



**REGIONAL DISTRICT OF NORTH OKANAGAN**  
**REGIONAL GROWTH STRATEGY**  
*"One Region, One Future"*

# Literature Review: Regional Planning Policy

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## Executive Summary

Over the last 35 years, much planning work has been undertaken by provincial ministries, the Regional District of North Okanagan and municipal governments. Many of the reports and plans that have been developed and implemented attempt to address the eight identified growth issues identified during the Regional Growth Strategy process, which are Economic Development, Agriculture and the Food System, Governance and Service Delivery, Transportation and Infrastructure, Environment and Natural Lands, Urban Containment, Affordable Housing and Water Stewardship. Many of the recommendations, policies and findings are relevant during the exploration of policy options to address these eight growth issues.

Over the past two decades, issues of growth and growth management have driven planning in many urban and rural areas. While these issues will continue to frame community concerns, they are being increasingly supplemented by the questions of change and change management. The literature review will examine and summarize growth management policies and actions that have been developed within the North Okanagan, with emphasis on Official Community Plans and Regional documents.

The planning literature included in this report is a brief synopsis of the work that has been undertaken in the North Okanagan. The recommendations and finding that have been summarized will assist in the development of growth issue policy recommendations and provides a basis for discussion during the development of the Regional Growth Strategy.

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## Regional Planning Profile: Literature Review

### 1.0 Summary

The Regional District (RD) of North Okanagan, covering an area of 787,190 hectares, is comprised of six incorporated municipalities (the Cities of Armstrong, Enderby, and Vernon; District of Coldstream; Village of Lumby; Township of Spallumcheen), five electoral areas (B, C, D, E, and F) and two First Nations (Okanagan Indian Band and Spltasin Nation). The main economic drivers of the region are agriculture, forestry and tourism. Some of the more recent population growth can be attributed to economic development, amenity migration and investment in the area, particularly in the retail, commercial and manufacturing industries.

Over the past two decades, issues of growth and growth management have driven planning in many urban and rural areas. While these issues will continue to frame community concerns, they are being increasingly supplemented by the questions of change and change management. The literature review will examine and summarize growth management policies and actions that have been developed within the North Okanagan, with emphasis on Official Community Plans and Regional documents.

The growth challenges, future vision, and policy direction of the North Okanagan are reflected in the current and past policies, initiatives, and plans of local government in the North Okanagan. The Regional Growth Strategy will be informed by the initiatives and commitments that have been developed in the past and will address gaps in growth management policy. The local government policy literature review will provide a summary of policy initiatives and action that will have been developed over the last 35 years, with emphasis on current strengths, weakness, and policies gaps. The goals of this literature review are:

Goal 1: Develop a comprehensive comparative summary of current policy commitments of all local government Official Community Plans, examining policy similarities, differences, and gaps.

Goal 2: Summarize the historical evolution of growth management policy direction, exploring growth issues responses embodied within local government policies and actions.

Goal 3: Identify inter-Regional, Regional, municipal and electoral area policy directions over the last 35 years, with emphasis on growth management policy tools and commitments.

Goal 4: Summarize the planning recommendations directly related to the growth issues.

### 2.0 Introduction to Planning in the North Okanagan

The Regional District of North Okanagan has initiated the Regional Growth Strategy (RGS) process in 2007 and is currently in transition between Phase I and Phase II of the Project. The RGS will involve the cooperation and coordination of the Region's six (6) member municipalities, which include the City of Vernon, District of Coldstream, Village of Lumby, City of Enderby, City of Armstrong, and Township of Spallumcheen, and the five (5) Electoral Areas (B, C, D, E and F) and two First Nations (Okanagan Indian Band and Spltasin Nation).

This literature review summarizes past and current planning documents and initiatives that may influence planning for regional growth management. The plans identified and the their summary will be confined to

a review of Official Community Plans and initiatives, plans, and strategies that influence the major growth issues identified within the Regional Growth Strategy Terms of Reference.

As a literature review, the content herein was gleaned from the literature and does not represent the opinions of the report authors. The reports listed in the bibliography were, by and large, prepared by or for local, regional and senior governments and thus reflect the thoughts and opinions expressed by local stakeholders, local, regional and provincial governments and community leaders.

This review is essentially a summary of the past and current planning work that has been undertaken in the North Okanagan, with a focus on the eight growth issues (economic development, affordable housing, environmental effects of growth, water stewardship, urban containment, transportation and infrastructure, and governance and service delivery and agriculture and food systems). It should not be viewed as a comprehensive catalogue of all planning documents, topics and possible discussion points. It is intended for use as a background report or discussion paper to generate discussion on the key growth issues affecting the Regional Growth Strategy.

## 2.1 Background

The entire Okanagan Valley is experienced times of rapid development and with it, rapid increases in the costs of living, pressures to convert farmland to other uses, and replacement of important habitat with urban, rural and resort development. The pace and form of recent growth has increased pressure on the limited land base in the valley bottoms, on hillsides, along watercourses and around lakes. While growth is necessary for communities, if undirected, it also can have several negative impacts such as fragmentation of critical ecosystems for native species, visual quality impacts, and pressure on water supplies, increasing land use conflicts, increased reliance on imported food supplies, costly extension of infrastructure, increased reliability on fossil fuels, increased greenhouse gas emissions and decreased air quality. This is not just a North Okanagan problem but one shared by many regions in British Columbia. The following is an excerpt from the Regional Growth Strategy from the Regional District of Nanaimo:

*“Population growth projected for the region will undermine the very attributes of the region that residents value if growth patterns are accommodated through continued urban expansion into farms, forests and countryside.”*

The same warnings apply to the Okanagan. While the local impacts of development are obvious to residents, there are also larger, more global factors that contribute to the challenges in the North Okanagan. Complicating the consequences of these challenges is the uncertainty around the long term impacts of climate change and its consequences on forest and agricultural production, impacts to water quality and quantity, looming energy supply challenges, housing affordability, challenges of an aging workforce, and access to health care. The cumulative impact of these matters will have serious consequences on the quality of life in this region if not proactively addressed through some strategic level policy initiatives that transcend local administrative boundaries.

These growth issues are still a major concern today, with a continuation of the same trends identified 15 years ago in *“Charting a Course for the Okanagan: A review of the Issues and Actions”* (Westland Resource Group 1993). The aging population, a shifting economy, environmental degradation associated with population growth, traffic congestion, and stress of local and regional services has continued to challenge the Region. The Regional Growth Strategy will address the historic growth issue trends, as well as the

newly emerging issues and concerns of a growing Region. A literature review of past and current planning documents, policies, and plans will provide a framework in which to begin the discussion on appropriate growth issues goals, objectives, strategies and policies.

## 2.2 Historical Context of Regional Growth Strategies in British Columbia

In 1965, the British Columbia government moved away from the informal, advisory, inter-municipal planning approach and introduced the concept of regional districts. The provincial government wanted the regional district framework to be applicable to urban, rural, and unincorporated areas, with two purposes in mind. First, the province wanted to provide the rural areas of the province with local government structures. Until the creation of regional districts, approximately 99% of the provincial land base remained municipally unorganized, resulting in service provision through the designation of special district, municipal incorporation, or direct provincial provision (Hodge and Robinson 2002). Regional districts provided a flexible form of local government that provided services to unincorporated areas and small municipalities. As well, regional districts were seen as an alternative to metropolitan government or special purpose authorities in areas of the province that were experiencing rapid urbanization across multiple adjacent local jurisdictions, without setting up another layer of government (Hodge and Robinson 2002). Regional districts were intended to be a parallel government structure, alongside municipalities.

When regional districts were created in 1965, the provincial government provided a mandate for a single major activity, the general planning for the development of the region, with the Regional Board approving settlement plans and general regional plans for areas outside municipal jurisdiction. Municipalities continued to prepare their own Official Community Plans, although now these plans must be consistent with the general regional district plan. General regional district planning came to an end in 1983, with the adoption of the provincial *Municipal Amendment Act*, with the regional districts concentrating on service provision without a land use planning function. In the late 1980s, legislation was introduced which updated the regional district legislation. It solidified and streamlined the servicing role of regional districts and introduced amendments that allowed more autonomy and flexibility, but it did not address the subject of regional planning.

Provincial and local government concerns, during the late 1980s and early 1990s, regarding continued population growth impacts within the Okanagan Basin, Vancouver Island, and the Lower Mainland resulted in the exploration of reincorporating the general regional planning function into regional districts (Cityspaces 1994). The enactment of the *Growth Strategies Act* in 1995 and incorporation into the *Municipal Act* provided the authority for regional districts to undertake growth management strategies. Three new inter-related planning tools were made available to address regional growth issues in an integrated way, including:

- Regional Growth Strategy is a regional vision that commits affected municipalities and regional districts to a course of action to meet common social, economic and environmental objectives. It is initiated and adopted by a regional district and referred to all affected local governments for acceptance.

- Regional Context Statement forms a portion of a municipality's official community plan (OCP) that sets out the relationship between the regional growth strategy and the municipality's plan. This statement is prepared by the municipality and referred to the regional district for acceptance.
- Implementation Agreement is a partnership agreement between a regional district and other levels of government, their agencies or other bodies which spells out the details of how certain aspects of a regional growth strategy would be implemented. (Government of British Columbia 1998)

The *Growth Strategies Amendment Act*, now Part 25 of the *Local Government Act*, responded to rapid growth by providing a framework for interactive planning. It established a system that relies on a cooperative process, rather than a formal hierarchy of plans. It made it possible for municipalities and regional districts to prepare a regional growth strategy as equal partners, and for local governments and the provincial government to tackle the real regional issues related to changes in population.

### 3.0 Inter-Regional and Regional Planning: A General Overview

#### 3.1 Charting a Course for the Okanagan

The major concerns and growth issues that are expressed currently have been identified in the past (Westland Resource Group 1993). A survey of municipal, regional, and First Nations governments, as well as non-government organizations, was conducted to identify the most pressing growth issues and concerns facing the North Okanagan in the early 1990s. Many of the issues identified are still considered problematic today. The issues that *Charting a Course for the Okanagan* (Westland Resource Group 1993) examined included:

*Environmental Issues:* Protection of natural features and landscape amenities, water quality, quantity, and availability, industrial pollution, air quality, and waste management.

*Population and Housing Issues:* Affordable housing, protection of agricultural lands, servicing costs, rental housing shortages, and the need for urban growth management to avoid sprawl.

*Transportation Issues:* Need for improved transit service, improvement of the local and regional road networks, need for alternative transportation facilities.

*Social and Economic Issues:* Need for a diversified economic base, more industrial lands, focus on tourism and light manufacturing, addressing unemployment, underemployment, and the need for higher wage employment, local government involvement in economic development, better support for social services and programs, and safety concerns.

Most of the issues identified in *Charting a Course for the Okanagan: a Review of Issues and Actions* (Westland Resources Group 1993) required valley-wide collaboration identified in a workshop session at a Council of Council's Technical Seminar held in January 1994 and attended by 85 elected officials representing local governments throughout the Okanagan. The recommendations that resulted from this seminar session were (CCO 1994):

1. Coordination of effort by the three regional districts of the Okanagan;
2. Resolving provincial, local and regional government conflicts on funding priorities;
3. Preparing regional guidelines for the issues identified that could be applied to local governments;
4. Developing protocols for dealing with inter-jurisdictional land use issues;
5. Managing environmental impacts including waste, water and air;
6. Protecting watersheds;
7. Increasing employment;
8. Managing water supply, quality, allocation, conservation and quantity;
9. Resolving transportation issues;
10. Achieving environmental sustainability;
11. Identifying population thresholds and distribution;
12. Financing growth to ensure that development pays for itself; and
13. Maintaining a balance between the needs of people and the needs of the environment.

### **3.2 Interagency Relationships**

A primary goal of the Regional Growth Strategy is the creation of an overarching policy framework that coordinates local government planning at the regional level. The Strategy is not intended to be a regional land use plan but is in fact a coordination of local plans and, as such, is entirely predicated on effective intergovernmental communications and cooperation. In BC, the historical context of municipal governance has been inward looking but growth, expansion and development have brought communities in many regions much closer to each other and, inevitably, into areas of conflict that affect how they govern. In the North Okanagan, the planning literature has identified many instances where cross-jurisdictional concerns, including the coordination of OCPs, economic development planning, access to infrastructure and land use planning, are affecting the planning context. Examples of problems that may arise due to a lack of inter-community planning relationships include:

- Development cost charges still differ widely between areas and likely do not fully account for cost recovery. They may be unintentionally acting as a form of subsidy to business, or perhaps a disincentive in some cases.
- Land use classifications differ, making comparisons between sub-regions difficult.
- Several recent transportation studies have noted provincial highways planning can be seriously impeded by inadequate coordination of municipal road networks.
- There are redundancies, overlaps and cost inefficiencies stemming from a lack of shared services and service planning.

The provincial *Land and Resource Management Plan* (LRMP) process that transpired in the Okanagan Valley in the mid 1990s was a foreshadow of the challenges now being encountered within settlement areas as they grow larger and put increasing pressure on the land and resource base. The LRMP was the first attempt at a coordinated higher level land use plan for the Crown land base. It forced land use managers within resource ministries to recognize resource uses, users and values outside of their historical purview. The fragmentation of responsibilities among provincial agencies means partnerships are crucial to success of any overarching goal, strategy, and program or service. Similarly, municipal planners are now being challenged to take direction from the provincial land use plan while simultaneously linking their own plans with those from neighbouring municipalities. This makes for a much more complex environment where functional coordination amongst municipalities is a key to a successful planning process. One of the major

objectives of the Okanagan LRMP is to promote consistency among strategic level planning, provincial agency operational planning, and local government plans in order to reduce conflict. The purpose for establishing them in the LRMP is to ensure continuity of the process even though organizations and their mandates may change from time to time. The Intergovernmental Advisory Committee established under regional growth management legislation is simply recognition of the importance of ongoing regional organization. Other areas of land and resource management (e.g. the OSLRMP Process Advisory Committee, Okanagan Water Stewardship Council) have similar rationales. The potential role of inter-agency partnerships goes beyond land use.

### 3.3 Regional Planning Initiatives

The Regional District of North Okanagan has developed several regional land use plans since 1965, although the requirement for regional plans was eliminated in 1983, along with powers for region-wide land use planning, until the introduction of the *Growth Strategies Statutes Amendment Act* in 1995 (Beck 1995) which enabled regional districts to play a more important role in comprehensive land use planning.

The Regional District of North Okanagan undertook the development of a *Regional Plan* in March 1972 and prepared a revision of that Plan in 1976. The revision was in response to the designation of the Agricultural Land Reserve in 1974 and a re-evaluation of land use after a four-year period. The 1976 Plan (Regional District of North Okanagan 1976) provides a land use strategy for a 5 year period and has the same elements as an Official Community Plan, with the designation of future residential, commercial, industrial and rural land uses. The purpose of these Regional Plans was to provide economic development direction, maintain and enhance quality of life, and retain the value of land during development. The 1976 Regional Plan was rescinded in 1983 when the requirement for regional plans was removed. The need to address regional issues was still there, and these issues became more pressing with continued population growth in both the Shuswap and Okanagan Basins.

The Regional District also undertook two sub-regional planning studies as part of their regional planning commitments, in addition to the Regional Plans of 1972 and 1976. The *Shuswap River Study*, completed in 1975 (RDNO 1975) was the first comprehensive examination of the Regional District outside of the Greater Vernon Area. This study explored the economic, environmental and social issues that were resulting from moderate population growth and the enactment, through an Order of Council in 1974, of the Agricultural Land Reserve. The key regional recommendations that were developed responded to the key concerns of residents, specifically the preservation of environmental features and the enhancement of social, recreational, and environmental amenities (RDNO 1975). The recommendations that resulted were:

1. Growth that is economically, socially, and environmentally responsible so that a high quality of life is maintained;
2. Preservation of agricultural lands;
3. Conservation and preservation of environmentally sensitive lands;
4. Prevent riverbank development to preserve to economic, environmental, aesthetic, and social attributes of the Shuswap River;
5. Reduction of water pollution;
6. Provide recreational lands and opportunities; and
7. Transportation planning must consider the environmental attributes of the land.

