



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

Meeting #: 269  
 Date: Tuesday, January 21, 2025, 9:00 am  
 Location: Council Chambers & Zoom Webinar  
 7400 Prospect Street

*This meeting is being recorded as authorized by the Video Recording & Broadcasting of Open Meetings Policy.*

**Pages**

<p><b>1. CALL TO ORDER</b>          In honour of the Lílwat7ul, the Village of Pemberton acknowledges that we are meeting within the unceded territory of the Lílwat Nation.</p> <p>I acknowledge the Chair of Generations present in this room, a symbolic reminder of our duty to future generations. May it inspire us to strive for a sustainable and just future for all.</p> <p><b>2. APPROVAL OF AGENDA</b>  <b>Recommendation:</b>  <b>THAT</b> the Committee of the Whole approves the agenda as presented.</p> <p><b>3. APPROVAL OF MINUTES</b></p> <p style="padding-left: 20px;"><b>3.1 Committee of the Whole Meeting No. 268, Tuesday, December 10, 2024</b>  <b>Recommendation:</b>  <b>THAT</b> the Committee of the Whole approves the minutes of Committee of the Whole Meeting No. 268, held Tuesday, December 10, 2024, as circulated.</p> <p><b>4. 2025 DRAFT BUDGET</b>  <b>Recommendation:</b>  <b>THAT</b> the Committee of the Whole provides feedback to staff with respect to changes to the 2025 draft operating budget and provides direction regarding the proposed tax increase.  <b>Recommendation:</b>  <b>THAT</b> the Committee of the Whole provides direction regarding reserve objectives.  <b>Recommendation:</b>  <b>THAT</b> the Committee of the Whole provides direction regarding RCMP reserve objectives.  <b>Recommendation:</b>  <b>THAT</b> the Committee of the Whole provides direction to staff regarding the capital plan, specifically on prioritizing or deprioritizing capital projects and clarifying the funding source assumptions for these projects</p> <p><b>5. REPORTS</b></p> <p style="padding-left: 20px;"><b>5.1 Short-Term Vacation Rentals - Review of Regulations</b>  <b>5.2 Climate Action Workplan 2025</b>  <b>5.3 Advisory Planning Commission Discussion</b>  <b>Recommendation:</b>  <b>THAT</b> the Committee of the Whole directs staff to complete the necessary bylaw changes to phase out the ALUC and redefine the ADRC as an ADP as outlined in the January 21, 2025 staff report to the Committee of the Whole and present the updated bylaws to Council for readings at a future regular meeting of Council.</p>	<p>3</p> <p>6</p> <p>12</p> <p>18</p> <p>22</p>
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**6. TERMINATION**

**Recommendation:**

**THAT** the Committee of Whole terminates the meeting.

VILLAGE OF PEMBERTON  
-COMMITTEE OF THE WHOLE MEETING MINUTES-

Committee of the Whole Meeting No. 268, Tuesday, December 10, 2024, 3:00pm  
Council Chambers, 7400 Prospect Street and via Zoom webinar

COUNCIL: Mayor Mike Richman  
Councillor Ted Craddock  
Councillor Jennie Helmer via Zoom and in-person  
Councillor Katrina Nightingale  
Councillor Laura Ramsden via Zoom

STAFF: Elizabeth Tracy, Chief Administrative Officer  
Elena Aranguren, Deputy Corporate Officer  
Gwendolyn Kennedy, Manager, Corporate & Legislative Services  
Scott McRae, Manager, Development Services  
Colin Brown, Planner II

MEDIA & PUBLIC: 1

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

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**1. CALL TO ORDER 3:00PM**

In honour of the Lílwat7ul, the Village of Pemberton acknowledges that we are meeting within the unceded territory of the Lílwat Nation.

I acknowledge the Chair of Generations present in this room, a symbolic reminder of our duty to future generations. May it inspire us to strive for a sustainable and just future for all.

At 3:02pm Mayor Richman called the December 10th Committee of Whole meeting to order.

**2. APPROVAL OF AGENDA**

**Resolution No. 268-1**

Moved/Seconded

**THAT** the Committee of the Whole approves the agenda as presented.

**CARRIED**

### 3. APPROVAL OF MINUTES

#### 3.1 Committee of the Whole Meeting No. 267, Tuesday, November 19, 2024

##### **Resolution No. 268-2**

Moved/Seconded

**THAT** the Committee of the Whole approves the minutes of Committee of the Whole Meeting No. 267, held Tuesday, November 19, 2024, as circulated.

**CARRIED**

### 4. REPORTS

#### 4.1 HAF Infrastructure Planning Projects

Colin Brown, Planner II, presented an update to the Committee of the Whole on projects that make up the Village's Housing Accelerator Fund (HAF) initiative to plan for housing-related infrastructure, facilities, and services.

Discussions took place regarding the following:

- ongoing wastewater treatment plant outflow issues,
- consideration of climate change in the hydrological assessments,
- projects exempt of development cost charges (DCCs) and the potential for DCCs to fund upgrades, and
- interaction of these projects with the asset management plan.

At 3:29pm Councillor Jennie Helmer joined the meeting in Council Chambers.

#### 4.2 Public Attendance at Council Meetings

Gwendolyn Kennedy, Manager of Corporate and Legislative Services, presented information to the Committee of the Whole regarding public attendance at Council meetings.

Discussions took place regarding the following:

- the impact of meeting times on current and future council members,
- the possibility of adding more council meetings to the calendar, and
- comparison with meeting schedules of other communities of a similar size.

### 5. TERMINATION

At 3:50pm the Committee of the Whole terminated the meeting.

