
To: Mayor and Council
From: Paul Gipps, CAO
Meeting Date: March 17, 2026
Meeting Type: Regular Council Meeting

Prepared by: Matthew Salmon, Infrastructure & Development Engineering Director
Department: Infrastructure & Development Engineering

Title: Phased Development Agreement | ASP00005 | Lakestone
Description: Phased Development Agreement (Lakestone) Bylaw 1318, 2026

RECOMMENDATION

THAT Phased Development Agreement (Lakestone) Bylaw 1318, 2026 be read a first and second time;
AND THAT Phased Development Agreement (Lakestone) Bylaw 1318, 2026 be forwarded to a public hearing.

EXECUTIVE SUMMARY

The Phased Development Agreement (PDA) for the Lakestone area establishes a clear, comprehensive framework to guide long-term development while ensuring alignment with District objectives for infrastructure, environmental protection, housing diversity, and public safety.

Staff are recommending Council consider replacing the 2012 Lakestone Master Plan with a new Phased Development Agreement (PDA). The 2012 Master Plan is outdated and does not provide sufficient detail to support current and future development decisions. The 2012 Lakestone Master Plan can be accessed through the District's website via this path: Home > Government > Document Library > LakeStone Master Plan or via this link: [2012 Lakestone Master Plan](#)

By adopting the PDA, the District gains stronger regulatory tools, improved clarity, and enhanced certainty for both the community and the developer.

The PDA is structured around a front-end agreement supported by eleven technical schedules that govern critical aspects such as zoning, environmental policies, phasing, infrastructure requirements, servicing standards, amenities, and parks. This structure provides a modernized, enforceable approach to managing growth over the life of the Lakestone development.

The PDA's provisions and standards were created in consultation with all pertinent District departments and have received approval from the responsible department heads. In addition to the PDA framework, all subsequent development phases will continue to require the necessary regulatory approvals: the District's Approving Officer must authorize all subdivisions, Building Permits are required for all buildings, and the District Engineer must approve all public infrastructure prior to construction activities.

Development to date—including Waterside, Benchlands, and ongoing work in Highlands North and the Summit Phase—has advanced with new reservoir capacity, emergency access improvements, and ongoing wildfire mitigation.

To provide time to complete the remaining phases as contemplated in the PDA, the suggested term of the PDA is **20 years**. The PDA outlines the next phases of build-out: Highlands East, Central, West, South, and the Glenmore Residential area. These future phases will introduce a mix of single-family homes, town homes, and low-rise

multifamily housing, increasing housing diversity and affordability while integrating parks, trails, and strong environmental stewardship.

Key land use changes within the CD3 zone include removal of outdated industrial designations, addition of the 9850 Chase Road parcel, and new allowances for home-based businesses. All CD3 zone entitlements will be locked in for the duration of the PDA, providing stability and predictability. The District’s Zoning Bylaw can be accessed through the District’s website via this path: Home > Government > Bylaws or via this link: [Zoning Bylaw](#)

The plan incorporates a coherent servicing and mobility strategy, including permanent and emergency access points, upgrades to water, sewer, and stormwater systems, and road and pathway standards consistent with District policy. The Districts Subdivision and Development Servicing (SDDS) Bylaw can be accessed through the District’s website via this path: Home > Government > Bylaws or via this link: [SDDS Bylaw](#)

More than half of the land base—51%—will remain dedicated to open space, trails, and parks. Comprehensive environmental monitoring, wildfire mitigation, and FireSmart design principles ensure public safety is prioritized throughout development.

Retaining wall requirements reflect the steep terrain and are governed by clear design parameters, supporting consistency and reducing staff workload for routine approvals.

Overall, the PDA reinforces the District’s commitment to responsible, safe, environmentally conscious development. It ensures that future growth aligns with infrastructure capacity, community expectations, and long-term resiliency while providing clarity and certainty for both the District and development partners.



Figure 1. Timeline of the 2012 Lakestone Master Plan and the 2026 PDA

DISCUSSION/ANALYSIS

- 1. Purpose of the PDA.** A Phased Development Agreement (PDA) is a regulatory tool that provides long-term development certainty for both the municipality and the developer. It outlines the development framework, infrastructure expectations, environmental requirements, and zoning provisions that will apply for the duration of the agreement.

2. **Why a PDA?** PDAs (authorized under B.C. Reg. 190/2007 and Local Government Act, ss. 515–522) provide regulatory certainty for complex, long-term developments. A PDA is being introduced to replace the 2012 Master Plan due to several issues:
- The 2012 plan lacked clarity in multiple key areas.
 - The term “Master Plan” is not recognized in the Local Government Act.
 - The document is outdated and no longer reflects current policies, servicing needs, or environmental requirements.
 - The PDA includes a road reservation agreement registered on title to secure land for future roads. The draft PDA document clearly defines the intended outcomes and the strategic approach for development.
3. **Difference Between the Master Plan and the PDA.** The PDA replaces the former Lakestone Master Plan and introduces clearer, enforceable expectations supported by structured technical schedules (Figure 2 & Table 1).

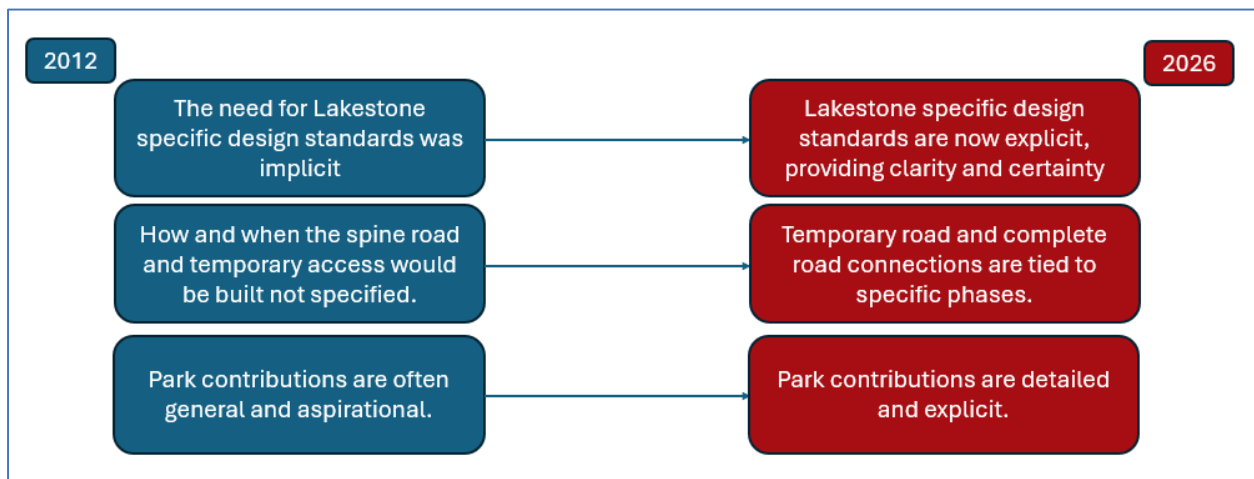


Figure 2. The key differences between the 2012 Lakestone Master Plan and the 2026 PDA

Item	2012	2026
Total units	1365	1380
Length of trails	24 km	29 km (13.5km remaining)
Industrial land	Attached to Glenmore residential phase	Removed from PDA
Total park dedication	51% of total area	51% of total area
Improved parks	Three	Four
Variances	Implicit	Explicit and specifically detailed
Home-based business (in zoning)	Not allowed	Allowed
Offsites and spine road connection	Listed but timing not prescribed	Obligations detailed and tied to specific phases

