



# VILLAGE OF HARRISON HOT SPRINGS

COUNCIL RETREAT

**AGENDA**

**July 29, 2009**

Harrison Hot Springs Resort & Spa  
Coronet Room

7:00 a.m. – 8:00 a.m.	Breakfast in the Lakeside Cafe, meet and greet
8:15 a.m.	Coronet room open for those not in attendance at breakfast, meet and greet
9:00 a.m. SHARP	Opening remarks, introductions and presentation of days format – Larry Burk and Ted Tisdale
9:15 a.m.	Introduction of agenda and general presentation of the day's process to get through the items – Ted Tisdale
9:30 a.m.	Begin
10:00 a.m. – 10:15 a.m.	Short stretch break, coffee and tea
10:15 a.m.	Adjustments to agenda/items if necessary – Ted Tisdale Resume agenda
11:30 a.m. – 12:30 p.m.	Move to Lakeside Cafe for lunch
12:30 p.m.	Resume with adjustments to agenda/items – Ted Tisdale
3:00 p.m.- 3:15 p.m.	Short stretch break, coffee and tea
3:15 p.m.	Resume – group or individual presentation of decisions – Ted Tisdale and Larry Burk
4:30 p.m.	Short 5 min break for Ted and Larry to summarize the day and determine if any further discussion is necessary
4:35 p.m.	Summary for the day – Ted Tisdale
4:45 p.m.	Resumption of discussion to finalize Summary
5:00 p.m.	Final Summary  Adjournment





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**OPENING STATEMENT – PURPOSE AND SCOPE OF THIS MEETING.**

The purpose of this meeting is to establish a framework of priorities for this Council, staff and Committees/Commissions to move forward with over the next year and rest of this term. It is hoped that these priorities will provide a balanced approach that all parties can believe in, buy into and strive toward.

The current OCP contains a series of policies that either expects Council to resolve or makes suggestions and requirements as to how and what issues need to be resolved. Without a resolution or specific decisions on these policies it will be difficult for the Village and staff to move forward with consistency or commit to the plan. Many questions arise from the plan because the numerous policies are difficult to apply without appropriate measures, resources and planning decisions.

Of paramount importance to any OCP, is for everyone to understand that an OCP is a “guiding principle” document. These are “living” documents meant to provide direction for adapting to changing technology, philosophies and techniques in planning differing land uses and zoning.

An OCP provides the framework and general policies that guide implementation of economic, social and environmental ideas and planning decisions both short and long term. An OCP needs to be adaptive and changeable. Over the years OCP's have become limited documents, changing from 15, 12 or 10-year plans to now being a 3 to 5 year plan.

Our current OCP began its development in 2005 and became an official plan on May 7, 2007. Already it is showing limitations but most predominantly because some of the policies and recommendations within the plan have not been completed or implemented.

The OCP provides many tools that guide or substantiate decisions that need to be made. Policies within the OCP require fulfillment in order for Council, staff and consultants to make decisions and set other policies. Fulfillment of these policies also provides a certain expectation and commitment from the Village so that developers can make decisions about making significant capital investments in the Village.

In preparing an agenda for the upcoming daylong meeting of the Council, the APC and EDC, I reviewed the ***Summary of the Plan*** to find some key points or “hints” that may help us understand the intention and direction of the diversity of this document.

See that attached copy of the ***Summary of the Plan*** with these “hints” highlighted in yellow. Try reading only the yellow highlighted phrases and words in isolation from the rest of the statement. I believe you will see a more diverse overview of the philosophy and intent of the Plan as it was prepared. For me it the comments above and the intentions of the policies recommended throughout the Plan in a better or different perspective.







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### Summary of the Plan

The Official Community Plan (OCP) is a legal policy document adopted by the Village Council under Part 26 of the *Local Government Act*. It provides the broad framework for guiding future development and services in the community. Various bylaws (eg. Zoning), and capital works are used to implement the policies adopted in the OCP. All subsequent bylaws or amendments to bylaws must be consistent with an approved OCP. The OCP must also conform with the Regional Growth Strategy of Fraser Valley Regional District. Community workshops undertaken in 2005 and further discussions by the Advisory Planning Commission and the Village Council have led to the preparation of an OCP which will proceed to a public review and public hearing.

