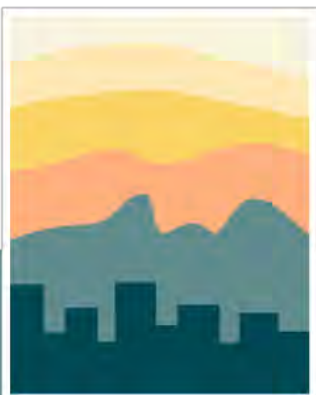


Complete Communities Report

Prepared for the Resort Municipality of Whistler
October 2025



**Licker Geospatial
Consulting Co.**

303-1720 Grant Street
Vancouver BC, V5L 2Y7

Table of Contents

Table of Contents	2
List of Tables	3
List of Figures	4
Key Terminology and Abbreviations	6
Purpose of the Report	10
Key Findings of the Study	12
Key Actions from the Study	13
Introduction	15
Purpose of the Report	16
Context – Whistler and Areas of Interest	19
Municipal Overview	20
Areas of Interest	20
Analysis and Results	25
Key Section Information	26
I. Housing	27
II. Transportation	39
III. Daily Needs	45
IV. Infrastructure Assets	51
Conclusions and Implementation Plan	55
Conclusions	56
Implementation Plan	61
Appendix A – Maps	66
Appendix B – Technical Methodology	97
Overall Project Methods	98
Indicator Analysis Methodology	98

List of Tables

Table 1. Final summary data.	13
Table 2. Reference key for Areas of Interest.	20
Table 3. Counts comparing number of dwelling units (with and without tourist accommodation) by Area of Interest.	27
Table 4. Dwelling unit types for consideration in housing mix.	27
Table 5. Simpson's diversity index and dwelling unit type totals (excluding tourist accommodation parcels) by Area of Interest and Whistler Area.	30
Table 6. Dwelling units per hectare, by Area of Interest and Whistler Area.	32
Table 7. Redevelopment potential categories and corresponding score ranges.	34
Table 8. Redevelopment potential and criteria results, by Area of Interest and Whistler Area.	34
Table 9. Development headroom results, by Area of Interest and Whistler Area.	36
Table 10. Sidewalk coverage (proportion of roads with sidewalks to all roads) by Area of Interest and Whistler Area.	40
Table 11. Average proximity from dwelling units to cycling commuting infrastructure (m).	43
Table 12. Cycling infrastructure coverage (proportion of cycling infrastructure to all road infrastructure) by Area of Interest and a mean of the Whistler Area weighted by dwelling units.	44
Table 13. Average distance from dwelling units to nearest amenities (m).	47
Table 14. Cumulative proportion of dwelling units within each Area of Interest and Whistler Area that are within 1,500 m of the six daily needs amenities: elementary schools, secondary schools, daycares, parks, grocery and convenience stores, and food and beverage.	48
Table 15. Average distance from dwelling units to nearest park amenities (m).	50
Table 16. Cumulative proportion of dwelling units within each Area of Interest and Whistler Area that are within 1,500 m of the four park specific daily needs amenities: racket courts, dog areas, commercial park amenities, and play structures.	51
Table 17. Completeness of major GIS attributes for the sanitary system required for proper asset management functions and lifecycle cost calculations.	53
Table 18. Completeness of major GIS attributes for the water system required for proper asset management functions and lifecycle cost calculations.	54
Table 19. Completeness of major GIS attributes for the drainage / storm system required for proper asset management functions and lifecycle cost calculations.	54
Table 20. Final summary data.	58
Table 21. Summary of indicator results by Area of Interest.	60
Table 22. Key recommendations for growth for each of the 10 Areas of Interest.	62

List of Figures

Figure 1. Key for Area of Interest names and locations.	12
Figure 2. RMOW context and Areas of Interest for complete communities analysis.	21
Figure 3. Distribution of dwelling units by Area of Interest and Whistler Area.	29
Figure 4. Total Area of Interest development headroom (m ²) by redevelopment potential score.	37
Figure 5. Percentage of Area of Interest's development headroom by redevelopment potential score.	38
Figure 6. Proximity from dwelling units to BC Transit bus stops (m).	41
Figure 7. Proximity from dwelling units to cycling infrastructure (m).	44
Figure A1. Housing density in Whistler using dwelling units per hectare (UPH) based on BC Assessment BIR.	67
Figure A2. Housing typologies in Whistler based on dwelling units.	68
Figure A3. Areas of Interest with higher redevelopment potential for future consideration.	69
Figure A4. Walking network considerations in Whistler, showing locations of roads with associated sidewalks.	70
Figure A5. Cycling network considerations in Whistler, showing locations of existing cycling infrastructure.	71
Figure A6. Access analysis showing proximity in metres to the nearest BC Transit bus stop using the integrated travel network.	72
Figure A7. Access analysis showing proximity in metres to the nearest BC Transit bus stop using the sidewalk and trail network.	73
Figure A8. Access analysis showing proximity in metres to the nearest point of access for cycling infrastructure using the integrated travel network.	74
Figure A9. Access analysis showing proximity in metres to the nearest point of access for cycling infrastructure using the sidewalk and trail network.	75
Figure A10. Access analysis showing proximity in metres to the nearest park access point using the integrated travel network.	76
Figure A11. Access analysis showing proximity in metres to the nearest park access point using the sidewalk and trail network.	77
Figure A12. Access analysis showing proximity in metres to the nearest grocery or convenience store using the integrated travel network.	78
Figure A13. Access analysis showing proximity in metres to the nearest grocery or convenience store using the sidewalk and trail network.	79
Figure A14. Access analysis showing proximity in metres to the nearest food or beverage using the integrated travel network.	80
Figure A15. Access analysis showing proximity in metres to the nearest food or beverage using the sidewalk and trail network.	81

Figure A16. Access analysis showing proximity in metres to the nearest elementary school using the integrated travel network.	82
Figure A17. Access analysis showing proximity in metres to the nearest elementary school using the sidewalk and trail network.	83
Figure A18. Access analysis showing proximity in metres to the nearest secondary school using the integrated travel network.	84
Figure A19. Access analysis showing proximity in metres to the nearest secondary school using the sidewalk and trail network.	85
Figure A20. Access analysis showing proximity in metres to the nearest provincially regulated daycare facility using the integrated travel network.	86
Figure A21. Access analysis showing proximity in metres to the nearest provincially regulated daycare facility using the sidewalk and trail network.	87
Figure A22. Access analysis showing proximity in metres to the nearest commercial amenity within a park using the integrated travel network.	88
Figure A23. Access analysis showing proximity in metres to the nearest racket court amenity within a park using the integrated travel network.	89
Figure A24. Access analysis showing proximity in metres to the nearest dog area amenity within a park using the integrated travel network.	90
Figure A25. Access analysis showing proximity in metres to the nearest play structure amenity within a park using the integrated travel network.	91
Figure A26. Access analysis showing proximity in metres to the nearest cycling commuting infrastructure using the integrated travel network.	92
Figure A27. Access analysis showing proximity in metres to the nearest commercial amenity within a park using the sidewalk and trail network.	93
Figure A28. Access analysis showing proximity in metres to the nearest racket court amenity within a park using the sidewalk and trail network.	94
Figure A29. Access analysis showing proximity in metres to the nearest dog area amenity within a park using the sidewalk and trail network.	95
Figure A30. Access analysis showing proximity in metres to the nearest play structure within a park using the sidewalk and trail network.	96

Key Terminology and Abbreviations

bed units	Measure of development intended to reflect servicing and facility requirements for one person. Different accommodation unit types and sizes are allocated a specified number of bed units.
Building Information Report (BIR)	BIR dataset, released annually by BC Assessment. The BIR reports data about parcels, including building characteristics and value assessments.
BIR floor area	The total area of all floors in all buildings on a parcel, measured to the outside surface of the exterior walls of the building. BC Assessment data was used to determine the existing BIR floor area on a parcel and subtracted that from the potential BIR floor area of a parcel. For clarity, this calculation does not consider or include permitted exclusions in Part 5, Section 26 of the RMOW Zoning Bylaw.
commuting cycling infrastructure	Paved sections of the Valley Trail.
Controlled Recreation Area	Areas where public access is managed by ski area operators under tenureship agreements with the Province. In the RMOW context, they are areas where access is controlled by Vail Resorts.
cycling coverage	Length of cycling infrastructure (existing shoulder bikeways, shared roadways, shared multi-use trails) in relation to (divided by) length of all roads.
daily needs	The amenities a person would likely require access to on a day-to-day basis, including schools, daycares, parks, grocery and convenience stores, and food and beverage establishments.
development headroom	For the purpose of this report, development headroom is an estimate of the remaining potential BIR floor area on a parcel less the gross floor area (GFA) permitted by the zone of the parcel, in metres squared. BC Assessment data was used to determine the existing BIR floor area on a parcel and headroom was calculated by subtracting that from the potential GFA of the parcel. For clarity, this calculation does not consider or include permitted exclusions in Part 5, Section 26 of the RMOW Zoning Bylaw.
dwelling type	Refers to the specific kind of residential structure type, such as detached dwellings (single-family), duplexes, and multiple-dwelling units (apartment, dormitory, etc.).
dwelling units	Measure of development reflecting the number of stand-alone dwellings, such as a house, an apartment, and half of a duplex. These dwellings can have a range of bedroom mixes, and thus can house a variety of household sizes.
employee	Per the RMOW's OCP, is defined for the purpose of employee housing to mean a person who: (a) is either employed or self-employed on an annual basis for an annual average of at least 20 hours per week and whose employment justifies

	residing in Whistler and directly relates to the provision of goods and services within the municipality; or
	(b) is at least 55 years of age and has ceased active employment but who has been an employee under (a) for at least five of the past six years, prior to ceasing employment.
	Employees may also be required to meet additional eligibility, use or occupancy requirements when applying for, or residing in, employee housing.
employee housing	Per the RMOW's OCP, means housing intended for employees – that is affordable and attainable relative to their household size and income – and restricted to employee occupancy by way of housing agreement, lease, covenant, zoning or similar means. Employee housing may also be subject to additional eligibility, occupancy, resale, price, rent or other restrictions. Employee housing is restricted to residential accommodation use.
floor space ratio	The figure obtained when the BIR floor area of all buildings on a parcel is divided by the parcel area.
housing density	The quantity of dwelling units in a given area, represented by a gross number of units per hectare.
housing mix	The relative mix of housing typologies in a given area.
integrated travel network	Includes roads, cycling networks, and sidewalk coverage.
improvement to land value ratio	The value of the buildings on a parcel divided by the land value of the parcel, which measures the quality of a particular parcel.
Official Community Plan (OCP)	The RMOW's Official Community Plan Bylaw No. 2199, 2018, which was adopted on June 23, 2020. The OCP establishes policies that guide decisions on community planning and land use management for the RMOW over the next five to 10 years and beyond.
park amenities	Features within municipal parks provided for public use. For the purposes of this report, these include racket courts, dog areas, commercial features, and play structures.
pension	Per the RMOW's Zoning Bylaw, use of a building for tourist accommodation that includes: (a) a business of renting four to eight guest rooms for the temporary lodging of paying guests; and (b) the use of common living and dining areas in the building by such guests.
redevelopment score / redevelopment potential (RDP)	A score representing the likelihood that a particular location may be attractive for higher densities or more intensive use, from a developer's perspective under normal economic circumstances.
RMOW	Resort Municipality of Whistler.
RS Zone	Zoning allowing for single detached housing.

RSE Zone	Zoning allowing for estate residential housing.
shared bike locations	Places where people can access bikes that are part of the community's electric assist bike share program. These are current as of 2024.
sidewalk coverage	Length of high-quality walking infrastructure (sidewalks or paths running parallel to a road) in relation to (divided by) length of all roads.
Small-scale Multi-unit Housing (SSMUH)	Small-scale, multi-unit housing describes a range of housing options that are ground oriented and compatible in scale and form within established single-family neighbourhoods ¹ . In 2024, local governments were required by provincial legislation to allow for small-scale, multi-unit housing. In Whistler, where applicable, SSMUH zoning regulations allow for either up to three or four dwelling units per parcel of land depending on the parcel size. Additionally, should transit frequencies increase, parcels of land in close proximity to the applicable transit stops will be legislatively required to be permitted a minimum of six dwelling units.
trail network	Refers to the Valley Trail as well as the Sea to Sky Trail.
tourist accommodation	Broad category encompassing all temporary, overnight lodging provided for visitors, and includes options such as hotels, inns, lodges, pensions, and bed and breakfasts.
Whistler Area	For the purposes of this project, Whistler Area refers to all Areas of Interest. 99% of all parcels within the Areas of Interest are within the WUDCA.
Whistler Urban Development Containment Area (WUDCA)	Established in Schedule A (Whistler Land Use Map and Designations) of the RMOW's OCP. Focuses Whistler's urban development within the Whistler valley corridor between Cheakamus Crossing and Function Junction to the south, and Emerald Estates to the north, and is consistent with Whistler's Settlement Area Map (Map 1b) of the Regional Growth Strategy. Within this corridor, the OCP seeks to maintain a comprehensive network of natural areas, open space, and parks that separate and provide green buffers between developed areas. Residential accommodation, visitor accommodation, commercial, light industrial, institutional, and community facilities are directed to be located primarily within the WUDCA. 99% of all WUDCA parcels are within the Areas of Interest of this project.
Zoning Bylaw	The RMOW's Zoning and Parking Bylaw No. 303, 2015.
zoning capacity	Means the calculated maximum permitted GFA density permitted under a zone.

¹ Government of B.C., <https://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments-and-housing/housing-initiatives/smale-scale-multi-unit-housing>

Executive Summary

Purpose of the Report

The Resort Municipality of Whistler (RMOW), with the support of a UBCM Complete Communities grant, retained Licker Geospatial Consulting Ltd. (LGeo) and project partners Kerr Wood Leidal (KWL) to conduct an in depth analysis of the completeness of the community in order to benchmark the community, provide an informational basis for future decision-making, and create a cohesive database of high-quality information that can be operationalized to inform policies and actions that can enable potential future developments that suit community needs.

This assessment was executed under the rubric of the Province's Complete Communities assessment framework² which suggests the following analytical lenses:

1. **Housing:** A complete community will have a diversity of housing types that meets the community's needs and accommodates all stages of life;
2. **Transportation:** A complete community will have a range of safe transportation options and increased walkability;
3. **Daily needs:** A complete community will have a wide range of amenities within a reasonable distance of residences; and
4. **Infrastructure:** A complete community supports efficient use of infrastructure through more compact forms of development.

Through these lenses, the project team generated a refined list of indicators to assess community completeness:

- **Housing mix:** defined as the relative mix of dwelling unit typologies in a given area, excluding tourist accommodation;
- **Housing density:** the quantity of dwelling units in a given area, excluding non-residential dwelling units;
- **Redevelopment potential:** defined as the likelihood that a particular location may be attractive for higher densities or more intensive use from a developer's perspective;
- **Development headroom:** defined as the remaining potential BC Assessment Building Information Report (BIR) floor area of a location less existing residential gross floor area (GFA) allowable under current zoning;
- **Sidewalk coverage:** a measurement of the completeness of sidewalks and other pedestrian infrastructure in relation to motorized roads;
- **Proximity to transit:** the minimum distance from a dwelling unit to the nearest proximate transit stop;
- **Cycling network coverage, proximity to cycling infrastructure, cycling commuting infrastructure:** measuring both the completeness of the cycling network as well as the minimum distance for a dwelling unit to the nearest cycling facility, and paved sections of the Valley Trail which serves as the best suited infrastructure for cycling commuting;
- **Access to daily needs:** a composite indicator measuring the minimum distance from dwelling units to a variety of RMOW-defined community amenities;
- **Access to park amenities:** a measure of residents' access to features within municipal parks provided for public use (for the purposes of this report, these include racket courts, dog areas, commercial features, and play structures); and

² The Complete Communities Guide can be accessed here: <https://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments-and-housing/policy-and-planning-tools-for-housing/complete-communities>

- **Infrastructure assets and lifecycle costs:** assessment of the attribution completeness of the three major utilities, including current sanitary, water, and drainage/storm infrastructure.

The assessments were completed both for the Whistler Area and each Area of Interest. For the purpose of this report, the Whistler Area refers to all Areas of Interest combined, which represents 99% of Whistler Urban Development Containment Area (WUDCA) parcels. Areas of Interest are groupings of neighbourhoods provided by municipal staff (see figure below for more detail). Of the 4,366 parcels within the neighbourhoods, 4,296 of them are within the WUDCA, so this scale was not used for assessment to avoid repetition.

The assessments were evaluated using dwelling units (a measure of development reflecting the number of stand-alone dwellings). Tourist accommodation properties, based on LGeo's definitions and filters from several sources, were not included for the following indicators: housing mix and housing density. Except for 32 parcels (35 units), tourist accommodation was also not included for redevelopment potential and development headroom. Tourist accommodation was included for: proximity to transit, proximity to cycling coverage, proximity to cycling commuting coverage, access to daily needs, and access to park amenities. Tourist accommodation was not relevant for the sidewalk coverage and cycling network coverage indicators.

The assessment has been completed using current state point in time data, specifically, BC Assessment data current to 2024. Some aspects of this assessment may not reflect recent changes to local or provincial land use policies which would affect the provision of housing in Whistler in the short-term or future.

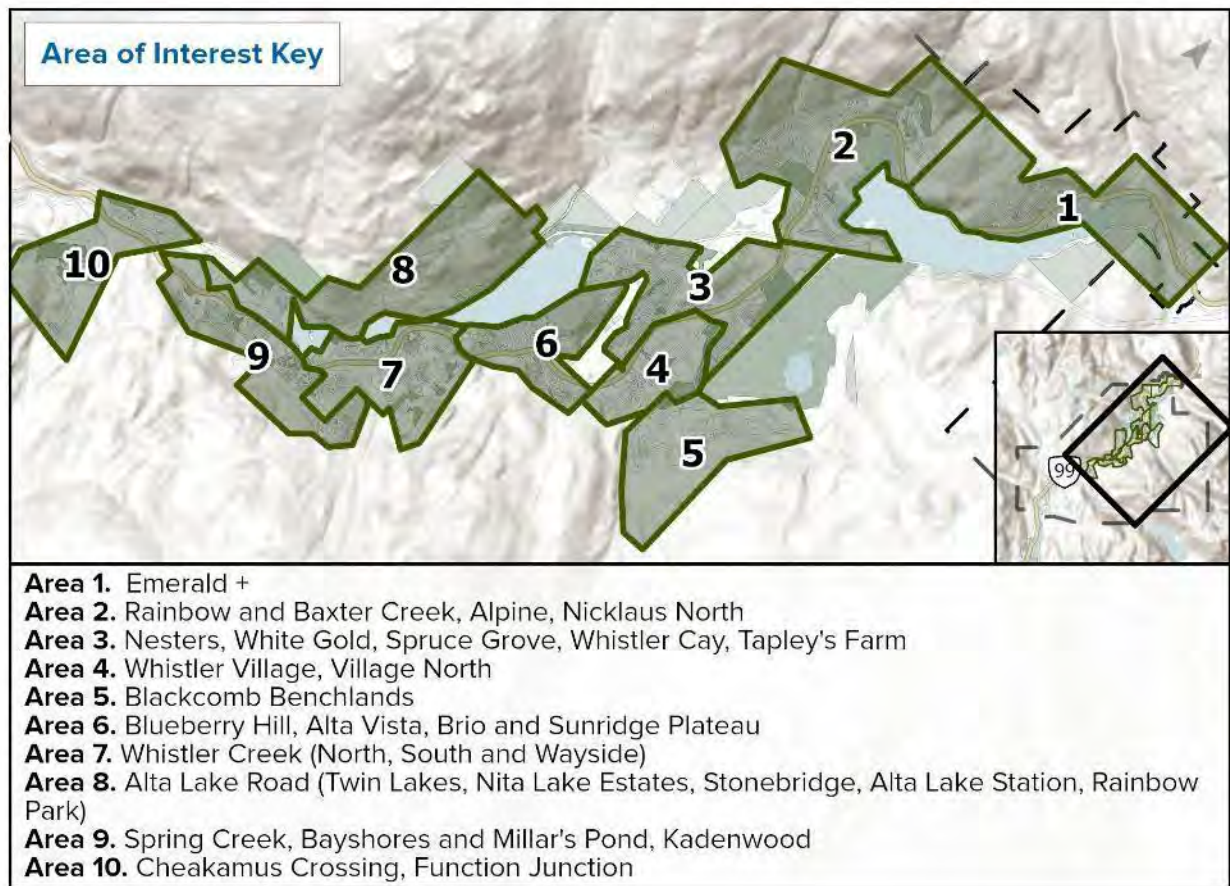


Figure 1. Key for Area of Interest names and locations.

Key Findings of the Study

The following table summarizes key findings from the analysis completed in the study.

Table 1. Final summary data.

Area of Interest	Key Complete Communities Benefits	Key Community Completeness Constraints
Area 1 (Emerald+)	Strong redevelopment potential	Multiple gaps in complete communities goals
Area 2 (Rainbow)	Substantial development potential, great access to amenities, reasonable access to transit	Low density hinders community completeness, and there are pedestrian infrastructure gaps
Area 3 (Nesters)	Great access to amenities, great transportation infrastructure, significant development potential	Some lower density areas with reduced access hampering completeness
Area 4 (Whistler Village)	Structurally amenity rich, with high housing density	Built out, few opportunity sites remaining
Area 5 (Blackcomb Benchlands)	High density area, great transit access, access to amenities is great in some parts	Area is largely built out, pedestrian connectivity is weak in some areas
Area 6 (Blueberry Hill)	Good diversity of housing units, good cycling infrastructure, reasonable proximity to transit	Very weak access to all amenities
Area 7 (Whistler Creek)	High density area, good access to amenities in Creekside, significant development potential across multiple zones	High elevation areas have weak access to amenities, active transportation infrastructure has some gaps, and many areas are not proximal to transit
Area 8 (Alta Lake Rd)	Large undeveloped areas provide flexibility for a range of uses and visions	Poor transportation infrastructure and access to transit, and poor access to amenities
Area 9 (Spring Creek)	Higher potential for infill development, reasonable cycling coverage	Reduced redevelopment potential, generally weaker transportation infrastructure, lack of access to amenities
Area 10 (Cheakamus Crossing)	High local efficiency, proximal to the school and daycare facilities	Weak redevelopment potential, reduced development headroom, low diversity of housing and housing density

Key Actions from the Study

Our analysis highlights four key actions for the RMOW to consider as it advances its planning work:

- **Action 1: Close the Gap on Completeness.** Use the findings of this study to prioritize targeted community investment, manage growth, and integrate planning across all complete communities dimensions.
- **Action 2: Prioritize Growth in Ways that Help with Completeness.** Consider implementation of key recommendations with regards to growth management in each Area of Interest. Recommendations should be reconsidered as the community grows and changes and as complete communities gaps are identified and closed in the years to come.

- **Action 3: Make Technical Improvements to the Work.** Continually improve the outputs of this work by incorporating new data sources and updated methods.
- **Action 4: Investigate Potential Project Extensions.** Build on this foundation through focused technical analyses and monitoring programs.

Introduction

Purpose of the Report

The Resort Municipality of Whistler (RMOW), with support of a UBCM Complete Communities grant, retained Licker Geospatial Consulting Ltd. (LGeo) and project partners Kerr Wood Leidal (KWL) to conduct an in depth analysis of the completeness of the community. The Complete Communities Assessment is funded through the Province's Complete Communities Program, and aligns with the BC Climate Action Charter's requirement that all local governments create complete, compact, and energy efficient communities.

Whistler is a resort mountain community in British Columbia located in the Coast Mountains approximately 120 km north of Vancouver. Spanning 24,500 ha and bisected by Highway 99 (Sea to Sky), Whistler is surrounded by forests, lakes, and alpine terrain. It is best known for its abundant outdoor recreation opportunities, including skiing, biking, and hiking as well as its spectacular natural setting. With a population of approximately 16,800 permanent residents³, a 33% increase from 2016, a large seasonal workforce, and a prosperous tourism economy with over three million visitors each year, Whistler has faced challenges related to its rapid growth⁴ and seeks an understanding of potential opportunities to address these challenges through the use of a complete communities lens.

The assessments were completed both for the Whistler Area and each Area of Interest. For the purpose of this report, the Whistler Area refers to all Areas of Interest combined, which represents 99% of Whistler Urban Development Containment Area (WUDCA) parcels. Areas of Interest are groupings of neighbourhoods provided by municipal staff (see figure below for more detail). Of the 4,366 parcels within the neighbourhoods, 4,296 of them are within the WUDCA, so this scale was not used for assessment to avoid repetition.

The assessments were evaluated using dwelling units (a measure of development reflecting the number of stand-alone dwellings). Tourist accommodation properties, based on LGeo's definitions and filters from several sources, were not included for the following indicators: housing mix and housing density. Except for 32 parcels (35 units), tourist accommodation was also not included for redevelopment potential and development headroom. Tourist accommodation was included for: proximity to transit, proximity to cycling coverage, proximity to cycling commuting coverage, access to daily needs, and access to park amenities. Tourist accommodation was not relevant for the sidewalk coverage and cycling network coverage indicators.

The assessment has been completed using current state point in time data, specifically, BC Assessment data current to 2024. Some aspects of this assessment may not reflect recent changes to local or provincial land use policies which would affect the provision of housing in Whistler in the short-term or future.

The ultimate purpose of this project and report has been to apply a complete communities lens to evaluate the distribution of residents, using dwelling units, consider gaps in transportation infrastructure and amenities, and determine where residential, commercial, and infrastructure challenges may result in response to future growth in Whistler and its Areas of Interest. Through this analysis, the project has benchmarked the community with regard to its completeness, provided an informational basis for future decision-making, and created a cohesive database of

³ from BC Stats Population Estimates as of April 24, 2025

⁴ <https://www.whistler.ca/ocp/introduction-and-planning-context/>

high-quality information that can be operationalized to inform policies and actions that can enable potential future developments that suit community needs.

The term “complete communities” is a broad concept that, depending on the context, can be defined in several different ways. In this report, a complete community provides a diversity of housing to meet community needs, accommodates people at all ages and stages of life, and provides a wider range of employment opportunities, amenities, and services within an easy, sustainable, and safe commuting distance. This concept is defined more deeply in the “Complete Communities Guide” (2023) prepared by the B.C. Ministry of Housing.

This assessment was executed under the rubric of the Province’s Complete Communities assessment framework⁵ which suggests the following analytical lenses:

1. **Housing:** A complete community will have a diversity of housing types that meets the community’s needs and accommodates all stages of life;
2. **Transportation:** A complete community will have a range of safe transportation options and increased walkability;
3. **Daily needs:** A complete community will have a wide range of amenities within a reasonable distance of residences; and
4. **Infrastructure:** A complete community supports efficient use of infrastructure through more compact forms of development.

Evaluating each lens results in an understanding of the strengths, weaknesses, opportunities, and threats present for a community in their path towards completeness. This analysis further suggests the potential and limitations of land use change and population growth to affect the completeness of a community as it grows and changes. More specifically, the following indicators were examined within the four lenses:

1. **Housing:**
 - **Housing mix:** defined as the relative mix of dwelling unit typologies in a given area, excluding tourist accommodation
 - **Housing density:** the quantity of dwelling units in a given area, excluding non-residential dwelling units
 - **Redevelopment potential:** defined as the likelihood that a particular location may be attractive for higher densities or more intensive use from a developer’s perspective
 - **Development headroom:** defined as the remaining potential BC Assessment Building Information Report (BIR) floor area of a location less existing residential gross floor area (GFA) allowable under current zoning
2. **Transportation:**
 - **Sidewalk coverage:** a measurement of the completeness of sidewalks and other pedestrian infrastructure in relation to motorized roads
 - **Proximity to transit:** the minimum distance from a dwelling unit to the nearest proximate transit stop

⁵ The Complete Communities Guide can be accessed here: <https://www2.gov.bc.ca/gov/content/housing-tenancy/local-governments-and-housing/policy-and-planning-tools-for-housing/complete-communities>

- **Cycling network coverage, proximity to cycling infrastructure, cycling commuting infrastructure:** measuring both the completeness of the cycling network as well as the minimum distance for a dwelling unit to the nearest cycling facility, and paved sections of the Valley Trail which serves as the best suited infrastructure for cycling commuting
3. **Daily Needs:**
 - **Access to daily needs:** a composite indicator measuring the minimum distance from dwelling units to a variety of RMOW-defined community amenities
 - **Access to park amenities:** a measure of residents' access to features within municipal parks provided for public use (for the purposes of this report, these include racket courts, dog areas, commercial features, and play structures)
 4. **Infrastructure:**
 - **Infrastructure assets and lifecycle costs:** assessment of the attribution completeness of the three major utilities, including current sanitary, water and drainage/storm infrastructure.

Following this introduction, the structure of this report is as follows:

1. **Context – Whistler and Areas of Interest:**
This section provides an overview of the RMOW and a brief characterization of each Area of Interest. The purpose of this section is to provide relevant context to anchor the reader for the indicator results to follow.
2. **Analysis and Results:**
This section provides the results for the indicators within each lens: housing, transportation, daily needs, and infrastructure.
3. **Conclusions and Implementation Plan:**
This section summarizes the findings and presents an implementation plan for potential actions. These actions can either reinforce or leverage opportunities for particular Areas of Interest or, conversely, close gaps in completeness where appropriate.
4. **Appendix A: Maps:**
This section provides a compendium of the maps referenced in this report.
5. **Appendix B: Technical Methodology:**
This section provides an overview of the methodology of the project (including phases of the scope of work) and each of the indicators.

Context – Whistler and Areas of Interest

Municipal Overview

The RMOW is located in the Coast Mountains of British Columbia in the territories of the Lil'wat Nation and Squamish Nation, about 120 km north of the City of Vancouver. The RMOW is a tourism-based resort town, known internationally for skiing, mountain biking, and other outdoor recreation, primarily offered through Whistler Blackcomb, operated by Vail Resorts. The RMOW is a growing municipality, with a population of approximately 16,800 permanent residents⁶, representing a 33% increase from the 2016 census. In addition to the permanent population, the RMOW hosts a large seasonal workforce, and a prosperous tourism economy with over three million visitors each year. The RMOW is responsible for community planning on issues like housing and transportation to ensure that land use and growth are managed responsibly and that the area's unique mountain lifestyle remains accessible and complete for both locals and visitors. To support these aims, among other policies, the RMOW has established a target of 75% of its workforce to be living within the municipality.

Areas of Interest

This report uses 10 Areas of Interest, illustrated in Figure 2 below, to facilitate the complete communities analysis. These Areas of Interest are groupings of neighbourhoods provided by municipal staff. The areas are referred to in the tables, charts, and mapping throughout the report by their number to maximize readability, as well as in discussion to directly reference to the charts and tables; the table below provides a reference key. Please refer to this table as you read through the document.

Table 2. Reference key for Areas of Interest.