Table 1 . Comparison of the 2012 Lakestone Master Plan and the 2026 PDA

4. **Summary of Completed Masterplan Phases.** The Master Plan included a number of phases (Figure 3). A summary of all units provided is shown in Table 2. The following phases have been completed or are proceeding under the original Master Plan:
- Phases 1–2: Waterside
 - Phase 3: Benchlands
 - Phase 4: Highlands North & Phase 5: Summit Phase (construction began in August 2024 with completion expected by the end of 2026)

2012 Masterplan- Phasing

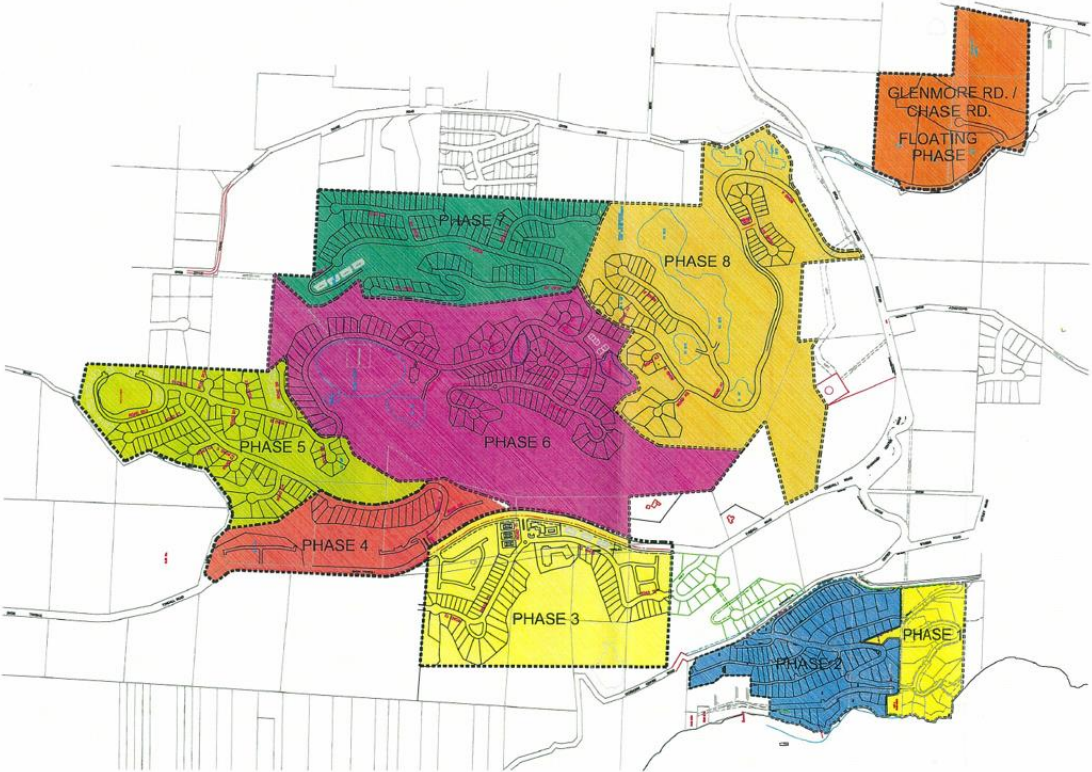


Figure 3. The 2012 Lakestone Master Plan Phases

DENSITY ALLOCATION		
Phase (PDA)	Density	Notes
Highlands East	Single family: 229 Multi family: <u>329</u> Total: 558	
Highlands Central		
Highlands South		
Highlands West		
Glenmore Residential	Single family: 59 Multifamily: <u>265</u> Total: 324	Previously referred to as the "floating phase"
Sub-Total	Single family: 288 Multi family: <u>594</u> 882	
Phase (Master Plan)	Density	Notes
Developed to date	Single family: 319 Multi family: <u>114</u> Total: 433	Waterside, Benchlands and Highlands North
Pending Development: Summit subdivision Lot 80 EPP86639	Single family: 57 Multi family: <u>8</u> Total: 65	Currently approved for construction
Sub-Total	Single family: 376 Multi family: <u>122</u> Total: 498	
Lakestone (complete area)	Density	Notes
Residential Units: Master Plan Sub-Total PDA Sub-Total Total	 498 <u>882</u> 1380	
Commercial Floor Area: Master Plan Sub-Total Remaining Total	 641.8m ² <u>7,310.7m²</u> 7,952.5m ²	6 CRU at The Zara

Table 2 . Summary table of housing units and types in the 2012 Lakestone Master Plan and the 2026 PDA

5. **PDA Structure.** The PDA includes multiple technical schedules summarizing zoning, infrastructure, environmental requirements, and long- term servicing expectations. The PDA includes the following technical schedules:
- Lakestone Phased Development Agreement – 20 Year term
 - How to Use this PDA
 - Phasing Plan
 - Zoning Bylaw Provisions CD3 as of 03-03-2026
 - Environmental, Wildfire, Geotechnical, and Safety Policy
 - Interim Access and Egress Conditions
 - Subdivision and Development Servicing Bylaw
 - Civil Infrastructure Standards
 - Lakestone-Specific Standards
 - Amenities and Parks Requirements
 - Servicing Capacity Ownership

6. **Future Development Phases Under the PDA.** Each area has unique housing forms, infrastructure sequencing, and access requirements. A summary of all units to be provided is shown in Table 2. Future phases (Figure 4) include:

- Highlands East
- Highlands Central
- Highlands South
- Highlands West
- Glenmore Residential

