

**VILLAGE OF PEMBERTON
-COMMITTEE OF THE WHOLE MEETING AGENDA-**

Agenda for the **Committee of the Whole** of Council of the Village of Pemberton to be held **Tuesday, March 20, 2018, at 1:00 p.m.** at Council Chambers, 7400 Prospect Street. This is meeting No. 174.

“This meeting is being recorded on audio tape for minute-taking purposes as authorized by the Village of Pemberton Audio Recording of Meetings Policy dated September 14, 2010.”

Item of Business	Page No.
1. CALL TO ORDER	
In honour of the Lil'wat7ul, the Village of Pemberton acknowledges that we are meeting within the unceded territory of the Lil'wat Nation.	
2. APPROVAL OF AGENDA	1
Recommendation: THAT the agenda be approved as presented.	
3. APPROVAL OF MINUTES	
a) Committee of the Whole No. 173 – Tuesday, March 6, 2018	2
Recommendation: THAT the minutes of Committee of the Whole Meeting No. 173, held Tuesday, March 6, 2018 be adopted as circulated.	
4. DELEGATIONS	
There are no Delegation presentations.	
5. Budget Session #4 - 2018 REVISED Operating, Project and Capital Expenses and Tax Implications	6
Note: Report, Budget and Tax Implications will be provided prior to the meeting.	
6. Draft Affordable Housing Background Report - Update	15
Recommendation: THAT the Draft 2018 Affordable Housing Background Report Update be received for information.	
7. NON-MEDICAL CANNABIS RETAIL SALES – FLOW CHART	42
Recommendation: THAT the Committee of the Whole provide direction.	
8. ADJOURNMENT	

**VILLAGE OF PEMBERTON
COMMITTEE OF THE WHOLE
MEETING MINUTES**

Minutes for the **Committee of the Whole** of Council of the Village of Pemberton, held Tuesday, March 6, 2018, at 1:00 p.m., at Council Chambers, 7400 Prospect Street. This is meeting No. 173.

ATTENDING: Mayor Mike Richman
Councillor James Linklater
Councillor Karen Ross
Councillor Ted Craddock

ABSENT: Councillor Jennie Helmer

STAFF: Nikki Gilmore, Chief Administrative Officer
Sheena Fraser, Manager of Corporate & Legislative Services
Lena Martin, Manager of Finance & Administration
Tim Harris, Manager of Operations & Development Services
Elysia Harvey, Legislative Assistant
Gwendolyn Kennedy, Legislative Assistant

PUBLIC: 2

1. CALL TO ORDER

At 1:01 p.m. Mayor Richman called the meeting to order.

In honour of the Lil'wat7ul, the Village of Pemberton acknowledges that we are meeting within the unceded territory of the Lil'wat Nation.

2. APPROVAL OF AGENDA

Moved/Seconded
THAT the agenda be approved as presented.
CARRIED

3. APPROVAL OF THE MINUTES

a) Committee of the Whole No. 172 – Tuesday, February 20, 2018

Moved/Seconded
THAT the minutes of Committee of the Whole Meeting No. 172, held Tuesday, February 20, 2018, be adopted as circulated.
CARRIED

4. DELEGATIONS

a) Graham Turner, President, Pemberton & District Chamber of Commerce

Mr. Turner provided an update on current projects, plans for expanding the Chamber's role in the business community, and re-branding initiatives. Information was provided on the Chamber's shift to a digital Newsletter, online registration for members, 2018 Schedule of Events, and the progress of the Economic Development Task Force collaborative. The Chamber has received funding for its Data Portal and Community Profile Project through the BC Rural Dividend Fund and will continue working on this project. Moving forward, the Chamber is focused on exploring funding opportunities, maintaining local advocacy, and improving outreach to home-based businesses.

b) Alistair McCrone, Recreation Officer, Sea to Sky Recreation District, Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRO)

Mr. McCrone presented information on Crown Land recreational use and visitor data for Pemberton and surrounding area. Mr. McCrone confirmed that Meagre Creek will remain closed due to land slide safety risks, and Keyhole Falls Hot Springs continues to be a concern due to human/wildlife conflicts. Statistics were presented indicating that recreational use is increasing exponentially along the Sea to Sky Corridor, and that improvements to access and trails are key drivers in increasing visitors to an area. Human/wildlife conflicts, increased refuse, and disturbance to ecologically sensitive areas are some of the negative impacts seen in highly visited areas. The Province is planning to open 280 new campsites in 2018, with 25-35 new sites anticipated to open at Strawberry Point.

5. BUDGET SESSION No. 3 – REVISED OPERATING, PROJECT AND CAPITAL EXPENSES AND TAX IMPLICATIONS

a) 2018 Capital Projects for Further Review:

i. Affordable Housing Action Plan – Funding Options Update

As a follow up to the previous meeting, Staff advised that Gas Tax funding may not be used for the development of a Plan of this nature. Staff further advised that it will continue to work with developers to seek opportunities for affordable housing projects.

ii. Municipal Natural Assets Initiative – Verbal Update

As a follow up to the previous meetings, Staff advised that there was not an intake in 2018 for this initiative, nor was there certainty of this program continuing in the future. There is another program currently being developed by the Federation of Canadian Municipalities (FCM), that may include an element of Natural Assets, but the details have not yet been completed or released.

Moved/Seconded

THAT the Committee of the Whole recommend to Council that the Municipal Natural Assets Initiative no longer be pursued as there is no 2018 intake and future opportunities for this program are uncertain.

CARRIED

Moved/Seconded

THAT the Committee of the Whole recommend to Council that Staff continue to actively pursue future funding opportunities for natural asset initiatives.

CARRIED

b) Legislative Budget – Review

Moved/Seconded

THAT the Legislative Budget be supported as presented.

CARRIED

OPPOSED: Councillor Craddock

c) Public Works Department Budget – Review

Moved/Seconded

THAT the Public Works Department Budget be supported as presented.

CARRIED

d) Administration and Tax Implication Budget - Review

i. 2018 Priorities Review/Work Plans

Nikki Gilmore, Chief Administrative Officer, provided a brief overview of 2018 priorities including transit, affordable housing, and implementing a Project Coordinator position.

ii. Tax Implication Review

A review took place of the 2018 Municipal Tax Implications along with a comparison of the two proposed 2018 Average Municipal Tax Increase plans, one which included Reserves and one which included Reserves and a Contract Project Coordinator.

Moved/Seconded

THAT Staff review the 2018 draft budget and identify what can be deferred to offset half of the new Project Coordinator position.

AND THAT a revised Municipal Tax Implication Review be brought back to Committee of the Whole for consideration on March 20, 2018.

CARRIED

6. ADJOURNMENT

The Committee of the Whole Meeting was adjourned at 3:31 p.m.

Mike Richman
Mayor

Sheena Fraser
Corporate Officer

Date: March 20, 2018
To: Nikki Gilmore, Chief Administrative Officer
From: Lena Martin, Manager of Finance and Administration
Subject: Council Budgeting Session #4
2018 REVISED Operating, Project and Capital Expenses and Tax Implications

PURPOSE

To present to the Committee of the Whole a further revised 2018 Operating, Project and Capital Expenses Budget along with Tax Implications for review and comment.

BACKGROUND

At the Regular Council Meeting No. 1461, held Tuesday, December 12, 2017, Council approved the 2018 budget deliberation schedule. The second and third sessions took place at the Committee of the Whole meetings, held February 20th, 2018 and March 6th, 2018.

The following resolutions from the Committee of the Whole held on March 6, 2018, were brought forward at the Regular Meeting held later that day and were ratified by Council:

Moved/Seconded

THAT the Municipal Natural Assets Initiative no longer be pursued as there is no 2018 intake and future opportunities for this program are uncertain.

CARRIED

Moved/Seconded

THAT Staff continue to actively pursue future funding opportunities for natural asset initiatives.

CARRIED

This is the fourth session scheduled and will focus on an updated 2018 Operating, Project and Capital Expenses with Tax Implications. Staff were asked to identify any Project or Operating expenses that could be deferred to 2019 to support bringing forward a Contract Project Coordinator in 2018.

DISCUSSION AND COMMENTS

The Committee has reviewed the 2018 Budget as prepared through consultation with the Village Department Managers. At the last Committee of the Whole meeting, discussion on the remaining Capital Project items were discussed and the Committee requested further information from Staff on a few remaining items including; finding approximately 50% of the expenses to cover a Contract Project Coordinator and adjusting the tax implications to support the deduction.

At this time, the Budget is presented as balanced with the following Capital Projects adjusted:

Project Coordinator	\$75,000
Boathouse Staining (\$5,000)	2,000 reduced to in-house
Boardwalk Reserve (\$50,000)	35,000 reduced
Bus Shelter Lights (\$8,000)	8,000 Grant available
Roundabout Repair (\$2,000)	0 Deferred to 2018
Snow Blower Skid Steer (\$7,000)	0 Deferred to 2018
Road Reserve	57,272 (4%) as recommended

Adjustments to the Operating and Capital Project budgets show a decrease of (\$35,000) overall, a Road Reserve of 4%, a Capital Reserve of \$35,000 in consideration of future boardwalk expenditures and a Contract Project Coordinator at \$75,000.

Tax Implications are shown as adjusted above or as affected by assessment changes with 2017 tax rates. The current tax implications show a 6.5% tax increase for reserves and a 3.83% tax increase for Operations and Capital Projects.

Year-end values for the Community Initiatives and Opportunities Fund (CIOF) and Community Enhancement Fund (CEF) are shown with a surplus of \$7,750 (CIOF) and a surplus of \$2,847 (CEF), these surpluses are currently shown in general operating surplus to reduce the overall tax increase allocation.

Tax Implications are shown with the values from the Completed Roll and estimated year end surplus carried forward. Tax Bylaws will be presented in April using the Revised Tax Roll and additional year-end adjustments as required.

Municipal Tax Implications:

As per the Committee’s request, Staff have prepared an overview of the municipal tax implications for the average home in Pemberton, shown on **Appendix A**, which is based upon the operations and projects presented.

Budget Deliberation Schedule:

The future meeting schedule, as approved at the Regular Council Meeting No. 1461, held Tuesday, December 12, 2017 are shown below.

Date	Description
Tuesday, April 10 5:30 PM	Regular Council Meeting <ul style="list-style-type: none"> 2018 Tax Rates Bylaw 1st, 2nd and 3rd readings
Tuesday, April 24 5:30 PM	Regular Council Meeting <ul style="list-style-type: none"> 2018 Tax Rates Bylaw 4th & Final 2018 - 2022 Five Year Financial Plan 1st, 2nd and 3rd readings
Tuesday, May 8 5:30 PM	Regular Council Meeting <ul style="list-style-type: none"> 2018 - 2022 Five Year Financial Plan 4th & Final

COMMUNICATIONS

Notification of the budget deliberation schedule was placed in the Pique Newspaper on Thursday, January 25th, 2018, February 15th, 2018 and March 1st, 2018, March 15th as well as included in the Village's eNEWS, on the Village Website and Facebook page.

Should any members of the public have questions regarding the budget following this process, they can submit them to our general email admin@pemberton.ca.

LEGAL CONSIDERATIONS

The development and review of the annual budget meets with the requirements as set out in legislation.

IMPACT ON BUDGET & STAFFING

The 2018 Draft Budget Version 4 is shown in **Appendix B**

The development of the annual budget is a component of the day to day operations of the Finance Department and has been incorporated into the annual work plan.

INTERDEPARTMENTAL IMPACT & APPROVAL

The Finance Department coordinates with Managers on each department budget and will move forward with the projects as approved by Council.

IMPACT ON THE REGION OR NEIGHBOURING JURISDICTIONS

Development of the 2018 draft budget has no impact on the region or neighboring jurisdictions at this time.

ALTERNATIVE OPTIONS

Alternative Tax Implication scenarios are shown in **Appendix A**.

POTENTIAL GOVERNANCE CONSIDERATIONS

The development of the 2018 Draft Budget meets with Strategic Theme Two: Good Governance being an open and accountable government and to fiscal responsibility. As well, it meets with Strategic Theme Three: Excellence in Service by continuing to deliver quality municipal services.

RECOMMENDATIONS

THAT the Committee of the Whole provide direction to Staff with respect to any changes to the 2018 Draft Budget as presented.

Attachments:

Appendix A: 2018 Municipal Tax Implications
Appendix B: 2018 Draft Budget Version 4

CHIEF ADMINISTRATIVE OFFICER REVIEW

Submitted by:	Lena Martin, Manager of Finance and Administrative Services
CAO Approval by:	Nikki Gilmore, Chief Administrative Officer

Committee of the Whole

Appendix A

Average Municipal Tax Increase 2018 Projects and Reserves

Residential	Area	2017 Assessment	2017 Municipal Tax	2018 Assessment	2018 Tax Rate	2018 Municipal Tax	\$ Change
House	Poplar (H)	580,000	\$ 1,233.50	675,000	1.9834	\$ 1,338.81	\$ 105.30
House	Laurel Street (H)	565,000	\$ 1,201.60	660,000	1.9834	\$ 1,309.05	\$ 107.45
House	Hemlock	652,000	\$ 1,386.63	787,000	1.9834	\$ 1,560.95	\$ 174.32
House	Pinewood (H)	838,000	\$ 1,782.20	1,007,000	1.9834	\$ 1,997.30	\$ 215.10
House	Greenwood (H)	803,000	\$ 1,707.77	909,000	1.9834	\$ 1,802.92	\$ 95.16
House	Elmwood	617,000	\$ 1,312.19	781,000	1.9834	\$ 1,549.05	\$ 236.85
Duplex	Laburnum	592,000	\$ 1,259.02	668,000	1.9834	\$ 1,324.92	\$ 65.90
Townhouse	Flint Street (TH)	231,700	\$ 492.76	319,000	1.9834	\$ 632.71	\$ 139.95
Townhouse	Park Street (TH)	409,200	\$ 870.26	486,300	1.9834	\$ 964.53	\$ 94.28
Townhouse	Laurel Street (TH)	388,000	\$ 825.17	486,000	1.9834	\$ 963.94	\$ 138.77
Townhouse	Vine (TH)	392,000	\$ 833.68	463,000	1.9834	\$ 918.32	\$ 84.64
Light Industry							
Business	Venture Place	431,000	\$ 3,116.51	487,800	6.7436	\$ 3,289.53	\$ 173.02
Commercial							
Business	Downtown	2,857,200	\$ 13,672.12	3,088,900	4.4627	\$ 13,784.79	\$ 112.67
Business	Downtown	1,881,000	\$ 9,000.86	2,051,000	4.4627	\$ 9,152.97	\$ 152.11
Business	Industrial Park	775,000	\$ 3,708.49	796,000	4.4627	\$ 3,552.30	\$ (156.19)
Business	Industrial Park	163,300	\$ 781.41	189,800	4.4627	\$ 847.02	\$ 65.60
Rec./Non-Profit							
	Downtown	391,100	\$ 831.76	408,000	1.9834	\$ 809.23	\$ (22.53)
	Airport	2,530,000	\$ 5,380.63	2,760,000	1.9834	\$ 5,474.23	\$ 93.60
Farm							
	Meadows	348,633	\$ 741.45	406,804	1.9834	\$ 806.86	\$ 65.41
	Downtown	521,191	\$ 1,108.43	514,091	1.9834	\$ 1,019.66	\$ (88.78)

An adjustment was made to the Utilities Tax Ratio reducing it to 5.625 times the Residential Rate as per Ministry of Municipal Affairs and Housing Circular 1804, resulting in an adjustment of less than 6/100ths to the remaining Classes.