Named Area of Interest	
Area 1	Emerald+
Area 2	Rainbow & Baxter Creek, Alpine, Nicklaus North
Area 3	Nesters, White Gold, Spruce Grove, Whistler Cay, Tapley's Farm
Area 4	Whistler Village, Village North
Area 5	Blackcomb Benchlands
Area 6	Blueberry Hill, Alta Vista, Brio & Sunridge Plateau
Area 7	Whistler Creek (North, South & Wayside)
Area 8	Alta Lake Rd (Twin Lakes, Nita Lake Estates, Stonebridge, Alta Lake Station, Rainbow Park)
Area 9	Spring Creek, Bayshores & Millar's Pond, Kadenwood
Area 10	Cheakamus Crossing, Function Junction

⁶ BC Stats Population Estimates as of April 24, 2025

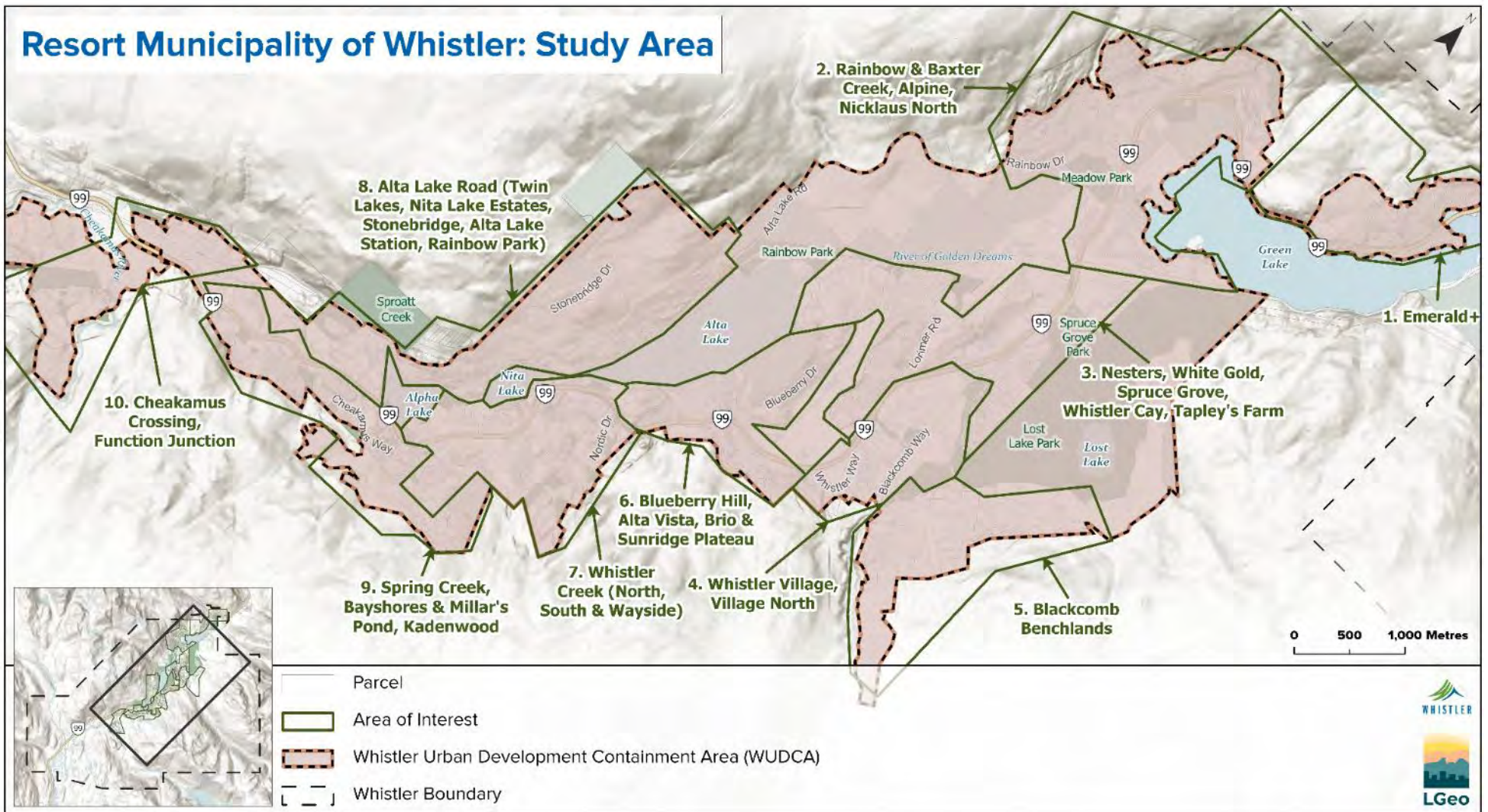


Figure 2. RMOW context and Areas of Interest for complete communities analysis.

The following sections provide a brief characterization for each Area of Interest calling on: land use information from the 2018 Official Community Plan (OCP); road, cycling, and transit infrastructure considerations; and existing building information from BC Assessment (including types of buildings and years of construction). The purpose of these sections is to provide relevant context to anchor the reader for the indicator results to follow.

Area 1 - Emerald+

The northeastern Area of Interest, Area 1, is approximately 370 ha in area (inclusive of developed and undeveloped areas), consisting of low to medium residential land, protected natural areas, non-urban lands, and Blackcomb Helicopters. The residential area of Emerald Estates, west of Highway 99 and along the northern shore of Green Lake, consists of single detached homes with approximately 50% having secondary suites. Most homes in this area were constructed in the 1980s. The residential area is served by transit along Emerald Dr between Autumn Dr and Pinetree Ln. The residential roads do not have sidewalks and the dedicated cycling infrastructure can only be accessed along Highway 99 via the Valley Trail (during summer months). The non-urban lands in Area 1 are home to mountain biking and hiking trails.

Area 2 - Rainbow & Baxter Creek, Alpine, Nicklaus North

Area 2 is approximately 441 ha in area (inclusive of developed and undeveloped areas). The west side of Highway 99 is almost an entirely low to medium residential area with some local- and town-serving commercial, including Alpine Market and Sewak's Independent Grocer. Beyond the residential area, Area 2 contains non-urban lands with biking and hiking trails at its edges. Additionally, following the highway south, Meadow Park Sports Centre and visitor accommodation exists along Cypress Pl. The east side of the highway is primarily Wedge Park and Whistler Secondary School, with some low density residential land along the west shore of Green Lake and Alpine Way. Transit service comes through part of the residential area, but in Rainbow, can only be accessed in the northeast via the stop at Rainbow Plaza. Cycling infrastructure connects the area via the Valley Trail. Similarly to Area 1 (Emerald+), the residential roads in the area do not have sidewalks. The residential area in Rainbow and Baxter Creek is a newer mixture of single detached homes, secondary suites, duplexes, and low-rise apartments all built within the past 15 years, with Rainbow being an important location for employee-restricted housing. Homes in Alpine North and South have similar development to Emerald Estates: single detached homes, some with secondary suites, with a median age of construction in the mid-1980s. Finally, Alpine South has some townhomes along the highway.

Area 3 - Nesters, White Gold, Spruce Grove, Whistler Cay, Tapley's Farm

Area 3 encompasses approximately 257 ha in area (inclusive of developed and undeveloped areas). The majority of this area consists of low to medium residential areas. It also contains one of the public elementary schools (Myrtle Philip Community School) as well as an independent school of choice providing elementary and high school education (Whistler Waldorf School). To the west side of the highway, among other things, Area 3 also contains Whistler's animal society and shelter (WAG), the Whistler Community Services Society main office, the yards for Whistler Search and Rescue, the municipal public works building, and a BC Hydro substation. Spruce Grove Park is on the east side of the highway. There is an area of local- and town-serving commercial on Nesters Rd containing the Nesters Market grocery store, two restaurants, a coffee shop, and a few retail and service businesses. Mons industrial area is also located at the northernmost end of Area 3. The area also has several sites with employee-restricted housing.

Area 4 - Whistler Village, Village North

Area 4 is approximately 127 ha and is Whistler's "downtown core". Area 4 is home to Whistler Village and Whistler Olympic Plaza and ski lifts. This core commercial area contains numerous bars, restaurants and coffee shops as well as hotels and other tourist accommodation properties, along with retail and service businesses. Among other things, it also has two grocery stores, a daycare, municipal and RCMP offices, open recreation spaces, and the Whistler Public Library. A large area east of Blackcomb Way is parking lots for visitors to the Village and the mountains. Transit stops occur throughout the area and the Valley Trail and Sea to Sky Trail are prominent in this area, providing fairly widespread connectivity and access to hiking and biking trails in nearby Lost Lake Park.

Area 5 - Blackcomb Benchlands

Area 5 is approximately 229 ha in size (encompassing both developed and undeveloped land). The area primarily consists of the Controlled Recreation Area, operated by Vail Resorts, and includes a range of hotels and tourist accommodation properties, alongside restaurants, retail shops, a small grocer, and other businesses. The west side of Area 5 is served by the Valley Trail, which links Lost Lake Park to Whistler Village and supports cycling and other forms of active transportation. The area also features ski lifts, the Whistler Sliding Centre, and extensive non-urban lands. Accommodation areas within Area 5 are served by transit, supporting access for visitors and employees alike.

Area 6 - Blueberry Hill, Alta Vista, Brio & Sunrise Plateau

Area 6 is approximately 147 ha in area (inclusive of developed and undeveloped areas). It contains some areas that permit visitor accommodation. Blueberry Park is located in the north end of Area 6. In the south, the Alta Vista neighbourhood comprises Lakeside Park and low to medium residential land. Brio and Sunridge Plateau are entirely low to medium residential land, with both areas currently containing a mixture of suited and non-suited single detached homes and ground oriented multiple residential forms. The area is served by transit along the highway and Blueberry Rd. Cycling infrastructure and pedestrian pathways are provided by both the Valley Trail and Sea to Sky Trail.

Area 7 - Whistler Creek (North, South & Wayside)

Area 7 is approximately 196 ha and is Whistler's secondary commercial core after Area 4 (Whistler Village). The Whistler Creek area has a core with bars, restaurants, coffee shops, retail and service businesses, the Creekside Market grocery store, and ski lifts. Fanning out from the core is a mixture of low to medium residential (including employee housing), park space, and visitor accommodation. Transit stops occur primarily in the core commercial area as well as along Eva Lake Rd, which could leave much of the residential and accommodation areas reliant on alternative modes of transportation including both cycling and driving. The Valley Trail comes through the core and the Sea to Sky Trail follows the western boundary of Area 7, providing cycling infrastructure and walking paths to the same areas as are served by transit.

Area 8 - Alta Lake Rd (Twin Lakes, Nita Lake Estates, Stonebridge, Alta Lake Station, Rainbow Park)

Area 8 is approximately 327 ha in area (inclusive of developed and undeveloped areas). The Twin Lakes area consists of protected natural areas, and low to medium residential land along Alta Lake Rd north of the highway; it also has a small commercial area that is currently vacant. Nita Lake Estates consists of non-urban lands, and park space with visitor accommodation, residential, and a small area of townhomes along Nita Lake Dr built in 2007. There is employee-restricted housing located off of Alta Lake Rd. The largest portion of Area 8 is along Alta Lake Rd

and Stonebridge Rd and is entirely very low residential land with some park space including Beaver Lake Park and Alta Lake Park. Transit service in Area 8 varies by location. The southern end is accessible via Highway 99, but Alta Lake Rd itself does not have direct transit service, so access declines with distance from the Highway 99 and Alta Lake Rd intersection. Cycling infrastructure is limited, with the Valley Trail providing the main connection along the western shore of Alta Lake.

Area 9 - Spring Creek, Bayshores & Millar's Pond, Kadenwood

Area 9 is approximately 191 ha in size (encompassing both developed and undeveloped land). At its western end, Spring Creek includes very low density residential areas north of Highway 99, along with key community amenities such as Spring Creek Community School, École La Passerelle, Rocky Knoll Park, and protected natural areas. South of the schools along Spring Creek Dr, the neighbourhood transitions to low and medium density residential housing, including significant areas of employee-restricted housing. Eastward, the area continues into Bayshores and Millar's Pond, which include additional park space such as Millar's Pond Park, while south of Big Timber Park lies Kadenwood, a residential tourist accommodation area with private gondola access to Creekside – though this form of private transportation is not included in the scope of this assessment. Transit access is concentrated along Highway 99, with stops serving the northern edge of Bayshores and Millar's Pond. The Sea to Sky Trail runs through the area, providing continuous pedestrian and cycling infrastructure, and in Bayshores, the Valley Trail offers active transportation connections to Alta Lake Rd and Creekside, enhancing non-vehicular access throughout the area.

Area 10 - Cheakamus Crossing, Function Junction

Area 10 is approximately 192 ha in area (inclusive of developed and undeveloped areas). This area consists of the industrial service commercial hub at Function Junction, which has several coffee shops and breweries as well as automotive light industrial, home improvement / hardware commercial, and various retail and service businesses. Additionally, Area 10 has land dedicated to utilities and transportation including the wastewater treatment plant. The site of the Athletes' Village for the 2010 Olympic and Paralympic Winter Games, Cheakamus Crossing contains a mixture of low to medium density residential land, protected natural areas, parks and recreation (Bayly Park and facilities), the High Performance Centre, and the Cheakamus Hostel. It is an important location for employee-restricted housing. There is also some residential reserve land in and around Cheakamus Crossing. Additionally, Cheakamus Crossing has a small grocer, coffee shop, and an adjacent asphalt operation. Both neighbourhoods in Area 10 have well-located bus stops and routes. The non-urban lands in Area 10 have biking and hiking trails and the area is also bisected by the Valley Trail / Sea to Sky Trail. Cycling infrastructure in the area is the Sea to Sky Trail, the Valley Trail, the Miller Creek Trail, and a shoulder bikeway along Highway 99. The road connecting the two neighbourhoods along Cheakamus Lake Rd does have sidewalks / parallel multi-use paths. Housing in this area is primarily townhomes and apartments built in the past 15 years.

Analysis and Results

Key Section Information

This section of the report focuses on the analysis and results for the indicators within each lens: housing, transportation, daily needs, and infrastructure. The discussion for each indicator provides the following information:

- **Metric Description:** A high level methodology including notes on data sources;
- **Interpretation and Relevance:** Discussion on how to interpret the indicator and its relevance to understanding community completeness;
- **Metric Result:** The results for the metric both for each of the 10 Areas of Interest as well as the Whistler Area;
- **Monitoring Framework:** An outline of how the metric can be remeasured and at what frequency to monitor its progress as well as a high level methodology for recalculating a given metric⁷; and
- **Limitations:** A discussion of limitations given the data sources, methodology, and interpretation.

This report measures indicators for Whistler through dwelling units, as referenced from the BIR from BC Assessment. Measuring through dwelling units provides a fulsome understanding of housing in Whistler for the purposes of the complete communities analysis. It is noted that the indicator analysis could also be run using bed units. While this project worked on creating a GIS layer of bed unit data, this work was not sufficiently completed to enable analysis as part of this report and could be pursued further outside of this project.

To set the stage for the indicator analysis that follows, the table below identifies the dwelling counts with and without tourist accommodation per Area of Interest as well as the Whistler Area as a whole.

⁷ Where appropriate detailed methods are presented in the methods section

Table 3. Counts comparing number of dwelling units (with and without tourist accommodation) by Area of Interest.

Area of Interest	Dwelling Units	Dwelling Units Excluding Tourist Accommodation
Area 1	479	479
Area 2	1,854	1,842
Area 3	1,719	1,673
Area 4	1,528	873
Area 5	1,888	1,826
Area 6	1,092	1,057
Area 7	2,082	1,890
Area 8	496	490
Area 9	802	801
Area 10	709	709
<i>Whistler Total</i>	<i>12,649</i>	<i>11,640</i>

It is also noted that the report speaks to different density types. The following table identifies how the report categorizes different dwelling unit types by density.

Table 4. Dwelling unit types for consideration in housing mix.

	Low Density		Low-to-Medium Density		
Dwelling Unit Types	Single Detached	Single Detached with Suite	Duplex	Rowhouse / Ground Oriented Multiple Residential	Apartment

I. Housing

The first complete communities lens is housing – a complete community will have a diversity of housing options that supports a diverse range of household structures. The report assesses four housing indicators: a) housing mix; b) housing density; c) redevelopment potential; and d) development headroom.

A. Housing Mix

Metric Description

This metric is an estimate of the housing mix (diversity of housing types) in Whistler provided for dwelling units. Information for dwelling units comes from the 2024 BC Assessment's BIR.

Interpretation and Relevance

This metric is impactful for planning purposes as it indicates the overall supply and diversity of housing in an area. In theory, a greater supply and diversity of dwelling units in an area or municipality-wide should allow for a greater diversity of residents from a socio-demographic perspective. For this metric, we use a proportion analysis expressed as a percentage as well as the Simpson's diversity index.

The Simpson's diversity index is a measure of the proportional abundance of elements within a larger group. With regards to housing, an area with a perfect mixture of housing types by unit count would have a diversity index of 1. A perfectly homogenous mixture of housing types (for instance only detached dwellings) would have a housing mix of 0.

Housing diversity can be impacted through the construction of new housing types or the conversion of existing detached dwellings into denser (plex-style) forms through the creation of secondary suites or auxiliary residential dwelling units (ARDUs).

Metric Result

The figure and table below show the overall dwelling unit mix for the Whistler Area and each of the 10 Areas of Interest.

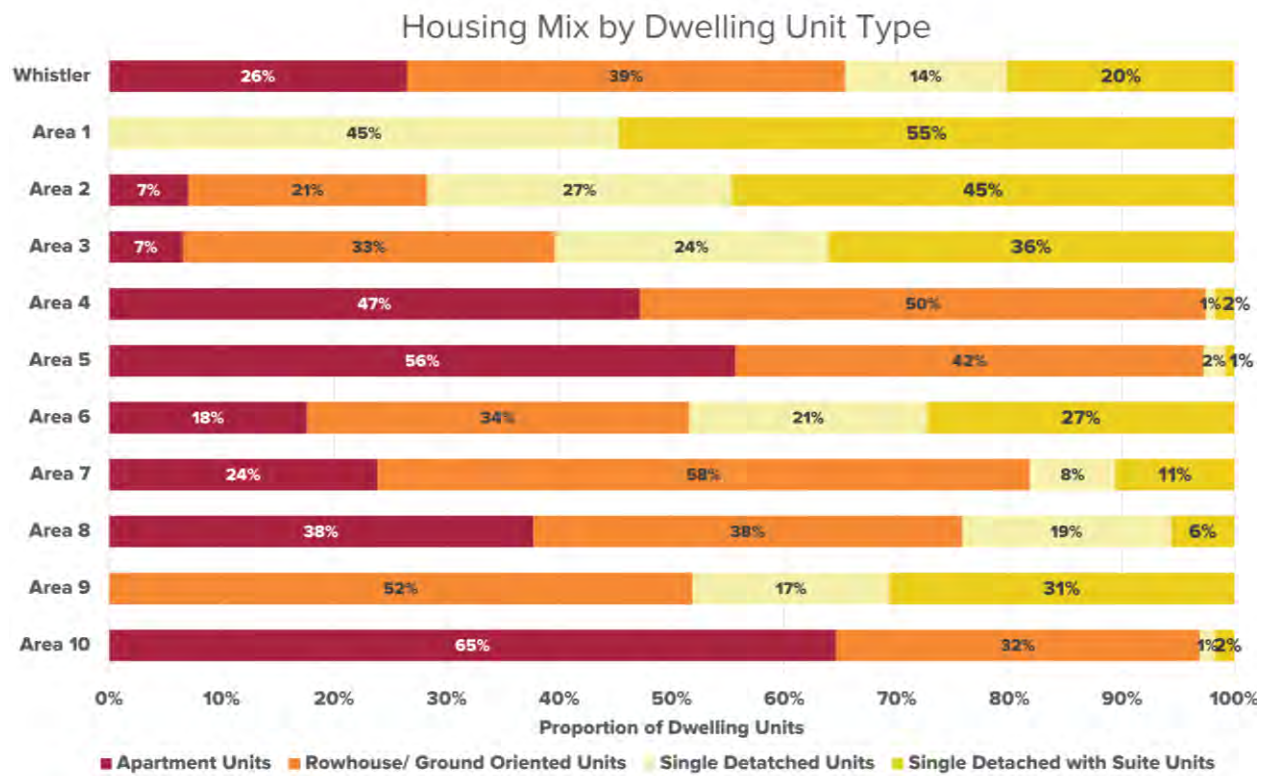


Figure 3. Distribution of dwelling units by Area of Interest and Whistler Area.

Table 5. Simpson's diversity index and dwelling unit type totals (excluding tourist accommodation parcels) by Area of Interest and Whistler Area.

	Simpson's Diversity for Dwelling Types	Single Detached Units	Single Detached with Suite Units	Rowhouse/Ground Oriented Units	Apartment Units
Area 1	0.50	217	262	0	0
Area 2	0.68	502	816	393	131
Area 3	0.69	412	614	568	79
Area 4	0.26	13	24	743	93
Area 5	0.52	36	16	785	989
Area 6	0.73	228	292	371	166
Area 7	0.57	158	218	1,184	330
Area 8	0.67	86	28	189	187
Area 9	0.61	139	246	416	0
Area 10	0.48	10	12	229	458
Whistler Total	0.71	1,801	2,528	4,878	2,433

Fundamentally, no area in Whistler achieves a perfect diversity index for housing mix, due to a tendency for homogeneity in dwelling unit types. That being said, Area 6 performs the best here with a relatively mixed housing stock, whereas Area 4 shows the biggest gap as it is dominated by ground oriented units. Area 1 and Area 10 also have gaps, with Area 1 having only detached dwellings and Area 10 with predominantly attached dwellings. Diversity gaps in Area 1 can be alleviated to some extent through residential intensification, which will provide more choice in the area. However, improving diversity in Area 10 and in Areas 4 and 5 (Whistler Village and Blackcomb Benchlands), with their preponderance of attached dwelling units, also will be challenging due to the impracticality of adding lower density forms of housing to these areas.

Monitoring Framework

This metric can be recalculated as often as data are available, especially with releases of the BIR. New developments can be easily added to RMOW data annually, then the total number of dwelling units should be summed by type and calculated using Simpson's diversity index following the equation below, where n is the total number of units of a given type and N is the total number of units across all types:

$$\text{Diversity Index} = 1 - (\sum n(n-1) / N(N-1))$$

A new diversity index can be compared to the baseline reported here to monitor whether diversity of housing is increasing, decreasing, or remaining static.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- Updating BC Assessment dwelling unit data can be challenging due to the complex nature of the BC Assessment BIR. Significant care and attention are required to progress this information each reporting year.
- The schema of the BC Assessment BIR has been known to change over time to reflect new housing typologies or new attribution. Therefore, comparability over time between reporting years may be challenging.

B. Housing Density

Metric Description

This metric is an estimate of housing density, measured by the number of dwelling units on a per hectare basis. Housing density is calculated from the total dwelling units within an Area of Interest compared to its gross area (including roads, parks, etc.).

Interpretation and Relevance

This metric is impactful for planning purposes as it indicates areas of existing density where policy can be directed to more easily impact a larger number of people and areas of low density that may have opportunities for growth. For this metric, we totalled the number of units within an area and divided that total by the total hectares of the Area of Interest. This area includes space for roads and parks as opposed to solely considering parcel areas which could be built upon. This allows for comparison over time as the parcel fabric may change.

Housing density can be changed through the construction of multiple residential housing types in areas of lower density or the conversion of existing housing into more dense forms through the creation of ARDUs.

Metric Result

The table below shows the dwelling units per hectare for each Area of Interest and for the Whistler Area. The highest density areas are in Areas 4, 5, 6 and 7 where we see a higher number of apartments and ground oriented multi-family units. The lowest density areas are Area 1 (Emerald+) which is primarily single detached homes, and Area 8 (Alta Lake Rd) on the north side of the highway which includes Alta Lake and is primarily designated as Very Low Density, with the exception of Twin Lakes and a small area in Nita Lake Estates.

Map Housing Density: Dwelling Units in Appendix A shows the spatial distribution of density across the Whistler Area. As expected, we see the most dense areas highlighted in Areas 4, 5, 6 and 7.

Table 6. Dwelling units per hectare, by Area of Interest and Whistler Area.

Area of Interest	Dwelling Units per Hectare	Total Dwelling Units	Total Area Hectares	Area of Interest	Dwelling Units per Hectare	Total Dwelling Units	Total Area Hectares
Area 1	1.3	479	369.7	Area 6	7.2	1,057	146.7
Area 2	4.2	1,842	441.2	Area 7	9.6	1,890	196.4
Area 3	6.5	1,673	257.0	Area 8	1.5	490	327.1
Area 4	6.9	873	126.8	Area 9	4.2	801	191.4
Area 5	8.0	1,826	229.2	Area 10	3.7	709	192.5
				Whistler Area	4.7	11,640	2,477.9

Monitoring Framework

Similarly to housing mix, this metric can be recalculated as often as data are available. The BIR is released annually by BC Assessment and should reflect completed new development as of the assessment date. The total hectares for the Areas of Interest are from spatial data and should be used consistently for comparability. If there are changes to the Areas of Interest, the number of units reflected in this report should be re-summarized and the proportions redetermined.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- Assessment data are subject to some limitations with regards to the estimation of number of units as well as unit typology (e.g., apartment units can be occasionally classified as hotel units).
- Per hectare assessments of unit density fail to account for unit size or number of bedrooms, which can occasionally be a more accurate measure of housing density.
- Updating BC Assessment dwelling unit data can be challenging due to the complex nature of the BC Assessment BIR. Significant care and attention are required to progress this information each reporting year.
- The schema of the BC Assessment BIR has been known to change over time to reflect new housing typologies or new attribution. Therefore, comparability over time between reporting years may be challenging.

C. Redevelopment Potential

Metric Description

This metric is an estimate of the potential for a certain parcel to redevelop under normal economic circumstances. The metric itself is a composite of four individual criteria that are combined into a final redevelopment score that is furthered in the analysis. The four criteria are:

- **Improvement to land value ratio:** Measured from BC Assessment data, this criterion measures the quality of a particular parcel. This is accomplished by evaluating the value of the buildings on a parcel divided by the land value of the parcel. Sites with lower ratios

suggest undervalued structures which may present redevelopment opportunities in some cases.

- **Floor space ratio:** Measured from BC Assessment data, this criterion measures the absolute utilization of a particular parcel. This is accomplished by dividing the BIR floor area of the parcel by the total area of the parcel. Parcels with very low levels of residential utilization may present development opportunities for infill housing or higher densities.
- **Year of construction:** Measured from BC Assessment, this criterion is used as a proxy for redevelopment timeliness. Put simply, parcels with brand new structures on them are less likely to redevelop than parcels with older buildings.
- **Development headroom:** Measured from BC Assessment data with zoning information (see Metric D below), this criterion measures the potential for a parcel to intensify under current zoning. Parcels with significant development headroom (i.e., vacant parcels or highly underutilized parcels) are more likely to redevelop under normal conditions.

The four criteria above have been combined into a composite score which is analyzed in detail in Table 9 below.

Interpretation and Relevance

This metric is useful for planning purposes as it indicates where development activity could occur based on current economic and policy conditions. As such, areas with high redevelopment potential can be considered as *opportunity* sites for new development which can be used to catalyze gap closure for the other complete communities indicators. Further, this indicator can be used to stratify the fourth criterion to gain a sense of where there is functional infill potential in the community overall.

Redevelopment potential can be materially changed through updates to the OCP and Zoning Bylaw, and can be tracked over time using the information developed in this project.

Metric Result

Notwithstanding the analysis that follows, it is recognized that apart from Small-scale Multi-unit Housing (SSMUH), Whistler is close to built-out under existing zoning and key sites with significant potential require rezoning / change of use.

Redevelopment potential score results are separated into classes (High, Medium-High, Medium, Low-Medium, and Low) based on quantiles that allow us to compare a parcel's redevelopment potential to other parcels in the Whistler Area and within each Area of Interest. The table below outlines the score ranges of each redevelopment potential class.

Table 7. Redevelopment potential categories and corresponding score ranges.

Redevelopment Potential Class	Score Range
Low	0.17 – 1.27
Low-Medium	1.27 – 1.82
Medium	1.82 – 2.37
Medium-High	2.37 – 3.10
High	3.10 – 4.00

The table below shows the average redevelopment potential and the categories of the four redevelopment potential components for each Area of Interest and for the Whistler Area. The highest average redevelopment potential appears in Area 1 (Emerald+), which is primarily single detached homes. Area 1 scores High in all four components and falls in the Medium-High redevelopment potential class.

Table 8. Redevelopment potential and criteria results, by Area of Interest and Whistler Area.

Area of Interest	Average Redevelopment Potential	Redevelopment Potential Class	Improvement to Land Ratio Score	FSR Score	Year Built Score	Density Gap Score
Area 1	2.51	Medium-High	High	High	High	High
Area 2	1.93	Medium	Low	Medium-High	Medium	High
Area 3	1.81	Low-Medium	Medium-High	Medium	Medium-High	Low-Medium
Area 4	0.45	Low	Medium-High	Medium-High	Medium	Low-Medium
Area 5	0.81	Low	Low-Medium	Low-Medium	Low-Medium	Low
Area 6	1.81	Low-Medium	Medium	Medium	Medium-High	Medium-High
Area 7	1.62	Low-Medium	High	Low-Medium	High	Medium
Area 8	1.54	Low-Medium	Low-Medium	High	Low	Low
Area 9	0.82	Low	Medium	Low	Low-Medium	Medium
Area 10	1.05	Low	Low	Low	Low	Medium-High
<i>Whistler Area Average</i>	<i>1.65</i>					

Monitoring Framework

This metric can be monitored over time as development occurs in the community or as zoning is updated. As with the other housing indicators, the basis for this indicator is the BC Assessment BIR, which is released annually by BC Assessment and should reflect completed new development as of the assessment date. Monitoring how redevelopment potential changes over

time can be useful for the RMOW as it indicates where there is remaining potential for development in the community. If land use does change and the community intensifies then over time, aggregate redevelopment potential will decrease which could indicate land scarcity in some cases.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- Redevelopment potential is a deterministic assessment of a parcel's development qualities based on administrative information. It does not constitute a highest and best use assessment of a parcel or replace the need for a development pro-forma. Rather this indicator should be considered as a high-level lens that identifies underutilized / undervalued parcels which could merit further study or assessment.
- Vacancy was calculated based on if a parcel was in a residential land use and did not receive any BC Assessment dwelling unit data. Even though spot checking was conducted for quality assurance purposes, this is still not an all encompassing assessment of vacant lands. Therefore, it is possible that parcels could be misclassified as vacant or not depending on the source data.

D. Development Headroom

Metric Description

This metric is an estimate of the remaining potential BIR floor area on a parcel less GFA permitted by the zone of the parcel, in metres squared. Put simply, this metric measures the leftover density between what is currently built and what is allowed through Whistler's Zoning Bylaw.

Interpretation and Relevance

This metric is useful for planning purposes as it indicates where there may be potential development headroom in a community that is in need of significant volumes of new housing. For this metric, we reviewed Whistler's Zoning Bylaw to determine regulated maximum residential densities by zone and applied this information in conjunction with measured BIR floor area from BC Assessment. The difference between these two values is the "left over" density that *could* be unlocked provided that there are favourable development conditions on the parcel in question. To that end, we additionally stratified development headroom by redevelopment potential to indicate where the greatest pockets of density could be achieved from a development perspective.

Development headroom can be materially changed through updates to the OCP and Zoning Bylaw and can be tracked over time using the information developed in this project.

Metric Result

The table below indicates the estimated development headroom remaining under current zoning. Commentary is presented in the table indicating where the predominant estimated remaining development headroom is by zone.

Table 9. Development headroom results, by Area of Interest and Whistler Area.

Area of Interest	Current BIR Floor Area Estimate (m ²)	Estimated Development Headroom (m ²)	Commentary
Area 1	76,000	60,000	Development headroom is fully clustered in RS1 Zone using 0.35 FSR
Area 2	288,000	158,000	Development headroom is largely split between RS1 and R11 (residential infill) Zones
Area 3	271,000	101,000	Development headroom is largely confirmed to RS1 and RSE1 Zones as well as the RT2 Zone
Area 4	141,000	3,000	The Village is largely built to specifications so there is no development headroom here
Area 5	200,000	27,000	Development headroom is available in the RTA19 and RTA29 Zones
Area 6	175,000	67,000	Development headroom is distributed between the RS1, RT1, RT6, RTA-33 and RM4 Zones
Area 7	245,000	183,000	33% of development headroom available in the RS1 and RSE1 Zones, 33% in the RTA13 Zone and the remainder in various RM zones (RM1, RM6 and RM7 Zones)
Area 8	69,000	70,000	Most development headroom available in the RSE1 Zone
Area 9	130,000	91,000	Significant development headroom available in the RSE1, RS7 and RTA11 Zones
Area 10	70,000	40,000	The largely undeveloped RM-CD2 zone encompasses most of the development headroom in this area ⁸
<i>Whistler Area Total</i>	<i>1,665,000</i>	<i>800,000</i>	

⁸ This information is based on the 2024 BC Assessment's BIR. RMOW advises that the RM-CD2 Zone has now been mostly built out apart from Lot 6 as of August 29, 2025.

The figures below indicate remaining development headroom by redevelopment potential. This grounds the information provided, specifically indicating the breakdown of development headroom by redevelopment potential and / or land vacancy.

