REGIONAL DISTRICT OF OKANAGAN-SIMILKAMEEN

Electoral Area "D" Service and Boundary Configuration Study Committee Agenda

Wednesday, May 11, 2022
6:00 – 8:00 pm

Hybrid Meeting: Physical location OK Falls Elementary School
Via Zoom link: https://us02web.zoom.us/j/89742130219

PURPOSE From 6:00 pm to 8:00 pm on Wednesday May 11, 2022, the Electoral Area "D" Service and Boundary Configuration Study Committee will meet as part of the study. The Committee will review the revised draft survey and survey mailout materials, and have a roundtable / followup discussion on issues raised in the discussion in the last meeting.

A. HOUSEKEEPING (6:00)

- This meeting is being recorded
- Ensure to mute yourself except when speaking to reduce sound feedback
- Reiterate project purpose / scope
- Staff participation
- Director's Report agenda item
- Committee Process / Procedure

B. APPROVAL OF AGENDA

RECOMMENDATION 1
THAT the Agenda for the May 11, 2022 Electoral Area "D" Service and Boundary Configuration Committee be approved.

C. RECEIPT OF THE MAY 4, 2022 MEETING MINUTES

Table: Not available as yet

D. ROUND TABLE FOLLOW UP TO MAY 4 Meeting (6:10)

- Response to last meeting (Eleanor Walker)
- Vice Chair status

E. SURVEY PACKAGE (6:40)

- Committee to review / approve survey and supporting documentation, before it can be formatted for web posting, and sent for mailout.

- Decision Required / Proposed: Approve release of survey and supporting document, or…

F. COMMITTEE PRESENTATION TO OKANAGAN FALLS OPEN HOUSE (7:10)

- Committee invited to provide a 7-minute presentation at a community Town Hall, May 17, in OKF
- Decision Required / Proposed: Support this and select a presenter, or…

G. NEXT STEPS (7:25)

- **PLAN A…**
  i. Survey released online and mailout…. May 16 – 18, closing May 30
  ii. Next meeting June 8, review survey results and begin to identify / consider specific changes to boundary edges
  iii. Last meeting June 22 (???), receipt of draft final report, recommend whether to proceed with a next phase incorporation study, and finalize specific changes to boundary edges
- **PLAN B…**
  i. Survey released May 24-25, closing June 10
  ii. Next meeting June 15 (???)
  iii. Last meeting June 29 (???)

H. DIRECTOR'S REPORT (7:30)

I. QUESTION PERIOD (7:45)

J. ADJOURNMENT

ATTACHMENTS

The following documents are included in the agenda package for the Committee's review:

- Survey
- Survey Support Document
- Response to Kelvin Hall

Electoral Area "D" Service & Boundary Configuration Study

Boundary Overview – Technical Criteria & Options Rationale

The following overview has been provided as background for the options presented in the Boundary Options Survey. Please note that the options in the survey are a reflection of the initial technical analysis and may not reflect the final boundary that is determined and recommended by the Committee, which will be informed by community input shared through the survey.

Criteria

The information collected from Area "D" has been compared to several criteria to create boundary options to share with Area "D" residents and seek feedback. Several boundary options represent viable options, each with their own rationale, strengths and weaknesses. Community feedback will assist the Committee in recommending a boundary.

In developing the boundary options for an Incorporation Study Area, key criteria include:

Land Use & Development

- Include lands within growth areas identified in the planning policies (Area "D" Official Community Plan and RDOS Regional Growth Strategy)
- Minimize areas such as conservation areas, provincial parks, wildlife preserves that reflect sensitive environments, and do not contribute to the tax base
- Minimize the amount of agricultural land within the boundary
- Ensure the area is large enough to allow for future growth, but compact enough to facilitate efficient and cost-effective servicing

Population

- Population exceeds 1,000, and is sufficient to sustain a resilient community
- Population density and parcel size set the area apart from more rural areas

Infrastructure & Services

- Includes the whole of individual service areas for water and sewer, including areas planned for expansion
- Areas included are within the fire service and recreation service area
- Includes only those local roads necessary for efficient transportation network

Assessment & Tax Base

- Creates an assessment base that is significant in value
- Creates an assessment base that is diverse, including capturing as much industrial and/or business class areas as possible
- Excludes Class 9 farm properties from municipal boundaries, due to loss of tax exemptions

Community Input *(note: this criteria will be fully considered once the survey is complete)*

- Reflects preferences expressed by the community
- Settlement areas or communities are left whole, either inside or outside the boundary
- Communities that identified Issues with governance or services, where incorporation provides a potential solution to those issues, are included in the boundary

Boundary Options

Based on the criteria reviewed thus far, 3 areas have been identified in boundary scenarios to be shared for community input purposes. Some highlights of the rationale for those areas are summarized below.

- Upper Carmi community is not proposed to be included within any of the incorporation boundary scenarios. The area represents a rural area with larger lots, and without urban services. There is

limited if any additional development potential, and the area has the unique distinction of being adjacent to, and accessed primarily through, an existing municipality.

