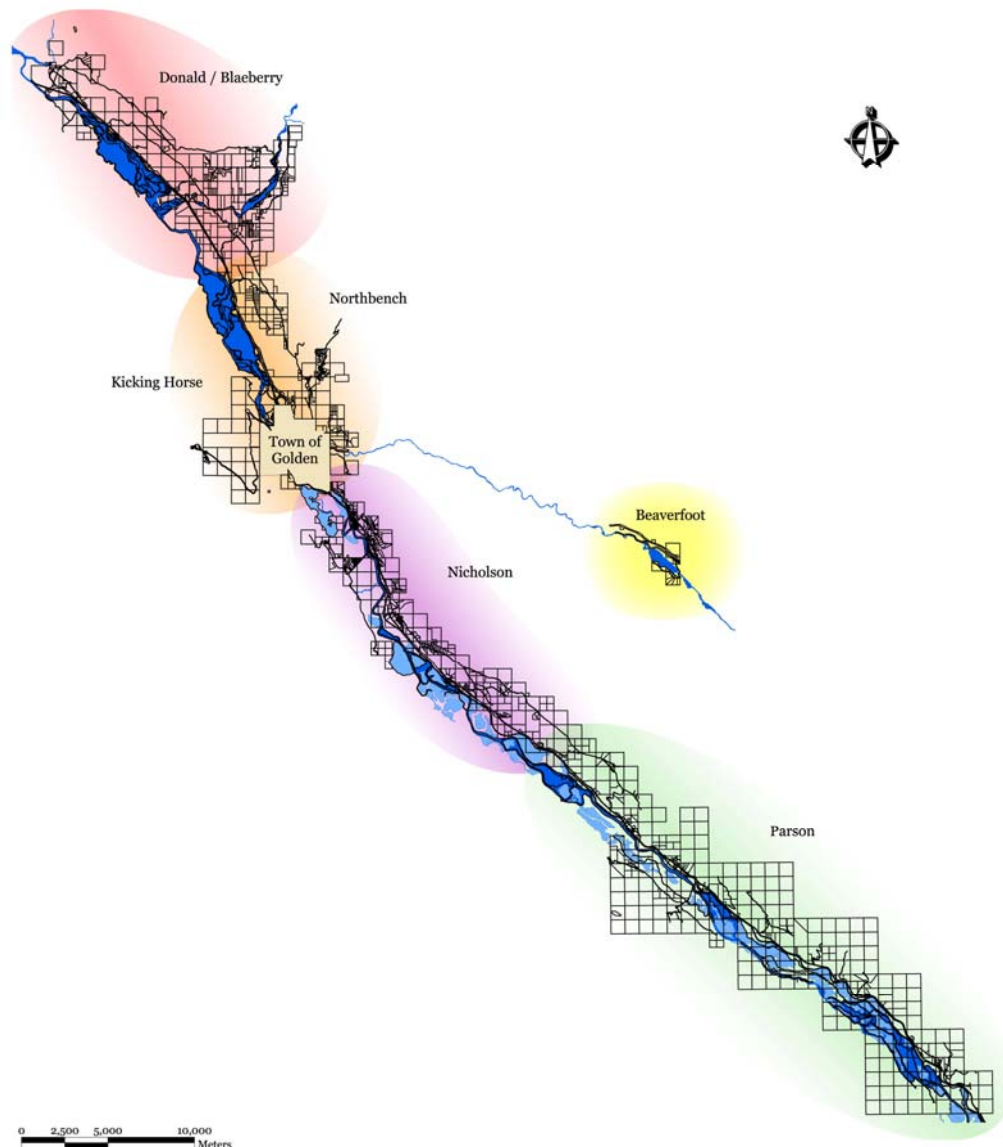




## AREA A

# ISSUE IDENTIFICATION AND PLANNING EDUCATION PROJECT



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## EXECUTIVE SUMMARY

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The Columbia Shuswap Regional District initiated the Issues Identification and Planning Education Project in 2003:

- to identify community issues and concerns,
- to raise public awareness of planning, and
- to gauge community interest in further planning exercises.

The project engaged the Area A community on a discussion of these topics through a Community Working Group, community workshops and an area-wide survey. The project has provided detailed information on current community issues as documented in the "Electoral Area A Community Direction Survey" report. Residents indicated through the survey, the importance they attached to their quality of life. Residents frequently mentioned unique and valued attributes such as: scenery, privacy, seclusion and quiet rural setting. Survey respondents also identified many community issues that they wanted to see addressed in the next 10 years. The survey indicated that there were differing opinions on how issues should be addressed but there was agreement on a commitment to Area A and an interest in participating in future directions to address community issues. The statement, Our Community: Our Direction, was used to express this position. Residents noted that the community needed an organization or structure to collectively bring residents together to develop representative opinions on specific issues.

The project also provided information to the community on strategies to address issues. Planning tools and community development processes were part of the information discussed at the workshops. This process has concluded with several recommendations to assist the community in addressing issues and developing structure to address future directions. Project recommendations are discussed in Section 6 and are highlighted as follows:

### Recommendations

#### 1. Project Newsletter

To maintain the transparency of this project and to re-enforce the commitment to communication with Area A residents that was fostered by this project, it is recommended that the CSRD consider:

	<i>Estimated Cost</i>
➤ preparing a newsletter summarizing project outcomes	\$1,500
➤ mailing the newsletter to all registered property owners	\$1,600
➤ posting the project report on the CSR D's website	N/C
	\$3,100

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## Recommendations (continued)

### 2. Local CSRD Presence

- establish an Area A email address and assign staff responsibility for responding to this address.
- advertise email address in Area A communications including project newsletter.
- consider options for continued expansion of local CSRD presence in Area A.

### 3. Zoning By-law

- CSRD develop a Zoning By-law for the Lapp and Lafontaine Road area.

### 4. Official Community Plan

It is recommended that the CSRD recognize the strong link between community development and planning and consider options for supporting community development initiatives in Area A as part of its planning function. Neighbourhood Associations and Advisory Planning Commissions are recommended as potential community development initiatives that would increase community involvement over the short term as discussed in Section 6.5.

### 5. Community Development

The discussion of Community Development models has identified both strengths and weaknesses associated with all models. The approach that is recommended as having the most merit for Area A is:

- an area-wide APC.
- supported Neighbourhood Associations.
- development of Community Commissions where appropriate, likely over the long term.

A number of actions are required to achieve these goals. The following recommendations are presented to outline the required actions.

- the CSRD take steps to establish an area-wide APC including:
  - advertising for APC volunteers
  - formalizing an Area A APC
  - providing staff support (e.g. circulation of minutes; setting agendas and providing orientation and background information).
- consider Community Commissions as an optional organizational and administrative model when new servicing delivery options arise.
- the CSRD initiate a project that develops sustainable Neighbourhood Associations. The steps required for this project are presented in the following discussion.

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Neighbourhood Association Recommended Project Components

- a. Research Neighbourhood Association model options from a CSRD perspective.
  - funding
  - accountability and reporting
  - areas/constituency
  - costs (seed funding, ongoing support)
- b. Identify a preferred Neighbourhood Association model and confirm with CSRD.
- c. Meet with Area A Community Group (CWG or APC) to discuss Neighbourhood Association model options.
- d. Contact existing Neighbourhood Associations (Parson) and areas that have expressed an interest in future association opportunities (Blaeberry, North Bench, Nicholson) to:
  - present the potential Neighbourhood Association model.
  - identify neighbourhood goals and objectives.
  - evaluate suitability of proposed model in respective areas.
  - evaluate base of community support.

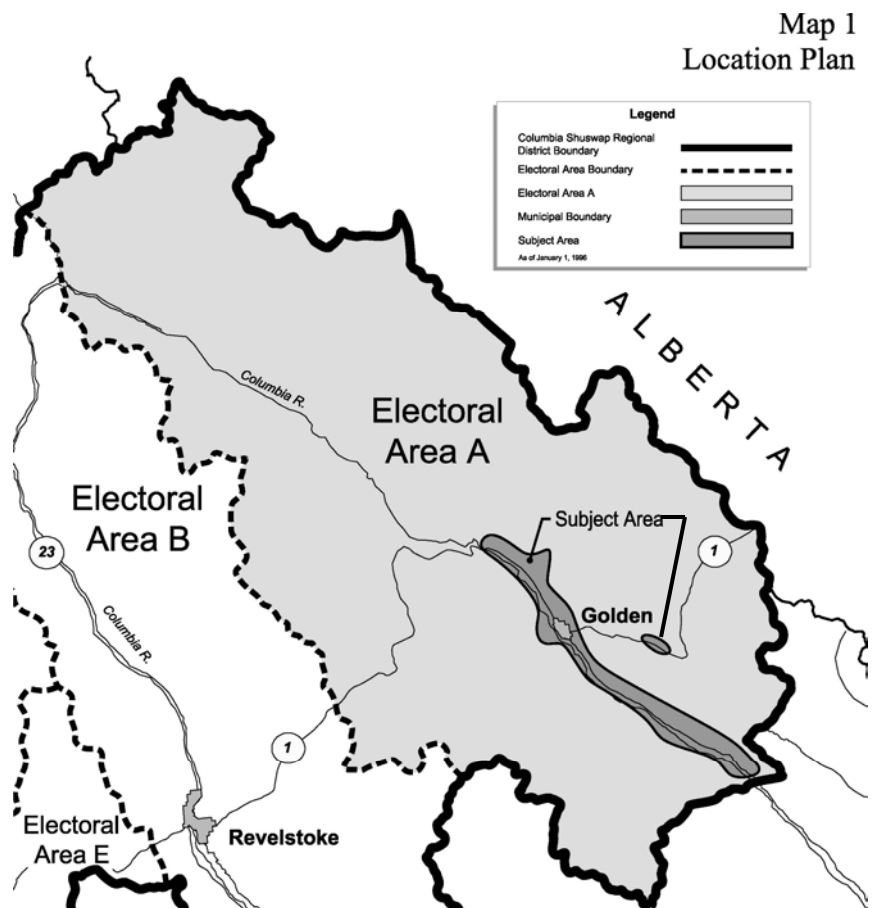
- e. Facilitate the development of Neighbourhood Associations:

- coordinate initial meetings.
- assist with the development of required constitution and by-laws.
- provide background material as required.
- provide facilitation assistance as required.

## 1.0 INTRODUCTION

The Issue Identification & Planning Education project focused on Electoral Area A of the Columbia Shuswap Regional District. The principal subject area includes lands located along the Columbia River Valley as shown on Map 1. The communities located within the project area identified in Map 2.

Area A, located in Southeastern British Columbia, had a population of 3135 persons in 2001 and covers an area that is approximately 13,500 square kilometers in size. With a population density of 0.2 persons per square kilometer, settlement density is considerably below the provincial rate of 4.2 persons per square kilometers. Most development has a rural character and stretches approximately 30 km north and 55 km south of Golden. It is located in the Columbia River valley.





North Bench Spa Development



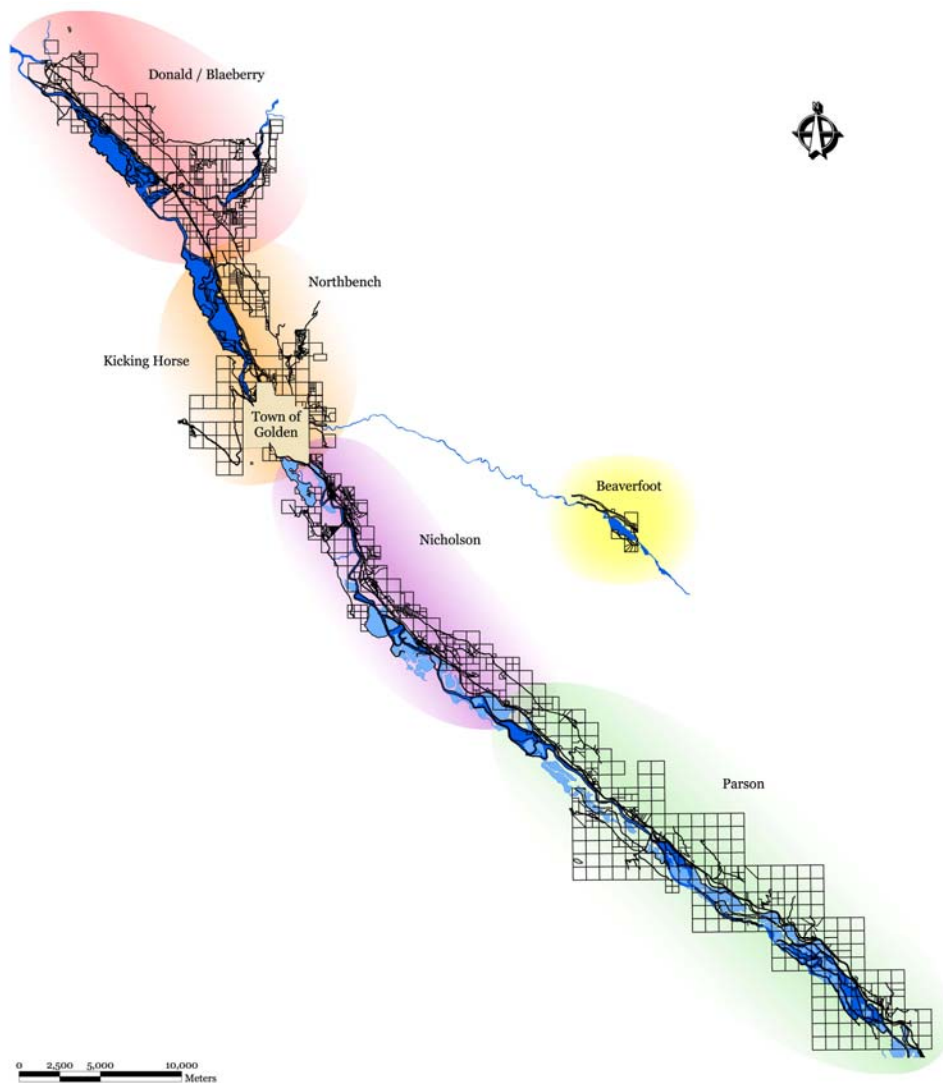
Logging Industry



Remote Recreation Resort



Blaeberry Rural Residential



## 1.1 PROJECT CONTEXT

In the spring of 2003, the Columbia Shuswap Regional District requested consulting proposals for an Issues Identification and Planning Education project. TRUE Consulting Group was authorized to proceed with the project and an advertisement for volunteers for a Community Working Group was published in August 2003. The first meeting of the Community Working Group was held in September 2003.

The goals for the project, as expressed in the advertisement for Community Working Group volunteers, are as follows:

- to develop a community vision;
- to identify community issues and concerns;
- to raise public awareness of planning; and
- to gauge community interest in further planning exercises.

Similar objectives were addressed in a 2001 strategic planning process conducted by the Town of Golden's Economic Development Office for both the Town of Golden and Area A. Approximately 50 percent of the people participating in the Strategic Planning exercise were from Area A. This high level of participation indicated that Area A residents were concerned about their future and wanted to be involved in setting a future course of action.

The 2001 community project provided strong rationale for this project. It was clear the residents were interested in directing their future and were prepared to discuss community issues. It was evident that growth was occurring in Area A and residents were interested in the nature of the changes.

Although there was feedback from the community strongly supporting the initiation of an Issues Identification and Planning Education project, there was also evidence that residents felt such a project was unnecessary. In 1995, a

Planning Needs Assessment was halted after four meetings where:

*"residents in all areas made it very clear that they are not interested in planning and want to be left alone"* (Source: *Urban Systems, Meeting Assessment Summary, 1995*).

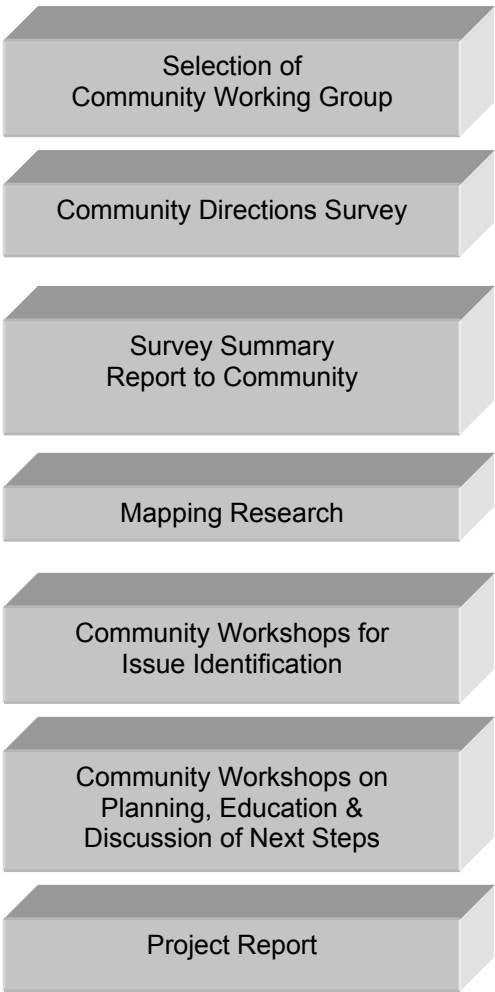
At the beginning of this project residents called an independent "Town Hall" meeting and the residents present at the meeting overwhelmingly voted against the introduction of planning and zoning.

In summary, the project context is an environment where positions on the management of land use and future development are strongly polarized.

1.2 PROJECT PROCESS

Initially this project was to start with a series of community workshops directed at collecting feedback on a community vision for the future of Area A. After discussion with the Community Working Group the process was expanded to include a Community Directions Survey that was sent only to rural residents to ensure that direction to look at issues and planning was coming from rural residents. An outline of the planning process is provided as Figure 1.

Figure 1 – Project Process



### 1.3 COMMUNITY WORKING GROUPS

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A Community Working Group (CWG) was established to assist with this project. The following individuals volunteered on this project in response to an advertisement published in the local newspaper by the CSRD. Ron Oszust, Electoral Area A Director and Mike Burns, CSRD Planner also attended all CWG meetings and workshops.

<u>Name</u>	<u>Community of residence or property</u>
Julie Caldwell	Blaeberry
Mandy Cantle	Nicholson
Tom Coughlin	Parson
Del Johnson	Nicholson
Chuck Kucera	West Bench
Kelly Mason	Blaeberry
Doug Praskey	Nicholson
Chris Schaap	Blaeberry
Karen Smedley	Blaeberry
Ron van Vugt	South Parson
Ellen Zimmerman	McMurdo/Parson

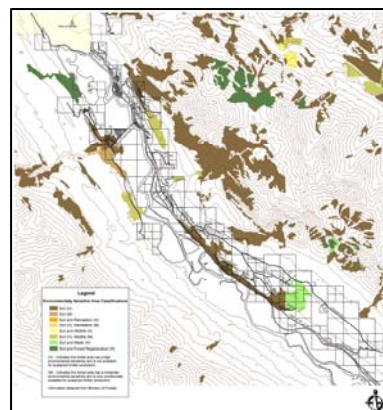


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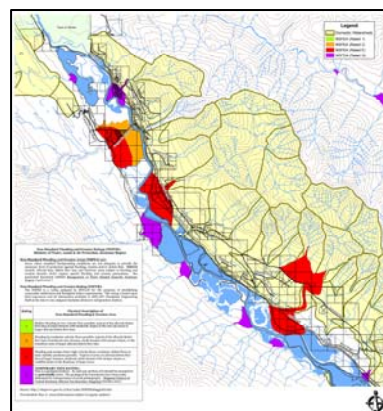
## 1.4 CHINOOK PARTNERSHIP

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In January 2004 the Chinook Institute for Community Stewardship and the CSRD established a partnership to provide research and background resources for the Area A project. This partnership resulted in the assembly of a significant amount of mapped information that was available for the public to review at the public meetings. Details of the maps are discussed in Section 3.



*excerpts of mapping research provided through  
the Chinook Partnership*



## 2.0 COMMUNITY CONTEXT

Area A has the largest geographic area of the six Electoral Areas in the CSRD and has the third largest population as shown in Table 1. Area A also contains 14 % of the assessed property values in the CSRD Electoral areas. Area A is predominantly a residential area with 82 % of property assessments in 2003 classified for residential use.

Evidence of the changing character of Area A is found in a variety of community statistics.

According to Statistics Canada, the population of Area A declined by 5.1 per cent from 1996 to 2001 while the number of households increased by

0.8%. Although the number of households in Area A has remained relatively stable, households now contain fewer people. Population growth trends in Golden were stronger during the same period with population increasing by 1.3 % from 1996 to 2001 and the number of households increasing by 3.0%. The futures of Golden and Area A are intertwined with both areas impacted by regional economic initiatives like the Kicking Horse Ski Resort development. The two communities complement each other with Golden providing opportunities for urban serviced development while Area A accommodates residents with

preferences for large tract rural, unserviced lots.

The Town of Golden is currently evaluating its continued ability to meet pressures for residential, commercial and industrial development. As the land inventory in Golden is depleted, development pressures in Area A can be expected to increase. Evidence of rising development pressure in Area A is reflected in the statistics on subdivision applications (Figure 2). Subdivision data collected by the CSRD indicates that the development industry is responding to growth pressures by creating new lots (Figure 3).

