Regional and Local Community Needs Project: Final Report

January 30th, 2026

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Introduction

About the Regional and Local Community Needs Project

The Regional District of Central Kootenay (referred to as the RDCK), partnered with all 11 Electoral Areas and 7 participating municipalities, was awarded a Complete Communities Program (CCP) grant by the Union of British Columbia Municipalities (UBCM). Partnering municipalities include the City of Castlegar, the City of Nelson, the Town of Creston and the Villages of Kaslo, Nakusp, Salmo, and Slocan. The CCP program is designed to support local and regional governments in assessing the completeness of their communities and is described in further detail below. The RDCK is using this study to cohesively assess community needs across the region, specifically aimed to identify key areas for targeted growth considering:

- Co-location of housing with social and physical infrastructure;
- A diversity of housing options in growth areas close to amenities, services, and transportation networks; and,
- Alignment of long-term water and servicing requirements with housing needs and long-term objectives.

The CPP identifies a complete community as one that has a diversity of housing to meet community needs, provides a wide range of employment opportunities, amenities, and services within a reasonable distance, and makes efficient use of infrastructure. The analysis is broadly structured around four complete community lenses as identified by the Province of British Columbia's Complete Communities Guide: **Community Facilities, Housing**, **Transportation**, and **Infrastructure**. Creating complete communities is most successful when all of these lenses are considered together. Assessing them in combination support Official Community Plans and Regional Growth Strategy as defined in the Local Government Act Part 13. These local government tools along with zoning address urban and rural development to ensure sustainable service needs and to reduce further proliferation of rural sprawl and dispersed communities where services needs for a small population poses a longer-term affordability issue.

During the initial phase of the project, RDCK Board members voiced a concern with the Complete Communities methodology in its application to BC's rural regional districts and its potential to overlook the unique characteristics and needs of rural Electoral Areas. The CCP with its focus on density, walkability, and integrated amenities, might not be suitable for the low-density, dispersed settlements often found in rural regions. With this feedback in mind, the project team pivoted to more closely align the scope of work with RDCK-specific community needs and priorities. In contrast to the region-wide approach outlined in the original scope, the revised scope took a more specialized approach that identified preferred growth areas, developed potential land use concepts and estimated potential impacts of change on a community-by-community basis with a focus on Fringe Area Planning. This approach considers the unique and diverse nature of each case study area and can inform the needs of the region at large.

An engagement summary which was completed prior to the project pivot is included in Appendix C for information purposes. The primary engagement activity, an online survey, was focused on understanding community values and identifying which services and amenities are better suited to be provided at a local versus regional scale. With the change in approach, the engagement

results were no longer effective for the assessment, but still contain insightful data on resident perspectives from across the region.

Figure 1. Road map process summary of the Regional and Local Community Needs Project.

This report focuses on a set of indicators used to measure these lenses, and evaluates both the current state of the RDCK and seven (7) hypothetical future land use scenario case studies through the complete communities framework. Case study areas are situated within "Fringe Planning Areas", which are within Electoral Areas at the edge of municipal boundaries[1]. One case study is presented for each of the following Fringe Planning Areas: Greater Castlegar, Greater Creston, Greater Nelson, Greater Nakusp, Greater Kaslo, Greater Salmo, and Greater Slocan. These seven case study areas were selected through engagement with RDCK staff and participating municipal partners. These conceptual futures each represent potential, though not binding, outcomes projected 20 - 50 years from now. The findings inform a list of potential future actions to help meet regional and local planning needs within the RDCK (please refer to the diagram in Figure 1 above for a visual overview of the project process). Note that the purpose of this report is to distill technical information for the RDCK and partnering municipalities. This information will help to better inform regional planning initiatives and collaboration with municipalities which will in turn, enable more integrated regional planning efforts that are aligned

[1] For the purposes of this project, Fringe Planning Areas are within RDCK Electoral Areas (EAs) at the edge of the jurisdictional municipal boundaries.

with local and regional community planning objectives and processes, land use designations and servicing standards.

The report is structured as follows:

- ***Regional Baseline & Results Summary:*** this section introduces each indicator assessed during this project including the unique infrastructure servicing analysis. Subsequently, key assessment findings are detailed, which act as the baseline quantitative analysis of the current state of completeness in the RDCK.
- ***Growth Suitability Hotspots:*** this section depicts the synthesis of indicators to analyze for potentially suitable growth nodes.
- ***Fringe Planning Area Modelling Scenarios & Impact Evaluation:*** this section outlines the hypothetical future land use scenario for each of the seven Fringe Planning Areas that were selected for the community needs modelling and analysis. Each Fringe Planning Area is detailed with 6 subsections providing specific local context, background on the identified housing need, developability, description of the land use concept, key strengths, opportunities and challenges, modelling analysis including scenario impacts, and localized recommendations.
- ***Conclusions & Regional Recommendations:*** this section summarizes the findings of the geospatial analysis and provides recommendations for potential future action to help achieve a more complete community in the RDCK.
- ***Appendices:***
    - Appendix A: Methods including data limitations;
    - Appendix B: Additional Maps
    - Appendix C: Community Engagement Summary

Key Terms

Active transportation infrastructure - Active transportation infrastructure are aspects of the built environment that enable people to get around safely without the use of a vehicle, such as sidewalks and bike lanes.

Agricultural Land Reserve (ALR) - The ALR is a provincial zone in British Columbia that protects farmland and encourages agriculture as the priority land use. The Agricultural Land Commission (ALC) acts as the governing body that reviews requests for land exclusion, subdivision, or non-farm use.

Baseline Assessment - A baseline assessment shows what conditions look like today which can help to clearly see what changes in the future. In the context of this report, the baseline assessment pertains to assessing indicators (listed in table 1 below) that help measure community needs currently met as well as gaps.

Community Facilities - community facilities refers to essential, frequently used services, amenities, and businesses accessible within one's community. These include grocery stores, health services, parks, schools, and community gathering facilities.

Floor space ratio - Floor space ratio (FSR) measures a building's total floor area relative to its lot size. For example, a typical FSR for a rural single family dwelling typically does not exceed 0.25 FSR (25% of lot area).

Fringe Planning Areas - For the purposes of this project, Fringe Planning Areas are interface areas within RDCK Electoral Areas (EAs) located at the edge of the jurisdictional municipal boundaries. Ideally, planning between the municipal and regional district EA jurisdiction(s) in the municipal/EA fringe would be highly integrated, with complementary planning objectives and processes, land use designations and servicing standards.

Growth Suitability Hotspots - In the context of this report, growth suitability hotspots are areas identified through this analysis that can help guide planning efforts, where existing access and capacity indicate strong potential for future growth and development.

Indicators - In the land use planning context, an indicator is a measurement of urban characteristics and conditions. While indicators do not completely describe the physical or social context of the Region, they can help to understand key opportunities and constraints.

Land Use Designation - Land use designations are broad categories used in long term municipal or regional planning that define the intended and allowable uses of land. They typically refer to both the general category of use (e.g., residential, commercial, industrial), as well as a building unit density.

Residential parcel - In the context of this report, a residential parcel is used as the base unit for population, housing, and access analyzes, because it represents where people live and where residential density, land use permissions, and development potential are assigned.

Residential Archetypes

SDD - Single Detached Dwelling

SDD-S - Single Detached Dwelling with Suite

GO - Ground Oriented housing like townhomes or rowhomes

APT (Low-Rise) - Apartment (Low-Rise) consists of no more than 4 storeys

Units Per Hectare - Units per hectare refers to the number of units (in this context, residential units) per hectare of land. This is a common density measure used in urban and rural planning that is often specified in Official Community Planning and zoning documents to specify maximum allowable densities.

Regional Baseline & Results Summary

Baseline Indicator Introduction

An indicator is an analytical tool used to measure specific conditions, serving as a gauge for tracking progress or change. In the context of this project, indicators are used to assess the four complete community lenses (i.e. community facilities, housing, transportation, and infrastructure). While indicators may not capture the full physical or social context of the Central Kootenays, they offer valuable insight into the opportunities and challenges involved in closing gaps with respect to regional and local community needs.

A focus of this project has been to contextualise the Regional and Local Needs Project to a scale relevant to the Central Kootenay's. As a result, in collaboration with the RDCK-led project team including all municipal partners, the project focused on six baseline indicators that were chosen through a facilitated workshop, in which a group of project stakeholders, local subject matter experts, and health authority representatives, were engaged. This engagement sought to inform the groups' collective understanding of the relevance and importance of determinants of community needs that are specific to the region.

After extensive collaborative refinement, the indicators selected for this project were based on regional and member municipalities staff input, Interior Health consultation, regional context, and availability of data. An equity lens was also used to define the indicators; for example, access to emergency hospital care includes those that are universally accessible and does not include private health services that require fees to access. This report is the first baseline assessment of its kind for the RDCK, marking a significant synthesis of the region's current state for all 11 Electoral Areas and 7 project partnering municipalities (see Figure 2 below).

Table 1. Summary of the Baseline Indicators

Lens	Indicator	Input Variables
Community Facilities	Access to key destinations and amenities (Combined Score)	▸ Grocery stores* ▸ Parks* ▸ Elementary schools* ▸ Secondary schools ▸ Daycares* ▸ Community Infrastructure[2]* ▸ Hospitals* ▸ Fire Halls*
		* These amenities include locations outside of RDCK to capture normal use patterns. See Appendix A for more details.
Transportation & Infrastructure	Access to Transit (walk and wait time)	▸ Walk time to bus stop + average wait time (GTFS)[3]

[2]Access to community infrastructure includes community centres, recreation and arena facilities, and town hall spaces
[3]General Transit Feed Specification (GTFS) via BC Transit includes schedule times, bus stop locations whereby a bus stop's average service time was derived.

Lens	Indicator	Input Variables
Housing and Development	Fringe Planning Area Development Likelihood	▸ Distance to sewer/water servicing ▸ Distance to maintained roads ▸ Presence of existing buildings ▸ Total land value per buildable acre ▸ Parcel proportional buildable area
Housing and Development	Municipal Development Likelihood	▸ Current land use policy density ▸ Land utilization ▸ Building age
Environment	Regional Flood Hazard	▸ RDCK specific flood hazard mapping, 2024
Environment	Regional Ecological Integrity	▸ Classified Landcover (e.g. forest, urban, grasslands)
Infrastructure	Local Water & Sewer Servicing	▸ Existing infrastructure and associated capacity derived through consultation

Other indicators were considered for inclusion early on in the project process as well. More information on these indicators, and why they were ultimately omitted, can be found in Appendix A.

The following six sub-sections, one provided for each of the six baseline indicators, includes both an overview description of the community needs baseline indicator as well as key assessment findings that acts as the quantitative, geospatial analysis of the current state of completeness in the RDCK.

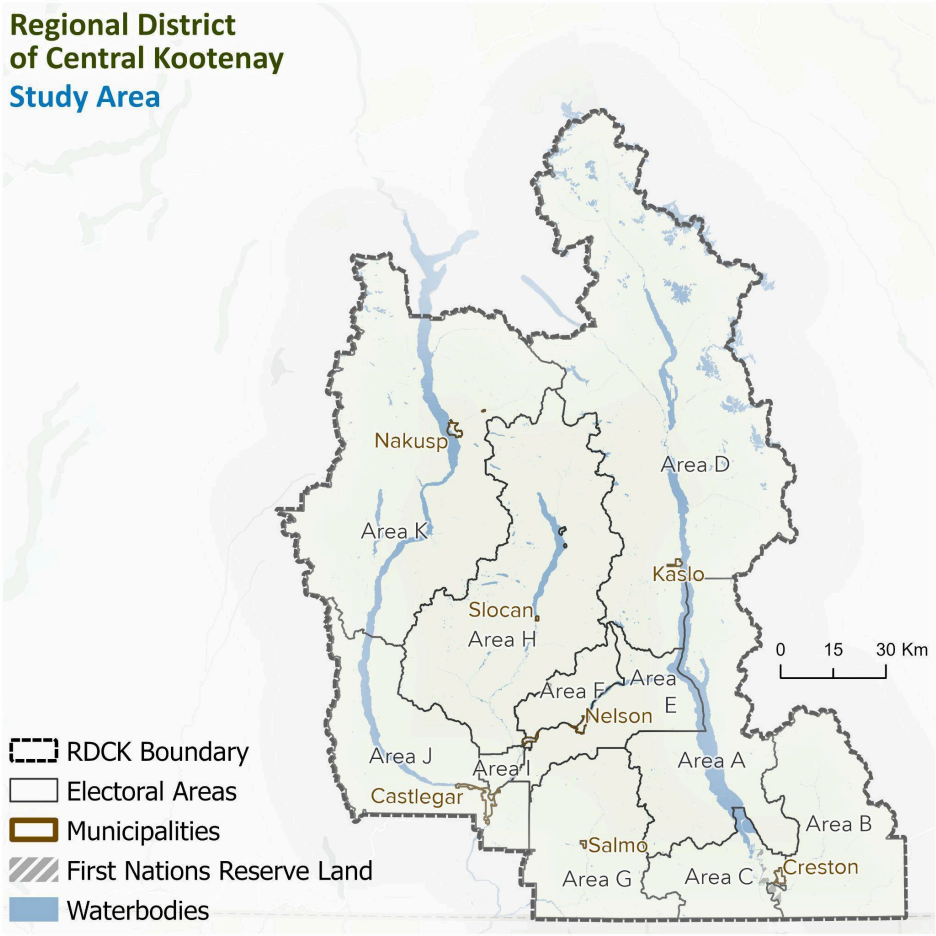


Figure 2. Study area context map, depicting participating Electoral Areas and municipalities in the RDCK.

Access to Key Local Destinations & Amenities

This indicator measures the relative access a residential parcel has to key destinations within their local community, in comparison to all other parcels in the RDCK. This is a combined score[4], which compiles drive times to all key destinations and amenities for each residential parcel. Drive time to amenities is an estimated driving distance incorporating speed limits, as well as ferry crossing times, rather than a straight line between residences and destinations.

The combined score ranges from 0 to 1, and is equally split into eight categories from Best Access to Lowest Access. Best Access is for parcels with scores in the top 12.5%, while Lowest Access is for the bottom 12.5%. A parcel that has a score of "Best Access" will be the closest to all amenities, while a "Moderate Access" scoring parcel will either be a mid-range distance to all amenities, or close to some amenities and far from others. A parcel with a low score, will be farthest from all amenities. Population within each of these 8 categories is summarized by their Electoral Area or respective municipality using 2021 census population data[5]. For regional maps showing drive times to each individual amenity, see Appendix B.

Overall, 17% of the population in the region has a High or Best access score for key destinations (see table 2 below). The highest access to key destinations is clustered in the municipalities of Creston, Nelson, Nakusp, and Salmo. These areas all have a population that has a score within the top 25% (i.e. the classes of High Access and Best Access). Nakusp, Nelson and Creston all have ~60% of their populations within these top two classes and Salmo with ~20%. Castlegar also has relatively good access to key destinations (~20% of population with a Moderately High Access score), however, there are fewer amenity types in this area, resulting in a slightly lower score, particularly due to a lack of a 24-hour hospital within a 20 minute drive and limited access to elementary and secondary schools in the southern half of the City.

The lowest access to key destinations is found in lower density, remote communities including large proportions of the 11 Electoral Areas (see Figure 3 below). Particularly high proportions of populations with the Lowest Access score are within Area A at ~70%, Area D at ~50% and Area K at ~40% (see Figure 4 below). These areas particularly lack access to schools, grocery stores, 24-hour hospital servicing and community spaces.

[4] For more information about the Combined Score see the detailed description of the baseline indicators in the *Introduction* section of the Report. And for more information on the development of the combined score, please refer to the methods in appendix A.

[5] Statistics Canada. Census Profile, 2021 Census of Population. https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E.

Table 2. Central Kootenay regional population by access class

Access Class	Regional Population	Proportion of Regional Population (%)
Best Access	4,171	7%
High Access	5,939	10%
Moderately High Access	8,026	13%
Moderate Access	6,561	11%
Lower Moderate Access	8,684	14%
Limited Access	10,945	18%
Very Limited Access	11,638	19%
Lowest Access	5,438	9%

While having access to all amenities that residents need helps to form a more complete community, the reality is that many areas within the region are remote and rural in nature. Residents have to travel to larger communities often and for many reasons. Interior Health notes that not having a car is an issue, because rural communities are so spread out. This can create hardship, for instance, as folks cannot get to the doctor. The solution to this is to direct growth to where services, including medical care, already exist rather than remote areas without essential amenities to ensure residents are not left isolated, now or as they age.

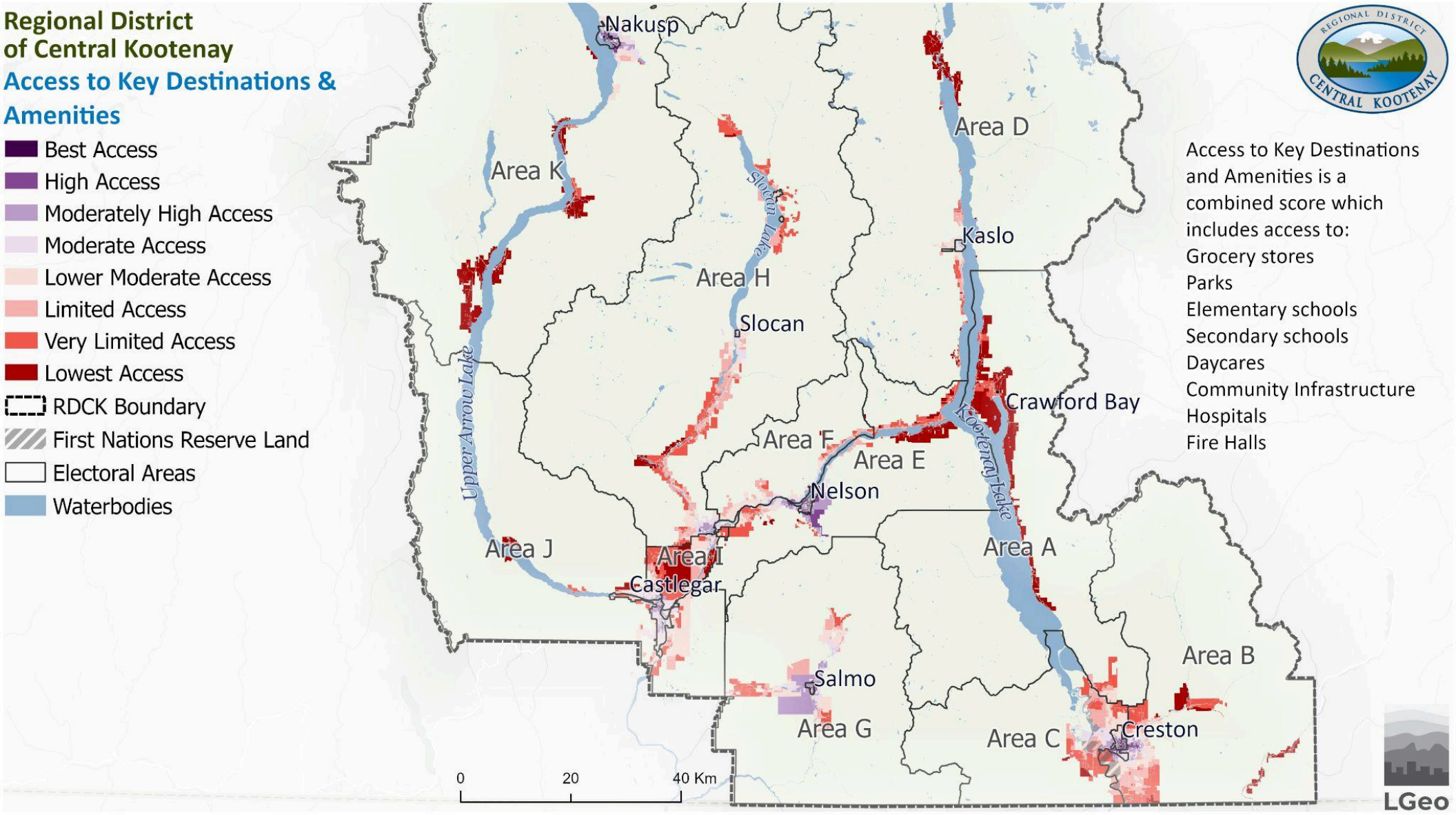


Figure 3. Map of Access to key destinations and Amenities in the RDCK

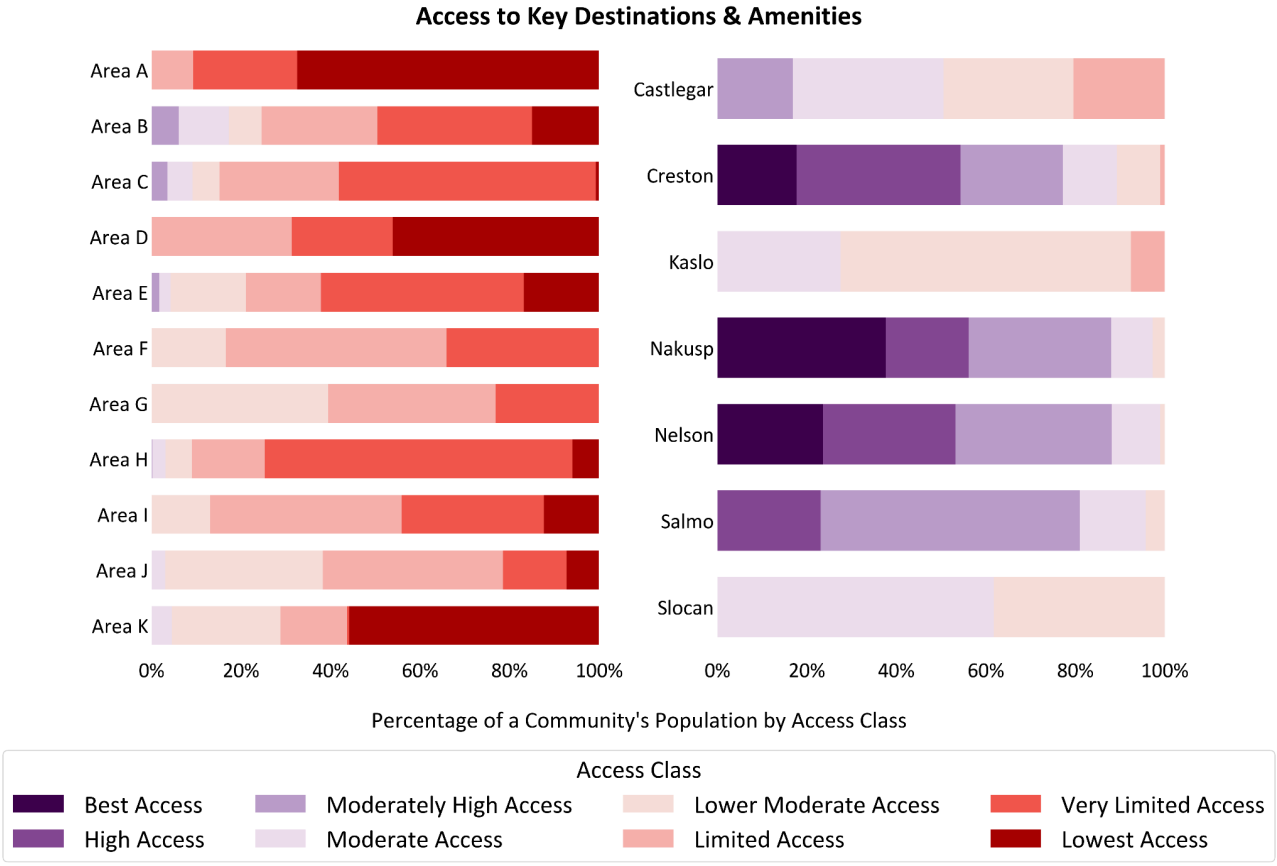


Figure 4. Proportion of population by access to key destinations and amenities (combined score) class by Electoral Area and municipality. Access classes are split into eight equal data bins.

There is significant diversity with regards to education access (combined access to daycares, elementary and secondary schools) between municipalities versus Electoral Areas. For example, there are no daycares or secondary school facilities in Electoral Area K[6], resulting in ~60% of Area K's population not having proximal daycare or secondary school amenities. There is also a small gap in Slocan's education services resulting in a lower combined score due to the lack of a daycare in the area (see Figure 5 below). Electoral Areas C and B, surrounding Creston are also limited in daycare amenities. While most municipalities have proximal access to all three education facility types, note that ~50% of Castlegar's population is categorized with Lower Moderate Access or Limited Access to education facilities which is seen in the most southern parts of the city as well as expanding east into Area J's community of Ootischenia.

The vast majority of residents within the RDCK live within a 20 minute drive of a grocery store (Figure 6 below). However, not all grocery retailers provide that same level of offerings which was not assessed within this study. Community infrastructure on a whole is accessible across the region, meaning that most communities have a community centre or town hall type space that

[6] Note that daycare data is derived from the BC data catalogue inventory of ministry-funded licensed child care. Small independent day care opportunities may exist but are not reflected in this dataset.

can be used to facilitate community events. Electoral Area D, E and K do have some communities that require a 30+ minute drive to these types of facilities (Figure 7 below).

The region can be characterised as a whole as having excellent access to park space and the expansive provincial park and lake network is a unique quality making outdoor recreation a large part of the lifestyle in the Central Kootenays (see Figure 8 below).

Also of note, is the allocation of 24-hour hospital servicing. Readily apparent is the fact that the higher density areas of the RDCK do have access to 24-hour emergency care facilities, and smaller municipalities like Kaslo, Salmo and Slocan and Electoral Area A, D and K have drive times of 30-60+ minutes (see Figure 9 below). However we note that through engagement with the RDCK Board for the region, many community members are aware of the risks of living in remote communities and understand that this comes with longer drive times as well as seeking additional health care outside of the region in larger metropolitan hubs like Kelowna and Vancouver. While many understand the tradeoffs with remote living, in terms of analysing communities for community needs and potential areas for increased servicing and growth, accessible healthcare is still a prominent pillar to community needs and well being. Notable is the 20-30 minute drive time for Castlegar residents to the 24-hour hospital. Communities in and around Castlegar are likely to undergo urban expansion and densification in the future. If possible, additional facility servicing to support 24-hour emergency care should be prioritized in Castlegar.

Mapping drive time from fire halls presents a key indicator result. All residents within a municipality are within 10 minutes of a fire hall. Meanwhile, Area A, D, J, and K have some communities living further than 20 minutes from a fire hall (Figure 10 below), putting these communities at a much higher risk in the event of a fire. Note that this indicator includes volunteer fire halls which make up 59% of firehalls in the region.

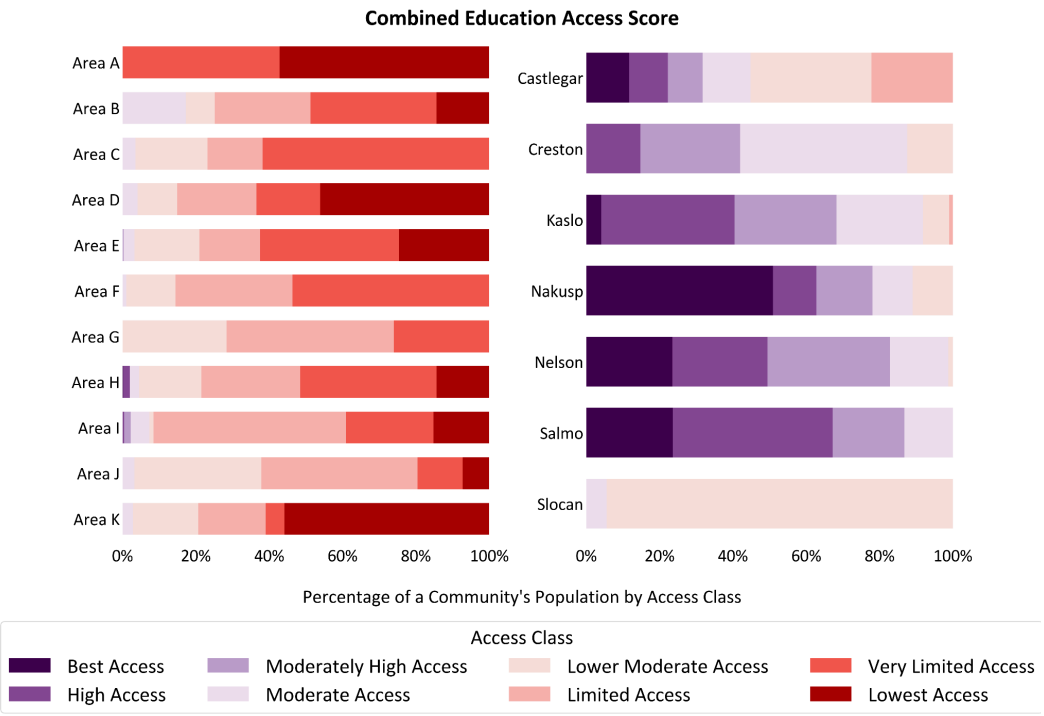


Figure 5. Proportion of population with access to education (combine scoring of access to daycare, elementary and secondary school) by access drive time category.

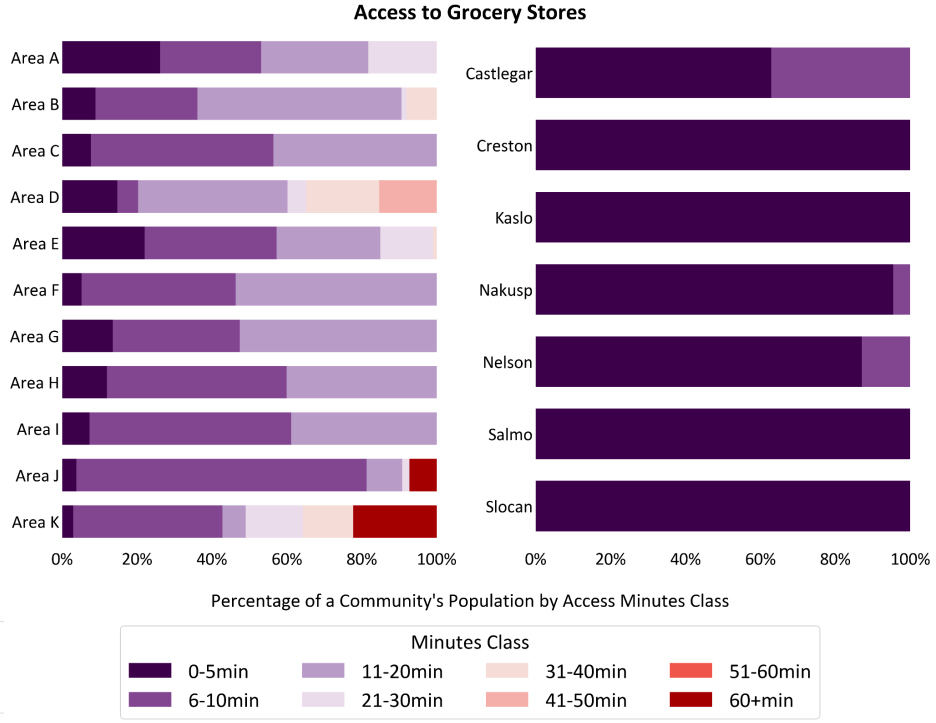


Figure 6. Proportion of population with access to grocery stores by access drive time category.

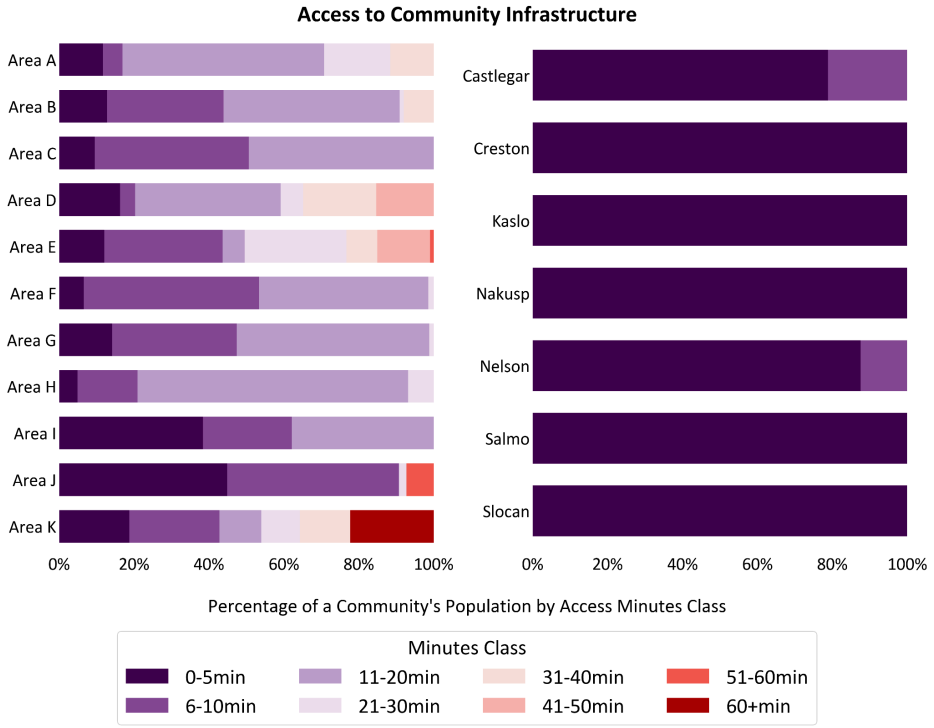


Figure 7. Proportion of population with access to community infrastructure by access drive time category.

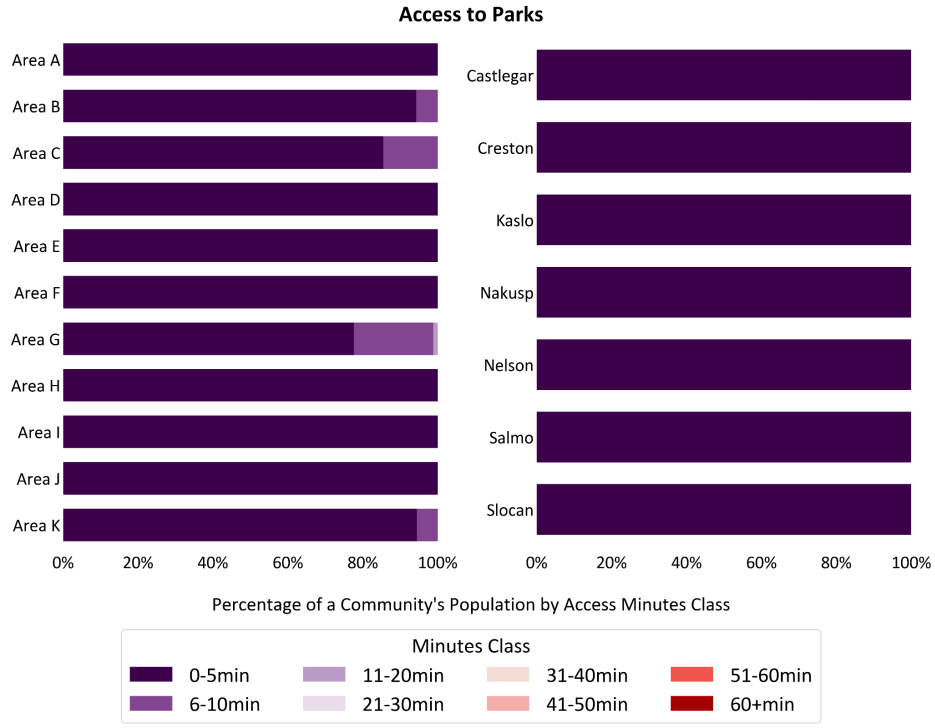


Figure 8. Proportion of population with access to parks by access drive time category.

