

# RZ1157-5298 Alta Lake Road

## Council Presentation

June 23, 2020

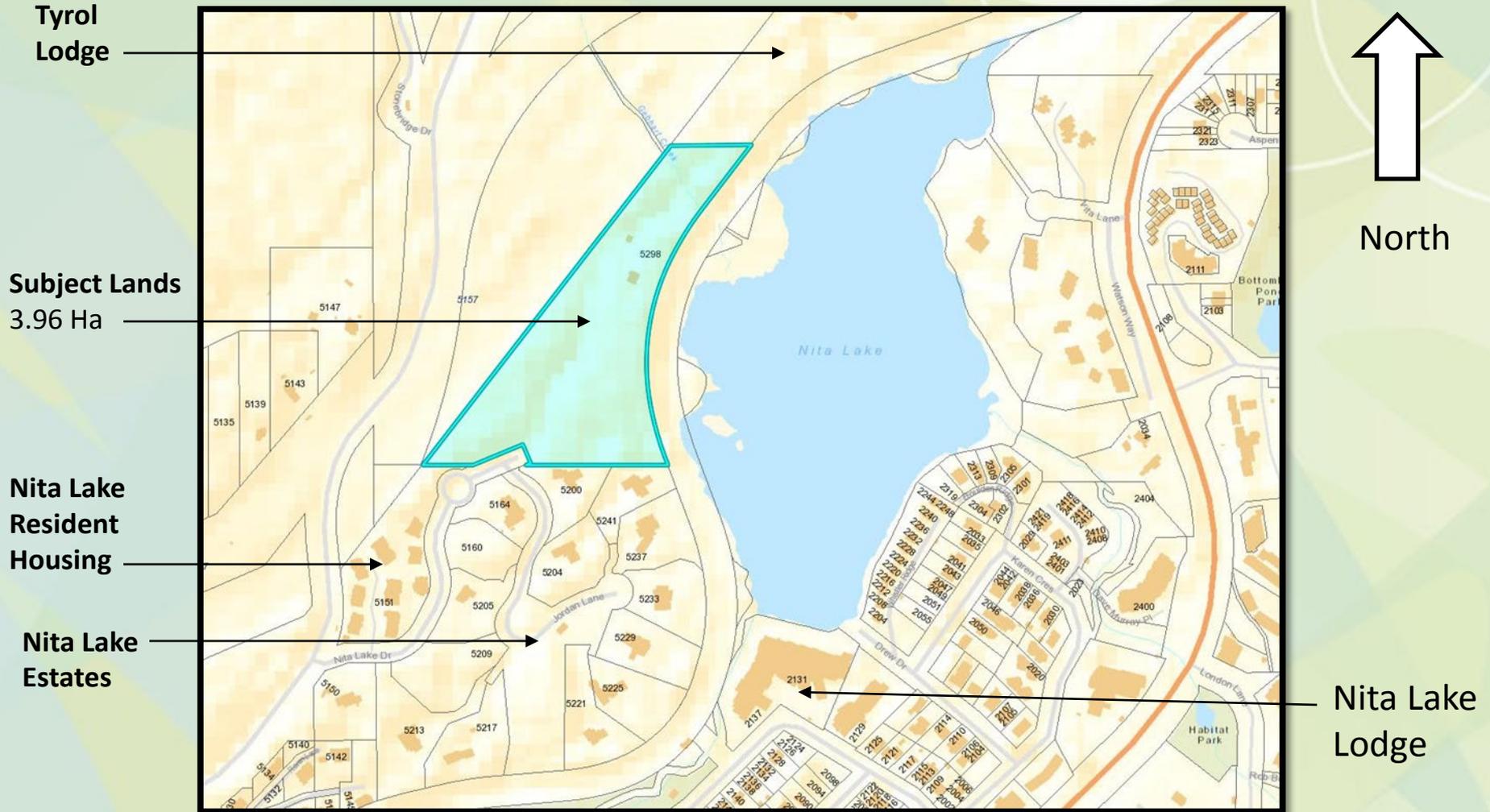
### RESORT MUNICIPALITY OF WHISTLER

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# Subject Lands



# Purpose

- **To request** council's consideration of first and second readings of "Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020";
- **To request** Council to authorize staff to schedule a public hearing for "Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020"; and
- **To recommend** that Council direct staff to advise the applicant that before consideration of adoption of "Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020", certain matters must be resolved to the satisfaction of the General Manager of Resort Experience as described herein.

# Background - General

- **Private Sector Employee Housing Initiative**
  - **April 24, 2018** - Council endorsed Recommendation No. 6 of Mayor's Taskforce on Resident Housing to allow for development of up to 500 bed units of employee restricted housing on private lands in the period 2018 – 2023.
  - **December 5, 2017** - Council ratified Guidelines for Private Sector Employee Housing Initiatives.
  - **March 26, 2019** - Council ratified amended Guidelines.
- **5298 Alta Lake Road**
  - 1920s: Parent parcel, District Lot 2246 created.
  - 1930s: Subject property purchased by Gebhart family.
  - 1940s: Gebharts built existing cabin.
  - 1960s: Sons of Norway purchase Tyrol Lodge lands from Gebharts.
  - 1960s: Hillman family purchases subject property from Gebharts.
  - 1960s: Subject property rented to local staff and dubbed, "Toad Hall".

# Background – Site Application History

Application	Timeframe	Comment
RA248	1996	Incomplete application for employee housing
RA309	1999 - 2002	<p><b>Successful rezoning application to permit a boutique hotel with associated cabins (for both TA and Employee Housing) and a artist in residence program.</b></p> <p><b>June 17, 2002 – Bylaws adopted to:</b></p> <ol style="list-style-type: none"> <li><b>1. Rezone the lands to the current TA17 (Tourist Accommodation Seventeen) zoning, and</b></li> <li><b>2. Create the current Development Permit Area #20 (“London Mountain Lodge”) in Whistler’s current Official Community Plan.</b></li> </ol>
RA432 & DPA871	2004	Incomplete application to reallocate densities within the existing TA17 Zone. Applications appear to have had some support from RMOW staff, however it was not followed through by the proponent.
RZ1150	2018	<p>Proposal for a mix of employee restricted and market TA townhomes. Not consistent with Council’s <i>original</i> PSEH Guidelines requiring 100% employee housing.</p> <p>Withdrawn. Council has subsequently changed the public sector employee housing guidelines to include limited market housing- as market housing supports development of employee housing at lower prices.</p>

# Background – TA17 Zone

- Existing TA17 Zone Summary:

	Existing TA17 Zone
<b>Market Tourist Accommodation Uses</b>	<b>2,100 m<sup>2</sup></b> (Hotel - 7 rooms utilizing 500 m <sup>2</sup> ) <b>1,400 m<sup>2</sup></b> (contained in up to 25 cabins) <hr/> <b>3,500 m<sup>2</sup></b> Total GFA (1900 m <sup>2</sup> accommodation)
<b>Employee Housing</b>	<b>800 m<sup>2</sup></b> (contained in up to 7 cabins)
<b>Max GFA for arts facility</b>	<u><b>250 m<sup>2</sup></b></u>
<b>Parcel - Total maximum GFA</b>	<b>4,600 m<sup>2</sup></b> (Includes Hillman cabin estimated at 250 m <sup>2</sup> )

# Discussion – Rezoning 1157

- RZ1157 received in October 2018
  - Reviewed by Council in September 2019
  - Amended proposal reviewed in February 2020
- Concept proposes to:
  - Delete the existing Hotel use;
  - Group existing tourist accommodation and employee housing uses into townhomes;
  - Create a tighter development footprint, allowing for tree protection and site screening;
  - Parkland dedication (including restored / relocated Hillman cabin and barn), illuminated valley trail, and bridge;
  - Riparian Dedication;
  - Future Housing Parcel Dedication.

# Discussion – RZ1157 February 2020

- September 2019 proposal:
  - 22 new market tourist accommodation units and
  - 15 employee restricted units.
    - Applicant intended to maintain 8 of the 15 employee units for their control with the balance of units (7) available for WHA waitlist.
- Revised / Current proposal 2020:
  - 11 market tourist accommodation units,
  - 11 market residential units, and
  - 21 employee units
    - Applicant would maintain control of only one employee unit to house caretaker (required to meet WHA eligibility requirements) for the TA component.

# Discussion - Rezoning Application RZ1157

- Benefits:

- Additional employee housing units for Whistler workforce (21 units),
  - Under existing TA17 zone and covenant, housing would not be available to the general Whistler workforce community
- Dedicate future employee housing parcel adjacent to existing Nita Lake Resident Housing
- Dedicate riparian/ tree protection area along the lake foreshore and rail line ensuring vegetation management on municipal lands
- Extensive parkland dedication
- Restore and relocate existing historic cabin to park to create a historic landmark on anticipated west side cultural connector
  - This includes park design and development
- Extend Illuminated Valley Trail from Nita Lake Estates
- Construct bridge over Gebhardt Creek to municipal standards

# Discussion

## “Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020”

- Bylaw is structured to ensure RMOW receipt of amenities (which will be further assured by covenant).
- Bylaw amends the TA17 zone as noted:
  - **Deletes** the existing Hotel use;
  - **Deletes** the existing Arts Facility and Indoor / Outdoor Recreation uses;
  - **Replaces** the existing Tourist Accommodation cabins with Tourist Accommodation townhomes and Market Residential townhomes;
  - **Replaces** the existing Employee Housing cabins with Employee townhomes;

# Discussion - “Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020”

- Bylaw provides for a “base density” of 21 employee units and four market units and allows for increased density subject to:
  - Construction of all 21 employee units;
  - Parkland and riparian dedications;
  - Transfer of the future employee parcel to the RMOW;
  - Construction of an illuminated trail and bridge spanning Gebhardt Creek all to RMOW Valley Trail standards; and
  - Restoration of the existing cabin and barn and relocation of the cabin to the new park

# Discussion – Density Summary

	RZ1157 Proposal
Market Tourist Accommodation	11 3-B/R TA townhomes @ 191 m <sup>2</sup>
Market Residential	11 3 – B/R market residential townhomes @ 191 m <sup>2</sup>
Total Market GFA	4202 m <sup>2</sup>
Employee Housing	21 units (applicant proposed to maintain one unit for on-site staff) 12 2 – B/R @ 58 to 65 m <sup>2</sup> 9 3 –B/R @ 141 m <sup>2</sup> Note: exact sizes of units will be further developed in the detailed design.
Total Employee GFA	2000 m <sup>2</sup>
Amenity Building / Check in Facility m2	40 m <sup>2</sup>
2 Auxiliary Buildings	56 m <sup>2</sup> each per Part 5 general regulations

# Discussion – Dedications Summary

<p><b>Proposed Land Acquisition</b></p>	<p><b>1. Park Dedication:</b></p> <ul style="list-style-type: none"> <li>- Hillman cabin site: (0.877 Ha) and riparian areas (0.563 Ha)</li> <li>- <u><b>Total: 1.44 Ha</b></u></li> </ul> <p><b>1. Future Housing Site:</b></p> <ul style="list-style-type: none"> <li>- Propose to dedicate area at site entrance to WHA for future housing.</li> <li>- <u><b>Total: 0.509 Ha</b></u></li> </ul>
<p><b>Total Dedications</b></p>	<p><u><b>1.95 Ha</b></u> (50% of parent parcel)</p>
<p><b>Public Recreation Infrastructure</b></p>	<p>Construction of illuminated Valley Trail to lands beyond, enabling the future West Side Connector.</p> <p>New bridge to Valley Trail standards</p> <p>Move and restore building to ensure no further RMOW investment required</p> <p>Restore existing barn as above</p>

## Discussion – Advisory Design Panel Review

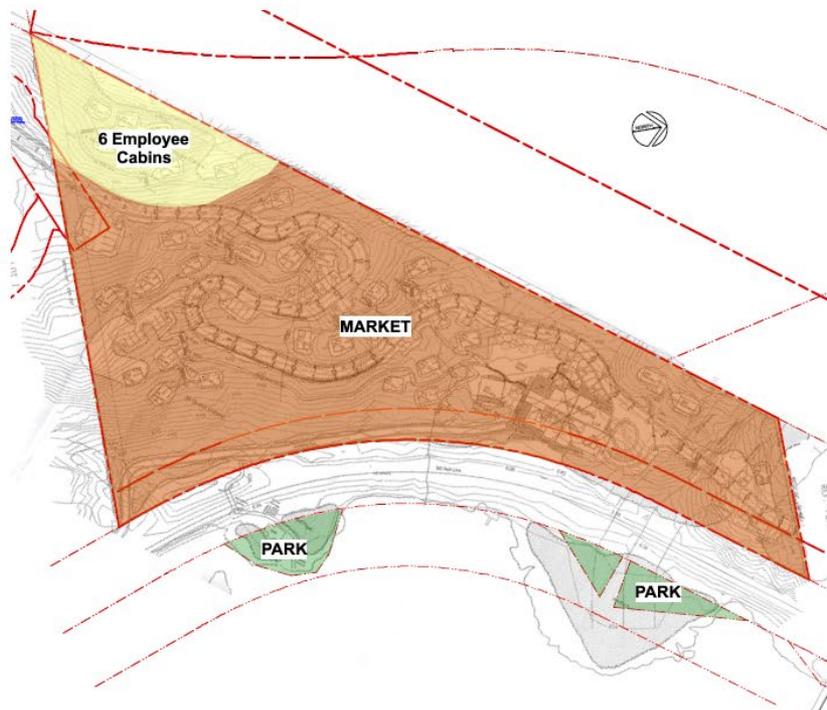
The project was presented to the Advisory Design Panel (ADP) at their May 5, 2020 meeting for preliminary review of the site planning, screening, and circulation. The Panel expressed support for the project and passed the following resolution:

*“That the Advisory Design Panel supports the concept as proposed in regard to the site planning and general location of the building modules on site. Consideration should be given as the project progresses in detailed design to providing view opportunities to and from the site, to the lake and valley trail. Consideration should be made in ensuring adequate spacing between building modules to provide landscaping to suit the setting. Applicant to return to panel for consideration of detail design.”*

# Site Photo



# Diagrams – Land Use Analysis



PREVIOUS DEVELOPMENT: PROPOSED LAND USE

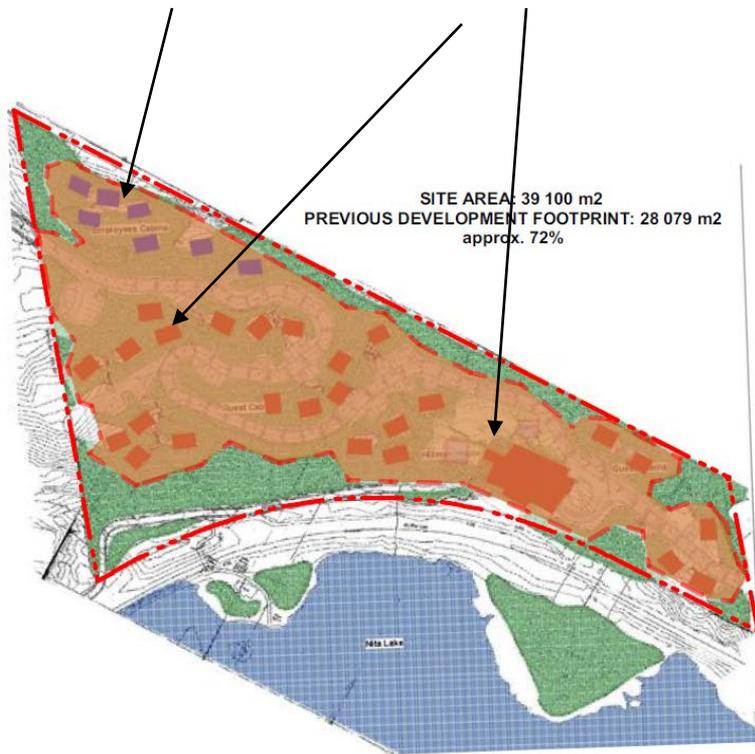


PROPOSED DEVELOPMENT: PROPOSED LAND USE

# Diagrams – Development Footprint Comparison

7 Employee  
Cabins - Purple

25 TA Cabins plus 7  
Room Hotel - Orange



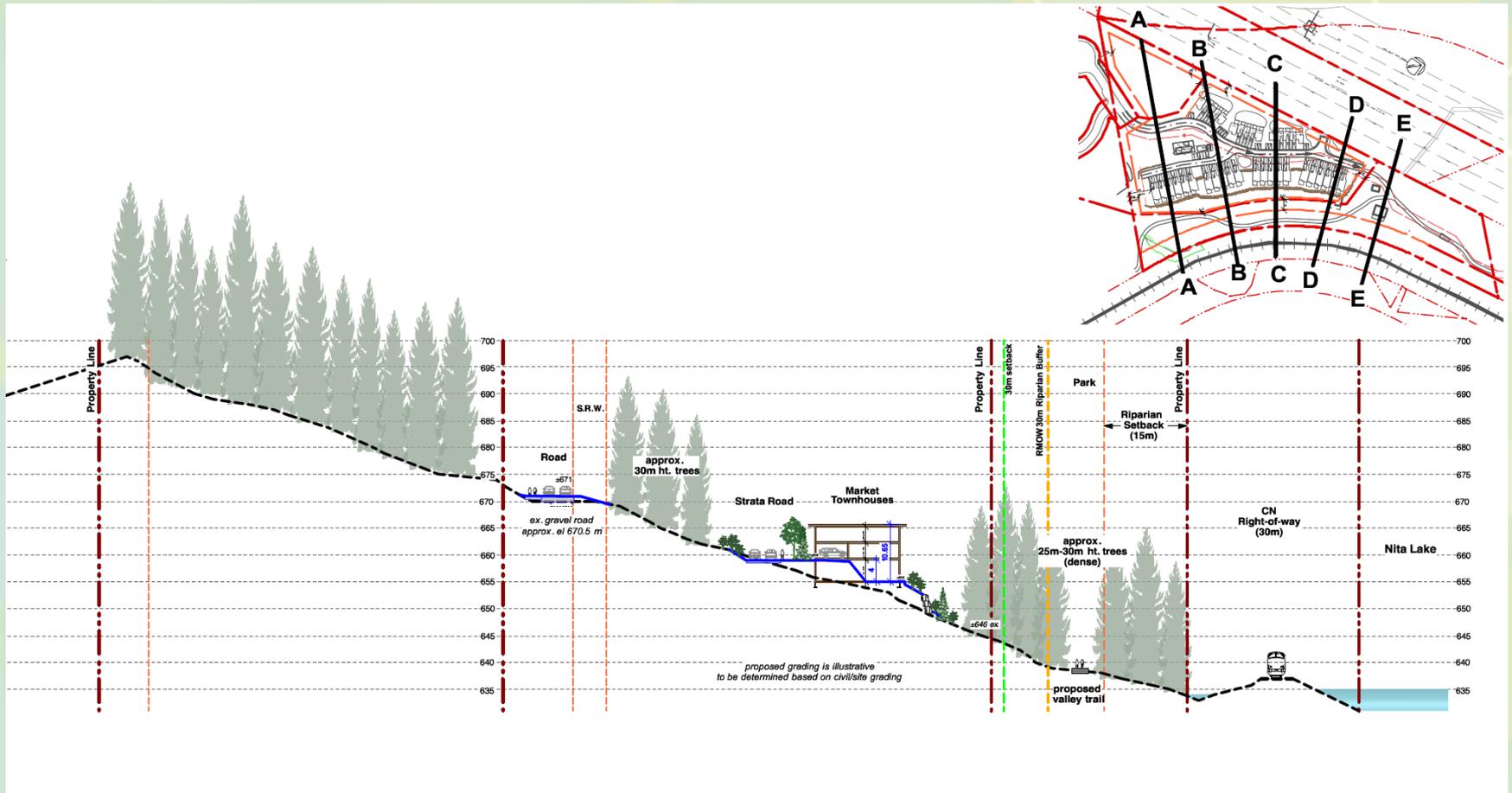
Original TA17 Concept



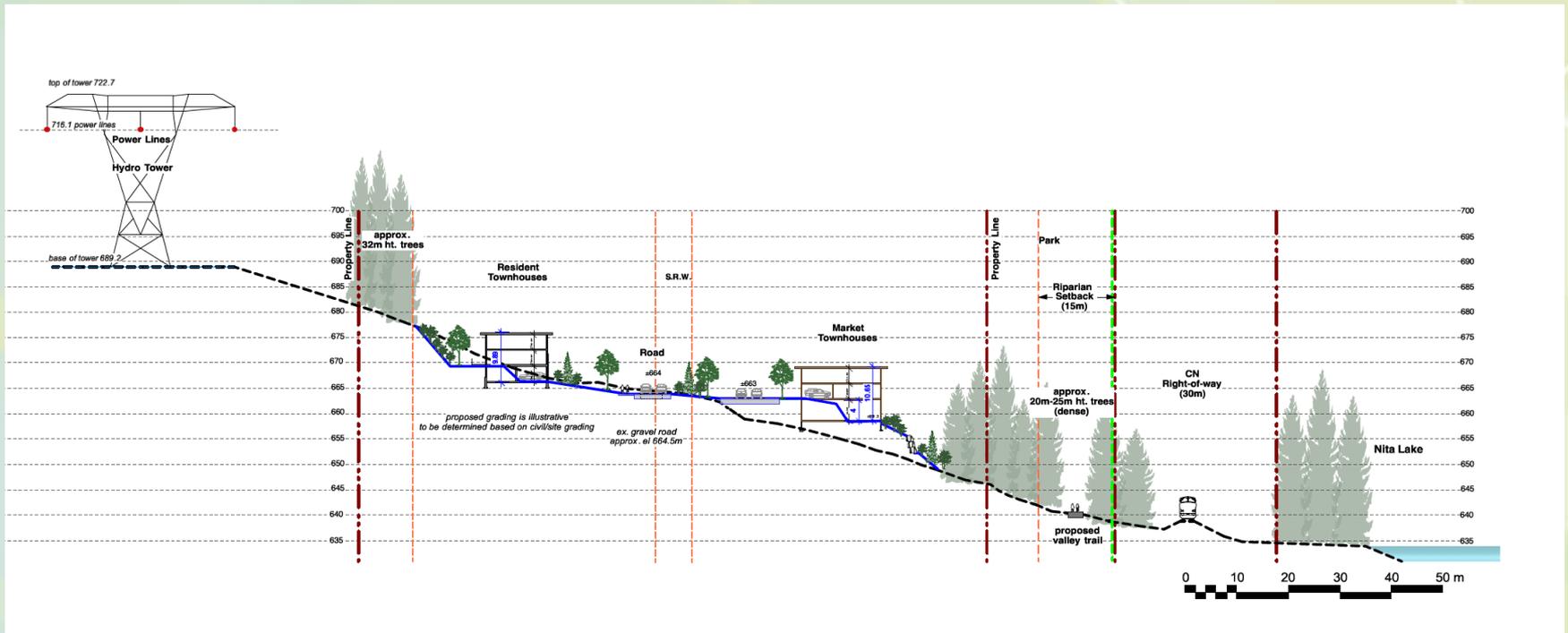
RZ1157 Proposal



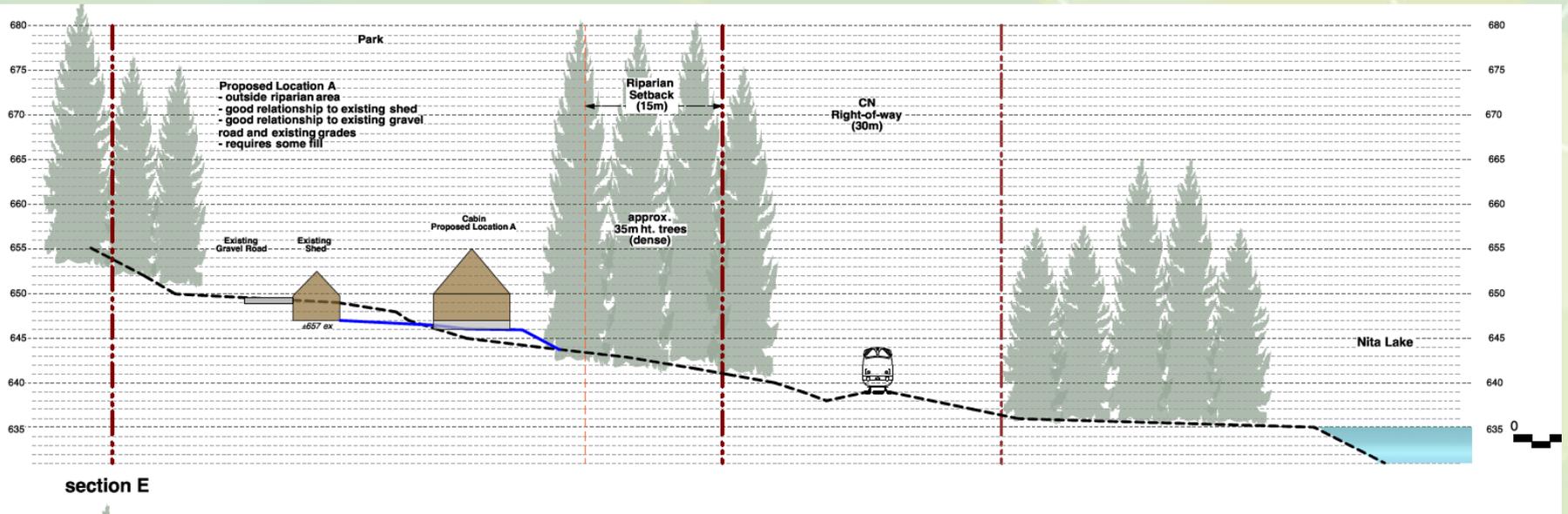
