

To: Electoral Area Services Committee  
From: Johannes Bendle, Planner I  
Katelyn Hipwell, Planner I

Date: 2016-11-08  
File No: 6480-30-049

**Subject: Hemlock Resort - OCP Review Scoping Document**

---

## RECOMMENDATION

**THAT** the Fraser Valley Regional District Board receive for information the Staff Report dated November 8, 2016 as the project scope and work plan for the Electoral Area "C" – Hemlock Valley Official Community Plan review and update.

### STRATEGIC AREA(S) OF FOCUS

Support Environmental Stewardship  
Foster a Strong & Diverse Economy  
Support Healthy & Sustainable Community  
Provide Responsive & Effective Public Services

### PRIORITIES

Priority #5 Outdoor Recreation  
Priority #4 Tourism  
Priority #2 Air & Water Quality

## BACKGROUND

Hemlock Resort (Berezan Group) received approval from the Province of British Columbia in March 2016 for an All-Seasons Resort Master Plan. The approval allows for significant expansion of the existing resort base through a five phase resort development on Crown Lands. As part of this approval, the Province and Hemlock Resort entered into a Master Development Agreement (MDA) which outlines the development Commitments that must be achieved by the developer. The Commitments were developed through consultation with the Fraser Valley Regional District (FVRD), First Nations, and various other stakeholders. Prior to Hemlock Resort proceeding with the development outlined in the Master Plan, the FVRD requires an Official Community Plan (OCP) review and amendment to reflect the approved Master Plan development. As such, the FVRD has initiated the OCP review process.

## DISCUSSION

### *Current Profile of Hemlock Resort*

Hemlock Resort is located west of Harrison Lake in Electoral Area "C" of the FVRD. The Resort is a predominately local ski hill which serves the Fraser Valley and parts of the Lower Mainland.

### *Mountain Facilities*

The current Controlled Recreation Area (CRA) is comprised of 346 hectares (855 acres) including both Crown and private lands. The Resort consists of four ski lifts servicing approximately 146 hectares (361 acres) of developed ski terrain and 35 maintained trails.

The existing Hemlock Resort base includes a single day lodge facility as well as 226 existing resort residential units which equates to 1,072 bed units. Current public parking facilities include dedicated day lodge parking and parking accommodated within resort residential units. The total parking capacity of the resort is 2,844 guests.

Resort capacity is measured using **Comfortable Carrying Capacity (CCC)** and **Balanced Resort Capacity (BRC)**.

**CCC** is the maximum number of visitors that can utilize a specific recreation improvement per day such that the recreational expectations of the visitors are met without compromising the physical, environmental and social characteristics of the site.

**BRC** is the comfortable carrying capacity of all of a resort's recreational improvements as limited by the resort's base capacity.

The resort's current CCC is approximately 1,150 skiers/boarders per day, while the resort's BRC is 1,640 guests per day.

### *Transportation Infrastructure*

Currently there is a single access to the existing base by Hemlock Valley Road. The proposed lake front developments are currently accessible by a Forest Service Road. The Master Development Agreement (MDA) requires Hemlock Resort to undertake a traffic impact assessment prior to the construction of each phase of development beginning at Phase Two. However, the Ministry of Transportation and Infrastructure (MOTI) has jurisdiction over roads within FVRD's Electoral Areas and is the subdivision Approving Officer. Hemlock Resorts will have to work to address any issues related to transportation infrastructure that are identified through traffic impact studies and development proposals.

### *Servicing Infrastructure*

The community of Hemlock is currently serviced by a community water system privately owned and operated by Hemlock Valley Water Services Ltd. The system services approximately 220 residential units, the ski lodge and maintenance yard. Hemlock Valley Water Services Ltd. has a water licence with the Ministry of Environment to divert approximately 15.1 million gallons of water per year from Cohen Creek. Hemlock Valley Water Services Ltd. also has an additional licence for the storage of 2,726 cubic metres within Cohen Lake.

The Hemlock community water system has been subject to a boil water advisory which has been in place since July 18, 2005. This advisory was rescinded by Fraser Health Authority on October 13, 2016.

Fraser Health stated that the current treatment in place for the system meets the BC surface water treatment outcome expectations and is expected to be operated and maintained moving forward to meet the terms and conditions on the new operating permit issued to the water system operator. The quantity of water available from this source is unknown to the FVRD.

