Planning the Upper Lands

Creating a sustainable urban community in Cypress Village and protecting lands in Eagleridge

8 February 2021 Council Meeting

Purpose

- Update Council on the outcomes of Phase 1 of the *Planning the Upper Lands* process
- Seek direction to proceed to Phase 2

History

1926	• Upper Lands zoned residential
1931	• BPP acquired 4,000 acres of undeveloped, residential-zoned land above Highway 1 from District
1938	• Lions Gate Bridge built
1940s/50s+	• Single family development east to west in Upper Lands, not much land protected
2004	• OCP designated Upper Lands below 1200' as "Future Neighbourhood Areas" and envisioned a village at CBR
2008	• Rodgers Creek ADP - policies envision future Cypress Village, shift to more preservation of natural areas
	• Community Dialogue on Neighbourhood Character and Housing - 'village node' planning
2013-15	• Upper Lands Working Group - concept of transfer of development potential to protect lands and create compact neighbourhoods

History

2016	• Independent pre-application planning and visioning process by BPP (consultation, conceptual planning)
2017	• Council motion that “The community be advised that cost recovery is proceeding for Cypress Village planning…”
2017-19	• Pre-Conditions Phase: District and BPP worked collaboratively on technical analysis and studies related to the remaining Upper Lands
2018	• Updated OCP: recommends the transfer of development potential from Eagleridge and Inter Creek to Cypress Village and Cypress West and describes vision for village
2020	• Council’s *Strategic Plan, 2020-21*: ○ work towards an ADP for a residential mixed-use Cypress Village ○ ensure a vibrant commercial component is included in Cypress Village

Vision from 2018 OCP and 2015 ULWG

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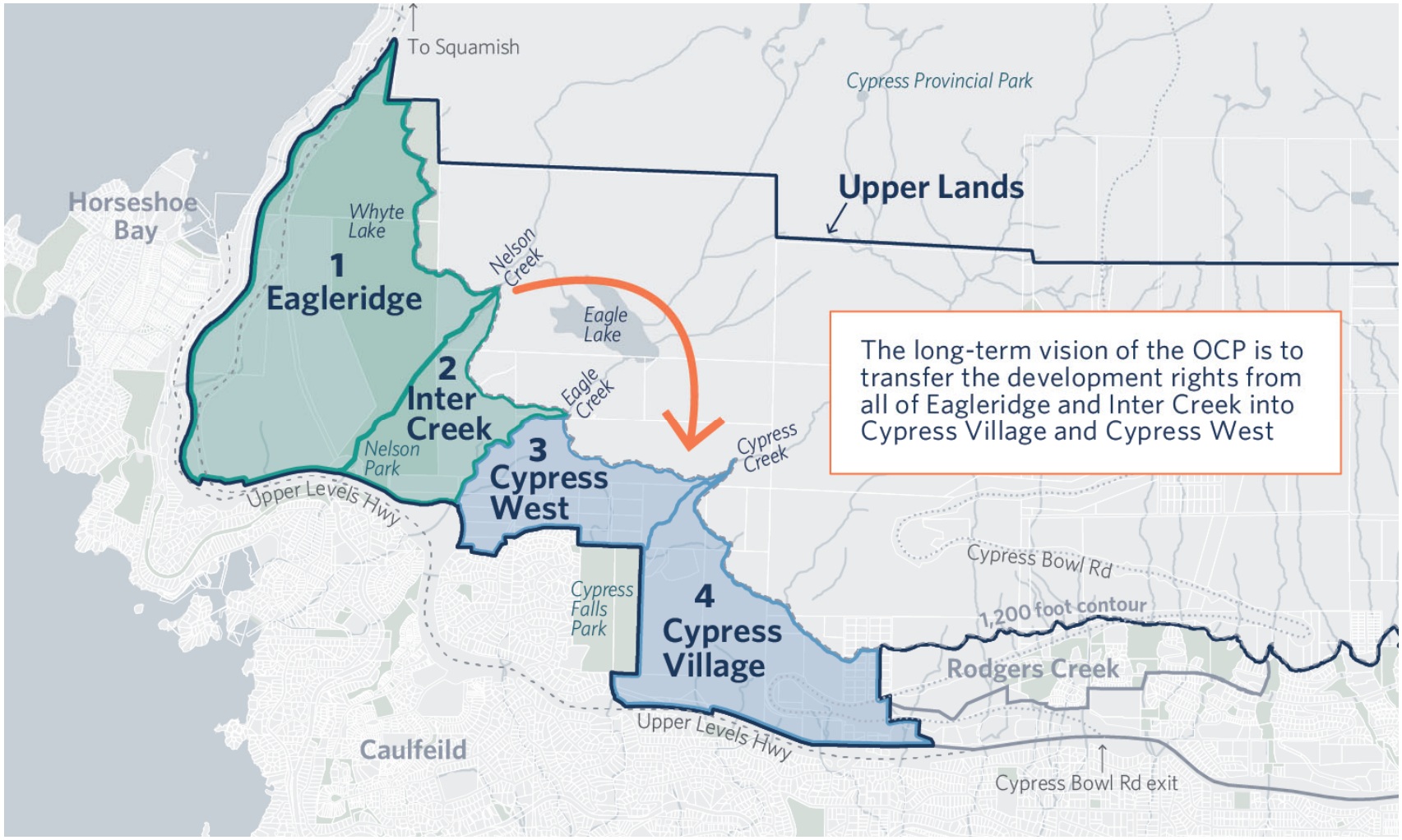


Approach and Goals of *Planning the Upper Lands*

Planning the Upper Lands

a) Implementing the entire transfer of development potential now would require pre-planning for about 50+ years of development

