

All Season Resort Guidelines

Chapter I: Introduction

Prepared for:
Mountain Resorts Branch
Integrated Resource Operations Division,
Ministry of Forests, Lands, Natural Resource Operations and Rural Development

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Section 11.7 only of this document was amended November 2009. Any references to the Ministry of Tourism, Sport and the Arts (MTSA) or the Tourism and Resort Development Division within the document are from the original document dated March 2006. References to the Ministry of Tourism, Culture and the Arts (MTCA) from the November 2009 amendment now refer to the Ministry of Forests, Lands, Natural Resource Operations and Rural Development, Mountain Resorts Branch.

Foreword

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Brent Harley and Associates Inc. – The Resort Planning Group wishes to thank the members of the review committee who provided valuable insight and effort in establishing the All Season Resort Guidelines. By building on the committee’s wealth of experiences, these guidelines are designed to further optimise British Columbia’s potential as a world-class tourism destination.

We also wish to thank Michel Beaudry of Michel Beaudry Communications for his writing skills, resort insights, and his content and “fresh eyes” contributions.

Land and Water BC, the Crown Corporation in charge of disposing of Crown land within the Province of British Columbia has been dismantled. The newly created Tourism and Resort Development Division within the Ministry of Tourism, Sport and the Arts will now be the single point of contact for resort development. This will result in a more streamlined approvals process.

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INTRODUCTION

I.1 OVERVIEW

Contained within this document is a description of Guidelines for the new All Season Resort Policy (ASRP). A list of defined terms and definitions is included in this chapter, in the Glossary of Terms. The Guidelines were designed to be used in conjunction with the ASRP in order to foster well-balanced, environmentally sensitive tourism development throughout the province of British Columbia. To that end, the Guidelines provide a conceptual roadmap that:

- Prescribes the context, rules and regulations for both government and resort development proponents to follow;
- Encourages unique planning, intelligent design and productive management structures necessary to foster sustained prosperity at every phase of the development;
- Assists in establishing resorts that identify and develop opportunities unique to British Columbia;
- Respects the natural, historical and cultural attributes of resort development sites.

In order to maintain a sustained, high level of environmental, social and economic qualities while offering a

dynamic resort experience, resort proponents must recognize that any prospective development site has maximum capacities and absolute limits to growth. And these capacities must be respected.

This is one of the key principles in the new ASRP and drives much of the approval process. However, to ensure creativity as well as a positive visitor experience (and to discourage the establishment of repetitive and similar tourism developments throughout the province), the Guidelines have been designed to provide as much flexibility and interpretation as possible within the strictures of the existing policy.

These new Guidelines provide direction for both the creation of new resort developments as well as expansion to existing ones. It is recognized that the bulk of new development in the future will likely be in the form of resort expansion. Existing resorts require continual re-visioning, redevelopment and re-investment due to growing markets and changing expectations in the tourism marketplace. They also provide greater and more immediate economic benefits over “greenfield” development because the physical plant (facilities, markets, and infrastructure; roads, sewers and hydro) is largely in place. New resort developments usually have to contend with large up front capital costs, lengthy approval processes, and establishing themselves within the marketplace. Regardless, the same basic resort development principles, described herein, apply.



RED RESORT /
ROSSLAND

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MICA HELI LODGE
PHOTO COURTESY OF HENRI GEORGI

NOTE: The All Season Resort Guidelines is intended to be a living document, changing over time to reflect the need to make ongoing improvements to resorts throughout British Columbia.

1.2 A VISION FOR THE FUTURE

British Columbia is now recognized as a major player in the global travel industry. Today, the province is home to some of the most sought-out destinations in the world. Clearly BC’s thriving resort business has evolved much faster than most people could have predicted. Blessed with a rare combination of lofty peaks, wild ocean beaches, majestic forests and a moderate climate – and adjacent to the most lucrative tourism market in the world (US) – this vast and varied land has become an industry leader in less than a generation.

Today, BC’s 700 resorts and lodges employ over 26,000 people and contribute around \$178 million to government (federal, provincial and municipal) coffers each year. In addition to its own direct revenues of \$1.9 billion, the economic impact of the BC tourism sector includes another \$21.1 billion in related spending!

However, like all businesses operating in this age of rapid change, BC’s resort tourism sector needs to remain flexible and creative in the face of new opportunities and challenges. Furthermore, the socio-economic conditions that sustained the development of resort

communities in the past are quickly changing.

Consider:

- The fast-changing demographics in North America – featuring an influx of new Pacific Rim, African and Middle Eastern residents who don’t necessarily have a cultural attachment to adventure tourism and/or mountain play
- The dramatic rise in the number of active seniors – are re-defining what retirement is all about – and how various tourism businesses will need to tailor some of their traditional offerings to better suit their needs
- The rise in multi-sport participation among families – and the need for resort communities to broaden their range of activities to suit a wider range of tastes.
- The powerful voice and far-reaching economic clout of the environmental lobby as it pertains to global tourism development – and how the growing militancy of this group will impact the way future resorts are designed and built.
- The growing homogeneity of the modern “resort village” model – some call it the “Disneyfication” of outdoor recreation – and the loss of

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authenticity and sense of place at some of the bigger resorts.

- The alarming rise in political terrorism in recent years – and the subsequent search for “safe” tourism destinations by international travelers.
- The increasing rate of urbanization causing urban pollution - a higher number of urban dwellers search for a reconnection with nature.
- Changing demand for modern convenience - expectations that sometimes conflict with the escape from the city that they are trying to achieve

1.2.1 All Season Play For Everyone

Most people go on holidays with one major goal in mind: to seek some kind of respite from the grinding schedules of their everyday urban existence. In addition, vacationers are increasingly seeking enriching experiences and inspiring moments from their travels. Research has shown that it is these experiences and adventures that make a place “legendary”. This is what encourages visitors to return to the same destination again and again for their vacations.

