

**RESORT MUNICIPALITY OF WHISTLER**

4325 Blackcomb Way                   **TEL**       604 932 5535  
Whistler, BC Canada V8E 0X5     **TF**       1 866 932 5535  
[whistler.ca](http://whistler.ca)                           **FAX**       604 935 8109

## STAFF REPORT TO COUNCIL

**PRESENTED:** February 21, 2023

**REPORT:** 23-022

**FROM:** Planning - Projects

**FILE:** 3060-20-1906

**SUBJECT:** DP001906 – 4800 GLACIER LANE – GLACIER 8 PRIVATE SECTOR HOUSING DEVELOPMENT

### RECOMMENDATION FROM THE CHIEF ADMINISTRATIVE OFFICER

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

### RECOMMENDATION(S)

**That** Council authorize the General Manager of Climate Action, Planning and Development Services to issue Development Permit DP001906 to authorize a 6-storey, 66 unit staff housing apartment (Building 8) to be added to the existing staff housing complex at 4800-4814 Glacier Lane, as illustrated on the architectural and landscape plans labelled A-1.0, A-1.1, A-1.2, A-1.3, A-2.0, A-2.1, A-2.2, A-2.3, A-2.4, A-2.5, A-3.1, A-3.2, A-4.1, A-4.2, L-0.1, L-0.2, L-1.0, L-1.1, L-1.1V, L-1.2, L-1.3, L-2.1 and TP-1, prepared by Murdoch + Company Ltd. dated January 27, 2023 attached as Appendix A to this Administrative Report 23-022, and civil plans labelled 19-0393-KP1, 19-0393-KP2, 19-0393-SG1, 19-0393-XC1, 19-0393-SWMP2, 19-0393-S1-1, 19-0393-ST1-1, 19-0393-W1-1, 19-0393-W1-2, 19-0393-D1, 19-0393-ESC1, 19-0393-ESC2 and 19-0393-SWCP1 prepared by R.F. Binnie & Associates Ltd. dated January 24, 2023 attached as Appendix B to this Administrative Report 23-022; and

**That** Council permit a variance to reduce the side setback from 7.6 metres to 5.9 metres for the proposed Building 8 employee restricted development located at 4800 Glacier Lane; and

**That** Council direct staff to advise the applicant that, prior to issuance of DP001906, the following condition must be completed to the satisfaction of the General Manager of Climate Action, Planning and Development Services:

- Provision of landscape security in the amount of \$190,742; and further

**That** Council require the following items be included as conditions within DP001906:

- a. The development shall be designed and constructed in accordance with the summary of specifications set out under the heading "Green Building Strategies" provided in the memorandum titled "Vail Resorts – 4800 Glacier Lane, Staff Housing Development Green Building Intent and Rationale" prepared by Murdoch + Company Ltd. and dated March 16, 2020, and revised January 20, 2022;
- b. At least four of the residential dwelling units are to be designed and constructed as Accessible Units in accordance with BC Housing Design Guidelines and Construction Standards, 2019;

- c. No less than 100 square metres of employee services/common space shall be provided in perpetuity on the basement level of Building 8;
- d. Development of the site is to be carried out per the recommendations of the Initial Environmental Review (Cascade Environmental, March 3, 2020);
- e. The applicant is to protect existing trees and forest to remain as shown on Tree Preservation Plan TP-1 (Murdoch + Company Ltd., January 27, 2023);
- f. Trees to be removed must be flagged and approved for removal by the General Manager of Climate Action, Planning and Development or designate prior to any removal;
- g. Restoration of the site is to be carried out in accordance with Landscape Plan L-2.1 (Murdoch + Company Ltd., January 27, 2023);
- h. Any tree or vegetation removal that will occur in the bird nesting window (April 1 – September 1) will require a Qualified Environmental Professional or other environmental professional to conduct bird nest surveys prior to any vegetation clearing or removal. Any active nest found must be retained as per s. 34 BC *Wildlife Act* with an adequate buffer. Special attention should be paid to detecting the presence of one species at risk with potential to occur on the site: band-tailed pigeon; and
- i. The development shall meet the following FireSmart® requirements:
  - i. Eaves shall be closed and vents screened with 3 millimetre wire mesh;
  - ii. Gutter shall be made of metal and the undersides of balconies, decks or open foundations shall be sheathed with fire-resistant materials;
  - iii. Cladding shall be free of gaps and holes and separated from the ground with a minimum of 15 centimetres of non-combustible ground to siding clearance;
  - iv. The use of bark mulch or similar organic ground cover in landscaped areas within 10 metres of the building is not permitted;
  - v. Within 10 metres of principal buildings plant/remove conifers to achieve a trunk to trunk or trunk to building spacing of 6 metres, and
  - vi. Within 20 metres of principal buildings, dead branches and twigs should be cleared and standing dead trees with a caliper of 17 centimetres or more should be topped at 3 metres and cleared of all branches.

