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**ATTACHMENT B**

This forms part of application

# Z21-0037

Planner  
Initials

WM

City of  
**Kelowna**  
DEVELOPMENT PLANNING



Nov. 20, 2023

To: City of Kelowna Staff, Mayor, and Council

Re: 1097 Dilworth Drive – Rezoning

Dear Mayor, Council, and City Staff,

As an urban development specialist for the past 20 years, long before it was cool to say you were building in Downtown Kelowna, Worman has been dedicated to finding “gaps” within our urban spaces. These gaps allow us to add density into existing neighbourhoods to help them become the places they are intended to be. Most people are familiar with our work in the South Pandosy neighbourhood where we have built multiple developments over the past 20 years. We have also done several buildings in Kelowna’s downtown, helped to solidify a neighbourhood commercial hub on Lakeshore and Collett, and most recently, introduced some infill industrial space to Enterprise. Finding these small pockets of missed density and contributing to the health of these existing neighbourhoods has been our specialty. It is with this attitude in mind that we happened upon 1097 Dilworth Drive.

Over the years I had often walked and bicycled by this site and wondered why it sat so underutilized in such a central location. Turns out that it used to be part of the old Central Green golf course: which was developed into Walmart, Home Depot, and a strip of car dealerships. Since this site was across the creek and the rail line from the main development area the previous owner chose to write it off as useless. When they finally decided to sell the site, we were fortunate enough to purchase it.

The attached proposal is to rezone the 21-acre site at 1097 Dilworth from A1 to MF-3. The application proposes to dedicate approximately 50% of the land to the City for park and road reserve. Access to the site will be off Dilworth Drive. For the lower site we are proposes 2 site specific text amendments. In addition to the rezoning application, there is a form and character DP requested for a 12 unit, 4 storey building on the upper site. These are the first steps in building a new and inclusive neighbourhood at the base of Dilworth.

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### **Context and Connectivity**

When you walk the site, the one thing you are struck by is the sheer size and beauty of it. Located next to the Rail Trail and Mill Creek and with broad views to the lake, it is a gem hidden within plain sight. Its connections to the community are excellent. The site is located on the boundary of the urban core. This location, in the heart of the “hourglass”, makes it an ideal candidate for densification. Its size and ability to supply housing to many residents with minimal impact on an existing community cannot be overlooked.

The Rail Trail is adjacent to this location, which means a very safe walk or pedal of only 2 km to Parkinson Recreation Center, 2.5 km to Landmark Center, 5 km to downtown, and 6.5 km to UBCO. The future Dilworth Drive ATC trail that will link the Rail Trail to Mission Creek Greenway will make this one of the best locations in the city for connectivity to dedicated cycleways. The largest grocery store in Kelowna is an easily accessible walk through Mill Creek linear park.

There are multiple transit options from this site, 3 of which are less than a 700 m walk away. The #3 bus stops on Dilworth adjoining this site with service every 30 minutes. Bus #10 is 300/400 m away on Enterprise with a pickup every 19 minutes. The 97 rapid bus stop at Banks is 700 m away with service every 15 minutes. And at just 1.4 km away, the transit exchange at Orchard Park is still within easy reach.

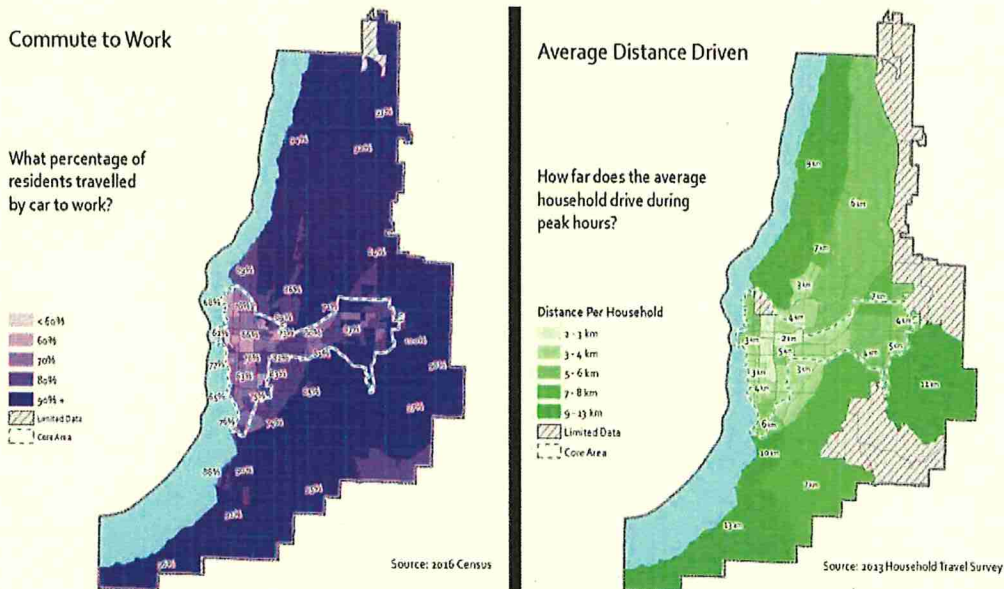
With the addition of only 410 m of new roadway, this is the exact opposite of urban sprawl. Connecting into an already established network of roads, trails, parks, and active transportation corridors means this development has a positive long term infrastructure benefit to the City (tax dollars generated will far exceed any costs to maintain City infrastructure).