The Plan presents a vision and a set of goals for Harrison Hot Springs based on a "residential and resort community with an attractive and inviting village core of shops and services. A strong commitment to maintain the scenic qualities, the environment, the quality of life and the vibrant recreational and cultural life combined with a high standard of development".

The future of Harrison Hot Springs is envisioned as a high quality resort destination and residential community with a compact village centre and an emphasis on the natural and cultural environment. The primary direction for future development therefore is to focus on enhancing the quality of development and services, strengthening the character and diversity of the village centre, expanding the tourism opportunities, and protecting the natural landscapes that support a viable tourism economy and high quality residential areas.

Future development decisions will be guided by the OCP Future Land Use Designation Map (Schedule 1-B) which identifies the permitted zones in each area (see Table 1). Development Permit Areas (Schedule 1-C) are also identified which regulate the form and character of development, or ensure protection from natural hazards, or provide for protection of the natural environment within specific areas. It is proposed to amend the current Village Centre Design Guidelines (Schedule 1-D) with a more detailed design plan which will be used to encourage coordinated re-development of commercial and residential land uses in the centre.

The Village population was 1785 residents in 2007. This is estimated to grow to about 1900 persons in the next five years and housing units could increase by 120 residential units over this period. A Growth Management policy is presented that involves increasing residential densities in the village centre subject to completion of a detailed design plan, and Council's consideration of potential proposals for townhouse development at the east end of Lillooet Avenue, and for potential additional low density residential uses in the Pine Avenue area. These development opportunities will be discussed with residents and owners.



Development within the Village Centre under a comprehensive design theme is high priority in the Plan, along with protecting views of the lake. A Village Centre Design plan will be prepared to provide the detailed concept for future development. A View Protection policy is presented which recognizes the natural vistas of Harrison Lake as an important asset to the community. Future redevelopment at key locations on Esplanade Avenue and Lillooet Avenue will be required to take account of the need to maximize views of the lake from street level in the development of future buildings and landscaping. Careful improvements to the lakeshore to enhance facilities for residents and tourists are also proposed in the Plan.

The Plan strives to develop a prosperous tourism economy that is in harmony with the residential community and the natural environment. Along with redevelopment of the “village centre”, the plan sets out policies for the “waterfront commercial”, “marine tourism” and “lakeshore residential” areas adjacent to and near the lake, maintains a predominantly “low density residential” area in south Harrison and a “tourist commercial” designation for certain areas along Hot Springs Road. Ensuring that expansion of infrastructure and services – water supply, wastewater management, fire protection, etc, are equitably funded by future development through updated development cost charges is a key priority in the Plan.

The Plan further proposes to initiate discussions with the Ministry of Transportation on parking and other changes to Highway 9 through the village, including future improvements to sidewalks and bicycle paths and measures to enhance pedestrian safety along Hot Springs Road consistent with the Regional Growth Strategy.

The Plan also supports the development of the tourism sector in Harrison Hot Springs in shifting toward a more sophisticated market which caters to diverse visitor activities and higher-value experiences. It recognizes the need for an updated framework for tourism growth in conjunction with revitalization of the village Centre and improvements to the entrance corridor into the community along Hot Springs Road (Highway 9). The Plan also provides for small-scale marina inns catering to the boating tourist and supports developing a lakeshore boardwalk to increase public use, boating and day use tourism in the east end of the lakeshore.

A Parks and Trails Master Plan and development program are proposed, as is an environmental inventory and a drainage plan. The Plan proposes extension of the Public Use designation Crown lands east of McCombs Drive for mostly park purposes, and application for future public works yard on a portion of these lands in a manner consistent with the Regional Growth Strategy.



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**PRIORITY A**

To begin; the Plan suggests (1.3 page 2) *that Council is required to:*

- *Conform with the OCP objectives and policies in subsequent decisions on new bylaws and public works;*
- *Regulate subdivision, development and parkland dedication in a manner consistent with the OCP*

*The OCP does not change current zoning. Existing legally established land uses are not altered by the Plan. However where there is a proposal to change zoning these changes must be consistent with the OCP.*

Here is our first anomaly. Almost all of the designated land uses described in the Plan do not have a corresponding zone in the current zoning bylaw. Therefore either the zoning bylaw needs to be changed or the Plan land use designations become the guiding principles for zoning changes through a Comprehensive Zoning process.

**Advantages:** Simply stated; a Comprehensive Zone allows you to “invent” whatever zone you wish for the intended or proposed use. It is sometimes a good thing where limited space and area is available or a “one-off” or very specific use is defensible.