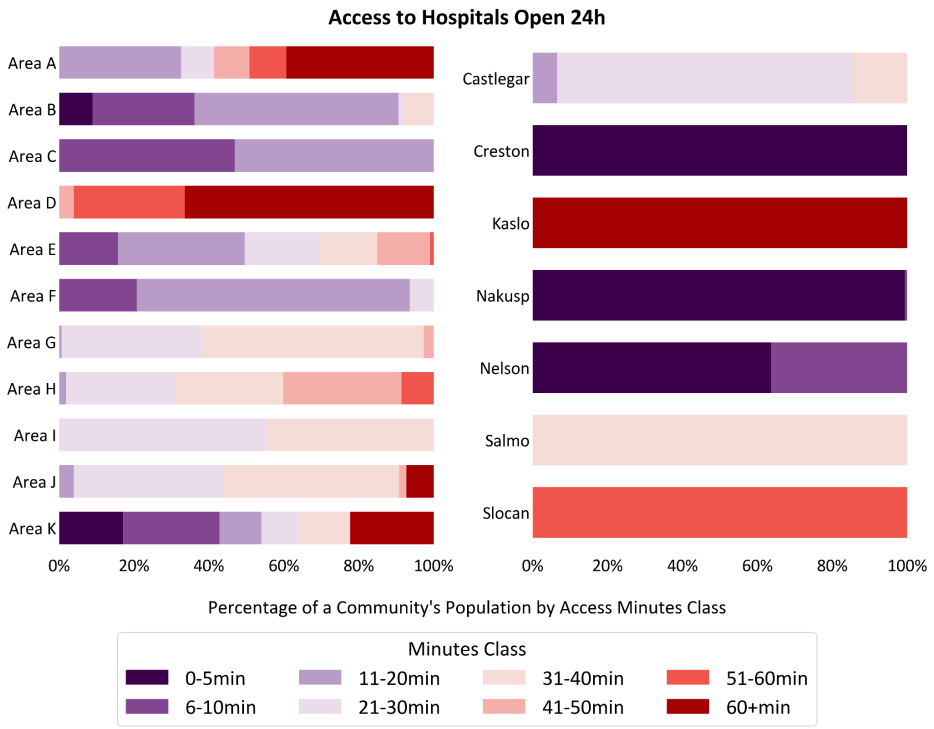


Figure 9. Proportion of population with access to hospitals open 24/7 by access drive time category.

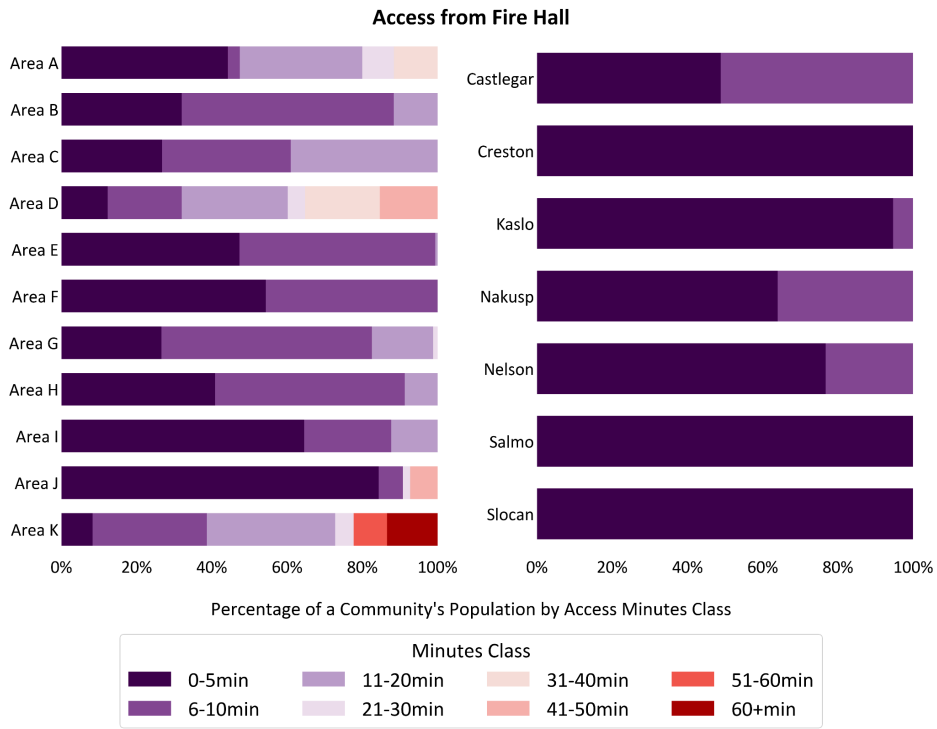


Figure 10. Proportion of population with access to fire halls by access drive time category.

Access to Transit

This indicator refers to the combined average walk and wait time for public transit. Coupling walk time to the nearest bus stop with the additional context of frequency of bus service provides a robust depiction of public transportation accessibility. In many cases, a bus stop may be near-by (within a 10-minute walk), but if service is infrequent, such as once per hour, it may not function as a meaningful amenity to meet local community needs.

Based on recommendations from project interest holders, access to transit was considered separately from the key destinations combined score to highlight the regional context of small towns and villages being proximal to amenities like grocery stores and community recreation facilities while bus service is typically used for inter village/town/city connections. With this in mind, the access to transit indicator better depicts the availability of equitable transportation to larger communities to access services and amenities not available in the smaller town, for example, a hospital or a secondary school.

Access to transit varies greatly throughout the region as servicing is limited in rural areas with lower volumes of ridership. Salmo has notably long wait times between buses (60+ minutes for the community) signifying limited interconnectivity with the neighbouring cities of Nelson and Castlegar. However, RDCK's villages are themselves typically quite walkable areas due to their compact footprint compared to RDCK's larger towns and cities, resulting in most key destinations being proximal.

In contrast, places such as Nelson and Castlegar have a larger share of residents within the 11–30 minute range, reflecting comparatively better service frequency and access, though longer wait times of 30+ minutes are still present for ~45% of Castlegar's residents (see Figure 11 below). Overall, the distribution skews strongly toward longer access times in smaller and more rural communities, highlighting the limited reach of frequent transit service outside the region's main centres. This pattern underscores the structural challenges of providing high-frequency regional transit in low-density rural contexts, even where local walkability is strong.

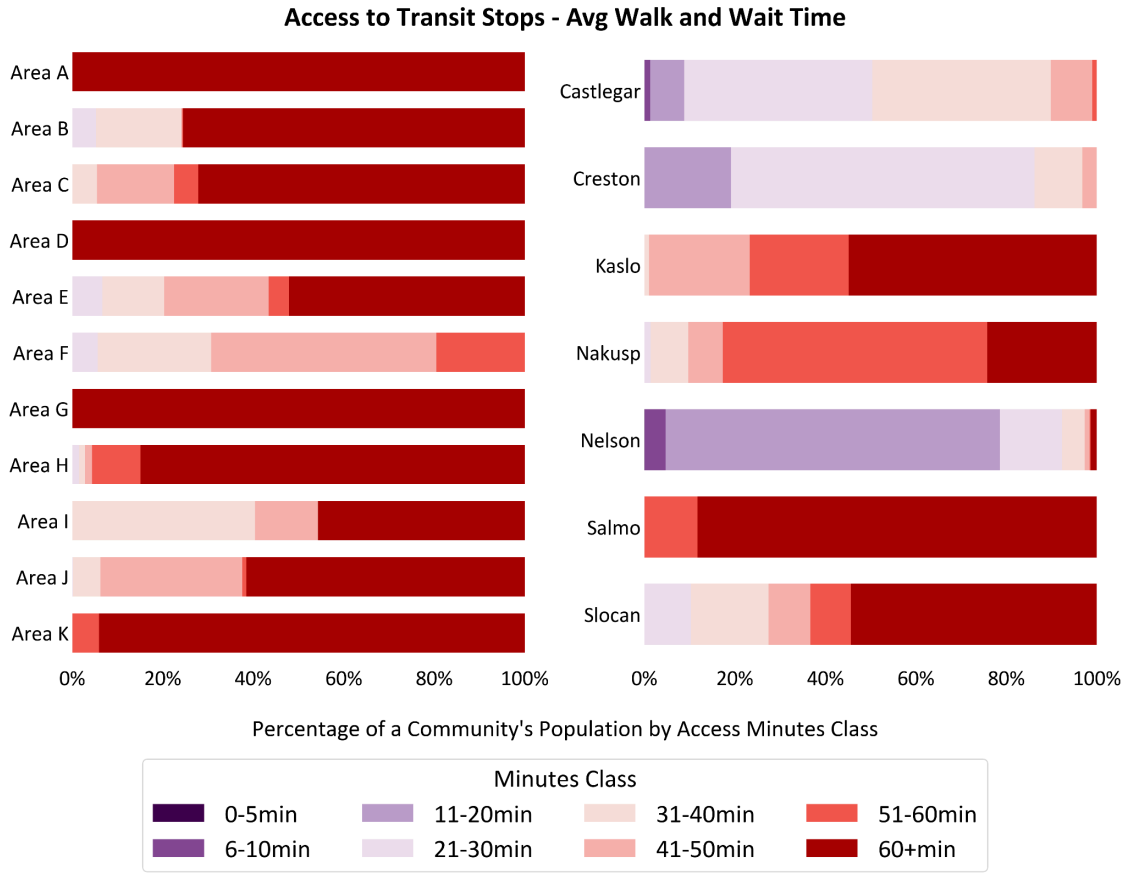


Figure 11. Proportion of population with access to transit stops (including the walk time to the stop + the average wait time between bus servicing

Development Potential

Municipal development potential was calculated within all participating[7] municipalities within the RDCK. As well, a rural development potential was calculated in Fringe Planning Areas, which are considered to be within Electoral Areas (EAs) at the edge of jurisdictional municipal boundaries. The following two subsections depict the developability of municipalities and Fringe Planning Areas respectively.

Not all parcels are equally developable or economically viable for future growth regardless of currently designated land use. As such, the development likelihood indicator helps to tease out a more realistic assessment of an area's suitability for growth based on real development considerations, which significantly increases the value of the scenario analysis completed as part of this project.

The development likelihood index identifies areas of concentrated locations of higher scoring sites that are more likely to develop sooner than lower scoring sites under normal economic

[7] Note that Silverton and New Denver opted out of consideration during this analysis

conditions. Sites with very low development scores should be considered as undesirable for regional growth or urban expansion as they would not develop in a timely manner and thus would not close any gaps regarding regional or local community needs. To reflect the development context of the RDCK, two separate development likelihood indices were created for the RDCK: a **municipal development likelihood score** for areas within municipal bounds and a **Fringe Planning Area development likelihood score** that is tailored to specific Fringe Planning Area development characteristics.

Municipal Development Likelihood

The **municipal development likelihood score** consists of 4 components;

1. **Existing Density** - a parcel with a smaller floor space ratio (FSR) or existing units per hectare (UPH) could indicate underutilized developable land, e.g., a small building on a large parcel, indicating higher likelihood of future redevelopment.
2. **Density Gap** - a parcel with a lower floor space ratio, than is allowed by its land use designation may be underutilized functionally, e.g., a parcel with a single family dwelling that is designated for multi-family densities, which may indicate higher likelihood of future redevelopment.
3. **Land improvement** - a parcel may be underutilized economically, e.g., a low value building on expensive land, could be more desirable for future redevelopment.
4. **Building age** - an older building is more likely to redevelop than a newer building.

For all municipal parcels, a bonus to the development likelihood scores is applied for any current or near future development applications. Vacant parcels also receive a bonus, the degree to which is based on the level of servicing present.

The results show that the municipalities of Creston, Nakusp, and Castlegar have similar proportions as well as total land bases represented in the Highest Potential development category. Meanwhile Kaslo and Slocan have the greatest proportions of land that are easier to build on compared to other communities[8] . Some non-exhaustive contributing factors include high amounts of underutilized developable land area and functionality that also has access to water and sewer servicing. However, note that Kaslo and Slocan's total land bases are much more constrained in size, with less than a quarter of the footprint compared to Castlegar, Creston and Nakusp (figure 12 - right graph). Meanwhile, the City of Nelson and the Village of Salmo have more limited availability of land with Higher or Highest development potential relative to other municipalities (see Figure 12 below - right graph). This can be understood due to their low proportion of vacant serviced parcels, and their medium to low occurrence of underutilized land functionality (density gap scores). It is important to note that even though Kaslo and Slocan have little or no sewer servicing, respectively, in comparison to the total number of parcels in their area they have the highest proportion of high development potential lots (vacant, water serviced parcels), which explains why in Figure 12 below their percentage of Highest Potential area is substantial.

[8] Note that in this context, buildable residential land area refers to the area of a parcel that does not have environmental constraints. E.g., steep slopes, and ecological sensitive areas are not considered to be buildable areas even if the parcel is residentially designated.

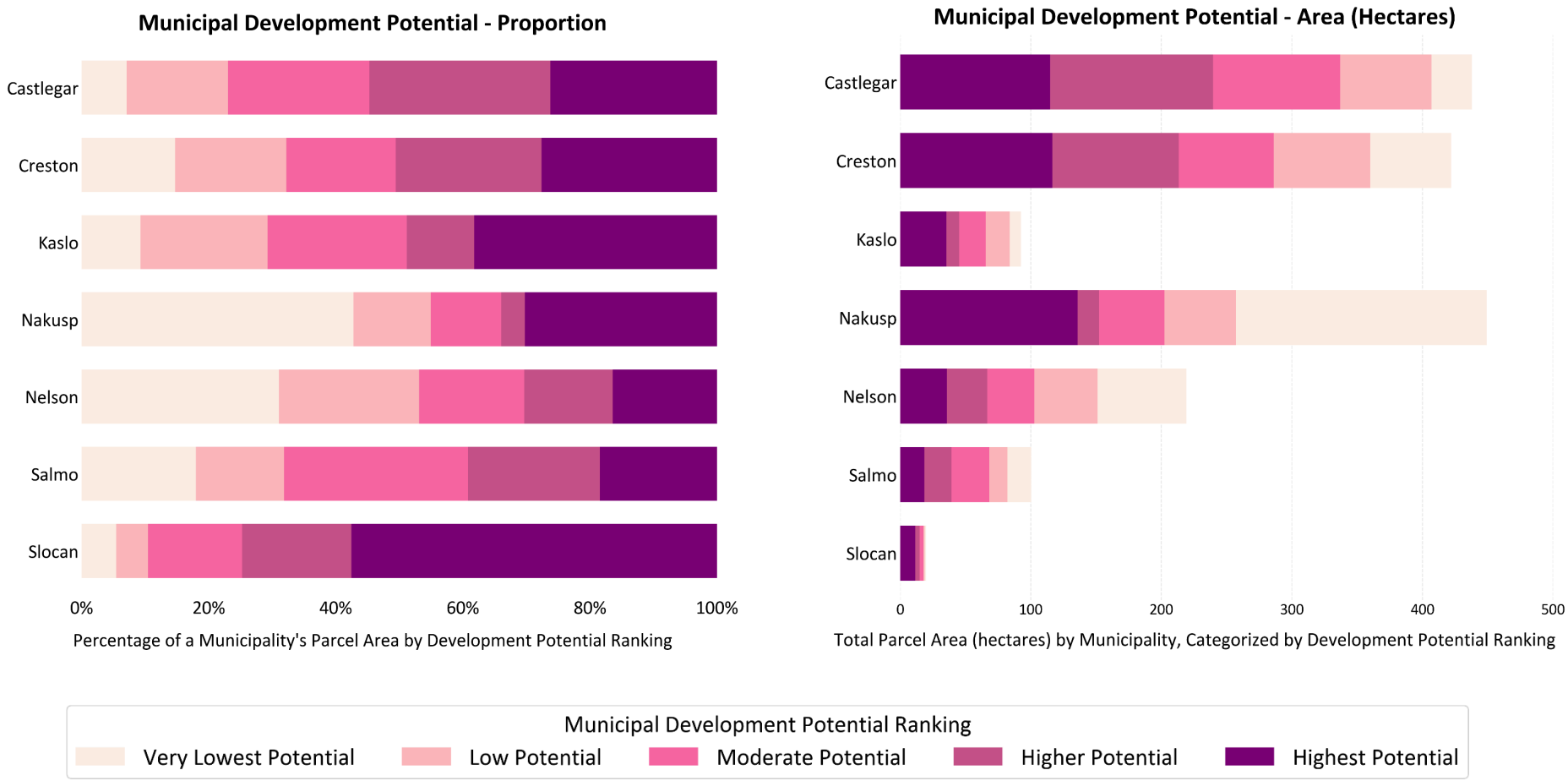


Figure 12. Municipal development potential by proportional land area (left), and total land area (in hectares) by development potential category on the right.

Fringe Planning Area Development Likelihood

The **Fringe Planning Area development likelihood score** considers 5 components:

1. **Proximity to municipal or managed water systems -** areas in close proximity to systems with expansion potential are far more likely to economically achieve higher densities than sites which must rely on private wells or local water distribution systems.
2. **Proximity to municipal sewer systems** - areas in close proximity to managed sewer systems are more likely to achieve higher densities than sites that must rely on septic systems or new on-site services.
3. **Proximity to paved or maintained roads -** remote locations are both more costly to develop and to physically construct than areas that are proximal to well-used transportation corridors.
4. **Total land value per acre -** this indicator is important for identifying parcels that are not typically economically viable to acquire under most development contexts, typically estate lots or commercial locations with high value improvements.
5. **Proportion of unconstrained land -** site constraints can significantly reduce the development potential of otherwise choice locations. This assessment uses constraints to reduce the functional size of a parcel. This reduction occurs mainly through environmental constraints, encumbrances, and other infrastructure requirements. Constraints considered include:
    - Flood plain
    - Hazardous/complex terrain and steep slopes
    - Ecologically Sensitive Areas

Within a Fringe Planning Area, a considerable penalty to the development likelihood scores is applied for any Agricultural Land Reserve (ALR) parcel. Typically ALR parcels are completely excluded from development likelihood analysis. However, due to the large number of ALR parcels in the Fringe Planning Areas, their scale of influence should be considered. Accordingly, ALR parcels are included in the model, however with a penalty instead of a complete constraint.

The rural development potential indicator results show the Fringe Planning Area in Greater Castlegar to have the highest respective proportions of buildable residential land area that has the Highest Potential for development (see Figure 13 below - left graph). This concentration is mostly due to the Fringe Planning Area scoring the highest in proximity to infrastructure (sewer, water, and paved roads) as well as having a medium-to-high score in proportion of unconstrained lands. Greater Castlegar's Fringe Planning Area also has the largest outright land base within the Highest Potential category (see Figure 13 below - right graph).

Meanwhile, the Salmo, Creston and Nakusp Fringe Planning Areas all have the highest proportion of their land with Very Low development potential relative to other Fringe Planning Areas (Figure 13 below). Even though these areas have certain parcels that score highly for the five core rural development likelihood components (listed above), due to their high proportion of ALR parcels (62%, 54% and 45% respectively), they are predominantly very low potential areas.

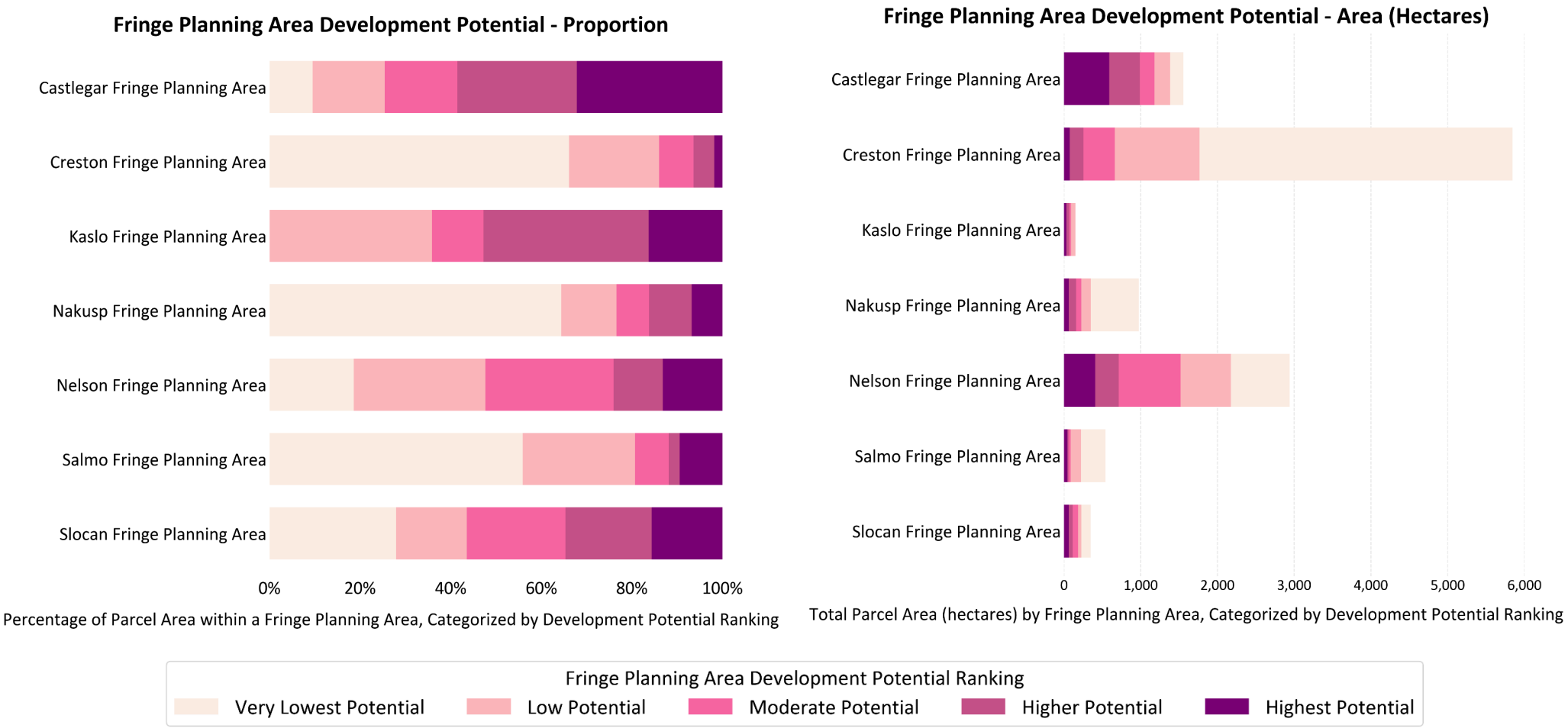


Figure 13. Fringe planning area development potential by proportional land area on the left, and total land area (in hectares) by development potential category on the right.[9]

[9] Land area within Fringe Planning Areas is assessed within a 2 kilometre buffer from village Fringe Planning Areas and within 5 kilometres from town and city Fringe Planning Areas.

Regional Flood Hazard

The flood hazard indicator accounts for a parcel's area that is within a mapped flood hazard area. In this context, flood hazard is considered to be a crucial indicator or constraint to future development. Flood hazard data was used from previous assessment by BGC Engineering who identified and characterised floodplain geohazards through clear-water geohazard mapping within the RDCK (Figure 14 below)[10].

Clear-water geohazard mapping involves modelling and identifying areas at risk of river overflow and flash flooding. Clear-water flooding hazards are primarily associated with extreme rainfall events or rapid snowmelt. The extent of the flood hazard area was used as an input indicator to better understand land suitability for urban expansion since areas prone to flooding can limit potential growth or development.

A large portion of the lands surrounding the Town of Creston occur within the flood hazard extent, indicating mitigation measures may be required to enable potential growth[11]; however, these lands are largely designated as ALR. The City of Nelson has flood hazard areas along Cottonwood Creek as well as across land at the mouth of the creek where it feeds into Kootenay Lake. The City of Castlegar has flood prone lands located in Brilliant Flats as well as along Norns Creek where its waterways funnel into the Columbia River.

[10]BGC Engineering Inc, RDCK FLOODPLAIN AND STEEP CREEK STUDY, 2020 https://rdck.ca/wp-content/uploads/2025/02/2020-07-17-RDCK_Summary_Report.pdf

[11] While mitigation measures are possible, for the purposes of analysis, flood hazard area is considered as a constraint to growth.

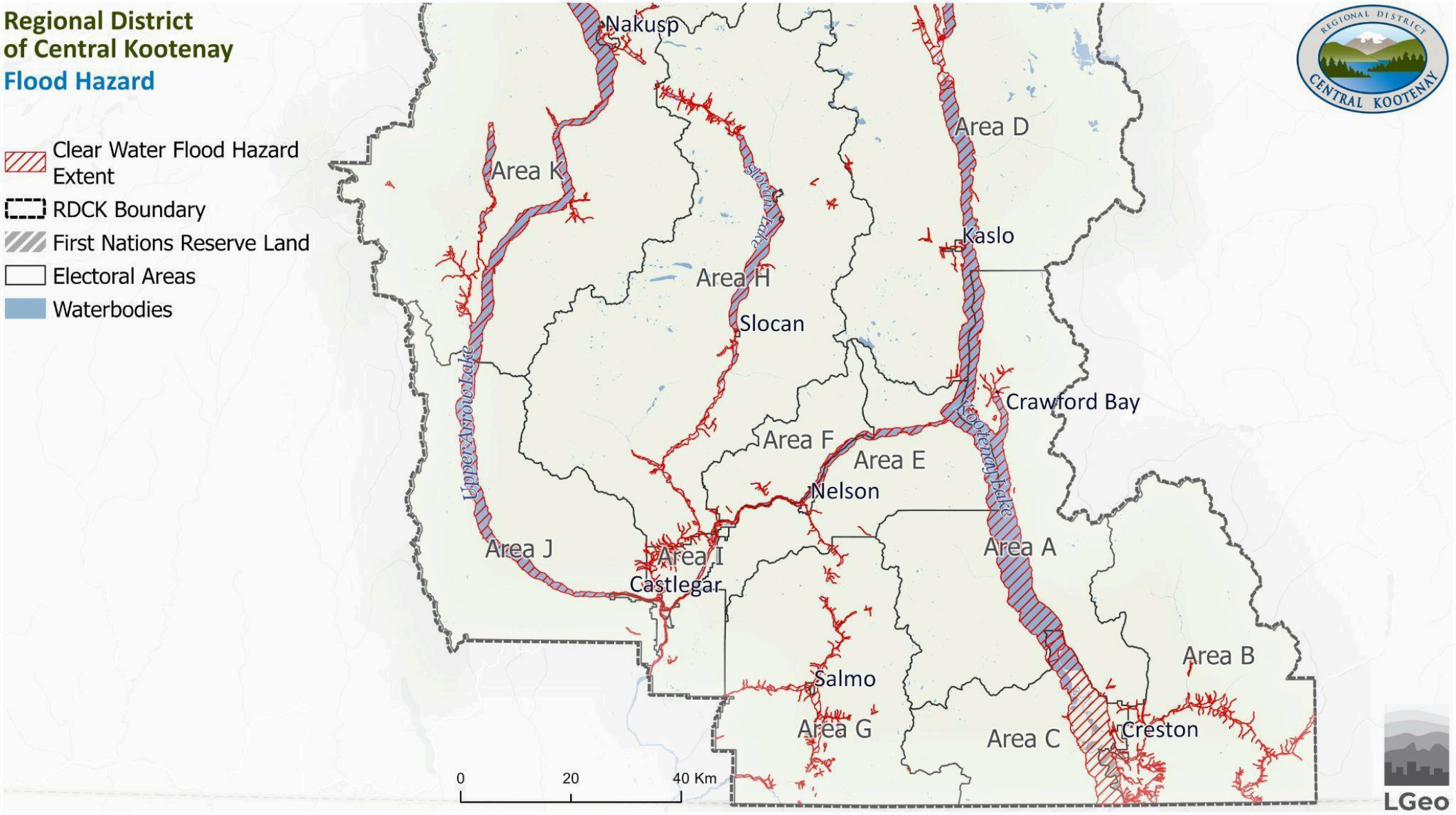


Figure 14. Flood hazard in the RDCK based on previous assessment by BGC Engineering.

Regional Ecological Integrity

Ecological Integrity is a specific indicator developed to identify protection and restoration opportunities and for tracking broad land use change over time. This measure underscores the relative “intactness” of the natural environment based on a few broad reference landcover typologies including forests, wetlands, water, bare earth, urbanized lands and quarries/mines. The resulting indicator presents as an index, scoring how similar each area is to a natural environment land cover. Areas with high values look more like intact natural settings, areas with lower values look more like urban and bare settings. Forests, streams, and lakes are more likely to be scored high, whereas human-made features such as roads, buildings, rubble, quarries, and airstrips will score low. This indicator was developed using annual satellite embeddings (2024), which pulls in satellite data from constellations such as ESA Sentinel, USGS Landsat, Worldview, Global Ecosystem Dynamics Investigation Lidar
(GEDI), and others.

Areas depicted in red on Figure 15 below have the lowest “ecological integrity” meaning they either represent highly urbanized areas or bare rock areas like mountain tops. Areas depicted in the darkest green represent areas with forested or water covered ecosystems. Areas that are in dark green are scored as the least suitable areas for community expansion to align with community goals of minimizing ecological fragmentation and disruption.

Note that “ecological integrity” here does not reflect species composition/diversity[12]. While the input data used has a high spatial resolution ($10m^2$), this index does not detect highly localized natural environment features. Also of note, is that water bodies are considered natural across the board, as such some urban/artificial ponds or other standing water may be scored high. Pollution, invasive species, hydrology, soil health, and climate pressures are not directly represented within the ecological integrity indicator.

[12] Species composition and diversity refer to the variety of species present in an area and their relative abundance within an ecosystem.

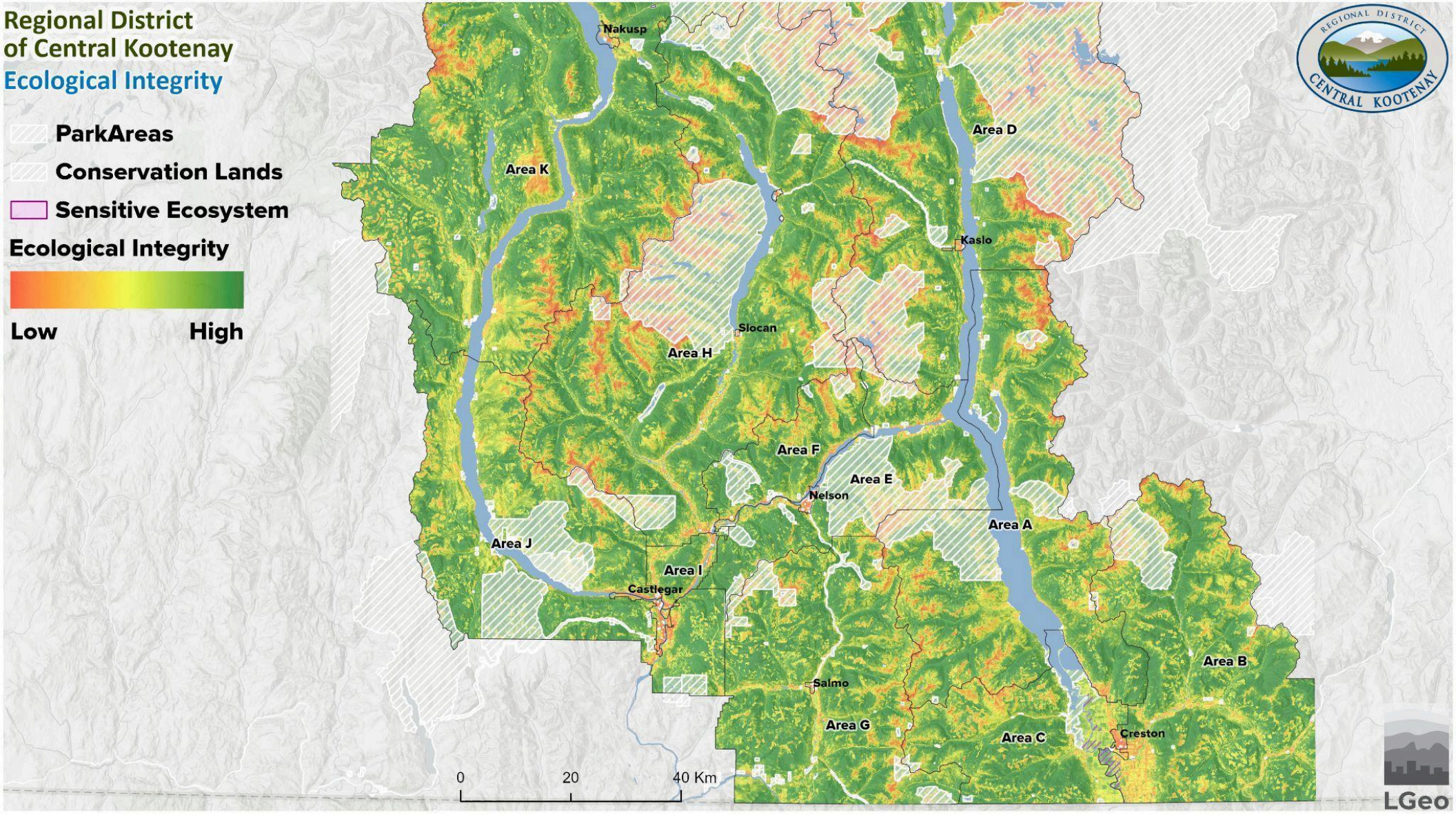


Figure 15. Ecological integrity and sensitive ecosystems in the RDCK.

Local Sewer & Water Infrastructure

Sanitary sewer and water serviceability was rated with great importance by the RDCK project team as both a potential limitation (where servicing would be difficult) and driver for growth (where servicing is in place). This indicator is the only indicator that was not assessed regionwide, but rather in a more nuanced manner for the Fringe Planning Areas surrounding seven municipalities (Castlegar, Creston, Kaslo, Nakusp, Nelson, Salmo, and Slocan). The key inputs were surveys and interviews completed with staff from the seven municipalities. The RDCK's Utility Services Manager was also surveyed to review the RDCK water systems in the study area within proximity of the seven municipalities studied.