The Ministry states;

2. *Municipal Taxation Rate Cap for Class 2 Property*

Extract from B.C. Regulation 329/96:

2. *In setting the tax or levy rate for class 2 property for general municipal purposes, a municipality must not exceed the greater of:*

- a) *\$40 for each \$1,000 of assessed value, and*
- b) *2.5 times the rate applicable to class 6 property for general municipal purposes in the municipality for the same taxation year.*

Average Municipal Tax Increase 2018 with BC Assessment change only

Residential	Area	2017 Assessment	2017 Municipal Tax	2018 Assessment	2018 Tax Rate	2018 Municipal Tax	\$ Change
House	Poplar (H)	580,000	\$ 1,233.50	675,000	1.7979	\$ 1,213.58	\$ (19.92)
House	Laurel Street (H)	565,000	\$ 1,201.60	660,000	1.7979	\$ 1,186.61	\$ (14.99)
House	Hemlock	652,000	\$ 1,386.63	787,000	1.7979	\$ 1,414.95	\$ 28.32
House	Pinewood (H)	838,000	\$ 1,782.20	1,007,000	1.7979	\$ 1,810.49	\$ 28.28
House	Greenwood (H)	803,000	\$ 1,707.77	909,000	1.7979	\$ 1,634.29	\$ (73.47)
House	Elmwood	617,000	\$ 1,312.19	781,000	1.7979	\$ 1,404.16	\$ 91.97
Duplex	Laburnum	592,000	\$ 1,259.02	668,000	1.7979	\$ 1,201.00	\$ (58.03)
Townhouse	Flint Street (TH)	231,700	\$ 492.76	319,000	1.7979	\$ 573.53	\$ 80.77
Townhouse	Park Street (TH)	409,200	\$ 870.26	486,300	1.7979	\$ 874.32	\$ 4.06
Townhouse	Laurel Street (TH)	388,000	\$ 825.17	486,000	1.7979	\$ 873.78	\$ 48.61
Townhouse	Vine (TH)	392,000	\$ 833.68	463,000	1.7979	\$ 832.43	\$ (1.25)

Light Industry

Business	Venture Place	431,000	\$ 3,116.51	487,800	6.1130	\$ 2,981.92	\$ (134.59)
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Commercial

Business	Downtown	2,857,200	\$ 13,672.12	3,088,900	4.0454	\$ 12,495.84	\$ (1,176.28)
Business	Downtown	1,881,000	\$ 9,000.86	2,051,000	4.0454	\$ 8,297.12	\$ (703.74)
Business	Industrial Park	775,000	\$ 3,708.49	796,000	4.0454	\$ 3,220.14	\$ (488.35)
Business	Industrial Park	163,300	\$ 781.41	189,800	4.0454	\$ 767.82	\$ (13.60)

Rec./Non-Profit

	Downtown	391,100	\$ 831.76	408,000	1.7979	\$ 733.54	\$ (98.22)
	Airport	2,530,000	\$ 5,380.63	2,760,000	1.7979	\$ 4,962.20	\$ (418.43)

Farm

	Meadows	348,633	\$ 741.45	406,804	1.7979	\$ 731.39	\$ (10.06)
	Downtown	521,191	\$ 1,108.43	514,091	1.7979	\$ 924.28	\$ (184.15)

Appendix B

Village of Pemberton

Statement of Operation ending December 31, 2017

ACCOUNT CODE	ACCOUNT NAME	2017 YE Estimated	2017 Budget	2018 Budget	Budget \$	Budget %	
	Allocate Admin General Taxation	1,318,774	1,318,774	1,421,307	102,533	108%	
	Allocate Legislative General Taxation	94,697	94,697	104,074	9,377	110%	
	Allocate Fire General Taxation	387,615	387,615	348,364	(39,251)	90%	
	Allocate Development General Taxation	327,790	327,790	416,805	89,015	127%	
	Allocate Public Works/ Parks General Taxation	1,088,206	1,088,206	1,021,537	(66,669)	94%	
	Allocate Transit General Taxation	33,881	51,750	34,460	(17,290)	67%	
	Reclass Sewer General Taxation	(107,934)	(107,934)	(39,972)	67,962	37%	
	Allocate Airport General Taxation	51,200	51,200	32,994	(18,206)	64%	
01-1-005000-6501	<i>Transfer to/from Surplus</i>	1*	(610,829)	(610,829)	(530,395)	80,434	87%
01-1-006000-1301	Residential (Class 1)		(871,713)	(871,711)	(989,035)	(117,324)	113%
01-1-006000-1302	Utilities (Class 2)		(79,065)	(79,065)	(59,969)	19,096	76%
01-1-006000-1305	Light Industry (Class 5)		(17,002)	(17,002)	(16,336)	666	96%
01-1-006000-1306	Commercial (Class 6)		(306,221)	(306,221)	(336,580)	(30,359)	110%
01-1-006000-1307	Frontage Collection		(300,095)	(300,098)	(300,098)	(0)	100%
01-1-006000-1308	Recreation/Non-Profit (Class 8)		(8,776)	(8,776)	(9,036)	(260)	103%
01-1-006000-1309	Farm (Class 9)		(370)	(370)	(540)	(170)	146%
01-1-006000-1310	Community Enhancement Levy		(15,002)	(15,000)	(15,000)	-	100%
01-1-006000-1311	Community Initiatives and Opportunities		(29,999)	(30,000)	(30,000)	-	100%
01-1-006000-1312	Community Centre Parcel Tax		-	-	-	-	0%
01-1-006000-1313	Tax Penalties		(59,099)	(69,000)	(62,000)	7,000	90%
01-1-006000-1314	Tax Interest		(16,712)	(19,435)	(18,000)	1,435	93%
01-1-006000-1315	Reserve Tax Collection	2*	(119,165)	(119,165)	(176,437)	(57,272)	148%
01-1-006200-1350	GIL - BC Rail	3*	(8,804)	(21,000)	(6,000)	15,000	29%
01-1-006200-1351	GIL - BC Hydro		(31,333)	(30,000)	(32,000)	(2,000)	107%
01-1-006200-1352	GIL - Federal Government		(5,781)	(6,500)	(5,800)	700	89%
01-1-006300-1375	1% Revenue Grant - Telus		(7,169)	(7,700)	(7,100)	600	92%
01-1-006300-1376	1% Revenue Grant - BC Hyrd		(31,364)	(26,700)	(31,000)	(4,300)	116%
01-1-006300-1377	1% Revenue Grant - Shaw		(4,628)	(4,300)	(4,600)	(300)	107%
01-1-006400-1400	<i>Collections for School</i>		(1,194,650)	(1,194,650)	(1,194,650)	-	100%
01-1-006400-1401	<i>Collections for Policing Costs</i>		(185,644)	(185,644)	(185,644)	-	100%
01-1-006400-1402	<i>Collections for SLRD</i>		(872,988)	(873,012)	(873,012)	-	100%
01-1-006400-1404	<i>Collections for STSRHD</i>		(26,708)	(26,700)	(26,700)	-	100%
01-1-006400-1405	<i>Collections for MFA</i>		(145)	(146)	(146)	-	100%
01-1-006400-1406	<i>Collections for BCAA</i>		(39,778)	(39,777)	(39,777)	-	100%
01-1-006600-1450	Investment Interest Income	4*	(36,001)	(6,000)	(6,000)	-	100%
01-1-006650-1450	Interest Revenue - Accounts Receivable		(1,286)	(5,000)	(1,500)	3,500	30%
01-1-006900-1504	Licenses - Commercial Vehicles		(565)	(500)	(500)	-	100%
01-1-007000-1550	Sundry Revenue		(4,998)	(6,000)	(4,500)	1,500	75%
01-1-007000-1551	Revenue - Tax Certificates		(5,570)	(3,000)	(3,000)	-	100%
01-1-007000-1552	VOP Admin Fee - Fire Protection		(17,299)	(17,299)	(17,299)	-	100%
01-1-007000-1553	VOP Admin Fee - Rescue Service		(5,454)	(5,454)	(5,454)	-	100%
01-1-007100-1600	Rentals	5*	(80,216)	(83,076)	(80,000)	3,076	96%
01-1-007200-1671	Grants - Provincial - SFC		(389,870)	(376,000)	(376,000)	-	100%
01-1-007300-1555	SOS - Admin reclass	6*	(4,378)	(10,000)	(10,000)	-	100%
01-1-007300-1556	SOS - Water Reclass		(417,969)	(368,857)	(333,984)	34,873	91%
01-1-007300-1557	SOS - Sewer Reclass		(182,310)	(177,170)	(306,183)	(129,013)	173%
01-1-007300-1558	SOS - Airport Reclass		(27,016)	(30,134)	(41,760)	(11,626)	139%
	Total Revenues		(2,821,745)	(2,739,192)	(2,796,465)	(57,273)	102%
01-2-008700-6475	<i>Transfer - School Levy</i>		1,194,650	1,194,650	1,194,650	-	100%
01-2-008700-6476	<i>Transfer - Police Tax</i>		185,644	185,644	185,644	-	100%
01-2-008700-6477	<i>Transfer - SLRD</i>		872,988	873,012	873,012	-	100%
01-2-008700-6479	<i>Transfer - STSRHD</i>		26,708	26,700	26,700	-	100%
01-2-008700-6480	<i>Transfer - MFA</i>		145	146	146	-	100%
01-2-008700-6481	<i>Transfer - BCAA</i>		39,778	39,777	39,777	-	100%
01-2-008800-6501	Reclass Frontage to Water Revenue Fund		99,985	99,985	99,985	0	100%
01-2-008800-6502	Reclass Frontage to Sewer Revenue Fund		200,113	200,113	200,113	(0)	100%
01-2-008800-6504	Transfer to General - Capital		-	-	-	-	0%
01-2-008800-6505	Transfer to Future Reserves - Capital	2*	119,165	119,165	176,437	57,272	148%
01-2-008800-6509	<i>Transfer to/from Future Reserves</i>		-	-	-	-	-
	Total Expenses		2,739,176	2,739,192	2,796,464	57,272	102%
	(Surplus) / Deficit		(82,569)	0	(0)		

