

# City of Kelowna

## Regular Council Meeting

### AGENDA



Monday, December 16, 2013

9:00 am

Knox Mountain Meeting Room (#4A)

City Hall, 1435 Water Street

Pages

1. Call to Order
2. Confirmation of Minutes 3 - 5  
Regular AM Meeting - December 9, 2013
3. Reports
  - 3.1 Arab Appaloosa Land Use and Servicing Options 30 m 6 - 24  
The purpose of this report is to review potential options for land use and servicing in the Arab/Appaloosa area, as directed by Council at the September 30, 2013 meeting.
  - 3.2 Regional District of Central Okanagan Referral - Regional Growth Strategy 30 m 25 - 97  
To provide the Regional District of Central Okanagan the City of Kelowna response to the referral of the Regional Growth Strategy Bylaw.
  - 3.3 Prioritization of Community Planning Documents 30 m 98 - 117  
To advise Council of the hierarchy of planning documents/procedures typically undertaken by City staff and to advise which special area community planning activities will be advanced by the Policy and Planning Department in 2014.
4. Resolution Closing the Meeting to the Public  
THAT this meeting be closed to the public pursuant to Section 90(1) (e), (f) and (k) of the Community Charter for Council to deal with matters relating to the following:

- Acquisition, Disposition or Expropriation of Land or Improvements;
- Law Enforcement; and
- Provision of a Municipal Service.

5. Adjourn to Closed Session

6. Reconvene to Open Session

7. Issues Arising from Correspondence & Community Concerns

7.1 Mayor Gray, re: Issues Arising from Correspondence 30 m

7.2 Meeting with Westbank First Nation 5 m

To set a date in February 2014 for a Special Meeting with the Westbank First Nation Council.

8. Termination



## City of Kelowna Regular Council Meeting Minutes

Date: Monday, December 9, 2013  
 Location: Knox Mountain Meeting Room (#4A)  
 City Hall, 1435 Water Street

Council Members Present: Mayor Walter Gray and Councillors Colin Basran\*, Andre Blanleil\*, Maxine DeHart, Gail Given, Robert Hobson, Mohini Singh, Luke Stack\* and Gerry Zimmermann

Staff Present: City Manager, Ron Mattiussi\*; City Clerk, Stephen Fleming; Divisional Director, Active Living & Culture, Jim Gabriel\*; Manager, Cultural Services, Sandra Kochan\*; Manager, Grants & Partnerships, Lorna Gunn\*; Airport Director, Sam Samaddar\*; and Council Recording Secretary, Sandi Horning

(\* denotes partial attendance)

### 1. Call to Order

Mayor Gray called the meeting to order at 8:36 a.m.

### 2. Confirmation of Minutes

Moved By Councillor DeHart/Seconded By Councillor Given

R773/13/12/09 THAT the Minutes of the Regular AM Meeting of December 2, 2013 be confirmed as circulated.

Carried

### 3. Reports

#### 3.1. City of Kelowna Sister City Relationships

Staff:

- Provided an overview of the existing Sister City Policy and relationships.

Councillor Blanleil joined the meeting t 8:40 a.m.

Staff:

- Provided an overview of the amendments being proposed to the City's Sister City Policy.

Councillor Basran joined the meeting at 8:45 a.m.

Staff:

- Responded to questions from Council.

Mayor Gray:

- Provided information regarding a request for a Sister City Relationship with New Harbour City in China.

**Moved By Councillor Given/Seconded By Councillor Stack**

**R774/13/12/09** THAT Council receives, for information, the report dated December 4, 2013 from the Cultural Services Manager and the Grants and Partnerships Manager regarding the relationships between the City of Kelowna and its sister cities in Veendam (Netherlands), Kasugai (Japan) and Senanga (Zambia);

AND THAT Council directs staff to meet with local representatives of the Veendam, Kasugai and Senanga sister city organizations to gather their input and feedback about a possible new policy direction for establishing and managing Sister City relationships;

AND THAT Council agrees to end the sister city relationship between the City of Kelowna and the District of Senanga and directs staff that no further work be done with respect to this relationship;

AND FURTHER THAT Council directs staff to provide an update report and a proposed new Sister City policy after consultations with local representatives of the current sister city organizations have been completed.

**Carried**

#### **4. Resolution Closing the Meeting to the Public**

**Moved By Councillor Singh/Seconded By Councillor Blanleil**

**R775/13/12/09** THAT this meeting be closed to the public pursuant to Section 90(1) (c), (e) and (k) of the Community Charter for Council to deal with matters relating to the following:

- Labour Relations;
- Acquisition, Disposition, or Expropriation, of Land or Improvements; and
- Provision of a Municipal Service.

**Carried**

#### **5. Adjourn to Closed Session**

The meeting adjourned to a closed session at 9:23 a.m.

#### **6. Reconvene Open Session**

The meeting reconvened to an open session at 12:03 p.m.



## 7. Issues Arising from Correspondence & Community Concerns

### 7.1. Mayor Gray, re: Issues Arising from Correspondence

Mayor Gray:

- Advised that he did not have anything specific to raise with Council.

#### 7.1.1. Mayor Gray, re: Travel Authorization, BOABC Conference, Richmond, BC

Moved By Councillor Given/Seconded By Councillor DeHart

**R776/13/12/09** THAT Mayor Gray be authorized to travel to Richmond, BC to attend the 2013 BOABC Education Conference on November 27, 2013, with expenses paid in accordance with Council Remuneration and Expense Bylaw No. 7547.

Carried

### 7.2. Meeting with the Okanagan Indian Band

City Clerk:

- Provided details of the requested meeting with the Okanagan Indian Band.

Council:

- Would prefer to meet with the Okanagan Indian Band during the evening of January 22, 2014 or January 23, 2014.

City Clerk:

- Will contact the Okanagan Indian Band and report back to Council.

## 8. Termination

The meeting was terminated at 12:08 p.m.

\_\_\_\_\_  
Mayor

/slh

\_\_\_\_\_  
City Clerk

# Report to Council



**Date:** December 16, 2013

**Rim No.** 1350-20

**To:** City Manager

**From:** Utilities Planning Manager, Bylaw Services Manager & Urban Planning Manager

**Subject:** 2013-12-16 Report - Arab Appaloosa Land Use and Servicing Options

Report Prepared by: A. Reeder, Utilities Planning Manager, G. Wise, Bylaw Services Manager, A. Riley, Planner II

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## **Recommendation:**

THAT Council receives, for information, the report from Utilities Planning Manager, Bylaw Services Manager & Urban Planning Manager dated December 16, 2013 regarding the Arab/Appaloosa Land Use and Servicing Options;

AND THAT Council direct staff to follow Option 1 as identified in the Utilities Planning Manager, Bylaw Services Manager & Urban Planning Managers report, dated December 16, 2013 regarding the Arab/Appaloosa Land Use and Servicing Options;

AND FURTHER THAT Council directs staff to bring forward the proposed amendments to the I6 Zone and to require Development Permits, to ensure consistency with the intent and purpose of the Kelowna 2030 OCP and Industrial-Limited designation.

## **Purpose:**

The purpose of this report is to review potential options for land use and servicing in the Arab/Appaloosa area, as directed by Council at the September 30, 2013 meeting.

## **1.0 Background:**

At the December 3, 2012, Council meeting, Council requested that staff "...report back with options for amending the I6 - Low-Impact Transitional Industrial Zone, to ensure consistency of intent and purpose with the Kelowna 2030 - Official Community Plan (OCP)".

Options were developed and presented to Council at the March 25, 2013 Council meeting and at this meeting Council resolved:

THAT Council receive for information, the supplementary report from the Manager of Urban Land Use dated March 19, 2013, with respect to the Industrial - Limited

future land use designation contained in the Kelowna 2030 - Official Community Plan;

AND THAT Council direct staff to pursue Land Use Alternative 1, as identified below;

AND THAT Council direct staff to initiate the process to advance Sanitary Sewer Connection Area #35 to a Specified Sanitary Sewer Service Area;

AND FURTHER THAT Council direct staff to accept no further Rezoning applications for the Arab/ Appaloosa road area, pending final resolution of land uses for the area.

On May 16, 2013, Council authorized funds necessary to create a pre-design for the water, sewer, and roads, and associated drainage works for the Arab/Appaloosa area. The pre-design works included pre-designs for the Hollywood Road extension from Hollywood Road to Cambrio Road, and from Clydesdale Road to the new Hollywood Road connector. Although these roads will be funded through a future development, it was important to understand the road alignments in order to determine the scope of the proposed infrastructure required to support a change in zoning from the existing A1 - Agriculture 1 Zone to the I6 - Low-Impact Transitional Industrial Zone.

At the September 30, 2013 Council meeting staff reviewed the Focus Engineering pre-design, the costs of the infrastructure required to meet zoning requirements, and the various service areas, their costs, and the typical and maximum costs that a homeowner on Appaloosa Road would be required to fund if a Local Service Area were adopted. These costs were \$136,181 for a typical property and \$203,358 for the largest property. Water costs for these properties are \$25,446 and \$27,122 respectively. It was agreed that the overall costs would not be affordable for an average homeowner, and that a petition for a Local Service Area would not be successful.

THAT Council receive for information, the report from the Utilities Planning Manager dated September 30, 2013 regarding the Arab/Appaloosa Water, Sewer and Road Pre-design and Public Review;

AND THAT Council direct staff to abandon the Local Area Service process required to construct the infrastructure needed to meet the I6 - Low Impact Transitional Zoning as costs are in excess of what will likely be considered reasonable by area property owners ;

AND FURTHER THAT staff be directed to report back to Council with alternative options for future land uses in the Arab/Appaloosa area.

## **2.0 Discussion:**

### ***Bylaw Enforcement:***

Illegal and non-conforming land uses have long proliferated in the A1 zoned Arab/Appaloosa area. Complaints received by the City have chiefly been concerned with heavy truck and

equipment traffic, commercial vehicle and RV storage, commercial vehicle repair and serving. In 2012, the number of properties involved in non-permitted uses such as outdoor storage and other illegal uses under the existing A1 zoning totals 19 out of 43. One of these 19 properties has a Temporary Use Permit, and only one property has successfully completed the rezoning process to the I6 designation with significant investment and now meets the zoning requirements. Two of these 19 properties are presently under enforcement action with the balance of offenders on hold, pending resolution of the land use issues for the area. One other property has applied for rezoning but has not moved forward due to the costs of required servicing infrastructure. This property is not compliant with its current zoning.

Under the A1 Zone or the I6 - Low-Impact Transitional Industrial Zone, outdoor industrial activities and outdoor storage are not permitted. The only zone that could potentially accommodate the existing non-permitted uses occurring in the Arab/Appaloosa area is the I2 - General Industrial Zone; however, the I2 Zone would not be compatible with adjacent residential properties, nor the surrounding agricultural and residential areas to the west and north. It is for this reason, that the I6 Zone was created: to provide for a range of low-impact industrial uses and to facilitate residential compatibility. At its meeting of March 25, 2013, Council endorsed Land Use Alternative 1 for the Arab/Appaloosa area, to retain the Industrial - Limited land use designation and potential for the I6 Zone. Consequently, for any of the options described below, addressing the long-standing illegal uses and bylaw enforcement in the area will be required. This report includes a proposed strategy for bylaw enforcement for Council's information.

***Recommendation: All options should involve a bylaw enforcement strategy.***

***Infrastructure:***

As a general principle and best practice, servicing infrastructure should be designed to meet the needs of the expected land use and permitted uses at the time of development. Otherwise the City could be required to upgrade this infrastructure at a later date at its expense. Where possible, this infrastructure should be compatible with surrounding communities and ensure protection of the public. Upon review, staff recommended that community sewer, drainage, and road works be required for all new development in the Arab/Appaloosa area to meet the public interest.

Staff are recommending a community sewer solution for all options. This is because a change from the existing rural residential and agricultural land uses in the area to urban residential and/or industrial land uses would permit a land usage or densification that would exceed the capacity of onsite sanitary sewer. Further, an increase in density on parcels under 1 hectare would be inconsistent with the OCP and could render the City ineligible for future Provincial/Federal sanitary sewer grants.

While the roads and drainage could be built to a lower standard, it is likely that the City will be required to improve area roads at a later date, and is therefore not recommended. The geotechnical investigation from the August 2013 Focus pre-design has revealed that the existing materials are not suitable as a road base or trench backfill. As a consequence this material will need to be replaced with suitable fill. The surface structure will need to be wider and have a thicker asphalt surface and road base, and the drainage and subsurface road structure will need to be improved in order to be compatible with heavy truck traffic. Electrical road crossings should be moved underground to avoid damage to private services. Drainage should meet the predevelopment levels per Bylaw 7900; otherwise general taxation

will need to fund future detention ponds. Finally, the roads, sidewalks, and drainage should be compatible with the neighbouring residential community.

Bylaw 7900 requires that buildings within the I6 zoning designation should have 225 L/s as available fire flow. This requirement could be relaxed if the design and construction of a building met the both the B.C. Building Code and the Fire Underwriter Survey (FUS) requirements. The requirements of the FUS are required to ensure that the City's fire rating and insurance rates are not adversely affected. This option can be accomplished by providing an exemption at the time of rezoning, and then require that a restrictive covenant be placed on title. Should fire flows improve in the future then the restrictive covenant could be removed. There are some significant implications for industrial building design, in the absence of an available industrial 225 L/s fire flow to consider: construction costs may be higher than normal (i.e. sprinkler systems), the building may have structural limitations (i.e. windows, materials used), and may need to be limited in space between firewalls, no larger than 600 m<sup>2</sup>. Should improvements to the existing water system to meet the 225 L/s rate prove to be too expensive then this may be a viable option for an individual wishing to rezone.

***Recommendation: At the time of rezoning, infrastructure should be built that matches the intended land use.***

#### **Options:**

The following is a list of potential land uses and servicing options relating to the Arab/Appaloosa area and their implications. Other options were reviewed, but none of these options were considered feasible for reasons identified in the Discussion section of this report.

#### **Option 1:**

**Keep the existing OCP Industrial - Limited designation for the Arab/Appaloosa area with potential for I6-Low-Impact Transitional Industrial Zoning. Provide an optional exemption for the I6 requirements for fire flow and require a restrictive covenant as a condition of rezoning that limits building design to available fire flows. The exemption and covenant will occur during the rezoning process.**

Any property owner wishing to rezone to the I6 Zone in the Arab/Appaloosa area will be required to improve the existing servicing infrastructure to match bylaw requirements for roads drainage, water and to provide sanitary sewer.

Should infrastructure costs to upgrade the water system to meet the 225 L/s be deemed to be too excessive by the proponent, then an option to place a restrictive covenant required on title that restricts the building design. The restrictive covenant would specify that any building constructed would need to meet B.C. Building Code (BCBC) and the Fire Underwriter Survey (FUS) requirements for the available fire flow. The developer would be responsible for establishing existing local fire flows. Should available fire flows within the area be improved in the future, the property owner of a rezoned property could apply to have the covenant lifted.

Staff are recommending that we amend the current I6 zone to ensure consistency with the intent and purpose of the Kelowna 2030 OCP and the Industrial - Limited land use designation.

It is anticipated that these amendments would include: clarifying the I6 Zone purposes statement; amending and/or deleting certain permitted uses in the I6 Zone; reviewing minimum setback requirements of the I6 Zone; and refining certain development requirements for landscaping, buffering, parking, and accessory outdoor storage in the I6 Zone. Staff would also advance amendments to require applications for Development Permits (DPs) for form and character in the Arab/Appaloosa area, so that opportunity to review for compatibility with surrounding agriculture and residential land uses could be provided.

It is recommended that these I6 Zone amendments and requirements for DP applications should be in place prior to removing the present moratorium on accepting Rezoning applications in the area in order to reduce confusion and potential conflicts caused by changing the wording of the I6 zoning.

#### **Option 2:**

**Change the OCP designation for the Arab/Appaloosa area to Single / Two Unit Residential to allow potential rezoning for low density urban residential subdivisions (similar to the adjacent Sol Terra residential development).**

While this option would not likely require significant upgrades to the existing water system it is expected that overall servicing infrastructure upgrades for potential developers would be higher when considering the upgrades needed to accommodate onsite residential densification (i.e., onsite private roads, sanitary sewer, sidewalks, drainage, and water). Further, there would need to be significant road, drainage, and sanitary sewer upgrades on Appaloosa Road.

The transition from the I2 zoning immediately south of Sexsmith Road to a fully residential use north of Sexsmith Road would be abrupt and would likely result in significant future complaints. As above, this option would not enable existing non-permitted businesses to legitimize their current land uses by pursuing rezoning, and would necessarily involve a bylaw enforcement strategy to deal with these illegal uses in the area, as outlined in the following section.

Should this option be selected, an amendment to the existing OCP would be required.

#### **Option 3:**

**Change the OCP designation for the Arab/Appaloosa area to Resource Protection and retain the area's existing A1 - Agriculture 1 zoning.**

Under this option, servicing infrastructure upgrades would not be required, as rezoning would not be permitted. The existing A1 zoning is compatible with the existing surrounding agricultural and residential neighbourhoods.

Removing the Industrial - Limited designation would be inconsistent with extensive consultation and input received from the Arab/Appaloosa property owners during the development of the recently adopted Kelowna 2030 OCP. As above, this option would also not enable existing non-permitted businesses to legitimize their current land uses by pursuing rezoning, and would necessarily involve a bylaw enforcement strategy to deal with these illegal uses in the area.

### **3.0 Proposed Bylaw Enforcement Strategy:**

Once changes to the zoning and/or the OCP are complete, staff propose to undertake the following enforcement strategy:

- Provide notification to the affected residents of the City's intent to enforce its bylaws. The notification will provide information regarding permitted uses and requirements under the existing A1 Zone, permitted uses and requirements under the I6 Zone (should an application for rezoning be successful), current infractions, the rezoning process, and municipal ticket information. The intent of this information package is assist residents to become compliant with the City's bylaws. Residents will have one month to indicate whether or not they wish to pursue rezoning or pursue the relocation of their business.
- A six month grace period will be granted for those who do not reply or indicate that they wish to pursue either rezoning or relocation. Many of these residents are providing seasonal storage of vehicles.
- A one year grace period will be granted to those residents who do respond to the notification letter and indicate that they wish to relocate their business or rezone their property.
- Once the grace period has expired the City will follow it's standard progressive enforcement procedures, starting at fines and moving to court injunctions.

### **4.0 Communications:**

Communications will assist with the aforementioned public notification letter.

### **5.0 Next Steps:**

Should Council agree with the recommendations within this report. The next steps will be followed:

- Staff will report back to Council with amendments to the I6 Zone and to remove the existing moratorium on accepting Rezoning applications.
- Once this first step has been undertaken, a Notification Letter will be sent to residents that are not complying with City Bylaws.
- Staff will work with residents to either rezone and comply with our bylaws, or ensure compliance through the progress enforcement strategy as described above.

### **6.0 Conclusion:**

While all of options will require some form of Bylaw enforcement, options 2 and 3 above do not accommodate any industrial land use and will not have any opportunity to comply with existing zoning. By providing a combination of a graduated enforcement strategy and an opportunity to rezone, residents will have a choice. Staff are recommending Option 1 as it provides some infrastructure cost relief, without adversely affecting public safety.

### **Internal Circulation:**

Urban Planning Manager  
Policy & Planning Manager  
Building & Permitting Manager  
Development Engineering Manager  
Bylaw Services Manager  
City Clerk

**Considerations not applicable to this report:**

Legal/Statutory Authority:  
Legal/Statutory Procedural Requirements:  
Existing Policy:  
Personnel Implications:  
External Agency/Public Comments:  
Alternate Recommendation:

Submitted by:

A. Reeder, Manager of Utilities Planning

X

G. Wise, Manager Bylaw Services

X

A. Riley, Planner II

**Approved for inclusion:**



J.Vos, General Manager, Infrastructure

Attachment 1: Overview Map #1

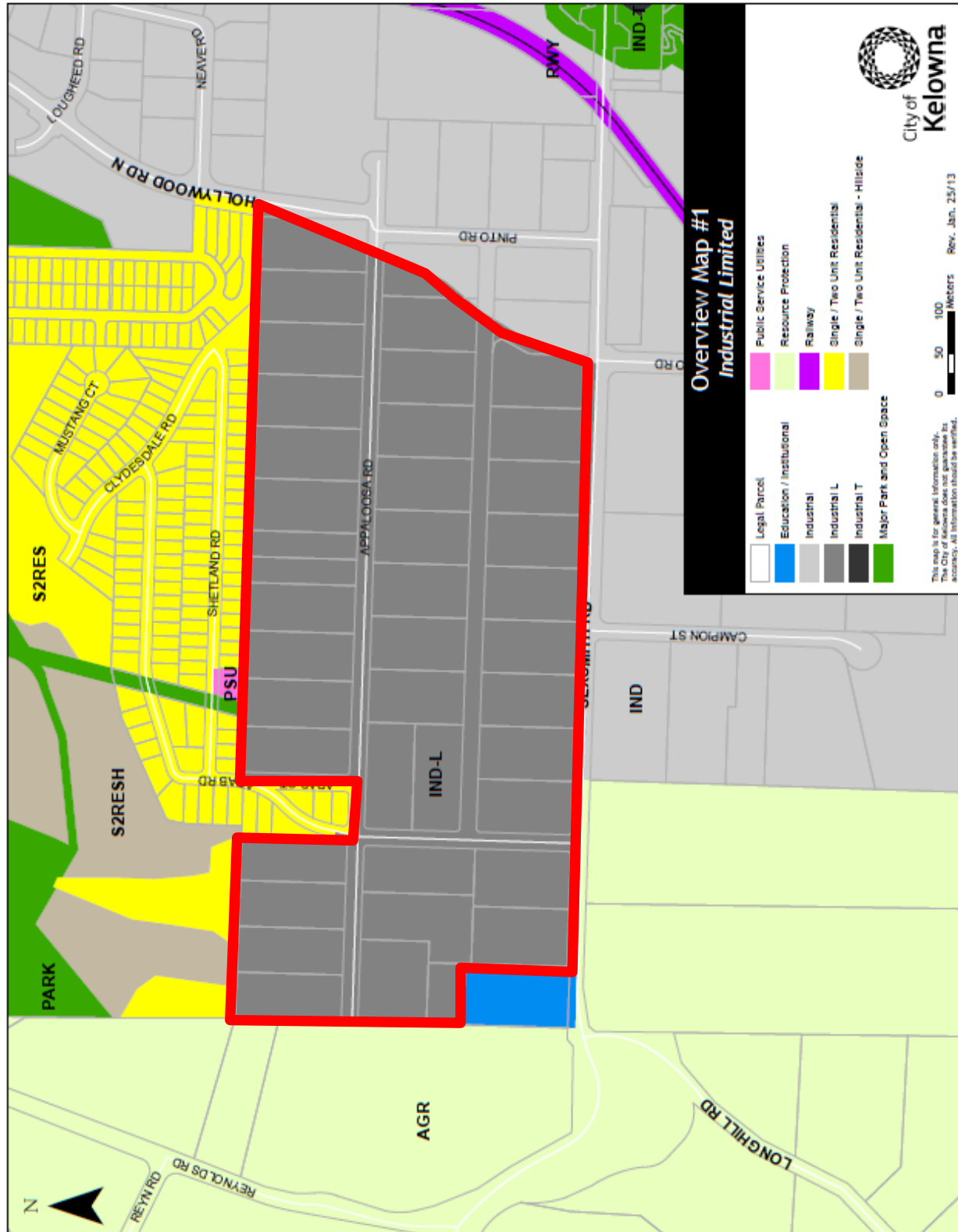
cc: Division Director, Community Planning & Real Estate Services  
Manager, Urban Planning  
Manager, Policy & Planning  
Director, Communications  
Director, Civic Operations  
Director, Financial Services  
Director, Development Services



Attachment 1: Overview Map #1



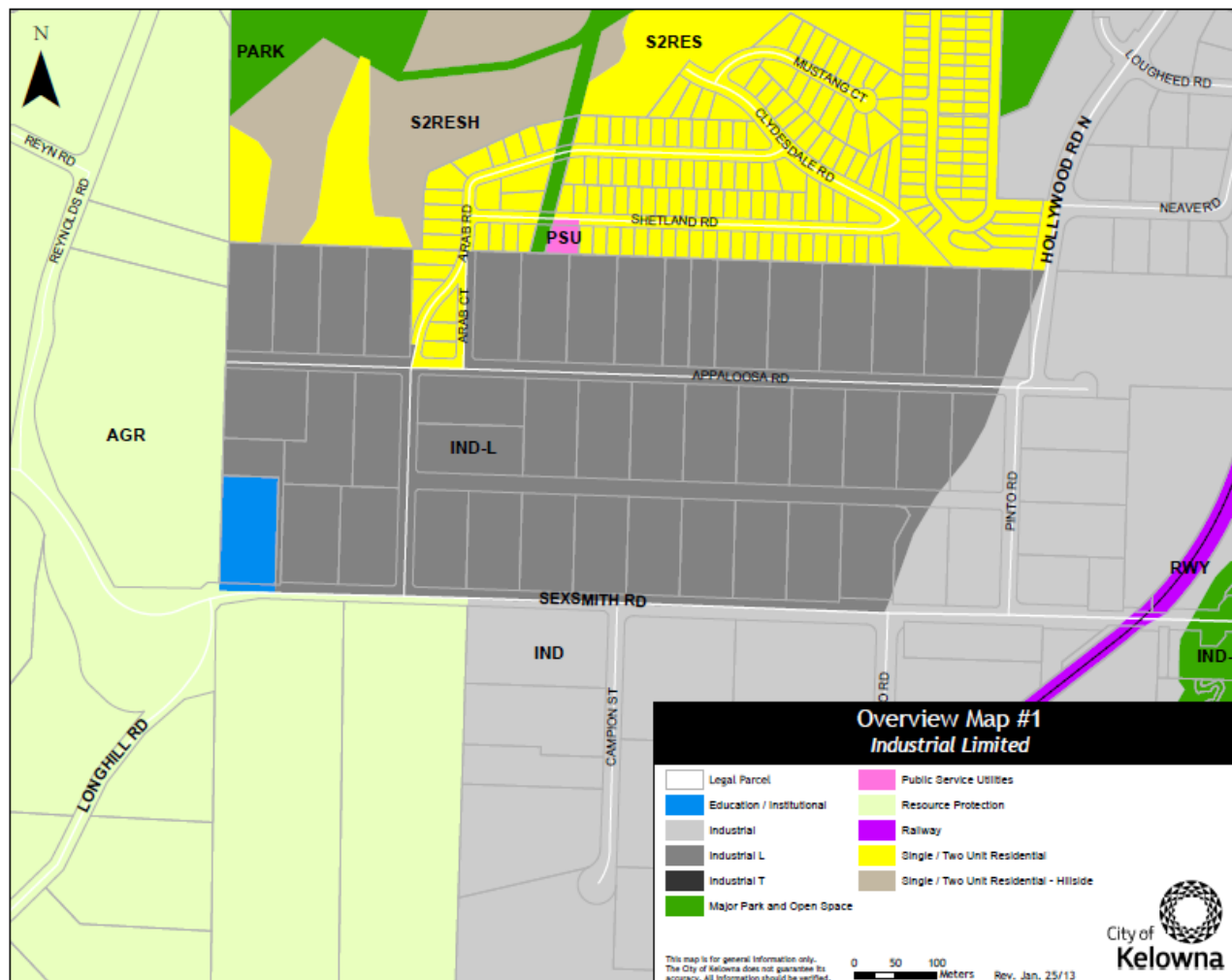
Subject Area



APPALOOSA AREA:  
INFRASTRUCTURE, LAND USE, AND  
BYLAW ENFORCEMENT STRATEGY



# SUBJECT AREA:



## BACKGROUND

- Several applications have been received to rezone from A1 – Agriculture 1 to I6 – Low-Impact Transitional Industrial, consistent with the 2030 OCP.
- To rezone the lands from A1 – Agriculture 1, improvements are required to the sanitary sewer, storm sewer, water system, and road network.
- December 3, 2012 – Council:
  - directed staff to report back with options for amending the I6 Zone to ensure consistency with the 2030 OCP.
  - expressed concern regarding required servicing costs with rezoning.
  - directed that no further rezoning applications for I6 zoning be accepted, pending completion of I6 zoning amendments.