And for those that will still choose to drive, the central location will mean living in an area that boasts one of the lowest per km trip lengths of anywhere within our City or our region. With everything so close, there will be much less need for longer trips.



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Figure 1: Car-dependent Areas



Since households in outlying areas must drive to meet their daily travel needs, often from the edges of the City, the data show that over 90 per cent of residents travel by car to work<sup>1</sup> and also drive 2-6 times farther,<sup>10</sup> compared to households in Kelowna's core neighborhoods

All private parking will be hidden either below or behind buildings in covered parkades. By charging for parking we have found that it lowers the overall parking demand. To date in our other rental buildings our parking demand is just .7 stalls per unit, so we have empty parking spaces at every one of our buildings!

### Housing Diversity and Equity

With the proximity to so many amenities, jobs, and transit options our design strategy was simple, design a broad spectrum of housing with amenities that would suit this broad demographic of residents. While the overall site does not yet have all the individual buildings designed, we have laid out the building footprints and heights which allows us to calculate a very good estimate of the number and type of housing that will be built.



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**1097 Dilworth - Potential Unit Count**

Building #	Common/Amenity	Bachelor	1 Bedroom	2 Bed Apartment	2 Bed + Den Apartment	3 Bed Apartment	2 Bedroom Townhome	2 Bed + Den Townhome	3 Bedroom Townhome	4 bedroom	Building Total
Building 1 Total		0	12	24	0	4	8	20	4	4	76
Building 2 Total	Fitness/Games and Shared Workspace	12	12	48	24	0	5	0	3	0	104
Building 3 Total	Daycare	12	12	48	24	0	0	0	0	0	96
Building 4 Total	Makers Space	12	12	48	24	0	7	0	3	0	106
Building 5 Total		0	0	0	0	0	4	0	0	0	4
Building 6 Total		0	8	48	0	16	0	0	7	0	79
Building 7 Total		0	8	48	0	16	7	0	2	0	81
Building 8 Total		0	24	48	0	8	8	0	3	0	91
Building 9 Total		0	0	0	0	12	0	0	0	0	12
<b>Total Unit Types</b>		<b>36</b>	<b>88</b>	<b>312</b>	<b>72</b>	<b>56</b>	<b>39</b>	<b>20</b>	<b>22</b>	<b>4</b>	<b>649</b>

Our projections consider approximately 649 units in total. These would include level entry, level living options for people of all abilities, ground-oriented housing for folks who like to come in right from the street, and secured access apartments for those who prefer controlled access to their homes. Of the proposed options we anticipate 33% of the units will be 2 bedroom and den or larger (including 3 and 4 bedroom units), 48% would be 2 bedroom, and 19% would be 1 bedroom and bachelor units.

Planned amenities, located at grade and next to the internal urban park space, will include daycare space, fitness and games room, shared workspace, and a makers' space for resident programming. While the final tenure of all the buildings has not been fully decided, the focus in the initial design has been weighted towards rental housing. The first building, Building 9, which is being proposed as part of this application, will be a 12-unit apartment style building with all 3 bedroom homes. These larger apartments with double detached garages will have all the living on one floor, making them accessible for all abilities. They will suit those needing something closer to a single family home than a regular apartment. Future buildings will each have a broad mix of units within them.



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### Strengthen Kelowna as the Region’s Economic Hub

While Kelowna has many regional strengths which garner more attention and prestige, one of its strongest is its role as a regional retail hub. Most of this activity is centered in the Midtown region. Midtown has Kelowna’s third largest employment density, but, sadly, has the lowest population density. This means people who work in this area have very little choice but to drive to work. There are approximately 36 jobs per hectare and yet only 9.8 people per hectare living in this area.

URBAN CENTRES ROADMAP // BACKGROUND

Urban Centre Metrics	City Centre	South Pandosy	Capri-Landmark	Rutland	Midtown
<b>Population</b>	3,791	4,184	2,249	5,607	1,846
<b>Population Density (people per hectare)</b>	22.8	30	23	33	9.8
<b>Employment</b>	10,142	3,895	8,523	1,400	6,733
<b>Employment Density (jobs per hectare)</b>	61	25	87	14.2	35.9
<b>Major Parks and Public Spaces</b>	City Park, Waterfront Park, Stuart Park, Rowcliffe Park	Boyce-Cyro Park, Kinsmen Park, Osprey Park, Raymer School, Fascieux Park	Pacific Court Park, Parkinson is just outside boundary of Capri-Landmark	Ben Lee Park, Rutland Centennial Park, Rutland Lions Park, Roxby Plaza	Mill Creek Linear Park, Barlee Park, Mission Creek Park is just outside boundary of Midtown
<b>Existing Active Transportation Corridors (ATCs)</b>	Cawston Ave, Waterfront / Abbott, Art Walk	Lakeshore / Abbott, KLO	Sutherland	Houghton, Hollywood	No ATC exists (Dilworth Planned)
<b>Frequent and Rapid Transit Stops</b>	Queensway, Harvey, Pandosy	Pandosy, KLO, Gordon	Harvey, Springfield	Rutland, Exchange, Highway 33, Rutland	Orchard Park, Exchange, Harvey, Springfield
<b>Housing Split % (Multi / Single Family)</b>	88 / 12	80 / 20	80 / 20	76 / 24	94 / 6