1* Surplus Reduced as Projects Complete

2* 4% Tax Increase as per 2017 Council Resolution, transfer to Road Reserve

3* BCR properties sold, transfers to taxation collected in 2018

4* Development Bonds Returned

5* Pemberton Music Festival removed

6* Overhead Allocation to Departments updated

Village of Pemberton

Statement of Operation ending December 31, 2017

ACCOUNT CODE	ACCOUNT NAME		2017 YE Estimated	2017 Budget	2018 Budget	Budget \$	Budget %
	Allocate Admin General Taxation		(1,318,774)	(1,318,774)	(1,421,307)	(102,533)	108%
	Surplus Carry Forward, 2017 Projects		(28,132)	(28,132)	(59,799)	(31,667)	213%
01-1-106800-1471	Fines - Dog Ticketing Fees		-	(200)	(200)	-	100%
01-1-106800-1472	Fines - Traffic Offense Ticketing Fees		(1,800)	(1,000)	(2,000)	(1,000)	200%
01-1--106800-1473	Fines - Other Bylaw Enforcement Fines		(400)	-	-	-	0%
01-1-106900-1500	Admin - Application Fees		-	-	-	-	0%
01-1-106900-1502	Licenses - Dog		(4,292)	(5,000)	(5,000)	-	100%
01-1-106900-1503	Licenses - Business		(49,080)	(43,171)	(45,000)	(1,829)	104%
01-1-107200-1671	Grant - Provincial Project - General	1*	(8,083)	(8,755)	(19,670)	(10,915)	225%
01-1-107200-1673	Grant - Other Project - General		-	-	-	-	0%
01-1-107200-1674	Contribution - Other Govt - General		(5,000)	(12,926)	(10,926)	2,000	85%
01-1-107200-1675	Contribution - Other - General		-	-	-	-	0%
01-1-107200-1676	Transit - Contributions		(7,851)	(7,733)	(8,125)	(392)	105%
01-1-107300-1925	Admin - Other Revenue - Misc		(8,070)	-	(3,000)	(3,000)	0%
01-1-107300-1927	Other Revenue - Gas Tax		-	-	-	-	0%
01-1-107500-1990	MFA Proceeds		(353,104)	-	(60,000)	(60,000)	0%
01-1-107600-6500	Admin - Transfer from Reserve		(65,614)	(22,968)	(22,968)	0	100%
	Total Revenues		(1,850,200)	(1,448,659)	(1,657,995)	192,205	114%
01-2-108000-6000	Admin - Salaries	2*	710,102	721,583	800,011	78,428	111%
01-2-108000-6002	Admin - Benefits	2*	115,999	112,000	122,810	10,810	110%
01-2-108000-6003	Admin - Travel, Meals & Accomodation		8,787	16,000	16,000	-	100%
01-2-108000-6004	Admin - Interest,Comm. & Bank Fees		5,364	5,000	5,130	130	103%
01-2-108000-6005	Admin - Advertising		7,439	25,000	12,000	(13,000)	48%
01-2-108000-6006	Admin - Insurance	3*	18,681	21,000	21,000	-	100%
01-2-108000-6007	Admin - Photocopier		4,229	4,500	4,590	90	102%
01-2-108000-6008	Admin - Postage		7,187	12,000	10,000	(2,000)	83%
01-2-108000-6010	Admin - Sundry		3,907	4,000	4,000	-	100%
01-2-108000-6011	Admin - Telephone		11,003	12,000	12,000	-	100%
01-2-108000-6012	Admin - Hydro		10,527	24,000	14,500	(9,500)	60%
01-2-108000-6014	Admin - IT/Software	4*	23,308	43,000	27,676	(15,324)	64%
01-2-108000-6015	Admin - Elections		-	-	30,000	30,000	0%
01-2-108000-6016	Admin - Community School Expense		10,490	10,178	10,500	322	103%
01-2-108000-6019	Admin - Memberships and Prof. Fess		4,949	5,000	5,000	-	100%
01-2-108000-6020	Admin - Training		11,087	17,500	17,500	-	100%
01-2-108000-6021	Admin - Consultation & Special Evt.		4,852	5,000	5,000	-	100%
01-2-108000-6022	Admin - Bad Debt		-	-	-	-	0%
01-2-108000-6525	Admin - Lease Interest		6,734	7,174	8,656	1,482	121%
01-2-108000-6527	Admin - Lease Principal	5*	398,217	42,970	58,847	15,876	137%
01-2-108000-6999	Penny Rounding Expense		(15)	-	-	-	0%
01-2-108100-6100	Admin - Accounting		25,410	26,000	26,000	-	100%
01-2-108100-6101	Admin - Legal		37,766	44,000	44,880	880	102%
01-2-108100-6103	Admin - Contract & Consultant Labour	6*	25,603	49,700	115,000	65,300	231%
01-2-108100-6104	Admin - Records Management		8,632	13,200	13,200	-	100%
01-2-108200-6125	Admin - Maintenance	7*	40,677	59,000	35,450	(23,550)	60%
01-2-108200-6126	Admin - Parts & Supplies		16,060	12,000	15,500	3,500	129%
01-2-108200-6127	Admin - Hardware	7*	1,699	-	13,000	13,000	0%
01-2-108200-6128	Bylaw - Fuel & Oil		1,056	1,000	1,500	500	150%
01-2-108200-6129	Bylaw - Servicing		4,457	-	4,000	4,000	0%
01-2-108250-6023	Amortization Expense - General		-	-	-	-	0%
01-2-108300-6450	Promotions/Community Enhancement		12,153	15,000	15,000	-	100%
01-2-108300-6451	Community Init. & Opport. Fund		22,250	30,000	30,000	-	100%
01-2-108300-6454	Climate Action Carbon Tax Credits		2,700	1,500	2,000	500	133%
01-2-108400-6170	Project Admin - General Expense	1*	16,690	45,934	50,560	4,626	110%
01-2-108400-6175	Admin - Bylaw Enforcement Exp		7,677	8,000	8,160	160	102%
01-2-108400-6454	Admin - Emergency Management	8*	1,877	5,000	8,420	3,420	168%
01-2-108400-6550	Project - Capital Land Expense - Admin		65,614	-	-	-	0%
01-2-108400-6551	Project - Cap. Mach & Equip. Exp - Admin	7*	15,927	44,460	90,000	45,540	202%
01-2-108400-6555	Project - Cap - Building	7*	-	5,959	105	(5,854)	2%
	Total Expenses		1,669,095	1,448,659	1,657,995	209,336	114%
	(Surplus) / Deficit		(181,105)	-	-		

1* Community Wildfire Protection - Approved Budget, Wellness Almanac

2* Emergency Coordinator Increased to FT, 2017 savings from unfilled positions in Finance

3* Includes New Vehicle Insurance

4* New IT Contract, reallocated to Departments

5* Principal Payment Increase on 2017 Equipment Loans

6* Finance Contrator Temporary to fill unfilled position

7* Projects Carried Forward from Surplus, MFA Car Loans

8* New Epaact Emergency Line

Village of Pemberton

Statement of Operation ending December 31, 2017

Consolidated

	2017	2017	2018	Budget	Budget
	YE Estimated	Budget	Budget	\$	%
Revenues:					
Taxation	1,912,298	1,932,042	2,099,531	167,488	109%
Water and sewer user rates	1,616,015	1,589,781	1,682,090	92,310	106%
User charges	1,651,594	1,426,401	1,576,635	150,235	111%
Penalties and interest income	21,515	19,279	16,640	(2,639)	86%
Government transfers:				-	0%
Provincial	596,549	1,699,878	1,515,825	(184,053)	89%
Federal				-	0%
Other local governments	349,191	271,095	353,413	82,318	130%
Investment income	36,001	8,727	7,320	(1,407)	84%
Other revenues	707,039	841,272	412,741	(428,531)	49%
Collections on behalf of other governments	2,319,913	2,319,929	2,319,929	-	100%
	9,210,116	10,108,403	9,984,125	(124,278)	99%
Expenditures:					
General government	1,872,774	2,042,456	2,195,903	153,447	108%
Fire protection services	571,024	613,091	552,258	(60,833)	90%
Development and planning services	605,261	463,090	593,556	130,466	128%
Public works and parks	780,090	910,902	1,019,877	108,975	112%
Water utility	733,414	778,593	832,441	53,848	107%
Sewer utility	559,526	702,656	717,780	15,124	102%
Airport services	53,017	55,531	61,480	5,949	111%
Transfers to other governments	2,319,913	2,319,929	2,319,929	-	100%
	7,495,019	7,886,248	8,293,224	406,976	105%
Annual (Surplus) / Deficit	(1,715,097)	(2,222,155)	(1,690,901)		
ADJUSTMENTS REQUIRED TO BALANCE FINANCIAL PLAN TO CONFORM WITH LEGISLATIVE REQUIREMENTS					
Non-cash items included in Annual (Surplus)/Deficit					
Amortization on tangible capital assets		-	-	-	
Cash items NOT included in Annual (Surplus)/Deficit					
Capital expenditures	1,058,089	2,306,574	2,127,581	(178,993)	92%
Loan proceeds	(412,942)	-	(120,000)	(120,000)	
Long term debt payments	202,617	205,949	265,949	60,000	129%
Capital lease payments	557,203	149,578	144,507	(5,071)	97%
Transfers to/from Statutory Reserves		-	(50,000)	(50,000)	
Transfers from Non-Statutory Reserves	(177,114)	(134,468)	(715,795)	(581,327)	532%
Transfers to Non-Statutory Reserves	535,693	335,165	630,853	295,688	188%
Transfers to/(from) Unappropriated Surplus	(640,643)	(640,643)	(592,194)	48,449	92%
Financial Plan Balance	(592,194)	0	1	0	
General Fund (Surplus) / Deficit	(432,843)	0	0		
Water Fund (Surplus) / Deficit	0	(0)	0		
Sewer Fund (Surplus) / Deficit	(159,351)	0	0		
Airport Fund (Surplus) / Deficit	-	(0)	(0)		
	(592,194)	0	1		

Date: March 20, 2018
To: Nikki Gilmore, Chief Administrative Officer
From: Lisa Pedrini, Senior Planner
Subject: DRAFT Affordable Housing Background Report - Update

PURPOSE

The purpose of this report is to provide the Committee of the Whole with an update on the status of the Draft Affordable Housing Background Report.

BACKGROUND

In the spring of 2009, the Village retained CitySpaces Consulting to prepare an Affordable Housing Strategy. The purpose of the Strategy was to influence the provision and retention of affordable housing in Pemberton.

The Affordable Housing Strategy was adopted at the Village of Pemberton Regular Council Meeting No. 1242, held Tuesday, December 15, 2009.

During 2010-2011, the Village undertook the process of updating its Official Community Plan (OCP). Included in the approved OCP was a section devoted to formalizing the Strategy's recommendations. The OCP Bylaw No. 654, 2011 includes Section 5.9 – "***Pemberton Offers a Stock of Livable, Affordable and Secure Housing***" as one of its Community Planning Directions.

On July 22, 2014, the Manager of Development Services at the time provided a Staff report that included a suggested OCP scorecard for Council's review in order to track progress made on OCP actions. The scorecard included review of the progress related to Pemberton's support for Section 5.9 ***Livable, Affordable and Secure Housing***. Some of the actions noted in this scorecard were denoted as ongoing or not as urgent given the change in the economic market in 2014.

In late 2016, as a result of the economic boom and lack of long term rentals being available in the Pemberton area, the issue of Affordable Housing became a concern for Council and as such in 2017 was incorporated as a Strategic Priority for the Village.

At the Committee of the Whole No. 160, held April 11, 2017, discussion took place with respect to the housing shortages in the Pemberton Valley and the impacts these shortages have for businesses recruiting for employees, local families and economic development in the region. The Committee requested that a working session be held on housing and include discussion related to Social Housing opportunities; review of the Affordable Housing Plan; Incentives for developers; Temporary Use Permit for a work camp and Density.

Subsequently, at the Committee of the Whole No. 160, held May 16, 2017, as part of a Strategic Priorities review, Staff was asked to prepare a listing of properties within the Village that could accommodate affordable housing opportunities and report back to a future Committee of the Whole.

Over the next several months, Staff reviewed the OCP, the existing Housing Plans and Strategies and at the Committee of the Whole No. 166, held September 12, 2017, presented an update on the Village's 2009 Affordable Housing Strategy. In the report to the Committee, Staff identified that "*Pemberton is facing a critical time in home ownership affordability and availability of rental units in the market. This threatens to undermine the Village's ability to retain employees by driving out young people and making it harder to attract employees to the Region.*" The report also listed a number of initiatives that the Village has taken to facilitate affordable housing within the Village since 2009 but also noted where work still needed to be done.

At that meeting it was recommended that an Affordable Housing "Action Plan" (i.e., Policy) be created to address the community's current challenges and changes to the market. To support this work, Staff further recommended updating the Background Report on housing affordability in order to gain a clear picture of today's numbers with respect to housing need, supply, and demand.

The Committee supported the recommendations and subsequently the following resolutions were passed by Council at the Regular Council Meeting No. 1456, held later that day.

Moved/Seconded

THAT staff be directed to review and update the 2009 Affordable Housing Strategy Background Report with current information regarding community housing need, supply and demand.

CARRIED

Moved/Seconded

THAT Council supports the development of an Affordable Housing Action Plan, which would include clear targets and tools to facilitate a range of affordable housing for employees, seniors, people in high need and include hospice opportunities as amended at the Council meeting.

CARRIED

DISCUSSION & COMMENTS

Since February, Staff has been researching and compiling information that will support the update of the Background Report. This work has included:

- Reviewing and summarizing the rescinded Area C OCP Bylaw and the Draft SLRD RGS with respect to their approach to Affordable Housing,
- Reviewing statistical data for Pemberton from the 2016 Census and earlier,
- Calculating current statistics on labour, housing, and demographic profiles,
- Reviewing Pemberton and Area Real Estate Sales Statistics from 1998 – 2018,
- Reviewing the Whistler Housing Authority 2017 Employee Housing Needs Assessment,

- Conducting an online survey with the Pemberton local business community and analysing the results,
- Researching and determining average rental costs for different types of units,
- Compiling Current Development Activity, and
- Updating the 2009 Background Report with current and new data.

Staff feels there is still more work to be done to ensure that the Background Report accurately reflects what is happening in the community presently. However, as this is an important issue for Council and given the recent discussions related to an affordable housing project by Coombs Development, Staff felt that a status report on the progress being made to update the Affordable Housing Plan Background Report would be helpful and timely.

As such, the Draft update to the Affordable Housing Plan Background Report is attached for the Committee's review (**Appendix A**). This is not the final version as it is still Staff's intention to undertake key informant interviews in order to present qualitative data in addition to the quantitative data that has been collected to date. This will include reaching out to representatives from the:

- Local development industry,
- Local real estate sector,
- Community non-profit organizations involved in housing,
- Whistler Housing Authority,
- BC Housing, and
- Sea to Sky Community Services.

Also Staff will create and add figures (graphs and charts) to visually depict some of the statistical data to make the information more easily understood. Once the document has been further updated, Staff will bring forward the final version for Council's review and approval.

Completion of the Background Report will assist in the next step which is the preparation of an Affordable Housing Action Plan. This item has been included in the 2018 Draft Budget for by way of a Project Coordinator/Planner and is awaiting Council approval. If approved, a planning consultant will be contracted to assist the Senior Planner with the development of an Action Plan. The aim of the Action Plan will be to clearly outline next steps to guide land use and policy decisions as they relate to housing with the aim of addressing Pemberton's affordable housing needs.

COMMUNICATIONS

There are no communications elements for consideration at this time.

LEGAL CONSIDERATIONS

This report is being presented for information purposes and as such there are no legal requirements or considerations.

IMPACT ON BUDGET & STAFFING

Preparation of the update to the Affordable Housing Background Report has been incorporated into the Planning Department's 2018 work plan.

INTERDEPARTMENTAL IMPACT & APPROVAL

The preparation of the Background Report has no impact on other Village Departments.

IMPACT ON THE REGION OR NEIGHBOURING JURISDICTIONS

The review and update of the Village Affordable Housing Background Report and the creation of an Affordable Housing Action Plan meets with the recommended new strategic directions of the Regional Growth Strategy (in progress).

ALTERNATIVE OPTIONS

There are no alternative options for consideration.

POTENTIAL GOVERNANCE CONSIDERATIONS

The review of the Affordable Housing Strategy and in particular consideration of an Affordable Housing Action Plan meets with Strategic Priority One: Economic Vitality by supporting a competitive and diversified economy; Strategic Priority Two: Good Governance by being committed to citizen engagement and accountable government; Strategic Priority Three: Excellence in Service through delivering the highest quality of municipal services and Strategic Priority Four: Social Responsibility by creating a strong and vibrant community.

RECOMMENDATIONS

THAT the Draft 2018 Affordable Housing Background Report Update be received for information.

Attachments:

Appendix A: DRAFT Affordable Housing Background Report

Submitted by:	Lisa Pedrini, Senior Planner
CAO Approval by:	Nikki Gilmore, Chief Administrative Officer

DRAFT VoP Affordable Housing - Background Report – March 2018



**Affordable Housing Strategy
Revised Background Report**
March 2018



www.pemberton.ca

DRAFT VoP Affordable Housing - Background Report – March 2018

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EXECUTIVE SUMMARY

Affordable housing considerations have been an important aspect of the Village of Pemberton policies and plans for over a decade. The Village developed an Affordable Housing Strategy in 2009 with the assistance of CitySpaces Consulting. At that time, the Strategy created a policy and planning framework through which the Village could respond to its affordable housing issues.

