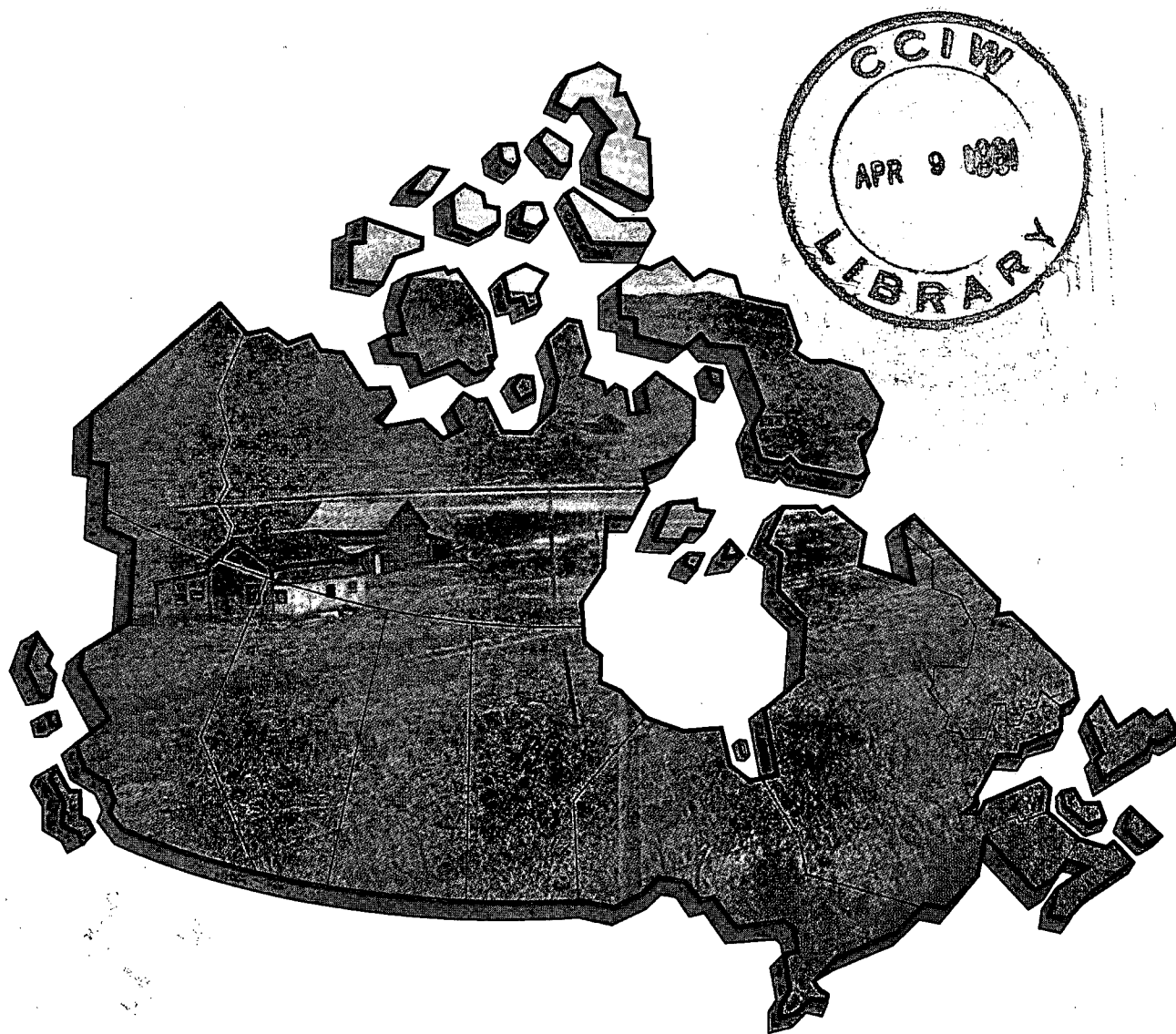


LAND USE IN CANADA SERIES

NUMBER 13

#13

THE AGRICULTURAL LAND RESERVES OF BRITISH COLUMBIA: AN IMPACT ANALYSIS



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LAND USE IN CANADA SERIES

The Land Use In Canada series is designed to address major land use issues and problems in Canada. The papers, produced by and for the Lands Directorate of Environment Canada, examine the causes and consequences of major land problems and land use trends throughout Canada and the role of various government programs in effecting solutions. Incorporating the earlier series entitled "Land Use Programs in Canada" which reviewed the land use programs of Canada's ten provinces, the series examines activities affecting the use of Canada's land from a national perspective.

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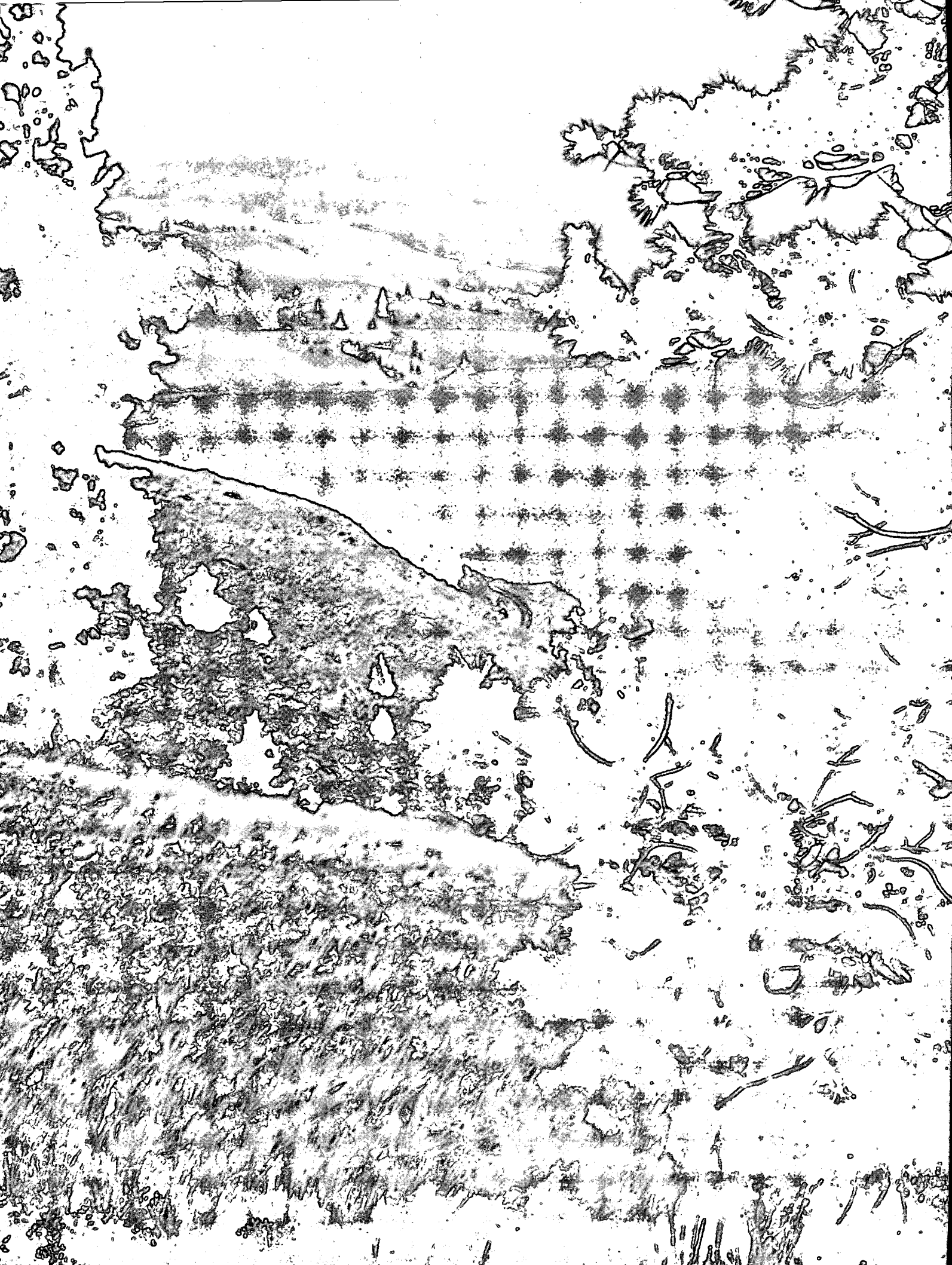
**THE AGRICULTURAL LAND RESERVES
OF BRITISH COLUMBIA:
AN IMPACT ANALYSIS**

By

Edward W. Manning and Sandra S. Eddy

**Lands Directorate
Environment Canada**

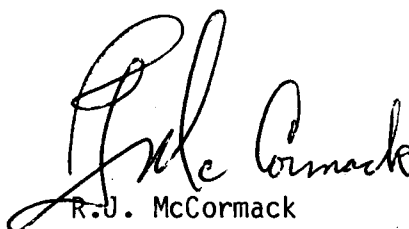
**Ottawa
November 1978**



PREFACE

The rapid urbanization and industrial growth of Canada has often occurred at the expense of Canada's best farmland. In many parts of the nation, the loss of prime agricultural land has become a public issue. Any positive action taken to protect Canada's productive farmland is therefore of nationwide interest. The government of British Columbia has been the first jurisdiction in Canada to take comprehensive action aimed specifically at preserving agricultural land for present and future agricultural use. It is important to understand whether steps taken in this direction have achieved their stated aims and what the impact of various legislative tools is on the owners and users of the land.

The Lands Directorate of Environment Canada is engaged in a continuing program of research into the causes and consequences of land problems and issues in Canada and the means by which they can be resolved. The investigation of the impacts of the British Columbia Agricultural Land Reserves, undertaken with the full cooperation of the British Columbia Land Commission, is one of a series of investigations into the significance of federal and provincial programs that affect the use of the land resource. Hopefully, through a better understanding of land and of measures designed to influence its use, Canada will benefit from the fruit of wise management of this basic resource.

A handwritten signature in dark ink, appearing to read 'R.J. McCormack', is positioned above the printed name.

R.J. McCormack

Director-General

Lands Directorate

PRÉFACE

Au Canada, l'urbanisation et l'industrialisation rapides se sont souvent faites au détriment des meilleures terres agricoles. Dans plusieurs régions, la perte de ces terres a suscité un débat public. Aussi, est-il naturel que l'adoption de toute mesure protectrice à l'égard des terres agricoles productives soit d'intérêt national. Le gouvernement de la Colombie-Britannique a été le premier au pays à mettre en oeuvre une politique pour protéger l'utilisation immédiate et future des terres agricoles. Il devient donc important de déterminer si les mesures de protection ont atteint leur but et de vérifier quelles sont les répercussions des diverses interventions législatives sur les propriétaires et les utilisateurs de ces terres.

La Direction générale des terres d'Environnement Canada poursuit un programme permanent de recherche sur les causes de conflits d'utilisation des terres au Canada, ainsi que sur leurs conséquences et leurs solutions. L'enquête sur les incidences de la création des réserves de terres agricoles en Colombie-Britannique, entreprise par la Direction en collaboration avec la Commission des terres de cette province, constitue une des nombreuses enquêtes menées en vue de déterminer dans quelle mesure les programmes fédéraux et provinciaux influent sur l'utilisation des terres. Le Canada devrait, par une meilleure connaissance de son potentiel agricole et par une meilleure compréhension des mesures destinées à influencer sur l'utilisation des terres, profiter de la gestion avisée de cette ressource essentielle.



R.J. McCormack
Directeur général
Direction générale des terres

EXECUTIVE SUMMARY

In December 1972, the Government of British Columbia froze high capability agricultural land and began a process whereby most of the province's land with agricultural potential was designated as Agricultural Land Reserves. Within these reserves, the intention was to preserve agricultural land for possible future agricultural use. At the same time, many expectations were voiced regarding the expected contribution of this legislation to the maintenance of a viable farming community. This paper analyzes the impacts that the Agricultural Land Reserve legislation and its implementation have had, in terms of preserving agricultural land and maintaining viable farming units.

This analysis, which is based on interviews with over 800 randomly selected landholders in 12 study areas throughout British Columbia, concludes that the legislation has indeed achieved its stated aim: the reservation of agricultural land for future agricultural use. Analysis also points out that the legislation has contributed only slightly towards the maintenance of viable farm units, and many other factors that affect the viability of farms must be addressed in order to ensure the permanent maintenance of a viable farm community in British Columbia.

While the Agricultural Land Reserve legislation has effectively limited the alienation from agricultural or agriculturally compatible uses, of most of the high quality agricultural land of British Columbia, it has also had a number of interesting side effects. The freeze and subsequent legislation contributed to a distinct increase in urban housing prices between 1973 and 1975. Many individuals were affected by the implementation, as their opportunities for sale for non-agricultural uses or subdivision were eliminated. There still is some discontent among landholders with respect to some of the methods of implementation and of the definition of the land for inclusion. In general, however, the land

reserve legislation was favourably received by an 80% majority of landholders surveyed in the study. Many have also cited the land reserve legislation as a major factor affecting their current use of the land or their plans for the future. In sum, the legislation can be viewed as a success in achieving its stated aim although not without some price being paid by individual landholders.

How to read this paper

Because of the extensive nature of the survey and analytical work done to evaluate the impact of the Agricultural Land Reserves, the following paper contains several lengthy data chapters. For those who are interested in a general review of the problem addressed and the conclusions reached it is possible to read chapters 1 and 8 only. These present the general background and concern of the study and the conclusions relating to the achievement of the goal of reservation of agricultural land, the impact on farm viability and the general problems encountered in the implementation of the reserves.

For those interested in a deeper analysis of the data, the body of the paper contains a considerable quantity of materials relating to specific aspects of the Agricultural Land Reserves and their impact. A review of the Agricultural Land Reserve legislation and the history of its introduction and implementation is contained in chapter 2. A detailed examination of the research problem and the discussion of the methodology used for the analysis of the impact of the reserves is contained in chapter 3.

Chapters 4, 5 and 6 deal specifically with the data that were obtained in the research program and present a series of tables showing the nature of the landholdings and the land users, the type of changes that occurred during the 1972-1977 study period, and the kind of impacts the Agricultural Land Reserves had on landholders.

The impact of the Agricultural Land Reserves on the land market is addressed in chapter 7 with particular reference to the speculative activities of various landholders affected by the reserves.

To supplement the analytical materials presented in the body of this paper, a detailed series of appendices are included to present the legislation itself, statistics relating to appeals made under the legislation for alterations in land use or subdivision, and the questionnaire used for the field study. These materials constitute a reference of basic materials to the study.

CONDENSÉ

En décembre 1972, le gouvernement de la Colombie-Britannique "gelait" les meilleures terres agricoles et mettait sur pied un processus pour désigner comme réserves de terres agricoles la plupart des terres de la province jugées favorables à la culture. La création de ces réserves avait pour but de conserver les terres agricoles pour fins de culture dans les années à venir. On comptait alors assurer la viabilité de la communauté agricole. Le présent ouvrage analyse donc les effets de la Loi sur les réserves de terres agricoles et son application sur la préservation de telles terres et sur le maintien d'exploitation agricoles viables.

Selon les conclusions de cette analyse, basée sur une enquête menée, auprès de 800 propriétaires de terres, choisis au hasard dans 12 zones d'étude de l'ensemble de la Colombie-Britannique, la Loi a en effet atteint son but, de plus, elle n'a contribué que légèrement au maintien d'exploitation agricoles viables, et plusieurs autres facteurs doivent être considérés si l'on veut garantir la viabilité d'une communauté agricole en Colombie-Britannique.

Par ailleurs, bien que la Loi ait réussi à limiter l'alinéation des meilleures terres agricoles ou de celles dont l'utilisation est compatible avec l'agriculture, elle a toutefois entraîné plusieurs effets secondaires intéressants. Ainsi, avec le "gel" des terres, elle a provoqué une nette augmentation des prix des logements urbains entre 1973 et 1975. En outre, plusieurs propriétaires se sont vus touchés par l'interdiction de vendre les terres agricoles pour des fins autres que l'agriculture ou de les subdiviser, et ils continuent de manifester un certain mécontentement en ce qui concerne certaines méthodes d'application de la Loi et la définition des "terres jugées favorables à la culture". Cependant, la Loi a été dans son ensemble accueillie favorablement, soit par une majorité de 80% des propriétaires interrogés au cours de l'enquête. Plusieurs propriétaires ont

indiqué que la Loi avait eu une influence considérable sur leur utilisation actuelle des terres et sur leurs plans d'avenir. Bref, dans la mesure où elle a atteint son but, la Loi peut être considérée comme un succès, bien que son application ne se soit pas faite sans prix pour certains propriétaires.

Guide de lecture

Vu son caractère exhaustif hautement analytique, cette étude contient plusieurs chapitres qui renferment de longues énumérations de données. Par conséquent, les lecteurs qui désirent se former une idée d'ensemble du problème traité (historique, objet de l'étude), et connaître les conclusions (succès de la conservation des terres agricoles, effets sur la viabilité des fermes et énoncé des divers problèmes suscités par la création des réserves) de l'étude pourront lire les chapitres 1 et 8 seulement.

Pour ceux qui désirent procéder à une analyse plus approfondie de l'étude, le corps de l'ouvrage contient une documentation fournie sur divers aspects précis des réserves de terres agricoles et les effets qui en découlent. Le chapitre 2 présente un examen de la Loi et un historique de son adoption et de sa mise en application. Un examen détaillé du problème de la recherche et une discussion sur la méthodologie utilisée pour analyser les effets entraînés par la création des réserves sont contenus au chapitre 3 de l'ouvrage.

Les chapitres 4, 5 et 6 traitent essentiellement des données obtenues au cours du programme de recherche et offrent une série de tableaux sur la nature des propriétés foncières et sur les utilisateurs des terres, les types de changements survenus pendant la période de l'enquête couvrant de 1972 à 1977, et les diverses répercussions de la création des réserves de terres agricoles sur les propriétaires.

L'impact des réserves de terres agricoles sur le marché est étudié au chapitre 7, avec une attention spéciale aux activités spéculatives de divers propriétaires touchés par la création de ces réserves.

Une série d'annexes détaillées complètent la documentation analytique contenue dans le corps de l'ouvrage. On y retrouve une présentation de la Loi, les statistiques relatives aux plaintes émises contre la Loi en vue de modifier le droit d'utilisation ou de morcellement des terres, ainsi que le questionnaire qui a servi à enquêter sur le terrain. Ces annexes regroupent le matériel de fond utilisé pour l'étude.

ACKNOWLEDGEMENTS

The authors wish to thank the many people in British Columbia and in Ottawa who have made substantial contributions to this paper. The British Columbia Land Commission has provided input in the form of maps, guidance and reviews of their history and activities. The Environment and Land Use Committee of the Government of British Columbia has provided information regarding the origins of the Agricultural Land Reserves, their legal background and their place in resource management policies of the province. The British Columbia Assessment Commission has supported this research by providing a complete British Columbia assessment roll from which the sample properties were drawn. Local agricultural representatives have been of considerable assistance both to the authors in drawing up the questionnaire and interpreting the responses, and to our interviewers in finding some of the more difficult-to-locate respondents. The funding for this research has been supplied by Environment Canada, but the project may be considered a joint one because of the considerable assistance in all areas provided by provincial bodies.

Particular thanks are due to a number of individuals without whose assistance this project would have been impossible. We are particularly grateful to Joan Sawicki of the British Columbia Land Commission for her considerable aid at all stages of the research. We would also like to thank Dr. John Chapman of the Department of Geography at the University of British Columbia who conscripted interview team leaders for us throughout British Columbia and who assisted with the management of the field program. We are also indebted to the several project team leaders and the many interviewers who braved winter weather throughout British Columbia to reach the 803 landholders who responded to the questionnaire.

The completion of this research project is a result of the efforts of many individuals. James D. McCuaig was among those who conceived of the project, assisted greatly in questionnaire design and contract management, and was responsible for the computer analysis of responses. Lee Lacoste coded the information from the questionnaires. Cartography was handled by Heather Vincent and the typing was done by Mary Lou Miles and Carole Aubin. Catherine Normandin edited the manuscript and arranged for production.

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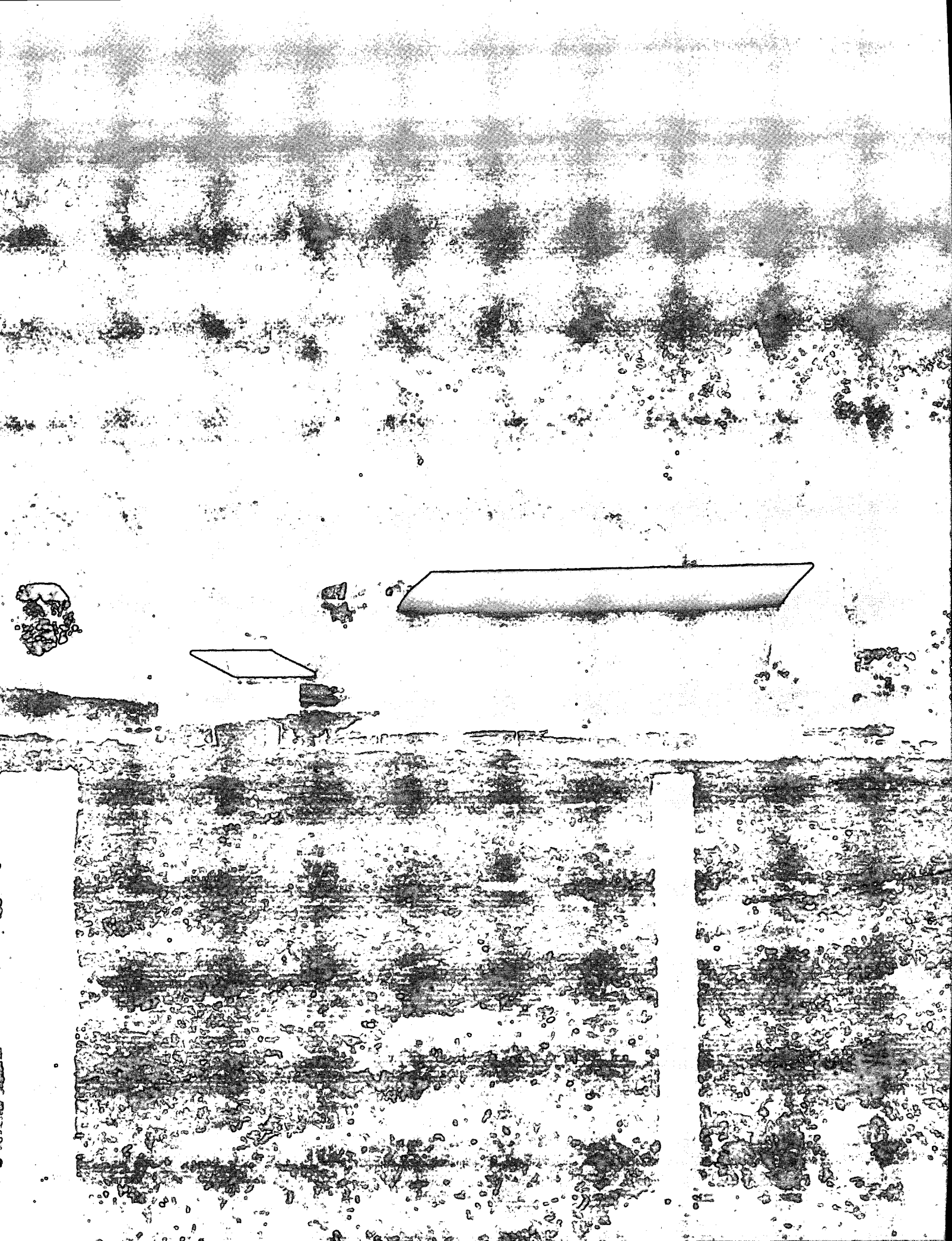
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THE AGRICULTURAL LAND PROBLEM

The problem of agricultural land loss is a concern throughout Canada. Because rugged topography limits the extent of the agricultural resource to a small part of the province and because population growth has been rapid, British Columbia has been faced with serious land resource allocation problems before many other parts of the nation. As such, it is a microcosm of the resource problems facing Canada and its efforts to cope with agricultural land loss are of national interest.

In December 1972, the Government of British Columbia passed Orders-in-Council to freeze the use of agricultural land within the province. The government then began to draft legislation to reserve the majority of the province's arable land for future agricultural use. This action was a direct response by the provincial government to pressures, both urban and rural, which were resulting in the rapid removal of high quality land from agricultural use.

The Land Resource

Apart from the Interior Plateau and the Peace River area in the northeast, British Columbia consists of a series of north-south mountain ranges with narrow, fertile intermontane valleys. Over 90% of the land of British Columbia is mountainous and non-arable. Class 1, or prime agricultural land, occupies less than 1% of the total land area. The B.C. Land Commission estimates that only 1/100th of 1% of British Columbia's land area is suitable for the production of tree fruits, a major provincial industry.¹ The most productive farmland is made up of scattered, principally floodplain, areas located within the valleys. Prior to 1972, urban sprawl was estimated to be consuming 15,000 acres per year² and much of it was concentrated in the Lower Fraser and Okanagan valleys. These same areas contain the best and most productive agricultural land of the province.

The National Context

Concern over the loss of high quality agricultural land is not unique to British Columbia. Many public and government groups have been voicing concern over the loss of prime productive lands throughout Canada.³ Less than 10% of the total area of Canada is able to support any form of agricultural production and less than 1/2 of 1% (a percentage remarkably similar to that of British Columbia) can be considered to be class 1 agricultural land. Canada's prime agricultural land tends to be located near the nation's major urban centres. In 1971, 46% of all agricultural production by value was produced within 50 miles of the centres of the 22 census metropolitan areas.⁴

The British Columbia problem is representative of the kinds of problems relating to agricultural land found throughout Canada. British Columbia contains one of the few areas of Canada capable of producing tree fruits, grapes, tobacco and many other specialty crops. This small area of high quality land is situated close to the major urban centres of the province, and has been under substantial pressure to convert to urban uses.⁵ Concern for the loss from agriculture of valuable agricultural land and for the loss of areas with unique crop-producing capability is a national concern. Any efforts to reduce the loss of high quality agricultural land are therefore of national interest, as potential models for action by other jurisdictions.

Agricultural Land Loss

Statistics have often been cited to show that substantial areas of high quality agricultural land have been "lost" through three related processes: (1) direct conversion to urban, commercial, industrial, or transport use, (2) indirect urban impacts such as recreation developments and hobby farms, and (3) poor economic conditions and uncertainty in the farming industry.⁶

Direct urban, industrial, transport or commercial use involves actual building on or developing of the land. Land is permanently removed from agricultural use because structures are seldom removed without replacement. In many cases, the land resource itself is destroyed by the industrial or commercial user because topsoil or overburden is removed or the soil is polluted by waste products.

Indirect removal of agricultural land from production occurs as farms are subdivided, fragmented, abandoned or taken out of agricultural production due to a variety of social and economic factors. Many of these factors are associated with urban impact, because land is often withheld from commercial agriculture for speculative purposes, hobby farming, or recreation use.

Other reasons for the removal of good agricultural land from agriculture relate to the economics of production of individual crops or farming activities. When market prices fall for some crop or product, land is often taken out of that use, and sometimes no other viable alternative land use may exist, at least in the short term. From the point of view of maintenance of the agricultural land resource, the former is a more serious "loss" than the latter. In most cases, the temporary removal of land from agricultural production does not involve degradation of the land and it can often be returned to agricultural production when market conditions permit. Such a return may, however, be very difficult due to fragmented land tenure, loss of local infrastructure, and higher land prices due to urban oriented demands.

In British Columbia, where the majority of human activity is confined to the fertile valley floors, the conflict between agricultural land users and other users able to pay more to use the land is intensified. Frequently, agricultural activities are displaced because road building, house construction, mining or industry are more immediately lucrative. Because of its limited agricultural land resource, the problem has been of more immediate concern in British Columbia than in other areas of the country, particularly when viewed in terms of provincial desires for a degree of self-sufficiency in agricultural production.⁷

This paper shall investigate the impacts of the British Columbia Agricultural Land Reserve legislation on the owners and users of the agricultural land of the province and on the viability of the farming community. It will specifically address the question of whether agricultural lands have been successfully preserved for future use in farming and will investigate the effects on existing farming enterprises. The basic data for this analysis were derived from a comprehensive questionnaire that was administered to over 800 landholders in 12 study areas throughout B.C. covering a large number of economic, social and environmental factors relating to the way in which land is used.

Chapter Two

Environment and Land Use Comm
secretary

COMMISSION

THE OPT

1973

LAND COMMISSION

CHAP. 40

Land Commission Act

Interpretation.

1. In this Act, unless the context otherwise requires,
"agricultural land" means land designated under section 8;
"commission" means the commission established under section 2;
"commission land" means land acquired by the commission for the purposes of this Act;
"farm use" means an occupation or use of land for bona fide farming, husbandry of the land and the plants, and animals thereon, and any other similar activity designated as farm use by the Lieutenant-Governor in Council;
"green belt land" means land referred to in section 7;
"land bank land" means land referred to in section 7;
"land reserve plan" means a plan prepared pursuant to this Act in the manner prescribed by the regulations, which sets out clearly the areas within a municipality or regional district that, subject to the approval of the Lieutenant-Governor in Council, may be designated by the commission as an agricultural land reserve;
"minister" means that member of the Executive Council charged by Order of the Lieutenant-Governor in Council with the administration of this Act;
"park land" means land referred to in section 7;
"regulation" means a regulation or order of the Lieutenant-Governor in Council made under this Act;
"reserve" means a reserve of land established under section 8 of this Act. 1973, c. 46, s. 1

Commission established.

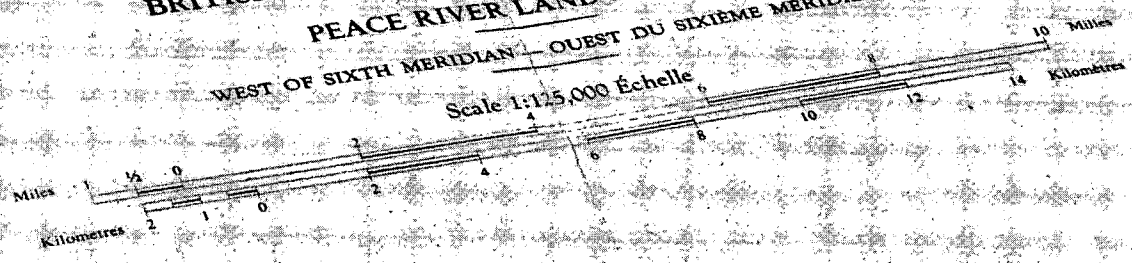
2. (1) There is hereby established a commission to be known as the Provincial Land Commission (hereafter referred to as the "commission") consisting of not less than five members appointed by the Lieutenant-Governor in Council, to hold office during pleasure, and upon their appointment the members constitute a corporation and shall be the directors thereof.
(2) Each member shall be reimbursed for any reasonable travelling or out-of-pocket expenses necessarily incurred by him in discharging his duties, and in addition may be paid such remuneration for his services as a member of the commission as the Lieutenant-Governor in Council may determine.
(3) Except as provided in sections 8 and 9, at any meeting of the commission, a majority of the members constitutes a quorum. 1973, c. 46, s. 2.

2179

DAWSON CREEK
BRITISH COLUMBIA-COLOMBIE-BRITANNIQUE
PEACE RIVER LAND DISTRICT

WEST OF SIXTH MERIDIAN — OUEST DU SIXIEME MERIDIEN

Scale 1:125,000 Échelle



weather
weather
rack, trail
Railway
ission line
boundary
boundary
Section line
falls

THE AGRICULTURAL LAND RESERVE LEGISLATION

The establishment of the Environment and Land Use Committee (Environment and Land Use Act, July 1, 1971) was a recognition by the government of British Columbia of the importance of the environment. The Environment and Land Use Act empowered the Environment and Land Use Committee (ELUC) to:

- a) establish and recommend programs designed to foster increased public concern and awareness of the environment;
- b) ensure that all the aspects of preservation and maintenance of the natural environment are fully considered in the administration of land use and resource development commensurate with the maximum beneficial land use, and minimize and prevent waste of such resources, and despoliation of the environment occasioned thereby;
- c) if considered advisable make recommendation to the Lieutenant Governor-in-Council respecting any matter relating to the environment and the development and use of land and other natural resources;
- d) enquire into and study any matter pertaining to the environment or land use, and
- e) prepare reports and, if advisable, make recommendations for submission to the Lieutenant Governor-in-Council.¹

The Land "Freeze"

The advent of the New Democratic Party government increased the emphasis on the role of agricultural land as a key element in the development strategy of the province. In December 1972 and January 1973 Orders-in-Council were passed, effectively freezing agricultural land within the province under the enabling legislation of the Environment and Land Use Act. On

December 21st, 1972 an Order-in-Council froze subdivision of all land that was taxed as farmland including all lands deemed by the committee to be suitable for cultivation of agricultural crops. On the 18th of January 1973, a further Order-in-Council clarified the intent of the earlier one by prohibiting all changes in use of land over two acres that was classified as farmland for taxation purposes, zoned for agriculture by a local or regional government, or designated as having Canada Land Inventory capability classes 1, 2, 3 and 4.² This was followed by the preparation of "suggested" Agricultural Land Reserve maps for the province at a scale of 1:50,000, based upon existing maps of agricultural land capability. The overall freeze remained in effect until such time as plans were prepared in greater detail for each of the 28 regional districts of the province and areas were officially designated Agricultural Land Reserves. (Refer to map 1).

