

UPDATED  
OFFICIAL COMMUNITY PLAN  
*Draft #2*

*August 12, 2010*

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Appendices (colour) available at Village Offices or online

## 1.0 INTRODUCTION

The Official Community Plan (OCP) is a document that has been developed by the Pemberton community. The adopted Village of Pemberton Official Community Plan is in accordance with s. 875 of the *Local Government Act* and contains the statement of objectives and policies to guide decisions on planning and land use management. The Plan has been carefully formulated to reflect the community priorities relying on an extensive public consultation program and background research.

The Village of Pemberton is required to adopt an Official Community Plan by the provincial government in accordance with the provisions of the *Local Government Act*. The OCP document provides tremendous value to a community, clearly articulating how residents, stakeholders and civic officials envision land use and the character of development both in the present and in the future. The OCP is a requisite whereby any decisions resolved by the Village of Pemberton, relating to the use and development of land must be in accordance with the directions and designations of OCP. The OCP also sets down policies related to new construction to ensure that it is achieved in accordance with preferred municipal requirements related to the form and character of the building. Further the document indicates the location of existing and future community uses such as parks, facilities, and trails as well as local infrastructure particular to water, wastewater, roads, sidewalks, and fire prevention.

This introductory section of the OCP provides an overview of the document considering the OCP's importance, legislative requirements, content, future amendments, related reference information and community consultation.

### *Legislative Requirements:*

In accordance with the *Local Government Act*, the Official Community Plan includes statements and map designations related to the following:

- statement of housing policies and anticipated housing needs over a period of at least five (5) years;
- location of commercial, industrial, institutional, agricultural, recreational and public utility uses;
- location of sand and gravel deposits;
- recognition of lands with hazardous conditions and/or environmentally sensitive to development;
- identification of major road, sewer and water systems; and
- location of public facilities, including schools, parks and waste treatment and disposal sites.

The plan also contains targets and action plans for the reduction of greenhouse gas emissions as well as policies related to the maintenance and enhancement of farmland and the preservation, protection, restoration and enhancement of the natural environment, its ecosystems and biological diversity. The OCP also includes a Regional Context Statement as in accordance with the Regional Growth Strategy.

Although the legislation clearly defines the contents of the OCP document, the Village has chosen to create a user friendly and succinct document. The contents contained within the OCP clearly respond community values and desires while also realizing the challenges of a community that has a high level of community interaction, awareness and involvement in land use decision making yet where municipal resources are challenged by limited revenues.

## Content:

Previously the Official Community Plan was used primarily by Village Council and staff to ensure compliance when reviewing development applications. The 2010 OCP has been developed to expand this function and be the premier document related to projects that involve land use and development. The OCP provides not only clear policies and designations related to use of land and buildings but also identifies other planning directions that are integrated with other community priorities such as: sustainability, growth management, arts, culture, history, transportation, the local economy, recreation, infrastructure, agriculture, greenhouse gas emissions, energy planning, the natural environment and local decision making.

The OCP aspires to be a guiding document for an array of Pemberton's groups and individuals with interests in the area. The document has been designed to be easy to use, particularly introducing straight-forward planning directions, policies and actions that encapsulate the community's thoughts and ideas. The OCP has also relied on maps and illustrations as much as possible to explain provide examples or clearly delineate the plan's requirements.

The OCP includes the following sections:

***Sustainability Principles*** are the community's preference for the future of their community. The statements recognize and integrate fundamental social, economic and environmental priorities for Pemberton.

The ***Regional Growth Context Statement*** has been included in the OCP identifying its relationship with the adopted Regional Growth Strategy for the Squamish Lillooet Regional District, particular to local planning and land use policy

***Targets for the Reduction of Greenhouse Gas Emissions*** are included for the area covered by the OCP as required by the *Local Government (Green Communities) Statutes Amendment Act*.

***Community Planning Directions*** are intended to move the community forward in fulfilling the *Sustainability Principles* specific to matters related to the planning and development of the community. The *Directions* are further developed and achieved *through* corresponding ***Planning Policies, Strategies and Actions***.

***Land Use Designations*** clearly define the land use terms as they correspond with the Land Use Map (Map B) designations. As a result development within the Village shall be in accordance with the directions, policies and designations of the OCP.

***Development Permit Guidelines*** for selected areas within the Village have been identified in accordance with s.919.1 of the *Local Government Act* and designated in Map C.

***Annual Monitoring and Reporting Policy*** outlines the Village's program for collecting information on key indicators related to social, economic and environmental characteristics affecting the community. The information is analyzed and then presented to the community. As the OCP is intended to respond to new information and/or trends the monitoring and reporting will assist with the adjustment of OCP policy statements, strategies and actions over time.

### Future Amendments:

The Official Community Plan is not intended to be static document, but like the Pemberton community will adapt to new information, a changing environment, and new priorities. It is anticipated that the OCP will be amended from time to time whereby the policies and designations are no longer appropriate or the strategies and actions have been addressed.

To ensure that the Official Community Plan continues to be a proactive land use planning document, it will contain action items as well as a monitoring, reporting and document review program. It is anticipated that monitoring and reporting program will be incorporated into the OCP through an amendment early in 2011.

### Reference Information:

It has been practice in British Columbia that Official Community Plans include certain statistical facts about land use and development within the community. The preparation of the OCP has collected and analyzed important information related to social, economic and environmental indicators affecting the community. This information is included within the *Pemberton Snapshot*. The *Snapshot* is intended to be continually updated in conjunction with the monitoring and reporting program.

The OCP Strategy sections also refer to those plans, strategies and other initiatives that have direct affect and should be considered in the implementation of this Plan. The Strategies have been explicitly included in the OCP to further facilitate a planning and review process that considers all affecting initiatives, effectively taking the documents and plans "off the shelf" and into the decision making forum. Further specific Actions are identified for each of the Planning Directions as to ensure that the OCP is accountable for fulfilling the community's future aspirations. If any of the Strategies or Actions are no longer relevant, have been superseded or are completed, the references are to be removed or changed through an amendment process. It is anticipated that the scheduled review of the OCP will undertake such amendments in a comprehensive manner.

### Community Consultation:

The update of the Village's Official Community Plan was initiated in early 2009. The new OCP has been developed to meet the needs of the community, incorporate new provincial requirements and to be an action oriented plan. The process has been transparent and accountable with considerable opportunities for public engagement and input.

As a result, the preparation of the OCP has provided many creative opportunities to engage the public. The approach to consultation was intended to both efficiently and effectively meet the Village's needs and budgetary constraints while also allowing the community to direct comments to specific local issues. The public engagement included the following:

- Official Community Plan Update Launch (June 2009 Annual General Meeting / Town Hall Meeting)
- Community Questionnaire (June/July 2009)

- Advisory Land Use Commission Meetings
- Speak Up Pemberton Community Meetings (January/February 2010)
- Speak Up Pemberton Workbook (February/March 2010)
- Display Boards and Input Exercise of the draft Official Community Plan (June 2010 Annual General Meeting/Town Hall Meeting)
- Community Referral of the draft Official Community Plan (August 2010)
- Public Meeting (September 2010)
- Statutory Approval Process with Public Hearing (October/November 2010)

The community consultation program was supported by an extensive advertisement program incorporating newspaper advertisements, email updates, Pemberton Page updates staff outreach and community notice boards.

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## 2.0 PEMBERTON'S SUSTAINABILITY PRINCIPLES

The Village of Pemberton recognizes that it is important for its community and society in general to embrace the principles of sustainability and sustainable development<sup>1</sup>. The community has developed the following vision that is intended to direct the community towards the integration of their social, economic and environmental priorities both in the present and the future.

**Our community is habitat.**

We are in a relationship with the natural world and will strive to protect and enhance the environment that sustains and nourishes us.

**Our community flourishes because local economy is nurtured.**

A vibrant, diverse and supported local economy and employment base enables creative, intellectual and material fulfillment of our citizens.

**In our community, all are valued.**

We honour diversity and seek to provide a place to live, work and play that is inclusive, healthy and safe for all.

**We know where we are because we embrace our people's heritage.**

We value that which makes Pemberton distinctive. We ground our unique sense of place in our people, history, culture and physical setting.

**Our community chooses to tread lightly.**

We reduce the consumption on non-renewable resources as part of our accountability to future residents of this village and valley.

**We work together.**

In governance, we pursue processes and make decisions that engage and respect present and future citizens, consider our neighbours in other jurisdictions, and ensure we are living within our means.

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<sup>1</sup> *Sustainable Development – meeting the needs of today's generation without compromising the ability of future generations to meet theirs.*

### 3.0 REGIONAL CONTEXT STATEMENT

*This will be added once the Regional Growth Strategy is formally approved by the provincial government (anticipated in the fall of 2010).*

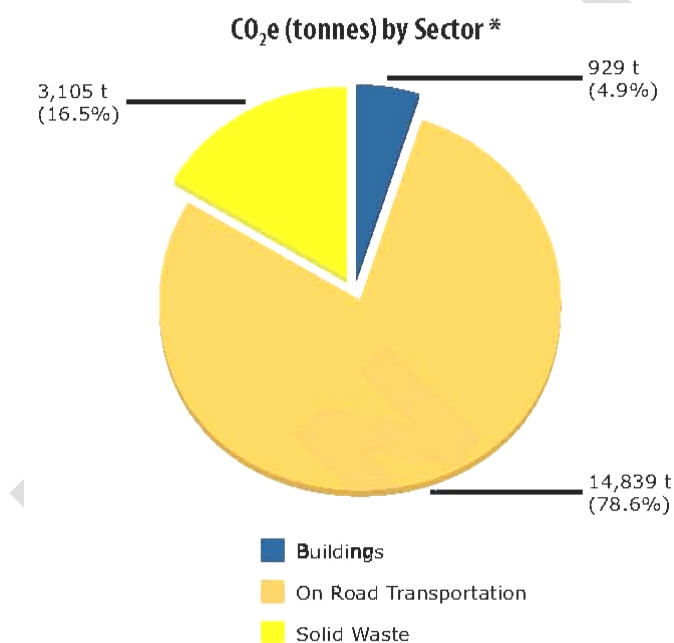
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## 4.0 PEMBERTON'S GREENHOUSE GAS TARGETS

In 2007 the *British Columbia Climate Action Charter* was resolved whereby the Province and the Union of BC Municipalities agreed to be carbon neutral by 2012. As of September 2009, 176 local governments were signatories to the agreement including the Village of Pemberton (June 3, 2008). The greenhouse gas emissions reduction targets required through the Charter are focused on municipal corporate operations.

