

**Date:** November 7, 2017

**To:** Nikki Gilmore, Chief Administrative Officer

**From:** Lisa Pedrini, Senior Planner

**Subject:** Major Development Permit Application No. 009  
Development Variance Permit Application No. 119  
1350 Aster Street (SLRD Offices)

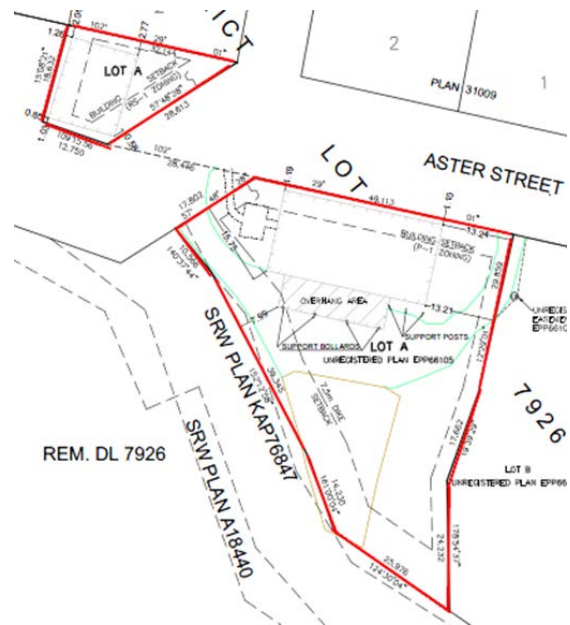
## PURPOSE

The purpose of this report is to present to Council, for their consideration, an application for a Major Development Permit (DP Area No. 4 – Form and Character) and a Development Variance Permit received from the Squamish-Lillooet Regional District to facilitate an office renovation and parking lot expansion at 1350 Aster Street.

## BACKGROUND

On August 31, 2017, the Village received an application for a Development Permit from Lynda Flynn, Agent for the Squamish-Lillooet Regional District (SLRD). The SLRD has essentially “outgrown” their office space and therefore is proposing an extension in order to improve the overall function and activities on site. The subject property is jointly owned by the Village of Pemberton (72%) and the SLRD (28%). The Development Permit application includes a request for a variance to exclude the requirements for a paved/hard-surfaced off-street parking lot.

Recently the BCR Lands adjacent to the property located at 1350 Aster Street were approved for subdivision in order to consolidate a portion of the adjacent property, previously owned by BC Rail Properties, with the existing holding. The additional land was purchased to allow for this extension and expansion of the SLRD parking lot.



The application was referred internally to Staff and the Advisory Design Review Committee (ADRC). This report summarizes all applicable comments received.

## DEVELOPMENT PROPOSAL

The following provides an overview of the development proposal:

- a) **Location:** The subject property is located at 1350 Aster Street and is legally described as Lot A, DL 7926, LLD, Plan EPP66105.

The site currently houses the Squamish-Lillooet Regional District (SLRD) Offices on the second floor, Pemberton Fire Rescue (Fire Hall) on the ground level and the Village of Pemberton Public Works yard on the hooked portion on the north-west side of Aster Street. The newly consolidated site measures 310 m<sup>2</sup> in area and adjoins commercial property on the east and north, and Pemberton Creek on the west.

- b) **Development:** The proposal is to expand and renovate the SLRD component of the building located on the second floor above the Fire Hall. The building will be upgraded in three areas:
1. Upper floor expansion of the south-east corner to add several more office spaces;
  2. New front lobby reception area on the west side main entrance;
  3. New permanent storage component at grade on the south-east corner of the new extension.

The proposal drawings are attached as **Appendix A**. The submission notes that this proposal will add a new dimension of efficiency to the Regional District facility, function and operations; improving the functioning of the existing building which will continue to serve and benefit the community for the years to come.

- c) **Site Plan:** The site plan shown below indicates the location of the building and parking expansion. The total area of building expansion measures 205.4 m<sup>2</sup> (2210.88 sq. ft.). No changes to solar exposure, site circulation or view corridors are anticipated.



- d) **Built Character:** The built character of the site will not change. The proposed addition will blend into the existing built form and all structural, mechanical and electrical components will be integrated. Blank walls will be avoided; the new spaces will feature windows, clean lines and detail and finishing to match the existing. The front lobby addition (approximately 171 sq. ft.) will be accommodated by a surrounding deck, providing a pleasant patio for staff and guests to enjoy outdoor space. The roof lines on the new extension will match the existing building as shown in Figure 1 and 2 below.

