

REPORT TO: Council FOR: Special
REPORT FROM: Community Planning & Infrastructure
PRESENTED: September 11, 2017
SUBJECT: Squamish2040 OCP Growth Management & Phasing Options

Recommendation:

That Council approve the following resolution:

THAT the District of Squamish receive the September 11, 2017 Staff Report for information and provide direction for growth management policy for the final draft of the Official Community Plan.

1. Objective:

To outline and further discuss growth management options and receive formal direction from Council regarding Official Community Plan (OCP) growth management policy.

2. Background:

The OCP update process is currently in the final stages of Phase 3. Detailed editing is underway to consider and incorporate inputs collected throughout this phase. Community feedback specific to growth management options solicited May – June 2017 during release of the OCP Discussion Draft was presented to Council at the July 25, 2017 Committee of the Whole meeting. Discussion of proposed OCP growth management policies for the draft plan culminated with the following Council resolutions:

THAT Council receive the Squamish2040 OCP Phase 3 Engagement Summary for information;

AND THAT the conversation the Growth Management Policy be deferred to a future meeting in September 2017 for further discussion.

3. Project Information:

Proposed OCP Growth Management Tools

For greater context and to support continued discussion of approaches for long-term phasing for future residential neighbourhoods, Attachment 1 – OCP Growth Management Tools Under Consideration, summarizes the variety of policy tools and tactics that are currently proposed in the Squamish2040 Discussion Draft:

- Land Use & Sub Area Plan Designations – Future Residential Neighbourhoods
- OCP Policies
 - Urban Containment Boundary
 - Population Thresholds
 - Sub Area Planning requirements
 - OCP Policy Precursors

Long-term Phasing Approaches

In Phase 3 as directed by Council, the District solicited specific feedback on long-term phasing for future residential neighbourhoods. To date, staff has presented four (4) growth management approaches to deal with long-term phasing of future neighbourhood areas. The first three were presented to the community as part of the policy guide and survey in May 2017; a fourth option was put forward for Council consideration at the July 25, 2017 Council Committee meeting:

Option 1 (*Infill Priority*) Wait to consider development of Future Residential Neighbourhood lands until Squamish population reaches 22,500.

Option 2 (*Infill Priority Plus*) Wait to approve development of Future Residential Neighbourhood lands until the Squamish population reaches 34,000.

Option 3 (*Limited Peripheral Expansion*) Allow for some limited development in portions of *Future Residential Neighbourhoods* next to existing developed neighbourhoods where significant community benefits can be achieved.

Option 4 (*Infill Priority Plus with Identified Benefits on DL 509 – additional option introduced July 2017*) Wait to approve development of *Future Residential Neighbourhood* lands until the Squamish population reaches 34,000. Identify specific criteria that would constitute a significant community benefit warranting that the population threshold be reduced from a portion of District Lot 509.

These options are discussed in detail in Attachment 2 - Overview of Proposed Phased Growth Approaches. Further attention is given to characterize and compare the various implications of each approach, and respond to the public comments received on this topic, as well as those of Council at the July 25 Committee meeting. These approaches are also considered in terms of their utility and strength as growth management tools.

4. Implications:

a) **Budget:**

No additional budget implications are noted, as this policy review is part of the operational budget for the OCP Update.

b) **Organizational Impact:**

Clear direction on growth management priorities and strategies positively impacts the organization's ability to direct and manage growth in Squamish through its policies and plans.

c) **Policy:**

Proposed amendments to the District's OCP growth management policies (2009 OCP Bylaw 2100 – Part 3, sections 10 and 11) are detailed in the May 2017 OCP Discussion Draft as well as this Staff Report.

d) **Environment:**

Growth management policies will have significant impact on the initiation, phasing and form of future development, notably for currently undeveloped greenfield properties identified for long-term growth, many of which hold environmental values.

e) **Council Priority and Strategic Plan Alignment:**

The OCP update is a priority action identified in Council's 2015-2018 Strategic Plan. As the District's highest level policy document, it relates to all of the District's priority areas: Open and Transparent Government; Healthy Community; Economy and Environment. This growth management policy work aligns with Council's guiding principle of *Maximizing the Built Environment*.

f) **Citizen Engagement**

The Squamish2040 OCP update has included broad public participation through a variety of methods to date through the community consultation program. Detailed engagement summary reports for Phases 1 -3 are available at www.squamish.ca/ocp. Staff continue to work with the OCP Community Advisory Committee to ensure that public inputs are meaningfully considered in the plan development.

g) **Implementation**

Staff will incorporate Council's inputs and feedback into the next OCP Draft for consideration by Council in Phase 4 of the OCP process.

5. **Attachments:**

1. OCP Growth Management Tools Under Consideration
2. Overview of Phased Growth Approaches
3. Cheema Family Statement regarding Option 4
4. Recommendation to Council, from Bob and Aram Cheema regarding Phase 3 Engagement Summary
5. Letter to Council and Staff from Tim Tallevi, SORCA Director of Trail Planning

6. **Alternatives to Staff Recommendation:**

THAT the District of Squamish advance long-term growth phasing Option ___ in the final draft of the Squamish2040 OCP update, as outlined in the September 11, 2017 Staff Report.

OR

THAT the District of Squamish refer Squamish2040 OCP growth management policy directions to another committee meeting of Council for further consideration of growth management options.

7. **Staff Review**

Prepared By:

Matt Gunn & Sarah McJannet, Planners

Reviewed By:

Jonas Velaniskis, Director of Community Planning

Gary Buxton, GM Community Planning & Infrastructure

Robin Arthurs, GM Corporate Services, Recreation & Culture

CAO Recommendation:

That the recommendation of the Community Planning Department be approved.

Linda Glenday, CAO

At the July 25th, 2017 Committee of the Whole meeting Council requested information on the breadth of tools proposed to manage growth. A summary of various tools, along with responses to associated Council questions and comments from previous discussions are provided below.

Land Use Designations – Future (Residential) Neighbourhoods

The draft OCP proposes a new land use designation *Future Residential Neighbourhood for lands identified for future Sub-Area planning as required to accommodate future long-term growth*. This is a significant clarification for the OCP as it provides clear indication that the designated parcels are intended for future residential development (as distinguished from existing designated ‘Residential Neighbourhoods’), and that these parcels are not intended to be developed until significant development and build out of existing residential lands has occurred. It is possible to further specify conditions that must be met prior to consideration of development on *Future Residential Neighbourhood* properties, such as:

- Defined minimum population thresholds which must be surpassed prior to development (note this is not a ‘growth cap’). This approach is used currently in the OCP and discussed in more detail below.
- Completion of policy precursors such as an adopted Affordable Housing Policy or valuation of recreation trail assets. This approach is discussed in more detail below.
- Absorption of a defined percentage of estimated existing infill capacity with the District of Squamish. This approach would require specific criteria to guide the analysis.

