



COMMUNITY DEVELOPMENT COUNCIL REPORT

To: Mayor and Council

Date: December 9, 2025

From: Ron Bowles, Chief Administrative Officer

File No: Z 24-02

Subject: **Z 24-02 - 3898 Brown Road (Zoning Bylaw Amendment No. 0320.13)**

Prepared By: Cam Graham, Senior Planner

Reviewed By: Brent Magnan, General Manager of Community Development

RECOMMENDATION:

THAT “City of West Kelowna Zoning Amendment Bylaw No. 0320.13, 2025” be read a first time;

AND THAT staff schedule “City of West Kelowna Zoning Amendment Bylaw No. 0320.13, 2025” to be read a second and third time following the applicant’s public information meeting.

STRATEGIC AREA(S) OF FOCUS

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.

BACKGROUND

This application is for a Comprehensive Development (CD) Zone for a property located 3898 Brown Road. The subject site is approximately 8.5 hectares in size and is currently zoned RU4 – Rural Residential Large Parcel Zone. The site is located in the Westbank Urban Centre neighbourhood. This property was identified early in the most recent Official Community Plan Update process as being a site with significant opportunity to contribute to the establishment of Council’s vision for a vibrant urban centre. It is in close proximity to existing amenities and is the largest vacant parcel in the Westbank Urban Centre.

