



AGENDA

WHISTLER

COUNCIL WORKSHOP
A SPECIAL MEETING OF COUNCIL
TUESDAY, SEPTEMBER 21, 2010 STARTING AT 2:00 PM

In the Franz Wilhelmsen Theatre at Maurice Young Millennium Place
4335 Blackcomb Way, Whistler, BC V0N 1B4

APPROVAL OF AGENDA

Approval of the Council Workshop agenda of September 21, 2010.

ADOPTION OF MINUTES

Adoption of the Council Workshop minutes of June 15, 2010.

PRESENTATION/DISCUSSION

- | | |
|-----------|---|
| 2:00 p.m. | Review Agenda |
| 2:05 p.m. | Growth Management: Background Presentation |
| 2:15 p.m. | Small Table Deliberations |
| 3:00 p.m. | Growth Management Roundtable |
| 3:45 p.m. | Move Forward Draft Growth Management Principles |
| 3:50 p.m. | OCP Update Progress Report |

ADJOURNMENT



WHISTLER

MINUTES

COUNCIL WORKSHOP

A SPECIAL MEETING OF MUNICIPAL COUNCIL
TUESDAY JUNE 15, 2010, STARTING at 2:00 pm

In the Franz Wilhelmsen Theatre at Maurice Young Millennium Place
4335 Blackcomb Way, Whistler, BC V0N 1B4

PRESENT

Mayor K. Melamed

Councillors: R. Forsyth, G. Lamont, T. Milner, C. Quinlan, T. Thomson,
E. Zeidler

General Manager of Policy and Program Development, M. Vance
General Manager of Resort Experience, J. Jansen
General Manager of Environmental Services, H. Kim
General Manager of Community Life, B. MacPherson
General Manager of Economic Viability, L. Landry
Manager of Development Services, J. Paul
Manager of Resort Planning, M. Kirkegaard
Manager of Community Planning, B. Brown
Resort Planner, F. Savage
Resort Planner, S. McJannet
Parks Planner, K. McFarland
Communication Specialist, M. Darou
Community Engagement Strategist, K. Damaskie
Official Community Plan Update Assistant, C. Daniels
Acting Corporate Officer, L. Schimek
Recording Secretary, A. Winkle

Whistler Centre for Sustainability:
Whistler2020 Sustainability Coordinator, N. Devine
Executive Director, C. Ho
Senior Planner and Manager, Advisory Services, M. Allison
Strategic Energy & Emissions Manager, T. Battiston

APPROVAL OF AGENDA

Moved by Councillor R. Forsyth
Seconded Councillor T. Thomson

That Council approve the Workshop agenda of June 15, 2010.

CARRIED

ADOPTION OF MINUTES

Moved by Councillor E. Zeidler
Seconded by Councillor T. Thomson

That Council adopt the Council Workshop minutes held April 6, 2010.

CARRIED

Official Community Plan

PRESENTATIONS/DISCUSSIONS

A presentation was given by Mike Vance, General Manager of Policy and Program Development, Kevin Damaskie, Community Engagement Strategist, Naomi Devine, Whistler2020 Sustainability Coordinator, regarding an update of the Official Community Plan (OCP).

Mr. Damaskie presented an update of where the OCP Update is currently within the overall process.

Ms. Darou presented an overview for communications.

Ms. Devine presented on the work of the Whistler Centre for Sustainability and the community engagement strategy.

Mr. Damaskie presented on the following:

- Council's involvement in the OCP Update process,
- Opportunities for future Council participation,
- The role of the Community Advisory Group,
- The principals of the OCP update
- Content Areas of the OCP
 - Intro and Vision
 - Natural Environment
 - Land Use and Development
 - Mobility
 - Climate Action, Energy and Resources
 - Economic
 - Quality of Life
 - Neighbourhoods

Ms. Devine presented on issues to date as a result of the recent Après in Action.

Discussion was held regarding the following topics:

- The rewording of current descriptions of success, and the creation of new descriptions of success.
- The weight of internal and external input, such as community engagement.
- The term "mobility" as a topic area that includes both transportation and infrastructure.
- Land use and land management.
- Après in Action, and recruitment for community members in the future. The suggestion was made to call on specific members of the community for input on the Official Community Plan.
- The terms "world class" and "preferred transportation."
- Representation from groups of faith.
- Facilitator qualifications for the various types of facilitation in the revision process.
- Youth involvement
- Opportunities for Council to reach out to the community for engagements.
- The recent Planning Institute of British Columbia conference. Mark Allison reported on conference topics and integrated community sustainability plans with OCP's, and public engagement.

- Voting of the Community Advisory Groups.
Mr. Damaskie commented that the group will be using Robert's Rules of Order, but that will be striving for consensus rather than majority vote. Councillor Zeidler suggested feedback on specific issues when consensus is not reached as a part of Council briefings.
- Major topics of discussion at Après in Action.

ADJOURNMENT

Moved by Councillor G. Lamont

That Council adjourn the meeting at 3:07 p.m.

CARRIED

Mayor K. Melamed

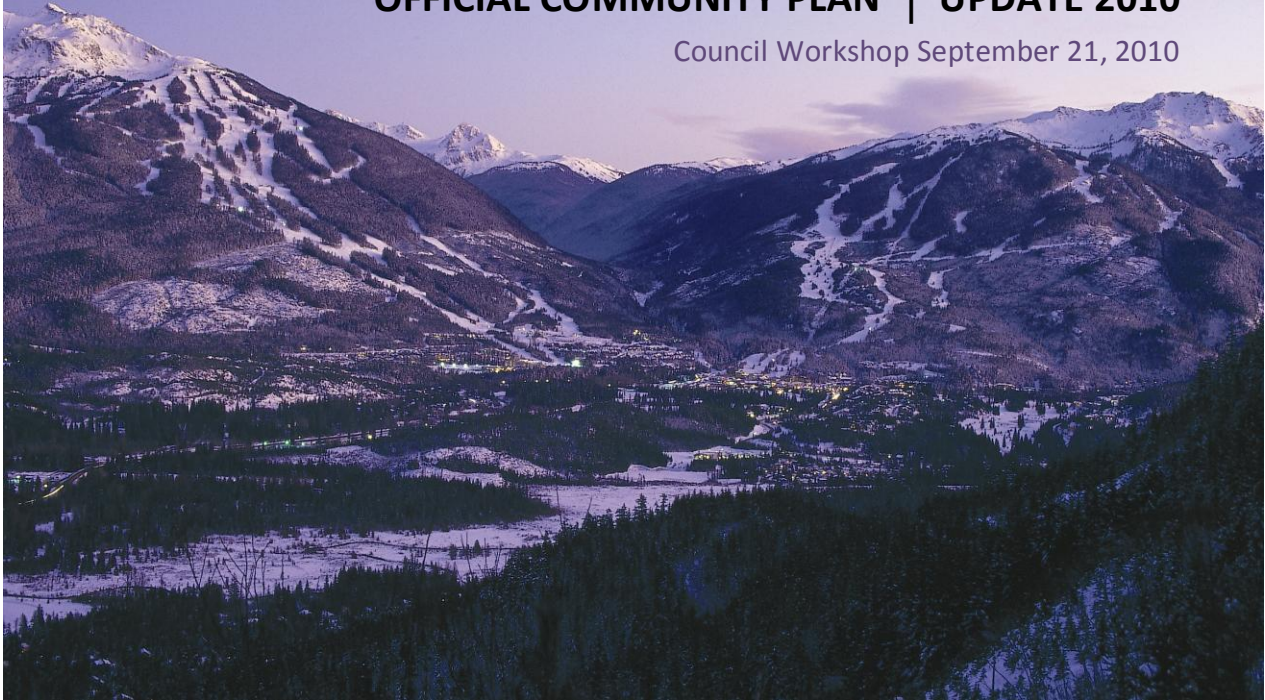
Acting Corporate Officer: L. Schimek



Growth Management Backgrounder

OFFICIAL COMMUNITY PLAN | UPDATE 2010

Council Workshop September 21, 2010



OUTLINE

This backgrounder outlines a framework for addressing growth management in the development of Whistler's updated Official Community Plan. It consists of several sections:

Executive Summary

1. **Policy Context.** This section outlines current policies affecting growth management.
2. **Stakeholder Feedback.** This section summarizes community feedback received to date during the Whistler 2020 Description of Success and the Whistler OCP update process.
3. **Proposed Growth Management Principles.** Based on the policy context, stakeholder feedback, and growth trends, these principles are put forward for discussion by process stakeholders.
4. **Alternative Growth Management Tools.** This is a survey of existing tools and tools identified from current best practices.
5. **Consultation Plan + Next Steps.** This section outlines the process for confirming the growth management approach to be used by staff teams and community working groups in their development of OCP policy chapters.

Appendices

- A. 1993 Comprehensive Development Plan—Growth Management Strategy (Section 4.0)
- B. 2005 Residual Bed Unit and Growth Management Policy G-21
- C. Apres in Action report

Executive Summary

Confirming the overall direction and approach for managing future land use change within the resort community is a critical first step in developing a growth management strategy and land use plan for Whistler's updated OCP. This backgrounder is presented for Council review and serves as a platform for discussion on September 21, 2010.

The backgrounder summarizes Whistler's historic growth management approach and current policy context, and presents a set of growth management principles for initial consideration. These guiding principles are intended to be the cornerstone of the growth management strategy which will be used to advance Whistler's vision, resort community priorities and strategies. The Council workshop will aim to flush out issues relating to growth management and solicit feedback and general agreement on these proposed principles in order to move forward for discussion with the community through the OCP engagement process.

* * * * *

Whistler has long-recognized the need to carefully manage growth to protect the natural, social and built capital of the resort community. Whistler's first OCP (circa 1976) articulated the need to manage resort capacity to ensure that infrastructure met resort community needs. Subsequent OCPs have implemented a progression of growth management policies, placing limits on the municipality's development capacity in recognition of the potential impacts on Whistler's natural environment and quality of experience. These policies and growth limits have also allowed Whistler to effectively target desired development as it has evolved to become a world class four season destination resort community.

Whistler has experienced periods of rapid growth and expansion with the development of commercial accommodation, service infrastructure, seasonal amenities, community facilities and resident housing. Most recently, Games-time infrastructure, competition venues and legacies, as well as two new residential neighbourhoods, have added to the resort community's development footprint.

Whistler's current developed accommodation capacity is 15,380 dwelling/accommodation units (53,038 bed units); of this total 44% is commercial tourist accommodation, and 7% is resident restricted housing. The remainder is for residential and residential/tourist accommodation use. The current developed capacity of non-residential space is 2.4 million square feet (64% commercial, 12% industrial, 20% public/institutional and 5% vacant).

Whistler still has significant remaining potential as part of its already committed and approved capacity. This includes:

- 2,008 dwelling/accommodation units (8,196 bed units bringing the estimated total committed bed unit capacity to 61,234 bed units). This includes 327 vacant single family lots, 524 commercial accommodation units, 57 multifamily, 382 resident restricted units and an additional zoned potential at Cheakamus Crossing estimated at 569 dwelling units.
- 47,000 square feet of commercial (Rainbow, RMOW Olympic Plaza Lot 9, and 20 square metres per CC1 parcel)
- 25,000 square feet of public/institutional (Olympic Plaza Lot 1 - Master Plan estimate)

- 350,000 square feet of light industrial, service commercial, restricted office and restricted retail (Function Junction). Note, this is the maximum and likely to be significantly less as industrial uses typically do not build to maximum permitted densities, due to parking, loading and storage requirements.
- Annual Community Forest harvest commitment of 20,000 cubic metres per year (estimated at 40 hectares)

This does not include commitments under the First Nations Legacy Land Agreement for tourism and resort related opportunities in the Callaghan Valley (potential for golf course and outdoor recreation facilities excluding accommodation development) and existing gravel pit operations at the Cougar Pit Lands.

There are also a number of rezonings currently in process that seek to add to this capacity. Major rezonings include Mons Light Industrial, Tennis Resort Lands, and Rainbow Commercial.

A strong community desire exists to respect and further define Whistler's limits to growth to protect visitor experience and resident quality of life and live sustainably within our means, as expressed within Whistler 2020. To this end, a series of fundamental principles have been drafted that describe how the municipality proposes to manage growth and development of the resort community over the next ten years. They will be the cornerstone of the updated OCP, providing fundamental direction for future land use and development decisions, as well as for core content of individual OCP chapters. The eleven principles are:

1. Limit the size and development capacity of the resort community to the currently committed capacity, except for proposals with extraordinary circumstances or that provide clear and substantial benefits to the resort community, are supported by the community and will not cause unacceptable impacts on the community, resort and natural environment.
2. Restrict further expansion of Whistler's development footprint.
3. Direct desired land uses and development to existing developed areas that are well-suited for the use, support energy and GHG emissions reduction goals and have available capacity.
4. Preserve and enhance Whistler's green spaces.
5. Protect natural areas critical to biodiversity and ecological function.
6. Support economic development compatible with a diversified tourism economy and resort community values.
7. Respect and reinforce the single town centre concept, complemented by supporting sub-centres.
8. Support strong, complete residential neighbourhoods.
9. Ensure compatibility of land uses and development with resort community character, adjacent uses and specified development standards/guidelines.
10. Manage the rate and timing of development.
11. Coordinate land use and development within and adjacent to the municipality consistent with Whistler's vision and growth management principles.

Alternative tools to implement these growth management policy principles have been preliminarily identified for further examination and applicability. These include tools embedded directly within the OCP (criteria for development approvals, development capacity limits, development footprint boundary, development area and land use designations, protected area network, development permit area guidelines, sub-area plans), as well as companion tools available within the legislated authority of the local government (zoning bylaws, business regulation, property maintenance bylaws), agreements (intergovernmental, phased development, negotiated transfer of development rights), policies and plans (regional growth strategy, economic development, infrastructure, facilities and services plans, parks master plan), land purchase and dedication, and conservation easements. Collectively, the principles and tools and how they are applied effectively become the municipality's growth management, land use and development strategy.

Section 1 Policy Context

This section outlines the current policy context relevant to resort community development and growth management.

Whistler 2020—Descriptions of Success

Whistler2020 is Whistler’s shared vision and long-term community-developed and implemented action plan for continued sustainability and success. This ‘living’ plan guides strategic planning and local decision-making, and provides the necessary foundation to inspire and align OCP policy. The seventeen Whistler2020 strategy areas and associated Descriptions of Success (DOS) provide more specific direction to inform how Whistler may address future land use and manage growth and development.

The Whistler 2020 Strategy DOS were refined by the Task Forces in 2010. **The following DOS statements presented in bold** relate to the issue of resort community capacity and growth management.

Built Environment - In 2020, Whistler’s built environment is vibrant, reflects the community’s character, contributes to individual health and wellbeing, and is moving toward its identified sustainability objectives. By this time:

- 1. Limits to growth are understood, defined, and respected**
- 2. The built environment is attractive and vibrant, reflecting an evolving resort community character, protecting viewsapes and evoking a strong sense of place**
3. Visitors and residents can readily immerse themselves in nature
- 4. Whistler Village is the core of the resort community**
5. Community spaces encourage personal interaction and shared activities
6. The built environment is safe and accessible for people of all abilities, anticipating and accommodating wellbeing needs and satisfying visitor expectations
- 7. Encroachment on nature by the built environment is avoided**
- 8. Residents can live, work and play in relatively compact, mixed-use neighborhoods that reflect Whistler’s character and integrate green space, transit, trails, amenities and services**
9. Lifecycle building design¹, construction and operation is characterized by efficiency, durability and flexibility.
- 10. The new and renovated built environment exemplifies sustainable management of energy and materials**
11. Landscaped areas minimize the need for watering and eliminate chemical use
12. Streamlined policies, incentives, regulations and programs have helped to achieve green sustainable management of energy and materials in the built environment.
13. Building tenure and governance processes, such as the strata property ownership model, are updated to facilitate and encourage a rapid transition towards a more flexible and sustainable built environment
14. Whistler’s building sector contributes to the local economy and showcases innovation and leadership in sustainable building practices
15. The built environment protects quiet spaces and the night sky from light intrusion

¹ Buildings are designed not only to minimize resource consumption and waste during construction and operation, but to be deconstructed in a way that minimizes waste and facilitates recycling and reuse.

16. Whistler's built environment is recognized as a centre of excellence in sustainable community development

Economic - In 2020, Whistler has a healthy and unique tourism economy that provides a quality of life, which attracts and retains community members. By this time:

1. **Whistler has a strong, diverse, and year-round economy that is complimentary to and supportive of tourism.**
2. Whistler is a great place for current and future investors to achieve a competitive return on investment.
3. **Whistler's resort economy is progressive and ensures a balanced and effective use of limited financial, social, and natural resources in the long-term**
4. **Whistler proactively seizes economic opportunities that are compatible with tourism, and effectively adapts to changing external conditions on a timely basis.**
5. Locally owned and operated businesses thrive and are encouraged as an essential component of a healthy business mix
6. **Whistler holds competitive advantage in the destination resort marketplace as a result of its vibrancy and unique character, products and services**
7. Products and services that offer high value to users drive Whistler's economic activities
8. A skilled workforce supports the local economy, and the local economy supports the skilled workforce
9. **Physical and social infrastructure attract and support work and investment**
10. **Whistler has a warm bed policy that is protected to support tourism.**
11. **Effective partnerships with public, tourism, and business organizations encourage, facilitate, and support economic health.**
12. The Whistler resort community shares resources and works together to be competitive and successful.
13. **Whistler is an integral part of the region's economy and works collaboratively with stakeholders**
14. NEW: Investment in business and infrastructure is facilitated and encouraged in an efficient and effective way.

Natural Areas - In 2020, Whistler protects and, where possible, restores ecosystem integrity and biodiversity in all critical natural areas, and also protects and restores natural features within Whistler's developed and recreational areas. By this time:

1. **An ecologically functioning and viable network of natural areas is protected and, restored where gaps occur**
2. **Degradation of critical natural areas is avoided**
3. **Indigenous biodiversity is maintained**
4. **The protected natural areas throughout the Corridor include a full spectrum of locally representative ecosystems**
5. **Backcountry areas are protected from overuse and degradation**
6. Community members and visitors are educated about the natural environment and act as stewards
7. Continual learning about natural areas and species informs appropriate restoration and protection efforts

8. **Corridor partners adopt Natural Areas Strategies consistent with the intent of this document**
9. **Natural systems guide management approaches**
10. **NEW: Strategies for restoring degraded ecosystems are identified and implemented.**
11. **NEW: The existence of invasive species in Whistler is eliminated and prevented.**

Resident Housing - In 2020, Whistler has an inventory of housing that is affordable and sustainable, supporting a diverse and vibrant local population. In the future:

1. Resident housing is affordable for permanent and short-term residents, through innovative and effective policy and financial models
2. Effective financial and legal tools and policies exist to develop and manage resident restricted housing affordability in perpetuity
3. **The planned flexibility within neighbourhood design, housing form, and housing tenure enables the adaptability to meet changing housing needs and future affordability considerations**
4. **Whistler has a sufficient quantity and appropriate mix of quality housing to meet the needs of diverse residents (Target: a minimum of 75% of Whistler employees live in the resort community)**
5. **Residents enjoy housing in mixed-use neighbourhoods that are intensive, vibrant and include a range of housing forms**
6. **Housing has been developed close to transit, pedestrian and bicycle routes, and amenities and services to reduce auto dependency**
7. **Housing is healthy and livable, and housing design, construction and operations are continuously improving toward sustainable and efficient energy and materials management**
8. **Developed areas are designed and managed to be sensitive to the surrounding environment**

Transportation - (Original version; not yet updated by Task Force) In 2020, transportation to, from and within Whistler is convenient, safe, seamless, and affordable. By this time:

1. **Whistler policy, planning and development prioritizes preferred methods of transportation in the following order: 1. pedestrian, bicycle and other-non-motorized means, 2. transit and movement of goods, 3. private automobile (HOV, and leading low-impact technologies), 4. private automobile (SOV, traditional technology)**
2. **Transportation alternatives and options are developed, promoted and supported so that inter-community mobility minimizes the negative impacts of traditional modes of travel**
3. **The convenience and seamlessness of the alternative transportation system to, from and within Whistler ensures usage rates continue to rise**
4. Whistler's transportation system is transitioning toward renewable energy sources, improving air quality, and maintaining ecosystem integrity
5. **Whistler's local and regional transportation systems minimize encroachment on nature**
6. Regional partnerships enhance the journey to the resort as part of the experience
7. Residents, businesses and visitors are increasingly aware of the importance and benefits of alternative transportation choices
8. The transportation system efficiently meets both the short- and long-term needs of all users
9. Whistler's transportation system is safe and enjoyable
10. **The transportation systems to, from and within the resort community are accessible and offer affordable travel options**

Visitor Experience – Under Visitor Experience, one key Description of Success is applicable:

1. **A comfortable carrying capacity of the resort, its amenities, and the surrounding natural environment is respected**
2. **The resort community's authentic sense of place and engaging, innovative and renewed offerings attract visitors time and time again**

Growth Management + Whistler's Comprehensive Development Plan (CDP)

Whistler's current growth management strategy is contained within the municipality's 1993 Comprehensive Development Plan (CDP), which describes the overarching goals for the development and management of the resort community (Appendix A). The CDP stipulated that at that time, there was significant remaining approved and undeveloped capacity for all forms of development, and there appeared to be little need to further increase the ultimate size of Whistler, except under extraordinary circumstances. The plan called for a cautious approach, to make use of this "breathing room" to comprehensively monitor and consider future resort development, land use, transportation, infrastructure planning and expenditures, recognizing that "...addressing the long term future of Whistler will be a major undertaking on the part of the municipality, the mountain companies, provincial agencies and the community."