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Mike Richman, Mayor

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Gwendolyn Kennedy, Corporate Officer

DRAFT

**Date:** Tuesday, January 21, 2025  
**To:** Elizabeth Tracy, Chief Administrative Officer  
**From:** Thomas Sikora, Manager of Finance  
**Subject:** Preliminary Draft Budget Report including Capital

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## **PURPOSE**

The purpose of this report is to present to the Committee of the Whole the updated 2025 budget including capital projects for review, comment, and direction. Feedback received at today's budget session will guide staff in drafting tax implications for review in February. Focus of this session is around four areas:

1. Operating budget service levels and priorities
2. Reserve objectives
3. Reserve objectives: RCMP
4. Capital objectives

## **BACKGROUND**

This session focuses on reviewing drafts of the 2025 operating budget and capital plan. Year end and audit are still in progress. Therefore, all figures are preliminary, unaudited and subject to change. The five year financial plan, utility and water rate changes, tax rate options, and reserve recommendations will be presented at the February 25<sup>th</sup> budget session.

## **DISCUSSION & COMMENTS**

This is the third opportunity for review of the draft 2025 budget, developed with department managers in alignment with Council's strategic plan.

As discussed in previous budget sessions, factors influencing the 2025 budget include:

- Pressure to maintain existing service levels as articulated by the *operate with excellence* strategic priority
- An overall inability to sustain low tax rates while maintaining aging infrastructure
- An overall inability to keep up with rapid community and infrastructure growth at current funding levels
  - This gap is widening, particularly as subsidies from grant funding applied to core operations have only postponed inevitable tax increases.
- Growth and cost increases (inflationary and contractual) that have been creating significant pressure which has been reflected to some degree in tax increases
- Underfunding of reserves over time in an effort to maintain affordability to taxpayers in the short to medium term

### **Upcoming Pressures/ Increases**

The following pressures are anticipated to impact the five-year financial plan and will lead to increases in the Village of Pemberton's portion of the tax bill:

- **Inflationary and provincial pressures:** Inflationary increases, coupled with provincial downloading of housing objectives, environmental responsibilities, and accessibility requirements, are adding significant pressure to the operating budget. These new obligations are not fully offset by corresponding funding, leaving gaps that must be absorbed through municipal resources and taxation.
- **Asset additions:** The addition of major capital projects into the Village's infrastructure requires additional budget resources, including increased requirements for labour, maintenance, long term operational expenditures, and future capital budgets to ensure their sustainability and functionality.
- **Development revenue volatility/fee waivers:** Timing of applications resulted in lower than anticipated revenue in 2024. Looking forward, potential for future fee waivers on affordable housing projects may in some years place financial pressure on general taxation.
  - In 2024, despite dropping year over year budget by \$60,000 (2024 (\$370,000) vs 2023 (\$430,000)), the Village is anticipated to experience a \$176,164 shortfall in this category.
- **Policing:** Under the Police Act, municipalities with populations of 5,000 and over must provide their own law enforcement by forming a police department, contracting with an existing department, or engaging the provincial government for RCMP services. Municipalities with a population between 5,000 and 15,000 residents must pay 70% of policing costs. With the Village's 2023 population estimated at 3,678 and growing, preparations must begin to address these increased costs in future years. Council has been proactive in requesting consideration of future policing costs in the 2025 budget.
- **Recreation:** In 2019, the Village entered into an agreement with the Squamish-Lillooet Regional District (SLRD) to manage the recreation service, with full transition to the Village effective January 1, 2026. The associated tax requisition formula will shift, resulting in higher Village of Pemberton property taxes, offset by a corresponding and proportional decrease in SLRD tax collections.
- **COVID-19 grant funding fully expended:** The COVID-19 grant funds received in 2021 have been fully expended as of the end of 2024 in accordance with approved plans. These funds previously subsidized operational expenses such as IT upgrades, remote software, hardware, and labour costs, which would have otherwise required tax increases. With this benefit now ended, the full cost of these operational expenditures will be passed through to municipal taxes starting in 2025.
- **Labour:** Adjustments to the labour plan will ensure the Village can maintain service levels as new infrastructure is developed, existing infrastructure ages, and population

growth continues. The 2025 budget proposes the addition of a Public Works labourer to maintain core service levels and keep up with growth in service areas and assets and a fire inspector to permit Pemberton Fire Rescue to manage increasing incident volume and added pressure from regulatory and FUS requirements.

- **Transit:** Transit expansion, including an additional 1,500 service hours through BC Transit in 2025, along with roll out of a renegotiated operating contract is now in effect (BC Transit re-tendered and negotiated with PWT upon expiry of prior contract). These costs are partially offset by grant funding and a generous contribution of \$50,000 from the Resort Municipality of Whistler in 2025. This initiative supports the Community Climate Action Plan's goals to reduce car dependency and expand sustainable transportation options.
- **Reduced non-market change (NMC) (Appendix C):** Significant decrease in year over year non-market change, with \$28,188 new NMC based on completed roll in 2025 vs \$137,421 NMC in 2024, \$163,629 NMC in 2023, and \$42,526 NMC in 2022.
- **Limited alternate revenue streams**

### **Recommended Council Focus**

Staff recommend that Council prioritize contributions to largely underfunded reserves and calibrate tax increases to address operating pressures that support core services. Staff have endeavored to capture Council's requests through the year in the draft budget. The operating budget, as presented, is designed to maintain existing core service levels, including maintenance of aging infrastructure, while accounting for the increased service demands (hours and expenses) associated with the recent rapid growth in development and infrastructure. Elements of the plan address Council's strategic priorities.

Simplified recommendations are as follows:

#### **1) Validate operating budget service levels and priorities**

Council has previously reviewed the preliminary operating budget (**Appendix A**). Between budget sessions, staff have continued to adjust the plan based on input received.