The *Vernon Sub-region Perspective on Land Use Study* (Maguire 1978) was undertaken to determine the impacts and effects of Agricultural Land Reserve designation on the development pattern of Greater Vernon, as well as the impact of growth on recreation, environment, and aesthetics. The expanding footprint of the urban landscape within the Greater Vernon areas were becoming a concern by 1975 and land use conflicts along the urban-rural fringe were increasing. The report suggested that to reduce land use conflicts and provide a more sustainable development pattern, efforts should be made to:

1. Limit hobby farms and small (under 10 acre) farm holdings;
2. Determine the relationship between rural and urban transportation to create a regional road network;
3. Determine the role of urban residential development in producing land use, social, and functional conflicts;
4. Alternate construction, landscaping and subdivision techniques which promote efficient land use;
5. Determine the effects of expanding fringe and urban area; and
6. Explore the practicality of encouraging or allowing low density residential development instead of high density nodal development (Maguire 1978).

The Study concluded that the Agricultural Land Reserve had a positive influence in containing urban sprawl and reducing the outward expansion of low-density residential development, although orchard lands were continuing to disappear. The only recommendation was “in light of previous land use trends, that additional caution be exercised and that land use monitoring take place in order to further strengthen land use efficiencies in the area. Caution must be exercised in allowing urban related development, both in agricultural and non-agricultural zones, due to the area’s unique environmental capacities and because of natural constraints upon the use of land.”

The recommendations that resulted from the *Charting a Course for the Okanagan* seminar session, mentioned earlier, lead to the development of the *Greater Vernon Settlement Strategy* (UMA 1996) to address growth management issues within Vernon, Coldstream, and Electoral Areas ‘B’ and ‘C’. The Plan outlined short to medium-range growth management objectives for these communities with a projected population of 140,000 within the current land use plans. During consultation sessions, residents of Greater Vernon area emphasized three key growth issues that were to be addressed in this Plan (UMA 1996):

1. Long-term development should consider the preservation of agricultural lands;
2. Preserve and protect environmentally sensitive areas and develop an integrated system of regional parks and trails; and
3. Manage rapid population growth.

The recommendations that were provided in these studies to resolve the identified growth issues were:

1. To undertake an environmental inventory of the eastern section of Coldstream;
2. To establish guidelines for environmentally sensitive areas;
3. To develop a transportation plan for Greater Vernon;
4. To strengthen policies that would preserve agricultural lands;
5. To implement a sub-regional program for water and sewer allocation;
6. To undertake sub-regional studies on transportation, housing, economic development;
7. To identify an ultimate urban boundary; and
8. To promote coordination between local governments and provincial agencies.

The Greater Vernon Settlement Strategy was to provide a framework for the initiation of a Sub-Regional Growth Strategy for the Greater Vernon region and many of the recommendations were implemented, although the majority of these initiatives were not as successful as anticipated. Greater Vernon Services was the result of many of these recommendations, as well as the development of the City of Vernon ultimate urban boundary.

## **4.0 Official Community Plan Policy Review**

### **4.1 What is an Official Community Plan**

The Official Community Plan (OCP) is a statement of objectives and policies to guide decisions on planning and land use management within a community. These statements relate to the form and character of: current and future land use and servicing requirements in the area covered by the OCP.

The content that is required in an OCP is:

- Location, amount, type and density of housing to meet community needs of next 5 years;
- Location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- Location of sand and gravel deposits suitable for excavation;
- Land restrictions due to hazardous conditions or environmental sensitivity;
- Location and phasing of major road, sewer and water systems;
- Location and type of present and proposed public facilities (schools, parks, waste treatment and disposal sites); and
- Other matters that may, in respect of any plan, be required or authorized by the Minister of Community Development.

The policy statements in the OCP should relate to the following:

- social needs, social well-being and social development regional context;
- maintenance and enhancement of farming; and
- preservation, protection, restoration and enhancement of ecosystems.

The OCP directs decision-making on land use and community development and provides a road map for the future development.

### **4.2 Local Official Community Plans**

Under Section 876 of the *Local Government Act*, municipalities are responsible for the preparation of Official Community Plans. Within the Regional District of North Okanagan, there are eleven Official Community Plans, including:

- Plan Vernon, Official Community Plan for the City of Vernon (Bylaw No. 515 -2008)
- District of Coldstream Official Community Plan (Bylaw No. 1445, 2005)
- Township of Spallumcheen Official Community Plan (Bylaw 1570-2004)

- Village of Lumby Official Community Plan (Bylaw No. 838-2005)
- City of Enderby Official Community Plan (Bylaw No. 1336-2005)
- City of Armstrong Official Community Plan (Bylaw No. 1231, 1996)
- Electoral Area 'F' Official Community Plan (Bylaw No. 1934, 2004)
- Electoral Areas 'D' and 'E' Official Community Plan (Bylaw #1690, 2002)
- Rural Vernon Official Community Plan for areas of Electoral Areas 'B' and 'C' (Bylaw No. 1798, 2003)
- Silver Star Official Community Plan (Bylaw 1925, 2004)
- Area 'B' Westside Official Community Plan (Bylaw No. 724, 1989)

Some of the trends that have been identified in the Official Community Plans are:

- The continued development of the City of Vernon, with a focus on densifying established neighbourhoods. This will be achieved by establishing a variety of housing types from low to high density use and the consideration of new growth areas and City expansion in accordance with the ultimate boundary plan.
- The District of Coldstream supports the maintenance of the rural and agricultural heritage of the region and promotes residential and industrial development in established serviced and zoned areas, with the preservation of ALR and country residential throughout the remainder of the District.
- The District of Spallumcheen supports the enhancement of the agricultural and rural character of the area, promoting agricultural use and attempting to divert industrial or residential developments toward established, zoned, and/or serviced areas. There has been recent interest in considering additional development in an area know as the Southeast Sector.
- The City of Enderby supports the maintenance of the character of the town, with concentrated development planning and heritage planning as the focus of the OCP. The compact nature of the City is to be preserved, with new residential, commercial, and industrial development conform to the historic pattern of settlement.
- The Village of Lumby emphasizes sustainable development and neighbourhood enhancement that conforms to the village character. The vision of this community embraces the 12 principles of sustainable communities as compiled by the Canada Mortgage and Housing Corporation.
- The City of Armstrong has committed through the OCP to maintain the heritage, culture, and character while pursuing development in a sustainable manner. The agricultural history and values of the community are to be maintained through appropriate development within its boundaries and compliment the District of Spallumcheen's agricultural focus.
- The five (5) Electoral Areas (B, C, D, E, and F) have committed to the continuation of a rural residential standard with large parcels, with residential, commercial, and industrial development diverted to areas near or within 'urban' municipalities or established serviced communities.

- The Electoral Area 'B' Westside Official Community Plan, which is over 20 years old, focuses on encouraging natural resource industrial development, as well as recreational development in appropriate sites.

The general policies and objectives of these OCPs have been reviewed in the context of the primary growth issues identified by the Regional Board. These strategic issues can be continuous across municipal boundaries and result in regional-level consequences. These include economic development, agriculture and food systems, environmental concerns (air, land, and water), development pressures, governance and service provision, affordable housing, transportation, and community energy. Each of the municipalities and electoral areas has different population pressures, historic development trends, environmental amenities and concerns, and economic development priorities. Their Official Community Plans reflect these differing growth issue focuses, although commonalities can be drawn from the policy objectives and commitments made. **Appendix 'A'** provides a very brief overview and comparison of the Official Community Plan commitments and objectives for all of the regional jurisdictions, with several trends emerging.

The objective of this policy overview is to identify the commonalities and inconsistencies related to the identified growth issues. The following general observations have been made during the initial OCP literature review.

- Preservation of agricultural and ALR lands are supported in all current Official Community Plans, with the goals of preserving the rural and agricultural character of the region. This support for ALR preservation, especially within the District of Coldstream and District of Spallumcheen, provide a growth boundary, although ALR lands can be removed through applications to the Agricultural Land Commission.
- All municipal Official Community Plans have identified future growth areas to manage potential growth pressures, with the City of Vernon distinguishing an ultimate municipal boundary. Within the Electoral Areas' OCPs, the policy of residential development diversion to the urban areas with established services, as well as a commitment to a minimum standard of country residential (2.0 ha), restricts new residential communities outside of municipal boundaries.
- All but two OCPs encourage and support, as a primary social objective, an affordable housing policy that will provide a range of spectrum options for people with different incomes, ages, and capacities that will allow residents to remain within their communities.
- Retail and industrial lands are concentrated within the municipalities, with policies that support their establishment within key commercial and industrial growth areas. The exception is the City of Vernon, which has recommended the diversion of industrial development to adjacent municipalities due to limited industrial lands and incompatible land uses. The general policy consensus is that industrial and commercial development should be concentrated within or near established communities with adequate services.
- Road network standards are not consistent across jurisdictions.
- The OCPs endorse natural areas inventories and utilize that information as it comes available, although the majority of this work has been conducted in the Greater Vernon Area. Sensitive

Ecosystem Area mapping has been completed in some areas of Electoral Area 'B' and 'C', as well as the District of Coldstream and City of Vernon.

- All of the OCPs have developed policies which will identify, protect, and maintain environmentally sensitive areas (ESAs) through the designation of a Development Permit Area or the encouragement of conservation covenants.
- Each jurisdiction has a distinct, locally-specific series of policies that focus on local issues, priorities, and directions.

### 4.3 The Use of Development Permit Areas

There are specific community goals for issues such as the appearance, form and character of certain types of land uses, respect for the environment, and dealing with potential hazards such as wildfire. It is important that these goals are considered when certain types of development or buildings are proposed. Development Permit Areas (DPA) is one of the key methods made available to the local governments, through the *Local Government Act*, to accomplish this evaluation. Under Section 919.1 of the *Local Government Act* (LGA), the designation of specific areas as DPAs is permitted and guidelines for development or protection of these areas can be developed. A local jurisdiction can designate these areas during the Official Community Plan process for the:

- 919.1(a) – Protection of the natural environment, its ecosystems and biological diversity;
- 919.1(b) – Protection of development from hazardous conditions;
- 919.1(c) – Protection of farming;
- 919.1(d) – Revitalization of an area in which commercial use is permitted;
- 919.1(e) – Establishment of objectives for the form and character of intensive residential development; and
- 919.1(f) – Establishment of objectives for the form and character of commercial, industrial, or residential development.

The Official Community Plans must describe the specific circumstances, special conditions, and objectives that justify the designation of a DPA and specify guidelines respecting the manner by which the special conditions or objectives will be met. All the Official Community Plans within the Region use DPAs to address major concerns or issues in specific areas, although the City of Vernon has taken the DPA concept further.

Within the local jurisdictions of the Regional District, each Development Permit Area (DPA) has specific guidelines that have been developed to achieve certain community goals. These guidelines reflect certain broad objectives, as summarized in **Appendix 'B'**, including:

- Regulation of the form and character of commercial, industrial, and multi-family developments;
- Protection of the natural environment;
- Prevention of hazardous conditions; and
- Maintenance of neighbourhood form and character.

The location and circumstances where the guidelines for each PDA apply is indicated in Official Community Plans.

The City of Vernon has undertaken a different approach to Development Permit Areas within the 2008 Official Community Plan. The City of Vernon developed a DPA system that addresses all of the concerns listed in *Section 919.1* of the *Local Government Act* and applied that framework to development throughout the entire City. The three established DPAs address specific certain issues and challenges and are intended as guidelines for (re)development that reflect the Guiding Principles of the Official Community Plan. In this way, the City is able to direct development to realize the goals and principles of the 2008 Official Community Plan, including incorporating environmental considerations when evaluating any development proposal.

#### **4.4 Bill 27 and Green House Gas Reduction**

The provincial government enacted Bill 27, the *Local Government (Green Communities) Statutes Amendment Act, 2008* on May 29, 2008. It enables several additional land use powers under the *Local Government Act* that have implications for energy efficiency and sustainable communities. Bill 27 amends the *Local Government Act* to include a definition of the term “greenhouse gas” to mean any or all of carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons, sulphur hexafluoride and any other substance prescribed by regulation.

New provisions under Bill 27 require local governments to include targets for the reduction of greenhouse gas emissions and policies and actions of the local government to achieve those targets. All subsequent bylaws must be consistent with these targets.

As well, Bill 27 enables the designation of development permit areas for the:

- Establishment of objectives to promote energy conservation;
- Establishment of objectives to promote water conservation;
- Establishment of objectives to promote the reduction of greenhouse gas emissions.

If an Official Community Plan designates land for these purposes, a development permit or an exemption from a development permit must be obtained before that land can be subdivided, construction or alteration of a building can be started, or the land or a structure on it can be altered (University of Victoria 2008). The new legislation specifically enables local governments to designate development permit areas for the purpose of reducing greenhouse gases and to impose conditions for siting, exterior design and form (University of Victoria 2008).

#### **4.5 Official Community Plan Summary**

A brief overview of Official Community Plan policies can not fully explore the complexities of these documents. The Regional District of North Okanagan undertook the development of the Electoral Areas' Official Community Plans, as well as the Enderby, Lumby, Armstrong and Spallumcheen OCPs. These OCPs were designed to complement each other while reflecting the values and identity of the community they served. Most of the OCPs are very unique documents, addressing local concerns, issues, and priorities within the scope of the *Local Government Act*.

## 5.0 Local and Regional Growth Issue Policy

### 5.1 Economic Development within the North Okanagan

#### 5.1.1 Introduction

The economy of the North Okanagan is diversified, with particular strengths in agriculture, forestry, tourism, retail, and manufacturing, although employment is declining in some of these sectors. The recent expansion of the regional population has stimulated the construction, real estate; retail, service and health care sectors, and these sectors are expected to be sustained in the future. The most significant trend is the replacement of high wage employment in many of the traditional sectors with lower wage commercial and retail. Many expanding sectors, especially construction, high value service, and tourism, are contingent on continued amenity migration and vacation/second home ownership.

The other factor responsible for a strong economy in the Region is the performance of the resource and manufacturing sectors (i.e. those sectors exporting goods and services outside the Region, creating new wealth and supporting non-basic activities such as retail and personal services). A growing number of tourism products and experiences, combined with the Okanagan's favourable climate, is increasing visitor volumes and giving these industries a growing share of the economic base. Economic growth has been particularly strong in the Greater Vernon area within the last 20 years, where the majority of service and tourism industries are concentrated. The historical primary sectors of forestry and agriculture remain important contributors, although both now face numerous challenges to ongoing viability. The manufacturing sector is highly diversified with a core of forestry and agri-food facilities and a number of wood, metal, machinery, and transportation and consumer producers.

#### 5.1.2 Discussion of Trends

##### **Inter-Regional Economic Development Initiatives**

###### A Strategy for Attaining Green Sustainable Economic Development (2003)

The Regional District of Central Okanagan, Regional District of North Okanagan and Regional District of Okanagan-Similkameen begun work on a Green Sustainable Economic Development (GSED) project in 2002 and produced a strategy to achieve green sustainable economic development in the Okanagan and Similkameen Valley in 2003. The purpose of the GSED project was to identify ways that the three Okanagan regional districts can collaborate to achieve development that protects the environment and conserves land, air, and water, and protects livability. The Strategy provided an outline for achieving more sustainable, environmentally sound economic development (Westland Resources Group 2003).

###### The Okanagan Partnership's Okanagan Sustainable Prosperity Strategy (2004)

The Okanagan Partnership's Okanagan Sustainable Prosperity Strategy (2004) also focused on attracting 'green' industries to the Okanagan Basin, although the major concentration is on inter-regional economic development collaboration, industrial clustering, building regional advantages in workforce preparation, generating innovation, supplying finance, transportation, energy and water, and efficient regulation and administration. The Strategy focuses on the current strengths of each jurisdiction and encourages green and appropriate clustering to reduce completion for similar industrial development.

