

**To:** Mayor and Council  
**From:** Paul Gipps, CAO

**Meeting Date:** September 2, 2025  
**Meeting Type:** Regular Council Meeting

**Prepared by:** Trevor Empey, Senior Planner  
**Department:** Planning and Development

**Title:** Official Community Plan and Zoning Bylaw Amendment | ASP00002 | 11470 Bond Road  
**Description:** Application to include the subject property inside the Urban Containment Boundary, amend the Official Community Plan future land use designation to High-Density Residential and rezone the subject property to RM4 – Low Density Multiple Housing

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## RECOMMENDATION

See Alternate Options.

## EXECUTIVE SUMMARY

Staff are seeking Council’s guidance on how to prioritize 2018 Official Community Plan (OCP) policies in relation to proposed amendments to the OCP and Zoning Bylaw that could help meet the evolving needs of Lake Country residents through a proposed housing development at 11470 Bond Road.

The subject property is located at 11470 Bond Road, adjacent to a public school and municipal water and sanitary services. The applicant’s proposal would develop the subject property in the form of multi-unit housing to provide attainable housing options for families. While the subject property is outside the Urban Containment Boundary, it presents a unique opportunity to support meeting the District’s projected housing needs and policy objectives that encourage purpose-built developments to provide suitable housing for all segments of the current and future population. The 2023 Housing Needs Assessment highlights a significant gap in housing options for families:

*“There is a shortage of attainably priced housing options for families in Lake Country. Young families with moderate incomes cannot afford to purchase single-detached homes in Lake Country and there are very few suitable market or rental options.”*

Staff recognize the importance of respecting the policy direction provided in the 2018 OCP while also responding to current provincial and municipal housing realities and requirements. This proposal challenges us to consider how best to support meeting projected housing needs and consider the overall intent of the OCP. Council’s direction—whether verbal or through one of the suggested resolutions—will help guide a balanced approach that reflects both policy and community priorities. Four options listed below are presented for Council’s deliberation; these options are further defined on pages 5-6 of this staff report:

- Option 1: Support Application as is with Housing Agreement Condition
- Option 2: Not Support the Application
- Option 3: Support Modified Land Use Designation and Rezoning (Reduction in Density) with Housing Agreement
- Option 4: Defer Application until OCP Review Completed

**BACKGROUND**

<b>Application Information</b>			
<b>Application Type</b>	Area Structure Plan	<b>Application Date:</b>	December, 11 2023
<b>Applicant:</b>	FrontSide Developments Inc.	<b>Owner:</b>	Bharatendu, Bharat Bharatendu, Indira
<b>Application Description</b>	<ul style="list-style-type: none"> <li>• Include the subject property into the Urban Containment Boundary via an amendment to Map 3 of the Official Community Plan</li> <li>• Amend the future land use designation from Rural Residential to High Density Residential (Attachment H)</li> <li>• Rezone from RR3 – Rural Residential to RM4 – Low Density Multiple Housing</li> </ul>		

<b>Property Information: General</b>	
<b>Folio/Roll #:</b>	02562.000
<b>Legal Description</b>	LOT 1 SECTION 16 & 21 TOWNSHIP 20 ODYD PLAN KAP14233
<b>PID</b>	009-045-279
<b>Civic Address:</b>	11470 Bond Rd.

<b>Property Information: Land Use</b>		
<b>OCP Designation:</b>	Rural Residential	
<b>Zoning Designation:</b>	RR3 – Rural Residential	
<b>Land Use Contract</b>	No	
<b>ALR:</b>	No	
<b>Parcel Size:</b>	1.03 Ha / 2.55 Ac	
<b>Development Permit Areas:</b>	Agricultural (Attachment B, Map 4)	
<b>Adjacent Land Summary:</b>	<b>Zoning:</b>	<b>Use:</b>
<i>North:</i>	A1 – Agricultural	Agriculture
<i>East:</i>	RR3 – Rural Residential	Single-family dwelling
<i>South:</i>	RR3 – Rural Residential	Single-family dwelling
<i>West:</i>	P2 – Administration, Public Services and Assembly	Elementary School
<i>West:</i>	RR3 – Rural Residential	Single-family dwelling

<b>Property Information: Infrastructure and Development Engineering</b>	
<b>Road Network</b>	Minor connector
<b>Driveway Access</b>	Driveway Access Permit required at Building Permit Phase
<b>Water Supply:</b>	Municipal (source: Beaver Lake/Okanagan Lake)
<b>Sewer:</b>	Municipal
<b>Drainage / Stormwater</b>	Wood Lake
<b>Comments:</b>	Municipal infrastructure shown on Attachment B, Map 5

**Previous Council Decisions**

Council has made two recent decisions regarding the subject property.