The surveys and interviews were combined with existing information (Official Community Plans, water and wastewater master plans, water quality annual reports, RDCK land use and water system mapping, and Province of BC groundwater well database) to:

- Define the Fringe Planning Areas surrounding each municipality; and
- Rate these areas on a scale reflecting the ease of servicing and practical density achievable.

After consultation with municipal and regional district utility managers, **Potential Community Expansion Areas** (in Figure 16 below) were jointly created and then rated for feasibility by Water Street Engineering. Feasibility ratings were conducted using a matrix scoring assessment. Depending on existing water and sewer servicing potential for increased load, a maximum and practical density for additional development was assigned to each suitable expansion polygon.

The rating schema ranges from 0 (zero) to 10 (ten). Zero being areas where no practical access to community water or sewer systems exists, therefore making servicing costs for expansion prohibitive for any level of development. Whereas a rating of 10 indicates areas that are within existing water and sewer servicing areas that have adequate treatment and transmission capacity resulting in the best potential for multi-family and single family development (see table 3 below).

The criteria considered:

- Water source capacity
- Treatment needs, capacity and treatment methods
- Fire protection suitability
- Infrastructure expansion needs
- Type of sewage disposal available / practical to construct (onsite or municipal collection)
- Sewer system adequacy and level of treatment
- Distance to municipal system, and feasibility of connection

The ratings provide an initial screening only and are contingent on the information available and responses given during the interviews. Further local level analysis of Fringe Planning Areas is required to understand the exact potential for development and community expansion. Rated Potential Community Expansion Areas were then translated into Geographic Information System (GIS) polygons ready to be integrated with the 5 other indicator mapping layers.

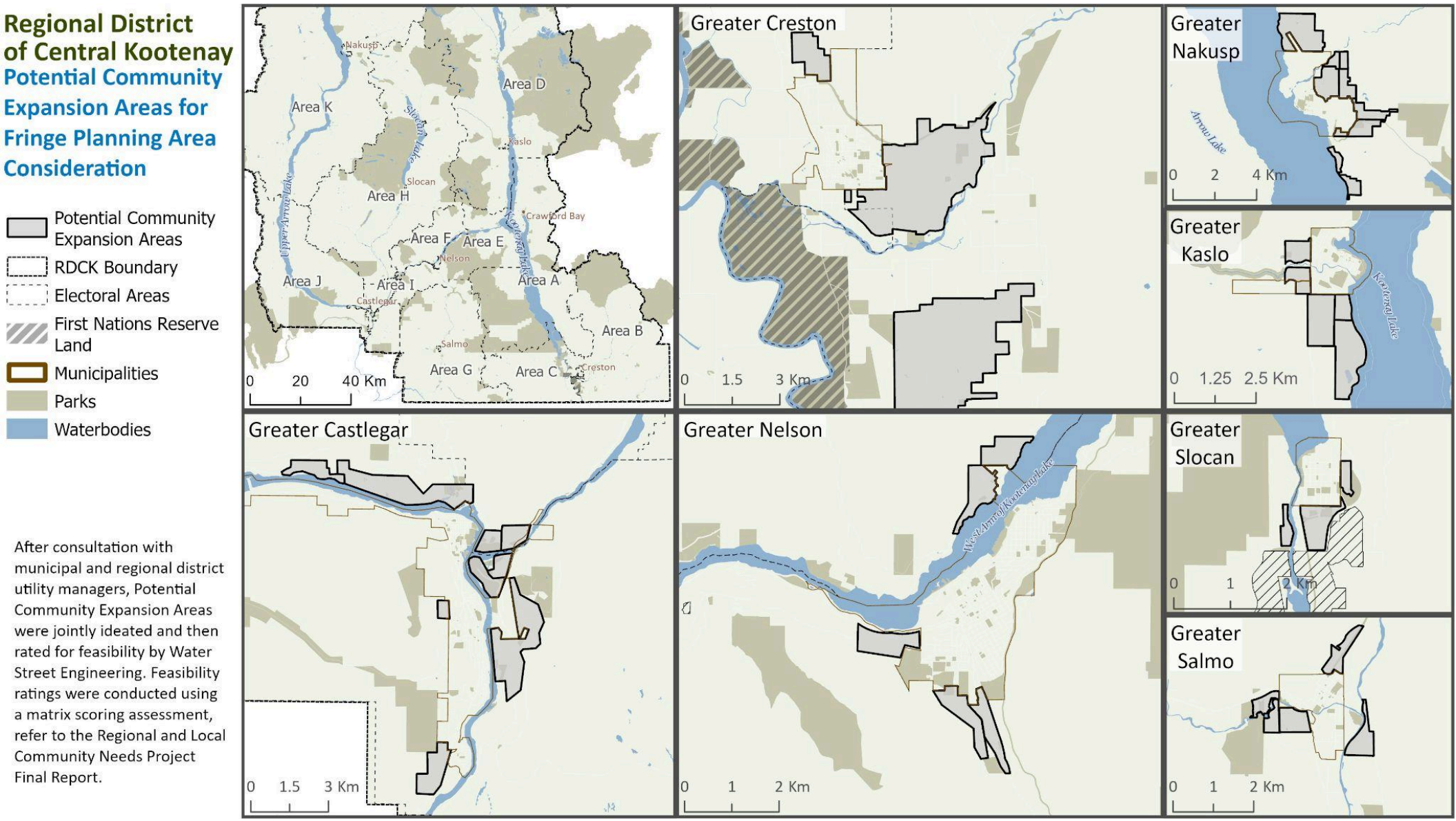


Figure 16 . Potential Community Expansion Areas within Fringe Planning Areas.

Table 3. Infrastructure scoring matrix for Potential Community Expansion Areas

	Description					
Rating	**Water**	**Sewer**	**Overall**	**Maximum density (DU/ha)**	**Practical average density (DU/ha)**	**Examples**
0	No practical access to community water system, poor or no groundwater	No practical access to community sewer system, septic systems may be possible	Servicing costs for water and sewer would be prohibitive for any level of development	0	0	
1	Serviceable via individual lot groundwater wells	Serviceable via individual lot septic systems (onsite sewerage systems) only	Servicing costs for water and sewer would be high, only very low density development is likely practical (i.e. acreages)	0.7	0.35	R1 RDCK Zoning with on-site servicing
2	Serviceable via individual lot groundwater wells or potential extension of community WS (not municipal)	Serviceable via individual lot septic systems (onsite sewerage systems) only	Servicing costs for water and sewer would be high, only low density development is likely practical (i.e. acreages, but at higher density due to potential WS connection)	1.75	0.7	R1 with community water supply
3	Serviceable with potential expansion of community WSA or municipal system; fire protection, supply and/or treatment projects needed to facilitate expansion.	Serviceable via individual lot septic systems (onsite sewerage systems) only and assuming separate community water supply.	Low potential for connection to WSA due to costs. Only low density development is practical.	3.5	1.75	R1 with community water supply
4	Serviceable with potential expansion of community WSA or municipal system with fire protection and adequate treatment.		Medium to good potential for connection to WSA. Only low density development is practical due to ground disposal of sewage.	3.5	1.75	R1 with community water supply
5	Serviceable within a community WSA with fire protection and adequate treatment.	Serviceable via individual lot septic systems (onsite sewerage systems) only; assuming good ground conditions and separate water system (not individual well).	Maximum rating for areas not practically serviceable via community sewer system. Lack of sewer collection system limits density.	10	5	Slocan current type. density
6	As per 9, but with water pumping and storage needed to extend service as well as expansion of source and/or treatment.	Lower potential to connect to the gravity sewer system (significant sewer system extension and improvements).	Low potential for development, but at higher SF densities.	15	7.5	R1 with community water and sewer
7	As per 9, but with water pumping and storage needed to extend service.	Medium potential to connect to the gravity sewer system. I.e. relatively simple sewer extension, possible expansion of treatment	Medium potential for development, but at higher SF densities.	15	7.5	R1 with community water and sewer
8	As per 9, but with some water supply capacity or treatment constraints		Low potential for development, but at higher SF densities.	15	7.5	R1 with community water and sewer
9	Serviceable via simple extension of municipal water system or within community WSA. Fire protection suitable for single-family development. Adequate water supply capacity and treatment.	Simple extension of gravity sewer system. Adequate waste water treatment capacity.	Good potential for high density SF, townhouse development.	37.5	18.75	R6 with community water and sewer
10	Within the existing municipal water service area. Fire protection suitable for multi-family development. Adequate water supply capacity and treatment.	Within the sewer system existing boundaries. Adequate waste water treatment capacity.	Best potential, multi-family and single-family development possible.	45	22.5	Nelson R2 (Medium Density) with 75% net/gross area ratio.

Note that descriptions are meant to illustrate servicing constraints, individual areas may have some characteristics of different ratings, rating selected that best fits the area. Servicing densities are derived from minimum lot sizes from RDCK Zoning Bylaw 1675, 21 Aug 2025 revision, and assumed net lot area / gross area ratios of 60% to 75%.Lastly. servicing densities are dwelling units per gross area (including roads), DU/ha.

Growth Suitability Hotspots

As mentioned in the baseline indicator introduction above, engagement through facilitated technical workshops informed the importance of the baseline indicators. The results of this engagement allowed for the development of a weighted mapping index using a combination of all six selected geographic indicators to create a baseline hotspot mapping layer that depicts Growth Suitability Hotspots. This section describes how the baseline indicators could inform growth prioritization in the region, by detailing the work conducted to combine indicator results into Growth Suitability Hotspots.

After indicator development and mapping, growth priority areas were identified by creating a combined mapping layer with the five indicators depicted on the left in Figure 17, with some indicators given more importance than others. These results were then overlaid with the sixth indicator: Potential Community Expansion Areas, which are shown in black outline on the map on the right in Figure 17. Indicator importance was translated into a weighting schema from engagement-informed indicator prioritization for growth (engagement outcomes can be seen in table 4 below). Where sewer and water servicing, flood hazard and redevelopment likelihood were weighted as the most important for determining potentially suitable areas for growth.

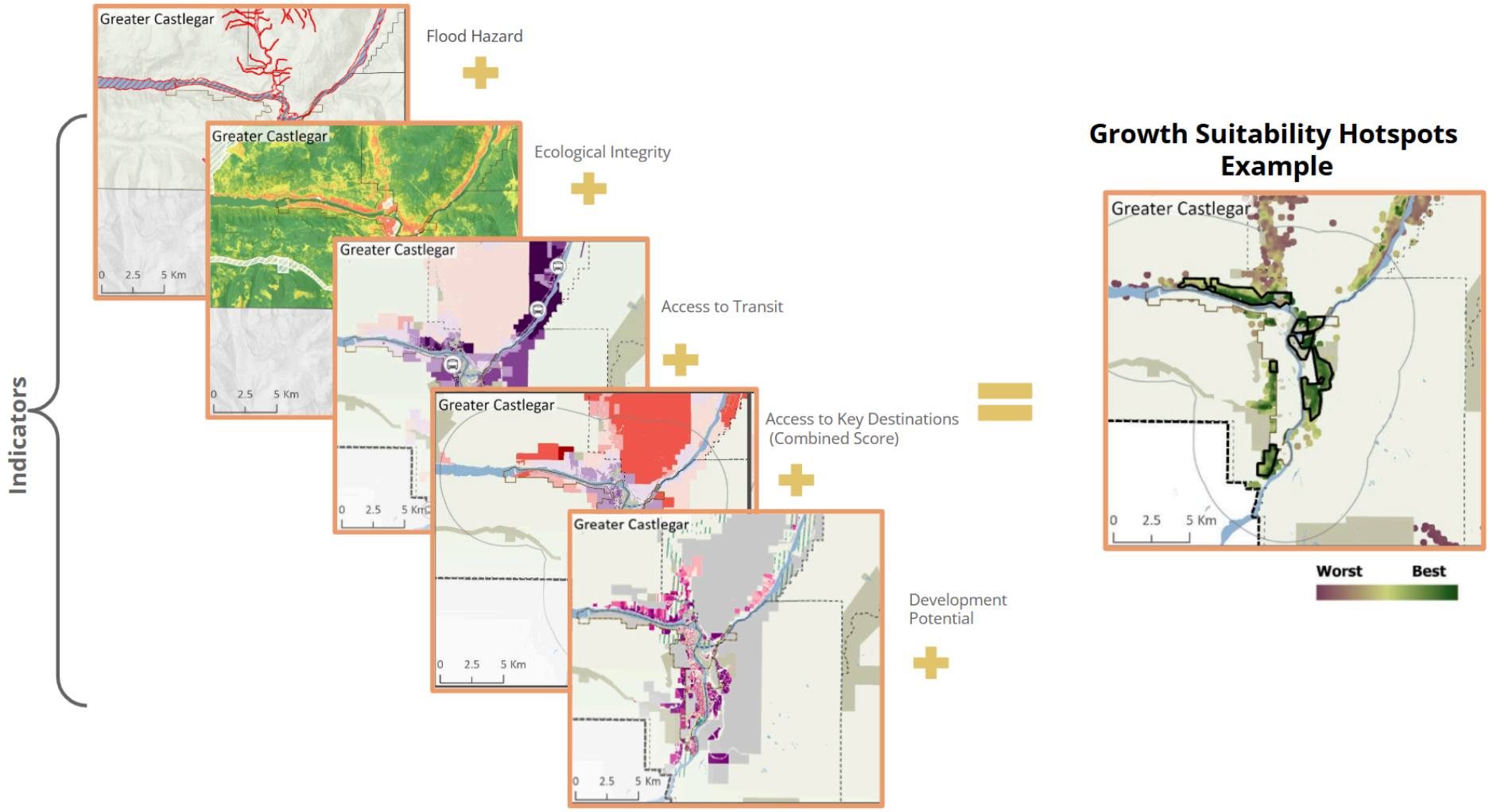


Figure 17. Diagram depicting the compilation of multiple indicators into a weighted index score resulting in Growth Suitability Hotspots areas depicted in green with Potential Community Expansion Areas polygons overlaid in black outline

Table 4. Indicators and associated engagement-informed weights (derived from subject matter expertise).

Indicators	Importance (weighting %)
Sewer & Water Infrastructure	Highest Importance (Infrastructure-Supported Growth Area polygons)
Flood Hazard (areas without flood hazard are better)	Very High Importance (23%)
Rural Development Likelihood	Very High Importance (21%)
Access to Key Destinations and Amenities	High Importance (20%)
Access to Transit (Walk & Wait Time)	High Importance (19%)
Ecological Integrity (already urbanized areas are better)	High Importance (18%)

The best Growth Suitability Hotspots are location-efficient, have substantial development potential, are already ecologically disturbed and are not in a flood hazard area. **Within Figure 18 below, areas depicted in green that are also within a Potential Community Expansion Area are considered to be potential Fringe Planning Areas for targeted planning, design and growth, based on the technical indicators described in the sections above.** These areas were further considered for case study analysis which is subsequently detailed in the modelling scenarios section below.

Note that Growth Suitability Hotspots are showing relative growth suitability based on each of the 8 map frame extents found in Figure 18 below. For example, the green hotspots south of Slocan may not be equally suitable in all indicator aspects as some areas around the City of Nelson, but when considering only the Fringe Planning Area around Slocan, the hotspot directly south of the Village would be the most suitable for growth in this area from a technical indicator perspective (Figure 18). Within the Fringe Planning Areas of Greater Castlegar and Greater Nelson, many potentially suitable growth hotspots emerged. In all areas, there are many lands that are unsuitable or only moderately suitable for new development, mainly due to the overlapping environmental constraints including ALR restrictions, flood hazard and steep slope constraints all of which decrease the potential for expansion into these areas..

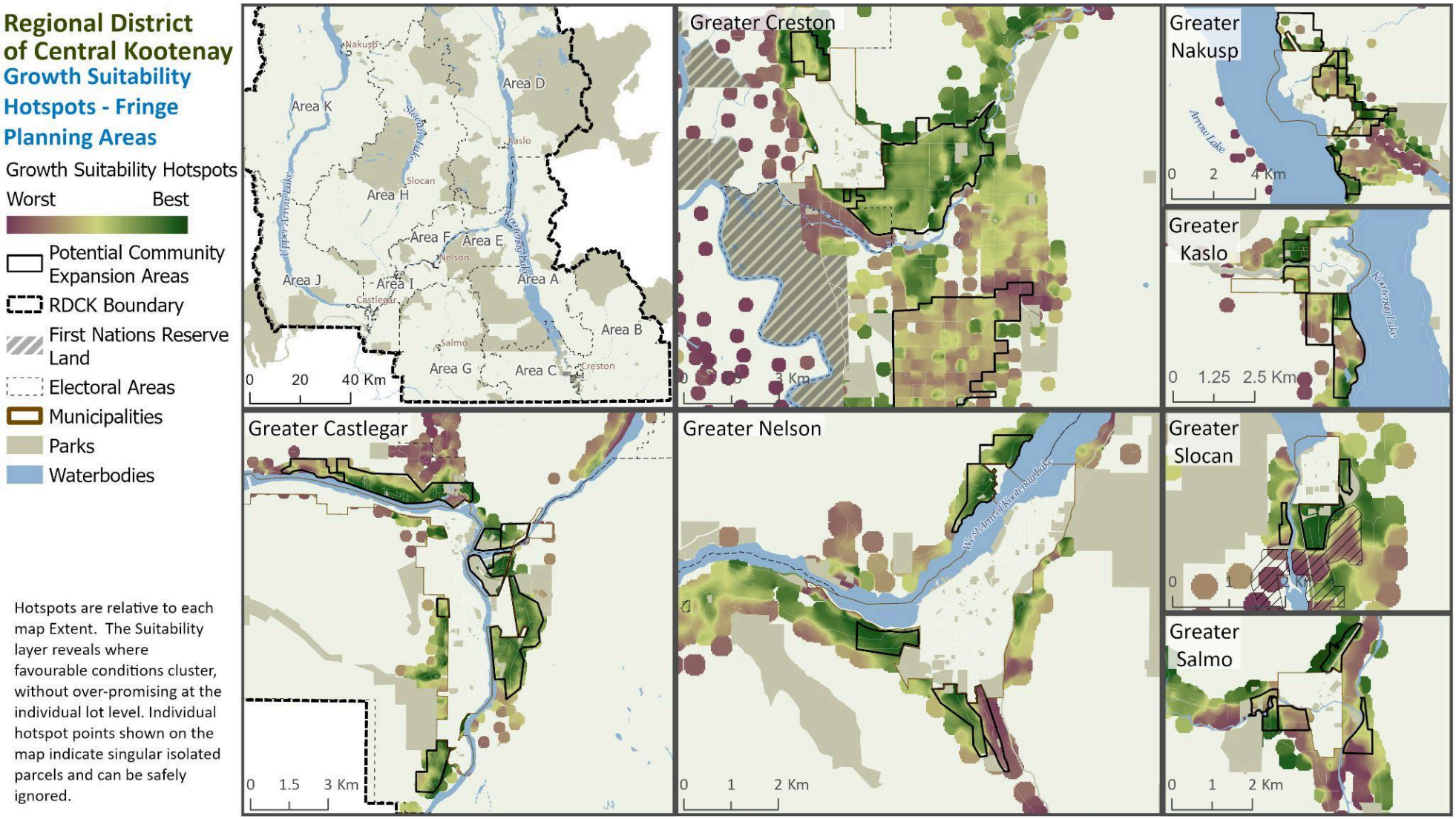


Figure 18. Most suitable areas for growth are depicted in green with Potential Community Expansion Area polygons overlaid in black outlines. Areas depicted in purple are the least suitable areas for growth, relative to each of the 8 map frames.

Hotspots were created for the region as a whole to compare growth suitability across the region as well as locally. If considering the best potential future growth nodes relative to the region, the City and Greater area around Castlegar, Nelson and the Town of Creston are the most suitable areas for growth.

Additionally at the regional level, a community like Balfour is more suitable for growth compared to the limited growth suitability of communities like Fauquier and Crawford Bay (depicted on the regional scale map below in Figure 19). Meanwhile, inset map A and B on Figure 19 help to visualize the relative variability at a local scale.

Within the City of Nelson, inset map A depicts variability in Growth Suitability Hotspots ranging from worst to best. Meanwhile, at the local scale of inset map B, Balfour is depicted in a deeper green compared to the regional scale map, underscoring this community's superior suitability for growth compared only to the communities of Proctor and Sunshine Bay.

Overall, the relative Growth Suitability Hotspot mapping layer can be used as a tool for future planning effort regionally as well as at a local level. This tool will allow RDCK and partnering municipalities to help target growth in more suitable areas to better meet community needs and goals.

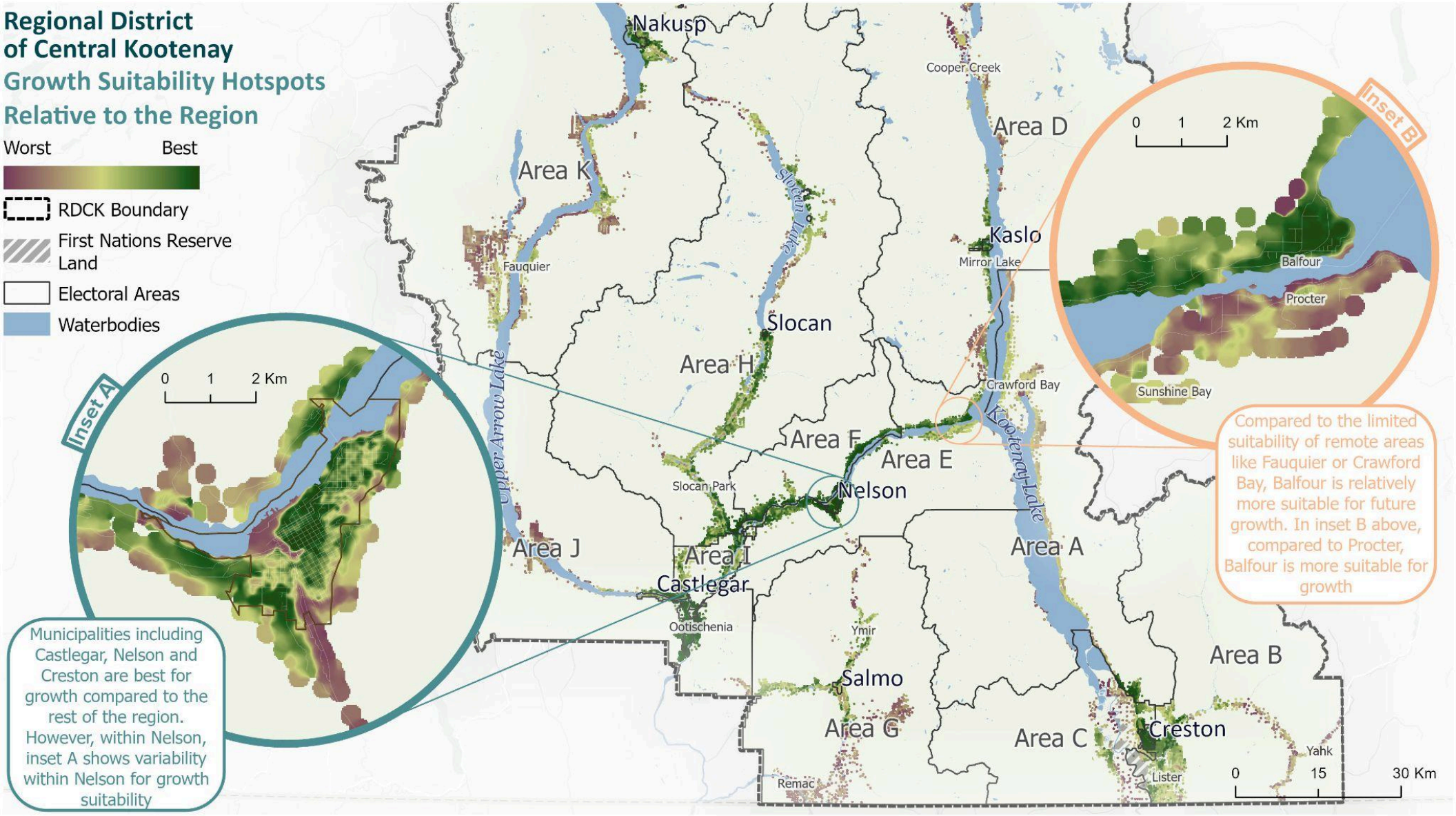


Figure 19. Growth Suitability Hotspots Relative to each respective map frame (inset A, B and the region-wide map).

Modelling Scenarios & Impacts Evaluation

Scenario Area Selection

After the technical analysis of growth prioritization indicators through the hotspot analysis and infrastructure assessment, the Potential Community Expansion Area polygons were discussed, edited and collaboratively ranked by RDCK and municipal project partners who incorporated contextual knowledge around the most suitable locations for each Fringe Planning Area. With the help of the RDCK and municipal partner project team, one location was then selected from each Fringe Planning Area to be further studied in scenario modelling (table 5).

Table 5. Case study area names by Fringe Planning Area.

Fringe Planning Area	Case Study Area Scenario Name
Greater Castlegar	“Ootischenia”
Greater Creston	“Erickson”
Greater Nelson	“Knox Road / Granite Road”
Greater Nakusp	“Airport”
Greater Kaslo	“Allen Subdivision”
Greater Salmo	“Salmo Heights Road”
Greater Slocan	“South Acreages”

The *Local Government Act* was amended in 2024 with new requirements to accommodate 20-years of housing need into Official Community Plans (OCP) and Zoning Bylaws. This report includes scenario modelling to help the RDCK understand the potential impacts of alternate growth options using the complete community lens. Scenario modelling was completed for seven (7) distinct areas within the RDCK where land use bylaws could be amended to meet 20 years of housing need. It is important to note that the land use concepts described and modelled in this section represent one of many possible futures for community development over the next 20-50 years. As this was purely a technical exercise and, without community engagement, the land use concepts should be viewed as hypothetical, non-binding scenarios for the purpose of a complete community assessment. Nonetheless, the results of this assessment can inform future planning work with a more community-focused process that involves residents every step of the way.

Fringe Planning Area Assessment

The following seven Fringe Planning Areas subsections are broken up into six parts:

1. **Local context:** a description of the selected area;
2. **Housing need:** key information related to housing need for the Electoral Area and adjacent municipality;
3. **Developability:** key information related to the development potential of the selected area;
4. **Strengths, Opportunities & Challenges:** a bulleted list describing key features and barriers to development that characterize the Fringe Planning Area;
5. **Land use concept:** a map and a description of the hypothetical land use scenario which attempts to address housing need and developability factors while respecting the local context;
6. **Modelling analysis:** the outcomes of the modelling of the land use concept; and
7. **Recommendations:** considerations for future planning efforts in the area to address the modelling impacts framed within the four complete community lenses (housing, infrastructure, community facilities, transportation).

A broader, overarching set of recommendations that apply to all Electoral Areas are provided near the end of this report

Greater Castlegar Fringe Planning Area - Ootischenia

Local Context

Ootischenia is located at the southeast corner of where the Columbia River and Kootenay River meet, on the traditional and unceded territories of the Sinixt, Ktunaxa and Syilx First Nations. The City of Castlegar's municipal boundaries extend to both the east and west of the Columbia River. (Figure 20). Ootischenia has been home to a Doukhobor Canadian community since at least the early 1900s. The area within Ootischenia selected for this study is located next to the West Kootenay Regional Airport and the Selkirk College campus. The area is connected to the City by Highway 3 and the Kinnaird Bridge.

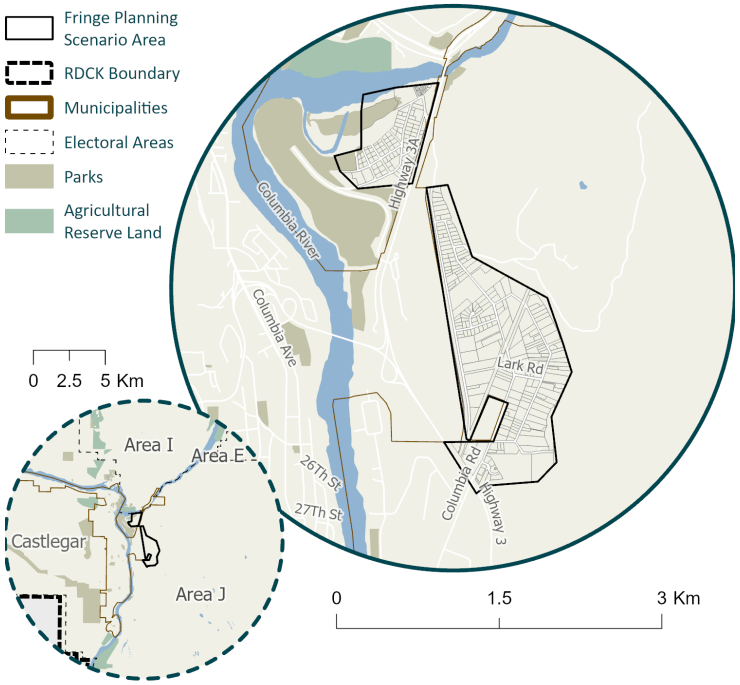


Figure 20. Greater Castlegar Fringe Planning Area

Housing Need

Table 6 below details the projections for housing needs by 2041 in Electoral Area J, of which Ootischenia is a part, as well as the City of Castlegar. The number of residential units in 2023 is included as it is the baseline for housing (and thus household) growth analysis. It is noted that the 2041 numbers in the table represent the provincially-mandated methodology for housing needs reports which have received criticism as being inconsistent with on-the-ground, rural community experiences in the RDCK's incorporated municipalities and electoral areas. For the purposes of this report, they are simply used as a reference point for land use modelling.

Table 6. Current number of residential units (2023) are derived from BC Assessments Building Information Report[13] and projected housing need for Electoral Area J and the City of Castlegar, are derived from the BC Housing Needs Report[14].

Area	2023 Residential Units	2041 Net Housing Need	2023 - 2075 Net New Housing Need
Electoral Area J	1,771	662	1,721
City of Castlegar	3,819	2,019	5,249

Electoral Area J is estimated to need an additional 662 new housing units by the year 2041. The City of Castlegar is projected to need an additional 2,019 units over the next 15 years (table 6). For the purpose of this study, a longer housing need trend line was calculated out to 2075. In Electoral Area J, 1,721 new units are expected to be needed by 2075.

Household Size

According to the latest housing needs report, recent trends indicate an increase in 4 and 5+ person households in Electoral Area J[15] and additional 1-3 person households in Castlegar.[16]

Developability

Ootischenia is an area with good suitability for Fringe Planning Area planning. Its proximity to services and amenities, ample buildable area (633 hectares), as well as strong redevelopment potential (an Average Rural Development Score of 0.80) provide a good foundation for future planning work (see table 7 below). This area within Ootischenia also has few environmental (ecological integrity score of 0.19 (highly intact ecologically) and hazard constraints (11% flood hazard area proportion).

Key limitations for Ootischenia as an area for additional development include reduced transit access in the area east of Highway 3A and relatively low servicing potential.

[13] BC Assessment. (2023). Building Information Report, 2023. https://www.bcassessment.ca/

[14] Housing Assessment Resource Tools. 2022. Housing Needs Assessment Tool. https://hart.ubc.ca/housing-needs-assessment-tool/

[15] Regional District of Central Kootenay. Housing Needs Report Update, Regional Summary, 2024. “Change in households by household size and community, 2016 to 2021” https://rdck.ca/wp-content/uploads/2025/02/2024-12-17-HNR-Regional_Summary_Report-FINAL_REPORT.pdf (page 29)

[16] City of Castlegar. Interim Housing Needs Report, Key Areas of Housing Need, 2024. https://castlegar.ca/wp-content/uploads/2024/12/2024-Castlegar-Interim-Housing-Needs-Report.pdf (page 4)

Table 7. Key Developability Statistics within the case study area of northern Ootischenia

Key Factors	Key Measures
Number of parcels	633
Buildable Area (hectares)	359
Current Number of Residential Units	515
Average Distance to through Roads (metres)	192
Proportion of Area within a Flood Hazard Zone	11%
Average Rural Development Score (0 - 1 range)	0.8 (many high potential parcels)
Average Ecological Integrity Score (0 - 1 range)	0.19 (predominantly pre-urbanized lands)
Serviceable Density (Units Per Hectare)	9.25
Growth Suitability Hotspot Score (out of 10)	8.7
Service Rating for Community Expansion Potential Areas (out of 10)	4 (east of hwy 3A 6 (west of hwy 3A)
Final Score (out of 10)	8

Strengths, Opportunities & Challenges

The following are specific strengths, opportunities and challenges related to the completeness of the Ootishenia Fringe Planning Area.

Strengths

- Proximity to employment lands (Selkirk College & West Kootenay Airport)
- Significant parks and open spaces, with access to trails
- Proximity to grocery store and volunteer Fire Hall
- Cultural assets like the Doukhobor Discovery Centre, Suspension Bridge, Kootenay Gallery of Art History & Science

Opportunities

- Large lots with strong redevelopment potential
- City of Castlegar water and sewer infrastructure has good capacity for expansion
- Hydro right-of-way for direct active transportation routes
- Transit routes along Highway 3A and Frank Beinder Way

Challenges

- Area serviced through private Ootishenia Improvement District
- Highway 3A dividing the Fringe Planning Area in two
- Proximity to riparian areas along Kootenay and Columbia River

Land Use Concept

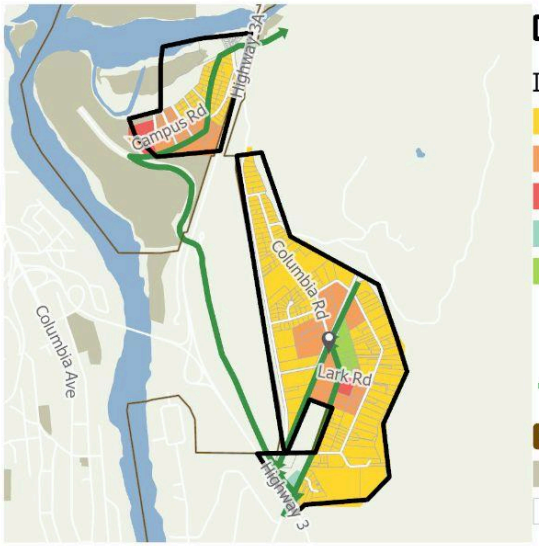
The following scenario profile maps, data summaries, and accompanying description and assumptions present the case study land use changes.

Potential Community Expansion - Scenario Profile

Fringe Planning Case Study Area: Ootischenia

Please refer to the supporting Regional and Local Community Needs Project Final Report for compressive context on all summarized elements.