The Strategy provided recommendations for pursuing green sustainable economic development, including a commitment to financially self-sustaining industries, focus on products and services that are environmentally benign and socially responsible, and industries should conduct their operations in the similar ways.

Green, sustainable enterprises that are promoted in the Strategy fall into a variety of categories, including agriculture and agricultural processing, manufacturing and other light industry, tourism, health care, retirement services, research and education, financial services, consulting and related knowledge-based industries, sustainable utilities (energy, recycling, water conservation), and sustainable forestry. Linkages among and within these sectors are encouraged, creating “clusters” of vigorous, locally-beneficial industries.

| <b>Economic Development Key Recommendations: Inter-Regional</b>   |
|---|
| <b><i>A Strategy for Attaining Green Sustainable Economic Development (Westland 2003)</i></b>   |
| 1. The Vision for a green, sustainable future of the Okanagan Similkameen Valleys—A quality environment is our economic future—should guide economic, land use, and environmental planning throughout the region.   |
| 2. Enterprises in the Okanagan Similkameen Valleys should be financially self-sustaining and economically viable, focus on products and services that are environmentally benign and socially responsible, and should conduct their operations in the same way.   |
| 3. The eight criteria of sustainable enterprises should be used to guide:• The strategic and operational planning of businesses, governments, and institutions, and decisions regarding the kinds of enterprises encouraged to locate and operate in the Okanagan Similkameen Valleys.  |
| 4. Green, sustainable enterprises in the Okanagan Similkameen Valleys can fall in to a variety of categories, including agriculture manufacturing, tourism, health care, retirement services, research and education, financial services, consulting and related knowledge-based industries, sustainable utilities and sustainable forestry. Linkages among and within these sectors should be encouraged and strengthened, creating “clusters” of vigorous, locally-beneficial industries. |
| <b><i>The Okanagan Partnership's Okanagan Sustainable Prosperity Strategy (2004)</i></b>  |
| 1. Thinking Regionally: Growing Regional Leadership – use a collaborative and cooperative approach to economic development, transportation, infrastructure and any other issue that will influence economic development. Local and regional governments must work and plan together for economic development throughout the Okanagan Basin to ensure that quality of life is maintained while providing the basis for economic prosperity.  |
| 2. Create Collaborative Advantage: Build Flagship Initiatives – development of institutions and support structure that will attract or support ‘business clusters’ to a region, resulting in a solid economic foundation.   |
| 3. Assist Collaborative Solutions: Cluster Action Initiatives – Local and regional government collaboration and cooperation on the identification, support, attraction and development of appropriate industry ‘clusters’.  |
| 4. Focus on Clusters: Building the Okanagan’s Cluster Networks – Build the relationships and support network for the development of industrial/commercial clusters throughout the Okanagan Valley.  |

Although both strategies provide a framework and recommendations that can be used to guide economic development within the North Okanagan, in partnership with the other Okanagan regional districts, implementation of these principles in a coordinated manner has not occurred.

### **North Okanagan Plans and Studies**

#### **Planning for Industrial and Commercial Development for the City of Vernon (2007)**

The City of Vernon has consistently been the commercial hub within the Greater Vernon area and the North Okanagan. A major expansion of large format retail within the northern section of the City, within the last 10 years, has emphasized automobile-oriented commercial development. Since the City of Vernon’s 1982

Official Community Plan, increased big-box and large format commercial retail pressure has rapidly reduced the industrial land base within the City. The commercial/retail centres have continued to expand along their previous trajectories and the 2008 OCP has maintained that commitment.

Planning for Industrial and Commercial Development for the City of Vernon (G.P Rollo and Associates 2007) was an economic development study undertaken by the City of Vernon during their Official Community Plan revision process. The conclusion of the report was that the current trend of industrial land rezoning to commercial and continued expansion of large format commercial within the north end will erode industrial land available into the future, as well as potentially undermine downtown revitalization and retail viability. The 2008 City of Vernon Official Community Plan has emphasized continued commercial and retail development on existing vacant industrial lands while promoting industrial development in other jurisdictions.

#### The Swan Lake Commercial District Sector Plan (1997) (Electoral Area 'B')

The *Swan Lake Commercial District Sector Plan* (Urban Systems 1997), which is included in the "Rural Vernon" Official Community Plan, extended the commercial and light industrial service core along Highway 97 corridor. The Highway 97 corridor along Swan Lake, north of Vernon, has been the subject of several studies by both the City of Vernon and the Regional District of North Okanagan. Swan Lake Commercial District planning policies date back to 1982 and the 1997 update resulted from the need to address future development proposals. The Plan attempts to address a series of issues, such as the potential expansion of water and sewer services to the area, road access, traffic circulation and provincial highway concerns, and the mixture of land uses that may constrain commercial and industrial development. The Plan focuses on commercial and light industrial development along the Swan Lake Corridor, although community sewer servicing will not occur due to the City of Vernon policy of not supplying utilities outside of the City boundary. The Greater Vernon Water Utility does service this area.

#### Regional Industrial Growth Strategy (2006)

The *Regional Industrial Growth Strategy* (2006) was a response to a need for regional-level coordination among North Okanagan municipalities, electoral areas and First Nations in identifying, zoning and servicing future industrial lands, as well as developing a cohesive and collaborative plan for attracting industrial firms to the Region. The three most pressing issues for industry in the North Okanagan were:

- Identification of industrial land for retention, expansion and future attraction of light manufacturing businesses and high technology businesses and the required infrastructure in terms of water and sewer to service industrial land;
- Access to rail transport with both loading and off loading capabilities – intermodal facilities; and
- Skill training requirements for the manufacturing sector.

The Strategy has identified the constraint of industrial land availability as a significant obstacle to economic development throughout the Region, recommending that a coherent and collaborative effort be made to identify new industrial lands in serviced areas, develop industrial nodes, and attract industrial business to the Region. The expansion of available industrial lands is supported in the majority of OCPs, with the stipulation that appropriate locations are found.

The *Regional Industrial Growth Strategy* has located industrial lands outside of the Greater Vernon area that are currently zoned for industrial purposes. These include 26 hectares in Lumby, 16 hectares in Enderby, the Dairyland site and building in Armstrong, and Phase 1 of the Industrial Park in Spallumcheen (Sunderman et. al. 2006). Potential future industrial lands were also identified which include areas within Armstrong, Spallumcheen, and the Okanagan Indian Band, that would increase the industrial land stock by 243 hectares. Unfortunately, many of these lands are used for long-term aggregate extraction, within the ALR or outside of local government jurisdiction. These industrial lands are reflected in these jurisdictions current OCPs. As a result, the availability of these lands, which comprise the majority of regionally identified industrial lands, for development within the Region, may be in the mid- to long-term, contingent on exhaustion of aggregate resources and/or the connection to municipal services.

The conclusion of the *Regional Industrial Growth Strategy* was that *“Overall, it is critical to identify future industrial sites in the North Okanagan immediately. Residential and commercial pressures are intensifying and if land is not set aside in the near future, it will not be there to meet long-term demand 20 to 50 years into the future.”*

| <b>Economic Development Key Recommendations: North Okanagan</b>   |
|---|
| <b><i>Planning for Industrial and Commercial Development for the City of Vernon (2007)</i></b>  |
| 1. City participation and collaboration in the development of a Regional Industrial Development Strategy to determine if industrial expansion is financially sound and justified.   |
| 2. The City consider the changes to its OCP policies and initiate further planning initiatives to investigate specific issues of interest (industrial lands, small-scale commercial, efficient development) to the planning and development of industrial and commercial lands. |
| 3. Examine the merits of incentives to encourage residential and mixed use development in the downtown.   |
| 4. Examine the Zoning Bylaw and revise as appropriate to ensure that uses permitted and other regulations are supportive of contemporary commercial and industrial needs for lands and buildings.   |
| 5. Initiate public debate and technical discussions and analyses to determine how Vernon will address the issue of long term demand for industrial land.  |
| <b><i>Regional Industrial Growth Strategy (2006)</i></b>  |
| 1. Establish Regional Collaboration for Delivery of Economic Development Activities: ensure that the business retention and expansion activities currently offered to Greater Vernon could be offered through the entire North Okanagan.  |
| 2. Undertake Periodic Consultations with Regional Manufacturing Firms - develop an effective voice by the manufacturing sector so that their views and issues can be incorporated into the industrial land strategy.  |
| 3. Industrial Land Initiatives - jointly undertake the planning steps necessary for identifying, planning and servicing prime industrial areas.   |
| 4. Strengthen and expand transportation infrastructure options to support the development of industrial clusters.   |
| 5. Ensure that a local proactive approach is initiated to ensure that industrial firms are successful in recruiting and obtaining the labour force they will require in the future.   |
| 6. Support Industrial Land Infrastructure Priorities - encourage municipalities, RDNO and Indian Bands to prioritize infrastructure requirements identified in the Industrial Land Strategy.  |

### **5.1.3 Summary of Present Trends**

The City of Vernon has concentrated on commercial and residential development for the last 20 years, as supported by their past and current Official Community Plans. Downtown commercial, mixed commercial-industrial, and large format retail have been the dominate trend within the City, with the removal of

designated industrial lands in favour of large format retail, commercial, and high-technology light industrial. The trend has maintained and enhanced Vernon's centrality as a commercial hub. The commitment, since the 1982 Official Community Plan, has been to encourage industrial development to locate in lands outside of the City boundary, including the Township of Spallumcheen, District of Coldstream, and Electoral Areas 'B' and 'C'.

Industrial lands have been in short supply since the 1980 Regional District of North Okanagan Industrial Land Inventory identified a declining stock of available or suitable industrial lands. Due to the topography, environmental factors, infrastructure requirements, residential and commercial development, and servicing needs, the stock of new industrial lands has decreased substantially in the last 30 years. The Official Community Plans of all municipalities, with the exception of Vernon, have committed to industrial land identification and development, provided that suitable industries and industrial lands are available. The 2006 *Regional Industrial Growth Strategy* supports these Official Community Plans and provides recommendations for identified potential industrial lands, removing constraints discouraging industrial development, and policies that will enhance the economic development of the Region.

## **5.2 *Managing the Environmental Impacts of Growth***

### **5.2.1 *Introduction***

Human settlement is closely linked to environmental protection in number of ways. There is a link between quality of the environment and health of the population (i.e.: protection from pollution and disease, access to food and water). Across all regions of British Columbia, there is a considerable economic link associated with the quality and protection of natural resources – forest harvest activities, range use, domestic water supply. In the North Okanagan, these natural resource qualities translate into an expanding tourist economy, increased amenity migration, and the attraction of vacation property owners (RDNO 2002). Impacts on the natural lands occur when residential developments are placed within wildlife corridors and sensitive habitats, alter landscapes, and modify natural processes.

In the North Okanagan, the natural landscape is comprised of wetland and riparian plant communities, shrub and meadow steppe, bunchgrass ecosystems, and dry open forests of Ponderosa Pine and Interior Douglas Fir. The habitat supports a large number of breeding and migrating birds, mammals, reptiles and amphibians, and it is home to many species found only within the Okanagan, as well as some species now at risk in the province (RDCO 2002). As a result, the North Okanagan is part of an ecosystem corridor of almost unparalleled biological diversity in the province of British Columbia. The region provides an important physical link in the corridor between the extensive grassland systems and dry forest ecosystem of Central British Columbia (Thompson, Nicola and Cariboo), the desert grassland ecosystems of the South Okanagan and the "Great Basin" of Washington State, Oregon and Idaho (RDCO 2002).

Planning for open space and environmentally sensitive areas requires an approach to design and planning that is sensitive to regional and site specific ecosystems. It typically involves an ecosystem-based approach to planning where the dynamics and functions of local natural features like watersheds constrain urban development, guiding it to more desirable locations.

## 5.2.2 Discussion of Trends

### 5.2.2.1 Air Quality

#### Regional District of North Okanagan Air Quality Action Plan (2005)

The Regional District of North Okanagan Air Quality Action Plan (2005) was developed in response to community concerns due to the level of particulate matter (smoke and dust) within the airshed. The Air Quality Stakeholder Committee, formed in 2004, developed a series of recommendation to address identified air quality concerns, including community planning, public information and education initiatives, and regulatory strategies. The burning of vegetation, including open burning and wood-burning appliances is considered a major contributor to air quality issues and numerous recommendations were presented within the Action Plan. Construction sites, site clearing, and road dust were also identified as contributors and several strategies were recommended. Vehicle emissions were considered within the Action Plan and recommendations included public education, alternative methods, and air quality regulations. The Action Plan does not apply to Electoral Areas 'D', 'E', and 'F' and the City of Enderby (Gallant 2007). Although the Air Quality Plan does address the major contributors to air pollution within the North Okanagan, evaluation criteria, benchmarks, thresholds or measurable targets were not included in the final plan. Some of the recommended policies and actions have been reflected in the participating jurisdictions' bylaws and Official Community Plans, although standard measures of success, coordinated efforts, and action consistency will need to be addressed.

#### The Okanagan and Similkameen Valley Air Quality Management Plan (2007)

The Okanagan and Similkameen Valley Air Quality Management Plan was commissioned by the Okanagan Airshed Coalition, of which the Regional District of North Okanagan is a partner. The Plan's main objective is to harmonize air quality actions and overall management throughout the three regional districts. The document outlines air quality actions, both planned and implemented, in each regional district and identify best management practices, proposed harmonization schedules for specific actions, and regional governance initiatives related to air quality management. The Plan is an attempt to recognize the cross-jurisdictional nature of the Okanagan Basin airshed, air quality issues, and air quality management outcomes. The current regional air quality plans currently share common priorities and some program components. The proposed recommendations have not currently been implemented within the North Okanagan. The main pollutant concerns diverge when looking at north and south air quality problems, with ground ozone the major issues in the Regional Districts of Central Okanagan and Okanagan-Similkameen, and particulate matter (PM) being the major issue within the North Okanagan.

| <b>Environmental Policy and Natural Lands Recommendations: Air Quality</b>                               |
|--|
| <i>Regional District of North Okanagan Air Quality Action Plan</i>                                       |
| 1. Encourage local companies to exceed provincial air quality standards.                                 |
| 2. Support federal, provincial and local air quality initiatives that encourage reduction of pollutants. |
| 3. Public awareness and communication programs integrated into other programs.                           |
| 4. Harmonize open burning regulation and policy among all fire protection areas and timber supply areas. |

### **Okanagan and Similkameen Valley Air Quality Management Plan (2007)**

- |  |
|--|
| 1. Ensure broad inclusion and representation in the implementation of the Valley-wide plan.  |
| 2. Recognizing the close relationship between air quality management and climate change mitigation, give consideration to how the Valley-wide Plan could integrate with local and regional climate change actions. |
| 3. Create broad public awareness and actions supporting improved air quality.  |
| 4. Protect public health, ecosystem health and viewsapes by meeting and exceeding Canada Wide Standards and provincial air quality objectives.   |

#### **5.2.2.2 Ecosystems, Natural Areas, and Green Space**

##### Okanagan Shuswap Land and Resource Management Plan (2001)

The Okanagan - Shuswap Land and Resource Management Plan (OSLRMP) is the strategic Crown land use plan for the Okanagan – Shuswap. Developed from 1996 to 2001, the OSLRMP covers all of the Crown land and resources, including the aquatic land of lakes and rivers, within the Plan area. The Plan consists of maps of resource management zones (RMZs), and new protected areas, as well as land and resource management objectives and strategies that apply to the entire Crown land base (MOF 2001).

Significant portions of the OSLRMP address RMZs of particular concern to municipalities and electoral areas. Of significant importance is the Community/Crown Interface RMZs which have implications for private landowners, particularly along the interface between private and crown lands. The Community/Crown Interface RMZ addresses some of the issues facing communities adjacent to Crown land. Resource development proposals and Crown land alienation undergo an enhanced referral processes to accommodate local government interests associated with public recreation, public infrastructure, visual quality, risk management, foreshore and aquatic management, water quality, urban sprawl and environmental protection (Flexman 2001). Due to the extensive amount of Crown Land within the Regional District and the concentration of settlement lands within the valleys, Crown land use decisions can have significant impacts on the interface zones, interacting with various growth issues which OCPs and bylaws attempt to address. The inclusion of local governments within the discussions of these decisions provides an avenue to articulate concerns before any major change in land use designation or operation is approved.

