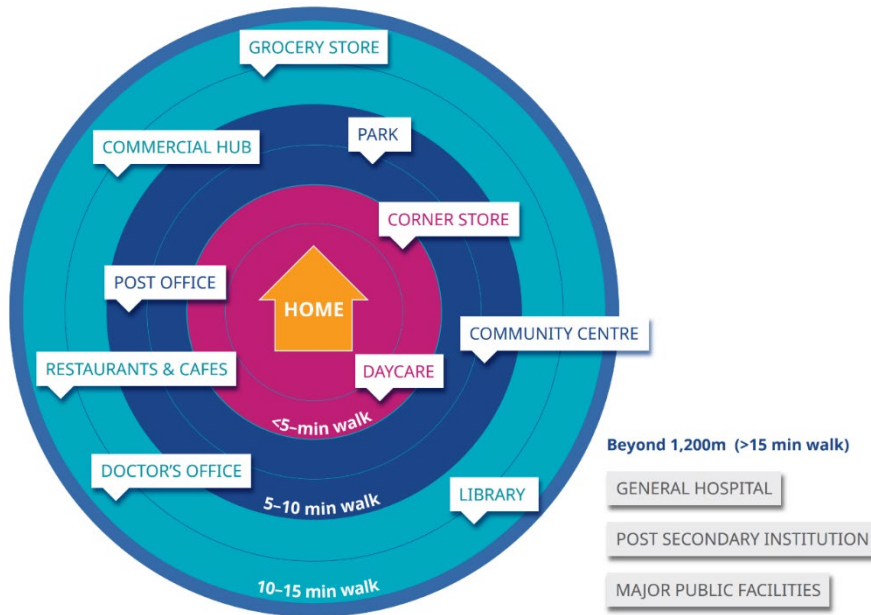


Figure 4. UBCM Complete Communities Walkshed

Living close to daily necessities is not only convenient but can also enhance quality of life and well-being. As the population of older adults grows in many communities across the province, the concept of aging in place has gained increasing attention. Studies have shown that older adults living in areas with abundant amenities are more likely to stay socially connected and active, which can lead to health benefits and potentially longer lives.<sup>5</sup>

However, not all destinations need to be within walking distance for every resident. The aim of creating more complete communities is to ensure that a greater number of daily needs are within a 5- to 15-minute walk. Larger destinations, such as post-secondary institutions, sports arenas, or hospitals, often serve broader areas (Figure 4).

<sup>5</sup> Bowling A, Stafford M. How do objective and subjective assessments of neighbourhood influence social and physical functioning in older age? Findings from a British survey of aging. *Soc Sci Med.* 64(12):2533–49.

# COMMUNITY CONTEXT



## COMMUNITY CONTEXT

Between 2021 and 2040, West Kelowna is projected to experience demand for approximately 5,383 additional dwelling units, or 299 new units per year. In 2021, there were 2,902 residential units in various stages of development in West Kelowna; accordingly, to meet projected demand at least 2,481 additional units should be provided. Over the next five years, the city's housing target is 2,266 net-new housing units, as mandated by the provincial government. The City has numerous planning initiatives already underway to ensure that housing supply is on track with projected housing demands.

Infill housing in existing neighbourhoods is a source of housing supply to satisfy growing housing demand in a variety of housing types and tenures. By over planning anticipated growth, the City may be better positioned for future housing demand and may improve housing diversity and attainability for residents in the future. Depicted in **Figure 5** below, West Kelowna's Official Community Plan identifies that the City's housing mix in 2021 consisted of approximately 72% single-detached dwellings. Over time, as property owners choose to develop other types of housing in the form of apartments, townhouses, duplex dwellings etc., the proportion of single-detached housing is expected to shrink to 52% (**Figure 6**). These projections were based on the Growth Concept in the Official Community Plan which did not account for infill housing in changing housing typologies. Infill housing can contribute to an even larger shift in housing typologies outside of the projections as seen in Figures 5 and 6.

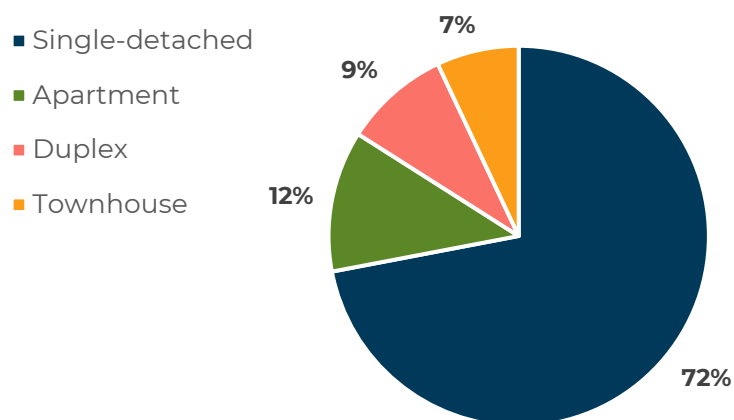


Figure 5. Current Housing Typology Mix (2021)

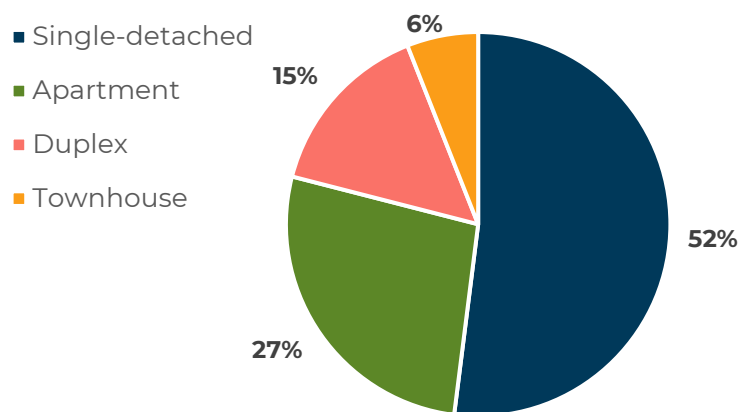
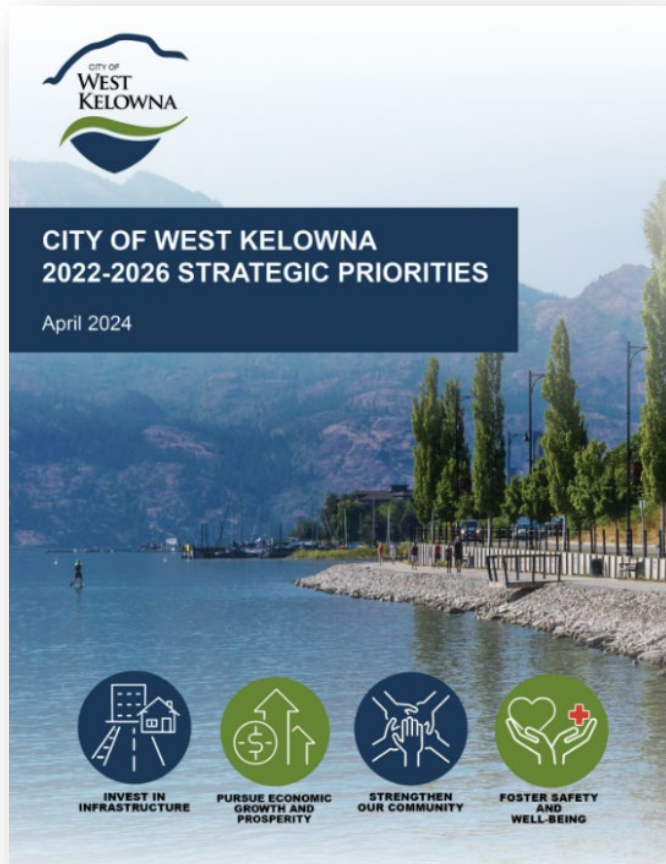


Figure 6. Projected Housing Typology (2040)

## Alignment with Other City Plans and Strategies

### *Council's 2022 to 2026 Strategic Priorities*



The Infill Housing Strategy builds on Council's recently adopted Strategic Priorities and support objectives in all four pillars, which focus on:

**Invest in Infrastructure:** We will invest in building, improving and maintaining infrastructure to meet the needs of, and to provide a high quality of life for, current and future generations.

**Pursue Economic Growth and Prosperity:** We will work with stakeholders throughout the region to advocate for and support efforts aimed at helping West Kelowna businesses prosper. With a focus on the future, we will advance opportunities to expand our economy, increase employment, and develop the community in ways that contribute towards prosperity for all.

**Strengthen Our Community:** We will provide opportunities for the residents of West Kelowna to build connections, celebrate successes, embrace the community's strengths and diversity, address shared needs, and contribute to shaping the community's future.

**Foster Safety and Well-being:** We will pursue through direct action, advocacy, and collaboration with local and regional service providers, investments in community health, needs-based housing, emergency preparedness, policing, and other services that foster safety and well-being in West Kelowna.

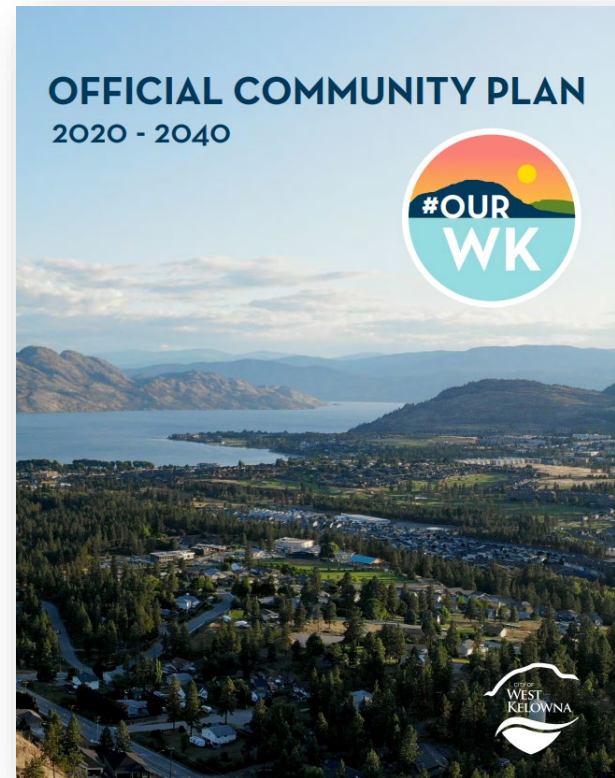
### *West Kelowna Official Community Plan 2020-2040*

The City of West Kelowna Official Community Plan (OCP) identifies infill housing as a potential source of housing supply to satisfy growing housing demand in a variety of housing types and tenures. The City's OCP lays the groundwork for an Infill Strategy that is responsive to West Kelowna's unique neighbourhoods and supports the inclusion of infill development to increase housing supply.

Vital to informing the OCP is the West Kelowna Community Vision which describes what West Kelowna wishes to be by 2040. Developed through extensive public engagement, the Community Vision describes the need for **sensitive, well-designed infill** in neighbourhoods that bring new housing options, employment, and public spaces. This sensitive form of new construction will enable more people to live, work and take advantage of services in existing neighbourhoods.

Infill housing is primarily addressed through policy within the OCP to deliver housing diversity and attainability. Infill development is supported in existing low density residential areas in the form of duplexes, clustered housing, secondary suites, and carriage houses. The OCP also identifies the Boucherie Urban Centre as an area within the City that can provide services and amenities to support infill housing in the broader Boucherie neighbourhood outside of the Boucherie Urban Centre.

Policies within West Kelowna's OCP also allow for consideration of infill development in existing low density residential areas in the form of single detached dwellings, secondary suites, carriage houses, smaller lot sizes and duplexes. Within low-density neighbourhoods, duplexes are considered an appropriate form of infill housing, but are also encouraged at a higher density as the neighbourhoods transition to Urban or Neighbourhood Centres.



### *West Kelowna Housing Strategy*

The City has identified four key directions to address the current and anticipated housing needs of the community within the West Kelowna Housing Strategy. Each direction includes strategies and actions to guide the implementation of the strategies over the short, medium and long term. Of the four key directions, **Key Direction 4 (“Create more options for housing throughout the community through more diverse forms and densities”)** proposes to supply the City with a range of housing options to meet the diverse housing needs of City residents. The City has a role to play in enabling diverse market housing options such as a range of densities, unit sizes, tenures, and levels of affordability to create attainable housing options for households.

As part of the key direction noted above, relevant actions in the Housing Strategy proposed to guide implementation include:

- **ACTION 4.1.1:** “assessment of appropriate locations and factors for pre-zoning for infill with consideration of proximity to growth areas, amenities, transit options, form and character requirements, frontage, and capacity of infrastructure services.”
- **ACTION 4.1.2** “complete community engagement on the infill strategy, to understand key community concerns and opportunities.”
- **ACTION 4.1.3** “create an infill strategy that identifies appropriate forms for infill, locations, servicing considerations, parking considerations, and implementation actions.”
- **ACTION 4.1.5** “As part of implementing the infill strategy, prepare design guidelines (including preapproved designs), a development guide for owner developers, and communications materials to increase awareness of infill options.”



The Housing Strategy also identified several key priority housing types including:

- Purpose-built rental housing
- Smaller housing units
- Attainable home ownership

The need for diverse housing types was reiterated in feedback from engagement on development of the Housing Strategy. For future developments, there is desire to see opportunities for tenants and ownership with a diverse mix of housing forms, not solely comprised of high-rises. A need was identified for rules and regulations to change to allow diversity to occur within housing, in both future development and pre-existing dwellings, that may be able to offer housing (laneways, duplex) if zoning regulations changed. Following the adoption of Zoning Bylaw amendments that incorporate required provincial regulations under Bill 44, West Kelowna now permits secondary suites, carriage houses, and townhouses (duplex, triplex, quad-plex) in all single-family zones.

In line with the goals of the City's Housing Strategy and feedback received from the public, this Infill Strategy allows the City to sensitively explore where additional density may be appropriate in existing low-density neighbourhoods, including considering infrastructure servicing capacity, appropriate forms of density, development guidelines, and other components.

## Bill 44: Small-Scale Multi-Unit Housing

Bill 44, *The Housing Statutes Residential Development Amendment Act* mandated local governments to revise their Zoning Bylaws and Official Community Plans to accommodate small-scale, multi-unit housing (SSMUH). This was to occur in areas that were, at the time of the new legislation, zoned for only single-detached and duplex housing.

SSMUH is a new term included in provincial legislation which is intended to encompass forms of ground-oriented housing of up to 6 housing units. The purpose of SSMUH legislation is to support infill development that will lead to the supply of missing middle housing and ground-oriented housing by streamlining the approval process, increasing the diversity of housing types throughout communities, providing more opportunity to develop housing at a lower cost, and putting an end to exclusionary zoning practices which have prevented the addition of new housing in existing neighbourhoods.

The suite of housing initiatives introduced by Bill 44 are intended to support a continued shift to more pro-active land use planning and support building more sustainable and well-planned communities.

The City of West Kelowna has since updated its Zoning Bylaw to comply with provincial legislation (Bill 44) related to the provision of SSMUH on many lots traditionally zoned for single family development. Changes to the Zoning Bylaw affected certain residential zones to permit additional density in the form of infill housing.

The new provincial changes mandated by Bill 44 required the City of West Kelowna to permit Small-Scale Multi-Unit Housing, including:

- Secondary suites and/or carriage houses in all zones limited to single detached dwellings.
- 3-4 units (depending on parcel size) in all zones which permit single detached dwellings and duplexes.



### *Parking, Height, Setbacks, Parcel Coverage and other Development Regulations*

Additional changes were made to the development regulations in each zone based on best practice outlined in the Provincial Policy Manual for SSMUH including minor setback reductions and increased parcel coverage in some zones, and increased height for principal dwellings. Other development regulations related to subdivision requirements (minimum parcel areas, and parcel frontage) were not changed.

### *Neighbourhoods First Approach*

Amendments to the City's Zoning Bylaw also reflect a "Neighbourhoods First" approach, which recognize the balance between providing housing, and maintaining the unique character of the City's individual neighbourhoods. Results from the Infill Housing Strategy engagement supported this approach, and therefore it has been carried forward in the development of the Infill Housing Strategy.

### **Incremental Change**

It is important to recognize that uptake on the development of infill homes in West Kelowna will be incremental. For example, between the years of 2019 – 2023, there were an annual average of 35 building permits for secondary suites and carriage homes – both are forms of infill housing – that were added to existing homes across West Kelowna.<sup>6</sup> Similarly, an annual average of 11 building permits were issued from 2019 – 2023 for semi-detached housing (new fee-simple duplex housing), another form of infill housing.<sup>7</sup> These numbers are not expected to drastically change in the near future.

The Province of BC released research that estimated how much infill housing may result from Bill 44 (SSMUH) changes. Province-wide, approximately 130,000 net new infill housing units are estimated over 10 years (13,000/year) directly as a result of new infill zoning permissions.<sup>8</sup> Based on West Kelowna's proportion of the provincial population, this could result in approximately 93 additional housing units per year (of all forms of infill housing) above current development patterns. If this was developed in the form of fourplexes, this would average to 23 lots per year.

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<sup>6</sup> City of West Kelowna Building Permit Data. This does not include permits for new single-detached dwellings which also contain secondary suites – as these are suites being constructed with new greenfield construction, they are not considered infill.

<sup>7</sup> CMHC Housing Market Information Portal [www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/1/1/Canada](http://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/1/1/Canada)

<sup>8</sup> Von Bergmann, Davidoff, Huang, Lauster and Somerville. 2023 "SSMUH and TOA Scenarios in British Columbia". Ministry of Housing. [bc\\_SSMUH\\_TOA\\_scenarios\\_Final.pdf \(gov.bc.ca\)](http://bc_SSMUH_TOA_scenarios_Final.pdf(gov.bc.ca))

# EXISTING CONDITIONS



## COMPLETE COMMUNITY ASSESSMENT: FOUR LENSES

The West Kelowna Complete Communities Assessment helps to inform recommended actions, prepare for infill housing needs and identify where to direct effort. In effect, adding a spatial element to the City's Infill Strategy has helped to identify where to encourage infill housing such that it is supported by and contributes to complete community characteristics. It should be noted that as the context of infill housing may evolve over time, there may be a need to adapt this Infill Strategy to ensure it remains effective and relevant in response to changing circumstances.

The Complete Communities Assessment looks comprehensively at four lenses: **housing, daily needs, transportation, and infrastructure**. An analysis of these four lenses identified constraints and opportunities to achieve the infill housing goals identified in the West Kelowna Official Community Plan, the Housing Strategy, and the Council's Strategic Plan and has identified new opportunities to broaden the delivery of housing types in West Kelowna neighbourhoods. The individual lenses are discussed in further detail below.

### Methodology

Various forms of data from different sources were used to undertake the Complete Communities Assessment including quantitative data such as data from Statistics Canada Proximity Measures database, BC Assessment, and the City's internal database. Quantitative data was also supplemented with empirical, qualitative data from staff and the project team given their familiarity with West Kelowna.

### *Study Area, and Unit of Analysis*

The City of West Kelowna is comprised of 14 neighbourhoods, each offering unique characteristics and amenities **(Figure 7)**. These neighbourhoods include Glenrosa, Smith Creek, Westbank, Westbank Centre, Goat's Peak/Gellatly, Shannon Lake, West Kelowna Business Park, Boucherie Centre, Bartley North, South Boucherie, West Kelowna Estates/Rose Valley, Westside Road/Bear Creek, Lakeview Heights, and Casa Loma. The study area for the complete community assessment included all 14 neighbourhoods. Areas of the city with environmental constraints, such as steep slopes, were removed from the analysis when evaluating redevelopment potential.

The unit of analysis for the assessment varied, based on the type of analysis being completed and the data available. In most cases, analysis was performed at the parcel level and rolled up to a neighbourhood level if needed. In some cases, analysis was performed at the neighbourhood level, or at a block level if the analysis required.

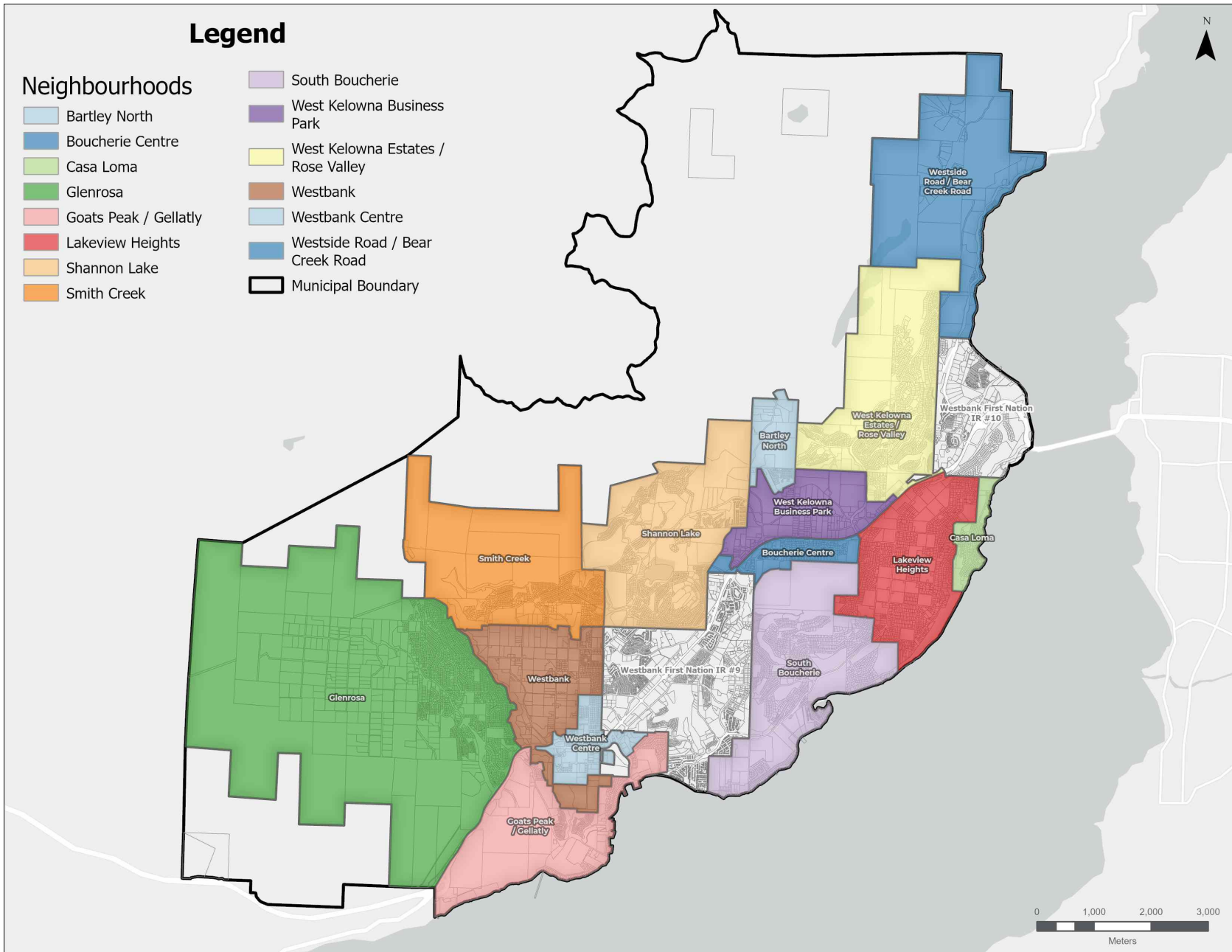


Figure 7. City of West Kelowna Neighbourhoods



## HOUSING LENS

### Why Housing Matters

A diverse mix of housing types and tenures can contribute to a community's completeness by accommodating people's needs across all stages of life and support aging in place. The housing lens was used to provide a more complete understanding of existing housing conditions and opportunities to better support the needs of everyone who chooses to live in West Kelowna through the delivery of varied housing types.

### Housing Lens Maps

The following maps were produced to analyze the state of West Kelowna's community completeness with respect to the housing lens:

- Housing Density (units per hectare)
- Housing Diversity (entropy index)

### How Was it Measured?

Demographic and economic data collected as part of West Kelowna's most recent Housing Needs Assessment (2022) was used to help assess infill housing opportunities across the community. The project team built on the findings of the Housing Needs Assessment to understand the spatial implications for infill housing, including assessing and mapping the likelihood of redevelopment, housing diversity, and housing density. More information on the geospatial analysis and how the housing lens was measured is included in **Appendix A**.

## DAILY NEEDS LENS

### Why Daily Needs Matter

Living and working near key amenities is integral to a community's completeness and can contribute to residents' quality of life and well-being. Ideally, most residents are within walking distance of key daily needs and have access to a range of transportation options. Several actions can be taken to increase the range of infill housing options near amenity-dense nodes and transportation hubs.

### Daily Needs Lens Maps

The following maps were produced to analyze the state of West Kelowna's community completeness with respect to the daily needs lens:

- Proximity to Daily Needs
- Childcare Facilities Locations
- Education Facilities Locations
- Community Parks Locations
- Healthcare Facilities Locations

The Proximity to Daily Needs Map (**Figure 11**) is included below. Additional maps showing the distribution of specific daily needs, such as childcare facilities, education facilities, community parks, and healthcare facilities, can be found in **Appendix A**.

### How Was it Measured?

The daily needs lens was used to assess the City's and the immediately adjacent Westbank First Nation's services and amenities that residents typically access daily or weekly. Amenities for this analysis included grocery and hardware stores, restaurants, banks, post offices, schools, childcare, healthcare and pharmacies, places of worship, public transit, parks, recreational facilities, and programs and other important community facilities. More information on how the daily needs lens was measured is included in **Appendix A**.



## TRANSPORTATION LENS

### Why Transportation Matters

Enhanced communities promote diverse travel options like walking, biking, transit, and new transport modes such as micro-mobility and shared mobility. Developing an interconnected multi-modal transport system offers various choices for daily commuting, reducing dependence on cars, thus aiding in shifting modes and cutting transportation-related greenhouse gas emissions. Ensuring these alternatives are safe, convenient, and inclusive for everyone is crucial when considering opportunities for greater infill housing.

### Transportation Lens Maps

The following maps were produced to analyze the state of West Kelowna's community completeness with respect to the transportation lens:

- Transportation Connectivity
- Proximity to Transit (BC Transit Stops)
- Proximity to Sidewalk
- Proximity to Cycling Infrastructure
- Distance to Arterial Road
- Transportation Network Density (Network Density Score)

Maps showing the distribution of specific characteristics making up the transportation lens, including proximity to transit, proximity to sidewalk, proximity to cycling, distance to arterial road, and transportation network density, are included in **Appendix A**.

### How Was it Measured?

The transportation lens was used to assess a variety of criteria to demonstrate the transit network's ability to support infill housing development including proximity to transit, proximity to sidewalk, proximity to cycling infrastructure, distance to arterial road, and transportation network density. More information on how the transportation lens was measured is included in **Appendix A**.



## INFRASTRUCTURE LENS

### Why Infrastructure Matters

In British Columbia, growth is managed through zoning regulations and the rezoning process. Typically, detailed servicing reviews and infrastructure upgrades are required for zoning applications. SSMUH legislation has shifted the way infrastructure is delivered to neighbourhoods by instead requiring proactive infrastructure planning by local governments to streamline the approval process.

The infill development pattern is wholly different to new greenfield subdivision developments where all infrastructure and new homes are usually constructed in a similar period of time. Infill housing requires local governments to consider the incremental development uptake in existing neighbourhoods. This mandates a comprehensive analysis of current infrastructure capacity, and future demands triggered by infill housing development.

Smart land use and compact infrastructure provision enables the creation of complete and sustainable communities. The infrastructure lens was used to provide a high-level assessment of the existing and future infrastructure that is available and required to deliver services, such as water, sanitary, and stormwater to the community.

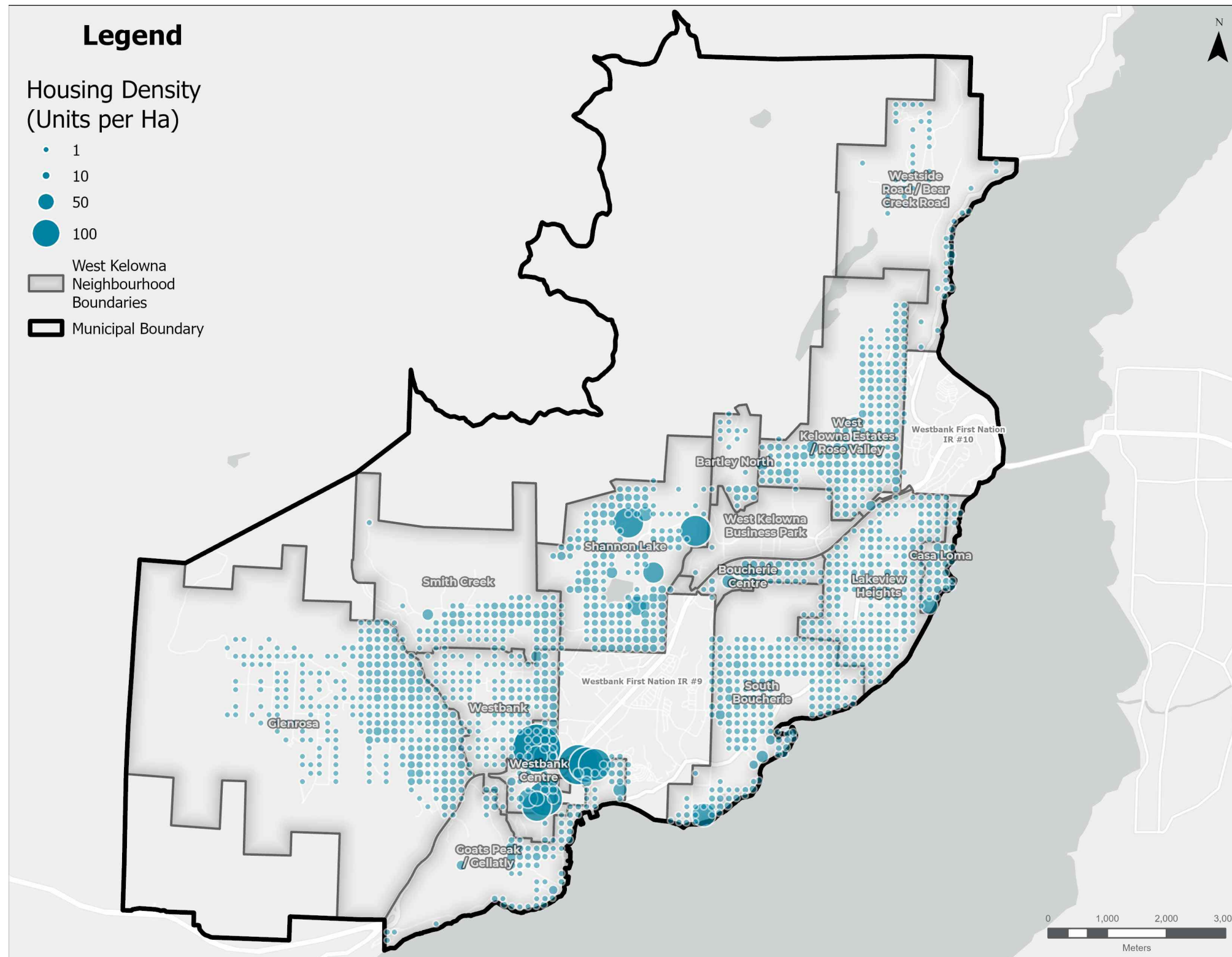
### Infrastructure Lens Maps

The following map was produced to analyze the state of West Kelowna's community completeness with respect to the infrastructure lens:

- Infrastructure readiness

### How was it measured?

Infrastructure capacity was assessed using existing modelling data as well as input from City of West Kelowna staff with subject expertise on sanitary capacity, fire flow demands, and storm capacity. **Table 1** summarizes known infrastructure capacity conditions and constraints in West Kelowna neighbourhoods. More information on how the infrastructure lens was measured is included in **Appendix A**.