b) Too long to reasonably plan for now

c) Approach: implement the transfer of development potential in steps

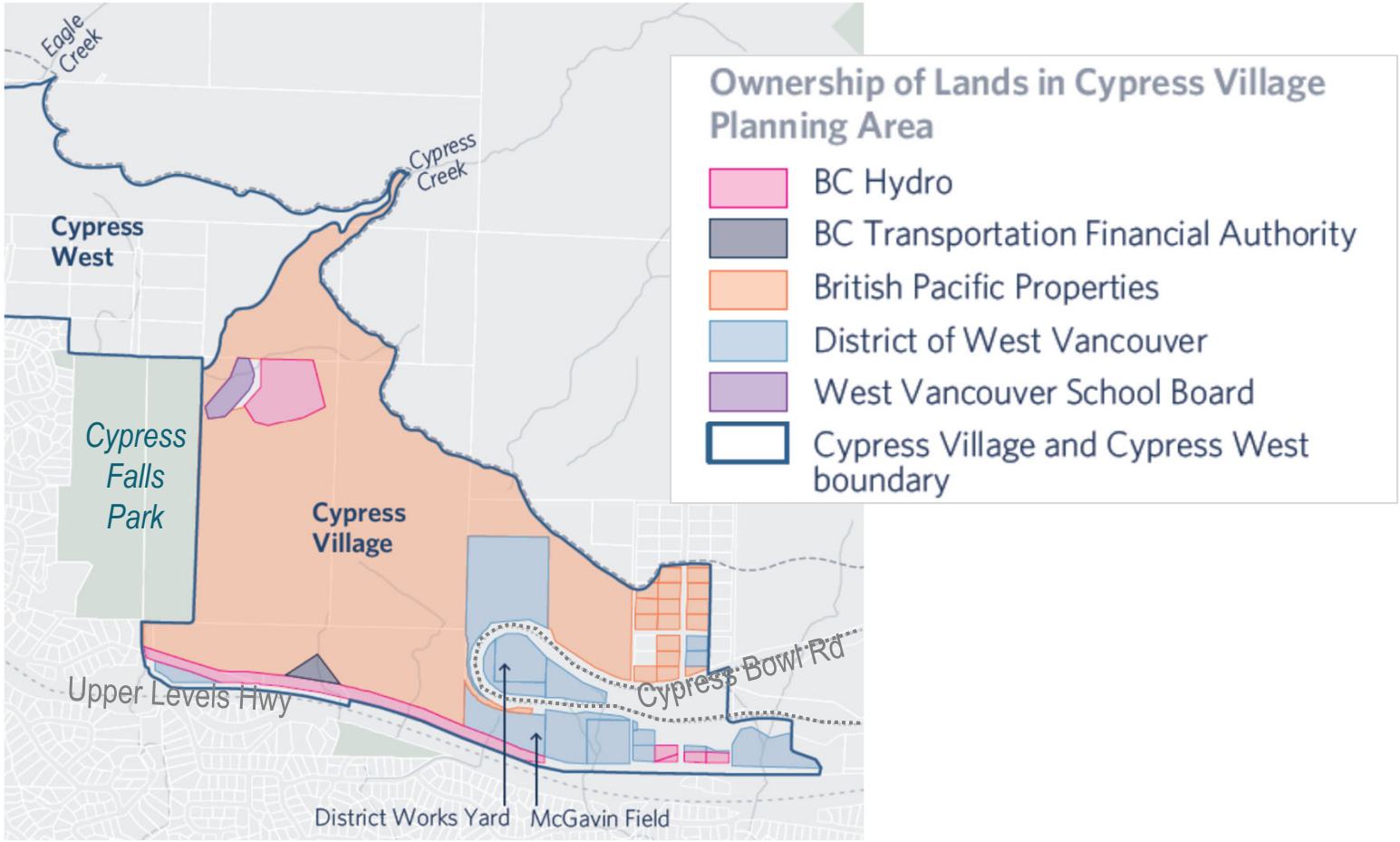
d) Focus this first major implementation step on:

- Transforming Cypress Village from current single family zoning into a mixed-use, walkable community that supports commercial services and transit
- Protecting lands in Eagleridge

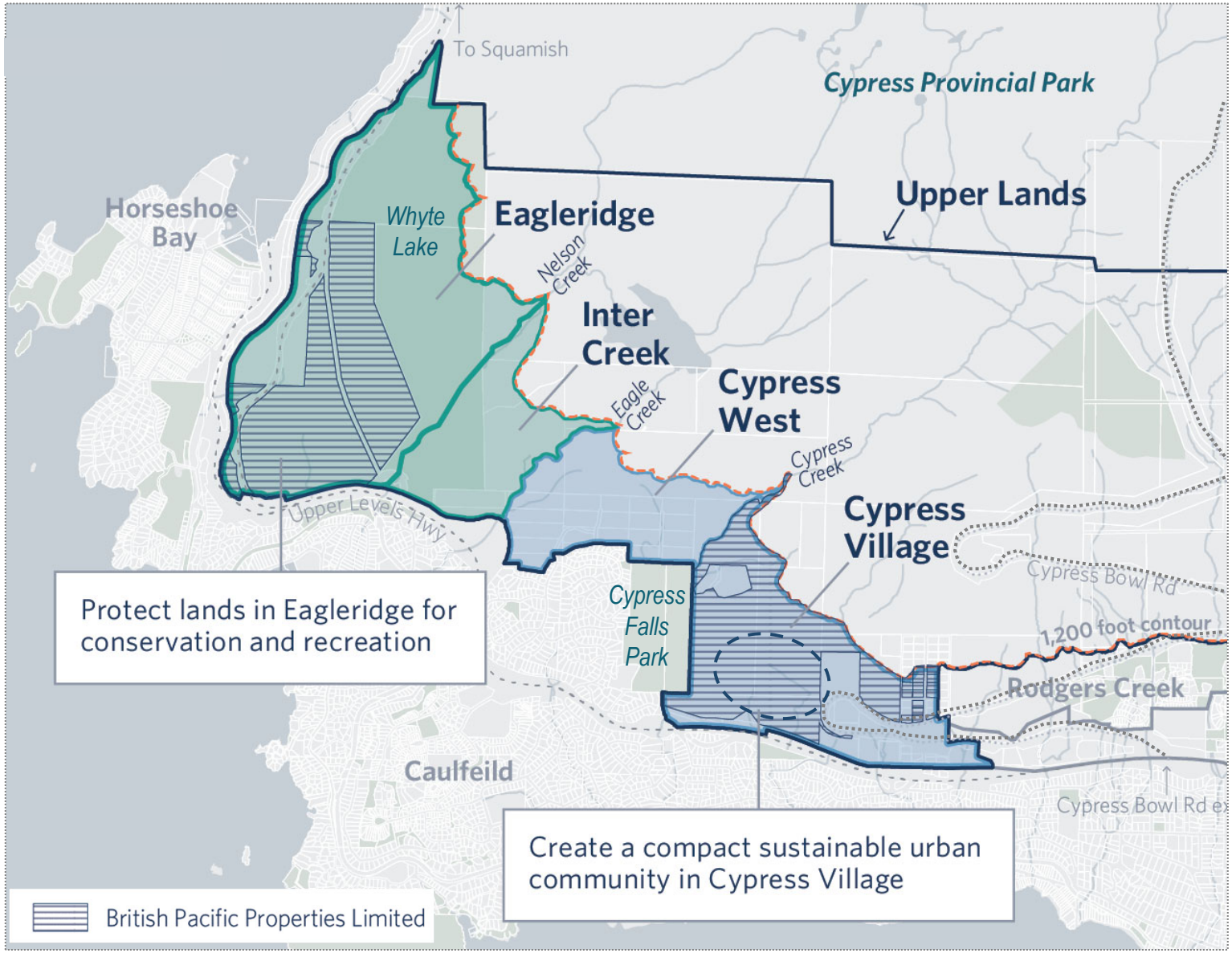
Approach and Goals of *Planning the Upper Lands*

Planning the Upper Lands

e) Protect flexibility to retain or change District's work yard, McGavin Field site, and Cypress Bowl Road in the future but do not require changes to these as part of the Cypress Village ADP



Focus of *Planning the Upper Lands*



Phased Process

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Existing Policy Directions

- 2018 OCP policy for the Upper Lands
- 2015 Upper Lands Working Group recommendations
- 2008 Rodgers Creek Area Development Plan policy regarding Cypress Village

Phase 1: Vision

- Communicate the vision and goals already set out in the OCP
- Set out planning principles for Cypress Village
- Define the appropriate scale and character of development
- Identify the lands in Eagleridge to be protected now

Phase 2: Framework

- Produce a draft conceptual land use plan and urban design guidelines, transportation strategy, community facilities plan, and development timeframe for Cypress Village

Phase 3: Proposed Plan

- Produce an Area Development Plan and zoning for Cypress Village
- Produce a community amenities plan for Cypress Village
- Produce a strategy for protecting the Eagleridge lands

We are here

Scale of Development

a) How much needed in Cypress Village for a sustainable community?