- Okanagan Falls is included in every scenario. This area represents the primary growth area, and the area with the existing urban infrastructure (sewer and water), as well as the mix of property classes and population and development potential necessary to sustain a municipality. The river/waterway has been used as the western boundary, due to the added servicing costs of roads to the west of the river, the fact it is outside the growth boundary and water and sewer service areas, as well as a desire to exclude the existing sx̌ʷəx̌ʷnitkʷ (Okanagan Falls) Provincial Park.
- The more rural and agricultural cluster of homes in the McLean Creek Road neighbourhood has not been included, to minimize the number of farm class properties within the boundary. This cluster is outside the growth area, is not serviced by water or sewer, is primarily in the ALR and almost half of the properties are assessed as farm class properties. If incorporated, farm class properties automatically lose their tax exemption for their residences. Depending on the value of their residence, this can represent a significant impact, and is the primary reason for limiting the inclusion of such properties. Where established wineries (see below) represent existing commercial and/or light industrial tax base identified by BC Assessment, those have been included. The survey will provide additional opportunities for this community to identify if they would prefer to be included in the boundary, despite the impacts of the lost tax exemption that would result.
- Rolling Hills and Sun Valley areas are included in all options, due to the wineries that represent a portion of the light industrial and business tax base, and the existing water infrastructure. Bringing the Sun Valley, Okanagan Falls and Rolling Hills water systems under one jurisdiction is likely to provide some service efficiencies and will enable the application of grants for these smaller water systems.
- Both Eastside Road North (Heritage Hills, Vintage Views and Lakeshore Highlands) and South (Skaha Estates) are designated as secondary growth areas and higher population density. While it is possible to separate the two and consider a scenario that includes Eastside Road South and not Eastside Road North (the opposite would not be feasible) – there is no significant technical rationale to separate Eastside Road North from any scenario that includes Eastside Road South, other than a desire to exclude the agricultural (and farm class) properties that bridge the two communities. The survey should provide opportunities for these communities to identify preferences and concerns.
- Vaseux Lake is separated from the remaining community by provincial park and conservation areas, and has virtually no capacity to accommodate additional growth, either in the existing community, nor in the corridor that would "attach" the area to the remaining incorporation study area. The inclusion of this node provides for less efficient servicing of the roads. Encompassing the Vaseux Lake community would require the inclusion of some conservation land and a provincial park, neither of which would generate any municipal tax revenues for the community. However, the area does represent a relatively dense cluster of single-family residential uses distinct from rural areas, and the additional assessment base that would be included if this community were part of the boundary is likely to support the incremental cost in services. The community's lake, provincial park and bird sanctuary are attractions that support tourism in the area. The area has been included within some of the options in the survey to solicit additional feedback from this community.

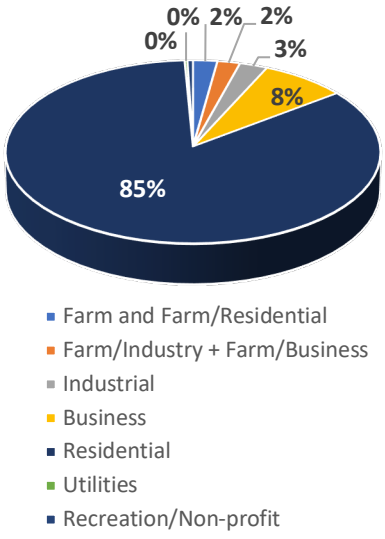
For further information on how each of the Boundary Options in the survey meet the criteria, the more in-depth Boundary Options analysis that was shared with the Committee, together with criteria evaluation charts, can be reviewed at rdosregionalconnections.ca.

The following overview tables reference the Boundary Options illustrated in the survey. For the boundaries of each option, refer to the maps in the survey, or check out the online map at rdosregionalconnections.ca.

OPTION A (Okanagan Falls, Sun Valley, Rolling Hills)

Land Area	970 hectares
Estimated Population	Approximately 2,400
Local Road Length	37.89 km
Infrastructure	• Okanagan Falls sewer service • Okanagan Falls Irrigation District water service • Sun Valley RDOS water service • Rolling Hills Improvement District water service
Total Assessment	$808 million
Growth Potential	Includes primary growth area identified in the Regional Growth Strategy, and the Official Community Plan. Vacant and under-developed sites provide opportunity for additional growth
Environment	Majority of lands are not identified as Hillside/Steep Slope development permit areas. Some environmentally sensitive and important ecosystem lands.

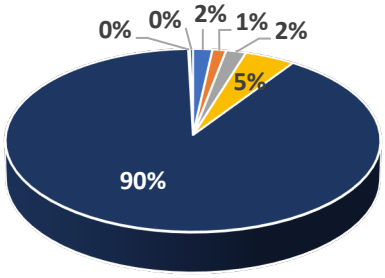
Assessment by Property Class



OPTION B (Okanagan Falls, Sun Valley, Rolling Hills + Eastside Rd North & South)

Land Area	1,351 hectares
Estimated Population	Approximately 3,400
Local Road Length	56.65 km
Infrastructure	• Okanagan Falls sewer service • Okanagan Falls Irrigation District water service • Sun Valley RDOS water service • Rolling Hills Improvement District water service • Skaha Estates Improvement District • Lakeshore Waterworks (private utility) • Vintage Views sewer (private utility)
Total Assessment	$1,399 million ($1.399 billion)
Growth Potential	Includes primary and secondary growth areas identified in the Regional Growth Strategy, and the Official Community Plan. Vacant and under-developed sites provide opportunity for additional growth.
Environment	Much of the Eastside N. and S. lands are identified as Hillside/Steep Slope development permit areas; some environmentally sensitive and important ecosystem lands on the edges of the communities. Some areas along Eastside Road North are noted as a geologic hazard area, with hazard of materials slumping or sliding.

