



<i>COUNCIL AGENDA</i>	
Date: <u>May 11, 2026</u>	Item: <u>5.</u>



5.

DISTRICT OF WEST VANCOUVER  
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

## COUNCIL REPORT

Date:	April 24, 2026
From:	Courtney Miller, Senior Urban Design Planner
Subject:	Taylor Way-Park Royal Local Area Plan – Proposed Terms of Reference

### RECOMMENDATION

THAT

1. The Taylor Way-Park Royal Local Area Plan Terms of Reference, attached as **Appendix C** to the report from the Senior Urban Design Planner dated April 24, 2026, be approved; and
2. Staff be directed to commence the Taylor Way-Park Royal Local Area Planning process in accordance with the approved Terms of Reference.

### 1.0 Purpose

To seek Council direction to commence the proposed planning process for the Taylor Way-Park Royal Local Area Plan (LAP).

### 2.0 Legislation/Bylaw/Policy

The policy framework for local area planning is established by the District’s Official Community Plan (OCP). As LAPs form part of the OCP, the *Local Government Act* (LGA) requirements for OCP content apply. These include identifying the approximate location, amount, and type of residential and commercial development.

*The Housing Supply Act, Housing Supply Regulation, and Ministerial Order No. M287* require the District to meet provincially set housing targets or demonstrate satisfactory progress toward meeting them. If the targets are not met, the Minister may issue Directives and non-compliance with Directives may result in an order from the Lieutenant Governor to enact or amend the necessary bylaws. A Directive has been issued for the Park Royal-Taylor Way area (attached as **Appendix A**)

The Ministry of Transportation and Transit (MoTT) has jurisdiction over Arterial Highways. Taylor Way is designated as an Arterial Highway and, in certain circumstances, MoTT has joint approval authority where changes in land use may impact the highway within the project area.

### **3.0 Council Strategic Objective(s)/Official Community Plan**

#### *Council Strategic Plan*

- Objective 2.1: Work towards new targets and deliverables mandated by the Province under the Housing Supply Act.
- Objective 2.5: Complete a Taylor Way Local Area Plan.
- Deliverable 2.5.1: LAP completed and approved by Council (2026+)

#### *Official Community Plan*

- Policy 2.1.15: Create new housing capacity through a LAP for the Taylor Way-Park Royal area, subject to provision 2.1.16.
- Policy 2.1.16: Prepare LAPs by:
  - a. Reviewing and confirming boundaries and new unit estimates through the local area planning processes;
  - b. Determining densities, heights and building forms that respond to neighbourhood context and character (e.g., topography, natural features, site area, transportation and amenities); and
  - c. Prioritizing mixed-use and apartment forms in core areas and ground-oriented multi-family forms (e.g., townhouses, duplexes) to transition to adjacent single-family neighbourhoods.

The OCP identifies (draft) LAP boundaries and a growth estimate of 1,200-1,800 net new units, with policy to confirm both through the process. The Provincial Directive both alters the boundaries and prescribes minimum densities which imply an estimated 3,000-4,000 net new units.

OCP Policy 2.1.17 enables Council consideration of development proposals within LAP boundaries in advance of LAP completion by:

- a. Applying relevant District-wide policies contained in this plan and any existing area-specific policies and guidelines; and
- b. Requiring the proposal's contribution to rental, non-market or supportive housing, or its advancement of low-carbon construction, or its ability to forward the public interest or provide other community benefits as determined by Council.

### **4.0 Financial Implications**

Pending Council direction, the LAP process will commence using existing staff resources and an already approved ~\$50,000 to advance the development of the Transportation Plan in this area. An additional ~\$100,000 external cost is estimated to be required in budget year 2027 (disbursed into 2028), to be addressed and approved at that time. No additional staff FTE requests are recommended for this project; but, given existing resources and various other Provincial mandates and deadlines, it is expected that existing staff will be redirected to this project from other

planning initiatives that Council *may* have wished to initiate over the project horizon. Over coming decades, new development in the plan area would be expected to expand the District’s residential tax base and contribute financing to infrastructure and amenities.

## 5.0 Background

### 5.1 Previous Decisions

Not applicable.

### 5.2 History

The 2018 OCP (reconfirmed in the 2025 update) established a framework focusing growth within transit-supported, mixed-use centres through local area planning. Area plans have been undertaken sequentially for Marine Drive, Horseshoe Bay, Cypress Village, and Ambleside.

In November 2022, the Province enacted the *Housing Supply Act*, granting new Ministerial authorities to set housing targets and reporting requirements for municipalities. The District received its Housing Target on September 23, 2023 and submitted Progress Reports as required in April 2024, November 2024, and November 2025.

In July 2025, the Minister issued a Directive requiring increased density at Park Royal by December 31, 2025 (**Appendix A**). Council responded through the 2025 OCP update by expanding the Taylor Way LAP boundary to include Park Royal and increasing housing estimates, while also confirming proper process is required to produce the LAP.

On April 7, 2026 the Minister issued a letter indicating the District is in noncompliance with the Directive, while allowing for an LAP process to take place with interim reporting requirements extending to January 31, 2028 (**Appendix B**). The letter explicitly states that the LAP must provide the minimum densities set out in the Directive. The letter also explicitly does not extend the original Directive’s December 31, 2025 deadline and indicates an Order in Council enforcing the Directive may be issued if meaningful progress does not occur. The first progress report is required by May 15, 2026 and must include an LAP project plan: the proposed Terms of Reference (attached as **Appendix C**) are intended to meet this initial requirement and allow Council to direct project commencement.

## 6.0 Analysis

### 6.1 Discussion

The Provincial Directive and reporting timelines have multiple implications for the District, including regarding the subject plan area, local planning considerations, prescribed minimum densities, and the process itself. These are summarized below and provided in detail in **Appendix C**.

### Plan Area

The Directive’s 200-400 metre radii overlap and contradict with the District’s anticipated LAP boundaries. They also cover existing Development Permit Areas (DPAs) for Evelyn Drive and Clyde Avenue. Furthermore, they span, impact or are adjacent to lands and assets of other jurisdictions (the Squamish Nation, MoTT, TransLink, and MetroVancouver) – as shown in **Figure 1**.