# Diagrams – Site Sections



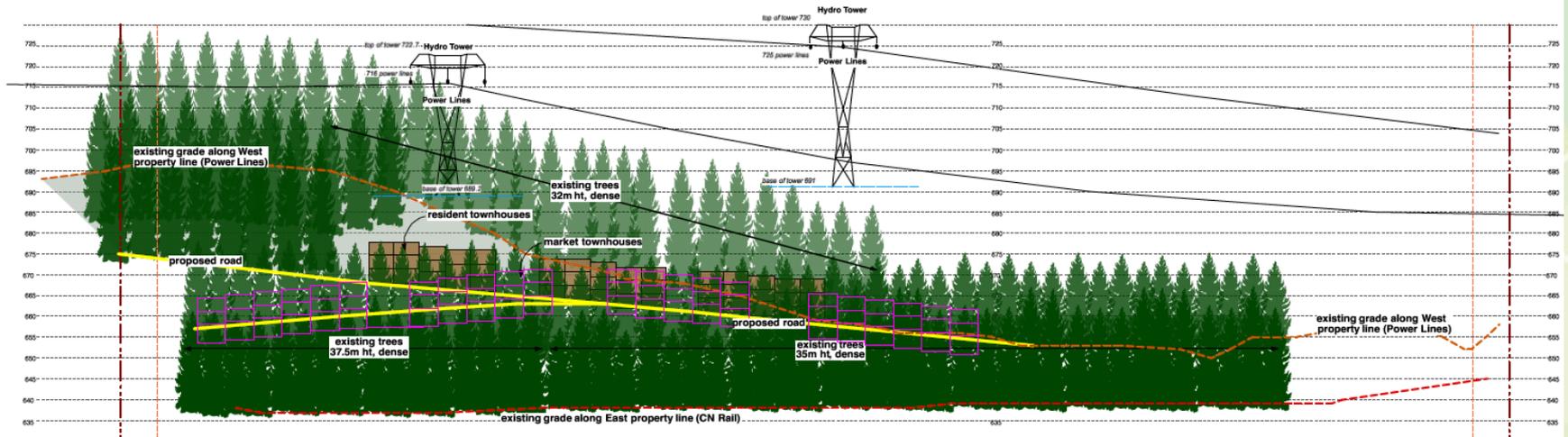
# Diagrams - Site Sections



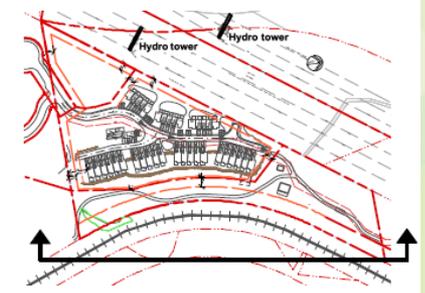
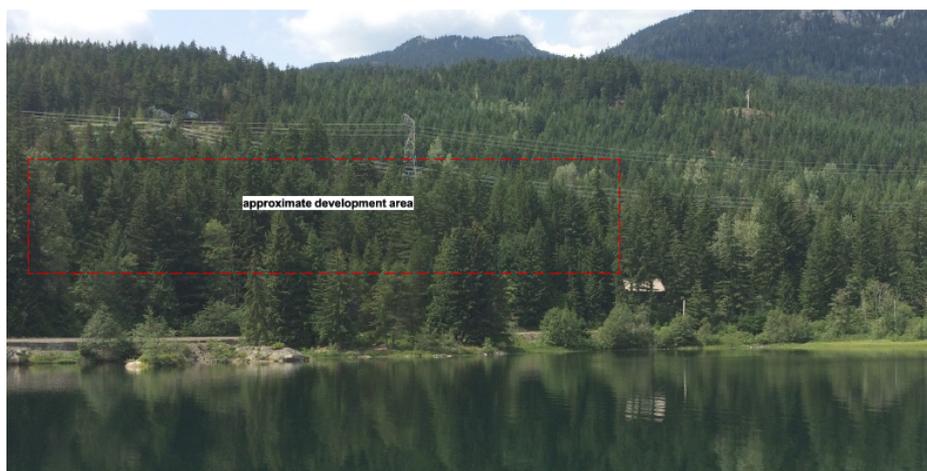
# Diagrams – Site Sections



# Diagrams – View Analysis



illustrative elevation (view looking west from Nita Lake)

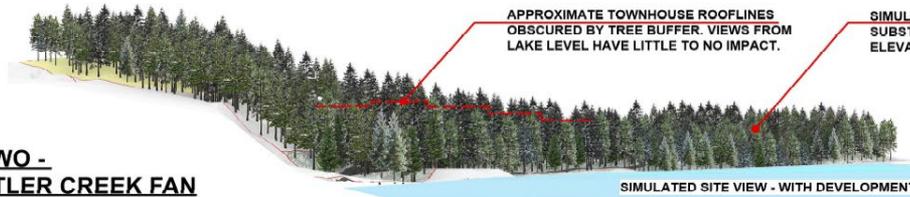


# Diagrams – Massing Studies

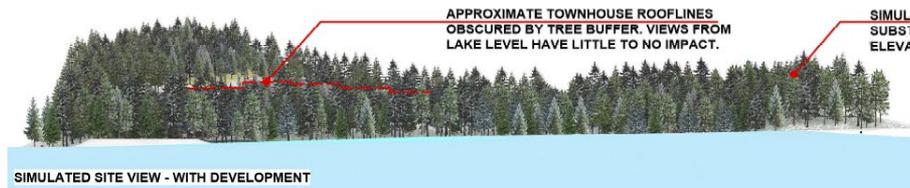
## KEY VIEW ONE - FROM NITA LAKE LODGE DOCK