**Disadvantages:** simply stated; Comprehensive Zones do not always provide for a well-planned and consistent approach to land planning and development. It is sometimes a slippery slope where “inventions” may be considered by some to be precedent setting.

**PRIORITY:** -Change Zoning Bylaw; or  
-Status Quo and adapt where and when necessary by changing or creating a new zone when one is needed.

How diverse the new zoning will be will be directly dependent on the diversity Council wishes development within the Village to be.

Staff is recommending keep it simple. Limit the number of zones. Allow multiple uses in fewer zones so that developers will have choices of use per zone.







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PRIORITY B

1.4 Implementation Actions and Priorities

Very high, high, medium and low priorities are listed in tabular form.

**Very High:**

Wastewater:	already underway although somewhat stalled due to cost. Currently costing is being revised. Responses by September.
Water:	reservoir scheduled to be complete by late October early November of 2009. Infrastructure improvements require consulting engineering and a 4 to 5 year plan of Capital Works. This is underway however not as a high priority. This is development driven as much as limited by available capital budget. Grant funding is paramount to early implementation. Resources and capital are the major components. Expenditure of current DCC's will help also.
Hot Springs Source	very limited response and follow up to date. If it is to be a high priority then staff and resources need to be set as priorities. Substantiation of this is required in order to prioritize funds at the high cost that is expected. First Nations involvement will be critical to this item being able to be prioritized realistically.
Village Center Design	nothing started yet. Is this still a 'very high priority'? Dedicated resources and budget funding will be required. (to be discussed later today)
Zoning Bylaw	see Priority A; not a lot done yet. Staff discussions with consultant set a framework and subjective time line. FVRD Planning is no longer relevant. EDC should be reviewing/developing/recommending strategies to encourage development such as density bonusing ideas etc. However a Village Center Design plan would be a high priority in order to provide a consistent approach and show areas where these "encouragements" can be directed.

**High**

Public Works Yard	almost nothing done. ILMB and ALR issues need to be resolved. First Nations vis a vis archeological process may be necessary. Justifying this should be considered as there will be significant budget issues.
Memorial Hall	Current Council has begun the process to renovate the current hall. Grant funding has been approved. Community needs assessment will focus on a new multi-purpose facility which will progress to RFP stage for distribution later in August
Lakeshore Management Plan	Nothing started here. Requires a specific approach and understanding of what is needed. (for later discussions today). EDC will have to be involved so that an understanding of what opportunities can be preserved or explored. Planning consultant work is required therefore a budget issue.
Hot Springs Road acquisition/divestiture	Completed
Drainage Plan	The first phase completed by consultant. Moniker should be Storm Water Management Plan. A SWMP should be developed. This will have a large budget component. Staff does not consider this to be a "high" priority. New aerial photos will be taken late in 2009 and will include topographic updates. From these catchment areas and overall grading can be reviewed.
Parks and Trails	a document has been completed. Is it complete enough to begin setting priorities and beginning designs?
ESA Study	Staff believes this is development driven since most of the issues are in or around undeveloped lands. Staff does not consider this to be a "high" priority. Current Plan mapping and on the ground surveys during development reviews can be provided sufficiently.

**Medium**

Hot Springs Road Design	(between McPherson and Miami River Drive) Staff recommend this be moved to a higher priority if the tourism vision of the Village is the primary focus/priority out of this meeting. Budget implications will be significant as consulting will be the only source. 50/50 Planning grants may be applicable. Consider approaching MoT Ministry at UBCM to bring this to a higher priority for them as well as for us.
Lakeshore Promenade	some of this planning is done with the current beach re-development planning. Although the beach re-development plans are not widely known or vetted some phases have concluded – namely the Plaza and Hot Springs Road. The remainder of the promenade around to Rockwell Drive. Coordination with the District of Kent is very important along this section of lakeshore. Planning here will involve extensive consultation with Provincial and Federal agencies so priorities and scheduling need to be resolved. There is some action by the two marinas, the Yacht Club and another private interest now. Councils must decide how to prioritize this work to consider development driven aspects to be included in the budgeting and planning process.
Bus Service	some work already underway or completed. Kent went through a transportation study in which the interests of the Village had been partially considered thanks to involvement of local residents. FVRD transportation planning is underway and it remains to be seen just how VHHS will benefit. Possibly more effort or interest can be generated by user group discussions, UBCM discussions with the Transportation Ministry as well as a strong voice on FVRD's planning group. Staff believe this should move to a higher priority on this matrix. Also discussion with Ministry at UBCM would likely be productive.