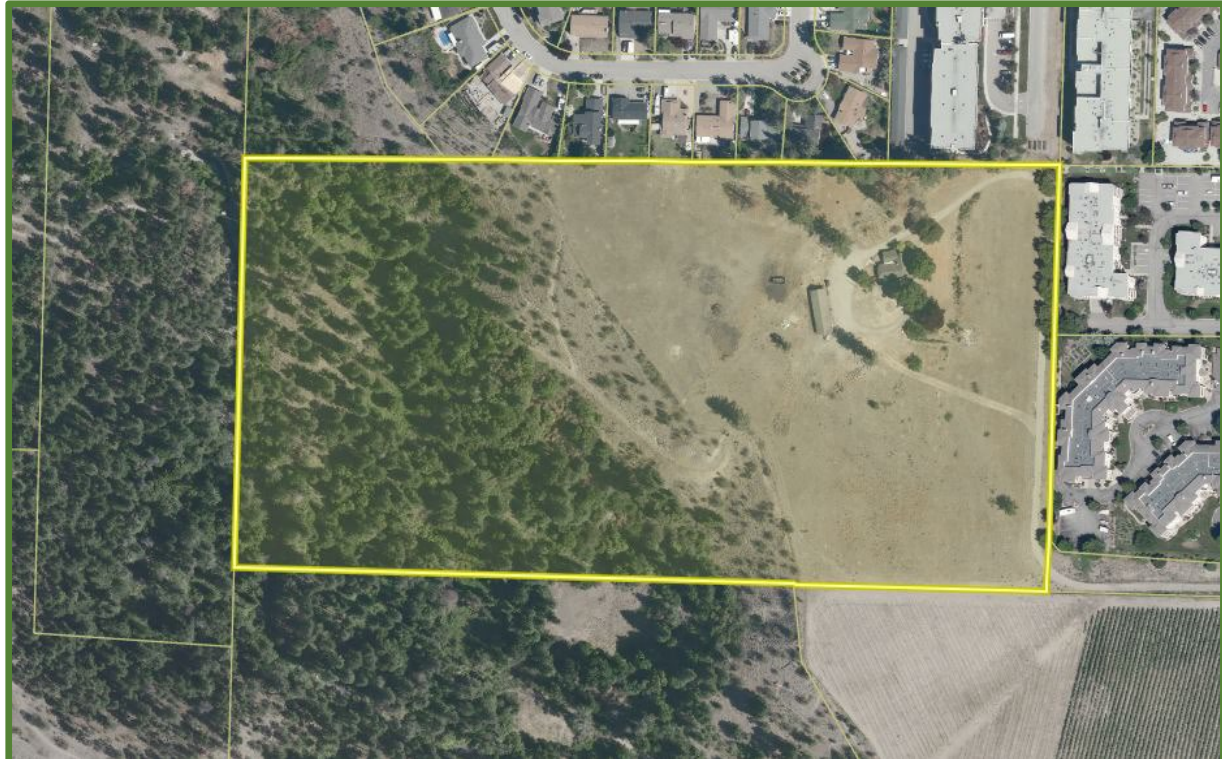
PROPERTY DETAILS

Address	3898 Brown Road		
PID	011-295-082		
Folio	36413337.000		
Lot Size	85,559 m ²		
Owner	Homestar Investments (005) Ltd	Agent	Aplin Martin Consultants Ltd
Current Zoning	RU4 – Rural Residential Large Parcel Zone	Proposed Zoning	Comprehensive Development Zone (Aligned with WUC3)
Current OCP	Westbank Urban Centre/ Residential Shoulder & Natural Areas & Public Parks	Proposed OCP	N/A
Current Use	Vacant/ Single Family Dwelling	Proposed Use	Apartment/Daycare/Park
Development Permit Areas	Aquatic, Sensitive Terrestrial, Hillside, Wildfire DPA		

ADJACENT ZONING & LAND USES

North	^	R1 – Single Detached and Duplex Zone
East	>	R5 – Westbank Centre Multiple Residential Zone
West	<	P1 – Parks and Open Space Zone
South	v	A1 – Agricultural Zone

PROPERTY MAP



PROPOSAL

The proposed Zoning Bylaw Amendment to rezone the property from RU4 – Rural Residential Large Parcel Zone to a Comprehensive Development (CD) Zone to enable a mix of uses, including apartment buildings, townhouses, a daycare facility, and ground-oriented commercial space along the extension of Elliott Road. A significant portion of the site is proposed to be dedicated as parkland (P1 Parks and Open Space Zone) and connected to Glen Canyon Regional Park. If approved, the development would include dedication and construction of significant on and off-site road and pedestrian improvements to support access and circulation in the surrounding area. Key highlights of the proposal include:

- 400+ units of housing in a variety of forms up to six storeys (apartment and townhouse);
- Secured bedroom unit mix from studios to 3+ bedroom units;
- 150 space daycare with outdoor areas;
- Secured 50 units of congregate housing at 400+ apartment units;
- Dedication of 8ac+ of parkland to contribute to Glen Canyon Regional Park;
- ~ 2000m² (0.49ac) of publicly accessible, privately owned park spaces to provide amenities with reduced operational costs to the City;
- Addition of a sidewalk and parking on Brown Road;
- Establishment of a road connection from Ingram and Elliott Road to Brown Road;
- Increased setbacks to adjacent uses to allow for a more sensitive transition to existing uses; and
- Minimum of 20% adaptable units across six areas.