Since its adoption, Whistler has used the CDP Growth Management Strategy policies and community criteria (which were implemented within the 1993 OCP Bylaw) to focus and manage resort community growth and ongoing community development initiatives. Whistler's long term planning has evolved into the community-led development of Whistler2020. Through this, many policy objectives outlined in the CDP have been substantially realized.

- **Resident housing:** the Bed Unit cap was increased through the development of Whistler2020 for the provision of resident-restricted housing. A target of housing 75% of Whistler's workforce in the resort community was included in Whistler2020, with that target being exceeded in 2009 at 78%.
- **Annual resort community monitoring and reporting:** the Whistler2020 monitoring, reporting and action planning process tracks and reports community-developed indicators on an annual basis. The semi-annual Community Life Survey is also ongoing. The municipality has also maintained its accommodation capacity and non-residential land use inventories.
- **Continued development of resort amenities:** Whistler and Blackcomb Mountains merged under Intrawest ownership and the RMOW worked hand in hand with provincial agencies and mountain operators to increase on-mountain capacity, services and infrastructure. The Whistler Mountain Bike Park, other valley-based mountain bike infrastructure and other resort products have been developed. The Whistler Conference Centre underwent a large renovation and upgrade.

Official Community Plan (OCP)

Whistler's 1993 OCP Bylaw implemented growth management policies that have placed limits on the municipality's development capacity, and formally introduced evaluation criteria for additional development approvals that would increase the bed unit capacity of the Municipality.

- OCP Development Areas.** Areas designated for development are set out in the OCP and are subject to development permit area guidelines (protection of natural environment, its ecosystems and biological diversity; hazardous conditions; form and character). These development area designations establish a hierarchy of commercial nodes (primary village and secondary neighbourhood serving commercial), as well as accommodation areas, industrial lands, and community facilities. Consistent with the OCP, the use and development of any given property within the municipality is further governed by its *zoning* and any further land use regulations, restrictive covenants or other development controls that may specifically apply.
- Resort Community Capacity.** Historically, Whistler's OCPs have instituted a progression of growth management policies that placed limits on the municipality's development capacity (see Table). Initially established to limit Whistler's development capacity to be consistent with infrastructure capacity, highway capacity and lift capacity, these policies have limited Whistler's development capacity and size in recognition of the potential impacts of additional development on Whistler's natural environment and quality of experience. Whistler's growth management policies and limits on development capacity have also been effectively utilized to target and achieve the types of development desired by Whistler as it has evolved to become a world class four season destination resort community.
- OCP Evaluation criteria for additional development.** The OCP established evaluation criteria for additional development approvals that would increase the bed unit capacity of the Municipality, in response to concerns over the changes that would result as the resort community grew from its existing developed capacity (estimated at approximately 30,000 bed units) to the already committed capacity (estimated at approximately 52,600 bed units):

OCP	Key Policy Objectives
1976	<p>Focused development Whistler + Blackcomb Mountains, compact village</p> <p>Balance accommodation + visitor capacity</p>
1982	<p>Accommodation phasing tied to provision of service infrastructure, highway capacity and lift capacity</p> <p>Maximum approved development potential of 45,000 bed units (based on municipal/regional infrastructure capacity and recognized concern to preserve natural environment and quality of resort experience)</p>
1989 Major Amendment	<p>+7,500 bed units allowed through zoning amendments to target and achieve the types of development desired by Whistler as it has evolved (i.e. secure summer amenities and mixed-use market and affordable resident housing)</p> <p>Total 52,500 total development cap in addition to new employee housing</p>
1993	<p>Carried forward cap of 52,500</p> <p>Introduction of evaluation criteria for additional development proposals</p>
1996 Council Resolution	<p>+1,700 bed unit increase to the cap for 100% affordable resident housing (based on projected future employee generation; was to be aligned with number of bed units and employees generated under the Employee Works & Services Charge Bylaw)</p>
Whistler 2020	<p><i>Provided for up to 6,650 additional bed units to accommodate the resort community's housing needs and overall goal of maintaining 75% workforce living within Whistler. This has not been incorporated into the OCP to date.</i></p>

“Proposed amendments to the OCP or Zoning Bylaw, especially those which would significantly increase the accommodation capacity within the existing Municipal boundaries, will only be approved under very special circumstances, and must comply with the criteria under this section (4.13)”.

Any proposed OCP amendment or rezoning that would increase the municipality’s bed unit capacity above the existing potential development capacity at the time would only be considered if the development:

- a) provides clear and substantial benefits to the community and the resort;
 - b) is supported by the community, in the opinion of Council;
 - c) will not cause unacceptable impacts on the community, resort, or environment; and
 - d) meets all applicable criteria set out in the Official Community Plan.” (OCP Section 4.13.2)
- The 1993 OCP further imposed a series of mandatory conditions for proposed development, as well as additional requirements for business, service commercial or light industrial uses, campground and recreational uses, and resident housing.

Mandatory conditions included:

- Capacity for servicing by municipal water, sewer and fire protection services; local road accessibility; compliance with OCP policies; compliance with applicable environmental impact assessment process; exhibition of high standards of design, landscaping and environmental sensitivity (Section 4.13.3).

Additional requirements addressed:

- High standards of quality/appearance, overall form and character, signage, access, terrain suitability, excessive noise or odors;
- Resident housing affordability, preference for infill sites, special housing needs, form and character, resident restrictions, and requirements for seasonal, short-term and permanent resident housing (proximity to the Village, parks, community facilities, mix of housing form, storage and parking etc); and,
- Impacts on municipal trails, recreation, and open space areas.
(Sections 4.13.4—4.13.8)

This suite of policies, evaluation criteria and development ‘checklists’ have guided municipal staff and successive Councils in the review of OCP and zoning amendments. With the adoption of Whistler 2020, another de facto layer of criteria was added to evaluate whether proposed developments brought us towards or further away from our *Descriptions of Success* in the 17 focused strategy areas (see Whistler 2020 DOS statements above).

- **Growth Management Policy G-21.** In 2005, an *interim* policy was adopted to formally recognize unutilized *residual*² bed units within the municipality’s approved development cap and provide clarity around their status, treatment and use (Appendix B). The inventory of residual bed units

² Residual bed units represent bed units that have been allocated within the 1993 OCP approved development capacity but not utilized.

Residual bed units have resulted in certain circumstances where the original bed unit allocation changed due to revisions in the ultimate number and size of units constructed on the property, with renovations to existing developments within their zoning rights or with subdivision of large zoned parcels.

represented room within the existing 'cap' that could be used to support the future resident housing, other community amenities and projects with extraordinary circumstances.

- This policy response reflected a strong desire to stay within existing approved development cap while addressing priorities that were not currently provided for within that capacity (in alignment with existing 1993 OCP growth management policies).
- The policy formalized the treatment of residual bed units according to their status, as follows:
 - Tied to existing development site—these residual bed units are only available for future redevelopment of the property (Taluswood, Four Seasons Lot 5)
 - “Floating” Residuals—available for future development subject to rezoning approval (Whistler Mountain and Crown bed units)
 - Surplus available for Reallocation—these residuals have been previously allocated within the approved development capacity but have not and will not be utilized (WHA bed units, municipal RR1 lands and municipal parklands)
- Future proposals to add to the Municipality’s development capacity are to be evaluated based on existing criteria specified in the OCP (see above). Any future rezoning proposal that requires market bed units that did not previously exist within the existing approved development cap must also be considered relative to the inventory of surplus bed units; HOWEVER approval shall not be dependant upon the availability of this surplus.
- *It was anticipated that the treatment of residual bed units would be reconsidered within the municipality’s larger OCP/CDP growth management framework and next comprehensive OCP update.*

Squamish Lillooet Regional District Regional Growth Strategy

The SLRD Regional Growth Strategy (RGS) is a long-term plan and agreement that deals with growth management and economic recovery issues over a 20-year period for the SLRD area. The RGS has been developed and approved by the member municipalities in partnership with the regional district, and identifies and prioritizes goals across the region that meet common social, economic, and environmental objectives. The RGS will guide the SLRD and its member municipalities with respect to land use decisions in accordance with their legislative authority and will be primarily implemented through municipal OCPs and zoning bylaws. Under the Local Government Act, the RMOW will be required to include a Regional Context Statement within the OCP within two years of the adoption of the RGS³.

The RGS is based on Smart Growth principles collaboratively developed and endorsed by the SLRD and member municipalities and included within the RGS *Memorandum of Understanding*:

1. *Direct urban development towards existing communities (avoiding urban and rural sprawl);*
2. *Build compact, complete, mixed-use neighbourhoods;*
3. *Create walkable communities;*

³ In 2008, the RMOW accepted the RGS Bylaw prepared by the SLRD in consultation with local, regional, provincial and federal governments, the public and First Nations over the last six years. This bylaw has received first and second readings by the SLRD Board and is being re-referred to all affected local governments for acceptance (following a Non-Binding Dispute Resolution Process with the District of Squamish) before being considered for third reading and adoption.

- 4. Promote a variety of low impact transportation options;*
- 5. Advocate a range of affordable housing options;*
- 6. Foster distinct, attractive, economically sustainable communities with a strong sense of place;*
- 7. Protect and promote responsible stewardship of green spaces and sensitive areas;*
- 8. Ensure the integrity of a productive agricultural and forestry land base;*
- 9. Endorse energy efficient infrastructure;*
- 10. Ensure early and ongoing public involvement that respects community values and visions;*
- 11. Cultivate a culture of cooperation, coordination and collaboration between local governments, provincial agencies, federal agencies, and First Nations.*

Further, the RGS articulates nine goals to strategically address growth management challenges:

Goal 1: Focus Development into Compact, Complete, Sustainable, Communities

Goal 2: Improve Transportation Linkages and Options

Goal 3: Support a Range of Affordable Housing

Goal 4: Achieve a Sustainable Economy

Goal 5: Protect Natural Ecosystem Functioning

Goal 6: Encourage the Sustainable Use of Parks and Natural Areas

Goal 7: Create Healthy and Safe Communities

Goal 8: Enhance Relations with Aboriginal Communities

Goal 9: Improve Collaboration among Jurisdictions

Both the RGS principles and goals are consistent with Whistler's vision as well as the municipality's overall approach to growth management and the principles presented herein. Whistler's growth management strategy will inform the preparation of the regional context statement for the OCP, ensuring a level of consistency with the RGS.

Section 2 Recent Community Feedback

Community dialogue on issues relating to land use and development and growth management are being actively solicited through the OCP process. *Après in Action* on May 27, 2010, which served as Whistler's official OCP launch, as well as ongoing community-led Backyard Brainstorm sessions have provided initial opportunity for issue identification.

Après in Action 2010

Local land use and development was one of several key topic areas specifically chosen for discussion at *Après in Action*, based on the results of an online questionnaire that was completed in advance of the event. About 130 members of the public were in attendance, and engaged in two 40 minute table discussions. Participants at the Land Use and Development tables considered issues pertaining but not limited to: growth management; the location, type and amount of available land uses and future needs; economic diversification; neighbourhood livability; natural areas and resource use. Highlights are presented below; a full summary of the discussions at *Après in Action* and the results of the online questionnaire were presented to Council in June 2010 (see Appendix C).

Land Use + Development Discussion Tables—Growth Management Issues Discussed

Main topics discussed

- Amount of development and growth controls
- Maintaining community character, amenities and attractiveness
- Protection of nature and green spaces
- How to better take advantage of existing development – re-use, redevelopment, infill
- Need for additional commercial, office, cultural and institutional uses; availability of space, location, rents
- Supply of commercial accommodation
- Development pressures – currently approved and proposed developments, First Nations and RMOW Legacy lands, Callaghan
- Neighbourhood uses, character, walkability, amenities, sociability
- Transportation linkages (ease of use, connectivity, within Whistler and regional)
- Supply of resident and market housing – impact on prices
- Wildlife/natural areas considerations in development
- Impact of growth controls on construction sector of economy and municipal fiscal impacts
- Inclusiveness/accessibility
- Independent Power Projects (IPPs) – Run of River
- Potential future uses/sites – Visitor Centre, Inter-modal facility, Educational Facilities (University), Petro-Can site, all-weather playing fields
- Impact of global warming

Issues for Review

- Need for Growth? Must recognize financial implications
- Growth control mechanisms, e.g., bed unit caps, annual allowable growth, limit of development footprint
- Amount of residential housing at build out (effect on market prices/affordability)
- Is PAN an adequate tool – specify locations that should be off limits to development
- How to maintain neighbourhood character – design issues, infill, livability, location
- How to sustain existing commercial development – need for, and implications of, adding more commercial floor area
- Transportation improvements – facility needs, linkages
- Are we meeting all housing needs – short term, seasonal, resident-restricted, market, seniors
- Run of River IPPs – how many? Where? Who benefits?

- Addressing current development pressures, e.g., currently approved or permitted development areas and First Nations lands
- How to support existing and future local, unique businesses
- Affordability of commercial spaces (office, retail, service, light industrial)

Policy Recommendations

- Protect community character, amenities and attractiveness as place to live and visit
- Establish limits to growth – location, amount, timing
- Restrict further expansion of Whistler's development footprint
- Direct development activity to existing developed areas - increase utilization of existing development through re-use and redevelopment
- Diversify within existing footprint
- Preserve Whistler's green spaces
- Enhance transportation linkages – regional, within community, and within neighbourhoods
- Support concept of complete neighbourhoods
- Explore potential for home-based businesses
- Support residential infill (lived-in neighbourhoods, address design considerations)
- Support reinvestment and redevelopment opportunities
- Maintain a hierarchy of commercial centres
- Support Whistler Village as the Town Centre, while allowing a reasonable amount of commercial space in other areas to accommodate local needs

Other Topic Tables (Misc Growth Management Comments)

- Consider expanding Whistler's boundary to meet Squamish and Pemberton
- Protect natural green spaces in functional ecosystems
- How do we diversify and manage physical growth?
- Does diversification mean growth? Does it mean physical/infrastructure growth?
- Is growth inevitable to support the community?
- How do we manage the capacity we have?

Backyard BBQ Brainstorm Sessions Summer 2010

Results from the 'Backyard BBQ Brainstorm' engagement sessions promoted throughout the community in July through September will assist in the identification and prioritization of key grassroots issues that need to be addressed through the OCP update. The program deadline for input is Sept. 24, 2010 and a summary will be presented separately once compiled.

Section 3 Proposed Growth Management Principles

The following principles are put forward for Council review and consideration to move forward for community discussion as part of the OCP engagement process. They are intended to describe how the municipality proposes to manage growth and development of the resort community over the next 10 years. They will be the cornerstone of the updated OCP, providing the fundamental direction for future land use and development decisions, as well as for core content of individual OCP chapters.

The principles seek to advance Whistler's vision, priorities and strategies, and take into consideration Whistler's historic and current growth strategies and pattern of development, current development capacity and existing policies. They also anticipate and seek to provide for potential community needs and development opportunities that may be determined by the community to be in the best interests of the resort community as it continues to evolve and mature, and strives to be "the premiere mountain resort community as it moves towards sustainability".

In 1993, the CDP Growth Management Strategy stipulated that there appeared to be little need to approve additional rezonings that would increase Whistler's development capacity, except in extraordinary circumstances. Since that time Whistler has moved towards build out of its approved capacity, and has allowed for some additional expansions. Whistler has now become one of the largest resort destinations, with a significant development capacity to support. This includes existing developed capacity, as well as remaining capacity that is already committed but undeveloped.

Fundamentally, there is not a need for further growth and expansion over the 10 year planning horizon. However, the OCP process should identify further desired land uses, amenities and community needs that support Whistler's vision. Through this process, the municipality should maintain an open mind to consideration of all proposals, and objectively evaluate such proposals relative to Whistler 2020, the OCP growth principles, and identified priorities and criteria established through the OCP process and on-going reviews.

11 fundamental growth management principles are proposed, as follows:

***Principle 1* Limit the size and development capacity of the resort community to the currently committed capacity, except for proposals with extraordinary circumstances or that provide clear and substantial benefits to the resort community, are supported by the community and will not cause unacceptable impacts on the community, resort and natural environment.**

This means:

- The municipality will respect its historic growth management principles and policies, and further define limits to growth using appropriate and effective growth management tools.
- Priority should be given to support, complement and better utilize the existing investment in the built environment and resort economy, avoiding expansion that results in duplication and further additions of competing development.
- Future community needs and opportunities should be pursued within existing development areas and the currently developed and committed development capacity.

- The municipality should strive for a balanced capacity of tourist accommodation, commercial, residential, recreation and supporting land uses.
- Only where there are extraordinary circumstances or where clear and substantial benefits may be realized, should the municipality allow for new development areas or increases in the development capacity. In such cases, the municipality should continue to utilize its available tools, such as amenity zoning and development approvals, to achieve the desired community benefits.

Principle 2 - Restrict further expansion of Whistler's development footprint.

This means:

- The municipality will minimize further land disturbance and conversion of remaining undisturbed land areas to development. *Development means construction of a building or structure, or a change in use of land, a building or structure. The development footprint means the land area that contains the development.*
- Provisions must be made for existing approved developments that are currently undeveloped, for infill development and development that is of an insignificant scale, as well as for considering exemptions that are deemed to be of exceptional benefit and in the resort community's best interests.

Principle 3 - Direct desired land uses and development to existing developed areas that are well-suited for the use, support energy and GHG emissions reduction goals and have available capacity.

This means:

- The municipality prefers increased utilization and adaptability of existing development, such as making provisions for change of use, infill development and utilization of available space within existing developed areas and the footprint or envelope of the existing development.
- Through the OCP, the municipality will identify desired land uses and development and will establish their preferred locations, with a priority to locations within existing developed areas that are suitable for the use, support the municipality's targets for reducing green house gas emissions and energy consumption, support transportation objectives and have available capacity.
- Land use suitability will take into consideration the existing pattern of development and land uses within the municipality, energy consumption patterns, the specific needs and characteristics of the desired land uses and development, and compatibility with existing uses.
- The analysis of available capacity shall consider the scale and character of development, access to and availability of infrastructure, facilities and services, and person capacity (resident and visitor experience). Adequate infrastructure and facilities capacity must be provided for by the development.

Principle 4 Preserve and enhance Whistler's green spaces.

This means:

- Open spaces, parks and landscape areas will be preserved as critical elements of Whistler's quality of life and visitor experience for scenic beauty, connecting to nature, recreation and leisure activities. In general, "green space" is open or other natural space, whether or not the space has high ecological value, including sports and recreation space, which enhances the community's quality of life and should be preserved from development.
- Enhancement means to make a commitment to restoring and revegetating areas that have been negatively impacted by development activity and have been identified as being important to the scenic quality and experience of the resort community.
- Important view corridors and green buffers that are a high priority for protection and enhancement will be identified, including the community's entryways and highway corridor.

Principle 5 - Protect natural areas critical to biodiversity and ecological function.

This means:

- Land use and development activities will avoid encroachment and downstream impacts on identified ecosystems that are critical to biological diversity and ecological function.

Principle 6 - Support economic development compatible with a diversified tourism economy and resort community values.

This means:

- The municipality will anticipate and consider potential economic development opportunities through the OCP process and will identify and seek to facilitate locations that are consistent with these growth management and development principles, and Whistler's commitment to The Natural Step.

Principle 7 - Respect and reinforce the single town centre concept, complemented by supporting sub-centres.

This means:

- Whistler Village will continue to serve as the commercial core and centre of public, institutional and cultural activities in the resort community. Land use and development decisions will reinforce this concept, and will not support new centres or major activity nodes that detract from this concept.
- There is a clear role and community benefit associated with designated sub-centres that are well-located within the community, have a defined role and scale to meet specific needs and objectives, and support the existing developed capacity of the resort and adjacent neighbourhoods.

Principle 8 - Support strong, complete residential neighbourhoods.

This means:

- The municipality will adopt a neighbourhood planning approach that seeks opportunities for enhancing neighbourhood livability – such as, availability of neighbourhood serving commercial and services uses, home-based business, neighbourhood park and social spaces, recycling and collection facilities, greenhouses, walkability and trail connectivity improvements and diversity of housing.
- Land uses and development shall be scaled to be neighbourhood serving and supporting.

Principle 9 - Ensure compatibility of land uses and development with resort community character, adjacent uses and specified development standards/guidelines.

This means:

- Any proposed changes in land use shall reinforce and not detract from Whistler's premiere mountain resort community character, and shall not create any excessive, negative impacts on adjacent uses.
- Standards/guidelines will be maintained for the quality, character, performance and flexibility of development, both generally, and specifically for certain locations and types of development. Performance standards will include standards for energy and water use.

Principle 10 - Manage the rate and timing of development.

This means:

- The municipality will establish mechanisms that control the timing and pace of new development consistent with community priorities, desired land uses and development.
- Mechanisms will be established to provide community stability, assist in sound fiscal planning, prevent overcapacity, and maintain and enhance resort community experience.

Principle 11 - Coordinate land use and development within and adjacent to the municipality consistent with Whistler's vision and growth management principles.

This means the municipality will:

- Proactively partner with regional, provincial, federal government and First Nations to coordinate growth management and the resort municipality's growth management principles and future land use plans.
- Recognize and support the on-going implementation of the Regional Growth Strategy.
- Build upon and further develop relationships with the First Nations and the Crown, who are important partners and landowners within the municipality.

Section 4. Alternative Growth Management Tools

Alternative tools to implement these growth management policy principles have been identified for further examination and applicability. These include tools embedded directly within the OCP, as well as companion tools available within the legislated authority of the local government. Collectively, the principles and tools and how they are applied effectively become the municipality's growth management, land use and development strategy.