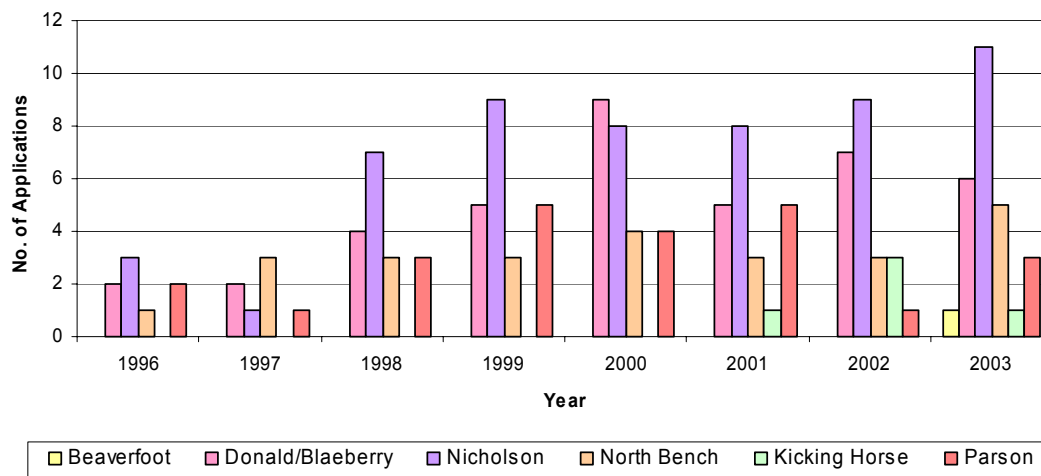
**Table 1: Columbia Shuswap Regional District Overview**

	Area <sup>1</sup>	2001 Cenus <sup>2</sup>	2002 General Assessment	% of EA Assessment
<b>City:</b> Revelstoke	4,005.9	7,500	\$345,813,135	
<b>Districts:</b>				
Salmon Arm	18,875.5	15,388	\$1,010,657,678	
Sicamous	1,645.2	2,720	\$239,872,541	
<b>Town:</b> Golden	1,171.3	4,020	\$285,838,305	
<b>Electoral Areas (EA):</b>				
A	13,735.8	3,135	\$252,315,069	13.7
B	10,231.7	625	\$88,596,643	4.8
C	601.8	6,813	\$762,372,983	41.4
D	739.2	4,033	\$179,555,532	9.8
E	1,621.7	1,491	\$150,186,013	8.1
F	2,920.0	2,494	\$408,210,279	22.2
Totals:	30,107.2	48,219	\$3,723,418,178	100.0%

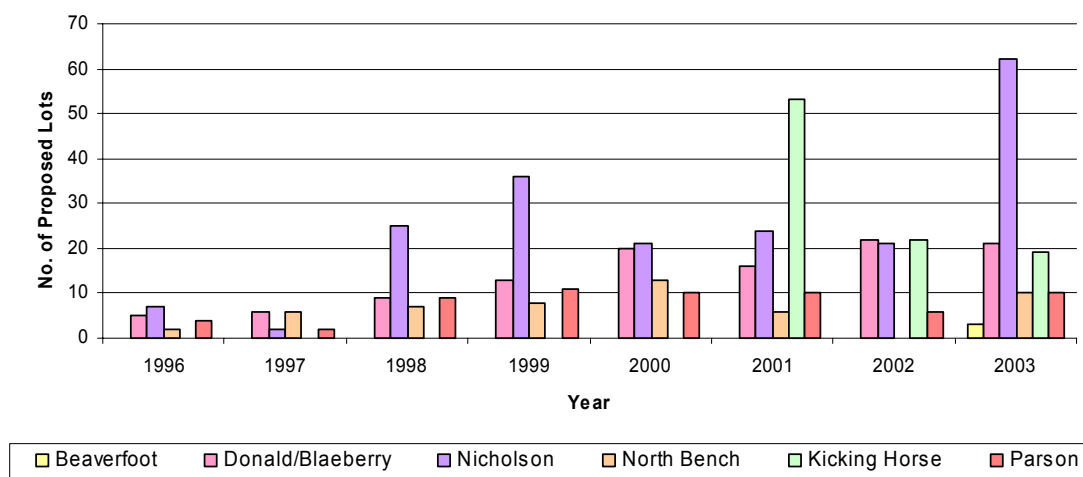
<sup>1</sup> Area shown for incorporated municipalities in hectares: for electoral areas in square kilometers. Conversion factors: 1 acre = .4047 hectares. 1 square mile = 2.59 square kilometers.

<sup>2</sup> Population including people residing on Indian Reserves.

**Figure 2: Subdivision Applications in Area A Communities**



**Figure 3: New Lots in Area A Communities**





Kicking Horse Ski Resort

9

New development opportunities at the Kicking Horse ski resort have contributed significantly to the number of new lots shown in Figure 3. Between 2001 and 2003, 31 percent of the proposed new lots were for the Kicking Horse resort. The remainder of the new lots were distributed throughout Area A, as both small and large rural residential sites.

Figures 4-7 provide parcel size inventories for the communities in Area A. In Nicholson the majority (57 percent) of parcels are small rural lots that are less than 2 ha in size. The North Bench area is also dominated by small lots. In the Parson and Blaeberry areas there is a broader distribution of parcel sizes with only 28 percent and 22 percent respectively of the lots less than 2 ha in size. Throughout Area A there is a small inventory of larger parcel sizes (12 percent of the lots are over 32.4 ha).

Figures 4-7 also provide data on the number of vacant lots in Area A. Lot vacancy was determined using the B.C. Assessment records of lots without houses. This inventory does not distinguish between vacant residential lots and non-residential lots (e.g. agricultural operations with multiple land tenures). In Area A as a whole, only 22 percent of the assessed properties are presently vacant (333 lots without houses). The vacant lot inventory does not include vacant crown land because most crown land is not part of the assessment process. Thirty-one percent of the vacant lots are less than 2 ha in size while only 16 percent are greater than 32.4 ha in size.

Development pressures in Area A are also reflected in rising property values. From 1996 to 2001 the average value of dwellings in Area A increased by 42 percent while in Golden values increased by 25 percent and in British Columbia as a whole the average value of dwellings increased by only 4%. These price increases do not include the recent construction at Kicking Horse, although prices may show the impact of speculation associated with the Kicking Horse development. Rising house prices of this nature typically reflect a demand that is growing faster than supply.

Figure 4: Parson Parcel Size Inventory

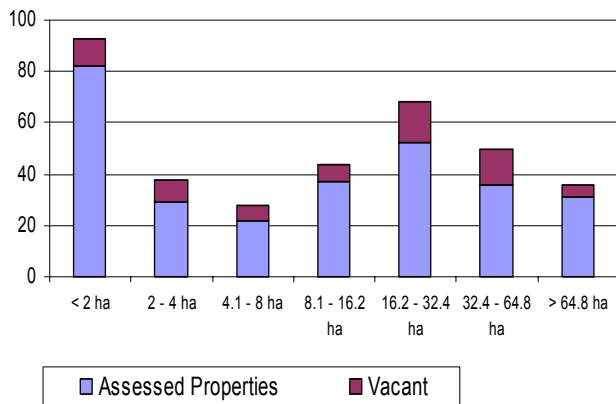


Figure 5: North Bench/Kicking Horse Parcel Size Inventory

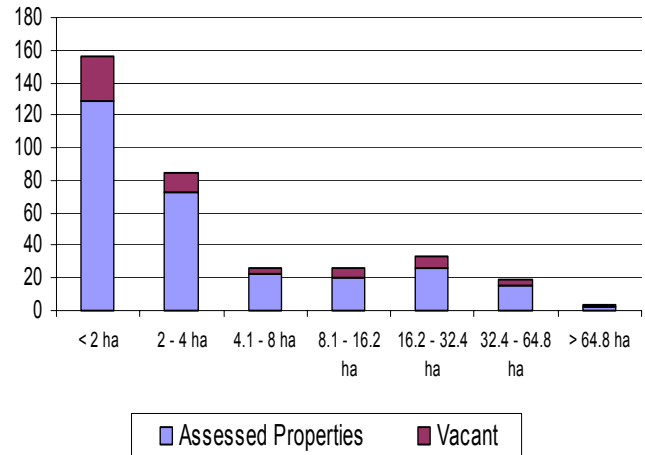


Figure 6: Nicholson Parcel Size Inventory

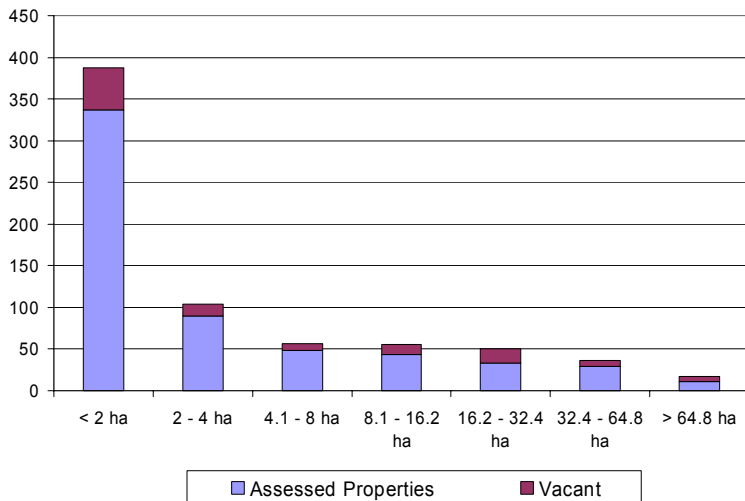
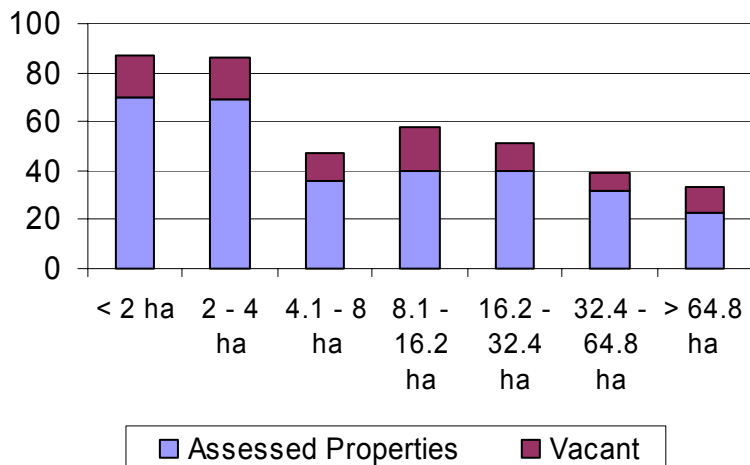


Figure 7: Blaeberry/Donald/Moberly/Willowbank Parcel Size Inventory





#### 4.0 COMMUNITY DIRECTIONS SURVEY

The CWG recommended that the Area A project be initiated with a community survey. Details of the survey are documented in the report “Community Directions Survey - Our Community: Our Directions”.

The survey indicated that residents valued their quality of life very highly. The unique and valued attributes of Area A included: scenery; privacy and seclusion; rural setting; quiet; close to town; and clean environment as key attributes. Residents also identified the lack of by-laws and regulations as a community attribute.

Surveyed residents also identified negative property attributes associated with Area A. The following items are the five most frequently mentioned neighbourhood characteristics that property owners did not like, with the first item being most frequently mentioned.

- road maintenance and road conditions

- pollution - air and noise (e.g. highway, helicopters, railway and recreational vehicles)
- fire department and lack of fire protection
- unsightly storage, garbage dumping and visual pollution on neighbouring property
- by-laws, and the lack of a comprehensive development plan, architectural controls, building regulations, zoning by-laws, noise control, environmental regulations.

The main focus of the survey was to obtain an understanding of priority issues within the community. Issues could be either challenges facing the area or changes needed to improve the area. There was a wide range of responses to these questions but there were also common themes in the responses. The following themes are not listed in order of priority as they are compiled from responses to two or three questions.

**Flooding.** Respondents were concerned about the application of regulations for developments in the flood plain. They were also

interested in mapping of the flood plains and recreational use of potential flood areas.

**Water Quality and Quantity.** Respondents wanted to ensure demand for water could be met over the long term. Respondents were concerned about subdivisions creating new lots that may not have sufficient water supply and may impact the water supplies of existing residents. Water was an issue for both surface and groundwater.

**Road Conditions and Maintenance.** Respondents expressed concerns that the existing road network was not being presently maintained. There were concerns about snow removal, drainage, grading and surfacing.

**Traffic.** Respondents identified increasing traffic volumes and speed as a neighbourhood issue.

**Managing Costs and Taxes.** Respondents mentioned the need for government to manage costs, thereby ensuring that tax rates did not significantly increase.

**Community Parks and Recreation Facilities:** Respondents noted that community and recreation facilities were limited in Area A.

**By-laws and Regulations:** Respondents listed maintaining Area A as an area without by-laws and regulations as a priority.

**Management of Garbage:** Respondents expressed thoughts on alternative strategies to manage garbage services including comments on cost recovery and service delivery.

**Fire Protection:** Respondents recognized that Area A has fire protection only within the Nicholson Fire Service area. There was some interest in having more and/or larger fire protection areas.

**Response to Development Pressure:** Respondents were aware that their area was growing and wanted options to provide input on how development unfolded.

**Protection of Environmentally Sensitive Areas:** Respondents noted that Area A contains highly valued natural landscapes and they

expressed interest in establishing mechanisms to protect these areas.

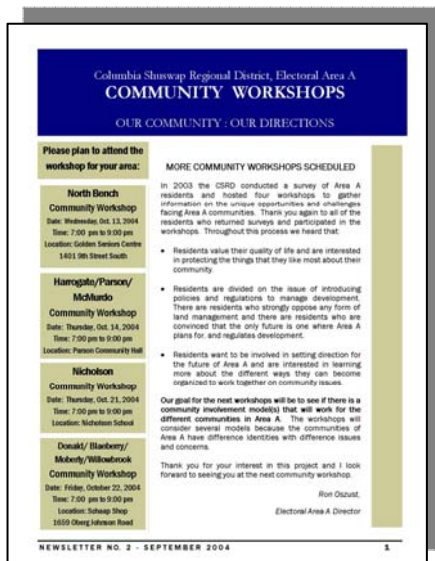
**Introduction of Land Management Strategies:** Respondents indicated that they felt mechanisms such as by-laws and regulations were necessary to manage land and development within Area A.

Throughout the survey there was evidence that residents attached a high value to their quality of life in Area A. There was a strong attachment to the natural landscape and the rural character of the area. Residents recognized that change was happening and were interested in understanding more about the nature of these changes.

Survey respondents also clearly expressed their opinions on the role of land management and regulation in Area A. Throughout Area A there was a definite debate over this issue with residents generally being either strongly in favour or strongly opposed to the introduction of land management and land regulation strategies involving either by-laws or regulations. Although there was no consensus on this issue, residents did exhibit a keen interest in setting

directions for and becoming involved in the future of their community.





## 5.0 COMMUNITY WORKSHOPS

Two workshop formats were developed with meetings in four community locations for each of the two workshop sessions. All of the workshops included both a presentation of background information and a facilitated discussion period.

### WORKSHOP I

Presentation notes from Workshop I in Nicholson are provided as PowerPoint slides in Appendix B.

#### *Presentation Objectives*

- to share the results of the Community Directions Survey.
- to raise awareness and understanding of local governance structures including the present taxation and administration structure of the CSRD.
- to provide an overview of the current development patterns and trends in Area A (e.g. population growth and subdivision applications).

- to explore traditional land management options for communities.
- to review technical information presented on project maps.

#### *Facilitated Workshop Objectives*

- to validate and discuss community issues and priorities.
- to create opportunities for community dialogue on issues facing Area A.
- to further community discussion on land management issues.
- to identify community requirements for additional information.

#### *Summary of Results*

The workshop participants verified the priorities identified through the Community Directions Survey. Generally, there was support for the CSRD's initiation of this project as an opportunity to share information and discuss issues. Residents were interested in engaging in community dialogue and obtaining more information on local governance and land management.

Workshop participants supported additional meetings and recommended that additional information be provided to support further discussions. In particular, participants requested information on:

- developments trends
- existing vacant lot inventory
- subdivision approval process
- Official Community Plans
- Zoning By-laws
- Community Involvement Models, including Advisory Planning Commissions and Neighbourhood Associations

Workshop participants were also generally cautious of traditional approaches to land management (e.g. Official Community Plans and zoning), expressing such concerns as:

"We don't need to be managed by bureaucrats from Salmon Arm."

"We need to have the flexibility to operate the way we always have."

“We need strategies that can address the unique geography and development pattern of this area.”

“We don’t need more government, we have enough already.”

“We need more opportunities for community dialogue.”

interested in building a stronger community organization. Overall, the principal objective of the Workshop II series was to obtain direction on addressing community issues. The following sections provide a discussion of the directions identified in each of the four community areas.

## WORKSHOP II

The second series of workshops were also organized with both a presentation and facilitated workshop session. The presentation included a detailed discussion of land management and community involvement models as well as additional information requested from the first workshop. The PowerPoint presentation slides included in Appendix C provide an outline of the general presentation format.

The facilitated discussion sessions were different in each of the four community areas, to allow participants to discuss the issues unique to their specific community. For example, the North Bench area was interested in managing water while the Parson area was

### Community Workshop Participation

<i>Workshop</i>	<i>Participants</i>	
	<i>Workshop 1</i>	<i>Workshop 2</i>
Donald/Blaeberry/Willowbank/		
Moberly	75	24
North Bench	9	10
Nicholson	30	29
Parson	14	21

## 5.1 NORTH BENCH WORKSHOP II SUMMARY

### *Water Quality and Quantity*

Residents of the North Bench area were concerned about water quantity and quality, particularly in the Lapp Road and LaFontaine Road areas. Residents were well organized and informed about this issue, having previously organized to advocate for the water study that was completed by the CSRD in December 2003. The area that was studied comprises about 35 parcels ranging in size from approximately 2 ha to 22 ha. The study considered and costed three options including: supply from the Town of Golden system; groundwater supply; and, surface water supply. Meeting participants encouraged the CSRD and the Town of Golden to continue to discuss mechanisms for implementing one of the water service options.

### *Neighbourhood Association*

The need to address water issues provided a catalyst for the residents of Lapp and LaFontaine Roads to connect with their neighbours

through an informal structure. Although this organization evolved to address one main issue, there was recognition that the group could potentially take on additional functions. It was suggested that the water study organizing committee could potentially evolve into a more structured community group (i.e. Neighbourhood Association) with a broader mandate. Workshop participants were interested in Neighbourhood Associations as a forum to collectively address issues. They also recognized the need for Neighbourhood Associations to have some support such as financial support that would fund communication strategies such as newsletters to the neighbourhood.

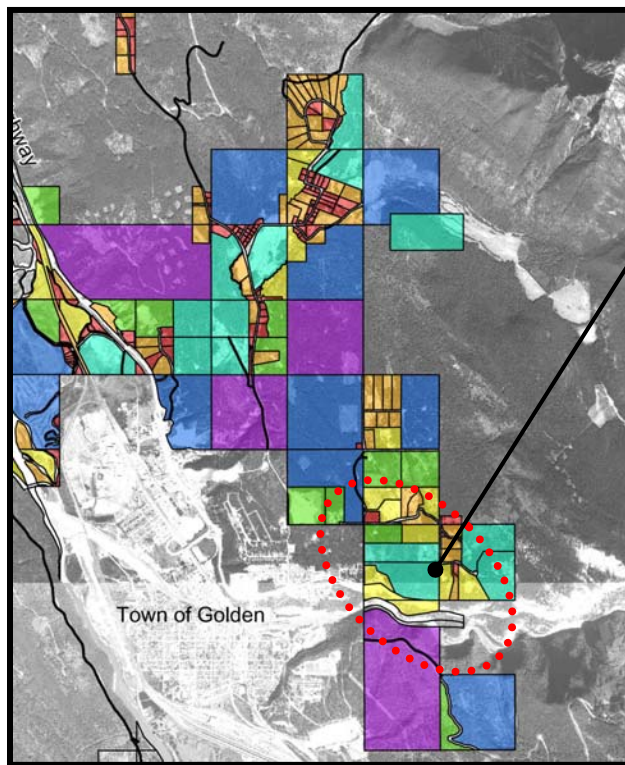
### *Zoning Regulations*

Workshop participants identified a number of factors that could potentially impact the existing fragile water situation, particularly:

- the subdivision of existing lots into smaller parcels; and

- the addition of new land uses that may consume high volumes of water.

Residents suggested that they would like to see the introduction of zoning controls to maintain the status quo with respect to land use and density. Residents also recognized that future water supply improvements could significantly increase development opportunities in the Lapp Road and LaFontaine Road area. Residents supported the introduction of zoning regulations as a means of managing any future changes to the development pattern. Zoning was supported because it would require public consultation as part of any amendment process. Overall, there was support for the introduction of a Zoning Bylaw for the Lapp Road and LaFontaine Road areas both to manage potential impacts of new development on the water system and to ensure that the neighbourhood has an opportunity to comment on any changes to the existing development pattern.



#### North Bench Workshop Recommendations

- Implement Water Study recommendations
- Support Neighbourhood Association
- Develop Zoning By-law for Lapp Road/LaFontaine Road Area
- Participate on Advisory Planning Commission

Residents indicated that they were aware of covenants, likely building schemes that had been registered in the North Bench Area. It was suggested that these covenants may provide guidance to future zoning regulations

Workshop participants also suggested that a Neighbourhood Association or Advisory Planning Commission could assist or provide comments on any proposed zoning bylaw with the development of a zoning bylaw.

#### ***Advisory Planning Commission***

Workshop participants discussed the potential for the development of an Area A Advisory Planning Commission (APC). The participants were advised that the Local Government Act (LGA) contains regulations for the establishment and maintenance of an APC. It was noted that the role of the APC is:

*...to advise the board, or a director of the board representing the electoral area, on all matters referred to it by the board or by that director respecting land use, the*

*preparation and adoption of an Official Community Plan or proposed bylaw or permit that may be enacted or issued under Part 26.*

In addition to the regulatory roles set out in the Local Government Act, the workshop participants also envisioned that a future APC would:

- have a clearly defined role for membership
- define membership to be open to all Area A residents (the LGA only requires at least 2/3rds of the members to be residents of the municipality or the electoral area.
- Focus on all of Area A
- Facilitate the needs of Neighbourhood Associations
- Provide a point-of-contact or a sounding board for Area A issues and opportunities and the Area A Director
- Allow presentations from developers as an opportunity for consultation with the community prior to a development application
- Explore opportunities to consider/review subdivision applications (it was noted that any opportunity to consider

subdivision applications may be regulated by the Freedom of Information and Protection of Privacy Act).

## 5.2 PARSON WORKSHOP II SUMMARY

### *Issue Overview*

Residents of the Parson area were interested in the outcomes of the North Bench meeting. They supported the Lapp Road and LaFontaine Road Water Study strategy and hoped that the CSRD would support similar research in the Parson area as required. Participants considered the ALR boundaries and regarded the ALR as a significant tool for managing future development. Workshop participants reviewed the issues and directions presented as part of the Community Directions Survey and confirmed the following issues as priority:

Garbage service - issues included: access to service; cost of service; lack of recycling options; and potential for local pick-up.

Protection of water quality - including overland/surface water and drinking water.

Tightening of subdivision regulations.

Gaining community sustainability with more jobs and long term sustainable development.

Access to high speed/ broad band connections

Review of existing CSRD services - Is there still community support for the ongoing delivery of such services as mosquito control and the television service?

### *Neighbourhood Association*

Opportunities for building a stronger neighbourhood association were discussed. Generally, workshop participants indicated that the existing Parson Community Association was functioning well in terms of managing the community hall. The workshop participants did not generally identify a need to provide additional support to this group. It should however, be noted, that the workshop participants at the first meeting emphasized that the community could use additional support, particularly if they expanded their role with respect to

land use issues. There was also a local initiative relative to the future of the Parson School. There is an opportunity to coordinate the activities of the existing Parson Community Association and the new group.

### *Advisory Planning Commission*

Residents discussed the potential establishment of an Area A Advisory Planning Commission and did not reach a consensus either rejecting or supporting an APC. The general feeling was that Parson was not subject to huge development pressures, and without development regulations, there would be little need for an APC to consider Parson issues. Other general comments relating to the APC included:

- With only limited planning Some residents felt that an Advisory Planning Commission, with members from other areas, would eventually turn its attention to Parson with plans for zoning and land use regulations.

- Residents regarded the APC as an opportunity to build community capacity. It was seen as a way to introduce a link between the CSRD, government agencies, developers and the local community and create a forum to discuss issues.
- If an APC was established for all of Area A, residents wanted APC representation for the Parson area.