## Housing Lens – Housing Density

**Figure 8** illustrates housing density across West Kelowna's neighbourhoods. Housing density is the number of houses in a given area. In this case, hectares are used (1 hectare = 2.5 acres) to measure density. Areas with higher housing density are shown with larger circles, while areas with lower density are sparser with smaller circles.

### What Does This Map Mean?

Housing density helps compare the number of people who are currently living in one area with another. Housing density is the number of units of housing in a given area, measured as a ratio. For example, 1 house on a one hectare parcel is 1 unit per hectare (uph) and a 10 unit townhouse complex on the same parcel of land would be 10 units per hectare. This analysis helps in planning for efficient use of infrastructure and identifying where to focus new investments or services, and what demand for services may exist.

Currently in West Kelowna, the most densely populated areas are the Westbank, Westbank Centre, and Shannon Lake neighbourhoods. The South Boucherie and Casa Loma shorelines have pockets of higher density. Outlying areas have lower density.

This map illustrates the current state of housing density in the City of West Kelowna for existing and already constructed/occupied homes. It uses addressing and housing unit data to show the relative the number of houses per hectare of land. It does not show how the city plans to manage and increase density in the future. While the results may be obvious to those familiar with the City, such as the highest density in the Westbank Centre neighbourhood, a graphic representation, combined with other mapping analysis can help identify patterns, future growth potential, or relative impact of new housing in areas of the City.

Figure 8. Existing Housing Density

Density management is typically guided by the Official Community Plan (OCP), which establishes policies, guidelines, and land-use designations. The West Kelowna Zoning Bylaw further enables this by including specific development requirements, such as permitted density.

Infill development increases housing density while optimizing the use of existing infrastructure and services. The Official Community Plan (OCP) identifies specific neighbourhoods with infill opportunities, particularly Glenrosa and Boucherie Centre, where current housing density is relatively low, as shown in Figure 8 (1-50).

For instance, in the Boucherie Centre area, infill development might include mid-rise to high-rise buildings, mixed-use developments, or townhouses. In contrast, the Glenrosa and Westside Road/Bear Creek Road neighbourhoods may see low-density infill housing forms with buildings up to a maximum of 3 storeys. To support the increased population and higher density in these areas, existing services and infrastructure may need to be upgraded.

## DEFINING DENSITY

Density refers to the amount of activity within a specific area. Denser areas feature taller buildings or cover more of their land and hold more households and jobs than less dense areas. Residential housing density measures the number of people who will or will reside in an area and is commonly measured in units per acre (UPA) or units per hectare (UPH).

### **High Density Areas (29 – 40+ UPA/ 71 – 100+ UPH)**

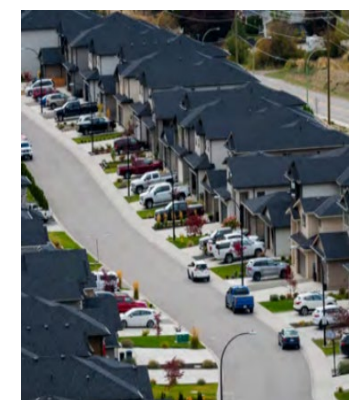
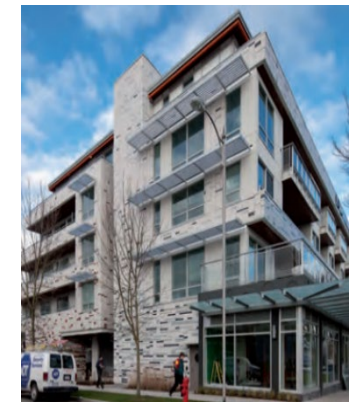
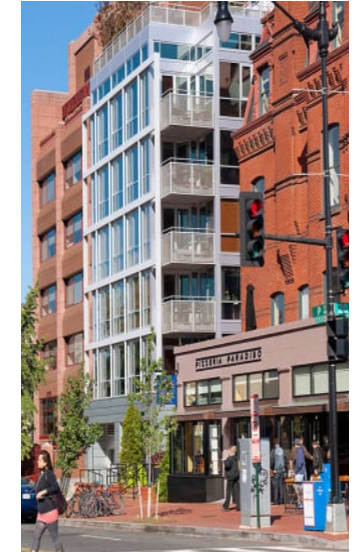
- These areas have larger buildings with a high concentration of households, offices, and retail spaces. Given the high density of people in these areas, they tend to better support transit, a variety of employment opportunities, shopping, and other amenities. Buildings in high-density areas are often taller or larger, have less space between them, and may offer less private outdoor space per household.

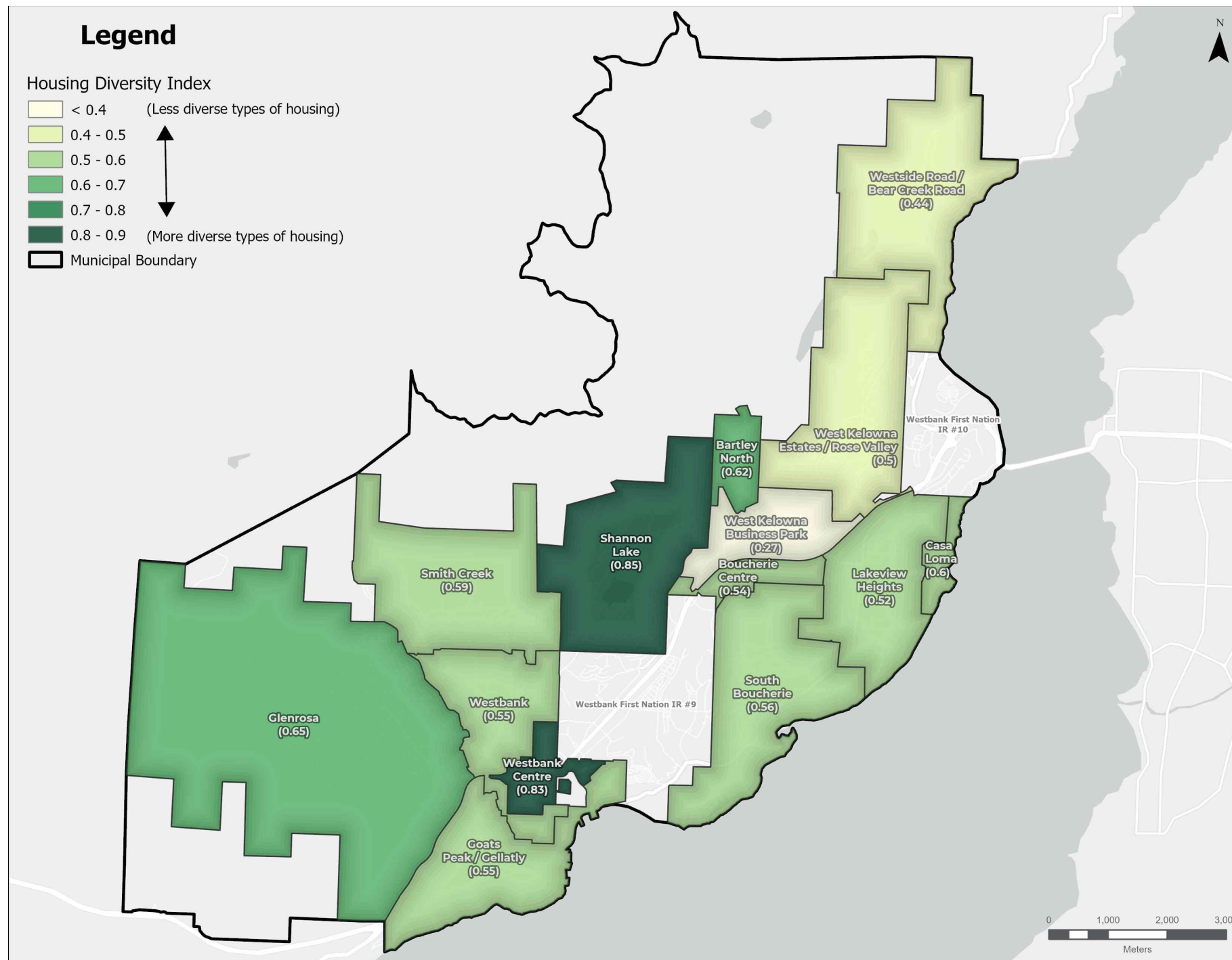
### **Medium Density Areas (17 - 28 UPA/ 41 – 70 UPH)**

- Medium-density areas feature low- to mid-rise buildings that might include a mix of residential, retail, and office uses. These areas can support a range of services for residents, support public transit, and promote walkability. Buildings in medium-density areas may be more diverse in form and style and often engage directly with the street at the ground level.

### **Low Density Areas (1 - 16 UPA/ 1 - 40 UPH)**

- These areas have smaller buildings, typically limited to single households or commercial uses. With fewer people, it's harder to support frequent transit, diverse employment opportunities, and a wide range of amenities. However, low-density areas often have more space between buildings and offer more private outdoor space for households.





## Housing Lens – Existing Housing Diversity

**Figure 9** shows the diversity of different types of housing in West Kelowna's neighbourhoods. It is scored using a 'Housing Entropy Index,'<sup>9</sup> which scores each area from 0 to 1. Areas with darker green have a higher score, indicating a wider variety of housing types. Lighter green areas have a lower score, meaning there's less variety in housing options. This displays how varied the housing types in each neighbourhood are, including apartments, houses, and rental choices, to serve people of different ages, abilities, income levels, and life stages. Understanding these differences can help identify areas that offer a substantial variety of housing options and highlight areas that might benefit from a wider range of housing choices to accommodate different incomes, family sizes, housing types, and lifestyle choices.

### What Does This Map Mean?

The neighbourhoods with the highest housing diversity scores on the Housing Entropy Index are Glenrosa (0.65), Westbank Centre (0.83), and Shannon Lake (0.85). These areas offer a mix of residential types. In contrast, Westside Road/Bear Creek Road (0.44), and West Kelowna Estates/Rose Valley (0.27) neighbourhoods have lower scores, indicating less diversity in housing.

This analysis should be considered with the other maps in the strategy to understand the overall completeness of West Kelowna's community. Measures of housing diversity do not account for other essential factors like access to amenities, employment opportunities, transportation infrastructure, social services, and quality of life, all crucial for a complete community. For instance, a lower score in West Kelowna Business Park reflects its industrial nature, which isn't typically mixed with residential housing. In contrast, Shannon Lake's high score is due to its diverse mix of housing including low and medium-density residential areas.

Figure 9. Existing Housing Diversity (Entropy)

<sup>9</sup> Entropy is a quantitative measure of unpredictability or randomness. A Housing Diversity Entropy Index is used to understand distribution of different types of housing within a specific area. When applied to housing, the index helps in understanding how varied, or different, the housing stock is in a particular neighbourhood, city, or region. A higher entropy value indicates greater diversity, meaning the housing stock is more varied across different housing types. Conversely, a lower entropy value suggests less diversity, indicating the dominance of fewer types of housing.

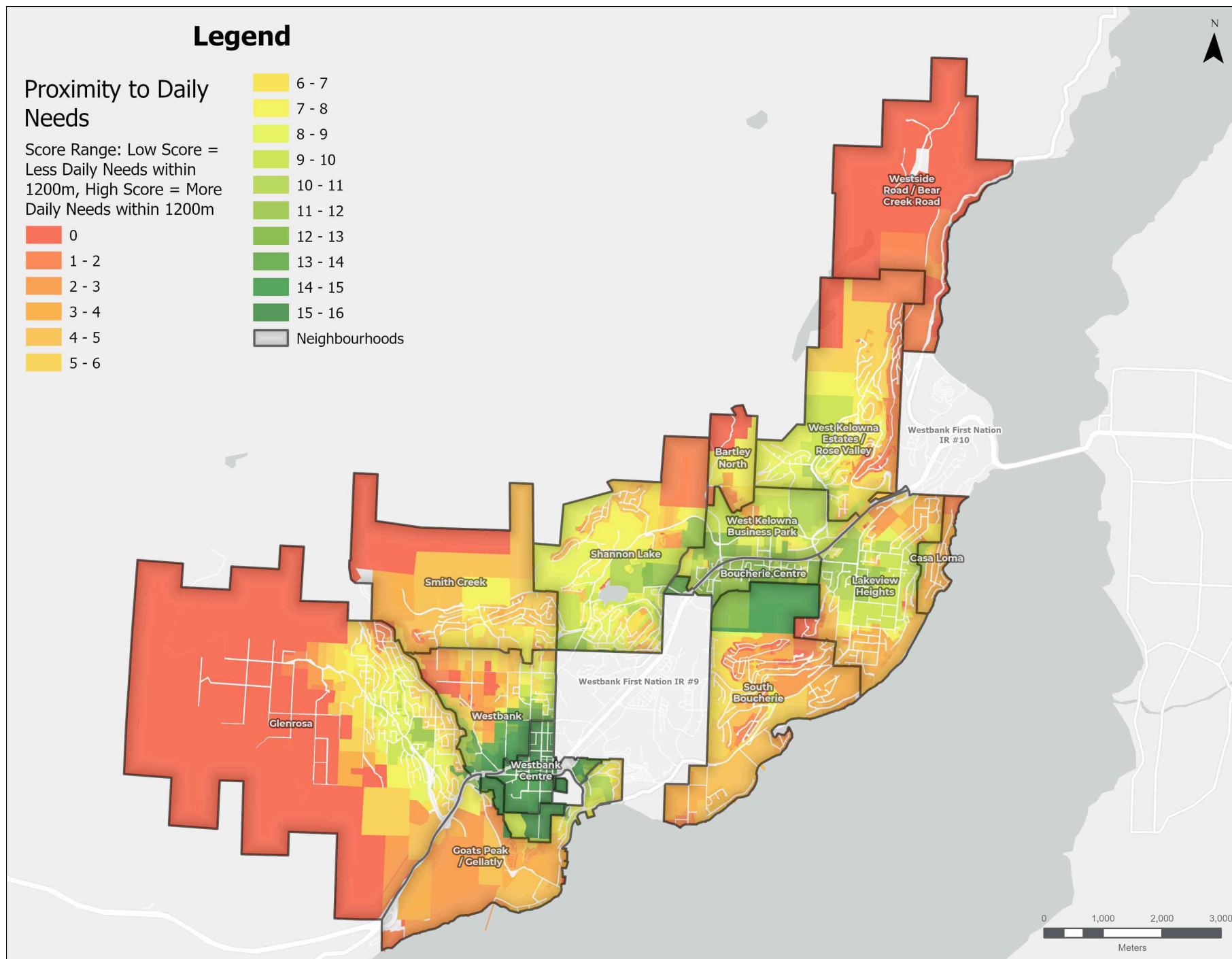


Figure 10. Daily Needs Lens

## Daily Needs Lens – Proximity to Daily Needs

**Figure 10** shows the distribution of daily needs within West Kelowna. "Daily needs" generally refers to the services and amenities that residents require for their everyday lives, such as grocery stores, public transit, parks, childcare facilities, professional services, and employment opportunities.

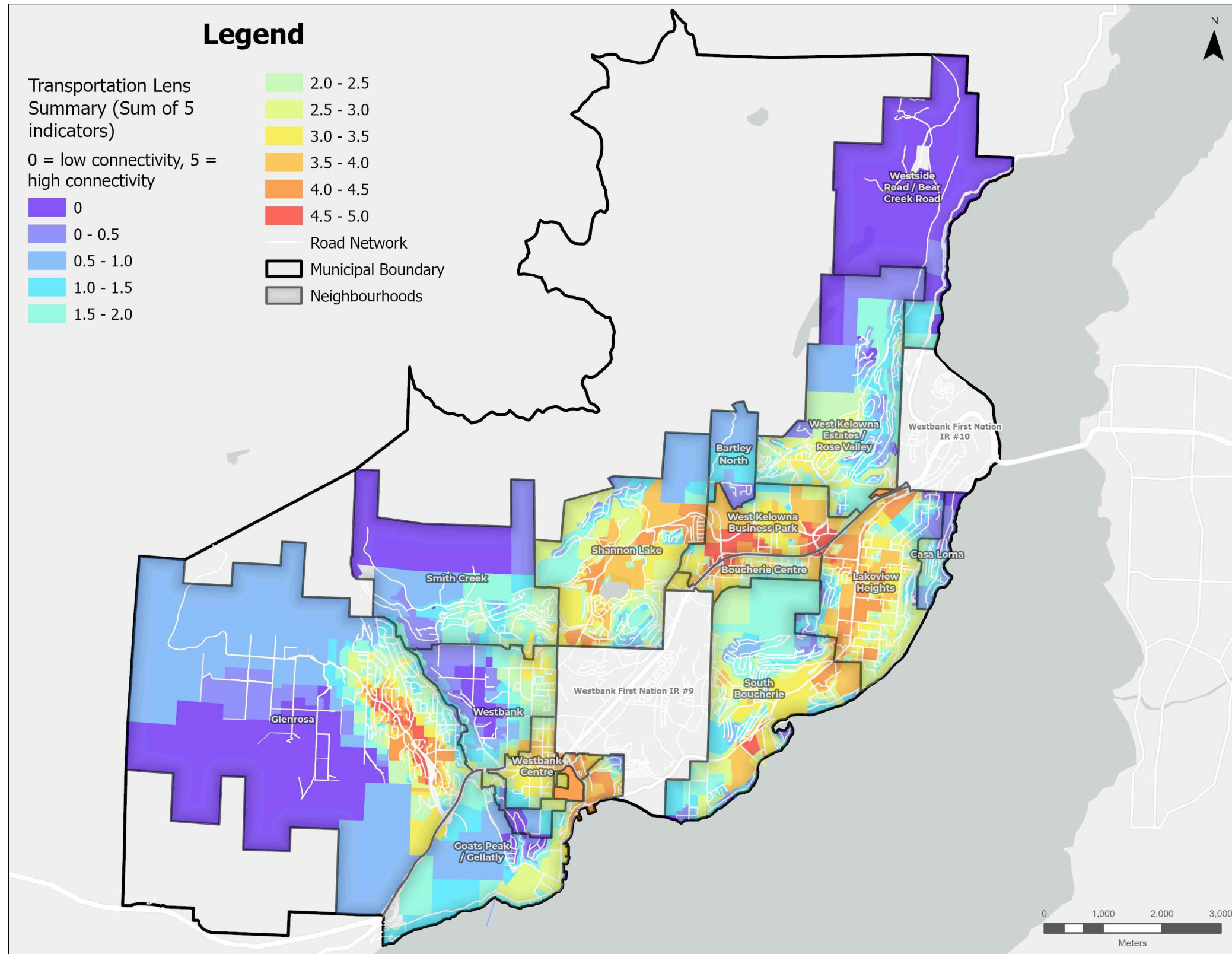
Areas of the city where residents have many daily needs within 1,200 meters (about a 15 to 20-minute walk) are marked in shades of green, indicating a higher 'Proximity to Daily Needs' score as shown in the map legend. Areas where residents have access to fewer daily needs within the same distance are marked in shades of yellow, orange, or red. The numeric values range from 0 to 16, with higher values indicating a greater concentration of daily needs within a 1,200-meter walk. Neighbourhood boundaries are outlined in grey.

The list of daily needs indicators used for the map was drawn from a Statistics Canada database and tailored for West Kelowna based on public feedback gathered through the development of West Kelowna's Official Community Plan and Community Vision. This feedback was used to prioritize and weigh the indicators to determine the map scoring.

For more information on the individual indicators, please see **Appendix A** for Supplementary Maps and more information on the details of the daily needs scoring.

### What Does This Map Mean?

The distribution of key daily needs in West Kelowna is uneven, exemplified by the areas of dark green and dark red on the map. Key daily needs such as grocery stores, restaurants, daycares, playgrounds, clinics, and community facilities are within walking distance of residents residing in the Westbank Centre and Boucherie Centre neighbourhoods. However, the neighbourhoods of Goats Peak/Cellatly, Glenrosa, South Boucherie, and Westside Road/Bear Creek Road are farther away from key daily needs. Key daily needs appear to be concentrated along Highway 97, while employment is particularly concentrated in the West Kelowna Business Park.



## Transportation Lens – Transportation Connectivity

**Figure 11** illustrates transportation connectivity in West Kelowna, based on an analysis of five indicators, which are summed to score each area of the city between 0 and 5. Areas with the highest connectivity, scoring between 4.5 and 5, are shown in red, while areas with the lowest connectivity, scoring between 0 and 0.5, are shown in purple. The existing street network is outlined in white, and neighbourhood boundaries are marked in grey.

The indicators used to calculate the overall transportation connectivity score include Proximity to Transit, Proximity to Sidewalk, Proximity to Cycling Infrastructure, Distance to Arterial Road, and Transportation Network Density. 'Proximity' generally refers to how easily a person can access a specific element of the transportation network from their home. See **Appendix A** for more details on the mapping and scoring methodology and individual maps for each indicator.

### What Does This Map Mean?

This map illustrates how easy it may be to access various forms of transportation throughout the City, based on a summary of all indicators used. Complete communities offer residents various travel options, including walking, biking, accessible and frequent transit, and new modes like micro-mobility (such as scooters) and shared mobility (such as car shares). Understanding West Kelowna's transportation network is essential for making informed recommendations on areas suitable for infill housing, for other investments and growth decisions, and for creating more complete communities.

Figure 11. Transportation Connectivity

The map indicates that, while transportation connectivity is uneven across the city, higher connectivity overall is generally found along Highway 97 and arterial roads, including:

- Glenrosa Road in the Glenrosa neighbourhood
- Boucherie Road in the Lakeview Heights and South Boucherie neighbourhoods
- Stevens Road in the West Kelowna Business Park area
- Shannon Lake Road in the Shannon Lake neighbourhood

These areas, which score high on transportation connectivity based on all five indicators, provide a strong foundation for further improvements.

Focusing future infill development in areas like the Glenrosa neighbourhood, identified in the 2023 OCP as having high infill potential, can make more efficient use of existing transportation infrastructure and amenities. However, it may also strain the current transportation system.

To accommodate an increased population and prevent congestion and other transportation-related issues, it will be necessary to identify strategic investments for transportation network upgrades. This can help maintain the quality of life for residents and support the neighbourhood's growth without overwhelming the current transportation system.

### *Aligning Transportation Planning with Infill Development*

The City of West Kelowna's ongoing and future transportation planning, projects, and priorities have informed the development of this Infill Strategy. The goal is to ensure alignment with the City's vision for its transportation network. Key considerations include:

#### **The City of West Kelowna's Transportation Master Plan**

The City of West Kelowna is currently updating its Transportation Master Plan. This update is expected to improve the city's transportation infrastructure and multi-modal transit network, aiming to create a walkable, connected community. The analyses completed under the "transportation lens" for this Strategy were key to ensuring that recommendations guide infill development to locations within a 15-to-20-minute walk of amenities, services, and job opportunities, and ultimately help achieve West Kelowna's goals for more complete communities.

#### **West Kelowna Community Vision**

The 20-year Community Vision includes a goal of "Shifting to Sustainable Transportation Options." This Complete Communities analysis has helped to identify areas in West Kelowna that are well-served by various transportation options, highlighting where adding diverse housing types could support this shift.

Another goal in the Vision is "Maintaining Unique Neighbourhoods Where People Have What They Need Close to Home." This Complete Communities analysis has pinpointed areas where daily needs are currently met, and by adding housing to these locations, the City can ensure residents have access to job opportunities, education, healthcare, infrastructure, and a variety of other amenities and services within walking distance of their homes.

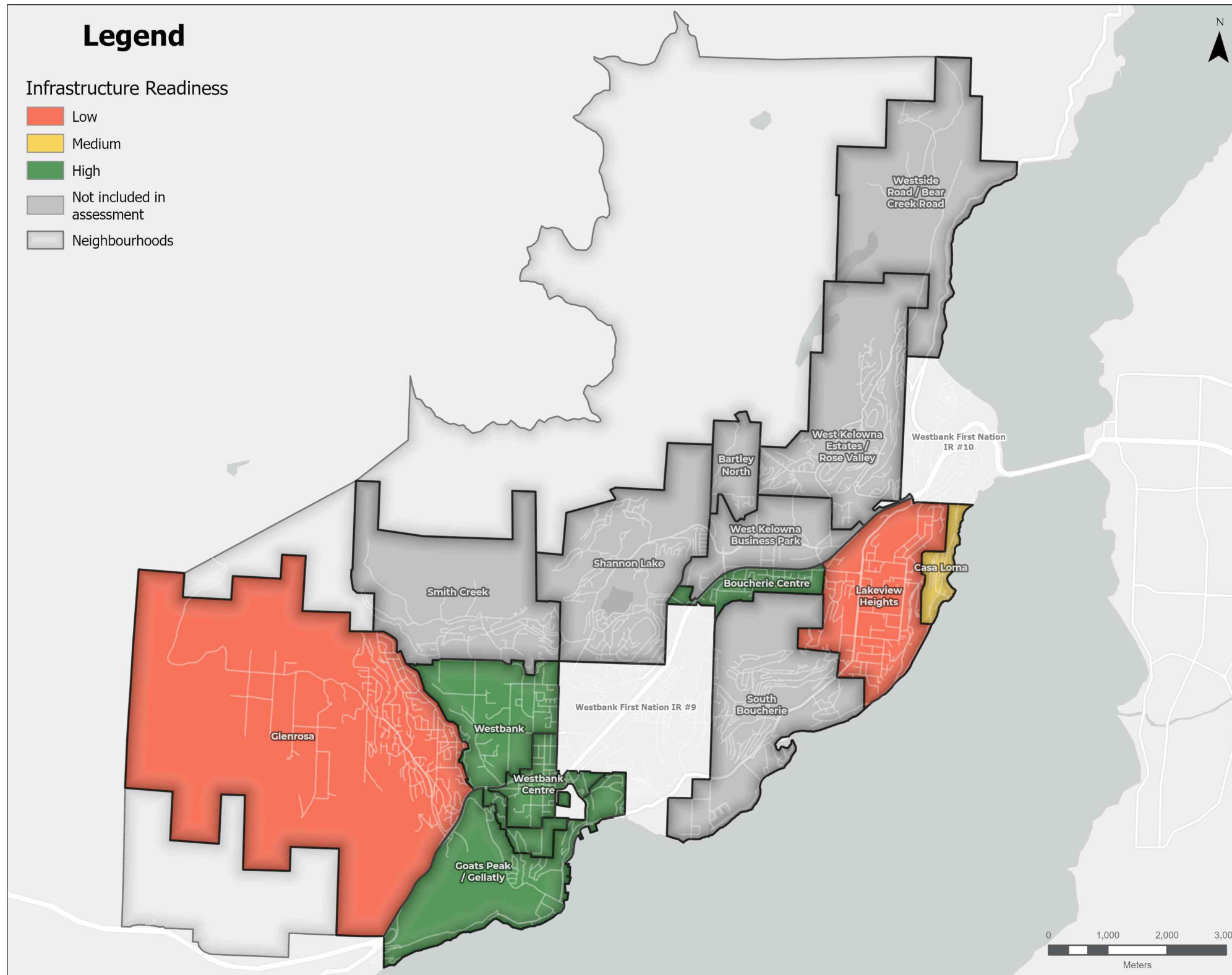


Figure 12. Infrastructure Readiness

## Infrastructure Lens – Infrastructure Readiness

**Figure 12** illustrates the level of infrastructure readiness across West Kelowna, with areas coded as low (red), medium (yellow), and high (green). Neighbourhoods shown in grey were not comprehensively assessed and were not scored in the infrastructure analysis. Infrastructure readiness was determined based on factors such as sanitary infrastructure capacity, water supply, and stormwater infrastructure. **Appendix A** provides more detailed information on the data used for these factors.

### What Does This Map Mean?

An assessment of infrastructure readiness in West Kelowna shows that while sanitary, storm, and water supply fluctuates within each neighbourhood, Westbank Centre, Westbank, Boucherie Centre, and Goats Peak/Gellatly have the highest infrastructure readiness. Casa Loma, Glenrosa, and Lakeview Heights have a lower infrastructure score due to some constraints. This information is valuable for understanding the opportunities and constraints for adding new housing and identifying areas where upgrades and investments may be necessary and highlights issues such as aging infrastructure and inadequate servicing capacity that needs to be addressed.

**Table 1** below summarizes known infrastructure capacity conditions and constraints in West Kelowna neighbourhoods. This information was gathered through internal engagement with City of West Kelowna staff in various departments including Planning, Engineering, GIS, and Building. Engagement with various staff departments helped to create a complete picture of infrastructure opportunities and constraints for integrating infill housing. Additional infrastructure analysis is needed for some West Kelowna neighbourhoods whose infill housing potential was not fully explored during internal engagement with staff.

Table 1. Infrastructure Capacity Constraints

NEIGHBOURHOOD	SANITARY CAPACITY	STORM CAPACITY	FIRE FLOW DEMANDS	LIKELIHOOD OF DEVELOPMENT SCORE
<b>Westbank Centre/ Westbank</b>	<ul style="list-style-type: none"> <li>Older pipes but adequate capacity</li> </ul>	<ul style="list-style-type: none"> <li>Limited storm infrastructure</li> <li>Poor draining soil &amp; clay</li> </ul>	<ul style="list-style-type: none"> <li>90 lps in most areas</li> <li>Capacity is good with lots of looping and big mains that provide redundancy for fire flow requirements and improve water stagnation.</li> </ul>	<b>2.36/ 1.78</b>
<b>Boucherie Centre</b>	<ul style="list-style-type: none"> <li>Sanitary good on east boundary</li> </ul>	<ul style="list-style-type: none"> <li>Limited storm capacity</li> <li>Can be addressed on a case-by-case basis</li> <li>Pockets of poor soils and rock</li> </ul>	<ul style="list-style-type: none"> <li>Good water storage</li> </ul>	<b>1.65</b>
<b>Goats Peak/Gellatly</b>	<ul style="list-style-type: none"> <li>Directly adjacent to treatment station.</li> <li>No known sanitary issues.</li> </ul>	<ul style="list-style-type: none"> <li>Soil issues unknown</li> <li>Limited stormwater infrastructure except for ditches</li> <li>High water table near lake</li> </ul>	<ul style="list-style-type: none"> <li>Access issues for dead-end roads</li> <li>Upgrades to water storage and fire flow are required for increased density</li> <li>Some unknown water capacity in east area of Gellatly</li> </ul>	<b>1.84</b>
<b>Casa Loma</b>	<ul style="list-style-type: none"> <li>Regional lift station and trunk; reaching capacity</li> <li>East trunk; capacity limited</li> <li>Further investigation required to determine infrastructure capacity and trigger points for upgrades</li> </ul>	<ul style="list-style-type: none"> <li>Storm impacts from upstream flow</li> <li>Addressed on site-by-site basis</li> </ul>	<ul style="list-style-type: none"> <li>Mix of service providers</li> </ul>	<b>1.41</b>
<b>Lakeview Heights</b>	<ul style="list-style-type: none"> <li>Lift station capacity may be an issue;</li> <li>Some lift stations do not have backup or emergency storage and are triggered for replacement</li> </ul>	<ul style="list-style-type: none"> <li>No stormwater infrastructure; mostly open ditches.</li> </ul>	<ul style="list-style-type: none"> <li>Below 60 lps in some areas</li> <li>Smaller (100mm) mains</li> <li>Hydrant deficient</li> </ul>	<b>2.03</b>
<b>Glenrosa</b>	<ul style="list-style-type: none"> <li>Lift station capacity is an issue.</li> <li>Some sanitary pipe upgrades necessary, but not major</li> </ul>	<ul style="list-style-type: none"> <li>Limited stormwater infrastructure; old rural development.</li> </ul>	<ul style="list-style-type: none"> <li>Reservoir storage issues.</li> <li>Ranges from 60 lps to 90 lps in some areas, but mostly 90 lps.</li> <li>Lack of secondary fire access a major concern.</li> </ul>	<b>1.77</b>
<b>South Boucherie</b>	<ul style="list-style-type: none"> <li>Additional infrastructure analysis to be undertaken in future work.</li> </ul>			<b>1.39</b>
<b>Shannon Lake</b>				<b>1.35</b>
<b>West Kelowna Estates/Rose Valley</b>				<b>1.31</b>
<b>Smith Creek</b>				<b>1.05</b>



**LIKELIHOOD OF  
REDEVELOPMENT**

## Likelihood of Redevelopment Mapping

The four complete community lenses provide a snapshot of the current state of West Kelowna's housing inventory, transportation network, daily needs amenities, and infrastructure. The Complete Community Assessment was used to understand the opportunities and constraints to achieving greater community completeness across West Kelowna. To provide a more comprehensive overview of community completeness in relation to where infill development has the potential to take place, this section explores likelihood of redevelopment in West Kelowna.

