



# Planning Principles for Cypress Village and Eagleridge (Draft: November 2020)

## Background

There are four remaining planning areas that have not yet been developed in the Upper Lands:

1. Eagleridge.
2. Inter Creek.
3. Cypress West.
4. Cypress Village.

British Pacific Properties Limited (BPP) owns most of the land in these four areas. BPP's lands are currently zoned to allow development of single-family homes.

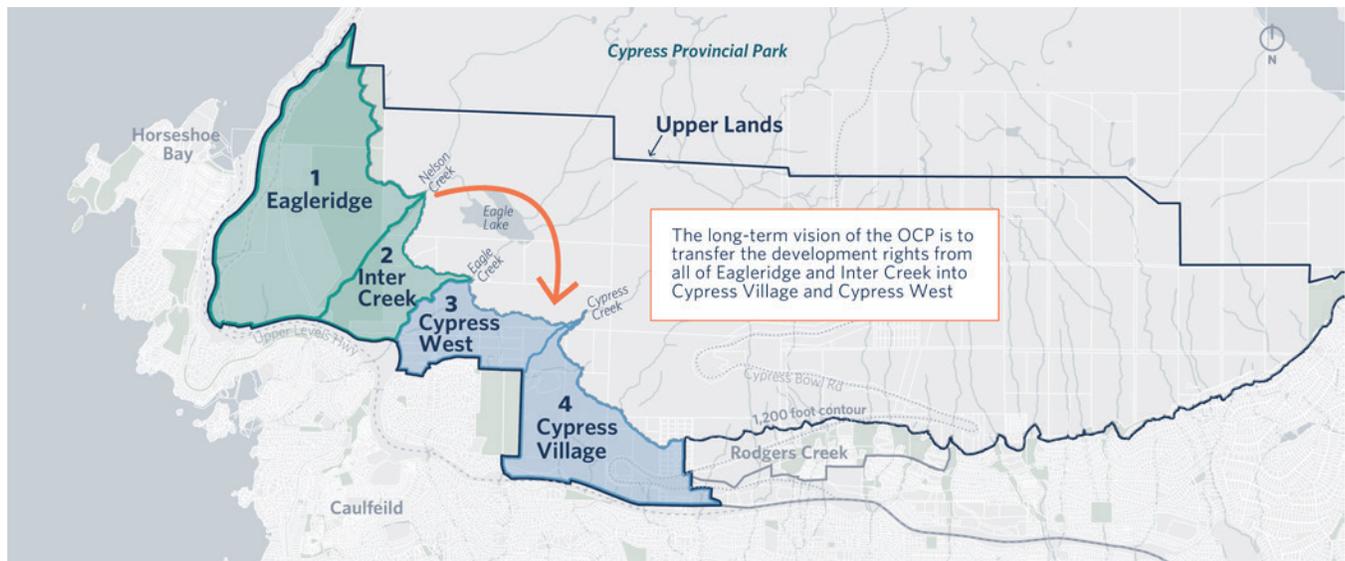
The District's Official Community Plan (OCP) contains policies recommending the transfer of all of the residential development potential from Eagleridge and Inter Creek into the Cypress Village and Cypress West. 'Transferring the development potential' means protecting the lands in Eagleridge and Inter Creek for recreation and conservation purposes (i.e. they could no longer be developed with single family housing) and including additional residential development in new neighbourhoods in Cypress Village and Cypress West. Over the long term, this will protect a very large natural area for recreation and conservation, limit suburban sprawl, and concentrate urban development in a more compact, sustainable way.

## Planning Approaches Being Considered

The District intends to implement the transfer of development potential from Eagleridge and Inter Creek to Cypress Village and Cypress West over time in separate, sequential planning processes. This is because the entire transfer would probably involve 50 years or more of residential development, which is too far in the future to be able to reasonably plan for now. The District is focusing on protecting some or all of Eagleridge first, because Eagleridge contains the most ecologically significant lands, and on planning for about 20 years of development in the first compact, sustainable, urban neighbourhood in Cypress Village.

There are two planning options being considered at this time:

- **Approach A** - Protect about half of Eagleridge at this time and plan for about 2,500 housing units (plus amenities and commercial space) in Cypress Village.
- **Approach B** - Protect all of Eagleridge at this time, plan for about 3,500 housing units (plus amenities and commercial space) in Cypress Village and determine what other mechanisms are also needed to make this approach work.