Potential Future Land Use Plan

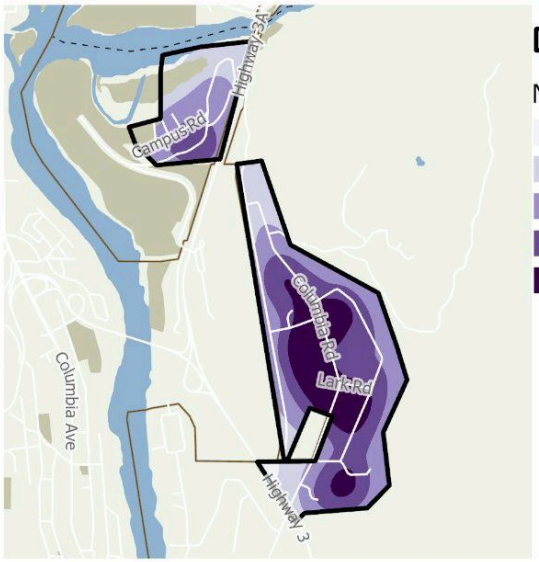


- Fringe Planning Scenario Area of Interest

Ideated Land Use

- RDCK - Suburban Residential
- RDCK - Multi Unit Residential
- RDCK - Mixed Use
- RDCK - Community Services
- RDCK - Parks and Recreation
- Conceptual Location for Additional Amenities
- Potential Active Transport Cooridors
- Municipalities
- Existing Parks
- Parcels

Potential Net New Units per Hectare



- Fringe Planning Scenario Area of Interest

Net New Units

- 0
- 1 - 4
- 5 - 9
- 10 - 13
- 14 - 17

Scenario Assumptions

West of Highway 3A:

- Major upgrades to servicing would be necessary for envisioned densities, but there is potential to connect into the City of Castlegar's servicing infrastructure via the Selkirk College connection.
- Mixed use node is in close proximity to Selkirk College and along 4 bus routes (33, 36, 98, 99).
- No need for a new park given proximity to trail systems and parks surrounding Selkirk College

East of Highway 3A:

- Lark Rd Mixed Use node is more neighbourhood focused and developed with a neighbourhood Park .
- A new elementary school, daycare and grocer near the proposed park would help support this community node

Potential Scenario Impacts - 2075

2,626	5,695	153%	150,000	400
New Units	New Residents	Housing Need Met	sqft of New Employment Space	New Jobs

Future Indicators Summarized

Current (2023)
Future (2075)

Change in Average Access Time — Area J

***Average travel times are population-weighted, so areas with more residents contribute more to the average than sparsely populated areas.**

9% of ecologically intact land is potentially disturbed within the case study area

0 new residents are modelled within flood hazard lands

Figure 21. Potential community expansion scenario profile within the community of Ootischenia, described in the text below.

Description

The land use concept for Ootischenia includes two mixed use nodes woven together by active transportation infrastructure along the BC Hydro right-of-way and the West-Hughes Roads multi-use path. The two mixed-use nodes provide key areas for commercial and community servicing uses. Both the Lark Road and west of Highway 3A mixed-use nodes are intended to incorporate neighbourhood-scale small businesses that enhance local jobs and access to key destinations and services (see map above in Figure 21).

Assumptions

The Mixed Use designation applies the same densities as the RDCK Multi Unit Residential designation but allows for either standalone or ground floor commercial uses within a larger residential development. Commercial uses may only take up 30% of floor space (e.g. 1 floor in a three-storey building or one third of single-storey buildings). Density assumptions are modelled assuming a full buildout by 2075.

Given the proximity to trail systems and parks surrounding Selkirk College, no new park space is conceptualised near the Mixed Use node west of Highway 3A. This Mixed Use node is also situated in close proximity to existing public transit with 4 bus routes (33, 36, 98, 99) serving the area. The conceptualised Mixed Use node and Multi Unit development along Columbia Road supports new active transportation infrastructure between mixed use nodes as well as connection into Selkirk College and surrounding amenities.

Major upgrades to Ootishenia's servicing would be necessary for the envisioned densities. Given its proximity, sewer and water servicing in the area west of Highway 3A may be connected to the City of Castlegar's servicing infrastructure via Selkirk College. Additionally, the airport lands have servicing in this area that crosses Highway 3 which is proximate to Ootischenia's Improvement District's existing water and sewer infrastructure. Note that for modelling purposes, no changes in the surrounding area or additional impediments to development are assumed.

Modelling Analysis

Modelling Factors

Land use modelling suggests a buildout of a hypothetical 2,626 units to the year 2075 (using the HNR 20-year housing need trend projected out to 2075). This resulted in a buildout rate of approximately 51 units per year over the buildout period. The main driver of development in the model is each parcel's land use concept and its associated maximum allowed density (expressed as UPH/FSR in table 8 below). Maximum FSRs for Mixed Use Commercial land uses vary depending on Fringe Planning Area and configurations of commercial uses. (ie standalone or ground floor commercial). Once units were calculated based on the allowed density, a unit to population multiplier[17] is applied to calculate the potential population increase associated with new units (see table 9 below). The same approach is used to predict the number of new jobs

[17] Person per household values were based on the 2021 census and a historical change rate then applied to 2075.

resulting from the net new non-residential floor area (in square feet (sqft)) forecasted by the model (see table 10 below).

Table 8. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype[18]	Maximum Floor Space Ratio (FSR)	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

Table 9. Unit to Population Multiplier

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

Table 10. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

Scenario Results

The land use scenario produces new units predominantly at the Mixed Use node along Lark Road with a density of 14 - 17 units per hectare and an overall maximum impact of 2,626 new residential units (Figure 21). In terms of commercial use expansion, the mixed use allowances result in a maximum potential of 150,000 new square feet of employment space. The high number of new housing units in this scenario reflects the capacity permitted under the area's existing land use designations. Modelling a "business as usual" scenario based on current designations (predominantly Suburban Residential) would similarly result in meeting more than 100% of the housing need in the Ootishenia/Electoral Area J area. However, this approach would do little to enhance housing diversity or increase access to key destinations and amenities within close proximity to those units — a core tenet of the complete communities assessment. A more

[18] Please refer to the key terms section for definitions on each residential archetype.

detailed land use planning exercise that critically examines existing density allocations could help redistribute density more strategically across the neighbourhood to better support completeness.

Scenario Impacts

Overall, modelling in Ootischenia could equate to 2,626 potential new residential units. This equates to an estimated 5,695 new residents in the area by the year 2075 and would help to exceed the housing need anticipated in Electoral Area J. Further the modelling suggests approximately 500 school aged children and an additional 100 children under the age of 5 could reside in the area by 2075. The conceptualized 150,000 sqft of employment space would also help to support the community with an estimated maximum of 276 new jobs (Figure 21 above). After modelling increased density, baseline access indicators were assessed with future need in mind.

Additional demand on key destinations and amenities was then considered in light of new population and commercial floor areas. For instance, 2,626 new households can support an additional grocery store and there is ample space in the study area to accommodate this new service. With these future demands in mind, additional amenities were modelled and summarized to compare the impact to amenity access under the assumption of adding a new park, grocer, daycare and elementary school to the case study bounds within Ootischenia.

Currently within Electoral Area J, the average drive time[19] to a daycare facility or elementary school is 8 minutes, whereas under the future scenario, average drive times to daycare and elementary facilities drops to 4 minutes under the conceptualised scenario. Based on the location of Ootischenia, adding density here also brings the average drive time to 24 hour hospital care down from 35 minutes to 30 minutes within Area J (see Figure 21 above).

In terms of ecological impacts, the conceptualised new land use does not model any new housing within hazardous flood areas. In regards to ecological integrity, a maximum of 9% of ecologically intact land is potentially disturbed within the case study area.

Recommendations

The recommendations below are organized by the four complete community lenses: housing, infrastructure, community facilities, and transportation. They are key considerations representing one of many scenarios for future planning efforts to promote more complete neighbourhoods. As the RDCK prepares to review and update its regional planning documents and the City of Castlegar reviews its own planning documents, these may be used as a starting point for collaboration and relationship-building and will need to be tested with the public through extensive community engagement.

[19] The average drive time reported in the scenario impact subsection represents a weighted average which

Housing

- Encourage residential development in the form of small lot subdivisions and townhomes to address housing needs for 4 and 5+ person households in Electoral Area J and rental apartment buildings to support the housing needs in the City of Castlegar.
- Explore a redistribution of uses and densities through a land use planning exercise (such as a sub-regional OCP planning process) to support the development of more diverse housing forms.
- Consider workforce housing for Selkirk College, West Kootenay Airport, and nearby utility and light industrial employees.

Infrastructure

- Collaborate with the Ootischenia Improvement District (OID) to expand the number of connections and fire protection in the OID Water Service Area, to support a greater diversity of housing forms that meet the community's future needs.
- Consider expansion of the municipal water system around the Fortis BC building.
- Consider expansion of the municipal water and sewer system from Selkirk College to the area west of Highway 3A.

Community Facilities

- Encourage commercial uses, including a new grocery store and daycare use, in the mixed-use nodes to increase access to key destinations for residents.
- Collaborate with Selkirk College for shared access to college amenities for use by residents.
- Consider how new employment lands may leverage their proximity to Selkirk College and the West Kootenay Airport, providing students and staff with helpful services.
- Engage with Interior Health on the potential of a medical facility with 24-hour emergency care in Castlegar.
- Collaborate with School District 20 (Kootenay-Columbia) to explore the feasibility of acquiring land for a new elementary school and a neighbourhood park.

Transportation

- Explore the feasibility of active transportation networks connecting proposed mixed-use nodes, as well as connection into the existing Castlegar-Nelson Active Transport Corridor vision.
- Explore completing an active transportation link using the West Rd, Hughes Rd and Frank Beinder Way corridors.
- Investigate improved transit service to Ootischenia with BC Transit and the City to ensure connectivity of routes and schedules.

Greater Creston Fringe Planning Area - Erickson

Local Context

Erickson is an unincorporated community in Electoral Area B, southeast of Creston BC, connected by Highway 3 (Figure 22). The community is currently known for its agricultural character, including cherry and apple orchards, wineries, and fruit stands. There is one elementary school (School RDCK #8), a gas station, a small grocer and a sawmill.

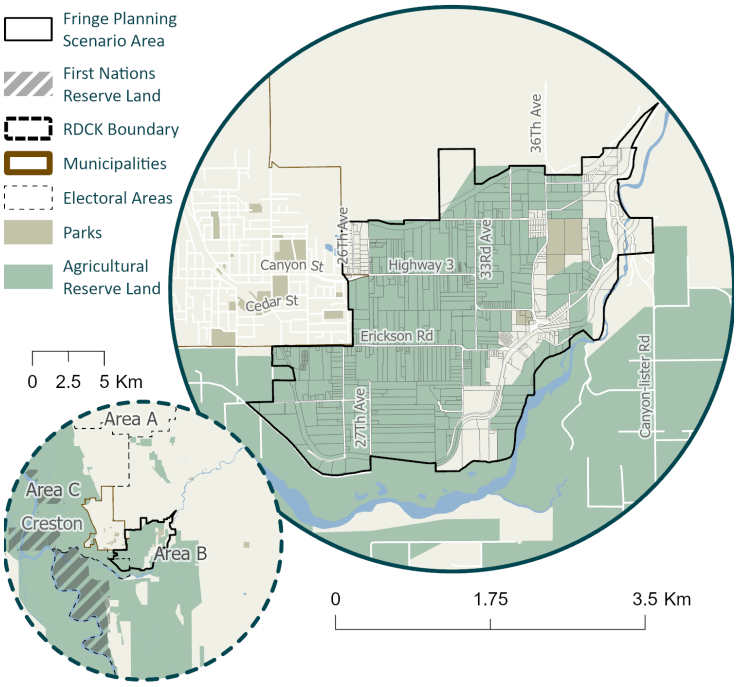


Figure 22. Greater Creston Fringe Planning Area

Housing Need

Housing Needs

The table below (table 11) details the updated projections for housing needs by 2041 in Electoral Area B, of which Erickson is part, as well as the Town of Creston. The number of residential units in 2023 is included as it is the baseline for housing (and thus household) growth analysis. It is noted that the 2041 numbers in the table represent the provincially-mandated methodology for housing needs reports which have received criticism as being inconsistent with on-the-ground, rural community experiences in the RDCK's incorporated municipalities and electoral areas. For the purposes of this report, they are simply used as a reference point for the land use modelling.

Table 11. Current number of residential units (2023) are derived from BC Assessments Building Information Report[20] and projected housing need for Electoral Area B and the Town of Creston are derived from the BC Housing Needs Report[21].

Area	2023 Residential Units	2041 Net Housing Need	2023 - 2075 Net New Housing Need
Electoral Area B	2,235	903	2,348
Town of Creston	2,929	1,485	3,871

Electoral Area B is estimated to need an additional 903 new housing units by the year 2041. The Town of Creston is projected to need an additional 1,485 units over the next 15 years. For the purpose of this study, a longer housing need trend line was calculated out to 2075. In Electoral Area B, a maximum of 2,438 new units are expected to be needed by 2075.

Household Size

Recent trends show an increase in 1-person households in Electoral Area B, and 4-person households in Creston.[22]

Developability

Table 12. Key developability statistics within the case study area

Key Factors	Key Measures
Number of parcels	635
Buildable Area (hectares)	56
Current Number of Residential Units	719
Average Distance to through Roads (metres)	262
Proportion of Area within a Flood Hazard Zone	3%
Average Rural Development Score (0 - 1 range)	0.23 (mostly lower potential parcels)
Average Ecological Integrity Score (0 - 1 range)	0.23 (predominantly pre-urbanized lands)
Serviceable Density (Units Per Hectare)	15
Growth Suitability Hotspot Score (out of 10)	7.7
Service Rating (out of 10)	6
Final Score (out of 10)	7.4

Erickson has a moderately high suitability (7.4 out of 10) for fringe area planning (see table 12 above). There is high potential in its location efficiency, and a reasonable level of service, although parts of Erickson are located far from the Town of Creston's jurisdictional limits. There is reasonable buildable area (56 hectares) and relatively few environmental (ecological integrity

[20] BC Assessment. (2023). Building Information Report, 2023. https://www.bcassessment.ca/

[21] Housing Assessment Resource Tools. 2022. Housing Needs Assessment Tool. https://hart.ubc.ca/housing-needs-assessment-tool/

[22] Regional District of Central Kootenay. Housing Needs Report Update, Regional Summary, 2024. “Change in households by household size and community, 2016 to 2021” https://rdck.ca/wp-content/uploads/2025/02/2024-12-17-HNR-Regional_Summary_Report-FINAL_REPORT.pdf (page 29)

score of 0.23) and hazard constraints (3% flood hazard area proportion). Erickson's water system has 6.5ML of storage capacity with 11km of mainline providing drinking water to area residents and the Town of Creston. In addition, 38 hectares of land near the intersection of Highway 3 and Erickson Road are not a part of the ALR.

A key limitation for Erickson is its low development potential score of 0.23. The score is low because the large majority of lands are in the ALR. Lands not in the ALR are often quite far from the Town of Creston which limits potential servicing connections. It also encourages a more multi-polar community where key needs are met at a smaller neighbourhood scale.

Strengths, Opportunities & Challenges

The following are specific strengths, opportunities and challenges related to the completeness of the Erickson Fringe Planning Area.

Strengths

- Good access to parks and open spaces
- Proximity to Erickson Elementary School
- Located in area with strong food assets like farm stands with fresh produce
- Good base of industrial employment lands
- Proximity to Creston with good access to many daily needs

Opportunities

- Several lots outside the ALR
- Area between 26th and 27th avenues is adjacent to Creston municipal boundary and close to municipal services
- Established rural community with good mix of commercial, industrial, and institutional uses
- Quiet country roads with potential for active transportation

Challenges

- Highway 3A weaves through the Fringe Planning Area which could cause safety and connectivity issues for walking and cycling
- Much of the land is protected by the ALR
- Few non-ALR lots with regular shapes and flat topography
- Distance from Creston's municipal services to Erickson through ALR lands makes new connections difficult

Land Use Concept

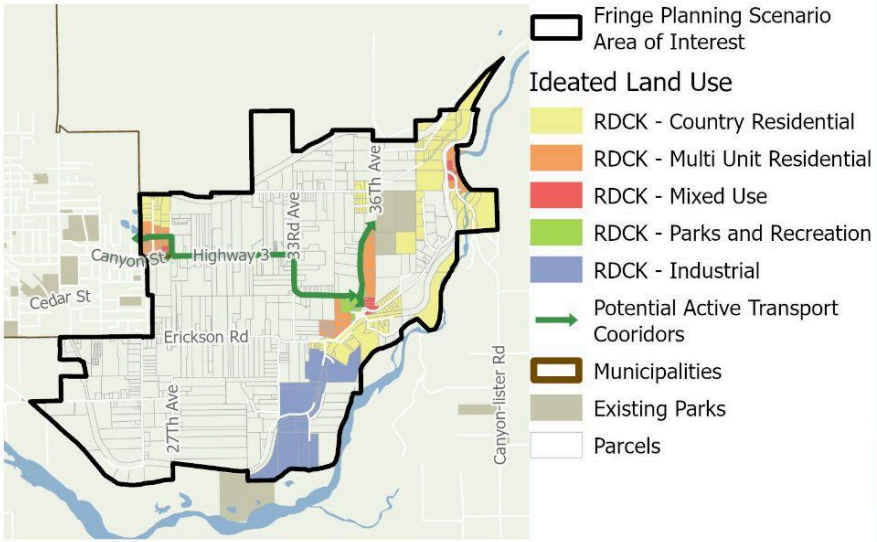
The following scenario profile maps, data summaries, and accompanying description and assumptions present the case study land use changes.

Potential Community Expansion - Scenario Profile

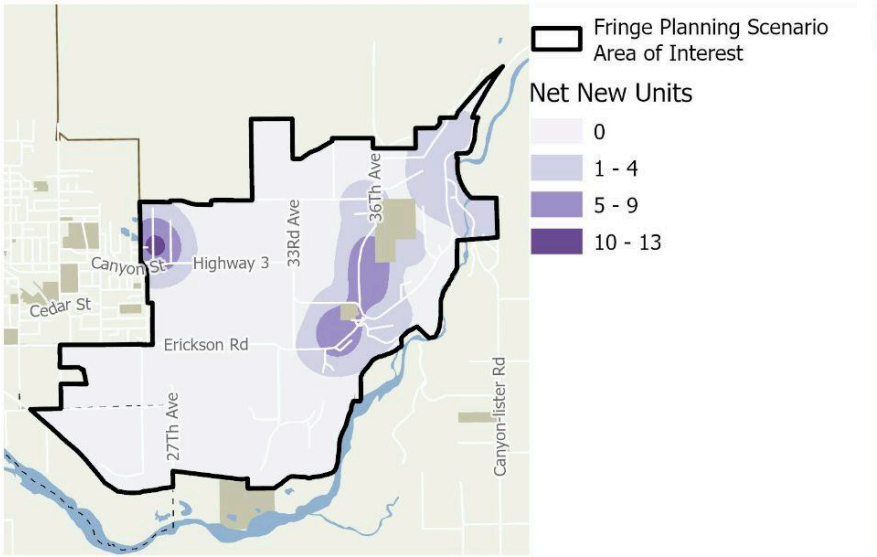
Fringe Planning Case Study Area: Erickson

Please refer to the supporting Regional and Local Community Needs Project Final Report for compressive context on all summarized elements.

Potential Future Land Use Plan



Potential Net New Units per Hectare



Scenario Assumptions

27th Ave:

- Mixed Use node is a continuation of a commercial strip with tourist accommodations and small businesses.
- Could act as an attractive gateway into Creston with special design features.

Canyon-Lister Road:

- Focused on existing commercial uses at the Hwy 3 intersection.

Erickson Rd:

- Key intersection next to Erickson Elementary which could serve as a village node for Erickson as a whole.
- Some multi-unit residential adjacent to the school and in clusters along 36th Ave N
- Provisions for a new park space to act as a gateway feature.

Potential Scenario Impacts - 2075

765	1,492	33%	360,000	793
New Units	New Residents	Housing Need Met	sqft of New Employment Space	New Jobs

Future Indicators Summarized

***Average travel times are population-weighted, so areas with more residents contribute more to the average than sparsely populated areas.**

30% of ecologically intact land is potentially disturbed within the case study area

104 new residents are modelled within flood hazard lands

Figure 23. Potential community expansion scenario profile within the community of Erickson, described in the text below.

Description

The land use concept for Erickson includes three (3) mixed-use nodes, at 27th Avenue and Highway 3, at Erickson Road next to Erickson Elementary and at the intersection of Canyon-Lister Road and Highway 3.

The 27th Avenue mixed-use node is a continuation of the existing commercial strip with tourist accommodations and small businesses along Highway 3. This node could evolve into an attractive gateway into Creston with special design features.

The Canyon-Lister Road mixed-use node is focused on building upon existing commercial uses at the intersection with Highway 3.

The Erickson Road mixed-use node next to Erickson Elementary could serve as a village node for the Erickson neighbourhood as a whole. The land use concept for this node includes some multi-unit residential uses adjacent to the school and in clusters along 36th AvenueNorth, as well as provisions for a new park space to act as a gateway feature. The 27th Avenue and Erickson Road mixed-use nodes are connected by a proposed active transportation corridor that runs along Highway 3.

Assumptions

The Mixed Use designation applies the same densities as RDCK Multi-unit residential, but allows for either standalone or ground floor commercial uses within a larger residential development. Commercial uses may only take up 30% of floor space (e.g. 1 floor in a three-storey building or one-third of single-storey buildings). Servicing upgrades may be necessary to service Multi-Unit and Mixed-Use areas, but low-density Country Residential areas may offset this pressure.

Modelling Analysis

Modelling Factors

Land use modelling suggests a buildout of a hypothetical 765 units to the year 2075 (using the HNR 20-year housing need trend projected out to 2075). This resulted in a buildout rate of approximately 15 units per year over the buildout period. The main driver of development in the model is each parcel's land use concept and its associated maximum allowed UPH/FSR (presented in table 13 below). Maximum FSRs for Mixed Use Commercial land uses vary depending on Fringe Planning Area and whether a standalone or ground floor commercial is considered for development. Once units are calculated based on the allowed density, a unit-to-population multiplier is applied to calculate the potential population increase associated with new units (see table 14 below). The same approach is used to predict the number of new jobs resulting from the net new non-residential floor area (square feet (sqft)) forecasted by the model (see table 15 below).

Table 13. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype[23]	Maximum Floor Space Ratio (FSR)	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

Table 14. Unit to Population Multiplier

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

Table 15. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

Scenario Results

The land use scenario produces new units predominantly at the Canyon Street and 26th Avenue mixed use node just outside of the City of Creston's bounds. Here, the suggested land use allows for a maximum of 13 residential units per hectare. Additionally, new units are also suggested at the 36th Avenue and Highway 3 node with a density of 5 - 9 units per hectare. In terms of commercial use expansion, the high FSRs resulting from the mixed use and large industrial allowances result in a maximum potential of 360,000 new square feet of employment space, enough for a few industrial-sized warehouses or fruit processing facilities.

Scenario Impacts

Overall, modelling in Erikson could equate to a maximum of 765 new residential units (Figure 23 above) and 1,492 new residents, which would help to meet 33% of the housing need anticipated in Electoral Area B. The conceptualized 360,000 sqft of employment space would also help to

[23] Please refer to the key terms section for definitions on each residential archetype.

support the community with an estimated 793 new jobs (Figure 23 above) and a healthy balance of roughly one job per net new residential household. Further, the modelling suggests a potential 30 additional children under the age of 5 as well as 150 additional school aged children within the case study area.

After modelling increased densities, baseline access indicators were reassessed with future need in mind, specifically with regards to additional demands on key destinations and amenities. For instance, the increase in children under the age of 5 should result in the demand for an additional daycare which was modelled and summarized to compare the impact to amenity access under the assumption of adding a new daycare to the case study bounds within Erikson, however no new elementary school was modelled as enrolment within Greater Creston is under capacity, therefore an additional school would likely not be required.

Currently within Electoral Area B, the average drive time to a daycare facility is 11 minutes, whereas under the future scenario, average drive times to daycare drops to 7 minutes (see Figure 23 above).

In terms of ecological impacts, the conceptualised new land use models 104 new residents within hazardous flood areas. Additionally, a maximum of 30% of ecologically intact land is potentially disturbed within the case study area.

ALR Consideration

The Town of Creston has a limited amount of land within its current boundaries that is suitable for greenfield development. Surrounding it are significant environmental constraints including a flood hazard area, the steep slopes of Arrow Mountain and the ALR. To this end, the Town is interested in identifying agricultural lands that may be suitable for exclusion from the ALR and could contribute to a new employment land base. An additional, high level desktop analysis was completed to target agricultural areas for further study related to the Town's interest.

In the map below (Figure 24), the lands that are coloured in dark pink indicate a flood hazard area and lands coloured in green indicate lands with good quality soil for agriculture[24]. As a first step, the Town should explore those lands with neither of these characteristics. This eliminates a significant portion of the ALR lands in the Erickson area.

To ensure the efficiency of infrastructure services, the lands should also be immediately adjacent to the Town of Creston boundaries. One area in particular stands out based on this qualification is the area just south of 11th Avenue, in between 6th AvenueS and the Canadian Pacific Kansas City railway, highlighted in a yellow outline (Figure 24).

According to the RDCK's existing land use plan below (in Figure 25), this area has several properties designated other than agriculture, despite being in the ALR. Land use designations include Institutional, Country Residential, and Multi-Unit Residential, further bolstering the potential for exclusion from the ALR.

[24] See Appendix A for methods on what constitutes good soil.

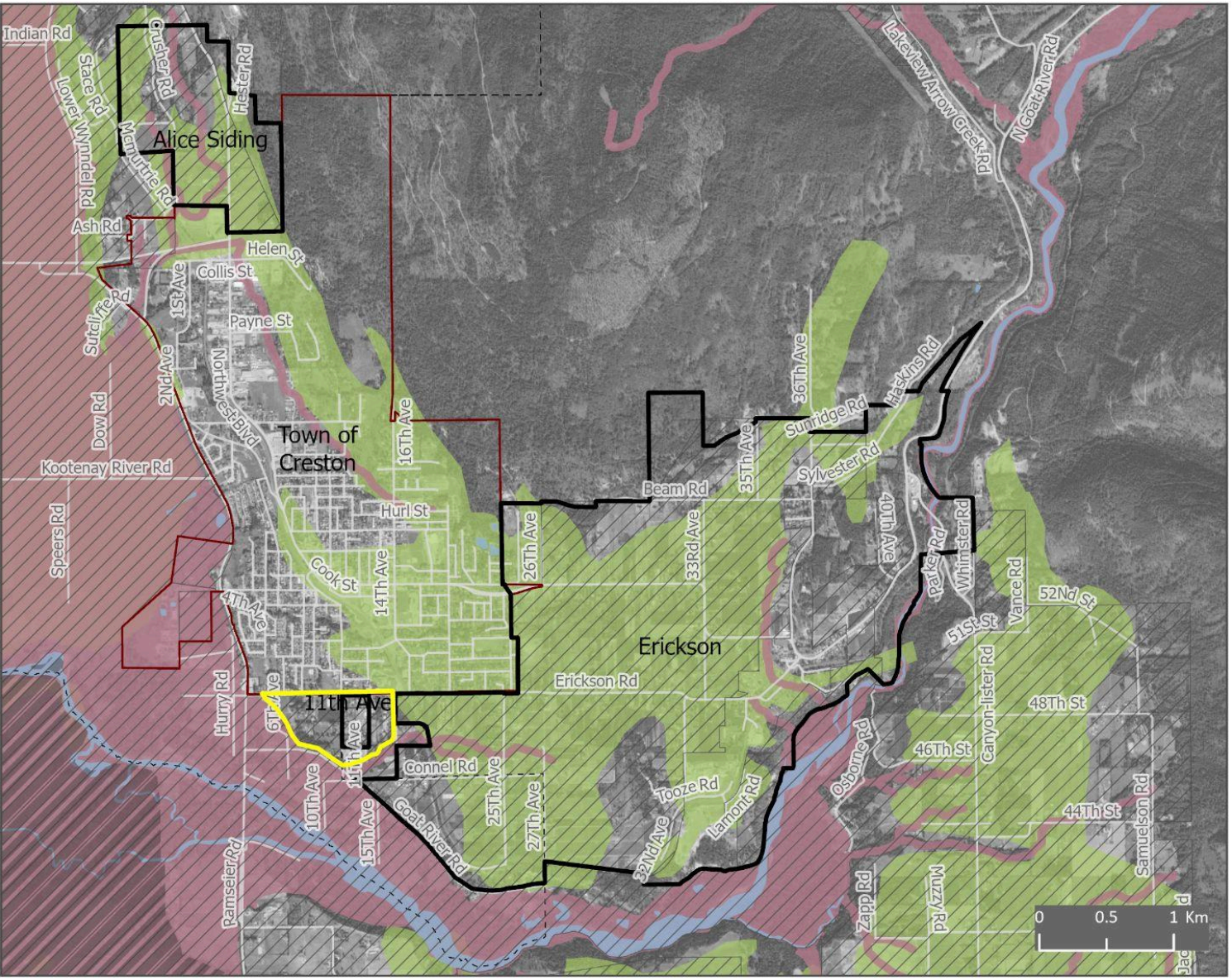


Figure 24. Good soil quality overlaid with ALR bounds in Greater Creston.

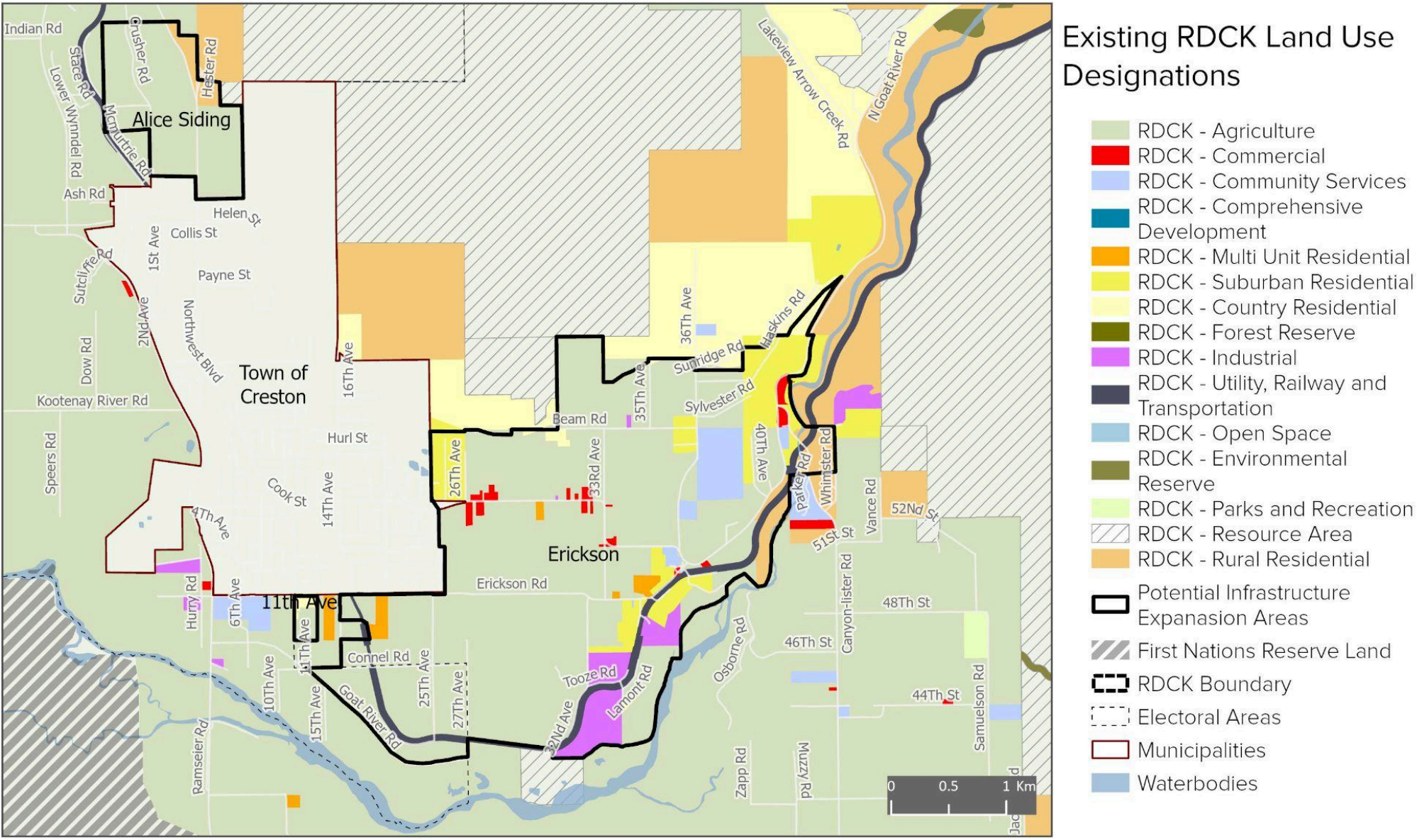


Figure 25. Existing RDCK Landuse, highlighting pockets of multiunit residential, community services and commercial designations within Erickson on ALR lands.

Recommendations

The recommendations below are organized by the four complete community lenses: housing, infrastructure, community facilities, and transportation. They are key considerations representing one of many scenarios for future planning efforts to promote more complete neighbourhoods. As the RDCK prepares to review and update its regional planning documents and the Town of Creston reviews its own planning documents, these may be used as a starting point for collaboration and relationship-building and will need to be tested with the public through extensive community engagement.

Housing

- Encourage a strong mix of apartments and townhomes in Multi-Unit Residential Areas to address emerging housing needs for 1-person and 4-person households in the Electoral Area and Town of Creston.
- Consider workforce housing for agricultural workers.
- Explore development permit area guidelines for the protection of farming to protect the productivity of agricultural uses and buffer them from non-agricultural uses.

Infrastructure

- Prioritize localized servicing solutions (e.g. private/communal wells, septic tanks) that enhance efficiency while preserving the integrity of ALR lands.
- Consider the water usage of value added agricultural uses such as food processing and agri-industrial industries.
- Consider servicing upgrades to the existing RDCK water system to support fire protection and a greater diversity of housing forms that meet the community's future needs.
- Explore the potential of new connections to the Town of Creston’s sewer system.

Community Facilities

- Encourage commercial uses, and more specifically a daycare use in the mixed-use nodes to increase access to key destinations and amenities for residents.
- Encourage facilities, amenities, and uses that are compatible with and add value to the agricultural and rural setting in which Erickson is located.
- Protect and enhance the use of farmstands and access to farm products.
- Collaborate with Erickson Elementary for shared access to school amenities (i.e. neighbourhood/community meetings, shared greenspace) for use by residents.
- Explore the feasibility of a neighbourhood park, as an extension of the Erickson Elementary school yard at the proposed mixed-use node on Erickson Road.