In order to inform the 2009 Strategy, a background report was developed by CitySpaces to outline the policy, planning and regulatory framework for affordable housing in Pemberton, provide an analysis of available data to produce indicators of housing affordability; and identify issues and considerations based on key-informant interviews.

In 2017, it was recognized that the Village's Affordable Housing Strategy would benefit from an update of more recent data. This Revised Background Report has been updated to include more recent data and inform next steps. Key research findings were as follows:

Key Population Groups

Four population groups have been identified in 2018 as being in need of special consideration through the Affordable Housing Strategy. They include:

- Low income households seeking rental or ownership housing suited to their needs;
- Working families with young children looking to move into ground-oriented housing suitable to family living;
- Seniors seeking safe and affordable housing options to accommodate "aging in place"; and
- Local employees looking primarily for secure and affordable long-term housing.

Key Housing Indicators

- Pemberton in 2016 grew at a rate on par with the BC average, with a population that rose from 2,434 to 2,574. The population percentage change over the decade from 2006 to 2016 equals a 17.4% increase. Many of Pemberton's new population continue to be working families with young children and individuals working in Whistler, resulting in a younger population compared to the rest of the province.
- Pemberton's housing stock has only risen slightly (~10%) from 2009. The number of total private dwellings in Pemberton in 2016 was 1,028, compared to 940 in 2006. While new construction activity slowed down considerably between 2008 – 2016; it is on the rise once again.
- In Pemberton in 2009, low cost market housing was limited to secondary suites in detached houses. In 2018, the Village will soon see the completion of a new purpose-built forty-five (45) unit rental apartment building (Radius), with another similar project (Orion) in 2019, adding an additional forty-five (45) units.

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- Recently approved residential subdivisions on Pemberton's Hillside (The Ridge at Pemberton and Sunstone Ridge), add a new form of potential rental housing to the supply. Carriage homes are separate secondary suites located on medium to larger sized single family residential view lots.
- At the same time, additional multi-family residential projects (Crestline and future mixed use developments in the Town Centre), will add new ground oriented townhouse and stacked townhouse units to the inventory of market housing in Pemberton.
- In terms of non-market housing, while the Lion's Villa seniors housing remains the only project in the Village, this project has expanded from its initial eight (8) units built in 1986 to a total of thirty (30) units targeted toward seniors and persons with disabilities. The Lions are in the process of investigating further expansion.
- Between 2008 and 2018, single detached home (chalet) sales prices increased 56% reaching a peak median price of \$830,000 in 2018, compared to \$530,000 in 2008. During the same ten year period, townhouse sales prices increased 89% reaching a peak median price of \$602,000 in 2018 from \$317,750 in 2008 and, notably, apartment prices increased 99% reaching a peak mean price of \$352,000 in 2018, from a median of \$270,000 in 2008. Since 2008, single detached home prices dropped off but have recently increased dramatically to a median of \$800,000.
- According to the Facebook page dedicated to local rentals in Pemberton and area (Pemberton B.C. Canada Housing Rentals), and classified listings (mostly Craigslist.com) from 2017-2018, rents in Pemberton range from as low as \$750 for a bedroom in a shared unit (utilities included), to approximately \$1,500 for a one (1) bedroom suite, approximately \$2,000 for two (2) bedroom suite, and \$2,500+ for a house or townhouse with three bedrooms or more. Between 2008 and 2018, rents on average increased by as much as 58.5% in Pemberton, according to the recent findings.
- For the typical Pemberton household, rental units remain relatively affordable. Married couples earning the median household income of \$68,500 could afford \$1,700 for rent, single parent families could afford up to \$1,050 per month and one person households could afford up to \$900 for rent. Rental housing may, however, be difficult to find.
- With regard to purchasing a home, in 2016 a married couple family earning the median-income could afford a home priced at approximately \$397,962 with a 10% down payment. Single parent families could afford a home priced at approximately \$141,408 and one person households a unit priced at \$100,025 Overall, options for affordable home ownership are limited for all households, compelling many households to spend in excess of 30% of their gross income on housing and housing expenses. First-time home buyers are generally limited to condominium apartments and those looking to move up the property ladder may not be able to do so because of limited choice in the market

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Key Factors and Considerations

- Housing issues span geopolitical boundaries and housing in Pemberton needs to be considered in a regional context encompassing SLRD Electoral Area C and Mount Currie. The Regional Growth Strategy (RGS) is currently being revised to include regional targets in terms of affordable housing.
- Improved accessibility as a result of the Sea-to-Sky highway improvements between Whistler and the Lower Mainland and rising costs in Squamish has created demand in the Pemberton market.
- Housing prices have increased significantly over the last two (2) years creating greater challenges to local businesses to attract and retain employees given a lack of affordable rental and home ownership options.
- Rising bare land prices, aging infrastructure, pre-load and flood plain considerations, and the high cost of construction make it more expensive and challenging for developers' bottom line when coming forward with affordable housing proposals;
- The proliferation of short term tourism accommodation, demand for recreational and retirement housing by non-residents and Whistler commuters has resulted in house prices that exceed local affordability levels;
- Physical constraints to development such as the floodplain, land within the Agricultural Land Reserve (ALR), and topographic conditions limit the amount of land available for affordable housing development.
- A large share of the population is in the young family stage, and there is a strong demand for ground-oriented dwelling units, but the prices are unattainable for many.

DRAFT VoP Affordable Housing - Background Report – March 2018

INTRODUCTION

This Background Report has been prepared in order to gain a clear picture of current figures with respect to housing need, supply, and demand. This Background Report provides a summary of the contextual information, including statistical and qualitative research findings, to describe Pemberton's current housing situation. This information will help inform and guide the development of an Affordable Housing Action Plan, which is the next piece.

Specifically this report contains:

- A summary of the Village's efforts to date with respect to affordable housing;
- An outline of the current policy, planning and regulatory framework for affordable housing in Pemberton;
- An analysis of current demographic and development related data to produce key indicators of housing affordability in Pemberton; and
- An identification of the preliminary issues and consideration related to housing affordability based on key-informant interviews.

Background

Pemberton is facing a critical time in home ownership affordability and availability of rental units in the market. This threatens to undermine the Village's ability to retain employees by driving out young people and making it harder to attract employees to the Region.

Over the years, the Village of Pemberton has supported several initiatives to facilitate affordable housing within its boundaries:

- Since the adoption of Zoning Bylaw No. 466, 2001, the Village has permitted secondary suites in its single family residential zones (RS-1, RSA-1, RSA-2) and permits up to four (4) accessory residential units in the Industrial Zone (M-1), thus increasing the supply of rental accommodation.
- The Village supported the expansion of the Lion's Villa Seniors Housing in 2005 by funding the cost of the trucking and pre-load for the site when it appeared this development might not proceed without the Village's assistance.
- The Village adopted the Benchlands Neighbourhood Concept Plan in 2007 which calls for a mix of housing (single family and multi-family housing) and mandates that 5% of dwelling units be dedicated for community housing which means it will be oriented toward those persons who have special housing needs as defined by such factors as age, disability, or income (to be achieved through density bonusing as outlined in the OCP).
- The C-3 Portage Road Commercial zone was amended in 2008 in allow stand-alone residential units including townhouses and stacked townhouses and again in 2010 to allow stand-alone apartments, all of which are considered more affordable housing options than single family residences.

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- The Village of Pemberton adopted an Affordable Housing Strategy in 2009. This Strategy contained 12 recommendations that sought to create a mix of rental and ownership housing options that meet the needs of Pemberton residents.
- The Village adopted an Official Community Plan in 2011 which included a policy statement with respect to supporting the development of a variety of affordable ownership housing options.
- The Village of Pemberton adopted a new Development Procedures Bylaw in 2013 with an aim to streamline the development application process.
- The Village approved the Comprehensive Development Zone No. 5 for the Tiyata Development in 2014, which is a small lot residential development close to community amenities.
- The Village approved amendments to the Official Community Plan (OCP) and Zoning Bylaw to facilitate the Hillside Residential Developments - The Ridge (in 2015) and Sunstone Ridge (in 2011) both of which include a mix of single family lots sizes (including small lots), multi-family residential development and the potential for Accessory Residential Units (Carriage Homes) which may accommodate rentals.
- The Village approved a Development Permit in 2016 to build a dedicated, energy efficient rental apartment building (Radius) in close proximity to community amenities.

These initiatives have been beneficial to increase the supply of what is referred to as “attainable” affordable housing. However, to really address affordability, Pemberton needs to attract more dedicated and non-market affordable housing, not just “attainable” initiatives that have come forward in the last few years.

A FRAMEWORK FOR AFFORDABLE HOUSING

Definitions

The topic of affordable housing involves many concepts that benefit from a shared understanding or definition. The term is often used interchangeably with “social housing”; however, social housing is just one category of affordable housing and usually refers to rental housing subsidized by the government. Affordable Housing is a much broader terms and includes housing provided by private, public and non-profit sectors as well as all forms of housing tenure (i.e., rental, ownership and cooperative ownership).

According to CMHC, affordable housing is housing that costs no more than 30% of a household’s gross income. Affordable housing encompasses much more than non-market housing; it means that families and individuals – of all income levels and lifestyles – can find suitable places to live and can enjoy a stable, secure place to call “home”. In addition to affordability, issues related to suitability and quality of the housing stock is identified as being integral to planning for affordable housing.

This report offers the following definitions in order to provide clarity to the reader:

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Affordable Housing – housing is considered to be affordable when a household spends less than 30% of the household's gross (before tax) income on housing costs.

Attainable Housing – market housing that is priced to be as attainable to as wide and varied a market as possible.

Below Market Rental Housing – housing with rents equal to, or lower than, average rates in private-market housing.

Emergency Shelter – immediate, short-stay housing for people who are homeless or at risk of homelessness.

Independent Living – a type of housing for seniors and people with disabilities that includes on-site hospitality and personal-care support services.

Low and Moderate Income Limits –

- a) For residential units with less than two (2) bedrooms, a gross household income that does not exceed the median income for families without children in B.C., as determined by BC Housing from time to time, based on data provided by Statistics Canada. **For 2017, this figure is \$69,360.00**
- b) For residential units with two (2) or more bedrooms, a gross household income that does not exceed the median income for families with children in B.C., as determined by BC Housing from time to time, based on data provided by Statistics Canada. **For 2017, this figure is \$99,910.00**

Market Housing – housing that is purchased and sold at 'market prices' by buyers and sellers; this is the primary source of shelter needs of Canadians.

Non-market Housing – housing that is price-controlled as a means of reducing the impacts of market forces and only available to a certain sector of the population; usually covenanted to remain affordable in perpetuity.

Non-profit Housing – a housing development that is owned and operated by a community-based, non-profit housing partner.

Rent geared to income – a type of subsidized housing where the housing provider matches your rent to how much income you earn.

Shelter Aid for Elderly Renters (SAFER) – a type of rent supplement program that BC Housing offers to eligible low-income older adults and people with disabilities.

Subsidized Housing – According to BC Housing, this is a type of housing for which the provincial government provides financial support or rent assistance.

The Affordable Housing Continuum

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The affordable housing continuum, illustrated below in **Figure 1**, continues to represent the spectrum of affordable housing types. At the far left of the continuum, is emergency shelter for people who are homeless or at risk of homelessness. At the far right of the continuum, are affordable rental and home ownership options for households with low to moderate incomes. The continuum shows a shift from non-market housing to housing that is government subsidized, to affordable housing that is provided in the private market. As one moves along the continuum, reliance upon government support decreases and independence increases.

Figure 1: Affordable Housing Continuum

THE AFFORDABLE HOUSING CONTINUUM

Emergency Shelters	Transitional Housing	Supportive /Social Housing	Below Market	Market Housing - Rental	Market Housing - Owned
Immediate, short-stay housing for homeless	Special Needs housing (recovery, mental health, abuse)	Subsidized rental housing (seniors, people with disabilities)	Price restricted housing geared to be affordable to low and moderate income households (rental, owned)	Dedicated rental apartment buildings	Small lots; small townhouse units; secondary suites
i.e. Pearl's Safe Home (Pemberton Valley)	i.e. Pearl's Place (Squamish)	i.e. Lion's Villa	i.e. Whistler Housing Authority Projects (no Village examples)	i.e. Radius; portions of Orion	i.e. Tiyata; Crestline; Carriage Homes
NON-MARKET				MARKET	

Legislative Context in British Columbia

In British Columbia, the BC Housing Authority has played an increasingly important role in providing housing to vulnerable populations including low-income individuals and families, homeless and populations at-risk of homelessness.

A municipality's powers in relation to housing are derived from the *Community Charter* and the *Local Government Act (LGA)*. The *Community Charter* (2004) gives BC municipalities the authority to legislate in a number of broadly-stated spheres of jurisdiction and provides:

- more flexibility to identify and provide service that Council considers necessary or desirable, such as housing;
- clear authority to regulate, prohibit and impose requirements;
- ability to waive or reduce fees when land or improvements are held by a charitable or non-profit corporation

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- authority to establish a tax exemption program for an area designated as a revitalization area or a permissive tax exemption to non-profits.

The *Local Government Act (LGA) RSBC 2015*, Section 473 (2) requires municipalities to include policies related to affordable housing, rental housing and special needs housing in their Official Community Plans (OCP's). The *LGA* contains a number of additional provisions related to housing:

- Provides flexibility to allow density benefits (density bonusing) in return for the provision of community amenities, including affordable and special needs housing, as defined by the municipality in their OCP Bylaw, including the number, kind and extent of the housing.
- Enables a local government to enter into a housing agreement with a landowner regarding the occupancy of the housing units in terms of tenure; classes of persons identified in the agreement; administration and management of the units; rents and lease, sale or share prices that may be charged. The housing agreement is registered on title and is binding on future owners.
- • Provides authority to waive or reduce a Development Cost Charge (DCC) for not-for-profit rental housing, including supportive living housing and for-profit affordable rental housing.
- • Allows for variation of DCCs according to different sizes or different numbers of lots or units in a development.
- Stipulates that the *BC Building Code* applies to all municipalities, of which Part 9.37 reflects on Secondary Suites.

The Policy and Planning Context in Pemberton

There are a number of policies, plans and regulations which comprise the current framework for housing development in Pemberton. In particular, affordable housing is identified as a key planning issue in several documents. These documents are noted below.