In 2008, the Provincial Government introduced the related *Local Government (Green Communities) Statutes Amendment Act* to support local governments in reducing greenhouse gas emissions, conserving energy for greener, more sustainable communities. The subject legislative amendments provided an expanded framework for local governments to decrease emissions through the application of the following tools: requiring targets, expanding parking management powers, enhancing the development permit review process, and waiving or reducing development cost charges.

The community emissions are those occurring by residents and businesses in the community which the municipality cannot directly control, but may be able to influence through planning and program activities. The following provides a description of the Village's Community Energy and Emissions Inventory (CEEI):



### Observations:

- GHG emissions are measured by CO<sub>2</sub>e (equivalent carbon dioxide) which describe climate change impacts given the type and amount of greenhouse gases.
- The inventory indicates that for the most part buildings in the community are heated by electricity which emit only .6% GHG emissions/GJ being only 4.9% of the total CO<sub>2</sub>e for the community
- On-road transportation emits the most CO<sub>2</sub>e - being 78.6% of the community's emissions.
- Waste in place methodology estimates landfill gas production for all the waste tipped at the landfill/transfer station.
- The most significant gains in reducing GHGs within the community will be through reducing local reliance on the automobile.

The required GHG "targets" can be interpreted by local governments differently and at many levels of quantitative and qualitative detail. The intent is to set such directions as a goal to strive for which in turn requires the community's to be committed to act. A presentation on the issue of GHG targets indicates that there are two forms to consider:

The OCP's *Sustainability Framework, Planning Directions, Planning Policies Strategies and Actions* all contain initiatives that move the community forward in reducing Pemberton's GHG emissions. The OCP has focused their policies and actions whereby there is the most opportunity to reduce GHGs. In review of the 2007 CEEI the community can best reduce their emission by decreasing the use of: passenger cars, light trucks, vans and SUV's (54% of total); and commercial vehicles and tractor trailer trucks (23%).

In order to fulfill Village's commitment of reducing GHGs by 33% by 2012, the following targets for 2010 have been identified (the current baseline data is in brackets):

**Pemberton 2010 Greenhouse Gas Targets:**

- 80% of all residences shall be within 1000 metres of the downtown core (80%);
- Decrease out of town single vehicle occupancy commuters by 20% (pending census results);
- Increase commuting trails within Village boundaries by 20%;
- Ensure a net gain of open spaces and trails;
- Increase transit ridership by 20%<sup>2</sup> (pending BC Transit Review); and
- Decrease commuting to Whistler for employment by 10% (pending census results).

The monitoring and reporting program provided in Section 8.0 indicates the baseline figures and how these indicators will be measured.

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<sup>2</sup> The increase in ridership is subject to support from BC Transit to expand transit service to meet the local demand.

## 5.0 COMMUNITY PLANNING DIRECTIONS, POLICIES, STRATEGIES AND ACTIONS

*Community Planning Directions* are intended to move the community forward in fulfilling the *Sustainability Principles* specific to matters related to the planning and development of the community. The *eleven Planning Directions* contained within this section set the stage for further defining and acting on the preferred course of action through corresponding *Planning Policies, Strategies and Actions*.

### 5.1 GROWTH IS MANAGED WITH COMMUNITY PRIORITIES

The Village of Pemberton has a limited land base comprising approximately 451 hectares (1115 acres). The municipality has a relatively small development footprint (approximately 30% of its total area) whereby the remainder is comprised of Crown land (forests, steep slopes, watercourses), parkland (Nairn Falls Provincial Park and the municipal park system), and Agricultural Land Reserve. The Village of Pemberton is also within the traditional territory of the Lil'wat Nation.

The lands natural constraints have resulted in Pemberton having a relatively compact development area, whereby the majority of the homes are within 1 kilometre of the downtown core. As a result, growth of the Village must be carefully considered whether it comprises infill development or new growth areas.

#### 5.1.1 Growth Policies

- › Ensure there is sufficient land and resources for future settlement, employment, and leisure needs;
- › Consider new growth areas when there is a demonstrated need that the form and character of the proposed development is needed;
- › Provide a reasonable growth rate, whereby community facilities, infrastructure and services can keep pace;
- › Make efficient use of land that is deemed appropriate for development through embracing applicable *Smart Growth* principles<sup>3</sup>;
- › Ensure that land uses are functionally integrated both within and immediately surrounding municipal boundaries;
- › Respect and protect significant natural and cultural features;
- › Create a complete community whereby the downtown is surrounded by unique, vibrant neighbourhoods;

<sup>3</sup> Smart Growth Principles refer to:

- Mix land uses.
- Build well-designed compact neighbourhoods.
- Provide a variety of transportation choices
- Create diverse housing opportunities.
- Encourage growth in existing communities.
- Preserve open spaces, natural beauty, and environmentally sensitive areas.
- Protect and enhance agricultural lands.
- Utilize smarter and cheaper infrastructure and green buildings.
- Foster a unique neighbourhood identity.
- Nurture engaged citizens.
- Source: Smart Growth BC

- Maintain the downtown as the dominant commercial node, as well as a cultural and social focal point of the Pemberton Valley;

## 5.1.2 Growth Strategies

Any development within the Village of Pemberton shall be subject to the following:

### .1 Pemberton's Urban Growth Boundary

The Village of Pemberton's boundaries have traditionally reflected the footprint of urban areas, as the downtown and immediate neighbourhoods comprise the Village proper, while nearby satellite developments including the industrial park, airport and the Plateau neighbourhood are appended to the core area through a series of linear connections.

The configuration of the Village's jurisdictional boundaries has resulted in challenges primarily related governance and land use planning. The governance issues consider balancing the Village's tax base with the services provided, however, this is not a matter to be addressed in the Official Community Plan. From a land use perspective, the existing boundary configuration has resulted in confusion over land use requirements between the Village and Squamish Lillooet Regional District boundaries.

The Village of Pemberton has established an Urban Growth Boundary (UGB) delineation for the municipality (refer to Map A) which identifies areas suitable for more intensive development patterns. Although at this time, the lands included within this UGB follow very closely to the municipality's boundary; the Village currently has a pending boundary extension which significantly increases the Village's land area. A governance review is currently underway that may include future changes to Pemberton's boundary. Lands that are part of new boundary extensions as approved by the province will not be designated within the Urban Growth Boundary (requiring an OCP amendment) until the criteria identified in Schedule A is fulfilled.

### .2 Amenity Zoning

In accordance with s. 904 of the *Local Government Act*, the Village may establish different density regulations for a zone, one generally applicable for the zone and other(s) to apply if certain conditions are fulfilled. Specific conditions may include the conservation or provision of amenities, including the number, kind and extent of amenities; and the provision of affordable and special needs housing. The Village will consider density bonusing in exchange for the delivery of commensurate public benefits. The community, through the consultation opportunities provided in the preparation of the Official Community Plan, has identified the following amenities in Schedule B, in order of priority that could be wholly or partly fulfilled:

### .3 Lil'wat Traditional Territory

The Village of Pemberton is completely within the traditional territory of the Lil'wat Nation and is 10 kilometres from the community of Mount Currie, home to 80% of the over 2000 Lil'wat Nation, Mount Currie Band Members. The Lil'wat People's approach to governance is to be collaborative consultative, whereby the Land and the People are one. It is equally critical for Pemberton's OCP to integrate this philosophy into its principles, policies and actions.

## 5.2 LOCAL BUILDINGS AND OPEN SPACES COMPLEMENT PEMBERTON'S SMALL TOWN CHARACTER

In the preparation of the Official Community Plan, there was a common theme from the residents that Pemberton's small town character must be retained. As part of the public consultation process input was collected with regard to what comprises and what is important to protect in ensuring that Pemberton continues as a small town. The following definition has been prepared to frame what is meant by Pemberton's small town character, specific to community planning (buildings, structures, and site design):

*Our small town is a welcoming, engaged and unique community which is supported by great people and friendly places. Pemberton honours and respect its past, rural character, residents' creativity and diversity as well as its magnificent natural landscapes.*

### 5.2.1 Building and Open Spaces Policies

- ▶ Support architectural styles and streetscape design that complement the town's pedestrian scale;
- ▶ Ensure that development respects the variable climate, functional requirements and if appropriate, traditional building materials;
- ▶ Embrace green building *best practices*<sup>4</sup>;
- ▶ Encourage the design of distinctive buildings that reflect the local community's history and culture;
- ▶ Identify, preserve and promote designated heritage properties<sup>5</sup>;
- ▶ Continue to accommodate the community's unique needs for street furniture such as hitching posts, bike racks, chariot parking, benches, lighting and bear proof receptacles;
- ▶ Offer an interesting, convenient and pedestrian-friendly downtown; and
- ▶ Promote corridors of environmentally natural areas and the planting of native landscaping on development sites.