Proposed Growth Management Principle	Alternative Tools	Resort Community Development Priorities																									
		Evaluation Criteria for approvals	Development Capacity Limits ⁱ	Growth Boundary ⁱⁱ (Development Footprint)		Future Land Use Designation/Map ⁱⁱⁱ	Protected Area Network ^{iv}	Development Area Designations ^v	Development Permit Area Guidelines ^{vi}	Sub-Area Plans ^{vii}	Zoning Regulations ^{viii}	Amenity Zoning	Federal + Provincial Regulations	Riparian Area Regulations	Development Best Practices	Municipal Boundary Expansion ^{ix}	Land Purchase / Dedication	Conservation Easements	Intergovernmental + First Nations ^x	Phased Development Agreements	Negotiated Transfer of Development Rights ^{xi}	Regional Growth Strategy	LRMP	Economic Development Plan	Fiscal Incentives	Infrastructure, facilities and services Master plans and Capacity Studies ^{xii}	Parks, Trail + Open Space Master Plan
Limit Size + Development Capacity	P1	X	X	X		X						X															
Restrict Development Footprint Expansion	P2	X		X	X	X		X								X				X	X						
Direct Land Uses + Development to Existing Developed Areas	P3		X			X		X	X	X	X	X															
Preserve + Enhance Green Spaces	P4			X	X	X	X	X	X		X			X			X	X	X	X						X	
Protect Critical Natural Areas	P5				X	X	X						X	X				X									X
Support Compatible Economic Development	P6	X	X			X				X	X								X					X	X		
Reinforce Town Centre and supporting sub-centres	P7		X			X		X		X	X				X												
Support strong, complete residential neighbourhoods	P8		X						X	X	X																
Ensure land use + development compatibility	P9		X			X			X	X	X		X		X				X							X	X
Manage rate and timing development	P10		X								X																
Coordinate land use + development within + adjacent to the municipality	P11	X				X							X						X			X	X				

Notes

- Development Capacity Limits: Set limits on hectares of land disturbed, Bed units, gross floor area, energy use/GHG emissions.
- Growth Boundary: Delineate and establish development footprint boundary within which all development is to be contained.

- iii. Future Land Use Designation: Establish and map the desired overall pattern of land use and development within the municipality.
- iv. Protected Area Network: Identify and delineate sensitive and important ecosystems for protection and apply associated guidelines.
- v. Development Area Designation: Delineate development areas, mix of uses, character, performance standards and density.
- vi. Development Permit Area Guidelines: DP designations and guidelines for form and character, protection of natural environment, water and energy conservation, and protection from hazards
- vii. Sub-Area Plan: Desired uses, gfa targets, performance criteria.
- viii. Zoning Regulations: Implement regulations that provide for infill, change of use, capture of underutilized spaces within development footprint/building envelope.
- ix. Municipal Boundary Expansion: Extend municipal boundaries to ensure lands within the municipality's influence area are subject to Whistler's growth principles and land use and development regulations.
- x. Intergovernmental + First Nations Agreements: Negotiated agreements on use and development of Provincial and First Nations lands.
- xi. Negotiated Transfer of Development Rights: Where appropriate encourage negotiated transfer of development rights and associated rezonings, to move development from undisturbed to disturbed lands that meet the growth principles.
- xii. Infrastructure, facilities + services Master Plans or Capacity Studies: Water, Wastewater, Stormwater, Recycling and Waste Disposal, Energy, Transportation, Transit, Parks/Recreation/Open Space/Trails, Resident/Visitor Experience, Fire Services, Police Services, Health Services, Telecommunications. Establish integrated future land use map/sub-area plans with infrastructure, facilities and services master planning.

Section 5. Consultation + Next Steps

This backgrounder is presented to support the initial review and consideration of draft growth management principles that will inform future OCP land use policy development, along with all of the other community inputs generated through ongoing consultation as part of the OCP update.

The OCP Community Advisory Committee (CAG) is concurrently considering the preliminary land use and development snapshot prepared by staff (Appendix D). This snapshot was first presented to CAG on August 24th; associated mapping and an electronic questionnaire were distributed September 8th. A follow-up workshop on September 28th will allow the CAG to reflect on initial first impressions and key findings from this material and present their own interpretations and values.

Both the Council and CAG workshop results will assist staff in refining the core growth management principles and approach for individual OCP working groups. This approach will be put forward for community-wide review as part of the planned consultation sessions in Phase IV of the OCP update process that begins this Fall.

3.0 GROWTH MANAGEMENT STRATEGY

Having committed to a significant increase in resort size, there is concern in Whistler about the changes that will occur as the community grows to this level from its current size. At present, there appears to be little need to increase the accommodation capacity, as the resort already has commitments for additional golf and other recreational facilities and has considerable remaining approved capacity for all types of units (single family, multifamily, and commercial accommodation).

Current forecasts indicate that the next 10 years will see the development of most of the remaining capacity, even in a low growth scenario. By 2002, total development is likely to be in the range of 45,000 bed-units, with the only remaining capacity to be in commercial accommodation.

Whistler has an opportunity to analyze the effects of growth on the natural environment, the community, and the resort without constraining the rate of development or hampering Whistler's ability to respond to market opportunities. It is imperative to make good use of this "breathing room" afforded by the next five years or so to address comprehensively questions about the long range future of the resort: Should or can the resort be larger than the already committed number of bed units? What servicing investments will be required for any further development (given that there is not a comprehensive servicing plan for development above the present commitments)? Should the Callaghan area be developed and, if so, what form of development is most appropriate and what is the optimal relationship between Callaghan and Whistler? These questions were interesting but not urgent during the 1980s, when Whistler concentrated on achieving critical mass and the threshold of 40,000 or 50,000 bed units was in the distant future. During the 1990s these questions take on increased importance: the approved limit is in sight and, as it is neared, transportation, resort development, land use, and infrastructure planning and expenditures will increasingly require a clear vision for the long term future.

There are two primary reasons for not confronting these questions directly during the current comprehensive planning process: first, not enough is known about the effects of growth on Whistler; and second, addressing the long term future of Whistler will be a major undertaking on the part of the municipality, the mountain companies, provincial agencies, and the community. Much effort will be needed to build stronger links between the planning processes of the municipality, the provincial agencies with jurisdiction in the area, and the two mountain companies, which continue to plan for ski development and associated

commercial and residential development. This Comprehensive Development Plan proposes policies that will set this longer term process in motion while providing sound resort and community development guidance for the next few years.

To this end, the Comprehensive Development Plan includes the following policies regarding the management of growth.

POLICIES

- 3.1 The total number of approved/committed bed units will not be increased¹ during the next several years, except under extraordinary circumstances.

Whistler does not need additional rezonings in the near future to provide additional residential development because there is a large already-approved capacity for additional bed units. Whistler does not at present need additional rezonings to attract additional resort facilities, because there are already approvals in place for new projects that include significant recreational amenities.

Proposed OCP amendments or rezonings that would increase the bed-unit capacity or significantly increase the commercial, service commercial, or light industrial floor space capacity of the Municipality will only be considered if the proposed development:

- a) provides clear and substantial benefits to the community and the resort;
- b) is, in the opinion of Council, generally supported by the community;
- c) will not cause unacceptable impacts on the community, resort, or environment; and
- d) meets all applicable policies and criteria in the OCP and will comply with all applicable bylaws or regulations.

To help provide the direction that is needed to evaluate (a), (b), and (c) above - that is, to help determine if there is a need or opportunity to consider certain kinds of development -- the Municipality will use the following procedure:

1

not including minor changes that result from small parcel subdivisions or "housekeeping" rezonings. However, the Municipality will review existing minimum lot sizes to ensure that small sub-divisions are consistent with the overall objectives for the quality of the resort and reflect the high standards imposed on new development.

- each year, the findings of the community and resort monitoring program (see policy 3.2 below) will be evaluated and reviewed.
- each year, coinciding with the annual review of the monitoring program, council will convene a community meeting to discuss the results of the monitoring program, to discuss perceptions about the status of the community of the resort, and to ascertain whether there are kinds or amounts of additional development that are appropriate, necessary, or in the best interests of the community and resort.
- if opportunities or needs for additional capacity are identified, the Municipality will indicate that it is prepared to receive and consider applications for appropriate OCP amendments or rezonings. The Municipality will encourage interested developers to submit applications in a specific timeframe, so that wherever possible the applications received can be compared.
- the Municipality will identify which, if any, applications are most consistent with the aims of the CDP and OCP, are most in conformity with (a) through (d) above and are most consistent with the results of the monitoring program. These applications may be considered further by the Municipality via the normal process for OCP amendments and rezonings.

As of the adoption date of the Comprehensive Development Plan, the Municipality sees no need for increasing the bed-unit capacity of the resort. At this time, however, the Municipality notes that projects that provide commercial accommodation in conjunction with significant community or resort facilities/amenities or that provide a type and price of housing aimed at a resident target market (such as seniors or employees) are the most likely to be regarded as providing community or resort benefits.

3.2 The Municipality will implement a community and resort monitoring system immediately, to assess the impacts of additional development and visitation in Whistler. The monitoring system will be designed to:

- analyze historic changes in the resort and community, using available information;
- gauge the changes that occur in the community and resort as development occurs and visitation increases; and

- analyze these changes to increase the ability to predict the likely affects of future increases in development capacity.

More detail on the monitoring system is contained in Section 11.0.

- 3.3 The Official Community Plan will prescribe detailed procedures and criteria, including an environmental assessment process to evaluate individual proposals with the intent of avoiding adverse environmental and community impacts and ensuring conformity with the CDP and OCP.
- 3.4 Any new significant development approval will contain provisions that will cause the approval to lapse if development is not completed within a specified timeframe.
- 3.5 The Municipality will try to work with the landowners of already committed development to ensure that the ultimate form of development is consistent with the current goals for the resort and community and current planning/development policies and regulations.
- 3.6 The Municipality will strive to ensure that the two mountain companies and provincial agencies involved in the area are advised of the Municipality's policies for the resort and the community, so that planning can be coordinated. The Municipality will also try to build cooperative planning relationships with the mountain companies and the provincial government, particularly to address issues such as transportation and infrastructure planning, the future size and image of the resort, and future development areas surrounding Whistler.
- 3.7 As the monitoring system improves the ability to forecast the effects of growth, the Municipality will allocate additional resources to longer term planning for Whistler. This long term planning process will address issues such as the future size and character of the resort and community, the role of Callaghan and other potential recreation areas in the future of the resort, and long range transportation planning.



COUNCIL POLICY

POLICY NUMBER: G-21

DATE OF RESOLUTION: AUGUST 2, 2005

REVISED ON: JUNE 5, 2007

RESIDUAL BED UNITS & GROWTH MANAGEMENT

1. SCOPE OF POLICY

The following Council Policy establishes a framework for the treatment of residual bed units and consideration of future development applications relative to Whistler's growth management policies and approved development capacity. Residual bed units represent bed units¹ that have been allocated within the municipality's 1993 OCP approved development capacity but have not been utilized.

This policy applies to the municipality's existing inventory of residual bed units associated with Council-recognized Whistler Mountain and Blackcomb Mountain bed units, Crown bed units, as well as bed units allocated to properties developed by the Whistler Housing Authority, and those designated as municipal parkland but zoned to permit residential use. The policy also specifically addresses future potential residual bed units that may result from requested and approved changes to the zoning of a property.

2. OBJECTIVES

This Council Policy contains residual bed unit policy recommendations, which are framed by a series of accompanying growth management policies. The residual bed unit policy recommendations are intended to provide clarity around the status, treatment and use of existing residual bed units and to guide the consideration of future development applications within the context of the resort municipality's current OCP/CDP growth management framework, which will be reviewed and updated as part of the comprehensive OCP update to be undertaken in 2005/06. As an interim response, the growth management policy recommendations under this Council Policy will provide direction for Council, staff and applicants concerning the approval of additional development capacity based on the prioritization of projects that provide the greatest benefit to the resort community.

3. GUIDING PRINCIPLES

It is recognized that the resort community is reaching build out of its remaining approved development capacity. While there is a strong growth management desire to stay within this capacity, at the same time, the resort community has established priorities to achieve

¹ As defined by Whistler's *Official Community Plan* (OCP), a bed unit means a *measure of development* intended to reflect servicing and facility requirements for one person, calculated according to accommodation type.

needed resident housing and other community amenities that are not currently provided for within the existing approved development capacity. Development of this Council Policy has therefore been informed by the need to establish a policy response that is aligned with and reinforces the resort municipality's existing growth management policies under the 1993 OCP, while reconciling the resort community's future development priorities and actions under *Whistler 2020*.

Policies for the treatment and consideration of residual bed units and future development applications are fundamentally guided by:

- a. Whistler's 1993 OCP/CDP growth management policies;
- b. *Whistler 2020* priorities, strategies and actions that will inform future amendments to the OCP; and,
- c. Previous Council approvals and resolutions.

4. PROCEDURES

The following procedures apply to the treatment and future consideration of OCP amendments, rezonings and development approvals:

- (1) The use and development of any given property within the municipality is governed by its zoning and any further land use regulations, restrictive covenants or other development controls that may specifically apply to the property. Bed unit allocations for a property, tracked within the municipality's Accommodation Land Use Inventory, are simply an estimate of the actual or potential development capacity of the property; they do not constitute enforceable or transferable property rights.
- (2) Create and maintain a separate accounting of bed units that have previously been allocated within the approved development capacity of the municipality, but have not and will not be utilized – refer to these bed units as "Surplus Bed Units Available for Reallocation".
- (3) Add the six WHA bed units to the initial inventory of "Surplus Bed Units Available for Reallocation".
- (4) Add the ten municipal Alpha Creek wetlands bed units to the inventory of "Surplus Bed Units Available for Reallocation".
- (5) Rezone all municipal parkland properties that currently have zoning that permits accommodation use to an appropriate park zone. Remove the permitted accommodation use and allocate the corresponding number of bed units to the inventory of "Surplus Bed Units Available for Reallocation", estimated at 78 bed units.
- (6) Additions to the "Surplus Bed Units Available for Reallocation" may only occur when there is a decrease in the number of bed units allocated to a property as a result of a rezoning.
- (7) Property owners seeking rezonings are not entitled to a density transfer or transfer of the existing estimated bed unit allocation to alternate sites except as may be approved by Council at its sole discretion as part of the rezoning proposal.

- (8) Any future OCP amendments or rezoning proposals that seek to add to the development capacity of the municipality shall be evaluated based on existing criteria specified by the municipality's Official Community Plan, and future criteria that will be informed by *Whistler 2020*.
- (9) The inventory of "Surplus Bed Units Available for Reallocation" shall be considered as part of the review of any future rezoning proposal that requires market bed units that did not previously exist within the municipality's existing approved development capacity. However, *approval of any such proposals shall not be dependant upon the availability of any remaining positive inventory of "Surplus Bed Units Available for Reallocation"*.
- (10) Subtractions from the inventory of "Surplus Bed Units Available for Reallocation" shall occur when new market bed units are allocated to an approved rezoning that did not previously have existing approved development capacity.
- (11) A total of ~~146~~ ~~64~~ bed units currently remains within the Whistler Mountain approved bed unit allocation, and are available for future development subject to rezoning and all applicable municipal approvals.

Amended on:
June 5, 2007

That 82 bed units in Intrawest's 146 bed unit inventory arising from lot 5 only be available to Intrawest subject to satisfactory participation by Intrawest in affordable housing at the Whistler Athlete Village and the resolution of affordable housing at Cedar Glen.

- (12) A total of 214 bed units currently remains within the inventory of undeveloped bed units for Taluswood, with 190 bed units assigned to Parcel "M" (At Nature's Door) and 24 assigned to Parcel "D". These bed units shall be available for any future redevelopment of these parcels and shall not be available for transfer to any other parcel.
- (13) A total of 151 bed units currently remains within the inventory of undeveloped bed units for Blackcomb Lot "5" (Four Seasons Residences). These bed units shall be available for any future redevelopment of these parcels and shall not be available for transfer to any other parcel.
- (14) A total of 228 bed units units currently remains within the approved and recognized Crown bed unit allocation, and are available for future development subject to rezoning and all applicable municipal approvals.

Growth Management Policy Recommendation:

- (15) A formal annual review process shall be reinstituted and adhered to in order to establish the municipality's development priorities. This process will involve a review of community needs based on annual monitoring and the prioritization of development projects to focus the municipality's resources on development that achieves the greatest potential benefit to the resort community:

“Any proposals that add to the development capacity of the resort community shall be reviewed and considered by Council for approval on a priority basis, determined annually. Priority shall be established based on the degree to which the proposal achieves the policies of the OCP and *Whistler 2020* and satisfies the development needs of the community as identified by the municipality’s annual resort monitoring and community consultation program.”

Certified Correct:

Shannon Story, Manager of Legislative Services



WHISTLER

REPORT | POLICY REPORT TO COUNCIL

PRESENTED: August 2, 2005
FROM: Planning & Development Services
SUBJECT: DRAFT COUNCIL POLICY FOR RESIDUAL BED UNITS & GROWTH MANAGEMENT

REPORT: 05 - 112
FILE: 7506

DEPUTY ADMINISTRATOR'S COMMENT/RECOMMENDATION

That the recommendation of the General Manager of Planning & Development be endorsed.

RECOMMENDATION

That Council receive the Draft Council Policy attached as Appendix “A” to this report, which provides recommendations for the treatment of residual bed units and consideration of future development applications relative to Whistler’s growth management policies and estimated development capacity.

ATTACHMENTS

Appendices:

- “A” Draft Council Policy
- “B” Estimated Total Approved Development Potential 1976-2003
- “C” APC Meeting Minutes Excerpt
- “D” Residual Bed Unit Analysis
- “E” Resident Housing Project Summary

PURPOSE

The purpose of this report is to present a recommended Draft Council Policy for the treatment of residual bed units and consideration of future development applications relative to Whistler’s growth management policies and approved development capacity.

BACKGROUND

It is generally recognized that the resort community is reaching build out of its remaining approved development capacity and that there is a strong growth management desire to stay within this capacity. For this reason, there has been a sharpened interest in bed unit allocations and their importance relative to development approvals. At the same time, the resort community has established priorities to provide for needed resident housing and other community amenities that are not currently provided for within the existing approved development capacity. It has been expressed that the municipality should seek to provide for these priorities without increasing the existing approved development capacity (the “cap”). This has led to the desire to examine the status of residual bed units, and consider policies by which they may be reallocated to meet the resort community’s development priorities within the “cap”.

At the request of Council, municipal staff has developed a draft policy for Council’s consideration that establishes a framework for the treatment of residual bed units. Residual bed units represent bed units that have been allocated within the municipality’s estimated approved development capacity but have not been utilized. The draft policy focuses on Whistler Mountain and Blackcomb Mountain bed units, Crown bed units, bed units allocated to properties developed by the Whistler Housing Authority, as well as municipal park properties. The policy also addresses future potential residual bed units, that may result from requested and approved changes to the zoning of a property or to the approved development plan for a property.

In preparing the draft policy, staff has drawn on a comprehensive review of residual bed units conducted in mid 2004 as part of the annual Accommodation Land Use Inventory process. This analysis was initially presented to the Advisory Planning Commission in April, 2004 for review and discussion after the APC requested additional information in March, 2004 on allocated and unutilized bed units (Appendix “C”). Staff also recently facilitated a Council workshop on May 30, 2005, in which the residual bed unit analysis and preliminary policy recommendations were presented for review and discussion. Input from this initial workshop has been incorporated both within the body of this report and in the recommended Draft Council Policy attached as Appendix “A”.

This report first clarifies the creation and tracking of bed units and their relation to the municipality’s growth management policies, in particular Whistler’s approved development capacity and policies for consideration of proposals that seek to add to this capacity. The current estimated approved development capacity is then reviewed, followed by the analysis of residual bed units. The municipality’s current development priorities and current proposals seeking to add to Whistler’s development capacity are then identified for Council’s reference. This information is provided for Council, consistent with the municipality’s current growth management policies and annual review process as directed by the municipality’s Official Community Plan. The report then summarizes recommendations for new policy, for Council’s consideration.

Bed Units – A Measure of Development

The “bed unit” concept was established by the municipality at the time of its incorporation in 1975, as a measure for tracking Whistler’s development and infrastructure capacity. As defined by Whistler’s *Official Community Plan* (OCP), a bed unit means a *measure of development* intended to reflect servicing and facility requirements for one person, calculated according to accommodation type, as shown in Table 1.0.¹

The municipality tracks bed units within its Accommodation Land Use Inventory, which is updated annually. The inventory estimates both the number of developed and remaining undeveloped bed units for all properties within the municipality that are zoned to permit accommodation as a principal use.

For developed properties, the number of bed units allocated to a property within the Accommodation Land Use Inventory is intended to reflect the actual development on the property. Typically, the allocation is based on the number of units by unit type shown on the approved development permit or building permit drawings, which are assumed to represent the actual development. This does not necessarily represent the maximum potential development capacity for the property expressed in bed units. Many properties within the municipality have zoning and development covenants that permit certain types of accommodation and a maximum density expressed in terms of

TABLE 1.0 OCP BED UNIT ALLOCATIONS

Unit Type	Unit Size (m ²)	Number of (Bed Units)
Multiple Residential Dwelling Units	0 - 55	2
	55 - 1003	3
	100+	4
Commercial Accommodation: Guest Room, Sleeping Unit, Dwelling Unit	0 - 55	2
	55 - 1003	3
	100+	4
Pension Guest Room Bed and Breakfast Campsite	N/A	1.5
	N/A	6
	N/A	1
Detached Dwelling	N/A	6
Duplex Dwelling	N/A	12
Dormitory Bed	N/A	0.5

¹ Note that the bed unit allocations for properties subject to the Original and Amended Blackcomb Land Use Contract are based on the allocations specified by these Contracts, which differ from the allocations specified by the OCP. Also, note that bed units are not allocated and tracked for auxiliary residential units.

gross floor area, floor space ratio or site coverage, without restricting the number and size of accommodation units or the number of potential bed units. In these cases, any future renovations or redevelopment of the property that results in a change in the type and number of accommodation units, and is not subject to a rezoning, will also result in a revision to the number of developed bed units allocated to the property. This change in bed unit allocation is simply a change in the estimated development capacity of the property and does not require municipal approval.