##### Ministry of the Environment Riparian Area Regulations

The British Columbia Ministry of the Environment, with support of the Union of BC Municipalities (UBCM) and Fisheries and Oceans Canada (DFO), enacted the *Riparian Areas Regulation (RAR)* which came into effect in March 2006. The RAR directs local governments to protect riparian areas during residential, commercial, and industrial development using their powers under the *Local Government Act*. The RAR provide minimum protection standards that must be met as well as an assessment methodology that uses Qualified Environmental Professionals (QEPs) and an electronic report submission and local government notification system.

The RAR guides development adjacent to aquatic habitat, including lakes, streams, and wetlands. Any development within 30 metres of aquatic habitat requires an assessment to determine the appropriate streamside protection and enhancement area to avoid harmful alteration, disruption, or destruction (HADD) of fish habitat as per Section 35(2) of the federal *Fisheries Act*. All municipalities and regional districts east of Vancouver Island must incorporate RAR regulations or a more stringent regulatory policy within their development bylaws.

The Regional District of North Okanagan is operating under a transition policy to meet *Riparian Area Regulations*, processing development applications as if the RAR bylaw is in place. The City of Vernon has an established RAR bylaw for new development, with the other member municipalities putting forward RAR bylaws to Council.

#### Regional District of North Okanagan Pest Management Plan for Noxious Weeds and Invasive Plants

The *Integrated Pest Management Act* (IPMA) provides the statutory authority for pesticide use on public and private land within this Pest Management Plan (PMP). The containment and control of noxious weeds and invasive plants is achieved by cultural, mechanical, biological and pesticide methods with the objective of preserving agricultural lands and crops, as well as important biological diversity, wildlife habitat, range forage and browse species, and landscapes for recreational use (RDNO 2007).

The PMP contains information on the RDNO's obligations, and commitments, treatment methods, environmental considerations, and operational standards, as well as reviewing the various noxious weeds and invasive plants occurring within the RDNO. The PMP documents the strategies used by the RDNO for noxious weed and invasive plant control as well as describing how environmental values and human health are protected, the standards used for pesticide applications.

The goal of the Noxious Weed program is to prevent the introduction of new species of invasive plants and reduce the spread of existing invasive plants. IPM involves noxious weed and invasive plant inventory, selection of treatment method that most effectively target specific noxious weed/invasive plant species while minimizing impacts to the environment, and evaluation of effectiveness of treatment (RDNO 2007).

#### Greater Vernon Natural Areas/Features Inventory (1993)

The Greater Vernon Natural Areas/Features Inventory was conducted in 1993 by Greater Vernon Parks, Recreation, and Culture to identify environmentally sensitive features throughout the Greater Vernon area. The sites that were identified were included in the Official Community Plans of the District of Coldstream, City of Vernon, and Electoral Areas `B` and `C` as Development Permit Areas that restrict development. The majority of the identified environmentally sensitive areas are based upon the protection of water quality and quantity, aesthetic values, recreational sites and potential natural hazards.

The inventory resulted in the identification of 30 sites and provided the basis of the City of Vernon 2001 OCP Environmental DPA. Plan Vernon 2001 (City of Vernon 2001) states "The City of Vernon endorses the Greater Vernon Natural Area/Features Inventory which identifies a number of natural areas which should be preserved for their scenic vistas and/or geographical or topographical formation... Development of any of these special natural areas will be severely restricted. In some cases, an environmental assessment may be required either through the preparation of neighbourhood plans, or because they are designated as development permit areas".

The Inventory's limited applicability to land use planning lead to the initiation and completion of the Sensitive Ecosystem Inventories (SEI) between 2002 and 2004 (SEC 2007).

### Sensitive Ecosystem Inventories

Sensitive Ecosystem Inventories (SEI) has been completed by the Allan Brooks Nature Centre Society (ABNCS) for the Bella Vista – Goose Lake Range and the Commonage areas. These two mapping areas include lands located both within and outside the City of Vernon's municipal boundaries. The purpose of Sensitive Ecosystems Inventory is to identify rare and fragile terrestrial ecosystems, and to support land-use decisions that will ensure their continued integrity.

In 2002, the first North Okanagan SEI was completed on the Bella Vista - Goose Lake Range, an area of about 5728 ha at the north end of Okanagan Lake. Sensitive Ecosystem Mapping (SEI) on the Commonage complements SEI mapping in the Central and South Okanagan, and the Bella Vista – Goose Lake Range. For the Commonage, habitat was mapped for about nine wildlife species that are considered “at risk” (Great Basin Spadefoot toad, Northern Pacific Rattlesnake, Great Basin Gopher Snake, Swainson's Hawk, Long-Billed Curlew, Western Screech-Owl, Yellow- Breasted Chat, Grasshopper Sparrow, and Badger). The completed report and GIS mapping provides a broad scale layer of information to help plan for long-range urban growth, and assist in the implementation of provincial best management practices for urban and rural development.

The Vernon-Coldstream SEI, completed in 2008, was the largest SEI conducted within the North Okanagan. The study area includes all of the District of Coldstream, portions of the City of Vernon and all of Kalamalka Lake Park, Kalamalka Lake Protected Area, and Cougar Canyon Ecological Reserve. The area is a vital portion of the north – south corridor in the Okanagan Valley and is facing further rural and urban development pressures. The Coldstream - Vernon SEI was initiated in 2005 to provide inventory information on rare and fragile ecosystems that can be used for ecologically sustainable land use and development planning. Terrestrial Ecosystem Mapping (TEM) was used as the base to develop a Sensitive Ecosystems map.

### North Okanagan Resource/Habitat Atlas Sensitive Habitat Inventory and Mapping (SHIM) Project

The North Okanagan Resource / Habitat Atlas (NORHA) Sensitive Habitat Inventory and Mapping (SHIM) project was undertaken by the Allan Brooks Nature Center. The Atlas is a land-planning, computer-generated interactive GIS tool that identifies sensitive aquatic and terrestrial habitats. This SHIM mapping and data systems has been developed to reflect the use and interests of many of local and regional governments, provincial agencies and community groups. The primary functions of the Atlas are: to identify sensitive habitats and resources, and to integrate property boundaries, land parcels and road networks with locations of sensitive resources to assist in the development of official community plans, regional growth strategies and evaluate development permit applications.

The Atlas, which focuses on the Greater Vernon area, may be a resource for policy development of additional policy documents in the future. The ecosystem mapping provided the ecological basis for the City of Vernon Environmental Management Areas Strategy (2008) and informed the City of Vernon Hillside Guidelines (2008)

### City of Vernon Hillside Guidelines (2008)

The City of Vernon has recently adopted Hillside Development Guidelines to support the implementation of the 2008 Plan Vernon Official Community Plan. These guidelines address issues involving viewscape

preservation, protection of Environmentally Sensitive Areas, preservation of wildlife habitat and corridors, while supporting smart growth principals and minimizing hazard risk. In conjunction with the City's Environmental Management Areas Strategy, new developments must conform to Development Permit Area requirements and ensure that the hillside development objectives are fulfilled. Although not a hard development constraint in the protection of natural lands, sensitive habitats, and ecosystem amenities, these provisions may reduce the environmental impact of development within the City of Vernon.

#### City of Vernon Environmental Management Areas Strategy (2008)

The Environmental Management Areas (EMA) Strategy was developed, as was the Hillside Guidelines, to support the environmental principles guiding the 2008 Plan Vernon Official Community Plan. The EMA Strategy "is intended to provide an effective, transparent, and biophysically appropriate strategy to provide guidance in land use decision-making in the City of Vernon" (City of Vernon 2008). The EMA Strategy identified key critical ecosystems and natural features and provides guidelines for the protection, maintenance, and enhancement of those areas. Three Management Areas were developed based upon the environmental sensitivity to development and sensitive environmental area potential. The EMA guidelines will be incorporated into the development permit process, ensuring environmental and ecological considerations are part of the development cycle.

#### Parks, Recreation, and Culture

Parks, recreation, and cultural services in the City of Vernon, District of Coldstream and Electoral Areas 'B' and 'C' are provided through Greater Vernon Parks Recreation and Culture (GVPRC), which is responsible for:

- Acquiring future parkland in new residential developments as per the Parks Recreation and Culture Master Plan;
- Building and maintaining parks, open space, recreational and cultural facilities running recreation and culture programs for the Greater Vernon Area; and
- Acquiring, building and maintaining off-road regional trails within the greater Vernon area.

In 1991, the first Parks and Recreation Master Plan for Greater Vernon Parks, Recreation, and Culture were adopted. It contained goals, objectives and recommendations regarding new facilities, parks and services. Many of these recommendations have been acted upon, supported in part by a 1992 referendum that enabled upgrading and expansion of the swimming pool, and land acquisition for an arena, performing arts centre, and parks, trails and beaches. Various other related studies have been completed, including: Ribbons of Green (1993), Natural Area/Features Inventory (1993), playground study (1995), beach user survey (1999), and extensive public opinion and user group surveys (2000 and 2001). The Greater Vernon Parks and Recreation Master Plan (2004) was a major update of the entire Parks and Recreation Master Plan. The purpose of this plan is to identify a vision, goals and objectives for parks and recreation, and to provide recommendations for park acquisition, indoor and outdoor recreation facilities, trails, beaches, culture, recreation programs, human resources, and financing related to delivery of parks and recreation services within the next ten years (Fay Baker Consulting and Catherine Berris Associates Inc. 2004).

Outside of the Greater Vernon Area, parks and recreation fall under a series of separate jurisdictions. The Armstrong/Spallumcheen Parks and Recreation Commission (ASPRC) is a jointly-funded function of the City of Armstrong and the Township of Spallumcheen, although it remains a separate entity with its own governance structure and reporting role. The Commission has the delegated authority to spend its budget (once approved by both Councils) on recreation services and programs.

The *Parks and Recreation Master Plan* prepared by the Armstrong/Spallumcheen Parks and Recreation Commission in 1994 is recognized as the primary guiding planning document for the City and region's long term parks and recreation development. This plan outlines a series of recommendations that have been incorporated into the objectives and policies of this Section and map designations. These include: support for certain neighbourhood and tot-lot park acquisitions; support for a natural areas and open space inventory; the development of a trail and linear park system for the City.

The White Valley Parks, Recreation, and Culture Committee (WVPRC) functions as part of the Regional District of North Okanagan and has a service area that consists of the Village of Lumby and Electoral Areas 'D' and 'E'. The services provided to the residents of this area include parks, recreational programs, community festivals, cultural activities and recreational facilities. A Parks and Recreation Master Plan is under development that will guide and manage the direction of open spaces and recreational and cultural amenities.

The Fortune Parks and Recreation Commission (FPRC) manages parks, recreation, and cultural activities within the Greater Enderby Area (including Electoral Area 'F') and has adopted a Draft Comprehensive Parks Plan in January 2008. This Plan will guide parks and recreation development within the area, with a focus on the City of Enderby. Due to the significant amount of Crown land in Greater Enderby, most recreation parks are under the jurisdiction of the province.

### **5.2.3 Summary of Present Trends**

The City of Vernon, through their 2008 Official Community Plan and supporting guidelines and strategies, has developed a policy framework which will incorporate environmental considerations into the permitting process. Ecosystem mapping and environmental management areas, if implemented for new development, will attempt to achieve environmental objectives while providing soft development boundaries and focusing new development within established areas. The OCPs of all North Okanagan jurisdictions have committed to stream protection and environmentally sensitive area considerations with regard to new developments. Ecosystem mapping has been standardized throughout the Greater Vernon Area through the Allen Brooks Nature Centre Society. Other jurisdictions have not harmonized or undertaken extensive ecosystem mapping to inform policy, with a focus on developer evaluations of habitat sensitivity.

All member municipalities and Electoral Area 'F' have pollution (air, water, and land) reduction commitments in their OCPs which are supported by both inter-regional and regional pollution reduction strategies. The Regional Air Quality Plan does provide policy and action recommendations without setting air quality targets, thresholds, or performance standards, although the inter-regional Air Quality Management Plan recommends that means of evaluating progress should be included in any Basin-wide airshed initiative. Water quality and pollution reduction, due to historic high levels of phosphorus within the North Okanagan watersheds and lakes, has been a priority for all jurisdictions throughout the Region. As a result, all municipalities have OCP commitments to reduce harmful practices, including Liquid Waste Management Plans. Additional local strategies and plans addressing pollution reduction or natural

ecosystem conservation, beyond provincial requirements, plans, or guidelines, have not been identified. All Official Community Plans address these issues, from a broad policy perspective, and are reflected in corresponding bylaws or Development Permit Areas (DPAs).

### **5.3 Affordable Housing**

#### **5.3.1 Introduction**

Affordable housing has been considered a growth issue within the North Okanagan since the 1988 Plan Vernon Official Community Plan. Addressing affordable housing concerns has been considered an objective of the majority of recent municipal and electoral area Official Community Plans that were amended after 1990. With significant increases in housing costs, few vacant rental properties, and a below-provincial mean income level, this issue has been growing in prominence in the Region.

In recent years, the price of rental and ownership housing in the North Okanagan has increased significantly, as it has throughout the Okanagan and other high-growth areas of British Columbia. As prices have increased, so too have concerns over affordability expressed by residents, employers, elected officials and others. The implications of a crisis in housing affordability are well-understood by civic leaders from all sectors (NWCI 2007). The inability of people to afford housing:

- makes it difficult for workers to move to the area, which, in turn, exacerbates existing labour shortages;
- adds stress to families and others who are forced to spend a disproportionately large share of their incomes on shelter (leaving less money for other essentials);
- frustrates efforts to build a diverse community with a range of household types and income levels;
- impacts negatively on individuals' self-esteem, sense of security and dignity; and
- in general, undermines the community's social and economic stability.

The Canadian Mortgage and Housing Corporation (CHMC) calculate the core need income thresholds for communities across the Province. The core need income threshold is based on local rental market conditions and is used to determine the income level that a household needs to find suitable and adequate housing within their community without spending 30% or more of their gross income on housing. Within the City of Vernon during 2006, the core need income threshold has been set at between \$18,500 (Bachelor) and \$35,000 (3-Bedroom) depending on the household size (Kasting 2007). In 2006, according to the last Census, 26% of Northern Okanagan households were spending over 30% of their income on shelter, with the greatest impact on home-owners (at 60%). Although approximately 30% of North Okanagan residents are renters, the very limited supply of rental housing has resulted in vacancy rate approaching 0 (Vernon's rental rate is 0.3%, with the entire Okanagan Valley coming in at under 1%). In the North Okanagan, some rents have increased 25% since 2007, with 2-bedroom units renting anywhere from \$750 to \$900 per month, which approaches the \$922 British Columbia average for a 2-bedroom apartment. Housing prices have increased as much as 17% in some communities in 2008, removing many middle-income families from the possibility of home ownership.

### 5.3.2 Discussion of Trends

The City of Vernon's 1994 OCP contained very limited direct and implied references to affordable housing provision. A definition of affordable housing was not provided; there was no independent statement or section that defined the municipal role in encouraging affordable housing developments, lack of a monitoring and assessment protocol, and no statement on secondary suites (SPCNO 2002). The Social Planning Council for the North Okanagan was invited to explore affordable housing policy recommendations, to be included in the 2001 OCP document, through the establishment of an Affordable Housing Committee in 2000 (SPCNO 2002). The 2001 OCP outlined an affordable housing policy, with input from the Affordable Housing Committee, although the majority of these recommendations were not implemented.

In February 2006, Vernon City Council re-established the City of Vernon Affordable Housing Committee to study the growing housing affordability situation in Vernon and to advise the City on courses of action it could consider as part of a broader community effort to enhance attainability. The City's Affordable Housing Committee recognized that there was a need for a broader, high-level strategy to guide the community in its efforts to make housing more attainable to more residents and made several recommendations to the City to encourage accessible market housing. Many of these recommendations have been included in the 2008 City of Vernon Official Community Plan.