- 2,000+ units to support transit
- About 3,000 units to support a viable commercial centre

b) How much needed in Cypress Village to make the project economically viable?

- Enough multi-family development potential to make up the land value of the existing single-family zoning

Development Potential on BPP's Land under Existing Zoning

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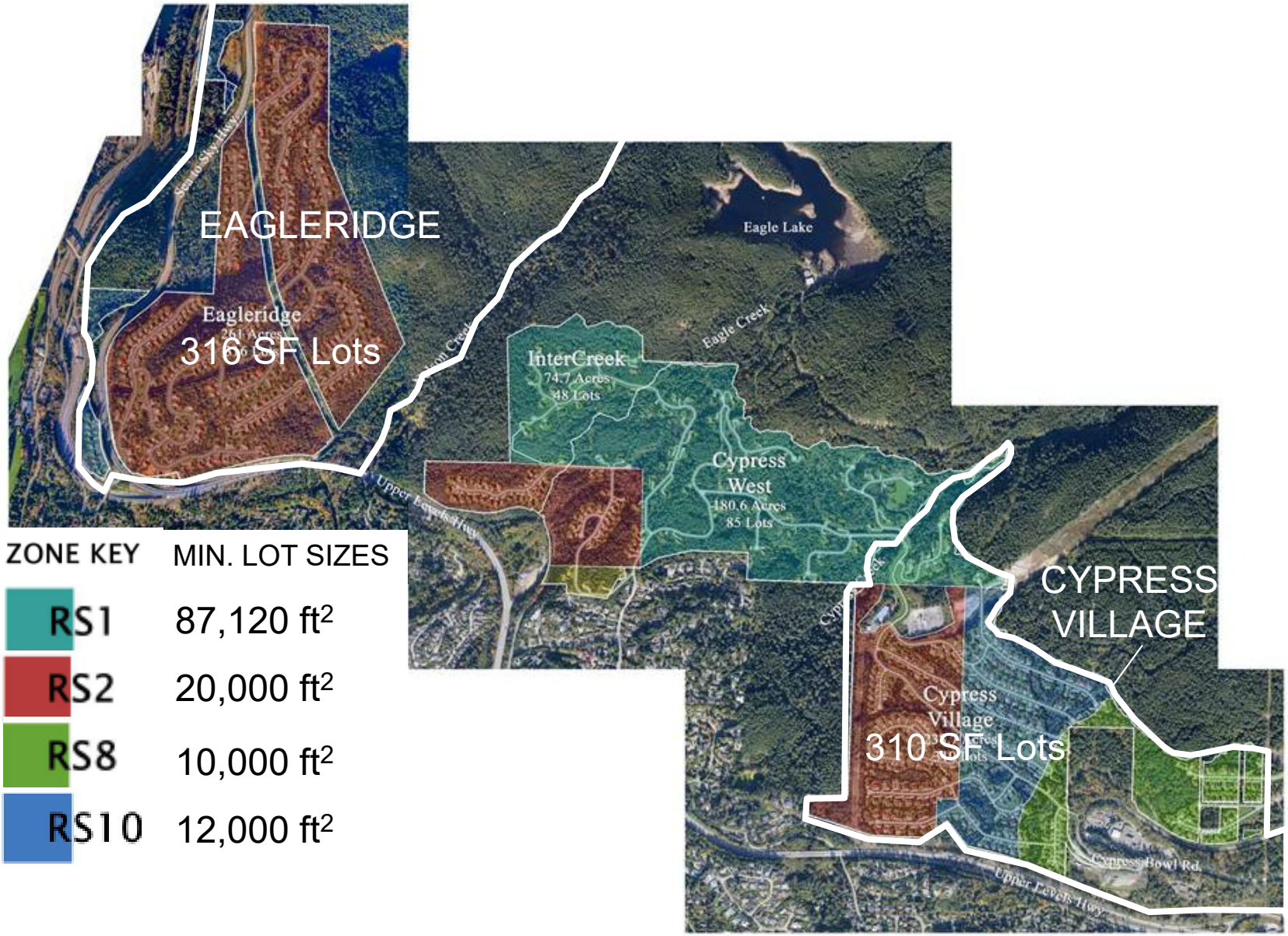

ZONE KEY	MIN. LOT SIZES
RS1	87,120 ft^2
RS2	20,000 ft^2
RS8	10,000 ft^2
RS10	12,000 ft^2

Transfer of Development Potential

- Physical constraint: to accommodate the development in Cypress Village, almost all units must be multi-family
- Planning objective: creating a compact, sustainable community in Cypress Village means including a high proportion of multi-family
- Principle: BPP's total land value after the transfer of development potential should equal land value under existing zoning
- Development potential under existing zoning: about 300 single-family lots in Cypress Village and 300 single-family lots in Eagleridge
- Land value (after servicing costs) difference: need 2 to 3 townhouse units or 5 to 7 apartment units for each single-family lot

- Minimum unit requirement to make project economically viable if protecting all of Eagleridge: 600 lots x 5 = 3,000 multi-family units + units to fund cost of amenities + rental/affordable housing

Planning Options and Principles

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- Phase 1 engagement included two Approaches:

Approach A	Approach B
• Protect about half of Eagleridge at this time	• Protect all of Eagleridge at this time
• Plan for about 2,500 units in Cypress Village	• Plan for about 3,500 units in Cypress Village
• Protect other half of Eagleridge in future planning process	• Determine what other mechanisms are needed to make this approach work

- Phase 1 engagement also sought community input about proposed principles to help guide the detailed planning for Eagleridge and Cypress Village

Phase 1 Engagement – Tools/Activities/Participation

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1. Webpage launched in July 2020 (17,085 page-views; 6,187 visits)
2. Awareness building and community interactions:
   a) Postcard mailer to all households/businesses (21,859 sent)
   b) Project-specific email address (28 enquiries)
   c) Newspaper ads in NS News (July 8, July 15, Nov 25, Dec 2)
   d) Digital ad campaigns on NS News online (2)
   e) Social media campaigns (32 posts across three platforms)
   f) Enewsletters to subscribers to westvancouverITE, Planning the Upper Lands, and e-west (about 3,700 total)
   g) Meetings former Upper Lands Working Group (3 meetings as a group, plus interactions with sub-set or individuals)
   h) Emails to 39 stakeholder groups; 8 provided input