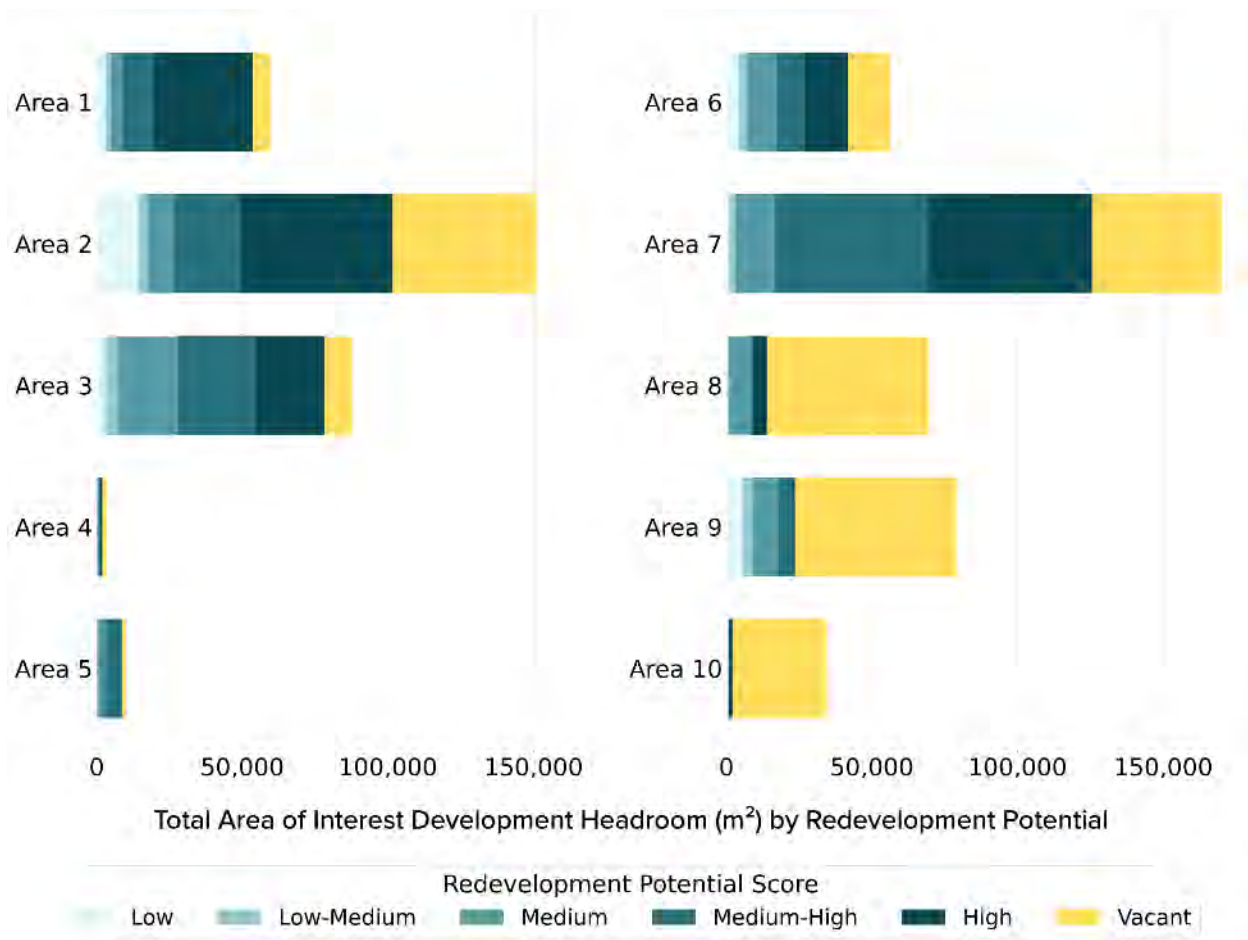


Figure 4. Total Area of Interest development headroom (m²) by redevelopment potential score.

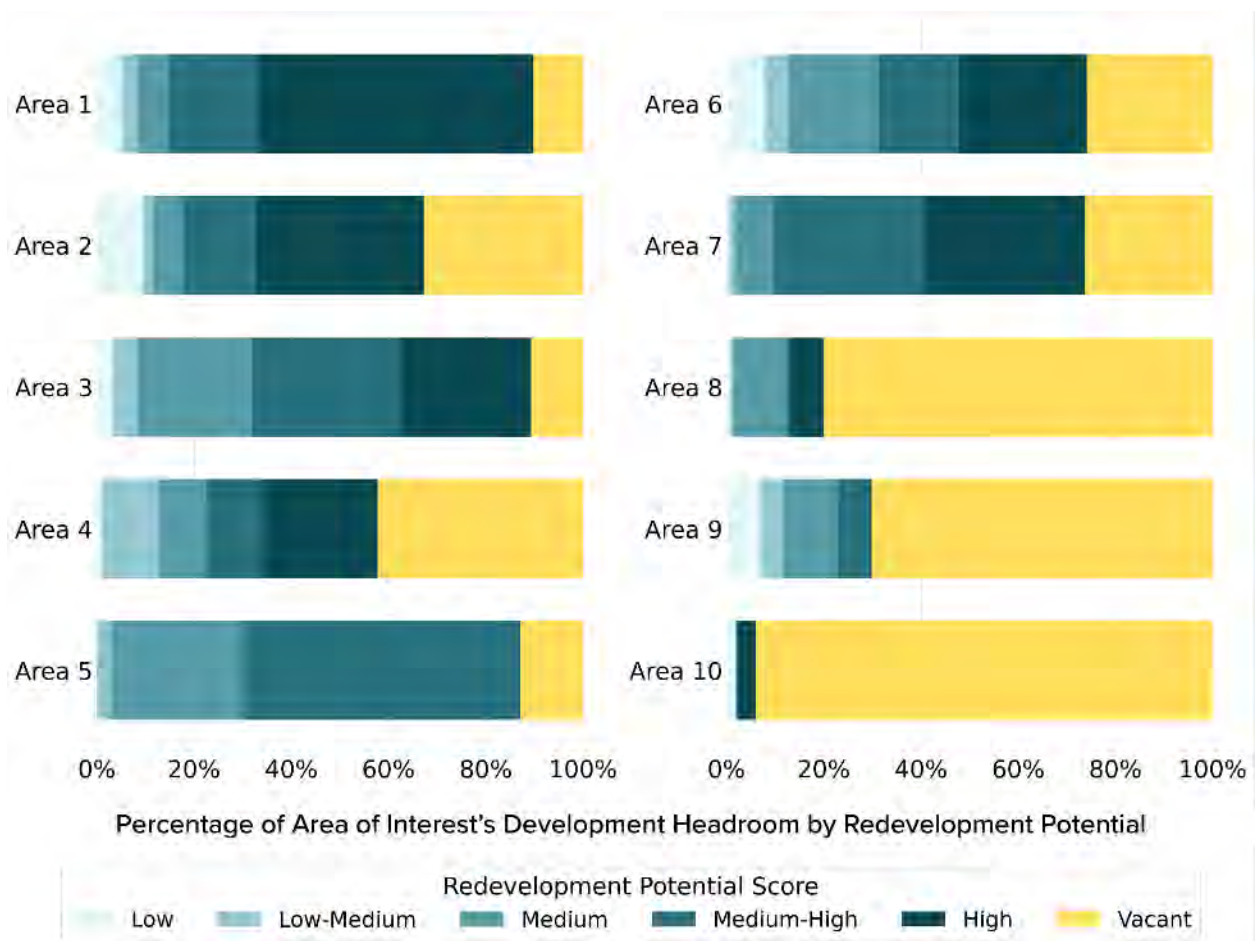


Figure 5. Percentage of Area of Interest's development headroom by redevelopment potential score.

Monitoring Framework

This metric can be monitored over time as development occurs in the community or as zoning is updated. The BIR is released annually by BC Assessment and should reflect completed new development as of the assessment date. Whistler's Zoning Bylaw is updated on a continual basis and reflects both prospective (i.e., pre-zoning) and reactive (i.e., development-driven) zoning decisions. If a zone is updated from a density perspective, then the corresponding assumed maximum density should be updated and reapplied to the zoning overview table that forms part of the data package sent to the RMOW. Likewise, if a new zone is added, density assumptions should be applied spatially to where the zone is in effect and the total calculated remaining density should be re-measured.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- The biggest limitation is that this analysis only considers one part of development regulations in Whistler. That is, it only considers the Zoning Bylaw. Many properties in Whistler also have instruments registered on title, particularly development covenants, that must be considered in assessing parcel redevelopment potential.

- BC Assessment data will have occasional errors with regards to BIR floor area for a variety of reasons, notably for: potential missed areas in the data; erroneously measured areas; and boundary concerns between commercial and residential uses which may not differentiate well for tourist accommodation or mixed-use buildings.
- Whistler's Zoning Bylaw indicates a number of zones that are highly prescriptive in terms of use and density. As such, it was assumed that there is no capacity on parcels in these zones as they are built to specific outcomes that match the zone. However, it is challenging to validate this assumption due to the complexity of some of these zones, so some caution is required when interpreting information pertaining to the RTA-C1 and CD1 Zones as well as the RM56, RM62, RM65, RM66, RM70, RM71, RTA8, RTA17, RTA30, RTA31, and RTA35 Zones.
- In some cases, estimates of current BIR floor area exceed those of the regulated maximum GFA from the current Zoning Bylaw. As such, we assumed that the density headroom was zero (0) square metres, but these should be checked in future iterations of this work as there can be uncertainty⁹ in the application of BC Assessment data to parcels and zones.

II. Transportation

The second complete communities lens is transportation – a complete community will have a range of safe transportation options and increased walkability. The report assesses three transportation indicators: a) sidewalk coverage; b) proximity to transit; and c) cycling network coverage / proximity to cycling infrastructure / cycling commuting infrastructure.

A. Sidewalk Coverage

Metric Description

This metric shows the relative coverage by length of high quality walking infrastructure (sidewalks or paths running parallel to a road) in relation to all roads. Areas that have high coverage could be prioritized for new growth and development, as they do not necessitate infrastructure upgrades for a safe and complete sidewalk coverage. The data for this metric are maintained by the RMOW's GIS staff.

Interpretation and Relevance

A higher sidewalk coverage should increase walkability, which decreases automobile dependency and increases pedestrian safety and connection across multiple areas of the municipality.

Metric Result

The table below shows the proportion of roads that have sidewalk coverage through available sidewalks, paths or a parallel multi-use trail (as is the case for the long sections of Highway 99). Area 4 (Whistler Village) has by far the highest sidewalk coverage with almost 70% of roads having sidewalks. Area 4 is dominated by the Village Stroll pedestrian area. This is the only pedestrian area in Whistler, except for a small portion of Area 7 (Whistler Creek). In Area 4, the

⁹ As the BIR data can be inaccurate, or misattributed between adjacent parcels, the interpretation of the zone's maximum allowable density can also be potentially misinformed. Further, the overlay of the zone to the parcel can also be misaligned.

30% of roads without sidewalk coverage are primarily the two lodging areas along Tantalus Dr and Casabella Cres and the Marketplace parking lot area. Areas 1 and 8 have the lowest sidewalk coverage. The majority of “sidewalk” coverage outside of Whistler Village proper is due to the Valley Trail, providing a safe path for pedestrians to travel.

Table 10. Sidewalk coverage (proportion of roads with sidewalks to all roads) by Area of Interest and Whistler Area.

Proportion of Road with Sidewalks (by length)			
Area 1	5.8%	Area 6	19.0%
Area 2	20.9%	Area 7	13.7%
Area 3	25.4%	Area 8	2.2%
Area 4	69.8%	Area 9	15.8%
Area 5	22.4%	Area 10	34.1%
Whistler Area Average			23.0%

Monitoring Framework

This metric can be measured as frequently as data is updated. As new sidewalk or multi-use path infrastructure is added to existing roads, the proportion by length can be recalculated and compared within each area to the baseline values reported here.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison over time.
- The analysis relies on accurate and maintained road, sidewalk and multi-use path infrastructure data.

B. Proximity to Transit

Metric Description

This metric measures the average walking distance from dwelling units to existing public transit infrastructure, specifically to bus stops. Bus stops and routes are available to download from BC Transit. Proximity is analyzed from BC Assessment dwelling units to bus stops using a technique called network-analysis and an integrated travel network that is created from roads combined with sidewalks and trails. For more detail about this process, see Appendix B.

Interpretation and Relevance

This metric is impactful to measure community completeness as it measures the provision of a key infrastructure element that can demonstrably change the modal choice of Whistler residents leading to reduced traffic congestion and lower vehicle emissions.

Metric Result

The figure below shows the proportion of dwelling units proximal to bus stops. The average distance to the nearest bus stops is 360 m, with a strong outlier occurring for Area 8 (Alta Lake Rd) where the average distance is 2.8 km.

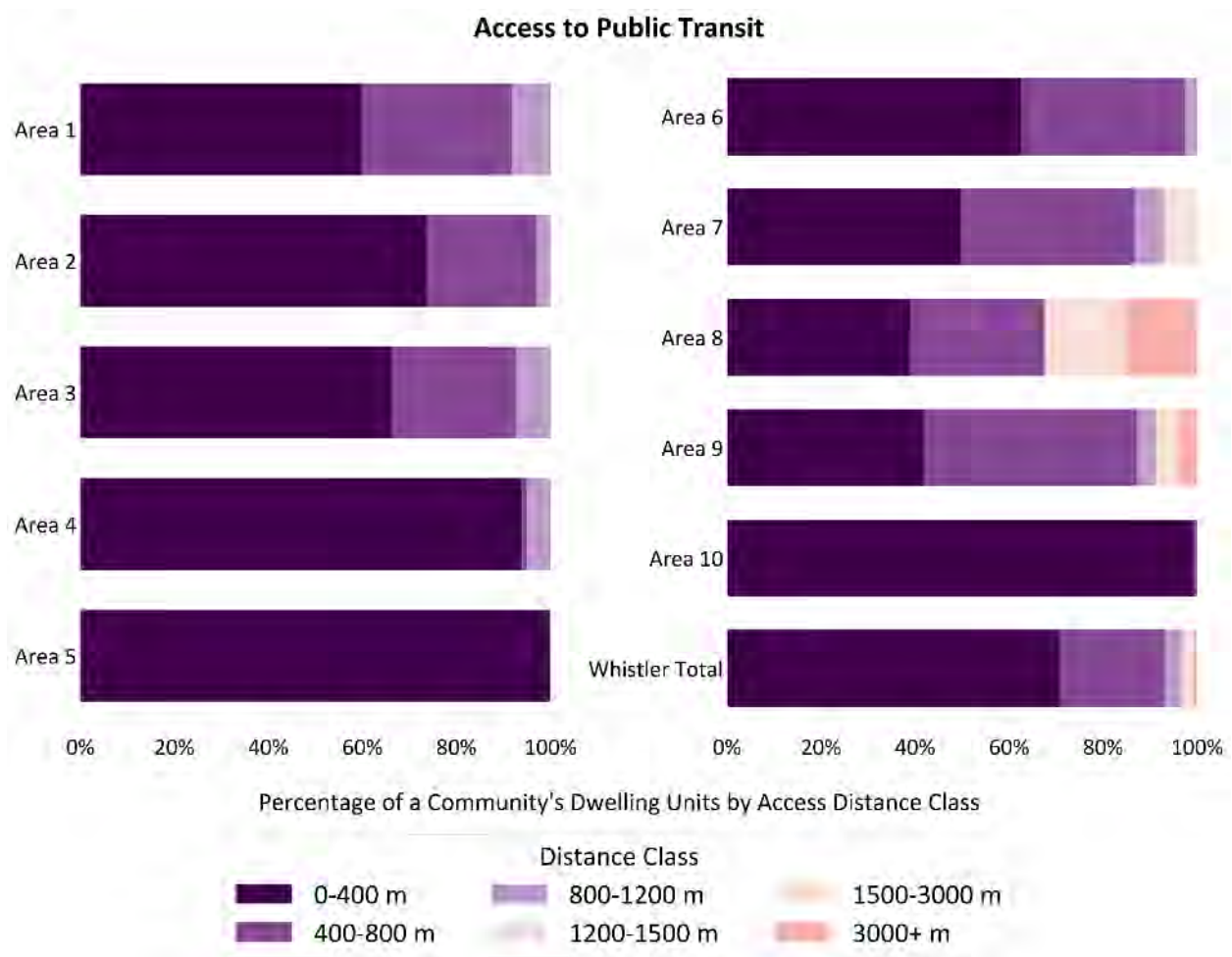


Figure 6. Proximity from dwelling units to BC Transit bus stops (m).

Monitoring Framework

This metric can be updated annually following the release of new BC Assessment data for dwelling units. Further updates to the integrated travel network prepared for this project can be executed per the information contained in the methods appendix of this report. To encourage transit as an alternative to driving, new growth and development can be prioritized near existing transit infrastructure, which would result in a possible increase in this metric. Alternatively, given that Whistler does not have major transportation infrastructure such as light rail stations, consideration can also be given to possibly rerouting bus routes to increase this metric.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- Additions to transit stops and routes require collaboration with BC Transit.
- If new roads, sidewalks, or multi-use paths are added to the community, it will be necessary to update the corresponding integrated travel network dataset.

C. Cycling Network Coverage / Proximity to Cycling Infrastructure / Cycling Commuting Infrastructure

Metric Description

The cycling network has been evaluated in three different ways:

1. the average distance to the nearest cycling infrastructure for commuting purposes for each Area of Interest;
2. the relative coverage of current cycling infrastructure (by length) in relation to all roads; and
3. the proportion of dwelling units within various distance classes to the nearest cycling infrastructure for each Area of Interest.

Proximity to both cycling infrastructure and commuting cycling infrastructure is analyzed from BC Assessment dwelling units to the respective cycling infrastructure using a technique called network-analysis and an integrated travel network that is created from roads combined with sidewalks and trails. For more detail about this process, see Appendix B.

Relative coverage quantifies the proportion of roads with existing road-based cycling infrastructure by dividing the total length of road-based cycling infrastructure by the total length of all roads. While cycling is permitted on all RMOW-owned roads and Highway 99, for this analysis only road-based cycling infrastructure is considered, consisting exclusively of existing shoulder bikeways and shared roadways. It does not include shared multi-use trails, proposed shoulder bikeways, or proposed shared roadways, or proposed shared multi-use trails. Further analysis was done on specifically “cycling commuting infrastructure”, defined as paved sections of Whistler’s primary shared multi-use trail – the Valley Trail.

Interpretation and Relevance

Higher cycling network coverage should increase bikeability, which decreases automobile dependency and increases cycling safety and connection across multiple areas of the municipality.

Similar to transit proximity, this metric is impactful to measure community completeness as it measures the provision of a key infrastructure element that can demonstrably change the modal choice of Whistler residents (in addition to providing recreational amenity value). While the provision of cycling and trails infrastructure is occasionally out of Whistler’s jurisdiction, advocacy by the RMOW to the Ministry of Transportation and Transit (MOTT) can make meaningful progress on this indicator especially when the data are presented in a compelling manner.

Metric Result

The table below shows the average distance from dwelling units to cycling commuting infrastructure, in metres. The areas with the closest average proximity are in Area 3 (Nesters+), Area 4 (Whistler Village), Area 6 (Blueberry, etc.), and Area 10 (Cheakamus Crossing, Function Junction). The lowest proximity is in Area 1 (Emerald+). The average proximity is approximately 425 m, suggesting that cycling infrastructure is well-placed for use, particularly in Areas 2, 3, 4, 6, 9, and 10.

Table 11. Average proximity from dwelling units to cycling commuting infrastructure (m).

Average Proximity to Cycling Commuting Infrastructure (m)			
Area 1	855	Area 6	285
Area 2	360	Area 7	550
Area 3	250	Area 8	540
Area 4	150	Area 9	360
Area 5	695	Area 10	230
Whistler Area Average		425	

Table 12 below shows relative cycling coverage, which quantifies the proportion of roads with existing road-based cycling infrastructure. As noted above, relative cycling coverage analyzes a subset of total cycling infrastructure (road-based cycling infrastructure) and is calculated by dividing the total length of road-based cycling infrastructure by the total length of all roads. While cycling is permitted on all RMOW-owned roads and Highway 99, for the analysis of relative cycling coverage, only existing road-based cycling infrastructure is considered. As a reminder from above, features included in this analysis consist exclusively of existing shoulder bikeways, and shared roadways; it does not include shared multi-use trails, proposed shoulder bikeways, proposed shared roadways, or proposed shared multi-use trails as these either do not currently exist and /or are not road-based. Further analysis was also conducted on cycling commuting infrastructure, defined as the paved sections of the Valley Trail, which represents the remaining cycling infrastructure not captured in the relative cycling coverage analysis. As shown in Table 12, the highest coverage is in the central Area 4 (Whistler Village) where over a quarter of the total road length has a designation for cycling.

While Areas 1, 2, and 3 each have no roads designated for cycling, they all have a portion of the Valley Trail, which is included in the cycling commuting infrastructure analysis. Analysis on cycling commuting infrastructure can be seen above in Table 11.

Roughly one tenth of the total road length in Whistler has a designation for cycling. Areas 5, 6, 7, 8, 9, and 10 each are around this average. Most of this road distance comes from Highway 99, which serves as the central arterial connecting Whistler's neighbourhoods and is designated a "shoulder bikeway". Similarly, in Area 8 (Alta Lake Rd), the designated cycling segment – Alta Lake Rd – acts as a connector to the Valley Trail.

While the average cycling coverage on roads is approximately 9.6%, the proximity analysis in Figure 7 – which considers all cycling infrastructure, including multi-use pathways – shows that the average distance to access cycling facilities is roughly 420 m, a 5-minute walk or a 1- to 2-minute bicycle ride. All Areas of Interest have more than half of residents within 400 m of cycling infrastructure, except in Area 7 (Whistler Creek), which still has more than 75% of residents within 800 m of cycling infrastructure.

Although only about 10% of Whistler's roads have road-based cycling infrastructure, most residents live within a short distance of cycling commuting infrastructure. This reflects the strong coverage provided by the Valley Trail network, which fills in gaps in the road-based cycling infrastructure and connects nearly all neighbourhoods. The limited cycling designations on roads – many of which are shoulder bikeways on Highway 99 – highlight an opportunity to improve

safety and connectivity by expanding protected or dedicated cycling facilities, particularly in neighbourhoods outside the core Whistler Village area (Area 4).

Table 12. Cycling infrastructure coverage (proportion of cycling infrastructure to all road infrastructure) by Area of Interest and a mean of the Whistler Area weighted by dwelling units.

Cycling infrastructure Coverage (Proportion of Roads with Cycling Infrastructure) (by length)				
Area 1	0%	Area 6	13.7%	
Area 2	0%	Area 7	12.2%	
Area 3	0%	Area 8	13.7%	
Area 4	26%	Area 9	13.2%	
Area 5	8.3%	Area 10	8.6%	
Whistler Area Average			9.6%	

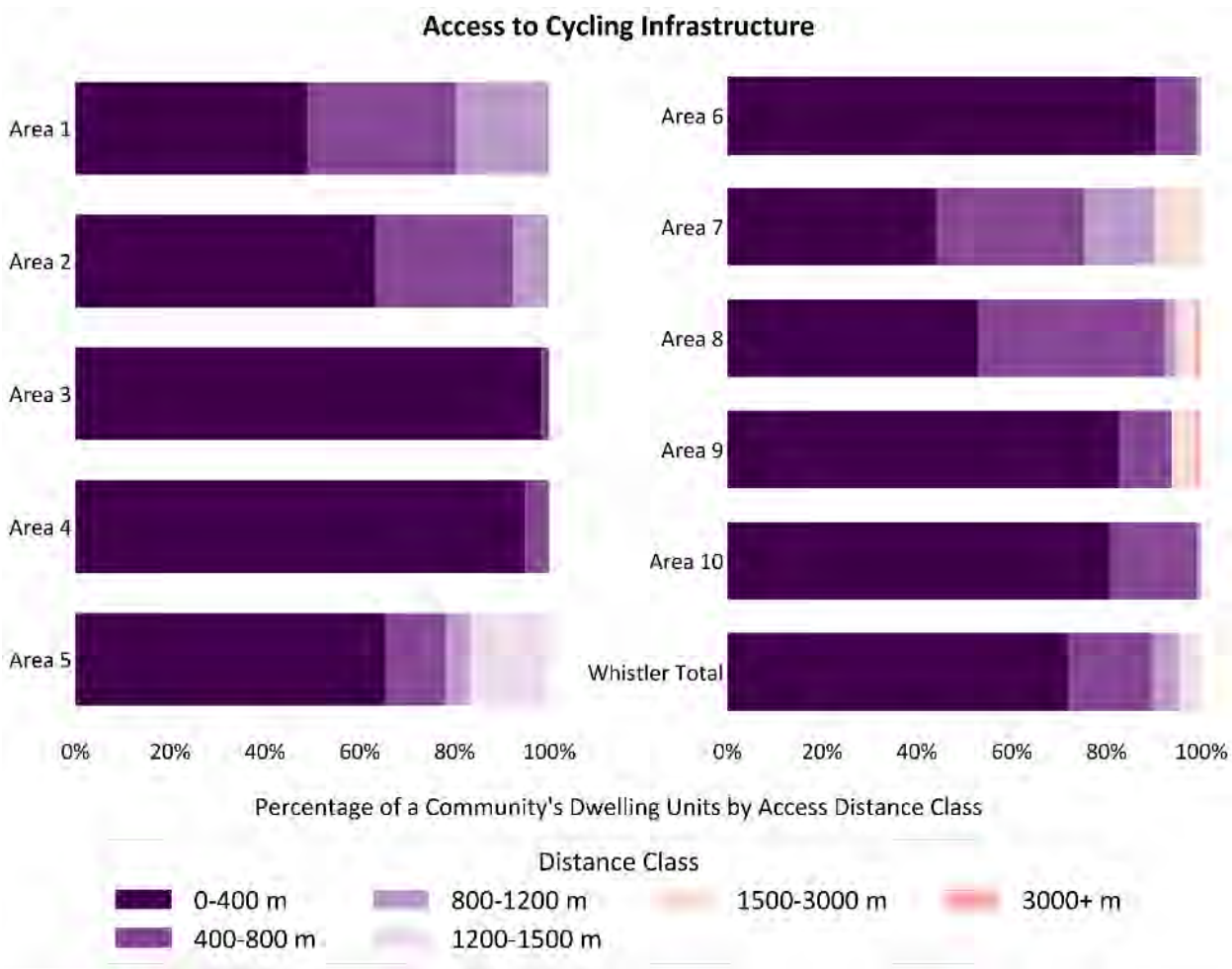


Figure 7. Proximity from dwelling units to cycling infrastructure (m).

Monitoring Framework

This metric can be recalculated as often as RMOW infrastructure data is updated. Road infrastructure maintained by RMOW GIS staff can be attributed with cycling infrastructure (shoulder, shared roadway, etc.) information to recalculate this metric (total length of cycling infrastructure divided by the total length of road infrastructure). Results can be compared to the baseline state as reported in this document and tracked over time to evaluate the effectiveness of any implementation policy. Over time, an increase in coverage should be observed as cycling infrastructure is added to roadways.

Proximity to cycling facilities requires the use of Network Analyst and ArcGIS Pro as well as some GIS expertise. Please refer to the methods appendix for additional information on how to calculate this metric in the future.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- This metric relies on the maintenance of accurate, ground-truthed spatial data reflecting roads and cycling infrastructure across the Whistler Area.
- Even in cases where the network is relatively close, using the infrastructure in practice can be heavily influenced by a user's route (i.e., access can be limited by infrastructure (or lack thereof) on their way).

III. Daily Needs

The third complete communities lens is daily needs – a complete community will have a wide range of amenities within a reasonable distance of residences. The report assesses two daily needs indicators: a) access to daily needs; and b) access to park amenities.

A. Access to Daily Needs

Metric Description

This metric monitors the proportion of residents living within a convenient proximity to key amenities. The following amenities were selected in consultation with municipal staff as daily needs that were most vital to the community:

1. **Elementary schools:** Public and independent elementary schools from Open Data BC;
2. **Secondary schools:** Public and independent secondary schools from Open Data BC;
3. **Daycares:** Provincially regulated daycares in the Whistler Area from Open Data BC;
4. **Parks:** Municipal parks provided by RMOW GIS (excluding natural areas);
5. **Grocery and convenience stores:** Any business selling a variety of groceries, sourced from RMOW business licences; and
6. **Food and beverage:** Businesses with licence types including bakery, bar / lounge, cafe (both food primary and without liquor), deli, and restaurant (both food primary and without liquor) sourced from RMOW business licences.

Proximity to these daily needs was evaluated in two ways: the first as the average distance to the nearest amenity for each amenity type for each Area of Interest, the second as the proportion of dwelling units that have access within 1,500 m to four of the six daily needs. 1,500 m is considered to be a 15- to 20-minute walk; however, this does not take into consideration mobility challenges or slope considerations.

Each of the criteria above were analyzed using a technique called network analysis which considers network-based distances from origins to destinations. Using this technique, the project team determined the distance from all residential locations in Whistler, to each of the amenities described in the list above. Distances were calculated along both the road network and integrated travel network (roads combined with sidewalks and trails) for each dwelling unit-to-amenity pair. When the distance along the integrated travel network was less than 1,500 m, the shorter of the two distances (integrated or road) was retained. When the integrated travel network distance was 1,500 m or greater, the road network distance was used exclusively to reflect the likely shift to vehicular travel for longer trips.

Interpretation and Relevance

This metric describes the relative ease by which residents can access the required goods and services provided by public agencies and private businesses. Greater ease of access is highly correlated with reduced vehicular travel, increased quality of life, and higher levels of community engagement. Conversely, weaker access suggests high degrees of social isolation and auto-dependency, which are sometimes correlated with reduced quality of life and potentially negative health outcomes.

Access to daily needs can be materially altered through the provision of new services (which can be delivered through capital plans, economic development, zoning for specific use types, or advocacy to the provincial government), or more realistically through the prioritization of new growth in amenity rich areas.

Metric Result

The following tables show the average distance to the nearest amenity for each amenity type in each Area of Interest and a summary of amenity servicing given the number of amenities accessible to the community within 1,500 m (15- to 20-minute walk).

All areas are very well-served by parks, where the average distance to the nearest park for the Whistler Area overall is 350 m. Most areas are within 500 m of parks except Area 5 (Blackcomb Benchlands) and Area 8 (Alta Lake Rd), with averages of 775 m and 750 m respectively. While both Areas 5 and 8 have parks at their boundaries, the distance of units on the opposite end pulls the average up. The addition of central parks within these Areas would help to increase access for local residents..

Because the commercial landscape for Whistler is centred around Core Commercial in Area 4 (Whistler Village) and Area 7 (Whistler Creek) with some smaller pockets of commercial in Area 3 (Nesters), Area 2 (Alpine and Rainbow) and Area 10 (Cheakamus / Function), access to grocery stores, bars, and coffee shops is more limited for some Areas of Interest.

Eight daycare centres were identified in Whistler: one in Cheakamus (Area 10), one in Spring Creek (Area 9), one in the Village (Area 4), one in Whistler Cay (Area 3), one in Nesters (Area 3), one at Spruce Grove (Area 3), one in Alpine (Area 2), and one in Rainbow (Area 2).

Whistler is served by one independent K–12 school, Whistler Waldorf School, currently located in Area 3 near Spruce Grove Park. The community also has one public secondary school, Whistler Secondary School, situated in Area 2 (Rainbow and surrounding areas) across the highway from residential neighbourhoods. There are three elementary schools: Spring Creek Community School in Area 9; École La Passerelle, a francophone district school co-located in the Spring Creek Community School in Area 9; and Myrtle Philip Community School, located in Whistler Cay (Area 3).

Areas 2 (Rainbow & Baxter Creek, etc.), 3 (Nesters+) and 4 (Whistler Village) have the highest levels of amenity access, with 69.2%, 58%, and 72.1% of dwelling units, respectively, within reach of five of the six daily needs. 29.2% and 4.4% of Areas 3 and 4 respectively have access to all six daily needs, making them the best served Areas of Interest. Cumulatively, 42% of all dwelling units in the Whistler Area have access to at least four of six of their daily needs, the highest proportion being 97% in Area 2 (Rainbow & Baxter Creek, etc.). Four of the 10 (Areas 2, 3, 4, 10) areas have at least 95% of their dwelling units within 1,500 m of three of six daily needs, with Area 4 having 100%. The least well-served area is Area 1 (Emerald+) with access to only one amenity within 1,500 m (municipal parks).

