

Agriculture Plan

August 2017

kelowna.ca

DELIVERED BY

FUNDING PROVIDED BY

Table of Contents

Table of Contents..... 2

List of Maps 3

List of Tables..... 3

List of Figures 3

Acknowledgements 4

Executive Summary 5

Introduction 8

Vision Statement 13

Key Themes and Recommended Actions..... 14

Implementation Strategy..... 26

Monitoring and Evaluation Strategy 31

Conclusion 35

Appendix A: Acronyms..... 36

Appendix B: Glossary 37

Appendix C: Engagement Summary 38

Appendix D: Detailed Action Tables..... 44

Appendix E: Local Food Retail Opportunities White Paper..... 49

Appendix F: Edge Planning for Farmland Protection White Paper..... 59

Appendix G: Non-Farm Uses on ALR White Paper 73

Appendix H: Farm Community Identity White Paper 78

List of Maps

Comparison of ALR lands in 1998 to 2017.....	9
Vulnerable farm areas in Kelowna.....	16
Current and future roads in Kelowna.....	17
Sensitive waterways and aquifers in Kelowna	21
Hazardous areas that overlap with farmland.....	22

List of Tables

Table 1. Official Community Plan Updates.....	18
Table 2. Farm Protection Development Permit Guidelines Updates	18
Table 3. Zoning Bylaw Updates.....	18
Table 4. Actions Regarding Other Plans and Regulations.....	19
Table 5. Stewarding Natural Resources and the Environment for Food Production	20
Table 6. Improving Awareness of Local Agriculture and Access to Local Food	23
Table 7. Fostering and Sustaining Farm Business and Farmland.....	24
Table 8. Actions where the the City Plays a Supportive Role	25
Table 9. Implementation Actions to be Undertaken with Existing Staff Resources	27
Table 10. Implementation Actions to be Undertaken with Additional Staff Resources.....	29
Table 11. Agriculture Plan Performance Indicators.....	32

List of Figures

Current State of Agriculture.....	7
Agriculture Plan Development Process	10
Public Engagement Highlights.....	12

Acknowledgements

The City of Kelowna's *Agriculture Plan* is a strategy and policy framework document, resulting from a local planning initiative led by City of Kelowna staff in collaboration with Upland Agricultural Consulting with input from AEL Agroecological Consulting and Bench Site Design.

The project was initiated and coordinated by the City of Kelowna, and was funded in part by the Real Estate Foundation of BC and the governments of Canada and British Columbia through the Investment Agriculture Foundation of BC. Project coordination, key input into the plan, and in-kind support were provided by City of Kelowna staff and the Agricultural Advisory Committee.

Local citizens, stakeholders, survey respondents, and participants of public meetings and focus groups also provided invaluable input and feedback, for which the authors express much gratitude. Images used in this document are used with permission from the authors, unless otherwise indicated. Not for duplication or distribution. All rights reserved.

Funding provided by:



The Government of Canada, the Government of British Columbia and the Investment Agriculture Foundation of BC are pleased to participate in the delivery of this project. We are committed to working with our partners to address issues of importance to the agriculture and agri-food industry in British Columbia. Opinions expressed in this report are those of the authors and not necessarily those of the Government of Canada, the Government of British Columbia and the Investment Agriculture Foundation.

Executive Summary



Kelowna's history and identity is defined by agriculture. With over half of Kelowna's land zoned for agriculture, it is a key consideration in the City's community planning, economic development, and environmental sustainability. Since the City's first Agriculture Plan was developed in 1998, several changes to both the local and provincial policy landscapes have been made. They include:

- Two major Official Community Plan updates;
- The introduction of a Permanent Growth Boundary;
- Adoption of a new Regional Growth Strategy; and
- Changes in provincial agricultural regulations.

This revised *Agriculture Plan* considers agriculture within the current context and attempts to identify and anticipate future changes and challenges. The development of the Agriculture Plan is an important opportunity for the City of Kelowna and the agricultural sector to work towards the following goals:

1. Develop clear policies that serve to protect and promote agriculture;
2. Identify opportunities to strengthen farming as an economic driver;
3. Increase the amount of, and access to, locally grown and produced food;
4. Promote and celebrate the agricultural character of Kelowna; and
5. Build resilience in communities against rising costs of food and risks from climate change.

Through a year-long public and stakeholder engagement process, a vision statement was crafted and key theme areas were identified. The vision statement for the *Agriculture Plan* is:

Agriculture Plan Vision

Kelowna is a resilient, diverse, and innovative agricultural community that celebrates farming and values farmland and food producers as integral to our healthy food system, economy, and culture.

The plan presents 51 recommended actions that the City can take a lead role in implementing, under four themes:

1. **Strengthening local policies and regulations to protect agriculture.** This theme recommends 34 actions including updates to the Official Community Plan, Farm Development Permit Guidelines, Zoning Bylaw, and other key policies and bylaws. Collectively, these policy recommendations express a commitment to the preservation and strengthening of farmland and will help to limit non-agricultural development, minimize conflicts between producers and non-producers, and proactively use and manage farmland for agriculture.
2. **Stewarding natural resources and the environment for food production.** The eight actions in this theme involve integrating the agricultural sector's needs into existing and/or future environmental initiatives and addressing concerns over water, climate and buffers.
3. **Improving awareness of local agriculture and access to local food.** Eight actions have been identified to increase the visibility of, and access to, local food products as well as raise the level of understanding about agriculture.
4. **Fostering and sustaining farm business and farmland.** One action has been identified to investigate and support alternative ownership for farmland to ensure it is farmed to its fullest capacity over the long term.

These actions are supported by a Background Report (companion document), Engagement Summary (companion document) and four policy white papers on the topics of:

- Local food retail opportunities;
- Edge planning strategy and maps;
- Non-farm use of farmland; and
- Farm community identity.

Although developed for the City of Kelowna, the *Agriculture Plan* acknowledges that the participation of local governments, senior levels of government, agricultural businesses, community



organizations, and the public is essential to realize a resilient agricultural sector. As such, an additional 10 actions have been identified that the City can support but cannot lead due to jurisdictional or capacity constraints.

An implementation plan is included to guide the City on the timing and priority levels associated with each of the recommendations. It is expected that many of the recommended policies will help provide direction on the Official Community Plan update, 20-year Servicing Plan, infrastructure decisions, as well as direction for city owned assets. This *Agriculture Plan* is expected to be a robust document that will serve the community for at least the next 10 years.

Agriculture in Kelowna Today



55 % of Kelowna's land base is zoned for agricultural use (12,000 ha)



8,621 ha of Kelowna's land (approximately 40% of the landbase) is in the Agricultural Land Reserve

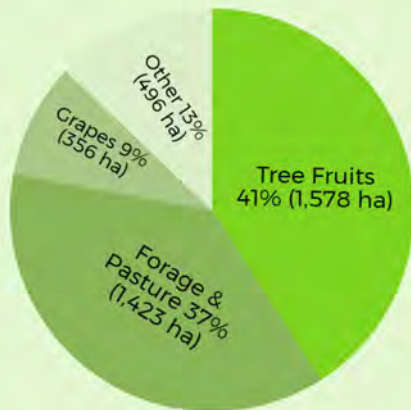


14 % Kelowna had 10,054 ha in the ALR when it was established in 1973



3,915 ha of Kelowna's ALR land is in active farm use (as of 2014)

3,853 ha of Kelowna's land is used to grow field crops



86 % of Kelowna's cultivated crops use irrigation



824 parcels of land involved in agriculture



508 properties with farm class status



5 ha average farm parcel size



63% of farm parcels are smaller than 4 ha



Average gross farm receipts in the Central Okanagan have grown 36% since 2001 to \$96,558 per farm



1% of the Central Okanagan's population is employed in farming (2011 census)



Average age of a farmer in the Central Okanagan is 56.8 years old (2011 census)

Introduction

An Agriculture Plan focuses on a community's farm area to discover practical solutions to challenges, identify opportunities to strengthen farming, and ultimately to contribute to the community's long-term sustainability¹. With over 12,000 ha of the City's land base zoned agricultural (55 per cent), and 8,600 ha in the Agricultural Land Reserve (ALR) (38 per cent), City Council has set a priority to "preserve agricultural land"² (see Map 1: Comparison of ALR lands in 1998 to 2017). Further, the OCP complements this priority with the goal to "enable healthy and productive agriculture."³ The City of Kelowna recognizes that it plays a key role in shaping local farmland and food security.

The intent of agricultural planning is to provide an overview of the current food system and develop policy recommendations, an implementation and monitoring strategy, and an evaluation plan to support the agricultural viability and food resiliency of the community.

In 1998, the City of Kelowna adopted its first Agriculture Plan providing direction for nearly two decades. Since its adoption, the community has grown and a number of major plans and policies have been adopted:

- Two major Official Community Plan updates;
- The introduction of a Permanent Growth Boundary;
- Adoption of a new Regional Growth Strategy; and
- Changes in provincial agricultural regulations.

An update to the 1998 Plan was necessary to respond to the growth and changes. The revised Agriculture Plan presented here considers agriculture in its regional context and attempts to identify and anticipate future changes and challenges. The Plan's focus is to provide clear

Over 12,000 ha (55 per cent) of the City's land base is zoned agricultural and 8,600 ha (38 per cent) is in the ALR.

policy and land use direction and ensure that City agricultural policies are current, accurate, defensible, and aligned with other major corporate policy documents as well as provincial standards. The Agriculture Plan's goals are integrated into a more current and responsive policy document. The goals are to:

1. Develop clear policies that serve to protect and promote agriculture;
2. Identify opportunities to strengthen farming as an economic driver;
3. Increase the amount of, and access to, locally grown and produced food;
4. Promote and celebrate the agricultural character of Kelowna; and
5. Build resilience in communities against rising costs of food and risks from climate change.

Recommended actions highlight opportunities that the City can achieve through an accompanying implementation strategy. The recommended policies will help guide the direction of the Official Community Plan update, 20-year Servicing Plan, infrastructure decisions as well as direction for city owned assets.



Although commissioned by the City of Kelowna, the Plan acknowledges that the participation of local governments, senior levels of government, agricultural businesses, community organizations, and the public is essential to realize a resilient, sustainable and profitable regional agricultural sector.

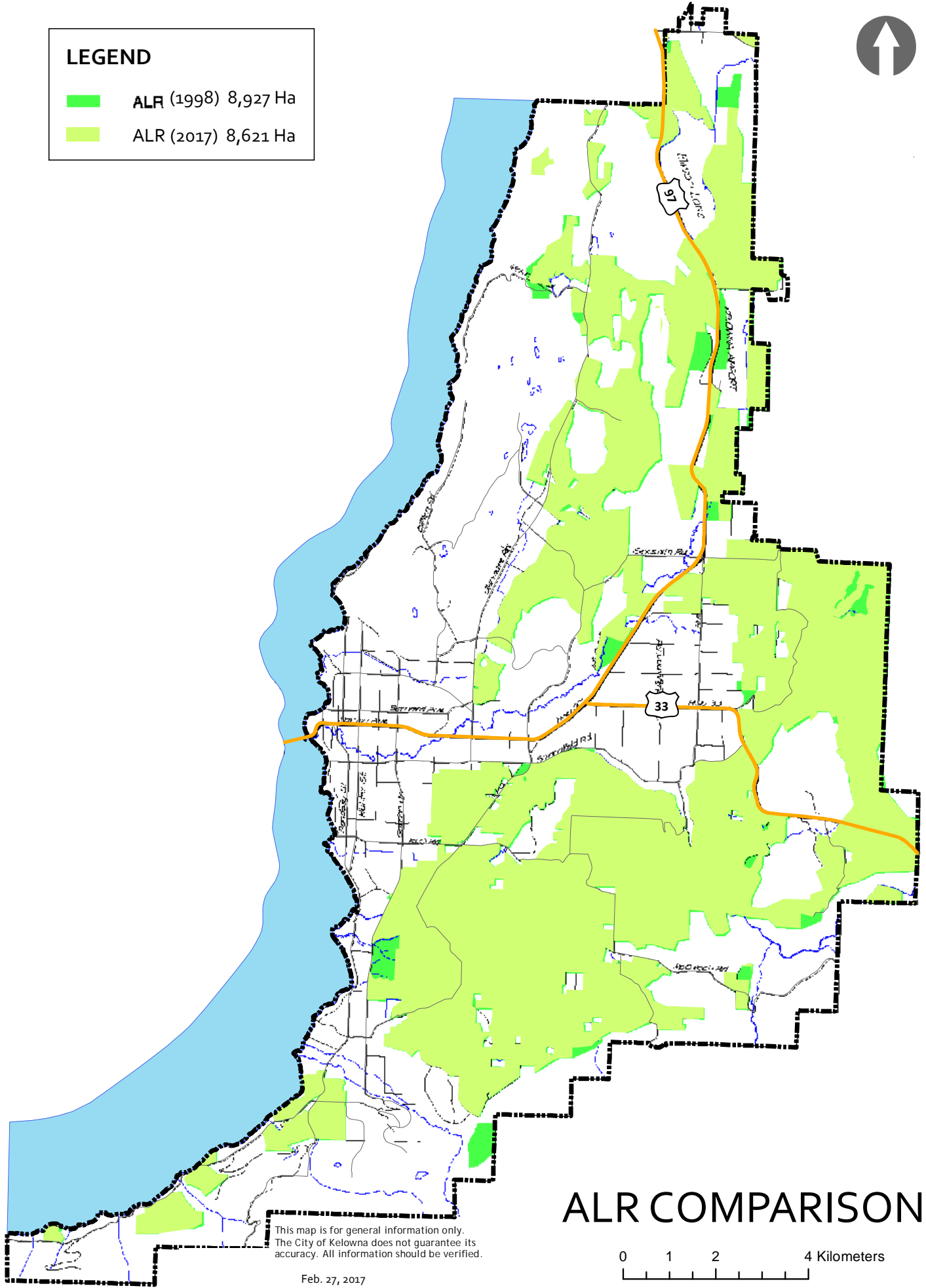
¹ Smith, B. 1998. Planning for Agriculture. BC Ministry of Agriculture publication. <http://www.al.gov.bc.ca/resmgmt/publist/800Series/822420-1.pdf>

² City of Kelowna, Council Priorities. <https://www.kelowna.ca/city-hall/council/council-priorities>

³ Kelowna 2030 Official Community Plan. Chapter 1 Introduction, page 1.4

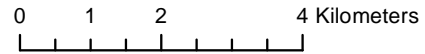
LEGEND

-  ALR (1998) 8,927 Ha
-  ALR (2017) 8,621 Ha



This map is for general information only.
The City of Kelowna does not guarantee its
accuracy. All information should be verified.

ALR COMPARISON



Feb. 27, 2017

The agricultural planning process

This final document synthesizes the Background Report, Agricultural Profile, Engagement Strategy, and Policy White Papers into a vision statement, key themes, recommended actions, an implementation strategy, and a monitoring and evaluation strategy.

In order to complete the Agriculture Plan Update, a three phase process was developed as described below and outlined in Figure 2:

- Phase 1: Background Scoping and Agricultural Profile (highlighted in green)
- Phase 2: Public Consultation and Issues Identification (highlighted in yellow)
- Phase 3: Agriculture Plan content development (highlighted in orange)

Initiated in early 2016, the development of the *Agriculture Plan* included the following process and actions:

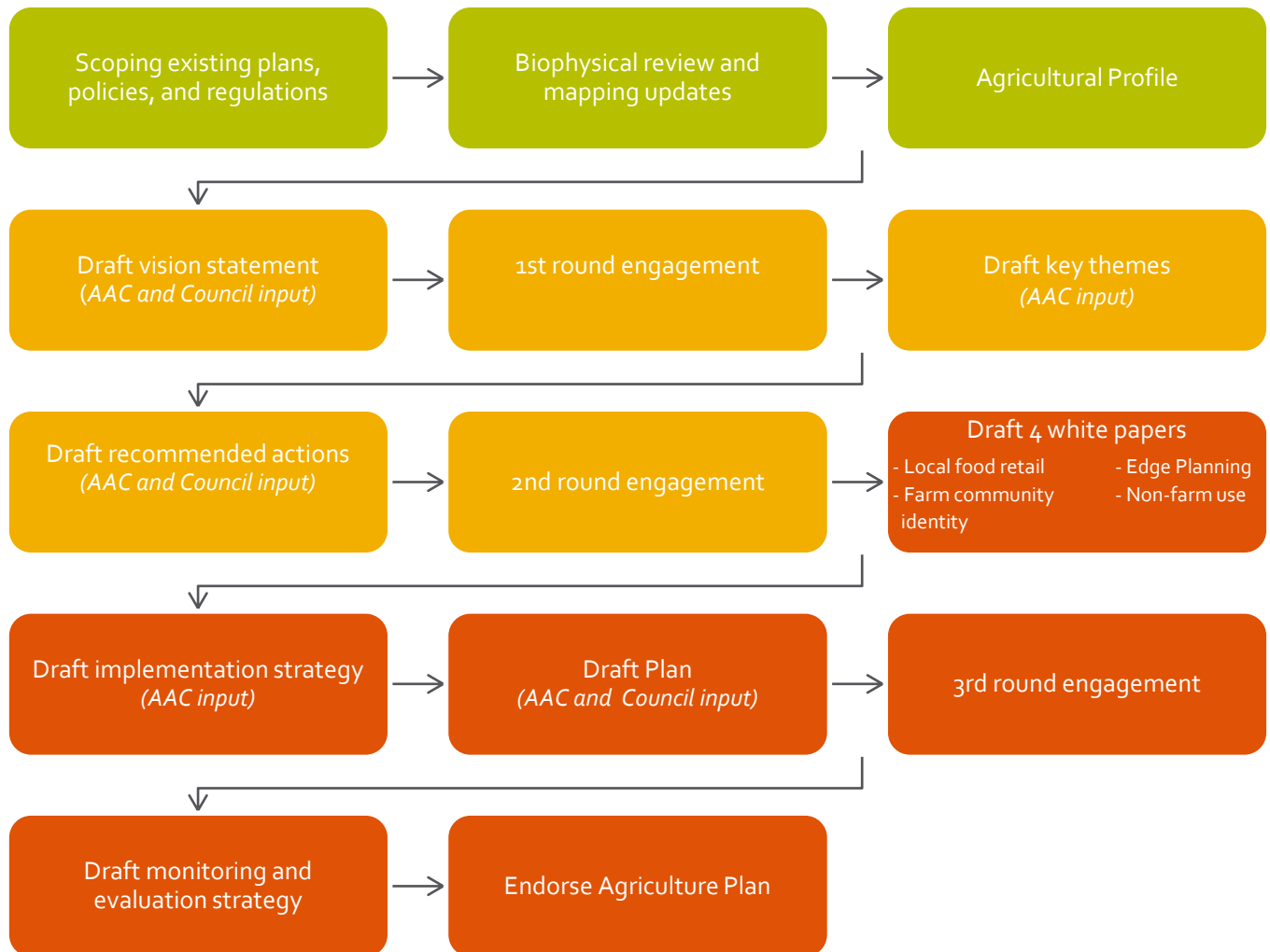


Figure 2. Agriculture Plan development process

Engagement

To ensure the *Agriculture Plan* was well-informed and shaped both by members of the public and key stakeholders, the City offered a variety of opportunities throughout the project to engage residents and gather feedback. Appendix C: Engagement Summary, provides highlights of engagement activities that took place during the development of the City of Kelowna’s Agriculture Plan. Complete engagement results are available in the Agriculture Plan Engagement Summary companion document.

Initial consultation was done at the onset of the project to gather input on agricultural issues of concerns and opportunities for improvement in policies and strategies. A total of 563 people, 21 per cent of which identified as farmers, completed a survey on-line or in person at one of two open houses. It should be noted that the survey was an opt-in and open method, and therefore results are qualitative in nature and cannot be said to represent views of all Kelowna citizens.

During the second round of engagement, a series of workshops and conversations were hosted with a variety of key stakeholders, industry groups and small-medium sized farmers. Input was gathered on the Plan’s themes and draft recommended actions.

A third final round of engagement was held to ensure the final Plan reflects the communities’ desires. This final round included a stakeholder session, an agriculture industry group meeting, and an open house. An exit survey was also provided for those attending the meetings and the open house. A digital copy of the draft plan and the exit survey were made available on the City’s website for those who could not attend the meetings or open house.

Further, at six times throughout the Plan’s development, workshops were hosted with Council’s Agricultural Advisory Committee to gather feedback and direction. At three times



throughout the process, workshops were hosted to gather input from Council on the Plan’s direction.

Overall, the input, as illustrated in the Agriculture Plan Engagement Infographic on the following page (Figure 3), in conjunction with best practices and direction from the Ministry of Agriculture’s Guide for Bylaw Development in Farming Areas (2015), helped inform the *Agriculture Plan* by identifying strengths and challenges within the local agriculture sector; prioritizing themes; and discussing potential recommendations.



Agriculture Plan Engagement



In June and November 2016 and again in July 2017, we gathered input from stakeholders, industry and the general public on the challenges and opportunities for agriculture in the community.



73%

of survey respondents agree or strongly agree with the vision statement for the Agriculture Plan update:

"Kelowna is a resilient, diverse and innovative agricultural community that celebrates farming and values farmland as integral to our healthy food system, economy and culture."

Top 3 reasons respondents identified for preserving farmland

Food security



Fresh produce, wine & agricultural products



The local economy



21%

of respondents identified themselves as farmers



95%

said policies preserving farmland are important to very important



97%

said they buy local food products when they have the option

Vision Statement

A vision statement is meant to encompass a direction for the future of agriculture in the region and to address key community priorities. It provides direction for the *Agriculture Plan* and the corresponding key opportunities, recommended actions, white papers, and implementation strategy.

Developed with the input of the Agricultural Advisory Committee and further refined with Council's feedback, the vision statement sets the future direction for the *Agriculture Plan*.

The vision statement was presented to stakeholders, members of the public (at the open house and through the online survey) for feedback. 73 per cent of survey respondents indicated that they agreed or strongly agreed with the vision statement. Including the 18 per cent of people who were neutral, the vision statement has a 91 per cent approval rating.



Key Themes and Recommended Actions

Over the last year, several engagement events have taken place to craft a vision statement, identify key priority areas, and develop a list of recommended actions to include in the *Agriculture Plan*. Based on this process, four themes and 51 actions emerged. A focus was placed on actions where the City is able to take a leadership role from a jurisdictional perspective.

The following four key themes were identified:

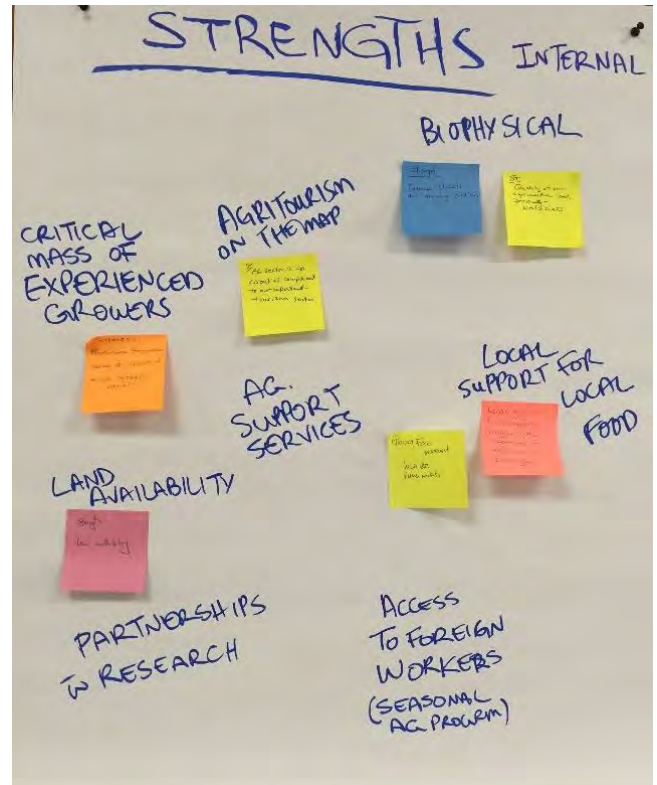
1. Strengthening local policies and regulations to protect agriculture.
2. Stewarding natural resources and the environment for food production.
3. Improving awareness of local agriculture and access to local food.
4. Fostering and sustaining farm businesses and farmland.

These four themes align with the four pillars of sustainability: environmental, social, economic, and cultural as outlined in the City's 2030 Official Community Plan. The following pages identify 51 recommended actions that the City can take a lead role in, followed by an additional list of 10 actions that the City can support. Many of these recommendations are based on research conducted throughout the Agriculture Plan into best practices for local policies and regulations for the food system. This research is presented in a series of white papers, which are referenced in the relevant actions and are included in the Appendices.