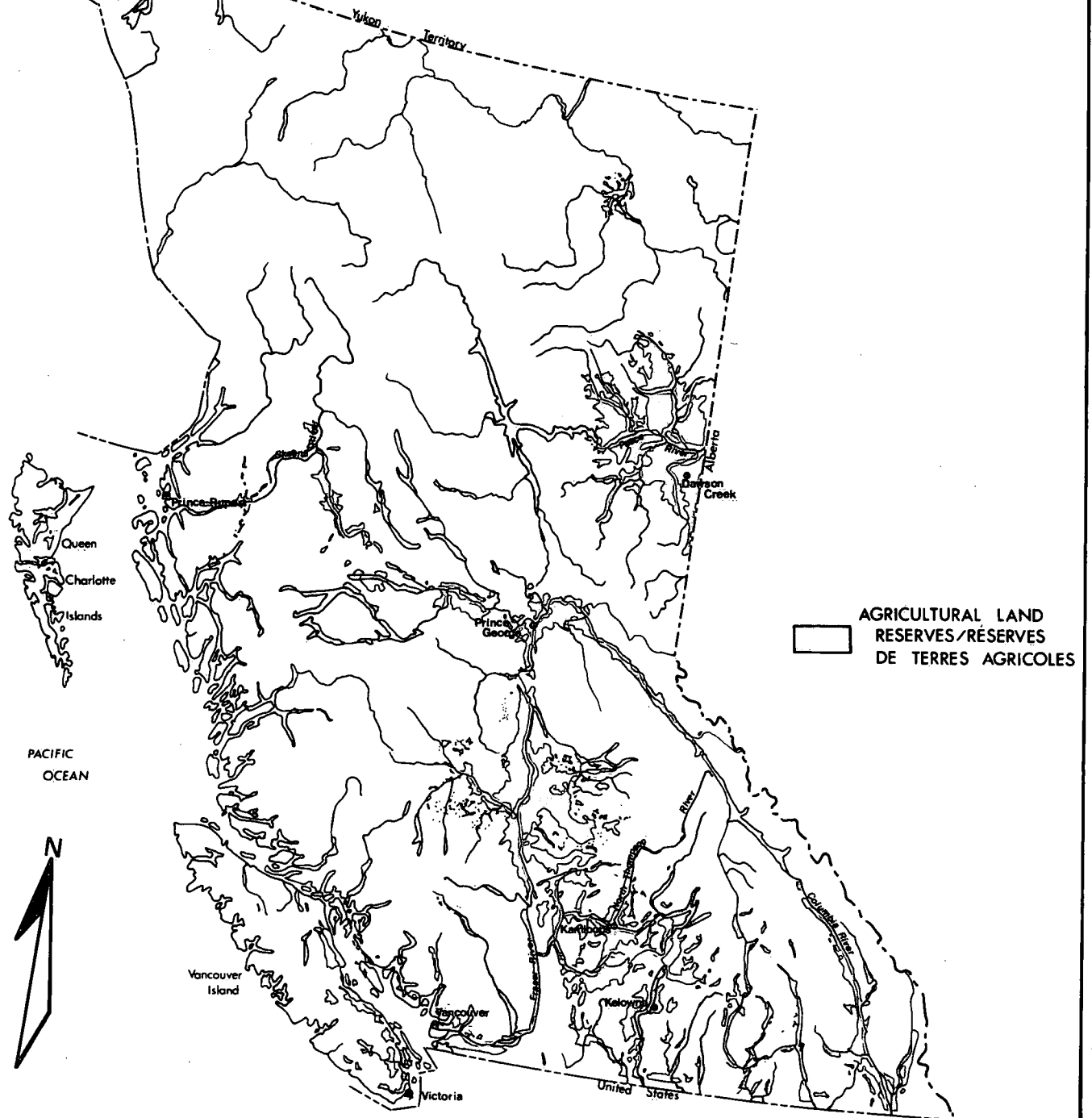
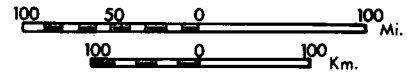
Upon the establishment of the land freeze, under Orders-in-Council, a mechanism was set up to entertain appeals. From December 1972 to October 1976, 2,559 appeals were received from applicants in all 28 regional districts. Some early appeals were made directly to the Environment and Land Use Committee. Shortly after the members of the Land Commission were appointed (Nov. 1973), the power to decide on such appeals was transferred to the Land Commission. Once final boundaries were established for Agricultural Land Reserves, a different applications/appeal process came into existence under the Land Commission Act.

The Land Commission Act

On February 22nd 1973, Bill 42, a bill to establish a land commission, was introduced in the provincial legislature and a slightly amended version received final reading on April 16th, 1973. This act established a provincial land commission with the objectives of:

- a) preserving agricultural land for farm use
- b) encouraging the establishment and maintenance of family farms
- c) preserving greenbelt land in and around urban areas

MAP/CARTE #1:
 BRITISH COLUMBIA: LOCATION OF AGRICULTURAL LAND RESERVES
 COLOMBIE BRITANNIQUE: EMBLACEMENT DES RÉSERVES DE TERRES AGRICOLES



- d) preserving land banks for urban and industrial development
- e) preserving parkland for recreational use.³

In the case of agricultural land, the commission was given zoning powers. The preservation of greenbelt land, land bank land and parkland could only be accomplished by direct acquisition.

Priority was given to the agricultural sector and subsequent activity of the commission was mainly restricted to activities aimed at the preservation of agricultural land for farm use and the encouragement of the establishment and maintenance of family farms. (In 1977, the Land Commission Act was amended to apply only to agricultural land.) From the outset, five members were appointed to the Land Commission to oversee the implementation of the Agricultural Land Reserves, and their modification as required. The Land Commission Act had supremacy over all other acts with the exception of the Pollution Control Act and the Environment and Land Use Act.

Designation of Reserves

The Land Commission Act empowered the commission to designate Agricultural Land Reserves throughout the province, in consultation with the boards of all regional districts. During the period of identification and establishment of reserves, the interim freeze on subdivision and use of agricultural land remained in effect. This moratorium was replaced by formal designation of land reserves as soon as the plans presented by each regional district were approved by Cabinet.

The process of identification of Agricultural Land Reserves began in June 1973 when the commissioners and the general manager of the Land Commission met with representatives of each of the 28 regional districts to clarify the intent of the Land Commission Act and to explain procedures in drawing up Agricultural Land Reserve plans. In August 1973, each regional district was given 90 days to prepare land reserve plans for their region based upon the suggested plans supplied by the Department of Agriculture. For most regional districts, time extensions were given.

Agricultural Land Reserves were to include all land that is suitable, in terms of soil and/or climate, for farm use. There were, however, certain specified exemptions. For example, land suitable for agricultural use that was in another non-conforming use for at least six months prior to the 21st day of December 1972 would be considered exempt from the Land Commission Act, as would any properties that were, as of the 21st of December 1972, on a separate certificate of title and less than two acres in size.

During 1973, six regional districts established specific boundaries of Agricultural Land Reserves (ALRs) and these were officially "designated". Twenty other regional districts completed their designation in 1974. The remaining two followed in 1975. In each case, the Land Commission reviewed and amended the reserve plans of each regional district to ensure that the intent of the Land Commission Act was being carried out and to maintain continuity throughout the province. Subsequent to these reviews and discussions with each regional district, the various provincial government resource agencies and the Environment and Land Use Committee of Cabinet reviewed the ALR plans. Further amendments, as required, were then made. After this step, each regional district plan was given approval by Cabinet and subsequently "designated" as an Agricultural Land Reserve by the Land Commission. (See table 2.1)

Throughout the process of establishing ALRs, information meetings and public hearings were held in each regional district so that the public could actively participate in drawing the boundaries for their areas. In general, the ALRs were designated according to the following method:

- 1) all class 1 to 4 Canada Land Inventory land that was not irreversibly developed, regardless of ownership or tenure, was included in the Agricultural Land Reserves.
- 2) sufficient land was excluded from Agricultural Land Reserves to allow for roughly five years growth of urban areas if non-agricultural land was not immediately available for urban expansion. This land was, wherever possible, consistent with current community or regional plans and servicing programs.

- 3) land of lower agricultural capability (classes 5 and 6) was included in the Agricultural Land Reserves where historical land use patterns indicated that such land could be effectively used for agriculture in conjunction with the class 1 to 4 lands. Generally this involved forage lands and spring and fall ranges associated with ranching areas of the province.
- 4) small pockets of non-agricultural lands (class 7) were included in the Agricultural Land Reserves wherever exclusion of such land might allow undesirable intrusion of incompatible uses in an area of predominantly agricultural use.⁴

Boundaries were generally identified by existing straight-line legal property boundaries for land registry identification purposes. The ALR boundaries could, once established, be amended through application to the Land Commission and mechanisms were established to permit application for amendments to the designation.

Appeals Procedures

Under the Land Commission Act, several different applications can be made either to the Land Commission or, under certain sections of the act, directly to the Lieutenant Governor-in-Council. Provisions for applications under the Land Commission Act can be summarized as follows:

- a) Section 9 (1) applications - direct government to government applications requesting exclusion of private or Crown land from Agricultural Land Reserves, or subdivision and/or non-farm use of private or Crown land in an Agricultural Land Reserve. Prior to the submission of an application under section 9 (1), a public hearing must be held on the application and a report of the hearing must accompany the application. Final decisions are taken by Cabinet as a Cabinet Order-In-Council.
- b) Section 9 (2) applications - applications from an individual to the Land Commission for exclusion. Under this section, an individual landowner may apply to the Land Commission for exclusion of his property from an Agricultural Land Reserve. Preliminary processing of

such applications is done by the appropriate regional district, followed by a hearing by the Land Commission. The decision on such an application is made by the commission. However, there is an appeal procedure under sections 9 (7) and 9 (8).

c) Section 9 (7) and 9 (8) appeals - Appeals by an individual to the Environment and Land Use Committee on Land Commission decisions. Under these sections, a person who is dissatisfied with the decision of the commission under section 9 (2) of the act may, if leave to appeal is granted by the commission or the Minister of the Environment, file a notice of appeal to the Environment and Land Use Committee. A formal hearing is held and the final decision is made by the Environment and Land Use Committee.

d) Section 11 (4) application - Applications for exemption for use or subdivision in Agricultural Land Reserves. Under this section, a person or agency may apply to the Land Commission for permission to subdivide land or to use a parcel of land within an Agricultural Land Reserve for purposes other than those allowed outright by the act or regulations. The land remains in the Agricultural Land Reserve and the commission may impose whatever terms and conditions it considers advisable. A decision by the commission is final.

e) Section 8 (12) and 8 (14) - Applications for inclusions into the Agricultural Land Reserves. Under these sections of the act a municipality, a regional district, an individual owner, or the commission may apply to have land included in an Agricultural Land Reserve. For municipalities, regional districts or the commission, a public hearing must be held with respect to the applications and notice must be given to the property owners. Decisions are then taken by the Lieutenant Governor-in-Council. Individual landowners may apply without public hearing and the Land Commission may designate the land as an Agricultural Land Reserve, after approval from the Lieutenant Governor-in-Council.

In addition to the specific appeals procedures permitted under the act, certain kinds of very limited subdivision and land use changes as listed by regulations under the act may be allowed by a local government without reference to the commission. It is also possible for the Land Commission to deal directly by specific order or resolution with certain other

Table 2.1

Amount of Land in Designated Agricultural Land Reserves, By Regional District

	<u>At Date of Designation</u>	
	<u>Approximate Area in ALRs</u>	<u>% of Regional District in ALRs</u>
	(acres)	
Alberni-Clayoquot	19,600	1.1
Bulkley-Nechako	735,120	3.8
Capital	48,400	8.1
Cariboo	2,286,000	11.2 (1)
Central Coast	11,000	0.2
Central Fraser Valley	136,700	75.6
Central Kootenay	176,700	3.0
Central Okanagan	81,700	11.1 (1)
Columbia-Shuswap	166,500	2.2
Comox-Strathcona	108,000	2.1
Cowichan Valley	54,300	6.2
Dewdney-Alouette	58,700	8.2
East Kootenay	63,100	0.9
Fraser-Cheam	90,800	3.3
Fraser-Fort George	863,600	6.7
Greater Vancouver	80,400	12.5
Kitimat-Stikine	158,500	0.6
Kootenay Boundary	136,000	6.6 (1)
Mount Waddington	4,300	0.1
Nanaimo	52,000	10.2
North Okanagan	173,600	8.9
Okanagan-Similkameen	213,600	7.8
Peace River-Liard	3,702,500	7.2
Powell River	34,860	2.6
Skeena-Queen Charlotte	108,400	2.7
Squamish-Lillooet	67,000	1.6
Sunshine Coast	15,500	1.6
Thompson-Nicola	<u>1,404,700</u>	<u>12.4</u> (1)
 TOTAL	 11,661,600	 4.9

(1) Includes substantial areas of CLI classes 5 and 6.

Source: BC Land Commission

situations requiring land use or subdivision approval without the necessity of a formal application. This power is used only in cases of extreme emergency or hardship and in all such matters the commission consults with local government.

Upon initial designation, the Agricultural Land Reserves occupied 11,661,660 acres, an area larger than the province's 8.9 million acres of land in CLI agricultural classes 1 to 4. The area included in the ALRs consisted of approximately 80% of the province's land with cropping capability (CLI agricultural classes 1-4) plus areas of classes 5 and 6 range land. Since designation, a further 26,879 acres have been included in the reserves. As of January 1, 1978, 48,524 acres had been excluded under direct government to government applications. In the same period, 1,251 applications were received from individuals requesting the exclusion of a total of 53,708 acres from the reserves. The Land Commission permitted the exclusion of 12,336 acres, ruling that 23,945 acres be retained in the ALRs, and land use exemptions under section 11 (4) for 17,427 acres of ALR land. A further 1,019 acres were excluded from the ALRs under the individual appeals procedure to the Environment and Land Use Committee. Appendix B summarizes by regional district the number of exclusion applications received from individuals and government bodies from 1974 to 1977. Applications were not spread evenly throughout the province. The Cowichan Valley, Central Okanagan, Okanagan Similkameen, and Central Fraser Valley generated many more applications than other regional districts, perhaps reflecting large numbers of properties, urban pressures, and mixtures of land uses. On January 1, 1978, the total area within ALRs was 11,626,800 acres.

In dealing with requests for amendments to ALR zoning, the prime criterion for decision-making by the Land Commission is agricultural land capability. Compatibility with surrounding land uses is also taken into consideration.

Inclusions into the ALRs

From the date of designation of the ALRs to the end of 1977, 41 applications had been processed requesting that a total of 30,370 acres be included within Agricultural Land Reserves. The eventual decision was to

allow the inclusion of 26,879 acres and to refuse the inclusion of 385 acres. The bulk of applications for such inclusions came from the Cariboo, Fraser-Fort George and Kitimat-Stikine areas.

Review Procedures

In addition to the processing of appeals, a regular review procedure has been established whereby, in consultation with each of the regional districts, Agricultural Land Reserve plans are refined and updated. In some cases, this procedure involved the regularization of boundaries that were only approximate originally, and the legal definition of ALR boundaries that do not follow precise property lines. In most cases, however, reviews are initiated as new or more detailed technical agricultural capability information becomes available.

Recent Amendments

In September 1977, the Land Commission Amendment Act⁵ incorporating a number of amendments was issued. In general, the act was not substantially altered although the name of the Land Commission was changed to the Agricultural Land Commission, thereby stressing its agricultural orientation. Previous references to greenbelts and other reserves were deleted, since other agencies adequately administer these areas. Provision was made for the appointment of regional advisors to the Agricultural Land Commission to ensure that the regional perspective was considered in all decisions. Additions were also made to permit increased enforcement powers under sections 22 and 23 of the act.⁶

One alteration of consequence was that private landowners could now appeal directly to the Environment and Land Use Committee if ministerial approval was received. This amendment deals only with refusals subsequent to the revised act of September 27th, 1977 and does not apply to the applications previously processed by the Land Commission.

Two additional amendments to the act permitted municipalities to make applications for subdivision, as well as for exclusions, and permitted farm consolidations without costly surveys by a simple technique of binding titles for land registry purposes. In general, however, the intent and procedures remained intact after the 1977 amendments.



THE RESEARCH PROGRAM

The Problem

The problem addressed by the British Columbia Agricultural Land Reserve Impact Analysis can be stated as follows: to analyze and evaluate the impact of the British Columbia Agricultural Land Reserves on the use of agricultural land within the province, and on the viability of rural enterprises. The study asks two questions: a) What has been the impact of the Agricultural Land Reserve legislation on the preservation of agricultural land, and b) has the legislation contributed to the maintenance of existing farm enterprises?

The Significance of the ALRs

The federal government has for a number of years been concerned with the rate of loss from agriculture of high quality agricultural land throughout Canada. Figures have variously been produced to show that large quantities of improved agricultural land have been withdrawn from production in many provinces. Recent statistics from Environment Canada confirm the rapid annexation of high quality agricultural land by many urban centres.¹ Several urban centres such as Vancouver, Chilliwack or Kelowna in British Columbia have been identified as major converters of high quality agricultural land.² Because of the relatively small quantity of high quality agricultural land throughout the nation, it is of considerable interest to Canadians as a whole to understand the ways and means found successful in preventing the loss of this limited and valuable resource.

The British Columbia Agricultural Land Reserves are the first comprehensive attempt by any administration in Canada to prevent the loss of high quality agricultural land from potential agricultural use. It is a significant

action worthy of consideration by all jurisdictions in Canada as a possible means to prevent loss of agricultural land within their jurisdictions.

The federal government, through the Department of the Environment, is interested in continuing to provide all involved authorities information on the status of the land resource and on techniques for dealing with land problems. For these reasons, the Department of the Environment has chosen to undertake, with the cooperation of the provincial authorities, a detailed evaluation of the results of the British Columbia Agricultural Land Reserve legislation.

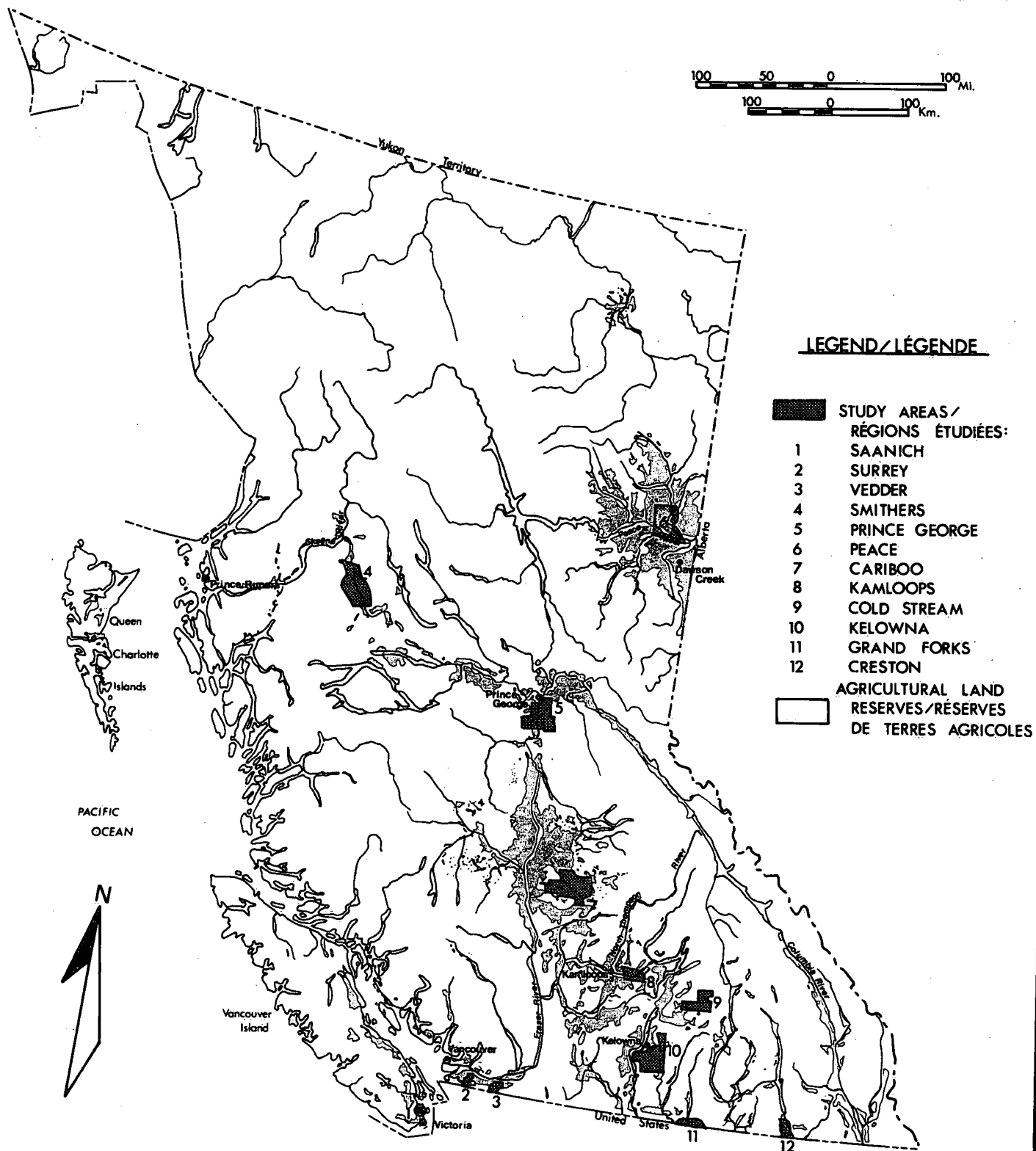
Research Methodology

From the outset, it was apparent that an analysis of the impact of the British Columbia Agricultural Land Reserves would involve a study of individuals or of individual properties. Data on the specific impact of the reserves on properties and property owners did not exist, nor had there been any attempt to collect data systematically for any area of the province. Various survey methods ranging from aerial photographic coverage through to analysis of census material were available, but it was decided that the only practical means to discover empirically the impact of the legislation on individuals was through a questionnaire. By using this methodology, data could be gathered at the level of the individual property or landholding unit - the level at which most land use decisions are made.

In consultation with the British Columbia Land Commission and knowledgeable individuals at colleges and universities within the province, 12 study areas were chosen throughout British Columbia. (Refer to map 2). These were selected to give the broadest possible range of situations; from areas of agricultural forest fringe to areas of intensive agriculture and areas on the margins of expanding urban areas. It was decided that a sample of from 60 to 80 individuals would be selected at random and interviewed in each area. Only owners or tenants of properties

MAP/CARTE #2:

LOCATION OF STUDY AREAS RELATIVE TO THE AGRICULTURAL LAND RESERVES
EMPLACEMENT DES RÉGIONS ÉTUDIÉES PAR RAPPORT AUX RÉSERVES DES TERRES AGRICOLES



in excess of two acres would be surveyed. The two acre limitation was chosen because the Land Commission Act applies only to property in excess of that limit. Where possible, the 12 study areas chosen would contain land both within and outside the Agricultural Land Reserves so that actions of landholders within and outside the ALRs could be compared.

Comparison between ALR and Non-ALR Lands

In the interview program landowners and users both inside and outside the ALRs were included. This approach provided a basis for comparison, although the landowners and users outside the ALRs do not constitute a "control group" in the strictest sense. A "control group" by definition neither interacts with nor is affected by the factors analyzed. Land on the periphery of the ALRs is influenced indirectly by the ALR legislation as a consequence of the direct effects on land inside the boundaries. Demands for land are generated by a multiplicity of factors such as needs for housing, industry, farming, recreation and investment. Any legislation that restricts the availability of land for certain uses affects the marketability of that land and may increase the demands for land that does not fall under this restriction.

Table 3.1

ALR Designation of Sample Respondents

	Inside ALRs	Outside ALRs	Part In/Out	Not Known to Respondent	Total
Number of					
owners-users	525	109	56	113	803
% of total	65%	14%	7%	14%	100%

In measuring the impact of ALR legislation in this study, it is useful to use land outside ALR boundaries for comparison as a "comparison group". The distribution of the sample respondents with respect to ALR designation in the 12 study regions is shown in table 3.1.

The Study Areas

The 12 areas selected were as follows:

- 1) Saanich - this small section of the Saanich peninsula contains a mixture of small market gardens, cropland and suburban development on the outskirts of Victoria. Exact boundaries of this area are shown on Map No. 4, Appendix E.
- 2) Surrey - the Surrey study area was selected as an example of high quality agricultural land under urban pressure. The precise area selected includes the Serpentine - Nicomekl floodplain area as well as some surrounding suburban areas located on the urban fringe of Vancouver. For exact boundaries refer to Map No. 5, Appendix E.
- 3) Vedder - the Vedder study area was chosen as an example of a predominantly agricultural area occupying good quality land. The land in this region is primarily CLI agricultural class 3 and nearly all of it is included in the Agricultural Land Reserve. Dairy and crop farming are predominant in the area but there is some limitation of wetness in the soil. Recently, the area has come under substantial indirect urban pressures because it is located approximately 100 km from the centre of Vancouver. For exact location and boundaries, refer to Map No. 6, Appendix E.
- 4) Smithers - the Smithers study area was chosen because it is representative of a pocket of moderately high quality agricultural land located in a northern area of the province. It is an attractive area for those seeking alternative lifestyles and also is part of the agricultural frontier of the province. For exact location and boundaries, refer to Map No. 7, Appendix E.
- 5) Prince George - the Prince George study area was selected because it is a somewhat marginal agricultural region that is subject to the influence of a rapidly expanding urban area. The holdings of the area range substantially in size and represent a great mixture

of used and unused land within and outside the Agricultural Land Reserves. For exact boundaries, refer to Map No. 8, Appendix E.

- 6) Peace - the Peace River study area surrounds and lies north of Fort St. John. This region was selected for two reasons - first, it is unique within British Columbia being both high quality agricultural land on the northern extremity of agricultural land within the province, and supporting extensive grain production and second, because several land use conflicts are known to exist, including questions relating to oil drilling, flooding by hydro dams, and non-resident ownership. For the precise boundaries of this area, refer to Map No. 9, Appendix E.
- 7) Cariboo - the Cariboo study area is found in the central Interior plateau. The agricultural land here is suitable for extensive cattle ranching, forestry, and recreation. Its extensive farming characteristics and the substantial development of recreation property in recent years were the reasons for its selection. For the precise boundaries of this area, refer to Map No. 10, Appendix E.
- 8) Kamloops - the Kamloops study area, located immediately to the south of the expanding city of Kamloops, is large and sparsely settled. Cattle ranching and low rainfall characterize the area. For the precise boundaries of this area, refer to Map No. 11, Appendix E.
- 9) Coldstream - the Coldstream study area encompasses the Coldstream Valley east of Vernon in the Okanagan area. It was selected because a multitude of activities are found here in close proximity, ranging from orcharding, mining, dairying, sawmilling, forestry, and various recreation pursuits to suburban development serving the Vernon urban area. The precise boundaries of this study area can be found on Map No. 12, Appendix E.
- 10) Kelowna - the Kelowna study area consists of the fertile plain and benches immediately to the south and east of the City of Kelowna,

an area subject to substantial urban pressures from the rapidly growing city. It was selected for this study because of the substantial mixture of orchards, suburbs, recreational uses, vineyards and industrial activity that are found within a fairly constricted area. For precise boundaries of this study area, refer to Map No. 13, Appendix E.

- 11) Grand Forks - the Grand Forks study area is a representative agricultural area of the southeast part of the province. It also contains remnants of communal Doukhobor farming as well as evidence of "alternative lifestyle" and recreational use of rural land. For precise boundaries of this study area, refer to Map No. 14, Appendix E.
- 12) Creston - the Creston study area is a small mixed farming and orcharding area in the Kootenay Valley in the southeast part of the province. It has known problems with urban growth onto orchard lands. For precise boundaries of this study area, refer to Map No. 15, Appendix E.

The study areas were formed on the basis of one or a number of census enumeration areas. Data from the general census and the agricultural census could therefore be used for the 1971-76 period to show overall changes in various characteristics of the areas. Wherever possible, the boundaries of each area were selected so as to include "comparison areas" outside of the Agricultural Land Reserves. Because the Agricultural Land Reserves are quite fragmented in many areas, the sample often produced comparisons of non-ALR properties interspersed with ALR properties throughout the study areas. The size of the study areas was dictated by practical considerations. The Cariboo, Kamloops, and Peace study areas were very large because 60 or more respondents were required. The Saanich, Kelowna, or Surrey study areas were smaller because property sizes there were generally small.

Selection of Sample Respondents

The basis for sample selection for each study area was the assessment roll. A copy of the publicly available assessment roll information was obtained

from the British Columbia Assessment Authority and a random-number generating program was used to select respondents. Because the rolls were on microfiche, a program was established to select first the appropriate microfiche, then the column and the row and finally the entry on each column and row. Preliminary sorting was then done to determine whether the properties selected were eligible according to the following criteria:

- a) the property must be two acres or larger in size,
- b) the property must be located at least partly within the defined study area, and
- c) the property owner must not have previously been selected for interview within the particular study area.

These screening measures ensured that large numbers of urban residents were not selected, particularly in the urban fringe study areas, and also prevented duplicate interviews of individuals. In particular, in study areas such as Kamloops or Saanich, it was discovered that many of the properties were owned by single individuals or companies. In fact, within the Kamloops study area, two thirds of the properties on the rolls were held by three companies. Particularly in the Kamloops case, the frequency of occurrence of these few large landholders ensured that they were selected and thus may have skewed the sample in their favour. This problem has been ameliorated to some extent because of the nearly 100% coverage of property owners within the Kamloops study area. To a lesser extent, owners of large numbers of properties will be somewhat overrepresented relative to their occurrence within other regions. As they also tend to be representative of the larger land areas, this is not considered to be a serious bias. No practical means of avoiding this form of overrepresentation was available.

The Questionnaire

The questionnaire covered 151 variables and was designed to reveal a variety of characteristics about each individual property, each property holder and the changes that had been made by the property owner or holder during the period since the introduction of the Agricultural Land Reserves. The questionnaire was piloted by interviewers in selected areas before the

format and contents were finalized. As a consequence of the piloting and comments from Statistics Canada, the questionnaire was redesigned to permit field coding. Every attempt was made to close questions although several open-ended questions were included to ensure total coverage of important response areas. The questionnaire is attached as Appendix C.

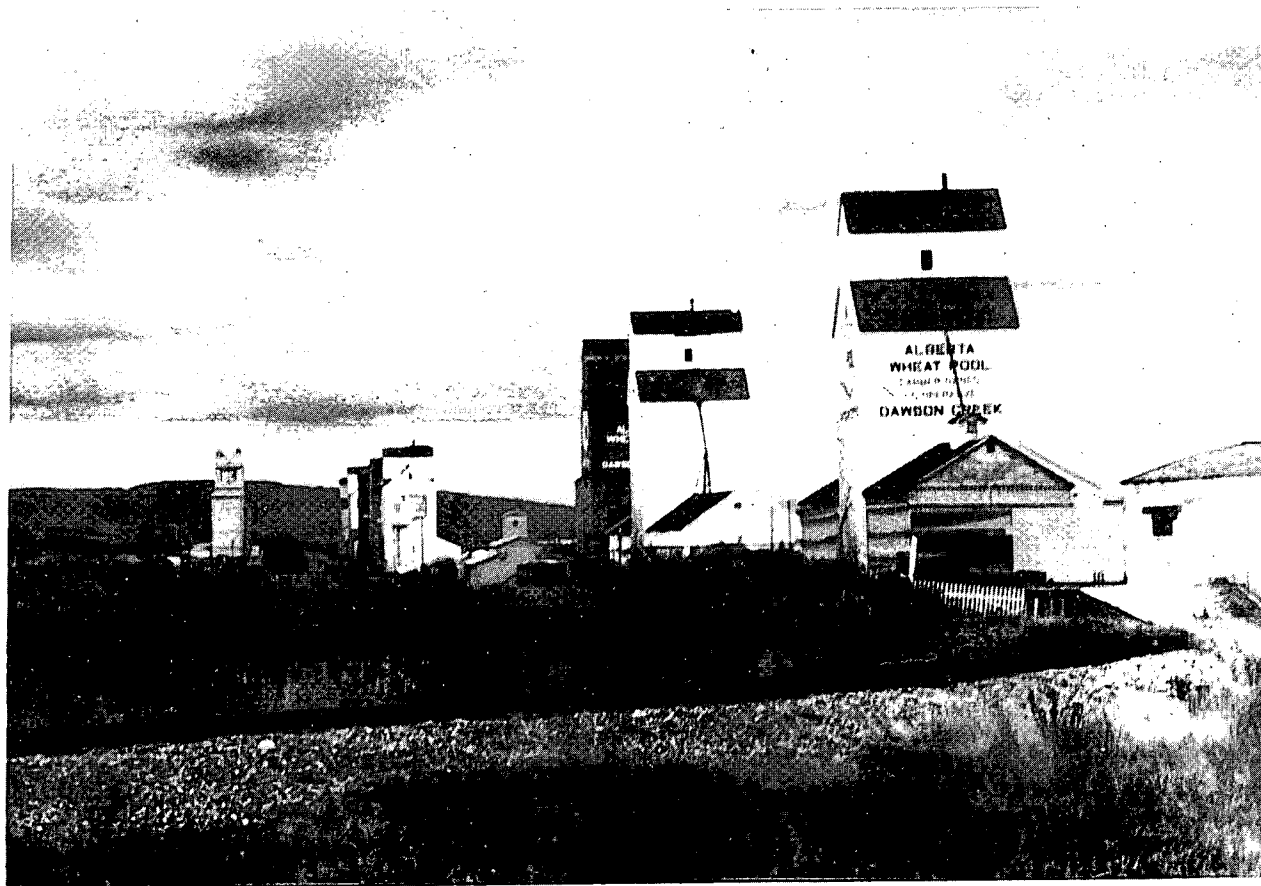
The Interview Program

The interviews were undertaken by students and professionals associated with the regional colleges and universities of British Columbia. Each of the study areas was covered from January to March 1977.

Table 3.2

Sample Coverage and Results

	Initial Sample Draw	Number of Replacements	No. of Successful Interviews	Estimate of % Coverage of Eligible Property Holders Within Study Area
Saanich	80	33	67	40%
Surrey	80	31	78	20%
Vedder	80	32	77	30%
Smithers	80	45	80	50%
Prince George	80	39	39	20%
Peace	80	41	80	25%
Cariboo	60	43	52	25%
Kamloops	60	37	51	55%
Coldstream	80	40	79	25%
Kelowna	80	67	80	20%
Grand Forks	60	39	60	20%
Creston	60	38	<u>60</u>	20%
			803	



Grain Elevators, Dawson Creek

The interview program was successful with few problems reported in most regions. Replacements were used to substitute for all respondents who could not be located or who were not prepared to respond, although very few outright refusals were reported by interviewers. The most frequent problem encountered was difficulty in locating the individuals to be interviewed, as many owners reported only postal box numbers (notably in the Cariboo area and the Saanich peninsula) and many prospective interviewees were temporarily absent from the area during the study period. Permanently non-resident owners presented a problem in several study areas, particularly in the Cariboo, Kamloops and Peace areas. Replacements were taken in order from a randomly generated replacement list supplied to interview teams. The interview program in each study area is summarized in Appendix C.

In all areas except Prince George, approximately the desired number of interviews were obtained, although several replacements were required for respondents on the initial list who could not be interviewed. As a percentage of total holders of land within the region, the sample has been estimated as shown in table 3.2. This table also shows the number of replacements used for each study area to obtain the total number of successful interviews.

The above estimates of coverage show a considerable range, although in each case the percentage of respondents is high enough to permit generalization for each region based on the sample results, within statistically acceptable confidence limits. Aggregated, the results of the 12 regions can be used to approximate the responses of individuals throughout the areas influenced by the Agricultural Land Reserves.

The sampling program yielded a total of 803 usable interviews from the various regions. In addition to these data, census data from the agricultural census and general census of 1971 and 1976 have been used to indicate the overall changes within each of the study areas and within British Columbia as a whole. Additional data have been obtained from several British Columbia government publications and from the Canada Land Inventory maps as well as from air photos. Data for each individual interviewed has been coded and entered into the computer for tabulation and analysis using an SPSS (Statistical Package for Social Sciences) program. The results discussed in the rest of this paper stem from the analysis of the questionnaire material.

Chapter Four



THE USES AND USERS OF RURAL LAND

The rural land of British Columbia supports a variety of land uses. This chapter presents an analysis of the land uses and users surveyed in the 12 study areas. It attempts to show the characteristics of the land, the types of landholdings and the nature of the landholders who were included in and excluded from the Agricultural Land Reserves.

