

STAFF REPORT TO COUNCIL

PRESENTED: September 26, 2023
FROM: Development Planning
SUBJECT: DP001910 – 4325 BLACKCOMB WAY – MUNICIPAL HALL ANNEX EXPANSION

REPORT: 23-099
FILE: 3060-20-1910

RECOMMENDATION FROM THE CHIEF ADMINISTRATIVE OFFICER

That the recommendation of the General Manager of Climate Action, Planning and Development be endorsed.

RECOMMENDATION(S)

That Council approve the issuance of Development Permit DP001910 (DP001910) for the proposed addition and renovation of the Municipal Hall Annex building located at 4325 Blackcomb Way, as illustrated on the Architectural Drawings labelled A0.00, A0.01, A0.02, A0.03, A1.00, A1.01, A2.00-A2.05, A4.00, A4.01, A5.00, A6.00 and A6.01, prepared by S2 Architecture, dated September 12, 2023 attached as Appendix A to this Administrative Report No. 23-099; and

That Council direct staff to advise the applicant that prior to issuance of DP001910 the following conditions must be completed to the satisfaction of the General Manager of Climate Action, Planning and Development Services:

- a) Completion of a Landscape Plan to indicate the new landscape planting and irrigation in areas impacted by construction works; and
- b) Completion of a Construction Management Plan that addresses the footprint of construction and staging activities, pedestrian and vehicular access, and temporary on-site bicycle and accessible parking during construction work; and further

That Council require the following conditions form part of issued DP001910:

- a) The Resort Municipality of Whistler “Zoning and Parking Bylaw No. 303, 2015” is varied as follows: the number of required off-street parking spaces for the gross floor area addition is varied from six spaces to zero spaces; and
- b) A wayfinding signage program completed prior to occupancy of the expanded annex.

PURPOSE OF REPORT

The purpose of this report is to present Development Permit DP001910 (DP001910) to Council for consideration of approval. DP001910 proposes a second storey addition and renovation of the Resort

Municipality of Whistler (RMOW) Municipal Hall Annex building (Annex) located at 4325 Blackcomb Way, as shown on the Location Map attached to this report as Appendix B.

This application and the proposed works are in response to increased space requirements for the RCMP in the Public Safety Building (PSB) located on the same property, and the need to relocate several municipal departments. The decision to pursue an addition to the Annex was determined to be the most cost-effective and achievable solution by the RMOW to meet the medium-term needs of the organization.

Issuance of DP001910 is conditional upon completion of a landscape plan and a construction management plan.

☐ Information Report

☒ Administrative Report (Decision or Direction)

DISCUSSION

Background and Site Context

The existing Annex is a single storey, modular construction building located at the north end of the Municipal Hall on 4325 Blackcomb Way. The parcel also houses the Municipal Hall, and the PSB, including the RCMP and Fire Hall. There is an additional temporary office trailer at the southeast corner of the parcel that houses the office of the Fire Chief.

The RMOW proposes to add a second storey to the existing Annex and connect it via an enclosed bridge to the second floor of Municipal Hall. Associated works include improvements to the circulation and accessibility from the parking lot to the Annex and the lower floor of the Municipal Hall, and landscaping (see Appendix A).

There is currently a project in the design stage to renovate the PSB to address spatial deficiencies for the RCMP and Fire Rescue Services. That project includes the expansion of the policing services into the second storey of the building. To accommodate the expansion, the municipal staff that are currently located on the second floor of the PSB must be relocated.

When considering how to accommodate the relocated municipal hall staff, several options were reviewed, including the construction of a new building in a new location, and consideration of a more substantial renovation of the main Municipal Hall building. The decision to pursue an addition to only the Annex was determined to be the most cost-effective and achievable solution.

The existing Annex was originally constructed under a DP issued in 2007, and although it was intended to be in place for a short-term, it has proved necessary to meet the ongoing space needs for municipal staff.

The current Annex is approximately 187 square metres in gross floor area, is modular construction with a flat roof, and is clad with board and batten wood siding with colours that match the Municipal Hall. The entrance is a post and beam style, with oversized posts and accent colours that also match the Municipal Hall.

The area surrounding the Annex is landscaped with a variety of trees and tall shrubs. At the east end of the Annex is an informal seating/resting area with grass, mature trees, and a picnic table. An existing walkway is used as an access point to the Village Stroll, however it is not a primary node, and it is noted that the immediately adjacent uses include an underground parking entrance, the loading bay for

the Maury Young Arts Centre, and the back of house/service entrances for the Brewhouse and the Olympic Plaza stage and skating rink.