Timeframe and priority levels are also identified for each of the actions in the tables. They can be generally interpreted as follows:

Timeframe

- Ongoing: Will require continued efforts over the short-long term timeframe.
- Short: To be completed within 1-2 years.
- Medium: To be completed within 2-5 years.
- Long: To be completed within 5-10 years.



Priority

- High: Requires urgent action for progress to be made and/or for other actions to succeed.
- Medium: Not critical for actions to move forward, but necessary and important.
- Low: Less important but still necessary for improvements in the local agriculture system.

The following tables provide a brief summary of the actions. More details on the actions can be found in Appendix D.

Theme 1: Strengthening local policies and actions to protect agriculture

Kelowna residents are very supportive of agriculture. In a spring 2016 survey, 96% of respondents indicated that policies preserving farmland were important or very important to them. Issues that arose during consultation included:

- Farmland protection opportunities, such as vegetative buffers along the urban-rural boundary, were identified as a need throughout the stakeholder engagement process. The Agricultural Interface Vulnerability Map (Map 2) on the following page highlights the vulnerable areas in Kelowna where conflicts can arise.
- Challenges with regard to land use planning, where islands of residential areas have been created within farmland that now require connecting roads and other infrastructure. Map 3 highlights future roads in Kelowna and how they connect through agricultural land.
- Concerns over the non-farm use of ALR. One common concern was the purchase of farmland with no intention of farming, followed by construction of significantly large homes.

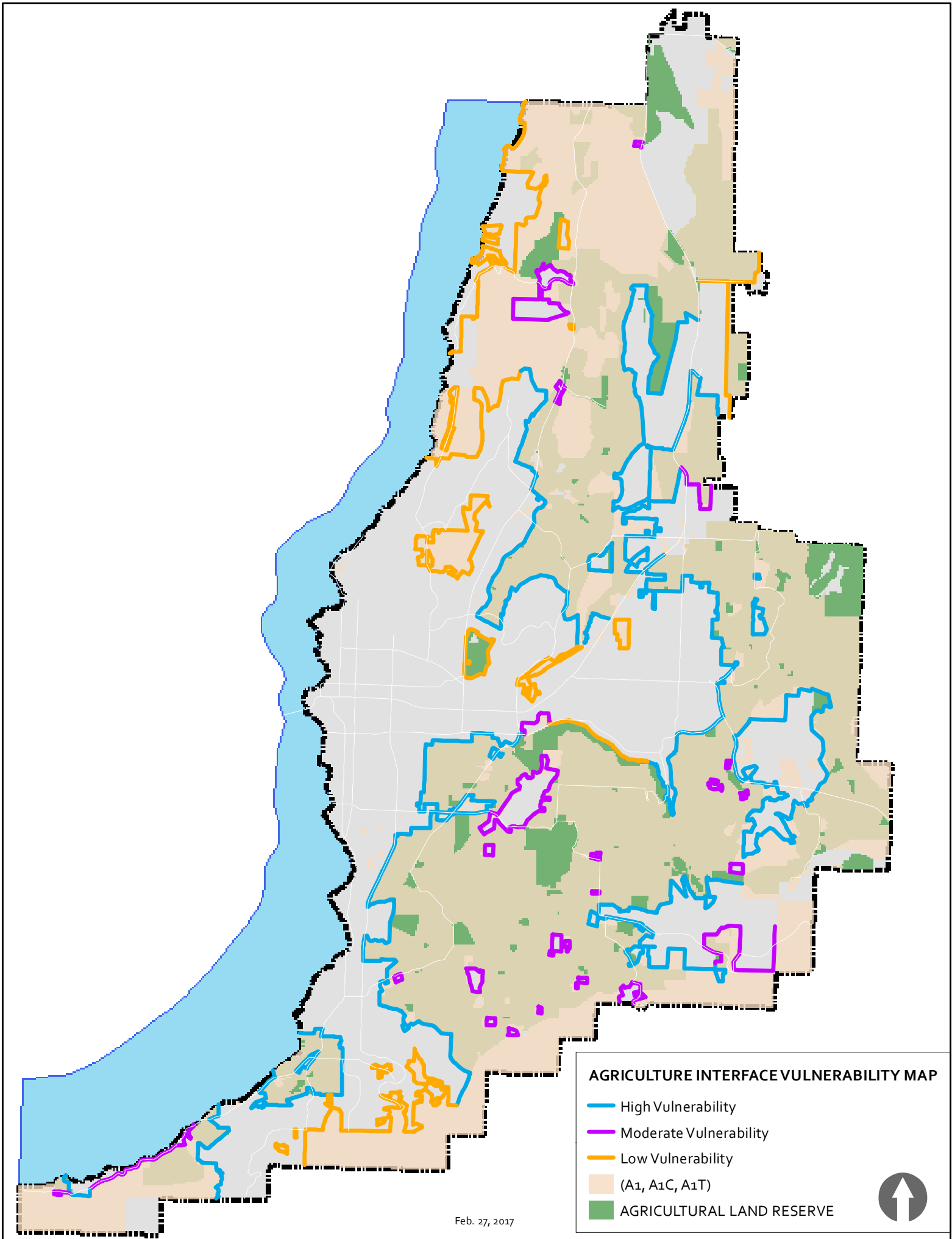
Land use regulation by local governments is established under the Community Charter and the *Local Government Act*. In the following subsections, a series of recommendations are made to update policy in the Official Community Plan, Farm Development Permit Guidelines, Zoning Bylaw and several other policies and regulations. Collectively, these policy recommendations express a commitment to the preservation and strengthening of farmland, including the protection of lands capable of agricultural productivity, encouraging a diverse and profitable agricultural sector and supporting a sustainable and resilient local food system. Further, these initiatives will help
















to limit non-agricultural development, minimize conflicts between producers and non-producers, and proactively use and manage farmland for agriculture.

This theme has 34 actions that fall within four actionable categories:

- 1.1 Official Community Plan updates (6 actions)
- 1.2 Farm Protection Development Permit Guidelines updates (7 actions)
- 1.3 Zoning Bylaw updates (12 actions)
- 1.4 Actions regarding other policies and regulations (9 actions)



AGRICULTURE ZONING OVERLAYED WITH FUTURE ROADS

-  Agricultural Zoning (A1, A1C, A1T)
- 20 Year Major Road Network (OCP 7.3)**
 -  6 Lane Arterial (including HOV Lanes)
 -  5 Lane Arterial
 -  4 Lane Arterial
 -  3 Lane Arterial
 -  2 Lane Arterial
 -  2 Lane Arterial + Center Turn Lane
 -  2 Lane Major Collector
 -  2 Lane Minor Collector
 -  Oneway 2 Lane Eastbound
 -  Oneway 2 Lane Westbound
 -  Outside Kelowna
 -  Land Only

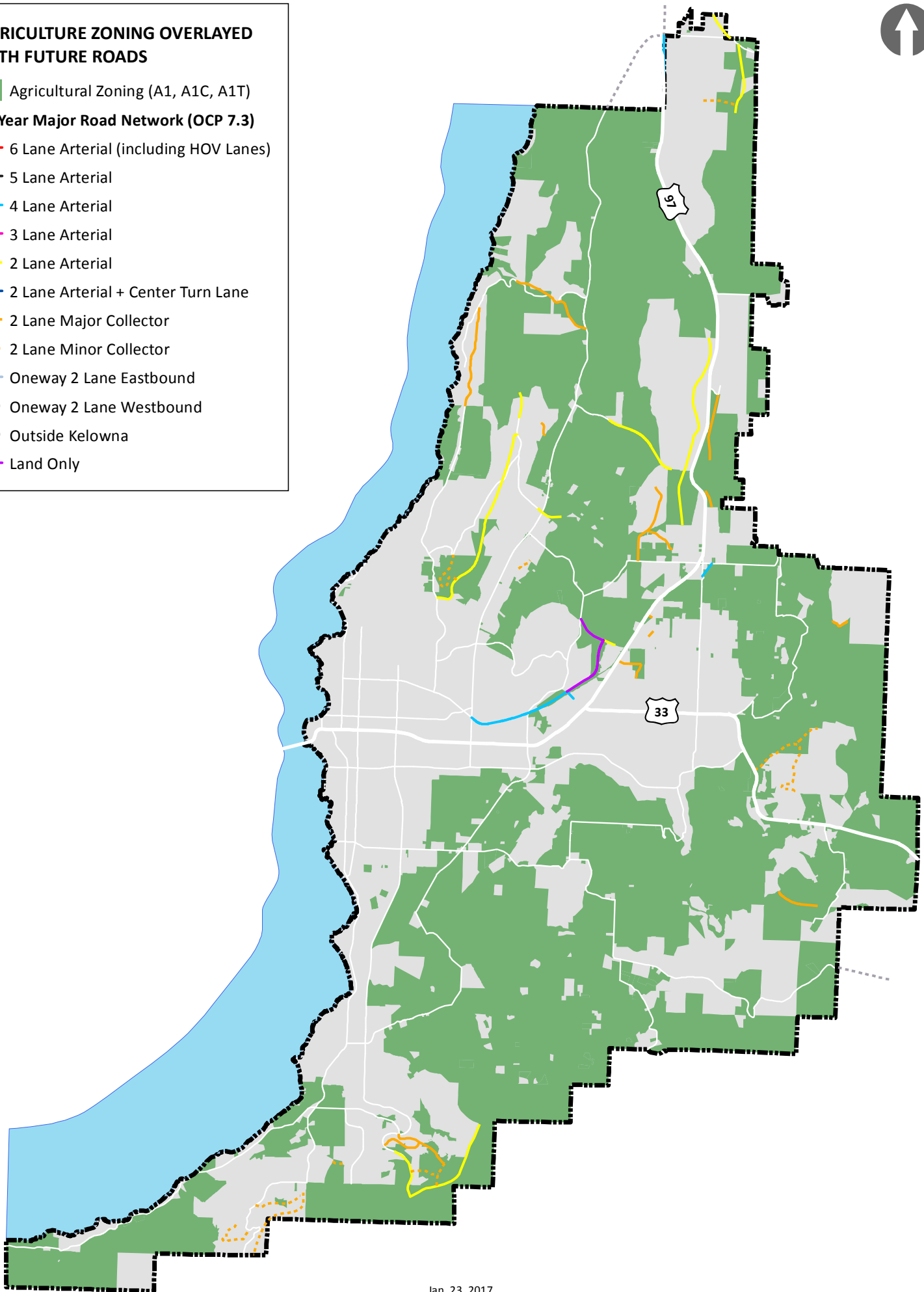


Table 1. Official Community Plan updates

ID	Actions	Timeframe	Priority
1.1a	Restrict additional density outside the Permanent Growth Boundary.	Short	High
1.1b	Restrict community sewer service expansion into agricultural areas except where infrastructure is needed to address public health issues and protection of natural assets as identified by the City of Kelowna or senior government.	Short	High
1.1c	Restrict non-farm uses that do not directly benefit agriculture.	Short	High
1.1d	Protect and support the continued designation of Natural Resource Protection Lands for agricultural purposes.	Short	Medium
1.1e	Explore a new OCP Land Use Designation: <i>Transition to Agriculture</i> .	Medium	High
1.1f	Expand urban agriculture opportunities as a way to improve food system resiliency and promote social inclusion, such as community gardens or urban farming.	Short	Medium

Table 2. Farm Protection Development Permit Guidelines updates

ID	Actions	Timeframe	Priority
1.2a	Adopt Residential Footprint policies as per the <i>Non-Farm Use White Paper</i> (see Appendix G).	Short	High
1.2b	Include underground residential services within the Residential Footprint.	Short	High
1.2c	Only structures used exclusively for farm use, or have a direct and on-going benefit to agriculture, may be located outside the Residential Footprint.	Short	High
1.2d	On agricultural lands, locate facilities accessed by the public near the road entrance to reduce the footprint.	Short	High
1.2e	Ensure that the Residential Footprint maximizes the agricultural potential.	Ongoing	Medium
1.2f	Require statutory covenants on non-agricultural land to notify landowners of surrounding "normal farm practices".	Short	Medium
1.2g	Discourage uses of urban land adjacent to agricultural land by vulnerable populations to limit interface incompatibilities.	Short	Medium

Table 3. Zoning Bylaw updates

ID	Actions	Timeframe	Priority
1.3a	Review and amend the A1 zone to ensure compliance.	Short	High
1.3b	Investigate adopting a maximum home (principal dwelling) total floor area within the A1 zone.	Short	High
1.3c	Revise policy for mobile homes on farmland occupied by the owner's immediate family.	Short	High
1.3d	Remove "carriage house" as a permitted use within the A1 zoning.	Short	High

ID	Actions	Timeframe	Priority
1.3e	Update zoning bylaw subdivision regulations to increase the minimum lot size in the ALR from 2.0 ha to 4.0 ha.	Short	High
1.3f	Update vegetative buffer specifications as outlined in <i>Edge Planning White Paper</i> (see Appendix F).	Short	High
1.3g	Investigate parking limitations on agricultural lands.	Short	Medium
1.3h	Investigate local food retail opportunities outside of the ALR as described in the <i>Local Food Retail Opportunities White Paper</i> (see Appendix E).	Medium	Medium
1.3i	Revise the definition of “urban agriculture” to include the sale of farm products as a seasonal retail operation.	Short	Medium
1.3j	Designate specific sites and/or zones as suitable for “local produce stands” as per the <i>Local Food Retail Opportunities White Paper</i> (see Appendix E).	Short	Medium
1.3k	Provide regulation for commercial assembly events on farmland that aligns with Ministry of Agriculture and/or ALC regulations.	Short	Low
1.3l	Investigate options to regulate permitted uses in the ALR consistent with the Ministry of Agriculture Bylaw Standards	Short	Medium

Table 4. Actions regarding other policies and regulations

ID	Actions	Timeframe	Priority
1.4a	Maintain and expand the City’s Agricultural Compliance and Enforcement Strategy.	Ongoing	High
1.4b	Establish procedures for zoning compliance review via business license applications on agricultural properties.	Ongoing	High
1.4c	Update the <i>Development Applications Procedures Bylaw</i> to allow for the request of an Agricultural Impact Assessment.	Short	High
1.4d	Explore opportunities to better match tax rates with farmland production activities.	Medium	High
1.4e	Update the <i>Noxious Insect Control Bylaw</i> and <i>Noxious Weeds & Grass Control Bylaw</i> to include current noxious species and diseases.	Medium	Medium
1.4f	Update the <i>Soil Deposit and Removal Bylaw</i> to ensure that it reflects current industry best practices.	Medium	Medium
1.4g	Update the <i>Business License Bylaw</i> to include the new definition of local food sales (as per related actions in 1.3).	Medium	Medium
1.4h	Require a business license for commercial assembly events.	Medium	Medium
1.4i	Investigate opportunities to minimize impacts to agriculture, where possible, during expansion of YLW as outlined in the 2045 Airport Masterplan.	Long	Medium

Theme 2: Stewarding natural resources and the environment for food production

The Central Okanagan is one of the best growing regions in Canada. With its warm summer climate and fertile soil, it can support a wide variety of crops. Climate and soil were listed as the top strength of farming and food production in Kelowna by survey respondents. However, there are still some environmental challenges facing farmers in the region. Stakeholders and survey respondents commented on the importance of the natural ecology of the land and environmentally sound farming practices to help replenish the soil, recharge water sources and provide habitat for natural pollinators, while using water conservation methods and efficient waste management. Climate change was listed as both an opportunity and a threat by 58 per cent of survey respondents and was a key issue of focus at meetings with stakeholders. It will have effects on nearly all the other issues in this theme, including invasive species and water management.



Map 4 (Sensitive waterways and aquifers in Kelowna) and Map 5 (Hazardous areas that overlap with farmland) on the following pages illustrate the relationship between agriculture and the environment.


The 8 actions in this theme involve integrating the agricultural sector’s needs into future and/or existing environmental initiatives.

Table 5. Stewarding natural resources and the environment for food protection.

ID	Actions	Timeframe	Priority
2a	Evaluate and monitor City of Kelowna water pricing with the goal of sustaining agriculture.	Ongoing	High
2b	Include agriculture in municipal climate change strategies and plans.	Ongoing	Medium
2c	Implement the actions of the 2015 Central Okanagan Clean Air Strategy to reduce smoke from burning.	Ongoing	Medium
2d	Create consistent water restriction/drought level messaging.	Medium	Medium
2e	Continue to work with the Regional District of Central Okanagan to enforce the <i>Noxious Insect Control Bylaw</i> and <i>Noxious Weeds & Grass Control Bylaw</i> .	Ongoing	Medium
2f	Continue to work towards ensuring sustainable, redundant and secure water for all agriculture.	Ongoing	High
2g	Develop emergency plans (i.e. wildfire, drought) that are inclusive of agriculture.	Long	Medium
2h	Investigate options for vegetative buffers on the urban side of the Permanent Growth Boundary.	Long	Low





LEGEND


 Agriculture Zoning

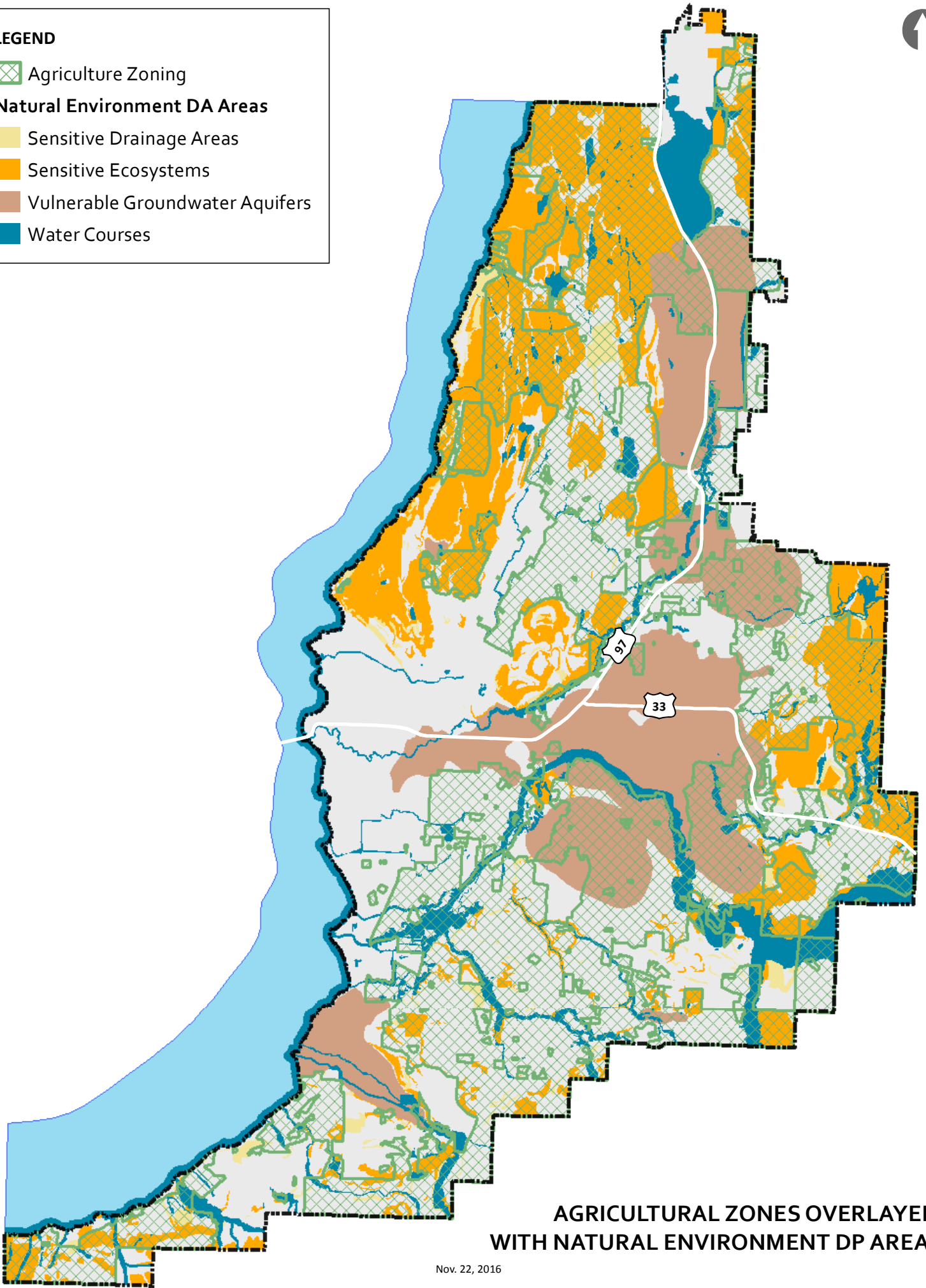
Natural Environment DA Areas

 Sensitive Drainage Areas

 Sensitive Ecosystems

 Vulnerable Groundwater Aquifers



 Water Courses

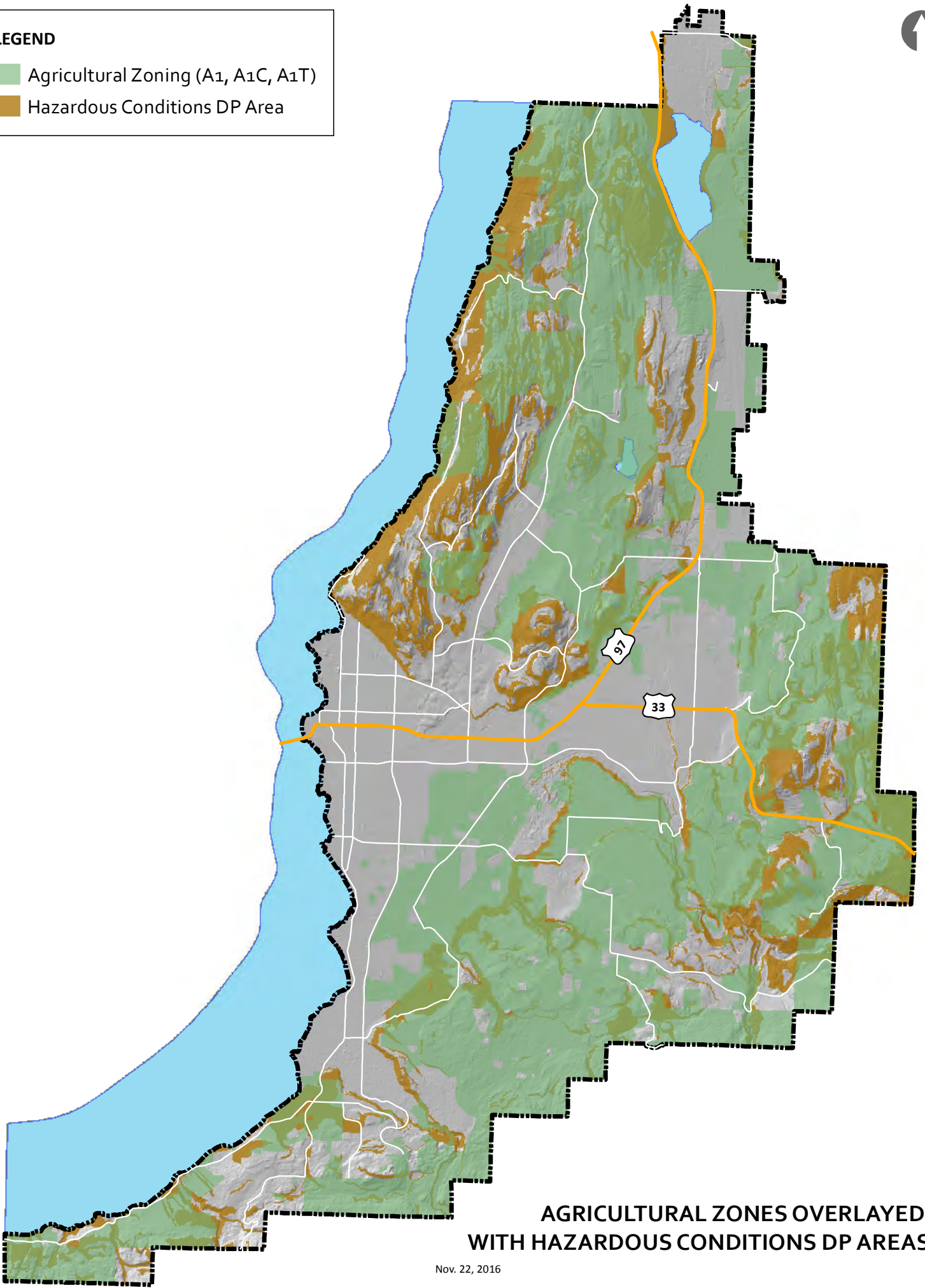


**AGRICULTURAL ZONES OVERLAYED
WITH NATURAL ENVIRONMENT DP AREAS**



LEGEND

-  Agricultural Zoning (A1, A1C, A1T)
-  Hazardous Conditions DP Area



**AGRICULTURAL ZONES OVERLAYED
WITH HAZARDOUS CONDITIONS DP AREAS**

Nov. 22, 2016

Theme 3: Improving awareness of local agriculture and access to local food

Support for local agriculture is strong in Kelowna. Almost all of the survey respondents (97 per cent) indicated that they “always” or “sometimes” buy locally grown items when they have that option. While Kelowna residents have indicated strong levels of interest in purchasing local foods, 46 per cent of survey respondents noted that limited access to local products is a challenge. This points to an opportunity to develop alternative local retail opportunities.