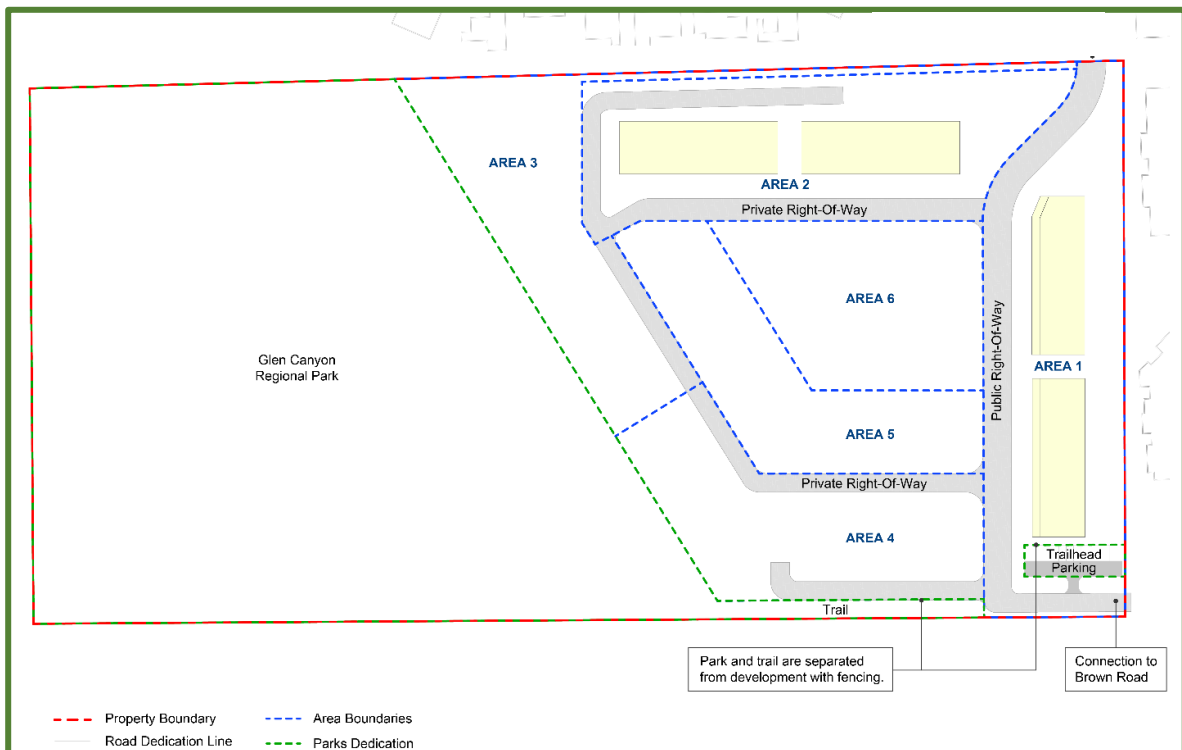


Figure 1: Brown Road Site Plan

DISCUSSION

Policy and Bylaw Review

This parcel was identified in the City's OCP Growth Concept as being a significant development opportunity. It was identified as a potential catalyst to support a transition from lower-density housing forms and the redevelopment of the existing area based on its large size and proximity to services in Westbank Centre.

The proposed CD Zone was created to be consistent with the direction from the OCP and Westbank Urban Centre (WUC) Area C – Residential Shoulder designation to function as a transition area between the higher-density core and surrounding lower-density neighbourhoods (Figure 2). This designation supports medium-density residential development, including multi-unit housing and limited mixed-use opportunities. The proposal aligns with objectives of the OCP by introducing a minimum of four 4-6 storey apartment buildings (flexibility for additional buildings), and townhouses adjacent to lower density land uses.

The proposal also aligns with OCP policies to increase housing supply and offers a range of unit types and tenures. The inclusion of a 150-space daycare contributes to a complete community by supporting young families and local employment. The building scale and site design (sensitive setbacks) and density transition provide an appropriate shift to surrounding areas, while the internal circulation network, trails, and open spaces promote walkability and connectivity. A significant portion of the site is proposed for parkland dedication, directly linking to Glen Canyon Regional Park and strengthening the public trail network. The new trailhead and parking area align with OCP objectives to secure and improve high-quality public open space in the Urban Centre.

West Kelowna Housing Strategy

The proposal generally aligns with the City of West Kelowna's Housing Strategy by addressing a number of its key directions. Two directions to highlight are creating opportunities for under-served demographics and creating more housing diversity, which this proposal aims to address through a variety of approaches. The applicant is proposing to include 50 congregate care units, a minimum of 20% adaptable units and a minimum unit mix, which will commit the apartment units to:

- i. 10% Studio Units
- ii. 20% One-Bedroom Units
- iii. 20% Two-Bedroom Units
- iv. 5% Three-Bedroom or greater Units