**Figures 13 and 14** show the likelihood of redevelopment in West Kelowna. All parcels with single-detached housing forms within the city were included in the analysis. The likelihood of redevelopment for each parcel was assessed by evaluating several criteria: building age, improvement ratio, assessed improvement value per square meter, assessed land value per square meter, and the average improvement ratio<sup>10</sup> of adjacent parcels. Each parcel was scored 0, 0.5, or 1 for each criterion. These scores were then summed to give each parcel a final likelihood of redevelopment score ranging from 0 to 5.

Parcels with a score of 5 have a very high probability of redevelopment, while parcels with a score of 1 have a very low probability. This assessment and the illustrative maps represent the relative likelihood of redevelopment. They do not predict if or when redevelopment will occur but suggest which lots are more likely than others to be redeveloped based on the chosen criteria. **Figures 15-18** intersect the four complete community lenses with the likelihood of redevelopment mapping, highlighting both opportunities and constraints for the development of infill housing. **Appendix A** provides more information on the criteria and methodology used in this assessment.

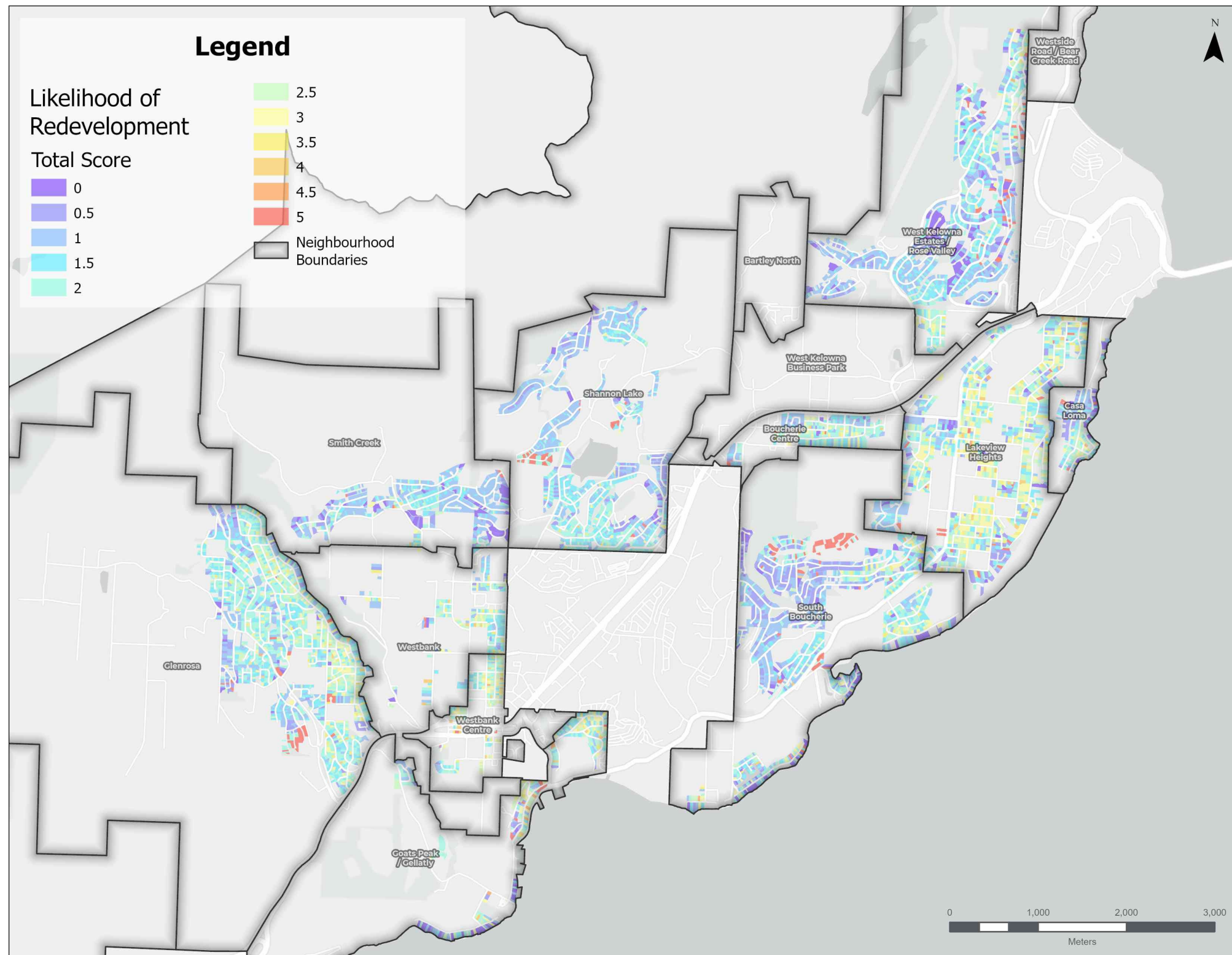
## DEFINING LIKELIHOOD OF REDEVELOPMENT

The likelihood of redevelopment measures the relative prospect of a parcel of land redeveloping. This assessment is based on various factors including building age, lot size and lot value. Higher likelihood scores indicate that a given lot is more likely than other lots within the city to redevelop, while lower scores suggest less likelihood relative to other lots. This analysis is not a predictor of development, and doesn't include economic conditions such as financial feasibility or market potential. It is a relative ranking of lots across the City based on known influencers of development potential.

Many factors influence the creation of infill housing. For instance, interest rates affect the cost of borrowing money for development, while the availability of skilled trades determines whether there are enough workers to complete construction projects. The condition and age of existing homes also play a role; for example, homes built after 1980 are less likely to be demolished, and homes from the 1970s-80s that have been recently renovated are also less likely to be redeveloped. Construction costs and market preferences also play a strong role.

Understanding the likelihood of redevelopment helps identify areas where infill housing could be built sooner. By determining which parcels meet the necessary criteria and are more likely to be redeveloped, the City can identify locations suited for infill development as well as supporting infrastructure and land use decisions. When combined with other data, this information can reveal how different factors impact an area's potential to support infill housing.

<sup>10</sup> Improvement ratio refers is determined by dividing the BC Assessment improvement value by the BC Assessment land value. A lower improvement ratio generally indicates a higher likelihood of redevelopment.



## Likelihood of Redevelopment at a Parcel Level

**Figure 13** shows the likelihood of redevelopment scores at a parcel level and outlines neighbourhood boundaries (in grey). Higher concentrations of yellow, orange, and red on the map indicate areas of the City which show a higher likelihood of redevelopment. These colours represent a relative likelihood of re-development. It does not predict redevelopment but suggests which lots are more likely than others based on criteria described below.

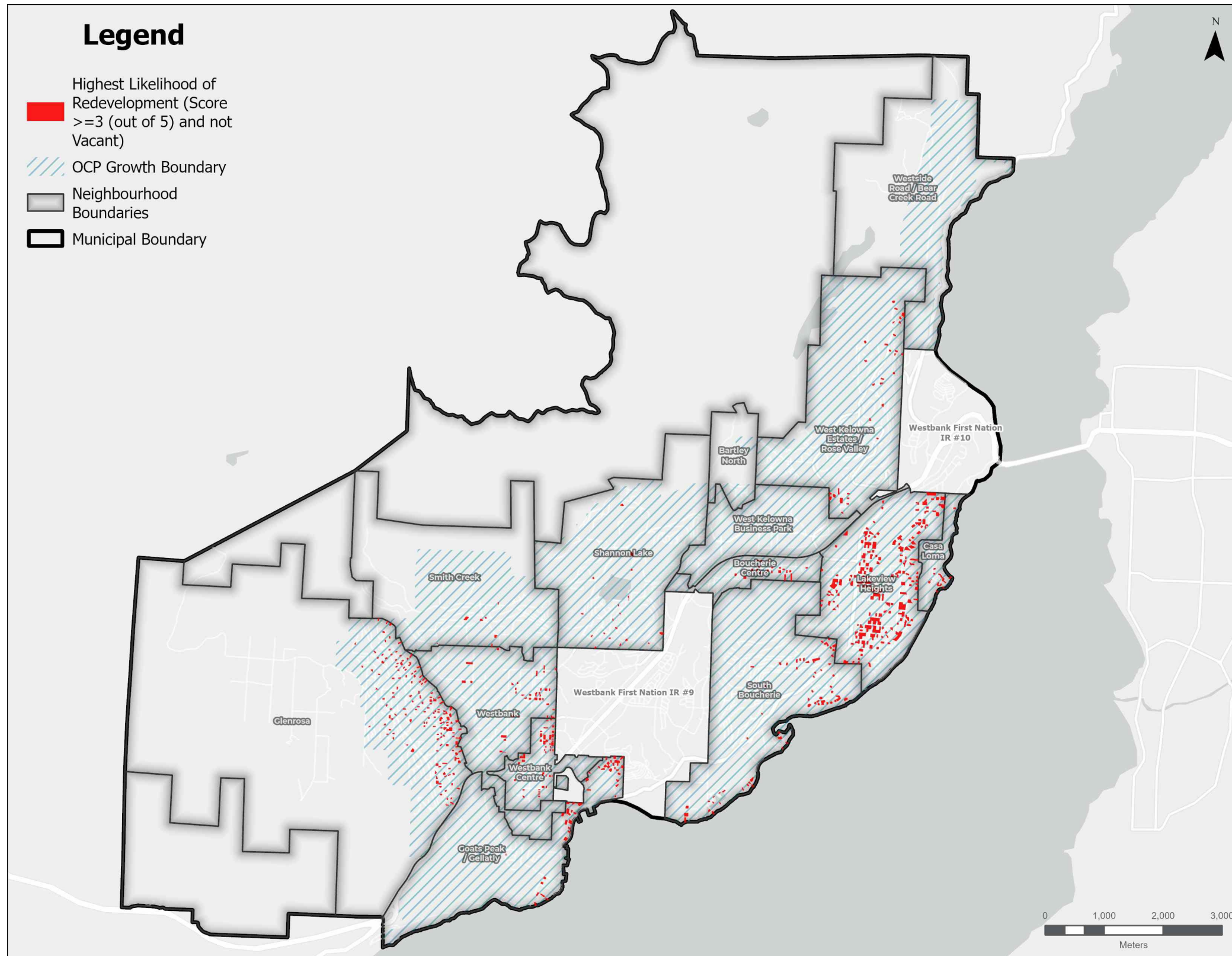
Each parcel's likelihood of redevelopment is represented by a score ranging from 0 to 5, visualized using the colour scale shown on the left-hand side of the map. Parcels shown in purple have low scores (0-0.5), indicating the lowest likelihood of redevelopment relative to the other parcels assessed. In contrast, parcels shown in orange and red have mid-to-high scores (4-5), indicating a higher likelihood of redevelopment.

### What Does This Map Mean?

This map shows that parcels with a high (4.5-5) likelihood of redevelopment are not evenly distributed across the City of West Kelowna but are more prevalent in the Lakeview Heights, Glenrosa, and Westbank/Westbank Centre neighbourhoods. Concentrations of purple coloured parcels that scored lowest (0-0.5), are visible in the South Boucherie and Shannon Lake neighbourhoods, as well as the West Kelowna Estates/Rose Valley and Smith Creek neighbourhoods.

**Table 6 in Appendix A** shows the Mean Likelihood of Redevelopment Score by neighbourhood, contributing to a more comprehensive understanding of the likelihood of redevelopment for single-family parcels across the City of West Kelowna.

Figure 13. Likelihood of Redevelopment at a Parcel Level



## Highest Likelihood of Redevelopment in the OCP Growth Boundary

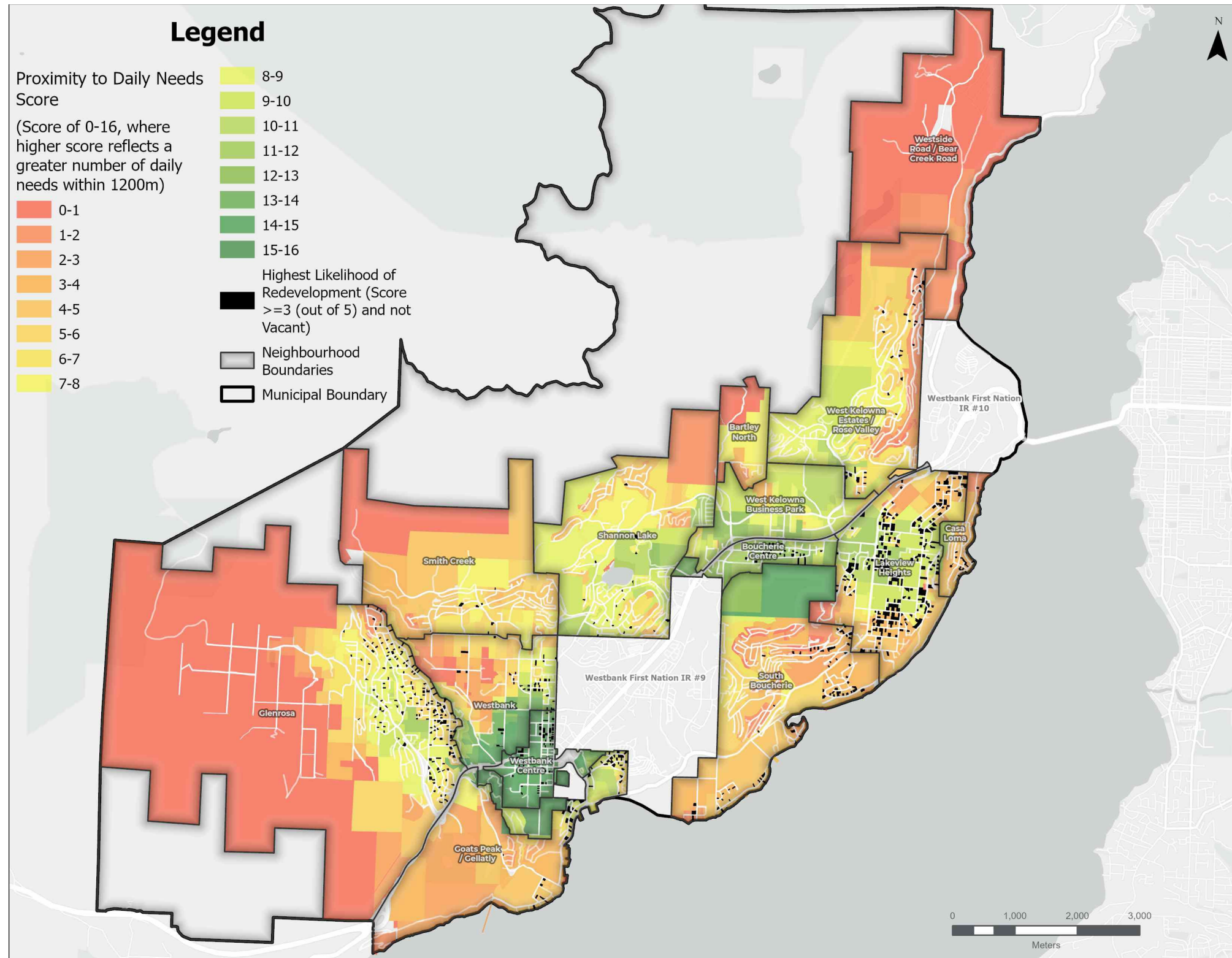
**Figure 14** shows the parcels that scored 3 or greater when assessed for the parcel's likelihood of redevelopment (in red), with the City of West Kelowna's OCP Growth Boundary overlaid (in hatched blue). Neighbourhoods are outlined in grey.

The OCP Growth Boundary, established by the City's Growth Strategy, aims to focus future growth and density within designated areas, including two Urban Centres, five Neighbourhood Centres, and the Industrial and Business Park areas. This boundary allows the city to manage sustainable development and realize the vision for a vibrant, walkable, and connected West Kelowna.

### What Does This Map Mean?

The neighbourhoods of Glenrosa, Lakeview Heights, Westbank Centre, and parts of Goat's Peak/Gellatly and Boucherie Centre have a higher concentration of red-marked parcels, indicating these areas have the highest likelihood of redevelopment. Understanding that these parcels are most likely to be redeveloped helps West Kelowna to prepare and plan for new housing in these areas, and make decisions based on the components of the complete communities analysis and other community needs.

Figure 14. Highest Likelihood of Redevelopment



## Likelihood of Redevelopment and Daily Needs

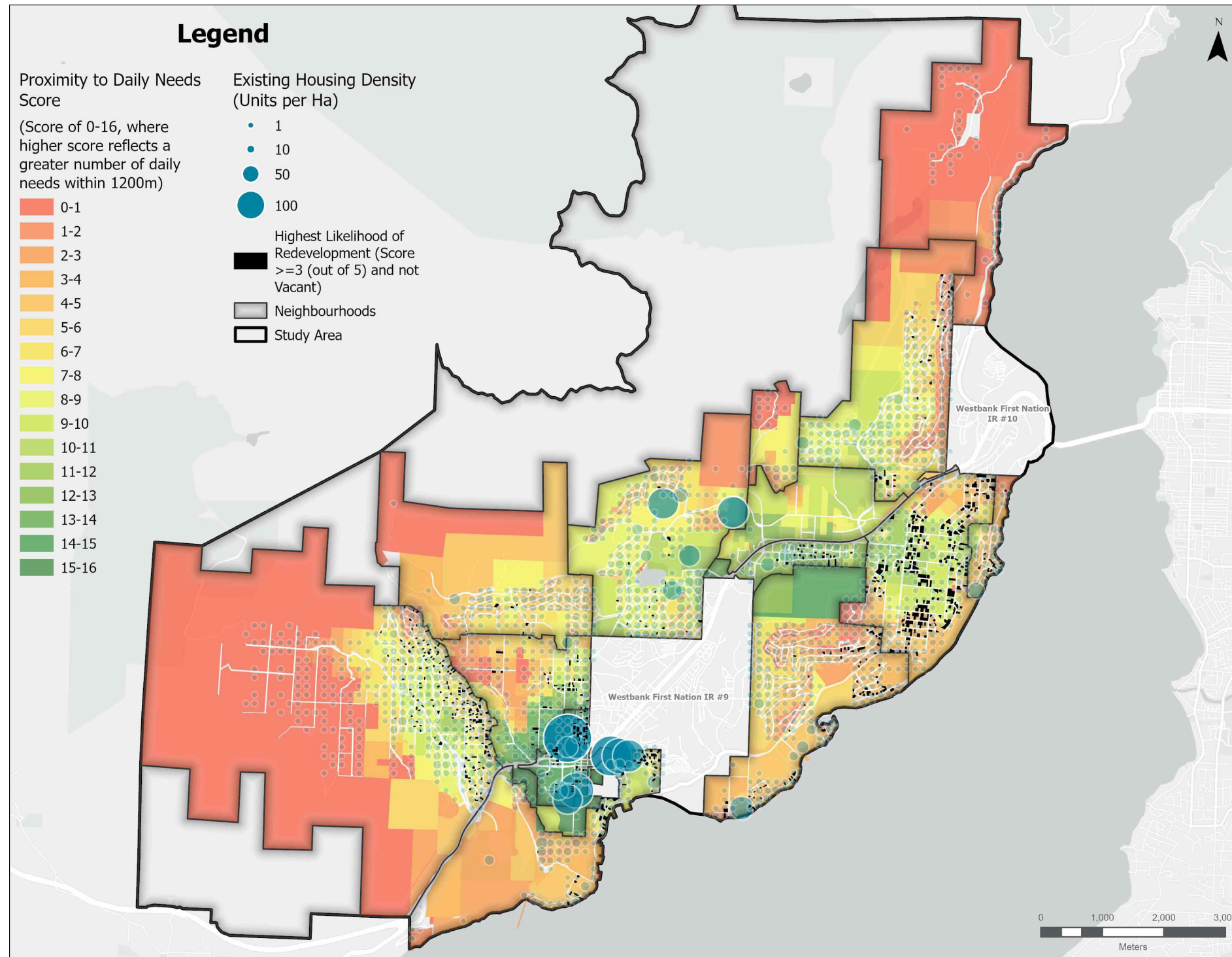
**Figure 15** illustrates the distribution of daily needs combined with lots showing the highest likelihood of redevelopment in West Kelowna (the same underlying ‘Daily Needs’ map shown in Figure 9). The map uses a colour scale to represent scores for proximity to daily needs, with values ranging from 0-1 in red to 15-16. Higher scores indicate better access to daily needs within a 1200-meter radius or about a 10–15-minute walk. Parcels with a high likelihood of redevelopment (scores of 3 or greater) are shown in black. The map highlights the relationship between access to daily needs and redevelopment potential, helping to identify patterns, opportunities, and constraints. Neighbourhood boundaries are outlined in grey for reference.

### What Does This Map Mean?

The map depicts the relationship between proximity to daily needs and the highest likelihood of redevelopment. As can be seen on the map, the Lakeview Heights neighbourhood has a high concentration development likelihood, with a daily needs access score of approximately 9 – 12. Glenrosa shows a lower access to daily needs but also higher concentrations of lots likely to development.

Combining the complete communities variables like shown on this map begins to tell the story of where some areas of the City may warrant attention as they change or evolve.

Figure 15. Daily Needs and Likelihood of Redevelopment



## Likelihood of Redevelopment, Daily Needs, and Housing Density

**Figure 16** combines multiple indicators to build a more comprehensive view of West Kelowna. It maps the proximity to daily needs, the likelihood of redevelopment (as shown in Figure 14), and housing density, represented by blue circles of varying sizes to indicate the number of units and their clustering. Neighbourhood boundaries are outlined in grey for added clarity.

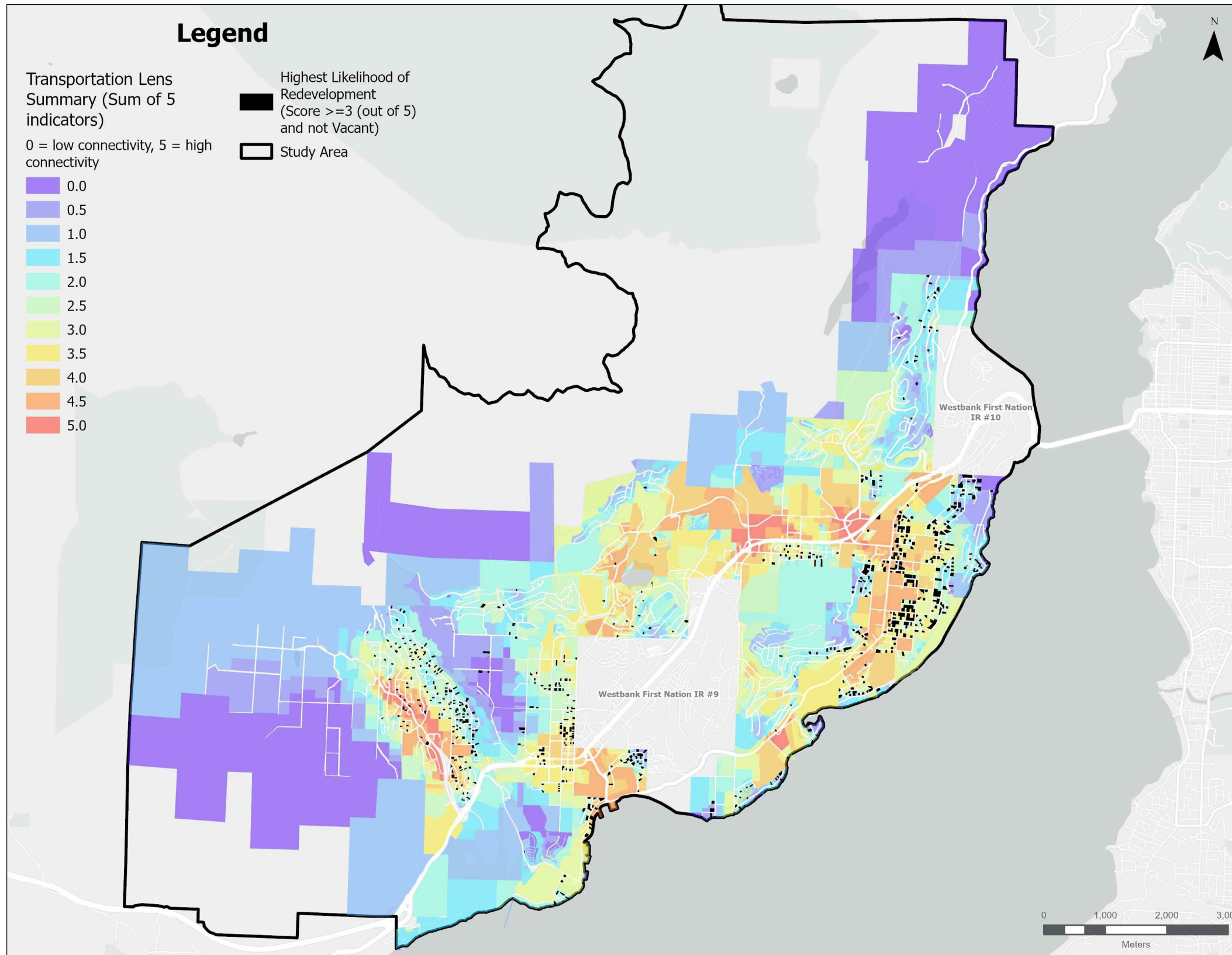
### What Does This Map Mean?

This layered approach allows for a nuanced analysis of potential opportunities and constraints within the community. For example, areas with high redevelopment potential that are also close to daily needs and have lower housing density might be prime candidates for targeted infill development. Conversely, areas that are already densely populated but lack proximity to daily needs might require infrastructure improvements before further development. Assessing these by neighbourhood helps contextualize these insights within specific areas of West Kelowna.

The map indicates that the southern portion of the Westbank neighbourhood and Westbank Centre are currently more densely populated compared to other areas in West Kelowna. These areas also score high in terms of proximity to daily needs and contain parcels with the highest likelihood of redevelopment. Given their proximity to the highway, these areas may be well-suited for infill development and increased density.

In contrast, the Shannon Lake neighbourhood shows existing housing density and scores medium to high for proximity to daily needs, but it does not have a high concentration of parcels identified as having the highest likelihood of redevelopment. On the other hand, the Lakeview Heights neighbourhood has a high concentration of parcels with the highest likelihood of redevelopment but is not very dense. While both Shannon Lake and Lakeview Heights have infill potential, the type of development and necessary upgrades may need to be tailored to each neighbourhood, taking into account planning and zoning requirements.

Figure 16. Daily Needs, Housing Density, and Likelihood of Redevelopment



## Likelihood of Redevelopment and Transportation Connectivity

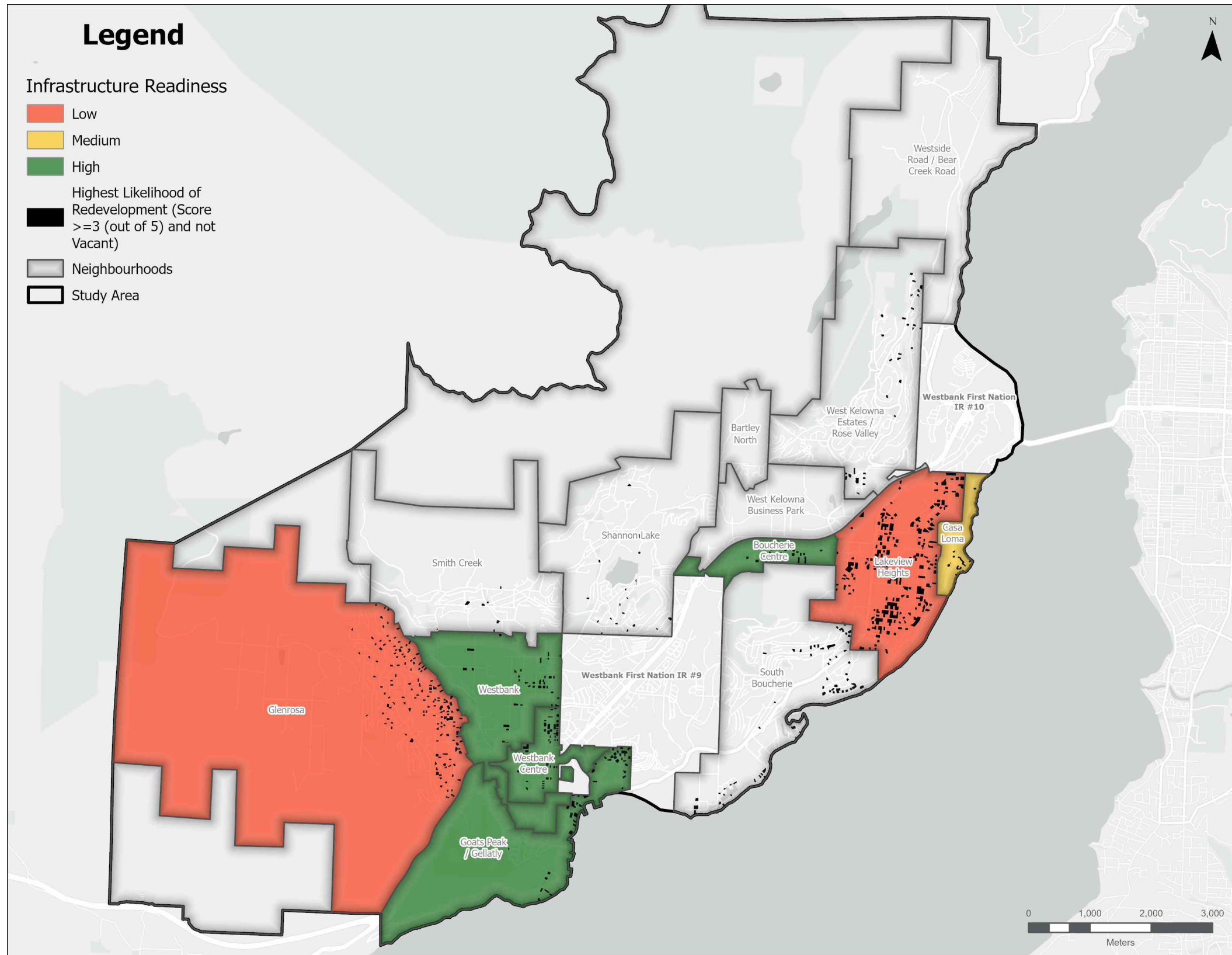
**Figure 17** shows transportation connectivity in West Kelowna layered with likelihood of redevelopment (black). Areas of the city with high transportation connectivity are highlighted in red, while areas with low transportation connectivity are highlighted in purple. The existing street network is also outlined in white on the map.

### What Does This Map Mean?

Through engagement, many respondents highlighted concerns with parking and traffic flows with the addition of increased housing density. As shown on the map, areas in West Kelowna with the highest likelihood of redevelopment are somewhat connected to the City's transportation network.

