

REPORT TO COUNCIL DEVELOPMENT PERMIT



Date: March 30, 2026
To: Council
From: City Manager
Address: 165 Dougall Road North
File No.: DP25-0234
Zone: UC4r – Rutland Urban Centre – Rental Only

1.0 Recommendation

THAT Council authorizes the issuance of Development Permit No. DP25-0234 for Lot A Section 26 Township 26 ODYD Plan EPP137229, located at 165 Dougall Road North, Kelowna, BC subject to the following:

1. The dimensions and siting of the building to be constructed on the land be in accordance with Schedule "A";
2. The exterior design and finish of the building to be constructed on the land be in accordance with Schedule "B";
3. Landscaping to be provided on the land be in accordance with Schedule "C";
4. Prior to permit issuance, the applicant be required to:
 - a. Post with the City a Landscape Performance Security deposit in the amount of 125% of the estimated value of the Landscape Plan, as determined by a Registered Landscape Architect; and
 - b. Register a Section 219 Covenant implementing the Transportation Demand Management incentives identified within Section 8.2.15 in Zoning Bylaw No. 12375, and that the terms include making a payment to BC Transit and the car-share provider at least sixty (60) days prior to estimated occupancy;

AND THAT this Development Permit is valid for two (2) years from the date of Council approval, with no opportunity to extend.

2.0 Purpose

To issue a Development Permit for the form and character of a mixed-use apartment building.

3.0 Development Planning

Staff support the proposed development of a mixed-use apartment building which has been facilitated by the City's [Middle Income Housing Partnership](#) (MIHP) program. The purpose-built rental housing proposal aligns with the City's broader goals for complete communities, and key [Housing Action Plan](#) and Housing Needs Assessment objectives, which include promoting and protecting rental housing and leveraging City-owned land to support affordable housing.

The applicant is proposing a six-storey building containing 129 residential units (consisting of 33 studios, 61 one-bedroom units, 24 two-bedroom units, and 11 3-bedroom units) and a 36-space child care facility. The project includes a 77m² indoor amenity space, a 285m² rooftop patio, and private balconies for each unit.

The design meets all Zoning Bylaw regulations (no variances are proposed), and the residential and child care components align with Official Community Plan (OCP) objectives for Urban Centre development, including:

- Objective 4.1 - Strengthen the Urban Centres as Kelowna’s primary hubs of activity.
 - Policy 4.1.6 - Direct medium and high-density residential development to Urban Centres to provide a greater mix of housing near employment and to maximize use of existing and new infrastructure, services and amenities.
- Objective 4.2 - Foster more inclusive and socially connected Urban Centres.
 - Policy 4.2.6 - Facilitate the development of child care spaces in Urban Centres that are accessible, affordable, and inclusive spaces that meet the needs of the community.
- Objective 4.7 - Focus new development in Rutland strategically to create a new high-density business and residential hub to support improved services and amenities.
- Objective 4.12 - Increase the diversity of housing types and tenures to create inclusive, affordable, and complete Urban Centres.
 - Policy 4.12.1 - Ensure a diverse mix of medium-density and high-density housing forms in Urban Centres to support a variety of households types and sizes, income levels, life stages, and abilities, including affordable, rental, and supportive housing.
 - Policy 4.12.2 - Incorporate ground-oriented units in the design of multifamily developments in Urban Centres to support a variety of household types and sizes.
- Objective 4.14 - Protect the rental stock in Urban Centres.
 - Policy 4.14.1 - Ensure retention or replacement of existing rental units as redevelopment occurs in the Urban Centres through planning tools that may include, but are not limited to, Rental Only Zoning.

The property is within a Transit Oriented Area (TOA) which has no minimum off-street residential parking requirement; however, the proposal offers 75 stalls for residents (including visitor and accessible spaces) and 8 stalls for the child care. To support alternative transportation options, the proposal includes 176 long-term bicycle spaces, and Transit Passes and Car Share Membership will be required for each dwelling unit.

Exterior building materials include fibre cement panels, wood-toned fluted accents, and masonry cladding. The landscape plan includes 12 trees planted within the front and flanking yard setback areas, and adjacent to the laneways. The proposal shows strong alignment with OCP Form and Character Design Guidelines for mixed-use and mid-rise buildings. Key design features include:

- Building façades that are oriented towards both fronting streets, including ground floor residential units with direct access to the street and weather protection at primary entrances.
- Off-street parking and other “back-of-house” uses that are accessed from the laneway, away from public view.
- A unified architectural concept that incorporates articulated facades, patios and recessed balconies, upper storey stepbacks, and a variety of façade treatments.

