



UPPER LANDS STUDY REVIEW
working final group report
PART TWO: BACKGROUND

June 1, 2015

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1. INTRODUCTION

The District of West Vancouver has been considering the future of the Upper Lands, with the guidance of a Working Group of residents appointed by Council in late 2012. Our working group's process has included compiling environmental data, preparing maps, reviewing existing policies, and engaging stakeholder groups and the broader community.

Through this process, key issues about the future of the Upper Lands have been identified, and the community's values and priorities ascertained. Our Working Group's recommendations to address these issues in a way that is consistent with community values are provided in our Final Report Part One: Recommendations.

Part Two: Background provides the context to those recommendations. It describes our study process, the findings of our review of the Upper Lands and of the existing regulatory and policy context, and summarizes the public and stakeholder engagement that accompanied and informed this review.



The central portion of the Upper Lands



2. THE REVIEW

2.1 Study Area

The Upper Lands comprise a large area of around 6,000 acres of undeveloped publicly and privately owned land bordered on the south by the Upper Levels Highway, on the east by the Greater Vancouver Regional District Capilano Watershed, on the west by the Sea to Sky Highway and on the north by Cypress Provincial Park and watershed lands.

The vast majority (4,600 acres, or ~75%) of these lands are above 1200 feet in elevation and are designated in the Official Community Plan (OCP) for “Limited Use and Recreation”. Around 25% (1,400 acres) of the Upper Lands are below the 1200 foot contour and are designated for the thoughtful planning and development of “Future Neighbourhoods”.

Existing uses in the Upper Lands include recreational cabins (on private and public land), a hydro substation and major power line, Cypress Bowl Road, the municipal and School District’s works yards, dedicated public parkland, and an extensive recreational trail network, including the unsanctioned recreational use of some privately-owned lands.

The study area comprises around 28% of West Vancouver’s total land area. Our review did not include Cypress Provincial Park or the regional Capilano Watershed lands to the north of our study area, which together comprise around 38% of West Vancouver’s land area. Existing neighbourhoods outside of our study area (to the south) make up the remaining 34% of West Vancouver’s land area.



Upper Lands study area

2.2 The Working Group

Our Working Group has been comprised of nine citizen volunteers supported by Planning Department staff:

- Ashley Willard Bauman and Andy Krawczyk (co-chairs)
- Alan Bardsley, Rebecca Buchanan, Saba Farmand, Mike Fillipoff, Heather Johnston, Graham Nicholls and Brian Walker (members)

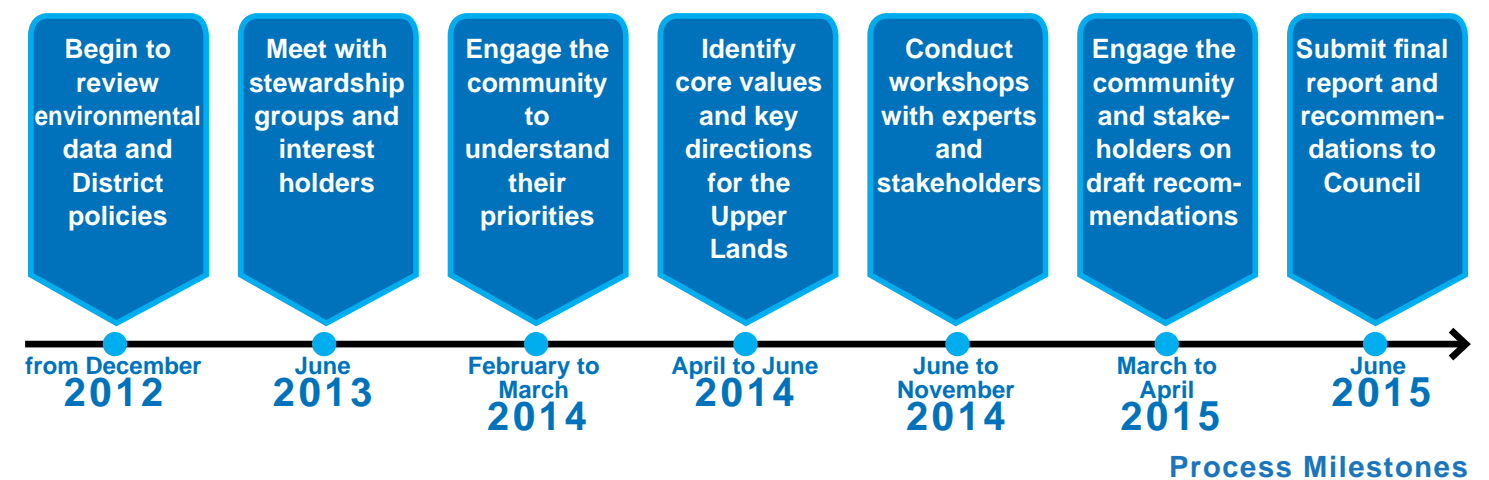
Councillors Craig Cameron and Trish Panz served as Council Liaisons, and David Hawkins was the primary Staff Liaison.

The group’s formal Terms of Reference, as adopted by Council’s Community Engagement Committee, are included as Appendix 1. In essence, the role of our Working Group has been to:

1. review existing information about the Upper Lands, including environmental data and existing or recent policy and regulatory documents;
2. engage the public and key stakeholders to identify the relevant values of all lands within the area and the community’s priorities for these lands; and
3. make recommendations to Council regarding District policies and programs as they relate to the Upper Lands.

2.3 Review Process

Our Working Group held its inaugural meeting in December 2012 and has typically met twice a month since then. Our meetings have been held in the public domain, ensuring transparent and open dialogue, with an opportunity for public input provided at each meeting. Comments from the public, including correspondence received, have helped shape both our understanding of the Upper Lands and our approach to the review. Our informed discussions have involved asking challenging questions about an area that West Vancouver citizens are passionate about. Healthy debate has occurred and consensus sought through a balanced and inclusive approach. Council were updated three times during the review process, on October 21, 2013, on June 2, 2014, and on March 30, 2015, before our final presentation on June 22, 2015.



The review process has been structured around three principal phases. Public and/or stakeholder engagement has accompanied each phase, and summaries of the various engagement exercises are provided as Appendices 4 to 6.



A working group member and staff at Community Day

Phase I: Background Review, 2013

This initial scoping phase included a review of the relevant policy and regulatory documents that have governed land use in the Upper Lands since 2001. Six site visits were undertaken to familiarize our Working Group and interested members of the public with the Study Area. Extensive and current environmental data for the area was compiled and then mapped. Two 'Input Forums' were held during this phase (June 2013); one involving the participation of ten environmental, recreational and cultural stewardship groups; and a second with representation from over 40 interest holders (landowners and cabin lessees). The series of eight maps prepared for the Working Group by a consultant in this phase is described in Section 3 below, and a summary of the policy context reviewed by the group forms Section 4 of this report.



Working group members on a site visit

WORKING GROUP SITE VISITS

Cypress Village Area/Cypress Falls Park – April 25, 2013

Starting and ending at the Municipal Works Yard, this tour covered the area from the Works Yard up Eagle Lake Access Road to west of Cypress Falls Park. Geoff Croll of British Pacific Properties provided commentary. Sites viewed included the Municipal Works Yard, McGavin Field and the BC Hydro Substation. A short hike took participants through Cypress Falls Park, past the wetlands and to Cypress Falls.

1200-Foot Contour Variation Area below the Quarry Lookout – May 9, 2013

Starting and ending at the Municipal Works Yard, this tour covered areas above the 1200-foot contour up to Quarry Lookout. Geoff Croll of British Pacific Properties provided commentary. Sites viewed included Power Line Road under the Hydro lines, possible areas for residential development and the viewpoint under the Hydro lines from the Trans Canada Trail.

1200-Foot Contour Variation Area above Quarry Lookout – May 25, 2013

Starting and ending at Quarry Lookout, this tour covered areas from Quarry Lookout up the Trans Canada Trail to the Old Growth Conservancy. Hugh Hamilton of West Vancouver Streamkeepers Society provided commentary. Points observed included bears grazing at Quarry Lookout grass, the unauthorized 'Wild Cherry' trail, the viewpoint under the Hydro lines, the edge effect exposure of trees by the Hydro lines, substantial old growth along Cypress Creek and the Old Growth Conservancy.

Rodgers Creek Development – July 16, 2013

This tour covered the Rodgers Creek area. Geri Boyle, then Manager of Community Planning for West Vancouver, and Geoff Croll of British Pacific Properties provided commentary. Points observed included comprehensive stormwater management infrastructure, existing large house sizes, the challenges of building on steep terrain, the Mountain Pathway, and substantial areas of protected open space.

Whyte Lake Hike – June 22, 2013

Starting and ending at the Wesport Road Parking Lot, this hike covered Nelson Canyon Park and the Whyte Lake Park area. Bill Chapman of West Vancouver Streamkeepers Society provided commentary. Sites viewed included the Nelson Creek Fish Hatchery, substantial old growth areas, Whyte Lake and the nearby lands owned by British Pacific Properties.

Hollyburn Cabins Area - September 21, 2013

An additional tour of the historic Hollyburn Cabins Area was arranged and guided by Jackie Swanson of the Hollyburn Ridge Association. The tour coincided with the Hollyburn Ridge Association First Lake Fall Festival. Points and features observed included private lots off Westside Road, many existing permitted cabins, formal and informal trails, examples of regulated cabin maintenance, Cabin 159, Hollyburn Lodge, the Rangers Cabin and Hollyburn Ridge Association festival events.



Phase II: Values and Directions, 2014

This phase involved engaging the broader community to determine its priorities and core values for the Upper Lands. Engagement included Workshops and Open Houses (February 26, 27 and March 4, 2014), as well as online questionnaires that received around 200 responses. A specific workshop on the Hollyburn Cabins was held June 25, 2014 to discuss this unique area of the Upper Lands. Coming out of this phase, the community's three core values for the Upper Lands informed the development of six 'Key Directions' – initial recommendation-type statements – that were used to structure three informational workshops (October 2, 28 and November 20, 2014) where we engaged in informed dialogue with invited experts and stakeholders to test the implications and robustness of our Working Group's ideas.



Working group members and Council liasons at an Input Forum

CORE COMMUNITY VALUES AND WORKING GROUP KEY DIRECTIONS

Community Value:

the **environmental features and systems** of the Upper Lands, and their immense, contiguous, natural beauty

Working Group Key Directions:

- A. In order to protect the environmental features and systems of the Upper Lands:
 - Maintain the current restriction on development above the 1200-foot contour; and
 - Forego further consideration of a 1200-foot contour variation
- B. Protect environmentally sensitive areas and significant natural features on lands designated for future neighbourhood development below the 1200-foot contour and transfer density to further limit the area impacted by development

Community Value:

the **outstanding recreation opportunities** of the Upper Lands, and the lifestyle and heritage associated with 'outdoor living'

Working Group Key Directions:

- A. Regulate recreational uses in the Upper Lands in a way that respects the needs of different recreational user groups, and balances recreational uses with the community's environmental and cultural values, through the preparation with community input of a Recreation Plan
- B. Identify privately-owned lands currently used or with high potential to be used for recreation, and work with landowners to address issues relating to and including potential public acquisition, formalizing access to trails, and transferral of management responsibilities

Community Value:

a **certain kind of neighbourhood model** (one that 'works' with nature, and is desirable, vibrant, inclusive, compact, and sustainable)

Working Group Key Directions:

- A. Cluster development around the future Cypress Village to minimize the area of land developed, optimize community infrastructure, reduce sprawl, and support a strong sense of community with connections to other West Vancouver neighbourhoods
- B. Plan for a mix of uses in and around Cypress Village, with shops and services forming an appropriately-scaled neighbourhood centre, and a range of housing types and unit sizes to meet the needs of residents of different ages and incomes



Phase III: Recommendations to Guide the Upper Lands, 2015

The final planning phase of our review involved the preparation of a draft report containing draft recommendations organized around the core community values for the Environment, Recreation, and Future Neighbourhoods. These draft recommendations were taken out for broad community and stakeholder engagement. Open Houses were held April 11, 14 and 16, 2015. An online questionnaire received over 225 responses (recording over 80% support rates) and had the highest number of visitors to any topic on westvancoverITE. Letters with supportive comments regarding the draft recommendations were received from six stakeholder groups. All feedback from engagement was used to review and fine-tune our Working Group's recommendations and informed the preparation of our Final Report Parts One and Two.

Acknowledgments

Our citizen-based process has relied on the active participation of residents and Upper Lands stakeholders alike, while the complex and broad-ranging nature of our mandate has required the input of many experts with knowledge in their respective fields. The Working Group gratefully acknowledges the participation of hundreds of West Vancouverites, West Vancouver Mayor and Council, in addition to the following groups/individuals:

Input Forum - Stewardship Groups (June 11, 2013)

- Cypress Trail Builders, Friends of Cypress Provincial Park, Heritage West Van, Hollyburn Ridge Association, Lighthouse Park Preservation Society, North Shore Hikers, North Shore Mountain Bike Association, North Shore Wetlands Partners, Old Growth Conservancy Society and West Vancouver Streamkeeper Society

Workshops - Invited Guests (June 25, October 2, 28 and November 20, 2014)

- Vince Béasse, Gord Berg, Geoff Croll, Michael Geller, Don Grant, Hugh Hamilton, Anne Leathem, Freda Pagani, Mike Rankin, Alex Sartori, Katharine Steig, Jackie Swanson and Don Vaughan

West Vancouver Municipal Staff

- Corinne Ambor, Andrew Banks, Sandra Bicego, Geri Boyle, Kim Donohoe, Martin Ernst, Claudia Freire, Ray Fung, David Hawkins, Dan Henegar, Brent Leigh, Cindy Mayne, Stephen Mikicich and Bob Sokol



The Upper Lands are home to a range of flora and fauna

3 GEOGRAPHICAL ANALYSIS

The preparation of a series of maps illustrating environmental, cultural and regulatory information has formed a significant component of our Working Group's review. Eight maps are included at the end of this Background Report, with associated summary descriptions of the mapped information provided below. Some reference maps are also provided at the end of this document.

Map 1: Property Ownership and Trails

Most of the higher elevation land is owned by the District of West Vancouver (DWV) and most of the lower elevation land is owned by British Pacific Properties (BPP). The following table provides an estimate of the amount of land by area and percentage in each ownership category.

Ownership Category	Area (ac)	% of Upper Lands
BPP	2,018.5	34.4%
DWV	3,286.1	55.9%
BC Hydro	29.5	0.5%
Metro Vancouver	1.0	0.0%
Other Private	165.2	2.8%
Provincial	131.6	2.2%
School District 45	4.1	0.1%
Blank (no GIS data)	238.3	4.1%
Total	5,874.3	100 %

The Upper Lands have a long history of recreational use that is central to our community's lifestyle and identity. Recreational activities understood to be currently taking place in the Upper Lands include: hiking; walking; running; jogging; mountain biking; road biking; winter activities (e.g. snowshoeing, cross country skiing, sledding); wildlife watching; naturalists/ecologists (educational or research purposes); geo-caching; climbing; dog walking (recreational and commercial); long boarding; cabin use; camping; picnicking; mushroom picking and other flora; motorized vehicle use (e.g. eBikes, ATVs); organized activities and events e.g. running, mountain biking; universities, colleges, schools for field work; Scouts and Guides.



The Upper Lands have a long history of recreational use



Trails are extremely popular in the Upper Lands. The Trans Canada and Baden Powell Trails are among the primary walking and hiking routes, along with the trail to Whyte Lake and trails in and near Cypress Falls Park. The map also identifies “miscellaneous” trails that include a major network of mountain biking trails concentrated between the first and third switchbacks of Cypress Bowl Road. Many of these hiking and biking trails are unsanctioned uses on private lands.

The Hollyburn Cabins are an historic community of walk-in, unserviced cabins nestled within the forest. Hollyburn Lodge is a heritage site and landmark located on Provincial land north of the Upper Lands Study Area. Map 1 also identifies other features of interest, mostly related to historic logging operations, often on private land, in the eastern portion of the Upper Lands.

The District owns four parks and one conservancy within the Upper Lands. The dedication of Whyte Lake Park occurred during our Study Review, and the Working Group provided input on possible park boundaries. The following table provides an estimate of the amount of dedicated parkland in the Upper Lands, broken down by individual park or protected area.

Park	Area (ac)	% of Upper Lands
Ballantree Park	35.5	0.6%
Cypress Falls Park	75.3	1.3%
Nelson Canyon Park	82.2	1.4%
Whyte Lake Park	306.8	5.2%
Old Growth Conservancy	134.1	2.3%
Total	633.9	10.8%

Map 2: Existing Official Community Plan (OCP) Land Use Designations

Lands above 1200 feet are designated “Limited Use and Recreation” in the District’s 2004 Official Community Plan (OCP), and lands below 1200 feet are designated “Future Neighbourhoods” (i.e. where “future housing development is allowed”).

As with zoning (see Map 4 below), the OCP uses the 1200-foot contour line to demarcate between permitted land uses. The planning background to this contour line as an organizing principle for land regulation, in addition to its possible variation, is described as part of the Policy Context in Section 4.

Map 3: Metro Vancouver Regional Growth Strategies Land Use Designations

The Metro Vancouver Regional Growth Strategy (RGS) establishes a policy framework to guide the future development of the region, its transportation networks, and community services. Member municipalities such as West Vancouver are required to develop land use plans consistent with the strategy, with discretion to determine the appropriate uses within the regional designations.

The RGS designates almost all of the land below 1200 feet as General Urban (i.e. “intended for residential neighbourhoods and centres”). Most municipally owned lands above the 1200 foot contour line are designated as Conservation and Recreation (i.e. “intended to protect significant ecological and recreation assets”). Private lands that are not surrounded by municipally owned lands above the 1200 foot contour are designated as General Urban.

The RGS also designates the area above the 1200 foot contour as a “Special Study Area,” which gives West Vancouver the flexibility to consider different land use designations to those in the RGS. This designation reflects the review of Upper Lands policies that West Vancouver has been undertaking through this Working Group, recognizing that the municipality’s long range land use policies for this area may change subsequent to the recommendations made by our Working Group in the accompanying Part One of our Final Report.