Parson facilitated workshop session, October, 2004





Canyon Creek Area

### 5.3 NICHOLSON WORKSHOP II SUMMARY

#### ***Polarization of Positions on Planning and Zoning***

During the facilitated open discussions for Workshop II, there were residents expressing the view that there was a real need for planning and there were residents expressing a real fear of and opposition to the introduction of new planning regulations.

Those opposed to zoning and planning indicated that there is a wide range of provincial regulations that continue to be effective in regulating future development opportunities. In particular, residents noted that flood plain regulations in the Canyon Creek area and Agricultural Land Reserve regulations serve to manage future development. These residents were not in favour of any regulations that would introduce new rules to manage their use of land and future development opportunities. There was also fear that any localized planning in other Area A communities (e.g. Parson or Blaeberry) would eventually lead to

the spread of planning and zoning into the Nicholson area.

Residents supporting planning noted that some areas (e.g. outside Canyon Creek) are not managed by either flood plain restrictions or the Agricultural Land Reserve. In these areas (e.g. Campbell Road) residents expressed concern that their neighbourhood character and water quality and quantity were unprotected and they indicated support for zoning and planning.

#### ***Servicing***

Residents expressed concerns regarding the density of existing development in the Canyon Creek area. Concern related to health and environmental quality, particularly associated with the design and maintenance of septic systems and the quantity and quality of domestic water supply. Residents cited examples of poorly designed septic systems and small parcel sizes that may not have sufficient area to allow for the safe relocation of septic fields. Residents expressed

concern that the existing development in the Canyon Creek area may have reached a threshold of development necessitating more detailed studies of servicing issues, particularly water quality monitoring and Canyon Creek flood management. Residents wanted an overall co-ordinated evaluation or monitoring of the existing conditions. Residents suggested that groundwater and/or well monitoring should be part of the necessary research. Workshop participants suggested that administrative options should be considered to allow servicing issues to be addressed locally, by the Nicholson residents. One suggestion was that a Local Service Area or Improvement District could be established to address issues, starting initially with a study of Canyon Creek flood management. Residents suggested that if the flooding of Canyon Creek could be managed, new development opportunities could be created within the local area. Water and sewer studies would then be necessary to

evaluate potential pressures of additional development.

Residents were generally satisfied that existing regulations were managing the servicing of new development, however there were also residents who were concerned that “current practices are not equal to current needs”.

#### ***Neighbourhood Association***

There was limited discussion and support for the development of any neighbourhood groups. Reasons for opposing the formation of a neighbourhood group included:

- Lack of specific powers to make recommendations to address change
- The polarization of viewpoints that was evident around the issue of zoning was felt to be a barrier to the effective functioning of any community groups. Residents felt that the polarization of viewpoints would prevent a local group from making decisions and moving forward.

#### ***Advisory Planning Commission***

Residents discussed the potential establishment of an Advisory Planning Commission for Area A and made the following comments:

- With only limited planning regulations and policies in Area A it was felt that the role of an Advisory Planning Commission would be limited.
- Some residents felt that the Advisory Planning Commission would be working towards the introduction of planning and zoning regulations and that they would eventually introduce unwanted regulations to the Nicholson area,
- Some Residents regarded the APC as an opportunity to build community capacity. It was seen as a way to introduce a link between the CSRD, government agencies, developers and the local community. It was seen as a chance to discuss issues and stay informed.

- Most of the comments opposed to the establishment of an area wide APC cited concerns that an APC was only the “thin edge of the slice” and would ultimately be followed with planning and zoning regulations for all of Area A

#### ***Moving Forward***

Although meeting participants had polarized positions on the role of planning and zoning residents agreed that community change was happening and there was some acceptance that a community organization could have a role in addressing change. For example, flood plain regulations currently prevent subdivisions in the Canyon Creek area and the area may have existing servicing issues that need to be addressed collectively. In order to address collective issues it may be beneficial to work together as a community. While workshop participants recognized that some activities could be undertaken by the CSRD, they emphasized that any process needed to have local involvement. Therefore, while there is suspicion of planning there is also recognition of the need to become



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involved in local “planning/servicing” related issues. The current planning tools and models may need to be customized to meet the unique challenge of a community that wants involvement without structure and regulations.

#### 5.4 BLAEBERRY/DONALD/WILLOWBANK/MOBERLY WORKSHOP II SUMMARY

##### *Quality of Life*

Workshop participants agreed that they valued their present quality of life in the Blaeberry area and wanted to protect the unique rural nature of their community. There was discussion of present regulations (e.g. minimum parcel sizes and proof of water) and whether these regulations are managing development and protecting quality of life. Participants were apprehensive about introducing more regulations and adding new levels of bureaucracy. Although the presentation included an overview of management options, participants suggested they needed additional information to evaluate options. There were participants who indicated that their quality of life issues were currently being addressed and they advocated for maintaining the status quo with no additional regulations. There were, however, more participants who were unsure about how well their quality of life concerns were being

addressed and these individuals supported continuing a process that provided more information, engaged the community and explored options.

##### *Building Community Capacity*

Throughout the workshops there was considerable interest in future directions aimed at building community capacity. Residents recognized that the Blaeberry area lacked community organizations and opportunities for community involvement. There were references to the Ford/Madox/Moberly Residents Association but residents indicated that this association had not functioned for a number of years. Workshop participants brainstormed around the idea of building community capacity and provided the following recommendations.

**Community Support:** The community needs support for continued discussion of potential

planning roles. Support was required in a variety of areas:

- Discussions need to be facilitated by an independent facilitator to ensure a safe, structured and unbiased meeting environment where community members, representing a wide range of opinions, can comfortably come together to discuss issues and the community's future.
- Support is required to help organize the meetings. Meetings need to be structured with a clear agenda and objectives.
- Any organization of community members needs to have transparency with the larger community. Transparency requires communication with the broader community constituency. Suggested opportunities for effective communication included newsletters, regularly scheduled

meetings with minutes, and, a website.

- Residents felt that community meetings needed to be supported with background information and research that would provide for an informed discussion of issues and opportunities.

***Accountability with CSRD:***

Residents supported a community involvement model for the Blaeberry that has accountability with the CSRD. Accountability was associated with a structure that was developed to allow the community to make recommendations to the CSRD.

***Community Sustainability:*** The workshop participants recognized that the strength of a community involvement model was associated with the ability to generate and sustain community interest. Suggestions for generating interest included:

- providing information to regularly update residents on what is happening in their

community. Information could include such topics as:

- information from the Ministry of Transportation on management of the road network
- information on any development applications received by the CSRD. The availability of information would be subject to privacy regulations. Information may include crown land applications.
- Updates on the activities of other groups and associations affiliated with the CSRD, including other community groups, and the Community Economic Development Office and/or Board.
- Establish an advocate, or “ombudsman” for the community,
- Establish a place and/or event for ongoing community discussions.

- Initiate the community engagement process with another workshop designed to provide additional information to the community on planning and development.

- overview of models of community involvement
- ways to get and keep people involved
- information on planning strategies
- information on new regulations for: water; sewer; and riparian areas.

***Technical Information Base:*** Build an inventory of technical information, expanding on the maps prepared for this process, and make this information readily available to the residents of Area A. Meeting participants were very interested in the project maps and wanted mapping research to be continued, particularly in relation to technical issues associated with the development of lands.

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### ***Managing Development Density***

Residents expressed an interest in opportunities to address minimum parcel sizes for future subdivisions. While participants did not appear opposed to growth there was concern that the nature of development could potentially impact existing developments and quality of life. Residents indicated that there had been exploration of this issue on previous occasions but it had not advanced beyond the discussion stage. It was suggested that this issue may be re-considered if the CSRD was able to provide more information on options for tailoring planning approaches to the unique environmental and community characteristics of the Blaeberry.

## 6.0 NEXT STEPS & PROJECT RECOMMENDATIONS

The Issue Identification and Planning Education Project has generated a significant amount of community interest both through the workshops and the Community Survey. This project has identified community issues and has also provided a preliminary indication of the level of involvement the four community areas would like to have in setting future community directions.

When a Planning Needs Assessment was undertaken in 1995 the atmosphere at public meetings was charged and participants overwhelmingly expressed opposition to the discussion of any planning tools in Area A. The 1995 project was halted following the first set of public meetings. In 2003-04, some voices again expressed strong opposition to planning and regulations, but there were also many voices expressing a cautious interest in the role of planning. At the 2004 workshops participants were interested in the workshop presentations and indicated that they wanted to be involved in setting future directions for Area A. This section highlights community directions where the CSRD may have a future role in assisting the community.

### 6.1 PROJECT NEWSLETTER

Residents indicated that they appreciated the exchange of information facilitated by this project including: public meetings, presentations, newsletters

and the mail out of survey results. Residents suggested this exchange of information be continued with an additional newsletter circulated to property owners to advise Area A of the project outcomes. The Issue Identification and Planning Education Project did not budget for the preparation of a final project newsletter.

#### RECOMMENDATIONS:

To maintain the transparency of this project and to re-enforce the commitment to communication with Area A residents fostered by this project it is recommended that the CSRD consider:

	<i>Estimated Cost</i>
➤ preparing a newsletter summarizing project outcomes	\$1,500
➤ mailing the newsletter to all registered property owners	\$1,600
➤ posting the project report on the CSRD's website	<u>N/C</u>
	\$3,100

## 6.2 LOCAL CSRD PRESENCE

The distance between Area A and Salmon Arm was seen as a barrier to effective communication between Area A and the CSRD office in Salmon Arm. Residents for example were keenly interested in the maps produced for this project and would like to have ongoing access to updated digital and hard copy maps. Residents also expressed concern that planning tools (e.g. zoning by-laws or Official Community Plans) could not be successfully implemented when administered from Salmon Arm. While there was recognition of the successful communication efforts of the Electoral Area A Director the community felt under serviced by the CSRD. Residents suggested that the CSRD should explore opportunities to expand their presence locally. Recommendations from area residents included the opening of a local office, perhaps with part-time staff and computer connections to CSRD digital map information. The CSRD plans to increase access to online maps in 2005.

This project has not included an evaluation of strategies to increase CSRD presence in Area A. This is a complex issue that will require a detailed analysis of financing and servicing options. This issue is, however, identified so that it can be considered with any future process for Area A. If, for example, the CSRD establishes Advisory Planning Commissions for Area A, any staff assistance to these commissions would serve to increase local CSRD presence. As there is more frequent and ongoing involvement of

local staff in Area A, there may be an opportunity for the establishment of a part-time office.

### RECOMMENDATIONS:

- establish an Area A email address and assign staff responsibility for responding to this address.
- advertise email address in Area A communications including project newsletter.
- consider options for continued expansion of local CSRD presence in Area A.

## 6.3 ZONING BY-LAW

The North Bench, Lapp Road and LaFontaine Road area was the only area where residents strongly supported the introduction of zoning regulations. In all other areas the principles of zoning (e.g. regulation of land use and density) were generally supported however, residents were still cautious about proceeding with zoning by-laws. The challenges of neighbourhood development and strengthening the relationship between Area A and the CSRD were seen as more immediate priorities. Overall, there are still residents who completely discount any future role for zoning but there are also residents who are prepared to consider zoning.

Residents of the Lapp Road and LaFontaine Road areas are interested in a Zoning By-law to provide the following.

- minimum parcel sizes, minimum parcel area and land use regulations to effectively manage existing servicing capacity. (particularly water)
- opportunities for involving the local area residents in the review of draft zoning by-laws over the short term and referrals to a local Advisory Planning Commission over the long-term.

The proposed North Bench zoning by-law would cover an estimated 35 properties. There are both advantages and disadvantages to the development of a local zoning by-law on a portion of the North Bench.

#### ADVANTAGES:

##### *Existing Community Organization*

- the existing residents who advocated for the water study have become a cohesive group that can easily be assembled for consultation on a proposed zoning by-law.

##### *Demonstration Exercise*

- Issues raised in the North Bench are similar to the issues identified in other Area A neighbourhoods. In particular, residents raised concerns about the need to regulate land use and density to protect lifestyle quality. The application of zoning regulations in the North Bench to address these

issues will serve as a demonstration case for other neighbourhoods.

##### *Potential for Expanded By-law Area*

- There are areas adjoining the proposed by-law area, such as the Oster Road area, with similar development pressures. Residents of the adjoining neighbourhoods may be interested in expanding the by-law area as the project proceeds and there is greater awareness of zoning objectives. The by-law development process should provide opportunities for residents of neighbouring areas to be involved in the by-law review process to raise awareness and understanding of zoning.

##### *Advisory Planning Commission Role*

- An Advisory Planning Commission could have a role in reviewing a proposed Zoning By-law and subsequent by-law amendments.

##### *Link to Servicing Agreements*

- One of the options for addressing water servicing issues involves a servicing agreement with the Town of Golden. It is likely that a servicing agreement will be tied to a specific servicing capacity. These conditions can be reflected in the zoning regulations as land use and density restrictions.

#### *Opportunities for Ongoing Involvement*

- Some local residents have indicated that they would like to participate on a local and/or Area-wide APC. This participation would ensure ongoing local involvement if by-law amendments are referred to an APC in the future.

#### *By-law Development*

- The CSRD typically has developed Zoning By-laws as a staff function. The development of the North Bench By-law by staff would ensure by-law consistency throughout Area A and would involve staff directly with a local area initiative.

#### *Existing Local Covenants*

- Residents indicated that building schemes and/or covenants have been used throughout Area A, including the North Bench. The existence or nature of these covenants has not been researched but if they do exist they may provide direction on content for the proposed zoning by-law.

#### DISADVANTAGES:

- the relatively small geographic area of the North Bench Zoning By-law would set a precedent as the smallest zoning by-law area in the CSRD.
- the development of a Zoning By-law will be a costly exercise for a few benefiting properties.

#### RECOMMENDATION:

- CSRD develop a Zoning By-law for the Lapp and Lafontaine Road area.

#### 6.4 OFFICIAL COMMUNITY PLAN

The Issue Identification and Planning Education Project has raised awareness and understanding of the legislative basis for community plans. Residents have also learned about the role of community plans in directing community change towards a desired vision. With this understanding has come more interest in the potential role of community plans in Area A.

The Community Survey has illustrated constituencies of: residents interested in planning; residents opposed to planning; and residents who are undecided about a potential future role for planning but are interested if it is tailored for their area. This latter perspective is evidenced in the following quotation:

*"We have survived without planning for a very long time. If we do move towards planning, the model has to be right for our area."*

*Resident, Blaeberry/Moberly/  
Donald/Willowbank Meeting,  
October 22, 2004*

Overall, community interest in long range planning has grown considerably since the 1995 project. Community residents openly debated the advantages and disadvantages of planning in the facilitated



workshops, demonstrating that the community did not entirely share the anti-planning sentiments that dominated the 1995 meetings. Although interest in planning has grown over the past 10 years, this area is still not well positioned to proceed with an Official Community Planning project. Obstacles to long range planning include:

- the community did not consider itself ready either in terms of capacity or significant planning issues.
- many priority community issues are not directly addressed through an Official Community Plan (e.g. water, road maintenance, management of garbage).

Community Development is suggested as a strategy for building community capacity to address local issues and creating a foundation of “community basics” that may ultimately benefit a planning process. The “community basics” that a Community Development project strives to foster are:

- representation - formalized structure for stakeholders to be identified and to represent their issues.
- consensus building - members work together to achieve common goals and vision.
- communication - creates opportunity for open dialogue with the community.
- capacity - builds a foundation of community expertise.
- relationships - creates an opportunity for relationship building between groups that can

benefit from working together, e.g. Neighbourhood Association, CSRD, provincial government agencies.

Throughout the province many local organizations or associations are demonstrating that they have developed “community basics”. Often these neighbourhood or local groups have come together to address issues such as community projects or services. Area A has numerous groups addressing environmental issues but has few active neighbourhood groups. Most municipalities and Regional Districts rely on these local groups to enhance the community involvement and consultation process.

Throughout this project it was evident that long term planning in Area A would benefit from community development initiatives such as the establishment of local Neighbourhood Associations. There will also be a broad overall benefit to Area A from a community development initiative that builds local capacity. Strong local groups provide the leadership necessary to tackle important community projects such as: the development of community facilities (e.g. parks, halls, trails); advocating for improved road maintenance; and generally building strong healthy relations within the community.

#### RECOMMENDATION:

It is recommended that the CSRD recognize the strong link between community development and planning and consider options for supporting community

development initiatives in Area A as part of its planning function. Neighbourhood Associations and Advisory Planning Commissions are recommended as potential community development initiatives that would increase community involvement over the short term as discussed in Section 6.5.

## 6.5 COMMUNITY DEVELOPMENT

At all of the community meetings residents were interested in discussing community development strategies that provide opportunities for organized community involvement in addressing community issues and activities. There was generally recognition that the community would benefit if it was able to collectively get together to develop a representative opinion on specific issues. Some of the areas of suggested community interest included:

- regional community economic development
- development approvals
- community advocacy
- liaison with the CSRD and other levels of government
- directing community activities/projects such as developing or managing a community hall

Three community development strategies that could increase community involvement were considered as part of this project process through the presentations and follow up discussions:

- Advisory Planning Commissions
- Neighbourhood Associations

### ➤ Community Commissions

#### 6.5.1 *Advisory Planning Commissions (APC)*

At present CSRD By-law 561 guides the establishment of APC's. APC's are advisory and deal only with "matters respecting land use, and the preparation and adoption of a community plan or a rural land use by-law or a proposed by-law or permit enacted or issued under Part 26" of the Local Government Act. The Area A discussions recognized that an APC would have a limited role under Part 26 due to the lack of by-laws and regulations in Area A. Residents did, however, support an APC model because it provides a structure for referring items to the community and the APC's comments are received by the CSRD Board. At the North Bench and Parson meetings there was interest in developing an Area A APC and providing an expanded role for this APC. Activities suggested by the residents for an APC included:

- facilitate needs of local Neighbourhood Associations.
- point-of-contact for neighbourhood issues (e.g. developer proposals or subdivision applications).
- referral group for neighbourhood planning projects (e.g. North Bench zoning by-law project).

While the Regional District may not have the legislation to address all of these issues, APC's are an effective tool for addressing some of these items.

Two APC models were examined as part of this project:

- federated APC
- area-wide APC

#### *Federated APC*

The federated APC model has local APC's responding or providing recommendations to an area-wide APC. The area-wide APC would provide recommendations to the Board. The following points examine the advantages and disadvantages of this model.

#### ADVANTAGES:

- individual local "neighbourhood" APC's provide broader local expertise.
- local "neighbourhood" APC's can be established as interest and issues emerge, gradually building "community basics" such as capacity and representation.
- the ability of APC's to advise on preliminary steps in planning would give these groups a role even in areas where there are no Zoning or Official Community Plan by-laws.
- APC's are statutory commissions with exemptions for members from personal liabilities.
- the Freedom of Information and Privacy legislation provides openness principles that apply to everything that an APC would do.
- meetings are open and recorded.
- the APC model is used in other areas of the CSRD.

- members are appointed rather than elected therefore set up costs are minimal.
- although not specifically mandated to address non-planning issues the APC may provide an opportunity for residents to bring forward issues.

#### DISADVANTAGES:

- By-law 561 would need to be amended to provide for a federated APC structure.
- this is a new model that has not been tested in other areas.
- there is potential for conflict between the local APC's and the area-wide APC if there are disagreements over recommendations.
- an APC may be able to forward enquiries onto the CSRD board or redirect enquiries to appropriate avenues but lacks power to make decisions or mandate to take direct action.
- the Local Government Act permits the referral of all matters respecting land use, community plans, zoning and other Part 26 by-laws or permits in Part 26. This focus may be considered limited, particularly since there are few Part 26 by-laws or permit processes in Area A and many of the issues identified through this planning process are non-planning (Part 26) issues.
- the federated structure, with referrals to both the senior APC and the local APC may make it difficult to deal with local issues in a timely manner.

### *Area-Wide APC*

The area-wide APC envisions a single APC for all of Area A, likely with members from a number of local communities.

#### ADVANTAGES:

- the area-wide APC model is used in other areas of the CSRD and can be implemented under existing By-law 561.
- there is evidence of existing capacity in Area A to support an area-wide APC (e.g. Community Working Group expertise and commitment).
- issues can be dealt with in a timely manner.
- APC's are statutory commissions with exemptions for members from personal liabilities.
- the Freedom of Information and Privacy legislation provides openness principles that apply to everything that an APC would do.
- meetings are open and recorded.
- members are appointed rather than elected therefore set up costs are minimal.
- although not specifically mandated to address non-planning issues the APC may provide an opportunity for residents to bring forward issues.

#### DISADVANTAGES:

- provides limited representation of "local" neighbourhood issues.

- an APC may be able to forward enquiries onto the CSRD board or redirect enquiries to appropriate avenues but lacks power to make decisions or mandate to take direct action.
- the Local Government Act permits the referral of all matters respecting land use, community plans, zoning and other Part 26 by-laws or permits in Part 26. This focus may be considered limited, particularly since there are few Part 26 by-laws or permit processes in Area A and many of the issues identified through this planning process are non-planning (Part 26) issues.

### *6.5.2 Neighbourhood Association*

Local governments throughout British Columbia are recognizing that neighbourhood development is fundamental to shaping healthy strong communities. Neighbourhood Associations have a key role in this vision and local governments are partnering with local associations to foster neighbourhood development. Neighbourhood development is defined as follows:

*"Neighbourhood development is a process whereby local people are effectively involved in the continuing determination of those decisions, policies and programs that affect their lives."*

*City of Victoria  
Neighbourhood Development Policy, 1999*

The fundamental principles of neighbourhood development: self-determination; diversity; inclusiveness; empowerment; and self-sufficiency are principles that were discussed and supported at all of the neighbourhood meetings. Generally there was interest in developing or strengthening Neighbourhood Associations within Area A. The specific response of the community areas was as follows.

**North Bench:**

- the initial group that advocated the water study may have potential to evolve into a future Neighbourhood Association.
- a Neighbourhood Association would likely need initial support particularly in terms of developing a constitution and by-laws.

**Parson:**

- there is an existing Neighbourhood Association in the Parson Area.
- participants discussed opportunities for the existing Association to take on more roles.
- residents suggested that the structure of the existing Neighbourhood Association could be examined to review objectives and organization.

**Nicholson:**

- there was only limited support for a Neighbourhood Association in Nicholson
- the Nicholson workshop indirectly supported a neighbourhood organization, when they emphasized the need for the analysis of servicing issues (e.g. Canyon Creek flood management, water supply) and wanted local input in this process.

**Blaeberry:**

- there was interest in exploring more community involvement models before pursuing a Neighbourhood Association.

The Thompson-Nicola Regional District and the Islands Trust were contacted to discuss:

- the role of Neighbourhood Associations in planning.
- Regional District involvement in the development and/or ongoing support of Neighbourhood Associations.

Neighbourhood Associations were regarded as having an important role in the planning process, particularly in terms of providing access to strong local expertise. The TNRD provided many examples of local groups it has involved in planning projects. The TNRD has also been directly involved in sponsoring activities to develop local capacity. For example, the TNRD developed an Emergency Preparedness Co-ordination

Program that involved creating an application process, paying costs of education courses and encouraging participants to develop local neighbourhood groups. The Shuswap Emergency Management Program has provided a similar model that the CSRD wants to see moved into neighbourhoods throughout the CSRD.

