

**RESORT MUNICIPALITY OF WHISTLER**

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## STAFF REPORT TO COUNCIL

**PRESENTED:** December 2, 2025  
**FROM:** Planning Department  
**SUBJECT:** 2023-2024 COMPLETE COMMUNITIES PROGRAM GRANT – FINAL REPORT

**REPORT:** 25-093  
**FILE:** 1855-20-0505

### RECOMMENDATION FROM THE CHIEF ADMINISTRATIVE OFFICER

**That** the recommendation of the General Manager of Climate Action, Planning and Development Services be endorsed.

### RECOMMENDATION(S)

**That** Council receive the Complete Communities Report written by Licker Geospatial Consulting Ltd., attached as Appendix A to Administrative Report No. 25-093.

### PURPOSE OF REPORT

The purpose of this report is to present Council with the final report for the 2023-2024 Complete Communities Program Grant (Final Report). The Final Report provides a geospatial assessment of the lands within the Whistler Urban Development Containment Area (WUDCA). It is the outcome of a project conducted by municipal staff with Licker Geospatial Consulting Ltd. (LGeo).

☒ Information Report ☐ Administrative Report (Decision or Direction)

### DISCUSSION

#### **Background**

The 2023-2024 Complete Communities Program (Program) aims to support communities to carry out assessments that will inform land use decision-making. The Ministry of Housing provided \$10M in funding across B.C. and the Union of B.C. Municipalities (UBCM) administers the Program. The Program supports assessments of current community completeness that consider at least three of the following four lenses: housing, transportation, daily needs and infrastructure. For the purposes of the Program, complete communities are described as:

*...communities – or areas within a community – which provide a diversity of housing to meet identified community needs and accommodate people at all stages of life, and provide a wider range of employment opportunities, amenities, and services within a 15-to-20-minute walk.*

Further information on the grant is provided in the Program and application guide, which is attached to this report as Appendix B.

On June 20, 2023, Council passed the following resolution through [Administrative Report No. 23-067](#):

*That Council endorse and authorize staff to submit an application to the Union of B.C. Municipalities' (UBCM) 2023/24 Complete Communities Program for a grant to undertake a geospatial land use assessment of the lands within the Whistler Urban Development Containment Area; and if successful, direct staff to provide overall grant management in accordance with the UBCM's grant requirements as attached in Appendix A to this Administrative Report No. 23-067.*

The Resort Municipality of Whistler (RMOW) subsequently received a \$120,051 grant to carry out the geospatial assessment.

The completion of the Final Report also supports an action in the RMOW's [Housing Action Plan](#) related to applying for government grants and partnerships. The data, mapping, and analysis is anticipated to further contribute to the Municipal Land Strategy and larger Official Community Plan (OCP) review to be undertaken in the next three years.

### **Analysis**

The project activities leading to the Final Report and mapping were informed by the Program and application guide and included the following:

- **Phase 1:** Defining the project team, resources and goals; and collecting, compiling and updating data.
- **Phase 2:** Conducting spatial analysis of housing, daily needs, transportation and infrastructure lenses individually and in relation to each other; assessing strengths, opportunities and challenges for becoming more complete; and assessing small parcels, parcel remainders, street ends, boulevards, and unsubdivided land for potential suitability for residential development.
- **Phase 3:** Developing an implementation plan.

In the Final Report, LGeo analyzed the following indicators for ten groupings of neighbourhoods (Areas of Interest) in Whistler as well as the Whistler Area as a whole:

- **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 floor area of a location, less existing residential gross floor area 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 (i.e., elementary schools, secondary schools, daycares, parks, grocery and convenience stores, and food and beverage);
- **Access to park amenities:** a measure of residents' access to features within municipal parks provided for public use (i.e., racket courts, dog areas, commercial features, and play structures); and
- **Infrastructure assets and lifecycle costs:** assessment of the attribution completeness of the three major utilities, including current sanitary, water, and drainage/storm infrastructure.