SLRD Regional Growth Strategy, Bylaw No. 1062, 2008

The Squamish Lillooet Regional District (SLRD) supports a range of quality affordable housing and housing types, targeting households of low and moderate income earning less than 80% of the median income. It includes policy statements regarding stakeholder collaboration, advocating for a range of housing types and housing affordability, and promoting consistency of affordable housing policies across the region.

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The Regional Growth Strategy Strategic directions include:

- Establish a regional affordable housing strategy encouraging regional housing trust funds, partnerships with non-profit organizations and exchange of experiences via a vis an affordable housing committee
- Adopt policies and regulations to support live-work, mixed-use neighbourhoods, and residential intensification (secondary suites, flex-housing, infill and small lot development)
- Encourage affordable housing self-help initiatives (e.g. community housing land trusts)
- Adopt financial tools (e.g. cash-in-lieu of social housing contributions, waiving DCCs, property tax exemptions, and land grants)
- Adopt price, resale, rent geared-to-income controls and other options to increase supply of affordable housing and create housing that is perpetually affordable
- Encourage cooperation with community services groups and developers to supply low- cost housing options for seniors.

Squamish-Lillooet Regional District Growth Strategy Bylaw No. 1062, 2008 Amendment Bylaw No. 1562-2018 (Draft)

The Squamish-Lillooet Regional District (SLRD) will be presenting a draft of the revised Regional Growth Strategy (RGS) to the Regional Board on March 28, 2018 for consideration of first reading. The revised RGS contains an updated section on affordable housing in Chapter 3 – Generate a Range of Quality Affordable Housing. This section will build on the strategic directions mentioned above with an emphasis on supporting an ongoing regional collaboration that will serve to strengthen communication and coordination of local efforts by all municipalities in the SLRD. It recognized that affordable housing is a regional issue, and that collaboration and sharing common tools and techniques will help increase the supply and range of quality and affordable housing across the region. It is also acknowledged that Pemberton, Squamish and Lillooet can gain important expertise from the Resort Municipality of Whistler and the successes of the Whistler Housing Authority.

More on the content of this section of the revised RGS will be available once the draft RGS is presented to the SLRD Board of Directors.

Village of Pemberton Official Community Plan, Bylaw No. 654, 2011

During 2010-2011, the Village undertook the process of updating its Official Community Plan (OCP). Included in the adopted OCP was a section devoted to formalizing the Strategy's recommendations. The OCP Bylaw No. 654, 2011 includes Section 5.9 – "*Pemberton Offers a Stock of Livable, Affordable and Secure Housing*" as one of its Community Planning Directions. Section 5.9 of the OCP acknowledges "*that residential growth should facilitate the needs of the local workforce and residents*" and includes the following Housing Policy goal statements:

- Facilitate the development of quality rental housing for residents with low to moderate incomes;
- Support a variety of affordable ownership housing options for young families, first time home purchasers, retirees and seniors;

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- Encourage housing designed to meet changing household needs and the ability for the community to age in place;
- Encourage the development of housing for seasonal workers;
- 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.

Within its Special Planning Areas Section 6.0, the OCP also makes specific policy recommendations with respect to the Tiyata, Benchlands and Hillside areas. For examples, the OCP:

- Encourages the developers of Crown Benchlands to include a range of multi-family residential housing opportunities; with a target of 25% multi-family housing, and 5% to be dedicated to community housing oriented to persons who have special needs as defined by age, disability, or income);
- Supports multi-family as well as a range of single detached housing lot sizes, with the ability to develop secondary suites in accessory buildings (Carriage Homes) in the Hillside Special Planning Areas (i.e., the Ridge at Pemberton and Sunstone Ridge);
- Supports the creation of compact housing development (small lots) that will cater to a range of income and ages, with easy access to place of work, shopping and community amenities.

Squamish-Lillooet Regional District Electoral Area C Official Community Plan Bylaw 1484, 2017 (Rescinded)

This Bylaw was proposed to replace the Area C Official Community Plan Bylaw No. 689, 1999, received Second Reading and a Public Hearing, but has been recently rescinded due to community concerns with some of the agricultural policies. The biggest priority of the proposed new Area C OCP was to implement the Pemberton Valley Agricultural Area Plan recommendations with a strong emphasis on ensuring agricultural lands are used for agricultural purposes.

However, the rescinded OCP Bylaw did contain a policy section on Affordable Housing that is worth mentioning. It noted that a diversity of housing forms and options contributes to a diverse and vibrant community; but at the same time it acknowledged that most land in Area C is not suitable for housing development; land in the Agricultural Land Reserve (ALR) cannot be considered as an option to meet future housing demand as it is meant to be protected for the preservation of agriculture.

In practice, the opportunities for the provision of affordable housing and for diversifying housing provision in Area C are limited to a couple of existing small concentrations of housing in rural areas and to the very limited areas designated Commercial. Therefore, a potential exists for offering a diversity of housing provision in rural areas and currently their regulations permits secondary suites, allowing caretaker's units in commercial and industrial zones and permits home-based businesses. The direction

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the Bylaw was taking toward housing in Agricultural zones was that it should be restricted to the main farm dwelling, and only additional dwellings where they are necessary for bona-fide farm activities.

Council Strategic Priorities List (2017)

In late 2016, as a result of the economic boom and lack of long term rentals being available in the Pemberton area, the issue of Affordable Housing became a concern for Council and as such in 2017 was incorporated as a Strategic Priority for the Village.

At the Committee of the Whole No. 160, held April 11, 2017, discussion took place with respect to the housing shortages in the Pemberton Valley and the impacts these shortages have for businesses recruiting for employees, local families and economic development in the region. The Committee requested that a working session be held on housing and include discussion related to Social housing opportunities; Review of the Affordable Housing Plan; and Incentives for developers.

Subsequently, at the Committee of the Whole No. 160, held May 16, 2017, as part of a Strategic Priorities review Staff was asked to prepare a listing of properties within the Village that could accommodate affordable housing opportunities and report back to a future Committee of the Whole.

Benchlands Neighbourhood Concept Plan, 2007

The 2007 Benchlands Neighbourhood Concept Plan (NCP) established a land use and servicing framework for the future development of the hillside adjacent to Pemberton's village centre. The NCP proposes a mixed use, hillside residential neighbourhood consisting of ground- oriented single family and multi-family housing units. Phase 1 includes 503 dwelling units including 189 secondary suites within large and medium single family homes. The OCP requires 25% of new housing in the Benchlands to be multi-family housing.

The plan is based on the assumption that Pemberton's demographic profile points to a need for affordable and flexible housing for young families that they will be able to grow in to over time. The plan also assumes that secondary suites will be desirable as mortgage helpers and to help provide lower cost rental housing in the community.

The following statement is found in the Benchlands NCP supporting documents:

“Surveyed public opinion during the public consultation process has stated that affordable single family housing options are desirable, and that secondary suites are a necessary component of future growth in the Village. The Benchlands NCP aims to meet this demand by designating a broad range of single family lot sizes, multi-family townhomes, and the provision for accommodating secondary suites in larger single family homes”⁵.

Village Affordable Housing Strategy, 2009

The Village's Affordable Housing Strategy was adopted December 15, 2009 and provides policy direction and an outline of the Village's role in pursuing a supply of housing that meets the needs of the community (as identified in 2009). The Strategy included the following twelve (12) directions:

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- 1) Draft and adopt affordable housing policies that provide clear and consistent direction to staff, council and developers.
- 2) Streamline the development review process and remove barriers to affordable housing development.
- 3) Amend regulations to encourage innovation in the design and planning of new residential construction as well as residential redevelopment and infill projects.
- 4) Amend zoning regulations to facilitate the development of accessory suites as a means of increasing the rental housing stock.
- 5) Use financial tools to facilitate the development of affordable housing.
- 6) Consider approaches to legalize and facilitate the development of secondary suites.
- 7) Introduce municipal programs and mechanisms to direct funds toward affordable housing initiatives.
- 8) Build partnerships that can lead to the development of non-market housing projects in the Pemberton area.
- 9) Build partnerships that can lead to the development of rental housing projects in the Pemberton area.
- 10) Continue to liaise and facilitate dialogue with key stakeholders and community groups regarding housing issues.
- 11) Advocate to senior levels of government on housing matters beyond the Village's jurisdiction.
- 12) Provide information and outreach to community members.

The Village OCP recommends that the Affordable Housing Strategy be reviewed once the supply and demand for housing stabilized, as it was based on the circumstances existing at the time, that being the 2010 Olympics and the very high rate of growth Pemberton was experiencing compared to the provincial average.

Not all of the recommendations contained in the Village's Affordable Housing Strategy have been accomplished. The first of which - the creation of affordable housing policies that provide clear and consistent direction to staff, council and developers - was never completed. And although the Development Procedures Bylaw was updated, it did not contain specific measures to streamline (i.e., fast-track) applications related to affordable housing. In addition, there are actions identified in the 2011 Official Community Plan related to affordable housing that still hold merit (i.e., the creation of a Mobile Home Retention Policy) but have not yet been achieved due to work load and other priorities.

INDICATORS OF HOUSING MARKET IN PEMBERTON

A number of demographic, socio-economic, housing and income-related data help to inform our understanding of Pemberton's housing market.

Demographic Indicators

Population Profile

The Village of Pemberton grew at a rate of 5.8% per year between 2016 and 2011 just slightly more than the provincial growth rate of 5.6% per year for the same period. Compared to the previous Background Report, Pemberton has experienced a marked slowdown in its pace of growth; between 2001 and 2006 the growth rate in Pemberton was 34%, as such it was one of the fastest growing municipalities in the province.

(INSERT FIGURE)

Generally, Pemberton has a younger population than the rest of the province. The median age in 2016 was 36 years of age, compared to 43 years of age in BC; however, this median age has risen slightly from 33 years of age in 2006.

In 2016, nearly half the population of Pemberton (49.3%) was between 25 and 49 years of age, compared to only 32.8% of the Province. Conversely, only 15% of Pemberton residents were between the ages of 49 and 64, and no more than 5.2% were seniors over the age of 65. While the share of the population over 49 has risen during the last Census period, seniors make up a smaller share of the population in Pemberton (~20%) than the rest of B.C. (~40%). In 2016, the number of children under 14 years of age was 585/2,575 or nearly 23% of the population. This distribution illustrates the extent that Pemberton's population consists of working families with younger children.

Socio-Economic Indicators

Labour Force

The 2016 Census indicates a continued high level of labour force participation (the percentage of adult residents 15 years and older who are either working or actively seeking work), for Pemberton, 85.9% compared to 63.9% BC-wide. The labour force participation for 2018 is only slightly lower than it was in 2006, when it was 89%. It is not surprising that Pemberton's labour force participation remains high compared to the provincial average, given the large share of the Village's population of working age.

- Management/Business, Finance and Administration occupations employ the highest percentage of Pemberton residents at 27% in 2016. This exceeds Sales and Service occupations which was reported in 2006, when over a quarter of Pemberton's population was employed in this sector. In 2016, those employed in Sales and Service occupations dropped to 24%; and Trades, Transport and Equipment Operators (mostly construction) and related occupations employ an equal amount at 24%.

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- Between 2006 and 2016, unemployment rates in Pemberton fell from 3.5% in 2006 to 0.6% in 2016. The unemployment rate for BC in 2016 is 6.0%. As a trend, unemployment rates for Pemberton have been steadily decreasing from 9.6% in 1996, to 4.8% in 2001 and 0.16% in 2016.

Housing Indicators

Housing Stock

In 2016, Pemberton was estimated to have 1,028 total private dwellings, of which 965 were occupied by usual residents. The vast majority of housing was ground oriented (87%) including single detached, duplexes, townhouses and mobile homes. The remaining 13% were in apartments/condominiums. As part of the ground oriented stock, 40 out of 965 or 4% were in movable dwellings (mobile homes).

(INSERT FIGURE)

As estimated from more recent Building Department statistics, the number of single family dwellings presently is 382, the number of duplexes is 14, the number of townhouses is 339, the number of apartments is 235, and the number of mobile homes is 50. This data does not include the Radius development.

Table 1: Total Number of Residential Buildings by Type

Building Type	SFD	Duplex	Townhouse	Apartment	Mobile Home
Total in 2018	384	14	339	235	50
New since 2009 to present	39	0	22	4	25

Source: Village of Pemberton Building Department

Age of Housing Stock

The 2016 Census data on the period of construction of occupied private dwellings illustrates that Pemberton remains a relatively “young” community in terms of the age of its housing stock. Of all occupied dwelling units in the Village of Pemberton, only 20.5% were built before 1990, the majority (66%) was built between 1991 and the year 2005, and only 13.5% have been between 2006 and 2016.

Development Activity (2015 - 2017)

The following information demonstrates an overview of the number of residential building permits issued over the last three years.

In 2015 the Village issued thirty-two (32) Building Permits in total, of which three (3) were for residential buildings. A breakdown of residential building permit data in 2015 is provided below:

# of BP's Issued 2015	Type of Permit	Value of Construction	2015 Permit Fees
1	Single Family Dwelling	\$254,070	\$4,067
2	Single Family Dwelling with suite	\$847,739	\$9,599

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0	Manufactured Homes (mobile)	0	\$0
0	Multi Family Dwelling (owned)	0	\$0
0	Multi Family Dwelling (rental)	0	\$0
TOTAL		\$1,101,809	\$13,666

In comparison in 2016 a total of forty-nine (49) Building Permits were issued in total; of which thirteen (13) were for residential buildings. A breakdown of residential building permit data in 2016 is provided below:

# of BP's Issued 2016	Type of Permit	Value of Construction	2016 Permit Fees
1	Single Family Dwelling	\$334,221	\$4,880
5	Single Family Dwelling with suite	\$1,838,397	\$20,786
6	Manufactured Homes (mobile)	\$547,115	\$7,761
0	Multi Family Dwelling (owned)	\$0	\$0
1	Multi Family Dwelling (rental/45 units)	\$4,646,539	\$55,215
TOTAL		\$7,366,271	\$88,552

And last year, in 2017, the Village issued a total of fifty-one (51) building permits, of which thirty-nine (9) were for residential buildings. A breakdown of residential building permit data in 2017 is provided below:

# of BP's Issued 2017	Type of Permit	Value of Construction	2017 Permit Fees
3	Single Family Dwelling	\$1,013,869	\$12,314
5	Single Family Dwelling with suite	\$3,408,915	\$33,779
1	Manufactured Homes (mobile)	\$121,400	\$1,400
0	Multi Family Dwelling (owned)	0	\$0
0	Multi Family Dwelling (rental)	0	\$0
TOTAL		\$4,544,184	\$47,493

Real Estate Prices (2008 - 2018)

Available real estate data from 2009 – 2018 indicate that real estate prices have increased steadily over the ten year period. Notably, there has been a significant increase in residential real estate prices of single family dwellings since 2016 to present. Median real estate prices based on resale house prices in the Pemberton Whistler system is shown in Table 2.