#### *Other Considerations*

Previous reports have identified environmental concerns such as geotechnical and avalanche hazards, and riparian values. Hemlock Resorts will have to consider these concerns prior to any development taking place. The MDA has identified a robust process for environmental management and assessment in addition to hazard avoidance.

#### ***Previous FVRD Consultation and Consideration of Master Plan***

The FVRD was consulted early on and given the opportunity to consider and comment on the draft Master Plan. In November 2010, the FVRD received a referral for the draft Master Plan from Forests, Lands and Natural Resource Operations (FLNRO). The Regional Board reviewed the draft Master Plan and identified a list of issues to be addressed as part of the implementation of the Plan and prior to Provincial and FVRD development approvals. The FVRD comments, in conjunction with input from numerous other agencies and stakeholders, were an integral component which informed the development of the Master Development Agreement (MDA) Commitments.

The issues identified by the FVRD included the following:

#### **1. Avoid Hazards**

- a) A feasibility study is an initial first step. More detailed studies are needed as the review process moves forward.
- b) All new development should be directed away from hazards.

#### **2. Address Existing Community**

- a) Community water system should be upgraded to comply with Fraser Health requirements.
- b) Comprehensive review of community sewer and water systems.
- c) Province to address nineteen (19) properties in snow avalanche hazard area. If relocation is required, these lands should be first priority over land allocation for private development.
- d) Snow clearing and storage to be addressed.

#### **3. Comply with Regional District Policies and Bylaws**

- a) Master Plan to be amended to reflect Regional Growth Management Strategy principles and policies.

b) Master Plan is not consistent with the existing OCP for Hemlock Valley. OCP and zoning amendments will be required for the Master Plan area.

#### **4. Compact Development Form**

- a) Central planning approach for new community and major expansions.
- b) Comprehensive land use plan to reflect Regional Growth Strategy policies and principles and the OCP's policies for new development, and to demonstrate a compact form of development.
- c) Identify governance strategy and thresholds for establishing a new resort municipality.
- d) Identify required lands for the new community.

#### **5. Environmental Performance**

- a) Complete additional environmental studies as indicated in the environmental overview submitted as part of the Master Plan.
- b) The Province to ensure a comprehensive approach is taken to evaluate environmental impacts, similar to the environmental assessment process.
- c) Additional studies to address impacts on watershed functions, fish and wildlife habitat downstream of the CRA, bald eagle habitat impacts, slope instability, and stream bank erosion, and associated environmental impacts from increased recreation within the CRA.

#### **6. Servicing: High Quality, Long Term Efficiency and Financially Viable**

- a) Comprehensive study for water and sewer systems for Phase 1.
- b) Feasibility Study for water and sewer systems for Phase 2.
- c) Study to address solid waste management plan.
- d) Energy demand: supply and distribution plan for Phase 1.
- e) Emergency Management Plan for Phase 1.
- f) Address Interface Fire Hazard.
- g) Fire protection impact assessment study for Phase 1.

These issues were considered by the Province and guided the Commitments developed as part of the MDA.

#### ***Master Plan and Master Development Agreement***

The Master Plan approved by the Province is accompanied by a Master Development Agreement (MDA) which is an agreement between the Berezan Group and the Province over a 60 year time frame.

The Master Plan captures the proposed development for the expanded Controlled Recreation Area (CRA). Specifically, the Master Plan identifies the proposed location, area and development phases. The current CRA is comprised of 346 hectares (855 acres) including both Crown and private lands while the expanded CRA is 6,408 ha (over 18 times larger). The lands within the expanded CRA are Crown owned lands which are allocated to the developer on a perform and reward system with the Province whereby the developer may purchase lands upon completion of specified improvements. Development of the CRA has been identified in five phases which are summarized in the Table 1.

Phase	Neighbourhood	Bed Units	Built Space for Service & Commercial (sq. ft.)
<b>One</b>	West Face Village (north end) The Residents (infill)	Increase: 1,072 to <b>4,513</b>	Increase: 16,200 to <b>76,877</b>
<b>Two</b>	West Face Village (south end) The Residents (infill) The Enclave (part one) Quqwathem Village (part one) Northwood and Golf Course	Increase: 4,513 to <b>8,449</b>	Increase: 76,877 to <b>116,914</b>
<b>Three</b>	Hemlock Village (redevelopment) The Residents (infill) Cottonwood Estates Quqwathem Village (part two)	Increase: 8,449 to <b>12,709</b>	Increase: 116,914 to <b>177,218</b>
<b>Four</b>	The East Base The Pinnacle Chateau Hemlock	Increase: 12,709 to <b>16,720</b>	Increase: 177,218 to <b>233,924</b>
<b>Five</b>	The Enclave (part two)	Increase: 16,720 to <b>19,969</b>	Increase: 233,924 to <b>279,542</b>

Table 1: Master Plan Development Phasing

The Master Plan also provides details regarding ski lift expansion, multi-user trail development, and other projects.

