

# Swan Lake Commercial Area and Neighbourhood Plan



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Schedule B- General Land Use

## 1. Introduction

The Swan Lake Commercial Area and Neighbourhood Plan has been adopted by the Regional District Board of Directors into the existing Electoral Areas B and C Official Community Plan, Bylaw No. 2626, 2014 as Schedule “K”. This document is intended to provide direction for the Swan Lake area within the Regional District of North Okanagan (RDNO) for the future development and use of lands in the plan area denoted in Figure 2.1.

This commercial area and neighbourhood plan uses population data from the 2016 Census of Canada and provides both short-term and long-term directions for the future of the plan area. Updates of the plan are recommended every 5-10 years to evaluate whether or not the plan is still accurate in reflecting community trends, needs, and desires.

### 1.1 Planning Process

Regional District staff and Electoral Area Directors worked closely together with Urban Systems Ltd. (USL) to complete this plan. The project commenced in March 2018 and was adopted by the Board on October 17, 2018. The local community was engaged in this project through two phases of consultation, as well as a stakeholder advisory committee.

The Advisory Committee comprised of 5 community members and Areas B and C Directors, along with planning staff from the RDNO and USL. The Advisory Committee met three times throughout the planning process.

The first phase of community engagement aimed to determine the issues and opportunities that currently exist in the Swan Lake plan area. An open house was held at the Vernon Christian School on April 16<sup>th</sup>, 2018 where 200 community members participated in interactive activities and engaged in planning discussions. A survey was distributed at the open house and posted on the RDNO’s website to seek further feedback on the topics discussed at the open house. A total of 58 surveys were completed, in addition to a dotmocracy activity (people placed green dots on items they agreed with and red dots on items they disagreed with), comments, and sticky notes from the 200 attendees.

The second phase of engagement presented a series of development scenarios to the community for what the future of Swan Lake may look like both with and without community sewer services. This round of engagement aimed to determine the public’s overall support for sewer services to provide further direction for the plan in terms of future land uses and anticipated densities. A second open house was held at the Vernon Christian School on June 19<sup>th</sup>, 2018 with 105 attendees. A survey was distributed at the open house and posted on the RDNO’s website asking similar questions to those posed at the open house. A total of 52 surveys were completed, in addition to the dotmocracy activity, comments, and sticky notes from the 105 attendees.

### 1.2 Vision & Goals

During the engagement process, residents indicated that they are satisfied with the vision and goal statements outlined in the existing Electoral Areas B and C Official Community Plan. The goals for Areas B and C are as follows:

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1. Maintain rural and agricultural character
2. Ensure development compatibility
3. Support economic development opportunities
4. Ensure new development respects environmental features
5. Preserve agricultural land and uses
6. Create a system of protected environmental areas
7. Encourage economic development to support the character of Swan Lake
8. Expand parks and trails network



## 2.0 Plan Context

### 2.1 Geography

The Swan Lake plan area is situated within the Regional District of North Okanagan between the City of Vernon and the Township of Spallumcheen, adjacent to Okanagan Indian Band lands (see Figure 2.1). This plan focusses on the area situated to the east and south of Swan Lake and is approximately 1,417 hectares in size. The plan area is located within Electoral Areas B and C of the RDNO.

The plan area encompasses four key areas that have differentiating features:

1. Hwy 97 Commercial & Industrial Lands Corridor: There is a strip of commercial and industrial development that is clustered along Highway 97 which runs from north to south through the plan area. Most of this development is situated on the east side of the highway, however there is some activity on the west side between the lake. These uses are highly auto-oriented, larger in scale, and vary in nature. They include: greenhouses, pubs, automobile sales and service, retail sales, heavy equipment sales and service, and boat manufacturing, amongst others.
2. Swan Lake environmental area: Swan Lake is a Wildlife Management Area with significant environmental and recreational resources. The portion of this area, situated at the south end of the lake, is currently utilized for recreational fishing, hiking, and wildlife viewing. There is potential for improved access to this park and the lake.
3. Agricultural Land Reserve: Approximately 523 ha of land in the plan area are located within the ALR, most of which are located to the east of the Highway 97 corridor. Most of these parcels are agriculturally active, producing a variety of fruit, vegetable, and forage crops, as well as being used for raising animals.
4. Residential neighbourhoods: There are pockets of residential development that are clustered throughout the plan area. These clusters have been designated as Residential in the existing plan. There are also a number of large lot parcels designated as Country Residential or Small Holdings.

### 2.2 Existing Issues

There are a variety of issues that currently exist in the plan area, most of these are in relation to the economy and the environment. These issues were identified during both phases of community engagement and by staff and stakeholders. The issues are described in the following sections.

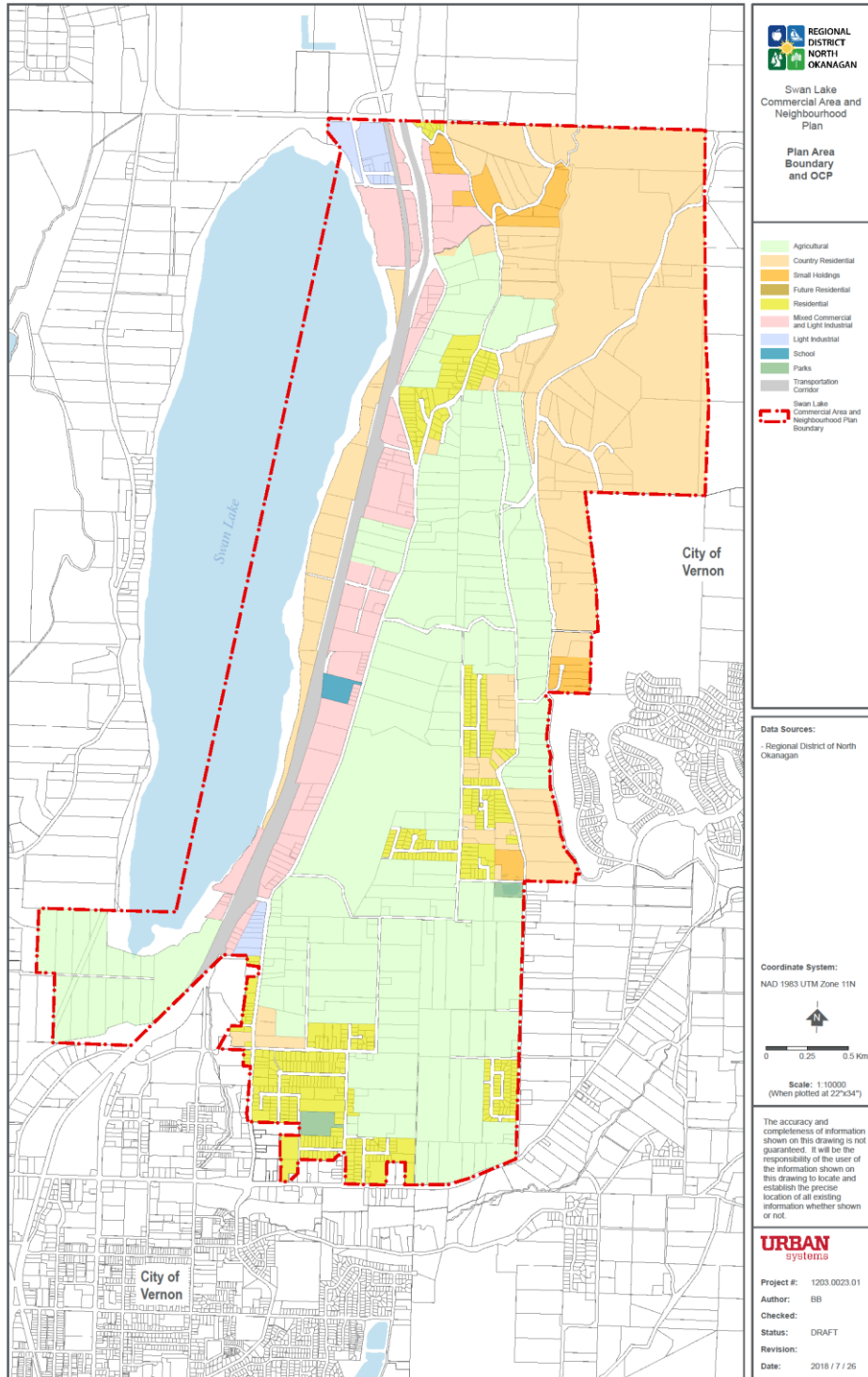
#### Lack of Servicing

The Swan Lake plan area is not serviced by community sewer utilities. All residential development relies on septic tanks and commercial and industrial development are on septic or holding tanks. This lack of servicing creates a number of issues relating to environmental health, public health, and economic development opportunities. Since parcels in the plan area are not serviced with sewer, there is little opportunity for a broader variety of more compact commercial or industrial development. When septic tanks fail, they are also costly to replace or fix. The RDNO has partnered with the Okanagan Indian Band and the Township of Spallumcheen to explore the viability of sewer service extension to the area.

