



**RDOS**

**Electoral Area “A”**

**OCP Update**

Photo by Kyle Pearce, CC

**PLANNING OUR FUTURE TOGETHER**

# Official Community Plan Update

## COMMUNITY PROFILE

December 2019

# Area “A” Community Profile

<b>Project Overview</b>	2
What is an Official Community Plan?	2
Area “A” OCP Update	3
<b>Regional Context</b>	4
Geography	4
Relevant Plans and Studies	5
Growth Management and the Regional Growth Strategy	6
<b>Local Context</b>	8
History	8
Core Communities	9
Kilpoola	9
Osoyoos Mountain Estates	9
Population and Demographics	11
Health and Wellbeing	17
Housing and Development	18
Land Use and Development	22
Resource Area	23
Agricultural	23
Residential	26
Commercial	27
Industrial	27
Administrative, Cultural & Institutional	27
Parks & Recreation	29
Natural Environment	29
Infrastructure & Servicing	31
Transportation	33
Energy	34
Climate Change and Greenhouse Gas (GHG) Emissions	34
First Nations	36
Osoyoos Indian Band	37

# Project Overview

## What is an Official Community Plan?

An official community plan provides guidance and policies on a broad range of topics including land-use, transportation, housing, parks and infrastructure.

Official community plans are developed through public consultation and professional planning practices. The objectives and policy statements within them should reflect the collective desires of the people within the planning area. Local governments then use official community plans to help guide and support decision-making on many important community matters including economic development, transportation, recreation, environmental protection, and more. Official community plans also designate land for specific purposes, like commercial office, retail, residential, park, and industrial.

BC local governments are given the authority to adopt an official community plan through the *Local Government Act* (LGA), which describes what must be included in an official community plan, what may optionally be included in it, and what steps need to be followed for it to be adopted. The required content of an official community plan is defined in Section 471 of the LGA.

This OCP should be re-examined and updated every decade to ensure that it continues to reflect the long-range planning objectives of residents and the regional district. Updates also ensure that it remains consistent with other procedures, bylaws and government implementation tools.

The principle functions of this OCP are to:

- Establish goals, directions and broad development strategies to guide the future growth of Area “A”.
- Provide policy guidance for development, programs, municipal budgets, actions and services.
- Provide a basis for coordinating land use decisions.
- Provide a basis for the amendment of land use regulations, such as the Zoning Bylaw.
- Provide a general policy basis for assessing proposals for change or development not currently anticipated.

Before it can come into effect, an OCP must be adopted by the Regional Board as an official Bylaw. Once adopted, any decisions made on land use, the subdivision of land, development and other related matters must be consistent with the goals, objectives and policies included in the OCP.

## Area “A” OCP Update

The Regional District of Okanagan Similkameen (RDOS) launched a project to review and update the OCP for Electoral Area “A” in October 2019. The existing OCP for Area “A” was completed in 2004 and updated in 2008 based on the Provincial requirement for GHG reduction targets and policies. It has been amended several times due to Provincial policies and legislative changes including the *Farm Practices Protection (Right to Farm) Act* in 2011, new Development Approval Information policy (2013), a new Agricultural Protection Area (2014) and Environmentally Sensitive Development Guidelines (ESDPAs) in 2017.

The OCP establishes policies around development and land use and gives direction to other community plans, including capital plans, transportation strategies and the like. The OCP also ensures that decisions from different RDOS departments (e.g., Public Works, Development Services, Finance) are aligned and working towards a common direction - a thriving and sustainable Electoral Area “A”.

In the time since the current OCP was updated, there have been several changes to Provincial legislation as well as the adoption of an updated Regional Growth Strategy for the South Okanagan, all of which need to be reflected in the revised OCP.

The OCP update project for Area “A” is intended to complement those in four other electoral areas of the RDOS. The OCP for Electoral Area “F” was updated in 2018, Electoral Area “D-1” was updated in 2016, Electoral Area “D-2” (now Area “I”) East Skaha, Vaseux was updated in 2013, and Electoral Area “H” was updated in 2012.

All other Electoral OCPs (some dating back over 20-years) went through a Repeal and Re-enactment process in 2008 that generally standardized the bylaws but did not substantially alter the policies in each bylaw.

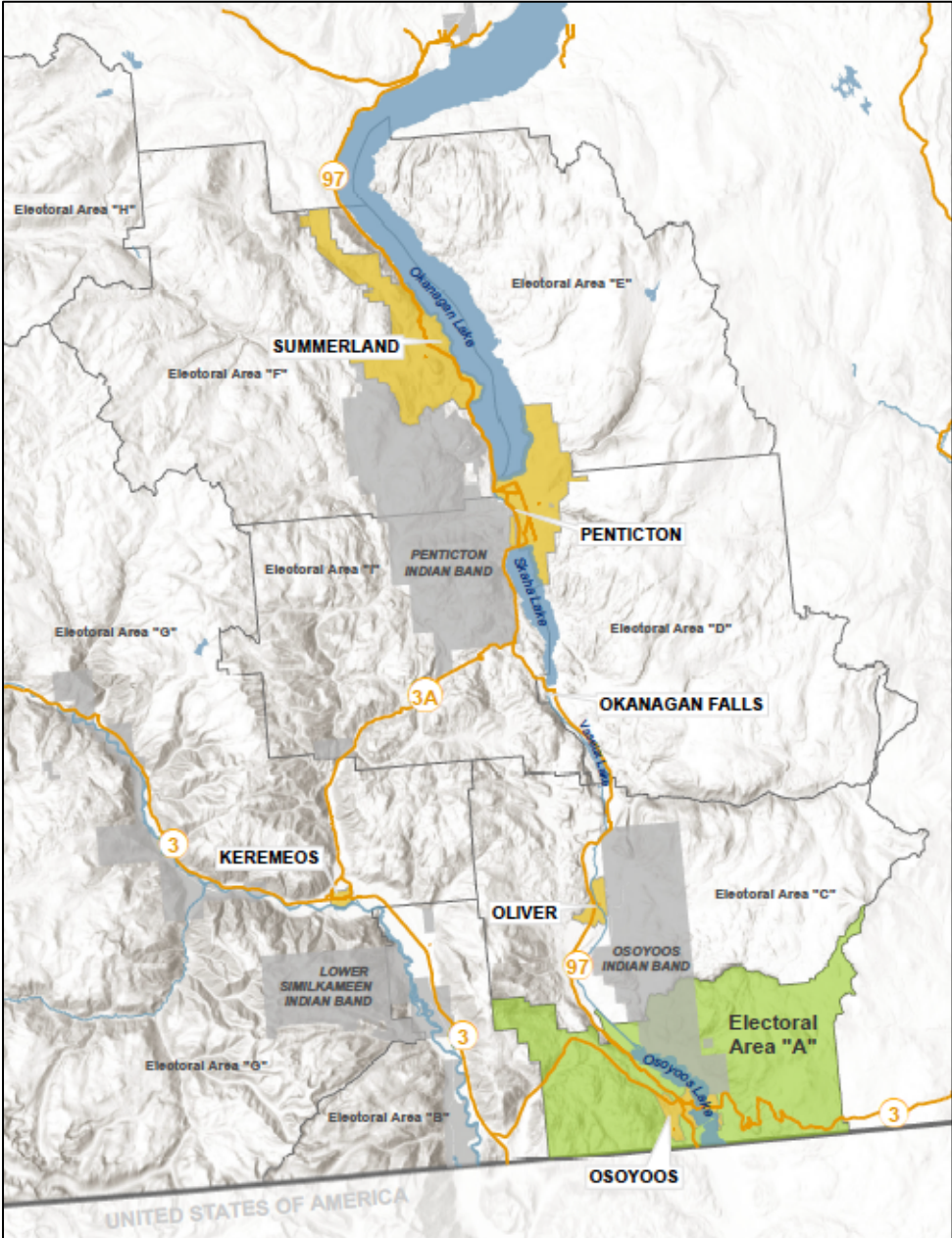


# Regional Context

## Geography

Covering 313 square kilometres, Electoral Area “A” is located in the Regional District of Okanagan-Similkameen (RDOS) at the south end of the Okanagan Valley on the international border of Canada with the United States of America. The rural Osoyoos area is the smallest Electoral Area in the region and makes up 2.8% of the total area of the RDOS. The entire Osoyoos area includes rural Osoyoos, Osoyoos Indian Band lands, and the Town of Osoyoos.

Map 1: Electoral Area “A”



## Relevant Plans and Studies

Several relevant plans and supporting reports and documents were reviewed for this Background Report. These included:

- Agricultural Plan. Regional District of Okanagan-Similkameen, Electoral Area “A” & the Town of Osoyoos, 2011
- South Okanagan Regional Growth Strategy, RDOS, 2016
- Keeping Nature in Our Future: A Biodiversity Conservation Strategy for the South Okanagan Similkameen, South Okanagan Conservation Program, 2015
- Regional Heritage Strategic Plan, 2015
- Public Report Climate Action Revenue Incentive (CARIP) Public Report for 2013, RDOS, March 2014
- BC Community Energy Emissions Inventory, 2007, 2010, and 2012
- Growing in the Okanagan, 2013 Economic Profile Okanagan Valley, Okanagan Valley Economic Development Society, 2013
- Regional Trails Master Plan, Cascade Environmental Resource Group Ltd., March 2012
- Regional District of Okanagan Similkameen Electoral Areas Community Climate Action Plan, Stantec Consulting Ltd, January 2011
- Solid Waste Management Plan, AECOM, June 2011
- Environmental Issues and Options for the South Okanagan Regional Growth Strategy Volume 1: Background, Hobson and Associates, June 2006
- Air Quality Management Plan, RDOS, 2006
- Regal Ridge Vision 2020, OCP and Rezoning application, 2008

## Growth Management and the Regional Growth Strategy

Under the *Local Government Act*, if a Regional Growth Strategy has been adopted, Official Community Plans must be consistent with the Regional Growth Strategy. Subsequent to that, future Official Community Plans must be congruent with the Regional Growth Strategy.

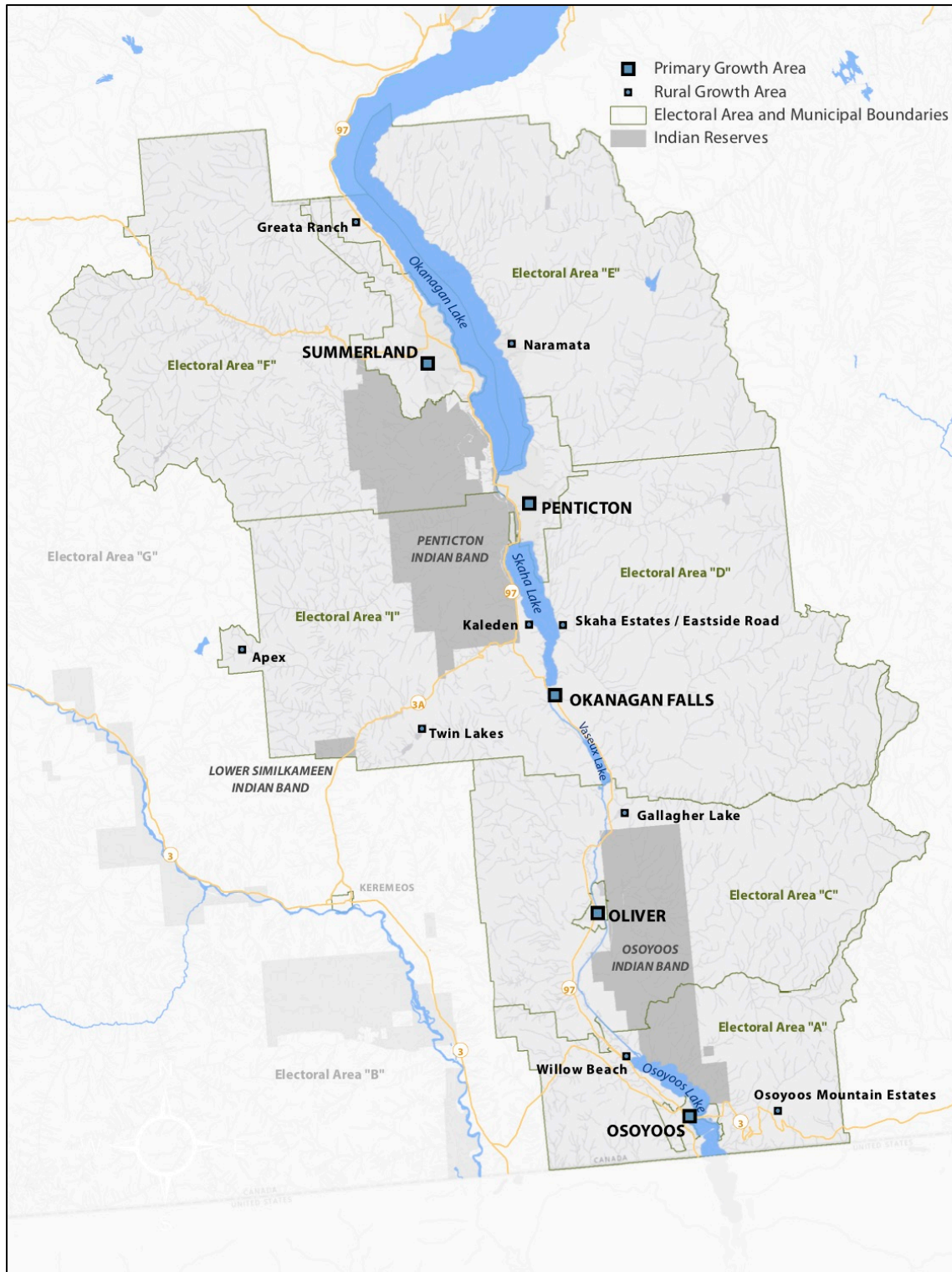
In January 2017, the RDOS adopted Bylaw No. 2770, 2017, an updated South Okanagan Regional Growth Strategy (RGS) for the South Okanagan. While most future growth in the south Okanagan Valley area is to be directed to *Primary Growth Areas* such as the Town of Osoyoos, City of Penticton, and the District of Summerland, Area “A” includes Willow Beach and Osoyoos Mountain Estates (previously known as Regal Ridge Estates) as designated *Rural Growth Areas*. Rural Growth Areas are identified as having:

- Established rural settlement areas with a minimum of 200 lots and/or dwelling units;
- Community water or community sewer services in place;
- Existing commercial, industrial or parks development; or
- Where development has been predetermined.

The Willowbeach development was, at the time the original RGS was adopted (2010), proposed to encompass up to 1,100 residential units and was therefore included as a rural growth area. The proposed development application was never adopted; subsequently there have been other proposals and incomplete rezoning applications. Currently (November 2019) there is an application for 80 residential units, a small park, and a conservation area. The amendment bylaw has not had first reading and several items need to be completed prior to the holding of a public hearing.

The original Regal Ridge development, started in 2003, was an ambitious residential and mixed use proposal located atop Anarchist Mountain to the east of the Town of Osoyoos. The proposal was planned for several hundred residential units and commercial space. Around 2010, the developer was facing bankruptcy and under new ownership, the development was renamed Osoyoos Mountain Estates.

Map 2: South Okanagan Regional Growth Strategy Designated Growth Areas



# Local Context

## History

Indigenous people have lived in the RDOS area for thousands of years prior to the arrival of Europeans. The original people of the Okanagan are known as the Syilx speaking people – the “Okanagans” and according to their history have been in the area since the beginning of people on this land. The Okanagans (Syilx) people occupied an area that extended over approximately 69,000 square kilometres. The northern area of this territory stretched from the area of Mica Creek, just north of modern day Revelstoke, BC and east to Kootenay Lake. The southern boundary extended to the vicinity of Wilbur, Washington and the western border extended into the Nicola Valley.

Okanagan First Nations once travelled widely to fishing, gathering and hunting areas. Each year, the first harvests of roots, berries, fish and game were celebrated by ceremonies honouring the food chiefs who provided for the people. During the winter, people returned to permanent winter villages. The names of many of the settlements in the Okanagan Valley – Osoyoos, Keremeos, Penticton and Kelowna – all come from Indigenous words for these settled areas and attest to the long history of the Syilx people on this land.

Osoyoos means ‘narrowing of the waters’ or ‘sand bar across’ and was the original place name for the area where the water was shallow enough to walk across. Nk’Mip was originally the name of the village at the north end of Osoyoos.

The non-Indigenous historical records of the plan area date back to 1821 with establishment of the Hudson’s Bay Fur Brigade trail. The trail represented a fur trading supply route through the Okanagan Valley north to Kamloops. With the United States and Canada boundary settlement in 1847, alternative trails were developed from Kamloops through the Fraser Canyon to Fort Langley. The last brigade took the trail in 1847.

Non-Indigenous settlement in the plan area began in the mid 1850’s. During this period, several of the settlements known today were established (e.g., Okanagan Falls). Due to the absence of a public roadway system connecting the early settlements, stern-wheeler boats played an important role in transporting supplies to residents, and agricultural products to trail heads at the three Okanagan Valley centres.

The first fruit trees planted in the Okanagan were planted by Hiram “Okanogan” Smith on his land beside Osoyoos Lake. Over the years the region established itself as an agricultural area. Orchard development increased towards the early 1900’s when land speculators bought out the estates of the early ranchers and subdivided the parcels into smaller lots, some with irrigation systems. Grapes and wine making emerged as a new industry in the late 1950s and early 1960s.

## Core Communities

The two settlement areas noted and shown in Area “A” are Kilpoola and Osoyoos Mountain Estates.

There are also smaller, rural residential agglomerations in the planning area, including the area south of S'wiws (Haynes Point Park) located along Osoyoos Lake where there are approximately 120 parcels within the Low Density Residential designation. The Town of Osoyoos provides a community water system to these residential properties. These properties do not have a community sewer system. Neither of these residential clusters are designated as rural growth areas.

### Kilpoola

Kilpoola is an area consisting of a variety of land designations but the main rural residential area is the mostly Small Holdings (SH) designated properties west of Osoyoos and south of Highway 3, located along Old Richter Pass Road and Kruger Mountain Road. The area is also located just south of Spotted Lake. There are approximately 53 SH designated parcels in this community.

There are no community water or sewer systems servicing this area. Kilpoola is not designated as a rural growth area.

### Osoyoos Mountain Estates

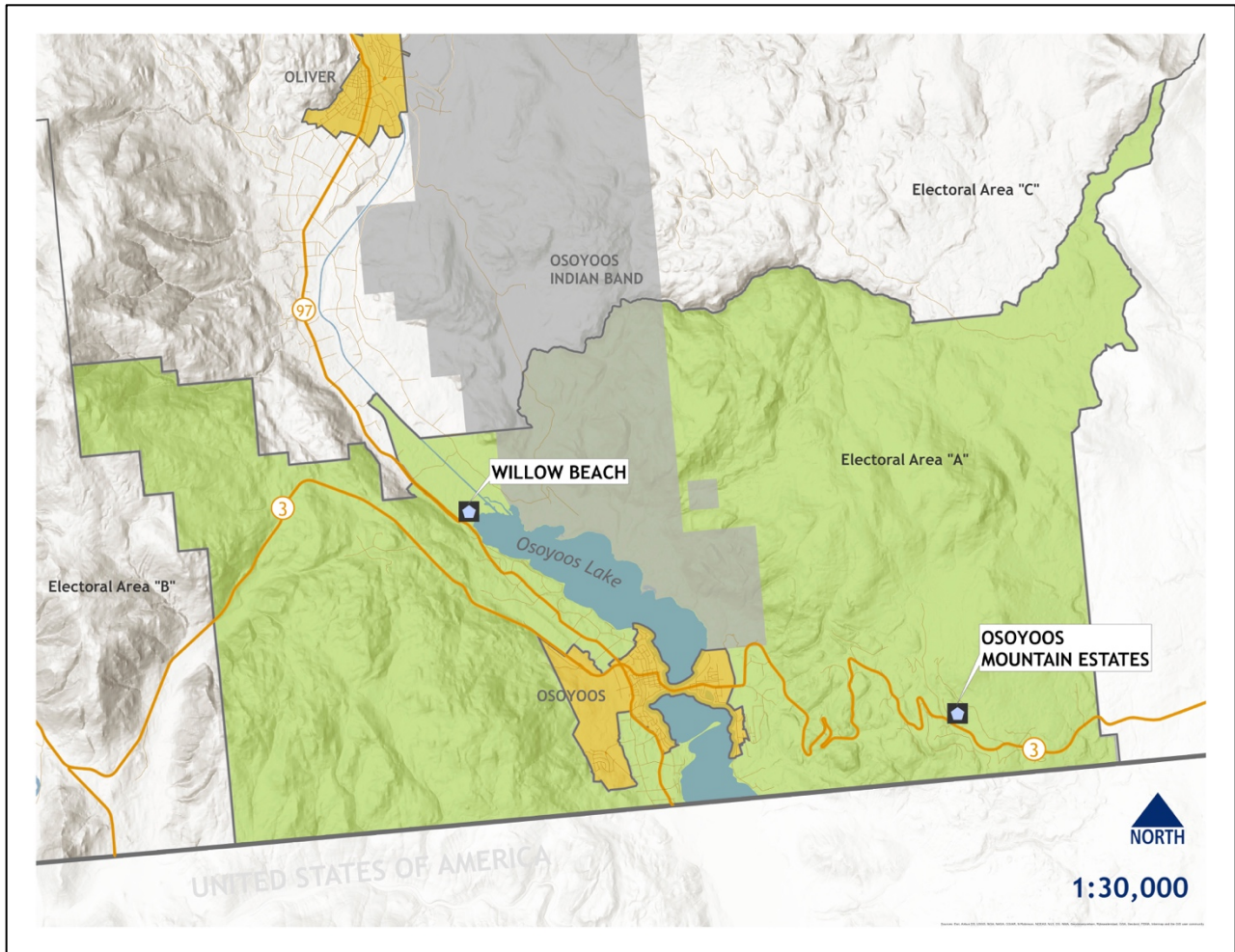
Osoyoos Mountain Estates are located approximately 15 km east of the Town of Osoyoos, and includes the Anarchist Mountain Summit. The total area of parcels considered as part of the original ‘Regal Ridge’ development was approximately 2,290 hectares. The Regal Ridge development began in 2003 with an application to rezone the existing Resource Area designation to a variety of land use designations including Large Holdings, Small Holdings, Commercial and Conservation. A number of roads and homes were developed.

Around 2010, the developer faced financial challenges and the development was eventually taken over by others and renamed Osoyoos Mountain Estates. There does not appear to be any plan to pursue future expansion of the area.

Currently there are approximately 178 homes located in the Osoyoos Mountain Estates area. There are no community water or sewer services within this area.



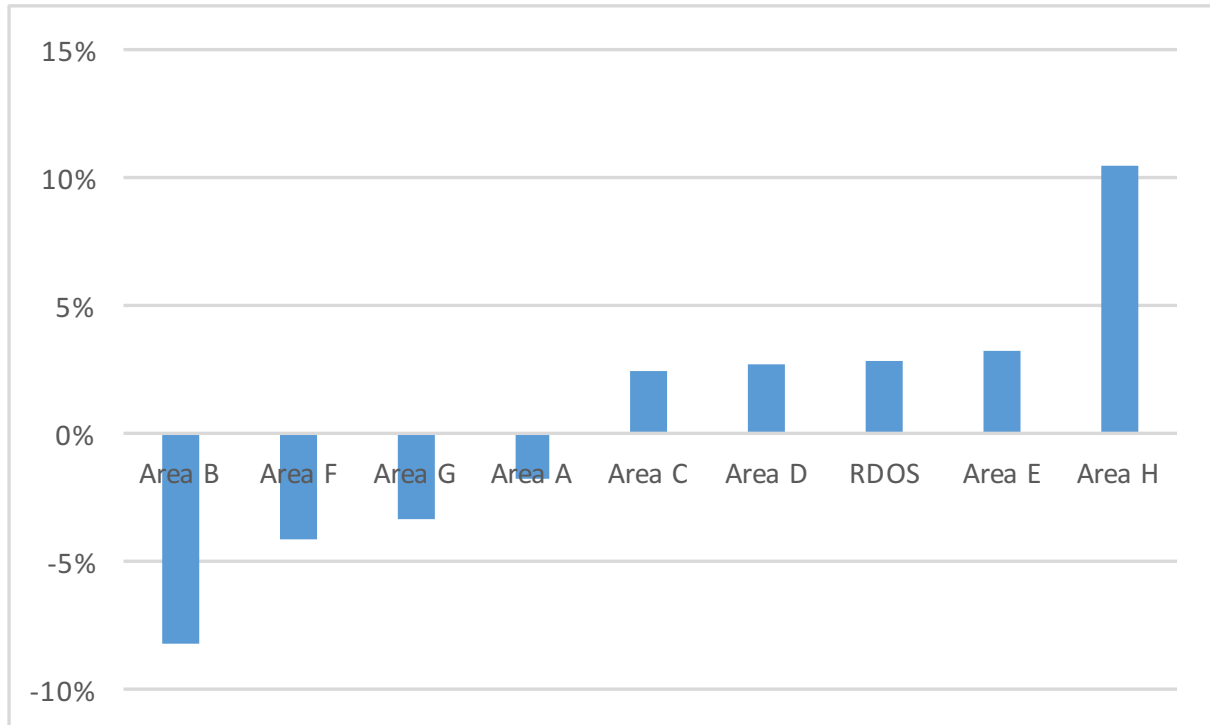
Map 3: Area "A" Settlement Areas



## Population and Demographics<sup>1</sup>

The total population of Electoral Area “A” decreased slightly between 2011 and 2016, from 1,892 residents to 1,858, a change of 34 fewer residents or 2%. Of the eight electoral areas that comprise the RDOS, half grew in population between 2011 and 2016 while the other half declined. Overall the population of the RDOS grew by 3% in this five-year time period (see Figure 1).