September 2023: Council approved Zoning Bylaw Amendment 1207, 2023 that rezoned the subject property from RR2 – Rural Residential to RR3 – Rural Residential.

September 2024: Council directed staff to process applications contemplating the amendment of Official Community Plan (Urban Containment Boundary and Future Land Use Designation) and Zoning Bylaw (multi-family residential development) at 11470 Bond Road.

## **ANALYSIS**

### **Application Overview**

The subject property is approximately one hectare in size and located at 11470 Bond Road, with secondary frontage on Davidson Road (Attachment A). The property is currently located outside of the Urban Containment Boundary (UCB) as shown on Attachment B, Map 1, and is designated Rural Residential (Attachment B, Map 2) for future land use considerations. The zoning bylaw currently identifies the property as RR3 - Rural Residential 3 (Attachment B, Map 3).

The proponent would like to develop the property with a form of multi-family housing. Therefore, this application has been submitted to amend the Official Community Plan (OCP) and Zoning Bylaw as follows:

1. Amend OCP Map 3 by expanding the UCB to include the subject property;
2. Amend OCP Map 1 by changing the Future Land Use designation of the subject property from Rural Residential to High Density Residential; and
3. Amend Zoning Bylaw Schedule A by changing the zoning designation of the subject property from RR3 – Rural Residential 3 to RM4 – Low Density Multiple Housing

The initial proposal included housing using the provincial BC Housing Affordable Home Ownership Program (AHOP). As this provincial program is no longer available, the applicant has proposed a developer led buyer assistance program (Attachment C, Table 3).

### **Expansion of the Urban Containment Boundary**

For this application, an Area Structure Plan (ASP) is required as the proponent requests to include the subject property within the Urban Containment Boundary. See Attachment C for staff's analysis of UCB expansion and land use policies under the OCP.

Section 4.7 of the OCP provides policy direction on Area Structure Plans including when an ASP is required, how an ASP is processed and what an ASP should consider. The intent of an ASP is to provide a connection between all District plans to the specific development proposal. A key component of OCP Section 4.7 is the delineation of where urban growth and development is planned to occur. By discouraging growth outside the UCB, the District can limit sprawl, maintain the community's rural character, protect farmland, encourage use of existing municipal infrastructure, and develop complete communities. While the OCP policies encourage directing growth within the UCB, expansion of the UCB is considered at Council's discretion (section 4.1.14(a)). UCB expansion may be warranted where there is demonstrated market need, community benefit, appropriate infrastructure in the vicinity, and other policy considerations identified in this report.

Based on the available land designated for high-density growth within the District, staff's recent analysis suggests that expanding the UCB would not be required; however, the District's housing needs reports also suggest that all forms of housing would be required to meet the projected need for residential units. Many policy and regulatory tools will be required to meet the housing-related goals of the District. Expanding the UCB to include the subject property would increase the potential supply of available land for residential development (discussed below in Planning Considerations Beyond the OCP).

### **Land Use Considerations**

The applicant also requests to amend the OCP future land use designation of the subject property from Rural Residential to High-Density Residential (Attachment B, Map 2). The High-Density Residential land use designation would be inconsistent with Growth, Housing, Rural Residential and High-Density Land Uses and Environment policies of the OCP. These OCP policies intend to focus high-density growth to specified areas of the District to pursue a more compact, efficient and sustainable community, maintain the core and nodal growth pattern of the District and protect Lake Country's rural character by limiting intensity of development in rural residential areas to low-density residential development.

Staff have identified that the alternative future land use designation of Urban Residential may allow the subject property to develop while maintaining more of the existing character of the area. This alternative proposal is discussed as Option 3 in the report below.