The City of Vernon Affordable Housing Committee commissioned an Attainable Housing Strategy in 2007 (NWCI 2007) to develop a series of bylaw, zoning, and finance recommendations that would support the affordable housing policies within the 2008 City of Vernon Official Community Plan. Other jurisdictions within the North Okanagan have not devised an affordable housing strategy, but have committed, through their OCPs, to address the issue.

The City of Armstrong has created affordable and special needs objectives since their 1995 Official Community Plan to provide individuals and groups with special housing needs with access to a range of safe, clean, appropriate and affordable housing opportunities. Five policies have been developed to support the objectives including: the monitoring of the rental unit stock to ensure that adequate levels are maintained; the ongoing assessment of the need for affordable and special needs housing; the application of density bonusing bylaws to integrate affordable or special needs housing into the existing stock; rezoning for secondary suites; amending the Zoning Bylaw to allow for other solutions to housing affordability and access; and ensuring physical access and protection against discrimination for special needs groups.

| <b>Affordable Housing Recommendations</b>   |
|---|
| <i>City of Vernon Attainable Housing Strategy</i>   |
| 1. Restructure DCCs: aimed at maximizing equity, aimed at establishing charges that equitably reflect the relative impacts on infrastructure of different types of housing units. |
| 2. Review Parking Requirements - aimed at identifying situations in which to relax existing parking requirements.   |
| 3. Increase Permitted Types of Housing: increase the number of zones in which affordable housing types are included as permitted uses.  |
| 4. Consider Inclusionary Zoning: examine the merits and feasibility of developing an inclusionary zoning program.   |
| 5. Examine Mixed-Use Developments and Revitalization Tax Program  |

### **City of Enderby Affordable Housing Objectives**

- |  |
|--|
| 1. Monitor the rental unit stock to ensure that adequate levels are maintained.                            |
| 2. Assessment of the need for affordable and special needs housing.  |
| 3. Use municipal regulatory tools to integrate affordable or special needs housing into the existing stock |

#### **5.3.3 Summary of Present Trends**

Affordable and attainable housing has been objective for 20 years within the North Okanagan and the situation has continued to deteriorate. The recent increases in housing prices throughout the Okanagan have, as articulated in the Attainable Housing Strategy (NWCI 2007), reached the point where the mean family income can no longer access a modest range of housing types. The municipalities and electoral areas have established objectives within their Official Community Plans, although the City of Vernon, in partnership with several non-government organizations, is the first to develop a comprehensive Strategy. The City of Enderby, through a series of policies and bylaws, has attempted to implement their Official Community Plan commitments. Most of the municipalities have implemented the secondary suites and special needs housing policies on a case-by-case basis, without comprehensive strategies to address affordable housing initiatives.

The City's interest in affordable housing policy is due to the significant increase in housing prices, homelessness, and other social issues. Additional policy directions have yet to be formulated, although the commitments currently exist. The City of Enderby undertook the development and implementation of affordable and special needs policies, including a monitoring function, to compliment the objectives set out in the 1995 Official Community Plan. These objectives have been maintained and expanded upon during the most recent revision of their Official Community Plan.

The City of Vernon established their plan through collaborative and cooperative action with their community partners. A collection of community service organizations established Partners for a Safe and Healthy Community, which then created the Housing Action Team to identify initiatives that the community, outside of the municipal government, might take as part of a broader effort. The Housing Action Team then collaborated with the City's Affordable Housing Committee and developed the Attainable Housing Strategy. The strategy was developed in collaboration with the City, developers, non-profits housing organizations, business and the residence of Vernon. The outcome was a comprehensive strategy that was adopted by Council. The result of their effort is the planning and approval of three separate affordable multi-family housing developments to be constructed in 2008.

## **5.4 Governance and the Delivery of Services**

### **5.4.1 Introduction**

In BC's system of local government, the purpose of regional districts is three-fold: they are regional governments that deliver regional services; they are inter-municipal and provide a political and administrative framework for the delivery of services on a partnership basis; and they can offer local government services for unincorporated areas. Most services provided by regional districts are developed in response to the needs and wishes of member jurisdictions. Regional districts act as vehicles to encourage and facilitate the efforts of individual jurisdictions to form service partnerships around services that the jurisdictions themselves wish to provide. Any combination of electoral areas and member municipalities

may choose to partner in the provision of joint services through their regional district for efficiency and economies of scale.

Three types of service partnerships exist within regional districts. The first type is local service partnerships. These partnerships involve various combinations of electoral areas and are established for the purpose of providing important local government services to unincorporated areas.

The second type of partnerships deals with sub-regional services. Most regional districts contain distinct sub-regions, within which constituent jurisdictions often choose to collaborate in the provision of services that are required by, and that benefit, everyone.

Regional service partnerships are the third type of partnerships that exist within regional districts. Regional service partnerships include all jurisdictions of the regional district, and are formed around services that benefit the entire region. Such services, which are provided throughout the region and cost-shared by all jurisdictions of the region, are called regional services.

The Board, as the organization's governing body, is ultimately responsible for all of the regional district's activities, including the provision of provincially-mandated services, and the provision of non-mandated services through the different types of service partnerships.

Regional districts provide a government for unincorporated areas, a forum for inter-municipal cooperation and an organization upon which provincial mandates can be imposed such as for regional waste management planning. This forum, while set up through the *Local Government Act*, proceeds through voluntary agreement with extreme flexibility, especially in relation to the ability of each regional district to develop its own approaches to the delivery of services for different areas within it.

#### **5.4.2 Discussion of Trends**

##### **5.4.2.1 Regional District of North Okanagan Governance**

The Regional District of North Okanagan is comprised of the City of Armstrong, The District of Coldstream, the City of Enderby, the Village of Lumby, The Township of Spallumcheen, City of Vernon and Electoral Areas 'B', 'C', 'D', 'E' and 'F'. The *Local Government Act* provides regional districts with considerable flexibility in designing service arrangements. A brief summary of regional governance is below.

Legislative Authority:

- The Regional District and municipalities in the region operate under the auspices of the *Local Government Act* and *Community Charter*.
- The *Local Government Act* authorizes regional districts to operate any service that the board considers necessary or desirable for all or part of the regional district, including to its electoral areas.
- Multi-regional service delivery arrangements are accommodated through enabling legislation (i.e. *Municipalities Enabling and Validation Act*).
- The *Local Government Act* enables regional districts to develop regional growth strategies that provide regional growth management policy direction.

#### Functions:

- The Regional District provide close to 120 services throughout the region.
- The Board of Directors is the governing body of the Regional District, responsible for the services provided and actions taken by the regional district. The Board is comprised of Directors from member municipalities and electoral areas.
- The Regional District employs staff directly to implement the Board's directions and decisions.
- Service funds are the key feature of Regional District finance. Every service is accounted for separately using a dedicated service fund.
- Each year, revenues specific to the service must be collected to pay the full cost. Costs to be recovered using property taxes must be allocated to, or shared by, the jurisdictions that participate in the service.
- Like municipalities, regional districts must adopt an annual five-year financial plan.

#### Key Regional Initiatives

In late 2003, the Regional District (RDNO) undertook the Regional Issues Identification Study (RIIS). The focus of the *Study* was regional services (Regional District services in which all jurisdictions participate). The *Study* was designed to help RDNO identify issues of regional significance that might best be addressed by all jurisdictions working in partnership with one another through regional services. The *Study* was also designed to identify the preferred governance structure in which decisions on regional issues could be made (RDNO 2005).

The RIIS was initiated as part of a broader, ongoing service governance restructuring program that was undertaken by the Regional District. The principle driving the program was that, to the extent possible, services should be governed by their stakeholder jurisdictions. Three types of services are identified under the broader program:

- sub-regional services, in which only a handful of jurisdictions participate, and which are usually (but not necessarily) confined to a geographic sub-region (e.g., Greater Vernon);
- electoral area services, which include services that are provided to only one electoral area, plus services that are provided to several or all electoral areas; and
- regional services in which all jurisdictions participate.

Efforts related to sub-regional service governance began in 2001 with the establishment of the Greater Vernon Services Commission (GVSC) in late 2001, targeted specifically at sub-regional services. The GVSC existed as a decision-making body, responsible for overseeing the key sub-regional service partnerships that are provided throughout Greater Vernon. The GVSC also served as an important forum for addressing issues that are of particular importance to the Greater Vernon sub-regional community. Unfortunately, Economic Development has been removed from the jurisdiction of GVSC in 2008 and water provision to the City of Vernon may also be removed from GVSC jurisdiction.

In 2002, RDNO reviewed electoral area service provision through the *Electoral Area Services Initiative*. This study led to the creation, in early 2005, of the Electoral Area Services Commission. The RIIS, with its focus on regional service governance, is the third component of the broader exercise (RDNO 2005).

Efforts to promote service partnerships at the local and sub-regional levels are important, and are expected to continue. Also important, however, is the need for the RDNO to strengthen its capacity to promote service partnerships at the regional level. Individual jurisdictions within the regional district are becoming increasingly aware of the reality that no municipality, electoral area or sub-region exists as an island unto itself. The number and range of issues that transcend both local and sub-regional boundaries is growing. Regional responses and service strategies, developed by all jurisdictions working together through regional service partnerships, are becoming ever more necessary.

Several service provision and governance recommendations were identified by the Regional Issues Identification Study. These included (RDNO 2005):

- That the Regional Board be responsible for governing regional services and examining regional issues;
- That the agenda for regular Board meetings be restructured to provide sufficient time for the Board to consider and make decisions regarding regional services and issues; and
- That the Board adopt the two-part regional service decision-making process.

One of the key initiatives was the Electoral Area Services Initiative, which provided, in 2005, a new governance structure and framework for existing services in which all five electoral areas participated as well as those services in which only some areas participate and also those services provided on a localized, specified area basis (RDNO 2008).

#### **5.4.2.2 Services**

There are some structures and partnerships in place that foster interregional development and cooperation amongst local governments in the Okanagan. An example of this form of cooperation is the Okanagan Basin Water Board which is comprised of all three Okanagan regional districts and, in the past, concentrated on reducing phosphorus and nitrogen inputs to the main valley lakes and controlling aquatic plants, providing financial support for sewage treatment and, more recently, began to consider water sustainability. Current multi-regional partnerships are established through enabling legislation, since no general legislation is available to enable regional districts to provide shared services without one of the regions acting as the dominant partner. The number of multi-regional issues, concerns, and services that have been identified, including air quality, water quality and quality management, transportation and transit, and watershed protection, will require appropriate cooperative action while maintaining the equity of each of the partners.

#### **5.4.3 Summary of Present Trends**

Service delivery throughout the Regional District is provided by numerous jurisdictions, agreements, and arrangement. Services such as water provision and parks, recreation and culture are provided by multiple commissions and providers that have similar responsibilities, mandates and organization. These service providers normally have little communication and do not often coordinate their efforts, which have the potential to lead to duplication of efforts, inefficiencies and missed opportunities. Collaboration and coordination of service delivery at the regional and sub-regional level, without compromising jurisdictional autonomy, may provide more efficient service provision and reduce the overall cost of providing that service.

## 5.5 Water

### 5.5.1 Introduction

Growth has created water quantity and quality concerns throughout the Okanagan and Shuswap Basins. Despite the presence of many lakes, the North Okanagan is a relatively water poor region because of the arid environment, which results in very little surface run-off. Mountain valley tributary streams are a main water source for water users in the Okanagan Valley. Within the Regional District of North Okanagan, approximately 70% of potable water supplies have their source in mountain areas. These mountain watershed sources have historically provided adequate water quantity for irrigation and potable supply through gravity-fed systems (Patrick et. al. 2008). Many of the streams of the Okanagan-Shuswap are over-committed with water licenses issued for the “diversion of more water than exists in the stream in a normal year” (McKee and Petrie 1997). In urban areas in the dryer parts of the Okanagan, “demand often exceeds available water,” which creates many conflicts between users (McKee and Petrie 1997).

Water resource management in the North Okanagan is complex, with systems originally built to serve an agricultural community now under pressure from urban demand. The hydrology is characterized as highly variable from year to year and susceptible to droughts. However, the overriding issue facing the area is lack of a strategy to enhance water availability, while protecting water resources in the North Okanagan. Compounding the issue is a lack of information about the link between surface and ground water flows, and limited shared information between land use and water resource decision makers.

Water quantity is expected to be an increasing problem in the future. Since irrigation for agriculture still consumes the largest share of the water in the region, as the population grows, reallocating irrigation water for domestic use may become a major issue (Salter et. al. 2005). Both residents and planners cite water supply and quality as a top priority within the North Okanagan and most areas have identified the need to address water supply issues regionally. In 1974 the Okanagan Basin study recommended that one agency or board be given the responsibility of managing the water supply in the Okanagan.

The regional districts and municipalities are delegated zoning, planning, and bylaw authority and certain water-related responsibilities through the Local Government Act and have substantial powers to protect water quality on public and private lands in the lower watershed. These responsibilities include providing fire protection, water and sewer, waste disposal and recycling services, and constructing and maintaining sewers, storm drains and drainage. All recent Official Community Plans within the Regional District of North Okanagan have, as a general policy, supported and encouraged initiatives that support water conservation measures.

#### Discussion of Trends

#### Legislative Framework

The federal and provincial governments protect source water through Acts and regulations, whereas, local governments use bylaws to ensure that community water remain safe (Fraser Basin Council 2005). The key federal and provincial acts are responsible for water protection:

#### Federal Legislation

- Canadian Environmental Assessment Act

- Canada Water Act
- Indian Act
- Guidelines for Canadian Drinking Water
- Food and Drug Act
- Fisheries Act
- First Nations Land Management Act
- Federal Water Policy
- Environmental Protection Act
- Department of Health Act
- Water Act
- Health Act
- Drinking Water Protection Act
- Environmental Management Act
- Environmental Protection Act
- Forest and Range Practices Act
- Forest Land Reserve Act
- Health Act
- Land Title Act
- Local Government Act
- Private Managed Forest Land Act
- Waste Management Act
- Water Act
- Water Protection Act

#### Provincial Legislation

British Columbia government initiatives that were adopted after the Walkerton incident included the BC Drinking Water Action Plan (Province of British Columbia, 2002), the BC Drinking Water Protection Act of 2001, and the new BC Drinking Water Regulations 2002/2003 (Province of British Columbia, 2003). With this new legislation, the provincial requirement was that water operators provide safe drinking water to water customers by employing “source-to-tap” protection. Source-to-tap protection, also known as the multi-barrier approach (MBA), includes source water protection as the first barrier. The majority of small city and rural water operators lack legal jurisdiction over provincially regulated and Crown-owned land to effectively undertake source water protection. The consequence is the requirement to provide safe drinking water yet having the inability to regulate land use on Crown-owned land, is placing enormous pressure on local water operators to invest in expensive water treatment technologies (Patrick 2003).

Local governments are faced with the challenge of being the providers of drinking water systems, as well as water quality monitoring and systems maintenance, in the majority of British Columbia’s communities. Local governments can also protect drinking water sources and products by developing and implementing bylaws that control land use and development. Local governments may require the development of a community action and awareness program designed to address social impacts on drinking water (Fraser Basin Council 2005).

In the North Okanagan, the majority of water management decisions occur at the utility and license holder level, and within the Ministry of Environment, which is the license issuing authority. Water utilities in the North Okanagan are operated by irrigation districts, municipalities, the Regional Districts and other local authorities. These organizations hold licenses to use specific water sources and are responsible for managing the supply, and associated treatment and delivery infrastructure, to meet the demands of their customers (Neale 2005). Utilities also have the ability to use demand side management techniques, such as water metering, pricing, public education and use restrictions, to influence customer demand. Water managers must balance the needs of residential, agricultural and industrial users and maintain the source for ecological and aesthetic values (Neale 2005).