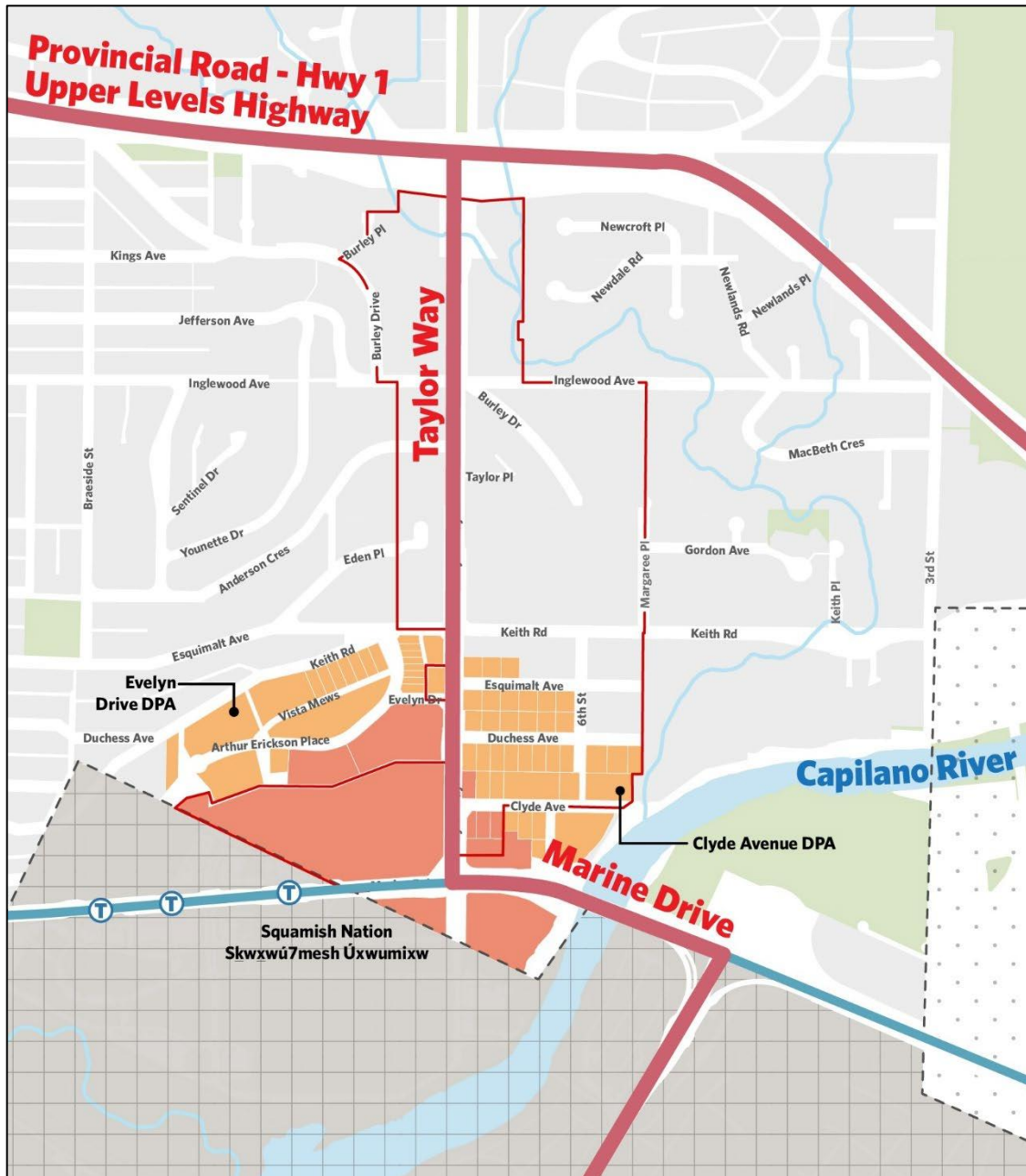


Figure 1. Provincial Directive in Context

The Terms of Reference accordingly propose an adjusted study area.

### ***Planning Considerations***

In addition to contradicting and overlapping existing District OCP regulatory boundaries, the Directive’s prescribed densities and geography have been issued *in absentia* planning considerations that accompany thoughtful local planning, including:

- direction and decision-making from a municipally elected Council
- engagement with impacted residents, landowners, and stakeholders
- coordination with other jurisdictions
- understanding the area’s natural systems and development patterns
- identification of transit, vehicular, and mobility network improvements
- visual and design implications of uniform 8- and 12-storey built forms
- housing diversity and affordability beyond strata apartments
- inclusion of other land uses (e.g., shops, services, amenities, parks)
- transitions to lands adjacent to prescribed heights and densities
- boundaries that are more responsive than fixed 200-400 metre radii

The Terms of Reference provide preliminary area-wide contextual analyses, identify required technical work (notably transportation modeling), and describe a process for Council to direct, the community to shape outcomes, and jurisdictional partners to participate.

### ***Prescribed Densities***

Most significantly, the Directive requires the LAP provide for prescribed minimum residential densities and building heights based on distance to a predetermined centrepoint, as follows:

- 4.0 FAR and 12 storeys for parcels within 200 metres
- 3.0 FAR and 8 storeys for parcels within 400 metres

Staff estimate these minima – subtracting for sites with recent or significant existing buildings not anticipated to redevelop in the medium-term – translate to 5.8 million square feet of residential floorspace (roughly 3,000-4,000 net new units). Of this, approximately 2.6 million square feet are on Park Royal north holdings. This does not include any commercial or community floorspace that would accompany residential uses.

Given this increase in growth (which exceeds the OCP’s estimated 1,200-1,800 net new units), the Terms of Reference propose a revised, simplified, and more constrained (preliminary) study area (**Figure 2**).

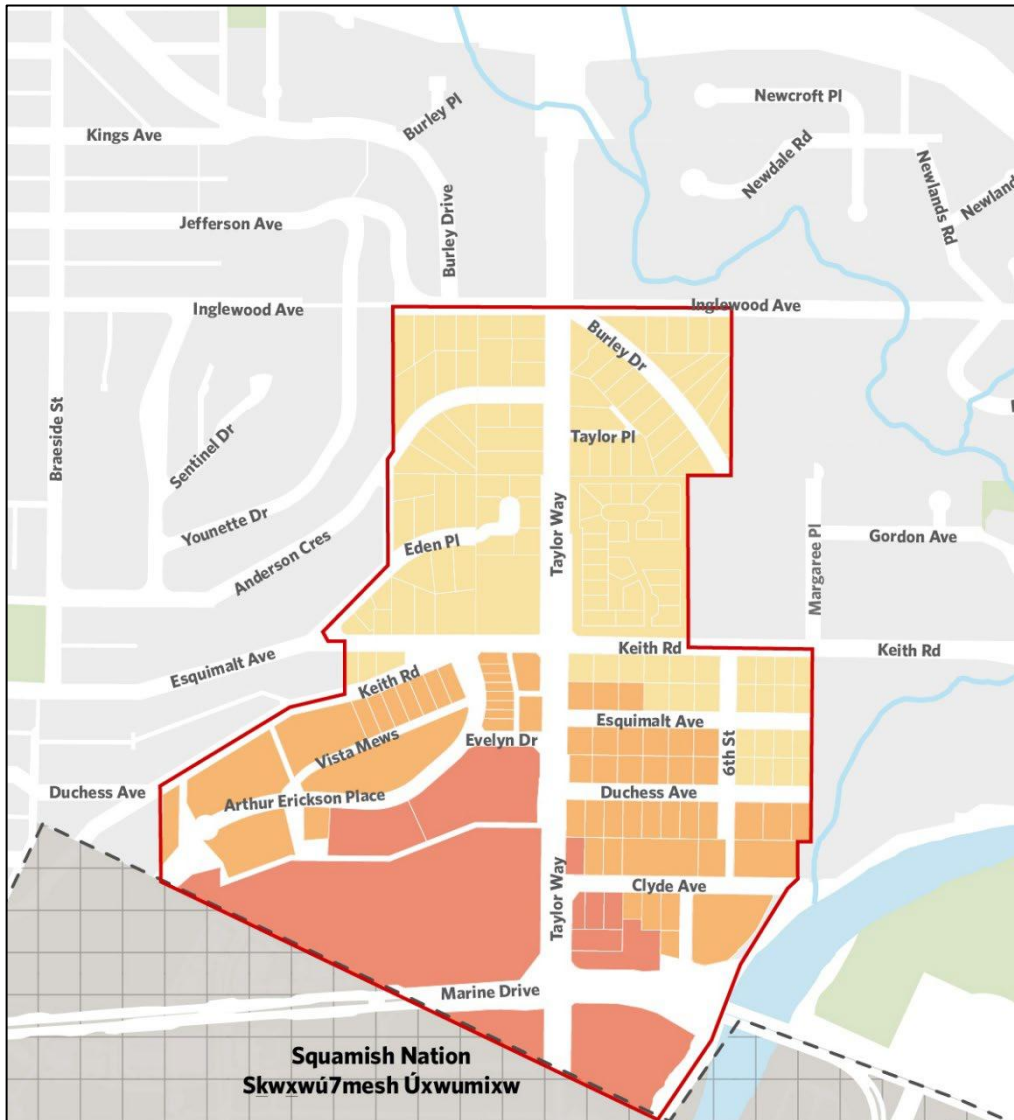


Figure 2. Revised Study Area showing 200m “core”, 400m “periphery”, and initial “transition” area

This study area is provided as a starting point intended to allow for greater focus, given the Provincial densities and timelines. Consistent with District OCP policy, actual LAP boundaries will be determined through the LAP process. As a starting point, this more compact study area will allow initial engagement based on necessary focal points (without limiting other input):