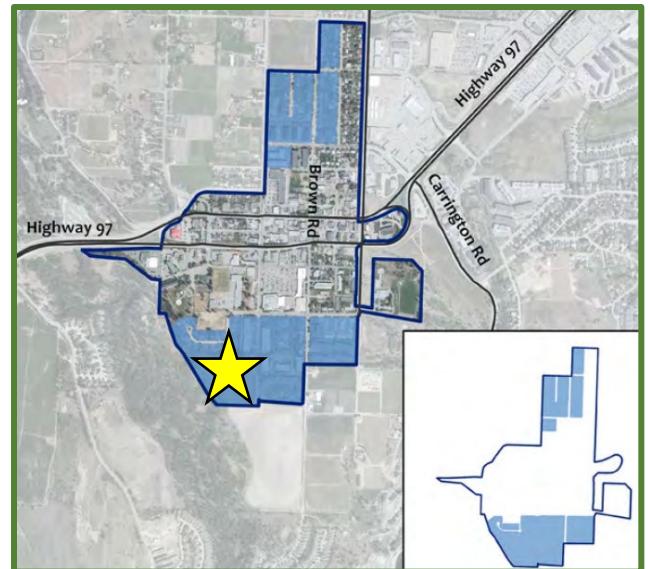


Figure 2: Residential Shoulders

Childcare Centre

The applicant is proposing 150 daycare spaces on the site to offset the need it would create in the community. The applicant has also proposed 650 m² of ground floor childcare and 900 m² outdoor amenity space to coincide with the 150 spaces. These represent minimums to ensure delivery of the committed childcare program; additional space may be provided, if required, based on need and final site and building design.

Privately Owned Publicly Accessible Spaces (POPS) and Amenity Space

The CD Zone includes one 687 m² (7,400 ft²) POPS¹ on the site to ensure adequate publicly accessible areas are captured in this development (Figure 3). In addition to this secured space, the applicant has outlined a large central gathering area of the site as an additional outdoor amenity 1,300 m² (14,000 ft²). The applicant has not confirmed whether this will be an additional POP space or a private amenity for future residents or tied to the congregate housing element of the site. Flexibility for these options has been included in the CD Zone.

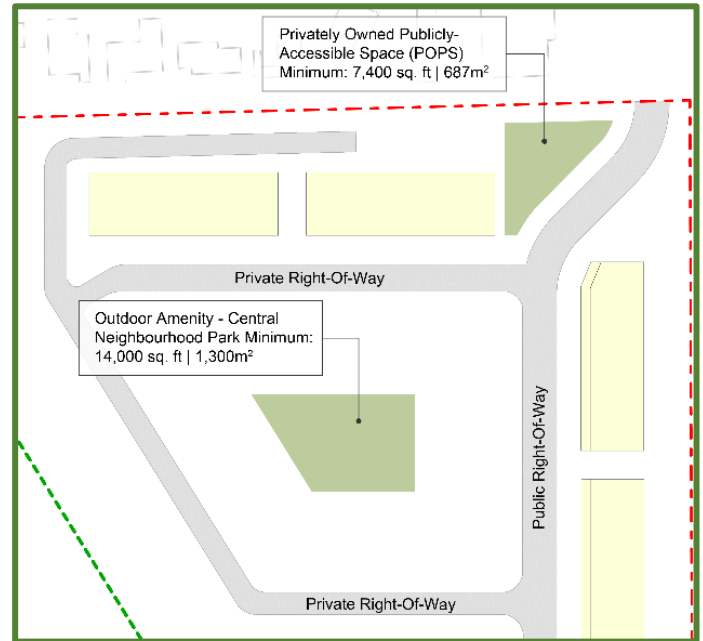


Figure 3: POP and Amenity Space

Zoning Bylaw No. 0320

The applicant has aligned the proposed CD Zone as closely as possible with the requirements of the WUC3 zone. The draft zone has been developed to incorporate key development standards that support a high-quality, well-integrated project in the Westbank Urban Centre, while also providing the necessary flexibility to accommodate future refinement.

Parking (Section 4)

To maintain consistency with the intent of the WUC3 – Residential Shoulder Zone, the applicant will provide the full minimum parking supply required under Part 4 of Zoning Bylaw No. 0320. The following site-specific parking provisions are proposed:

- i. A minimum of 90% of required apartment parking will be provided in structured parking; and
- ii. Surface parking will be limited to non-residential and residential visitor spaces only.

¹ As per Policy 3.1.1.4 of the OCP “To encourage opportunities for privately-owned, publicly accessible spaces (POPS) and a wide variety of amenities as part of new development”.

These provisions represent the only areas of departure from the WUC3 Zone standards and are supported by staff, as the proposal delivers a predominantly structured parking strategy and restricts surface spaces to appropriate short-term and commercial uses. No reduction in total required parking is proposed. The on-site parking supply is expected to meet demand and avoid impacts on surrounding neighbourhood streets.