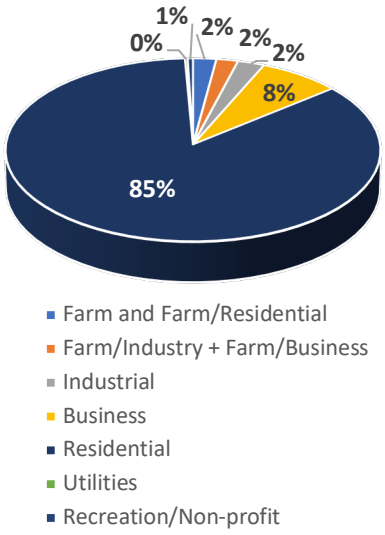
Assessment by Property Class



OPTION C (Okanagan Falls, Sun Valley, Rolling Hills + Vaseux Lake)

Land Area	1,076 hectares
Estimated Population	Approximately 2,500
Local Road Length	39.69 km
Infrastructure	• Okanagan Falls sewer service • Okanagan Falls Irrigation District water service • Sun Valley RDOS water service • Rolling Hills Improvement District water service • Vaseux Lake Improvement District water service
Total Assessment	$844 million
Growth Potential	Includes primary growth area identified in the Regional Growth Strategy, and the Official Community Plan. Vacant and under-developed sites provide opportunity for additional growth. Vaseux Lake has no additional growth potential.
Environment	Majority of lands are not identified as Hillside/Steep Slope development permit areas. Some environmentally sensitive and important ecosystem lands, including all of the Vaseux Lake area.

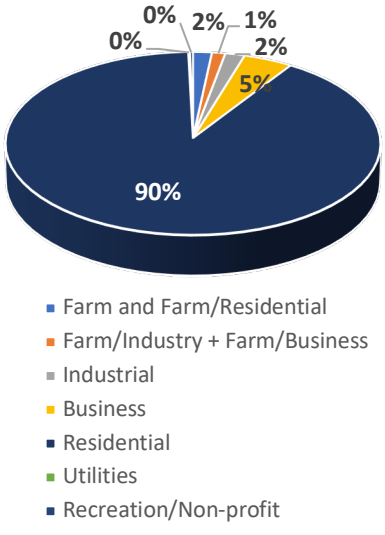
Assessment by Property Class



OPTION D (Okanagan Falls, Sun Valley, Rolling Hills + Eastside Rd North & South + Vaseux Lake)

Land Area	1,457 hectares
Estimated Population	Approximately 3,500
Local Road Length	58.45 km
Infrastructure	• Okanagan Falls sewer service • Okanagan Falls Irrigation District water service • Sun Valley RDOS water service • Rolling Hills Improvement District water service • Skaha Estates Improvement District • Lakeshore Waterworks (private utility) • Vintage Views sewer (private utility) • Vaseux Lake Improvement District water service
Total Assessment	$1,435 million ($1.435 billion)
Growth Potential	Includes primary and secondary growth areas identified in the Regional Growth Strategy, and the Official Community Plan. Vacant and under-developed sites provide opportunity for additional growth. Vaseux Lake has no additional growth potential.
Environment	Much of the Eastside N. and S. lands are identified as Hillside/Steep Slope development permit areas. Some areas along Eastside Road North are noted as a geologic hazard area, with hazard of materials slumping or sliding. Some environmentally sensitive and important ecosystem lands, including all of the Vaseux Lake area.

Assessment by Property Class



Electoral Area "D" Service & Boundary Configuration Study
Boundary Options Survey

Welcome to the boundary options survey! This survey is intended to gather feedback regarding possible boundary configurations in the event that a future Incorporation Study (i.e. the next step in the phased incorporation process) is initiated by the province to study the impacts of a portion of Electoral Area "D" incorporating as a municipality. One survey can be filled out by each resident.

Prior to completing the survey, you may want to review some of the background materials prepared as part of this study, which are available online at www.rdosregionalconnections.ca, including:

- Boundary Considerations Insights Paper (overview of boundary criteria)
- Boundary Options Overview (overview of the options included in the survey)
- Boundary Options Analysis (details of the boundary criteria and options analysis)
- Incorporation Study Process Insights Paper (overview of the Incorporation Study Process)

Please note that the options in the survey are based on the initial technical analysis and may not reflect the final boundary that is determined and recommended by the Committee, which will be informed by community input shared through the survey.

***** This survey is also available online. If would like to complete this survey online, you can find the link to the survey on the RDOS regional connections website (insert link from RDOS)*** **Please fill out one survey per person (either online or hard copy).**

What is an Incorporation Study?
For additional context, an Incorporation Study is a detailed analysis of the impacts to services and governance, including the cost and property tax implications, of a change in governance from the current model (regional district electoral area) to a municipality based on a specific boundary. If an Incorporation Study is recommended as the next step, the study would provide the comparative analysis of the status quo vs. incorporation as a municipality. At the conclusion of an Incorporation Study, the Committee that leads the study recommends whether to hold a referendum. If that referendum proceeds, then residents within the Incorporation Study Area have the opportunity to vote whether they want to incorporate as a municipality or not. The referendum results dictate whether the community (based on the specific boundary proposed) incorporates.

Those who do not live or own property within the Incorporation Study Area boundary will not be included in any incorporation, and would therefore not have the opportunity to vote yes or no in any referendum on incorporation. Identifying an Incorporation Study Area boundary is therefore an important initial step.