Over half (55 per cent) of survey respondents indicated that they were not knowledgeable about the *Right to Farm Act* and normal farm practices. Further, education of community members in regards to agriculture and educational needs for farmers were key concerns raised by stakeholders at community meetings. Farmers themselves indicated they would like opportunities for professional development, yet lack the time. Over half (52 per cent) of the survey respondents noted



that a lack of education about the local food system was a challenge for the agricultural sector. A total of 83 per cent of farmers responding to the survey indicated they were not involved in agri-tourism, which points to an opportunity to expand this aspect of the industry.

The 8 actions in this theme involve increasing the visibility of, and access to, local food products.

Table 6: Improving awareness of local agriculture and access to local food

ID	Actions	Timeframe	Priority
3a	Expand programs such as Farm to Flight at YLW.	Ongoing	Medium
3b	Raise the level of understanding about agriculture, considering options outlined in the <i>Farm Community Identity White Paper</i> (see Appendix H).	Ongoing	Medium
3c	Investigate opportunities for pop up markets to sell local produce as described in the <i>Local Food Retail Opportunities White Paper</i> (see Appendix E).	Short	Medium
3d	As part of the Healthy City Strategy, complete the Healthy Food Systems theme area for Kelowna.	Medium	High
3e	Evaluate an Agricultural Signage Program to raise awareness and appreciation for agricultural areas within the City.	Medium	Medium
3f	Communicate land use policies with real estate and community groups.	Ongoing	Medium
3g	Consider the opportunity for farm tours for elected officials and staff.	Medium	Low
3h	Identify opportunities to increase YLW’s air cargo service, which could potentially provide the opportunity to ship local agricultural products to additional markets.	Long	Medium

Theme 4: Fostering and sustaining farm business and farmland

Whether a producer is just starting out or coming from a long family history of farming, obtaining land is challenging. Farmers may require capital to switch crop varieties, upgrade equipment, or modernize practices. These activities all entail investment costs. The cost of farmland in most regions of BC is prohibitive: not only for new farmers but also for those who are taking over longstanding family farm businesses. The top challenges to farming and food production in Kelowna, indicated by survey results were: difficulties accessing land for farming due to speculation, high costs, and capital inputs (73%); competing non-farm uses for farmland (urban - rural edge issues) (70%); and lack of succession planning (age of farmers, no new young farmers) (56%). During stakeholder meetings, there was interest raised by both farmers and non-governmental groups in having the City pursue the option of establishing a farmland trust. This is one area that the City can take a lead role in this theme.



Many of the other actions brought forward during the stakeholder sessions that fall within this theme would require that the City play a supporting role, and those are outlined in the following section. The action in this theme relates to the City’s role in ensuring that farmland is farmed to its fullest capacity over the long term.

Table 7. Fostering and sustaining farm businesses and farmland.

ID	Action	Timeframe	Priority
4a	Investigate and support opportunities for alternative ownership models (e.g. farmland trust) for farmland for the purpose of increasing production levels on farmland.	Ongoing	Medium

Theme 5: Actions where the City of Kelowna plays a supportive role

Support for new farming initiatives is important for growing the sector; however, support is also needed to enhance current farming operations and allow farmers to capitalize on economies of scale. The need to encourage farm product processing and other value-added opportunities regionally is recognized as a way to increase economic viability. Innovation enhances profitability and allows farmers to develop entrepreneurial ideas, gain useful marketing and business management skills, and access capital. One concern raised by local farmers and other stakeholders was the limited amount of supporting infrastructure for agriculture, including secure processing facilities, cold storage and distribution opportunities. This is particularly true for smaller, independent farmers that are not members of larger industry groups. A large-scale commercial composting facility was identified as a resource that would be used by urban and rural food producers alike. The City has the capacity to play a supportive role in initiatives such as these, in addition to supporting goals of other organizations



working in agriculture, such as the Central Okanagan Economic Development Commission (COEDC), Young Agrarians, Okanagan-Kootenay Sterile Insect Release Program (OKSIR), Tourism Kelowna, and other key stakeholders.

There are 10 actions that the City would like to assist with, but does not have the jurisdiction or capacity to play a lead implementation role.

Table 8: Actions where the City plays a supportive role

ID	Actions	Priority
5a	Continue to support OK Sterile Insect Release program.	High
5b	Continue to support agricultural economic development goals.	Medium
5c	Investigate changes to encourage improved waste diversion (including yard waste collection) as per the 2017 Solid Waste Management Plan.	Medium
5d	Continue to support community groups to determine infrastructure for a permanent farmers' market location.	High
5e	Encourage farmers to work with the Province to manage troublesome wildlife.	High
5f	Encourage initiatives for land linking and mentorship programs for farmers.	Medium
5g	Work with Agriculture and Agri-Food Canada Summerland Research Station and BC Ministry of Environment to determine opportunities for soil maps to be digitized.	Low
5h	Encourage the Province to re-establish agricultural liaison services.	Medium
5i	Encourage the Province to restrict the sale of trees that can negatively impact the agricultural industry.	Medium
5j	Partner and build relationships with community based organizations working on pollinator protection initiatives.	Medium

Implementation Strategy

The *Agriculture Plan* recommends policies and actions to ensure farm land is protected for the long term. As the development of the Plan inspired a great deal of community input, it is anticipated that implementation will be broadly supported.

The implementation strategy scopes the anticipated timeline and resources required to successfully complete the actions and policies prescribed in the Plan. Of the 61 recommended actions, the City is listed as key lead for 51, some of which will be able to be completed concurrently (e.g. amendments to the OCP, Development Permit Area Guidelines, and/or Zoning Bylaw). Many of the actions and recommendations put forth in this Plan will be implemented through existing staff and financial resources provided by the City of Kelowna. However, additional support (both financial and staff) will be required to execute all the identified actions.

A proposed workplan is provided for the 51 actions that the City of Kelowna can lead in the following two tables. A column on each table identifies when additional budget may be required. Actions in each table are organized according to a proposed implementation timeline:

- **Ongoing:** Actions identified as ongoing are required to be addressed throughout the life of the plan.
- **Phase 1:** This phase tackles the short term-high priority, and short term-medium priority actions with a completion goal of one to two years (2018-2019) after the plan is adopted/endorsed.
- **Phase 2:** This phase includes medium term-medium priority actions. The goal is to be addressing them approximately 3-5 (2020 – 2022) years after the plan is adopted/endorsed.
- **Phase 3:** This phase addresses actions that are longer term in nature approximately 5-10 (2023 – 2027) years after the plan is adopted/endorsed.

Table 9 lists those actions that can be undertaken using existing staff resources. Table 10 identifies those actions that require additional staff resources. Both tables identify some actions that require additional budget beyond staff resourcing. For these actions, funding options will be investigated and/or budget requests will be made as part of the annual budget cycle.

It is anticipated that the amount of work identified in Table 10 will require:

- 1.0 FTE (full time equivalent) planning staff – With existing staff resources and workloads, an additional planning staff would be required to implement the *Agriculture Plan* in the timeline required. A staff-based approach will result in more focused attention on the implementation strategy and provide direct staffing resources over a number of years. The staff person will provide a central point of contact for the projects.
- 0.5 FTE bylaw officer – Several of the policies and actions have bylaw implications. Due to the current staff resourcing and workloads, an additional 0.5 FTE bylaw officer dedicated to agriculture will help ensure success of the implemented policies and actions.

Further, there are 9 additional actions as listed in Table 8 above, that would require the leadership of other key stakeholders, with the City playing a supporting role.

Table 9. Implementation actions to be undertaken with existing staff resources.

Action IDs	Description	Policy and Planning	Community Planning	Enterprise Kelowna	Development Services	Corporate and Protective Services	Infrastructure	Utility Services	Communications	Financial Services	Kelowna Airport	Parks Services	Supporting Organizations	Additional budget required**	Funding addressed in another plan
Ongoing Actions															
1.4 a, b	Maintain the agricultural compliance and enforcement strategy.		✓			✓							AGRI, ALC		
1.4 i	Investigate opportunities to minimize impacts, where possible, to agriculture during expansion of YLW as outlined in the 2045 Airport Master Plan.		✓								✓				
2 a	Evaluate and monitor City of Kelowna water pricing with the goal of sustaining agriculture.						✓	✓					Water user groups		✓
2 b	Include agriculture in municipal climate change strategies and plans.	✓													
2 c	Implement the actions of the 2015 Central Okanagan Clean Air Strategy to reduce smoke from burning.	✓					✓					✓	RDCO		✓
2 e	Continue to work with the RDCO to enforce the Noxious Insect Control Bylaw and Noxious Weeds & Grass Control Bylaw. Consider informing residents seasonally through a press release.		✓			✓			✓				RDCO		
3 a	Expand programs such as Farm to Flight at YLW to highlight local food and beverage products.										✓				✓
2 f	Continue to work towards ensuring sustainable, redundant and secure water for all agriculture.						✓	✓							✓
3 f	Encourage opportunities to meet with community groups, including real estate groups, to communicate existing land use policies and the impacts of non-farm use on farm land.		✓												
Actions to be implemented Years 1&2 (2018 – 2019)															
1.1 a, b, c, d, f	Amend the OCP to include new policies that protect and enhance farmland.	✓	✓												

Action IDs	Description	Policy and Planning	Community Planning	Enterprise Kelowna	Development Services	Corporate and Protective Services	Infrastructure	Utility Services	Communications	Financial Services	Kelowna Airport	Parks Services	Supporting Organizations	Additional budget required**	Funding addressed in another plan
1.2 a, b, c, d, e, f, g	Update the Farm Protection DP Guidelines to include regulations regarding residential footprints on farmland and update the requirements for statutory covenants.	✓	✓												
1.4 c	Update the Development Applications Procedures Bylaw to allow the Community Planning Manager to request an Agricultural Impact Assessment.		✓												
Actions to be completed in Years 3, 4, 5 (2020 – 2022)															
1.1 e	Explore a new OCP Land Use Designation: Transition to Agriculture.	✓	✓												
1.4 d	Explore opportunities to better match tax rates with farm land production activities.		✓	✓						✓		✓			
1.4 e	Update the Noxious Insect Control Bylaw and Noxious Weeds & Grass Control Bylaw to include current noxious species and diseases.											✓	Invasive Species Council	✓	
2 d	Create consistent water restriction / drought level messaging within affected areas or watersheds to ensure highest compliance by users.							✓	✓						✓
3 d	Develop a Healthy Food Strategy for Kelowna.	✓											IH	✓	✓
4 a	Investigate and support opportunities for alternative ownership models for farmland for the purpose of increasing production levels on farmland.	✓	✓										RDCO	✓	
Actions to be implemented in Years 5 to 10 (2023 – 2027)															
2 g	Develop emergency plans (i.e. wildfire, drought) that are inclusive of agriculture.	✓				✓						✓			✓
3 h	Identify opportunities to increase YLW's air cargo service, which could potentially provide the opportunity to ship local agricultural products to additional markets.										✓				✓

Table 10. Implementation actions to be undertaken: additional staff resources required

Action IDs	Description	Policy and Planning	Community Planning	Enterprise Kelowna	Development Services	Corporate and Protective Services	Infrastructure	Utility Services	Communications	Financial Services	Kelowna Airport	Parks Services	Supporting Organizations	Additional budget required	Funding addressed in another plan
Ongoing Actions															
1.4 a, b	Expand the agricultural compliance and enforcement strategy and establish procedures for zoning compliance review for business license applications on farmland.		✓			✓							AGRI, ALC		
3 g	Consider the opportunity for farm tours for elected officials and staff.		✓						✓				RDCO, Industry	✓	
3 b	Use existing communications channels (e.g. website, social media, printed signs, pamphlets) to raise the level of understanding about agriculture as outlined in the <i>Farm Community Identity White Paper</i> .		✓						✓					✓	
Actions to be implemented Years 1&2 (2018 – 2019)															
1.3 a, b, c, d, e, f, g	Update the Zoning Bylaw to ensure compliance with Provincial standards, and to include regulations regarding principal dwelling size, secondary dwellings, minimum lot sizes, and parking on farmland. Also update buffer specifications as outlined in <i>Edge Planning White Paper</i> .		✓										AGRI, ALC		
1.3 i, h, j, 3 c	Investigate opportunities for pop up markets to sell local produce and associated updates to the Zoning Bylaw as described in the <i>Increasing Local Food Access White Paper</i> .	✓	✓	✓					✓					✓	
1.3 k	Provide regulation for commercial assembly events on farmland that aligns with Ministry of Agriculture and ALC regulations.		✓										AGRI, ALC		
Actions to be completed in Years 3, 4, 5 (2020 – 2022)															
1.3 l	Investigate options to regulate permitted uses in the ALR consistent with the Ministry of Agriculture Bylaw Standards		✓												
1.4 f	Update the <i>Soil Deposit and Removal Bylaw</i> to ensure that it reflects current industry best practices. Consider identifying priority areas, such as the ALR, whereby soil deposit and removal will be restricted.		✓		✓									✓	

Action IDs	Description	Policy and Planning	Community Planning	Enterprise Kelowna	Development Services	Corporate and Protective Services	Infrastructure	Utility Services	Communications	Financial Services	Kelowna Airport	Parks Services	Supporting Organizations	Additional budget required	Funding addressed in another plan
1.4 g	Update the <i>Business Licence Bylaw</i> to include the new definition of local food sales. A license should be required for these retail operations whether the stand is on public or private property.			✓		✓								✓	
1.4 h	Require a business licence for commercial assembly events including conditions such as time parameters and parking requirements.		✓	✓		✓								✓	
3 e	Evaluate an Agricultural Signage Program to raise awareness and appreciation for agricultural areas within the City.		✓						✓					✓	
Actions to be implemented in Years 5 to 10 (2023-2027)															
2 h	Investigate creative approaches to provide existing neighborhoods on the urban side of the Permanent Growth Boundary with vegetative buffers.	✓	✓											✓	

Monitoring and Evaluation Strategy

A monitoring and evaluation strategy has been developed to help guide the Agriculture Plan implementation process. It includes measurable performance indicators to determine progress of the plan over time.

To create the monitoring and evaluation strategy, a series of performance indicators have been identified. These indicators will be measured and

reported at the end of each phase of the Agriculture Plan, and/or as the data becomes available.

The following table presents detailed descriptions of seven indicators along with measures of success (what is being measured), evaluation mechanisms (how it is being measured), and data sources for each.



Table 11 . Agriculture Plan Performance Indicators

#	Indicator	Measures of Success	Evaluation Mechanism	Data Sources	Frequency of Reporting
1	Short term, medim term and long term actions are implemented according to phases.	<p>A target of 50% (30% with only existing resources) of the recommended actions are completed during phase 1.</p> <p>A target of 25% (20% with only existing resources) of the recommended actions are completed during Phase 2.</p> <p>A target of 25% (50% with only existing resources) of the recommended actions are completed during Phase 3.</p>	Status of short, medium and long term recommended actions are tracked over time.	<p>Updates and amendments to the City's OCP, DP Guidelines, and Zoning Bylaw.</p> <p>Any new projects emerging from the Agriculture Plan.</p>	<p>Baseline data: the versions of the OCP, DP Guidelines, and Zoning Bylaw as of July 2017. Some actions relate to new projects that have yet to be started and therefore no baseline exists for those actions.</p> <p>Frequency of reporting:</p> <ul style="list-style-type: none"> • End of Phase 1 • End of Phase 2 • End of Phase 3
2	Ongoing actions are commenced or continued along the entire timeframe of the plan.	<p>A target of 50% (30% with only existing resources) of the ongoing actions are being followed by the end of Phase 1.</p> <p>A target of 75% (50% with only existing resources) of the ongoing actions are being followed by the end of Phase 2.</p> <p>A target of 100% (75% with only existing resources) of the ongoing actions are being followed by the end of Phase 3.</p>	Status of ongoing actions are tracked over time.	<p>Updates and amendments to the City's OCP, DP Guidelines, and Zoning Bylaw.</p> <p>Any new projects emerging from the Ag Plan.</p>	<p>Baseline data: the versions of the OCP, DP Guidelines, and Zoning Bylaw as of July 2017. Some actions relate to new projects that have yet to be started and therefore no baseline exists for those actions.</p> <p>Frequency of reporting:</p> <ul style="list-style-type: none"> • End of Phase 1 • End of Phase 2 • End of Phase 3
3	Land acreage in crop production increases.	Number of acres of land in production within the ALR and A1/agriculture zone increases within 10 years of the plan's endorsement.	<p>Track agricultural land under production.</p> <p>Track the number of farms and average number of acres per farm.</p>	<p>Agricultural Land Use Inventory by Ministry of Agriculture (2015 and any future updates).</p> <p>Agriculture Census by Statistics Canada (2016 and every 5 years thereafter).</p> <p>BC Assessment data by BC Assessment (annually).</p>	<p>Baseline data: information from the 2015 Agricultural Land Use Inventory, 2016 Agriculture Census, and 2016 BC Assessment data.</p> <p>Frequency of reporting:</p> <ul style="list-style-type: none"> • Annually (BC Assessment data). • Every 5 years (Agriculture Census data, ALUI data).

#	Indicator	Measures of Success	Evaluation Mechanism	Data Sources	Frequency of Reporting
4	New farm operations establish within the City of Kelowna.	<p>The number of active farm operations in the community increases within 10 years of the plan's endorsement.</p> <p>The average age of farmers in the region decreases within 10 years of the plan's endorsement. (While the age is beyond the City's control, it is hoped that the new opportunities will attract younger farmers).</p>	Track the number and demographic profile of farmers within the City.	<p>Agriculture Census by Statistics Canada (2016 and every 5 years thereafter).</p> <p>BC Assessment data by BC Assessment (annually).</p>	<p>Baseline data: information from the 2016 Agriculture Census and 2016 BC Assessment Data.</p> <p>Frequency of reporting:</p> <ul style="list-style-type: none"> • End of each Phase (BC Assessment data). • Every 5 years (Agriculture Census data).
5	The number of retail opportunities for local food producers increases.	<p>Business licence bylaw is updated to include licencing for local food sales by the end of Phase 1.</p> <p>Local food products are available in a variety of locations, year-round, by the end of Phase 2.</p>	<p>Examine the trend of business licences once the bylaw has been revised.</p> <p>Track the presence of local food retailers at YLW.</p>	<p>BC Assessment data (annually).</p> <p>City of Kelowna Business Licence database (annually).</p> <p>YLW food sales data (annually).</p>	<p>Baseline data: information from the 2016 BC Assessment Data; 2016 City of Kelowna business licence database; and YLW food sales data for 2016.</p> <p>Frequency of reporting:</p> <ul style="list-style-type: none"> • End of Phase 1 • End of Phase 2 • End of Phase 3
6	Compliance and enforcement of non-farm use on farmland is reinforced.	At least 5 non-farm use contraventions are closed off during each of Phase 1, Phase 2, and Phase 3 of the Agriculture Plan.	<p>Additional staff is assigned to Bylaw Services.</p> <p>The City directs resources to reduce the number of contraventions to the <i>ALC Act</i> on farmland.</p> <p>The number of contraventions that are successfully closed off are tracked over time.</p>	<p>City budget (annually).</p> <p>City Bylaw contravention database (ongoing).</p> <p>ALC contravention database (ongoing).</p>	<p>Baseline data: information from the 2016 City budget; the 2016 bylaw contravention database; and 2016 ALC contravention database.</p> <p>Frequency of reporting:</p> <ul style="list-style-type: none"> • End of Phase 1 • End of Phase 2 • End of Phase 3

#	Indicator	Measures of Success	Evaluation Mechanism	Data Sources	Frequency of Reporting
7	Preservation of farmland within and outside of the ALR continues.	The number of hectares has been maintained or increased in the ALR and/or A1.	<p>Comparison of total ALR and/or A1 land year over year.</p> <p>Number of OCP amendments outside of the Permanent Growth Boundary.</p> <p>Number of parcels changed from a Resource Protection Area to an alternate future land use designation.</p>	<p>City of Kelowna GIS data (ongoing).</p> <p>Development application data (ongoing).</p> <p>BC Assessment data by BC Assessment (annually).</p> <p>Agricultural Land Use Inventory by Ministry of Agriculture (2015 and any future updates).</p> <p>Agriculture Census by Statistics Canada (2016 and every 5 years thereafter).</p>	<p>Baseline data: information from the maps produced for the Ag Plan Update; 2015 ALUI data; and 2016 Agriculture Census data.</p> <p>Frequency of reporting:</p> <ul style="list-style-type: none"> • End of each Phase (GIS data, development application data, BC Assessment data). • Every 5 years (ALUI data, Agriculture Census data).

Conclusion

This updated *Agriculture Plan* for the City of Kelowna fulfills, in part, a commitment by the City set forth in the OCP to preserve agricultural land and enable healthy and productive agriculture. The *Agriculture Plan* will provide all members of the food producing community in Kelowna, along with elected officials, staff, and other leading agencies in the region, with a strong vision and directive towards increasing food production and enhancing the livelihood of those involved in agriculture.

Those involved in Kelowna's food system are passionate and knowledgeable people. The public strongly supports the preservation of farmland and the protection of that land for farming. Small and medium scale producers often struggle to establish a level of production that will allow them to derive their livelihood from the land. At the same time, consumers are clamoring for more options when it comes to buying local food.

The vision, goals, objectives, and recommended implementation actions outlined in this *Agriculture Plan* are all based on community engagement results, as well as best practice research and provincial guideline documents. The plan also includes a discussion of implementation options, a monitoring and evaluation framework, and a list of external funding opportunities.

The development of the *Agriculture Plan* involved a variety of engagement efforts to ensure that the vision statement, theme areas, and recommended actions were crafted with the assistance of key stakeholders in a manner that would be broadly supported by the public. As such, a combination of AAC meetings, stakeholder sessions, a survey, open houses, and one-on-one interviews were conducted to ensure that a wide range of perspectives were incorporated.



The City of Kelowna's agricultural landscape is an integral part of the community's identity. Agricultural land plays an essential role in improving the quality of life of residents, offers an aesthetically diverse landscape, is an essential part of the green infrastructure (retaining rainwater, preventing flooding, and recharging aquifers), and ensures food security. The long-term strategic protection of this vital community asset is important to the community today, and will be critical for future generations.

The *Agriculture Plan* is expected to serve the community for at least the next 10 years and will be used to inform future OCPs updates, the 20-year Servicing Plan, decisions regarding infrastructure and city-owned assets, and more. Most importantly, if the actions presented in this plan are fully implemented, the local farming sector will become strengthened and more resilient as a result - creating positive trickle down effects for the entire community for years to come.

Appendix A: Acronyms

AAC	Agricultural Advisory Committee
AGRI	Ministry of Agriculture
ALC	Agricultural Land Commission
ALR	Agricultural Land Reserve
COEDC	Central Okanagan Economic Development Commission
DPA	Development Permit Area
OCP	Official Community Plan
OKSIR	Okanagan-Kootenay Sterile Insect Release
RDCO	Regional District of Central Okanagan
YLW	Kelowna International Airport

Appendix B: Glossary

Agriculture: Means development or use for the primary production of farm products such as dairy products, poultry products, cattle, hogs, sheep or other animals, wheat or other grains, and vegetables, orchards or other field crops.⁴

Food Security: All community residents have access to sufficient, safe, healthy and culturally acceptable foods produced in a manner that promotes health, protects the environment and adds economic and social value to communities.⁵

Local Food: The Canadian Food Inspection Agency has adopted an interim policy that recognizes “local” as:

- *Food produced in the province or territory in which it is sold, or*
- *Food sold across provincial borders within 50 km of the originating province or territory*

For the purposes of this plan, “local food” refers to food and food products produced within the Central Okanagan.

