



REGIONAL
DISTRICT
NORTH
OKANAGAN

STAFF REPORT

TO: Board of Directors
FROM: Planning Department

File No: 3061.21.04
Date: November 23, 2021

SUBJECT: *Swan Lake Residential Infill Plan – Final Report*

RECOMMENDATION:

That Electoral Areas “B” and “C” Official Community Plan Amendment Bylaw No. 2920, 2021 which proposes to amend the Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626, 2014, as outlined in the Planning Department Staff Report dated November 23, 2021, be given First Reading; and further,

That the referral process outlined in the Planning Department report dated November 23, 2021 be considered appropriate consultation for the purposes of Sections 475 and 476 of the *Local Government Act*; and further,

That in accordance with Section 477 of the *Local Government Act*, Electoral Areas “B” and “C” Official Community Plan Amendment Bylaw No. 2920, 2021 be considered in conjunction with the Regional District of North Okanagan’s Financial Plan and the Regional Solid Waste Management Plan; and further,

That in accordance with Section 473 of the *Local Government Act*, Electoral Areas “B” and “C” Official Community Plan Amendment Bylaw No. 2920, 2021 be considered in conjunction with the Regional District of North Okanagan’s Regional Housing Needs Assessment (2020) and the North Okanagan Regional Housing Strategy (2021).

SUMMARY:

In follow-up to the November 17, 2021 resolution of the Board of Directors, cited below, staff have prepared Electoral Areas “B” and “C” Official Community Plan Amendment Bylaw No. 2920, 2021 (attached) which proposes changes to the Electoral Areas “B” and “C” Official Community Plan to support a broader range of housing types and a moderate increase in density in neighbourhoods which are connected to community sewer and community water.

Proposed amendments to the Zoning Bylaw will be brought forward for consideration of the Board of Directors in the first quarter of 2022 as part of a comprehensive review of the Zoning Bylaw, which is currently underway.

BACKGROUND:

This report relates to the completion of the *Swan Lake Residential Infill Plan* which was most recently considered by the Board of Directors at their Regular Meeting of November 17, 2021. At that time, the Board of Directors passed the following resolution:

That the Planning Department Staff Report dated October 26, 2021, regarding the status of the Swan Lake Residential Infill Plan be received; and further,

That staff be directed to prepare an Official Community Plan Amendment Bylaw for consideration of First Reading as outlined in the Planning Department Staff Report dated October 26, 2021; and further,

That amendments to the Zoning Bylaw be brought forward during the comprehensive review of Zoning Bylaw No. 1888, 2003.

DISCUSSION:

In follow-up to the direction provided by the Board of Directors, staff have prepared Electoral Areas “B” and “C” Official Community Plan (OCP) Amendment Bylaw No. 2920, 2021, which proposes to:

- amend the Electoral Areas “B” and “C” OCP by revising both the Objectives and Policies of Section 6.0 Residential Lands;
- add map Schedule ‘L’ to the OCP to illustrate which properties would be subject to the new policies proposed in Section 6.3; and
- revise OCP map Schedule ‘B’ by changing the Future Residential land use designation to Residential for all 65 properties currently designated Future Residential.

Proposed changes to the Objectives in Section 6.1 of the OCP reflect the Regional District’s priority to support the provision of more affordable housing, in an environmentally responsible manner, by allowing for a broader range of housing types and a moderate increase in residential densities within neighbourhoods in Electoral Areas “B” and “C” which are connected to a community sanitary sewer system.

OCP Amendment Bylaw No. 2920 also proposes to add a new sub-section to Section 6.0. The proposed new Section 6.3 Swan Lake Residential Infill Development includes a Context statement outlining the background to the preparation of the Swan Lake Residential Infill Plan and the survey process undertaken as part of the planning process.

In addition, proposed Section 6.3 includes Swan Lake Residential Infill Development Policies, which would support the development of affordable and rental housing options for neighbourhoods within the Swan Lake Residential Infill Plan area when connected to community sewer and community water systems.

Within the Residential land use designation, shown on proposed OCP map Schedule ‘L’ (forming part of OCP Amendment Bylaw No. 2920, attached) additional housing options supported by the proposed new policies would include:

- secondary suites;
- ancillary single family dwellings;
- row houses; and,
- two, three, and four-family dwellings.

Additional policies are proposed to:

- support a reduced minimum lot size standard in Residential zones where the property is connected to community sewer and community water;
- require a minimum lot size of 1 ha for new lots created by subdivision unless connected to a community sewer and water system; and
- outline the process to request connection of a neighbourhood to the community sewer system.