The table below summarizes the Final Report's key findings per Area of Interest:

| Area of Interest                                                                                          | Key Complete Communities Benefits                                                                                 | Key Community Completeness Constraints                                                                                                             |
|-----------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Area 1 (Emerald+)</b>                                                                                  | Strong redevelopment potential                                                                                    | Multiple gaps in complete communities goals                                                                                                        |
| <b>Area 2 (Rainbow and Baxter Creek, Alpine, Nicklaus North)</b>                                          | Substantial development potential, great access to amenities, reasonable access to transit                        | Low density hinders community completeness, and there are pedestrian infrastructure gaps                                                           |
| <b>Area 3 (Nesters, White Gold, Spruce Grove, Whistler Cay, Tapley's Farm)</b>                            | Great access to amenities, great transportation infrastructure, significant development potential                 | Some lower density areas with reduced access hampering completeness                                                                                |
| <b>Area 4 (Whistler Village, Village North)</b>                                                           | Structurally amenity rich, with high housing density                                                              | Built out, few opportunity sites remaining                                                                                                         |
| <b>Area 5 (Blackcomb Benchlands)</b>                                                                      | 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                                                                           |
| <b>Area 6 (Blueberry Hill, Alta Vista, Brio and Sunridge Plateau)</b>                                     | Good diversity of housing units, good cycling infrastructure, reasonable proximity to transit                     | Very weak access to all amenities                                                                                                                  |
| <b>Area 7 (Whistler Creek North, South and Wayside)</b>                                                   | 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 |
| <b>Area 8 (Alta Lake Rd, Twin Lakes, Nita Lake Estates, Stonebridge, Alta Lake Station, Rainbow Park)</b> | Large undeveloped areas provide flexibility for a range of uses and visions                                       | Poor transportation infrastructure and access to transit, and poor access to amenities                                                             |
| <b>Area 9 (Spring Creek, Bayshores and Millar's Pond, Kadenwood)</b>                                      | Higher potential for infill development, reasonable cycling coverage                                              | Reduced redevelopment potential, generally weaker transportation infrastructure, lack of access to amenities                                       |
| <b>Area 10 (Cheakamus Crossing, Function Junction)</b>                                                    | High local efficiency, proximal to the school and daycare facilities                                              | Weak redevelopment potential, reduced development headroom, low diversity of housing and housing density                                           |

The implementation plan in the Final Report identified four actions for the RMOW to consider. A brief summary of each are:

- **Action 1 – Close the Gap on Completeness:** Use the findings of this Final Report 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.

A portion of the grant funding was also used to further the RMOW's understanding of vacant and underutilized lands. In particular, the grant supported work to identify overlooked locations that could support gentle infill and promote completeness, like small parcels, parcel remainders, street ends, boulevards and unsubdivided land. This work was completed by Cascade Environmental Resource Group Ltd. and was reported on in [Administrative Report No. 25-070](#).

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## POLICY CONSIDERATIONS

### Relevant Council Authority/Previous Decisions

[May 16, 2023, Administrative Report No. 23-059](#): Resort Municipality of Whistler Housing Action Plan

- An ongoing action within the action plan is to: *Apply for government grants and partnerships (i.e., Canada Mortgage and Housing Corporation (CMHC), BC Housing)*. RMOW and Whistler Housing Authority Ltd. staff actively pursue grant opportunities, such as the Complete Communities Program, as they arise and are offered by senior levels of government.

[June 20, 2023, Administrative Report No. 23-067](#): UBCM 2023-2024 Complete Communities Program Grant Application

- The Council resolution associated with this report authorized staff to apply for the Complete Communities grant and administer the project if the grant was successfully obtained.

[September 16, 2025, Administrative Report No. 25-070](#): Municipal Land Inventory for Residential Development Suitability

The Complete Communities grant supported some of the analysis for the Municipal Land Inventory. It is anticipated that the Final Report and associated mapping will support the forthcoming Municipal Land Strategy.

### 2023-2026 Strategic Plan

The 2023-2026 Strategic Plan outlines the high-level direction of the RMOW to help shape community progress during this term of Council. The Strategic Plan contains four priority areas with various

associated initiatives that support them. This section identifies how this report links to the Strategic Plan.

The Complete Communities project produced data, mapping and analysis that supports the implementation of the Housing Action Plan and other RMOW-led housing initiatives, thus supporting the Housing priority area of the Strategic Plan.