- **Core** (red, prescribed 200m): guiding the prescribed densities to achieve a successful transit-oriented Park Royal North site
- **Periphery** (orange, prescribed 400m): guiding the prescribed densities to integrate with existing DPAs for Evelyn Drive and Clyde Avenue, extending along 6th Street
- **Transition** (yellow, draft): identifying appropriate boundaries, uses and forms that transition down and integrate with the prescribed core and periphery

## **Process**

Recognizing the Provincial final report requirement of January 2028, and the risk of “unplanned” density being enforced, the Terms of Reference outline a structured planning and engagement process as follows:

1. **Technical Analyses** (May-December 2026): initiation of third-party transportation modeling, staff urban design analysis, and input from impacted jurisdictional partners to manage the implications of the prescribed level of growth
2. **Concept Plan** (January-June 2027): focus on public engagement based on the findings of Phase 1 so the community can shape emerging directions, respond to preliminary concepts, and identify alternative or preferred approaches
3. **Draft Plan** (July-December 2027): based on input in Phase 2, enable the community and jurisdictional partners to review and refine a draft plan to identify specific adjustments and revisions prior to bylaw preparation
4. **Bylaw Procedures** (January-March 2028): legislatively required procedures to enable Council to consider adoption of the LAP into the District’s OCP (including a Public Hearing) and advise the Province accordingly

Council will receive update reports seeking direction to move to the next phase at each milestone. It is recognized that both project scope and process may need to be adjusted, based on the findings of each phase and as directed by Council.

### 6.2 Climate Change & Sustainability

Planned well, the LAP provides an opportunity to advance the District’s environmental, social, economic, and cultural sustainability objectives.

### 6.3 Public Engagement and Outreach

While typical LAP processes have greater latitude to adjust both plan content and planning timelines based on public engagement, the Terms of Reference respond to the situation the Province has placed the District within. Given mandated densities on specified parcels, engagement will necessarily focus on *how* required densities are achieved – such as building forms and transitions to existing neighbourhoods – rather than beginning with broad visioning exercises that eventually narrow to practical options and finalization. Accordingly, the Terms of Reference identify Phases 2 and 3 as the key input “windows” through which the community can best shape the District’s response to the directive.

Phase 4 would include a Public Hearing as part of Council’s formal consideration of LAP adoption. It is noted that Phase 1 spans the municipal pre-election and election periods, where District policy is not to communicate or make announcements for projects that require public engagement. The Terms of Reference propose this Phase for required technical “background” work. However, the public would be able to contact staff and – to this end – staff would launch a project webpage to provide information and the ability to register for email updates.

#### 6.4 Other Communication, Consultation, and Research

The Terms of Reference identify jurisdictional outreach (including the Squamish Nation, MoTT, TransLink, and MetroVancouver) as a key component of LAP preparation. The LAP would also involve other District divisions – most notably Engineering and Transportation, and Communications, Indigenous, and Community Relationships. Input from Council’s Planning Committee would be sought at appropriate “milestones”.

Additional technical research may be undertaken as required and in response to the process. The Province requires quarterly interim progress reports which would be submitted to the Minister as mandated, and which would also be published on the project webpage for full transparency. Subject to their approval, the Terms of Reference attached to this report will be submitted as the first progress report.

## 7.0 Options

### 7.1 Recommended Option

At the time of consideration of this report, Council may:

- a. Approve the proposed Terms of Reference and direct staff to commence the Taylor Way-Park Royal LAP process.

### 7.2 Considered Options

- b. Provide alternate direction.

Staff notes the District must submit its first progress report to the Minister by May 15, 2026, and the Minister may seek to amend the District’s bylaws “should meaningful progress not occur”.

## 8.0 Conclusion

The OCP directs the preparation of the Taylor Way-Park Royal LAP. A Provincial Directive (**Appendix A**) and subsequent letter (**Appendix B**) impose both plan content and planning schedule requirements. Staff have prepared a Terms of Reference (**Appendix C**) intended to meet these requirements to best shape outcomes for the District and now recommend commencing the LAP.

Author:   
\_\_\_\_\_  
Courtney Miller, Senior Community Planner

Concurrence:   
\_\_\_\_\_  
David Hawkins, Senior Manager, Community Planning and Sustainability

### Appendices:

- Appendix A: Ministerial Directive issued July 17, 2025
- Appendix B: Letter from the Minister of Housing dated April 7, 2026
- Appendix C: Taylor Way-Park Royal Local Area Plan Terms of Reference

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July 17, 2025

Reference: 187062

His Worship Mark Sager  
Mayor, District of West Vancouver  
750 17th Street  
West Vancouver BC V7V 3T3  
Email: [mayor@westvancouver.ca](mailto:mayor@westvancouver.ca)

Dear Mayor Sager:

Thank you for your letter of June 10, 2025, regarding the proposed directives for the District of West Vancouver. I appreciate your thorough analysis and feedback, and I acknowledge our shared interest in meeting the housing needs of British Columbians.

After receiving the District's first annual progress report, I determined that satisfactory progress was not being made towards meeting the housing target. The intent of the compliance provisions under the *Housing Supply Act* is to enable the Province to intervene to ensure that municipalities are making progress towards meeting their target. In January 2025, I commenced compliance action under the Act and appointed an Advisor to review the District's development approval processes, land-use planning, and housing policies and practices; the Advisor conducted a two-month review and provided a report with recommendations.

Based on the Advisor Report, I prepared proposed directives to initiate the directive process. The District was issued a letter on May 21, 2025, informing them of the proposed directives which commenced a 30-day consultation period. Your June 10, 2025, response, as well as subsequent discussions with staff, was instrumental in shaping the final proposed directives and ensuring that the legal mechanism, geography, and prescribed densities for the directives were clearly laid out. This ensured the proposed directives are feasible to implement and clear for ministry staff to determine when the District has complied with the directives.

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Specifically, the proposed directive relating to increasing density in the Ambleside area would be more effective as two separate directives. During staff consultation the Province proposed the adoption of the Ambleside Centre Local Area Plan as an additional directive, noting this has been a priority of the community for a number of years and is one such action toward increasing housing supply. Your request for procedural and technical clarifications have also been incorporated into the attached directives.

Based on the removal of requirements for zoning bylaw amendments and to develop a local area plan for the Park Royal-Taylor Way area, I have revised the deadline for directives to December 31, 2025. The shorter timeline aligns with the deadline for proactive planning and ensures all required Official Community Plan (OCP) updates are considered at the same time.

Lastly, the incorporation of provincial housing targets in the OCP should be interpreted as demonstrating the required policy actions to meet the housing target order, in addition to enabling the 20-year planned capacity for housing need. Given the development cycle is not linear, I encourage all municipalities to adopt a full suite of local initiatives that support increased supply and do not rely solely on a specific location of a community to develop. A variety of housing options and locations will increase the likelihood that a municipality will meet its target, or at minimum, will have implemented the necessary policies to enable more housing.

Pursuant to Section 11 of the *Housing Supply Act*, and after satisfying consultation requirements referred to in Section 7, I am issuing three directives (see Appendix A) and one enhanced reporting requirement (see Appendix B). If the District of West Vancouver does not comply with the attached directives by the stated date, I intend to recommend that the Lieutenant Governor in Council, by order, enact or amend the relevant bylaw on the District's behalf.

Thank you again for your feedback and continued effort to increase housing supply in your community. Ministry staff will remain available to continue working with District staff to provide guidance on the implementation of the directives.

Sincerely,



Ravi Kahlon  
Minister of Housing and Municipal Affairs

CC: Scott Findlay, Municipal Manager

**Directive #1: Increase Density at Park Royal**

The District of West Vancouver must amend its Official Community Plan Bylaw to increase density in the Park Royal-Taylor Way area by December 31, 2025. The amendments must provide development regulations and an accompanying schedule that defines the area and provides for the minimum required densities.