Lakeview Heights and Glenrosa are two neighbourhoods that exhibit higher transportation connectivity than other West Kelowna neighbourhoods. As part of the Transportation Master Plan 2040, the City has preliminarily identified a series of sidewalk and bike lane improvements to Lakeview Heights and Glenrosa neighbourhoods, forming the Glenrosa and Lakeview Heights Active Transportation Networks. The expansion of West Kelowna's transit network and frequency of service is a potential avenue to alleviate parking demands and ensure safe and equitable access to public transit in areas where infill development is expected to take place.

Figure 17. Transportation and Likelihood of Redevelopment



## Likelihood of Redevelopment and Infrastructure Readiness

**Figure 18** shows the level of infrastructure readiness across West Kelowna (low=red, medium=yellow, green=high), layered with likelihood of redevelopment (black). Infrastructure readiness is determined based on several factors such as sanitary infrastructure capacity, fire flow demands, and stormwater infrastructure capacity. More information on the data used to inform the factors is included in **Appendix A**.

### What Does This Map Mean?

Housing development requires access to public sewerage and water systems, as well as other utilities. Developers often must pay for the infrastructure that will serve their development projects, either directly or in the form of Development Cost Charges. Since infill locations already have much of the needed infrastructure, unless extraordinary capital improvements are required, infrastructure costs can be substantially lower for infill development relative to a similar project in an undeveloped area.

As shown in the map, infrastructure readiness is a major consideration for the future development of infill housing. Lakeview Heights exhibits high redevelopment potential but also shows low infrastructure readiness. A similar pattern is present in the Glenrosa and Casa Loma neighbourhoods. Contrastingly, Westbank Centre, Westbank, Goat's Peak/Gellatly, and Boucherie Centre show some likelihood of redevelopment with high infrastructure readiness. It is critical that the City consider infrastructure demands and community amenity needs resulting from the addition of infill housing including water, sewer, parks, sidewalks, bike lanes, schools, and hospitals.

Figure 18. Infrastructure Readiness and Likelihood of Redevelopment



**SCENARIO TESTING**

## INFILL HOUSING SCENARIO TESTING

Scenario testing is an important part of the Complete Communities project. It supports conversations about how and where potential actions or events might help achieve West Kelowna's identified community goals.

On the following pages, scenarios maps visualize the change in housing density resulting from additional infill development over time and in different areas within the City. The location of additional infill housing density is based on the likelihood of development analysis shown in the previous sections. (The scenarios do not visualize other complete community variables, such as transportation, daily needs, and infrastructure.)

When compared to the other complete communities analysis maps, the scenarios begin to highlight where there are opportunities and constraints that might arise from the addition of infill housing throughout the City over coming years. This can inform potential actions, priorities, and strategic responses to create more complete neighbourhoods.

The scenarios display a 'low growth' future and a 'high growth' future, showing the addition of infill housing at 10- and 20-year time frames on lots with the highest likelihood of development:

- The 'low growth' scenario (**Figure 19**) assumes a 'status quo' amount of new infill housing, and is based on historical townhouse, duplex, secondary suite, and carriage house growth, combined with 'row-housing' estimates contained in the City's Housing Needs Assessment. This scenario assumes 55 new infill housing units a year, for 550 new housing units in 10 years, and 1,100 new housing units in 20 years.
- The 'high growth' (**Figure 20**) scenario assumes an increased amount of new infill housing, in line with provincial SSMUH type infill growth projections. This scenario assumes 145 new housing units being added per year, for 1,450 new housing units in 10 years, and 2,900 new housing units in 20 years.
- All scenarios assume that 2.5 new housing units are added to lots which have the highest development likelihood. The low growth scenario impacts 22 lots per year, and the high growth scenario 58 lots per year.
- The total number of new housing units that the scenarios depict, on a neighbourhood-by-neighbourhood basis, is shown in **Table 2**.

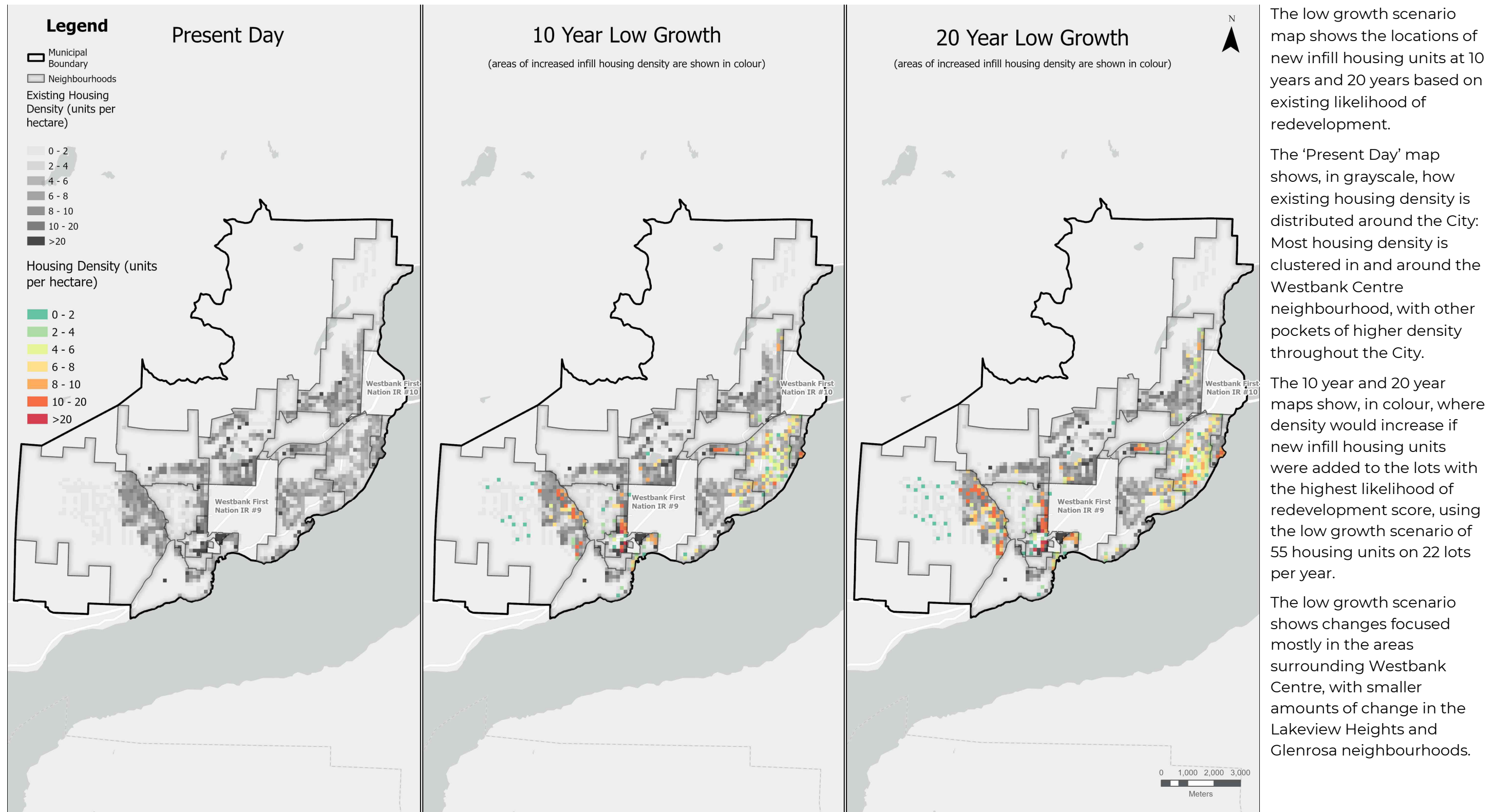
**A key takeaway from the scenarios is that the 20 year 'high growth' scenario - despite adding 2,900 housing units - shows infill spread throughout the City. This helps demonstrate that infill housing growth is low impact.**

Table 2.10 and 20 Year High and Low Growth Housing Unit Scenarios

Neighbourhood	Existing Housing Units*	Low Growth Scenario		High Growth Scenario	
		10 Years	20 Years	10 Years	20 Years
		Additional Infill Housing Units			
Boucherie Centre	487	15	29	39	78
Casa Loma	406	14	28	37	74
Glenrosa	2459	116	231	305	609
Goats Peak / Gellatly	832	38	75	100	199
Lakeview Heights	1510	205	410	541	1082
Shannon Lake	3026	13	25	33	67
Smith Creek	971	5	10	13	27
South Boucherie	2065	51	102	134	269
West Kelowna Estates / Rose Valley	2199	22	44	58	116
Westbank	680	25	49	65	129
Westbank Centre	2731	46	93	122	245
<b>Totals</b>	<b>17,618</b>	<b>550</b>	<b>1100</b>	<b>1450</b>	<b>2900</b>

\*Note 1 - Unit Count totals are based on 2-hectare grids, and may slightly overlap some neighbourhood boundaries

\*Note 2 – Actual totals in this table will reflect slightly lower amounts as data from Westside Road/Bear Creek, West Kelowna Business Park, and Bartley North were less than 10 units at 20 years growth and removed from the table.



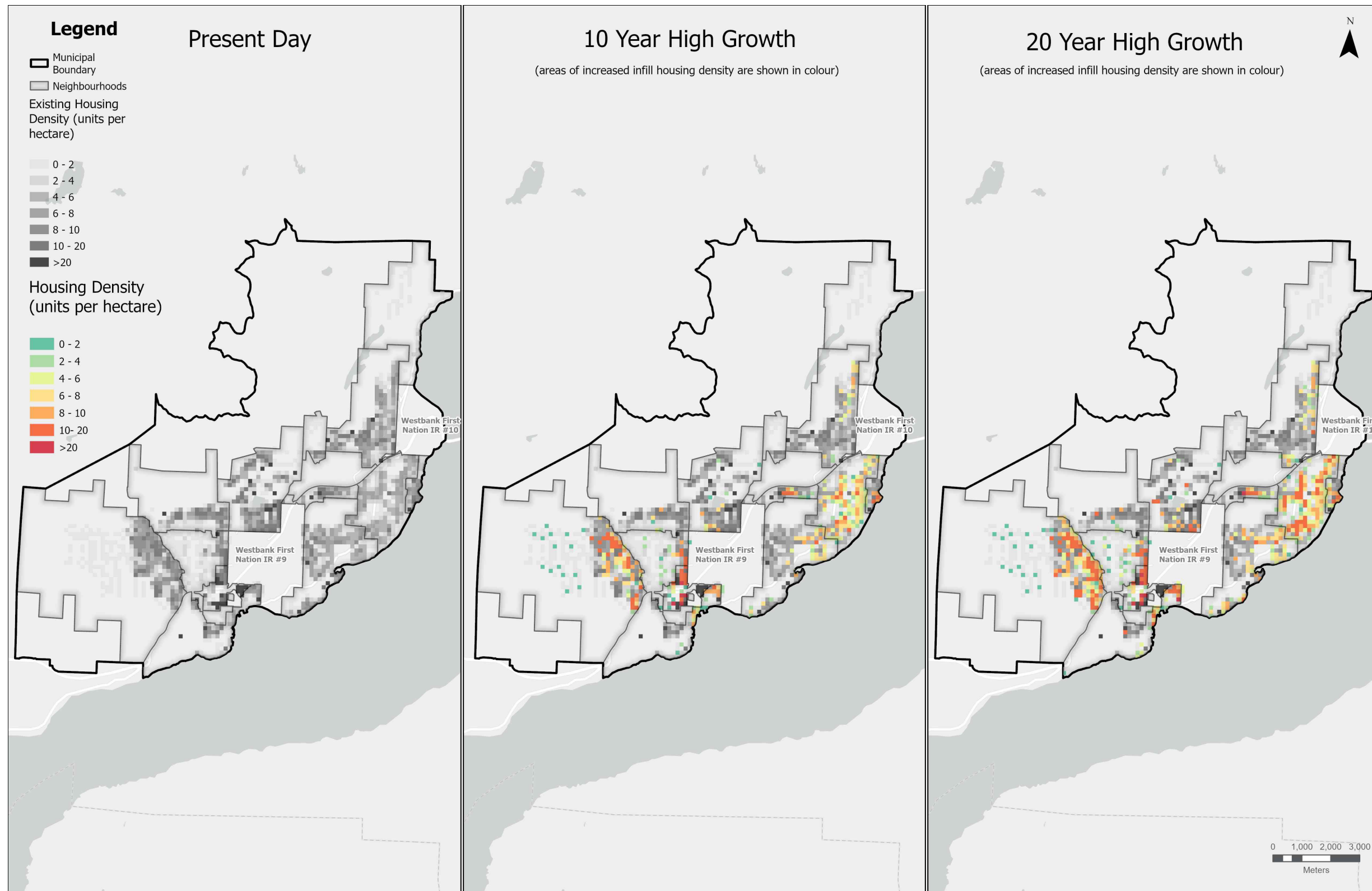
The low growth scenario map shows the locations of new infill housing units at 10 years and 20 years based on existing likelihood of redevelopment.

The 'Present Day' map shows, in grayscale, how existing housing density is distributed around the City: Most housing density is clustered in and around the Westbank Centre neighbourhood, with other pockets of higher density throughout the City.

The 10 year and 20 year maps show, in colour, where density would increase if new infill housing units were added to the lots with the highest likelihood of redevelopment score, using the low growth scenario of 55 housing units on 22 lots per year.

The low growth scenario shows changes focused mostly in the areas surrounding Westbank Centre, with smaller amounts of change in the Lakeview Heights and Glenrosa neighbourhoods.

Figure 19. 10 Year Low Growth and 20 Year Low Growth Scenarios



The high growth scenario map also shows the locations of new infill housing units at 10 years and 20 years based on existing likelihood of redevelopment, but with larger amounts of infill housing being added as already described.

The 'Present Day' map is the same map as the previous page.

The 10 year and 20 year maps show, in colour, where density would increase if new infill housing units to the lots with the highest likelihood of redevelopment score based on the 'high-growth scenario of 145 new housing units added to 58 lots per year.

It can be seen in the high-growth 20 year scenario that growth remains focused in Glenrosa, Lakeview Heights, and the areas surrounding Westbank Centre, but that the impacts of new infill housing are spread through many neighbourhoods across the City.

Figure 20. 10 Year High Growth and 20 Year High Growth Scenarios

# INFILL STRATEGY: GOALS, PRIORITIES AND ACTIONS



## INFILL STRATEGY: GOALS, PRIORITIES, AND ACTIONS



The results of the Complete Communities analysis process have led to three separate but interlinked results:

- **Future Goals for Infill Housing.** The goals identified below reflect community engagement, opportunities and constraints identified through the Complete Communities Analysis, and best practices related to infill housing.
- **Identification of Priority Infill Neighbourhoods** Four neighbourhood areas stand out from the Complete Communities Analysis as being most ready for infill or most likely to experience infill growth. Prioritizing action in these neighbourhoods will support infill housing most effectively.
- **Actions**, on the following pages, are oriented to the five goals. Those which are complementary or require coordination are identified.

### Goal 1: Enable Choices for Infill Housing



- Regulations permit a wide diversity, or 'menu' of different housing types, from secondary suites, to duplex, to fourplex, and combinations thereof.
- Permissive infill regulations for a wide range of infill housing types are applied broadly throughout all neighbourhoods throughout the growth boundary area.
- Actions taken to support infill prioritize the neighbourhoods and areas already well served by daily amenities, transportation and existing infrastructure.

### Goal 2: Infill is Sensitive to Neighbourhoods



- Infill housing addresses its surroundings with context sensitive design that makes great streets even better.
- Infill housing provides high quality landscaping and contributes to the urban forest.
- Parking within infill housing developments and on public streets is well managed.

### Goal 3: Approvals are Streamlined



- Application and permitting processes are ready to handle infill and are straightforward.
- Infill housing development application requirements are documented, readily available, and clearly articulated at the outset of the process.
- Infill housing regulations are consistent across the City and region.

### Goal 4: Infill Housing is Feasible



- There is certainty of where infill development can locate without the need for costly off-site deep-service infrastructure upgrades .
- Infrastructure constraints are known, future needs are mapped, and the impact of infill housing on services is monitored.
- Zoning regulations, particularly density and use, are calibrated to market realities.

### Goal 5: The Community is a Ready and Active Partner



- Neighbourhoods are willing to accept new infill as residents understand what to expect and are confident that the City's requirements reflect community priorities.
- Owners and developers have access to information to know what options they have for infill and how to pursue new infill developments.
- The development industry is familiar with requirements and actively plays a part in the development of regulations.
- Partnerships and collective action making Council comfortable with approving infill housing in West Kelowna.

## Priority Neighbourhoods

The results from the Complete Communities Analysis have identified several key neighbourhoods in West Kelowna that show the highest likelihood and potential for supporting infill housing development. These neighbourhoods are characterized below.



PRIORITY NEIGHBOURHOODS			
Lakeview Heights	Boucherie Centre	Westbank Centre/Westbank	Glenrosa
<p>Lakeview Heights is characterized by somewhat good access to daily amenities (low supply of childcare facilities) with an easily walkable commercial node, excellent transportation connectivity (particularly transit service and distance to an arterial road), but with relatively low infrastructure readiness (potentially water supply and sewer constraints). The neighbourhood contains generally larger lots with older buildings which have depreciated, making it have a high proportion of lots with development likelihood.</p> <p>Under the high-growth scenario, the neighbourhood could potentially see 1,000 new infill housing units on existing lots over the next 20 years. This suggests that land use regulations should be adapted to prepare for this growth pressure, that encouragement and facilitation of daily needs should be considered, transportation throughout the neighbourhood, particularly sidewalk connectivity and bike safety should be prioritized, and detailed investigation of servicing needs should be undertaken.</p>	<p>The Boucherie Centre neighbourhood has excellent vehicle access to daily needs in other neighbourhoods and some of the best transit access in the City. The area is well served by infrastructure and is ready to facilitate infill development. While the likelihood of redevelopment map may not reflect a large number of lots in this area, regulations which consider high infill density, such as 5 or 6 units per lot, could be considered given the area's existing growth designations in the Official Community Plan. Over time, as existing buildings in this neighbourhood age, and new infill units are added, the real estate market will demand more infill. Young families may find smaller and more affordable units desirable in this area, given proximity to schools and the ease of commuting.</p> <p>The neighbourhood scores somewhat low for daily needs access given its priority for future growth in the OCP. Policy and actions may want to prioritize additional daily needs amenities in this area to reduce the need to use a car.</p>	<p>The Westbank Centre neighbourhood scores high for every component of the complete communities analysis. While land use designations in this area support higher density, consideration could be given to accommodating more dense forms of infill housing in this neighbourhood (such as 6 unit 'plex' styles). In the 2024 'Density Bonus Analysis Report, infill housing was shown to economically outcompete some forms of more dense apartment development, suggesting that the market is ready to deliver infill housing in this area.</p> <p>In the surrounding Westbank neighbourhood, older homes on lots in the ~800m<sup>2</sup> range show high likelihood of redevelopment. This relatively flat area, with walkability to daily amenities, warrants attention to ensuring that deficiencies in biking and sidewalk facilities can service new residents, while infrastructure improvements such as new frontage improvements, will help with this along with parking management and the planting of new street trees to help with neighbourhood beautification.</p>	<p>The Glenrosa neighbourhood has the second-highest proportion of lots with high development likelihood (second to Lakeview Heights). However, the neighbourhood lacks in many transportation options, daily needs, and infrastructure components</p> <p>Planning for this neighbourhood will need to account for infill intensification that does not negatively impact neighbourhood character. A more detailed analysis of lot size and potential infill housing configuration, alongside tree management policies, are warranted. Given the neighbourhood's low transportation connectivity and low access to daily needs, emphasis of development of a neighbourhood scale services, along with parking management strategies, will become necessary over time if infill is encourage here. Consideration of a Glenrosa-specific neighbourhood plan could bring attention and solutions to these issues.</p>




## Infill Strategy Recommended Actions


A series of actions have been developed which address the gaps and needs identified in the City’s 2022 Housing Needs Assessment, Housing Strategy, and align with the Growth Concept developed through the Official Community Plan Update. These actions also align with goals connected to Council’s Strategic Priorities. Actions, complete communities analysis specifics, recommended timeframe, and supporting actions have been outlined for each action type to consider. The recommended time frame is categorized into short (within 1-2 years), and medium (between 2-4 years) term actions, as well as ongoing actions.

### Action Category 1 – Zoning Bylaw Amendments: Background & Rationale

Restrictive bylaw structures, particularly zoning and land use regulations, have been identified as one of the biggest contributors to preventing infill development. The City is currently exploring various initiatives to assess existing zoning and land use regulations to reduce regulatory barriers and identify locations, scale, and factors for permitting an additional housing density. Simply enabling more infill housing types with permissive land use regulation is an effective strategy that can be undertaken. While care should be taken to ensure this action is combined with others, as detailed throughout the following, this action is foundational.

ACTION CATEGORY 1: RECOMMENDED ZONING BYLAW AMENDMENTS			
Amend City of West Kelowna Zoning Bylaw	Rationale and Complete Communities Analysis Specifics (if applicable)	Recommended Time Frame	Supporting Actions
<b>Action 1A:</b> Expand zoning permission for four-unit townhouse or ‘house plex’ typologies of infill (such as the RP1 Zone) to more lots within the Urban Containment Boundary.	Westbank Centre (32%), Lakeview Heights (28%), South Boucherie (12%), Goats Peak/Gellatly (12%) Westbank (10%), Boucherie Centre (9%) neighbourhoods have a larger proportion of lots with high development likelihood. Expanding the flexible ‘plex’ typology to these neighbourhoods will further support infill development.	<b>Short Term (1 - 2 years)</b> 	
<b>Action 1B:</b> Allow up to two separate duplex buildings on larger residential lots (particularly within the R1 Zone) and within the Urban Containment Boundary.	A suggested conservative minimum lot size threshold to allow more than one duplex, which would account for flexibility in building placement <i>and site coverage below 50%</i> , is 1,000m <sup>2</sup> or larger.  The Complete Communities analysis found that the median lot size for parcels with a higher redevelopment in the South Boucherie, West Kelowna Estates, and Goats Peak/Gellatly neighbourhoods was 1,200 – 1,400m <sup>2</sup> . A two-duplex scenario of infill provides greater flexibility in the placement of	<b>Short Term (1 - 2 years)</b> 	



	buildings while improving the design response to existing neighbourhood conditions for multi-unit infill housing types. It also allows for the flexibility of providing a multi-unit form in new greenfield developers occurring in these (or other R1 Zoned) neighbourhoods. On lots in the 1,200 – 1,400m <sup>2</sup> range, two duplexes (totalling 4 units of approximately 195m <sup>2</sup> / 2,000 sq.ft.) can maintain a building site coverage under 35%.		
<b>Action 1C:</b> Reduce parking standards to 1.0 or 1.5 stalls/unit for infill typologies (house plex and/or townhouses) in the Boucherie and Westbank neighbourhoods.	<p>Parking requirements could be aligned with bedroom counts (such as 1 stall for a 2 bedroom, 1.5 for a 3 bedroom, etc.).</p> <p>In addition to having a higher proportion of lots with development likelihood, the Boucherie Centre, Westbank Centre and Westbank neighbourhoods are well served by transportation options and are close to daily amenities, which increases justification for considering reduced parking requirements.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	
<b>Action 1D:</b> Incentivize unbundling parking from individual infill units.	<p>An example of this is to allow reduced parking requirements only if parking is centralized on a given lot and shared amongst units.</p> <p>Individual garages are popular and functional but make site circulation on small lots more challenging and generally increase building massing as well as cost. Unstructured (surface) parking in infill developments, if appropriately screened and located outside of front setbacks, can have less impact on neighbourhood character and significantly reduce massing of infill buildings.</p>	<p><b>Medium Term (2-4 years)</b></p> 	
<b>Action 1E:</b> Support increased development of carriage houses by relaxing carriage house regulations.	<p>Specific components of this action could include:</p> <ul style="list-style-type: none"> <li>- Remove minimum parcel area limitation of 2,500m<sup>2</sup> for carriage houses in the R1 Zone where appropriate.</li> <li>- Increase or remove relative percentage limits of carriage houses (i.e. increase current maximum proportion from 75% to 90% of principal dwelling or remove completely).</li> <li>- Remove requirement to include parking space within carriage houses and permit required parking to be located anywhere on the same parcel.</li> </ul> <p>These recommendations will greatly expand the ability to place carriage homes within the rear yard of existing homes.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	

	<p>Many lots within the City of West Kelowna have not yet depreciated to the point where demolition and redevelopment of the property is economically viable. (Data supporting this assertion can be found in the Density Bonus Analysis completed in May, 2024). In addition, many homes in West Kelowna already have a secondary suite (1,525, or 15% of all single detached). Facilitating and supporting construction of carriage homes enables thousands of lots to potentially add an additional housing unit, contributing to increased affordability for owners through rental revenue, and increased options for rental housing.</p>		
<p><b>Action 1F:</b> Reduce the number of infill housing zones.</p>	<p>The current City of West Kelowna Zoning Bylaw No. 0265 contains 5 separate zones which support different forms of infill housing: RC1, RC2, RC3, RP1, and RI. There is little variation across these zones, and should the recommendations contained in this strategy be implemented, differences would be fewer.</p> <p>The number of zones could be reduced to two different zones, accommodating smaller lot sizes and more intensive use (higher site coverage, smaller lot size) in denser and amenity rich areas of the City (such as Lakeview Heights, Boucherie Centre, Westbank Centre and surrounding areas), and larger lots and less intensive uses in less dense areas of the City (such as West Kelowna Estates, Smith Creek, and Glenrosa). Alternatively, one zone could focus on 'plex' infill on smaller lots, and another zone focused on 'townhouse' development types on larger lots.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	<p><b>To be completed concurrently with Action 1A.</b></p>

*Action Category 2 – Official Community Plan Amendments: Background & Rationale*




Restrictive bylaw structures, particularly zoning and land use regulations, have been identified as one of the biggest contributors to preventing infill development. Simply enabling infill housing types is the single-most effective strategy that can be undertaken. While care should be taken to ensure this action is combined with others, as detailed throughout the following, a permissive regulatory structure across a broad geography.


<b>ACTION CATEGORY 2: OFFICIAL COMMUNITY PLAN AMENDMENTS</b>			
<b>Amend City of West Kelowna Official Community Plan</b>	<b>Rationale and Complete Communities Analysis Specifics (if applicable)</b>	<b>Recommended Time Frame</b>	<b>Supporting Actions</b>
<p><b>Action 2A:</b> Amend Official Community Plan 'Low Density Residential' Land Use Designation to support up to four fee simple units to coincide with changes made in response to Bill 44/SSMUH legislation.</p>	<p>Coinciding with recommendations to expand zoning for 'plex' developments to more areas of the City, amendments to the Official Community Plan will align with Bill 44 'SSMUH' legislation and its intent. While zoning for 'plex' may not currently encompass the entire 'Low Density Residential' designation at this time, it signals that infill development is supported into the future within the Urban Containment Boundary of the City and in alignment with Provincial Legislation.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	
<p><b>Action 2B:</b> Incorporate new and expanded infill housing specific Design Guidelines into the existing Official Community Plan. Ensure that new guidelines are clear, concise, and in language accessible to the general public and local development community.</p>	<p>Design Guidelines should include:</p> <ul style="list-style-type: none"> <li>- Supporting visuals and examples of 'do's and don'ts for architectural styling.</li> <li>- Guidance and parameters for the placement of garages, drive aisles, and exterior/unstructured parking.</li> <li>- Placement of doors and pedestrian access.</li> <li>- Site layout suggestions, examples, including guidance for circulation and placement of outdoor amenity space.</li> <li>- Landscaping guidance, including stormwater management, tree protection and placement, and inclusion of FireSmart Principles.</li> </ul> <p>Further ensure that language guiding design elements allows for development that respects existing context but doesn't encourage or prescribe repetitive or duplicative patterns of development.</p>	<p><b>Medium Term (2 - 4 years)</b></p> 	

<p><b>Action 2C:</b> Investigate and consult with the community on allowing mixed uses of residential with small scale commercial “daily need” zoning in “Low Density Residential Areas”, particularly where access to daily needs are low and likelihood of redevelopment is higher.</p>	<p>Within neighbourhoods such as Glenrosa and portions of Lakeview Heights, the current likelihood of redevelopment is higher and access to daily needs is lower (Figure 15) relative to other neighbourhoods in the City. Providing more opportunity for home based businesses and small scale commercial within developments, and on the same parcel as infill housing can support more ‘complete’ community’ development as the City densifies. Commercial uses could range from home based businesses to small commercial retailers. Examples include a ‘corner store’ combined with infill housing of 3 – 4 units, or a small professional service such as physiotherapy or yoga studio in the same building as separate residential units.</p>	<p><b>Medium Term (1 - 2 years)</b></p> 	
<p><b>Action 2D</b> Consider development of neighbourhood specific infill housing plans.</p>	<p>The priority neighbourhoods of Lakeview Heights and Glenrosa would benefit from a detailed neighbourhood plan process that further identifies constraints and works towards specific policies to assist with the integration of infill housing.</p>	<p><b>Medium Term (2-4 years)</b></p> 	

*Action Category 3 – Other Land Use and Related Regulatory Changes: Background & Rationale*




Fully enabling infill involves integration of a suite of complementary and interlinked regulations across numerous departments and municipal functions.





<b>ACTION CATEGORY 3: OTHER LAND USE AND RELATED REGULATORY CHANGES</b>			
<b>Land Use and Regulatory Changes</b>	<b>Rationale and Complete Communities Analysis Specifics (if applicable)</b>	<b>Recommended Time Frame</b>	<b>Supporting Actions</b>
<b>Action 3A:</b> Increase development permit exemptions and fast track options for approving infill Development Permits for developments of 4 units or less.	This action should be combined with a revised set of Design Guidelines that provide comfort to Council and the community surrounding expectations for the form and character of new infill in existing neighbourhoods, in light of concerns raised in the public survey.	<b>Medium Term (2-4 years)</b> 	<b>To be completed concurrently with Action 2B.</b>
<b>Action 3B:</b> Create an Infill Development Permit Guideline 'Checklist'	A checklist, with additional explanation, can assist developers, designers, and builders in interpreting, and meeting Development Permit Design Guidelines requirements for infill housing projects (which require a DP). <i>Examples of similar checklists can be accessed here:</i> <ul style="list-style-type: none"> <li>- <a href="#">City of Coquitlam</a></li> <li>- <a href="#">City of Duncan</a></li> <li>- <a href="#">City of Courtenay</a></li> </ul>	<b>Short Term (1 - 2 years)</b> 	
<b>Action 3C:</b> Prepare an infill housing development guide and/or webpage for owners and developers that provides a 'one-stop' information source for infill.	This resource should include, at minimum, the following: <ul style="list-style-type: none"> <li>- Guidance for determining zoning and permitted uses</li> <li>- Development approvals Process overview</li> <li>- Building Permit process overview</li> <li>- Development Application Checklist</li> <li>- Identification of:                             <ul style="list-style-type: none"> <li>o required fees</li> <li>o different types of infill</li> <li>o landscaping requirements</li> <li>o tree placement guideline</li> <li>o servicing requirements</li> </ul> </li> </ul>	<b>Short Term (1 - 2 years)</b> 	

	<p>The City of Kelowna has developed a <a href="#">Fast Track Infill Housing Process</a> intended to expedite the necessary approvals for infill housing as a method to try and increase supply and lower the barrier for construction of new housing. A similar approach may be explored in the City of West Kelowna.</p>		
<p><b>Action 3D:</b> Assess landscaping standards to support tree retention and replacement for infill development.</p>	<p>The development of standards such as an approved planting and tree list is strongly recommended for providing environmental benefits, enhancing the microclimate for residents, and screening and delineating areas within infill housing developments. Specification of required landscaping elements such as fencing, trees and vegetation will also aid in creating visual appeal.</p> <p>Preservation of greenspace was identified as a priority by the community.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	<p><b>To be completed concurrently with Action 3A</b></p>

*Action Category 4 –Infrastructure, Servicing, and Capital Upgrades: Background & Rationale*




Infrastructure is one of the biggest determinants of infill viability. Infill housing development cannot be supported without building out infrastructure that supports such growth. Vital investments in infrastructure and capital upgrades will help catalyze redevelopment. Costly infrastructure upgrades can eliminate economic viability of infill projects, even if in locations that are otherwise desirable and supported by policy.