### Okanagan Basin Water Board

The purpose of the Okanagan Basin Water Board (OBWB), established in 1969, is to provide leadership to protect and enhance quality of life in the Okanagan Basin through sustainable water resource management. The OBWB delivers a variety of services including the Eurasian watermilfoil control program, the wastewater treatment grant program, and a water management function that includes water research project management and a water conservation and quality improvement grant program. The OBWB provides the following essential functions:

- **Implementing basin-wide programs** for watermilfoil control, wastewater infrastructure funding, water research and management – benefiting all Basin residents
- **Advocating and representing** local needs to senior government planners and policy makers – protecting Okanagan interests
- **Providing science-based information** on Okanagan water to local government decision makers and water managers – for sustainable long-term planning
- **Communicating and coordinating** between government, non-government, universities and businesses – increasing the effectiveness of water projects and research
- **Building funding opportunities** by providing leverage grants, securing external dollars and identifying cost-sharing partners – expanding local capacity

The OBWB has assessed the status of water resources, identified top priorities for water management; formed partnerships with all levels of government and local water stakeholders; and worked to build science-based information for decision makers. While assessments are still underway, there is a clear need to integrate Okanagan water policy and planning on a basin-scale, and to shift toward implementing policies and agreements that protect water supplies. Top priority actions include groundwater regulations, basin-wide drought response agreements and a regional water conservation strategy.

Several significant projects are now underway, including the Water Supply & Demand Project assessment of the Basin's water budget, a study on the concentration of endocrine disrupters in treated wastewater, a 'toolkit' to support development of harmonized groundwater bylaws, and the ongoing Groundwater Assessment of the Okanagan Basin. These projects are delivering the tools and information that local governments and the Province need for infrastructure planning and to prepare for population growth and climate change.

### Sustainable Water Strategy (2008)

The Water Stewardship Council's Sustainable Water Strategy lays out gaps and priorities for adapting to change in the Basin, with recommendations for OBWB partnerships with local stakeholders and senior governments. Similarly, the new BC Living Water Smart Plan is the Province's roadmap for water policy into the future - implemented in partnership with local governments and others. These plans have strong overlap in approach to sustainable water management. With the need and the direction now clearly laid out, it is time to shift toward implementing policies and agreements to protect our water supplies and integrate Okanagan water policy and planning on a basin-scale.

The Sustainable Water Strategy is designed to build on the 1974 Okanagan Basin Study, a joint Federal/Provincial initiative to develop a comprehensive plan for the development and management of water resources in the Basin.

A subsequent Basin-wide study of surface water and groundwater resources – the Water Supply and Demand Project – was initiated in 2004 and is expected to be completed in late 2009. The goal of the Water Supply and Demand Project is to provide the best estimate of present and future water need and availability, taking into account present water use, population growth, climate change, land use change, preservation of the environment, and other factors. Once complete, the Water Supply and Demand Project will be complementary to the Sustainable Water Strategy. The strategy articulates the vision and provides direction whereas the S&D Project provides the data needed to develop and implement strong water management practices (OBWB 2006).

The Sustainable Water Strategy is grounded in action. Twelve high-level guiding principles for water management and policy provide a framework for the strategy. These are (OBWB 2008):

1. Recognize the value of water.
2. Control pollution at its source.
3. Protect and enhance ecological stability and biodiversity.
4. Integrate land use planning and water resource management.
5. Allocate water within the Okanagan water budget in a clear, transparent, and equitable way.
6. Promote a Basin-wide culture of water conservation and efficiency.
7. Ensure water supplies are flexible and resilient.
8. Think and act like a region.
9. Collect and disseminate scientific information on Okanagan water.
10. Provide sufficient resources for local water management initiatives.
11. Encourage active public consultation, education, and participation in water management decisions.
12. Practice adaptive water and land management.

The key action items in the strategy were developed respecting these guiding principles.

#### Shuswap Lake Integrated Planning Process Strategic Plan (2008)

The Shuswap Lake Integrated Planning Process (SLIPP) process was initiated to identify inter-jurisdictional water issues that are better addressed through collaboration. The Plan focuses on working with and improving existing public agency coordinating mechanisms and working practices to make them more effective. While this plan focuses primarily on the Shuswap and Mara lakes, SLIPP's intention is to expand the coverage area to the entire Shuswap watershed (Fraser Basin Council 2008), although areas of the North Okanagan are currently not within the Plan boundaries.

SLIPP was designed to complement and enhance existing planning processes undertaken by the participating government agencies, of which the Regional District is a recent member. Many North Okanagan jurisdictions are within the Shuswap watershed, and are therefore not represented by the Okanagan Basin Water Board. As a result, comprehensive, integrated watershed planning initiatives have not been developed.

### Greater Vernon Water Utility Master Water Plan (2002)

The Master Water Plan (MWP), completed in the spring of 2002, established the goals and direction for long-term regional water system planning for the Greater Vernon area. The MWP set out an aggressive strategy to improve the quality of drinking water, delivered to the customers. The plan also focused on the continued importance of irrigation water supply to the agricultural industry and set out a strategy for water delivery (Associated Engineering 2002). The two key elements of the plan were the separation of irrigation and domestic water systems in the short term and the construction of a single, central water treatment plant to provide treated water to the domestic water distribution system. The majority of the Water Plan focuses on water infrastructure development, such as the development of the Duteau Creek supply and improvement of water quality throughout the Greater Vernon area. Due to senior government funding constraints, an addendum to the Plan was developed in 2004 (Associated Engineering 2004) to refine to short and mid-term infrastructure goals.

### Village of Lumby Water Conservation Strategy (2004)

The Village of Lumby, in response to the 2003 drought, developed a water conservation strategy in 2004. The objective of the strategy is to prudently manage the water system to reduce consumption within the village through an educational program that focused on informing water system users of the environmental and financial benefits of practicing wise water consumption habits (Village of Lumby 2004).

A component of the strategy was monitoring water volumes originating at the filtration plant and comparing those numbers with the volume of water being metered to determine the volume of water lost through leakage. If significant losses are reported, leak detection and infrastructure upgrade program was to be implemented (Village of Lumby 2008).

| <b>Water Stewardship Recommendations</b>  |
|---|
| <b><i>OBWB Water Action Plan (2008)</i></b>   |
| 1. There must be a common vision with recognition of the interdependence of Okanagan communities and their shared water resource.                         |
| 2. Regional water governance should focus on areas that do not duplicate the efforts of local government and have distinct regional benefits.             |
| 3. Ensure that sufficient potable water is available in each community for domestic, industrial, commercial, and institutional use.                       |
| 4. Enact or amend land use policies and tools to protect water and the surrounding land (i.e., riparian areas, wetlands, floodplains, etc.).              |
| 5. Consider water in community design by promoting development that is high-density and uses existing infrastructure.                                     |
| 6. Work cooperatively to protect, restore, and enhance riparian and wetland areas that have been impacted by human activities.                            |
| 7. Develop a Regional Water Conservation Strategy that contains principles, policies, and practices for adoption and implementation by local governments. |
| <b><i>Shuswap Lake Integrated Planning Process Strategic Plan (2008)</i></b>  |
| 1. Development that respects environmental, economic and social interests.  |
| 2. Water quality that supports public and environmental health.   |
| 3. Desirable recreational experiences that is safe and sustainable.   |

### Summary of Present Trends

Water resource management in the North Okanagan is complex, with systems originally built to serve an agricultural community now under pressure from urban demand. The hydrology is characterized as highly variable from year to year and susceptible to droughts. However, the overriding issue facing the regional coordination on land use and water availability while protecting water resources in the North Okanagan. Compounding the issue is a lack of information about the link between surface and ground water flows, and a lack of shared information between land use and water resource decision makers.

## **5.6 Urban Containment**

### **5.6.1 Introduction**

Managing the Region's land base in ways that most effectively balance environmental, social, and economic considerations is fundamental for ensuring future generations are able to enjoy the benefits and natural amenities of the Region. The Official Community Plans within the Region provide for continued growth in existing and newly developing areas, placing emphasis on growth within established areas. These OCPs have allocated sufficient lands for urban development to accommodate the projected municipal residential growth to at least 2031 (based upon the projections contained in the OCPs). These OCPs do not negate the possibility of new developments outside of established and/or serviced areas, although scattered development is discouraged. Urban and rural growth patterns, as represented in the past OCPs, may not follow intended trajectories, form, or zoning designation, or density. As a result, new growth areas within jurisdictions have been established in the last 20 years, especially in jurisdictions that have experienced the greatest growth pressure.

### **5.6.2 Discussion of Trends**

The City of Vernon, within the 2008 Official Community Plan, has proposed an ultimate municipal boundary that guides consideration of annexation proposals. The projected future boundary, as envisioned within the current OCP document, would involve phased annexations of parts of Electoral Areas 'B' and 'C' based upon applications by residents of these areas. The supporting policies within the 2008 OCP (Section 21.0) support the future establishment of the proposed ultimate City boundary, although residential intensification will not be encouraged within newly annexed lands. Although annexation policies within the City have not changed significantly since the 1974 Official Community Plan (annexation application for service (sewer and water) provision), the 1989 Comprehensive Planning Strategy (UMA Engineering 1989) provides the framework for development strategy and phasing plan which provides suggestions for the direction of growth. The Official Community Plan for Rural Vernon (Electoral Areas 'B' and 'C') puts forward the concept of a regional growth boundary for the City of Vernon and a moratorium on further annexations.

Studies have confirmed that with the inclusion of Okanagan Landing, the Foothills expansion, the O'Keefe Lands and Predator Ridge into the City of Vernon, that there is not an urgent need for the City to acquire additional land for urban expansion. The "Greater Vernon Settlement Strategy" completed in 1996 revealed that there is sufficient development land in the City of Vernon and the District of Coldstream to accommodate an additional 48,500 people. The current population (2006) of these municipalities is 45,415 people – an increase of approximately 4,000 people since the 1996 census. Based on current growth trends, it will be far into the future before additional urban scale development lands will be needed. While a long term strategy is necessary to identify future development land outside municipal

boundaries, it is also important to curtail urban sprawl and rely on in-fill within existing municipal boundaries where services are currently available.

Armstrong, Enderby and Lumby have established development boundaries within their Official Community Plans and, with their modest growth, do not foresee the requirement for more development lands in the immediate future. Growth management throughout the North Okanagan has relied mostly on soft boundaries, such as the Agricultural Land Reserve.

### **5.6.3 Summary of Present Trends**

Urban containment measures have been used throughout recent regional, municipal, and electoral area planning policies, with emphasis in using soft containment measures such as Agricultural Land Reserve boundaries, infill development, density bonusing, residential, commercial, and industrial clustering, and development in serviced areas. The use of containment boundaries is not as widespread through the region, mostly restricted to electoral areas `B` and `C`, Lumby, Enderby, and Armstrong. The use of urban containment strategies could be seen as an incentive to achieving the town center objectives, as well as preserving rural landscapes that do not have the infrastructure or suitability for concentrated development.

Many of the urban containment objectives such as managing the costs of extending urban services are met by strategies already in place through respective Official Community Plans, through the ALC, and through the "Community Crown Interface" zone endorsed in the Land and Resource Management Plan. The cost of development on hillsides, environmentally sensitive areas, limited development to serviced areas, ALR lands and the present private-Crown land boundary potentially offers a natural urban boundary. Unfortunately, these natural boundaries can be eroded through re-zoning, transfer of Crown lands to private owners, ALR exclusions, and expensive hillside development initiatives that will provide the necessary infrastructure.

## **5.7 Transportation and Infrastructure**

### **5.7.1 Introduction**

Transportation is an important element in supporting community development and preparing for growth. Transportation ideally involves a choice of modes (vehicles, transit, rail, pedestrian, etc) and a system that links one mode to another, one destination to another. The very nature of transportation is that it crosses jurisdictional boundaries and becomes most effective when communities work together to achieve common transportation goals and objectives (RDCO 2003).

Two major constraints face transportation systems in the North Okanagan. Existing urban and agricultural development patterns have built up around town centers and highway corridors situated within the settled valleys. As future growth is encouraged in higher density and sequential outward development patterns, the need for new infrastructure is competing with other land uses in the same narrow highway corridors. Thus, a first major constraint is a limited number of financially and politically feasible corridor options, as demonstrated by the City of Vernon's Transportation Plan.

A second constraint within the North Okanagan is the number of jurisdictions involved in the provision of transportation. This complicates effective transportation planning and financing, particularly between modes or between communities. The major purveyors of transportation infrastructure and options are:

1. Local Governments including City of Vernon, District of Coldstream, Village of Lumby, City of Armstrong, City of Enderby, and Township of Spallumcheen, are responsible for municipal roads.
2. First Nation communities including the Spltasin Nation and Okanagan Indian Band. Community Planning, including transportation planning, can be undertaken through the direction of First Nations staff and council.
3. Provincial Ministry of Transportation owns and manages the local roads, sidewalks and public right of ways in “unincorporated areas”, and the provincial highway network.
4. BC Transit, in partnership with the Regional District and individual municipalities, oversees the operation of Vernon Regional Transit and associated services.
5. Federal Government agencies oversee operations of the rail line, commercial marine traffic, and the Vernon airport.

Through the Okanagan Valley Transportation Planning process of the 1990's, detailed analysis of highway corridor options and of financial implications was compiled, but few agreements were reached on funding or on priorities. None of these options have been implemented since that Study and several options are no longer viable due to continued urban development over the last 10 years within Greater Vernon.

### **5.7.2 *Discussion of Trends***

#### Ribbons of Green, Greater Vernon Trail System (1993)

The Ribbons of Green initiative was formalized in 1993, with the objective of providing an overall vision for “a system of linear parks, pathways and bikeways in Greater Vernon which tie urban areas to parks, natural and scenic areas through “green” forms of recreation and transportation” (Regional District of North Okanagan 1993). The focus of the trail system is for recreational uses, and the recommendation is made to consider a separate study to address trail needs of commuters using alternative transportation within the Region. Support for, and inclusion of, the findings and recommendations contained within the Ribbons of Green plan were incorporated into the Official Community Plans of the City of Vernon, District of Coldstream, and Electoral Areas ‘B’ and ‘C’.

#### North Okanagan-Shuswap Corridor Management Plan (Urban Systems 2002)

The Ministry of Transportation initiated the North Okanagan-Shuswap Corridor Management Plan to respond to the population growth that was occurring along both Highway 97 and Highway 6. The Plan focused on possible provincial highway improvements, with emphasis on effective management of the current highway corridors. The result was a long-term transportation corridor management strategy that combined highway improvement options, corridor preservation measures, and rehabilitation programs for the North Okanagan highway system. The Plan is considered by the province to be a technical resource that was to guide the future development of an Investment Strategy for highway facilities within the North Okanagan.

#### Okanagan Valley Transportation Corridor: An Assessment (2004)

Western Economic Diversification Canada partnered with the three Regional Districts in the Okanagan and Similkameen Valleys in an effort to produce a consolidated, consistent and prioritized transportation infrastructure investment list. The goal is to identify which projects are the most significant, in terms of

offering the greatest range of benefits specifically to the Okanagan. The objective of this assignment is to develop and deliver this preferred and prioritized transportation infrastructure list along with project justification and rationale, as well as an assessment of potential funding mechanisms. Consideration was given to alternative modes of transportation, to ensure that costly investments in transportation infrastructure could not be deferred by the successful implementation of more environmentally sustainable modes of transportation.

The study focused primarily on the transportation corridor between Osoyoos and Enderby (Okanagan Valley) and along the transportation corridor between Osoyoos and Princeton (Similkameen Valley). The study focused only upon opportunities and initiatives that benefit intra-regional transportation and will not extend to include external linkages or investment with primarily localized benefits.

In order to protect future transportation corridors, it is recommended that the local governments include policies in their planning documents emphasizing the importance of corridor preservation. This can be incorporated as part of Growth Management Strategies as well as local government Strategic Plans and/or Official Community Plans. It also recommended the creation of a valley-wide transit and/or transportation authority to assist in seeking, obtaining and administering strategic funding towards regionally significant transportation initiatives. Valley-wide economic development initiative should support and promote Highway 97 corridor enhancement. In order to determine the success of regional transportation initiatives, it is important to set objectives, milestones and benchmarks which can be monitored and reviewed periodically. The identification of opportunities to advance sustainable transportation initiatives should be pursued.