Schedule “B,” the OCP General Land Use Map, is proposed to be amended by changing the Future Residential designation to Residential. Currently, the OCP does not have policies specific to the Future Residential designation; therefore, no policy guidance will be lost. The Residential designation is appropriate to both existing and future development within the range of Residential zones.

Changes to Regional District of North Okanagan Zoning Bylaw No. 1888, 2003 to facilitate development within fully serviced residential neighbourhoods east of Swan Lake are proposed to be brought forward to the Board of Directors for consideration in Spring 2022 as part of a comprehensive review and update of the Zoning Bylaw which is currently underway. Preparing an interim amendment to Zoning Bylaw No. 1888 is problematic given the large number of changes that would be necessary. Additionally, any future infill development depends on connection to community sewer; Phase 1 of the community sewer system is targeted for 2024, and therefore it is not essential to amend the Zoning Bylaw within the short term.

REFERRALS:

Legislation References

The following references to the *Local Government Act* are cited in the Recommendation section of this report:

Section 473 states that a local government must consider their most recent housing needs report when developing or amending an OCP particularly with regard to map designations related to residential development and policies related to housing. The Regional District has addressed this requirement through the completion of a Housing Needs Assessment in 2020 and a Regional Housing Strategy in 2021. The purpose of the Housing Strategy is to guide discussion regarding implementation priorities aimed at supporting the provision of market, non-market and rental housing stock.

Section 475 states that during the development, repeal, or amendment of an Official Community Plan, the local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations, and authorities it considers will be affected. The local government must also consider whether such opportunities for consultation should be early and ongoing.

Section 476 states, in part, that if a local government has adopted, or proposes to adopt or amend, an OCP for an area that includes the whole or any part of one or more school districts, the local government must consult with the boards of education for those school districts at the time of preparing or amending the OCP.

Section 477 outlines the adoption procedures for an Official Community Plan bylaw including considering the proposed OCP amendment in conjunction with its financial plan and any applicable waste management plan after first reading.

The public consultation process undertaken in preparing the *Swan Lake Residential Infill Plan* was outlined in the Planning Department status report dated October 26, 2021. Should the Board of Directors give First Reading to OCP Amendment Bylaw No. 2920 as recommended, staff propose the amending bylaw be referred to the following:

- City of Vernon,
- Township of Spallumcheen,
- First Nations,
- School Districts No. 22 and No. 83,
- RDNO Finance Department, and
- RDNO Solid Waste Department.

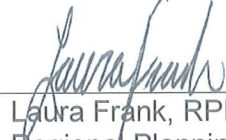
Given that the proposed OCP amendments are unlikely to impact the Central Okanagan Regional District, Thompson-Nicola Regional District or the Columbia-Shuswap Regional District, staff have *not* recommended that OCP Amendment Bylaw No. 2920 be referred to these adjacent jurisdictions.

Submitted by:



Marnie Skobalski, RPP, MCIP
Planner II

Reviewed by:



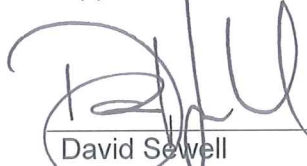
Laura Frank, RPP, MCIP
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Endorsed by:



Rob Smailes, RPP, MCIP
General Manager, Planning and Building

Approved for Inclusion:



David Sewell
Chief Administrative Officer

REGIONAL DISTRICT OF NORTH OKANAGAN

BYLAW No. 2920

A bylaw to amend Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626, 2014 as amended.

WHEREAS pursuant to Section 472 [Authority to adopt a bylaw] of the *Local Government Act*, the Board of the Regional District of North Okanagan may, by Bylaw, adopt one or more official community plans;

AND WHEREAS the Board has enacted the “*Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626, 2014*” as amended to provide a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan;

AND WHEREAS the Board has resolved to amend the Official Community Plan;

NOW THEREFORE, the Board of the Regional District of North Okanagan in an open meeting assembled, hereby **ENACTS AS FOLLOWS**:

CITATION

1. This Bylaw may be cited as “*Electoral Areas “B” and “C” Official Community Plan Amendment Bylaw No. 2920, 2021*”.

AMENDMENTS

2. Schedule “A” of *Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626, 2014* is hereby amended by deleting the first paragraph of Section 6.1 (including the two bullet points) and replacing it with the following:

Housing affordability was identified as the most significant challenge within the North Okanagan during the development of the 2020 North Okanagan Regional Housing Needs Assessment. Addressing affordability is complex and will require action from various levels of government, non-profits and the development community. It was also noted that there needs to be a shared regional response to existing and emerging housing demands. Working towards a diverse and affordable housing stock is an important foundation for supporting growth and responding to changes in population and housing trends. With these objectives in mind, a Regional Housing Strategy was completed in 2021 to guide discussions regarding priorities for implementation aimed at supporting the provision of non-market, market, and rental housing stock.

