

ADMINISTRATIVE REPORT



TO: Board of Directors

FROM: J. Zaffino, Chief Administrative Officer

DATE: October 2, 2025

RE: Official Community Plan (OCP) & Zoning Bylaw Amendment – Electoral Area “I”
(I2025.008-ZONE)

Administrative Recommendation:

THAT the Electoral Area “I” Official Community Plan Amendment Bylaw No. 2683.09, 2025, and the Okanagan Valley Zoning Amendment Bylaw No. 2800.56, 2025, be denied.

<u>Purpose:</u>	To facilitate a four (4) lot subdivision.	<u>Folio:</u> I-08036.021
<u>Civic:</u>	100 Turtle Lake Road	<u>Legal:</u> Strata Lot 1, Plan EPS8777, Section 14, Township 88, SDYD
<u>OCP:</u>	Resource Area (RA)	<u>Zone:</u> Resource Area (RA)

Purpose:

This application is seeking to amend the zoning of the subject property in order to facilitate a four (4) lot subdivision.

In order to accomplish this, the following land use bylaw amendments are being proposed by the applicant:

- amend the land use designation under Schedule ‘B’ (OCP Map) of the Electoral Area “I” Official Community Plan (OCP) Bylaw No. 2683, 2016, from Resource Area (RA) to Large Holdings (LH); and
- amend the zoning under Schedule ‘2’ (Zoning Map) of the Okanagan Valley Zoning Bylaw No. 2800, 2022, from Resource Area (RA) to Large Holdings One Site Specific (LH1s), with a site specific regulation prohibiting accessory dwellings.

In support of the rezoning, the applicant has stated, among other things, that:

- Maintains rural character by proposing four large lots that exceed the 4.0 ha minimum required parcel size in the LH zone reflecting the area’s existing low-density form. The property is close to the St. Andrews Development which has similar sized parcels.
- Provides Increased Opportunity for Homeownership without increasing Density – aligns with the intent of the LH1 zone to support limited subdivision in rural areas while maintaining large parcel sizes, protecting rural character, and not increasing density.
- No Impacts on Adjacent Properties – The proposed site-specific rezoning and subdivision will reduce the number of potential detached dwellings or mobile homes in the neighbourhood and

therefore the proposed development will not have a negative impact on the use and enjoyment of adjacent or surrounding properties.

- The proposed OCP and zoning amendments reflect a responsible, policy-aligned approach to rural development that balances land use potential with environmental, community and neighbourhood values.

Strategic Priorities:

Operational

Background & Analysis:

The current boundaries of the subject property were created by a Plan of Subdivision deposited with the Land Titles Office in Kamloops on March 20, 2023, while BC Assessment has classified the property as “Residential” (Class 01).

Available Regional District records indicate that a building permit for a cellular equipment building and tower (1995) has previously been issued for this property.

Under the Electoral Area “I” Official Community Plan (OCP) Bylaw No. 2683, 2016, the subject property is currently designated Resource Area (RA), and is the subject of an Environmentally Sensitive Development Permit (ESDP) Area designation.

Under the Okanagan Valley” Zoning Bylaw No. 2800, 2022, the property is currently zoned Resource Area (RA) which requires a 20.0 hectare minimum parcel size for subdivision. The RA zone permits one (1) single detached dwelling and one (1) accessory dwelling or Secondary Suite for parcels under 8.0 ha in size. For parcels over 16.0 ha in size, one single detached dwelling and four (4) accessory dwellings or Secondary Suites are permitted.

Application History:

A similar application was submitted in 2024 in order to facilitate a four (4) lot subdivision and was subsequently refused by the Board at its meeting of August 5, 2024.

Analysis:

In reviewing this proposal, Administration considers it to be inconsistent with the Electoral Area “I” OCP Bylaw and representative of the type of “rural sprawl” that the Regional District’s land use bylaws seek to prevent from occurring within the electoral areas.

This is because “rural sprawl” is often characterized by low-density, scattered, and un-planned growth that results in an inefficient use of land (e.g. conversion of natural habitats) that can change the character of an area.

To prevent “rural sprawl”, the Area “I” OCP includes policies speaking to retaining lands designated Resource Area as large land parcels (e.g. as un-surveyed Crown land or District Lots) and supporting a 20 hectare minimum parcel size in recognition that these areas will remain rural with limited community services and infrastructure.

Similarly, the OCP includes policies that generally do not support additional development outside of the designated Rural Growth Areas.

The OCP specifically requires proposals to designate additional land as Large Holdings to “clearly demonstrate and articulate the need for it in the context of its impact on the community and the objectives of this OCP” as well as provide an assessment of the proposal against certain criteria (i.e. availability of rural holdings land, environmental impact, susceptibility to natural hazards, etc.).