For further background on criteria used to determine boundaries, or information about incorporation studies, please refer to the backgrounder papers on Incorporation Studies, and Boundary Considerations available at **rdosregionalconnections.ca.**

Where do I submit a hard copy?
If you prefer to fill out the hard copy of the survey (rather than filling it out online), hard copies are available, and can be dropped off at:

- RDOS Okanagan Falls Community Service office – #1 5350 - 9th Avenue, Okanagan Falls
- RDOS Penticton office – 101 Martin Street, Penticton

Surveys can also be submitted via mail to:

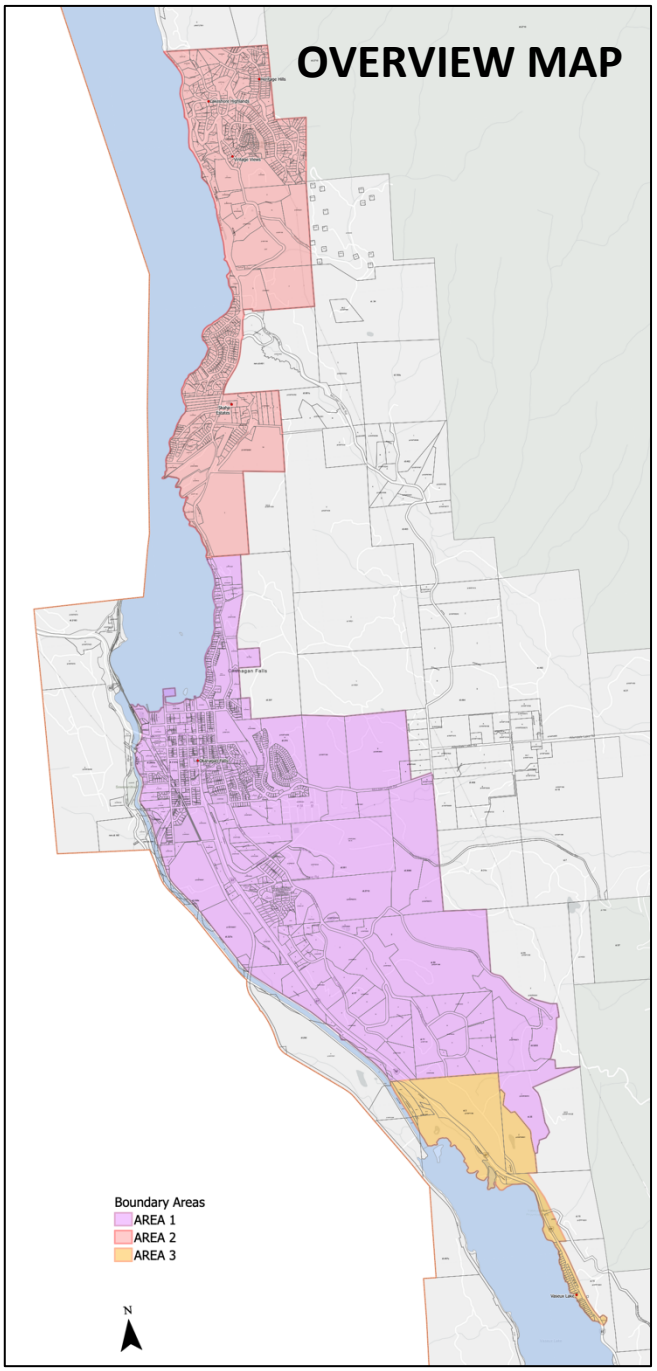
RDOS
c/o Christy Malden
101 Martin Street
Penticton, BC V2A 5J9

1. Which area below best describes where you live and/or own property:

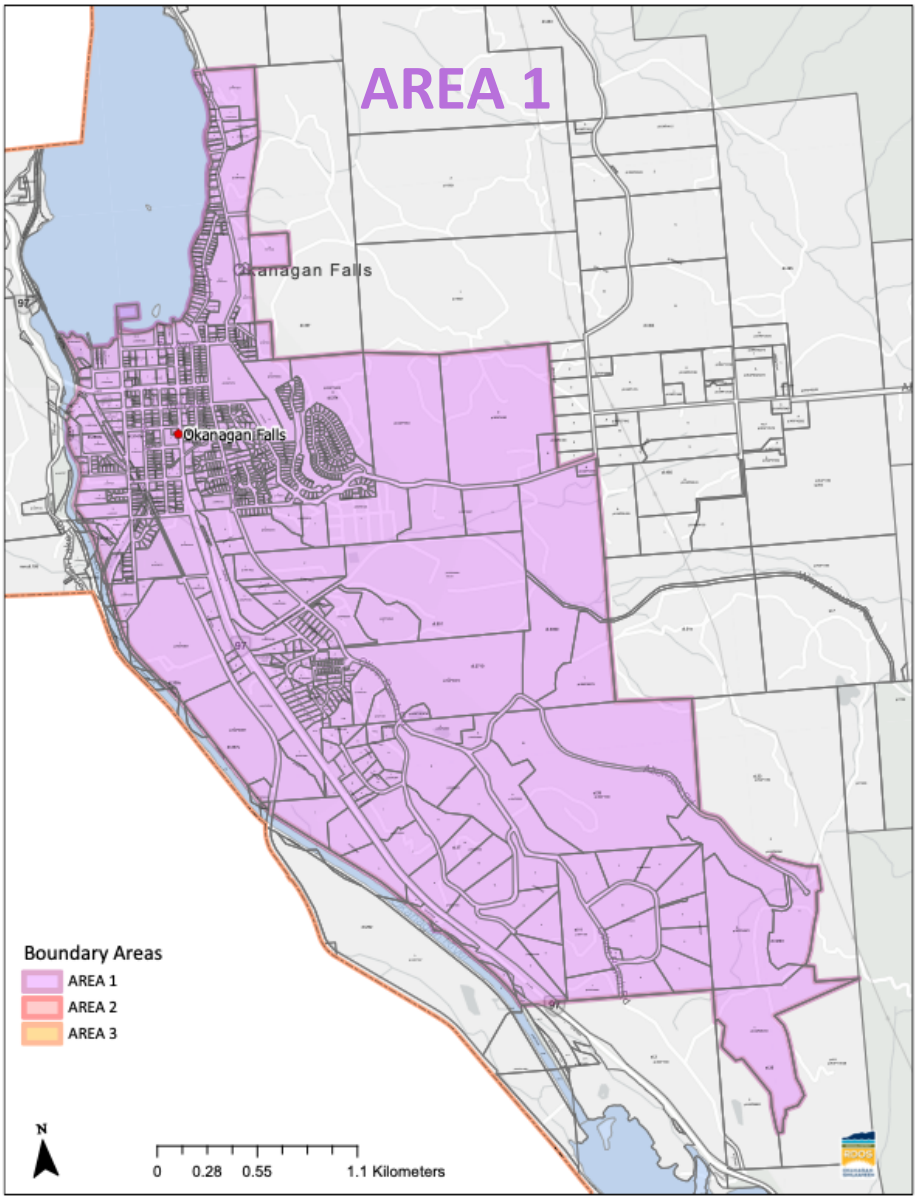
- ☐ Lakeshore Highlands
- ☐ Heritage Hills
- ☐ Vintage Views
- ☐ Parsons Road
- ☐ Matheson Road
- ☐ Eastside Road (North of Skaha Estates)
- ☐ Skaha Estates
- ☐ Eastside Road (South of Skaha Estates)
- ☐ 3000 – 3999 McLean Creek Road
- ☐ 4000 – 4600 McLean Creek Road
- ☐ Allendale Lake Road/Chapman Road
- ☐ Rolling Hills
- ☐ Sun Valley
- ☐ Allendale Road
- ☐ Vaseux Lake
- ☐ Saliken Road
- ☐ Upper Carmi
- ☐ Okanagan Falls
- ☐ Green Lake Road
- ☐ Old Kaleden Road or Highway 97 (west of the River)
- ☐ Other _____