If there is community interest in Approach B, the District will explore with BPP what other mechanisms would be needed (in addition to more housing units) to make this approach work, such as requiring a lower share of affordable housing, trading District lands in Cypress Village in exchange for BPP lands in Eagleridge that would be protected, and/or reducing the total amount of amenities that BPP has to pay for in Cypress Village.

## Summary of Proposed Planning Principles

The transfer of development potential and the creation of a compact community in Cypress Village are broad policies already contained in the OCP. However, considerable work is needed to guide the form and character of Cypress Village and to create a detailed strategy for the protection of lands in Eagleridge.

The planning team has developed proposed planning principles to help guide the detailed work. These are divided into three categories:

- Planning principles about the transfer of development potential.
- Planning principles about the protection of lands in Eagleridge.
- Planning principles for Cypress Village.

The full set of proposed planning principles is provided in **Attachment A** for interested readers. These are quite detailed. They will be used to help guide Phase 2 of this planning process, which will include developing draft conceptual land use plans and urban design guidelines for Cypress Village and draft strategies for protecting lands in Eagleridge.

The proposed planning principles can be abbreviated and summarized as follows:

### Planning Principles about the Transfer of Development Potential

- 1.1 Protect a significant portion of the environmentally and ecologically important remaining Upper Lands and plan for a first phase of development in Cypress Village that supports transit service, community facilities, and local commercial space.
- 1.2 Plan for a core neighbourhood in Cypress Village first, and for other neighbourhoods in Cypress Village and Cypress West in subsequent, separate planning and engagement processes in the future.

- 1.3 Focus on protecting some or all of the Eagleridge lands at this time, as these contain the most ecologically significant portions of the remaining Upper Lands. Protect Inter Creek in the future when also planning for other neighbourhoods in Cypress Village and Cypress West.
- 1.4 Acknowledge that 'transferring the development potential' from lands in Eagleridge to Cypress Village involves converting the existing development potential from single family lots into multi-family units to achieve a compact, sustainable urban community, and that single family housing has a higher land value per unit than multi-family housing so more than one multi-family unit is needed to offset the land value for each foregone single family lot.

### Planning Principles about the Protection of Lands in Eagleridge

- 2.1 Determine whether to implement the long-term goal in the OCP of protecting all of the lands in Eagleridge in phases. Protecting more of Eagleridge at this time means planning for more housing units in Cypress Village at this time. Depending on stakeholder and public preferences for the scale of the first neighbourhood in Cypress Village, either seek to protect about half of the Eagleridge lands now, or all of Eagleridge.
- 2.2 If only a portion of the lands in Eagleridge are protected as part of this planning process, prioritize lands with ecological importance, environmental sensitivity, high recreation value, and adjacency to each other or other public recreation lands, and configure any remaining lands so that they can be feasibly accessed/developed under existing zoning by BPP if for any reason the aim of protecting all of Eagleridge cannot be completed in the future.
- 2.3 Include lands intended for outdoor recreation with walking/hiking and cycling trails and lands mainly protected for ecological/environmental reasons with limited access.
- 2.4 Secure the lands protected in Eagleridge as well as public access to those lands using a mechanism acceptable to the District of West Vancouver.

### Planning Principles for Cypress Village

- 3.1 Include a mix of housing, a local-oriented commercial area, community facilities to meet the day-to-day needs of the residents of Cypress Village and Rodgers Creek, employment uses, parks/sports fields, and lands that will be protected because of their ecological/environmental/recreational value.