3. Schedule “A” of *Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626, 2014* is hereby amended by adding the following as Section 6.3 after Cosens Bay Policies:

6.3 SWAN LAKE RESIDENTIAL INFILL DEVELOPMENT

CONTEXT

In 2019, Provincial and Federal government grant funding was approved to establish a wastewater collection and recovery system (also referred to as a community sewer system) to service lands within portions of Regional District of North Okanagan Electoral Areas “B” and “C”, the south end of the Township of Spallumcheen, and Okanagan Indian Band lands at the north end of Swan Lake.

The potential for a community sewer system to service lands currently serviced by on-site septic systems or holding tanks inevitably leads to development interests, proposals and pressures for new development not previously possible utilizing on-site septic disposal systems.

The potential for new development and land use change within the initial phase of the community sewer system is addressed in the Swan Lake Commercial Area and Neighbourhood Plan, which was adopted as Schedule “K” to the Electoral Areas “B” and “C” Official Community Plan in 2018.

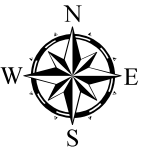
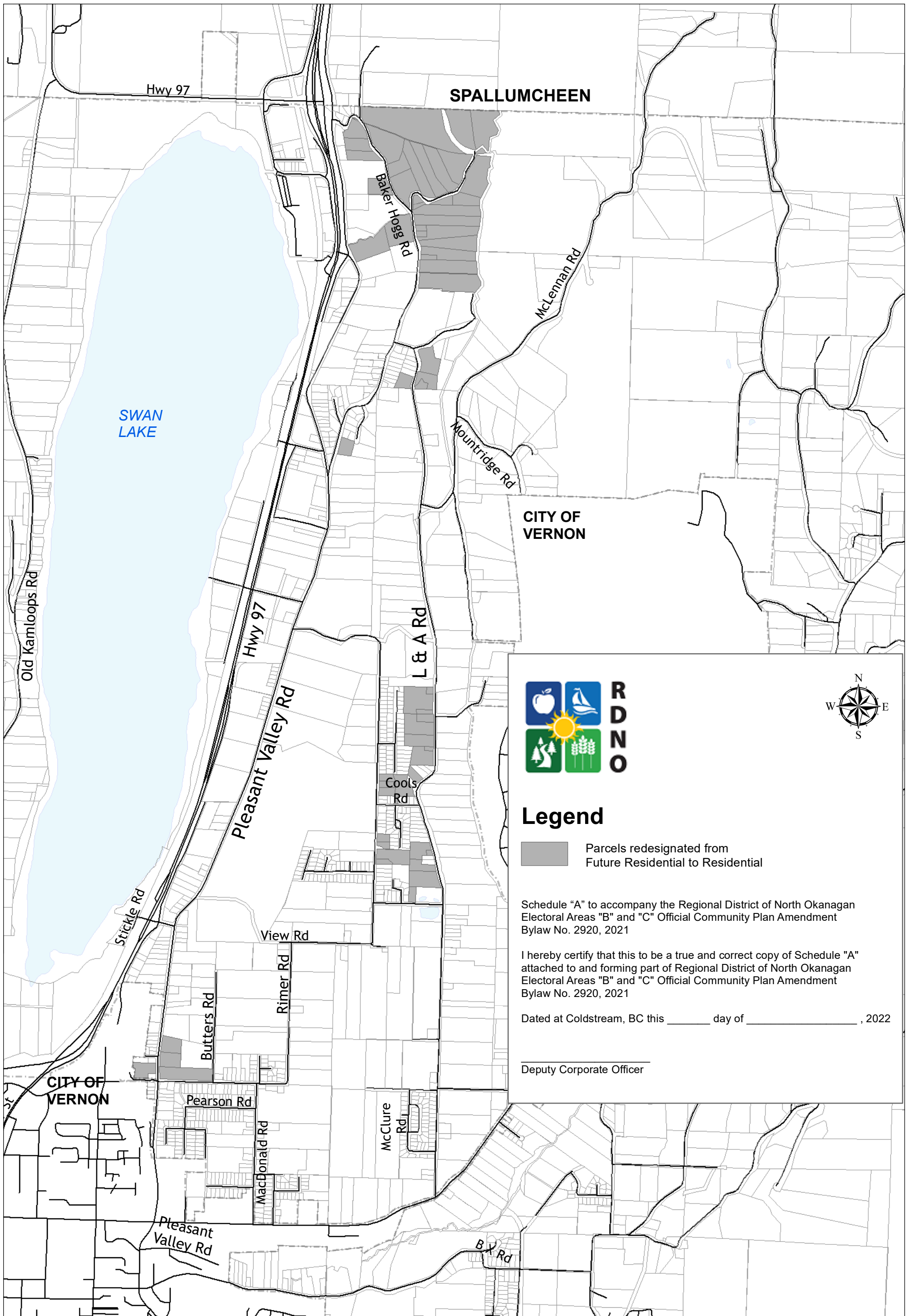
The scope of the Swan Lake Commercial Area and Neighbourhood Plan also included lands with the potential to be within later phases of the wastewater collection and recovery project, including established residential nodes located primarily to the east of Pleasant Valley Road. The potential for new development within these residential neighbourhoods was not fully explored within the Swan Lake Commercial Area and Neighbourhood Plan as a more focused effort to engage with residents and landowners within these neighbourhoods was deemed necessary to determine each neighbourhood’s vision for its future if sewer becomes available. In this regard, these established residential neighbourhoods were the focus of the Swan Lake Residential Infill Plan which was undertaken in 2021.

