

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

Meeting #: 244  
 Date: Tuesday, May 23, 2023, 9:00 am  
 Location: Council Chambers  
 7400 Prospect Street

COUNCIL: Mayor Mike Richman  
 Councillor Ted Craddock  
 Councillor Laura Ramsden

ELECTRONIC ATTENDANCE: Councillor Katrina Nightingale

REGRETS: Councillor Jennie Helmer

STAFF: Elizabeth Tracy, Chief Administrative Officer  
 Sheena Fraser, Manager of Corporate & Legislative Services  
 Renée St-Aubin, Receptionist

PUBLIC: 3  
 MEDIA: 1

*A recording of the meeting was made available to the media and the public.*

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**1. CALL TO ORDER**

At 9:02am Mayor Richman called the May 23, 2023, Committee of Whole meeting to order.

**2. APPROVAL OF AGENDA**

Moved/Seconded  
**THAT** the Agenda be adopted as presented.  
**CARRIED**

**3. APPROVAL OF MINUTES**

**3.1 Committee of the Whole Meeting No. 243, Tuesday, April 25, 2023**

Moved/Seconded  
**THAT** the minutes of Committee of the Whole No. 243, held Tuesday, April 25, 2023, be adopted as circulated.  
**CARRIED**

#### **4. BUSINESS ARISING**

There was no business arising.

#### **5. DELEGATIONS**

There were no delegations.

#### **6. REPORTS**

##### **6.1 First Nkwúkwma Workshop #1**

Cameron Chalmers, Village Planning Consultant, introduced the framework for the review of the Nkwúkwma Sub Area Plan workshop. Chalmers provided clarity that the sub area plan is still in draft form and this is the beginning of the planning process with much work still to be done.

Chalmers reviewed the purpose of the workshop which is to initiate an open and productive dialogue with the Committee on the Sub-Area Plan (SAP). The key elements include:

- Establishing the SAP in context with the Village policy framework, remaining process and other Village approvals
- Discuss emerging policy directions and guidelines in the SAP at an objectives and concept level
- Explore remaining process options and remaining steps in the development process

The objectives of the workshop are as follows:

- Establish a common understanding of the SAP context, role and process
- Facilitate discussion on emerging contents of the plan
- Contextualize the contents of the plan with other elements of the approval process
- Draft resolutions directing staff to explore and report back on items the Committee would like to see included or explored further

Background information included:

- Overview of the 2007 Neighbourhood Concept Plan which establishes land use policy and the guideline framework for a single-detached neighbourhood
- Land Use Designation and zoning

Current status:

- Draft 1 is not a finished product
- Currently at the land use and policy stage
- Information collected, reviewed and incorporated into policy and guidelines

- Moving into initial zoning and amenity discussions

Chalmers clarified that this process is not at the detailed concept plan review and does not address detailed road alignments or lot specifics; nor does it address servicing or amenities. Housing diversity options are still being explored as is the financial model. Further information was provided respecting both the SAP process and the Development Process overviews again noting that this process is very much at the beginning stages.

Chalmers reviewed the rationale behind undertaking a Sub-Area Plan exercise noting that it bridges the gap between Official Community Plan (OCP) policy and rezoning detail by building on existing OCP directions. As well, it ties together a large body of information into a unified direction. This also included the SAP relationship to the OCP noting it will be a schedule to the OCP document and will work with OCP Policy. Importantly, it was noted that OCP policy changes can be applied to the SAP and that the SAP process has used the same inputs as the OCP update. Chalmers confirmed the lands currently zoned residential will not change because of the OCP review.

The Committee had discussion regarding the following:

- Process for the new SAP and how it will be reviewed
- How the SAP informs zoning
- Affordable/social housing options
- Flexibility of the SAP
- Exploring a set of requirements for affordable housing either on-site or off-site

Chalmers provided information on developing the SAP and how this was initiated advising that it was triggered by a development application to revise the previously approved Neighbourhood Concept Plan. The aim is to ensure the best means to communicate and regulate the development over the long term. The OCP amendment will apply to all three phases with rezoning only applied to the first two phases.

Chalmers provided an overview of the application requirements which included detailed technical submissions, a consolidated conceptual plan and land use rationale. This included review of the consultation that has taken place to date and key concerns brought forward including housing diversity, traffic, trails, environment and commercial.

The SAP was prepared by staff and included internal consultation and inputs.

At 9:45am the Committee of the Whole meeting was recessed.

At 9:51am the Committee of the Whole meeting was reconvened.

Chalmers introduced the next phase of the workshop which focused on reviewing the plan noting that the plan is broken down into the following parts:

- Parts 1 – 3 – sets the foundation of the plan and reflects the inputs into the plan including the application and detailed studies
- Parts 4 – 7 translate the plan inputs into site specific policy based on planning principles and Village planning approaches
- Parts 7 – 10 focus on implementation and feature the Development Permit Area Guidelines.