### **Zoning Considerations**

The proponent has applied to rezone the subject property from RR3 – Rural Residential 3 to RM4 – Low Density Multiple Housing (Attachment B, Map 3). Should Council support the OCP amendment, evaluation of the proposed rezoning against the Growth, Housing, Land Use and Environment would be required. Rezoning the subject property to RM4 would enable a significant change in permitted uses, building typology, density and site coverage. The intent of the application would be to use the subject property for multiple dwelling housing. As per s.23.4 of the OCP, the RM4 zone is best suited for a parcel that has a future land use designation of High-Density Residential.

Attachment D outlines key differences in the RR3 and RM4 zones. Staff have also included the RM2 – Low Density Multiple Housing zone for Council’s awareness based on Option 3 which considers an OCP amendment to Urban Residential and zoning amendment to RM2.

If Council does not support the OCP change, the proposed rezoning would be inconsistent with the OCP.

### **Planning Considerations Beyond the 2018 Official Community Plan**

Staff’s analysis of this application also included consideration of the current and projected housing needs identified through the DLC’s Housing Needs Assessment Reports. As these reports were completed in 2023 and 2024, the projected needs are not considered in the 2018 OCP policy context. These reports identify an existing gap in attainable housing options for certain segments of the current and future population base of the DLC among other identified housing needs. In particular, the Housing Needs Assessments outlined that there is a lack of attainable housing options in the DLC for families beyond that of a single-family home. Further, as of May 29, 2025, the Provincial Government has outlined that the District of Lake Country will be considered for provincially identified housing targets. The Provincial Government has directed municipalities to take a more proactive approach in land use planning to better meet development and housing pressures faced by municipalities.

### **2024 Statistics on Housing Starts in DLC**

In 2024, the District issued permits for construction of 257 units:

- 2 apartments, 199 units (primarily one- and two-bedroom),
- 3 duplex, 6 units
- 2 triples, 6 units
- 2 fourplex, 8 units
- 1 fiveplex, 5 units
- 33 single-family dwellings.

### **Council Discretion**

Given the identified land use planning considerations presented above, there is opportunity for Council to take a proactive approach in meeting projected housing needs and potential future housing targets in consideration of this application. Council has the discretion to determine if the request to expand the UCB, amend the future land use designation and rezone the subject property would support meeting the projected housing needs of the DLC and therefore be worthy of support. The OCP does not prohibit expansion of the UCB, rather it discourages it to support orderly development and use of land; staff’s analysis demonstrate that this application could meet some OCP policy objectives. Further, Council has the opportunity to consider existing development pressures, current legislative requirements and the identified need for a variety of housing options beyond the single-family home in relation to this application.

### **Applicant's Proposal to Provide Attainable Housing**

This application initially proposed to use the Affordable Home Ownership Program (AHOP) under BC Housing. This BC Housing program has since been placed on hold by BC Housing and therefore cannot be accessed by the applicant at this time. The AHOP was intended to provide affordable home ownership based on unit type and identified income percentile of occupants for a minimum 5-year timeframe. While the AHOP is unavailable, the applicant has proposed a developer-led buyer assistance program to the District as outlined in Table 3 of Attachment C.

In summary, although the proposed buyer assistance program would not support a long-term attainable / affordable housing agreement policy objective of the OCP, it could support achieving a form of attainable housing for a shorter time period. Staff caution solely basing a decision on the proposed buyer assistance program due to its limited nature in tenure length and mortgage repayment timelines. See Attachment C for a detailed overview of the AHOP and applicant's buyer assistance program.

### **DISCUSSION OF OPTIONS**

#### **Option 1: Support Application as is with Housing Agreement Conditions**

- There may be some rationale to support this application from an infrastructure perspective (water, sanitary sewer, storm water management) as infrastructure is located nearby the subject property and the property is located nearby the current Urban Containment Boundary.
- The Future Land Use of the subject property would be considered at High-Density Residential as originally proposed.
- The zoning of the subject property would be considered at RM4 – Low Density Multiple Housing as originally proposed.
- Opportunity for the proposal to meet OCP policy objectives that aim to provide suitable housing for all segments of the population, including those whose needs are currently unmet by the existing housing stock.