Map 4: Zoning

Almost all of the land below 1200 feet is zoned “RS”, which provides for single family housing and secondary suites. Almost all of the land above 1200 feet is zoned “Community Use”, which allows for some park type uses (such as trails, picnic areas), as well as private recreational cabins at low densities. A detailed analysis of the entitlement of existing zoning in the Upper Lands is provided in Section 4.1 below.

Map 5: Sensitive Ecosystem Inventory (SEI) Quality Ratings and Other Inventories

A Sensitive Ecosystem Inventory (SEI) conducted by Metro Vancouver (2013) provides extensive high-level information on habitats and species within the Upper Lands. This map shows the quality rankings of the ecosystems. Generally, the areas rated excellent are old growth forest. The SEI rankings are determined through an evaluation of the condition of an area, its size and its landscape context. Metro Vancouver’s evaluation is based on air-photo interpretation, and is “intended to flag the existence of important ecological features and provide initial information about them”. More detailed environmental mapping will be required in the future to support site-specific decisions and is anticipated to occur subsequent to our Working Group’s review.

Map 5 also includes an environmental review of the Eagleridge Bluffs area conducted by the Ministry of Transportation and Infrastructure. The key environmental features are an arbutus grove, wetlands, and blue-listed species, particularly habitat for the Northern Red-Legged Frog. Area-specific mapping of the Godman watershed area, between the District Works Yard and Cypress Falls Park, was also conducted by BPP as part of the Rodgers Creek planning process. This high-level inventory of landscape and recreational resources includes large trees, hummocks, ravines, rock outcrops, rock meadows, waterfalls and wetlands.



Fish and other wildlife live in the natural areas of the Upper Lands

Map 6: Slope and Watersheds

The watershed map shows the strong inter-relationships between the watersheds in the Upper Lands, undeveloped lands to the north, and the urban area of West Vancouver to the south. The Dick, Nelson and Eagle Creek watersheds feed the District's drinking water supply.

Approximately 12 major creek systems and numerous additional watercourses flow down the steep slopes of the Upper Lands. Eagle Lake is the largest lake; Whyte Lake is smaller and cherished for its scenic and recreational values.

The map uses the slope categories from the 2001 Upper Lands Report. Slopes under 5% are flat or very gently sloping, developable but can have drainage issues. Slopes from 6 to 20% are relatively easy to develop. From 21 to 35%, increasingly difficult terrain suggests the need for compact forms of development. From 35 to 50%, there is restricted potential for building. Slopes over 50% are considered too steep for urban development for geotechnical and environmental reasons.

Map 7: Environmentally Sensitive Areas Synthesis

Map 7 synthesizes information presented in Map 5 and makes some initial interpretations regarding areas that may be termed 'environmentally sensitive'. The synthesis of environmentally sensitive areas (ESAs) includes those with an SEI quality ranking of excellent, the Eagleridge Bluffs environmental inventory, wetlands from the BPP area specific inventory, in addition to creeks and water features with a 30 metre buffer, and terrain with slopes of over 35%.

Map 8: Summary Analysis

This map takes the SEI synthesis from Map 7 and overlays 12 "unit areas" of varying sizes whose shared environmental characteristics and features allow them to be considered as different components of the Upper Lands. As such, it is intended to provide a high-level summary of some of the information depicted on Maps 1 to 7.



A watercourse surrounded by forest

4 POLICY CONTEXT

4.1 Zoning

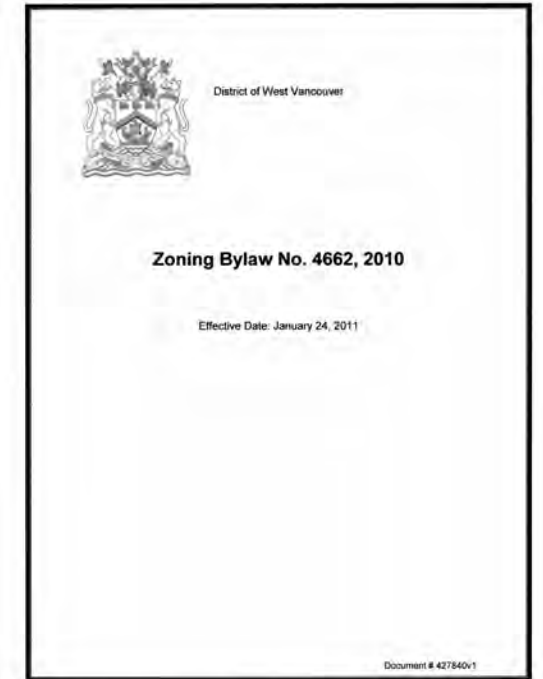
Existing permitted uses and restrictions of use in the Upper Lands (like elsewhere in the municipality) are governed by the Zoning Bylaw. As illustrated on Map 4, lands above 1200 feet are almost all zoned "Community Use", while lands below 1200 feet are almost all zoned for single family residential development. An analysis of the potential application of these zones is provided below.

Community Use Zones (above 1200 feet):

- Approximately 75 acres of land situated immediately to the east of the fourth switchback are zoned CU 1, which provides for parks, playgrounds and recreational cabins. Of the 72 lots, West Vancouver owns 31, the Province six, with the remaining 35 under private ownership. Due to minimum site area requirements, the assembly of three contiguous lots is necessary to construct a recreational cabin, which serves to limit expansion of this use in this area. There are currently 14 private cabins. The municipality has a policy to acquire vacant private lots when they are offered for purchase, subject to an acceptable price.
- Approximately 1475 acres of land situated in the north-western portion of the Upper Lands (generally the area covering the Old Growth Conservancy running westwards to Eagle Lake) are zoned CU 2. This zone also covers Cypress Park which lies outside the Upper lands study area. Uses permitted in this zone include public access roads, trails, ski runs and picnic areas, public commercial facilities, and protected watershed areas. West Vancouver owns 90% of land in this zone in the study area.
- Approximately 2750 acres of land situated across the southern and eastern portion of lands above 1200 feet are zoned CU 4, which provides for parks, playgrounds and recreational cabins. This area includes the historic Hollyburn Cabins area where 106 cabins remain. West Vancouver owns almost 50% of the land in this zone within the study area. Based on minimum site area requirements and the current cadastral information, an estimated additional 38 recreational cabins could theoretically be constructed by non-municipal landowners in this area.

Single Family Dwelling Zones (below 1200 feet):

- Approximately 1400 acres of land are zoned for single family development under the RS 1, 2, 3, 8 and 10 zones. More than half of this area (around 750 acres) is zoned RS 2, with smaller areas regulated under the other RS zoning schedules.
- Two of the zones in question stipulate maximum density in terms of units per acre. The RS 1 zone permits single family development up to 0.5 units per acre, and the RS 8 zone permits single family development up to 1.5 units per acre.
- A theoretical "units per acre" density ceiling can be estimated for the other RS zones based on their minimum site area requirements as follows: 2.18 units per acre for the RS 2 zone and 3.63 units per acre for both the RS 3 and 10 zones.



- Overall the existing zoning allows for the hypothetical creation (through subdivision) of around 3000 new single family lots in the undeveloped portion of the Upper Lands below 1200 feet. Around 1000 of these lots exist on lands protected by parks dedication bylaws and as such could not be developed (i.e. Cypress Falls, Nelson Canyon and Whyte Lake Parks).

4.2 Upper Lands Report (2001)

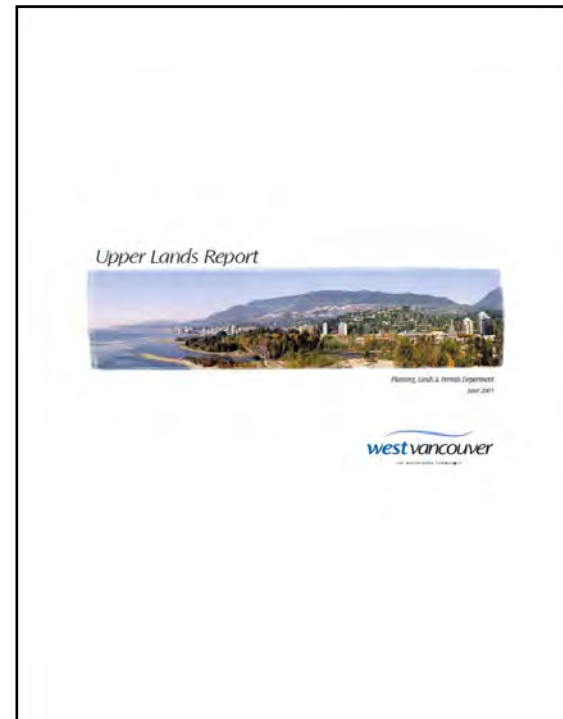
This 2001 Report was the outcome of the last significant review of the Upper Lands undertaken by an advisory Steering Committee (of citizens and landowners) between 1996 and 1999 and concluded by District staff. The report proposed a foundation of principles, objectives and strategies that subsequently informed the 2004 Official Community Plan and the implementation of the 2008 Rodgers Creek Area Development Plan (see 4.3 and 4.4 below).

The 2001 vision for the area represents a significant milestone in municipal thinking regarding the Upper Lands and is cited in full below.

“This Report’s vision for the Upper Lands is one that:

- **preserves the forest**, both the forested backdrop to the community and significant portions within development areas;
- **controls growth** in terms of amount and impacts on the land and the community;
- **creates inclusive neighbourhoods** offering a variety of housing forms;
- **works with nature** by preserving creeks and other major natural assets; and
- **provides amenities and services** that contribute to, without burden, the community’s existing and future qualities.

If this vision is to be achieved, the initial physical scars of new development would be quickly healed. As residents walk, cycle or drive in their new neighbourhoods they would have a sense that their neighbourhood has an identity of its own, one created by natural features and strengthened by communal places such as an elementary school, convenience shopping or a central park. People would be seen out walking on trails that link public areas, other neighbourhoods and the forest areas above, on local streets (where pedestrians would share the narrow road surface safely with slow-moving vehicles) and on sidewalks along the collector roads. There would be opportunities to meet local commercial needs within a short walk or drive away. Local schools would provide community use and meeting places. The housing types would be more varied than in traditional suburbs, reflecting both the terrain and population demands. Multi-family housing would be viewed not only as more environmentally sensitive but also more responsive to housing needs than uniform subdivisions of single family lots.



Above the development areas, the preservation of the forest will have been assured, and well-maintained trails will connect with neighbourhoods below.”

To achieve this vision, the Upper Lands Steering Committee generated four fundamental ‘Community Building Principles’ for new development:

1. Create a strong community
2. Encourage a diverse community
3. Establish a sensitivity and connection to the natural environment and mountain qualities
4. Focus on environmental and economic sustainability

The 2001 Report’s direction for more mixed-use neighbourhoods, with commercial services and a range of housing types that respond to and integrate with the natural terrain and environment, represents a departure from previous planning paradigms for the Upper Lands. Previous development schemes had primarily favoured large detached dwellings on estate sized lots, with environmental features typically remaining in private ownership. Two particularly significant 2001 directions for land use planning that have been germane to our current Working Group’s review relate to the proposed “density strategy”, and the potential consideration of allowing development above the 1200 foot contour line “in exchange for public ownership of environmentally sensitive lands elsewhere”.



Enjoying the natural beauty of the Upper Lands

Proposed Density Strategy: The 2001 Report is critical of the traditional subdivision method of applying a blanket 2.5 units per acre density regulation that “penalizes developers for providing smaller units regardless of whether they better fit terrain or community needs [and] maximizes house size and uniformity”. An alternative set of regulations is proposed to “encourage environmentally sensitive development, allow site layouts to fit terrain, create interesting neighbourhoods and encourage housing to meet the community’s current and future needs”. A four step process is articulated to achieve this:

- a. estimate the overall dwelling capacity;
- b. determine areas to remain free of development;
- c. limit the floor area of buildings related to land capacity;
- d. use density transfer and amenity bonus to acquire community amenities and municipal facilities.

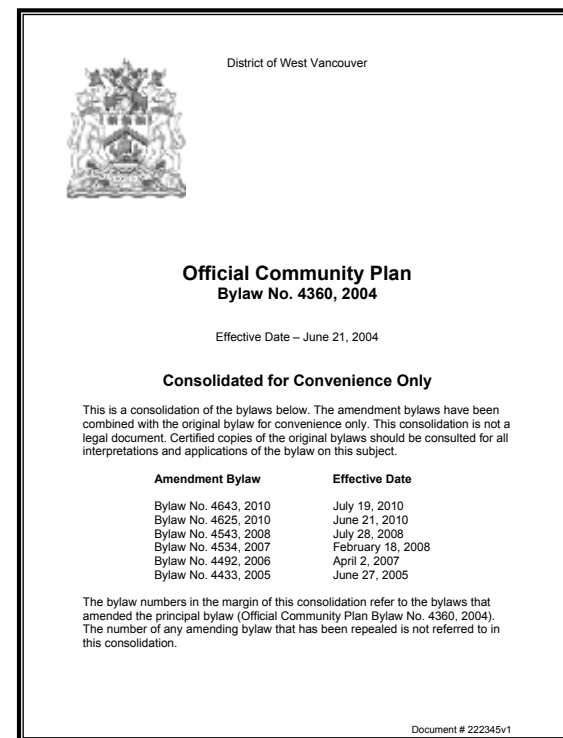
The 2008 Rodgers Creek Area Development Plan responded to this new approach to regulating density, as described in 4.4 below.

Possible 1200 Foot Contour Variation: The 2001 Report describes a scenario where the policy to limit development to a maximum elevation of 1200 feet could be varied. The 1200 foot limitation was first included in the 1958 Community Plan to minimize municipal costs for water servicing and snow removal, and its implementation has resulted in a defined horizontal line between forest and developed area when seen from a distance. The 2001 Report describes the possibility of allowing some development above the 1200-foot contour in exchange for securing public ownership of land below 1200 feet that would otherwise be developed, or private lands above 1200 feet that the community wishes to acquire. The report proposes that development above 1200 feet would be “limited” and “only be considered if there is a resulting major public environmental or open space benefit”.

4.3 Official Community Plan (2004)

The 2004 OCP responds to the 2001 Upper Lands Report, embedding many of the directions of that study into a policy framework. Significantly, this includes: structuring planning around the 2001 Report’s four ‘Community Building Principles’; providing for density variations within the Upper Lands to achieve environmental protection, land acquisition, and housing diversity; stipulating a minimum component of non-single family homes; designing neighbourhoods with terrain and environmental constraints in mind; and considering preservation of municipal lands above 1200 feet. Of note, the OCP specifically provides for “community discussion of the possible benefits of some development above the 1200 foot limit” to review the advantages and disadvantages of that approach. The area suggested for potential development above 1200 feet is shown as “1200 Foot Contour Variation” on Maps 1 - 8.

As illustrated on Map 2, the OCP designates land above 1200 feet as “Limited Use and Recreation” and land below 1200 feet as “Future Neighbourhoods”. Requirements for detailed Area Development Plans (ADPs) are stipulated for the development of Future Neighbourhoods to take place, with a focus on environmental assessment to identify sensitive lands to protect. Overall residential density is envisioned at 2.5 units per acre, which positions the remaining development capacity of the Upper Lands at approximately



3500 units (as there are around 1400 acres of land remaining below 1200 feet). The possibility of increases in density through “amenity” or “bonus” zoning is provided for, in exchange for housing objectives (e.g. rental, affordable), community amenities (e.g. day cares, recreational facilities), or the acquisition of private land. The OCP suggests that pace of development may be in the range of 30 to 70 units per year. This means that even at the higher end (70 units per year), achieving full build-out of the remaining 3500 units of the Upper Lands would take 50 years.

The work of our Upper Lands Study Review Working Group can be considered in part an implementation of a number of OCP policies (including the “community discussion” regarding the potential 1200-foot contour variation), and it is anticipated that the recommendations issued by this group in the accompanying Part One of our Final Report will become inputs to a subsequent OCP review.

4.4 Rodgers Creek Area Development Plan (2008)

The Rodgers Creek area covers a little over 200 acres of land between Marr and Cave Creeks above Highway 1 and below the 1200 foot contour. The 2008 Rodgers Creek Plan was the first detailed development proposal to respond to the 2001 Upper Lands Report and 2004 OCP (see 4.2 And 4.3 above) and was preceded by extensive community consultation and environmental analysis. As such, the four ‘Community Building Principles’ were applied and led to the following significant outcomes:

- An environmental ‘sieve analysis’ (including highly detailed analyses of slope, vegetation, watercourses, trails and recreational features) to determine most and least developable land, resulting in conservation of over 55% of the land as protected green space



Neighbourhood design concept from Rodgers Creek Area Development Plan

- Sustainable development practices, including green buildings, integrated stormwater management, off-site environmental restoration (etc.)
- Creation of a central 'Mountain Path' to link neighbourhoods to each other and to a wider trail network within and beyond the Rodgers Creek area, leading to the future Cypress Village
- Concentrating density to the western portion of Rodgers Creek to support the future Cypress Village where a broad range of commercial and community services (e.g. shops, restaurants, library branch, community centre) would be provided
- A significantly more diverse range of housing types and unit sizes, with 736 dwelling units comprised of 13% single family, 3% duplex/triplex; 14% townhomes; and 70% apartments

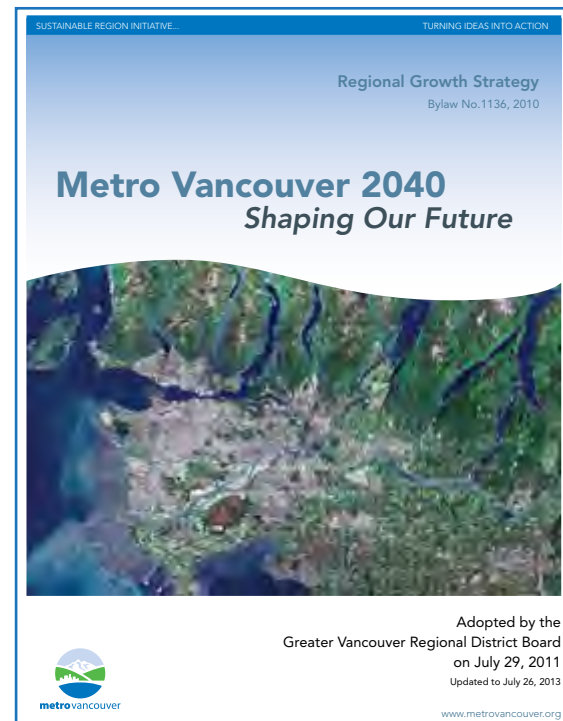
The housing mix and transferral of density away from environmentally and recreationally important lands stem from an application of the density strategy suggested in the 2001 Upper Lands Report. The number of dwelling units allowed under existing zoning (375 units) and an assumed average gross floor area of 5,000 square feet were used to identify an upper limit of overall development of 1,875,000 square feet (375 x 5,000 square feet). This overall density was then redistributed in a configuration designed to maximize environmental and housing objectives, leading to the unit mix described above; that is, a higher number of smaller units, in multifamily buildings, with much more protected green space between. The Rodgers Creek Area Development Plan (though largely still undeveloped on the ground) was seen as an example of best planning practice to date in the Upper Lands through our Working Group's review. The Rodgers Creek plan often goes beyond OCP requirements (e.g. mapping recreational features as well as the OCP requirement to map environmental values, providing almost 90% multifamily versus the 40% OCP requirement) and provides something of a benchmark for future Area Development Plans to equal or exceed.