**Low**

## Tourism Development Strategy

This should really move to the "Very High" priority column. Resort Community status which now provides some considerable capital from the hotel tax was established in 2008. Use of this capital is becoming a significant priority for the Province in order to both justify the tax as well as ensure it is sustainable. Working session for CAO's and DOF's are scheduled for September 9-11 inclusive. Planned and sponsored by the Whistler Committee for Sustainability and the Provincial authorities responsible for this initiative it is expected to bring consistency and justification through collaboration with all current Resort Communities together. One of the topics of the conference is 'Event Planning. This is becoming a top priority with not only the Province but these communities. Another priority is the distinction between strata ownership of so-called hotel suites. Significance of Bed and Breakfasts will be discussed also. Staff is of the opinion that this should move to the "very high priority" column.

## Signage System

nothing done to date. A new sign bylaw is definitely required. Suggest reviewing other tourist/resort communities to find similarities and comparables. Project for Exec. Assistant to start. Bring to APC, EDC and Bylaw review committee for input following initial draft and fact gathering.

## Waste Composting

This should be included in a revamping and redevelopment of our current Solid Waste processes and procedures. This should be moved to the "Very High" priority column. FVRD is revising their SWMP and the Village will be bound by any decisions or changes they may determine. One major issue is that VHHS must reduce its output immediately. This is not only a localized issue it is global. Education is paramount and staff is recommending that our own SWMP is a mandatory requirement asap. Some consulting will be required therefore budget issues are to be considered.

### Boat Launching and Mooring

Some of this is included in the new Park re-development plan phases. As noted above not well known by all. This may be considered an important factor in increasing tourism activities specifically water craft/boat activities. Need to get ILMB involvement with existing water lot tenures along the waterfront. Include private marinas in the discussions. Include DOK in discussions surrounding improvements to the breakwater structure and any development along Rockwell Drive as well.

### Recreation Programs

I'm going way out on a limb here and suggesting coordination with DOK in this area. Approximately 22% of participants in DOK programs are VHHS residents. DOK has a recreation staff with the expertise and they have the facilities. We may be able to assist with baseball diamonds, some summer swim programs if the Lagoon can be made tolerable or an area of the lake can be set aside or reserved for teaching or training for things like sailing, sail boarding, swimming, canoeing, kayaking, water skiing etc. These are all things taught or supported in Kelowna, Penticton, Peachland, Rossland, Lake Cowichan and many other areas in the Province. Typically they are self supporting from a budget perspective. All they need is staff and coordinating personnel to contribute and staff the venues. It has to be started by us, not wait for someone to come forward to inquire about. Also summer programs can be funded or partially funded by the Province.

### Public Pool

This is definitely a non-priority for VHHS. If anything this is one of the areas VHHS could definitely benefit in by supporting DOK in their quest to move forward with a public pool. It was identified as the top priority in their Community Needs Assessment and many VHHS residents participated in the focus groups and submission of survey data. Realizing a pool in this area is a good investment if coupled with DOK. It is not a know fact that swimming pools require operational subsidizing up to 75% of operational and maintenance costs.







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**PRIORITY C**

**1.5 Plan Amendment Policy**

1.5.1 This statement requires amendment with respect to completion of various planning and policy changes throughout the Plan. Currently formal applications are made to amend the plan. With a new zoning bylaw and finality to policies it is likely that amendments to the Plan will not be a factor in the future. Consistent and frequent review of the Plan allows for adaptation to changes in the industry so that specific Plan amendments will be limited.

1.5.2 This section provides a pretty good check list with which any changes to either zoning or the Plan can be reviewed. Council has to recognize that applications for changes will continue as philosophies, economics and social aspects change with the times.

Accepting that change is inevitable is something that Council needs to embrace. This checklist is not exclusive but many of these items are identified at the rezoning application stage and can and should be addressed then. Also completion of this Council meeting exercise may make some of these questions redundant.