Transportation

- Consider collaborating with BC Transit to improve transit service to connect the Town of Creston and the mixed-use node at Erickson Road and Highway 3.
- Consider the development of active transportation routes in the form of widened shoulders or separated and protected trails connecting Creston to Erickson through rural roads.

Greater Nelson Fringe Planning Area - Knox / Granite Road

Local Context

The Knox Road/Granite Road fringe planning area is focused on an unincorporated area to the east of the City of Nelson, just outside City boundaries, and south of the Kootenay River (Figure 26). The area is currently home to rural residential and industrial uses. The area is connected to the City of Nelson by the Nelson Nelway Highway. It is also connected to the City and the Granite Pointe Golf Club by Golf Links Road. Granite Pointe Golf Club is currently being considered for redevelopment with support from the City of Nelson, and if undertaken, would have significant potential synergies and impacts for the land use concept.

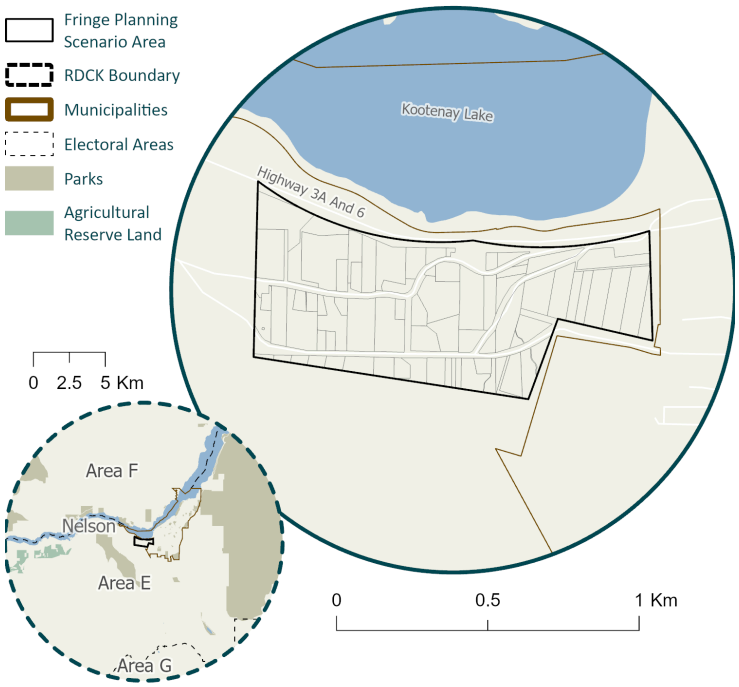


Figure 26. The Greater Nelson Fringe Planning Area

Housing Need

Housing Needs

Table 16 below details the updated projections for housing needs by 2041 in Electoral Area E, of which the Knox/Granite Road is part, as well as the City of Nelson. The number of residential units in 2023 is included as it is the baseline for housing (and thus household) growth analysis. It is noted that the 2041 numbers in the table represent the provincially-mandated methodology for housing needs reports which have received criticism as being inconsistent with on-the-ground, rural community experiences in the RDCK's incorporated municipalities and electoral areas. For the purposes of this report, they are simply used as a reference point for land use modelling.

Table 16. Current number of residential units (2023) are derived from BC Assessments Building Information Report[25] and projected housing need for Electoral Area E and the city of Nelson, derived from the BC Housing Needs Report[26].

Area	2023 Residential Units	2041 Net Housing Need	2023 - 2075 Net New Housing Need
Electoral Area E	2,385	857	2,228
City of Nelson	5,706	3,103	8,068

[25] BC Assessment. (2023). Building Information Report, 2023. https://www.bcassessment.ca/
[26] Housing Assessment Resource Tools. 2022. Housing Needs Assessment Tool. https://hart.ubc.ca/housing-needs-assessment-tool/

Electoral Area E is estimated to need an additional 857 new housing units by the year 2041. The City of Nelson is projected to need an additional 3,103 units over the next 20 years. For the purpose of this study, a longer housing need trend line was calculated out to 2075. In Electoral Area E, a maximum of 2,228 new units are expected to be needed by 2075.

Household Size
According to the latest housing needs report, recent trends indicate an increase in 1 and 2 person households in Electoral Area E & Nelson, according to recent trends in household size.[27]

Developability

Table 17. Key developability statistics within the case study area

Key Factors	Key Measures
Number of parcels	58
Buildable Area (hectares)	40
Current Number of Residential Units	77
Average Distance to through Roads (metres)	175
Proportion of Area within a Flood Hazard Zone	0%
Average Rural Development Score (0 - 1 range)	0.89 (many high potential parcels)
Average Ecological Integrity Score (0 - 1 range)	0.36 (mostly urbanized land)
Serviceable Density (Units Per Hectare)	15
Growth Suitability Hotspot Score (out of 10)	9
Service Rating	7
Final Score	8.6

The Knox Road/Granite Road Fringe Planning Area has high development potential (8.6/10 - see table 17 above). It has a larger developable area, strong local efficiency, proximity to City Boundaries, low ecological value, but some infrastructure concerns. In particular, there are 40 hectares of developable area, few environmental (average ecological integrity score of 0.36) and hazard risks (0% flood hazard area proportion), and a high Average Rural Development Score (0.89).

Its water system is currently served by private water service areas (WSAs - such as First Rights Wilson Creek WSA and Chateau Village Water system) and private well systems. There is good potential for the expansion of the City of Nelson water system. The area's sewer system is serviced by individual lot private septic systems, but is close to Nelson's Waste Water Treatment Plant, with possibilities for connection. Topographic challenges in the area would increase servicing costs.

[27]Regional District of Central Kootenay. Housing Needs Report Update, Regional Summary, 2024. "Change in households by household size and community, 2016 to 2021" https://rdck.ca/wp-content/uploads/2025/02/2024-12-17-HNR-Regional_Summary_Report-FINAL_REPORT.pdf (page 29)

Strengths, Opportunities & Challenges

Strengths

- Good access to parks, open spaces, and trails
- Adjacent to Granite Road park and pool
- Adjacent to future Nelson-Castlegar active transportation corridor
- Mix of uses already present (no zoning in place)

Opportunities

- Coordination with Granite Pointe Golf Club redevelopment
- Contribution to easing Nelson's relatively unaffordable housing market
- Several larger lots with development potential

Challenges

- Steep vegetated slopes
- Limited road connectivity
- Limited access to transit
- Limited opportunities for connections into municipal services

Land Use Concept

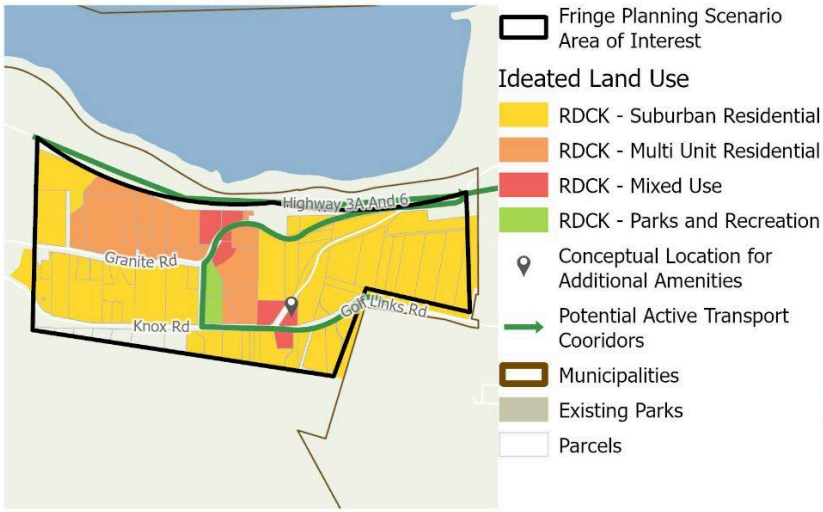
The following scenario profile maps, data summaries, and accompanying description and assumptions present the case study land use changes.

Potential Community Expansion - Scenario Profile

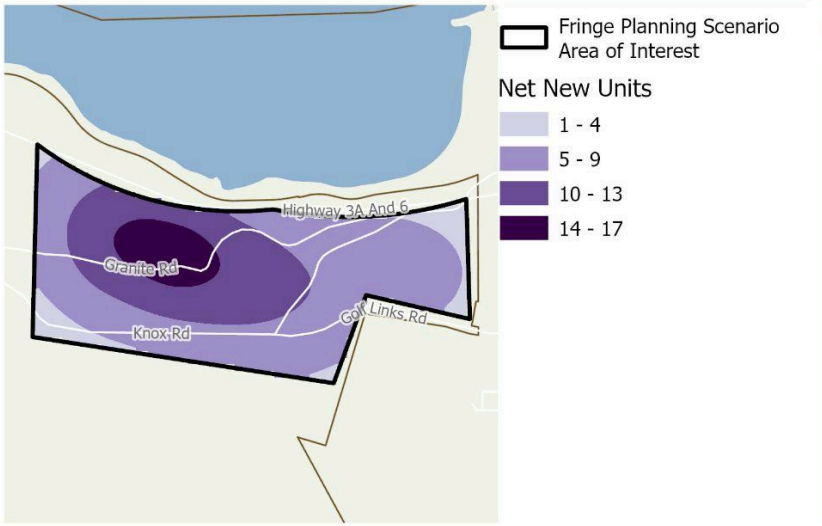
Fringe Planning Case Study Area: Knox Road / Granite Road

Please refer to the supporting Regional and Local Community Needs Project Final Report for compressive context on all summarized elements.

Potential Future Land Use Plan



Potential Net New Units per Hectare



Scenario Assumptions

Granite Road:

- The Mixed Use node takes advantage of a few existing commercial uses on properties in the area. Larger lots with relatively high development potential could support the node — and the cost of extended services to it — and a linear park space could be acquired extending along an existing right-of-way for power lines.

Knox Road:

- A second, but smaller scaled, Mixed Use node is located at the intersection of Knox Road and Golf Links Road, where an existing commercial use is located.

Both Mixed Use nodes could be connected by an active transportation corridor linking the western neighbourhood of Nelson at Golf Links Road.

- Note that redevelopment of the adjacent golf course would be a more suitable place for a future school

Potential Scenario Impacts - 2075

676	1,445	30%	93,000	246
New Units	New Residents	Housing Need Met	sqft of New Employment Space	New Jobs

Future Indicators Summarized

*Average travel times are population-weighted, so areas with more residents contribute more to the average than sparsely populated areas.

44% of ecologically intact land is potentially disturbed within the case study area

0 new residents are modelled within flood hazard lands

Figure 27. Potential community expansion scenario profile around Knox/ Granite Road, described in the text below.

Description

The Granite Road Mixed Use node takes advantage of a few existing commercial uses on properties in the area. Larger lots with relatively high development potential could support the node and the cost of extending services to it . A linear park space could be acquired extending along an existing right-of-way for power lines. A second, but smaller-scaled, mixed-use node is located at the intersection of Knox Road and Golf Links Road, where an existing commercial use is located. Both Mixed Use nodes could be connected by an active transportation corridor linking the Western neighbourhoods of Nelson at Golf Links Road.

Assumptions

Mixed Use applies the same densities as RDCK Multi-Unit Residential but allows for either standalone or ground-floor commercial uses within a larger residential development. Commercial uses may only take up 30% of floor space (e.g. 1 floor in a three-storey building or one third of single-storey buildings).

Modelling Analysis

Modelling Factors

Land use modelling suggests a buildout of hypothetical 676 units to the year 2075 (using the HNR 20-year housing need trend projected out to 2075). This resulted in a buildout rate of approximately 13 units per year over the buildout period. The main driver of development in the buildout model is each parcel's land use concept and its associated maximum allowed UPH/FSR (presented in table 18 below). Maximum FSRs for Mixed Use Commercial land uses vary depending on Fringe Planning Area and whether a standalone or ground floor commercial is considered for development. Once units were calculated based on the allowed density, a unit to population multiplier[28] is applied to calculate the potential population increase associated with new units (see table 19 below). The same approach was taken to predict the number of new jobs resulting from the net new non-residential floor area (square feet (sqft)) forecasted by the model (see table 20 below)

[28] Person per household values were based on the 2021 census and a historical change rate then applied to 2075.

Table 18. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype	Maximum Floor Space Ratio (FSR)	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

Table 19. Unit to Population Multiplier

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

Table 20. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

Scenario Results

The land use scenario produces new units predominantly at the Granite Road Mixed Use node and adjacent Multi Unit Residential parcels. Here, the model estimates a density of 14-17 units per hectare with the majority of the surrounding areas ranging from 5-13 units per hectare (Figure 27 above). In terms of commercial use expansion, the two mixed use nodes in this Fringe Planning Area result in a maximum potential of 93,000 new square feet of employment space.

Scenario Impacts

Overall, modelling in Knox Road / Granite Road's case study area could equate to a maximum of 676 potential new residential units. This translates to 1,445 new residents in the area by the year 2075 and would help to meet about 30% of the housing need anticipated in Electoral Area E. The conceptualized 93,000 sqft of employment space would also help to support the community with an estimated maximum of 246 new jobs (Figure 27 above). Further, the modelling suggests a potential for 130 school aged children, 25 children under the age of 5 and demand for increased grocery retailer provisioning within the ideated scenario area within Greater Nelson.

After modelling increased densities, baseline access indicators were reassessed with future need in mind, specifically with regards to additional demands on key destinations and amenities. For instance, the increase in children under the age of 5 should result in the demand for an additional daycare which was modelled and summarized to compare the impact to amenity access under the assumption of adding a new daycare to the case study bounds within Knox Road / Granite Road. An additional park and elementary school was also modelled, but note that the project team recommends the new school location to be considered within the Granite Pointe development area rather than within the Greater Nelson case study area of Knox Road / Granite Road.

Aside from no change to average access to parks and fire halls, average access travel times decrease for the Electoral Area under the conceptualised scenario. Specifically, within Electoral Area E, the average drive time to a daycare facility or elementary school is 9 minutes, whereas under the future scenario, average drive times to daycare and elementary facilities drops to 7 minutes under the conceptualised scenario. Based on the location of Knox Road / Granite Road, adding density here also brings the average drive time to 24 hour hospital care down from 25 minutes to 21 minutes within Area E (see Figure 27 above).

In terms of ecological impacts, the conceptualised new land use does not model any new housing within hazardous flood areas. However, a maximum of 44% of ecologically intact land is potentially disturbed within the case study area.

Recommendations

The recommendations below are organized by the four complete community lenses: housing, infrastructure, community facilities, and transportation. They are key considerations representing one of many scenarios for future planning efforts to promote more complete neighbourhoods. As the RDCK prepares to review and update its regional planning documents and the City of Nelson reviews its own planning documents, these may be used as a starting point for collaboration and relationship-building and will need to be tested with the public through extensive community engagement.

Housing

- Encourage apartment buildings in the Multi-Unit Residential area that support increased housing needs for 1-person and 2-person households in Electoral Area E and Nelson.
- Encourage housing forms that can be adapted to and work with steeper slopes like clustered single detached homes, plex-homes (duplex, triplex, fourplex), and stepped townhouses.
- Target a certain percentage of non-market housing units to address Nelson's uniquely challenging and costly housing market.

Infrastructure

- Encourage private Water Service Areas (WSAs) (First Rights Wilson Creek, and the Chateau Village Water System) to consider service upgrades to their water systems.
- Initiate discussions with the City of Nelson to:

    - explore expansion of and connections to the municipal waste water treatment plant; and,
    - to leverage the potential redevelopment of Granite Pointe Golf Club for future service expansion to the fringe planning area.
- Consider topographical challenges in new development, keeping retaining walls to a minimum and using green infrastructure solutions as appropriate to protect against hazards.

Community Facilities

- Encourage small-scale, local commercial uses in the mixed-use node to increase access to key destinations and amenities for residents.
- Consider the feasibility of a neighbourhood park at the proposed mixed-use node at Granite Road.
- Explore the need for a new school in collaboration with the school district and adjacent Granite Pointe Golf Club property.

Transportation

- Consider collaborating with BC Transit to improve transit service to the area.
- Consider the feasibility of active transportation trails connecting the proposed mixed-use nodes to the rest of the neighbourhood, as well as to link into the Nelson - Castlegar Active Transportation Corridor Vision along Highway 3a.

Greater Kaslo Fringe Planning Area - Allen Subdivision

Local Context

The Allen Subdivision is located in the RDCK's Electoral Area D to the west of the Village of Kaslo's municipal boundary, North of the Kaslo River (Figure 28). The neighbourhood is connected to Kaslo's downtown by Highway 31a, and is also near the Kaslo Riverfront Trail, which provides an active green space for residents to enjoy. Most land uses in the area are low density, residential with a rural character, with some short-term rental units and B&Bs.

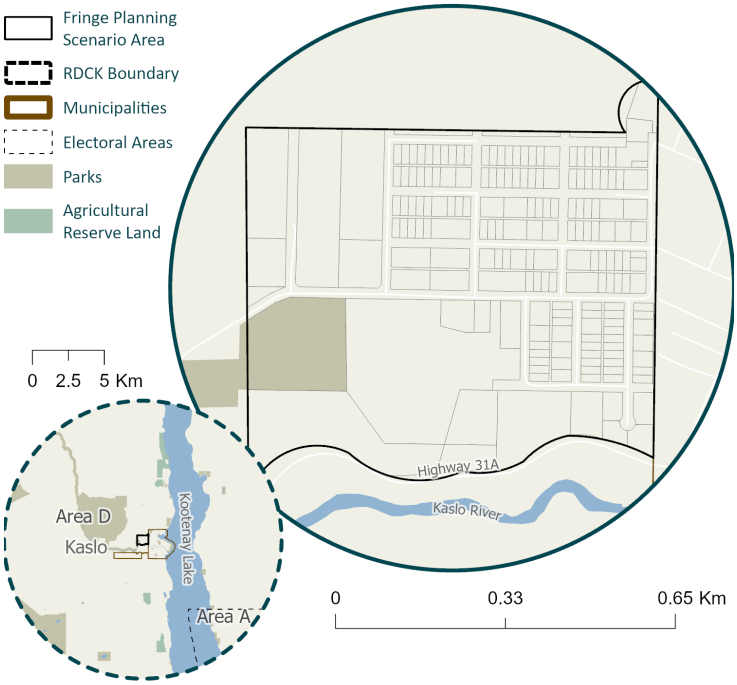


Figure 28. The Greater Kaslo Fringe Planning Area

Housing Need

Housing Needs

The table below (table 21) details the updated projections for housing needs by 2041 in Electoral Area D, of which the Allen Subdivision is part, as well as the Village of Kaslo. The number of residential units in 2023 is included as it is the baseline for housing (and thus household) growth analysis. It is noted that the 2041 numbers in the table represent the provincially-mandated methodology for housing needs reports which have received criticism as being inconsistent with on-the-ground, rural community experiences in the RDCK's incorporated municipalities and electoral areas. For the purposes of this report, they are simply used as a reference point for land use modelling.

Table 21. Current number of residential units (2023) are derived from BC Assessments Building Information Report[29] and projected housing need for Electoral Area D and the Village of Kaslo, derived from the BC Housing Needs Report[30]

Area	2023 Residential Units	2041 Net Housing Need	2023 - 2075 Net New Housing Need
Electoral Area D	1,138	371	965
Village of Kaslo	625	295	767

Electoral Area D is estimated to need an additional 371 new housing units by the year 2041. The Village of Kaslo is projected to need an additional 295 units over the next 20 years. For the purpose of this study, a longer housing need trend line was calculated out to 2075. In Electoral Area D, a maximum of 965 new units are expected to be needed by 2075.

Household Size

According to the latest housing needs report, recent trends indicate an increase in 1-person and 3-person households in both Electoral Area D and Kaslo.[31]

Developability

Table 22. Key developability statistics within the case study area

Key Factors	Key Measures
Number of parcels	146
Buildable Area (hectares)	25
Current Number of Residential Units	81
Average Distance to through Roads (metres)	305
Proportion of Area within a Flood Hazard Zone	0%
Average Rural Development Score (0 - 1 range)	0.81 (many high potential parcels)
Average Ecological Integrity Score (0 - 1 range)	0.29 (mostly pre-urbanized lands)
Serviceable Density (Units Per Hectare)	10
Growth Suitability Hotspot Score (out of 10)	8.5
Service Rating	5
Final Score	7.8

The Allen Subdivision Fringe Planning Area is a location with high suitability for new land uses, with few constraints to development, including a lack of sewer servicing (see table 22 above). In particular, there are fewer environmental (ecological integrity score of 0.29) and hazard constraints (0% flood hazard area proportion) as well as strong redevelopment potential (an Average Rural Development Score of 0.81). The Allen Subdivision is close to municipal services

[29] BC Assessment. (2023). Building Information Report, 2023. https://www.bcassessment.ca/

[30] Housing Assessment Resource Tools. 2022. Housing Needs Assessment Tool. https://hart.ubc.ca/housing-needs-assessment-tool/

[31] Regional District of Central Kootenay. Housing Needs Report Update, Regional Summary, 2024. “Change in households by household size and community, 2016 to 2021” https://rdck.ca/wp-content/uploads/2025/02/2024-12-17-HNR-Regional_Summary_Report-FINAL_REPORT.pdf (page 29)

and the village boundary, and therefore has strong access to amenities and proximity to transit services

The majority of the area is serviced by RDCK's Macdonald Creek Water Service Area (WSA) with the bulk of the supply provided by the Kaslo municipal system. The current municipal sewer system relies on onsite disposal. The adjoining area of Kaslo is not serviced by a sanitary sewer system, and extensive upgrades are needed to connect the area.

Strengths, Opportunities & Challenges

Strengths

- Excellent street grid pattern
- Very good access to parks, open space, and trails
- Relatively flat topography
- Good access to elementary school

Opportunities

- Several larger lots and consistent block sizes make redevelopment more simple
- Flat topography and street grid pattern support a walkable, rollable, transit-friendly community
- Could tie active transportation routes into Kaslo River Trails

Challenges

- Municipal sewer system in Kaslo has yet to service all lands within its own boundary and has very little capacity
- Limited connection rights with the Village of Kaslo water system
- Long distance to 24 hour medical care
- Limited access to transit

Land Use Concept

The following scenario profile maps, data summaries, and accompanying description and assumptions present the case study land use changes.

Potential Community Expansion - Scenario Profile

Fringe Planning Case Study Area: Allen Subdivision

Please refer to the supporting Regional and Local Community Needs Project Final Report for compressive context on all summarized elements.

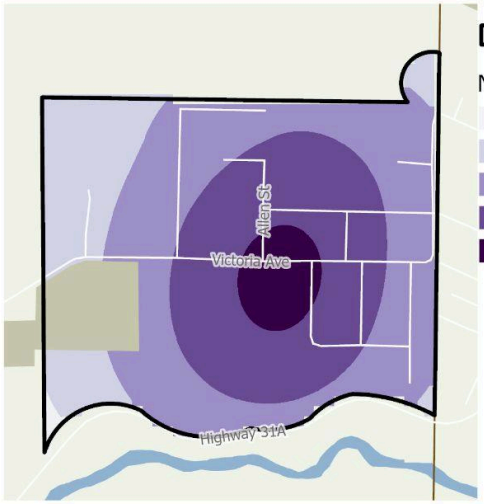
Potential Future Land Use Plan

Fringe Planning Scenario Area of Interest

Ideated Land Use

- RDCK - Suburban Residential
- RDCK - Country Residential
- RDCK - Multi Unit Residential
- RDCK - Mixed Use
- RDCK - Parks and Recreation
- Potential Active Transport Cooridors
- Municipalities
- Existing Parks
- Parcels

Potential Net New Units per Hectare



Fringe Planning Scenario Area of Interest

Net New Units

- 0
- 1 - 4
- 5 - 9
- 10 - 13
- 14 - 17

Scenario Assumptions

- The grid street pattern of this area is highly efficient for transportation and servicing.
- The large lots designated for Multi Unit Residential could develop as a comprehensive development with a mix of housing types, noting the highest densities (low rise, townhouse) closest to the Mixed Use node and the lowest densities (plex-homes, single detached) further south.
- A park would be dedicated where the Multi Unit Residential, Mixed Use and Suburban Residential areas meet.

Potential Scenario Impacts - 2075

497	1,061	52%	43,000	114
New Units	New Residents	Housing Need Met	sqft of New Employment Space	New Jobs

Future Indicators Summarized

Current (2023)
Future (2075)

Change in Average Access Time — Area D

*Average travel times are population-weighted, so areas with more residents contribute more to the average than sparsely populated areas.

49% of ecologically intact land is potentially disturbed within the case study area

0 new residents are modelled within flood hazard lands

Figure 29. Potential community expansion scenario profile within the community of Allen, described in the text below.

Description

The Allen neighbourhood land use concept is centred around a mixed-use node at the intersection of Allen Street and Victoria Avenue/Zwicky Road. This node is also at the intersection of two active transportation routes, one North-South and one East-West, that connect this neighbourhood centre with other parts of the subdivision.

The street grid pattern of this area is highly efficient for transportation and servicing. The large lots designated for Multi-Unit Residential could develop as a comprehensive development with a mix of housing types, noting the highest densities (low-rise, townhouse) closest to the Mixed Use node and the lowest densities (plex-homes, single detached) further south. A park would be dedicated where the Multi-Unit Residential, Mixed Use and Suburban Residential areas meet.

Assumptions

Mixed Use applies the same densities as RDCK Multi Unit Residential, but allows for either standalone or ground floor commercial uses within a larger residential development. Commercial uses may only take up 30% of floor space (e.g. one floor in a three-storey building or one third of single-storey buildings).

Servicing upgrades are likely necessary to service these areas, but proximity to Kaslo and maintaining low densities in Country Residential may help with the average serviceable density of the area.

Modelling Analysis

Modelling Factors

Land use modelling suggests a buildout of hypothetical 497 units to the year 2075 (using the HNR 20-year housing need trend projected out to 2075). This resulted in a buildout rate of approximately 10 units per year over the buildout period. The main driver of development in the model is each parcel's land use concept and its associated maximum allowed UPH/FSR (presented in table 23 below). Maximum FSRs for Mixed Use Commercial land uses vary depending on Fringe Planning Area and whether a standalone or ground floor commercial is considered for development. Once units are calculated based on the allowed density, a unit to population multiplier[32] is applied to calculate the potential population increase associated with new units (see table 24 below). The same approach is taken to predict the number of new jobs resulting from the net new non-residential floor area (square feet (sqft)) forecasted by the model (see table 25 below).

[32] Person per household values were based on the 2021 census and a historical change rate then applied to 2075.

Table 23. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype[33]	Maximum Floor Space Ratio (FSR)	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

Table 24. Unit to Population Multiplier

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

Table 25. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

Scenario Results

The land use scenario produces new units around the Mixed Use node at the intersection of Victoria Avenue and Allen Street with a density of 14 - 17 units per hectare and an overall impact of 497 new residential units (Figure 29 above). In terms of commercial use expansion, the mixed use allowances result in a maximum potential of 43,000 new square feet of employment space.

Scenario Impacts

Overall, modelling in Allen Subdivision could equate to a maximum of 495 potential new residential units. This translates to 1,057 new residents in the area by the year 2075 and would help to meet about 52% of the housing need anticipated in Electoral Area D. The conceptualized 43,000 sqft of employment space would also help to support the community with an estimated 114 new jobs (Figure 29 above).

[33] Please refer to the key terms section for definitions on each residential archetype.

After modelling increased densities, baseline access indicators were reassessed with future need in mind, specifically with regards to additional demands on key destinations and amenities. Due to the small impact of the case study scenario, no new amenities were modelled to support the additional 495 units. However, concentrated growth in Allen subdivision decreases the electoral areas average access times for many of the key destination metrics. Within Electoral Area D, the average drive time to a daycare facility is 20 minutes, whereas under the future scenario, average drive times to daycare drops to 16 minutes under the conceptualised scenario. Based on the location of Allen Subdivision, adding density here also brings the average drive time down from 20 minutes to 15 minutes for fire hall, community infrastructure and grocery amenities within Electoral Area D (see Figure 29 above)

In terms of ecological impacts, the conceptualised new land use does not model any new housing within hazardous flood areas. However, a maximum of 49% of ecologically intact land is potentially disturbed within the case study area.

Recommendations

The recommendations below are organized by the four complete community lenses: housing, infrastructure, community facilities, and transportation. They are key considerations representing one of many scenarios for future planning efforts to promote more complete neighbourhoods. As the RDCK prepares to review and update its regional planning documents and the Village of Kaslo reviews its own planning documents, these may be used as a starting point for collaboration and relationship-building and will need to be tested with the public through extensive community engagement.

Housing

- Encourage a strong mix of apartments and townhomes in the Multi-Unit Residential area to address increased housing needs for 1-person and 3-person households in both Electoral Area D and Kaslo. This is especially important on larger properties that can accommodate a mix of housing forms.

Infrastructure

- Initiate discussions with the Village of Kaslo to explore an upgraded liquid waste management system that can service not only municipal neighbourhoods but the Allen subdivision area as well.
- Explore new water connection rights with Kaslo to expand water service in the Allen subdivision area.

Community Facilities

- Encourage commercial uses, including a daycare use, in the mixed-use node to increase access to key destinations and amenities for residents.
- Consider the feasibility of acquiring a neighbourhood park adjacent to the proposed mixed-use node.
- Collaborate with the Village of Kaslo as well as the Kaslo Fire Department to determine the need for a new firehall.

Transportation

- Collaborate with BC Transit to improve transit service to the Allen neighbourhood.
- Consider the development of active transportation trails connecting the proposed mixed-use node to the Kaslo River Trails.

Greater Salmo Fringe Planning Area - Salmo Heights Road

Local Context

The Salmo Heights Road land use plan concept is focused on the unincorporated area in Electoral Area G to the southwest of the Village of Salmo and south of Sheep's Creek (Figure 30). The area is relatively undeveloped and is home to some agricultural and rural residential land uses. In addition, it is located next to the Salmo Ski Hill Area.

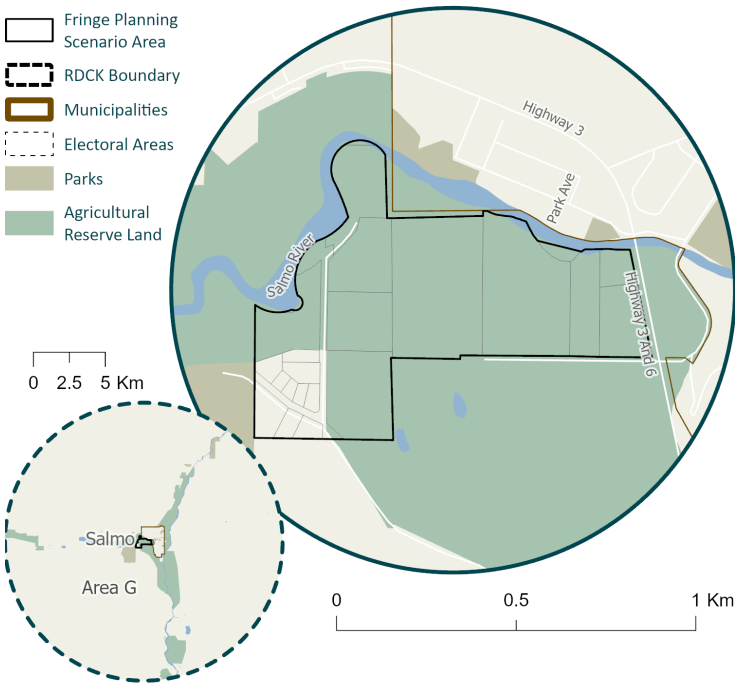


Figure 30. The Greater Salmo Fringe Planning Area

Housing Need

The table below (table 26) details the updated projections for housing needs by 2041 in Electoral Area G, of which Salmo Heights Road is a part, as well as the Village of Salmo. The number of residential units in 2023 is included as it is the baseline for housing (and thus household) growth analysis. It is noted that the 2041 numbers in the table represent the provincially-mandated methodology for housing needs reports which have received criticism as being inconsistent with on-the-ground, rural community experiences in the RDCK's incorporated municipalities and electoral areas. For the purposes of this report, they are simply used as a reference point for land use modelling.

Table 26. Current number of residential units (2023) are derived from BC Assessments Building Information Report[34] and projected housing need for Electoral Area G and the Village of Salmo, derived from the BC Housing Needs Report[35].

Area	2023 Residential Units	2041 Net Housing Need	2023 - 2075 Net New Housing Need
Electoral Area G	897	431	1,121
Village of Salmo	579	323	840

Electoral Area G is estimated to need an additional 431 new housing units by the year 2041. The Village of Salmo is projected to need an additional 323 units over the next 20 years. For the purpose of this study, a longer housing need trend line was calculated out to 2075. In Electoral Area G, a maximum of 1,121 new units are expected to be needed by 2075.

Household Size

According to the latest housing needs report, recent trends indicate an increase in 4 and 5+ person households in Salmo and Electoral Area G.[36]

Developability

Table 27. Key developability statistics within the case study area

Key Factors	Key Measures
Number of parcels	15
Buildable Area (hectares)	2
Current Number of Residential Units	18
Average Distance to through Roads (metres)	645
Proportion of Area within a Flood Hazard Zone	19%
Average Rural Development Score (0 - 1 range)	0.5 (mostly moderate potential parcels)
Average Ecological Integrity Score (0 - 1 range)	0.46 (semi-disturbed lands)
Serviceable Density (Units Per Hectare)	3.5
Growth Suitability Hotspot Score (out of 10)	7.4
Service Rating	3
Final Score	6.5

The area around Salmo Heights Road has some suitability for fringe area planning (see table 27 above). There are 12 non-ALR parcels above the ski hill, with higher location efficiency but reduced servicing potential and a small buildable area (2 hectares). There are opportunities for economic development by way of an outdoor recreation village for skiing/mountain biking. Water

[34] BC Assessment. (2023). Building Information Report, 2023. https://www.bcassessment.ca/

[35] Housing Assessment Resource Tools. 2022. Housing Needs Assessment Tool. https://hart.ubc.ca/housing-needs-assessment-tool/

[36] Regional District of Central Kootenay. Housing Needs Report Update, Regional Summary, 2024. “Change in households by household size and community, 2016 to 2021” https://rdck.ca/wp-content/uploads/2025/02/2024-12-17-HNR-Regional_Summary_Report-FINAL_REPORT.pdf (page 29)

is currently supplied by private well systems, and the area is not adjacent to existing water systems. The area is also currently serviced by individual private onsite septic systems and is unlikely to be connected to community sewer systems due to the distance to serviced lands.