While the applicant has provided an assessment against these criteria, Administration considers that the need for additional rural residential lots outside of the designated Rural Growth Areas has not been adequately demonstrated, as the OCP indicates that there is “sufficient development capacity available to accommodate projected population growth...based on existing zoning established through the zoning bylaw”.

Further, the Regional District’s recent Housing Needs Assessment encourages directing growth to Primary Growth Areas where existing infrastructure can accommodate growth with some limited growth being directed to Rural Growth Areas.

Administration also notes that the current allowance for accessory dwellings on larger rural parcels is intended, amongst other things, to facilitate:

- the provision of accommodation for farm labour assisting with the agricultural use of the property;
- the retention of young families or aging parents in rural communities by allowing “aging in-place” (multi-generational living, which supports caregiving) and allowing a young family to stay on a family property when they might otherwise be forced to relocate due to land values; and
- a supplementary source of income that can off-set the high costs of land ownership, equipment, and operations.

Most importantly, however, is that allowing additional units on a single large parcel can reduce pressure to subdivide into smaller parcels, which may conflict with agricultural, growth management or environmental objectives in the OCP.

The applicant’s proposal to prohibit this density on the new parcels in exchange for subdivision approval (through zoning) is not seen to address any of these other land use concerns / considerations and may be highly detrimental to the use of any new parcels in future.

Provincial legislation also requires a minimum level of density be provided on each parcel (e.g. SSMUH requirements) in the form of two dwellings per parcel.

Alternative:

Conversely, Administration recognises that the applicant has indicated that it is anticipated on-site water and sewage disposal can be provided, that road access is currently provided to the property, that the land is not subject to natural hazards and that adjacent properties are unlikely to be adversely impacted.

Summary:

In summary, the proposal is seen to be inconsistent with the growth management objectives of the Regional District’s RGS and OCP bylaws and for this reason, Administration is recommending that the proposal be denied.

Financial Implications:

Financial implications have been considered and none were found.

Communication Strategy:

The proposed bylaw amendment(s) have been notified in accordance with the requirements of the *Local Government Act* as well as the Regional District's Development Procedures Bylaw No. 2500, 2011.

Site Context:

The subject property is approximately 20.0 ha in area and is situated on the southwest side of Turtle Lake Road approximately 7 km southwest of the boundary with the City of Penticton. It is understood that the parcel is comprised of vacant land.

The surrounding pattern of development is generally characterised by large Resource Area and Agriculture zoned parcels that are mostly undeveloped or have been developed with single detached dwellings.

Referrals:

Approval from the Ministry of Transportation and Transport (MoTT) is required prior to adoption as the proposed amendments involve lands within 800 metres of a controlled access Highway 97.

Pursuant to Section 476 of the *Local Government Act*, the Regional District must consult with the relevant School District when proposing to amend an OCP for an area that includes the whole or any part of that School District. In this instance, School District No. 67 have been made aware of the proposed amendment bylaw.

Pursuant to Section 477 of the *Local Government Act*, after first reading the Regional Board must consider the proposed OCP amendment in conjunction with Regional District's current financial and waste management plans. The proposed OCP amendment has been reviewed by the Solid Waste Department and Finance Department, and it has been determined that the proposed bylaw is consistent with RDOS's current waste management plan and financial plan.

Public Process:

On September 3, 2025, a Public Information Meeting (PIM) was held online through Webex and was attended by no members of the public.

At its meeting of September 2, 2025, the Electoral Area "I" Advisory Planning Commission (APC) resolved to recommend to the RDOS Board that the subject development application be approved, subject to the following conditions: maximum parcel coverage of 5%.

Administration recommends that the written notification of affected property owners, the public meetings as well as formal referral to the agencies listed at Attachment No. 1, should be considered appropriate consultation for the purpose of Section 475 of the *Local Government Act*. As such, the consultation process undertaken is seen to be sufficiently early and does not need to be further ongoing.

All comments received to date in relation to this application are included as a separate item on the Board Agenda.

Alternatives:

1. THAT the Electoral Area "I" Official Community Plan Amendment Bylaw No. 2683.09, 2023, and the Okanagan Valley Zoning Amendment Bylaw No. 2800.56, 2025, be read a first and second time and proceed to public hearing;

AND THAT the Board of Directors considers the process, as outlined in the report from the Chief Administrative Officer dated October 2, 2025, to be appropriate consultation for the purpose of Section 475 of the *Local Government Act*;

AND THAT, in accordance with Section 477 of the *Local Government Act*, the Board of Directors has considered Amendment Bylaw No. 2683.09, 2025, in conjunction with its Financial and applicable Waste Management Plans;

AND THAT the holding of a public hearing be scheduled for the Regional District Board meeting of October 16, 2025;

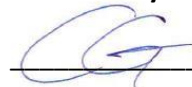
AND THAT staff give notice of the public hearing in accordance with the requirements of the *Local Government Act*.

