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STAFF REPORT TO COUNCIL

PRESENTED:	June 7, 2022	REPORT:	22-080
FROM:	Planning - Projects	FILE:	RZ001173
SUBJECT:	4500 NORTHLANDS REZONING – PHASE 2 INTRODUCTION		

RECOMMENDATION FROM THE CHIEF ADMINISTRATIVE OFFICER

That the recommendation of the General Manager of Resort Experience be endorsed.

RECOMMENDATION(S)

That Council receive the Information Report No. 22-080 regarding the 4500 Northlands Rezoning.

PURPOSE OF REPORT

The purpose of this report is to update Council on the enhanced rezoning process for the lands located at 4500 Northlands Boulevard, 4711 Settebello Drive, and 4700 Blackcomb Way (for convenience, collectively referred to as 4500 Northlands). The report initiates the community engagement for the second phase of the enhanced rezoning process, which seeks to obtain input and feedback on alternative site development concepts that have been prepared by the applicant.

The report provides background on the rezoning process, including a summary of work completed to date and the objectives of the second phase of the process. Further, an overview of applicant submission materials relating to two alternative site designs, and planned community engagement activities are presented, which include a Public Open House scheduled for June 13, 2022. Feedback from the community will be sought in relation to the proposed uses of the site, site layout and design, and proposed approaches to addressing the guiding principles for site development that were established through the first phase of the zoning process.

⊠ Information Report

□ Administrative Report (Decision or Direction)

DISCUSSION

Background

Council endorsed an enhanced, three-phase rezoning process to guide the consideration of the proposed rezoning for 4500 Northlands on March 16, 2021 (<u>Administrative Report 21-027</u>).

As endorsed by Council, the enhanced rezoning process entails three phases summarized as: 1) establish guiding principles, 2) identify and evaluate alternative concepts that address potential site development and associated community amenities, and 3) determine supported uses and community

amenities with direction from Council to commence preparation and consideration of an associated zoning amendment bylaw.

Phase 1: Principles of Planning Process

The first phase involved early community engagement to develop a common understanding of the desired process and engagement and input opportunities, and to develop guiding principles to inform the creation and evaluation of site development concepts. Up-front community engagement helped to establish site-specific planning principles relating to land use, density, height, built form and character, transportation and circulation, sustainability, community amenities and public benefits, and development phasing. These provide a framework for identifying and evaluating alternative development and amenity concepts through the subsequent phases.

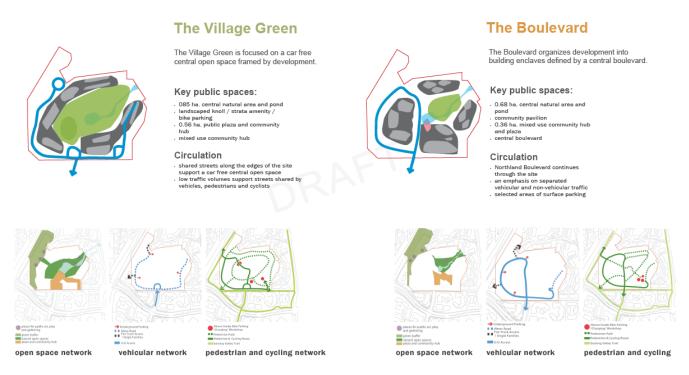
The guiding principles were informed by key municipal policies, including the Official Community Plan (OCP) and the Climate Action Big Moves Strategy (Big Moves Strategy), and provide a clear framework from which to consider alternative development concepts and potential amenities associated with a rezoning of the lands. The guiding principles that were endorsed by Council on August 17, 2021 (<u>Administrative Report 21-093</u>) are summarized below, and are attached in their full form to this report as Appendix A.