## PURPOSE OF REPORT

The purpose of this report is to present DP001906 to Council for consideration of approval. The proposal is for a 6-storey, 66 unit staff housing apartment building (Building 8) to be added to the existing staff housing complex at 4800-4814 Glacier Lane. Issuance of the development permit is conditional upon receiving landscape security for the project. The development permit also includes conditions as specified related to the environmental recommendations and any tree or vegetation removal during bird nesting season.

Information Report

Administrative Report (Decision or Direction)

## DISCUSSION

## **Background**

On June 20, 2019, Vail Resorts submitted a rezoning application (RZ001162) for a 6-storey, 66-unit apartment building to be added to the existing staff housing complex at 4800-4814 Glacier Lane (Glacier 8 Project). The staff housing apartment building development proposed at 4800 Glacier Lane is being considered under the Municipality's Private Employee Housing Initiative. The Glacier 8 Project is located in the Blackcomb Benchlands South neighbourhood, accessed via Glacier Lane and is nestled between parking lot 6 and 7.

Zoning Amendment Bylaw (Glacier 8 – RM13 Zone) No. 2250, 2019 was adopted by Council on August 2, 2022. Through the rezoning process the proposed development concept and design of the project was evaluated and a design and development covenant (CB134469) was registered as a condition of zoning adoption to establish the supported design and green building commitments for the development.

The project received subdivision approval to create the parcel for the development on August 2, 2022, through Development Permit DP001890 (see [Administrative Report No. 22-117](#)).

A development permit is now required to authorize development on the lands consistent with the development permit plans (attached to this report as Appendix A).

This report presents DP001906 for Council's consideration, and describes that the proposed development is consistent with the RM13 zoning that was adopted by Council on August 2, 2022 and the applicable development permit guidelines.

## **Analysis**

### **Description of Proposed Development**

The Glacier 8 Project is proposed to be added to the existing staff housing complex located in the Blackcomb Benchlands South neighbourhood, 4800-4814 Glacier Lane. The staff housing complex is accessed via Glacier Lane and is nestled between parking lots 6 and 7.

The proposed building site itself is previously disturbed and is flanked on two sides by adjacent buildings, a ski-out and a densely forested slope. The proposed building will reflect a similar architecture as the seven existing buildings on site. The new building is taller, however, views and architectural analysis showed that it will have minimal visual impact on adjacent properties.

The proposed gross floor area for the building is 3,956 square metres. There are 66 units in total, made up of 60 employee restricted two-bedroom apartments, 4 accessible units and 2 units designated for temporary respite use. The accessible and temporary respite units are all located on the ground-floor. All 66 units have a kitchen and a bathroom. The proposal includes an elevator to access all floors. Storage areas for residents have been added on the bottom two floors, and common amenity areas for residents are located on the top two floors. A bicycle and a ski room is also provided on the entry level. The building will provide two shared laundry facilities for residents.

The design of Building 8 includes a retained forested buffer for privacy and screening from ski slopes and Glacier Lane. The trees and vegetation will be preserved to maintain the natural environment while ensuring privacy. The buffer will also enhance the area's aesthetic and blend with the existing natural condition. The building and site plans submitted with DP001906 include a large outdoor terrace and a

lower gathering and seating area with a fire pit and open space in order to provide useable outdoor space for residents and communal events.

Building 8 has 14 additional parking stalls integrated on site. In addition, the proposal includes two universally accessible parking stalls located in front of the main entrance of the building to serve its residents. The zoning that was adopted provided for a parking reduction from typical parking requirements with a fee in lieu contribution in the amount of \$1.08 million to assist with costs associated with transit serving the development.

The proposed development is illustrated in the Architectural and Landscape plans attached to this report as Appendix A and Civil Plans attached as Appendix B.

Further details on the proposed project design are provided in the evaluation of the proposed development relative to the applicable development permit guidelines, which is presented in Appendix C. The results of the DP evaluation are summarized below.