Landholdings

Landholdings encountered in the survey ranged from small holdings of two acres* to large holdings of over 2,000 acres. (See table 4.1). The largest number of property owners in any single category in the 12 study areas were owners or tenants of property in the 2 to 5 acre category (24.8%). The second largest number were in the 5 to 20 acre category (21.6%). Thus, nearly half (46.4%) of the owners were holders or tenants of small properties of 20 acres or less.

Of the 12 regions in the study, those with the highest percentages of small (2 to 5 acre) holdings were Surrey with 46.2%, Saanich with 31.3% and Grand Forks with 37.5%. Landholders of 5 to 20 acres were common in the Kelowna (34.2%), Creston (32.2%), Saanich (25.4%) and Surrey (24.4%) study areas.

Of those surveyed, 42.3% held 21 to 500 acres, 6.6% held 501 to 1,000 acres, 3% held 1,001 to 2,000 acres and only 1.4% held over 2,000 acres. Medium sized holdings (21 to 500 acres) predominated in the Vedder (57.8%) and Peace (56.4%) areas. Larger holdings were most common in the Smithers area where 40% of the surveyed landowners held parcels over 500 acres.

* Holdings of less than 2 acres existed in all regions but were not included in the population sampled.

Table 4.1

Distribution of Property Sizes Within Study Areas*
(Sampled Properties)

Study Area	(Acres)								
	2-5 %	6-20 %	21-50 %	51-100 %	101-200 %	201-500 %	501-1000 %	1001-2000 %	Over 2000 %
Saanich	31.3	25.4	20.9	9.0	6.0	6.0	1.5	0	0
Surrey	46.2	24.4	11.5	9.0	6.4	1.3	1.3	0	0
Vedder	25.0	17.1	19.7	22.4	11.8	3.9	0	0	0
Smithers	10.3	12.8	3.8	6.4	5.1	20.5	24.4	16.7	0
Prince George	12.8	12.8	12.8	0	23.1	17.9	15.4	2.6	2.6
Peace	20.5	10.3	1.3	9.0	28.2	17.9	9.0	3.8	0
Cariboo	21.1	15.4	9.6	3.8	17.3	13.5	9.6	0	5.8
Kamloops	22.0	18.0	6.0	8.0	20.0	14.0	0	6.0	6.0
Coldstream	12.8	28.2	6.4	7.7	10.3	20.5	9.0	2.6	2.6
Kelowna	27.8	34.2	16.5	7.6	3.8	7.6	0	1.3	1.3
Grand Forks	37.5	25.0	12.5	3.6	3.6	8.9	7.1	0	1.8
Creston	27.1	32.2	13.6	10.2	5.1	8.5	3.4	0	0
Total % of Properties in all 12 Study Areas	24.8	21.6	11.1	8.6	11.1	11.5	6.6	2.9	1.4

* Note: figures represent percentage of properties within each study area that fall within each acreage category.

Management of Land

Since the size of working farm units often differed in size from the actual amount of property owned, statistics are also shown in terms of "management units". (See table 4.2). Management units differ from property holdings in that they reflect not only the amount of property owned but the actual amount of property included in the farm unit or working unit. They are therefore sometimes larger than the actual holdings in cases of property leased-in* by the owner. In other cases, the management unit is smaller than the actual holding because a portion of the property has been leased-out** by the owner. In some of the management units, all of the land owned had been "leased-out"; approximately 2% of all properties surveyed fell into this category.

The practice of leasing land was relatively widespread. Approximately 10% of the property owners studied "leased-out" land and 17% "leased-in". The difference in numbers was found to be due to widespread leasing-in of Crown land, notably in the Smithers area. Leasing-out activity was concentrated in the 100 to 200 acre categories where 20% of the landowners "leased-out" property. Leasing-in activity was also concentrated in the same acreage category where 6.5% of owners or users "leased-in" property. Land that is "leased-in" is most often used for pasture by beef or dairy farmers.

Land Use Inside and Outside ALRs

The major types of land use in the 12 regions studied were categorized as follows: farm, forestry, residence, commercial and vacant. (See table 4.3). As declared by 66% of all landholders, the major use was "farm". Residence use comprised 21% of those surveyed, including 16% of landholders within ALR boundaries, and 42% outside. Commercial and vacant as principal land uses totalled 6% each. Approximately 2% of properties within the ALRs were classified as commercial land uses compared to 17% of those outside and 7% of those partly in the ALRs. Interestingly, about 20% of residential and commercial land users were unaware of their ALR designation in comparison with 10% of farm users.

* "leased-in" refers to that property which is leased from others.

** "leased-out" refers to that property which is leased to another.

Table 4.2

Management Units Classified According to
Size and ALR Designation

	Properties In ALRs	Properties Outside ALRs	Properties Partly In ALRs	ALR status not known	All Management Units Total
Size (Acres)	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
0 acres	3	0	0	3	2
0 to 5 acres	21	44	0	42	25
5 to 20 acres	21	25	7	20	21
20 to 50	12	13	11	5	11
50 to 100	7	5	13	3	7
100 to 200	11	6	16	5	10
200 to 500	12	4	14	8	11
500 to 1,000	5	3	16	8	6
1,000 to 2,000	4	1	9	4	4
Over 2,000	3	1	14	3	4
Total	100%	100%	100%	100%	100%

Table 4.3

Use of Land Inside and Outside ALRs*

	In ALRs	Outside ALRs	Partly IN ALRs	Don't Know	Total
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
Farm	77	29	66	51	66
Forestry	0	4	7	0	1
Residence	16	42	6	35	21
Commercial	2	17	7	9	6
Vacant	5	8	14	5	6
Total	100%	100%	100%	100%	100%

* Figures represent % of total landowners that are involved with each principal use.

Nearly one third of the commercial users in the study were located in two areas; Kelowna with 17% of its property owners and Peace with 13% of its property owners reporting "commercial" as their principal land use.

Forestry as the principal land use was infrequently encountered because the study areas were chosen to be predominantly areas of agricultural activity. It was the predominant activity among less than 1% of landholders surveyed in the study, with 60% of these located in the Coldstream area.

Major Agricultural Activities

Those owners reporting commercial agricultural uses were involved in a wide range of farming activities. (See table 4.5). Beef farming, the most frequent farm use encountered, was concentrated in the following areas: Smithers (38% of all respondents), Cariboo (31%) and Coldstream (25%). Dairy farming was predominant in the Vedder area (36%). Fruit farming was the most frequently encountered agricultural use in the Kelowna (23%) and Creston (22%) study areas. Grain farming was concentrated in the Peace study area, where it was the principal activity on 24% of sampled properties.

Vacant Properties

Six percent of landholders reported their principal land use as "vacant". Vacant as a general land use is defined, for the purpose of this study, as an entire property or holding that is not currently used for any activity whatsoever. That is, the complete property has no present economic use by the owner and does not serve as a residence. In contrast, some of the property within farms or commercial enterprises may be idle. This idle land is referred to in this study as unused land.

Five percent of surveyed landholders within ALR boundaries reported their property totally vacant. Outside the ALRs, 8% reported vacant land. There was a concentration of this "use" in the Prince George area where 31% of all landholders reported their landholdings as vacant land.



*Hobby farm near Langley
in the Lower Fraser Valley*

Hobby Farming

Nearly 15% of all landholders studied classed themselves as hobby farmers. Generally holding smaller properties, these hobby farmers were notably concentrated in the Surrey, Coldstream, Saanich and Kelowna study areas. Hobby farms are particularly significant because the land is not used as a major source of income by the owner, and often is not the site of his primary residence. Hobby farming represents a recreational use of land, and generally does not preclude possible future agricultural use. Hobby farms do, however, contribute to land fragmentation and do not contribute to the maintenance of an agricultural infrastructure. As shown in table 4.4, the hobby farms found in the survey were concentrated inside the ALR boundaries.

Hobby farming occurred most frequently in the same study areas as unused land. In the Kelowna study area, 16% of the property owners were hobby farmers and 40% holders of unused land for a total of 56%. In Kamloops, 16% were hobby farmers and 33% holders of unused land, for a total of 49%.

In Surrey, 27% of landowners were hobby farmers and 15% were holders of unused land, for a total of 42%. These three areas are also areas of rapid urban growth where conflicting land uses and pressures from urban expansion could be contributing factors to the high incidence of both categories.

Table 4.4
Incidence of Hobby Farms and Unused Land
Inside and Outside ALRs*

	In ALR	Outside ALR	Partly In ALR	Don't Know	Total
	%	%	%	%	%
Hobby Farms	18	11	5	10	15
Unused Land	14	34	21	24	18

*Figures represent % of total landholders, with each land designation, falling in the above category.

With respect to ALR designation, 78% of all owners reporting hobby farm use were found inside the ALR boundaries - a disproportionate percentage. Ten percent were found outside ALR boundaries and 3% partly in. The remainder were uncertain of their designation.

Unused Land

Eighteen percent of land holders held unused land in the study regions, in addition to those properties that were totally vacant. Inside the ALRs, 14% of landholders reported unused land, and outside ALR boundaries, 34% reported unused land. There is a significantly lower rate of holders of unused land within the ALR zones than outside.

Over half the holders of unused land were prepared to discuss the land's former use. Within the ALRs, 31% held land formerly used as farm or forest. Two percent held land formerly used as residences and 4%, land formerly used as commercial property. Of those willing to comment and

Table 4.5

Percentage of Farm Type by Region

[illegible]

residing outside the ALRs, 38% were property owners formerly engaged in farm and forest use. Of those partly in the ALRs, 26% held land formerly in farm and forest use. Inside the ALRs, 2% held land that was formerly used for residences. Outside the ALRs, no landholders reported residences as a former use. Of properties partly in the ALRs, 5% were formerly used for residences. Inside the ALRs, 4% of unused properties were formerly in commercial use, while outside and "partly-in", none were reported in former commercial uses.

Several reasons were given for not using the land. Within the ALRs, 12% were holding their properties for future investment, 5% for subdivision purposes, and 28% because they felt the land was not suitable for agriculture. Outside the ALRs, 20% were holding land for future investment, 33% for subdivision and 13% because they felt the property was unsuitable for agriculture. Of those partly in the ALRs, 15% were holding land for future investment, 5% for subdivision, and 25% because the land was not suitable for agriculture. A broad range of reasons were given by the remaining holders of unused land. These included "unsuitable land" (13%), "inaccessible land" (6%), and "building loans unavailable" (3%). It is interesting to note that roughly twice the percentage of owners in or partly in the ALRs commented that they left their land idle because it was "unsuitable for agriculture" as compared to those owners outside the ALRs who cited the same reason yet presumably hold land of lower agricultural capability than those inside the ALRs. The high percentage inside the ALRs could indicate those with speculative rather than agricultural interests in their land.

Land Capability

The agricultural capability of land throughout Canada has been established by the Canada Land Inventory. Land in classes 1 through 4 are able to support food crops, and therefore have been reserved for agricultural use by the ALR legislation. Within the total study area, 69% of the landowners held land with "cropland potential". (See table 4.6). Interestingly, 20% of the properties within the ALRs were reported to consist predominantly of land of classes lower than CLI classes 1 to 4, while 55% of surveyed properties outside of the ALRs were predominantly land with agricultural

potential. The existence of high quality land outside ALR boundaries reflects the pre-1972 urban use of high quality land, as well as the setting aside of some high quality land for future urban growth. These apparent anomalies are the natural consequence of the imposition of a form of zoning on an existing land use pattern.

Table 4.6

Land Capability
Percentage According to ALR Designation

Land Capability Class*	Inside ALR	Outside ALR	Partly Inside
1	2.0%	5.0%	0.0%
2	15.0%	6.0%	11.0%
3	35.0%	15.0%	23.0%
4	24.0%	29.0%	18.0%
5	10.0%	25.0%	13.0%
6	9.0%	11.0%	11.0%
7	1.0%	7.0%	6.0%
9**	4.0%	2.0%	18.0%
Total	100.0%	100.0%	100.0%

* CLI agricultural capability classification (Improved ratings). The predominant capability class was determined from CLI maps for each property.

** Property contains mixed land capability.

Each of the 12 study areas contained a high percentage of one or a combination of the high agricultural classes with the exception of Kamloops. (See table 4.7). Only 2% of the landowners in the Kamloops region held land that was predominantly class 4 and none held classes 1, 2 or 3 land, while 35.3% held land that was principally class 5 and 60.8% held land which was chiefly class 6. This is mainly a function of the extent of the ranches encountered, which included hillsides and range land. In Saanich, 80.6% of the landowners held class 3 land, while in Vedder, all of those surveyed held class 3 land.

Table 4.7
Land Capability by Study Region*

* Land Class	Saanich	Surrey	Vedder	Smithers	Prince George	Peace	Cariboo	Kamloops	Coldstream	Kelowna	Grand Forks	Creston	Total for all study areas
Class 1 % of Region	0.0	0.0	0.0	0.0	0.0	3.8	0.0	0.0	1.3	5.0	3.3	6.7	1.7
Class 2 % of Region	0.0	1.3	0.0	0.0	10.3	46.3	0.0	0.0	20.3	37.5	11.7	23.3	13.6
Class 3 % of Region	80.6	2.6	100.0	29.5	7.7	26.3	0.0	0.0	24.1	20.0	23.3	18.3	30.0
Class 4 % of Region	3.0	70.5	0.0	33.3	38.5	3.8	63.5	2.0	20.3	17.5	13.3	35.0	24.2
Class 5 % of Region	1.5	23.1	0.0	16.7	12.8	16.3	21.2	35.3	17.7	6.3	10.0	0.0	13.0
Class 6 % of Region	0.0	1.3	0.0	2.6	0.0	2.5	0.0	60.8	11.4	6.3	25.0	16.7	9.4
Class 7 % of Region	14.9	0.0	0.0	1.3	12.8	0.0	0.0	2.0	2.5	1.3	3.3	0.0	2.7
Class 8 % of Region	0.0	0.0	0.0	0.0	0.0	1.3	15.4	0.0	0.0	0.0	0.0	0.0	1.1
Class 9 % of Region	0.0	1.3	0.0	16.7	17.9	0.0	0.0	0.0	2.5	6.3	10.0	0.0	4.2

* These data refer to the predominant land capability on each sample landholding, according to Canada Land Inventory agricultural capability classification. Classes 1 through 7 indicate agricultural capability, with class 1 the highest and class 7 with no agricultural capability. Class 8 is defined as built up or outside CLI boundaries. Class 9 was created for the purpose of this study and refers to properties with a mixture of land capability classes, with no single class predominating. These data were determined for each property from Canada Land Inventory maps at a scale of 1:50,000.

Very little class 1 agricultural land is found in B.C. In the study areas, small areas of class 1 land were found only in the Peace, Kelowna and Coldstream areas. These same three regions contained the highest percentage of property owners with combinations of class 1, 2 and 3 land. The percentages within these regions were: Peace 76.4%, Kelowna 62.5% and Coldstream 45.7%.

Perception of Land Capability

Landowners' perceptions of land quality (capability) were measured in the study by asking the owner to classify his land as either good, fair, poor or with no capability. Forty percent of surveyed landholders perceived their land as "good". Twenty-five percent perceived their land as "fair". Seventeen percent perceived their land as "poor". Only 12% perceived their land as "having no agricultural capability".

The regions with the highest percentage of owners who perceived their land as "good" were Vedder 71% and Peace 61%. This information correlates well with Canada Land Inventory classification of the agricultural land capability of their holdings. Those with the highest percentage of owners who perceived their land as poor were Prince George (44%) and Saanich(30%). The region with the highest percentage of landholders who perceived their land as incapable of supporting agriculture was Cariboo with 28%.

Comparing the perception of land capability by property owners with actual capability in the 12 study regions, it is evident that the majority of owners in the ALRs perceived their property as good or fair for agricultural use regardless of its actual agricultural capability. The majority of owners outside the ALRs perceived their property as poor in quality or with no capability with only limited reference to their actual capability class. (See table 4.8). Some holders of class 1 agricultural land outside the ALRs felt their land had no agricultural capability - a clearly erroneous perception.

These data indicate that the ALR designation of land has some correlation with the general perception of land quality. The opinion of land quality may be influenced by expectations and aspirations regarding future use. Those with no agricultural plans may downgrade their estimation of land quality out of ignorance of land capability or an intent to use the land otherwise.

Table 4.8

Owners' Perception of Land Capability Compared to
Actual Capability Inside and Outside ALRs

		CLI Agricultural Class*						
		1	2	3	4	5	6	7
<u>Inside ALRs</u>								
Good or Fair		100%	89%	80%	70%	58%	57%	50%
Poor or No Capability		0%	10%	13%	26%	34%	41%	50%
<u>Outside ALRs</u>								
Good or Fair		60%	57%	40%	47%	30%	33%	0%
Poor or No Capability		40%	43%	60%	53%	70%	58%	100%

* Canada Land Inventory Agricultural Class.

Land Values and the ALRs

When asked to give an estimate of the value of their land per acre, 51% of property owners were prepared to respond. The values ranged from well under \$500.00 per acre to over \$20,000 per acre. (See table 4.9). In general, a higher percentage of those properties outside the ALRs fell in the higher value categories. Within the ALRs, a higher percentage of properties were in the middle (\$2,000 - \$4,999) and lower categories. Among the study areas, Saanich and Smithers represent the extremes. In Saanich,

Table 4.9

Value Of Property By Designation
And Region*

	<u>Saanich</u>				<u>Surrey</u>				<u>Cariboo**</u>				<u>Kamloops**</u>			
	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region
0-\$499	0	0	0	0	0	0	0	0	25.0	0	100.0	50.0	21.1	0	33.3	23.1
\$500-\$999	4.0	0	0	3.0	0	0	0	0	0	0	0	0	21.1	0	0	19.2
\$1000-\$1999	0	0	0	0	0	0	0	0	50.0	100.0	0	33.3	15.8	0	0	11.5
\$2000-\$4999	20.0	0	33.3	18.2	44.4	14.3	33.3	36.5	0	0	0	8.3	31.6	100.0	66.7	34.6
\$5000-\$9999	20.0	0	66.7	24.2	16.7	14.3	66.7	21.2	25.0	0	0	8.3	10.5	0	0	11.5
\$10,000-\$19,999	48.0	0	0	39.4	22.2	28.6	0	23.1	0	0	0	0	0	0	0	0
\$20,000 plus	8.0	100.0	0	15.2	16.7	42.9	0	19.2	0	0	0	0	0	0	0	0
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

	<u>Vedder</u>				<u>Smithers</u>				<u>Coldstream</u>				<u>Kelowna</u>			
	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region
0-\$499	2.0	0	0	1.8	90.0	25.0	100.0	80.0	2.8	25.0	0	12.0	0	0	0	0
\$500-\$999	2.0	0	0	1.8	0	0	0	0	25.0	0	0	18.0	0	0	0	0
\$1000-\$1999	4.0	0	0	3.6	5.0	0	0	5.7	8.3	16.7	0	10.0	0	0	0	0
\$2000-\$4999	66.0	0	0	60.7	5.0	75.0	0	14.3	27.8	8.3	0	22.0	11.5	16.7	0	11.4
\$5000-\$9999	12.0	33.3	100.0	16.1	0	0	0	0	13.9	25.0	0	16.0	38.5	0	33.3	31.4
\$10,000-\$19,999	10.0	33.3	0	10.7	0	0	0	0	8.3	0	0	6.0	46.2	50.0	66.7	48.6
\$20,000 plus	4.0	33.3	0	5.4	0	0	0	0	13.9	25.0	0	16.0	3.8	33.3	0	8.6
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

	<u>Prince George**</u>				<u>Peace</u>				<u>Grand Forks**</u>				<u>Creston**</u>			
	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region	% In ALR	% Out	% Part In	Total Of Properties For Region
0-\$499	16.7	0	33.3	25.0	90.9	0	0	86.4	9.1	0	0	7.7	4.3	0	0	3.8
\$500-\$999	50.0	0	0	25.0	0	0	0	2.3	0	0	33.3	3.8	8.7	0	0	7.7
\$1000-\$1999	33.3	0	33.3	25.0	6.0	0	0	4.5	13.6	0	66.7	23.1	34.8	50.0	0	38.5
\$2000-\$4999	0	100.0	0	16.7	0	0	0	2.3	63.6	0	0	53.8	21.7	0	0	19.2
\$5000-\$9999	0	0	33.3	8.3	0	0	0	0	4.5	0	0	3.8	17.4	0	0	15.4
\$10,000-\$19,999	0	0	0	0	0	0	0	0	4.5	0	0	3.8	8.7	50.0	0	11.5
\$20,000 plus	0	0	0	0	3.0	0	0	4.5	4.5	0	0	3.8	4.3	0	0	3.8
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

* The percentages represent the proportion of those who responded to the applicable question.

** Since there was a low response in these study areas to the question pertaining to property values, the percentages shown have only limited significance.

100% of the surveyed landholders located outside the ALRs were estimated by their owners to be in the "over \$20,000" value category, whereas only 8% of those properties in the ALRs were estimated to be in that category. In Smithers, 90% of the properties in the ALRs were estimated to be in the 0-\$500.00 category, whereas only 25% of the properties outside the ALRs fell in that category. The clear difference in land value reflects a major influence of the ALRs, as well as some limited variation due to differing land quality between land in and outside the reserves. The major value distinction between ALR land and non-ALR land in the Saanich and Vedder areas is evidence of the demand for land for non-agricultural uses in these areas. In other study areas, some value difference is evident, but it is not so pronounced as that discovered in the urban influenced study areas.

Landowners and Users

One objective of this study was to determine the differential influence of ALRs on landowners and users with different socio-economic characteristics. Accordingly, correlations were sought between reactions to the ALRs and such variables as age, education, occupation and family structure. No significant correlations were discovered between these variables and the specific or general reactions to the ALRs that were documented, except that farmers as a group were slightly more positive towards the ALRs than were most occupational groups. The data did, however permit a profile of landholders to be developed.

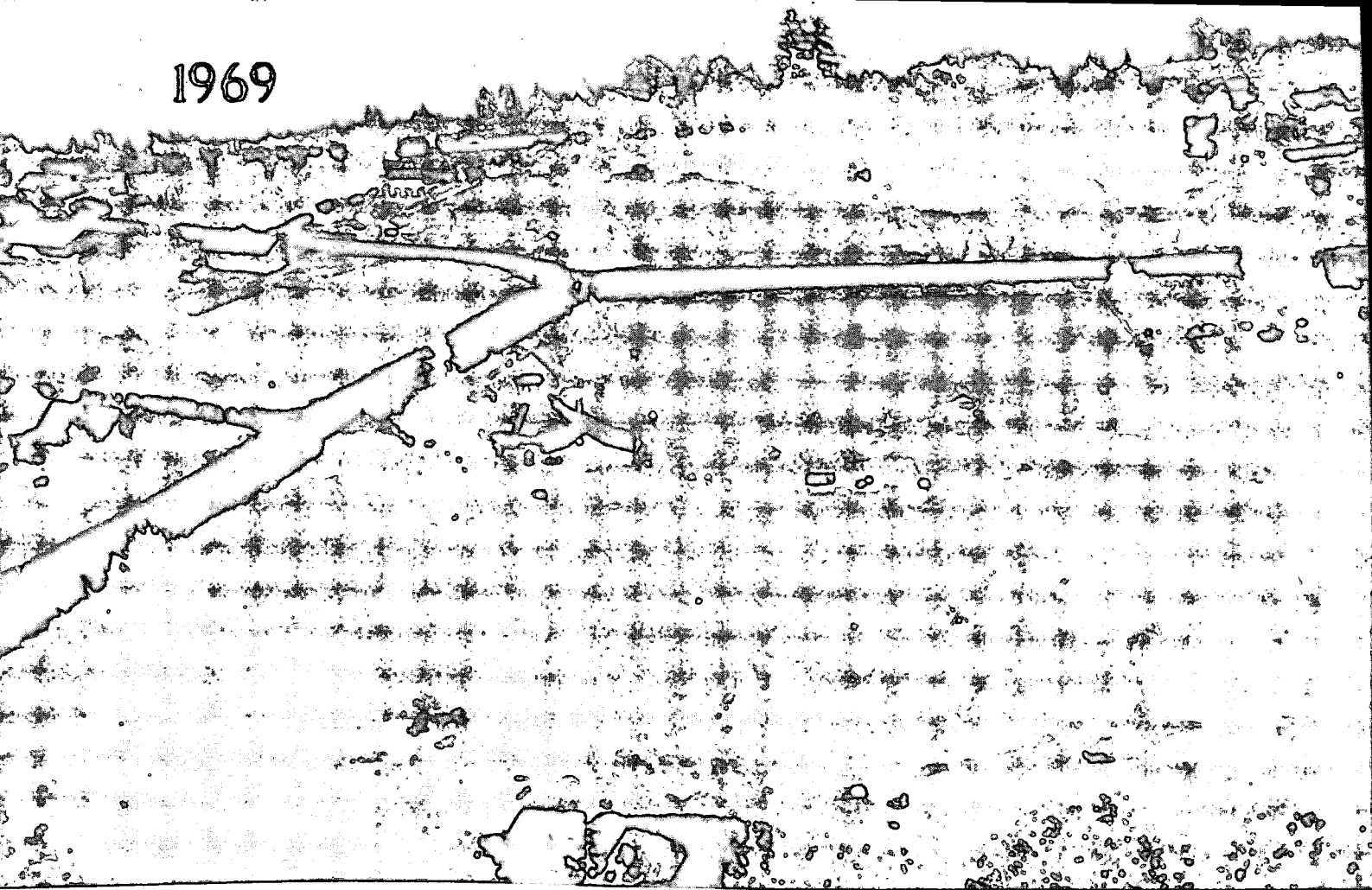
The median age of the surveyed landholders was 52 years; 60% of all landholders fell into the range of 38 to 58. This information corresponded well with provincial and national census figures for census farmers.¹ Eighty-five percent of the landholders were married and 23% had adult children who resided on the property. Thirty-six percent considered agriculture to be their principal occupation; a further 19% listed agriculture as a secondary occupation. Twenty-seven percent had family members, other than the spouse, who worked on the landholding, but few were paid for such work. Levels of education ranged from "none" to higher degrees.

Summary

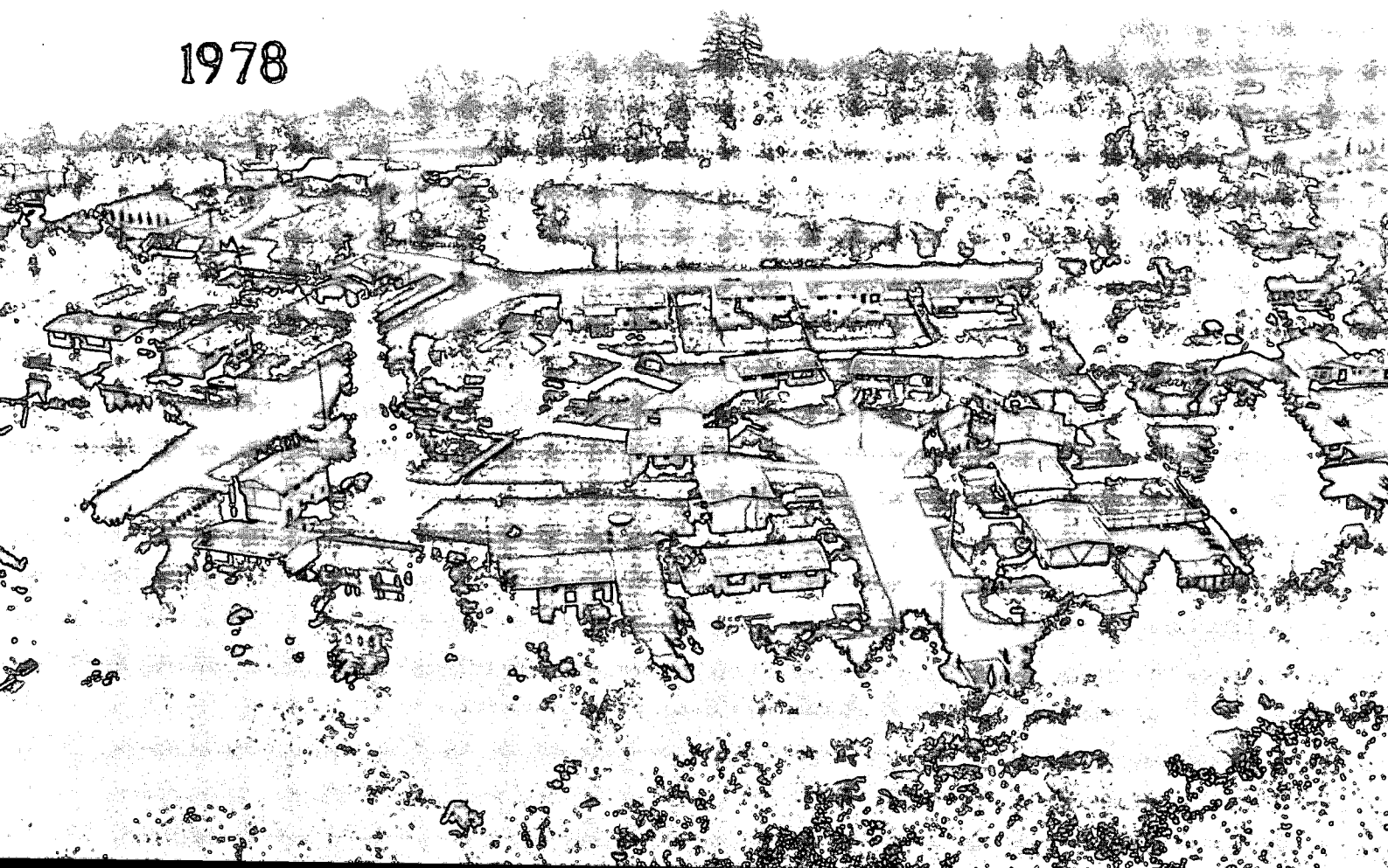
A wide range of types of landholdings and types of owners or users were found in the 12 study areas, both inside and outside the ALRs. In general, the ALRs encompassed most of the productive agricultural enterprises in each study area. The incidence of particular land uses or property types differed in and out of the ALR boundary. No connection was found however, with the social or economic characteristics of the landholders. Significant differences were apparent in the value and use of the land inside and outside the ALR boundaries, and in the relationship between the perceived capability of the land and the ALR zoning.

Chapter Five

1969



1978



CHANGES IN LAND TENURE AND USE 1972-77

The establishment of the Agricultural Land Reserves, while placing certain constraints on the activities of many landowners, did not result in a total halt in changes in land ownership or use. The survey discovered many alterations in property size, in the use of property and in the nature of investment in improvements, mechanization and other major capital goods.

Changes in the Size of Landholdings

Over 10% of the surveyed landowners had purchased additional land during the 1972 to 1977 study period. A total of 3.4% purchased small properties (5 acres or less in size) and these purchases were concentrated in urban fringe areas such as Saanich, Kelowna and Creston, although some purchases of small properties occurred in nearly all study areas. Land purchase activity was concentrated in the Vedder and Smithers study areas where approximately 19% of the landowners acquired additional property. In contrast, comparatively little land market activity was apparent in the Cariboo, Kamloops and Coldstream study areas where, in each case, less than 2.5% of surveyed landowners had made property purchases since the establishment of the reserves. Particularly in the Cariboo region, the difficulty encountered in locating and interviewing non-resident owners may have reduced the total. The purchases of larger acreages generally occurred in the Smithers and Peace regions where several transactions involving 1/4, 1/2 and full sections were reported.

The majority of those who purchased land between 1972 and 1977, whether within or outside ALR boundaries, did so to augment existing farm units. Nearly 80% of all land purchases reported in the 1972 to 1977 period were made by individuals who already owned land in the regions in 1972. The remaining 20% of the purchasers could be divided into two categories - those purchasing small properties (10 acres or less), in most cases for residential or hobby purposes, and those purchasing units with commercial agricultural potential.

Table 5.1
Size Distribution of Land Purchases 1972-1977
for 12 Study Areas

(Number of Transactions)

Size (acres)	Study Areas					
	Saanich	Surrey	Vedder	Smithers	Prince George	Peace
	%	%	%	%	%	%
10 or less	72.7	60.0	18.7	17.6	33.3	0
11-50	0	20.0	68.7	17.6	0	0
51-200	27.3	0	12.5	11.8	16.7	50.0
over 200	0	20.0	0	53.0	50.0	50.0
<u>Total</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

% of total
owners
purchasing
any land:

16.4%	6.4%	20.7%	21.3%	15.3%	7.5%
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Size (acres)	Study Areas						12 Area total
	Cariboo	Kamloops	Coldstream	Kelowna	Grand Forks	Creston	
	%	%	%	%	%	%	%
10 or less	50.0	100.0	50.0	66.7	33.3	100.0	41.8
11-50	0	0	0	0	66.7	0	22.1
51-200	50.0	0	50.0	16.7	0	0	16.3
over 200	0	0	0	16.7	0	0	19.8
<u>Total</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>

% of total
owners
purchasing
any land:

3.8%	3.8%	2.5%	7.5%	10.0%	11.7%	10.3%
------	------	------	------	-------	-------	-------

Thirteen percent of new entrants into land ownership fell into the the category of purchasers of small properties, generally for residential or recreation purposes. The remaining 87% of new entrants represented potential commercial farmers.

When the purchasers of land are classified according to the present general use of that land (1977), the following table is generated.

Table 5.2

Size Distribution of Land Purchases
According to General Land Use

	Farm	Residential Only	Commercial	Vacant	% of All* Purchasers
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
<u>Acres</u>					
1 - 10	31.7	100	25.0	45.5	41.9
11 - 50	26.7	0	50.0	0	20.9
51 - 200	18.3	0	25.0	27.3	17.4
201 - plus	23.3	0	0	27.3	19.8
Total	100%	100%	100%	100%	100%
Purchasers as % of all properties in category	11.3	6.4	8.7	22.5	10.7

*

Note: No "forestry only" properties reported land purchases in the 1972-77 study period.

The principal farm purchasers of land were those intending to use the land for beef (16%) dairy (13%) and grain (7%). Eleven percent of all purchasers of land identified themselves as hobby farmers and a further 12% of land purchasers could be classified as holders of vacant or unused land.

Leasing of Land

Between 1972 and 1977, several landholders decided to change the effective size of their management units by leasing land from others. Approximately 3% of surveyed landholders enlarged their management units from 1972 to 1977

by leasing adjacent or nearby land. Most commonly, this land was leased by beef or dairy farmers whose aim was to enlarge herd sizes and improve the scale economies of their farming unit. Particularly in the Smithers and Vedder study areas, increased leasing was evident. In the Vedder region, leasing was nearly always associated with dairy farming, while in the Smithers region, most of the land leased was Crown land and was used as part of forest or rangeland leases. Leasing of private land was most common in the Vedder region where nearly 20% of the landowners interviewed participated in leasing arrangements. These landowners were evenly divided between those who leased land to others and those who augmented their agricultural management units through leasing of land from their neighbours. Increases in the leasing-out of private land were of limited significance except in the Vedder study area. The owners of land that was leased out were frequently non-farmers who held property that was totally under leasehold use.