<b>ACTION CATEGORY 4: INFRASTRUCTURE, SERVICING, AND CAPITAL UPGRADES</b>			
<b>Actions</b>	<b>Rationale and Complete Communities Analysis Specifics (if applicable)</b>	<b>Recommended Time frame</b>	<b>Supporting Actions</b>
<b>Action 4A:</b> Develop or revise a Master Servicing Strategy that includes sewer and water models for existing conditions that are up-to-date and accurate.	<p>This action should include:</p> <ul style="list-style-type: none"> <li>- Specifically identify fire flow availability</li> <li>- Initiate a practice to be able to provide readiness information and capacity to developers/owners who inquire about infill redevelopment.</li> </ul> <p>Upload data to online mapping to create transparency and ease of information access for the development and real estate community.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	
<b>Action 4B:</b> Utilize and expand on the Complete Communities neighbourhood analysis to identify overlapping areas of high priority infill housing growth with existing sewer and/or water supply constraints and evaluate for necessary capital project upgrades.	<p>Prioritize Master Plan projects to include high growth infill housing areas.</p> <p>Neighbourhoods that exhibit a high likelihood of redevelopment but do not show readiness in terms of sewer and water supply include Lakeview Heights and Goat’s Peak/Gellatly. There are known water supply concerns in Goats Peak/Gellatly as evidenced by the infrastructure lens assessment.</p> <p>The Glenrosa neighbourhood has transportation and access limitations that require longer term planning for road and bridge infrastructure projects.</p>	<p><b>Medium Term (2 - 4 years)</b></p> 	
<b>Action 4C:</b> Revise Subdivision and Servicing Bylaw to better facilitate infill development.	<p>Changes could include:</p> <ul style="list-style-type: none"> <li>• Evaluation and refinement of water supply standards for various typologies of infill, particularly plex buildings, to minimize and/or avoid cost-prohibitive off-site upgrades.</li> <li>• Review frontage improvement costs and DCC’s for infill development.</li> <li>• Investigate opportunities presented by Bill 16 for additional road dedication at building permit.</li> </ul>	<p><b>Short Term (1 - 2 years)</b></p> 	

<p><b>Action 4D:</b> Investigate an offsite Frontage Works Improvement Program to more efficiently fund local road improvements in areas experiencing infill.</p>	<p>Utilizing a similar approach to collecting cash-in-lieu, a frontage works program would establish a structure to pool monies paid in lieu of off-site frontage improvements, and put these towards an annual capital improvement program for local roads. This program has the advantage of prioritizing local road improvements in areas experiencing infill, while offering time and cost savings to developers.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	<p><b>To be completed following completion of Action 4B.</b></p>
<p><b>Action 4E:</b> Update the Storm Water Master Plan to inform standards for stormwater management in the Subdivision and Development Servicing Bylaw.</p>	<p>Basin-wide stormwater management plans, or more simply soil type analysis on a neighbourhood scale can help inform stormwater management needs for infill housing.</p>	<p><b>Medium Term (2-4 years)</b></p> 	<p><b>To be completed concurrently with Action 4D.</b></p>
<p><b>Action 4F:</b> Develop standards and guidance materials for on-site stormwater management for situations where civil engineering design is not required.</p>	<p>This could include:</p> <ul style="list-style-type: none"> <li>- Pre-approved stormwater design standards on a neighbourhood-by-neighbourhood basis.</li> <li>- Design standards based on a neighbourhood by neighbourhood, or alternatively, dependent on soil type conditions (well, moderate, and slow draining). This could include a Zoning Bylaw review for impermeable area to regulate amount of impermeable surfaces.</li> <li>- Specifications for hardscape permeability.</li> <li>- Homeowner guidance for downspout rainwater management.</li> <li>- Lot grading standards and specifications.</li> </ul>	<p><b>Short Term (1 - 2 years)</b></p> 	
<p><b>Action 4G:</b> Investigate revision of the Development Cost Charges Bylaw to review DCCs for carriage house development.</p>	<p>Well established neighbourhoods of the City with lower development likelihood but larger lot sizes, such as West Kelowna Estates, may better support carriage house development as opposed to plex redevelopment. Coinciding with other actions, a reduction of DCCs for carriage homes will reduce the up-front cost burden for homeowners evaluating this option. Up front construction costs are one of the biggest barriers to carriage house construction.</p>	<p><b>Medium Term (2-4 years)</b></p> 	<p><b>To be completed concurrently with Action 1E and 4C.</b></p>

*Key Direction 5 – Strategic Considerations and Operational Changes: Background & Rationale*




A series of strategic considerations and operational changes are proposed to support the delivery of infill housing in West Kelowna.


<b>ACTION CATEGORY 5: OPERATIONAL CHANGES</b>			
<b>Actions</b>	<b>Rationale and Complete Communities Analysis Specifics (if applicable)</b>	<b>Recommended Time frame</b>	<b>Supporting Actions</b>
<p><b>Action 5A:</b> Coordinate and integrate staffing activities and timelines across projects and departments related to the implementation of infill housing.</p>	<p>Activities that would benefit from integration include:</p> <ul style="list-style-type: none"> <li>- Update to the Works and Services Bylaw</li> <li>- Development Permit Guidelines</li> <li>- Zoning Bylaw Amendments</li> <li>- Infrastructure Master Plans</li> <li>- Infrastructure Modelling</li> <li>- OCP Updates in 2025</li> <li>- DCC Updates</li> <li>- Capital Projects</li> <li>- Development Application Process Review</li> </ul>	<p><b>Ongoing</b></p> 	<p><b>To be completed concurrently with Action 3B, and Action 3C.</b></p>
<p><b>Action 5B:</b> Conduct an internal audit of the development approvals process, with the aim of identifying new opportunities to support infill, streamlining, and ensuring requirements are clearly communicated.</p>	<p>Engagement results from the Infill Housing Strategy What We Learned Summary show strong support for streamlining the development approvals process and providing pre-approved building designs to aid in creating conditions for more infill housing development.</p>	<p><b>Medium Term (2-4 years)</b></p> 	
<p><b>Action 5C:</b> Consider an Infill Working Group consisting of engineering and planning staff as well as other staff as required (i.e. Finance, Asset Management, Building, Fire/Rescue etc.).</p>	<p>Holding quarterly meetings to share information, review building permit data, development permit data, DCC revenues, capital projects, lessons learned, and new opportunities can assist with improving interdepartmental integration and knowledge sharing on complex infill housing issues, while also building a shared appreciation for different challenges faced across departments. This can be accomplished with an existing roundtable group (such as the Development Review Committee) including an infill housing agenda item</p>	<p><b>Ongoing</b></p> 	

<p><b>Action 5D:</b> Ensure permitting processes account for infill building permits separate from single-detached.</p>	<p>This action allows for appropriate tracking of infill housing growth separate from other housing types. An example is distinguishing a new duplex built on an existing lot with an existing home, versus a new duplex on a vacant lot. Or differentiating between ‘plex’ style townhouses versus larger scale multi-building townhouse complexes.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	
<p><b>Action 5E:</b> Explore opportunities for implementing a pre-approved design program. Utilize existing designs prepared for Small Housing BC, the Province of BC, partnering with neighbouring communities, or the results of a West Kelowna design competition.</p>	<p>Pre-approved designs can reduce timelines for developers but can also reduce staffing resources. Up-front effort to develop the program is high, however this process will improve service delivery and efficiency. Consideration for developing different design standards for individual neighbourhoods of the City can help new infill reflect the existing built form in existing neighbourhoods and increase community support for this new infill development in existing neighbourhoods.</p>	<p><b>Short Term (1 - 2 years)</b></p> 	<p><b>To be completed concurrently with Action 3A, Action 3C, and Action 6E.</b></p>

*Action Category 6 – Strategic Actions: Background & Rationale*



A series of additional strategic actions have been identified to support the development of infill housing.


ACTION CATEGORY 6: STRATEGIC CONSIDERATIONS			
Actions	Rationale and Complete Communities Analysis Specifics (if applicable)	Recommended Time frame	Supporting Actions
<p><b>Action 6A:</b> Undertake detailed proforma analysis of several infill typologies in 3 – 4 neighbourhoods of the City to better understand market potential and feasibility of infill development. Utilize proforma analysis results to fine-tune and calibrate zoning parameters.</p>	<p>The neighbourhoods of Lakeview Heights, Glenrosa, and Westbank Centre exhibit the highest probability for infill housing redevelopment. Developing and updating proformas to reflect market conditions for infill typologies in these neighbourhoods specifically may aid in informing necessary amendments to zoning parameters to improve redevelopment feasibility.</p>	<p><b>Medium Term (2-4 years)</b></p> 	
<p><b>Action 6B:</b> Coordinate ‘stacked’ incentives utilizing momentum from 2024 SSMUH adoption and actions within this Strategy to encourage uptake of infill.</p>	<p>Incentives which are known to be effective include:</p> <ul style="list-style-type: none"> <li>• Tax Exemptions for <i>rental</i> development in priority infill areas.</li> <li>• Waiving or reducing the value of securities required for landscaping and paving.</li> <li>• Cash-in-lieu of parking policy towards an Active Transportation Fund (to avoid the need for Council-approved variance applications).</li> <li>• Pre-reviewed building plans for Secondary Suites and Carriage Houses or other low-density housing forms (cost savings through time savings)</li> <li>• Potential Housing Accelerator Fund Grants and/or Forgivable Loans for specified Infill Housing Types</li> </ul>	<p><b>Medium Term (2-4 years)</b></p> 	
<p><b>Action 6C:</b> Undertake research on on-street parking management strategies. Focus on understanding opportunities, constraints, and experiences of parking management programs in Okanagan communities, including</p>	<p>Public engagement results highlighted concerns with parking and traffic flows with the addition of increased housing density. Additional research on on-street parking management strategies will support with managing increased parking generated by infill housing. Changes to support transit service expansions and enhance reliability and safety on local roads is also encouraged. Additional opportunities should be explored to maximize the use of public roadways to support infill development.</p>	<p><b>Short Term (1 – 2 years)</b></p> 	

<p>Kelowna, Penticton, Vernon and Lake Country, as well as communities similar in size and development patterns, such as Maple Ridge, Pitt Meadows, Langford, and Colwood.</p>	<p>This work may be combined with a public awareness campaign to understand that streets are a shared facility.</p>		
<p><b>Action 6D:</b> Investigate the impact of SSMUH development on greenfield development sites in terms of long-term asset management impacts, taxation and cost recovery, transportation impacts, and wildfire interface risk. Explore all opportunities to direct housing density to existing neighbourhoods in closer proximity to transportation and amenities as opposed to new subdivision developments.</p>	<p>As evidenced by public engagement results, there is strong public recognition that infill housing can reduce urban sprawl, make more efficient use of infrastructure, keep property tax lower (when compared to suburban expansion) and support the addition of new and improved amenities within the City of West Kelowna. Further, there is strong public support for compact growth to avoid the need to expand the City outwards including the development of infill housing (fourplexes) near existing transit services and amenities in West Kelowna.</p> <p>Infill development has the potential to reinvest in and strengthen neighbourhoods, whereas sprawl often burdens taxpayers. The costs of providing public infrastructure, including roads, utilities and schools, tends to be much lower for compact, infill development, providing annual savings compared with sprawl.<sup>11</sup></p> <p>The area where residential development overlaps wildland areas is known as the Wildland Urban Interface (WUI). Several factors influence the susceptibility of development in the WUI to fire, many of which can be controlled or regulated through land use planning.<sup>12</sup> Infill housing presents a risk mitigation opportunity for Wildland-Urban Interface Fires given that it is connected to existing roads and firefighting infrastructure. Contrastingly, traditional low-density development patterns may bring additional</p>	<p><b>Medium Term (2-4 years)</b></p> 	

<sup>11</sup> Litman, T. (2021). *Understanding Smart Growth Savings - Evaluating Economic Savings and Benefits of Compact Development*, Victoria Transport Policy Institute.

<sup>12</sup> Bénichou N., Adelzadeh M., Singh J., Gomaa I., Elsagan N., Kinatader M., Ma C., Gaur A., Bwalya A., and Sultan M. (2021). *National Guide for Wildland-Urban Interface Fires*. National Research Council Canada.

	challenges for emergency response and increased costs of infrastructure because of the expanded footprint of the community.		
<b>Action 6E:</b> Host a West Kelowna Infill Design Competition. Allow the public to vote on a shortlist of final designs.	Public engagement with the West Kelowna community highlighted the need for ensuring that infill projects mimic existing and/or traditional neighbourhood features, as opposed to introducing new contemporary design elements. Specifically, residents highlighted the need to evaluate height regulations for infill housing to prevent disruption of established communities. An infill design competition is recommended to explore infill housing design options, show how infill housing can be well designed and meet community objectives, and explore the potential for infill housing to improve neighbourhoods.	<b>Medium Term (2-4 years)</b> 	<b>To be completed concurrently with Action 5E, and Action 3A.</b>
<b>Action 6F: Undertake a series of actions aimed at education for the public and for developers including:</b>  Undertake a public awareness campaign as well as a communications campaign for community housing and market developers to understand incentives.  Use social media to share resources and build collective, community knowledge about infill and to celebrate successful and innovative infill developments.  Develop a dedicated webpage on the City of West Kelowna’s website to house information about infill development and make	For development of the dedicated webpage, ensure to include key terminology and information useful to the general public such as ‘what can I do with my property’.	<b>Medium Term (2-4 years)</b> 	

information accessible to the public.			
<b>Action 6G:</b> Organize a tour for Mayor and Council of infill projects in neighbouring Kelowna.	In person visits to completed infill projects, including a walk-through of show homes or under construction units, can provide valuable context to the benefits of infill and how challenges can be addressed.	<b>Short Term (1-2 years)</b> 	

## Partnership Opportunities

Strong partnerships throughout City and Region, locally with Westbank First Nation, and with the broader development community can lead to innovative and collaborative infill housing actions. The following actions are recommended to help build regional partnerships:

- Share the findings of this report with Westbank First Nation and support opportunities to partner with Westbank First Nation to identify complimentary housing opportunities and discuss future service and amenity siting, brownfield remediation, and future active transportation infrastructure **(Medium term)**
- Undertake actions to collaborate cross-jurisdictionally. Regional consistency and partnership with the City of Kelowna, Small Housing B.C., and the Regional Steering Committee could aid the City of West Kelowna in addressing challenges associated with infill housing development **(short term)**
- Utilize the Regional Steering Committee Meetings to gather insight on infill housing development in other Cities across the region and to build a community of practice in the region **(ongoing)**
- Engage with local developers, builders, real estate agents and other industry professional while developing new policies and bylaws and seek feedback. This action helps to build collective knowledge and expand buy-in to policies and practices through the process. Further consider ongoing bi-annual meetings with key industry contacts and prominent builders/developers in the region. Ask questions such as 'what is working' and 'what can we improve'. The City of West Kelowna is already undertaking this work through annual Developers Round Table events, Advisory Committees, and referrals and working groups with the Urban Development Institute **(ongoing)**

## APPENDIX A – GEOSPATIAL METHODOLOGY AND SUPPLEMENTARY MAPS

The West Kelowna Complete Communities Assessment was integral to the development of this report, and informed recommendations about infill housing needs and directing growth. Integrating a spatial component into the City's Infill Housing Strategy has enabled the identification of suitable locations for infill housing that align with complete community characteristics.

The following section contains information on the methodology used for each lens and supplementary maps not included in the 'Complete Community Assessment: Four Lenses' section of the main report. These maps provide a detailed examination of the individual indicators used for the Transportation and Daily Needs lenses. While the maps in the main body present the key findings of the analysis, the maps, together with the Geospatial Methodology, offer additional detail and technical information for reference.

This appendix also outlines the geospatial methodology used to analyze and visualize data for the City of West Kelowna's Infill Housing Strategy. The methodology includes detailed descriptions of the data sources, analytical techniques, and mapping processes employed to assess various indicators such as proximity to transit, walkability, and access to amenities. This technical information provides the foundation for the spatial analysis presented in the main report and supports the identification of optimal locations for infill housing development.

### **Data Sources:**

The Complete Communities Assessment utilized various forms of data from different sources. Quantitative data was gathered from the Statistics Canada Proximity Measures database, BC Assessment, and the City's internal database. This quantitative data was supplemented with empirical, qualitative data from staff and the project team, who are familiar with West Kelowna.

### **Study Area and Unit of Analysis:**

The assessment covered all 14 neighbourhoods in the City of West Kelowna: Glenrosa, Smith Creek, Westbank, Westbank Centre, Goat's Peak/Gellatly, Shannon Lake, West Kelowna Business Park, Boucherie Centre, Bartley North, South Boucherie, West Kelowna Estates/Rose Valley, Westside Road/Bear Creek, Lakeview Heights, and Casa Loma. Areas with environmental constraints, such as steep slopes, were excluded from the analysis when evaluating redevelopment potential.

The unit of analysis varied depending on the type of analysis being conducted and the data available. In most cases, the analysis was performed at the parcel level and then aggregated to the neighbourhood level if needed. In some instances, the analysis was conducted at the neighbourhood or block level to meet specific data requirements.

## Housing Lens Methodology

Data from West Kelowna's 2022 Housing Needs Assessment was used to evaluate infill housing opportunities. The project team built on these findings to understand the spatial implications for infill housing and assessed and mapped the likelihood of redevelopment, housing diversity (entropy), and housing density.

The following maps analyze West Kelowna's community completeness in terms of housing and are included in the main report body:

- Housing Density (units per hectare)
- Housing Diversity (entropy index)
- Highest Likelihood of Redevelopment (redevelopment score)

### Housing Density

The housing density analysis is intended to measure the density of housing across the city. Decisions about housing density, particularly when considering infill development, provide opportunities to make more efficient use of existing infrastructure. Areas with higher housing density also signal where to focus new infrastructure investment or daily needs. Residential-only housing density was measured per hectare on a neighbourhood scale using address data provided by the City.

### Mix of Housing/Housing Diversity (Entropy)

The mix of housing (entropy) analysis is intended to measure the mix of housing types and tenures across West Kelowna.

A greater mix of housing types (and tenures) has the potential to offer a range of housing options to accommodate people of all ages, abilities, income levels, and stages of life. Housing diversification in areas of the city where there is a low mix of housing types but a high proximity to daily needs can result in better access to services for households.

A mix of housing types was measured on a neighbourhood scale using BC Assessment actual use codes. All properties with actual use codes that reflected housing opportunities were included in the analysis. In total, 28 different actual use codes were included, which were then merged into 15 categories based on the similarity of the codes (**Table A-1**).

The entropy index value was calculated for each neighbourhood using the methodology outlined in Appendix A of the provincial Complete Communities Guide. The resulting indicator score for the mix of housing is expressed on a scale of 0 to 1, with 0 indicating no mix of housing types and 1 indicating a strong mix of housing types. Areas with higher values indicate a greater housing mix.

From the analysis, **the Housing Entropy Index Score (0-1) for each neighbourhood were:**

Table A-2. Housing Entropy Index Score by Neighbourhood

<b>Shannon Lake</b>	0.85	<b>Goats Peak/ Gellatly</b>	0.55
<b>Westbank Centre</b>	0.83	<b>Westbank</b>	0.55
<b>Glenrosa</b>	0.65	<b>Boucherie Centre</b>	0.54
<b>Bartley North</b>	0.62	<b>Lakeview Heights</b>	0.52
<b>Casa Loma</b>	0.6	<b>West Kelowna Estates/Rose Valley</b>	0.5
<b>Smith Creek</b>	0.59	<b>Westside Road/ Bear Creek Road</b>	0.44
<b>South Boucherie</b>	0.56	<b>West Kelowna Business Park</b>	0.27

Table A-1 Housing Mix Category and Actual Use Code

<b>Individual Housing Mix Category</b>	<b>Actual Use Code(s)</b>
1	000 / 002 / 040
2	030
3	032
4	033 / 035
5	038
6	039
7	049
8	050
9	052
10	057
11	060 / 063
12	110 / 120 / 130 / 140 / 150 / 170 / 180 / 190
13	216
14	234
15	285 / 286 / 287

### Likelihood of Redevelopment

The likelihood of redevelopment refers to the probability or potential that a particular parcel of land or property will undergo transformation or redevelopment. This assessment is typically based on various factors such as current land use, zoning regulations, physical characteristics, economic conditions, market demand, and the presence of supporting infrastructure. Higher likelihood scores indicate a greater chance of redevelopment occurring, while lower scores suggest less potential for change.

Understanding the likelihood of redevelopment helps identify areas where infill housing could be built. By determining which parcels meet the necessary criteria and are more likely to be redeveloped, the city can identify locations suited for infill development. When combined with other data, this information can reveal how different factors impact an area's potential to support infill housing. This assessment represents the relative likelihood of redevelopment for each parcel. It does not predict if or when redevelopment will occur but suggests which lots are more likely than others to be redeveloped based on the chosen criteria.

#### Study Parameters

The analysis included all single-detached parcels within the city that met the following criteria:

- Zoning Designations: CD1(C), CD1(E), CD3(A), R1, R1L, R2, R3, R4, RC1, RC2, RC3, RU1, RU4
- Within the Official Community Plan (OCP) Growth Boundary
- Serviced by sewer or water (within 50m of either)
- Usable area greater than 280 m<sup>2</sup> (as determined by Hillside DPA area 30% slope)
- Lot size less than 4050 m<sup>2</sup>

Table A-3 Likelihood of Redevelopment Categories for Scoring

Category	Likelihood of Redevelopment	Value	Unit	Numerical Score	Comments
Building Age	Low	<30	years	0	
	Medium	30-50	years	0.5	
	High	>50	years	1	
Improvement Ratio	Low	>1	%	0	
	Medium	0.5-1	%	0.5	
	High	<0.5	%	1	
Assessed Improvement Value per Sq.m	Low	>2500	dollars	0	Scaled to fit City data
	Medium	1500-2500	dollars	0.5	
	High	<1500	dollars	1	
Assessed Land Value per Sq.m	Low	<300 or >1000	dollars	0	Scaled to fit City data
	Medium	600-1000	dollars	0.5	
	High	300-1000	dollars	1	
Average Adjacent Parcel Improvement Ratio	Low	0	distance (m)	0	
	Medium	50	distance (m)	0.5	Lowest IR within 50m radius
	High	100	distance (m)	1	Lowest IR within 100m radius

## Analysis

The analysis aimed to identify parcels with a statistically higher probability of redevelopment under an infill housing scenario. It did not predict whether or when individual properties would be developed but highlighted properties that could support infill housing based on specific criteria, including:

- Building age
- Improvement ratio
- Assessed improvement value per square meter
- Assessed land value per square meter
- Average adjacent parcel improvement ratio

Each parcel was scored between 0 and 1 for each of the five categories. These scores were summed to give an overall, final 'likelihood of redevelopment' score ranging from 0 to 5. Parcels with a score of 0-1 have a low probability of redevelopment, while those with a score of 5 have a high probability. Each criterion was weighted equally, and sensitivity analysis was performed to test the influence of each category on the total score. **Table A-4** lists the categories, possible values, and corresponding scores given to each parcel.

Vacant lots were excluded from the mapping to avoid overrepresenting redevelopment potential. Additionally, the likelihood of redevelopment score was reduced by 1 for lakefront lots.

From the analysis, **the Mean Likelihood of Redevelopment Score (out of 5) for each neighbourhood were:**

*Table A-4. Mean Likelihood of Redevelopment Score by Neighbourhood*

<b>Westbank Centre</b>	2.36	<b>South Boucherie</b>	1.39
<b>Lakeview Heights</b>	2.03	<b>Shannon Lake</b>	1.35
<b>Goats Peak/ Gellatly</b>	1.84	<b>West Kelowna Estates/Rose Valley</b>	1.31
<b>Westbank</b>	1.78	<b>Smith Creek</b>	1.05
<b>Glenrosa</b>	1.77	<b>Westside Road/ Bear Creek Road</b>	0
<b>Boucherie Centre</b>	1.65	<b>West Kelowna Business Park</b>	0
<b>Casa Loma</b>	1.41	<b>Bartley North</b>	0

## Daily Needs Lens Methodology & Supplementary Maps

The list of daily needs was taken from the Statistics Canada Proximity Measures database and tailored to match the City’s local context (i.e. varied park classifications). Daily needs locations were generated as points on the map, and a 1,200-metre walkshed was determined from each point, based on available road and pedestrian networks.

The 1,200-metre walkshed was used as a proxy for identifying amenities within a 15-to-20-minute walking distance of homes as generally, the average person can travel 1,200 metres in 15 minutes of walking. Parcels that are within a 1,200-metre distance of many Daily Needs score higher (ranging up to ~16), and parcels that are located further than 1,200 metres from most Daily Needs score lower (down to 0).

To accurately assess a home’s proximity to daily needs, a geometric network was created that included the road network, sidewalks, pathways, trails, and alleyways. The 1,200-metre proximity analysis was run along this network in order to simulate a more realistic walking route, rather than an “as-the-crow-flies” buffer. If an amenity was within 1,200 metres of a home, the home was given a score of “1” for that amenity. Each amenity was then weighted, based on priority and criticality according to the City of West Kelowna. A list of weightings for each of the daily needs indicators can be found in **Table A-5**. Finally, all weighted scores were summed, resulting in a total daily needs score for each parcel.

### Prioritization of Daily Needs

As part of the daily needs lens analysis, daily needs were prioritized and weighted respectively. Prioritization was rationalized based on public feedback received through the development of the Official Community Plan and Community Vision. This feedback included the desire for residents to have access to more amenities and services closer to where they live.

Table A-5. Daily Needs Indicator Weighting

Indicator	Weighting
Childcare - Commercial	1.33
Public Transit - Exchange	1.33
Public Transit - Bus Stop	1
Primary Education	1
Childcare - Home Based	1
Grocery Store	1
Park - Athletic	1
Park - Community	1
Park - Natural	1
Park - Waterfront	1
Pharmacy	1
Secondary Education	1
Community Facility	0.66
Employment	0.66
Health Care	0.66
Library	0.66
Park - Neighbourhood	0.66
Sport and Recreation Facility	0.66
Restaurant	0.66
Hardware Store	0.33
Park - Linear	0.33
Banking	0.33
Park - Open Space	0.33
Place of Worship	0.33
Post Office	0.33

## Supplementary Maps – Daily Needs Lens

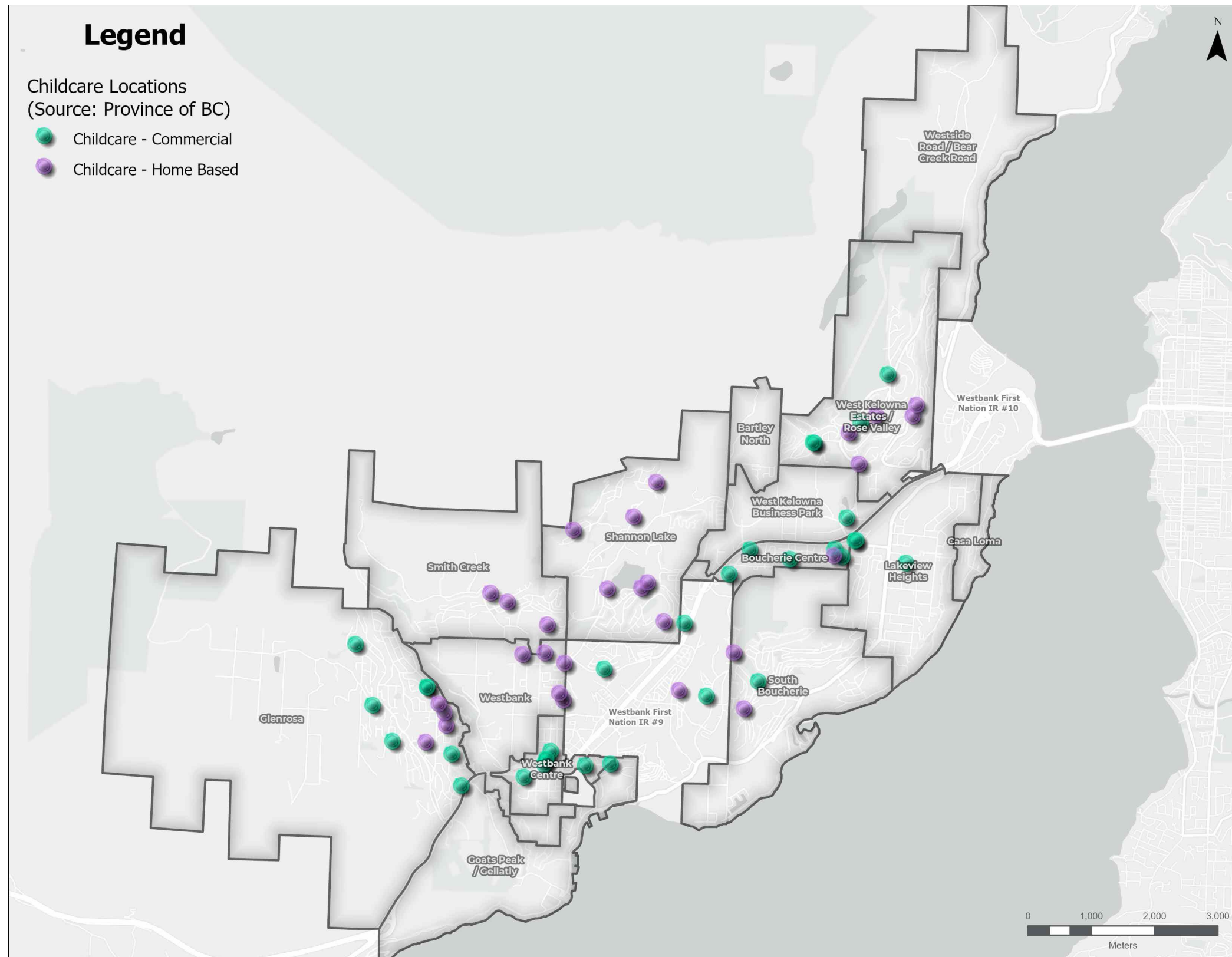


Figure 21. Daily Needs – Childcare Facilities

### Daily Needs – Childcare Facilities

Access to affordable and available childcare is one of several indicators of well-being in communities. **Figure 21** shows the location of childcare facilities in West Kelowna (both commercial and home-based). Neighbourhood boundaries are outlined in grey.

### What Does This Map Mean?

Neighbourhoods such as West Kelowna Estates/Rose Valley, Lakeview Heights, South Boucherie, Boucherie Centre, Shannon Lake, Westbank, Westbank Centre, and Smith Creek currently offer good access to childcare facilities, with most residents located within 1200 meters of a facility.

As West Kelowna's population grows, the demand for safe and accessible childcare facilities will likely increase. More facilities and spaces will be needed in designated Neighborhood Centres, such as Lakeview Heights, which are currently underserved. These centers are intended to be community hubs, providing surrounding neighbourhoods with walkable destinations and amenities, including childcare facilities and other daily needs.

The City of West Kelowna's Official Community Plan (OCP) proposes the development of a Community Childcare Action Plan, which can be aligned with the actions in this Infill Strategy. This alignment would help address potential gaps and opportunities, ensuring that new developments include adequate childcare options and contribute to building complete, family-friendly communities.