### Environmental Protection

Preserving the environmental features of Swan Lake was identified by the community during the engagement period as a top priority. A Land Use and Water Quality Assessment of Swan Lake conducted

Figure 2.1. Swan Lake Plan Area.



by Western Water Associates in October 2017 demonstrated high levels of ammonia, nitrate, sulphate, and uranium in the lake due to seepage from on-site septic systems and agricultural uses. The commercial and industrial uses located along the highway also have the potential to contaminate and/or disturb the health of the lake, if the uses are not carefully managed and limited to avoid impacts on the lake.

### **Agricultural Land Preservation**

The rural character of the plan area was deemed by residents to be one of the major reasons why they chose to reside in Swan Lake. This character is largely defined by the agricultural economy of the area with tracts of land being actively farmed and farmgate sales along roadways. There is a large portion of land within the ALR, and it is very important to the community that this land continues to be preserved, even if sewer services are extended to the area.

### **Road Maintenance**

Roads within the plan area are maintained and upgraded by the Ministry of Transportation and Infrastructure (MoTI). The RDNO does not have jurisdiction over the roads, but works with MoTI to encourage them to make improvements to the roads and address the concerns of residents. The community has indicated that maintenance is particularly poor on Pleasant Valley and L&A Roads, with many upgrades needed.

### **Housing Affordability**

There are few rental opportunities for those who live in Swan Lake, therefore acting as a deterrent to reside in this area for families and individuals who may wish to rent or who seek more affordable housing options. As such, there are few opportunities for demographic diversity and residential growth.

### **Transportation Options**

Automobile is the primary mode of travel in the Swan Lake area due to the lack of alternative transit options. There is a transit route that traverses through the plan area south from Vernon and north to Enderby (route 60 Enderby), however the service of this route is infrequent, operating only 5 times during weekdays and four times on Saturdays. Shoulder widths of major travel routes are also lacking, therefore reducing the safety level for potential cyclists and pedestrians. There are no defined bike lanes on primary travel routes within the plan area.

### **Economic Development**

There is little new commercial and industrial activity in the plan area due to the lack of sewer servicing. Most of the existing uses are highly auto-oriented due to their proximity to the highway. There are few neighbourhood and service commercial uses, therefore obliging residents of the plan area to travel into Vernon for shopping.

## **2.3 Anticipated Growth**

### **SEWER SERVICING EXTENSION**

The Regional District has been working in partnership with Okanagan Indian Band and the Township of Spallumcheen regarding the feasibility of a community wastewater recovery system in the Swan Lake area. Potential sites for a wastewater recovery facility have been assessed as well as opportunities for agricultural irrigation. This process began in 2015 with formation of the Partnership and a Memorandum of Understanding. The partnership is pursuing grant opportunities in order to reduce the costs to residents

and businesses. If sewer services are extended, there will be increased potential for new development in the plan area. It is acknowledged that extension of the sewer system to historic residential nodes of development will require the sewer system travel across agricultural lands. Concerns have been raised that this extension will likely put considerable development pressure on those lands. Policies have been included to specifically address these concerns maintaining that lands in the ALR are not included in the sewer service area and or contemplated for any future growth and development. Scenarios have been created to identify potential growth situations for Swan Lake outlined in section 2.3.2. The population and unit growth estimate in the following section is a full build-out estimate.

### 2.3.1 Full Build Out

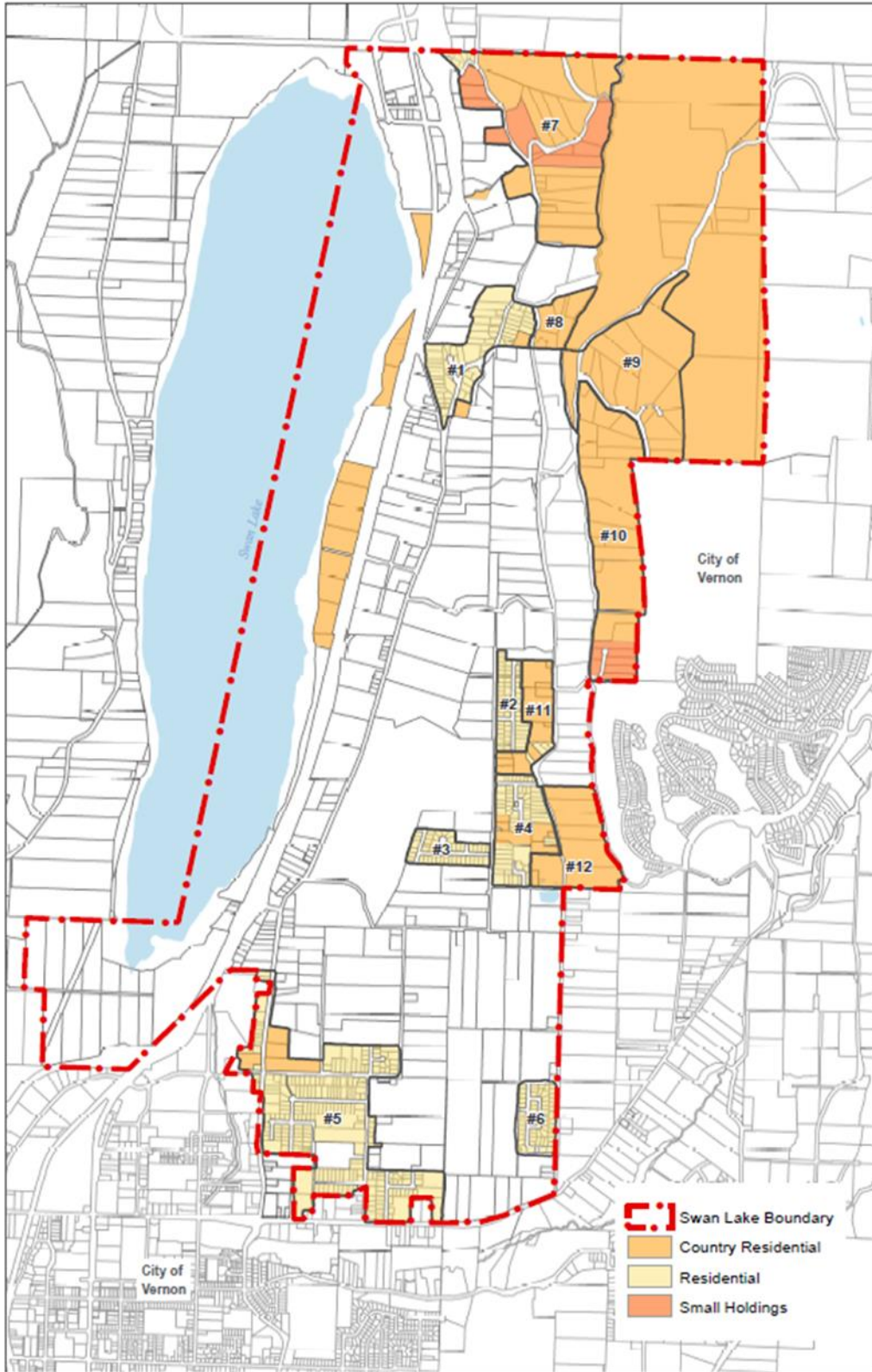
Since the plan area is within the jurisdictional boundaries of Electoral Areas B and C, Census data specific to the Local Area Plan boundary is not available. An inventory was completed of the existing residential development in Swan Lake. From this, unit numbers and the area’s population were estimated. The existing unit numbers have been outlined in Table 2.1 below, with the specified areas corresponding to those denoted in Figure 2.2.