1.6 As above, the completion of this Council meeting exercise will make some of these items redundant for the Plan. Typically, virtually all of these factors are taken into consideration with any proposed rezoning on lands. A new zoning bylaw and Subdivision and Development Bylaw will solidify basic requirements considerably. Compilation of a new Subdivision and Development Bylaw is beginning shortly and will be presented to the Bylaw Committee for review and consideration by late September or early October.





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**PRIORITY D**

In the context of setting priorities and making them specific, the goals of the Plan with respect to 2.4, 2.5 and 3.1 page 16 are all important apart from being repetitive.

The first real policy set to be implemented in the Plan other than the zoning bylaw is under 3.2.1 through to 3.2.8 – Neighborhood Planning Area 1 and 2.

The Consultant for the Village has presented a first draft proposal for these two areas which will be presented to Council as a first draft proposal on August 10<sup>th</sup>. The APC is presently reviewing this first draft and I suspect the draft will be formally referred to them for consideration at the August 10<sup>th</sup> meeting.

To solidify the potential characteristics of these two planning areas it is important to review what Council sees as potential in these areas now. Considerations out of today's meeting will help establish a direction that can be supported by Council so that public presentations can go forward soon.

A priority in this area is required soon because there are at least 5 distinct applications or discussions on development potential in these areas from interested developers and owners.

Any delays in our deliberations at this time may send the same message to prospective developers as has been suggested in the past; that being that the Village is not interested in change, not interested in moving forward and thus an area not to invest in.







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**PRIORITY E**

**3.3 View Preservation Strategy**

This policy requires the specific development of the Lakeshore Special Planning Area. This will require input of the Consultant but will need ideas and special input from Council and staff. Decisions on priorities in this input is solicited at this meeting so as to provide a starting place for the consultant to begin working on this plan.

A significant amount of public involvement may evolve in this planning process but again as in Priority D, Council's ideas and considerations at this meeting will help the consultant and staff begin the process of providing a preliminary draft report.

There are conflicting statements in the Plan and in what has transpired to date on the developments at the water front. An understanding of what parameters the Village sees vis a vis Council and what the professional consultant recognizes and has experienced will set the guidelines for his moving forward with this planning.

For instance how much of a commercial mix is expected? With the eventual need to raise the height of the dike along Esplanade what do you think would be appropriate for developing along Esplanade below the dike level?

View preservation is very subjective. What one sees as an acceptable vision is quite unacceptable to another. So there are going to be very distinctive differences with how preservation is defined when public consultation begins.

Take the new hotel/tower for instance. The proposed very small footprint tower is significantly more appealing than a 6-story box that could have been constructed under the current zoning and policies within both the current Plan and the current zoning bylaw. With the small tower the view corridors are significantly better than being totally cut off by a 6-story full-block building that would have covered 100% of the land.

Finalizing the Lakeshore Planning Area is of vital importance to both the EDC in moving forward with their strategies as well as the APC and Harbor Commission begin able to recommend ideas for potential development ideas to improve their respective mandates.







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**PRIORITY F**

The lakeshore is a critical area of the Village offering a high potential for major new development opportunities. Because of the tourist focus and the commercial components, a decision as to which of these factors needs to be the priority should be determined. Hence completion of work to establish the Lakeshore Special Planning Area is critical.

One of the factors in developing standards and considerations for the Lakeshore Special Planning Area is the application of Design Guidelines. Because the Design Guidelines are a significant factor, it becomes a question as to which of these two aspects needs to be the priority.

An initial attempt to create design guidelines has been provided by a consultant, however the caveat to this document is that there is no significant input from Council (committees), staff and the public.

Also to be considered in the development of the Lakeshore Special Planning Area is what opportunities are there for commercial uses or tourism? Also what opportunities will or should be encouraged to provide the incentive for increased commercial or tourism opportunities? Finally which comes first, consideration of tourism or recruitment and enhancements to commercial opportunities?

Critical review of business case scenarios might be important to make appropriate decisions with respect to commercial opportunities. Also what is needed to encourage tourism – accommodation alternatives, activities, amenities, commercial outlets ie: restaurants, retail or fast food and what about parks, amusement facilities, campgrounds and sporting venues?

The Plan breaks the LSPA into 5 elements. These elements require specific detailed parameters in order to determine their outline, location and guidelines for potential development or land uses.

Lakeshore Beach and Public Use  
Village Centre  
Waterfront Commercial  
Lakeshore Marine Tourist Commercial  
Lakeshore Residential

Before a lot of planning can take place we have to determine political priorities and technical priorities for these elements or acceptable uses in these areas.