#### ADVANTAGES:

- builds neighbourhood capacity to address important community projects or services.
- provides point-of-contact for agencies and developers wishing to exchange information with the community.
- Neighbourhood Associations are usually a constituted body with by-laws providing a standardized operating framework (e.g. elections, officers, membership) that will be consistent over the long-term.
- constituted bodies can raise funds and make grant applications.
- as an independent society, the Neighbourhood Association may not be subject to the same public scrutiny and the Freedom of Information and Privacy Act.
- individual Neighbourhood Associations will be autonomous and will independently develop their own agenda.

#### DISADVANTAGES:

- no formal avenue for Neighbourhood Associations to bring recommendations to the Board.

- CSRD does not have history of involvement with Neighbourhood Associations.
- sustained community energy required to maintain association profile.
- establishing both the Neighbourhood Associations and the APC structure would create groups that are subject to different access to information requirements.

### 6.5.3 Community Commissions

A third community involvement model that the CSRD may wish to consider for Area A is the Community Commission. The Community Commission is described in Section 838 of the Local Government Act and can deal with services other than planning.

#### ADVANTAGES:

- has decision making authority for identified activities (e.g. parks and recreation).
- is identified as a local “government” that can address issues.
- legislated election process provides formal public process for selecting Commission members.
- statutory commission with members exempted from personal liabilities.
- Freedom of Information and Privacy legislation establishes openness principles for Commission activities.
- model has been proven to be effective in other Regional Districts.
- would have an established budget that would be funded through service fees collected from the service area.
- builds capacity in the neighbourhood.

#### DISADVANTAGES:

- requires a costly election process.
- is initiated by community requirements for services that can be delivered by the CSRD (e.g. parks).

- the North Bench area is the only area where there has been strong local support for service delivery (water).

### 6.5.4 Recommendations

The discussion of Community Development models has identified both strengths and weaknesses associated with all models. The approach that is recommended as having the most merit for Area A is:

- an area-wide APC.
- supported Neighbourhood Associations.
- development of Community Commissions where appropriate, likely over the long term.

A number of actions are required to achieve these goals. The following recommendations are presented to outline the required actions.

- the CSRD take steps to establish an area-wide APC including:
  - advertising for APC volunteers
  - formalizing an Area A APC
  - providing staff support (e.g. circulation of minutes; setting agendas and providing orientation and background information).
- consider Community Commissions as an optional organizational and administrative model when new servicing delivery options arise.
- the CSRD initiate a project that develops sustainable Neighbourhood Associations. The

steps required for this project are presented in the following discussion.

#### Neighbourhood Association Recommended Project Components

- f. Research Neighbourhood Association model options from a CSRD perspective.
  - funding
  - accountability and reporting
  - areas/constituency
  - costs (seed funding, ongoing support)
- g. Identify a preferred Neighbourhood Association model and confirm with CSRD.
- h. Meet with Area A Community Group (CWG or APC) to discuss Neighbourhood Association model options.
- i. Contact existing Neighbourhood Associations (Parson) and areas that have expressed an interest in future association opportunities (Blaeberry, North Bench, Nicholson) to:
  - present the potential Neighbourhood Association model.
  - identify neighbourhood goals and objectives.
  - evaluate suitability of proposed model in respective areas.
  - evaluate base of community support.

- j. Facilitate the development of Neighbourhood Associations:

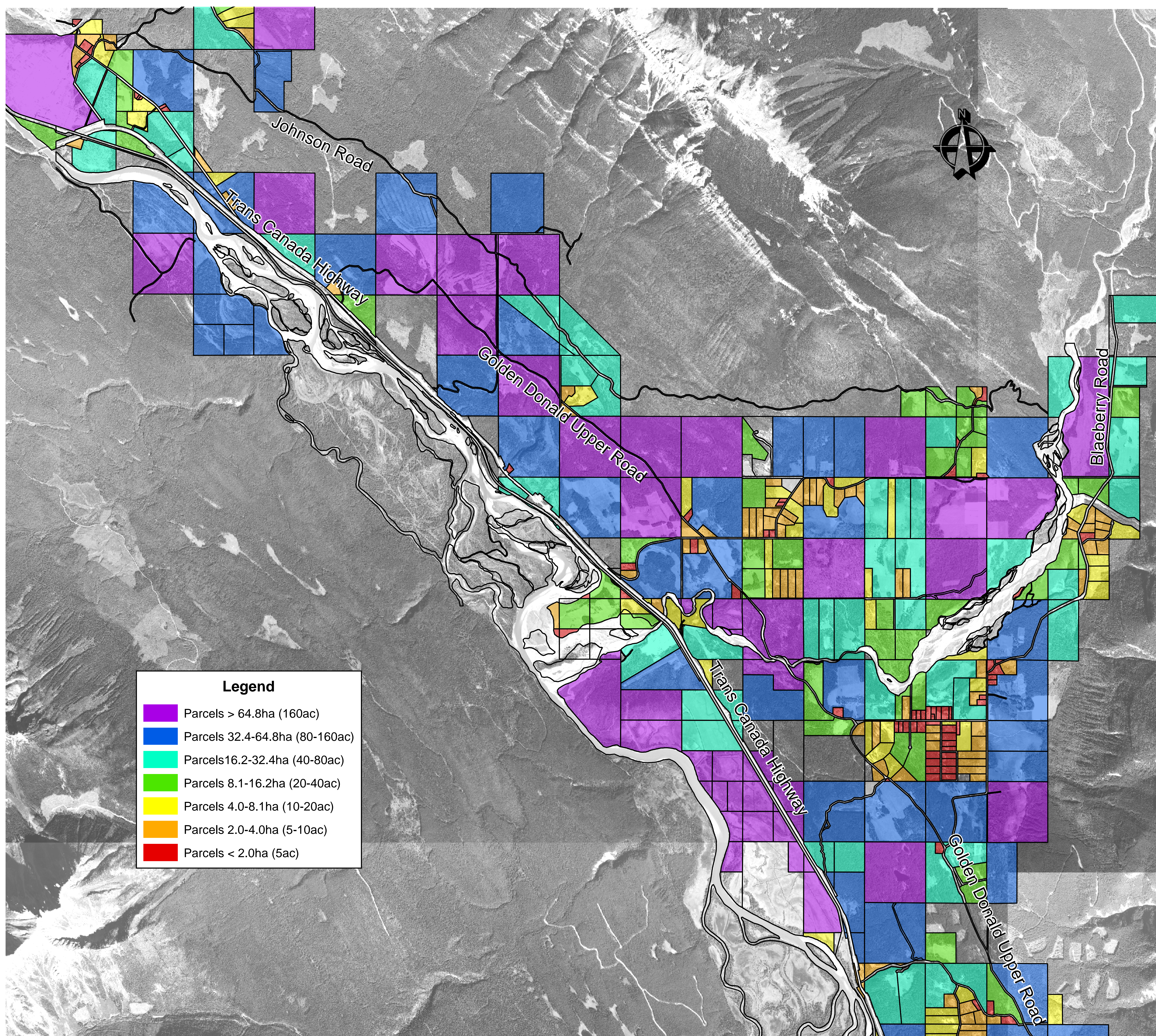
- coordinate initial meetings.
- assist with the development of required constitution and by-laws.
- provide background material as required.
- provide facilitation assistance as required.



## **APPENDIX A**

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Meters



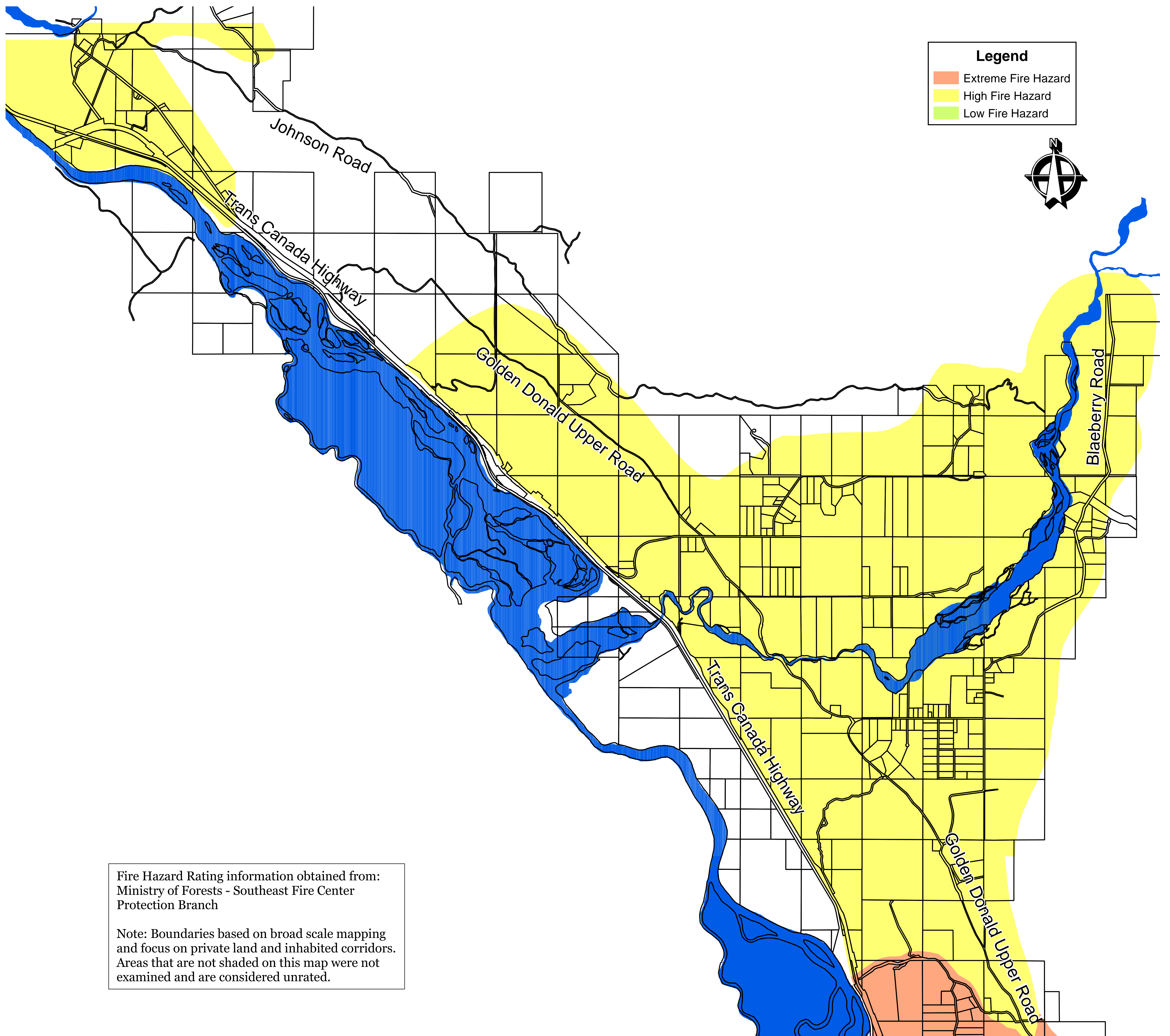
Electoral Area A

## Parcel Size Distribution

Donald / Blaeberry / Moberly / Willowbank Communities  
Issue Identification and Planning Education Project







Electorial Area A

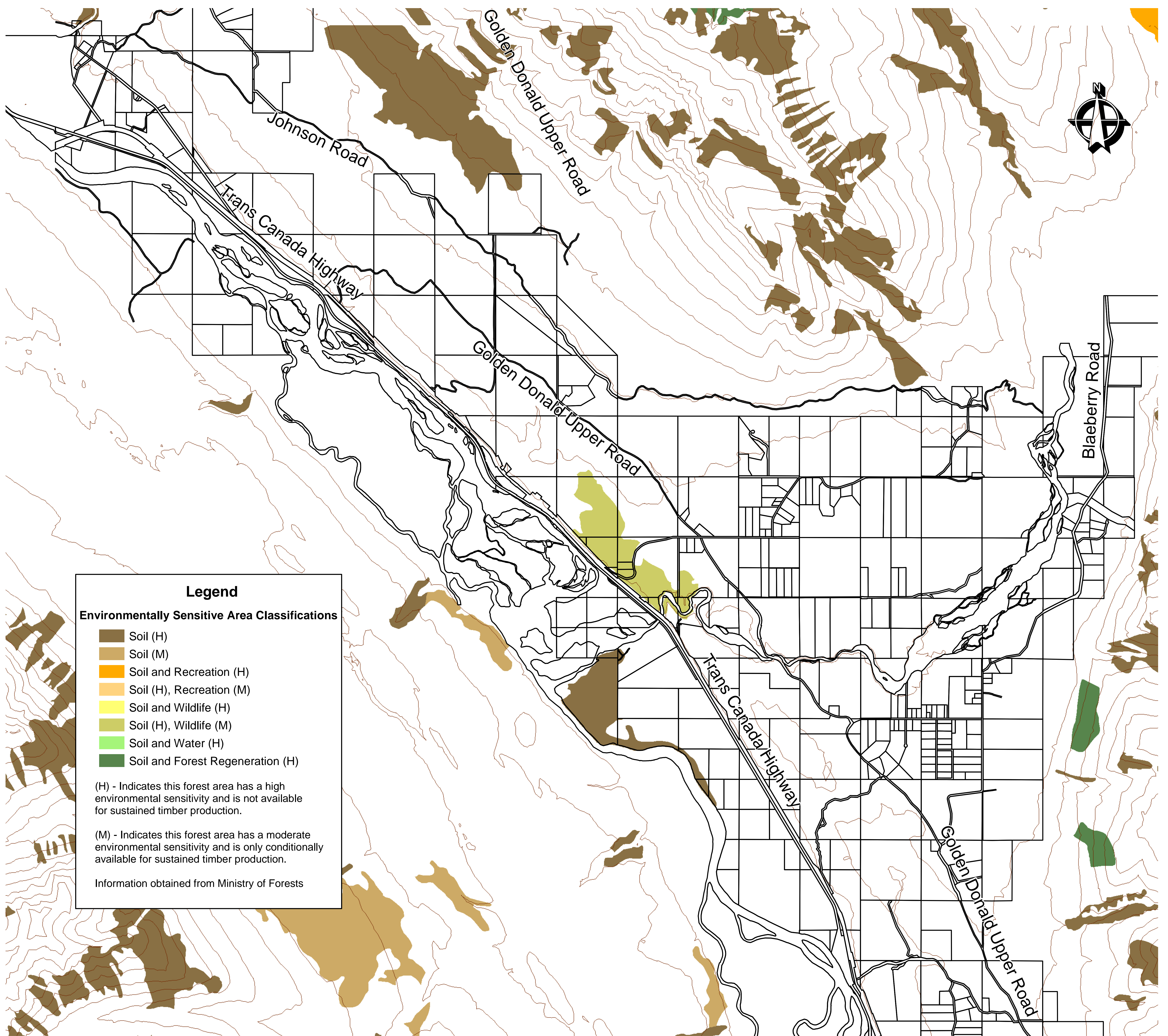
## Forest Fire Hazard Ratings

### Donald / Blaeberry Moberly / Willowbank Communities

### Issue Identification and Planning Education Project







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Electoral Area A

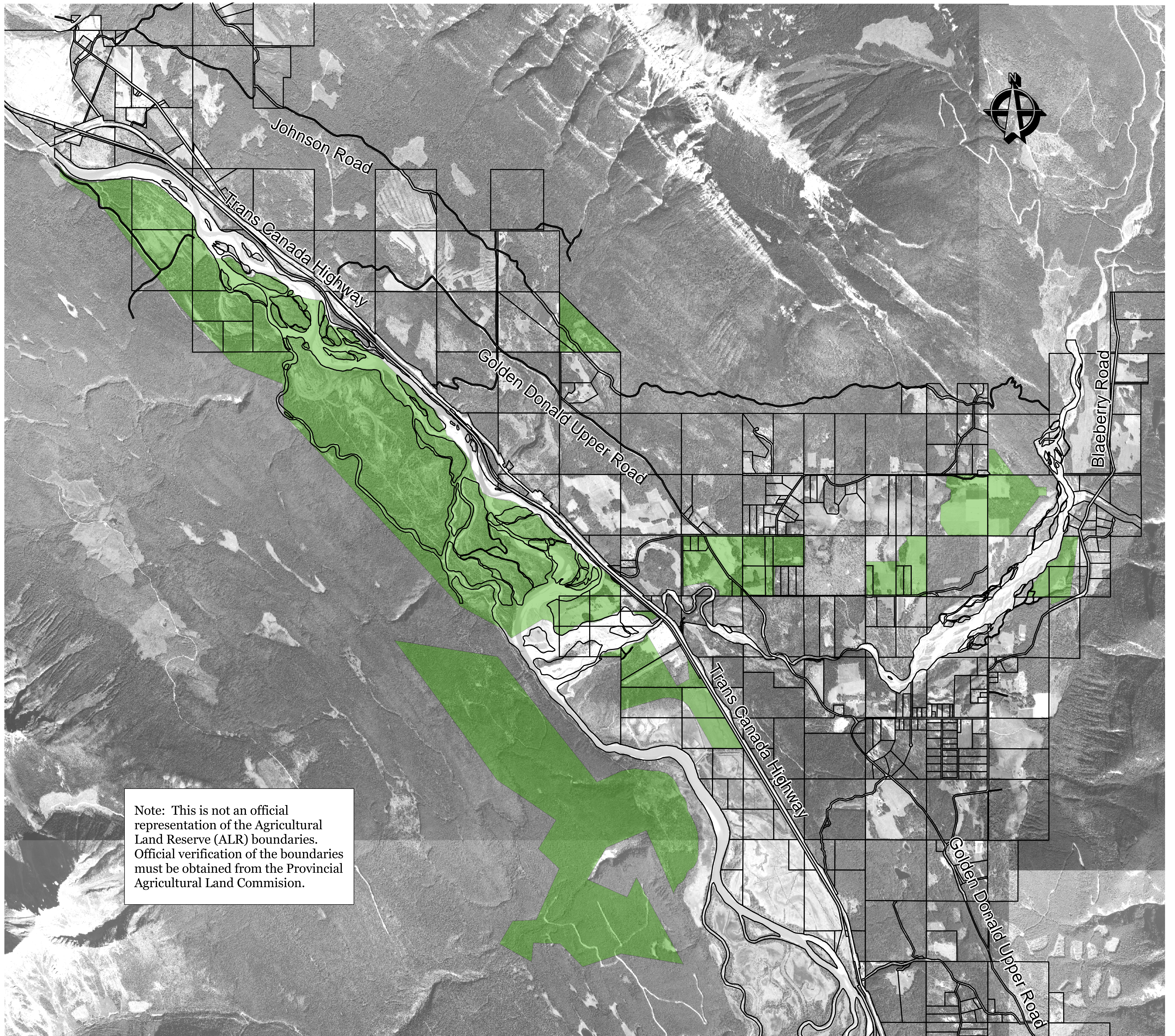
## Environmentally Sensitive Forest Areas

Donald / Blaeberry / Moberly / Willowbank Communities

### Issue Identification and Planning Education Project







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Electoral Area A

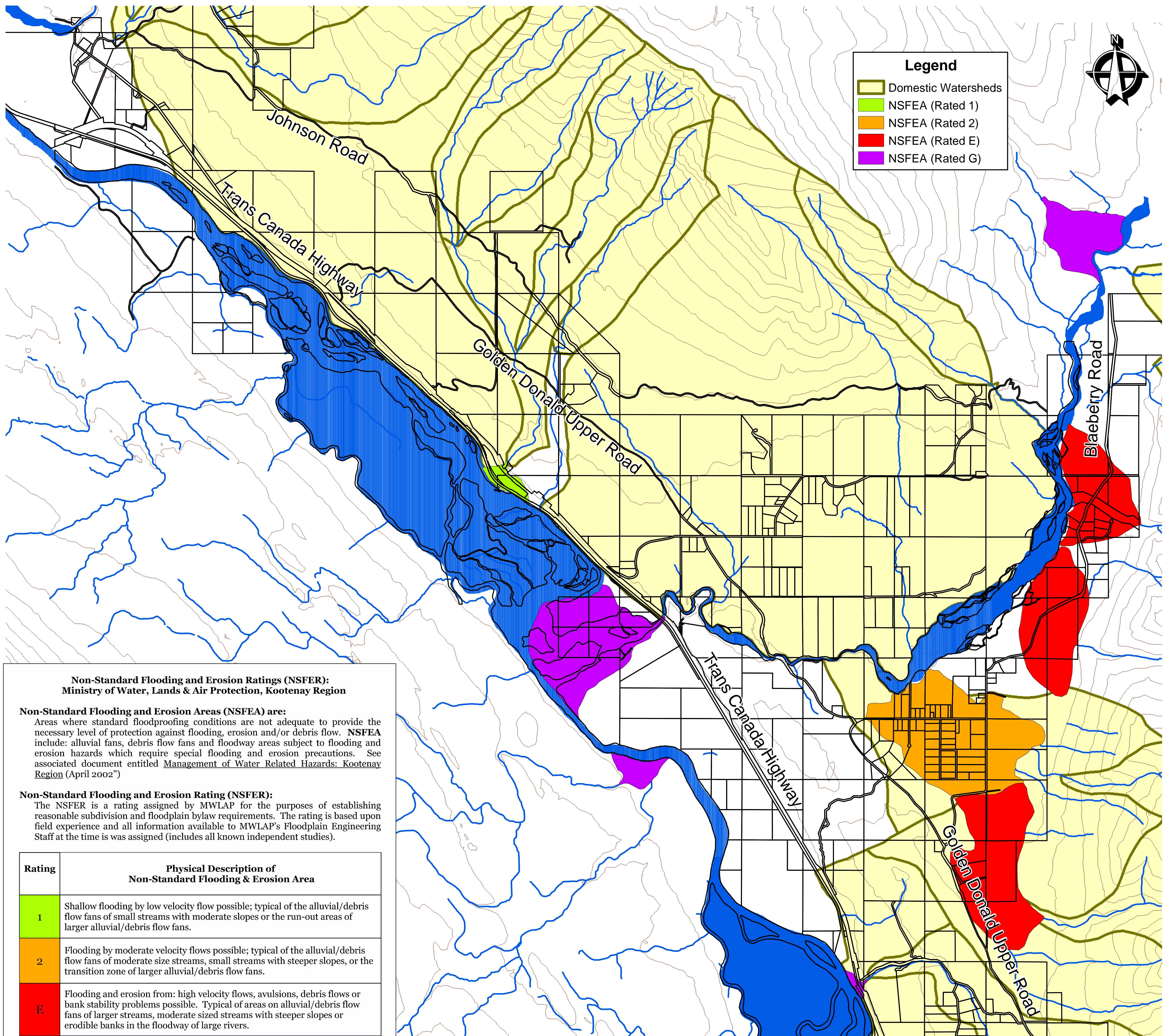
## Agricultural Land Reserve Boundaries

Donald / Blaeberry / Moberly / Willowbank Communities

### Issue Identification and Planning Education Project







**Non-Standard Flooding and Erosion Ratings (NSFER):**  
Ministry of Water, Lands & Air Protection, Kootenay Region

**Non-Standard Flooding and Erosion Areas (NSFEA) are:**  
Areas where standard floodproofing conditions are not adequate to provide the necessary level of protection against flooding, erosion and/or debris flow. **NSFEA** include: alluvial fans, debris flow fans and floodway areas subject to flooding and erosion hazards which require special flooding and erosion precautions. See associated document entitled *Management of Water Related Hazards: Kootenay Region* (April 2002")

**Non-Standard Flooding and Erosion Rating (NSFER):**  
The NSFER is a rating assigned by MWLAP for the purposes of establishing reasonable subdivision and floodplain bylaw requirements. The rating is based upon field experience and all information available to MWLAP's Floodplain Engineering Staff at the time it was assigned (includes all known independent studies).