Neighbourhood Sensitivity and Setbacks

The CD Zone setbacks closely mirror the WUC3 Zone, with adjustments only where necessary due to site configuration and development phasing. Along the perimeter of the site, increased setback distances have been incorporated to ensure sensitive transitions to adjacent residential neighbourhoods and mitigate potential impacts related to massing, privacy, and overlook. Significantly increased setbacks have been applied along key residential edges for the apartment form (Attachment 2):

- 15.0 m setback adjacent to 3858, 3854, 3850, 3870, 3880, 3890 Brown Road (Monticello and Linden Estates) (Area 2)
- 15.0 m setback adjacent to Pineridge Place (Area 1, apartment form)
- 10 m setback adjacent to Pineridge Place (Area 3, apartment form)
- 6.0 m setback adjacent to Pineridge Place (townhouse form)

Stepbacks

To support a pedestrian-oriented streetscape and mitigate building massing along public roads, the applicant has incorporated a 3.0 m stepback requirement for all building portions above 5 storeys along the front parcel boundary adjacent to Elliott Road on Area 1 and 6.

Servicing

A Functional Servicing Report (FSR) was submitted with the application and the report identifies that water, sanitary, and stormwater systems will require upgrades and connections to existing City infrastructure. This includes the extension of the sanitary sewer system to service the proposed development and the registration of Statutory Right-of-Way (SRWs) to ensure proper routing and access, including upsizing of the City's existing sanitary main. A looped watermain connection from an existing watermain on Brown Road is proposed to connect at the south end of the Regency access road to service the full build-out of the site. It is anticipated that there will be opportunities for interim improvements prior to the full build-out of the site. As a significant portion of the site will remain under private ownership, internal water and sanitary systems will be privately maintained. Stormwater management will be designed in accordance with City of West Kelowna Works and Services Bylaw No. 0249, with additional SRWs identified as necessary to accommodate conveyance and maintenance requirements.

Existing Covenants and Road Reserves

The subject property and adjacent properties are subject to pre-existing covenants and road reserves that are important considerations for this approval. This includes a no-build covenant for 2505 Ingram Road (yellow, Figure 4), which limits the use of the land for

road purposes (not road dedication). The “Existing Road Reserve” (blue, Figure 6) alignment is proposed to be modified to allow for the Elliott Road connection to Brown Road with apartment buildings on the east side of the road extension (Figure 1). The “Truck 59 Road Reserve” is an existing road reserve registered to allow for dedication and road improvements with the dedication occurring based on fair market value for the area.