### Strategic Priorities

☒ Housing

*Expedite the delivery of and longer-term planning for employee housing*

☐ Climate Action

*Mobilize municipal resources toward the implementation of the Big Moves Climate Action Plan*

☐ Community Engagement

*Strive to connect locals to each other and to the RMOW*

☐ Smart Tourism

*Preserve and protect Whistler's unique culture, natural assets and infrastructure*

☐ Not Applicable

*Aligns with core municipal work that falls outside the strategic priorities but improves, maintains, updates and/or protects existing and essential community infrastructure or programs*

### Community Vision and Official Community Plan

The OCP is the RMOW's most important guiding document that sets the community vision and long-term community direction. This section identifies how this report applies to the OCP.

The project provides data, mapping and analysis that directly inform and support goals, objectives and policies in the OCP. Specifically, Chapter Four (Growth Management), Chapter Five (Land Use and Development) and Chapter 11 (Transportation) will be informed by the Complete Communities project. Relevant goals and objectives from these three OCP chapters are listed as follows:

**Goal 4.1:** Land use and development are effectively managed to maintain Whistler's unique sense of place, protect Whistler's natural environment, provide a high quality of life for residents and provide exceptional experiences for our visitors.

**Objective 4.1.2:** Strive to achieve and maintain a comfortable, balanced resort and community capacity, supporting a progressive sustainable tourism-based economy while protecting the natural environment and reinforcing Whistler's mountain community character.

**Objective 4.1.4:** Provide an adequate amount and variety of land uses and development in appropriate locations to meet the diverse needs of the community and the resort.

**Goal 5.1:** Meet Whistler's long-term housing needs consistent with the growth management policies and land use designations in this OCP.

**Objective 5.1.2:** House at least 75 per cent of Whistler's workforce within the resort community in livable, appropriate and affordable housing.

**Goal 5.4:** Reduce the environmental and energy impacts of residential neighbourhoods to

improve the quality of life and sustainability of the resort community.

**Objective 5.4.1:** Encourage environmentally-friendly and energy-efficient design, construction and renovation standards for both new development and redevelopment of residential areas.

**Goal 11.2:** Integrate the transportation system with land use planning to minimize the need for travel by motor vehicle.

**Objective 11.2.1:** Support compact and higher density development in proximity to existing commercial services, transit stops and the Valley Trail, and provide sufficient transit frequency to higher density residential areas.

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## BUDGET CONSIDERATIONS

The budget was mostly covered by the 2023-2024 Complete Communities Program grant from UBCM. The grant amount was \$120,051.00 and the project expenditures on consulting services were \$121,827.59. The project expenses above the grant amount are being covered by the Planning Department budget.

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## LÍL'WAT NATION & SQUAMISH NATION CONSIDERATIONS

The RMOW is committed to working with the Líl'wat People, known in their language as *L'il'wat7úl* and the Squamish People, known in their language as the *Skwxwú7mesh Úxwumixw* to: create an enduring relationship; establish collaborative processes for planning on unceded territories, as currently managed by the provincial government; achieve mutual objectives and enable participation in Whistler's resort economy. This section identifies areas where RMOW activities intersect with these relationships.

The Final Report prepared by LGeo will be provided to Líl'wat Nation and Squamish Nation for their information.

It is anticipated that a larger OCP review will be undertaken in the next three years, and the Complete Communities project will be an important input into this process. This update will provide an opportunity for significant engagement and broader conversations with Squamish Nation and Líl'wat Nation.

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## COMMUNITY ENGAGEMENT

Level of community engagement commitment for this project:

☒ Inform    ☐ Consult    ☐ Involve    ☐ Collaborate    ☐ Empower

The Complete Communities project was conducted without community engagement or consultation. While community engagement was planned in the original scope of work, changes to the project's scope could not accommodate community engagement activities. The Final Report will now serve as a document to inform other RMOW projects and initiatives, such as a larger OCP review, that have community engagement components.

## REFERENCES

Appendix A – Complete Communities Report written by LGeo

Appendix B – UBCM Complete Communities 2023-2024 Program & Application Guide

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## SUMMARY

This report presents the Final Report for the 2023-2024 Complete Communities Program, funded by UBCM and written by LGeo. The Final Report is attached as Appendix A.

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## SIGN-OFFS

### Written by:

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