Analysis

Description of the Proposed Development

The proposal is to renovate the existing Annex and add a second storey to make space for new offices and workstations for the relocated staff from the PSB. This will be accomplished by removing the existing modules and renovating them off-site. A newly constructed modular building will be placed on the existing foundation as the new first storey, and the renovated existing modules will be placed above, to become the second storey. An enclosed bridge will connect the second storey of the new Annex to the second story of Municipal Hall to create an indoor connection between the two buildings.

The addition will add 210 square metres to the existing modular construction building, for a total proposed gross floor area of 397 square metres and a building height of 6.72 metres. Since the existing modules are being repurposed as the new second storey the roof will remain as it exists now as a flat modified bitumen roof.

The new Annex will be clad in fibre cement board in a profile to match the existing cedar siding on Municipal Hall but turned in a vertical orientation. The exterior colours and trim will complement the existing Municipal Hall.

The entrance to the ground floor of the new Annex will remain in its current location. Access to the second storey will be via the stairs at the north of Municipal Hall and across the bridge, or via the front door of Municipal Hall and across the bridge.

The proposed landscaping will retain and reuse as much of the existing vegetation as possible and will add new planting along the north side of the new Annex to add screening and interest. Other changes that are proposed to the site circulation and landscaping include the removal of existing conifers as needed to facilitate construction, the replacement of those trees with deciduous species where appropriate, a proposed raingarden, expansion of the grassy area adjacent to the parking, resurfacing of the walkway with a paver that is preferred for less rolling resistance, and improvements to the curb and asphalt edge beside the walkway and the accessible parking stall.

The proposed development is illustrated on the Architectural Drawings and Landscape Concept Plan attached to this report as Appendix A.

Further details on the proposed project design are provided in the evaluation of the proposed development relative to the applicable Official Community Plan (OCP) DP area guidelines, which is presented in Appendix C. The result of the DP evaluation is summarized below.

Sustainability and Green Building Requirements

Although a Green Building Checklist is not a requirement of a DP application, the applicant has chosen to provide a checklist and rationale to describe how they are incorporating several measures that are consistent with Council's Green Building Policy objectives, including:

- The choice to renovate the existing modules, keep the existing roof, and place a new modular construction first storey, which reduces waste to landfill, and reduces the amount of new material that is required;

- Noted that modules can be repurposed if additional office space is found in the future;
- The aim to achieve as close to Step Code 3 as possible for the Annex, through:
 - Installation of a new building membrane, additional exterior insulation and non-combustible cladding for the building envelope;
 - Use of new, more efficient air source heat pump HVAC system to replace the existing large rooftop vents;
 - To measure the building performance the manufacturer of the new modular construction is undertaking energy modelling of the whole building, which will give a measurable efficiency to compare to Step Code requirements;
- Maximizing reuse of existing doors and windows;
- Minimizing construction and demolition waste through:
 - Reusing the existing building and roof;
 - Minimizing on-site construction;
 - Preparing a demolition and construction waste management plan for on-site work;
- Use of high efficiency lighting;
- Use of low VOC interior materials and finishes where possible;
- Locally sourced timber elements; and
- Retention and reuse of growing media (topsoil).

BC Building Code

DP001910 was referred to the RMOW Building Department as per standard municipal process. When an application proposes an addition to an existing building, the building review process looks at the existing building to determine if there are any deficiencies with respect to the BC Building Code (BCBC) or building bylaw. In this case, the proposed second story addition and connection to the main Municipal Hall building is considered an addition to Municipal Hall, and as such, the review process includes the existing Municipal Hall building.

To evaluate and address non conformance and compliance issues with the BCBC, the applicant team undertook a code compliance review to assess the existing condition and recommend solutions.

At this time the full review is still underway, but it appears that remedies to the compliance issues will include recladding Municipal Hall with fire resistant siding and installation of a sprinkler system along the west side of the building, installing fire shutters where there are exit exposures (unprotected openings too close to exits from the building), and addressing the fire resistance rating of the roof assembly.

This work is not part of the project under DP001900 consideration at this time, however it is work that will be required to be detailed on plans and reviewed prior to issuance of the building permit for the new Annex.

Advisory Design Panel

This project was presented to the Advisory Design Panel (ADP) on July 12, 2023.