Whether spending the night in a remote backcountry hut, taking a casual walk on the beach, or nestling in front of a roaring fire reading a book and drinking a glass of wine – modern resort visitors are looking for a special connection with their chosen

destination. Many are seeking a more fulfilling, more intimate experience than in the past; most have no desire to experience the urban style that they left behind in the cities where they live. These values reflect a common craving to re-connect with one’s natural environment in a safe, pleasurable and fulfilling way.

If BC is to continue to grow as a global tourism destination, it is on this experiential promise that the province’s resorts (both old and new) must focus. Fortunately, much of the pre-requisites are covered. All that’s required is creativity, vision and a great deal of persistence.

The tourism business is changing and evolving all the time. Those who get complacent will be quickly left behind. That’s why BC’s ability to expand its tourism market rests on the resort developer’s willingness to devise new approaches to resort development that underscore the province’s inimitable qualities while complementing existing resorts already in place.

1.3 TYPES OF RESORTS

While the concept of all-seasons resorts is not new, the All Season Resort Policy and these associated Guidelines now recognize the vital role product-diversity plays in the increasingly complex world of destination tourism. From skiing to sports fishing, from eco-adventures to seaside spas, BC’s various resort sectors are now recognized as major players in their fields.



BC’S ABILITY TO EXPAND ITS TOURISM MARKET RESTS ON THE RESORT DEVELOPER’S WILLINGNESS TO DEVISE NEW APPROACHES TO RESORT DEVELOPMENT...



KIDS CENTRE, BIG WHITE

Each resort type has specific features that are tailored to its customers' particular needs and desires. Some features might overlap and some resorts might offer a variety of activities. But generally speaking, each type of resort has its own unique opportunities and challenges. For the purposes of this document, all-season resorts have been divided into six different categories:

- Mountain (alpine skiing, snowboarding, Nordic skiing, mountaineering, climbing, snowshoeing, snowmobile, hiking, mountain biking, paragliding)
- Marine (fishing, boating, touring, wildlife viewing, sailing, surfing, kayaking, food and beverages, fuel, commercial)
- Agri-tourism (farms, ranches, vineyards, wineries, bed-and-breakfast, equestrian)
- Golf (championship, resort oriented, academy, multi-product, accommodation)
- Health and Wellness (spa, boutiques, dining, yoga, entertainment, lifelong learning)
- Casino (gambling, entertainment, dining, accommodation,)

A detailed discussion of the specific requirements for each resort development type is presented in Chapters II-VII.

**ALL SEASON
RESORTS HAVE
BEEN DIVIDED INTO
SIX CATEGORIES**

- 1. MOUNTAIN**
- 2. MARINE**
- 3. AGRITOURISM**
- 4. GOLF**
- 5. HEALTH AND WELLNESS**
- 6. CASINO**

I.4 CAPACITY, BALANCE AND IMPACT

Common to all six resort types are the issues of capacity, balance and impact.

NOTE: In order to create a successful and sustainable resort, it is imperative that developers recognize that any proposed site has a finite capacity to support people and infrastructure. As such, one of the primary tasks for the resort developer is to determine that capacity. A thorough understanding of a given site's ability to accommodate the resort's facilities – as well as visitors' needs and expectations -- is fundamental to good resort planning. Once the overall capacity has been determined (and brought into balance with other land issues), the physical limits to growth can then be defined and the eventual size of the finished resort can be properly assessed.

Subsequently, a series of impact analyses can be initiated.

- Environmental Impact: Evaluation of the effect that the proposed development would have if implemented, devising the measures necessary to ensure the long-term maintenance of the resort's natural environment and aesthetic values.
- Economic Impact: Estimate of the investment; the type and number of direct and indirect

new jobs that will be created; streams of income; potential multiplier effects; the resultant effect on the community, region and province.

- **Social Impact:** Estimate of the various changes that may affect character, cultures, recreation, community services, housing, schools, etc. of the community and region.

The results of these impact analyses form the basis for the creation of a phased development plan that, in turn, determines the capacity for the resort to support each phase in light of distances to market and competition.

Which brings up the notion of **sustained prosperity**.

Sustained prosperity is a level of economic, social and environmental well being that resort developers and operators should strive to achieve by the end of each phase of the resort's development. It is a point when the resort is economically successful and socially responsible without compromising the integrity of the environmental qualities upon which the resort's development was founded.

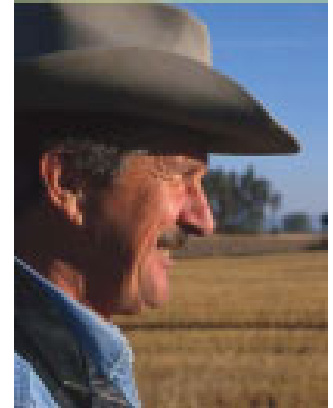
Rather than promoting unsustainable growth models, the All Season Resort Guidelines document was designed to encourage and help proponents to seek sustained prosperity as a fundamental goal to their resort development projects. And that means understanding the elusive

elements that make a resort both attractive and successful (at all phases of the development). It also means acknowledging and respecting all things that make a resort special and unique - appreciating just how vital it is to design a resort that, at buildout, won't overwhelm the very qualities that made the site so attractive in the first place.