#### Advisory Design Panel

The proposed development was reviewed by the Advisory Design Panel (Panel) on July 17, 2019 and November 20, 2019 as part of rezoning application RZ001162. The Panel provided comments on the site planning, circulation, density, massing, building materials and the proposed landscaping.

On November 20, 2019 the Panel supported the proposal and noted improvements in terms of context of the campus and existing buildings further to their first review in July, 2019. The Panel asked that the applicant maintain as much green space as possible, reconsider the entrance to the common space, access to light, privacy and security for the ground floor units, and provide more detailing in the form of horizontal lines for the ground floor elevation.

As part of the Development Permit application review process, the applicant has submitted a written response describing how the Panel comments were addressed through further design development (attached as Appendix E along with Design Rationale). The applicant reviewed the access to the rear terrace/common space and provided additional details on the ground floor elevation with some additional windows, doors, materials finishes and post/beam treatments. This improved the access to light for the ground floor units and provides more architecture details as requested by the Panel. The applicant also adjusted the landscape and site plan to suit servicing needs and the existing vegetation has been maintained as best as possible. The applicant is proposing new plantings and landscaping enhancement to disturbed areas following development activities as shown on the Landscape Plan.

Staff are of the opinion that the applicant has adequately addressed the Panel's comments. The Panel minutes are attached as Appendix D.

#### Development Permit Guidelines

The *Local Government Act* establishes municipalities' authority to establish Development Permit Areas (DPAs) through an Official Community Plan (OCP), and outlines activities on these lands that require a development permit. All development within a designated development permit area require a development permit, unless exempted.

The subject lands lie within the designated development permit areas specified in the Resort Municipality of Whistler (RMOW) OCP for Multi-Family Residential and Wildfire Protection (High). As

such, this proposal is subject to design guidelines for the form and character of multi-family residential development and protection of development from hazardous conditions.

A detailed evaluation of the proposed development relative to the applicable guidelines is presented in Appendix C. As shown, the proposed development is considered to be consistent with the applicable Development Permit Area guidelines.

#### Zoning and Parking Bylaw No. 303, 2015

The property is zoned RM13 (Residential Multiple Thirteen). The proposed development requires one minor variance to “Zoning and Parking Bylaw No. 303, 2015” (Zoning Bylaw) to reduce the side setback from 7.6 metres to 5.9 metres.

Given the characteristics of the site and considering the position of the new building with regards to the neighboring buildings, staff support this variance request. Reducing the side setback will allow the new building to have appropriate setbacks from the other buildings and respect the general character of the campus.

Staff confirm that Council has the authority to vary Zoning Bylaw regulations through this Development Permit in accordance with Multi-Family Residential DPA guidelines for site planning and building design clause (b) which states: variances to Zoning Bylaw regulations may be considered provided they can be demonstrated to further the objectives of the OCP.

Staff are of the opinion that the minor proposed variance to the side setback furthers the objectives of the OCP, specifically:

- |         |           |   |
|---------|-----------|---|
| 5.1.2   | Objective | House at least 75 per cent of Whistler's workforce within the resort community in livable, appropriate and affordable housing.  |
| 5.1.2.6 | Policy    | Explore a variety of infill housing types and tenure models as a means to secure employee housing, building upon existing opportunities.  |
| 5.4.1.2 | Policy    | Encourage flexibility in zoning and consider infill developments that take advantage of existing infrastructure, have close proximity to transit, commercial centres, amenities and services, and are compatible with the adjacent neighbourhood and character. |

The proposed development meets all other regulations of “Zoning and Parking Bylaw No. 303, 2015”.

<b>Regulation</b>		<b>DP001906 Proposal</b>	<b>Staff Comment</b>
Use	Apartment provided no dwelling unit in the apartment is occupied except as employee housing	Employee restricted apartment building	Complies
Density	0.9 fsr per parcel	0.9 fsr	Complies
Height	14.6 m (for Building 8)	14.45 m	Complies
Setbacks	7.6 m from all parcel boundaries	5.9 m	Reduction in setback from 7.6 to 5.9 m requested
Parking	14 (for Building 8)	14	Complies

The proposed development is also considered to be consistent with the supported development concept and green building commitments registered on title as a condition of rezoning approval. The green building commitments are also recommended to be incorporated as a condition of the development permit and will further be reviewed through the building permit approval process.