Council Comment: The costs of infrastructure servicing should be a factor when considering development of Future Residential Neighbourhoods.

- This concern is addressed through OCP policy that requires a fiscal impact assessment be completed as part of a Sub Area Plan which must be developed prior to consideration of development on lands designated *Future Residential Neighbourhood*. The fiscal impact assessment would inform land use and infrastructure planning decisions for the proposed development.

Council Question: Should the District allocate staff resources to support land use planning on Future Residential Neighbourhoods in advance of reaching the population threshold for development approval?

- Staff propose that, at the direction of Council, staff do not engage in sub area planning for Future Residential Neighbourhoods until a point at which the remaining inventory designated Residential Neighbourhoods will not accommodate 5 years of projected growth. At this time, existing neighbourhoods are lacking in sub area plans.

Population Thresholds

Population thresholds are a current growth management strategy used in the District's OCP: Policy 10-45 states: 'Expansion into District Lots 509 & 510 and 513 will only be considered for future Sub Area Plans once the District's population reaches 22,500'. Development phasing of expansion lands is based on the objective to balance need for new growth with associated infrastructure costs over time, while planning for integration of green infrastructure systems and ecological protection and connectivity.

The draft OCP proposes to maintain a population threshold policy and expand its application to all designated *Future Residential Neighbourhoods* for greater consistency (see Discussion Draft OCP Schedule B). Depending on sustained growth rates, the current population threshold of 22,500 ('Infill Priority' #1) could be reached in 5-6 years (estimated at between 2 and 3% annual growth). This growth would require 960 units (less than 200/year) to house up to 2,600 new residents (with average household size of 2.7 in 2016); preliminary analyses have shown that the capacity to accommodate growth within existing approved areas far exceeds these 5 - year growth projections. For the District to maximize current infrastructure and focus growth in underdeveloped or brownfield lands, Staff proposed increasing the threshold to equal the current population (19,893 in 2016 – baseline) plus the anticipated available capacity for infill development as a second growth phasing option ('Infill Priority Plus' #2).

Council Question: What strategy can be used to address a situation where the population threshold is reached and numerous properties become available for development at the same time?

- Prescribing a development sequencing strategy for future development areas was discussed during the last OCP update but was considered challenging and unrealistic given market uncertainties and the variety of land development considerations in play. It is likely wiser to focus on sub-area plan phasing for infrastructure servicing to address and manage future simultaneous development, and monitor closely through OCP implementation.

Council Question: How should a population threshold be addressed during the time between Census years?

- In between Census years, the District monitors population growth using sub-provincial population estimates, released by B.C. Stats every year. These estimates are consistent in aggregate with the Statistics Canada produced annual (July 1) provincial level totals. B.C. Stats' sub-provincial estimates are recognized in B.C. as the official population estimates. Staff proposes that where a defined population threshold is employed in policy, clarification be included in the OCP that the threshold can be 'triggered' by either the provincial population estimate (calculated annually) or the federal census.

Sub Area Planning

A Sub Area Plan (SAP) is a comprehensive, detailed, long-range area/development plan adopted as a bylaw of the OCP. SAPs must be completed prior to consideration of development on specified parcels which include all *Future Residential Neighbourhood* land. The draft OCP specifies sub area

planning requirements to support identified community planning and growth management objectives. SAPs must include and provide:

- Detailed land use plan, including total developable land, maximum dwelling units, commercial and industrial land uses, consideration of a neighbourhood node
- Phasing and sequencing of the proposed development, with integrated consideration of neighbouring servicing, municipal infrastructure planning and provision and phasing of public services and amenities;
- Density targets for the complete build of the area in order to ensure the efficient and fiscally responsible provision of municipal infrastructure, public facilities and transportation systems; and
- Fiscal impact assessment.

Council Question: What policy can be added to link growth management to employment opportunities?

Discussion Draft Section/Policy 9.3.2 6) addresses components to be included in Sub Area Plans. Staff proposes adding “provision of employment lands or employment-generating uses” as a requirement for sub area plan consideration, to augment overall policies for supporting employment lands opportunities in Squamish. Outside of the OCP, a range of employment space targets (employment space per residential dwelling unit created) could be established similar to Community Amenity Contribution targets.

Council Question: What trigger should be used for sub area planning in existing neighbourhoods?

- The OCP supports sub area or neighborhood - level planning for existing neighbourhoods such as the Garibaldi Estates, North Yards and Brackendale. Under current conditions, these areas will continue to see infill redevelopment and ongoing planning is desirable. The trigger for these planning projects will likely be in consideration of neighbourhood redevelopment activity or major project proposals that may warrant need for neighbourhood level land use, transportation and infrastructure planning.
- Another approach being considered is to initiate sub area planning when a specified threshold in an area (e.g. ratio of the total number of lots or land area) is the subject of rezoning applications, either singularly or as they accumulate.
- Another prerequisite for new sub area planning could be that the sub area plan must include the existing adjacent neighbourhood(s) or that a separate sub area plan is developed for adjacent neighbourhood(s) before a separate plan is developed for a new development area.

OCP Policy – Policy Precursors

During the July 25th, 2017 Committee of the Whole meeting, Council discussed policy gaps which should inform decisions regarding development in *Future Residential Neighbourhoods*. Additional required policy areas may include but are not limited to:

- Critical trail networks – assessment of the specific recreational and connectivity value of all trails within the District, as well as net trail gain – policy which stipulates that trails lost through development be replaced with additional length of trails of the same or better quality.
- Community amenity contributions – adopted Council policy that pertains to rezoning applications throughout the District (CAC policy is currently in process; companion to OCP-level policies);
- Affordable housing – clarity on target expectations for affordable housing provision (inclusionary zoning) integral to the development/project and/or contributions secured through rezoning applications (in progress, linked to above); and
- ‘Missing middle’ housing – policy that enables and encourages the development of diverse housing types within a neighbourhood such as duplexes, triplexes, fourplexes, courtyard apartments, and bungalow courts.