4.5 Metro Vancouver Regional Growth Strategy (2011)

Along with other Lower Mainland municipalities, West Vancouver is a signatory to the Regional Growth Strategy (RGS), Metro Vancouver 2040 – Shaping our Future (Bylaw 1136, 2011), endorsed by West Vancouver Council March 7, 2011. The RGS is a policy framework to guide the future development of the region and member municipalities such as West Vancouver are required, under section 866(8) of the Local Government Act, to prepare Regional Context Statements (RCS) that demonstrate how their land use plans are generally consistent, or will be made generally consistent, with the strategy.

As illustrated on Map 3, the RGS designates most lands below 1200 feet "General Urban" (i.e. "intended for residential neighbourhoods and centres"). Most municipally owned lands above the 1200 foot contour line are designated "Conservation and Recreation" (i.e. "intended to protect significant ecological and recreation assets"). Private lands that are not surrounded by municipally owned lands above the 1200 foot contour are designated as "General Urban".

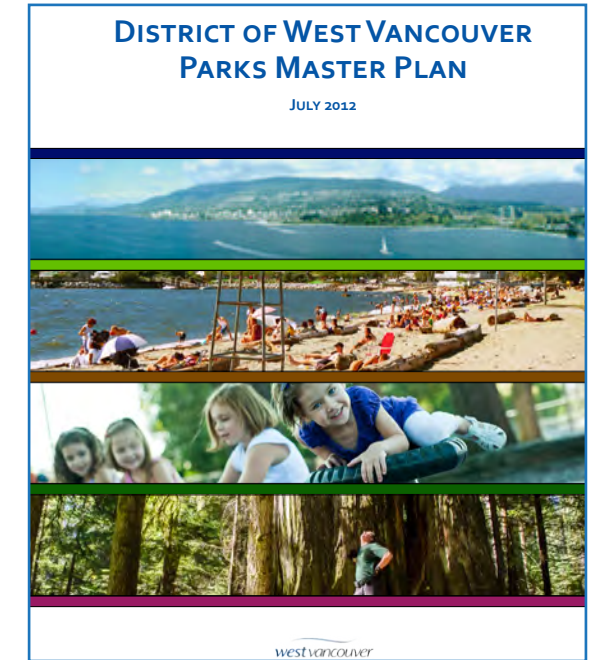
RGS Map 12 shows a number of "Special Study Areas" where municipalities across the Lower Mainland are undertaking work that could result in changes to regional designations or the Urban Containment Boundary. West Vancouver's Upper Lands above 1200 feet are identified as one of these "Special Study Areas", reflecting our Working Group's review of these lands, providing flexibility to consider alternative land use designations and policies. Our recommendations to Council may ultimately inform revisions to the District's OCP, its RCS, and hence the RGS.



4.6 Parks Master Plan (2012)

The 2012 Parks Master Plan (PMP) provides direction for the ongoing management, protection, and enhancement of West Vancouver's parks and open space system. Extensive community engagement and consultation were key to the preparation of the Plan, which was developed by a citizen-led Working Group.

Overall, the PMP outlines an approach to parks planning that balances the protection and restoration of unique lands, while encouraging and enhancing accessible active living opportunities. While questions of management, service delivery, and detailed park design are beyond the scope of our Upper Lands study, a number of PMP policies have specific relevance to our work and have informed our Working Group's recommendations in Part One of our Final Report. Most notably this includes PMP Sections 2.2 (Parkland Supply and Protection) and 3.3 (Trails), which provide direction regarding the permanent protection of municipal lands, the potential acquisition (for parks purposes) of private lands, and the enhancement of the trails system.



Treed area around Whyte Lake

5 REFERENCES

1. Video of the October 21, 2013 presentation to Council can be found here: <http://westvancouverbc.swagit.com/play/10212013-1072>
2. Video of the June 2, 2014 presentation to Council can be found here: <http://westvancouverbc.swagit.com/play/06022014-1167>
3. Video of the March 30, 2015 presentation to Council can be found here: <http://westvancouverbc.swagit.com/play/03302015-692>
4. Working Group meeting notes debriefing from the various Site Visits can be found here: http://westvancouver.ca/sites/default/files/dwv/assets/gov/docs/Committees-Groups/working-groups/upper-lands/2013/minutes/ULSRWG_-_MEETING_NOTES_-_MAY_7_2013_-_EDITED.pdf
http://westvancouver.ca/sites/default/files/dwv/assets/gov/docs/Committees-Groups/working-groups/upper-lands/2013/minutes/ULSRWG_-_MEETING_NOTES_MAY_28_2013.pdf
http://westvancouver.ca/sites/default/files/dwv/assets/gov/docs/Committees-Groups/working-groups/upper-lands/2013/minutes/ULWG_EDITED_NOTES_-_JULY_23_2013.pdf
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5. Meeting Notes from the Stewardship Groups and Interest Holders Input Forums can be found here:
http://westvancouver.ca/sites/default/files/dwv/assets/gov/docs/Committees-Groups/working-groups/upper-lands/2013/minutes/ULSRWG_-_STEWARDSHIP_GROUPS_INPUT_FORUM_NOTES_-_EDITED.pdf
http://westvancouver.ca/sites/default/files/dwv/assets/gov/docs/Committees-Groups/working-groups/upper-lands/2013/minutes/ULSRWG_-_INTEREST_HOLDERS_INPUT_FORUM_NOTES.pdf
6. A copy of the November 20, 2014 presentation made to the Working Group by British Pacific Properties can be found here: <http://westvancouver.ca/sites/default/files/dwv/assets/gov/docs/Committees-Groups/working-groups/upper-lands/2014/ULSRWG%20Presentation%20Nov2014.pdf>
7. West Vancouver Zoning Bylaw: <http://westvancouver.ca/government/bylaws-strategies-reports/bylaws/zoning-bylaw>
8. Upper Lands Report (2001): http://westvancouver.ca/sites/default/files/upper_lands_report_2001.pdf
9. Official Community Plan (2004): <http://westvancouver.ca/government/bylaws-strategies-reports/strategies-plans/official-community-plan>
10. Rodgers Creek Area Development Plan Overview Report (2008): http://westvancouver.ca/sites/default/files/dwv/assets/home-building-property/docs/Planning/RodgersCreek/Project_Overview_V15_Full_Document-web.pdf
11. Metro Vancouver Regional Growth Strategy (2011): <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/RGSAdoptedbyGVRDBBoardJuly292011.pdf>
12. Parks Master Plan (2012): http://westvancouver.ca/sites/default/files/bylaws/PARKS_MASTER_PLAN_FINAL.pdf
13. Metro Vancouver Sensitive Ecosystem Inventory Technical Report (2014): <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/SEITechnicalReport.pdf>
14. Feedback from Stakeholders on draft Recommendations: http://westvancouver.ca/sites/default/files/dwv/assets/gov/docs/Committees-Groups/working-groups/upper-lands/2015/FEEDBACK_FROM_STAKEHOLDERS_TO_ULWG_ON_DRAFT_RECOMMENDATIONS.pdf



6 UPPER LANDS STUDY REVIEW MAPS

Map 1: Property Ownership and Trails

Map 2: Existing Official Community Plan (OCP) Land Use Designations

Map 3: Metro Vancouver Regional Growth Strategy Land Use Designations

Map 4: Zoning

Map 5: Sensitive Ecosystem Inventory (SEI) Quality Ratings and Other Inventories

Map 6: Slope and Watersheds

Map 7: Environmentally Sensitive Areas Synthesis

Map 8: Summary Analysis

Map 9: Features

Map 10: Watersheds

7 APPENDICES

1. Upper Lands Study Review Working Group Terms of Reference
2. Summary: 2013 Stewardship Groups and Stakeholders Input Forums
3. Summary: 2014 Community Values and Priorities Public Workshops
4. Summary: 2014 Community Values and Priorities Questionnaires
5. Summary: 2014 Key Directions Workshops
6. Summary: 2015 Draft Recommendations Questionnaires

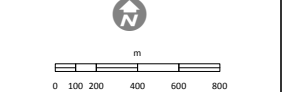


Map 1:
Property Ownership
& Trails

- Legend
- Upper Lands Study Area Boundary (DWV)
 - Parks Heritage Sites / Features of Interest
 - Hollyburn Cabins
 - Unclassified
 - Trans Canada Trail
 - Baden Powell Trail
 - Connector trail
 - Beach Access trail
 - Miscellaneous trails, includes mountain bike trails
- Ownership (DWV) 2014
- BC Hydro
 - BPP
 - DWV
 - Other Private
 - Metro Vancouver
 - Provincial
 - School District #45
 - DWV_Parks
- 1200 Foot Contour Variation (DWV)
 - 1200 Foot Contour (DWV)
 - Creeks (DWV)
 - Railroad

Note:
Map includes features of interest and trails on private land. All trails shown on privately-owned lands are unauthorized except for the Trans Canada Trail.

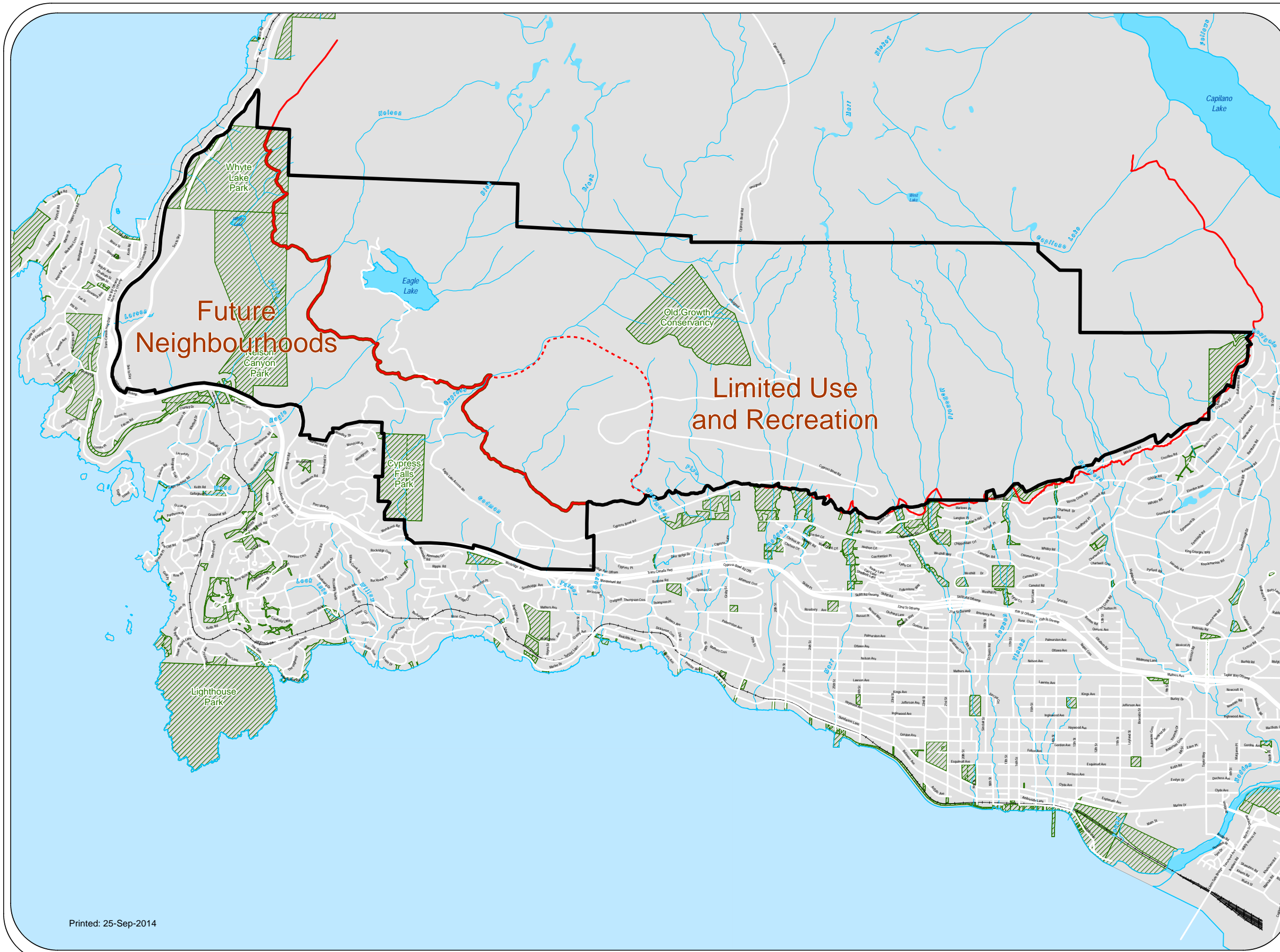
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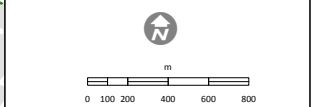


Map 2:
Existing Official
Community Plan (OCP)
Designations



- Legend
- Upper Lands Study Area Boundary (DWW)
 - 1200 Foot Contour and OCP Boundary Overlap
 - DWW_Parks
 - 1200 Foot Contour Variation (DWW)
 - 1200 Foot Contour (DWW)
 - Creeks (DWW)
 - Railroad

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UPPER LANDS STUDY

Map 3:
Metro Vancouver
Regional Growth Strategy
Land Use Designations

- Legend
- Upper Lands Study Area Boundary (DWV)
 - Special Study Area (Metro)
 - Conservation and Recreation (Metro)
 - General Urban (Metro)
 - DWV_Parks
 - 1200 Foot Contour Variation (DWV)
 - 1200 Foot Contour (DWV)
 - Creeks (DWV)
 - Railroad

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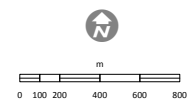
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Map 4:
Zoning

- Legend
- Upper Lands Study Area Boundary (DWW)
 - Community Use
 - Public Use
 - Residential
 - DWW_Parks
 - 1200 Foot Contour Variation (DWW)
 - 1200 Foot Contour (DWW)
 - Creeks (DWW)
 - Railroad

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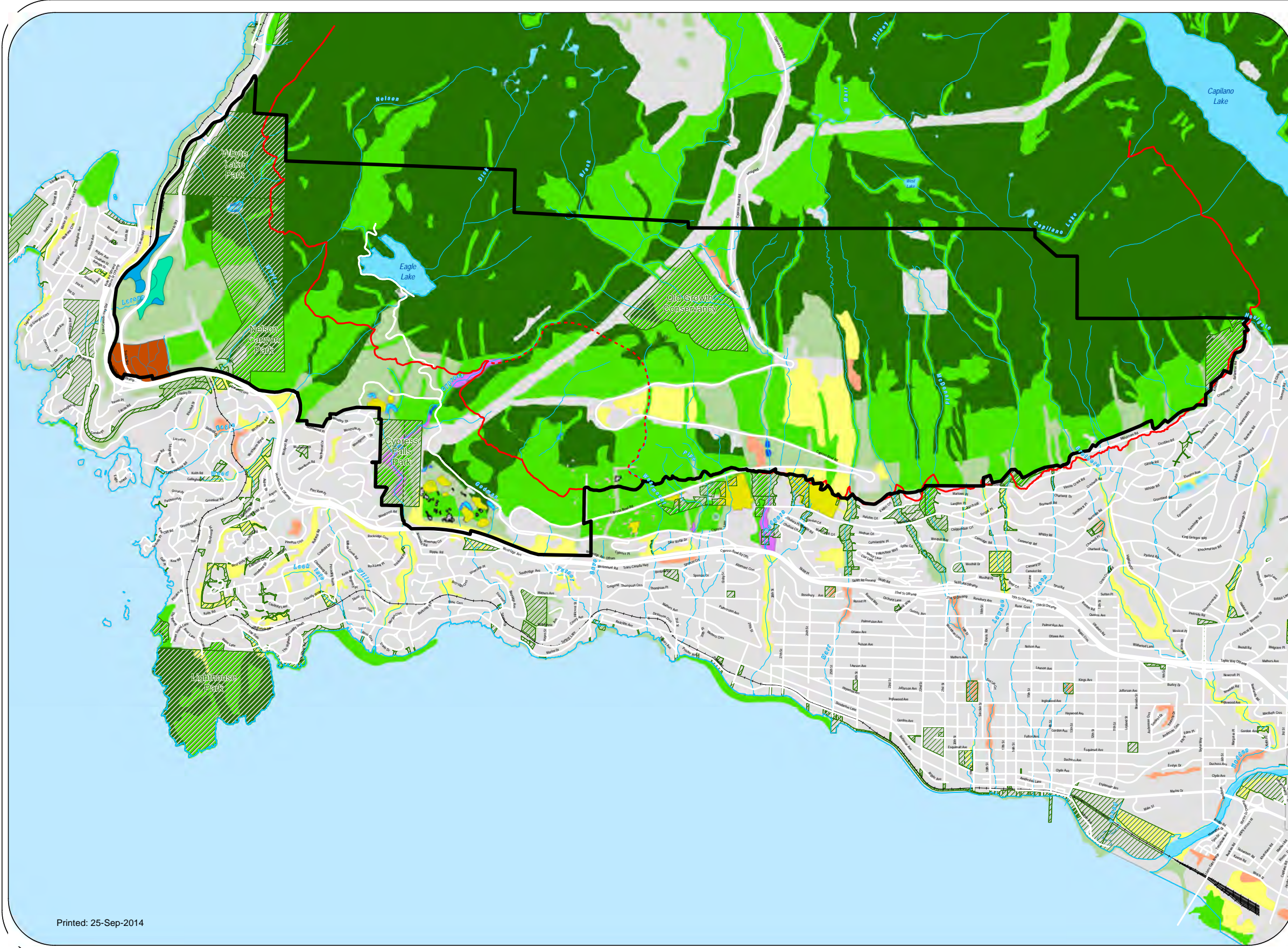
Brief Descriptions of Zones in West Vancouver's Upper Lands

Zone	Description
CU2	Community use zone with a minimum lot size of 8,098 square metres (87,114 sq. ft.), permitting private, temporary, recreational occupation, parks and playgrounds.
CU4	Community use zone with no private uses, permitting watershed areas and recreational uses limited to trails, sit-runs and picnic areas for public use. Public use not permitted in watershed areas and no private commercial uses are permitted in this zone.
PU1	Public use zone for institutional uses including child care, fire halls, libraries, municipal hall, public health, public safety buildings, public works facilities, and recreation buildings.
RS1	Residential zone with a minimum lot size of 8,094 square metres (87,123 sq. ft.), permitting single family dwellings and related uses, and child/community care.
RS2	Residential zone with a minimum lot size of 2,858 square metres (20,000 sq. ft.), permitting single family dwellings and related uses, and child/community care.
RS3	Residential zone with a minimum lot size of 3,115 square metres (32,000 sq. ft.), permitting single family dwellings and related uses, and child/community care.
RS8	Residential zone with a minimum lot size of 926 square metres (10,000 sq. ft.), permitting single family dwellings and related uses, cluster housing, and child/community care.
RS10	Residential zone with a minimum lot size of 3,115 square metres (32,000 sq. ft.), permitting single family dwellings and related uses, and child/community care.