### 5.2.2 Building and Open Spaces Strategies

In addition to the policies noted above, new construction of buildings, structures or landscaped areas shall consider the following strategies:

<sup>4</sup> A best practice is a technique or methodology that, through experience and research, has proven to reliably lead to a desired result.

<sup>5</sup> Designated Heritage Properties - where the Village has designated property in accordance with Section 967 of *the Local Government Act* as a property that has heritage value or heritage character, or is necessary or desirable for the conservation of a protected heritage property.

## .1 Development Permit Guidelines

The Village has adopted Development Guidelines in accordance with s.919.1 of the Local Government Act and designated in Map C as follows:

	Revitalization	Extensive Residential	Form and Character of Multifamily	Form and Character of Commercial	Form and Character of Industrial	Farming	Environmental Protection	Hazards	Water Conservation	Energy Conservation	Reduce GHG
Downtown											
Portage Gateway											
Highway 99 Gateway											
Agricultural Lands											
Single Family Small Lots											
Multi-family											
Industrial Park											
Airport											
Hazardous Area											
Urban Growth Boundary											

## .2 Downtown Enhancement Strategy

A key component of the success of the community is to ensure that the downtown core is vibrant and functional focal point that is capable of providing the appropriate goods, services and activities needed by the community and visitors. The Downtown Enhancement Strategy identifies the following principles in consideration of future planning and development of the area:

- i) Provide a mix of land uses at increased densities;
- ii) Be environmentally, socially and economically sustainable;
- iii) Ensure great, focused and designed open spaces;
- iv) Be pedestrian, bike and stroller friendly and accessible;
- v) Provide a strong sense of arrival;
- vi) Ensure appropriate parking and transit facilities;
- vii) Be economically vibrant;
- viii) Showcase the natural assets;
- ix) Share Pemberton's authentic identity; and
- x) Work together to meet stakeholder and community needs.

Further development within the downtown should be generally consistent with the Downtown Enhancement Strategy and the Downtown Development Permit Guidelines (Section 7.0). The Downtown Enhancement Strategy contains several *Actions* that need to be addressed in the immediate and mid term.

In the summer of 2010, the Village developed a Master Plan for the lands fronting and

including the Frontier Street right of way from Pioneer Park to Camus Street.

The Village will be finalizing and consolidating the implementation plan for the anticipated works earmarked in both the Downtown Enhancement Plan and the Frontier Street Master Plan. The implementation plan will include budget allocations and a work program priorities for these works.

### .3 Heritage Buildings and Sites.

At this time there are no sites or buildings within downtown Pemberton that are officially designated as historically significant properties with provincial status but there are a few that are recognized by the Pemberton District Museum and Archives. Historically relevant sites are highlighted in the Arts and Culture Scan (Map.E).

The Lil'wat Cultural Sites (refer to Map D-2) have status through the *Land Use (and Resource Management Plan) Agreement (April 2008)* with the provincial government. The agreement provides a high degree of certainty related to land values and functions to the benefit of the Lil'wat, the Province and Crown land stakeholders. It specifically concerns cultural sites through the protection of fifty-nine (59) Lil'wat Spirited Ground Areas. Map D-2 identifies the general locations of the sites within or adjacent to the Village's boundaries.

Pemberton needs to develop a Heritage Strategic Plan that will address the local and provincial context of heritage initiatives, the purpose of a heritage program, a review local challenges related to possible heritage initiatives, goals and strategic priorities, development of a heritage inventory or registry, and planned actions and performance measures. The Heritage Strategic Plan should be developed together with the proposed Cultural Strategic Plan.

In the interim any new development applications should be referred to both the Pemberton and Area Museum and Archive Society and the Lil'wat Nation for their comments and recommendations. Any cultural sites on Crown land are subject to the requirements of the Sea to Sky Land and Resource Management Plan and provincial/Lil'wat agreements.

### .4 Arts and Cultural Scan

Pemberton has a strong appreciation that arts and culture play a major role in the character, vitality and economic sustainability of the community. The Village is determined to take stock of the cultural landscape, laying the ground work to plan for the future by conducting a cultural scan and map. The Arts and Cultural Scan provides an overview and analysis of the community's human and tangible cultural resources.

The Cultural Scan (findings are illustrated within Map E) addresses arts, heritage and mountain recreation. The next step, however, following the scan will be to develop a Cultural Strategy.

### .5 Green Building Construction

Building construction in Pemberton shall be in accordance with the *BC Building Code*. The province has an initiative entitled *Greening the Building Code*<sup>6</sup> which to date has introduced an Energy Efficient Buildings Strategy that adds energy efficiency and water efficiency objectives. Although a few communities in BC have introduced their own green building initiatives, at this time the Village does not have fiscal or staff resources to implement or regulate such a program. As a result the Village will continue to rely on the provincial governments strong efforts in moving towards a greener *Building Code*. The province permits local governments to explore additional green building standards, but these will be subject to ministerial approval as the province is trying to balance local innovation with the need for consistent standards across BC.

## .6 Construction Site Management Guidelines

At this time the Village has few requirements to ensure that development sites do not negatively impact surrounding neighbourhoods and businesses. The Village shall develop Construction and Site Management Guidelines requiring works be conducted in a manner that balances the need to efficiently complete new projects while ensuring minimal disruption to surrounding areas.

## .6 Flood Control Levels

The Village is currently undertaking a study that considers flood prone lands within the Pemberton Valley. The intent of the study is to review the current flood levels estimated by the provincial Ministry of the Environment in 1990 to determine if the flood control elevation can be reestablished. The study will only be undertaken if the costs can be recovered from benefiting property owners.

## .7 Crime Protection Through Environmental Design

Pemberton's as a small town is a reflection of not only the physical size and scale of the buildings but also that it is safe for residents and visitors. The Village of Pemberton will be implementing the strategy of Crime Prevention Through Environmental Design (CPTED) review process. CPTED is effectively "*proper design and effective use of the built environment that can lead to a reduction in the fear and incidence of crime, and an improvement in the quality of life*". Three major principles support the design, construction, and utilization processes of an environment to effectively implement CPTED, as follows: natural access control, natural surveillance and territorial reinforcement. It is anticipated that a future amendment to the OCP will incorporate recommended design guidelines to ensure that a new development is safe for residents and visitors.

<sup>6</sup> Greening the Building Code Initiative by the BC Government

- Code changes to improve the energy performance of housing to the equivalent of EnerGuide 80 in 2011
- Participation in a national process to establish an improved energy code for larger, more complex buildings
- Solar hot water ready homes (where practical) in 2010
- Code requirement for high-efficiency toilets (including dual-flush) and urinals in new construction in 2010
- Code requirements to support increased use of non-potable water for toilet flushing, irrigation and cold-water clothes washing in 2011

<sup>7</sup> C. Ray Jeffrey

### 5.2.3 Building and Open Spaces Actions

- .1 convene a meeting with the downtown businesses to discuss their interest in establishing a *Business Improvement Area*.
- .2 Implement and consolidate the *Downtown Enhancement Strategy* and the *Frontier Street Master Plan*.
- .3 prepare a detailed implementation and financial plan for Downtown Enhancement projects following the completion of the Frontier Street Master Plan.
- .4 develop a Heritage Strategic Plan integrated with the Cultural Strategic Plan
- .5 develop a Cultural Strategic Plan;
- .6 prepare Construction Site Management Guidelines
- .7 explore opportunities to cost recover a flood control level analysis and if successful undertake the flood control level analysis;
- .8 develop Crime Prevention through Environmental Design principles and integrate them into the OCP Design Guidelines

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### 5.3 COMMUNITY FACILITIES SHALL BE WITHIN OUR FISCAL MEANS AND ACCOMMODATES RESIDENT'S NEEDS FOR LIFELONG LEARNING AND LEISURE.

Pemberton has considerable natural and locational advantages yet as the community grows there is an increasing demand for social, recreational, and service facilities. The challenge for the Village, however, is that it has limited fiscal resources to not only develop but also effectively operate these facilities. The following policies, strategies and actions recognize the opportunities to realistically move towards fulfilling the community's facility needs.

#### 5.3.1 Community Facilities' Policies

- ▶ Accommodate the lifecycle needs of residents of all ages and abilities;
- ▶ Provide safe, accessible and convenient facilities for artistic, cultural, academic, leisure and recreational expression, activities and learning;
- ▶ accommodate community's needs for health and wellness services;
- ▶ continually increase and enhance indoor and outdoor facilities catering to all seasons;
- ▶ balance the provision of amenities with the community's fiscal resources and capacity;
- ▶ encourage the development, integration and shared community use of publicly accessible facilities;
- ▶ enhance and expand existing community amenities to meet growing and evolving needs; and
- ▶ recognize the value of natural amenities that are within municipal boundaries considered to be both frontcountry and backcountry areas.

#### 5.3.2 Community Facilities' Strategies

##### .1 Community Facilities' Strategic Plan

The Village does not currently have a strategic plan for the enhancement and development of community facilities. The OCP recommends that a strategy be developed (as included in the Action Items) to effectively plan and implement a program for the development of community facilities for Pemberton residents. At this time local recreation planning is informed by two renditions of *Community Recreation Service Master Plan* dated 1999 and further updated in 2005. The following outlines the directions of these documents, and then provides additional input towards the development of a strategy specific to community facility plan for Pemberton.