Will a PowerPoint presentation be presented at the meeting? No

Respectfully submitted:

Colin Martin

Colin Martin
Planner I

Endorsed By:

C. Garrish
Senior Manager of Planning

Endorsed By:

"Allen Fillion"

A. Fillion
Managing Director, Dev. & Infrastructure

Attachments: No. 1 – Agency Referral List

No. 2 – Applicant's Site Plan

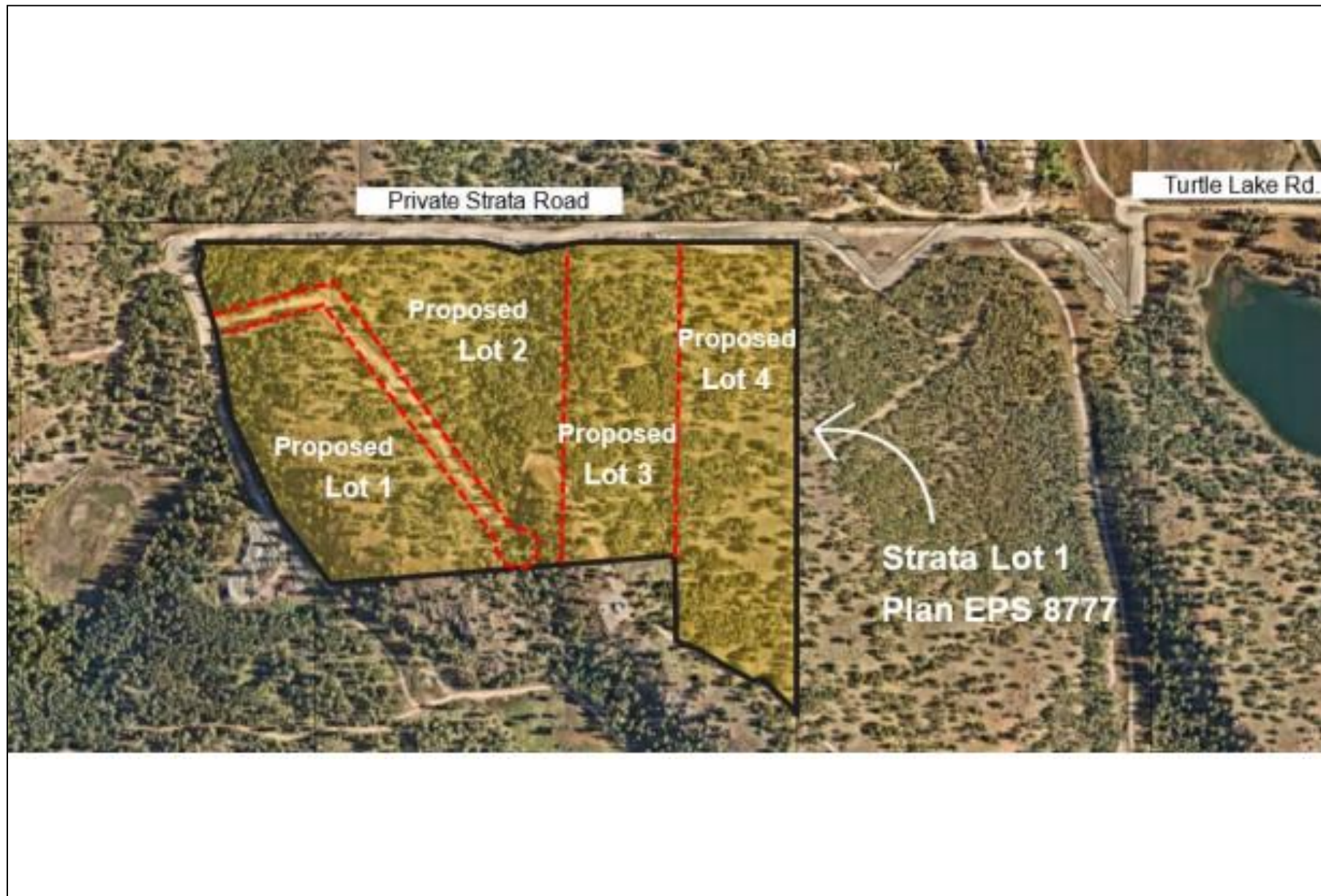
No. 3 – Aerial Image (Google Earth)

Attachment No. 1 – Agency Referral List

Referrals have been sent to the following agencies as highlighted with a ☒, regarding Amendment Bylaw No. 2683.09, 2025:

MEMBER MUNICIPALITIES			
<input type="checkbox"/>	City of Penticton	<input type="checkbox"/>	Town of Oliver
<input type="checkbox"/>	District of Summerland	<input type="checkbox"/>	Town of Osoyoos
<input type="checkbox"/>	Town of Princeton	<input type="checkbox"/>	Village of Keremeos
FIRST NATIONS			
<input checked="" type="checkbox"/>	Okanagan Nation Alliance (ONA)	<input type="checkbox"/>	Lower Similkameen Indian Band (LSIB)
<input checked="" type="checkbox"/>	Osoyoos Indian Band (OIB)	<input type="checkbox"/>	Upper Similkameen Indian Band (USIB)
<input checked="" type="checkbox"/>	Penticton Indian Band (PIB)		
SCHOOL DISTRICTS			
<input type="checkbox"/>	School District No. 53 (Areas A, C & D)	<input checked="" type="checkbox"/>	School District No. 67 (Areas D, E, F, I)
<input type="checkbox"/>	School District No. 58 (Area H)		
REGIONAL DISTRICTS			
<input type="checkbox"/>	Central Okanagan Regional District	<input type="checkbox"/>	Kootenay Boundary Regional District
<input type="checkbox"/>	Fraser Valley Regional District	<input type="checkbox"/>	Thompson Nicola Regional District
IRRIGATION & IMPROVEMENT DISTRICTS			
<input type="checkbox"/>	Allison Lake Improvement District	<input type="checkbox"/>	Lakeshore Water Works
<input type="checkbox"/>	Apex Mountain Resort (utilities)	<input type="checkbox"/>	Lower Nipit Improvement District
<input type="checkbox"/>	Boundary Line Irrigation District	<input type="checkbox"/>	Meadow Valley Irrigation District
<input type="checkbox"/>	Cawston Irrigation District	<input type="checkbox"/>	Osoyoos Irrigation District
<input type="checkbox"/>	Farleigh Lake Water Users Community	<input type="checkbox"/>	Red Wing Resorts (Water System)
<input type="checkbox"/>	Fairview Heights Irrigation District	<input type="checkbox"/>	Rolling Hills Waterworks District
<input type="checkbox"/>	Hedley Improvement District	<input type="checkbox"/>	Similkameen Improvement District
<input checked="" type="checkbox"/>	Kaleden Irrigation District	<input type="checkbox"/>	Skaha Estates Improvement District
<input type="checkbox"/>	Keremeos Irrigation District	<input type="checkbox"/>	Vaseux Lake Improvement District
FIRE DEPARTMENTS			
<input type="checkbox"/>	Anarchist Mountain Volunteer Fire Department	<input type="checkbox"/>	Oliver Fire Department
<input type="checkbox"/>	Apex Volunteer Fire Department	<input type="checkbox"/>	Osoyoos Fire Department
<input type="checkbox"/>	Kaleden Volunteer Fire Department	<input type="checkbox"/>	Penticton Fire Department
<input type="checkbox"/>	Naramata Volunteer Fire Department	<input type="checkbox"/>	Summerland Fire Department
<input type="checkbox"/>	OK Falls Volunteer Fire Department	<input type="checkbox"/>	Willowbrook Volunteer Fire Department
PROVINCIAL MINISTRIES & AGENCIES			
<input type="checkbox"/>	Agricultural Land Commission (ALC)	<input type="checkbox"/>	Ministry of Agriculture & Food
<input type="checkbox"/>	Archaeology Branch	<input type="checkbox"/>	Ministry of Energy & Climate Solutions
<input type="checkbox"/>	BC Parks	<input type="checkbox"/>	Ministry of Housing & Municipal Affairs
<input type="checkbox"/>	Integrated Land Management Bureau	<input type="checkbox"/>	Ministry of Infrastructure
<input type="checkbox"/>	Interior Health Authority (IHA)	<input type="checkbox"/>	Ministry of Mining & Critical Minerals
<input type="checkbox"/>	Mountain Resort Branch	<input checked="" type="checkbox"/>	Ministry of Transportation and Transit
		<input type="checkbox"/>	Ministry of Water, Land, and Resource Stewardship
FEDERAL MINISTRIES & AGENCIES			
<input type="checkbox"/>	Canadian Wildlife Services	<input type="checkbox"/>	Fisheries and Oceans Canada
<input type="checkbox"/>	Dominion Radio Astrophysical Observatory (DRAO)	<input type="checkbox"/>	Parks Canada
<input type="checkbox"/>	Environment Canada		
OTHER			
<input checked="" type="checkbox"/>	Fortis		

Attachment No. 2 – Applicant's Site Plan



Attachment No. 3 – Aerial Image (Google Earth)