Residential Footprint Residential Footprint means the portion of a lot that includes all structures, landscaping, driveways and parking areas associated with the principal dwelling, including but not limited to the principal dwelling, mobile home for family, home based business (minor, major and rural), accessory structures including garage and storage, recreation areas (including pools and sport courts), and outdoor living areas. Structures not included in the residential footprint are agricultural structures, including greenhouses, agricultural and garden stands and those structures associated with temporary farm worker housing footprint.⁶

⁴ City of Kelowna Zoning Bylaw No.8000

⁵ Kelowna 2030 Official Community Plan

⁶ City of Kelowna Proposed Zoning Bylaw Amendments (File TA16-0015)

Appendix C: Engagement Summary

Introduction

This summary provides highlights of engagement activities that took place during the development of the City of Kelowna's Agriculture Plan. The complete outline of public engagement and input summaries, including survey results, is available as a separate companion document.

The feedback was obtained through the following steps:

- Seven meetings with the AAC between April 2016 and June 2017;
- Three stakeholder sessions (June 2016, November 2016, June 2017);
- Three open houses (two in June 2016 and one in June 2017);
- Three meetings with an agriculture industry group (June 2016, November 2016, June 2017);
- A meeting with small and medium-scale farm operators (November 2016)
- An online key issues survey (with 563 responses) in June 2016;
- A mind-mixer;
- Direct phone calls and face-to-face conversations with YLW, Young Agrarians, Okanagan Basin Water Board, BC Agriculture & Food Climate Action Initiative, South East Kelowna Irrigation District, Tourism Kelowna, and Central Okanagan Economic Development Commission; and
- An exit survey (with 74 responses) in June 2017.

Methodology

Engagement for the Agriculture Plan Update was based on an engagement strategy that was developed at the start of the project to effectively and collaboratively engage the Kelowna community and key stakeholders in the planning process. The strategy uses a combination of the International Association of Public Participation (IAP2)'s core values, principles of Community



Based Social Marketing (CBSM), and the Kepner Tregoe approach.

The purpose of the first round of engagement, hosted in the Spring of 2016, was to introduce the project to the public, gather feedback regarding the Plan's vision statement, and begin to identify strengths, weaknesses, opportunities, and threats for the local agricultural sector. During the engagement, the public had an opportunity to complete a key issues survey online between May 24 and June 30, 2016 or a hard copy at the first two open houses. From the information gathered during this engagement a list of key issues emerged.

During the second round of engagement, in Fall 2016, Key Priority areas and a draft list of recommended actions were presented to stakeholders and farmers so feedback could be gathered.

Towards the end of the project stakeholders and the public had another opportunity to complete an exit survey, either online or in person at an open house to indicate overall level of support for the project.

It should be noted that results from open surveys such as those done during the first and third round of engagement are a collection of opinions and perceptions from interested or potentially affected residents, and not a statistically valid random sample of all Kelowna citizens. The surveys were opt-in and open method, and therefore results are qualitative in nature and cannot be said to represent views of all Kelowna citizens. A summary of the results from both surveys are available in the Engagement Summary companion document to the Agriculture Plan.

Engagement Sessions

AGRICULTURAL ADVISORY COMMITTEE (AAC)

The City of Kelowna Council's AAC acted as a touchstone throughout the planning process, providing guidance and advice at key junctures. The AAC provided input on vision, goals, and priorities; identified approaches to help engage the community in the process; provided feedback on draft policy directions; and reviewed the draft Agriculture Plan Update before it was presented to the public. There were seven AAC meetings that provided project updates, to develop a strong rapport with AAC members, and to ensure that their feedback was incorporated into all deliverables.

- Meeting #1: Introduction to the project, scoping and review of community engagement strategy and stakeholder mapping exercise, April 14, 2016.
- Meeting #2: Vision statement was drafted and a SWOT analysis was discussed, May 11, 2016.
- Meeting #3: Key themes and recommended actions, October 13, 2016.
- Meeting #4: Engagement summary and recommended actions, December 8, 2016.
- Meeting #5: Draft policy and recommendations, March 13, 2017.
- Meeting #6: Implementation strategy, April 13, 2017.
- Meeting #7: Draft Plan review, June 8, 2017.



STAKEHOLDER GROUP

These targeted in-depth discussions provided a deeper level of feedback than from the general public at open houses.

Participants represented:

- BC Fruit Growers Association
- BC Cherry Association
- Central Okanagan Food Policy Council
- Regional District of Central Okanagan
- Central Okanagan Economic Development Commission
- Central Okanagan Community Garden Society
- Westbank First Nation
- Regional Air Quality

The three sessions were facilitated to address the following topics:

- 1 June 2016: Refine and finalize the vision statement, develop a SWOT analysis;
- 2 November 2016: Provide input on draft recommendations and priority policy issues; and
- 3 June 2017: Provide feedback on draft Agriculture Plan Update.

The sessions were invitation-only, with 10-12 targeted individuals invited to each session. The same group of individuals were invited to attend each session, to ensure continuity of the discussion, however not all were able to attend. It is worth noting that, Westbank First Nation (WFN) were only able to participate in the first session. Further,

representatives from the Okanagan Indian Band (OKIB) were invited but did not attend the sessions.

AGRICULTURE INDUSTRY GROUP

Three meetings were held with representatives of agriculture industry to inform them of the purpose of the plan, gather input on the strengths and challenges facing the local agricultural sector and receive feedback on direction of the themes, recommended actions, and the draft Plan.

Participants represented the following groups:

- BC Tree Fruits
- BMO Financial Group (Agricultural Lender)
- IMP2Go Consulting
- PMRA Health Canada
- BC Cherry Association
- Ministry of Agriculture
- Agriculture and Agri-Food Canada
- AgSafe
- Growers Supply
- Grospurt
- Sterile Insect Release Program
- Farm Writer for BC Fruit Growers Magazine

The three meetings with the Agriculture Industry Group were held: June 2016, November 2016, and June 2017.

YOUNG AGRARIANS

The consultant took part in a phone discussion with the Executive Director of the Young Agrarians, on June 13th, 2016. The Director expressed interest in continuing to be involved with the stakeholder sessions and noted that local members will try to attend future Agriculture Plan events.

FOOD POLICY COUNCIL

The consultant took part in a phone discussion with the Director of the Central Okanagan Food Policy Council, on June 30th, 2016. The Food Policy Council subsequently submitted specific comments to be considered as the project moved into the next stages.

FARMER CONVERSATION

In order to drill into issues that may be specifically encountered by operators of small and medium scale farms, a special session was held one evening in November 2016 to hear these concerns and identify opportunities.

Twelve participants attended representing a total of eight farm operations. Farms that were represented included:

- Okanagan Lavender and Herb Farm
- Arlo's Honey Farm
- Suncatcher Farm
- Sunreal Organics
- A & F Ritz Farm
- The Homestead Farm
- Sunshine Farm
- Wise Earth Farm

It should be noted that a second farmer conversation was planned during the third round of engagement, however due to lack of attendance was cancelled. This group was instead invited to attend the stakeholder or open house sessions instead.

ONE-ON-ONE MEETINGS

Several one-on-one meetings took place on November 22 and 23, 2016. These meetings were conducted in order to receive feedback on the draft key themes and recommended actions and ensure that no critical concerns or opportunities were being overlooked. These meetings included:

- Consultant and Kelowna International Airport (YLW);
- Consultant and South East Kelowna Irrigation District;
- Consultant, staff, and Okanagan Basin Water Board and BC Agriculture and Food Climate Action Initiative; and
- Consultant, staff, Tourism Kelowna, and the COEDC.

OPEN HOUSES

Two Open Houses were hosted in June 2016 to identify strengths, weaknesses, opportunities, and threats for the local agricultural sector. Approximately 29 people attended the first on June 8, 2016 at Mission Creek Park in addition to attendance by City councillors, staff and consultants. Nearly 40 people attended the second mini open house on June 11th, 2016 at the Save On Foods, Cooper Road location.

Approximately 40 people attended the final open house to provide their input on the draft Plan on June 21 at Reid Hall, Benvoulin Road. Information panels provided attendees information about the draft Agriculture Plan and staff were available to answer questions.

SURVEYS

563 people participated in the key issues survey between May 24th and June 30th, 2016. Most of the responses were generated through the website (32 per cent), followed by Get Involved Kelowna (25 per cent) and then Facebook posts (19 per cent) and outreach (19 per cent).

An exit survey was also made available online through the City's website between June 11th and June 30th, 2017. Hard copies were distributed during the 3rd Stakeholder Session and 3rd Agriculture Industry Group meeting and at the final open house. A total of 34 online surveys were completed and 40 hard copies were completed, for a total of 74 exit surveys.

Results

ROUND 1 ENGAGEMENT

Of the respondents that completed the survey, 79 per cent (437 out of 552) identified themselves as non-farmers and the majority of those overall respondents classified themselves as gardeners (64 per cent). Only 24 per cent had no direct connection to food production, while 42 per cent had previous generations as food producers in their families. 21 per cent (115) of the respondents self-identified as farmers.



Survey highlights included:

- 95 per cent of respondents indicated that policies preserving farmland were important or very important. Food security was cited as the number one reason to protect farmland.
- Only 41 per cent of respondents felt as though they had good knowledge about local food production and agriculture in the City of Kelowna. Only 8 per cent felt that they were very knowledgeable about the Right to Farm Act.
- 97 per cent of respondents mentioned that they choose to purchase local when they have the opportunity, however there were many reasons given for what prevents or limits those local purchases. 44 per cent of respondents said they would definitely purchase direct from producers if they were located closer to their home.
- 73 per cent of respondents agreed or strongly agreed with the vision statement.
- 31 per cent of respondents said the City has not doing enough to enforce non-farm use on

farmland. A further 34 per cent didn't know if the City was doing enough.

Through responses on strengths and challenges, both through the survey and through the stakeholder discussions, eight key themes emerged during the first round of engagement:

- Theme 1 - Harnessing and stewarding the bio-physical environment: taking advantage of great soil and sun, while minimizing water waste.
- Theme 2 - Increasing consumer awareness and support for local agriculture: introducing Kelowna farms to residents and visitors alike.
- Theme 3 - Managing urban and rural growth & development: keeping non-farm uses off the ALR.
- Theme 4 - Supporting economic development of the agricultural sector: creating farms that create a profit.
- Theme 5 - Improving the experience of farm labourers: enhancing the quality of life for farmworkers.
- Theme 6 - Bridging existing gaps in the food system: getting local food onto local plates.
- Theme 7 - Planning for farm succession: making sure that retirement of the farmer doesn't mean retirement of the farm.
- Theme 8 - Aligning local policies and regulations with the *Agriculture Plan's* vision: providing clear direction for decision-makers.

ROUND 2 ENGAGEMENT

During the November engagement events, participants had the opportunity to provide input on a draft list of recommended actions. In general, stakeholders were supportive of the overall direction of the Agriculture Plan update. Participants provided additions and/or changes to the draft action list. Following the engagement, the actions were further reviewed and vetted prior to the development of the final Plan

During Round 2 Engagement the number of key priority, and theme areas were continually refined.

ROUND 3 ENGAGEMENT

During the final stakeholder and Agriculture Industry Group sessions, in June 2017, discussion focused on which actions had the most support followed by a conversation on implementation and general question and answers. In general, participants in both sessions were supportive of the overall direction of the draft Agriculture Plan.

Attendees of the final open house, in June 2017, also had general support for the draft Agriculture Plan. Discussion during the open house primarily focussed on clarifying questions.

Attendees of all the third round engagement session were encouraged to complete an exit survey and distribute the online version to their networks. A total of 74 surveys were completed (34 online and 40 hard copy).

The following actions received the most support based on survey results and the discussion from the stakeholder and Agriculture Industry group sessions.

- Theme 1: Strengthening local policies and regulations to protect agriculture.
 - Support for OCP, Development Permit Guideline, and zoning updates.
 - Enforcement and compliance.
 - Restrict additional density outside the Permanent Growth Boundary.
- Theme 2: Stewarding natural resources and the environment for food production.
 - Buffers – edge planning recommendations have significant opportunities to reduce conflicts.
 - Noxious weeds bylaw update – OKSIR can help with updating this list.
 - Implementing the Clean Air Strategy.
 - Water security and sustainability – including pricing.

- Theme 3: Improving awareness of local agriculture and access to local food.
 - Investigate opportunities for pop up markets to sell local produce.
 - The signage program – need signs that identify crops.
 - Communications with real estate industry.
 - Farm tours (for City officials, staff, and farmers too). Could partner with RDCO on this.
 - Awareness of practices not just economics.
- Theme 4: Fostering and sustaining farm businesses and farmland.
 - Support for the farmland trust model.
- Supporting Actions:
 - Water security
 - Permanent farmers market location.
 - Liaison and extension services.

Based on the input received during the final round of engagement, actions in the Agriculture Plan were further refined.



Appendix D: Detailed Action Tables

Table 1. Official Community Plan updates: detailed actions

ID	Actions	Timeframe	Priority
1.1a	Restrict the expansion of residential development, and resulting potential edge conflicts, into farm areas by prohibiting additional density outside the Permanent Growth Boundary.	Short	High
1.1b	Restrict community sewer service expansion into agricultural areas except where infrastructure is needed to address public health issues and protection of natural assets as identified by the City of Kelowna or senior government.	Short	High
1.1c	Restrict non-farm uses that do not directly benefit agriculture. Only support non-farm uses in farm areas that have a direct and ongoing benefit to agriculture or meet essential requirements of municipal government.	Short	High
1.1d	Protect and support the continued designation of Natural Resource Protection Lands for agricultural purposes regardless of soil types and capabilities assigned for potential for non-soil based agriculture, and the importance of reducing edge effects through farmland.	Short	Medium
1.1e	Explore a new OCP Land Use Designation: <i>Transition to Agriculture</i> for parcels within and outside the Permanent Growth Boundary that are within 300 m of the farm land boundary.	Medium	High
1.1f	Expand urban agriculture opportunities as a way to improve food system resiliency and promote social inclusion, such as community gardens or urban farming.	Short	Medium

Table 2. Farm Protection Development Permit Guidelines updates: detailed actions

ID	Actions	Timeframe	Priority
1.2a	Adopt Residential Footprint policies as per the <i>Non-Farm Use White Paper</i> (see Appendix G) in accordance with provincial standards including residential footprint size, building setbacks, and total floor area of dwelling units. This includes establishing a maximum specific floor area for the Residential Footprint of 2,000 m ² (0.2ha) within the ALR / A1 zone.	Short	High
1.2b	Include underground residential services within the Residential Footprint as required for the structures within it.	Short	High
1.2c	Only structures used exclusively for farm use, or have a direct and on-going benefit to agriculture, may be located outside the Residential Footprint.	Short	High
1.2d	On agricultural lands, locate farm retail sales, wineries, cideries, breweries, distilleries, and any other structures and services related to the public that are defined as farm uses under the ALC Act near the road entrance (or where geographically appropriate), in order to reduce the footprint and extent of services through the property with the intent of maximizing agricultural potential.	Short	High
1.2e	Ensure that the Residential Footprint maximizes the agricultural potential (e.g. soil, topography, etc.) and limits negative impacts on the farm, whether or not the parcel is currently farmed.	Ongoing	Medium

ID	Actions	Timeframe	Priority
1.2f	Update OCP Chapter 15 Farm Protection DP guideline 1.7 to require statutory covenants on non-agricultural land through the development process to notify landowners that “normal farm practices” occur in close proximity as described in the <i>Edge Planning White Paper</i> (see Appendix F).	Short	Medium
1.2g	Discourage uses of urban land adjacent to agricultural land by vulnerable populations to limit interface incompatibilities.	Short	Medium

Table 3. Zoning Bylaw updates: detailed actions

ID	Actions	Timeframe	Priority
1.3a	Review and amend the A1 zone to ensure compliance with Provincial standards and objectives of the Agriculture Plan update.	Short	High
1.3b	Investigate adopting a maximum home (principal dwelling) total floor area within the A1 zone based on Ministry of Agriculture guidelines, and other zones that may also be in the ALR.	Short	High
1.3c	Require that mobile homes on farmland be occupied by the owner’s immediate family, be located on a non-permanent foundation without basement excavation, and be removed from the property within 90 days when no longer occupied. The site must be restored to a condition suitable for agricultural use following removal of the mobile home.	Short	High
1.3d	Remove “carriage house” as a permitted use within the A1 zone.	Short	High
1.3e	Update zoning bylaw subdivision regulations to increase the minimum lot size in the ALR from 2.0 ha to 4.0 ha in order to create a consistent minimum lot size of 4.0 ha for all of the A1 zone.	Short	High
1.3f	Update the Zoning Bylaw to reflect the vegetative buffer specifications as outlined in <i>Edge Planning White Paper</i> (see Appendix F).	Short	High
1.3g	Investigate parking limitations on agricultural lands including permeable surfacing, with the exception of the Residential Footprint.	Short	Medium
1.3h	Create a clear definition in the Zoning Bylaw for local food retail opportunities outside of the ALR as described in the <i>Local Food Retail Opportunities White Paper</i> (see Appendix E).	Medium	Medium
1.3i	Revise the definition of “urban agriculture” to include the sale of farm products as a seasonal retail operation that is temporary in nature.	Short	Medium
1.3j	Designate specific sites and/or zones as suitable for “local produce stands” as per the <i>Local Food Retail Opportunities White Paper</i> (see Appendix E). This may include farm gates of urban farms, commercially-zoned areas, transportation hubs, institutional lands, and/or parking lots and define the allowable structures where retail sales of food are permitted.	Short	Medium
1.3k	Provide regulation for commercial assembly events on farmland that aligns with Ministry of Agriculture and/or ALC regulations.	Short	Low
1.3l	Investigate options to regulate permitted uses in the ALR consistent with the Ministry of Agriculture Bylaw Standards	Short	Medium

Table 4. Actions regarding other policies and regulations: detailed actions

ID	Actions	Timeframe	Priority
1.4a	Continue to enforce permitted uses using the <i>City's Agricultural Enforcement & Compliance Strategy</i> . Expand the current strategy and partner with ALC enforcement and compliance officers to maximize resource efficiencies. This may include meeting with the ALC to share data and information on enforcement efforts. Consider dedicating bylaw staff to issues outside the Permanent Growth Boundary.	Ongoing	High
1.4b	Establish procedures for zoning compliance review for business license applications on agricultural properties.	Ongoing	High
1.4c	Update the <i>Development Applications Procedures Bylaw</i> to allow for the Community Planning Manager to request an Agricultural Impact Assessment by a Professional Agrologist that quantifies the impacts of any proposed development that may affect agricultural activity, such as non-farm use on farmland, rezoning, temporary use permits, and subdivision on lands adjacent to farmland.	Short	High
1.4d	Explore opportunities to better match tax rates with farmland production activities (e.g. tax rates higher for under-utilized land instead of lower farm rates).	Medium	High
1.4e	Update the <i>Noxious Insect Control Bylaw</i> and <i>Noxious Weeds & Grass Control Bylaw</i> to include current noxious species and diseases. Work with the Invasive Species Council of BC and the Regional District of Central Okanagan on this action.	Medium	Medium
1.4f	Update the <i>Soil Deposit and Removal Bylaw</i> to ensure that it reflects current industry best practices. Consider identifying priority areas, such as the ALR, whereby soil deposit and removal will be restricted. Issues to be addressed in a review could include: <ul style="list-style-type: none"> • soil quality, • location of fill deposit, and • amount of soil removal. 	Medium	Medium
1.4g	Update the <i>Business License Bylaw</i> to include the new definition of local food sales (as per related actions in 1.3). A license should be required for these retail operations whether the stand is on public or private property.	Medium	Medium
1.4h	Require a business license for commercial assembly events including conditions such as time parameters and parking requirements.	Medium	Medium
1.4i	Investigate opportunities to minimize impacts to agriculture, where possible, during expansion of YLW as outlined in the 2045 Airport Masterplan.	Long	Medium

Table 5. Stewarding natural resources and the environment for food production: detailed actions

ID	Actions	Timeframe	Priority
2a	Evaluate and monitor City of Kelowna water pricing with the goal of sustaining agriculture.	Ongoing	High
2b	Include agriculture in municipal climate change strategies and plans.	Ongoing	Medium

ID	Actions	Timeframe	Priority
2c	Implement the actions of the 2015 Central Okanagan Clean Air Strategy to reduce smoke from burning (e.g. expand agriculture wood waste chipping program, review, update and harmonize burning policies).	Ongoing	Medium
2d	Create consistent water restriction/drought level messaging within affected areas or watersheds to ensure highest compliance by users.	Medium	Medium
2e	Continue to work with the Regional District of Central Okanagan to enforce the <i>Noxious Insect Control Bylaw</i> and <i>Noxious Weeds & Grass Control Bylaw</i> . Consider communicating information to residents seasonally through a press release.	Ongoing	Medium
2f	Continue to work towards ensuring sustainable, redundant and secure water for all agriculture.	Ongoing	High
2g	Develop emergency plans (i.e. wildfire, drought) that are inclusive of agriculture.	Long	Medium
2h	Investigate creative approaches to provide existing neighborhoods on the urban side of the Permanent Growth Boundary with vegetative buffers. Examples may include incentives to increase the number of trees planted in the community.	Long	Low

Table 6: Improving awareness of local agriculture and access to local food: detailed actions

ID	Actions	Timeframe	Priority
3a	Expand programs such as Farm to Flight at YLW to highlight local food and beverage products.	Ongoing	Medium
3b	Use existing communications channels (e.g. website, social media, printed signs, pamphlets) to raise the level of understanding about agriculture policies and activities. Options for consideration are outlined in the <i>Farm Community Identity White Paper</i> (see Appendix H).	Ongoing	Medium
3c	Investigate and communicate opportunities for pop up markets to sell local produce as described in the <i>Local Food Retail Opportunities White Paper</i> (see Appendix E).	Short	Medium
3d	As part of the Healthy City Strategy, complete the Healthy Food Systems theme area for Kelowna. The strategy would address food security issues that are not included within the scope of this Agriculture Plan Update. Explore opportunities for establishing requirements and incentives for shared gardens in new multi-unit developments and other urban agriculture opportunities. Also examine inventory, food storage, distribution, processing and opportunities to redirect food waste. Pollinator protection strategies should also be addressed as part of the Healthy Food System theme area.	Medium	High
3e	Evaluate an Agricultural Signage Program to raise awareness and appreciation for agricultural areas within the City. The signs should be placed along roads used by farm vehicles, along recreational trails, and in agricultural edge planning areas.	Medium	Medium
3f	Encourage opportunities to meet with community groups, including real estate groups, to communicate existing land use policies and the impacts	Medium	Medium

ID	Actions	Timeframe	Priority
	of non-farm use on farmland. The impacts of farmland speculation on the local agriculture sector should be highlighted.		
3g	Consider the opportunity for farm tours for elected officials and staff. The City, in partnership with the agricultural industry, could create opportunities to tour agricultural properties and learn about the role agriculture plays within the city.	Medium	Low
3h	Identify opportunities to increase YLW's air cargo service, which could potentially provide the opportunity to ship local agricultural products to additional markets.	Long	Medium

Table 7. Fostering and sustaining farm business and farmland: detailed action

ID	Action	Timeframe	Priority
4a	Investigate and support opportunities for alternative ownership models for farmland for the purpose of increasing production levels on farmland. The alternative models may include: <ul style="list-style-type: none"> • Allotments (large garden leases); • Incubator farms for new farmers; • A local or regional farmland trust; • Institutional partnerships to increase food production; and/or • Co-operative farming models. 	Ongoing	Medium

Table 8. Actions where the City plays a supportive role: detailed actions

ID	Actions	Priority
5a	Continue to support OK Sterile Insect Release program and advocate for environmentally friendly alternatives for other pests.	High
5b	Continue to support the agricultural economic development goals of the Central Okanagan Economic Development Commission (COEDC), Okanagan Indian Band and Westbank First Nation.	Medium
5c	Re-evaluate organic waste diversion opportunities and investigate changes to encourage improved waste diversion (including yard waste collection) as per the 2017 Solid Waste Management Plan.	Medium
5d	Continue to support community groups on initiatives to determine infrastructure required for a permanent, year-round farmers market location.	High
5e	Encourage farmers to work with the Province to manage troublesome wildlife.	High
5f	Encourage initiatives for land linking and mentorship programs for farmers.	Medium
5g	Work with Agriculture and Agri-Food Canada's Summerland Research Station and BC Ministry of Environment to determine opportunities for soil maps to be digitized and made available online.	Low
5h	Encourage the Province to re-establish agricultural liaison services.	Medium
5i	Encourage the Province to restrict the sale of trees that can negatively impact the agricultural industry	Medium
5j	Partner and build relationships with community based organizations working on pollinator protection initiatives.	Medium

Appendix E: Local Food Retail Opportunities White Paper

Introduction

The Okanagan is unique in the country for the wide range of produce it supports. It has an opportunity to be exemplary in opportunities to access fresh farm products. With farmer's markets and produce stands in the City limits, there are great opportunities to access local food. This paper examines how this could be even further developed, and strengthen Kelowna as a vibrant farm community that celebrates fresh local food through access and identity.