#### **Option 2: Not Support the Application**

As indicated above, the proposed application may not meet the intent of the OCP, and the application may not be supported for the following reasons:

- Although the parcel is relatively close to the UCB, the Application to amend Map 3 UCB and the Future Land Use would be inconsistent with 2018 OCP Policies (Environment, Growth, Housing, Land Use) that discourage expansion of the UCB, that aim to concentrate high-density growth within the UCB to maintain core and nodal growth patterns and support development of a complete community.
- Feedback received during public information meeting and neighbour consultation was unsupportive (public feedback may have been influenced by misinformation).
- Proposed housing agreement by applicant would not be supportive of providing long-term affordable housing.

#### **Option 3: Support Modified Land Use Designation and Rezoning (Reduction)**

- Although the application requests a future land use designation as High-Density Residential, there is opportunity to use a lower density land use (e.g., urban residential) and corresponding zone that may be more appropriate for this area of the DLC given that subject property can be serviced by municipal sewer and water.
- OCP discourages expansion of the UCB; it does not prohibit its expansion.
- Some residential parcels within the vicinity of the subject property are eligible to densify through Small Scale Multiple Housing development regulations as they are zoned RU1 – Small Scale Multiple Housing.
- A modified proposal could include:
  - OCP Amendments; from Rural Residential to Urban Residential, including UCB map amendment,
  - Rezoning from RR3 – Rural Residential to RM2 Low Density Row Housing.

- An Urban Residential Future Land Use designation may be a more appropriate land use and could support meeting some of policy objectives under the OCP; support for Option 3 would require Council to include the subject property within the UCB; additional analysis is included in Attachment C and D
- Opportunity for the proposal to meet OCP policy objectives that aim to provide suitable housing for all segments of the population, including those whose needs are currently unmet by the existing housing stock.

#### **Option 4: Defer Application until OCP Review Completed**

- OCP is undergoing a review, scheduled for competition July 2026.
- The OCP review could consider including the subject property, and surrounding parcels, in an updated urban containment boundary as infrastructure is located nearby with capacity for densification.
- Staff note this option would place application on hold until the OCP review is completed and would provide Council the option of reconsidering this application once the OCP updates have been completed.
- Timelines for this review would impact developer as DLC OCP is approximately one year out from full review being completed and adopted; extending approval timelines may impact the feasibility of the proposed development.
- Possibility that BC Housing's AHOP is available for developer to participate in and use as housing agreement tool.
- DLC residents would have significant engagement opportunities to provide feedback on visioning of future of DLC under OCP review to determine if this is appropriate location for a change in future land use designations from Rural Residential to Urban or High-Density residential, and further input on housing policies including affordable or attainable housing.

#### **FINANCIAL IMPLICATIONS**

None       Budget Previously Approved       Other (see below)

The District must consider the proposed OCP amendments in conjunction with the Financial Plan and the Liquid Waste Management Plan.

#### Liquid Waste Management Plan

The existing infrastructure currently has sufficient capacity to support the proposed development.

#### **COMMUNICATION**

- This application was referred to internal and external departments and comments were provided and shared with the applicant through the Comprehensive Letter.
  - Through referrals, the RDCO provided analysis of the proposal to the Regional Growth Strategy and note that the application may not be in alignment with some of the Land, Heath, Climate and Transportation Regional Growth Strategy policies.
- A Public Information meeting and Neighbour Consultation was held by the applicant on November 20<sup>th</sup>, 2024. The applicant provided a summary of feedback provided during the Public Information meeting (see Attachment E)
  - Staff note the feedback received during the applicant-led Public Information meeting and neighbour consultation was largely unsupportive.
  - Staff note that public dialog (via social media and letters to neighbourhood residents) critical of the proposal may have been based on inaccurate project details.
- A Comprehensive Letter was issued to the applicant providing a summary of internal and external comments regarding this application.
- If this application proceeds to Public Hearing, staff will prepare statutory notification in the form of mail notices to properties within 100m, public advertisements, along with notice signs on the subject property.

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## ALTERNATE OPTIONS

### 1. **OPTION 1: Support Application as is with Housing Agreement Conditions**

THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 as shown on Attachment F (OPTION 1) be read a first time;

THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 be considered in conjunction with the District's financial plan and waste management plan;

AND THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 as shown on Attachment F (OPTION 1) be read a second time;

AND THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 as shown on Attachment F (OPTION 1) be forwarded to a public hearing.