Rating	Physical Description of Non-Standard Flooding & Erosion Area
1	Shallow flooding by low velocity flow possible; typical of the alluvial/debris flow fans of small streams with moderate slopes or the run-out areas of larger alluvial/debris flow fans.
2	Flooding by moderate velocity flows possible; typical of the alluvial/debris flow fans of moderate size streams, small streams with steeper slopes, or the transition zone of larger alluvial/debris flow fans.
E	Flooding and erosion from: high velocity flows, avulsions, debris flows or bank stability problems possible. Typical of areas on alluvial/debris flow fans of larger streams, moderate sized streams with steeper slopes or erodible banks in the floodway of large rivers.
G	<b>TEMPORARY NSFE RATING:</b> This is a geological feature. As such any portion of it should be assumed to be <b>potentially</b> active. The geological fan boundaries have been solely delineated by interpretation of aerial photography. (Regional District of Central Kootenay Alluvial Fan Boundary Mapping (October 2001))

Source: <http://wlapwww.gov.bc.ca/kor/water/NSFERatingguide.htm>  
Downloaded: May 17, 2004 (Information subject to regular updates)

0 750 1,500 3,000  
Meters



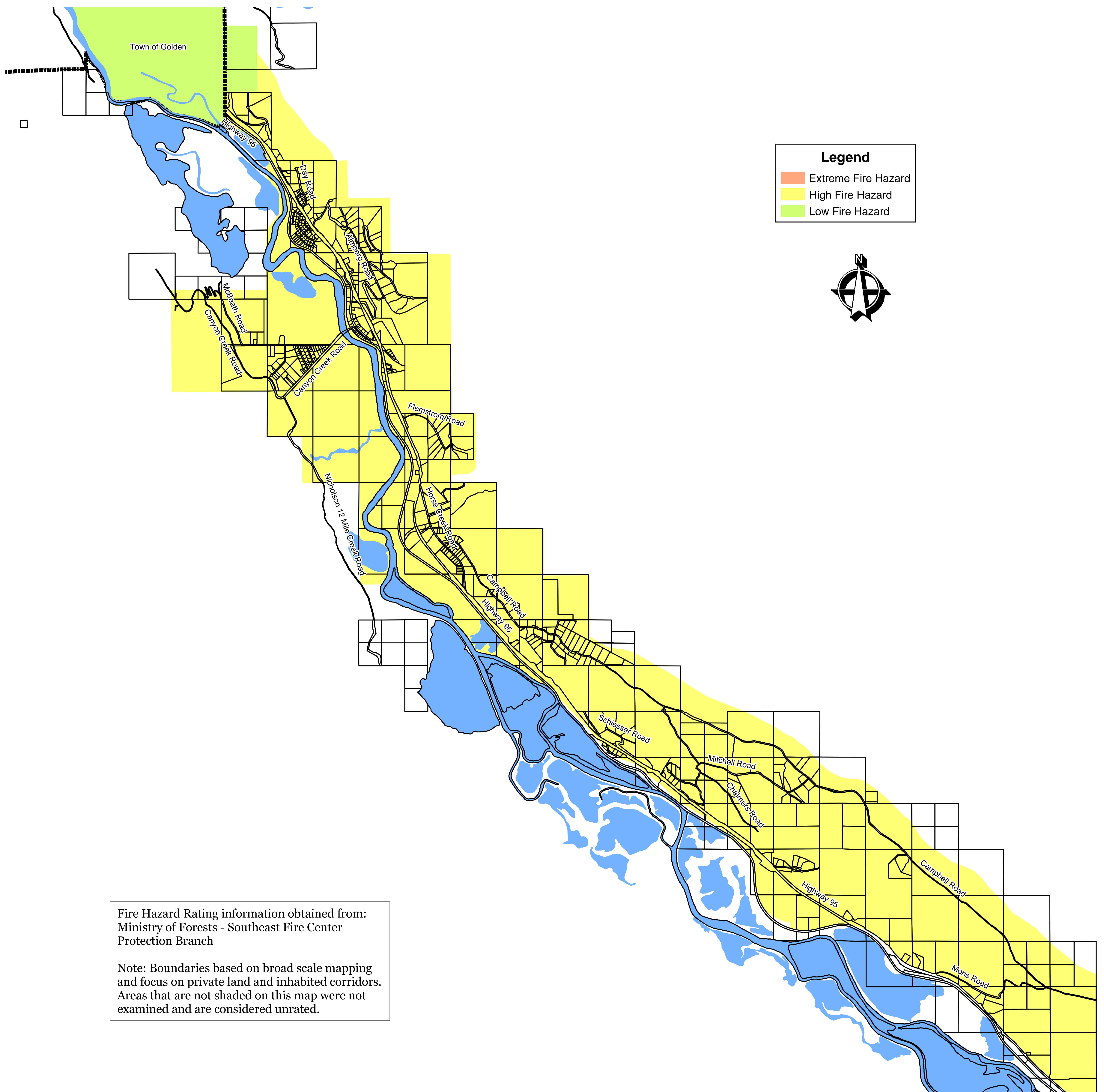
## Flooding / Erosion and Domestic Watershed Mapping

Donald / Blaeberry / Moberly / Willowbank Communities

Issue Identification and Planning Education Project







Electorial Area A

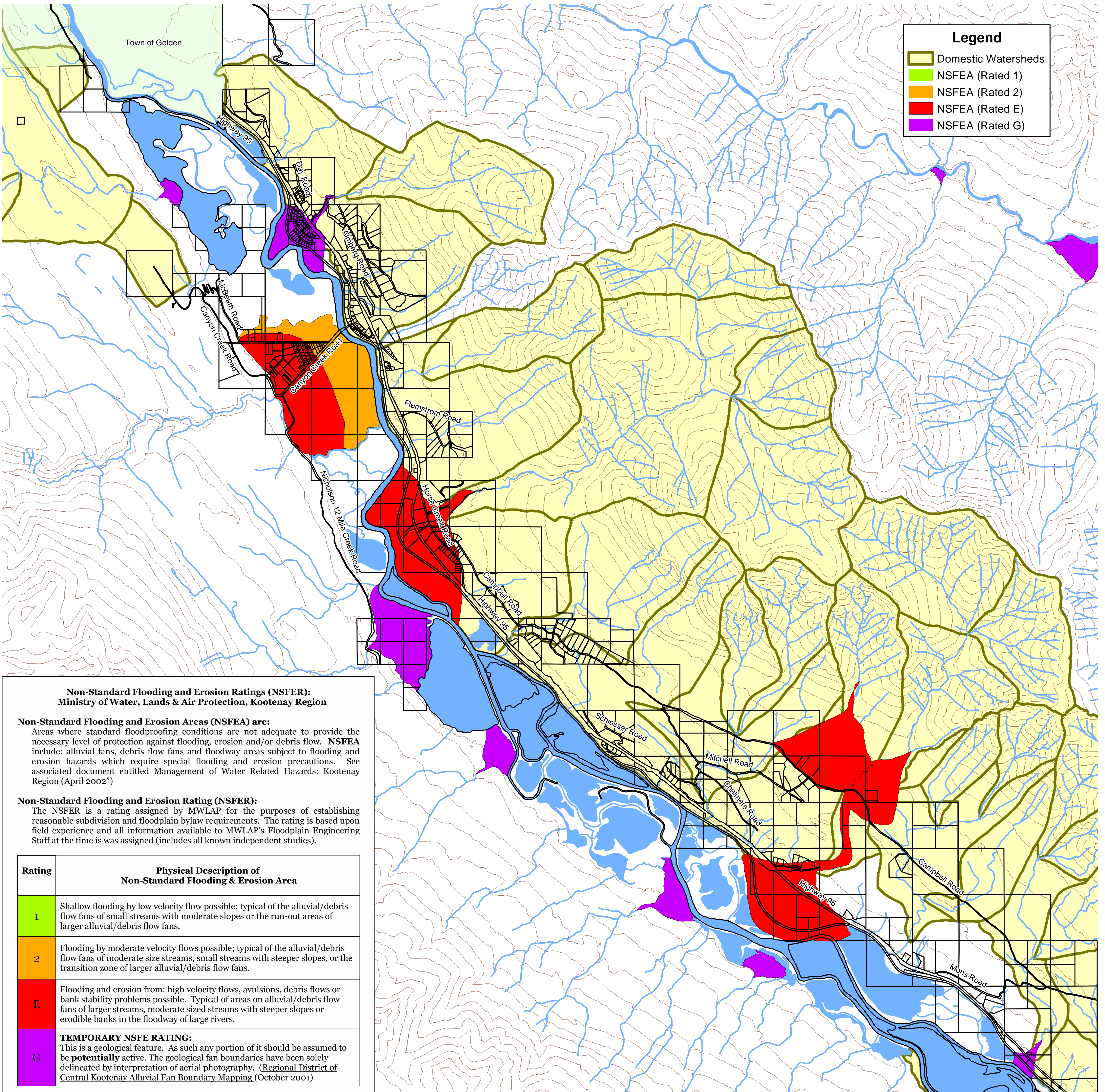
# Forest Fire Hazard Ratings

## Nicholson & Area Community

### Issue Identification and Planning Education Project







0 750 1,500 3,000  
Meters



Electoral Area A

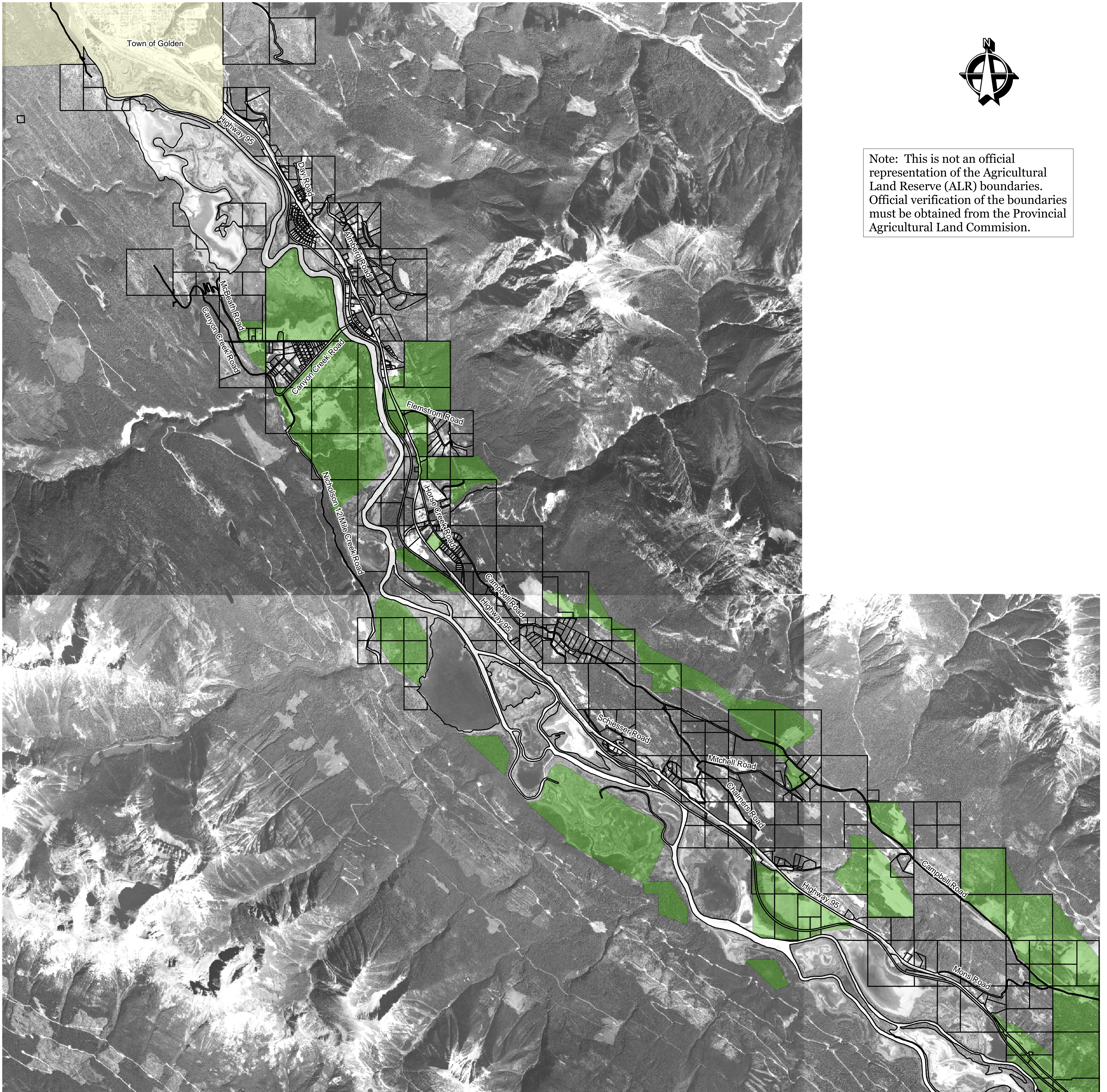
## Flooding / Erosion and Domestic Watershed Mapping

Nicholson & Area Community

Issue Identification and Planning Education Project







Note: This is not an official representation of the Agricultural Land Reserve (ALR) boundaries. Official verification of the boundaries must be obtained from the Provincial Agricultural Land Commission.

0 750 1,500 3,000  
Meters



Electoral Area A

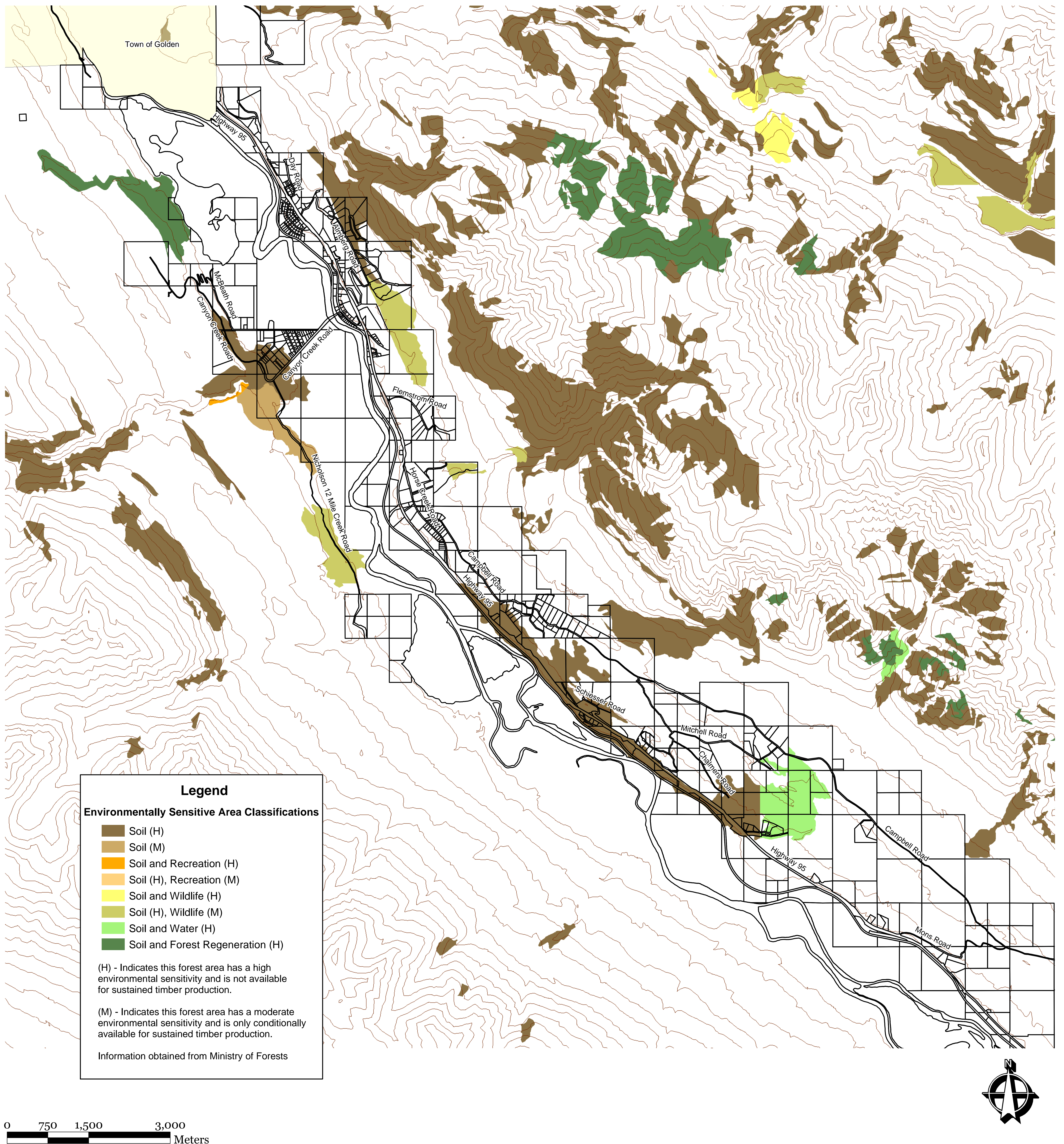
# Agricultural Land Reserve Boundaries

## Nicholson & Area Community

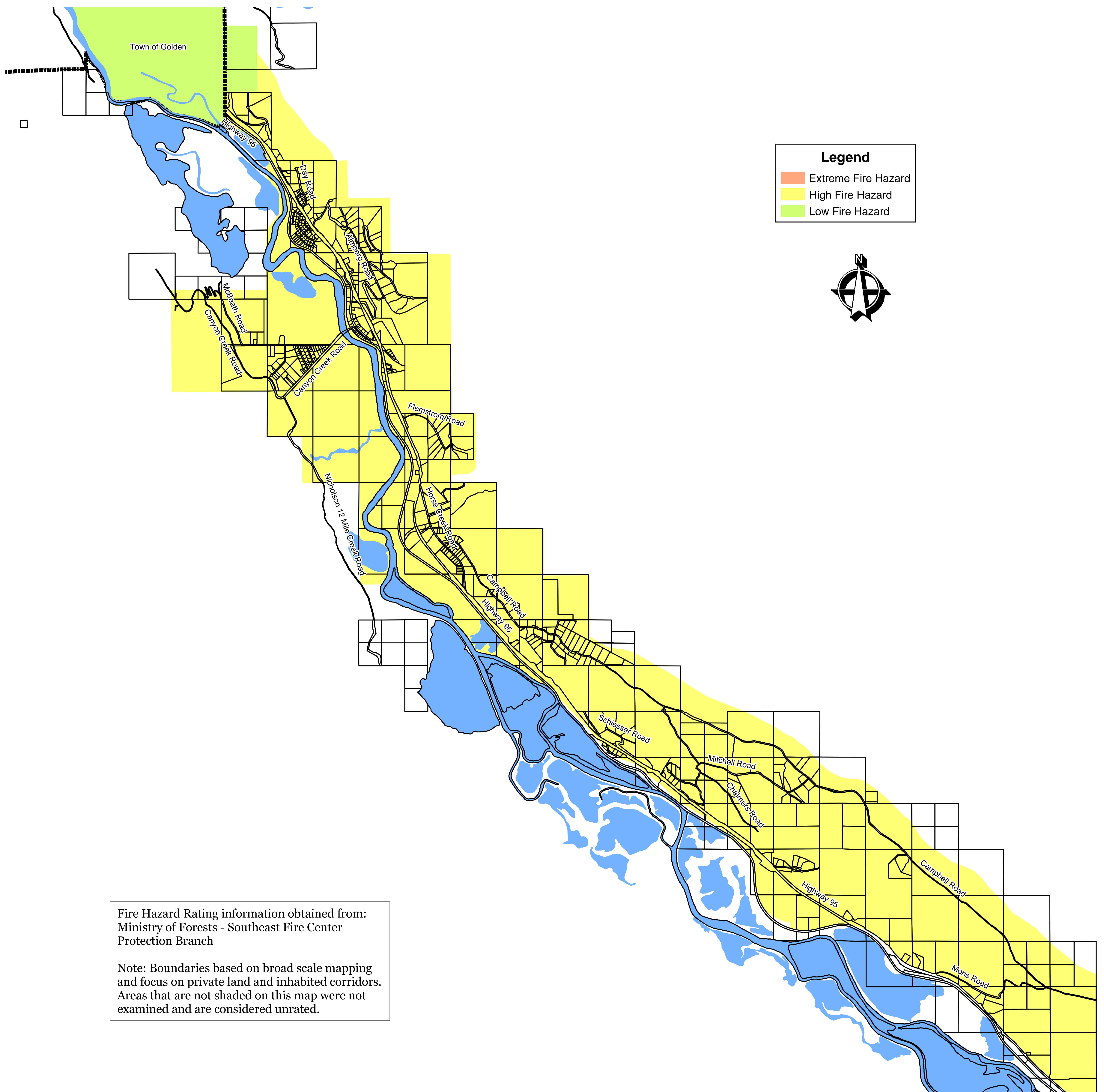
### Issue Identification and Planning Education Project