The permitted density for all identified parcels must meet the minimum density and heights for the following:

- Identified parcels located less than 200 metres from the provided centrepoint must allow a density of 4.0 FAR/FSR and allow a height of 12 storeys;
- Identified parcels located 200-400 metres from the provided centrepoint must allow a density of 3.0 FAR/FSR and allow a height of 8 storeys.

**Bylaw Specifications:**

- The centrepoint should be calculated from the provided location at Lat: 49.32710° N, Lon: 123.13637 ° W (see figure 1).
- This directive applies to all parcels identified, not just parcels currently zoned for residential.
- Compliance with this directive will be evaluated based on adopting the prescribed densities and heights by December 31, 2025.
- This directive does not modify existing requirements for public hearings as it is not an established transit-oriented area under the Local Government Transit-Oriented Areas Regulation.
- Pre-zoning parcels is not required.
- Minimum prescribed densities and heights apply to residential uses. This does not preclude the District accepting additional density and height for non-residential uses that support the development of complete communities.
- These requirements are provided as minimums and should not preclude the municipality from adopting additional policies that support the diversity of housing need and enable increased supply of market and below-market units.



Figure 1 Identified Parcels for Directive #1 “Increase Density at Park Royal”

## Directive #2: Extend Ambleside Apartment Area DPA

The District of West Vancouver must amend its Official Community Plan Bylaw to provide for increased density in the single-family and duplex areas adjacent to Ambleside and Dundarave (Parcels zoned RD1, RD3, and RS5 located within the prescribed area in figure 2). The District must complete the amendments by December 31, 2025. The Directive can be accomplished by either:

- Extending the Ambleside Apartment Area DPA; or
- Establishing a new DPA that permits at least the density provided by the Ambleside Apartment DPA.

### Bylaw Specifications:

- The amendment to the OCP will not be limited by OCP Policy BF-B 4.2 “there will be no expansion of the boundaries of the Ambleside Apartment Area to extend the high-density, high-rise development area”.
- Pre-zoning parcels is not required under the directive. The OCP amendment will support expedited rezoning approval.

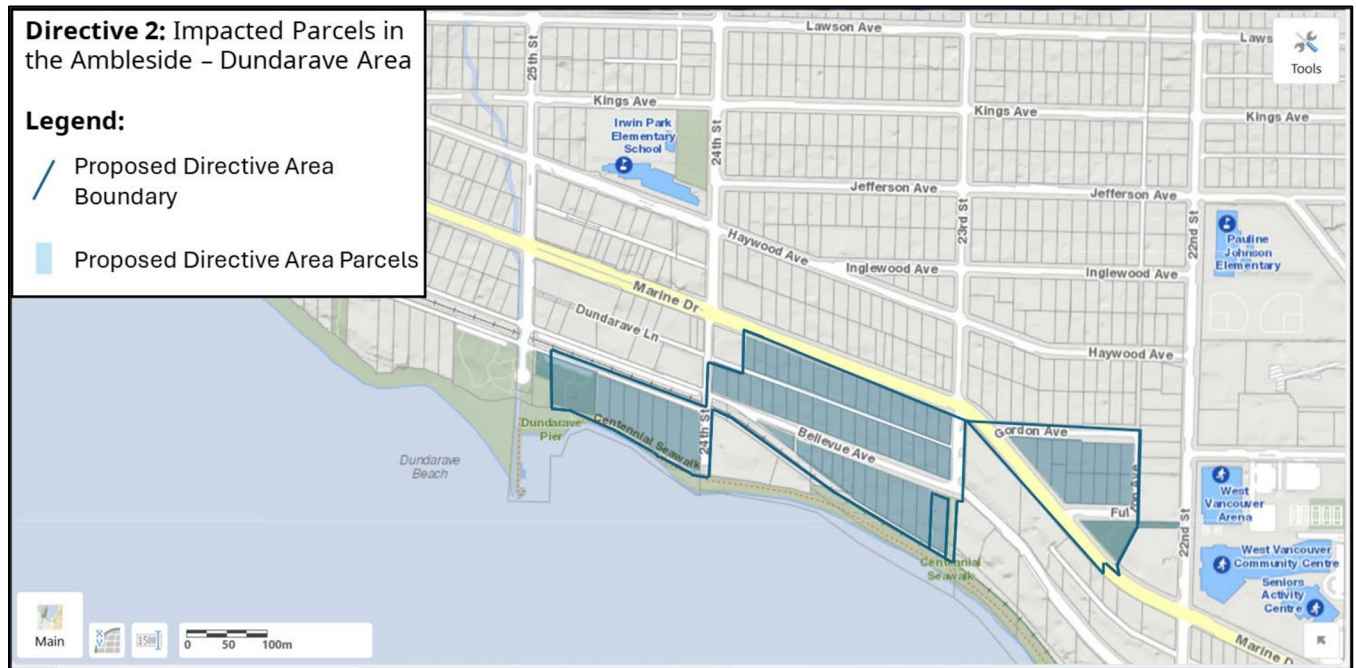


Figure 2 Impacted Parcels for Directive #2 “Extend Ambleside Apartment Area DPA”

### Directive #3: Approve Proposed Ambleside Centre Local Area Plan

The District of West Vancouver must adopt the proposed Ambleside Centre Local Area Plan “Official Community Plan Bylaw No. 4985, 2018, Amendment Bylaw No. 5386, 2025”, as presented on the District of West Vancouver Council agenda of May 26, 2025. The local area plan must be adopted by December 31, 2025.

**Enhanced Reporting #1: Preliminary Development Proposal Consultation Policy**

Identify in future annual progress reporting, the type of development applications and number of housing units considered and rejected under the Preliminary Development Proposal and Public Consultation Policy. The frequency of use of this policy will identify whether the District should amend or repeal its policy as a barrier to increasing housing supply to meet targets.



April 7, 2026

Reference: 191393

His Worship Mark Sager and Council  
District of West Vancouver  
750 17th Street  
West Vancouver BC V7V 3T3  
Email: [mark@westvancouver.ca](mailto:mark@westvancouver.ca)

Dear Mayor Sager and Members of Council:

Thank you for your correspondence and our meeting on February 23, 2026, regarding the District of West Vancouver's approach to compliance with directives issued under the Housing Supply Act (Act).

I acknowledge that the District has taken actions to address the objectives of the three directives. However, after reviewing the District's December 1, 2025, Official Community Plan (OCP) amendments and subsequent correspondence, I have determined that the District did not implement the directives by December 31, 2025, as set out in my letter of July 24, 2025.

While I appreciate the District's proposals to achieve the objectives of the Directives, I am not accepting them as presented. The following will lay out my determination of non-compliance for each directive, as well as the Ministry's next steps for achieving the objectives of the directives.

**Directive #1 Increase Density at Park Royal**

While adding Park Royal North to the boundaries of the Taylor Way Local Area Plan is a meaningful step toward adding density in this area, it does not provide for the specified minimum permitted density and heights. Furthermore, the proposal to designate the area for Transit Oriented Development and broader transportation implications for the Provincial arterial from the Lions Gate Bridge through Taylor Way to Highway 1 are beyond the scope of the Directive.

However, I am not proceeding with recommending that the Lieutenant Governor in Council (LGIC) issue an Order in Council (OIC) to implement Directive #1 at this time. To support the District's proposed local area planning, I require the district to submit interim reports documenting progress toward adopting the local area plan.

The first report will include a detailed project plan itemizing staff resources, budget, consultation plan, key milestones, and deliverables on a timeline for the District to complete the Park Royal-Taylor Way Local Area Plan, including technical analysis, public and First Nations consultation, plan preparation, and target date for Council adoption and OCP amendment.

Future interim and annual progress reports must provide project updates tracked against the deliverables and timeline. The plan must provide the minimum level of residential density set out in Directive #1. Council commitment to support the project and not impede its completion is critical to project success, ensuring any foreseeable delays are clearly communicated to the Province outlining proposed mitigation measures.