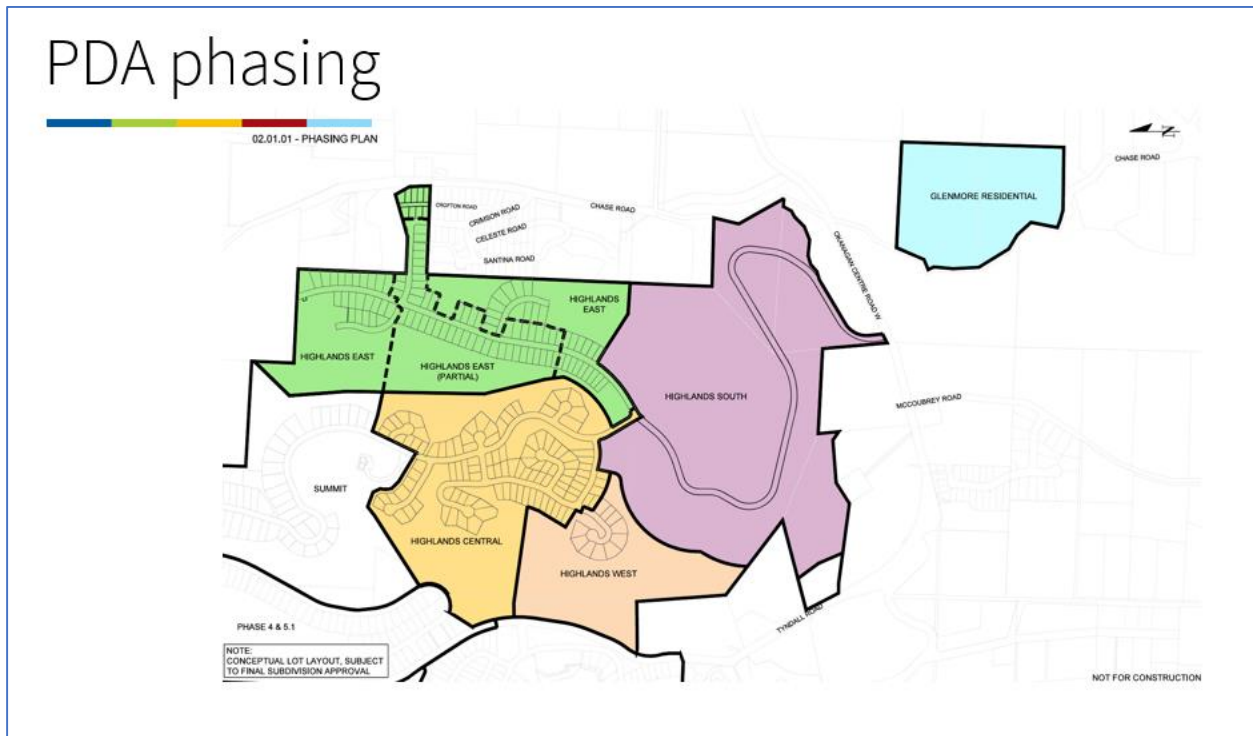


Figure 4. The 2026 PDA Phases

a. Highlands East (Partial) (Figure 5)

- Designed for mid-level housing with lower-priced lots.
- Limited to 50 dwellings due to traffic constraints.
- Developer must install and maintain a controlled-access gate for residents.
- Construction traffic will use a private haul road connected directly to Chase Road.
- An emergency access route will be equipped with locked bollards.
- The remaining sections of Highlands East would be contingent on the completion of the Spine Road connection to Okanagan Centre Road West.

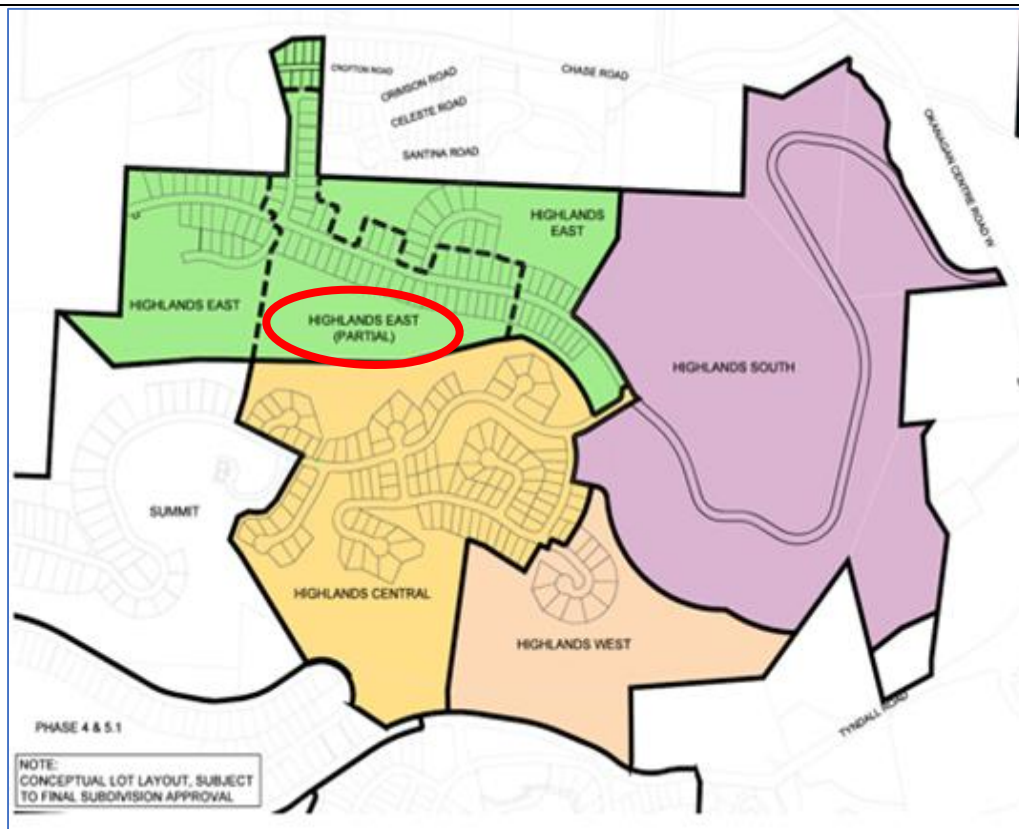


Figure 5. The 2026 PDA - Highlands East (Partial) Phase

b. Highlands Central (Figure 6)

- Predominantly single-family homes.
- Accessed via Beacon Hill Drive.
- Egress available via Beacon Hill Drive or a temporary emergency access road.
- Includes community parks, wetland areas, and new trail connections.

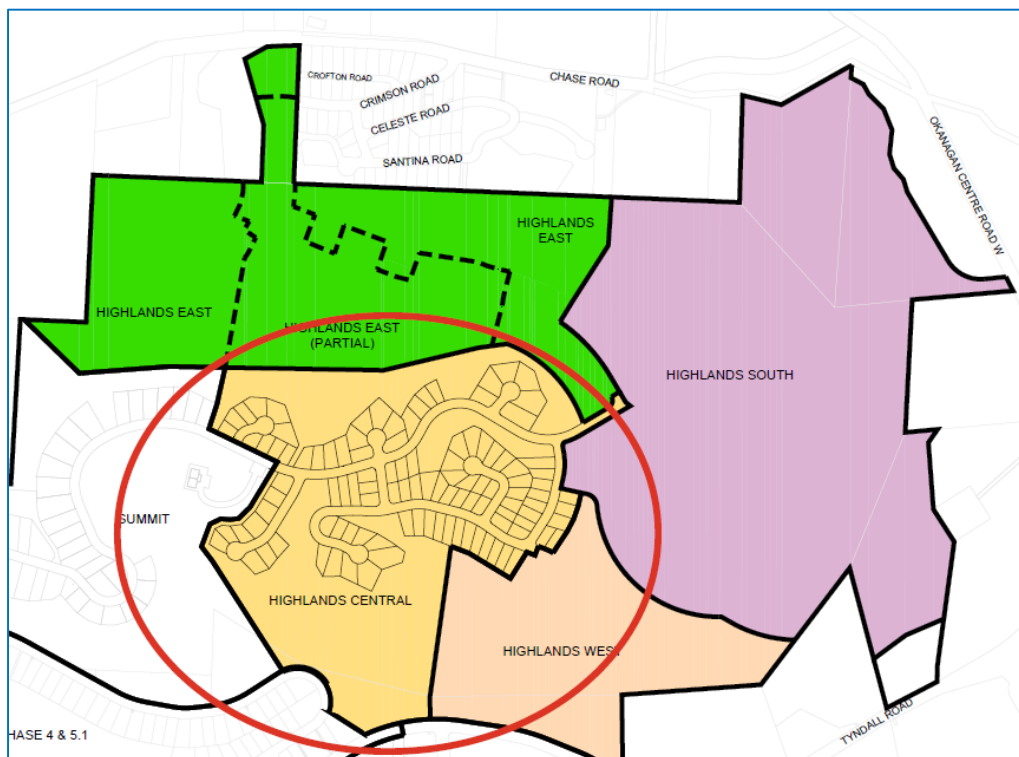


Figure 6. The 2026 PDA - Highlands Central Phase

c. Highlands West (Figure 7)

- The smallest of the phases (reduced to meet cul-de-sac length limits).
- Development is contingent on the completion of the Spine Road connection to Okanagan Centre Road West.