*Table 2.1. Existing Number of Units.*

<b>Area</b>	<b>Number of Lots with Units*</b>
1	66
2	60
3	47
4	75
5	245
6	61
7	36
8	6
9	16
10	24
11	17
12	8
Other lots east of Hwy 97	163
Other lots west of Hwy 97	28
<b>TOTAL</b>	<b>852</b>

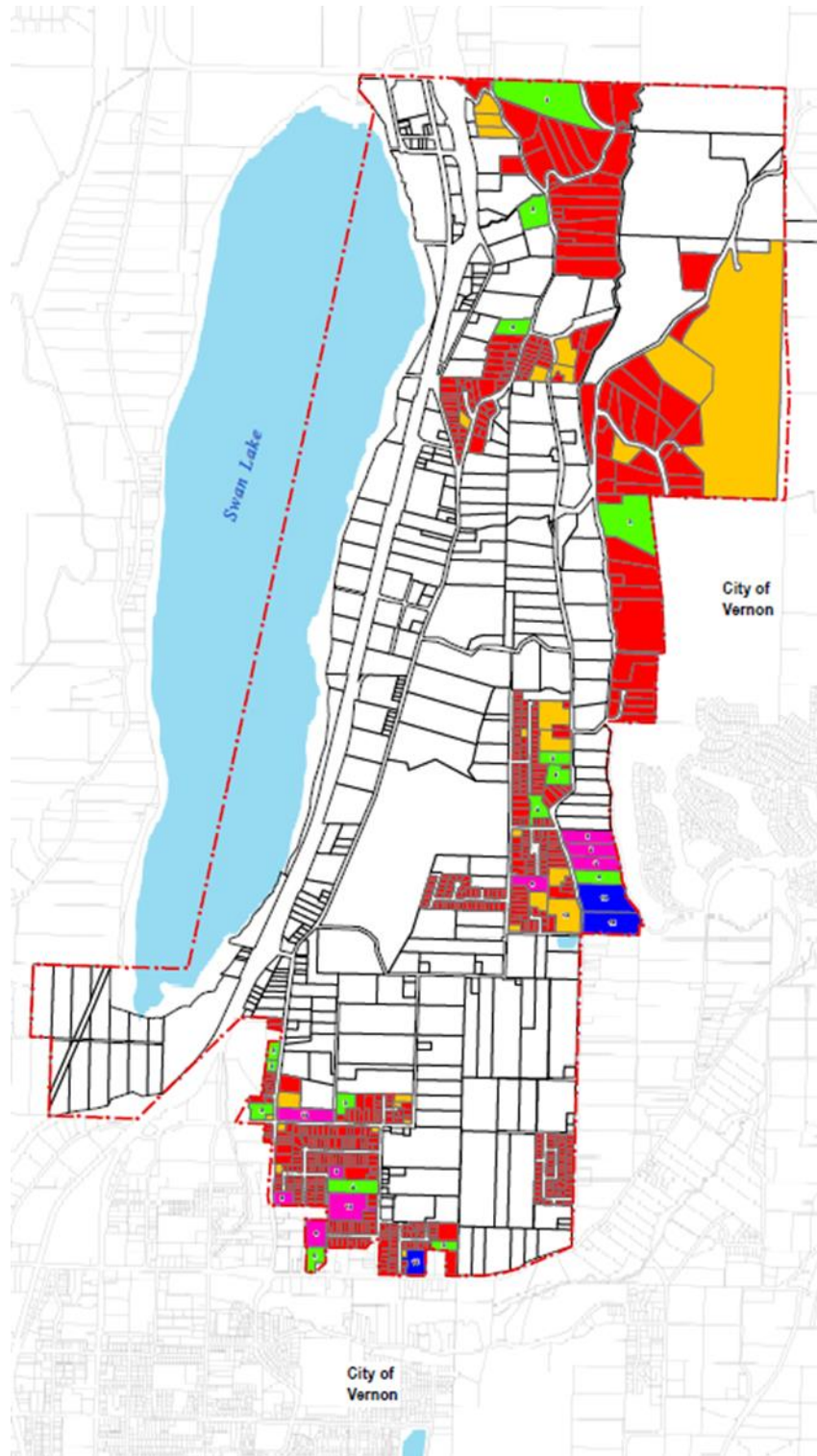
\*Note: assume one unit per lot.

Figure 2.2 Residential Areas in Swan Lake



If we assume a residential occupancy rate of 2.2 people per household, we can estimate that the plan area has a population of 1,874.

Figure 2.3. Subdivision Potential of Residential Lots



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In the case that sewer services are extended, we can estimate the number of potential new lots that could be created through subdivision based on existing designations and zoning in the residential cluster areas, as identified in Figure 2.3. These numbers are a full build-out estimate. The majority of these lots are currently designated as Residential. There are also some areas currently designated as Country Residential or Small Holdings that could potentially accommodate subdivision if community sewer services are provided and the areas were redesignated to Residential. Based on this mapping exercise, we can anticipate an estimated 117 new lots in the plan area (see Table 2.2).

Table 2.2 Potential Number of New Lots

Area	Number of New Lots
1	1
2	1
3	
4	2
5	41
6	
7	2
8	1
9	3
10	2
11	10
12	54
<b>TOTAL</b>	<b>117</b>

With the extension of sewer services, the potential for higher density residential uses becomes an option. During the first round of community engagement, the public was asked to indicate their opinion on whether or not they believed secondary suites and/or carriage homes would be viable residential uses for their community. These uses were deemed to be appropriate for all denoted residential areas and as such, projections have been calculated to determine approximately how many secondary residential uses can be anticipated in the plan area. If we assume that 30% of all lots, both existing and proposed, have a secondary suite or carriage home, this will yield a total of 233 new units (see Table 2.3).

Table 2.3. Potential Number of Suites and Carriage Homes

Area	Number of Units
1	20
2	18
3	14
4	23
5	85
6	22
7	11
8	2
9	5
10	7
11	8
12	18
<b>TOTAL</b>	<b>233</b>

Table 2.4. Potential Full Residential Build Out.

Area	Number of Units
1	87
2	79
3	61
4	97
5	371
6	83
7	49
8	9
9	24
10	33
11	35
12	80
Other lots east of Hwy 97	163
Other lots west of Hwy 97	28
<b>TOTAL</b>	<b>1,199</b>

Considering both the potential number of new lots and units, and assuming that a household occupancy rate of 2.2 people per household will carry forward, we can estimate the combined total potential new units and total build-out population. The 117 subdivided lots and 233

suites and carriage home together will yield a total of 350 new units. When added to the existing 852 homes in the area, the future build out amounts to 1,199 residential units in the Swan Lake area (see Table 2.4). This would generate a total build-out population of 2,637.

### 2.3.2 Development Scenarios

Three development scenarios were prepared to determine the amount of growth that may occur in the Swan Lake area if community sewer services are provided. These scenarios provide a range of levels of new development based on what is possible under the Zoning Bylaw regulations and the context of each residential area.

The scenarios were presented at the second public open house held on June 19<sup>th</sup>, 2018. Participants determined that the most appropriate scenario for Swan Lake is Scenario 3 with modifications. The General Land Use Map (Schedule B) has been amended to reflect this development scenario in the land use designations.