## BACKGROUND

- March 25, 2013 – Council:
  - endorsed the land use option to retain the existing Industrial – Limited land use designation and potential for rezoning to the I6 zone.
  - acknowledged I2- General Industrial zoning as generally incompatible with surrounding residential and agricultural land uses.
  - directed staff to initiate the LAS planning process.
- September 30, 2013 – Council:
  - received the results of the servicing area pre-design and prospective costs.
  - in consideration of the high costs, directed staff to abandon an LAS process, and review other land use & servicing options.

## KEY POINTS

- I2 zone was deemed to be incompatible with surrounding residential areas and agricultural areas, and the I6 acknowledged as an appropriate transition to residential.
- Non-permitted uses in the Arab/Appaloosa area have primarily involved outdoor storage of equipment and vehicles. Outdoor storage is not a permitted use in the A1 or I6 zones.

## KEY POINTS

- Staff have reviewed whether lower infrastructure standards could be applied. While it is possible, it is not recommended as the City would likely need to pay for upgrades at a later date, and could potentially create a precedent for other areas.
- Upfront requirements for fire flow could be reduced if restrictive covenants restricting building design were put in place. This would place limits on the building design and increase building costs. This could be an option given to the developer.



## OPTION 1 - (RECOMMENDED)

1. Keep the existing OCP Industrial – Limited land use designation, and potential for rezoning to the I6 zone.
2. Provide an option to reduce the fire flow requirements by restricting building construction & registering a restrictive covenant.
3. Enforce the existing land use bylaws as per strategy

### Comments:

- Consistent with 2030 OCP and related public consultation process.
- Would enable some non-permitted uses to legalize if contained in building.
- Compatible with adjacent and surrounding land uses.
- Provides opportunity for change and improving property values.
- Infrastructure costs will remain high, although some flexibility is available with water requirements.



## OPTION 2

1. Change the OCP land use designation to Single/Two Unit Residential
2. Enforce the existing land use bylaws as per strategy

### Comments:

- Inconsistent with 2030 OCP and related public consultation process.
- Compatible with surrounding residential and agricultural land uses.
- Potential conflicts between residential and I2 zoning south of Sexsmith Rd.
- Does not enable non-permitted uses to legalize.
- Provides opportunity for change and improving property values.
- Infrastructure costs will likely be higher than Option 1, as additional onsite systems would be required.

## OPTION 3

1. Change the OCP land use designation to Resource Protection and retain existing A1 agricultural zoning.
2. Enforce the existing land use bylaws as per strategy

### Comments:

- Inconsistent with 2030 OCP and related public consultation process.
- Compatible with surrounding residential and agricultural land uses.
- Does not enable non-permitted uses to legalize.
- Does not provide opportunity for change and improving property values.
- No related infrastructure costs.

## BYLAW STRATEGY

As it has been deemed that the I2 zone would not be an appropriate zone for the Arab/Appaloosa area due to land use impacts and compatibility, there are outstanding bylaw conformance issues that will need to be considered with the recommended land use options.

The following are the steps staff are proposing to undertake:

- Notification will be sent to affected residents
- A six month grace period for residents who do not comply or indicate that they have no interest in rezoning or relocating.
- A one year grace period for residents who respond to the notification who would like to rezone or relocate their business.
- Follow standard progress enforcement procedures

## NEXT STEPS

- Should Council support Option 1:
  - Amendments to the I6 zone & to require DP applications (prior to removing moratorium on accepting rezoning applications).
  - Notification letter to non-compliant properties.
  - Work with residents to rezone and/or comply with City bylaws, and implement standard progress enforcement strategy.

# Report to Council



**Date:** December 16, 2013

**Rim No.** 0705-25

**To:** City Manager

**From:** Danielle Noble-Brandt, Department Manager - Policy & Planning

**Subject:** 2013-12-16 Report - RDCO Referral RGS

Prepared by: Gary Stephen, Long Range Planning Manager

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## **Recommendation:**

THAT Council receives the report on the RDCO Regional Growth Strategy Bylaw from the Department Manager, Policy and Planning dated December 16, 2013;

AND THAT Council supports the Regional Growth Strategy Bylaw subject to amendments as outlined in Attachments 3, 4 & 5 of the report dated December 16, 2013.

## **Purpose:**

To provide the Regional District of Central Okanagan the City of Kelowna response to the referral of the Regional Growth Strategy Bylaw.

## **Background:**

The Regional District of Central Okanagan (RDCO) has been working on the update of the Regional Growth Strategy (RGS) since early 2010, as the existing version was adopted in 2000. As per the *Local Government Act*, the "purpose of a RGS is to promote human settlement that is socially, economically, and environmentally healthy and that makes efficient use of public facilities and services, land and other resources".

The Regional Board gave the updated RGS Bylaw first reading on October 28, 2013 and formally referred Bylaw No. 1336 to the City of Kelowna for consideration and acceptance on October 30, 2013 (RDCO submission letter is provided in Attachment 1). The City of Kelowna has up to 60 days from the receipt of the submission letter to respond, with a deadline of December 30, 2013. Following the adoption of the RGS, the City will have up to two (2) years to update the Regional Context Statement in our OCP to indicate how the OCP reflects and implements the RGS. That Regional Context Statement must be submitted to the Regional Board for their review.

A Regional Growth Strategy must cover a period of at least 20 years from the time of its initiation and must include the following:

- (i) a comprehensive statement on the future of the region, including the social, economic and environmental objectives of the board in relation to the regional district;
- (ii) housing
- (iii) transportation
- (iv) regional district services
- (v) parks and natural areas
- (vi) economic development
- (vii) reduction of greenhouse gas emissions

Accordingly, a RGS is a high level regional planning document that sets the framework and legislative actions for municipal partners. Therefore, this Plan has significant influence on City land use and related policies - Staff have reviewed the Plan being mindful of that scope. Upon thorough evaluation, three principal areas of concern have been identified:

- A. Policy statements that are a departure from City of Kelowna land use settlement/growth patterns and those that do not reflect current processes or are not feasible (Attachment 3);
- B. Policies or statements that ultimately fall within the authority of a municipality and are considered redundant to be stated in the context of a RGS document (Attachment 4);
- C. Policies that propose new programs or services whereby funding and/or resources have not been confirmed or investigated for feasibility (Attachment 5).

Staff recommend that the RGS be accepted by Council subject to amendments. The policies of concern are addressed in further detail in the following sections.

#### **A. Policies Departing from Current Policy Framework**

As written, there are policies within the RGS that provide direction on land use, water resources, climate action, and transportation matters that have the opportunity to be clarified. Each policy and related concern are detailed in Attachment 3.

#### **B. Policies within the Scope of Municipal Authority**

As per the *Community Charter*, the role of a municipality includes:

- (a) providing for good government of its community
- (b) providing for services, laws and other matters for community benefit
- (c) providing for stewardship of the public assets of its community, and
- (d) fostering the economic, social and environmental well-being of its community.

Comparatively, BC's system is distinct from others in its use of Regional Districts. They exist to meet various service needs that neither municipalities, nor the Province are particularly well suited to address. The primary role for a Regional District is determined by its member jurisdictions and act only in response to the expressed needs, interests and instructions of their members.

With this in mind, the City of Kelowna has a governance structure that delivers on the purposes as listed above which orchestrates funding, programs, services, policies, and partnerships to meet those objectives. The policies identified in Attachment 4 have been raised because they are believed to be managed by individual local governments or through sub-regional partnerships and create a level of ambiguity in terms of authority and accountability.

### **C. Policies Introducing New Programs or Services**

While the mandate of a Regional Growth strategy must be visionary in anticipating needs and evolving approaches, policies must acknowledge the current fiscal reality of local municipal members. Attachment 5 summarizes policies that would likely introduce a new program or service that is not currently the purview of either the City or the Regional District. In turn, these new programs or coordinated activities would require resources, funding, and clarity of scope of authority. These have been raised to either: have the wording clarify intent, or to initiate further discussion on implementation expectations.

In summary, the City acknowledges the important role of the Regional District in addressing and coordinating growth opportunities and challenges of the Okanagan Valley. Through this response, the City endeavors to work effectively with the Regional District by ensuring open communication, an exchange of opinions, information and cooperation.

#### **Internal Circulation:**

Infrastructure Division Director  
Utilities Planning Manager  
Transportation and Mobility Manager  
Director Regional Services / Strategic Services  
Executive Director of Business Development  
Manager - Subdivision, Agriculture & Environment Services  
Sustainability Coordinator

#### **Legal/Statutory Authority:**

*Local Government Act, Part 25, Division 2 - Section 857*

#### **Legal/Statutory Procedural Requirements:**

*Local Government Act -Section 857(4) states that:*

- (4) After receiving a proposed regional growth strategy under subsection (3), each affected local government must:

- a) review the regional growth strategy in the context of any official community plans and regional growth strategies for its jurisdiction, both those that are current and those in preparation, and in the context of any other matters that affect its jurisdiction, and
  - b) subject to an extension under section 858 (3), within 60 days of receipt either
    - i) accept the regional growth strategy, or
    - ii) respond, by resolution, to the proposing board indicating that the local government refuses to accept the regional growth strategy.
- (5) An acceptance under subsection (4) (b) becomes effective
- (a) when all affected local governments have accepted the regional growth strategy, or
  - (b) at the end of the period for acceptance or refusal under that subsection if, at the end of that period, all affected local governments have not accepted the regional growth strategy.
- (6) If an affected local government fails to act under subsection (4) (b) within the period for acceptance or refusal, the local government is deemed to have accepted the regional growth strategy.
- (7) In the resolution under subsection (4) (b) (ii), the affected local government must indicate
- (a) each provision to which it objects,
  - (b) the reasons for its objection, and
  - (c) whether it is willing that a provision to which it objects be included in the regional growth strategy on the basis that the provision will not apply to its jurisdiction, as referred to in section 853 (2).
- (7.1) An affected local government is deemed to have accepted any provision of the regional growth strategy to which it does not indicate an objection under subsection (7).

**Existing Policy:**

Official Community Plan Bylaw No. 10500 (2011)  
Regional Growth Management Strategy Bylaw No. 851 (2000)

**Considerations not applicable to this report:**

**Financial/Budgetary Considerations:**

**Personnel Implications:**

**External Agency/Public Comments:**

**Communications Comments:**

**Alternate Recommendation:**



Submitted by:

Gary Stephen, Long Range Planning Manager

**Approved for inclusion**

Danielle Noble-Brandt  
Department Manager - Policy & Planning



Attachment 1: 2013-10-30 Submission of CORD Growth Strategy Bylaw  
Attachment 2: RGS Bylaw - Schedule A  
Attachment 3: RGS Referral Comments - Bylaw 1336  
Attachment 4: Policies Impacting Regional Districts vs. Municipalities  
Attachment 5: Policies Introducing New Activity, Program, or Projects

cc: City Manager  
Deputy City Manager  
Divisional Director - Community Planning & Real Estate  
Infrastructure Division Director  
Utilities Planning Manager  
Transportation and Mobility Manager  
Director Regional Services / Strategic Services  
Executive Director of Business Development  
Manager - Subdivision, Agriculture & Environment Services  
Sustainability Coordinator



# CITY OF KELOWNA

OCT 30 2013

## ADMINISTRATION DEPARTMENT

Community Services  
Planning Section

1450 K.L.O. Road  
Kelowna, B.C. V1W 3Z4

Telephone: (250) 469-6227  
Fax: (250) 762-7011  
[www.regionaldistrict.com](http://www.regionaldistrict.com)

Original to: ~~Communications~~

Copied: ~~Mayor~~

~~City Manager~~

Councillors

October 30, 2013

Mayor and Council  
c/o Ron Mattiussi  
City Manager  
City of Kelowna  
1435 Water Street,  
Kelowna, BC V1Y 1J4

File Number: 0705-20

Initials: *jm* Date: Oct 30/13

Dear Mayor and Council:

**Re: Submission of the Central Okanagan Regional Growth Strategy Bylaw No. 1336, 2013 for Acceptance by Affected Local Governments**

---

The Central Okanagan Regional Growth Strategy Bylaw No. 1336, 2013 received First and Second readings at the Regional Board meeting on October 28, 2013. Pursuant to the Local Government Act, Section 857, the Bylaw is being forwarded to your local government for consideration and acceptance.

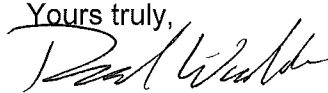
Under the provisions of the Local Government Act, affected local governments, which include member municipalities and adjacent Regional Districts, have **60 days** from the receipt of this letter in **which to consider acceptance of Bylaw No. 1336, 2013**. At the conclusion of the 60 day period, Regional District staff will report to the Regional Board on the status of acceptance, and if appropriate, present Bylaw No. 1336, 2013 for Third reading and Adoption.

Each affected local government is requested to respond to the Regional Growth Strategy Bylaw No. 1336, 2013 by resolution. For information, Section 857 (4) of the Local Government Act states that upon receipt of the Regional Growth Strategy Bylaw No. 1336, 2013, each affected local government must:

- a) Review the Central Okanagan Regional Growth Strategy Bylaw No. 1336, 2013 in the context of any Official Community Plans in its jurisdiction, both those that are current and those in preparation, and in the context of any other matters that affect its jurisdiction; and
- b) Within 60 days of receipt of the referral, affected local governments are required to, by resolution, either:
  - (i) Accept Bylaw No. 1336, 2013; or
  - (ii) Respond to the Regional District of Central Okanagan Regional Board indicating specifically the sections or policies of Bylaw No. 1336, 2013 that your local government will not accept.

If a resolution is not brought forward at the end of the 60 day acceptance period, then according to Section 857 of the Local Government Act, an affected local government is deemed to have accepted the Regional Growth Strategy.

Regional District of Central Okanagan staff would be pleased to attend a Municipal Council meeting to respond to any questions regarding the Regional Growth Strategy process, the formal acceptance process or any matters associated with the Regional Growth Strategy Bylaw No. 1336, 2013. If you would like staff attendance at a future Council meeting, please contact the undersigned at (250) 469-6288 or david.widdis@cord.bc.ca.

Yours truly,  


David Widdis, MCIP  
Regional Growth Strategy Coordinator

Enclosures: RDCO Resolution, October 28, 2013  
Regional Growth Strategy Bylaw No. 1336, 2013  
The RGS and You Guide

Cc Robert Hobson, Chair, Central Okanagan Regional Board  
Brian Readon, Chief Administrative Officer, RDCO  
Chris Radford, Director of Community Services, RDCO  
Ron Fralick, Manager of Planning, RDCO  
Danielle Lukovich, Ministry of Community, Sport and Culture

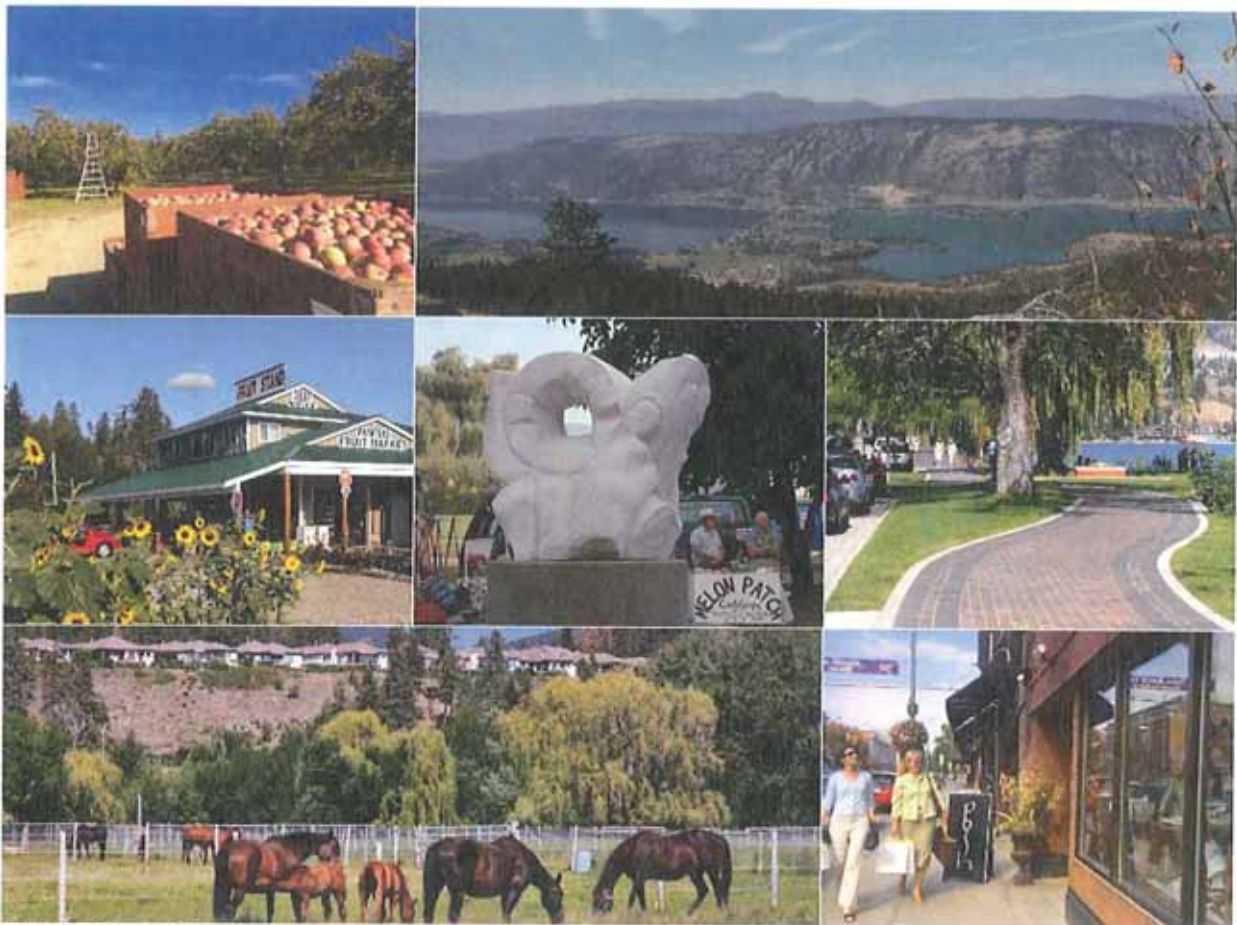
# Regional District of Central Okanagan Regional Growth Strategy

*"Our Home, Our Future"*



Schedule 'A'

Bylaw No.1336, 2013



Source: Pictures BC

## Acknowledgements

The Regional District of Central Okanagan recognizes and acknowledges the complex planning environment that exists within the Central Okanagan and respected these planning processes as the Region updated the Central Okanagan Regional Growth Strategy. The Regional District of Central Okanagan thanks the planning staff, committee and working group members, member municipal councils and Board of Directors, consultants, all residents, and those individuals who dedicated their time and expertise to make the project possible.





## Table of Contents

<b>1.0</b>	<b>INTRODUCTION.....</b>	<b>1</b>
1.1	REGIONAL GROWTH STRATEGY .....	1
1.2	STRUCTURE OF THE RGS.....	1
<b>2.0</b>	<b>CONTEXT .....</b>	<b>3</b>
2.1	CENTRAL OKANAGAN DIRECTIVE .....	3
2.2	REGIONAL OVERVIEW .....	4
2.2.1	Demographics .....	4
2.2.2	Employment Projections .....	8
<b>3.0</b>	<b>REGIONAL GROWTH STRATEGY.....</b>	<b>9</b>
3.1	OUR REGIONAL VISION.....	9
3.2	REGIONAL ISSUE AREAS .....	9
3.2.1	Our Land.....	10
3.2.2	Our Economy.....	12
3.2.3	Our Water Resources .....	13
3.2.4	Our Health.....	14
3.2.5	Our Food.....	15
3.2.6	Our Housing .....	16
3.2.7	Our Climate .....	17
3.2.8	Our Ecosystems .....	18
3.2.9	Our Transportation .....	19
3.2.10	Our Governance .....	20
<b>4.0</b>	<b>MONITORING AND EVALUATION .....</b>	<b>21</b>
4.1	IMPLEMENTATION AND MONITORING .....	21
4.1.1	Update OCP Regional Context Statements .....	21
4.1.2	Implementation Agreements .....	21
4.1.3	RGS Monitoring and Evaluation .....	22
4.1.4	Plan for Five-year Review.....	22
4.2	AMENDMENTS TO THE RGS .....	23
4.2.1	Standard Amendments .....	23
4.2.2	Minor Amendments .....	23
	<b>APPENDICES.....</b>	<b>25</b>
	APPENDIX A – MAPS .....	27
	APPENDIX B – LIST OF RESEARCH PAPERS .....	38
	APPENDIX C – PERFORMANCE METRICS .....	40



## List of Figures and Tables

Figure		Page
2.1	<a href="#">Regional District of Central Okanagan Services</a>	3
2.2	<a href="#">Population Projections, BC Stats</a>	7
2.3	<a href="#">Employment in the Central Okanagan by Industry</a>	8

Table		Page
2.1	<a href="#">Population Estimates for Age Groups, Census Years</a>	6
2.2	<a href="#">Central Okanagan Migration Components of Population Growth 1996 to 2011</a>	6
2.3	<a href="#">Central Okanagan Natural Increase Components of Population Growth 1996 to 2011</a>	6
2.4	<a href="#">Population Estimates for Age Groups, Census Years, 1996-2011</a>	7
2.5	<a href="#">Population Projections for Age Groups, 5 Years</a>	7



## 1.0 INTRODUCTION

### 1.1 Regional Growth Strategy

The Regional Growth Strategy (RGS) is a long-range planning tool to help Regional Districts and local governments plan a coordinated future for their communities while dealing with regional issues and decisions that cross local political boundaries. The strategy is a collective vision from the regional partners for how they see the future in order to create a region that promotes growth that is economically, environmentally and socially healthy over a twenty (20) year time horizon.

There are three criteria for the determination of regional issues to be addressed through the RGS Review and Update process:

- **Mandatory content:** Provincial legislation requires that the following issues be addressed:
  - housing;
  - transportation;
  - regional district services;
  - parks and natural areas;
  - economic development; and,
  - reduction of greenhouse gas (GHG) emissions.
- **Regional Board, Intergovernmental Agency Committee (IAC) and RGS Steering Committee direction:** In addition to the mandatory content, the Regional Board and RGS Steering Committee helped to identify important regional issues as they relate to the local governments.

- **Cross boundary issues:** Focus on issues that cannot be addressed by one local government because the issue affects more than one local government (and in some cases, cross regional district boundaries). For example, air quality, environmental protection, watershed management and economic development are issues that transcend municipal boundaries.

### 1.2 Structure of the RGS

#### *Joint Planning Approach and Agreement Among all Parties:*

The RGS represents a joint-planning approach to addressing the growth issues that go beyond local government boundaries. This RGS update was a collaboration from the member municipalities, First Nations and Provincial agencies that utilized the consultations and research, as well the updated Official Community Plans to provide a directional document that allows each member municipality the ability to choose how they will implement the future direction into their land use decisions. Many agencies and organizations contributed their expertise to this RGS update including, but not limiting to, the School District No. 23, Interior Health and the Agricultural Land Commission.

The strategy is an agreement among governments and agencies to work together on common issues to find common solutions. The strategy reflects a shared regional vision for the future, as well as goals and policies necessary to achieve effective growth management.





**The RGS content:**

**Section 1 Introduction**

**Section 2 Regional Context:** A profile of the RDCO is provided as a baseline. This provides both the qualitative and quantitative groundwork for the review of the RGS.

**Section 3 Regional Growth Strategy:** Ten issue areas form the policy structure and each issue area includes:

- **Goal** - Overall long-term goal of the issue area that reflects the input and responds to the Region's future opportunities and challenges around growth management;
- **Synopsis** - Summarizes the issue area within the regional context based on the background research; and,
- **Policies** - The statements that help achieve the issue area goal.

**Section 4 Monitoring and Evaluation:** The essential responsibility associated with the implementation priorities, and timing, monitoring and accountability are documented.

**Appendices Technical Appendices:** provides an overview of the reference material to inform and supplement the RGS Review and Update. Information that is more detailed can be obtained from the RDCO Community Services Department.



## 2.0 CONTEXT

### 2.1 Central Okanagan Directive

A regional district's primary role is determined by its member jurisdictions. Regional Districts act only in response to the expressed needs, interests and instructions of their members and address issues that cross political boundaries. Regional Districts serve three primary roles with the relative importance of each role varying from region to region:

- To serve as the local government for their unincorporated (electoral) areas;
- To provide services to, and on behalf of, different combinations of member municipalities and electoral areas; and,
- To provide services to, and on behalf of, their entire regions (i.e., all member jurisdictions).

The RDCO provides services to residents in the Electoral Areas, including water, planning and solid waste collection. The District also provides region

wide services such as dog control, solid waste collection and recycling, 9-1-1, Regional Parks and the Emergency Response Plan for the Central Okanagan. The illustration in Figure 2.1 shows the RDCO's departments and responsibilities.

In 2010, the Regional Board adopted the Regional District's Strategic Plan that sets priorities for the Region. The Strategic Plan's intentions are for the Regional District to focus energies and resources on:

- Establishing and promoting a vision and priorities for the broader, regional community;
- Developing regional plans and strategies to address joint issues; and,
- Coordinating municipal efforts that are taken to achieve joint services goals.

**Figure 2.1: RDCO Services**





The Mission Statement created for the Strategic Plan provides overall guidance to the Regional District and is as follows:

*"The Regional District of Central Okanagan will provide effective and efficient services that meet the needs of our citizens, in a manner that nurtures growth, opportunities and prosperity, while maintaining and enhancing the unique Central Okanagan lifestyle and environment."*

The Board identified priority areas to pursue in the 2010 Strategic Plan. The term "priority area" was used to define a theme, topic or area of service that the Board viewed as important for the Region and that would best be addressed on a regional level. In 2012, the Board reviewed priority areas of the Strategic Plan and endorsed the following areas:

1. Growth Management;
2. Transportation;
3. Intergovernmental Affairs; and,
4. Hazard Management.

These priority areas provide the general directions for the Region, while more defined roles and tasks are defined through budgets, work plans and agreements.

## 2.2 Regional Overview

The RDCO is situated on both sides of the mid-section of Okanagan Lake. The Okanagan is characterized by cool humid air and cloudy skies in the winter and by dry air and bright skies in summer. The warm summers with fairly low humidity, as well as the relatively mild winters provide an attractive environment for agriculture and recreation.