4.0 Subject Property & Background

The subject property is located at the intersection of Dougall Road North and Shepherd Road, which is approximately 100m west of the Rutland Transit Exchange and 100m north of Highway 33 West. The surrounding neighbourhood consists of a mixture of commercial amenities, townhouses and apartment housing. The property is also in close proximity to Centennial Park, Rutland Lions Park, and Rutland Middle and Senior School. A portion of the lands have been owned by the City since 2008, and the remainder of the parcel was acquired and consolidated in 2018.

Map 4.7 of the OCP indicates buildings in the area may be up to 12 storeys in height (44m), with a base density of up to 3.5 FAR. The proposed building is 6 storeys high (21m) with a FAR of 2.5. The OCP classifies Dougall Road as a *mixed street* which may contain any combination of commercial and residential uses at the ground floor, whereas Shepherd Road is a *retail street* which requires at least 90% of the building frontage to be used for commercial purposes.

4.1 Subject Property Map



4.2 Background

Shepherd Road, immediately north of the subject property was extended in 2015 to connect Asher Road to Dougall Road North. The road cross-section includes a wide boulevard (approximately 7.5m) with trees, garden beds, benches and bus shelters immediately north of the proposed building.

The City’s MIHP program was developed under the Healthy Housing Strategy and supported by CMHC’s Housing Accelerator Fund. The program was initially considered by Council in [February 2024](#), and the MIHP policy was established in May 2024. Council approved rental-only subzoning for the property in December 2024, and the City and the applicant (Troika Developments) entered a lease agreement under the parameters of the MIHP program in July 2025. Under the terms of the agreement, 40% of units will be Affordable Dwelling Units with rents 20% below market rates.

5.0 Zoning Bylaw Regulations Summary

AREA & UNIT STATISTICS	
Gross Lot Area	3,172 m ²
Total Number of Units	129
Bachelor	33
1-bed	61
2-bed	24
3-bed	11
Child Care, Major Net Floor Area	362.5 m ²

DEVELOPMENT REGULATIONS		
CRITERIA	UC4r ZONE	PROPOSAL
Total Maximum Floor Area Ratio		
Base FAR	3.5	2.5
Bonus FAR	+ 0.5 (Rental & Affordable Housing)	
Max. Site Coverage (buildings)	100%	57%
Max. Site Coverage (buildings, parking, driveways)	100%	87%
Max. Height		
Base Height	12 storeys / 44m	6 storeys / 21m
Bonus Height	+ 3 storeys / 12 m	
Setbacks		
Min. Front Yard (North)	3m	3m
Min. Flanking Side Yard (West)		
Ground oriented-residential	2m	2m
Portions not ground-oriented	3m	3m
Min. Side Yard (East)	0m	1m
Min. Rear Yard (South)	0m	3m
Step backs		
Min. Fronting Street (North)	3m	3m
Min. Flanking Street (West)	3m	3m
Amenity Space		
Total Required Amenity Space	1,333m²	1,511m²
Common	516m ²	528m ²
Private	817m ²	983m ²
Landscaping		
Min. Number of Trees	12 trees	12 trees
Min. Large Trees	6 trees	6 trees

PARKING REGULATIONS		
CRITERIA	UC4r ZONE	PROPOSAL
Total Required Vehicle Parking	9 stalls	83 stalls
Residential	0 (within TOA)	53 regular, 12 small
Visitor	0	7
Accessible	1	2
Van Accessible	1	1
Child Care, Major	7	8
Bicycle Stalls Short-Term	8	8
Bicycle Stalls Long-Term	176	176
Bike Wash and Repair	Y	Y

6.o Application Chronology

UC4r Zoning Adopted December 8, 2024
 MIHP Lease Agreement August 8, 2025
 Application Accepted: December 10, 2025

Report prepared by: Shaun O’Dea, Planner Specialist
Reviewed by: Carla Eaton, Development Planning Manager
Reviewed by: Nola Kilmartin, Development Planning Department Manager

Approved for Inclusion: Ryan Smith, Divisional Director, Planning, Climate Action & Development Services

Attachments:

Attachment A: Draft Development Permit DP25-0234

Schedule A: Site Plan & Floor Plans

Schedule B: Elevations & Renderings

Schedule C: Landscape Plan

Attachment B: OCP Form and Character Development Permit Guidelines

Attachment C: Applicant's letter of rationale

For additional information, please visit our Current Developments online at www.kelowna.ca/currentdevelopments.