Strengths, Opportunities & Challenges

Strengths	Opportunities	Challenges
• Good access to parks and outdoor recreation	• Proximity to Salmo Ski Hill and potential for joint economic development	• Very limited road connectivity • Very limited ability to connect to or establish new water or sewer services because of distance and small-scale of redevelopment potential • Limited access to transit

Land Use Concept

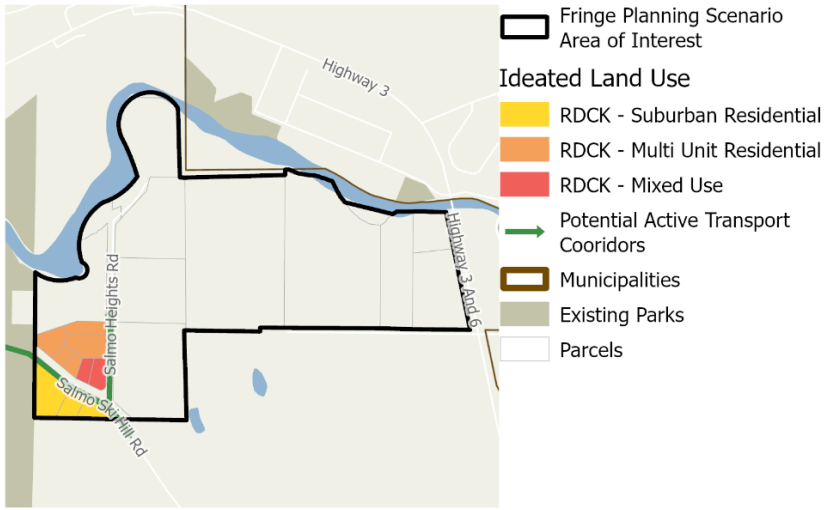
The following scenario profile maps, data summaries, and accompanying description and assumptions present the case study land use changes.

Potential Community Expansion - Scenario Profile

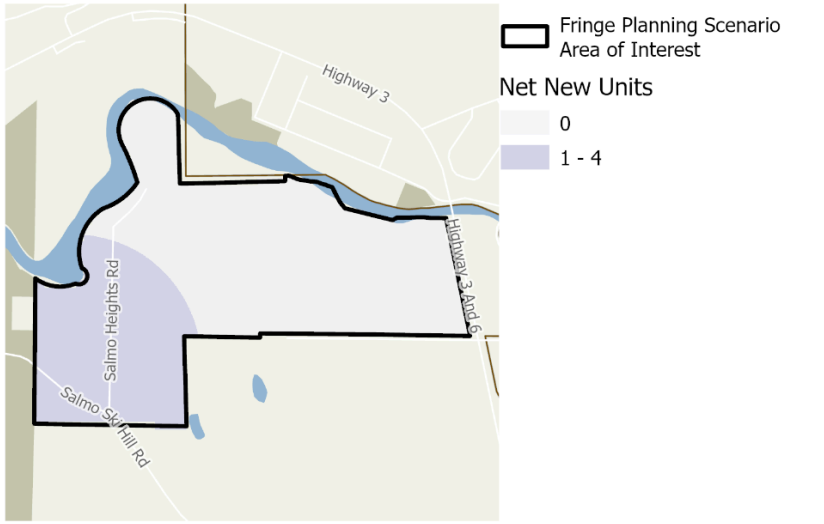
Fringe Planning Case Study Area: Salmo Heights Road

Please refer to the supporting Regional and Local Community Needs Project Final Report for compressive context on all summarized elements.

Potential Future Land Use Plan



Potential Net New Units per Hectare



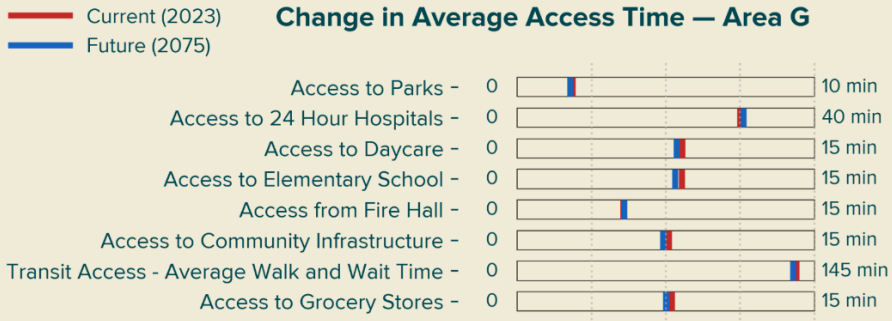
Scenario Assumptions

- The Mixed Use node is located at the intersection of Salmo Heights Road and Salmo Ski Hill Road, providing a small scale commercial use near the Salmo Ski Hill. It is surrounded by Multi Unit Residential on the northern side of Salmo Ski Hill Rd, where the topography is less steep.
- The likelihood of development, especially at such densities, is very low.
- While there may be an economic development case to support the Salmo Ski Hill operations with homes, tourist accommodations and commercial services, there is very little servicing capacity. Like Nakusp, the land uses in this scenario are intended for the purpose of studying the impacts of more diverse set of land uses, in service of a more complete community.

Potential Scenario Impacts - 2075

67	135	6%	21,000	54
New Units	New Residents	Housing Need Met	sqft of New Employment Space	New Jobs

Future Indicators Summarized



*Average travel times are population-weighted, so areas with more residents contribute more to the average than sparsely populated areas.

74% of ecologically intact land is potentially disturbed within the case study area

0 new residents are modelled within flood hazard lands

Figure 31. Potential community expansion scenario profile within the community of Salmo, described in the text below.

Description

The Mixed Use node is located at the intersection of Salmo Heights Rd and Salmo Ski Hill Rd, providing a small-scale commercial use near the Salmo Ski Hill. It is surrounded by multi-unit residential on the northern side of Salmo Ski Hill Rd, where the topography is less steep. Here too, the likelihood of development, especially at such densities, is very low. While there may be an economic development case to support the Salmo Ski Hill operations with homes, tourist accommodations and commercial services, there is very little servicing capacity.

Like Nakusp, the land uses in this scenario are intended for the purpose of studying the impacts of a more diverse set of land uses.

Assumptions

Mixed Use applies the same densities as RDCK Multi Unit Residential but allows for either standalone or ground-floor commercial uses within a larger residential development. Commercial uses may only take up 30% of floor space (e.g. 1 floor in a three-storey building or one third of single-storey buildings).

Modelling Analysis

Modelling Factors

Land use modelling suggests a buildout of hypothetical 67 units to the year 2075 (using the HNR 20-year housing need trend projected out to 2075). This resulted in a buildout rate of approximately 1 unit per year over the buildout period. The main driver of development in the model is each parcel's land use concept and its associated maximum allowed UPH/FSR (presented in table 28 below). Maximum FSRs for Mixed Use Commercial land uses vary depending on Fringe Planning Area and whether a standalone or ground floor commercial is considered for development. Once units are calculated based on the allowed density, a unit to population multiplier[37] is applied to calculate the potential population increase associated with new units (see table 29 below). The same approach is taken to predict the number of new jobs resulting from the net new non-residential floor area (square feet (sqft)) forecasted by the model (see table 30 below).

[37] Person per household values were based on the 2021 census and a historical change rate then applied to 2075.

Table 28. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype[38]	Maximum Floor Space Ratio (FSR)	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

Table 29. Unit to Population Multiplier

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

Table 30. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

Scenario Results

The land use scenario is concentrated along the intersection of Salmo Heights Road and Salmo Ski Hill Road, and has an overall impact of 67 new residential units (Figure 31 above). On a net new units per hectare basis the density distribution is very low for this area, ranging between 0 - 4. In terms of commercial use expansion, the mixed use allowances result in a maximum potential of 21,000 new square feet of employment space.

Scenario Impacts

Overall, modelling in Salmo Heights Road could equate to a maximum of 135 new residents in the area by the year 2075 and would help to meet about 6% of the housing need anticipated in Electoral Area G. The conceptualized 21,000 sqft of employment space would also help to support the community with an estimated 54 new jobs (Figure 31 above).

[38] Please refer to the key terms section for definitions on each residential archetype.

After modelling increased densities, baseline access indicators were reassessed with future need in mind, specifically with regards to additional demands on key destinations and amenities. Due to the small impact of the case study scenario, no new amenities were modelled to support the additional 67 units. With minimal future demands in mind, the summarized comparison between current and future average amenity drive times has not resulted in any significant changes (see Figure 31 above).

In terms of ecological impacts, the conceptualised new land use does not model any new housing within hazardous flood areas. However, a maximum of 74% of ecologically intact land is potentially disturbed within the case study area.

Recommendations

The recommendations below are organized by the four complete community lenses: housing, infrastructure, community facilities, and transportation. They are key considerations representing one of many scenarios for future planning efforts to promote more complete neighbourhoods. As the RDCK prepares to review and update its regional planning documents and the Village of Salmo reviews its own planning documents, these may be used as a starting point for collaboration and relationship-building and will need to be tested with the public through extensive community engagement.

Housing

- Encourage townhomes or small lot subdivisions for the Multi-Unit Residential area to address increased housing needs for 4-5+ person households in Salmo and Electoral Area G.

Infrastructure

- Explore leveraging the potential expansion of Salmo Ski Hill to bring about lasting servicing capacity in the area with the long term goal of developing a small mountain village resort and tourism hub.
- Consider topographical challenges in new development, keeping retaining walls to a minimum and using green infrastructure solutions as appropriate to protect against hazards.

Community Facilities

- Encourage commercial uses in the mixed-use node to increase access to key destinations and amenities for residents
- Consider collaborating with the Salmo Ski Hill to identify opportunities for shared community facilities that could complement a more developed, all season resort including skiing and biking.

Transportation

- Consider collaborating with BC Transit to implement transit service to the area
- Consider the development of active transportation trails connecting the proposed mixed-use node southeastward along Salmo Ski Hill Road.

Greater Slocan Fringe Planning Area - South Acreages

Local Context

The South Acreages area in Electoral Area H is located directly south of the Village of Slocan, and is currently home to the Slocan Firehall and Transfer Station (Figure 32). There are some rural residential uses and trails along the Slocan River. The area also includes a municipally-owned campground across Giffin Road.

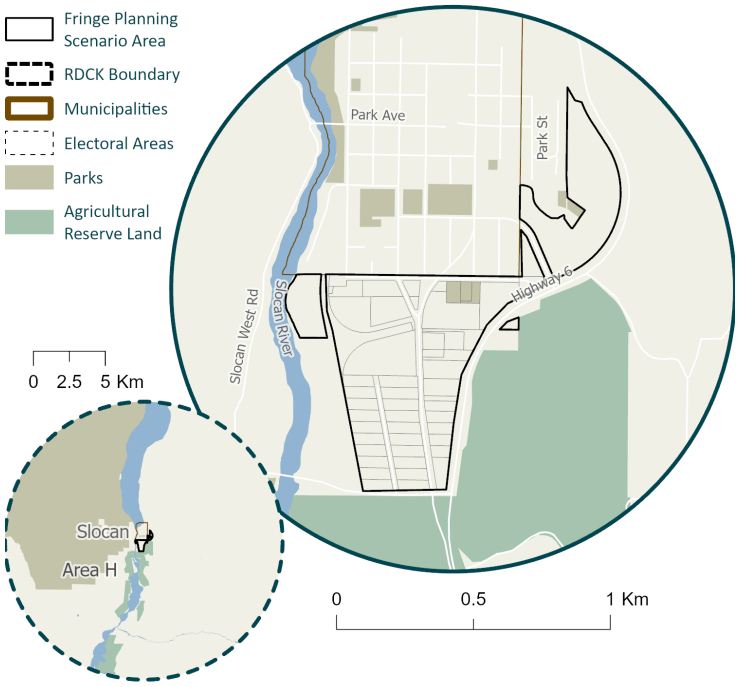


Figure 32. The Greater Slocan Fringe Planning Area

Housing Need

The table below (table 31) details the updated projections for housing needs by 2041 in Electoral Area H, of which South Acreages is part, as well as the Village of Slocan. The number of residential units in 2023 is included as it is the baseline for housing (and thus household) growth analysis. It is noted that the 2041 numbers in the table represent the provincially-mandated methodology for housing needs reports which have received criticism as being inconsistent with on-the-ground, rural community experiences in the RDCK's incorporated municipalities and electoral areas. For the purposes of this report, they are simply used as a reference point for land use modelling.

Table 31. Current number of residential units (2023) are derived from BC Assessments Building Information Report[39] and projected housing need for Electoral Area H and the Village of Slocan, derived from the BC Housing Needs Report[40].

Area	2023 Residential Units	2041 Net Housing Need	2023 - 2075 Net New Housing Need
Electoral Area H	2,825	1,224	3,182
Village of Slocan	194	105	273

[39] BC Assessment. (2023). Building Information Report, 2023. https://www.bcassessment.ca/
[40] Housing Assessment Resource Tools. 2022. Housing Needs Assessment Tool. https://hart.ubc.ca/housing-needs-assessment-tool/

Electoral Area H is estimated to need an additional 1,224 new housing units by the year 2041. The Village of Slocan is projected to need an additional 105 units over the next 20 years. For the purpose of this study, a longer housing need trend line was calculated out to 2075. In Electoral Area H, a maximum of 3,182 new units are expected to be needed by 2075.

Household Size
According to the latest housing needs report, recent trends indicate movement towards smaller household sizes, particularly 1-person households in Slocan and 2-person households in EA H.[41]

Developability

Table 32. Key developability statistics within the case study area

Key Factors	Key Measures
Number of parcels	49
Buildable Area (hectares)	35
Current Number of Residential Units	31
Average Distance to through Roads (metres)	56
Proportion of Area within a Flood Hazard Zone	0%
Average Rural Development Score (0 - 1 range)	0.81 (mostly high potential parcels)
Average Ecological Integrity Score (0 - 1 range)	0.31 (mostly pre-urbanized lands)
Serviceable Density (Units Per Hectare)	1.75
Growth Suitability Hotspot Score (out of 10)	8.5
Service Rating	2
Final Score	7.2

The Southern Acreages is a large area with low servicing potential yet high location efficiency (see table 32 above). There is a reasonable amount of buildable area (35 hectares), few environmental (ecological integrity score of 0.31) and hazard (0% flood hazard area proportion) constraints, and a high redevelopment potential (0.81 redevelopment score).

A key limitation for the South Acreages is its low servicing potential including the need for new water mains and service connections if it were linked to the Slocan Water system.

[41] Regional District of Central Kootenay. Housing Needs Report Update, Regional Summary, 2024. “Change in households by household size and community, 2016 to 2021” https://rdck.ca/wp-content/uploads/2025/02/2024-12-17-HNR-Regional_Summary_Report-FINAL_REPORT.pdf (page 29)

Strengths, Opportunities and Challenges

Strengths

- Very good access to parks, open space, and trails
- Proximity to grocery store, fire hall, elementary school, and daycare
- Municipal ownership of campground

Opportunities

- Large lots with relatively flat topography provides good redevelopment potential for diverse housing
- Municipal land ownership can support development of key housing needs
- Potential to tie into Slocan Valley rail trail
- Extend Slocan's street grid pattern southward

Challenges

- Limited servicing potential for both water and sewer
- Would require new water mains and service connections
- Limited access to transit

Land Use Concept

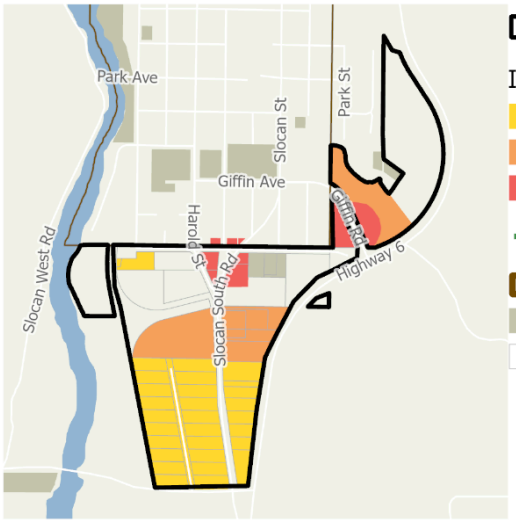
The following scenario profile maps, data summaries, and accompanying description and assumptions present the case study land use changes.

Potential Community Expansion - Scenario Profile

Fringe Planning Case Study Area: South Acreages

Please refer to the supporting Regional and Local Community Needs Project Final Report for compressive context on all summarized elements.

Potential Future Land Use Plan

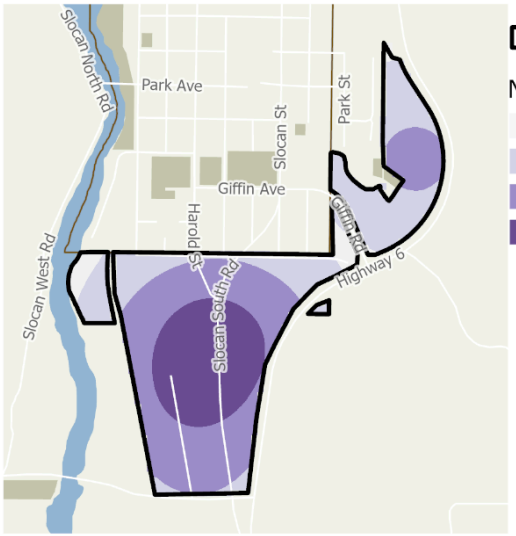


Fringe Planning Scenario Area of Interest

Ideated Land Use

- RDCK - Suburban Residential
- RDCK - Multi Unit Residential
- RDCK - Mixed Use
- Potential Active Transport Cooridors
- Municipalities
- Existing Parks
- Parcels

Potential Net New Units per Hectare



Fringe Planning Scenario Area of Interest

Net New Units

- 0
- 1 - 4
- 5 - 9
- 10 - 13

Scenario Assumptions

• This Mixed Use node is located at the intersection of Hwy 6 and Giffin Avenue, acting as a gateway into Slocan. A small portion of the Village-owned campground can be dedicated to Multi Unit Residential development and help meet community housing needs, while maintaining large portions of parkland for green space, trails and campground uses.

Slocan South Road:

•Another Mixed Use node is located at the intersection of Slocan South Road and Arlington Road. Surrounded by Institutional and Park uses, and just short walk away from several larger lots to the south with strong development potential.

• Like Kaslo, these larger lots could develop as comprehensive developments with a mix of housing types, noting the highest densities (low rise, townhouse) along Slocan South Road and the lowest densities (plexhomes, single detached)in the back of lots.

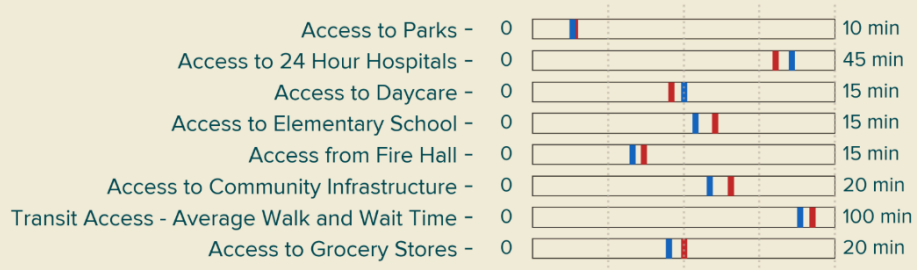
Potential Scenario Impacts - 2075

475	992	15%	120,000	306
New Units	New Residents	Housing Need Met	sqft of New Employment Space	New Jobs

Future Indicators Summarized

Current (2023)
Future (2075)

Change in Average Access Time — Area H



*Average travel times are population-weighted, so areas with more residents contribute more to the average than sparsely populated areas.

31% of ecologically intact land is potentially disturbed within the case study area

0 new residents are modelled within flood hazard lands

Figure 33. Potential community expansion scenario profile within the community of South Acreages, described in the text below.

Description

There are two mixed-use nodes proposed for the area, one at the intersection of Giffin Road and Highway 6 and the other at the intersection of Slocan South Road and Arlington Road.

The Giffin Road Mixed Use node can serve as a potential gateway into Slocan. A small portion of the Village-owned campground is proposed to be dedicated to multi-unit residential development and help meet community housing needs, while maintaining large portions of parkland for green space, trails and campground uses.

The Slocan South mixed-use node is surrounded by institutional and park uses, and is just a short walk away from several larger lots to the south with strong development potential. Both mixed-use nodes are connected to each other and the Village of Slocan by a proposed active transportation corridor along Slocan South Road and Arlington Road.

Like Kaslo, these larger lots could develop as comprehensive developments with a mix of housing types, noting the highest densities (low-rise, townhouse) along Slocan South Road and the lowest densities (plexhomes, single detached) in the back of lots.

Assumptions

Mixed Use applies the same densities as RDCK Multi-Unit Residential, but allows for either standalone or ground-floor commercial uses within a larger residential development. Commercial uses may only take up 30% of floor space (e.g. 1 floor in a three-storey building or one third of single-storey buildings).

Modelling Analysis

Modelling Factors

Land use modelling suggests a buildout of hypothetical 475 units to the year 2075 (using the HNR 20-year housing need trend projected out to 2075). This resulted in a buildout rate of approximately 9 units per year over the buildout period. The main driver of development in the model is each parcel's land use concept and its associated maximum allowed UPH/FSR (presented in table 33 below). Maximum FSRs for Mixed Use Commercial land uses vary depending on Fringe Planning Area and whether a standalone or ground floor commercial is considered for development. Once units are calculated based on the allowed density, a unit to population multiplier[42] is applied to calculate the potential population increase associated with new units (see table 34 below). The same approach is taken to predict the number of new jobs resulting from the net new non-residential floor area (square feet (sqft)) forecasted by the model (see table 35 below).

[42] Person per household values were based on the 2021 census and a historical change rate then applied to 2075.

Table 33. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype[43]	Maximum Floor Space Ratio (FSR)	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

Table 34. Unit to Population Multiplier

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

Table 35. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

Scenario Results

The land use scenario produces new units concentrated at the Multi Unit Residential and Mixed Use node along Slocan South Road. Here, new land use models a density of predominantly 10 - 13 units per hectare and an overall impact of 475 new residential units (Figure 33 above). Large Suburban Residential parcels contribute to a density of 5 - 9 units per hectare in this area. In terms of commercial use expansion, the mixed use allowances result in a maximum potential of 120,000 new square feet of employment space.

Scenario Impacts

Overall, modelling in South Acreages could equate to a maximum of 992 new residents in the area by the year 2075 and would help to meet about 15% of the housing need anticipated in Electoral Area H. The conceptualized 120,000 sqft of employment space would also help to

[43] Please refer to the key terms section for definitions on each residential archetype.

support the community with an estimated 156 new jobs (Figure 33 above). Further, the modelling suggests a potential for 76 school aged children and 15 children under the age of 5.

After modelling increased densities, baseline access indicators were reassessed with future need in mind, specifically with regards to additional demands on key destinations and amenities. With daycare and elementary future demands being quite minimal for the area, no new school or daycare amenities were added to the baseline. Within Electoral Area H, the summarized comparison between current and future average amenity drive times has not resulted in any significant changes (see Figure 33 above).

In terms of ecological impacts, the conceptualised new land use does not model any new housing within hazardous flood areas. However, a maximum of 31% of ecologically intact land is potentially disturbed within the case study area.

Recommendations

The recommendations below are organized by the four complete community lenses: housing, infrastructure, community facilities, and transportation. They are key considerations representing one of many scenarios for future planning efforts to promote more complete neighbourhoods. As the RDCK prepares to review and update its regional planning documents and and the Village of Slocan reviews its own planning documents, these may be used as a starting point for collaboration and relationship-building and will need to be tested with the public through extensive community engagement.

Housing

- Encourage apartment buildings in the Multi-Unit Residential areas to meet emerging housing needs for 1-person and 2-person households in Slocan and Electoral Area H.
- Encourage a mix of housing forms on larger properties.
- Leverage municipal ownership of the Giffin Avenue campground to explore building housing that meets local needs.

Infrastructure

- Initiate discussions with the Village of Slocan on a long term servicing strategy that expands the municipal water system throughout the community and towards the South Acreages.

Community Facilities

- Encourage commercial uses, including a daycare use, in the proposed mixed-use nodes to increase access to key destinations and amenities for residents.
- Encourage commercial uses at the Giffin Avenue mixed-use node that support and align with the municipally-owned campground across the street.

Transportation

- Consider the feasibility of active transportation trails connecting the proposed mixed-use nodes to the Village of Slocan and to the Slocan Valley Rail Trail.
- Consider collaborating with BC Transit to improve transit service to and from Slocan.

Greater Nakusp Fringe Planning Area - East of Airport

Local Context

The Nakusp Airport lands are in Electoral Area K, located to the north of the Village of Nakusp's municipal boundary (Figure 34). The area is relatively undeveloped, but is characterized by the presence of the airport. The airport lands are also relatively far from Village amenities and are connected by Highway 23.

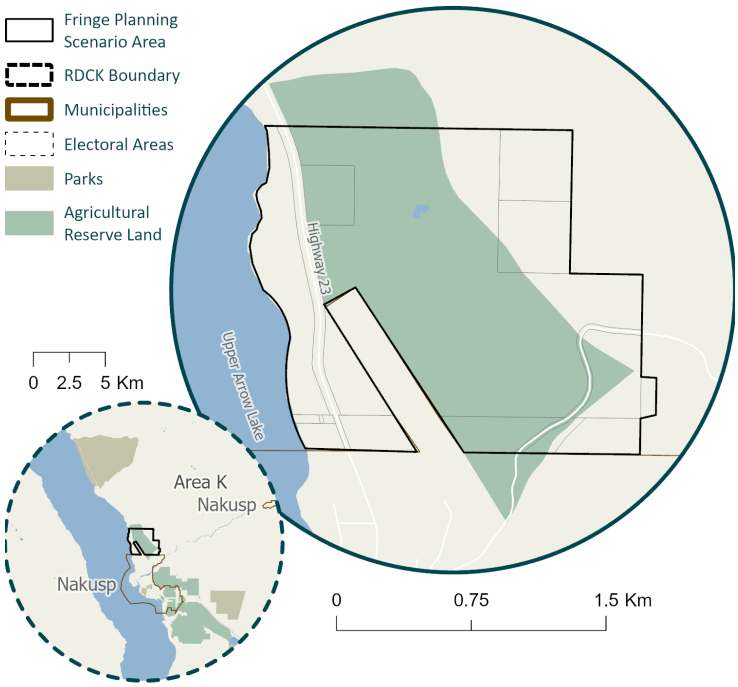


Figure 34. Greater Naskup Fringe Planning Area

Housing Need

The table below (table 36) details the updated projections for housing needs by 2041 in Electoral Area K, of which the Airport is a part, as well as the Village of Nakusp. The number of residential units in 2023 is included as it is the baseline for housing (and thus household) growth analysis. It is noted that the 2041 numbers in the table represent the provincially-mandated methodology for housing needs reports which have received criticism as being inconsistent with on-the-ground, rural community experiences in the RDCK's incorporated municipalities and electoral areas. For the purposes of this report, they are simply used as a reference point for land use modelling.

Table 36. Current number of residential units (2023) are derived from BC Assessments Building Information Report[44] and projected housing need for Electoral Area K and the Village of Naskup, derived from the BC Housing Needs Report[45]

Area	2023 Residential Units	2041 Net Housing Need	2023 - 2075 Net New Housing Need
Electoral Area K	1,258	427	1,110
Village of Naskup	873	301	783

[44] BC Assessment. (2023). Building Information Report, 2023. https://www.bcassessment.ca/
[45] Housing Assessment Resource Tools. 2022. Housing Needs Assessment Tool. https://hart.ubc.ca/housing-needs-assessment-tool/

Electoral Area K is estimated to need an additional 427 new housing units by the year 2041. The Village of Naskup is projected to need an additional 301 units over the next 20 years. For the purpose of this study, a longer housing need trend line was calculated out to 2075. In Electoral Area K, a maximum of 1,110 new units are expected to be needed by 2075.

Household Size

While these lands do not have much potential to address specific housing needs, it is noted that Nakusp is recently experiencing smaller household formations (i.e. more 2-person units), according to the latest housing needs report.[46]

Developability

Table 37. Key developability statistics within the case study area

Key Factors	Key Measures
Number of parcels	12
Buildable Area (hectares)	17
Current Number of Residential Units	6
Average Distance to through Roads (metres)	26
Proportion of Area within a Flood Hazard Zone	5%
Average Rural Development Score (0 - 1 range)	0.55 (moderate potential parcels)
Average Ecological Integrity Score (0 - 1 range)	0.56 (Some intact ecological areas)
Serviceable Density (Units Per Hectare)	0.7
Growth Suitability Hotspot Score (out of 10)	7.4
Service Rating (out of 10)	1
Final Score (out of 10)	6.1

The Airport has some development potential, but is facing major constraints (see table 37 above). There are currently no water or sewer connections, but there is the potential for connection. The area is relatively close to the Waste Water Treatment Plant (WWTP), but groundwater resources are unknown. In addition, the area is not serviceable, and there is a low quantity of non-ALR land available for residential development. There are 12 parcels currently, with a buildable area of 17 hectares, and a reasonable redevelopment and ecological integrity score.

[46] Regional District of Central Kootenay. Housing Needs Report Update, Regional Summary, 2024. “Change in households by household size and community, 2016 to 2021” https://rdck.ca/wp-content/uploads/2025/02/2024-12-17-HNR-Regional_Summary_Report-FINAL_REPORT.pdf (page 29)

Strengths, Opportunities and Challenges

Strengths

- Very good access to parks, open space, and trails
- Proximity to Nakusp airstrip
- Proximity to the waste water treatment plant

Opportunities

- Leverage economic spinoffs of growth and development of Nakusp airstrip

Challenges

- Distance to Nakusp proper
- No water or sewer connections
- Groundwater resources are unknown
- Significant forested lots and riparian areas along Arrow Lake
- Planning focus on redevelopment within Nakusp municipal boundaries

Land Use Concept

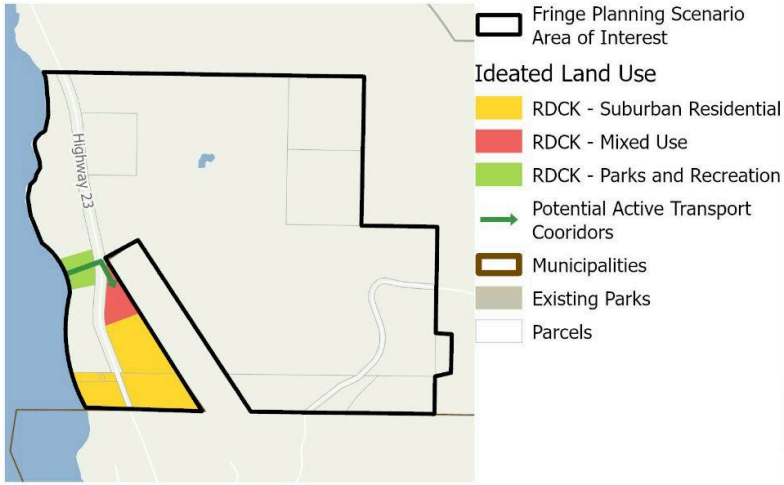
The following scenario profile maps, data summaries, and accompanying description and assumptions present the case study land use changes.

Potential Community Expansion - Scenario Profile

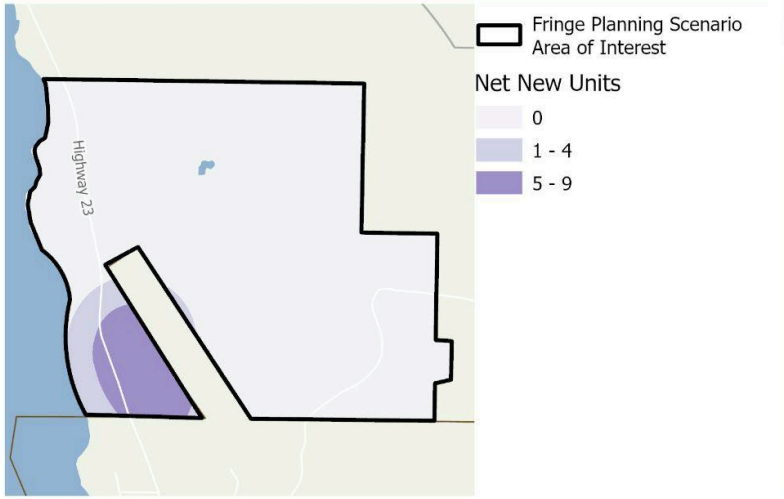
Fringe Planning Case Study Area: Airport

Please refer to the supporting Regional and Local Community Needs Project Final Report for compressive context on all summarized elements.

Potential Future Land Use Plan



Potential Net New Units per Hectare



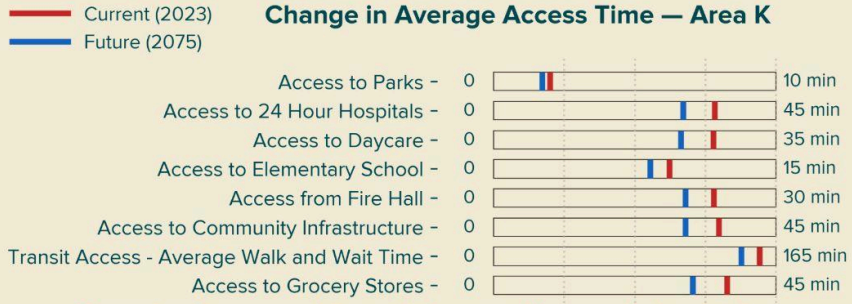
Scenario Assumptions

- The land use concept for Nakusp is kept to a bare minimum given strong constraints related to servicing, riparian impacts, and land capacity.
- Nakusp has also communicated they are strongly focusing on growing and developing within their own municipality. To this end, the Mixed Use node is an unlikely development form in this area, and is only included for the purpose of studying the impacts of a more diverse set of land uses, in service of a more complete community.

Potential Scenario Impacts - 2075

249	575	22%	53,000	140
New Units	New Residents	Housing Need Met	sqft of New Employment Space	New Jobs

Future Indicators Summarized



*Average travel times are population-weighted, so areas with more residents contribute more to the average than sparsely populated areas.

62% of ecologically intact land is potentially disturbed within the case study area

0 new residents are modelled within flood hazard lands

Figure 35. Potential community expansion scenario profile within the community East of the Airport, described in the text below.

Description

The land use concept for Nakusp is kept to a bare minimum, given strong constraints related to servicing, riparian impacts, and land capacity. Nakusp has also communicated that the Village is strongly focused on growing and developing within its own boundaries. To this end, the Mixed Use node is an unlikely development form in this area, and is only included for the purpose of studying the impacts of a more diverse set of land uses.

Assumptions

Mixed Use applies the same densities as RDCK Multi Unit Residential but allows for either standalone or ground floor commercial uses within a larger residential development. Commercial uses may only take up 30% of floor space (e.g. 1 floor in a three-storey building or one third of single-storey buildings).