This paper examines opportunities to strengthen access to local food through the City and build an identity of Kelowna as a community that supports, celebrates and enjoys fresh produce grown here in the community.

DEFINITIONS

Certain terms appear throughout this report. They are defined here for reference.

Food Access: Ensuring that healthy, high-quality, culturally appropriate options are available and affordable wherever people reach for food and drinks.

Food System: The chain of activities connecting food production, processing, distribution, consumption, and waste management, as well as all the associated regulatory institutions and activities.

BACKGROUND

A 2006 Ipsos-Reid poll and a 2007 survey by Environics found strong support for local food amongst Canadians. The poll noted that 56 per cent of Canadians "always" or "usually" check to see where their fruit and vegetables come from when they are shopping, and 42 per cent regularly buy local food.⁷ However, while these results point to a preference for purchasing local products, they don't indicate the degree of local food accessibility.

Buying local food may involve some inconvenience for the consumer. Farmers markets may be open only one or two days a week, specialty stores that sell local food may not offer one-stop-shopping, and farm gate options may require a lot of travel for a few items. Translating awareness of local food into routine purchasing actions and habitual behavior is a long-term process that requires easy access to local food⁸.

97 per cent of survey respondents indicated that they buy locally grown products when given the option.

A spring 2016 survey of Kelowna residents showed 97 per cent of respondents indicated that they buy locally grown products when given the option⁹. Lack of access and availability was noted by 46 per cent of respondents as a key reason for not purchasing local. Respondents also commented that they didn't have time to go to different farms to purchase products and that farmers' markets were not at convenient times or locations. It was suggested that if local products were more easily accessible that they would be more likely to purchase them. In fact, 89 per cent of respondents

⁷ Food connects us all: Sustainable local food in Southern Ontario. Metcalf Foundation. February 2008.

⁸ Ibid.

⁹ City of Kelowna Agriculture Plan Update survey, 2016. Over 550 individual responses to the survey were obtained over a two-month period, from May 2016 to July 2016.

said they would possibly, probably or definitely purchase directly from producers if they were located closer to their home (i.e. within walking distance, or a 5-minute drive).

Improving access to local food has the potential to redirect purchasing power so that the local economy is enhanced and the financial benefits of local agriculture remain within the community. Benefits can include:

- Fresh food access points in neighbourhood development plans increase the ability for low-income individuals, families and seniors, or those who lack access to reliable transportation to increase the amount of fresh local foods to their diets. This type of planning also creates both senior-friendly and accessible communities, an important consideration given Kelowna's aging population.¹⁰
- Reduces travel time lessens greenhouse gas emissions, plus it encourages mobility and social interaction between neighbours, further supporting a healthy lifestyle in the community¹¹.
- Helps producers get their product to market, which in turn helps build demand, and supports producers by providing them with additional methods to market and sell their products.

Enhancing healthy food retail in Kelowna neighbourhoods can help achieve the Kelowna 2030 Official Community Plan goal of enabling healthy and productive agriculture (Goal #9). The City can play an important role in increasing the availability of fresh produce for residents by creating policies and associated zoning that provide more flexibility for citizens both in terms of locations to purchase fresh local foods as well as an increased variety of healthy food options.



Local produce stands

Local produce stands bring fresh produce into neighbourhoods on push carts, carts powered by bicycles, vans, or small trailers. Local produce stands may also refer to farm gate sales of goods being sold directly on an urban farm property in an area that is otherwise primarily residential. Local produce stands may be run by farmers, for-profit small businesses, or non-profits. The distinction between farmers' markets and local produce stands is that the latter are small, usually only offering one (or a few) specific products, and may be able move around within and between neighbourhoods.

¹⁰ City of Kelowna Community Trends Report 2015

¹¹ A seat at the table: Resource guide for local governments to promote food secure communities. June 2008. Provincial Health Services Authority.

The challenge with local produce stands is that they often fall within a regulatory grey zone between markets and vending, as will be discussed in the next section.

Current local regulatory environment

The City has a number of initiatives and policy that supports retail sale of fresh produce. This section examines current policy with respect to current opportunities and ways that policy could be strengthened to better support retail sales of local food. Current initiatives include:

CITY OF KELOWNA HEALTHY FOOD AND BEVERAGE SALES IMPLEMENTATION PLAN.¹²

In April 2008, the City adopted the five-year Healthy Food and Beverage Sales Implementation Plan to build awareness, switch to packaged and prepared food products that reflect the Healthy Choice Checkmark System, expand the number of vending machines providing healthy packaged food products, and develop new policies for food contracts for city-leased facilities.

FARM TO FLIGHT

The Kelowna Regional Airport YLW has initiated a fresh fruit to flight marketing program, where visitors travelling within Canada can purchase locally grown produce at the airport, in packages specifically designed for aircraft transport. This opportunity, in addition to fresh wine and other locally produced beverage sales, enables travelers to take a bit of Okanagan grown produce back to friends and family.



CITY OF KELOWNA BUSINESS LICENCE BYLAW

The City of Kelowna Business Licence Bylaw (No. 7878, 2012) has definitions for "Fruit Stand" and "Mobile store":

- "Fruit stand" means a business licensed to sell farm produce.
- "Mobile store" means a business that is carried out entirely from a motor vehicle, hand push carts, or self-propelled concession stands whereby the entire stock of goods, wares, merchandise, or foodstuffs offered for sale is actually carried and contained in the mobile unit and are offered for sale and are delivered to the purchaser at the time of sale. Mobile stores are restricted in where they can be established, with designated areas specially in the downtown core (Bernard Avenue, Leon Avenue, and Lawrence Avenue). Hours of operation are restricted.

¹² City of Kelowna Healthy Food and Beverage Sales Implementation Plan.
<http://apps.kelowna.ca/CityPage/Docs/PDFs/Council/Meetings/Council>

<http://apps.kelowna.ca/CityPage/Docs/PDFs/Council/Meetings/Council/2008-04-21/Item%204.4%20-%20Healthy%20Food%20and%20Beverage%20Sales%20Implementation%20Plan.pdf>

City of Kelowna's Zoning Bylaw

The City of Kelowna Zoning Bylaw includes definitions for "Open-air markets" and "Public markets" that refer mainly to farmers' markets but does not include retail opportunities for individual vendors.

- "Open-air market" is defined as a temporary market comprised of stalls and sheltered premises, for producers for the sale of farm and food, plants, baked goods, prepared and ready-to-eat foods and artisan crafts. The intent of the Open-Air Market is to provide a long term location for a farmers' market group or society.
- "Public market" means an open space concept comprised of stalls and structures for the sale directly by producers of farm and food products, plants, baked goods, prepared and ready-to-eat foods. The first priority of this use is for the sale of local and BC farm and food products. The second priority of this use is for the sale of farm and food products that are not locally grown.
- "Urban Agriculture" is defined as the cultivation of a portion of a parcel for the production of food including fruits, vegetables, nuts and herbs for human consumption only. In the Zoning Bylaw, Urban Agriculture is further categorized as either one with the intention for personal use or one where the intention is for commercial sale, trade, or distribution offsite. Onsite sales are currently not permitted.
- "Market Agriculture" is defined in the Zoning Bylaw as the onsite promotion, exhibition, production and/or sale of agricultural products to the public. Typical uses would be small to mid-scale production of fruits, vegetables, nuts, and animal husbandry. Direct urban farm gate sales would be facilitated if the term "market agriculture" was included in the definition of urban agriculture, and if direction regarding retail activities were also provided within the description of Urban Agriculture in the Zoning Bylaw.

Neither Open-Air Market nor Public Market are listed as primary or secondary permitted uses in any of the Commercial Zones or Public & Institutional



Zones within the current City of Kelowna Zoning Bylaw. Therefore, it is unclear which zones allow for these markets. Furthermore, the fact that individual vendors are not allowed and the requirement of the business operator to be directly involved in the sale of the goods may be problematic for some local produce stand operators.

The City of Kelowna's Property Management department administers the oversight and awarding of concession opportunities, whereby the City advertises the availability of a certain type of concession at a certain location and then invites responses from the public.

The City of Kelowna would not be the first local government to encourage the sale of local food by providing a supportive regulatory environment. Several case studies are described below.

Successful Case Studies

DISTRICT OF SECHELT, BC

Sechelt's Mobile Vending Policy¹³ uses the terms "Peddler" and "Mobile Vendor" to define the type of retail that may incorporate local produce stands.

- "Peddler" is defined as a person selling goods, wares or other merchandise directly to or from the public on a highway or any public place, a private premise or in private premises occupied by the prospective purchaser or in another person's commercial premises.
- "Mobile-vending" means the sale of goods (excluding alcoholic beverages) or services from a mobile apparatus. Mobile vending is permitted as an accessory use in zones where seasonal outdoor market is a permitted use, or in zones where retail is a permitted use, provided the lot area is no less than 2,000 m², or on any municipally owned lands subject to the applicable municipal requirements. Mobile Vending use is only allowed on a lot where a washroom facility is available and must have all applicable health or safety permits posted.

CHILLIWACK, BC

This bylaw has been created to regulate street vending, which is defined as commercial food vendors operating from public lands (i.e. roads, parks, parking lots, etc.) on an annual or seasonal basis.

Every vendor requires an annual or seasonal business license from the City of Chilliwack Licensing Department. Confirmation of inspections/approvals from outside agencies including, but not limited to, the Provincial Health Inspector, City Fire Department, Electrical Inspector and Provincial Gas Inspector may be required as part of the Food Vending Agreement approval process. All conditions stipulated within

the Food Vending Agreement must be met prior to commencement of any vending activity.

Sparkes Sweet Corn is one example that takes advantage of this vending bylaw in Chilliwack and has grown to deliver corn in this method locally grown in Chilliwack, BC.

VICTORIA, BC

FoodRoots is a not for profit co-op distributor of local certified organic and naturally grown produce and foods processed in the Victoria region¹⁴. FoodRoots operates with a unique model: community groups or sponsor organizations provide the location and insurance, and FoodRoots brings the market. FoodRoots is also developing a 'Mobile Market', which will include a tent, table, tablecloths, cashbox, scales, etc., and will be available to community groups and organizations through a deposit system. FoodRoots has also created an online Pocket Market Toolkit which groups can use to guide the development of their operations. The toolkit explores regulatory and operational issues. It also suggests a goal of covering the cost of staff, produce and supplies by the six-week mark.

TORONTO, ON

Grab Some Good: In some neighbourhoods in Toronto, residents must travel more than 1 km to buy fresh produce¹⁵. Toronto Public Health has partnered with FoodShare to bring fresh fruits and vegetables to the city's diverse communities. Grab Some Good markets can be found in subway stations, corner stores and in many neighbourhoods across Toronto. Pop-up markets at subway transit stops provide the convenience of healthy snacks and low cost fruits and vegetables to commuters on their trip home. This collaboration between the City of Toronto, FoodShare, United Way, the University of Toronto's Food Policy

¹³ Sechelt Parks, Lands, and Roads Temporary Rental Bylaw: <http://www.sechelt.ca/Portals/0/Public%20Document%20Library/Bylaws/480,%202008%20-%20Parks%20Lands%20and%20Roads%20Temporary%20Rental.pdf>

¹⁴ FoodRoots Victoria. <http://footroots.ca>

¹⁵ Grab Some Good Program, Toronto. <http://www1.toronto.ca/wps/portal/contentonly?vgnextoid=80ca044e17e32410VqnVCM10000071d60f89RCRD>

Research Initiative, and community groups, has also resulted in a pilot Mobile Good Food Market in eight neighbourhoods.

The mobile market is essentially a small grocery store in a truck, selling affordable fresh produce. The locations, all lower income neighbourhoods outside of the downtown in areas underserved by traditional food retail, were selected through community consultation and access gap analyses. The program is funded through a grant from the Ontario Centres of Excellence.

MONTREAL, QC

Fruixi takes its name from the BIXI bike share system in Montreal, providing local fresh produce for sale by bike to various neighbourhoods in downtown Montreal. The initiative is run by Marché Solidaire Frontenac¹⁶. There are six bike kiosks in parks, hospitals, and public places throughout the summer and fall. The bike kiosks are limited to particular locations and are not allowed on commercial thoroughfares. Relevant regulations include a resolution about special event programming in the public domain, and a regulation concerning peace and order in the public domain.

FERNDALE, WA

Ferndale is located in Whatcom County, an area rich in agricultural productivity. To encourage agricultural business, the City has reduced barriers for farmers wishing to sell their goods,¹⁷ section 5.04.100 of the License Bylaw notes that: *License exemption is provided for any farmer or gardener who sells, delivers or peddles any fruit, vegetables, berries, butter, eggs, fish, milk, poultry, meats, or any farm produce or edibles raised, caught, produced, or manufactured by such person in any place in this state.*

One example of a Ferndale farm who has shown success in local sales is Barbie's Berries, who offer a wide variety of berries throughout the summer growing season¹⁸.

SEATTLE, WA

Urban Farming Ordinance: The definition of urban farming used in Seattle includes selling from the site of the farm, thereby enabling farm gate sales. Vending can happen between 7am and 7pm, but not in rights of way. Urban farms are permitted in residential areas as accessory uses up to the size of 4,000 square feet. Urban farms are permitted as primary or accessory uses in commercial zones with no size restrictions. In industrial zones, urban farms are similarly permitted as primary or accessory uses but are restricted to rooftops or the sides of buildings in some places. Business licenses are required if the produce grown is processed on site (made into jam, for example).

SALT LAKE CITY, UT

Urban Greens Market: The 2013 Salt Lake City Community Food Assessment determined that several neighbourhoods were classified as food deserts by the U.S. Department of Agriculture. To address this issue, Salt Lake City partnered with several non-profits to establish a mobile market and farm stands in these neighbourhoods¹⁹. Grant funds help coordinate and operate market stops from June to November. The markets include sale of fresh produce grown and harvested locally by farmers working with the non-profits.

¹⁶ Fruixi, Montreal.
<http://www.carrefouralimentaire.org/services-et-activites/manger/fruixi/>

¹⁷ City of Ferndale bylaws. <http://www.cityofferndale.org/live-work/business/>

¹⁸ Barbie's Berries, Ferndale. <http://www.barbiesberries.com>

¹⁹ Urban Greens Market, Salt Lake City.
<http://www.slccgreen.com/#!urban-greens-market/snz8l>

KANSAS CITY, MO

Urban agriculture farm gate sales: Kansas City allows residents to grow produce in their front-yards as an accessory use, and allows unprocessed produce to be sold off-site during a specified growing season²⁰. The ordinance also outlines the special use permitting process for operating a community supported agriculture program in a residential area, and it allows internships and apprenticeships in neighborhood gardens or farms.

CHICAGO, IL

Fresh Moves: Fresh Moves is a Chicago-based non-profit running a mobile produce stand out of a bus that moves in neighbourhoods that are considered food deserts²¹. Two Chicago buses that are no longer in service, along with a federal grant to retrofit the buses, are used to provide locally-grown organic and sustainable foods to ten neighborhoods on Chicago's lower income neighbourhoods. The buses will make stops at health clinics, schools, day care centers, farmers markets, parks, housing complexes and other community sites to bring fresh, locally grown produce to community residents.

NEW YORK CITY, NY

Green Carts: New York City's Green Carts program allows vendors to sell raw uncut fruits and vegetables through an extensive network of mobile produce stands to increase the availability of fresh fruits and vegetables in underserved areas of New York²². An initiative of the Department of Health and Mental Hygiene, the Green Cart precincts were chosen based on the results of a community health survey which identified areas where fresh fruit and vegetable consumption is low.



Recommendations for Kelowna

The following recommendations are based on a review of the current regulatory environment in Kelowna and lessons learned from existing case studies.

1. **Policy.** The City of Kelowna could improve opportunities for local produce sales by providing supportive policies for local produce stands, such as identifying appropriate locations for them to be situated and ensuring the zoning allows for that use. Some precedence does exist for the City to assist in facilitating small-scale food retail. For example, the City has existing policies and due process regarding concession operators. Concession operators have two separate options with respect to operating a concession business within City limits. They may either pursue operations on privately owned land or they may pursue a partnership with the City in order to

²⁰ Urban agriculture ordinance, Kansas City.
<http://www.kchealthkids.org/wp-content/uploads/2016/02/KCMO-Urban-Ag-Codes-Guide-booklet.pdf>

²¹ Fresh moves, Chicago.
<http://www.growingpower.org/education/chicago-farms-and-projects/fresh-moves/>

²² Green carts, New York City.
<https://www1.nyc.gov/site/doh/health/health-topics/green-carts-vendor.page>

operate on municipal lands. Regardless of whether the operation occurs on private or public lands, a number of key criteria must be met. These include the following:

- A valid business license must be held;
 - Compliance with the City of Kelowna's Zoning Bylaw must occur;
 - Interior Health certification (if selling food) must be held; and
 - Compliance with the City's Business License and Regulation Bylaw No. 7878 must occur.
2. **Definitions.** Create a clear definition of local produce stands that is not overly prescriptive, rather a broad definition that allows for flexibility and stability into the future. Terms such as "vending" and "peddling" are often found in business license and zoning bylaws in local governments areas that support local produce stands. Often "mobile food vendors" refer to food trucks or carts selling hot, prepared foods but the intent with local farm stands is really to provide fresh, raw, fruits and vegetables. Including sale of farm products as an allowable activity within the current definition of an urban farm could enable vending at those locations. The definition could speak to the seasonality of the retail operation as well as the fact that it is temporary in nature (i.e. it will be dismantled and removed every day).
 3. **Licensing.** The Business License Bylaw will need to be updated to include local produce stands once they have been properly defined. A license should be required whether the stand is located on public or private property. The license could stipulate that the goods must originate from the farm. The application process could include the requirement to list the products that will be offered, to submit a drawing or photo of the stand, and to indicate the preferred location of the stand (or indicate if it will be located at an urban farm).
 4. **Zoning and permitted areas.** Allow local food stands in appropriate zones. Currently it is difficult to determine where existing business types, such as fruit stands and mobile stores, are allowed to operate. Designate particular sites as suitable for local produce stands in the Zoning Bylaw and within neighbourhood plans. Local produce stands could be located at the farm gate of urban farms, in existing public spaces such as a municipal parks, commercially-zoned areas, streets or parking lots. At first glance, potential sites for local produce stands could include:
 - Commercial zones (gas stations, shopping centre parking lots, strip mall parking lots);
 - Institutional / public zones (school grounds, museums, hospital grounds);
 - Municipal parks throughout Kelowna;
 - Transportation hubs and exchanges (bus loops);
 - Central parking lots (City of Kelowna, public lots); and
 - Parking lots near multifamily housing.
 5. **Food desert mapping.** Determine the number and locations for local produce stands through food access mapping (or food desert mapping) and in consultation with the community. Consideration could also be given to allowing more local produce stands in the downtown core. Mapping can help assess the need to set aside land or building locations for local produce stands where these products are otherwise lacking.
 6. **Specific requirements.** Other policy could include:
 - Limit the size of the stand.
 - Additional parking stalls may not need to be required as the transaction time is not expected to be lengthy and many locations will be in areas where parking is already available;
 - Access to public washrooms may be desirable, however these washrooms may be located in an adjacent or nearby building (gas station, shopping mall, museum,

library), as is permitted in the District of Sechelt. If operating a local produce stand where the farm is accessory to the residential use, washrooms may not be required.

- One mobile sign (such as a sandwich board) could be permitted at the entrance to the location (shopping centre, park, other grounds) and must be removed when the stand is closed for the day.
 - Food safety permitting, as required by Interior Health, will need to be obtained. In general, the sale of raw produce doesn't require food safety permitting.
 - Liability insurance may be required.
 - Design guidelines could be provided to developers who could then allocate space for local produce stands.
7. **Investigate incentives.** Local government can also provide incentives by purchasing equipment in bulk (such as weatherproof carts), offering low permit fees, and by identifying potential sites near desirable, high-traffic locations.
8. **Supporting policies and plans.** Consider local food access during the development of other plans such as the Healthy City Strategy (including the Community of Ages, Healthy Neighbourhood Design, and Healthy Food System themes), and other neighbourhood plans.
9. **Investigate funding options.** If funding is required for either the food access gap mapping, purchase of bulk carts, or coordination of a pilot project phase, the following organizations may be able to offer support.
- Heart and Stroke Foundation
 - Investment Agriculture Foundation
 - BC Healthy Communities
 - Mountain Equipment Co-op
 - Real Estate Foundation of BC
 - Small Change Fund
 - Community Health Fund

- Rural BC Divident Fund
- BC Community Food Action Initiative

Next Steps

Short term:

1. Meet with community members and stakeholders to establish where local produce stands could have the greatest impact, and identify potential vendors.
2. Conduct food desert mapping to determine where access gaps exist. Note: a UBC Capstone project scheduled for fall 2016 is planning to do some preliminary work on food desert mapping.
3. In addition to local farms (both rural and urban) who may be interested in participating in a local produce stand pilot program, other organizations may be interested in collaborating as stakeholders. These may include:
 - Central Okanagan Food Policy Council
 - Interior Health
 - Tourism Kelowna
 - UBC Okanagan
 - Okanagan College
 - Community Futures Central Okanagan

Medium term:

1. Pilot a project for relevant City areas to test the viability of local produce stands.
2. Use the outcomes of the pilot project to inform longer-term adjustments to City policies and regulations.

Long term:

1. Consider making changes to zoning and other bylaws to create a more welcoming environment for local produce stands.

References

A seat at the table: Resource guide for local governments to promote food secure communities. June 2008. Provincial Health Services Authority.

Enhancing healthy food retail: models for increasing access to healthy local food in Vancouver Neighbourhoods. Meredith Seeton, Greenest City Scholar, City of Vancouver. 2012.

Evaluating outcomes of community food actions: A guide. 2012. Jason Newberry and Andrew Taylor. Public Health Agency of Canada.

Food access policy and planning guide. December 2011. Eva Ringstrom and Branden Born. UW Northwest Center for Livable Communities.

Food connects us all: Sustainable local food in Southern Ontario. Metcalf Foundation. February 2008.

Food security: A primer for municipal and regional candidates. BC Food Systems Network. October 2008.

Growing green project: Law and policy reform for sustainable food systems in southwestern BC. Policy recommendations. Submitted to Agriculture and Agri-Food Canada and the Voluntary Sector Initiative. May 2004.

Healthy eating and food security: promising strategies for BC. Discussion paper. April 2010. Andrea Ottem, Dietitians of Canada.

Local food futures for BC: Findings from Regional Dialogues. Cornelia Sussmann and Caitriona Feeney, Kwantlen Polytechnic University. March 2015. Support from Real Estate Foundation of BC.

Municipal food policy entrepreneurs: A preliminary analysis of how Canadian cities and regional districts are involved in food system change. June 2013. Rod MacRae, Kendal Donahue. Support from Toronto Food Policy Council, Vancouver Food Policy Council, and CAPI-ICPA.

Planning for Food Access and Community-Based Food Systems: A National Scan and Evaluation of Local Comprehensive and Sustainability Plans. November, 2012. Kimberley Hodgson. American Planning Association.

The Potential for Mobile Produce Vending in Toronto. August, 2011. Josh Neubauer, Toronto Food Strategy Intern.

Appendix F: Edge Planning for Farmland Protection White Paper

Introduction

OVERVIEW OF THE ISSUE

Agriculture and cities are concentrated in the same areas across BC: the lower mainland, southern Vancouver Island, and the Okanagan Valley. These small areas account for less than 5% of the province's total land area, generate over 80% of the BC's annual gross farm receipts, and are home to more than 80% of residents. Populated areas and fertile land have overlapped for generations, however as urban areas continue to grow and densify, surrounding farmland, forested land, and parklands fall under development pressure. As a result, the interface between agricultural and urban land is often vulnerable to conflict. Common complaints include:

- Noise conflicts (bird scares, machinery noise, early morning activities, wind fans);
- Airborne materials (pesticides, dust, pollen and other allergens);
- Smells (manure);
- Traffic (slow moving vehicles);
- Trespass (potential danger to livestock and people); and
- Littering and illegal dumping.

Edge Planning Areas (EPAs) are the interface areas between agricultural and urban lands, where design and management tools are used to create compatibility between land uses²³. Edge areas that require attention may exist between farmland and residential neighbours, commercial, industrial, or institutional areas. Edges that provide inherent buffers next to farmland include waterways, mountains, ravines, parks and protected greenspace, as well as aggregate extraction

(mining), landfills, transportation corridors, or other utility rights-of-way.