2. Please share your feedback on each of the options presented, regardless of whether your property is included in that (or any) option. Each of the four options (A, B, C, and D) are comprised of a combination of three areas (Areas 1, 2 and 3) shown on the overview map here. More detailed maps have been included to illustrate the proposed Incorporation Study Area under each of the options.

   After reviewing the survey, if you are unsure whether your property is included within the boundary options, you can also use the RDOS interactive map provided online. To use the interactive map you can either "click" on your property location, or enter in the property address, and the map will confirm whether the property is included within, or is outside of the boundary.
   (INSERT LINK PROVIDED BY RDOS)
   (Please Note: A draft of your answers will be saved until you complete the survey and press "submit")
   ** to be confirmed by RDOS, and wording entered into the online version only



a) OPTION A (this proposed Incorporation Study Area includes **AREA 1** shown below)



i) I live in and/or own property within this incorporation study boundary option

- ☐ Yes
- ☐ No

ii) I like this boundary because:

_____

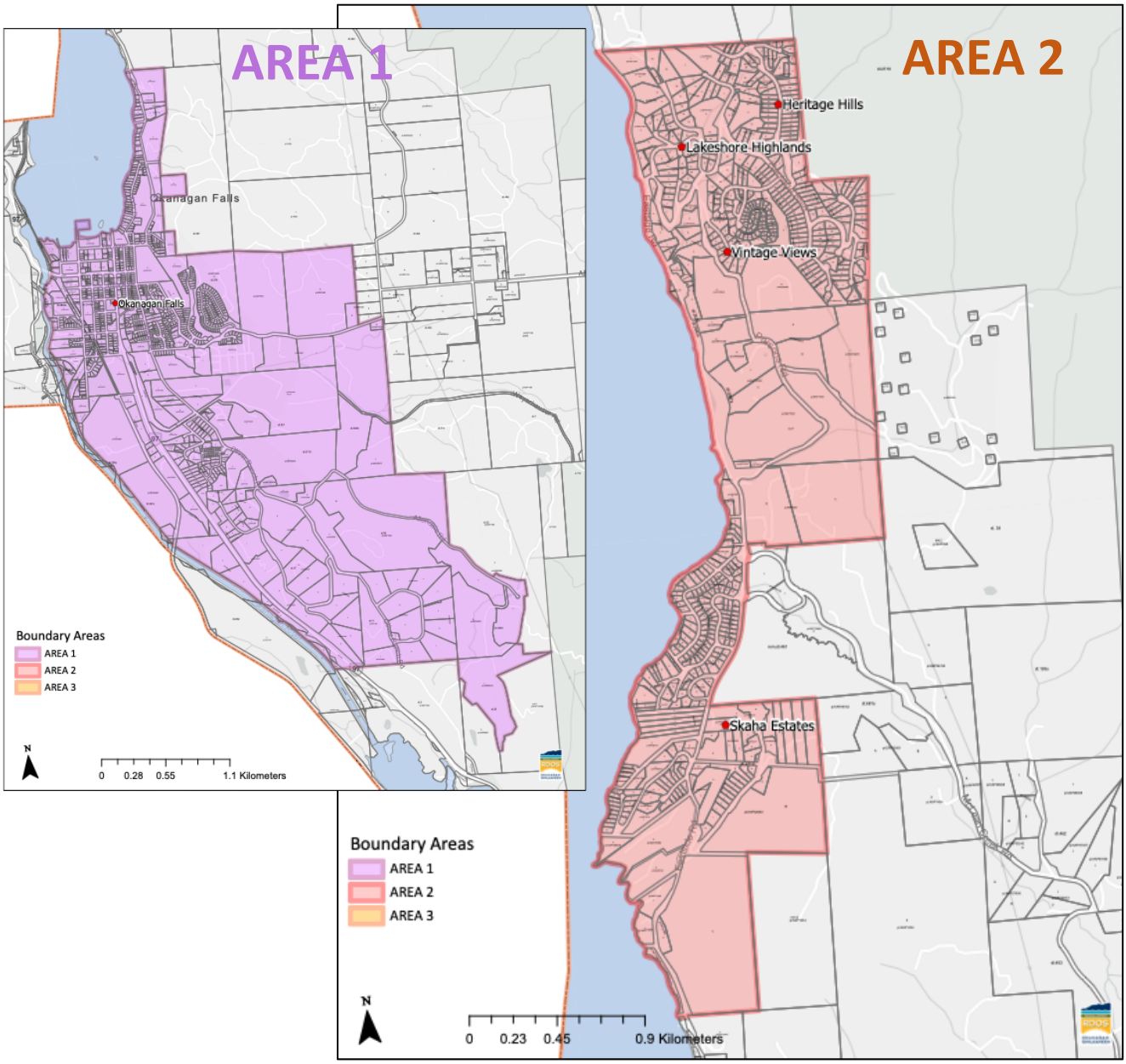
_____

iii) My concerns with this option include:

_____

_____

b) OPTION B (this incorporation study area boundary includes both **AREA 1** from the previous option + **AREA 2** shown below)



i) I live in and/or own property within this incorporation study boundary option

- ☐ Yes
- ☐ No

ii) I like this boundary because

_____

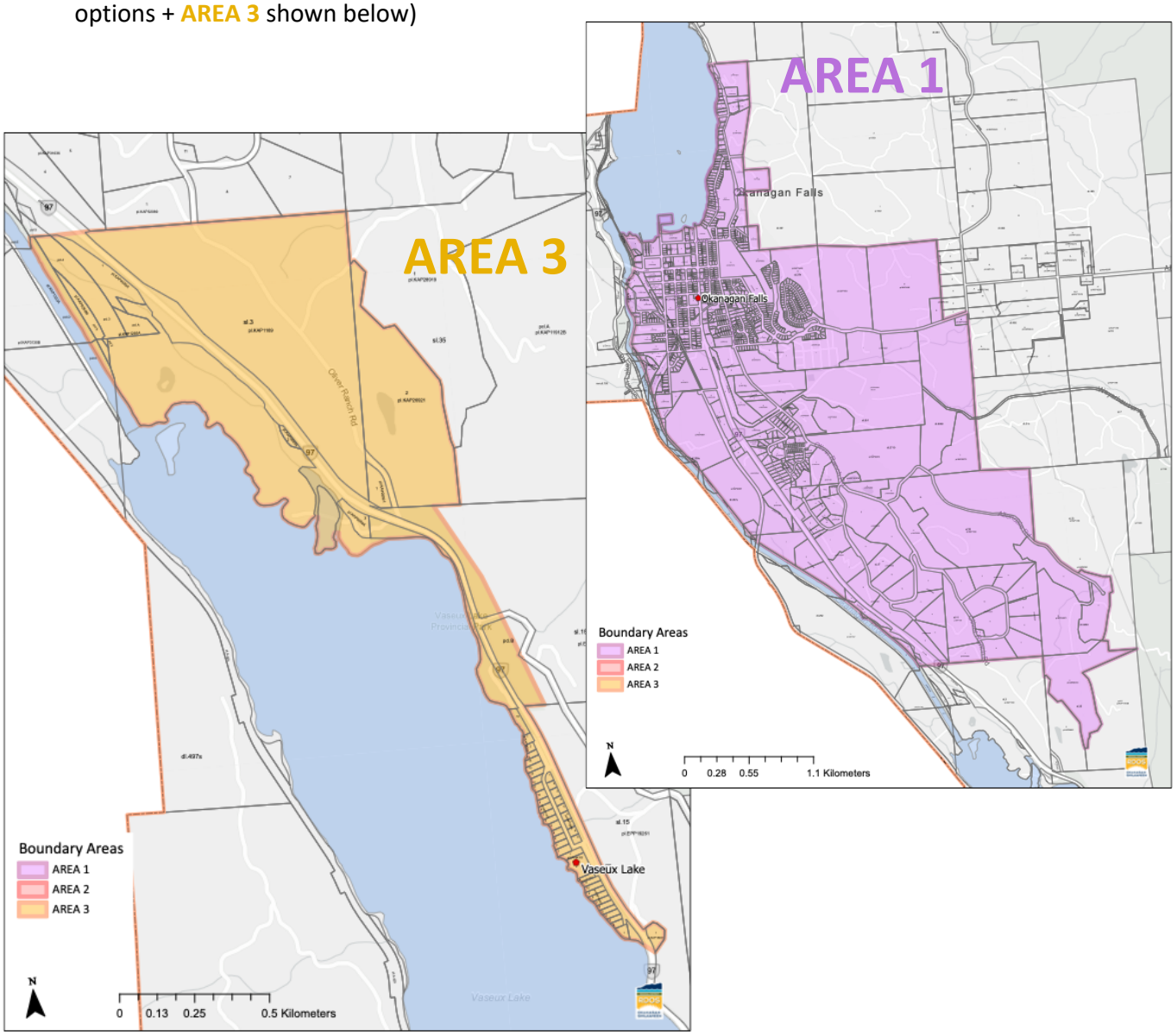
_____

iii) My concerns with this option include

_____

_____

c) OPTION C (this incorporation study area boundary includes both **AREA 1** from the previous options + **AREA 3** shown below)