Table 13. Average distance from dwelling units to nearest amenities (m).

Area of Interest	Average Distance to Nearest Amenity					
	Elementary School	Secondary School	Daycare	Municipal Park	Grocery & Convenience Store	Food and Beverage
Area 1	6,345	4,235	2,925	280	2,880	2,880
Area 2	3,290	1,400	750	415	785	665
Area 3	930	1,965	700	150	1,090	1,040
Area 4	1,510	1,945	535	185	395	285
Area 5	3,215	3,545	1,910	775	1,280	765
Area 6	2,745	4,035	2,245	330	2,085	1,710
Area 7	3,360	6,230	3,930	190	970	610
Area 8	4,155	7,315	4,575	750	3,890	3,875
Area 9	2,425	8,460	3,270	195	1,925	1,795
Area 10	2,120	10,950	935	190	935	395
Whistler Area Average	2,800	4,315	1,995	350	1,330	1,080

Table 14. Cumulative proportion of dwelling units within each Area of Interest and Whistler Area that are within 1,500 m of the six daily needs amenities: elementary schools, secondary schools, daycares, parks, grocery and convenience stores, and food and beverage.

Cumulative Percentage of Dwelling Units by Number of Amenities Accessible Within 1,500 m						
	1 of 6	2 of 6	3 of 6	4 of 6	5 of 6	6 of 6
Area 1	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Area 2	99.9%	99.9%	97.2%	97.0%	69.2%	0.0%
Area 3	100.0%	99.8%	99.5%	73.2%	58.0%	29.2%
Area 4	100.0%	100.0%	100.0%	94.8%	72.1%	4.4%
Area 5	99.6%	99.6%	72.7%	14.8%	0.0%	0.0%
Area 6	100.0%	28.0%	10.8%	0.1%	0.0%	0.0%
Area 7	100.0%	89.9%	70.2%	0.0%	0.0%	0.0%
Area 8	93.7%	0.2%	0.0%	0.0%	0.0%	0.0%
Area 9	100.0%	71.5%	71.5%	13.1%	0.0%	0.0%
Area 10	100.0%	100.0%	95.1%	95.1%	1.7%	0.0%
Whistler Area						
Average	99.7%	81.5%	71.7%	42.0%	24.8%	4.5%

Monitoring Framework

This metric can be updated annually following the release of new BC Assessment data for dwelling units. It can also be updated with new or changing context for included amenities. Results can be compared against the baseline data provided in this report to evaluate improvements to proximity to daily needs. This indicator may be responsive to land use change and policy particularly affecting development for commercial (food and beverage, grocery and convenience stores). Should a new public school open in Whistler, particularly a more centrally located secondary school, there will be a notable increase for this indicator. This indicator is additionally responsive to new walking and rolling infrastructure which, if positioned in key areas, could reduce travel times in some instances.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- The travel times chosen are a best fit metric but may not accurately measure need for all households, as individual behaviour is difficult to predict and characterize.
- Amenity data should be updated annually and relatedly, some amenities, specifically stores and gathering spaces, should be confirmed through field or in-situ field validation.

B. Access to Park Amenities

Metric Description

This metric monitors the proportion of residents living within a convenient proximity to key park amenities. The following amenities were selected in consultation with municipal staff as daily needs that were most vital to the community:

1. **Commercial park amenities:** Commercial facilities within municipal parks;
2. **Racket courts:** Courts for racket sports within municipal parks;
3. **Dog areas:** Recreation areas for dogs to play within municipal parks; and
4. **Play structures:** Play structures for children to play on within municipal parks.

Proximity to these daily needs was assessed in two ways. First, we calculated the average distance from each dwelling unit to the nearest park amenity of each type within each Area of Interest. Second, we measured the cumulative proportion of dwelling units located within 1,500 m of multiple park amenities (up to all four types). A distance of 1,500 m is generally considered a 15- to 20-minute walk, although this estimate does not account for mobility limitations or topography.

Each of the criteria above were analyzed using a technique called network analysis which considers network-based distances from origins to destinations. Using this technique, the project team determined the distance from all residential locations in Whistler, to each of the amenities described in the list above. Distances were calculated along the integrated travel network (roads combined with sidewalks and trails) for each dwelling unit-to-amenity pair. When the distance along the integrated travel network was less than 1,500 m, the shorter of the two distances (integrated or road) was retained. When the integrated travel network distance was 1,500 m or greater, the road network distance was used exclusively to reflect the likely shift to vehicular travel for longer trips.

Interpretation and Relevance

This metric describes the relative ease by which residents can access services and facilities provided by municipal parks. Greater ease of access is highly correlated with reduced vehicular travel, increased quality of life, and higher levels of community engagement. Conversely, weaker access suggests high degrees of social isolation and auto-dependency, which are sometimes correlated with reduced quality of life and potentially negative health outcomes.

Access to daily needs can be materially altered through the provision of new services (which can be delivered through capital plans, economic development, zoning for specific use types, or advocacy to the provincial government), or more realistically through the prioritization of new growth in amenity rich areas.

Metric Result

The following tables show the average distance to the nearest racket court, dog area, park with commercial amenities, and play structure for each Area of Interest. On average across Whistler, residents are closest to racket courts (750 m) and play structures (875 m), while dog areas (1,710 m) and parks with commercial amenities (1,245 m) tend to be farther away.

Central neighbourhoods such as Area 4 (Whistler Village) and Area 3 (Nesters / Whistler Cay) have the most convenient access across all four amenity types, with the lowest average distances to racket courts (400–545 m) and play structures (465–785 m) and relatively short

distances to dog areas and commercial park amenities. In contrast, outer areas show a more uneven pattern. Area 1 (Emerald) is close to racket courts and play structures but much farther from dog areas (4,555 m) and commercial park amenities (4,355 m), while Area 8 (Alta Vista / Tapley's) has good proximity to racket courts but longer distances to parks with commercial amenities and play structures. However, Area 10 (Cheakamus Crossing & Function Junction) is among the top served neighbourhoods for access to park amenities despite its peripheral location, due to the concentration of park space along Legacy Way and the section of Valley Trail that parallels it.

These results highlight the concentration of recreational amenities in the Village core and the greater travel distances required for certain facilities in peripheral areas. While most neighbourhoods have at least one type of amenity nearby, the general trend remains: access to a full mix of facilities is strongest in central areas and more limited in outer areas. Notably, Area 10 is an exception, with strong access to park amenities despite its peripheral location, illustrating that targeted park placement can offset distance from the core. This indicates opportunities to improve dog areas and commercial park amenities in neighbourhoods farther from the Village.

Table 15. Average distance from dwelling units to nearest park amenities (m).

Area of Interest	Average Distance to Nearest Park Amenity			
	Racket Courts	Dog Areas	Parks Commercial Amenity	Play Structures
Area 1	755	4,555	4,355	605
Area 2	1,085	1,110	1,085	795
Area 3	545	1,145	830	785
Area 4	400	1,830	690	465
Area 5	790	2,140	835	1,385
Area 6	960	2,795	685	1,055
Area 7	865	1,620	1,450	910
Area 8	565	1,550	2,550	1,275
Area 9	765	1,240	2,785	730
Area 10	465	575	455	470
Whistler Area Average	750	1,710	1,245	875

Table 16. Cumulative proportion of dwelling units within each Area of Interest and Whistler Area that are within 1,500 m of the four park specific daily needs amenities: racket courts, dog areas, commercial park amenities, and play structures.

	Cumulative Percentage of Dwelling Units by Number of Amenities Accessible Within 1,500 m			
	1 of 4	2 of 4	3 of 4	4 of 4
Area 1	100.0%	100.0%	0.0%	0.0%
Area 2	96.1%	77.5%	74.5%	72.8%
Area 3	100.0%	100.0%	100.0%	74.8%
Area 4	100.0%	100.0%	94.8%	24.9%
Area 5	82.6%	82.1%	67.3%	24.2%
Area 6	100.0%	97.0%	64.6%	0.9%
Area 7	98.1%	90.3%	78.6%	24.1%
Area 8	94.5%	89.8%	51.0%	0.4%
Area 9	93.8%	93.8%	65.8%	0.0%
Area 10	95.3%	95.1%	94.9%	94.9%
Whistler Area Average	95.4%	90.6%	74.9%	37.7%

Monitoring Framework

This metric can be updated as the RMOW continues to develop its inventory of municipal assets and can also be updated with new or changing context for included amenities. Results can be compared against the baseline data provided in this report to evaluate improvements to proximity to park amenities. This indicator may be responsive to land use change and policy particularly affecting development for public assets.

Limitations

The following limitations were noted:

- Areas of Interest must remain static for comparison across time.
- The travel times chosen are a best fit metric but may not accurately measure need for all households, as individual behaviour is difficult to predict and characterize.
- Residents may take their dogs to other locations for recreation; this list reflects designated areas from the municipality.
- Amenity data should be updated annually.

IV. Infrastructure Assets

The fourth complete communities lens is infrastructure – a complete community supports efficient use of infrastructure through more compact forms of development. The report assesses one infrastructure indicator: a) infrastructure assets and lifecycle costs.

A. Infrastructure assets and lifecycle costs

Metric Description

Within the context of municipal infrastructure at the RMOW, this metric measures the total lifecycle cost for the sanitary, water and drainage/storm system assets. Lifecycle costs refer to the total expenses associated with the ownership, operation, maintenance, rehabilitation, and eventual replacement of infrastructure assets throughout their entire service life. To properly determine asset lifecycle costs, at minimum, a municipality would need to know the year of installation, the material, the diameter, and the life expectancy. Using these attributes makes it possible to determine the assets estimated remaining life to be able to plan for rehabilitation or replacement. The tables below show the current status of the attribute tables in GIS, and indicate where these key pieces of information are missing/incomplete. At its current state, the RMOW has major attribution data gaps that make asset lifecycle costs difficult to determine accurately (without using a number of blanket assumptions).

Lifecycle costs typically include:

1. **Initial capital costs:** Planning, design, engineering, construction, and installation expenses;
2. **Operation and maintenance (O&M) costs:** Routine inspections, cleaning, repairs, staffing, energy consumption, and other recurring expenses needed to maintain service levels;
3. **Renewal or rehabilitation costs:** Periodic investments needed to extend asset life, such as pipe relining, equipment refurbishments, and major repairs or upgrades;
4. **Replacement or disposal costs:** Costs associated with eventual asset replacement or disposal, including demolition, removal, environmental remediation, and end-of-life disposal; and
5. **Indirect costs:** Administrative overhead, regulatory compliance, emergency response, environmental impacts, and risk-related expenses.

Municipalities often use lifecycle cost analysis to evaluate infrastructure options, prioritize maintenance strategies, manage financial risk, and inform decision-making processes to achieve the most cost-effective and sustainable long-term outcomes.

Interpretation and Relevance

Lifecycle costs directly influence community well-being, public safety, economic sustainability, environmental health, and overall quality of life. In particular, infrastructure asset lifecycle costs are highly relevant to a community and its citizens for several critical reasons:

1. **Fiscal Responsibility and Affordability:**
Understanding lifecycle costs ensures the community makes informed decisions that balance initial expenses with ongoing costs. This leads to more efficient spending of taxpayer money, avoiding costly emergency repairs and unexpected financial burdens.
2. **Sustainable Infrastructure Management:**
Proper consideration of lifecycle costs helps communities proactively maintain, rehabilitate, and eventually replace infrastructure. This leads to improved service reliability (e.g., fewer water / sewer service disruptions) and reduces the risk of critical failures, which can be expensive and disruptive.

3. **Quality of Service:**

Citizens rely heavily on municipal services such as clean drinking water, wastewater management, storm drainage, and flood control. Lifecycle cost planning helps ensure these services remain reliable, safe, and of high quality over time.

4. **Environmental Stewardship:**

Lifecycle costing helps communities consider environmental impacts, encouraging sustainable infrastructure practices. Better managed infrastructure reduces pollution, conserves resources, and protects ecosystems, directly benefiting community health and the environment.

5. **Transparency and Public Trust:**

Clear and thoughtful lifecycle cost analysis demonstrates transparency in government decision-making. Citizens are better informed about why specific investments are necessary, fostering greater trust and confidence in municipal leadership.

6. **Economic Stability and Growth:**

Reliable infrastructure attracts businesses and investment, and supports economic development. By considering lifecycle costs, communities ensure infrastructure meets future demands, enhancing their long-term economic competitiveness and prosperity.

Metric Result

The following tables indicate the total quantity of assets at RMOW and their missing / incomplete attribution for the sanitary, water, and drainage / storm infrastructure systems. The attribution column indicates the quantity of remaining attributes that need to be collected or assigned to individual assets such that they can be used for infrastructure modeling and lifecycle cost planning in the future.

Table 17. Completeness of major GIS attributes for the sanitary system required for proper asset management functions and lifecycle cost calculations.

Sanitary	Total # of Assets	Incomplete Attributes (%) *		
		Material	Diameter	Year of Install
Mains	3,759	2.70%	0.40%	4.20%
Manholes	3,296	N/A	N/A	5.10%
Laterals	4,878	82.90%	82.60%	86.80%

* Determined if attributes required for asset management tasks are missing / null in the master RMOW GIS database

Table 18. Completeness of major GIS attributes for the water system required for proper asset management functions and lifecycle cost calculations.

Water	Total # of Assets	Incomplete Attributes (%) *		
		Material	Diameter	Year of Install
Mains	3,680	48.90%	23.70%	39.50%
Valves (System)	3,676	N/A	29.80%	41.90%
Meter	3,832	N/A	8.60%	11.30%
Hydrant	1,002	N/A	N/A	79.10%
Laterals	5,472	71.50%	0.90%	39.20%

* Determined if attributes required for asset management tasks are missing / null in the master RMOW GIS database

Table 19. Completeness of major GIS attributes for the drainage / storm system required for proper asset management functions and lifecycle cost calculations.

Drainage / Storm	Total # of Assets	Incomplete Attributes (%) *		
		Material	Diameter	Year of Install
Mains	2,243	50.60%	4.80%	45.90%
Manholes/Catchbasins	1,737	N/A	N/A	52.00%
Culvert	2,352	3.00%	1.50%	91.30%

* Determined if attributes required for asset management tasks are missing / null in the master RMOW GIS database

Monitoring Framework

The infrastructure asset lifecycle costs can be monitored in real-time using a properly populated and utilized asset management system. As the RMOW rolls out Cityworks more widely across the organization, there will be an ongoing history of work completed on infrastructure assets. This will allow the RMOW to properly plan and budget for upcoming asset renewal / maintenance / replacement, reducing the risk of having an unplanned failure. The Finance Department will also have access to custom reports that will provide them with the TCA (Tangible Capital Assets) information that is required on an annual basis.

Limitations

The main limitation to this metric is the risk that asset information is not complete or accurate. If new / modified asset information is not populated in Cityworks / GIS, doubts on the quality of data and reporting start to arise. The RMOW is in the process of releasing a Data Submission Standards document, which will ensure that information received from outside the organization is complete, consistent, and in a format that is easy to import directly to its system(s). This document will help the Infrastructure Services and GIS Departments better exchange and incorporate data into the master RMOW database, as currently that process has its challenges, is not efficient, and a backlog of data imports exist.

Conclusions and Implementation Plan

Conclusions

This report presents a first cut at assessing community completeness in the Areas of Interest and the Whistler Area. The assessment included significant efforts to collect, align, and systemize data for the community such that the RMOW can use the data for future assessments or additional projects beyond this effort. Furthermore, findings and conclusions from this work should be used to inform future planning endeavours in the community, specifically with regards to recommendations for growth and change in many of the Areas of Interest analyzed for this project. It is expected that information presented in this report will be used, assured, reevaluated, and revisited as the community changes and as new data sources become available. Nevertheless, the authors of this report are pleased to share these findings and look forward to their value-added uses in the years to come.

Area of Interest Findings

Overall, Area 3 (Nesters, etc.), Area 4 (Whistler Village), and Area 6 (Blueberry, etc.) all perform fairly well with regards to the indicators developed for this project, though each have some outlying qualities which bear further discussion:

- **Area 3 (Nesters, White Gold, Spruce Grove, Whistler Cay, Tapley's Farm):** This Area of Interest performs well overall, with some limitations in terms of housing density. However, its central location and easy access to amenities suggest that further intensification in this area would benefit future residents. Additionally, notable for this location is the combination of relatively higher redevelopment potential for many parcels in the area, which is correlated with a substantial volume of residential development headroom located primarily in single detached (RS) and estate residential (RSE) zones.
- **Area 4 (Whistler Village):** As the commercial, social, and cultural centre of the community, this Area of Interest performs the best. However, a notable consideration is the lack of remaining residential development headroom and the lower overall redevelopment potential of the area which suggests that the area, while well-provisioned from a complete communities perspective, is substantially built out with currently few options for additional growth. There could be opportunity in the future with consideration of Crown lands granted to the RMOW, that have significant residential potential but would require removal of existing use limitations.
- **Area 6 (Blueberry Hill, Alta Vista, Brio & Sunrise Plateau):** This area has the highest diversity of housing units as well as reasonably high density of housing units overall. However, access to daily needs is not well-met with this area being relatively far away from a grocery store, daycare, coffee shop, park amenities, elementary school, or high school. While capital improvements for schools are unlikely, considering mixed-uses in this area would significantly improve completeness. From a development perspective, there is still some remaining development headroom on many RS and RT lots which would allow for new residents in a relatively well-provisioned area.

In direct comparison to the three high performing Areas of Interest, Area 1 (Emerald+), Area 8 (Alta Lake Rd), and Area 9 (Spring Creek) generally perform poorly when considering the indicators for this project. Specifically:

- **Area 1 (Emerald+):** This area lacks housing diversity, is low density, has poor sidewalk and cycling coverage, and is not in reasonable proximity to any daily needs except for parks and bus stops. Given these gaps, alternative non-residential land uses should be considered for this area. With that proviso in mind, it is very important to note that there is strong redevelopment potential in this area especially on the many large RS lots in the Emerald Estates subdivision west of Green Lake. Should additional infrastructure and amenities be prioritized for this area, then unlocking additional residential growth here could be more easily achieved than in other areas of the community.
- **Area 8 (Alta Lake Rd (Twin Lakes, Nita Lake Estates, Stonebridge, Alta Lake Station, Rainbow Park)):** This area, while having a reasonably diverse housing stock, is also very low density, with almost no sidewalk coverage and weak access to amenities. To address these shortcomings, land use changes (i.e., residential / commercial mixed-use zones), infrastructure investments, and increased density are necessary to improve community completeness.
- **Area 9 (Spring Creek, Bayshores & Millar's Pond, Kadenwood):** Despite having a relatively strong mix of existing units and significant potential for additional residential development (especially in the estate residential zones), this area lacks high quality infrastructure and publicly accessible amenities. Furthermore, despite the significant aforementioned development headroom, there is low potential for redevelopment in the area due to both the newer and more upscale nature of the area.

The remaining four areas, Area 2 (Rainbow), Area 5 (Blackcomb Benchlands), Area 7 (Whistler Creek), and Area 10 (Cheakamus Crossing), each have opportunities and constraints worth some discussion:

- **Area 2 (Rainbow & Baxter Creek, Alpine, Nicklaus North):** Notable for this area is the relatively high redevelopment potential for many lots and the large potential for new residential development in the R11 (residential infill) and RS1 (single detached residential) Zones. Further, this area has some amenity richness and easy access to transit. Of particular note is Rainbow Plaza with a large full service grocery store, liquor store, daycare, coffee shop, and other community amenities, as well as a service store with ready convenience options. The area has moderate coverage for sidewalks and cycling facilities and (currently) very low density and moderate-to-high mix of housing. Future development in the area, prioritized along with infrastructure upgrades, could have the potential to close the gap significantly in this area.
- **Area 5 (Blackcomb Benchlands):** Generally, this is an underperforming area with reduced housing mix, redevelopment potential, cycling coverage, and proximity to cycling infrastructure. Area 5 does have somewhat higher population density which is coupled with a relatively higher degree of amenity access and overall proximity to transit. However, the area is built out, therefore locating new growth here will be a challenge unless new lands are made available or land use change is considered for the area.
- **Area 7 (Whistler Creek (North, South & Wayside)):** This area has an interesting mix of qualities with substantial housing density, strong housing mix, and significant remaining residential development headroom (especially in the RTA13 Zone which allows for 1.0 FSR in some cases). That being said, despite strong provision of amenities in Creekside Village, the area lacks access to schools and daycare facilities. Additionally, the area has very low sidewalk coverage. Should transportation infrastructure upgrades be prioritized for this area, facilitating new growth in the area could be prioritized in highly accessible areas of this study area.

- **Area 10 (Cheakamus Crossing, Function Junction):** This area has high location efficiency due to its proximity to multiple commercial amenities, Spring Creek Community School, daycare facilities, transit, and the Valley Trail. However, it is noted that there is no grocery store in the area. The area has predominantly multiple residential townhouse and apartment development, but fewer single-family dwellings. Given the benefits of amenities and infrastructure in the area, it is well-positioned for additional housing.

Table 20 documents all major project findings at the Area of Interest scale.

Table 21 summarizes the indicator results by Area of Interest as well as the total Whistler Area.

Table 20. Final summary data.

Area of Interest	Key Complete Communities Benefits	Key Community Completeness Constraints
Area 1 (Emerald+)	Strong redevelopment potential	Multiple gaps in complete communities goals
Area 2 (Rainbow)	Substantial development potential, great access to amenities, reasonable access to transit	Low density hinders community completeness, and there are pedestrian infrastructure gaps
Area 3 (Nesters)	Great access to amenities, great transportation infrastructure, significant development potential	Some lower density areas with reduced access hampering completeness
Area 4 (Whistler Village)	Structurally amenity rich, with high housing density	Built out, few opportunity sites remaining
Area 5 (Blackcomb Benchlands)	High density area, great transit access, access to amenities is great in some parts	Area is largely built out, pedestrian connectivity is weak in some areas
Area 6 (Blueberry Hill)	Good diversity of housing units, good cycling infrastructure, reasonable proximity to transit	Very weak access to all amenities
Area 7 (Whistler Creek)	High density area, good access to amenities in Creekside, significant development potential across multiple zones	High elevation areas have weak access to amenities, active transportation infrastructure has some gaps, and many areas are not proximal to transit
Area 8 (Alta Lake Rd)	Large undeveloped areas provide flexibility for a range of uses and visions	Poor transportation infrastructure and access to transit, and poor access to amenities
Area 9 (Spring Creek)	Higher potential for infill development, reasonable cycling coverage	Reduced redevelopment potential, generally weaker transportation infrastructure, lack of access to amenities
Area 10 (Cheakamus Crossing)	High local efficiency, proximal to the school and daycare facilities	Weak redevelopment potential, reduced development headroom, low diversity of housing and housing density

Community-scale Findings

When considering the diversity of dwelling units overall, the diversity measures for the community is lower, mainly due to a tendency for homogeneity in unit typology in each area (areas tend to have either single family homes or multi-family units). As Whistler begins to build out its SSMUH-eligible areas, it is expected that this measure will improve in the near- to mid-term (10 years). This will predominantly be seen in areas that are currently densifying.

The Whistler Area's dwelling unit density is 4.7 units per gross hectare which is significantly greater than Squamish at 0.88 units per gross hectare. A more apt comparison is to the town of Banff in Alberta, which averages 7.2 units per hectare though on a much smaller land base.

Community sidewalk coverage is quite variable within the community, with nearly complete coverage in the Village area and a comparative absence of sidewalks in the Alta Lake Rd area. At 23% overall, this metric can be interpreted as just over three quarters of the total road length in the community (within WUDCA boundaries) do not have safe separated pedestrian infrastructure on at least one side. Future investments in pedestrian infrastructure in high priority areas (as identified in red colouration through Table 21 below) can improve this metric.

With regards to proximity to transit facilities, the majority of the community is within easy walking distance of some form of transit. The Whistler Area has a community-wide average of 360 m walking distance to a transit stop, which is approximately a 5-minute walk.

The community is well-served by high-quality cycling infrastructure, with 9.6% of the total road distance having a cycling designation. The short minimum distances to cycling routes further demonstrate strong accessibility despite Whistler's large geographic area. Similar patterns are observed for cycling commuting infrastructure. Central Areas of Interest with generally higher levels of servicing also have shorter average distances to cycling commuting infrastructure. Some Areas of Interest with generally poorer servicing, like Area 10 (Cheakamus Crossing / Function Junction), have higher than average connectivity to cycling commuting infrastructure, enabling sustainable transportation for otherwise isolated communities.

In terms of access to daily needs, in about half of the Areas of Interest (Areas 1 (Emerald+), 6 (Blueberry, etc.), 7 (Whistler Creek), and 8 (Alta Lake Rd)), only 0.1% or fewer of dwelling units have access to at least four out of six daily needs. In contrast, in Area 4 (Whistler Village), about 95% of dwelling units have access to at least four out of six daily needs, suggesting a highly uneven distribution of access across Areas of Interest. On average, across all areas, 42% of residents are within 1,500 m of at least four out of six daily needs. These results contrast with the reality that many Whistler residents live in close proximity to some of their daily needs.

Table 21. Summary of indicator results by Area of Interest. Blue fill indicates the highest values for the indicator, white fill indicates the middle percentile for the indicator, and red fill indicates the lowest values for the indicator.

	Housing Mix Residential Dwelling Units (diversity index)*	Housing Density Dwelling Units (units per ha)*	Redevelopment Score (0-4)	Development Headroom (m ²)	Sidewalk Coverage (%)	Proximity to Transit (m)	Cycling Coverage (%)	Proximity to Cycling Commuting Infrastructure (m)	Access to Daily Needs (4 of 6 within 1,500 m) (%)	Access to Park Amenities (4 of 4 within 1,500 m) (%)	Number of Dwelling Units
Area 1	0.50	1.3	2.51	60,000	5.8	380	0.0	855	0.0	0.0	479
Area 2	0.68	4.2	1.93	158,000	20.9	305	0.0	360	97.0	72.8	1,854
Area 3	0.69	6.5	1.81	101,000	25.4	350	0.0	250	73.2	74.8	1,719
Area 4	0.26	6.9	0.45	3,000	69.8	180	26.0	150	94.8	24.9	1,528
Area 5	0.52	8.0	0.81	27,000	22.4	110	8.3	695	14.8	24.2	1,888
Area 6	0.73	7.2	1.81	67,000	19	365	13.7	285	0.1	0.9	1,092
Area 7	0.57	9.6	1.62	183,000	13.7	490	12.2	550	0.0	24.1	2,082
Area 8	0.67	1.5	1.54	70,000	2.2	1,210	13.7	540	0.0	0.4	496
Area 9	0.61	4.2	0.82	91,000	15.8	605	13.2	360	13.1	0.0	802
Area 10	0.48	3.7	1.05	40,000	34.1	130	8.6	230	95.1	94.9	709
Whistler Area Total	0.71	4.7	1.65	800,000	23.0%	360	9.6%	425	42.0%	37.7%	12,649

*Indicator calculated with dwelling units excluding tourist accommodation units (see Table 3).

Implementation Plan

Projects funded through the Complete Communities Program are required to have an implementation plan that includes potential future actions. The overall purpose of the implementation plan is to outline the necessary steps resulting from the assessment to help meet community goals.

The assessment presented in this report has been considered and the following four actions have been identified that form the resulting implementation plan: 1) close the gap on completeness; 2) prioritize growth in ways that help with completeness; 3) make technical improvements to the work; and 4) investigate potential project extensions. Each of these implementation plan actions are described further below.

Action 1: Close the Gap on Completeness

There is a reduced housing mix when it comes to dwelling units and inconsistent provision of some dwelling unit types (specifically 'plex-style housing) in some areas of Whistler. This gap can be closed through thoughtful infill housing in multiple areas of the community. Specifically, this can be achieved in areas that are now SSMUH-eligible as a result of Whistler's response to the 2024 provincial housing statutes. Facilitating the development of missing middle housing through simplified permitting processes, flexible zoning, community consultation, and outreach to local builders and developers will be required in the years to come to close the gap on housing completeness.

Beyond SSMUH and missing middle housing, there can be exploration of areas that are well-connected and have reasonable opportunity for redevelopment, and could support local-serving commercial services for densities greater than that of infill. Consideration can be given to rezoning these areas to higher density, with neighbourhood centres that reduce the load on infrastructure, support transit, enhance retail viability, and lower overall per person emissions. Areas such as Alpine (Rainbow Area of Interest), Blueberry, and Nesters could support this approach rather than a focus on SSMUH.

On average, only 23% of roads by length have safe separated pedestrian infrastructure on at least one side (though this varies significantly by Area of Interest). Future investments in pedestrian infrastructure could be prioritized based on both current population density as well as redevelopment potential. In combination, these metrics indicate where new infrastructure would be most beneficial. While capital costing for new infrastructure is beyond the scope of this project, projection work can be completed using the information generated from the redevelopment potential assessment. Furthermore, the redevelopment potential assessment can be used to inform development cost charge (DCC) rates (to a certain extent) and therefore provide an economic basis for further investments in pedestrian infrastructure.

Most of Whistler's population lives in areas that are highly accessible to public transit. However, this study is limited in that it measures access from a spatial perspective, and does not measure frequency or level of transit service (which is impactful from a mode choice perspective). To close potential gaps, it is therefore necessary to continue to understand transit service provision, specifically: service days, bus frequency, and range of amenities accessible within combined walk, wait and transit times for all areas of the community. Whistler should work with BC Transit to determine where investments would be the most appropriate to meet the changing needs of Whistler's residents and visitors.

While not benchmarked to other comparable communities, this assessment indicates that Whistler has a relatively strong provision of cycling infrastructure which is anchored by the Valley Trail system. Given that this system is relatively built out, maintaining this metric will involve positioning new growth in proximity to cycling infrastructure (see Table 22 summarizing key recommendations below) and / or developing new infrastructure in alignment with redevelopment in some locations.

For the most part, notable gaps with respect to daily needs are related to institutional uses such as access to daycares, and elementary and secondary schools. Whistler has limited jurisdiction to increase the provision of these assets, but can affect land use in proximity to schools and daycares such that growth and development is prioritized in location efficient areas of the community. Such efforts would incrementally improve this indicator over time.

Action 2: Prioritize Growth in Ways that Help with Completeness

The table below has been prepared to summarize key recommendations with regards to growth management in each Area of Interest. The following recommendations should be reconsidered as the community grows and changes and as complete communities gaps are identified and closed in the years to come.

Table 22. Key recommendations for growth for each of the 10 Areas of Interest.

Area of Interest Key Recommendations for Growth	
Area 1 (Emerald+)	Consider utilization of the existing ample amount of land for infill housing or land use change such as mixed use residential-commercial if topography and roadways could support this form of development.
Area 2 (Rainbow)	Consider opportunities for continued infill (ARDUs in Alpine). Active transportation infrastructure investments would have beneficial impacts here. Densification of older housing stock in support of a neighbourhood centre and local retail could be supported in the Alpine area.
Area 3 (Nesters)	Consider prioritizing growth here if subsurface infrastructure allows. In particular, consider higher potential densities in RSE zones. Consider Crown lands as opportunities for further neighbourhood centre densification.
Area 4 (Whistler Village)	Could be opportunities for redevelopment or development of select sites; robust assessments of density, character, and other implications would need to be considered. Additionally, a fulsome review of Crown grant lands and reversions / modifications to allow for residential growth should be considered.
Area 5 (Blackcomb Benchlands)	Consider increasing pedestrian connectivity where possible. There is also opportunity for some growth to reach the maximum development headroom of the RTA zones.
Area 6 (Blueberry Hill)	Consider land use change prioritizing commercial amenities, rather than changes purely to the residential fabric.
Area 7 (Whistler Creek)	Consider avoiding growth in high altitude areas with reduced access to amenities. Additionally, consider land use change in the RS1 and RSE1 Zones if sub-surface infrastructure conditions are favourable, and consider intensification in high access areas of the study area only.