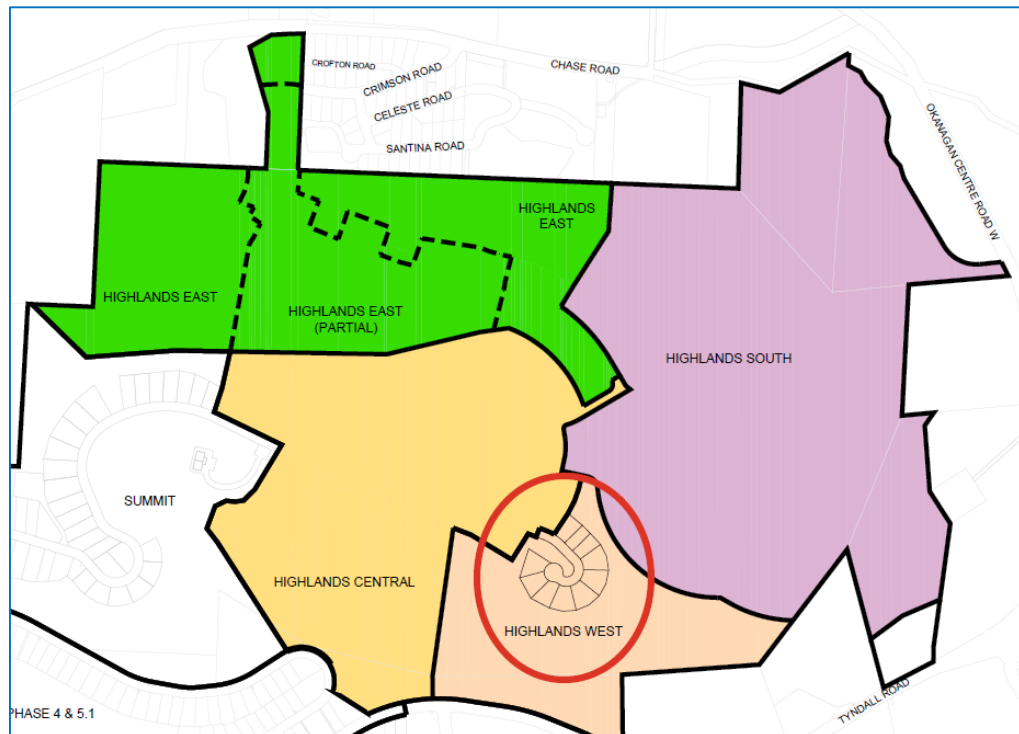


Figure 7. The 2026 PDA - Highlands West Phase

d. Highlands South (Figure 8)

- Access provided by the new Spine Road.
- Multiple nodes of town home and low-rise multifamily housing.
- Each node will require a Development Permit.

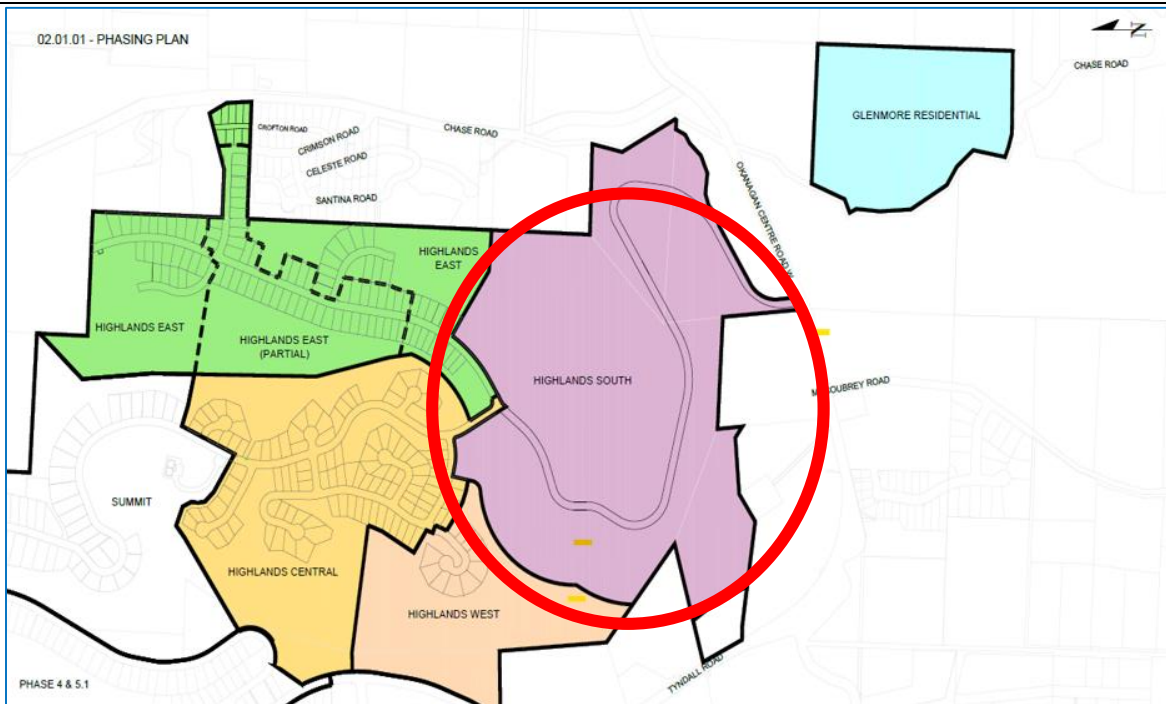


Figure 8. The 2026 PDA - Highlands South Phase

e. Glenmore Residential (Figure 9)

- Intended for entry-level single-family homes, duplexes, and town homes.
- All multifamily buildings require Development Permits.
- Benefits from proximity to the future Lake Country Business Park.
- Includes upgrades to Chase Road and new road connections.