Results of a survey undertaken as part of the consultation process for the Swan Lake Residential Infill Plan varied by neighbourhood. With the exception of two neighbourhoods which are already included in the first phase of the wastewater recovery project service area, less than 50 percent of the survey responders in the other nodes supported connecting to and paying for community sewer. Throughout the Infill Plan area there were, however, residents who supported connecting to a community sewer system to allow for infill development and to protect the environment.


SWAN LAKE RESIDENTIAL INFILL DEVELOPMENT POLICIES

The following policies apply to properties within the Swan Lake Residential Infill Plan area as shown on Schedule “L”.

- 6.3.1 Should one of the neighbourhoods identified on Schedule “L” wish to connect to community sewer in the future, a Consent Process to include additional properties into the service area may be initiated by a formal petition request to the Regional District.
- 6.3.2 With the exception of boundary adjustment subdivisions and lots created pursuant to Section 514 of the Local Government Act, new lots created by subdivision shall be not less than 1.0 ha in size unless connected to a community sewer system and community water system and shall be consistent with the provisions of the Regional District of North Okanagan Zoning Bylaw and Subdivision Servicing Bylaw.
- 6.3.3 To provide local affordable and rental housing options for neighbourhoods which connect to community sewer and community water systems, the following policies apply:
 - a. Within the Residential land use designation, the Regional District supports a reduced minimum lot size standard for lots in the Residential zones.
 - b. Within the Residential land use designation, the Regional District supports the development of secondary suites, ancillary single family dwellings, two family dwellings, three family dwellings, four family dwellings, and row houses consistent with provisions of the Zoning Bylaw provided the residential dwelling unit(s) are connected to community sewer and community water systems.



Legend

 Parcels redesignated from Future Residential to Residential

Schedule "A" to accompany the Regional District of North Okanagan Electoral Areas "B" and "C" Official Community Plan Amendment Bylaw No. 2920, 2021

