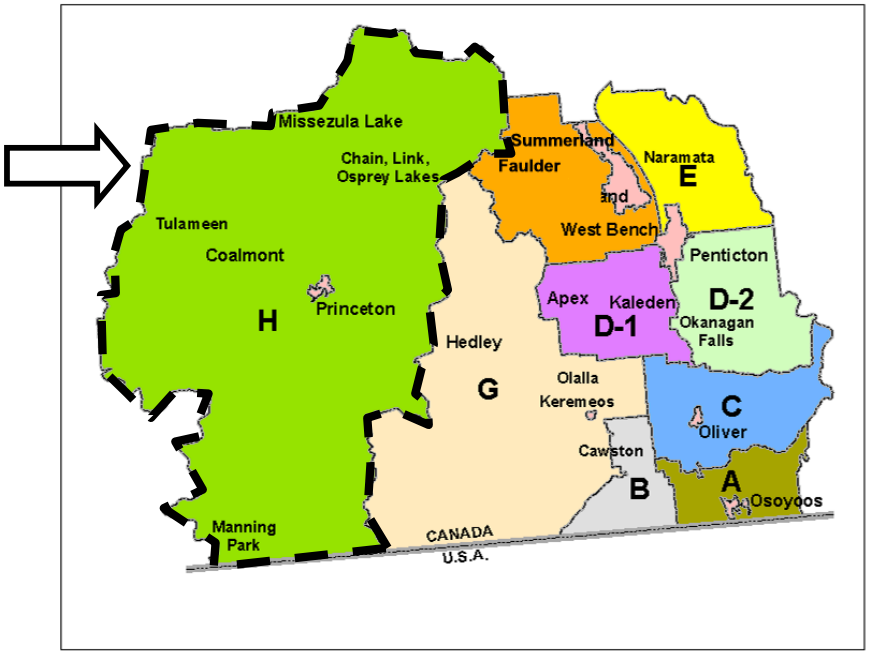
ELECTORAL AREA 'H'
RURAL PRINCETON
REVIEW COMMITTEE HANDBOOK

Official Community Plan & Zoning Bylaw Review



Regional District Okanagan-Similkameen

March 2007

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Refer to our website at www.rdos.bc.ca for further information about the Regional District of Okanagan Similkameen in Penticton, BC.

Preface

Healthy communities require constant attention and nurturing. Communities become what they are based on choices people make over a long period of time. They are shaped by the decisions we make or fail to make. Some are made with knowledge about their impacts, but others are not. Some lead to unanticipated outcomes…but, the lack of a decision also has consequences.

The planning process is a useful tool for communities wishing to change and grow. A plan will help you see where you want to go and help you make decisions on how to get there. Through this planning process, you choose a path for your community. As a team, we will begin a process of review and change through:

- **Community Visioning**: Create a vision of what you want your community to be like in the future;
- **Identification of Barriers and Constraints**: Identify things that are preventing change and opportunities to move forward, and decide what actions are needed to make your vision a reality.
- **Mutual Learning & Consensus Building**: Understand and learn from one another throughout the process, while at the same time build consensus on issues through group decision making.
- **Analysis & Synthesis of Information**: Build upon the inventory of information, including what works, what doesn't, and how we can improve it. Utilize this information to make responsible group decisions.
- **Propose New Policies & Regulations**: Policies and regulations will be proposed and recommended to the RDOS Board.