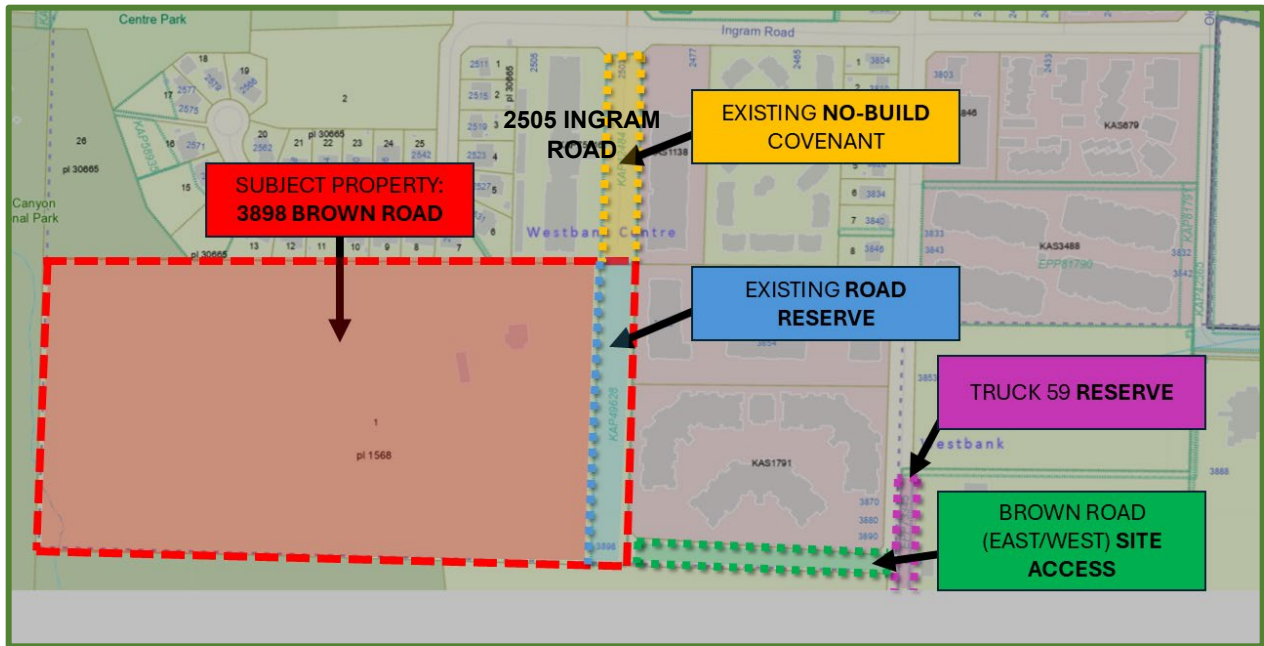


Figure 4: Existing Covenants and Road Reserves

Traffic Improvements

A Traffic Impact Assessment was submitted and confirmed that road improvements will need to be in place to accommodate the additional density. The TIA proposed that access will be provided via two connections, Brown Road and Elliott Road. Based on the findings of the review, upgrades to the Elliott Road and Ingram Road intersection will be required (blue circle, Figure 5), including the installation of a signalized intersection to support projected traffic volumes. With Elliott Road proposed as the main access, the applicant and staff have been advancing discussions with the adjacent property owner to secure the existing no-build covenant area (yellow) as dedicated as Road ROW to facilitate the main access as well as servicing connections.

In order to align with National Fire Protection Association guidelines, in addition to the proposed Elliott Road and existing Brown Road accesses that are identified for 100 units, staff are looking at opportunities phase access. Due to the close proximity to an establish road network as this is an urban area, the phasing and unit count triggers are being reviewed to determine practical egress opportunities on the site. The applicant has requested that a second egress be provided at 150 units. Additional information will be presented as part of future consideration of the application.

Road Improvements

The TIA also included a series of off-site improvements to support the addition density proposed. The improvements include upgrades:

- **Elliott Road** - Improvements to the Elliott Road connection, adjacent to the Regency property (Yellow Lines, Figure 5). These improvements will consist of asphalt widening, new curb, sidewalk installation, and enhanced street lighting. A modified road standard has been reviewed to identify on-street parking on both sides of Elliott Road to provide convenient parking options. The dedication and improvements to Elliott Road will be required at the applicant's cost and secured as part of the rezoning process.
- **Brown Road** - Improvements to Brown Road (purple Line, Figure 5) will extend the existing curb, gutter, sidewalk, and parking along the east side northern parcel lane. The upgrades will also include asphalt widening to accommodate a shared travel and parking lane, as well as the addition of new streetlights and fire hydrants. As part of these improvements, the dedication of a portion of Brown Road currently secured through a road reserve with the Truck 59 property will be required and secured at the applicant's cost through the rezoning process.
- **Road A** (green lines, Figure 5) is the connection from Brown Road to the development site. Improvements required will consist of a modified urban section with pedestrian connectivity, streetlighting, servicing, and retaining to address for grading change of the natural topography.