Edge planning is a strategy and a suite of policies available to a local government through their OCP, zoning bylaws, Development Permit area guidelines, and other statutory means. The BC Ministry of Agriculture's Strengthening Farming Program has created bylaw guides for local governments to assist edge planning processes.

Edge planning is also an investigative process to enhance our understanding of the relationship between agricultural and other land uses. This knowledge can then be applied to improving compatibility between the different land uses where they meet at the 'edge'.

Out of the over 550 survey respondents, 95 per cent said that policies preserving farmland were either important or very important.

IMPETUS FOR AN EDGE PLANNING STRATEGY

Results from the spring 2016 survey demonstrated the need for increased planning at the urban/rural edge. Out of the over 500 survey respondents, 95 per cent said that policies preserving farmland were either important or very important. When respondents were asked to indicate reasons for protecting farmland, preserving land for farmers (particularly young farmers) and for future generations was one of the top reasons.

²³ Edge Planning Guide, 2015. BC Ministry of Agriculture. <http://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/agriculture-and-seafood/agricultural-land-and->

[environment/strengthening-farming/800-series/823100-3_edge_guide_2015.pdf](http://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/agriculture-and-seafood/agricultural-land-and-environment/strengthening-farming/800-series/823100-3_edge_guide_2015.pdf)

Respondents were asked what they would like to see the City of Kelowna do to support the local food system and the top responses were:

- To support farmers and food processors (including access to land) and protect farmland and prevent urban sprawl;
- To manage complaints by urban dwellers related to odour, pesticide spraying, dust, aesthetics, and noise from normal farm activities; and
- To mitigate trespass, property and equipment vandalism, crop damage and theft, livestock harassment, and litter that is being experienced by farmers.

All of these problems, which can result in significant financial losses for farmers, could be resolved through proper edge planning.

Legal Framework for Edge Planning Areas

There are several tools that local governments can use to manage edge conflicts many of which the City of Kelowna is already using. The *Land Title Act* and *Local Government Act* provide local governments with mechanisms to promote compatibility between urban development and farm operations. These mechanisms include decision making abilities for approving officers, Development Permit areas to protect farming, and Farm Bylaws to manage certain farm practices and operations.

FARM PRACTICES PROTECTION ACT

The *Farm Practices Protection (Right to Farm) Act* was passed in 1996. The intent of the Act is to protect farms, using “normal farm practices”, from unwarranted nuisance complaints involving dust, odour, noise and other disturbances. The Farm Practices Board, now called the Farm Industry Review Board (FIRB), was established to deal with complaints that arise from the Act and to determine whether the issue results from normal farm practices. The FPPA protects farms both in

and outside of the ALR, although those outside the ALR must obtain Class 9 (Farm) status from BC Assessment.

LAND TITLE ACT

With the passage of the FPPA, the *Land Title Act* was amended to provide approving officers with opportunities to require buffering at the time of subdivision to protect farming from development and to discourage unnecessary road access into the ALR. A Subdivision Approval Officer has the ability, through the subdivision process, to require that urban development next to farming is done in a manner that lessens the potential for conflict. For example, an approving officer may refuse a plan of subdivision if adequate buffering on the urban side of the interface is not provided or unnecessary roads are proposed to lead into the ALR²⁴.

LOCAL GOVERNMENT ACT

The following planning mechanisms are available for local government edge planning:

- Official Community Plan (OCP)
- Zoning Bylaws
- Development Permit Area for Farming Areas (and associated design guidelines)
- Edge Planning Best Practices

Edge Planning Areas (EPAs) may vary in length and also in width, depending on the land uses affecting each scenario. The BC Ministry of Agriculture recommends 300 m on either side of the ALR boundary be considered for edge planning, but in practice this width varies from municipality to municipality. The EPA is essentially a special management area for the application of edge planning tools and techniques to improve land use compatibility between farming and non-farming areas. The success of edge planning relies on a shared responsibility whereby both agricultural and urban land users and decision makers adopt approaches to ensure compatibility.

²⁴ BC Land Title Act Section 86 (1)(c)(x) and (xi).

Edge planning must provide:

- A clear identification of the edge planning areas;
- Public awareness; and
- The adoption of edge planning strategies, policies and bylaws.

The proposed policies contained in this report have been informed by the OCPs, Development Permit area guidelines, and other policy documents from municipalities across BC²⁵.

Edge Planning Policies and Regulation within Kelowna

The City of Kelowna currently has guidelines and policies to address edge planning in the City. This section will review these policies, and provide recommendations to further strengthen them, both through policy and implementation.

Survey respondents indicated that one of the top reasons for protecting farmland was to preserve land for farmers (particularly young farmers) and for future generations.

EDGE PLANNING IN THE OCP

The OCP contains proposed ALR adjacency policies that are designed to bolster other existing policies. In particular, further densification, particularly of residential and institutional uses (e.g. schools, day cares etc.) is discouraged in areas adjacent to agriculturally-zoned land²⁶.

Opportunities to strengthen the OCP with regard to edge planning include:

- A statement that land uses adjacent to agricultural land must be compatible with farming or have a buffer to minimize the effects of incompatible uses;
- The creation of a 'Transition to Farming' OCP Land Use Designation, with policies aimed at reducing farming land use conflicts, such as limiting the increase of density;
- Options to acquire rural lands in transition areas by the City, and or other community groups or institutions, for innovative agricultural uses such as incubator farming.

EDGE PLANNING IN DP GUIDELINES

The OCP includes DP guidelines that have been established to minimize potential conflicts between active farming and nearby residential neighbours. On properties located adjacent to agricultural lands, buildings must be designed so that they reduce the impact from normal farm operations. This includes maximizing the setback between farmland and non-farmland buildings as well as reducing the number of doors, windows and patios facing agricultural land. Any new developments within the PGB should include a reduction in densities gradually towards the agricultural land boundary and the avoidance of road endings or road frontage next to agricultural land.

Opportunities to strengthen the DP guidelines with regard to edge planning include:

- Requirements to establish effective buffers on the non-farm side.
- Direction regarding the process for establishing a buffer (e.g. rezoning, building permit, development permit, or subdivision processes).

²⁵ In particular, policies and regulations from the Corporation of Delta, City of Richmond, City of Kamloops, City of Abbotsford, City of Surrey, and District of Pitt Meadows were examined.

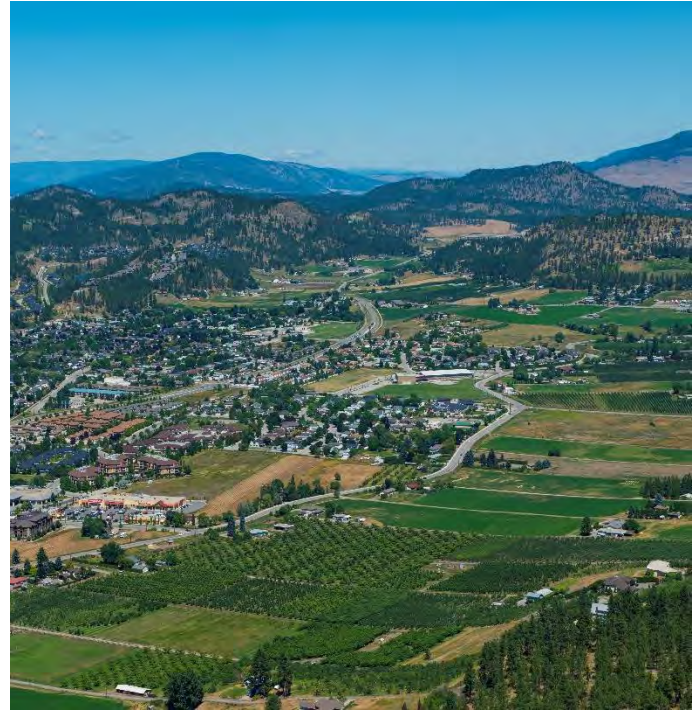
²⁶ Perhaps the strongest policies related to protecting the agricultural edge include: A Permanent Growth Boundary (PGB): The PGB is used to contain urban growth. Lands outside the permanent growth boundary are not supported for urban uses. Non-ALR land outside the PGB is not supported for any further parcelization; Support for

Transition Uses: Complementary agricultural land uses such as urban agriculture (as defined in the Zoning Bylaw) can be considered along the urban-rural interface to act as a transition between existing urban development and farming operations; and Covenants: Promotion of the use of conservation covenants on agricultural land.

- Statements detailing buffer design submission requirements.
- Statements regarding the maintenance and enhancement of natural buffer areas.
- Acknowledgement of a range of specific edge scenarios.
- Enhanced specifications regarding building setbacks, buffer widths, rear yard setbacks, and ownership of the buffer for each edge scenario.
- Enhanced design features for building upgrades and new developments.
- Description of appropriate vegetation species to be used in the landscape design of the buffers.
- Direction to increase the width of the buffer if the density on the non-farm lot increases.
- Guidelines on installation and maintenance of the buffers including statutory easements or restrictive covenants.
- Specifications regarding edge types and buffer width;
- Use of Agriculture Impact Assessments to quantify the impacts of a proposed development, rezoning subdivision or non-farm use for lots within or adjacent to farm lands.

EDGE PLANNING IN THE ZONING BYLAW

Currently, the Zoning Bylaw contains directives regarding design guidelines for landscape buffers between ALR and non-ALR properties (*Landscaping and Screening Minimum Landscape Buffers*) they could be bolstered by providing more specifications.



Opportunities to strengthen the Zoning Bylaw with regard to edge planning include:

- Specific references to scale, form, and density in areas adjacent to the farm edge.
- Detailed specifications regarding buffers adjacent to specific land uses (this may also be directed through the Farm Protection Development Permit guidelines).
- Include a definition of “No Build Area” to describe buffers adjacent to the ALR that cannot have buildings or structures located.

Recommendations to Enhance Edge Planning

The following policies are suggested for the City of Kelowna to incorporate into the OCP and associated planning documents. These are presented in the following sections:

- OCP Policy
- OCP Development Permit Guidelines
- Actions to support edge planning

OCP POLICY RECOMMENDATIONS

1. **New OCP Land Use Designation: Transition to Agriculture.** Create a new land use designation called “Transition to Agriculture” for parcels within and outside the PGB that are within 300 of the farm land boundary. This land use designation will ensure that land uses adjacent to, but outside of the farm lands minimize impacts on farming. Associated zoning will permit urban agriculture and will require a land use buffer to be established if/when the lots are (re)developed. This Transition to Agriculture area will also allow for a gradual decrease in the density of urban land use to the ALR/AL boundary. Vulnerable areas will be identified that will include pockets of residential areas that are completely surrounded by farm land. Specifically:
 - Subdivision is not supported;
 - Increased density is not supported (with the exception of a secondary suite inside a primary existing dwelling);
 - Transferring density to another OCP land use designation is not supported;
 - Investigate innovative opportunities to increase buffers; and
 - Vulnerable lands are targeted with incentives for retrofitting yards with vegetative buffers.
2. **Agricultural Land Use Designation for Agricultural Lands.** Protect and support the continued designation and use of agricultural land for agricultural purposes regardless of soil

types and capabilities. Encourage locating non-soil based agricultural structures on less productive soils, where feasible, in order to fully utilize prime soil resources.

3. **Prohibit Municipal Sewer Extension of Agricultural Areas.** Prohibit the extension of municipal sewer into the ALR, to avoid speculation and pressure for further urban development.
4. **No Vulnerable Populations Near the ALR or AL Lands.** Discourage uses of urban land adjacent to the permanent growth boundary by vulnerable populations (e.g. Child Care Centres – Major (Daycares), hospitals, senior care facilities and schools).

DEVELOPMENT PERMIT GUIDELINE RECOMMENDATIONS

1. **The following text should be included in the Farm Protection DP Guidelines.** Agricultural buffers (also known as vegetative buffers) are required wherever development is proposed adjacent to parcels zoned A1 – Agriculture 1 and / or in the Agricultural Land Reserve (ALR). The buffer has both a minimum setback to structure requirement as well as a minimum vegetative / fence buffer. A covenant outlining maintenance responsibilities of the vegetative buffer and fence, as well as restrictions regarding plant species that have potential to adversely impact agriculture, is required.
 - The function of the vegetative buffer / fence buffer is to provide:
 - Protection of the non-agricultural parcel from:
 - Dust, noise, airborne particulates and sprays; and
 - Barrier from agricultural spray practices (airborne particulates).
 - Protection of the agricultural parcel by creating:
 - A physical barrier marking a defacto “do not trespass” area;

- Stormwater mitigation area between hard surface runoff or irrigation of development and natural grade of agricultural parcel; and
- Natural area for groundwater recharge/uptake, to mitigate potential groundwater changes due to adjacent soil compaction conditions due to development.

This wording considers and incorporates recommendations 2 through 5, as described below.

2. **Vegetative Buffer Requirement.** Manage the agricultural-urban interface to protect the integrity of agricultural operations by requiring vegetative buffers within the PGB for all parcels adjacent to agricultural lands. The buffer will include fencing, landscaping, and building separations in accordance with the *Farm Protection DP Guidelines*. The buffer requirement may be triggered through Development Permit application, building permit application, rezoning application, and/or subdivision application.

3. **Vegetative Buffer Plans.** Buffers are required for properties at the time of subdivision, rezoning, and building permit, through a Farm Protection Development Permit. The objectives of buffers are to minimize the effects of normal farm practices on urban activities within the PGB through visual and spatial separation. This will also ensure that the urban:rural edge location remains stable over time. General requirements include:

- A vegetative buffer plan and cost estimate designed by a registered landscape architect or agrologist.
- Buffer plans must indicate the location, sizing, and species of all plant material proposed, as well as all existing vegetation to be retained. A focus should be given to species that will not create negative impacts on surrounding farms (i.e. restrict planting of ornamental fruit trees or plants that could create weed problems). Trees

should be a mix of deciduous and conifers and at maturity should have an average height of 10 m, and a minimum crown density that covers the edge five years.

- The buffer is considered a 'no build zone' on the urban side, and these areas must be free of buildings, pools, tennis courts, sheds, garages, or other structures. The exception is accessory structures without living space without windows that open to the agricultural land.
- Fencing should be at least 1.8 m high.
- Issue a building permit for new subdivisions or developments only after the vegetative buffer has been installed.
- Ensure that a deposit (cash security or letters of credit) is secured equal to 100 per cent of the landscaping costs plus 15 per cent contingency to be retained during all stages of development. The deposit can be refunded after 5 years if proof of maintenance of the buffer and the overall health of the vegetation is provided by a Landscape Architect or Professional Agrologist.

4. **Adopt building design specifications that minimize exposure to farm practices.** In addition to minimizing the number of doors, windows, and outdoor patios facing farmland, the DP guidelines should include the following specifications:

- Ensure any required fill deposition is handled sensitively with respect to natural soil regimes during development and construction phases;
- Consider the use of rock boulders within the vegetative buffer design to create firm edges between the buffer and single family developments;
- Cluster buildings to maximize buffering between residences and farmland;
- Site berms, water features, and/or rainwater management features within the setback areas; and
- Encourage the installation of double paned windows or sound-proofed windows.

5. **Require Restrictive Covenants.** As part of a development process, any property that falls within the *Transition to Agriculture Land Use* designation shall register a Restrictive Covenant against that property informing any future purchasers that farm operations take place in the area and that normal farm practices produce noise, odour, and dust that may impact adjacent residential properties. This Restrictive Covenant shall reference a farm operation's acceptable and required farm practices, as identified and in accordance with the *Provincial Right to Farm Act*. The enhanced covenant would include and encompass:
- Maintain the upkeep and integrity of the buffer.
 - Inform prospective buyers on the urban side of development restrictions within the edge.
 - Inform residents of restrictions of planting species that have potential host pests (e.g. codling moth hosts, in support of the OKSIR program); and
 - Inform urban residents of normal farm practices.

Statutory easements can be combined with covenants to ensure that buffers are established and maintained²⁷.

RECOMMENDED ACTIONS TO SUPPORT EDGE PLANNING

1. **Retroactive Vegetative Buffers.** Investigate creative approaches to infilling existing neighbourhoods within the PGB (adjacent to agricultural lands) with vegetative buffers. Target neighbourhoods to create buffers using incentives such as free trees for planting,

partnerships with community groups, schools, or other organizations to conduct the planting.

2. **Explore creation of a Municipal Farmland Trust.** Explore acquiring parcels that are designated as *Transition to Agriculture*, if and when possible, and use them to create a Municipal Farmland Trust. The trust can be used for innovative agricultural activities such as long term leasing or licencing, community gardens, and/or incubator farms. A buy, sever, and sell approach may be explored for *Transition to Agriculture* parcels.
3. **Agricultural Disclosure Agreements.** Use Agricultural Disclosure Agreements, at various stages of real estate transactions and land development, for parcels adjacent to agricultural lands. The agreements will serve to increase awareness of owners about the presence and implications of living near agricultural activity. These statements can be implemented by associating them with no-build areas, building setbacks, and/or buffer requirements.
4. **Encourage Creative Farming Models within and adjacent to agricultural lands.** Encourage and investigate innovative alternative farming models within the agricultural lands and on parcels adjacent to and within agricultural lands, including partnerships with other agencies, non-profit groups and institutions. The alternative models may include:
- Allotments (large garden leases);
 - Incubator farms for new farmers;
 - Institutional partnerships to increase food production;
 - Co-operative farming models.

²⁷ Sample covenant wording is included in the BC Ministry of Agriculture's Edge Planning Guidelines and includes: "The property owner acknowledges that: the lot is subject to the following restrictions: The vegetated buffer will be maintained; No habitable structures will be built in the rear or side yard abutting the ALR; The walls and windows facing, or at an angle to the ALR, will be constructed with extra sound-proofing and no patios will be built on those sides. Because the lot is close to farm land, some or all of the

following impacts arising from agricultural practices may occur: Noise from farm operations at various times of the day, including propane cannons and other devices used to deter wildlife; Farm odours and chemical spray; Aesthetic appearance of fields (unkempt fields, storage of materials, etc.); and Light from greenhouses.

5. **Develop an Agricultural Signage Program.**

Develop signs to be placed along roads used by farm vehicles, along recreational trails, and incorporate signs into agricultural edge planning. These would be consistent with existing signage programs and may include signs for self-guided farm tours, wine trails, or other agricultural routes and may use a recognizable logo or symbol to ensure visual consistency. Use positive wording and images, such as:

- Kelowna supports agriculture: you are entering an area zoned for farming.
- Farm Road – support your local farming community.
- Your food is being grown here.

Recommendations for Vegetative Buffer Strategy

In many communities, lengthy interfaces exist between farmland and other land uses. The City of Kelowna's agricultural interface includes over 260 km of edge. This is somewhat exacerbated by the existence of pockets (or 'islands') of non-farming areas located within farm land. A map indicating the types of interface areas found along the agricultural boundary in Kelowna is presented in Figure 1.

The seven land use scenarios found along the agricultural boundary in Kelowna are:

- Agricultural/Single-Two Unit residential. This represents the majority of the agricultural edge in Kelowna.
- Agricultural/Multi-unit residential. There are relatively few instances of this scenario.
- Agricultural/Commercial. Particularly along Highway 97.

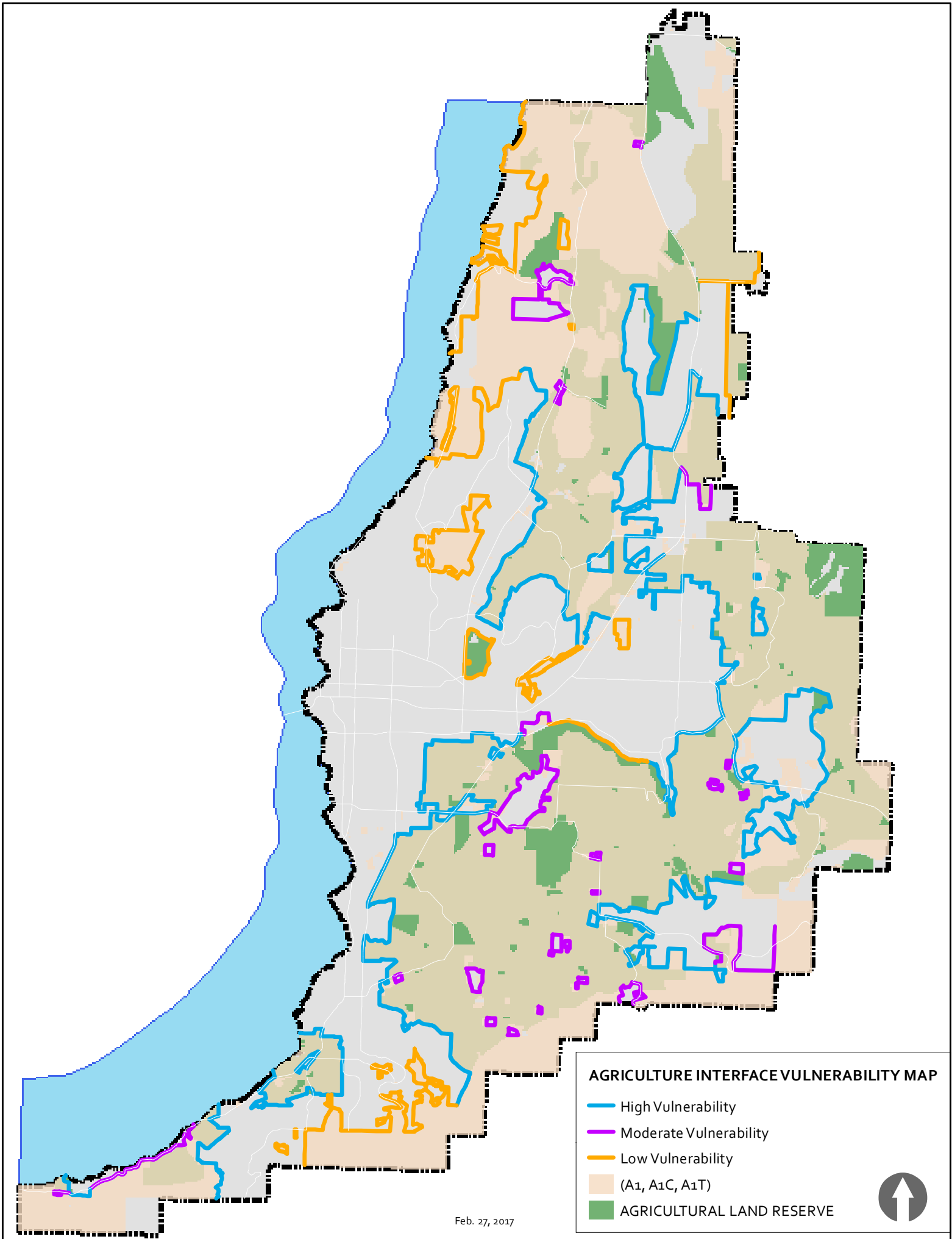


Figure 1. Pockets of residential developments that have been established in farming areas within Kelowna.

- Agricultural/Industrial. Particularly along Highway 97.
- Agricultural/institutional. These are distributed fairly evenly around the edge.
- Agricultural/Park. Distributed evenly throughout the edge.
- Agricultural/First Nations. In two areas: Northern and Eastern edges of the City.

Small areas of residential neighbourhoods fully surrounded by ALR were established prior to the establishment of the ALR (Figure 2). In fact, the establishment of one of these residential subdivisions within Kelowna led to complaints from farmers that ultimately resulted in the establishment of the ALR.²⁸ The majority of the edge sits alongside single family residential zones, however, the edge also includes adjacent commercial, industrial, institutional, and conservation/park areas.

²⁸ M. Collins, 2016. Personal Communications, Planner, Agricultural Land Commission.



**RECOMMENDED DESIGN SPECIFICATIONS
BASED ON BUFFER TYPES**

The following buffer specifications are presented with the expectation that they will be adopted into the City’s Zoning Bylaw (and will replace the current standards for all properties abutting agricultural land).