Phase 1 Engagement – Tools/Activities/Participation

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Ambleside Dundarave BIA	HUB North Shore	North Shore Wetland Partners
BC Hydro	Kiwanis North Shore Housing Society	Stonecliff Strata
BC Parks	Larco	Trails BC
BC Parks Foundation	Lighthouse Park Preservation Society	Vancouver Climbers Association
British Properties Area Homeowners Association	Mountain Bike Tourism Association	West Vancouver Arts Centre Trust (Kay Meek Centre)
Collingwood School	Mulgrave School	West Vancouver Chamber of Commerce
Cypress Mountain Ski Resort	Nature Vancouver	West Vancouver Foundation
Cypress Trails Collective	Navvy Jack Nature House	West Vancouver Historical Society
Deer Ridge Strata	North Shore Heritage Preservation Society	West Vancouver Library Foundation
Friends of Cypress Provincial Park	North Shore Hikers	West Vancouver Old Growth Conservancy Society
Hollyburn Family Services Society	North Shore Mountain Bike Association	West Vancouver School Board
Hollyburn Heritage Society	North Shore Search and Rescue	West Vancouver Streamkeeper Society
Hollyburn Ridge Association	North Shore Trail Runners	West Vancouver Community Stakeholders

Phase 1 Engagement – Tools/Activities/Participation

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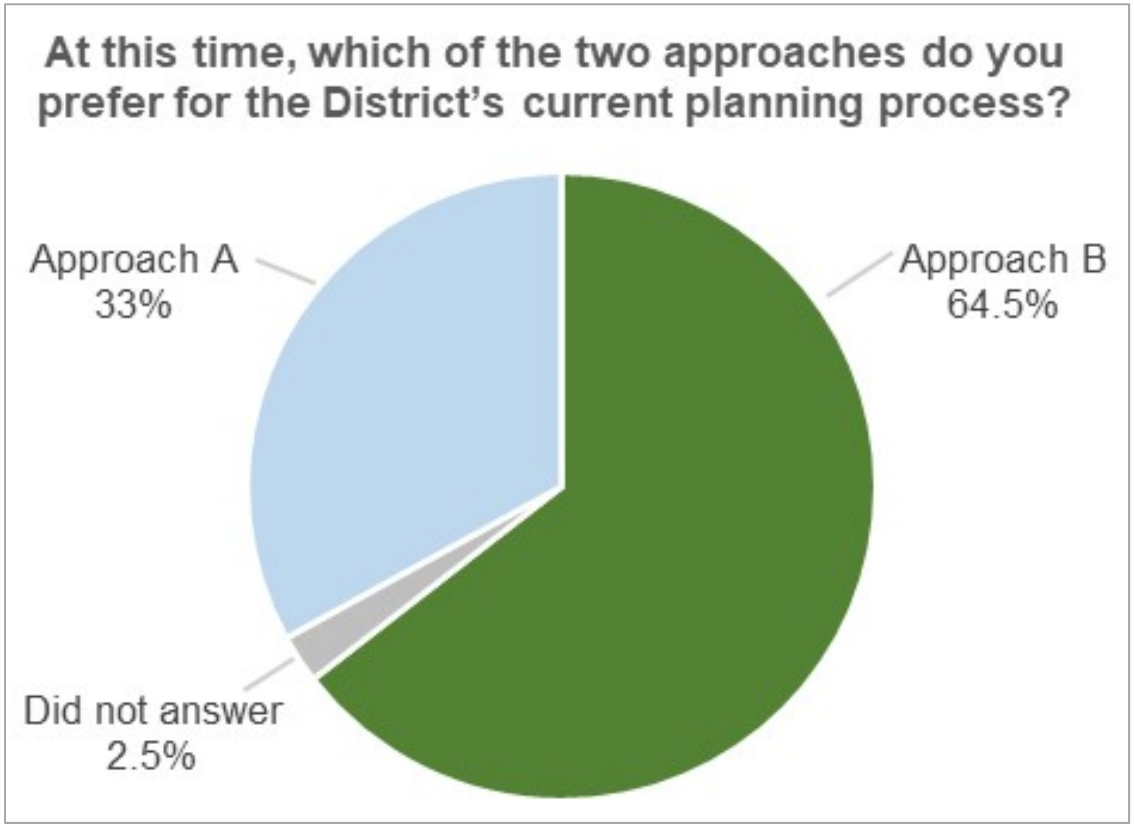
3. Community Survey #1 (617 completed surveys over 4 weeks between Nov 16 and Dec 14, 2020)
4. Other communication:
   a) Contacted Squamish Nation, Tsleil-Waututh Nation, and Musqueam First Nation
   b) Engaged with BPP at key milestones - BPP expressed support for process, two Approaches, proposed Planning Principles