Changes in Management Unit Size

From 1972 to 1977, land transactions were reported by approximately 20% of the surveyed properties.

Table 5.3
Changes in Management Unit Size
(% of units buying, selling, Leasing)

	<u>In ALRs</u>	<u>Outside</u>	<u>Part In</u>	<u>Don't Know</u>	<u>All properties</u>
Land purchased	11.0%	6.4%	16.4%	0.9%	10.7%
Land sold	9.1%	11.9%	25.0%	0	9.3%
Land leased in	3.2%	1.8%	5.5%	0.9%	2.9%
Land leased out	2.1%	0	5.5%	0	1.7%

Table 5.3 shows a significant difference in land transaction activity between management units within and outside the ALRs. Land purchases, shown by the survey to be mostly by farmers, were more frequent within the ALR boundaries. Similarly, augmentation of management unit size by leasing was more prevalent within the ALRs. Land was leased out for farm activity within the ALRs, but no such activity was found outside ALR boundaries. This finding could indicate either the impact of the legislation on the economics of leasing, or a quality differential between ALR and non-ALR land making ALR land more attractive for farm use.

Of particular note is the high rate of land transactions reported by landowners on the margins of the ALRs - holders of both ALR and non-ALR land. The part in/part out properties are all over 100 acres in size and the opportunities to be involved in land transactions are therefore more numerous. Such property owners can participate both in the "free" and ALR land markets, and may adjust their holdings to take maximum advantage of the provisions of both zoning classes.

The reasons cited by a majority of those altering the size of their holdings were related to the economics of farming, or to the economics of their particular enterprises. Forty-eight percent of all alterations were done for "economic reasons", "need for growth", or need to consolidate holdings. Family and personal reasons followed, cited in explanation for 29% of the reported changes. New enterprises and land consolidations were cited as reasons by 1.2% of the respondents; all were holders of ALR land. The ALR legislation was not specifically cited by respondents as the direct cause of their land purchase or sale activity, although its influence on the market was certainly a factor in their decisions.

The fact that landholders who did not know their ALR designation had not generally participated in the land market is significant. Their absence of knowledge of ALRs was due at least in part to lack of activity in the market. Landowners who had made land transactions were nearly universally knowledgeable about ALR provisions.

Changes in Land Use

The results of this study show that changes in activities and in intensity of land use continued to occur after the introduction of the land reserve legislation although comparable statistics are not available to confirm empirically whether this constituted an increase or a decrease in activity from pre-ALR times. Intensification of land use through altered techniques of cultivation or through improvements in crops, capital equipment, etc.,

was reported on 2.2% of properties, with highest rates reported in the Kelowna and Vedder study areas. Farm properties reported changes in crop combinations, mix of farming activities, or scale of operations. (See table 5.4). At the same time, several farms reported elimination of particular farming activities (usually pasture) in the Surrey, Vedder and Creston areas.

Major capital improvements such as new buildings, fixed equipment, irrigation, fencing, were reported on 3% of the surveyed properties; they were concentrated on farms with ALR property, particularly in the Vedder and Smithers study areas. (See table 5.5). In Smithers, these improvements were accompanied by land clearing, which was reported by 10.1% of the landholders interviewed in that region. Land clearing was also important in the Peace study area where 6.3% of the surveyed property holders reported new land clearing.

Subdivision of land occurred after 1972 on 1.4% of the surveyed properties. These were concentrated in the Saanich, Kelowna and Prince George study areas. The figures for landholdings within ALRs represented a lower rate of subdivision of land in the reserves compared to sampled properties outside ALR boundaries. Outside the ALRs, 3.7% of surveyed properties had been subdivided since 1972, whereas inside the ALR boundaries only 1.1% of surveyed properties had been subdivided in the same period. Similarly, a higher rate of diversification into new non-farm activities was reported on the properties wholly or partly outside the ALRs. As with land market activity, improvements or changes in land use were most common on the larger holdings.

A majority of respondents both inside and outside the ALRs attributed changes in land use to economic factors such as business growth or scale economies associated with the land using enterprise. Personal or family reasons for altering land use were more frequently cited by those with non-ALR property, while retirement or health were factors for over 10% of holders of ALR property. Government influence, local or provincial, was cited by a small number of respondents, but most attributed the need to change to broader social and economic factors and not directly to any

government policies. Unprompted, substantially less than one percent of respondents cited the ALRs, or exclusion from them, as the principal factor causing them to change their land use patterns. When asked specifically about such government influence, however, many more were prepared to make linkages.

Table 5.4

Changes in Nature of Extent of Land Use 1972-77
(% of properties)

	<u>Property in ALRs</u> %	<u>Outside ALRs</u> %	<u>Part In Part Out</u> %	<u>Total</u> %
Intensified use	1.9	1.8	5.4	2.2
Changed crop mix	0.8	0	1.8	0.6
Changed land use activity	1.5	0.9	1.8	1.4
Subdivided	1.1	3.7	1.8	1.4
Land cleared	3.0	0.9	3.6	3.0
Eliminated farm activity	2.1	0.9	1.8	1.6
Decreased operations	1.9	1.8	5.4	2.1
Diversified	0.6	2.4	1.8	0.9
Major capital improvements	2.9	0.9	3.6	2.4
Increased scale of operations	1.1	0.9	0	1.1
Any changes reported by properties	16.9	14.2	27.0	16.7

Table 5.5

Percentage Of Properties Reporting

Major Land Use Changes 1972-77

Classified By Major Land Use Type

	Farm	Residence Only	Commercial	Vacant	All Properties*
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
Intensified use	3.0	1.2	0	0	2.2
Changed crop mix	0.9	0	0	0	0.6
Changed land use activity	2.0	0.6	0	0	1.4
Subdivided	1.3	0.6	0	6.2	1.3
Land cleared	3.9	1.7	0	0	3.0
Eliminated farm activity	1.7	1.2	2.2	2.0	1.6
Decreased operations	2.6	1.7	0	0	2.1
Diversified	0.8	0.6	2.2	0	0.8
Major capital improvements	2.8	0.6	2.2	4.1	2.4
Increased scale of operations	1.5	0	2.2	0	1.1
No changes reported	79.3	91.8	91.2	87.7	83.5
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
Total	100.0	100.0	100.0	100.0	100.0

*The "forestry only" properties did not report any land use changes.

Table 5.6
Agricultural Census Changes 1966-1976
(British Columbia)

	Year			% Change 1966-1971	% Change 1971-1976
	1966	1971	1976		
Farm population	91,443	79,353	74,662	-13.2	-5.9
Number of farms	19,085	18,400	19,432	-3.6	5.3
Area in farms (acres)	5,292,310	5,823,231	6,052,910	9.1	3.8
Average acreage per farm	277	316	311	12.3	-1.6
Improved land (acres)	1,614,141	1,755,247	1,911,236	8.0	8.2
Cropland (acres)	955,287	1,092,593	1,209,863	12.6	9.7
Pasture Land (acres)	436,920	397,864	434,154	-8.9	8.4
Summer fallow (acres)	117,684	172,816	167,144	31.9	-3.3
Other improved (acres)	104,250	91,974	100,075	-11.8	8.1
Unimproved land (acres)	3,678,169	4,067,984	4,141,674	9.6	1.8
Woodland (acres)	799,935	844,257	746,379	5.2	-11.6
Other unimproved (acres)	2,878,234	3,233,727	3,395,295	11.0	4.8
Total capital value	\$949 million	\$1607 million	\$3590 million	69.3	123.4
Average per farm	\$49,731	\$87,333	\$184,747	75.6	111.4
Land/Buildings	\$728 million	\$1293 million	\$3051 million	77.6	136.0
Average per farm	\$38,139	\$70,286	\$157,000	84.2	124.0
Machinery	\$124 million	\$163 million	\$346 million	31.5	112.3
Average per farm	\$6473	\$8868	\$17,806	37.0	100.8
Livestock/Poultry	\$98 million	\$150 million	\$192 million	53.0	28.0
Average per farm	\$5119	\$8175	\$9880	59.7	20.9

Source: Statistics Canada. Figures adjusted for constant 1971 definition of census farm.

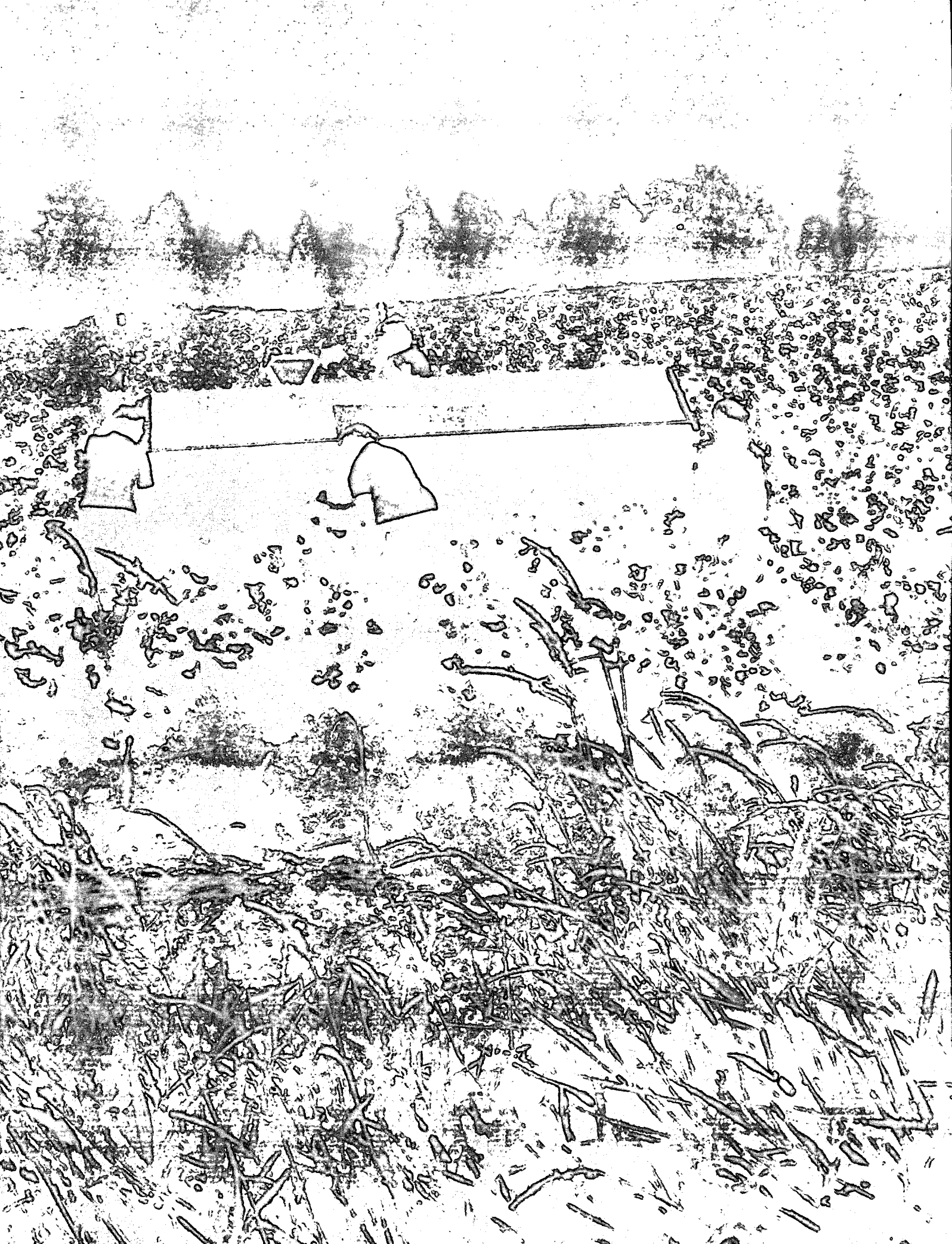
Comparison with Census Reported Changes

The changes noted in the survey are reflected overall by the statistics for agricultural properties from the 1966, 1971, and 1976 censuses. (See table 5.6). From 1966 to 1971, census statistics for British Columbia show declining numbers of farms, reduction in pasture land and slow growth in the value of land and buildings. Figures also indicate a rapidly decreasing population of farmers.

The 1971-76 figures, representing a period during which the ALRs were established and in force, showed a reversal of several earlier trends. The number of farms grew, as did the acreage in all farms of improved agriculture except summer fallow. Figures show a substantial growth in the value of farmland, buildings and capital equipment, at a rate much higher than for 1966-71. At the same time, however, the size of the average farm declined, possibly indicating a continuing trend towards hobby and recreation farms in some areas of the province, and the rate of increase in investment in livestock and poultry also fell. The rate of decline of farm population, however, was substantially reduced.

Summary

Census data indicate that changes in many of the trends in farm community indicators coincide with the date of introduction of the ALRs. The survey has shown substantial differences in the actions of landholders both within and outside the ALRs during the study period. Many factors relating to the general economy, to population growth rates in BC, and to specific input costs for rural enterprises have made it difficult to attribute the alterations apparent in rural land use to the ALR legislation. It is clear, however, from the surveys that the ALRs have been a contributing factor at the level of the individual management unit, to changes in land use and increased capital investment. The ALR has clearly prevented much land use change within its boundaries, and has contributed towards increased confidence in farming as an occupation within the ALRs.



THE IMPACT OF THE ALRs ON LANDHOLDERS

The Agricultural Land Reserve legislation has had a measurable impact on the owners and users of land. Most owners have responded to the legislation at least in terms of opinion, if not more actively by participation in public meetings, by attempts to change their designation by petition, or by changes made in their land use patterns and future plans. These are some of the areas of impact that will be examined in this chapter.

Reaction to the Legislation

Property owners in all regions were asked for their general reaction to the ALR legislation. They were also asked to express their feelings about the legislation in terms of their own land, its use and their future plans.

In general, the opinion of the ALR legislation in all regions was strongly favourable; 80% of all property owners were in favour. Only 12% were generally opposed to the legislation. Table 6.1 gives a more detailed display of the degree of favourability or opposition to the legislation.

Table 6.1

General Opinion of ALR Legislation

<u>Opinion</u>	<u>% of Total Number of Landholders (all regions)*</u>
Highly Favourable	16%
In Favour	27%
Qualified in Favour	37%
Neutral	2%
Qualified Against	3%
Against	7%
Very Against	2%
Don't Know	2%
No Opinion	4%
	100%

* Figures are rounded to the nearest full percentage.

Analysis of the relationship between the ALR zoning and the general opinion of the ALR legislation showed little difference in opinion according to ALR designation. (See table 6.2). A "qualified in favour" response, was given by 37%, both inside and outside the ALRs. A "qualified in favour" response usually indicated general agreement with the motives of the ALR legislation but reservations concerning its implementation. Inside the ALRs, 18% were "highly in favour" of the legislation and outside the percentage was slightly higher at 22%. That portion of property holders inside the ALRs who were against the legislation was 8% while outside those against numbered 3%. This was the only category where any sizeable difference was evident. It reflects the opinion of a number of property owners who generalized their opposition to having been included within the ALR boundaries, into a strong opposition to the ALRs in general. Those holding land both in and outside the ALRs were less extreme in their opinions than those with land wholly in or out, but overall showed the same level of general support for the legislation.

Table 6.2

General Opinion of ALRs According to
Property Designation of Respondent

<u>Opinion</u>	<u>Inside ALRs</u>	<u>Outside ALRs</u>	<u>Partly in ALRs</u>
Highly Favourable	18.2	22.4	9.3
In Favour	28.4	29.0	18.5
Qualified in Favour	37.2	37.4	51.9
Neutral	1.8	2.8	0
Qualified Against	3.1	1.9	11.1
Against	7.5	2.8	7.4
Very Against	2.4	1.9	1.9
No Opinion	0.6	0	0
Don't Know	0.8	1.9	0
TOTAL	100%	100%	100%

Regional Differences In ALR Response

Respondents in some study areas expressed their opinions about the ALR legislation in stronger terms than respondents in other areas. (See table 6.3). In the Peace study area, for example, 56% of surveyed landholders were in favour of the legislation in general. Another 25% gave a qualified favourable response. In Coldstream, 63% of landholders gave a "qualified in favour" response, while 13% were "wholly in favour". In Vedder, 34% of the landholders were "highly in favour" of the legislation. Kelowna at 12% and Kamloops with 11% were the regions with the highest percentage of landholders "against" the legislation. Prince George with 8% had the highest percentage of those who were "very much against" the legislation. Generally, the regions showing the most "in favour" reaction were those with an agricultural character and little prior subdivision.

In addition to their general response, landholders were also asked to give a detailed opinion of the ALR legislation. This response is summarized in Appendix D. The detailed opinions also explain some of the specific doubts or attitudes that were held by landholders both for and against the legislation. Nearly 20% of the property owners throughout the 12 study regions stated categorically that the legislation was needed to protect agricultural land. This opinion was particularly strong in Vedder where it was held by 30% of the property owners. This positive opinion was also held by a high percentage of owners in Saanich (25%), Grand Forks (25%), and Surrey (23%).

Twelve percent of the landholders felt that the legislation was a good idea, but that it was poorly executed. This opinion was strong in the Cariboo area where it was held by 29% of the landholders surveyed. Similar opinions were held by 25% of those surveyed in Saanich.

Nearly 10% of all landholders felt that the legislation was inconsistent and mismanaged. This opinion was strongest among landholders in the Coldstream (18%) and Surrey (17%) regions. Five percent of all those surveyed felt that their land had been incorrectly designated. This opinion was held among 11% of the landholders in Grand Forks and 10% in the Surrey and Prince George study areas.

General Opinion of ALRs in Each Study Area

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Opinion of ALRs Related to Property Size or Value

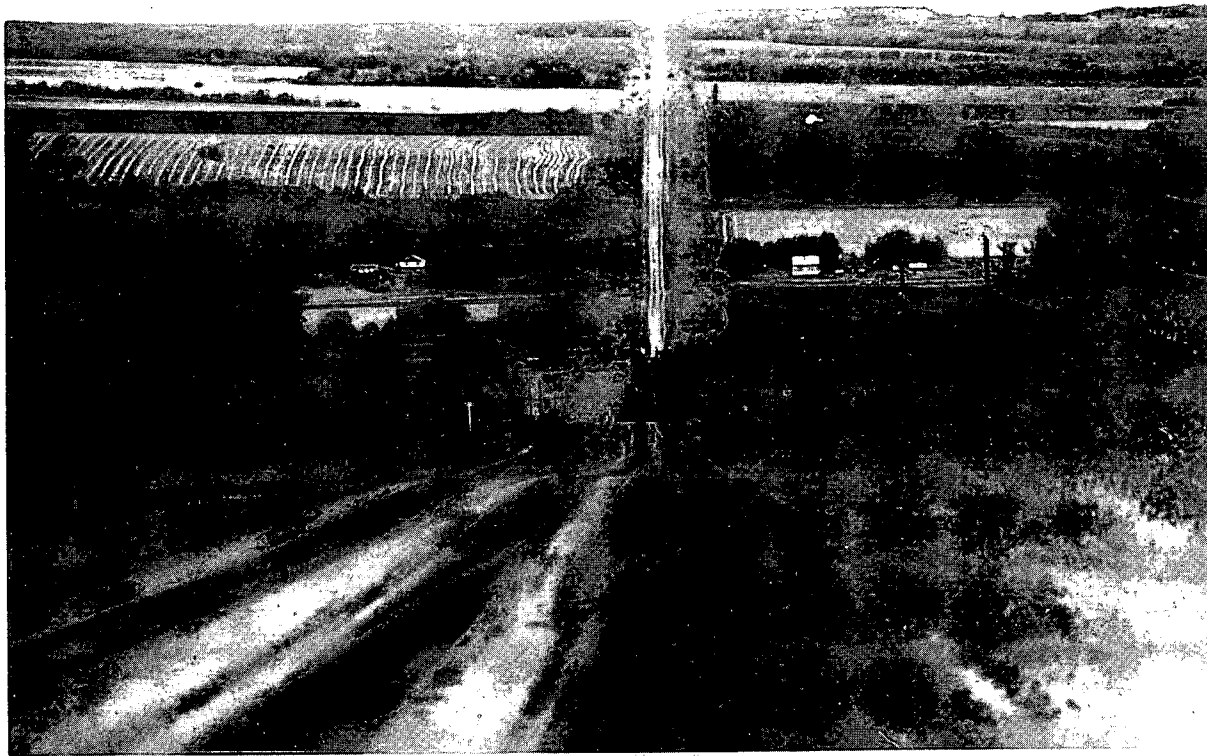
The general reaction to the ALR legislation revealed no statistically significant relationship to property size. Within each study region, there was little difference apparent in opinions held by those with different property sizes. Land capability differences or land value differences also showed little direct relationship to the opinion of the ALRs.

Opinion of ALRs Related to Land Use

There was some degree of correlation between the type of land use and the opinion of the ALR legislation. There were no specific farm types or land uses where the landowner showed general opposition to the legislation. It is interesting to note that commercial farmers and hobby farmers were substantially in favour of the legislation and only a very small percentage were opposed. In contrast, holders of "vacant" or completely leased-out properties constituted the groups most opposed to the legislation. (See tables 6.4 and 6.5) Hobby farmers may support the ALR legislation because it protects their rural lifestyle by preventing further urban encroachment; holders of vacant properties or completely leased-out land may be opposed because the ALR designation interferes with their intended land use.

Table 6.4
ALR Response by Land Use(%)

<u>Response</u>	<u>Land Use</u>					Total
	Farm	Forestry	Residence	Commercial	Vacant	
Highly Favourable	16	17	20	9	8	16
In Favour	27	17	28	33	19	27
Qualified in Favour	38	66	30	33	43	37
Neutral	2	0	2	2	2	2
Qualified Against	4	0	2	2	8	3
Against	7	0	4	6	12	7
Very Against	2	0	2	2	4	2
No Opinion	3	0	9	11	4	5
Don't Know	1	0	3	2	0	1
	100	100	100	100	100	100



*High Capability farmlands near Montney
in the northern Peace River region*

Opinion of ALRs Related to Perception of Land Quality

Regardless of their perception of land quality, the majority of property owners both inside and outside the ALRs were in favour of the legislation in general. (See table 6.6). There is, however, a significant correlation, both inside and outside the ALRs, between ALR opinion and perceived land quality; this correlation is slightly more pronounced among holders of ALR designated land. Those who perceive their land to be poor tend to be more opposed to the ALRs than those who perceive their land to be "good".

Those outside the ALRs, even if they perceive their land to be poor, generally favour the ALR legislation. This may reflect the intention of the ALR legislation to restrict the quantity of land on the market and therefore increase the market value of land, whatever its quality.

Table 6.5

ALR Response by Farm Type
(Farm Properties Only) (%)

Response Farm Type	In Favour	Neutral	Against	No Opinion
Field Crop	80	0	20	0
Market Garden	77	7	16	0
Fruit	79	0	21	0
Dairy	89	0	9	2
Beef	82	1	17	0
Pastoral Mix	92	0	8	0
Poultry	83	0	17	0
Livestock/ Grain	77	0	15	8
Mixed Farm	94	0	0	6
Grain	86	0	14	0
Vines	100	0	0	0
Retirement Farm	87	0	4	9
Hobby Farm	84	2	10	4
All Leased out	67	0	33	0
Other, Miscellaneous	90	0	10	0
Unused Land	78	4	16	2

Table 6.6
General Opinion of ALR Legislation Compared
With Perception of Land Capability

<u>A Properties Inside ALRs</u>		<u>Perception of Land Capability</u>			
(General Opinion of ALRs)	Good	Fair	Poor	No Capability	
Highly Favourable	23.1	16.4	8.6	11.8	
In Favour	31.6	31.3	22.9	17.6	
Qualified In Favour	31.6	35.1	50.0	47.1	
Neutral	1.6	2.2	1.4	2.9	
Qualified Against	2.4	3.7	1.4	8.8	
Against	6.1	8.2	8.6	11.8	
Very against	2.4	1.5	4.3	0.0	
Don't know	0.4	1.5	1.4	0.0	
No opinion	0.8	0.0	1.4	0.0	
Total	100%	100%	100%	100%	

<u>B Properties Outside ALRs</u>					
(General Opinion of ALRs)					
Highly Favourable	36.4	17.6	27.6	13.5	
In Favour	13.6	35.3	24.1	35.1	
Qualified In Favour	36.4	41.2	34.5	40.5	
Neutral	4.5	0.0	0.0	5.4	
Qualified Against	4.5	0.0	3.4	0.0	
Against	0.0	5.9	3.4	2.7	
Very against	0.0	0.0	6.9	0.0	
Don't know	4.5	0.0	0.0	2.7	
No opinion	0.0	0.0	0.0	0.0	
Total	100%	100%	100%	100%	

A similar relationship was evident in the opinion of their own zoning; 15% of those with "good" land opposed inclusion in the ALRs compared with 32% of those with "poor" land.

Reactions to their own Designation

In addition to surveying landholders on their general attitudes to the ALR legislation, each person surveyed was also asked to state his reaction to the ALR designation (zoning) of his own specific property.

As shown in table 6.7, 30% of all landholders did not agree with their designation (inclusion within or exclusion from the ALR). Of those with property in the ALRs, 31% disagreed with their designation compared with 12% of those outside ALR boundaries. Over 60% of those who held both ALR and non-ALR property disagreed with their zoning. A much higher percentage of landholders objected to the legislation in terms of their own designation rather than the legislation in general.

Table 6.7

Opposition to Designation of Own Property*
(All landholders)

<u>Study Areas</u>	Saanich	Surrey	Vedder	Smithers	Prince George	Peace
Opposition	39%	33%	25%	16%	41%	25%

<u>Study Areas</u>	Cariboo	Kamloops	Coldstream	Kelowna	Grand Forks	Creston
Opposition	31%	24%	13%	45%	38%	37%

Average for all study areas: 30%

* Figures show percentage of respondents in each area who contended that the designation of their particular holdings was "unwarranted".

The rate of objection to ALR zoning was significantly higher among those landholders whose property was designated within the reserves. Very few objected to having been excluded from the ALRs. ALR designation meant, for many surveyed landholders, a loss of former sales or subdivision opportunities, and may account for much of their opposition.

Attempts to Vary ALR Designation

Approximately 18% of all property owners have attempted to vary their ALR designation. These attempts have ranged from requests to have land included or excluded from the ALRs to requests to subdivide or change zoning to permit a different use.

Nearly half of the petitions reported by surveyed landholders were requests to subdivide. All of the petitions from the Peace region were of this nature, as were 77% of the petitions from Cariboo and 73% from Saanich.

The principal reservations of landholders regarding the ALR zoning of their own property included "misclassification of land" and "too small property size". The highest incidence of alleged misclassification was found in the Kelowna area, followed by the other semi-urbanized areas. (See table 6.8)

The motives behind applications for changes in zoning fell into two major categories. Nearly 43% of those who wished to change their designation aimed to subdivide for sale or commercial enterprise; another 18% wished to subdivide for non-commercial reasons, i.e. for a family member or partner to build a house. Nearly 48% of those who petitioned to change their ALR designation were unsuccessful. Most of these wished to subdivide. In the Surrey study area, 75% of the petitioners were unsuccessful, in Vedder, 64% and in Peace, 60%. In the Kamloops study area, the survey revealed that 67% of the petitions were successful, usually because the quality of the land involved was marginal.

Table 6.8

Reason For Opposition To ALR Designation

Reason	% Involved
Land Misclassified	16.2
Land Unit Too Small	5.7
General ALR Opponent	5.7
Land Too Poor To Farm	.5
Unspecified Opposition	4.6

Activities Affected by the ALRs

The ALR legislation has had an impact on both the land and the holders of that land. A significant percentage of owners within the ALR boundaries have been prevented by the legislation from taking actions in regard to their property. Five percent reported that they were prevented from selling their property and 16% reported that they were prevented from subdividing. A smaller percentage, 3%, were prevented from changing their property size.

In addition to the impact on the actions of landholders, some impact has occurred with respect to property values. Thirty-seven percent of those within ALR boundaries reported no change in the value of their property and 28% felt their property value decreased. (See table 6.9). Fourteen percent felt their property value rose sharply, while 10% felt it rose only slightly. Outside the ALR boundaries, 39% of landowners reported rises in their property values and less than 6% reported decreases over the study period. Differences in figures can be accounted for by the relative location of the property vis-a-vis urban areas in addition to the ALR designation, since non-agricultural demands were not completely removed by the ALR zoning.

Table 6.9

Impact of the ALRs on Land Values
(percentage of properties)

	Holdings in ALRs (%)	Holdings Outside ALRs (%)	Part-in Part-out (%)	All Holdings*
				(%)
Value rose	24.4	38.5	33.9	28.7
Value held steady	37.7	51.3	28.5	40.9
Value fell	28.3	5.5	33.9	26.4
No reply	9.5	4.7	3.7	4.0

*Includes surveyed holdings where ALR zoning was not known.

Impact on Future of Landholdings

Even though their actions may be restricted to an extent by the ALR legislation, the majority of landowners see it as a long-term necessity and many have altered their future expectations to accomodate their new circumstances.

Analysis of data with respect to the future of surveyed landholdings shows that the percentage of landholders within ALR boundaries who intend to pass their property on to descendants is slightly higher than the percentage outside the ALR. At the same time, the percentage of those anticipating selling out is 31% within ALR boundaries as opposed to 38% outside.

When asked about the future, the percentage of landholders in the ALRs who indicated long-term farming futures was double that of those outside the ALR boundaries with similar quality holdings. The percentage of those



Dairy farm, Hatzie Prairie, lower Fraser Valley

foreseeing subdivision, development or other urban oriented uses was also significantly higher outside of the ALRs than within. Ten percent of those surveyed gave the unsolicited response that if the ALRs remained in place, their land would be farmed, whereas if it was removed, their property would become subdivided for non-agricultural uses. It should also be noted that a significant number of older farmers were concerned that the ALR legislation had prevented them from acquiring desired retirement income by selling off the land for subdivision purposes and that their market for eventual sale was now more uncertain than before.

Summary — Reactions to the ALRs

The Agricultural Land Reserves have had a substantial impact upon the holders of rural land within the study areas. Over 20% of those surveyed reported that they had been prevented from undertaking some form of land market activity by the ALRs. Nearly 20% of those surveyed had contacted

the Land Commission in an attempt to make a land use change or property sale. A majority of landholders reported that the ALRs had affected the market value of their land. Despite these impacts, or because of them, over 80% of those surveyed supported the ALRs in principle. Even so, many had specific criticisms of ALR implementation, particularly in terms of the impact of the legislation on their own properties or prospects.

Chapter Seven

crestview
gardens

THE IMPACT OF THE ALRs ON THE RURAL AND URBAN LAND MARKET

Like any zoning, the Agricultural Land Reserve legislation represented a division of land into different markets based upon the opportunities available to owners of land within each market. Within the Agricultural Land Reserves, the opportunities for the use of land for such activities as industry, housing, or extraction were reduced. At the same time, the effect of the legislation was to redirect demand for land for these activities to areas where the restrictions did not apply.

At the outset, much of the land that had been accumulated for development purposes on the outskirts of cities was suddenly declared ineligible for urban expansion. This effectively restricted the supply of land for urban development over the shorter run. Because many steps are necessary in most jurisdictions to obtain the zoning, building, and other clearances necessary to permit subdivision and construction, the normal process through all of the clearances was interrupted. It appears to have taken from 2 to 3 years for developers to supplement their existing stock of non-ALR land. To quote N.F. Bothwell, President of the Urban Development Institute, Pacific Region,

"When the agricultural land reserve was introduced it was done so in a singular fashion - parallel policies were not introduced to render non-agricultural lands available for development to replace in inventory the frozen lands, much of which have been previously earmarked by regional and municipal government planning agencies (and consequently the development industry) for medium and long term development. In the lower mainland, for example, urban development had been proceeding generally in an accretive fashion on agricultural lands, one of the reasons being their lower cost to service. Non agricultural hillsides, on the other hand were often ignored in government planning for future development and in trunk servicing patterns. Consequently, on introduction of the land reserve freezing agricultural lands, very little land was left which had been planned and to which servicing was available. The impact of the ALR was to cause an immediate increase in value of all non-ALR land, particularly that which could be developed at an early date, thereby affecting the cost of housing to all consumers".¹

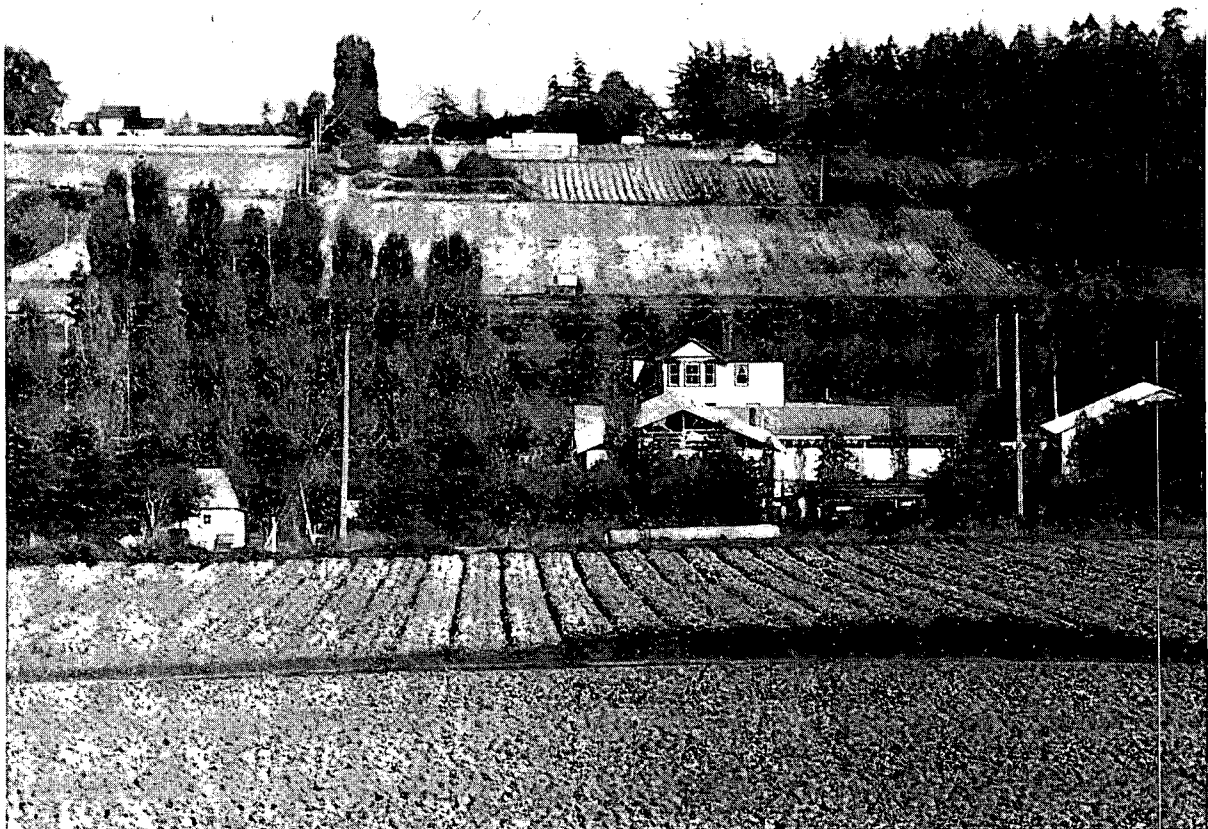
Because the Agricultural Land Reserve boundaries were drawn with an allowance for reasonable urban growth, some lands with agricultural potential were usually excluded from the ALRs that surround expanding urban areas. The result was, that over 3 or 4 years, the development industry was able to bring further lands through the complicated process of preparation for development. By 1975, a near normal situation had returned and the supply of developable land again met the demand.