Table 2: Median Real Estate Prices (2008-2017)

Type	2008	2017
Single Detached	\$530,000	\$816,000
Townhouse	\$317,750	\$485,000
Apartments/Condominium	\$270,000	\$346,000
Mobile Home	\$107,500	\$145,000

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Vacant Land	\$260,000	\$330,000*
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Source: Whistler Real Estate, Pemberton and Area Sales Statistics, to February 15, 2018; *adjusted due to limited data

Between 2008 and 2018, single detached home prices increased 56% reaching a peak median price of \$830,000 in early 2018. During the same ten year period, townhouse prices increased 89% reaching a peak median price of \$602,000 in early 2018, and notably, apartment prices increased 99% reaching a peak median price of \$352,000 in early 2018.

Real Estate Sales

Since 2008, the number of real estate sales in the Pemberton Whistler System has gone through a cyclical trend, reaching a peak in resale transactions in 2007 with 66 sales, and a low of 10 in 2012. Sales dropped considerably between 2009 and 2014, with roughly 20.5 transactions per year, but have since recovered to 2006 levels at around 37 transactions a year.

INSERT FIGURE 4

Tenure

Similar to many BC communities, Pemberton remains a community of primarily home owner – 77% of households currently own their own home. However, the proportion of home owners in the community has been declining. Between 2006 and 2016, the proportion of owned dwellings has increased from 65% to 77%. During the same period, the share of households who rent their residence has decreased from 35% to 23%. Comparatively, a higher percentage of Pemberton’s residents own their own home compared to the Provincial average, which in 2016 was only 68%.

Rental Rates

As rental market data for smaller centres like Pemberton is not compiled through the Canada Mortgage and Housing Corporation’s (CMHC) rental survey, rental listings found on the local Facebook Page and Craigslist ads were used to determine estimated average rents for typical Pemberton rental unit types. The figures in Table 3 do not account for units rented by word of mouth or alternate arrangements.

Table 3: Estimated Average Rents (2009 - 2017/2018)

Average Rent \$/Type of Unit	2009	2017/2018	% Increase
Shared	\$551	\$758.33	73%
1 Bedroom	\$922	\$1,462.50	59%
2 Bedroom	\$1,341	\$1,962.50	46%
3+ Bedroom	\$1,682	\$2,533.33	66%

Sources: <https://www.facebook.com/search/top/?q=pemberton%20b.c.%20canada%20housing%20rentals> (Facebook - Pemberton B.C. Canada Housing Rentals); <https://whistler.craigslist.ca> and the Pique Classifieds (February-March 2018)

Housing Affordability Indicators

Income to Housing Costs

In order to determine whether or not housing is affordable, housing costs are compared to household income. Housing is considered to be affordable when housing costs are less than 30% of a household’s

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gross (pre-tax) income. However, 32% of a household's gross income is used by lending institutions, corresponding to gross debt service ratio, for the purposes of approving mortgages.

Using average household income figures from Census 2016, Table 4 presents the maximum purchase price and maximum rents for different types of households earning the median household income in Pemberton.

Table 4: Estimate Maximum Housing Costs (2018)

Household/Family Type	Median Income	Available Income for Rent (30%)	Maximum Purchase Price (5% down)	Maximum Purchase Price (10% down)
Married Couple Families	\$88,816	\$2,220	\$377,962 With \$20,000 down	\$397,962 With \$40,000 down
Single Parent Families	\$46,464	\$1,161	\$130,425 With \$10,000 down (min)	\$141,408 \$16,000 down
One person households	\$38,199	\$955	\$90,025 With \$10,000 down	\$100,025 With \$20,000 down

Source: Village of Pemberton calculations based on 2016 Federal Census. Mortgage Prices using TD Bank rates for five year fixed term at 3.24% (March 2018), 25 year amortization and \$760 average monthly costs for property taxes, maintenance fees and utilities.

- With respect to rental housing, according to the calculations in Table 3, married couples earning the median income of \$88,816 could afford approximately \$ 2,220 for rent, single parent families could afford \$1,161 per month and one person households could afford up to \$ 955 for rent. This assumes households are spending a maximum of 30% of their income on rent.
- With respect to purchasing a home, according to the calculations in Table 3, a married couple family earning the median income would only be able to afford a home priced at approximately \$397,962 with a 10% down payment. Single parent families would be able to afford a home priced at approximately \$141,408 and one person households a home priced at \$100,025. Unfortunately, for Pemberton, prices have not been this low since 2002.
- For the typical Pemberton married couple family, rental units remain relatively affordable (Table 3). However, for one person households, their only option is a room in a shared house, unless they are able to spend more their options are even more dire – in order to remain affordable a single parent family would only be able to afford a one bedroom suite, which is not acceptable. And while the number of rental units in Pemberton has increased, it is not increasing fast enough to keep up with demand. When Radius first created its waiting list in 2016, the top number of persons interested (~120) far outweighed the number of units available (45).

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- On the home ownership side, many households would never be able to purchase a home in Pemberton without surpassing the affordability threshold established by lending institutions. Single detached houses and townhouse would be unattainable without a more substantial down payment or other special circumstances and starter home for first time buyers would likely be limited to condominium apartments.

Issues and Considerations Related to Housing Affordability (THIS SECTION STILL TO BE COMPLETED)

Employee Housing Challenges

As part of the Village of Pemberton's preparation of this report, the Planning Department reached out to the business community through an on-line survey to quantify the employment characteristics and employee housing needs of Pemberton's workforce. The survey, conducted for one (1) week between March 6 and March 13, 2018, asked for participants to comment on employment levels for the 2017/2018 winter season, projected employment levels for the upcoming 2018 summer season, the reason for employee shortages, and whether or not they provided or subsidized employee housing. The information helps the Village get a better sense of how housing affordability is or is not impacting Pemberton businesses. The following is a summary of the key findings of this survey:

- A total of 58 respondents completed the SurveyMonkey instrument. This represents an approximately 30% response rate among all Pemberton businesses (estimated to be about 195) operating within the municipal boundaries in 2018. The majority of respondents indicated they were from the restaurant/dining sector, followed by retail, building and construction, and the medical and dental sector.

Table 5- Survey Response rates, 2017/2018 winter season

Size of Business	# of Businesses	# of Responses
Self-Employed (0 Employees)	TBD	7
Small (1-5 Employees)	TBD	23
Medium (6-19 Employees)	TBD	23
Large (20+ Employees)	TBD	5
TOTAL	TBD	58

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- Approximately 15% of the respondents operate seasonal businesses, with the majority of employers (approximately 85%) operate year round businesses. Most businesses (38%) indicated that 81 – 100% of their staff was employed full time as opposed to part-time.
- In terms of the number of businesses that were unable to fill available positions, an equal number (50%) responded that they were unable to fill available positions, as opposed to the amount that responded they had no issue filling available positions.
- For the 50% who did have issues with employee shortages, “housing affordability and shortages” was ranked as the number one reason; “lack of job applications” was number two; and “work location/public transit issues” was number three.
- Looking forward, thirty-four (34) out of the total fifty-eight (58) or approximately 59% of the respondents indicated their business will require from one (1) to five (5) new employees in the next year. The vast majority (96%) indicated they “would not be” reducing their number of employees in the next year.
- As far as employer supported housing, Pemberton businesses for the most part do not provide either housing or subsidies for employees. 89.66% of respondents indicated they did not provide housing for employees, while 93% of respondents indicated they did not provide housing subsidies. The top reasons for not providing housing assistance in the form of housing or subsidies were ranked as 1.) “too much work to manage”, 2.) “too expensive”, and 3.) “not available”.
- For the small percentage of businesses (10%) that do provide housing, respondents indicated they either cover the cost of accommodation in rental rooms or hotels, or provide free meals and reduced rent via their secondary suites.
- Similarly, only a small percentage of businesses (7%) who participated in the survey provide a housing subsidy, and one respondent explained they contributed \$1.00 for each hour worked, paid out on a bi-weekly basis.
- These respondents ranked their decision to offer housing assistance because 1.) “it retains / attracts staff”, 2.) “improves their overall compensation plan” and 3.) “is worth the expense”.

Cost of Housing (TO BE COMPLETED)

Rental Housing Availability (TO BE COMPLETED)

DRAFT VoP Affordable Housing - Background Report – March 2018

Ownership Housing Options (TO BE COMPLETED)

Physical Constraints (TO BE COMPLETED)

Development Costs (TO BE COMPLETED)

Economic Challenges (TO BE COMPLETED)

Target Population Groups – (TO BE COMPLETED via key informant interviews)

Single Income Households

Pemberton's single income households (one person households and single parent households) are challenged with being able to find secure, long-term housing that is both affordable and appropriate to their needs.

Working Families with Young Children

Working families with young children who are seeking to move from multi-family housing to ground oriented or single detached housing with secure, private yards are challenged to find homes that are within their budgets.

Seniors and Persons with Disabilities

Seniors are a relatively small proportion of Pemberton's population profile; however, their needs need to be considered in view of our aging population.

Local Employees – TO BE COMPLETED

The Homeless or Those at Risk for Homelessness

Fortunately, the homeless or those at risk for being homeless do not appear to be as prevalent in Pemberton as some of the above noted target groups. This is a target group better addressed by senior levels of government and for this reason, it has not been identified as a top consideration at this time.

CONCLUSION

With the completion of this Background Report, the Village will now be in a position to develop an Affordable Housing "Action Plan" to address the community's current challenges and changes to the market. The creation of a Village of Pemberton Affordable Housing Action Plan will outline how the Village will respond to this community's unique housing needs and address a broad range of housing options in our community and focuses on solutions for those not able to find and maintain private market housing. The Village is fortunate to see some rental housing coming on market soon, but more is needed – the Village would require even more to address growing needs for seniors' housing or to address the need for social housing in a meaningful way. In this regard, The Village will benefit from a clearly articulated action plan that prioritizes the relevant work still needed to be done, and new measures, rather than a re-write of the 2009 Strategy.

Date: March 20, 2018
To: Nikki Gilmore, Chief Administrative Officer
From: Sheena Fraser, Manager of Corporate & Legislative Services
Subject: Non-Medical Cannabis Retail Sales – Flow Chart

PURPOSE

The purpose of this report is to present to the Committee of the Whole a flow chart that sets out steps the Village should be considering related to Non-Medical Cannabis (NMC) Retail Sales.

BACKGROUND

In 2016, the Village received an application to open a medical marihuana dispensary in the Village. At that time, upon the recommendation of Legal Counsel, the Village proceeded with a Zoning Amendment Bylaw to prohibit the retail sales of medical marihuana until the federal legislation changed to legalize this use. By prohibiting the retail sale of medical marihuana (now being referred to as cannabis) it provided the Village time to understand how the legislation would change, and what the role of the Province and Local Governments would be in administering the legislation. As well, with the lack of any set regulations or guidelines there were and still are many unknowns with respect to how these changes will roll out.

BILL C-45, Cannabis Act, was introduced in the House of Commons on April 13, 2017, received Third Reading on November 27, 2017 and is now being considered by the Senate. It was hoped that BILL C-45 would receive Royal Assent with the aim to have the implementation of legal cannabis in place by July 1, 2018. However, as recently as early February, it is being reported that it is unlikely the July 1st deadline will be met as there is still much work to be done. Some provincial officials and law enforcement agencies have raised concern about whether or not they will be ready for the new changes in legislation which has caused the delay.

At the Committee of the Whole Meeting No. 172, held Tuesday, February 20, 2018, two memorandums from Lidstone & Company that summarized the Province’s just released *BC Cannabis Private Retail Licencing Guide: Applications and Operations* and provided an overview of what local governments should consider doing to be prepared for the legalization of NMC retail sales. The memorandums are attached as **Appendix A** and **B**.

In this regard, the Committee of the Whole passed the following resolution:

Moved/Seconded

THAT Staff prepare a summary of the local government considerations presented in the Memorandum by Lidstone & Company, titled “Local Government To Do List to Prepare for Cannabis Sales” for discussion at a future Committee of the Whole Meeting.

CARRIED

DISCUSSION & COMMENTS

In response to the Committee's request, Staff has developed a decision making flow chart that will need to be undertaken to be prepared for when the *Cannabis Act* is in place. (**Appendix C**) There a number of decision points that Council must consider.

Step One: Prohibit or Permit (FLOW CHART – Page 1)

The first item for the Village to consider is whether there is an interest to allow the retail sales of NMC within the Village's boundaries. If it is determined that the Village is not interested in supporting this type of retail sales, then the prohibition would remain in place and there would be no further work required. However, if it is determined that there is an interest in allowing the use then there is a number of steps that will need to be taken including the development of policy, preparation of new amendment bylaws (to the Zoning Bylaw and the Business Licence Bylaw) and procedures for the administration of this new form of use.

Step Two: Policy Development (if permitted) (FLOW CHART – Page 2)

As noted in the Lidstone memorandum, Local Governments have the ability to set some of its own rules and regulations respecting NMC retail sales. In order to be prepared, Staff are seeking direction with respect to the following as public consultation may be required in some circumstances:

- The number of retail outlets allowed within the Village Further restrictions to the Province's set Hours of Operation
- Other requirements as may be requested by Council

The development of the Policy respecting NMC will include public consultation to ensure that the Policy reflects the desires of the community.

Step Three: Preparation of a Zoning Amendment Bylaw (to permit the land use) (FLOW CHART – Page 3).

As the sale of NMC is not yet legal and there are still so many unknowns, the Village's Solicitors strongly recommended that the prohibition of retail sales continue to be in force in the new DRAFT Zoning Bylaw being prepared for presentation to the Committee and the community in early April. Once the *Cannabis Act* has been passed and the laws have changed and if the Village decides to permit the sale of NMC, then the new Village's Zoning Bylaw will need to be amended to reflect that the use is now permitted in the appropriate zones (to be determined).