The completion of these items could be considered precursors to development within *Future Residential Neighbourhoods* in which case they would act as additional growth management tools. Staff notes these items may be addressed through the OCP and current District projects and prior to OCP adoption:

- Critical trail networks – Critical trail linkages for the recreational trail network will be identified in the OCP with policy to support maintaining the integrity of this trail network. Further, the OCP will clarify policy stipulating the need for net trail gain through developments applications.
- Community amenity contributions & Affordable Housing Targets for affordable housing contributions secured through rezonings are intended to be included in the stand-alone CAC policy as companion to the OCP.
- Missing middle housing – Policy will be added to the OCP to encourage development of diverse housing types in development applications. Policy that mandates a mix of housing forms may be included. The OCP will include direction to amend the zoning bylaw to facilitate development of missing middle housing.

A number of other OCP policy areas either do or could contribute to growth management policies.

Council Question: What criteria could be used to determine a significant community benefit?

- Staff propose that significant (or extraordinary) benefits be defined in policy as a justification for development in *Future Residential Neighbourhoods* if either of the following are met:

- provide a transformative improvement to the community encompassing multiple values across the social, economic or environmental spectrums; or
- resolve a major community challenge for which no other viable solution exists.

Council Question: How is “substantially built out” defined?

- Draft OCP policies focus on concentrating development and ‘substantially building out’ in major growth areas before expanding into new neighbourhoods. However, left undefined, this language leaves considerable room for subjective interpretation. Staff suggest clarification that substantial build out means that 85% of all vacant, underutilized, available and developable lands in existing areas are developed based on density targets established under approved area plans and zoning.
- Whereas growth management also functions as an important environmental protection tool, establishing direct links to density by establishing a standard of buildout that should occur before a community considers designating further greenfield sites for servicing strengthens environmental stewardship and ecological conservation.

Council Question: Does the draft OCP support growth in the Garibaldi Estates?

- Yes, the OCP contains several policies that support growth in the Garibaldi Estates. The Garibaldi commercial area is identified as a neighbourhood node. These areas are supported for increased density to support commercial activity, transit connectivity and greater land use and housing diversity. In addition, the OCP supports consideration of repealing the ‘District of Squamish V.L.A. Subdivision Bylaw 211, 1966’ to enable increased housing diversity and density in the Garibaldi Estates neighbourhood.

Urban Containment Boundary

An Urban Containment Boundary is proposed as a growth management tool in the draft OCP. The urban containment boundary (UCB) is intended to delineate the boundary between urban and non-urban (rural) areas, therefore identifying areas beyond which should be closed to most forms of development and generally remain un-serviced. The UCB is intended to be the ultimate boundary of urban or semi-urban development within the foreseeable future. The boundary serves as a clear signal to land owners that the community does not foresee any urban development beyond the UCB. Lands outside the UCB should only be designated Conservation and Ecological Reserve; Resource; Parks, Greenway Corridors and Recreation; Restricted Industrial; or Facilities, Utilities and Transportation Corridors. This does not preclude the use of these designations inside the UCB, which directs the preservation of environmental assets such natural open spaces, wildlife corridors, culturally important areas for First Nations, or for recreation, for example.

- The UCB was not envisioned to address differences in urban land uses. These differences may be better targeted with the land use designations. In particular, the new designation *Future Residential Neighbourhood* was intended to provide a boundary between near term and long term development lands.

Council Comment: Consider reducing the area included in the UCB in order to require justification for any development beyond the UCB.

- The UCB could be reduced by excluding peripheral lands with designations appropriate for non-urban areas (Conservation and Ecological Reserve; Resource; Parks, Greenway Corridors and Recreation; Restricted Industrial; or Facilities, Utilities and Transportation Corridors). A number of parcels suitable for exclusion are identified in Figure 1 with purple shading.

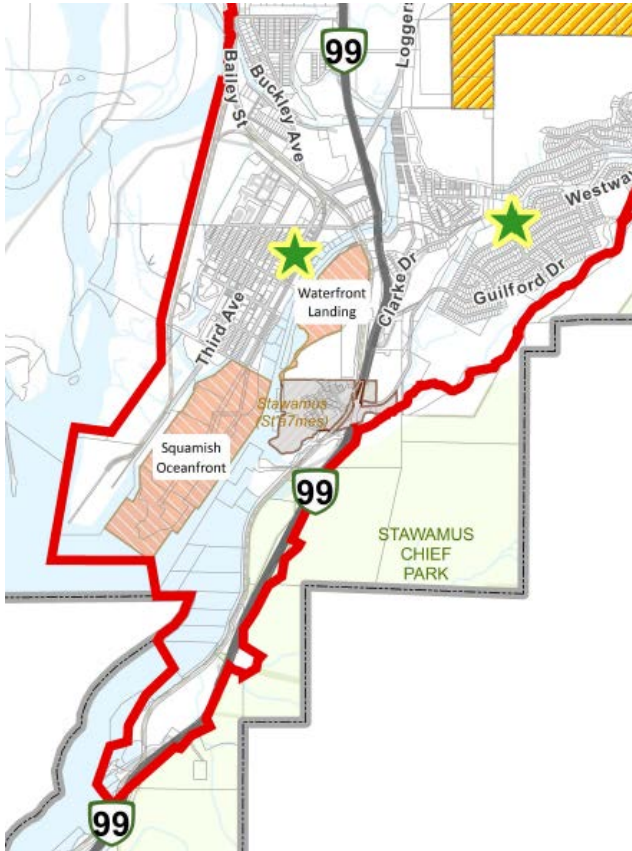
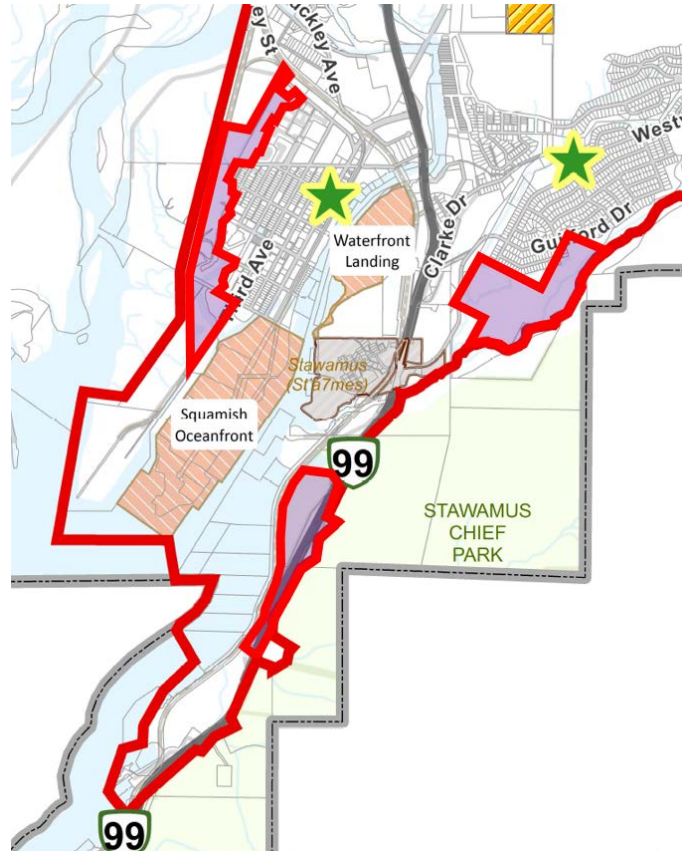