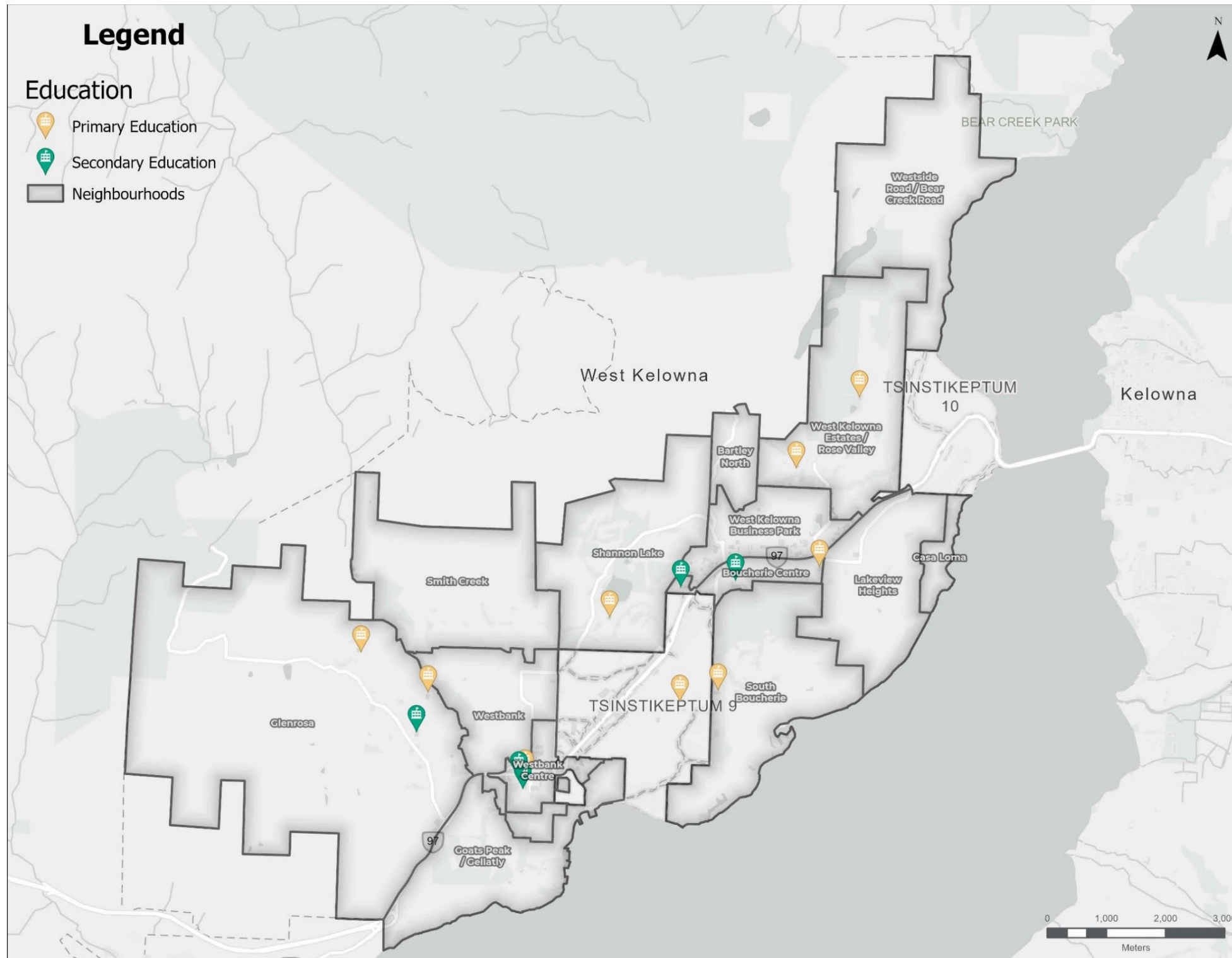


Figure 22. Daily Needs - Educational Facilities

designed so primary-age students do not have to cross Highway 97, enhancing safety and accessibility. Areas including Lakeview Heights and Glen Rosa could benefit from improved access to educational facilities, such as developing new schools to help manage growth associated with increased density or strategic infrastructure upgrades to provide students and families with more safe, convenient, and accessible transportation options, such as improved transit, sidewalk infrastructure, cycling or greenway paths.

### Daily Needs Lens – Educational Facilities

Schools are integral to the concept of complete communities, which aim to provide residents with convenient access to a wide range of amenities and services within their neighbourhood. **Figure 22** shows the location of primary and secondary education facilities in West Kelowna. Neighbourhood boundaries are outlined in grey.

### What Does This Map Mean?

The map indicates that access to education is not evenly distributed throughout the City of West Kelowna; however, the full landscape is more nuanced.

École Glenrosa Middle School (in the Glenrosa neighbourhood) and Constable Neil Bruce Middle School (in the Shannon Lake neighbourhood) are feeder schools, only offering classes up to grade 9. Currently, Mount Boucherie Secondary School is the only high school in West Kelowna that serves grades 9-12.

The Secondary School noted in Westbank Centre is planned to be the future George Pringle Senior Secondary School, but it has not been constructed yet and is anticipated to be completed by 2027. These details are crucial to understand, as the map might suggest fewer educational gaps than exist.

Careful infill planning can support communities with easy access to education, reducing commutes and enhancing area attractiveness. Schools act as central hubs, offering education, recreation, and community activities. Integrating schools with parks, safe routes, and public transit fosters cohesive, accessible, and vibrant neighbourhoods.

The Official Community Plan (OCP) includes policies for siting new schools to provide safe and accessible routes for students and families. Key components include situating schools centrally within communities, away from major arterial roads, and allowing joint use with neighbourhood parks or athletic facilities. Ensuring connections to pedestrian walkways, sidewalks, local roads, and public transit is essential. Additionally, service boundaries are

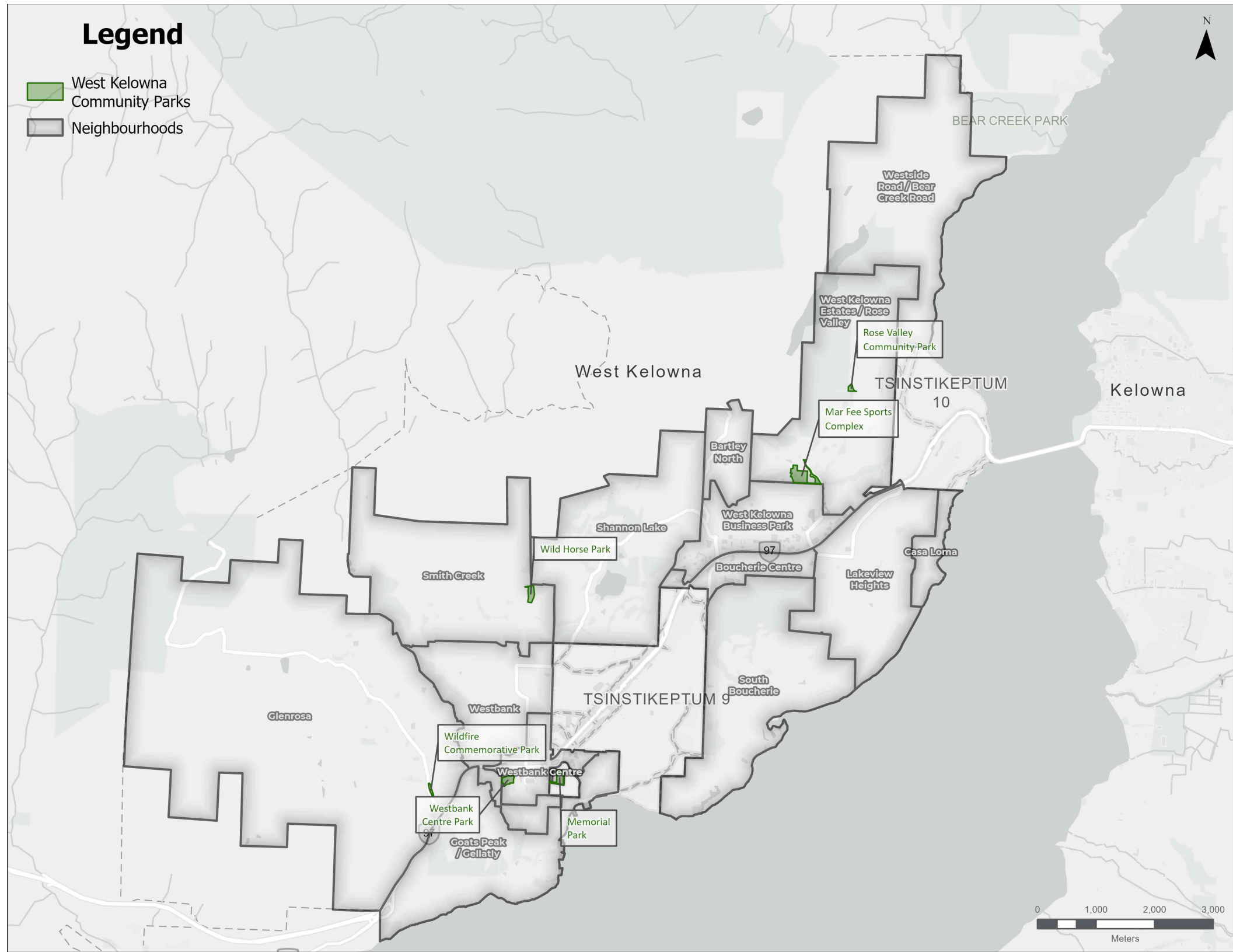


Figure 23. Daily Needs – Community Parks

**Daily Needs Lens - Community Parks**

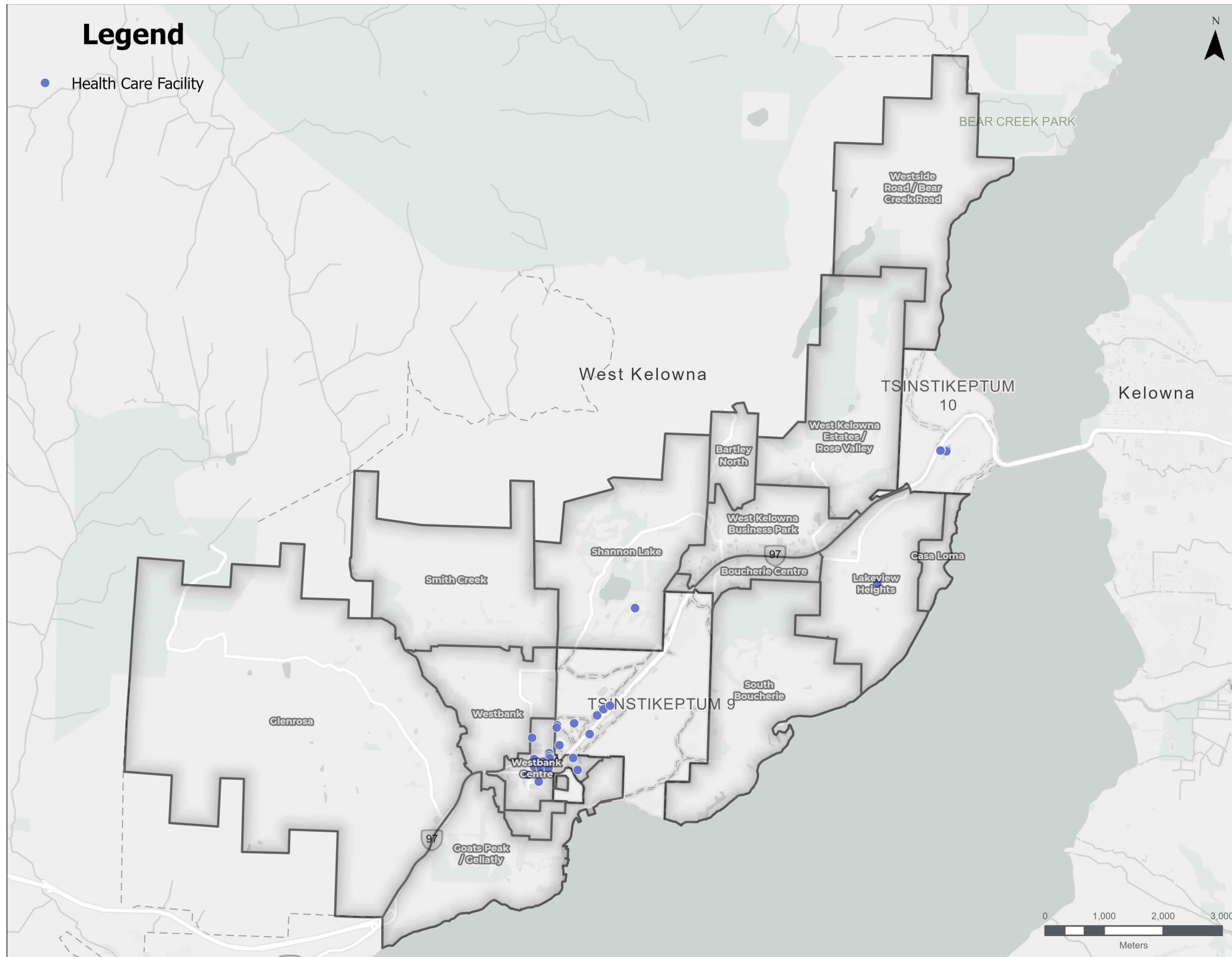
West Kelowna’s parks and natural spaces offer significant environmental, aesthetic, and recreational benefits to residents. The city categorizes its parks into six types: Athletic Parks, Community Parks, Nature Parks, Neighbourhood Parks, Linear Parks, and Waterfront Parks & Accesses

**Figure 23** displays the locations of community parks across West Kelowna, with neighbourhood boundaries outlined in grey.

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. Community parks may also include some athletic amenities, complementing the athletic park inventory in the City.

**What Does This Map Mean?**

This map suggests that not all neighbourhoods offer residents good access to community parks (within 1200m). However, it allows for neighbourhoods already identified as having potential for infill to be evaluated for their access to community parks, such as the Westbank Centre area. More analysis is needed to understand residents' proximity and access to other park categories.



### Daily Needs Lens - Healthcare Facilities

**Figure 24** illustrates the distribution of healthcare facilities across West Kelowna, with neighbourhoods outlined in grey.

Adequate access to healthcare facilities is essential for meeting residents' health needs and improving the overall quality of life in West Kelowna. Ensuring access to these facilities helps make the city more age-friendly, which is particularly important given West Kelowna's aging population.

### What Does This Map Mean?

The map does not differentiate between types of healthcare facilities or services but indicates that healthcare facilities are unevenly distributed, with a concentration in Westbank Centre and along the highway in West Bank First Nation.

OCP policies aim to strengthen urban and neighbourhood centres as convenient hubs for public health and medical facilities. They support expanding major health services in Westbank or Boucherie Urban Centres and establishing smaller medical services in Neighbourhood Centres to provide local care and reduce the need for residents to travel to other communities. As West Kelowna grows and the population's needs change, developing and supporting new healthcare facilities in tandem with infill housing development can contribute to creating more complete communities.

Figure 24. Daily Needs - Healthcare Facilities

## Transportation Lens Methodology & Supplementary Maps

The following criteria were used to develop a comprehensive understanding of West Kelowna's transportation network, which was translated into the transportation lens summary map (**Figure 11**), and informed recommendations for opportunities to develop Infill housing in areas serviced by a range of transportation options.

### Proximity to Transit

Proximity to transit refers to the proportion of the population that lives within a selected buffer distance of a bus stop for each measurement area. Transit is a primary alternative to vehicle trips in many communities when destinations are further than a reasonable walking and cycling distance. Proximity to transit supports options other than driving. Higher proportions of people in proximity to transit may create better mobility equity through additional transportation options. Proximity to transit may also improve access to daily needs and housing. However, it should be noted that the proximity to transit measure does not necessarily focus on the quality of transit service.

Transportation access locations were gathered from the latest BC Transit datasets and mapped within the context of West Kelowna.

### Proximity to Sidewalk

Proximity to sidewalk refers to the proportion of the population that is within 30 m to over 100 m of sidewalk infrastructure. When living closer to sidewalks, residents are more likely to choose walking as an alternate form of transportation. Sidewalk data was provided in GIS by the City.

### Proximity to Cycling Infrastructure

Proximity to cycling infrastructure refers to the proportion of the population that lives within 400m to over 600m of a bicycle route per measurement area. The city provided cycling infrastructure data in GIS and supplemented it based on local knowledge and Street View investigations.

### Distance to Arterial Road

Distance to arterial road is the proportion of the population that lives within 500 m to over 1000 m of an arterial road. This indicator is one way to measure how simple it is for a resident to access a major road network and subsequently reach their destination. Data on the road network was provided by the City and was filtered to include road classifications categorized as arterial or greater.

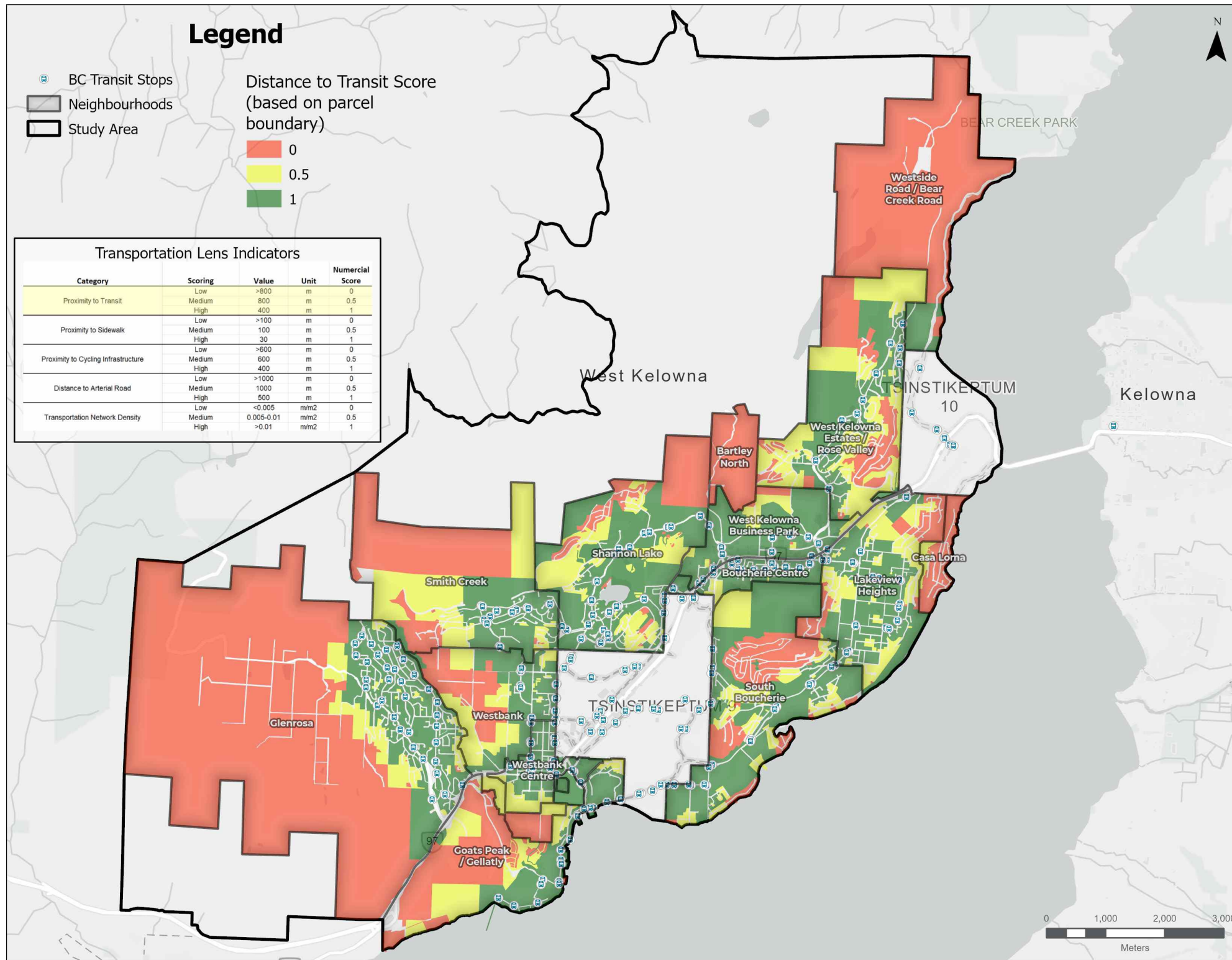
### Transportation Network Density

Transportation network density refers to the density of the transportation network (metres of length per square meter) in each measurement area. The measurement areas used for this analysis were 0.5km<sup>2</sup> hex bins, evenly distributed across the City. After trialling other measurement areas (neighbourhood boundaries, dissemination areas, larger/smaller hex bins), it was determined that 0.5km<sup>2</sup> captured road network density trends the most appropriately. **Table A-6** on the right shows the criteria used and the corresponding scoring approach.

Table A-6. Transportation Indicator Scoring

Criteria	Scoring	Value	Unit	Numerical Score	Comments
Proximity to Transit	Low	>800	m	0	<i>Transit frequency not included in transit analysis</i>
	Medium	800	m	0.5	
	High	400	m	1	
Proximity to Sidewalk	Low	>100	m	0	
	Medium	100	m	0.5	
	High	30	m	1	
Proximity to Cycling Infrastructure	Low	<600	m	0	
	Medium	600	m	0.5	
	High	400	m	1	
Distance to Arterial Road	Low	>1000	m	0	
	Medium	1000	m	0.5	
	High	500	m	1	
Transportation Network Density	Low	<0.005	m/m <sup>2</sup>	0	<i>Length of road per square meter of observation area (used 0.5km<sup>2</sup> hex bins). Example of hex bins and density gradation shown in graphic below. Used natural breaks to determine high/medium/low.</i>
	Medium	0.005-0.01	m/m <sup>2</sup>	0.5	
	High	>0.01	m/m <sup>2</sup>	1	

## Supplementary Maps - Transportation Lens



### Transportation Lens - Proximity to Transit

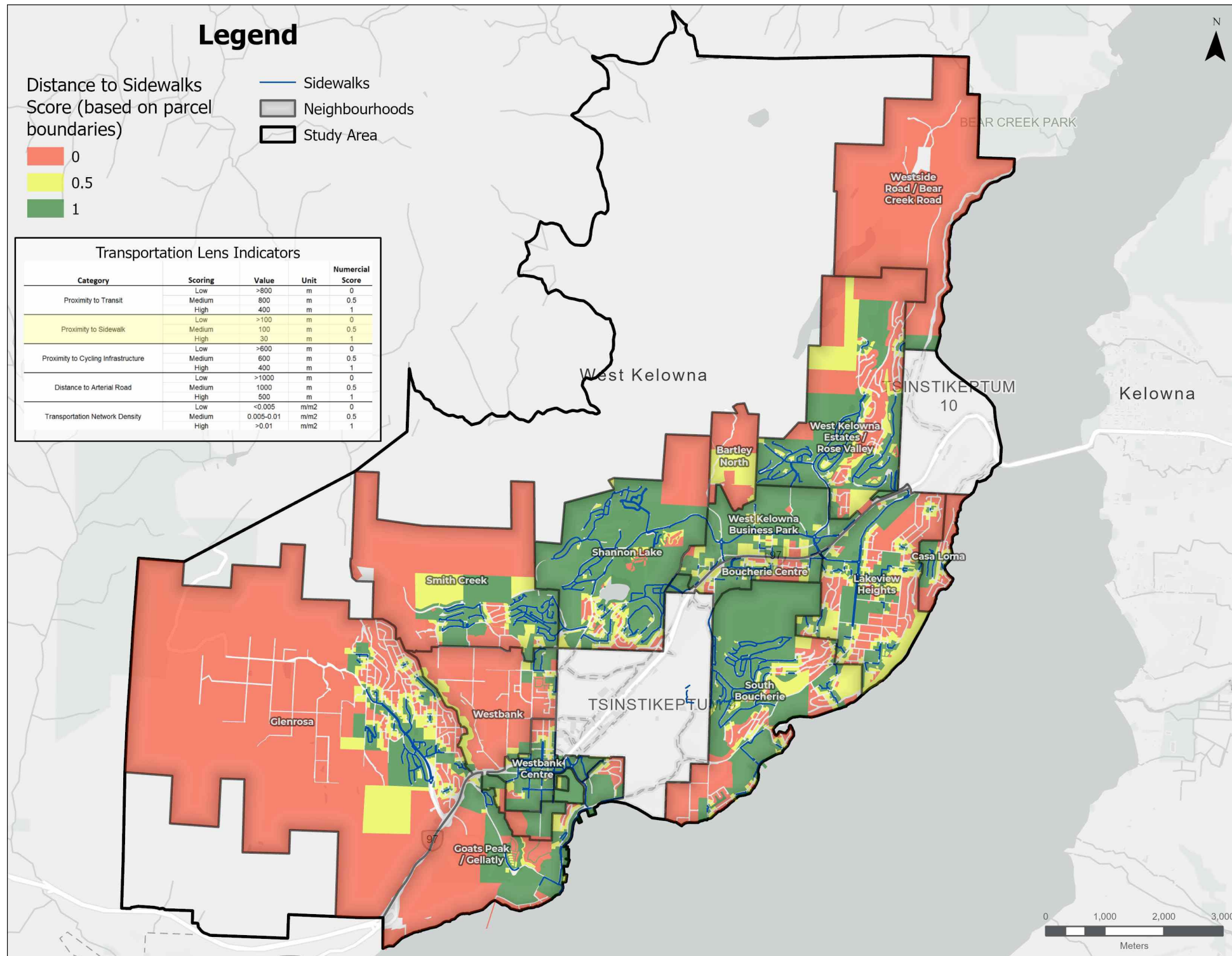
**Figure 25** shows the proximity to transit in West Kelowna, organized by neighbourhood. Neighbourhood boundaries are outlined in grey. The map shows areas within West Kelowna that are close to transit facilities (green) and areas that are farther from transit facilities (yellow and red). The location of transit facilities is indicated with a bus icon. These locations are based on data provided by BC Transit at the time of this analysis (January, 2024).

### What Does This Map Mean?

This map indicates that a significant proportion of City of West Kelowna residents live within 0-800 meters of a transit stop. However, large areas in the Glenrosa, Westside Road/Bear Creek Road, Bartley North, and Goats Peak/Gellatly neighbourhoods are not accessible by transit.

It is important to note that this map only shows proximity to transit stops and does not account for the quality or frequency of transit services. Additional analysis is needed to assess the quality of service and other factors related to ridership that could inform policy changes or necessary upgrades to make transit more attractive to potential users. Nonetheless, this map suggests that there is a foundational transit infrastructure in place that can help support infill housing.

Figure 25. Transportation Lens - Proximity to Transit



### Transportation Lens - Proximity to Sidewalk

**Figure 26** illustrates the proximity of residents to sidewalk infrastructure in various neighbourhoods of West Kelowna, with each neighbourhood outlined in grey and the sidewalk network marked in blue. Areas in red indicate where people live more than 100 meters from a sidewalk, corresponding to a low score of 0. Areas in yellow represent locations where residents are within 30 to 100 meters of a sidewalk, indicating a medium score of 0.5. Green areas show where people live within 30 meters of a sidewalk, reflecting a high score of 1.

### What Does This Map Mean?

Understanding West Kelowna's sidewalk network, along with other parts of the transportation system, is important for assessing the infill potential across the city. Since infill development in West Kelowna focuses on existing neighbourhoods, it's important that these areas have access to a well-connected sidewalk network. Such connectivity helps ensure that new housing developments are integrated with existing amenities, public transportation, and community services. This approach supports the objectives of the #OurWK Community's Vision of a vibrant, walkable, and connected West Kelowna.

The map shows that Shannon Lake, South Boucherie, West Kelowna Business Park, and Westbank Centre have high proximity to sidewalk infrastructure, suggesting they are well-connected and may have potential for infill development due to their existing pedestrian networks. Areas like Goats Peak, Gellatly, Lakeview Heights, Smith Creek, and West Kelowna Estates/Rose Valley have moderate to high sidewalk connectivity, with more variation across the neighbourhoods. In contrast, large parts of Glen Rosa, Westbank, Bartley North, Smith Creek, and Westside Road/Bear Creek Road lack sidewalk access, indicating they may need infrastructure upgrades to improve walkability and support future development.

Figure 26. Transportation Lens - Proximity to Sidewalk

While the City of West Kelowna's Transportation Master Plan is still being finalized, the recently updated Official Community Plan (OCP) already considers the future pedestrian network. The OCP highlights planned sidewalk upgrades in the Lakeview Heights, Shannon Lake, West Kelowna Estates/Rose Valley, Glen Rosa, and West Bank areas, as well as a multi-use path in the South Boucherie neighbourhood. These plans will be finalized once the Transportation Master Plan is completed.

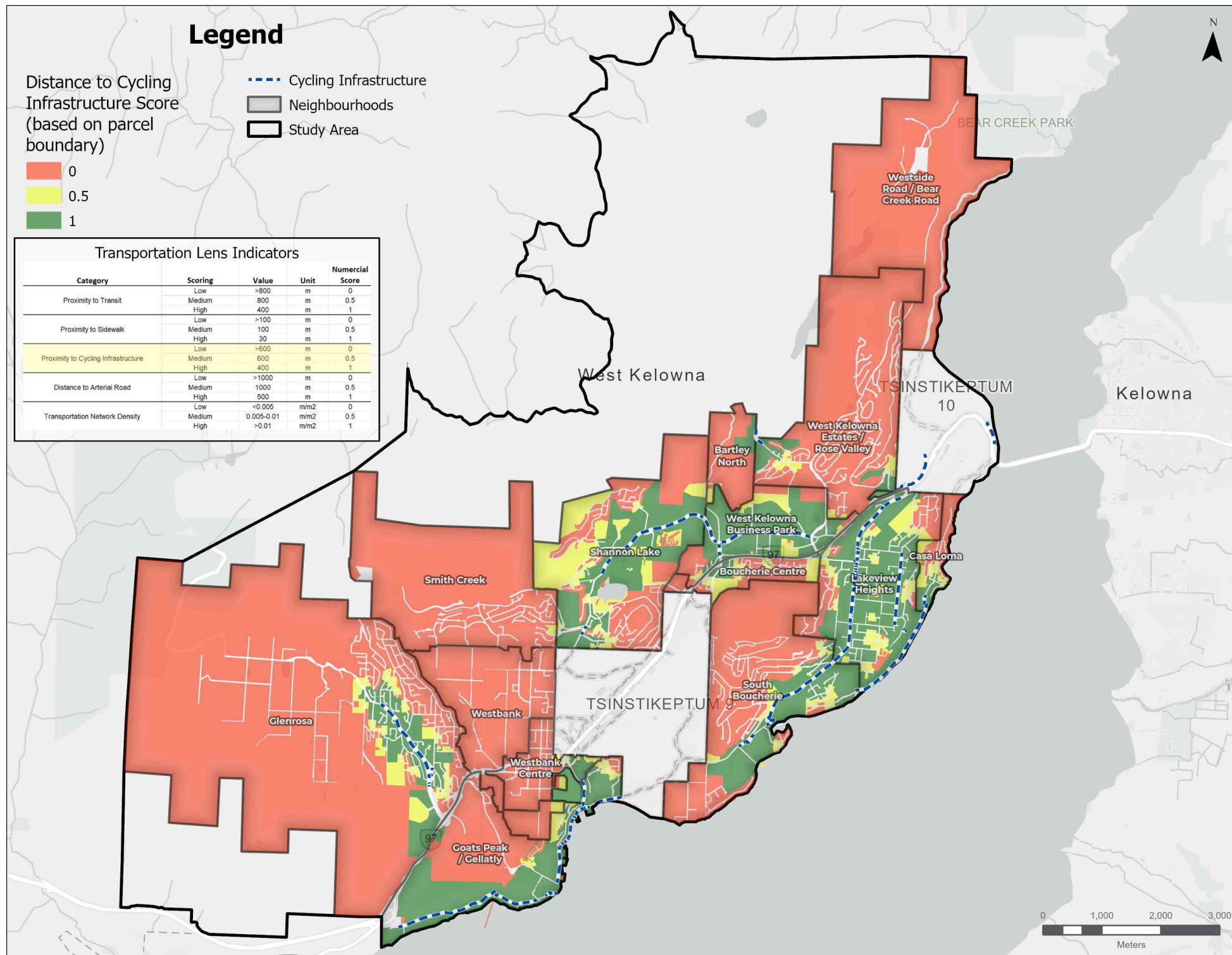


Figure 27. Proximity to Cycling Infrastructure

### Transportation Lens – Proximity to Cycling Infrastructure

Figure 27 shows the proximity to cycling infrastructure by parcel across the different neighbourhoods in West Kelowna. The neighbourhood boundaries are marked in grey, and the cycling paths are shown with blue and white stripes.