The short term strictures in the market are reflected in the rapidly rising average house sale values including, in the urban market, the resale value of real estate. In 1973, the average value in B.C. per Multiple-Listing-Service transaction rose 23% followed by a 36% increase in 1974, a rate substantially higher than the Canadian average.² By 1976, the annual increase rate had fallen to 9%, a rate lower than the Canadian average. It is difficult to directly relate the 1972-75 rise in average property sale value to the Agricultural Land Reserves, but it is evident that their introduction was a contributing factor to rising housing prices in this period. Multiple Listing Service data for Vancouver and Victoria show a similar pattern to the province-wide data. From 1971 to 1977, the average price of property sold in Vancouver rose from \$26,471.00 to \$69,801.00 and the average price per transaction in Victoria rose from \$23,620.00 to \$61,674.00. The bulk of the rise took place from 1972 to 1974 with each city showing increases of from 26 to 41% per annum, falling in 1974-75 to 11 to 14% and by 1976 showing increases of approximately 2%.³

The Land Market and the ALRs

The advent of the Agricultural Land Reserves has influenced the nature of market activity in real estate in British Columbia, particularly speculation. This has been expressed in three ways.

- 1) There is speculation concerning the existence of the Agricultural Land Reserve legislation itself - whether it will be removed, remain a permanent fixture, or be altered.
- 2) There is speculation in exclusions from the ALRs which often takes the form of options to purchase.
- 3) There is increased speculation in non-ALR land for development purposes.



Urban fringe farms, Saanich peninsula, north of Victoria

Speculation on the Future of the ALRs

When the Agricultural Land Reserves were first introduced, much of the public generally considered them to be a temporary measure - a "land freeze" that would be removed at a later date. While considerable efforts have been made by succeeding governments to stress the fact that some form of Agricultural Land Reserve zoning will be a permanent British Columbia

fixture, there still exists adequate doubt in the minds of some to permit speculation in the future existence of the ALRs. This speculation is often reflected in the attitudes of individuals towards the land they hold. Throughout the province, many individuals were holding land for what they considered to be future subdivision for urban or country estate development, even though their land was clearly within the Agricultural Land Reserves and there was no chance for exclusion. All of the property owners and users interviewed in the study were asked the question "Do you feel that the ALR legislation is here to stay, just a passing fad, or what?" Sixty-four percent replied that they considered the legislation to be permanent. Nearly 8% considered it to be a passing fad which would be removed at some time in the future, possibly by a different government. In addition to the given answers, the following table reviews the other answers regarding the status of the Agricultural Land Reserves given by individuals.

Table 7.1
Opinion of Future of ALRs

Permanent (here to stay)	64.0%
Passing fad	7.9%
Needs revisions or will change but stay	9.3%
Ineffective, doesn't matter	0.6%
Depends on politics	6.1%
May go due to economic pressures	2.2%
Will stay on good land only	1.4%
Must go!	2.4%
No opinion/don't know	<u>6.1%</u>
	100%

Table 7.1 indicates that 64% of landowners or users surveyed in British Columbia considered the Agricultural Land Reserve to be a permanent entity. The remaining 36% entertained some doubts that may affect their decisions

on land acquisition or land use. Such doubts have also been cited by some as a reason for retaining land that they do not require for farming or other commercial purposes. They are waiting for the ALR designation to be removed so that the land can be sold profitably for subdivision. It is also interesting to note that this type of speculation in the future of the reserves as a whole is influenced very strongly by any changes in government or announced changes in the composition of the Land Commission or its processes. Such rises in expectations that the ALRs would be changed or removed are purely speculative, and the changes expected have failed to materialize.

Speculation on Exclusion or Zoning Change

There is some speculation in land based upon the expectation of successful application for the exclusion of land from the Agricultural Land Reserves. This speculation often takes the form of options to purchase, where money is paid to secure an option on attractive development land with the agreement that once an exclusion is achieved, the remainder will be paid and the option to purchase exercised. It is very difficult to obtain information on the extent of this practice because only the final sale of such property must be registered.

The speculation in exclusions, similar to the changes of opinion regarding the future of the ALRs, tends to change whenever announcements are made regarding new government, new procedures or new membership of the Land Commission. This speculation can be seen in the number of applications for exclusions, subdivision and non-farm use received after any such announcement. The Land Commission has, however, been fairly consistent in its approach to exclusions despite changes in government and its membership.⁴ In the initial years, the larger number of exclusions granted represented a form of fine-tuning; certain lands were initially misclassified and the misclassification had to be rectified. Subsequently the number of approvals diminished, even though the number of applications

remained relatively high, stimulated by the change of government and changes in the commission. The actual amount of acreage reclassified, and the number of approvals has gradually declined as the initial misclassifications have been dealt with; fairly strict regulations apply to any further applications for exclusion. (See Appendix B for statistics regarding applications and their disposal).

Speculative Activity in Non-ALR Land

Discussions with various real estate, development and government authorities in British Columbia have suggested that the level of activity in the land outside the Agricultural Land Reserves intensified immediately after the declaration of the ALR areas; this initial boom declined somewhat later on. For the most part, the demands for land for non-agricultural use were channelled into the areas that had been designated for further urban expansion. A great deal of subdivision activity was reported in such areas. In most respects, however, this kind of activity resembled that surrounding similar Canadian urban centres in other provinces, particularly where designated areas of expansion were declared.

Summary

Although the Agricultural Land Reserve legislation did intensify the demand for land for urban expansion at the initial stage, the effects of this short-term serviced-land shortage appear to have dissipated. The net effect appears to have been to redirect growth off the highest quality agricultural land, without major long-term increments in housing costs, particularly where alternative areas exist without major restrictions of slope or drainage. By 1975 or 1976, in most areas the supply of land for urban development once again was approaching demand, albeit a slightly reduced demand due to external factors. In effect, the Agricultural Land Reserves did result in paper losses for several who were speculating on subdivision of their properties, while transferring the rewards from such speculation to others who found their land outside the ALR boundaries.

Gordon's PRODUCE

POTATOES

CARROTS

BEETS

LETTUCE

CABBAGE

ONIONS

TURNIPS

AULIFLOWERS

CONCLUSIONS: THE IMPACTS OF THE ALRs

The Agricultural Land Reserves have been in place for five years. This period is sufficient to permit an assessment of the nature and extent of the impacts of the reserves and to indicate the evolution of response to the Agricultural Land Reserves as they are accepted as a fact of life by landholders. The conclusions put forward in this chapter relate both to the stated intention of the Land Commission Act to preserve agricultural land and to the expectations relating to impact on farm viability, which surrounded the introduction of the reserves. In addition, some of the problems encountered in the implementation of the Agricultural Land Reserves are reviewed in light of these goals.

Achievement of the Stated Goal of Reservation of Agricultural Land

The stated goal of the British Columbia Agricultural Land Reserve legislation was to reserve agricultural land for future agricultural use. Survey results have indicated that the reservation of agricultural land is now accepted by a majority of the rural landowners of British Columbia as a desirable goal. In fact, 80.3% of those surveyed indicated that they generally supported the reservation of agricultural land, even though many had misgivings regarding the manner of implementation of the ALRs.

The evidence of the first five years of implementation indicates that the stated goal of reservation of agricultural land is being achieved. The legislation has established fixed zones of land encompassing approximately 80% of the province's land with cropping capability; in these areas the trend towards non-agricultural uses has been largely arrested. The rate of subdivision of land, as was shown in chapter 5, is notably lower inside Agricultural Land Reserves than outside. Many individuals cited the Agricultural Land Reserve legislation as a barrier between them and the development of residential, industrial, or commercial uses on land that was classified as an Agricultural Land Reserve. The survey showed that 22.4% of all landowners felt that they had been prevented from participating in

real estate activity by the ALRs. As cited by 11.7% of all landholders surveyed, subdivision was the principal action obstructed. Discussions with members of the development and real estate industries in British Columbia show that a major shift did take place in the location of new residential and commercial developments from 1972 to 1974. This phenomenon was attributed almost totally to the constraints associated with ALR designation.

Further evidence of the impact of the Agricultural Land Reserves can be drawn from the substantial lists of applications for exclusions from the reserves. The process of application is the only legal means by which the designation or use of land can be altered and the substantial number of applicants indicates that the ALRs have had a significant impact on landowners.

Various means have been used to evade the intent of the legislation. Notable among these are attempts to degrade land so that it becomes unsuitable for agriculture in order to obtain a change in designation, and direct action in contravention of the act; for example, construction of commercial enterprises without permission.¹

Regulations are enforced by the regional districts of the province and the degree of enforcement varies from region to region. Most infractions are brought to the attention of the regional districts by neighbours or local officials, such as health inspectors. For evasions such as unauthorized gravel extraction, or location of mobile homes on ALR land, cease and desist orders are the usual means of enforcement. Construction of second dwellings is also a common infraction of ALR zoning. Evasion of ALR regulations is not, however, considered by the Land Commission to be a widespread problem.

Influence on Farm Sector Viability

A major public expectation surrounding the introduction of the Agricultural Land Reserves was that the existing farmers of British Columbia's

agricultural land would be assisted in maintaining viable farm economies. If the results of the ALRs are evaluated against the goal of establishment and promotion of a viable agricultural sector, it becomes clear that the ALRs have had a small favourable impact for some, but are not by themselves a sufficient means to ensure the long-term viability of the agricultural sector. The alterations in farm investment and in attitudes towards farming as a secure future, which have been documented in chapters 5 and 6, are evidence of a positive influence of the ALRs on the farming community.

The principal economic impact on farmers of ALR legislation was a sudden removal of many of the speculative pressures that were powering a rapid rise in the paper value of farmland. This removal had two impacts: a) the rising capital value of many farms tended to slow down, reducing the pressure on farmers to intensify or expand in order to justify their capital investments, and b) the immediate promise of rewards from the sale of land for non-agricultural purposes was removed. The net result was increased security for farmers of ALR land. For some farmers, the removal of this land sale opportunity meant paper losses, as they were relying on the anticipated sale of some land to provide capital for investment in other land or capital equipment to justify continuance of "uneconomic" farming activities, or simply to gain a windfall profit. Other farmers were looking to sale or subdivision of farm property for funds for retirement or shifts to off-farm employment or residence. Many farmers complained that they were left with good farms with pockets of poorer land that they could not sell.*

The act to reserve land for agricultural use did not put land directly into this use. Many owners of ALR designated land were economically penalized, at least on paper, by the introduction of the legislation. Often, retirement plans based on sale for subdivision, or their speculative plans had to be altered. As a consequence, many non-farmers were left holding ALR land, usually idle, which they had bought at speculative rates.

* The Land Commission did not exclude from the ALRs small pockets of lower quality land that were located in predominantly agricultural areas because it wished to prevent urban activities from intruding into agricultural regions.

The new market meant for many that their only prospective buyer was a farmer purchaser. One product of this situation has been the increase in the number of hobby farms or recreational farms, particularly in areas where the property sizes were originally small (ie. under 25 acres in size). While this activity does not represent a direct alienation of land from future agricultural use, it does connote a certain degree of fragmentation of agricultural land into units too small to be commercially productive, and does nothing to support the local agricultural infrastructure, which may be required should the land ever be returned to commercial agricultural production.

In the short run, a great deal of ALR land held by farmers and non-farmers alike was left idle. Most of the land held unused by farmers had lower agricultural capability. Non-farmers, in contrast, held both good and poor land idle. As shown in chapter 4, there are many reasons for holding ALR land idle, but for many non-farmers, they were simply left holding ALR land when the ALRs were first designated. Some have been encouraged to get into farming, but conversations with developers² have indicated that a return to any form of farming on land previously purchased at speculative prices would provide insignificant returns compared with the servicing costs on the capital investment. As a result, many areas of developer-held ALR land have been left idle.

A general effect of the Agricultural Land Reserve legislation on farm viability has been an increase in farmers' confidence in the future of their properties. In chapter 6, it was shown that the attitudes of farmers towards their long-term future reflect for many, a perceived permanence of the Agricultural Land Reserves, and thus a future for their farms. Further evidence is apparent in the increased investment in many agricultural properties, the establishment of new farms and in consolidation of land into larger farming units. As was shown in chapter 5, such investment and consolidation is proceeding at a more rapid pace within the Agricultural Land Reserves than it is on comparable land units outside ALR designation.

Alone, however, the Agricultural Land Reserves do not constitute a total program to ensure the maintenance of viable farming activity on high quality agricultural land and were not intended to do so. Many farmers have stressed the need for changes in the costs of inputs and in the prices of agricultural produce as well as for further economic support through such programs as income assurance and taxation easing measures. The Farm Income Assurance Program³ has contributed to a visible increase in confidence in the future of agricultural activity in British Columbia but, as has been demonstrated, has not necessarily led to the use of ALR land for agriculture. Further measures designed to encourage agricultural production are required, but most of these involve the pricing of farm produce - something that must be dealt with as part of the larger continental or national market in foodstuffs.

One unresolved problem is the present lack of coordination between the B.C. Assessment Authority and the Agricultural Land Reserve legislation. Present assessments are based primarily on use and not on zoning. "Farms" are taxed at a much reduced rate from non-farm properties, but the definition of "farm" is based on the production from the property and not on its potential or its zoning by the Land Commission. Consultations are underway to redress the anomalies created by this situation.

One related program that has led to the maintenance of viable farmland in some areas has been the purchase of farmland by the British Columbia government. Under the provisions of the Land Commission Act, the Land Commission can purchase or acquire land and dispose of it, subject to such terms and conditions as the commission might determine. Under the provisions of this part of the act, a small number of tracts of land have been acquired by the commission and made available under a lease arrangement to prospective farmers through a program known as Career Farm Leasing. After four years, purchase of the land by lessees can be arranged, thus assisting in the establishment of new farming enterprises. Parcels of land constituting about 45 farm units for lease have been acquired, for a total of 10,000 acres (1977).⁴

In summary, the Agricultural Land Reserve legislation appears to have been a positive step towards the maintenance of viable farmland but in itself has not proven to be sufficient to ensure that high quality agricultural land is actually put to agricultural use. The stated goal of the B.C. government appears to have been met - the preservation of agricultural land for present and future use.

Problems in ALR Implementation

During the period of implementation, several problems were encountered. The purpose of this section is to present some of these problems as viewed both by the administrators and by those whose land was designated.

a) Criteria for Designation

A major area of controversy regarding the establishment of Agricultural Land Reserves has been the designation of boundaries. To ensure immediate province-wide implementation, the initial boundaries were established on a broad-brush basis. The results of the present study have shown that approximately 20 percent of the surveyed landholders are dissatisfied with the results of the designation. Their specific criticisms include the manner of boundary definition, the type of land included and the lack of economic criteria in the definition of ALR boundaries.

b) Legal Boundaries

A major criticism has been the designation of boundary lines to follow property lines. This is particularly true of larger property owners who find land of mixed quality designated wholly within or wholly outside the Agricultural Land Reserves. It has been suggested that in the case of larger properties, land designation boundaries should follow more closely the physical divisions between land of higher and lower quality. While, for most areas, the only practical means of legal definition of ALR boundaries was to follow property lines, in some regions the ALR boundaries have been defined to follow physical boundaries, particularly in regions of extensive farm holdings.

c) Minimum parcel size

Over 5% of the landholders have criticized the size of the minimum land unit for designation purposes. It has been suggested that the two acre minimum for land parcel designation is too small, as many properties of 20 acres or less, depending on land quality, do not constitute potentially viable farming units. Large numbers of landholders with 2 to 20 acre properties found themselves within the ALRs and yet unable to operate economically as farmers. At the same time, their ability to sell their land for commercial, residential or recreational uses was severely limited. A good portion of the land lying idle within Agricultural Land Reserves can be attributed to this circumstance.

d) Need for Fine Tuning

Both landholders and administrators agreed that the Agricultural Land Reserves program requires fine tuning. Many suggested that the land capability designations were rather unrealistic in some areas; for example, class 4 land that was both remote and climatically marginal did not appear to have any short-term or medium-term use for agricultural production. While the aims of the program were long-term preservation of the agricultural resource, local fine tuning could possibly eliminate some such problem areas. Such a process could also solve the problems created by the non-congruence of property lines and boundaries of land of different capabilities. By granting exclusions, inclusions and other adjustments, the Land Commission has to some extent rectified many of these difficulties. The commission has also instituted a process of continuing regional reviews, upgrading of land capability maps, and review of designations.

e) Unevenness of Application

In some parts of the province, landowners have complained about an apparent or perceived unevenness in application of the Agricultural Land Reserve legislation. This survey has shown that approximately 30% of landowners

were dissatisfied to some extent with their own land designation; they contended that their land unit was either too small, too poor, or for some other reason, unsuited to agricultural use. Nonetheless, as pointed out in chapter 7, many of these landowners were strong proponents of the land reserve concept itself. The perception of unevenness or misapplication of the Agricultural Land Reserve legislation usually derived from publicity surrounding successful applications by others. In contrast, the complainant's land did not appear to be eligible for such an exclusion or was in fact turned down. Often this was related to a poor data base for land capability. In several other cases, perceptions of unfairness in the zoning were related more to the expectations of the landowner than to any result clearly due to the administration of the Agricultural Land Reserve legislation.

f) Zoning Based on Present Use?

Many landowners and users favoured the concept of zoning on the basis of present use and not capability. As a result, land presently used for viable farming would be reserved as farmland in perpetuity, whereas land currently idle or in other uses in areas of high capability would be freed for residential, commercial, extractive or other uses. There is however, a major problem with this proposal. The actual quantity of the land required for agricultural production at any point in time is a function of market conditions and as such is very temporal. It may seem unfair to some to designate land not presently used for agriculture as an agricultural reserve, but it is clear that in the future British Columbia and Canada will need to draw on larger areas of agricultural land to satisfy food requirements. Thus designation on the basis of present use would only maintain the current situation and not provide for future requirements. Such designation would also penalize those presently making productive use of high quality land while rewarding those not using their land for agriculture with profits from their speculative activities.

g) Best Land Only?

Frequently the Agricultural Land Reserve legislation was seen as a definite requirement, but only for the highest quality land. Respondents in all parts of British Columbia suggested that only lands such as the

fruit lands of the Okanagan and the highest quality lands of the lower Fraser valley and southern Vancouver Island should be designated ALRs. In particular, holders of marginal lands - for example 10 to 20 acre undeveloped properties in the Prince George or Smithers study areas - did not understand why their property would be held for agricultural reserve because they could perceive of no short-term economic use of their land for agricultural production. There did appear to be a general consensus, however, that some form of preservation was required for the best agricultural lands and for those lands that were presently viable farming units. There was no clear consensus regarding the extent to which lower quality agricultural land or land not presently cultivated should be included in Agricultural Land Reserves.

Summary

The effort of the British Columbia government to introduce Agricultural Land Reserves has clearly achieved its stated intention - that of the reservation of agricultural land for future agricultural use. The legislation requires that, whenever alternative development of agricultural land is proposed, the inherent value of the land for agricultural production is to be a major consideration in the decision-making process. The numerous applications to the Land Commission are a measure of the success of this process. A major positive effect of the ALRs has been an influence upon municipal and regional planning. The ALR zoning is now used as a guideline by planners in the overall planning process. In many regional districts and municipalities, the ALRs have been used as a justification for comprehensive zoning or as a scapegoat for their actions. Since 1972, ALR boundaries have been used as parameters in all regional planning.

As long as the Agricultural Land Reserves remain a permanent fixture, British Columbia will have a reserve of high quality land to draw upon.

The mobilization of this agricultural land into a productive agricultural resource however, will require additional efforts by both the private and public sectors. These efforts are required to ensure that conditions are conducive to the establishment of an economic farming sector; that young farmers will be encouraged to enter into agriculture; and that the necessary infrastructure to permit a viable agricultural industry will be in place in all areas. The reservation of agricultural land, as introduced in British Columbia, is a significant step towards ensuring that the province and the nation as a whole will have a high quality agricultural land resource to draw upon when that resource is required to feed future generations and to permit Canada to fulfill her international responsibilities.

FOOTNOTES

CHAPTER I

1

B.C. Land Commission, Keeping the Options Open, 1975. p.5.

2

Ibid, p. 5.

3

Examples Include:

The Submission of the Farmland Defense League of B.C. to the B.C. Select Standing Committee on Agriculture, 1977. and to the B.C. Federation of Agriculture, Presentation to the Executive Council of the Government of British Columbia, June 1977, for specific examples of public concern with this issue.

- "Our Federal Government should freeze urban development of Class 1 land ..."
Community Planning Association of Canada, Action Habitat Program (May 1977),
- "Land not designated for agriculture but having good agricultural potential should be used only for uses that will not destroy this potential."
Agricultural Institute of Canada, Recommendations on a Land-Use Policy for Canada, N.D.,
- "Policies must be developed to deal with the problems created by the growing pressures on non-renewable resources, including food land."
Ontario Institute of Agrologists, Food Land: Preservation or Starvation, 1976,
- "It is the land which is the basis of life. It is the primary resource. Our use of it and the manner in which we relate to it are the bedrock on which the future rests."
United Church of Canada, Issue 13.

4

Manning, E.W. and McCuaig, J.D., Agricultural Land and Urban Centres, Lands Directorate, Environment Canada, 1977.

5

Gierman D. Rural to Urban Land Conversion, Lands Directorate, Environment Canada, 1977.

6

Ontario Institute of Agrologists, op. cit.

7

Select Standing Committee on Agriculture, British Columbia.

CHAPTER II

1

Environment and Land Use Act, B.C., July 1, 1971.

2

These four classes of land are considered to be those lands which have "cropland potential" as classified by the Canada Land Inventory, agricultural classification.

3

Land Commission Act, B.C. April 16, 1973, Section 7. In addition, powers were given to the commission to deal with land for a variety of uses, to buy or sell land, and to deal with other parts of government on land matters. Refer to Appendix A for the full text of the Land Commission Act as consolidated to 1/9/73.

4

Runka, G.G., B.C. Agricultural Land Preservation Program, speech to the Soil Conservation Society of America National Symposium, March 23, 1977.

5

Agricultural Land Commission Act, consolidated 20/1/78. See Appendix A.

6

Bill 88, Land Commission Amendment Act 1977, September 8, 1977.

CHAPTER III

1

Gierman, D.M., Rural to Urban Land Conversion, Lands Directorate, Environment Canada, Occasional Paper No. 16, Ottawa, 1977.

2

Ibid. pp 48,49. From 1966-1971 the amount of arable land - C.L.I. agricultural classes 1, 2, 3 and 4 - converted by selected B.C. centres was: Vancouver 1714 acres, Chilliwack 492 acres, Kelowna 1372 acres and Prince George 1357 acres. The provincial total was about 6000 acres for this period.

CHAPTER IV

1

Census of Agriculture, 1971.

CHAPTER VII

- 1 Personal communication, Bothwell, N.F. 1977.
- 2 Multiple Listing Service, of the Canadian Real Estate Association,
Annual Report, 1977.
- 3 Op. cit.
- 4 Personal communication, B.C. Land Commission, members, 1977.

CHAPTER VIII

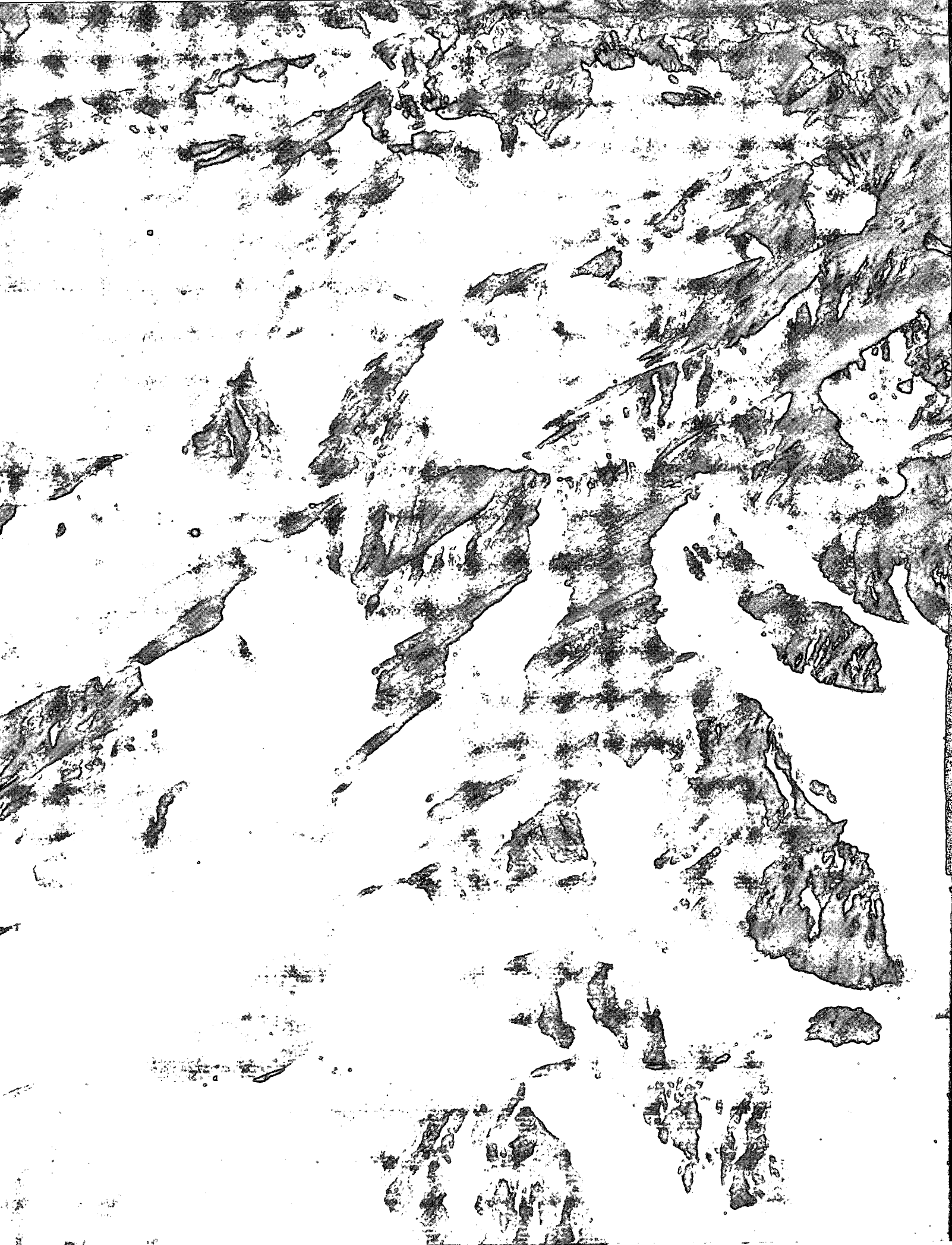
- 1 Extensive documentation of such evasions can be found in newspaper clipping files maintained by the Land Commission.
- 2 Personal communication, Urban Development Institute, members, Nov. 1977.
- 3 B.C. Farm Income Assurance program began in 1974 and in 1975 paid out in excess of \$1 million to non-dairy farmers and over \$3 million to dairy farmers. This acts as an "insurance policy" to assure that the farmer receives his "production cost" each year. "Production cost" includes returns to management and to land calculated on a model.
- 4 Land Commission records show that 22 properties, totalling about 10,000 acres were acquired by the commission, and a further 45 parcels were acquired by the Ministry of Highways. Less than 100 parcels in total are available for lease, constituting about 45 farm units. The parcels are on 20 year lease with option to purchase after the fourth year.

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Appendices



Appendix A

THE ALR LEGISLATION

- (1) The Environment and Land Use Act
- (2) The Land Commission Act

CHAPTER 17

Environment and Land Use Act

[Assented to 2nd April, 1971.]

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of British Columbia, enacts as follows:—

Interpretation.

1. In this Act, unless the context otherwise requires,
 - (a) "committee" means the Environment and Land Use Committee established under this Act;
 - (b) "environment" means all the external conditions or influences under which man, animals, and plants live or are developed.

Committee established.

2. (1) There is established a committee to be known as the "Environment and Land Use Committee, (herein called the "committee") consisting of a chairman and such other members of the Executive Council as the Lieutenant-Governor in Council may appoint.

(2) The chairman and the other members of the committee shall be appointed by the Lieutenant-Governor in Council for such term as he may determine.

(3) The committee may determine its own procedure and may elect an acting chairman to act in the absence of the chairman.

(4) If the membership of the committee exceeds three members, the quorum is three members.

Duties of the committee.

3. Upon establishment of the committee, it is the duty of the committee, and it is empowered, to

- (a) establish and recommend programmes designed to foster increased public concern and awareness of the environment;
- (b) ensure that all the aspects of preservation and maintenance of the natural environment are fully considered in the administration of land use and resource development commensurate with a maximum beneficial land use, and minimize and prevent waste of such resources, and despoliation of the environment occasioned thereby;

- (c) if considered advisable, make recommendation to the Lieutenant-Governor in Council respecting any matter relating to the environment and the development and use of land and other natural resources;
- (d) inquire into and study any matter pertaining to the environment, or land use; and
- (e) prepare reports, and, if advisable, make recommendations for submission to the Lieutenant-Governor in Council.

Right to
hold public
inquiries,
etc.

4. The committee may

- (a) hold a public inquiry whenever it appears to the committee that the proper determination of any matter within its jurisdiction necessitates an inquiry, and, for that purpose, the chairman of the committee or a member of the committee authorized by the committee to hold a hearing has all the powers and jurisdiction of a Justice of the Peace under the *Summary Convictions Act*;
- (b) appoint technical committees; and
- (c) subject to the approval of the Lieutenant-Governor in Council, provide for the remuneration of experts, specialists, and researchers and, pursuant to the *Civil Service Act*, of such clerks and other employees as may be required.

Provision
for expenses
of committee
members.

5. No member of the committee is entitled to remuneration as a member of the committee, but he may be paid and receive such travelling and out-of-pocket expenses as the Comptroller-General may approve.

Orders of
Lieutenant-
Governor in
Council.

6. The Lieutenant-Governor in Council, on the recommendation of the committee, may make such orders respecting the environment, or land use, as he may consider necessary or advisable, and he may make such orders under this Act, notwithstanding any other Act or regulation, and no Minister, department of Government, or agent of the Crown specified in the order shall exercise any power granted under any other Act or regulation except in accordance with the order.

Regulations.

7. For the purpose of carrying out the provisions of this Act according to their intent, the Lieutenant-Governor in Council may make such regulations or orders as are ancillary thereto and not inconsistent therewith and as are considered necessary or advisable; and every regulation or order made under this section shall be deemed part of this Act and has the force of law.

Land Commission Act

Interpreta-
tion.

1. In this Act, unless the context otherwise requires,
 - "agricultural land" means land designated under section 8;
 - "commission" means the commission established under section 2;
 - "commission land" means land acquired by the commission for the purposes of this Act;
 - "farm use" means an occupation or use of land for bona fide farm purposes, including, without limiting the generality of the foregoing, husbandry of the land and the plants, and animals thereon, and any other similar activity designated as farm use by the Lieutenant-Governor in Council;
 - "green belt land" means land referred to in section 7;
 - "land" includes any estate or interest in land;
 - "land bank land" means land referred to in section 7;
 - "land reserve plan" means a plan prepared pursuant to this Act in the manner prescribed by the regulations, which sets out clearly the areas within a municipality or regional district that, subject to the approval of the Lieutenant-Governor in Council, may be designated by the commission as an agricultural land reserve;
 - "minister" means that member of the Executive Council charged by Order of the Lieutenant-Governor in Council with the administration of this Act;
 - "park land" means land referred to in section 7;
 - "regulation" means a regulation or order of the Lieutenant-Governor in Council made under this Act;
 - "reserve" means a reserve of land established under section 8 of this Act. 1973, c. 46, s. 1.

Commission
established.

2. (1) There is hereby established a commission to be known as the Provincial Land Commission (hereafter referred to as the "commission") consisting of not less than five members appointed by the Lieutenant-Governor in Council, to hold office during pleasure, and upon their appointment the members constitute a corporation and shall be the directors thereof.

(2) Each member shall be reimbursed for any reasonable travelling or out-of-pocket expenses necessarily incurred by him in discharging his duties, and in addition may be paid such remuneration for his services as a member of the commission as the Lieutenant-Governor in Council may determine.

(3) Except as provided in sections 8 and 9, at any meeting of the commission, a majority of the members constitutes a quorum. 1973, c. 46, s. 2.

Chairman.

3. The Lieutenant-Governor in Council shall designate one of the members as chairman and one other member as vice-chairman. 1973, c. 46, s. 3.

Agent of Crown.

4. (1) The commission is for all purposes an agent of the Crown.
(2) The commission may, on behalf of the Crown, carry out its powers and duties under this Act in its own name without specific reference to Her Majesty and may hold in its own name any land or other real or personal property, and likewise may dispose of, mortgage, hypothecate, pledge, and assign any such property. 1973, c. 46, s. 4.

Staff.

5. (1) The commission may, pursuant to the *Civil Service Act*, appoint such officers and employees as it considers necessary for the purpose of this Act, and may determine their duties.

(2) The Lieutenant-Governor in Council may appoint a general manager of the commission, to be appointed during pleasure, and may fix his remuneration and may declare that the *Civil Service Act* applies to him.

(3) The Lieutenant-Governor in Council may declare that the *Civil Service Superannuation Act* applies to the members of the commission and to the general manager.

(4) The commission may, with the approval of the minister, engage and retain such experts, consultants, or specialists as it considers advisable and fix their remuneration. 1973, c. 46, s. 5.

By-laws, etc.

6. The commission may make such by-laws and pass such resolutions, not contrary to law or this Act, as it considers necessary or advisable for the conduct of the affairs of the commission and, without limiting the generality of the foregoing, may make by-laws and pass resolutions with respect to the time and place of calling and holding meetings, the procedure to be followed at the meetings, and generally with respect to the conduct, in all respects, of the affairs of the commission; and may repeal, amend, or re-enact them. 1973, c. 46, s. 6.

Objects and powers.