Interim progress reports must be submitted quarterly, with the District's annual housing targets progress report fulfilling one quarterly report. For clarity a report must be submitted to [Housing.Targets@gov.bc.ca](mailto:Housing.Targets@gov.bc.ca), containing the most current project information by:

- Interim Progress Report due May 15, 2026.
- Interim Progress Report due August 14, 2026.
- Annual Progress Report due November 15, 2026.
- Interim Progress Report due February 15, 2027.
- Interim Progress Report due May 14, 2027.
- Interim Progress Report due August 13, 2027.
- Annual Progress Report due November 15, 2027.
- Interim Progress Report due January 31, 2028.

### **Directive #2: Extend Ambleside Apartment Area Development Permit Area**

Although providing policies for missing middle housing in the eastern Dundarave/western Ambleside area does enable additional housing supply and aligns with Bill 25, it does not permit the density contemplated under the Ambleside Apartment Area Development Permit Area. The proposal to remove the Directive and rely on the District's implementation of new and existing policies does not provide for the same level of planned density. However, I am not proceeding with recommending that the LGIC issue an OIC to implement Directive #2 at this time.

To support the District's proposal, I require the District to provide a comparative analysis of the District's approach of expected net-new housing supply in the eastern Dundarave/western Ambleside area with the Province's Directive to expand the Ambleside Apartment Area, by June 30, 2026.

This analysis should include planned capacity, projected units to be delivered over the life of the Housing Target Order, Floor Space Ratio comparisons, and any other information which the District deems relevant to compare the two scenarios.

If the Ministry accepts the District's analysis as sufficient, then the District must provide development project summaries on net-new housing supply proposed and completed in the subject area in all future annual progress reports.

If the Ministry is not satisfied with the District's analysis, then the District must implement Directive #2 by December 31, 2026, and provide project status updates with interim reporting due August 14, 2026, and annual progress reporting due November 15, 2026, clearly demonstrating the District is on track to adopt Directive #2 on or before the due date. Council commitment to delivering defensible analysis is critical, ensuring any foreseeable delays are clearly communicated to the Province outlining proposed mitigation measures.

### **Directive #3: Approve Proposed Ambleside Centre Local Area Plan**

It is encouraging to see policies have been updated for the District to complete the Ambleside Centre Local Area Plan (ACLAP) and that the District has proposed a commitment to implementation by July 31, 2026. However, the proposed removal of the two Marine Drive sites does not provide clarity for applicants or ensure the same level of densities can be achieved.

Despite our discussion and analysis of the supplemental information provided I am not satisfied that the District's proposal will ensure comparable densities at the same pace, particularly if the two Marine Drives sites were removed. Your proposal to provide additional time to reduce the plan area of the ACLAP, specifically the higher density sites of Marine Drive 1400 Block North and Marine Drive 1600 Block South, is inconsistent with the objectives of the directive.

Therefore, under the authorities of the Act, I have recommended that the LGIC issue an OIC to enact a provincial override to implement the ACLAP. The LGIC supported this recommendation. This decision acknowledges the substantial work the District has completed on the Ambleside Centre Local Area Plan and reflects the importance of enabling new housing capacity in a timely manner.

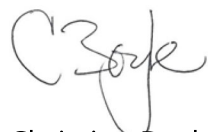
By way of this letter, I am notifying the District of West Vancouver of the attached provincial override whereby the District is to submit the amended bylaw and Ambleside Centre Local Area Plan to the District Corporate Officer to be implemented within 30 days of this letter. The District must notify me by letter or email on or before May 8, 2026, confirming implementation and providing a link to the amended OCP and Bylaw on the District website.

If you wish to amend the ACLAP during the 2-year period identified by the OIC, Council will need to seek ministerial consent before doing so. In the spirit of cooperation and ongoing local planning, I will consider supporting these requests when a technical rationale demonstrates that a proposal will enable the District to make meaningful progress toward meeting its targets.

Please note that I am not extending the deadline for compliance with Directives #1 and #2. The District remains in noncompliance with these two directives and, should meaningful progress not occur, I may consider further compliance under the Act, including recommending the LGIC issue one or more OICs.

I want to emphasize that the Province values its relationship with the District and remains committed to working collaboratively. Our shared goal is to ensure that West Vancouver can meet the housing needs of current and future residents while supporting thoughtful and well-coordinated growth.

Sincerely,



Christine Boyle  
Minister of Housing and Municipal Affairs

**Attachment: Order In Council No. 134**

## Taylor Way – Park Royal

### Local Area Plan

### Terms of Reference

April 22, 2026

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# 1. INTRODUCTION AND PURPOSE

## 1.1. Local Area Plan

The purpose of this Terms of Reference is to guide the preparation of a Local Area Plan (LAP) for Taylor Way-Park Royal. It provides a framework that supports a common understanding of the project’s anticipated scope, process, decision points, and outcomes.

While undertaking an LAP for this area is a policy commitment in the District’s OCP, the timing, reporting requirements, and some land uses of the LAP have been prescribed by the Province, as authorized under the *Housing Supply Act*.

## 1.2. Provincial Directive

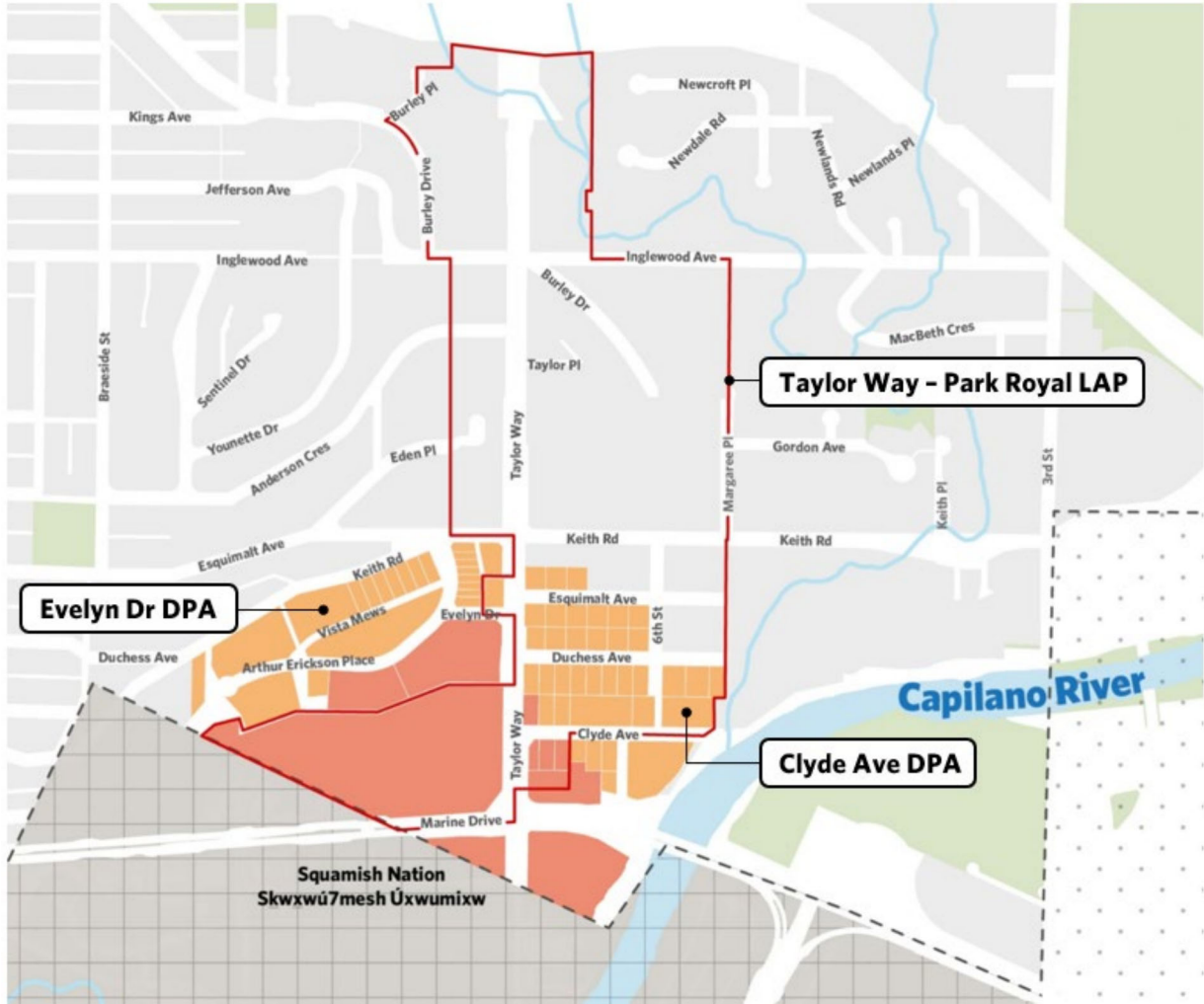
On July 17, 2025, the Province issued Housing Directives to the District, including *Directive #1: Increase Density at Park Royal* with prescribed minimum densities and heights for residential uses for lands within a defined area. A subsequent April 7, 2026 letter from the Province did *not* enforce this Directive by its original December 31, 2025 deadline, but *did* indicate that a District-led LAP must provide the same minimum residential densities.