- 3.2 Create a plan for Cypress Village based on good community planning and urban design, with a total amount of residential development that can:
- support transit, local commercial space, and amenities.
  - allow for a mix of housing types.
  - cover the costs of the infrastructure and agreed-upon amenities in Cypress Village.
  - transfer in the development potential from the lands in Eagleridge to be protected.
  - be completed within about 20 years (which is the maximum timeframe for a Phased Development Agreement between the District and a developer).
- 3.3 Be a model of urban community sustainability in terms of aiming to minimize private automobile trips, reduce energy consumption, have a low carbon footprint, reduce social waste, conserve water, manage storm water runoff, and manage wild fire risk.
- 3.4 Include mainly apartments and townhouses to achieve a compact, sustainable community, with a mix of strata and rental apartments, some family-oriented units, and some affordable housing (with the definition of affordable to be defined as part of the planning and engagement process).
- 3.5 Undertake a detailed transportation study and Traffic Impact Assessment to help guide transportation planning. Include the following elements in concept plans for Cypress Village:
- an Independent Transit Service with connections to TransLink bus service at Park Royal.
  - Cypress Bowl Road in its current alignment.
  - walking and cycling choices.
  - local commercial uses, an elementary school, and community facilities in the village core to help reduce the amount of automobile traffic between Cypress Village and the rest of West Vancouver.
- 3.6 Plan for development in Cypress Village that is:
- compact, to encourage walking and cycling within the neighbourhood.
  - clustered, to protect a large proportion of the land in its natural state.
  - concentrated in a community hub or core that is pedestrian-oriented and served by transit.
  - varied, with a mix of low-rise, high-rise, and taller buildings.
- 3.7 Include the following community facilities:
- a community centre that includes meeting and function rooms, recreation space, a branch library.
  - child care facilities.
  - fire hall.
  - elementary school (although the creation of a public school is subject to School District approval).
  - walking/hiking trails and cycling paths.
  - sports fields.
  - public outdoor civic space in the village hub.
- 3.8 Include a diverse mix of parks and open spaces (e.g. playing fields, urban character outdoor spaces, natural areas with walking/hiking and cycling trails, and natural areas set aside for environmental protection with limited access).
- 3.9 Complete the Mountain Path from Rodgers Creek to Cypress Village, include trail networks within Cypress Village, connect trail networks in Cypress Village to existing or proposed major trail networks, and provide good signage to help with way-finding and accessibility.
- 3.10 Consider existing municipal lands and facilities in the planning process (e.g. District Operations Centre/ works yard site, McGavin Field site) but do not require any changes to these in the concept plan for Cypress Village. Subject to the District's typical processes regarding the use or disposition of District-owned land, consider whether vacant District-owned lands in Cypress Village should be sold to BPP, exchanged with BPP for other lands, or allocated to uses such as affordable housing, community facilities, or open space.
- 3.11 Base capital funding for infrastructure and community amenities in Cypress Village on the principle that the developer is responsible for:
- the construction of (or appropriate financial contributions toward) the capital cost of all on-site infrastructure for Cypress Village (roads, water, sanitary sewer, drainage, and utilities).
  - providing and operating an independent transit service until such time as it is taken over by a public transit agency.
  - paying applicable DCCs, with adjustments if the developer builds any DCC capital works directly.
  - the capital cost of a new fire hall and agreed-on community amenities, open space improvements, and trails within Cypress Village (except that it may be necessary to revisit the developer's obligations for providing certain amenities if all of Eagleridge is protected at this time).

## **Attachment A:**

Proposed Planning Principles

# Proposed Planning Principles

## 1.0 Planning Principles for the Transfer of Development Potential

- 1.1 **Objectives for the transfer of development potential:** The first phase of development in the remaining Upper Lands should be sufficient to support transit service, community facilities, and local commercial space, and result in the protection of a substantial portion of the environmentally and ecologically important remaining Upper Lands, while also being able to be completed within at most about 20 years from the start of construction (which could commence as early as 2022).
- 1.2 **Phased approach to implementation:** The full development potential of the entire Cypress Village and Cypress West planning areas, including the development potential that would be transferred in from Eagleridge and Inter Creek, would take significantly longer than 20 years to complete. Therefore, this current planning process should focus on creating policy to guide a portion of the transfer of development potential and the creation of the village core neighbourhood in Cypress Village. Detailed planning for the rest of the transfer of development potential and for other new neighbourhoods in Cypress Village and Cypress West would happen in the future as part of subsequent, separate planning and engagement processes.
- 1.3 **Focus on Eagleridge now:** This planning process should focus on protecting a substantial portion of Eagleridge, which contains the most ecologically significant portions of the remaining Upper Lands. Subsequent planning processes should focus on protecting Inter Creek and any remaining lands in Eagleridge that are not protected as part of this process.
- 1.4 **Development potential converts to multi-family housing:** The privately-owned lands in Eagleridge are currently zoned to allow subdivision into single family lots.<sup>1</sup> The transfer of development potential necessarily involves converting the existing development potential from single family lots to multi-family units to achieve a compact, sustainable urban community within the available developable land area in Cypress Village. Single family housing has higher land value per unit than multi-family housing, so the transfer of development potential should reflect that more than one multi-family unit is needed in the new village core neighbourhood to offset the land value of foregone single family development on the lands in Eagleridge that will be protected in perpetuity.