Sustained prosperity is all about creating that kind of an all-encompassing environment. But it's no simple task. It relies, to a great extent, on the proponent's ability to create a vision early that all concerned can embrace -- something genuine, powerful and well researched -- that will guide the resort's development through its various phasing stages. In turn, it is this Vision that acts as the constant and ongoing story for the resort developers, participants, investors and approving agencies to enthusiastically recount to others. **A strong, well-articulated Vision invariably leads to a strong, well-articulated resort development.**

I.4.1 Balanced Resort Capacity

In today's competitive tourism market, it is becoming increasingly incumbent upon resort developers to provide a variety of activities that complement -- and enhance -- the proposed area's principal recreational product. This means being able to develop facilities that have the potential to attract visitors to the resort on a year-round basis. By linking complementary all-season activities, the resort product will



A STRONG, WELL-ARTICULATED VISION INVARIABLY LEADS TO A STRONG, WELL-ARTICULATED RESORT DEVELOPMENT.



PEMBERTON VALLEY

become more attractive in today’s competitive tourism market, in turn improving the probability of financial success for the resort developer.

Whether a developer plans to build a golf course at the base of a mountain resort whose principal business is winter-based skiing and riding, or another decides to build a four-season health spa at a marine resort whose customers traditionally visit in summer, **the development of these facilities must be acknowledged as adding to the overall attractiveness of the resort.** On a seasonal basis, the cumulative total capacity of the resort’s facilities thus defines the total number of guests that all other support facilities, infrastructure and real estate must complement and balance – the Balanced Resort Capacity (BRC).

As such, the definition of **Balanced Resort Capacity** is the optimum number of visitors that can utilize a resort’s facilities per day in such a way that their recreational expectations are being met while the integrity of the site’s physical and sociological environment is maintained on a year-round basis.

RESORT DEVELOPMENT AND EXPANSION REQUIRES THE INITIATIVE AND COOPERATION OF A NUMBER OF GOVERNMENT MINISTRIES, AGENCIES AND ARMS LENGTH ORGANIZATIONS

This BRC number functions as the baseline figure for the determination of annual capacity potential, rates of utilization, as well as all development and market projections for the resort on a seasonal basis.

Most importantly, the BRC becomes the cornerstone for calculating the appropriate amount of base area facilities (built space, infrastructure, parking, bed units, etc) to be

established at the resort (for example see the Mountain Resort Chapter)

I.5 THE ALL SEASON RESORT POLICY

The principal purpose of the All Season Resort Policy is to optimize British Columbia’s potential as a world-class tourism destination. The policy recognizes the need to encourage the growth of all-season resorts by ensuring sustainable land use, equity and consistency of application while providing a fair return to the Crown.

The ASRP is only one of a series of provincial policies that have been developed to help the government achieve its goals with respect to the management of Crown land across British Columbia in a manner that is consistent, fair and transparent. In addition, the policy also serves as a communication tool to help the public understand how the government makes decisions respecting Crown land and water resources.

I.5.1 Objectives

The objectives of the ASRP are to:

- Maintain and enhance British Columbia’s competitive edge in resort development and expansion.
- Provide enhanced business certainty and security.
- Help promote new investment, economic generation and jobs.

- Minimize conflict between competing land uses.
- Promote sustainable land use that commits to social responsibility and environmental stewardship.
- Ensure an efficient and coordinated approval process with clear, well-defined and timely decision-making.
- Meet changing market and business conditions in a competitive international marketplace.
- Promote diversification and four-season use.

I.5.2 Strategies

The strategies to achieve these objectives include:

- Provision of long-term and secure tenures
- Sale of Crown land for intensively developed sites.
- Strategic use of Controlled Recreation Areas.
- Investment incentives.
- Establishment of specific milestones and target dates (from concept to construction).
- Establishment of a decision point or 'approval-in-principle' at an early stage of the review process.

- Establishment of inter-agency, First Nations, public and stakeholder participation at the initial stage of the proposal process.
- Coordination of provincial and local government approval processes.



I.6 ALL SEASON RESORT POLICY GUIDELINES

I.6.1 Background

In 2004, the BC Resort Task Force brought forward recommendations on how the province, local governments, First Nations and industry could support the growth of resort tourism in BC. Some of the themes identified in the recommendations included:

- More certainty and efficiency was needed in the application process (such as better defined criteria and transparent and simplified policies);
- Local government needed to be involved earlier in the development process;
- Major infrastructure and transportation investment was required to encourage resort growth;
- Marketing initiatives needed to become more aggressive and more comprehensive

IDENTIFYING STRATEGIC PARTNERSHIPS AND OPPORTUNITIES IS CRUCIAL FOR THE RESORT INDUSTRY TO ACHIEVE ITS POTENTIAL GROWTH AND CONTRIBUTION TO THE PROVINCE'S ECONOMY.



(promoting all regions of the province);

- A more comprehensive approach to human resources needed to be established to address such issues as recruiting skilled staff and dealing with seasonal turnover;
- A more flexible regulatory framework needed to be developed in order to recognize – and promote – the unique traits of resort communities.

The All Season Resort Guidelines document was designed to address some of these issues by providing a clear and concise road map for future resort development (and/or upgrades) in British Columbia. As such, this document reflects the goals of the new All Season Resort Policy, as well as leading-edge principles that now govern the way world-class resorts are designed and planned.

Moving in stages from Vision to Concept to Master Plan, the Guidelines describe step-by-step exactly what resort proponents need to accomplish in order to determine a given site's opportunities and constraints. From there, the Guidelines help them navigate through the creation of appropriate plans and proposed actions until they are in sight of their desired result: the establishment of a successful and sustainable resort.