These requirements are shown in the provincial map below. Parcels located within 200 m of the centrepoint (pink) are required to allow a density of 4.0 FAR and a height of 12 storeys; and parcels located 200-400 m from the centrepoint (blue) are required to allow a density of 3.0 FAR and a height of 8 storeys. These requirements equate to ~3,000-4,000 new units.



### 1.3. Planning Context

The Directive changes the planning context for this area. Notably, the District’s OCP anticipated a different planning boundary (to be confirmed through the LAP). The Directive also overlaps with other parts of the OCP: the Marine Drive LAP, and both the Evelyn Drive and Clyde Avenue East of Taylor Way Development Permit Areas.



By prescribing *de facto* minimum densities and heights in isolation of local planning considerations, the LAP must now address notable absences from the Directive:

- direction and decision-making from District Council;
- engagement with impacted residents, landowners, and stakeholders;
- coordination with other jurisdictions;
- understanding the area's natural systems and development patterns;
- identification of transit, vehicular, and mobility network improvements;
- implications of uniform 8- and 12-storey built forms on aesthetics and design;
- housing diversity and affordability (beyond only strata apartments);
- inclusion of other land uses (such as shops, services, amenities and parks);
- transitions to lands impacted by the prescribed heights and densities; and
- boundaries that are more responsive than fixed 200-400 metre radii.

The purpose of these Terms of Reference is accordingly to guide a process that provides for such local considerations to integrate the Directive into a cohesive LAP that will shape new development that contributes to a successful, functional, and attractive community.

Recognizing minimum residential densities are predetermined, an overarching focus will be on integrating transit and transportation planning with good urban design and providing for a range of housing needs.

## 2. PRELIMINARY ANALYSES AND CONSIDERATIONS

This section situates the Directive within its broader jurisdictional, historical, natural, infrastructural, and built contexts to support a more meaningful planning approach.

### 2.1. Neighbours and Partners

The study area is located in the southeast corner of the District, on the traditional and unceded territories of the Coast Salish peoples. The Skwxwú7mesh Úxwumixw (Squamish Nation) forms the southern boundary, and the Capilano River—derived from the hereditary name of a Squamish chief—forms the eastern boundary. Called Xwmelch'stn or "place of mixing" for the rough river outflow meeting the tides, the lands between the subject area and Burrard Inlet were established by the Province of British Columbia as a separate legal entity from the District in 1923 and form the wider southern context.



Centred near one of only two crossings of the Capilano River within the District, this area serves as a key transportation corridor and—as such—plays an outsized role in both the daily lives of many residents and the success of the community. Taylor Way bisects the study area and forms part of the primary vehicle connection between the City of Vancouver, the BC Ferries Horseshoe Bay terminal and the Sea-to-Sky corridor beyond. This roadway, inclusive of the length of Marine Drive connecting Taylor Way and the Lions Gate Bridge, is a provincial arterial highway under the direction of the Ministry of Transportation and Transit (MoTT). MoTT has joint approval authority where changes in land use—including rezonings, subdivisions, and development permits for commercial uses—may impact the highway.

West of Taylor Way, Marine Drive forms part of TransLink’s Major Road Network (MRN) connecting the provincial highway system with the local road network. Metro Vancouver’s Regional Growth Strategy, Metro 2050, identifies the wider area as a Major Transit Growth Corridor (MTGC). This designation is part of a framework that directs growth to transit-served MoTT arterials and the MRN, in collaboration with TransLink and along roadways under provincial legislation and oversight.

TransLink’s on-street Park Royal Exchange is located on Marine Drive in the blocks west of Taylor Way. It operates eight stops in total within the Squamish Nation, providing service to Taylor Way-Park Royal as well as the broader region.

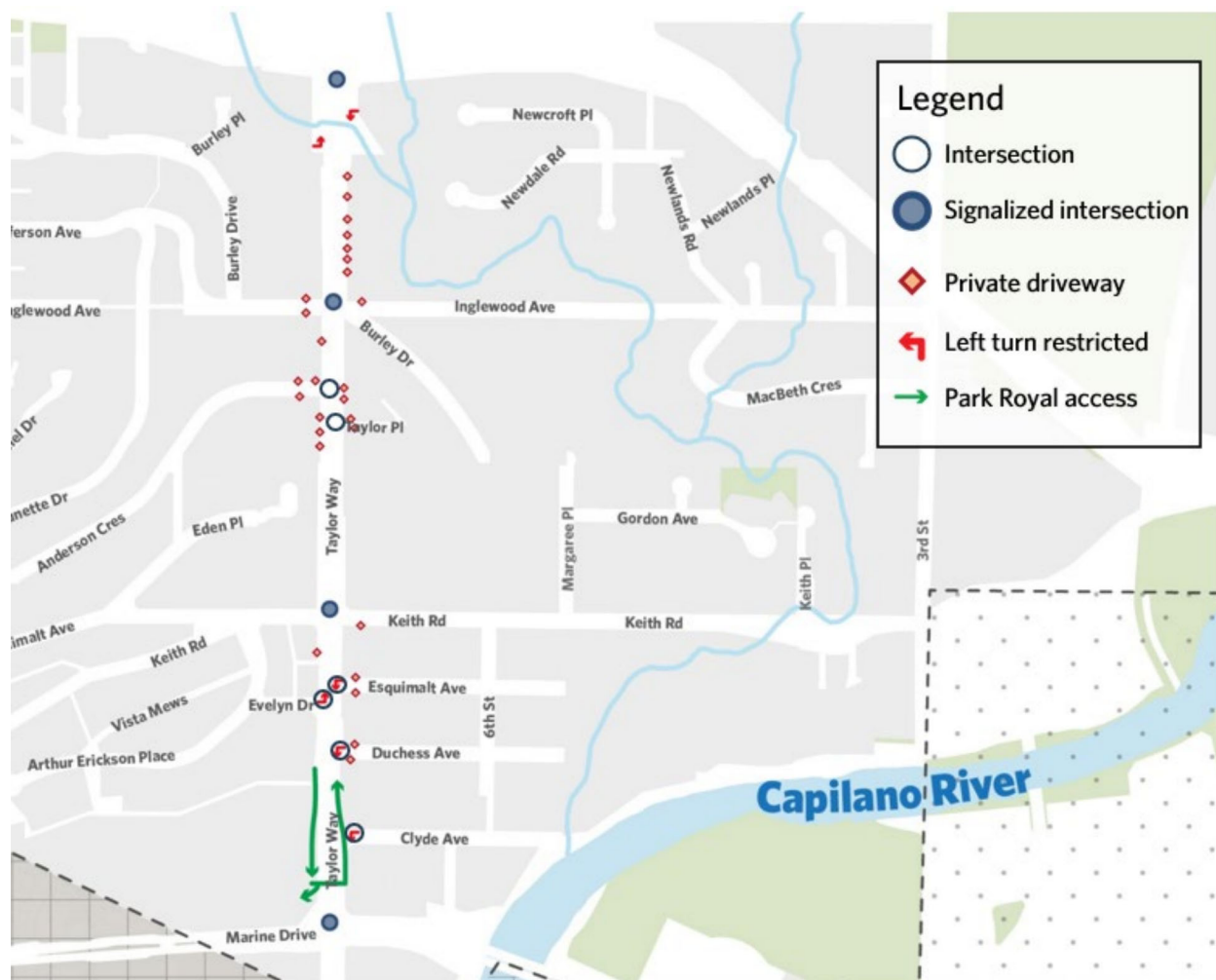
**Consideration of neighbours and partners means the LAP should:**