Staff ask that Council review the updated departmental operating plans and provide any further direction with respect to changes to services levels or key priorities. Staff will update the plan with these changes and aggregated tax implications in February.

#### **2) Recommended plan for reserve objectives**

Council has been presented guidance over years around asset and reserve replacement funding gaps, with recommendations to target increasing reserve contributions. These have been presented in many ways over prior years, with recent recommendations to increase reserve contributions by an additional \$200,000 in the 2024 budget. As increases have not been fully adopted by Council, the forecast shortfall is widening over time.

In 2022, YourCity presented an Asset Replacement Financial Strategy Asset Sustainability Framework. They identified long-term reserve focus areas for the Village with the objective of keeping assets healthy. The study promoted long term investment in reserves, grounded



in understanding of the risk of failure of past life assets, defining level of service, and assessing the Village of Pemberton's aging infrastructure and funding gaps. Analysis identified funding gaps in sewer (\$76,000) and general capital (\$678,000). This was before asset additions, which have taken place in subsequent years.

Targeted increases of at least an average of \$54/yr per property on average to general capital reserves, for 15 years, are recommended to maintain service levels based on 2022 evaluation of end-of-life assets (before accounting for additions).

Targeted increases of at least an average of \$24/yr per property on average to sewer reserves, for 15 years, are recommended to maintain service levels based on 2022 evaluation of end-of-life assets (before accounting for additions).

### 3) Recommended plan for RCMP reserve funding

**Option 1- Reserve funding plan:** To prepare for the transition to a 70% cost-sharing obligation for law enforcement, Council may consider the following reserve funding plan based on best practices from other BC municipalities approaching populations of 5,000:

1. **Establish annual contributions:** Allocate 20% of the estimated annual RCMP costs to the reserve each year for the next five years, building the necessary funds incrementally. The total cost for 8 officers is estimated at \$1,840,000 annually, plus inflation (\$230,000 per officer). At 70%, the Village's annual share is \$1,288,000. Over five years, the annual reserve contribution would amount to \$257,600.
2. **Adopt gradual tax increases:** Implement annual tax increases to ensure the reserve fund grows without significantly burdening taxpayers in any single year.
3. **Monitor population growth and adjust contributions:** Conduct annual reviews of population projections and adjust reserve contributions as needed. Other municipalities, such as Comox, have integrated population metrics into financial planning to ensure reserves align with service demands.
4. **Secure grants and partnerships:** Actively seek provincial or federal grants to subsidize initial reserve funding. Collaborating with neighboring municipalities may also reduce training and onboarding costs for new officers.

**Option 2- Absorb transition without reserve smoothing:** To prepare for the transition to a 70% cost-sharing obligation for law enforcement, Council may prefer to accept the abrupt transition to cover approximately \$1,288,000 (plus inflation). This would result in an estimated impact of over 40%+ tax increase in the year of adoption.

### 4) Recommended plan for capital objectives

The capital plan is attached as **Appendix B** for the Committee's review. Staff are seeking the Committee's direction regarding projects and priorities. The Committee may choose to elevate or deprioritize projects and priorities and provide source funding instruction. Staff will incorporate this direction in a revised capital plan to be presented in February.

As a theme, water source priorities and updated condition assessments, including the Wastewater Treatment Plant Assessment Report, have driven the urgency and prioritization of many capital projects in the 5 year capital plan. Additionally, urgency driven by accelerated housing priorities delivered from the provincial and federal governments have added pressure to the capital plan. This will be the first year, as a result of success in securing grant funding, that the Housing Accelerator Funding is incorporated into the capital plan funding assumptions (**Appendix B**).

Aging infrastructure and an aging fleet continue to add pressure to the capital plan, though through continued routine and preventative maintenance programs, staff are endeavoring to extend the useful life of existing assets to prioritize affordability, with a note that end of life asset failure is an added risk to the budget as presented.

### **COMMUNICATIONS**

Residents have been invited to participate in the budget process through attendance at the Public Budget Information Session on March 4<sup>th</sup> and by submitting their questions to the Village at [budget@pemberton.ca](mailto:budget@pemberton.ca). No direct feedback or questions have been received from the public to date.

Information has been included in the Village's eNEWS, on the Village Website and Facebook page, and updates have been features in the Pique Newsmagazine.

### **LEGAL CONSIDERATIONS**

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

### **BUDGET & STAFFING**

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**

The budget was created in collaboration with department managers.

### **COMMUNITY CLIMATE ACTION PLAN**

Initiatives of the Community Climate Action are incorporated in departmental budgets and work plans.

### **STRATEGIC PRIORITIES**

The budget has been designed to align with the strategic priorities:

*Plan and manage growth,*

*Be prepared,  
Protect our environment,  
Cultivate trust, and  
Operate with excellence.*

### **IMPACT ON THE REGION**

Development of the 2025 draft budget has no immediate impact on the region or neighboring jurisdictions. Of note, both Recreation and Fire and Rescue draft budgets will be presented to and reviewed with the Squamish-Lillooet Regional District at the Pemberton Valley Utilities and Services Committee and Fire Committee Meetings.

### **ALTERNATIVE OPTIONS**

There are no alternative options for consideration.

### **RECOMMENDATIONS**

**THAT** the Committee of the Whole provides feedback to staff with respect to changes to the 2025 draft operating budget and provides direction regarding the proposed tax increase.