Since the adoption of the initial RGS in the year 2000, there have been a number of changes in the Central Okanagan, some highlights include:

- Steady growth in population, housing, and employment (population grew by 20%);
- Opening of UBC Okanagan in 2005;
- Incorporation of the District of West Kelowna on December 6, 2007;
- Expansion of Kelowna International Airport and improvements along the Highway 97 Corridor;
- Replacement of the three-lane Okanagan Lake Bridge with the five-lane W.R. Bennett Bridge in 2008;
- Increased efficiency and expansion of public transit;
- Protection of key recreation and conservation lands (e.g. Mission Creek Greenway);
- Expansion of Kelowna General Hospital;



- Increased density of settlement areas, bringing about efficiencies in servicing and infrastructure costs; and
- Endorsement of a regional growth vision and implementation through Regional Context Statements in the municipalities' community plans.

### 2.2.1 DEMOGRAPHICS

The total population for the Central Okanagan from the 2011 Census was 179,839. Population growth in the Central Okanagan has historically outpaced growth in the province overall. This trend continued in the period between Census counts, where it outpaced the provincial average by 4% over the 5-year period from 2006 to 2011 (Table 2.1, on page 6). Additionally, over the census period the Region showed the fourth highest population growth in the country.

Population growth in the region has been primarily due to in-migration (Table 2.2, on page 6). High inflows of migrants have resulted in the population of the Region doubling in the past 25 years from 89,730 in 1986 to 179,839 in 2011. The Region was one of the highest growth areas in the province through the 1990s. The past several years have seen slower, but steady growth. The average rate of population growth from 2000 to 2011 has been 2.1% per annum compared to 4.0% per annum in the 1990s.

Intra-provincial migration has historically been the largest segment of migration to the Central Okanagan. However, interprovincial migration has been an increasingly significant migration component over the past eight years. The Region has experienced a smaller but steady flow of international migration over the past seven years as well.

The RDCO has experienced a decline in the net natural increase between 2001 and 2006, however in recent

years the trend is starting to increase as shown in Table 2.3, on page 6. The Region is seeing a healthier, active senior which is translating to an increasing life expectancy. There has also been an unprecedented increase in births. Projections predict that the net natural increase will be a positive number over the next 10 years. The net natural increase could accelerate over the next 20 years as the majority of the 65 and over age category will reach the age of 85.

The Central Okanagan has been older than the provincial population throughout the last twenty years. Table 2.4 (on page 7) highlights the fact that the proportion of the population aged 45 years and over increased significantly from 1996 to 2006 by 43.3%<sup>1</sup>. This increase can be partly attributed to the area's large retirement base. The Region is a popular retirement centre, and the increase in the proportion of retirees in the population will support more service sector employment. Over the long term, the Region is expected to continue to receive strong net inflows of population. The age group 15 to 24 showed an increase that could be influenced by the creation of the UBC Okanagan campus in 2005, which had a starting population of 2,800 students. UBC-O Enrolment in 2010 was 7,075<sup>2</sup>.

Population projection numbers for the Region are expected to exceed 270,000 by 2036, an increase of 45% from 2011 (Table 2.5, on page 7). The net population growth projection from 2011 to 2036 indicates that growth in the Region will result from positive net migration.



<sup>1</sup> Source: Statistics Canada, Census 1991, 1996, 2001 and 2006

<sup>2</sup> Source: UBCO Webpage, Facts and Figures, accessed March 7, 2011



**Table 2.1 Population Estimates, Census Years Source: BC Stats, Census**

	1996	2001	2006	2011	% Change 2006-11	% Change 2001-11
British Columbia	3,724,500	3,907,738	4,113,487	4,400,057	7.0%	12.6%
Central Okanagan	136,537	147,748	161,959	179,839	11.0%	21.7%
Kelowna	89,445	96,290	106,707	117,312	9.9%	21.8%
West Kelowna**			27,095	30,892	14.0%	**
Lake Country	9,005	9,270	9,610	11,708	21.8%	26.3%
Peachland	4,525	4,560	4,885	5,200	6.4%	11.6%
Electoral Areas**	26,347	29,673	5,527	5,742	3.9%	-80.6%
First Nations (including IR7, IR9 and IR 10)	7,215	7,855	8,135	8,985	10.4%	14.4%

Source: BC Stats, Census

**Table 2.2: Central Okanagan Migration Components of Population Growth 1996 to 2011**

Year	International (Net)	Interprovincial (Net)	Intra-Provincial (Net)	Total Net Migration
1996-97	335	719	1,818	2,872
1997-98	258	-179	2,240	2,319
1998-99	72	-271	2,177	1,978
1999-00	128	-291	1,668	1,505
2000-01	134	-182	1,593	1,545
2001-02	119	-28	2,063	2,154
2002-03	-136	829	2,245	2,938
2003-04	322	1,260	1,487	3,069
2004-05	400	1,210	1,249	2,859
2005-06	422	1,547	1,810	3,779
2006-07	408	2,201	1,184	3,793
2007-08	654	2,202	1,093	3,949
2008-09	717	1,214	1,040	2,971
2009-10	548	1,234	1,049	2,831
2010-11	312	804	1,049	2,165

Source: BC Stats - <http://www.bcstats.gov.bc.ca/StatisticsBySubject/Demography/Mobility.aspx>

**Table 2.3: Central Okanagan Natural Increase Components of Population Growth 1996 to 2011,**

Year	Births	Deaths	Net Natural Increase
1996-97	1,433	1,065	368
1997-98	1,380	1,165	214
1998-99	1,348	1,147	201
1999-00	1,414	1,158	256
2000-01	1,344	1,171	173
2001-02	1,294	1,328	-34
2002-03	1,322	1,335	-13
2003-04	1,355	1,456	-101
2004-05	1,346	1,417	-71
2005-06	1,427	1,448	-21
2006-07	1,533	1,464	69
2007-08	1,577	1,526	51
2008-09	1,654	1,511	143
2009-10	1,732	1,513	219
2010-11	1,637	1,534	103

Source: BC Stats

Figure 2.2: RDCO Population Projection, BC Stats



Table 2.4: Population Estimates for Age Groups, Census Years, BC Stats and Census

Age Groups	Census Years					Percent Change		
	1996	2001	2006	2011	2011-2006	2006-2011	2011-2006	2011-2006
0 - 4	8,015	7,145	7,190	8,305	0.6%	15.3%	16.2%	16.2%
5 - 9	9,040	8,805	8,330	8,520	-5.4%	2.3%	-3.2%	-3.2%
10 - 14	9,400	9,940	10,000	9,525	0.6%	-4.7%	-4.2%	-4.2%
15 - 19	8,390	9,950	10,760	11,015	8.1%	2.4%	10.7%	10.7%
20 - 24	7,985	8,070	10,050	11,670	24.5%	16.1%	44.6%	44.6%
25 - 34	18,330	16,210	16,805	21,055	3.7%	25.3%	29.9%	29.9%
35 - 44	21,790	23,160	22,340	21,765	-3.5%	-2.6%	-6.0%	-6.0%
45 - 54	16,880	21,390	25,355	28,140	18.5%	11.0%	31.6%	31.6%
55 - 64	13,370	15,760	20,595	25,400	30.7%	23.3%	61.2%	61.2%
65+	23,355	27,295	30,840	34,450	13.0%	11.7%	26.2%	26.2%
Central Okanagan	136,540	147,740	162,280	179,840	9.8%	10.8%	21.7%	21.7%

Source: BC Stats

Table 2.5: Population Projections for Age Groups, BC Stats

Year	Age Groups						
	Under 5	5-14	15-24	25-34	35-49	50-64	65 plus
2011	8,492	17,900	24,847	23,558	37,949	41,142	33,346
2016	9,825	19,541	22,212	29,263	39,116	44,912	41,158
2021	10,591	22,093	21,591	29,388	45,557	46,233	48,352
2026	10,773	24,077	23,125	27,396	53,214	45,816	56,237
2031	10,725	24,980	25,645	26,985	57,158	47,056	63,576
2036	10,954	25,140	27,653	28,580	56,466	53,572	68,028
% change 2011 to 2036	29.0%	40.4%	11.3%	21.3%	48.8%	30.2%	104.0%
Total	187,234	206,027	223,805	240,638	256,126	270,393	44.4%

## 2.2.2 EMPLOYMENT PROJECTIONS

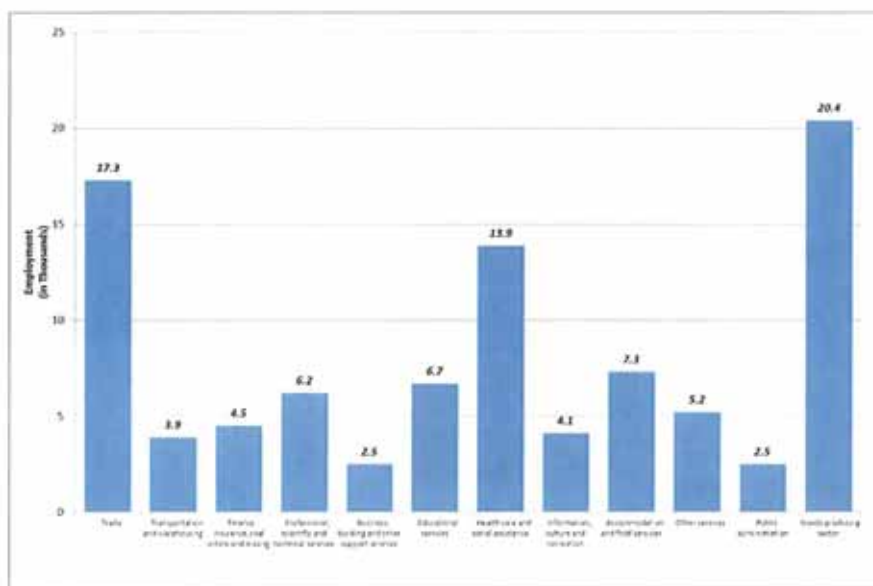
The Central Okanagan's economic diversity has been its strength in the past and its future will depend on continuing to enhance that diversity (Figure 2.2). The traditional employment generators will still be important in the future, but they will be complemented by the growth of other industries such as health care, education, research and development, tourism, aerospace and high tech sectors. Most job creation is coming from smaller business employers. The trend towards smaller businesses may lead to more interest in the clean, high tech/business parks, office complexes and even home occupations; the latter of which has seen significant growth in the Central Okanagan in recent years.

Although unemployment has risen slightly in recent years, the private sector identifies a concern that succession planning, or the need for filling the void in certain occupations, will be felt more dramatically as the current workforce ages. There is a projection of a reduced labour supply within the 25 – 49 age group. The trend is one that is being faced across the country. However, this region may experience a greater impact due to the attraction of retirees to this area. It will be important to attract and retain youth or young skilled labour and professionals graduating from local educational institutions by employers in both public and private sectors. This will require the development of strategies amongst member municipalities and various partners to create communities and employment opportunities that are attractive for the



long term. One example of a program in action targeting the younger labour force is the work of the Okanagan Young Professionals program. The EDC helps support the program to help attract, assist and retain talented professionals in their 20's and 30's to the Okanagan Valley as this works toward filling the employment opportunities in the Region.

**Figure 2.3: Employment in the Central Okanagan by Industry, Census 2011**





## 3.0 REGIONAL GROWTH STRATEGY

### 3.1 Our Regional Vision

In order to protect quality of life, the Region is committed to working together in creating and supporting economic opportunities, addressing issues of environmental quality and planning for future services such as transportation and water systems. The RGS Vision Statement describes the ideal outcome for the Region. This vision sets out direction for the management of future growth with subsequent policies and actions for implementation.

*"The Central Okanagan is a region of urban and rural communities that are interconnected, distinct, healthy, vibrant and welcoming. The citizens, businesses, First Nations Councils and local governments understand and accept that they are individually and jointly responsible to effectively and efficiently manage the Region's future growth that ensures the health and well-being of its residents. Together and from this time forward, the citizens and governments of the Central Okanagan will work in partnership to promote a complete healthy region with a sustainable and diversified economy that provides a range of economic opportunities while protecting the natural environment and water resources for today's and tomorrow's residents."*

### 3.2 Regional Issue Areas

Many of the regional issues of the RGS require cross jurisdictional collaboration in order to plan for the long term growth in the Central Okanagan. The following issue areas and goals were identified through stakeholder and public input to respond to the future challenges and opportunities in the Central Okanagan:

Issue Area	Goal
Our Land	To manage the land base effectively to protect natural resources and limit urban sprawl
Our Economy	To develop and enhance a positive business environment in the region to achieve a dynamic, resilient and sustainable economy
Our Water Resources	To manage and protect water resources
Our Health	To contribute to the improvement of community health, safety and social well-being
Our Food	To support a regional food system that is healthy, resilient and sustainable
Our Housing	To improve the range of housing types and tenures to meet the social and economic needs of the region
Our Climate	To minimize regional greenhouse gas emissions and respond to the impacts of climate change
Our Ecosystems	Be responsible stewards of natural ecosystems to protect, enhance and restore biodiversity in the region
Our Transportation	To enhance the regional transportation system to ensure that it is accessible, affordable, and efficient
Our Governance	To respond to the needs of the region with an effective and efficient governance service model



### 3.2.1 OUR LAND

#### Goal

***To manage the land base effectively to protect natural resources and limit urban sprawl***

#### Synopsis

The Central Okanagan's land base is largely defined by its mix of mountains, lakes, wetlands, watercourses, forests, grasslands, vineyards and orchards. These features form the significant surroundings that add to the character of the Region and help define the Central Okanagan lifestyle. Maintaining and managing the land base, both the rural and urban lands, is essential to ensure the preservation of the lifestyle that residents and tourists value. There are several areas and lands adjacent and outside the urban areas that provide for drinking water sources, agriculture, recreation, wildlife, and flora and fauna habitat as well as opportunities for the forestry and mining industries. Continued growth in this region will push development to these areas; however, focusing growth to areas of existing services can minimize impact and effectively manage opportunities for source water protection, protection of environment and habitats as well as manage opportunities for resource development.

#### Policies

The Central Okanagan regional partners agree to:

- .1 Support logical and sequential growth patterns that minimize urban encroachment into rural areas;
- .2 Ensure proposals on lands for new growth areas can address, to the satisfaction of the affected local government(s), the following key areas:
  - Full costs and impacts, including installation, operation and life maintenance of road, water and sewer infrastructure;
  - Assessment and protection of ground and surface water resources;
  - Energy management and conservation;
  - Reduction of GHG emissions;
  - Emergency response and avoidance of natural hazards;
  - Air quality protection;
  - Protection and enhancement of the natural environment;
  - Active transportation opportunities;
- .3 Support and protect the character of the rural areas that offer a rural lifestyle choice;
- .4 Encourage access to and opportunity for development of Crown resources and rural land that provide economic opportunities that contribute revenues to support community social, health, education and transportation services for the citizens of the Central Okanagan while having minimal impacts to the land, wildlife, and sensitive environmental areas;
- .5 Ensure the protection of a reliable and abundant supply of water for all users that originate in the rural and crown land;



- .6 Support the continued exchange of information with provincial agencies on future land use decisions that impact the interface of the boundaries of crown land adjacent to municipalities and regional districts and best management practices for resource extraction to minimize negative impacts in the Region (e.g., truck traffic, environmental considerations, land use conflicts, nuisances);
- .7 Support urban and rural land uses that provide affordable, effective and efficient services and infrastructure that conserve land, water and energy resources;
- .8 Support the protection of ALR lands and land uses which are supportive and/or complimentary to agricultural use;
- .9 Promote the identified urban/village centres in current community plans to provide a range of amenities and services;
- .10 Review future land use designations that consider redefining lands to facilitate the Region's aggregate resource based on the site suitability checklist prepared in the Aggregate Supply and Demand Update, 2013;
- .11 Continue to improve hazard identification and mapping programs to provide better and more information on hazard management;
- .12 Work with local governments and provincial agencies to identify data and information necessary to improve hazard and resiliency planning; and,
- .13 Ensure there is an appropriate supply of land used for economic opportunities, public facilities and infrastructure and protection of natural environment for the Regions projected population growth.





## 3.2.2 OUR ECONOMY

### Goal

***To develop and enhance a positive business environment in the region to achieve a dynamic, resilient and sustainable economy***

### Synopsis

The diversity of the Central Okanagan's economy has historically been its strength. A healthy, strong and diverse economy is one of the cornerstones of a sustainable community. The Region's future will depend on supporting the diversity along with investment opportunities for new and upcoming economic sectors that complement the existing sectors. Local governments have the ability to influence investment climate and economic viability in the Region and as such, working together will enhance the Region's opportunities to compete regionally, nationally and globally. Attracting, maintaining and promoting economic activity in this region is important as it helps retain existing jobs and creates a solid tax base. As the Central Okanagan endeavours to become a more sustainable region and protect its quality of life, coordination and collaborating efforts will help in creating, supporting and enhancing economic opportunities throughout the Region. The growth strategy provides an opportunity to encourage and support development that enhances economic diversity for a healthier local economy.

### Policies

The Central Okanagan regional partners agree to:

- .1 Ensure a comprehensive regional approach to create an attractive investment climate for the Region by working in partnership with the province, local municipalities, First Nations and economic development agencies;
- .2 Participate in and support related economic development activities and programs to address the needs and challenges in the Region;
- .3 Support efforts in building a strong regional economy to:
  - promote and stimulate innovation;
  - create jobs
  - improve residents' quality of life
  - foster a diverse and balanced economic base;
  - help reduce the Region's GHG emissions; and,
  - increase economic development and regional prosperity.
- .4 Support each community's interest to develop vital and dynamic communities with vibrant town and village centres;
- .5 Support economic plans that focus on retention, attraction and facilitation of business within the Region;
- .6 Explore opportunities in new economic sectors and new investment in the form of human and business capital;
- .7 Coordinate with educational institutions and the private sector to build a profile of the Region as a knowledge base/education centre;
- .8 Explore opportunities for cooperation and coordination among research facilities, educational institutions, government and businesses technology;
- .9 Ensure the provisions in the housing section are considered within the context of economic development, as the diversity of housing opportunities and affordable housing options are important to support economic development;
- .10 Support effectively managing and protecting the integrity of the Region's critical assets such as the lakes, natural environment and agricultural lands that promote attraction of employment and investment;
- .11 Ensure reliable and efficient development application processes and a commitment to long term financial planning for servicing and infrastructure (roads, sewer and water) that attracts and retains business and private investment and employment; and,
- .12 Promote land development patterns that support a diverse regional economy.

### 3.2.3 OUR WATER RESOURCES

#### Goal

*To manage and protect water resources*

#### Synopsis

Water is an essential resource for people, the economy, and for the natural environment. Okanagan Lake is the main central feature in the Central Okanagan that provides a unique and beautiful landscape as well as the basic sustenance needed for a vibrant community and economy. Water is a collective resource that is shared by people and the environment and supports the economy. Studies show that climate change will impact water levels in the Region, which means competition for water will increase. Considering the importance water has in sustaining life and the lifestyle residents value, it is important that we continue to manage water resources effectively to ensure the Region and the Okanagan Valley can accommodate the needs for all users, including plants and animals in the environment, now and in the future.

#### Policies

The Central Okanagan regional partners agree to:

- .1 In conjunction with land use planning, maintain and upgrade water infrastructure to support the Region's water needs;
- .2 Encourage the development of water source protection plans to improve drinking water quality, quantity and timing of flow of water sources;
- .3 Work with local governments, provincial agencies to assess and mitigate the risks in floodplains;
- .4 Utilize best management practices to protect and manage water resources, groundwater and surface water, through integrated watershed planning to improve water quality, ensure adequate supply for the Region;
- .5 Continue in partnership with the Okanagan Basin Water Board (OBWB) and regional partners to encourage valley wide cooperation and coordination regarding the conservation of water and protection of all water sources;
- .6 Coordinate water resources planning to prepare for adapting to impacts of climate change and drought conditions; Support and encourage continued research on the Region's water supply to minimize impacts on future population projections; and,
- .7 Explore opportunities to utilize recycled water for landscaping and other uses within new and redevelopment projects.





### 3.2.4 OUR HEALTH

#### Goal

***To contribute to the improvement of community health, safety and social well-being***

#### Synopsis

The Region is made up of various communities in which people live, work and play and how local governments design the communities is very important to the health and well-being of its citizens. The land use decisions that have created the current land use patterns have directed and influenced investment in infrastructure and transportation systems, which in turn have contributed to impacts on personal health. Historical land use decisions have tended to support lower-density, automobile-oriented and urban fringe development. These decisions and land use patterns have created our travel behaviours, level of activity and have had an impact on health through a person's level of physical fitness, pollution exposure and community interaction. Growth management and careful community design to encourage more physical activity will help reduce the risk for developing chronic conditions and see multiple benefits in the form of increased physical activity, less sedentary time in cars, and less air pollution. Promoting a healthy community and a corresponding healthy lifestyle will make our regional community an attractive place where people want to live, work and play.

#### Policies

The Central Okanagan regional partners agree to:

- .1 Actively promote and support physical activity, sense of place, social interaction and neighbourliness as these encourage the growth of the Region as a place that is safe, diverse and inclusive;
- .2 Support regional partners, including schools and businesses in strengthening healthy living opportunities that focus on physical activity;
- .3 Establish a regional partnership with Interior Health to monitor the population health status of the Region;
- .4 Support active transportation initiatives of member municipalities and regional partners;
- .5 Continue efforts to improve air quality by supporting the Regional Air Quality Management Plan;
- .6 Promote community health and safety through investments in education, recreation, health, community development, social support, civic design, environmental design, maintenance and economic development;
- .7 Collaborate with Interior Health to explore opportunities to develop healthy community strategies;
- .8 Support Interior Health in efforts to increase public education and awareness around the links between population health and land use planning;
- .9 Incorporate health and principles of a Healthy Built Environment into the development of comprehensive plans;
- .10 Promote joint use agreements, projects, programs and facilities in collaboration with School District No. 23 and public and private institutions to improve and maximize the use of existing parks, facilities and community services; and,
- .11 Collaborate with School District No. 23 to locate and design schools to be the focal point of community life in the neighbourhoods in which they are located.



### 3.2.5 OUR FOOD

#### Goal

*To support a regional food system that is healthy, resilient and sustainable*

#### Synopsis

The Central Okanagan has strong agricultural roots and this sector has been important in defining the region and its growth pattern. With changes in population, pressures of development, increased climate impacts, water pressures, and more focus on local food production for sustainability, these changes have raised more awareness on food systems from cultivating and planting to consumption to the compost heap, and back again. Today, food policies appear on the agenda of dozens of municipal governments across North America and beyond. Future planning can help ensure food systems are adequately addressed in growth management decisions.

#### Policies

The Central Okanagan regional partners agree to:

- .1 Work collaboratively with regional partners, provincial ministries and stakeholders to develop a regional agricultural strategy that contributes to the well being of all residents to guide food security, economic opportunity and the protection of agricultural land;
- .2 Preserve and support sustainable agricultural activities and land base that enhances local agriculture through the strengthening of best practices, support of local and regional food systems and the expansion of local food markets and agri-tourism;
- .3 Coordinate with the Agricultural Land Commission and the Ministry of Agriculture to ensure consistency among bylaws, policies, regulations, and decisions that will be made regarding agriculture;

- .4 Support appropriate water supply for the agriculture industry through the continued efforts to have efficient irrigation infrastructure and proper functioning and healthy watersheds;
- .5 Promote urban agriculture as a way to ensure our aging population remains active and engaged in the community and as a way to pass on traditional knowledge to younger generations with respect to production, harvesting and preservation techniques;
- .6 Explore the potential to use public lands for community gardens and/or creation of edible landscapes to encourage grassroots civic agriculture within urban areas;
- .7 Promote the use of agriculture and ALR lands for food production and ancillary agriculture processing and retailing consistent with uses outlined in the Agricultural Land Commission Act and Regulation and,
- .8 Protect the supply of agricultural land and promote agricultural viability.





### 3.2.6 OUR HOUSING

#### Goal

*To improve the range of housing opportunities to meet the social and economic needs of the region*

#### Synopsis

The Central Okanagan regional partners have been actively addressing local housing needs (market and non-market). Housing location, type, affordability, and choice are important factors that affect long term economic health and community sustainability. Focusing new housing units to areas with existing services can reduce infrastructure costs and support public transit services, as well as more active, healthier transportation choices such as walking and biking. Ensuring a diversity of housing options irrespective of demographics, lifestyle interests or financial situation allows people and families to live and stay in the Okanagan Valley. The identified need for more affordable housing for those who live and work in the Region continues to be a concern. It is important to consider land use decisions that focus new residential developments in areas with existing services, as this assists in housing affordability, reducing reliance on vehicles in the Region, and creates opportunities for residents to be closer to work and recreation opportunities, which in turn contributes to a healthier region.

#### Policies

The Central Okanagan regional partners agree to:

- .1 Preserve and enhance existing neighbourhoods through encouragement of a variety of housing types, densities, choices and affordability;
- .2 Ensure new residential units and retrofits of older residential units incorporate building materials and products that reduce energy and water consumption;
- .3 Support new growth areas that include sustainable community and neighbourhood design practices which proposals can demonstrate how the development can address the following areas:
  - Walkable community and active transportation options where residents are in close proximity to a town or village centre, employment centre, neighbourhood store, recreation facility, school, park or community services facility and a transit stop; and,
  - Housing affordability/housing choices for the full housing spectrum; and,
- .4 Build capacity within the Region to advance affordable housing initiatives and increase the amount of transition and supportive housing in the Region.



### 3.2.7 OUR CLIMATE

#### Goal

***To minimize regional greenhouse gas emissions and respond to the impacts of climate change***

#### Synopsis

The changing climate will create a challenge as the Region continues to see further climate change impacts. To help address climate change, action is required by local governments to ensure planning decisions respond to reducing GHG emissions and negative environmental impacts. Planning decisions determine land use development, transportation patterns, building design, public infrastructure and energy supply systems well into the future, and as such will have significant influence on energy consumption and levels of GHG emissions. The current land use patterns, forecasted population growth and identified residential projects in the Region will make it difficult to achieve the provincial target of 33% reduction in GHG emissions by 2020. However, with refocusing around how the Region manages growth, there is an opportunity to achieve the target to reduce GHG emissions by 80% by 2050 in the Region. Supporting the following policies will help to reduce the impacts of climate change in the Region identified above.



#### Policies

The Central Okanagan regional partners agree to:

- .1 Reduce GHG emissions by 80% from 2007 levels by 2050;
- .2 Support the use of innovative approaches and technologies to help conserve energy and thus reduce GHG emissions;
- .3 Consider greenhouse gas reduction and climate adaptation/mitigation in decision-making as well as in planning policies and regulatory measures;
- .4 Reduce reliance upon fossil fuels by promoting and supporting renewable energy infrastructure, such as solar power and geothermal, and by purchasing energy supplied by renewable sources. Renewable energy systems should be pursued in collaboration with Provincial, Federal and private sector programs;
- .5 Encourage design and "retrofitting" of neighbourhoods to reduce a person's travel distance and frequency of trips, and increase access to alternative modes of transportation;
- .6 Pursue regional initiatives to prepare plans, strategies, programs and assessments that address greenhouse gas reduction, energy conservation and climate change adaptation;
- .7 Develop mixed use compact communities and facilitate the transformation of existing neighbourhoods so that residents can conveniently and safely travel by bus or by foot, bicycle and other forms of active transportation to get to major community destinations while ensuring the efficient movement of goods and services; and,
- .8 Encourage land use and transportation infrastructure that improves the ability to withstand climate change impacts and natural hazard risks.