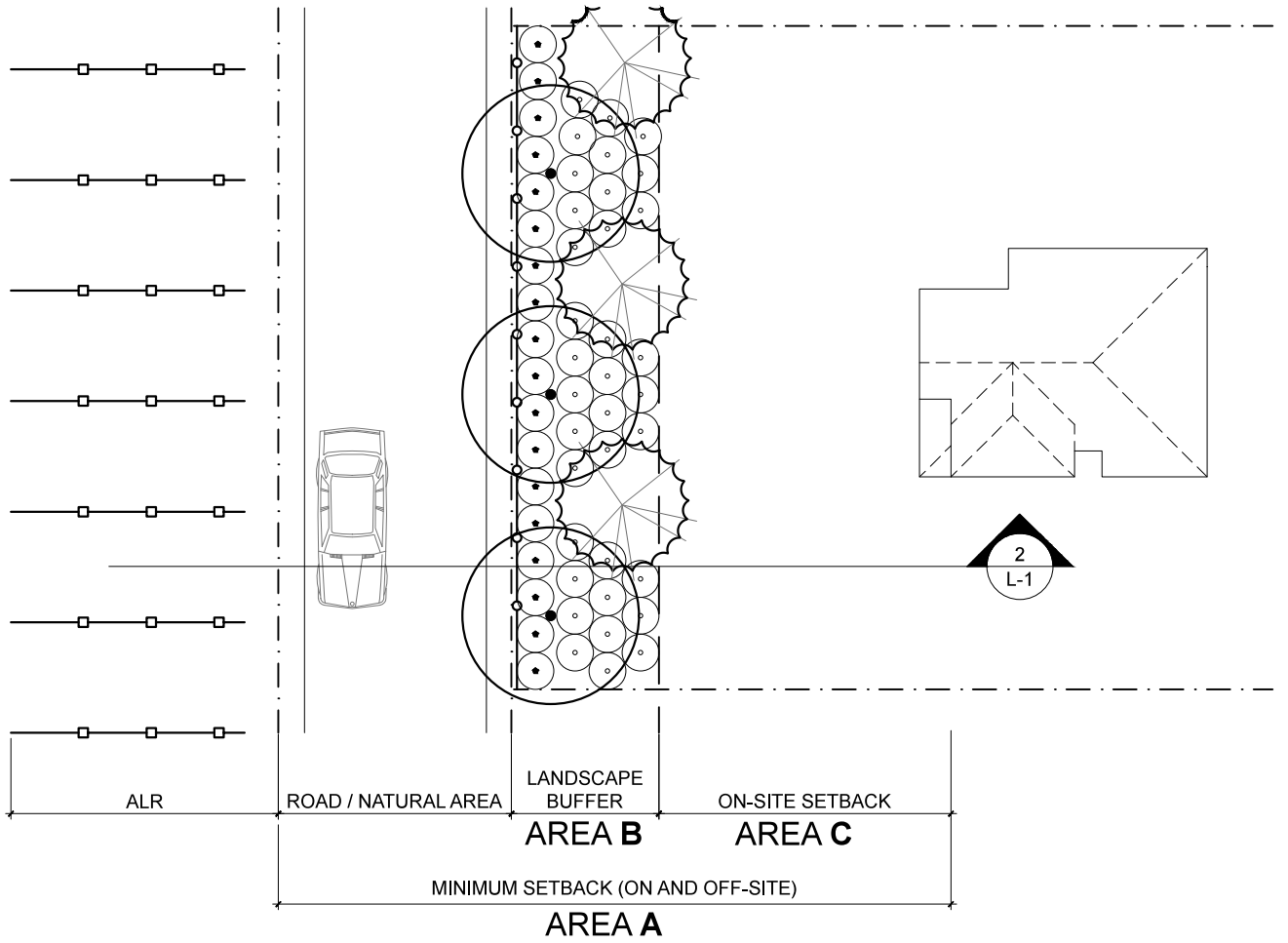
Following the table, a series of drawings provides further explanation to the table.

Table 1. Minimum buffers adjacent to A1 Zone or Agricultural Land Reserve

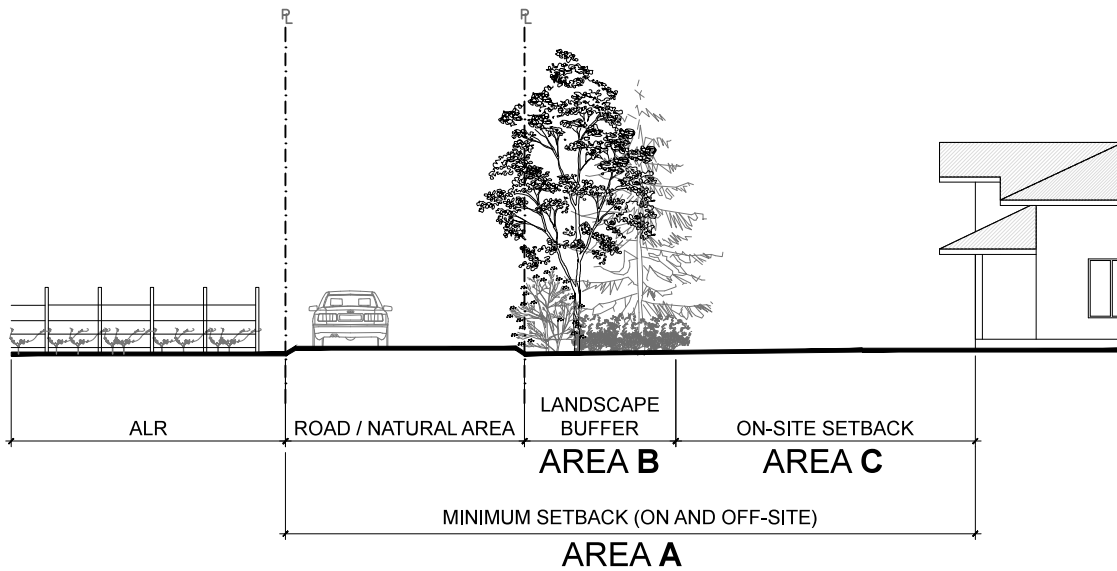
	Minimum setback (on and off-site) from adjacent agricultural parcel to on-site structures	Minimum on-site landscape buffer	Minimum on-site setback from landscape buffer
	AREA A	AREA B	AREA C
Single family dwelling existing lot or new subdivision	15.0	B1	As per zone
Multi-unit residential	20.0	B2	As per zone
Commercial	15.0	B2	As per zone
Institutional	20.0	B2	As per zone
Industrial	15.0	B2	As per zone

Table notes:

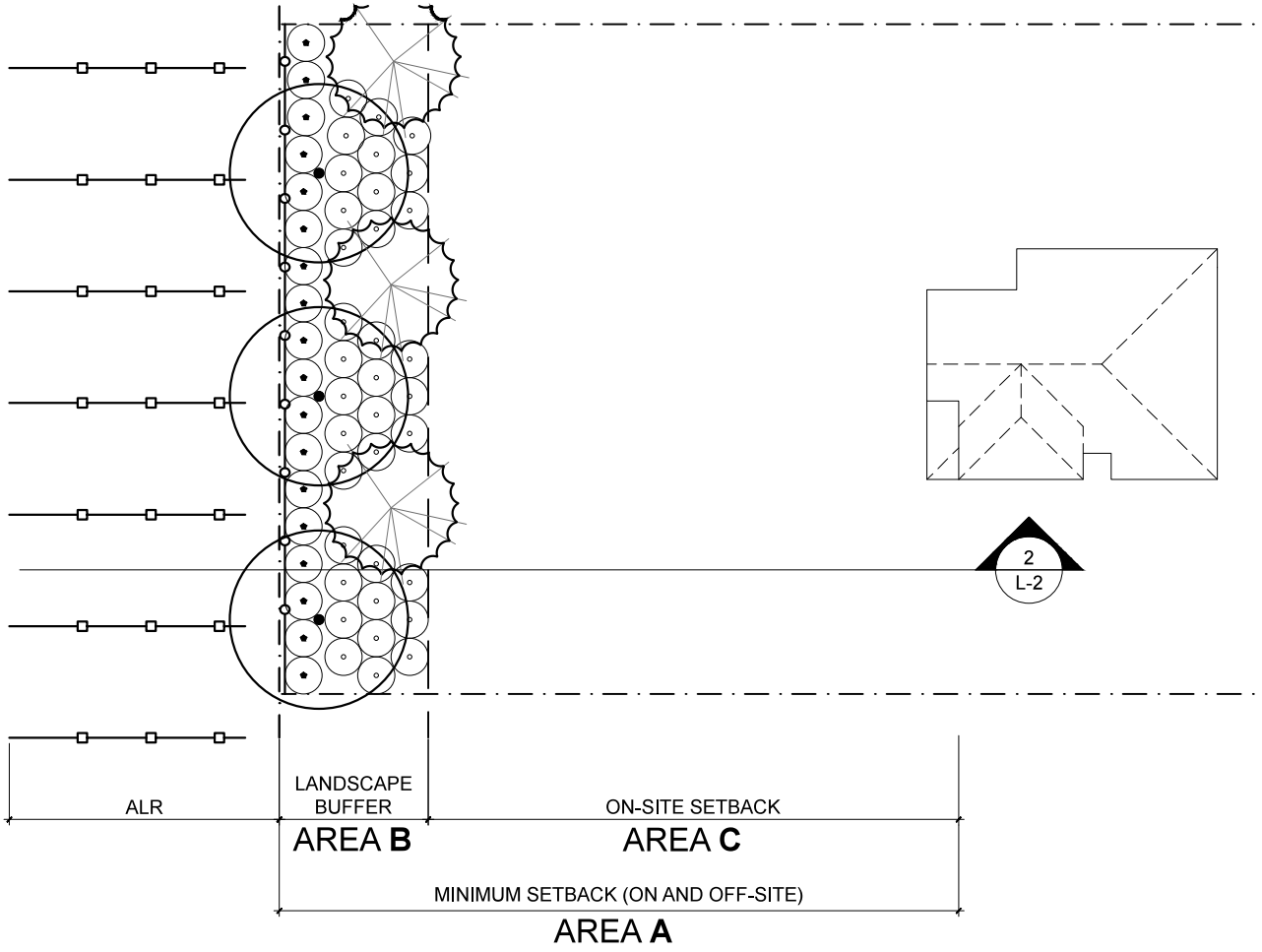
- All minimums must be achieved
- The Area B Minimum On-Site Landscape Buffer is in addition to the required setback of the zone.
- Fencing in Agriculture Buffer to be 1.8 m height wire fabric fence or opaque solid fence.
- In single family residential, an accessory structure may be located in Area C provided the structure is not permitted any indoor plumbing and any structure elevations facing agricultural lands has no openings.
- Required trees within Area B are in addition to those required trees for parking lot spaces or other required buffers.
- In Commercial, Institutional and Industrial zones: Where Area B and Area C minimums have been met, Area A may be waived where a building is proposed with no openings facing adjacent agricultural land.
- Existing vegetation that meets the specifications of required Agriculture Buffer B1 or B2 may be accepted as required buffer.
- On a Single Family Dwelling lot, where a residential footprint is registered on title, the agricultural landscape buffer is only required within the footprint area.



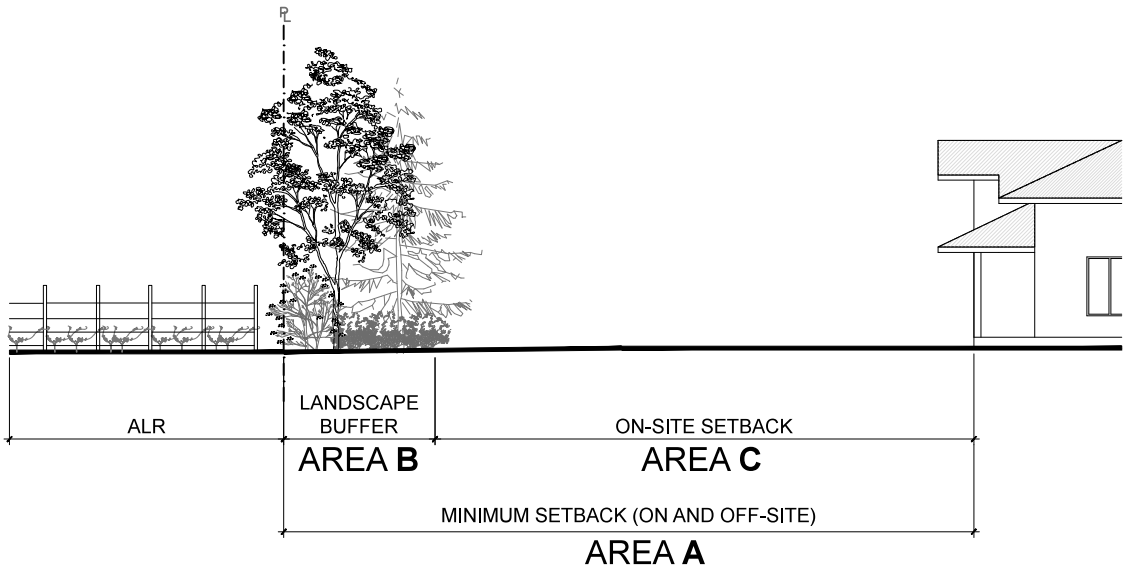
1
L-1 BUFFER (SEPARATED BY ROAD/NATURAL AREA): PLAN
SCALE 1:200



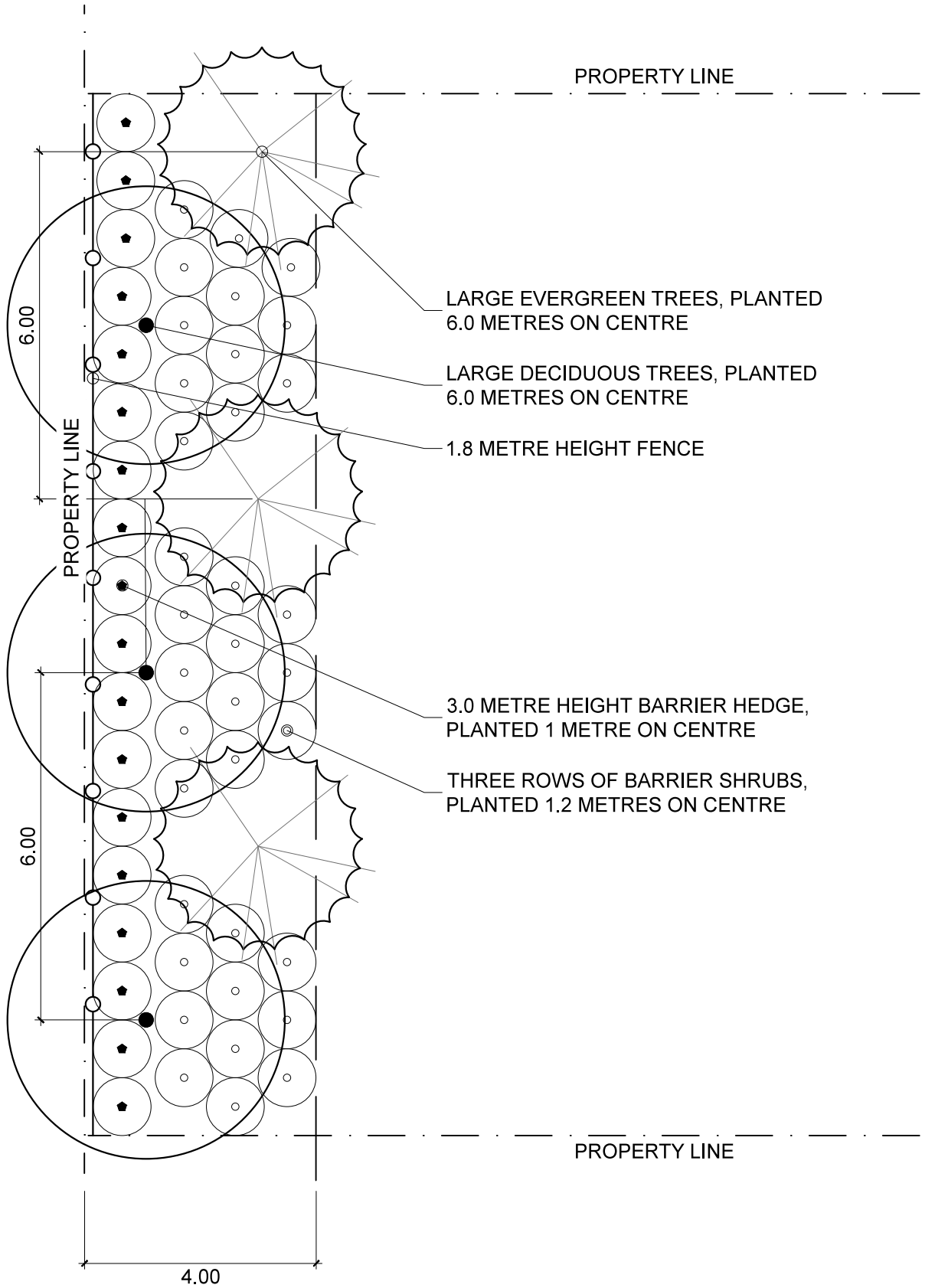
2
L-1 BUFFER (SEPARATED BY ROAD/NATURAL AREA): ELEVATION
SCALE 1:200

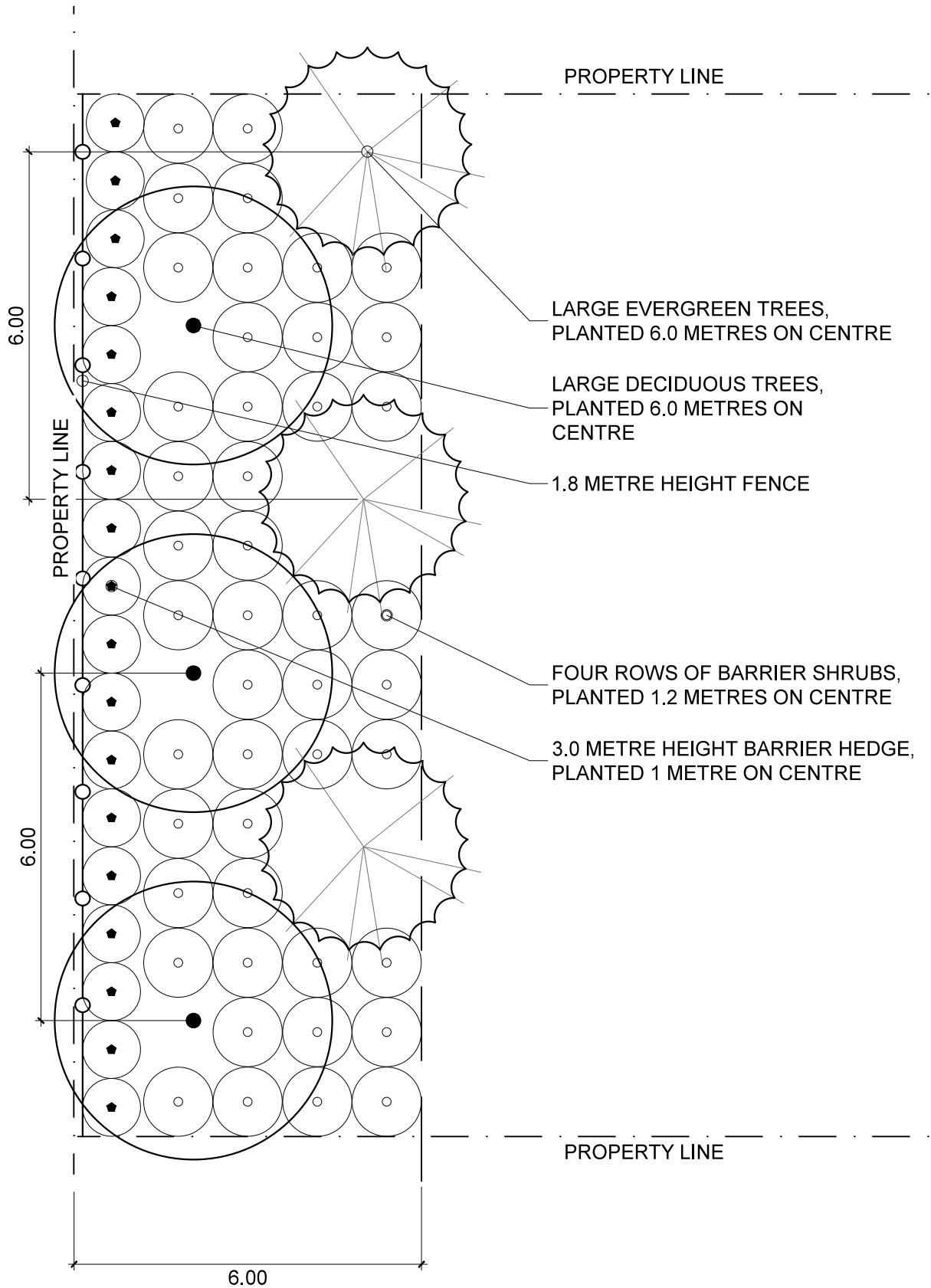


1
L-2 BUFFER (ALR ADJACENT): PLAN
SCALE 1:200



2
L-2 BUFFER (ALR ADJACENT): ELEVATION
SCALE 1:200





Appendix G: Non-Farm Uses on ALR White Paper

Introduction

ISSUE OVERVIEW

Non-farm uses on Agricultural Land Reserve (ALR) include residential and/or commercial uses that typically have limited or no associated agricultural activities and are therefore not accessory to farming. Non-farm uses may include estate homes, multiple dwellings on farmland, commercial landscaping, and/or any other use that is not a farm use under the *Agricultural Land Reserve Use, Subdivision and Procedure Regulation* (the *Regulation*). Under the *Regulation*, a limited number of non-farm uses are permitted, but a local government can regulate or prohibit these through bylaws. Landowners wishing to undertake activities that are not permitted by the *Regulation* and local government policies and bylaws, must apply for a non-farm use application through the Agricultural Land Commission (ALC). These applications are first brought to the City of Kelowna's Agricultural Advisory Committee (AAC) for a recommendation to Council and then City Council can either reject the application or forward it to the ALC.

Non-farm use of farmland is a concern because it is rarely reversed, thus the land becomes alienated from agricultural production for the foreseeable future and likely in perpetuity. The change in land use patterns may also lead to speculation, and creates a valuation based on residential or commercial activities rather than agricultural activities. This leads to unaffordable farmland for those wishing to expand or start a farm business. Furthermore, the siting of residential dwellings away from the edges of a parcel may restrict the placement of future farm buildings and cropping

practices on existing and nearby farming properties.

For farm uses, the ALC has the authority to determine *what* is permitted on ALR while the City of Kelowna (the City) has jurisdiction over *how* those uses may be developed (through building footprints, height, and/or setbacks, and business licensing). These specifications can be directed through the Official Community Plan (OCP), Farm Protection Development Permit (DP), and the Zoning Bylaw. The City of Kelowna is also one of four farm regulated communities under the Local Government Act²⁹ within BC and can therefore impose additional limitations or restrictions regarding where some of these uses are permitted.

COMMUNITY FEEDBACK

In a 2016 survey, completed by over 500 residents, 95 per cent indicated that policies preserving farmland were important or very important. When asked if the City of Kelowna is doing enough to enforce non-farm use of farmland, 31 per cent of respondents indicated that they did not agree that the City was doing enough and 34 per cent said they were unsure. Those who responded that the City was not doing enough were then asked to drill down to identify specific non-farm use issues in Kelowna. The top responses were:

- Storage of boats;
- RVs and truck parking;
- Camping;
- Golf courses;
- Landscaping companies; and
- Gravel pits.

²⁹ Farm bylaws allow for flexibility for issues that cannot be regulated by way of zoning. The local governments of Abbotsford, Delta, Kelowna and Langley Township have the ability to have farm bylaws approved. Langley Township and Abbotsford have had approved and adopted farm bylaws dealing with mushroom growing operations and on-farm composting. Delta included regulations for propane canons

and other noise scare devices for birds in their noise bylaw. Kelowna has not yet enabled any regulations through the farm bylaw mechanism.

There was also concern over estate properties on farmland that may be benefiting from tax breaks even if they are not farmed (or farmed minimally).

When asked about challenges to farming in Kelowna, the top two responses were:

- Difficulties accessing land for farming due to speculation, high costs, and capital inputs (chosen by 73 per cent of respondents); and
- Competing non-farm uses for farmland (urban - rural edge issues) (chosen by 70 per cent of respondents).

During other engagement activities, including stakeholder sessions, it was also noted that some ALR landowners may be unclear as to what uses are or are not permitted on farmland. There appears to be some confusion regarding information disseminated by the Ministry of Agriculture, the ALC, and the City of Kelowna. In particular, some felt that the allowable footprint of non-farm buildings is unclear. While the province can regulate use, the City of Kelowna can regulate footprints, heights, and setbacks of actual buildings.

Regulating Non-Farm Use

The challenge in regulating non-farm use on ALR is to find the right balance between limiting encroachment of urban uses and ensuring that farmers are able to appropriately develop their land for their farm businesses.