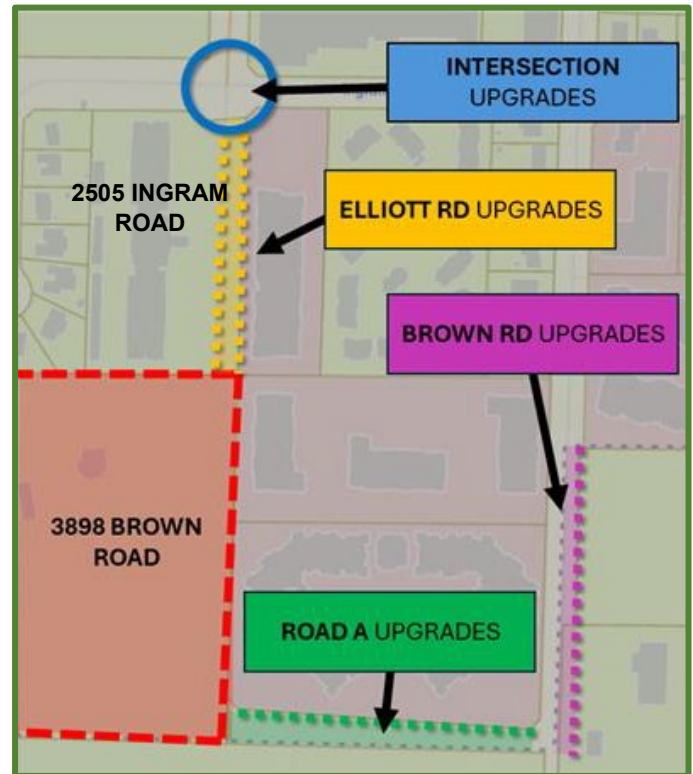


Figure 5: Traffic Improvement Locations

Collectively, these improvements will fill current gaps in the sidewalk and vehicular network, enhancing connectivity along important downtown routes. The detailed design standards for the road upgrades are currently under review. Final designs, including cost estimates, will be completed and approved at a future stage.

Parkland Dedication/Trailhead Access

The proposal advances Objective 2.5.1.3 of the Westbank Urban Centre – Residential Shoulder designation, which seeks “to secure and develop high-quality park and plaza space in Westbank Urban Centre.” The applicant is proposing a substantial dedication of land as Parks and Open Space (~4ha) to the City that would close a key greenway connectivity gap (Figure 6, dark green). This land will be fire-mitigated prior to dedication

and subsequently maintained by the City and/or the Regional District. Enhancements to be secured include fencing and controlled gate access to clearly delineate public parkland from strata property, the provision of 10 public parking stalls with fencing and gating to avoid private parking conflicts, and the construction of a staging and wayfinding area with clear signage. The development will finalize trail alignments and access points through future DP processes. The existing trail network will remain largely undisturbed throughout construction. Final detailed design of all park-related components will be completed in consultation with Parks and Engineering staff to ensure compliance with City standards and long-term operational objectives.

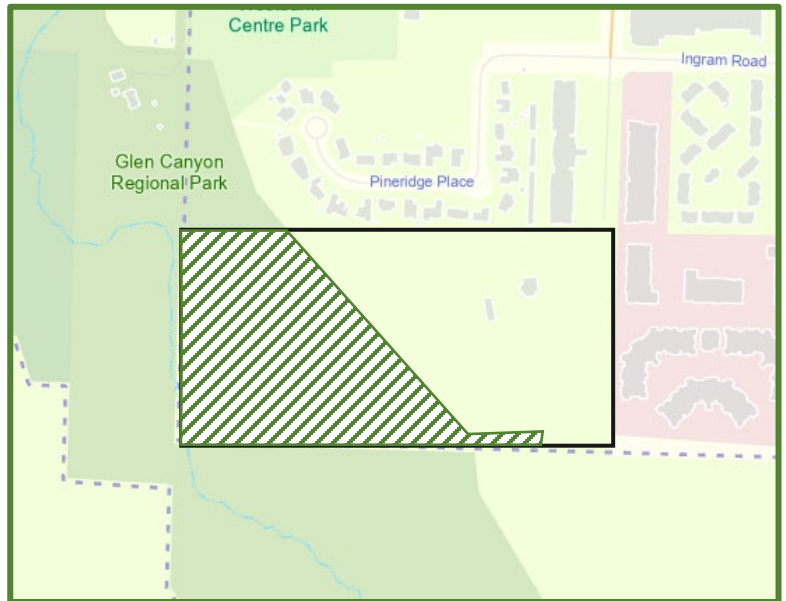


Figure 6: Glen Canyon Park Greenway Connection

Restrictive Covenant for 'High Buildings'

The City's Fire service continues to plan and prepare to protect buildings that are classified as high buildings under the BC Building Code Section - BCBC 3.2.6.1. This work is underway with the recent adoption of the City's Complex Building Plan. Until such time as the plan is implemented, staff recommend a covenant to restrict building height. The Building Department and architect will confirm that future buildings are not considered high buildings per the BC Building Code as part of future development applications.