Figure 1. Schedule C (May 2017 Discussion Draft)



UCB Revisions – Squamish South

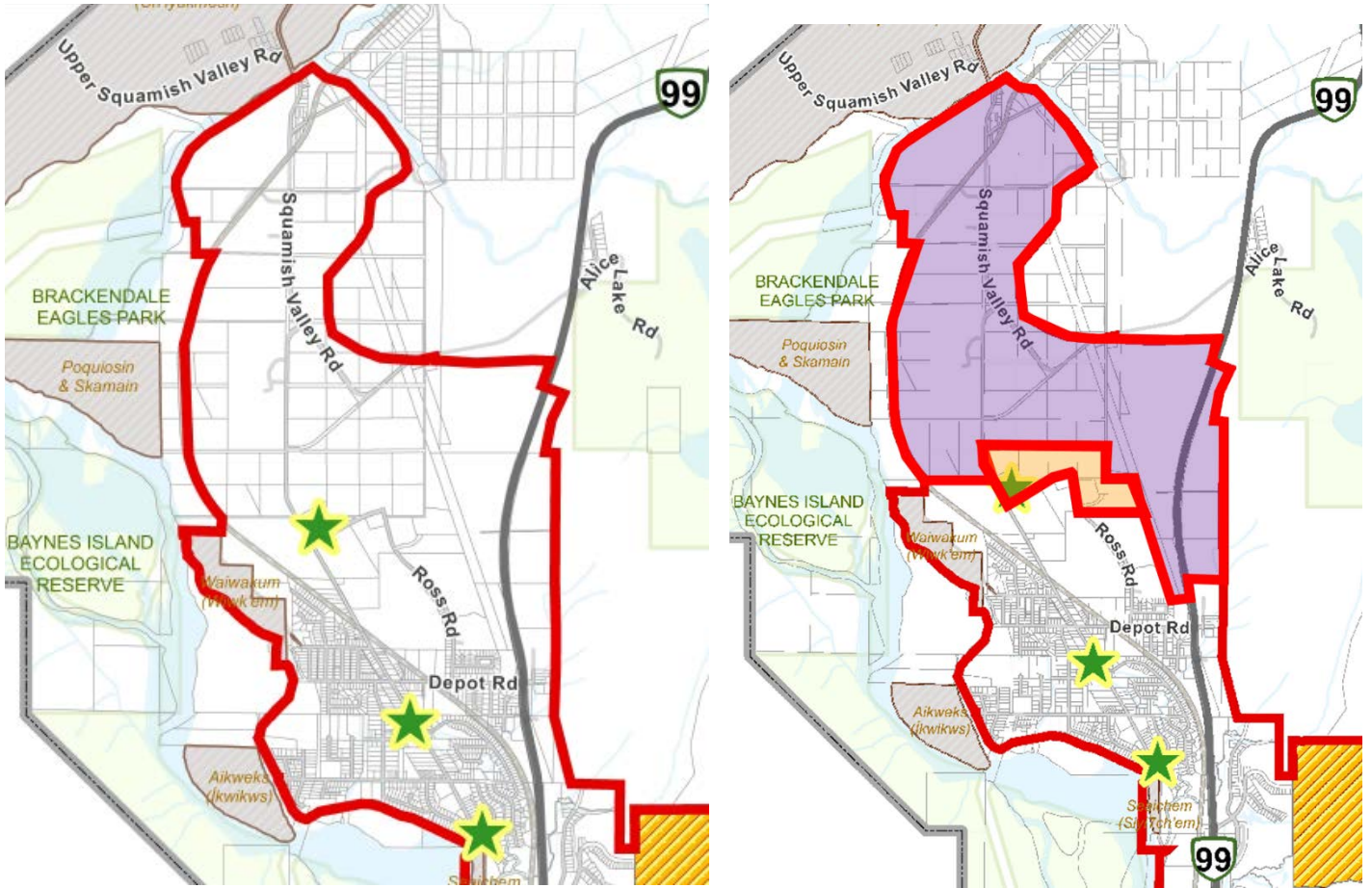


Figure 2. Schedule C (May 2017 Discussion Draft)

Potential UCB Revisions – Cheekeye

- The Cheekeye Fan was a specific area mentioned during previous Council discussion for consideration of UCB exclusion. Excluding peripheral lands with designations appropriate for non-urban areas would result in excluding both the areas shaded purple and orange from the UCB as shown in Figure 3. The lands north of Ross Road highlighted in purple are proposed to carry forward their existing land use designation for Cheekeye Fan (Restricted Industrial) in the Discussion Draft. This approach would exclude a portion of the lands included in the current Cheekeye Fan development application (Rezoning 2013-29). Alternatively, by including the land shaded orange in Figure 2 within the UCB while the purple shaded land could be excluded. This would ensure the current proposed Cheekeye development is within the UCB.

Attachment 2 | Overview of Proposed Growth Phasing Approaches

At the July 25, 2017 Committee of the Whole meeting four (4) growth phasing approaches were considered. These approaches are presented below and accompanied by a summary of their characteristics, benefits and potential associated tradeoffs¹.

Option 1: Infill Priority

Proposed Growth Management Approach

- Wait to consider development of *Future Residential Neighbourhood* lands until the Squamish population reaches 22,500. Make good use of remaining capacity in existing neighbourhoods, vacant and underutilized lands, and identified major growth areas.