#### SCENARIO #1 – STATUS QUO – NO SEWER

This scenario assumes that community sewer services will not be provided to the area and it therefore will not experience high levels of growth (Figure 2.4). There are some lots that are subject to subdivision potential under the existing zoning as they currently exceed the minimum parcel size. No major changes are anticipated in terms of development if community sewer services are not provided.

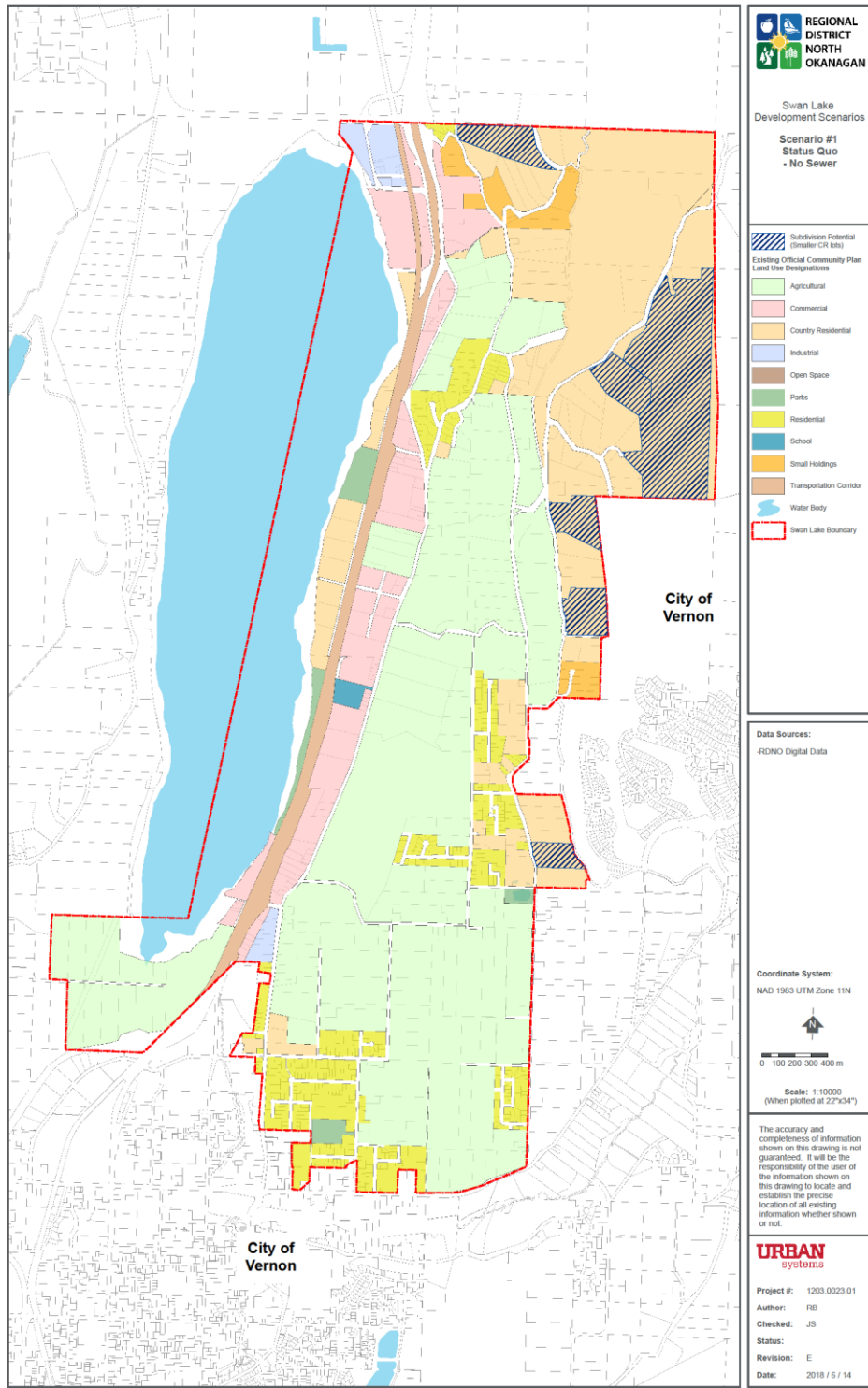
#### SCENARIO #2 – INFILL – WITH SEWER

The second scenario anticipates that community sewer services will be provided to the area (Figure 2.5). In the long-term, this would mean that all existing residential development areas will be serviced by sewer. The provision of a community sewer system creates the potential within these areas for subdivision to smaller-sized lots. Changes to the zoning bylaw may also be considered to permit carriage homes and/or secondary suites as secondary uses in residential zones. A total of 50-100 new units are possible under this scenario.

#### SCENARIO #3 – INFILL & SUBDIVISION POTENTIAL – WITH SEWER

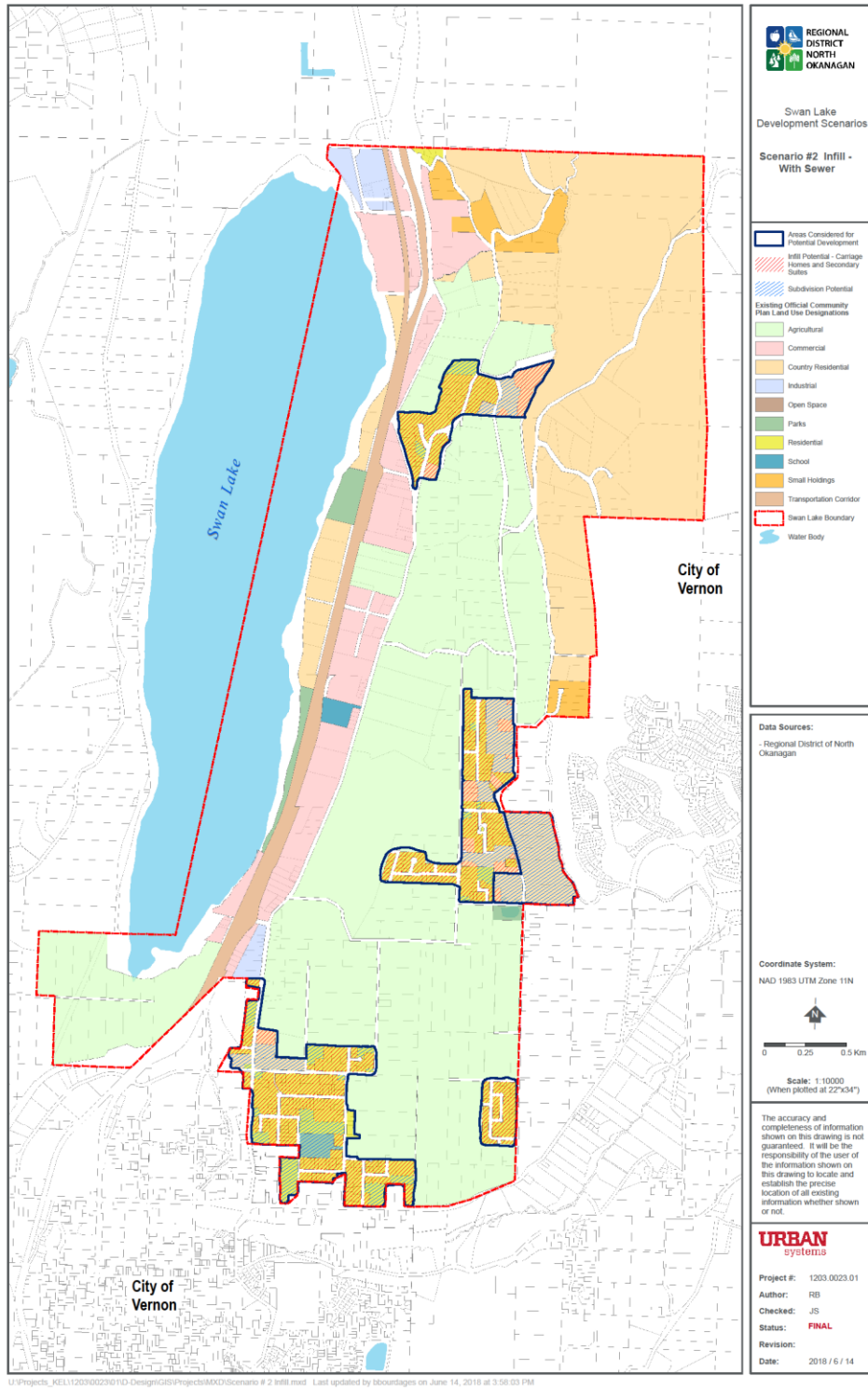
The third scenario provides an overview of the possible full residential build-out that may occur in Swan Lake if sewer services are provided (Figure 2.6). Similar to the second scenario, this scenario outlines the potential for small-lot subdivision within existing residential areas, as well as the ability to have secondary suites and/or carriage homes. Further, the potential for subdivision of large rural lots into smaller residential lots is also identified. A total of 100-150 new units are possible under this scenario.