NOTE: Although the new Guidelines may appear to be focused solely on the creation and establishment of new resort developments, they are also intended for application to the expansion of existing areas. It is recognized that a significant amount of new development in the future will likely be in the form of resort expansion. Regardless, the same basic resort development principles described herein apply.

I.6.2 Purpose of the All Season Resort Guidelines

BC's All Season Resort Policy states:

“The ... Guidelines are to be used in conjunction with this [ASR] Policy. These Guidelines are intended for use by developers and government staff, to assist in the process of planning and evaluating all-seasons resort proposals and expansions on Crown land.”

The structure of the new All Season Resort Guidelines adhere to the requirements defined within a variety of Provincial statutes and policies. These include (but are not limited to) the:

- Land Act
- Ministry of Lands, Parks and Housing Act
- All Season Resort Policy
- Commercial Alpine Skiing Policy
- Environmental Assessment Act
- Waste Management Act
- Water Act
- Mountain Resort Association Act
- Municipal Act

- Growth Strategy Act
- Forest Land Reserve/ Agricultural Land Reserve
- Fisheries Act
- Forest and Range Practices Code of BC Act
- Community Master Plan
- Land Use Zoning
- Official Community Plan
- Comprehensive Development Plan
- Provincial Land Use Plans (LRMP, SRMP etc)

A flow chart illustrating the process from inception to implementation as it relates to the All Season Resort Policy will be formalized shortly. In the interim, a similar flow chart is available online from the BC Ministry of Sustainable Resource Management's website:

http://srmwww.gov.bc.ca/resortdev/cabinet/append_c_resort_dev_diagram.pdf

That flow chart was designed to illustrate, in a simplified fashion, the steps within the All Season Resort Guidelines and its relationship specifically to the Commercial Alpine Skiing Policy (as well as to the other approval and permitting requirements such as EA and First Nations consultation).

When properly applied, the All Season Resort Guidelines should:

- Capitalize on the existing body of resort development research and proactively contribute to the development of sustainable

all-seasons resorts throughout British Columbia;

- Establish a framework for emerging and existing resorts that will help them to define themselves in a creative and unique manner;
- Provide resort developers (existing and proponent) with policy and design tools to assist them in achieving their resort development vision efficiently;
- Encourage investment in all-seasons recreational infrastructure;
- Provide information and tools that will enhance relationships between resort developers and resort communities as well as other associated regional stakeholders;
- Act as a public document to complement the appropriate and applicable policies for use by the province, regional districts and local governments;
- Act as a guide to prospective resort developers on both public and private lands, establishing criteria for the creation of their proposals and providing a process for development;
- Provide evaluation criteria for Expressions of Interest and Formal Proposals that encourage methodical review



**NICKLAUS NORTH,
WHISTLER**



without stifling creativity and new approaches to development;

- Provide a methodology for consideration of resort development on Crown land where it is deemed in the public interest and meets the requirements of all provincial agencies;
- Ensure that resort and tourism use of the land is the highest and best use of the subject area;
- Ensure that resort development encourages the establishment of projects of sustained prosperity – environmentally, socially and economically;
- Provide a process for the creation and evaluation of All Season Resort Master Plans;
- Assist in the development of new and expanded resort facilities within the province while recognizing that the province’s existing resorts constitute the foundation of British Columbia’s newfound success in destination tourism and should also be carefully nurtured.
- The newly developed guidelines:
 - ✓ Are consistent with the All Seasons Resort Policy
 - ✓ Prescribe the context, rules and regulations for government representatives, existing resort operators and

resort development proponents to follow

- ✓ Encourage creative planning, intelligent design, orderly development and productive management structures necessary to foster well balanced, comprehensive, phased developments
- ✓ Assist in establishing resorts that identify and develop opportunities unique to British Columbia
- ✓ Respect the natural, heritage and cultural attributes of their resort development settings
- ✓ Assist in establishing resorts that are environmentally, socially and economically sustainable;

I.6.3 Structure and Use of the ASR Guidelines

All-season resort development in British Columbia follows a basic process leading from the initial idea (or vision) of the proposed resort, to the creation of a concept and a master plan, followed by approvals, permitting, and finally, construction of the resort infrastructure.

But the process doesn’t end there. For once in operation, the successful resort must constantly re-evaluate and refine its master plan to respond to ongoing changes in the demands and expectations of the marketplace for example; the emerging need for more diversified activities in mountain resorts has been identified as an important factor in 21st century tourism development.

THE PLANNING PROCESS:
1. VISION STAGE
2. CONCEPT STAGE
3. RESORT MASTER PLAN

In the late 1970's, the groundbreaking "Ski Resort Guidelines" document was assembled by B.C. Lands to assist in the evaluation of the many ski resort proposals that were being produced at the time. A set of revised Guidelines was completed in 1996. These guidelines were developed to:

- Provide more detailed information about the Commercial Alpine Skiing Policy (CASP) objectives;
- Define the mountain resort development and review process;
- Identify the mountain resort master plan components for development of skiing on Crown land;
- Provide design criteria for the planning process;
- Identify evaluation criteria for mountain resort development proposals.

Building on the success of CASP and its associated Guidelines, the newly created ASR Guidelines are intended to fulfil a key role in the all-season resort development process, detailing and clarifying all aspects of the ASR Policy – while ensuring that BC's resort sector reflects, and supports, the province's unique physical attributes and rich cultural mix.

1.7 ALL SEASON RESORT MASTER PLANNING

Done well, an effective resort master plan will result in the establishment of an innovative and well-designed development that fully respects the physical capability of the land to support the envisioned facilities in an ongoing, sustainable fashion.