Characteristics and Expected Outcomes of Policy Option

- This option represents the status quo reflected in the current OCP (2009); however, the population threshold would be expanded to apply to all proposed designated *Future Residential Neighbourhood* lands for consistency. This strategy has been part of a suite of growth management policies in the current OCP that has successfully directed new growth towards infill opportunities.
- All new development would be directed infill areas prior to reaching the population threshold.
- Through intentional plans and OCP policies for mixed compact neighbourhood development, infill of available residential development lands would include a greater proportion of medium and higher density developments; some lower density single unit developments would still be possible in the following areas: Quest University Sub Area, Tantalus Road area, Finch Road, the Loggers Lane area, Brennan Road, Crumpit Woods and Thunderbird Creek.

Benefits & Tradeoffs

- Compact infill development in the short to medium term would result in lower infrastructure costs for municipal services than expansion into greenfield areas.
- Periphery greenfield lands would retain environmental values and associated ecosystem services and may be available for other uses such as recreation.
- Development and servicing of *Future Residential Neighbourhood* lands could be pursued sooner (depending on growth forecasts, a 22,500 population could be reached as early as 5 years away in medium growth scenario) which would increase land supply and could provide economic development opportunities in the near-term.

¹ Tradeoffs occur when making progress towards one or more goals and objectives means a lack of progress or step away from others. Actively managing tradeoffs is required to ensure that community goals and objectives are achieved over the long-term. Short-term tradeoffs that are considered stepping stones that move the community towards its sustainability goals are generally favoured over larger, long-term tradeoffs that compromise those efforts.

- Whereas significant infill capacity exists for growth in the near-term (e.g. next 5 years – potential to hit 22,500), subsequent development on *Future Residential Neighbourhood* lands before these existing areas are ‘substantially built out’ could slow or dilute absorption of development already underway in existing areas/projects.
- Existing trails on private periphery lands are not secured for public use. The public could be denied access to those assets. This could reduce potential for community economic benefits achieved through trail use and events, which are tied to community identity and brand promise.
- Sends strong signal that infill is the District’s first priority. Development proposals in *Future Residential Neighbourhood* areas that could provide a significant community benefit would have to challenge growth management policy and make OCP amendment application (note this is a public process, applications for OCP amendments can be made at any time).

Option 2 - Infill Priority Plus

Proposed Growth Management Approach

- Wait to approve development of *Future Residential Neighbourhood* lands until the Squamish population reaches 34,000. Make good use of remaining capacity in existing neighbourhoods and vacant and underutilized lands, and substantially build out major growth areas over the medium to long-term (Oceanfront, Waterfront Landing, and University Lands - which all still have significant infill capacity).

Characteristics and Expected Outcomes of Policy Option

- Community members who supported this option indicated the most common rationale for this choice includes efficient land use, environmental protection, a slower the pace of development and protection of trails and tourism assets.
- All new development would be directed infill areas prior to reaching the population threshold.
- Due to the nature of the available residential development lands, a significant proportion would be medium to high density developments. However, some lower density single unit developments would still be possible in the areas discussed under Option 1.

Benefits & Tradeoffs

- Compact development in the short to medium term would result in lower municipal services and infrastructure costs than options that include expansion into greenfield areas, particularly if that expansion involves lower density forms of development.
- Since *Future Residential Neighbourhood* lands would not be developed until current infill capacity was largely completed, residential demand would be directed to existing major development areas until those areas were completed and the associated public benefits

were achieved, including the completion of the Oceanfront development and Downtown revitalization. Focused growth in existing areas would also support transit viability, as well as supporting associated commercial and employment activities in close proximity.

- Periphery greenfield lands would retain environmental values supporting ecological functions (e.g. drainage, wildlife habitat and connectivity) and may be available for recreation.
- Existing trails on private periphery lands would not be secured for public use. The public could be denied access to those assets.
- Does not provide policy support that could respond to development proposals in *Future Residential Neighbourhood* areas which could provide a significant community benefit.

Option 3 - Limited Peripheral Expansion

Proposed Growth Management Approach

- Allow for some limited development in portions of *Future Residential Neighbourhoods* next to existing developed neighbourhoods where significant community benefits can be achieved. Areas to be contemplated under this approach should be of a size large enough to adequately consider landscape values such as environmental and recreational assets and infrastructure needs holistically. Substantially increase the population threshold and make good use of remaining capacity in existing neighbourhoods, vacant and underutilized lands, and major growth areas before expanding into any other surrounding lands.

Characteristics and Expected Outcomes of Policy Option

- The majority of residential development would be directed to infill areas.
- Requires identification of specific criteria that would constitute a significant community benefit warranting that the population threshold be reduced
- Some development could be expected in periphery areas if Council believed a sufficient community benefit could be achieved.
- As identified by more than half of community members who supported this option, the most frequent amenities identified amenities and values to maintain or enhance through development include trails and associated staging areas, natural areas / greenspace and schools.

Benefits & Tradeoffs

- Significant community benefits could be achieved in the near-term through development where opportunities became available. For example, allow for the negotiation of community access to assets currently located on private land.

- Increase in development lands on the periphery would bring additional residential supply, however this may be less efficient if that expansion involves lower density forms of development. This option could contribute to urban sprawl as development extends into greenfield periphery areas with associated increased servicing and infrastructure costs.
- The extent of the community's urban footprint is less clearly defined; would depend on the number and nature of proposals in '*Future Residential Neighbourhood*' areas determined at future Councils discretion to offer significant community benefits. Presents a weaker growth management approach.
- Greenfield development could reduce demand for infill development areas and slow the progress towards completion of significant projects with associated community benefits such as Downtown development (Oceanfront, Waterfront Landing etc.).

Option 4 (presented July 25, 2017) – Infill Priority Plus with Identified Benefits on DLs 509/510

Proposed Growth Management Approach

- Wait to approve development of *Future Residential Neighbourhood* lands until the Squamish population reaches 34,000 as determined by either the provincial population estimate or the federal census. Make good use of remaining capacity in existing neighbourhoods and vacant and underutilized lands, and substantially build out major growth areas over the medium to long-term (Oceanfront, Waterfront Landing, University Lands - which all still have significant infill capacity).
- Requires identification of specific criteria that would constitute a significant community benefit warranting that the population threshold be reduced from a portion of District Lots 509/510. A primary component of these benefits would be securing permanent protection of most recreational trail assets on the site. Limit the portion of area available for development based on the existing trail network and future potential trail expansion areas (in line with SORCA's comments).

Characteristics and Expected Outcomes of Policy Option

- The majority of residential development would be directed to existing infill areas.
- DLs 509&510 would be the only periphery area developed in the event that Council thinks a sufficient community benefit is achieved.
- Directs growth to and maintains population threshold for other *Future Residential Neighbourhood* areas that are not anticipated to be needed for growth within timeframe of the OCP plan.