- 1. Balance resort and community needs
- 2. Strengthen sense of place and social connections
- 3. Provide diverse housing opportunities
- 4. Enhance connectivity and mobility
- 5. Accelerate climate action solutions and address resource use
- 6. Integrate and enhance nature

Phase 2: Alternative Concepts

The objective of the second phase of the enhanced rezoning process is to undertake community and stakeholder engagement to present preliminary alternative site development concepts, and to seek feedback on alignment with principles, general site design, precedents and further consideration of community benefit. The alternative development concepts presented are intended to be used to provoke discussion and elicit feedback on the site vision, compatibility with the Village and Village North, site planning and built form, the proposed land uses, housing and housing tenure, traffic circulation and connectivity, and alignment with the guiding principles and policy context.

Using the framework created during Phase 1, the applicant has submitted materials that outlines their vision for development of the site and includes a site analysis, response to the guiding principles and key Resort Municipality of Whistler (RMOW) policies, a rezoning rationale, and presents two high-level alternative site development concepts: "Northlands Village Green" and "The Boulevard" (see Figure 1). Illustrated sections provide a sense of how the site might look and feel, and are accompanied by precedent images that have inspired the design. The alternative development concepts are presented for evaluation by the community, stakeholders, and Council. These concepts are not intended as final proposals for the site, but are intended to be preliminary concepts to provoke discussion and elicit feedback. Through the Phase 2 consultation period, staff will ask for input to identify the preferred elements in the alternative development concepts, features and land uses that are missing and should be considered for inclusion, as well as community amenity and benefit priorities for development of the site. Input will contribute to the development of the preferred concept, to be advanced to Council in Phase 3.



Phase 3: Direction to Proceed and Draft Bylaws

Upon completion of internal review, further collaboration with the applicant and integration of community feedback, a preferred concept will be developed and presented to Council for direction to proceed with further consideration of the preferred concept and drafting bylaws. Phase 3 will involve further community feedback and input to refine the preferred development concept. With Council endorsement, the rezoning would proceed through the statutory process of bylaw consideration, including preparation of associated legal agreements. This process involves bylaw readings and a public hearing for members of the public to make submissions on bylaws that may be brought forward for consideration.

Community Amenity Contribution

The current stage of the engagement and rezoning process will inform the development of a community amenity package. Consistent with enabling policies, community amenity benefits from the rezoning site are expected in relation to the proposed rezoning and site history. Such a community benefit is typically made through the provision of on-site amenities and/or a contribution towards public benefits in, near, or in relation to the site and community needs. As part of the rezoning process, the public amenity needs will be assessed with public input, taking into consideration existing amenities and infrastructure in and near the surrounding neighbourhood. Community benefits are negotiated and evaluated by staff and third-party financial consultants, in light of the increase in land value expected to result from rezoning approval, and will be reported to Council as part of the rezoning application. The community amenity contribution (CAC) will be guided by existing policy, needs assessments, good planning principles, and community and stakeholder input, and enable a suitable contribution that provides lasting and meaningful benefit to the community.

The guiding principles established in Phase 1 are a starting point for this, and will be augmented by the community input received in this second phase. An important component of the Phase 2 engagement will be eliciting feedback on opportunities for the new Northlands neighbourhood to contribute to meeting the needs of the community in terms of the site design and land uses.

Phase 1 identified several priority categories of potential on- and off-site amenities. Employee-restricted housing, park space, childcare space, and office/medical space were identified as potential on-site/in-kind amenities, while contributions towards additional non-market housing and recreation facilities were identified as potential off-site amenities that could be generated through the 4500 Northlands rezoning. In Phase 2, staff will work with the community and stakeholders to refine and understand amenity priorities in relation to the overall scale of amenity contribution enabled by the site plans being presented.

<u>Analysis</u>

The Phase 2 rezoning submission includes a site narrative, design rationale, OCP analysis, guiding principles analysis, and two site development concepts. The submission has been broken down into separate sections for convenience, with each attached as an appendix to this report. The 4500 Northlands Guiding Principles, as established through Phase 1, are also attached for reference. The appendices are fully listed in the References section at the end of this report.