The study was intended to be used as a guide for current and future regional transportation issues. Many of the projects and initiatives will require additional information and analysis. The initial analysis provided was to be used to make better-informed regional transportation decisions.

#### District of Coldstream Bicycle and Pedestrian Master Plan (2007)

In the past, the provision of bicycle and pedestrian facilities within the District of Coldstream has been considered on an ad hoc basis, with upgrades being provided as part of development or public pressure, and with limited consideration for overall network connectivity. The District of Coldstream Major Roadway Network Plan did not include a review of pedestrian and bicycle facilities. However, the roadway cross-sections recommended the incorporation of bicycle and pedestrian facilities based on roadway classification.

The Bicycle and Pedestrian Master Plan has provided an overall vision for a safe, feasible and convenient bicycle and pedestrian network. In establishing and implementing a Bicycle and Pedestrian Master Plan, the District of Coldstream can achieve increased walking and cycling trips, improved safety for cyclists and pedestrians, promote recreational cycling and tourism, and respond to community concerns and needs. The Bicycle and Pedestrian Master Plan not only identifies where facilities should go, but also identifies the types of facilities that are appropriate (Urban Systems 2007).

#### City of Vernon Transportation Plan 2008-2031 (City of Vernon 2008)

The Transportation Plan, as a supporting policy for the 2008 Official Community Plan, includes a strong focus on transportation demand management (TDM), including pedestrian, cycling, green space trail, and

transit facilitates. Alternatives to automobile-centric development patterns include higher density mixed-use neighbourhood transit nodes with supporting cycling and pedestrian infrastructure. As a comprehensive plan, the guiding principles of the 2008 Official Community Plan were reflected in the Transportation Plan strategies, including the preservation of green space, provision of attainable housing, development of sustainable and alternative transportation options, protection of agricultural lands, downtown revitalization and encouraging complete, compact communities. The immediate strategy, within the first 10 years of implementation, will focus on transportation demand management, including increased investment in and expansion of the cycling, pedestrian, and trail system. A major component of the TDM strategy, both locally and regionally, is the expansion of the transit fleet, extension of hours of service and the provision of express service to identified neighbourhood nodes including Silver Star Foothills, Lumby, Armstrong, and inter-regional service to UBCO in Kelowna. The development and expansion of the road network is expected to occur in coordination with the expansion of alternative transportation infrastructure, providing a complimentary transportation system.

#### Transportation Options for Rural Residents Study (2009)

The Regional District, through the Transportation Options for Rural Residents Study (Boulevard Transportation Group 2009), is seeking to develop a rural transportation framework that improves transportation options for North Okanagan's rural residents, while reducing the negative environmental, health and social impacts associated with personal transport. Transportation options for residents in the Electoral Areas rely heavily on personal automobile use, although walking, cycling and transit comprise approximately a quarter of trips, depending on season.

The Study has developed a series of recommendations that may be considered for implementation. These include priority network improvements, such as park & rides; multi-use routes; tele-work stations; and improved bus stop design. Potential programs and services identified include a community shuttle service, car share cooperative service, a formal vanpool service, a ride-matching Service; telecommute arrangements, school buses for public transit, and neighbourhood zero emissions vehicles (NZEVs). Community awareness will be essential in promoting alternative transportation options and this Study recommends establish a community transportation program and promoting, educating and creating community awareness. Long range planning recommendations have also been identified within this study, including coordinating with the Regional Growth Strategy, the development of supportive land use regulations, bicycle parking requirements and a regional transportation network plan. The preservation of rail corridors and continuing efforts to improve rural transit service were also identified as potential recommendations.

#### Vernon Regional Transit

The Vernon Regional Transit System is a partnership between the City of Vernon, the District of Coldstream, North Okanagan Regional District and BC Transit, the provincial agency responsible for the planning, marketing and partial funding of 75 municipal transit systems across the province.

Serving the needs of Vernon's seniors and persons with disabilities, the Vernon Custom System began operation in 1982. Consisting of a fleet of 5 in-service vehicles, this demand-responsive service was initially operated by the North Okanagan Handicapped Association (NOHA) until 2000. The City of Vernon, District of Coldstream and Regional District of North Okanagan share municipal funding for both

conventional and custom systems, with private transit management firms operating the transit system under 5-year competitive contracts. .

Vernon Regional Transit provides low-floor accessible service and door-to-door handyDART service within the City of Vernon and District of Coldstream, and a blended conventional/“Community Bus” service throughout the North Okanagan, including Spallumcheen, Armstrong, Enderby, Lavington, Whitevale and Lumby (BC Transit 2007). Decisions about fares, routes and service levels are made by the Vernon City Council, Coldstream District Council and the Regional District Board based on information and planning provided by the Municipal Systems Program of BC Transit.

### Water and Sewer

Three jurisdictions (North Okanagan Water Authority, City of Vernon, and District of Coldstream) operated their water utilities somewhat independently prior to 2002. Each jurisdiction performed the same basic processes associated with drinking water management, and developed various policies and tools to meet local needs.

In October 2001, a single regional water utility took full responsibility for supplying and distributing water to both domestic and agricultural clients within the greater Vernon service area. The regional utility was called the Greater Vernon Water Utility (GVWU).

The GVWU was a stand-alone water utility that serviced the entire Greater Vernon region, including the City of Vernon, District of Coldstream, and parts of Electoral Areas’ B’, C, and D. GVWU also provided bulk water to parts of the Township of Spallumcheen. The water utility was established as a service of the Regional District and governed under the Greater Vernon Services Commission (AEL 2002). Greater Vernon Services entered into contract arrangements with the City of Vernon and the District of Coldstream to perform all operation and maintenance services required on the water system (AEL 2002). As of 2008, the City of Vernon decided to reestablish their water utility, although the jurisdictional responsibilities and contract arrangements have not been finalized.

The Township of Spallumcheen manages four municipal water utilities, with the majority of residents obtaining water from personal wells. These water utilities service residents near the City of Armstrong or the City of Vernon, two connecting to the Armstrong system and one connecting to the Greater Vernon Water Service System. The two water systems around the City of Armstrong have their sewage treated at the Armstrong water treatment facility. The Village of Lumby and the City of Enderby have their own water and sewer service system, although the City of Armstrong has 6 water districts within their border.

Within the rural areas of the Regional District of North Okanagan there are a number of small water and sewer utilities operated and administered by RDNO. The existence of these services in the rural areas provides the opportunity to raise awareness regarding the impacts of human settlement and its negative impact on the environment, as well as educate residents about environmental stewardship.

| <b>Transportation Recommendations</b>   |
|---|
| <b><i>Ribbons of Green (Greater Vernon Parks and Recreation 1993)</i></b>   |
| 1. Incorporate the Greater Vernon Trail System into the Official Community Plans of Vernon, Coldstream, and Electoral Areas 'B' and 'C'.  |
| 2. Assess the needs of commuting cyclists and consider those needs in transportation planning.  |
| 3. Promote trail use, community partnerships, and community awareness.  |
| 4. Neighbourhood planning should include trails to parks and community institutions as well as the overall trail network.   |
| <b><i>North Okanagan-Shuswap Corridor Management Plan (2002)</i></b>  |
| 1. Development of a 5-year Investment Strategy and Implementation Plan.   |
| 2. Development of an infrastructure rehabilitation program for the entire North Okanagan-Shuswap area.  |
| 3. Encourage all municipalities to conduct a complete review of local road networks as part of their OCP review.  |
| <b><i>Okanagan Valley Transportation Corridor Study (2004)</i></b>  |
| 1. Include future transportation corridor preservation into regional and local planning documents.  |
| 2. The creation of a valley-wide transit and/or transportation authority to assist in seeking, obtaining and administering strategic funding towards regionally significant transportation initiatives  |
| 3. Valley-wide economic development initiative should support and promote Highway 97 corridor enhancement.  |
| 4. Identify opportunities to advance sustainable transportation initiatives   |
| <b><i>City of Vernon Transportation Plan 2008-2031 (2008)</i></b>   |
| 1. Focus on Transportation Demand Management that emphasizes alternative transportation options.  |
| 2. Develop and enhance alternative transportation infrastructure to reduce reliance on single-occupancy vehicles.   |
| 3. Develop and implement a street network improvement program in conjunction with provincial and federal partners.  |
| <b><i>Transportation Options for Rural Residents Study (2009)</i></b>   |
| 1. Priority network improvements, such as park & rides; multi-use routes; tele-work Stations; and improved bus stop design.   |
| 2. Programs and services including a community shuttle service, car share cooperative service, a formal vanpool service, a ride-matching service; telecommute arrangements, school buses for public transit, and neighbourhood zero emissions vehicles. |
| 3. A community transportation program and an educating and awareness program.   |
| 4. Long range planning, including coordinating with the Regional Growth Strategy, land use regulations, bicycle parking requirements and a regional transportation network plan.  |

### **5.7.3 Summary of Present Trends**

The majority of transportation studies and plans undertaken are primarily Regional, intra-regional, or from a high level planning perspective only. The City of Vernon and District of Coldstream plans only address transportation issues within their jurisdictional boundaries, although inter-jurisdictional linkages are identified. While regional interconnectivity is important, the District of Coldstream and the City of Vernon have been very active in transportation planning that is specific to the community's needs, and identifies potential bicycle and pedestrian routes in further detail to establish priority, implementation feasibility and cost implications. The Transportation Options for Rural Residents Study attempts to examine the transportation possibilities within the Electoral Areas and link any rural infrastructure and programs with the regional transportation network.

Many communities have completed comprehensive transportation plans, both with a community wide focus as well as at sub-area levels. Often these are directly integrated with a community's OCP or distilled into OCP policies. Developing these plans provides a valuable opportunity for maximizing mobility throughout the community in ways that are appropriate for that community's settlement hierarchy and overall land use

vision. They can also ensure that goods movement and inter-regional transportation needs are met. The City of Vernon has, in support of the 2008 Official Community Plan, has developed a comprehensive transportation plan that promotes alternative transportation, transportation demand management, transit service extension, and compact development. Due to the provision of neighbourhood centres, and the commitment to transportation demand management, an increase in transit-oriented development may occur within the City.

## **5.8 Agriculture and Food Systems**

### **5.8.1 Introduction**

In 1972, the provincial government created the Agricultural Land Reserve (ALR) to protect productive agricultural lands from development pressures. Since then, the ALR has provided an important land base for agricultural production and has, for the most part, prevented the sprawl of urban and suburban communities into farmland. However, intensifying development pressures on agricultural land adjacent to urban areas has led to increasing numbers of applications for exclusion from the land reserve. In 1974, the total area designated to the Agricultural Land Reserve in the North Okanagan was 70,283 hectares. In the period since to March 2008, a total of 1,536 hectares have been added to the Reserve and 5,946 hectares have been excluded. This brings the current total of agricultural land in the reserve in the RDNO to 65,873 hectares or just over 8% of the total land area of the region (Provincial Agricultural Land Commission 2008).

The region supports a diversity of production, from pasture for livestock grazing, grains, fruits and vegetables and a variety of livestock production. Organic production in the region includes market gardens, orchards, feed crops, cattle and chicken operations, as well as a bison and deer farm. The long-term sustainability of our agricultural sector is faced with a number of challenges. These include:

- Fragmentation of land in the Agricultural Land Reserve
- Limited availability of irrigation ground water
- Relatively high proportion of small farms
- Relatively high proportion of farms with low gross farm incomes
- Average age of farm operators increasing
- Average per farm gross farm receipts declining
- Rapidly increasing farmland prices
- Increasing pressure for recreation in the countryside.
- Agriculture in competition with residential demand for water
- Direct growth to existing subdivisions and adjacent lands outside ALR
- Lack of landscape buffering between farm and non-farm areas

### **5.8.2 Discussion of Trends**

#### Agricultural Land Commission

The Agricultural Land Commission (ALC) has three purposes:

- To preserve agricultural lands;
- To encourage farming on agricultural lands in collaboration with other communities of interest; and
- To encourage local governments, First Nations, and provincial government ministries to enable and accommodate farm use of agricultural lands and uses comparable with agriculture in their plans, bylaws, and policies.

The ALC's authority and responsibilities for managing agricultural lands (ALR) are within the Agricultural Land Commission Act. The ALC works with local governments to ensure that their plans and bylaws are compatible with provincial zoning of agricultural lands (the Agricultural Land Reserve (ALR)). All of the Official Community Plans within the Region have policies that support agriculture and the preservation of the ALR, although there are mechanisms for removing land from the ALR to be rezoned for other uses.

The Official Community Plans affect agriculture and the use of land adjacent to agriculture in several ways; include the amount and type of present and proposed agricultural land uses. The OCPs contain policies of the local government respecting the maintenance and enhancement of farming on land in a farming area or in an area designated for agricultural use. The policies within the OCPs deal with a wide range of issues including water supply, recreation near farmland, supporting the agricultural industry, and safeguarding the ALR. The Region's member municipalities have designate development permit areas for the protection of farming and established guidelines for how development may occur adjacent to the ALR to avoid land use conflicts.

#### Spallumcheen Agricultural Plan (2006)

The Spallumcheen Agricultural Area Plan was developed in 2006 to provide recommendations to assist in the implementation of the agricultural policies within the Official Community Plan. Currently, this is one only Agricultural Plan that has been undertaken within the Regional District, although the District of Coldstream is in the process of developing an Agriculture Area Plan and the City of Vernon has committed to Agricultural Plan development in the future.

The development of the Agricultural Plan was informed by earlier work undertaken by the Township of Spallumcheen, including the agricultural goals identification by the Township's Agricultural Advisory Committee (AAC), the findings of a Public Open House, Township of Spallumcheen agricultural overview (Smith 2005), and the agricultural policies of the OCP. The goals that the Plan addressed were supporting and strengthening local agricultural enterprise, avoiding extra costs and regulation, productive and efficient farm operations, protect the agricultural base, and promote best agricultural practices (Zbeetnoff Agro-Environmental Consultants and Quadra Planning Consultants 2006)

The Agricultural Plan developed an action framework with a series of recommendations based on agreed upon goals and objectives, within the Township taking a lead role on some actions and allowing partners to take responsibility for others. The resulting recommendations were to be implemented in short-, medium-, and long-term phases, contingent on the resources and capacities of the Township and their partners.

#### Township of Spallumcheen Tourism Plan (2007)

The Tourism Plan attempts to support and increase tourism activities that are in accordance with the Official Community Plan and the Agricultural Area Plan. The majority of promotion Services will be

provided by adjoining communities such as Enderby, Vernon and Armstrong while natural attractions and agri-tourism within the Township will be highlighted. The Township will work with adjoining communities to promote tourism opportunities. The promotion of agri-tourism, marketing tourist attractions, improving tourism services, enhancing tourist hospitality, improving tourism infrastructure and improving tourism promotions will form the basis of the goals and objectives. Local farmers markets, u-pick operations, agriculture oriented bed and breakfasts, and garden tours will provide a value-added product that will support and enhance agricultural viability within the area (Township of Spallumcheen 2007).