About this Handbook

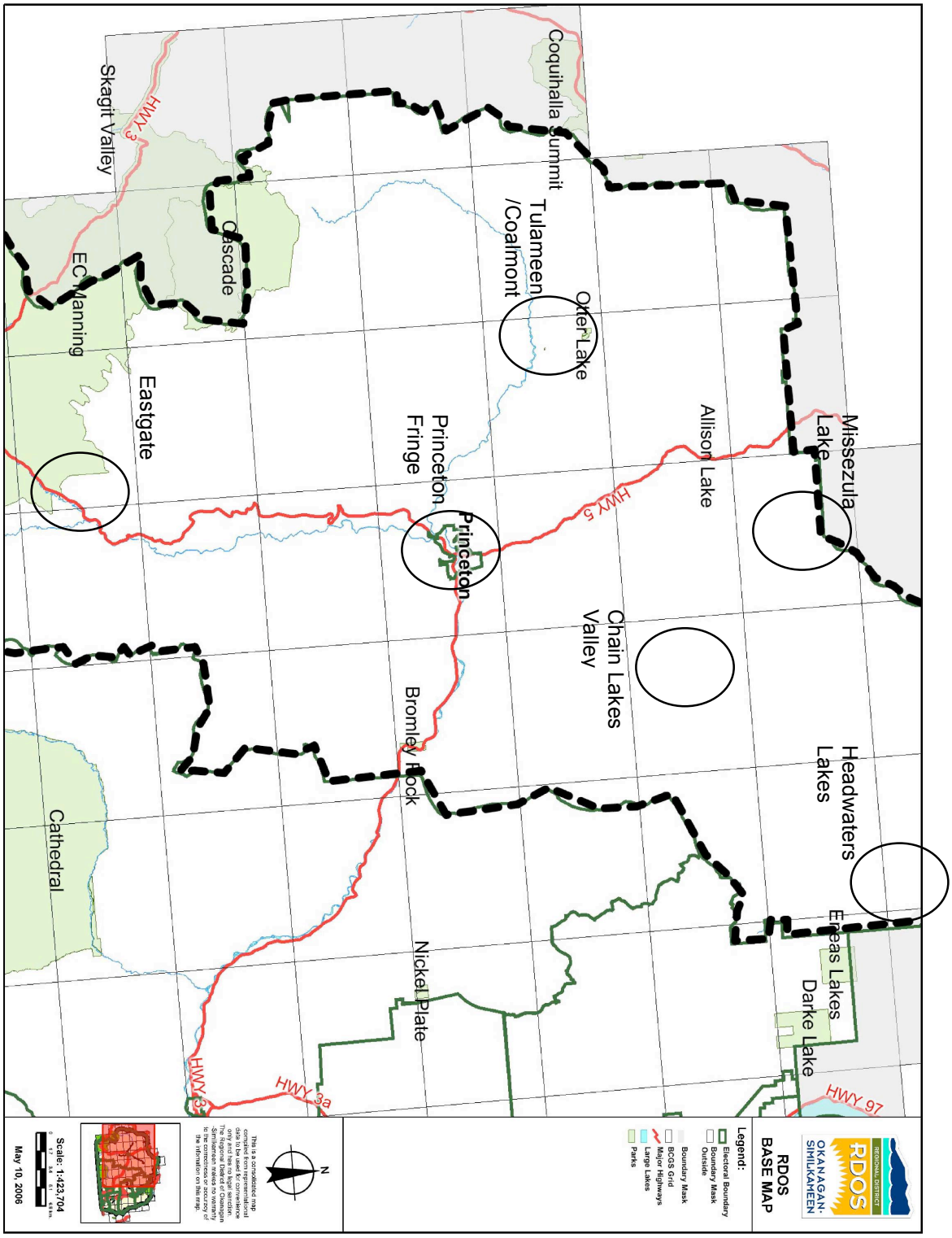
This Handbook is a reference source for participants in the Area H, Princeton Rural OCP and Zoning bylaw review process. Its purpose is to:

- Outline background information that will help guide participants;
- House key procedural documents such as the process overview, tasks & timelines, and a terms of reference;
- Provide resource material, including a preliminary 'to do' list, web links, and a glossary of terms.

Abbreviations used in this handbook

OCP	Official Community Plan
RDOS	Regional District Okanagan Similkameen
RGS	Regional Growth Strategy
RLUB	Rural Land Use Bylaw

Map of Plan Area



Process Overview and Review Committee Responsibilities

1. Overview of Bylaw Review Process

a) Authority

A bylaw to guide land use decisions within Electoral Area 'H', Rural Princeton, pursuant to Part 26 of the Local Government Act of British Columbia, R.S.B.C. 1996, and the provisions of the Community Charter, R.S.B.C. 2004.

b) Purpose

RDOS Electoral 'H' Director Gerri Logan, along with her Review Committee, is undertaking a land use bylaw review of the Electoral Area 'H' Rural Land Use Bylaw (RLUB), No 1725, 1997.