The ADP was not supportive of the proposal and suggested that in general the proposed addition is not a good fit in this context and location. They further noted the lack of accessibility considerations, the lack of demonstrated energy efficiency, the need for improved wayfinding and signage, the limited opportunities for landscape improvements, the loss of outdoor seating and they suggested that a higher overall design standard should be sought.

The draft minutes of the July 12, 2023 ADP meeting are attached as Appendix D.

As part of the DP001910 application review process, the applicant has submitted design revisions and has sought to make improvements to address the concerns and suggestions noted by the ADP, as further described below.

Context and Location

Staff note that the location of the proposed Annex is fixed and that there are limited opportunities for changes to the building form. However, the design has been revised to consider the ADP suggestion to maintain the grass and seating area by removing an exterior staircase on the east end of the new Annex and to improve circulation and make the connection to the Village Stroll more inviting. The proposal includes a raingarden, wider pathway, improved grades where possible, and improved surfacing for wheelchairs, strollers, carts, and to reduce potential trip hazards.

Accessibility

Staff note that while a full retrofit of the Municipal Hall is outside the scope of this project, the applicant has incorporated accessibility considerations in the new Annex and has offered improvements to the overall accessibility of the site where possible.

Measures incorporated into this project include:

- New doors will have power door operators;
- The pathway from the parking area to the Annex, Municipal Hall, and through to the Village Stroll will be re-graded to lessen the slopes, and resurfaced for improved accessibility; and
- The curb and asphalt edge at the end of the walkway at the parking lot will be replaced with a diagonal curb and new asphalt to make a smoother transition.

Energy Efficiency

The applicant recognizes concerns with respect to energy efficiency noted by the ADP, and in response has further explained that the proposed addition and renovation has purposefully been designed to retain as much of the existing structure as possible, including the roof. This will reduce the amount of embodied carbon associated with the project and will also reduce costs by repurposing the structure.

Energy efficiency measures are described above.

Wayfinding, signage, landscaping and outdoor seating

The design has been revised to remove an exterior staircase at the east end of the new Annex. This change not only reduced costs, but also allows the existing trees, grassy area and picnic table to be retained, and enhanced.

The landscape concept has been further revised following ADP consideration to widen the pathway to add a 'waiting' node at the edge of the parking area, to extend the grass to the north of the pathway to go to the back of curb, and to add additional trees and trellis along the north side of the new annex to provide visual interest of the north building elevation.

A wayfinding signage program, completed to the satisfaction of the General Manager of Climate Action, Planning and Development, is a condition of the permit, and must be completed prior to occupancy of the Annex.

Design Standard

In response to the comments from the ADP regarding the design standard, the applicant team has revised the proposal to offer a complementary design to Municipal Hall. The new Annex will be clad with a fibre-cement board in a similar profile to the cedar cladding on Municipal Hall, but in a vertical orientation, with coordinated accent colours and trim. In addition, building façade details include heavy fascia boards, window trim, and divided windowpanes, and the landscaping will be preserved, and supplemented, particularly along the north façade to add screening, variety and visual interest.

Staff recognize the concerns that were expressed by the ADP and share the desire for this building to be held to the highest design standards possible. The applicant team has made revisions in response to the feedback and have offered rationale and supporting information to demonstrate the overall benefits of the project, and to indicate where opportunities for improvement have been taken.

The decision to pursue an addition to the Annex was determined to be the most cost-effective and achievable solution to meet the short term needs of the organization. It is in this context, and the multiple constraints on the project including the limitation of the existing site, that staff are recommending that Council approve the proposal despite the initial lack of support from the ADP.

Development Permit Guidelines

The Local Government Act establishes municipalities' authority to establish DP areas through an OCP, and outlines activities on these lands that require a DP. All development within a designated DP areas require a DP, unless exempted.

The subject property lies within the Aquifer Protection, Whistler Village and Wildfire Protection (moderate) DP areas. The proposal has been evaluated relative to the Whistler Village and Wildfire Protection (moderate) DP area guidelines; it is exempt from the Aquifer Protection DP area guidelines.

A detailed evaluation of the proposed development relative to the applicable guidelines is presented in Appendix C. The proposed development is considered to adequately address the applicable guidelines.

Zoning and Parking Bylaw No. 303, 2015

The subject parcel is zoned Lands North Institutional (LNI). This zone regulates the permitted uses and parking. The LNI Zone has no restrictions on density, height, site coverage or setbacks. The proposed use is consistent with the permitted uses, density and building height and siting.