The applicant has advanced two site development concepts: 'Northlands Village Green' and 'The Boulevard' (Figures 2&3). Both alternative concepts introduce a mixed residential development program including townhouses and low- and mid-rise housing surrounding a central naturalized area. Employee housing and community and commercial uses are proposed in a 'community hub' located in the south-east portion of the site. Roadways are minimized, and parking is primarily underground to maximize public realm and open space, and walking and cycling connections to the existing trail network are emphasized. The proposed development envisions an extension of the natural environment across the site, strengthening connection to Whistler Village, and animating the site with a mix of housing types and tenures and generous green space open to the public.

With the adoption of the municipality's updated OCP, the 4500 Northlands development site is designated as 'Core Commercial', which contemplates building a diverse mix of commercial, institutional, and accommodation uses. Both concepts advance a mixed-use development program, proposing to achieve a range of potential community benefits including:

- further a number of Council priorities and initiatives;
- create a development that is sustainable, socially inclusive, and highly livable;
- establish community amenities to address community needs and to serve the new development and the broader community;
- align with the Big Moves Strategy; and
- create new housing and employment opportunities within walking distance of shops, services, the employment centre, and the Whistler Village core.

The applicant has not proposed on-site recreation facilities in either site concept. Improvements to resort recreation will be considered in parallel to other identified community needs. Due to the opportunity offered by the central and highly connected location of the development site for housing, and the space-intensive nature of recreation facilities, their inclusion has only been contemplated as part of an off-site potential for amenity delivery. Both site development concepts propose potential community-serving uses including day care, medical office space, public open space, a community hub,

and employee-restricted housing. The applicant's spatial analysis suggests that restricting development to the permitted uses and associated densities, under current zoning and development covenants, would limit the opportunities for development and realization of long-term community benefits that address community needs and may be achieved through the rezoning process.

The Northlands Village Green concept maximizes central open space by keeping vehicular circulation to the periphery, and maintains the community uses in the southeastern portion of the site (Figure 2) while the Boulevard concept separates and defines the western residential area and the central public open space and community hub with a central road (Figure 3). Proposed building heights in both concepts include 2-3 storey townhouses on the northern and eastern portions, four and six storey residential buildings in the southwest, and an 11-storey residential building in the northwest, adjacent to the highway forest buffer.

Figure 2: Northlands Village Green overview



Figure 3: The Boulevard overview



Response to Official Community Plan

As elaborated in Appendix B, the applicant has highlighted how the alternative development concepts are consistent with Whistler's Community Vision, and how the overall site design seeks to create a place that finds a balance between resort and community needs, inspires visitors, and preserves the natural environment. Both concepts propose generous public open space around a central plaza, with a diversity of housing and mixed uses to serve a variety of community needs. In addition the applicant has engaged with the Lil'wat and Squamish First Nations to seek opportunities to collaborate, and celebrate First Nations culture.

The alternative development concepts speak to land use and growth management goals of the OCP, such as managing land use while maintaining the unique sense of place and quality of experience in Whistler, by carefully considering the size, scale and placement of buildings, providing indoor and outdoor public spaces, and preserving and enhancing the treed areas and the amenity channel. The 4500 Northlands rezoning proposes a pedestrian-oriented form of development, intended to complement the existing Village.

Both concepts seek to preserve and enhance existing natural areas on the site through maximizing tree retention, mitigating tree removals though replanting in appropriate areas, and planting along the edges of the amenity stream. Other measures consistent with the OCP Natural Environment goals include stormwater management features, landscape designs that are low maintenance with drought resistant species selection; and characteristics that will reduce the heat island effect.

Climate Action and Energy goals are supported in both concepts through the proposed use of a low carbon energy system for space heating and cooling and for domestic hot water. In addition, designs promote active transportation, reducing the need for car trips, and contributing towards lowering greenhouse gas emissions.