The purpose of the Princeton Review is to review existing, and create new policies and regulatory provisions in land use bylaws to ensure that land use and development decisions are made in the context of the aspirations of the community, the capabilities and constraints of the land, projected growth trends, and multiple-use context.

The role of the review committee is to provide recommendations to the Regional District on the preparation and adoption of an official community plan and zoning bylaw.

c) Process & Structure

The model for the Rural Princeton Review is an inclusive and participatory process with an invitation extended to the community. The model also includes an appointed Review Committee, working groups, the Area Director, and the local Advisory Planning Commission (APC) from the RDOS Board (see Figure 1). The review is derived by the community, guided by RDOS staff, and adopted by the RDOS Board. The Review Committee will be the conduit for information from the community for the Area Director, and collectively represent the interests of the community. Review Committee meetings will be held

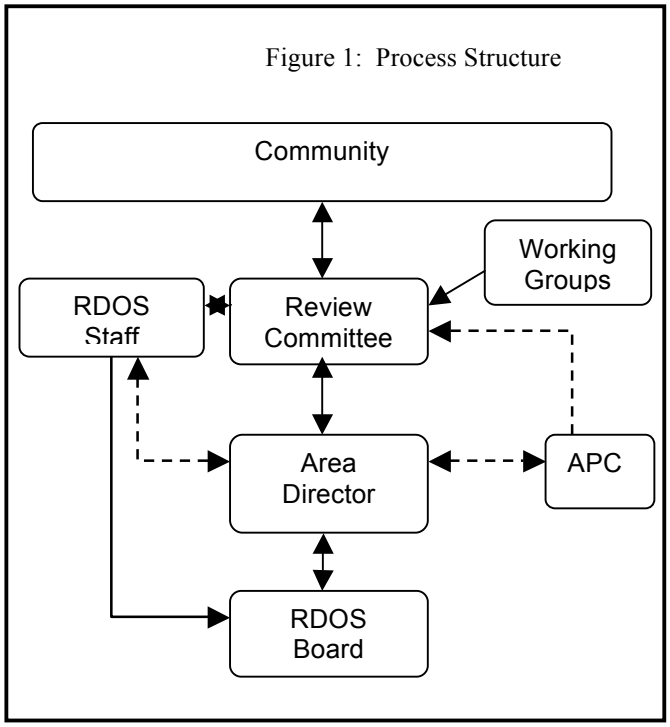


Figure 1: Process Structure

monthly, or as needed throughout the process. Working groups will be used as a method for more detailed discussions on specific issues. The Area Director will be the liaison between the Review Committee, RDOS staff, and the Area APC. The RDOS Board will be the final decision makers, and will receive input from the Area Director and RDOS staff.

d) Products

Products of this process will be to create a new Official Community Plan (OCP) bylaw and Zoning bylaw reflecting direction from the community. The final bylaws will document a community vision, revised zoning, and associated policies. The new bylaws will replace the existing RLUB.

Official Community Plan Bylaw & Components

An OCP bylaw is a general statement of objectives and policies for land use, and for the form and character of future development. This land use bylaw serves as a guide to the RDOS Board, the public, and the development community in decision-making for land use. The OCP bylaw maps identify 'land use designations' or types of development that the RDOS Board will consider in certain locations, as well as development permit areas where special guidelines apply. The policies of an OCP are implemented through the Zoning bylaw. The OCP includes:

- **Community Vision Statement**(s) that describe overall community values for the next 5 years
- **Broad Goals** grouped under key issues, such as housing, transportation, employment, and environment
- **General Policies** for growth management and OCP zones including resource area, agricultural, rural, residential, commercial, industrial, administrative, cultural, institutional, parks & conservation areas, hazard lands, temporary commercial & industrial permits, and development areas
- **Implementation** that includes refining the plan; adopting new or amended bylaws; conducting studies to obtain more information and future direction; and working closely with community members to ensure compliance
- **Evaluation** process to include regular community updates and informal community evaluation of the process

Zoning Bylaw & Components

Zoning is the major tool by which the RDOS regulates the use, size and siting of land and buildings. Land use designations identified on Zoning bylaw maps are more detailed than those of the OCP bylaw, and are accompanied by text that outlines a specific range of permitted uses, densities, siting and building form. The purpose of zoning is to provide for the orderly development of the community, and to assist in avoiding conflicts between incompatible land uses. The Zoning bylaw includes more specific policy direction in the form of a regulation, and includes:

- Specific definitions
- General regulations for residential & commercial development

- Specific regulations for zones (rural, low density, medium density, commercial, industrial, administrative, others)

A four-phase review is proposed (see Figure 2):

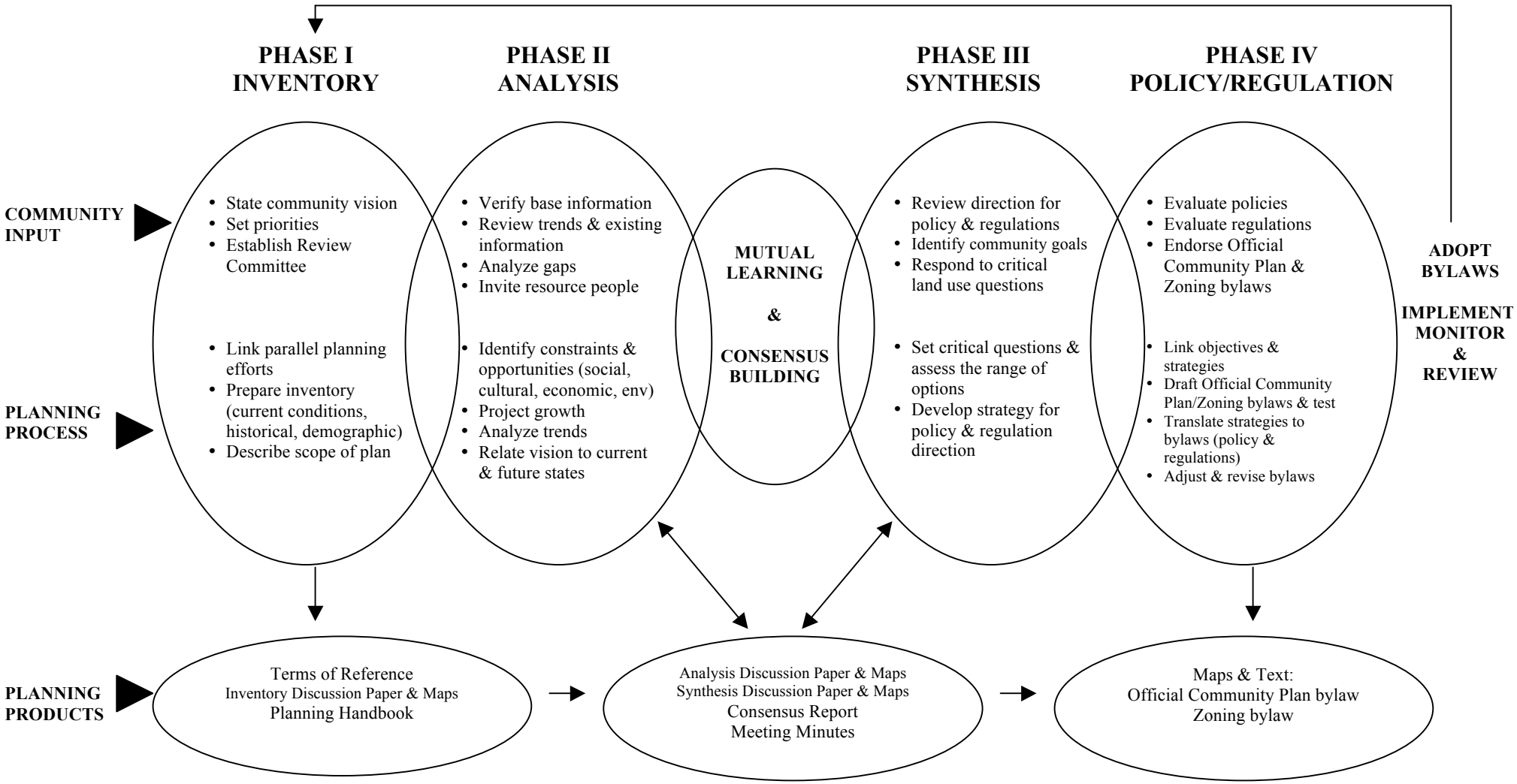
1) Phase I will be an inventory of the current conditions of the community;
2) Phase II will analyze opportunities and constraints based on the inventory;
3) Phase III will integrate and synthesize information into strategic direction; and
4) Phase IV will provide the policy and regulation that make up the new land use bylaws.