## 3D VIEW SIMULATION

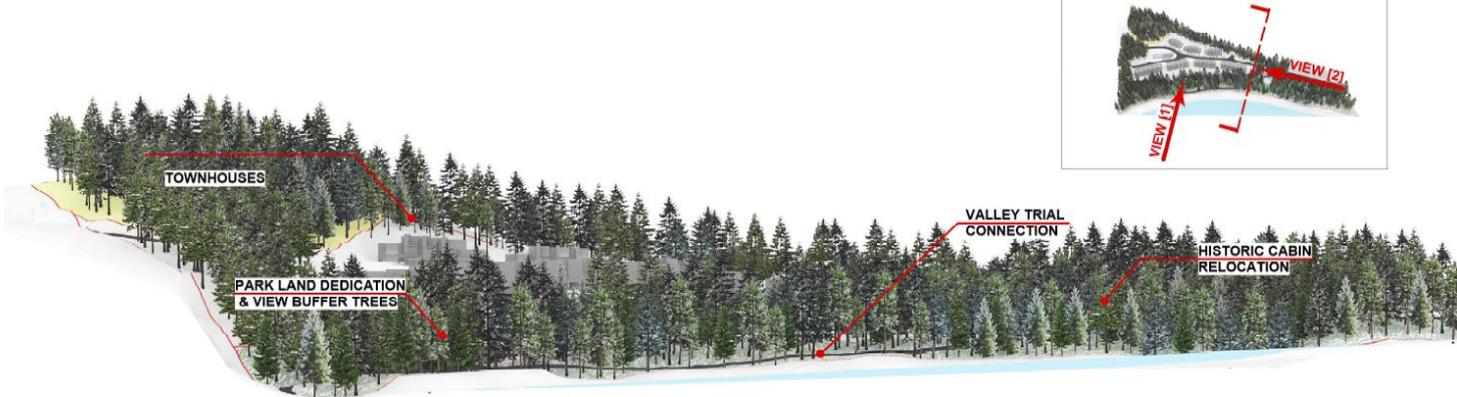


## KEY VIEW TWO - FROM WHISTLER CREEK FAN

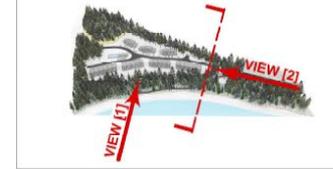


# Diagrams – Massing Studies

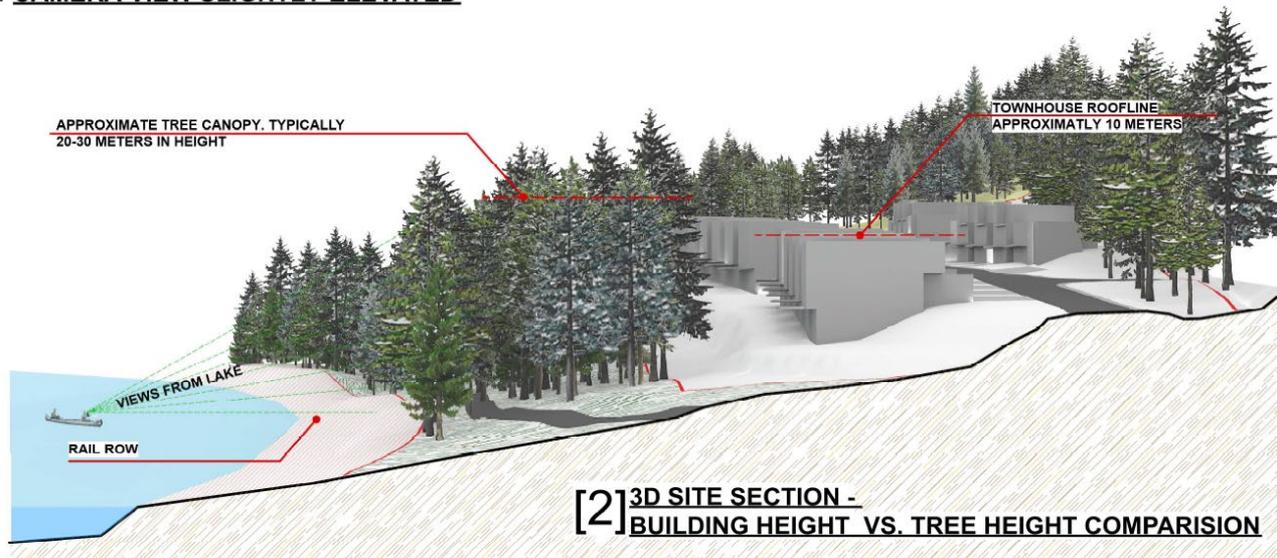
## VARIOUS 3D MASSING VIEWS



## VIEW LEGEND



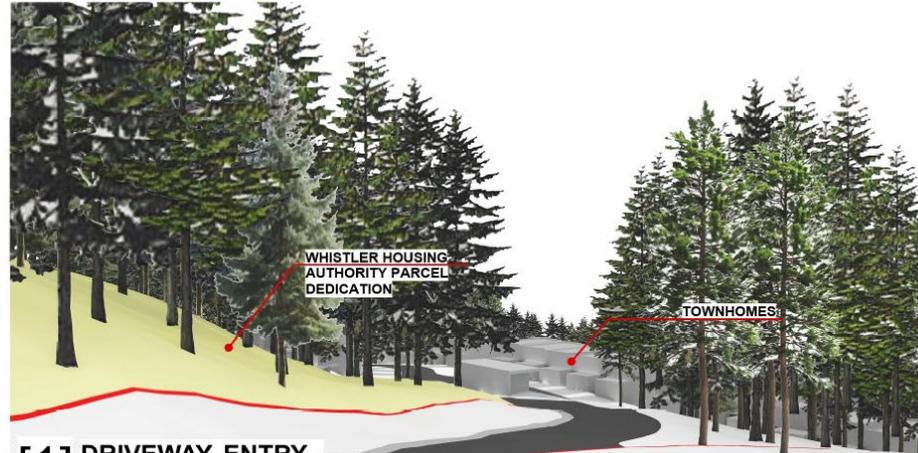