Benefits & Tradeoffs

- Provides opportunities for additional development in the near term outside of the floodplain.

- An additional road connection from the Garibaldi Highlands to the Highway could be secured in the near-term (next 5 years).
- Identifies and provides earlier opportunity to negotiate and secure key community benefits by allowing some limited development on District Lots 509/510 based on community and stakeholder input. For example, public access to key 'backbone' or connector recreation bike trails could be secured in the near-term.
- Development into greenfield periphery areas would contribute to urban sprawl and involve increased servicing and infrastructure costs. However, in Option 4 increases in servicing and infrastructure costs are limited to costs associated with DLs 509/510 only.
- Limited development in new areas before substantial build out of existing residential neighbourhoods and growth areas may have financial implications where benefits do not immediately outweigh cost of new development (District maintenance and operational cost of new infrastructure).
- Greenfield development could reduce demand for infill development areas and slow the progress towards completion of significant projects with associated community benefits such as Downtown development (Oceanfront, Waterfront Landing etc.).
- Does not provide policy support for responding to development proposals in *Future Residential Neighbourhood* areas beyond DLs 509/510 which could provide a significant community benefit.

Summary Commentary

Four options for long-term growth phasing are re-presented to Council for discussion and direction to direct revisions to the final draft OCP plan prior to initiating Phase 4. These options, in conjunction with the community feedback received specific to Options 1-3, were presented and discussed with the OCP Community Advisory Committee (CAC) in July 2017. Staff has attempted to respond to CAC member comment that the options be more fully characterized in terms of their implications, to support a more robust review and weighing of the inherent trade-offs presented in each respective option.

Comparing contrasting options, it is evident that a status quo approach (Option 1) poses several challenges: while it maintains clear signal for continued infill priority, the existing population threshold could be reached in 5 years' time, still with considerable capacity remaining in existing areas. Initiation of peripheral expansion would not be required to accommodate near-term growth and yet could expand municipal costs to service new lands before substantial build out of existing planned growth areas – this has direct financial impact through ongoing operational costs. As with the last OCP update in 2009, an increase to the minimum population threshold (as proposed in Option 2 'Infill Priority Plus') would respond to existing available capacity, focus efficient infill growth and continue to offer strength as a growth management tool. It would also advance community objectives for climate mitigation and improved transportation choice (walkable neighbourhoods close to employment, services and transit).

At the same time, through Phase 3 the community has identified major community assets worthy of more immediate protection that are tied to transportation network and trails connectivity. Option 3 was put forward to gauge community response to removing the population threshold and allowing some limited peripheral expansion of *Future Residential Neighbourhood* areas (in non-environmentally sensitive lands); this significantly softens the District's growth management capacity, as it could result in expansion of the community's urban footprint across several large District Lots so long as community benefits are proven to justify development, as determined by future Council(s). While development of some of these lands is not anticipated in the short-to medium term anyway (e.g. continued long-term capacity for aggregate extraction activities) it does open the door to significantly expanding the District's developed footprint.

Option 4 was developed in response to community input and concern for protection of key recreation assets on specific lands in the northeast sector that are contiguous with an existing developed area, and that provide future linkage for the District's major transportation network. Allowing for some limited development for DLs 509/510 (to be prescribed/determined in Sub-Area Planning), while maintaining a higher population threshold generally for remainder portions of DL509/510 and other *Future Residential Neighbourhoods* is still considered to be robust, taking into account multiple objectives to carefully guide SMART growth while protecting key environmental and recreationally-important lands early on. Timing for requirement of the future North Road (Dowad Drive) connector has not been re-examined in depth since development of the Multi-Modal Transportation Plan 2031 and during initial sub-area planning stages of the Thunderbird Creek development. Option 4 may provide some flexibility in servicing the secured public school site and as amenity lands for neighbourhood/park and recreational staging areas in short term before a school is needed. Timing and need for school site in the Highlands and University neighbourhoods is under concurrent discussion through the OCP agency engagement with Sea to Sky School District 48.

These additional considerations are offered to Council as part of the continued OCP growth management discussion on September 11, 2017.

If Council wishes to select the strongest growth management option and direct as much development to existing areas as possible in the short and medium term, then Option 2 - Infill Priority Plus would be an appropriate option.

If Council wishes a more nuanced response that addresses concerns identified through community feedback received during Phase 3, then consideration of elements from Option 3 and 4 would be appropriate.

Attachment 3 - Cheema Family Statement Regarding Option 4

Cheema Family statement regarding Option 4.

We as the owners of DL 509, 510 were not consulted in the planning stages of this option nor did we have any prior knowledge of the contents of this option before it was present to council.

One would expect that the city would maintain a neutral position when it comes to negotiations between landowners and other private organizations. As such, SORCA has no right to dictate or negotiate with the city on how much of our land should be developed and how much of it should be endowed to the community.

This is not the **rezoning phase** in which the city will determine how much land is allowed to be developed. This is the OCP phase in which the city is supposed to according to the Local Government Act determine “objectives and policies to guide decisions on planning and land use management, within the area covered by the plan.” There should be **no** map in the OCP that determines the percentage of total land that can be developed and how much will be endowed to the public. As such as this is the OCP phase and not the rezoning phase, we would like to request that the Figure 1 map developed by SORCA be eliminated from option 4. Furthermore, the proposal for one third developable and two-thirds recreation land amounts should also be eliminated, as this has nothing to do with the OCP phase.

Our recommendation to staff and council for option 4 is that the wording “proposed land allocation of one third development and two-thirds recreation” and the Figure 1 map be eliminated from option 4 to be replaced with **“allow portions of DL 509 & 510 to be developed and remove the population cap”**

We are working with SORCA to acquire expertise and guidance to create a mountain bike community that is integrated within our property; we are willing to designate land for recreation use. However, we cannot agree to the 2/3 amount for recreation use and the development area proposed in Figure 1.

Option 4 as it is currently written is favorable towards furthering the interests of SORCA and putting us as private landowners at a disadvantage. No landowner would ever agree to give up two thirds of their land in order to be allowed to only develop one third of their property. It is the job of the city to maintain a neutral position and work with all parties, which in this case should include us as, as we are the landowners.

Furthermore, the designation of our property is being changed from residential neighborhood to “Future residential neighborhood” under the new OCP. This new classification of our property is discriminatory as some residential lands can be allowed to develop now but we would not be allowed to do so until the population threshold cap has been met. On what legal basis is the city making this change and would this stand up in court?