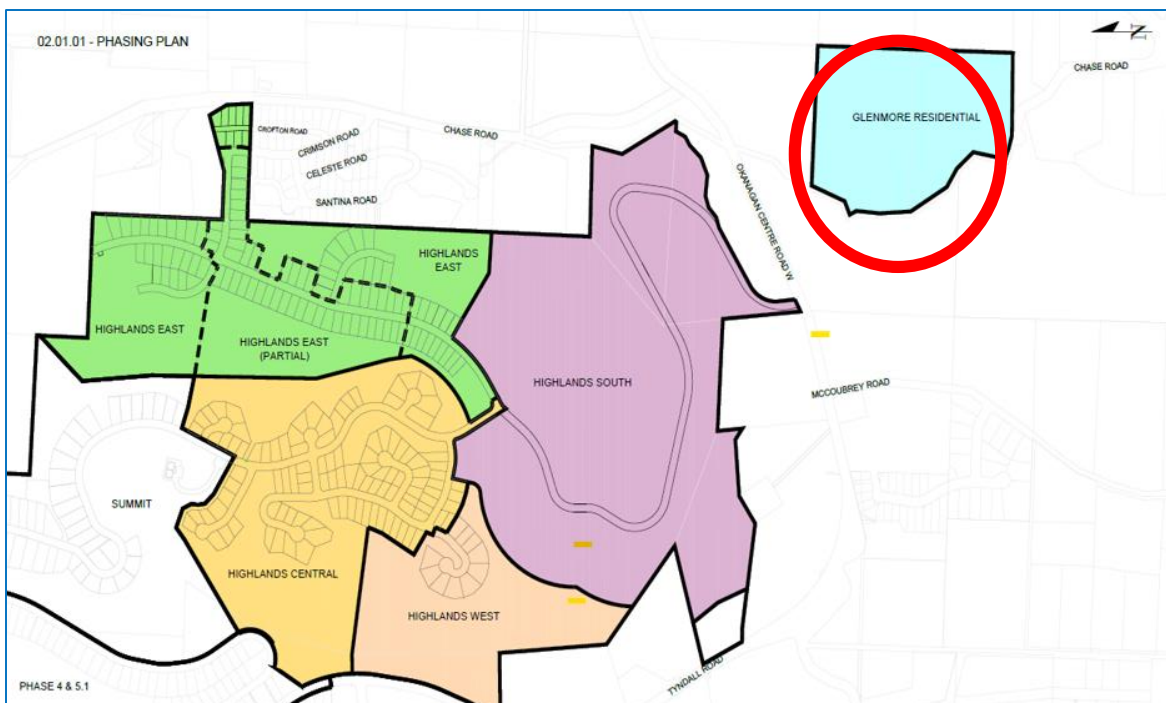


Figure 9. The 2026 PDA - Glenmore Residential Phase

7. **Zoning Changes.** Key land use amendments include removing the industrial portion, adding the Chase Road parcel, and allowing home-based businesses. The CD3 – Lakestone Zone would be included in the PDA, thereby freezing the zoning entitlements for these lands for the duration of the PDA.
8. **Servicing & Infrastructure.** The PDA identifies the permanent and emergency access points, servicing requirements, and the maximum allowable development thresholds prior to completion of the southern access infrastructure. These provisions ensure that safe, reliable, and adequate access is maintained throughout all stages of development for the remaining phases. A summary of the access provisions is provided in Figure 10 below:

- **2 permanent access points:**
 - Tyndall Road (west)
 - Okanagan Centre Road West (south)
- **2 emergency egresses:**
 - Chase Road (east)
 - Long Road (north)
- Potential future full-access connection to Chase Road from the north/east, dependent on development of adjacent lands.

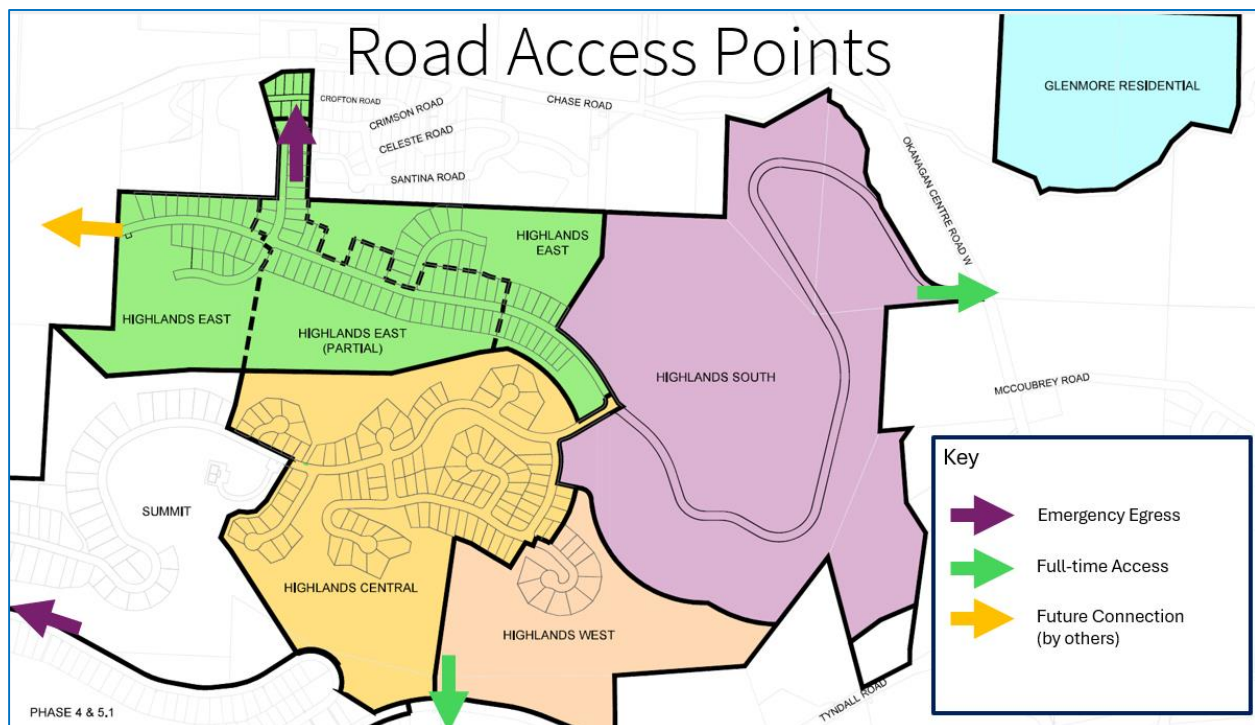


Figure 10. The 2026 PDA – Access Points

9. **Mobility & Transportation.** The PDA incorporates updated Lakestone design standards for road cross-sections, pathway integration, and emergency access standards to support efficient mobility and safety throughout the development area (Figures 11-13 & 15). A defined limit controls how much development can occur before the southern access is constructed, as shown by the white property outlines in Figure 14 below.