Phase 1 Engagement – Results

1. Preferred Planning Approach:
   a) Survey results: majority (64.5%) support Approach B

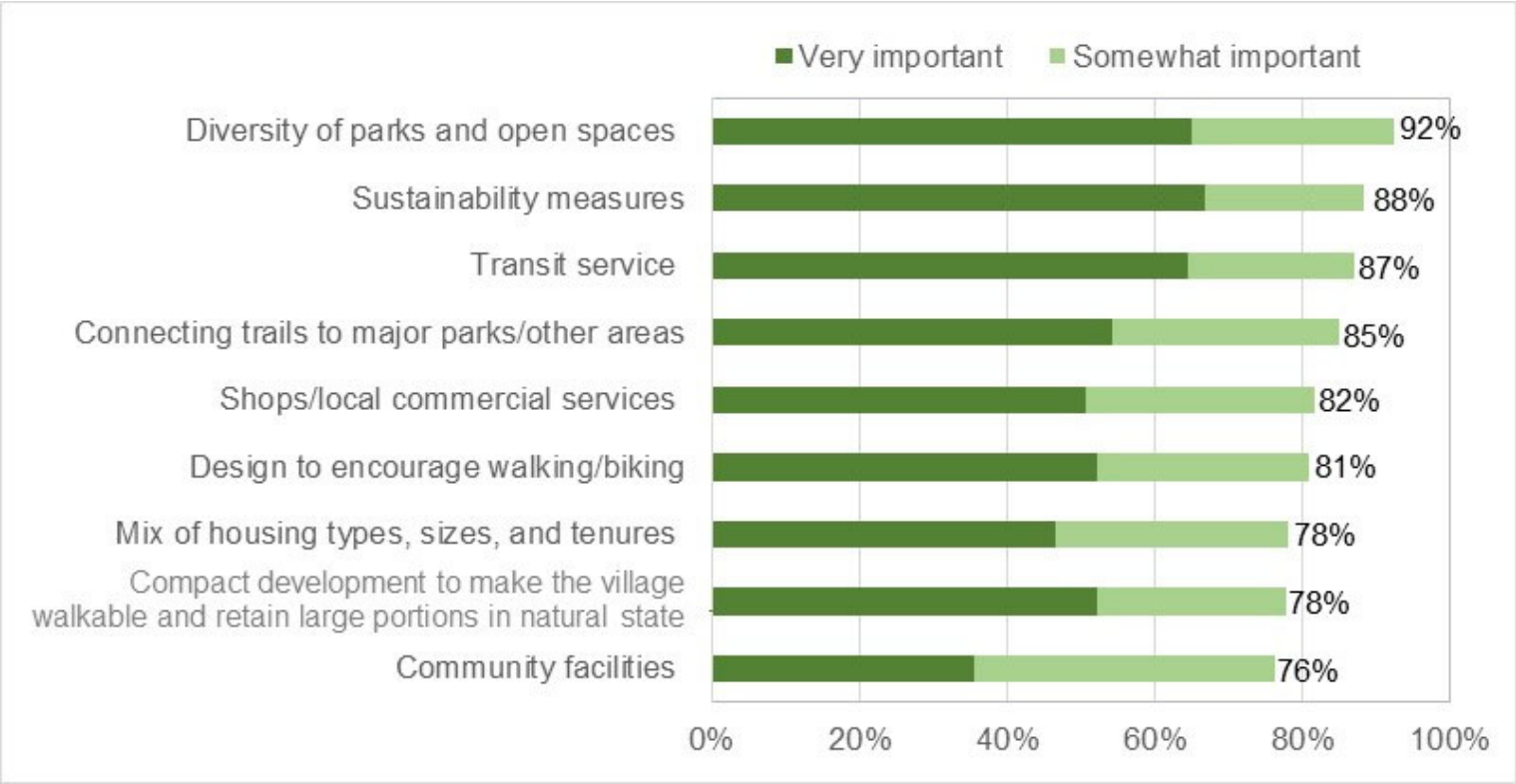


   b) Enquiries/ULWG/stakeholders: strong support for Approach B

Phase 1 Engagement – Results

Planning the Upper Lands

2. Character of Development:
   a) Survey results: strong support for a variety of community characteristics in Cypress Village



Phase 1 Engagement – Results

Planning the Upper Lands

2. Character of Development *continued*:
   b) Interest in including affordable housing and a mix of housing
   c) Interest in including a range of amenities and recreation uses:
      - Many want to see:
        - a vibrant and viable commercial space in the village
        - a variety of trails for different purposes/levels of users
        - trails that connect the communities and planning areas above the Upper Levels Highway
        - signage that enhances way-finding/accessibility
        - ways to communicate the history of the lands
        - co-located community spaces
      - Bouldering & mountain biking communities want to continue these recreational uses / be part of the village identity
      - Some unique ideas (nature-house type concept in the village; Mulgrave School facilities helping serve the village)

Phase 1 Engagement – Results

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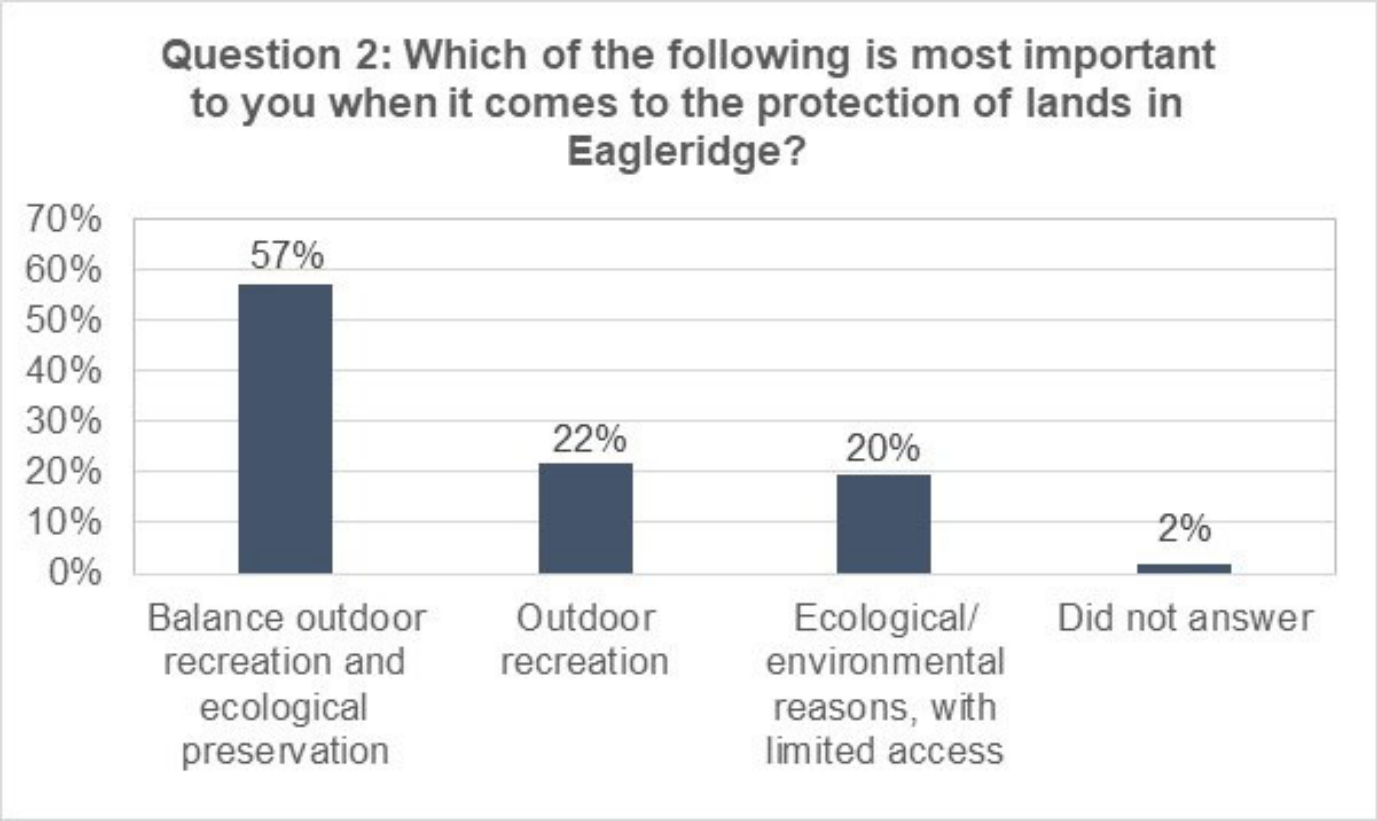
3. Protection of lands in Eagleridge:
   a) Survey results: strong support for protecting lands in Eagleridge for both recreation and conservation purposes



