



REPORT | POLICY REPORT TO COUNCIL

PRESENTED: August 2, 2005 **REPORT:** 05 - 112
FROM: Planning & Development Services **FILE:** 7506
SUBJECT: DRAFT COUNCIL POLICY FOR RESIDUAL BED UNITS & GROWTH
MANAGEMENT

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.

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

TABLE 2.0 RESIDUAL BED UNIT SUMMARY	
Inventory Summary	Total Bed Units
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

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.

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 reinstated 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	

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 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 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 reinstated 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.

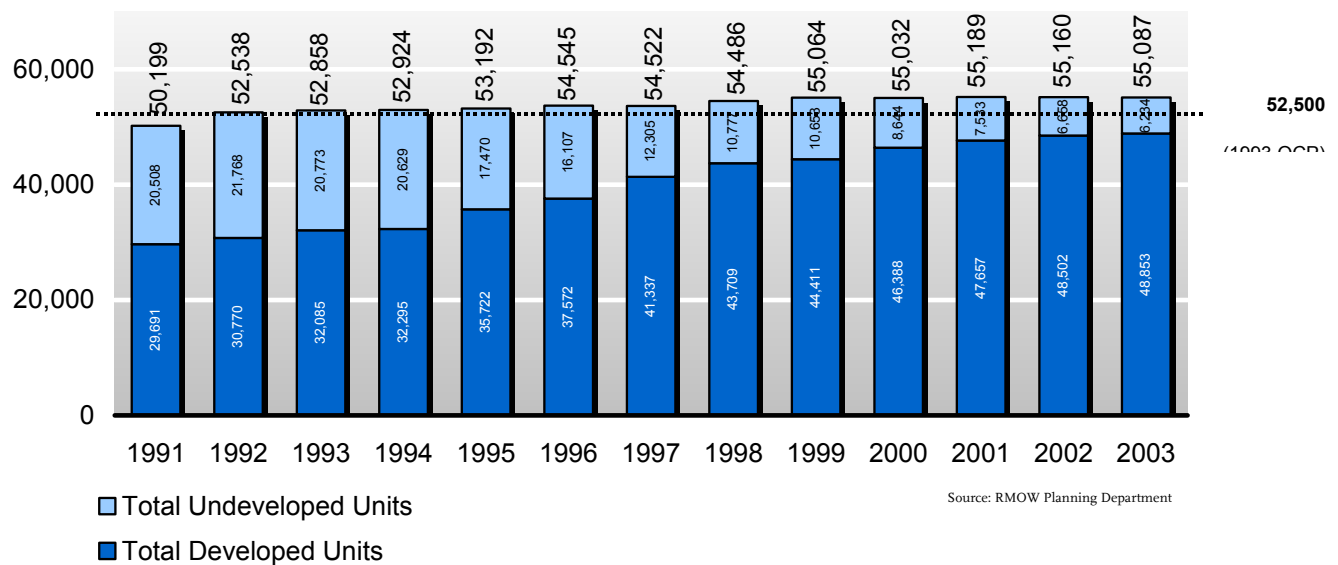
⁹ This bed unit figure represents a revised total, which **excluded 1,196 employee housing bed units**. The bed unit adjustment involved reducing the total so that employee bed units were not included in the total to conform with the OCP stipulation that employee housing bed units not count against the 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 Jenson'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 LMP47810, 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*
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