The proposal requires a variance to the number of required off-street parking spaces for the additional gross floor area from six spaces to zero spaces. Council has previously approved a parking variance for upgrades and additions to Municipal Hall. It is also noted that in addition to the existing off-street parking that is provided, secure, indoor bicycle parking is available to staff, and was recently expanded to accommodate a total of 18 bikes.

POLICY CONSIDERATIONS

Relevant Council Authority/Previous Decisions

DP001910 is subject to Council approval under “[Land Use Procedures and Fees Bylaw No. 2205, 2022](#)” as the development contains buildings greater than 100 square metres in floor area.

[July 4, 2023: Administrative Report No. 23-073](#) – Municipal Hall Annex Construction Project Contract Award. In this report Council supported the award of the contract for the project. At that time staff noted the need to provide additional office and workspace for staff that are in the PSB, and explained the proposed works, timeline and budget. Since the July contract award, the applicant team has been working to refine the design to make improvements where possible, as noted through staff review and ADP review.

Local Government Act s.490 authorizes a local government by resolution to issue a development permit that varies a land use regulation bylaw (i.e., RMOW "Zoning and Parking Bylaw 303, 2015").

2023-2026 Strategic Plan

The 2023-2026 Strategic Plan outlines the high-level direction of the RMOW to help shape community progress during this term of Council. The Strategic Plan contains four priority areas with various associated initiatives that support them. This section identifies how this report links to the Strategic Plan.

Strategic Priorities

☐ Housing

Expedite the delivery of and longer-term planning for employee housing

☐ Climate Action

Mobilize municipal resources toward the implementation of the Big Moves Climate Action Plan

☐ Community Engagement

Strive to connect locals to each other and to the RMOW

☐ Smart Tourism

Preserve and protect Whistler's unique culture, natural assets and infrastructure

☒ Not Applicable

Aligns with core municipal work that falls outside the strategic priorities but improves, maintains, updates and/or protects existing and essential community infrastructure or programs

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.

As noted in the Analysis section of this report, the subject property lies within DP areas designated under the OCP. The proposal is considered to adequately address the applicable guidelines. A detailed evaluation of the proposal relative to the OCP DP area guidelines is attached as Appendix C.

In addition, the proposal aligns with the following goals, objectives and policies of the OCP:

- 8.7.1 Objective Maintain a safe and secure resort community through effective law enforcement and good design practices.

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| 8.7.1.1 | Policy | Maintain RCMP detachment and review current infrastructure capacity and security requirements in conjunction with future community and resort development to ensure effective service delivery. The location of the current RCMP detachment is shown in Schedule D. |
| 10.4.1 | Objective | Continue to develop policies, practices and targets designed to help Whistler meet its zero waste goal. |
| 10.4.1.1 | Policy | Develop, expand and promote programs and infrastructure that increase local recycling diversion rates, especially of organics, and encourage the reduction and reuse of products and materials. |
| 6.7.1 | Objective | Ensure that the resort community's investments in the built environment provide optimum levels of service and are continually renewed. |
| 6.7.1.1 | Policy | Support repurposing, reusing and optimizing built space instead of constructing new buildings. |

BUDGET CONSIDERATIONS

The DP application processing fees come out of the project budget.

LÍŁWAT NATION & SQUAMISH NATION CONSIDERATIONS

The RMOW is committed to working with the Líl'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.

There are no specific considerations to include in this report.

COMMUNITY ENGAGEMENT

Level of community engagement commitment for this project:

☒ Inform ☐ Consult ☐ Involve ☐ Collaborate ☐ Empower

Comment(s):

A DP information sign is posted on the property per DP application requirements. No further community engagement is required for a DP.

REFERENCES

Appendix A – Architectural Drawings and Landscape Concept Plan
Appendix B – Location Map
Appendix C – OCP Design Guidelines Review

Appendix D – Draft Advisory Design Panel Minutes – July 12, 2023

SUMMARY

This report seeks Council's approval of the issuance of DP001910 for the proposed second storey addition and renovation of the Annex to replace office space in the adjacent PSB that will no longer be available to municipal staff. Additional works include improvements to the outdoor seating area, the landscaping and the accessible parking and pathway.

Staff recommend that Council approve the issuance of DP001910 as laid out in the recommendations of this report.

SIGN-OFFS

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