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Map 5:
Sensitive Ecosystem
Inventory (SEI)
Quality Ratings
& Other Inventories



- Legend**
- Upper Lands Study Area Boundary (DWW)
 - SEI Quality Rankings (Metro Vancouver)**
 - A - Excellent
 - B - Good
 - C - Moderate
 - D - Poor
 - E - Very Poor
 - Eagleridge Bluffs Environmental Areas (DWW)**
 - Arbutus Abundant Area
 - Blue Listed Ecosystem
 - Wetland
 - BPP Site Specific Inventory**
 - Large Trees
 - Hummock or Gully
 - Ravine
 - Rock Outcrop, Cliff or Boulder
 - Exposed Bedrock or Meadow
 - Vegetation
 - Waterfall
 - Wetland
 - DWW Parks
 - 1200 Foot Contour Variation (DWW)
 - 1200 Foot Contour (DWW)
 - Creeks (DWW)
 - Railroad

Please Note:
The SEI rankings are determined through an evaluation of the condition of an area, its size and its landscape context. Each of these factors are evaluated and given weighted consideration to determine the overall ranking. More details on the evaluation system can be found in the Metro Vancouver Sensitive Ecosystem Inventory (February 2013).

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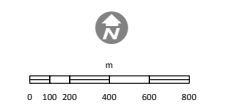
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Map 6:
Slope & Watersheds

- Legend
- Upper Lands Study Area Boundary (DWV)
 - Watersheds (DWV)
 - DWV_Parks
 - 1200 Foot Contour Variation (DWV)
 - 1200 Foot Contour (DWV)
 - Creeks (DWV)
 - Railroad
- Slope Classes
- 0 - 5%
 - 6 - 20%
 - 21 - 35%
 - 35 - 50%
 - >50%

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Slope	Development Potential
0 - 20%	Generally easily developable
21 - 35%	Generally developable, but requires some modifications
35 - 50%	Restricted building potential
>50%	Generally too steep for development

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Map 7:
Environmentally Sensitive
Areas Synthesis



- Legend**
- Upper Lands Study Area Boundary (DWV)
 - Environmentally Sensitive Lands (see below)
 - 30m Riparian Creek Buffers
 - DWV Parks
 - 1200 Foot Contour Variation (DWV)
 - 1200 Foot Contour (DWV)
 - Creeks (DWV)
 - Railroad
- Slope Classes**
- 0 - 35%
 - > 35%

Please Note:
 Environmentally sensitive areas include areas of SEI ranking of excellent;
 Eagle Ridge Bluffs' Environmental Inventory;
 BPP Site Specific Inventory wetlands;
 Creeks and water features with a 30 meter buffer;
 and slopes greater than 35% (which have a restricted development potential).

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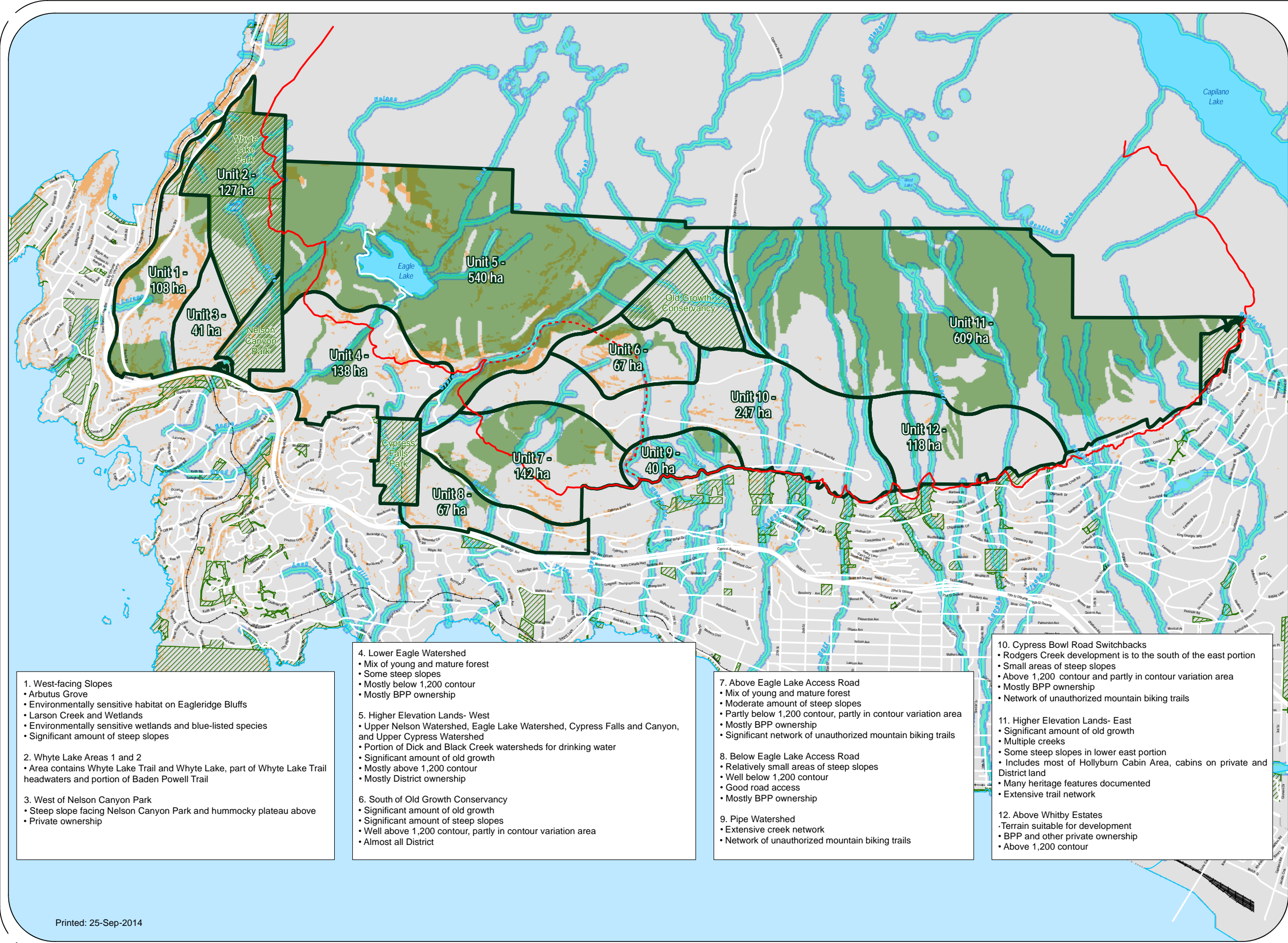
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Map 8:
Summary Analysis



- Legend**
- Geographic Units
 - Environmentally Sensitive Lands (see below)
 - 30m Riparian Creek Buffers
 - DWV_Parks
 - 1200 Foot Contour Variation (DWV)
 - 1200 Foot Contour (DWV)
 - Creeks (DWV)
 - Railroad
 - Slope Classes**
 - 0 - 35%
 - > 35%

Please Note:

Environmentally sensitive areas include areas of SEI ranking of excellent;

Eagle Ridge Bluffs' Environmental Inventory;

BPP Site Specific Inventory wetlands;

Creeks and water features with a 30 meter buffer;

and slopes greater than 35% (which have a restricted development potential).

The accuracy & completeness of information shown on this drawing is not guaranteed. It will be the responsibility of the user of the information shown on this drawing to locate & establish the precise location of all existing information whether shown or not.



1. West-facing Slopes

- Arbutus Grove
- Environmentally sensitive habitat on Eagleridge Bluffs
- Larson Creek and Wetlands
- Environmentally sensitive wetlands and blue-listed species
- Significant amount of steep slopes

2. Whyte Lake Areas 1 and 2

- Area contains Whyte Lake Trail and Whyte Lake, part of Whyte Lake Trail headwaters and portion of Baden Powell Trail

3. West of Nelson Canyon Park

- Steep slope facing Nelson Canyon Park and hummocky plateau above
- Private ownership

4. Lower Eagle Watershed

- Mix of young and mature forest
- Some steep slopes
- Mostly below 1,200 contour
- Mostly BPP ownership

5. Higher Elevation Lands- West

- Upper Nelson Watershed, Eagle Lake Watershed, Cypress Falls and Canyon, and Upper Cypress Watershed
- Portion of Dick and Black Creek watersheds for drinking water
- Significant amount of old growth
- Mostly above 1,200 contour
- Mostly District ownership

6. South of Old Growth Conservancy

- Significant amount of old growth
- Significant amount of steep slopes
- Well above 1,200 contour, partly in contour variation area
- Almost all District

7. Above Eagle Lake Access Road

- Mix of young and mature forest
- Moderate amount of steep slopes
- Partly below 1,200 contour, partly in contour variation area
- Mostly BPP ownership
- Significant network of unauthorized mountain biking trails

8. Below Eagle Lake Access Road

- Relatively small areas of steep slopes
- Well below 1,200 contour
- Good road access
- Mostly BPP ownership

9. Pipe Watershed

- Extensive creek network
- Network of unauthorized mountain biking trails

10. Cypress Bowl Road Switchbacks

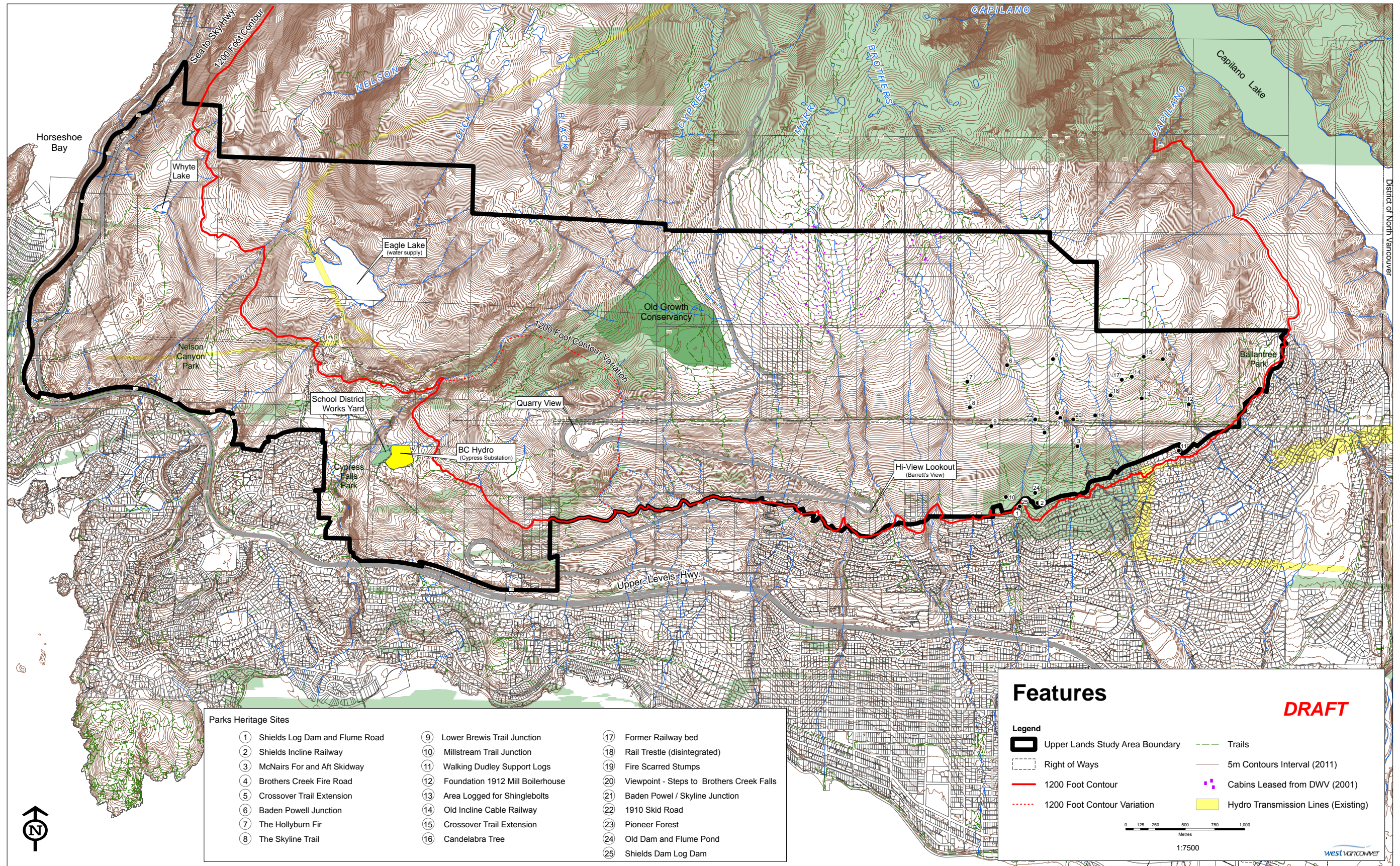
- Rodgers Creek development is to the south of the east portion
- Small areas of steep slopes
- Above 1,200 contour and partly in contour variation area
- Mostly BPP ownership
- Network of unauthorized mountain biking trails

11. Higher Elevation Lands- East

- Significant amount of old growth
- Multiple creeks
- Some steep slopes in lower east portion
- Includes most of Hollyburn Cabin Area, cabins on private and District land
- Many heritage features documented
- Extensive trail network

12. Above Whitby Estates

- Terrain suitable for development
- BPP and other private ownership
- Above 1,200 contour



Parks Heritage Sites

① Shields Log Dam and Flume Road	⑨ Lower Brewis Trail Junction	⑰ Former Railway bed
② Shields Incline Railway	⑩ Millstream Trail Junction	⑱ Rail Trestle (disintegrated)
③ McNairs For and Aft Skidway	⑪ Walking Dudley Support Logs	⑲ Fire Scarred Stumps
④ Brothers Creek Fire Road	⑫ Foundation 1912 Mill Boilerhouse	⑳ Viewpoint - Steps to Brothers Creek Falls
⑤ Crossover Trail Extension	⑬ Area Logged for Shinglebolts	㉑ Baden Powell / Skyline Junction
⑥ Baden Powell Junction	⑭ Old Incline Cable Railway	㉒ 1910 Skid Road
⑦ The Hollyburn Fir	⑮ Crossover Trail Extension	㉓ Pioneer Forest
⑧ The Skyline Trail	⑯ Candelabra Tree	㉔ Old Dam and Flume Pond
		㉕ Shields Dam Log Dam

Features

Legend

- Upper Lands Study Area Boundary
- Right of Ways
- 1200 Foot Contour
- 1200 Foot Contour Variation
- Trails
- 5m Contours Interval (2011)
- Cabins Leased from DWV (2001)
- Hydro Transmission Lines (Existing)

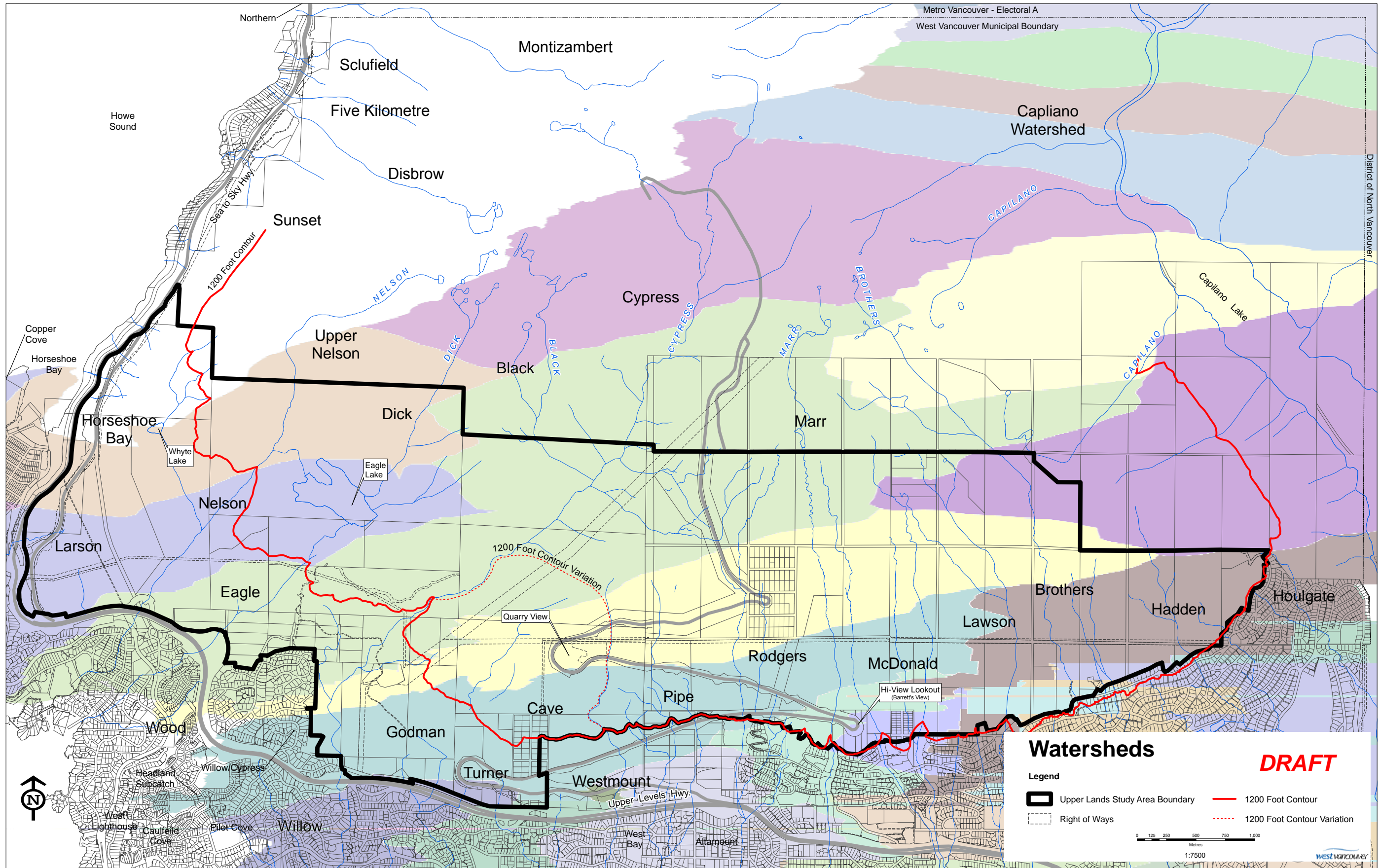
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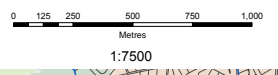


District of North Vancouver

Metro Vancouver - Electoral A
West Vancouver Municipal Boundary

Watersheds DRAFT

- Legend**
- Upper Lands Study Area Boundary
 - Right of Ways
 - 1200 Foot Contour
 - 1200 Foot Contour Variation



WEST VANCOUVER

Date Saved: 2/26/2013



Upper Lands Study Review Working Group
Terms of Reference

1.0 **PURPOSE**

The purpose of the Upper Lands Study Review Working Group is to review information, engage the public and stakeholders, and make recommendations to Council regarding the Official Community Plan and District bylaws, policies and programs as they relate to the Upper Lands.