Figure 2.4. Scenario 1 - Status Quo - No Sewer



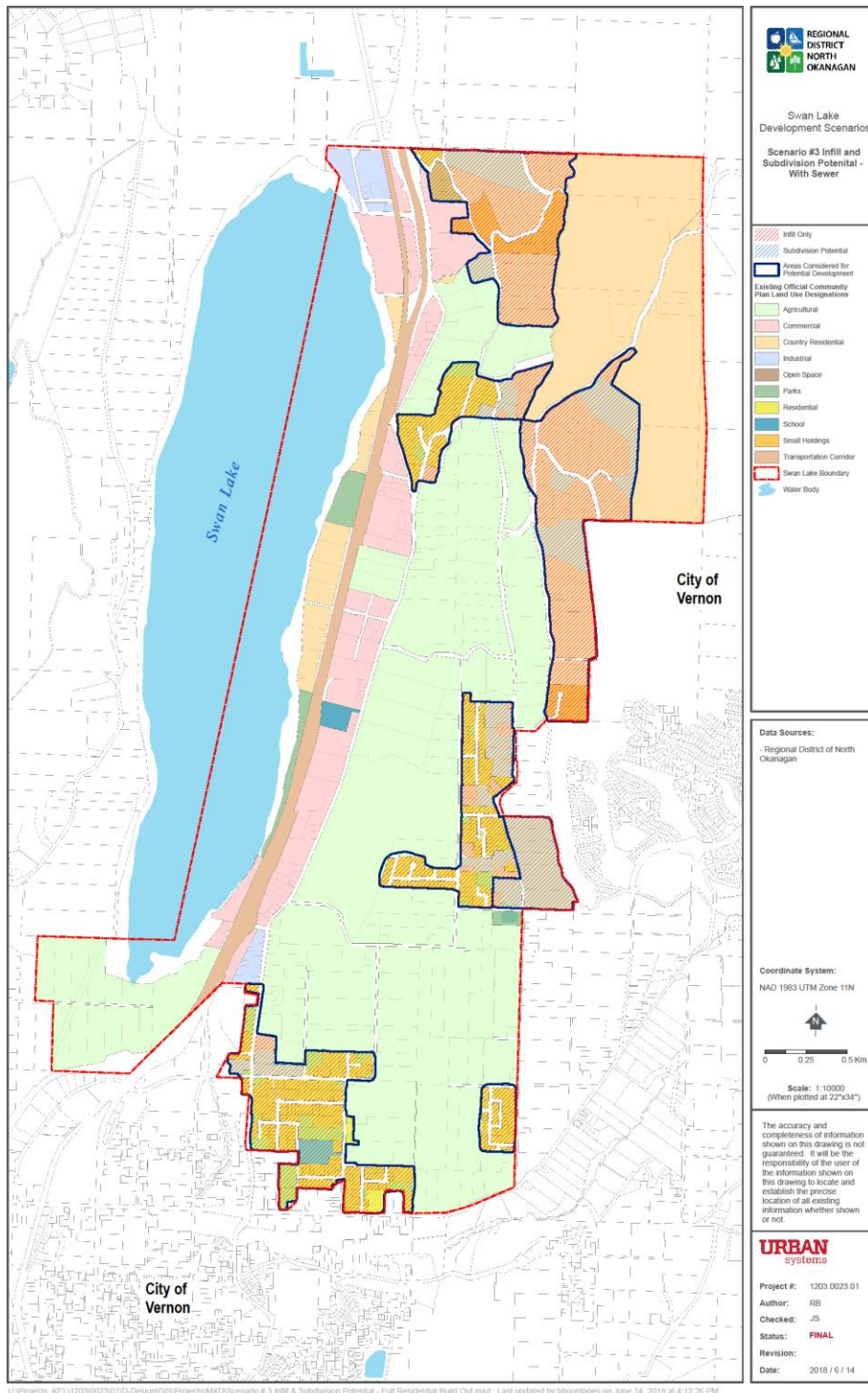
Note: A change was made to the plan area boundary after the completion of the public consultation process. This map therefore does not reflect the same plan area boundary shown on all other figures.

Figure 2.5. Scenario 2 - Infill - With Sewer



Note: A change was made to the plan area boundary after the completion of the public consultation process. This map therefore does not reflect the same plan area boundary shown on all other figures.

Figure 2.6. Scenario 3 - Full Build Out - With Sewer



Note: A change was made to the plan area boundary after the completion of the public consultation process. This map therefore does not reflect the same plan area boundary shown on all other figures.



## 2.4 Current Land Use Designations

The land use designations within the plan area, as reflected in both the existing and proposed OCP amendment, are outlined in Table 2.5. As can be seen in the table, the dominant land use in both plans is Agriculture, with 523.14 hectares. There is one parcel designated for School purposes (2.70 hectares) and a small number designated as Small Holdings (4.95 hectares).

*Table 2.5. Swan Lake Area Land Use Designations*

<b>Land Use Designation</b>	<b>Existing Areas B &amp; C OCP - Area (ha)</b>	<b>Proposed Swan Lake OCP – Area (ha)</b>
Agriculture (A)	524.62	523.14
Commercial (C)	89.68	89.65
Country Residential (CR)	347.00	269.59
Future Residential (FR)	-	83.10
Industrial (I) / Light Industrial (LI)	12.85	14.33
Park (P)	4.56	13.31
Residential (R)	92.00	92.00
School (S)	2.70	2.70
Small Holdings (SH)	19.72	4.95

## 3.0 Environment

The major environmental feature within the plan area is Swan Lake. The lake is a marshland that provides habitat to a variety of waterfowl species, including migratory and wintering birds of prey. The lake is located in a primary bird migration corridor in southern British Columbia. Over 200 bird species have been identified on the lake. BX Creek flows into the southern end of Swan Lake.

In the early 2000s, the North Okanagan Naturalists' Club acquired land situated around the southern shore of Swan Lake. This area is currently used as a nature reserve providing public recreation opportunities.

The RDNO protects the lake from development activity through the Riparian and Swan Lake Development Permit Area which aims to preserve the lake's natural features and processes. Plans to establish the lake as a Wildlife Management Area were initially discussed in the early 1990s and the Ministry of Forests, Lands, and Natural Resource Operations identified this as a priority in 2014. In June 2018, the Ministry declared Swan Lake as a protected Wildlife Management Area.

### 3.1 Policy Direction

#### Objectives

- 3.1.1 Protect the environmental integrity of Swan Lake.
- 3.1.2 Minimize the environmental impacts of existing and new development.
- 3.1.3 Enhance the biodiversity of aquatic, foreshore, and wetland ecosystems.