7. (1) It is the object of the commission to
- (a) preserve agricultural land for farm use;
 - (b) encourage the establishment and maintenance of family farms, and land in an agricultural land reserve, and a use compatible with the preservation of family farms and farm use of the land;
 - (c) preserve green belt land in and around urban areas;
 - (d) encourage the establishment and maintenance of land in a green belt land reserve for a use compatible with the preservation of a green belt;
 - (e) preserve land bank land having desirable qualities for urban or industrial development and restrict subdivision or use of the land for other purposes;

- (f) encourage the establishment and maintenance of land in a land bank land reserve for a use compatible with an ultimate use for industrial and urban development;
 - (g) preserve park land for recreational use;
 - (h) encourage the establishment and maintenance of land in a park land reserve for a use compatible with an ultimate use for recreation; and
 - (hl) advise and assist municipalities and regional districts in the preparation and production of the land reserve plans required for the purpose of this Act;
- and, for these objects, it has the power and capacity, by itself, or in co-operation with the Government of Canada, or any of its agencies or corporations, or with any department of Government, or with a municipality or regional district to
- (i) purchase or acquire land, except by expropriation, on such terms and conditions as may be negotiated, and hold such land for the purposes of this Act;
 - (j) dispose of, by sale, lease, or otherwise, commission land and Crown land that is in an agricultural land reserve, a green belt land reserve, a land bank land reserve, or a park land reserve, subject to such terms and conditions as the commission may determine;
 - (k) accept gifts of land subject to such terms and conditions as the commission may determine;
 - (l) acquire and hold personal property and dispose of personal property so acquired by sale, lease, or otherwise; and
 - (m) if authorized by any other Act, purchase or otherwise acquire, hold, administer, and dispose of land, including Crown land, for the purposes of that other Act.
- (2) For the purposes of this section, the commission may
- (a) purchase or acquire land, except by expropriation, including Crown land, the present condition or future potential of which merits preservation by reason of its æsthetic quality or its location in or around urban areas, as green belt land;
 - (b) purchase or acquire land, except by expropriation, including Crown land, having desirable qualities for urban or industrial development or redevelopment, as land bank land; and
 - (c) purchase or acquire land, except by expropriation, including Crown land, having desirable qualities for, or future potential for, recreational use as park land;
- and, upon being so purchased or acquired, the green belt land, land bank land, or park land is established as
- (d) a green belt land reserve; or
 - (e) a land bank land reserve; or
 - (f) a park land reserve,
- as the case may be, and shall be subject to this Act and the regulations.
- 1973, c. 46, s. 7.

**Agricultural
land reserves.**

8. (1) For the purposes of section 7, the commission may, subject to this section, with the prior approval of the Lieutenant-Governor in Council, designate land, including Crown land, that is suitable for farm use, as agricultural land, and, upon being so designated, the agricultural land is established as an agricultural land reserve and shall be subject to this Act and the regulations.

(2) The regional board of every regional district, either alone, or in co-operation with its member municipalities, shall, with the advice and assistance of the commission if required, including such financial assistance as may be determined by the commission, within ninety days after the coming into force of this Act or within such further time as the commission may allow, by by-law, adopt a land reserve plan prepared in accordance with the regulations and file the by-law and land reserve plan with the commission.

(3) The council or regional board, as the case may be, shall not adopt a by-law for the purpose of this section until it has held a public hearing, notice of which has been published in the manner prescribed in section 703 of the *Municipal Act*, and except upon the affirmative vote of a majority of all members of council or of all the directors of a regional board.

(4) The provisions of section 703 of the *Municipal Act* apply, with the necessary changes and so far as are applicable, to a hearing under subsection (3).

(5) Where the commission considers that the land reserve plan filed under subsection (2) carries out the intent and purpose of this Act, it shall, after approval of the Lieutenant-Governor in Council, designate the agricultural land shown therein as an agricultural land reserve.

(6) Where the commission considers it necessary or advisable to amend the land reserve plan filed under subsection (2) to better carry out the intent and purpose of this Act, it may recommend to the Lieutenant-Governor in Council amendments to the land reserve plan, and shall, after approval by the Lieutenant-Governor in Council of the land reserve plan or the land reserve plan as amended, designate the agricultural land therein as an agricultural land reserve.

(7) Where the council or regional board of a municipality or regional district, as the case may be, fails or refuses to prepare and file a land reserve plan with the commission in accordance with subsection (2), the commission shall, subject to subsections (8), (9), and (10), prepare a land reserve plan and submit the land reserve plan to the Lieutenant-Governor in Council for approval.

(8) The commission shall not submit the land reserve plan prepared under subsection (7) to the Lieutenant-Governor in Council until it has held a public hearing, notice of which has been published in the manner prescribed in subsection (1) of section 703 of the *Municipal Act*, and the provisions of subsections (2), (3), and (4) of section 703 of the

Municipal Act apply, with the necessary changes and so far as are applicable, to a hearing under this subsection.

- (9) For the purpose of a hearing under subsection (8),
 - (a) the commission has and may exercise all the powers of a Commissioner under sections 7, 10, and 11 of the *Public Inquiries Act*;
 - (b) the commission may accept written submissions or any other form of evidence; and
 - (c) notwithstanding subsection (3) of section 2, three members of the commission have and may exercise all the powers of the commission.

(10) The Lieutenant-Governor in Council may approve a land reserve plan as submitted by the commission under subsection (7), or with such alterations or variations as he may consider necessary or advisable to carry out the intent and purpose of this Act, and the commission may thereupon, pursuant to subsection (1), designate the agricultural land shown therein as an agricultural land reserve.

(11) Notwithstanding the other provisions of this section, pending the establishment of an agricultural land reserve in a municipality or regional district under this section, all land that is zoned for agricultural or farm use under a by-law of the municipality or regional district subsisting immediately prior to the twenty-first day of December, 1972, shall be deemed to be an agricultural land reserve and subject to this Act and the regulations, unless excepted by the commission. 1973, c. 46, s. 8.

Exclusion
from agri-
cultural land
reserve.

9. (1) The Lieutenant-Governor in Council may, upon the application of a municipality, regional district, or the commission or on his own, by order, exclude any land, whether Crown land or private land, from the reserve established under subsection (1) of section 8.

(2) Subject to subsection (5), an owner of land aggrieved by a designation by the commission of his land as part of an agricultural land reserve under section 8 may, notwithstanding that he appeared before, or made representations to, the municipality, or regional district, or the commission under subsection (3) or (8) of section 8, apply to the commission in the manner prescribed by the regulations to have his land excluded from the agricultural land reserve.

(3) The commission, after a hearing held in such manner and after such notice as is prescribed by the regulations, may allow the application upon such terms and conditions as it considers advisable, or may refuse the application.

(4) Notwithstanding subsection (3) of section 2, for the purpose of the hearing, three members of the commission have and may exercise all the powers of the commission.

(5) Where land of an owner was, immediately prior to the twenty-first day of December, 1972, zoned for agricultural or farm use under a

by-law of a municipality or regional district subsisting on that date, the owner is not entitled to apply to the commission under subsection (2) unless so authorized by a resolution of a municipality or a regional district, as the case may be.

- (6) The commission shall, at the request of the owner,
 - (a) deliver to him its decision in writing; and
 - (b) allow him to examine and make available to him copies of all relevant documents in the custody of the commission pertaining to his application.
- (7) A person who is dissatisfied with the decision of the commission,
 - (a) upon being authorized to appeal by a resolution of the municipality or regional district, as the case may be; and
 - (b) upon being granted leave to appeal by any two members of the commission,

may appeal, in the manner prescribed in the regulations to the Environment and Land Use Committee established under the *Environment and Land Use Act*.

(8) Subject to the procedure prescribed by the regulations, an appeal under this section shall be a hearing and review, but the Environment and Land Use Committee may accept written submissions or any other form of evidence, provided any such submission or other form of evidence is made available to the appellant.

(9) The Environment and Land Use Committee may, after a hearing, allow the appeal, subject to such terms and conditions as it may consider advisable, or refuse the appeal; and, in the event the appeal is refused, may order that any costs of the hearing be paid by the appellant, and, in the event the appeal is allowed, shall order that the reasonable costs incurred by the appellant be paid by the commission.

(10) The commission is entitled to be a party on the hearing of the appeal and may take part in the proceedings.

(11) Where land is excluded from a land reserve plan by order of the commission or the Environment and Land Use Committee under this section, the commission shall amend the land reserve plan accordingly and notify the municipality or regional district, as the case may be, and the appropriate Registrar of Titles. 1973, c. 46, s. 9.

Agricultural
land reserve.

10. (1) No person shall occupy or use agricultural land designated as an agricultural land reserve pursuant to section 8 for any purpose other than farm use, except as permitted by this Act or the regulations or by order of the commission upon such terms and conditions as the commission may impose.

(2) In addition to the exceptions, reservations, or limitations set out in subsection (1) of section 38 of the *Land Registry Act*, a certificate of title heretofore issued under that Act in respect of agricultural land that is designated as an agricultural land reserve shall be subject, by implication and without special endorsement on the certificate of title,

to this Act and the regulations respecting the reserve and farm use of the land contained therein; and the Registrar under the *Land Registry Act* shall note on every certificate of title of agricultural land hereafter issued that is designated as an agricultural land reserve an endorsement that the certificate of title may be affected by this Act.

(3) Notwithstanding subsection (2), the commission may, in respect of any agricultural land that is an agricultural land reserve, register a caveat in the appropriate Land Registry Office restricting the agricultural land described therein to farm use.

(4) On, from, and after the twenty-first day of December, 1972, except as permitted by this Act, or the regulations, or by an order of the commission upon such terms and conditions as the commission may impose,

- (a) no municipality, or regional district, or any authority, board, or other agency established by it shall authorize or permit agricultural land in an agricultural land reserve to be used for a purpose other than farm use, or authorize or permit a building to be erected thereon, except
 - (i) for farm use; or
 - (ii) for residences necessary for farm use; or
 - (iii) such residences for an owner of the agricultural land as may be permitted to be erected by the regulations;
- (b) no person, designated or appointed under the *Local Services Act*, shall authorize or permit agricultural land in an agricultural land reserve to be used for a purpose other than farm use, or authorize or permit a building to be erected thereon, except
 - (i) for farm use; or
 - (ii) for residences necessary for farm use; or
 - (iii) such residences for an owner of the agricultural land as may be permitted to be erected by the regulations;
- (c) no approving officer under the *Land Registry Act* and no approving officer or Board of Variance under the *Municipal Act* shall authorize or permit agricultural land in an agricultural land reserve to be used for a purpose other than farm use; and
- (d) no Registrar of Titles under the *Land Registry Act* shall accept an application for deposit of a plan of subdivision under the *Land Registry Act*, or under the *Strata Titles Act*, or under the *Real Estate Act*, all or part of which consists of agricultural land in an agricultural land reserve. 1973, c. 46, s. 10.

Exemption.

11. (1) Section 10 does not apply in respect of agricultural land in an agricultural land reserve that, on the twenty-first day of December, 1972, was, by separate certificate of title issued under the *Land Registry Act*, less than two acres in area.

(2) Where a use of agricultural land that is within an agricultural land reserve

- (a) is a use other than farm use; and
- (b) was established and carried on continuously for a period of at least six months immediately prior to the twenty-first day of December, 1972; and
- (c) is permitted by, or is not in contravention of, any other Act, regulation, by-law, order, or any other law respecting land use,

that agricultural land is exempted from section 10 unless and until

- (d) the use of that agricultural land is changed to a use other than farm use without the permission of the commission; or
- (e) any other Act, regulation, by-law, order, or any other law made after the twenty-first day of December, 1972, prohibits such use; or
- (f) permission for any other use granted under any other Act, regulation, by-law, or order is withdrawn or expires.

(3) Where agricultural land, exempted under subsection (2), is sold, leased, transferred, transmitted, or otherwise disposed of, this Act and the regulations thereupon apply to that land, except as otherwise permitted by the commission.

(4) The commission may, in accordance with the regulations, hear and determine applications for permission under subsections (2) and (3), and under subsections (1) and (4) of section 10, and may grant or refuse permission for a use of the land for other than farm use, and may impose whatever terms and conditions it considers advisable, and, except as provided in subsection (5), the decision of the commission is final and no appeal lies from that decision.

(4a) Where land of an owner was, immediately prior to the twenty-first day of December, 1972, zoned for agricultural or farm use under a by-law of a municipality or regional district subsisting on that date, the owner is not entitled to apply to the commission for permission for any other use under section 10 or 11, unless so authorized by a resolution of a municipality or a regional district, as the case may be.

(5) An owner of land aggrieved

- (a) by an order or decision of the commission refusing permission under subsection (1) or (4) of section 10 or under this section; or
- (b) by the terms and conditions imposed by the commission in an order made under subsection (1) or (4) of section 10, or a permission granted under this section,

may appeal, on a question of law or excess of jurisdiction only, by way of stated case to the Supreme Court, and the provisions of the *Summary Convictions Act* respecting appeals by way of stated case apply, with the

necessary changes and so far as are applicable, to the appeal, and to any further appeal therefrom, and a reference in that Act to a Justice shall be deemed to be a reference to the commission. 1973, c. 46, s. 11.

Additional powers re agricultural land.

12. With respect to agricultural land designated as an agricultural land reserve, the commission may

- (a) make agreements with the owners of agricultural land respecting continued farm use of the agricultural land upon such terms and conditions as may be agreed;
- (b) carry on farming operations on commission land or agree with other persons to do so;
- (c) withdraw from an agricultural land reserve, agricultural land owned by the commission and, with the prior approval of the Lieutenant-Governor in Council, dispose of such land to the Crown to be dealt with under the *Land Act*;
- (d) dispose of agricultural land owned by the commission, with the prior approval of the Lieutenant-Governor in Council, to private ownership for permanent farm use, or any other use considered by the commission to be in the public interest, subject to such terms and conditions as the commission may determine; and
- (e) subject to the approval of the Minister of Finance, or of the Minister of Municipal Affairs, as the case may be, establish a system of tax incentives to encourage the dedication of privately owned agricultural land to permanent farm use, and to increase the agricultural productivity thereof. 1973, c. 46, s. 12.

Capital improvements.

13. The commission may make, place, or construct on or bring onto, or cause to be made, placed, or constructed on or brought onto, any commission land such capital improvements as it considers necessary or desirable for the efficient development or use of the commission land or other land in the vicinity, and pay for or purchase any capital improvements made, placed, or constructed on or brought onto any commission land by any person. 1973, c. 46, s. 13.

Taxes.

14. Where commission lands are unoccupied or a lease of commission land does not provide for the payment of tax by the lessee, the commission may pay to the municipality or regional district a grant in lieu of taxes. 1973, c. 46, s. 14.

Fees.

15. The commission may establish, with the approval of the Lieutenant-Governor in Council, a schedule of fees to be paid to the commission for the preparation of leases and other documents, for appraisals and evaluations of land, and for copies of documents of the commission. 1973, c. 46, s. 15.

No right to compensation in respect of reserve land.

16. Land shall be deemed not to be taken or injuriously affected by reason of the designation by the commission of that land as an agricultural land reserve. 1973, c. 46, s. 16.

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Agreements. 17. For the purposes of this Act, the minister may, subject to the approval of the Lieutenant-Governor in Council, enter into such agreements as the minister considers advisable with

- (a) the Government of Canada;
- (b) a municipality;
- (c) a regional district;
- (d) an agent of the Crown; or
- (e) any other department of Government. 1973, c. 46, s. 17.

Reports. 18. (1) The commission shall submit annually to the Lieutenant-Governor in Council

- (a) a report respecting the operations of the commission for the immediately preceding fiscal year;
- (b) a financial statement showing the business of the commission for that fiscal year, in such form as may be required by the Comptroller-General.

(2) The report shall be laid before the Legislative Assembly within fifteen sitting days from the commencement of the session next following the end of the fiscal year for which the report is made; but the commission is not required to submit its annual report less than ninety days after the end of its fiscal year. 1973, c. 46, s. 18.

Regulations. 19. For the purpose of carrying out the provisions of this Act according to their intent, the Lieutenant-Governor in Council may make such regulations and orders as are ancillary thereto and not inconsistent therewith; and every regulation shall be deemed to be part of this Act and has the force of law; and, without restricting the generality of the foregoing, the Lieutenant-Governor in Council may make regulations and orders

- (a) respecting land reserve plans for, and the designation, establishment, and approval of, agricultural land reserves, and the designation of farm use;
- (b) respecting applications to the commission for permission under section 10 and section 11, and the practice and procedure for hearing the application, and for applications, hearings, and appeals under sections 8 and 9;
- (c) respecting residences for owners under subsection (4) of section 10;
- (d) respecting the appraisal of land and the acquisition, by purchase or lease, of land;
- (e) respecting applications for sale or lease of commission land or personal property, or Crown land that is in a reserve, and the terms and conditions of sale or lease;
- (f) respecting the management and control of commission land;
- (g) prescribing the method of determining the eligibility of applicants to lease or purchase commission land;
- (h) prescribing the interest payable in respect of purchases from the commission or arrears of rents;

- (i) providing for varying, waiving, postponing, or rescheduling of interest or rent or the payment of interest or rent; and
- (j) respecting any other matter required for carrying out the purpose of this Act. 1973, c. 46, s. 19.

Application
of other
Acts.

20. (1) This Act is subject to the *Environment and Land Use Act*, and the *Pollution Control Act, 1967*, but otherwise, except as provided in this Act or in the regulations, this Act and the regulations are not subject to any other Act or regulations, whenever enacted or made, and no Minister, department of Government, or agent of the Crown shall exercise any power granted under any other Act or regulation except in accordance with this Act and the regulations.

(2) Notwithstanding the *Land Act* or any other Act or law, the commission, as agent of Her Majesty in right of the Province, shall administer as commission land all Crown land that is established under section 7 or 8, as reserve land and may sell, lease, or otherwise dispose of any portion of such land in accordance with this Act upon such terms and conditions as the commission may determine.

(3) Notwithstanding subsection (1), where Crown land that is established as an agricultural land reserve under section 8 has been leased by the Crown, or sold by agreement for sale by the Crown and not transferred to the purchaser before the twenty-first day of December, 1972, and on that date was being used for a purpose other than farm use, but as permitted by, or not in contravention of, the terms and conditions of the lease or agreement for sale, that use may continue until the termination of the lease or the issue of title to the purchaser under the agreement for sale.

(4) Subject to subsection (5), nothing in this Act or the regulations affects or impairs the validity of a by-law of a municipality or regional district relating to the use of agricultural land in an agricultural land reserve except in so far as the by-law is contrary to, or is in conflict with, inconsistent with, or repugnant to, this Act, or the regulations, or an order of the commission; and in case of any conflict, inconsistency, or repugnancy between the by-law and this Act, or the regulations, or order of the commission, this Act or the regulations or the order of the commission prevails.

(5) A by-law or regulation of a municipality or regional district, or any provision thereof, that is, in any manner, in conflict with, inconsistent with, or repugnant to this Act, or the regulations, or order of the commission is suspended and of no effect to the extent of such conflict, inconsistency, or repugnancy.

(6) A by-law or regulation of a municipality or regional district that provides for further or additional restrictions or conditions respecting farm use or agricultural land than those provided by this Act and the regulations is not, for that reason alone in conflict with, inconsistent with, or repugnant to this Act and the regulations.

(7) Subject to subsection (8), the *Companies Act* does not apply to the commission.

(8) The Lieutenant-Governor in Council may, by order, declare that any of the provisions of the *Companies Act* apply to the commission, and those provisions thereupon apply to the commission. 1973, c. 46, s. 20.

Appropriation.

21. (1) For the purposes of this Act and the establishment of an agricultural land reserve under section 8, the Minister of Finance shall, from time to time as required by the commission, pay out of the Consolidated Revenue Fund, or the Revenue Surplus Appropriation Account of the Consolidated Revenue Fund, or partly from the Consolidated Revenue Fund and partly from the Revenue Surplus Appropriation Account, to the commission, an amount not exceeding in the aggregate twenty-five million dollars.

(2) For the purposes of this Act and the establishment of green belt land reserves, land bank land reserves, or park land reserves, the Minister of Finance may pay under the *Green Belt Protection Fund Act* or the *Accelerated Park Development Fund Act*, or any other Act that authorizes moneys to be paid for such purposes, such amounts as he may consider necessary for the purpose of this Act.

(3) Further moneys required for the purposes of this Act shall be paid out of the Consolidated Revenue Fund with moneys authorized by an Act of the Legislature to be paid and applied for such purposes. 1973, c. 46, s. 21.

Commencement.

22. (1) This Act, excepting this section, comes into force on a date to be fixed by the Lieutenant-Governor by his Proclamation and he may fix different dates for the coming into force of the several provisions of this Act; and the date of the coming into force of any of the provisions of this Act may be declared to be before or after the enactment of this Act.

(2) Where the date of the coming into force of any of the provisions of this Act is prior to the enactment of this Act, that provision of the Act is retroactive to the extent necessary to give full force and effect to that provision on, from, and after that date.

(3) This section comes into force on Royal Assent. 1973, c. 46, s. 22.

[NOTE—Sections 1 to 7, inclusive, sections 13 to 15, inclusive, and section 17 to 21, inclusive, proclaimed in force May 18, 1973, Part II Gazette Vol. 16, p. 211; Sections 8 to 12, inclusive, and 16, proclaimed in force July 3, 1973, Part II Gazette Vol. 16, p. 359.]

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Appendix B

**APPLICATIONS STATISTICS
UNDER THE
LAND COMMISSION ACT**

1. Current ALR acreages
2. Acres included and excluded by year
3. Summary of applications under the act
4. Acreage included by regional district by year
5. Summary of applications/decisions under 9(2) of the Land Commission Act

CURRENT ALR ACREAGE BY REGIONAL DISTRICTS

REGIONAL DISTRICT	APPROX. ACREAGE AT			Approximate Acreage as of		
	DATE OF DESIGNATION	INCLUSIONS	9(1)	9(2)	9(7)	January 1, 1978
ALBERNI-CLAYOQUOT	19,600					19,600
BULKLEY-NACHAKO	735,100		192	185		734,723
CAPITAL	48,400	82	903	669		46,910
CARIBOO	2,286,000	9,920	22,968	474		2,272,478
CENTRAL COAST	11,000			55		10,945
CENTRAL FRASER VALLEY	136,700		1,359	598	36	134,707
CENTRAL KOOTENAY	176,700		136	340		176,224
CENTRAL OKANAGAN	81,700	69		534		81,235
COLUMBIA SHUSWAP	166,500	30	1,476	1,301	424	163,329
COMOX-STRATHCONA	108,000	1,528	3,354	1,730		104,540
COWICHAN VALLEY	54,300	5	566	549		53,190
DEWDNEY ALOUETTE	58,700	42	213	61		58,468
EAST KOOTENAY	673,100		140	2,370		670,590
FRASER-CHEAM	90,800	2	686	72	8	90,036
FRASER-FORT GEORGE	863,600	8,816		116		872,300
GREATER VANCOUVER	80,400	3	365	257		79,781
KITIMAT-STIKINE	158,500	5,120	298	78		163,244
KOOTENAY-BOUNDARY	136,000		85	47	394	135,474
MOUNT WADDINGTON	4,300					4,300
NANAIMO	52,000	322		432	136	51,754
NORTH OKANAGAN	173,600	25	372	446		172,807
OKANAGAN-SIMILKAMEEN	213,600		40	563	11	212,986
PEACE RIVER-LIARD	3,702,500			63		3,702,437
POWELL RIVER	34,900		8,116	52		26,732
SKEENA-QUEEN CHARLOTTE	108,400			52		108,348
SQUAMISH-LILLOOET	67,000		415	139		66,446
SUNSHINE COAST	15,500		4,494	187	10	10,809
THOMPSON-NICOLA	1,404,700	915	2,346	966		1,402,303
TOTAL	11,661,600	26,879	48,524	12,336	1,019	11,626,600

Acres Included and Excluded from the Agricultural Land Reserves by Year

Type of Application	1974	1975	1976	1977	Total
Inclusions	NIL	14,981	1,277	10,621	26,879
Exclusions					
9(1)	530	4,392	3,395	40,207	48,524
9(2)	937	2,941	2,304	6,154	12,336
9(7)	NIL	405	121	493	1,019
Total Acreage Excluded	1,467	7,738	5,820	46,701	61,726
Total ALR acreage at designation		11,661,600			
Total acreage included since designation		+	26,879		
Total acreage excluded under 9(1)		-	48,524		
Total acreage excluded under 9(2)		-	12,336		
Total acreage excluded under 9(7)		-	1,019		
Current ALR acreage as of January 1, 1978		11,626,600			

Summary of Applications
Considered Under the Agricultural Land Commission Act

9(2) Summary

(Applications by an owner to exclude land from ALRs)

No. of Applications*	Acres Requested for Exclusion	Land Commission Decision		
		Remain in ALRs	Exclude	Use Change Allowed
1,251	53,708	23,945	12,336	17,427

9(1) Summary

(Applications by Municipality, Regional District, or the Commission to exclude land from ALR)

No. of Applications*	Acres Requested for Exclusion	Land Commission Recommendation		Cabinet Decision	
		Allow	Refuse	Allow	Refuse
67	63,528	47,551	15,977	48,524	15,004

Inclusion Summary

(Applications by an owner to include land in ALR)

Applications*	Acres Requested for Inclusion	Land Commission Recommendation		Cabinet Decision	
		Allow	Refuse	Allow	Refuse
41	30,370	26,879	3,491	26,879	385

*

The number of applications refers only to those that have been processed; i.e. those applications that are now being considered have not been included in this summary.

Note: All figures noted are acreages.

Acreege Included in ALRs Since Designation by Regional District by Year
January 1, 1978

Regional District	1974	1975	1976	1977	Total
Alberni-Clayoquot					
Bulkley-Nachako					
Capital		30	37	15	82
Cariboo				9,920	9,920
Central Coast					
Central Fraser Valley					
Central Kootenay					
Central Okanagan			4	65	69
Columbia Shuswap		30			30
Comox-Strathcona			1,060	468	1,528
Cowichan Valley			5		5
Dewdney Alouette		42			42
East Kootenay					
Fraser-Cheam				2	2
Fraser-Fort George		8,816			8,816
Greater Vancouver				3	3
Kitimat-Stikine		5,120			5,120
Kootenay-Boundary					
Mount Waddington					
Nanaimo		51	123	148	322
North Okanagan			25		25
Okanagan-Similkameen					
Peace River-Liard					
Powell River					
Skeena-Queen Charlotte					
Squamish-Lillooet					
Sunshine Coast					
Thompson-Nicola		892	23		915
Total	0	14,981	1,277	10,621	26,879

Summary Sheet
Applications for Exclusion 9(2)

Regional District	No. of Applications	No. of Acres Requested for Exclusion	Regional District Recommendation (Acres)				Land Commission Decision (Acres)		
			Remain in ALRs	Exclude	Allow 11(4)	No Comment	Remain in ALRs	Exclude	Allow 11(4)
Alberni-Clayoquot	8	158	22 (14%)	58 (37%)	5 (3%)	73 (46%)	68 (43%)	0	90 (57%)
Bulkley-Nachako	16	2,564	1,380 (54%)	1,143 (45%)	41 (1%)	-	1,733 (68%)	185 (7%)	646 (25%)
Capital	73	2,207	1,293 (59%)	687 (31%)	-	227 (10%)	995 (45%)	669 (30%)	543 (25%)
Cariboo	49	2,342	436 (19%)	946 (40%)	20 (1%)	940 (40%)	1,157 (50%)	474 (20%)	711 (30%)
Central Coast	6	191	22 (12%)	169 (88%)	-	-	10 (5%)	55 (29%)	126 (66%)
Central Fraser Valley	98	2,513	1,267 (50%)	993 (40%)	253 (10%)	-	1,233 (49%)	598 (24%)	682 (27%)
Central Kootenay	63	1,122	-	-	-	1,122 (100%)	394 (35%)	340 (30%)	388 (35%)
Central Okanagan	116	2,896	975 (34%)	1,712 (59%)	184 (6%)	25 (1%)	1,843 (64%)	534 (18%)	519 (18%)
Columbia Shuswap	102	3,290	1,350 (41%)	1,695 (52%)	245 (7%)	-	978 (30%)	1,301 (39%)	1,011 (31%)
Comos-Strathcona	113	4,892	1,532 (32%)	2,401 (49%)	85 (2%)	811 (17%)	1,467 (30%)	1,730 (36%)	1,632 (34%)
Cowichan Valley	119	2,332	1,072 (46%)	1,109 (48%)	151 (6%)	-	964 (41%)	549 (24%)	819 (35%)
Dewdney Alouette	23	1,024	304 (30%)	248 (24%)	20 (2%)	452 (44%)	792 (77%)	61 (6%)	171 (17%)
East Kootenay	53	11,038	5	864 (8%)	10	10,159 (92%)	5,254 (48%)	2,370 (21%)	3,414 (31%)
Fraser-Cheam	25	734	64 (9%)	242 (33%)	106 (14%)	322 (44%)	357 (49%)	72 (10%)	305 (41%)
Fraser-Fort George	21	2,031	684 (34%)	251 (12%)	913 (45%)	183 (9%)	685 (34%)	116 (6%)	1,230 (60%)
Greater Vancouver	25	849	743 (88%)	106 (12%)	-	0	577 (68%)	257 (30%)	15 (2%)
Kitimat-Stikine	8	456	130 (29%)	230 (50%)	-	96 (21%)	28 (6%)	78 (17%)	350 (77%)
Kootenay-Boundary	15	534	36 (7%)	470 (88%)	11 (2%)	17 (3%)	441 (82%)	47 (9%)	46 (9%)
Mount Waddington	0	0	0	0	0	0	0	0	0
Nanaimo	74	2,610	994 (38%)	1,481 (57%)	135 (5%)	-	1,515 (58%)	432 (17%)	663 (25%)
North Okanagan	64	2,299	157 (7%)	1,095 (48%)	907 (39%)	140 (6%)	326 (14%)	446 (19%)	1,527 (67%)
Okanagan-Similkameen	76	2,363	159 (7%)	1,815 (77%)	83 (3%)	306 (13%)	531 (22%)	563 (24%)	1,269 (54%)
Peace River-Liard	14	1,587	236 (15%)	651 (41%)	-	700 (44%)	1,110 (70%)	59 (4%)	418 (26%)
Powell River	7	92	35 (38%)	57 (62%)	-	-	35 (38%)	56 (61%)	1 (1%)
Skeena-Queen Charlotte	2	125	73 (48%)	52 (42%)	-	-	73 (48%)	52 (42%)	-
Squamish-Lillooet	13	330	54 (16%)	261 (79%)	15 (5%)	-	181 (55%)	139 (42%)	10 (3%)
Sunshine Coast	24	833	434 (52%)	28 (3%)	-	371 (45%)	521 (63%)	187 (22%)	125 (15%)
Thompson-Nicola	44	2,359	47 (2%)	547 (23%)	46 (2%)	1,719 (73%)	677 (29%)	966 (41%)	716 (30%)
Total	1,251	53,708	13,504 (25%)	19,311 (36%)	3,230 (6%)	17,663 (33%)	23,945 (45%)	12,336 (23%)	17,427 (32%)

Appendix C

**THE QUESTIONNAIRE
AND THE INTERVIEW PROGRAM**

- a) The Questionnaire
- b) The Interview Program

BRITISH COLUMBIA AGRICULTURAL LAND RESERVE
IMPACT STUDY QUESTIONNAIRE

PART ONE: Questionnaire Identification

To be completed, where possible, prior to interview.

1. Questionnaire Number: (#) (1-5)
□ □ □ □ □
2. Person(s) interviewed: (✓) (6)
□

Single owner	□
Joint family owner(s)	□
Joint owner(s)	□
Principal user (not owner)	□
Other	□

(7-11)

→ specify
3. Sex of respondent (✓) (12-13)
□ □

→

Male

Female
4. Date of interview: Month (14)
□
Day (15-16)
□ □
5. Interviewer's name _____
6. Location of interview _____
7. Location of property sampled _____

SPECIAL COMMENTS

(points to be noted in analysis of this questionnaire)

PART TWO: Property and Tenure

8. Using air photos or maps, please outline and list below:

- a. Property you own in the area:
(for holdings with many properties, simply record totals)

Parcel	Acres	Acquisition year	Leased to others
A			Yes <input type="checkbox"/> No <input type="checkbox"/>
B			Yes <input type="checkbox"/> No <input type="checkbox"/>
C			Yes <input type="checkbox"/> No <input type="checkbox"/>
D			Yes <input type="checkbox"/> No <input type="checkbox"/>

(Total property owned (acres)) (17-21)

Total property leased to others (acres) (22-26)

- b. Property you lease from others in the area
(for holdings with many leases, just indicate totals)

Parcel	Acres	Nature of lease	Term of lease
1			
2			
3			
4			

Total property leased from others (acres) (27-31)

9. How were the properties you own acquired? (Sequence as 8a)

Parcel	Purchased (✓)	Inherited (✓)	Other (specify) (✓)
A	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
B	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
C	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
D	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

10. Do Not Ask This Question - calculate after interview

Total management unit (owned + leased in - leased out) = (acres) (33-37)
Indicate here if property is communal or "alternative lifestyle" (✓) 38

11. Do you own any other property elsewhere?

☐ Yes ☐ No

Please list the use, size and location of these properties.

Primary use	Size	Location

Note: For large holdings (land developers) just summarize holdings.

12. How much land did you own in this area in 1972? (acres) (40-44)

13. Interviewer comments on special or difficult tenure situations.

PART THREE: Respondent information

Preamble: I would like to now ask you a few questions about yourself for background before we go on to discuss your use of the property and your ideas about Agricultural Land Reserves.

14. Are you married, separated, divorced, widowed, or have you ever been married?

(45-49)

Married ☒ ☐
 Separated ☒ ☐
 Divorced ☒ ☐
 Widowed ☒ ☐
 Never married ☒ ☐ Go to 16

15. Do you have any children? ☒ Yes ☐ No

Please tell me their sex, ages, and whether or not they are living with you.

Sex (M, F)	Age (Yrs.)	Resident? <input checked="" type="checkbox"/>

(50)

16. Does anyone (else) reside with you? ☐ Yes ☐ No

Who?

Relatives ☒ ☐
 Boarders ☒ ☐
 Other (specify) ☒ ☐

(51-53)

17. What is the year of your birth?

(54-55)

18. What is the highest level of school or college you have completed?

None ☐ ☐
 Primary school ☐ ☐
 High school ☐ ☐
 University ☐ ☐
 Postgraduate ☐ ☐
 Technical school ☐ ☐
 Agricultural college ☐ ☐
 Other (specify) ☐ ☐

(56-63)

19. What is your primary occupation? _____

Please give me some details about your work. (Type of firm, Type of work etc.)

(64-66)

20. How long have you been involved in this occupation (years)

(67-68)

21. Do you have any secondary occupations?

☐ Yes ☒ No Go to Q24

What are your secondary occupations?

