

ADMINISTRATIVE REPORT



TO: Planning & Development Committee

FROM: J. Zaffino, Chief Administrative Officer

DATE: January 18, 2024

RE: Parking Options — 300 Strayhorse Road, Electoral Area “1”

Administrative Recommendation:

THAT the property at 300 Strayhorse Road, Apex, be required to provide on-site vehicle parking spaces in accordance with the requirements of the Okanagan Valley Zoning Bylaw No. 2800, 2022.

Purpose:

The purpose of this report is to present options to the Board in relation to the required on-site vehicle parking spaces for the property at 300 Strayhorse Road, Apex.

Background:

At its meeting of December 21, 2023, the Regional District Board carried a Director’s Motion “THAT staff bring forward zoning options to address the on-site vehicle parking requirements at 300 Strayhorse Road at Apex.”

The property at 300 Strayhorse Road comprises the “Apex Mountain Inn”, which was developed in the mid-1990s as a commercial hotel, but was subsequently converted into a 51-unit mixed-use residential and tourist commercial strata development. BC Assessment has classified the property as “Residential” (Class 01).

On-Site Vehicle Parking History:

In 1994, a building permit was issued authorizing the development of a 60-unit hotel use that would be providing 106 on-site vehicle parking spaces.

24 vehicle parking spaces were set to be provided on the subject property (see Attachment No. 1) with the remaining 82 vehicle parking spaces to be provided in the public parking lot to the north (see Attachment No. 2) through a shared agreement with Apex Mountain Resort.

Available Regional District records indicate that a sub-lease agreement with Apex Mountain Resort was prepared for the provision of 86 spaces, but does not appear to have been finalized.

In 1999, a building permit was issued for the conversion of part of the hotel into a restaurant. This conversion generated a requirement for an addition 26 vehicle parking spaces which the applicant proposed to provide on the adjacent public parking lot.

It is understood that this proposal was administratively accepted, but was never formalized through the registration of an easement granting access or a covenant ensuring the area remained available for vehicle parking by the restaurant use.

Current Zoning Bylaw Requirements:

Under the Okanagan Valley Zoning Bylaw No. 2800, 2022, “apartment buildings” are required to provide 1.75 parking spaces per dwelling unit, while eating and drinking establishments require 1 parking space per 4 seats, or 1 parking space per 10 m² customer service floor area, whichever is greater.

Section 18.3.11(a)(i) requires, for parcels with four or more outdoor parking spaces, that an additional area equal to 25% of the required parking area be provided for snow storage on-site.

Current Official Community Plan (OCP) Policies:

Under the Electoral Area “1” Official Community Plan (OCP) Bylaw No. 2683, 2016, a policy under the Apex Village Centre (AVC) land use designation that applies to 300 Strayhorse Road supports the preparation of a strategy to address day-use and/or overnight parking at Apex Mountain Resort (Section 12.3.9).

Recent Board Consideration:

At its meeting of May 18, 2023, the Regional District Board considered and ultimately denied Development Variance Permit Application No. I2023.004-DVP, which requested a variance to the off-street parking regulations required as per the Zoning Bylaw in order to undertake the conversion of a portion of the lobby into a new one bedroom dwelling unit.

If approved, the off-street parking requirements for a dwelling unit in an apartment building would have been reduced from 1.75 parking spaces to 0 parking spaces for Strata Lot 52.

Analysis:

The adequate provision of vehicle parking at a ski hill such as Apex is an important component of the visitor experience as well as the business model of a resort. It is further understood that the industry standard is generally to have the majority of vehicle parking provided within 500 metres of the existing base area of the ski hill.

The Zoning Bylaw generally supports this by requiring that uses – whether they be commercial or residential – provide sufficient on-site vehicle parking spaces and not create competition for limited public parking spaces.

In the context of Apex Mountain Resort, the majority of public parking is provided at the parking lot at the base of the ski hill, which is also immediately adjacent to the subject property, while a secondary parking area is provided at the terminus of Apex Road (1,000 metres to the west).

Alternate forms of transit to and within Apex such as buses, taxis and ride sharing are limited resulting in residents and visitors generally driving their own vehicles to the resort.