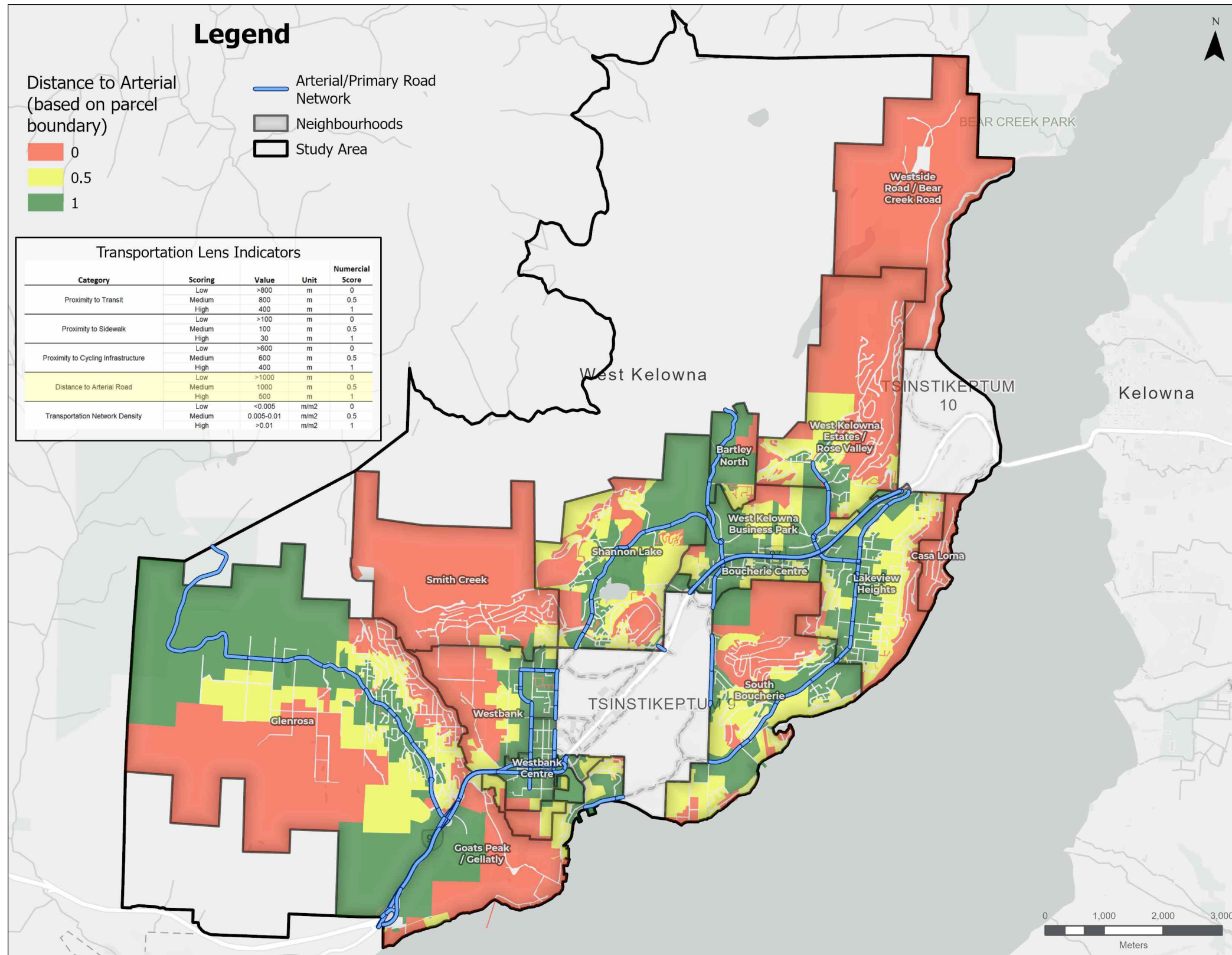
The map uses colours to show residents' proximity to the cycling infrastructure: green areas scored high to show good connectivity where residents are within 400 meters, yellow areas are between 400 and 600 meters, and red areas are more than 600 meters away.

### What Does This Map Mean?

Cycling infrastructure offers an alternative mode of transportation that complements walking and public transit. Having a robust active transport network, including cycling infrastructure, can promote active living, contribute to a healthier community, and help reduce reliance on cars.

This map reveals that residents of West Kelowna have unequal access to the cycling network. Areas like Lakeview Heights, West Kelowna Business Park, Shannon Lake, and Goats Peak/Gellatly generally have good access. While parts of South Boucherie, Glen Rosa, and Boucherie Centres have good access, Westbank Centre, Westbank, Smith Creek, West Kelowna Estates/Rose Valley, Westside Road/Bear Creek Road, and large portions of Glen Rosa are not accessible by bike.

Developing a robust, accessible, and attractive cycling network in West Kelowna faces challenges due to its hilly topography, which can make regular cycling less appealing. While the Transportation Master Plan is still being finalized, the updated Official Community Plan (OCP) proposes bicycle network improvements to enhance connectivity and introduce new infrastructure. Specifically, upgrades aim to better connect the Westbank Centre, Westbank, and Glenrosa neighbourhoods. These plans will be finalized once the Transportation Master Plan is completed.



### Transportation Lens – Distance to Arterial Roads

**Figure 28** illustrates the distance to arterial roads in West Kelowna. Neighbourhood boundaries are marked in grey, and the arterial road network is highlighted in blue. The map shows areas close to arterial roads (green, within 500 meters) and areas farther away (yellow, between 500-1000 meters, and red, over 1000 meters).

### What Does This Map Mean?

The distance to arterial roads indicates the proportion of the population living within these ranges. This measure helps assess how easily residents can access major roads and reach their destinations.

This map shows that many residents fall into the medium (yellow) or high (green) categories for proximity to arterial roads. However, neighbourhoods like Casa Loma, Smith Creek, and Westside Road/Bear Creek are almost entirely in red, indicating poor access. Portions of South Boucherie, Goats Peak/Gellatly, and West Kelowna Estates/Rose Valley exhibit varying levels of access.

It's important to consider the context of access levels. For instance, Casa Loma is a medium- to low-density residential area that is not suited for major arterial roads and is instead serviced by urban and minor collector roads.

Understanding the distance to arterial roads is essential for planning infill housing, as it directly impacts residents' accessibility and connectivity. Identifying existing access can highlight areas with better infill potential or pinpoint where upgrades are necessary to support increased density.

Figure 28. Distance to Arterial Roads

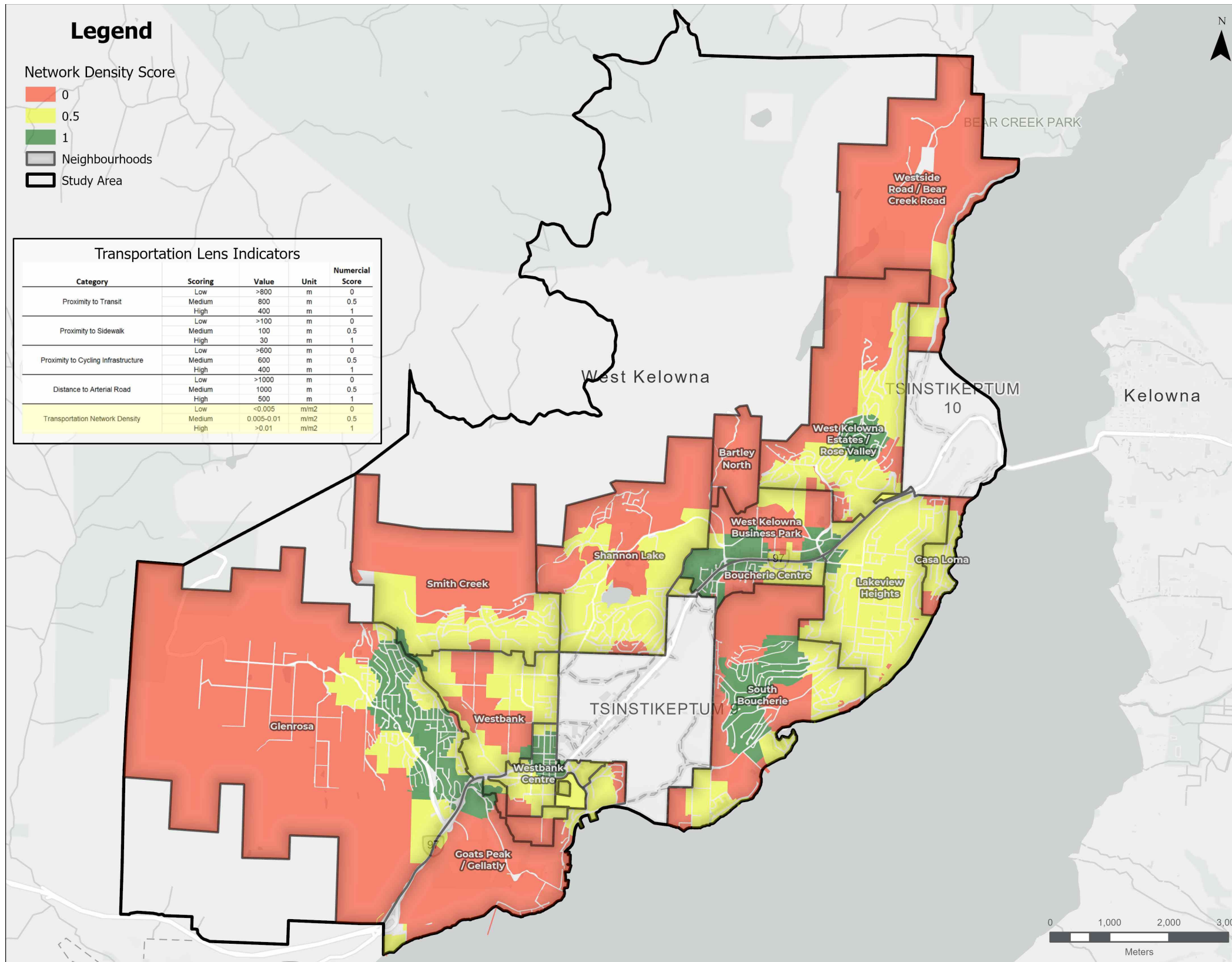


Figure 29. Transportation Network Density

### Transportation Lens – Network Density

**Figure 29** illustrates the transportation network density in West Kelowna using a 'Network Density Score' ranging from 0 to 1. Neighbourhood boundaries are marked in grey, and the existing transportation network is outlined in white. The map highlights areas with higher network density in green (score of 1), medium density in yellow (score of 0.5), and lower density in red (score of 0).

Network density refers to the concentration of the entire transportation network, including the length of streets and sidewalks, within each measurement area. A higher network density means the area is more cohesive and easier to navigate quickly. For more information, refer to the Transportation Methodology Section.

#### What Does This Map Mean?

The transportation network density is generally low across all neighbourhoods in West Kelowna. Notably, the area north of Westbank Centre has poor proximity to cycling and pedestrian connections, creating a significant connectivity gap between the Shannon Lake and Westbank Centre neighbourhoods for alternative forms of transportation. This analysis does not consider any connectivity that may exist on Westbank First Nation lands.

In addition to the ongoing Transportation Master Plan, West Kelowna's Official Community Plan (OCP) includes key transportation policies to promote higher density and mixed land uses within growth centers, reduce the need for vehicular travel, and support more frequent public transit. The OCP encourages high-density and affordable housing near the transit network, especially around Route 97 transit exchanges. It

also aims to make active transportation and public transit competitive with driving by strategically locating higher and medium-density residential uses near jobs and services.

Promoting infill housing in areas with existing good connectivity can lead to more efficient use of current infrastructure and services. Combining infill development with strategic upgrades in areas with low to medium network density can help address connectivity gaps. Both approaches encourage sustainable growth and development, creating more complete communities. This ensures residents have various transportation options to meet their daily needs, enhancing overall accessibility and quality of life.

## Infrastructure Lens Methodology

### *Sanitary Capacity*

- Analysis of sanitary capacity investigated lift station capacity and design of sanitary infrastructure.

### *Fire Flow Demands*

- Analysis of fire flow demands investigated pipe deficiencies and hydrant availability.

### *Storm Capacity*

- Analysis of storm capacity investigated the presence of stormwater infrastructure, variation in soil infiltration, and neighbourhood-specific stormwater management plans.



# APPENDIX B INFILL HOUSING STRATEGY WHAT WE LEARNED SUMMARY CITY OF WEST KELOWNA AUGUST 2024

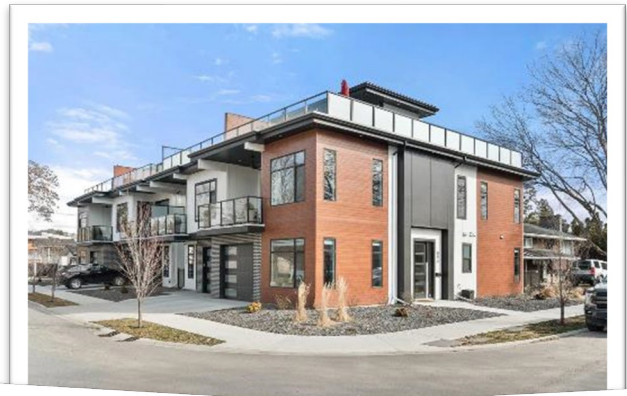


WE RESPECTFULLY ACKNOWLEDGE THAT  
THE CITY OF WEST KELOWNA IS SITUATED  
WITHIN THE TRADITIONAL TERRITORY OF  
THE SYILX OKANAGAN PEOPLES.

## INTRODUCTION

On May 21, 2024, West Kelowna Council adopted Zoning Bylaw amendments to respond to required provincial regulations under [Bill 44 - The Housing Statutes Residential Development Amendment Act](#). These changes permit up to a maximum of four housing units of Small-Scale Multi-Unit Housing (infill housing) within many single-detached residential neighbourhoods throughout West Kelowna. This means that, in addition to single-detached homes, duplexes with secondary suites and/or garden suites can be built on many lots. Townhouses can also be built on certain lots in the in the Residential Plex (RP1) and Boucherie Centre Compact Residential (RC2) Zones.

Following the Bill 44 amendments, West Kelowna is now in the process of developing an **Infill Housing Strategy**. The Infill Housing Strategy is West Kelowna's approach to understanding how new infill development can be supported by or located close to community amenities, transportation options, and infrastructure capacity in a comprehensive and strategic way. It also outlines actions to guide how infill housing development can be sensitive to the West Kelowna context. The West Kelowna Infill Housing Strategy will support the goals of the City's [Official Community Plan](#) and align with Council's [Strategic Priorities](#) to enhance infrastructure, economic growth, community strength, and safety.



## ENGAGEMENT ACTIVITIES

To solicit feedback from the public on infill housing development and to help inform the Infill Housing Strategy, the City undertook a series of public engagement activities. The City of West Kelowna conducted an **online survey** to collect feedback from the community about infill housing. The City also created a **static interactive display** in City Hall. This report summarizes the key findings and themes from the engagement process.

**The input and feedback received during the engagement process will help inform the City's decisions about policy that supports diverse housing options.**

### Engagement Purpose

The reason for engagement was to gather input from the public to better understand:

- What the public hopes infill housing will achieve in West Kelowna;
- Ways to successfully integrate infill housing in West Kelowna neighbourhoods;
- What types of infill housing people wish to see in different areas of the city;
- Important considerations for infill housing form and character; and,
- How to overcome barriers to infill housing development.

Given that the City of West Kelowna has already expanded infill housing permissions due to provincial mandates, and already encourages infill housing types within the City of West Kelowna 2040 Official Community Plan, engagement sought to better understand the public sentiment different types of infill housing.

Rather than asking whether infill housing should be permitted in West Kelowna, engagement was intended to gather information on the delivery and implementation of infill housing including topics such as: success outcomes, form and character, size and height, density types and location within the City including distance to amenities, and opportunities to create the right conditions for infill housing development. The public engagement strategy was intended to meet the public participation goal of “inform” and “consult” on the International Association of Public Participation (IAP2) Spectrum.

The Infill Housing Survey included multiple choice questions, ranking questions, likert scale questions, and an open-ended question for additional comment. Definitions on concepts discussed in the survey (i.e., Secondary Suite, Carriage House) were explained to survey participants throughout. Survey participants could access background information on the provincial mandate to permit infill housing in West Kelowna and on the in-progress Infill Housing Strategy including its purpose, scope, and relationship to other City plans on the City’s Infill Housing Strategy Engagement Page as shown in Figure 1.

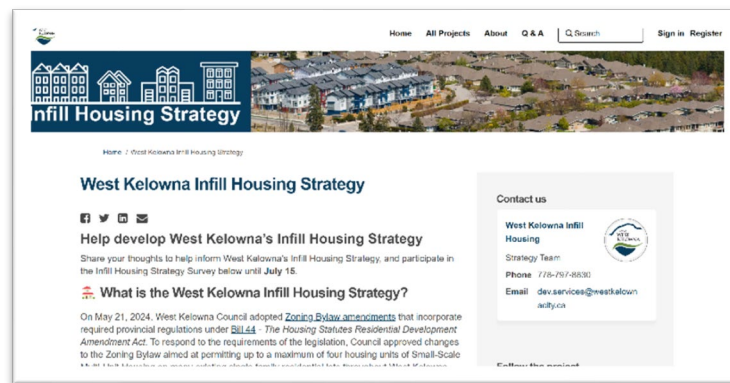


Figure 1. West Kelowna Infill Housing Strategy Engagement Page

### Limitations

Sharing of the online Infill Housing survey spanned a number of channels, including social media, webpage, and the static display at City Hall. However, due to the opt-in and open nature of participation, results from the online survey are limited by several factors. The number of responses – 272 – is a strong number however should not be interpreted as representative of all West Kelowna residents or a definition of public sentiment towards this topic. Non-response bias may affect the representativeness of the survey sample. Furthermore, as this survey captures a snapshot in time, it potentially misses evolving trends and nuances in respondent opinions.

## WHAT WE LEARNED – SURVEY RESULTS

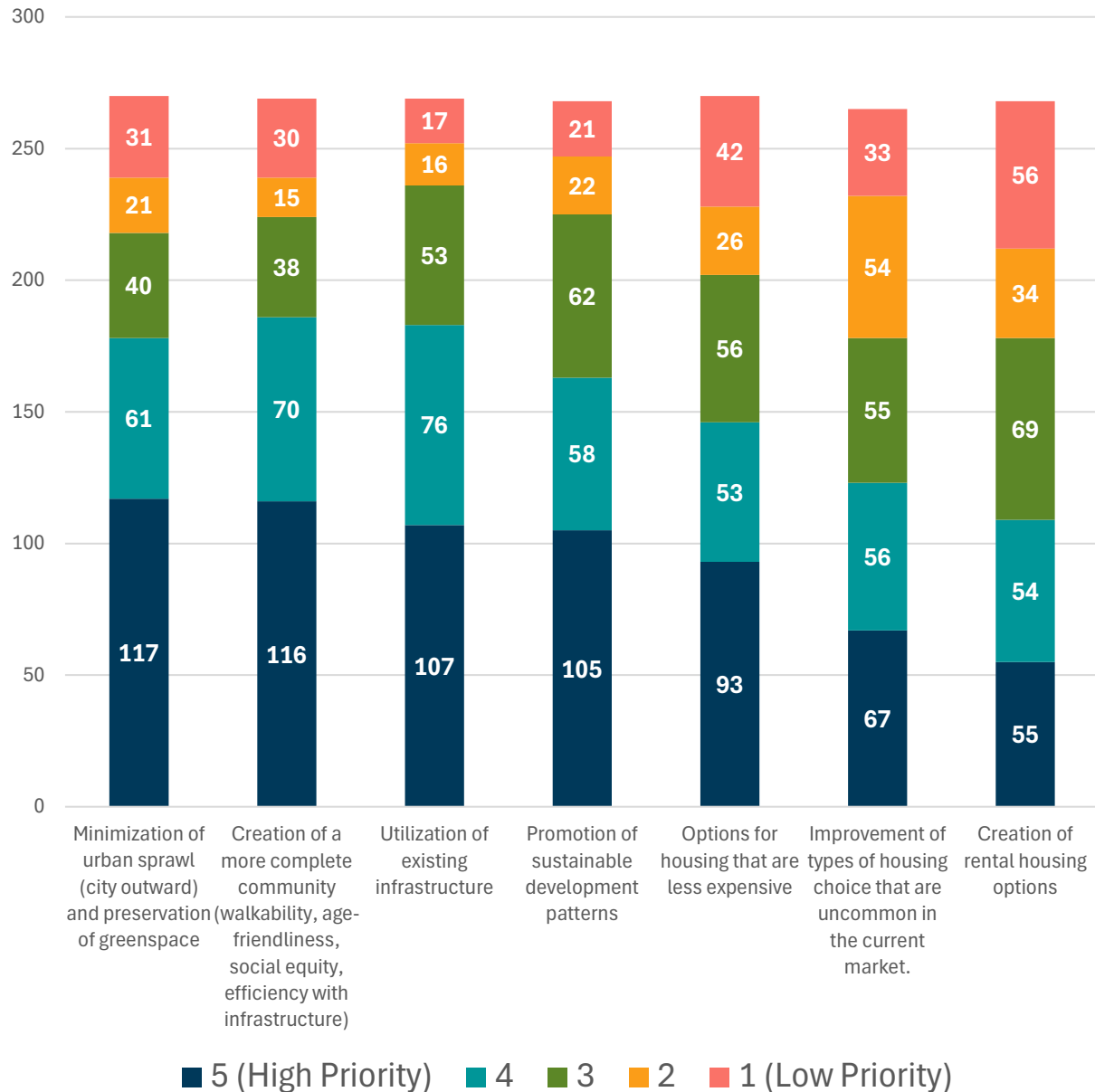
### ONLINE SURVEY

**272**  
SURVEY  
SUBMISSIONS

The online Infill Housing Survey was made available for public engagement. A paper copy of the survey was also made available to the public at City Hall. 254 online surveys and 18 paper surveys were received. The purpose of the survey was to collect resident feedback on key elements related to the development of the Infill Housing Strategy.

## Question 1

On a scale of 1 to 5, how great a priority are the following infill housing outcomes to you? (1 being low priority and 5 being the highest priority) (n=270)



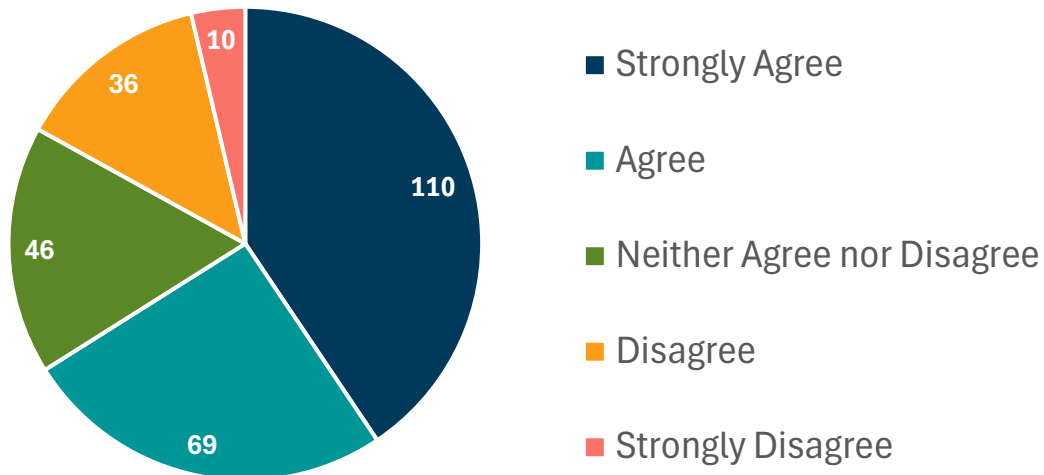
In line with public feedback collected through other engagement processes, including the West Kelowna Official Community Plan and West Kelowna Housing Strategy, residents continue to value the importance of providing infill housing in select neighbourhoods to serve diverse housing needs, with strong consideration for preservation of greenspace, efficiency with existing infrastructure, and creation of a more complete community.

When asked to rank which infill housing outcomes were of greatest priority, minimizing urban sprawl and preserving greenspace, using existing infrastructure, promoting sustainable development patterns and creating a complete community was most important to respondents. The results from this question suggest that respondents strongly recognize the benefits that infill housing brings towards

reducing sprawl, maintaining lower property taxes, and moving towards more compact growth. Conversely, respondents are less concerned with infill housing increasing housing diversity or providing lower cost housing options.

### Question 2

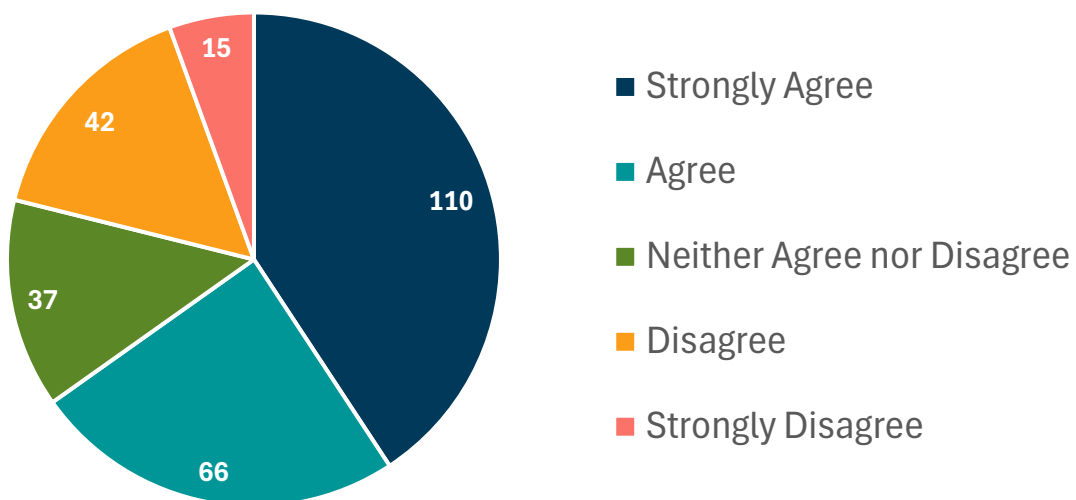
**Neighbourhoods should maintain a consistent look and feel over time...**



Survey participants were then asked to identify their agreement with a series of statements concerning the theme of infill form and character including considerations such as infill size and height. In general, most respondents (66%) prioritize having infill projects mimic existing and/or traditional neighbourhood features, as opposed to introducing new contemporary design elements.

### Question 3

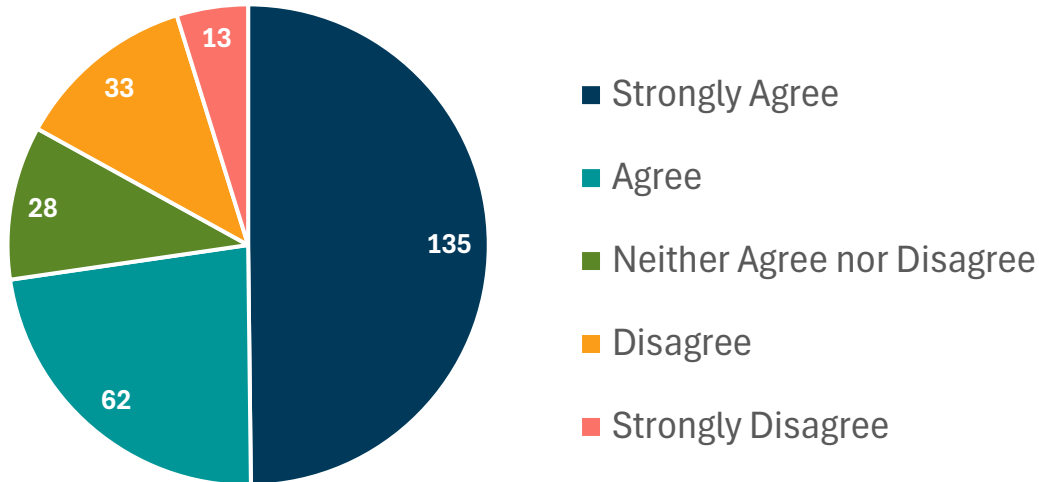
**New infill housing should be similar in overall size to the existing houses in the neighbourhood...**



In general, most respondents (64%) either agreed or strongly agreed that new infill housing should “be similar in overall size to the existing houses in the neighbourhood” in which it is being constructed.

#### Question 4

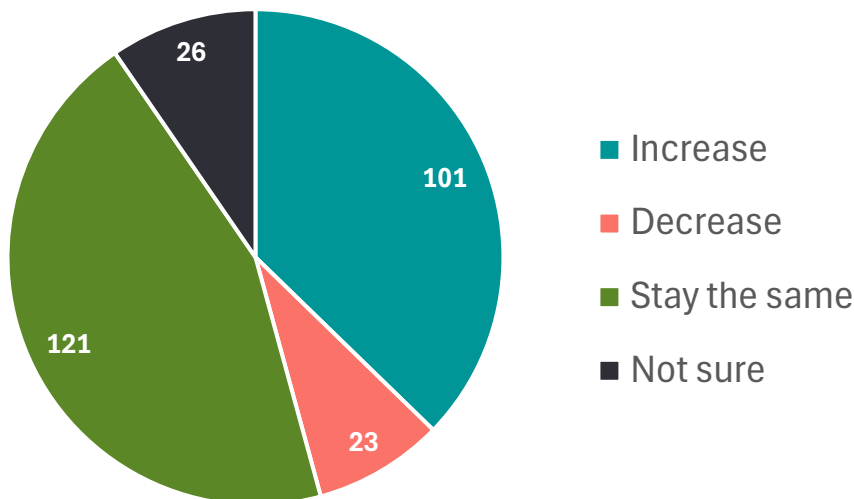
New infill housing should be similar in overall height to the existing houses in the neighbourhood...



In general, most respondents (73%) either agreed or strongly agreed that new infill housing should “be similar in overall height to the existing houses in the neighbourhood in which it is being constructed.