Area of Interest Key Recommendations for Growth

Area 8 (Alta Lake Rd)	Consider land use change prioritizing commercial amenities, and focus on active transportation infrastructure investments. It would be critical to undertake a transportation and commercial viability study to understand if commercial would be viable in this area.
Area 9 (Spring Creek)	Consider mixed-use zoning on vacant lands in this area, if feasible.
Area 10 (Cheakamus Crossing)	Any land use change needs to trend towards higher density land uses (as infrastructure allows), especially in proximity to Function Junction. Consider land use changes that add density while supporting mixed-use locally serving commercial and services, without diminishing the importance of the industrial nature of Function Junction. Additionally, revise land use policy or support developments that provide greater community serving commercial, retail, and services given the population densities and high percentage of full-time residents.

Action 3: Make Technical Improvements to the Work

While the authors of this work have attempted to control for the quality of the analysis, time and budget constraints did not allow for complete data integration or process automation. To that end, we list several key technical improvements that should be considered for future iterations of this work:

- Assuring the BIR to a greater extent:** The BC Assessment BIR is a key data source for this project that drives assessment of dwelling units and redevelopment potential. However, it is a derived product from BC Assessment which produces this information for taxation purposes instead of planning purposes. Further, this report has known limitations with regards to the attribution of building uses, BIR floor area, and spatialization of data. As it is out of the scope of this project to substantively correct source information, it is highly likely that some error has been introduced into the modeling. Accordingly, time and budget permitting, it may be beneficial to systematically assure the BIR data (especially in conjunction with the RMOW's bed unit data) such that the accuracy of the current and potential future analyses can be improved.
- Aligning boundaries:** The main units of analyses for this project are the Areas of Interest. These planning areas, unfortunately, are not spatially congruent with the WUDCA and therefore some parcels (0.8%) within the WUDCA have been omitted from this analysis. Aligning the boundaries of the Areas of Interest with the WUDCA would therefore reduce this margin of error.
- Assessing transit service hours:** As noted previously, access to transit service does not accurately reflect transit experience. Therefore, we suggest the inclusion of service day and bus frequency, and an analysis of combined walking, waiting and transit times to better assess this indicator in future analyses.
- Adding in lot coverage to the zoning assessment:** To determine development headroom, our team reviewed Whistler's current Zoning Bylaw to determine maximum GFA. Due to timing constraints, our team did not systematize the lot coverage component for each zone, which when assessed in combination with building heights and number of stories, can provide an absolute cap on available density that will be less than the maximums evaluated for this assignment. Updating this information in the future will therefore increase the accuracy of the redevelopment potential indicator. This approach is also limited in that it did not consider the impact of development covenants and other

instruments that may be relevant to particular parcels. It is also recognized that this is associated with two key assumptions: 1) apart from SSMUH, existing zoning is close to build-out; and 2) this does not consider larger parcels that offer significant development headroom with rezoning (e.g., Cheakamus Crossing Phase 3, potential Crown land sites, Nester's).

- **Reviewing redevelopment potential more fulsomely:** Using administrative data, our team prepared a redevelopment potential layer that is a proxy for the likelihood that a parcel will be attractive from a development perspective in the medium-term. This proxy is effective for desktop analysis, but it should not be used to guide detailed real estate decisions or to conduct scenario modeling and / or build out analysis unless enriched with additional constraints data as well as financial modeling as appropriate to determine true development viability.
- **Considering demographic analysis more fulsomely:** Further analysis could investigate the subset of housing diversity for particular demographics of interest such as seasonal employment housing and visitor accommodations.

Action 4: Investigate Potential Project Extensions

This project presents a first step in what could be a multi-year process to continually evaluate and monitor Whistler as the community changes over time. To that end, we suggest the following project extensions which could build on the value generated in this initial phase of work:

- **Development of annual reporting score-cards to indicate progress on complete communities attainment:** Currently, the information in this report is shown in a verbose manner to ground the reader in the context of the data and evaluation. For future years, this level of contextualization may not necessarily be required, and more concise and visually attractive outputs could be generated (similar to Whistler's balance scorecard) to show how community completeness is being attained over time. Further, scorecards could be attributional in nature, which would tie Whistler policy and actions directly to changing indicator information.
- **Retrospective analysis of certain key indicators using the longitudinal bed unit data to determine current trends:** Work was devoted to developing a robust longitudinal bed unit dataset that is functional for Whistler's use beyond this project. This work is not reported on here as it remains under development. Because this dataset is longitudinal in nature, it can be used to demonstrate current trends which could be instrumental in determining additional opportunities and constraints for development and change in the community.
- **Monitoring and evaluation framework and scenario modeling to understand where key interventions can enable meaningful progress towards complete communities attainment:** As this project was conceived only to evaluate the current state of the community, the development of policies and actions along with a monitoring framework were not completed as part of the scope. To most effectively inform potential actions, scenario modeling should be executed with an eye towards testing alternate land uses, growth trajectories, and infrastructure considerations. This modeling could especially be considered during future OCP updates. It is also noted that any efforts to develop a monitoring and evaluation framework for this complete communities work needs to be integrated into the RMOW's overall monitoring program that already includes data from Tourism Whistler, Statistics Canada, Whistler Community Life Surveys, local utility providers, and internal data compiled through RMOW operational protocols.

- **Detailed accessibility analysis that could complement the transportation network assessment:** The transportation network that has been developed can be used for significant variety value-added purposes beyond this study. These include:
 - Emergency route and evacuation planning;
 - Detailed access assessments using refined bed unit, dwelling unit, or demographic data to identify additional gaps in accessibility amongst disaggregate housing typologies or population groups;
 - Retail trade area modeling; and
 - Travel behaviour estimation, with an eye towards greenhouse gas (GHG) reductions and reducing automobile travel.
- **Further integration of sub-surface infrastructure into the overall modeling framework:** Due to timing considerations with regards to the integration of sub-surface infrastructure into the Whistler's Cityworks software, the storm, sewer, and sanitary infrastructure assessment was integrated into the project at an overview level only. Once complete, they should be analyzed along an Area of Interest basis such that these considerations can be melded into the overall assessment of growth considerations foundational to this project.

Appendix A – Maps

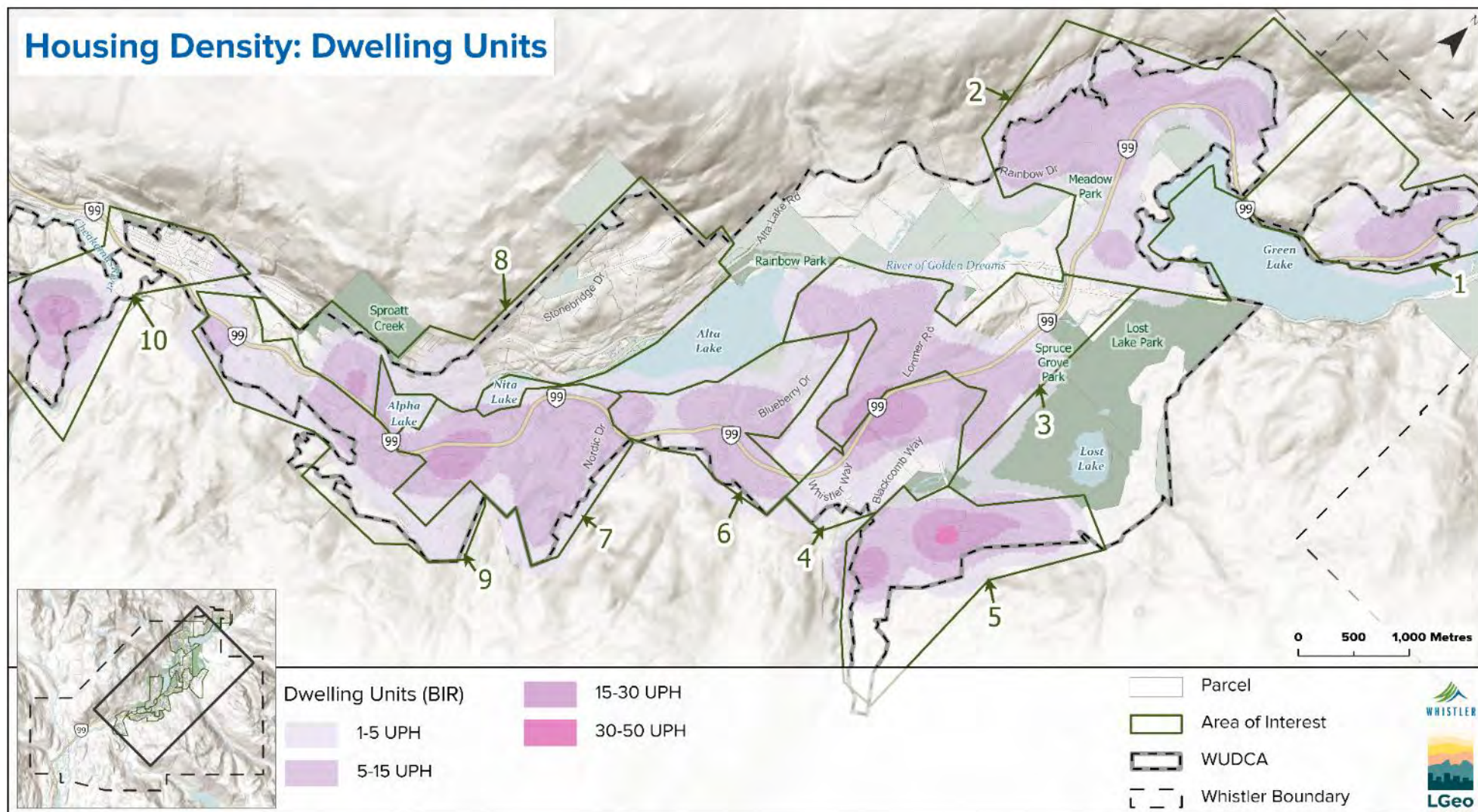


Figure A1. Housing density in Whistler using dwelling units per hectare (UPH) based on BC Assessment BIR.

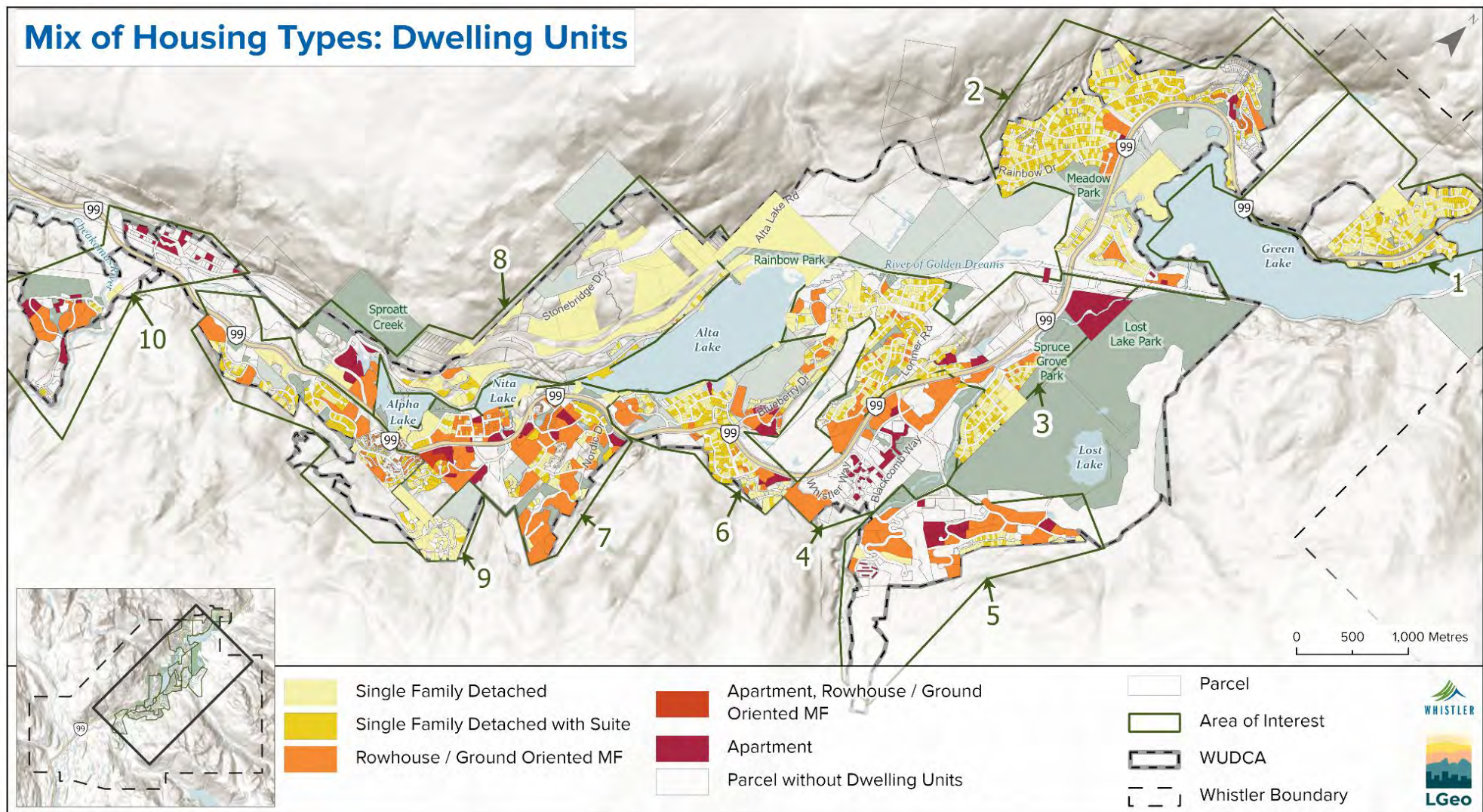


Figure A2. Housing typologies in Whistler based on dwelling units.

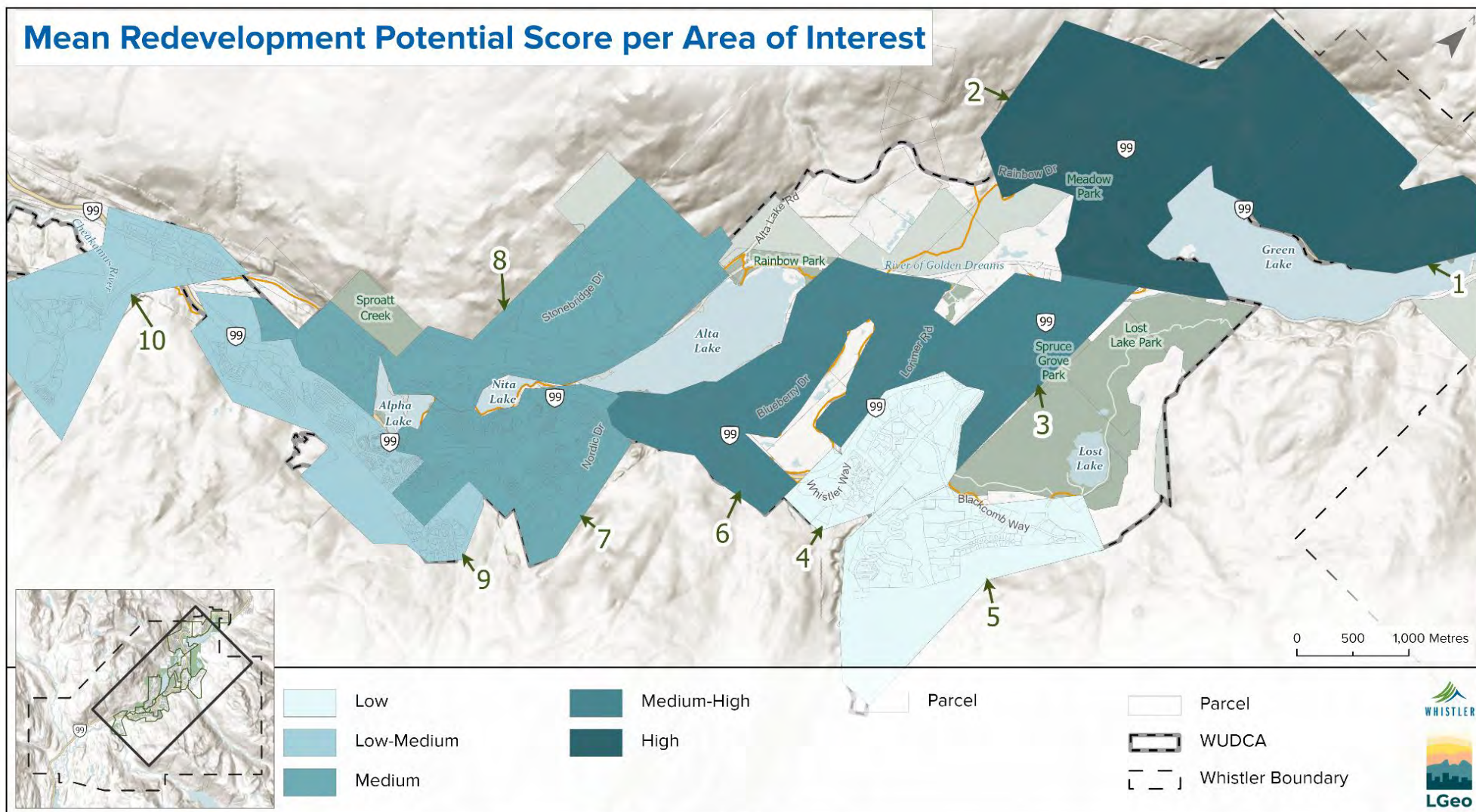


Figure A3. Areas of Interest with higher redevelopment potential for future consideration.

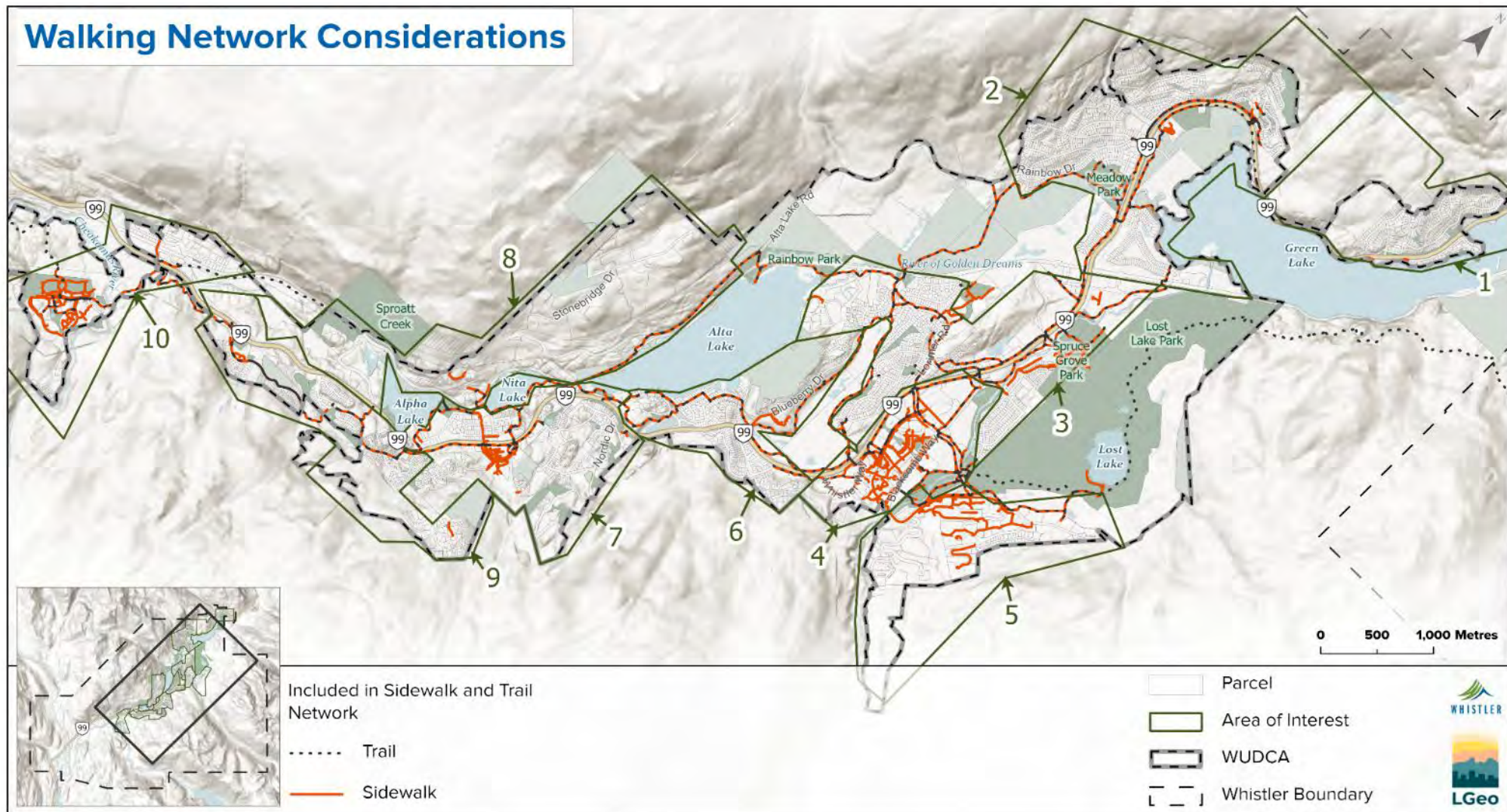
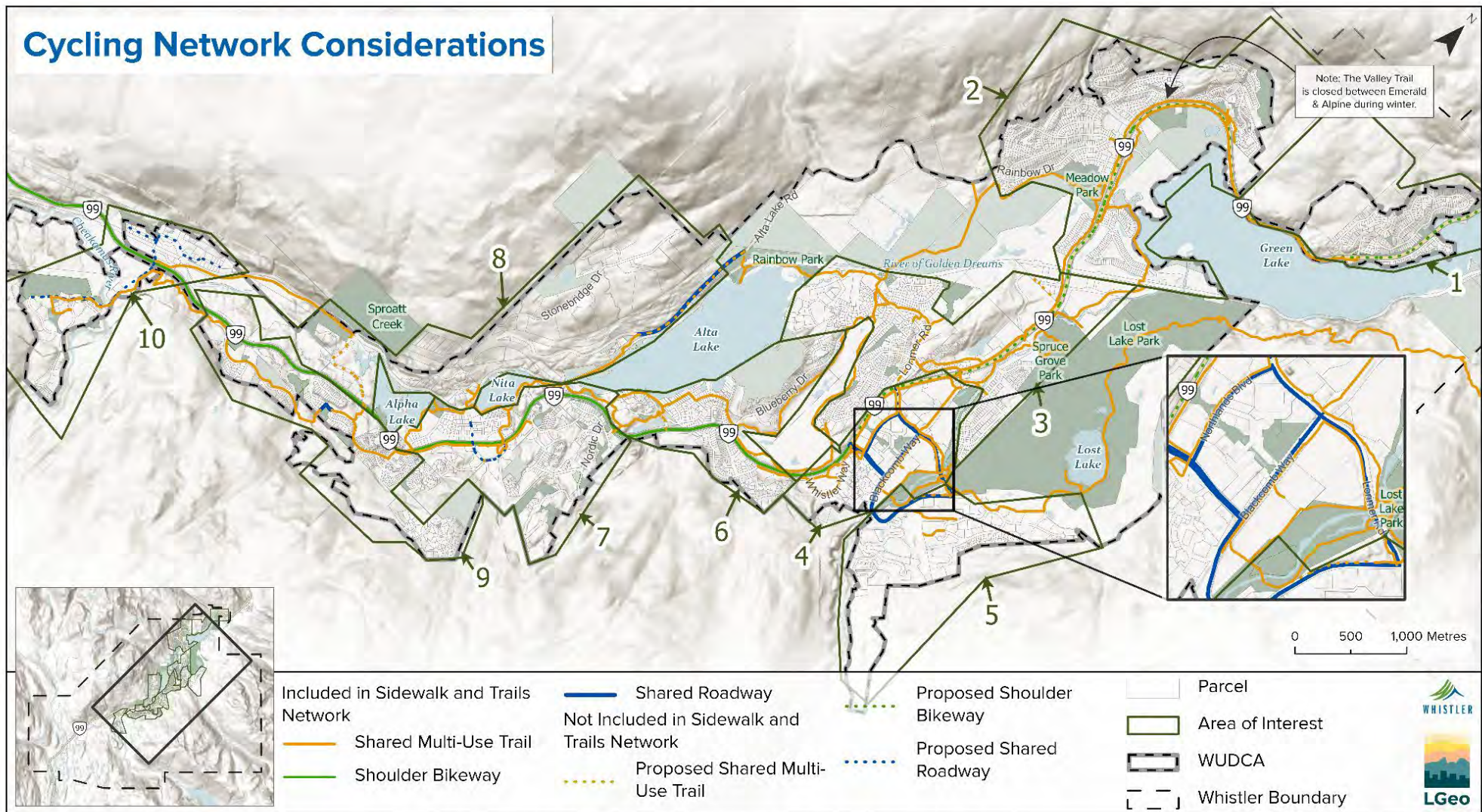


Figure A4. Walking network considerations in Whistler, showing locations of roads with associated sidewalks.



* Shared bike locations manually digitized, and current as of April 2025. Note, these do not reflect expanded locations that may occur in the future.

Figure A5. Cycling network considerations in Whistler, showing locations of existing cycling infrastructure.

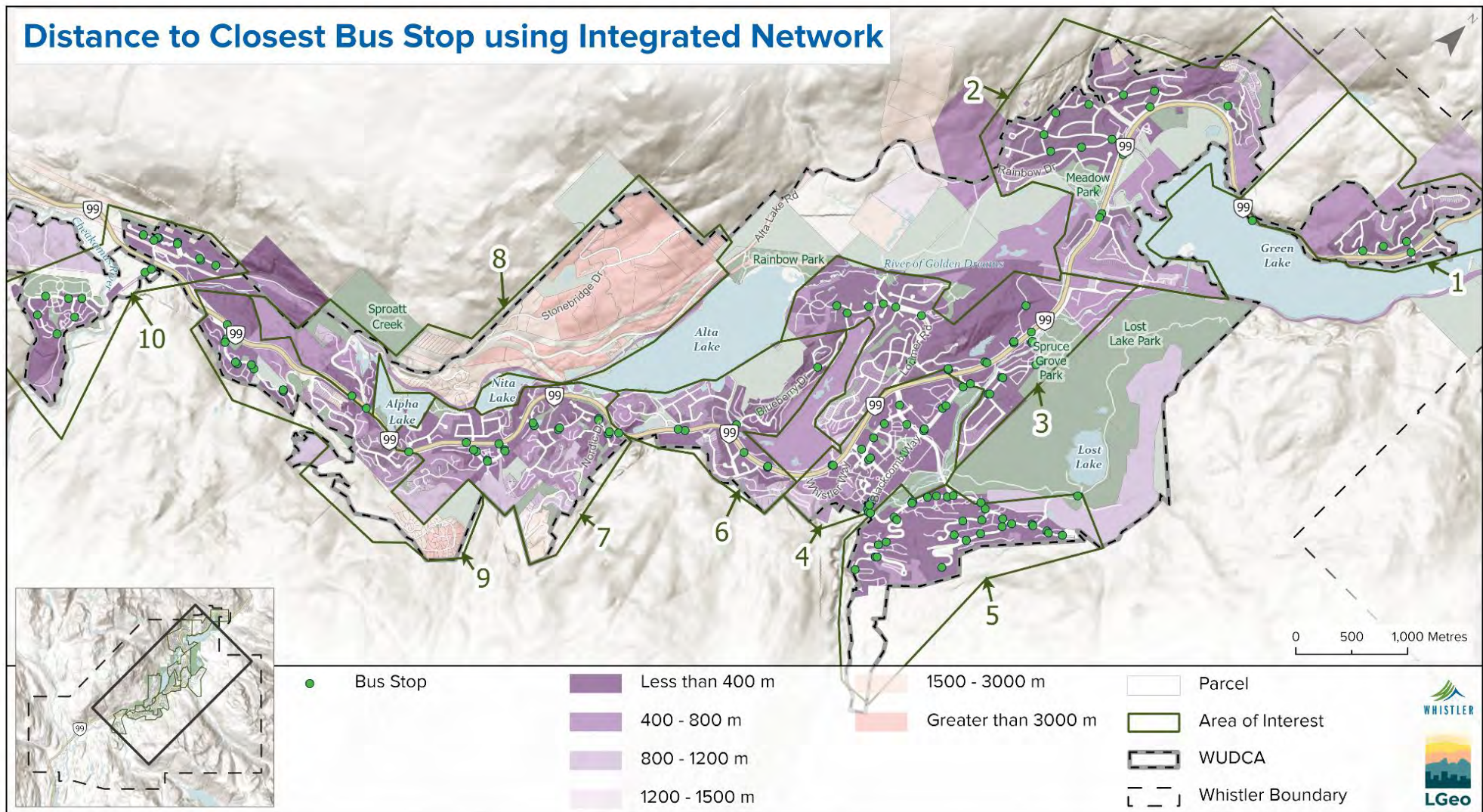


Figure A6. Access analysis showing proximity in metres to the nearest BC Transit bus stop using the integrated travel network.

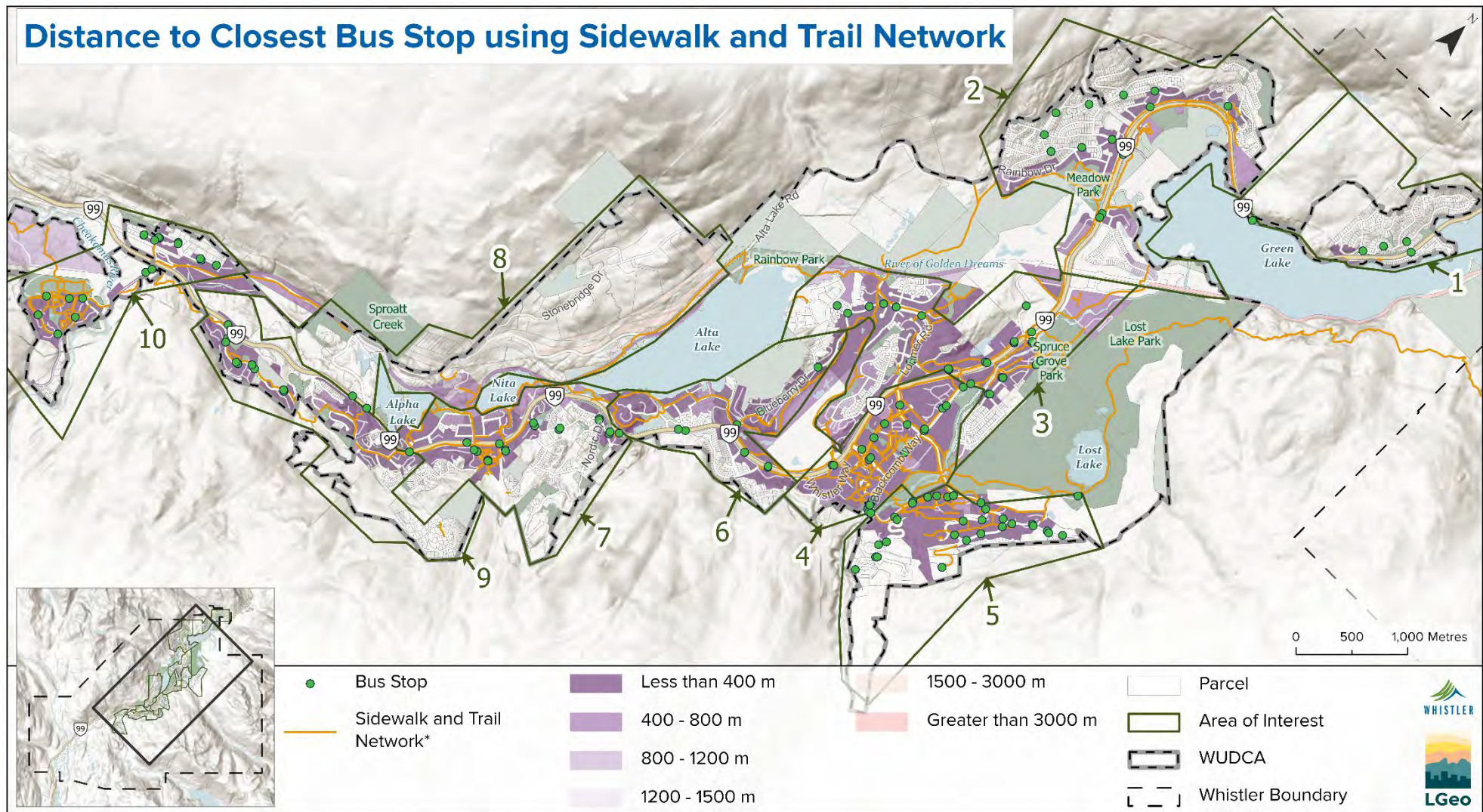


Figure A7. Access analysis showing proximity in metres to the nearest BC Transit bus stop using the sidewalk and trail network.