As a result, Administration is aware of long-standing concerns regarding the adequate provision of vehicle parking at Apex. This prompted the inclusion of an OCP policy supporting the preparation of a strategy to address the issue, as well as amendments to the zoning bylaw in 2019 in order to require new developments provide adequate snow-storage areas separate from required on-site vehicle parking spaces.

In considering the Motion, Administration notes that the subject property has been deficient in providing the required 106 on-site vehicle parking spaces for many years and may only be capable of providing a fraction of this amount (estimated to be between 7-11 spaces during the winter months).

In response, Administration has identified a number of options that are available to the Board to address this and which are outlined below:

Option 1 - Status Quo

Under this scenario, the property owner would provide the original 106 off-street vehicle parking spaces.

Recognizing, however, that as a result of amendments to the zoning bylaw enacted over the previous 30 years, the current parking requirements for a 50-unit residential “apartment building” (which is understood to be the anticipated future number of residential units according to the strata council president) is approximately 88 on-site vehicle parking spaces.

Administration recognizes that there are limiting factors which restrict the amount of parking that can be provided on the property.

More specifically, it appears that retaining walls have been constructed along the western/southern portion of the property since the original construction of the building, which greatly impedes the use of these portions of the property for parking purposes.

As such, under this option, Administration notes that the required parking would need to be provided through a shared parking agreement with the Ministry and Resort.

Option 2 - Reduce Off-Street Parking Requirements

Under this scenario, the Board could consider implementing a number of alternate on-site vehicle parking requirements through a formal amendment to the zoning bylaw, including:

- requiring one (1) vehicle parking space per dwelling unit;
- requiring 24 on-site vehicle parking spaces, on the basis that this was what was proposed to be provided on 300 Strayhorse Road in 1994; or
- eliminate the requirement for on-site vehicle parking.

If the Board chooses to reduce, but not wholly eliminate, on-site parking requirements the strata may, similar to Option 1, achieve the required number of parking spaces through a shared parking agreement. Alternatively, the strata could provide the required parking on-site, however, this would likely require earthworks to create additional useable area for parking, if technically feasible.

It should be noted that this option may have implications with respect to the provision of on-site snow storage. Specifically, within the applicable AMV Zone, the Zoning Bylaw requires that snow storage areas be provided at 25% of the size of required parking areas. Subsequently, any reduction of on-site parking requirements would also reduce the minimum size of snow storage area required to be delineated on the property. An elimination of on-site parking would correspondingly eliminate snow storage requirements under the current zoning.

Furthermore, a reduction in parking could result in additional spill-over use of public parking lots. The use public amenities to support private, residential uses is not seen to be appropriate as it may negatively impact public enjoyment of the resort.

If the option of a zoning amendment is pursued, Administration is estimating the amount of staff hours required will be approximately 50-75 hours (depending on the level of public engagement undertaken).

Option 3 - Undertake a Parking Strategy for Apex

Under this scenario, the completion of a Parking Strategy for Apex, in accordance with the policy direction contained in the Electoral Area “I” OCP would be initiated as a strategic project, possibly for 2025-26.

This option would require the allocation of financial resources by the Regional District to engage the services of planning consultants specializing in traffic management issues as well as likely cooperation and coordination with the Resorts Branch, Ministry of Transportation and Infrastructure, Apex Mountain Resort and Penticton Indian Band.

Such a project would also be dependent on other RDOS strategic projects being completed, including the Electoral Area “E” OCP Review, ESDP Review, Subdivision Servicing Bylaw Review, RGS Review, Vacation Rental Review, Housing Needs Report Review, Housing Strategy Project, Bill 44 Compliance Amendments (Housing) and the next scheduled OCP Review.

Importantly, the outcomes of such a project may not address the concerns that have been raised in relation to the provision of on-site vehicle parking at 300 Strayhorse Road.

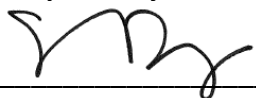
Summary:

As Apex is a ski resort built around accommodating visitors in the winter months and, as residents and visitors alike generally travel to the resort by motor vehicle, Administration is supportive of maintaining the applicable parking requirements (Option 1), which would likely require a shared parking agreement with the Province and Resort.