**THAT** the Committee of the Whole provides direction regarding reserve objectives.

**THAT** the Committee of the Whole provides direction regarding RCMP reserve objectives.

**THAT** the Committee of the Whole provides direction to staff regarding the capital plan, specifically on prioritizing or deprioritizing capital projects and clarifying the funding source assumptions for these projects

### **ATTACHMENTS:**

**Appendix A:** Operating budgets

**Appendix B:** Capital budget

**Appendix C:** BC Assessment 2025 Non Market Change

Prepared by:	Thomas Sikora, CPA, CMA, Manager of Finance
CAO approval:	Elizabeth Tracy, Chief Administrative Officer

**Date:** Tuesday, January 21, 2025

**To:** Elizabeth Tracy, Chief Administrative Officer

**From:** Gwendolyn Kennedy, Manager, Corporate & Legislative Services

**Subject:** Short-Term Vacation Rental Regulation Review

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## **PURPOSE**

The purpose of this report is to provide the Committee of the Whole with an opportunity to review regulations respecting short-term vacation rentals.

## **BACKGROUND**

Prior to the *Short-Term Rental Accommodations Act* receiving Royal Assent in October 2023, the Province was not involved in the regulation of short-term vacation rentals. The Act brought into effect an increase to the maximum fines for contravention of short-term vacation rental regulations, the principal residence requirement, the requirement that operators display a valid business licence number, data sharing between the Province and local governments, and, coming in 2025, launch of a provincial registry of short-term vacation rental listings.

Because the Village implemented short-term vacation rental regulations in 2019, the Act has had a relatively minor impact on Village business licensing and zoning. Where discrepancies existed, Council supported aligning Village regulations with provincial legislation. At Regular Council Meeting No. 1596, held Tuesday, March 19, 2024, Council directed staff to submit a request to the Province of British Columbia to include the Village of Pemberton in the principal residence requirement for short-term rental accommodation and to draft an amendment to Zoning Bylaw No. 832, 2018, to align the Village's definition of short-term vacation rental with the definition set out in the Short-Term Rental Accommodations Act.

While supporting regulations intended to limit the number of short-term rental accommodation business licences issued, Council asked staff to incorporate flexibility in the regulations to permit homeowners to rent their principal residences as tourist accommodation when away from home, for less than 90 days in a calendar year. In response, Development Services staff presented an amendment to Zoning Bylaw No. 832, 2018, adding section 7.24 (b) that restricts short-term vacation rentals to a maximum of 5% of the single-family lots in a neighbourhood, but allows for exemptions to be granted, thereby providing the flexibility Council had requested. The bylaw amendment (Zoning Amendment Bylaw No. 960, 2024) was adopted on May 28, 2024.

At Committee of the Whole Meeting No. 261 held on May 7, 2024, the Committee directed staff to bring back a report on short-term vacation rental requirements in December 2024 or January 2025 to consider how to more fairly allocated the limited number of business licences, whether the neighbourhood cap should be eliminated, and whether to limit the opportunities for a homeowner to request an exemption from the neighbourhood cap.

[2024 Listings](#)

Data regarding the number of short-term rental listings is helpful to understand the potential impact of short-term rentals on the long-term rental market in Pemberton. Table 1 provides a summary of short-term vacation rentals listed on accommodation platforms between April and December 2024, using data provided through the data-sharing agreement with the Province. For context, it is important to note that the 107 nights of unlicensed accommodation came from the rental of only four properties, with three of these properties responsible for 105 of the 107 nights.

The majority of unlicensed listings are not actively rented. In some cases, the operators ceased renting when Village staff informed them that their rentals were illegal but neglected to delete the listings. Staff are in the process of following up with all illegal operators and will have unlicensed listings removed from the listing platforms within the next few weeks. Moving forward, it will be easier to track and remove new non-compliant listings.

There are currently 18 licensed short-term vacation rentals in the Village, 15 of which were rented in 2024, and 27 unlicensed listings, four of which were rented in 2024. Because of the few active unlicensed listings, successful enforcement resulting in the elimination of all unlicensed listings will have minimal impact on the long-term rental housing market. However, the number of illegal listings does not reflect the potential number of short-term vacation rentals, should Village regulations be relaxed by permitting more rentals in each neighbourhood, by exempting some rentals from the 5% cap, or by adding short-term vacation rental as a permitted use in zones where it is currently prohibited, such as the Industrial Park, agricultural zones, and multi-family neighbourhoods.

Table 1. 2024 Short-term vacation rental listing data from provincial portal, by neighbourhood

Neighbourhood	Unlicensed		Valid Business Licence	
	Number of Properties Listed	Number of Nights Rented, April to December 2024	Number of Properties Listed	Number of Nights Rented, April to December 2024
Aspen Fields	1	2	2	11
Benchlands	1	0	7	366
Downtown	0	0	1	50
Glenn*	6	69	3	89
Plateau	0	0	3	203
Ridge	3	2	2	102
Illegal Zones** (Industrial Park, Gateway, Meadows Lane, Peaks, Pioneer Junction)	16	34	NA	NA
Totals	27	107	18	821

\*Two unlicensed listings were rented in 2024

\*\*One listing was rented in 2024.

### **DISCUSSION & COMMENTS**

#### Neighbourhood Cap

Achieving the right balance between the economic opportunities presented to homeowners by short-term vacation rentals and the impact of such rentals on the long-term rental housing market and on the character of neighbourhoods is a difficult task. One key question, how to fairly allocate scarce short-term vacation rental business licences, has been a concern of Council since regulations were introduced in Pemberton in 2019. Once an individual obtains a short-term vacation rental business licence, they generally keep it until selling the property. The result has been almost no turnover of licences, with people on waitlists for years. There are currently 29 homeowners on a waitlist for a short-term vacation rental business licence.

Possible solutions to the issue include the following:

1) Eliminating or relaxing the zoning cap on short-term vacation rentals

Council has considered eliminating the cap in the past but has determined that this would result in a significant loss of long-term rental stock and could lead to a proliferation of short-term rentals in some neighbourhoods, affecting neighbourhood character. Relaxing (rather than eliminating) the cap would almost certainly lead to an immediate uptake of all available licences followed by a prompt return to the status quo of stagnant waitlists.