Modelling Analysis

Modelling Factors

Land use modelling suggests a buildout of hypothetical 249 units to the year 2075 (using the HNR 20-year housing need trend projected out to 2075). This resulted in a buildout rate of approximately 5 units per year over the buildout period. The main driver of development in the model is each parcel's land use concept and its associated maximum allowed UPH/FSR (presented in table 38 below). Maximum FSRs for Mixed Use Commercial land uses vary depending on Fringe Planning Area and whether a standalone or ground floor commercial is considered for development. Once units are calculated based on the allowed density, a unit to population multiplier[47] is applied to calculate the potential population increase associated with new units (see table 39 below). The same approach is taken to predict the number of new jobs resulting from the net new non-residential floor area (square feet (sqft)) forecasted by the model (see table 40 below).

Table 38. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype[48]	Maximum Floor Space Ratio (FSR)	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

[47] Person per household values were based on the 2021 census and a historical change rate then applied to 2075.
[48] Please refer to the key terms section for definitions on each residential archetype.

Table 39. Unit to Population Multiplier

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

Table 40. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

Scenario Results

The land use scenario produces new units concentrated at the Mixed Use node and surrounding Suburban Residential area along Highway 23. Here, new land use models a maximum of 9 residential units per hectare and neighbouring areas range between 1 - 4 units per hectare. The overall impact of the model results in 249 new residential units (Figure 35 above). In terms of commercial use expansion, the mixed use allowances result in a maximum potential of 53,000 new square feet of employment space.

Scenario Impacts

Overall, modelling in Nakusp's Fringe Planning Area adjacent to the Airport could equate to a maximum of 249 potential new residential units. This translates to 575 new residents in the area by the year 2075 and would help to meet 22% of the housing need anticipated in Electoral Area K. The conceptualized 53,000 sqft of employment space would also help to support the community with an estimated 140 new jobs (Figure 35 above). Further, the modelling suggests a potential for 50 school aged children, 10 children under the age of 5. After modelling increased densities, baseline access indicators were reassessed with future need in mind, specifically with regards to additional demands on key destinations and amenities. With these minimal future demands in mind, no additional amenities were modelled.

Within Electoral Area K, the average drive time to a daycare is 27 minutes, whereas under the future scenario, average drive times to a daycare facility drops to 23 minutes under the conceptualised scenario. Based on the location of the Airport Case Study in Greater Nakusp, adding density here brings the average drive time to 24 hour hospital care down from 35 minutes to 30 minutes within Area K (see Figure 35 above).

In terms of ecological impacts, the conceptualised new land use does not model any new housing within hazardous flood areas. However, a maximum of 62% of ecologically intact land is potentially disturbed within the case study area.

Recommendations

The recommendations below are organized by the four complete community lenses: housing, infrastructure, community facilities, and transportation. They are key considerations representing one of many scenarios for future planning efforts to promote more complete neighbourhoods. As the RDCK prepares to review and update its regional planning documents and the Village of Nakusp reviews its own planning documents, these may be used as a starting point for collaboration and relationship-building and will need to be tested with the public through extensive community engagement.

In the case of Nakusp, recommendations are mostly focused on improving completeness within the village itself rather than exploring Fringe Planning Areas given none were particularly suitable for future planning efforts.

Housing

- Focus new residential development within the village boundaries, with a focus on 2-person units to address an increase in smaller household formations.

Infrastructure

- Focus new development in areas with existing servicing infrastructure capacity.
- Focus new infrastructure improvements within municipal boundaries before considering expansion outwards.

Community Facilities

- Encourage smaller neighbourhood-scale mixed-use and commercial uses in focused nodes where servicing infrastructure exists to increase access to key destinations and amenities for residents.

Transportation

- Work with BC Transit to further improve transit service within and to and from the Village of Nakusp.
- Expand the active transportation networks in and around the village.

Analysis Limitations

Through the analysis of baseline indicators and scenario modelling, technical data does not represent all aspects of the lived experience on the ground in the RDCK. Data alone can only describe what is present from an administrative perspective and further, only what has been measured by local, regional or national government agencies. Additionally, data are limited in quality, completeness and currency. While there is still significant value in these data, the following list indicates some key limitations regarding information used in creating both baseline indicators and modelled scenarios:

- Baseline mapping results represent the conditions at a specific point in time and may not reflect recent developments, infrastructure upgrades, or servicing changes;
- Drive time indicators use average speeds driven and does not consider traffic congestion or winter weather conditions or service disruptions to ferry crossing routes;
- Land inputs, specifically assessment data, may not completely capture multiple uses on certain parcels or land-intensive uses that do not have associated structures;
- The redevelopment potential indicators represent modelled potential rather than a guaranteed on-the-ground outcome;
- Estimates of non-residential floor area potential have been made irrespective of site conditions without consideration of access, constructability or demand;
- Estimates of future potential for schools and daycares are based on current trends regarding family formation and fertility and should be validated against available school district demographic studies; and
- Linear trended growth assumptions may be an oversimplification and ignore the relatively random cadence of development in the RDCK.

With these limitations and the inherent nature of a technical analysis in mind, the baseline indicator and scenario modelling results should be used to help support decision-making, but should be also considered alongside local knowledge, engineering expertise, and community input.

Regional Implementation & Recommendations

The scenario modelling undertaken as part of this project demonstrates that addressing local and regional community needs within the RDCK's Electoral Areas is technically feasible across a range of Fringe Planning Areas, provided that future growth is strategically planned, serviced, and supported by complementary community amenities. Through a complete communities lens, the scenarios illustrate how targeted land use changes, particularly the introduction of mixed-use nodes, diversified housing forms, and improved active transportation connections, can better align new housing supply with access to jobs, services, and community facilities.

Importantly, the land use concepts and modelling outcomes are not prescriptive. They represent hypothetical futures intended to test capacity, identify constraints, and understand trade-offs associated with different growth patterns over the long term. Across all Fringe Planning Areas, servicing capacity emerges as a critical component of feasible development. While several areas benefit from proximity to municipal servicing infrastructure, others face significant constraints related to water, sewer, topography, environmental sensitivity, or even ALR considerations. Addressing these constraints will require coordinated infrastructure planning, collaboration with neighbouring municipalities and service providers, and careful prioritization of investments to ensure growth occurs in locations that can be efficiently and sustainably supported.

To realize the full potential of this analysis, to implement more coordinated and effective regional planning, and to address challenges that could not be modelled but are just as critical to the health, safety, and liveability of RDCK communities, additional region-wide recommendations are listed below. Recommendations are each given a level of priority using the following symbols:

- High Priority (to be acted upon as soon as possible)
- Medium Priority (to be considered within the next 5 years)
- Low Priority (to be considered beyond 5 years)

Regional Growth Strategy

- Develop a Regional Growth Strategy (RGS) in partnership with all incorporated municipalities. In line with the *Local Government Act*, it should:
    - Avoid sprawl and focus development where adequate facilities exist or can be provided in a timely, economic and efficient manner;
    - Encourage settlement patterns that support active transportation and public transit;
    - Promote the efficient movement of goods and people while making effective use of transportation and utility corridors;
    - Protect natural assets;
    - Maintain the integrity of a secure and productive resource base, including the agricultural land reserve;
    - Foster economic development that supports the unique character of communities;
    - Seek to reduce and prevent air, land and water pollution;

- Plan for adequate, affordable and appropriate housing;
- Identify adequate inventories of suitable land and resources for future settlement;
- Protect the quality and quantity of ground water and surface water;
- Encourage settlement patterns that minimize the risks associated with natural hazards;
- Preserve, create and link urban and rural open spaces, including parks and recreation areas;
- Plan for energy supply and promoting efficient use, conservation and alternative forms of energy;
- Promote the good stewardship of cultural assets.

- Use the findings and recommendations from this study to promote fringe area planning that contributes to more complete communities throughout the region.
- Consider the establishment of "Growth Containment Boundaries" that identify where growth and where investments in infrastructure and services should be focused.
- Establish an internal steering committee with representation from each local government and First Nation to determine the full scope, process, and requirements for the RGS, and to shape and direct every step of the RGS' development.
- Conduct extensive community engagement as part of the process to develop the RGS, considering tools and approaches that inspire, create a common understanding, and convene people through deliberation and collaboration, like:
  - a citizens' assembly — a representative cross-section of the region's residents, who meet regularly and are provided with time, resources and a broad range of viewpoints to learn deeply about growth management and regional planning issues.
  - a regional charrette — a multi-day intensive workshop that moves from visionary to detailed in an iterative manner, combining public, interest-holder, staff and elected official inputs.
  - the transect — a tool to communicate settlement patterns and relationships that exist within a region, and to plant the seeds of a common language for most effectively managing further growth and development.
  - informative videos — to educate about the importance of planning for the future and inspire individuals to get involved.
- Ensure the RGS includes performance metrics to track progress towards achieving more complete communities.

Official Community Plans

- Ensure all Official Community Plans (OCP) are developed in concert with adjacent communities and respond to a future RGS' regional context statement.

- Undertake a comprehensive review of policies and objectives that shape development and identify and remove barriers to development that may contribute to community completeness.
- Plan for a greater mix of uses in existing communities, providing commercial, industrial and institutional uses within close proximity of homes.
- Place higher density residential land use designations in areas that can be well served by community infrastructure, public transit, active transportation, employment lands, and daily needs.
- Consider requirements for housing diversity on larger lots (e.g. over 1 hectare) that have appropriate servicing.
- Encourage housing forms that are adaptable for an ageing population, including plex-homes (duplex, triplex, fourplex), secondary suites (attached and detached), lock-off suites in apartment units, and more.
- Ensure a strong percentage of units in all residential development are built to adaptable dwelling unit standards.
- Ensure OCPs include performance metrics to track progress towards achieving more complete communities, such as access to key destinations and amenities.

Zoning Bylaws

- Remove regulatory barriers in residential zones that represent the type of housing most in need. This could mean more flexible lot coverage, heights and setbacks, fewer parking requirements, as-of-right zoning, and more.
- Remove regulatory barriers that prevent more mixed use neighbourhoods. This could mean greater allowances for childcare, home-based businesses, small scale commercial, light industrial, and institutional uses within residential zones.
- Develop Zoning Bylaws, especially in fringe areas where none exist that are identified for potential growth through an RGS process.

Development Permit Areas

- Use the full scope of development permit areas to:
    - Protect the natural environment, its ecosystems and biological diversity;
    - Protect development from hazardous conditions;
    - Protect farming;
    - Establish objectives for the form and character of commercial, industrial or multi-family residential development;

    - Establish objectives to promote energy and water conservation;
    - Establish objectives to promote the reduction of greenhouse gas emissions;

- Building off Electoral Area I's OCP, continue embedding development permit area guidelines within the Electoral Area's respective Zoning Bylaw to fully communicate expectations related to development.

Infrastructure Planning

- Study the potential of taking over private utilities to support continued expansion of water and sewer infrastructure in line with community development and housing goals.
- Discourage new, small-scale private infrastructure systems, especially where connection to community infrastructure is possible.
- Consider the full life-cycle costs and economies of scale when approving new servicing infrastructure.
- Continue installation of water meters and track trends on water usage with the objective of reducing overall consumption and preparing for potential drought conditions.
- Consider the cumulative effects of individual onsite septic systems when making land use decisions, and discourage individual onsite septic systems for smaller lots.
- Collaborate with the Province on monitoring the quality and quantity of water resources throughout the region.
- Support installation of green infrastructure systems that leverage and protect natural assets.
- Advocate for sustainable and resilient forest management practices that promote safe and effective stormwater management.
- Explore more decentralized, small-scale electricity generation like solar, wind, and biomass.

Transportation

- Collaborate with the Ministry of Transportation and Transit to make the best use of existing right-of-ways, with a focus on expanding active transportation options and transit amenities.
- As a regional team with each member jurisdiction, continue to collaborate with BC Transit and relevant advisory committees to improve transit service and to determine the right balance between bus frequency and geographic coverage of routes.

- Support active transportation connections and corridors between communities, to municipal centres, employment areas, recreational trails, parks, and other key destinations.
- Improve the accessibility and coverage of electric vehicle charging stations through updated parking requirements for new development and installation at community facilities.

Ecological Integrity & Climate Action

- Build upon the RDCK's 2021 asset management readiness assessment to establish a Natural Asset Management Framework that includes:
    - identification and assessment of natural assets
    - inventory of priority natural assets
    - evaluating the condition of priority natural assets
    - scenario exploration for natural asset management
    - implementation strategies
- Use all planning tools, including covenants, dedication, acquisition, zoning and development permit areas, to protect the integrity of ecological systems in the region.
- Incorporate climate change projections and hazard, risk and vulnerability assessments (HRVA) into regional planning, service delivery, and emergency management plans.
- Consider wildfire hazard mapping as a critical input for future land use planning.
- Adopt wildfire development permit area guidelines across all electoral areas by building off of Electoral Area I's example.
- Encourage best practices in mitigating wildfire risks such as requiring two access/egress points into new subdivisions and ensuring adequate water pressure and capacity for firefighting.
- Maintain a healthy, resilient tree canopy in communities by encouraging the planting of tree species that have large canopies and that are native and drought-tolerant.
- Provide shaded public areas near playgrounds, bus stops, parks, schools, and community centres.
- Limit expansive paved surfaces.

Recreation & Community Services

- Explore the use of Amenity Cost Charges to help fund the provision of new or upgraded community amenities like libraries and community halls.

- Update Parks, Recreation and Culture master plans to reflect the changing and evolving needs of growing communities in the region.
- Develop a full inventory of the recreation amenities available within each park in the region.
- Consider provision of recreation services beyond trails and active transportation, like flexible park spaces and indoor centres that can be used for sports, festivals, community gatherings, and more.

Ultimately, this report provides a technical foundation to inform upcoming updates to Official Community Plans, zoning bylaws, and other planning strategies. The scenarios and recommendations outlined herein should be interrogated and further developed through a robust, community-centred planning process that meaningfully involves residents, First Nations, service providers, elected officials and other interest-holders. Through this next phase of engagement and refinement, the RDCK can translate the insights from this modelling exercise into context-sensitive, locally supported planning solutions that address housing needs while reinforcing the long-term livability and character of its communities.

Appendix A - Methods

Data Compilation

Amenity Access Analysis

For the purposes of this project, the term amenities is used to describe the key destinations a resident may need to access. These include grocery stores, parks, education (elementary schools, secondary schools, daycares), community Infrastructure, hospitals and fire halls.

This indicator measures the relative access a residential parcel has to amenities, in comparison to all other parcels in the RDCK. Amenities align with the Complete Communities Guide, while also closely attuning to the unique rural context of the RDCK and include uses generally considered to be daily or essential needs.

Each amenity was analyzed using a technique called network analysis which considers network-based distances and drive times from origins to destinations. More succinctly, the project team determined the drive time from all residential parcels in the RDCK to each of the destinations described above. Each amenity was then compiled into a combined score, encapsulating residents' access to each amenity. The combined score was calculated by summing the normalised drive times for each of the above criteria.

Drive times to each amenity were normalised by calculating the 5th and 95th percentiles of distances. These values define the range for scaling, effectively clipping extreme outliers. If the field value is below the 5th percentile for distance (min_value), the normalised value is set to 0 (representing the parcels closest to the amenity, and therefore high access), and if the value is above the 95th percentile for distance (max_value), the normalized value is set to 1 (representing the parcels farthest from the amenity, and therefore low access). Otherwise, the normalised value is calculated using the min-max scaling formula:

$$normalised\ value = (value\ -\ min\_value)\ \div\ (max\_value\ -\ min\_value)$$

The normalised distances were then summed together into a combined score, which was separated into eighths. High Access is for parcels with scores in the bottom 12.5%, while Lowest Access represents parcels with scores in the top 12.5%.

Note that refinement of parks types was a limitation in regards to the parks access component within the combined indicator of Access to Key Destinations and Amenities. While access to parks reflects well across the region, note that mapping and analysing specific park amenities would be a stronger indicator in assessing where infrastructure and park-like facilities are in place (e.g. playgrounds, parks with washroom facilities, soccer fields etc), and would likely present more diversity in access. Unfortunately park amenity data was not available consistently across the region and it was not in scope to create this dataset.

Drive Time Network Creation

A network was created by the project team to simulate a realistic drive time someone may take using existing infrastructure, including streets, highways and ferry services, to access the amenities listed above. The effort involved ensuring connectivity and completeness of RDCK roads, manual digitizing and categorization of ferry crossings, and attribution with barriers for ferry wait and crossing times. The road network using GIS road centrelines derived from TomTom[49] which attributes road segments with speed limits as well as average speeds using traffic data during weekdays. The drive time calculated for amenities utilised the average speed attributed to roads to help model realistic drive times. Ferry wait and crossing times are derived from ferry time tables using average time between sailings and active sailing time.

Indicator Development Edited

Other indicators were considered during early development stages of the project. These indicators include forest cover, extreme heat, and wildfire smoke hazard. Forest cover was reasoned to be less comprehensive in classifying other ecologically important landcovers such as riparian areas and grasslands and was therefore replaced by the refined ecological integrity layer. Extreme heat is considered as an important hazard however, this mapping layer was deemed to be more suitable in understanding where urban heat island effects are having the most impact and can be used to understand where to target increased canopy cover, rather than using it for location optimization. Lastly, wildfire smoke hazard was deemed to be too variable to help consider growth potential and was therefore removed from consideration.

Scenario Development & Modelling

Current state

Understanding the current state largely depends on data from the Building Information Report (BIR) obtained from the BC Assessment Authority. The BIR is a dataset that compiles the tax records of every assessed building within a jurisdiction. LGeo's analysis adds a spatial component to the BIR by associating it to the RDCK's parcel fabric. In instances where multiple building information records exist for a single parcel, and vice versa, the data is flattened using LGeo's protocols. The BIR is known to be a challenging data source to work with, so high-level quality assurance and quality assessment were performed.

An analysis of the BIR data was executed to understand the current conditions in the community. This work is impactful for the purposes of the Community Needs Project as it indicates the overall supply and diversity of housing in the area, and illustrates potential opportunities for developments. The analysis team leveraged the current state conditions as an important input when conducting the development likelihood and Fringe Planning Area Modelling Scenarios.

[49] Road network dataset with speed limits and traffic statistics from TomTom MOVE Traffic Stats (TomTom International BV), accessed via TomTom MOVE portal, 2025.

Capacity Modelling

Fringe Planning Area land capacity was determined using residential units per hectare (UPH) and non-residential floor area ratios (FAR) specified by the hypothetical land use concept scenarios developed for each area (see table below). UPH and FAR maximum allowed densities were created for each land use (see table A1). The model did not build on constrained parcels, those categorized as heritage, parks or right of ways. Steep slopes and ecological sensitive areas were subtracted from the total parcel area to yield buildable parcel area, which is what the allowed density was applied to.

Table A1. Maximum densities by existing land use designations with allowable archetypes and associated non-residential assumptions

Landuse	Maximum Unit Per Hectare	Residential Archetype	Maximum Floor Space Ratio	Non-residential Archetypes
RDCK - Comprehensive Development	40	GO, SDD-S, SDD	-	-
RDCK - Country Residential	3	SDD-S, SDD	-	-
RDCK - Multi Unit Residential	30	APT (Low-Rise), GO	-	-
RDCK - Rural Residential	2	SDD-S, SDD	-	-
RDCK - Suburban Residential	15	GO, SDD-S, SDD	-	-
RDCK - Mixed Use Commercial	30	APT (Low-Rise), GO	0.4, 0.3, 0.35, 0.15	Commercial
RDCK - Industrial	-	-	0.05	Industrial

Based on the buildable area and the allowed density the model then estimates the maximum residential units and non-residential floor area for each parcel to 2075. Based on the future capacity results the model then calculates the gap between current and future units to allow for a better understanding of net new capacity. By using the established unit-to-population and sqft-to-employee multipliers (described in more detail below), the model is able to calculate the current and future estimated population as well as future job estimates from the non-residential capacity results.

Unit-to-Population Multipliers

To discuss scenario impacts and compare the results to current conditions, the project team needed to estimate population at the parcel level. To achieve this, the team mapped the dwelling types currently on the parcels (sourced from the BIR) to the census structural type of dwelling and household size results[50]. This provided the team with assumed population per dwelling values for each housing typology in the RDCK for 2021.

[50] Statistics Canada. 2021. Census Profile, 2021 Census of Population: Central Kootenay. https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=central%20kootenay&DGUIDlist=2021A00035903&GENDERlist=1,2,3&STATISTIClist=1,4&HEADERlist=0

A note that LGeo's usual unit-to-population multiplier creation approach did not work well for the RDCK context. This method usually entails running a linear regression model on dissemination blocks (DBs) using the 2021 census total DB population as the dependent variable, and number of units by dwelling type (which existed in 2021, sourced from the BIR) per DB as the independent variable. Data limitations on multi-family type developments in the area caused unreliability in the regression model. Therefore, a decision was made to regard the 2021 census reported multipliers as the best source of unit-to-population data available.

Table A2. 2021 Unit to population multipliers for RDCK

Residential Archetype	2021 Person per Household
Ground Oriented (GO)	1.95
Apartment (APT)	1.6
Single Detached Dwellings (SDD)	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1

To apply these multipliers to other years, the team looked at the change rates between the 2006[51] and the 2021 Census to determine how household size by housing typology was changing, and apply that growth rate to calculate the "future" 2075 population.

The project team calculated the **annual change rate** between the 2006 and 2021 census:

$$= \frac{Census\ 2021\ ppdwell - Census\ 2006\ ppdwell}{(2021-2006)}$$

Where *ppdwell* stands for people per dwelling.

The **annual change rate** was then used to calculate the **growth factor**, in order to create population per dwelling values for future years.

$$= \frac{(Annual\ Change\ Rate * (future\ year - 2021)) + Census\ 2021\ ppdwell}{Census\ 2021\ ppdwell}$$

Table A3. Unit to population multipliers, change rates and growth factors for the RDCK.

Residential Archetype	Population per Dwelling 2006	Population per Dwelling 2021	Census Annual Change Rate	Growth Factor (2021 to 2075)

[51] Statistics Canada. 2006. Structural Type of Dwelling and Household Size for Occupied Private Dwellings, 2006 Census of Population: Central Kootenay. https://www12.statcan.gc.ca/census-recensement/2006/dp-pd/tbt/Rp-eng.cfm?TABID=2&LANG=E&APATH=3&DETAIL=1&DIM=0&FL=A&FREE=1&GC=0&GK=0&GRP=1&PID=89072&PRID=0&PTYPE=88971&S=0&SHOWALL=No&SUB=0&Temporal=2006&THEME=69&VID=0&VNAMEE=&VNAMEF=

	Census	Census	(2006 to 2021)	
Apartment (APT)	1.5	1.6	0.0067	1.23
Ground Oriented (GO)	1.85	1.95	0.0067	1.18
Single Detached Dwellings (SDD)	2.3	2.3	0	1
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1	0	1

The population per dwelling multipliers for 2021 are then multiplied by the appropriate growth factors to get the population per dwelling values for 2075.

$$= Growth\ Factor\ for\ the\ year\ 2075\ \ *\ \ Census\ 2021\ ppdwell$$

Table A4. Population per dwelling multipliers for 2021, and 2075 for each dwelling type.

Residential Archetype	2021 Person per Household	2075 Person per Household
Ground Oriented (GO)	1.95	2.31
Apartment (APT)	1.6	1.96
Single Detached Dwellings (SDD)	2.3	2.3
Single Detached Dwellings with a Suite (SDD-S)	2.1	2.1

To calculate population, the number of units for each parcel was multiplied by the population per dwelling for the appropriate dwelling type and year (2021 for current population, and 2075 for future populations). Current population was calculated by multiplying the number of units recorded in the 2023 BC Assessment Building Information Report by the 2021 population per dwelling multiplier.

Typically the project team would have created an intermediate 2023 dwelling multiplier to apply to the current state, however, in this case the difference between the 2021 and 2023 values were modest and would not have significantly refined the model. Therefore the 2021 multiplier was used to calculate population estimates for the current 2023 state.

Future population was calculated for each scenario by multiplying the future number of units built by the model by the 2075 population per dwelling multiplier (see Tables above).

Sqft-to-Employee Multipliers

The team created a square-foot-per-employee multiplier to estimate job capacity from the modelled non-residential results. While the BIR analysis categorized all current employment types, the future capacity model focuses specifically on new retail and industrial floor area; therefore multipliers were only required for those two non-residential categories.

To derive the multipliers, the team aggregated regional industrial and retail square footage from BIR parcel data, then divided those totals by the 2021 census reported employment data[52] for the respective sectors.

Table A5. 2021 census RDCK Occupation - Broad category - National Occupational Classification (NOC) 2021

Industry	Subtype	Industry Population
Retail	retail	14,648
Industrial	manufacturing	9,136
Industrial	utilities	1,100
Industrial	waste management	4,996
Industrial	wholesale trade	1,480

Table A6. Square Footage to Employee Multiplier

Non-residential Archetype	2075 Sqft per Employee
Commercial	379
Industrial	502

ALR Consideration Methods

Soil quality was mapped using Canada's Land Inventory (CLI) which classifies land capability for agriculture[53]. To classify soils as "Good" within the region, a decile weighted combined score was derived using the CLI agriculture capacity classification schema. Up to 3 potential soil components are listed for each area with their associated deciles which account for how dominant each component is within each mapping polygon (more information on the makeup and structure of CLI's data can be found online at: https://sis.agr.gc.ca/cansis/nsdb/cli/index.html). Areas with good soil quality were identified by selecting polygons with combined scores less than or equal to 3, equating with CLI definitions of high-quality to moderately good agricultural soils (Table A5 below).

[52] Statistics Canada. 2021. Census Profile, 2021 Census of Population: Central Kootenay. https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=central%20kootenay&DGUIDlist=2021A00035903&GENDERlist=1,2,3&STATISTIClist=1,4&HEADERlist=0

[53] Agriculture and Agri-Food Canada. (2013). Overview of classification methodology for determining land capability for agriculture. Canadian Soil Information Service (CanSIS), National Soil Database (NSDB). Government of Canada. Retrieved from https://sis.agr.gc.ca/cansis/nsdb/cli/classdesc.html.

Table A7. Soil classes within the CLI

Classes	Soil Description
1	Soils in this class have no significant limitations in use for crops.
2	Soils in this class have moderate limitations that restrict the range of crops or require moderate conservation practices.
3	Soils in this class have moderately severe limitations that restrict the range of crops or require special conservation practices.
4	Soils in this class have severe limitations that restrict the range of crops or require special conservation practices.
5	Soils in this class have very severe limitations that restrict their capability in producing perennial forage crops, and improvement practices are feasible.
6	Soils in this class are capable only of producing perennial forage crops, and improvement practices are not feasible.
7	Soils in this class have no capacity for arable culture or permanent pasture.
0	Organic Soils (not placed in capability classes).

Appendix B - Additional Mapping

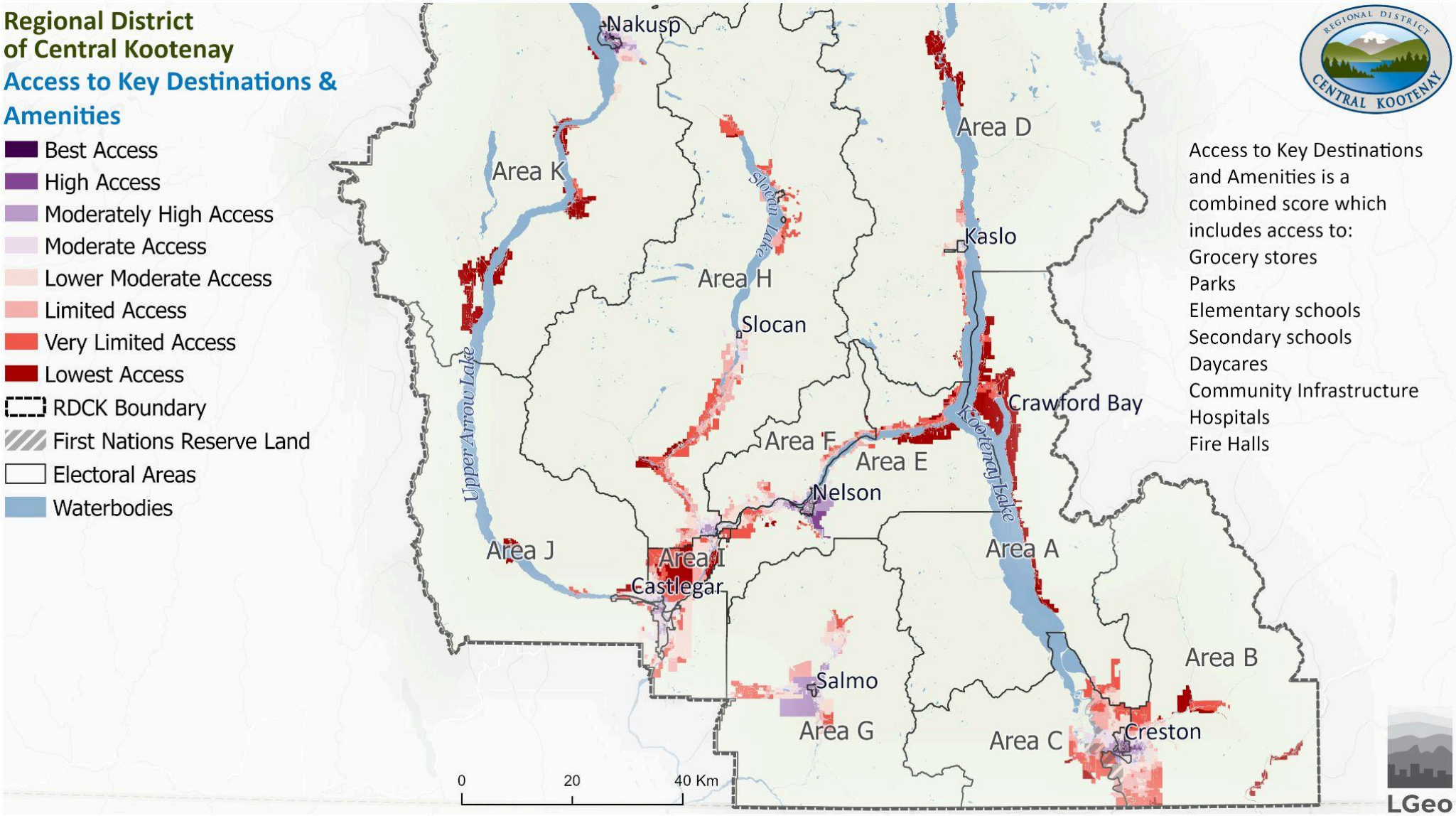


Figure B1. Map of combined access scores for key destinations and amenities.

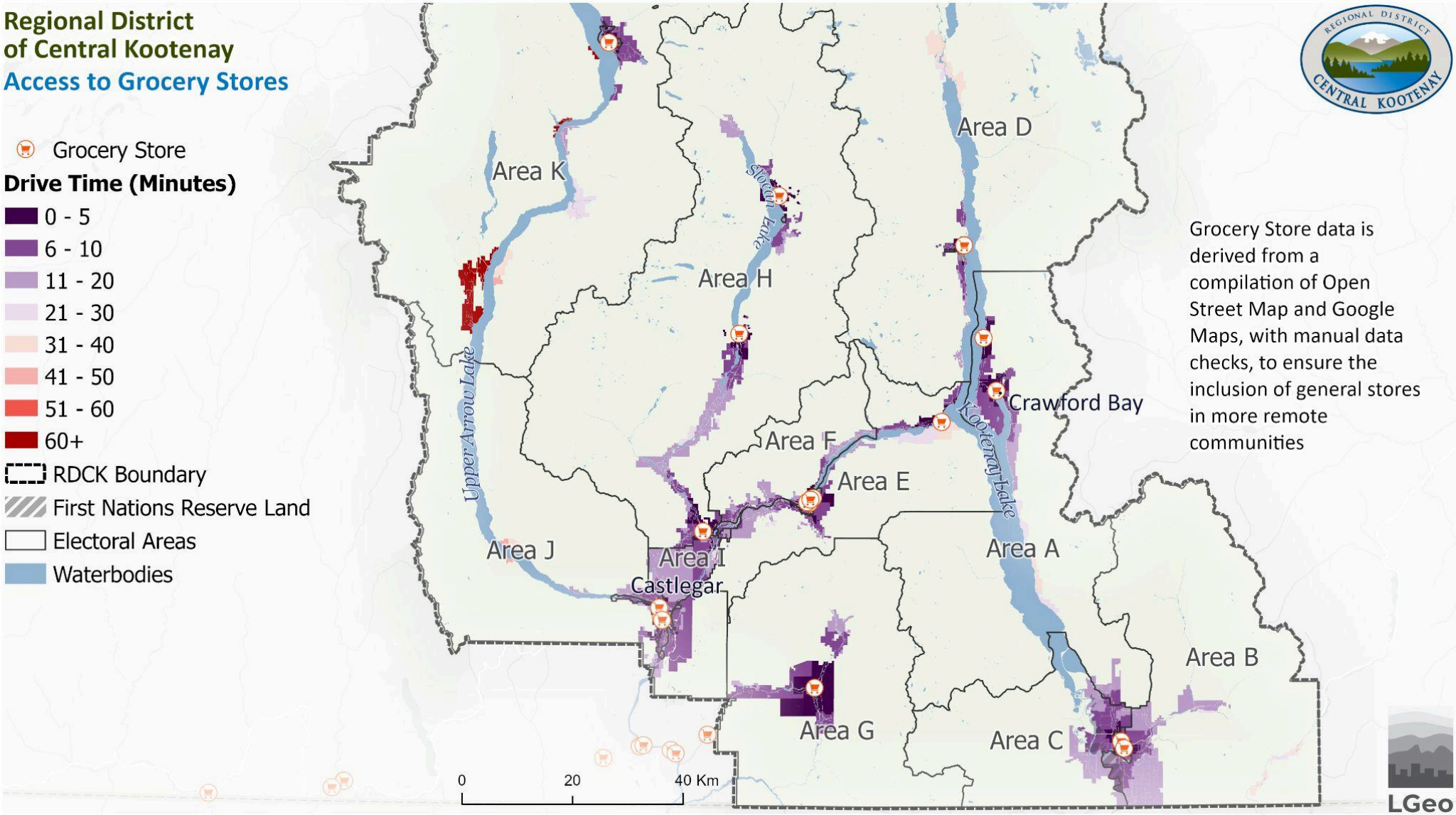


Figure B2. Map of drive time to the nearest grocery store from every parcel in the RDCK.