### 3.2.8 OUR ECOSYSTEMS

#### Goal

***Be responsible stewards of natural ecosystems to protect, enhance and restore biodiversity in the region***

#### Synopsis

As population grows in the Region, the protection of healthy ecosystems will become increasingly complex and challenging. The Okanagan provides unique habitat to various species of wildlife that are found nowhere else in the country. There are more than 1,597 identified species at risk in BC, including 48 species within the RDCO. The landscape is an intricate balance of natural systems that provides clean water, fresh air and an area that residents highly value. Numerous reports, strategies, and plans have been created, discussed, and adopted throughout the regional district and across the province on the environmental concerns related to the ecosystem and it is necessary to understand and protect the ecosystems for the health of the Region. Although regional partners have a number of initiatives underway to protect the environment, there is a strong need for a regional and coordinated approach to protection, enhancement and restoration of the Region's ecosystems. The Region's natural ecosystems will continue to face development pressures and it will be important for the Region to manage growth to balance the human need for resources, recreation, enjoyment and aesthetics with the need to protect, conserve and restore natural areas and biodiversity.

#### Policies

The Central Okanagan regional partners agree to:

- .1 Coordinate the management of regional biodiversity practices as outlined in the Okanagan Biodiversity Strategy that promotes and encourages the conservation and restoration of terrestrial and aquatic ecosystems;
- .2 Work together to adopt consistent terminology, policies and actions to support the protection and conservation of environmental features and watersheds within the Region;
- .3 Manage growth to minimize disturbance to habitat, watershed and natural drainage areas and systems;
- .4 Enhance wildlife corridor linkages to maintain habitat connectivity in order to avoid fragmentation and isolation of important habitats;
- .5 Ensure there is a mix of parkland and open space that protect regionally significant ecosystems, and natural and cultural attributes;
- .6 Support coordinated efforts to protect and enhance the Region's forests, environmentally sensitive and significant areas;
- .7 Protect natural environments, parks and water systems, as these systems are essential to the quality of life in the Okanagan that support active and healthy lifestyles;
- .8 Explore funding mechanisms to support regionally significant natural areas, open space and parkland acquisitions;
- .9 Ensure provisions in the Water Resources section are considered in context of all discussions regarding the Region's ecosystems;
- .10 Work with land trusts and local conservation organizations to educate landowners on species at risk;
- .11 Continue with research on local species at risk within the Region and share the information;
- .12 Continue to work with partners to develop regional conservation, watershed and other ecosystem-based plans and strategies that will update existing inventories;
- .13 Consult with regional partners on environmental matters, particularly where there are developments/issues located adjacent to political boundaries; and,
- .14 Maintain and update environmental mapping for terrestrial, foreshore and aquatic areas throughout the Region on a regular basis.

### 3.2.9 OUR TRANSPORTATION

#### Goal

***To enhance the regional transportation system to ensure that it is accessible, affordable, and efficient***

#### Synopsis

Land use influences travel patterns and transportation systems in turn influence land use and development. Achieving the goals of the RGS requires the alignment of land use and transportation strategies. It is important to consider shifting the Region's travel patterns away from auto dependency toward moving people rather than vehicles. Within a region consisting of multiple jurisdictions, transportation that is accessible, affordable, and efficient is not a goal each jurisdiction can achieve in isolation. Everyday many people travel throughout the Region and the entire Okanagan Basin. Partners must work together to effectively plan, coordinate, manage, and monitor the Region's transportation system in order to achieve sustainable transportation goals that are defined in the individual plans and policies of the local governments of the Central Okanagan.

#### Policies

The Central Okanagan regional partners agree to:

- .1 Support the Sustainable Transportation Partnership of the Central Okanagan as a means of administering, governing and coordinating the delivery of regional transportation planning and services;
- .2 Collaborate with member municipalities, neighbouring Regional Districts, provincial ministries, BC Transit, and federal government to improve inter-regional transportation opportunities;
- .3 Maximize the efficiency of the regional transportation system and reduce GHG emissions through:
  - a. Providing active transportation options and connect residents to facilities, recreation and services throughout the Central Okanagan and its neighbouring communities and region;
- b. The promotion of programs and incentives that increase sustainable transportation choices and Transportation Demand Management Strategies; and,
- c. The support for the use of alternate-fueled vehicles (e.g. electric vehicles);
- .4 Support a regional integrated trail system for active transportation that is appropriate for commuting and/or exercise and recreational uses that connects to rural areas, parks, public facilities, and town/village centres;
- .5 Promote transit oriented development as well as active transportation amenities in urban land use designations;
- .6 Integrate transportation and land use planning to give priority attention to the transportation routes for the movement of goods, aggregate, heavy vehicles and emergency and disaster response; in the establishment of road networks and redirect routes away from schools and residential areas where feasible;
- .7 Encourage new educational facilities to be located central to their catchment area and where they can be accessed by sustainable modes of transportation;
- .8 Prioritize funding for transit and nonmotorized improvements, including projects such as sidewalks, traffic calming, bike lanes, and better transit service or access;
- .9 Prioritize improvements for public buildings in well-connected, compact urban areas (such as schools, government buildings) for access for pedestrians and cyclists, and the provision of bicycle parking and end-of-trip facilities;
- .10 Encourage major employers to create and support programs for active transportation options; and,
- .11 Collaborate with School District No. 23 to provide safe routes to school, including walking, cycling and transit options.



### 3.2.10 OUR GOVERNANCE

#### Goal

*To respond to the needs of the region with an effective and efficient governance service model*

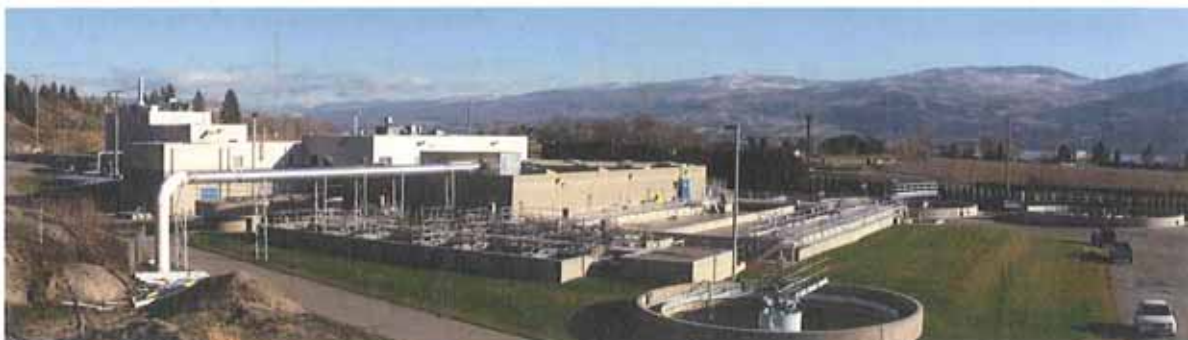
#### Synopsis

The roles and services for a regional district are determined by its member jurisdictions and regional district's act only in response to the expressed needs, interests and instructions of their members and address issues that cross political boundaries. The mission of the Regional District is to help protect the quality of life for all citizens in the Region by planning for the future. As the Region grows, there needs to be a balance of local autonomy with effective regional coordination in order to address environmental, economic, transportation and quality of life issues that cross local government boundaries. Long range planning for the Region is necessary to identify opportunities and build partnerships to protect the health and safety of current citizens as well as future generations that will live in the Region.

#### Policies

The Central Okanagan regional partners agree to:

- .1 Promote cooperation, collaboration and partnerships among regional partners in the delivery of effective and efficient public services and/or enhance opportunities of mutual benefit for cost sharing on procurement, delivery of services, and/or capacity building on issues to ensure financial and human resources are invested effectively;
- .2 Promote effective governance and service delivery by being transparent, accountable and accessible;
- .3 Continue to build and enhance communications and relationships with local First Nations communities;
- .4 Support opportunities for regional partners to collaborate, communicate and coordinate on matters of regional significance;
- .5 Coordinate long range land use, infrastructure and financial planning based upon projected growth, emerging priorities and the anticipated needs of communities;
- .6 Ensure the Region maintains effective services, which meets the present and future user demands; and,
- .7 Include assessment of the social and economic benefits of arts, culture, tourism, and recreation amenities in decision on land use.



## 4.0 MONITORING AND EVALUATION

### 4.1 Implementation and Monitoring

The RGS presents ten (10) goals and associated policies that will assist in realizing the regional vision. Implementing the goals and policies will depend on cooperation and coordination among regional partners, neighbouring regions, and other agencies. The RGS provides a strategic guide to managing the future growth in the Region. Once adopted, it will be the responsibility of the regional partners to implement the RGS by taking action consistent with the RGS as set out in Section 3. The RGS Steering Committee will need to coordinate the strategic priorities around the Region and align the priorities with the goals and policies of the RGS in order to set out a plan of action for regional growth management. The plan will be included in the RDCO annual budgeting and work plan to outline tasks and budget for RGS implementation to be endorsed by the Regional Board.

With the regional partners working cooperatively, the strategy outlines the following set of tasks on the implementation of the RGS:

1. Update OCP Regional Context Statements
2. Develop and Adopt Implementation Agreements
3. Prepare a Monitoring and Evaluation Program
4. Plan for Five-year reviews

#### 4.1.1 UPDATE OCP REGIONAL CONTEXT STATEMENTS

After acceptance and adoption of the RGS, local governments will be required to prepare an update to their OCP to include a regional context statement. The context statement sets out the relationship between the RGS and the OCP and identifies how municipal actions will contribute to achieving the RGS goals and vision. Regional partners will continue to work together so that regional context statements achieve consistency between the RGS and local government OCP's and so that actions specified in the RGS are implemented. The updated regional context statements are to be completed within two years of the adoption of the RGS and must be submitted for acceptance to the regional district after a review of the RGS.



The RDCO and member municipalities will work to ensure OCP policies are consistent with the goals, objectives and policies of the RGS. The process should lead to consistency over time, recognizing the economic, social and environmental benefits of healthy community development, preservation and connection of natural features, and ongoing land use planning cooperation, collaboration and harmonization with First Nations.

#### 4.1.2 IMPLEMENTATION AGREEMENTS

An implementation agreement (IA) 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 RGS will be carried out. Implementation agreements are an important tool designed to promote coordination between local governments and provincial agencies. Consideration of agreements in the Central Okanagan should focus on measures to maintain water quantity



and quality, regional transportation, regional environmental coordination, stronger regional economic development and providing accessible and affordable housing. IA's can deal with a wide range of matters making them an important tool for coordinating local-provincial partnerships and actions. The Agreements may be used to establish commitments for infrastructure investments, joint planning projects, responsibility and revenue-sharing agreements, and policy development

#### 4.1.3 RGS MONITORING AND EVALUATION

After adopting an RGS, the regional district, as directed in the LGA section 869, must establish a program to monitor the implementation and progress of the RGS. The effectiveness of the RGS is assessed through a monitoring program. The monitoring program will be established within the first year after RGS adoption. The regional district and member municipalities will need to discuss and agree on a monitoring program with identified performance metrics. The monitoring program is intended to provide the foundation for ongoing monitoring and evaluation of the strategy. It can be added to or modified over time to better meet the needs of the Board of Directors and member municipalities. Monitoring is important to ensure the Board and local government partners have feedback on whether or not the goals and policies of the RGS are being achieved.

The program should include performance measures to review the condition, trend or emerging questions under the regional issue areas. A list of performance measures is provided in the appendix for each regional issue area. The measures will help track changes over time relative to the baselines. Reviewing and tracking the changes will allow the regional partners to work toward the regional vision.

The monitoring program will include an annual report and a review of the RGS every five years to reassess the strategy and consider whether amendments are necessary. The annual monitoring report will contain a mixture of the measures outlined in Section 3. A key aspect of the implementation of the RGS is the commitment to designing and implementing a practical plan for performance measurement, monitoring and accountability.

#### 4.1.4 PLAN FOR FIVE-YEAR REVIEW

The Local Government Act (LGA) provides for a five-year review opportunity for Regional Growth Strategies. The review process provides an opportunity to assess the strengths and weaknesses of the growth strategy, assess performance and re-evaluate solutions to persistent region-wide issues and responses undertaken. The growth strategy five year review will be an inclusive process involving the public, regional partners, organizations and other authorities as listed in section 855 of the LGA. The review will respond to new provincial policies and legislation, as well as to initiatives, research, studies and plans developed responding to the regional issues that will assist with the Region as a whole working toward the RGS vision. The review will also assess the Region's demographic data, census data, and assessment of the identified initiatives undertaken in RGS.

Analysis of land use, environmental, engineering, transportation and financial issues should be combined into the review process to allow the public and decision-makers to have a more complete understanding of growth impacts in the Region. This comprehensive approach will consider all of the various issues and trade-off's involved in planning and environmental assessment considerations.

Five-Year Reviews form the basis for regional and local assessment of progress towards the Region's future growth vision. The Five-Year Reviews should set out short-term implementation strategies to provide for adequate land, infrastructure and public facilities over a minimum of five years, and to encourage maximum utilization of existing infrastructure and development opportunities prior to extending development into the undeveloped greenfield areas of the Region.



## 4.2 Amendments to the RGS

### 4.2.1 STANDARD AMENDMENTS

An amendment to the RGS, other than those considered a minor amendment, is considered a standard amendment and will follow the same process that is required to adopt a RGS as set out in Part 25 of the Local Government Act.

### 4.2.2 MINOR AMENDMENTS

Recognizing that the RGS will require some flexibility to respond to changing conditions in the Region, the minor amendment process is intended to provide a more streamlined amendment process for minor changes, while ensuring that amendments that substantially change the vision and direction of the strategy remain subject to acceptance by all affected local governments.

The Local Government Act enables minor amendments where a process has been established pursuant to section 857.1 that includes the following:

- criteria for determining whether a proposed amendment is minor for the purposes of allowing the process to apply;
- a means for the views of affected local governments respecting a proposed minor amendment to be obtained and considered;
- a means for providing notice to affected local governments respecting a proposed minor amendment;
- a means for providing public consultation and input into the proposed minor amendment; and,
- procedures for adopting the minor RGS amendment bylaw.

#### *Criteria for Minor Amendments*

Criteria under which a proposed amendment to the RGS may be considered a minor amendment include the following:

- a) RGS policy revisions or additions that do not alter the intent, direction or implementation of the Strategy;
- b) Housekeeping amendments to population, dwelling unit and employment projections, housing demand estimates, tables, figures, grammar, numbering or mapping refinements

that do not alter the intent of the Regional Growth Strategy

Any proposal that does not meet the criteria set out above would be considered a standard amendment and will be required to follow the regular process as outlined in the *Local Government Act, Part 25*.



#### *Minor Amendment Process*

The process to initiate amendments to the RGS is by resolution of the Board of Directors. Municipalities and the Electoral Areas, by resolution, may request amendments to the RGS. The Board of Directors will not give first reading to a minor or standard amendment bylaw until the member municipalities have been given the opportunity to formally comment on the proposed amendment.

On receipt of a request from a member municipality or an Electoral Area to amend the RGS, the request will be provided to the Regional District, for review with due consideration of sub-regional or regional impacts on infrastructure, transportation, land use, precedence and cumulative effects of broad replication. The Regional District staff will provide recommendations to the Board of Directors.

Once a request for a minor amendment has been received, the process for review and adoption is as follows:

- Upon receiving a minor amendment request, the RDCO staff will review the request.
- RDCO staff will prepare a report for review by the RDCO Board of Directors.
- The RDCO Board of Directors will assess any proposed amendment in terms of the minor amendment criteria. The Board of Directors may resolve, by an affirmative vote of 2/3 of





the board members present, to proceed with an amendment request as a minor amendment.

- Where the Board of Directors resolves to proceed with an amendment request as a minor amendment, the Board will:
  - Determine the appropriate form of public consultation required in conjunction with the proposed minor amendment.
  - Give 45 days' written notice to each affected local government, including notice that the proposed amendment has been determined to be a minor amendment. The notice shall include a summary of the proposed amendment and any staff reports, other relevant supporting documentation and the date, time and place of the board meeting at which the amending bylaw is to be considered for first reading.
  - Consider the written comments provided by the affected local governments prior to giving first reading to the proposed amendment bylaw.
- At the time of consideration of first reading, the Board of Directors will determine whether an opportunity for the public to speak on the RGS minor amendment bylaw is required.
- If any minor amendment bylaw receives affirmative vote of all Board of Directors attending the meeting, the bylaw shall be adopted in accordance with the procedures that apply to the adoption of a RGS under

section 791 of the Local Government Act and Region District of Central Okanagan Regional Board Procedure Bylaw No. 1278, 2010 or as amended.

- If any minor amendment bylaw does not receive affirmative vote of all Board of Directors attending the meeting, the bylaw shall be adopted in accordance with the procedures that apply to the adoption of a RGS under section 857 of the Local Government Act and Region District of Central Okanagan Regional Board Procedure Bylaw No. 1278, 2010 or as amended.

## APPENDICES

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Appendix	Contents
A	<a href="#">Maps</a>
B	<a href="#">List of Research Papers</a>
C	<a href="#">Performance Metrics</a>





## Appendix A - Maps

Maps	Contents	
A-1	RDCO – Political Boundaries	29
A-2	Extent of “private” (non-crown) lands	30
A-3	Provincial, Regional and Major Municipal Parks	31
A-4	Preliminary Constraint Areas	32
A-5	Regional Land Use Inventory	33
A-6	Agricultural Land Reserve	34
A-7	Biodiversity Strategy – Relative Biodiversity	35
A-8	Biodiversity Strategy – Conservation Ranking	36
A-9	Biodiversity Strategy – Habitat Connectivity	37

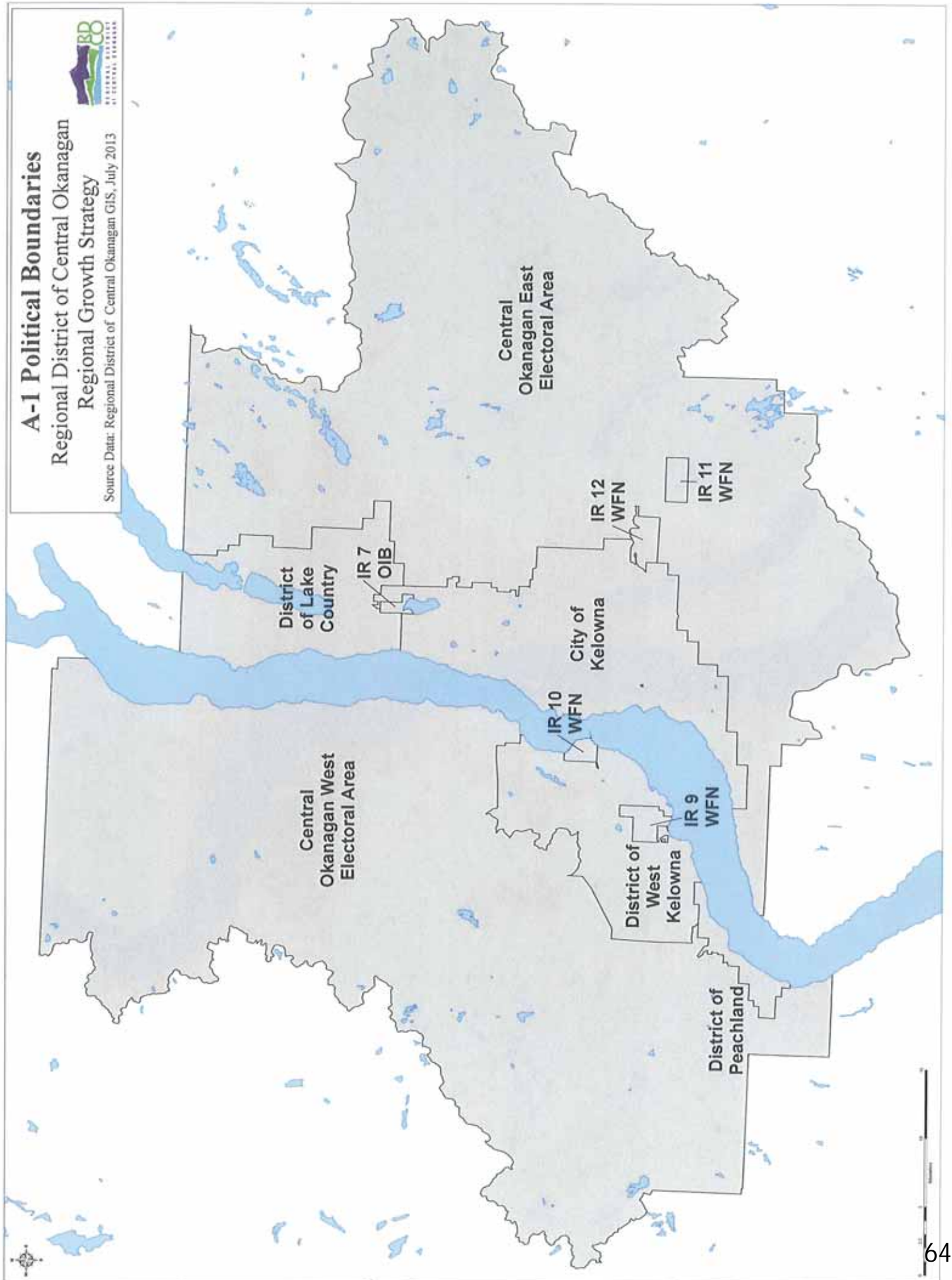


# A-1 Political Boundaries

## Regional District of Central Okanagan

### Regional Growth Strategy

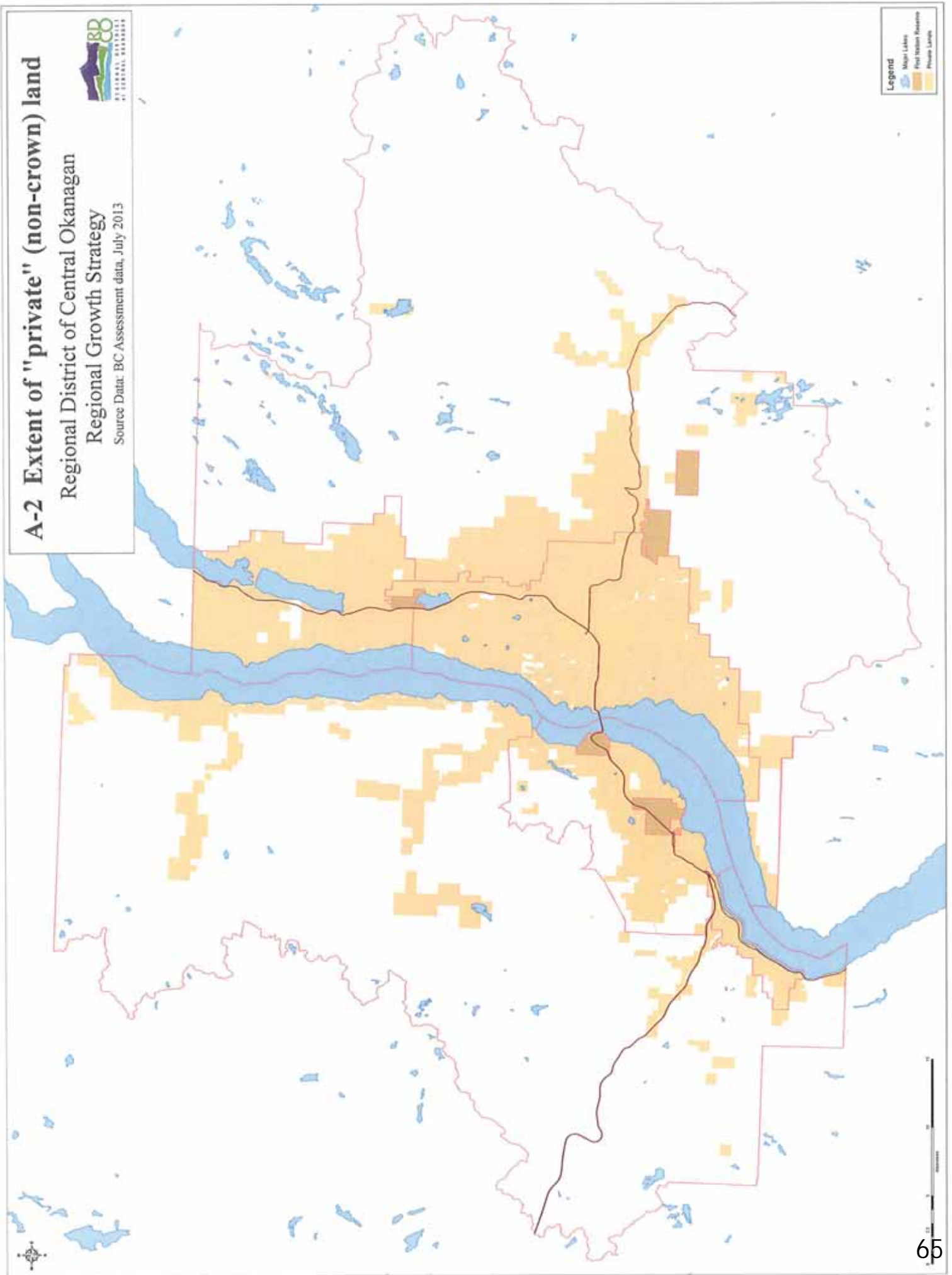
Source Data: Regional District of Central Okanagan GIS, July 2013