#### Question 5

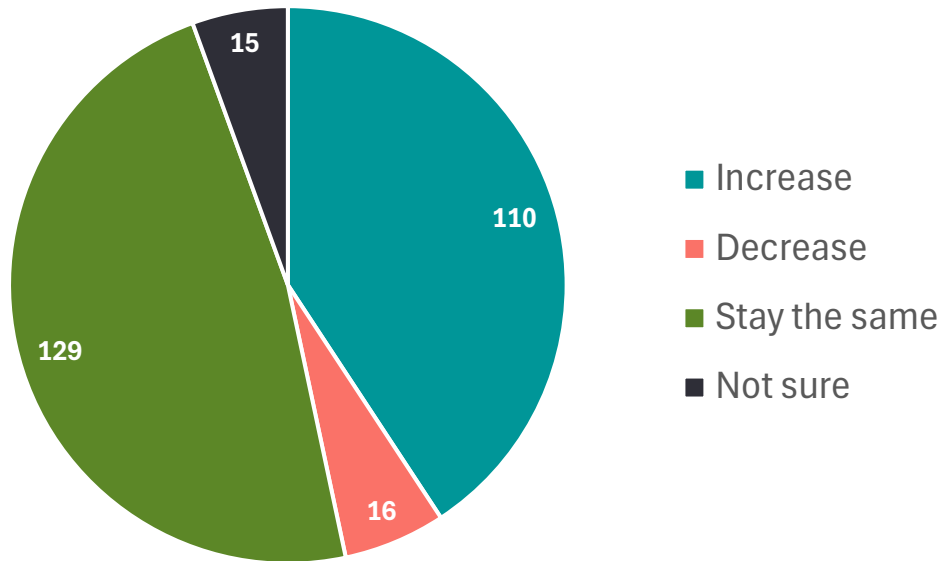
Under the City’s current zoning regulations, two separate dwelling units (for example, two separate rental suites) can be located within one carriage house. The current maximum size for this carriage house is 1,184 sq ft (110 sq m). With the limit still being two dwelling units within one carriage house, (for example, a carriage house with a secondary suite) do you think the maximum size of the carriage house should...



Respondents were invited to consider a series of questions relating to sizes of suites and carriage homes. Regarding the size of carriage homes, a majority of respondents indicated that the City’s current zoning regulations for maximum carriage house size should stay the same. Few respondents (8%) indicated that permitted carriage house size should decrease.

## Question 6

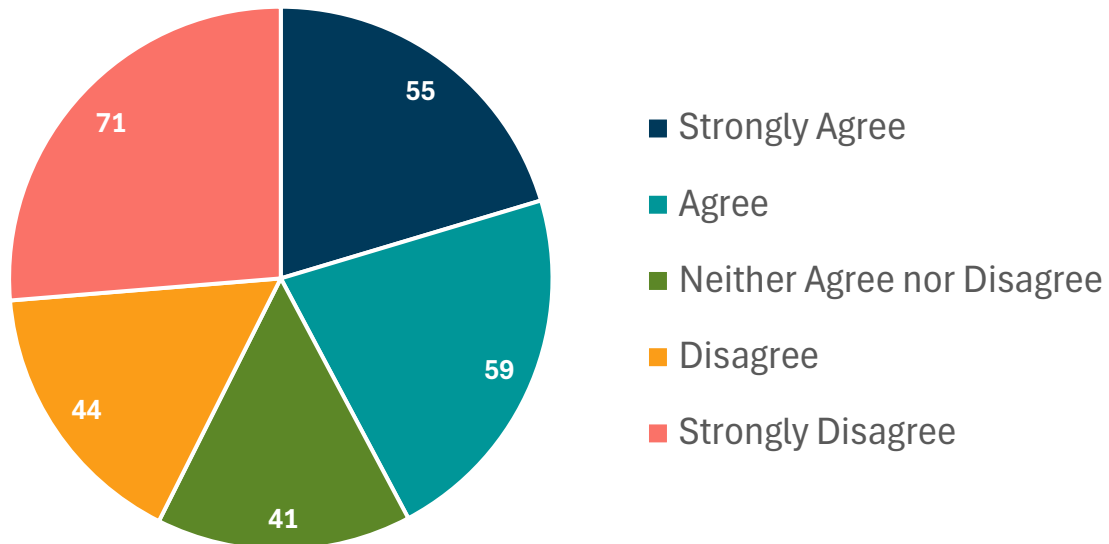
Under the City's current zoning regulations, the maximum gross floor area for a secondary suite is 1076.4 sq ft (100 sq m) or 40 % of the habitable gross floor area of the principal dwelling, whichever is less. Increasing gross floor area for a secondary suite is being explored. Do you think the size of a secondary suite should...



Survey respondents were also asked to consider the maximum gross floor area for secondary suites in West Kelowna and provide their opinion on whether it should be increased, decreased, or stay the same. Most respondents (48%) indicated that they would like maximum gross floor area for secondary suites to stay the same. Support for increase represented 41% of responses, suggesting split opinions throughout the community. Very few respondents (6%) indicated that permitted secondary suite floor area should decrease.

## Question 7

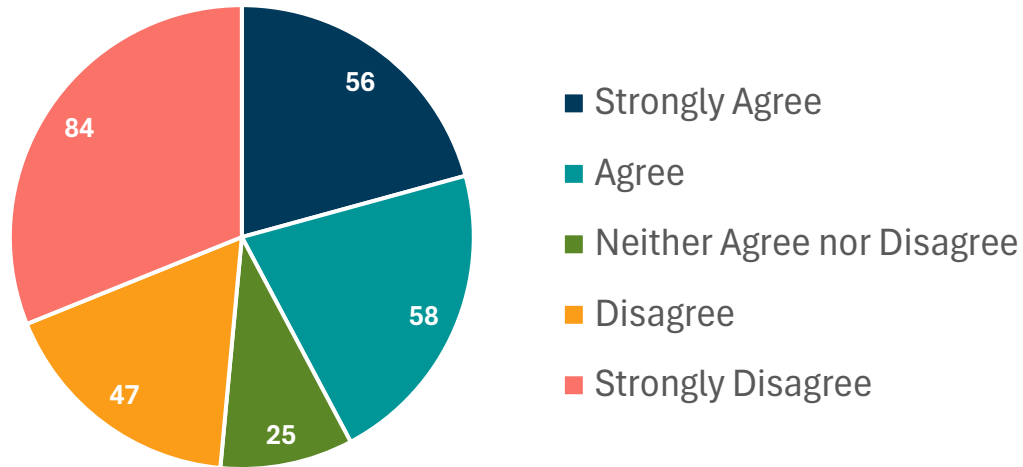
Opportunities for infill housing can be increased by allowing lots to be subdivided into smaller sizes. This can have the benefit of improving housing affordability and making efficient use of infrastructure. However, small lots also create constraints on the amount of open space, landscaping and on-site parking that can be provided. Increasing the ability for small-lot subdivision and infill housing in certain parts of the City is being explored. Please indicate your level of support for the option of allowing lots to be subdivided into smaller sizes.



Survey respondents were asked to reflect on their level of support with increasing the ability for small-lot subdivision and infill housing in certain parts of the City. Respondent opinions were overall split. However, the largest group of survey responses on this question (26%) indicated that they strongly disagreed with allowing lots to be subdivided into small sizes. Positive sentiment to this question, between the agree and strongly agree categories totaled 42%, however the relatively equal spread of responses across the 5 categories suggest mixed opinions to this type of infill housing.

### Question 8

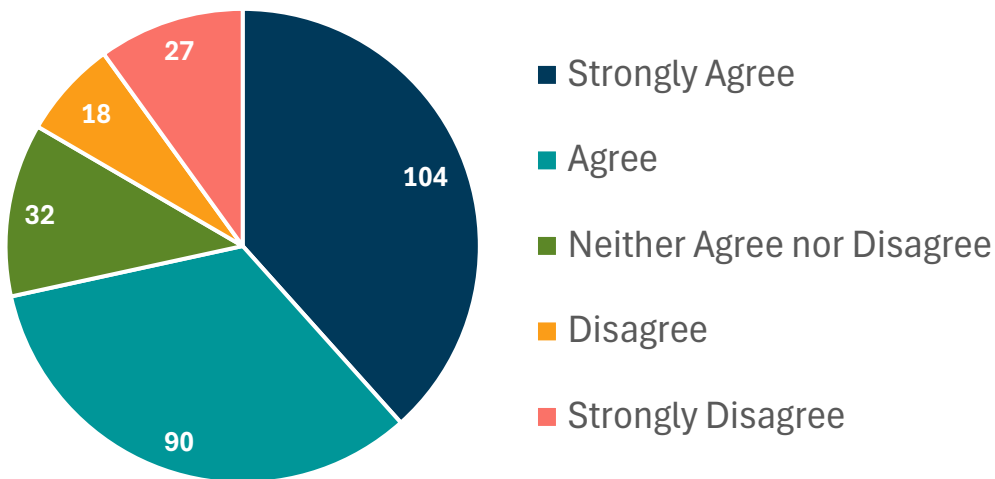
**More infill housing types (such as fourplexes) should be allowed to be built in all areas throughout the City...**



This question asked survey participants to reflect on infill housing density types being located throughout the City. The response is mixed, with the largest response group (49%) indicating that they disagreed or strongly disagreed with allowing more infill housing types (such as fourplexes) in all areas throughout the City. However, 42% of respondents agreed or strongly agreed that more infill housing types should be allowed to be built in all areas throughout the city.

### Question 9

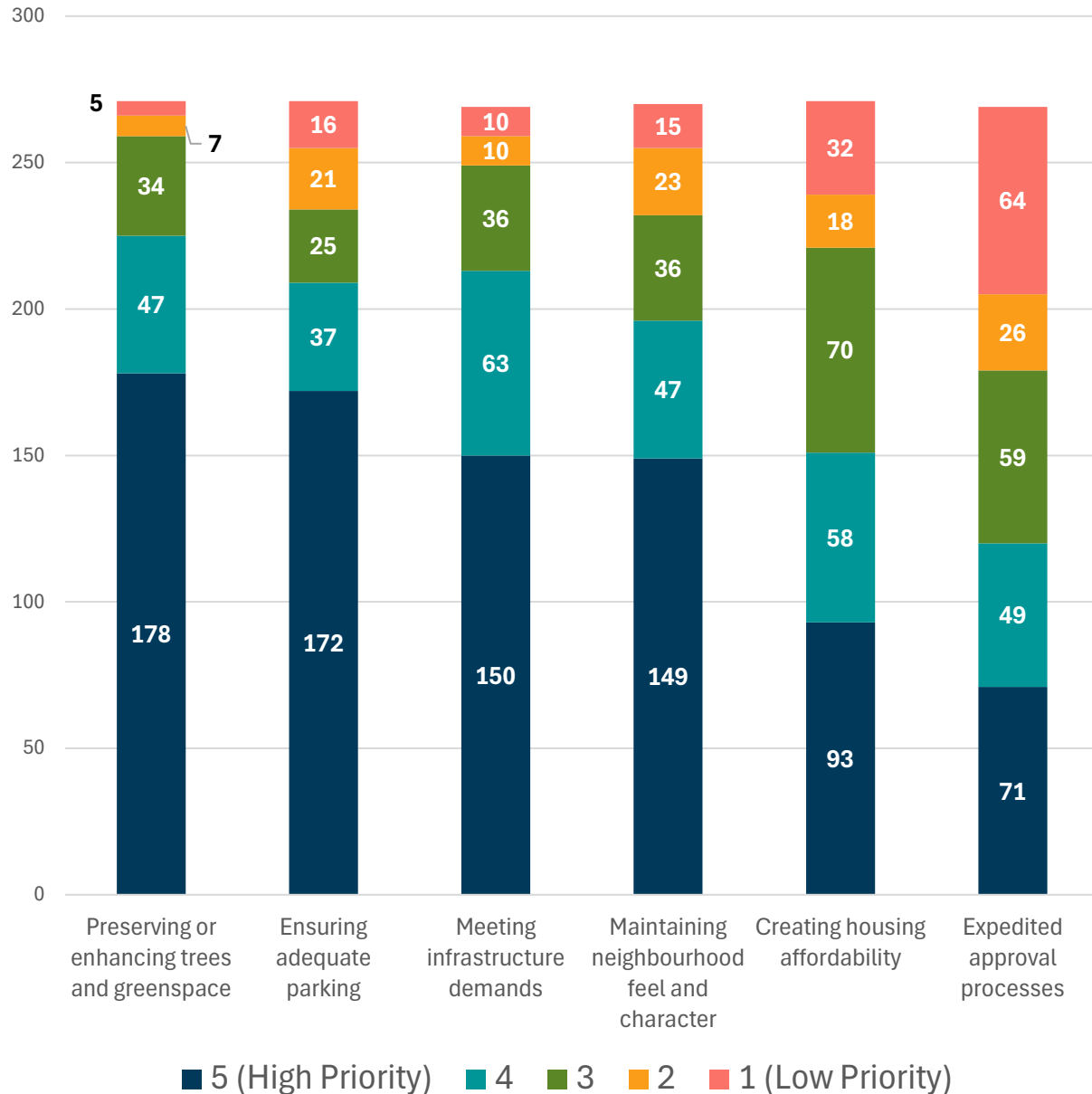
**More infill housing types (such as fourplexes) should be allowed to be built within walking distance to amenities and transit hubs...**



This question specifically seeks to understand support for fourplexes in areas well-served by amenities and transit. Most survey respondents (72%) strongly agreed or agreed that more infill housing types, including fourplexes, should be built within walking distance to amenities and transit hubs. Questions 8 and 9 indicate that support for fourplex forms of infill is not widespread.

## Question 10

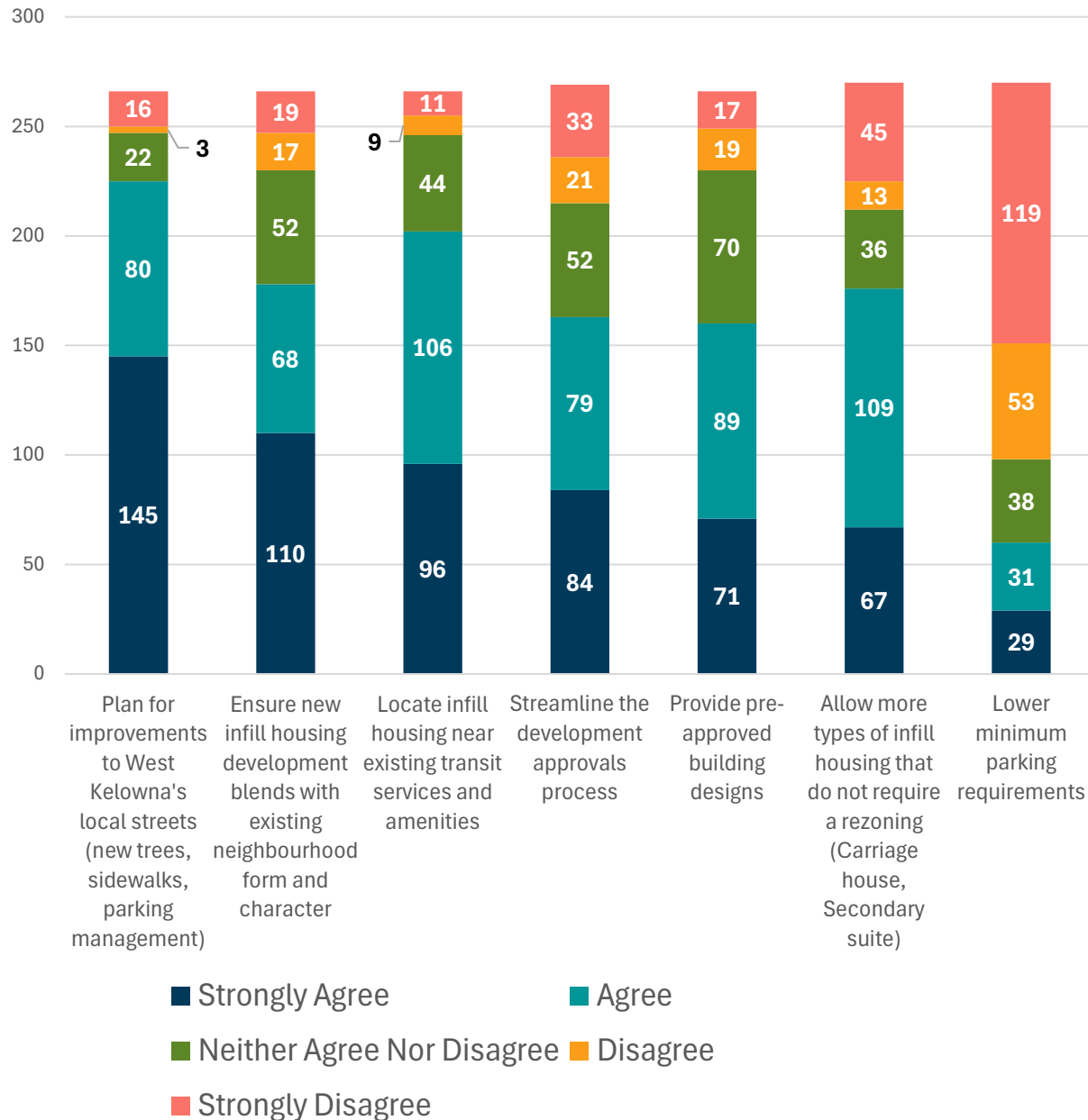
How important are the following considerations to successfully integrating infill housing into existing West Kelowna neighbourhoods? Rank their importance to you on a scale of 1 to 5 (1 being low priority and 5 being the highest priority)



Respondents were also asked to rank the importance of several considerations for successful integration of infill housing in West Kelowna. Considerations such as preserving or enhancing trees and greenspace, ensuring adequate parking, meeting infrastructure demands, and maintaining neighbourhood feel and character were ranked with the highest priority. The feedback focuses on the impact of the development to residents. Responses prioritize residents' experiences of the impact of development rather than the approvals process or creation of affordability. These responses provide indications that infill policies need to overcome concerns of how this type of housing will integrate into the community.

## Question 11

What are ways in which the City of West Kelowna can create the conditions for more infill housing development? Please indicate your level of support for the options below.



Survey respondents were asked to consider ways in which the City could create conditions for more infill housing development and to indicate their support for a series of actions to take. Respondents on this question strongly agreed that planning for improvements to West Kelowna's local streets is important for creating the right conditions for more infill housing development. Respondents also supported ensuring new infill housing development blends well with existing neighbourhood form and character. Many respondents strongly disagreed that lowering minimum parking requirements would create the conditions for more infill housing development. These responses also allude to the tension that exists around ideas of new infill housing in existing neighbourhoods.

## Question 12

The last survey question was open-ended and asked respondents to provide any additional feedback they wanted to share about the ongoing Infill Housing Strategy project. The key themes that emerged from respondent feedback are summarized in the table below.

Table 1. Summary of Key Themes

Infrastructure and Services	Parking Accessibility and Pedestrian Safety	Density and Diversity
<ul style="list-style-type: none"> <li>• <b>Roads:</b> Concerns about inadequate road infrastructure to support increased population, especially for emergency services and during summer months. Glenrosa and Shannon Lake Neighbourhoods were highlighted for their existing problematic traffic flow and need for improvements.</li> <li>• <b>Public Amenities:</b> Emphasis on the need for more schools, amenities, and other essential services to keep pace with population growth. Addressing current strains on services like hospitals and recreational spaces.</li> <li>• <b>Public Transit:</b> Respondents called for better public transit options, including expanded routes and improved service to reduce reliance on personal vehicles and alleviate parking issues.</li> <li>• <b>Water and Utilities:</b> Concerns about the capacity of existing water and sewer systems to handle increased population growth.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Parking Availability:</b> Strong concerns about insufficient parking for new developments and recommendations for strict enforcement of parking regulations and adequate on-site parking requirements.</li> <li>• <b>Pedestrian Infrastructure:</b> Need for improved pedestrian infrastructure, including sidewalks and streetlights.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Height and Density:</b> Importance of height restrictions to preserve views and neighbourhood character, particularly in hillside communities. Mixed opinions on infill housing, with support for density in central areas but resistance in suburban and rural neighbourhoods.</li> <li>• <b>Diverse Housing Options:</b> Support for a variety of housing types, including duplexes, fourplexes, tiny homes, and multi-generational living on larger lots, however coupled with the need to address challenges raised with other topics.</li> </ul>

Environment and Greenspace	Community Character and Livability	Policy and Governance
<ul style="list-style-type: none"> <li> <b>Greenspace Preservation:</b> Calls to protect green spaces and maintain natural environments. Suggestions for integrating mature landscaping and green spaces in new developments. This is not specific to any type of development, but comments in general.         </li> </ul>	<ul style="list-style-type: none"> <li> <b>Neighbourhood Integrity:</b> Desire to maintain existing character of neighbourhoods, with resistance to high-density developments that might disrupt or redefine established communities.         </li> <li> <b>Quality of Life:</b> Concerns about increased crime, noise, and traffic congestion affecting quality of life. Emphasis on thoughtful, well-planned development that enhances community well-being.         </li> </ul>	<ul style="list-style-type: none"> <li> <b>Zoning:</b> Some comments advocating for zoning policies that allow for various housing types while respecting neighbourhood character.         </li> <li> <b>Improving Conditions for Infill Development:</b> Suggestions for subsidizing building permits and development cost charges (DCCs) for infill housing projects to encourage affordable housing development.         </li> </ul>

# WHAT WE LEARNED – INTERACTIVE DISPLAY FEEDBACK

## INTERACTIVE DISPLAY

On **June 25, 2024**, the City of West Kelowna placed public display boards at City Hall located at 3731 Old Okanagan Hwy. Information regarding the Infill Housing Strategy project was made available to the public in the form of display boards. Paper copies of the survey were also made available to the public. The informational boards were left on display at City Hall until **July 15, 2024**.



Public feedback from the interactive static display boards is summarized below:

What infill housing outcomes are of greatest priority to you?	What considerations are most important for successfully integrating infill housing into existing West Kelowna neighbourhoods?	What are ways in which the City of West Kelowna can create the conditions for more infill housing development?
<ul style="list-style-type: none"> <li>• Diversity of housing available to the community</li> <li>• Availability of housing for those generally low income</li> </ul>	<ul style="list-style-type: none"> <li>• Design matches other homes</li> <li>• Green spaces need to be considered with increased density</li> <li>• Ensure adequate roads for increase in traffic</li> </ul>	<ul style="list-style-type: none"> <li>• Streamline processes</li> </ul>

## APPENDIX I – POSTER BOARDS DISPLAYED AT CITY HALL

# City of West Kelowna Infill Housing Strategy

The City of West Kelowna is developing an Infill Housing Strategy and we need your input to help guide the future of our community.

**How can West Kelowna integrate infill housing?  
What types of infill housing do you hope to see?**

**WE WANT TO HEAR FROM YOU!**

Your participation is incredibly valuable throughout the development of the Infill Housing Strategy. Sharing your thoughts and aspirations will ensure that the Infill Housing Strategy reflects our collective vision for infill housing development in West Kelowna.

**Take the Infill Housing Strategy Survey today!**

Visit [OurWK.ca/infillhousing](https://OurWK.ca/infillhousing) or scan the QR code for more info and to complete the online survey.

**By participating in the process, you will:**

- Influence future growth and development** by having a say in the types of infill housing development that are permitted and the neighborhoods in which infill housing will be located.
- Advocate for the things that matter to you**, such as ensuring infill housing development is contextually appropriate, ensuring adequate parking, or promoting affordable housing options.
- Leave a long-term impact** – the outcomes of the Infill Housing Strategy can shape our community long term, and your involvement ensures that your best interests are considered for years to come.

This project is funded through the Union of BC Municipalities (UBCM)

# What is the West Kelowna Infill Housing Strategy?

**What is it?**

- The West Kelowna Infill Housing Strategy is a new document that will outline opportunities for integrating infill housing types in West Kelowna to provide a more diverse supply of housing options in areas close to amenities, jobs, and viable transportation alternatives such as transit, cycling, and walking. The Strategy is informed by a **Complete Communities Assessment**.

**What is its purpose?**

- Building on required changes under the **Provincial Housing Statutes (Residential Development) Amendment Act, 2023 – Bill 44**, the Infill Housing Strategy is West Kelowna's approach to ensuring that new infill development takes place where it is supported with community amenities, transportation options, and infrastructure capacity.
- The Strategy will outline actions to ensure that infill housing development remains sensitive to the West Kelowna context.

- The Infill Housing Strategy will work in tandem with other strategic local planning documents including the City's Official Community Plan, Housing Strategy and align with Council's Strategic Priorities to enhance infrastructure, economic growth, community strength, and safety.

# West Kelowna Infill Housing Strategy & Bill 44



## Infill (Small-Scale Multi-unit Housing)



- Both 'infill' and 'infill housing' are broad terms; 'infill' refers to development in established areas of the community that can be serviced with the existing sewer, water, and road networks.
- 'Infill housing' encompasses a variety of lower-density housing forms from adding suites to single-detached homes to townhouses and fourplexes.

## Housing Statutes (Residential Development) Amendment Act, 2023 – Bill 44

- Adopted on November 30, 2023, the Provincial Housing Statutes (Residential Development) Amendment Act, 2023 – Bill 44 mandates local governments to revise their Zoning Bylaws and Official Community Plans to accommodate **Small-Scale, Multi-Unit Housing (SSMUH)**, also known as infill housing.
- SSMUH requirements impact to approx. **10,700 parcels** in West Kelowna (subject to certain requirements and exemptions).
- The City was required to make Zoning Bylaw changes to comply with Provincial Legislation by June 29, 2024.
- The Infill Housing Strategy will seek to explore infill considerations beyond the provincially mandated changes.

*Infill housing in West Kelowna creates opportunities for creating more diverse housing types that are more affordable and attainable. Closer to jobs and amenities and make more efficient use of existing infrastructure.*

# West Kelowna's Response to Bill 44



## What are the changes in West Kelowna as a result of Bill 44?



### Small-Scale Multi-unit Housing (SSMUH)

- Single detached dwellings, duplexes, and suites and/or carriage houses are permitted up to a maximum of four units in select zones traditionally supporting single family home development. In addition, select zones which are area specific allow townhouses, up to a maximum of four units total.



### Parking

- Reduced parking requirements in select zones for Secondary Suites and Carriage Houses. Reduced parking for single-detached dwellings, duplexes, and townhouses in the RC2 and RP1 zones.



### Height, Setbacks, Parcel Coverage and other Development Regulations

- Changes made to development regulations and minor setback reductions and increased parcel coverage in some zones, and increased height for principal dwellings by 1 metre (3 feet).



### Utility Servicing, Building and Development Permit Considerations

- All SSMUH developments require building permit applications which may trigger additional water service upgrades or other utility upgrades. Form and Character Development Permits are only required for 3+ unit developments in townhouse form.



### Curious how this impacts your property?

- Do you want to know what your zoning is and what these changes mean for you? You can look this up on Westmap, the City of West Kelowna's online mapping tool.

Click here for Westmap!



## Key Information on Bill 44 Implementation

- The RC2, RC3, R1, R1L, I6, CD1(C), CD1(E) and CD3(A) Zones were all amended to comply with the legislation.
- A Residential Plex Zone (RP1) was created and the RC4 and R2 Zones deleted due to their redundancy given new legislation.
- City Council adopted the zoning changes on May 21, 2024, to comply with the Provincial legislation.

More information on West Kelowna's Zoning Bylaw changes required to comply with Bill 44 can be found at [westkelownacity.ca/ssmuh](http://westkelownacity.ca/ssmuh).

# West Kelowna Infill Housing Strategy & Bill 44



- It is important to recognize that uptake on the development of SSMUH homes will be incremental and only occurs if an owner chooses to develop.
- Amendments to the City's Zoning Bylaw also reflect a "Neighbourhoods First" approach, which recognizes providing housing as well as the unique character of the City's individual neighbourhoods.
- The West Kelowna Infill Housing Strategy is being completed following adoption of Bill 44 changes and to further explore infill opportunities in the City.



## Factors of Success

A series of technical and operational considerations for infill housing are being considered in the planning, design, and implementation of infill housing in West Kelowna.

- ✓ Clear expectations for form and character
- ✓ Multiple opportunities for Housing diversity, tenure, density
- ✓ Consideration of Water & Sewer Network Capacity & Condition
- ✓ Guidance for Stormwater
- ✓ Guidance for Landscaping and Urban Trees
- ✓ Accommodation of Street Operations, Streetscapes
- ✓ Effective Parking Management

# Complete Communities Assessment



## What are Complete Communities?

Complete Communities have several key elements:



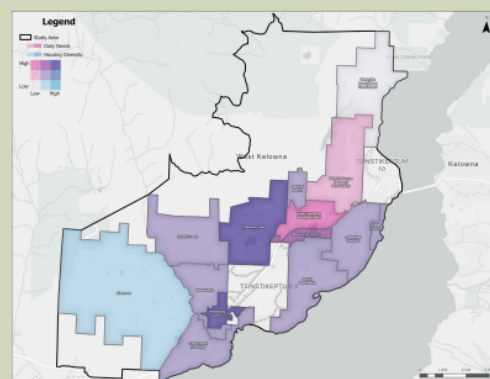
## How does the Complete Communities Analysis Inform the Infill Housing Strategy?

### The Complete Communities Analysis...

- Assesses West Kelowna's current community completeness to gain insights into strengths, opportunities, and challenges related to its built environment.
- Directly informs the Infill Housing Strategy by highlighting any gaps in housing, infrastructure, and amenities provision.
- Has a spatial component which identifies areas in which to encourage and support infill housing to make the community more complete.

## Example

The West Kelowna Infill Housing Strategy will include a review of the current state of "completeness" within West Kelowna using a Complete Community Analysis.



The map above shows the availability of amenities in relation to housing density.

# Housing Attainability



*The City of West Kelowna Housing Needs Assessment (2022) identified that:*

- In West Kelowna, approximately **930 or 45% of renter households make less than \$60,000 annually** which means that these households will be required to allocate more than 30% of their income to housing.
- Households that are spending more than 30% of their income on shelter are in core housing need.



Adding new supply of all types of **housing** is essential to meeting West Kelowna's housing need.

Infill housing is especially important for achieving this as it introduces more attainable housing options.

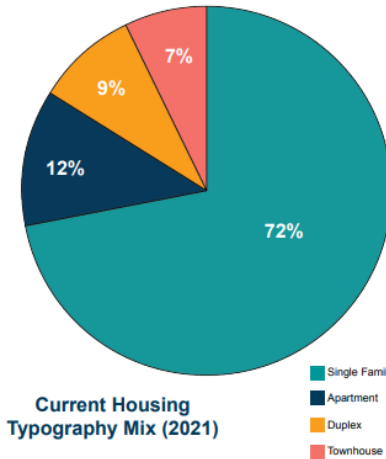
# Diverse Housing Options



## Housing Diversity

West Kelowna is projected to meet at least 16% of Central Okanagan's housing needs by 2036. Over the next 20 years West Kelowna is expected to require an additional **5383 additional dwelling units by 2040**.

Infill housing in existing neighbourhoods is a source of housing supply to **satisfy growing housing demand in a variety of housing types and tenures**.



## Shifting the Housing Spectrum

As of 2021, **72%** of West Kelowna's housing supply consisted of Single Detached housing.

For a household to purchase a single-family home for the average transaction price found in 2022, a household needs to **earn at least \$162,000** annually to ensure servicing housing fees, taxes, interest, and debt payments are under 30% of monthly income.

Infill housing is just **one of many solutions** to providing more attainable housing options for low- and middle-income individuals and families.

# Examples of Infill Housing



Careful infill housing design can achieve land use optimization and offer more housing opportunities without changing neighbourhood character and feel...



Image Credits:  
Small Housing BC

# We Want to Hear from You!



What infill housing outcomes are of greatest priority to you?

What considerations are most important for successfully integrating infill housing into existing West Kelowna neighbourhoods?






What are ways in which the City of West Kelowna can create the conditions for more infill housing development?

*Grab a sticky note and post a comment or complete a survey!*

# We Want to Hear from You!








## What kind of housing do you live in today?

 Single Detached	 Townhouse	 Apartment	 Duplex, Carriage House or Secondary Suite	 Modular Home
--	--	--	---	--

### Instructions:

Indicate your answer to the two questions by placing a sticker on both the top row and the bottom row.

## What kind of housing do you see yourself living in 15 years from now?

 Single Detached	 Townhouse	 Apartment	 Duplex, Carriage House or Secondary Suite	 Modular Home
--	--	--	---	--

Visit [OurWK.ca/infillhousing](http://OurWK.ca/infillhousing) or scan the QR code for more info and to complete the online survey.