The Plan includes a vision and sustainability statement and introduction and purpose. It also provides context by incorporating ownership history, site conditions (environment, archaeology, contamination) and sets out opportunities and constraints.

Further review took place regarding the following:

- Neighbourhood Planning Principles that will run throughout the plan. These include existing OCP principles as well as Nkwúkwma specific principles reflecting Village policies and priorities.
- Development Concept and Land Use Policies
- Land Use Plan and allocation
- Policies including green policies (natural environment, open spaces/parks, trails), residential policies (density, affordable housing, housing options), commercial and community policy (community and commercial uses), hillside development policy
- Sustainability and energy efficiency – defers to community climate action plan, water conservation, green buildings

The Committee had discussion on the following:

- Exemptions for affordable housing and applicability of housing agreements
- Housing diversity options
- Climate action charter enhance for development permit area
- Active transportation and alternative modes, shuttle stops/pullouts
- Reconciliation through signage and education
- Consultation with Lil'wat Nation
- Timing for amenity contributions
- School District input and considerations for new schools
- Retention and hillside developments

The next section of the workshop focused on the Development Phasing that would see three phases of development in two stages. The first stage will see the development of Phases 1 and 2 with Phase 3 not being considered until the contaminated lands identified in the area have been remediated. The phasing of the development will be critical to assigning servicing requirements and amenities. Review included the Servicing Proposal and Policy which would be related to infrastructure (water, sewer, stormwater), roads, sidewalks and traffic and an

emphasis on active transportation, transit, and alternative modes of transportation. As well as Community Amenities and Benefits and the Implementation schedule once approved.

The Committee provided input and comments as follows:

- Ensuring sidewalks/trails between the existing benchlands development and future development area align and join
- Eagle Drive – access onto Pemberton Meadows Road, traffic concerns
- Timeframe for review of the SAP
- Status of green spaces (are they considered an amenity)
- Phasing and making sure it is adaptable and flexible

The workshop moved into reviewing the Development Permit Area Guidelines which will be specifically crafted for the Nkwúkwma development and will include the requirement for development permit approvals before any alteration of land or issuance of building permit may occur. This also introduced new areas that are previously unregulated in the current OCP. The Development Permit Areas are being identified as follows:

- Land Based Development Permit Areas – protection of natural environment and riparian areas, geological hazard protection and wildlife hazard protection
- Form and Character – hillside development, small lot residential, multi-family development and commercial development

The Committee had discussion on the following:

- Understanding form and character – how far can this be considered and can it address front yard storage/parking lots
- Understanding extent of guidelines versus rules
- Impact of proposed provincial legislation on housing and how this will be incorporated when announced
- Environmental DPA's – can they be mandatory

Chalmers reviewed next steps in the process noting work is being done on infrastructure modelling, reviewing access and roadway options and upgrades, and off-site servicing obligations. Further work will be taking place to understand off-site improvements, amenities and owner commitments as well as taking more time to understand housing options, and continued consultation with interest groups. The rezoning process was reviewed as well as the consultation status to date and what is still to come.

The workshop concluded with staff seeking direction from the Committee.

Moved/Seconded

**THAT** Committee of the Whole recommends to Council that Staff be directed to consider the following alterations to the draft Nkwúkwma Sub-Area Plan to be considered and reported back at a future Committee of the Whole meeting:

- Explore a set requirement for a percentage of affordable housing units, either on-site or off-site, by each phase of development.
- Review maximum unit count exemption for affordable housing and applicability of housing agreements based on a clear definition of what qualifies as affordable housing.
- Explore Housing diversity options including a mix affordable and diverse housing throughout the development rather than in concentrated locations.
- Include the potential impact of provincial fourplex announcements in consideration of housing diversity.
- Explore more detailed climate action charter Development Permit Area Guidelines for buildings
- Explore Active Transportation options such as shuttles or alternate modes of active transportation.
- Provide additional details and specifics for the proposed improvements to Eagle drive and a safe and appropriate secondary access
- Explore detailed opportunities to promote reconciliation, including Signage and education opportunities
- Explore policy to ensure that the future Phase 3 rezoning direction has the ability to respond to community needs at the time, such as aligning housing needs with a future housing needs assessment and future amenity needs
- Include the potential impact of provincial fourplex announcements in consideration of housing diversity.
- Clarify the greenspace allocation by type and amount

**CARRIED**

## 6.2 2023 UBCM Minister Meeting Follow Up

Moved/Seconded

**THAT** a meeting with the Minister of Forests to discuss crown land tenure application wait times not be pursued;

**AND THAT** staff prepare a resolution for submission to UBCM for Council's consideration regarding the application of the Statutory Farm Tax Exemption to farm properties within a municipal boundary.

**CARRIED**

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**7. ADJOURNMENT**

Moved/Seconded

**THAT** the Committee of Whole meeting be adjourned at 12:15pm.

**CARRIED**

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Mike Richman, Mayor

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Sheena Fraser, Corporate Officer