## A-2 Extent of "private" (non-crown) land

Regional District of Central Okanagan  
Regional Growth Strategy

Source Data: BC Assessment data, July 2013



Legend  
Major Lakes  
First Indian Reserves  
Private Land

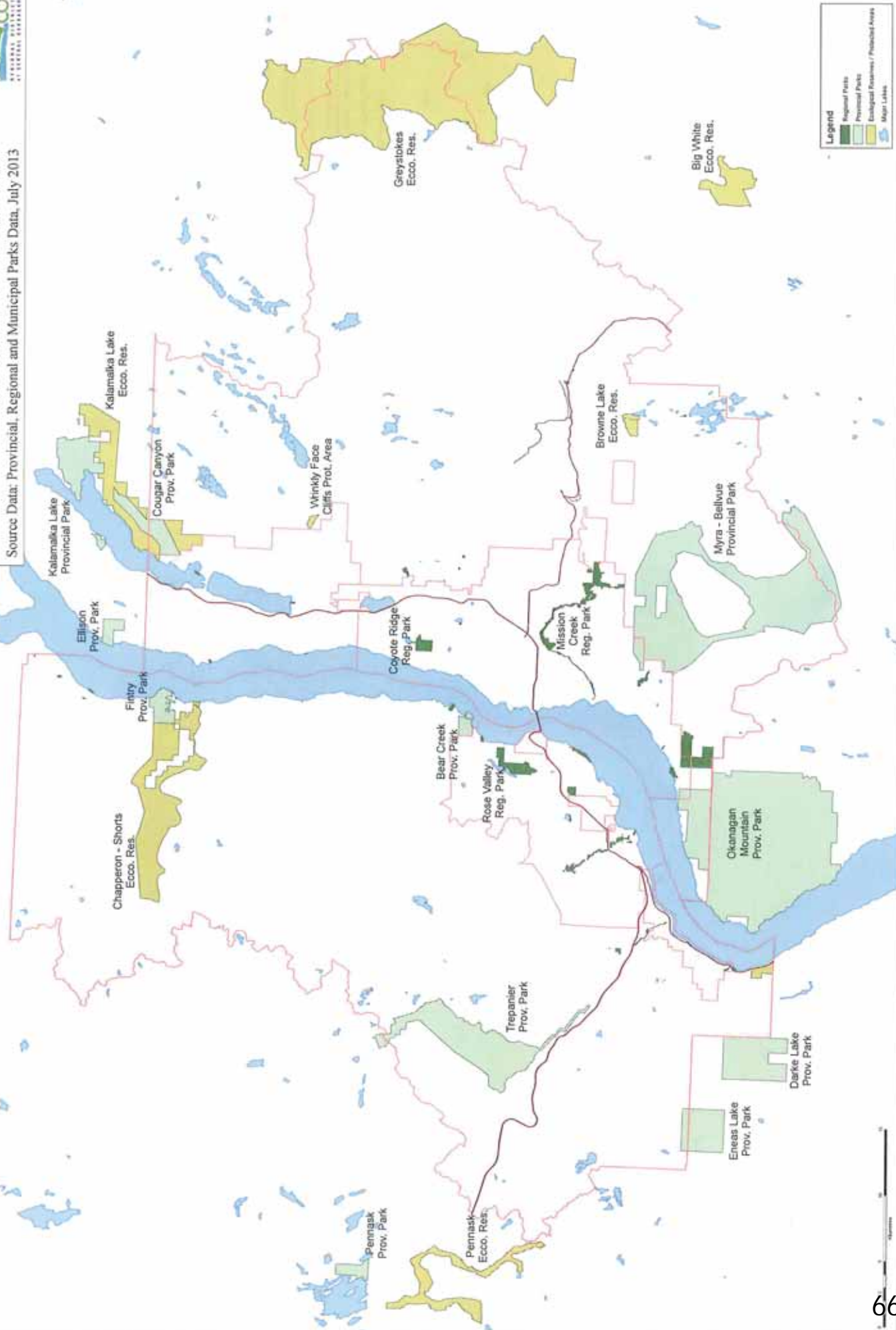


# A-3 Provincial, Regional, and Major Municipal Parks Regional District of Central Okanagan



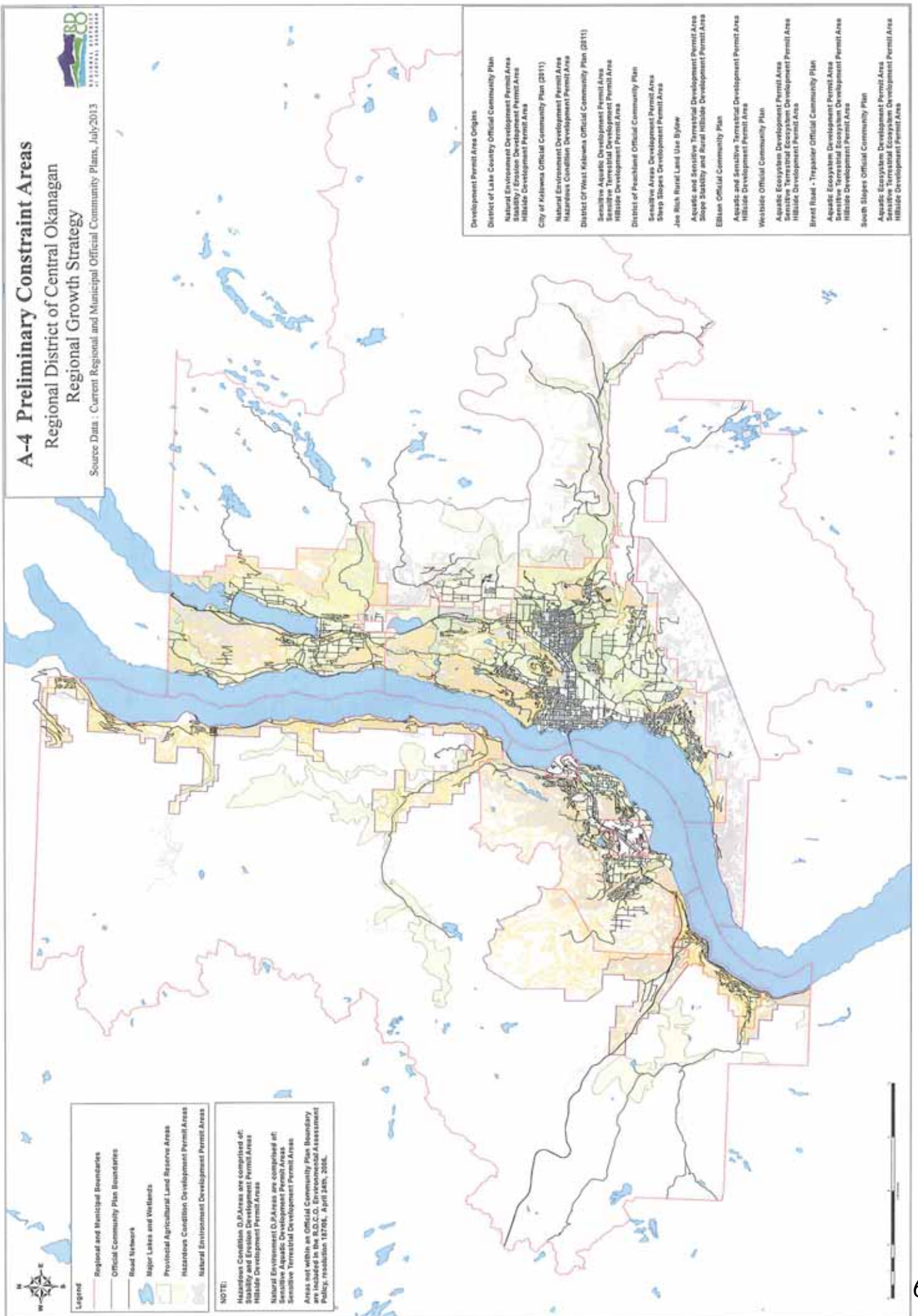
## Regional Growth Strategy

Source Data: Provincial, Regional and Municipal Parks Data, July 2013



# A-4 Preliminary Constraint Areas Regional District of Central Okanagan Regional Growth Strategy

Source Data : Current Regional and Municipal Official Community Plans, July 2013



- Legend**
- Regional and Municipal Boundaries
  - Official Community Plan Boundaries
  - Road Network
  - Major Lakes and Wetlands
  - Provincial Agricultural Land Reserve Areas
  - Hazardous Condition Development Permit Areas
  - Natural Environment Development Permit Areas

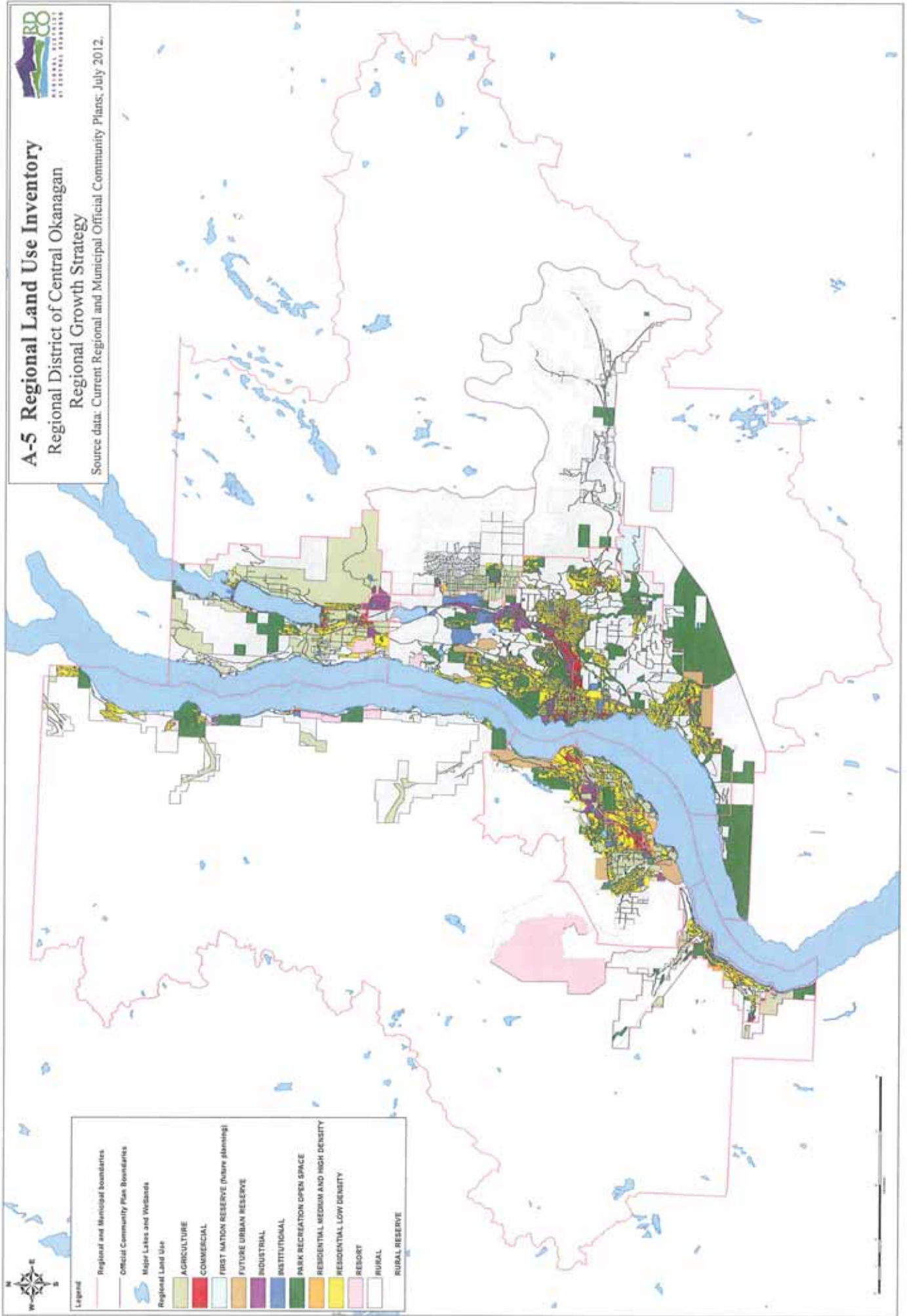
**NOTE:**  
Hazardous Condition O.P.A.s are comprised of:  
Stability and Erosion Development Permit Areas  
Hazardous Condition Development Permit Areas  
Natural Environment O.P.A.s are comprised of:  
Sensitive Aquatic Development Permit Areas  
Sensitive Terrestrial Development Permit Areas  
Areas not within an Official Community Plan Boundary  
are included in the R.D.C.O. Environmental Assessment  
Policy, resolution 18706, April 14th, 2008.

- Development Permit Area Origins**
- District of Lake Country Official Community Plan
  - Natural Environment Development Permit Area
  - Stability / Erosion Development Permit Area
  - Hillside Development Permit Area
  - City of Kelowna Official Community Plan (2011)
  - Natural Environment Development Permit Area
  - Hazardous Condition Development Permit Area
  - District of West Kelowna Official Community Plan (2011)
  - Sensitive Aquatic Development Permit Area
  - Sensitive Terrestrial Development Permit Area
  - Hillside Development Permit Area
  - District of Peachland Official Community Plan
  - Sensitive Area Development Permit Area
  - Steep Slopes Development Permit Area
  - Joe Rich Rural Land Use Bylaw
  - Aquatic and Sensitive Terrestrial Development Permit Area
  - Slope Stability and Rural Hillside Development Permit Area
  - Ellisken Official Community Plan
  - Aquatic and Sensitive Terrestrial Development Permit Area
  - Hillside Development Permit Area
  - Westside Official Community Plan
  - Aquatic Ecosystem Development Permit Area
  - Intensive Agriculture Development Permit Area
  - Hillside Development Permit Area
  - Breed Road - Trepanier Official Community Plan
  - Aquatic Ecosystem Development Permit Area
  - Provincial Agricultural Land Reserve O.P.A. Development Permit Area
  - Hillside Development Permit Area
  - South Slopes Official Community Plan
  - Aquatic Ecosystem Development Permit Area
  - Sensitive Terrestrial Ecosystem Development Permit Area
  - Hillside Development Permit Area



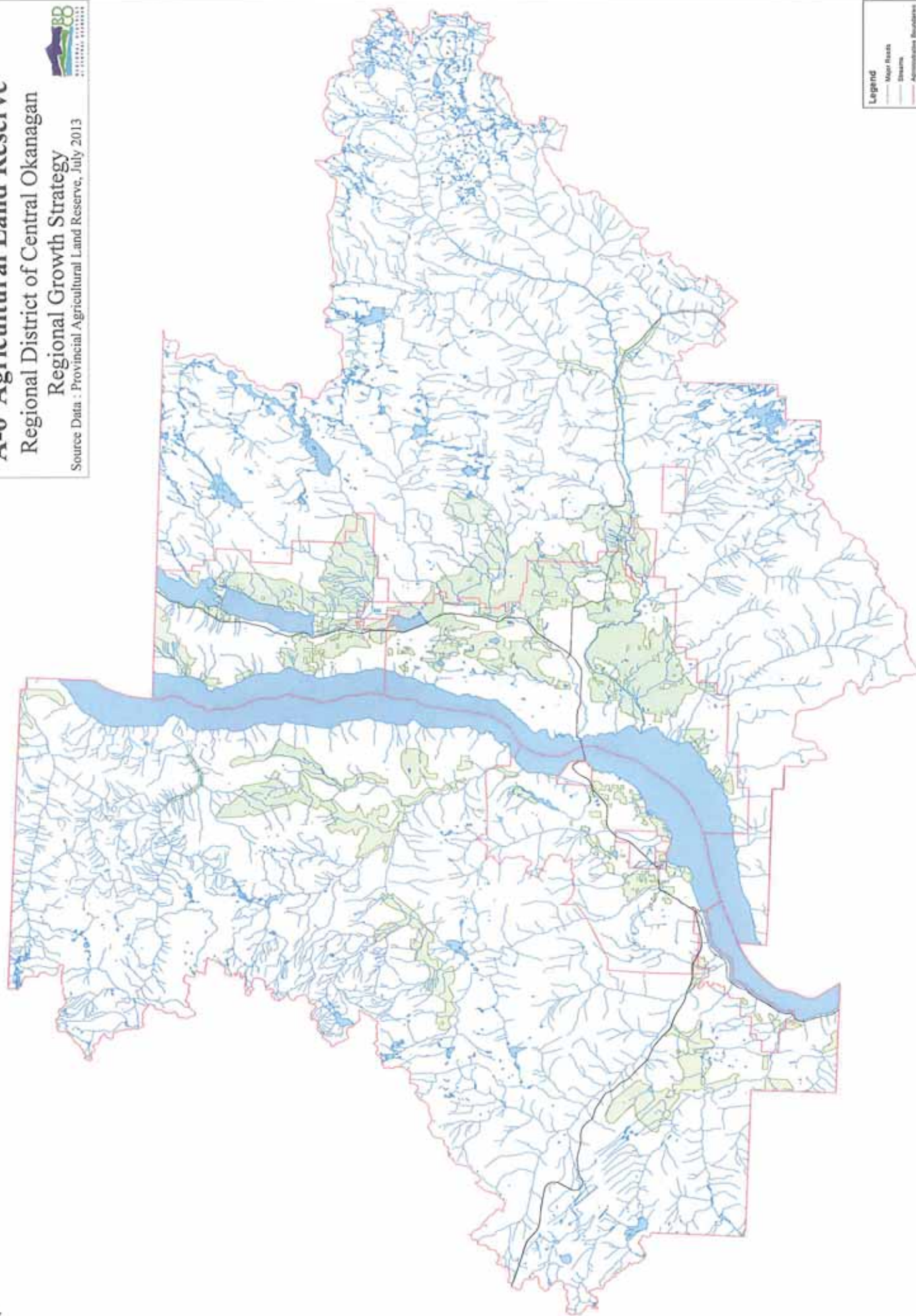
# A-5 Regional Land Use Inventory Regional District of Central Okanagan Regional Growth Strategy

Source data: Current Regional and Municipal Official Community Plans, July 2012.





# **A-6 Agricultural Land Reserve** **Regional District of Central Okanagan** **Regional Growth Strategy** Source Data : Provincial Agricultural Land Reserve, July 2013



- Legend**
- Major Roads
  - Streams
  - Administrative Boundaries
  - Lakes
  - Agricultural Land Reserve



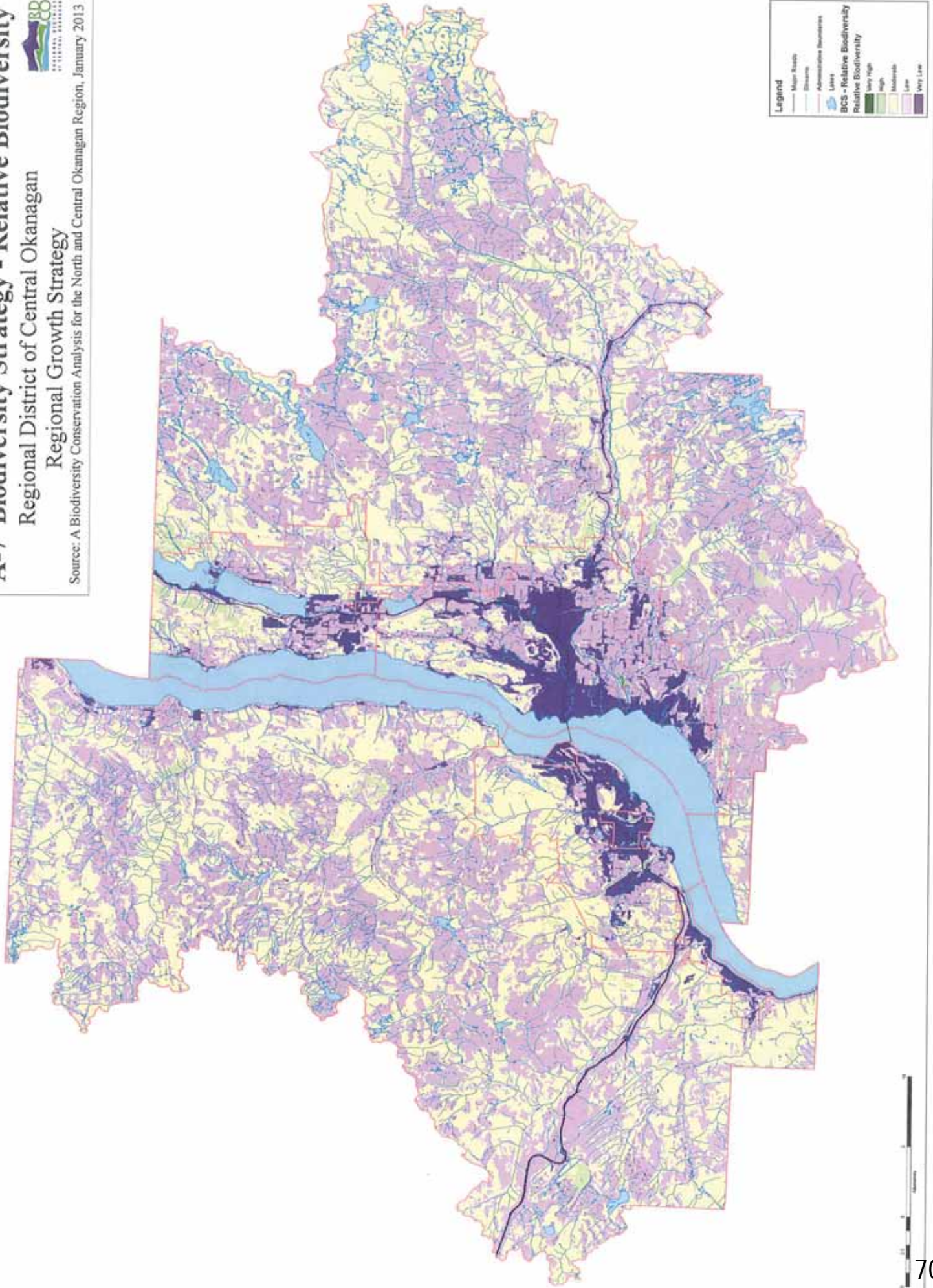
# A-7 Biodiversity Strategy - Relative Biodiversity

## Regional District of Central Okanagan

### Regional Growth Strategy



Source: A Biodiversity Conservation Analysis for the North and Central Okanagan Region, January 2013







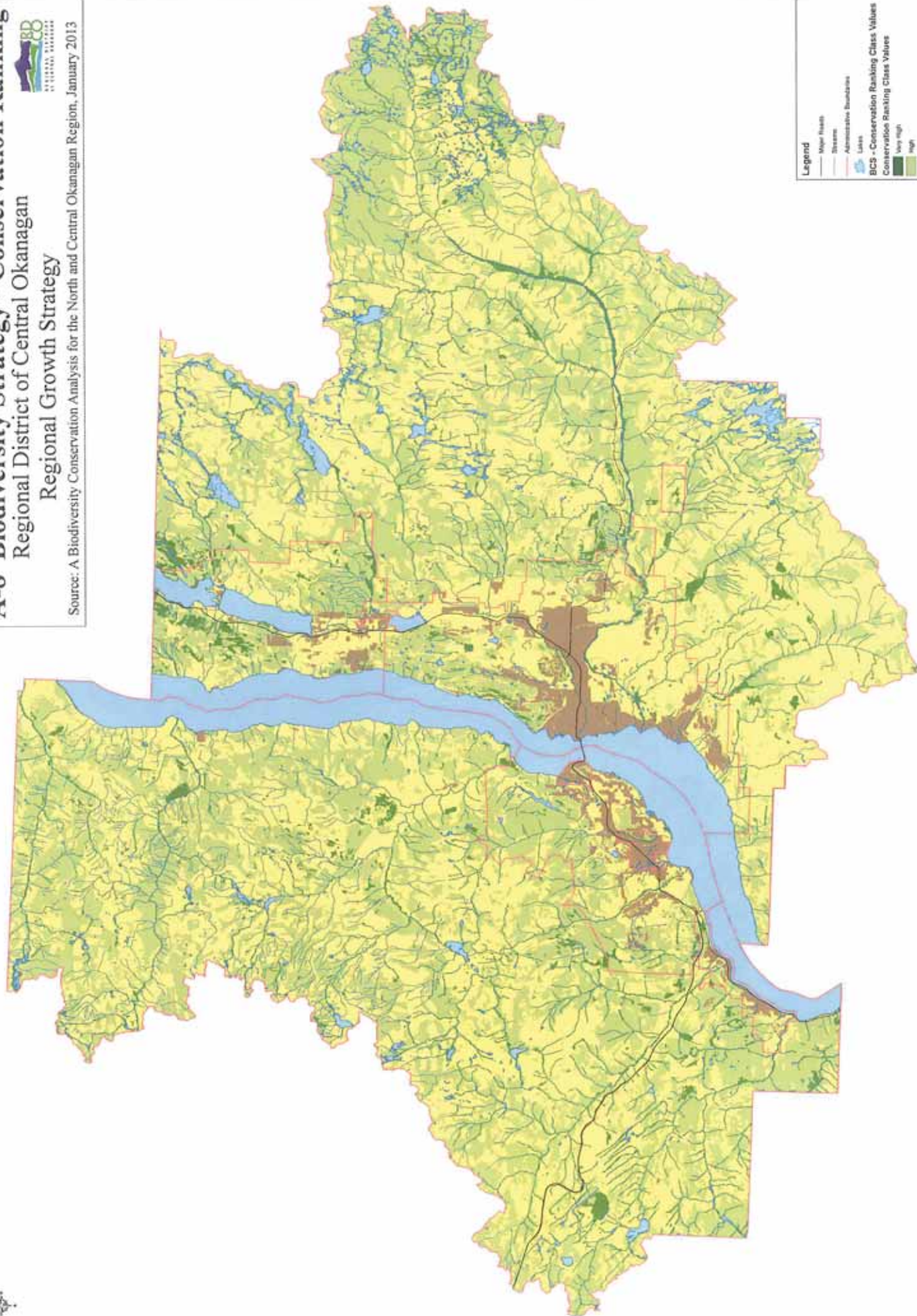
# A-8 Biodiversity Strategy - Conservation Ranking

## Regional District of Central Okanagan

### Regional Growth Strategy



Source: A Biodiversity Conservation Analysis for the North and Central Okanagan Region, January 2013



**Legend**

- Major Roads
- Streams
- Administrative Boundaries
- Lakes

**BCS - Conservation Ranking Class Values**

**Conservation Ranking Class Values**

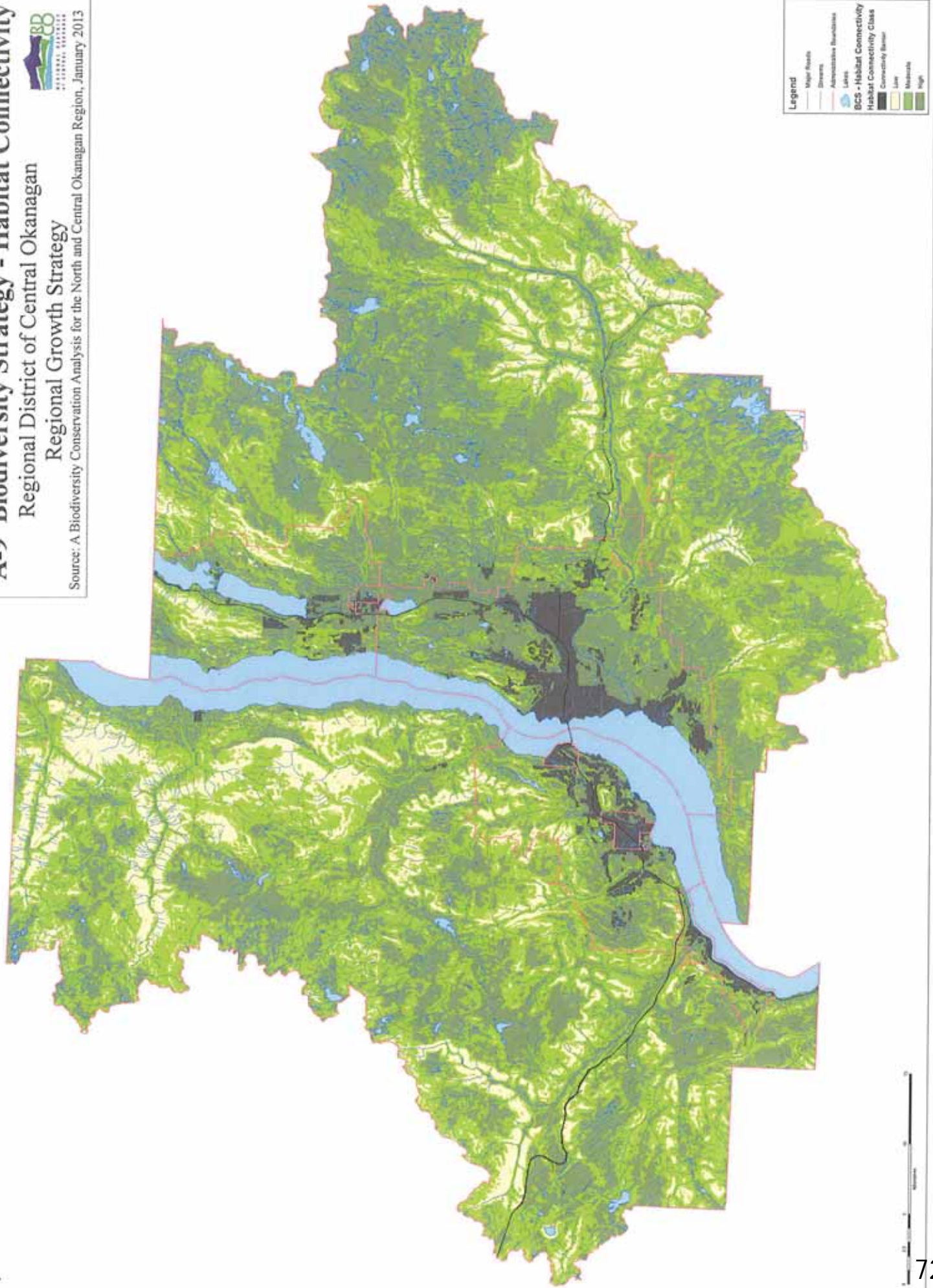
- Very High
- High
- Moderate
- Low



# A-9 Biodiversity Strategy - Habitat Connectivity Regional District of Central Okanagan Regional Growth Strategy



Source: A Biodiversity Conservation Analysis for the North and Central Okanagan Region, January 2013







## Appendix B – List of Research Papers

Beginning in 2011, the first phase of the RGS Review and Update assessed numerous documents, plans and studies in its background data collection process. These documents include legislation, by-laws and policies, planning references and a number of specific studies and plans throughout the Okanagan Valley and British Columbia.