The proposal has also considered the Whistler Village Design Guidelines, and seeks to continue the urban character of the Village, with a pedestrian focus, compact form of development, central plaza and open spaces, and activated frontages and building entrances. The building materials and building designs are intended to reflect Whistler's policies with respect to sustainability goals and energy performance targets, and will be consider durability, and natural quality. The applicant proposes a built form inspired by passive design principles, with simple, less-articulated buildings and higher wall/window ratios to reduce energy loss.

Response to Guiding Principles

The following section summarizes how the alternative development concepts respond to the Guiding Principles as established through Phase 1 of the enhanced planning process. The full analysis submitted by the applicant is attached as Appendix C.

Balance Resort and Community Needs

The concepts seek to accommodate a mix of residents by proposing a mix of housing types in a central location. Both propose generous outdoor open spaces designed to be welcoming to tourists and visitors. A proposed community hub could provide space for uses such as daycare, office, medical, and retail.

Strengthen Sense of Place and Social Connections

4500 Northlands is one of the last large, centrally located development sites in Whistler. The Phase 2 concepts both advance a compact, mixed-use neighbourhood with community focused spaces, aiming

to reconnect the physical gap in Whistler's central area and improve pedestrian connectivity with Whistler's trail network, and incorporate Whistler's amenity stream, extending and incorporating visual language from the Village.

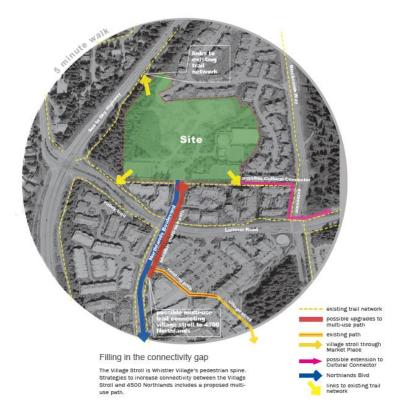
Provide Diverse Housing Opportunities

The proximity of the site to commercial and recreational amenities makes this an ideal location for a diverse mix of housing. The alternative development concepts propose a mix of townhouse and midrise apartment residential forms, and create opportunity for employee housing. Housing forms are designed to be compact and energy efficient, and oriented towards the central open space. The final mix of housing type and tenure, including the amount of employee-restricted housing on site will be influenced by feedback received in Phase 2, as well as the ongoing CAC negotiations.

Enhance Connectivity and Mobility

Both concepts align with a number of goals in Whistler's Transportation Action Plan, including supporting the use of preferred modes by prioritizing safe and accessible walking/rolling and cycling connections, improving existing infrastructure, and creating new connections. The site is well served by existing transit stops, and proposed upgrades to existing connections at the north of the site, as well as along the south to the Valley Trail and to Northlands Boulevard and the Village support and encourage walking/rolling and biking to and through the site (see Figure 4). Covered, secure bicycle parking is proposed for both visitors and residents, along with end of trip facilities and electric bicycle charging facilities, which support this mode and can contribute to reducing vehicle trips and greenhouse gas emissions.

Figure 4: Trail Network Connectivity



Accelerate Climate Action Solutions and Address Resource Use

Using the framework of Whistler's Big Moves Strategy and Whistler's Draft Green Building Policy, the applicant team has developed a sustainability approach for the site. The development proposes Low Carbon Energy Systems (LCES), high-performance envelopes following the BC Energy Step Code, reductions in embodied carbon, and electric vehicle infrastructure for all residential parking.

The geo-exchange based LCES that is proposed will provide space heating and cooling and domestic hot water through a ground heat exchanger and a closed loop vertical borehole system. This will significantly reduced carbon emissions compared to traditional fossil fuel systems.

The proposed Step Code targets of Step 4 for Part 9 residential buildings and Step 3 for Part 3 residential and commercial buildings exceed the current RMOW building bylaw step requirements, and align with the emerging direction of Whistler's step code adoption pathway. Embodied carbon emissions will be reduced through careful material choices, consideration of mass timber, and with a geo-exchange LCES, which requires less refrigerant than other types of LCES.