2) Changing the restrictions on short-term vacation rentals such that the zoning cap is no longer needed or that pressure on the cap is greatly reduced

One possibility is to prohibit short-term rental of accessory dwelling units, including secondary suites and carriage houses, as the [City of Roseland](#), the [District of Squamish](#), the [City of Victoria](#) and the [City of Vancouver](#) have done. In Victoria, an operator may rent up to two bedrooms of the home while living in the home, and the entire residence for up to 160 nights while away from the home. In Vancouver, an operator may rent the entire home, or a room within the home, without restriction on the number of nights. Squamish permits short-term rental of a limited number of secondary suites and carriage houses through a limited [temporary use permit](#) process.

Prohibiting short-term rental of accessory dwelling units would return secondary suites and carriage houses to the long-term rental market while still allowing homeowners to benefit from short-term rental of their homes while away.

3) Cancelling of business licences for accommodation that is not being actively rented to make these licences available to those who would use them

Staff cannot prove that a business licence is not being used. Unless a licence holder voluntarily gives up a licence they are not using, this option is not enforceable. Also, as 15 of the 18 licensed short-term vacation rentals were actively rented in 2024, cancelling inactive licences would not have a significant impact on waitlists.

- 4) Limiting a short-term vacation rental business licence to a set period, such as one year.

This option would result in regular turnover of licences.

- 5) Exempting specific classes of short-term rentals from the 5% neighbourhood cap set out in Zoning Bylaw No. 832, 2018

Exemptions could apply to the following, and other, situations:

- a) the rental of a person's principal residence for up to 90 days in a year, while they are away from home,
- b) short-term vacation rental of an accessory dwelling unit (ADU) when the rental operator is offering another ADU for long-term rental, or
- c) short duration exemptions, such as the thirty-one-day and four-month licences offered by the [City of Nelson](#).

Section 7.24 (b) of Zoning Amendment Bylaw No. 960, 2024, was created to support the first case but could, without amendment, support other exemptions. The section reads:

2 *Village of Pemberton Zoning Bylaw No. 832, 2018 is amended as follows:*

a. *By inserting section 7.24 (b) as follows:*

(b) *Notwithstanding paragraph (a), short-term vacation rentals are restricted to a maximum of five percent (5%) of lots in areas defined by the map in Schedule B, which is attached to and forms part of this bylaw.*

i. *Where permitted, a lot may be exempted from the maximum five percent limit, on application to the Village.*

The wording of this section is intentionally general. To date, no one has applied for the exemption; therefore, staff are not able to comment on whether restrictions should be added to narrow the exemption. A suggestion for limiting use of the exemption clause is to restrict it to once per year for each homeowner. Staff propose developing a policy to guide interpretation of the exemption based on the Committee's input.

One way to reduce the pressure on the neighbourhood cap would be to publicize the opportunity for an exemption to the cap and to offer business licences for exempted properties at a significantly lower cost than the \$300 annual fee for a short-term vacation rental licence, making this an attractive option even for those who currently hold short-term vacation rental business licences but use them only when away on vacation.

Overall, creating exemptions to the 5% cap will result in an increased number of short-term vacation rentals and will remove some accessory dwelling units from the long-term rental pool.

### Multi-Family Zones

An additional question is whether prohibiting short-term vacation rentals in multi-family zones is necessary given the principal residence requirement, which is intended to prevent the frequent turnover of tenants that occurs when a property is used primarily or exclusively for nightly rentals, and whether it is fair to prevent residents of multi-family zones from benefiting from the opportunity to earn income from their properties. There remain some security concerns when non-residents are given access to a secured building; however, the decision regarding the acceptable level of risk could be left to each strata council.

Staff note that short-term vacation rentals are not permitted in the RTA-1 zone that includes single-family homes on Tenquille Place and Seven O'clock Drive and duplexes on Sunstone Way, or in the CD-5 zone that comprises the Tiyata area.

Allowing short-term vacation rentals in zones where the use is currently not allowed would most likely result in waitlists for these areas unless this action is accompanied by offsetting restrictions, such as the elimination of short-term rental of accessory dwelling units.

### Summary

This report presents the Committee with a range of options to manage short-term vacation rentals, from prohibiting short-term rental of accessory dwelling units, to allowing specific exemptions to the 5% neighbourhood cap or relaxing or eliminating the cap. Whether short-term rentals should be permitted in multi-family zones was raised as a consideration.

If the Committee supports prohibiting short-term rental of accessory dwelling units, implementation of this restriction would need to be considered carefully because of the impact on current business licence holders.

If the Committee favours specific exemptions to the 5% cap, staff recommend that the exemptions be set out in a policy that would also establish the application process and set guidelines for monitoring for compliance. Because Zoning Amendment Bylaw No. 960 incorporates flexibility regarding exemptions to the cap, no bylaw amendment would be necessary. However, if the Committee supports reduced business licence fees for restricted licences, amendments will be needed to Business Licence Bylaw No. 855, 2019, and Fees and Charges Bylaw No. 905, 2021.

Allowing short-term vacation rental in zones where the use is currently prohibited would necessitate a zoning bylaw amendment.

The Committee may direct staff, by resolution, to bring back additional information to the Committee, or to bring policy or bylaw amendments to Council for review at a future meeting of Council.

### **COMMUNICATIONS**

Consideration of short-term vacation rental regulations does not entail a communications element.



## **LEGAL CONSIDERATIONS**

[Short-Term Rental Accommodations Act](#)

## **BUDGET & STAFFING**

There are no impacts to the budget or staff hours.