i) I live in and/or own property within this incorporation study boundary option

- ☐ Yes
- ☐ No

ii) I like this boundary because

_____

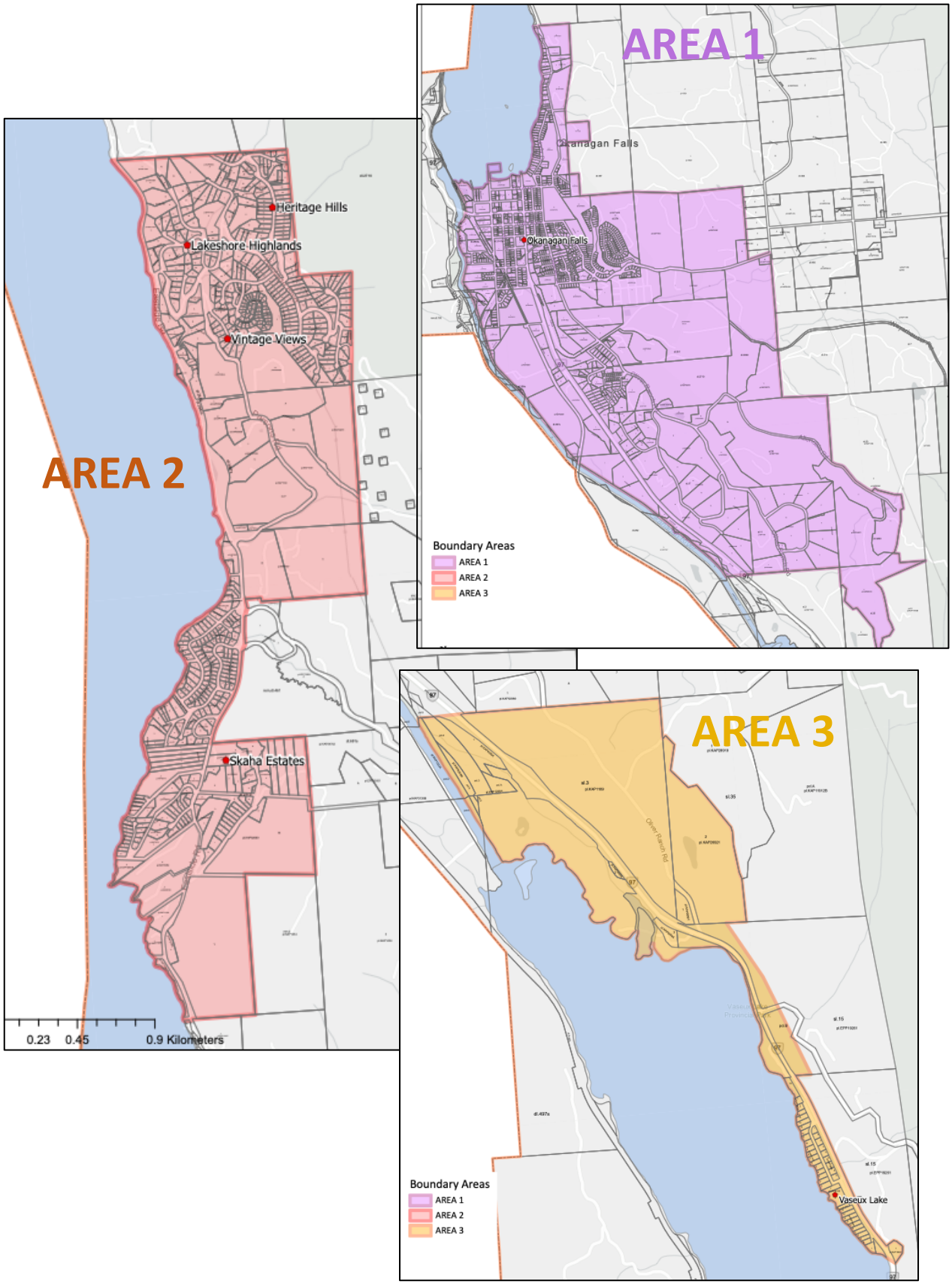
_____

iii) My concerns with this option include

_____

_____

d) OPTION D (this incorporation study area boundary includes all three areas – **AREA 1** from the previous options, as well as both **AREA 2** and **AREA 3** shown in the maps below)



i) I live in and/or own property within this incorporation study boundary option
   - ☐ Yes
   - ☐ No

ii) I like this boundary because

_____

_____

iii) My concerns with this option include

_____

_____

3. Please rank the following Options from 1 to 5, in your order of preference, with 1 being your most preferred option:

___ An Incorporation Study based on Option A (Area 1)

___ An Incorporation Study based on Option B (Area 1 + Area 2)

___ An Incorporation Study based on Option C (Area 1 + Area 3)

___ An Incorporation Study based on Option D (Area 1 + Area 2 + Area 3)

___ I would prefer that an Incorporation Study **not** proceed

4. Please share reasons why you ranked the options in that order in Question 3.

_____

_____

5. If your property was not included in any of the Options, and is outside of all four Boundary Options, please indicate the following:

   - ☐ I live in an area that borders at least one of the proposed boundary options, and would like to be included within an Incorporation Study Area
   - ☐ I live in an area that does not border any of the proposed boundary options, but I would like to be included within an Incorporation Study Area
   - ☐ I am happy to be outside of the proposed Incorporation Study Area options

6. If you indicated in Question 5 that you would like to be included within an Incorporation Study Area, please note any reasons why your property/neighbourhood should be included.

_____

_____

7. Other comments:

_____

_____

Thank you for your feedback!