Level 2 EV charging outlets on a load management system are proposed for all residential parking stalls, with additional charging for a portion of visitor and non-residential parking.

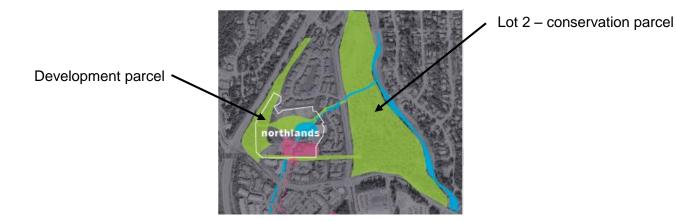
Integrate and Enhance Nature

Both alternative development concepts advance landscape design that focuses on retaining the existing tree stands where possible and augmenting the forest canopy along the western and southern edges of the site; selecting low-maintenance, drought tolerant plant species; and addressing urban heat island effect through passive design, landscape species selection, and reflective paving materials.

Large landscaped areas for infiltration, and an on-site detention and treatment systems are proposed to ensure that pre-development storm flows are not exceeded, and to eliminate the chance of surcharge during large events. Other measures under consideration include a long-term monitoring program to ensure the quality of the water entering the wetlands complex downstream of the site. Measures will be confirmed and ensured through the development of a stormwater management plan, and a construction environmental management plan prior to works occurring on the site.

An additional parcel (Lot 2) located across Blackcomb Way has the same ownership as the main project site. The current zoning on this parcel is RR4 (Rural Resource Four) and no development or change in use is contemplated, securing the continued use of these lands as part of the open space, riparian, floodplain and storm water management network.

Figure 5: Conservation Parcel



Sustainability

Sustainable site design principles are elaborated in Appendix D, and highlight aspects of the proposal that further social sustainability, as well as energy and environmental sustainability. This includes measures to create community and open space that will facilitate gatherings and social activities in all seasons, the use of a geo-exchange LCES for space heating and cooling, and landscape and site design elements that reduce the need for irrigation, minimize the heat island effect, and support interaction with nature.

POLICY CONSIDERATIONS

Relevant Council Authority/Previous Decisions

Council has previously considered this proposal, including:

<u>March 16, 2021</u>: <u>Administrative Report No. 21-027</u>, 4500 Northlands Rezoning Application – Proposed Planning, Community Engagement and Amenity Zoning Process

June 1, 2021: Information Report No. 21-059, 4500 Northlands Rezoning Application – Phase 1 Update – Community Engagement Activities and Draft Guiding Principles

<u>August 17, 2021</u>: <u>Administrative Report No. 21-093</u>, 4500 Northlands Rezoning Application – Phase 1 Community Engagement Summary

Corporate Plan

The RMOW Corporate Plan is updated annually and articulates strategic direction for the organization. This section identifies how this report links to the plan.

Council Focus Areas

 \boxtimes Community Balance

Effectively **balance resort and community needs** through deliberate planning, partnerships and investment

 \boxtimes Climate Action

Provide leadership to **accelerate climate action and environmental performance** across the community

 \boxtimes Housing

Advance strategic and innovative initiatives to enable and **deliver additional employee** *housing*

□ Pandemic Recovery

Leadership and support for **community and tourism recovery and sustainability** – priority focuses are where recovery needs intersect with other Council focus areas

□ Not Applicable

Corporate Goals

□ Community character and mountain culture is reflected in municipal initiatives

□ Municipal decision-making supports the effective stewardship of natural assets and ecological function

□ Corporate policies and operations ensure continuous excellence in infrastructure, facility and program management

- \boxtimes A high level of accountability, transparency and community engagement is maintained
- Corporate financial health is optimized to ensure long-term community success

□ A vibrant local economy and safe, resilient resort community is effectively reinforced by organizational activities

□ Pandemic recovery

Community Vision and OCP

The OCP is the RMOW's most important guiding document that sets the community vision and long-term community direction. This section identifies how this report applies to the OCP.