#### North Okanagan Food Systems Plan (2008)

The Regional District of North Okanagan and numerous community partners, including the Social Planning Council of North Okanagan and the North Okanagan Food Action Coalition, are in the process of developing a North Okanagan Food Systems Plan to address agricultural economic, environmental, and social sustainability, food security issues, and collaboration on policy development and program implementation. The Plan will build upon the findings of the Food Action Coalition's Food Security Assessment and Action Plan that was completed in March 2007, while broadening the scope to those group in need to the entire agricultural system within the North Okanagan. The finding and recommendations of the Food Systems Plan will provide a point of discussion for development of Regional Growth Strategy Agricultural policy, strategies, and objectives, as well as provide guidance in the development of programs and actions for the other participants.

| <b>Agriculture and Food Systems Recommendations</b>   |
|---|
| <b><i>Spallumcheen Agricultural Areas Plan (2006)</i></b>   |
| Goal 1: Support and Strengthen Local Agricultural Enterprise  |
| Goal 2: Avoid Extra Costs of Doing Business and Regulation  |
| Goal 3: Work with the Farm Sector to Make Operations More Productive and Efficient  |
| Goal 4: Protect the Resource Base for Working Agriculture   |
| Goal 5: Promote Agricultural Best Management Practices  |
| Goal 6: Minimize the Impact of Agriculture on the Environment   |
| Goal 7: Protect Rural Character   |
| Goal 8: Encourage "Good Neighbor" Relations   |
| Goal 9: Initiate Public Education   |
| <b><i>Spallumcheen Tourism Plan (2007)</i></b>  |
| 1. To promote Agri-Tourism through increased farm direct sales, support for farm bed, bale and breakfast businesses and explore opportunities for garden tours and tourism.                                   |
| 2. Market tourist attractions through the promotion of the existing attractions such as O'Keefe Ranch and Caravan Farm Theatre and complete a heritage inventory to promote with a location tourism brochure. |
| <b><i>North Okanagan Food System Plan (2008) - Select Recommendations</i></b>   |
| 1. Encourage the planning of appropriate agricultural/urban buffers and the creation of a 'no net loss of ALR lands' policy.  |
| 2. Explore strategies to enhance food production resiliency.  |
| 3. Establish an Agriculture Water Reserve for all lands in the ALR and all lands zoned for agriculture.   |
| 4. Support initiatives that increase irrigation efficiencies.   |
| 5. Identify infrastructural gaps and other barriers that prevent local and regional farmers from marketing more of their crops, livestock and value-added products within the region.                         |
| 6. Ensure that agricultural processing is included in industrial land use planning.   |

- |  |
|--|
| 7. Pursue an industrial retention policy that both preserves land for food processing uses and that plans for infrastructure upgrades so that food processing companies can maintain high levels of productivity and innovation.                       |
| 8. Continue to collaborate with the provincial government to streamline the food processing requirements for custom meat slaughter facilities.   |
| 9. Work with the provincial government to ensure that waste management regulations and associated costs related to custom slaughter facilities (particularly mobile abattoirs) are not prohibitive.  |
| 10. Through collaboration and partnerships with all levels of governments (local, provincial, and federal), community groups, and private industry, promote and support economic development initiatives related to agri-tourism and culinary tourism. |

### 5.8.3 Summary of Present Trends

All electoral area and municipality Official Community Plans support the following goals:

- Maintain the viability of farming and the agricultural land base;
- Discourage the transition of viable agricultural land to non-agricultural uses;
- Manage buffers and residential development in the agricultural fringe in support of agriculture;
- Plan land subdivision in and outside the Agricultural Land reserve to avoid negative impacts on the farming community; and
- Protect the agricultural land base for farming and support agricultural industry.

The perseverance and protection of agricultural lands and the viability of agricultural enterprises have been considered a major issue within the North Okanagan. Continued removals from the Agricultural Land Reserve to facilitate residential or commercial development have been recognized as a priority concern and all North Okanagan Official Community Plans included agricultural land protection policy statements. The Township of Spallumcheen has developed, although not implemented, an Agricultural Area Plan, and the District of Coldstream and City of Vernon are in the process of developing Agricultural Plan. Unfortunately, agricultural policy direction appears to be jurisdictional in nature, without much collaboration and coordination. In essence, each of these agricultural initiatives is developed, and may be implemented, in isolation regardless of the continuity of agricultural lands across the Region.

## 6.0 Summary

Over the last 35 years, much planning work has been undertaken by provincial ministries, the Regional District of North Okanagan and municipal governments. Many of the reports and plans that have been developed and implemented attempt to address the eight identified growth issues identified during the Regional Growth Strategy process. Many of the recommendations, policies and findings are relevant during the exploration of policy options to address these eight growth issues.

The planning literature has identified many instances where cross-jurisdictional concerns, of which a few examples are:

- There are redundancies, overlaps and cost inefficiencies stemming from a lack of shared services and service planning;

- Existing OCPs, regional documents, and inter-regional initiatives all clearly emphasize the protection of water resources, whether lakes or rivers. Regional and inter-regional plans also emphasize source water protection;
- Current municipal planning policies as they concern agriculture land use include general and specific recognition given in OCPs for focusing development in areas outside of the Agricultural Land Reserve and in supporting the viability of a strong agricultural community and limiting residential development on farm land;
- The Township of Spallumcheen has prepared, the District of Coldstream is preparing and the City of Vernon has committed to, through their OCP, Agriculture Area Plans to support the agriculture industry. Greater regional cooperation on agricultural initiatives has been recommended by several recent studies to encourage a sustainable and thriving agricultural sector;
- Most communities in the RDNO have indicated a need for more industrial land and numerous studies have explored industrial land identification and development. Cooperation between jurisdictions on industrial lands zoning and development has been identified as a necessity in several studies.
- There are growing instances of urban-rural conflicts as communities grow.
- The coordinated management of water supply and stewardship is confounded by the conflicting goals and mandates of the many agencies and jurisdictions that control water. Although there is regional cooperation through the OBWB and the existence of sub-regional agreements, there is a need for a coordinated regional approach to water stewardship;
- Accommodation of increasing volumes of intra-regional commuter traffic. The job base of the region is around the City of Vernon, causing more commuter traffic in and back to neighbouring municipalities and thus more pressure on the road network. As communities expand and grow, commuter volumes are expected to increase. The City of Vernon is pursuing an aggressive transportation demand management strategy that focuses on the situation within its boundaries while the problem is sub-regional in nature. Regional and rural planning studies are underway to explore alternative transportation constraints and opportunities and these initiatives will assist in the development of regional transportation solutions;
- Most OCPs have a policy of providing land for a diverse or full range of businesses and users, while the regional and inter-regional plans call for cluster development that responds to their competitive strengths and values by taking direction on retail, commercial and industrial land use and other economic development strategies from a coherent regional perspective; and
- All OCPs consider natural lands conservation and presentation a high priority, although there is currently a lack of coordination and consistency on natural lands/environmentally sensitive lands criteria, mapping, bylaw structure, or evaluation. Progress has been made using Sensitive Ecosystem Inventories (SEI) and Sensitive Habitat Inventory Mapping (SHIM) and integrating environmental policy into Development Permit Areas (DPA). Currently, there is not a regional or inter-regional plan that defines an overall strategy for natural lands preservation or conservation.

The planning literature included in this report is a brief synopsis of the work that has been undertaken in the North Okanagan. The recommendations and findings that have been summarized will assist in the development of growth issue policy recommendations and provides a basis for discussion during the development of the Regional Growth Strategy.

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## Appendix 'A': Comparison of Official Community Plan Growth Issues Policy

| Issues                             | Official Community Plan |                                |                  |                 |                   |                          |                         |                         |                  |
|------------------------------------|-------------------------|--------------------------------|------------------|-----------------|-------------------|--------------------------|-------------------------|-------------------------|------------------|
|                                    | City of Vernon          | District of Coldstream         | Village of Lumby | City of Enderby | City of Armstrong | District of Spallumcheen | Electoral Areas B and C | Electoral Areas D and E | Electoral Area F |
| <b>Environment</b>                 |                         |                                |                  |                 |                   |                          |                         |                         |                  |
| Environmentally Sensitive Areas    | √                       | √                              | √                | √               | √                 | √                        | √                       | √                       | √                |
| Hillside Development Policy        | √                       | √                              | √                |                 |                   |                          |                         |                         | √                |
| Environmental Management Areas     | √                       |                                |                  |                 |                   |                          |                         |                         |                  |
| Stream Protection                  | √                       | √                              | √                | √               | √                 | √                        | √                       | √                       | √                |
| Pollution Reduction                | √                       | √                              | √                | √               | √                 | √                        |                         | √                       | √                |
| Inter-Jurisdictional Collaboration | √                       |                                | √                |                 | √                 | √                        | √                       |                         | √                |
| <b>Agriculture</b>                 |                         |                                |                  |                 |                   |                          |                         |                         |                  |
| Urban-Rural Buffering              | √                       | √                              | √                |                 | √                 | √                        | √                       |                         | √                |
| ALR Support                        | √                       | √                              | √                | √               | √                 | √                        | √                       | √                       | √                |
| Agricultural Area Plan             | √                       |                                |                  |                 |                   | √                        |                         |                         |                  |
| <b>Urban Containment</b>           |                         |                                |                  |                 |                   |                          |                         |                         |                  |
| Development in Serviced Areas      | √                       | √                              | √                | √               | √                 |                          | √                       | New Residential         | √                |
| Infill Development                 | √                       | √                              | √                | √               | √                 |                          |                         |                         | √                |
| Mixed Use                          | √                       |                                | √                | √               | √                 |                          |                         |                         |                  |
| Density Bonusing and Clustering    | √                       | √                              | √                | √               | √                 |                          |                         |                         |                  |
| Smart Growth Principles            | √                       |                                | √                | √               |                   |                          |                         |                         |                  |
| Development Boundaries             | √                       |                                | √                | √               | √                 |                          | √                       |                         |                  |
| <b>Affordable Housing</b>          |                         |                                |                  |                 |                   |                          |                         |                         |                  |
| Affordable Housing                 | √                       | √                              | √                | √               | √                 |                          |                         | √                       | √                |
| Secondary Suites                   | √                       | Only in Rural/<br>Agricultural | √                | √               | √                 | √                        | √                       | √                       |                  |

| Issues                             | Official Community Plan |                        |                  |                 |                   |                             |                         |                           |                           |
|------------------------------------|-------------------------|------------------------|------------------|-----------------|-------------------|-----------------------------|-------------------------|---------------------------|---------------------------|
|                                    | City of Vernon          | District of Coldstream | Village of Lumby | City of Enderby | City of Armstrong | District of Spallumcheen    | Electoral Areas B and C | Electoral Areas D and E   | Electoral Area F          |
| <b>Infrastructure</b>              |                         |                        |                  |                 |                   |                             |                         |                           |                           |
| Developer Pays                     | √                       | √                      | √                | √               | √                 | √                           | √                       |                           |                           |
| New Parks, Trails, and Open Spaces | GVPRC                   | GVPRC                  | WVPRC            | FPRC            | ASPRC             | ASPRC                       | GVPRC                   | WVPRC                     | FPRC                      |
| Water Service                      | Greater Vernon Water    | Greater Vernon Water   | Village of Lumby | City of Enderby | 6 Water Districts | 4 Water Districts           | Local Water Districts   | Local Water Districts     | Local Water Districts     |
| Liquid Waste Management Plan       | √                       | √                      | √                | √               | √                 | √                           |                         |                           |                           |
| Recycle, Reuse, Reduce             | √                       | √                      | √                | √               | √                 | √                           | √                       | √                         | √                         |
| Green Infrastructure               | √                       |                        | √                |                 |                   |                             |                         |                           |                           |
| <b>Economic Development</b>        |                         |                        |                  |                 |                   |                             |                         |                           |                           |
| New Commercial                     | Major Focus             | Small Local Clusters   | √                | √               | √                 | Redirected to Urban Centres | √                       | Redirected to Cherryville | √                         |
| New Industrial                     | Light Industrial        | √                      | √                | √               | Light Industrial  | √                           | Light Industrial        | Resource Industrial       | Light/Resource Industrial |
| Local Business Initiatives         |                         |                        | √                | √               |                   |                             |                         |                           |                           |
| Appropriate Economic Development   | √                       | √                      | √                | √               | √                 | √                           | √                       | √                         | √                         |
| <b>Transportation</b>              |                         |                        |                  |                 |                   |                             |                         |                           |                           |
| Road Network Plan                  | √                       | √                      | √                | √               | √                 | √                           | √                       | √                         | √                         |
| Alternative Transportation         | √                       | √                      | √                | √               | √                 |                             | √                       | √                         | √                         |
| Transportation Demand Management   | √                       |                        | √                |                 |                   |                             |                         |                           |                           |
| Transit                            | √                       |                        | √                | √               | √                 |                             |                         | √                         | √                         |
| <b>Community Energy</b>            |                         |                        |                  |                 |                   |                             |                         |                           |                           |
| Energy Conservation                | √                       |                        | √                | √               |                   |                             |                         |                           | √                         |
| Community Energy Plan              | √                       |                        |                  |                 |                   |                             |                         |                           |                           |

| Issues                             | Official Community Plan |                        |                  |                 |                   |                          |                         |                         |                  |
|------------------------------------|-------------------------|------------------------|------------------|-----------------|-------------------|--------------------------|-------------------------|-------------------------|------------------|
|                                    | City of Vernon          | District of Coldstream | Village of Lumby | City of Enderby | City of Armstrong | District of Spallumcheen | Electoral Areas B and C | Electoral Areas D and E | Electoral Area F |
| <b>Water</b>                       |                         |                        |                  |                 |                   |                          |                         |                         |                  |
| Water Conservation                 | √                       |                        | √                | √               | √                 | √                        |                         |                         |                  |
| Stormwater Management Plan         | √                       | √                      | √                | √               | √                 | √                        |                         | √                       | √                |
| OBWB                               | √                       | √                      |                  |                 |                   |                          |                         |                         |                  |
| Groundwater Protection             | √                       |                        |                  |                 |                   | √                        |                         | √                       |                  |
| Water Source Protection            | √                       |                        | √                | √               | √                 | √                        |                         | √                       |                  |
| <b>Other</b>                       |                         |                        |                  |                 |                   |                          |                         |                         |                  |
| Heritage Preservation              | √                       | √                      | √                | √               | √                 | √                        | √                       | √                       | √                |
| Heritage Conservation Area or Plan |                         |                        |                  | √               | √                 |                          |                         |                         | √                |
| Youth Participation                | √                       |                        |                  | √               |                   |                          |                         |                         |                  |
| Fire Interface Areas               | √                       |                        | √                |                 |                   | √                        |                         | √                       | √                |
| Flood Management Plain             |                         | √                      | √                | √               | √                 | √                        |                         | √                       | √                |

## Appendix 'B': Development Permit Areas addressed in Official Community Plans

| Development Permit Area Issue   | Official Community Plan |                  |                 |                   |                          |                         |                         |                  |
|---------------------------------|-------------------------|------------------|-----------------|-------------------|--------------------------|-------------------------|-------------------------|------------------|
|                                 | District of Coldstream  | Village of Lumby | City of Enderby | City of Armstrong | District of Spallumcheen | Electoral Areas B and C | Electoral Areas D and E | Electoral Area F |
| <b>Environment</b>              |                         |                  |                 |                   |                          |                         |                         |                  |
| Watershed Protection            | √                       | √                | √               | √                 | √                        |                         | √                       |                  |
| Environmentally Sensitive Areas | √                       | √                | √               |                   |                          | √                       |                         | √                |
| Pollution - Land and Water      | √                       | √                | √               | √                 | √                        | √                       | √                       | √                |
| <b>Form and Character</b>       |                         |                  |                 |                   |                          |                         |                         |                  |
| Multi-Family Residential        | √                       | √                | √               | √                 | √                        |                         |                         |                  |
| Senior Housing                  | √                       |                  |                 |                   |                          |                         |                         |                  |
| Industrial Development          | √                       | √                | √               | √                 | √                        | √                       | √                       | √                |
| Commercial Development          | √                       | √                | √               | √                 | √                        | √                       | √                       | √                |
| <b>Hazardous Conditions</b>     |                         |                  |                 |                   |                          |                         |                         |                  |
| Floodplain Regulation           | √                       | √                | √               | √                 |                          |                         | √                       | √                |
| Unstable Slopes/                | √                       | √                |                 |                   |                          |                         | √                       | √                |
| Wildfire Interface              |                         | √                |                 |                   | √                        |                         |                         | √                |
| <b>Special Use Areas</b>        |                         |                  |                 |                   |                          |                         |                         |                  |
| Resort Development              |                         |                  |                 |                   |                          |                         |                         | √                |
| Heritage Preservation           |                         |                  | √               | √                 |                          |                         |                         |                  |