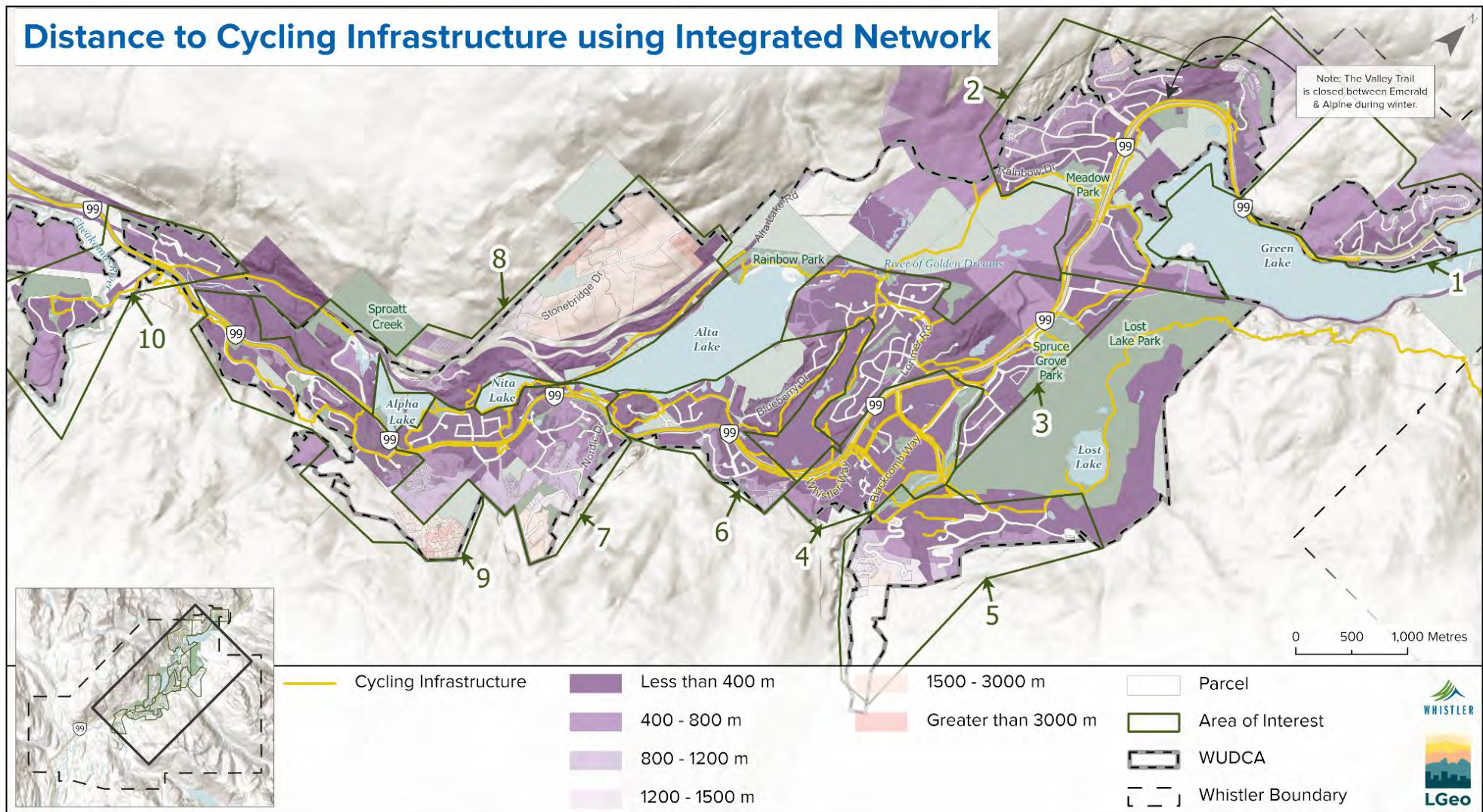


Figure A8. Access analysis showing proximity in metres to the nearest point of access for cycling infrastructure using the integrated travel network.

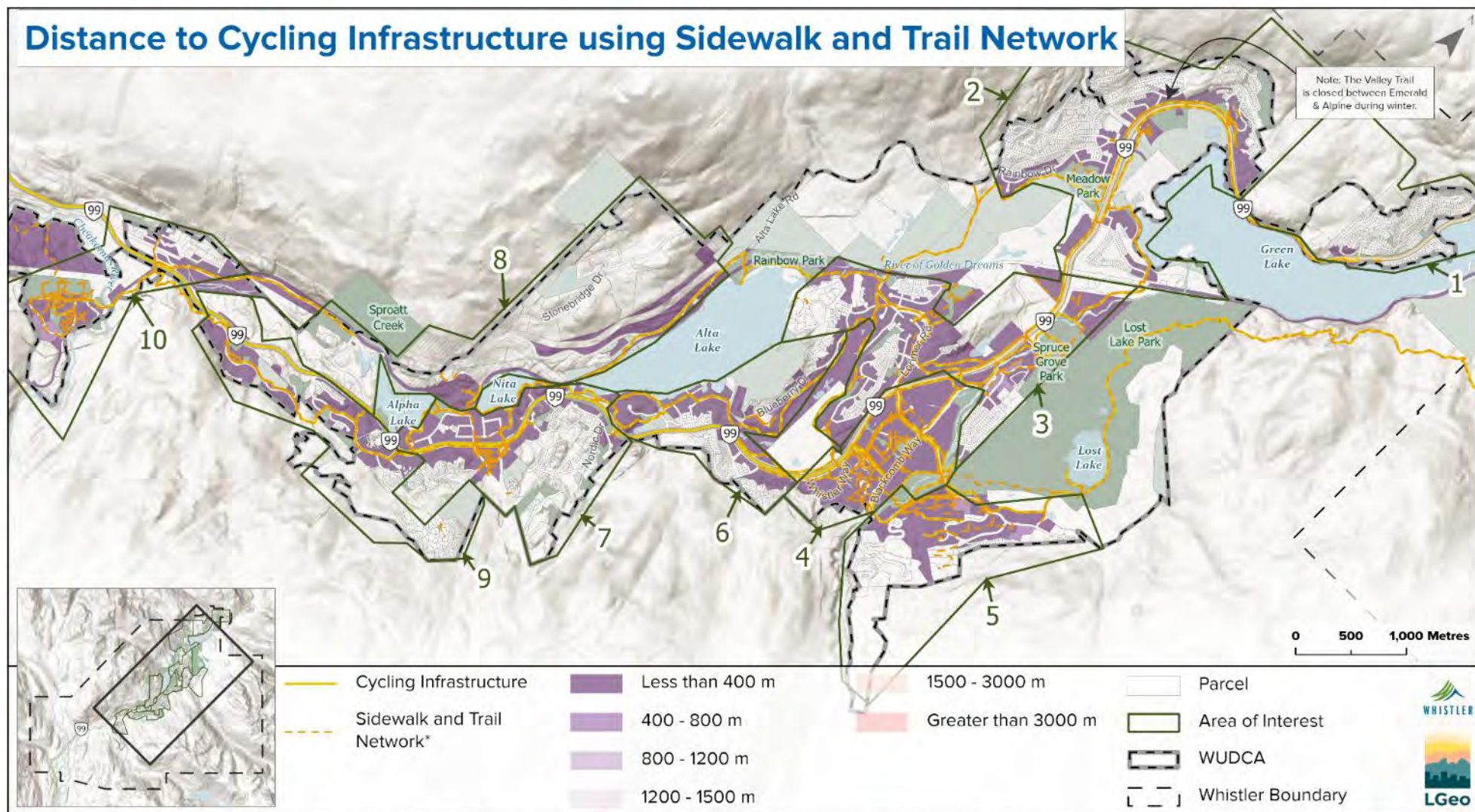


Figure A9. Access analysis showing proximity in metres to the nearest point of access for cycling infrastructure using the sidewalk and trail network.

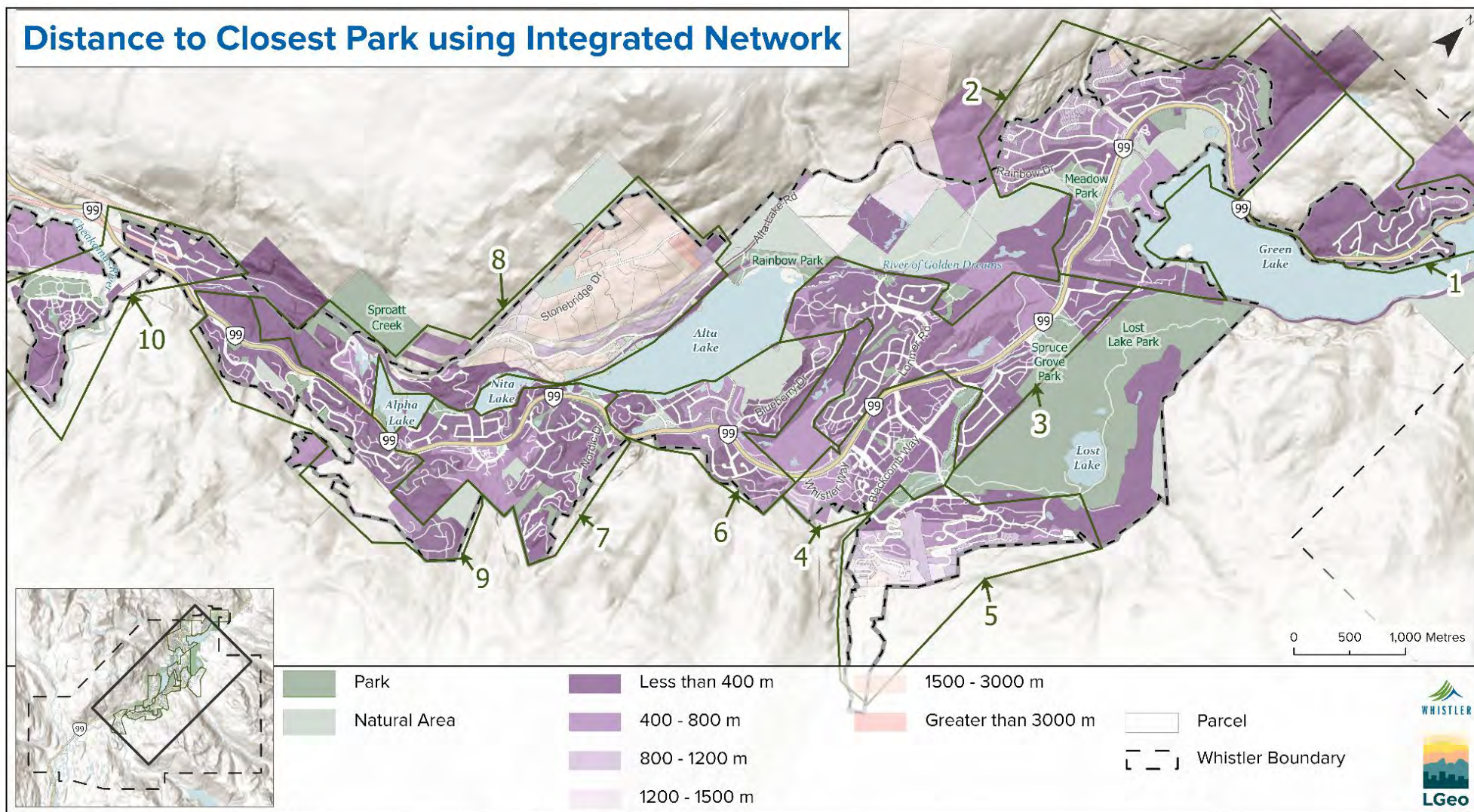


Figure A10. Access analysis showing proximity in metres to the nearest park access point using the integrated travel network.

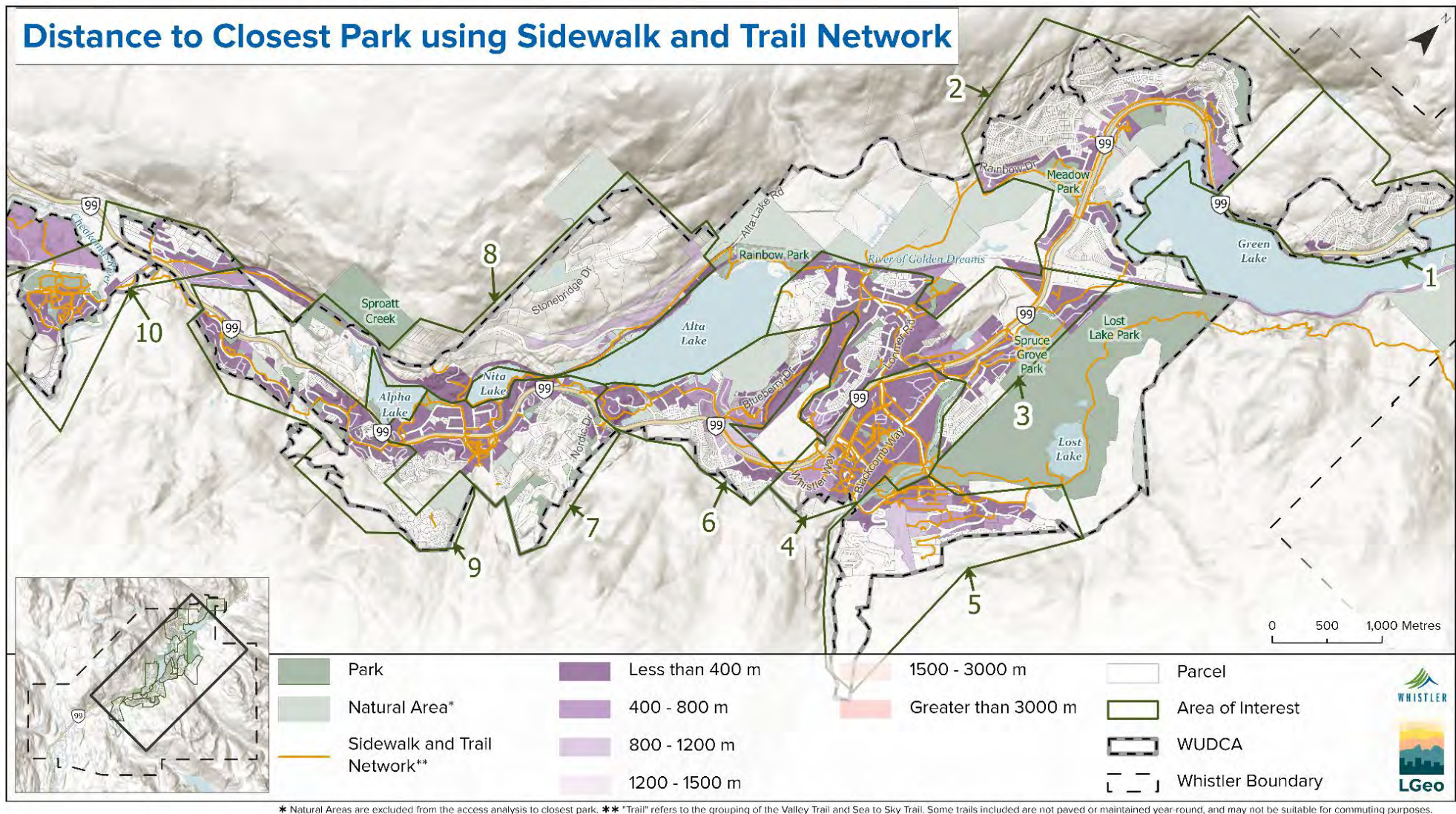


Figure A11. Access analysis showing proximity in metres to the nearest park access point using the sidewalk and trail network.

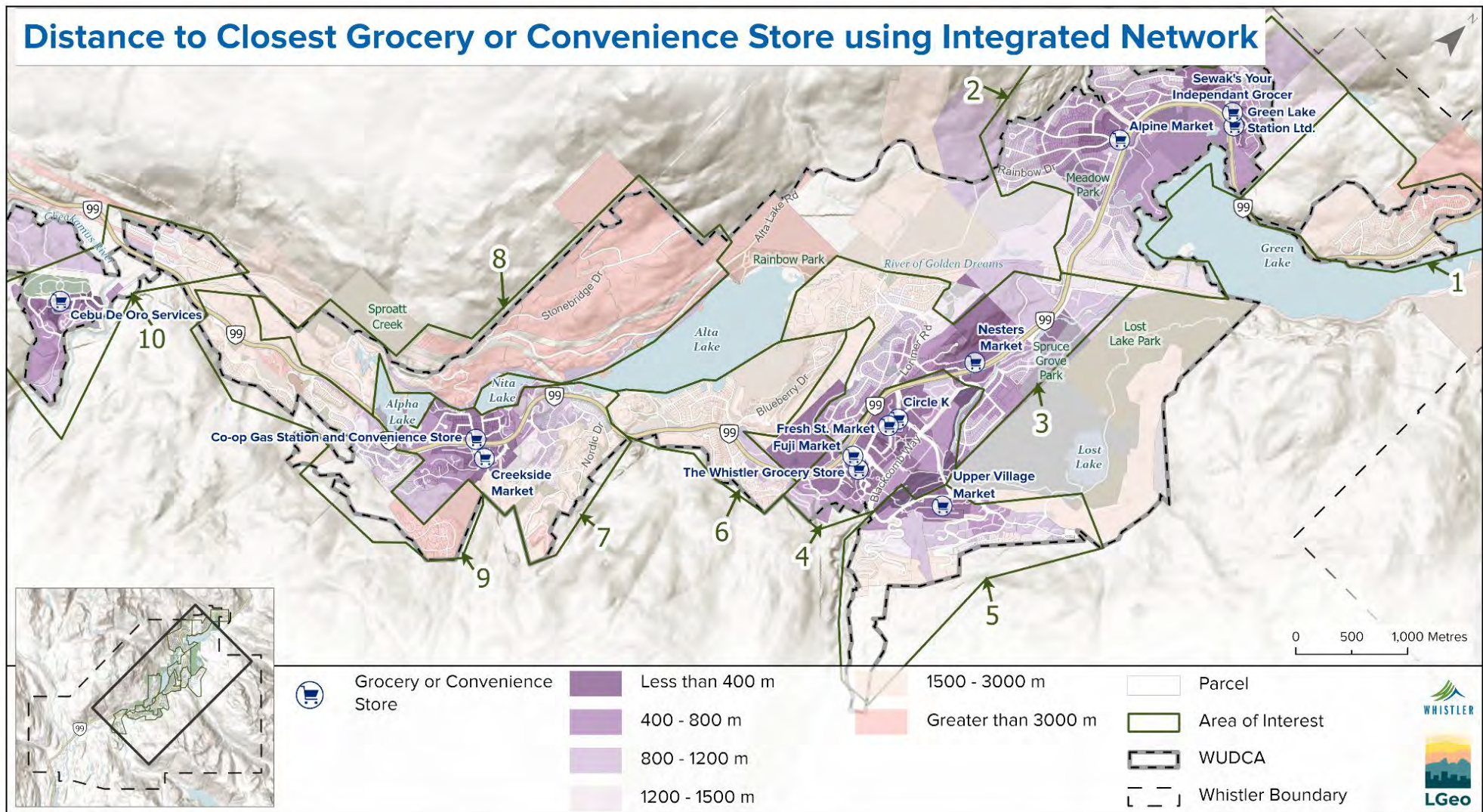


Figure A12. Access analysis showing proximity in metres to the nearest grocery or convenience store using the integrated travel network.

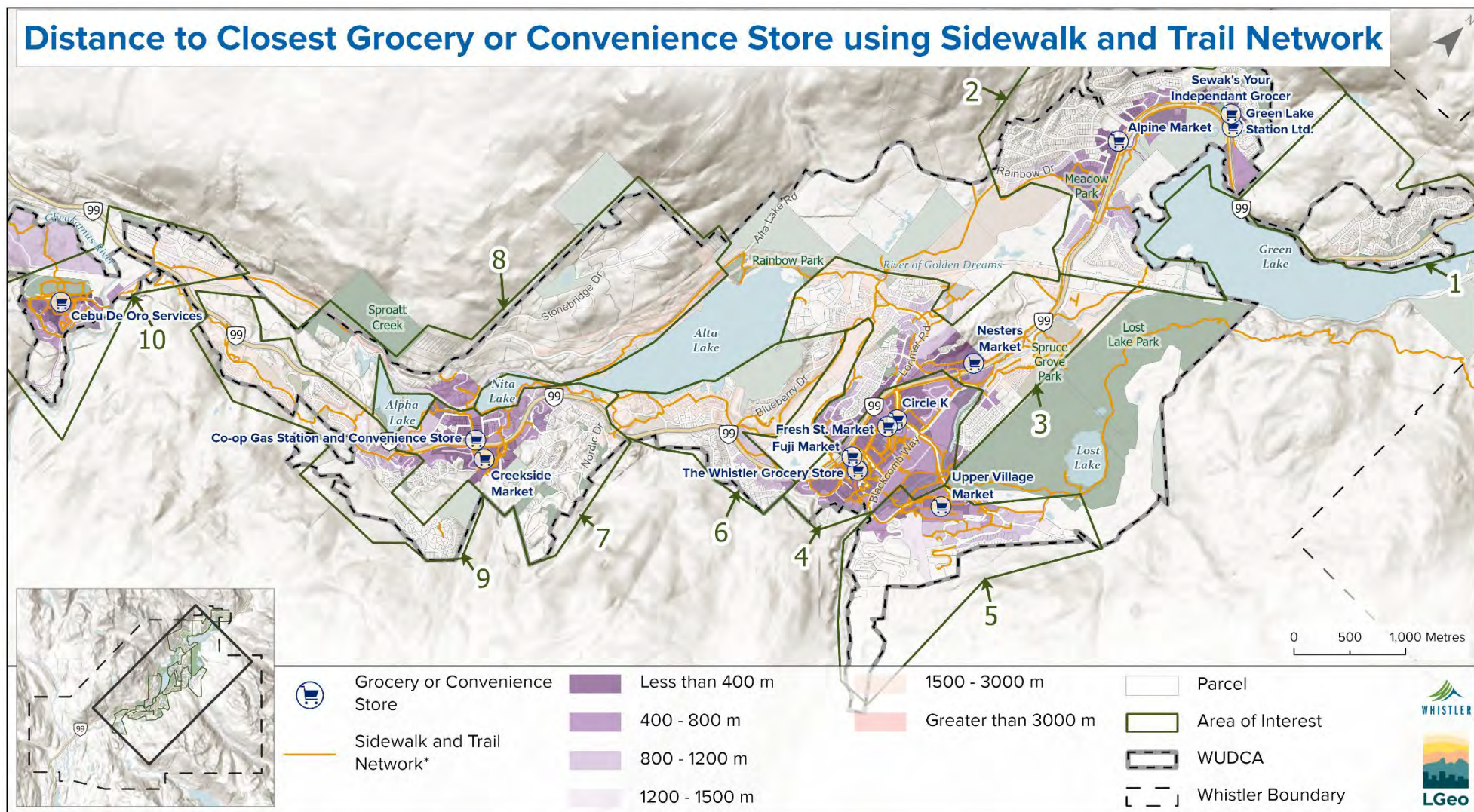


Figure A13. Access analysis showing proximity in metres to the nearest grocery or convenience store using the sidewalk and trail network.

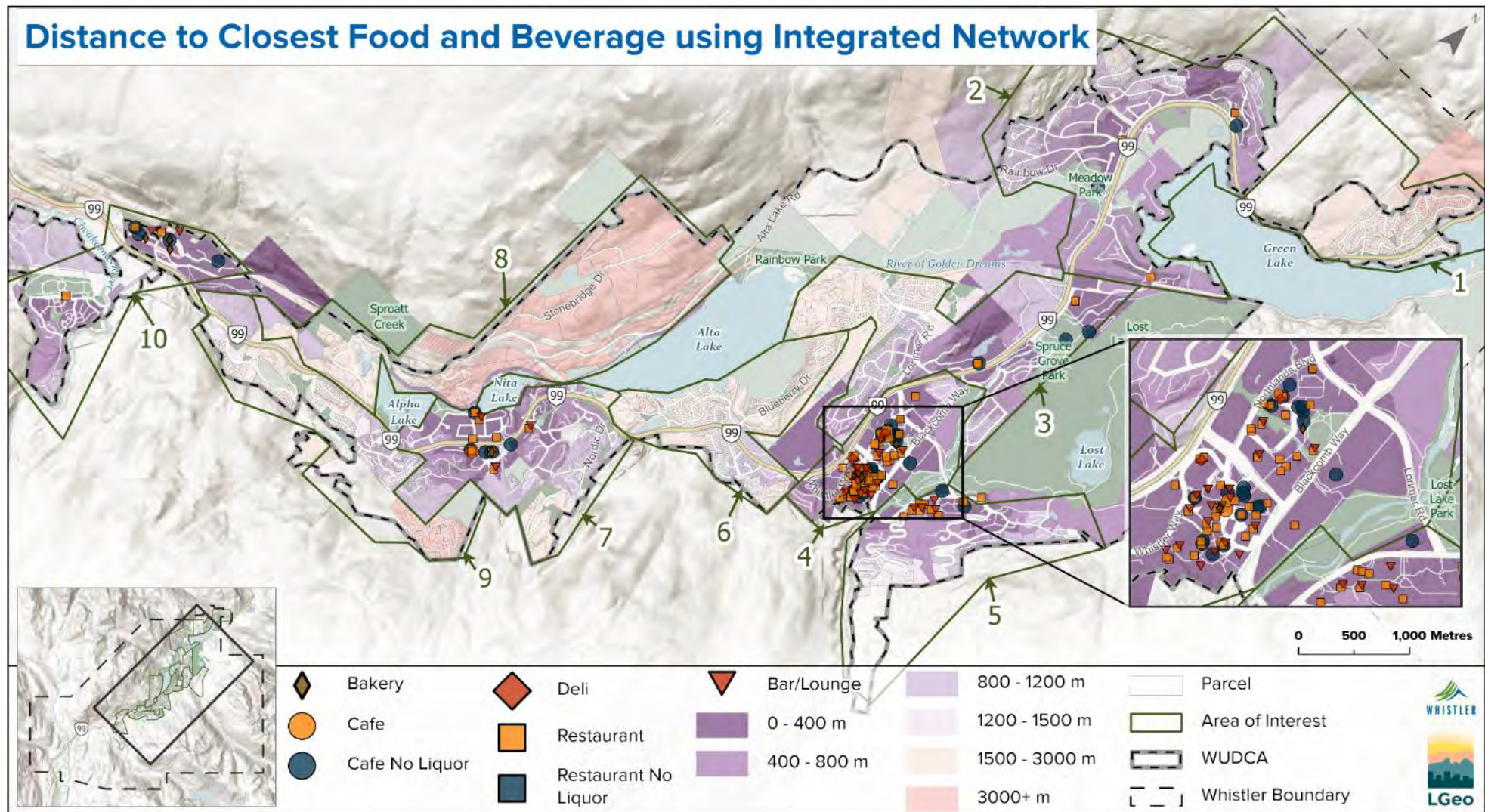


Figure A14. Access analysis showing proximity in metres to the nearest food or beverage using the integrated travel network.

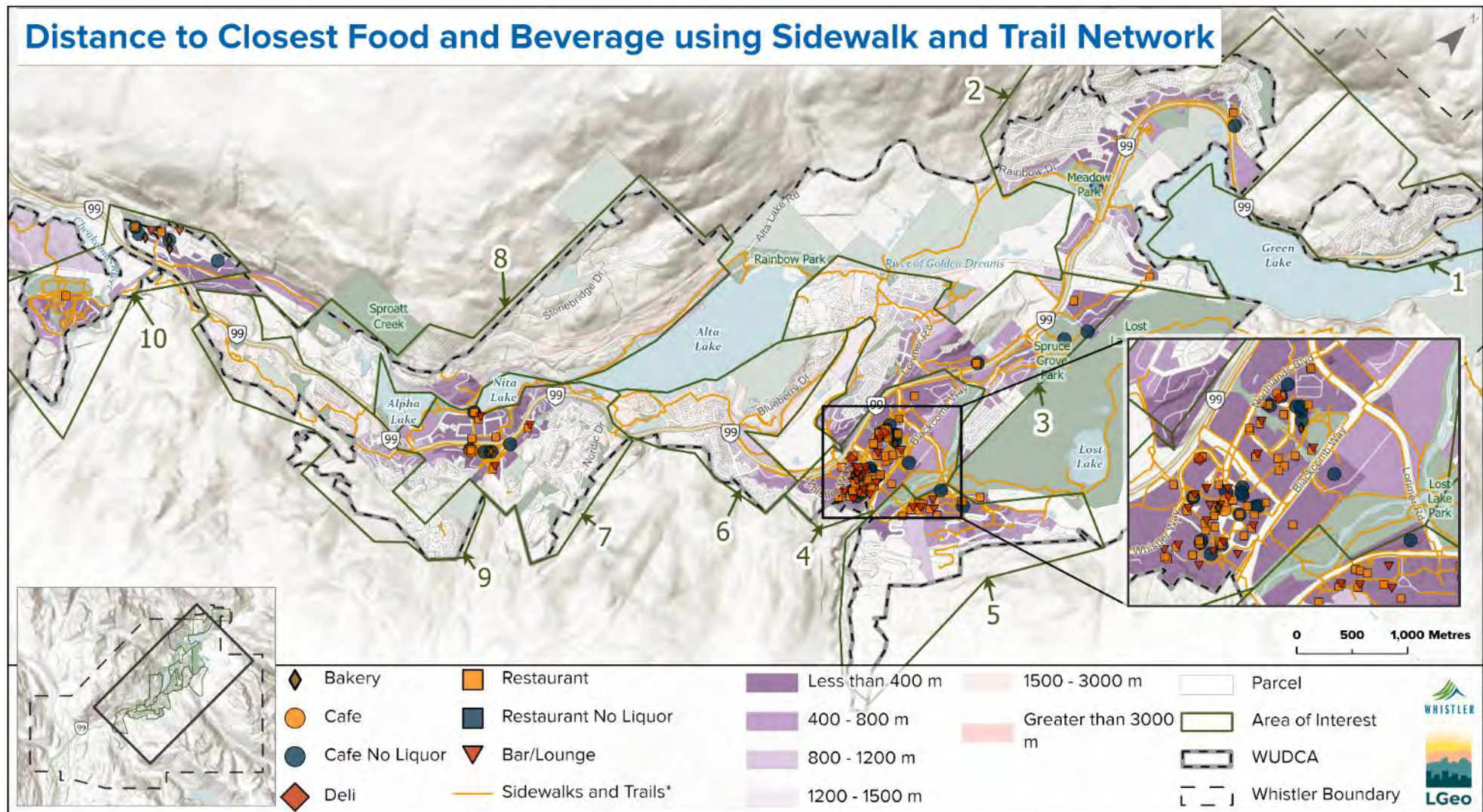


Figure A15. Access analysis showing proximity in metres to the nearest food or beverage using the sidewalk and trail network.