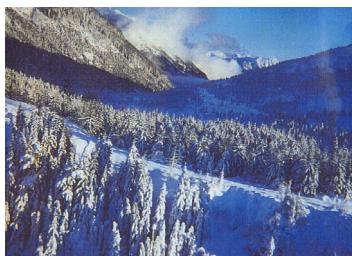


1.7.1 The Planning Process

The planning process of any resort development moves through a sequence of events beginning with the articulation of the **Vision (the Expression of Interest)**; followed by the generation of the **Concept (the Proposal)**; culminating in the creation of the **Resort Master Plan**. The successful completion of each of these stages (and the successful delivery of an increasingly high level of detail), should result in a positive response to the following four questions:

1. **Physical Reality:** Does the study area have the physical capability and right climatic conditions to support the development of a resort here?
2. **Environmental Reality:** Can a resort be developed within the study area in an environmentally sustainable and responsible fashion?
3. **Social Reality:** Should a resort be established here in light of the existing developments, community needs, alternative proposals,

DONE WELL, AN EFFECTIVE RESORT MASTER PLAN WILL RESULT IN THE ESTABLISHMENT OF AN INNOVATIVE AND WELL-DESIGNED DEVELOPMENT THAT FULLY RESPECTS THE PHYSICAL CAPABILITY OF THE LAND TO SUPPORT THE ENVISIONED FACILITIES IN AN ONGOING, SUSTAINABLE FASHION.



CHIPMUNK CREEK

and competing facilities in the region?

4. Economic Reality: Does it make economic sense to develop an all season resort here given the project's capital costs and the consumer demand for such a development?

1.7.2 Resort Planning Stages

1.7.2.1 Resort Planning: The Vision Stage (Expression of Interest)

The first step in the resort development process requires proponents to define the principal ideas (or the Vision) driving their resort proposal. As required by the All Season Resort Policy, an **Expression of Interest** must be submitted to the Tourism and Resort Development Division (TRD) of the Ministry of Tourism, Sport and the Arts (MTSA) for consideration of the release of Crown land for development purposes. This document must effectively describe the applicant's Vision. In it, the applicant should present TRD with the following:

- The nature of the applicant's intentions;
- An outline of the project goals and objectives;
- Study area mapping accurately illustrating planimetric,

cadastral (legal) and topographic features;

- Preliminary environmental commentary and preliminary indication of environmental constraints;
- Preliminary site inventory and analysis;
- Preliminary identification of a proposed "Controlled Recreation Area" (subject to the approval process)
- Identification of resort development opportunities and constraints;
- Preliminary concept describing the basic size and scope of the envisioned resort;
- Preliminary market commentary.

Once submitted, the Expression of Interest (EOI) will be reviewed by TRD personnel and then referred to other agencies as well as First Nations. It is possible that TRD will seek public input at this stage as well. Typically, such a review will take 30 days to complete.

▶ Government Decision Point in the Process

If the review is positive, TRD may advertise for additional Expressions of Interest. Over the course of the next 30 days, other parties will be given the opportunity to submit their own visions. If no other EOIs are received (or if TRD deems none to be

sufficiently developed), then the project's original proponent will be invited to submit a **Formal Proposal**. A competitive process, based on Terms of Reference provided by TRD, may take place if competing Expressions of Interest are received.

Information on competing EOI's will not be provided to any proponent other than what TRD deems necessary for public release to First Nations, local governments or reviewing agencies. In order to make a decision, TRD reserves the right to request additional information that would usually be required at the Concept Stage (environmental audit etc.). While this may add some cost to proponents at the vision stage, it prevents two or more proponents from going through the concept stage at an even greater cost. If additional information is being considered, the timeframe will extend from 30 days to 60 days or more. At this point a single proponent will be chosen by TRD based on all information presented and invited to submit a **Formal Proposal**.

1.7.2.2 Resort Planning: The Concept Stage (The Formal Proposal)

At this point in the process, the Concept Stage takes the preliminary ideas developed in the Expression of Interest to a higher level of detail. A single proponent chosen in the EOI stage will be invited to submit a formal proposal. The Formal Proposal to develop a new resort or expand an existing resort will be evaluated according to its site-specific merits and should include all of the following components:

- A discussion of the proponent's vision (including their development goals and objectives);
- A description of the proposed project;
- A technical inventory and analysis of the proposed resort lands utilizing the appropriate mapping, accurately illustrating planimetric, cadastral (legal) and topographic features;
- An environmental audit (inventory) of the proposed development lands;
- A presentation of development concepts for the resort's primary attractions illustrating and discussing its Balanced Resort Capacity (BRC) in terms of tourists per day;



**CONCEPT PLAN,
UNION BAY**



- A presentation of development concepts for the staging and support facilities balanced to the BRC of the resort’s attractions in conjunction with site-specific attributes;
- A determination of the project’s type of all-seasons development (e.g. Marine, Golf Course, etc.) and the amount of accommodation planned (in the form of bed units [BU’s]) based on its perceived attributes and the BRC;
- A discussion of the project’s main development phases, with an emphasis on how the first phase of development will be structured;
- A presentation of infrastructure capability (public access, water, sewer and power) balanced to the size and scale of the overall concept;
- A discussion of environmental issues/hazards resulting from the proposed development and planned remedial measures;
- A discussion of the economic and social impacts of the project as well as land use issues -- and proposed means of conflict resolution;
- A discussion of First Nations relationships and proposed mitigation of potential issues;
- A discussion of the project’s economic feasibility, including a high level presentation of cost

estimates and expected streams of income;

- A summary of ownership and management structure;

And finally:

- Evidence of the proponents’ financial capability to undertake and complete the master planning and approval process.