For undeveloped properties, the potential number of bed units is estimated based on the expected future development of the property, which is tied to the approved zoning for the property and any limitations that may have been applied by registered development covenants. Typically, this estimate reflects an allocation derived from conceptual plans presented for consideration by the municipality at the time of rezoning. When the property is developed, this estimate is often adjusted to reflect the approved development, which has typically undergone some revisions through the development permit design and approval process. Again, unless there has been some specific restriction placed on the property in terms of bed units, the revised bed unit allocation does not require municipal approval.

In some special historical cases, Council has recognized and approved development rights for entities other than zoned land, specifically for Whistler Mountain, Blackcomb Mountain and the Crown. These development rights, measured in bed units, have been inventoried within the Accommodation Land Use Inventory and have been allocated to individual parcels as suitable development sites have been identified, and development plans have been approved through the municipal rezoning and development permit approval processes. The status of remaining bed units approved for these entities are examined in the Residual Bed Unit section of this report.

Ultimately, the use and development of any given property within the municipality is governed by its zoning and any further land use regulations, restrictive covenants or other development controls that may specifically apply to the property. Bed unit allocations for a property, tracked within the municipality's Accommodation Land Use Inventory, are simply an estimate of the actual or potential development capacity of the property; they do not constitute enforceable or transferable property rights.

Finally, it is important to recognize that the total zoned and approved development capacity for the resort community, measured in bed units, is also just an estimate and is not a fixed number. The total bed unit capacity, reported by the Accommodation Land Use Inventory, is simply an aggregate estimate of the estimated development capacity of all property within the municipality. As described above, this aggregate estimate may be subject to adjustments to reflect changes to the development of a property that are permitted under the existing zoning and development controls for the property.

Bed Units, Growth Management and the 'Cap'

Since its incorporation, Whistler's official community plans have instituted a progression of growth management policies that have placed limits on the municipality's development capacity. Initially established to limit Whistler's development capacity to be consistent with infrastructure capacity, highway capacity and lift capacity, these policies have most recently been established to limit Whistler's development capacity and size in recognition of the potential impacts of additional development on Whistler's natural environment and quality of experience. Whistler's growth management policies and limits on development capacity have also been effectively utilized to target and achieve the types of development desired by Whistler as it has evolved to become a world class four season destination resort community.² Throughout, the measure of bed units has been utilized as a consistent point of reference and benchmark for Whistler's development capacity, size and growth management policies.

² See Appendix "B" for a chronology of this progression of Whistler's growth management policies, development capacity and bed unit benchmarks.

Whistler's current growth management strategy and policies are contained within the municipality's 1993 Comprehensive Development Plan, and are implemented within the 1993 Official Community Plan. At the time these plans were adopted, it was recognized that there was significant remaining approved and undeveloped capacity for all forms of development, and there appeared to be little need to further increase the ultimate size of Whistler. In response to concerns over the changes that would result as the resort community grew from its existing developed capacity, estimated at approximately 30,000 bed units, to the already committed capacity, estimated at approximately 52,600 bed units, the OCP stipulated that:

"Proposed amendments to the OCP or Zoning Bylaw, especially those which would significantly increase the accommodation capacity within the existing Municipal boundaries, will only be approved under very special circumstances, and must comply with the criteria under this section (4.13)".

Any proposed OCP amendment or rezoning that would increase the municipality's bed unit capacity above the existing potential development capacity at the time would only be considered if the development:

- a) provides clear and substantial benefits to the community and the resort;
- b) is supported by the community, in the opinion of Council;
- c) will not cause unacceptable impacts on the community, resort, or environment; and
- d) meets all applicable criteria set out in the Official Community Plan." (OCP Section 4.13.2)

The OCP policies further stipulate that:

"The Municipality will annually review its growth management policies and determine what kinds and amounts of additional development, if any, are appropriate, necessary, or regarded as likely to yield benefits to the community and the resort. If this annual review identifies kinds of development that should be considered, the Municipality will consider amending the Official Community Plan."

The annual review process called for under the OCP was first implemented in 1994 and formalized in 1995, setting out the procedures for the annual consideration of new development that would require amendments to the zoning bylaw or OCP. The process was established to provide direction in determining community needs and to evaluate and prioritize development opportunities that were considered to be appropriate, necessary or likely to benefit the resort community. Based on the results of the annual resort community monitoring program and Annual Town Meeting, the community would regularly set priorities for the following year as direct input into the municipal development approval process. Subsequently, annual monitoring and community consultation have been used to determine what kinds and amounts of additional development capacity, if any, should be approved. Over the past several years, the municipality has also conducted annual strategic planning retreats with Council to establish annual priorities for the resort community, which were then further defined and integrated within the municipality's annual work program and annual Five-Year Financial Plan. The municipality's current development priorities are directed by *Whistler 2020* and the Strategic Business Plan and related Quarterly Action Plan adopted within the current Five-Year Financial Plan (2005-2009). These priorities are listed in the discussion of growth management policies in this report.

Approved Increases in the 'Cap'

Market Development. With just one exception, the only additional accommodation capacity Council has approved subsequent to adoption of the 1993 OCP Growth Management Policies has been for 100 percent resident restricted housing developments. The only exception was in 1999 when Council approved additional hotel/tourist accommodation development on Lot 5 of the Blackcomb Benchlands,

with an allocation of 476 bed units. These development rights, which have been utilized towards development of the Four Seasons Hotel and Four Seasons Residences, were approved as part of a rezoning package that resulted in the acquisition and protection in perpetuity of the Emerald Forest. This rezoning, and the status of bed units allocated for the Four Seasons Hotel and Residences developments, is described in detail in Appendix "D", Residual Bed Unit Analysis.

Resident Housing. Following the 1995 annual development review process, the resort municipality approved resident restricted housing developments according to the policies and initiatives stipulated by the Affordable Employee Housing Strategy completed by the municipality in 1996. This strategy recognized that the existing approved capacity for resident restricted housing, estimated at 1,300 developed and 898 undeveloped bed units within the 1993 total approved development capacity of 52,500 (estimate), was not sufficient to meet the needs of the community. Subsequently Council approved a further allocation of 1,700 bed units for resident restricted housing, which was based on the projected future employee generation for the resort community. The increased bed unit allocation was not to exceed the number of bed units for which employee service charges had been paid as a cash-in-lieu alternative to providing housing, and the number of employees to be generated from new commercial and tourist accommodation development under the Employee Works & Services Charge Bylaw.

Resident housing projects and their associated bed unit allocations that have been added to the municipality's development capacity subsequent to the 1993 OCP development cap are listed in Appendix "E", Resident Housing Project Summary. A review of these projects shows that although no new market development rights were approved to support the delivery of the resident housing, each of the projects had a unique set of circumstances that made them feasible from the developer's perspective. The majority of the resident housing projects were associated with market development that already had approved development rights and allocated bed units within the existing cap. Other projects were delivered by the Whistler Housing Authority utilizing funds collected from employee works and services charges. All of these projects were also subject to significantly lower land and construction costs than prevail in today's market. The most recent projects have required increases in the prescribed price that may be charged for the resident housing that is provided, increasing from the established benchmark of \$155 per square foot of gross floor area up to a current benchmark of \$175 per square foot. With today's actual cost of construction in the range of \$200 to \$240 per square foot, no new resident housing projects will be feasible without some further flexibility in pricing, provision of new market development rights, or some other economic incentives.

'Cap' Neutral Rezoning. Over time, some development has occurred on lands that were not assigned development rights within the approved development capacity at the time of the adoption of the 1993 OCP. In these cases, bed unit reallocations have occurred through the downzoning of one property (with a resultant decrease in the allocated inventory of bed units for that property) along with the concurrent up-zoning of another property (with a resultant increase in the inventory of allocated bed units for that property). These rezonings have been considered by Council, at its discretion, based on the merits of the proposed development relative to the municipality's OCP and growth management policies. Generally, rezonings that have been approved involving density transfers have resulted in equivalent bed unit allocations between the sending and receiving sites, thereby resulting in no net increase in the approved development capacity of the municipality measured in bed units. The revised bed unit allocations have been tracked as part of the municipality's monitoring program. The Nita Lake Comprehensive Development Strategy is a recent example of this type of cap neutral rezoning involving a density transfer and resultant bed unit reallocation process.

Staff notes that there is no established policy that requires a density transfer or acquisition of development rights for a property that is proposed for development but does not have existing approved development rights. Such a proposal is to be evaluated based on the OCP growth management policies and criteria for evaluating proposed OCP amendments and rezonings. Further, staff notes that the practice of density transfers may create excessive financial burdens on a proposed development that may

result in a need to increase the density of the proposed project for it to be economically feasible, or a decrease in potential community amenities that may be derived from the proposed development.

Non-Residential Development. Other developments have also been approved that have added to the development capacity of the resort community but have not added to the accommodation capacity. In some cases these developments have required a rezoning, such as the Franz's Trail commercial area and more recently the First Nations Cultural Centre and the Whistler Public Library, both of which are currently under construction. Other developments, such as the expansion of the Telus Conference Centre at Whistler and recently constructed light industrial/office buildings in Function Junction did not require a rezoning or OCP amendment.

Current Bed Unit Development Capacity

As a central part of the municipality's resort community monitoring program, Whistler's total estimated and approved development capacity has been reported annually within the Accommodation Land Use Inventory. The bed cap is consistently reported in terms of the total number of developed and committed bed units, both with and without employee³ bed units. According to the 1993 Accommodation Land Use Inventory, the total committed development capacity at year-end was 50,212 market bed units in addition to 2,646 employee bed units for a total of 52,858 bed units⁴. At that time, a total of 61 percent of the total development potential (or 32,134 bed units) had been developed to date. Ten years later, as of December 31, 2003, Whistler's total approved development potential was estimated at 50,662 bed units in addition to 4,425 employee bed units, for a total capacity of 55,087 bed units. By this time, approximately 89 percent of the total number of allocated bed units had been developed (48,853 bed units) leaving 6,234 committed but unbuilt bed units for future development.

Most recently, *Whistler 2020*, the long-range community-wide strategic sustainability plan that will inform future amendments to the OCP, provides for up to 6,650 additional bed units to accommodate the resort community's resident housing needs and overall goal of maintaining 75 percent of Whistler's employees living within the resort community. As preferred by the majority of the community, resident housing is to be secured within the existing corridor between Function Junction and Emerald Estates, and financed using a variety of tools. *Whistler 2020* also states that each resident housing project is to be evaluated based on its particular circumstances, recognizing that each development will have its own set of unique considerations.

DISCUSSION – RESIDUAL BED UNITS

As established earlier, bed unit allocations, and the inventory itself, are not static and may fluctuate for a number of reasons. The bed unit allocation of a zoned property may change depending on the ultimate number and size of units constructed on the property; inventory updates incorporate more accurate information on historical projects; renovations to existing developments within their zoning rights; or, as a result of the subdivision of large zoned parcels. In some instances, these bed unit revisions have resulted in residual bed units, which represent *bed units that have been allocated within the 1993 OCP approved development capacity but not utilized*.

Staff has conducted a residual bed unit analysis for Whistler and Blackcomb Mountains, the Crown, the Whistler Housing Authority and the municipality to track and consolidate the inventory of residual bed units for Council's consideration (Appendix "D"). This section presents a summary of existing inventoried residual bed units for each of these entities.

³ The term 'employee' and 'resident' are used interchangeably in this report. An employee is defined as an individual either employed or self employed and whose place of employment is situated in the boundaries of the Resort Municipality of Whistler and includes an individual who has ceased active employment but who was employed or self-employed within the RMOW boundaries for five of the six years prior to ceasing employment (RMOW Zoning & Parking Bylaw 303, 1983).

⁴ Note that the total estimated committed bed units reported in the 1993 Accommodation Land Use Inventory was 358 bed units greater than the 52,500 bed unit development cap cited in the 1993 OCP.

Residual Bed Unit Summary by Property

The following summary presents residual bed units associated with the Whistler Mountain and Blackcomb Mountain bed unit inventories, the Crown, the WHA and municipal properties. The inventory of residual bed units is uniquely associated with the specific development history of each property and the circumstances around which the development has been approved. A detailed analysis is provided for each property in Appendix “D”, highlighting bed unit origin and utilization, as well as a history of bed unit reallocations by project. This analysis provides the basis for the recommended status of residual bed units for each property and the policy recommendations offered in the next section.

As presented in Table 2.0, a total of 751 residual bed units have been identified for Whistler Mountain and Blackcomb Mountain, Crown, WHA and municipal properties. The breakdown of these bed units and their status are summarized as follows.

Whistler Mountain and Blackcomb

Mountain (Intrawest). As described in Appendix “D”, Council approved a total allocation of 7,500 bed units for each of Blackcomb Mountain and Whistler Mountain, in recognition of the development of lift capacity and mountain facilities.

Of the combined total of 15,000 bed units, there are only 64 remaining bed units that are not tied to an existing developed site, and are considered to be available for a future development subject to rezoning approval. An additional 365 residual bed units are tied to existing developed sites, with 214 bed units at Taluswood (190 at Parcel “M” and 24 at Parcel “D”) and 151 bed units on Blackcomb Lot 5 (Four Seasons Residences). Note that the 151 residual bed units for Blackcomb Lot 5 were derived from the rezoning package that involved the protection of the Emerald Forest, whereas, the Taluswood residual bed units were derived from the original Whistler Mountain bed unit allocation.

All of the bed units allocated to Blackcomb Mountain have been fully allocated and utilized.

TABLE 2.0 RESIDUAL BED UNIT SUMMARY

Inventory Summary	Total Bed Units
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Blackcomb Mountain Bed Units

Whistler Mountain Bed Units	
Taluswood Parcels “M” and “D”	214
Blackcomb Lot 5 (Four Seasons Residences) ¹	151
Whistler Creek	30
Blackcomb Lot E (Four Seasons Hotel)	34
Subtotal	429

Crown Bed Units	
Nordic Estates	84
Nesters Hill	66
RSEI Parcels (Alta Lake Road)	78
Subtotal	228

WHA Bed Units – Lorimer Court

Municipal RRI/Parklands	
Alpha Creek	10
Nordic RRI Parklands & Open Spaces	30
Other Parks & Open Spaces	48
Subtotal	88

Total Residual Bed Units

	751
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¹ The original bed unit allocation for Blackcomb Lot 5 included 36 bed units reallocated as part of the Emerald Forest Decigon land transaction in 1999, as well as 476 bed units allocated by Council resolution.

Crown Bed Units. The Crown has a combined total of 228 residual bed units associated with Nordic Estates (84 bed units), Nesters Hill (66 bed units) and nine RSEI zoned parcels (78 bed units). The residual bed units were addressed by Council in a Closed Meeting on June 2, 2003, and are considered to be available to the Crown for future development subject to a number of conditions including rezoning approval, which is subject to Council’s discretion.

WHA Bed Units. The WHA has developed two properties for resident restricted housing that were previously zoned RRI, Lorimer Court and Beaver Flats. These properties had existing allocations of six undeveloped market bed units within the Accommodation Land Use Inventory, based on the potential

for one detached dwelling for each property. The Beaver Flats development included the development of the detached dwelling and market bed units, whereas, the development at Lorimer Court did not. Consequently, the six undeveloped market bed units at Lorimer Court are considered residual market bed units.

Municipal Properties. The total number of residual bed units identified for the municipality is 88 bed units. This includes 10 accrued bed units associated with Alpha Creek wetlands, 30 bed units within the designated Nordic parklands and open spaces at Taluswood, as well as 48 bed units associated with additional parklands throughout the municipality that currently have zoning that permits a detached dwelling. Note that many of these parkland parcels are remainder parcels that have not historically been allocated bed units within the Accommodation Land Use Inventory.

The municipality also owns road right-of-ways including road ends which are zoned RRI and permit a detached dwelling. These road ends may potentially be developed for resident housing and have therefore been excluded from the inventory of residual bed units.

Additional Potential Residual Bed Units

The municipality is currently considering two rezonings whereby the property owners have requested changes to the currently permitted type and number of accommodation units. Based on the proposals under consideration, the new proposed developments for these two properties would result in a decrease in the bed unit allocation for each of the developments. The two developments are the Holborn Tennis Resort Lands development and the Shoestring Lodge development. The currently allocated number of bed units and the number of bed units estimated for the proposed developments are summarized as follows:

Active Rezonings Potential Residual Bed Units

	Current BU Allocation		Proposed Development BUs		Additional BU Capacity	
	Market	Resident	Market	Resident	Market	Resident
Holborn - Tennis Resort	837	132	594	84	(243)	(48)
Shoestring Lodge	206	0	156	168	(50)	168
Total	1,043	132	750	252	(293)	120

Any change in the bed unit allocations for these properties, which may result from Council's approval of the proposed rezonings, are considered to be residual bed units within the municipality's previously approved development capacity. The property owners are not entitled to further density by reallocating these residual bed units to another site, except as may be considered by Council at the time of rezoning. Any consideration of a density transfer and reallocation of bed units to a receiving property can only occur through zoning by Council. Council has no obligation to approve the reallocation of bed units from one property to another. Based on the rezoning proposals currently under consideration, these two rezonings would result in 293 residual bed units that had been allocated within the 1993 OCP development capacity.

POLICY RECOMMENDATIONS – RESIDUAL BED UNITS

Based on the foregoing background and discussion, staff has prepared a draft policy for Council's consideration that is intended to:

- (1) provide clarity around the status, treatment and use of existing residual bed units; and,
- (2) guide the consideration of future development applications within the context of the municipality's current growth management policies.

The draft policy is presented in Appendix “A” and is summarized as follows.

- (1) The use and development of any given property within the municipality is governed by its zoning and any further land use regulations, restrictive covenants or other development controls that may specifically apply to the property. Bed unit allocations for a property, tracked within the municipality’s Accommodation Land Use Inventory, are simply an estimate of the actual or potential development capacity of the property; they do not constitute enforceable or transferable property rights.
- (2) Create and maintain a separate accounting of bed units that have previously been allocated within the approved development capacity of the municipality, but have not and will not be utilized – refer to these bed units as “Surplus Bed Units Available for Reallocation”.
- (3) Add the six WHA bed units to the initial inventory of “Surplus Bed Units Available for Reallocation”.
- (4) Add the ten municipal Alpha Creek wetlands bed units to the inventory of “Surplus Bed Units Available for Reallocation”.
- (5) Rezone all municipal parkland properties that currently have zoning that permits accommodation use to an appropriate park zone. Remove the permitted accommodation use and allocate the corresponding number of bed units to the inventory of “Surplus Bed Units Available for Reallocation”, estimated at 78 bed units.
- (6) Additions to the “Surplus Bed Units Available for Reallocation” may only occur when there is a decrease in the number of bed units allocated to a property as a result of a rezoning.
- (7) Property owners seeking rezonings are not entitled to a density transfer or transfer of the existing estimated bed unit allocation to alternate sites except as may be approved by Council at its sole discretion as part of the rezoning proposal.
- (8) Any future OCP amendments or rezoning proposals that seek to add to the development capacity of the municipality shall be evaluated based on existing criteria specified by the municipality’s Official Community Plan, and future criteria that will be informed by *Whistler 2020*.
- (9) The inventory of “Surplus Bed Units Available for Reallocation” shall be considered as part of the review of any future rezoning proposal that requires market bed units that did not previously exist within the municipality’s existing approved development capacity. However, *approval of any such proposals shall not be dependant upon the availability of any remaining positive inventory of “Surplus Bed Units Available for Reallocation”*.
- (10) Subtractions from the inventory of “Surplus Bed Units Available for Reallocation” shall occur when new market bed units are allocated to an approved rezoning that did not previously have existing approved development capacity.
- (11) A total of 64 bed units currently remains within the Whistler Mountain approved bed unit allocation, and are available for future development subject to rezoning and all applicable municipal approvals.
- (12) A total of 214 bed units currently remains within the inventory of undeveloped bed units for Taluswood, with 190 bed units assigned to Parcel “M” (At Nature’s Door) and 24 assigned to Parcel “D”. These bed units shall be available for any future redevelopment of these parcels and shall not be available for transfer to any other parcel.
- (13) A total of 151 bed units currently remains within the inventory of undeveloped bed units for Blackcomb Lot “5” (Four Seasons Residences). These bed units shall be available for any future redevelopment of these parcels and shall not be available for transfer to any other parcel.

- (14) A total of 228 bed units currently remains within the approved and recognized Crown bed unit allocation, and are available for future development subject to rezoning and all applicable municipal approvals.

The proposed policy provides the municipality with a mechanism to formally recognize and consider reallocations of unutilized residual bed units within the municipality's approved development cap. At the same time, development proposals will continue to be evaluated according to the municipality's growth management policies and criteria for considering OCP amendments and rezonings as specified by the municipality's OCP. The policy recognizes that the OCP policies and criteria are to be updated in 2005/06, incorporating the recently adopted *Whistler 2020* document. The recommended status and treatment of residual bed units by entity is consistent with the municipality's historic practices and Council resolutions and approvals.