**Figure 1: Regional Growth Rate Comparisons 2011 – 2016**



The age and gender distribution of Area “A” is illustrated in Figure 2. Overall, approximately 51% of the population is female and 49% male. In Area “A”, the “baby boomer” generation (currently aged 55 - 75 years old) makes up the largest proportion of the population (46% of the population in 2016). In comparison, the 20 - 34 year age group comprised only 5% of the population in the 2016 census. The Figure 2 profile provides a strong contrast to the Province of BC as shown in Figure 3. Both show an aging population; however, the proportion of residents aged 20 - 34 years in Area “A” is quite low relative to the provincial average.

In 2016, the median age in Area “A” was 58 years, while the provincial median age was 43 years - a difference of 15 years. The median age for Area “A” is also higher than that of the RDOS. In the RDOS as a whole, the median age in 2016 was 55 years. Area “A”

<sup>1</sup> All data is from the Statistics Canada 2011/2016 Census of Canada unless otherwise stated.



has a significantly higher proportion of older residents in proportion to youth and young adults as is graphically illustrated when comparing figures 2 and 3.

Figure 2: Area “A” 2016 Population by Gender and Age Cohort

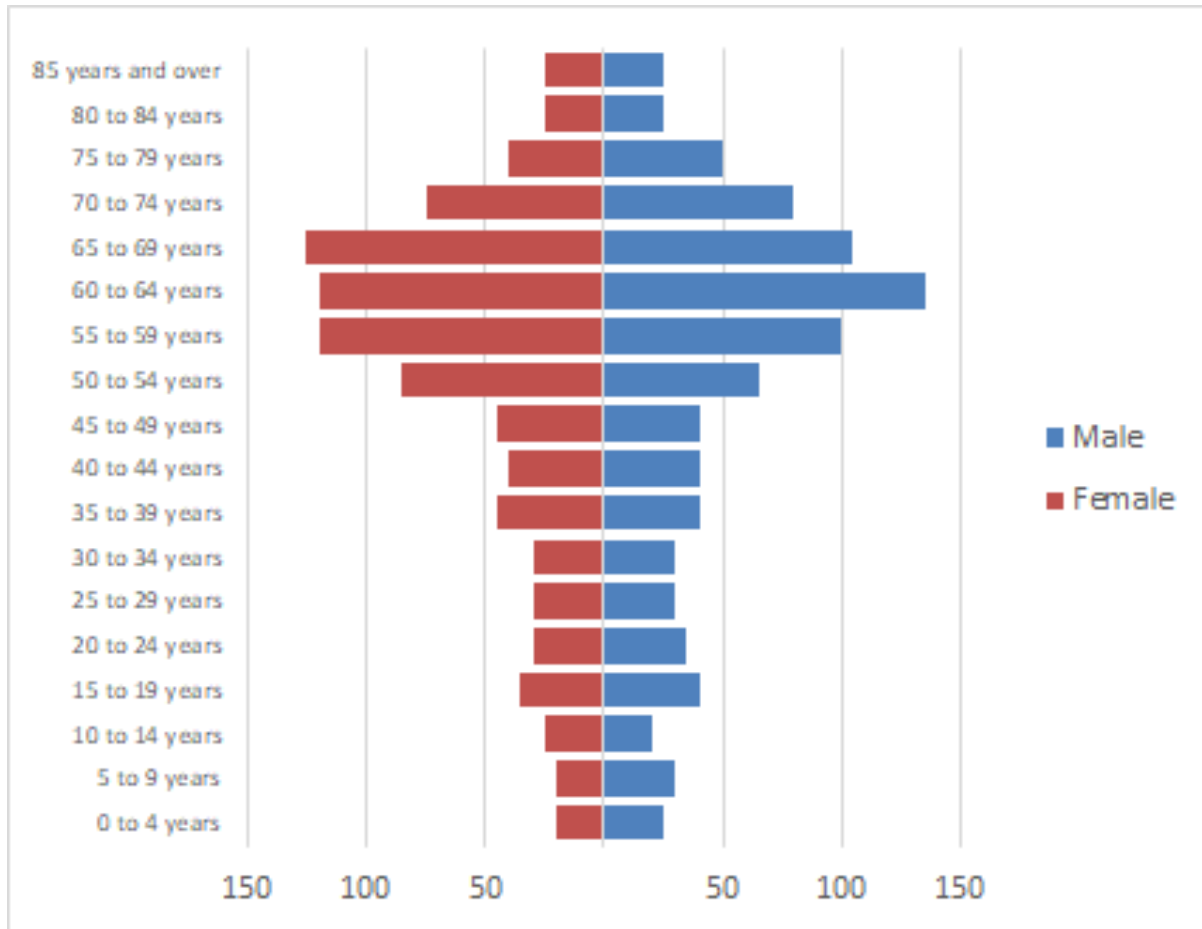
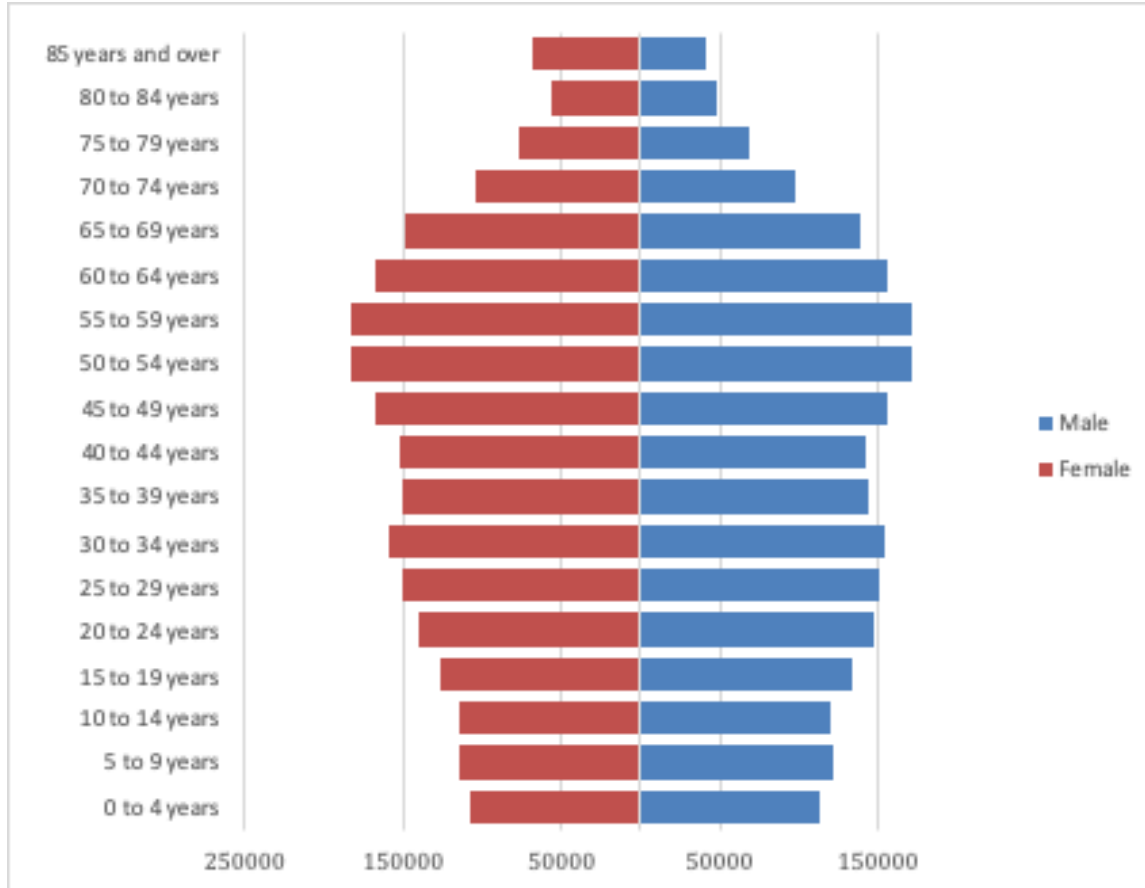


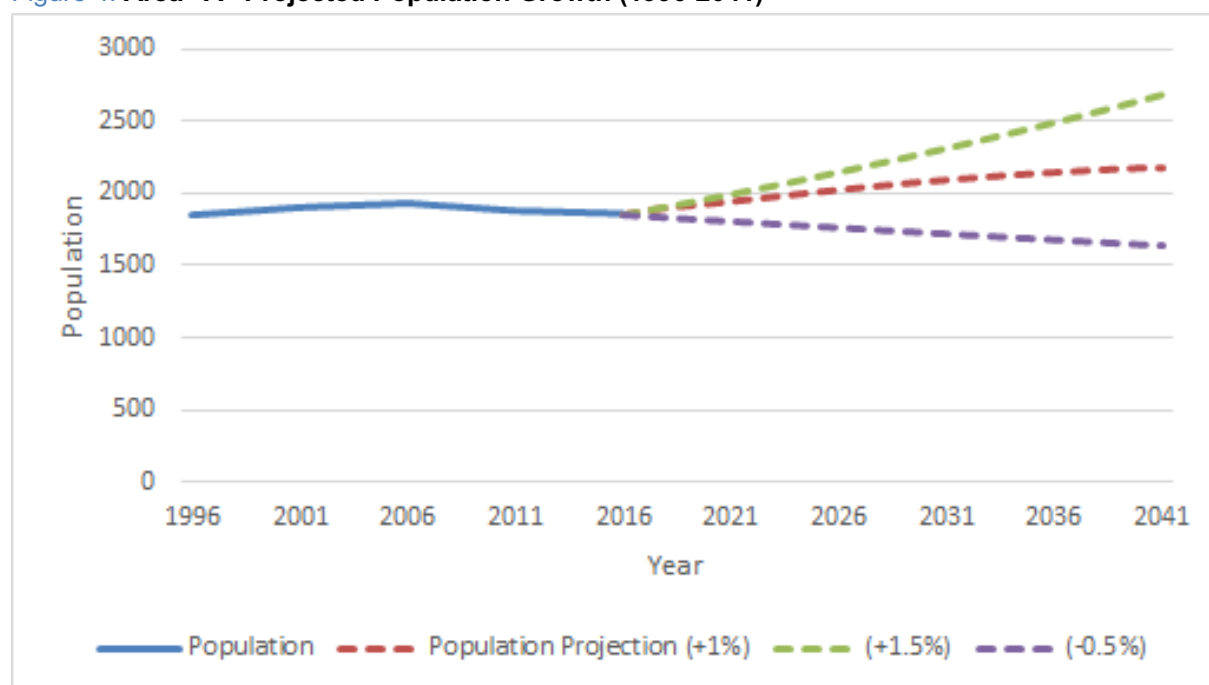
Figure 3: BC 2016 Population by Gender and Age Cohort



### Population Growth

Total population figures from 1996 - 2016 suggest a stable population with a slight decline from 2006 to 2016 (Figure 4). If modest population growth or decline were to continue for the next 20 years, the population would be between 1,637 and 2,175 by 2041, given scenarios of +1% growth, +1.5% growth or -0.5% decline.