Upon submission, TRD will coordinate a provincial interagency, First Nations and local government review of the proposal. As per Provincial Policy, a "successful proposal will be judged to make the best use of the available Crown land, with the least environmental impact and best remedial measures for impact mitigation" ...however... "The Ministry is not obligated to select or approve any formal proposal".

▶ **Government Decision Point in the Process**

If a proponent’s Formal Proposal is deemed to be acceptable, an **Interim Agreement** will be signed with the Province. At this point, the successful proponent will be invited to prepare a **Resort Master Plan** (based on the approved proposal), and proceed to obtain all necessary permits from other regulatory agencies.

1.7.2.3 Resort Planning: The Master Plan Stage

With the Interim Agreement in place, the Master Planning of the resort is finally initiated. This will effectively

B.C. PROVINCIAL POLICY STATES:

“THE SUCCESSFUL PROPOSAL WILL BE JUDGED TO MAKE THE BEST USE OF THE AVAILABLE CROWN LAND, WITH THE LEAST ENVIRONMENTAL IMPACT AND BEST REMEDIAL MEASURES FOR IMPACT MITIGATION.”

be a detailed refinement of the Concept Plans submitted as part of the Formal Proposal. As summarized in the Interim Agreement, any issues identified during the concept review, the interagency review and/or the public meetings, must be rectified within the Resort Master Plan.

The final Master Plan document is the official reference point from which the **Master Development Agreement (MDA)** and all other approvals, permits and tenure are based. Further, performance evaluations of operations and subsequent assessments of requests for amendments and expansion will use the Master Plan as their starting point.

The Resort Master Plan should be divided into sections leading methodically through the planning process and should include:

- A description of the project’s vision;
- A discussion of the project’s goals and objectives;
- A detailed site inventory and analysis;
- A presentation of resort concepts;
- A presentation of resort plans and supporting documentation;
- A discussion on implementation strategy,

- A study of the project’s economic feasibility,

And finally:

- The proponents’ financial capability to: see the project through to completion of the Master Plan, and then before the Master Development Agreement (MDA) can be signed: to see the project through the first phase of development.

Once the Master Plan has been approved, the proponent must make any final refinements requested by TRD before the MDA and all other development permits are awarded. After the MDA and all required permits have been secured, tenures can be issued and the proponent may proceed to initiate construction and subsequently open the resort for operations.

I.8 THE APPROVAL PROCESSES

I.8.1 Overview

Under the Ministry of Sustainable Resources, the All Seasons Resort Policy was created to evaluate and regulate development of tourism resorts on Crown land. These Guidelines should act as a baseline reference to assist with the approval process.





I.8.2 Environmental Assessment

The Environmental Assessment Act states that if the size and scale of the proposed resort development surpasses the prescribed threshold points, the proponent will be required to go through an environmental assessment review. The Resort Master Plan would be developed during the EA review process. Any resort development should engage the Environmental Assessment Office early to investigate what thresholds are specific to each resort type (Marina, Golf, Mountain etc.) and determine if the project is a “reviewable project” under EA guidelines.

(See http://www.qp.gov.bc.ca/statreg/reg/E/EnvAssess/370_2002.htm)

I.8.3 First Nations

The ASR Policy states: “MTSA and TRD is responsible for ensuring the province’s fiduciary obligations to First Nations are met in the disposition of Crown land.” Harmonizing plans with First Nations’ interests have become a key consideration in all aspects of BC business. And the resort tourism sector is no exception. The opportunity exists today to create some exciting new alliances that are distinctly British Columbian in style and flavour. While the provincial government is legally responsible for First Nations consultation, resort proponents and developers are strongly encouraged to communicate early with neighbouring First Nations

THE OPPORTUNITY EXISTS TODAY TO CREATE SOME EXCITING NEW ALLIANCES THAT ARE DISTINCTLY BRITISH COLUMBIAN IN STYLE AND FLAVOUR.

groups in order to foster productive working relationships and partnerships.

A Guide to Best Practices for First Nations and Resorts is available from the Province of British Columbia. Specific recommendations and cultural considerations are discussed within the document (see References)

I.8.4 Local Government

Resort development represents divergent land use planning considerations for most local and regional governments. These governments are typically structured to address land use decisions associated with resource development and traditional development patterns. Proponents must make every effort to assess how their development plans mesh with local, municipal and regional plans, zoning bylaws and the area’s Official Community Plan (OCP). Dialogue with the officials of these governing bodies should be initiated early in the resort’s planning process in order to determine exact requirements for approval.

NOTE: Communication at every step of the process will ensure that the development concept and the communities’ OCP can be harmonized to the greatest extent possible.

It is also important for proponents to determine how the provincial approval will be integrated and streamlined into the local land use planning and controls beyond the OCP and Zoning Bylaws. Typically, regional and municipal governments

will have a variety of additional planning regulations that must be taken into account. These may include (but are not limited to) the following:

- Design Guidelines
- Engineering Standards
- Growth Strategies
- Community Vision Statements (i.e. Whistler 2020, Valemount 2020 etc.)
- Community Sustainability Plan
- Heritage Conservation Plan
- Natural Areas Plan
- Community Watershed Plan
- Neighbourhood Secondary Plans
- Waste Management Plan
- Recreation Master Plan
- Parks and Open Space Master Plan
- Agriculture Plan
- Strategic Action Plan
- Etc.

Civil engineering guidelines administered by both the province and local governments may be sometimes too general and restrictive to certain environments. With Mountain Resorts for example, Ministry of Transportation (MOT) Road guidelines were incompatible with the scale and nature of mountain village developments. Canada West Ski Areas Association (CWSAA) worked closely with the MOT to develop road right-of-way requirements that fit into the mountain village environment through a joint roads committee (see Chapter II: Mountain Resort References). Other engineering standards may need upgrading

and/or consideration as new developments are contemplated and technology / best practices evolve.