To ensure transparent bed unit accounting, individual rezonings are still to be considered based on their own merits using the existing criteria established in the OCP. This alternative does not require these rezonings to be dependent on, or explicitly tied to, the transfer of bed units from one site to another through the downzoning of one property and the concurrent upzoning of another property under a comprehensive rezoning proposal. This alternative also precludes issues associated with density transfers, which can ultimately drive up the cost of development and may result in greater density on the receiving site or reduced amenities in order to finance the increased land acquisition or density transfer costs. More fundamentally, the prohibition of bed unit transfers to alternative development sites is consistent with the original intended purpose of bed unit concept and supports the municipality's long-standing position that bed units are non-transferable and do not equate to development rights.

DISCUSSION – GROWTH MANAGEMENT POLICY

The residual bed unit analysis confirms that some limited remaining potential exists within the municipality's current inventory of market accommodation that was previously allocated, but has not been utilized to date. This remaining potential is referenced as "Surplus Bed Units Available for Reallocation" in the draft policy recommendations presented above, and represents room within the existing 'cap' that could be utilized to support the future development of resident housing or other community amenities without increasing the existing approved development capacity of the resort community. This section provides further context for consideration including the municipality's current development priorities and current development applications, as well as existing and proposed growth management policies.

Current Resort Community Development Priorities

A number of development priorities have been established through the municipality's annual Council orientation/strategic planning session, the Strategic Business Plan and the related Quarterly Action Plan adopted within the Five-Year Financial Plan (2005-2009), and *Whistler 2020*. Further development needs and opportunities to pursue have also been identified for consideration through various community consultation efforts. A summary list has been prepared for consideration as follows:

- Resident Housing
- 2010 Olympic Venues
- 2010 Olympic Legacies
- First Nations Legacies
- Whistler Village Enhancement Projects
- Non-cost Infill Housing
- Campus for Learning
- Affordable Tourist Accommodation
- Hostel/Short Term Housing

The 2005 Quarterly Action Plan, which has been developed from the *Whistler 2020 Strategic Action Plans*, also commits to some specific targets and actions related to Whistler's development priorities. These priorities, listed as follows, include targets for delivery of resident housing, delivery of specific municipal development projects, and preparation of plans, studies and policies that will add to or affect the development capacity of the resort community.

“Resident Housing Strategy

- Carry out a needs assessment study of Whistler's housing needs and supply.
- Develop a seniors housing strategy including different pricing options and evaluation of suitable sites.
- Prepare a Master Plan for the Athletes Village with standards that can be applied to new neighborhoods.
- Create a housing strategy for the next 500 units.
- Expand non-cost housing initiatives.
- Partner with WHA – ensure 250 units of resident-restricted housing are under construction within the next 18 months, beyond what is already committed.
- Partner with WHA – provide short-term emergency housing options by exploring underutilized spaces.

Resident Affordability Strategy

- Partner with WCSS – Expand Re-Use It Centre with an outdoor covered area.

Health and Social Strategy

- Proceed with an overall community facility needs assessment as an update to previous studies and with reference to facilities to be included in the Athletes Village.

Recreation and Leisure Strategy

- Develop a plan for creating parks and fields on the current landfill site once closed.
- Explore a plan to expand Meadow Park Sports Centre or build additional indoor recreation facilities in another location as part of the Paralympics facility requirement.
- Revisit and update the Recreational Master Plan (“Parks Vision”), including identifying public community gathering locations for passive recreation and leisure.
- Complete the Lost Lake mountain bike trail system.
- Develop a master plan for Lakeside Park.
- Work with Sea to Sky Trail Steering Committee to plan and develop the Sea to Sky Trail.

Arts and Culture Strategy

- Partner with Museum & Archives – identify Museum facility needs, including site, space and type of activity.
- Partner with Whistler Arts Council – conduct a Performing Arts venue inventory.

Learning Strategy

- Plan and develop the new library facility.
- Explore opportunities for alternative education facilities at Athletes Village.

Built Environment Strategy

- Amend the OCP to include policy that restricts development to within the existing corridor between Function Junction and Emerald Estates.
- Complete the review of the limits to development in CC1 zoned Whistler Village.

Transportation Strategy

- Plan day skier parking at Cheakamus South.

Materials and Solid Waste Strategy

- Commence the construction of a temporary transfer station, pending the results of the 2004 solid waste study

Water Strategy

- Carry out the pre-design phase of the wastewater treatment plant upgrade.

Visitors Experience Strategy

- Develop the plan for the Information Centre near Brandywine, as outlined in the Whistler Welcome Strategy.

Corporate Support Functions

- Develop a list of projects for support of 2010.
- Update the OCP based on the CSP.”

Current Proposed Developments Under Consideration

With respect to achieving the Resident Housing targets, the municipality has received a number of applications that are currently under consideration. These applications seek to add to the development capacity of the resort community and are summarized as follows:

Current Development Proposals Under Consideration

	Current BU Allocation		Proposed Development BUs		Additional BU Capacity	
	Market	Resident	Market	Resident	Market	Resident
1410 Alpha Lake Road	0	0	0	100	0	100
Alpha Creek Lands	24	0	294	1,615	270	1,615
Athlete Village	n/a	n/a	tbd	1,440	tbd	1,440
Holborn - Tennis Resort	837	132	594	84	(243)	(48)
Mount Whistler Lodge	126	0	165	22	39	22
Rainbow Lands	66	0	274	1,258	208	1,258
Shoestring Lodge	206	0	156	168	(50)	168
Total	1,259	132	1,483	4,687	224	4,555

The total additional development capacity that has been proposed and is currently under consideration is estimated at a total of 4,555 resident restricted bed units and 224 market bed units. The proposed resident restricted housing represents 68 percent of the maximum of 6,650 bed units that has been allocated by *Whistler 2020* to meet Whistler's potential resident housing needs through the year 2020. Given the significant size of the total potential addition, these proposals should be prioritized and considered for phasing relative to Whistler's housing needs. This is to be established through the municipality's Housing Needs Assessment and Strategy, which is currently being prepared.

It is also important to consider the other market components of the proposed developments relative to Whistler's development priorities and needs. Several of these proposals include significant additions to Whistler's commercial development capacity including Rainbow (20,000 square feet), Alpha Creek (39,400 square feet) and the Athlete Village neighbourhood. Also, the market accommodation components of the proposed developments are all requesting tourist accommodation zoning, further adding to the supply of this inventory. In addition to these proposed developments, the municipality has also received a rezoning application to add 12,000 square feet of retail space in Whistler Village for a proposed London Drugs, again adding to the commercial development capacity of the resort. These other proposed additions to Whistler's development capacity should also be considered relative to the municipality's growth management policies, annual monitoring report results, and development needs and priorities.

POLICY RECOMMENDATIONS – GROWTH MANAGEMENT

The recommended treatment of residual bed units also needs to be considered within the municipality's larger OCP/CDP growth management framework, which will be reviewed and updated as part of the comprehensive OCP update to be undertaken in 2005/06. It is anticipated that this document will also contain strong growth management policies and continue to place limits on the approval of any further additional development capacity for the resort community. To assist in establishing policy direction for this OCP update staff has prepared the following recommendations for Council's consideration.

Staff recommends that a formal annual review process be reinstituted and adhered to in order to establish the municipality's development priorities. The benefits of this process include clear Council direction; increased certainty for staff, applicants and the resort community; focused staff efforts; prioritization of projects to achieve greatest benefit to the resort community; review of needs based on annual monitoring; and a cautious approach to the approval of additional development capacity including the appropriate phasing of this capacity within the existing fabric of the resort community. Existing OCP policies that provide direction include:

- Continue to conduct an annual review to determine what kinds of additional development, if any, are appropriate, necessary, or regarded as likely to yield benefits to the resort community (OCP Section 4.13.2)
- Monitor community housing requirements and preserve and protect identified potential resident housing sites to meet the needs of the resort community. Where there is demonstrated need, prioritize resident housing projects and facilitate the delivery of affordable housing to accommodate permanent residents and employees (OCP Sections 4.2.2 and 4.2.3).

As an indication of the potential policy criteria or filters that have recently been approved and are currently under preparation, staff have developed draft policy language for consideration in an update of the annual development review process and growth management policy. Staff recommends that it is prudent for the resort community to continue to limit the size of the resort community and continue to adhere to the existing growth management framework for the annual review of needs and proposed developments. To incorporate recently completed and current planning efforts, and focus the municipality's resources on development that achieves the greatest potential benefit to the resort community, it is recommended that this framework be expanded to include the following prioritization process within the OCP by adding the following text to the annual monitoring and project review policy under the growth management section of the OCP:

"Any proposals that add to the development capacity of the resort community shall be reviewed and considered by Council for approval on a priority basis, determined annually. Priority shall be established based on the degree to which the proposal satisfies the development needs of the community as identified by the municipality's annual resort monitoring and community consultation program, and considered based on the degree to which the proposed development achieves the policies established by this growth management section of the Official Community Plan, presented as follows:

- Degree to which the development increases the number of market and resident restricted bed units inventoried within the municipal Accommodation Inventory.
- Degree to which the development achieves implementation of the vision, priorities and directions of *Whistler 2020* and the 16 strategic action plans developed to implement *Whistler 2020*.
- Degree to which the development achieves the decision framework of *Whistler 2020*.
- Degree to which the development provides for the municipality's housing/accommodation, retail, industrial, recreational, cultural, educational, spiritual

and other needs of the resort community that are defined to be development. Identify and summarize the needs that are satisfied by the proposed development.

- Degree to which the development adheres with the 2005 Municipal Protected Area Network policies and development guidelines (2005).
- Degree to which the development achieves the housing needs of the resort community as established by the municipal Housing Needs Assessment and Strategy (2005).
- Degree to which the development achieves the objectives and recommendations of the municipal Retail Needs Assessment and Strategy (2005).
- Degree to which the development supports and achieves hosting the 2010 Olympic Games.
- Degree to which the development achieves the Whistler Village Enhancement Strategy and Whistler Village development permit guidelines including the Whistler Village Design Guidelines (2005).
- Degree to which the development achieves the Municipal Parks and Recreation Master Plan (2006).
- Consistency with the municipality's Future Land Use Plan and development permit area designations.
- Consistency with the Regional Growth Strategy.
- Degree to which the development increases the amount of physical development within the resort community including the amount of disturbed land, increase in impervious area. Degree to which disturbed land is enhanced or replaced.
- Degree to which the development utilizes, supports and/or complements existing development.
- Degree to which the development achieves any other applicable municipal policies or resolutions adopted by Council.

where development is defined within the OCP to mean: "construction of a building or structure, or a change in use of land, a building or structure."

This annual review process also makes reference to an annual monitoring program, and annual resort community consultation program, which staff recommends should be further defined as part of the upcoming OCP update based on *Whistler 2020*.

The draft policy direction outlined above is also presented in Appendix "A" for Council's future consideration.

BUDGET CONSIDERATIONS

The proposed policy is not expected to result in any additional budget requirements. The proposed policy for consideration in the update of the OCP will be addressed by the OCP project budget.

SUMMARY

This report presents a recommended Draft Council Policy for Council's consideration that establishes a framework for the treatment of residual bed units and consideration of future development applications relative to Whistler's growth management policies and approved development capacity.

Respectfully submitted,

Signed original on file

Mike Kirkegaard

MANAGER, COMMUNITY PLANNING & SUSTAINABILITY

and

Sarah McJannet

PLANNING ANALYST

for

Robert MacPherson

GENERAL MANAGER, PLANNING & DEVELOPMENT SERVICES

**APPENDIX “A”
RECOMMENDED COUNCIL POLICY**

POLICY NUMBER:	DATE OF RESOLUTION: AUGUST 2, 2005
DRAFT	
COUNCIL POLICY: RESIDUAL BED UNITS & GROWTH MANAGEMENT	

I. SCOPE OF POLICY

The following Council Policy establishes a framework for the treatment of residual bed units and consideration of future development applications relative to Whistler’s growth management policies and approved development capacity. Residual bed units represent bed units⁵ that have been allocated within the municipality’s 1993 OCP approved development capacity but have not been utilized.

This policy applies to the municipality’s existing inventory of residual bed units associated with Council-recognized Whistler Mountain and Blackcomb Mountain bed units, Crown bed units, as well as bed units allocated to properties developed by the Whistler Housing Authority, and those designated as municipal parkland but zoned to permit residential use. The policy also specifically addresses future potential residual bed units that may result from requested and approved changes to the zoning of a property.

2. OBJECTIVES

This Council Policy contains residual bed unit policy recommendations, which are framed by a series of accompanying growth management policies. The residual bed unit policy recommendations are intended to provide clarity around the status, treatment and use of existing residual bed units and to guide the consideration of future development applications within the context of the resort municipality’s current OCP/CDP growth management framework, which will be reviewed and updated as part of the comprehensive OCP update to be undertaken in 2005/06. As an interim response, the growth management policy recommendations under this Council Policy will provide direction for Council, staff and applicants concerning the approval of additional development capacity based on the prioritization of projects that provide the greatest benefit to the resort community.

3. GUIDING PRINCIPLES

It is recognized that the resort community is reaching build out of its remaining approved development capacity. While there is a strong growth management desire to stay within this capacity, at the same time, the resort community has established priorities to achieve needed resident housing and other community amenities that are not currently provided for within the existing approved development capacity. Development of this Council Policy has therefore been informed by the need to establish a policy response that is aligned with and reinforces the resort municipality’s existing growth management policies under the 1993 OCP, while reconciling the resort community’s future development priorities and actions under *Whistler 2020*.

Policies for the treatment and consideration of residual bed units and future development applications are fundamentally guided by:

- a. Whistler’s 1993 OCP/CDP growth management policies;

⁵ As defined by Whistler’s *Official Community Plan* (OCP), a bed unit means a *measure of development* intended to reflect servicing and facility requirements for one person, calculated according to accommodation type.

- b. *Whistler 2020* priorities, strategies and actions that will inform future amendments to the OCP; and,
- c. Previous Council approvals and resolutions.

4. PROCEDURES

The following procedures apply to the treatment and future consideration of OCP amendments, rezonings and development approvals:

- (1) The use and development of any given property within the municipality is governed by its zoning and any further land use regulations, restrictive covenants or other development controls that may specifically apply to the property. Bed unit allocations for a property, tracked within the municipality's Accommodation Land Use Inventory, are simply an estimate of the actual or potential development capacity of the property; they do not constitute enforceable or transferable property rights.
- (2) Create and maintain a separate accounting of bed units that have previously been allocated within the approved development capacity of the municipality, but have not and will not be utilized – refer to these bed units as “Surplus Bed Units Available for Reallocation”.
- (3) Add the six WHA bed units to the initial inventory of “Surplus Bed Units Available for Reallocation”.
- (4) Add the ten municipal Alpha Creek wetlands bed units to the inventory of “Surplus Bed Units Available for Reallocation”.
- (5) Rezone all municipal parkland properties that currently have zoning that permits accommodation use to an appropriate park zone. Remove the permitted accommodation use and allocate the corresponding number of bed units to the inventory of “Surplus Bed Units Available for Reallocation”, estimated at 68 bed units.
- (6) Additions to the “Surplus Bed Units Available for Reallocation” may only occur when there is a decrease in the number of bed units allocated to a property as a result of a rezoning.
- (7) Property owners seeking rezonings are not entitled to a density transfer or transfer of the existing estimated bed unit allocation to alternate sites except as may be approved by Council at its sole discretion as part of the rezoning proposal.
- (8) Any future OCP amendments or rezoning proposals that seek to add to the development capacity of the municipality shall be evaluated based on existing criteria specified by the municipality's Official Community Plan, and future criteria that will be informed by *Whistler 2020*.
- (9) The inventory of “Surplus Bed Units Available for Reallocation” shall be considered as part of the review of any future rezoning proposal that requires market bed units that did not previously exist within the municipality's existing approved development capacity. However, *approval of any such proposals shall not be dependant upon the availability of any remaining positive inventory of “Surplus Bed Units Available for Reallocation”.*
- (10) Subtractions from the inventory of “Surplus Bed Units Available for Reallocation” shall occur when new market bed units are allocated to an approved rezoning that did not previously have existing approved development capacity.
- (11) A total of 64 bed units currently remains within the Whistler Mountain approved bed unit allocation, and are available for future development subject to rezoning and all applicable municipal approvals.
- (12) A total of 214 bed units currently remains within the inventory of undeveloped bed units for Taluswood, with 190 bed units assigned to Parcel “M” (At Nature's Door) and 24 assigned to

Parcel "D". These bed units shall be available for any future redevelopment of these parcels and shall not be available for transfer to any other parcel.

- (13) A total of 151 bed units currently remains within the inventory of undeveloped bed units for Blackcomb Lot "5" (Four Seasons Residences). These bed units shall be available for any future redevelopment of these parcels and shall not be available for transfer to any other parcel.
- (14) A total of 228 bed units currently remains within the approved and recognized Crown bed unit allocation, and are available for future development subject to rezoning and all applicable municipal approvals.

Growth Management Policy Recommendation:

- (15) A formal annual review process shall be reinstituted and adhered to in order to establish the municipality's development priorities. This process will involve a review of community needs based on annual monitoring and the prioritization of development projects to focus the municipality's resources on development that achieves the greatest potential benefit to the resort community:

"Any proposals that add to the development capacity of the resort community shall be reviewed and considered by Council for approval on a priority basis, determined annually. Priority shall be established based on the degree to which the proposal achieves the policies of the OCP and *Whistler 2020* and satisfies the development needs of the community as identified by the municipality's annual resort monitoring and community consultation program."

Certified Correct:

Linda Manheim, Deputy Municipal Clerk

APPENDIX “B”

ESTIMATED TOTAL APPROVED DEVELOPMENT CAPACITY 1976-2003

The following chronology specifically tracks Whistler’s estimated total approved development capacity over time, in addition to key OCP policies and Council resolutions that have regulated the maximum permitted accommodation development in the resort community.

- **1976 Official Community Plan:** Whistler’s first OCP prepared in 1976 established the initial parameters for the development of the resort, with the objective of focusing development on the slopes of Whistler and Blackcomb Mountain and on compact village development in Whistler Village and Whistler Creek. An early growth management approach involved a moratorium on development elsewhere in the community to focus development to these specific locations and balancing accommodation and visitor capacity. As of January 1976, the municipality had developed 6,736 beds⁶.
- **1982 Official Community Plan:** Whistler’s second OCP essentially reinforced the community’s priorities established in 1976, and offered an expanded growth management concept that required the phasing of accommodation tied to the provision of service infrastructure. Further, the 1982 OCP restricted commercial and recreational accommodation development to a maximum approved development potential of 45,000 bed units (1982 OCP Policy 1.1). This limit to development was based on estimated existing and projected municipal and regional service infrastructure capacities (including sewer, water, highway) and on environmental impact concerns and the recognized need to preserve the quality of the resort experience.
- **1989 OCP Amendment:** The 1989 OCP increased Whistler’s overall cap on development by approximately 16%, providing for an additional 7,500 bed units to be allowed through Zoning Bylaw amendments for new developments. This amendment was made in order to secure additional amenities critical to Whistler’s success as an all-season resort. Of this potential, 3,500 bed units were required for projects containing additional summer amenities, with the remaining 4,000 bed units allocated to mixed use, market and affordable resident housing projects.⁷ Under this major OCP amendment, the total number of bed units existing at the time could only be increased to a total of 52,500 bed units, in addition to new employee housing⁸. At the time of this amendment, it was estimated that Whistler’s total development capacity was 45,507 bed units⁹.
- **1993 Official Community Plan:** The 1989 OCP amendment development cap of 52,500 bed units was effectively carried forward and maintained in the 1993 OCP. Supported by the CDP growth management policies, the current OCP states that there was little need to further increase Whistler’s approved development capacity (which was noted at approximately 52,600 bed units in 1993). In addition, the 1993 OCP formally introduced evaluation criteria for additional development approvals that would increase the bed unit capacity of the Municipality, as noted in the previous section.
- **1996 Council Resolution for Employee Housing:** In 1996, Council passed a resolution to increase the ‘cap’ by 1,700 bed units for the provision of affordable resident housing, following the 1995 Annual Town Meeting and a policy review of the CDP development approval process with Council. The increased bed unit allocation figure for 100% affordable resident housing was based on the projected future employee generation for the resort community, and was not to

⁶ This bed unit figure is based on calculation allowing 2 beds per hotel room, 4 beds per condominium unit and 6 beds per detached unit (Source: RMOW Official Community Plan; December 30, 1976).

⁷ Staff report No. 97-06 (February 10, 1997) ‘General Review of Status of Bed Unit Allocation’.

⁸ The 7,500 bed unit allocation was actually reduced to 6,993 to account for the bed unit inventory adjustment ~507 bed units; in addition, 1,200 of these bed units were assigned to the already committed Bjorn Borg tennis resort development, so in effect, the available bed unit balance totaled 5,793 bed units plus new employee housing bed unit’s.