The process will include on-going commitment to public consultation and communication. Community input and feedback will be sought throughout the comprehensive review. Communication with the general public will be provided at key points in the process in the form of community meetings and newsletters. The purpose for broader public communication is to highlight achievements to date, to provide a broader public understanding of the process, and to secure additional public input to draft products. The RDOS website (www.rdos.bc.ca) will provide public access to inventory and analysis reports, input to date, as well as the draft OCP and Zoning bylaws.

a. Implementation

Once approved by the RDOS Board, the Rural Princeton OCP and Zoning bylaws will be administered by RDOS staff.

Figure 2: RDOS Process Overview Official Community Plan Bylaw & Zoning Bylaw Review



2. Review Committee Membership & Responsibilities

a) General

All participants will:

- Strive for consensus on substantive issues. Consensus is defined as having no substantial disagreement with the decision. This means that although Review Committee members may have concerns about specific aspects of the agreement, they will be prepared to accept that the proposal goes forward and will support the overall plan.
- Participate in monthly Review Committee meetings.
- Abide by the Ground Rules.

b) Review Committee

Review Committee members (normally in the range of 8-12 members) will:

- Be appointed by the Area Director and approved by the RDOS Board.
- May rely on working groups (representative community groups larger than the Review Committee) to accomplish substantive discussions between meetings. Recommendations developed by these groups will be subject to review and acceptance by the Review Committee.
- Represent the needs of the overall community, rather than any individual needs.
- Stay current with information and the progress of Review Committee discussions.
- Recognize the decisions made by working group members. Working group members have the same General responsibilities and will abide by the Ground Rules.
- Be responsible for identifying strengths and weaknesses of the community, developing a vision, and commenting on various aspects of the plan as it evolves.

c) RDOS Planning Staff

RDOS planning staff will:

- Provide logistical and procedural support for the process and will be responsible for process design, including the development of work plans, coordination of analysis, and facilitation and mediation (where necessary).
- Prepare meeting agendas and minutes.
- Provide leadership, government liaison, technical advice, public and stakeholder communication, draft planning documents, statistics, mapping, linkages to other relevant planning processes (e.g. Regional Growth Strategy), and information on land use planning in other electoral areas of the RDOS.
- Provide the Review Committee with information and advice on legislation, policy, programs, and current initiatives.
- Invite additional experts, when necessary, to provide additional information to the Review Committee.

- Ensure that the final policies can realistically be implemented in a way that meets the community vision and objectives.
- Engage the Review Committee in discussion, negotiation, and facilitation on substantive issues.

d) Ground rules

Code of Conduct

Review Committee members will:

- Participate in good faith
- Treat others with courtesy and respect
- Listen attentively
- Seek to gain a better understanding of the perspectives of others
- Refrain from dominating discussions and provide opportunities for the interests of others to be heard
- State concerns openly and directly
- State views as interests rather than positions
- Speak in a clear and concise manner
- Avoid use of acronyms and technical jargon
- Come to meetings prepared and ready to engage in productive discussion
- Share information related to issues being discussed
- Avoid side conversations
- Commit to resolving issues and making recommendations
- Endeavour to support other Review Committee members
- Work cooperatively to achieve consensus on issues
- Respect decisions that have been reached and agreed to

Decision Making

Throughout the review process, group consensus will be sought on three general types of agreements:

1) **Process and procedural agreements**: Generally the responsibility of RDOS staff, these agreements are those day-to-day functions such as scheduling meeting dates, agenda management, and assisting to set Review Committee priorities.
2) **Working agreements**: Generally the responsibility of the Review Committee, these agreements address specific topics or issues relating to the development of the OCP and Zoning bylaw review. Consensus will be sought on agreements as they are developed. Once accepted, it will be integrated into the draft report.
3) **Agreement on the final OCP and Zoning bylaws**: The final agreement will be to seek consensus on all issues and amendments. Where agreement cannot be reached, procedures in the next section apply.

Decisions will not be made unless there is a quorum (60% of Review Committee members present).