For the purpose of this report, the following non-farm uses are considered:

1. Size and siting of the residential footprint (Farm Residential Footprint);
2. Multiple dwellings on farmland; and
3. Commercial operations that are not accessory to farming (e.g. landscaping companies, B&Bs, and non-farm composting).

The first two categories can be managed through policies in the OCP, Farm Protection DP Guidelines,

and the zoning bylaw. The non-farm uses that fall within the third category must be distinguished between those that are farm uses and those that are not. For instance, the *ALC Act* and Regulation allows for composting within limits, such that 50 per cent of the product must be used on the farm, and soil removal and deposit is dealt with by municipalities under a separate bylaw. Gatherings, such as for weddings or music events, are not addressed in this paper. These are considered as short term and temporary in nature and are included in the *Ministry of Agriculture's Agri-tourism Bylaw Standards*.

PROVINCIAL GUIDELINES AND REGULATIONS

Through the Guide to Bylaw Development in Farming Areas³⁰, the BC Ministry of Agriculture sets bylaw standards for farm regulated municipalities including several topics related to non-farm use such as permitted uses, lot coverage, and setbacks. The overall goals of the guide are to:

- Minimize the impacts of residential uses on farm practices and farming potential in farming areas;
- Minimize loss and/or fragmentation of farmland due to residential uses; and
- Minimize the impact of residential uses on increasing costs of farmland.

While the ALC does not provide specifications on size or siting of residences, the ALC is clear regarding multiple dwellings in the ALR. The *Agricultural Land Reserve Use, Subdivision and Procedure Regulation*, allows one single family dwelling per parcel within the ALR. The ALC also includes residential uses that may be regulated or prohibited through bylaw by a local government, including a secondary suite within a single family dwelling and one manufactured home for use by the owner's immediate family.

³⁰ Guide to Bylaw Development in Farming Areas, 2015. BC Ministry of Agriculture. [http://www.alc.gov.bc.ca/assets/alc/assets/library/land-](http://www.alc.gov.bc.ca/assets/alc/assets/library/land-use-planning/guide_for_bylaw_development_in_farming_areas_2015.pdf)

[use-planning/guide_for_bylaw_development_in_farming_areas_2015.pdf](http://www.alc.gov.bc.ca/assets/alc/assets/library/land-use-planning/guide_for_bylaw_development_in_farming_areas_2015.pdf)

Subject to applicable local government bylaws, one single family residential dwelling is allowed. A local government may not approve more than one residence on a parcel of ALR unless additional residences are necessary for farm use³¹. The Ministry of Agriculture issued a Discussion Paper in 2009 which included threshold criteria for farm use. The City of Kelowna requires applicants to apply to the ALC for a non-farm use for second dwellings.

Local Policy and Regulations

Recommendations

The City of Kelowna uses the OCP, Farm Protection Development Permit (DP) Guidelines, and the Zoning Bylaw, to regulate and restrict non-farm uses on agricultural lands. While there are many actions that the City is already taking to protect farmland, the following recommendations present opportunities for the City to strengthen its policies and regulations.

OFFICIAL COMMUNITY PLAN RECOMMENDATIONS

The OCP states that the primary use of agricultural land is agriculture. Non-farm use is only supported if it is consistent with the OCP and zoning, and if it benefits agriculture.

Recommendations to strengthen the OCP include:

1. **Carriage Houses.** Prohibit carriage houses outside the Permanent Growth Boundary.
2. **Temporary Use Permits.**³² Continue to consider using TUPs for non-farm use applications within the ALR/A1 zones if the proposed development may be temporary in

nature. Examples may include commercial use of a portion of the ALR that is ancillary to farming.

3. **Prohibit non-farm use.** Support non-farm uses in farm areas only that have a direct and ongoing benefit to agriculture. Restrict and/or prohibit non-farm uses that do not directly benefit agriculture.

FARM PROTECTION DP GUIDELINES RECOMMENDATIONS

The OCP's Farm Protection DP Guidelines (Chapter 15) directs the design of structures on farmland to occur within a contiguous 'Farm Residential Footprint'. Where appropriate, all buildings and structures, including farm help housing and farm retail sales, should be located within a contiguous area. The current guidelines could be strengthened in accordance with the Ministry standards, including the following:

1. **Residential footprint.** Adopt Farm Residential Footprint policies in accordance with BC Ministry of Agriculture standards, including home plate size, building setbacks, and total floor area of dwelling units.
2. **Maximum floor area.** Establish a maximum specific floor area (m²) for the Farm Residential Footprint. The maximum size of the farm residential footprint should be capped at 2,000 m² (0.2ha or 0.5 acres). Maximum farm home (principal dwelling) total floor area:
 - 465 m² (5,005 sqft) on lots greater than 8 ha.
 - 300 m² (3,552 sqft) on lots less than 8 ha.

³¹ Agricultural Land Commission Act Section 18: Rules for use and subdivision of agricultural land reserve. Unless permitted under this Act,

(a) a local government, a first nation government or an authority, or a board or other agency established by a local government, a first nation government or an authority, or a person or agency that enters into an agreement under the [Local Services Act](#) may not (i) permit non-farm use of agricultural land or permit a building to be erected on the land except for farm use, or (ii) approve more than one residence on a parcel of land unless the additional residences are necessary for farm use, and (b) an approving officer under the [Land Title Act](#), the [Local Government Act](#) or the [Strata Property Act](#) or a person who exercises

the powers of an approving officer under any other Act may not approve a subdivision of agricultural land.

³² A "Temporary Use Permits" (TUP) is a short term option for a non-farm use on a property. These permits can be used to make a short-term exception to the zoning of a property and allow for an industrial or commercial use to occur on a site. Kelowna's OCP outlines that: Temporary Use Permits outside the PGB may be considered on lands designated Resource Protection Area, with a stated time period considerably less than the maximum three (3) year time limit. A Temporary Use Permit on lands in the ALR will require the approval of the Agricultural Land Commission.

3. **Establish location criteria for the Residential Footprint.** Establish a building placement envelope at set distances from front and side lot lines and create building height restrictions, using standards put forward by the BC Ministry of Agriculture. Use minimum and maximum setbacks from the road together with minimum setbacks to the lot lines. Ensure that the farm residential footprint is located close to the road, either at the front (front lot line) or the side (exterior lot line), if it is a corner lot.
4. **Limit negative impact of residential footprint.** Restrict the farm residential footprint (including dwellings, garages, driveways, tennis courts, swimming pools, and any structures and spaces not used exclusively for farming) on agricultural lands to limit the negative impact on fertile soil and on existing and future potential farming operations, whether or not the parcel is currently farmed.
5. **Location of structures.** Require that only structures used exclusively for farm use may be outside the Farm Residential Footprint.
6. **Farm help accommodation.** Adopt the standards put forward by the BC Ministry of Agriculture regarding farm help accommodation³³.
7. **Location of farm residences.** Where no Farm Residential Footprint is established, require the farm residences to be located adjacent to the road frontage in order to reduce potential conflicts between farm and residential uses, and reduce driveway area requirements.
8. **Locate residential footprint to maximize agricultural potential.** Where existing dwellings are not at the road frontage, establish a Farm Residential Footprint that otherwise maximizes the potential agricultural potential of the farm.

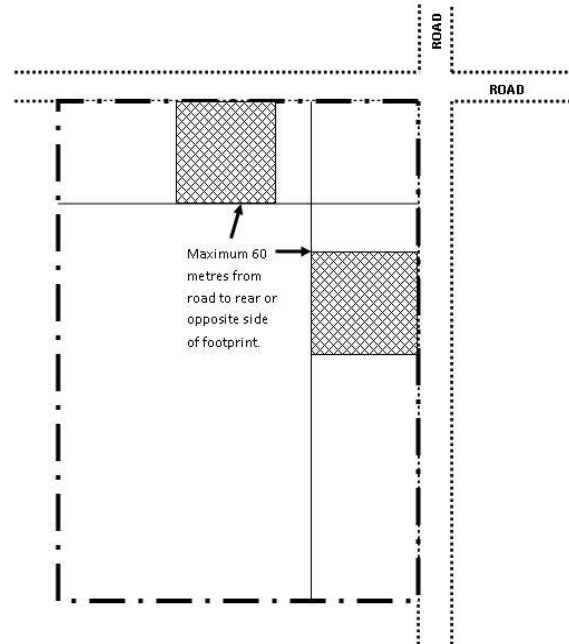


Figure 2. Farm residential footprint setback example (BC Ministry of Agriculture, 2015)

9. **Locate public structures near road entrance.** On agricultural lands, where appropriate, locate farm retail sales, wineries, cideries, breweries, distilleries, and any other structures and services related to the public that are defined as farm uses under the ALC Act near the road entrance, in order to reduce the footprint and extent of services through the property.
10. **Location of residential underground services.** Include residential underground services within the Farm Residential Footprint as required for the structures within it.

ZONING BYLAW RECOMMENDATIONS

The City of Kelowna's Zoning Bylaw allows for several secondary uses within the A1 zone that could be restricted. Recommendations to strengthen the zoning bylaw for both ALR and the A1 zone include:

³³ Temporary Farm Worker Housing in the ALR: Discussion Paper and Standards, 2009. BC Ministry of Agriculture.
<http://www2.gov.bc.ca/assets/gov/farming-natural-resources-and->

[industry/agriculture-and-seafood/agricultural-land-and-environment/strengthening-farming/800-series/800221-1-temp-farm-worker-housing-mar09.pdf](http://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-environment/strengthening-farming/800-series/800221-1-temp-farm-worker-housing-mar09.pdf)

1. **Regulate multiple dwellings.** Restrict the number of dwellings on farmland to one principal farm house (one single family dwelling) which may contain one secondary suite (within the farm house) and one mobile home.
2. **Establish specific criteria for secondary suites and mobile homes as allowable uses.** Secondary suites must be completely enclosed within the same building as the principal dwelling unit and not in an accessory building; be integrated with the principal dwelling unit so as not to externally appear as a separate dwelling unit apart from having an independent entrance; and be limited to one per principal dwelling unit. Allow a mobile/manufactured home within the ALR, located on a non-permanent foundation without basement excavation subject to the following:
 - The manufactured home may only be occupied by: The father, mother, father-in-law, mother-in-law, son, daughter, grandparent, brother, sister, or grandchild of the owner's immediate family and the owner is resident on the property;
 - The manufactured home must be removed from the property within 90 days when no longer occupied. The site must be restored to a condition suitable for agricultural use following removal of the manufactured home.
3. **Remove Carriage Houses as a Permitted Use on Farmland.** Remove the carriage house as a permitted use with the ALR/A1 zoning. Require a non-farm use application to the ALC with any carriage house application in the ALR.
4. **Minimum Lot Size.** Within the ALR, increase the minimum lot size to 4.0 ha.
5. **Allow Temporary Farm Worker Housing, as permitted by City of Kelowna bylaw.** Temporary Farm Worker Housing, as permitted by the City of Kelowna, should be allowed. The TFWH footprint means the portion of a lot that includes all structures, driveways and parking areas associated with the temporary farm worker housing, including but not limited to

structures for cooking, sanitary, living and sleeping. The footprint does not include the vegetated buffer.

6. **Regulation of non-farm vehicles on farmland.** Parking on agricultural lands shall be limited to permeable surfacing, with the exception of the Farm Residential Footprint. Storage of vehicles, other than those that are registered to the landowner, shall not be permitted.
7. **Commercial assembly.** Provide regulation for commercial assembly events on farmland except where permitted by provincial regulation.
8. **Retail Sales.** Further define the allowable structures where retail sales are permitted.

OTHER NON-FARM USE POLICY RECOMMENDATIONS

1. **Agricultural Impact Assessment (Development Applications Procedures Bylaw).** An Agricultural Impact Assessment prepared by a Professional Agrologist, may be required to quantify the impacts of any proposed development that may affect agricultural activity, such as non-farm use on farmland, rezoning, TUPs, subdivision on lands adjacent to farmland.
2. **Communication of Permitted Uses in Agricultural Areas.** Use communication opportunities to provide information about permitted uses in the A1 – Agriculture zone and in the ALR.
3. **Enforcement and Compliance in Agricultural Areas.** Continue to enforce permitted uses using the City's ALR Enforcement Strategy. Expand the current enforcement and compliance strategy and partner with ALC enforcement and compliance officers to maximize resource efficiencies.
4. **Business Licences.** Require a business licence for commercial assembly events including conditions such as time parameters and parking requirements.

Appendix H: Farm Community Identity White Paper



Introduction

ISSUE OVERVIEW

Agriculture contributes to the community in many ways, including local food availability, wine and beverage culture, providing food for global markets, agri-tourism, as well as landscape beauty, and greenfield environmental benefits. In order to raise awareness about local food, this policy paper reviews measures to strengthen Kelowna's agricultural identity, culture, and the benefit agriculture brings to the community.

IDENTIFICATION AND DEFINITION OF THE CHALLENGE

Responses to a survey initiated by the City of Kelowna in 2016 highlighted the need to improve education and awareness amongst consumers regarding the local food system. It was noted that

the local market is theoretically large enough to support local farm businesses; however, shoppers are often purchasing imported food and beverages. By raising public awareness of agriculture and embedding it in a municipality's identity, consumers will begin to view local farmland, agricultural activities, and the resulting food products as a positive and essential part of the region. The notion of farmland protection, respect for farmers, and the celebration of local food becomes woven into the cultural context of the area³⁴.

Other feedback received through the public engagement process for the Agriculture Plan Update included the need for more communication from the City to farmers in topics such as:

- Navigating the municipal regulatory system (e.g. building permits for farm buildings); and
- Available extension services and other farming support tools.

Legal Framework for Developing Agricultural Identity

The Kelowna OCP recognizes that: "Agriculture is a prominent land use in Kelowna and a vital component of the local economy."³⁵ One of the OCP's ten goals is to "Enable Healthy and Productive Agriculture: Promote healthy and productive agriculture through diverse strategies that protect farmlands and food production."³⁶ Recognizing agriculture as one of the ten main goals of the OCP demonstrates the City's commitment to agriculture. Further, there are a variety of policies throughout the OCP aimed at supporting this goal.

³⁴Best practices in local food: a guide for municipalities, <https://www.amo.on.ca/AMO-PDFs/Reports/2013/2013BestPracticesinLocalFoodAGuideforMunicipalitie.aspx>

³⁵Kelowna 2030 Official Community Plan, Chapter 15: Farm Protection DP Guidelines, page 15.2

³⁶ Kelowna 2030 Official Community Plan, Chapter 1: Introduction, page 1.4

The City of Kelowna also has also designated Agricultural Zones within the Zoning Bylaw that provide a zone for rural areas with agricultural and complementary uses.

Recommendations to Enhance Kelowna's Agricultural Identity

These recommendations have been adapted from similar actions found in the OCPs and/or Agricultural Plans of communities such as Surrey, Delta, and Abbotsford where agricultural production is also significant within the urban area.

There are a number of initiatives that could be implemented by Kelowna to strengthen support for the farm community and raise awareness about agriculture in the region. Five recommendations have been put forward here for consideration.

1. **Use existing communications channels to raise the level of understanding about agriculture policies and actions.** The City can utilize existing communication channels (e.g. website, social media, printed signs) to arise the level of understanding about agriculture policies and activities. Options to achieve this can include:

- *Website:* Establishing a webpage specifically for agriculture would be a low-cost way to show support for the farm community in Kelowna. It would also provide an effective avenue to share information with both the farming community and the general public. A website was developed for the Agriculture Plan Update to share information on the progress of the update process and elicit feedback from the public. This site could be used as a platform to showcase other agriculturally-focused information such as:
 - Agriculture Plan Update
 - Agriculture Plan Implementation information – priority projects and their progress
 - History of Farming in the Region

- Link to the Agricultural Advisory Committee webpage
- Agricultural Land Use Inventory information
- Kelowna Property Information (i.e. links to mapping software, zoning bylaw information, links to the OCP and the Regional Growth Strategy, etc.)
- Planning Department Contacts and Services
- Links to other resources and community groups such as:
 - Provincial agencies and support programs
 - Central Okanagan Food Policy Council
 - Land access and tenure information
 - Okanagan Basin Water Board
 - Central Okanagan Economic Development Commission
 - Tourism Kelowna
 - Wines of BC
 - Young Agrarians
 - BC Agriculture Council
 - Certified Organic Associations of BC
 - Interior Health
 - UBC Okanagan
- Link to map indicating farm products and locations. This map would be produced by another organization and the City website would link to it directly.
- Information on how the public can support local agriculture through buying local – links to farmers' markets, community garden projects, and gardening workshops.
- Farmer profiles.

- *Enhance agricultural key messaging.* The Communications and Planning departments could work together to establish key agricultural messages that could be used in corporate materials to further demonstrate support for the sector. Components of the agricultural webpage could be converted to printed media such as brochures or factsheets which could be made available at City Hall, local farmers' markets and other venues where this messaging would be worthwhile. Key topics could include:
 - Services and contacts for the farming community.
 - Highlights of City initiatives related to agriculture (i.e. farm sign program, farm tours, etc.).
 - Key bylaws and property information related to agriculture.
 - *Information package for farm owners.* An information package could be developed and distributed to new and existing farmers about City agricultural policies and bylaws. This could be distributed as a pamphlet with the property tax notices the first year, then offered on the webpage and to new farmers after that. Material could include:
 - OCP agricultural policies.
 - OCP Development Permit Guideline policies.
 - Zoning bylaw regulations for agriculture.
 - City plans – Agriculture Plan Update.
 - Policies related specifically to agriculture such as buffer zones, development permits, ALC applications.
 - City procedures for issues such as edge planning, or other hot topics.
2. **Develop a “Good Neighbours” pamphlet that provides landowners with information about normal farm practices.** Information on living near agriculture:



- Cowichan Valley Regional District Brochure: So You Want to Move to the Countryside...What Can You Expect? <http://www.cvr.d.bc.ca/DocumentCenter/View/65461>
 - Regional District of Nanaimo Rural Areas Guide: Living Near Farms <http://www.rdn.bc.ca/cms/wpattachments/wplD3254atID7979.pdf>
3. **Undertake an agricultural signage program to raise awareness and appreciation for agricultural areas within the city.** The intent of an agricultural signage program would be to raise awareness and appreciation for agricultural areas within the City. Currently, there are main transportation corridors that run through farm land, which has raised conflict in these areas. By installing signage this could help remind drivers that they are traveling through active farming areas and to respect the work happening here. Signs should be visibly similar and incorporate a logo or symbol for recognition. Positive wording such as:

"Kelowna farmers with slow moving vehicles use these roads too. Support your local farm community."

"Kelowna Supports Agriculture. You are entering an area zoned for farm use. You may experience dust, odour, noise, or slow-moving vehicles."

Another option is to highlight crops being grown in various farm fields. This would also help to raise awareness about farming practices in an amongst the farming areas. This has been tried in Delta and in various places in the United States with success. Example wording could include:

"Apples. This crop was planted by a member of your local farm community. City of Kelowna."

4. **Establish regular farm tours for staff and elected officials.** The City, in partnership with the farming community, could create opportunities for Council, City Staff, and other stakeholders to tour agricultural lands and learn about the role agriculture plays within the community.

The Agricultural Advisory Committee could be involved in the tour, which could take place during the summer or fall months at the height of the growing season. A tour of this nature would raise awareness among City staff and elected officials about the challenges facing farmers in the region, as well as the needs of the farming community. This tour could be held to coincide with other agricultural events and celebrations, or as a stand-alone event.

Considerations such as biosecurity and farm safety will need to be taken into account as well.



Best Practices from Other Communities

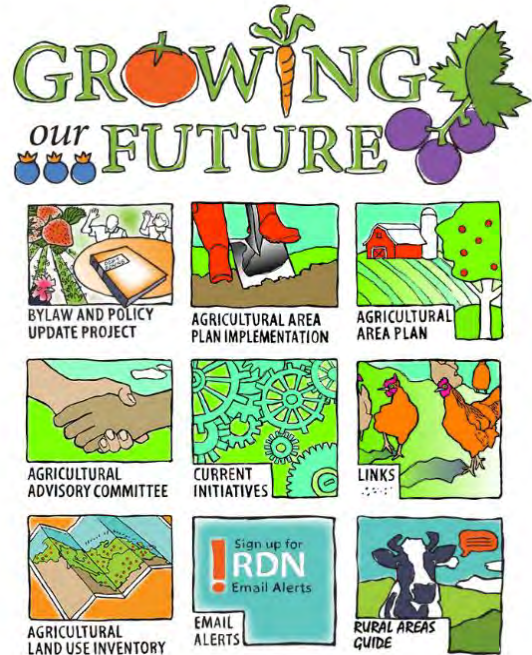
REGIONAL DISTRICT OF NANAIMO – GROWING OUR FUTURE³⁷

During the development of the Regional District of Nanaimo's Agricultural Area Plan, a website was developed to communicate information about the Plan's progress and provide an avenue for feedback from the community. Once the Plan was completed, the site was adapted to share information on the implementation actions of the plan and provide other information to the general public and the farming community. With an interactive, colourful, and user-friendly interface, visitors can find information on a variety of topics such as:

- Bylaw policy update project
- Agricultural Area Plan
- Agricultural Area Plan Implementation
- Agricultural Advisory Committee
- Current Initiatives
- Links to the following information:
 - Provincial Agricultural Government Agencies
 - Applicable Legislation
 - Application Forms
 - RDN Property Information
 - Agricultural Statistics
 - Economic Development Information
 - Environmental Farm Plan Program
 - Community Links
 - Potential Resources
 - Land Access and Tenure
- Agricultural Land Use Inventory
- Email Alerts – Sign up for RDN Email Alerts
- Rural Areas Guide – Living Near Farms

CITY OF SURREY – AGRICULTURE AND FARMING³⁸

The City of Surrey exhibits strong support for their farming community. The City website has a page devoted to Agriculture and Farming, which features information on the land use inventory, City



agricultural policies, current issues, buying local, dyking and drainage, history of farming, starting a farm, and information on their Agriculture Strategy.

The Agricultural Policies highlighted on the website and developed by the City of Surrey include:

- OCP agriculture policies (Agricultural Policies, Food Security Policies, Regional Growth Strategy Agricultural Land Policies, Farm Protection Development Permit Area Guidelines and Maps, etc.);
- Agricultural Zones (Farm Residential Footprint and Zoning Bylaws);
- City Plans (Agriculture Protection and Enhancement Strategy, Surrey Agricultural Plan, Sustainability Charter, Economic Development Strategy);
- City policies on residential buffering and exclusion applications;
- City procedures for additional dwellings in the ALR for farm workers, landscaped buffers for

³⁷ <http://www.rdn.bc.ca/cms.asp?wpID=3254>

³⁸ <http://www.surrey.ca/business-economic-development/1422.aspx>

- residential developments adjacent to farmland, and edge planning; and
- Provincial Legislation.

The Buying Local page features a Community Food Resource Map and the Surrey Farm Fresh Guide along with links to Tourism Surrey and their Food with Thought page.

CORPORATION OF DELTA – AGRICULTURE IN DELTA³⁹

Delta is a community that is based on farming. Over the years, a supportive mayor and council has ensured that, overall, the ALR has been well protected and that some of the most progressive bylaws and regulations concerning agriculture have been developed in Delta. Delta's website offers a comprehensive section on agriculture, including pages on how agriculture is supported in the region. Delta provides significant support for its area farmers through:

- Delta Irrigation Enhancement Project
- Dyking projects
- Investments in transportation infrastructure
- Crop signs – these are posted in the spring on farmers' fields to identify the crop they are cultivating in order to promote agricultural awareness
- Agricultural Plan
- Agricultural Adaptation Plan
- Information on how the public can support local agriculture through buying local – links to farmers' markets, community garden projects, and gardening workshops

Other features of the website include:

- A page on farming history
- Delta Farmer Profiles and short videos highlighting farming and production
- Harvest Calendar indicating when each farm product is available throughout the year
- Information on key farming challenges such as:

- Industry changes
- Salinization
- Waste reduction
- Climate change

WEST KELOWNA – WESTSIDE FARM LOOP⁴⁰

The Westside Farm Loop was developed "to promote awareness of farming in the community, increase visitation and sales and build an appreciation for the bounty of goods produced in West



Kelowna". It consists of more than 15 agricultural experiences that visitors can take part in from u-picks and fruit stands, to a farmers' market, to farm-to-table dining and horseback riding.

Signs have been erected throughout the farming community to lead visitors to each destination and raise awareness that they are traveling through farmland. Maps are provided at participating farms, local hotels, the Visitor Centre, or can be downloaded from the website. All tours are self-guided and touring tips have been created to further increase awareness and understanding.

³⁹ <http://www.delta.ca/environment-sustainability/agriculture/overview>

⁴⁰ <https://westsidefarmloop.wordpress.com/>