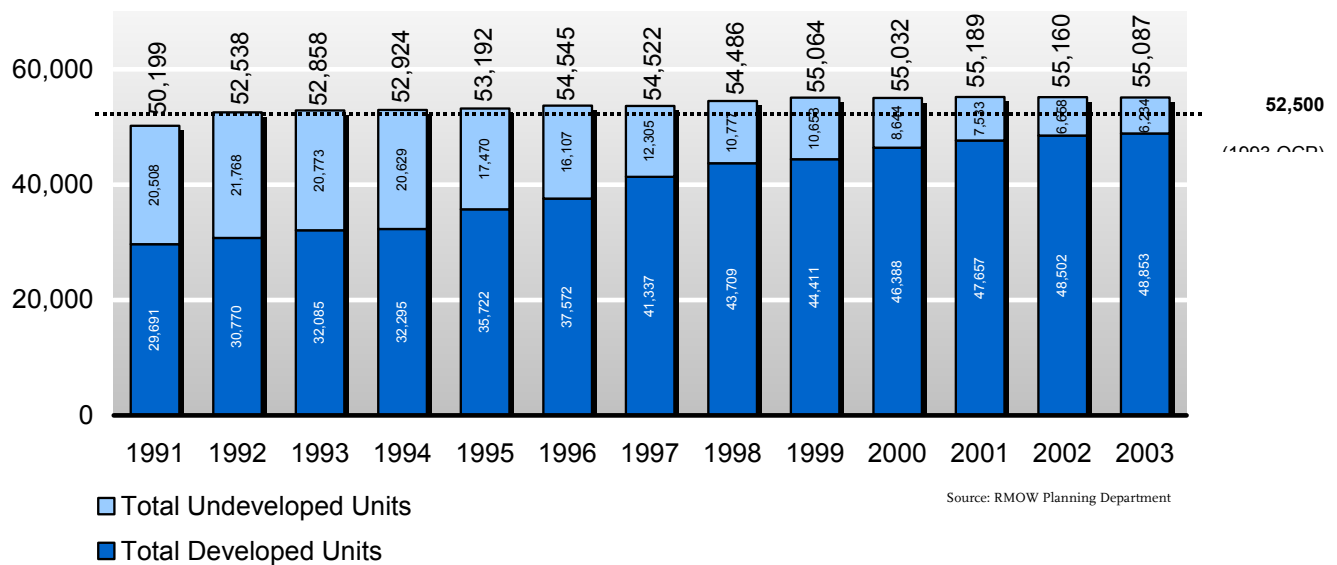
⁹ This bed unit figure represents a revised total, which **excluded 1,196 employee housing bed units**. The bed unit adjustment involved reducing the total so that employee bed units were not included in the total to conform with the OCP stipulation that employee housing bed units not count against the 7,500 bed unit ceiling. Source: October 29, 1990 Staff Memo to Council “Existing & Committed Bed Unit Inventory in Whistler”.

exceed the number of bed units for which employee service changes had been paid as a cash-in-lieu alternative to providing housing, and the number of employees to be generated from new commercial and tourist accommodation development under the Employee Works & Services Charge Bylaw.¹⁰ By year-end 1996, Whistler's total estimated development potential in 1996 was 54,544 including the 1,700 employee bed units (at that time, 834 employee bed units had been assigned, with 866 remaining unallocated bed units).

- **Whistler 2020:** The *Whistler 2020* document, the long-term community-wide strategic sustainability plan which will inform amendments to the OCP, provides for up to 6,650 additional bed units to accommodate the resort community's resident housing needs and overall goal of maintaining 75% of Whistler's employees living within the resort community. This policy has not yet been incorporated within the municipality's Official Community Plan.

Over the last 12 years, Whistler has seen its total approved development capacity increase from 50,199 bed units in 1991 to 55,087 bed units in 2003¹¹. As of December 31, 2003, Whistler's total approved development potential was estimated at 55,087 bed units (15,970 dwelling units). Approximately 89% of the total number of allocated bed units had been developed (48,853 bed units) leaving 6,234 committed but unbuilt bed units for future development.

BED UNIT HISTORY 1991-2003



*including employee restricted units

¹⁰ Source: Staff report No.97-06.

¹¹ 2003-04 Resort Community Monitoring Report (Section 3.4.1)



WHISTLER

APPENDIX "C"

APC MEETING MINUTES EXCERPT

OF THE REGULAR MEETING OF ADVISORY PLANNING
COMMISSION, THURSDAY, APRIL 1ST, 2004 AT 8:45 A.M.

In the Council Chambers of Whistler Municipal Hall
4325 Blackcomb Way, Whistler, BC V0N 1B4

IN ATTENDANCE

Members

Wally Raepple, Member, Acting Chair
Nicholas Davies, Councillor
Cheryl Bullock, Member
Brent Murdoch, Member
Ted Battiston, Member
Justin Wilson, Member
Alex Bunbury, Member

Municipal Staff

Mike Kirkegaard, Senior Planner, APC Secretary
Barbara Instance, Recording Secretary

ABSENT

Jinny Ladner, Member, Chair
Ralph Forsyth, Member
Colin Pitt-Taylor, Member, Co-chair

Wally Raepple called the meeting to order at 8:55 a.m.

PRESENTATIONS

Bed Unit Inventory 2nd Review File No.

Sarah McJannet, planning technician, entered the meeting.

Mike Kirkegaard, senior planner, described further work that had been done on the bed unit inventory since the last meeting. Further research has been completed to provide a more accurate count, including a review of allocated and unutilized bed units for Intrawest, the Crown and the RMOW.

Mike Kirkegaard provided the following details:

- A bed unit is a measurement of development capacity, while zoning states what can be developed.
- The bed unit offers a capacity for the resort but is not a means to receive development rights with the exception of entitlements earned and recognized for development for Whistler and Blackcomb Mountains.
- Whistler Mountain and Fortress Mountain (Blackcomb Mountain's predecessor) received 7,500 bed units each. Over time they have been drawn down. The sites that have been developed have zoning specific to gross floor area (g.f.a.) and allowable bed units.
- There has to be a very good reason to go beyond the 55,000 bed unit capacity established in the CDP, i.e., a significant definite benefit to the

community. One example was the Decigon Lands (Emerald Forest). Intrawest made this transaction possible so they were granted an entitlement of more bed units to be used elsewhere.

- In 1983, the Crown took over the development of certain properties owned by the WVLC that had bed unit allocations. These have been drawn down over time with some unutilized bed units.
- Some zones (i.e., RS-E1) could be developed as a single-family residences but the land is being used as parkland
- Sarah McJannet advised that she has gone through building and bylaw files to research how many bed units are left and their status.
- Some examples of allocated and unutilized bed units include the following:
 - Taluswood had 1,006 allocated from Whistler Mountain based on a master plan for that area. Taluswood is now fully developed to the maximum permitted g.f.a. This yielded 792 bed units, which leaves 214 unused. Should Council recognize these units? Can or should they be moved elsewhere?
 - A proposal is to be brought to Council from Intrawest to use these bed units to provide additional employee housing units. To what extent does these bed units have development rights?
 - At the Four Seasons Residences, the developer built larger units, which used up the g.f.a. but not the bed units.
 - In 1996, Powderwood was developed on Crown land. The staff report said an "x" number of bed units would be used and the balance could be used elsewhere or deleted. Council did not make a decision, so they are still in the inventory.
- At 2003 year end, 6,000 bed units remain undeveloped, but have all been allocated for development rights, mostly in hotel or tourist accommodation and single-family residences.

Questions and Comments of APC Members

1. There certainly is a financial incentive to build larger units but then the bed units are not used up. This could preclude that another form of measurement should be considered versus bed units.
2. Originally, Taluswood was privately owned prior to Intrawest. So did Intrawest get even more bed units than the 7,500? Mike advised the bed units for Whistler Mountain were transferred to Intrawest with its purchase of Whistler Mountain.
3. Some bed units are measured differently by means of covenants i.e., a duplex only uses 4 bed units at Nature's Door.
4. The Blackcomb LUC has different unit sizes than the OCP.
5. The employee housing bed units are included in the inventory.
6. Is there any protocol as to what bed units are worth? It is not a commodity. A member suggested that based on recent land transactions, they are worth \$30,000+ per bed unit.
7. What will happen in our CSP with regards to development rights?
8. Are they actually supposed to be linked to a particular parcel of land? Yes. To maintain the CDP capacity, some developments have down zoned one property and up zoned another property to be developed, which some may consider to be a transfer of bed units.
9. Bed units have provided a measure to limit growth in the valley, as well as

- a means of tracking development for infrastructure planning.
10. 55,000 bed units is not carved in stone, but it was determined that this figure would meet the needs of the community at the time of the last CDP in 1993 which was an interim plan.
 11. It is better to look at the development's value to the community. If developers are maxing out on g.f.a. versus bed units, then maybe it is time to reconsider this policy and use another form of measure.
 12. One member feels that usage needs to be more accurately monitored using a different method of measurement.
 13. Staff feels that bed units have been a good measure of development capacity that has been consistent over the years. Trying to disaggregate the bed unit classes and recalibrate all of the different types of units and their characteristics (e.g. tourist, permanent, second home owner) would be an enormous job, and would have to be considered relative to the purpose for the exercise and the value generated for the community.
 14. As an aggregate measure, there is a strong correlation between bed units, water and sewer demand. The Engineering Department has found them to be a good measure for planning the public works infrastructure.
 15. One member mentioned the Council policy binder regarding bed units. Sharon Jensen's report missed a fundamental, which is the subdivision of small parcels. This could, in fact, increase the number of allowable bed units.
 16. Staff has done a very thorough review in order to substantiate the allocation and development of bed units. Some additional research needs to be done regarding legal considerations regarding original bed unit entitlements and transferability.
 17. How much should the policies that relate to the bed units (i.e., the CDP) be linked to future decision-making and community growth?
 18. Should the bed unit represent a measurement of the number of people using the rooms, the size of the unit or another identifier?
 19. Another question should be, "Does the developer have the correct development rights?"
 20. 55,000 bed units are too vague. There are more accurate means to measure and track the impact on the community.
 21. Justin Wilson requested the slide material presented at the March 4th meeting be resent to his new e-mail address.

APPENDIX “D”

RESIDUAL BED UNIT ANALYSIS

The following analysis presents residual bed units associated with Council recognized and approved Whistler and Blackcomb Mountain bed unit inventories, Crown bed units, as well as Whistler Housing Authority and municipal bed unit allocations. The inventory of residual bed units is organized by property and highlights bed unit origin, bed unit utilization under the approved development program, as well as current status and recommendations for their future treatment.

I. WHISTLER & BLACKCOMB BED UNIT INVENTORY

Up to 7,500 bed units were approved by Council for both Whistler Mountain and Blackcomb Mountain for developing lift capacity and mountain facilities. These bed units are accounted for and tracked in the Accommodation Land Use Inventory. The inventory therefore reflects the bed unit allocation provided for under the original 1978 Blackcomb Land Use Contract, where 7,500 bed units were approved for developing day skier base facilities and commercial development. While Council initially only approved up to 6,537 bed units for Whistler for developing and upgrading mountain facilities, on November 14, 1990, Council subsequently approved an additional 963 bed units to match the bed units approved for Blackcomb, for a total Whistler Mountain allocation of 7,500 bed units (see table below). Intrawest Development Ltd. subsequently acquired the interest to Whistler Mountain’s remaining unused bed unit inventory.

Whistler Mountain Earned Bed Unit Summary

Approved Bed Units	Approved Bed Units		
	Private	Public	Total
Northside lifts: Village, Black, Olympic, & Little Red			2,292
Pre 1979 lifts			1,245
Whistler Express			1,250
Creekside lifts			1,250
Creekside upgrade and clean-up			500
Adjustment by Council resolution Nov 13, 1990			963
Total	3,750	3,750	7,500

Whistler & Blackcomb Bed Unit Allocation Process

Through a phased bed unit allocation process, the bed units approved by Council were initially allocated to specific development sites and ‘optional’ lands. As properties were acquired and rezoned, Section 219 Development Covenants registered against title to each project have reflected the total number of utilized Whistler and Blackcomb bed units; these ‘master’ development covenants established the maximum number of bed units that may be developed on each site. Following more detailed site planning and analysis, the specific development approvals for each site have required the registration of individual comprehensive development covenants that prescribe the maximum bed units and gross floor area by site. Upon registration of the development covenant for each site, the master development covenant was released in respect of that site. All Whistler and Blackcomb bed unit allocations have been recorded in the bed unit inventory based on the approved zoning and development covenant restrictions. As the properties have been developed and built, the bed unit allocations have been revised to reflect the actual development capacity.

Whistler & Blackcomb Bed Unit Utilization

To date, all of the bed units originally assigned under the Blackcomb LUC and approved by Council have been committed and built, leaving no remaining Blackcomb residual bed units.

Of the 7,500 Council approved bed units allocated to Whistler Mountain, a total of 7,222 have been utilized to date, leaving 278 residual unutilized bed units. Another 151 residual bed units are associated with Blackcomb Lot 5

(Four Seasons Residences); although this privately developed project did not utilize bed units from the Whistler Mountain inventory, its development history is closely tied to that of the Four Seasons Hotel. For this reason, these projects are considered together in this section.

WHISTLER MOUNTAIN RESIDUAL BED UNITS	
<i>Taluswood</i>	214
<i>Blackcomb Lot 5 (Four Seasons Residences)</i>	151
Whistler Creek	30
Blackcomb Lot E (Four Seasons Hotel)	34
Total	429

A. Taluswood [214 Residual Bed Units]

The Taluswood lands in Whistler Creek North were originally ‘Option Sites 3 & 4’, acquired by Whistler Mountain Resort from the Province under Whistler Mountain’s ski area development agreement. The Taluswood lands have now been fully developed, consisting of single-family, duplex and multi-family residences and five RTA projects, ‘The Bluffs’, ‘The Ridge’, ‘Taluswood Heights’, ‘The Lookout’ and ‘At Nature’s Door’. Development of Taluswood was governed by the zoning for each individual parcel, which provides the basis for the current development regulations; these lands are also further restricted by way of Section 219 development covenants that limit the maximum allowable development capacity both in terms of maximum gross floor area and bed units.

Bed Unit Origin & Allocation. A combined total of 1,006 private bed units were originally assigned to Taluswood as part of Whistler Mountain’s inventory at the time of the original Taluswood rezoning in 1989.¹² A Comprehensive Development Covenant was initially registered on these lands, assigning three independent development caps (a maximum number of bed units, a maximum number of dwelling units and a maximum gross floor area) for each Taluswood parcel. As each parcel was subdivided and developed over time, a new development covenant registered against title to each project established the maximum number of bed units and floor area that may be developed on each site to that approved under the development permit.

Development Program. Of the 1,006 allocated bed units for all Taluswood sites, 792 bed units have been utilized to date, leaving 214 residual bed units. With the exception of the final Taluswood development phases (Parcel J: The Lookout and Parcel M: At Nature’s Door), the Taluswood lands were developed to their assigned bed unit and floor area capacity under the Comprehensive Development Covenant. Conversely, The Lookout and At Nature’s Door did not utilize the number of bed units, as originally allocated: the combined bed unit allocation and maximum permitted gross floor area for Parcels J/M was 326 bed units and 7,262 square metres. While the development program initially proposed for Parcel J (The Lookout) consisted of 46 bed units, due to a land slough that occurred on site, one cottage could not be built, and therefore only 40 bed units were utilized (10 duplex dwelling units¹³); the remaining associated density was transferred to the south Parcel M (At Nature’s Door). The subsequent development of Parcel M utilized only 96 of the remaining 286 bed units, resulting in 190 unutilized bed units. However, the development has utilized the maximum gross floor area permitted by zoning and development covenant.

Another parcel that has not been developed to its planned capacity is Parcel D, a duplex-zoned lot remains that remains undeveloped to date. Parcel D was originally assigned a maximum of 24 bed units

¹² Rezoning Application No. 141; Zoning Amendment Bylaw 846, 1991.

¹³ Duplex units for Taluswood Parcel J and M were assigned 4 bed units as opposed to 6 bed units as per OCP [See Covenant BT196841].

(6 dwelling units) and a maximum gross floor area of 651 square metres under the Taluswood Comprehensive Development Covenant. Because the small parcel could not accommodate the original density contemplated and assigned by the development covenant, the allowable gross floor area was reallocated to two other larger Taluswood parcels (The Bluffs and At Nature's Door), leaving 24 bed units on Parcel D but no remaining allowable gross floor area for development.

Residual Bed Units. In summary, there is a total of 214 residual bed units associated with the Taluswood lands [Parcel M: At Nature's Door: 190 bed units; Parcel D: 24 bed units]. Ultimately, the development approved under the development permits for Taluswood Phase 5 utilized fewer bed units and dwelling units than originally established by the comprehensive development covenant, but utilized more gross floor area per unit. According to a staff assessment of the zoning, subdivision plans and building permits for the Taluswood parcels, the development has utilized the maximum permitted gross floor area of 33,350 square metres.

Recommended Bed Unit Status. While any unutilized bed units will remain in Whistler Mountain's approved bed unit inventory, staff recommends that the committed undeveloped Taluswood bed units *remain tied to the development site*. These bed units may be considered for future redevelopment or reconfiguration of the development program within the existing approved zoning and development covenants for the parcel.

B. Whistler Creek CDS Lands [30 Residual Bed Units]

The South Whistler Creek Comprehensive Development Strategy (CDS), approved in 2000¹⁴, established a framework for the utilization of the remaining unallocated Whistler Mountain bed unit inventory. At the time of the consideration of the South Whistler CDS, 5,212 of the 7,500 bed units in the Whistler Mountain inventory had been allocated and committed for development. This left 2,288 remaining unallocated bed units which were then allocated to the South Whistler CDS rezonings (1,664 bed units were allocated to Spring Creek, The Peaks and Whistler Creek) and 594 bed units were allocated to Blackcomb Lot E¹⁵.

Bed Unit Origin & Allocation. The maximum number of bed units permitted to be developed on the South Whistler CDS lands was established in the South Whistler OCP, which contained detailed policies governing their use and development. Of the total 1,664 bed units provided under the South Whistler CDS, 444 bed units were allocated to Spring Creek, and The Peaks (now called Kadenwood) was allocated 360 bed units. Another 890 bed units were allocated to the Whistler Creek program, which consisted of three major Core Commercial Two (CC2) condo-hotel projects: Legends, First Tracks Lodge, and Hillside Lodge. This maximum permitted number of bed units for the Whistler Creek lands was also set under the Comprehensive Development Covenant.

Development Program. Both Legends and First Tracks have been committed and built to their maximum capacity in terms of both bed units and gross floor area under their respective development covenants. Legends utilized 361 bed units (121 dwelling units) and was built to 15,502 square metres in accordance with the maximum permitted bed units and gross floor area under the Development Covenant. First Tracks utilized 319 bed units (84 dwelling units) and built to the maximum gross floor area of 14,000 square metres, in accordance with the maximum permitted bed units and gross floor area under the Development Covenant.

Intrawest's 'IROC Creekside' development (formerly referenced as the 'Hillside Lodge'), which is located on the north side of Whistler Creek and adjacent to the Whistler Mountain ski club cabins, was approved

¹⁴ Official Community Plan Amendment Bylaw (South Whistler Comprehensive Development Strategy) 1428, 1999; Zoning Amendment Bylaw (South Whistler Comprehensive Development Strategy) 1435, 1999.

¹⁵ The 594 bed units assigned to Blackcomb Lot E under Rezoning Application No. 273 were considered 'floating' for development on Whistler Mountain's option lands. The Blackcomb Lot E bed unit allocation is further addressed in Section 3 of this report.

in late 2004¹⁶ but has not been built. This development will utilize a maximum of 180 bed units in 89 dwelling units and be built to a maximum of 7,370 square metres under the Development Covenant, bringing the combined bed unit total to 860 for all three South Whistler CDS properties in Whistler Creek.

Residual Bed Units. In summary, of the 890 allocated bed units for all three Whistler Creek sites, 860 bed units have been utilized to date, leaving 30 residual bed units. The adopted South Whistler OCP Policy 2.6 acknowledges that unused bed units will remain in the Whistler Mountain inventory: “Any bed units remaining unallocated through this development process shall be maintained as “Whistler Mountain” bed units as recorded under the Municipality’s inventory of bed units. These bed units shall be considered relevant only to the growth management policies of Council. Council may consider one or more rezonings to permit the ‘Whistler Mountain’ bed unit development potential to be realized, in accordance with Council’s unfettered discretion on the merits of each case. Development applications to utilize these bed units shall be reviewed under the Municipality’s usual process for rezoning applications, and shall be subject to all criteria set out in the OCP and other relevant municipal policies and guidelines.”

Recommended Bed Unit Status. Staff recommends that the earned and unallocated surplus Whistler Creek bed units will remain in Whistler Mountain’s approved bed unit inventory, and are available to the developer for future use in accordance with the adopted South Whistler OCP Policy 2.6. Development applications to utilize these bed units shall be reviewed under the Municipality’s usual process for rezoning applications, and shall be subject to all criteria set out in the OCP and other relevant municipal policies and guidelines.

C. Four Seasons Hotel & Residences [Lot E: 34 Residual Bed Units; Lot 5: 151 Residual Bed Units]

The following summary outlines the bed unit allocation history, development program and residual bed unit status for both the Four Seasons Hotel (Lot E) and Residences (Parcel 5) on the Blackcomb Benchlands. While these projects have undergone separate development approval processes and were considered individually by staff and Council, the design, development and bed unit utilization for these projects are closely tied. For this reason, the residual bed unit analysis for both the hotel and the residences are reported in tandem.

Original Bed Unit Allocations. After Intrawest Development Ltd. obtained title to Blackcomb Lot E and Parcel 5 from the Crown, these lands were subsequently discharged from the Blackcomb LUC in 1999¹⁷, and rezoned to permit Tourist Accommodation (TA15 and TA16) zoning on both parcels. Under the original rezonings, the bed unit allocation for Blackcomb Lot E and Parcel 5 totaled 1,106 bed units, consisting of 594 bed units that were initially assigned to Lot E, and 512 bed units allocated to Parcel 5, as follows:

- **Lot E Bed Unit Origin.** As noted in the previous section, a total of 594 bed units were originally allocated to Blackcomb Lot E from Whistler Mountain’s approved bed unit inventory, reflecting its final remaining bed unit allocation pursuant to the South Whistler CDS. These bed units were assigned to the Four Seasons’ Hotel site (Lot E) on the Blackcomb Benchlands in 1999 under Rezoning Application 273¹⁸. While the initial proposal contemplated the full utilization of 594 bed units for the hotel development, following the public hearing, the proposal was amended to

¹⁶ Development Permit No. 609.01 was approved by Council November 15, 2004.