The guiding principles for 4500 Northlands reflect policy goals and objectives of the OCP. A full OCP rezoning evaluation will be completed for the preferred concept.

BUDGET CONSIDERATIONS

Costs associated with this rezoning application are recovered through the complex site rezoning application fee.

LIL'WAT NATION & SQUAMISH NATION CONSIDERATIONS

The RMOW is committed to working with the Lil'wat People, known in their language as *L'il'wat7úl* and the Squamish People, known in their language as the *Skwxwú7mesh Úxwumixw* to: create an enduring relationship; establish collaborative processes for Crown land planning; achieve mutual objectives; and enable participation in Whistler's resort economy. This section identifies areas where RMOW activities intersect with these relationships.

Staff referred the project to the Squamish Nation and Lil'wat Nation during Phase 1, and presented the draft Guiding Principles for consideration. Staff will refer the Phase 2 materials to the Squamish Nation and Lil'wat Nation, and will seek to provide an opportunity to meet and obtain further input. This is consistent with a commitment to advancing cooperative and mutually beneficial relations, as outlined in Chapter 3 of the OCP.

COMMUNITY ENGAGEMENT

Level of community engagement commitment for this project:

 \Box Inform \boxtimes Consult \Box Involve \Box Collaborate \Box Empower

Given the site history, size, and complexity of the rezoning proposal, an enhanced rezoning process has been established with a high level of community and Council engagement in an enhanced planning, community engagement and amenity rezoning process. Each of the three phases of the rezoning process include a variety of engagement and consultation approaches and methods to obtain input and feedback from community members, stakeholders, select committees of Council on a wide range of topics. The alternative development concepts presented in Phase 2 are intended to be used to provoke discussion and elicit feedback on the site vision, compatibility with the Village and Village North, site planning and built form, proposed land uses, housing and housing tenure, traffic circulation and connectivity, and alignment with the guiding principles and policy context.

Public Input Period and Community Open House

Community engagement during Phase 2 will include several events, both in-person and virtual. An inperson open house has been scheduled for the evening of June 13th, and will include visual presentation of information from the RMOW (rezoning process, site history and context, relevant policy, and the guiding principles established for the site during Phase 1) and from the applicant team (rezoning rationale and intent, response to guiding principles, and alternative concepts). Staff intend to schedule on-line drop-in opportunities for community members who are unable to attend the in-person events, and will investigate opportunities for additional 'pop-up' engagement opportunities at community events, such as the Whistler Farmers' Market. These events will be supplemented with online information and a questionnaire and comment form.

The purpose of the Community Open House is to present the design alternatives, and seek feedback from the public about how the designs align with the Guiding Principles, as established in Phase 1, and with other municipal policies, such as the Big Moves Strategy and the draft Green Building Policy. The open house will be structured as an informal meeting, with both municipal and applicant information poster-panels on display, and staff and the applicant team on hand to speak with attendees.

The project information and alternative designs will be shared on the webpage following the Council meeting, and ahead of the Open House, to provide an opportunity for those who wish to review the

information before attending. Engagement events and opportunities will be promoted through municipal social media, website, and newspaper ads. The community will be invited to provide submissions during a 30-day public input period via email, at in-person events, and through an online questionnaire and comment form.

Phase 2 of the enhanced rezoning process for 4500 Northlands is supplementary to a standard rezoning process, and there are no legislative requirements for engagement. Future phases will include additional engagement activities, including those required by legislation.

Committee Engagement

The Phase 2 rezoning process will include engagement and reviews of the applicant submissions with select committees of Council. Staff and the applicant team will meet with and seek feedback from the Advisory Design Panel, the Strategic Planning Committee, the Transportation Advisory Group, the Recreation and Leisure Advisory Committee, and the Accessibility and Inclusion Committee. These meetings are scheduled through June and July.