**1999 Master Plan** - The 1999 Plan was intended to be a five year guide for development of recreation services and facilities. Effectively the Plan recognized that the community's expectations for facilities were significantly greater than their financial resources and willingness to pay (be taxed). The report clearly indicates that the community wants a multi-functioning recreation program to include facilities, fields and green spaces.

The 1999 Master Plan formulated a detailed strategy for recreation facilities, parks and open spaces within the Pemberton Area. In particular, some of the major directions recognized in the implementation plan (related for facilities

rather than parks and open spaces) included:

- Maximize local resources and facilities through volunteers, non-profit groups, sports organizations, schools, neighbouring municipalities and other private interests and businesses (sponsorship, eventing, etc); and
- Develop a community facility that is based on the accepted increase in taxes of \$150 per household

**2005 Master Plan Update** - The 2005 Plan's identified major community recreation facility needs related to the short and long term provision of services to residents living in the Village of Pemberton and Electoral Area "C" (SLRD). In particular, the Plan addressed three primary areas of interest all related to the issue of a major community recreation facility as directed by the client being the scope, functions, capital and operating costs and locations of a facility (community centre and/or arena and/or pool as a replacement for the Pemberton Meadows Road). The study then recommended that on Lot 15 a community centre designed facility be developed with a library together with an active recreation purpose; the existing Meadows Community Centre be closed; and that community use agreements be made with local public schools for active sports. The report also recommended that the building should anticipate a future building phase of the community centre for an arena.

In the public consultation process for the Official Community Plan Update the following community facilities were identified as priorities:

1. Arena;
2. Pool; and
3. Public Washrooms

Other facilities that were prioritized (in order) included a curling rink, performing arts stage and seniors centre, regulation indoor gym, complete the existing community centre, movie theatre (inflatable movie screen), and seniors housing/care. Other important facilities mentioned include a community kitchen, outdoor skating rink, coop building for community, public use airport building, emergency services building, squash/racquet ball, upgrade Village offices, bus shelters, Indoor/outdoor track, public shower facility, indoor tennis, downtown signage program, community farm, and clubhouses at playing fields.

Map F of the Official Community Plan indicates the locations of the existing facilities as well as future sites that have been previously identified through the earlier Master Plans, the OCP public consultation, the Pemberton Valley Utilities Service and the Recreation Advisory Committee.

## .2 Amenity Zoning for Community Facilities

As noted in Section 5.1.2 the Village may establish different density regulations for a zone whereby specific conditions may include the conservation or provision of amenities. These amenities may include the enhancement of cultural and recreational assets. Schedule \_ has identified and prioritized the desired community facilities.

## .3 Community Project Approvals

The Pemberton community has a history of achieving community facilities and park improvements through partnering with local volunteer organizations (for example the One Mile Lake boathouse, the skateboard and bike parks, and the youth centre). For those projects that involve municipal parks, the Village will develop a Community Initiatives Process Checklist to assist in identifying and streamlining the development requirements and ongoing expectations of the Village and the corresponding community organizations.

### 5.3.3 Community Facilities Actions

- .1 Update the communities recreation master plan considering community facility needs;
- .2 Ensure that future governance decisions identify the needs of local government administration, operations and works;
- .3 Develop an acquisition plan to acquire lands identified for future community facilities;
- .4 Develop a Community Initiatives Process Checklist for new facility initiatives.

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## 5.4 PEMBERTON OFFERS A DIVERSE RECREATIONAL EXPERIENCE THROUGH A SYSTEM OF PARKS, TRAILS AND OPEN SPACES.

Pemberton's compact layout and natural areas provide tremendous opportunities to link neighbourhoods through a system of parks, trails and open spaces. The parks and corridors contribute greatly to the community's appeal to both residents and visitors. The following policies, strategies and actions recognize the opportunities to meeting the community's needs.

### 5.4.1 Parks, Trails and Open Spaces Policies

- ▶ Provide parks and open spaces to support the current and future population's needs and interests;
- ▶ Ensure parks and open spaces are located within a 5-10 minute walk of every resident and geographically distributed to serve the population equally;
- ▶ Ensure that all parks are physically and economically accessible to residents;
- ▶ Actively use parks and open spaces to preserve sensitive ecological areas, natural resources, and wildlife habitat and transportation corridors; and
- ▶ Create a park and open space network that is sustainable.

### 5.4.2 Parks, Trails and Open Space Strategies

#### .1 Parks and Open Space Master Plan 2010

The Parks and Open Space Master Plan will be adopted by Council with the OCP. This Master Plan provides an inventory of the local parks and open spaces and guide the Village and the community in strategic decision making with regards to park enhancement and development. Further the specific input collected from the OCP public consultation sessions have been included in the Master Plan to ensure consistency in the ongoing enhancement of the Village's parks. The Parks and Open Space Master Plan is illustrated within Map G.

#### .2 Pemberton and Area C Trails Master Plan

The Pemberton and Area C Trails Service Master Plan (Master Plan) comprises a detailed overview and action plan for existing and future trail development within certain boundaries within the Village of Pemberton and Area C of the Squamish Lillooet Regional District. The Master Plan describes the character of the trail system together with certain challenges to its enhancement and expansion. The approved Trails Master Plan is attached as Map H.

The Master Plan includes a plan for implementation considering trail administration, partnerships and community interests, trail routing and maintenance priorities, right of way acquisition and funding. The Action Plan includes certain roles and responsibilities of the Village specific to the following:

- Participate in an area advisory trail group
- Recognize the need to acquire trail right of ways during development approvals
- Design and construct the Friendship Trail
- Enhance trail system at One Mile Lake Park

- Work to achieve hard surfacing of downtown trails
- Work to provide lighting of commuting trails
- Enhance heavily used trailheads

A further requirement is to recognize the Trails Master Plan as a strategy in the Official Community Plan. Therefore any new development applications as well as annual municipal strategic planning should be consistent with the directions of the Trails Master Plan.

### .3 Sea to Sky Corridor Recreational Trail Management Plan

In 2007, the Squamish-Lillooet Regional District (SLRD) entered into a partnership agreement with provincial government for the management of recreation trails in the Sea to Sky Corridor, with a goal of facilitating the delivery of the area's recreational trail program. The Corridor Recreational Trail Management Plan (Management Plan) provides an implementation plan to fulfill the key directions contained within the Sea to Sky Corridor Trail Strategy notably: context of Corridor recreational trail planning, long-term goals and management objectives; detailed trail inventory; and programs, protocols and/or responsibilities to ensure the ongoing success.

The Management Plan also includes an Action Plan that outlines a work plan for the fulfillment of the Trail Strategy and Corridor Trail Management Plan recognizing responsibilities, timelines, and budgetary implications. In particular certain aspects of trail planning and development on Crown lands within the Corridor should be coordinated, particularly: trail standards, coordination of trail improvements, enhancement of trail staging areas, adoption of net gain of trails policy, with trail identification, signage and ratings: Through the adoption of the Pemberton and Area C Master Plan the Village has adopted these directions for trail development on Crown land.

### .4 Sea to Sky Trail (Trans Canada Trail)

The Sea to Sky Master Plan provides an overall vision for the trail that is routed from Squamish to D'Arcy together with the overall benefits of the trail, a course of action for securing easements, as well as a technical vision of the trail. The Village's trail planning should be aware of the Sea to Sky Trail initiative and work with its organization to assist in achieving exposure of the trail campaign as well as timely completion. The Sea to Sky Trail has recently partnered with the Trans Canada Trail the most significant trail network in the world, connecting Canadians from sea to sea to sea.

### .5 Amenity Zoning for Parks and Trails

As noted in Section 5.1.2 the Village may establish different density regulations for a zone whereby specific conditions may include the conservation or provision of amenities. These amenities may include of the enhancement of cultural and recreational assets. Schedule B has identified prioritized the amenities including desired parks, open spaces and trails.

### 5.4.3 Parks, Trails and Open Spaces' Actions

- .1 Adopt the Parks and Open Spaces Master Plan;
- .2 Develop an acquisition plan to acquire lands identified for future parks and trail right of ways;
- .3 Contribute to a management plan to limit land use and other conflicts along the Valley Loop and Friendship Trail alignments;
- .4 Continue to acquire the Valley Loop, and other trail alignments identified in Map \_.
- .5 Continue to work towards enhancing and expanding the One Mile Lake trail system, with priority for a universal access potential for the Lake Loop trail and an all-season(hard surfaced) connection to Nairn Falls Provincial Park.
- .6 Expand the network of hard surface, all season trails to the Downtown from nearby neighbourhoods.
- .7 Work towards providing lighting on commuter networks of hard surface trails.
- .8 Facilitate trailhead enhancements as identified in the Corridor Management Plan.
- .9 Assist the SLRD in the establishment of a multi-use (with priority on horses) bridge crossing of the Lillooet River) and a non-vehicular crossing of the CN Rail Line to enable the Valley Loop Trail to provide an alternative and safe access to the Downtown.
- .10 Establish Village Trail Standards;
- .11 Assist in the development of the Sea to Sky Trail through the Village.

*Arn Canal as a linear greenspace  
Old STP as park*

## 5.5 INFRASTRUCTURE ACCOMMODATES THE NEEDS OF VILLAGE AND NEW GROWTH AREAS

The infrastructure planning in the Village has continually expanded with the new demands from new growth. The following policies, strategies and actions provide a framework which can effectively accommodate the community's servicing needs in the future.