#### Policies

- 3.1.4 Retain the natural features of the Swan Lake foreshore.
- 3.1.5 Protect fish spawning habitat by directing development away from sensitive areas.
- 3.1.6 Support local community groups working to preserve the natural environment.
- 3.1.7 Investigate opportunities to restore watercourses which have been negatively impacted.
- 3.1.8 Provide sewer infrastructure to reduce septic seepage.
- 3.1.9 Support the Okanagan Basin Water Board and an integrated approach to regional water resource management.
- 3.1.10 Work with the Ministry of Forests Lands and Natural Resource Operations on the development of the Wildlife Management Area to consider recreational infrastructure.
- 3.1.11 Collaborate with regional stakeholders and conservation groups to ensure the long-term preservation of Swan Lake and other significant environmental features in the plan area.
- 3.1.12 In order to preserve the environmental integrity and rural character of the area located between Highway 97 and Swan Lake, generally north of the Silver Star RV Park and South of the Swan Lake RV Resort, the RDNO will not consider redesignation of these lands to more intensive land uses such as Small Holdings, Future Residential, Residential, Mixed Commercial and Light Industrial, Light Industrial or Public Civic, Assembly and Civic Uses. The zoning bylaw will need to be revisited to implement this policy in regards to the Public Civic, Assembly and Civic Uses.



### 3.2 Wildlife Management Area

In June 2018, the Ministry of Forests, Lands and Natural Resource Operations designated Swan Lake as a Wildlife Management Area (WMA) under section 4 of the *Wildlife Act*. The purpose of wildlife management areas is to protect significant fish or wildlife species and their habitats, while accommodating compatible land uses. The Ministry's Regional Manager has the authority to establish regulations that prohibit and restrict uses and activities in the WMA. The RDNO will continue to work with the Province on this important Wildlife Management Area.

## 4.0 Agricultural

There is a total of 523 hectares of land in the Agricultural Land Reserve within the Swan Lake plan area boundary. This land is largely situated between commercial development to the west and residential development to the north, east, and south (see Schedule B of Electoral Areas “B” and “C” Bylaw No. 2626). These lands are subject to the provisions of the *Agricultural Land Commission Act* and the regulations and orders of the Agricultural Land Commission. The majority of this land is actively farmed, with orchards being the primary use.

One of the community’s main priorities is to protect and preserve this agricultural land. Not only does the land contribute to local economic prosperity, but it also adds to the existing rural character of the area.

### 4.1 Policy Direction

#### Objectives

- 4.1.1 Protect existing agricultural land from non-agricultural development.
- 4.1.2 Support agriculture as a primary economic driver for the Swan Lake plan area.
- 4.1.3 Maintain the area’s existing rural and agricultural character.



## Policies

- 4.1.4 Continue to support the Agricultural Land Reserve and maintain the Agricultural designation on lands located in the Agricultural Land Reserve as Agricultural on the General Land Use Map (Schedule B of Electoral Areas “B” and “C” Bylaw No. 2626).
- 4.1.5 Lands designated as Agricultural on the General Land Use Map (Schedule B of Electoral Areas “B” and “C” Bylaw No. 2626) are intended to be used for agricultural purposes and associated uses as allowed by the Provincial Agricultural Land Commission (the Commission) and the Regional District.
- 4.1.6 Discourage applications for the exclusion of land from the ALR.
- 4.1.7 As an exception, the RDNO may consider an application to exclude the land from the ALR currently shown as Agricultural along the Highway 97 Commercial Corridor between Elmwood Road and Meadowlark Road. An application may be considered once the other lands designated Commercial along the Highway 97 Corridor have community sewer available and have been largely developed.
- 4.1.8 Support the policies and regulations of the Agricultural Land Commission.
- 4.1.9 Discourage subdivision of land located in the ALR.
- 4.1.10 Consider amending the Zoning Bylaw to improve implementation of Section 309 “Buffering Between The Agricultural Land Reserve and Non-ALR Lands” which is intended to ensure adequate buffers are provided and maintained on Non-ALR lands and meet the objectives of the new “Guide to Edge Planning”.
- 4.1.11 Consider amending the Zoning Bylaw to permit agri-tourism or agri-business uses in accordance with ALC policies.
- 4.1.12 Support value-added and on-farm food processing of products produced on-site.
- 4.1.13 Consider updating the zoning bylaw to include farm home plate regulations.

## 5.0 Housing & Residential Land Use

### 5.1 Housing

The housing stock in the plan area is largely dominated by single family dwellings due to the rural and agricultural nature of the plan area. If sewer services are extended to Swan Lake, it is anticipated that the housing stock will slightly diversify to include more affordable housing and rental options such as secondary suites and carriage homes. Since the primary form of housing is currently single family dwellings, there are few to no rental housing options. This eliminates the option for some people to reside in Swan Lake due to the costs associated with home ownership.

#### POLICY DIRECTION

##### Objectives

- 5.1.1 Support a variety of residential housing options.
- 5.1.2 Allow for a range of housing tenure options.
- 5.1.3 Promote the availability of affordable housing.

##### Policies

- 5.1.4 Revise Zoning Bylaw No. 1888, 2003 to include secondary suites and carriage homes (at or above grade) as permitted secondary uses in the Residential Single Family Zone (R.1) subject to community sewer connection.
- 5.1.5 Consider Revising Zoning Bylaw No. 1888, 2003 to include secondary suites and carriage homes (subject to community sewer connection) as permitted secondary uses in the Residential Two Family Zone (R.2), in cases where only a single detached dwelling has been constructed on the parcel.
- 5.1.6 Require connection to a community water system and a community sewer system before allowing ~~secondary suites or~~ carriage homes on parcels smaller than 1 ha.
- 5.1.7 Consider amending the Electoral Areas “B” and “C” Official Community Plan, Bylaw 2626, 2014 to include an Intensive Residential Development Permit Area if community sewer is extended to the area and the Zoning Bylaw is amended to permit secondary suites and carriage homes in the Residential Single Family (R.1) and Residential Two Family (R.2) Zones.
- 5.1.8 Further explore the opportunity for provision of carriage homes in the Small Holding Zone (S.H.) of the Zoning Bylaw No. 1888, 2003.
- 5.1.9 Conduct a housing needs assessment to guide residential land use decisions.
- 5.1.10 Discourage higher density housing uses such as duplexes and townhomes, particularly in areas that have not been designated as Residential, in order to maintain the rural character of the Swan Lake area.

### 5.2 Residential Land Use

There are four key residential land use designations within the Swan Lake plan area: Residential, Future Residential, Small Holdings and Country Residential. A total of 449 hectares of land are designated for residential purposes in the plan area. It is integral that the rural and agricultural character of Swan Lake is protected and that any residential development has a high level of compatibility with this character.

## RURAL RESIDENTIAL

### *Small Holding*

The purpose of the small holding designation is to protect the existing rural character of the area while allowing for small-scale development. There is a total of 4.9 hectares of land currently designated as Small Holding. These parcels are required to meet a minimum size of 1.0 hectares.

### *Country Residential*

The intent of this designation is to accommodate residential uses on large lots. Currently, there is a total of 269.6 hectares of land designated Country Residential, most of these parcels are clustered around the Agricultural Land Reserve to maintain higher compatibility between these uses. The minimum lot size for Country Residential parcels is 2.0 hectares.

### Objectives

- 5.2.1 Provide opportunities for residential development on large lots.
- 5.2.2 Maintain the rural character of the area while also accommodating residential uses.

### Policies

- 5.2.3 The policies outlined in s. 5.1.4 – 5.1.9 of Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626 shall apply to all Country Residential properties.
- 5.2.4 The lands designated as Country Residential located between Highway 97 and Swan Lake will not be considered for redesignation to more intensive land uses in order to preserve the environmental integrity and rural character, and to prevent additional development in this area along the Swan Lake shoreline.

## RESIDENTIAL

### *Residential*

Parcels within this designation have a smaller size and are therefore more appropriate for the provision of community sewer servicing. The majority of Residential-designated parcels within the plan area are in development clusters. There is a total of 92 hectares currently designated as Residential, with the minimum parcel size being 1.0 ha for unserviced lots and 0.056 ha for serviced lots.