Majority of the public that participated in the OCP survey has spoken clearly in favor of eliminating the population cap on DL 509, 510, 513, they have spoken out against the reclassification of residential neighborhood to Future Residential neighborhood. So why is staff trying to propose an option that goes against what the public has voiced support for?

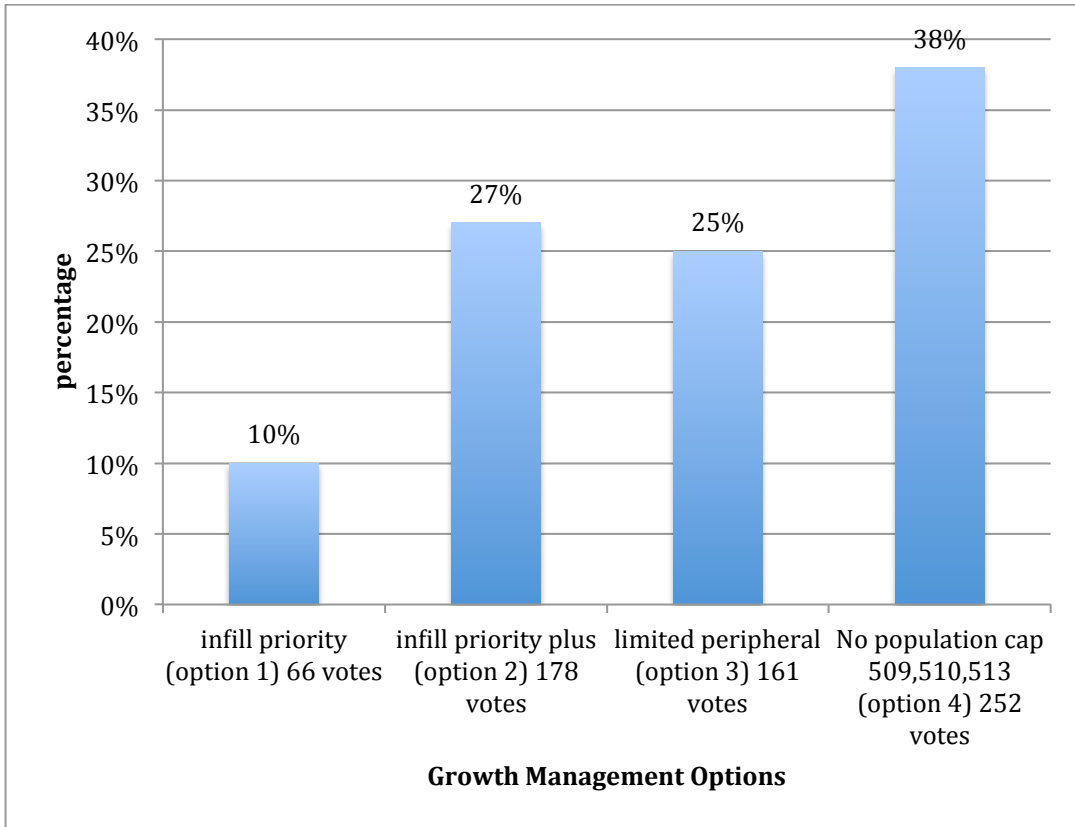
We would also like to remind staff and council that hundreds of people have voiced support for these four points in the OCP survey.

1. DL 509 and 510 (& 513) must be designated as Residential Neighbourhood and NOT as Future Residential Neighbourhood;
2. There must be No Population threshold cap enforced on DL 509 and 510 (& 513);
3. The 22,500 population cap must be eliminated from OCP policies and NO new population threshold for DL 509 and 510 (&513) in the new OCP; and
4. Allow for full development of DL 509 and 510 (&513) now. There must be NO phased development between now and 2040. Development must be allowed to occur as quickly as possible.

And the numerous community benefits.

1. It will provide access to hwy 99
2. It will have green space & integrated trail network for sports and recreational clubs
3. It will have new school
4. Increase supply oh housing will make housing prices affordable especially for single family detached homes, townhouse & duplexes.
5. It is not in a flood zone
6. Secure permanent access to key recreational bike trails and infrastructure

We would like to propose a new chart with option 4 in which there is no population cap on DL 509, 510, 513. If anything, we believe this is an accurate representation of what the public supports.



We hope that council and staff gives option 4 with the recommendations we have proposed, serious consideration as this is what the public has requested in terms of eliminating an arbitrary population cap and preventing the new classification of Future residential neighborhood on DL 509, 510, 513.

For greater clarity, Option 4 should read as “allow portions of DL 509 & 510 to be developed and remove the population cap”

Sincerely,

Bob Cheema
Cheema Family

Recommendation to Council

We are requesting that council direct staff to update the online Phase 3 Engagement Summary Report to accurately reflect the voting data as outlined below in Figure 1. We are requesting that the Page 26 be updated to include the 252 votes for option 3 that have been currently excluded from the data analysis done by the city, so that the public has an accurate representation of how participants voted in the survey for growth management policy.