Jobs that are available tend to be on the lower end of the pay scale but are vital in supporting this crucial economic driver. Housing options offered by this proposal will be within walking distance to these jobs and will therefore make employee’s housing more affordable as they will be able to live and work without the need for a vehicle.

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### **Natural Spaces and Parkland**

While this site is over 21 acres, we made a commitment in the early design stages to design around the natural conditions. Our goal was to focus development into a smaller footprint in order to disrupt less of the natural site. This also meant focusing our building design to minimize cut and fill slopes left by any disruptions from roads. We feel we have been very successful in achieving this.

Overall, we will be dedicating 50% of the site to the City for park and future road allowance. This park dedication will protect an area of typical Okanagan grassland and shrub-steppe communities. Within this dedication area we are proposing to enhance the natural trail system that leads from Dilworth down to the Rail Trail and Mill Creek linear park.

The application proposes to establish a 5 meter buffer of riparian woodland community at the south edge of the site creating a contiguous woodland strip to enhance the connectivity to Mill Creek.

Of the lower development portion of the site over 54% will be open space for outdoor enjoyment by all the residents. We have small private yards for a large percentage of the townhomes and almost 6 acres of internal open space for everyone to enjoy (in addition to private decks). These internal parks, with a more urban feel, will act as a meeting place where the residents will be able to interact and build community.

### **Climate Action**

Our most recent 82-unit apartment building was an excellent first step in our company's commitment to building more efficiently. The building was designed to meet Step 4 of the building code. We learned many lessons from it and will be taking those lessons forward in the design of all our future buildings. Building 9, attached to this application, has been designed with reaching Step 4 in mind as well.

We are also in the early stages of looking at a few options for district energy. One of the benefits of a compact, but dense development is that it will make a shared energy system more cost effective and likely very possible. We hope to share more news on this as the future buildings come before the City for development permits.



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## **Building and Site Design**

The choice of a more dense, urban form for this site was an intentional one. In addition to preserving large amounts of the natural site, it is our belief that this form will create a strong sense of community. With smaller street setbacks, townhomes with front doors facing these streets, indoor and outdoor community amenity space, as well as large outdoor plazas people will have ample opportunities to interact eye to eye at a more human scale.

The scale and placement of future buildings was chosen to enhance this community feel as well. Rather than creating a “wall” of 4 to 6 storey buildings we chose to open up the site by “turning” 3 of the buildings upright to be taller rather than wider. By choosing this midrise apartment form we preserved the ground level interaction space between buildings. The main floor of these buildings will be dedicated to amenity spaces with uses such as daycare, fitness, games, shared workspace, and makers’ spaces: all enhancing community.

With their hillside setting, the buildings have been placed to be downslope of their closest neighbours. All the buildings, even the taller ones, remain lower than any of the existing neighbouring properties, therefore minimizing the view corridor disruption.

As part of this rezoning process, we will be asking for a site-specific text amendment to allow setbacks to be reduced for front and rear yards. This text amendment will allow the building design to take on the more urban, compact form discussed above. We will also be seeking a text amendment to allow a built height of 12 stories for 3 of the buildings which allows us to build small parklet features between buildings and preserve more view corridors for the buildings on the upside of the road.

Building 9, and its site plan, was designed with different goals in mind. First, we acknowledge that it is the only building that will be adjacent to an existing property. Secondly, that the building form be suited to all abilities. The current trend to multi-level townhomes was felt to achieve neither of these goals as it would put height next to a neighbour and would create a form not accessible for all. Instead, the design includes single storey, flat roof, garages next to the existing building with wide setbacks to cause the least amount of view disturbance. The residential portion of the building was then placed furthest away from the neighbours and sited down the slope to a point where, although the building is 4 storeys tall, only 2 storeys will be above the street level. This “nestling” into the hillside has been designed to sensitively integrate into both the existing neighbourhood and the hillside setting.



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### Conclusion

With 40,000 more people expected in our City over the next 20 years, it is going to take resolve and creativity to find places to fit everyone in without suburban expansion and impact on our ALR lands. Large sites within our core are rare. Sites that can add major density boosts without massive disruptions to neighbourhoods are rare. Large sites with such connectivity to existing infrastructure are even more rare. Now find one beside an already built ATC and a linear park, and you have a very unique find.

Our hope is that you will see the thoughtfulness and creativity we have put into our design for this community and that you will support our application for rezoning and our development permit for the first building on this site.

Sincerely,

Shane Worman  
Worman Commercial/Simple Pursuits Inc.