As part of the approval of the Master Plan, the developer entered into a MDA with the Province. This MDA includes conditions of tenures (commitments) which are summarized in Table 2.

Commitment	Approving Authority	Timeframe by Phase
Balanced Resort Capacity and Maximum Bed Unit Entitlement	Mountain Resorts Branch (FLNRO)	Projections at buildout
Phasing Schedule	Mountain Resorts Branch (FLNRO)	Market Demand
Design Guidelines Covenant	Mountain Resorts Branch (FLNRO) and FVRD	Prior to each Phase Development
Employee Housing Quota	Mountain Resorts Branch (FLNRO)	Prior to development of Phase

		Two and with each subsequent Phase (balanced with employment)
Archaeological Overview Assessment and Archaeological Impacts Assessment (if required)	Archaeology Branch (FLNRO)	Prior to any alternation of land
Public Recreation Management Plan	Mountain Resorts Branch (FLNRO)	Prior to March 31, 2018
Environmental Management Plans	Mountain Resorts Branch (FLNRO)	Prior to March 31, 2017 or prior to development of Phase One
Cumulative Effects Assessment	Mountain Resorts Branch (FLNRO), Ministry of Environment, FVRD, and Sts'ailes	Prior to development of Phase One
BC Environmental Assessment	Appropriate branches of BC Government	Prior to each Phase of development
Traffic Impact Assessment	Ministry of Transportation and Infrastructure (MOTI)	Prior to the development of Phase Two and with each subsequent Phase
Analysis of Existing Community Water Supply	Fraser Health Authority	Prior to development of Phase One
Upgrade of Existing Water Treatment System	Fraser Health Authority	Prior to development of Phase One
Updated Base Area Plan (relocation options for lots in high risk hazard areas)	Mountain Resorts Branch (FLNRO) and FVRD	Prior to development of Phase One
Hazard Feasibility Study	FVRD	Prior to development of Phase Two
Snow Clearing and Storage Plan	FVRD	Prior to development of Phase Two
Comprehensive Study of Existing Community Sewer System and necessary upgrades	FVRD	Prior to development of Phase One
Feasibility Study for Water and Sewer Systems	FVRD	Prior to development of Phase One
Energy Demand Supply and Distribution Plan	FVRD	Prior to development of Phase One
Solid Waste Management Plan	FVRD	Prior to development of Phase One
Emergency Management Plan	FVRD	Prior to development of Phase One
Detailed Fire Protection Impact Assessment Study	FVRD	Prior to development of Phase One
First Nation Woodland Licence Integration	FLNRO and Sts'ailes	TBD
Forest Management Plan	FLNRO and Sts'ailes	TBD

Table 2: Master Plan Development Agreement Commitments

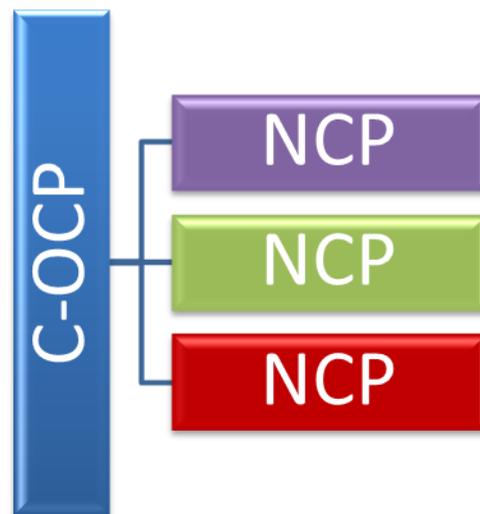
The MDA identifies rights and obligations between the Province and the developer with respect to resort development.

### ***Proposed Process***

Prior to Hemlock Resort proceeding with the development outlined in the Master Plan, the FVRD requires an OCP review and amendment to reflect the approved Master Plan development. As such, the FVRD has initiated the OCP review process.