Consensus Decision Making Guidelines

1) Approach the task or issue on the basis of logic. Avoid arguing for your own individual viewpoint.
2) Support solutions with which you are able to agree at least in part. Avoid changing your mind if it is only to reach agreement and avoid conflict.
3) View differences of opinion as helpful rather than hindering. Welcome the "devil's advocate." The more ideas expressed, the greater the chance of making a good decision.
4) Discuss the reasons for the decision and explore other possibilities. Just because there is initial agreement, do not assume that the answer is correct.

Procedures in the Event of a Disagreement

Generally the Review Committee will adopt the following negotiation steps to resolve issues

1) Define the issue
2) Identify interests
3) Brainstorm options
4) Evaluate options
5) Choose an option

If an issue cannot be resolved, RDOS staff may:

- Refer the issue to a working group to bring back to the Review Committee.
- Recommend deferring further discussions until a specific date to allow for more information and analysis to be available (i.e. parking lot).
- Request that those who are opposed to the solution develop an improved solution to bring back to the Review Committee.
- Ask for a majority.

Where resolution processes fail to provide agreement on a topic or product, then the Review Committee will be asked to document areas of dissent to bring forward to the RDOS Board for deliberation.

Rural Princeton Past Planning Initiatives, Bylaw Review Timelines, & Preliminary Task List

3. Rural Princeton Past Planning Initiatives

This review will reflect an integration of past and present planning efforts among multiple agencies and organizations. Past planning efforts include:

1975 – Electoral Area ‘H’ Zoning Bylaw No. 230
1985 – West Princeton/Tulameen Official Community Plan Bylaw No. 882
1985 – Five Mile Valley Official Community Plan Bylaw No. 953
1987 – Princeton Fringe Official Community Plan Bylaw No. 968
1987 – Chain, Link and Osprey Lakes Rural Land Use Bylaw No. 962
1990 – Electoral Area ‘H’ Rural Land Use Bylaw No. 1159
1990 – Electoral Area ‘H’ Rural Land Use Bylaw No. 1200
1998 – Electoral Area 'H', Rural Land Use Bylaw No. 1725
2002 – Okanagan Shuswap Land and Resource Management Plan (MSRM)

4. Rural Princeton Review Tasks & Timelines

It is anticipated that this process will run from March 2007 to October 2008.

† - community input (RC meetings and public open houses)
X - specific dates for task completion

	2007										2008									
Task	**M**	**A**	**M**	**J**	**J**	**A**	**S**	**O**	**N**	**D**	**J**	**F**	**M**	**A**	**M**	**J**	**J**	**A**	**S**	
	PRE-PROJECT PREPARATION																			
Draft & confirm process overview & refine	X																			
Identify scope & planning framework																				
Finalize contents of Handbook	X																			
	PHASE I: INVENTORY																			
Collect base information																				
Review Committee start-up and process endorsement	X																			
Inventory, identify, detail and verify community information																				
Community Vision		X																		
Conclusion of inventory						X														

	2007										2008									
Task	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	
	PHASE II: ANALYSIS																			
Explore community patterns, trends, systems, opportunities, constraints																				
Identify gaps in information																				
Project growth / decline and implications						X														
Incorporate and examine planning input, prepare discussion paper and mapping, and review																				
	PHASE III: SYNTHESIS																			
Prepare groundwork for community vision																				
Explore and confirm community vision, goals during workshop									X											
Translate vision and goals into OCP policies and Zoning framework and refine																				
Obtain input at round table prior to formal review with agencies, etc																				

	2007										2008									
Task	**M**	**A**	**M**	**J**	**J**	**A**	**S**	**O**	**N**	**D**	**J**	**F**	**M**	**A**	**M**	**J**	**J**	**A**	**S**	
	PHASE IV: POLICY/REGULATION																			
Creation of first draft bylaws: OCP and Zoning																				
Review first draft and refine with the RC														X	X					
Refer bylaws to agencies for formal review, and inform community																X				
Refine and present bylaws at public open house																	X			
Refine bylaws, report to RDOS Board for 1st & 2nd reading. Create short-form document for community.																	X			
Public hearing																		†		
Report to RDOS Board, 3rd reading																			X	
Submit to Ministry of Community Services																			X	
Report to RDOS Board and adoption of bylaws																				02/ 09