Alternatives:

1. THAT an amendment to the Okanagan Valley Zoning Bylaw No. 2800, 2022, be initiated in order that required on-site vehicle parking for 300 Strayhorse Road be as follows:
 - a) a maximum of one (1) space per dwelling unit; or
 - b) a maximum of twenty-four (24) spaces for the entirety of the parcel; or
 - c) no on-site vehicle parking be required.
2. THAT a Parking Strategy for Apex be considered for inclusion in the 2025 budget and strategic plan.

Respectfully submitted:



Shannon Duong, Planner II

Endorsed By:

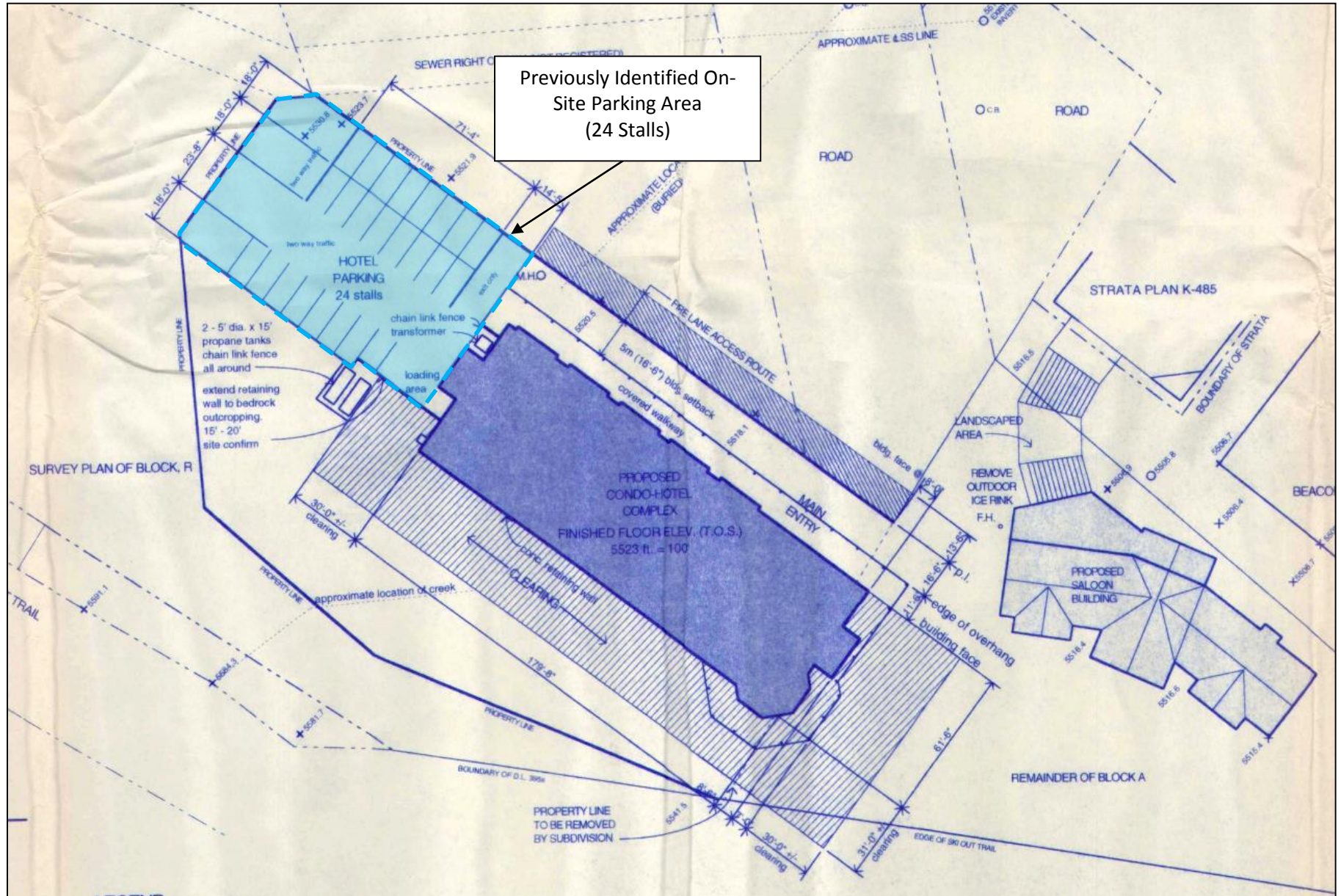


C. Garrish, Senior Manager of Planning

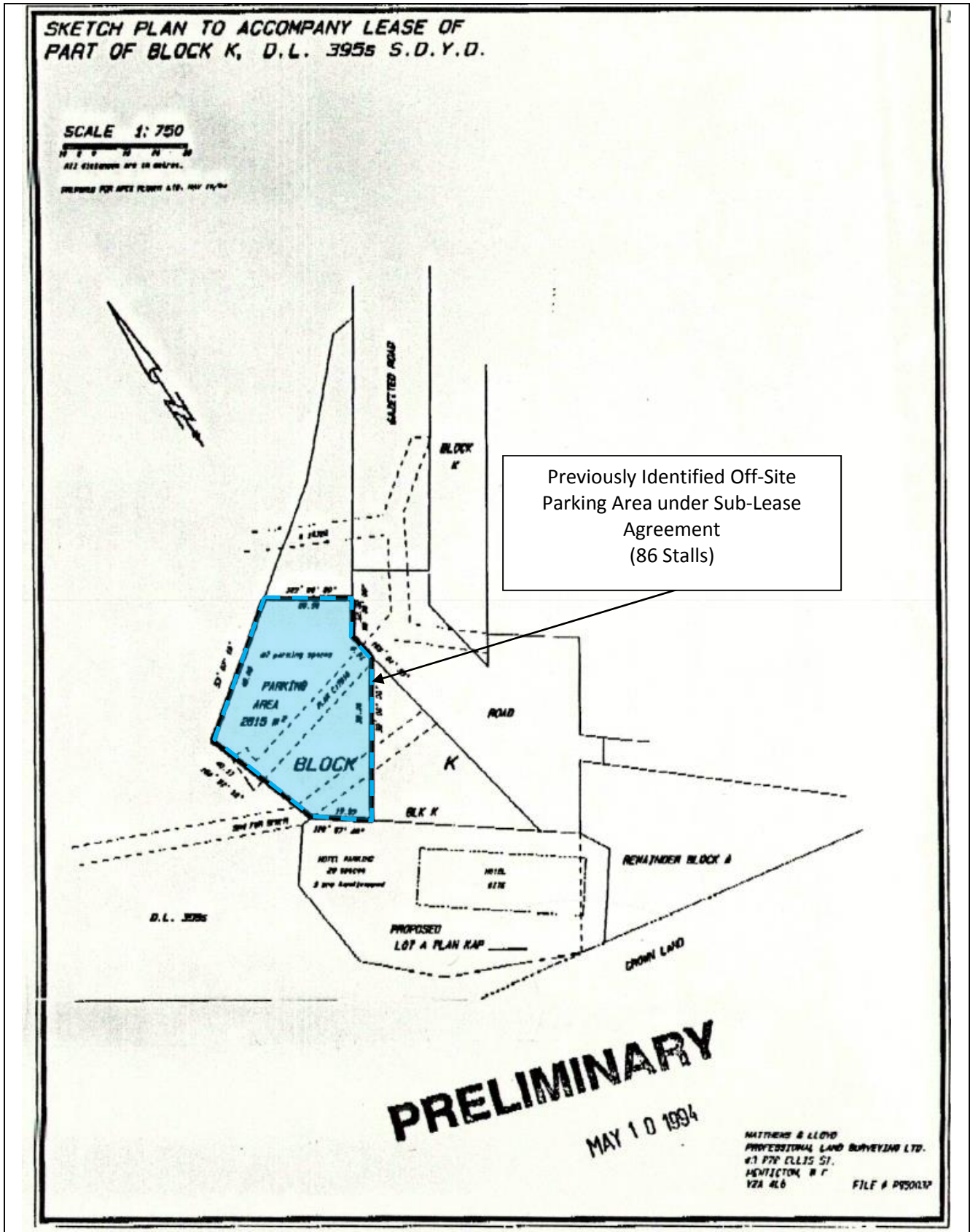
Attachments:

- No. 1 – Hotel Site Plan (1994)
- No. 2 – Sketch Plan Indicating Off-Site Parking Area (1994)
- No. 3 – Aerial Imagery (2023)
- No. 4 – Aerial Imagery (2022)
- No. 5 – Site Photo (March 2023)