### 5.5.1 Infrastructure Policies

- Provide municipal services in a cost-effective manner;
- Embrace green building *best practices*<sup>8</sup>;
- Ensure water sources and reservoirs meet or exceed provincial quality and quantity requirements;
- Promote water conservation initiatives;
- Embrace recycling, reusing and reducing programs as to decrease solid waste production, moving towards a goal of zero waste;
- Work towards becoming a Bear Smart Community;
- Ensure new development contributes to the costs of capital infrastructure works but also ongoing maintenance;
- Integrate the needs of new growth areas into the Village's long term service planning;
- Ensure that all developed areas in the Village have access to adequate Review the Fire Smart<sup>9</sup> requirements and determine where they can be applicable to Pemberton;
- Protect emergency firefighting services;
- Promote the establishment of a modern communications network (i.e. Internet, phone and 911); and
- Facilitate renewable and sustained energy options for the community.

### 5.5.2 Infrastructure Strategies

There are several legislated requirements to ensure that a municipality is appropriately maintaining, planning and expanding their infrastructure to meet the community's needs. The following strategic directions are fundamental to the ongoing service planning in the community:

#### .1 Existing and Proposed Infrastructure Improvements

The Development Cost Charge Bylaw (and supporting documentation) provides a summary of Pemberton's Servicing requirements for the next five (5) years. The existing and proposed servicing improvements are indicated in Map I. Any significant deviation to these plans will require an amendment to the OCP.

#### .2 Subdivision Servicing and Development Control Bylaw

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<sup>9</sup> FireSmart: Protecting Your Community from Wildfire – A guide that focuses on how individuals and communities can work together to reduce the risk of loss from interface fires.

The Village is currently working under a Subdivision and Servicing Bylaw that was adopted in 1989 and many of the design guidelines are either not applicable or require significant revision to meet the community's needs. The Village is currently preparing an update of the Bylaw along with the Subdivision Servicing Agreement.

Any development, subdivision or servicing works shall be in accordance with the Subdivision Servicing and Development Control Bylaw which provides detailed written engineering standards and specifications accompanied by standard drawings. The Bylaw will closely adhere to the Master Municipal Construction Documents (MMCD), together with specific requirements, particular to the character and needs of Pemberton.

### **.3 Fire Protection Strategy**

The Village does not currently have comprehensive and documented Fire Protection Strategy. A Strategy is proposed that will specifically reviewing the cost and benefits of required sprinklering of buildings as well as wildland fire interface initiatives such as the FireSmart program.

### **.4 Solid Waste Management Plan**

The Village of Pemberton is a participant in the Regional Waste Management Plan. In 2007 the Regional District adopted the Plan which considers the key elements of waste minimization and residual waste as well as an implementation program, monitoring and measurements and the amendment/approval processes. The Village will continue improve and provide education in the Solid Waste Management system with specific interest in the convenience in location and hours of the transfer station, composting, location, on-site facilities for new developments, and curb side pick up.

### **.5 Communications Infrastructure**

The Village should shall develop Communications Infrastructure Guidelines that recognize that the Village will work with the providers of communications systems in their location and expansion of service in the area.

#### **5.6.3 Infrastructure Actions**

- .1 Adopt the updated Development Cost Charge Bylaw;
- .2 Prepare a new Subdivision and Development Control Bylaw
- .3 Develop a Fire Protection Strategy related to sprinklering and wildland fire interface initiatives;
- .4 Continue to work with the SLRD in the reduction of waste and the operation of a efficient, effective and convenient solid waste system;
- .5 Develop Communications Infrastructure Guidelines for providers of communications systems;

## 5.6 A RANGE OF TRANSPORTATION OPTIONS ARE PROMOTED AND ACCOMMODATED

As a compact community, transportation in Pemberton considers movement within the community and to regional destinations. The following policies, strategies and actions introduce initiatives that are intended to encourage the community to reduce their automobile use in favour of walking, cycling and transit.

### 5.6.1 Transportation Policies

- Accommodate the community's mobility needs for all stages of life and during all seasons;
- Provide increased opportunities for four-season travel by means other than the private automobile;
- Embrace the directions of the Pemberton and Area C Trail Master Plan;
- Increase trail and road connectivity efficiencies between the Village and the surrounding region;
- Establish a sense of arrival to the downtown catering to vehicular, transit and pedestrian/cyclist traffic;
- Encourage transportation systems that have reduced impact on air quality, considering renewable energy sources;
- Establish traffic patterns that move automobiles efficiently while ensuring the safety of pedestrians and cyclists;
- Provide safe, efficient and effective transportation connections between the Village and the surrounding employment and population centres (notably Mount Currie/ Xit'olacw, and Whistler);
- Ensure that the transit service and infrastructure meets the needs of the work force, local residents, persons with disabilities, seniors and visitors;
- Ensure sufficient parking is provided to meet the day to day needs of businesses, residents and visitors;
- Support the continued enhancements that improve the safety and efficiency of Highway 99;
- Continually work towards universal access throughout the community; and
- Enhance the functioning of the Pemberton Regional Airport

### 5.6.2 Transportation Strategies

#### .1 Existing and Proposed Roads

The connectivity and options of Pemberton's road network is challenged by changing topography and the rail line. The Development Cost Charge Report and Bylaw together with Map J identifies the existing road network as well as future improvements.

#### .2 Existing and Proposed Trails and Sidewalks

Map J integrates the existing and proposed trails and sidewalks the map also identifies the pedestrian and cycling networks that should be illuminated.

### .3 Subdivision Servicing and Development Control Bylaw

The Village is currently working under a Subdivision and Servicing Bylaw that was adopted in 1989 and many of the design guidelines are either not applicable or require significant revision to meet the community's needs. The Village is currently preparing an update of the Bylaw along with the Subdivision Servicing Agreement.

Any development, subdivision or road works shall be in accordance with the Subdivision Servicing and Development Control Bylaw which provides detailed written engineering standards and specifications accompanied by standard drawings. The Bylaw will closely adhere to the Master Municipal Construction Documents (MMCD), together with specific requirements, particular to the character and needs of Pemberton.

### .4 Pemberton Regional Airport Strategic Plan

The Pemberton Regional Airport is owned by the Village of Pemberton and supports general aviation, search and rescue, air ambulance and charter air service (certified for Code 2C aircraft operating under VFR conditions). At this time there are limited facilities at the airport notably a large vacant building, a commercial gliding operation, and a helicopter charter service.

The Airport's Strategic Plan was prepared in 2007 to better define strategic issues that can be addressed to guide the facility's corporate future. The Strategic Plan indicates that the time leading up to the 2010 Olympic and Paralympic Games would be the most opportune time to attract provincial and/or federal government investment, and that the Village proceed with a Project Definition Report to better define the structures, systems and operations for the airport with the goal of achieving a scheduled service by a major air carrier. The Project Definition Report was prepared in 2008 and reviewed airport demand drivers, air service options, air traffic demand forecasts, and a facility gap analysis. The Report also set down a critical path to achieve regular scheduled service.

The Strategic Plan shall be updated to review the proposed use of the facility and how it can best meet the needs of the community and stakeholders given the limited financial resources and the growing local aviation community. The updated Plan must incorporate engagement of the local aviation community and airport stakeholders .

### .5 Airport Land Development Manual and Servicing Plan

The Airport Land Development Manual adopted in September 2006 is intended to inform lessees on the requirements for development at the Pemberton Airport. The Land Development Manual identifies particular zoning and Development Permit requirements. The Village has designated the Airport and Development Permit Area in the OCP and will further amend the zoning bylaw to incorporate the manual's land use regulations.

The Village has also prepared a conceptual servicing plan for the development lands surrounding the runway, and identifies the placements of road, water, sewer and storm water management improvements through to build-out.

### .6 Provincial Highways

The provincial government currently has jurisdiction over Highway 99 and Portage Road

(through to Birch Street and Pemberton Meadows Road). The Village, therefore, must achieve approval from the Ministry of Transportation for a wide range of local planning and development initiatives including but not limited to: road standards, pedestrian and parking improvements, trail crossings, transit pullouts, banners and lighting standards.

At this time the Ministry of Transportation has indicated that there are no major initiatives for improving the highway corridor in Pemberton, however the Village has identified several matters that they would like addressed as contained in the Transportation Actions.

## .7 Pemberton and Mount Currie Age-Friendly Community Project

In 2007, Pemberton and Mount Currie (Lil'wat Nation) joined forces to develop the Winds of Change initiative. One of the goals of this project was to assess how age friendly their community is and to make recommendations on how this can be improved. This report focused in part on transportation improvements notably speed bump safety, lack of sidewalks, insufficient drop off/pick up areas downtown, poor/inaccessible regional transportation, no handi-dart service. The land use/transportation issues that were identified in the report but not yet been resolved are recognized in the Transportation Action Plan.

## .8 Transit Planning

Internal and intercity transit servicing to Pemberton is the responsibility of the Squamish Lillooet Regional District and considers both the actual service as well as the supporting infrastructure. Provincial bus transportation is provided by Greyhound Transportation.

**Local/Regional Service** - Funding of the local transit system is cost-shared between the Village of Pemberton, Lil'wat Nation (Mt. Currie Indian Band), Squamish Lillooet Regional District and BC Transit. BC Transit is currently conducting a review of the Pemberton Transit System. The purpose of the review is to confirm that the system is effectively used, to determine the current transit needs of the community and to lay the foundation for future Pemberton Transit System improvements, particularly:

- Understanding community response to the enhanced February 2010 (2010 Olympic Games) transit service ,
- Assessing the level of need and customer preferences for commuter and local service,
- Confirming that the current system efficiently and effectively moves customers to where they need to go, and
- Identifying mechanisms to help fund future expansions.