Electorial Area A

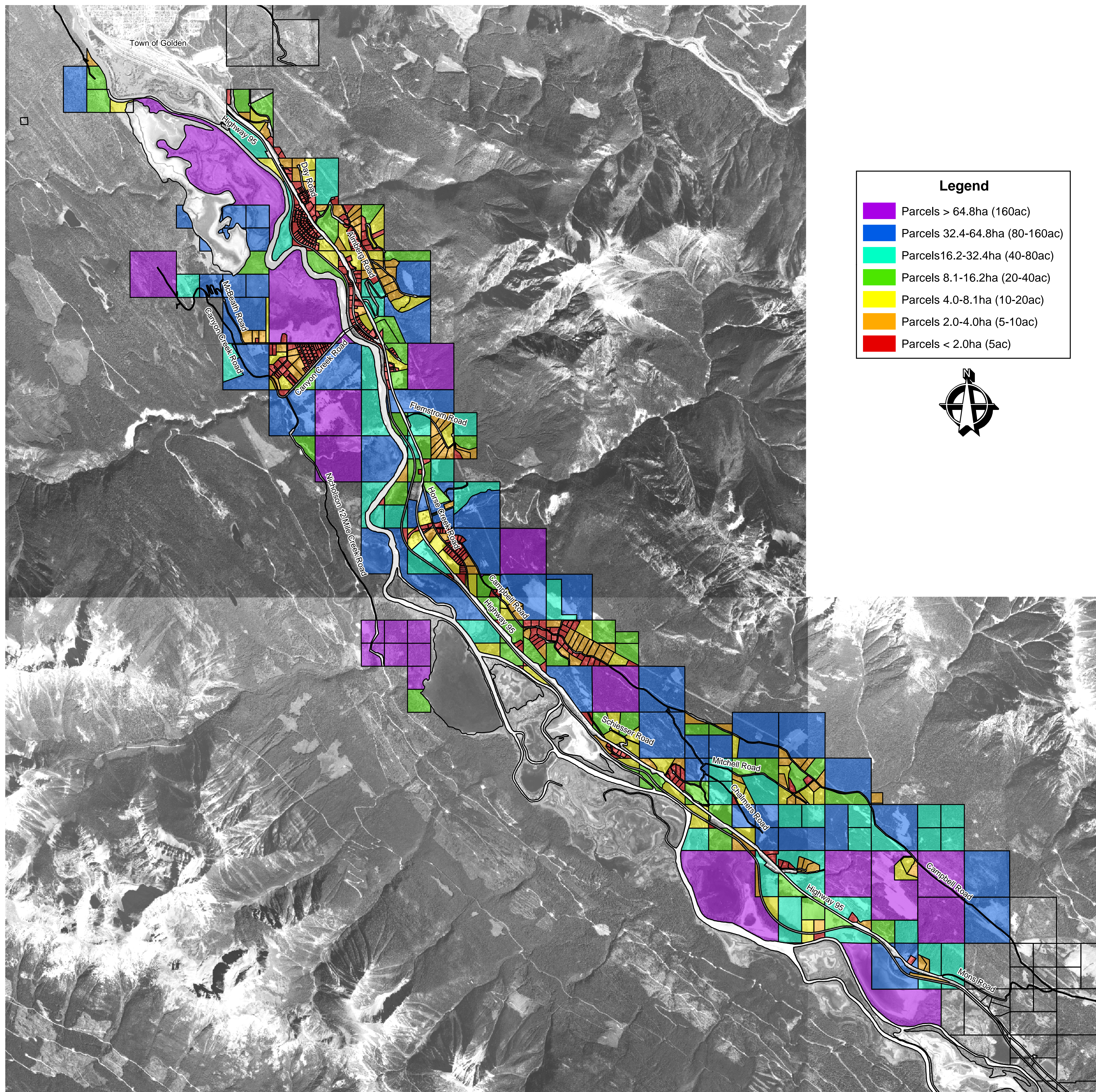
# Forest Fire Hazard Ratings

## Nicholson & Area Community

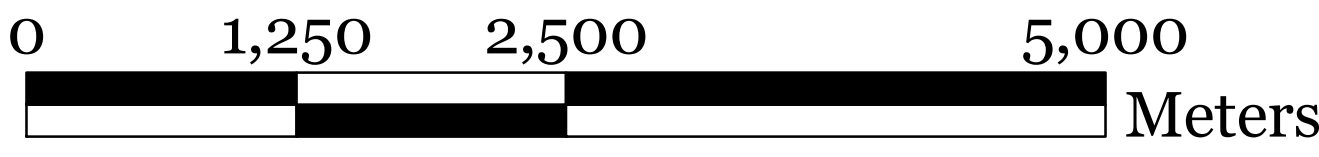
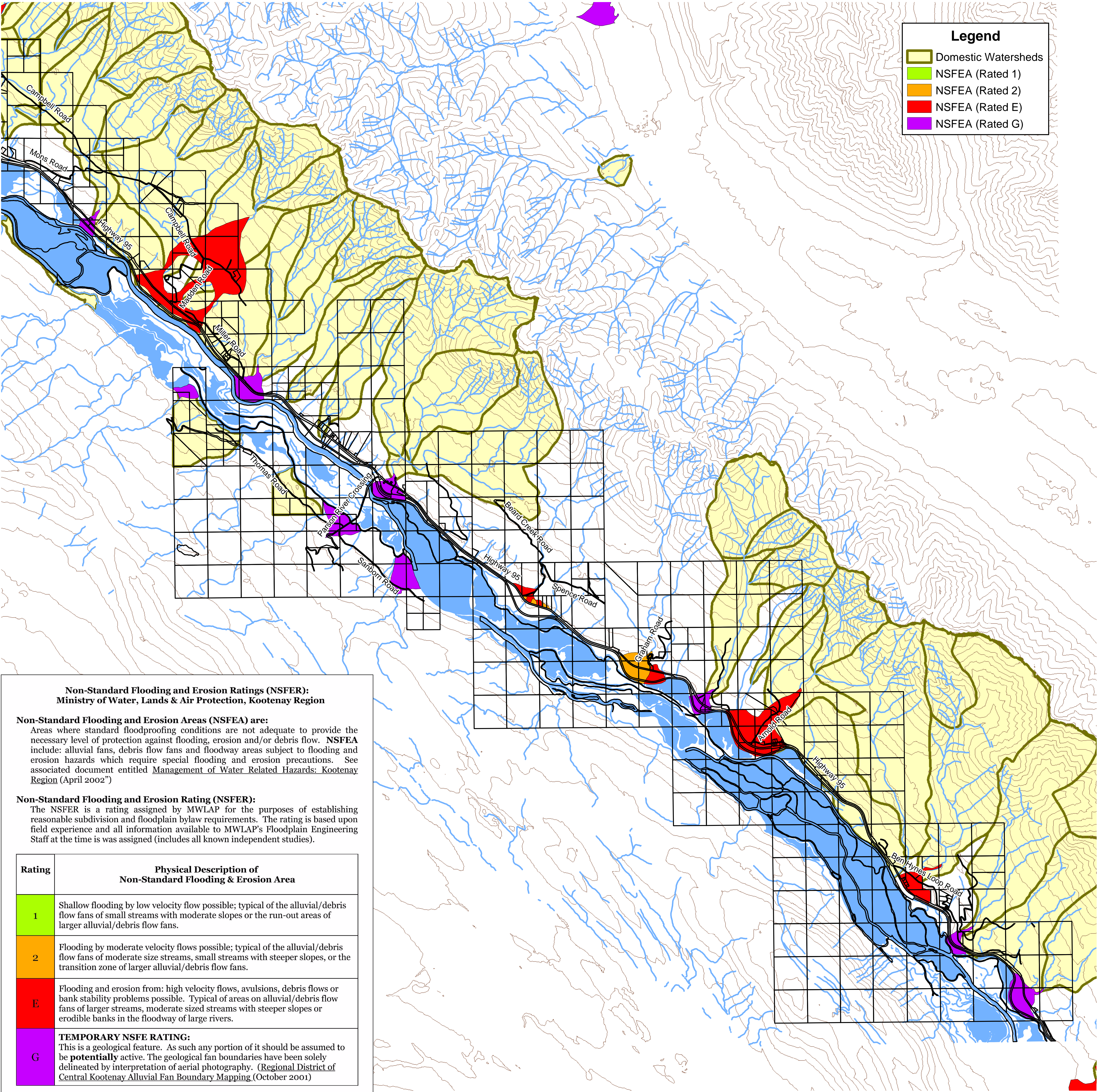
### Issue Identification and Planning Education Project











Electorial Area A

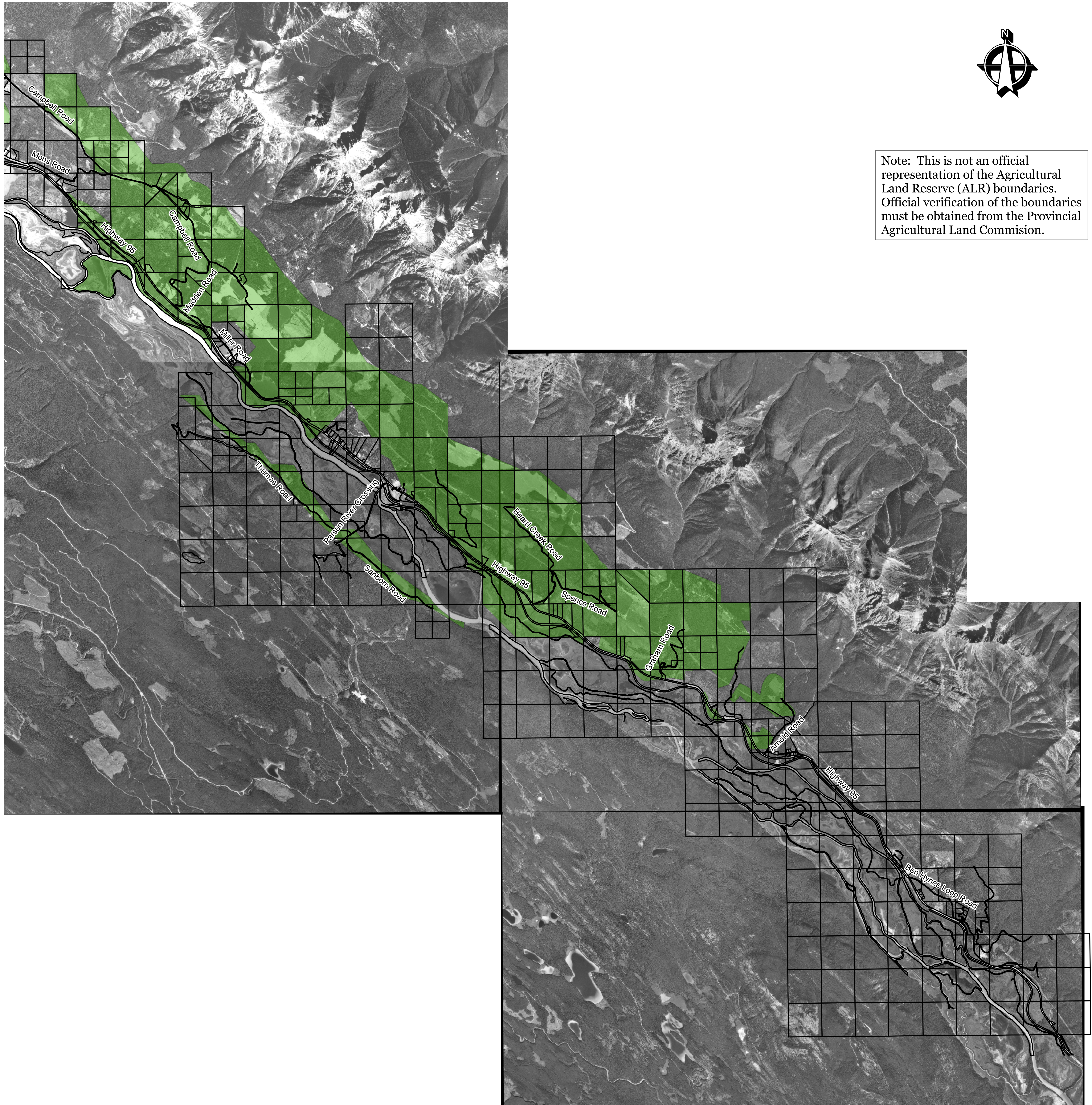
# Flooding / Erosion and Domestic Watershed Mapping

## Parson & Area Community

### Issue Identification and Planning Education Project







Note: This is not an official representation of the Agricultural Land Reserve (ALR) boundaries. Official verification of the boundaries must be obtained from the Provincial Agricultural Land Commission.



Electoral Area A

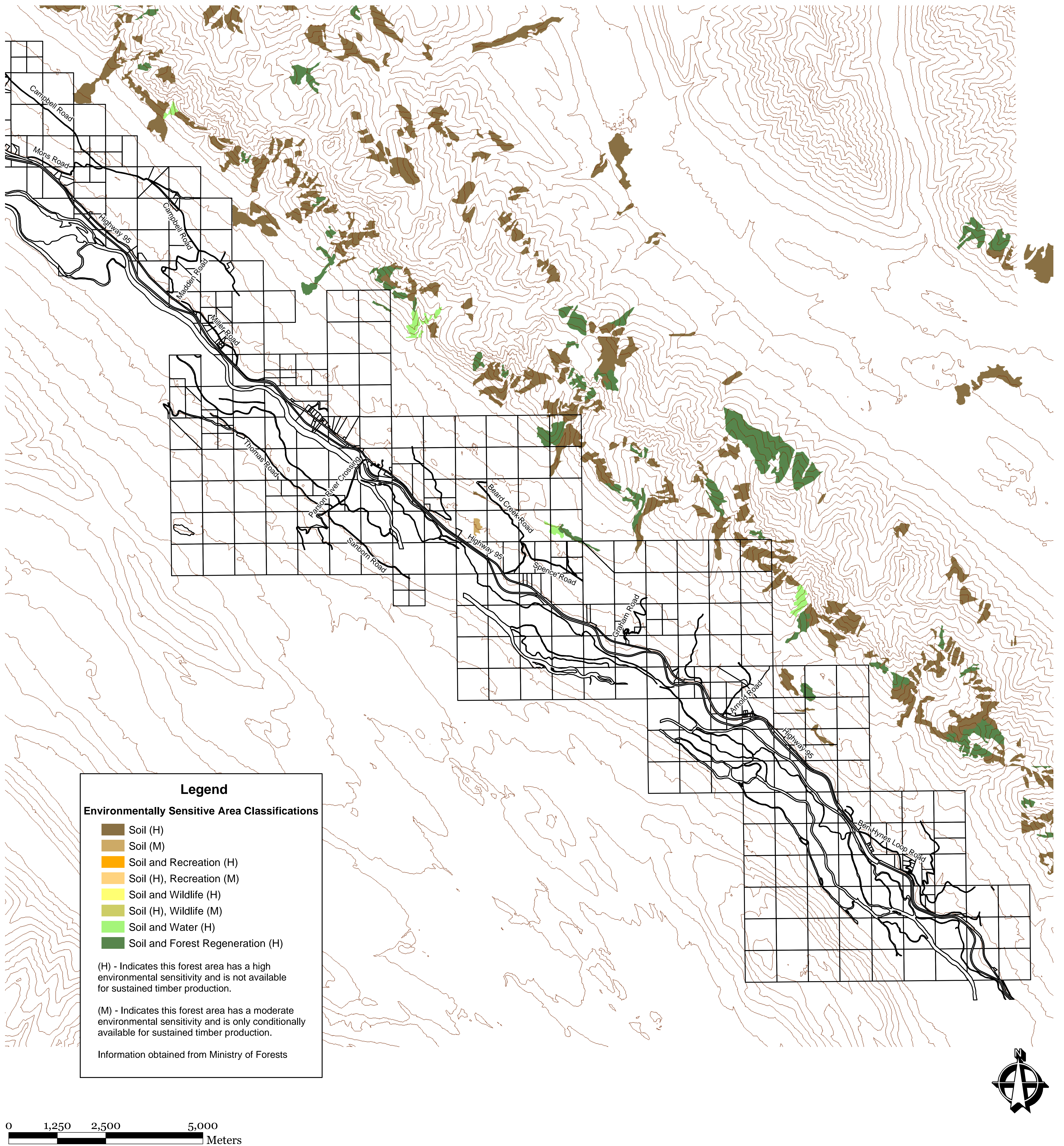
## Agricultural Land Reserve Boundaries

### Parson & Area Community

### Issue Identification and Planning Education Project







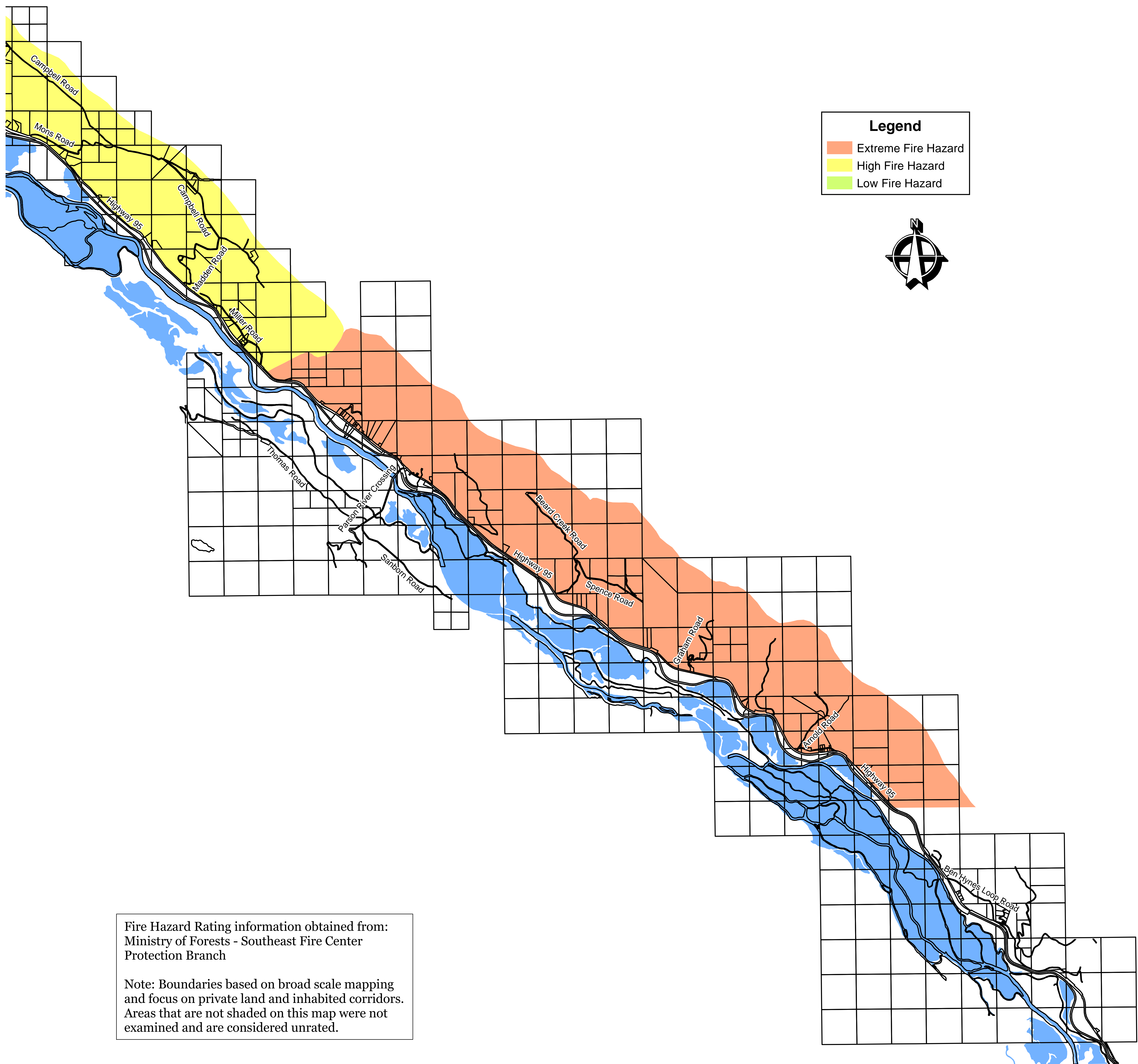
# Environmentally Sensitive Forest Areas

## Parson & Area Community

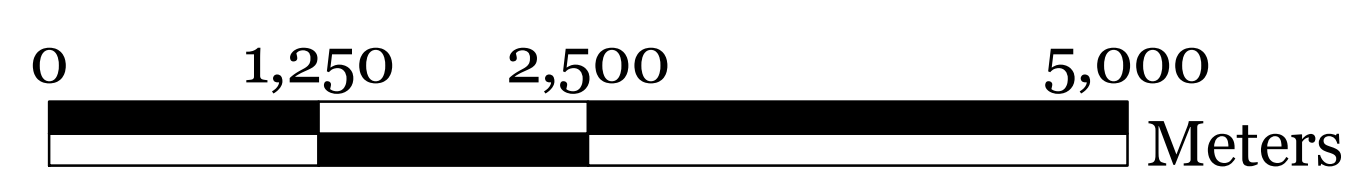
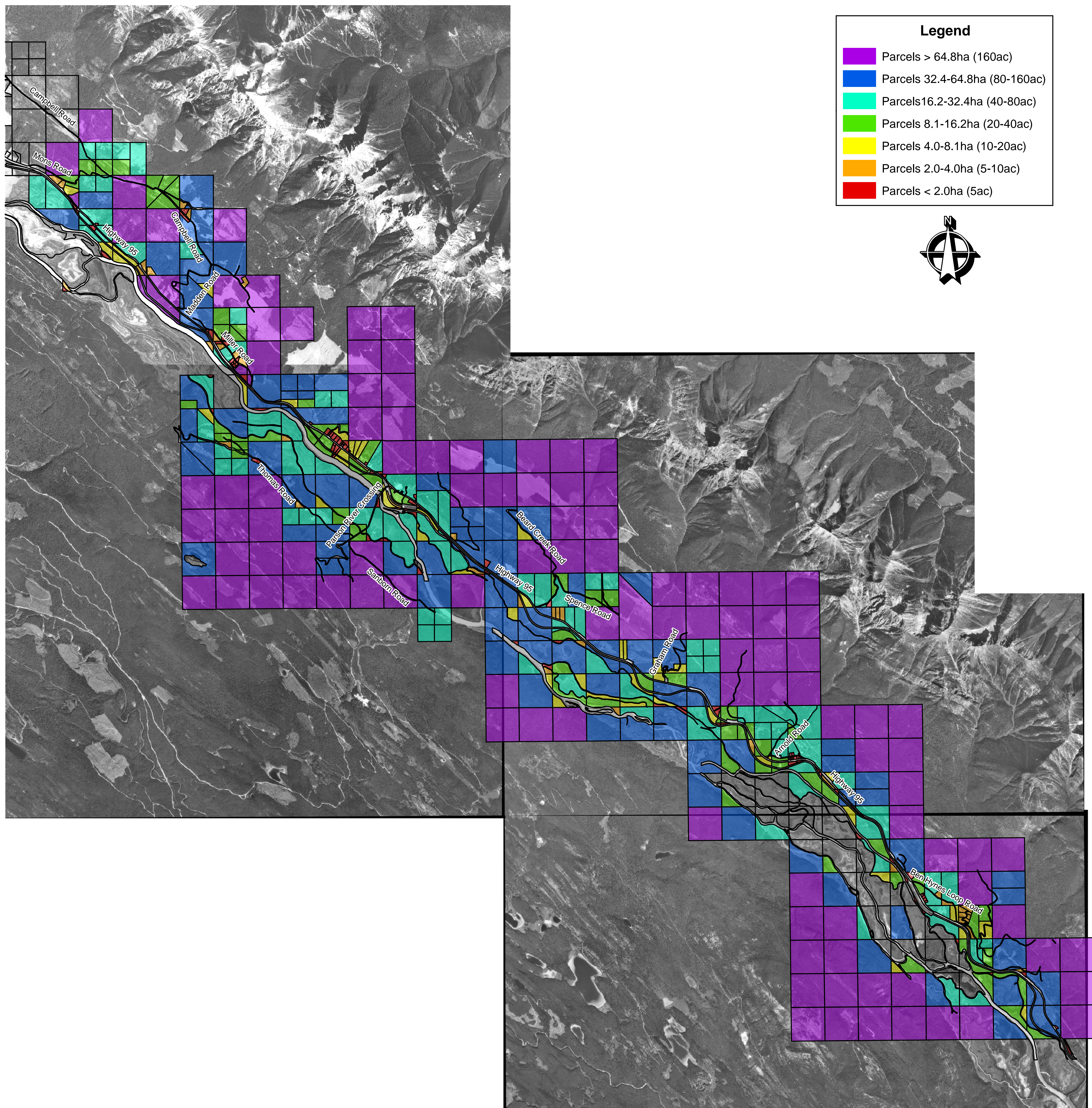
### Issue Identification and Planning Education Project