Figure 1: North Elevation



Figure 2: South Elevation



- e) **Construction Materials:** The proposal states that exterior materials, finishes and detailing will match the existing building in all respects; in other words, the finishing will be indistinguishable from the existing form. However, the new materials will comply with the BC Building Code in terms of energy conservation and efficiencies, including rain screen concepts and details. The submission notes that building materials were chosen to be sufficiently durable to withstand Pemberton's variable climate and to comply with the DP Area No. 4 (Downtown Revitalization) guidelines that recommend nature's spectrum of earth hues and natural colours.
- f) **Streetscape Improvements & Landscaping:** The application states that most natural and landscaped features will be either preserved or matched and that approximately six (6) trees will be removed to accommodate an enlarged parking area. A landscaping plan has been submitted and is attached as **Appendix B**.
- g) **Circulation & Parking:** Access to the site will remain off Aster Street. Vehicular circulation through the site has not changed. The main pedestrian access to the development is raised from the existing street level and is accessed through two (2) sets of stairs (front and back) and a wheelchair accessible ramp and two (2) additional accessible parking stalls. The plans note that the existing wheelchair access will be upgraded to comply with BC Building (BCBC) Code 2012.

### Figure 3: Parking Plan



The parking area has been enlarged by approximately 75 m<sup>2</sup> which will change the topography of the site (levelled). A concrete or dry-stack retaining wall of approximately 1.2 m by 25 m will line a portion of the property's east boundary.

A **variance** is being requested from Section 509 *Zoning Bylaw No. 466, 2001* – Parking Design Criteria, Section 509 (i) and (iii). The applicants are requesting to maintain the current asphalt and gravel wear surfaces thus being relieved of the requirement to surface the area with a permanent hard surface of asphalt, interlocking paving stone or similar pavements as to provide a surface that is durable and dust-free for the purpose intended and be relieved of having to demarcate the individual parking spaces. A Draft Development Variance Permit has been attached as **Appendix C**.

A rationale for the variance request was provided by the applicants. The application notes that currently, the parking area is a mix of asphalt and crushed rock/gravel which the applicant contends provides adequate surfaces to maintain the existing surface and has not posed dust or erosion nuisance issues affecting neighbouring property owners. Moreover, the applicants state that the gravel surface assists with storm water management and will not introduce the same tar, resin and oil residue contaminants in the surface or ground water that may be expected from a new asphalt surface. The application also states that the proposed layout will be configured with wheel stops and curbs in such a way as the user will understand the configuration and parking and movement patterns without lines on pavement.

## DISCUSSION AND REFERRAL COMMENTS

### 1) Development Services

*Land Use* - The subject land is currently designated "Downtown" in the Official Community Plan Bylaw No. 654, 2011. Civic and Assembly Uses are provided for in the "Downtown" Land Use designation.

*Zoning* - The subject property is split zoned P-1 (Public) and C-1 (Town Centre Commercial). The existing parcel containing the building is zoned P-1; the portion that was recently purchased from BCR Properties is zoned C-1. (The Village will be amending the zoning map with respect to the entire property to the Public zone as part of the Zoning Bylaw Review.)

The following is an assessment of the proposal in the context of the Zoning Bylaw requirements:

- a) The use of the building (Civic) complies with the list of Permitted Land Uses of both the C-1 Zone and the P-1 Zone. The P-1 Zone also permits Assembly, which complies with that portion of the building housing the Board Room.
- b) The height of the new additions will be in keeping with the existing building (7.19 m) and therefore comply with the 10.5-metre **maximum height** restriction.
- c) The new additions comply with the rear, exterior and interior **setback** requirements of the applicable zones. The front setback is considered grandfathered, and is not changing.

Zoning Provision	C-1 Required	Provided	P-1 Required	Provided
Min. Front Setback	0 m	n/a	5 m	No Change
Min. Rear Setback	4.5m	28.6 m	3 m	n/a
Min. Side Setback	0 m	0 m	3 m (Exterior) 3 m (Interior)	3.67 m 12.31 m

- d) The building will cover 33% of the lot and therefore complies with the 50% **maximum lot coverage** requirement.

- e) Based upon the requirement noted in Section 500 - Off-Street Parking Spaces, Public Use requires one (1) space per 37 m<sup>2</sup> of gross floor area therefore nineteen (19) **parking spaces** are required; the proposal provides twenty-six (26).