ENHANCED REZONING PROCESS – PHASE 2 SCHEDULE OF ENGAGEMENT

ENHANCED REZONING FROCESS - FRASE 2 SCREDULE OF ENGAGEMENT				
Date	Event/Activity	Details		
June 7	Presentation to Council and launch of Public Input Period	• Staff report and presentation to update Council on the enhanced rezoning process, and plans for Phase 2 stakeholder and community engagement.		
June / July	 Presentations and discussion with Committees: Accessibility and Inclusivity Committee (AIC) Recreation and Leisure Activity Committee (RLAC) Advisory Design Panel (ADP) Transportation Advisory Group (TAG) Strategic Planning Committee (SPC) 	 Staff and applicant will present alternative development concepts to the Committees, and seek feedback on the designs 		

June 13	Community Open House	 Staff and the applicant will present information panels at an in-person open house event The event will include project information, the alternative development concepts, background information, and will be seeking input from attendees to share thoughts and feedback about the design elements
June 8 – July 8	Community Review and Input Period	 Project webpage maintained on RMOW website, including project background, summary of the previous engagement, specific information about the alternative designs, a questions page that staff will monitor regularly, and links to the submission materials and open house materials The project webpage will include options for feedback, such as a survey, quick poll, comment form, or idea board The public engagement period will be open following the June 7 Council meeting, and the webpage and the June 13 Open House will be promoted through Whistler Today, social media channels, the RMOW website, and committee and partner membership. In addition, there is a dedicated project email address for direct feedback, questions, and comments.
Later Summer	Council Meeting	• Staff will present outcomes of public and stakeholder engagement and update timeline for Phase 3.

REFERENCES

- Appendix A 4500 Northlands Guiding Principles
- Appendix B Response to Official Community Plan
- Appendix C Response to Guiding Principles
- Appendix D Sustainability
- Appendix E Alternative Concepts Overview
- Appendix F Alternative Concepts Northlands Village Green
- Appendix G Alternative Concepts The Boulevard

SUMMARY

The purpose of this report is to update Council on the enhanced rezoning process for the lands collectively referred to as 4500 Northlands, to provide an overview of the alternative development concepts submitted by the applicant, and to outline the engagement activities.

The 4500 Northlands enhanced rezoning process has been broken down into three phases. The first phase, during summer 2021, established six guiding principles to support development and evaluation of the alternative development concepts. The guiding principles and community engagement summary were presented to Council in August 2021. The second phase presents high-level alternative site development concepts, and to seek feedback on alignment with principles, general site design, precedents and further consideration of community benefit.

The alternative development concepts (Northlands Village Green and The Boulevard) are presented for evaluation by the community, stakeholders, and Council. These concepts are not intended as final proposals for the site, but are intended to be preliminary concepts to provoke discussion and elicit feedback.

The Phase 2 community engagement comprises multiple events and touchpoints including an in-person community open house, virtual drop-in sessions, and web-based engagement and feedback opportunities including a questionnaire and comment form. Staff and the applicant team will present the alternative concepts and seek feedback from the Council committees (ADP, SPC, TAG, and AIC). The Phase 2 engagement will provide staff and the applicant team with feedback on the proposed land uses, site plan, narrative, design language, and rezoning rationale presented in the alternative development concepts. The community, Council, and committees will be asked to help staff and the applicant identify preferred elements from the alternative development concepts, land uses and features that could be added, and prioritize community amenities and benefits.

CAC negotiations between staff and the applicant are ongoing. Determination of the amenity package will be guided by existing policy, needs assessments, good planning principles, and community and stakeholder input, and enable a suitable contribution that provides lasting and meaningful benefit to the resort community.

An engagement summary will be shared with Council, and the feedback will be incorporated into the development of the preferred concept to be advanced in the third (final) phase of the 4500 Northlands rezoning process.

SIGN-OFFS

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