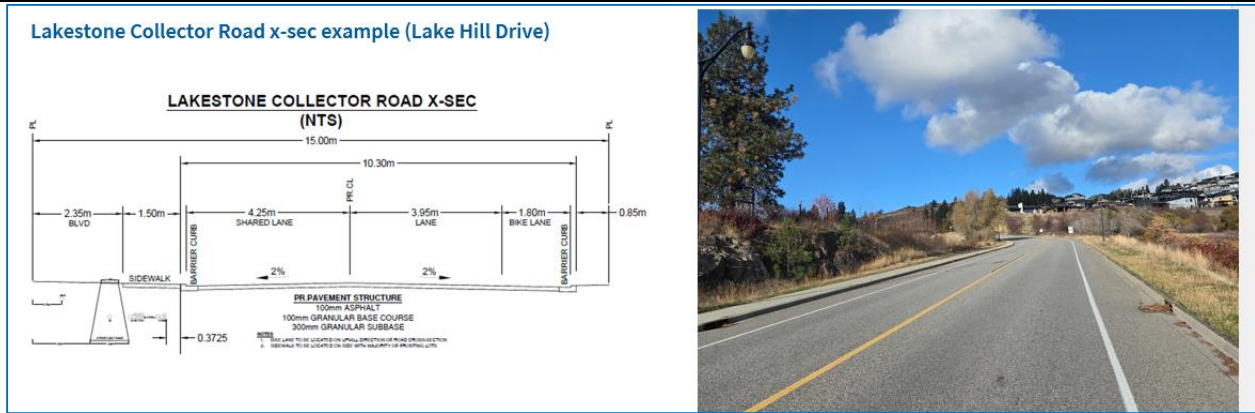


Figure 11. The 2026 PDA – Typical collector road standard

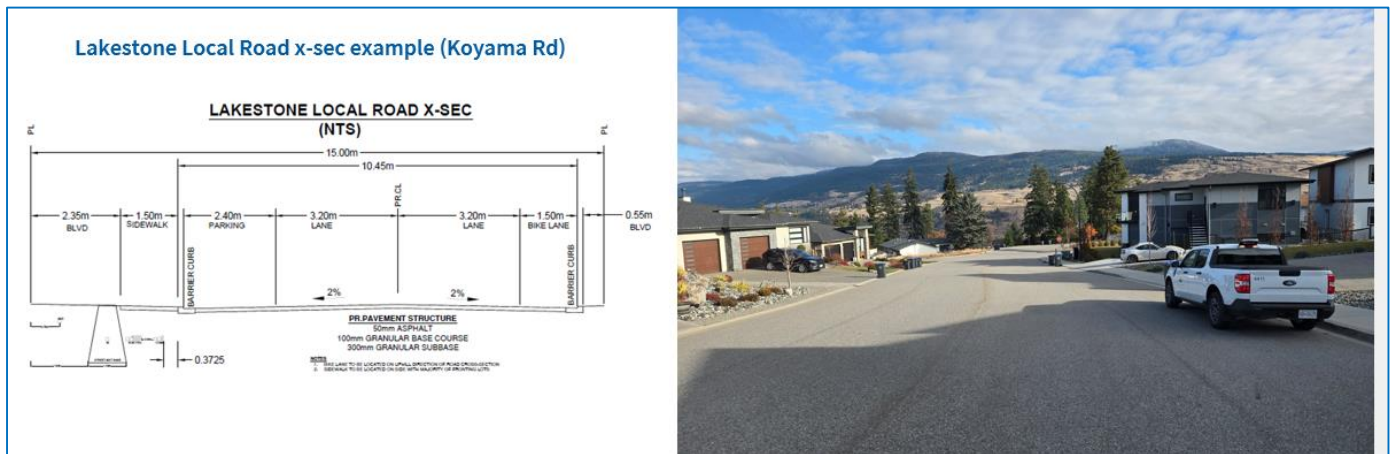


Figure 12. The 2026 PDA – Typical local road standard

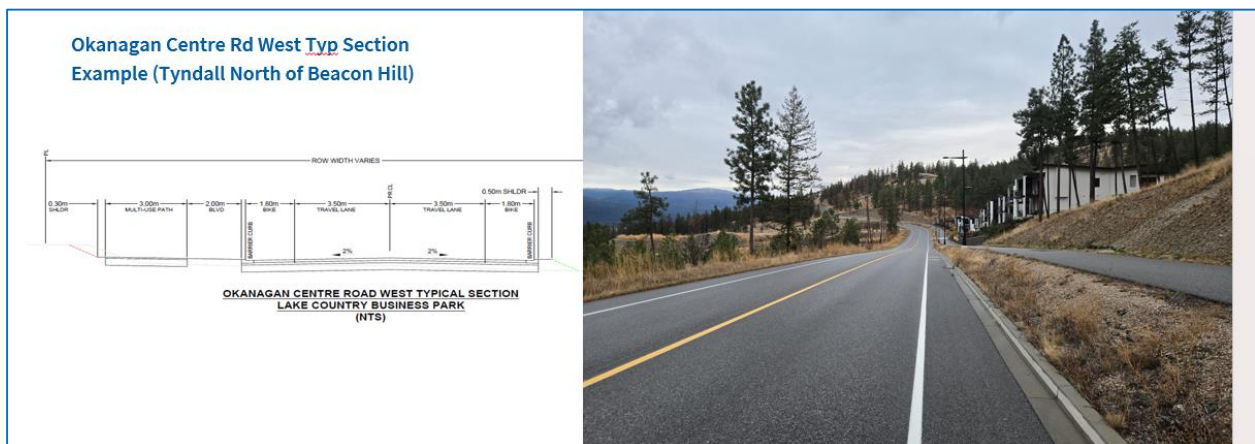


Figure 13. The 2026 PDA – Future OK Centre Rd West road standard



Figure 14. The 2026 PDA – The maximum development before the southern access is constructed

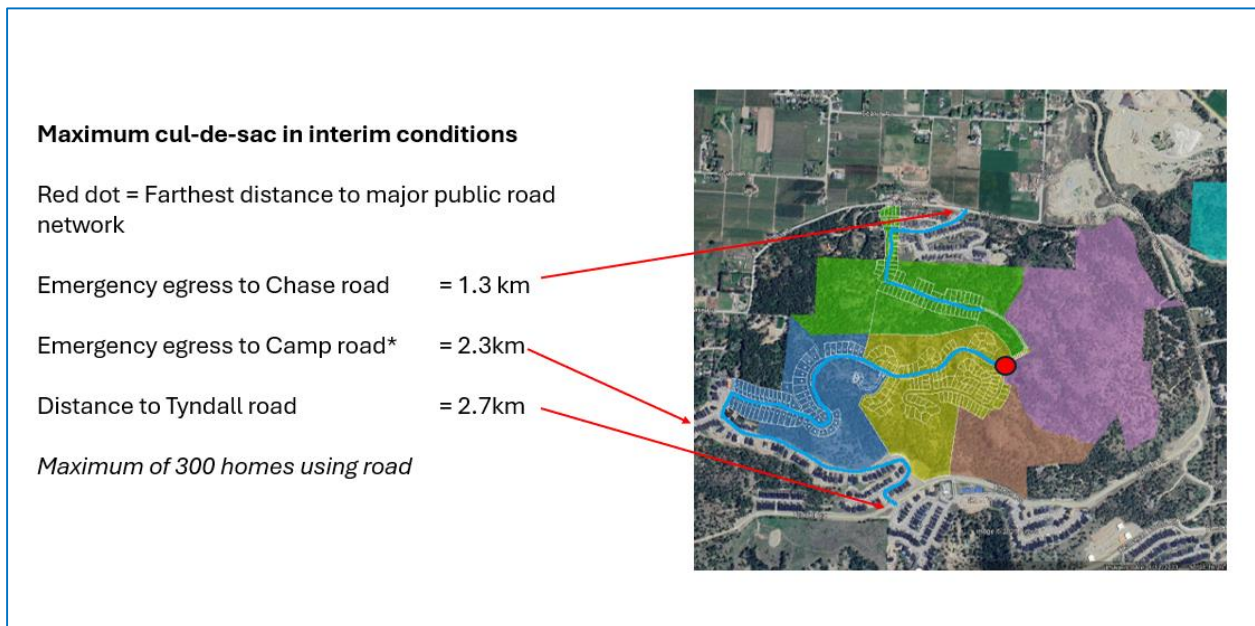


Figure 15. The 2026 PDA – Maximum cul-de-sac lengths

10. **Utilities.** The PDA outlines phased expansion of water, sanitary sewer, and stormwater systems consistent with Lakestone- specific servicing standards, such as:

- a. **Water Supply.** A new reservoir and expanded water infrastructure support build-out and fire protection.
- b. **Sanitary Sewer.** Phased extension and capacity allocation are outlined in Schedule 7.
- c. **Stormwater.** Stormwater systems will follow Lakestone-specific standards, with on-site management and environmental protections.