THAT Zoning Amendment (ASP00002) Bylaw 1291, 2025 as shown on Attachment F (OPTION 1) be read a first and second time;

AND THAT prior to adoption, the applicant be required to

- a) enter into a Housing Agreement with the District of Lake Country including terms of unit set asides, income levels, affordability period, mortgage repayment period and other considerations as required to inform a Housing Agreement;
- b) register the completed Housing Agreement on title of the property;

AND THAT Zoning Amendment (ASP00002) Bylaw 1291, 2025 as shown on Attachment F (OPTION 1) be forwarded to a public hearing.

### 2. **OPTION 2: Not Support the Application**

THAT the Area Structure Plan application, ASP00002, for the property at 11470 Bond Rd. (PID: 009-045-279), not be supported and the file be closed.

### 3. **OPTION 3: Support Modified Land Use Designation and Rezoning (Reduction)**

THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 as shown on Attachment G (OPTION 3) be read a first time;

THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 as shown on Attachment G (OPTION 3) be considered in conjunction with the District's financial plan and waste management plan;

AND THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 as shown on Attachment G (OPTION 3) be read a second time;

AND THAT Official Community Plan Amendment (ASP00002) Bylaw 1290, 2025 as shown on Attachment G (OPTION 3) be forwarded to a public hearing.

THAT Zoning Amendment (ASP00002) Bylaw 1291, 2025 as shown on Attachment G (OPTION 3) read a first and second time;

AND THAT prior to adoption, the applicant be required to:

- a) enter into a Housing Agreement with the District of Lake Country including terms of unit set asides, income levels, affordability period, mortgage repayment period and other considerations as required to inform a Housing Agreement
- b) register the completed Housing Agreement on title of the property
- c) Any other conditions as determined by Council.

AND THAT Zoning Amendment (ASP00002) Bylaw 1291, 2025 as shown on Attachment G (OPTION 3) be forwarded to a public hearing.

**4. OPTION 4: Defer Application until OCP Review completed**

THAT Area Structure Plan application, ASP00002, for the property at 11470 Bond Rd. (PID: 009-045-279), be deferred until the completion of the 2025/2026 OCP review;

AND THAT staff be directed, as part of the 2025/2026 OCP review, to consider amending the Urban Containment Boundary and Future Land Use Designation of properties in the Bond Road area between Davidson Road and Williams Road.

Respectfully Submitted,

**Trevor Empey, Senior Planner, RPP, MCIP**

## Report Approval Details

Document Title:	Area Structure Plan - ASP00002 - 11470 Bond Rd.docx
Attachments:	<ul style="list-style-type: none"> <li>- Attachment A - ASP00002 - Location Map.pdf</li> <li>- Attachment B - ASP00002 - Land Use, Zoning, ALR and Infrastructure Maps.pdf</li> <li>- Attachment C - ASP00002 - Land Use and Housing Agreement Analysis.pdf</li> <li>- Attachment D - ASP00002 - Zoning Analysis.pdf</li> <li>- Attachment E - ASP00002 - Public Engagement Summary.pdf</li> <li>- Attachment F - ASP00002 - Draft Bylaw 1290, 2025 and Bylaw 1291, 2025 (OPTION 1).pdf</li> <li>- Attachment G - ASP00002 - Draft Bylaw 1290, 2025 and Bylaw 1291, 2025 (OPTION 3).pdf</li> <li>- Attachment H - ASP00002 - Density Analysis.pdf</li> </ul>
Final Approval Date:	Aug 28, 2025

This report and all of its attachments were approved and signed as outlined below:

**Carie Liefke, Manager of Current Planning - Aug 22, 2025 - 4:43 PM**

**Matthew Salmon, Infrastructure & Development Engineering Director - Aug 25, 2025 - 8:03 AM**

**Jeremy Frick, Director of Development Approvals - Aug 27, 2025 - 3:51 PM**

**Reyna Seabrook, Director of Corporate Services - Aug 27, 2025 - 8:20 PM**

**Paul Gipps, Chief Administrative Officer - Aug 28, 2025 - 12:20 PM**

**Makayla Ablitt, Manager of Corporate Administration - Aug 28, 2025 - 4:51 PM**