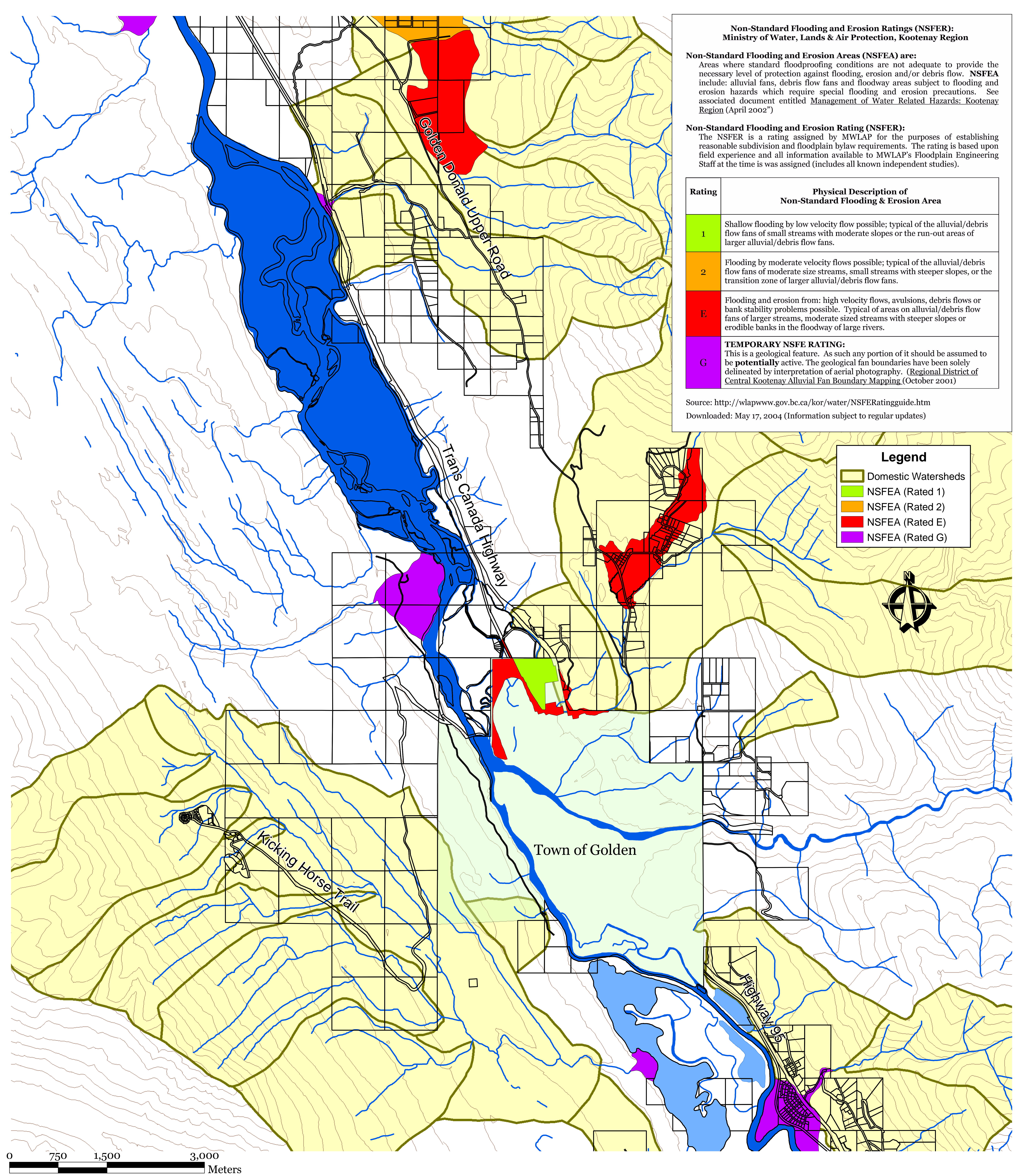
# Parcel Size Distribution

## Parson & Area Community

### Issue Identification and Planning Education Project







**Non-Standard Flooding and Erosion Ratings (NSFER):**  
Ministry of Water, Lands & Air Protection, Kootenay Region

**Non-Standard Flooding and Erosion Areas (NSFEA) are:**  
Areas where standard floodproofing conditions are not adequate to provide the necessary level of protection against flooding, erosion and/or debris flow. **NSFEA** include: alluvial fans, debris flow fans and floodway areas subject to flooding and erosion hazards which require special flooding and erosion precautions. See associated document entitled Management of Water Related Hazards: Kootenay Region (April 2002")

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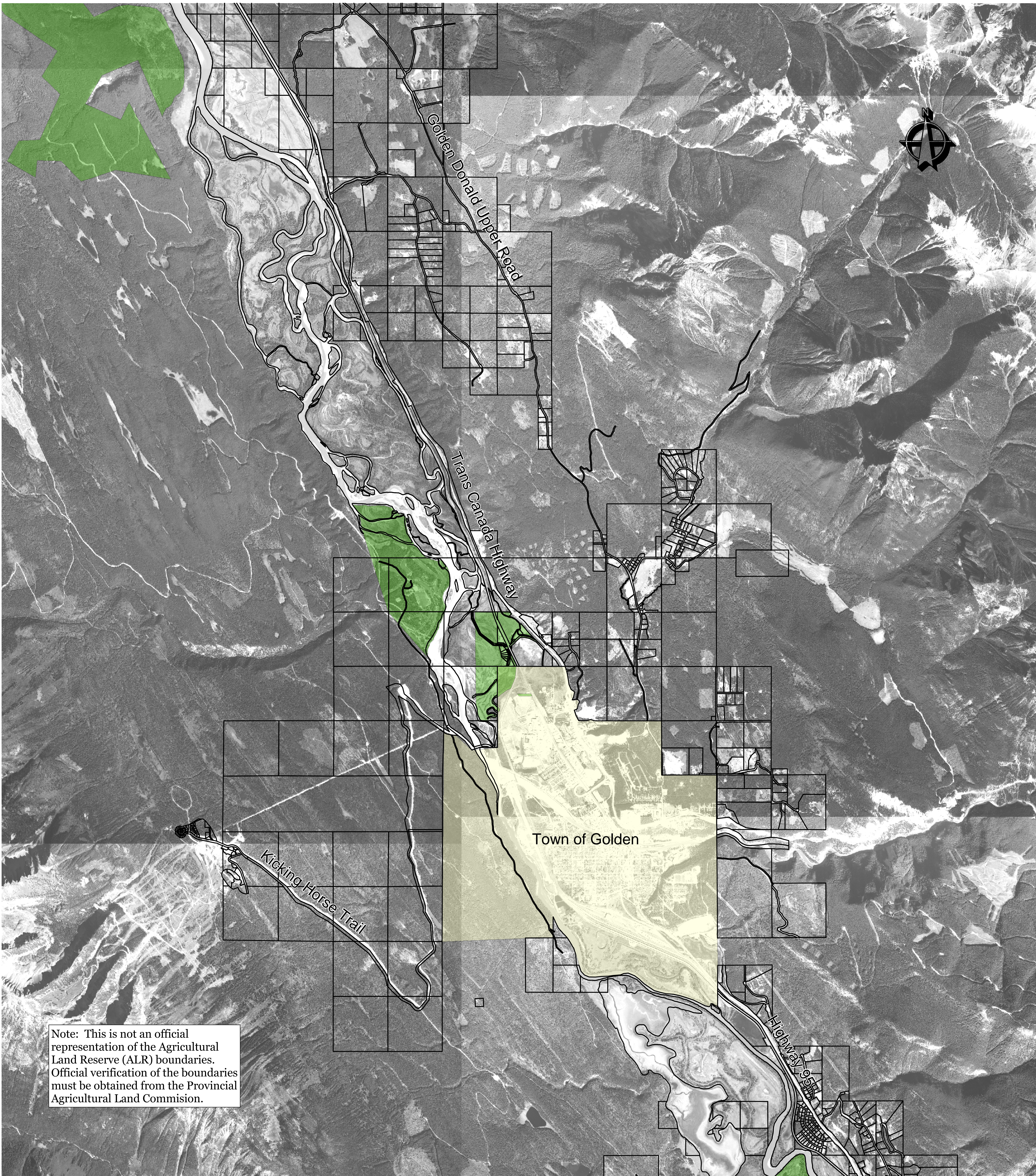
Rating	Physical Description of Non-Standard Flooding & Erosion Area
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Source: <http://wlapwww.gov.bc.ca/kor/water/NSFERatingguide.htm>  
Downloaded: May 17, 2004 (Information subject to regular updates)

**Legend**

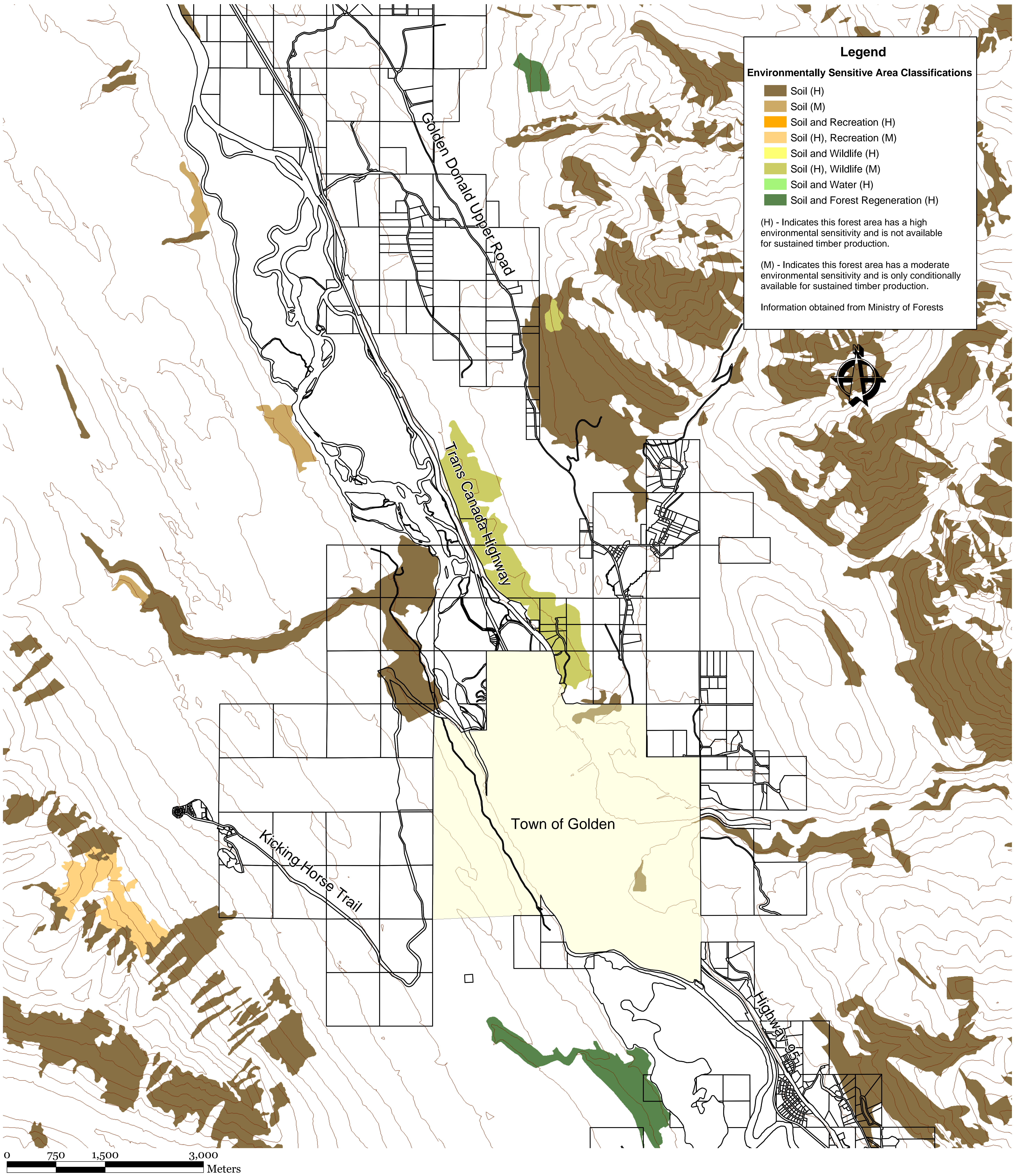
- Domestic Watersheds
- NSFEA (Rated 1)
- NSFEA (Rated 2)
- NSFEA (Rated E)
- NSFEA (Rated G)



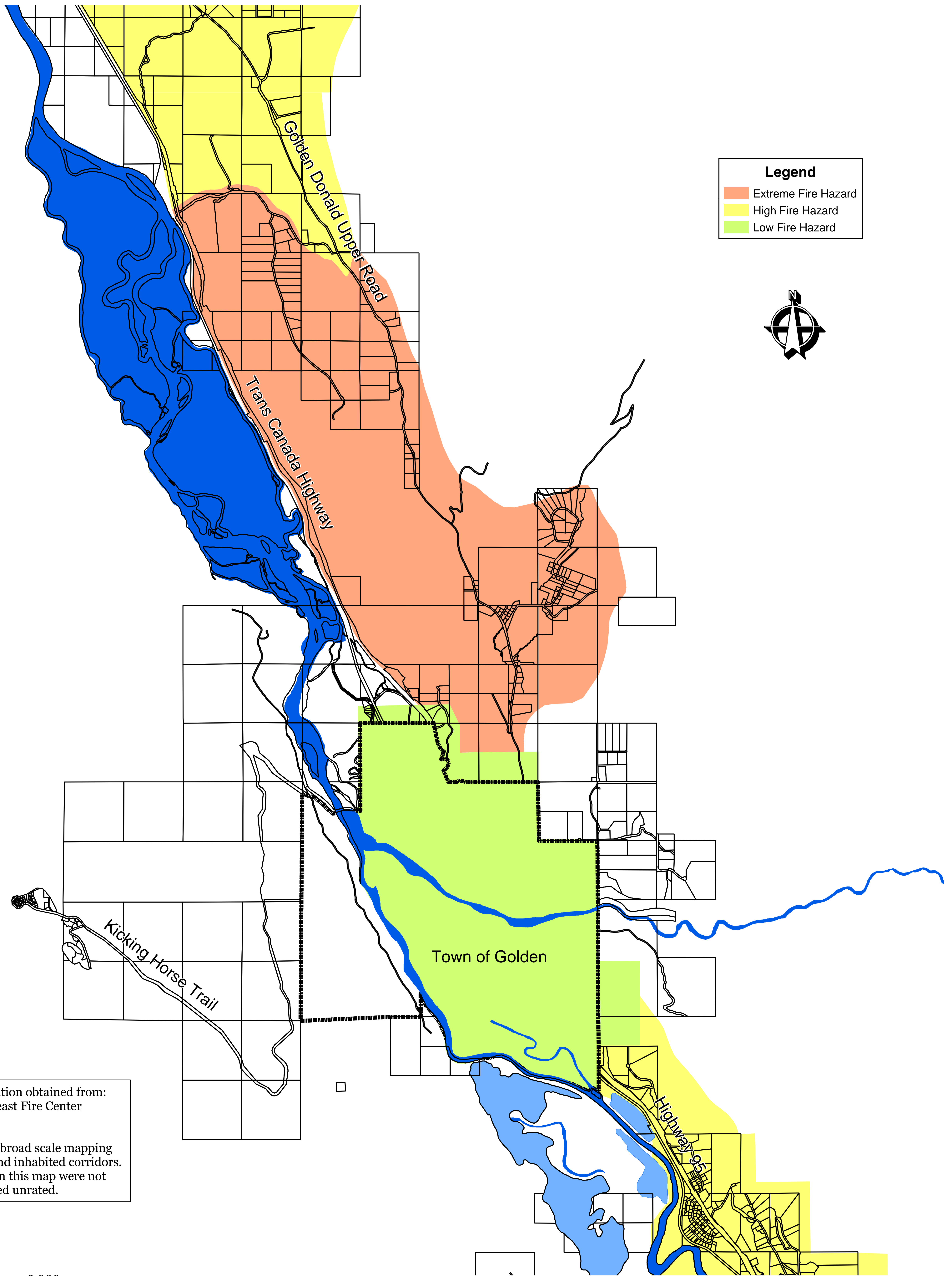


0 750 1,500 3,000  
Meters





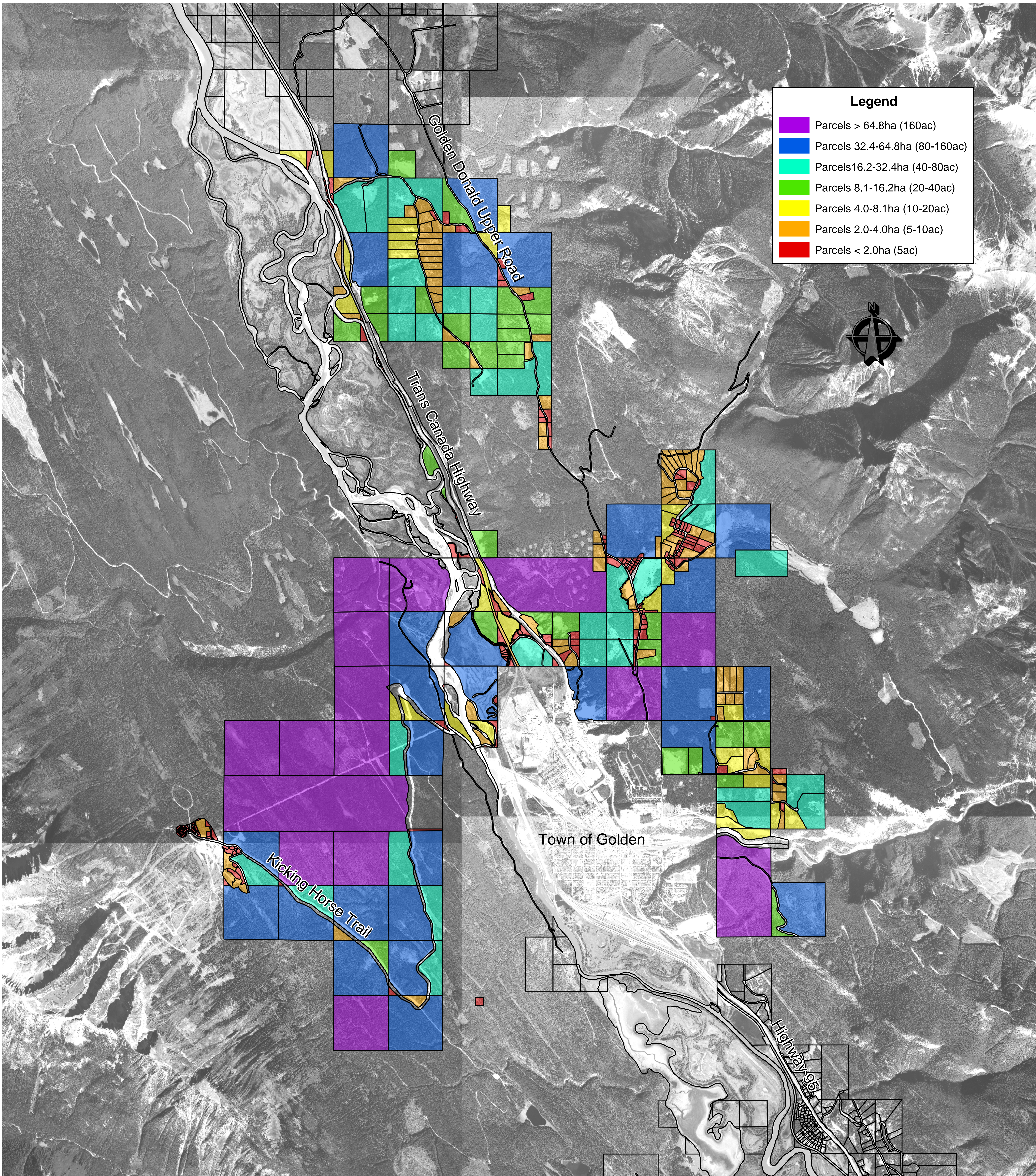




Fire Hazard Rating information obtained from:  
Ministry of Forests - Southeast Fire Center  
Protection Branch

Note: Boundaries based on broad scale mapping  
and focus on private land and inhabited corridors.  
Areas that are not shaded on this map were not  
examined and are considered unrated.







## **APPENDIX B**

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Electoral Area A

# Issue Identification and Planning Education Project


## Our Community : Our Direction




Area A

Issue Identification & Planning Education Project

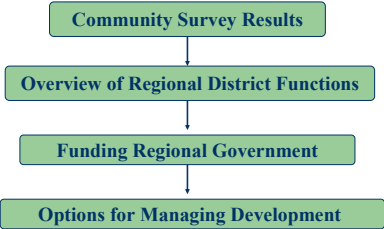
# Project Process



Area A

Issue Identification & Planning Education Project

# Overview of Presentation



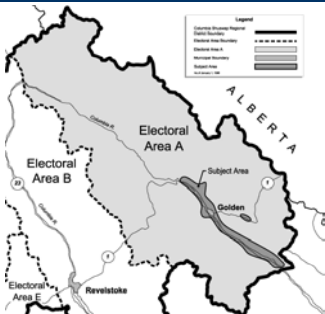
# Community Directions Survey

## Survey Results

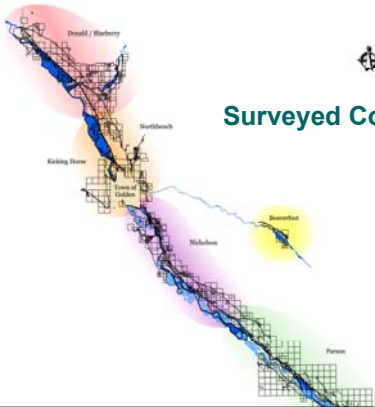
Area A

Issue Identification & Planning Education Project

# Community Area



# Surveyed Communities





## Priority Community Issues

### General Services

- managing costs and taxes
- road conditions and maintenance
- traffic
- community and recreation facilities
- fire protection
- management of garbage



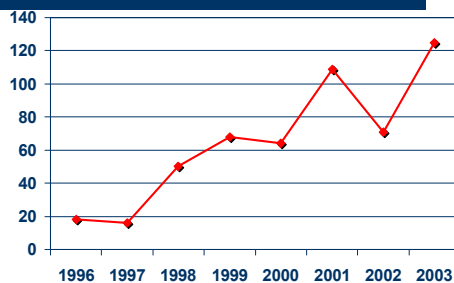
## Priority Community Issues

### Managing Growth

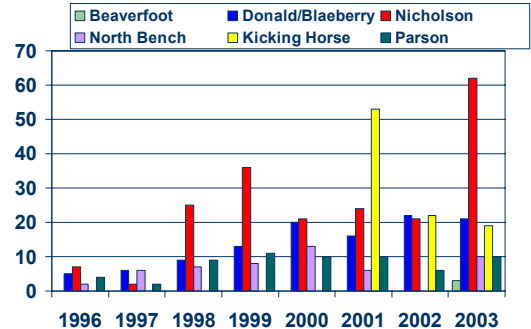
- responding to development pressure
- introduction of land management (through by-laws and regulations)
- no by-laws and regulations



## Number of Proposed New Lots



## Number of Proposed Lots



## Priority Community Issues

### Managing the Environment

- Flooding
- protection of environmentally sensitive areas
- water quantity and quality\_
- environmental management



differing views on how ....