## [1] ILLUSTRATIVE VIEW ACROSS NITA LAKE - CAMERA VIEW SLIGHTLY ELEVATED



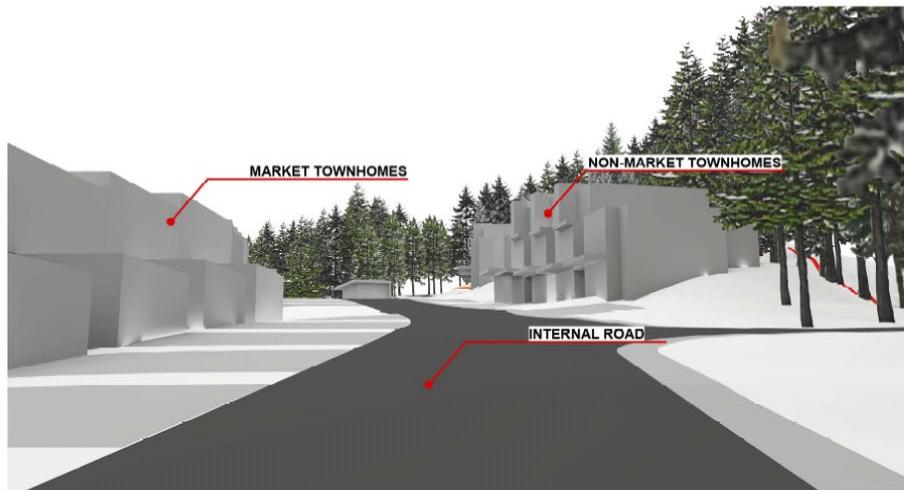
## [2] 3D SITE SECTION - BUILDING HEIGHT VS. TREE HEIGHT COMPARISON

# Diagrams – Massing Studies

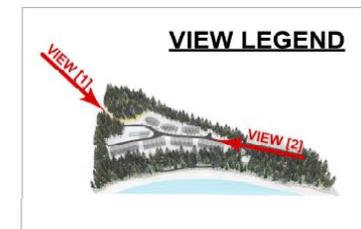
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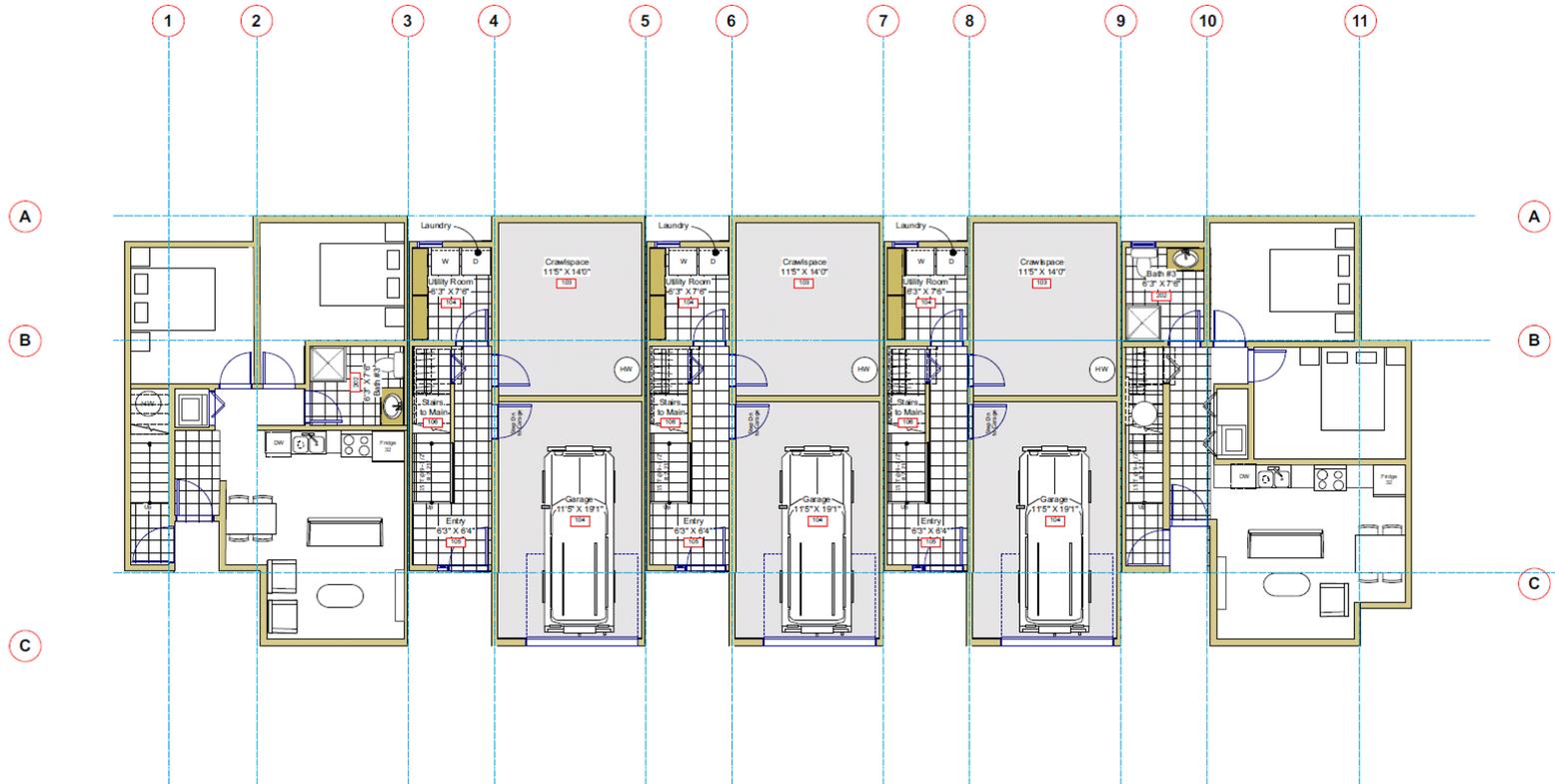
[1] DRIVEWAY ENTRY -  
VIEW FROM NITA LK. ESTATES