- Seek integration with Skwxwú7mesh Úxwumixw (Squamish Nation) plans and projects under their jurisdiction
- Improve roads, transit, and mobility options in partnership with MoTT, Metro Vancouver, and TransLink

## 2.2. Transportation and Mobility

In addition to regional transportation demands, Taylor Way is also the access point for a collection of District neighbourhoods populated with homes, businesses, schools and places of worship – in other words, this area is a series of “neighbourhood places”, not only a “Provincial road”.





The Capilano River restricts access to the south-eastern portion of the LAP, and no vehicle connection exists between Clyde and Duchess Avenues on account of the embankment. Access is further limited due to the proximity of Clyde Avenue to the Taylor Way-Marine Drive intersection; the 92 metre (302 foot) spacing greatly restricts vehicle movements between Clyde Avenue and Marine Drive. A private, elevated parkade and overpass connects Park Royal North with Taylor Way. However, Taylor Way is provincially controlled and the Order does not indicate any requirement for a replacement “solution”.

TransLink’s Park Royal Exchange is the westernmost terminus of the RapidBus network providing express service across the North Shore. It connects a dozen bus routes serving West Vancouver, and Park Royal has the highest transit ridership in the District. It is also identified for transit investment in TransLink’s 2025 Access for Everyone Plan, with an enhanced rapid transit connection extending to Metrotown.

**Consideration of transportation and mobility means the LAP should:**

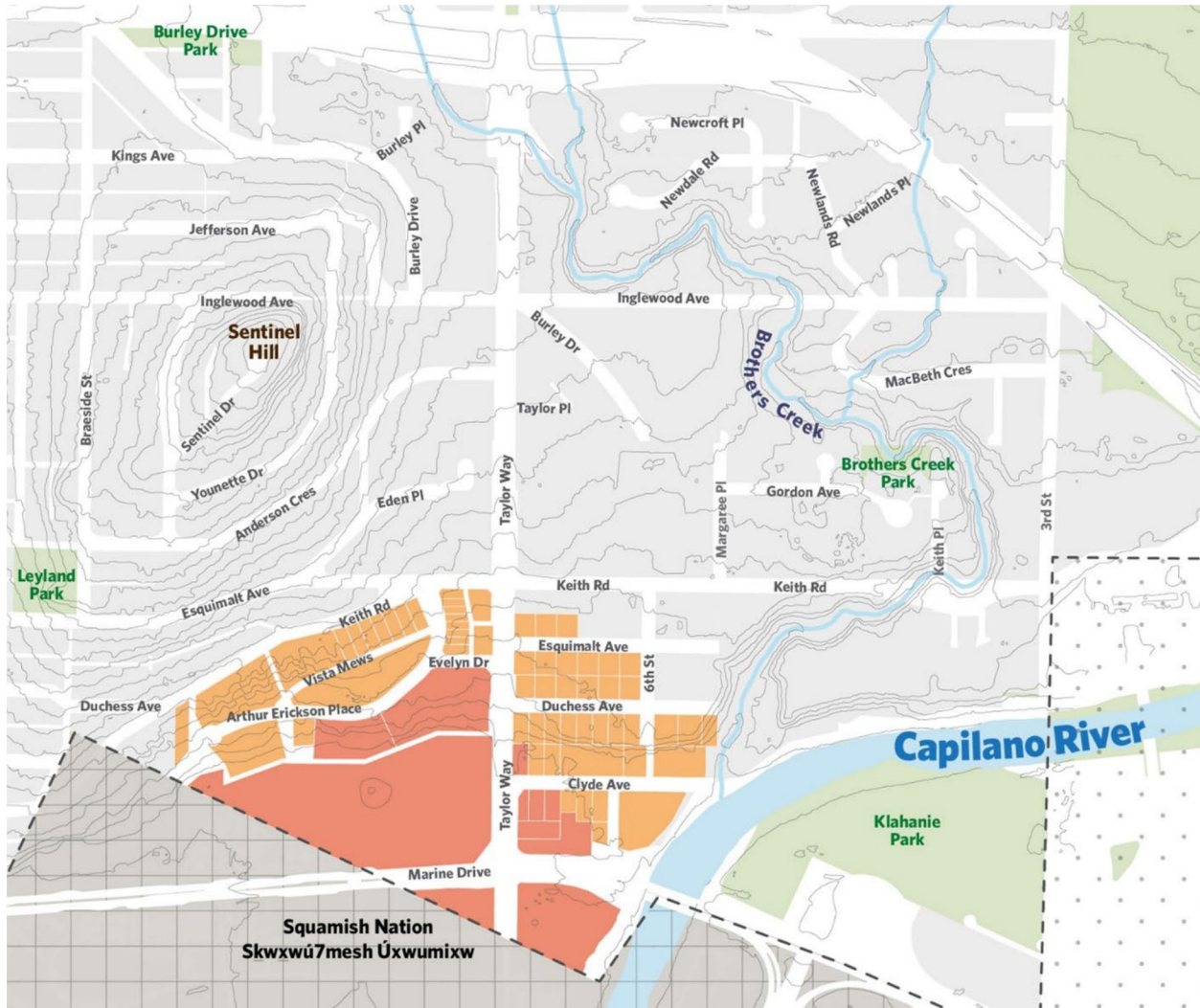
- Plan for and accommodate opportunities for enhanced transit infrastructure and investment at Park Royal
- Connect Park Royal and Clyde Avenue with adjoining neighbourhoods and create new local roads parallel Taylor Way
- Remove driveways and uncontrolled intersections on Taylor Way
- Incorporate transportation demand measures to reduce reliance on cars in new developments throughout the plan area

### 2.3. Natural Systems and Parks

Natural systems shape the street network and related building patterns. Most notable is the significant topography of Sentinel Hill rising to the west and the Brothers Creek watercourse forming an eastern boundary. Sentinel Hill is a steeply rising 154 metre (505 foot) feature formed by past volcanic activity. Brothers Creek roughly traces Inglewood Avenue, before forming a forested ravine which divides the adjoining neighbourhood of Cedardale prior to its outflow into Capilano River. Lands along Marine Drive and Clyde Avenue are closer to sea level and form the base of a multistorey embankment with the remainder of the plan area situated above.

Although there are no dedicated parks in the immediate area, proximate public spaces include: Leyland Park, known for its scenic views of Lions Gate Bridge and Burrard Inlet; Burley Drive Park with a playground and tennis court; Cedardale Park with basketball and tennis courts; and Brothers Creek Park with a trail along the creek. Across the Capilano River—but without direct access—lies the 8.7 hectare (21.5 acre) Klahanie Park with a range of riverside paths and athletic fields.