From: **Matt Taylor** m-taylor403@shaw.ca
Subject: BOUNDARY: Okanagan Falls Incorporation Proposal
Date: May 9, 2022 at 5:05 PM
To: Kelvin Hall va7kph@shaw.ca
Cc: Ronald Obirek rjobirek@icloud.com, Ron Obirek robirek@rdos.bc.ca, Sherry Hurst shurst@leftside.ca, Allan Neilson aneilson@neilsonstrategies.ca



Hello Kelvin

Please see the response below to your earlier email, prepared after discussion at the last committee meeting. This and responses to other emails received are being prepared by the consultants.

On a personal note I am very sorry to read and hear of your feelings of exclusion, anger and frustration. Very sorry.

I really do feel that the points you raise will be taken into consideration through the survey process just ahead of us. That's the intended purpose of the survey.

Accordingly I encourage you -- and others on all sides of the discussion — to participate in the upcoming survey as that is the mechanism intended to collect the feedback that will drive decisions regarding: adjustments to the boundary edges; and the recommended boundary option.

I'd welcome the opportunity to talk further...

Regards, Matt

Hi Matt,

Thank you for forwarding Mr. Hall's email. We would like to share our response below to ensure Mr. Hall knows his feedback is valued, has been heard by and shared with the Committee, and will be considered by the Committee together with feedback collected from all interested residents.

Mr. Hall,
Thank you for taking the time to share the context regarding your community and your feedback. Please be assured that there was and is no intention to dismiss your concerns or approach. On the contrary your interest and willingness to be part of a subsequent incorporation study is exactly the type of feedback the Committee is hoping to learn from residents particularly as we proceed forward with the survey. Your correspondence was circulated to and shared with the RDOS, and all Committee members.

The Committee's meeting this past week was intended to provide the Committee with more information on the technical analysis that has been done thus far in preparation for the community engagement through the survey. As communicated, we are at the phase which looks at the criteria previously shared with the Committee from a technical perspective. The meeting also provided some additional materials and information on the criteria used for the first cut of boundaries that, once the Committee is satisfied, will then be mailed out to all Area "D" residents so that everyone can share their perspectives.

The survey is the next step in the process and is intended as the opportunity for the Committee to hear perspectives and opinions from you, your neighbours and all Area "D" residents on the technical analysis to date and resulting 'draft' boundary options arising from that analysis. Once the Committee hears from residents through the survey they will consider a) what boundary they would like to recommend and b) what amendments to the boundary edges they would like to make based on community feedback. These decisions can only be made once the community has a chance to share their perspectives and opinions, and we want to allow everyone time to review and comment on the "draft" options arising from technical assessment (through the survey) before the Committee makes changes to reflect community preferences.

This is the process that was outlined in the Consultant's proposal that was both accepted and later endorsed by the Committee at the outset of the study. The survey and overview materials will be mailed to every Area "D" resident and allow the Committee to hear from all residents and evaluate whether changes are warranted based on community feedback from all residents at one time. The survey will enable the Committee to collect and consider all feedback together,

and provide an opportunity to all residents to be heard by the Committee.

We thank you for sharing your input directly and ask for your patience as the study advances to the stage where the Committee will consider all residents' feedback before modifying the 'draft' options that arose from technical analysis, and determining and recommending a boundary to the RDOS Board.

Sincerely,
Sherry Hurst, M.Pl., MCIP, RPP
Leftside Partners Inc.

> On Apr 29, 2022, at 8:01 AM, Matt Taylor <m-taylor403@shaw.ca> wrote:
>
> Kelvin, this will be going to the committee, together with other emails I've received. I really appreciate you taking the time to put this in writing, and I'm really sorry to hear your feelings regarding your interaction with the consultants. I'm thinking you want this to go to committee and it will. From there, we will determine a response.
> Sincerely
> Matt
>
> > On Apr 28, 2022, at 8:52 AM, Kelvin Hall <va7kph@shaw.ca> wrote:
> >
> > Matt
> >
> > Further to my email of April 15, 2022 I have been in touch with families on and adjacent to McLean Creek Road and have the following points that need to be considered:
> >
> > There are closer ties between McLean Creek Road properties/families and Okanagan Falls than between Heritage Hills, Upper Carmi, Vaseux Lake and Okanagan Falls. Most people from Heritage Hills and Upper Carmi go to Penticton as it's closer while people on McLean Creek Road travel through Okanagan Falls and shop in the Falls.
> >
> > Look at the history of the Thomas and McLean families with Okanagan Falls. These were/are the families that are at the heart of Okanagan Falls.
> >
> > McLean Creek Road properties do not require municipal type services as most are on private wells and septic systems. However, we would like to have the ability to direct any issues to a local government rather than a Regional District government. For us this would be more effective and efficient.
> >
> > Farm land vs Vineyards – both are under ALC, so no significant differences as to property taxes. A number of properties are in the process of replacing their current crops with grape vines. Both contribute to the greater community.
> >
> > The Consultants were very dismissive when I approached them. They gave me the sense that I was more of a bother and did not know what their scope of work was. Having retired from the Federal Government after 30 years of service and having managed or been involved in RFPs for community plans or major construction projects I found their attitude unacceptable.
> >
> > Numerous people living on McLean Creek Road have contributed to Okanagan Falls as members of the local fire department, school committees, parks and recreation groups as well as various community programs and events. Children of families in the area have attended the local elementary school and consider themselves a part of Okanagan Falls. To exclude these people from the process is a slap in the face after everything they have given to Okanagan Falls.
> >
> > On the RDOS web site the Electoral Area D Service & Boundary Configuration Study does not mention or include McLean Creek Road and area in ANY of the meetings, I would like to know WHY?
> >
> > Regards
> >
> > Kelvin Hall
> >
> > Cell: 250 462-8376
> > E-mail: va7kph@shaw.ca
> >
> > Sent from my iPad Pro