**Infrastructure** – The awareness, comfort and convenience of transit is enhanced if the appropriate supporting infrastructure is provided, which includes: signage, benches, shelters, and park/ride facilities (for cars and bikes). The Village has currently committed to completing pullouts and shelters within the boundaries of the Village of Pemberton and through to Mount Currie Reserve lands.

The Village is also anticipating that the redesign of Frontier Street through the Downtown Enhancement Strategy to incorporate a local, regional (Lil'wat), and provincial transit terminal and initiate discussions regarding a Park 'N Ride lot.

Development review and permitting requirements will also identify the importance of transit planning, ensuring safe, well-lit pullouts and shelters. Transit improvements are further identified in Map J.

### 5.6.3 Transportation Actions

- .1 Continually expand the sidewalk system in accordance with Map J;
- .2 Update the Airport Strategic Plan;
- .3 Work with the Ministry of Transportation to upgrade the Pemberton Creek Bridge;
- .4 Work with the Ministry of Transportation to improve Portage Road/Birch Street to an acceptable Village standard for eventual municipal assumption.
- .5 Undertake the transportation improvements as recommended in the Age Friendly Plan;
- .6 Work with regional partners and BC Transit to increase transit service within the area and to Whistler;
- .7 Actively participate in BC Transit's service review for enhanced service;
- .8 Include transit and park'n ride facilities in the Frontier Street Master Plan;
- .9 Complete the design and installation of the transit pull outs and shelters;

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## 5.7 THERE IS RECOGNITION AND SUPPORT FOR A HEALTHY AND DIVERSE ECONOMY

Land use designations and policy shall be both integrated and consistent with local economic directions. The Village recognizes that our economy is an important priority to the sustainability and vibrancy of the community. The following policies, strategies and actions have identified a course of action where land use, planning and development can be coordinated for efficiencies, partnerships and an overall competitive advantage.

### 5.7.1 Economic Policies

- Ensure and appropriate supply of zoned lands available for economic generators that will move us towards meeting our Sustainability Principles;
- Continue to provide a development approval process that is professional, certain and efficient;
- Continue to engage local business stakeholders in local land use decisions;
- Recognize that the Village is a partner in enhancing the vitality of the local economy;
- Promote heritage, arts and culture as important industries that provide stable and diverse revenue sources;
- Work with local stakeholders to implement the Downtown Enhancement Strategy; and
- Promote an expanding commercial sector including knowledge and home based businesses;
- Enable industrial lands to have the flexibility to capture a range of functions to encourage sustained economic opportunities;
- Work to expand the educational opportunities in the Pemberton area that benefit and are integrated with the community's economic and social well-being; and
- Encourage community incentives and partnerships to increase local economic opportunities and efficiencies.

### 5.7.2 Economic Strategies

#### .1 OCP Land Use Designation Map

The Official Community Plan is required to designate certain lands for economic purposes whether they are for commercial or industrial uses. The Urban Growth Boundary Map A identifies the areas for development, while the Land Use map (Map B) provides the appropriate designations. It is the intent that lands that are knowingly appropriate for certain uses should be clearly designated for these uses within the Official Community Plan. Section 6.0 of the OCP further defines the land use designations.

Any future economic related strategy for the community should be reviewed in the context with the policy and land use designations of the OCP to ensure consistency.

#### .2 Zoning Bylaw Update

The *Local Government Act* enables the Village to zone lands for its use, density, siting, size and dimension, the location of uses, and parcel size. The Village will be amending the current Zoning Bylaw to ensure that the regulatory requirements are consistent with the directions and policies of the OCP. The review of the zoning bylaw will apply more

pragmatic and streamlined policies that balance the community's sustainability principles and small town character.

### .3 Development Approval Process

The Village will be undertaking a comprehensive review and update of the development approval procedures (through the Development Procedures Bylaw) as to ensure that they are consistent with the community's sustainability framework and planning directions. It is the intent to ensure that development requirements are both comprehensive and streamlined to meet the overall needs of the community, municipality and proponents

### .4 Recognition of the Arts, Culture and Heritage

The Cultural Scan identifies and appreciates the role of arts and culture in the vitality and economic sustainability of the community. The Cultural Scan (findings are illustrated within Map E) addresses arts, heritage and mountain recreation. The next step, following the completion of the scan will be to develop the Cultural Strategy.

### .5 Designated Business Areas

The Village of Pemberton has five (5) business areas: Downtown, Portage Road Gateway, Highway 99 Gateway, Industrial Park and the Airport. The Land Use Designations (Section 4.0) and Map B as well as the Development Permit Guidelines (Section 5.0) provide a framework for the type of businesses and respective their character given the business area.

In addition, the Village has also adopted the Downtown Enhancement Strategy (refer to Section 5.2.2.2) that is intended to provide to improve the functioning and design of the core area.

### .6 Sign Program

The Village of Pemberton's Sign Bylaw (adopted in 1996) requires updating as it no longer is entirely consistent with the community's planning directions as well as new innovations in sign products. In addition, to provide some consistency in the appearance of signs and greater exposure for local shops and services, it is recommended that Pemberton develop a Signage Program which includes wayfinding<sup>10</sup>, directory, points of interest and naming signs.

### .7 Public Gathering and Events

The Parks and Open Spaces Map G identifies public areas that can suitably accommodate special events, in consideration of location, available services and parking.

<sup>10</sup> Wayfinding using information signs or landmarks to find our way

### 5.7.3 Economic Actions

- .1 Continually ensure that any economic initiatives are reflected in the OCP land use and policies;
- .2 Prepare a new Zoning Bylaw that is consistent with the OCP;
- .3 Update the Development Procedures Bylaw;
- .4 Update the Sign Bylaw;
- .5 Facilitate the approvals for an Independent School;
- .6 Ensure that the necessary land use requirements are considered in any community power project, including community consultation;
- .7 Develop a wayfinding sign program for the community.

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## 5.8 AGRICULTURE AND RELATED BUSINESSES ARE RETAINED AND ENCOURAGED

Agriculture has been fundamental to the settlement of the Pemberton Valley. The community recognizes the importance of this economic generator. The area has fertile soil and a climate that permits a longer growing season that will assist in providing farming products to the region. The following policies, strategies and actions puts an increased emphasis on the importance of not only protecting agriculture but also expanding the opportunities in both rural and developed areas.

### 5.8.1 Agriculture Policies

- › Preserve and facility the enhancement of productive farmland;
- › Promote local food production and sales;
- › Accommodate community supported agricultural opportunities and land uses; and
- › Support a wide range of agricultural practices and preserve land to build local food protection capacity

### 4.8.2 Agriculture Strategies

#### .1 Urban Growth Boundary and Agricultural Land Reserve

Section 5.1.2.1 of the Official Community Plan identifies an Urban Growth Boundary (UGB). The lands within the UGB contain areas that are designated for urban growth. A fundamental aspect of this policy is the preservation of agriculturally designated lands. Further the criterion contained within Schedule A further emphasizes the importance of protecting and enhancing agricultural lands. In addition, the Village supports the inclusion of community gardens and where appropriate greenhouses within new developments.

#### .2 Agricultural Area Plan

The SLRD is currently preparing an Agricultural Area Plan and if adopted by the Village will inform later amendments to the OCP.

#### .3 Land Use Designations and Development Permit Guidelines

The Village has designated (Section 6.0 and Map B) sufficient lands to accommodate agricultural services and processing. In addition, future infrastructure planning in the Village should consider any affordable enhancements that would support agricultural operations' access to high efficiency water. Section 7 also introduces Development Permit Guidelines in support of agricultural lands and activities, notably buffering requirements and setbacks to developments that are adjacent to agricultural lands.

#### .4 Permanent Farmers Market and Event Space

Typically the Pemberton Farmers Market has had a temporary location on either public or private lands in the Downtown. A potential location for a permanent location for a Farmers Market, which will be part of the implementation of the Downtown Enhancement Strategy (refer to 5.2.2.2).

## 5 Amenity Zoning for Agri-tourism Amenities

As noted in Section 5.1.2 the Village may establish different density regulations for a zone whereby specific conditions may include the conservation or provision of amenities. These amenities may include of the enhancement of cultural and recreational assets which the Village is interpreting as to include a Farmers Market and community greenhouses. Schedule B has identified prioritized the amenities including desired agricultural

### 5.8.3 Agricultural Actions

- .1 Facilitate the development of a permanent location for the Farmers Market downtown through the implementation of the Downtown Enhancement Strategy ;
- .2 Work with the Farmer's Institute to ensure then existing land uses accommodate farm related activities;
- .3 Encourage food growing within the community through small gardens, landscaping, greenhouses etc.
- .4 Investigate bylaw restrictions to encourage more farm uses in the Village;

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## 5.9 PEMBERTON ACHIEVES A STOCK OF LIVABLE, AFFORDABLE AND SECURE HOUSING.

A healthy community provides and plans for housing in the present and longer term. The Village recognizes that residential growth should facilitate the needs of the local workforce and residents. The following policies, strategies and actions focus on a wide range of direct and indirect influences on the provision and retention of affordable housing opportunities.