### *Future Residential*

There are a number of parcels designated as future residential that are currently located within the Rural Protection Area of the Regional Growth Strategy (RGS). The Regional Board is currently undertaking a 5-Year Review of the RGS and as part of this process has committed to reevaluating the growth boundaries.

Parcels within this future residential designation were previously designated as Country Residential or Small Holdings. They have been re-designated as Future Residential in this plan to recognize their subdivision potential if provided with community sewage collection service. Most of these parcels, are within existing residential development clusters.

Existing Residential developments are recognized in this Plan and are designated as Residential shown on the General Land Use Map (Schedule B of Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626) and include areas with small lot developments approximately 800 m<sup>2</sup> to 2,000 m<sup>2</sup> in size

**Objectives**

- 5.2.5 To accommodate residential development on small lots with community services.
- 5.2.6 Encourage residential neighbourhoods that provide a variety of housing options.
- 5.2.7 Residential developments are to correspond with the growth and future growth boundaries of the Regional Growth Strategy and be connected to community sewer and water systems.
- 5.2.8 Work to provide community sanitary sewer services to existing historic nodes of residential development.

## Policies

- 5.2.8 Residential development below 1 ha parcel size is not supported in areas outside a growth or future growth boundary and must be connected to a community sewer and water system.
- 5.2.9 To respond to affordable and rental housing needs, the Regional District supports the development of secondary suites and carriage houses within the Residential designation if connected to community sewer and water systems.
- 5.2.10 The Regional District supports the use of manufactured homes as a source of affordable housing in rural zones within the plan area, in accordance with the zoning bylaw.
- 5.2.11 Parcels designated as Future Residential may be considered for rezoning and subdivision, but they must be located within an area designated as a growth or future growth area within the Regional Growth Strategy, comply with the rezoning criteria as outlined in section 5.2.13 of this plan and be connected to a community sewer and water system.
- 5.2.12 If parcels designated as Future Residential are subdivided, they must have a parcel size larger than the minimum parcel size of 560 m<sup>2</sup> and meet the zoning requirements outlined for small single family lots.



- 5.2.13 Generally, Rural Lands in the Swan Lake and L & A Road areas of Electoral Areas “B” and “C” are designated Country Residential; however, some lands within the Plan area are designated as Future Residential; this designation does not ensure that the land would be rezoned as Residential and the following information and considerations are necessary to guide a review of any rezoning application which may or may not be approved by the Regional District:
- a public information meeting is held;
  - evidence of broad neighbourhood support is provided
  - information maps should be submitted showing how the area that is to be rezoned can develop into the Residential standard including the location of any new streets, identification of

- required infrastructure upgrades to service the development, environmental protection measures, lot layouts and any community amenities;
- d. depending on the number of lots being proposed and comments provided by the Ministry of Transportation and Infrastructure, a traffic management and impact study may be required;
  - e. risks of interface fires are identified and addressed;
  - f. the area should not be subject to flooding, high water table or terrain instability;
  - g. the development of the area should not require excessive expenditures for community services such as roads, utility services and school busing;
  - h. the terrain should be suitable for development whereby each new lot(s) would have a building site and driveway access in compliance with the Zoning Bylaw;
  - i. each new lot shall be connected to community water and sewer.;
  - j. Natural features or other sensitive environmental attributes should not be negatively impacted by a higher density of land use and in this regard, the Regional District may request that an environmental impact analysis be undertaken;
  - k. other submissions other than those cited herein may be necessary in order to adequately evaluate an application;
  - l. notwithstanding these specific considerations, the Regional District will be guided by community goals and objectives cited in this Plan and other policies in this Plan as may be appropriate in the consideration of any application

## 6.0 Mixed Commercial & Light Industrial

Mixed commercial and light industrial activity is concentrated within the plan area along Highway 97, with the exception of agricultural-based businesses within the ALR and home-based businesses scattered in residential zones. The Swan Lake Corridor with its mixed commercial and light industrial designation is to provide much needed light industrial, service commercial and large format commercial uses for the region that cannot be accommodated in other areas. There is a total of 89.7 ha of land that is designated in the plan area for commercial purposes. However, not all of this land has been zoned for commercial use as a total of 28.2 ha of commercially-designated lands are zoned as Residential Single Family (R1), Residential Two Family (R2), Residential Manufactured Home Subdivision (R4), Residential Manufactured Home Community (R5), and Country Residential (CR). 13.8 ha of this land remains undeveloped, therefore creating potential for future commercial or light industrial development opportunities. Lands zoned for residential use, but designated for Mixed Commercial & Light Industrial use could also be rezoned in the future for Commercial or Light Industrial use and provides the potential for more commercial or light industrial development.

Aside from the vacant parcels that are not zoned for commercial uses, the Highway Commercial Corridor of Swan Lake is relatively developed, with approximately 1.4 ha of vacant land and 20.2 ha with potential for further development on underutilized parcels.

The Regional Employment Lands Action Plan completed in 2016 identifies the Swan Lake area as an economic investment zone for the region, particularly the Highway Commercial Corridor.



## 6.1 Policy Direction

### Objectives

- 6.1.1 Establish the Highway 97 Commercial Corridor as a primary area for commercial and light industrial activity in the Regional District.
- 6.1.2 Provide opportunities for home-and farm-based commercial activities.

### Policies

- 6.1.3 Direct Commercial and Light Industrial uses to areas designated as Mixed Commercial and Light Industrial on the General Land Use Map (Schedule B).
- 6.1.4 Extend community sewer infrastructure servicing along the Highway 97 Mixed Commercial and Light Industrial Corridor.
- 6.1.5 Consider amending the Zoning Bylaw No. 1888 to create a new light industrial zone that removes uses that may negatively impact nearby and surrounding environmental features.
- 6.1.6 Encourage property owners of underutilized Mixed Commercial and Light Industrial designated parcels in the Highway Corridor to redevelop, increase densities, and make more effective use of the land base if community sewer services are extended to this area.
- 6.1.8 Continue to encourage home-based businesses that do not have negative impacts on the surrounding area and which comply with the regulations in the Zoning Bylaw.
- 6.1.9 Consider potential increases to traffic when reviewing new commercial development opportunities and encourage the Ministry of Transportation and Infrastructure to minimize any such impacts through the use of traffic calming measures.
- 6.1.10 The Swan Lake Corridor with its mixed commercial and light industrial designation is to provide much needed light industrial, service commercial and large format commercial uses for the region that cannot be accommodated in other areas as identified in the Regional Employment Lands Action Plan. .

## 7.0 Light Industrial

Similar to mixed commercial and light industrial land use in Swan Lake, areas of focussed light industrial uses are also concentrated along Highway 97. There is a total of 14.3 ha of light industrial land in the plan area, most of which are utilized for industrial purposes with the exception of some parcels within the Agricultural Land Reserve that are below 0.8 ha in size and therefore are not required to follow the Agricultural Land Commission's legislation. These parcels shall be evaluated as having light industrial potential. A combination of general and light industrial uses currently exist in the plan area, mostly comprising of manufacturing and processing, as well as service uses (i.e. automobile repair, contracting).

While the Regional Employment Lands Action Plan identifies Swan Lake as an economic investment zone for the region, it is important to acknowledge that heavier industrial activity is to be accommodated on lands designated and zoned for such uses throughout the region.

### 7.1 Policy Direction

#### Objectives

- 7.1.1 Provide serviced light industrial land that is compatible with the existing context of the Swan Lake area.
- 7.1.2 Minimize conflicts between light industrial and other land uses.
- 7.1.3 Concentrate light industrial activity along Highway 97 within the Swan Lake Corridor.