For the purposes of these terms of reference, the “Upper Lands” will be defined as an area of approximately 6,265 acres of undeveloped publicly and privately owned lands bordered by:

- to the south – existing development and the Upper Levels Highway;
- to the east – the GVRD Capilano Watershed;
- to the west – the Sea to Sky Highway; and
- to the north – Cypress Provincial Park and watershed lands.

The working group’s terms of reference are based on the “Guidelines for Working Groups” which apply to all working groups, as approved by the Community Engagement Committee in 2008.

2.0 **DUTIES**

2.1 Work Plan

After an orientation session the working group will review its terms of reference and prepare an initial work plan.

2.2 Review

- (a) The Group will review existing information regarding the Upper Lands, such as:
- the 2001 Upper Lands Report;
 - the Official Community Plan (“OCP”) as it relates to the Upper Lands;
 - the Regional Growth Strategy;
 - the Rodgers Creek Area Development Plan - Overview Report;
 - the Parks Master Plan;
 - the Master Plan for Cypress Provincial Park;
 - existing environmental, mapping and other information regarding the Upper Lands; and
 - best practices from other jurisdictions and organizations.

- (b) The Group will then undertake a “gap analysis” to identify what additional information is needed regarding the Upper Lands to, among other things, compile a comprehensive baseline of environmental knowledge. The Group will then review a work program prepared by District staff to gather the needed information.

2.3 Engage

The Group will engage the public and key stakeholders to identify the relevant values of all lands within the study area and the community’s priorities for the Upper Lands. In particular, the Group will engage on, among other things:

- whether there are lands below the 1200 ft contour line that could provide outstanding community benefit and that should be permanently protected and/or acquired by the District;
- whether there are non-sensitive lands above the 1200 ft contour that could be developed in exchange for the protection and/or District acquisition of valuable lands below the 1200 ft contour line, and the basis for any exchange of any such lands;
- what lands are suitable for development below the 1200 ft contour line and the appropriate levels and types of development;
- what are the appropriate long term land uses for the privately held lands above the 1200 ft contour line;
- whether to permanently protect some or all of the municipally owned lands above the 1200 ft contour line;
- what are the appropriate recreational uses of the lands above and below the 1200 ft contour line;
- what is the appropriate scale, scope and size of any future Cypress Village; and
- what is the appropriate long term strategy for the Hollyburn Cabins area.

2.4 Recommend

The Group will assess the relevant information and make recommendations to Council regarding, among other things:

- the appropriate land use designations for the Regional Growth Strategy Special Study Area;
- any valuable lands below the 1200 ft contour line that should be preserved, in exchange for development of non-sensitive lands above 1200 ft and the basis for such exchanges;
- any lands are suitable for development below the 1200 ft contour line and the appropriate levels and types of development;
- the appropriate long term land uses for the privately held lands above the 1200 ft contour line;
- the advisability of permanently protecting the municipally owned lands above the 1200 ft contour line;

- the advisability of the District acquiring privately held lands above the 1200 ft contour line;
- the appropriate recreational uses of the lands above and below the 1200 ft contour line;
- the appropriate scale, scope and size of any future Cypress Village;
- the appropriate long term strategy for the Hollyburn Cabins area;
- amendments to the OCP and the Districts bylaws, policies and programs as they relate to the above topics and the Upper Lands; and
- any other matters that the Group determines are of significance to the Upper Lands.

2.5 Progress Report

At the mid-point of the working group's term, the group will prepare a progress report (an interim report) to Council and review its terms of reference with the Community Engagement Committee to identify modifications in tasks and completion date that may be indicated.

2.6 Final Report

Upon completion of its assignment the Working Group will submit a report of its findings and recommendations to Council. The Staff Liaison and Chair shall collaborate to prepare the report. Following review by the Working Group, the report shall be submitted to Council. The report shall include:

- An understanding and analysis of the issue under consideration;
- An overview of the work done and the process involved;
- The alternatives considered, including minority views;
- Recommendations and options for action by Council;
- Where the recommendations and options have financial implications, these should be addressed.

The Working Group's function is advisory to Council, and the Group's role ends upon submission of their final report to Council. The Group has no continuing advocacy role concerning their findings and recommendations.

3.0 ORIGIN OF WORK

At its September 17, 2012 meeting Council referred a staff recommendation for an Upper Lands Study Review Working Group and draft terms of reference to the Community Engagement Committee (as set out in the report dated September 5, 2012 regarding "Upper Lands Study Review"). In October 2012 the working group was implemented and members were appointed by the Community Engagement Committee.

4.0 COMPOSITION

The working group consists of:

- at least one Council member
- nine citizens
- one staff member (staff liaison)
- the Mayor as an ex-officio member.

The working group shall select a Chair and a Vice Chair from among its citizen members.

The role of the Council member is to:

- act as a liaison between Council and the working group;
- provide periodic status reports to Council and soliciting, where appropriate, Council's views on the issue being considered by the group.

The role of the citizen members is to:

- represent the views and interest of West Vancouver citizens; and
- contribute their expertise and experience to their working group.

The role of the staff liaison is to assist the working group with facilitation and project management including:

- obtaining information, facilitating contact with District departments, and arranging for professional advice as required
- support the chair and working group members in promoting effective group functioning
- collaborating with the chair in preparing reports to Council
- directing the support function for the group regarding scheduling working group meetings, preparing agendas, taking notes at meetings, maintaining working group records, posting agendas, notes, reference material, progress reports on the District's website as well as any other material the working group wishes to be made public.

5.0 TERM, SIGNIFICANT MILESTONES AND DESIRED OUTCOME

The term of the working group is one year or until the group completes its work, whichever is earlier.

6.0 MEETING SCHEDULE AND PROCEDURE

6.1 Meeting Schedule

The working group shall create a schedule of meetings.

6.2 Procedure

Working group meetings are open and constructive and are conducted in a spirit of good faith, and may rely upon the Community Engagement Committee for support and for advice concerning questions on procedure. Working groups will not hold any closed sessions.

At working group meetings the chair will explain that:

- The role of Working Groups is to evaluate options and make recommendations on specific issues, for consideration and decision by Council;
- Working Group meetings are conducted in a spirit of good faith and respect, so as to foster a free flow of ideas and unconstrained development of options;
- The public and press shall similarly exercise good faith and respect, mindful that the proceedings are “work in progress,” and not a forum for lobbying or decisions.

Public participation at working group meetings:

- public and/or press may attend working group meetings as observers;
- working Groups may receive delegations and presentations, and may call for public input from time to time;
- the Chair will provide opportunity for members of the public to ask questions and offer points of information, generally at the end of meetings; there will be no lobbying or speeches;
- electronic recording of a working group’s discussions, decisions or activities may occur with the working group’s permission;
- should anyone disrupt or impede a working group meeting, the Chair may expel that person from the meeting.

7.0 COMMUNICATION/CONSULTATION STRATEGY

The Working Groups shall maintain an informative web page which shall include:

- The date, time, place and agenda of meetings – with dates also posted on the website’s “community calendar”;
- Concise notes summarizing the key points and results of past meetings;
- Progress reports, background papers, and other appropriate material;
- A “directed” on-line forum, focused on questions and issues identified by the Working Group, and moderated by the staff liaison, who will respond to questions posted and intervene if material is incorrect or contrary to forum guidelines.

8.0 SUB-GROUPS, TASK GROUPS, COMMUNITY FORUMS

A basic principle guiding the operation of workings groups is the flexibility in working (meetings, discussions, compiling/evaluating information) and the freedom to establish sub-groups or community forums for specific tasks within the working group’s mandate. The working group may establish task groups as required to review or address specific tasks or issues as they arise.

9.0 DECISION MAKING APPROACH/FORMULATING RECOMMENDATIONS

The working group will build toward consensus in formulating and evaluating alternatives, and in making recommendations. Unanimity is not required, nor is voting. In conducting their work, the working group shall maintain:

- A clear view of their purpose and Terms of Reference;
- A focused, task-oriented, and time-sensitive approach;
- Accountability by each member for the effectiveness of the group as a whole;
- A flexible, “wide open” process, inclusive of all interests in the community.

10.0 CONFLICT OF INTEREST

Working Group members shall advise of personal conflicts of interest – for example, situations where a member:

- Has a direct or indirect interest in the deliberations, pecuniary or otherwise
- Is involved in a matter contravening Council’s conflict of interest guidelines.

Where an actual or potential conflict of interest exists, the Working Group member shall declare it and explain its nature to the group.

11.0 SUPPORT/PROFESSIONAL SERVICES UTILIZED

The staff liaison will arrange for professional advice as required.

12.0 BUDGET

The Working Group shall have reasonable use of miscellaneous services such as photocopying, paper supplies, meeting areas, appropriate refreshments, and other requirements. These are provided primarily through the staff liaison and the applicable District Division. Through the 2013 supplemental expenditures budget Council approved \$60,000 for support of the Upper Lands Study Review. Responsibility for expenditure of these funds lies with the Director of Planning, Land Development and Permits in coordination with the Working Group.

[The original (draft) Terms of Reference for the Upper Lands Study Review Working Group were forwarded to the Community Engagement Committee on September 17, 2012. Amendments to the Terms of reference were approved by the Community Engagement Committee on April 9, 2013.]

Summary: 2013 Stewardship Groups and Interest Holders Input Forums

The Background Review phase of the Working Group’s process included two Input Forums held in June 2013, one with stewardship groups (with 10 environmental, recreation and heritage groups attending¹) and a second with interest holders (with over 40 cabin leaseholders and property owners attending).

The objective of these Input Forums was to build relations and gain insights from the groups and individuals who have the most detailed knowledge of the Upper Lands and who will be most affected by any future decisions about this area.

Main themes to emerge from the June 11, 2013, Stewardship Groups Forum included:

- Recognition of the importance to different groups of the environmental, recreational, and heritage values of the Upper Lands, in addition to intangibles such as the personal histories associated with the area
- The need for detailed inventories of the special features and environmental systems of the Upper Lands prior to specific decisions regarding things like development or land exchanges
- An interest in balancing access to and recreational use in the Upper Lands while protecting environmentally sensitive areas
- Concerns about the loss of environmentally sensitive areas and recreational trails to development
- Recognition of unregulated trails and recreational activity in the Upper Lands
- The need for the District to continue to work in partnership with the many groups that are active in the area

Main themes to emerge from the June 18, 2013, Interest Holders Forum included:

- A passionate attachment to the heritage of the Hollyburn Cabins area, not only to the cabins themselves but to the cabin culture they sustain
- An expression of the uniqueness of the Hollyburn Cabin area and the desire to preserve this to pass it onto future generations
- A concern with the affordability and rising costs of Hollyburn Cabin leases
- A fear of the history of the Hollyburn Cabin area being lost, recognizing the 10 year lease approach is an improvement
- A desire to protect wider areas in the Upper Lands as parkland
- An interest among private landowners in being able to develop their land for either cabins or residential purposes and a frustration with current restrictions

Links to the meeting notes from the two Input Forums are provided in the References section of this report.

¹ These were: Cypress Trail Builders, Friends of Cypress Provincial Park, Heritage West Van, Hollyburn Ridge Association, Lighthouse Park Preservation Society, North Shore Hikers, North Shore Mountain Bike Association, North Shore Wetlands Partners, Old Growth Conservancy Society, West Vancouver Streamkeeper Society

UPPER LANDS STUDY REVIEW

Summary of Input from Public Workshops – February/March 2014

In February and March, 2014, workshops were held regarding the Upper Lands Study Review. The purpose of this public engagement was to inform participants about the project, and to request their perceptions about the values and obstacles of the Upper Lands, as well as planning principles to be considered, including forms of development, commercial use, and the 1,200 foot contour.

Public Workshops

The following is the input from the workshops, with each bullet representing an idea put forth during brainstorming for the topics on the left. The numbered sections are listed in order of priority, as determined by “voting” using audience response technology (clickers). The unnumbered bullets are in the general order of importance based on the number of times a topic was mentioned.

Public Workshop 1, 5:00pm, February 27, 2014

- 19 participants

<p>Primary uses of the Upper Lands (participants checked as many as apply to them)</p>	<ol style="list-style-type: none"> 1. Appreciate nature/view wildlife 2. Visit the viewpoints 3. Hike or snowshoe 4. Go for a walk 5. Go for a drive 6. Walk my dog 7. Swim 8. Invasive plant removal 9. Visit a cabin 10. Mountain bike
<p>Obstacles that prevent use of the Upper Lands (participants checked as many as apply to them)</p>	<ol style="list-style-type: none"> 1. No obstacles 2. Not enough parking 3. I don't want to trespass on private land 4. None of the trails are accessible enough for me 5. I don't know where to go 6. Lack of public transit 7. I'm afraid of wildlife encounters (0 votes) 8. I can't get there (0 votes) 9. Other (0 votes)
<p>Aspects or features of the Upper Lands that should be protected (participants)</p>	<ol style="list-style-type: none"> 1. Trail network for walking and hiking 2. Old growth forest 3. Creeks, lakes, and wetlands 4. Wildlife habitat and corridors 5. Hollyburn Lodge 6. Viewpoints accessible by road

checked as many as apply to them)	<ol style="list-style-type: none"> 7. Heritage features 8. Mountain bike trail network 9. Hollyburn cabins
Values to consider to guide the planning of the Upper Lands (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. Protect as much nature as possible 2. Protect as many trees as possible 3. Protect creek corridors 4. Biodiversity 5. Wildlife corridors 6. Protect Whyte Lake drainage 7. Active living, hiking trails 8. Improve trails and signage 9. Public access <p>Other Comments</p> <ul style="list-style-type: none"> • Wetland protection (2) • Wildlife preservation and respect (2) • The values as dictated by West Vancouver residents should be paramount – not those of Metro Vancouver planners • Protect the entire District lands by formalizing the Upper lands boundary • Connect ecologically sensitive areas with corridors • No development in Upper Lands, large park • Protection of viewscape from harbour and rest of Vancouver towards the mountains
Planning principles to consider in development areas (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. Cluster housing 2. Limited development 3. Green development – natural materials, non-invasive plants 4. Small lots to protect nature 5. Flexible zoning/land trading 6. Affordable housing 7. Low density mixed housing 8. Terraced development, living green roofs and walls to blend in 9. Work with terrain <p>Other Comments</p> <ul style="list-style-type: none"> • No development which is not contiguous with current development • Design guidelines • Housing diversity and mix – low/high density, mixed income • Maintain 50% green in any development area • Homes to conform to area – no big boxes • European sizing • None of the areas should be developed • No building development in areas above 1,200 foot mark • Use non-invasive green plants on roofs and in front of higher density buildings in areas that must be developed below 1200 feet
Appropriate forms of development (participants checked as many	<ol style="list-style-type: none"> 1. Retain creek corridors 2. Consideration of heritage features 3. Maintain sea to summit trails and east-west trails 4. Protect 75% for environment protection 5. Environmental enhancement

as apply to them)	<ol style="list-style-type: none"> 6. Minimal footprint roads 7. Innovative green buildings 8. Environmental protection of 55% of the land area 9. Mountain pathway with public places connecting neighbourhoods 10. Diversity of housing types
Options for commercial use	<ol style="list-style-type: none"> 1. Cypress village as a higher density area at the west end of the Rodgers Creek area, with commercial, residential and civic land use, per the OCP 2. A small neighbourhood commercial centre west of Cypress Bowl Road to serve the everyday needs of future residents, per the 2001 Upper Lands Study 3. Neither 4. Commercial/recreational <p><i>NOTE: each option received the same amount of votes</i></p>
Comments regarding the 1,200 foot contour and variation (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. Consider the long-term plan for development – not piece meal planning 2. 1,200 feet max – end of story 3. Consider the visual appearance from the region 4. We must protect the area west of Nelson Creek and make concessions elsewhere if necessary 5. Expanding area of development affects the environmental sensitivity of adjacent land 6. Consider variation to protect land below 7. Use density trading instead of land trading 8. Consider recreational development above 1,200 feet