*Development Permit (DP) Guidelines* - The OCP designates the subject property as Development Permit Area No. 4 – Downtown Revitalization - in an effort to fulfill the following:

- Enhance Pemberton's authentic identity by providing a framework for the character and form of buildings, landscaping, streetscapes and circulation;
- Create a strong sense of arrival to the Pemberton community through natural and built gateway elements;
- Accommodate and integrate infrastructure needs with parking and transit;
- Showcase and enhance the surrounding natural features, heritage landmarks, open spaces and parks.

Given this DP Area designation, the application must be reviewed in accordance with the Guidelines stated under Section 7.4.2.2 of the OCP. The following is a summary of this review:

- a) *Building Form* – The Building does reflect the scale of the downtown given its adherence to the height requirements. The changes being made are considered harmonious with the existing building in terms of eave lines, materials, soffits and fascia. The new entrance provides a functional roof covering along pedestrian oriented areas to provide protection from the weather.
- b) *Streetscape Improvements and Landscaping* – Streetscape improvements and new landscaping are not a significant component of the project. Given that the development is not a new build, it does not include the provision of new amenities like streetscape fixtures (street lighting, benches, waste receptacles) or site enhancements (water features, public art, etc.) but does provide bike racks. There are no sidewalks and there is minimal pedestrian traffic at this end of Aster Street to warrant streetscape improvements at this time.

In terms of a landscape plan, minimal landscaping improvements are proposed to minimize costs. The proposed front-lobby addition will affect existing landscaping at the front entrance of the existing building, but the building's front deck will be reconstructed and landscaped to match the existing configuration. The existing flag pole and building signage will be preserved. New bicycle parking will be added under the south-east extension.

*Circulation and Parking* – Vehicular access to the site remains in the same location off Aster Street and vehicles will circulate through from west to east in a one-way direction for the time being. The parking lot has been expanded to accommodate twenty-six (26) vehicles, seven (7) spaces in excess of what is required. As part of the expanded parking area, two (2) new spaces have been dedicated as accessible. Pedestrian circulation (i.e. sidewalks) through the parking area of the site is not specified.

The three (3) required wheelchair accessible spaces have been placed in the front of the building close to the accessible ramp.

- c) *Signage and Lighting* – No new Building Signage has been proposed at this time. No major changes to lighting are anticipated; however, some motion-detected lighting improvements will be added along the south-east office space addition. Consideration is needed to provide a sufficiently and safely well-lit parking area and walking corridors to vehicles and property access points.
- d) *Snow Management* - The existing snow management program will be maintained. Snow will be cleared to the outer edge of the parking area and removed by machine/truck if it begins to encroach onto a prominent amount of provided parking. Snow piling will avoid all access points onto/off-of property.
- e) *Crime Prevention Through Environmental Design* - Current features of the building will not be altered.
- f) *Open Spaces* - No new open spaces are planned. The existing front deck will be reconstructed. The proposal states that the new front lobby will provide a much more pleasant and welcoming frontage for visitors and pedestrians and will provide a greatly improved sheltered area from weather elements.

Staff has considered the proposed development permit application and landscaping improvements to 1350 Aster Street, and recommends conditional support for the development permit subject to:

- The provision of a cost estimate of landscaping works and a security deposit (in the form of an Irrevocable Letter of Credit or equivalent) to complete the works. The landscaping plan should include some method of irrigation and conform to the Village's Plant List;
- Any proposed future building signs must conform to the Village of Pemberton Sign Bylaw, as amended from time to time.

## 2) Public Works / Engineering

Public Works and the Village's engineering consultant (ISL Engineering) did a preliminary review of the application.

- **Grading:** Formal grading plan complete with engineered retaining wall design is required.
- **Drainage:** Formal stormwater management plan is required.
- **Servicing:** As no new servicing connections are necessitated, no comments or requirements were identified.
- **Variance:** With respect to the requested variance, the Village can advise that the subject property is located at the outermost boundary of the Pemberton Creek

aquifer. The Village has confirmed that at this location, the type of parking lot surfacing (i.e. asphalt, concrete, interlocking paving stones, or crushed gravel) will not impact the aquifer given the distance of this site from the actual well head.

## 2) Fire Chief

The application was reviewed by the Village Fire Chief and the following concerns were raised:

- The proposed storage area located at grade below the rear addition would prevent the use of the fire hall's rear exit door. In addition, access to the fire department's outside fenced storage area would also be negatively impacted by the siting of the proposed storage area. As a result, the proponents have identified that they address both of these concerns with a new rear exit and new gate for the fenced storage area.