## **INTERDEPARTMENTAL IMPACT**

This report was drafted in consultation with Development Services staff.

## **COMMUNITY CLIMATE ACTION PLAN**

Review of short-term vacation rental regulations has no impact on the Community Climate Action Plan strategies.

## **STRATEGIC PRIORITIES**

Review of short-term vacation rental regulations aligns with the strategic priorities to *plan and manage growth and operate with excellence*.

## **IMPACT ON THE REGION**

This review of short-term vacation rental regulations initiative has no impact on other jurisdictions.

## **ATTACHMENTS**

None

Prepared by:	Gwendolyn Kennedy, Manager, Corporate & Legislative Services
CAO approval:	Elizabeth Tracy, Chief Administrative Officer

**Date:** Tuesday, January 21, 2025  
**To:** Elizabeth Tracy, Chief Administrative Officer  
**From:** Mia Bojic, Planning Analyst  
**Subject:** Climate Action Work Plan 2025

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## **PURPOSE**

The purpose of this report is to inform the Committee of the Whole of the new planning analyst role and how it will contribute to implementing Community Climate Action Plan actions and strategies in 2025.

## **BACKGROUND**

In March 2022, the Village of Pemberton, with support from the Community Energy Association, released its Community Climate Action Plan (CCAP). The plan outlines six "big moves", broad categories of actions aimed at significantly reducing the community's emissions. The big moves are *Shift Beyond the Car*, *Electrify Passenger Transportation*, *Step Up New Buildings*, *Decarbonize Existing Buildings*, *Close the Loop on Waste*, and *Organizational Leadership*. Each one of the six big moves has its own strategies and actions that are necessary for full implementation of the CCAP.

In the final quarter of 2024, the Development Services team added a new role to help address ongoing projects tied to the Province's Local Government Housing Initiatives and the Housing Accelerator Fund. This role, titled planning analyst, also presents an opportunity to address actions in the CCAP. The staff member holding this position will dedicate approximately one quarter of 2025 working hours towards completing the climate action initiatives outlined in the CCAP.

## **DISCUSSION & COMMENTS**

The planning analyst will support implementation of the CCAP strategies through an evolving internal work plan, a consolidated version of which is included as **Appendix A**. The planning analyst will play a key role in leading events, conducting research, and collaborating with other departments to advance CCAP initiatives.

With a background in urban planning and community engagement, the planning analyst will help focus efforts on cultural and community-based initiatives. For example, the planning analyst will host pop-ups at the Farmers' Market throughout the summer to gather feedback for wider organization efforts, such as access to active transportation in the Village.

Internal discussions led to identification of one event, the "Bike Bus" initiative, to encourage efforts towards reducing community emissions in the community. This event, to be led by the planning analyst, will target local commuters, particularly groups that may not often engage in climate action efforts, such as school-aged children and their busy parents. By organizing a

regular bike to school group for local families, the initiative will reduce vehicle trips and associated emissions in the short term and encourage participants to use the connections they make at the event to further cut emissions and to continue their new habits of biking and walking to school. The Bike Bus has become popular in neighbourhoods in Metro Vancouver, and with Pemberton's close-knit community, staff believe it could be a great way to involve the community in climate action initiatives. As seen in the workplan attached as **Appendix A**, this aligns with the Big Move *Shift Beyond the Car*.

The planning analyst will assist other departments in completing their Big Move responsibilities. For example, the planning analyst is assisting the Finance and Development Services departments with completion of the annual LGCAP report (the Village's emissions reporting to the province). LGCAP reporting requirements, growing in complexity every year, offer the Village an opportunity to demonstrate the impact of decisions made on emissions reductions.

Staff are currently working on grant funding for a study that aligns with one of the Big Moves. Details will be shared with the public once the Village has signed the agreement.

**Appendix A** lists a variety of tasks that will contribute to implementation of the CCAP actions and strategies. Examples include conducting research to identify grant opportunities that support achievement of CCAP goals and working with the communications and engagement coordinator to highlight climate action related posts relevant to the wider community. The tasks included in the workplan are based on discussions around the CCAP goals and Big Moves and consideration of staff capacity. The workplan is intended to evolve during implementation; input from Council is welcome.

Village staff are excited to see what the new role will bring in terms of addressing climate action through the CCAP.

### **COMMUNICATIONS**

A follow up report to Council is planned for the end of 2025 outlining the successes and lessons learned from the conscious focus of the new position on climate action initiatives.

### **LEGAL CONSIDERATIONS**

There are no legal considerations for this initiative.

### **BUDGET & STAFFING**

Budgetary impacts associated with the addition of the planning analyst role have been reflected in the draft budget. Staff hours would be impacted only if other staff are needed to make certain initiatives possible.

### **INTERDEPARTMENTAL IMPACT**

This report has no impact on other departments.

### **COMMUNITY CLIMATE ACTION PLAN**

The planning analyst will dedicate time towards meeting CCAP goals and strategies, with the primary goal being to address the Big Moves and their associated actions and strategies through various initiatives throughout 2025.

### **STRATEGIC PRIORITIES**

This initiative aligns with the strategic priorities to *Protect Our Environment* and *Operate with Excellence*. Dedicating time of a staff member to work on meeting the CCAP goals and executing the strategies highlights the priority of protecting the environment.

### **IMPACT ON THE REGION**

This initiative has no impact on other jurisdictions.