   b) Interest in how the lands in Eagleridge will be protected

Phase 1 Engagement – Results

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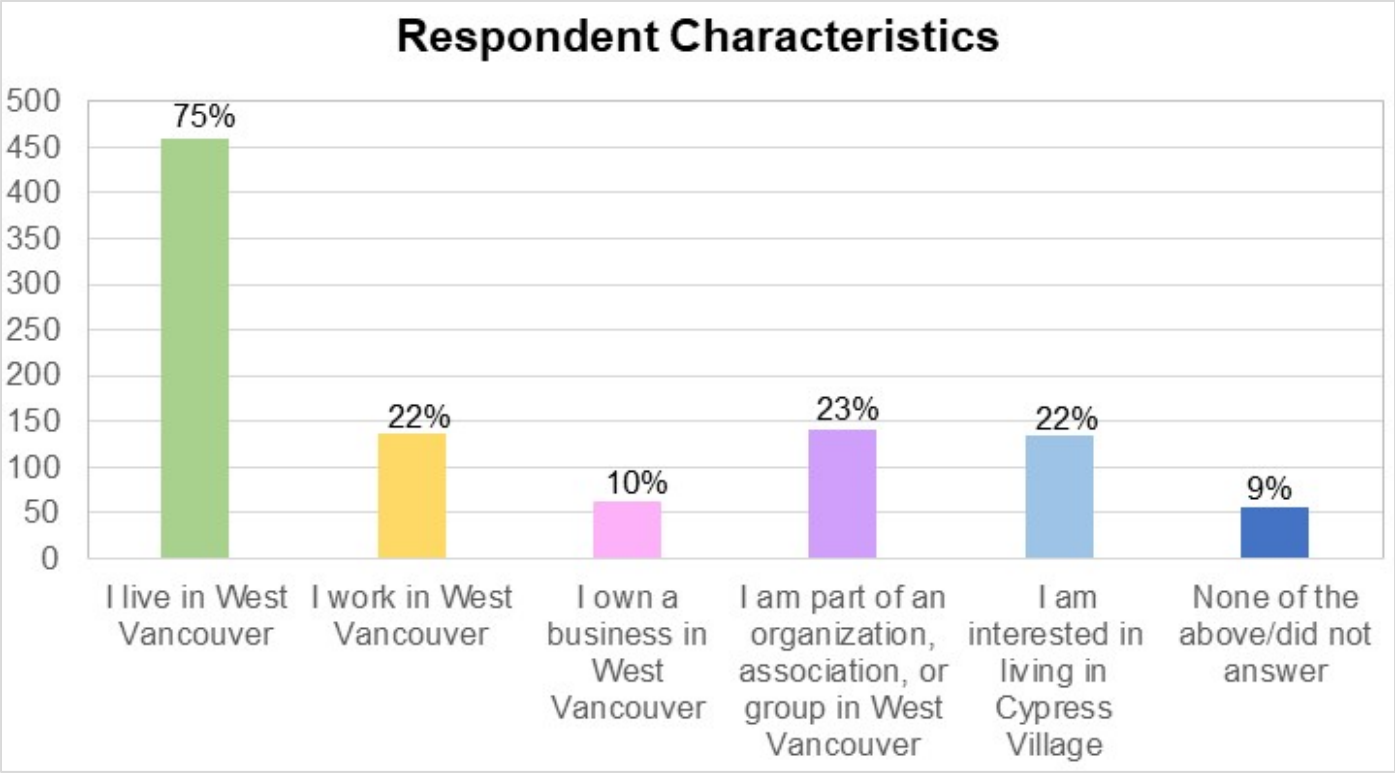
4. Questions and concerns:
   a) Interest in more detail about calculations of transfer of development potential
   b) Concern about:
      - traffic impacts
      - storm water management
      - wild fire management
      - potential loss of existing mountain biking trails in Cypress Village
   c) A few people expressed opposition to any development in the Upper Lands or a preference for the Upper Lands to be developed under the existing single-family zoning

Phase 1 Engagement – Results

5. Survey respondents reflect a broad cross-section of West Vancouverites



6. 85% of survey respondents visit the Upper Lands planning areas 3 times per year or more, mostly arriving by automobile and mostly coming for walking/hiking and viewing nature/viewpoint

Phase 1 Engagement – Summary of Results

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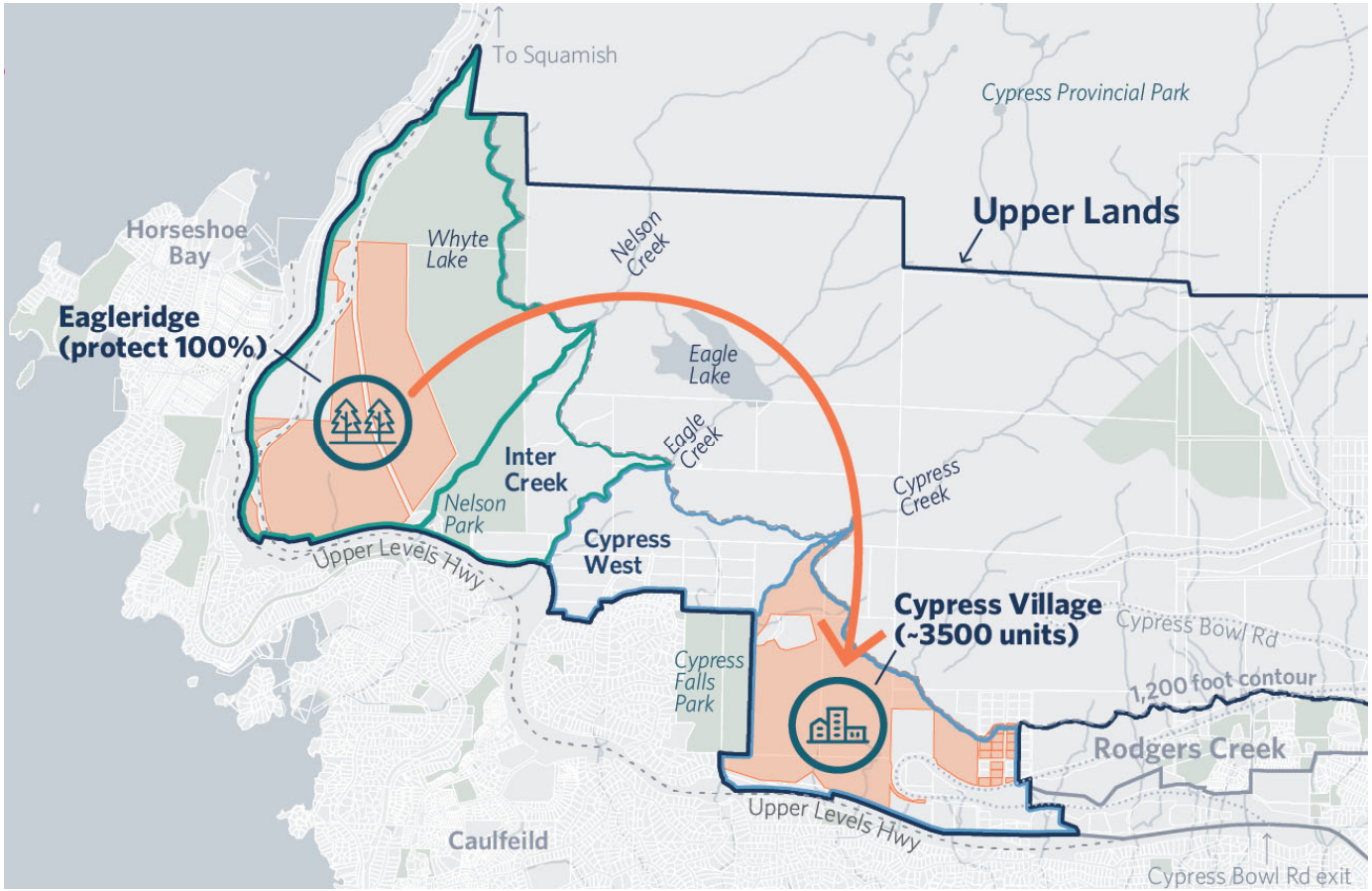
- Excellent input from the community and stakeholders
- Broad support for protecting all of Eagleridge at this time, even with the trade-off of more housing in Cypress Village
- Excitement about creating a sustainable new urban community in Cypress Village