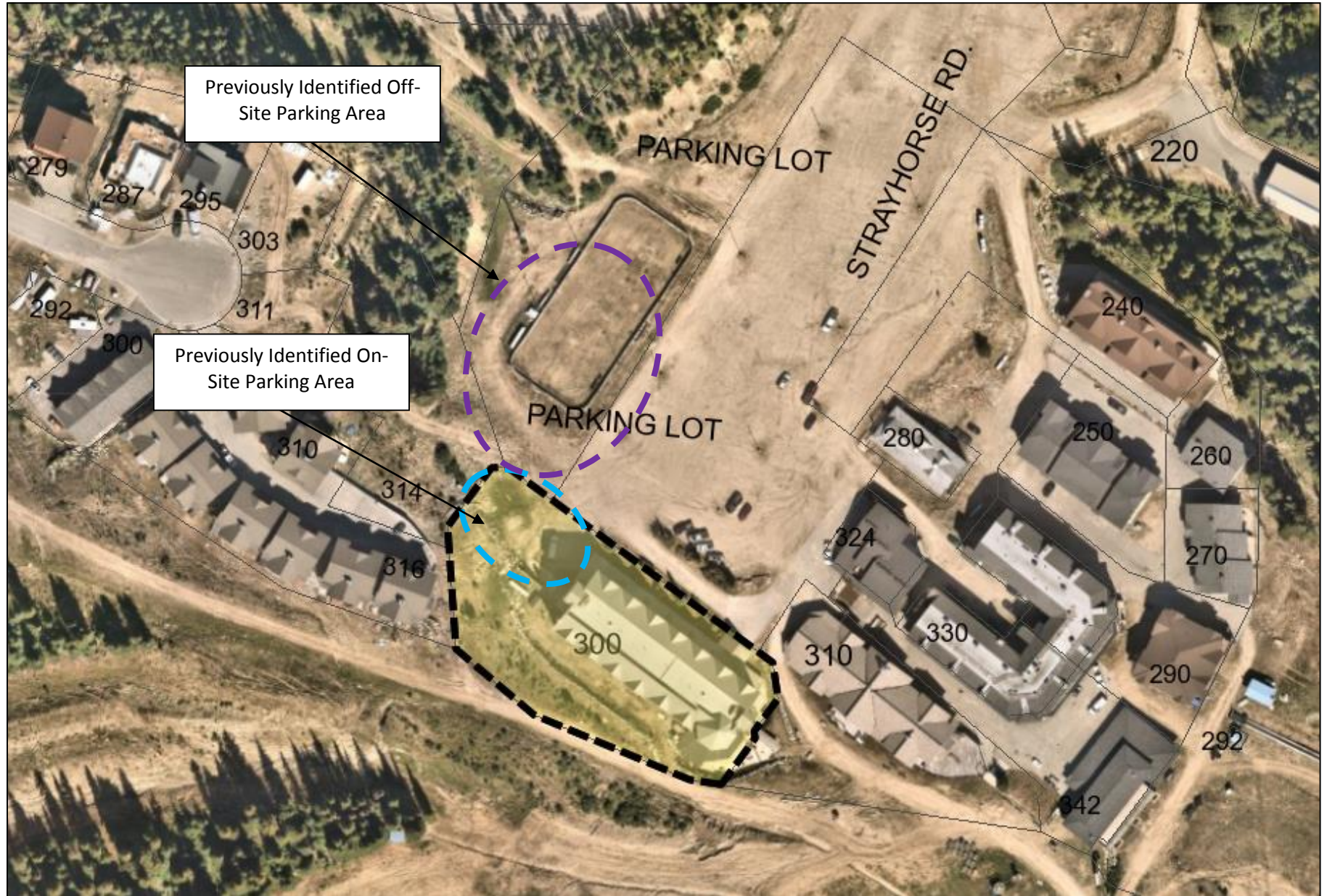
Attachment No. 1 – Hotel Site Plan (1994)



Attachment No. 2 – Sketch Plan Indicating Off-Site Parking Area (1994)



Attachment No. 3 – Aerial Imagery (2023)



Attachment No. 4 – Aerial Imagery (2022)



Attachment No. 5 – Site Photo (March 2023)