### 5.9.1 Housing Policies

Housing in the community shall:

- Enhance the supply and quality of rental housing for all income households;
- Assist in providing a variety of affordable ownership housing options for young families, first time home purchasers, and those seeking to move up the property ladder;
- Encourage housing designed to meet the changing household needs and allow seniors to age in place;
- Facilitate the development of housing for seasonal workers; and
- Facilitate the provision of housing services and supports for Pemberton's vulnerable populations; and
- Acknowledge that housing development and redevelopment is a provider of local employment.

### 5.9.2 Housing Strategies

#### .1 OCP Land Use Designation Map

The Official Community Plan is required to designate certain lands that will fulfill Pemberton's housing needs for the next five (5) years, in particular the permitted uses (Section 5.0) and the locations (Land Use Map B).

#### .2 Affordable Housing Strategy

The Affordable Housing Strategy adopted in December 2009 provides the OCP policies and roles in which the Village has adopted in the pursuit of a continuous supply of housing that meets the needs of the community. The Strategic Plan also includes 12 Strategic Directions that are to be pursued within the community. It is required that the Affordable Housing Strategy be reviewed in 2011 as it was acknowledged that during the preparation of the Strategy the housing supply and demand was experiencing unprecedented changes, primarily resulting from the planning for the 2010 Olympic and Paralympic Games.

#### .3 Amenity Zoning for Affordable and Special Needs Housing

As noted in Section 5.1.2 the Village may establish different density regulations for a zone whereby specific conditions may include the provision of affordable and special needs housing. Schedule B has identified prioritized the amenities including affordable, short term rental and special needs housing.

### 5.9.3 Housing Actions

- .1 Review the policies and actions of the Affordable Housing Strategy;
- .2 Update the Development Procedures Bylaw to further promote affordable housing;
- .3 Prepare a new Zoning Bylaw that encourages innovation in design of affordable housing and accessory suites;
- .4 Review opportunities to provide an affordable housing land reserve;
- .5 Pursue partnerships that can lead to the development of non-market housing projects;
- .6 Continue to liaise and facilitate dialogue with key stakeholders and community groups regarding housing;
- .7 Provide education and outreach to community members regarding affordable housing considerations

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## 5.10 THE NATURAL ENVIRONMENT IS PRESERVED AND PROTECTED

The community recognizes that Pemberton is a wonderful place to be, in large part to the surrounding environment from snow covered peaks to spawning water channels. The following policies, strategies and actions strive to expand the Village's priorities towards the preservation and protection of the natural environment.

### 5.10.1 Natural Environment Policies

- › Support the establishment of an extensive network of green spaces that include such areas as natural habitat, riparian areas, environmentally sensitive areas, water sheds and wildlife corridors.
- › Integrate development into the natural environment over time in a way that capitalizes on ecological functions, and avoids or manages risks associated with natural hazards;
- › Preserve, protect and enhance areas defined as environmentally sensitive unless mitigating measures can be taken to minimize the negative impacts;
- › Establish, maintain, and enhance greenway corridors and natural habitat connectivity for wildlife movement;
- › Ensure potable water provision, storm water management, and flood control measures are designed to maintain the integrity of the streams, lakes, riparian areas, and wetlands, while adequately servicing residents;
- › Protect riparian stream corridors and wetlands in support of fish and aquatic habitat and the overall health of the ecological system;
- › Foster the conservation and efficient use of energy and other resources in buildings, vehicles and infrastructure;
- › Develop strategies to reduce greenhouse gas emissions in accordance with municipal targets;
- › Protect the natural ecosystem from disruptive invasive species;
- › Continue to identify and development innovative *best practices* for air quality management; and
- › Visual impacts are appropriately managed to retain the quality of the dark sky and public view corridors.

### 5.10.2 Natural Environment Strategies

#### .1 Environmental Mapping

The Sea to Sky Sensitive Habitat Atlas database integrates a variety of information important to local land use planning throughout the region including: streams, roads, trails, land parcels, fish and wildlife habitat, parks and protected areas, watershed boundaries, and aerial photographs. This information is captured as layers in a Geographic Information Systems (GIS) database at the Community Mapping Network (CMN) web site ([www.cmnbc.ca](http://www.cmnbc.ca)) with the intent that it be shared with local governments and other stakeholders. The Atlas is intended to be used as a long-term planning resource, as an overview of sensitive habitats yet does not include all the information available on these habitats such as riparian vegetation. Further assessments may be required for rezoning and the development application process, so that appropriate habitat measures can be determined and protective steps established prior to development decisions. The information provided by the Habitat Atlas is reference within Map K.

## .2 Development Permit Review Process

In accordance with Section 7.0 lands within the UGB are designated as Development Permits for the protection and enhancement of the environment (including culturally significant places), its ecosystems and biodiversity as well as hazardous conditions (steep slopes, geotechnical concerns and flood plain), water conservation, energy conservation and the reduction of greenhouse gas emissions. The requirements for such approval are further elaborated within the individual subsections.

## .3 Parks and Open Space Master Plan 2010

The Parks and Open Space Master Plan provides an inventory of the local parks and open spaces and guide the Village and the community in strategic decision making with regards to environmental protection of parks in developed and natural states. The Parks and Open Spaces Plan is illustrated in Map G.

## .4 Subdivision Servicing and Environmental Protection

The Village is currently working under a Subdivision and Servicing Bylaw that was adopted in 1989 and many of the design guidelines are either not applicable or require significant revision to meet the community's needs. The Village is currently preparing an update of the Bylaw along with the Subdivision Servicing Agreement and will now incorporate new lighting standards that will be consistent with Dark Sky<sup>11</sup> and Stormwater Management Best Practices.

Any development, subdivision or servicing works shall be in accordance with the Subdivision Servicing and Development Control Bylaw which provides detailed written engineering standards and specifications accompanied by standard drawings. The Bylaw will closely adhere to the Master Municipal Construction Documents (MMCD), together with specific requirements, particular to the character and needs of Pemberton (i.e Dark Sky).

## .5 Electricity Transmission Lines Strategy

The Village of Pemberton currently has three major transmission lines bisecting the community as well as at least three additional Independent Power Plants that may route their transmission lines through the corridor. It is recommended that the municipality work with other local and regional interests to develop a strategy to manage existing and possible further conflicts within the Pemberton Valley particular to community land use, economic development and public viewsapes.

## .6 Natural Hazards

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<sup>11</sup> Dark Sky - to preserve and protect the nighttime environment and our heritage of dark skies through quality outdoor lighting. International Dark Sky Association!

The Pemberton Valley offers awe inspiring landscapes but with them comes inherent natural hazards particularly potential for flooding, landslides and avalanches. For the most part these hazards originating from areas beyond the municipal boundaries. The Village will continue to work with the regional, provincial and federal governments to manage and mitigate possible hazards.

## .6 Sea to Sky Air Quality Management Plan

The Air Quality Management Plan (AQMP) was developed for the Sea-to-Sky/Howe Sound airshed between 2002 and 2005 to proactively ensure clean air is maintained throughout the airshed. The AQMP identifies actions to maintain healthy air quality in the future.

The Village is participating in the Sea-to-Sky Air Quality Coordinating Committee (AQCC) which is a collaborative working group responsible for the Sea-to-Sky Air Quality Management Plan. The AQCC core members municipalities responsible for: Bowen Island; Squamish; Whistler; Gibsons, Lions Bay, Pemberton; and Squamish-Lillooet Regional District as well as the Ministry of Environment. Squamish First Nation and Lil'wat First Nation have also been invited to send representatives to AQCC meetings. Observer status has been granted to Metro Vancouver, the District of West Vancouver and the Sunshine Coast Regional District. Additional stakeholders and representatives can be added such as those identified in the AQMP

## .7 Invasive Species

In early 2010, the Sea to Sky Invasive Species Council (SSISC) directed and supervised a team employed by the Invasive Plant Council of BC to do invasive species inventory of the Sea to Sky region. The purpose of this work was to help identify the extent of the invasive threat in the Sea to Sky area. This inventory was designed to be a tool for land owners /managers/occupiers to help identify priority invasive species and areas, in order to develop or adjust invasive species management plans in coordination with other jurisdictions in the Sea to Sky. The SSISC will help coordinate these efforts so action plans are as efficient and effective as possible and provides recommendations in this document. Through the Actions of the OCP, the Village of Pemberton and SLRD should develop an invasive species strategy with assistance of the SSISC.

## .8 Public View Corridor Identification

The Village of Pemberton's character is defined by its beautiful rural character surrounded by majestic mountains. There are certain areas within the community that have recognized public view corridors. The OCP Action Plan should inventory these important public views and set down preservation guidelines where necessary relating to building height and placement.

### 5.10.3 Environmental Actions

- .1 Develop guidelines to mitigate the impacts of transmission lines through the community;
- .2 Continue to support the Sea to Sky Clean Air Society;
- .3 Continue to support provincial and SLRD initiatives to eliminate invasive species; and
- .4 Identify important public view corridors.

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## 5.11 LOCAL DECISION MAKING IS COLLABORATIVE AND OPEN

### 5.11.1 Local Decision Making Policies

- Continue to coordinate planning initiatives with the Squamish Lillooet Regional District, Lil'wat Nation and provincial and federal government;
- Support and value local involvement in the establishment of community land use directions;
- Collaborate with the development industry and other stakeholders on future land use directions;
- Provide innovative and proactive leadership throughout the community;
- Cultivate and embrace partnerships with community stakeholders and interests;
- The Village is committed to providing opportunities for its citizens to engage in meaningful participation in the community decision making process;
- Strengthen relationships with Lil'wat Nation and work to capitalize on common opportunities; and
- Harmonize and align land use planning approaches and activities with other initiatives with the community.\

### 5.11.2 Local Decision Making Strategies

#### .1 Statutorily Required Consultation

The *Local Government Act* and the *Community Charter* establish certain public consultation requirements that local governments must adhere to particular to land use decisions including : statutory notices and public hearings for bylaws for amendments to the Official Community Plan and Zoning Bylaw; public process for boundary extensions; and Board of Variance meetings.