### **ATTACHMENTS:**

**Appendix A:** Climate Action Workplan Spreadsheet

Prepared by:	Mia Bojic, Planning Analyst
Manager approval:	Scott McRae, Manager of Development Services
CAO approval:	Elizabeth Tracy, Chief Administrative Officer

Climate Action Project Workplan 2025		
Project Title	Description	CCAP Shift Alignment
Grant (to be announced)	A Village-wide study on the feasibility of retrofitting homes with local builders and homeowners.	EXISTING BUILD 1.1: Encourage and enable deep energy retrofits
Bike Bus Initiative	Organize and host a VOP-led "bike bus" for kids to get to school (Signal Hill).	SHIFT 2.4: Normalize car-free and zero-emission zones  (b) Support and encourage participation of Village of Pemberton Staff, residents, businesses and students in annual Bike-to-Work and Bike-to-School events. Wager friendly competitions with other businesses/government offices to spark interest and celebrate victories. (c) Reward residents who use active transportation to commute or run errands by 'issuing' good karma tickets (opposite of parking tickets) on bikes, strollers, scooters, etc.
LGCAP Reporting	Annual Local Government Climate Action Program (LGCAP) reporting for VOP corporate emissions.	LEADERSHIP 1.3 – Institutionalize the Community Climate Action Plan
Engagement Pop Up Sessions at the Farmer's Market	Host a number of pop-ups at the Friday Farmer's Market over the summer for feedback on climate-related initiatives and changes (i.e. access to active transportation).	SHIFT 2.3: Develop & deliver an active transportation outreach strategy  (a) Connect with community members to learn about their active transportation needs in support of the development of an Active Transportation Strategy.
Green Procurement for Corporate Purchasing	Assist Thomas/Finance team in scoping and creating a green procurement policy for corporate purchasing in the Village.	LEADERSHIP 1.3: Institutionalize the Community Climate Action Plan  (c) develop & implement a Corporate Energy and Emissions Reduction Plan and perform comprehensive climate audits on all new civic facilities & upgrades.
VOP Social Climate Actions	Work with Michelle (Communications) on some socials for Climate Action-related posts to interact with the wider community.	LEADERSHIP 1.4: Communicate the Village's intended actions on climate change  (c) feature 'climate action success stories' on VOP socials
Active Transportation Commuting Incentives	Weather dependent but could do a few mornings with 'prizes' for kids that bike or walk to school at Signal Hill or PSS?	SHIFT 2.4: Normalize car-free and zero-emission zones  (c) Reward residents who use active transportation to commute or run errands by 'issuing' good karma tickets (opposite of parking tickets) on bikes, strollers, scooters, etc.
EV Charger Strata Inventory	Take inventory on quantity of EV chargers in stratas, then devise plan or bulletin on advocating to install them.	ELECTRIFY 2.2 – Enable EV charging in existing residential, mixed-use and commercial buildings  (a) Advocate strata corporations and property management companies to begin navigating the process to retrofit existing parking stalls with EV charging equipment
Grant Research & Applications	Research and seek out external funding opportunities to complete more climate-related initiatives.	LEADERSHIP 1.2 – Building Staff and Financial Capacity for Implementation  (b) Support the efforts of other levels of government, First Nations, improvement districts, not-for-profit and community organizations who are undertaking climate action in the Village of Pemberton. (d) Encourage professional development opportunities that focus on green infrastructure, natural assets management, ecosystem protection/restoration, and similar topics that foster staff awareness of climate action opportunities within their scope.
Climate Adaptation w/ Jonny	Assist Jonny on any climate adaptation and emergency preparedness work needed.	LEADERSHIP 1.3 – Institutionalize the Community Climate Action Plan  (b) Develop a complementary Climate Action Adaptation Plan that includes an extreme weather response plan.
Transit Funding Analysis	Analyze the impacts that the transit expansion had on emissions and funding to further support the climate case for more transit expansion.	SHIFT 3.1 – Collaborate with transit providers to identify innovative options to increase service and promote transit ridership  (a) Continue to advocate for and collaborate with the Province, regional partners and BC Transit for a regional transit service to increase transit service and ensure implementation of regional objectives and local needs of Pemberton/Mount Currie.

**Date:** Tuesday, January 21, 2025  
**To:** Elizabeth Tracy, Chief Administrative Officer  
**From:** Scott McRae, Manager of Development Services  
**Subject:** Advisory Planning Commissions – Updates and Changes

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## **PURPOSE**

The purpose of this report is to update Committee of the Whole on recent events and statutory changes related to the Village of Pemberton’s advisory planning commissions (APCs). The report seeks the Committee’s input on proposed changes to the Village’s advisory bodies.

## **BACKGROUND**

[Village of Pemberton Advisory Planning Commissions Bylaw No. 626, 2009](#) enabled the Village to establish two distinct advisory planning commissions (APCs) known as the Advisory Design Review Commission (ADRC) and the Advisory Land Use Commission (ALUC). These bodies were established to provide recommendations to staff and Council regarding land use matters, community planning, and proposed development projects. The bylaw specifies the composition, appointment of members, governing procedures, and referral of matters to be considered by each commission.

Membership on each commission is for a two-year period and the term is established on a rotating basis for ease of recruitment. Due to the difficulty in recruiting local residents for commission membership, on April 21, 2020, Village of Pemberton Advisory Planning Commission Amendment Bylaw No. 878, 2020, was adopted, relaxing the residency requirements.

As described in the bylaw, the mandate of the ALUC is to review matters related to community and neighbourhood planning, housing, and economic development, and applications for amendment of the Official Community Plan and Zoning Bylaw. The mandate of the ADRC is intended to review development permit and development variance permit applications.

## **DISCUSSION & COMMENTS**

The Village’s APCs have served the municipality for many years, providing recommendations for staff and council with respect to a range of issues. Over time, as the community has grown, recurring patterns have become clear that highlight some of the weaknesses of the current arrangement.