Public Workshop 2, 7:00pm, February 27, 2014

- 19 participants

Primary uses of the Upper Lands (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Hike 2. Appreciate nature/view wildlife 3. Mountain bike 4. Trail maintenance 5. Go for a walk 6. Visit the viewpoints 7. Snowshoe, cross-country ski 8. Go for a drive 9. Walk my dog 10. Visit a cabin
Obstacles that prevent use of the Upper Lands (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. No obstacles 2. Not enough parking 3. I don't want to trespass on private land 4. <i>I don't know where to go (0 votes)</i> 5. <i>I'm afraid of wildlife encounters (0 votes)</i> 6. <i>None of the trails are accessible enough for me (0 votes)</i> 7. <i>I can't get there (0 votes)</i> 8. <i>Lack of public transit (0 votes)</i>
Aspects or features of the Upper Lands that should be protected (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Trail network for walking and hiking 2. Mountain bike trail network 3. Old growth forest 4. Creeks, lakes, and wetlands 5. Wildlife habitat and corridors 6. Heritage features 7. Viewpoints accessible by road 8. Hollyburn Lodge 9. Hollyburn cabins 10. Other
Values to consider to guide the planning of the Upper Lands (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. Mountain bike trail network with advanced trails 2. Maintain conservation and recreation uses and values 3. Protect ecosystems, old growth 4. No development above 1,200 feet 5. For future generations 6. Protect visual quality 7. Affordable housing for BC residents 8. Community for local residents 9. Protect archaeological, heritage, cultural assets, First Nations 10. Tourism draw <p>Other Comments</p> <ul style="list-style-type: none"> • Hiking trail network (3) • Accessibility • Density – less large single family homes • Visual quality objectives

	<ul style="list-style-type: none"> • Minimal cement • Don't let developers control agenda • Commercial recreation development with public/private partnerships • Protect/preserve natural environment • Wildlife corridors • Outdoor lifestyle
Planning principles to consider in development areas (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. Recreation and wildlife corridors, connected with high value areas – horizontal and vertical 2. Development only below 1,200 feet 3. Sustainable, ecologically sensitive development 4. Sense of community 5. Higher density, not single family 6. Mixed-use development, commercial development 7. Small ecological footprint, small pockets 8. Visually appealing, green development 9. Better protection of existing features like Cypress Falls, ecologically sensitive areas 10. Accessibility <p>Other Comments</p> <ul style="list-style-type: none"> • No back-to-back lots • No monster homes • Pedestrian and bike friendly paths • Wide trail corridors, multi-use • Density variation to protect more sensitive areas • Developing in relation to the natural landscape • Integrate commercial uses with development • Higher density below 1,200 feet • Consider visual impacts
Appropriate forms of development (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Compact development pattern to allow for continuous natural corridors 2. Developer builds or contributes money to a trail network 3. Environmental protection of 75-80% of land 4. Smaller houses 5. Protect 55% of developable land area 6. Mountain pathway with public places connecting neighbourhoods 7. Minimal footprint roads 8. Innovative green buildings 9. Diversity of housing types 10. Environmental protection of 55% of the land area
Options for commercial use	<ol style="list-style-type: none"> 1. A small neighbourhood commercial centre west of Cypress Bowl Road to serve the everyday needs of future residents, per the 2001 Upper Lands Study 2. Cypress village as a higher density area at the west end of the Rodgers Creek area, with commercial, residential and civic land use, per the OCP 3. Neither 4. Other

Comments regarding the 1,200 foot contour and variation (participants selected up to 5 in ranked order)	1. No development above 1,200 feet
	2. Transfer density all below the 1,200 foot contour
	3. All undeveloped District land should be parks, recreation, water supply, and conservation
	4. Support for a variation in principle to protect highly sensitive areas if it's the only way to protect those areas
	5. Transfer density to a location outside of the Upper Lands
	6. Allow development above 1,200 feet could open up a Pandora's box

Public Workshop 3, 5:00pm, March 4th, 2014

- 26 participants

Primary uses of the Upper Lands (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Appreciate nature/view wildlife 2. Hike 3. Visit the viewpoints 4. Snowshoe 5. Go for a walk 6. Walk my dog 7. Mountain bike 8. Trail maintenance 9. Go for a drive 10. Visit a cabin
Obstacles that prevent use of the Upper Lands (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Don't know where to go, no trail signs 2. No obstacles 3. Not enough parking 4. I don't want to trespass on private land 5. Lack of public transit 6. I'm afraid of wildlife encounters 7. I can't get there 8. <i>None of the trails are accessible enough for me (0 votes)</i>
Aspects or features of the Upper Lands that should be protected (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Creeks, lakes, and wetlands 2. Wildlife habitat and corridors 3. Trail network for walking and hiking 4. Old growth forest 5. Heritage features 6. Hollyburn Lodge 7. Hollyburn cabins 8. Mountain bike trail network 9. Viewpoints accessible by road 10. Other
Values to consider to guide the planning of the Upper Lands (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. Protect natural environment 2. Wilderness, for future generations, conservation 3. Protect recreation opportunities 4. No development over 1,200 feet 5. Proximity of nature to city, access 6. Balance heritage (including cabins), recreation, and the environment 7. Maintain views, forest backdrop 8. Affordable housing 9. Smaller lots to build cabins 10. Homes for local people <p>Other Comments</p> <ul style="list-style-type: none"> • Future for our kids (2) • Confining/limiting/restricting development (2) • Future for our kids (2) • Education leads to awareness and protection of the environment • Value of tourism

	<ul style="list-style-type: none"> No development of any housing Protecting wildlife habitats Environment balanced with the economy A fair democratic approach to development Preserve area above 1,200 feet for recreation and conservation use only Recreating in nature and reenergizing in nature – nature use in nature Recognition of fragility of environment Collection of environment knowledge Real needs for housing, vacancy rates – do we need more houses? Needs of community not developers, no big empty houses destroying the forest Allow cabins on one acre private lots “Re” creating in nature, “re”energizing in nature
Planning principles to consider in development areas (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> Blend with environment, terrain Use environmental mapping to guide development areas No development above 1,200 feet Small houses, not “monsters”, higher density, small footprint Trails and roads maintained by developer Green buildings, LEED, solar power, water conservation Improved transportation and access to recreation Eco sensitive design Protect views Affordability <p>Other Comments</p> <ul style="list-style-type: none"> Clustered development (3) No high rises (over 2 to 4 storeys) (3) Preserve environment, creeks, and trees (2) Low density above 1,200 Heritage preservation (including cabins) Use balance between higher density and preserving trees/creeks Less blasting, minimal disruption of habitat from construction Commercial development off Cypress Bowl Road Water conservation Amenities and services that contribute to the community, public access throughout Balance between nature and development, communities blend with surroundings No shopping malls/stores Planning principles informed by the public’s input Don’t transfer density to areas of high use (i.e. recreation) below 1,200 feet, retain access to recreation close to where people live Increase from 55% of protected area in Rodgers Creek area Developer to pay for snow removal on roads, trail maintenance Revise property lines to reflect environmental mapping

Appropriate forms of development (participants checked as many as apply to them)	<ol style="list-style-type: none"> Identify important green corridors to protect prior to development Maintain corridors to high recreation areas Innovative green buildings Mountain pathway with public places connecting neighbourhoods Minimal footprint roads Environmental protection of 55% of land area Diversity of housing types
Options for commercial use	<ol style="list-style-type: none"> A small neighbourhood commercial centre west of Cypress Bowl Road to serve the everyday needs of future residents, per the 2001 Upper Lands Study Cypress village as a higher density area at the west end of the Rodgers Creek area, with commercial, residential and civic land use, per the OCP Neither Other
Comments regarding the 1,200 foot contour and variation (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> Transfer density from high value environmental and recreation lands to areas without these values Transfer density to other areas under 1,200 feet only Concern about the precedent of going above 1,200 feet Consider options provided that 1:1 trade is the standard. Base this on projected build-out on private lands <p>Other Comments</p> <ul style="list-style-type: none"> Does BPP already have sufficient lands for development below the 1,200 foot level to last for the next 50+ years without going above? (yes)

Public Workshop 4, 7:00pm, March 4th, 2014

- 20 participants

Primary uses of the Upper Lands (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Appreciate nature/view wildlife 2. Go for a walk 3. Hike 4. Mountain bike 5. Snowshoeing, skiing (snow sports) 6. Visit the viewpoints 7. Go for a drive 8. Visit a cabin 9. Walk my dog
Obstacles that prevent use of the Upper Lands (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. No obstacles 2. Construction and development 3. Don't know where to go 4. Not enough parking 5. Lack of public transit 6. None of the trails are accessible enough for me 7. I don't want to trespass on private land 8. <i>I'm afraid of wildlife encounters (0 votes)</i> 9. <i>I can't get there (0 votes)</i>
Aspects or features of the Upper Lands that should be protected (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Old growth forest 2. Wildlife habitat and corridors 3. Mountain bike trail network 4. Creeks, lakes and wetlands 5. No development above 1,200 feet 6. Hollyburn Lodge 7. Viewpoints accessible by road 8. Trail network for walking and hiking 9. Heritage features 10. Hollyburn cabins
Values to consider to guide the planning of the Upper Lands (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. No development over 1,200 feet 2. Conservation of forests, creeks, wildlife, lakes, old growth, etc. 3. Protect trail network, trail experience, snow trails 4. Mountain bike trails – difficult and easy, user experience, user maintenance, future planning 5. Maintain combined recreation and conservation uses 6. Environmental enhancement of undeveloped areas 7. Parking available and free 8. Smaller housing 9. Clustered medium-density development, very little single family <p>Other Comments</p> <ul style="list-style-type: none"> • Preserve views • Environment and recreation over development • Conservation/buffer between urban interface and old growth areas • Public access • Retain the unspoiled wilderness so close to the big city

Planning principles to consider in development areas (participants selected up to 5 in ranked order)	<ol style="list-style-type: none"> 1. Protect trails with corridors to recreation areas, no trail experience loss, east-west trail 2. No development over 1,200 feet 3. Small ecological footprint 4. Conservation 5. Higher density – medium/high 6. Cluster housing 7. Emulate best examples around world, e.g., bio mimicry 8. Sensible road access 9. Public transit 10. <i>Include commercial areas (0 votes)</i> <p>Other Comments</p> <ul style="list-style-type: none"> • Small houses, affordable (3) • Create boundaries for environmental protection (areas to be left untainted by garbage, pollution, etc.) • Conservation of sensitive habitat and protection of endangered species • Neighbourhoods focused around a central green space • Link clusters with trails • Medium density • Lots of recreational facilities • Include residential, commercial, and community zoning • Reflect the needs/wants of the community • Protect water courses • More green space for access to nature, living with wildlife (bears)
Appropriate forms of development (participants checked as many as apply to them)	<ol style="list-style-type: none"> 1. Sea to mountain trail, trails along riparian areas 2. Bike and pedestrian network through neighbourhoods 3. Minimal footprint roads 4. No roads on very steep slopes 5. Mountain pathway with public places connecting neighbourhoods 6. Ecosystem enhancement with stewardship by schools 7. Diversity of housing types 8. Innovative green buildings 9. Environmental protection of 55% of the land area
Options for commercial use	<ol style="list-style-type: none"> 1. Cypress village as a higher density area at the west end of the Rodgers Creek area, with commercial, residential and civic land use, per the OCP – if density is shifted from environmentally sensitive areas 2. Neither 3. A small neighbourhood commercial centre west of Cypress Bowl Road to serve the everyday needs of future residents, per the 2001 Upper Lands Study 4. Other

Summary of Values and Priorities Questionnaire Findings

The following report provides a summary of the questionnaires completed in February/March 2014 as part of the public consultation process accompanying the Working Group's review of the Upper Lands. The intent of this report is to condense the responses to the different questionnaires into one digestible report. The report outlines the principal findings of the public's responses, without seeking to draw the conclusions of these findings.

The breakdown of the 195 questionnaires received and analyzed in this report is as follows:

- 54 handwritten hard copy questionnaires containing both the "Review" and the "Priorities" sections of the electronic questionnaires below
- 108 online "Upper Lands Review" questionnaires submitted via westvancouverITE
- 33 online "Upper Lands Priorities" questionnaires submitted via westvancouverITE

These questionnaires accompanied Open Houses that were held February 26, February 27, and March 4, 2014. For those responding via westvancouverITE, all materials relating to the Upper Lands review were (and are) available online at www.westvancouver.ca

Note: not all questionnaire respondents answered all questions, and many questions allowed for multiple responses, so response counts for each question do not necessarily equal 195.

Note: these questionnaires form only one element of a public engagement process that has so far included Input Forums with stewardship groups and interest holders, in addition to Workshops and Open Houses. Further community consultation will follow.

For ease of reference and discussion purposes, findings have been grouped into the following seven sections:

1. How People Use the Upper Lands
2. Features to Protect
3. Value Prioritization for Decision-Making
4. Planning Principles for Development
5. Transfer of Development Rights
6. Potential Development Schemes
7. Questionnaire Respondents

For each section, the quantified response data is followed by a brief series of 'observations', where general trends are described. Comments from individual responses are quoted throughout to give voice to, or shed light on, the input received.

<p>Comments regarding the 1,200 foot contour and variation (participants selected up to 5 in ranked order)</p>	<ol style="list-style-type: none"> 1. No development above 1,200 feet 2. Density transfers below 1,200 feet 3. Consider a variation in areas without environmental values or trails, not in current variation where all the mountain bike trails are 4. More thought to environment and less thought to money 5. If trading above 1,200 feet, bound it by Cypress Road 2nd and 3rd switchbacks <p>Other Comments</p> <ul style="list-style-type: none"> • No development in Brothers Creek zone east of Cypress Road • Please do not turn Cypress Mtn into Westwood Plateau
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1. How People Use the Upper Lands

What do you do in the Upper Lands?	Percent Responses	Response Count	Percent Respondents
Go for a walk	14%	79	51%
Hike	20%	112	72%
Walk my dog	9%	52	33%
Visit a cabin	3%	14	9%
Mountain bike	16%	92	59%
Appreciate nature / view wildlife	16%	90	58%
Go for a drive	5%	28	18%
Visit the viewpoints	12%	69	44%
Other	4%	22	14%

Are there any obstacles that have prevented you from using the Upper Lands?	Percent Responses	Response Count
Yes	25%	38
No	75%	115

If yes, what stops you from using the Upper Lands?	Percent Responses	Response Count
I don't know where to go	23%	14
I'm afraid of wildlife encounters	5%	3
None of the trails are accessible enough for me	3%	2
I don't want to trespass on private land	23%	14
I can't get there	2%	1
Lack of public transit	13%	8
Not enough parking	6%	4
Other	26%	16

Observations:

- The Upper Lands are mostly used for recreating in nature, with a relatively equal distribution of responses between walking, hiking, mountain-biking, and appreciating nature/wildlife (between 51-72% of respondents for each each).
- A significant minority (25%) of respondents experience obstacles to using the Upper Lands. Obstacles relate to access (lack of transit, parking, inability to get there – 21% responses combined), wayfinding (don't know where to go, 23% responses), and issues of ownership (concern with trespassing, 23% responses). Example comment: "Trails are hard to find and very poorly marked. It is easy to get lost. This is such a beautiful area and very few West Van residents are informed about it nor encouraged to use it."



2. Features to Protect

Is it important to you that certain features or aspects of the Upper Lands be protected for the future?	Percent Responses	Response Count
Yes	99%	149
No	1%	2

If so, what features?	Percent Responses	Response Count	Percent Respondents
Trail network for walking and hiking	18%	136	85%
Mountain bike trail network	13%	97	61%
Heritage features	7%	55	34%
Creeks, lakes and wetlands	17%	128	80%
Old growth forest	18%	140	88%
Wildlife habitat and corridors	15%	119	74%
Hollyburn cabins	4%	30	19%
Hollyburn Lodge	5%	36	23%
Viewpoints accessible by road	3%	21	13%
Other	1%	6	4%

Observations:

- There is effective unanimity that there are features to protect in the Upper Lands (99%).
- The features respondents feel should be protected generally reflect the ways the Upper Lands are used as described in Section 1. That is, recreation (trails and mountain bike trails, 85% and 61% of respondents respectively) and appreciation of environment (water features, forests, habitat – 80%, 88% and 74% of respondents respectively).
- Comments made throughout the questionnaire by various respondents indicate a very strong attachment to particular environmental or recreational features. Example comments: "Please make allowances for preserving the mountain bike trails in their existing challenging form. Cypress trails are gems, and attract visitors from all over the lower mainland and beyond."; "The arbutus and red-legged frog areas should be made into a park that extends north to Whyte Lake and east to Nelson Canyon park. This area should not see any development as it includes unique ecosystems to the North Shore."
- There is a notably lower percentage of questionnaire respondents concerned with protecting heritage features (34%), Hollyburn cabins (19%) and Hollyburn Lodge (23%). Cabin and property owners have, however, provided feedback to the Upper Lands Working Group previously through an Input Forum held in June 2013.



3. Value Prioritization for Decision-Making

How would you prioritize the following values to guide decision-making in the Upper Lands?	Response Count						Average priority ¹
	1 st Priority	2 nd Priority	3 rd Priority	4 th Priority	5 th Priority	Not a Priority	
Conserve land & water	27	29	17	8	1	4	2.29
Protect environmentally sensitive areas	34	30	13	5	0	4	2.06
Maximize recreation opportunities	22	10	25	12	5	12	3.05
Build vibrant neighbourhoods	5	2	3	7	32	37	4.98
Protect heritage features	2	9	16	37	10	12	3.93

Observations:

- Environmental values are clearly prioritized by respondents. Protecting environmentally sensitive areas and conserving land and water received the highest indications of being questionnaire respondents' 1st or 2nd priorities.
- Maximising recreation opportunities is also a significant priority (typically one of respondents' first three priorities).
- Protecting heritage features is a lower priority than environmental or recreational values. This confirms the findings of Section 2.
- Building vibrant neighbourhoods is generally seen as a low priority (5th in importance) or not a priority (unranked) by respondents.
- „Build vibrant neighbourhoods" in this question is the first reference to development in the questionnaire. Comments on this question suggest some respondents do not recognize there are development rights (i.e. development is viewed as an „if" not a „how") and/or assume the above values are mutually exclusive (i.e. it is seen as an either/or between development and recreation/conservation, versus viewing development as a means to achieve other priorities or work alongside them). Example comments: "Not in favour of Upper Lands being developed!"; "100% parks with trails only".