Archeological Overview Assessment

An Archeological Overview Assessment (AOA) and field reconnaissance were submitted to determine the level of future investigation to be completed. Recommendations from this report include that an Archeological Impact Assessment (AIA) study be conducted for this development. AIA objectives are to identify and evaluate archaeological sites, assess the impacts of these sites as a result of the development, and recommend alternatives. A majority of the site was considered low archeological potential, with two locations identified for high potential. Staff are recommending a covenant be placed on the property to ensure the study and supplemental recommendations are completed if required.

Advisory Planning Commission/Proposal Changes

This application was presented to the APC on November 19th, 2025, as a different proposal. Due to financing constraints, the applicant has since brought forward a lower-density proposal that now includes opportunities for townhouses. Changes to the CD Zone included establishing a required number of apartment buildings (4-6 storeys) and a

series of setback changes to allow for smaller setbacks if townhouses are pursued. The original proposal was supported as presented by the Advisory Planning Commission on November 19th, 2025. Committee members cited concerns with the prohibited public hearing requirements, but noted they were glad that the applicant was proposing a public information meeting. In their discussion, they advocated that the public has a strong interest in this application and encouraged Council to attend the applicant-led open house and consider the information included in the applicant-submitted “what we heard” report.

Resolution:

THAT the Advisory Planning Commission **recommend support** for file Z 24-02; Zoning Bylaw Amendment; 3898 Brown Road.

PUBLIC NOTIFICATION

A notification sign has been posted on the subject property in accordance with Development Application Procedures Bylaw No. 0260. Additionally, per the Development Applications Procedures Bylaw No. 0260, **588 notifications** were sent to all property owners and their tenants within 100 m of the subject property, advertised in the local newspaper, and posted on the City's website as per the *Local Government Act*. Since the proposed bylaw amendment is consistent with S.464 of the *Local Government Act* a public hearing will not be held.

Public Consultation Plan

In addition to the notification of first reading, the applicant has committed to the engagement plan that will include additional communication with the West Kelowna Community. This includes a public information meeting to engage residents of the community, and the commitment to providing a ‘What we Heard Report’ to summarize feedback. This is not a public hearing and will be completely applicant-led. The applicant has advertised and sent out notices on December 5th for the public consultation, which will occur on the 15th. These notices were sent early to keep the public consultation date away from the holidays to increase attendance.

CONCLUSION

The proposed CD Zone aligns with the Westbank Urban Centre vision and the Area C – Residential Shoulder designation by introducing primarily residential development that broadens housing options, secures childcare capacity, dedicates meaningful parkland, and strengthens trail and transportation connections. The unit mix, adaptable and congregate housing commitments, and inclusion of POPS and amenity space support the objectives to achieve the City’s vision for the Westbank Urban Core.

While there is flexibility for both apartment and townhouse forms, the development will go through future planning processes, and additional refinement will be addressed through subsequent development and building permit reviews. Overall, the proposal offers clear

community benefits, built directly around key policies, and the parcel has the opportunity to act as a catalyst for change in the Westbank Urban core.

Alternate Recommendation:

1. **THAT** first reading of “City of West Kelowna Zoning Amendment Bylaw No. 0320.13, 2025” be postponed.

Should Council postpone consideration of the proposed amendment Bylaw, further direction to staff on how to proceed is requested.

2. **THAT** “City of West Kelowna Zoning Amendment Bylaw No. 0320.13, 2025” be denied (File Z 24-02);

AND THAT staff close the file.

Should Council deny the application, under the Development Applications Procedures Bylaw, the applicant would be eligible to reapply after six months.

PowerPoint: Yes No

Attachments:

1. “City of West Kelowna Zoning Amendment Bylaw No. 0320.13, 2025”
2. Site Plan with Setbacks Highlighted