¹⁷ In November 1999, Municipal Council approved Bylaws 1429, 1430, 1431, 1432, 1433, and 1134. These bylaws effected Blackcomb Lot E and Lot 5 by repealing the Blackcomb Land Use Contract, including the lands within a development permit area. See also Blackcomb Land Use Contract Discharge Bylaw 1430, 1999 adopted by Council August 9, 1999.

¹⁸ RA 273 was originally considered part of Intrawest’s Comprehensive Development Strategy that included Spring Creek, Whistler Creek and The Peaks. However, Lot E was separated from the CDS because it was geographically separated from the South Whistler area which was the primary focus of the CDS and its associated community benefit; further, this separation provided an opportunity for the unified development of Lot E and Lot 5 [Source: Staff report to Council 99-159, August 9, 1999]

reduce the maximum density and height for improved massing¹⁹. As a condition of adoption, Council required the execution of an agreement in principle that limited the maximum permitted bed units to 560 bed units. The final Development Covenant registered on title to Lot E therefore provided that no more than 560 bed units may be developed and used on the subject property. On September 20, 1999, Council formally recognized the 34 remaining bed units as unallocated bed units within Intrawest's inventory that may be considered for future development subject to a separate rezoning process.

- **Parcel 5 Bed Unit Origins.** The bed unit allocation of 512 bed units for Blackcomb Parcel 5 originated from two distinct sources. A total of 36 bed units were transferred from the Emerald Forest Decigon lands in 1999²⁰ as part of a rezoning to secure and preserve the Emerald Forest lands as a significant community asset. This density transfer allowed the bed units associated with the 6 RRI-zoned parcels on the Decigon lands to be re-allocated to Blackcomb Parcel 5. The Emerald lands were subsequently rezoned from the existing RRI to PANI, and the creation of Emerald Forest Conservation Covenants²¹ ensured the preservation of land in its natural state. As part of this rezoning in 1999, another 476 bed units were allocated to Parcel 5 above the existing 'cap' by Council resolution to accommodate the proposed development program²². This was considered and evaluated based on the growth management policies in the OCP (Section 4.13.2). The total Parcel 5 bed unit allocation of 512 bed units (including 36 reallocated from the Emerald Forest/Decigon lands) was initially set out in a development covenant. Following more detailed site planning under a revised rezoning process, the covenant was later modified then discharged and replaced with a new Section 219 development covenant to reflect the revised bed unit allocations for both Lot E and Parcel 5, as described below.

Revised Development Program & Bed Unit Allocations. In 2001, Council approved a revised development program for both Lot E and Parcel 5 under Rezoning Applications No. 390/391. The previously approved density was adjusted according to a revised subdivision plan and development concept to facilitate the development of a full service hotel and improve site planning. Under the new subdivision and rezoning plan, Lot E was increased in size and some associated density was transferred to Parcel 5, however, additional density or bed units beyond that which had been previously approved were not contemplated²³.

With the improved site planning and massing, Council recognized that it would not be possible to utilize all the allocated bed units on the two lots. Where it was originally thought that the two sites could support 1,106 bed units, new site planning undertaken in 2001 indicated that 990 bed units could more appropriately be supported on the two sites. In February 2001, Council supported development covenant amendments reflecting the revised bed unit allocations: a total of 691 bed units for the Four Seasons' Hotel site (Lot E), and another 299 bed units for the Four Seasons' Residences (Parcel 5). These modified covenants replaced those registered on title at the time of the original rezoning in 1999.

In June 2001, Council approved Development Permit No. 542 for the Four Seasons Whistler Resort, which allowed for the utilization of a maximum of 691 bed units and a total aggregate gross floor area of 28,950 square metres, as per the development covenant. The following January 2003, Council approved Development Permit No. 572 for the adjacent Four Seasons Residences (Parcel 5), consisting of 2,3 and 4 bedroom townhomes in a seven storey building. Despite the large unit size (ranging from 1800 to 3700 square feet), each unit was allocated a maximum of 4 bed units each per the OCP. In turn, the project utilized fewer bed units than the 299 bed units that were initially anticipated and considered for the site

¹⁹ On September 20, 1999, Council gave Zoning Amendment Bylaw (Lot E-Blackcomb Benchlands) 1433, 1999 third reading subject to an amendment that reduced the gross floor area of all buildings and structures in the TA15 zone to 21,500 square metres and the maximum permitted height to nine storeys, in order to improve the overall massing.

²⁰ Zoning Amendment Bylaw 1432, 1999.

²¹ Emerald Forest Conservation Covenants BP112158 and BP112159.

²² Rezoning Application 378; OCP Amendment Bylaw (Lot 5-Blackcomb Benchlands) No. 1432, 1999 and Zoning Amendment Bylaw (Lot 5- Blackcomb Benchlands) No.1434, 1999

²³ Staff report to Council No 00-96, June 19, 2000, 'Blackcomb Lot E, Lot 5, Four Seasons Hotel' (RA390, RA391).

in 2001, but was built to the maximum permitted gross floor area under the zoning. The final development covenant registered on title limited development to 148 bed units and a total aggregate gross floor area of 125,573.6 square metres.

Residual Bed Units. Of the revised bed unit allocation for the Four Seasons Hotel (691 bed units), the maximum permitted number of bed units have been built and utilized to date according to the building permit plans. From the Four Seasons Residences revised bed unit allocation of 299 bed units, a maximum of 148 bed units were utilized, leaving 151 committed but undeveloped bed units.

Recommended Bed Unit Status. Staff recommends that the committed but undeveloped bed units at the Four Seasons Residences be considered tied to the development site as the site has been developed to the maximum permitted gross floor area permitted under the zoning. These bed units may be considered for future redevelopment or reconfiguration of the development program within the existing approved zoning and development covenants for the parcel.

II. CROWN BED UNIT INVENTORY

Crown bed units have historically been recognized by the municipality for the development of Crown lands within the Resort Municipality of Whistler. The following summary highlights the unutilized Crown bed units that have been inventoried as part of the Accommodation Land Use Inventory. There is a total of 228 unutilized Crown bed units comprised of 84 bed units associated with the Nordic Estates subdivision, 66 bed units associated with Nesters Hill, and 78 bed units on nine RSEI zoned properties on Alta Lake Road. On June 2, 2003 Council recognized the consolidated development rights of the Crown (228 bed units), noting that support for future rezonings would be contingent upon a number of conditions, such as the lease or purchase of the day skier parking lots.

SURPLUS CROWN BED UNITS	
Nordic Estates	84
Nesters Hill	66
RSEI Parcels (Alta Lake Road)	78
Total	228

A. Nordic Estates [84 Residual Bed Units]

In 1983, the Crown assumed the role of developing the Nordic Estates subdivision (formerly known as the Club Cabin lands) after the RMOW was unable to market the development due to depressed market conditions at that time. The Crown subsequently reconfigured and applied to rezone the subdivision to create more suitable parcels, uses and densities.

Bed Unit Origin & Allocation. Rezoning of Nordic Estates was initially considered in 1986 under Rezoning Application No. 53. At that time, the zoning allocated a total of 994 bed units. Under Zoning Amendment Bylaw No. 514, Council approved portions of the subdivision to be rezoned for development with a bed unit allocation of 594 of the bed units.²⁴ In 1989 there were 400 remaining bed units available for future development, and only one parcel left for development – Lot 76 (Castle Ridge). In May 1989, Council supported the Crown’s request to reduce the density on Lot 76, utilizing a maximum of 140 bed units. Later, the Crown applied to rezone Lot 90 under Rezoning Application No. 162, in an attempt to utilize the 260 remaining bed units allocated to Nordic Estates. As part of this rezoning, the Crown undertook a comprehensive review of the site’s development capacity and it was subsequently determined that Lot 90 could not sensitively support the densities associated with all 260 remaining bed units. As a result, only 176 bed units were allocated to Powderwood (Lot 90)²⁵ in 1994, leaving 84 surplus bed units. In 1994, Whistler Real Estate submitted a rezoning application on behalf of the Crown to utilize the 84-bed unit surplus as part of the future development of a 14 single-family lot subdivision in ‘Emerald South’. This rezoning application (RA No. 195) was defeated by Council on November 3, 1997.

²⁴ Zoning Amendment Bylaw No 514, 1986 was adopted by Council Resolution on June 12, 1986.

²⁵ Zoning Amendment Bylaw No. 939, 1992.

Residual Bed Units. The remaining 84 bed units are considered surplus to the Nordic Estates subdivision. They are still accounted for in the bed unit inventory. While Council did not permitted their reallocation through the proposed 'Emerald South' rezoning, at the time of the Powderwood rezoning, Council resolved to allow "consideration by Council of the remaining development rights at a later date" (September 14, 1992). These were subsequently approved by Council for future use on June 2, 2003, as noted above.

B. Nesters Hill [66 Residual Bed Units]

The municipality has also recognized the 66 bed unit surplus associated with the Crown owned Nesters Hill property, located at 7147 Nesters Road²⁶.

Bed Unit Origin & Allocation. The original bed unit allocation for the Nesters Hill property under the RM16 zoning totaled 248 bed units (62 dwelling units). However, through the site planning process, it was determined that the property could not sensitively support the densities permitted under this zoning. In response to identified environmental constraints and to protect the Nesters Hill open space area, associated density was reallocated to alternative development sites. In 1997 under Rezoning Application No. 263, Council approved the reallocation of 68 bed units for the Westin Hotel with the concurrent downzoning of the Nesters Hill site. Another 114 bed units were reallocated to the Nesters Pond employee housing development in 1999 under Rezoning Application No. 256, leaving 66 remaining unutilized bed units. Council subsequently approved these bed units for future use on June 2, 2003, as noted above.

C. RSE1 Parcels [78 Residual Bed Units]

A total of 78 residual Crown bed units are inventoried for 13 undeveloped residential zoned parcels located in District Lots 7253 and 7247, as outlined below:

- **District Lot 7253.** A total of 54 inventoried bed units are recognized for the following nine undeveloped Crown lots located in DL 7253 along Alta Lake Road in Subdivision Area 510 (Old Gravel Road).
 - 5103 Alta Lake Road (Block A – DL 7253)
 - 5107 Alta Lake Road (Block B – DL 7253)
 - 5111 Alta Lake Road (Block C – DL 7253)
 - 5115 Alta Lake Road (Block D – DL 7253)
 - 5119 Alta Lake Road (Block E – DL 7253)
 - 5123 Alta Lake Road (Block F – DL 7253)
 - 5127 Alta Lake Road (Block G – DL 7253)
 - 5131 Alta Lake Road (Block H – DL 7253)
 - 5135 Alta Lake Road (Block I – DL 7253)

This district lot was created through a Land Act Subdivision, and although title has been raised for the District Lot, no parcels have been created to date. All nine lots are zoned for Residential Estate Single Family One (RES1) and are allocated 6 bed units each.

- **District Lot 7247.** Another 24 inventoried bed units are recognized for the following four undeveloped Crown lots located in DL 7247 along Alta Lake Road in Subdivision Area 530 (Rainbow Park).
 - 5761 Alta Lake Road (PID 015-766-268)
 - 5765 Alta Lake Road (PID 015-763-838)

²⁶ This parcel is situated in District Lot 4752 (PID 016-231-724).

- 5769 Alta Lake Road (PID 015-763-846)
- 5773 Alta Lake Road (PID 015-763-854)

Although the district lot and original subdivision through a Land Act Subdivision creating 6 individual parcels, fee simple title has since been raised for two of the six lots and transferred to private interests. These lots are all zoned for Residential Estate Single Family One (RES1) and are allocated 6 bed units each.

Recommended Crown Bed Unit Status. Consistent with the municipality's practice of recognizing Crown bed units for the development of Crown lands, and in accordance with the Council adopted resolution to recognize the consolidated development rights of the Crown on June 2, 2003, it is recommended that 228 residual Crown bed units be available for future use within the existing inventory of bed units.

III. WHA RESIDUAL BED UNIT INVENTORY [6 BED UNITS]

The WHA has developed two properties for resident restricted housing that were previously zoned RR1, Lorimer Court and Beaver Flats. These properties had existing allocations of six undeveloped market bed units within the Accommodation Land Use Inventory, based on the potential for one detached dwelling for each property. The Beaver Flats development included the development of the detached dwelling and market bed units, whereas, the development at Lorimer Court did not. Consequently, the six undeveloped market bed units at Lorimer Court are considered residual market bed units.

IV. MUNICIPAL BED UNIT INVENTORY

The Accommodation Land Use Inventory also includes a total of 88 municipally owned bed units that are considered part of the unutilized residual bed unit inventory. With the exception of the Alpha Creek lands, the majority of these bed units are associated with properties that are zoned to permit residential use, but are designated as parkland with no proposed residential development.

RESIDUAL MUNICIPAL BED UNITS	
Alpha Creek	10
Nordic RR1 Parklands	30
Other Parks & Open Spaces with Residential/RR1 zoning	48
Total	88

A. Alpha Creek Lands [10 Residual Bed Units]

Ten residual bed units associated with the Alpha Creek wetlands are recognized as part of the existing inventory of residual bed units. These bed units were accrued to the municipality under the Nita Lake Comprehensive Development Strategy (CDS) approved by Council in 2003²⁷. The Nita Lake CDS allowed for the rezoning of two Nita Lake properties and the 10 hectare Alpha Creek site to accommodate a comprehensive development including a new train station, hotel, commercial uses, a single family subdivision, employee housing and land dedicated to wetland preservation.

Bed Unit Origin. A total of 254 bed units were allocated to the Nita Lake development under the Nita Lake CDS. These bed units originated from two sources: a total of 12 bed units were inventoried for the two Nita Lake residential parcels under the existing RSE1 zoning. In addition, as part of this rezoning there was an approved density transfer from the Alpha Creek TV1 zoned parcel with a bed unit allocation of 242 bed units, for a combined total of 254 bed units.

Development Program & Residual Bed Units. A total of 244 bed units were utilized under the Nita Lake CDS. The Nita Lake Lodge utilized 159 bed units (49 dwelling units) under the tourist accommodation

²⁷ Reference: Rezoning Application No. 406; OCP Amendment Bylaw No. 1626, 2003; Zoning Amendment Bylaw No. 1650, 2003. These bylaws were adopted by Council, as amended, on October 6, 2003.

zoning on the 3 acre parcel situated at the west end of Lake Placid Road in Whistler Creek. The 23-acre site accessed via Alta Lake Road on the north shore of Alpha Lake accommodated the Nita Lake single-family RTA subdivision, which utilized a total of 84 bed units (14 lots x 6 bed units each) as well as a 44-unit resident housing development situated at the top of the 23-acre site. These employee bed units were allocated outside the cap, and are not included here in the total number of bed units utilized under the Nita Lake CDS. Together, the lodge and the single family residences utilized a total of 244 bed units under the Nita Lake CDS, while the remaining 10 residual bed units were accrued to the municipality as available within the cap.

B. Nordic RR1 Parklands [30 Residual Bed Units]

A total of 30 bed units are inventoried for five parcels situated in Nordic/Taluswood that are currently zoned Rural Resource One (RR1), which permits a detached residential dwelling. These lands have been designated as parkland, with no proposed future residential development. It is recommended that these parcels be explicitly rezoned as park, in order for the associated residential bed units to be considered as part of the municipality's unallocated inventory.

Parcel	Zone	BU's	Civic Address	Legal Description
Nordic Lot 78 Green Space	RR1	6	2628 Whistler Road	PLAN LMP 47810, DL 7179
Nordic Tennis Courts	RR1	6	2156 Nordic Drive	PLAN LMP16203 DL 7765
Nordic/Powderwood Green Space	RR1	6	2141 Nordic Drive	PLAN LMP27763 DL 7765
Taluswood Green Space	RR1	6	2249 Nordic Drive	PLAN LMP35607 DL7765
Taluswood Green Space	RR1	6	2260 Nordic Drive	PLAN LMP42748 DL7765
Total		30		

C. Additional Municipal Park & Green Spaces [48 Residual Bed Units]

A preliminary analysis estimates that another eight municipally-owned residential parcels provide an additional 48 residual bed units that may be considered in the municipality's inventory of unutilized surplus bed units. These lands are also designated as parkland but currently permit residential use with associated bed units.

Parcel	Zone	BU's	Civic Address	Legal Description
Dream River Park	RR1	6	8409 Golden Bear Place	PID 006-707-874
Alta Vista Green Space	RM4	6	2993 Alpine Crescent	PID 015-915-859
Lost Lake Park	RSE1	6	N/A	PID 003-178-897
Lost Lake Park	RR1	6	District Lot 7853	PID 023-768-924
Lakeside Park	RS1	6	3375 Lakeside Road	PID 009-580-140
Lakeside Park/Stanton House	RS1	6	3371 Lakeside Road	PID 007-861-826
Lakeside Park Lots	RM4	6	2993 Alpine Crescent	PID 015-915-859
Alta Lake Station - Lakefront	RSE2	6	5560 Old Mill Lane	PLAN LMP41222 GROUP 1 DISTRICT LOT 4363 PTN
Total		48		

**Note: With the exception of the RS1 zoned parcels, these lands are not currently inventoried in the accommodation land use inventory.

Recommended Municipal Bed Unit Status. Staff recommends that the inventory of 88 residual municipal bed units be considered as available within the 'cap' to support future development that meets identified community needs through a comprehensive rezoning process. This process would see the future utilization of these bed units in accordance with the existing municipal practice of evaluating future development proposals based on the merits of the proposal. With the rezoning of these properties to reflect their intended land use designation, the associated residential bed units would become part of the municipality's inventory of bed units existing with the 'cap'. These could be considered and leveraged to support future development proposals that are deemed to be in the interest of the resort community.

APPENDIX “E”: RESIDENT HOUSING PROJECT SUMMARY

Note: This chronological summary of *developed* resident restricted housing in the Resort Municipality of Whistler does not include undeveloped but committed resident housing projects. For a summary of both developed and undeveloped resident bed units, please refer to the RMOW Accommodation Land Use Inventory.

PROJECT NAME	CIVIC ADDRESS	Year Built	Unit Type	Total Units	RMOW Bed Unit Allocation*
*Note that the RMOW bed unit allocation reflects the bed unit allocation within the resort municipality's Accommodation Land Use Inventory, which differs from the employee bed unit assignment methodology of the Whistler Housing Authority. Further, Auxiliary Residential Dwelling units have not historically been included in the Accommodation Land Use Inventory					
PRE 1993 RESIDENT HOUSING PROJECTS					
Sunrise Townhomes	6117 Eagle Drive	1980	TH	3	8
Gondola Village	3-2110 Sarajevo Drive	1985	Cond	1	2
Whistler Creek Court	2178 Sarajevo Drive	1984	TH	20	80
Highpointe Condos	2101 Whistler Road	1987	Hotel	2	8
Nordic Court	2005 Nordic Place	1988	APT	21	63
Nordic Place	2007 Nordic Place	1988	APT	21	63
Eva Lake Village	2230 Eva Lake Road	1989	TH/APT	36	100
Blackcomb Buildings 1-7	4802 Glacier Lane	1989	APT	332	668
Panorama Place	3100 Panorama Ridge	1992	APT	44	120
Sunridge Suncrest	3102 Panorama Ridge	1992	TH	28	98
POST 1993 RESIDENT HOUSING PROJECTS					
Lorimer Ridge	6200 Oboe Place	1993/94	SF	28	168
Millar's Pond 1 & 2	2721 Cheakamus Way	1994/95	SF	12	72
Millar's Pond 3 (The Landing)		1995	TH	8	38
Edgewater	8841 Hwy 99	1995	1 Suite	n/a	n/a
Total to end of 1995				556	1488
Millar's Ridge	2704 Cheakamus Way	1997	TH	85	268
Brew Pub	4355 Blackcomb Way	1997	1 Suite	1	4
Deer Run	3300 Ptarmigan Place	1997	TH	5	15
Gondola Six	2238 Gondola Way	1997	TH	12	33
Our Lady of the Mountains	6299 Lorimer Road	1997	SF	1	6
Glacier Ridge	4815 Glacier Lane	1997	TH	28	74
Barnfield Farm	6732 Barnfield Place	1997	SF	23	138
Green Lake Estates	8314 Glen Abbey Lane	1997	TH	7	28
Millar's Pond - Eaglecrest	2720 Cheakamus Way	1997	TH	38	128
Total to end of 1997				756	2182

PROJECT NAME	CIVIC ADDRESS	Year Built	Unit Type	Total Units	RMOW Bed Unit Allocation*
Spruce Grove Lots	7200 Spruce Grove Circle	1998	SF	10	60
Spruce Grove Townhomes	7292 Spruce Grove Lane	1998	TH	42	140
Cascade Lodge	4315 Northlands Blvd	1998	in Hotel	3	11
2120 Nordic Drive	2120 Nordic Drive	1998	TH	20	60
Summit Lodge	4359 Main Street	1998	in Hotel	7	14
Lorimer Court	6320 Lorimer Road	1999	TH	14	44
Spruce Grove Suites	7303 Spruce Grove Lane	1999	38 Suites	n/a	n/a
Total to end of 1999				852	2511
19 Mile Creek	8116 McKeever's Place	2000	APT/TH	78	296
Nesters Pond Buildings 1 & 2	7525 & 7531 Seppos Way	2000	APT	53	160
Westin Hotel	4090 Whistler Way	2000	in Hotel	19	38
Total to end of 2000				1002	3005
Beaver Flats Apartments	2400 Dave Murray Place	2001	APT	57	135
Beaver Flats Duplexes	2401 Dave Murray Place	2001	Duplex	12	72
Riverside Campground	8018 Mons Road	2001	APT	20	40
Intrawest - Alta Lake Rd	1301 Alta Lake Road	2001	APT	46	130
Nesters Square	7019 Nesters Road	2001	APT	4	12
Total to end of 2001				1141	3394
Bear Ridge Phase 1 & 2	Spring Creek Townhomes	2002	TH	60	224
Spring Creek Suites	Kyber Ridge	2002	13 Suites	n/a	n/a
Fours Seasons Hotel	Fours Seasons Hotel	2002	in Hotel	32	64
Nesters Hill Suites	7401 Treetop Lane	2002	12 Suites	n/a	n/a
Blackcomb Lodge Gatehouse	Village Gate Blvd.	2002	Dorm	10	20
Total to end of 2002				1243	3702
Bear Ridge Phase 3	Spring Creek Townhomes	2003	TH	40	146
Glades Suites	Spring Creek	2003	2 Suites	n/a	n/a
Spring Creek Suites	Tynebridge	2003	14 Suites	n/a	n/a
Total to end of 2003				1283	3848

Après in Action 2010: Official Community Plan Update

Summary of Table Discussions + Online Questionnaire

Prepared by the Whistler Centre for Sustainability

Purpose

The purpose of this document is to provide RMOW Council and Staff a summary of the discussions at Après in Action and the results of the online questionnaire that was taken in advance of the event. The results of this analysis are intended to inform the OCP update at the front end of the process, before significant work is completed in the OCP topic areas.