¹ To quantify the 'average priority', the 1st priority is scored as 1, the 2nd priority as 2, and so on to the 5th priority. Unranked values are scored as 6. The overall figure is then summed for each value and divided by the total number of respondents to identify an 'average priority' figure for each value. The lower the number, the higher the priority averaged across all questionnaire respondents.

4. Planning Principles for Development

In the areas suitable for development, which planning principles should apply?	Percent Responses	Response Count	Percent Respondents
Preserve the forest within and around development areas	19%	133	83%
Work with nature by preserving creeks, rock outcrops and other natural assets	18%	129	81%
Retain natural corridors running east-west as well as north-south for environmental and recreation greenways	18%	127	79%
Build new neighbourhoods to take advantage of the views and proximity to nature	2%	11	7%
Make new neighbourhoods compact, even if it means higher density, to protect more green space	11%	78	49%
Create inclusive neighbourhoods with a variety of housing forms catering to different life situations	6%	40	25%
Provide amenities and services that contribute to the community	5%	33	21%
Provide trail networks throughout new neighbourhoods	14%	100	63%
Include housing that is accessible and relatively affordable	4%	31	19%
Other	4%	26	16%

Observations:

- Preserving or retaining existing environmental and recreational values receive the highest respondent rates of between 79%-83% (preserving forests, retaining greenways, working with nature). This is consistent with answers to previous sections of the questionnaire.
- Of the principles that relate to the form of development, those derived from environmental and recreational values achieve higher support: namely, compact development to protect green space (49% respondents) and trails through neighbourhoods (63% respondents).
- Other principles (views, relative affordability, inclusivity, amenities) are notably less important to respondents, with only 7-25% of respondents. However, comments provided by respondents elsewhere in the questionnaire suggest a general preference for smaller housing unit sizes. Example comments: "We don't need more excessively large luxury homes in WV that often sit empty and have no contribution to a sense of community"; "Large homes that are reserved for only the most wealthy families".

5. Transfer of Development Rights

Do you support consideration of development above 1200 feet as a possible way to protect lands below the 1200 foot contour with higher environmental and/or recreation values?

	Percent Responses	Response Count
Yes	37%	59
No	41%	65
Not Sure	22%	34

Do you support higher densities in some portions of the Upper Lands below the 1200 feet as a possible way to protect other lands below the 1200 foot contour with higher environmental and/or recreation values?

	Percent Responses	Response Count
Yes	70%	109
No	19%	29
Not Sure	11%	17

Observations:

- There is almost complete ambivalence on the question of varying the 1,200 foot contour, with 37% in favour, 41% against, and 22% undecided.
- There is much clearer support for density transfers below 1,200 feet (70%).
- Comments provided throughout the questionnaire by some respondents reiterate their opposition to development above 1,200 feet, suggesting that some who are against the possible variation are very strongly against it.
- Other respondents recognize the potential value of varying the maximum elevation, but have concerns with where it might lead. Example comments: "I appreciate clear, well understood parameters - such as the 1200 ft. development cap. While on the surface allowing some leeway may appear a reasonable position, past experience indicates that developers tend to exploit a situation well beyond what was initially intended."; "Never say never, but it would set a dangerous precedent".
- Other comments question whether it is the principle of building over 1,200 feet that is the issue, or doing so in the actual location proposed for the 1,200 foot variation. Example comment: "As to the proposed 1200' variation, I do not support the dotted line variation as shown. However, I do support the concept of allowing development higher up in exchange for not developing lower down."

6. Potential Development Schemes

What is your perspective on the Rodgers Creek area as a model for future neighbourhoods?

	Percent Responses	Response Count
Strongly support	21%	31
Slightly support	25%	37
Neutral	17%	25
Slightly oppose	10%	15
Strongly oppose	11%	17
Not sure	16%	24

Existing policy documents consider some commercial use in the Upper Lands. Which of the following do you prefer?

Cypress Village as a higher density area at the west end of the Rodgers Creek area (near the municipal works yard), with commercial, residential and civic land uses, per the OCP	35%	50
A small neighbourhood commercial centre west of Cypress Bowl Road to serve the everyday needs of future residents, per the 2001 Upper Lands Study	25%	36
Neither	40%	58

Observations:

- There is more support (46%) than opposition (21%) for the Rodgers Creek model, but significant uncertainty or neutrally (33%).
- Some comments suggest a lack of familiarity with Rodgers Creek, or a familiarity only with the phases built to date where detached housing is still the predominant form. Example comments: "Not sure - would need to study this area"; "What is this?"; "This looks good on paper but the reality is that there are large luxury homes with views built there and that does not equal sustainable to me."
- Other comments on Rodgers Creek reveal support for the model, but an interest in being more ambitious. Example comments: "Strongly support - but don't stop there - continue to improve."; "Strongly support levels higher than 55% protection of environment. Should aim for 75%".
- There is more support for a higher density commercial village (35%) than a smaller neighbourhood centre (25%), but a larger percentage of respondents indicated they support neither (40%). Comments suggest respondents felt they did not have sufficient information to answer meaningfully on this particular question. Example comments: "Unclear of what is meant by the first two options"; "I have no idea what is the scale of this proposed development"; "I need more information on relative impacts"; "I am not well informed enough to comment".

7. Questionnaire Respondents

Do you currently use the Upper Lands study area?	Percent Responses	Response Count
Yes	94%	150
No	6%	10

What are your interests in the Upper Lands study area?	Percent Responses	Response Count
I recreate there	62%	136
I am a cabin owner	3%	6
I am a property owner	4%	8
I care about the future of the area though I don't have a specific interest	19%	41
I am a member of a community group	13%	27

Where do you live?	Percent Responses	Response Count
West Vancouver	74%	64
Elsewhere	26%	23

How old are you?	Percent Responses	Response Count
< 20	4%	1
20-29	0%	0
30-39	13%	3
40-49	33%	8
50-59	21%	5
60-69	17%	4
70-79	13%	3
>79	0%	0

Observations:

- Responses are overwhelmingly from people who use the Upper Lands (94%).
- Most respondents recreate in the Upper Lands (62%) and care about the area, without having a specific interest (19%). In contrast, few cabin or property owners responded to the questionnaire, which is likely reflected in the relatively low usage and attachment to cabins recorded in Sections 1 and 2. Cabin and property owners have, however, provided feedback to the Upper Lands Working Group previously through an Input Forum held in June 2013.
- Under the Freedom of Information and Privacy Act, there is no requirement for questionnaire respondents to indicate their age or where they live. The response rate for people's age is too low to be statistically valid (only 24 respondents gave their age).
- Around three-quarters of the 87 respondents who replied indicated they live in West Vancouver. One-in-four respondents from outside of West Vancouver implies a strong regional interest in the Upper Lands.

2014 Key Directions Workshop Summary

At its June 2, 2014 progress report to Council, the Working Group outlined six Key Directions to guide the future of the Upper Lands. These Directions were then tested and explored in relation to the group's Terms of Reference through three informational workshops: i) Environment Workshop; ii) Recreation Workshop; and iii) Future Neighbourhoods Workshop. These workshops were an opportunity to re-connect with stakeholders, advance the group's understanding of the issues, and explore the implications of the proposed Key Directions.

Workshop 1: Environment, October 2, 2014

Key Directions:

- A. In order to protect the environmental features and systems of the Upper Lands:
 - i. Maintain the current restriction on development above the 1200-foot contour; and
 - ii. Forego further consideration of a 1200-foot contour variation
- B. Protect environmentally sensitive areas and significant natural features on lands designated for future neighbourhood development below the 1200-foot contour and transfer density to further limit the area impacted by development

Workshop Guests: Geoff Croll, Alex Sartori, Hugh Hamilton, Katharine Steig, and DWV Environment Staff

Workshop 2: Recreation, October 28, 2014

Key Directions:

- A. Regulate recreational uses in the Upper Lands in a way that respects the needs of different recreational user groups, and balances recreational uses with the community's environmental and cultural values, through the preparation with community input of a Recreation Plan
- B. Identify privately-owned lands currently used or with high potential to be used for recreation, and work with landowners to address issues relating to and including potential public acquisition, formalizing access to trails, and transferral of management responsibilities

Workshop Guests: Vince Béasse, Gord Berg, Geoff Croll, Anne Leathem, Katharine Steig and DWV Parks Staff

Workshop 3: Future Neighbourhoods, November 20, 2014

Key Directions

- A. Cluster development around the future Cypress Village to minimize the area of land developed, optimize community infrastructure, reduce sprawl, and support a strong sense of community with connections to other West Vancouver neighbourhoods
- B. Plan for a mix of uses in and around Cypress Village, with shops and services forming an appropriately-scaled neighbourhood centre, and a range of housing types and unit sizes to meet the needs of residents of different ages and incomes

Workshop Guests: Geoff Croll, Michael Geller, Freda Pagani, Don Vaughan and DWV Engineering Staff

The following table provides a summary of workshop discussions as they relate to the group's Terms of Reference.

Terms of Reference	Workshop Discussion
1. <i>the appropriate land use designations for the Regional Growth Strategy Special Study Area</i>	<ul style="list-style-type: none"> • TBD. Current WG direction implies "Conservation and Recreation".
2. <i>any valuable lands below the 1200 ft contour line that should be preserved, in exchange for development of non-sensitive lands above 1200 ft and the basis for such exchanges</i>	<ul style="list-style-type: none"> • Workshop 1 discussion: <ul style="list-style-type: none"> ○ Support for highly detailed Rodgers Creek sieve analysis approach to identify lands to preserve, with opportunities to enhance (e.g. habitat diversity, species at risk). ○ Need for more environmental knowledge, contextualization, and awareness in general (above and below 1200") beyond SEI dataset. Opportunities for detailed mapping outside of area development plans might exist (e.g. citizen resources, web-based data entry). ○ Contrast of appropriateness of sieve analysis approach for individual area development plans, versus its limitations when looking at area under 1200 feet in its entirety (particular western side with watersheds). ○ Dialogue around the case for the 1200 foot variation (e.g. previously disturbed lands, close to Cypress Village, potential for other kinds of development), versus case for

	<p>maintaining the 1200 foot restriction (e.g. security of legal status quo, buffer Old Growth Conservancy).</p> <ul style="list-style-type: none"> • Workshop 2 discussion: <ul style="list-style-type: none"> ○ Recreational assets below 1200 feet can also be mapped and integrated into a sieve analysis type approach. • Workshop 3 discussion: <ul style="list-style-type: none"> ○ Western areas below 1200 feet identified as lands to be protected by transferring density/development potential to Cypress Village area (also below 1200 feet).
3. <i>any lands are suitable for development below the 1200 ft contour line and the appropriate levels and types of development</i>	<ul style="list-style-type: none"> • Workshop 1 discussion: <ul style="list-style-type: none"> ○ See ToR #2 above: general support for Rodgers Creek sieve analysis approach to identify protected and developable lands. • Workshop 3 discussion: <ul style="list-style-type: none"> ○ Cypress Village area identified as located in general area of first switchback (current DWV works yard could be relocated to near other industrial type uses – BC Hydro substation, SD45 works yard). ○ Preference for development to be concentrated as much as possible within Cypress Village location (between Rodgers Creek/Falls Park), and then secondly within Cypress West area (between Cypress and eagle Creeks). ○ Types of development to focus on higher density multifamily residential, village commercial, and destination type uses (e.g. recreational facilities, community amenities, etc.). ○ Re-statement of philosophy to „design with nature“ (respond to creeks, topography, sunlight, etc.) ○ Significant opportunity to provide housing and village environment that responds to community needs (e.g. relative affordability for families, units for seniors to age in place). See also ToR item 8.
4. <i>the appropriate long term land uses for the privately held lands above the 1200 ft contour line</i>	<ul style="list-style-type: none"> • Workshop 1 discussion: <ul style="list-style-type: none"> ○ Presentation and review of "Limited Use and Recreation" OCP designation and uses permitted under current zoning.

	<ul style="list-style-type: none"> • Workshop 2 discussion: <ul style="list-style-type: none"> ○ Lands above 1200 feet designated “Limited use and Recreation”, therefore recreational uses are anticipated to be maintained. See ToR item 7 for discussion of recreational uses. ○ Landowner’s perspective that lands above 1200 feet have inherent value and long-term uses may not be determined in this planning cycle.
5. <i>the advisability of permanently protecting the municipally owned lands above the 1200 ft contour line</i>	<ul style="list-style-type: none"> • Workshop 1 discussion: <ul style="list-style-type: none"> ○ Environmental value of municipal lands above 1200 feet recognized (generally higher environmental values at higher elevations). ○ Long-standing environmental stewardship interest in permanent protection of public lands above 1200 feet.
6. <i>the advisability of the District acquiring privately held lands above the 1200 ft contour line</i>	<ul style="list-style-type: none"> • Workshop 1 discussion: <ul style="list-style-type: none"> ○ Distinction between smaller pockets of private land that are isolated (surrounded by municipal lands) and at higher elevations, versus large tracts of private land that are contiguous with other private lands and the 1200 foot contour. ○ DL 1123 (where DWV acquisition policy already exists), DL 1133, and DL 806 identified in discussion. • Workshop 2 discussion: <ul style="list-style-type: none"> ○ Primary landowner’s preference for public trails to be on public land (versus licensing agreements or rights-of-way over private land). ○ Planning recreational network and coordinating uses (see ToR item 7) implies public ownership of lands in question (sanctioned uses). ○ Public benefits of acquiring lands that are part of broader environmental or recreational systems; resource/cost implications depend on expectations for management of lands. ○ Acquisition tools exist via development process (e.g. amenity zoning); planning area would need to consider lands above 1200 feet not for residential development, but from an amenity, recreational use and design

	<p>perspective. Possible approach to include „old school” mountain bike trails in contour variation area as part of Cypress Village plan.</p>
7. <i>the appropriate recreational uses of the lands above and below the 1200 ft contour line</i>	<ul style="list-style-type: none"> • Workshop 1 discussion: <ul style="list-style-type: none"> ○ Presentation and review of “Limited Use and Recreation” OCP designation and uses permitted under current zoning. • Workshop 2 discussion: <ul style="list-style-type: none"> ○ Wide range of active and passive recreational uses ongoing, with different levels of organization and impact on land. Tendency to focus on ones where issues can arise (versus low impact, low intensity uses). ○ Natural segregation of some recreational uses (e.g. mountain biking in contour variation area), other areas where conflicts between user groups can exist. ○ Some areas in Upper Lands where specific intent may be to keep recreational uses out (to protect environment), others where recreational use can be directed towards. ○ Strong basis for undertaking a „trails plan” in Parks Master Plan (to address e.g. connectivity, orientation, environmental impacts, etc.). ○ Plans allow for a management framework (not a „regulatory” framework) and also provide process and forum for multi-stakeholder dialogue to bring different groups together (e.g. Old Growth Conservancy experience).
8. <i>the appropriate scale, scope and size of any future Cypress Village</i>	<ul style="list-style-type: none"> • Workshop 3 discussion: <ul style="list-style-type: none"> ○ Future village to integrate social, environmental and economic sustainability goals. ○ Village discussed as a high density area (to accommodate density transferred from western areas, to ensure sufficient residential base to make commercial uses viable, to maximise infrastructure efficiency, and to create a pedestrian and transit supportive environment). ○ Recognition of need for unique identity and strong „draw” for the success of Cypress

Summary of Draft Recommendations Questionnaire Findings

The following report provides a summary of questionnaires completed in March / April 2015 in the final stage of the public consultation process accompanying the Working Group’s review of the Upper Lands. The report outlines the principal findings of questionnaire responses, without seeking to draw the conclusions of these findings

Questionnaires were based on the Working Group’s draft recommendations report and accompanied Open Houses that were held April 11, 14 and 16, 2015. The questionnaire was open from March 20 to April 19, 2015 and available online at westvancouver.ca/westvancouverITE. A few respondents submitted hard copies of the questionnaire (in person, by email, or by fax). These were subsequently entered into westvancouverITE so that a full public transcript of all questionnaires and all comments is available to interested readers.

Overall, 664 individual people viewed the questionnaire online – the largest number of visitors to any topic since the inception of westvancouverITE. Of these visitors, 227 questionnaires were submitted. Note: not all questionnaire respondents answered all questions, so response counts for all questions do not necessarily equal 227.

Consistent with the questionnaire, findings have been grouped into the following five sections:

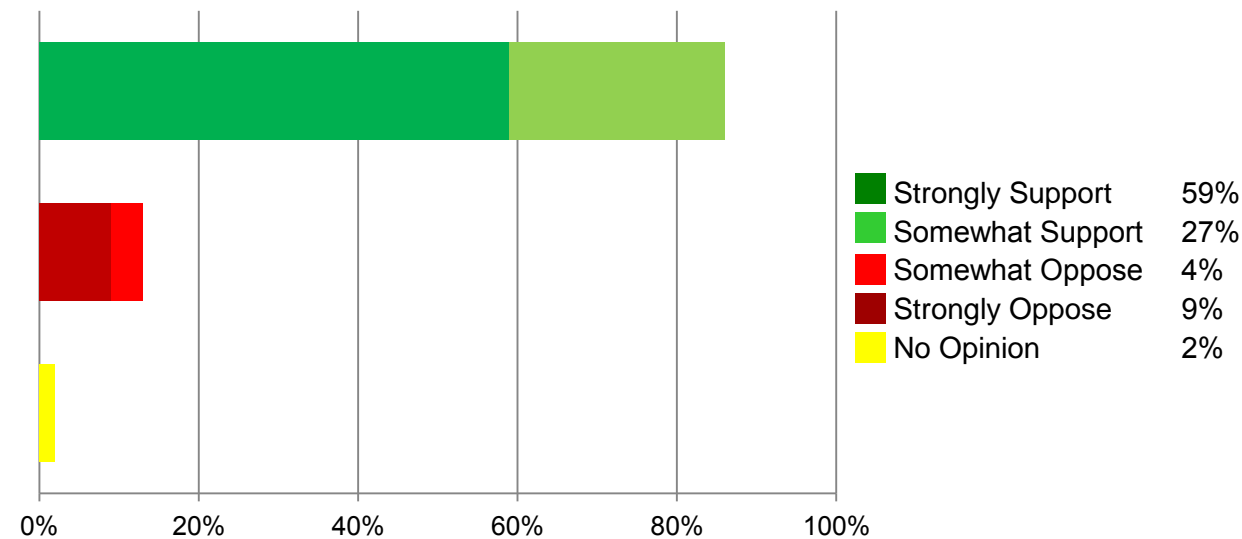
- 1. Environment
- 2. Recreation
- 3. Future Neighbourhoods
- 4. Other Comments
- 5. Questionnaire Respondents

For Sections 1 to 3, the level of support for the Working Group’s draft recommendations is recorded and followed by an analysis of the general trends in respondents’ comments. Examples of individual comments are quoted throughout to shed light on the input received. Section 5 provides basic analysis and observations regarding the demographics of questionnaire respondents.