1. _____
2. _____
3. _____

(69-77)

22. What % of your time do you devote to your secondary occupation(s) ____%.

(78-80)

Card 2

(1-5)

(6)

(2)

23. How long have you been involved in these secondary occupations? (7-12)

1. (years)
2. (years)
3. (years)

24. Ask only if presently married

Is your spouse employed? ☐ Yes ☐ No

What is his/her occupation? _____

25. Do any family or relations work on this unit?

☐ Yes ☐ No

Who are these? _____

Are they paid? ☐ Yes ☐ No

What kind of work do they do? _____

26. Do you employ anyone else on this unit?

☐ Yes ☐ No → Go to 28

1. Full time (✓) _____ (18-20)
2. Part time (regularly) (✓) _____
3. Part time (seasonally) (✓) _____

How many people

1. Full Time (#) _____ (21-26)
2. Part time (regularly) (#) _____
3. Part time (seasonally) (#) _____

27. What do these employees do?

1. Full time _____
2. Part-time (regular) _____
3. Seasonal _____

PART FOUR: Land-Use Information

28. Preamble: I would now like to turn to the use of this management unit.

How many residences are there on the unit?

- None (36-38)
- One (✓)
- More than one (✓)

Who occupies these residences? _____

29. Do you reside full-time on this unit? (✓)

☐ No ☐ Yes

On average, how many days per week do you live on the unit (Days) _____ (40)

Where (else) do you live _____ (41)

30. Please indicate which of the following uses applies to your property:

more than one may be selected in which case all indicated sections are to be asked.

- | | | |
|--------------------|----------|--|
| 1. Farm or ranch | Go to 31 | _____ (✓) <table border="1" style="display: inline-table; width: 40px; height: 20px;"></table> |
| 2. Forestry | Go to 31 | _____ (✓) <table border="1" style="display: inline-table; width: 40px; height: 20px;"></table> |
| 3. Residence only | Go to 43 | _____ (✓) <table border="1" style="display: inline-table; width: 40px; height: 20px;"></table> |
| 4. Commercial | Go to 39 | _____ (✓) <table border="1" style="display: inline-table; width: 40px; height: 20px;"></table> |
| 5. Vacant (no use) | Go to 40 | _____ (✓) <table border="1" style="display: inline-table; width: 40px; height: 20px;"></table> |

31. FARMS, RANCHES AND FORESTRY PROPERTIES

Please list in the following table the acreage and approximate 1976 production of your land under the various uses given.
Did you have any land under:

Field Crops:	Type _____	Acreage _____	Production _____
	_____	_____	_____
	_____	_____	_____
Vegetables:	Type _____	Acreage _____	Production _____
	_____	_____	_____
	_____	_____	_____
Small fruits:	Type _____	Acreage _____	Production _____
	_____	_____	_____
Tree fruits:	Type _____	Acreage _____	Production _____
	_____	_____	_____
Forestry:	Type _____	Acreage _____	Production _____
	_____	_____	_____
Fallow: _____	→	Acreage _____	
Improved pasture: _____	→	Acreage _____	
Unimproved pasture: _____	→	Acreage _____	
Scrubland, Bush or			
Unproductive forest: _____	→	Acreage _____	

32. Do you have any livestock? (✓) ☐ Yes ☐ No

Please note on the list below the average and maximum numbers on the unit in 1976, and a rough estimate of sales in 1976.

	Average Number	Maximum Number	Sales 1976
Beef Cattle			
Poultry (layers) (broilers) (turkeys)			
Pigs			
Sheep			
Horses			
Dairy Cattle			
Other (specify)			

Do you have a milk quota? (✓) No ☐ Yes ☐

33. How long have you been operating on this unit?

- (68-71)
- Less than 2 years (✓) ☐
- 2 - 5 years (✓) ☐
- 6 - 10 years (✓) ☐
- Longer than 10 yrs (✓) ☐

34. How long have you been operating in this area?

- (72-75)
- Less than 2 years (✓) ☐
- 2 - 5 years (✓) ☐
- 6 - 10 years (✓) ☐
- Longer than 10 years (✓) ☐

35. Were you a property owner elsewhere before obtaining this land? (✓)

☐ Yes (✓) ☐ No (✓)

→ Can you give me some details?

(76-77)

☐
☐

36. Does the use of your land differ substantially from most other properties in the area? ☐ Yes (✓) ☐ No (✓)

→ How so? _____

(78-79)

☐
☐

(80)

☐

37. What is the approximate value per acre of your unit? _____

Card 3

(1-5)

☐☐☐☐☐

(6)

☐

38. Do you use any crown land or open range? ☐ Yes (✓) ☐ No (✓)

→ What sort of leasing arrangement do you have?

→ With what department is this arrangement? _____

→ How much land is used?

(acres)

(9-12)

→ Where is this land? _____

☐☐☐☐

(7-8)

☐
☐

(13-14)

☐
☐

Go to Q 43

39. COMMERCIAL PROPERTIES

What are the commercial uses for your property, and how much area is occupied by each activity?

Commercial Use Details	Acres

(15)

☐

(16-17)

☐
☐

Go to Q 43

VACANT PROPERTIES

40. a) What was the use of the land prior to being vacant? (✓) (18-22)

Vacant
Farm and Forest
Residence
Commercial
Don't know

☐
☐
☐
☐
☐

b) How long has this land been vacant? (Years) →

(23-24)

☐
☐

41. Why is this land vacant? _____

(25)

☐

42. Do you intend to personally live on the property in the future? (26-28)

Yes (✓) ☐
No (✓) ☐
Undecided (✓) ☐

➔ 43. Please indicate which of the following reasons for owning land are important to you in the ownership of this unit, both now, and when you first acquired the property. Rank them from 1 (most important) down to and including any reason which you consider significant. They need not all be ranked.

	At first (29-35)	Now (36-42)
Livelihood →	<input type="checkbox"/>	<input type="checkbox"/>
Recreation →	<input type="checkbox"/>	<input type="checkbox"/>
Investment →	<input type="checkbox"/>	<input type="checkbox"/>
Residence/Shelter →	<input type="checkbox"/>	<input type="checkbox"/>
Retirement →	<input type="checkbox"/>	<input type="checkbox"/>
Desire to own land →	<input type="checkbox"/>	<input type="checkbox"/>
Other (Please specify) →	<input type="checkbox"/>	<input type="checkbox"/>

44. Comments and details on problems in part four.

Part Five: Changes in Land Use

45. Have you bought, sold, leased, or otherwise changed the effective size of your unit since December 1972?

Yes (✓) ☐ No (✓) ☐

How many acres?:

Bought (acres) →	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
Sold (acres) →	
Leased from others (acres) →	
Leased to others (acres) →	
Other (acres) →	

specify _____

Why did you make these changes? _____

(58-59)

☐☐

46. Have you substantially changed either the nature or extent of your activities on this unit since December 1972?

Yes (✓) ☐ No (✓) ☐

How did you change? _____

Why did you make these changes? _____

(60-61)

☐☐

(62-63)

☐☐

PART SIX: Agricultural Land Reserves

47. Is your property within an Agricultural Land Reserve?

Yes (✓) ☐ (64-67)
 No (✓) ☐
 Partly (✓) ☐
 Don't know (✓) ☐

Please indicate how much is ALR (acres) (68-70)

48. Did you participate in any forums or discussions when ALR zoning was first proposed?

Yes (✓) ☐ No (✓) ☐

Why not? _____

How? _____

49. Has there been any conflict between any land uses or users in this area? Specify: _____

50. Do you consider your land to be (potentially)

Good for agriculture ☐ (74-77)
 Fair for agriculture ☐
 Poor for agriculture ☐
 With no agricultural capability ☐

51. Do you think that you are making the best use of the natural capacity of the land?

Yes (✓) ☐ No (✓) ☐ (78)

Why do you say this? _____

Have you any plans to alter your use? _____

52. Have you attempted to have any land:

included ☐ (7-10)
 excluded ☐
 subdivided ☐
 changed in use zoning ☐

Why? _____

What was the outcome? _____

(71)

(72)

(73)

(79)

(80)

Card 4
(1-5)

(6)
4

(11)

(12)

53. Do you feel that your zoning was warranted? (13)
Yes (✓) ☐ No (✓) ☐

Why? _____

54. Do you feel that the ALR legislation is here to stay, just a passing fad, or what? (15-17)

Here to stay (✓) ☐
Passing fad (✓) ☐
Other (specify) (✓) ☐

→ _____

55. Has being in or near on ALR:

a. prevented you from doing anything you might otherwise have done?

☐ Yes ✓ ☐ No ✓

→ What? _____

→ How? _____

b. caused you to make any changes?

☐ Yes ✓ ☐ No ✓

→ What? _____

→ How? _____

c. had any effect upon your future plans?

☐ Yes ✓ ☐ No ✓

→ How so? _____

d. had any effect upon your present use of your property?

☐ Yes ✓ ☐ No ✓

→ How so? _____

e. affected your investment of capital in equipment, buildings, land etc.?

☐ Yes ✓ ☐ No ✓

→ How so? _____

(29)

(30)

(31)

(32)

(33)

(34)

(35)

(36)

(37-38)

(39)

(43)

(44)

(44)

(44)

(44)

59. When you leave this land do you expect to pass it on to family, sell it, or what?

(45-48)

pass it on to family (✓) ☐

sell it (✓) ☐

don't know (✓) ☐

other (specify) (✓) ☐

→ _____

60. Generally, what do you see as the long-term future for your property in this area?

(49-51)

--	--	--

PART EIGHT: Visuals and Interviewer Comments (to be completed after leaving the respondent).

Questionnaire #

61.

Key: 1. Very good
2. Good
3. Average
4. Poor
5. Very poor

a. Condition of: House ☐
Farm buildings ☐
Property ☐
Machinery etc. ☐

b. General prosperity of the unit ☐

62. What is the use of surrounding properties? _____

How do these compare and relate to this property? _____

63. Is there any obvious signs of real estate activity or speculation in the area? ☐ Yes ☐ No

Describe: _____

64. Comments on interview:

(52)

(53)

(54)

(55)

(56)

(57)

(58)

(59)

(60)

(61)

(62)

(63)

(64)

(65-80)

COMPLETE AND ATTACH THIS PAGE
TO EACH QUESTIONNAIRE
AFTER INTERVIEW

The Interview Program

The interviews were undertaken by students and professionals associated with the regional colleges and universities of British Columbia. Each of the study areas was covered during January to March 1977 as follows:

Saanich - interviewing was completed by five graduate students with the Geography Department of the University of Victoria under the supervision of Dr. C.N. Forward. A total of 67 interviews were completed.

Surrey and Vedder - these areas were covered by graduate students of the Geography Department of the University of British Columbia under the supervision of Dr. J. Chapman. A total of 78 interviews for Surrey and 77 interviews for Vedder were completed.

Smithers - this area was covered by P. Lynne Sharpe of Smithers, with assistance from Ian Anderson of the Geography Department of Northwest College. Eighty interviews were completed.

Prince George - this area was covered by students in the Geography Program of the College of New Caledonia in Prince George, under the direction of P. Ostergaard. Considerable difficulty was encountered by this group in completing all of the interviews scheduled. A total of 39 interviews were completed.

Peace - interviewing for this area was carried out by staff and students of Northern Lights College in Dawson Creek and Fort St. John, B.C. under the supervision of B. Weaver. Eighty interviews were completed.

Cariboo - interviewing in the Cariboo area was carried out in the form of field trips by students from Cariboo College in Kamloops, B.C. under the direction of N. Riis of the Geography Department. A total of 52 interviews were completed.

Kamloops - interviews for this area were done by staff and students of the Geography Department of Cariboo College, Kamloops, B.C. under the direction of N. Riis. A total of 51 interviews were completed.

Coldstream - interviewing was undertaken by B. Featherstone with the Geography Department of Okanagan College, Vernon Campus. A total of 79 interviews were completed.

Kelowna - the Kelowna study area interviews were completed by members and students of the Geography Department of Okanagan College, Kelowna Campus under the direction of R. Glendenning. Eighty interviews were completed.

Grand Forks and Creston - these two study areas were covered as a special field study undertaken as part of social science courses of Selkirk College, Castlegar, B.C., and supervised by J. Cromwell of the Geography Department. Sixty interviews were completed for each area.

Appendix D

SPECIFIC OPINION OF ALRs BY STUDY AREA

Appendix D - Specific Opinion of ALRs by Study Area

Opinion	Saanich	Surrey	Vedder	Smithers	Prince George	Peace	Cariboo	Kamloops	Coldstream	Kelowna	Grand Forks	Creston	Total 12 Areas
Good	4.5	6.4	7.8	15.0	10.3	38.8	11.5	13.7	7.7	6.3	11.7	16.7	12.7
Good, but Came too Late	0	0	3.9	2.5	2.6	1.3	1.9	0	2.6	6.3	0	3.3	2.1
Good but not For my Land	1.5	2.6	2.6	0	12.8	0	1.9	0	0	1.3	1.7	3.3	1.9
Gov't Should Strengthen Legislation	4.5	1.3	2.6	3.8	0	1.3	0	0	5.1	2.5	0	0	2.0
Leg, Good, But it Hurts Owners	3.0	5.1	6.5	7.5	7.7	5.0	3.8	5.9	6.4	10.0	0	3.3	5.5
Leg, Needed To Protect Agric. Land	25.4	23.1	29.9	17.5	20.5	17.5	3.8	17.6	12.8	16.3	25.0	20.0	19.3
Leg, Good But it Won't Last	0	1.3	0	0	2.6	0	0	0	0	0	0	0	0.2
Good only For the Best Land	13.4	11.5	11.7	8.8	5.1	15.0	5.8	3.9	5.1	6.3	8.3	11.7	9.2
Will Eventually Help Farmers	0	0	0	0	0	0	1.9	0	0	0	0	0	0.1
It's OK. Generally	0	2.6	1.3	3.8	0	2.5	1.9	0	1.3	1.3	5.0	5.0	2.1

Appendix D (continued)

[illegible]

Appendix D (continued)

Opinion	Saanich	Surrey	Vedder	Smithers	Prince George	Peace	Cariboo	Kamloops	Coldstream	Kelowna	Grand Forks	Creston	Total 12 Areas
Money Needed-Not Leg.	0	3.8	0	2.5	0	0	0	0	3.8	0	0	0	1.0
Gov't is Inconsistent	0	0	0	0	0	0	1.9	0	0	0	0	1.7	0.2
Land Prices Should Have Been Frozen	0	0	0	0	0	0	0	0	1.3	0	0	3.3	0.4
Taxes should Have Been Frozen	0	0	0	0	0	0	0	0	3.8	0	0	0	0.4
Politics Will Change	0	0	0	0	0	0	1.9	0	0	0	0	0	0.1
Leg. Too Political	0	0	0	0	0	1.3	1.9	2.0	0	0	0	0	0.4
Zone on Use Not Capability	0	0	0	0	0	0	0	2.0	0	0	0	0	0.1
Needed only in Fraser Valley	0	0	0	0	0	2.5	0	0	0	0	0	0	0.2
Inconsistent Feelings About A.L.R.	0	0	0	0	2.6	1.3	0	3.9	0	0	0	0	0.5
Ignorant of A.L.R.	0	0	1.3	0	2.6	1.3	0	3.9	0	0	0	0	0.6
Other	3.0	5.1	1.3	2.6	7.7	7.5	15.3	7.8	3.8	7.5	6.6	5.0	5.7

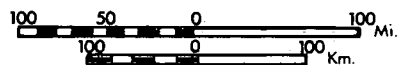
Appendix E

THE STUDY AREAS

- 1) Map showing Study Area Location
- 2) Table of Study Area Size and ALR designations
- 3) Maps of Individual Study Areas.

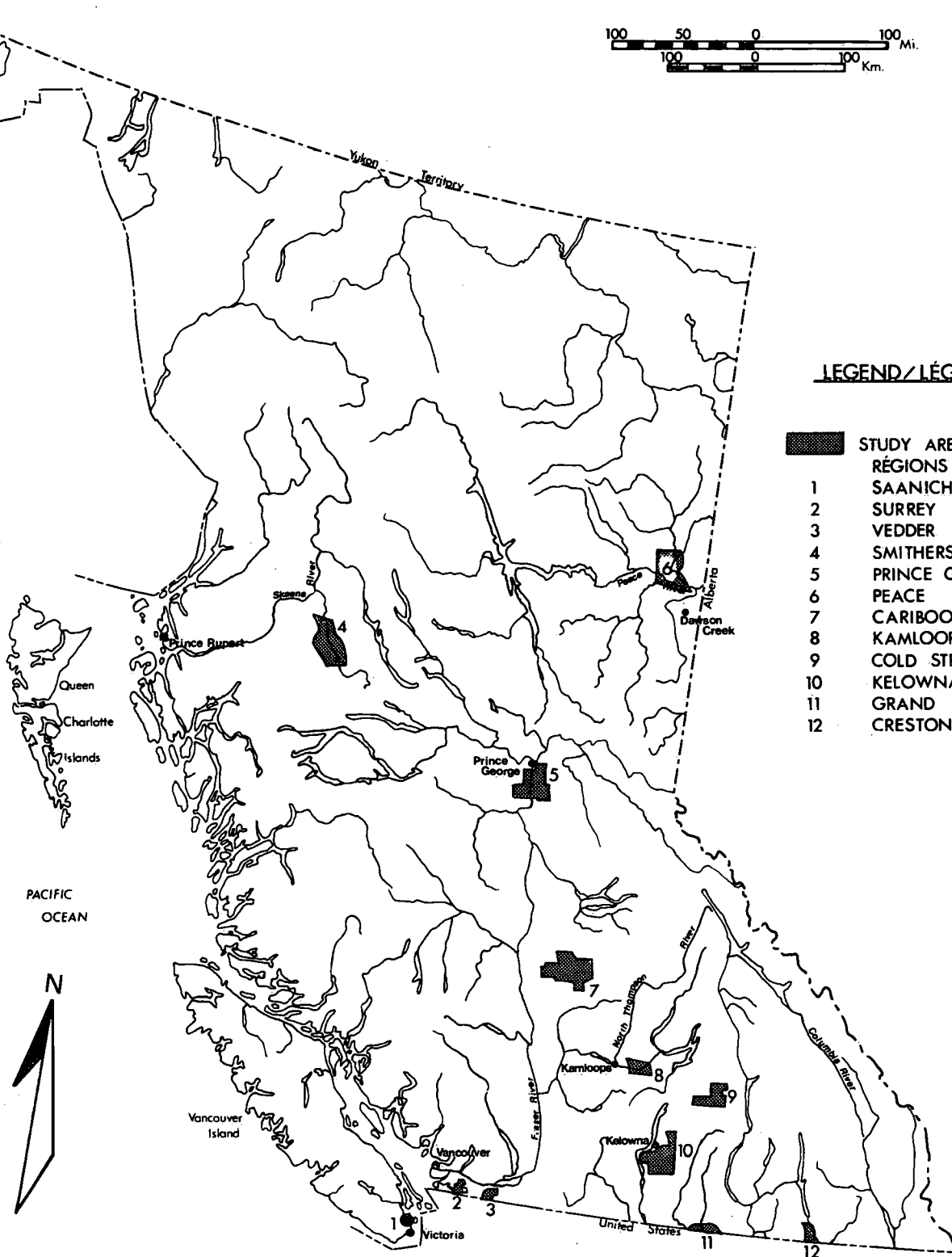
MAP/CARTE #3:

LOCATIONAL MAP OF THE BRITISH COLUMBIA STUDY AREAS
CARTE-RÉPÈRE DES RÉGIONS ÉTUDIÉES EN COLOMBIE-BRITANNIQUE



LEGEND / LÉGENDE

- | | |
|----|------------------------------------|
| | STUDY AREAS /
RÉGIONS ÉTUDIÉES: |
| 1 | SAANICH |
| 2 | SURREY |
| 3 | VEDDER |
| 4 | SMITHERS |
| 5 | PRINCE GEORGE |
| 6 | PEACE |
| 7 | CARIBOO |
| 8 | KAMLOOPS |
| 9 | COLD STREAM |
| 10 | KELOWNA |
| 11 | GRAND FORKS |
| 12 | CRESTON |

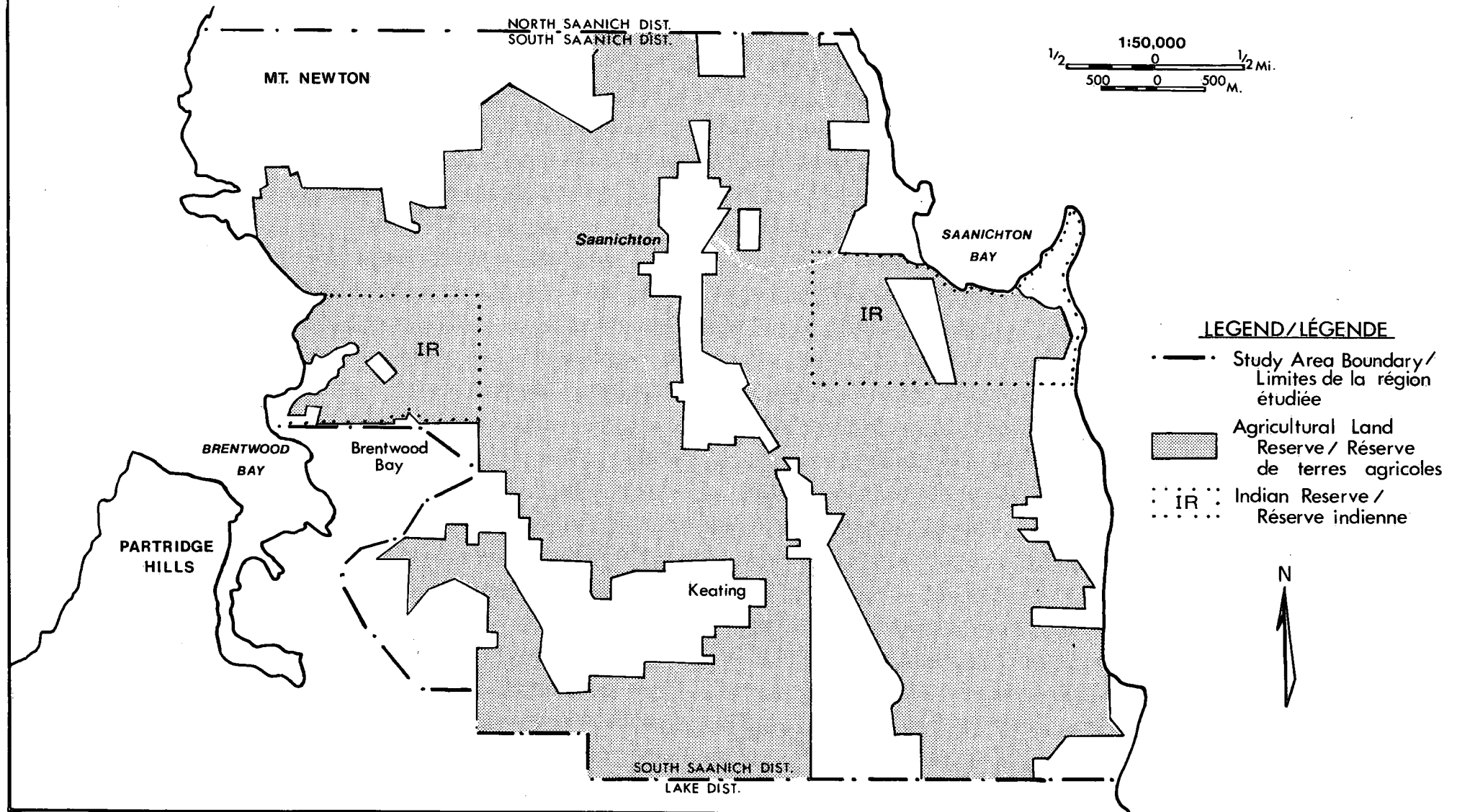


Appendix E

	Study Areas		
	ALRs	Actual Area (Acres)	
		Other	Total
1. Saanich	8,460	4,570	13,030
2. Surrey	19,400	5,500	24,900
3. Vedder	32,990	620	33,610
4. Smithers	216,220	463,320	679,540
5. Prince George	302,320	323,170	625,490
6. Peace	324,330	91,120	415,450
7. Cariboo	193,050	254,830	447,880
8. Kamloops	176,830	89,580	266,410
9. Coldstream	66,800	168,730	235,530
10. Kelowna	20,020	17,300	37,320
11. Grand Forks	17,760	52,120	69,880
12. Creston	34,750	19,310	54,060

Note: areas calculated from updated (1977) ALR maps by planimeter measure and are an average of 5 planimeter readings. Averages have been rounded to nearest 10 acres.

MAP/CARTE #4: STUDY AREA/RÉGION ÉTUDIÉE #1: SAANICH



North Surrey

Barnston
Island

FRASER RIVER

Trans-Canada Highway

• Port
Kells

• Newton

• Cloverdale

• City of
Langley

SERPENTINE
RIVER

RIVER

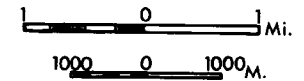
RICOMEKI
RIVER

MUD
BAY

Crescent
Beach

MAP/CARTE #5:
STUDY AREA/RÉGION ÉTUDIÉE #2:
SURREY

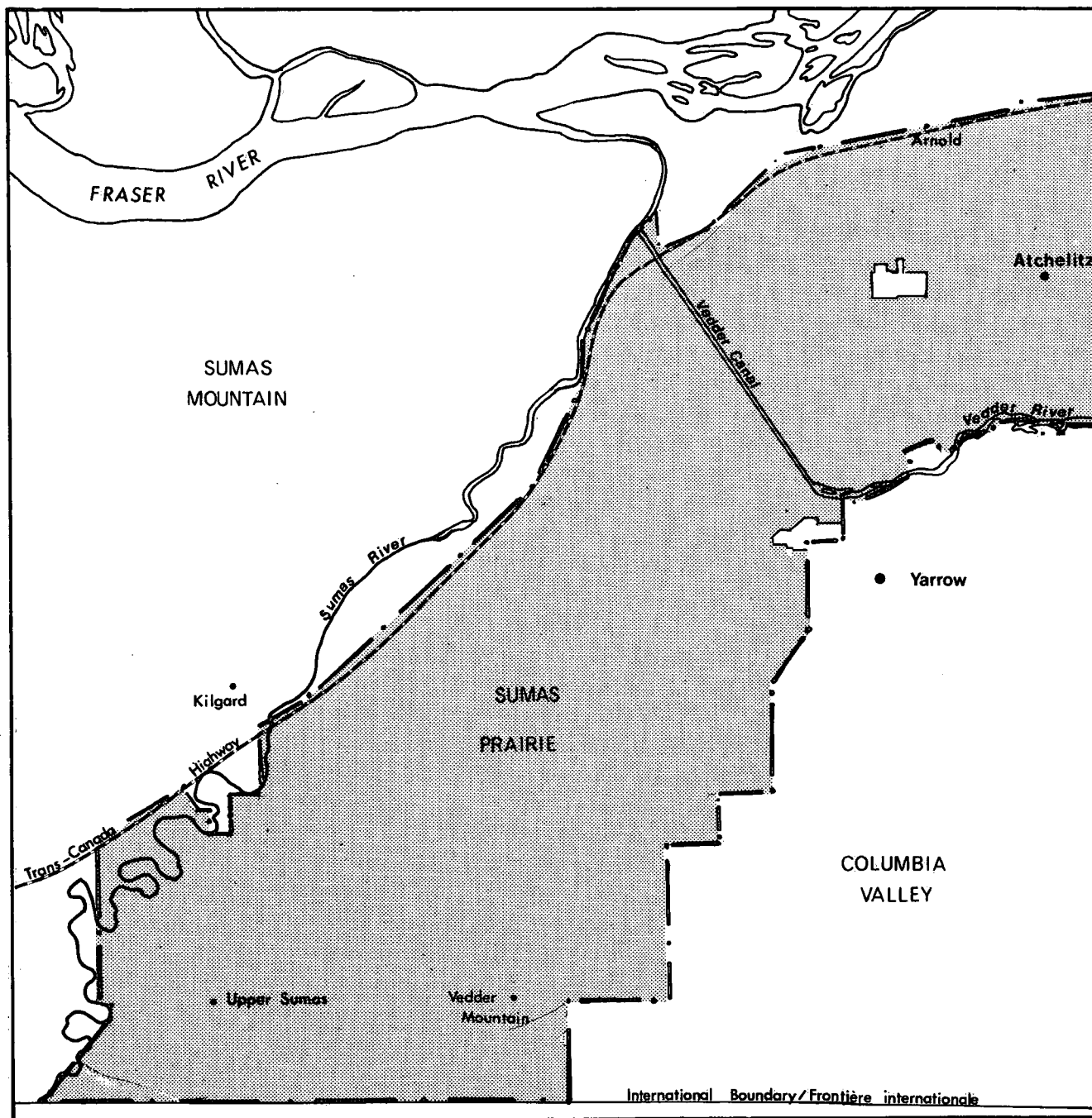
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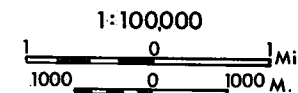
LEGEND/LÉGENDE

- Study Area Boundary /
Limites de la région étudiée
- Agricultural Land Reserve /
Réserve de terres
agricoles





MAP/CARTE #6:
STUDY AREA/RÉGION ÉTUDIÉE #3:
VEDDER



LEGEND/LÉGENDE

- - - Study Area Boundary /
Limites de la région étudiée
-  Agricultural Land Reserve /
Réserve de terres
agricoles



MAP/CARTE #7:

STUDY AREA / RÉGION ÉTUDIÉE #4:

SMITHERS

1:300,000

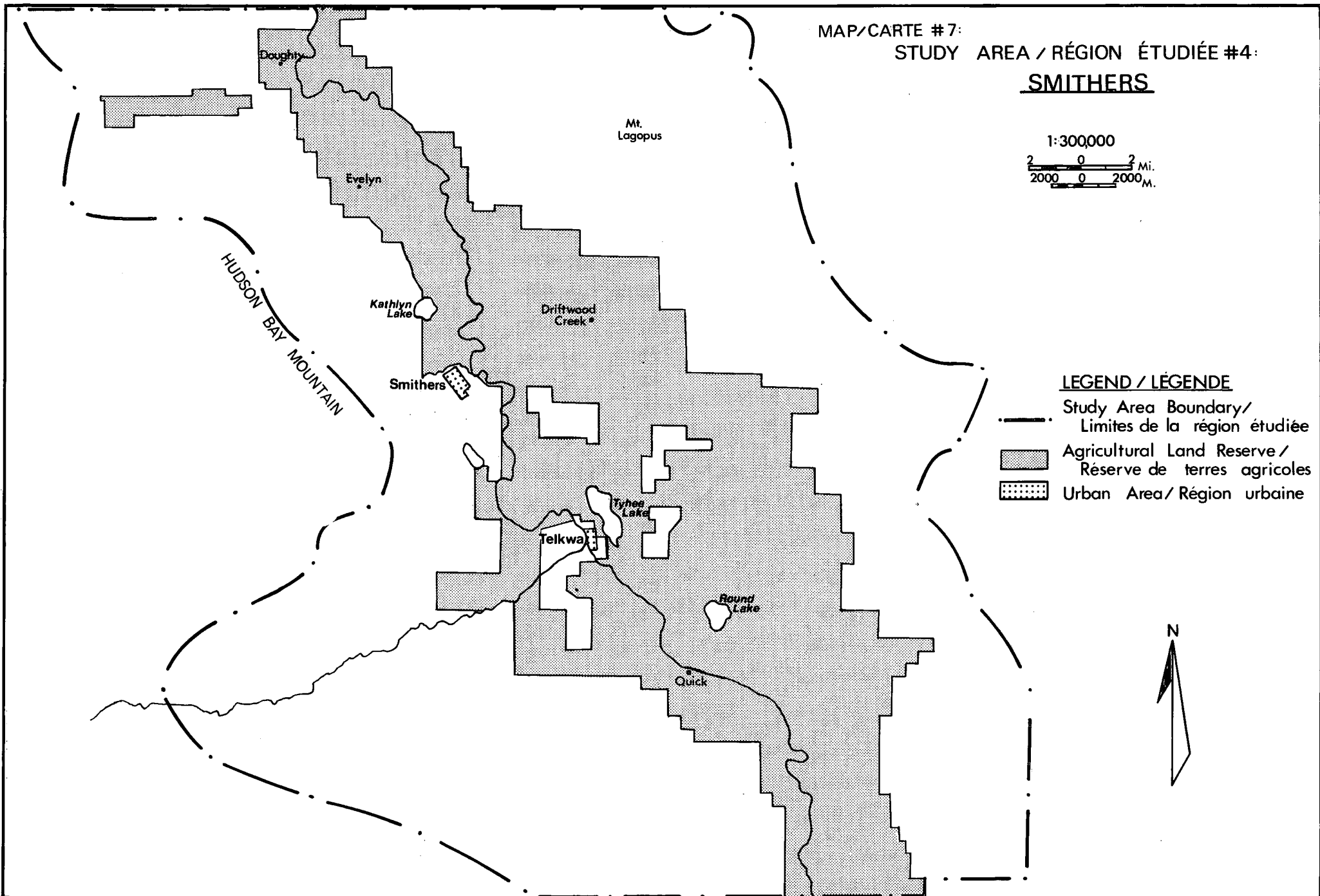
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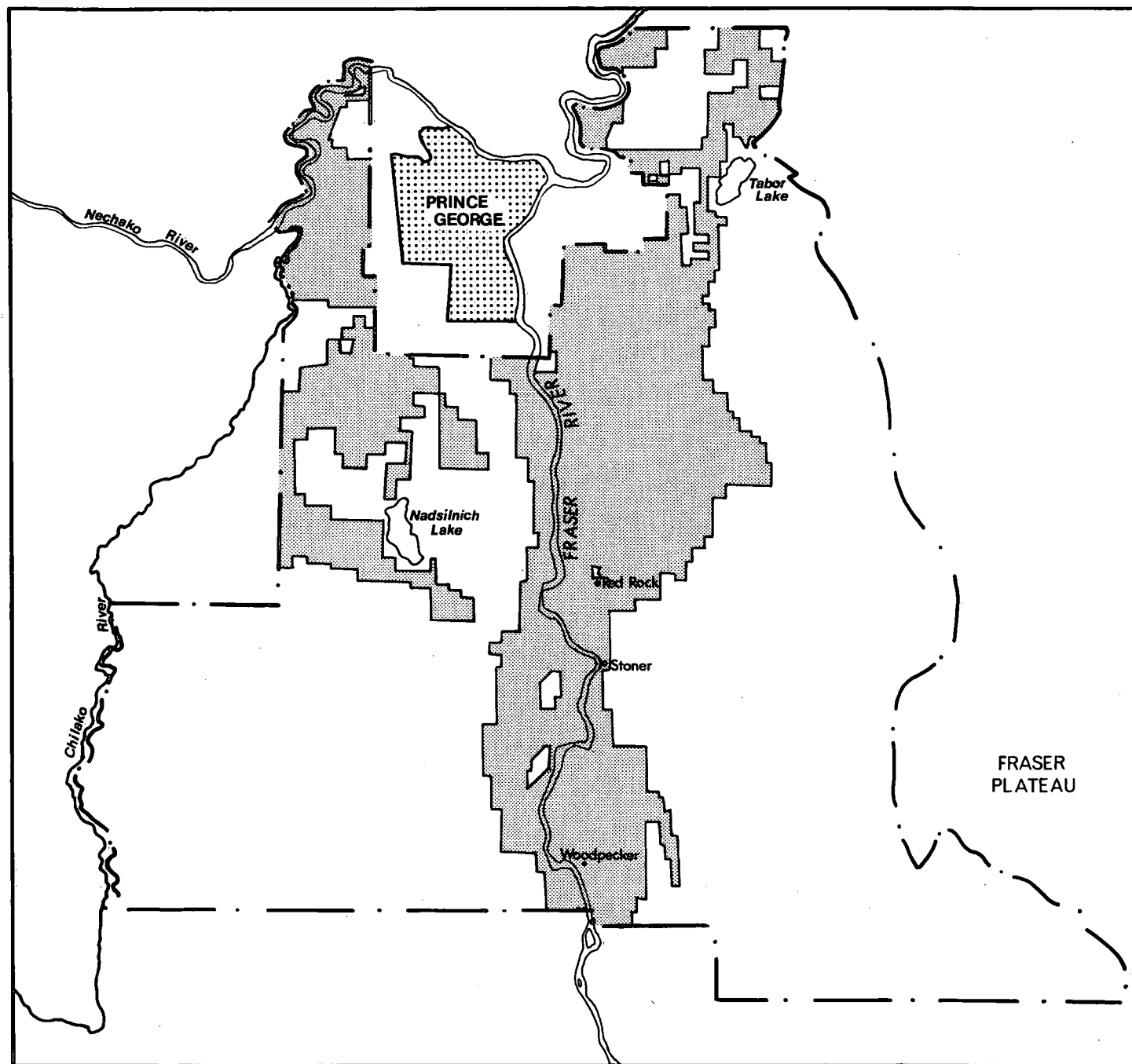
LEGEND / LÉGENDE