... but interested in directing  
future actions.



## Workshop Objectives

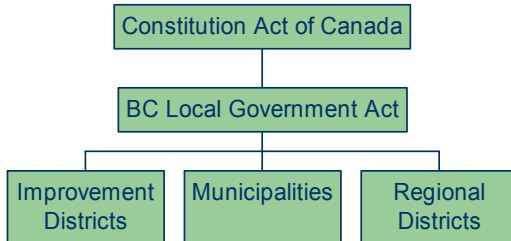
- confirm community issues
- consider priorities
- build understanding of CSRD funding and services
- review planning and management options
- consult with the community regarding management options to address community issues



## Overview of Regional District Functions

What are the governance options?

## Governance



## Governance Options

- District Municipality for Town of Golden
- Improvement District
- Service Area within Regional District
- Status quo
- Other Regional District Configuration



What does Regional Government do?

## Regional Districts exist to:

- represent interest of region
- deliver region-wide services
- develop regional partnerships
- prepare plans (e.g. growth strategies, waste management plans)



## CSRD Programs = Expenses, 2002

### Environmental

Solid Waste  
Recycling

Environmental

21%

### Recreation

Parks  
Arena  
Rec Centre  
Curling Rink  
Library  
Museum

Recreation

23%

Planning

21%

### Planning

Planning, Zoning,  
Subdivisions  
House Numbering  
Environment  
Management  
Milfoil & Weed Control  
Economic Development

Other

6%

General Government

11%

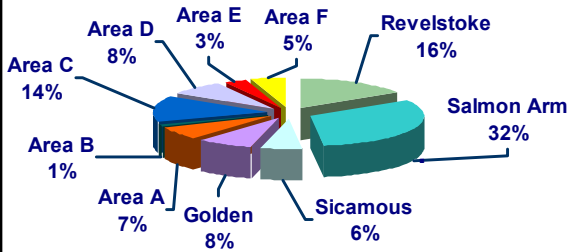
Protective

18%

## Funding Regional Government

Where do Regional Districts get money?

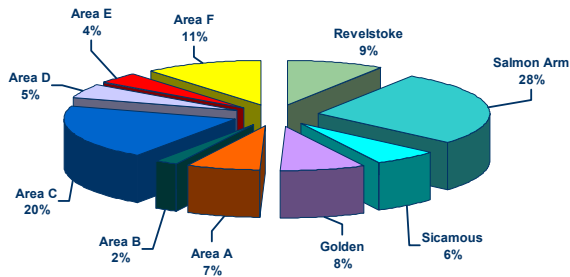
## CSRD Communities - Population



## Complex Planning System



## General Assessment - 2002



## Managing Development

What are the options?

## Official Community Plan

- Sets out in broad terms the location type and density of future land use



## Land Use Examples

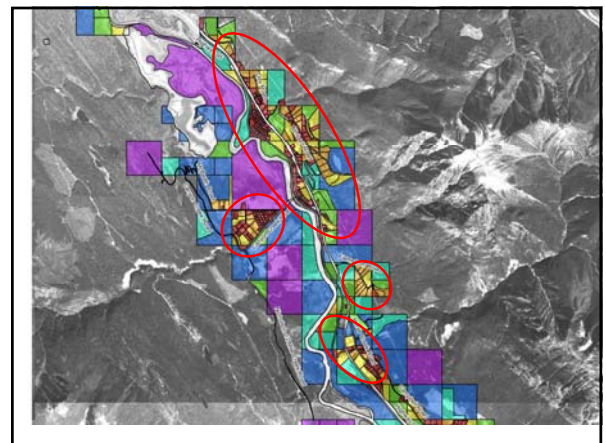
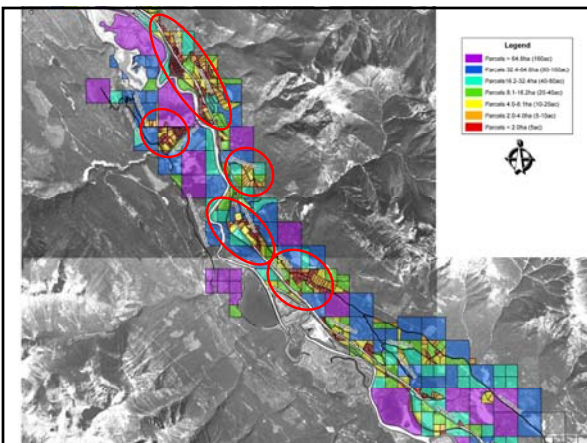
- Residential
- Open Space, Park, Recreation
- Industrial
- Commercial
- Institutional
- Agricultural

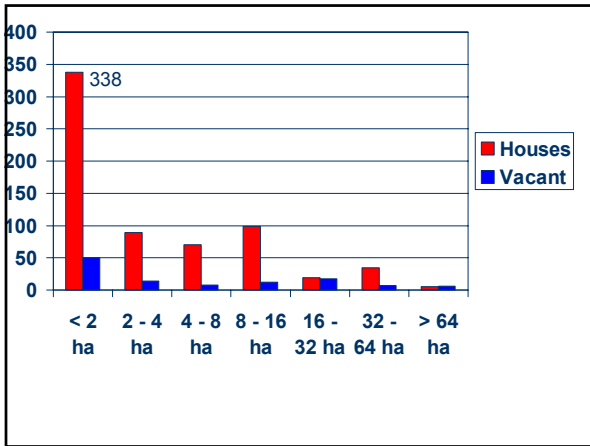


## What land uses are appropriate?



## What density is appropriate?





Area A
Issue Identification & Planning Education Project

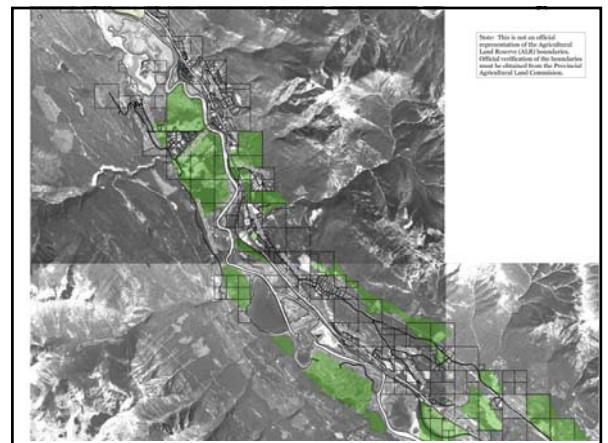
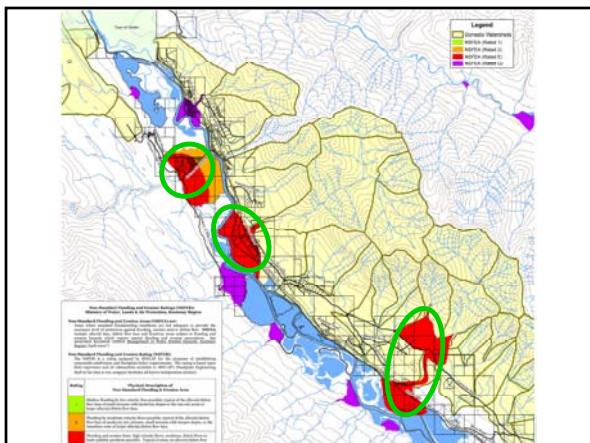
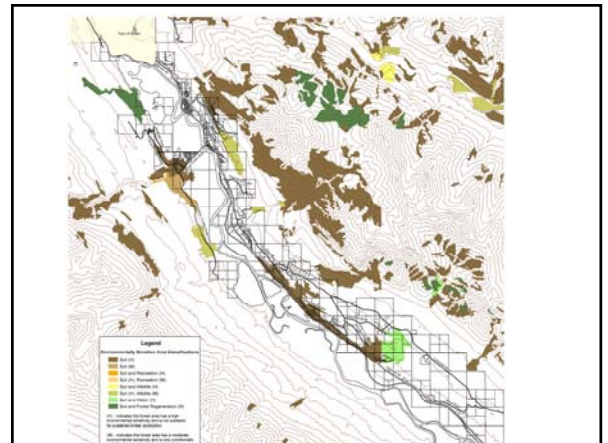
## Official Community Plan

- Guidance on municipal servicing needs
- guidance on the supply of parkland, open space, schools and public facilities
- direction on preserving and protecting hazard lands and environmentally sensitive areas

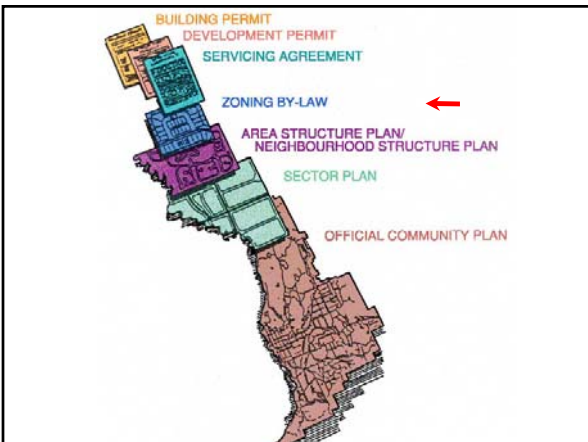
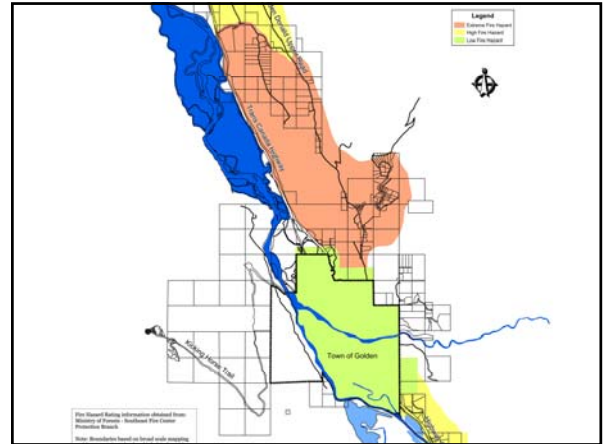
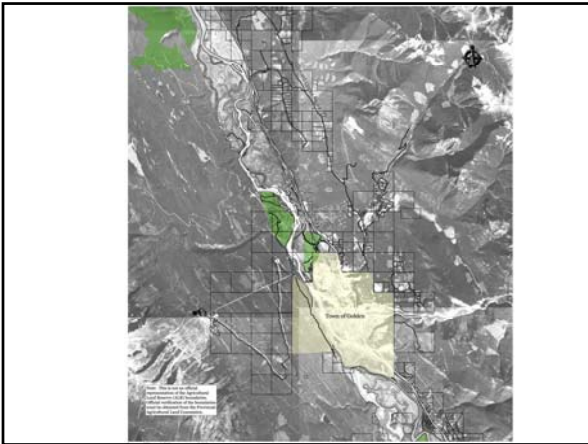
Area A
Issue Identification & Planning Education Project

## Environmentally Sensitive & Hazardous Areas

- Steep slopes
- fish bearing streams
- wildlife areas
- erosion areas





Area A

Issue Identification & Planning Education Project

### Define Residential Uses

- Large rural residential lot with home-based business
- multi-family townhouses
- cottages

Area A

Issue Identification & Planning Education Project

### Preferred building size or type?

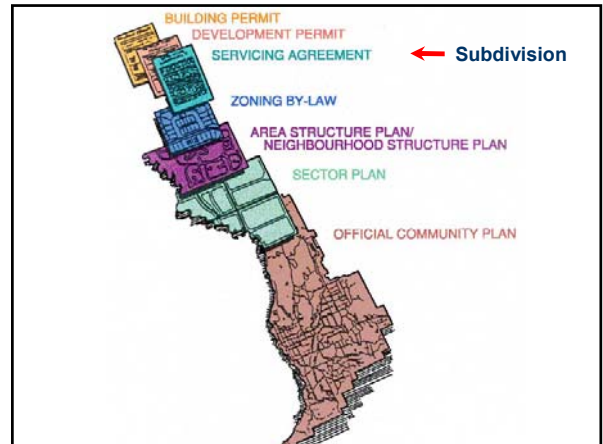
Area A

Issue Identification & Planning Education Project

### Building size & location standards

- Minimum & maximum floor area
- setbacks

## Safety? Construction Time Frame?



## Subdivision

- Does address
  - minimum lot size
  - some servicing
  - environmental hazards
  - road access

## Subdivision:

- Does not address
  - land use, building design
  - community input
  - long range vision
  - environmental objectives
  - parkland, community facilities
  - collective needs, impacts
  - building code, safety, fire protection

## Community Input

- Advisory Planning Committee
- Community Management Committee
- Neighbourhood Association

## Next Steps in Nicholson and Area

## Workshop Focus

**What actions should be taken to address the future of the Nicholson area**



EUST

## Workshop Tasks

- Clarify understanding of issues
  - What issues need to be addressed in the next 10 years?
- Setting priorities
  - What needs to be addressed first?
- Is there a potential role for any of the planning tools?



EUST






## **APPENDIX C**

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Electoral Area A

# Issue Identification and Planning Education Project


## Our Community : Our Direction

Harrogate/Parson/McMurdo

Issue Identification & Planning Education Project


# Project Process



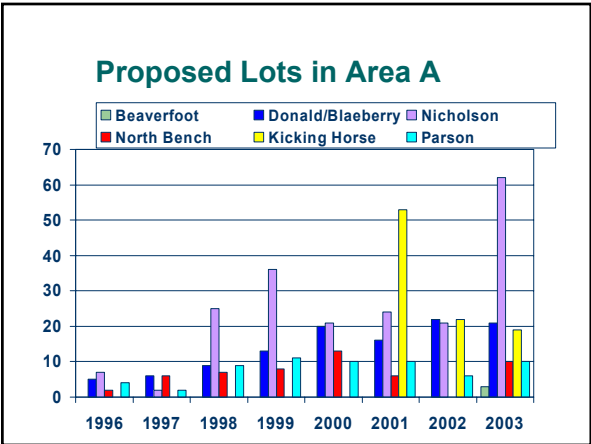
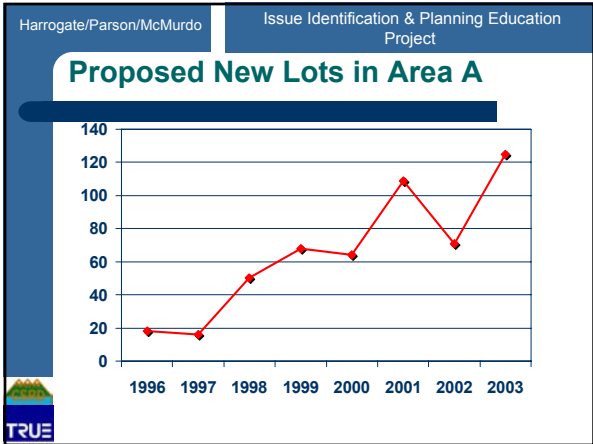
Harrogate/Parson/McMurdo

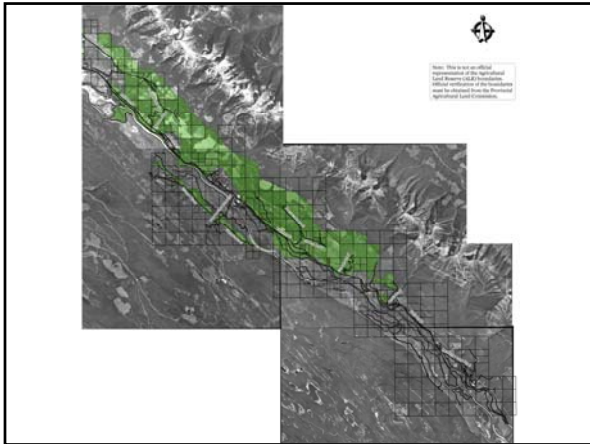
Issue Identification & Planning Education Project

# Overview of Workshop

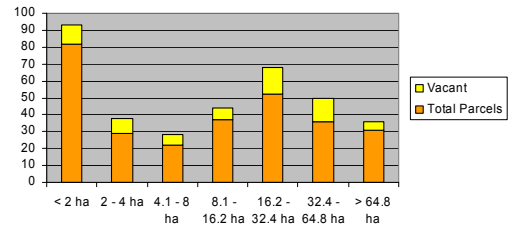


# New Background Information





## Harrogate/Parson/McMurdo Parcel Inventory

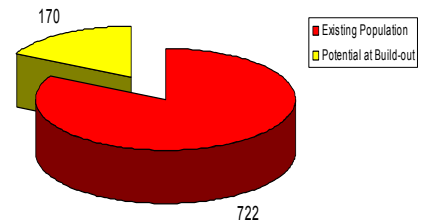


## Community Facts

- 244 houses
- 289 assessed properties
- estimated population – 722
- approximately 23% of Area A population
- 68 vacant lots
- 259 lots without assessment roll numbers



## Population



## Ideas/Opportunities

What we heard.

## What We Heard from Area A

### Survey Directions:

- General services
- Managing growth
- Managing the environment



Harrogate/Parson/McMurdo Issue Identification & Planning Education Project

**differing views on how ....**

**... but interested in directing**

**future actions.**

TRUE

Harrogate/Parson/McMurdo Issue Identification & Planning Education Project

**What we heard from Residents**

- Concerned about water and the impact of more development on water availability
- Need land use controls to address impacts on water
- Provide example of land use management

TRUE

Harrogate/Parson/McMurdo Issue Identification & Planning Education Project

**Governance/Service Options**

- District Municipality for Town of Golden
- Improvement Districts
- Service Area within Regional District
- Status quo
- Other Regional District Configuration

TRUE

Harrogate/Parson/McMurdo Issue Identification & Planning Education Project

**Why No More Improvement Districts?**

Other jurisdictions have easier access to:

- Grant dollars
- Municipal finance authority borrowing
- Municipal insurance agency insurance

TRUE

Harrogate/Parson/McMurdo Issue Identification & Planning Education Project

**Governance/Service Options**

- District Municipality for Town of Golden
- Improvement Districts
- Service Area within Regional District
- Status quo
- Other Regional District Configuration

TRUE

Harrogate/Parson/McMurdo Issue Identification & Planning Education Project

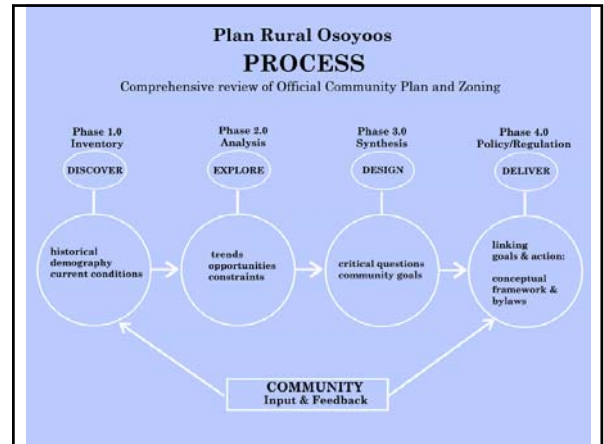
**Traditional Land Management Options**

```

graph TD
    A[Governing Agency] --> B[Official Community Plan]
    B --> C[Zoning By-law]
    C --> D[Input to Subdivision Approvals]
  
```

TRUE

## Opportunities for Community Involvement



Harrogate/Parson/McMurdo

Issue Identification & Planning Education Project

## Official Community Plan

- Sets out in broad terms the location type and density of future land use



Harrogate/Parson/McMurdo

Issue Identification & Planning Education Project

## Land Use Examples

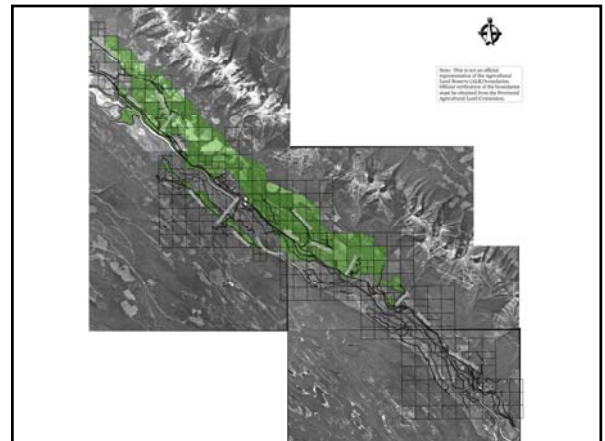
- Residential
- Open Space, Park, Recreation
- Industrial
- Commercial
- Institutional
- Agricultural



Harrogate/Parson/McMurdo

Issue Identification & Planning Education Project

## What density is appropriate?



## Official Community Plan

- Guidance on municipal **servicing** needs
- guidance on the **supply** of parkland, open space, schools and public facilities
- direction on **preserving** and **protecting** hazard lands and environmentally sensitive areas



## Role of Official Community Plan

**“to guide future development  
and decision making”**



## Other Options for Public Involvement

- Advisory Planning Commission
- Neighbourhood Association



## Role of Advisory Planning Commission

**“advise the Regional District  
on matters that are  
referred to the Commission  
by the District”**



## Advisory Planning Commission

### Advantages:

- established by CSRD By-law with clearly defined role (or “power”)
- members appointed for defined term
- APC is a recognized group that can take on new roles, e.g. assist with planning projects



## Advisory Planning Commission

### Disadvantages:

- limited role since without by-laws or regulations in Area A to review and comment on
- community may prefer independent organization rather than branch of CSRD



## Neighbourhood Association

### Advantages:

- collective voice to represent area
- point-of-contact for issues to be brought to the community
- group to tackle “big” issues like the development of community facilities, organization of events, response to development pressures, advocate for change
- Able to influence decision makers



## Neighbourhood Association

### Disadvantages:

- requires ongoing energy and commitment from the community
- no formal, regulatory role (or “power”) in decision making



## Next Steps

- Discussion of options
- Advisory Planning Commission
- Neighbourhood Association
- Other?