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## **POLICY CONSIDERATIONS**

### **Relevant Council Authority/Previous Decisions**

#### **DP001890 – 4800 Glacier Lane – Glacier 8 Subdivision – Report No. 22-117, August 2, 2022**

This report presented DP001890 – Glacier 8 – Development Permit for subdivision to Council to consider authorization to issue. Development Permit DP001890 authorized the subdivision of the Glacier 8 lands according to Survey Plan EPP90005. Staff has evaluated the survey plan and confirm it to be consistent with the RM13 zoning and multi-family DPA guidelines. Staff recommended that Council approve the issuance of DP001890.

#### **RZ00162 – 4800-4814 Glacier Lane – RM13 Zone Amendments for Glacier 8 Employee Housing – Revised Third Reading Report, Report No. 22-045, March 22, 2022**

This report presented “Zoning Amendment Bylaw (Glacier 8 – RM13 Zone) No. 2250, 2019” to Council for consideration of revised third reading. Since the original third reading in January 21, 2020, the bylaw amendment was updated to adjust the parking requirement to reduce the minimum number of spaces required in lieu of a contribution to transit services, and modify minimum parcel size. These changes do not affect the density; the overall strata plan area, site coverage, and floor space ratio are unchanged. The report also presented the Design and Development covenant to be registered on title to secure development of the proposed new building and site improvements consistent with development plans and the RMOW’s Green Building Policy, and to secure funding of additional transit service.

#### **RZ001162 – Housing Agreement (4800-4814 Glacier Lane) Bylaw No. 2339, 2022 Report, Report No. 22-044, March 22, 2022**

This report requested considerations of first, second, and third readings for the new Housing Agreement Bylaw, associated with RZ001162. The new Housing Agreement Bylaw will authorize the RMOW to register a housing covenant to establish usage, occupancy and eligibility restrictions, permitted rental rates, and administration and management restrictions of the housing units. The bylaw was adopted by Council on April 5th, 2022.

### **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**

##### Community Balance

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

Climate Action

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

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

### **Community Vision and Official Community Plan**

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 recommended resolution included within this report is consistent with the goals, objectives and policies included within “OCP Bylaw No. 2199, 2018”. The development of the Glacier 8 project will facilitate the completion of secure affordable employee housing in Whistler, and is consistent with Whistler’s OCP and growth management policies. A comprehensive evaluation of these policies was completed through the rezoning process. This report addresses the applicable development permit requirements contained within the OCP as described above and presented in Appendix D.

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### **BUDGET CONSIDERATIONS**

Development Permit DP001906 is subject to cost recovery for staff processing and associated direct costs.

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### **LÍLWAT NATION & SQUAMISH NATION CONSIDERATIONS**

The RMOW is committed to working with the Líl'wat People, known in their language as *L'i'l'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.

There are no specific considerations to include in this report.

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### **COMMUNITY ENGAGEMENT**

Level of community engagement commitment for this project:

Inform       Consult       Involve       Collaborate       Empower

Comment(s):

The proposed development has been the subject of a rezoning process (RZ001165), with a number of opportunities for community input, including a statutory public hearing. The proposed development

permit is subject to a Development Permit sign requirement which has been posted on the property.

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## REFERENCES

- Appendix A – Architectural and Landscape Plans
- Appendix B – Civil Plans
- Appendix C – OCP DPA Guidelines Review
- Appendix D – Panel Meeting Minutes, November 20, 2019 and July 17, 2019
- Appendix E – Design Rationale and Response to Nov. 20, 2019 Panel comments

## SUMMARY

This report presents Development Permit application DP001906 – 4800 Glacier Lane – Glacier 8 Employee Housing for Council consideration. DP001906 will authorize development of a 6-storey, 66 unit staff housing apartment to be added to the existing staff housing complex located at 4800 Glacier Lane. Staff have evaluated the application relative to the applicable development permit guidelines and zoning and confirm the proposal is consistent with the DPA guidelines and RM13 zoning. Staff recommends that Council approve the issuance of DP001906 including the variance to reduce the side setback from 7.6 to 5.9 metres, subject to the conditions identified in the staff recommendation.

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## SIGN-OFFS

### **Written by:**

Louis-Felix T. Renaud,  
Planner

### **Reviewed by:**

Mike Kirkegaard,  
Director of Planning

Jessie Gresley-Jones,  
General Manager of Resort Experience

Virginia Cullen,  
Chief Administrative Officer