#### .2 Communications Policy

Promote and consider updating the Village's Communications Policy particular for land use and planning decisions. This policy should continue to embrace proven consultation approaches including: the Town Hall Meeting, Speak Up type outreach and facilitation, promotions signs, stakeholder and business engagement and on-line surveys.

#### .3 Monitoring, Reporting and Review Program

In accordance with Section 7.0 the Village of Pemberton will continually report to the community and local decision makers with updated and current information key to Pemberton fulfilling their sustainability framework and planning directions.

#### .4 Area C, Squamish Lillooet Regional District

The Village of Pemberton is the neighbour to Area C of the SLRD but within the two jurisdiction, comprise one community. It is imperative that local decision making between the two jurisdictions coordinate land use and development requirements to ensure consistency and fairness in the corridor. The Village will continue to support the formation of a Joint Area C/SLRD planning body.

### .5 Lil'wat Nation

The communities of Pemberton and Mount Currie share more than a proximal land base they share physical, social, cultural and economic resources. In every way the two communities must address both the challenges and the successes that exist from our cumulative efforts. Initiatives such as the Wind of Change, the Joint Governance Council meetings and the Sub-Regional Planning initiatives have set an important direction. This OCP aims to increase collaboration between our two communities through more effective consultation, improved joint planning and the development of mutually beneficial goals and initiatives for enhanced social, environmental and economic sustainability.

### .6 Squamish Lillooet Regional District

The Village will continue to refer planning and land use matters which have regional significance to the SLRD for comment.

### .7 Resort Municipality of Whistler Resort

Land use decisions made in Whistler have direct impact on the character of the Pemberton community notably: affordable housing supply for resort employees, second homes/inflated property values, economic competition for day-to-day goods and services, transit operations, markets for agricultural products and recreation linkages. It is recommended that Pemberton work together with the Resort Municipality of Whistler to have a greater understanding of the needs of each community as they together move towards a sustained future

### .8 Provincial, Federal, Crown Corps and other Agencies

The Village, through the Actions of the OCP will continue to work with provincial and federal government on effective land use initiative and supportive funding and resources.

#### 5.11.3 Local Decision Actions

- .1 Ensure accountability and reporting to the public of all community consultation and decision making initiatives;
- .2 Re-establish the Pemberton and Area C Planning Committee;
- .3 Continue with Joint Council Meetings with the Lil'wat Nation;
- .4 Work with the SLRD and the RMOW on joint planning and land use decision making on issues that are of mutual interest;
- .5 Pursue federal and provincial opportunities to work together on land use matters.

## 6.0 LAND USE DESIGNATIONS

The following land use descriptions reflect the lands designated in the Land Use Map (Map B):

***Downtown Designation*** means the central meeting place and service area for the Village and the surrounding region. The downtown core provides a diversity of uses that are needed by the greater Pemberton community and visitors and includes residential, commercial, service, mixed use, civic, institutional, assembly, parks and open spaces, light industrial and transportation and utilities uses.

***Residential Designation*** means the local neighbourhoods including single family and multifamily uses together with complementing parks, open spaces and civic spaces.

***Gateway Mixed Use Designation*** means residential and certain professional service, office, civic and restaurant uses that primarily serve the needs of the local community.

***Gateway Accommodation Designation*** means uses along provincial Highway No. 99 which provides a welcoming entry to Pemberton as well as automobile convenient services to visitors and residents. Uses that would be developed in this corridor include residential, accommodation, civic functions, service stations, restaurants and ancillary commercial uses.

***Employment and Industrial Designation*** means the Village's main employment centre that offers general, light, service, and heavy industrial uses, warehouses, transportation facilities, fueling, and utilities as well as ancillary uses such as offices, retail and residential.

***Civic and Institutional/Public Designation*** means services related to health and welfare, places of worship; schools and other educational facilities; and other government functions (municipal offices, parks, utilities, parking, and assembly).

***Sand and Gravel Deposits*** means lands that have been recognized as having existing sand and gravel deposits.

***Rural Resource Designation*** means agricultural land, resource extraction and processing areas, utilities, recreation, and rural residential areas.

***Open Space, Greenway Corridors and Ecological Reserves Designation*** means major recreational or wildlife greenway corridors, riparian corridors of key streams and rivers, selected areas within the 200 year floodplain, and areas identified as ecological reserves or conservation areas.

***Public Parks and Recreation Designation*** means **public** lands permanently set aside for community parks, recreation areas and trails.

***Recreation Designation*** means lands which accommodate **private** or **not for profit** community organizations that operate recreation activities, such as campgrounds, equestrian facilities, golf courses, shooting ranges; and other sporting/leisure activities.

*Public Utilities* means major transportation and utility facilities.

*Gateway Tiyata Special Planning Area* means development as recognized within Schedule D which forms part of this OCP.

*Benchlands Special Planning Area* means development as recognized within Schedule E which forms part of this OCP.

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## 7.0 DEVELOPMENT PERMIT GUIDELINES

The following Guidelines correspond with the designations indicated in Map C:

- 5.1 Revitalization of Commercial Areas
- 5.2 Extensive Residential
- 5.3 Form and Character of Multifamily
- 5.4 Form and Character of Commercial
- 5.5 Form and Character of Industrial
- 5.6 Farming
- 5.7 Environmental Protection
- 5.8 Hazards
- 5.9 Water Conservation
- 5.10 Energy Conservation
- 5.11 Reduce GHG

## 8.0 MONITORING PROGRAM

*Not yet completed, will be drafted for following the adoption of Sections 1.0 thru 5.0 of the OCP (January '10)*

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## SCHEDULES

- A - Urban Growth Boundary Criteria
- B - Amenity Zoning Priorities
- C - Gateway Tiyata Special Planning Area
- D - Benchlands Special Planning Area

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## SCHEDULE A

### Urban Growth Boundary Criteria

The following outlines the information that shall be provided to the Village of Pemberton by a property owner or its agent prior to the municipality considering a request to extend its Urban Growth Boundary. Any requests to extend the Urban Growth Boundary shall submit documentation that addresses the following:

1. Fulfillment of the Sustainability Principles;
2. Compliance with OCP planning directions, policies and strategies;
3. Meets the directions of the Affordable Housing Strategy (where residential uses are proposed);
4. Clearly defines potential economic development opportunities that are in line with the Sustainability Principles and OCP policies and strategies;
5. Investigates and provides assurance that any significant cultural and historically sites have been recognized, protected and/or preserved;
6. Retains valued community viewsapes and ridgelines;
7. Provides parks and open spaces that serve the new development and the overall community;
8. Includes trail connections to the Village and within the new development;
9. Promotes and facilitates agricultural activities;
10. Undertakes and fulfills the first stage of the OCP Environmental Review Process (refer to Development Permit Guidelines for process);
11. Investigates and assures that the subject development is able to resolve any hazardous conditions, notably steep and unstable slopes and flooding;
12. Addresses concerns with regard to Wildland Fire Protection;
13. Investigates and pursues renewable and/or off grid energy generation;
14. Investigate and pursues and green building and design initiatives to reduce energy consumption within the development;
15. Provides conceptual road servicing plans, including the incorporation of transit;
16. Submits a conceptual servicing plan for water, sanitary sewer, and stormwater drainage;
17. Identify any community amenities proposed for the project;
18. Investigates and initiates water conservation measures; and
19. Consultation with Area C/SLRD and the Lil'wat Nation.

Any extension of the Urban Growth Boundary will require an amendment to the Official Community Plan.

## SCHEDULE B

### Community Amenity Priorities for Density Bonusing

The following are important community amenities that could be achieved through bonus density provisions in the zoning bylaw.

The weighing of the amenities with the bonusing has not yet been determined. Some developments may lend themselves to certain amenities more than others. Cash contributions can be considered in the density bonusing provision.

#### Top Priorities:

Arena;  
Indoor Pool; and  
Public Washrooms  
Parks (refer to Parks and Open Space Master Plan/Map G)  
Trails (refer to Pemberton and Area C Trails Master Plan/Map H)  
Agri-tourism amenities including the Farmers Market, and community greenhouses  
Affordable and Special Needs Housing

#### Medium Priorities:

Curling Rink,  
Performing Arts Stage,  
Outdoor Pool and  
Seniors Centre and  
regulation indoor gym,  
movie screening and  
seniors housing/care.

#### Other Amenities

community kitchen,  
outdoor skating rink,  
coop building for community,  
public use airport building,  
squash/racquet ball,  
bus shelters,  
track,  
public shower facility,  
indoor tennis,  
and clubhouses at playing fields

## SCHEDULE C

-GATEWAY TIYATA SPECIAL PLANNING / available at  
Village Offices  
or online  
starting July 5th

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## SCHEDULE D

### BENCHLANDS SPECIAL PLANNING

available at  
Village Offices  
or online  
starting July 5th

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## MAPS

- A – Urban Growth Boundary
- B – Land Use
- C – Development Permit Areas
- D – Heritage Mapping
- E – Cultural Mapping
- F – Community Facilities
- G – Parks and Open Spaces
- H – Trails Plan
- I – Servicing
- J – Transportation
- K – Environmentally Significant Areas

Appendices  
(colour)  
available at  
Village Offices  
or online

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