Figure 4: Area “A” Projected Population Growth (1996-2041)

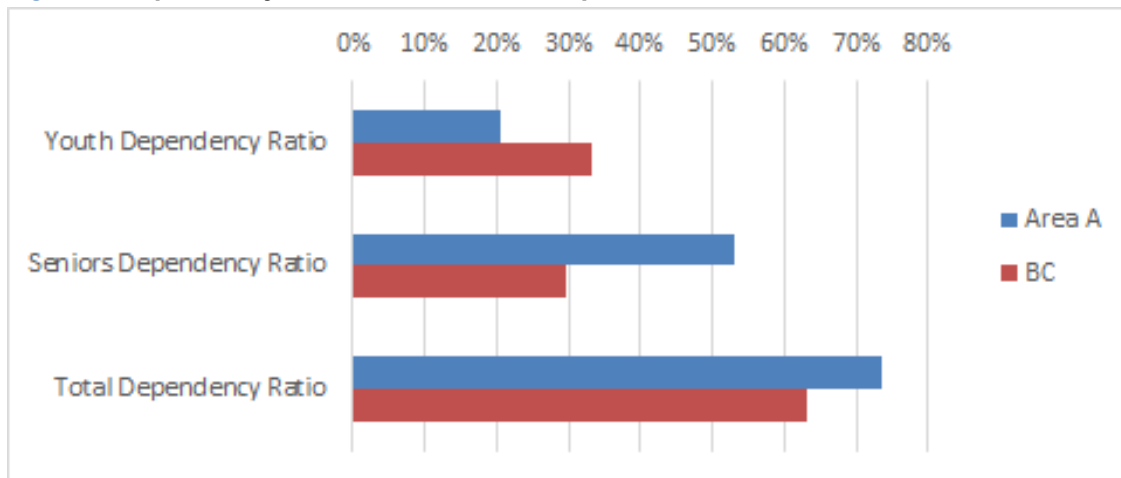


### Dependency Ratio

The dependency ratio, which measures the proportion of youth (0-19) and seniors (age 65+) per 100 workers (i.e., people of working age, 20-64)<sup>2</sup>, highlights the age composition of a given population as it changes over time. In Area “A”, the dependency ratio is 74%, meaning there are 74 dependents for each of 100 workers (Figure 5). This figure is higher than the B.C. provincial average, largely due to the significant number of seniors living in the area. As the last segment of the baby boomer generation continues to age and retire, this older segment of the proportion is expected to remain high or even increase.

<sup>2</sup> Definition of Dependency Ratio from Statistics Canada <https://www150.statcan.gc.ca/n1/pub/82-221-x/2012002/def/def4-eng.htm#co4drx>

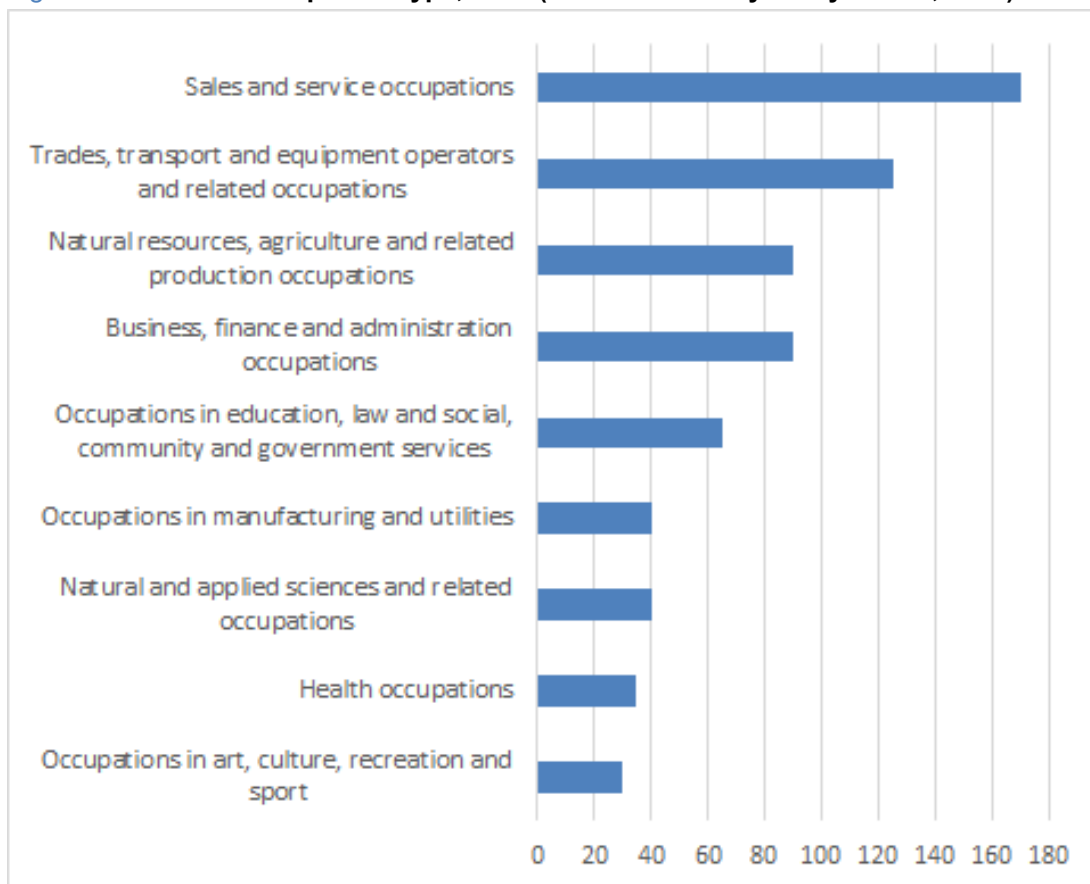
Figure 5: Dependency Ratios in Area “A” compared to BC, 2016



**Employment and Income**

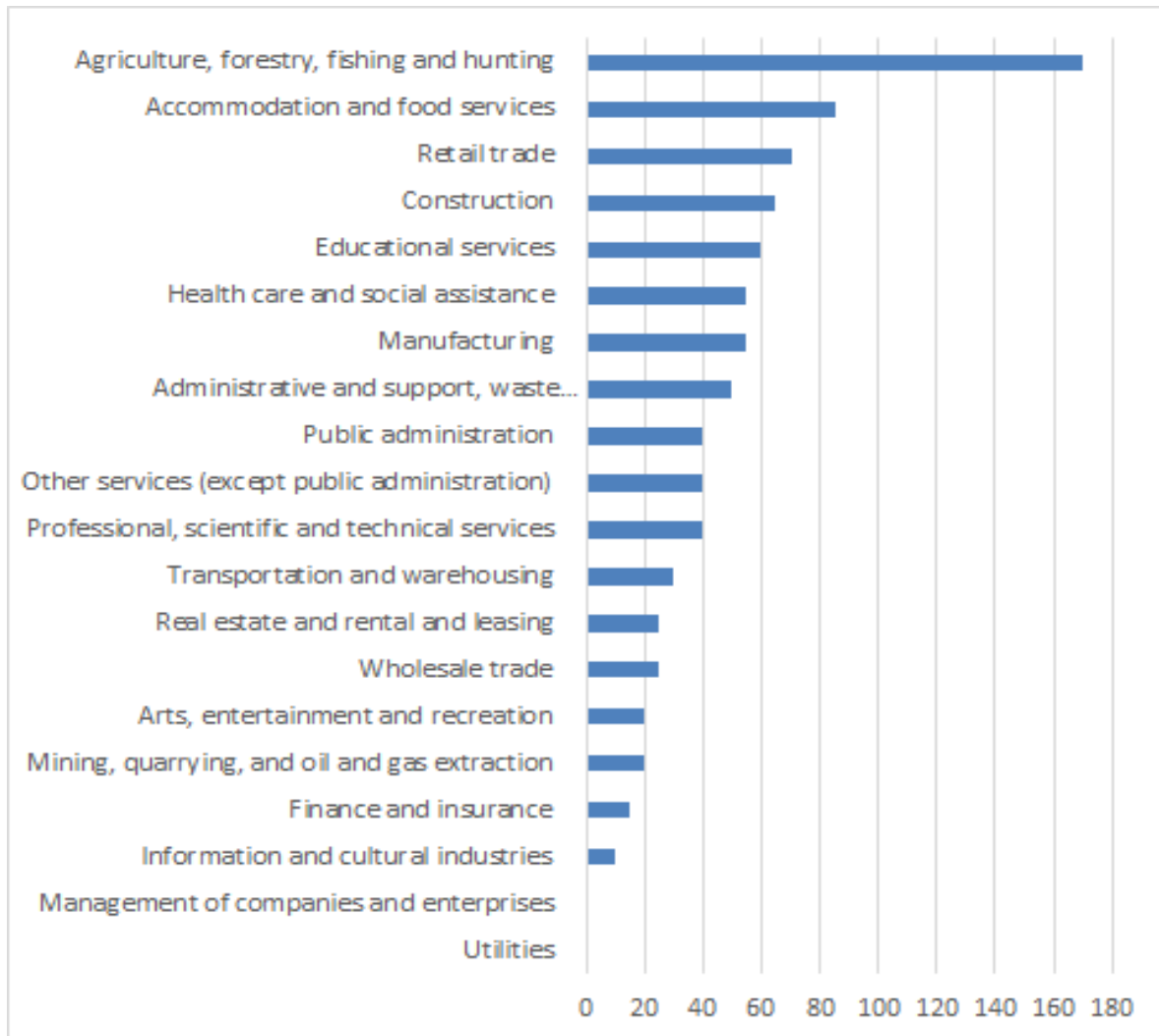
According to 2016 ESRI Community Analyst data, of Area “A” residents in the labour force, the top five occupation types are as follows: Sales and Service; Business, Finance and Administration; Trades, Transport/Equipment Operators; Management Occupations; and Health.

Figure 6: Area “A” Occupation Type, 2016 (ESRI Community Analyst Data, 2019)



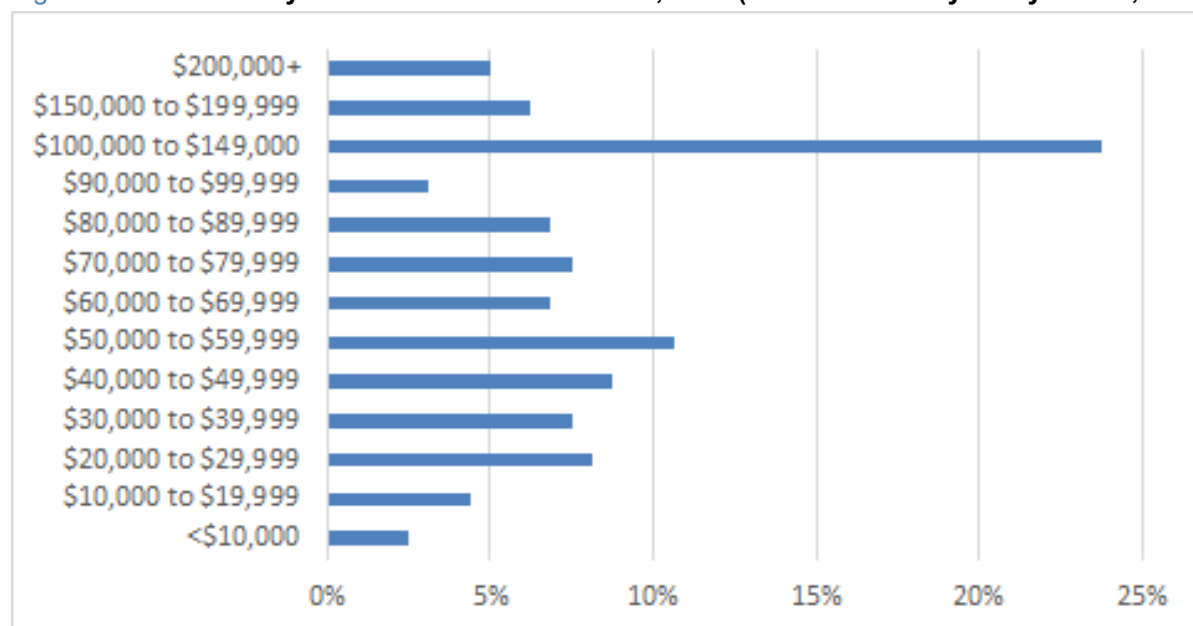
According to 2016 ESRI Community Analyst data, the top five types of industry in Area “A” includes Agriculture, Forestry, Fishing and Hunting; Accommodation and Food Services; Retail Trade; Construction; and Educational Services (Figure 7).