## 2.0 Planning Principles for the Protection of Lands in Eagleridge

- 2.1 **Share of Eagleridge to be protected in this process:** The long-term goal in the OCP is to protect all of the lands in Eagleridge, but this could be achieved in phases. Depending on stakeholder and public preferences for community scale in the village core, this planning process could focus on protecting about half of the lands in Eagleridge in conjunction with the Area Development Plan and rezoning for the new compact, sustainable core neighbourhood in Cypress Village, or seek to protect all of Eagleridge now.
- 2.2 **Criteria for selecting the lands to be protected:** If only a portion of the lands in Eagleridge are protected as part of this planning process, the selection of the lands to be protected at this time should be based on these principles:
  - a. High priority will be given to protecting lands with ecological importance, environmental sensitivity, and high recreation value.
  - b. The lands to be protected should be contiguous to each other, to public access points, and/or to other public recreation lands, to the extent possible.
  - c. The lands to be protected should be configured so that any remaining lands (which will stay in the ownership of British Pacific Properties until a subsequent future planning process sets out protecting these remaining Eagleridge lands in conjunction with planning the remainder of Cypress Village) can be feasibly accessed/developed under existing zoning by British Pacific Properties, if for any reason the aim of protecting all of Eagleridge cannot be completed in the future.
  - d. The process for determining the lands to be protected should take into consideration input from conservation/ecological stakeholder groups active in this area and input from the public about the features and portions of the lands most important to the community.

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<sup>1</sup> The background materials posted on the project webpages at [westvancouverite.ca/upperlands](http://westvancouverite.ca/upperlands) include a map showing current zoning and an estimated lot yield for single family lot development in Eagleridge and Cypress Village under the existing zoning.

- 2.3 **Use of the Protected Lands:** The protected lands in Eagleridge will include a mix of:
- Lands intended for outdoor recreation, with walking/hiking and cycling trails.
  - Lands mainly protected for ecological or environmental sensitivity reasons, with limited access.
- 2.4 **Mechanism for Protecting the Lands:** The lands to be protected as part of this process will be secured using a mechanism acceptable to the District of West Vancouver that ensures protection and public access in perpetuity. The mechanism should reflect Policy 2.2.11 in the OCP which states that lands in Eagleridge whose development potential has been transferred should be designated “as Limited Use and Recreation” and dedicated “as public parkland or non-profit conservancy or similar publicly-accessible open space in perpetuity.”

### 3.0 Planning Principles for Cypress Village

The Cypress Village planning area will include a high-density core neighbourhood near the first switchback of Cypress Bowl Road, as well as other future neighbourhoods. The Upper Lands Working Group’s “Final Report: Part One” noted that Cypress Village should be “a sustainable mixed-use village” that “serves as a gateway to mountain recreation”, “includes shops, services, transit and community amenities/facilities”, “provides a range of housing types for different ages and incomes”, and is “designed with nature and responds sensitively to its location”. Based on this vision, the proposed planning principles for the new high-density core neighbourhood in Cypress Village are:

- 3.1 **Mix of Uses:** Cypress Village should contain the following uses:
- A mix of housing types, housing sizes, and tenures to appeal to households with different demographic characteristics, incomes, and housing needs.
  - A local-oriented commercial area to meet the day-to-day needs of the residents of Cypress Village and Rodgers Creek. This commercial area should help reduce the amount of automobile traffic in and out of Cypress Village.
  - Community facilities to meet the needs of the residents of Cypress Village and Rodgers Creek.
  - Employment uses, to create the potential for people to live and work in Cypress Village.
  - Parks and sports fields to meet the needs of the community.