5. Preliminary Task List for Rural Princeton Review Committee

Below is a preliminary list of items that could be considered during the review. The list is provided as a starting point for discussion, and will be amended as the review progresses.

a) OCP and Zoning Bylaws

- Update vision and policies. Rural Land Use Bylaw will be replaced with an OCP Bylaw and associated Zoning Bylaw. Area residents' vision will have changed since the last bylaw review in 1998. OCP's should ideally be reviewed and updated every five years: much of provincial grant funding is based on how current community plans are.
- Make minor changes to Zoning bylaw. The Zoning bylaw was last reviewed in 1998, and may need only minor adjustments as part of the overall review.

b) Growth Management

- Coordinate efforts between concurring RGS and Rural Princeton Review process. RGS Coordinator to address Review Committee.
- Incorporate relevant information from RGS where appropriate.
- Review land use policy in context of population changes. Population in the RDOS area increased by 13.8% between 1991 and 1996, 4.9% between 1996 and 2001, and 3.7% between 2001 and 2006. Area 'H' population increased 12.1% between 2001 and 2006.
- Examine community sustainability. The sustainability of the community in the context of economic, social and environmental policy should be considered as part of the land use planning review.

c) Rural-Urban

- Address urban containment. The community should be given the opportunity to discuss urban containment and annexations: how can rural be kept 'rural' and urban kept 'urban'?
- Maintaining community character, urban rural interface, amenities, streetscape, and livability.
- Maintaining heritage features, cultural activity, accessibility, community development and crime prevention.

d) Agriculture

- Reflect agricultural trends. Change in agricultural trends in the region and in provincial policy should be reflected in OCP policy.
- Accommodate agri-tourism demand. Growing demand for various types of agri-tourism should be built into OCP policy and zoning regulations.

e) Housing

- Review implications of 2001 and 2006 statistics. Changing demographics and trends in family structure and needs should be reviewed for how land

use bylaws can accommodate different types of housing. Other trends indicated by statistics should also be reviewed for policy.

- Consider density. Review and update density provided for in the OCP and zoning. Create various 'build-out' scenarios based on population change, and discuss carrying capacity of the area.
- Examine housing needs in context of other areas. In the absence of an RGS, examine growth in other electoral areas and the region in general to determine how this might impact the Rural Princeton area and be addressed by policy.

f) Transportation

- Coordinate policy with Province. Review the OCP's road network policy.
- Assess public transit, as set out in the current OCP.

g) Commercial, Industrial & Institutional Uses

- Direct industrial and institutional location and scale. Where should the continuing demand for industrial and institutional development in the Rural Princeton area be directed and/or promoted?
- Direct commercial location and scale. How can existing commercial enterprise in the urban area be protected while allowing for growth in agri-tourism? What sort of commercial development should be permitted, and where should it be located in the area?
- Guide temporary industrial and commercial uses. Guidelines for Temporary Commercial and Industrial Permits could be implemented to provide a better context for Regional Board decisions.

h) Wastewater

- Review proximity of development to foreshore areas. The size of the parcels and the depth perpendicular to foreshore areas is of concern and should be examined for 1) size of parcels for on-site sewerage systems, 2) depth of parcels for setback recommended by the Province, and 3) separation distances for wells and disposal fields from neighbouring property.
- Consider floodplain and sensitive habitat. How close to foreshore areas should development locate re floodplain and adjacency to environmentally sensitive watercourses?
- Issues surrounding parcel size and servicing should be reviewed: size of existing parcels vs desired state.
- Explore options for servicing future development. How should future waterfront development be planned for?

i) Conservation, Parks and Hazard lands

- Include mapping for wildlife habitat in Plan inventory. Coverage for sensitive habitat mapping in the rural area is sparse.

- Consider OCP policy where the habitat mapping is complete. Should guidelines for development in sensitive habitat areas be included as they have been in other OCP reviews for Areas A, C, D, and E?
- Update regulations for development in floodplain. Regulations for floodplain should be reviewed for currency with provincial guidelines.
- Collect and/or review natural hazard information. Information and policy for natural hazard / soil suitability should be reviewed.

6. Contact Information

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