Figure 7: Types of Industry in Area “A”, 2016 (ESRI Community Analyst Data, 2019)



According to 2016 ESRI Community Analyst data, 24% of residents in Area “A” have a current income by household between \$100,000 to \$149,000, with 11% in the \$50,000 to \$59,000, 9% in \$40,000 - \$49,000 range and 8% in the \$70,000 to \$79,000. This shows 1/4 of the population’s household income is almost double that of the rest of the population that earns below \$80,000.

Figure 8: Household by Current Income in Area “A”, 2016 (ESRI Community Analyst Data, 2019)



## Health and Wellbeing

Electoral Area “A” is within the South Okanagan Local Health Area, which is within the Okanagan Health Service Delivery Area and the Interior Health Authority. While there are not any health services located in Area “A”, there is easy access to a wide range of health services in Osoyoos and Oliver. The South Okanagan General Hospital is in Oliver, a drive of approximately 20 minutes north of Osoyoos. People that do not have access to a vehicle or are unable to drive (such as seniors) may find it hard to access the available health care services.

The “A” area has a relatively mature and aging population; however, due to the small and rural nature of the communities in the area, there are no assisted living facilities in the area itself. There are assisted living facilities within a short driving distance in the Town of Osoyoos, the Town of Oliver, and other larger communities.

The challenge of finding physicians to locate into the Osoyoos area is a common one for rural communities.

## Housing and Development

Homes and communities are a vital element of the quality of life in Area “A”. Sustainable and enduring communities include housing opportunities for people in all stages of life, different family types, a range of financial situations, and for individuals and families with special needs.

### Housing and Growth

There are 800 housing units in Area “A”. Over the past 10 years, 45 new single-family homes were built. This represents an increase of 5.6% over a decade, which is a compound annual growth rate of 0.5%. Population increase may be even less due to declining family sizes.

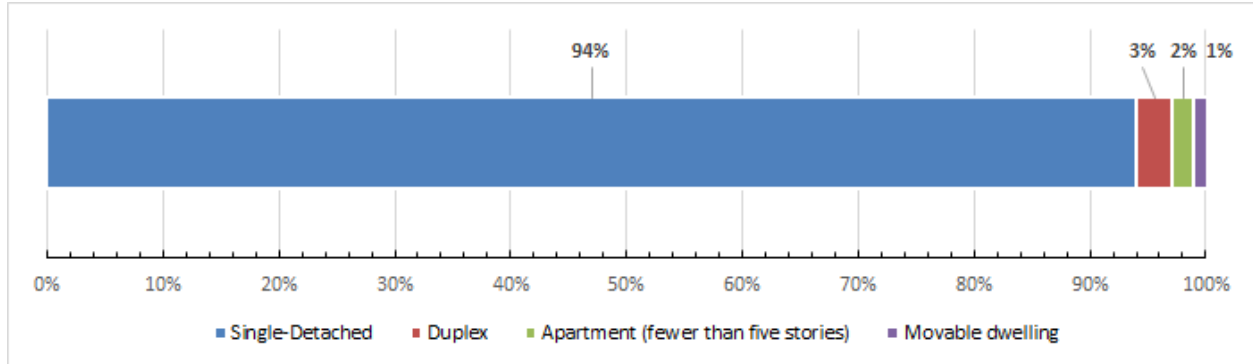
The number of residential building permits in primary growth and rural areas has increased by 6% over the past 5 years, highlighting an increase in housing units. Only 43% of these new dwellings were single-family dwellings, which is significantly less than the historic average of 67%. However, housing has become less affordable, as the median home price increased by 32.5%. The affordability ratio – the median home price compared to the median home income – increased from 6.7 to 7.8, well beyond the common threshold of 3.0 or 3.5.[1] Since 2016, two affordable seniors housing complexes have been developed in Summerland and Okanagan Falls.

In 2010, RDOS adopted a Regional Growth Strategy (RGS) for the South Okanagan (see *Growth Management and the Regional Growth Strategy*). Within Area “A”, the RGS designates Willowbeach and Osoyoos Mountain Estates as a Rural Growth Areas. The revised OCP will be required to designate the specific growth boundaries in the Rural Growth Area based on service areas, designations and existing zoning.

### Housing Types

The overwhelming majority of housing in Area “A” consists of single-detached homes (Figure 9). This comprises 94% of all housing. The remaining housing forms are mobile homes and duplex/semi-detached housing. There are no apartment units in Area “A”. Generally, the housing in Area “A” is relatively low-density and dispersed.

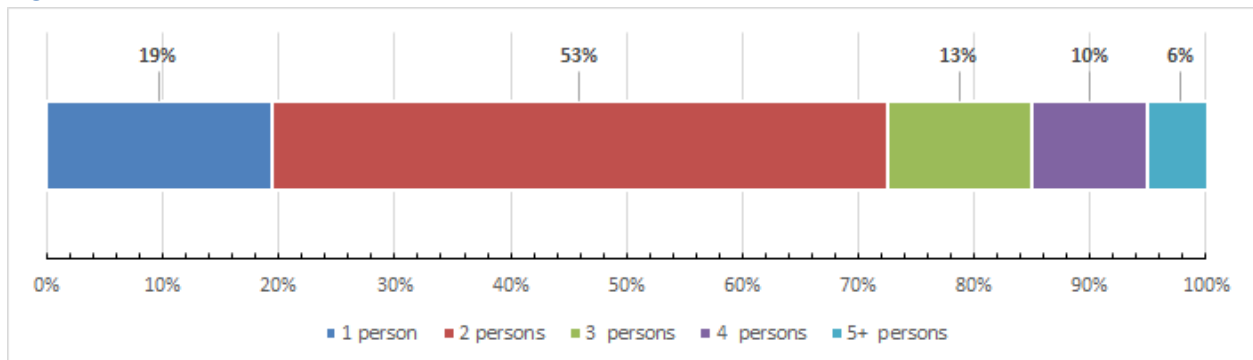
Figure 9: Housing by Dwelling Type in Area “A”, 2016



### Household Size

Most households (53%) in Area “A” are two person households (Figure 10). Together, one and two person households account for 72% of households. These smaller household sizes are consistent with the older population in the planning area.

Figure 10: Area “A” Household Size, 2016



### Number of New Units Required

Overall, to meet basic housing demand, an additional 50 units will be required by 2024 due to population growth. The number of units required to meet anticipated housing needs was calculated by applying projected growth rates to baseline housing numbers from the 2016 census. Most of this growth will be for the group aged 65-84.

### Households in Core Housing Need

In RDOS Area A, there are a total of 30 total households (4%) in core housing need. Renter households are more likely to be in a state of core housing need than owner households. In 2016, 20 renter households were in core housing need, as compared to 0 owner households.



## Core Housing Need

			2006	2011	2016
Total households in core housing need (30%+ of total income on shelter costs)	<b>Total</b>	#	165	35	30
		%	21%	4%	4%
	<b>Owner</b>	#	110	35	0
		%	18%	5%	0%
	<b>Renter</b>	#	60	0	20
		%	43%	0%	14%

### Households in Extreme Core Housing Need

Overall, there are 15 total households (2%) in extreme core housing need. As with core housing need, renter households are far more likely to be in extreme core housing need than owner households. In 2016, 10 renter households were in extreme core housing need, as compared to 0 owner households.

## Extreme Core Housing Need

			2006	2011	2016
Total households in extreme core housing need (50%+ of total income on shelter costs)	<b>Total</b>	#	70	0	15
		%	9%	0%	2%
	<b>Owner</b>	#	50	0	0
		%	8%	0%	0%
	<b>Renter</b>	#	15	0	10
		%	11%	0%	7%

## Identified Housing Needs

RDOS Area A has an aging population. The majority of residents in RDOS Area A are between 65 and 84. This population group is expected to increase by over 25% over the next decade. In addition, the proportion of long-term residents who have not moved in more than 5 years is also increasing. This emphasizes the need for appropriate housing to allow residents to age in place. This may include home adaptations, age-friendly apartments close to amenities, or seniors housing developments. In addition, the RDOS Area A should increase employment opportunities in the health care and social assistance sector, such as in-home caregivers, cleaning, meal delivery and other services.

Maintaining and adapting housing units will be an important future consideration as housing units age. Currently, more than 50% of housing units in the RDOS Area A were built before 1991. Houses older than 20 years may require increased maintenance and major components may need to be replaced. With an aging population there is also a need for home modifications to accessible, safe, and independent living.

Renter vulnerability has increased over the years. Both renter and owner households' average income are increasing, but there is a gap between renter and owner average incomes. Renter households are more likely to be in core housing need compared to owner households.

Though average household incomes have increased rapidly over the past five years, labour market participation has decreased, and unemployment has increased in the RDOS Area A. This may emphasize a need for programs and services in RDOS Area A that support residents without employment income to access housing. This may include affordable housing developments and financial and housing expense management.

---

[1][http://www.rdosmaps.bc.ca/min\\_bylaws/planning/rgs/Regional\\_Snapshots/RegionalSnapshot\\_2016.pdf](http://www.rdosmaps.bc.ca/min_bylaws/planning/rgs/Regional_Snapshots/RegionalSnapshot_2016.pdf)

## Land Use and Development

This section provides an overview of land use and development in Area “A” using existing land use designations. Designations are illustrated on the next map.

A significant land area is occupied by Osoyoos Indian Band which is not captured in the table below. The table identifies the current OCP land use designations and parcel counts for each.

Figure 11: Area “A” land area, current OCP designations and parcels

OCP Designation		Total Hectares	Number of Parcels
<b>Rural Designations</b>			
<b>RA</b>	Resource Area	12,496.58	70
<b>AG</b>	Agriculture	3,785.91	453
<b>LH</b>	Large Holdings	1,201.21	150
<b>SH</b>	Small Holdings	1,392.61	398
<b>Residential Designations</b>			
<b>LR</b>	Low Density Residential	66.67	383
<b>MR</b>	Medium Density Residential	5.44	4
<b>Commercial Designations</b>			
<b>C</b>	Commercial	20.65	5
<b>CT</b>	Commercial Tourism	8.91	12
<b>Industrial Designations</b>			
<b>I</b>	Industrial	21.67	7
<b>Community Services and Administrative Designations</b>			
<b>AI</b>	Administrative, Cultural and Institutional	6.92	7
<b>P</b>	Parks, Recreation and Trails	5,162.68	75
<b>CA</b>	Conservation Area	1,604.52	51
<b>TOTALS</b>		<b>25,773.77</b>	<b>1,615</b>

## Resource Area

Resource Areas are large parcels of land, primarily 20 ha or greater, comprising both private and/or Crown land. In the existing OCP, nearly 12,500 ha have a Resource Area (RA) designation. This designation applies to approximately 48% of the land in Area “A”, by far the largest proportion.

The RA designation encompasses lands that are used and valued for watersheds, grazing or rangelands, forestry, natural resource extraction, recreation and environmental conservation opportunities. The designated Resource Areas in Area “A” reinforce the rural character of planning area and are a valued community resource.

## Agricultural

A significant portion of the land in Area “A” - 15% - is within the Agricultural Land Reserve (ALR). This land area is designated Agriculture (AG) and comprises a total area of 3,786 ha. The 453 parcels with this designation comprise 28% of all parcels in Area “A”, more than any other designation.

Most of Area “A”'s AG-designated land is within the ALR boundaries, however there are small portions of AG-designated land in the rural west area that lies outside of the ALR. Additionally, there are significant portions of ALR land in the Osoyoos Mountain Estates area designated as “Small Holdings” and an area along the northeast border of Area “A” that are ALR and designated as “Resource Areas.”