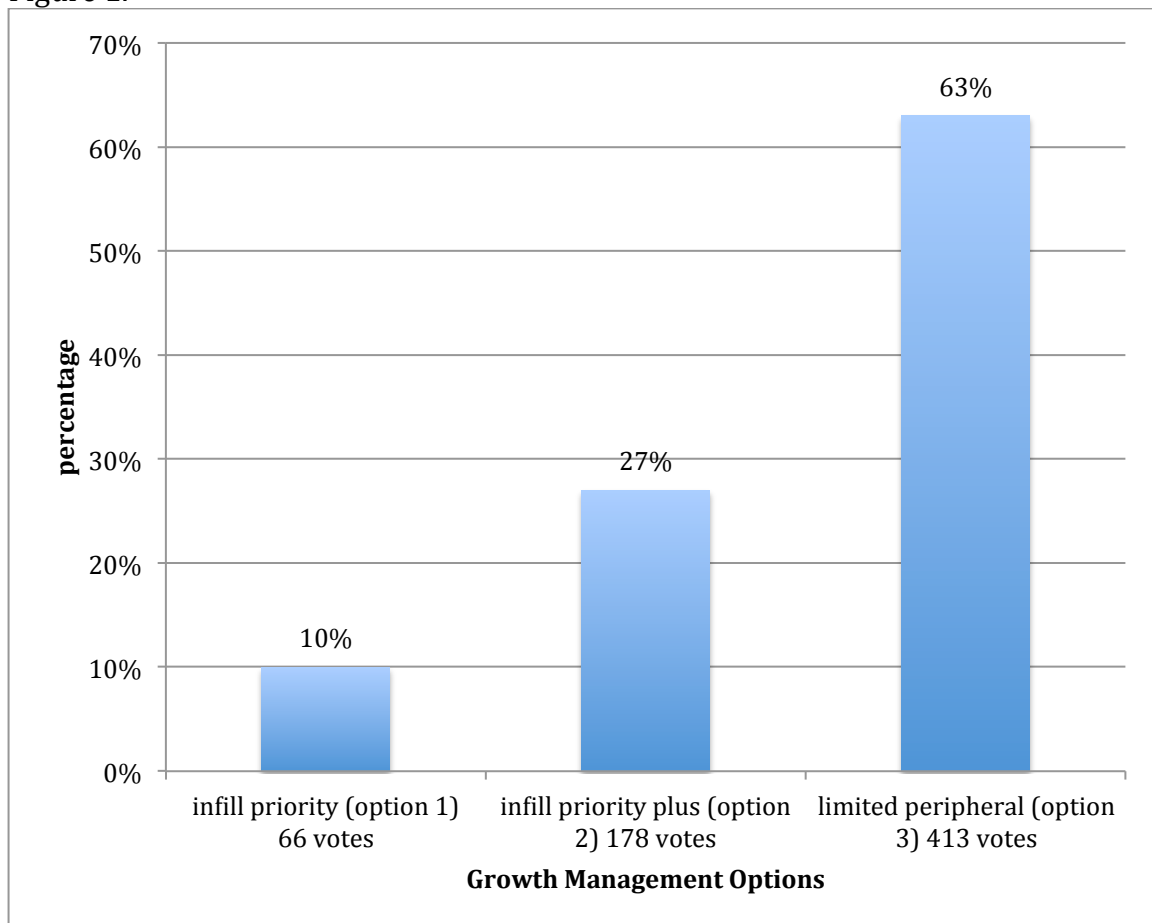
Phase 3 Engagement Summary report

These are the changes that are being requested to the Phase 3 engagement Summary report in order to give an accurate representation of how the votes were casted for each option. This will allow the public to have a truthful view of what growth management option the community of Squamish has voted for.

Page 26

“Overall preferences for managing long-term growth favored ‘Limited Peripheral expansion’ (413 votes) over the ‘Infill Priority Plus’ (178 votes), while both surpassed the ‘Infill Priority-Status Qou’ option (66 votes).”

Figure 1.



Other Requests

Page 26- last paragraph should be eliminated, as there is no evidence to suggest that if someone voted for option 1, they would be more likely to vote for option 2. For example, Individuals that voted for option 1, could have voted for it as they support a low population threshold cap and want to see development happen sooner as the 22,500 population is expected to be reached within a few years. Also, the last paragraph is no longer relevant once the bar graph is updated to reflect the accurate vote percentage.

Page 27-29- must be updated to accurately reflect demographic such age, gender etc and the number of comments (see 1-4 bullet points) made in support of option 3

1. DL 509 and 510 must be designated as Residential Neighbourhood and NOT as Future Residential Neighbourhood;
2. There must be No Population threshold cap enforced on DL 509 and 510;
3. The 22,500 population cap must be eliminated from OCP policies and NO new population threshold for DL 509 and 510 in the new OCP; and
4. Allow for full development of DL 509 and 510 now. There must be NO phased development between now and 2040. Development must be allowed to occur as quickly as possible.

It should also reflect the number of comments made in support of for 509, 510, AND 513. 34 comments (number based on verbatim comments in the OCP, city to confirm the number) made in support of 509, 510 ,513.

1. DL 509, 510, 513 must be designated as Residential Neighbourhood and NOT as Future Residential Neighbourhood;
2. There must be No Population threshold cap enforced on DL 509, 510, 513;
3. The 22,500 population cap must be eliminated from OCP policies and NO new population threshold for DL 509, 510, 513 in the new OCP; and
4. Allow for full development of DL 509, 510, 513 now. There must be NO phased development between now and 2040. Development must be allowed to occur as quickly as possible.

Page 33

Feedback on specific objectives & Policies

Include these comments for this section, which where handwritten, on photocopied forms, and submitted online.

1. Downtown first strategy only focuses on increasing density via small sized units of housing. But we need to also focus on increasing supply of single family detached homes in order to make prices affordable.
2. Development of DL 509, 510 should be allowed to occur as the supply of new housing will put a downward pressure on prices especially for single family homes. Thus, the 22,500 population cap should be removed from the OCP

and no new cap and no further increase of population cap should be placed on DL 509, 510 in the new OCP.

3. Why is the OCP prioritizing development in flood plains? This policy needs to be re-thought as sea levels will rise due to global warming. We should prioritize development on higher elevations such as DL 509, 510
4. Infill strategy will create a niche market in our city in which townhomes, duplexes, condos (ie small units of housing) will be in abundance but single family detached homes will still be in limited supply. Thus, keeping prices out of reach for most families.

Also, include ALL the letters from the various organizations that have voiced support for DL 509, 510 in the “**Summary of letters submissions**” section

(This also needs to be included), the number of signatures that signed the highway access petition that was submitted to be part of the OCP as per the instructions on the front of the envelope that the forms were submitted in.

Attachment 5 - Letter to Council and Staff from Tim Tallevi, SORCA Director of Trail Planning

Council and staff,

I'm writing to you in regards to Bob Cheema's property in Garibaldi Highlands. SORCA holds the position that the trails on the property in question hold significant recreational value. The trails must be considered in the development process.

After discussions with the proponent and his engineers, it appears that it is too early in the process to concretely define the future layout of the development and its effects on the trails. Detailed topographic mapping and the subsequent civil engineering layouts will be required before the developer will be able to evaluate potential road and neighbourhood layouts.

At this point, suggesting the ratio of buildable area to recreation area, and defining the areas on a map, is premature. We feel that it is up to staff and council to determine what constitutes a significant contribution to the community. As outlined below, SORCA will work with all parties to find a solution that works for the developer, the community and all recreational users.

If council determines that this area is suitable for development, SORCA is prepared to work closely with the developer and staff to determine a layout that protects a significant portion of the trails on the property. The developer has shown a willingness to work with SORCA in the past, and has agreed to co-operate through the future rezoning process to reach a binding agreement that protects the connectivity and recreational trail values on the property.

Thank you,

Tim Tallevi

SORCA

Director of Trail Planning