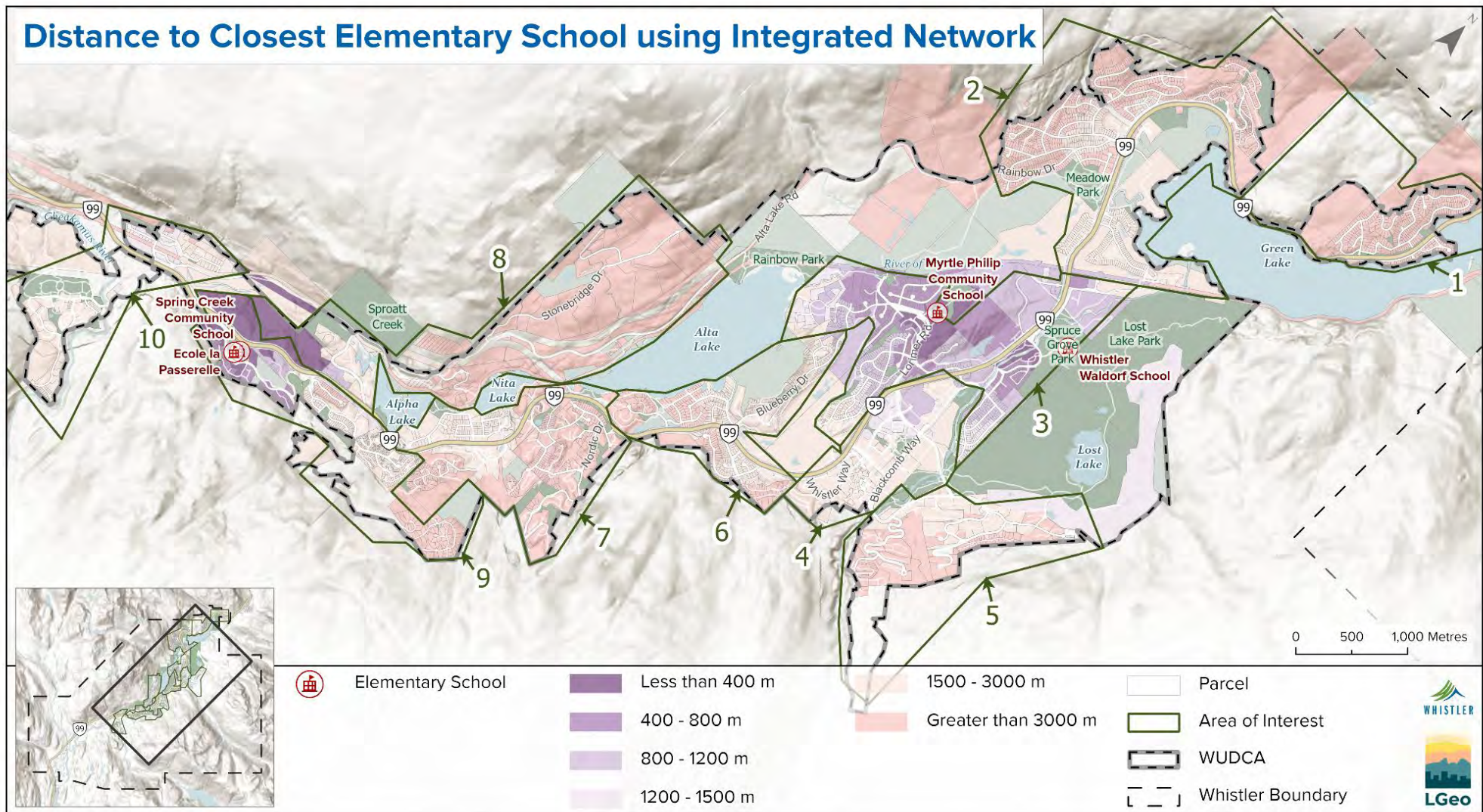


Figure A16. Access analysis showing proximity in metres to the nearest elementary school using the integrated travel network.

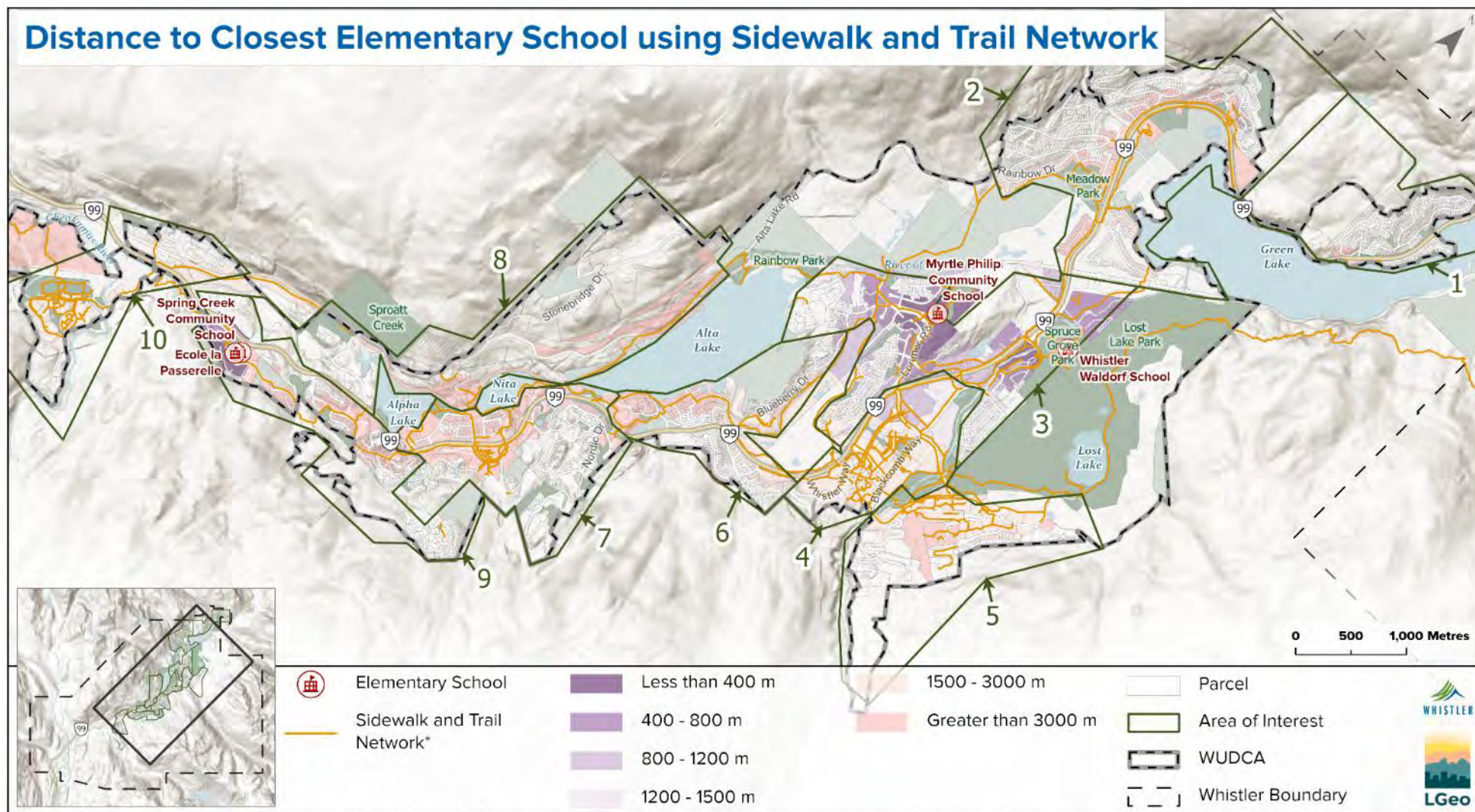


Figure A17. Access analysis showing proximity in metres to the nearest elementary school using the sidewalk and trail network.

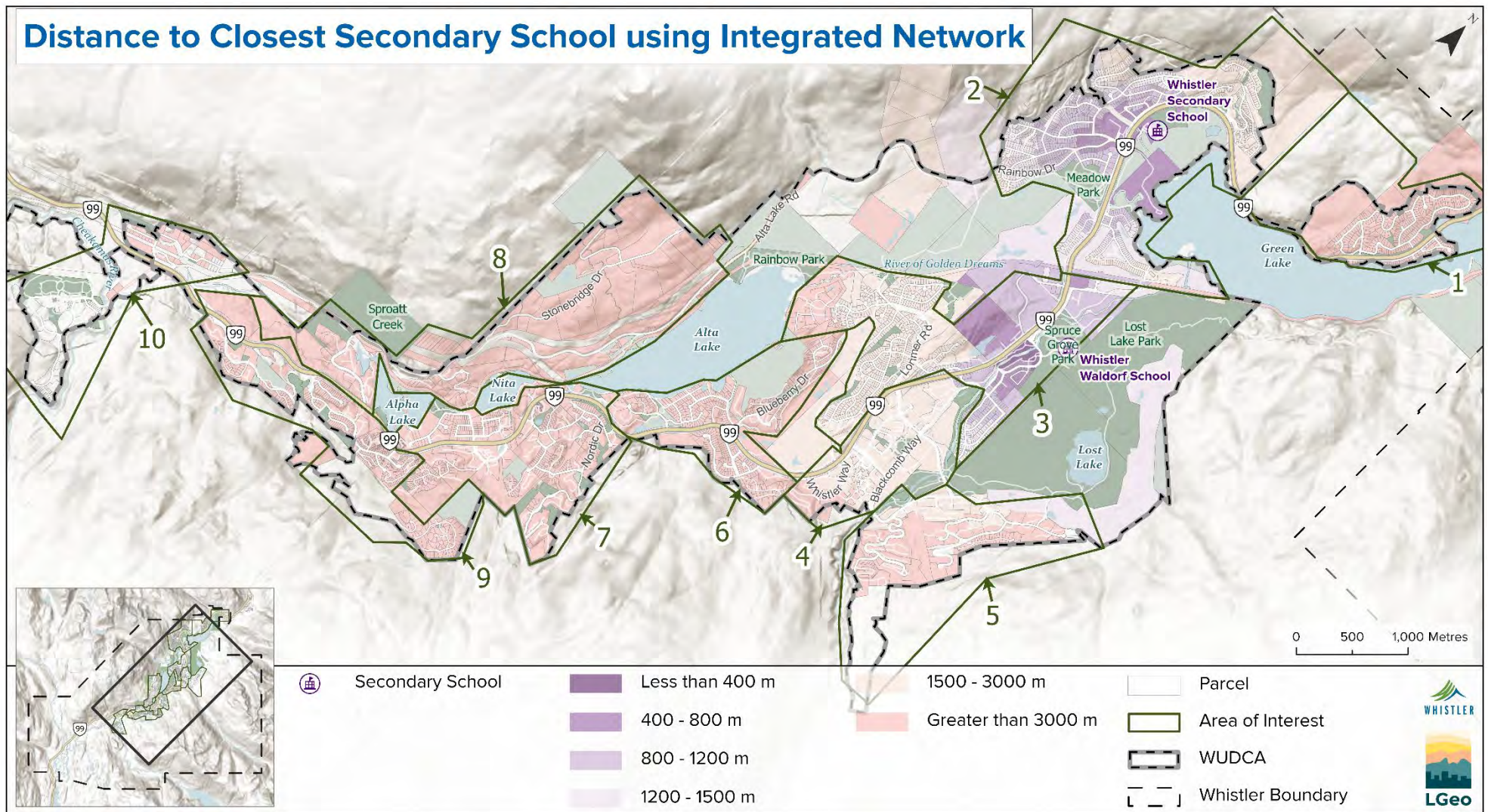


Figure A18. Access analysis showing proximity in metres to the nearest secondary school using the integrated travel network.

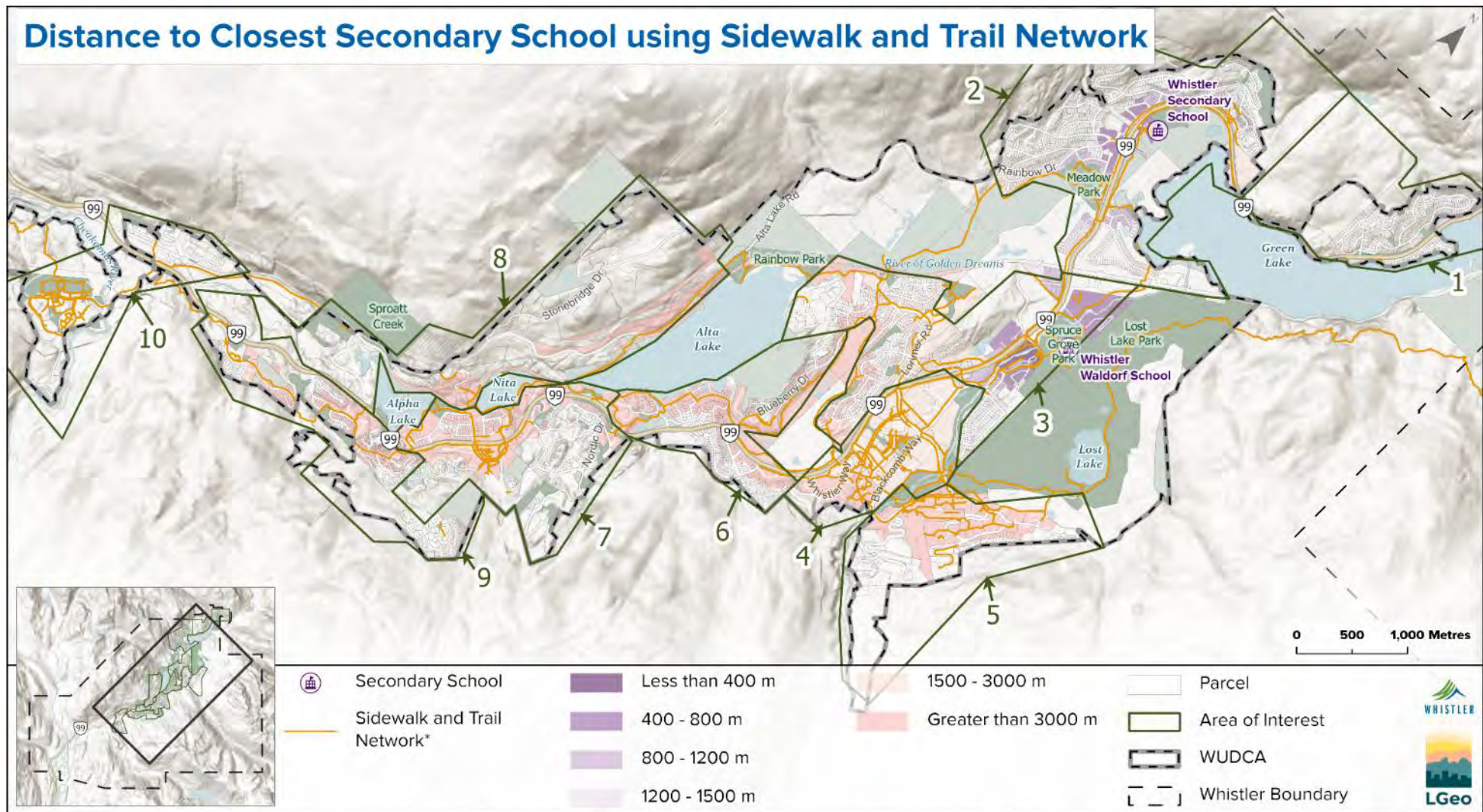


Figure A19. Access analysis showing proximity in metres to the nearest secondary school using the sidewalk and trail network.

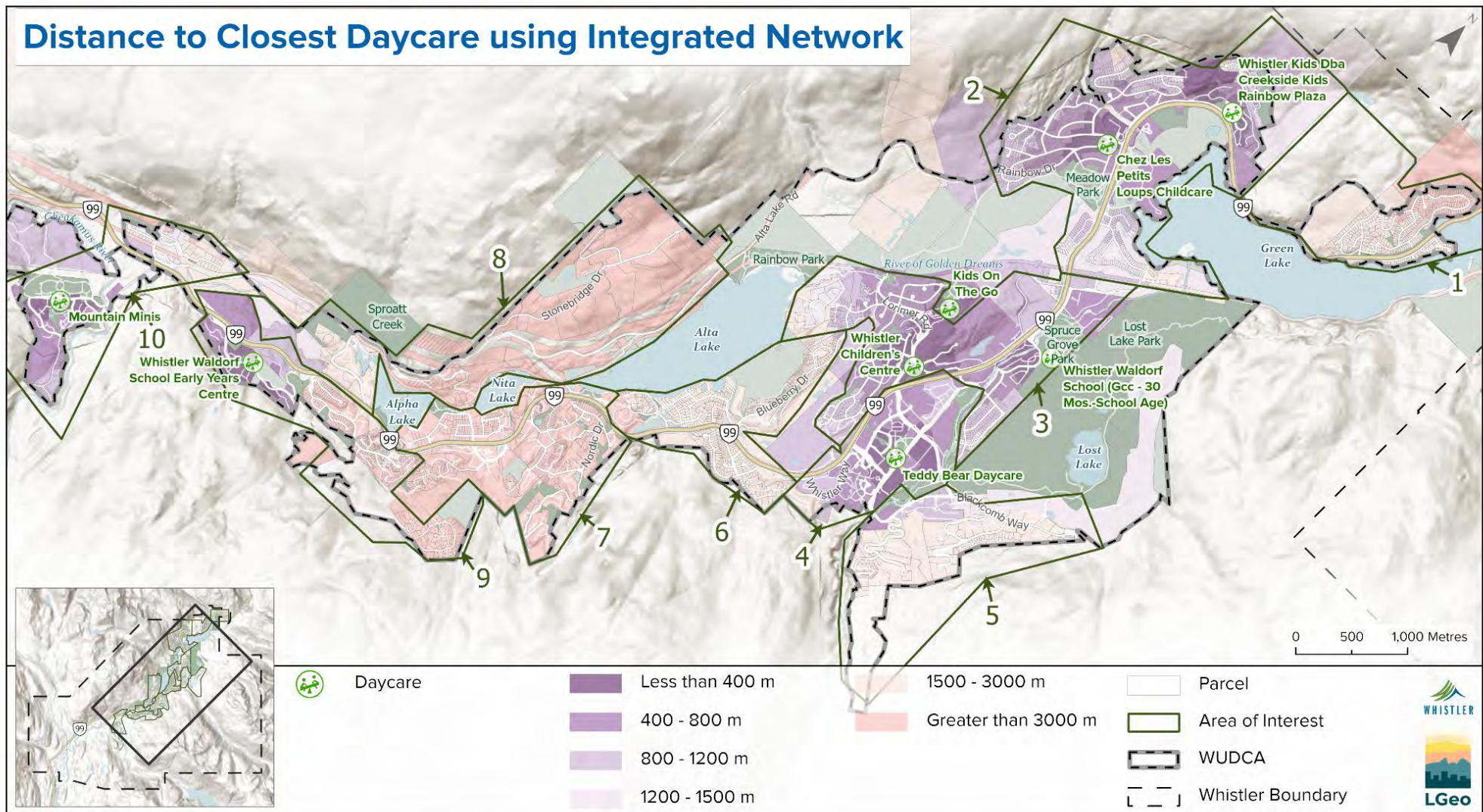


Figure A20. Access analysis showing proximity in metres to the nearest provincially regulated daycare facility using the integrated travel network.

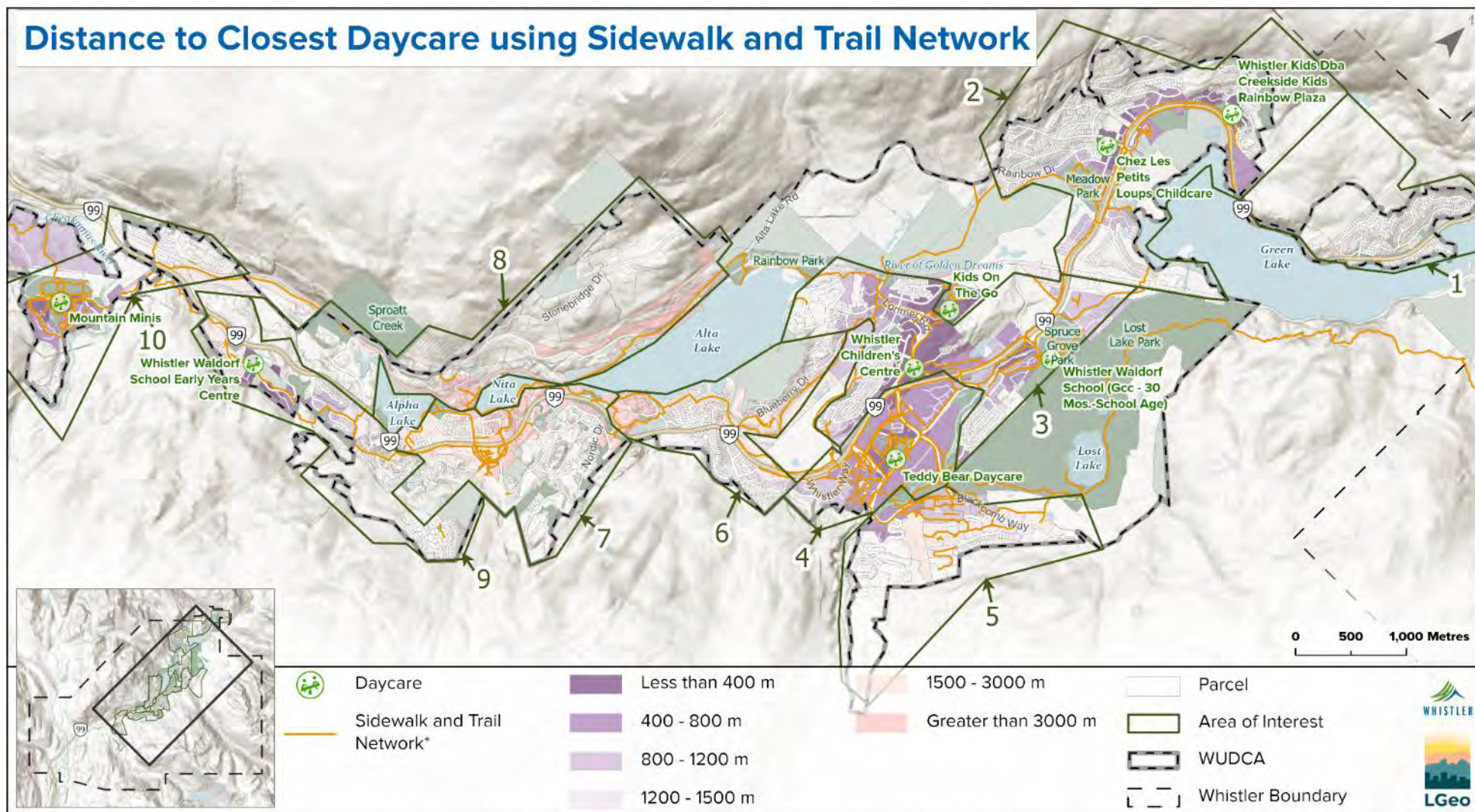


Figure A21. Access analysis showing proximity in metres to the nearest provincially regulated daycare facility using the sidewalk and trail network.

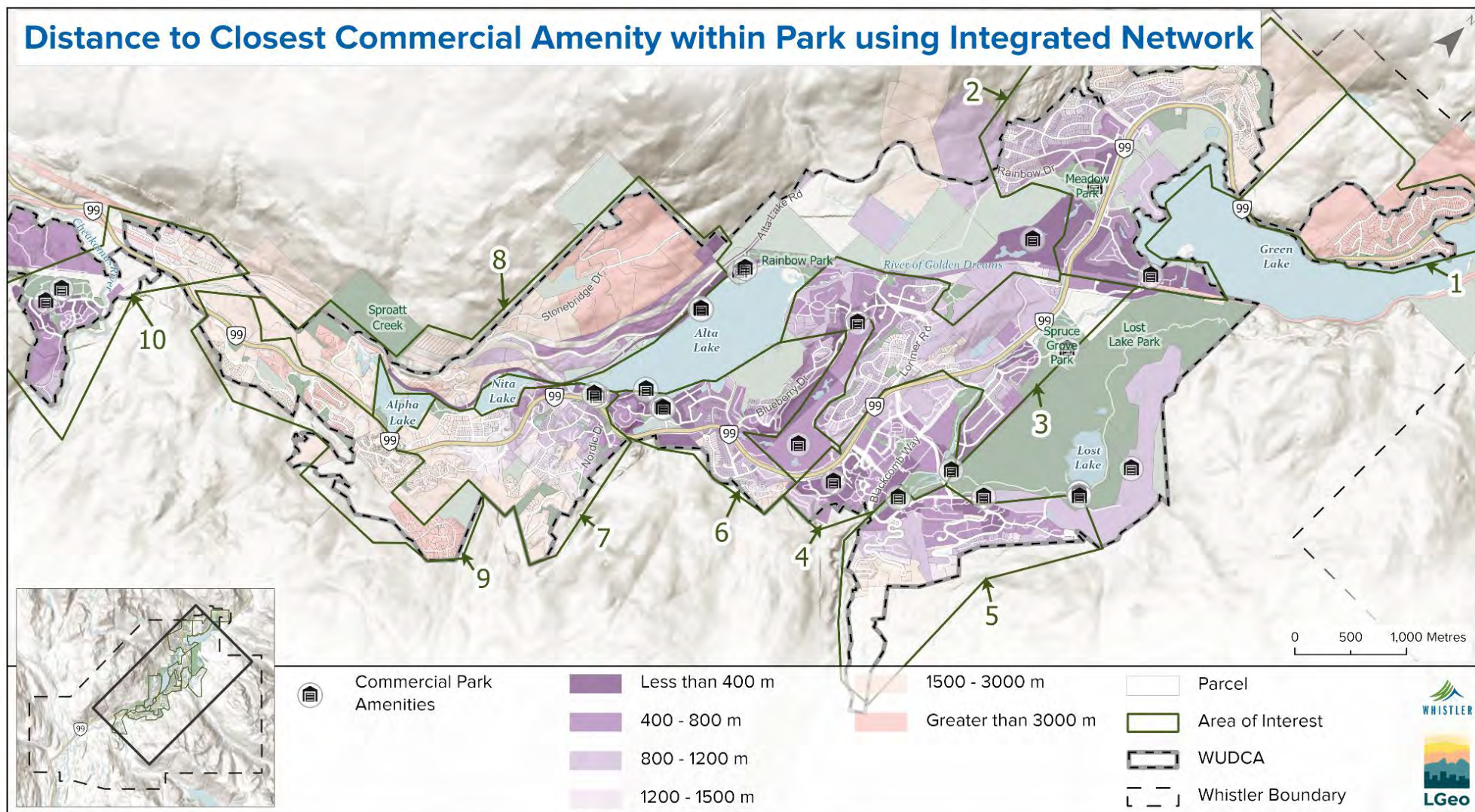


Figure A22. Access analysis showing proximity in metres to the nearest commercial amenity within a park using the integrated travel network.

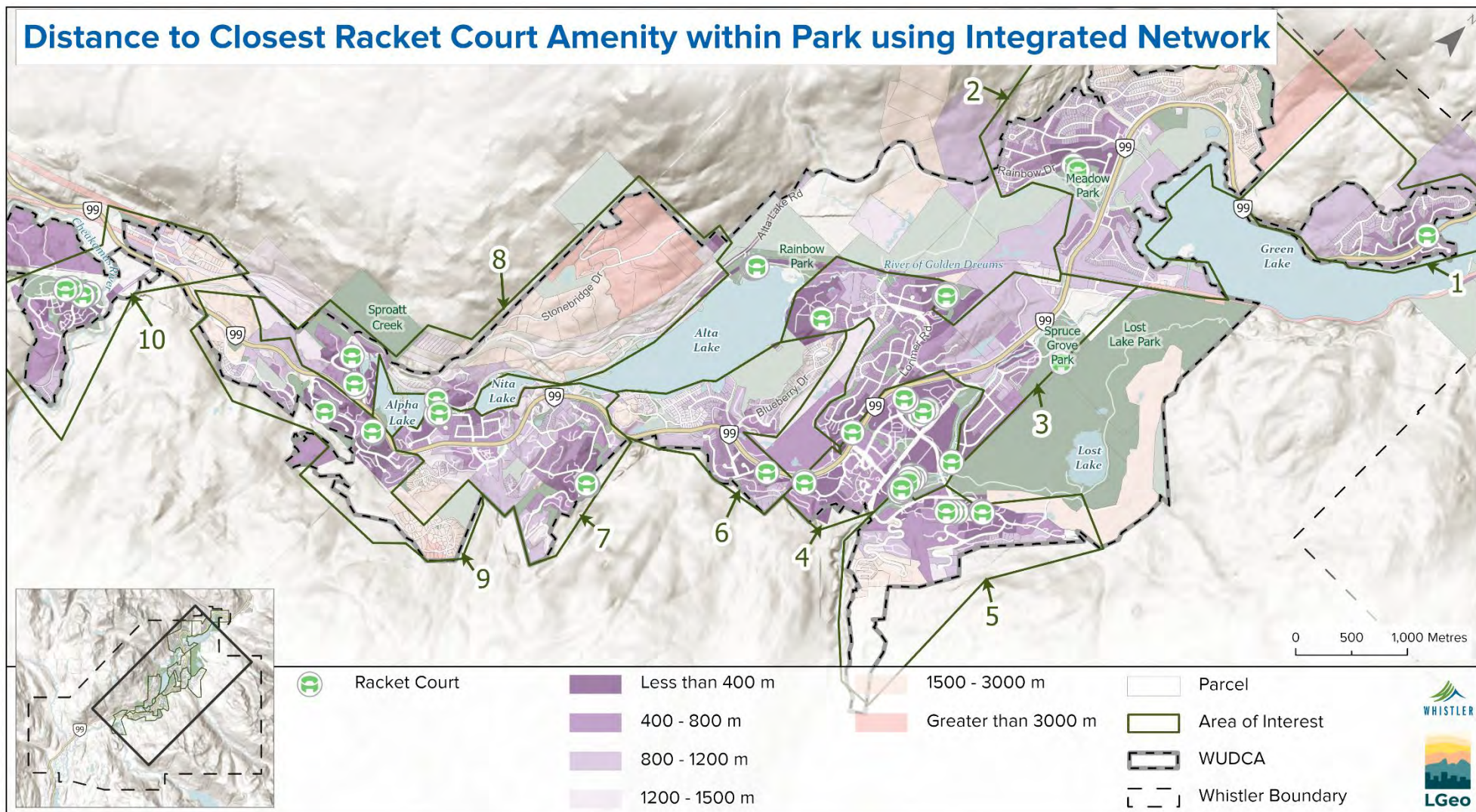


Figure A23. Access analysis showing proximity in metres to the nearest racket court amenity within a park using the integrated travel network.

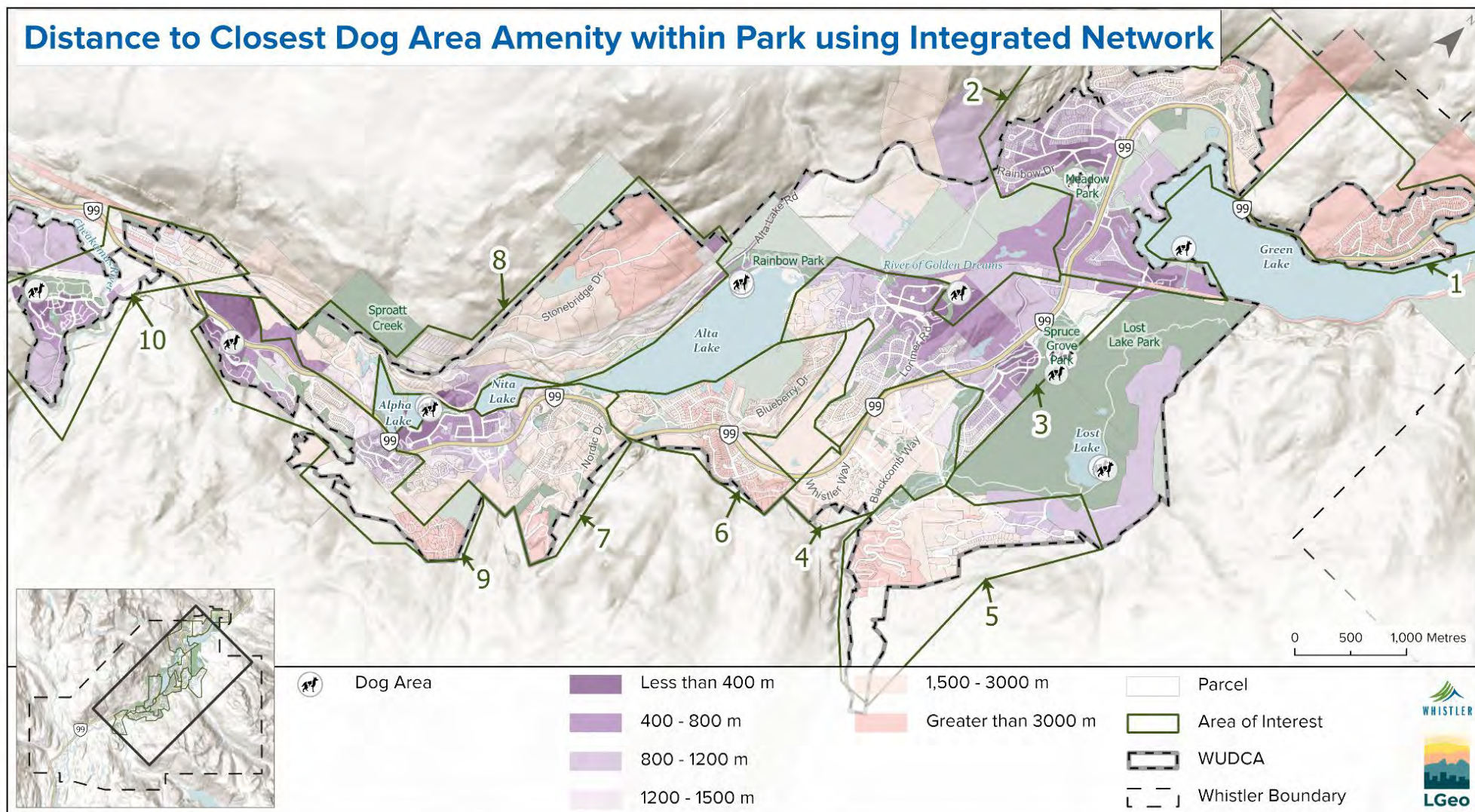


Figure A24. Access analysis showing proximity in metres to the nearest dog area amenity within a park using the integrated travel network.