Proponents should address recommendations from local land use planning and control documents and incorporate specifics into their design concepts.

Issues surrounding the interaction and interface between Resorts and Resort Communities are outlined in *Transitions: Planning, Servicing and Local Governance in BC's Resort Communities* (Dec 2004) (see References).

I.8.5 Public Participation

Throughout the planning process, it is the proponent's responsibility to provide opportunities for public comment on the Plan. It is fundamental to good resort development that members of the public have an opportunity to review and comment on plans before they are approved. In addition to providing a means of identifying and mitigating potential problems within the project, public consultation also offers the opportunity for developers to become familiar with the social and political fabric of the surrounding community.

Typically, the more open houses, forums and information sessions a proponent can organize – whether to probe the public's opinion or simply keep people informed of the project's progress – the easier the approval process will become. Using high quality mapping and computer simulation (3D visualization) techniques at public presentations

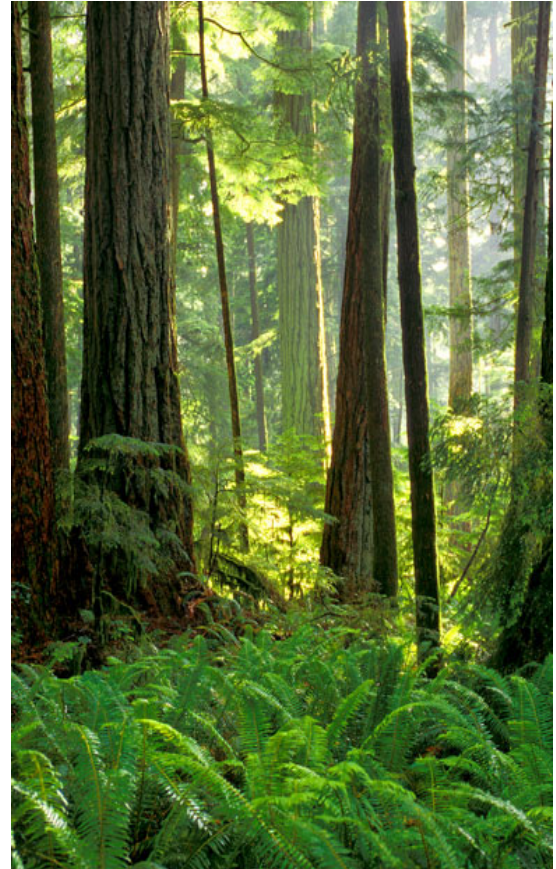


enable the public to see and understand the proposed development and in turn make informed comments and decisions. A minimum of 2 public presentations of the project is required during the Resort Master Plan review process.

See *Best Practices Guide: For Resort Development in British Columbia* for specific public participation best practices (see References).

I.9 IMPLEMENTATION

The All Season Resort Guidelines is intended to be a living document, changing over time to reflect the need to make ongoing improvements to resorts throughout British Columbia. For updates and adjustments, developers should refer to these guidelines on a regular basis as their developments proceed.



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Chapter IV: Agri-Tourism Resorts

Chapter V: Golf Resorts

Chapter VI: Health and Wellness Resorts

Chapter VII: Casino Resorts

GLOSSARY OF TERMS

Access Route - means an access by way of dedicated or gazetted highway, easement or right of way, whether existing or which the Developer is required by Government Agencies or Regulatory Authorities to provide in the Controlled Recreation Area, to Parking Facilities and Improvements.

Backcountry - Areas outside of Controlled Recreation Areas and not considered to be 'front country';

Balanced Resort Capacity (BRC) - is the optimum number of visitors that can utilize a resort's facilities per day in such a way that their recreational expectations are being met while the integrity of the site's physical and sociological environment is maintained on a year-round basis;

Base Area - means that part of the Controlled Recreation Area shown or defined as the base area in the Resort Master Plan, as amended and endorsed with approval of the Province from time to time, except any part of such area that has been transferred from time to time in fee simple from the Province to the Developer or others in accordance with this Agreement;

Bed Unit (BU) - means public or private overnight accommodation for one person in the Base Area (which unit is also commonly referred to as a "pillow" in the ski resort industry in British Columbia);

Cold Bed - A classification of bed units that refers to infrequent occupancy, typically private accommodation, not available for short term rent either through covenants placed on the property, or owner choice;

Comfortable Carrying Capacity (CCC) - the maximum number of guests that utilize a facility or amenity meeting the recreational expectations of the users without compromising the physical, environmental and social characteristics of the site. (A ski lift, staging location, ski trail will have unique comfortable carrying capacities) these all add up to the BRC;

Commercial Alpine Skiing Policy (CASP) - means the policy of the Province in effect, from time to time, relating to the development of commercial alpine ski areas;

Commercial Bed - a bed unit that is available in the rental pool for nightly value assessment by an independent appraiser;

Geotechnical hazards - geologic conditions capable of causing damage or loss of property and life. These hazards can consist of active fault, fault rupture, landslide, rock falls, rock slides, debris flows, mudflows, avalanches, volcanic eruptions, ash falls, thermal springs, earthquakes, liquefaction, seismically induced settlement, settlement, ground subsidence, sea caves, sinkholes, voids, erosion, heave, displacement, collapse, burial or inundation, or other conditions due to geologic, seismic, tectonic forces and

movements. Sometime the hazard is instigated by man on by the careless location of developments or construction in which the conditions were not taken into account;