To complement the phased development approach of the Master Plan, staff recommend adopting a similarly phased approach with the OCP. The overall development of Hemlock will be captured by an OCP for the entire Controlled Recreation Area (CRA). This document is a high level overview of the principles guiding the development vision of the community. The OCP will later be supported by individual Neighbourhood Community Plans (NCP) for each node of development proposed in the Master Plan.

The NCPs are detailed plans that will be developed based on a Terms of Reference identified in the OCP. The Terms of Reference will reflect the issues identified by the Regional Board as a result of the initial Master Plan review, as summarized in the Table 2. Furthermore, the NCPs will reflect the values of the Hemlock community and guide the development of each unique neighbourhood. Each NCP will be developed consistent with the development phasing identified in the Master Plan.



The immediate focus is to develop the OCP in order to establish the overarching development principles, goals and policies which will later guide the detailed neighbourhood specific plans.

The OCP will highlight the phasing identified in the Master Plan and identify the corresponding NCPs required to support development. In addition, the OCP will determine where further study is required prior to each phase of development and the thresholds at which subsequent development phases may begin. The OCP will identify the appropriate land use designations, Development Permit Areas and infrastructure requirements of CRA as well as address geotechnical hazards and environmental

considerations. Content that will be captured in the OCP versus the NCP is summarized in Table 3. Note that NCP areas will not directly correspond to the Master Plan phases. The NCP is determined spatially by distinct development areas whereas the Master Plan phases are determined temporarily and phases include multiple neighbourhoods.

OCP	NCP
<ul style="list-style-type: none"> <li>• Overall vision , goals, policies, and principles guiding development</li> <li>• Framework for NCPs</li> <li>• Coordination of NCPs</li> <li>• Identify appropriate land use designations</li> <li>• Servicing strategies for NCPs</li> <li>• Determine further studies required</li> </ul>	<ul style="list-style-type: none"> <li>• Guide development of each unique neighbourhood</li> <li>• Detailed servicing for neighbourhoods</li> <li>• Designate land uses and locations (commercial, residential, park etc.)</li> </ul>

Table 3: OCP versus NCP Focus

Throughout the development of the OCP for Hemlock, staff will work with the community to identify the *principles* that will guide development and the *pathways* to achieve the preferred outcomes.



### ***Consultation Strategy for Official Community Plan***

The proposed consultation strategy will focus consultation efforts on three main groups: First Nations, Public, and Stakeholders. Between Fall 2010 and Spring 2013, significant consultation with the various

affected parties occurred as part of the Master Plan approval process. This included referrals, public information meetings and information sharing between various levels of government, including the developer. The OCP consultation process, while separate and distinct, will build upon previous consultation undertaken for the Master Plan.

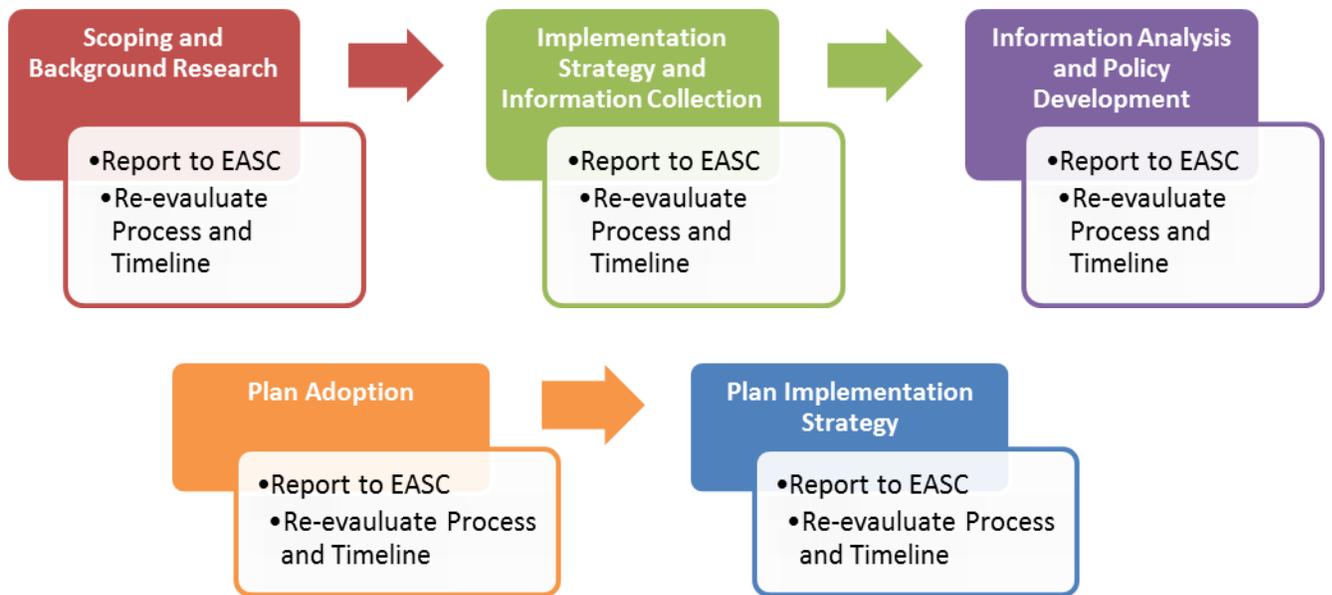
Early and ongoing consultation is an essential and legislated requirement of the OCP update process. Community values help to inform many aspects of the plan. The Regional District must identify who and how to undertake consultation. A consultation strategy will be developed for consideration by the Regional Board at a later Board meeting.