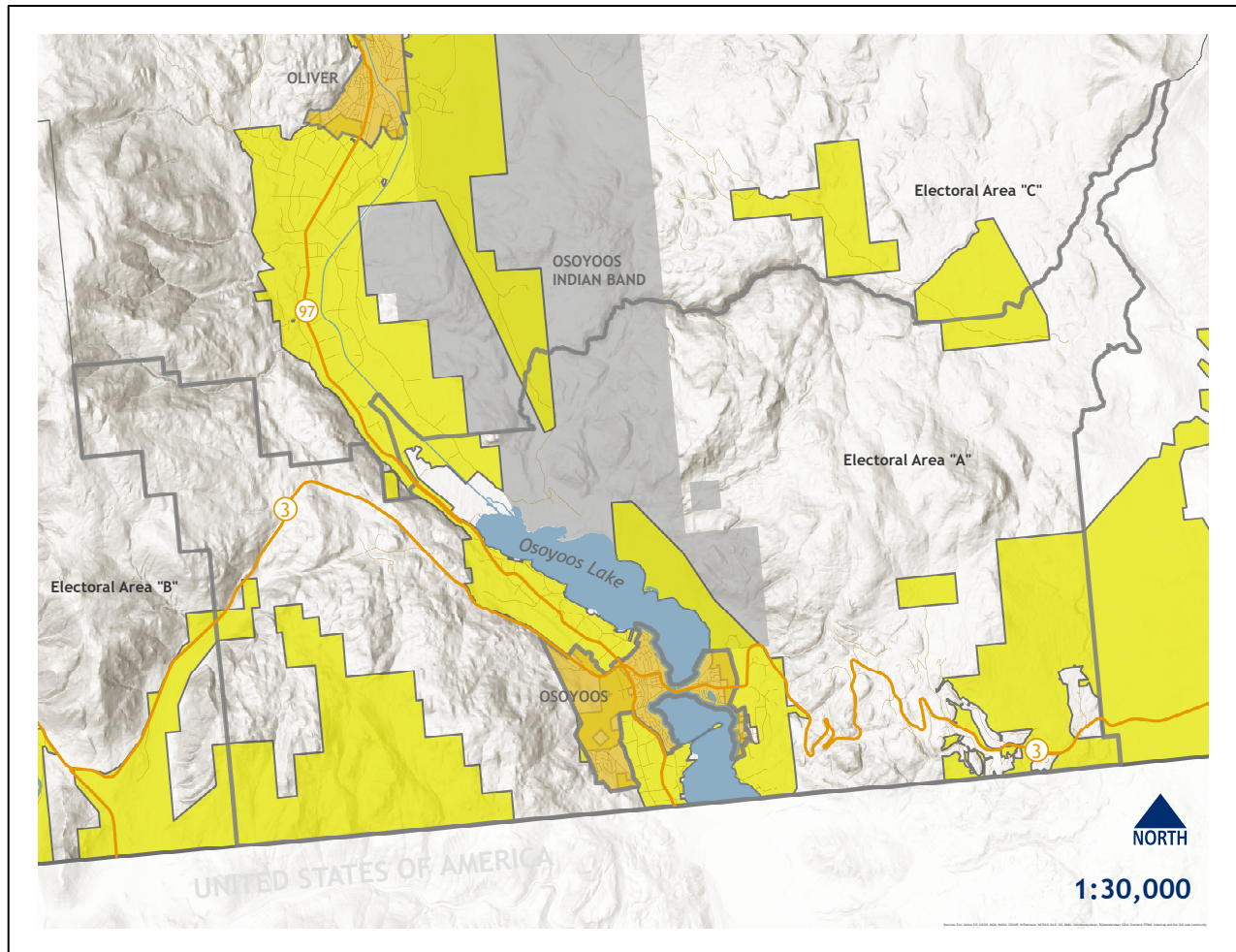
The ALR is a provincially-designated zone in which agriculture is recognized as the priority use. Farming is encouraged and non-agricultural uses are restricted. Land within the ALR is regulated by the BC Agricultural Land Commission. This includes the subdivision of land, permitted non-farm uses, the removal and deposit of soil and fill, and the exclusion of land from the ALR. Although the regulatory authority rests with the Agricultural Land Commission (ALC), the RDOS works closely with the ALC, which includes a panel to review applications in the Okanagan region.

Numerous amendments to the *Agricultural Land Commission Act* have been passed since the existing OCP was first adopted. They include the establishment of a two tier regulatory system in 2014 and its abolition in 2019. Other changes to this legislation regulate non-farm uses, the number and size of residential uses, the removal and deposit of soil and the regulation of cannabis which is now a legal use in Canada.

The role of agriculture plays a significant part of the overall economy within Area “A” and the OCP update project provides an opportunity to review the 2011 Agricultural

Plan’s recommendations. While many of the Agricultural Plan’s recommendations were incorporated into the existing OCP, including the protection of farmland buffer area around productive farmland, there is a need to review and update farm data and agricultural policies. The OCP update will also need to respond to the previously noted legislative changes.

**Map 4: Area “A” Agricultural Land Reserve**



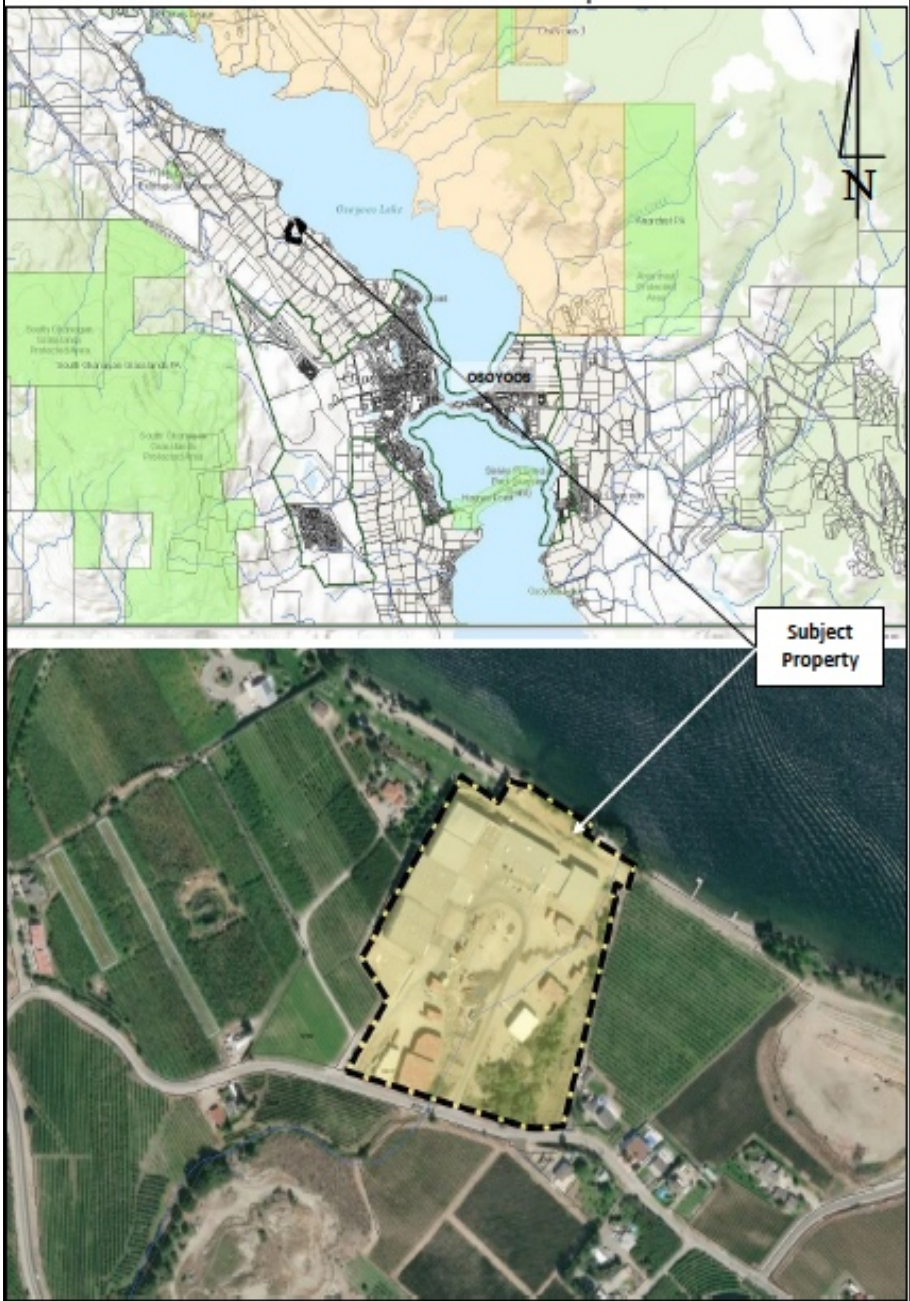
Currently, BC Tree Fruits Cooperative is seeking to exclude a parcel of land that comprises the BC Tree Fruits packinghouse in Area “A” from the ALR. BC Tree Fruits is citing its lack of agricultural capability and its lakefront location and has acknowledged that the sale value of the parcel can be maximized if it is excluded from the ALR. The site is surrounded by land in the ALR and is part of a large block of agricultural land on the west side of Osoyoos Lake. It should also be noted that the Town of Osoyoos has an operational sanitary sewer force main (located adjacent to the southern boundary of the parcel) which has extra capacity to accommodate development should the parcel be excluded from the ALR. Similarly, the Town of Osoyoos has a pumphouse (lakewater)



adjacent to the eastern boundary of the parcel which supplies water to irrigation system #8. The RDOS does not support the exclusion, nor does the Area “A” Advisory Planning Commission.

The OCP review will need to consider the property as part of the review (i.e. should it stay in the ALR for the use of the agricultural industry, or should the updated OCP speak to excluding it for non-agricultural development?).

Figure 12: Area “A” BC Tree Fruits packing site context



## Residential

Residential development in Area “A” has occurred in two primary locations: Osoyoos Mountain Estates and along Osoyoos Lake both to the north and the south of the Town of Osoyoos. The predominant type of housing in the Osoyoos Mountain Estates are unserviced rural residential parcels. The residential areas along the lake are primarily low density, the clear majority of which are single detached dwellings and are serviced with water and some with the Town’s sanitary system.

The Large Holdings (LH) and Small Holdings (SH) designations are both considered rural designations along with the Resource Area and Agriculture designations. Together, these two designations comprise 548 parcels and occupy 2,594 hectares or 10% of the land in Area “A”. Most of these parcels are designated SH for low-density residential housing. Single detached dwellings may be built on land with this designation, and a variety of other uses (including some agriculture and home occupations) are permitted. The SH designation is intended to include a range of minimum lot sizes from 0.4 to 2.0 hectares, depending on servicing. The LH designation includes large parcels of land generally used for ranching, grazing, general resource management and outdoor recreation, where the minimum parcel size is 4 hectares. This designation generally applies to existing residential subdivisions along Osoyoos Lake.

There are two residential designations, Low Density Residential (LR) and Medium Density Residential (MR). These land areas are small and comprise much less than 1% of the land area in Area “A”. However, they represent nearly a quarter of the parcels in Area “A”. The LR designation includes single detached dwellings, duplexes and manufactured homes, typically in mobile home parks, with a density up to 20 units per hectare. The MR designation provides for triplexes, fourplexes, townhouses and apartments with a density up to 50 units per hectare. The MR designation includes the Willowbeach development area.

The two residential areas that are zoned primarily low density (LR) are located along the Osoyoos Lake waterfront. The southern section includes those parcels between the Town of Osoyoos and the USA border. These parcels are serviced with water through the Osoyoos Rural Water System No. 9.

The other residential areas run north from the Town of Osoyoos along the western edge of Osoyoos Lake and smaller residential subdivisions interspersed between larger agricultural lands. These parcels are serviced with Town of Osoyoos’ Northwest Sector Sanitary system and with the Osoyoos Rural Water System No. 8.

There are no Land Use Contracts within Electoral Area “A”.

## Commercial

Commercial development in the Plan area is generally limited to existing commercial sites along Highway 97 and Highway 3, and adjacent to Osoyoos Lake. The current OCP recognizes that large scale service and commercial development will be directed to existing settlement areas, such as the Town of Osoyoos, which are better able to function as service centers. The Commercial (C) and Commercial Tourism (CT) designations apply to 17 parcels representing less than 0.1% of the land in Area “A”.

