

## ADMINISTRATIVE REPORT



**TO:** Advisory Planning Commission

**FROM:** J. Zaffino, Chief Administrative Officer

**DATE:** September 2, 2025

**RE:** Official Community Plan (OCP) & Zoning Bylaw Amendment – Electoral Area “I”

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Purpose: To facilitate a four (4) lot subdivision. Folio: I-08036.021

Civic: 100 Turtle Lake Road Legal: Strata Lot 1, Plan EPS8777, Section 14, Township 88, SDYD

OCP: Resource Area (RA) Zone: Resource Area (RA)

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### Proposed Development:

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.

### Site Context:

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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.

**Background:**

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 available Regional District records indicate that a building permit for 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.

Under the Regional Growth Strategy (RGS) Bylaw No. 2770, 2017, the Turtle Lake Road area is not designated as a Rural Growth Area.

BC Assessment has classified the property as “Residential” (Class 01).

A similar rezoning and OCP amendment application was proposed in 2024 for the same property to allow for a four (4) lot subdivision. The application was ultimately refused at the August 5, 2024 Board meeting by the RDOS Board.

**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.

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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”.

Like the Regional Growth Strategy and the Electoral Area “I” OCP, the RDOS 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.

While the intention of the site-specific zoning is to maintain a similar level density, while still subdividing the parcel, in practice this does not equate to a 1:1 trade. Each newly proposed lot would be permitted a single detached dwelling which is not subjected to the same size limitations of an accessory dwelling.

The current RA zoning restricts the maximum gross floor area of all secondary suites and accessory dwellings per parcel to 500 m<sup>2</sup> and has a maximum parcel coverage of 5%. The proposed LH1s zone would not limit the single detached dwellings in size and has a maximum parcel coverage of 10% allowing for significantly development on the parcels, leading to a reduction in the natural and rural character of the area and increasing demand for services.

Alternatively:

Conversely, Administration recognises that the applicant has indicating 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 land use bylaws and for this reason, Administration is recommending that the proposal be denied.

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**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.**

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**Options:**

1. THAT the APC recommends to the RDOS Board of Directors that the subject development application be approved.

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2. THAT the APC recommends to the RDOS Board of Directors that the subject development application be approved with the following conditions:
    - i) *TBD*
  3. THAT the APC recommends to the RDOS Board of Directors that the subject development application be denied.

