



# WHISTLER

## REPORT | ADMINISTRATIVE REPORT TO COUNCIL

**PRESENTED:** September 15, 2020  
**FROM:** Resort Experience  
**SUBJECT:** RZ1165 – CHEAKAMUS CROSSING PHASE 2 – UPPER LANDS PARCELIZATION PLAN

**REPORT:** 20-089  
**FILE:** RZ1165, 7743.01

### COMMENT/RECOMMENDATION FROM THE CHIEF ADMINISTRATIVE OFFICER

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

### RECOMMENDATION

**That** Council endorse further review and processing of RZ1165; and

**That** Council direct staff to commence preparation of a zoning amendment bylaw for Council consideration, that provides for the parcelization of the lands within the UR1 Zone, and a corresponding allocation of the existing permitted density and uses by parcel, along with establishment of building setbacks within each parcel and the addition of daycare as a permitted use; and further

**That** Council direct staff to conduct a public information and input opportunity prior to bringing forward a proposed zoning amendment bylaw for Council consideration of first and second reading.

### REFERENCES

**Owner:** Whistler 2020 Development Corporation  
**Location:** 1340/1360 Mount Fee Road  
**Legal Descriptions:** BLOCK A, DISTRICT LOT 8073 GROUP 1 NEW WESTMINSTER DISTRICT, EXCEPT PLAN EPP277, PID 026-772-213  
**Current Zoning:** UR1 (Urban Reserve One) Zone  
**Appendices:** “A” – Location Map  
“B” – Rezoning Application Summary  
“C” – UR1 Zone Regulations  
**Council Reports:** Information Report to Council No. 18-087, June 19, 2018, Mayor’s Task Force on Resident Housing – Cheakamus Crossing Expansion Update (Not attached)

### PURPOSE OF REPORT

This report presents a rezoning application from the Whistler 2020 Development Corporation for the rezoning of lands referred to as the Cheakamus Crossing Upper Lands, to facilitate the phased development of the lands to support meeting the resort community’s employee housing needs.

The proposed rezoning seeks to amend the UR1 (Urban Reserve 1) Zone to reduce the minimum parcel area to enable future subdivision of the lands and to allocate the existing permitted density and

uses in the zone, to corresponding parcel areas. The proposed rezoning would also establish the building setbacks for each parcel area within the zone, as well as add daycare as a permitted use.

The report recommends Council endorse further review and processing of the proposed rezoning, and directs staff to commence preparation of a zoning amendment bylaw for Council consideration, subject to conducting a public information and input opportunity prior to presenting the bylaw to Council for consideration of first and second reading.

## DISCUSSION

### Background

The subject lands, referred to as the Cheakamus Crossing “Upper Lands”, are shown on the Location Map in Appendix “A”. The lands are a portion of the “Lower Cheakamus Community Land Bank Site” granted to the RMOW under the *Community Land Bank Agreement (October 21, 2005)*, as a lasting legacy of the 2010 Winter Olympic and Paralympic Games for providing needed affordable employee housing. The applicant for the proposed rezoning, the Whistler 2020 Development Corporation, has beneficial interest to the lands to undertake their development for this purpose.

The Upper Lands are located at the southeast end of the existing Cheakamus Crossing neighbourhood, adjacent to the Cheakamus River and accessed via upper Mt. Fee Road. In the initial Master Planning of the Athlete’s Village and conversion to the permanent Cheakamus Crossing neighbourhood, the Upper Lands were identified as the Phase 2 development area. The Phase 1 development area, which essentially represents the currently existing neighbourhood, is nearing buildout with only one remaining employee housing parcel to be developed. This parcel, located 1315 Cloudburst Drive, is zoned and currently proceeding through development approvals for additional employee housing.

The Upper Lands comprise approximately 15.5 hectares of land area, whereas the existing neighbourhood (excluding Bayly Park) has an area of approximately 28 hectares. Combined these two areas represent a total area of 43.5 hectares. The land bank granted by the Province also includes 51.3 hectares of additional land area, referred to as the Cheakamus Crossing “Lower Lands”.