## Industrial

The principal industrial activity in the Plan area is light, small scale industrial, and the current OCP recognizes that heavy industrial development will be directed to existing settlement areas, such as the Town of Osoyoos, which are better able to function as service centers.

## Administrative, Cultural & Institutional

At present, there are no schools within the Plan area. Students in Area “A” attend Osoyoos Elementary & Osoyoos Secondary, both of which are located within the Town of Osoyoos.

The Town of Osoyoos is contracted to provide fire protection for the valley bottom area to the head of Osoyoos Lake, while the Town of Oliver provides fire protection services to Road 22. Anarchist Mountain is served by its own volunteer fire department.

Police services are provided by the RCMP, which has a station in the Town of Osoyoos, as does the BC Ambulance Service.

The RDOS Regional Heritage Strategic Plan plan identifies several heritage resources or “valued settlements” located in Area “A”, including Spotted Lake, Swiws Park, Dividend Ridge Mine, Haynes Ranch, and South Okanagan Lands Project Canal and Patullo Dam.



The Strategic Plan Broad supports the following goals and objectives for Area “A”:

- Encourage the conservation of sites and structures with cultural heritage values.
- Recognize and validate heritage, cultural and historical sites in cooperation with appropriate provincial ministries, committees, societies and organizations.

The Strategic Plan Broad supports the following policies for Area “A”:

- Supports the Province, First Nations and other interest groups in identifying and protecting features and sites of scenic, architectural, historical or archaeological significance within the Plan area.
- Encourages the development community to consider cultural and heritage resources in project planning and design.

With Indigenous traditional use activities dating back millennia, the Plan Area is home to important cultural sites and landscapes of value to the Osoyoos Indian Band and other Okanagan Nation Alliance members.

Spotted Lake, or *kłilil'xw* as it called by Syilx/Okanagan people is a sacred medicine lake and a protected cultural heritage site of the Syilx/Okanagan People. In 1979, the Okanagan Elders and Chiefs came together and wrote the Statement of the Okanagan Tribal Chiefs on Spotted Lake, which reflected the thoughts, feelings and voice of the Syilx/Okanagan people.

Excerpts from the Statement:

*“Since the dawn of history, Spotted Lake or *kłilil'xw* as we call it, has been a sacred place. Indians from all tribes came to visit the lake for the medicine the lake contains. The ceremonial cairns, too numerous to count that surround the lake testify to that. Some of these are so ancient they have sunk underground and only their tops remain above ground. Some are buried altogether. There are many stories told by our ancestors about the cures this lake has provided, physically and spiritually through its medicine powers.”*

In 2001, the Chiefs of the Okanagan Nation Alliance and the Minister of Indian Affairs and Northern Development successfully finalized the acquisition of a 56 acre site of Spotted Lake lands for the use and benefit of the Okanagan First Nation.

The importance of this sacred site cannot be underestimated. In order that it may be preserved for future generations, access to the lake is monitored by the *Syilx/Okanagan* Nation. Those wishing to visit the lake should seek permission by contacting the Okanagan Nation Alliance.

## Parks & Recreation

The Parks, Recreation and Trails (P) designation comprises the second largest land use in Area “A”. The 75 parcels in this designation occupy 5,163 hectares which represents 20% of the total land area. Some of the types of park and recreation facilities in the P designation include:

- **Regional Parks:** Osoyoos Lake Regional Park is operated and maintained by the RDOS.
- **Kettle Valley Railway (KVR) Trail:** The sections of the KVR Trail that are publicly owned and maintained by the Regional District are designated Park, Recreation and Trails.
- **Provincial Recreation Areas:** swiws Provincial Park (formerly Haynes Point) is a provincially designated Recreation Area

The RDOS Parkland dedication policy is currently in the process of being amended and when adopted, updated policies will be incorporated into the new Area “A” OCP.

## Natural Environment

The South Okanagan-Similkameen is recognized as a region that combines a wide range of natural habitat areas with a large number of unique species, many of which are not found elsewhere in the province or in Canada. The area is also home to the largest number of endangered and threatened species of plants and animals in BC and Canada.

The variety of life (also called biodiversity) is very high in the South Okanagan-Similkameen, because of the region’s milder climates and diversity of landscapes. Species at risk are linked to human settlement areas and land use. As the Plan Area contains significant developed areas and a variety of land uses including recreation, agriculture, forestry areas and the like, it also contains a high number of species at risk.

The Plan Area itself is home to many unique environmental features, including Kruger Mountain, Richter Pass as well as various lakes and streams important to biodiversity in the area.

The Plan Area includes one large lake, Osoyoos Lake, and several smaller lakes including Spotted, Kilpoola, Blue, and Richter Lakes. The Plan Area also includes the Okanagan River and various smaller streams including Haynes Creek, Nine Mile Creek, Inkameep Creek among others.

Significant proportions of sensitive terrestrial habitat have been provincially recognized and protected in the Plan Area and include: the Haynes & Field Lease Ecological Reserves, Anarchist Mountain Protected Area, and South Okanagan Grasslands

Protected Area. The Nature Trust of BC and other conservation organizations have also purchased properties for habitat and terrestrial ecosystem conservation purposes.

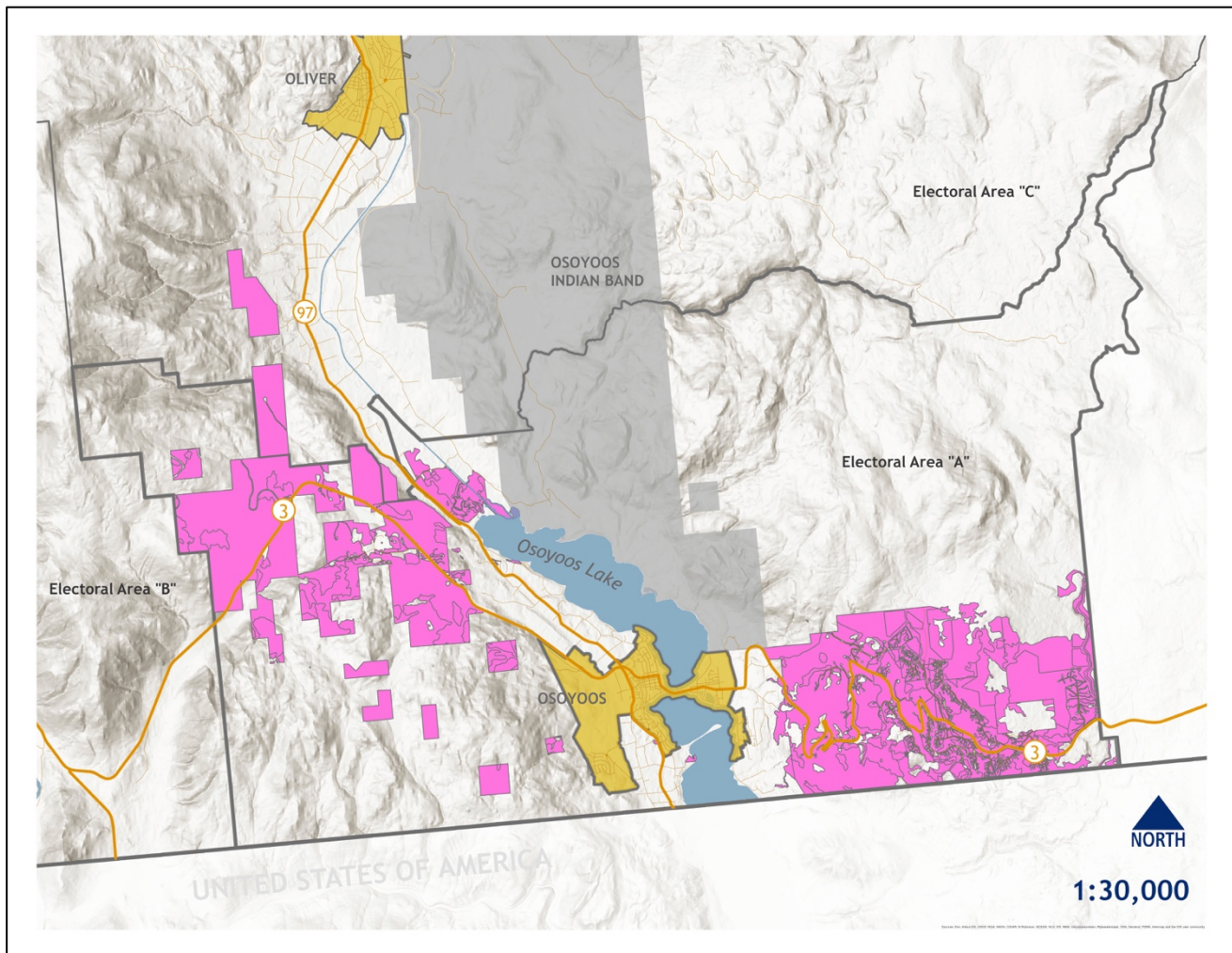
In the Plan Area, the CA designation applies to a large area at the head of Osoyoos Lake held by various conservation organizations. In addition, approximately 50% of the Regal Ridge development situated on Anarchist Mountain was set aside for conservation purposes in 2004.

Electoral Area “A” is part of a unique and threatened ecosystem. In 1990, with increasing concern over the rapid loss and fragmentation of habitats in the south Okanagan, provincial and federal environment ministries, along with non-government agencies and foundations, established the South Okanagan Conservation Strategy (SOCS), a program designed “to prioritize management activities for the conservation of natural habitat.”

The RDOS participates in the Sensitive Ecosystem Inventory (SEI) with the Provincial and Federal governments. The SEI is an inventory of rare and fragile ecosystems in the area which acts as a “flagging” tool to identify scientific information and support to help maintain biodiversity.

Development within an ESDPA requires an Environmental Assessment conducted by a registered professional biologist with experience working in local ecosystems. In Area “A”, most of the areas identified for ESDPAs are on land currently designated as Public Resource Lands.

Map 5: Area "A" ESDPAs



### Infrastructure & Servicing

**Solid Waste Management:** The Solid Waste Management Plan for the RDOS was adopted in 2012. It specifies how the RDOS will manage the solid waste management system in order to achieve a waste diversion rate of over 70%. The Plan documented a recycling or waste diversion rate of 51% in 2009.

Solid waste is collected and deposited at the Osoyoos & District Sanitary Landfill, located on the west side of Osoyoos Lake at 17270 146 Avenue in Area "A". This landfill serves the Town of Osoyoos and the Osoyoos Indian Band as well as Area "A", which comprises 26% of the 7,025 population served. Although the landfill is located approximately 3 km north of the Town of Osoyoos boundary, it has been owned and operated by the Town at this site for the last 60 years.

The RDOS Curbside Recycling and Garbage Collection program is a mandatory service for the majority of rural residences in all Electoral Areas. The service consists of four main programs:

- Weekly garbage collection;
- Every other week recycling collection;
- Seasonal yard waste pickups; and
- Yearly pickup of two large items.

The 2018 Osoyoos Landfill Annual Report indicated a total processed volume of 10,826 tonnes. Of this total, 45% was landfilled (i.e. garbage), 43% represented construction waste (e.g. concrete, asphalt), 11% was composted organics (e.g. yard waste) and the remaining 1% was recycled materials (e.g. tires, refrigerators). Residential waste generally represented 50% of all waste while commercial waste represented 40%. Over the past decade, landfilled garbage and composted organics have generally decreased while construction waste and recycled materials have generally increased. The latest annual report estimated the usable life of the landfill is approximately 30 years assuming annual population growth of 1.5% and a waste generation rate of 0.6 tonnes per capita. Initiatives undertaken since the Plan was adopted have extended the life of the landfill by up to 20 years.

The focus of future Plan initiatives is on the following areas. One is to maximize the diversion of organic waste from the landfill by increased composting or burning. Currently most organic waste is not separated from the weekly garbage collection service. Another is to enhance recycling at multi-family residences and workplaces. A third initiative is to increase the reuse and recycling of construction, demolition and renovation waste. The fourth initiative is to improve business education.