Recommendations

1. Receive the Phase 1 Engagement Summary report for information
2. Adopt Approach B and the proposed Planning Principles as the basis for Phase 2 (subject to refinement based on future work)



Recommendations

3. Direct the planning team to proceed to Phase 2, which will include:
   - Proposed conceptual land use plan
   - Proposed urban design guidelines
   - Traffic Impact Analysis and Transportation Strategy
   - Priorities for community amenities
   - Estimated development timeframe
   - Evaluation of mechanisms to protect the Eagleridge lands

Planning the Upper Lands

Resource Slides

Council's Strategic Plan, 2020–2021

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- Council's Strategic Goal for Housing is to "significantly expand the diversity and supply of housing, including housing that is more affordable." Objective 1.3 under this goal is to "work towards an Area Development Plan for a residential mixed-use neighbourhood in the Upper Lands – Cypress Village."
- Council's Strategic Goal for the Local Economy is to "create vital and vibrant commercial centres." Objective 2.4 under this goal is to "ensure that a vibrant commercial component is included in the neighbourhood development of Cypress Village."

Examples of Relevant OCP Policies

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- OCP Section 2.2 - “This OCP recommends the transfer of development potential away from higher value ecological and recreational assets to cluster new housing close to existing infrastructure in the compact and complete future neighbourhood(s) of Cypress Village and Cypress West. This would allow a much larger area to become protected in perpetuity.”
- OCP Policy 2.2.1c: new development in the Upper Lands should be managed through area development plans and by “…Varying density within areas and transferring development rights from one area to another to direct development to lands most suitable for development, protect and acquire environmental and recreational assets, and allocate density to achieve neighbourhood focus and identity.”
- OCP Policy 2.29: “Seek to transfer the residential development potential from all remaining lands below 1,200 feet west of Eagle Creek to: (a) The Cypress Village planning area (between Cave and Cypress Creeks) as the primary focus for future neighbourhood development in the Upper Lands; and (b) The Cypress West planning area (between Cypress and Eagle Creeks) as a secondary community supporting Cypress Village.”

Examples of Relevant OCP Policies

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- OCP Policy 2.7.9: “Protect environmental values below 1,200 feet in the Upper Lands area by: (a) Seeking to protect permanently areas west of Eagle Creek, prioritizing areas of significant ecological values such as the Arbutus groves west of Nelson Creek, Larson Creek Nelson Creek, Larson Creek and wetlands, and other sensitive wetlands and habitats.”
- OCP Policy 2.2.11 “Protect lands west of Eagle Creek below 1,200 feet whose development potential has been transferred, designate these lands as Limited Use and Recreation, and dedicate them as public parkland or non-profit conservancy or similar publicly-accessible open space in perpetuity.”

Preliminary Assumptions for Amenities

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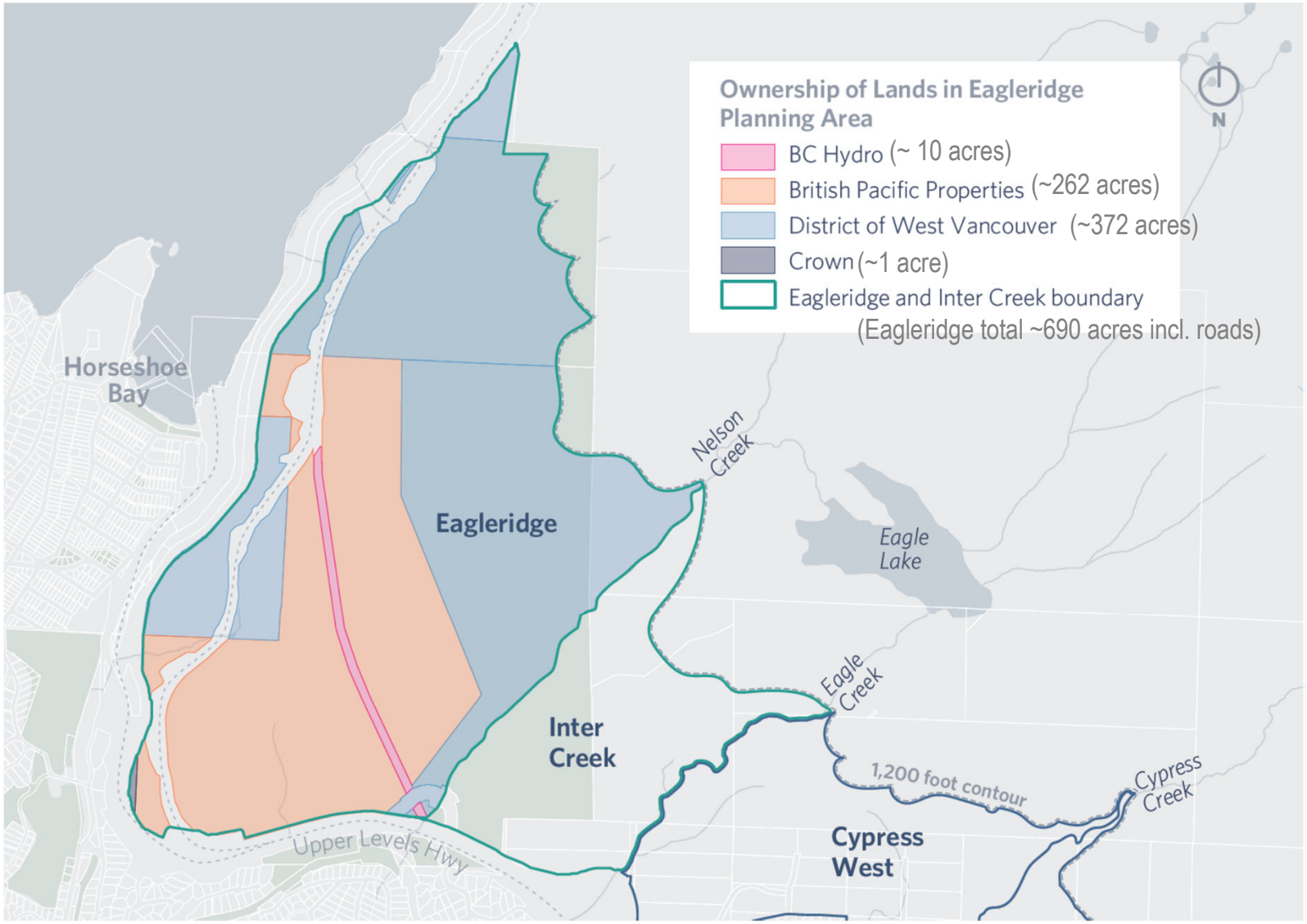
- Community centre/possible branch library
- Fire Hall/EMS
- Childcare
- Parks/fields
- Mountain Path
- Trails
- Independent transit service
- Outdoor public spaces