#### Policies

- 7.1.4 Direct Light Industrial uses to areas designated as Light Industrial on the General Land Use Map (Schedule B of Electoral Area "B" and "C" Official Community Plan Bylaw No. 2626).
- 7.1.5 Consider potential environmental and health impacts of proposed light industrial uses.
- 7.1.6 Consider amending the Zoning Bylaw No. 1888 to create a light industrial zone that removes uses that may negatively impact nearby and surrounding environmental features.
- 7.1.7 Ensure compatibility between light industrial uses and existing adjacent and nearby uses.
- 7.1.8 Extend community sewer servicing along Highway 97 to service light industrial lands.
- 7.1.9 Encourage more intensive and effective use of existing light industrial lands that have been identified as underutilized.



## 8.0 Parks and Recreation

Swan Lake is the primary recreational feature within the plan area. Table 8.1 below outlines the existing parks and trails. While Swan Lake is the largest environmental area, it is the most difficult to access. A lack of parking facilities and poor access from Highway 97 results in a low utilization rate for this nature reserve. There are few fully constructed trails in the area, with plans for construction of a trail along Highway 97 in the future.

Table 8.1 Existing Parks and Trails.

Parks	
Swan Lake Park	N’Kwala Park
Cools Pond	Herry Road Ravine
7426 Crane Road	
Trails	
Grey Canal	Swan Lake

### 8.1 Policy Direction

#### Objectives

- 8.1.1 Improve connectivity of trails between recreation areas.
- 8.1.2 Provide trails that increase transportation and recreation opportunities.

#### Policies

- 8.1.3 Establish a recreational area at 7426 Crane Road with picnic facilities, a small parking lot, and hand launch area.
- 8.1.4 Encourage the province to consider recreational use and management within the Swan Lake Wildlife Management Area.
- 8.1.5 Maintain existing walking trails around the south end of Swan Lake by implementing trails maintenance standards.
- 8.1.6 Continue to work with the Ribbons of Green **non-profit societies** and the City of Vernon to improve connectivity of the Grey Canal Trail.
- 8.1.7 Continue to work with Ribbons of Green **non-profit societies** and property owners to establish the East Swan Lake trail corridor.
- 8.1.8 Identify other major recreational routes within the Swan Lake plan area to improve connectivity for recreation and transportation purposes.
- ~~8.1.9 Explore opportunities for future parkland acquisition sites (e.g. a hillside park) identified through the Electoral Areas “B” and “C” local park planning process.~~
- 8.1.9 Identify gaps and deficiencies in existing parkland and recreation infrastructure and facilities.
- 8.1.10 Enhance existing trails in the plan area by providing interpretive and wayfinding signage.

## 9.0 Transportation

There are two primary transportation routes within the Swan Lake plan area: Highway 97 and Pleasant Valley Road. Highway 97 is a major route for travel through the region, as it connects traffic from the Trans-Canada Highway to the Canada-US border. The highway is used to accommodate both regional and local traffic. There are few access points to the highway from local roads in the plan area, making access difficult with the combination of high traffic speeds.

Pleasant Valley Road is used as a travel route through the plan area, as it is located just to the east of Highway 97. The highway's high speeds make it an undesirable route for cyclists, therefore due to the proximity of Pleasant Valley Road, an informal cycling route has been established here. With increased traffic on the Highway and along Pleasant Valley Road, L&A Road is also being established as a more prominent transportation route for both vehicles and cyclists.

Another major transportation route that travels north-south through the plan area is the Canadian National Railway. This is an active rail line with travel between Lumby and Kamloops.

It is important to note that the Ministry of Transportation and Infrastructure is responsible for the maintenance and control of all roads within the plan area. While the RDNO does not have jurisdiction over the roads, the Regional District works closely with MoTI to encourage them to make improvements to the roads and address the concerns of residents. This section of the plan aims to identify issues with the existing road network, so these can be prioritized by the Ministry as improvement areas.



### 9.1 Policy Direction

#### Objectives

- 9.1.1 Encourage the improvement of overall road maintenance and upgrades within the plan area.
- 9.1.2 Provide safe travel routes for all modes of transport.

- 9.1.3 Improve mobility within the plan area.
- 9.1.4 Promote active transportation modes as alternatives to the automobile.

**Policies**

- 9.1.5 Encourage the Ministry of Transportation and Infrastructure (MoTI) to widen road shoulders to improve safety and encourage pedestrian activity on all roads with a priority on Pleasant Valley and L&A Road.
- 9.1.6 Explore with MoTI the opportunity to construct bike routes on Pleasant Valley Road and in the long-term on L&A Road.
- 9.1.7 Work with BC Transit to determine the possibility to improve the frequency of the Route 60 Enderby bus that traverses through the Swan Lake plan area.
- 9.1.8 Continue to work with the Ministry of Transportation and Infrastructure to improve road maintenance, and upgrade the travelling surface, particularly on Pleasant Valley Road and L&A Road.
- 9.1.9 Encourage MoTI to consider safety improvement measures on Pleasant Valley Road and L&A Road (i.e. wider verges).
- 9.1.10 Maintain the existing railway corridor as a major transportation corridor in the long-term. Amalgamation of the railway corridor with adjacent land is not supported.
- 9.1.11 Retain the areas designated as Transportation Corridor on the General Land Use Map (Schedule B of Electoral Areas “B” and “C” Official Community Plan Bylaw No. 2626) for transportation purposes including highways and railways.

## 10.0 Utilities

### 10.1 Water

The plan area is largely serviced with community water by the Greater Vernon Water Utility with the exception of 29 properties situated in the northeastern portion of the plan area east of McLennan Road and north of Mountridge Road. These properties use water licenses and wells for their water services.

A reservoir is proposed for the northeast portion of the plan area that will have capacity to service uses with a maximum fire flow for commercial and light industrial developments. This reservoir will be supplied with water from the Greater Vernon Water distribution system and construction is dependent upon funding and obtaining land.

#### Objectives

- 10.1.1 Improve community water infrastructure and local fire flows.
- 10.1.2 Ensure that all residents have access to a safe, sustainable and reliable water supply.

#### Policies

- 10.1.3 Require applicants for new development to pay for any new or expanded water infrastructure that is needed.
- 10.1.4 Discourage the creation of new private water systems.

### 10.2 Sewer

The plan area as a whole is not serviced by a community sewer system. Septic tanks and tile fields or holding tanks are necessary for all development. Septic tanks pose environmental risks and concern upon nearing the end of their lifespan due to potential leakage and failure. These systems also become an added cost to property owners because of the associated maintenance or replacement of the tanks. There is limited ability to develop in areas that are not serviced by a community sewer system because of decreased capacity levels. While the Highway 97 Corridor has been identified as a priority investment zone for Swan Lake, further development of the corridor lacks viability unless sewer services are provided.

A wastewater recovery plant is being explored as a joint partnership between the Regional District, the Township of Spallumcheen, and Okanagan Indian Band. This plant would allow for the provision of sewer services to the southeast sector of Spallumcheen, OKIB, and the Swan Lake plan area. If approved, the initial phase of servicing will occur along the Highway 97 corridor and would then eventually extend east into the residential areas.

#### Objectives

- 10.2.1 Provide sanitary sewer servicing to portions of the plan area.
- 10.2.2 Ensure that all properties have a safe and environmentally-sensitive means of disposing sewage waste.

**Policies**

- 10.2.3 Construct a wastewater recovery plant and community sewer collection system that will provide sanitary sewer services to developed portions of the plan area, including properties with the following land use designations:
  - a. Commercial
  - b. Industrial
  - c. Residential
- 10.2.4 Extend the community sewage collection system in a phased manner in accordance with the Wastewater Recovery Project.
- 10.2.5 In order to avoid development pressure on Agricultural lands, avoid the provision of community sewer services to Agricultural lands where possible.
- 10.2.6 Continue to use on-site septic tanks on Agricultural and Country Residential properties.
- 10.2.7 Pursue grant funding opportunities for the wastewater recovery facility and collection system to ensure that the eventual costs to residential, commercial and Industrial users are reasonable.