**Respectfully submitted:**

*Colin Martin*

Colin Martin, Planner I

**Endorsed By:**



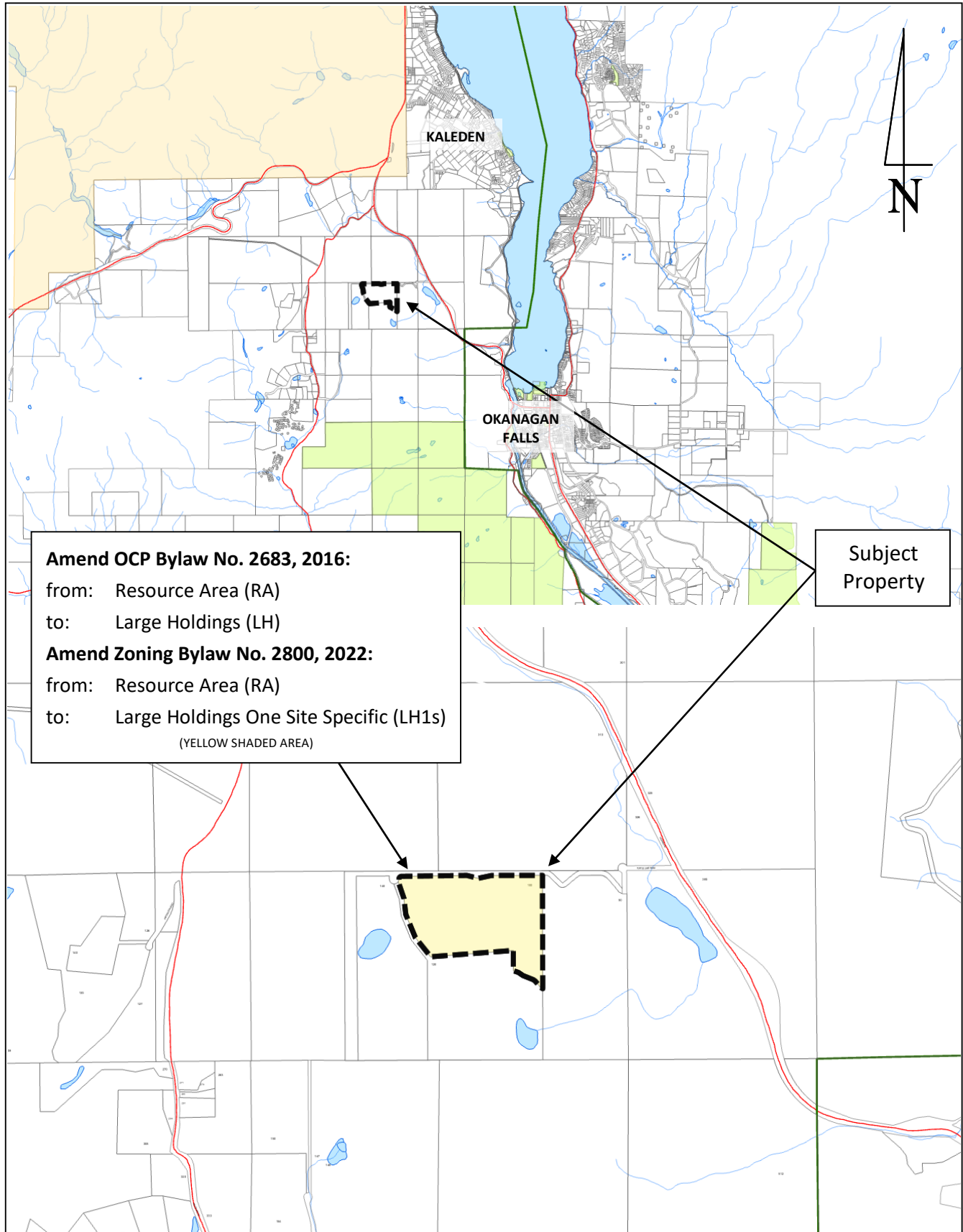
C. Garrish, Senior Manager of Planning

Attachments: No. 1 – Context Maps

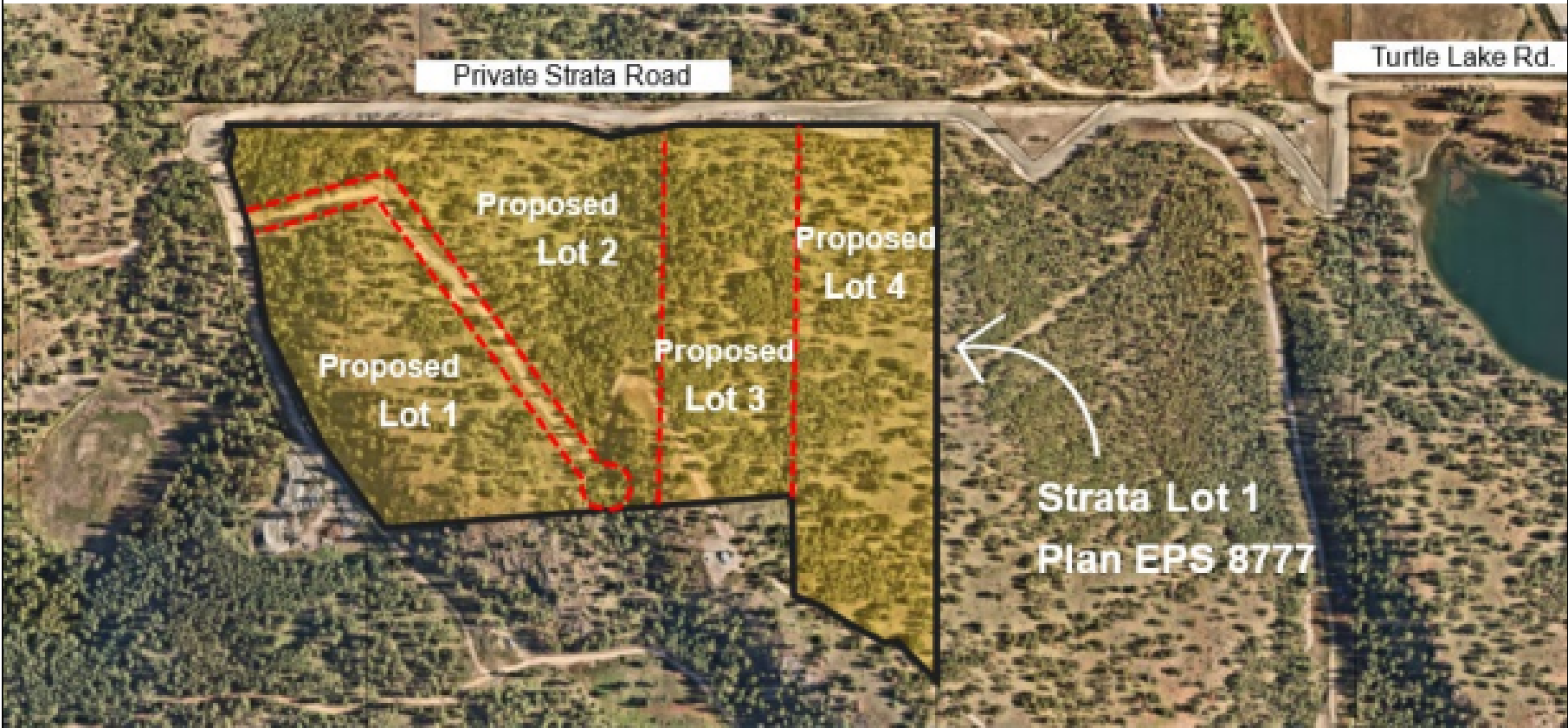
No. 2 – Applicant's Site Plan

No. 3 – Aerial Image (Google Earth)

## Attachment No. 1 – Context Maps



Attachment No. 2 – Applicant's Site Plan





Attachment No. 3 – Aerial Image (Google Earth)