- Lands that will be protected in perpetuity because of their ecological significance, environmental sensitivity, and recreation value for activities such as walking and cycling.
- 3.2 **Scale of Development:** The scale of the first phase of development in the Cypress Village planning area must meet these objectives:
- Include a total amount of development that can be completed in about 20 years.
  - Include sufficient population to support local commercial facilities and community amenities that will serve Cypress Village and Rodgers Creek.
  - Include sufficient population to support an independent transit service.
  - Include a sufficient number of units to provide the desired mix of housing types, unit sizes, tenures, and affordability.
  - Include sufficient residential development to be able to:
    - Pay for the infrastructure needed in Cypress Village.
    - Pay for community amenities agreed to by British Pacific Properties Limited and the District of West Vancouver.
    - Convert the existing single family development potential of the lands in Cypress Village into multi-family units to facilitate the creation of a compact, urban neighbourhood.
    - Transfer in the development potential from the lands in Eagleridge to be protected.
- 3.3 **Sustainability:** The development in Cypress Village should be a model of urban community sustainability with these characteristics:
- Community planning, urban design, and transportation demand management approaches to maximize transit use and to minimize private auto trips.
  - Community planning and urban design to encourage walking and cycling within the community, rather than driving.
  - Building design and energy systems that achieve a low carbon footprint, possibly including district energy, energy efficient design, and use of renewable energy sources as much as possible.
  - Designing buildings to be ready for solar/ photovoltaic installation.
  - Energy conservation programs to encourage residents and businesses to reduce energy consumption.

- f. Provision for electric vehicle charging stations in buildings and in public parking facilities.
  - g. Facilities and programs that support car sharing and bike sharing.
  - h. Integrated storm water management planning using mechanisms such as infiltration, rain gardens, and biofiltration to manage the rate and quality of run-off.
  - i. Provision of solid waste management and recycling facilities and programs to reduce material waste.
  - j. Using native species for landscaping.
  - k. Facilitating water conservation through appropriate landscaping and through selection of appliances and plumbing fixtures.
  - l. Provision for community gardens, edible landscaping, and other means of providing local fresh food.
  - m. Protection of sensitive environmental areas, riparian areas, and wetlands where possible, as well as enhancement of natural areas where it is possible to improve or restore environmental conditions.
  - n. Reduction of risk of forest fire and implementation of wild fire management strategies to protect the community.
- 3.4 **Housing:** Policy 2.2.14 in the OCP envisions that Cypress Village should “include a range of housing types, tenures, and unit sizes (including rental, non-market, family, and seniors housing)...to meet the needs of residents of different ages and incomes.” The housing should include:
- a. Mainly apartments and townhouses, in order to achieve a compact form, and a small number of single detached houses.
  - b. A mix of strata and rental apartments.
  - c. A proportion of family-oriented units, including apartments with two or three bedrooms and including ground-oriented units.
  - d. A proportion of apartment units that are affordable housing, with the number of units and the definition of “affordable” to be explicitly defined as part of the planning and engagement process.

3.5 **Transportation:** Transportation planning for Cypress Village should be guided by these principles:

- a. A detailed transportation study and Traffic Impact Assessment will be completed to help guide transportation planning.
- b. Cypress Village must be provided with an Independent Transit Service as soon as the first residential building is completed, with connections to TransLink bus service at Park Royal. The route, capacity, and schedule for the Independent Transit Service should make transit use convenient for Cypress Village residents, as part of a strategy to reduce the number of private automobile trips out of the neighbourhood. The level and frequency of service will increase over time, but initial service must contribute to transportation demand management.
- c. The concept plan should assume that Cypress Bowl Road will remain in its current alignment for the time being. The concept plan should anticipate possible realignment, but not depend on this occurring in the short term.
- d. Cypress Village should include local commercial uses such as grocery store, pharmacy, beer/wine, cafes/restaurants, medical/dental, and personal services, as soon as possible near the outset of the development to minimize the amount of automobile traffic between Cypress Village/Rodgers Creek and commercial centres elsewhere in West Vancouver.
- e. Cypress Village should include an elementary school and community facilities such as daycare, meeting rooms, a branch library, and recreation facilities to minimize the amount of traffic between Cypress Village and the rest of West Vancouver.
- f. Community planning, urban design, and road planning within Cypress Village should facilitate walking and cycling for a large share of local trips to neighbourhood commercial uses and to community facilities.

3.6 **Form and Character of Development:** Policy 2.2.13 in the OCP envisions that Cypress Village should be “a unique gateway to mountain recreation with strong links to the rest of West Vancouver, incorporating distinctive uses and features (such as unique retail, a civic plaza, community and recreational facilities, and other public amenities) in addition to commercial and institutional uses that serve the local community.” Based on this, community planning, urban design, and architectural design should achieve these objectives:

- a. Development in Cypress Village should be compact, to encourage walking and cycling within the neighbourhood.
- b. Development should be clustered in order to protect a large proportion of the land in its natural state. The Rodgers Creek Area Development Plan designates 55% of the total land area as environmentally-protected green space including creeks and their riparian corridors, rock bluffs, and large stands of forests. The entire Cypress Village planning area should achieve a similar proportion of green space as in Rodgers Creek (in addition to the lands protected in Eagleridge), although the village core developed in the first phase is not expected to achieve this ratio because it will be the most compact, urban part of the new community.
- c. Most residential development, community facilities, and commercial development should be located in a community hub or core that is pedestrian-oriented and served by transit.
- d. Commercial development should primarily serve the day-to-day needs of the Cypress Village and Rodgers Creek communities. Retail shops and services may also serve visitors to Cypress Mountain and the networks of open spaces and trails, but should not create a major new retail destination that attracts significant customer traffic from outside the area.
- e. Commercial uses should be located close to the main entrance to Cypress Village from Cypress Bowl Road.
- f. Development should include a mix of low-rise, mid-rise, and taller buildings to create a community with an urban character village centre and lower density housing options.

3.7 **Community Facilities:** Community facilities in Cypress Village should include the following:

- a. A community centre that includes meeting and function rooms, recreation space, a branch library.
- b. Child care facilities.
- c. Fire hall.

- d. Elementary school (although the creation of a public school is subject to School District approval).
- e. Walking/hiking trails and cycling paths.
- f. Sports fields.
- g. Public civic space in the village hub, possibly including space that could be suitable for special events.

3.8 **Parks and Open Space:** There should be a diversity of parks and open spaces in Cypress Village including:

- a. Playing fields.
- b. Urban character outdoor spaces.
- c. Natural areas with walking/hiking and cycling trails.
- d. Natural areas set aside for environmental protection, with limited access.

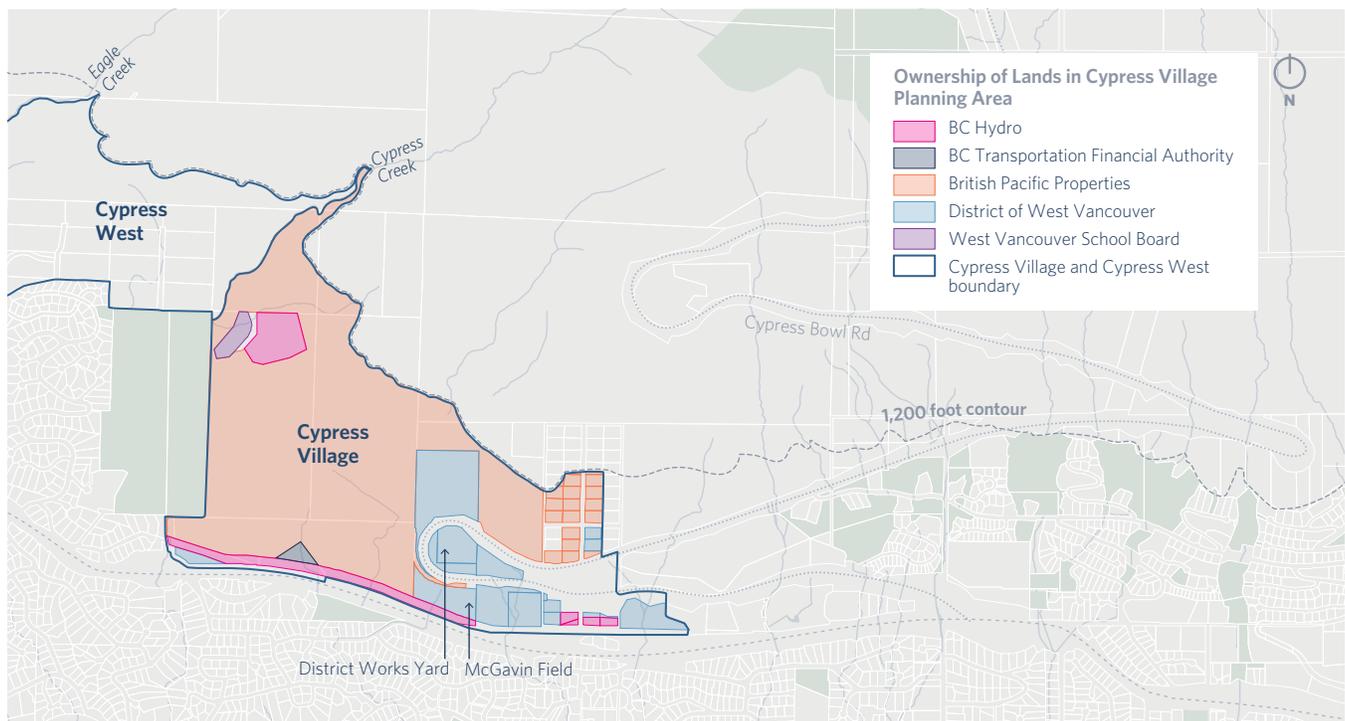
3.9 **Trail Networks:** Policy 2.2.16 in the OCP states that the design and planning of Cypress Village should “incorporate recreational and visitor spaces and amenities...including trail connectivity to the wider mountainside and the potential development of complementary non-residential uses above 1,200 feet (e.g., visitor accommodation, natural wellness, outdoor education and recreation).” Walking, hiking, and cycling trails in Cypress Village should be designed in accordance with these principles:

- a. Trail networks should provide good connections for residents of Cypress Village to walk or cycle to commercial and community facilities.
- b. The trail network should include completion of the Mountain Path from Rodgers Creek into Cypress Village.
- c. Trail networks within Cypress Village should connect to existing or proposed major trail networks in the entire Upper Lands area, to major parks, and also to the area above the 1,200 foot contour (at least in terms of major trails). Any new trails proposed for above the 1,200 foot contour as part of this planning process must take into account the development potential of private lands based on OCP policies.
- d. The trail network should have good signage to help with way-finding and accessibility.

3.10 **Existing Municipal Lands and Facilities:** The District has lands and facilities in the Cypress Village planning area. The Cypress Village concept plan should incorporate these principles regarding the existing lands and facilities in the planning area that belong to the District of West Vancouver:

- a. The concept plan for Cypress Village must not depend on the relocation of the existing District Operations Centre (the works yard). This facility may relocate in the future, at the discretion of the District of West Vancouver, and the concept plan should have the flexibility to adapt to this change.
- b. The concept plan for Cypress Village ideally should not depend on the use of the McGavin Field site for urban development. It is possible that the District may agree to short term or long term uses of this site other than recreational open space, but the concept plan should have the flexibility to adapt to how this site is used over the long term.

- c. Vacant lands in the Cypress Village planning area that are owned by the District of West Vancouver may be sold to BPP, exchanged with BPP for other lands, or allocated to uses such as affordable housing, community facilities, or open space at the discretion of the District of West Vancouver subject to any restrictions on the title to these lands and subject to undertaking the District's typical processes regarding the use and disposition District-owned land.



### 3.11 Funding for Infrastructure and Community

**Amenities:** Capital funding for infrastructure and community amenities in Cypress Village should be based on these principles:

- a. The developer is responsible for the construction of, or appropriate financial contributions toward, the capital cost of all on-site infrastructure that serves the Cypress Village development, including roads, water, sanitary sewer, drainage, and utilities.
- b. The developer is responsible for the capital cost of a new fire hall to provide emergency services and enhance wild fire protection and resiliency in the Upper Lands. The location of this fire hall should be chosen to optimize emergency protection for the service area and, if possible, should be on District-owned land.
- c. The developer is responsible for providing and operating the independent transit service until such time as it is taken over by a public transit agency.
- d. The developer will pay all DCCs that are required by applicable DCC bylaws, including the District of West Vancouver, Metro Vancouver, and TransLink. The developer is responsible for construction of, upgrades to, or financial contributions toward all off-site roads and services works that are required to serve the development in Cypress Village, as may be required by the District's applicable bylaws. If any of these works are included in the District's DCC capital works program or benefit development lands in West Vancouver owned by others, then the developer will be eligible for DCC credits (for those works that are part of the District's capital works program that is funded by DCCs) or possible reimbursement via latecomer agreements or other mechanisms.
- e. The developer is responsible for the cost of agreed-on community amenities, open space improvements, and trails (walking/hiking, cycling) within Cypress Village. Reflecting Planning Principle 3.2(e) above, it is assumed that the agreed-on total development potential in Cypress Village will be sufficient to cover the cost of such facilities based on District of West Vancouver policies regarding community amenity contributions or density bonusing as appropriate.
- f. Notwithstanding Principles 3.11(b) and 3.11(e) above, if it is determined that protecting all of Eagleridge at this time is a priority for this planning process, and that the required number of housing units in Cypress Village is more than either the community or the developer thinks is appropriate for Cypress Village, it may be necessary to revisit the developer's obligations for providing certain amenities.