Golf Course - means the golf course to be constructed on the Golf Course Land as is described as such in the Resort Master Plan and includes clubhouse, pro-shop, restaurant, bar and banquet facilities, cart paths, washrooms, parking lots, maintenance and equipment buildings and those other similar and related facilities and any utility, service, service road or other similar works installed, constructed by or for the Developer on the Golf Course Land other than a Utility;

Golf Course Land - means that portion of the Base Area described as such in the Resort Master Plan and which has not been transferred from time to time in fee simple from the Province to the Developer or otherwise in accordance with this Agreement;

Guidelines - A statement or other indication of policy or procedure by which to determine a course of action;

Historical Attributes - elements of archaeological, architectural or cultural significance that are unique to space and time and give a place identity. These may include First Nations sacred places, built heritage, influential citizens, cultural landscapes etc;

Improvements - means the Recreation Improvements, the Golf Course and the Utilities;

Indirect employment - employment produced by increased economic activity through a multiplier effect. Sometimes referred to as secondary employment;

Light industrial development - means the use of land, buildings or structures for the manufacturing, processing, fabricating or assembly of raw materials or goods, warehousing or bulk storage of goods and related accessory uses, but does not include uses which generate noxious waste or materials;

Local government - means the local authority of land use planning and land use decisions and (or any successor local government, including a resort municipality) having jurisdiction over the Controlled Recreation Area, or any part of it;

Multiplier Effects - The building and operation of a new (or expanded) economic activity can result in expansion (or maintenance) of employment not only at site but elsewhere at firms or agencies, which supply it with goods and services or short term accommodation (see Public Bed Units);

Commercial Recreation Tenure - means a disposition issued to the Developer under the *Land Act* in accordance with the Commercial Recreation Policy over all or part of the Controlled Recreation Area;

Controlled Recreation Area - the use and access the resort developer / operator “controls” as per the MDA, designed to facilitate the resort development.

Corresponding Base Area Phase - in reference to a Phase or Mountain Phase, means the Base Area Phase included in or accompanying the same Phase;

Corresponding Mountain Phase - in reference to a Phase or Base Area Phase, means the Mountain Phase included in or accompanying the same Phase;

Crown Land - means Crown land as defined by the Land Act at any time and from time to time;

Cultural Attributes - knowledge, customs, and arts of a group of people or community

Direct employment - a term describing jobs created directly from resort spending, i.e. ski patrol or lift attendant;

Employee Housing - see *Resident Restricted Housing*;

Environmentally sensitive - areas so designated include wetlands, steep slopes, waterways, underground water recharge areas, shores, natural plant and animal habitats, and other landforms that are easily disturbed by development;

Fair return to the Crown - a means of returning an equitable value for land to the people of British Columbia when an individual or corporation

takes control of the land. Currently, this is best achieved through market are able to develop other linked activities (indirect employment is a result of a multiplier effect). These linkages are referred to as *multiplier effects.* One example of a new activity leading to positive multiplier effects in British Columbia is the establishment and growth of the filmmaking industry. Some of the most dramatic examples of negative effects can be found where a resource processing facility such as a sawmill or fish packing plant is closed down;

Natural attributes - Includes indigenous species, habitats and ecosystems, and geological and physiographical elements, features and systems that are central to the environmental identity of an area;

Orthophoto - a completely rectified copy of an original photograph. All variations in scale and displacements, due to relief, have been eliminated, hence the name ortho (correct) photography. Orthophoto and orthophoto map are synonymous, an orthophoto is, very simply, a photo map;

Phase - means a phase of development of the Base Area and the Recreation Improvements as described in the Phasing Schedule, and each Phase includes a Base Area Phase or a Mountain Phase or both;

Phasing Schedule - means the summary of the phases of the Development set out in the Resort Master Plan, as amended and endorsed with the approval of the

Province from time to time, in accordance with this Agreement;

Private Bed Unit – a bed unit only available for private use

Proforma Operating Projection - an operating pro-forma is a year-by-year projection of a project's expenses and income. Using the operating pro-forma, a sense of the project's long-term viability and potential for generating profit can be acquired;

Public Bed Unit - a bed unit available for public rental

Regulatory Authorities - means all federal, municipal, local, regional or other regulatory approving authority or agency having jurisdiction over all or any part of the Development other than Government Agencies and includes Local Government;

Resident Restricted Housing - accommodation made available to resort residents and employees; for purchase or rent; tied by use covenants and zoning; designed to ensure that accommodation remains available and affordable for residents and employees over time.

Riparian areas - Pertaining to anything connected with or immediately adjacent to the banks of a stream, river, wetland or flowing watercourse;

Skier At One Time - in reference to a Lift or a Mountain Phase, the skier and snowboarder at one time capacity of that Lift or Mountain Phase, as

applicable, based on the skier at one time ("SAOT") formula;

Self-propelled - moved forward by its own force or momentum. In this case, without the use of anything motorized;

Trail - means an alpine ski run, cross country ski trail, or other trail shown in or contemplated by the Resort Master Plan; and

Vision - a vivid mental image; the ability to see; in this case, the ability to hypothesize about the future and determine where a resort is going, in order to plan and strategize how to get there;

Warm Bed - A classification of bed units that refers to frequent occupancy, typically accommodation that encompasses public, rental bed units that are available for short-term rental through covenants placed on the property;

Winter Use Standards - defined by the British Columbia Ministry of Transportation outlining the design standards that winter use roads are to be built to;

Zip lining - A zip-line or aerial runway consisting of a pulley suspended on a cable mounted on an incline. They are designed to enable a user to traverse from the top to the bottom of the inclined rope or cable, by holding onto the freely moving pulley. Most often, these systems are used as a means of entertainment.

NOTES