**Water:** Town of Osoyoos supplies water to two rural areas within Area “A”. The Osoyoos Rural Water System No. 8 provides water to properties along with west side of Osoyoos Lake from the Town boundary to Willowbeach. The second system, Osoyoos Rural Water System No. 9, provides water to properties along Osoyoos Lake south of the Town boundary to the border.

All other areas are serviced through individual wells or water licenses.

**Liquid Waste Management:** The Town of Osoyoos’s Northwest Sector Sanitary Sewer system services properties located along Osoyoos Lake north of the Town’s boundary and up to Willowbeach.

The remaining properties are serviced with on-site septic.

## Transportation

The *South Okanagan Transit Future Plan*, completed in 2015, provides a vision for transportation in the region. Connection to Area “A” is limited but it does, however, have one of the highest riderships within the RDOS system . There is currently one bus service (Route 40 & 41) between Osoyoos and Penticton that runs twice a week. There are five stops within Osoyoos before heading north to Oliver, OK Falls, Kaleden and Penticton. There are no stops within Area “A” itself. Of note, is that bus services five northbound stops within the Town of Osoyoos.

There are proposed expansions to the transit system; one, to make the bus itself larger going from 20 seats to a 30+ seats; and, two, to have the same drop off points during the southbound service as with the northbound.

The 2006 RDOS *Air Quality Management Plan* calls for the promotion of transportation alternatives. They include the following:

- **Inter-Municipal Transportation:** Transit Committee should further examine the viability of inter-municipal transportation.
- **Transit Schedules:** Transit Committee is encouraged to regularly review schedules to make service more convenient for riders, and incorporate routes to and from significant employers.
- **Car Share Programs:** Communities should promote and provide facilities to support commuting options such as car share, park-and-ride, carpooling and vanpooling programs.
- **Bike Paths and Trails:** RDOS and local governments should prioritize the creation of inter-municipal networks of bike paths and trails systems, and encourage increased use by adding bike racks and bike lockers.
- **Carpooling and Vanpooling:** Individuals and businesses are encouraged to consider carpooling and vanpooling alternatives for transportation to and from work.
- **Telecommuting:** Encourage local government and local businesses to consider telecommuting as an option for employees.

## Energy

Fortis BC delivers electricity and natural gas within Area “A”. Many residences, particularly in rural areas, use wood burning stoves and/or propane for space heating.

In 2007, residents in Electoral Area “F” spent an average of \$1,800 per person on energy, including fuel for transportation[1].

## Climate Change and Greenhouse Gas (GHG) Emissions

Area “A” is one of the most arid and warmest parts of Canada and will inevitably be subject to significant climate change impacts. It has high environmental sensitivity and contains some of the most unique and endangered species due to its very confined geographic area. Decreased precipitation and increased temperatures will put the Electoral Area at great environmental risk.

In recognition of the importance of addressing climate change, RDOS is a signatory to the BC Climate Action Charter, demonstrating a commitment to reducing GHG. Under the Climate Change Accountability Act, 2018 (formerly called the Greenhouse Gas Reduction Targets Acts of 2007), the greenhouse gas emission targets are a reduction at least 40% less than the level in 2007 by 2030 and a reduction of at least 60% less than the level in 2007 by 2040. This complements the targets in the Clean Energy Act, which are a reduction of greenhouse gases of 33% by 2020 and 80% by 2050.

The Clean Energy Act also required designated public sector organizations to be carbon neutral by 2010 or pay offsets. To date, local governments have not been mandated to achieve carbon neutrality under this legislation but have been encouraged to demonstrate progress towards this goal. So far, 50 local governments have achieved this target.

In 2011, the Regional District developed a Community Climate Action Plan (CCAP) for RDOS member municipalities and rural areas. The Area “A” OCP update should reflect the information and recommendations in the CCAP. In addition to providing important baseline emissions information, the CCAP provided more specific goals and strategic guidance on how to reduce community energy use and GHG emissions. Climate action goals for 2030 are shown below. Goals and strategies fell under eight categories. There are numerous strategies for each goal, which can be found in the CCAP.

- Build energy efficient buildings
  - 15% of new residences built to high efficiency standards
  - 15% of new commercial buildings built to efficiency standards
- Improve energy efficiency of existing buildings

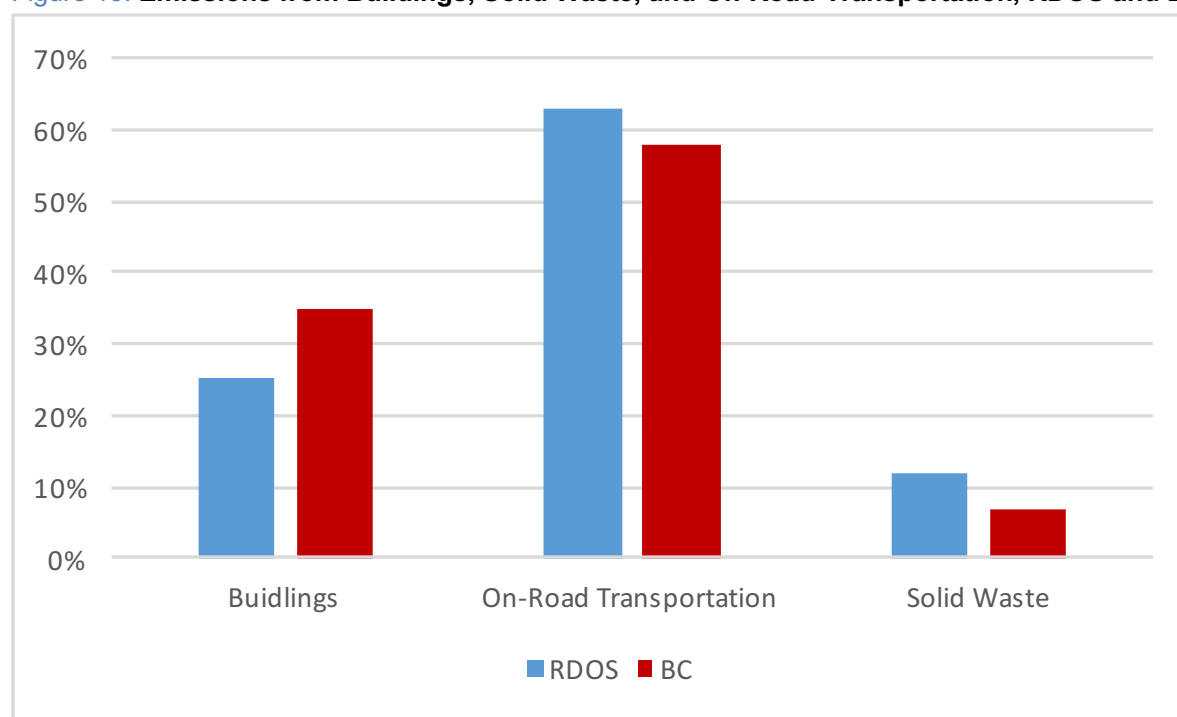
- 40% of existing dwellings and commercial buildings energy retrofitted
- Increase use of alternative energy
  - 15% of existing buildings will have solar panels for hot water
- Build energy efficient developments/neighbourhoods/communities
  - 20% of residents will live in development nodes that allow them to reduce vehicular travel
- Improve alternative transportation amenities
  - 10% of residents will use alternatives to vehicles one or more times per week
- Promote more efficient vehicle use
  - 50% of residents will not idle their vehicles
  - 15% of residents will reduce vehicle emissions through efficient driving habits
  - 10% of residents will have purchased hybrid or all electric vehicles
- Reduce and divert waste from landfills
  - 80% of residents will be actively participating in the organics collection programs
- Maximize value from agricultural wastes

While the RDOS has not achieved its goal of carbon neutrality, the RDOS does conduct an annual review of emissions at the corporate level (most recently 628 tonnes of CO<sub>2</sub> equivalents in 2015), and has several policies and programs in place to reduce emissions at the corporate and community levels.

The latest year for which the Community Energy & Emissions Inventory (CEEI) data are available is 2010. (Note the last year for which this data was collected is 2012.). In 2010, 25% of greenhouse gas emissions in the RDOS came from buildings, 63% from on-road transportation, and 12% from solid waste. Emissions from buildings are low relative to the Provincial average, whereas emissions from transportation and solid waste are comparatively high. The slightly higher than average emissions from transportation may be explained by the relatively dispersed nature of development in the RDOS and lack of an extensive public transit network. Settlement patterns in Area “A” are highly dispersed compared to the RDOS as a whole. .



Figure 13: Emissions from Buildings, Solid Waste, and On-Road-Transportation, RDOS and BC



Emissions from energy used in buildings in RDOS electoral areas collectively decreased by 2% between 2007 and 2010[3] (relative to a 1.5% increase in population) but increased by 1% from 2010 to 2012. In comparison, building emissions increased by 7% from 2007 to 2010 and 6% from 2010 – 2012 in the RDOS as a whole. The relatively low level of building emissions is likely due to the number of homes in RDOS electoral areas that are not connected to a gas line, and therefore are not heated with natural gas but either electricity or wood, which produce fewer emissions.

## First Nations

The Osoyoos Indian Band (OIB) has reserve land in Area “A”. OIB is not engaged in the current BC Treaty process and is a member of the Okanagan Nation Alliance (ONA).

The ONA was formed in 1981 as the inaugural First Nations government in the Okanagan which represents the eight member communities including Okanagan Indian Band, Upper Nicola Band, Westbank First Nation, Penticton Indian Band, Osoyoos Indian Band and Lower and Upper Similkameen Indian Bands and the Colville Confederated Tribes on areas of common concern.

The ONA mandate is to work collectively to advance and assert Syilx/Okanagan nation Title and Rights over the Okanagan Nation Territory. The organization facilitates collaborative working in areas of shared interest including Title and Rights, natural resource management, social services and economic development. As equity and asset development for First Nations is being refocused across the country, there is an increasing interest from the private sector to do business with First Nation communities. Through a regional Economic Development function, the Chiefs' Executive Council and the Economic Development Working Group has been advancing a number of planning and development initiatives

### Osoyoos Indian Band

Osoyoos Indian Band (OIB) is home to a 550-member community sharing borders with the towns of Oliver and Osoyoos and Electoral Area "A" and "C". OIB is a leader in economic development under the leadership of Chief Clarence Louie who was first elected in 1984. "OIB culture is not just our traditional culture," says Chief Louie, "We are Business People, we have always been business people. Archeological evidence proves that we traded with tribes from thousands of miles away."

OIB has nine companies employing more than 500 people on reserve, including Nk'mip, a 4-star destination resort featuring Spirit Ridge Vineyard Resort & Spa, a golf course, an RV and campground on the shores of Osoyoos Lake, Nk'Mip Desert Cultural Centre, and Nk'mip Cellars Winery, North America's first Indigenous winery. Unemployment on the reserve is under 3%, and as of 2018, OIBDC group revenues sat at \$28.2M spanning thirteen different lines of business.

The OIB's government structure consists of a Chief and five Council members, who are elected every two years under an *Indian Act* election system. The government of OIB has signed a protocol agreement with the RDOS to formalize and grow the government-to-government relationship, and jointly work together on areas of mutual interest.

The majority (335) of the Osoyoos Indian Band's 550 members live on reserve, where their territory stretches across 13,000 hectares in southern British Columbia. In addition to the main 13,009 hectare reserve on which all OIB services, facilities, homes, and businesses are located, there is a second smaller reserve.

The Osoyoos Indian Band Development Corporation (OIBDC) exists to provide jobs and to fund and support Osoyoos Indian Band community priorities. Businesses, social and health services teams work side-by-side to invest millions in making sure our people have access to quality programs and services. OIBDC acts as the umbrella group for 13

companies under the categories of Land Leasing (including OIB Holdings and OIB development), Tourism, Industrial (including the Senkulmen Business Park, Nk'imp Forestry, and others), and Services.

The OCP update project provides an opportunity to further support the RDOS's ongoing relationship-building and collaborative planning with local First Nations (i.e., 2013 Protocol Agreement). With a large proportion of their reserve lands located in Electoral Area "A", the Osoyoos Indian Band could play an important role in the project. Their engagement will be particularly important in the management of Spotted Lake, a critically important cultural site for the Nation and other Indigenous communities in the region.

Figure 14: **kʔilil'xʷ** (Spotted Lake)