The initial zoning for the Cheakamus Crossing neighbourhood was adopted on June 18, 2007, under Zoning Amendment Bylaw No. 1734. The initial zone, LCCD-1, was a blanket zone applying to the 43.5 hectares of land representing the Phase 1 and Phase 2 (Upper Lands) development areas. This zoning established uses and maximum permitted densities for a Neighbourhood Core and Residential Area, and provided for the 2010 Games Athlete’s Village overlay. Subsequently, all of the lands within this zone were given parcel-specific zoning through Zoning Amendment Bylaw No. 1937, which was adopted on October 10, 2010. Under this bylaw, the Upper Lands were zoned UR1 (Urban Reserve One) zone, for future Phase 2 development. The URI zone was established with a range of residential uses for various housing types, along with an allocation of the maximum density that had been permitted under the LCCD-1 zone.

Further to the initiatives launched under the Mayor’s Task Force on Resident Housing (established October 2016), to address a critical shortfall of employee housing, the RMOW initiated Master Planning for Phase 2 of the Cheakamus Crossing neighbourhood in July 2017. Brent Harley & Associates was engaged to prepare a land development suitability analysis and preliminary development concepts for the remaining land bank lands, including both the Upper Lands and the Lower Lands. Lands in both areas were evaluated for future development taking into consideration the existing developed neighbourhood, surrounding planning influences, land suitability and Whistler’s housing needs. The report that was completed, *Cheakamus Crossing Development Master Planning – Second Phase – Site Analysis and Preliminary Concepts, May 2018*, was presented to Council in Information Report to Council - Mayor’s Task Force on Resident Housing – Cheakamus Crossing Expansion Update, Report No. 18-087, June 19, 2018. This work was further refined by IBI Group, on behalf of the Whistler 2020

Development Corporation (WDC), to determine the potential development program and buildout potential of the respective lands. Further due diligence work was completed regarding various technical considerations. This work and plans for the next phase of the Cheakamus Crossing neighbourhood were presented at a public open house held on October 1, 2018.

Subsequently, the initial development site and “catalyst” project were determined and planning focused on design development for this initial project. This project, referred to as “Parcel A” of the Upper Lands, and the adjacent Mt. Fee Road extension, are now before Council for development permit approval under DP1760. Along with the detailed design development for this project, the WDC carried forward with development of plans for parcelization of the complete Upper Lands, similar to the process conducted for the Phase 1 lands. This parcelization plan is the subject of the current rezoning application, whereby, individual parcel areas within the existing UR1 zone are proposed to be identified for specific housing types, with allocations of the total existing density for the zone assigned to each parcel area. This parcelization will facilitate the future subdivision and phased development of individual parcels to meet the employee housing needs of the resort community consistent with the OCP.

### **Proposed Rezoning**

The proposed rezoning is described in the Rezoning Application Summary, presented in Appendix “B”. A copy of the current zone regulations for the UR1 zone is provided in Appendix “C”. The intent of the zone is to: “...provide an area reserved for multifamily residential development for employee housing and associated uses.”

The existing zoning permits employee restricted and market residential uses in apartments, detached dwellings, duplexes, townhouses and live work units, as well as park and playground and auxiliary buildings and uses. The proposed rezoning does not propose any change in permitted uses, except to add daycare as a permitted use, should this use be considered a feasible opportunity for integration with future residential developments to be located within the Upper Lands.

The maximum permitted density for the zone, is a maximum gross floor area of 41,850 square metres, for all buildings in the zone. The zone currently has a minimum parcel size area of 15.49 hectares. This equates to an overall floor space ratio for the lands of 0.27. The proposed rezoning would amend the minimum parcel size to allow the parcelization and subdivision of the lands.

The zoning also specifies the maximum sizes for the various building/units types, maximum building heights, and building setbacks. No changes are proposed to the maximum sizes or heights. Parcel specific setbacks are proposed for each of the future parcels based on the building type and location.

No other changes to the existing zoning are proposed.

## **OTHER POLICY CONSIDERATIONS**

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

An analysis of the current and proposed zoning is provided above and is further described in the Rezoning Application Summary provided in Appendix “B”.

### **Official Community Plan Bylaw No. 2199, 2018**

The proposed rezoning is consistent with the policies of the Official Community Plan (OCP).