The RGS Review and Update was an opportunity to coordinate and align community plans, policies, priorities and programs among the local municipalities, provincial ministries and First Nations. In the last five years, local municipalities within the Region have reviewed and updated their Official Community Plans to identify their visions for the long term well being of the communities and plan for their own needs while ensuring the needs of the future generations are met. The RGS Review and Update process analyzed information from local municipalities and First Nations to ensure that all policy directions and consultations will be incorporated to lead the Region into a sustainable future.

The update of the RGS sets the direction for current and future regional decision making with the goal of a sustainable future for the Region. The RGS document is built on the analysis of historical trends and the collection of current and forecasted data. Community planners and consultants attempted to identify all the data required so that the Region and communities can make informed choices and decisions about future growth and change in the Region. The need to review the RGS is to ensure that the most current data is considered and to understand the trends related to issue identification. In some cases, issue identification is achieved through the public consultation process, literature review, and analysis of economic and statistical information. Best practices and lessons learned from other jurisdictions respecting planning and environmental issues and growth management have been included where relevant.

Over the course of the RGS Review and Update process, the RDCO and regional partners completed and gathered information from various studies, assessments, inventories and updated their Official Community Plans. This work has been reviewed to understand broad planning scenarios in the Region and helps provide the necessary detail to set directions and make decisions as required to provide. The following reports and studies completed for the RGS Review and Update have helped enhance the research completed through the previous work:

**RGS – Preliminary Consultation Process.** EcoPlan International, April 2011

**Background and Issues Report.** RDCO Planning Department, July 2011

**Greenhouse Gas (GHG) Emissions Technical Report.** Sustainability Solutions Group, October 2011

**Regional GHG Emissions Model.** Sustainability Solutions Group, October 2011

**RGS Youth Survey.** Linda Abbott-Simons, Consultant, December 2011

**Regional Discussion Papers:**

- *Economic Development* - CTQ Consultants Ltd., Ecoscape Environmental Consultants Ltd., September 2012
- *Environment Protection* - CTQ Consultants Ltd., Ecoscape Environmental Consultants Ltd., September 2012
- *Housing* - Cityspaces Ltd., September 2012
- *Parks & Open Space* - AECOM Consultants, GDH Solutions, September 2012
- *Transportation and Mobility* - Acurere Consulting Inc, Silex Consulting Inc., September 2012
- *Water Resources, Lakes & Streams* - CTQ Consultants Ltd., Ecoscape Environmental Consultants Ltd. Clarke Geoscience Ltd. and Western Water Associates Ltd., September 2012
- *Aggregate Demand and Supply Update* - EBA Consultants, October 2013

**RGS Growth Options Consultation.** Sustainability Solutions Group, November 2012



## Appendix C – Performance Metrics

Performance metrics are an opportunity to highlight the realizations and challenges faced by the Central Okanagan region in planning and managing for growth. The measures were selected in consultation with local governments, in order to track the Central Okanagan progress. Measures help track changes over time and assess future changes relative to an established baseline. Reviewing and tracking the changes in the measures allows the regional partners to gain knowledge and amend directions as necessary to work toward the regional vision. The information gathered with the measures does not facilitate change as it merely indicates past performance. The Region will be able to learn from the information to allow the Region to “correct its course” by modifying and adjusting its policies and tasks as the Region moves forward.

The following table provides some performance metrics for the Central Okanagan. This list is not an exhaustive list as more work and research will be done for the annual and 5 year reporting on the RGS.

Indicator	Indicator Description	Why it is important	Data Source
<b>Our Land</b>			
Population Density	Measuring population per land area within defined OCP areas. 70% of RDCO is crown land.	Higher densities in urban areas are related to more efficient services and less urban sprawl.  Communities of the Central Okanagan encourage development within municipalities and serviced areas of the Region as opposed to dispersed development enclaves on outlying crown land.	RDCO GIS – RGS land inventory  Census Data – DA's
Composition of urban and village centres	Measure the commercial floor area and number of residential units within designated urban and village centres as per OCPs.	Designated urban and village centres are places where residents can work, shop and enjoy cultural/educational/recreational amenities close to home. A balance of amenities provides a range of services and opportunities so that residents are less likely to need to travel long distances for basic goods and services.	BC Assessment  RDCO GIS – Land inventory  OCP – urban and village centres
<b>Our Economy</b>			
Employment Rate	Number of persons employed (15 yrs and older) working	Employment rates indicate the strength of the local economy. High rates of employment result in stability of the community and social well being.	BC Stats
Business Licences	Any person owning or operating a business within the Central Okanagan	Focus on support and retention of businesses in the Region	Regional Partners
Central Okanagan Number of firms	Industry Sector based on NAICS Canada (North American Industrial Classification System)	Shows the Regions businesses according to type of economic activity.	BC Stats
Household Income	Average and Median household income	Average and Median household income provides an assessment of the net effect of economic and employment strategies. Income levels are an indicator of the strength of the local economy. Compare to provincial levels.	BC Stats



Indicator	Indicator Description	Why it is important	Data Source
Income by Source	This indicator measures the percentage of total income that comes from three categories of income sources: earnings, government transfers and other money	Shows the portion of income from government sources or investments could leave the economy open to vulnerability.	BC Stats
Building Permits	Number of building permits issued for residential, commercial, industrial and institutional	Identify the level of building activity in the Region.	Regional Partners
Total employment by sector	This indicator measures the percentage of employed people that are working in each sector as an indication of the employment diversity in the Region.	This indicator shows the concentration of the labour force in various employment sectors. A predominance of people working in one sector could mean the Region is more economically vulnerable. Alternatively, employment diversification increases resilience to economic downturns. By looking at the changing proportions of employment in each sector, this indicator can reveal how the underlying economic health of the Region is changing.	BC Stats

### Our Water Resources

Water consumption	Total water consumption from the water purveyor distribution systems (litres/capita/day).	Water availability is a concern and with population growth and associated development in the Central Okanagan, there is a potential shortfall in supply relative to demand.	Regional Partners OBWB
Water Quality Ratings	Groundwater (Monitoring Wells) and Surface Water  # of boil water advisory days (total), by water utility; # of water systems that meet provincial and federal standards	Changes in water quality reflect the value we place on and our ability to care for aquatic ecosystems. Changes in the quality of water give us an idea of the success of community efforts to protect water for drinking, swimming, fish, etc. and to respond to factors that affect water quality (e.g.: industrial discharges, sewage treatment methods, development activities, resource extraction, etc.).	Regional Partners
Source Water Protection	# of source water protection plans implemented	The number of plans in place indicates a willingness from public agencies to be proactive in addressing issues associated with growth, multiple stakeholders and limited natural resources.	Regional Partners

### Our Health

Chronic diseases	Number of people with chronic disease admitted to KGH		Interior Health
Air Quality	Air Quality Exceeds the Canada-Wide Standards (for PM 2.5 & Ground level Ozone)  Average concentrations (seasonal Jan, Mar, Jun, Sept)	Air pollution has been shown to have detrimental effects on human health- particularly to persons with respiratory ailments.	Kelowna



Indicator	Indicator Description	Why it is important	Data Source
Joint Use Agreements/projects/programs/facilities	Agreements between two or more government entities that set out terms and conditions for use of public property or facilities	Help communities and school districts work together to develop joint use agreements in order to increase access to recreational facilities on school grounds that provide opportunities for various services that support health and social well-being.	Regional Partners SD 23
<b>Our Food</b>			
ALR exclusions and inclusions	Tracks the success of the protection of agricultural land	Preservation of land for agriculture is the first and most important step in ensuring agricultural viability.	ALC
Agriculture Farm Receipts	measures the total value of gross farm receipts (in dollars)	Provides a measure of the economic health of the agricultural sector based on financial returns to farm operators and the area of land farmed.	Census
<b>Our Housing</b>			
Housing Starts	the number of new units by structural type	Illustrates economic health, as well as shows the range of housing types being supported in the marketplace.	BC Stats
Mix of dwelling units	housing mix in the Region	A diversity of housing types suggests greater choice for a variety of lifestyles and budgets and supports improved housing affordability	Census
Housing affordability	Difference between median income level and sales price/rental of homes	Review the ability of individuals and families to afford housing within the Region.	BC Stats
%of owner households spending 30% or more of gross income on housing	measures the percentage of owner households spending 30% or more of their gross income on housing.	Paying more than 30% of gross household income often places strain on both individuals and families. Understand how the Region is fairing with affordability.	Census
%of renter households spending 30% or more of gross income on housing	measures the percentage of renter households spending 30% or more of their gross income on housing.	Paying more than 30% of gross household income often places strain on both individuals and families. Understand how the Region is fairing with affordability.	Census
<b>Our Climate</b>			
Community Energy and Emissions Inventory	energy consumption and greenhouse gas emissions from community activities in on-road transportation, buildings and solid waste	Province provides the report that measures the GHG profiles to help local governments meet its Climate Action initiatives.	Province
<b>Our Ecosystem</b>			
Annual and cumulative area of parkland and protected areas	total amount and percentage of total land area of parks and protected natural areas	Parks and protected areas provide habitat and support biological diversity. Where there is limited conservation land, it is more likely to be intensively managed and cultivated potentially at the expense of natural habitat, processes or systems.	Regional Partners

Indicator	Indicator Description	Why it is important	Data Source
Environmentally Sensitive Lands	the amount of terrestrial environmentally sensitive areas protected by park or protected area	The Okanagan in particular represents a biodiversity “hotspot” as it provides unique habitats to wildlife that are found nowhere else in the country. There are more than 1,597 identified species at risk in BC, including 48 species within the RDCO.	Regional Partners
Municipal solid waste disposal per capita	annual amount of municipal solid waste (MSW) disposed in landfills or incinerated by residential, commercial, institutional, demolition, land clearing or construction source	Demonstrate how well the Region is doing at reducing waste and the impact on the environment.	RDCO
Reclaimed wastewater discharge	Annual volume of waste water discharged to Okanagan Lake from water reclamation plants	As population growth increases, potentially increase the amount of wastewater being discharged into the lake. Understanding the volume and consider the effluent being discharge will allow monitoring of water quality and identify any potential issues.	MOE

### Our Transportation

Active Transportation Streets	# km of streets with pedestrian and cycling facilities, # km of cycling infrastructure, # km of sidewalks	Providing safe transportation routes encourages an alternative to vehicle travel	Regional Partners
Transit usage	Annual transit trips per community/route	Transit usage illustrates our ability to operate a system that attracts riders, to plan neighbourhoods that are readily serviced by transit, and/or shows a societal shift from dependence on the single occupant vehicle to public transit.	Regional Partners
Passenger Vehicles Per Capita	The number of vehicles per capita is directly related to the number of vehicles on the road.	It provides indirect information regarding energy use, air pollution and levels of investment in public road infrastructure.	ICBC

### Our Governance

Collaborative Governance	Number of regional partnership initiatives	Opportunities for the Regional partners to spread costs and benefits over a larger benefiting area in order to achieve greater economies and efficiencies.	RDCO
Community Initiatives	# of community initiatives supported by Regional District or municipalities	Support initiatives that assist in implementing the RGS.	Regional Partners

K:\PLANNING\6430-Strategic\_Planning\40-Regional Growth Strategy\General\RGS Update (2010 to)\Work Plan\Phase 3\Bylaw Prep\2013-10-28 RGS Draft - Bylaw\2013 RGS - DRAFT - Oct 28.docx



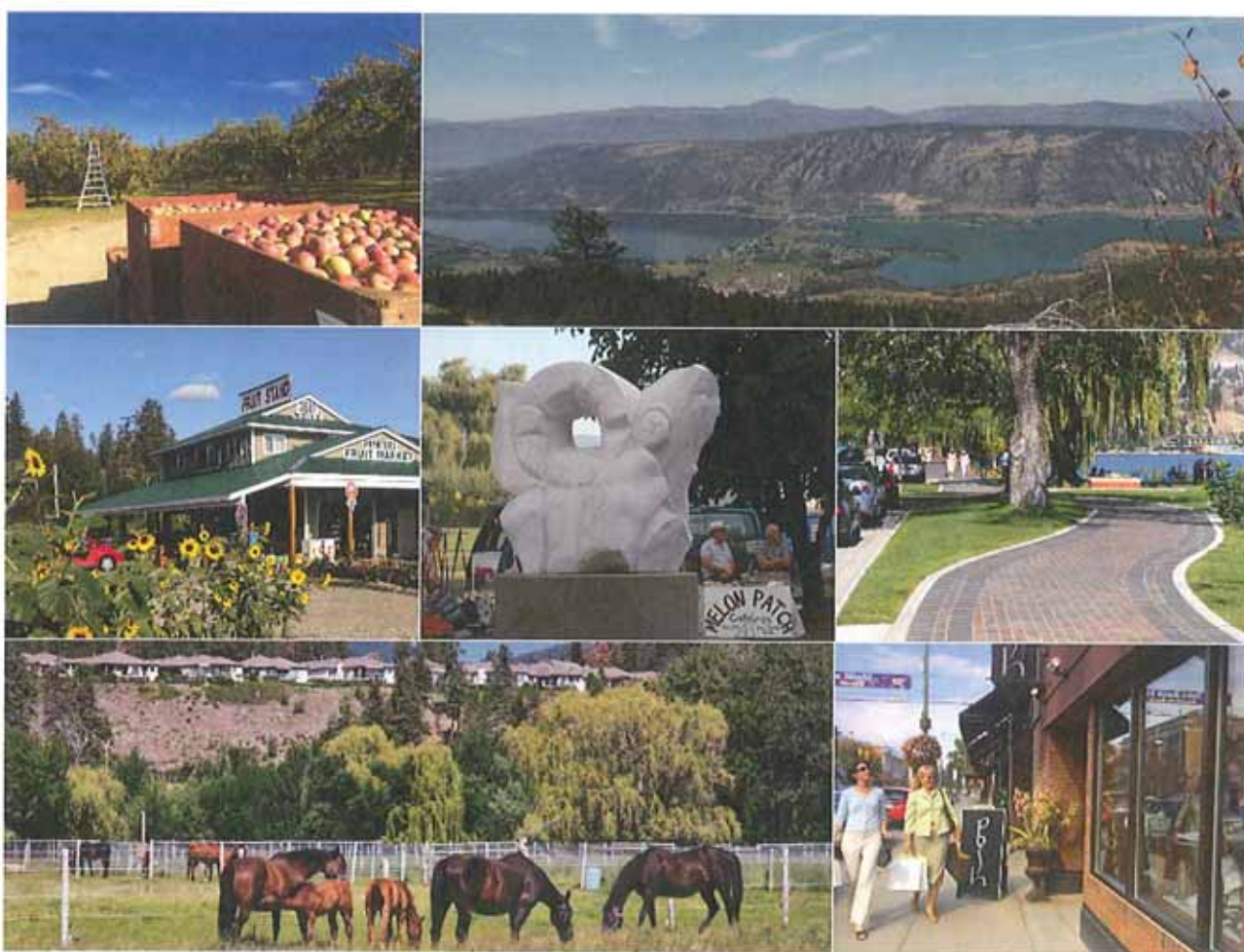


# Regional District of Central Okanagan Regional Growth Strategy

*"Our Home, Our Future"*

## THE RGS AND YOU

A GUIDE THROUGH THE REGIONAL GROWTH STRATEGY  
ADOPTION PROCESS, MINOR AMENDMENTS AND  
REGIONAL CONTEXT STATEMENTS



Source: Pictures BC

## Table of Contents

<b>1.0</b>	<b>THE REGIONAL GROWTH STRATEGY AND YOU .....</b>	<b>1</b>
1.1	OVERVIEW .....	1
1.2	ESSENTIAL ELEMENTS.....	1
1.3	ACCEPTANCE AND ADOPTION OF A RGS .....	1
1.4	AGREE TO DISAGREE .....	2
<b>2.0</b>	<b>WHEN EVERYONE CANNOT AGREE .....</b>	<b>3</b>
2.1	FACILITATION .....	3
2.2	NON-BINDING PROCESS .....	3
2.3	FINAL SETTLEMENT OF A RGS.....	4
2.4	PEER PANEL .....	4
2.5	FULL ARBITRATION .....	4
2.6	FINAL PROPOSAL ARBITRATION.....	4
2.7	JUDICIAL REVIEW .....	5
2.8	WHAT FINAL SETTLEMENT MEANS .....	5
<b>3.0</b>	<b>AMENDING THE REGIONAL GROWTH STRATEGY .....</b>	<b>6</b>
3.1	MINOR AMENDMENTS .....	6
3.2	MAJOR AMENDMENTS .....	7
<b>4.0</b>	<b>REGIONAL CONTEXT STATEMENTS .....</b>	<b>8</b>
4.1	INTRODUCTION .....	8
4.2	OVERVIEW .....	8
4.3	LEGISLATIVE INTENT OF REGIONAL CONTEXT STATEMENTS .....	8
4.4	ACCEPTANCE PROCESS FOR REGIONAL CONTEXT STATEMENTS .....	8





## 1.1 Overview

## 1.2 Essential Elements

- housing;
- transportation;
- regional district services;
- parks and natural areas; and,
- economic development.

### 1.3 Acceptance and Adoption of a RGS

The Local Government (Green Communities) Statutes Amendment Act no longer requires a public hearing as part of the bylaw adoption process for a RGS. The



reason for removing this requirement is that the development or review of a RGS is a multi-year process with several opportunities for public input. Removing the requirement for a public hearing also helps to streamline the process. Whether or not to hold a public hearing must be determined early on in the RGS review process when the consultation strategy is approved.

The nature of the 60 day referral allows for serious discussion to occur in each council of each local government because a resolution concerning the matter is required. Significantly, the resolution is not merely a matter of “yes” or “no” to the question of acceptance. It is an answer, which requires details of acceptance, objection, reasons for objection and potential alteration (Section 857 (7)). The section speaks of “objection”, not rejection.

Bill 11, the Miscellaneous Statutes Amendment Act (No.2) 2010 added subsection 857 (7.1) to the LGA so that now a local government is deemed to have accepted a provision of a RGS which is not objected to in a council resolution. In this way, all parties will have deemed to accept the provisions of a RGS Bylaw if an objection has not been brought forward during the acceptance period and cannot be part of any dispute resolution process.

Pursuant to section 859(1) of the LGA, following the conclusion of the referral for acceptance process, the Regional District must notify the minister in writing if an affected local government refuses to accept a proposed RGS.

Prior to proceeding to third reading and adoption to the RGS, all of the affected local governments (member municipal councils and adjacent regional districts) must accept it. Once the Ministry of Community, Sport and Cultural Development is notified that there are non-acceptance resolutions, the legislation provides for the Minister to choose from a series of optional approaches towards reaching a final agreement. These options include a non-binding resolution process pursuant to section 859(2)(a) of the LGA or a binding resolution process pursuant to section 860 of the LGA (See Appendix A for RGS bylaw adoption process ).

## 1.4 Agree to Disagree

Sections 853(2) and 857(7)(c) provides an “agree to disagree” option for addressing outstanding issues of a minor nature in a RGS. Specifically, if a local government objects to a specific provision of a RGS and the Regional Board does not consider the provision critical to the overall strategy, the local government can accept the RGS on the basis that the provision does not apply to that local government.

A notation clarifying the provision which the Regional Board and the local government agree to disagree on will be included in the RGS. The local government may choose to accept the provision later on, at which time it would apply to that jurisdiction.



## 2.0 WHEN EVERYONE CANNOT AGREE

An array of dispute resolution mechanisms are provided in Sections 858, 859 and 860 of the LGA. Non-binding resolution, peer panel, two arbitration options and facilitation are all dispute resolution options that can be applied to a lack of consensus at various prescribed points in the initiation, development or adoption of a RGS or in its amendment or repeal. The dispute resolution provisions are enacted at the request of the Regional District or affected local government and, except for facilitation, occurs during the RGS Bylaw acceptance process between first and third readings, if a local government(s) chose not to accept the RGS Bylaw.

Bill 11, the Miscellaneous Statutes Amendment Act (No.2) 2010, has changed LGA, Section 859, which allows the Minister of Community Sport and Culture to establish a timeline for the conflict resolution process and a date when it must be concluded. In this way, there will be certainty regarding the conflict resolution process, where in the past many resolutions took an extended period without a defined end date or outcome.

### 2.1 Facilitation

Upon the request of the Regional Board or an affected local government(s), the Minister can appoint a facilitator to assist with negotiations between local governments, and facilitate the resolution of anticipated objections (Section 856 (1)). The LGA does not specify any particular methodology for this function. Facilitation is also accessible without triggering Section 856 and the consequent legislation. A Regional Board can determine if it wants to use a facilitator actively to assist the negotiation of any issues during the RGS process. The new amendments to the LGA (Bill 27) broaden the use of facilitation so it can now be used during the development of a Regional Context Statement.

If an outstanding issue remains during negotiations on a RGS, a facilitator could recommend non-binding resolution processes (e.g. mediation) to assist in achieving agreement. Additionally, after a strategy is approved, a facilitator could assist local governments

in entering into implementation agreements with the provincial government and others.

If the facilitator anticipates non-acceptance during the 60-day review period, he or she may convene a meeting between the Regional District and the affected local governments (Section 858 (2)(a)). The purpose of the meeting is to clarify the issue(s) which non-acceptance may hinge upon and to encourage their resolution prior to formal communication with the Board. If the facilitator anticipates that agreement is possible but more time is required, he or she may extend the 120-day acceptance period (Sections 857 (4)(b) and 858(3)). This would allow the parties to concentrate on resolving their differences, using whatever process they choose, in consultation with the facilitator.

If a facilitated agreement cannot be reached, under Section 859 (2) the Minister is provided with the terms to determine that a non-binding process must begin or that such a process is unlikely to be fruitful and direct that the matter go immediately to a binding settlement process.

### 2.2 Non-Binding Process

If there is an opportunity for parties to resolve outstanding issues with the assistance of a neutral expert, the Minister will direct the parties to use a non-binding resolution process. The choice of which specific, non-binding resolution process to use is for the Board and the local government or governments that did not accept the RGS to decide, although the facilitator will be available to provide recommendations. If the parties cannot agree on which resolution process to use, the Minister will determine the process. All affected local governments may participate in the resolution process.

If changes to the RGS are proposed based on results of the non-binding process, the RGS must again be submitted to affected local governments for acceptance. This step is required because not all affected local governments may have participated in the resolution process or been a party to the



proposed changes which may directly affect them. The same provisions under Section 857 that governed the initial referral and acceptance will apply here, except that in this case acceptance must be reached within 60 days of the conclusion of a resolution process. If acceptance cannot be achieved within the 60-day period, the RGS is automatically referred for settlement under the provisions established in Section 860.

## **2.3 Final Settlement of a RGS**

Closure on outstanding RGS issues is needed, but the use of a final settlement process would only be used as a “last resort”, when all other methods of dispute resolution to facilitate reaching agreement have failed, or are destined to fail because differences are too deeply entrenched.

In the event that an affected local government notifies the Minister that it will not accept the RGS, in spite of any non-binding process to be undertaken, the minister can refer the RGS for final settlement. Alternatively, if a non-binding resolution process has been used and the parties were still not able to reach agreement, the strategy will automatically be referred for settlement. Section 861 outlines three options for final settlement are a peer panel, final proposal arbitration or full arbitration. The choice of settlement process is to be made by agreement between the regional district and the local government(s) that did not accept the RGS. If, within a reasonable period, the parties cannot decide on the option to be used for final settlement of the RGS, the Minister will choose the most appropriate settlement process based upon the issue(s) in dispute and specific circumstances. Specific procedural rules for each of the three options are set out in Sections 860, 861, and 862. Once Section 860 is evoked, local government can come to agreement on an acceptable resolution at any point during the final settlement process.

## **2.4 Peer Panel**

One settlement option draws on the resources of a panel of three individuals who are locally elected officials (current or former) or who, in the opinion of the Minister, have appropriate experience in relation

to local government matters. These individuals cannot be elected officials from a local government that is currently involved in the preparation of the RGS in question.

The panel will hear presentations from the local governments participating in the settlement proceedings and make any decision it considers appropriate to settle the disputed issues. Written reasons will be provided upon request, if the request is made prior to the panel retiring to make its decision after the proceedings have concluded. This option may give local governments some comfort that the members of the panel will be familiar with the issues before them and it gives an opportunity for those not involved in the dispute to try to resolve it for them.

## **2.5 Full Arbitration**

Full arbitration of settlement of a RGS conflict is by an individual arbitrator who hears presentations from the participating local governments, but can make any decision he/she considers appropriate. Candidates will be experienced arbitrators, with extensive knowledge of the law. As with the other options, the choice of arbitrator will be left up to the Regional District and local governments that did not accept the RGS and if there is no agreement, the Minister will choose an arbitrator. Regulations specify how the proceedings are to be conducted. Written reasons for the decision are required. When the Minister determines that binding arbitration should proceed, that does not hinder the Regional Board and the affected local governments from continuing to work together to find a mutually agreeable solution.

## **2.6 Final Proposal Arbitration**

Section 861(2) sets out the process for final proposal arbitration. Under this process, the arbitrator reviews written submissions only and must choose one of the submissions to resolve the disputes issue. The arbitrator does not provide written reasons for the choice nor can he/she craft an alternative solution from those submitted. RGS provisions settled under Section 861 are binding to the Regional District and all affected governments, whether they participated in the process or not. Agreement would



negate the need for the arbitration process to continue. Even after an arbitrator has made a decision, the Regional Board and the affected local governments have 60 days to agree on an alternative resolution before the arbitrator's decision becomes binding.

## **2.7 Judicial Review**

Section 862(6) provides for a judicial review of the panel or arbitrator's decision. The time period for initiating such a review is during the 60 days after the decision has been made. Judicial review involves the Supreme Court of British Columbia reviewing the way in which the panel or arbitrator made the decision. It is not an appeal of the merits of the decision (Government of British Columbia 2006).