In this regard, in order to be prepared Staff is seeking Council's direction with respect to the which Zones NMC would be permitted and the establishment of distancing requirements from Parks, Schools and other public places. (**Appendix D**)

Step Four: Establish Business Licencing Regulations (FLOW CHART page 4)

Once it has been determined which Zones a NMC may be located and what the distancing requirements will be, the next step will be to establish requirements and/or regulations with respect to the issuance of a Village of Pemberton Business Licence. Consideration should be given to the following:

- Proof of Provincial Licence Issuance
- Proof of completion of Employee Training Program
- Security Plan

Step Five: Business Licence Amendment Bylaw (FLOW CHART page 5)

Upon confirmation of the Business Licence requirements, the next step will be to consider whether or not the current Business Licence fee of \$150/year is suitable. If it is determined that it would be appropriate to set a different fee for NMC, then the Business Licence Bylaw will need to be amended to incorporate an additional fee.

Step Six: Bylaw Enforcement (FLOW CHART page 6)

As a result of new regulations being put in place through an amended Zoning and Business Licence Bylaw, it is anticipated that more bylaw enforcement will be required. The Village will need to establish to what extent resources will be put toward the enforcement of the new bylaws and to what level of enforcement will be taken. This additional enforcement is not able to be met with current staffing levels.

COMMUNICATIONS

As noted in the flow chart, Staff is recommending that public consultation take place as a means to help with the development of the NMC Retail Sales policy, regulations and zoning amendment. This will include a public information session and an opportunity for residents to provide input through an online survey. As well, a Public Hearing will be held after the Zoning Amendment Bylaw has received Second Reading.

Notification of a public consultation period will be through the Village's various social media platforms such as Facebook, the eNEWS and on the website. Notification of the Public Hearing will be in the local paper to meet the legislated requirements set out in the *Local Government Act* (s. 466) as well as on the Village's social media platforms noted above.

LEGAL CONSIDERATIONS

The retail sale of NMC is not currently legal and will not be legal until the *Cannabis Act* comes into effect. As such, the Village has prohibited retail sales in the Zoning Bylaw to align with the current Federal legislation.

It is recommended that any policies, regulations and bylaws developed related to NMC use receives legal review to ensure alignment with Federal and Provincial laws.

IMPACT ON BUDGET & STAFFING

Development of policy and procedures respecting NMC retail sales within the Village of Pemberton and the preparation of a Zoning Amendment will be facilitated in-house and included on Staff's workplans.

There will be some costs associated with advertising and legal review but those costs are unknown at this time.

As well it is anticipated that there will be budget implications with respect to the enforcement and administration of the Bylaws; however, these costs have not been determined.

INTERDEPARTMENTAL IMPACT & APPROVAL

The development of policy, procedures and bylaws will involve the Operations & Development Services Department and Corporate and Legislative Services Department. The Office of the CAO will facilitate the communications elements of this initiative. Finally, once the procedures are in place and the Business Licence Bylaw adopted, the Finance and Administrative Services Department will also be involved with the collection of said fees.

IMPACT ON THE REGION OR NEIGHBOURING JURISDICTIONS

At this time, there is no impact on the region or neighbouring jurisdictions; however, should it be decided to move forward with permitting NMC retail stores after the laws change then it is recommended that consultation take place with the SLRD and Lil'wat Nation.

ALTERNATIVE OPTIONS

There are no alternative options for consideration.

POTENTIAL GOVERNANCE CONSIDERATIONS

The consideration of this issue is in alignment with Strategic Priority Two: Good Governance, whereby the Village is committed to citizen engagement and being an open and accountable government.

RECOMMENDATIONS

THAT the Committee of the Whole provide direction.

Attachments:

- Appendix A: Lidstone & Company, February, 5, 2018, regarding Retail Licencing for Non-Medical Cannabis Update
- Appendix B: Lidstone & Company, February 5, 2018, regarding Local Government To Do List to Prepare for Cannabis Sales
- Appendix C: Flow Chart
- Appendix D: Distancing Map - example

Submitted by:	Sheena Fraser, Manager of Corporate and Legislative Services
CAO Approval by:	Nikki Gilmore, Chief Administrative Officer

Committee of the Whole

LIDSTONE & COMPANY
BARRISTERS AND SOLICITORS

MEMORANDUM

TO: Clients
FROM: Ian Moore and Sara Dubinsky
DATE: February 5, 2018
RE: Retail Licencing for Non-Medical Cannabis Update

This memo summarizes the Province of British Columbia’s newly-released *BC Cannabis Private Retail Licencing Guide: Applications and Operations* (the “Guide”).¹ The Guide provides details regarding the Province’s intentions for the licencing and operation of non-medical cannabis (“NMC”) retail stores.

I. OVERVIEW

- The Government intends to establish a public/private model of NMC retail stores.
- Wholesale distribution of NMC will be managed solely through the Liquor Distribution Branch (“LDB”), which will also run public retail stores.
- The Liquor Control and Licencing Branch (“LCLB”) will be responsible for licencing and enforcement.
- NMC retail stores—both public and private—will be subject to a similar set of rules as liquor stores are now.
- Local governments will have significant control over the NMC retail environment.
- The rules governing rural retail stores are still under consideration and may ultimately be different than those for urban areas.

II. LICENCING OF RETAIL STORES

A. Application Requirements

Individuals and businesses wishing to operate an NMC retail store in British Columbia will need to obtain a licence from the Province. Licence applicants will need to:

¹ See https://news.gov.bc.ca/files/Cannabis_Private_Retail_Licensing_Guide.pdf.
SUI TE 1300 - SUN TOWER - 128 PENDER STREET WEST - VANCOUVER BC - V6B 1B8
TELEPHONE 604-899-2269 - FACSIMILE 604-899-2281 - TOLL FREE 1-877-339-2199
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- provide information about the proposed location (i.e. PID, proof of ownership or a lease that does not expire for at least 12 months from the date of licence approval, floor plan);
- provide a background check of police/criminal records; and
- obtain the support of their local government.

Applicants with criminal records will not necessarily be prevented from obtaining a licence—the currency and relevance of the record will be assessed. Similarly, those currently operating illegal dispensaries will not be prohibited from receiving a licence nor will they be given preferential treatment in the application process. In short, all applicants will be subject the same requirements and evaluation criteria.

B. Local Government Influence on Licencing

Local governments will have significant control over the NMC retail environment:

- **local government support is a mandatory prerequisite to issuance of a Provincial licence** to any applicant, including for public retail stores. Local governments will indicate their support (or lack thereof) by means of council/board resolution sent to LCLB after mandatory consultation with residents in the vicinity of a proposed store about community impacts.
- **local governments will be able to regulate the location of retail stores, including their distance from schools and other stores, through zoning; and**
- **local governments will be able to regulate the number of retail stores in their boundaries, including prohibiting them altogether.**

Notably, the Province will not be implementing its own regulations regarding the location of NMC stores or the number of stores allowed in each community.

C. Application Process Timeline

While applications will be accepted when the Government launches its application portal in spring 2018, applications will only be assessed once legislation is passed.² Further information regarding how applicants can obtain local government support will be provided in the near future.

² Additional information about the application process and portal will be found here: <https://www2.gov.bc.ca/gov/content/employment-business/business/liquor-regulation-licensing/cannabis-regulation>.

Finally, the Province will not be considering licencing consumption lounges or any other types of licencing (such as online sales, delivery services, or offsite sales at festivals and events) at this time.

III. REGULATING OPERATIONS

A. General Operations Rules

Licensed NMC retail stores will only be able to operate as self-contained businesses and will not be able to combine with existing liquor and/or tobacco stores. Minors will not be allowed to enter NMC retail stores (rural stores may be exempt from these requirements). Unless additional regulations are implemented by a local government, stores will be allowed to be open from 9am to 11pm. Similarly, while the Province is considering security requirements for retail stores, local governments are free to implement their own additional security requirements. Consumption will not be allowed in stores.

B. What Can be Sold?

Licensed NMC stores will be able to sell federally-compliant and LDB-sourced dried cannabis, cannabis oils, and seeds. Cannabis accessories (e.g. pipes, bongs, vaporizers) will also be allowed, while edibles will not; however, the federal government has stated they will be regulating edibles within 12 months of legalization.

C. Compliance

The Province will be establishing a compliance program with education, inspection, and enforcement components. As part of this program, NMC retail employees will be required to attend a mandatory training and every store will be inspected at least once annually, in addition to inspections that occur as a result of complaints received by LCLB. Non-compliant stores will be issued Contravention Notices and non-compliance may lead to monetary penalties, licence suspension, and/or licence cancellation.

IV. RURAL AREAS

The Province is considering implementing distinct rules for NMC stores in rural areas. In particular, they are considering allowing NMC to be sold within existing businesses (e.g. as in the case of liquor) and applying many of the operational requirements of the rural agency store model to the sale of NMC. The Province may also allow accompanied minors to enter retail stores selling NMC in rural areas.

LIDSTONE & COMPANY

BARRISTERS AND SOLICITORS

MEMORANDUM

TO: Clients
FROM: Sara Dubinsky
DATE: February 6, 2018
RE: Local Government To Do List to Prepare for Cannabis Sales

The Province has just released its proposed scheme for retail cannabis sales in British Columbia. This memo sets out the most pertinent provisions and our recommendations for local governments to prepare for legalization.

- 1. Local government support is a mandatory prerequisite to issuance of a Provincial retail licence**
- 2. The Province will not be regulating the location of cannabis retail stores or the number of stores allowed in each community**
- 3. Local governments may regulate the number of retail stores within their boundaries, and may prohibit them altogether**
- 4. Local governments may regulate the location of retail stores, including their distance from schools and other stores**
- 5. Local governments may impose security requirements and additional restrictions on hours of operations** - retail stores can otherwise operate between 9 am to 11 pm

The Province is providing for significant local government control over retail cannabis outlets. **Local governments should begin to consider and consult with respect to the following:**

- Banning retail sales altogether
- Capping the number of retail outlets
- Regulating permissible locations (by zones and/or proximity to certain uses)
- Refusing to support licence applications submitted by existing unlawful retail stores
- Imposition of security requirements and restrictions on hours of operation
- Requiring proof of Provincial licence issuance and successful completion of the Provincial employee training program as prerequisites to business licence issuance
- Adopting procedures for public consultation on licence applications
- Creating a new category of business licence fees
- Regulating public consumption

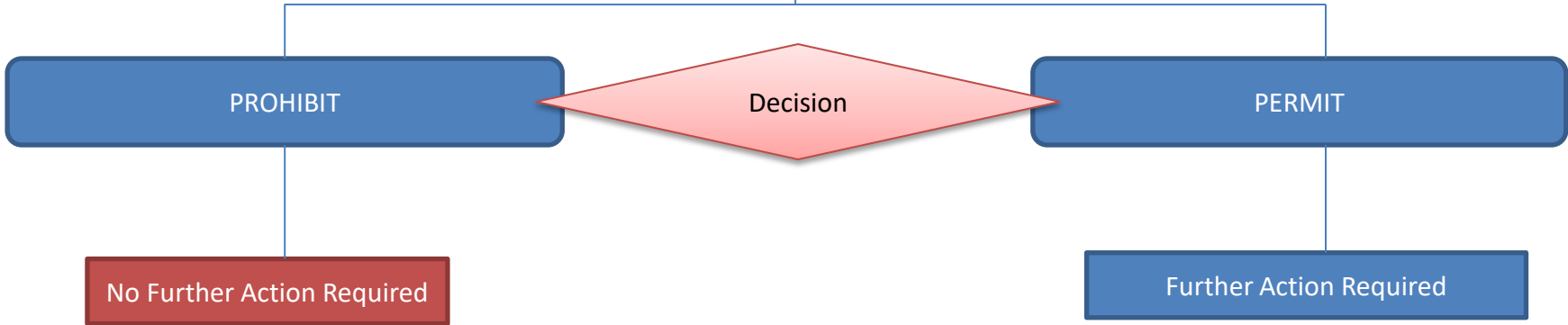
Cannabis Act (Bill C-45)

Decision Making Flow Chart

Cannabis Act Enacted
by Federal Government –
(Date still undetermined)

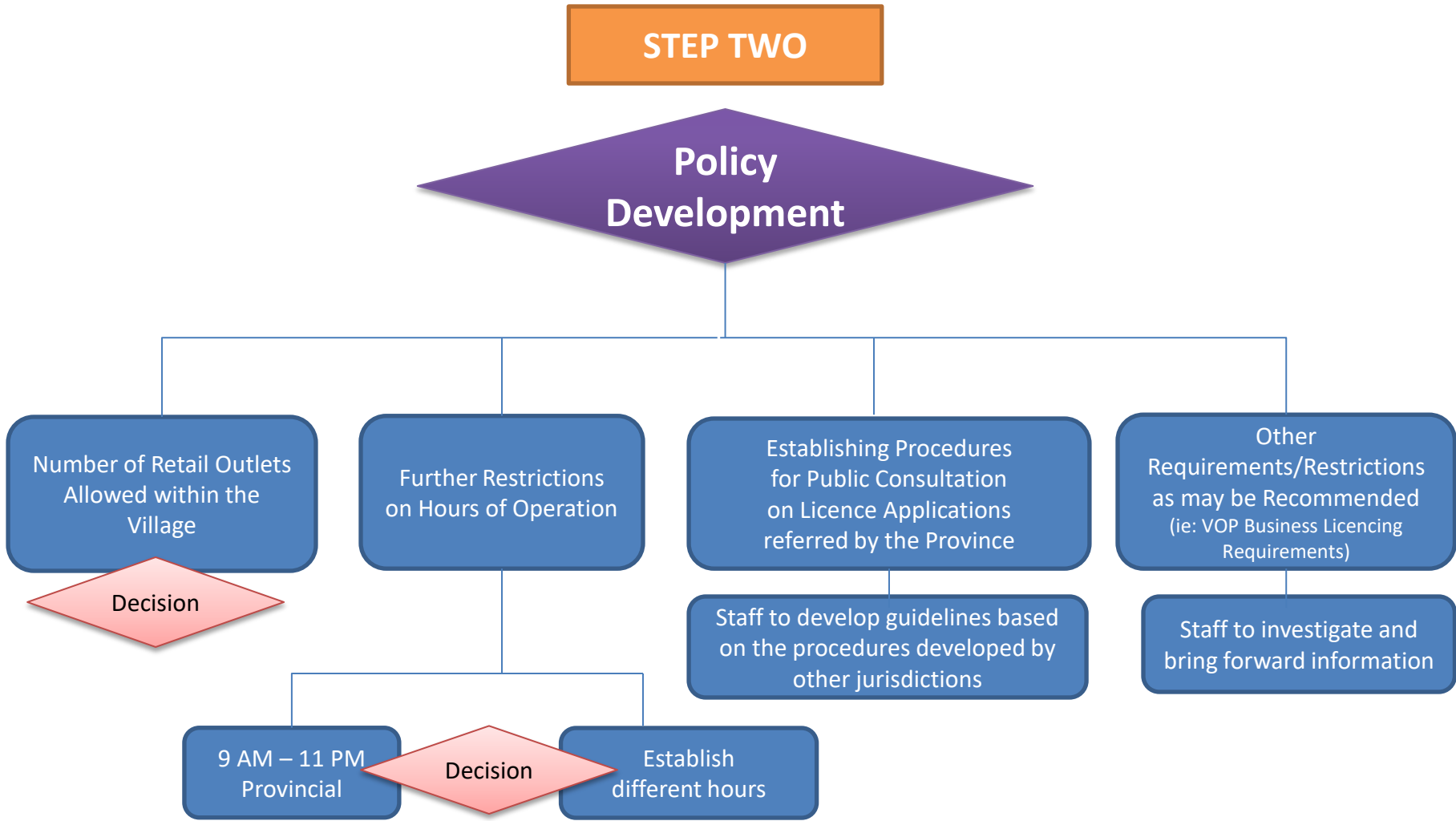
STEP ONE

Non Medical Cannabis (NMC) Retail Sales



Cannabis Act (Bill C-45)