## 3) Advisory Design Review Commission (ADRC)

At a meeting held September 27, 2017, staff presented the application to the ADRC. A representative from the SLRD was present to answer questions. The Commission members discussed the application and felt that the proposal is consistent with the form and character of the existing building. There was no concern from the ADRC over the gravel parking area due to its secluded/private location.

*It was Moved/Seconded*

**THAT** the Advisory Design Review Commission recommend to Council to support the SLRD Major Development Permit application to facilitate an expansion to the offices at 1350 Aster Street as presented, including support for the parking variance request.

CARRIED

Minutes of this meeting are attached as **Appendix D**.

## COMMUNICATIONS

A Development Permit application requires that a Project Information Sign be placed on the site as per Schedule "G" of the Village's *Development Procedures Bylaw No. 725, 2013*, which has occurred.



Furthermore, as per *Bylaw No. 725, 2013*, Schedule "I", step #4 and #5, a DP Application can require a communication element in the form of public information meeting if Council decides it is necessary.

A Development Variance Permit requires that the Village prepare public notification in the form of a letter mailed to adjacent property owners within a 100 m radius of the subject property notifying them of Council's intention to consider a variance request, as per Section 7.5 of *Development Procedures Bylaw No. 725, 2013* and the *Local Government Act*.

The Village received one response from an adjacent land owner, noting opposition to the variance request and requesting Council to deny the application.

### **LEGAL CONSIDERATIONS**

Development Permits are issued by resolution of Council as per Section 490 of the *Local Government Act RS2015 (LGA)*. The processing of a Development Permit application is regulated by Sections 490 – 491 of the *LGA* and by the *Village's Development Procedures Bylaw 725, 2013*, as amended from time to time.

Development Variance Permits are issued by resolution of Council as per Section 498 of the *Local Government Act RS2015 (LGA)*. The processing of a Development Variance Permit application is regulated by Sections 498 – 499 of the *LGA* and by the *Village's Development Procedures Bylaw 725, 2013*, as amended from time to time.

### **IMPACT ON BUDGET & STAFFING**

All costs associated with the processing of this application, including Staff time, are recoverable from the applicant's fees as per the Village of Pemberton *Development Procedures Bylaw 725, 2013*, as amended from time to time.

### **INTERDEPARTMENTAL IMPACT & APPROVAL**

There are no interdepartmental impacts or approvals required respecting the processing of this application as it is a function of the Operations and Development Services Department.

### **IMPACT ON THE REGION OR NEIGHBOURING JURISDICTIONS**

A review of this application has an impact on the location of the Squamish-Lillooet Regional District administrative function as it applies to the region and neighbouring jurisdictions.

### **OPTIONS FOR CONSIDERATION**

- Option One:** That Council approves the Development Permit application, subject to the stated conditions, but not approve the variance request.
- Option Two:** That Council approves the Development Permit subject to the stated conditions and approves the variance request.
- Option Three:** That Council neither approve the Development Permit nor the variance request.

### **POTENTIAL GOVERNANCE CONSIDERATIONS**

Review and consideration of the SLRD Development Permit and Development Variance Permit Application meets with:

**Strategic Priority No. Three:** Excellence in Service through the continuation of delivering quality municipal services by processing development applications efficiently.

**RECOMMENDATION**

**THAT** the Development Permit Application No. 009 (1350 Aster Street) be approved subject to the following conditions:

- That a formal grading plan with engineered retaining wall design be submitted to the satisfaction of the Village Engineer;
- That a formal stormwater management plan be submitted to the satisfaction of the Village Engineer;
- That an estimate of landscaping works and security deposit (in the form of an Irrevocable Letter of Credit or equivalent) to complete the works be submitted; and
- That any proposed future building signs receive a Sign Permit in conformance to the Village of Pemberton Sign Bylaw;

**AND THAT** Council provides direction on Development Variance Permit Application No. 119 (1350 Aster Street).

**Attachments:**

Appendix A: Building Addition Plans  
Appendix B: Landscape Plan  
Appendix C: Draft DVP No. 119  
Appendix D: ADRC Minutes

Submitted by:	Lisa Pedrini, Village Senior Planner
Manager Approval by:	Tim Harris, Manager of Operations and Development Services
CAO Approval by:	Nikki Gilmore, Chief Administrative Officer