	<p>Village (e.g. destination type uses, maximising existing recreational attractions, amenities that have a community-wide appeal, designing public realm features like the Mountain Path to support village).</p> <ul style="list-style-type: none"> ○ Challenges with existing units per acre density methodology (promotes larger, less affordable units). ○ Detailed work would need to be done to assess economic viability of village and whether village can be designed to accommodate all density transferred to it. Can begin with focus on place-making and objectives for the village, unit numbers will follow.
9. <i>the appropriate long term strategy for the Hollyburn Cabins area</i>	<ul style="list-style-type: none"> • Workshop held June 25. WG recommendation agreed September 4: <ul style="list-style-type: none"> ○ <i>The Working Group recommends that:</i> <ul style="list-style-type: none"> ▪ <i>a long term strategy for the management of the Hollyburn Cabins area be formulated on completion of an environmental assessment of this area; and that:</i> ▪ <i>in the interim, the District of West Vancouver Parks Department continue its joint stewardship with the Hollyburn Ridge Association to follow environmental best practices in the ongoing management of the Hollyburn Cabins area.</i>
10. <i>amendments to the OCP and the Districts bylaws, policies and programs as they relate to the above topics and the Upper Lands</i>	<ul style="list-style-type: none"> • TBD.
11. <i>any other matters that the Group determines are of significance to the Upper Lands</i>	<ul style="list-style-type: none"> • TBD.

1. Environment

Level of support for the draft environment recommendations



Comments about the draft environment recommendations

115 respondents submitted comments.

Frequently cited (i.e. 20+ respondents)

- Statements of general support for the draft environment recommendations
- Statements regarding the Hollyburn Cabins area and cabins in District Lot 1123 (e.g. under-acknowledgment of heritage value; both support and concern for environmental assessment of cabins area; concern that there is a policy / recommendation to acquire private cabins versus vacant lands in DL 1123)
- Statements underscoring the importance of the environment (e.g. managing stormwater or fire risk; preserving forest and habitat; protecting environmental features below 1200 feet; preserving parks as wilderness areas and minimizing impacts of recreation)

Often cited (i.e. 10+ respondents)

- Statements of specific support for not allowing residential development above 1200 feet
- Statements of support for maintaining recreational use in the Upper Lands (e.g. preserving trails; protecting land for recreation; ensuring environmental protection does not preclude recreational activity and human use of this area)

Sometimes cited (i.e. 5+ respondents)

- Statements of concern regarding staff or financial resource implications (e.g. cost of environmental assessments or of acquiring private land; opportunity cost – i.e. foregone future revenue – of not developing public land)

Example comments about the draft environment recommendations

“Reserving woodlands for present and future generations has always contributed to West Van's quality of life.”

“I like it a lot. Finally the land above 1200 feet will be permanently protected and we won't have to keep discussing whether we should or not.”

“I believe the concept of "environment" needs to be interpreted to include sensitive human use. The recreational use of the ski areas, cabins and hiking trails should be included in the definition.”

“Do not forget the Heritage qualities of the cabin community”

“Environmental protection and natural beauty is priority number 1. It is the reason why we all live here.”

“I love this idea of setting aside land! Can you really? This would be absolutely fabulous! “

“Your recommendations contemplate large expenditures by the District - e.g. seeking municipal ownership of private lands, removing development rights of private landowners, etc. - while at the same time reducing opportunities to generate revenue for the municipality, e.g. by dedicating so much public land for park.”

“It would be good to be assured that parks really do mean parks - as people generally understand them - that is, left in their natural state.”

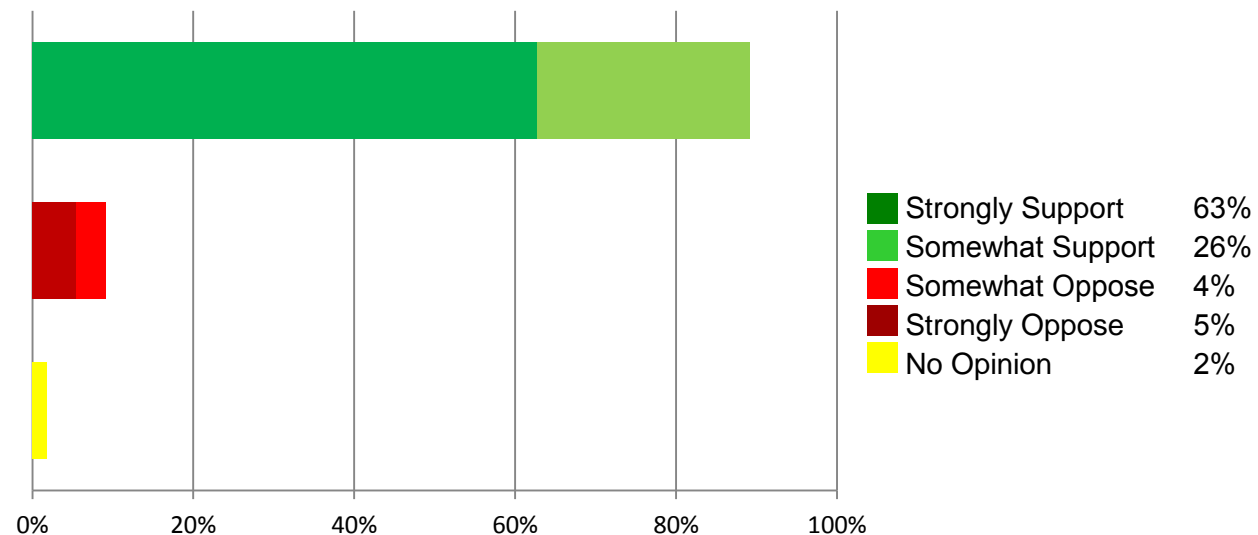
“My concern is that there should be preservation of the ability of land to absorb rain so that the likelihood of flooding of lower land is diminished.”

“The suggestion that WV purchases free-hold cabin properties, which is implied in the document, is strongly opposed.”

“I agree with densification and keeping as much green space as possible. As well as preserving the area above 1200 feet for recreation and no development.”

2. Recreation

Level of support for the draft recreation recommendations



Comments about the draft recreation recommendations

124 respondents submitted comments.

Frequently cited (i.e. 20+ respondents)

- Statements of support for preparing a Trails Plan and enhancing the trails system

Often cited (i.e. 10+ respondents)

- Statements of specific support for mountain biking (e.g. unique quality of trails and terrain; destination / tourism opportunity; need to maintain technical and challenging trails)
- Statements of specific concern regarding mountain biking (e.g. environmental impact; conflict or safety concerns with other trail users; damage to hiking trails)
- Statements regarding the Hollyburn Cabins area and cabins in District Lot 1123 (e.g. cabins as a permitted recreational use; heritage importance of cabins)

Sometimes cited (i.e. 5+ respondents)

- Statements of concern regarding staff or financial resource implications (e.g. staff to manage or upgrade trails of parks systems; cost versus benefit of acquiring private land)
- Statements underscoring need / value of working with stakeholders (e.g. expert knowledge; volunteer resources)
- Statements of uncertainty or of the need for more clarity (e.g. would ATVs be allowed on trails; what does "Limited Use" mean; would intensive recreational uses like golf courses be permitted; what areas are dog off-leash)
- Statements regarding the need to respect private landowners rights (e.g. public trails should be on public lands)

Example comments about the draft recreation recommendations

"As a resident who has lived in West Vancouver for over 40 years this seems like a reasonable balance between recreation, preservation and development."

"It is clear that a plan is needed to instil a true culture of respect by all trail users for each other and the landowners."

"The outdoor lifestyle is why most people choose to live or visit West Van."

"This sounds good but I doubt very much whether West Van has the staff to upgrade the trail systems. You will have to work with the stakeholders."

"Notice how loose and slippery is the term "diverse recreational activities". It could include almost anything."

"Cypress is an internationally famous mountain bike destination, and I would like to see a heavy focus on that, which would include a substantial allowance for advanced riders."

"A comprehensive trails plan would be a good thing if all trail users are considered equally. Opportunities for hikers, mountain bikers and winter travelers alike exist within the study area."

"Public trails should not trespass on private lands. Clear signage and trail management are important."

"I am happy that the draft acknowledges the importance of maintaining and integrating trails and recreation with future [development] plans."

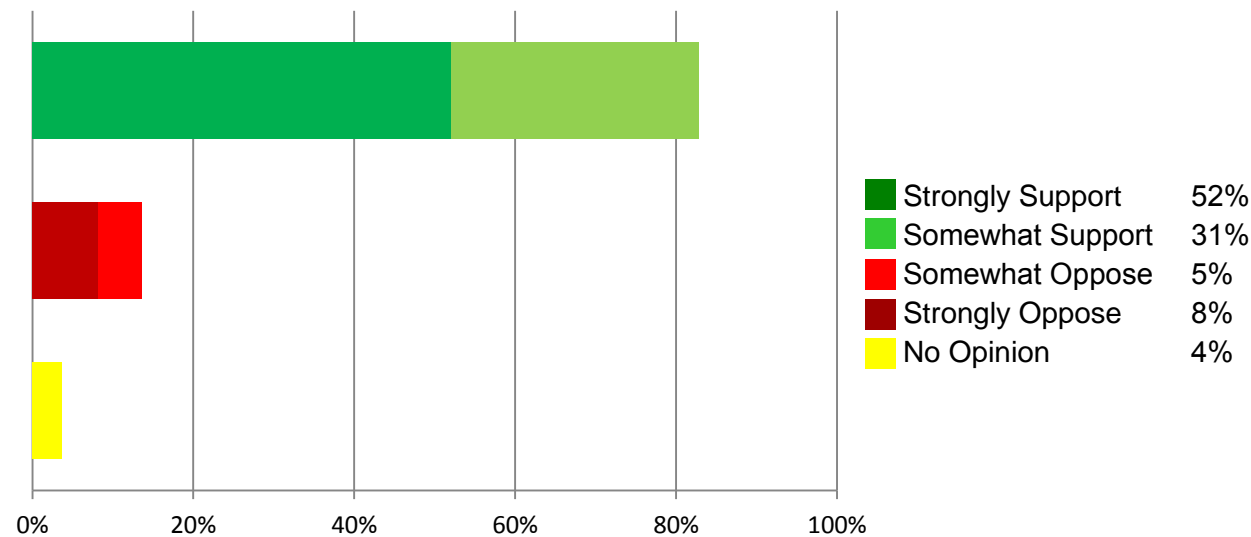
"I am hesitant to support the recreation of mountain biking in wilderness areas due to the erosion it causes and the lack of ability to enforce the building of illegal trails."

"The cabin area recommendations should be part of the recreation part of the report as they represent a significant recreational use of the area."

"Time to embrace in a more formal way the stewardship opportunities for all users of our mountainside, at the core of this we all want to experience nature in the many varieties and opportunities we have and with that comes responsibilities."

3. Future Neighbourhoods

Level of support for the draft future neighbourhoods recommendations



Comments about the draft future neighbourhoods recommendations

112 respondents submitted comments.

Frequently cited (i.e. 20+ respondents)

- Statements of support for the planning principles proposed by the Working Group (e.g. clustering development to preserve more land; planning for a mixed-use Cypress Village; concentrating density to support a viable commercial centre)
- Statements of support for providing diverse (in type and cost) multifamily housing options and specific statements against allowing large “monster” homes

Often cited (i.e. 10+ respondents)

- Statements of uncertainty or of the need for more clarity (e.g. can all development be concentrated in the reduced Future Neighbourhoods area; what are the implications for built form, such as high rise; what might be contemplated for Cypress West area)
- Statements about transportation issues and objectives to address (e.g. concern with traffic or congestion impacts; need for Cypress Village to be designed with pedestrians and cyclists in mind; need to address parking)
- Statements regarding the importance of environmental protection (e.g. support for limiting the area developed; need to protect sensitive areas above and below 1200 feet; need to manage development impacts on the environment; importance of tree preservation)

Sometimes cited (i.e. 5+ respondents)

- Statements regarding the Hollyburn Cabins area and cabins in District Lot 1123 (see also comments in Environment and Recreation Sections)

Example comments about draft future neighbourhoods recommendations:

“Clustered density, housing for all incomes, designs that fit with the area, locating the new neighbourhoods away from environmentally sensitive areas. These are all sound guidelines.”

“We live in the area and are looking forward to walking to a coffee shop or an eatery. Right now we have to travel by car for virtually everything.”

“I certainly approve of focusing the residential area in “Cypress Village”, but I do not understand what the “secondary” residential area is [Cypress West], and where it will be.”

“Is it possible to get enough development area/density around Cypress Village to compensate for the area West of Eagle Creek?”

“It’s a good plan to develop the density needed to support a commercial centre, while balancing the environmental impact on the remaining forested lands and cabin community.”

“As area residents, we simply ask for a balanced approach with the focus on sustainability.”

“Please consider parking and congestion, how will you create a model that works?”

“A commercial area would be great for the area as well as concentrated development and more open space instead of just more blacktop and mega houses.”

“This makes good sense. Key will be to stop building large single family homes and focus on a range of housing types and incomes.”

“I would like to see more of what the plan looks like before giving it unqualified support.”

“Being ready to downsize in 5-10 years it would be wonderful to move to an area like the one proposed when there are services, small units and transportation.”

“Please limit monster homes, nothing about that is sustainable or supportive of public transit or a vibrant community.”

4. Other Comments about the Working Group’s Draft Recommendations

101 respondents submitted comments.

Comments submitted substantially repeated and reinforced comments submitted and previously analyzed in the Environment, Recreation, and Future Neighbourhoods Sections. These included (for example) reiterations of the interests of cabin holders; support for the Working Group’s planning principles; statements regarding the recreational and environmental importance of the Upper Lands; and so on.

In addition to the above, significant (20+) statements of general support and appreciation for the Working Group’s efforts were submitted.

Example other comments about the Working Group’s draft recommendations:

“Congratulations coming to a consensus of draft recommendations, I know it has been a huge amount of work spread over many years.”

“I really like the recommendations in this report. Let’s hope that the recommendations are successful!!!!”

“Thank you to all on the Upper Lands Committee and staff working alongside. I appreciate the 2+ years of your life that you have dedicated to this project.”

“Thank you for your work to sustain this beautiful piece of the world!”

“Excellent work. I have nothing to add.”

“Excellent job by the volunteers. Thank you for the incredible amount of time and effort. Your recommendations are an excellent road map for the development of a crucial area of WV. Let’s do it right.”

“I commend the citizens who gave so much of their time to this important effort.”

“Good well thought out work thank you.”

“Great report. Generations to come will benefit.”



5. Questionnaire Respondents

Place of Residence	%	Responses
Western portion of West Vancouver (postal code V7W)	14.5%	33
Central portion of West Vancouver (postal code V7V)	13.7%	31
Eastern portion of West Vancouver (postal code V7T)	4.8%	11
Upper portion of West Vancouver (postal code V7S)	6.2%	14
Xwemelch’stn (Capilano Reserve) (postal code V7P)	0.4%	1
Elsewhere on the North Shore	23.3%	53
Elsewhere in the Lower Mainland	30.4%	69
Other	4.4%	10
Prefer not to say	2.2%	5

Age Group	%	Responses
14 and under	0%	0
15-24 years	3.6%	8
25-34 years	9.3%	21
35-44 years	24.0%	54
45-54 years	20.4%	46
55-64 years	16.0%	36
65-74 years	14.7%	33
75-84 years	6.7%	15
85 and over	0.9%	2
Prefer not to say	4.4%	10

Gender	%	Responses
Male	68.2%	152
Female	26.9%	60
Prefer not to say	4.9%	11

Observations

- While nearly two-thirds of respondents are North Shore residents, only 40% of respondents are West Vancouver residents.
- The high-level of participation of non-West Vancouver residents in this questionnaire implies a strong regional interest in the Upper Lands.
- Many non-resident respondents may be cabin holders, who as such have a direct and financial interest in the Upper Lands (without being residents).
- Memberships of various environmental, recreational and cultural groups (see overleaf) highlights particularly strong participation from cabin holders and mountain bikers.
- The demographics of respondents indicate a relative over-representation of men aged 35-54 years, compared to West Vancouver’s overall population.



Members of Environmental, Recreational, or Cultural Groups	Responses
Hollyburn Ridge Association	69
North Shore Mountain Bike Association	45
Friends of Cypress Provincial Park	10
Old Growth Conservancy Society	9
North Shore Hikers	6
Lighthouse Park Preservation Society	4
Nature Vancouver	4
Girl Guides of Canada	2
MTB Cypress	2
North Shore Wetland Partners	2
West Vancouver Historical Society	2
West Van Seniors Centre Hiking Group	2
Other*	15

* Other includes those groups that had only one person identify as being a member. These are: Cypress Trail Builders, Elders Council for Parks, Forest Friends, Fresh Air Life, Golden Age Hiking Club, Heritage West Van, Hollyburn Cross Country Ski Club, Hollyburn Druids, Hollyburn Heritage Society, KBRA, Northshore Fish and Game Club, SORCA, WORCA, Streamkeepers, and "other environmental groups"



A raccoon in the Upper Lands