## **2.8 What Final Settlement Means**

Consistent with the principle that the planning system should be biased toward agreement, every opportunity is given to the parties to achieve agreement during final settlement. During a settlement proceeding, the parties can continue to negotiate on a mutually acceptable agreement and at any point in the process the parties can reach agreement on the RGS, the affected local governments would accept it, and the proceedings

would be terminated. Even at the stage where a peer panel or arbitrator has made a decision, the Regional District and affected local governments are provided an opportunity to come to agreement on an alternative, locally created solution. Specifically, the Regional District and affected local governments will have 60 days, after a decision has been rendered, in which to negotiate a different resolution for the Strategy before the panel's or arbitrator's decision becomes final and binding. This provides a final opportunity for reaching agreement, as there has to be a mechanism that will ultimately bring the issue(s) and, therefore, the RGS process, to closure.

Once settlement of an RGS is achieved, the Regional District has the option to hold an optional public hearing prior to third reading and bylaw adoption. If the Regional District fails to adopt the RGS, Cabinet can require the Regional District to adopt the RGS within a specified time period (section 864).

## 3.0 AMENDING THE REGIONAL GROWTH STRATEGY

### 3.1 Minor Amendments

The provincial government adopted changes to the *LGA* in the fall of 2008 that now permits a RGS to include provisions for minor amendments that follow a different process than a regular amendment. Previously, all amendments to a RGS, no matter how minor, were expected to go through the full RGS bylaw amendment process.

The purpose is to provide for a more streamlined amendment process for minor changes while ensuring that amendments that substantially change the vision and direction of the strategy are still subject to acceptance by all affected local governments. In this way, the vision of a RGS is sustained while day to day technicalities can be dealt with in ways that will be more efficient and leave more time for discussion and decisions on substantive issues.

The legislation now allows for two options for the procedure to adopt a minor amendment. The first option allows the regional district to establish the process subject to a minimum set of requirements:

- Establish criteria for determining whether a proposed amendment is minor for the purposes of allowing the process to apply;
- Provide a means for the views of affected local governments respecting a proposed minor amendment to be obtained and considered;
- Provide a means for providing notice to affected local governments respecting a proposed minor amendment; and
- Establish procedures for adopting the minor amendment bylaw.

Should a regional district want to use this option then the minor amendment process must be included in the RGS. Should a RGS not include provisions for a minor amendment, the following process must be followed for the adoption of a minor amendment:

- The Board must notify all affected local governments at least 30 days before the Board meeting where a minor amendment will be considered for first reading;

- An affected local government must have an opportunity to make a representation to the Board before first reading of the bylaw;
- If the amendment receives an affirmative vote of all Board members for first reading then the bylaw may be adopted in accordance with procedures to adopt a RGS;
- If the amendment does not receive an affirmative vote from all Board members then the bylaw must be adopted under the regular adoption process.

#### *What types of amendments should be considered minor?*

The only guidance that Part 25 of the *LGA* provides on what constitutes a minor amendment is 857.1(4), which states: "The following may not be considered a minor amendment for the purposes of this section:

- a) an amendment to a RGS to establish or amend a process referred to in subsection (2) [amendment to the minor amendment process];
- b) an amendment to anything that the minister has established or directed under Section 851 (3) or (4) [terms and conditions of the RGS] or the Lieutenant Governor in Council has required under Section 852 [the area covered by the RGS];
- c) an amendment to a RGS proposed as a result of a resolution process under Section 859 (2) (a) [minor amendment after non-binding resolution has been initiated];
- d) a type of amendment prescribed by regulation."

Outside of these restrictions, Regional Districts and their member municipalities must establish what constitutes a minor amendment and the criteria that will be used to make that determination.

The *LGA* requires that the "criteria for determining whether a proposed amendment is minor" be included in the RGS. Two general approaches can be taken; first is to have some general criteria with which to assess a proposed amendment and then



have the Board decide if it can proceed under the minor amendment process. This is the approach being taken by the Squamish Lillooet Regional District.

The second approach is to clearly state in the RGS the types of amendments that are minor. In this option, a list of criteria could be stated and a proposed amendment would have to meet all of the criteria to be considered minor. For example, criteria may include such requirements as consistency with the RGS goals and policies, impacts and costs of servicing, impact on regional greenhouse gas emissions, can it be serviced by transit, and impacts on agricultural and resource lands. This is the approach taken by Metro Vancouver.

Any proposal that does not meet the criteria for a minor amendment could be considered to not be a minor amendment and would have to follow the RGS Bylaw adoption process, as outlined in Section 857 of the LGA.

### **3.2 Major Amendments**

By the terms of Section 853 (4), major amendments of a RGS follow the same process as the original creation of the RGS. The revised RGS is sent out to member municipalities for review (often referred to as the “municipal referral process”) under Section 857. The municipalities have 60 days in which to provide their resolution of acceptance or objection to the amendment. If acceptance of all member municipalities in the region is not achieved, then the conflict resolution process is enacted.



## 4.0 REGIONAL CONTEXT STATEMENTS

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### 4.1 Introduction

The *LGA*, Section 866 requires member municipalities to prepare a regional context statement following the adoption of a RGS. The regional context statement indicates how a municipality's Official Community Plan (OCP) conforms to the provisions of the RGS. The municipality prepares a regional context statement, as an amendment to its OCP or as an additional section in a new OCP.

According to the legislation, each member municipality must prepare a regional context statement within two years of adoption of the RGS. This means the regional context statements must be completed and submitted to the Regional Board two years after the RGS is adopted.

### 4.2 Overview

A regional context statement is essentially a chapter within an OCP which addresses how local planning and land use policy will work toward the goals and objectives established in the RGS. The context statements provide the mechanism and opportunity to provide a local interpretation of the RGS. It also provides the opportunity to clarify a number of issues that were raised during the RGS referral. Regional context statements are a key implementation mechanism for the RGS.

The context statements should determine:

- The extent to which the municipal OCP is consistent with the Regional Growth Strategy;
- If it is not consistent, how the municipality intends to bring itself into consistency; and
- The elements of the RGS which are not applicable to the municipality (e.g. compact, complete communities in rural jurisdictions)

### 4.3 Legislative Intent of Regional Context Statements

The regional context statement (RCS) was devised by the Province as a means of protecting a municipal council's authority to make local planning decisions while ensuring that the Council and the Regional Board agree upon matters of legitimate regional interest.

A regional context statement is part of the OCP, and must be consistent with the rest of the OCP. As an amendment to an OCP, the RCS is binding on the Council that adopted it. The legislation requires that the regional context statement spell out the relationship between the OCP and the content of the RCS. The intention is that all of the significant linkages would be identified. This would suggest that it would not be sufficient to simply acknowledge the broad goals or objectives of the RGS. The context statement would also have to identify the specific policies and actions proposed that would either affect the municipality or require action on the part of the municipality.

The legislation also requires that the regional context statement identify how the OCP is to be made consistent with the RGS over time. If a municipality indicates that certain parts of the OCP are not consistent with the RGS, it must indicate the steps that it will take to make it consistent.

### 4.4 Acceptance Process for Regional Context Statements

Following the adoption of the RGS by the Regional Board, each municipality must submit a proposed regional context statement to the Regional Board within two years. The two-year period was created to allow municipalities to complete "in-stream" planning processes (e.g. a neighbourhood plan initiated prior to RGS adoption) and provide time to complete any technical work and consultation required to translate the strategic directions of the RGS into more specific planning actions.

The process for obtaining acceptance from the Regional Board is very much like the process used to obtain acceptance for the RGS. It is recommended that a draft version of the regional context statement be sent to the regional district before second reading and the public hearing. This provides the opportunity to make any changes necessary without the need for formal bylaw amendment.

The regional context statement is subject to acceptance by the Regional Board to ensure that an appropriate level of consistency exists between the RGS and the local plans. If a Board does not accept a regional context statement, there is a dispute resolution process provided for in the *LGA* similar to that used for the RGS process.





### Attachment 3 - RGS Referral - Policy Comments

#### Section 3.1: Our Regional Vision

**Staff Comment:** The regional vision does not reference land use and growth patterns.

#### Section 3.2.1: Our Land (Page 10)

*Policy .1 “Support logical and sequential growth patterns that minimize urban encroachment into rural areas;”*

**Staff Comment:** The original intent of Regional Growth Strategies was to be a growth management tool and one of the primary functions was to avoid urban sprawl. The reference to “encouraging growth in existing settlement areas prior to expanding into areas that require new services” has been eliminated which is a powerful statement that summarizes the purpose of this regional planning document.

*Policy .2 “Ensure proposals on lands for new growth areas can address, to the satisfaction of the affected local government(s), the following key areas:*

- *Full costs and impacts, including installation, operation and life maintenance of road, water and sewer infrastructure: . . . “*

**Staff Comment:** Stipulating that new growth areas recover full costs and impacts (including installation, operation and life maintenance of road, water and sewer infrastructure) is not considered realistic. The DCC program as regulated by the Province limits what local governments can recover and an assist factor is nearly always included in the DCC funding formulas. It is recognized that full cost recovery is a goal, but financing growth approvals will be determined by the DCC program established by each municipality.

Suggested rewording: Ensure proposals on lands for new growth areas can address “wherever possible and” . . .

#### Policy .9

This policy goes well beyond a regional statement and will vary depending on the individual municipal planning. Suggest removal.

#### Section 3.2.3: Our Water Resources (Page 13)

*Policy .2 “Encourage the development of water source protection plans to improve drinking water quality, quantity and timing of flow of water sources.”*

**Staff Comment:** Improvements to drinking water quality and capacity could be compromised by uncontained growth. This needs to be considered in the context of the overall goal of “avoiding urban sprawl”. While the regional role in water source protection plans is critical, it is recommended that this policy focus on source protection and responsible water reduction measures.

*Policy .6 “Coordinate water resources planning to prepare for adapting to impacts of climate change and drought conditions; support and encourage continued research on the Region’s water supply to minimize impacts on future population projections;”*

**Staff Comment:** The Okanagan Basin Water Board would be the more appropriate agency to address impacts of climate change on the protection of water sources.

Suggested rewording: “Support and encourage continued research on the Region’s water supply to prepare for adaptation to climate change and minimize impacts on future population projections.”

*Policy .7 “Explore opportunities to utilize recycled water for landscaping and other uses within new and redevelopment projects.”*

**Staff Comment:** The use of recycled water is a sensitive issue for water purveyors, a number of whom are privately owned and operated. This open-ended policy statement leaves too many questions as to what action is to be taken to deliver on the goal/objective. One example is that there is an expectation that a bylaw be developed to mandate the use of recycled water in all new development areas. This could result in a significant increase in the infrastructure required for a dual system for delivery of non-potable water for irrigation.

### **Section 3.2.7: Our Climate (Page 17)**

- *The Synopsis states “The current land use patterns, forecasted population growth and identified residential projects in the Region will make it difficult to achieve the provincial target of 33% reduction in GHG emissions by 2020.”*

**Staff Comment:** It is suggested that this statement be amended to create a more positive connotation as follows: “. . . will make it ambitious to achieve . . .”

*Policy .1 “Reduce GHG emissions by 80% from 2007 levels by 2050;”*

**Staff Comment:** It is recognized that the Local Government Act requires municipalities and regional districts to have a GHG target in OCP’s and the RGS. The City of Kelowna OCP has set the target to reduce GHG’s by 33% from 2007 levels by 2020, as have other member municipalities. A commitment to the year 2050 is significantly outside the City’s OCP 2030 time horizon. The proposed RGS policy stipulates an 80% reduction by 2050 on the basis of a consultant analysis as to the viability of achieving the 33% goal by 2020. The City cannot commit to this new target and amend the existing OCP target without further analysis.

*Policy .6 “Pursue regional initiative to prepare plans, strategies, programs and assessments that address greenhouse gas reduction, energy conservation and climate change adaptation;”*

**Staff Comment:** This policy provides for additional regional activity to prepare GHG related plans, strategies, programs and assessments and a role that could require increased budget that has not been agreed to by the regional partners. The City has already completed a Climate Action Plan.

### **Section 3.2.9: Our Transportation (Page 19)**

*In the goal & synopsis it refers to “ . . accessible, affordable and efficient transportation system . .”.*

**Staff Comment:** Include the term ‘safer’ as a stated goal.

#### **Other Staff Comments on Section 3.2.9:**

In general, Section 3.2.9 should remain at the regional level and refer to interface areas and inter-municipal networks that connect communities.

**Policy .6** *“Integrate transportation and land use planning to give priority attention to the transportation routes for the movement of goods, aggregate, heavy vehicles and emergency and disaster response; in the establishment of road networks and redirect routes away from schools and residential areas where feasible.”*

**Staff Comment:** The City of Kelowna transportation priority is to promote active transportation and transit ahead of the movement of goods. Accordingly, this policy could require an OCP amendment to reverse this transportation priority. It is suggested that the policy be reworded as follows:

“Place increased emphasis on sustainable modes of transportation (walking, cycling, transit) while maintaining automobile, commercial goods and emergency vehicle mobility.” An additional sentence would then be necessary to address the redirection of heavy vehicle traffic away from schools and residential areas.”



## **Attachment 4**

### **Policies Impacting Regional District vs. Municipal Responsibilities**

#### **Section 3.2.1 Our Land**

- Policy .2 - new growth areas to address full costs of infrastructure etc
- Policy .7 - provision of services and infrastructure
- Policy .8 - protection of ALR lands
- Policy .9 - promote urban / village centres with a range of amenities / services
- Policy .11 - improve hazard identification and mapping

Suggested wording: "Coordinate and share information with other regional partners on hazard identification . . . "

- Policy .12 - improve hazard and resiliency planning

Suggested wording: "Coordinate and share information with other regional partners and provincial agencies . . ."

- Policy .13 - appropriate supply of land for . . .

#### **Section 3.2.2 Our Economy**

- Policy .4 - develop vital and dynamic communities / vibrant village & town centres
- Policy .11 - efficient development application processes
- Policy .12 - land development patterns that support a diverse regional economy

#### **Section 3.2.3 Our Water Resources**

- Policy .1 - maintain and upgrade water infrastructure
- Policy .8 - use of recycled water for landscaping etc.

#### **Section 3.2.4 Our Health**

- Policy .1 - promote and support physical activity, sense of place, social interaction, neighbourliness
- Policy .2 - strengthen healthy living focused on physical activity
- Policy .4 - active transportation initiatives
- Policy .6 - promote community health and safety through investments . . .
- Policy .9 - incorporate Healthy Built Environment principles in to plans
- Policy .10 - promote joint use agreements, project, programs, and facilities with SD 23
- Policy .11 - collaborate with SD 23 on location and design of schools

#### **Section 3.2.5 Our Food**

- Policy .2 - preserve and support sustainable agriculture activities and land base
- Policy .3 - coordinate with the ALC / MoA - consistency of bylaws, policies, regulations
- Policy .4 - promote urban agriculture
- Policy .5 - use of public lands for community gardens
- Policy .7 - promote the use of agriculture and ALR lands for food production and ancillary processing

### Section 3.2.6 Our Housing

- Policy .1 - encourage a variety of housing types, densities, choices and affordability
- Policy .3 - support new growth areas that include sustainable community and neighbourhood design - walkable / housing affordability and choice
- Policy .4 - advance affordable housing initiatives and increase the amount of transition and supportive housing

### Section 3.2.7 Our Climate

- Policy .2 - support innovative approaches and technologies to conserve energy / reduce GHG's
- Policy .4 - promote and support renewable energy infrastructure
- Policy .5 - encourage design / retrofitting of neighbourhoods to reduce travel distance, etc
- Policy .7 - develop mixed use compact communities
- Policy .8 - encourage land use and transportation infrastructure to withstand climate change and natural hazard impacts

### Section 3.2.8 Our Ecosystems

- Policy .5 - ensure a mix of parkland and open space to protect regionally significant ecosystems

### Section 3.2.9 Our Transportation

- Policy .5 - promote transit oriented development as well as active transportation in urban areas
- Policy .6 - integrate transportation and land use planning
- Policy .7 - encourage new education facilities to be located where they can be accessed by sustainable modes of transportation
- Policy .8 - prioritize funding for transit and non-motorized improvements
- Policy .10 - encourage major employers to create and support active transportation options
- Policy .11 - collaborate with SD 23 on safe routes to school

### Section 3.2.10 Our Governance

- Policy .2 - promote effective governance / service delivery by being transparent, accountable and accessible
- Policy .4 - coordinate long range land use, infrastructure and financial planning
- Policy .5 - maintain effective services
- Policy .6 - include assessment of social and economic benefits of arts, culture, tourism and recreation in decisions on land use

## **Attachment 5**

### **Policies Introducing New Possible Activity, Program or Projects**

#### **Section 3.2.3 Our Water Resources**

- Policy .2 - water source protection plans
- Policy .4 - integrated watershed planning
- Policy .6 - water resource planning / adaptation to climate change

#### **Section 3.2.4 Our Health**

- Policy .3 - regional partnership with Interior Health on population health monitoring
- Policy .7 - healthy community strategy

#### **Section 3.2.5 Our Food**

- Policy .1 - regional agricultural strategy

#### **Section 3.2.7 Our Climate**

- Policy .6 - plans, strategies, programs and assessments on GHG reduction

#### **Section 3.2.8 Our Ecosystems**

- Policy .1 - management of regional biodiversity practices
- Policy .8 - explore funding mechanisms to support regionally significant natural areas, open space and parkland acquisitions
- Policy .11 - research on local species at risk
- Policy .12 - develop regional conservation, watershed and other ecosystem-based plans and strategies



# Report to Council



**Date:** 12/16/2103  
**File:** 0100-01  
**To:** City Manager  
**From:** Danielle Noble-Brandt, Policy and Planning Department Manager  
**Subject:** Prioritization of Community Planning Documents  
Report Prepared by: Tracy Guidi, Sustainability Coordinator

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## **Recommendation:**

THAT Council receives for information, the report from the Department Manager of Policy and Planning, dated December 16, 2013, regarding the prioritization of special area community plan activities.

## **Purpose:**

To advise Council of the hierarchy of planning documents/procedures typically undertaken by City staff and to advise which special area community planning activities will be advanced by the Policy and Planning Department in 2014.

## **Background:**

Vibrant, thriving communities are the result of carefully executed strategic plans which balance the long term growth needs of the community through responsive planning processes (see *Appendix A: The Role of Planning* for details). Responsible community planning is vital to the creation of sustainable, safe, healthy and secure urban environment<sup>1</sup> and ensures:

- Economic stability and opportunities
- Areas for infrastructure investment
- Stability in land use
- Compatible interfaces
- Improved performance
- Protected resources
- Coordinated future development
- Orderly growth
- A community envisioned by its citizens

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<sup>1</sup> Canadian Institute of Planners, 2013. What is Planning? <http://www.cip-icu.ca/web/la/en/pa/3FC2AFA9F72245C4B8D2E709990D58C3/template.asp>

The establishment of community plans and subsequent implementation is legislated through the Provincial government *Local Government Act* and *Community Charter* (see *Appendix B: Legislation and the Hierarchy of Plans* for details). The *Corporate Plan* establishes a *Planning Project Timeline* (see *Appendix C: Project Planning Cycle*) to link the preparation and/or updating of major recurring interdepartmental plans such as the OCP, and other plans into a multi-year timeline to achieve orderly resource (human and capital) allocation and timely project delivery. In addition, *Council Policy 247: Hierarchy of Plans* establishes Kelowna's hierarchy of planning documents.<sup>2</sup>

Each year, many shorter term community planning issues that fall outside the scope of the operational/core activities listed in the Planning Project Timeline are identified. While it is critical to maintain the established Timeline for the major recurring interdepartmental plans, it is necessary to maintain capacity and resources to respond to the shorter term issues of a growing community. It is important to acknowledge that the steps that a local government takes, the processes through which decisions are made, and the allocation of staff time reflect the priorities set out by Council through the Official Community Plan and other bylaws.

Accordingly, Policy and Planning (P&P) has created an internal 'Prioritization Matrix' tool to evaluate shorter term projects and prioritize planning activities to ensure projects are successfully completed and implemented. This is not unlike *Council Policy 352: Sustainable Municipal Infrastructure* which was established to aid in the prioritization of capital infrastructure projects.

The Prioritization Matrix evaluates a series of potential Policy and Planning Projects that could be pursued in 2014. It provides a method of ranking the proposed projects in terms of their "fit" with a number of parameters or evaluation considerations. The matrix provides an opportunity for senior management and Council to understand the relative importance of these projects from a Policy staff perspective and to provide input based on their view of the highest priorities.

To establish alignment with Council and corporate priorities and to determine the highest value back to the community, the matrix utilizes a framework of criteria to arrive at a strong indication of priority:

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<sup>2</sup> City of Kelowna, 2011. Council Policy 247: Hierarchy of Plans.

<http://www.kelowna.ca/CityPage/Docs/PDFs/Council%5CPolicies/Hierarchy%20of%20Plans%2C%20Sector%20Plans%2C%20Structure%20Plans%2C%20Redevelopment%20Plans%20-%20Policy%20247.pdf>

<u>Evaluation Consideration</u>	<u>Maximum Points</u>
• Total number of population affected	10
• Implementation of OCP Goals	15
• Execution of Council priorities	10
• Implementation of Corporate values	10
• Ability to guide development and infrastructure decisions in response to the multiple bottom line	25
• External Considerations (ie. Legislative requirements, partnership responsiveness)	5
• Responsiveness to New and Emerging Issues	15
• Cost Effectiveness	10
<b>Total Points Available</b>	<b>100</b>

Utilizing this matrix, Staff have arrived at a list of recommended projects (see *Appendix D: Project Prioritization Matrix*) in a sequence that will be resourced to deliver on the higher priority items. This sequence of special planning projects will give Staff and the development community certainty with respect to timing and give guidance to development applications (either in-stream or pending) with respect to expected completion of plans that may inform a particular development or development area.

Ultimately the use of this matrix arrives at a sequence of planning activities to mobilize resources into the most impacted areas, aid current development approvals for those areas under the most pressure, and anticipate larger impact development proposals for areas of the City known to have interest.

The implementation sequence for 2014 is:

- |  |   |   |
|--|---|---|
| <ul style="list-style-type: none"> <li>○ Rutland Renaissance</li> <li>○ Hospital Phase 1</li> <li>○ Hospital Phase 2</li> <li>○ Community Amenities</li> </ul>   | } | To begin implementation on these projects                 |
| <hr style="border-top: 1px dashed black;"/> <ul style="list-style-type: none"> <li>○ Capri</li> <li>○ Downtown/Cultural Area Redevelopment Plan</li> <li>○ North End / Industrial</li> <li>○ Okanagan Indian Band</li> </ul> | } | Projects will be considered as resources become available |

The Project Prioritization Matrix meets with Council's support of the continued use of the multiple bottom line framework as outlined in the *Moving Opportunities Forward, Council Focus 2012 - 2014*. P&P Staff continue to seek a balanced approach; incorporating economic, social, cultural and environmental considerations to ensure the community's long term growth, prosperity and resiliency.

#### **Internal Circulation:**

Divisional Director, Community Planning & Real Estate Div. Director

General Manager, Infrastructure

Director/Approving Officer, Subdivision, Agriculture and Environment Services

Manager, Urban Planning



**Existing Policy:**

Council Policy 352: Sustainable Municipal Infrastructure

Council Policy 247: Hierarchy of Plans

Corporate Plan: Planning Project Timeline

**Considerations not applicable to this report:**

**Legal/Statutory Authority:**

**Legal/Statutory Procedural Requirements:**

**Financial/Budgetary Considerations:**

**Personnel Implications:**

**External Agency/Public Comments:**

**Communications Comments:**

**Alternate Recommendation:**

Submitted by:

Danielle Noble-Brandt, Policy and Planning Department Manager

Approved for inclusion:



Doug Gilchrist, Division Director of CP & RE

**Attachments:**

Appendix A: The Role of Planning

Appendix B: Corporate Plan - Project Planning Timeline

Appendix C: Legislation and the Hierarchy of Plans

Appendix D: Project Prioritization Matrix

cc:

Divisional Director, Community Planning & Real Estate

General Manager, Infrastructure

Director/Approving Officer, Subdivision, Agriculture and Environment Services  
Manager, Urban Planning

## **APPENDIX A: The Role of Planning**

Planning, as defined by the Canadian Institute of Planners (CIP), is “the scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of urban and rural communities.<sup>1</sup>”

Within the municipal context, planning deals with land use, social and community services, housing, cultural and heritage resources, economic development, finance, environment, transportation and infrastructure.<sup>2</sup> Planning can influence economic development, housing design, parks and recreation provision, public transportation, and community pride. Through these activities, community planning can enhance citizen quality of life, citizen engagement in Council decision-making, and uphold confidence in community decisions that are guided by a community-endorsed framework.

Under today’s environment, the shift to a more flexible, performance-based planning system under the larger municipal governance structure has been implemented with the following objectives:

- Enhance public sector efficiency and accordingly, increase public confidence;
- Ensure competitive arrangements and feasibility for progressive development proposals through the removal of outdated regulation;
- Provide clear and consistent guidelines which allow for the development of competitive industry;
- Work with the private sector to identify and collaborate on efficiency and consistency of development proposal reviews.

The Policy and Planning (P&P) department leads many of the Community Planning initiatives. The department’s role is to inform, consult, collaborate, research, monitor and prepare/update plans, policy, guidelines and bylaws to: create vital and resilient communities and guide development and infrastructure improvements that move the city towards the future envisioned by the citizens, as expressed in Council-endorsed community plans, while honoring the City’s heritage and unique culture. With a long-term and holistic view, staff identify impacts of alternative courses of action while taking a balanced approach that acknowledges economic, social, cultural and environmental considerations.

Developing a community without well defined Council/Community endorsed plans ultimately risks long term success of a community. As author Jane Jacobs states “designing a dream city is easy; rebuilding a living one takes imagination.” Examples of short term development planning without long term vision can be witnessed throughout much of North America. Urban sprawl, strip malls, box stores, and pavement dominate many landscapes and don’t contribute to a sense of place and require expensive investments in infrastructure to support them. Surrey, BC’s population, for example, increased 18.6% between the 2006 and 2011

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<sup>1</sup> Canadian Institute of Planners, 2013. What is Planning? <http://www.cip-icu.ca/web/la/en/pa/3FC2AFA9F72245C4B8D2E709990D58C3/template.asp>

<sup>2</sup> Ministry of Community, Sport and Social Development, 2013. Municipal Planning. [http://www.cscd.gov.bc.ca/lgd/municipality/municipal\\_planning.htm](http://www.cscd.gov.bc.ca/lgd/municipality/municipal_planning.htm)

census, double that of the Greater Vancouver Region.<sup>3</sup> The City is in the process of updating its decade old OCP “in ways that maximize the efficient use of urban land while minimizing the impacts of change in existing neighbourhoods,<sup>4</sup> and avoid the sprawl the community has been known for in the past.

Portland, Oregon, on the contrary, leads the way as a well planned, sustainable City in America. The City uses city wide strategic and comprehensive land use planning; neighborhood, district, economic, historic and environmental research, planning and urban design<sup>5</sup> to create a well-designed city with distinctive neighborhoods, a vibrant downtown, successful employment areas and an engaged community.<sup>6</sup>

Locally, policies, plans, and guidelines provide a direct link to current planning and development approvals. These documents help reduce speculation, provide certainty and provide a high degree of confidence and expectation for the community. In addition, staff informs and consults on how development applications meet long term community objectives.