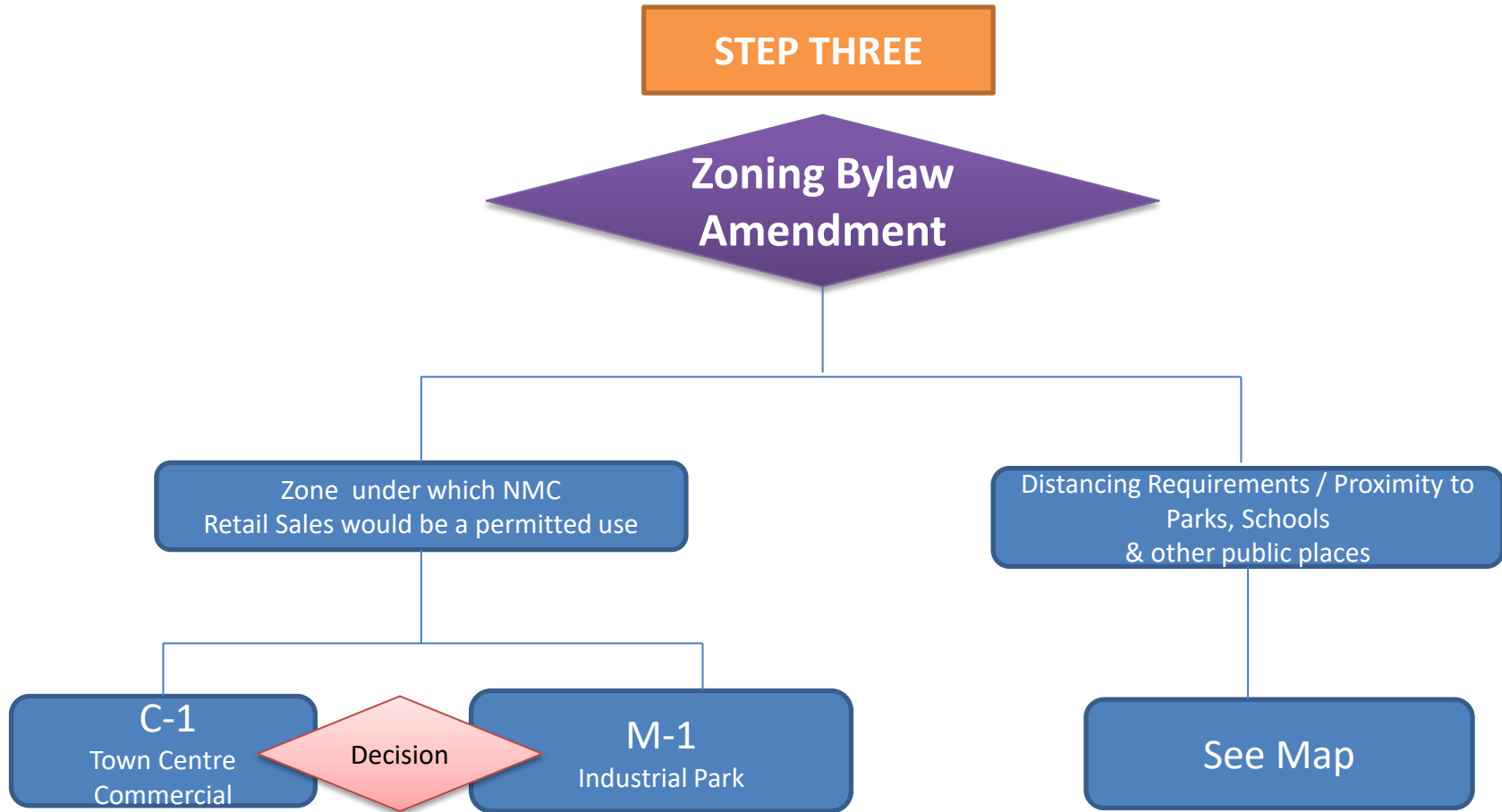
Decision Making Flow Chart



Policy Development to take place once *Cannabis Act* is passed. This will include public consultation with respect to Policy Development.

Cannabis Act (Bill C-45)

Decision Making Flow Chart



Cannabis Act (Bill C-45)

Decision Making Flow Chart

STEP FOUR

Business Licence
Requirements

Meets Zoning
Regulations

Security
Requirements

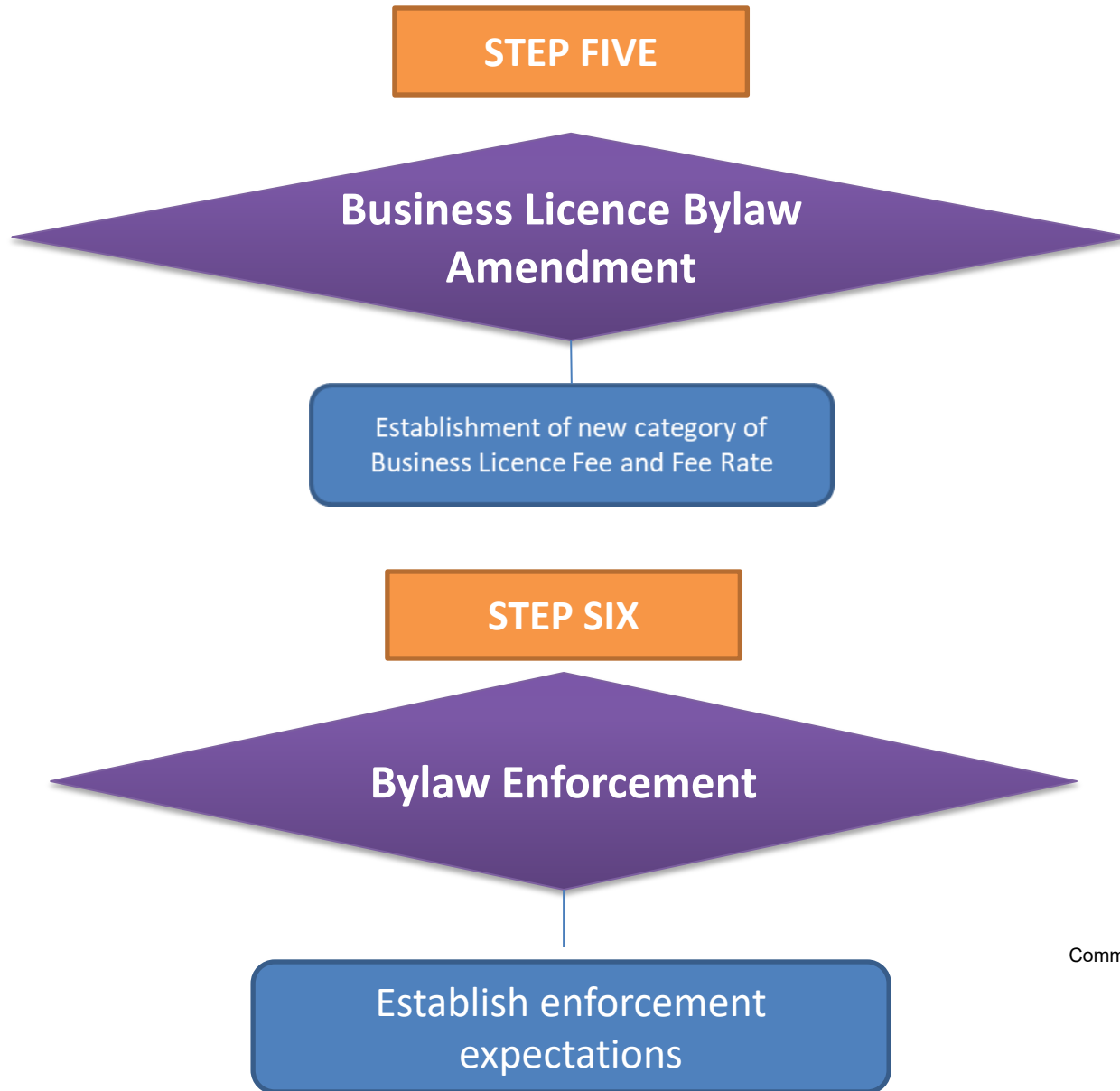
Proof of Provincial
Licence Issuance

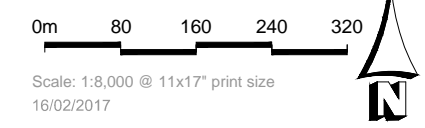
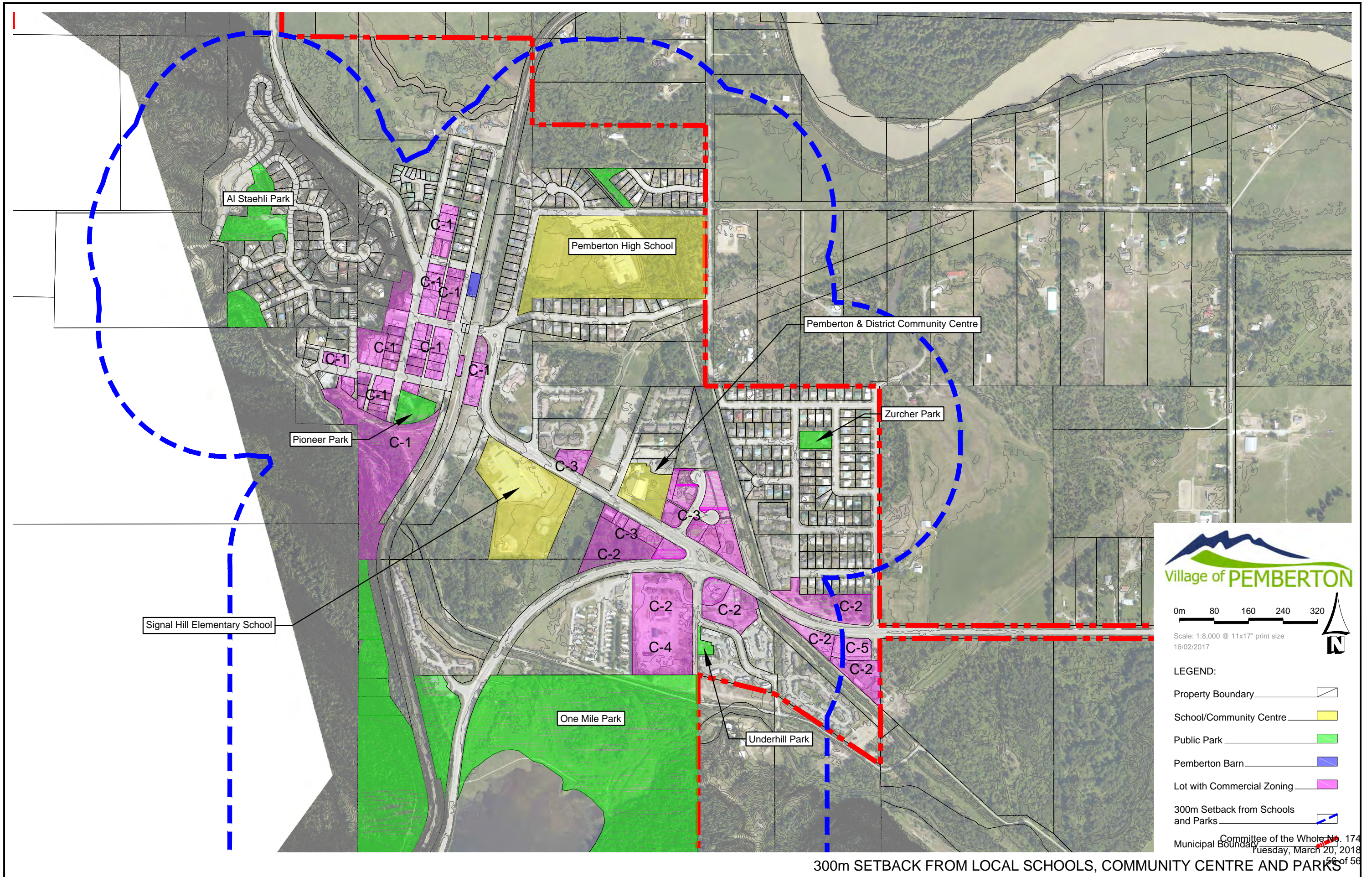
Proof of Completion of
Provincial Employee
Training Program

Other Agency
Approvals as
may be required

Hours of
Operation
(established
by Policy)

Cannabis Act (Bill C-45) Decision Making Flow Chart





LEGEND:

Property Boundary	
School/Community Centre	
Public Park	
Pemberton Barn	
Lot with Commercial Zoning	
300m Setback from Schools and Parks	

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300m SETBACK FROM LOCAL SCHOOLS, COMMUNITY CENTRE AND PARKS