Land Ownership in Eagleridge



Land Ownership in Cypress Village

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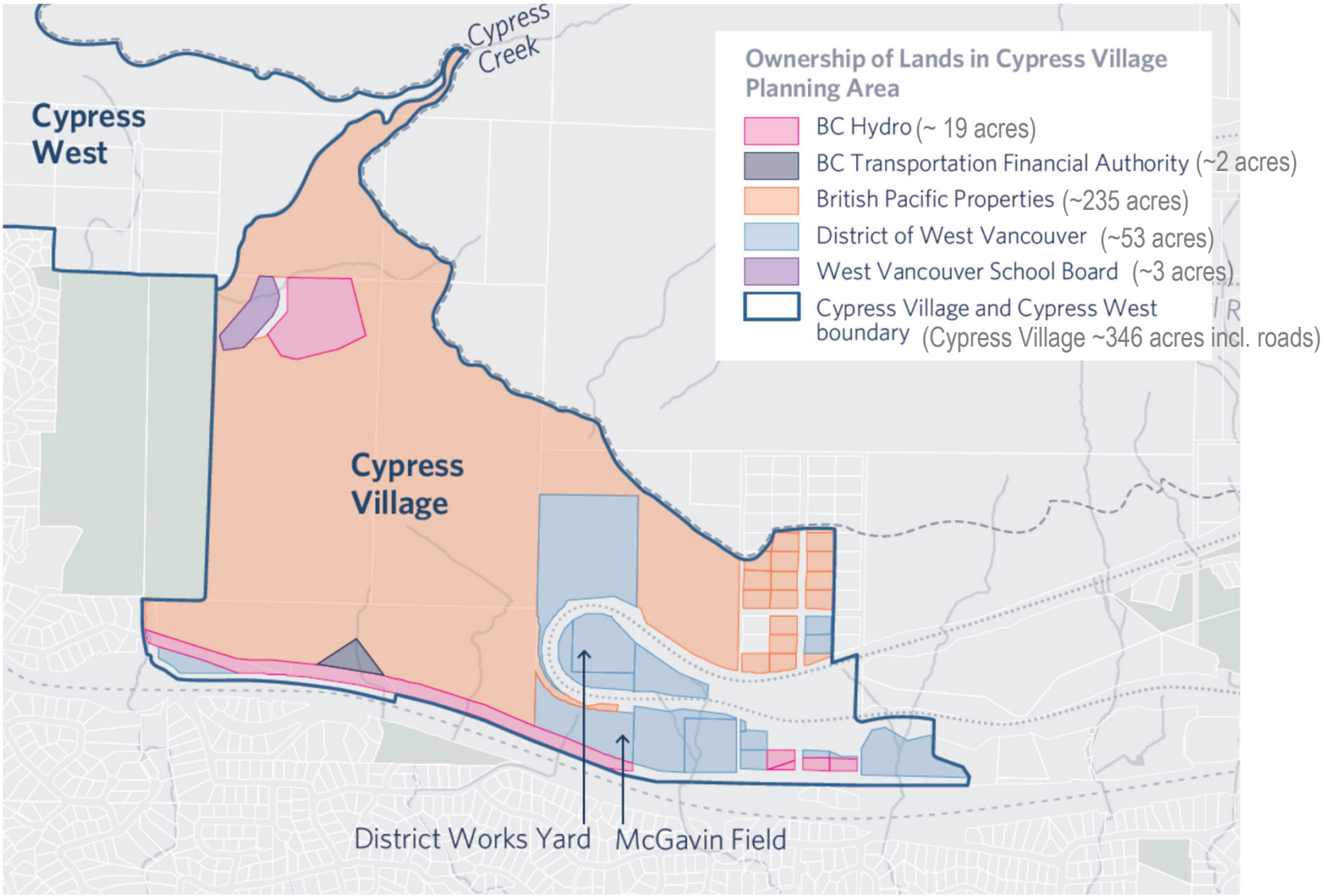

Development Potential on BPP's Lands Under Existing Zoning

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	Cypress Village	Cypress West	Inter Creek	Eagleridge	Total
BPP Lands (acres)	235	177	75	262	749
Existing Residential Zoning on BPP's Lands [a]	RS1, RS2 RS8, RS10	RS1 RS2	RS1 RS2	RS2 RS10	-
Estimated number of achievable single family lots on BPP's lands under existing zoning	**310**	**89**	**47**	**316**	**762**

a. Minimum lot sizes: RS1 87,120 ft^2, RS2 20,000 ft^2, RS10 12,000 ft^2, RS8 10,000 ft^2.
Maximum unit density: RS1 0.5 units per acre, RS8 1.5 units per acre, none in other zones.

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Transfer of Development Potential

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- Approximate[a] # of market units in Cypress Village:

	Protect 50% of Eagleridge	Protect 100% of Eagleridge
To recover the land value of single family lots given up in Cypress Village planning area	1,100 units	1,500 units
To recover the land value of single family lots given up in Eagleridge	700 units	1,500 units
To create land value to pay for amenities[b]	300 units	325 units
Approximate total # of market units 'needed' in Cypress Village	2,100 units	3,300 units

+ rental/affordable housing

a. More detailed analysis to be completed once Cypress Village mixed-use concept plans and amenities strategy are developed

b. Preliminary assumptions include a community centre/possible branch library, Fire Hall/EMS, childcare, parks/fields, Mountain Path, trails, independent transit service, and outdoor public spaces

Preliminary Figures - Total residential floorspace

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	Floorspace in sq.ft.
Total potential floorspace under existing SF zoning in CV and ER only	9 million
Approach A: • 2,500 units in Cypress Village [a] • Plus potential on remaining single family lands in ER	6 million
Approach B: • 3,500 units in Cypress Village [a]	5 million

a. Plus commercial space and public facilities space.

Preliminary Figures – Expected Pace of Population Growth[a]

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	Number of units	Assumed average household size	Approximate Population (Total)	Approximate Population Growth per year
Existing single family zoning	626	3.5	2,100 people+	70 people/year over 30 years
Approach A (protect 50% of Eagleridge at this time)	2,500	1.8	4,500 people	250 people/year over 20 years
Approach B (protect 100% of Eagleridge at this time)	3,500	1.8	6,300 people	250 people/year over 25 years

a. Does not include Cypress West or Inter Creek.