One of the most recent examples that has sparked development is Kelowna’s Downtown Plan, adopted by Council in 2012. Kelowna residents feel the downtown is the heart and hub of the city. The downtown is key to Kelowna’s unique and authentic identity and to attracting residents, tourists and investment.<sup>7</sup> Since the Downtown Plans adoption, the area has not only seen the revitalization of Bernard Avenue, but it has also experienced exciting new opportunities that will enhance this core area, creating new economic and social opportunities while reducing the community’s environmental footprint. Projects underway include Interior Health’s project to co-locate some of its community services and programs that when complete will bring nearly 800 jobs into the downtown area and will also stimulate business, transit and housing in the area. Development is complete for the Worman Commercial building at 265 Lawrence Ave., which took advantage of the Revitalization Tax Exemption Program<sup>8</sup> (an outcome of the Downtown Plan). Monaco development at the corner of Doyle and St. Paul was recently approved and will help accommodate some the 4,800 new community residents expected by 2030.<sup>9</sup>

Following the policies and plans as approved also provide security for the City in terms of infrastructure implementation and upgrades. Deviating from the plans has the potential to increase infrastructure costs and/or shift implementation timelines established in other capital plans.

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<sup>3</sup> Statistics Canada, 2013. Surrey Census Profile. <http://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=5915004&Geo2=CD&Code2=5915&Data=Count&SearchText=Surrey&SearchType=Begins&SearchPR=59&B1=All&Custom=&TABID=1>

<sup>4</sup> City of Surrey, 2013. PlanSurrey2013, Planning Context. <http://www.surrey.ca/city-services/1318.aspx>

<sup>5</sup> City of Portland, 2013. Planning and Sustainability, What We do. <http://www.portlandoregon.gov/bps/50531>

<sup>6</sup> City of Portland, 2011. City of Portland Bureau of Planning and Sustainability, 2011 – 2013 Strategic Plan.

<http://www.portlandoregon.gov/bps/article/336131>

<sup>7</sup> City of Kelowna, 2012. My Downtown.

[http://www.kelowna.ca/CityPage/Docs/PDFs//Strategic%20Planning/Downtown\\_Plan/2012-02-28\\_Downtown\\_Plan\\_Report\\_FINAL.pdf](http://www.kelowna.ca/CityPage/Docs/PDFs//Strategic%20Planning/Downtown_Plan/2012-02-28_Downtown_Plan_Report_FINAL.pdf)

<sup>8</sup> City of Kelowna, April 15, 2013. Downtown Plan Annual Update, Report to Council.

<sup>9</sup> City of Kelowna, 2012. My Downtown.

[http://www.kelowna.ca/CityPage/Docs/PDFs//Strategic%20Planning/Downtown\\_Plan/2012-02-28\\_Downtown\\_Plan\\_Report\\_FINAL.pdf](http://www.kelowna.ca/CityPage/Docs/PDFs//Strategic%20Planning/Downtown_Plan/2012-02-28_Downtown_Plan_Report_FINAL.pdf)

The success of implementation of planning initiatives often is due to the engagement of the public in building the plans. Community planning needs to be seen as “a process for local government to engage their citizens and others in order to establish a vision, goals and policies for achieving social, economic and environmental sustainability.”<sup>10</sup>

*Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.”*

Jane Jacobs

Whether initiated by staff or by development applicants, consultation during the planning process provides multiple benefits. If done effectively, consultation helps:

- Community leaders and decision makers, such as local councillors, understand the perspectives, opinions and concerns of the citizens and stakeholders they represent;
- Strengthen networks and build cooperative and trusting relationships between public service sector organizations, community groups and organizations, and businesses;
- Overcome polarization and reducing conflict, and establishing an environment where the public’s opinions are valued and respected; and
- Potentially promote civic capacity through greater public understanding of and participation in political practices and civic affairs, and build community capacity.<sup>11</sup>
- Empower residents to influence change to shape the future of the plan area.

Ultimately, consultation ensures community buy-in and a smoother process for Public Hearings for development Proposals.

To ensure public consultation and engagement is done effectively, Communications has developed resources for staff to help develop and implement appropriate, timely and effective public engagement strategies and tactics.

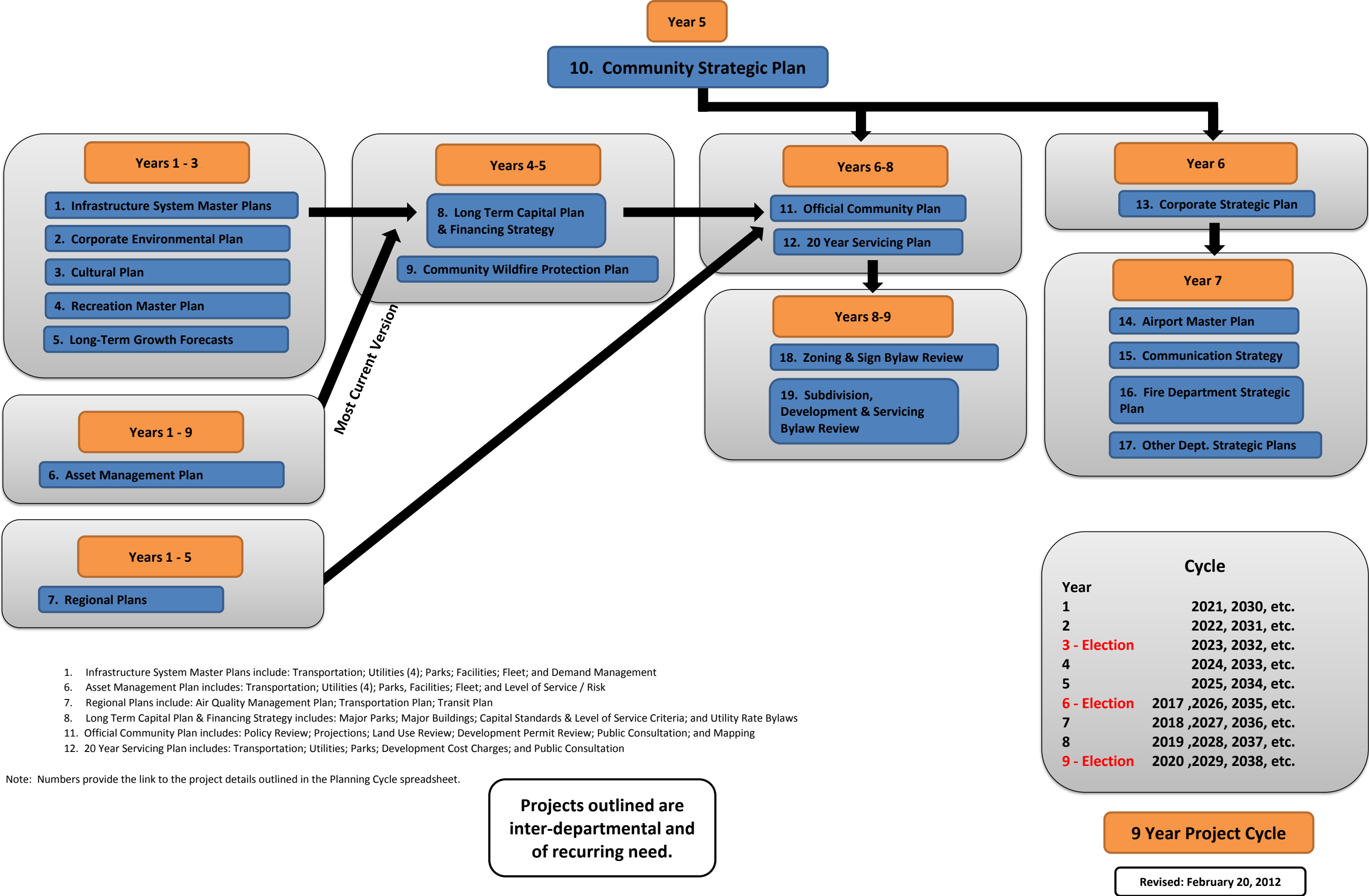
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<sup>10</sup> Ministry of Community, Sport and Cultural Development, 2013. Community Planning. [http://www.cscd.gov.bc.ca/lgd/planning/community\\_planning.htm](http://www.cscd.gov.bc.ca/lgd/planning/community_planning.htm)

<sup>11</sup> Chuong, K., Maksimowski, S., Marini, M., and Walton, K., 2012. Report for the City of Guelph: Community Engagement Policies in National and International Municipalities. [http://guelph.ca/wp-content/uploads/Report\\_CommunityEngagementPoliciesinNationalandInternationalMunicipalities.pdf](http://guelph.ca/wp-content/uploads/Report_CommunityEngagementPoliciesinNationalandInternationalMunicipalities.pdf)

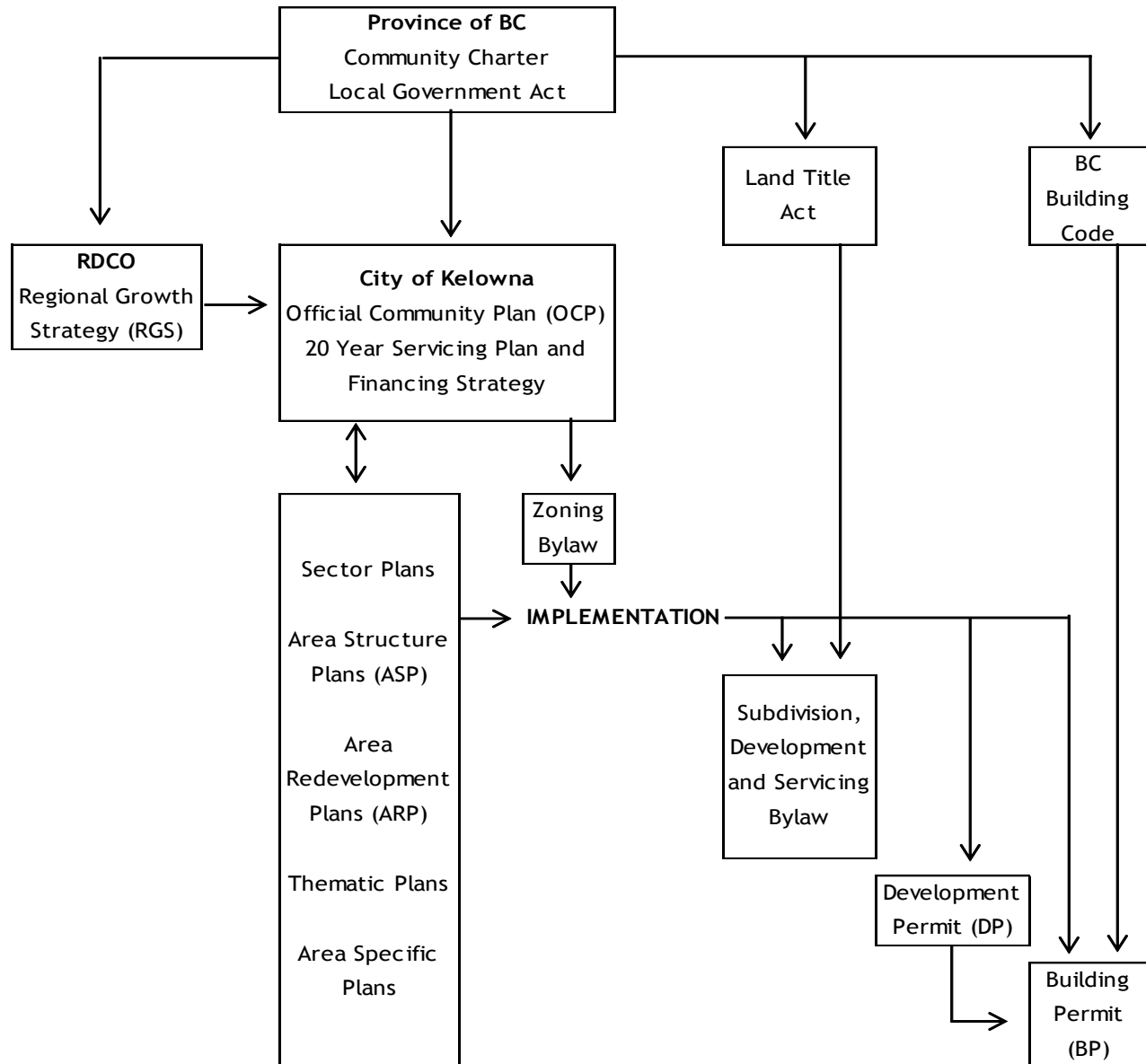


# Project Planning Cycle



## APPENDIX B: Legislation and the Hierarchy of Plans

Community planning and subsequent implementation is legislated through the Provincial government *Local Government Act* and *Community Charter* and illustrated in the flow chart below.



At the provincial level, the Community Charter establishes a set of provincial - municipal relations. The Local Government Act (LGA) government establishes the basic purposes of local government while providing the principles that guide the relationships between local government and the province.<sup>1</sup>

<sup>1</sup> Ministry of Municipal Affairs. Municipalities and the New Local Government Act.  
[http://www.cscd.gov.bc.ca/lgd/policy\\_research/library/lga\\_guide\\_municipal.pdf](http://www.cscd.gov.bc.ca/lgd/policy_research/library/lga_guide_municipal.pdf)

At a regional level, the LGA provides the authority for the creation of a Regional Growth Strategy. This strategy provides the long range planning direction for regional district and municipal official community plans (OCPs) and provides a basis for decisions regarding implementation of provincial programs in the area.<sup>2</sup>

At a municipal level, the *Local Government Act* allows for the creation of community plans that can be directed at the community as a whole, specific neighbourhoods or individual properties. The *Corporate Plan's Planning Project Timeline* links the preparation and/or updating of major recurring interdepartmental plans such as the OCP, Community Strategic Plan and other plans into a multi-year timeline to ensure resources are budgeted and timely completion of projects. *Council Policy 247: Hierarchy of Plans* establishes the hierarchy of planning documents as well as outlines the level of detail expected within each planning document.<sup>3</sup> The policy establishes the following hierarchy:

- **Official Community Plan (OCP)** - is a statement of goals and policies that provides an overall framework for decisions, over a period of five more years, on a range of areas relating to local governance such as planning, land-use, housing, building and other development, social policies and programs, environmental conservation, and neighborhood character. An OCP deals with issues expected to arise over the coming twenty-year period. These plans are typically reviewed/refined every five years to ensure that the OCP continues to meet community needs.
- **Sector Plans** - are undertaken for large areas of the City, which may contain portions of developed and undeveloped land. The Sector Plan will work towards those objectives and policies stated in the OCP.
- **Area Structure Plans (ASP)** - are prepared by an individual land owner or owners of the majority of land for areas identified in the Official Community Plan as ASP areas.
- **Area Redevelopment Plans (ARP)** - are undertaken for developed areas of the City where there are existing services and the area is experiencing pressures for re-development or infill development that would significantly increase building height or density beyond existing zoning. An ARP works towards those objectives and policies stated in the Official Community Plan.

Official Community Plans (OCPs) shape the way our communities are built. An OCP is a statement of goals and policies that provides an overall framework for decisions, over a period of five more years, on a range of areas relating to local governance such as planning, land-use, housing, building and other development, social policies and programs, environmental conservation, and neighborhood character. Sector Plans, ASPs and ARPs build on the OCP through providing more detailed guidance in smaller areas of the City.

The Zoning Bylaw puts the vision of the Official Community Plan into practical, legalistic terms.<sup>4</sup> While the Subdivision and Servicing Bylaw regulates the works and services that are

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<sup>2</sup> Ministry of Community, Sport and Cultural Development, 2013. Regional Growth Strategies.

[http://www.cscd.gov.bc.ca/lgd/planning/growth\\_strategies.htm](http://www.cscd.gov.bc.ca/lgd/planning/growth_strategies.htm)

<sup>3</sup> City of Kelowna, 2011. Council Policy 247: Hierarchy of Plans.

<http://www.kelowna.ca/CityPage/Docs/PDFs/Council%5CPolicies/Hierarchy%20of%20Plans%2C%20Sector%20Plans%2C%20Structure%20Plans%2C%20Redevelopment%20Plans%20-%20Policy%20247.pdf>

<sup>4</sup> Ministry of Community, Sport and Cultural Development, 2013. Zoning.

<http://www.cscd.gov.bc.ca/lgd/planning/zoning.htm>

required as part of the subdivision of land<sup>5</sup> according to the various zones. The LGA also allows for the designation of Development Permit Areas (DPAs) through the OCP process. Development Permits (DP) must be obtained outlining how development meets the guidelines and objectives of the DPA.

The Local Government Act also allows for a variety of non-legislative planning methods which can be directed at particular sectors such as economic development, social development, housing, parks, or environmental management.<sup>6</sup>

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<sup>5</sup> Ministry of Community, Sport and Cultural Development, 2013. Subdivision Servicing Bylaw.  
[http://www.cscd.gov.bc.ca/lgd/planning/subdivision\\_approval.htm](http://www.cscd.gov.bc.ca/lgd/planning/subdivision_approval.htm)

<sup>6</sup> Ministry of Community, Sport and Cultural Development, 2013. Community Planning.  
[http://www.cscd.gov.bc.ca/lgd/planning/community\\_planning.htm](http://www.cscd.gov.bc.ca/lgd/planning/community_planning.htm)



# PRIORITIZATION OF COMMUNITY PLANNING DOCUMENTS



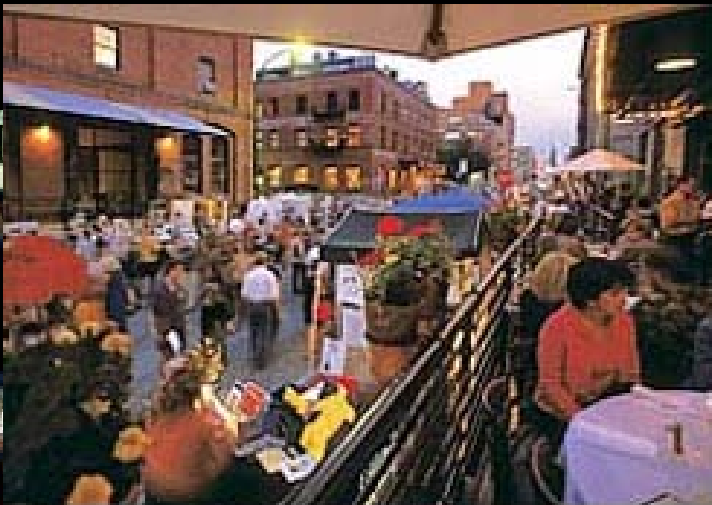
## WHY PLANNING?

Responsible community planning ensures:

- ▶ Economic stability and opportunities
- ▶ Areas for infrastructure investment
- ▶ Stability in land use
- ▶ Compatible interfaces
- ▶ Improved performance
- ▶ Protected resources
- ▶ Coordinated future development
- ▶ Orderly growth
- ▶ A community envisioned by its citizens







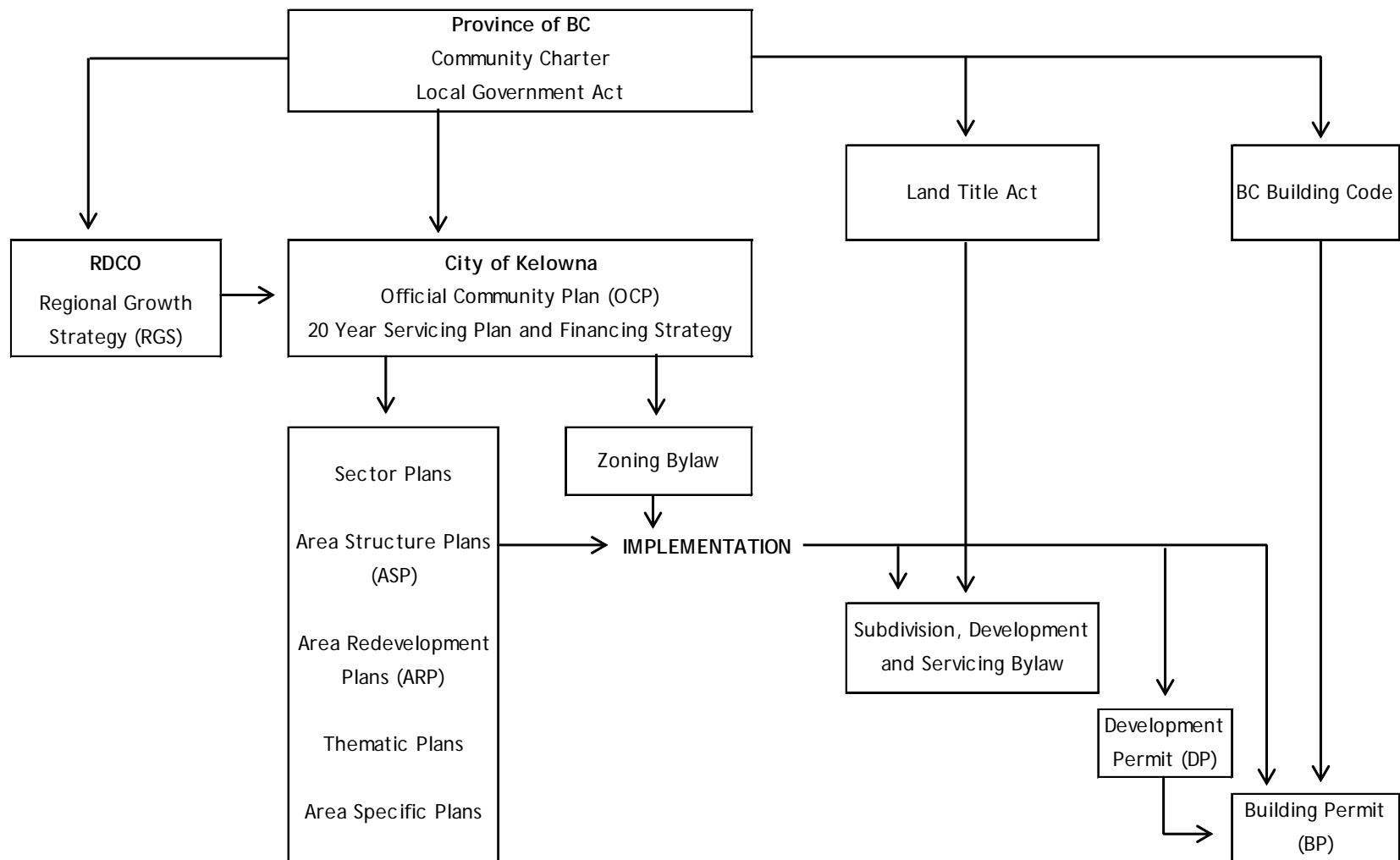


## LOCAL SUCCESSES: THE DOWNTOWN PLAN

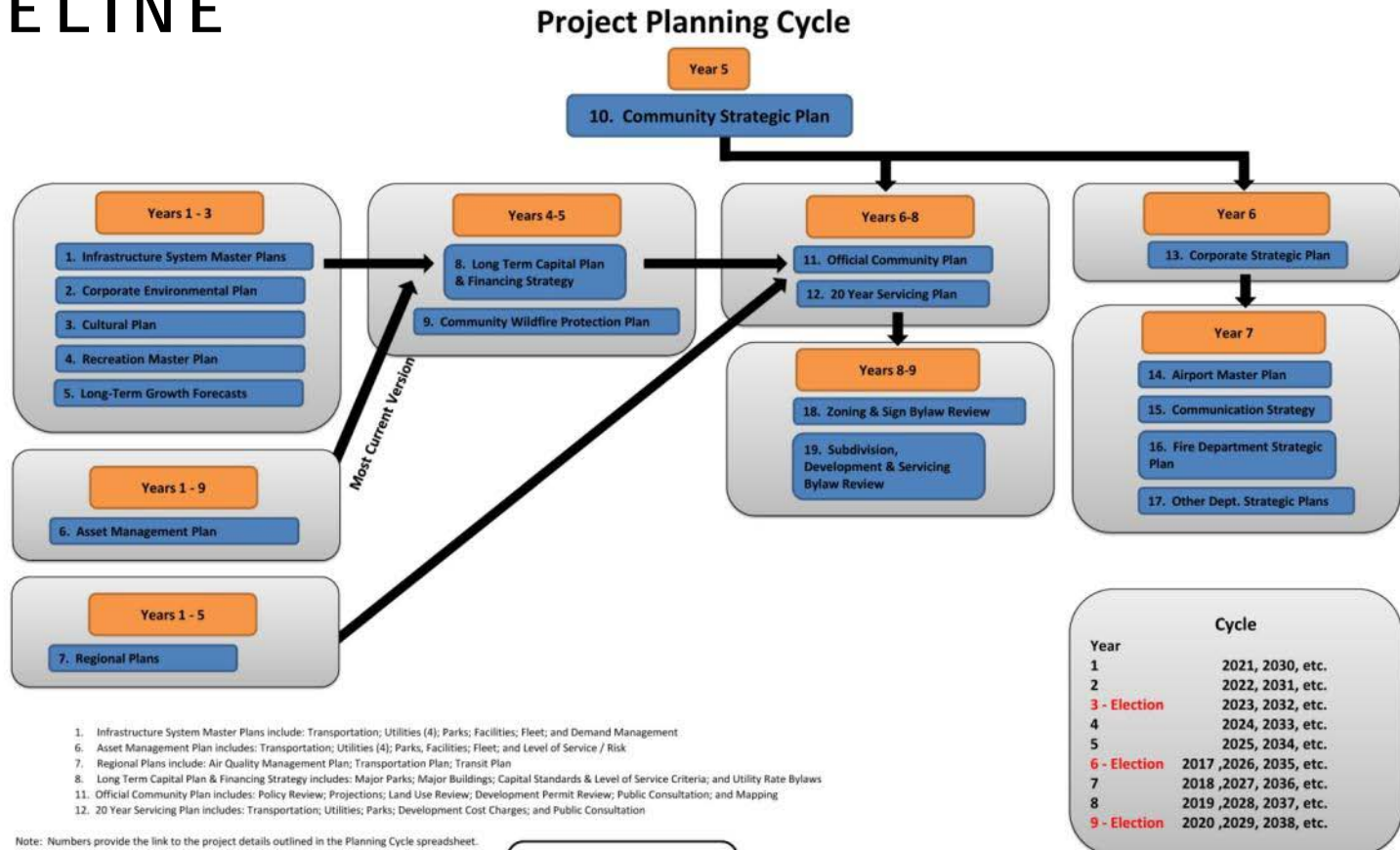
- ▶ Revitalization of Bernard
- ▶ Interior Health Relocation Project
- ▶ Worman Commercial Building
- ▶ Monaco Development



# LEGISLATION & PLAN HIERARCHY



# CORPORATE PLAN: PLANNING PROJECT TIMELINE



# PROJECT PRIORITIZATION MATRIX

EVALUATION CONSIDERATION	MAXIMUM POINTS
Total number of population affected	10
Implementation of OCP Goals	15
Execution of Council priorities	10
Implementation of Corporate values	10
Ability to guide development and infrastructure decisions in response to the multiple bottom line	25
External Considerations (ie. Legislative requirements, partnership responsiveness)	5
Responsiveness to New and Emerging Issues	15
Cost Effectiveness	10
<b>TOTAL</b>	<b>100</b>



# RECOMMENDED 2014 PROJECT IMPLEMENTATION

- ▶ Rutland Renaissance
- ▶ Hospital Phase 1
- ▶ Hospital Phase 2
- ▶ Community Amenities

Recommended to begin  
implementation on these  
projects

- 
- ▶ Capri
  - ▶ Downtown/Cultural Area  
Redevelopment Plan
  - ▶ North End / Industrial
  - ▶ Okanagan Indian Band

Projects will be considered  
as resources become  
available