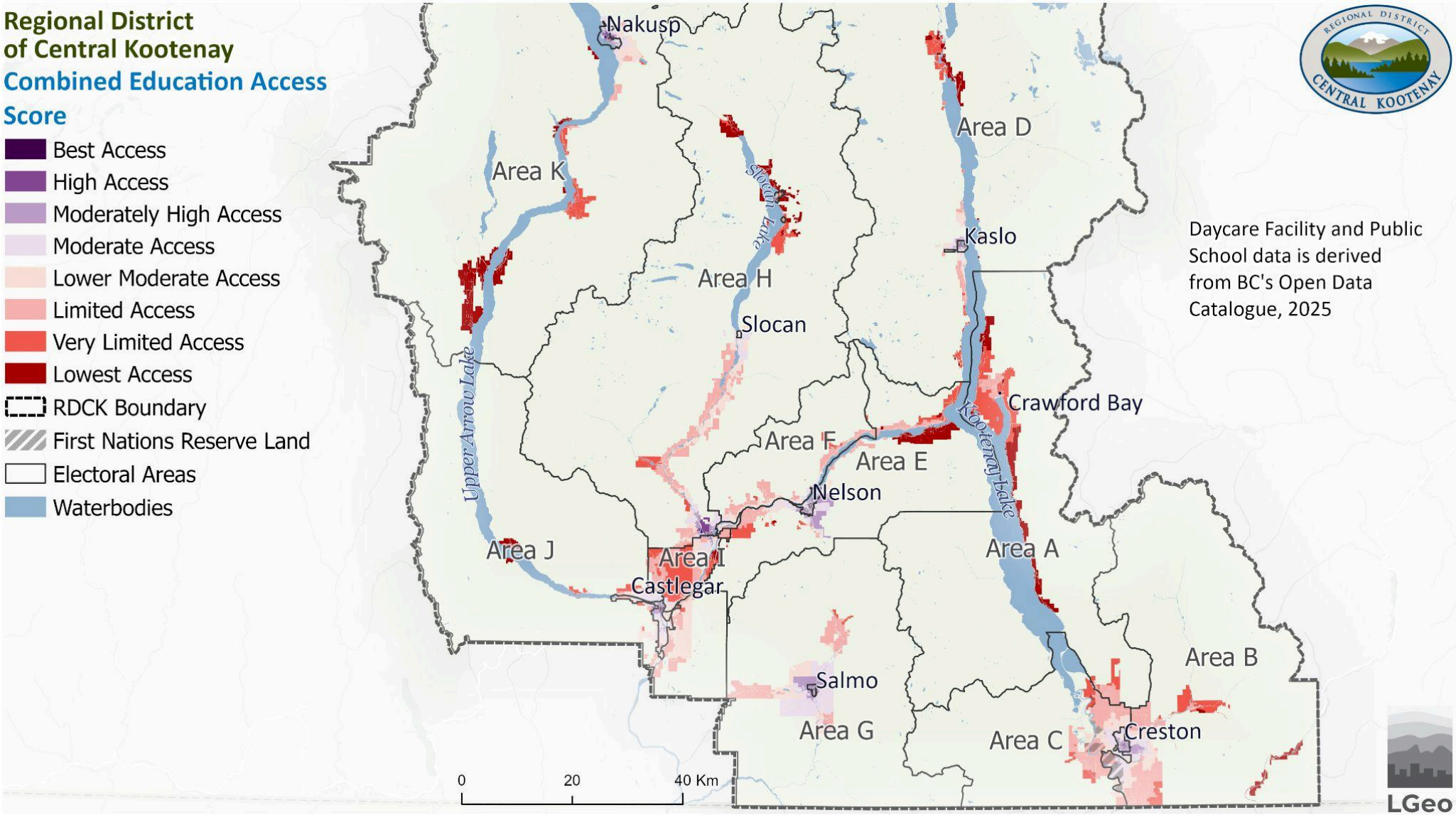


Figure B3. Map of combined education access including access to elementary, secondary and daycare from every parcel in the RDCK.

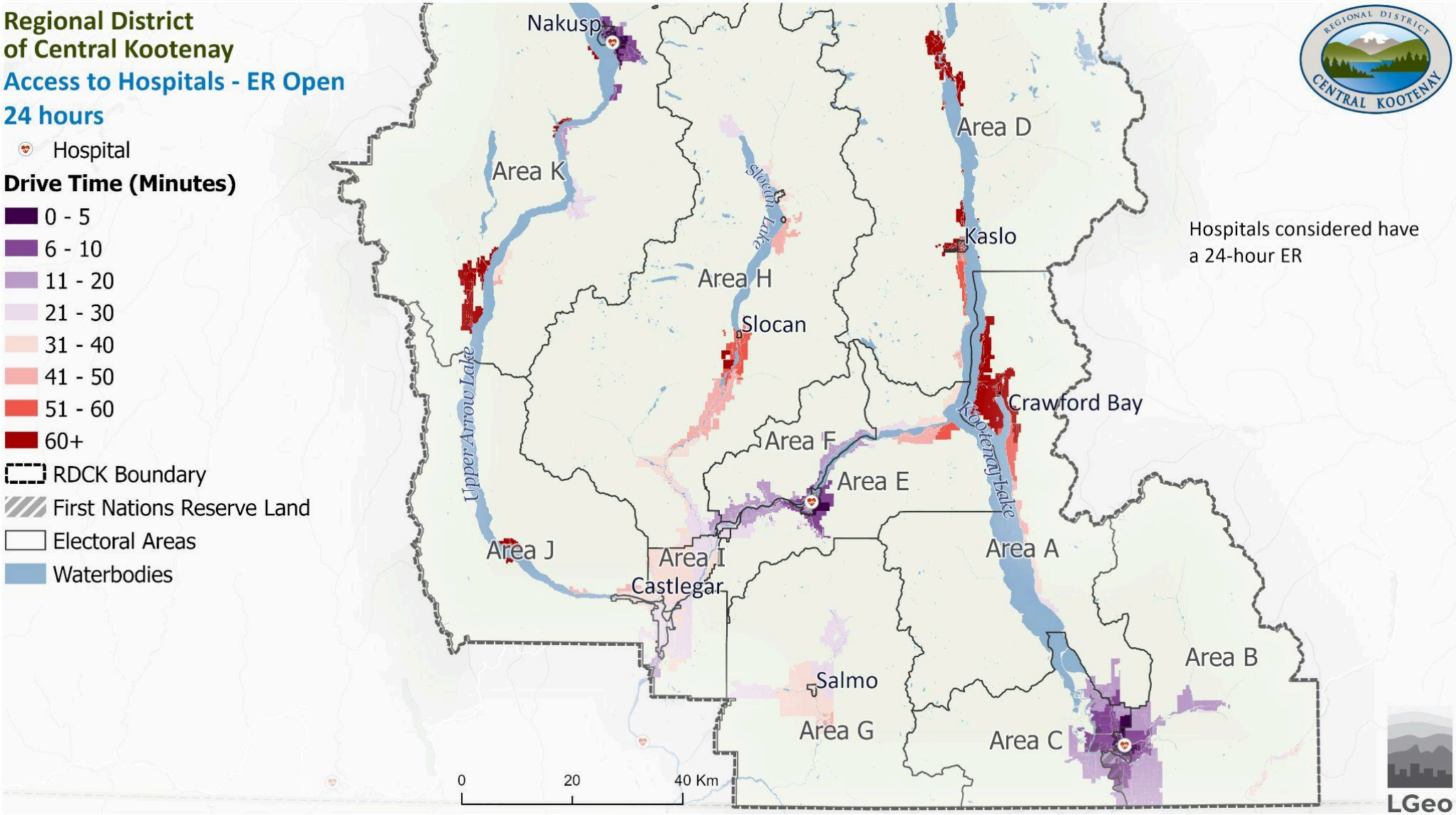


Figure B4. Map of drive time to the nearest 24 hour hospital facility from every parcel in the RDCK.

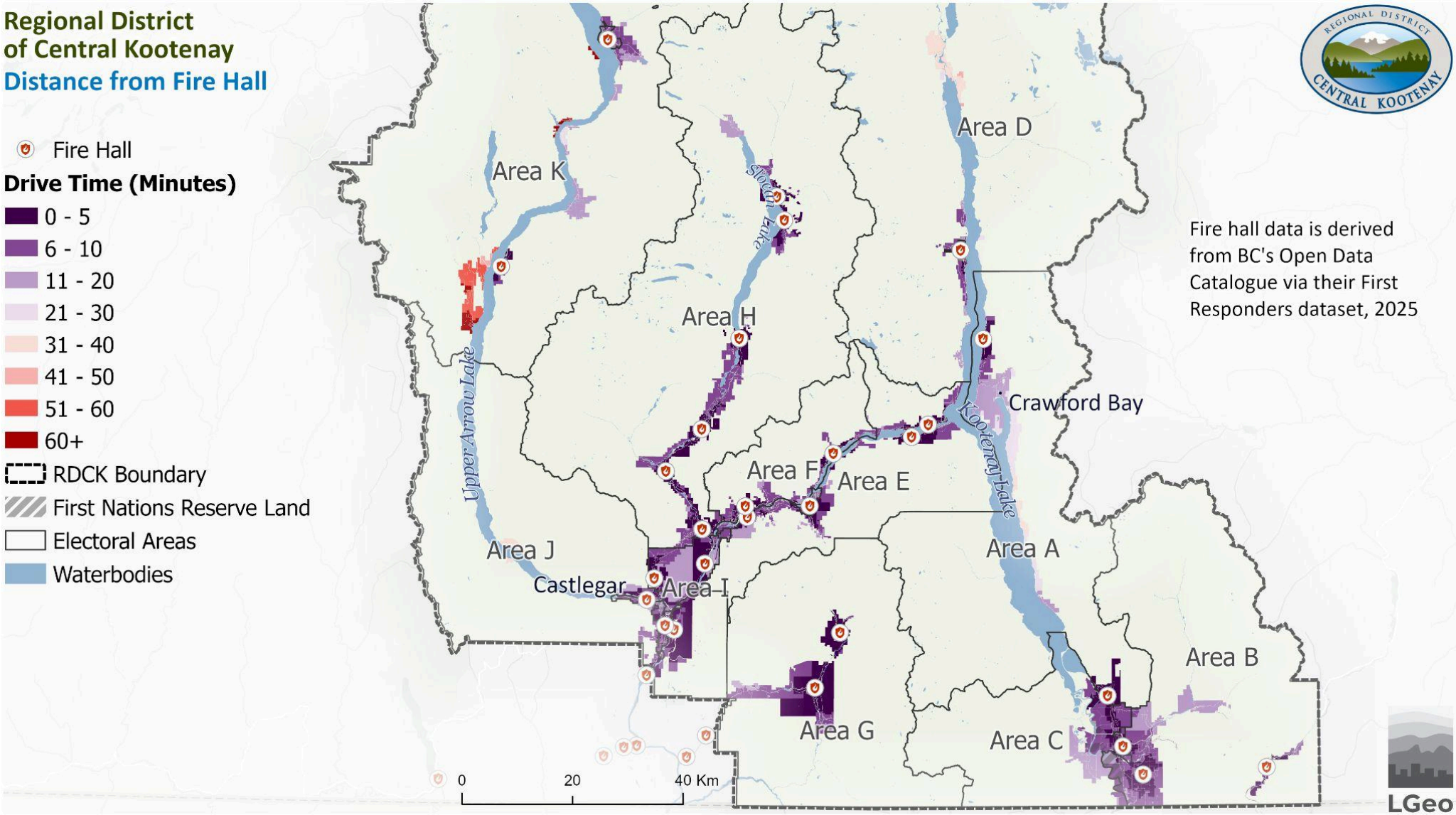


Figure B5. Map of drive time to the nearest fire hall from every parcel in the RDCK.

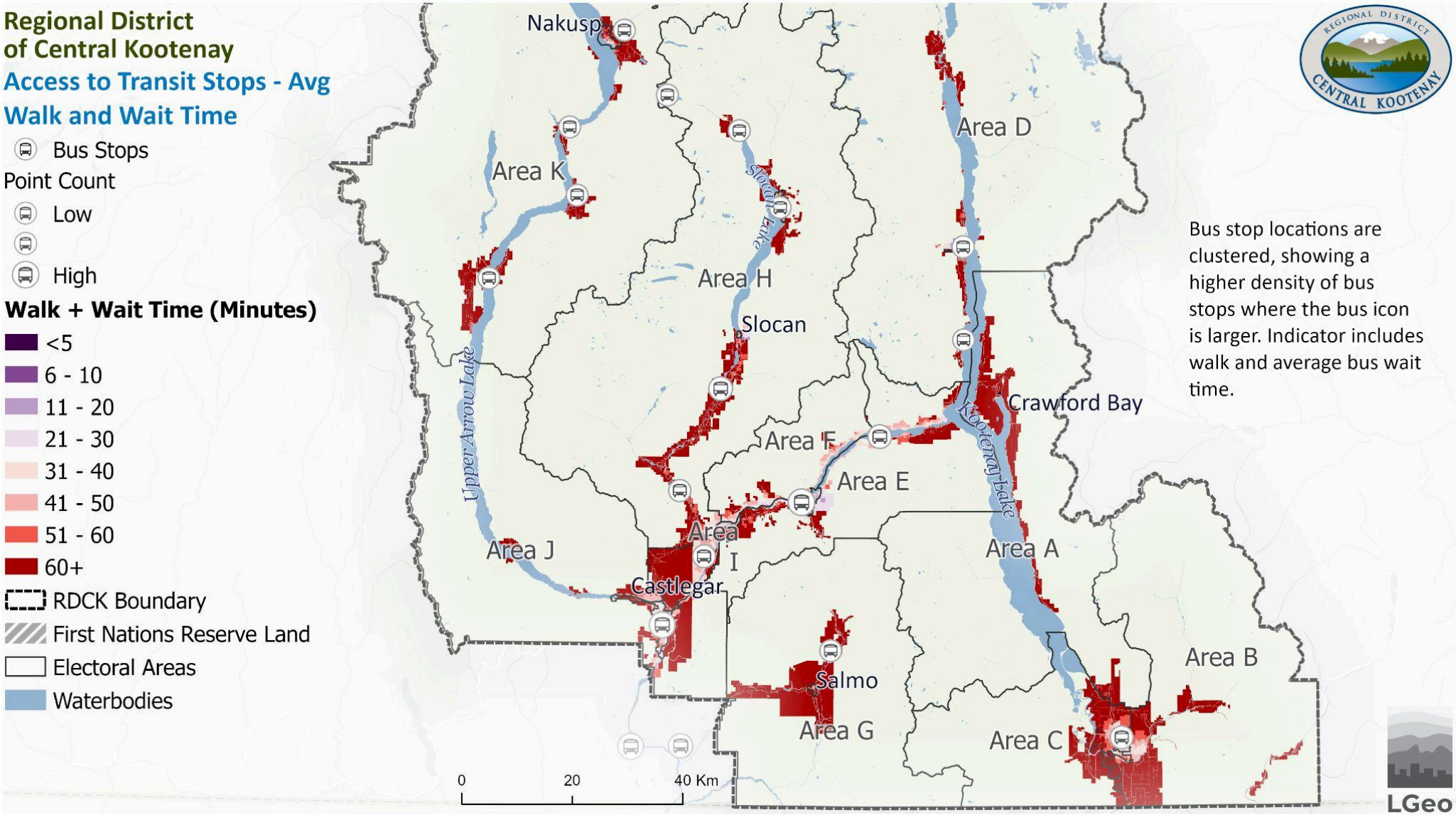


Figure B6. Map of walk and wait time at nearest bus stop from every parcel in the RDCK.

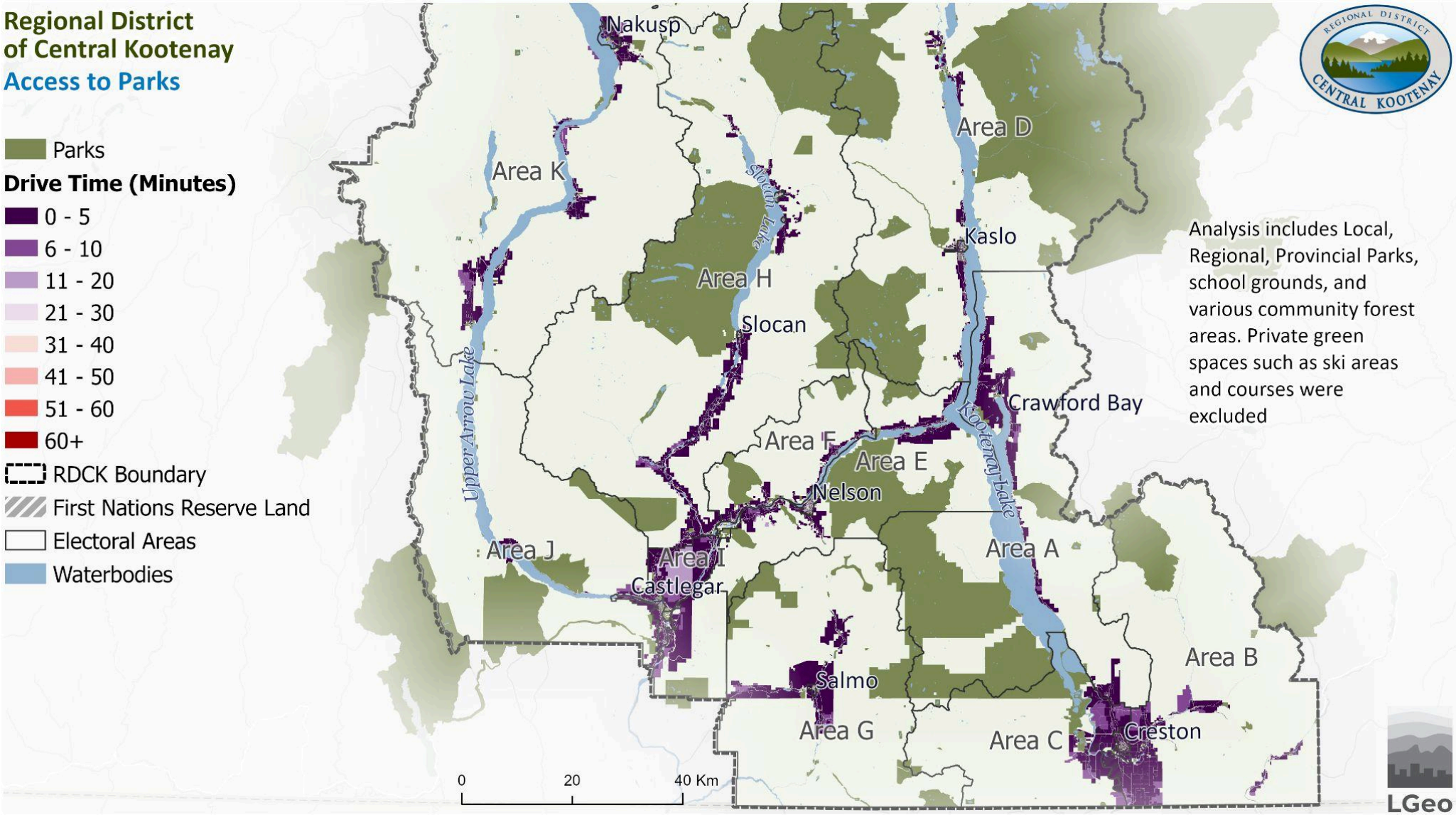


Figure B7. Map of drive time to the nearest park from every parcel in the RDCK.

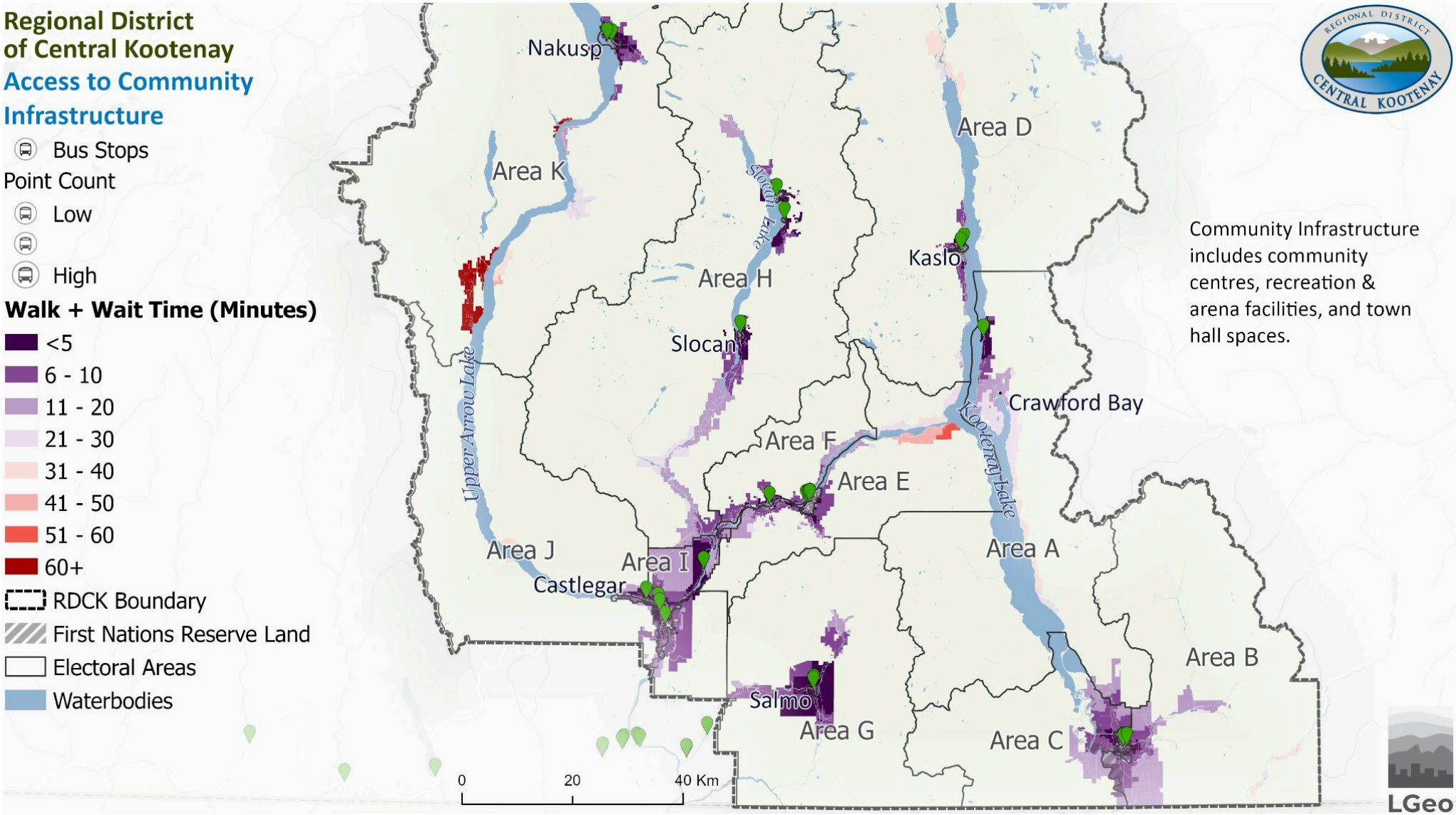


Figure B8. Map of drive time to the nearest community space from every parcel. Community spaces include community centres and town hall gathering spaces.

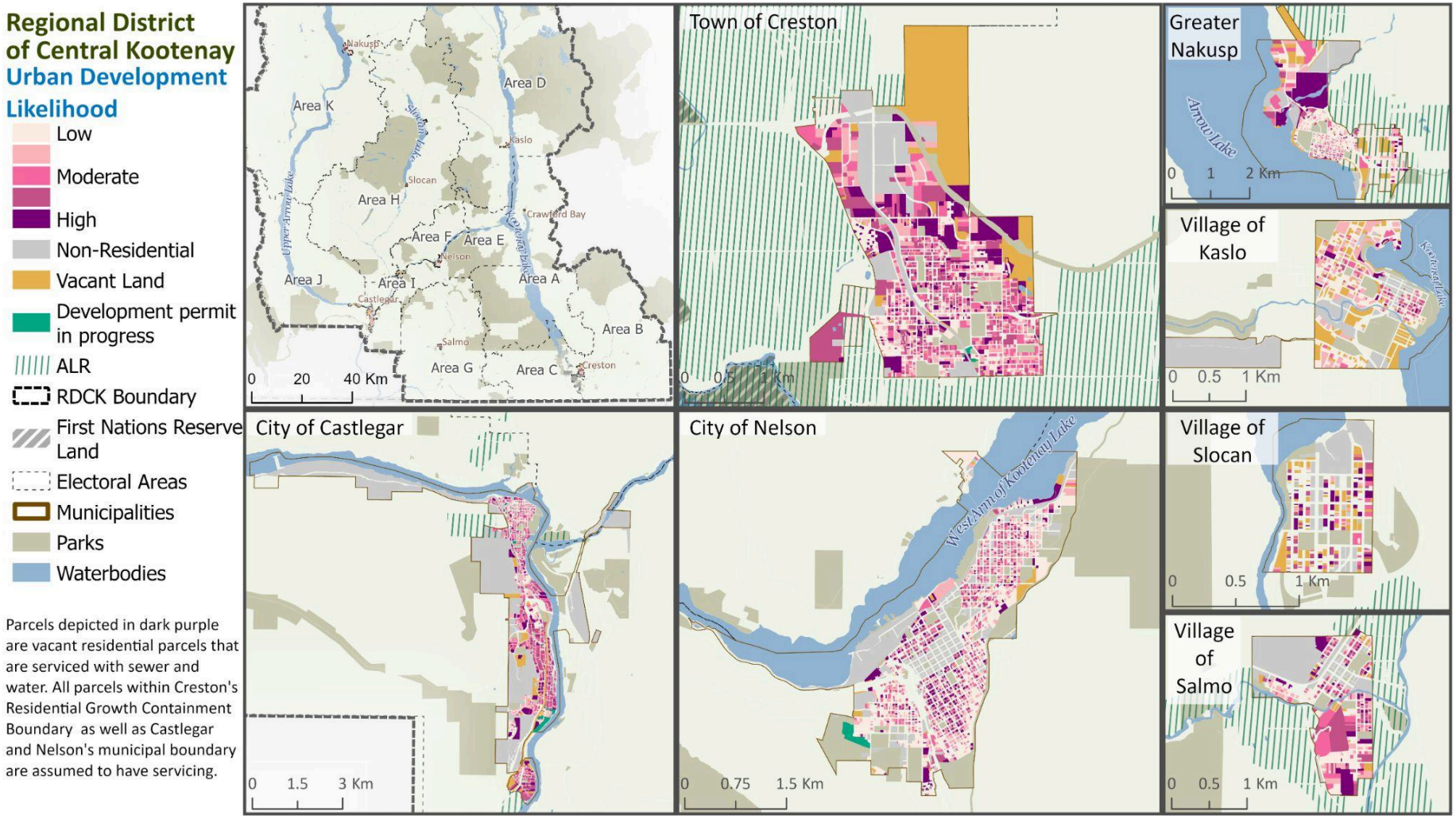


Figure B9. Urban development likelihood score at the parcel scale.

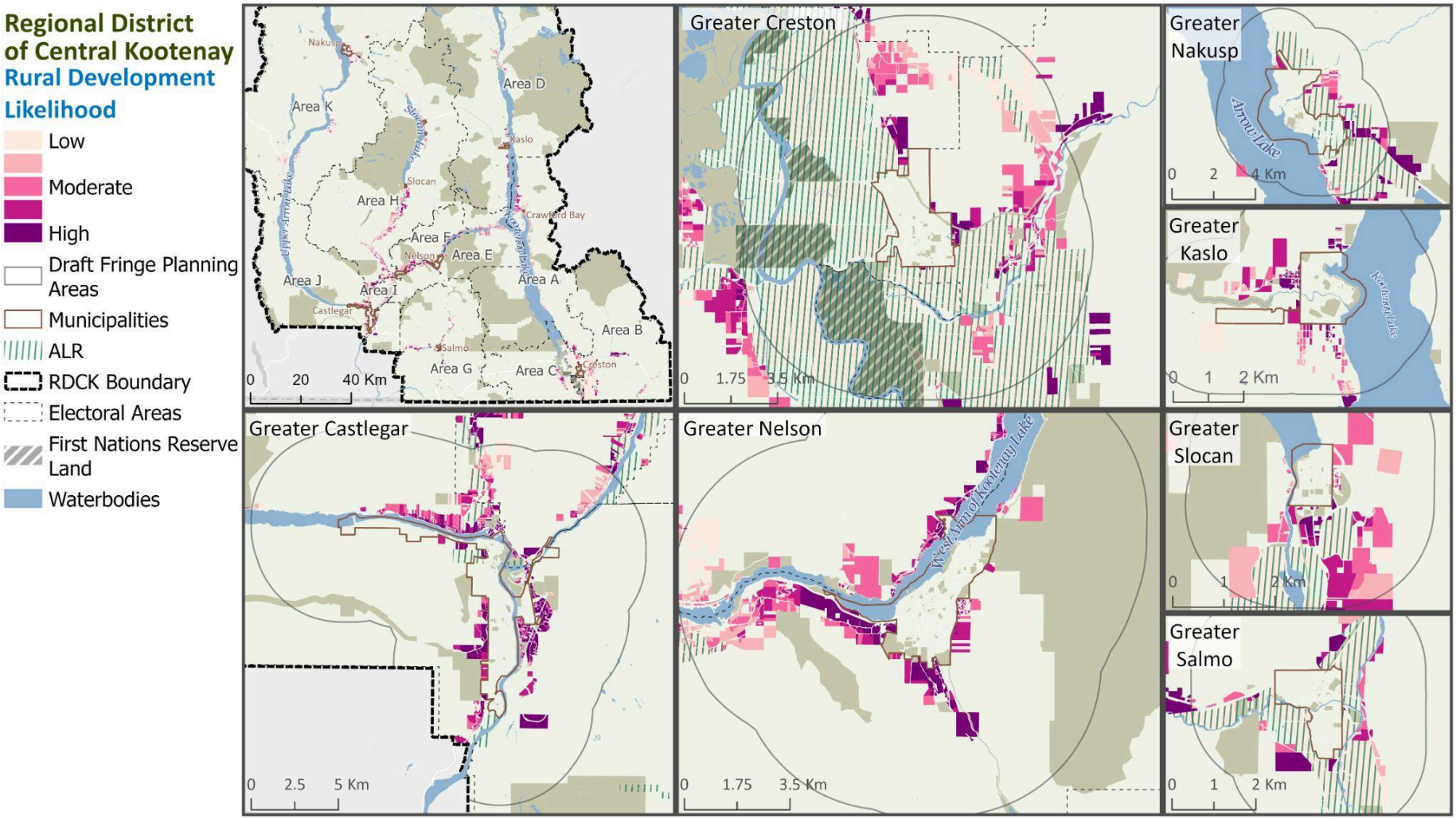


Figure B10. Rural development likelihood score at the parcel scale.

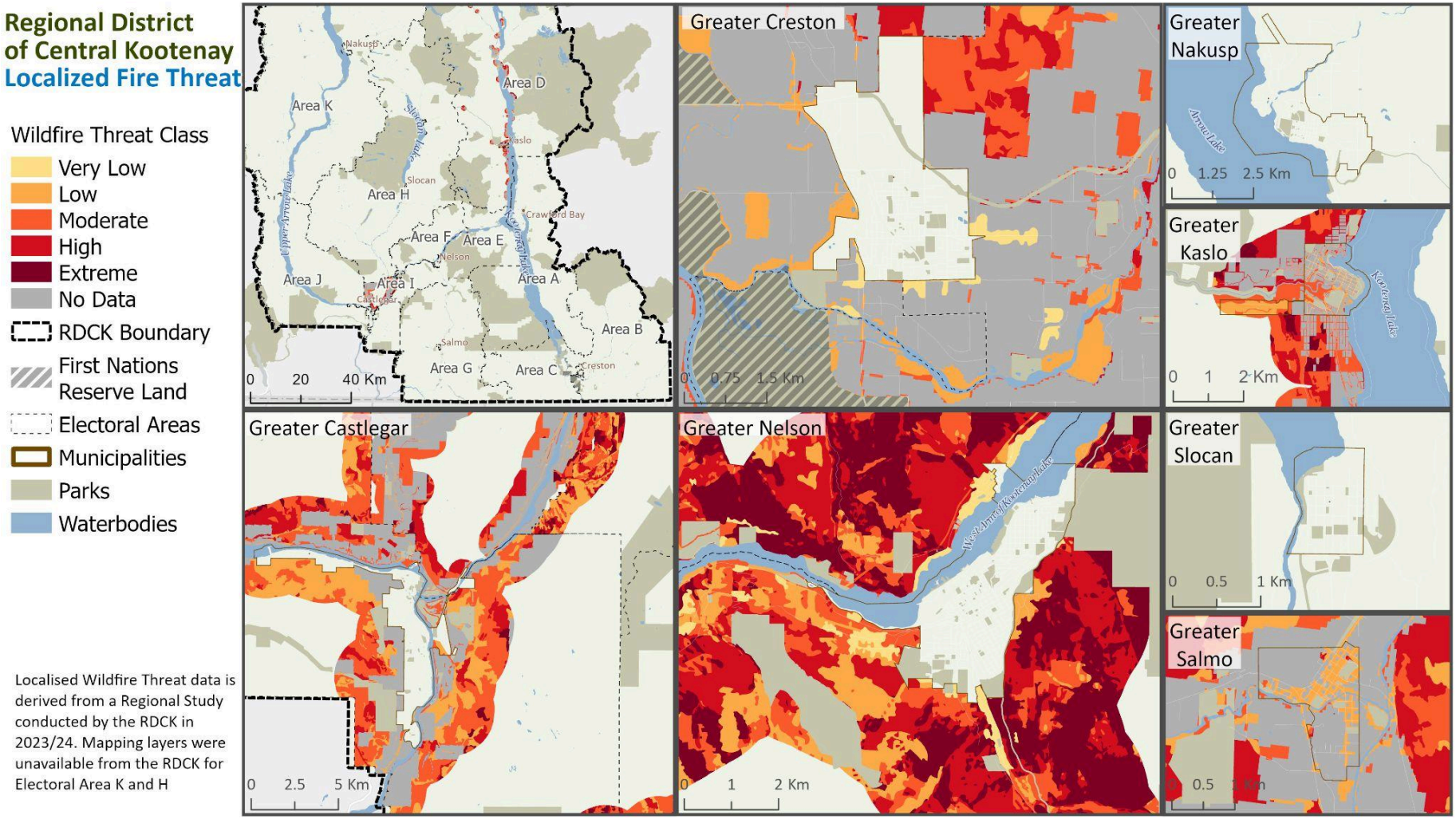


Figure B11. Fire threat for Fringe Planning Areas with available RDCK data. Fire threat was not used as an indicator in this project, however it is still an important factor to consider in relation to future growth and mitigation efforts.

Appendix C - Engagement Summary