Event Profile

Après in Action is a successful engagement event that has been run for the past two years as a kick off to the Whistler2020 Task Force engagement process. This year's Après in Action was modified to serve as Whistler's OCP launch event by opening a public conversation with Whistlerites on how they would like to shape Whistler's future urban character.

Event objectives:

By the time participants reach the end of the evening:

- They will have a functional understanding of what an OCP is, what it means for Whistler, and its relationship to Whistler2020;
- They will have a clear understanding of the OCP process for the year and where they fit in;
- They will be inspired about the future of the community and how the OCP can help us achieve the Descriptions of Success in Whistler2020;
- The RMOW will have heard their concerns and understand what matters to the community.

Event Results

An online questionnaire was launched in the weeks leading up to Après in Action, and two 40 minute discussions were hosted at the event on May 27, 2010. 130 members of the public attended the event and 107 people completed the online questionnaire.

Questionnaire Results

Whistler residents were asked to provide the top 2 topics they would like to discuss under each topic area. The top two results for each topic area are provided below.

Natural Environment: How can the natural environment be preserved and enhanced, as well as provide access to nature for all residents and guests as a viable component of Whistler's nature-based tourism economy? [This section covers issues pertaining to, but is not limited to: Sensitive and Important Ecosystems, Protected Areas, Scenic Quality, Water Quality, and Air Quality.]

- The preservation and protection of sensitive and important ecosystems
- Air + water quality

Land Use and Development: How can we best create a successful and sustainable built environment? [This section covers issues pertaining to, but is not limited to: Growth Management, Location, type and amount of: Commercial, Tourist Accommodation, Institutional, Community Facilities, Industrial, Residential, Parks and Open Space, Sand + Gravel deposits, and Community Forest]

- Growth Management [Smart Growth, controlling sprawl, consolidation of industrial areas, Mons and Function Junction]
- Infill residential/commercial development – work + live developments

Transportation and Utilities: How can the community move to lower impact transportation modes while still ensuring effective and efficient movement of goods and services? Are there new or changing community challenges that might impact our current infrastructure and utility systems? [This section covers issues pertaining to, but is not limited to: Roads, trails, parking, transit, water + sewer, waste management, transportation networks (walking, cycling, etc)].

- Transportation networks – how to ensure the right mix of transit, cycling + walking infrastructure, and the highway.
- Improving the public transit experience – greater frequency, different routes

Climate Action, Energy, and Resources: How can we reduce resource consumption and waste, move to renewable resources, and promote lower impact energy systems in new development and redevelopment areas? [This section covers issues pertaining to, but is not limited to: climate change (including targets and monitoring), energy conservation, and greenhouse gas emissions.]

- Energy conservation [How to achieve greater amounts, and how to deal with existing building stock]
- Carbon offsets – why do we pay for them and how do they work?

Economic Viability: How can we best maintain supportive and flexible land use and policies that effectively attract and retain appropriate businesses to promote long-term economic viability? [This section covers issues pertaining to, but is not limited to: tourism economy, visitor experience, financial strategy, economic drivers, tourism market trends and diversification.]

- Diversification of Whistler's businesses/economy
- Economic viability without more growth. [How do we do this without increasing the bed unit cap? Tourism market diversification.]

Quality of Life: How can we enhance the social well being and quality of life in Whistler? [This section covers issues pertaining to, but is not limited to: Arts and Culture, Heritage, Parks, Open Space, Recreation, Leisure, affordability, affordable housing, and learning.]

- The role of a University in Whistler's future
- Tie: Investing in Arts + Culture/Affordable Housing Options

Neighbourhoods: How can neighbourhood level planning reflect the unique needs, roles, and challenges of specific Whistler neighbourhoods? [Neighbourhoods in Whistler include: Whistler Village, Upper Village, Creekside, Function Junction, Mons, Residential Neighbourhoods, Callaghan]

- Increasing accessibility of garbage pick up/drop off for people without vehicles
- Improving/enhancing development of Function + Creekside

21 tables were set up at the event (3 for each topic area). Table hosts facilitated discussion and gathered feedback from the participants.

The questions that guided the table discussions were:

- What are the primary issues, opportunities, and challenges relative to this topic area that matter the most to you?
- Are there any issues not presented in this topic area or is there any information missing that you would like in order to better understand the topic?

Table hosts were asked to summarize the discussions under the following areas:

1. What were the main topics and/or subtopics discussed during session one? (two?)
2. Were there any issues of contention that could not be resolved?
3. What are any areas of consensus that the group had for the OCP topic area you discussed? (ie Were there policy recommendations? What issue or issues resonated the most with the group?)

The results from each table discussion are summarized in each OCP topic area below. Responses vary due to the different nature of each table host's feedback collection style.

Natural Environment

Main topics discussed:

- Maintaining Whistler's natural beauty
- Air + Water Quality
- Protecting Biodiversity
- IPPs in Whistler
- Reducing Bear attractants
- Access to garbage + waste disposal
- Wildlife corridors
- Municipal Boundary Extension (beyond what we already have)

Issues of Contention

- None identified by the table hosts.

Policy Recommendations

- Need to create more green spaces between neighbourhoods
- Consider creating more functioning green space (parks, clean water ways/creeks, wildlife corridors)
- Protect natural green spaces in functional ecosystems
- All green spaces should be within walking distance, introduce corner stores back into communities with parks nearby, no more getting in a car to go to a park with your kids
- Incorporate policy encouraging inter-municipal cooperation
- Look at the "garbage bag tag" system that Vernon uses as a waste management tool
- Consider expanding Whistler's boundary to meet Squamish and Pemberton
- The wildfire management plan should include policies related to the urban-wildfire interface

Main topics discussed

- Amount of development and growth controls
- Maintaining community character, amenities and attractiveness
- Protection of nature and green spaces
- How to better take advantage of existing development – re-use, redevelopment, infill
- Need for additional commercial, office, cultural and institutional uses; availability of space, location, rents
- Supply of commercial accommodation
- Development pressures – currently approved and proposed developments, First Nations and RMOW Legacy lands, Callaghan
- Neighbourhood uses, character, walkability, amenities, sociability
- Transportation linkages (ease of use, connectivity, within Whistler and regional)
- Supply of resident and market housing – impact on prices
- Wildlife/natural areas considerations in development
- Impact of growth controls on construction sector of economy and municipal fiscal impacts
- Inclusiveness/accessibility
- Independent Power Projects (IPPs) – Run of River
- Potential future uses/sites – Visitor Centre, Inter-modal facility, Educational Facilities (University), Petro-Can site, all-weather playing fields
- Impact of global warming

Issues for Review

- Need for Growth? Must recognize financial implications
- Growth control mechanisms, e.g., bed unit caps, annual allowable growth, limit of development footprint
- Amount of residential housing at buildout (effect on market prices/affordability)
- Is PAN an adequate tool – specify locations that should be off limits to development
- How to maintain neighbourhood character – design issues, infill, livability, location
- How to sustain existing commercial development – need for, and implications of, adding more commercial floor area
- Transportation improvements – facility needs, linkages
- Are we meeting all housing needs – short term, seasonal, resident-restricted, market, seniors
- Run of River IPPs – how many? Where? Who benefits?
- Addressing current development pressures, e.g., currently approved or permitted development areas and First Nations lands
- How to support existing and future local, unique businesses
- Affordability of commercial spaces (office, retail, service, light industrial)

Policy Recommendations

- Protect community character, amenities and attractiveness as place to live and visit
- Establish limits to growth – location, amount, timing
- Restrict further expansion of Whistler's development footprint
- Direct development activity to existing developed areas - increase utilization of existing development through re-use and redevelopment
- Diversify within existing footprint
- Preserve Whistler's green spaces
- Enhance transportation linkages – regional, within community, and within neighbourhoods
- Support concept of complete neighbourhoods
- Explore potential for home-based businesses
- Support residential infill (lived-in neighbourhoods, address design considerations)
- Support reinvestment and redevelopment opportunities
- Maintain a hierarchy of commercial centres

- Support Whistler Village as the Town Centre, while allowing a reasonable amount of commercial space in other areas to accommodate local needs

Economic Viability

Main topics discussed:

- Affordability
- Whistler living within its means
- Economic diversification
- Whistler as a great product
- Land use policies that encourage a diverse economy

Issues of Contention

- A serious disconnect between what people's understanding of Whistler 2020 is and the economic viability of Whistler.

Questions for the OCP update to consider:

- What does it mean to be a resort community?
- How do we bring people here to experience Whistler?
- Is there a disconnect between the Whistler brand and the product?
- What's stopping diversification?
- Does diversification mean growth? Does it mean physical/infrastructure growth?
- Is growth inevitable to support the community?
- How do we manage the capacity we have?
- How do we invest appropriately to ensure maximum ROI on the visitor experience?
- How do we define diversification?
- How do we maximize the product we have?
- How do we diversify and manage physical growth?
- What's Whistler's competitive advantage?
- What's the best ROI for Whistler that aligns with our community values?

What are some of the solutions/recommendations the OCP should consider?

- Regional marketing strategy aimed at increasing capacity
- A focus on volunteer-tourism
- Nimble government that's able to adapt and be flexible
- "Scaleable" government based on broader economic trends
- Creative partnerships – using hotel rooms for students at a new local university
- An economic development officer to lead an economic development strategy for the community to re-envision where we're going economically

Transportation and Utilities [Mobility]

Main topics discussed:

- Public transportation – frequency, garbage not being allowed
- Games time transit service
- Local's only parking passes
- Carpooling
- Railway use – could be commuter line or transportation corridor for biking or walking
- Commercial transportation service
- Options for bus/van travel with mountain bikes

Issues of Contention:

- Garbage: need options for people who don't own cars

- Enforcement of off-leash bylaws on the Valley Trail
- Reverse commute from Whistler + Squamish
- Look at Park and Ride options to ease traffic within Village and provide other options for Squamish/Pemberton commuters

Policy Recommendations

- Increase frequency of bus service to level of 2010 Games
- Add a bike lane on Highway 99
- Garbage solution is needed for people who do not own cars
- Extend transit service hours to 3am Create incentives and infrastructure for vehicles with alternative fuels (hydrogen + electric)
- Fix missing links on the Valley Trail
- Protect right of way on rail line to maintain as an active transportation corridor, if the railways stop using it
- Consider policy incentives for a car share business/cooperative

Climate Action, Energy, and Resources

Main topics discussed:

- Building level energy performance
- Energy Systems
- Inter-community travel
- Local mobility
- Climate leadership
- Solid Waste
- Economic Systems
- Water Systems
- Growth Management

Identified Issues & Ideas	Contention?	Consensus?
Building level energy performance		
Increasing Energy Efficiency through building regulations	✓	
Increasing rate of gentrification of old houses – substantial opportunity		✓
Demonstrate proof of performance of new technologies	✓	
Require a portion of building energy to be provided by renewable energy	✓	
Implement incentives for higher building performance levels (BP, other fees)	✓	
Ban heated driveways (or at minimum don't require them for steep grade driveways)		✓
Ban open doors (when heating or cooling is on) in commercial zones		✓
Consider regulations to outdoor heating on patios etc...	✓	
Energy Systems		
Explore DES for village core – commercial zone		✓
Create a local policy regarding independent power projects (especially on local watercourses)	✓	
Encourage distributed (building level) low-carbon energy production		✓
Inter-community travel		
Support inter-community mobility through preferred modes		✓
Links with RGS to support lower-carbon inter-community travel	✓	
Find means of promoting rail use as realistic option to passenger vehicles	✓	
Reconsider the use of satellite parking at Function Junction for day visitors (support with free shuttle)	✓	
Local Mobility		

Prepare for/Accelerate electrification of passenger vehicles (charging stations required for new developments, road infrastructure alternatives to hwy)	✓
Prepare for the electrification of transit systems	✓
Create infrastructure to support and preference low-carbon alternatives to current passenger vehicle use	✓
Preference high frequency transit use along the hwy from Alpine to Creekside	✓
Support improved infrastructure along the highway to make alternative modes of transportation (esp. bikes) more safe and convenient	✓
Commit to further improvements in Valley trail options	✓
Employ parking control (pay) as strategy to discourage SOV use	✓
Remove any reference to highway bypass for OCP, CDP	✓
Support expanded requirements for mandatory end-of-trip facilities (as means of promoting alternative means of travel	✓
Make transit free, frequent and reliable	✓
Create a space for personal lockers in the village (as means of supporting self-propelled means of transportation) – we need our skis!	✓
Leadership	
We should continue to press our leadership position on climate change	✓
Solid Waste	
Require dedicated space for recycling across built environment (SFU, MFU, commercial etc...)	✓
Dedicate space for the re-build it centre	✓
Find ways to dedicate space in residential zones to facilitate garbage/recycling drop off for those without vehicles.	✓
Economic Systems	
Protect the primacy of our tourism product (both from climate change, and from infrastructure changes that would compromise the product)	✓
Promote conservation as key strategy for business cost savings	✓
Diversify Whistler economic systems as means of decreasing the potential risks created through climate change (snow levels) as well as peak oil (more expensive international travel)	✓
Increase focus on rubber tire traffic (as response to peak oil challenges)	✓
Water Systems	
Don't forget about water conservation	✓
Employ incentives and volume-based pricing to promote conservation	✓
Growth Management	
Increase growth rate of Whistler as strategy to drop GHG/pp levels	✓
Only allow growth for small number of projects that demonstrate high levels of green building performance – only in infill locations – maybe 0.5%/year	✓

Quality of Life

Main topics discussed:

- Senior Housing, issues effecting aging in place
- Arts and cultural offerings cater to the younger crowd
- Unique community (79% employee housed within), unique character of residents, generally adventure seekers, generally willing to stay active, try new things.
- Economic challenges – Resort is over built, business today challenged to be as prosperous as in the past.
- Maintaining positive atmosphere for small business (avoiding box stores).
- Recognition of the Village as a gathering space

- University – intergenerational, seniors also want to learn.
- Universities are economic generators as well as cultural generators.
- Limits to youth staying in town: scope of job opportunities, limited funds for young to start own business.
- Connecting students to local issues, needs, skills. Possible job connections in the future.
- Growing valley trail type network throughout Whistler (must be fully accessible) to allow self propelled transportation, healthy lifestyles, and connection to neighbours. Barriers exist to trail access across Hwy 99 in some places (ie: Brio to Golf Course section) and during the winter period with some trails cleared, others not and some closed.
- Affordability: turnover of youth (transient workers) scope for jobs, costs of rent/housing, need to keep (retain) low end service staff.
- Parking paying for transit?

Issues of Contention:

- Quality of local health care provisions: some felt seniors needed to go to the city for better care, others felt good (or better) care available here.
- Arts and Cultural offerings for seniors: some felt they were well provided for by the likes of the Arts Council and the Over 50's Club, some felt they were poorly provided for.
- Limited opportunities to support professional life: Most agreed, others felt people wanting to remain in Whistler and develop themselves needed to consider the type of work available in Whistler (ie: train in tourism).

Areas of Consensus:

Group One:

Group One had only one member under about 40 years of age. They focused strongly on Senior's issues. They had consensus on all things not listed in areas of contention.

Group Two:

Group Two had almost all members under the age of 40, with at least 3 under the age of 30. They focused strongly on youth issues. They were also very solution oriented, and when prompted for issues, quickly reverted to solutions. I tried to list all ideas they generated. They had general consensus on all topics.

Neighbourhoods

Main topics discussed:

- **Infill Housing**
 - Existing neighbourhoods, shifting housing needs, aging housing stock in need of renovation
 - Support for flexible solutions
- **Waste Management**
 - Challenge to dispose of garbage without vehicle; inability to take on bus
- **Access/Transportation/Connections**
 - Transit connections, bus stop locations within neighbourhoods – not all easily accessible (grade, safe path). Consider universal accessibility development standards.
- **Neighbourhood Identity**
 - Opportunity to enhance neighbourhood identity through:
 - Street banners or flags... not just for the village
 - Public Art (not just on valley trail, but within neighbourhood core – pocket parks etc); adds interest and vitality
- **Neighbourhood Amenities/Livability**
 - Physical places for gathering.
 - "sharing sheds" (storage of co-owned garden tools, wheelbarrows, boats and toys)
 - Neighbourhood gardens/small greenhouses

- **Mixed-Use Neighbourhoods**
 - Fine balance not to take away from village vitality/commercial core
 - Reduce need to get into car
 - Commercial space affordability + support for local business
 - Use WHA model but for commercial space affordability
- **Housing Needs**
 - Co-housing options for seniors (example: redevelopment of existing pensions)
 - Housing close to transit/health care services
 - Mixed-tenures for better integration of resident/market (within same project)
- **Neighbourhood Form/Character**
 - Visual and character impacts from new development... big homes, loss of trees/landscaping, retaining walls – this is not desirable
- **Neighbourhood Engagement**
 - Identified need to do outreach in neighbourhoods; engage people more intimately
 - Start doing 'Town Hall' style meetings in individual neighbourhoods, with one Councilor present to discuss concerns/issues
 - This would be a good chance to make connections/strengthen the relationship with Muni Hall in an easy, relaxed way (so residents understand what is being done and by who...)

Issues of contention

- None noted.

Recommended policy directions

- Look for opportunities for more housing diversity (form) within neighborhoods
- Expand infill pilot beyond Alpine South to other neighbourhoods (Alta Vista?!) where servicing capacity exists
- Offer more satellite garbage/recycling stations within neighbourhoods
 - locate in convenient area, perhaps associate with super mailboxes or other neighbourhood 'hub' location
 - municipally-owned road ends another possibility for this
 - what about a semi-mobile solution? Wildlife-resistant bins that move from one area to another...
 - a weekly "roving drop off" whereby each neighborhood could have 1 day of the week when the waste mgmt. bins could be located in their neighborhood for garbage and recycling collection.
- Look to contributions by private sector developers for creation of new neighborhood connections, i.e. Valley Trail connections.
- Need continued focus on neighbourhood connectivity via trails – identify and address gaps (ie. Bayshores gap; necessary to walk along highway from bus stop – no safe option off highway, dangerous with little kids!)
- Create opportunities for car-sharing in existing neighbourhoods not just new neighbourhoods
- Recognize value of public art in neighbourhoods and redirect greater % public art funds here
- Consider opportunities for enhancing neighborhood identity within the Village, ie. Unique Village sections/quarters.
- Allow neighbourhood-serving commercial entities (small scale, little cafes etc)
- Small convenience stores w/i the neighborhoods, perhaps conversion of residential to commercial, ie live/work
- Devote % of new commercial development for local independent businesses
- Need for more affordable local business opportunities, pricing in village is out of reach for many local businesses
- Support for permanent resident housing in the village; conversion of some 'warm-beds'?? Or new infill housing close to the village.
- Education outreach on who to call within RMOW for neighborhood repairs, ie. street potholes, broken signs, etc. as well as for success stories to be shared.

**OFFICIAL COMMUNITY PLAN Update
RMOW Council Workshop
Growth Management – An Evaluation**

Please read the following questions carefully. Apply them to the material you have received with this package and specifically to the draft Growth Management Principles (Sec 3). Write down your answers and bring them to the Sept. 21 workshop session as we will share our thoughts through focused group discussion.

1) OBJECTIVE *(No opinions yet, they come later. Keep this to what you see, hear and read):*

- What are the most significant things you have seen, read and heard relative to these draft Growth Management Principles?

2) REFLECTIVE:

- What are your first impressions of the draft Growth Management Principles?
 - What are the high points for you (positive impressions)?
 - What are the low points for you (negative impressions)?
- What areas/topics related to growth management are most important to you?

3) INTERPRETIVE:

- What do you think about these draft Growth Management Principles?
- What is your interpretation of these draft principles? What is the potential impact of these findings?
- Are there any ideas, developments or community needs missing from our current growth management strategy (Appendix A of the attached Backgrounder)?
- What growth management themes do you see coming on the horizon we should plan for?
- Going forward, what ideas do you think should be considered through the OCP update relative to Whistler's growth management?