### ***Proposed Work Plan for Official Community Plan***

Staff have identified key tasks and outcomes which form the proposed work plan as summarized in Table 4. The work plan has been developed to allow an opportunity to re-evaluate the process and expected timelines after each phase. Staff are currently working within Stage 1 of the work plan.

Stage	Tasks	Outcomes
1. Scoping and Background research	<ul style="list-style-type: none"> <li>• Master Plan and MDA Review</li> <li>• Mapping Review</li> <li>• Develop Consultation Strategy</li> <li>• Identify Stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Scoping Document</li> <li>• Consultation Strategy</li> <li>• Stakeholders Contact List</li> <li>• Notice to Stakeholders</li> </ul>
TIMELINE: December 2016		
2. Implementation Strategy and Information Collection	<ul style="list-style-type: none"> <li>• Identify Key Issues</li> <li>• Identify OCP vision and development principles</li> </ul>	<ul style="list-style-type: none"> <li>• Public Information Booth at Hemlock Resort</li> <li>• Stakeholder meetings as required</li> <li>• Consultation Summary Report to EASC</li> </ul>
CHECK-IN: Re-evaluate Process and Timeline		
3. Information Analysis and Policy Development	<ul style="list-style-type: none"> <li>• Analyze information from early public engagement</li> <li>• Develop OCP pre-draft</li> <li>• Summarize future NCP areas</li> </ul>	<ul style="list-style-type: none"> <li>• OCP Pre-draft</li> <li>• Public open houses to review pre-draft document</li> <li>• Referrals to First Nations and stakeholders</li> </ul>
CHECK-IN: Re-evaluate Process and Timeline		
4. Plan Adoption	<ul style="list-style-type: none"> <li>• Develop, review, revise draft OCP</li> </ul>	<ul style="list-style-type: none"> <li>• 1<sup>st</sup> draft of OCP</li> <li>• Further drafts if necessary</li> </ul>
CHECK-IN: Re-evaluate Process and Timeline		
5. Plan Implementation Strategy	<ul style="list-style-type: none"> <li>• Implementation and monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing after adoption</li> </ul>
CHECK-IN: Re-evaluate Process and Timeline		

Table 4: Work Plan for OCP Update



**COST**

The applicant has made an Official Community Plan Amendment application to the FVRD and paid the applicable application fee.

**CONCLUSION**

Hemlock Resort (Berezan Group) received approval from the Province of British Columbia for an All-Seasons Resort Master Plan, which allows for significant expansion of the existing resort base through a five phase resort development on Crown Lands. Prior to Hemlock Resort proceeding with the development outlined in the Master Plan, the FVRD requires an OCP review and amendment to reflect the approved Master Plan development. Therefore, the FVRD has initiated the OCP review process and staff are asking EASC to endorse the proposed OCP development process outlined in this OCP Review Scoping Document. Staff are committed to bringing detailed OCP review process documentation to EASC for comments as well as status updates as the OCP review process moves forward.

**COMMENT BY:**

**Graham Daneluz, Deputy Director of Planning & Development**

Reviewed and supported

**COMMENT BY:**

**Margaret Thornton, Director of Planning & Development**

Reviewed and supported

**COMMENT BY:**

**Mike Veenbaas, Director of Financial Services**

Reviewed and supported.

**COMMENT BY:**

**Paul Gipps, Chief Administrative Officer**

Reviewed and supported