It has proved persistently challenging to find qualified individuals to volunteer for either body. Staff advertise vacancies every year but typically do not receive any applications. Members are actively sought by staff based on community involvement and relationships. As a result, maintaining the two commissions costs staff time annually regardless of the meeting schedule.

Recently, two scheduled meetings of the ALUC had to be cancelled as too few members attended to achieve quorum. This was partly due to some members being on out-of-town work assignments and partly due to overcommitments by some members who may feel unqualified for the role. The applicant whose project was scheduled for review was understandably frustrated by both the delay caused by the meeting cancellations and the cost incurred. Depending on the level of effort and supporting professionals in attendance, each meeting of the commissions costs applicants thousands of dollars. Beyond the applicants, other members of the commission are understandably frustrated to attend a meeting that does not achieve quorum, both for their time wasted and for the perceived negative impact on the reputation of the community.

New legislation prohibiting public hearings for certain types of applications (section 464 of the *Local Government Act*) has implications for APCs, especially the ALUC in its current form. For development applications where public hearings are now prohibited, additional caution is warranted as the application is processed to avoid any semblance of a public hearing. For example, best practice suggests local governments should be cautious about entertaining "delegations" from citizens at council meetings at which readings or adoption of the bylaw are under consideration. There is a risk that the prohibition in section 464 could be interpreted broadly to include any proceeding at which the council is exposed to representations from members of the public on the merits of the amendment. Conceptually, this extends to ALUC meetings where the majority of the members are local residents and the matter of business is a zoning amendment where a public hearing would be prohibited. These commission meetings could be construed as 'pseudo' public hearings and challenged on procedural grounds. The ADRC is of lesser concern as the primary subject matter is development permits and design guidelines.

When the advisory planning commissions were initially established, they were intended to address a few areas of concern. At that time, Pemberton was a smaller community with less development activity, less policy guidance, and fewer specialized staff. The ADRC and ALUC were created to achieve greater public engagement and interest in land use planning and development matters, help address policy gaps, and compensate for the lack of specialized staff. As the community has grown and witnessed technological and social change, public engagement in land use planning processes is more robust. Online tools and in person events are generally well subscribed channels for residents to participate in planning processes. New policies have been developed and continue to be updated and modernized at a faster pace than in the past. The Development Services team has grown to include full-time community planning resources, and cost recovery mechanisms have enabled the Village to support complex development processes with highly qualified consultants.

While the policy foundation and staff capacity have grown, gaps remain. The Village does not have professional design expertise in-house, nor does it make sense for a small municipality to do so. In addition, the volume of development applications is more than in the past. Most communities with a comparable level of development activity are larger towns or similarly desirable places to live and work. These communities have shifted toward advisory design panels (ADPs) where professional experience is prioritized over local resident bona fides. The Architectural Institute of British Columbia (AIBC) and the British Columbia Society of Landscape Architects (BCSLA) encourage members to volunteer on ADPs to demonstrate to the public the philosophies, objectives and capabilities of their members. As detailed in the AIBC's [Bulletin 65: Advisory Design Panels – Standards for Procedure and Conduct](#), these societies provide detailed guidelines for establishing ADPs, including criteria for nomination that require candidates to have

familiarity with (but not necessarily residence in) that jurisdiction. These bodies have at the core of their mission a desire to help them arrive at the best decisions possible in the public interest in matters relating to the physical environment. The professional societies maintain lists of eligible and interested applicants and thereby help municipalities access valuable design expertise for their own ADPs.

Based on the above analysis, staff present the following recommendations to streamline the implementation of advisory bodies and better match contemporary needs:

- Phase out the ALUC. Fewer meetings of the ALUC can be expected due to the provincial statutory changes and a desire to avoid pseudo public hearings. For development applications where a public hearing is permitted, the public hearing is broadly expected to satisfy the same goals as an ALUC meeting. This diminishes the role of the ALUC without reducing the administrative cost.
- Redefine the ADRC as an ADP. Staff recognize that lack of professional design support remains a gap; some sort of professional design review body would be a practical solution. Shifting to an ADP would reduce local residence requirements while increasing professional design expertise requirements, although the preference would remain to appoint local residents who hold design expertise.

Should Committee of the Whole agree with these changes, a resolution directing staff to prepare the necessary bylaw amendments would be appropriate.

### **COMMUNICATIONS**

No communications element is anticipated until Council directs staff to amend bylaws.

### **LEGAL CONSIDERATIONS**

Section 461 of the *Local Government Act* regulates the use of advisory planning commissions (APCs). Section 143 of the *Community Charter* authorizes the establishment of commissions such as ADPs.

### **BUDGET & STAFFING**

Populating and managing two advisory planning commissions requires ongoing staff time.

### **INTERDEPARTMENTAL IMPACT**

This item does not have significant interdepartmental impact.

### **COMMUNITY CLIMATE ACTION PLAN**

This item does not relate directly to the actions in the Community Climate Action Plan.



**STRATEGIC PRIORITIES**

The proposed changes to the advisory planning commissions could reduce administration costs and streamline development processes, thereby supporting Council’s vision to create a community where residents thrive and businesses prosper.

**IMPACT ON THE REGION**

This initiative has no impact on other jurisdictions.

**ALTERNATIVE OPTIONS**

There are no alternative options for consideration.

**RECOMMENDATIONS**

**THAT** the Committee of the Whole directs staff to complete the necessary bylaw changes to phase out the ALUC and redefine the ADRC as an ADP as outlined in the January 21, 2025 staff report to the Committee of the Whole and present the updated bylaws to Council for readings at a future regular meeting of Council.

**ATTACHMENTS:**

None

Prepared by:	Scott McRae, Manager of Development Services
CAO approval:	Elizabeth Tracy, Chief Administrative Officer