11. Parks, Trails, and Natural Environment.

- Requirements are detailed in Schedules 4 and 9.
- Each subdivision phase requires:
 - Environmental monitoring
 - Impact assessments
 - Mitigation plans
- An additional community park has been added.
- Ongoing tree replacement and fire mitigation due to 2023 wildfire and pine beetle impacts.
- 51% of the entire development area is protected as open space, parks, or trails.
- Trail construction will continue with each phase and includes pocket parks and larger community parks (Figure 16 & 17).
- Highlands East park will expand and improve existing Santina Park.

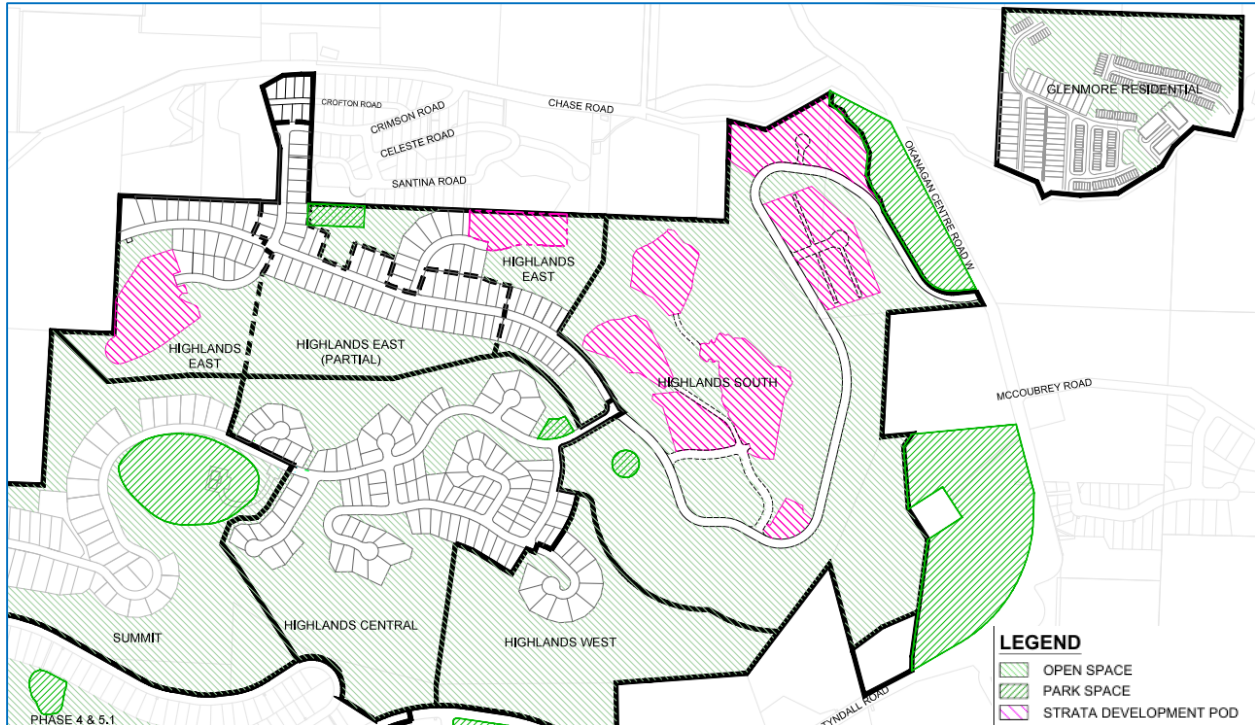


Figure 16. The 2026 PDA – Parks and greenspace overview

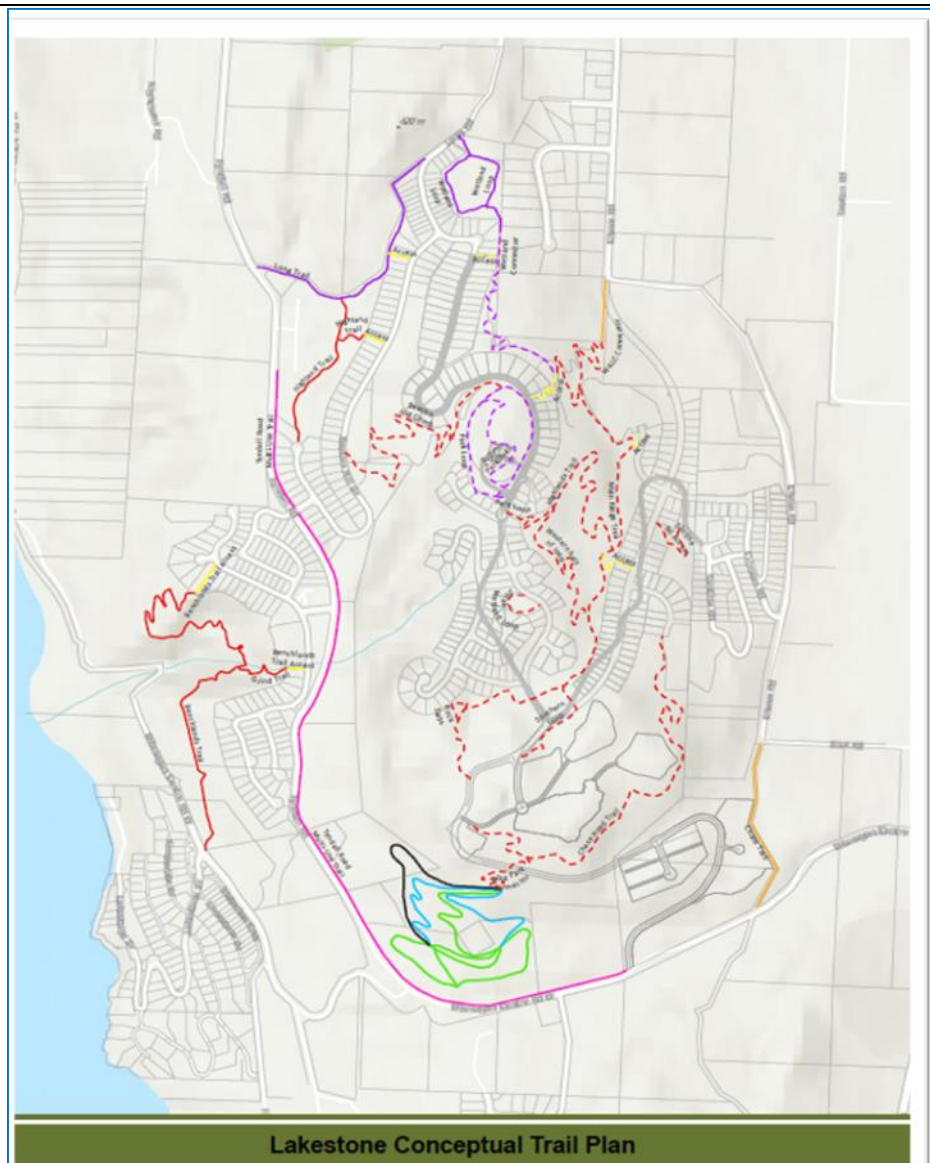


Figure 17. The 2026 PDA – Conceptual trail plan

12. **Retaining Walls.** Due to steep terrain, public walls may be up to 15 metres in height on the Southern Spine Road and 10.3m elsewhere within the development, while private walls up to 2 metres do not require a Development Variance Permit but still require building permits.
13. **Fire & Public Safety.** The PDA integrates FireSmart principles, improved water supply capacity, emergency access networks, and wildfire mitigation measures informed by the 2023 wildfire event, as such:
 - Wildfire mitigation will be completed **before subdivision approval.**
 - Lakestone Design Guidelines integrate **FireSmart principles.**
 - Trail networks provide access for firefighting.
 - A new reservoir, hydrants, and staging areas increase fire response capability.
 - Lakestone’s 2023 wildfire performance demonstrates effective fire management.
 - Distances to the fire hall remain under the **8 km threshold** required by the Canadian Fire Underwriters Survey.
14. **Subsequent Steps.** The next stages in the process to formalise the PDA after 1st & 2nd readings are:
 - a. Public Hearing

- b. Forward to the Inspector of Municipalities for approval, this is required for any PDA with a term of more than 10 years.
- c. 4th reading/adoption and rescinding of the Lakestone Master Plan

COMMUNICATION

Below is a summary of questions from the previous Committee of the Whole meetings.