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**PRIORITY G**

- 5.3.1 suggests that it is Council Policy to develop a Tourism Development Strategy (TDS) which enhances tourism, provides visitor friendly amenities, develops improvements that work toward beautification of the entrance corridor, green spaces, and enhancements that will solidify the tourism components.

Several suggestions, details and ideas describe the aspects of how the TDS was to be implemented.

A Tourism Development Strategy of sorts has been developed with the inception of the Village's Resort Development Strategy and designation. These two ideas the TDS and the RDS need to be married into one unified plan.







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**PRIORITY H**

**Section 6 Residential Development**

The growth in residential development must continue to maintain the quality of the existing residential environment as well as adapt to the FVRD and VHHS population growth strategy. The older, large lot residential development style designs must be replaced by more compact subdivisions with higher densities and uses.

Infilling and re-development of the old large lot development areas is becoming a critical priority in many municipalities especially those with little or no land left to expand their population growth commitments. Council has to take the initiative to promote higher density uses including comprehensive mixes of commercial, multi-family and other alternatives for both commercial and residential uses.

It is extremely important during this planning process to consider the economic, environment and social factors that lead to a sustainable community.

High, medium and low density criteria has to be established through innovative zoning and planning ideas. These ideas also need to be provided in a simple yet comprehensive, easy to read document in order to be productive and beneficial.

A decision to prioritize a new zoning bylaw to compliment the Plan is required. Currently it is impossible to plan development in the Village employing land use designations within the Plan and the current zones established in the old zoning bylaw.

Developers, engineers, architects and designers have a difficult time in bringing forward proposals and considering ideas for developments and proposals within the meets and bounds of our limited zoning capabilities and specifications.

Within the meets and bounds of residential development potential the need to include zones or areas for affordable, rental and special needs housing and seniors housing facilities is now more important than it was 5 years ago at the time when the current Plan was being developed.

Finally the provision of parking and traffic considerations is paramount to providing the amenities necessary to utilize new planning and zoning initiatives as well as being sensitive to tourism priorities at the same time. This most importantly includes parking.

Standards within a new Subdivision and Development Bylaw will provide specifications and details in setting suitable servicing standards.



Incorporated May 27, 1949

## Village of Harrison Hot Springs

P.O. BOX 160, 495 HOT SPRINGS ROAD,  
HARRISON HOT SPRINGS, B.C. V0M 1K0

MUNICIPAL OFFICE (604) 796-2171  
PUBLIC WORKS DEPT (604) 796-2171  
FAX NUMBER (604) 796-2192  
EMAIL: [info@harrisonhotsprings.ca](mailto:info@harrisonhotsprings.ca)  
WEBSITE: [www.harrisonhotsprings.ca](http://www.harrisonhotsprings.ca)

### Invitation

Date: July 21, 2009  
To: Members of Advisory Planning Commission  
From: Mayor Ken Becotte  
Subject: Council Planning Retreat, July 29, 2009, Harrison Hot Springs Resort & Spa

The purpose of this writing is to extend an invitation to members of the Advisory Planning Commission to attend and participate in a Planning Retreat with Village Council and senior staff.

The focus of this Retreat will be on a review of the Official Community Plan, which was adopted by Council in May of 2007, more than two years ago. The summary of proposed activities to be undertaken by the Village Council include 5 with "Very High Priority", 7 with a "High Priority", 3 with "Medium Priority" and 6 with "Low Priority".

The outcome of the Planning Retreat will be a determination of what has been accomplished to date, what is being accomplished, what need not be accomplished and what should be accomplished that is not currently addressed in the OCP. Additionally we will determine how best to proceed with the implementation of these priorities.

Staff will be providing the logistical details for the Planning Retreat in the near future but in the meantime I would ask that you all give the OCP a thorough reading so you are well familiar with its content.

Thank you,

*Original to Chair*  
Mayor Ken Becotte





Incorporated May 27, 1949

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HARRISON HOT SPRINGS, B.C. V0M 1K0

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Date: July 21, 2009  
To: Members of Economic Development Commission  
From: Mayor Ken Becotte  
Subject: Council Planning Retreat, July 29, 2009, Harrison Hot Springs Resort & Spa

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Thank you,

A handwritten signature in blue ink that reads "original to chair".

Mayor Ken Becotte