[2] INTERNAL VIEW -  
VIEW SOUTH ON DRIVEWAY



# Diagrams - Employee Unit Plans



Hillman Lodge - Resident Townhouses  
Lower Floor Plan

March 5th, 2020

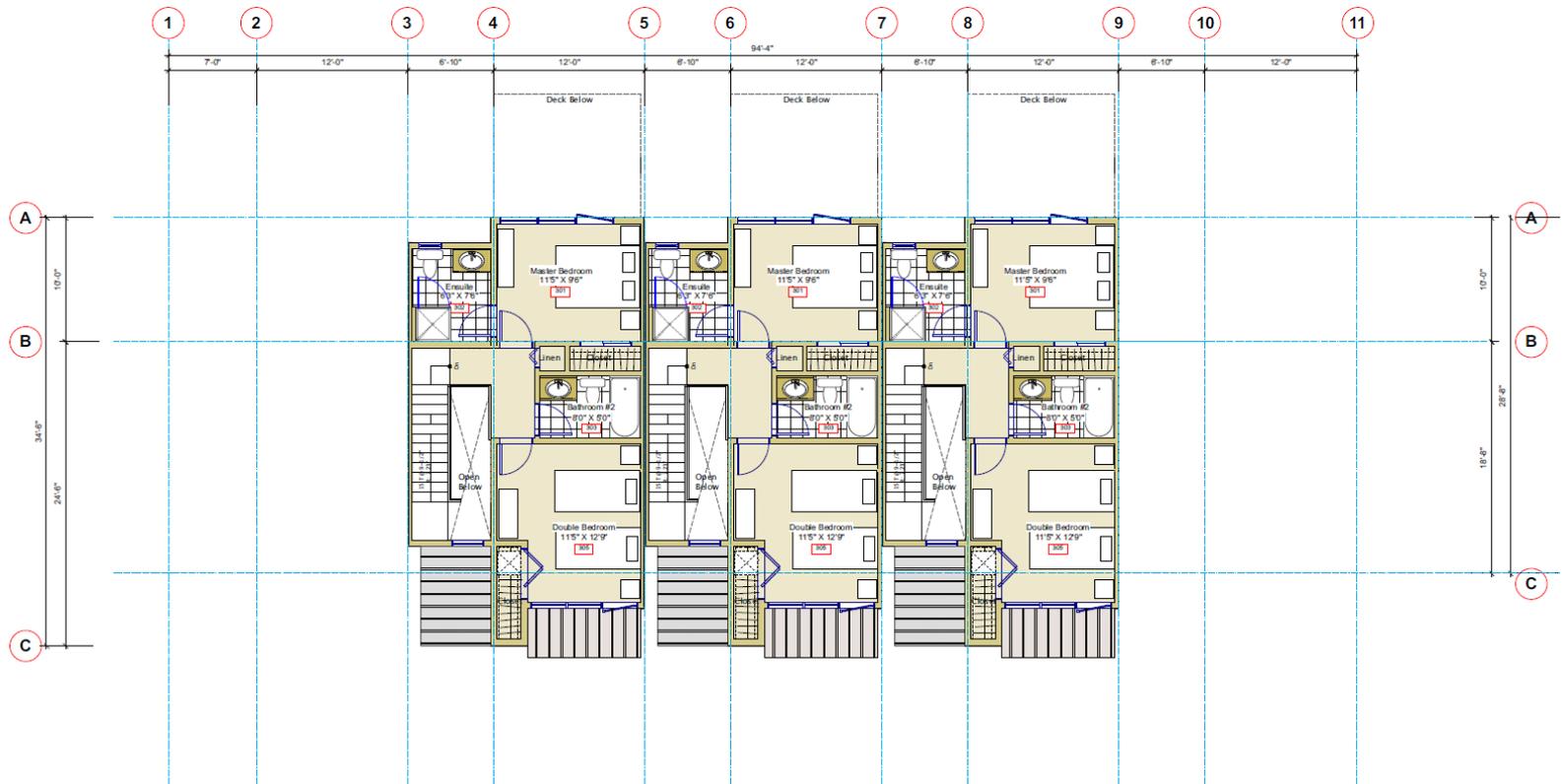
# Diagrams - Employee Unit Plans



Hillman Lodge - Resident Townhouses  
Main Floor Plan

JULY 31, 2018

# Diagrams - Employee Unit Plans



Hillman Lodge - Resident Townhouses  
Upper Floor Plan

March 5th, 2020

# Bed Unit Allocation

- Employee Bed Units represent 65 % of increase.
  - All 21 units will now be available to the Whistler workforce community whereas under the current TA17 zone zero were available.

	Covenant BT215121 and TA17 Zone	RZ1157 Proposal	Increase
<b>Market BU</b>	64 BU per covenant (this is the governing value)  96 BU per zoning (Covenant governs)	22 x 4 BU = 88 BU	24 BU
<b>Employee BU</b>	7 x 4 BU = 28 BU  (not counted in 2003)	9 x 4 BU = 36 BU  <u>12 x 3 BU = 36 BU</u>  EBU Subtotal: 72 BU	44 BU
<b>Total</b>	92 BU	160 BU	68 BU

# Other Policy Consideration

- **Proposal is considered consistent with:**
  - Existing Official Community Plan (OCP) - Bylaw No 1021, 1993
    - Pending Official Community Plan - Bylaw No 2199, 2018 will need to have the Land Use Map amended to reflect the Market Housing Component. The Employee Housing and Tourist Accommodation components are currently shown.
  - PSEHI Guidelines
  - Whistler 2020
- **Development Permit:**
  - Staff are working with the applicant to achieve a high standard of quality in design and construction of the new buildings.
  - Statutory Development Permit Process will define project built form in detail.
  - Will be further assured through a development covenant tying works on the lands to approved concept.
- **Green Building Policy G-23**
  - A covenant will be required to ensure the new building is developed in accordance with Whistler's Green Building Policy objectives.
- **Proforma:**
  - Project has received a favourable third party proforma review.
- **Existing Development Covenant BT215121 will need to be amended to reflect revised scheme.**

# Other Policy Consideration

- Revised Development Agreement, Housing Agreement, and Housing Bylaw:
  - Staff are working with applicant to secure details with respect to this project, including detail design and restrictions on sales rates and occupancy of employee housing units.
  - These items need to be secured by agreements with property owner (development agreement and housing agreement) and entered into as a “prior to adoption” condition and registered on title in favour of the RMOW.
  - A separate bylaw is needed to authorize housing agreement provisions.
    - A separate report outlining the provisions and associated housing agreement bylaw will be brought forward for Council consideration.

# Next Steps

- **Receive and Review Development Permit Application**
  - Detail site and building design including green building, park design and second (detailed) review by Advisory Design Panel
  - Analysis of project to all applicable Development Permit Guidelines
- **Prepare Housing and OCP Bylaws**
  - To secure and register housing agreement and
  - To amend OCP Land Use Map
- **Agreements**
  - Register revised Development Agreement Covenant restricting development on site to the approved plan, requiring completion of all Council conditions, and ensuring environmental protection.
  - Register Housing Agreement restricting use, occupancy, and sales rates of Employee Units.

# Community Engagement

- Rezoning Application sign is posted on property.
- Per PSEHI Guidelines, public information meetings were held October 24, 2019:
  - ✓ Whistler Conference Centre
  - ✓ Athlete's Centre – Cheakamus Crossing
- Public expressed concerns regarding:
  - ✓ increase in density,
  - ✓ tourist accommodation use,
  - ✓ loss of forestation,
  - ✓ traffic impacts, and
  - ✓ views from across the lake
- Correspondence received from the public will become part of the rezoning application file for Council consideration.
- Any proposed zoning amendment is subject to a public hearing adhering to statutory public notice requirements, prior to Council consideration of third reading.

# Recommendation

**That** Council consider giving first and second readings to “Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020”;

**That** Council authorize staff to schedule a public hearing for “Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020”;

**That** Council direct staff to advise the applicant that before consideration of adoption of “Zoning Amendment Bylaw (5298 Alta Lake Road) No. 2283, 2020”, the following matters must be resolved to the satisfaction of the General Manager of Resort Experience:

1. Registration of a development covenant in favour of the Resort Municipality of Whistler (“RMOW”) to secure development on the lands consistent with the terms described in this report and development permit plans to be finalized prior to adoption;
2. Registration of a housing agreement in favour of the RMOW to regulate purchase rates and to define qualified employees;
3. Registration of a green building covenant consistent with *Council Policy G-23: Green Building Policy*;
4. Receipt of development plans for the proposed park;
5. Submission of a waste and recycling plan consistent with “Solid Waste Bylaw No. 2139, 2017”;
6. Modification of existing covenant BT215121 currently registered on title to reflect the revised development scheme;
7. Confirmation that a Riparian Areas Assessment report regarding Gebhart Creek has been submitted to and approved by the Provincial Authority; and further

**That** Council authorize the Mayor and Municipal Clerk to execute the necessary legal documents associated with this application.