Council Comments	Proposed Changes
Concerned that Lakestone’s private wall height exemption would be greater than the one being considered for District wide.	<p>Private wall variance changed to 2m (had been 3m).</p> <p>The proposed change to the District-wide regulation for retaining walls would provide flexibility equal to or greater than what is allowed under the Lakestone variance. The Lakestone variance was still required, however, to avoid the need for processing many individual Development Variance Permits that would have otherwise been required.</p>
Councillors asked for clarity on where the 15m retaining wall height variance was applicable.	<p>Wording in Schedule 8.1 and 8.4 was updated to make clear that the variance was based on the schedule, specific for each phase and not a 15m blanket right. The 15m height only applies to the Spine Road.</p>
Councillors had concerns about the location and quantity of street trees	<p>Wording was improved in Schedule 8.1 and 7.1.1 to provide specific responsibility and location.</p>
Councillors expressed concerns about the retaining wall styles	<p>At the Committee of the Whole (CoW) meeting, these wall styles were reviewed, and it was emphasized that for developer-constructed walls, the style will remain consistent with what has already been used—both for aesthetic continuity and, more importantly, to ensure geotechnical stability and safety.</p>
Councillors had questions about the wildlife corridors and monitoring.	<p>Appendix 04.01.04 was added showing the wildlife corridors. Environmental standards are not lessened by the PDA.</p>
Council requested details about the timing of the various phases (related to the Term) and internal roads and their delivery.	<p>The project timing was reviewed, noting that while the market ultimately determines the pace of development, each phase is expected to take approximately 4–5 years. Each phase will also include the necessary road network functionality and access provisions to meet safety, operational, and functional requirements, as approved by the District Engineer. A 20-year term is the only timeframe</p>

	that reasonably allows the project to be completed in full.
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ALTERNATE RECOMMENDATION(S)

1. THAT Phased Development Agreement Bylaw 1318, 2026 be deferred to a future council meeting pending receipt of additional information as identified by Council.

Respectfully Submitted.

Matthew Salmon, Infrastructure & Development Engineering Director

Report Approval Details

Document Title:	ASP00005 - Lakestone PDA Bylaw 1st and 2nd.docx
Attachments:	<ul style="list-style-type: none"> - Phased Development Agreement (Lakestone) Bylaw 1318, 2026.docx - 00 - LAKESTONE PHASED DEVELOPMENT AGREEMENT - 20 YEAR TERM.pdf - 01 - HOW TO USE THIS PDA.pdf - 02 - PHASING PLAN.pdf - 03 - Zoning Bylaw Provisions CD3 as of 03-03-2026.pdf - 04 - ENVIRONMENTAL, WILDFIRE and GEOTECHNICAL POLICY.pdf - 05 - INTERIM ACCESS and EGRESS CONDITIONS.pdf - 06 - Subdivision and Development Servicing Bylaw 1121, 2020.pdf - 07 - CIVIL INFRASTRUCTURE.pdf - 08 - LAKESTONE SPECIFIC STANDARDS.pdf - 09 - AMENITIES AND PARKS.pdf - 10 - SERVICING CAPACITY OWNERSHIP.pdf - 01.01 - EXISTING LEGAL OVERVIEW.pdf - 02.01.01 - PHASING PLAN.pdf - 02.03 - ROADS PHASING HIGHLANDS CENTRAL.pdf - 02.04 - Roads Phasing Highlands Central.pdf - 04.01.02 - Environmental Scope.pdf - 04.01.03 - Masterplan Environment and Mitigation.pdf - 04.01.04 - Wildlife Corridor Plan.pdf - 05.03A.01 - Eastern Access Crimson.pdf - 05.03A.02 - ROADS PHASING HIGHLANDS EAST PARTIAL.pdf - 05.03A.03 - CRIMSON and CROFTON ROAD EXTENSION.pdf - 07.01.00 - Roads Phasing HIGHLANDS CENTRAL.pdf - 07.01.01 - ROADS SPINE PLAN VIEW.pdf - 07.01.02 - INTERSECTION SOUTHERN ACCESS and OKCRW.pdf - 07.01.03 - INTERSECTION BEACON HILL SPINE ROAD.pdf - 07.01.04 - ROADS SPINE PROFILE VIEW.pdf - 07.01.05 - WALLS and ROCK CUTS HIGHLANDS SOUTH.pdf - 07.01.06 - 10080 Chase Road Network.pdf - 07.02.01 - OKCRW ALIGNMENT.pdf - 07.02.02 - CHASE ROAD and OKCRW INTERSECTION.pdf - 07.02.03 - Intersection Spine and OKCRW.pdf - 07.03A.02 - Roads Phasing Highlands East Partial.pdf - 07.04.01 - Eastern Storm Routing Brief.pdf - 07.04.02 - STORM EAST.pdf - 07.05.01 - SOUTHERN STORM.pdf - 07.06.01 - WATER.pdf - 07.06.02 - SANITARY.pdf - 07.07.01 - ROADS PHASING GLENMORE RESIDENTIAL.pdf - 07.07.02 - CHASE ROAD ROW EXISTING and PROPOSED.pdf - 08.01.01 - ROADS.pdf - 08.04.01 - WALLS and ROCK CUTS HIGHLANDS CENTRAL.pdf - 08.04.02 - WALLS and ROCKS CUTS HIGHLANDS EAST.pdf - 08.04.03 - Highlands East Walls Private.pdf - 08.04.04 - Highlands South Walls Private.pdf - 09.03.01 - PARKS and OPEN SPACE.pdf - 09.05.01 - LakestoneMasterPlan L1-L9.pdf - 09.08.01 - Lakestone Conceptual Trail Plan 2024.pdf - 09.08.02 - Lakestone Conceptual Trail Plan Difficulty.pdf
Final Approval Date:	Mar 12, 2026

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

Steven Gubbels, Development Engineering Manager - Mar 10, 2026 - 11:40 AM

Carie Liefke, Manager of Current Planning - Mar 10, 2026 - 12:26 PM

Jeremy Frick, Director of Development Approvals - Mar 11, 2026 - 4:13 PM

Task assigned to Darren Lee, Fire Chief was completed by Brent Penner, Deputy Fire Chief - Mar 11, 2026 - 8:31 PM

Matt Vader, Director Parks, Recreation and Culture - Mar 12, 2026 - 9:02 AM

Brad Savoury, Director of Legal Services and Risk Management - Mar 12, 2026 - 9:16 AM

Task assigned to Reyna Seabrook, Director of Corporate Services was completed by workflow administrator Makayla Ablitt, Manager of Corporate Administration - Mar 12, 2026 - 10:01 AM

Paul Gipps, Chief Administrative Officer - Mar 12, 2026 - 10:30 AM