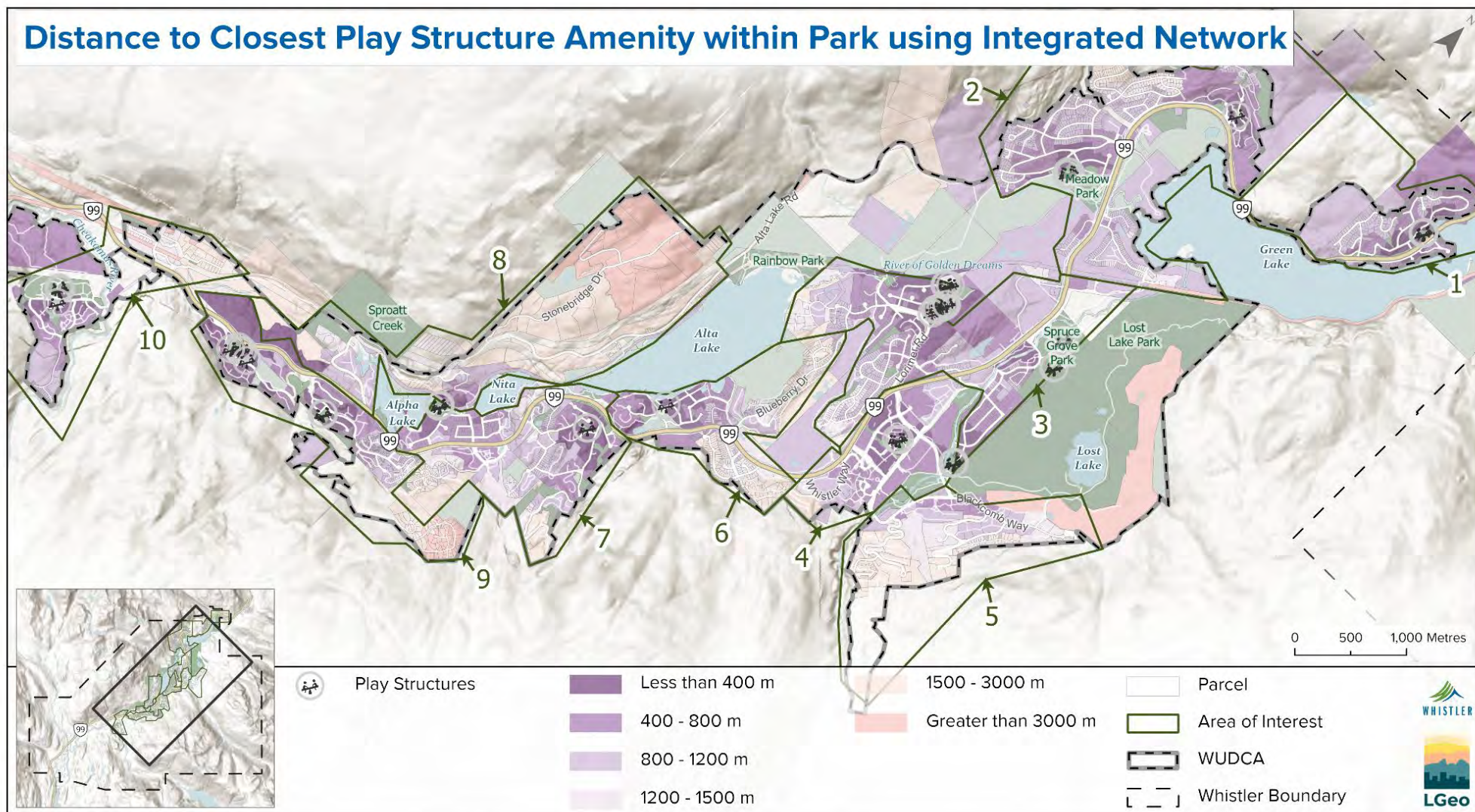
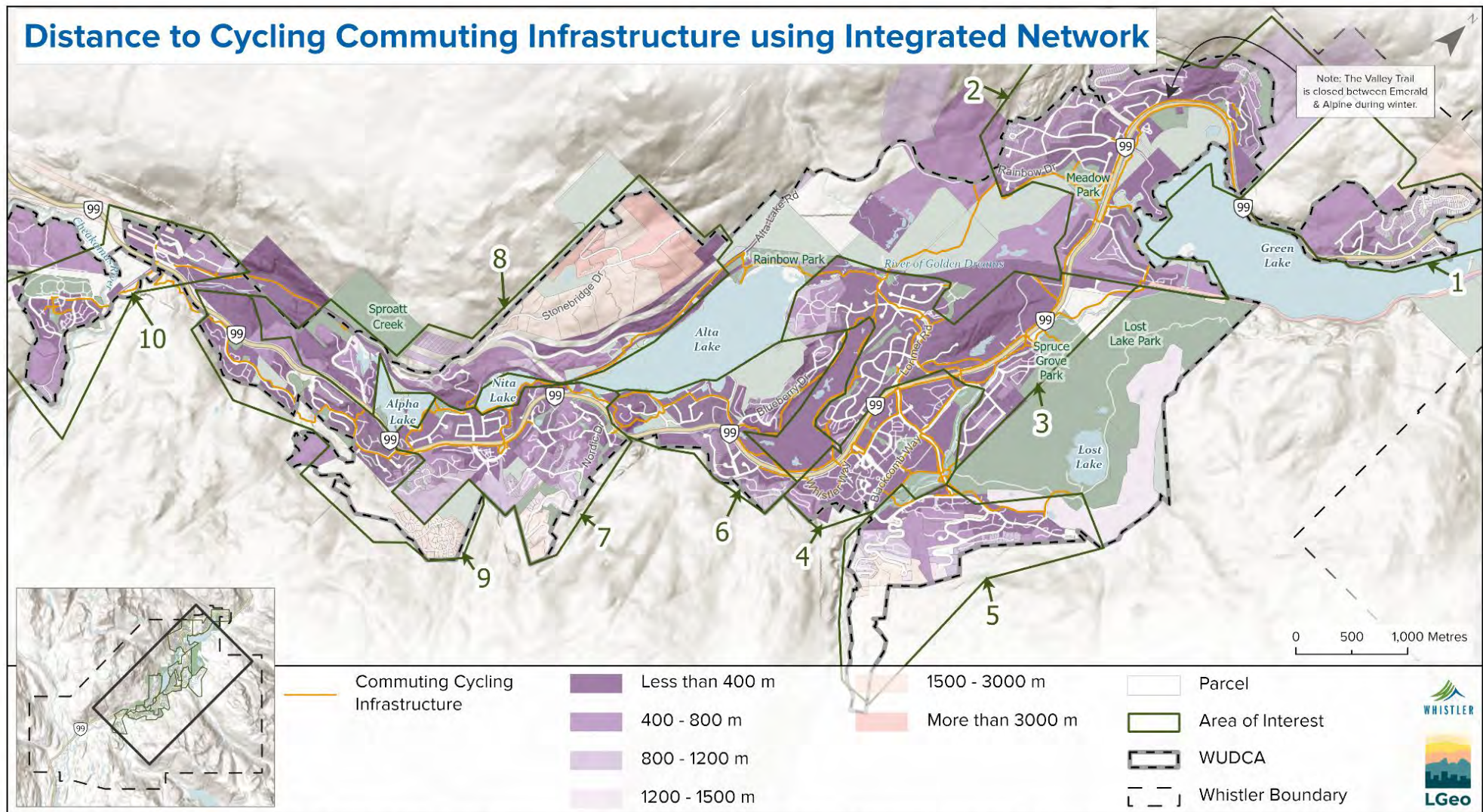


Figure A25. Access analysis showing proximity in metres to the nearest play structure amenity within a park using the integrated travel network.



* Note: "Commuting Cycling Infrastructure" refers to paved sections of the Valley Trail. Some trails included are not paved or maintained year-round, and may not be suitable for commuting purposes. This map shows summer access.

Figure A26. Access analysis showing proximity in metres to the nearest cycling commuting infrastructure using the integrated travel network.

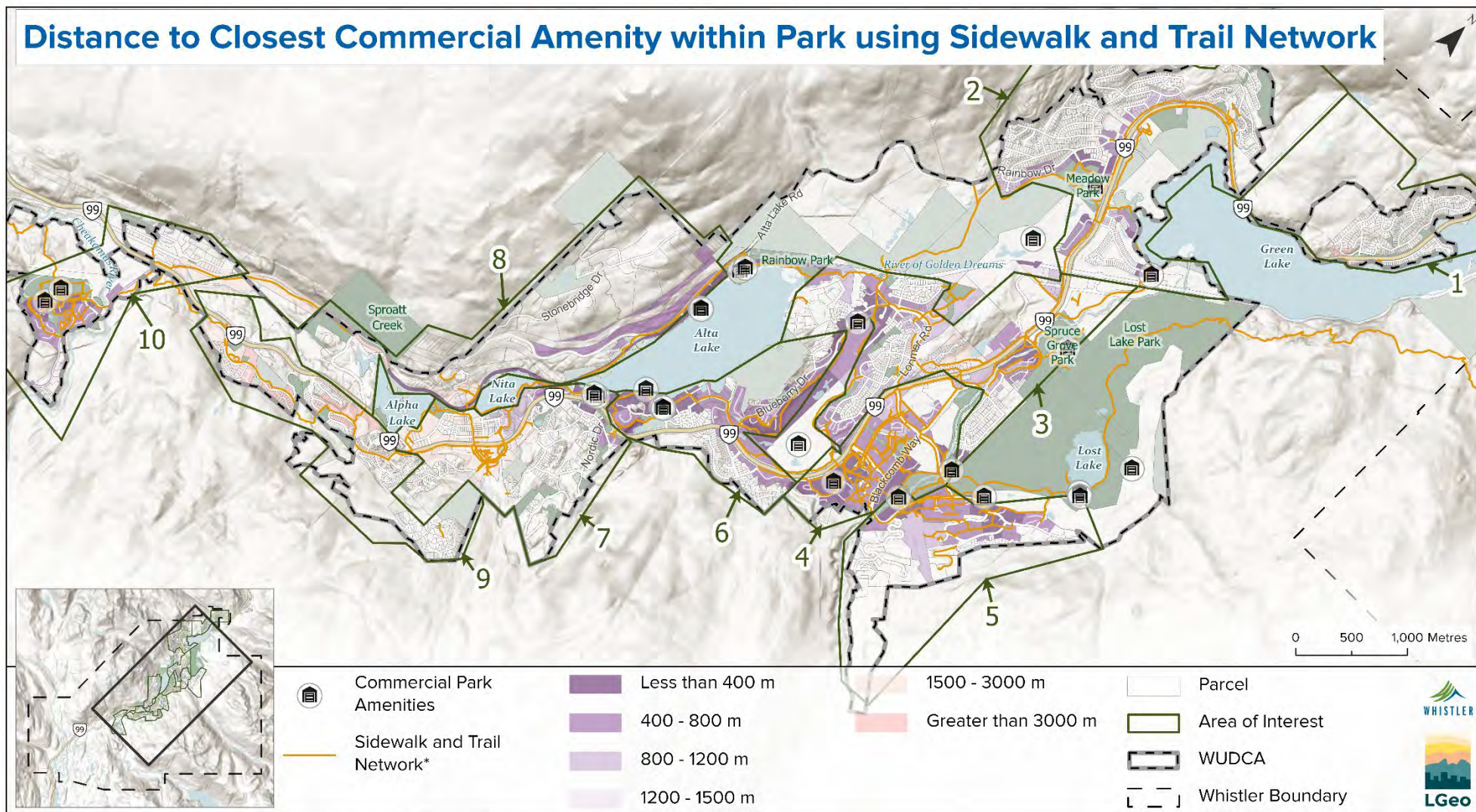


Figure A27. Access analysis showing proximity in metres to the nearest commercial amenity within a park using the sidewalk and trail network.

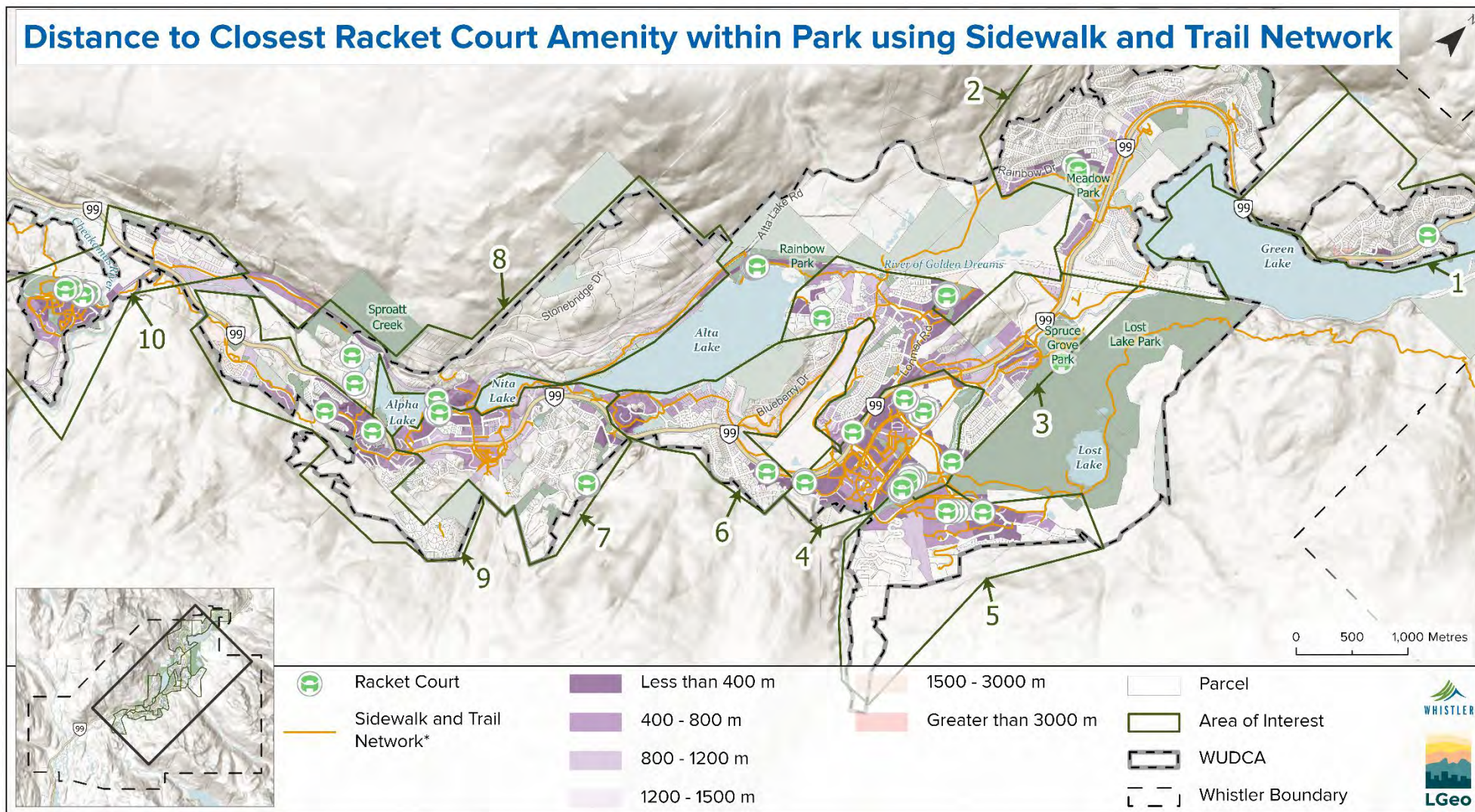


Figure A28. Access analysis showing proximity in metres to the nearest racket court amenity within a park using the sidewalk and trail network.

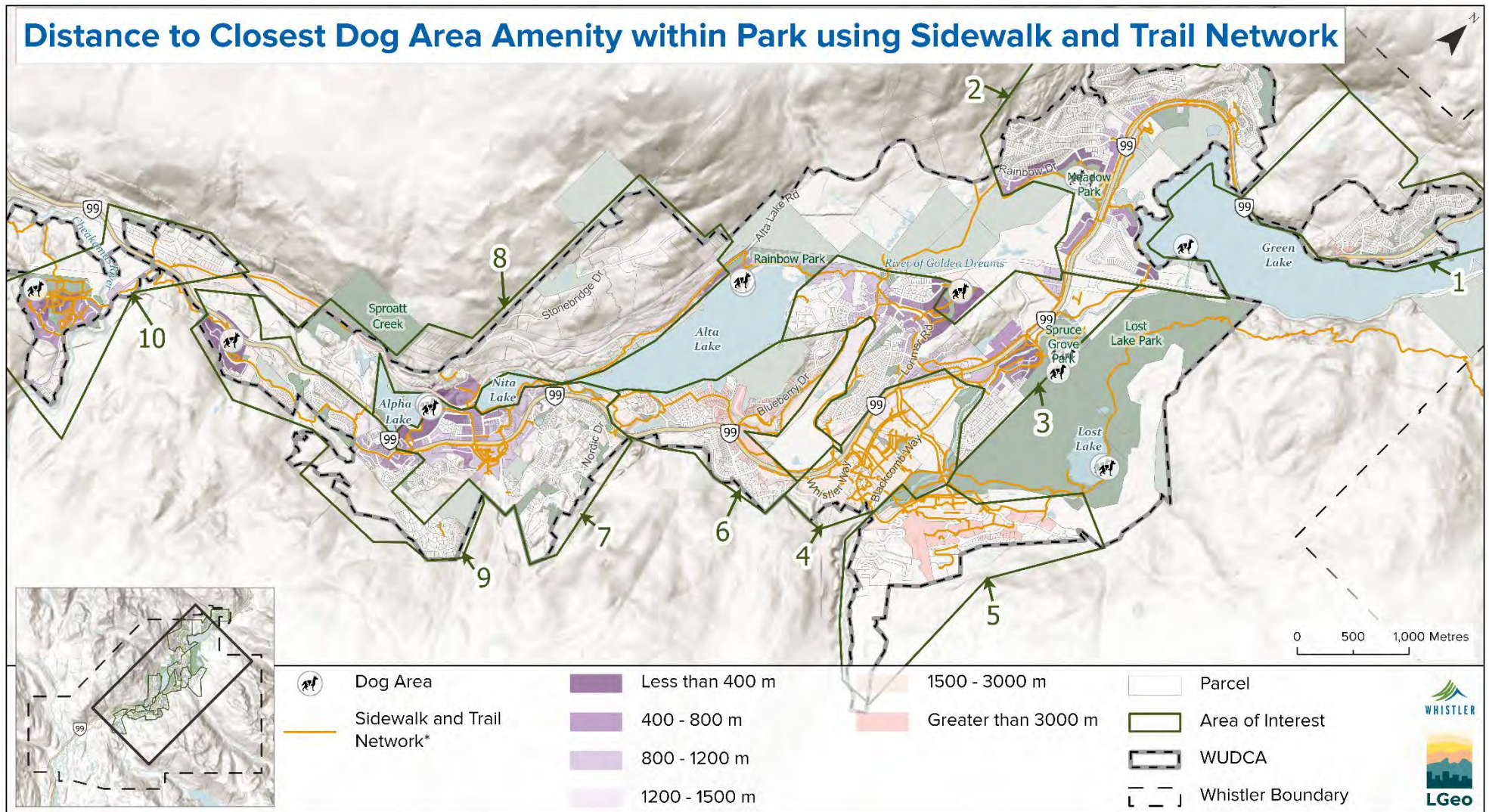


Figure A29. Access analysis showing proximity in metres to the nearest dog area amenity within a park using the sidewalk and trail network.

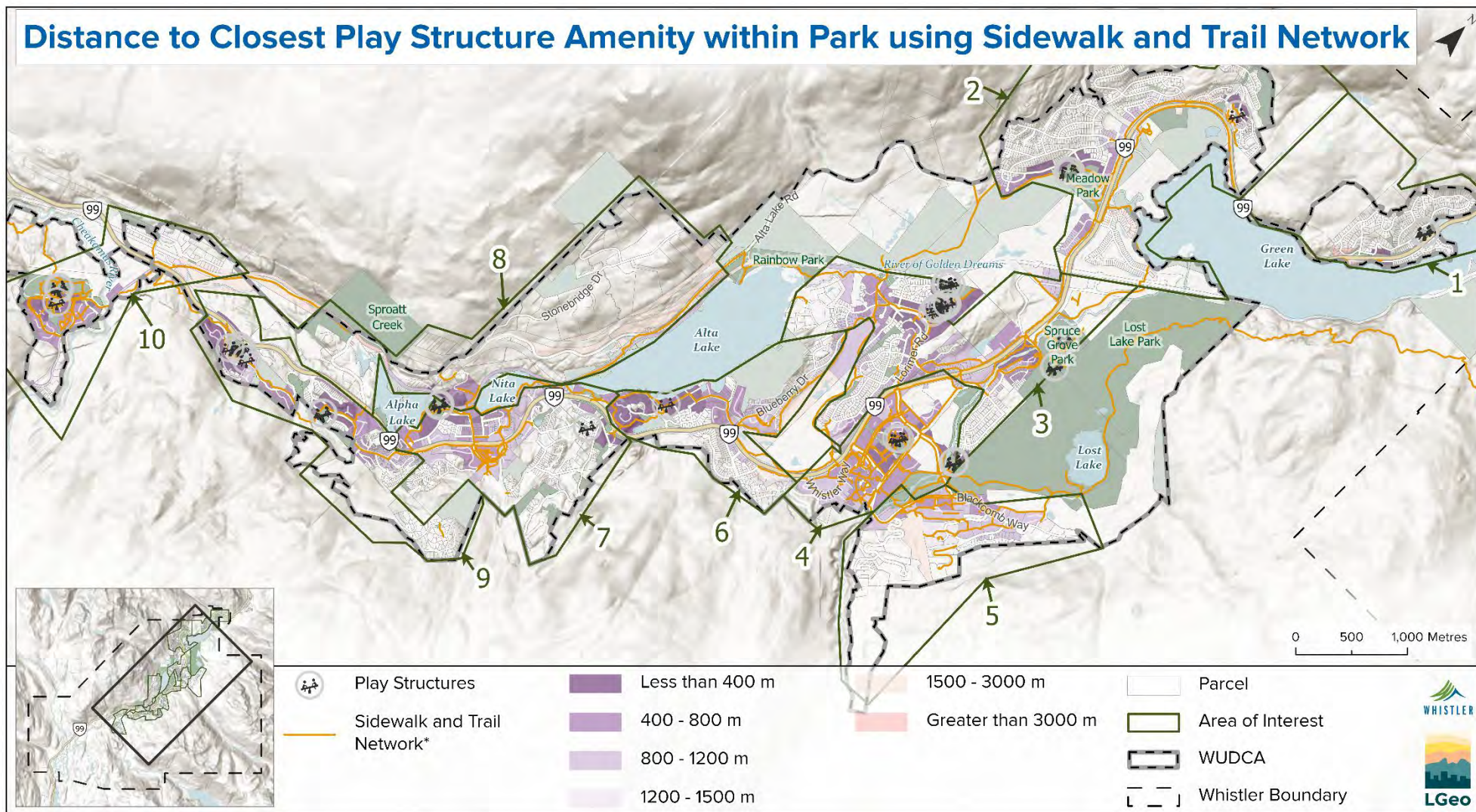


Figure A30. Access analysis showing proximity in metres to the nearest play structure within a park using the sidewalk and trail network.

Appendix B – Technical Methodology

Overall Project Methods

The first phase of this project consisted of planning, scoping, and data evaluation to confirm the RMOW's overall community specific goals and refine intended project outcomes based on available data. Early on, it was decided that the preparatory work should be carried out in full before any decision was made about proceeding to the next stage of work, to ensure alignment and feasibility.

The initial data discovery effort carried out included an assessment of a large quantity of RMOW data. This data was assessed for completeness and for suitability for use within the Complete Communities framework and related indicators. All indicators from the Complete Communities Guide were compared against all the available data. This process yielded two main outcomes. First, this exercise revealed that it was more efficient to use BC Assessment's BIR for indicator assessment rather than the RMOW's bed unit data. Second, this work yielded the following list of indicators that would be measured through the project:

- 1) Housing mix
- 2) Housing density
- 3) Redevelopment potential
- 4) Development headroom
- 5) Sidewalk coverage
- 6) Proximity to transit
- 7) Cycling network coverage, proximity to cycling infrastructure, cycling commuting infrastructure
- 8) Access to daily needs
- 9) Access to park amenities
- 10) Infrastructure assets and lifecycle costs

Subsequent to the preliminary discovery phase of work, data generation and analysis commenced. This phase of work consisted of assessing all selected indicators and reporting on them through the text and maps in this document. Further details on this phase are provided below.

Indicator Analysis Methodology

Housing

The housing analysis depended on the data from the BIR obtained from BC Assessment.

The BIR is a dataset that compiles the tax records of every assessed building within a jurisdiction. LGeo's analysis added a spatial component to the BIR by associating it to the RMOW's parcel fabric. In instances where multiple building information records exist for a single parcel, and vice versa, the data was flattened using LGeo's protocols.

An analysis of the BIR data was executed to understand the current conditions in the community. This work is impactful for planning purposes as it indicates the overall supply and diversity of housing in the area. The housing indicators selected for the project were housing mix, housing density, redevelopment potential, and development headroom (a component of the redevelopment potential score). Each of these is discussed further below.

Housing Mix

The methods for this metric involved summing the total number of residential dwelling units inside each Area of Interest by dwelling type (single detached, single detached with suites, rowhouse / ground oriented, and apartments). Using these totals, the project team calculated Simpson's diversity index following the equation below where n is the total number of units of a given type and N is the total number of units across all types:

$$\text{Diversity Index} = 1 - (\sum n(n-1) / N(N-1))$$

Simpson's diversity index values range from 0 to 1. A value of 0 signifies no diversity, and a dominance of one housing type. A value of 1 represents high diversity with an even mix of housing types.

Housing Density

Housing density is calculated from the total dwelling units within an Area of Interest compared to its gross area (including roads, parks, etc.). This measure is communicated as the number of dwelling units within one hectare.

Development Headroom and Redevelopment Potential

To anticipate locations of potential dwelling increases, the project team calculated a redevelopment score. Essentially, a ranking system is created based on how likely a residential parcel is to redevelop in comparison to other parcels in Whistler, based on available assessment data. This redevelopment score can be used to determine the order of development, and consists of four core components and assumptions listed below.

1. **Improvement to Land Score:** A low value building on expensive land is more likely to redevelop (derived with BIR baseline data);
2. **Year Built Score:** Older buildings are more likely to redevelop (derived with BIR baseline data);
3. **Low Density Score:** A small building on a large parcel is more likely to redevelop (derived by comparing BIR baseline data to spatial buildable area (parcel area minus constrained area)); and
4. **Development Headroom:** A parcel with significant remaining density is more likely to redevelop than one that is built out (derived from BIR floor area less existing GFA allowable under current zoning).

For every parcel each of these score components was normalized from 0 to 1 and then summed. Scores were then separated into classes (High, Medium-High, Medium, Low-Medium, and Low) based on quantiles that allow us to compare a parcel's redevelopment potential to other parcels in the community as a whole and within each Area of Interest. A further step was taken to identify vacant parcels with residential zoning, which are assumed to be high in redevelopment potential. Vacant parcel identification was based on two factors: a lack of assessment data and residential zoning.

Of note, this model only applies to residential parcels, as the component scores above do not apply in the same way to non-residential parcels. This is a gap in the methodology – it is known that non-residential parcels are also available for residential redevelopment; however, those instances should be evaluated on a case-by-case basis rather than a model as presented above, as it is too prescriptive for the varying nature of non-residential to residential conversions.

Transportation

The transportation indicators selected for the project focused on public transit locations, walking networks, and cycling networks to provide insight into access to frequent travel using existing infrastructure and options for automobile alternatives.

Walking and cycling networks were assessed by dividing the length of the linear network (sidewalks and commuting cycling infrastructure respectively) by the length of the road network in each Area of Interest.

Proximity to transit measures the average walking distance from dwelling units to existing public transit infrastructure, specifically to bus stops. Bus stops and routes are available to download from BC Transit. Proximity is analyzed from BC Assessment dwelling units to bus stops using a technique called network analysis and an integrated travel network that is created from roads combined with sidewalks and trails.

To create the integrated travel network, LGeo compiled three datasets provided by the RMOW and formatted them into a single network dataset. Sidewalks were supplied as polygon features, from which LGeo generated centrelines for use in the network. The Valley Trail was provided as a polyline feature class, representing their width; similarly, centrelines were derived to represent trail alignments. The RMOW also provided a road centreline dataset, which was incorporated directly. Before merging, each feature was attributed in separate fields with its potential uses (road, trail, or sidewalk), enabling future filtering and analysis. This step also allowed for overlapping uses, such as Valley Trail / sidewalk hybrids adjacent to roads, to be accounted for. The combined dataset of sidewalks, trails, and roads formed the integrated travel network. From this, a subset consisting solely of road features was extracted to create the road network. In addition, exclusively paved sections of the Valley Trail were extracted to create the cycling commuting network. The sidewalk and trail network consists of all non-road features.

Daily Needs

Access to daily needs measures how easily a resident can reach a variety of amenities. The project team refined the definition of daily needs to include the following: schools (elementary and secondary); daycares; parks (and specific amenities within them, including racket courts, dog areas, commercial features, and play structures); grocery and convenience stores; and food and beverage outlets.

The amenities were gathered using Open Data BC for schools and daycares, municipal data for parks, and current Whistler business licences operating with a Whistler address for grocery and convenience as well as food and beverage. All amenities were categorized into cohesive layers, then further refined through attribution.

Each amenity within each daily needs category was analyzed using the same network analysis technique described in the Transportation section above. This method considers network-based distances from origins to destinations. More succinctly, the project team determined the road-length distance from all residential parcels in Whistler to each of the destinations described above. The composite score was calculated by summing the normalized distances for each of the above criteria.

To finalize access totals, distances were calculated along both the integrated and road networks for each parcel-to-indicator pair. When the distance along the integrated travel network was less than 1,500 m, the shorter of the two distances (integrated or road) was retained to reduce the

effect of larger snapping tolerances often associated with road-only networks. When the integrated travel network distance was 1,500 m or greater, the road network distance was used exclusively, reflecting a likely shift to vehicular travel for longer trips. These finalized distance values were then joined back to the parcel dataset, enabling parcel-level analysis of access to each indicator.

A similar methodology was applied for active transportation routes, using a network composed exclusively of sidewalks, and multi-use trails. Distances were calculated along this network and joined to the parcel fabric, but only parcels within 100 m of these features were included to avoid errors from distant parcels snapping to the network.

Infrastructure

Infrastructure asset lifecycle costs was chosen as the metric to assess this lens. This metric measures the total lifecycle cost for the water, sewer, and storm / drainage system assets. Lifecycle costs refer to the total expenses associated with the ownership, operation, maintenance, rehabilitation, and eventual replacement of infrastructure assets throughout their entire service life. The quantity of assets and their attribution for sanitary, water, and drainage / storm infrastructure systems was assessed, and the number of remaining attributes that need to be collected or assigned to individual assets such that they can be used for infrastructure modeling in the future were identified.