Study Area Boundary /
Limites de la région étudiée

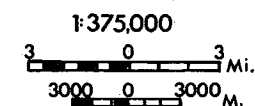
Agricultural Land Reserve /
Réserve de terres agricoles

Urban Area / Région urbaine







MAP/CARTE #8:
STUDY AREA / RÉGION ÉTUDIÉE #5:
PRINCE GEORGE



LEGEND / LÉGENDE



- Study Area Boundary /
Limites de la région étudiée
-  Agricultural Land Reserve /
Réserve de terres agricoles
-  Urban Area / Région urbaine

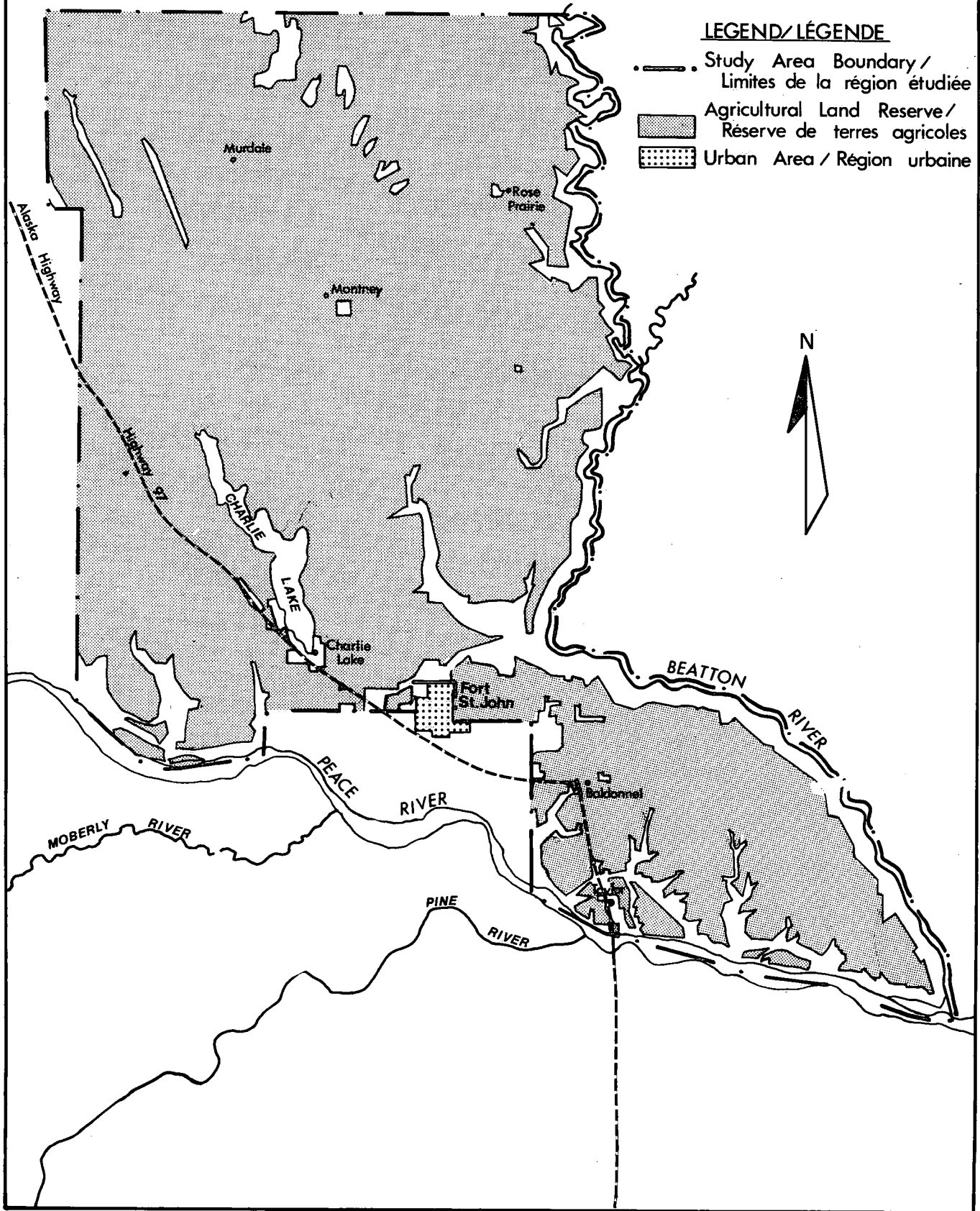


MAP/CARTE #9:
STUDY AREA/RÉGION ÉTUDIÉE #6:
PEACE

1:300000
2 0 2 Mi.
2000 0 20 M.

LEGEND/LÉGENDE

- Study Area Boundary /
Limites de la région étudiée
-  Agricultural Land Reserve /
Réserve de terres agricoles
-  Urban Area / Région urbaine



MAP/CARTE # 10:

STUDY AREA / RÉGION ÉTUDIÉE #7:

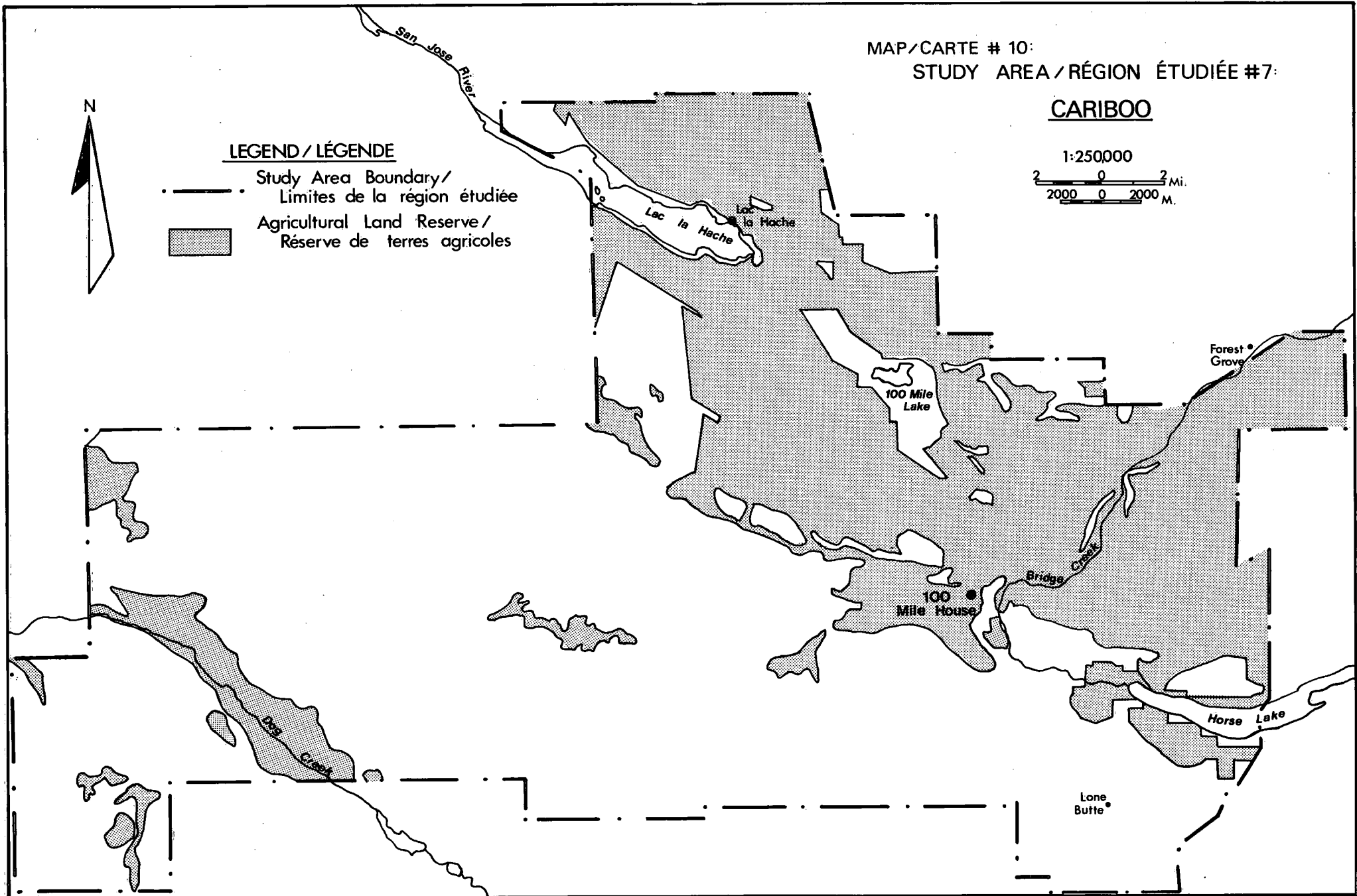
CARIBOO

1:250,000

2 0 2 Mi.
2000 0 2000 M.

LEGEND / LÉGENDE

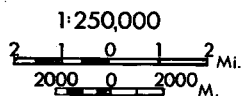
- · — · — Study Area Boundary /
Limites de la région étudiée
- Agricultural Land Reserve /
Réserve de terres agricoles



MAP/CARTE #11:

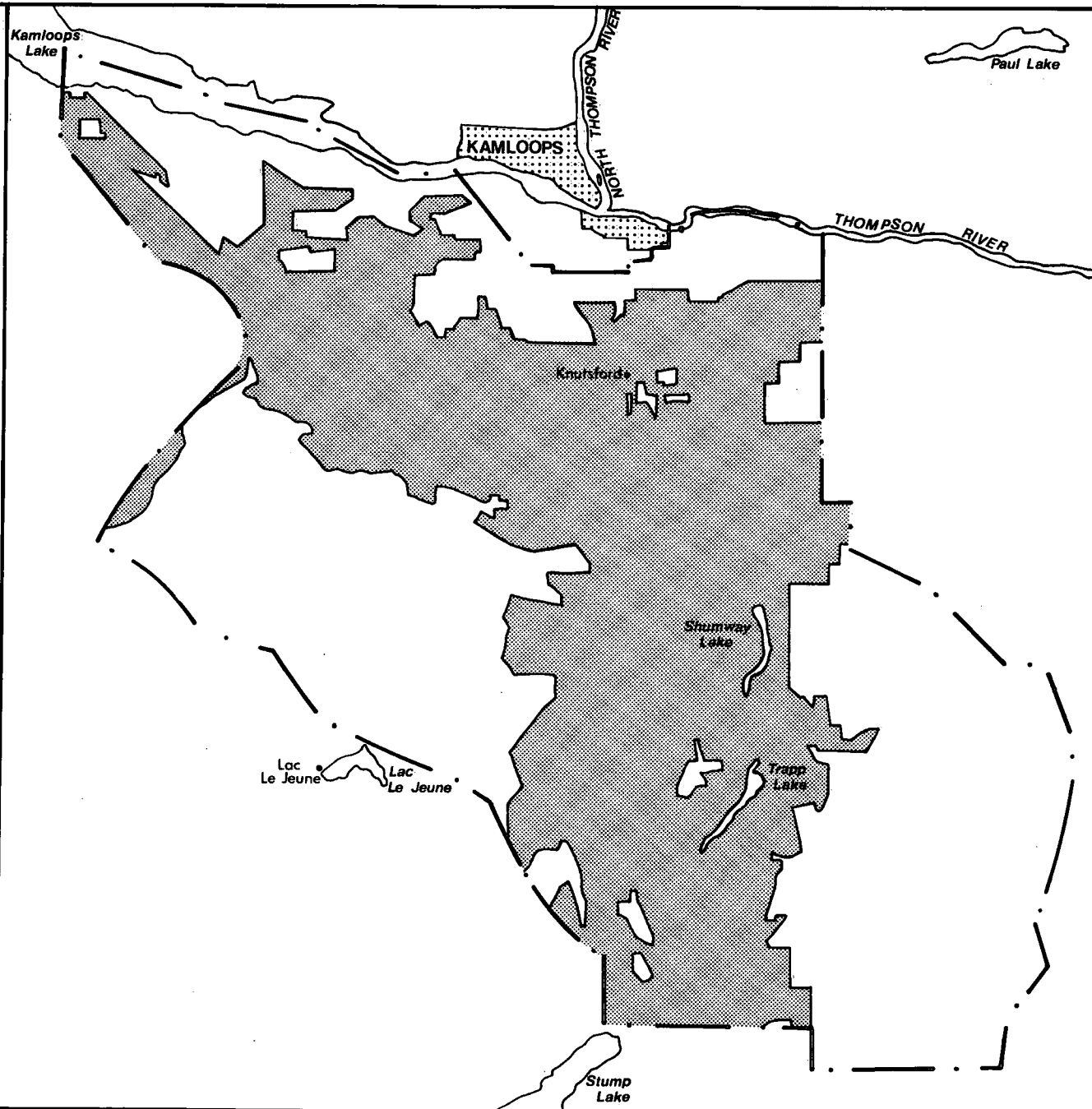
STUDY AREA/RÉGION ÉTUDIÉE #8:

KAMLOOPS



LEGEND/LÉGENDE

- Study Area Boundary /
Limites de la région étudiée
- Agricultural Land Reserve /
Réserve de terres
agricoles
- Urban Area / Région urbaine





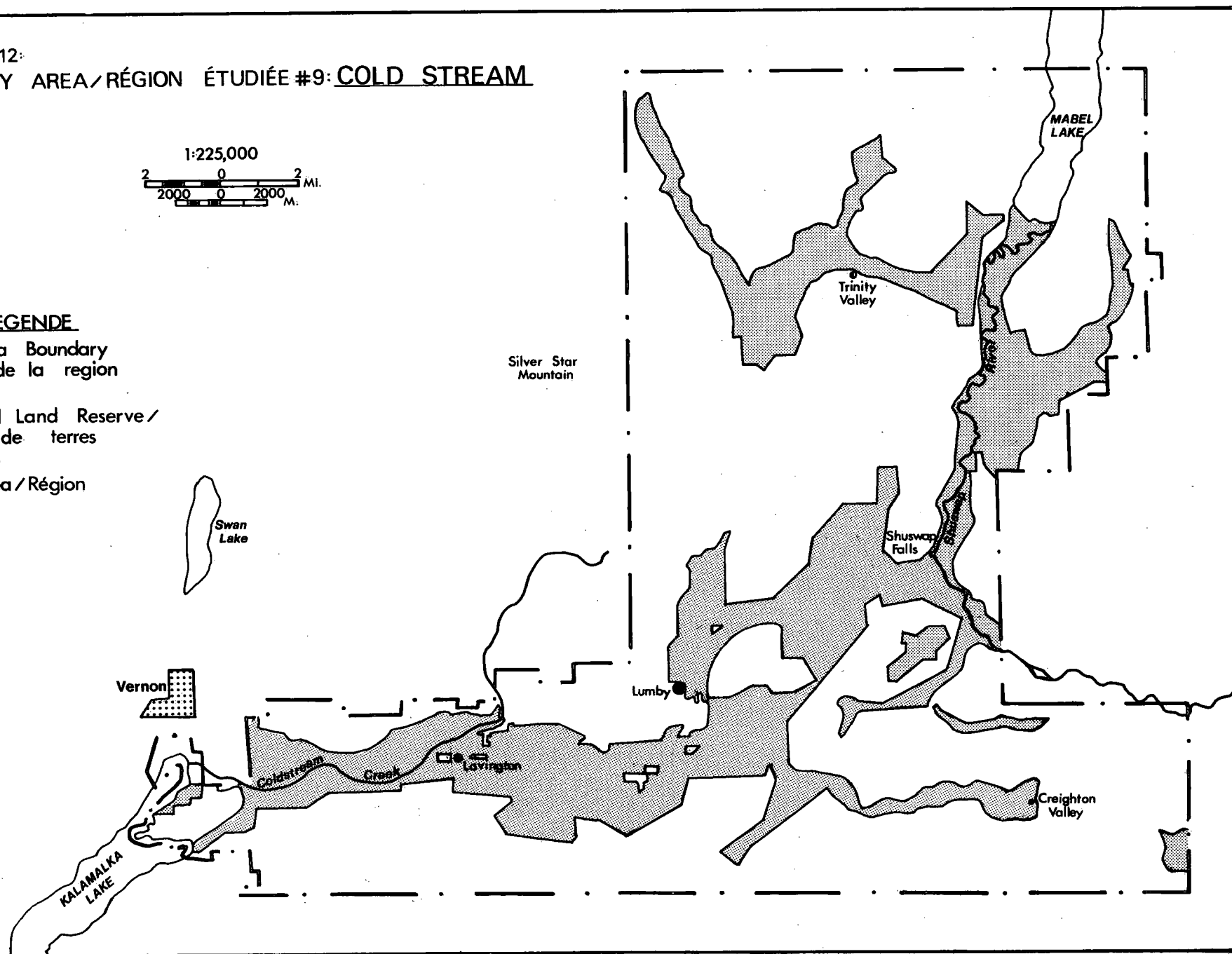
MAP/CARTE #12:

STUDY AREA/RÉGION ÉTUDIÉE #9: COLD STREAM

1:225,000
2 0 2
2000 0 2000
MI.
M.

LEGEND/LÉGENDE

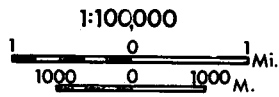
- Study Area Boundary
Limites de la région
étudiée
-  Agricultural Land Reserve/
Réserve de terres
agricoles
-  Urban Area/Région
urbaine





MAP/CARTE #13:

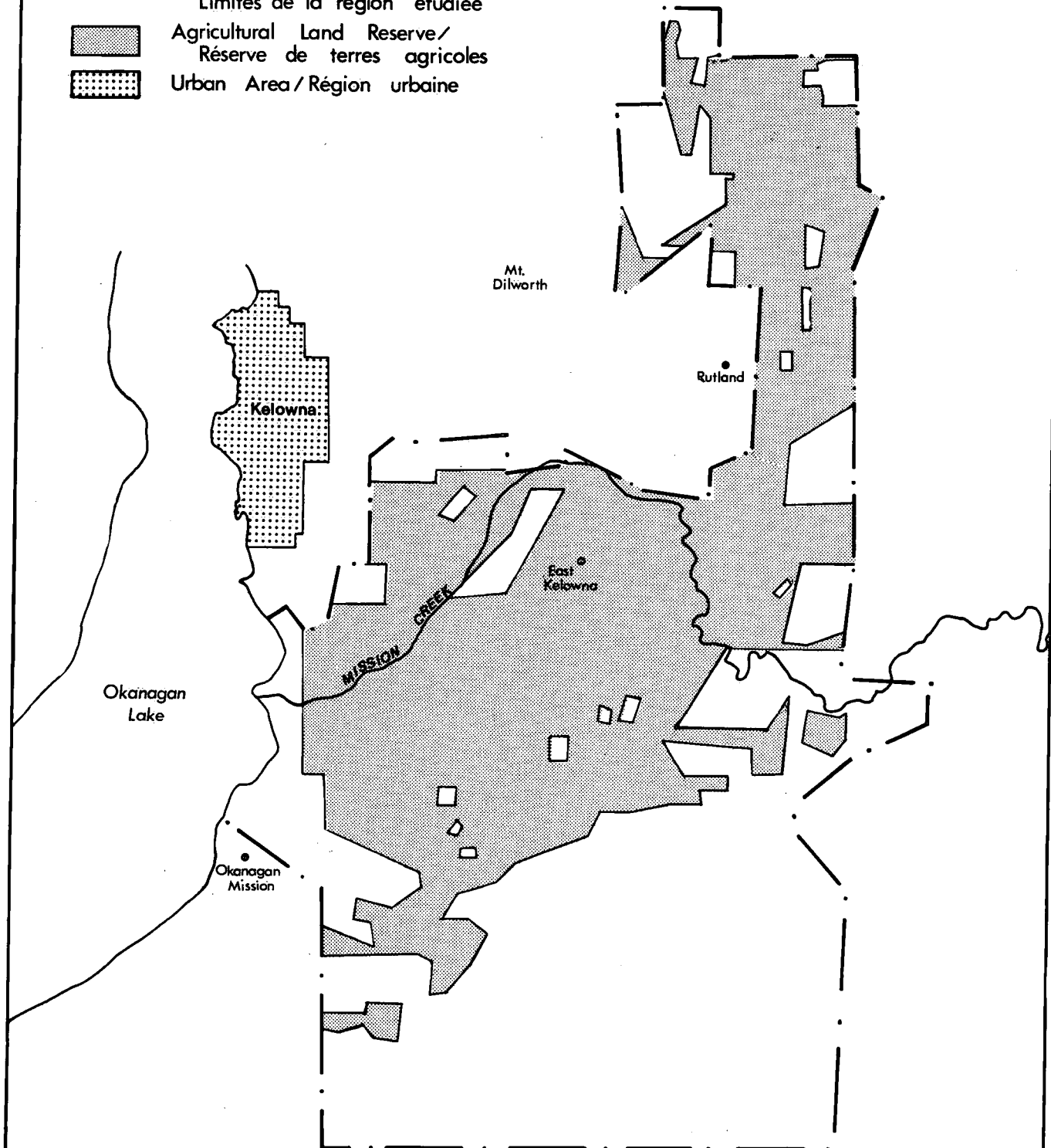
STUDY AREA / RÉGION ÉTUDIÉE # 10:

KELOWNA



LEGEND / LÉGENDE

- . — . Study Area Boundary /
Limites de la région étudiée
-  Agricultural Land Reserve /
Réserve de terres agricoles
-  Urban Area / Région urbaine





MAP/CARTE #14:

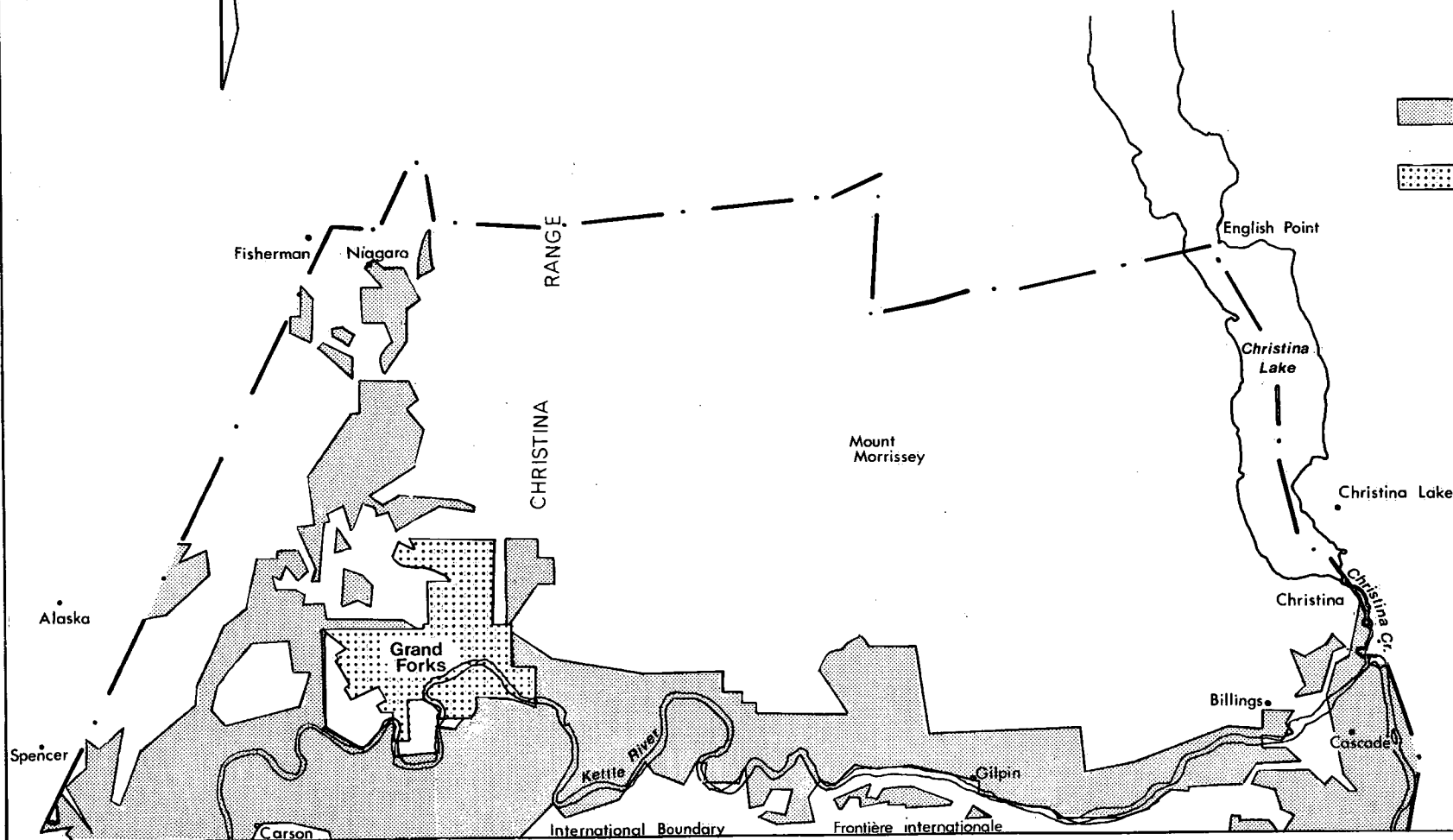
STUDY AREA / RÉGION ÉTUDIÉE #11: GRAND FORKS



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1 0 1
1000 0 1000
Mi.
M.

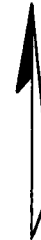
LEGEND/LÉGENDE

- Study Area Boundary/
Limites de la région
étudiée
-  Agricultural Land Reserve
/Réserve de terres
agricoles
-  Urban Area/Région
urbaine

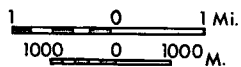


MAP/CARTE #15:
STUDY AREA / RÉGION ÉTUDIÉE #12:
CRESTON



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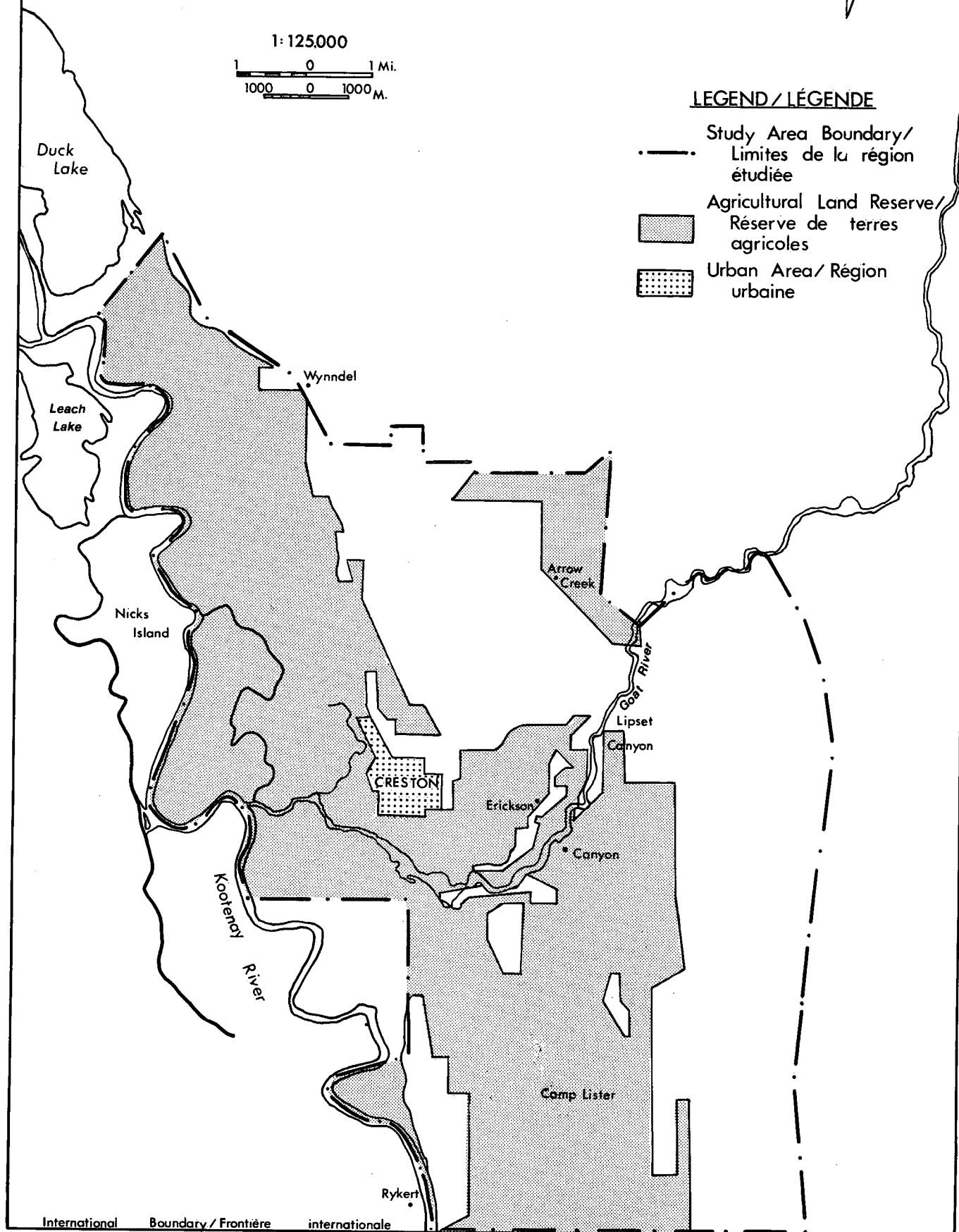


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LEGEND / LÉGENDE

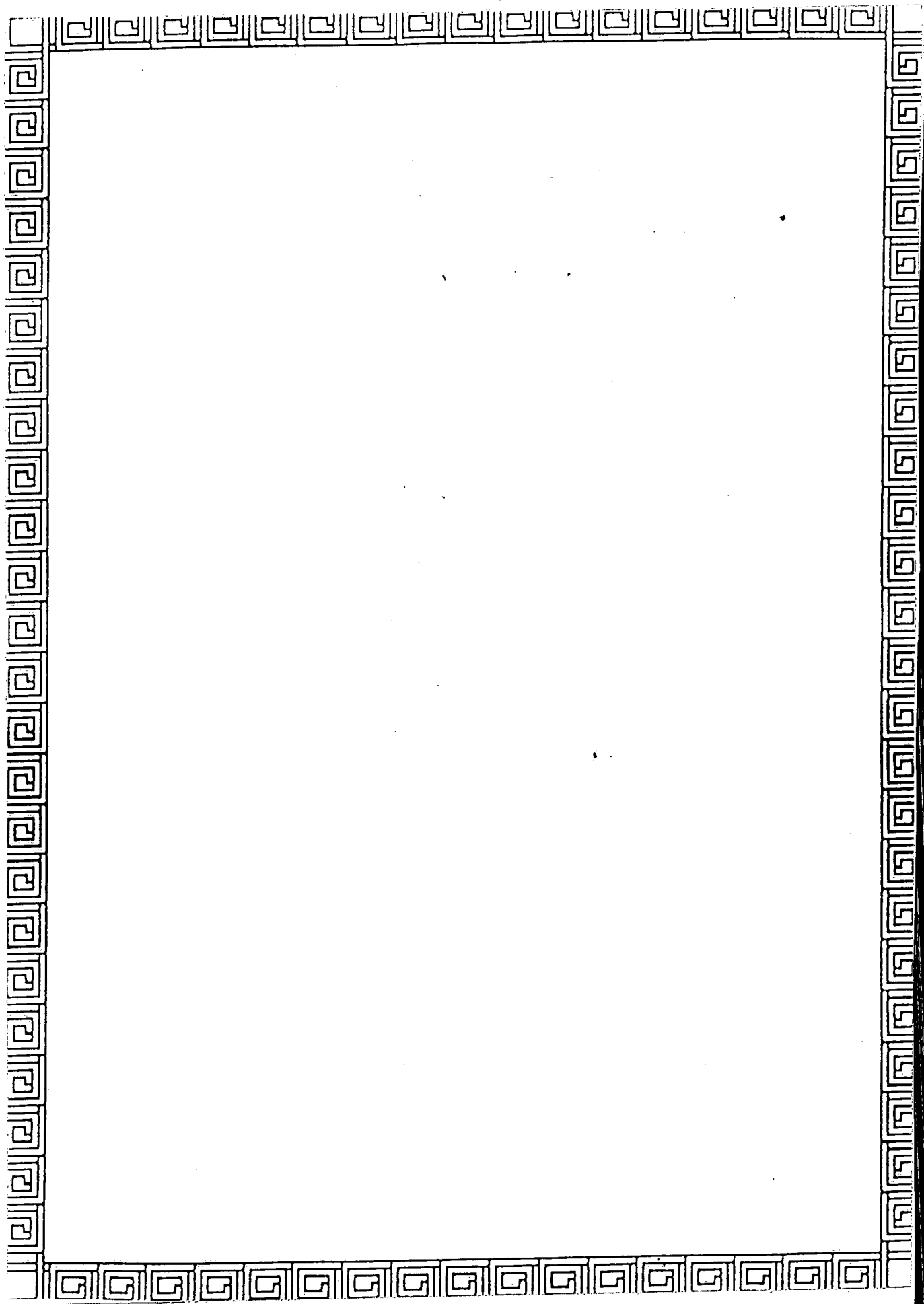
- Study Area Boundary /
Limites de la région
étudiée
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Réserve de terres
agricoles
-  Urban Area / Région
urbaine



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