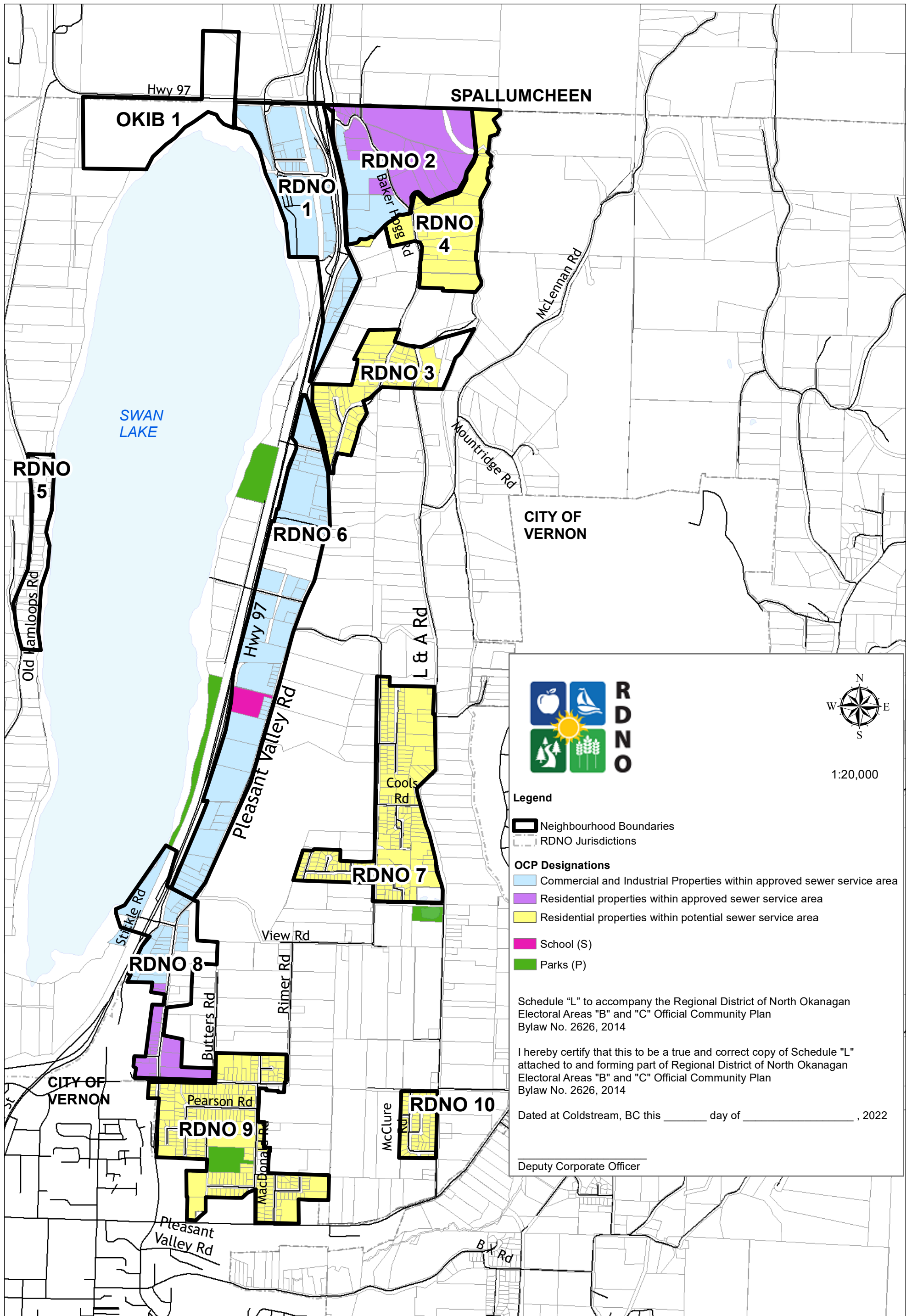

I hereby certify that this to be a true and correct copy of Schedule "A" attached to and forming part of Regional District of North Okanagan Electoral Areas "B" and "C" Official Community Plan Amendment Bylaw No. 2920, 2021

Dated at Coldstream, BC this _____ day of _____, 2022

Deputy Corporate Officer



Schedule A attached to and forming part of Electoral Areas "B" and "C" Official Community Plan Amendment Bylaw No. 2920, 2021

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Legend

- Neighbourhood Boundaries
- RDNO Jurisdictions

OCP Designations

- Commercial and Industrial Properties within approved sewer service area
- Residential properties within approved sewer service area
- Residential properties within potential sewer service area
- School (S)
- Parks (P)

Schedule "L" to accompany the Regional District of North Okanagan Electoral Areas "B" and "C" Official Community Plan Bylaw No. 2626, 2014

I hereby certify that this to be a true and correct copy of Schedule "L" attached to and forming part of Regional District of North Okanagan Electoral Areas "B" and "C" Official Community Plan Bylaw No. 2626, 2014

Dated at Coldstream, BC this _____ day of _____, 2022

Deputy Corporate Officer



**Schedule L Swan Lake Residential Infill Plan Area
To Accompany Official Community Plan Bylaw No. 2626, 2014**