The subject lands are designated as Residential – Reserve in Schedule A of the Official Community Plan. Residential – Reserve lands are: “Lands available for employee housing with a variety of housing forms and densities. These lands may be developed as needed to meet the municipality’s housing needs. Limited market residential and convenience commercial uses primarily oriented to meet the needs of the surrounding neighbourhood are included.”

The policies contained in Chapter 5 Land Use and Development, Residential Accommodation, provide further guidance for this designation and the development of these lands. The overarching goal, Goal 5.1, is to: Meet Whistler's long-term housing needs consistent with the growth management policies and land use designations in the OCP. The associated objectives (5.1.1 and 5.1.2) address the designation of lands for various forms of residential development to meet Whistler's diverse housing needs, and the on-going commitment to house at least 75 percent of Whistler's workforce within the resort community in livable, appropriate and affordable housing.

Select policies that specifically pertain to the lands and proposed parcelization for future phased development are as follows:

- 5.1.1.2 Policy    Maximize utilization of Residential Reserve lands for employee housing and phased development as required to support Whistler's employee housing needs.
- 5.1.2.4 Policy    Pursue development of Residential Reserve lands in Cheakamus Crossing within the next five years, as one of the primary opportunities for new employee housing.

The parcelization plan and allocation of proposed density and uses is also consistent with Goal 5.3 to: Promote a diversity of housing forms, tenures, residential uses and densities to support the resort community's housing needs.

The lands are designated within the Municipal Water System Service Area, Municipal Sewer System Service Area, and Area B – District Energy Expansion Area.

Development of the lands is subject to development permit approval requirements and consistency with guidelines for the following OCP development permit area designations:

- Multi-family Residential - Form and Character
- Protection of Riparian Ecosystems
- Protection of Sensitive Ecosystems
- Wildfire Protection

The proposed rezoning does not propose to increase the accommodation bed unit capacity, alter the Whistler Urban Development Containment Area, or alter the Whistler Land Use Map and Designations.

The proposed rezoning also does not propose additional development or a change in land uses beyond what is currently permitted under the UR1 zone, except for the addition of daycare as a permitted use. The OCP provides for this use to be located anywhere within the municipality, subject to municipal zoning requirements and the policies of the OCP.

Further review of the rezoning application will be conducted against the policies of the OCP, subsequent to Council direction for further review and processing.

## **BUDGET CONSIDERATIONS**

The proposed rezoning application is subject to rezoning application fees and cost recovery for staff processing and associated direct costs.

## **COMMUNITY ENGAGEMENT AND CONSULTATION**

An information sign describing RZ1165 is posted on the site. There have been no inquiries from the public to date.

The Phase 2 development of the Cheakamus Crossing Upper Lands has been one of the key initiatives communicated through the engagements conducted as part of the Mayor's Task Force on Resident Housing (2016-2018). As described above a Public Open House was conducted specifically for the Master Planning of the Phase 2 development on October 1, 2018.

As this stage, the WDC has now completed detailed design development for the Parcel "A" project, and the overall Master Plan concept and parcelization plan for the Upper Lands. Staff recommends that prior to consideration of a bylaw for the proposed rezoning, a further public information and input opportunity be conducted. Given the current COVID-19 situation, it is recommended that this follow the format recently adopted by the RMOW for online and virtual community engagement for significant rezonings.

The proposed rezoning will also be subject to a statutory public hearing.

## **SUMMARY**

RZ1165 proposes to amend the existing minimum parcel size for the UR1 zone to facilitate the future subdivision and phased development of the Cheakamus Crossing Upper Lands, with an allocation of the existing permitted density and uses to corresponding parcels to be established within the zone. In addition the proposal is to establish building setbacks for each parcel and to add daycare as a permitted use. The report recommends that Council endorse further consideration of the proposed rezoning and directs staff to conduct a public information and input opportunity prior to Council consideration of a zoning amendment bylaw.

Respectfully submitted,

Mike Kirkegaard  
DIRECTOR OF PLANNING

for  
Toni Metcalf  
INTERIM GENERAL MANAGER OF RESORT EXPERIENCE