The Capilano Pacific Trail along the river connects Clyde Avenue to the Squamish Nation as well as the bicycle and pedestrian bridge crossing at Marine Drive. Pedestrian trails ascending the embankment further connect Marine Drive and Clyde Avenue to the surrounding neighbourhoods on either side of Taylor Way. These include stairs on 6th Street and at the end of Arthur Erickson Place, as well as a third accessible pathway where Vista Mews meets Arthur Erickson Place. A forested connection at the western end of Arthur Erickson Place links with a Squamish Nation trail that connects Park Royal with neighbourhoods west of Sentinel Hill.

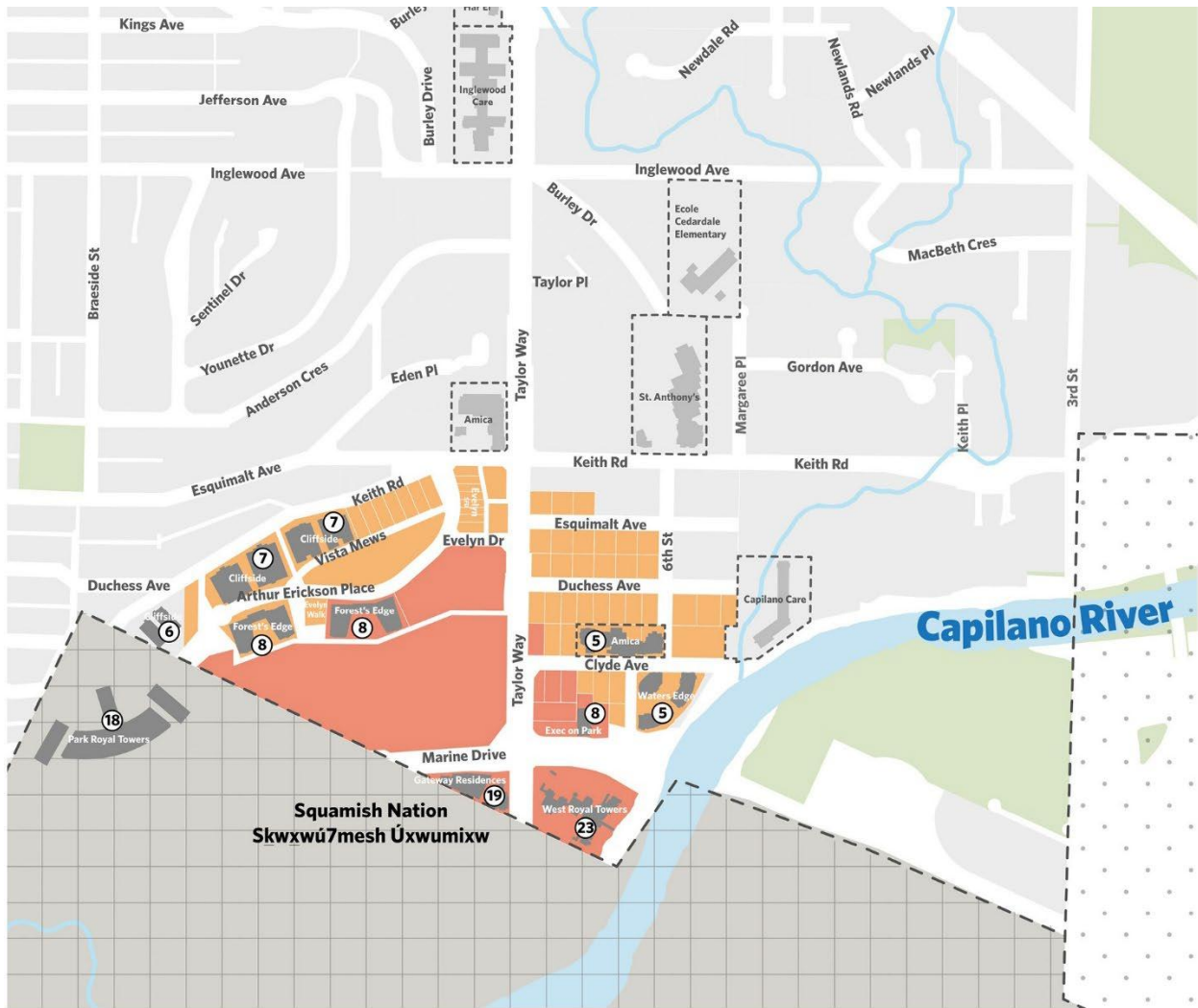


**Consideration of natural systems means the LAP should:**

- Shape planning boundaries in response to topography and watercourses
- Seek to expand the trail network and improve park access
- Create opportunities for new parks, gathering spaces, and natural areas through development

## 2.4. Land Uses and Built Forms

The topography of Sentinel Hill forms a natural western planning bounds, with Keith Road aligning with the outer radius of the Directive. Much of the south side of Keith Road is the Evelyn master planned community. Its five major buildings, completed between 2013 and 2019, demonstrate a commitment to complement the natural topography of Sentinel Hill so that—from upslope—the constructed buildings do not present taller than the surrounding single-family context.



Existing land uses and built forms help shape the northern and eastern limits of the LAP. These include important civic uses—Ecole Cedardale Elementary, Christ the Redeemer Parish/St. Anthony’s School, and Congregation Har El—that serve as community anchors and are not being considered for residential development. Two seniors housing sites (Inglewood Care Centre and the former Capilano Care Centre) currently under consideration for redevelopment are already guided by existing District-wide policy to support this much needed housing type.

Within the lands identified by the Directive, mixed-use and multifamily developments constructed since 1990 and ranging from 5 to 23 storeys are located along Marine Drive and Clyde Avenue. These provide relevant context for the scale of future buildings and are unlikely redevelopment sites for the life of this plan.

**Consideration of existing land uses and built forms means the LAP should:**

- Shape plan boundaries in response to existing civic uses and seniors housing proposals currently under development
- Enable diverse housing options and transitions between the centre and existing neighbourhoods
- Identify distinct neighbourhoods within the LAP to avoid uniform outcomes
- Inform heights with existing buildings to create a varied and interesting skyline

## 2.5. Park Royal North

The Directive centres Park Royal North as the *de facto* focus of future development. Park Royal Shopping Centre opened in 1950 on this site and has continued to evolve over the past 75 years. This includes the first enclosed retail mall in Canada in 1962, the lifestyle centre village in 2004, and the recent creation of retail frontage along Marine Drive (all on the southside). The centre operates vehicle overpasses across both arterials which provide access between the sites (and up to Taylor Way). The ownership group also developed the nearby 18-storey Park Royal rental towers; the 100 Park Royal office tower; and the more recent 16- and-19 storey Gateway Residences. Properties located within the Squamish Nation are operated under lease agreements with the Nation.

Collectively, these holdings represent one of the largest shopping centres in BC, a major employment centre on the North Shore, a regional transit hub, and a significant concentration of rental apartments – located at the gateway to West Vancouver. The 13-acre North Mall is unique within the Directive as a large consolidated and topographically flat site, and successfully guiding its redevelopment is necessarily a priority for the LAP.

The Directive’s prescribed minimum densities equate to 2.6 million square feet of residential development. Assuming a “typical” residential floorplate of 8,000 square feet, this translates to around 27 separate 12-storey towers on the combined North Mall, parkade, and vacant Clyde Avenue sites. Fitting this quantity of uniform buildings with reduced tower spacing and no height distinction would have grave urban design implications, ignore the need for functional internal roads and an attractive public realm, and discount the ability to include community uses or (re)provide shops and services to support residents (there is currently 668,000 square feet of commercial floor area).



Importantly, a “literal” implementation of more than two dozen 12-storey potentially strata towers would prevent the ability to secure space for new off-street transit infrastructure and contradict the Directive’s impetus for a transit-oriented and housing needs-focused plan. Given the transportation context previously described, successfully integrating land use, urban design and transportation planning will need to address mobility for all modes, the steep embankment, new and replacement connections, and integrated public spaces, trails and plazas.

**Consideration of Park Royal Shopping Centre means the LAP should:**

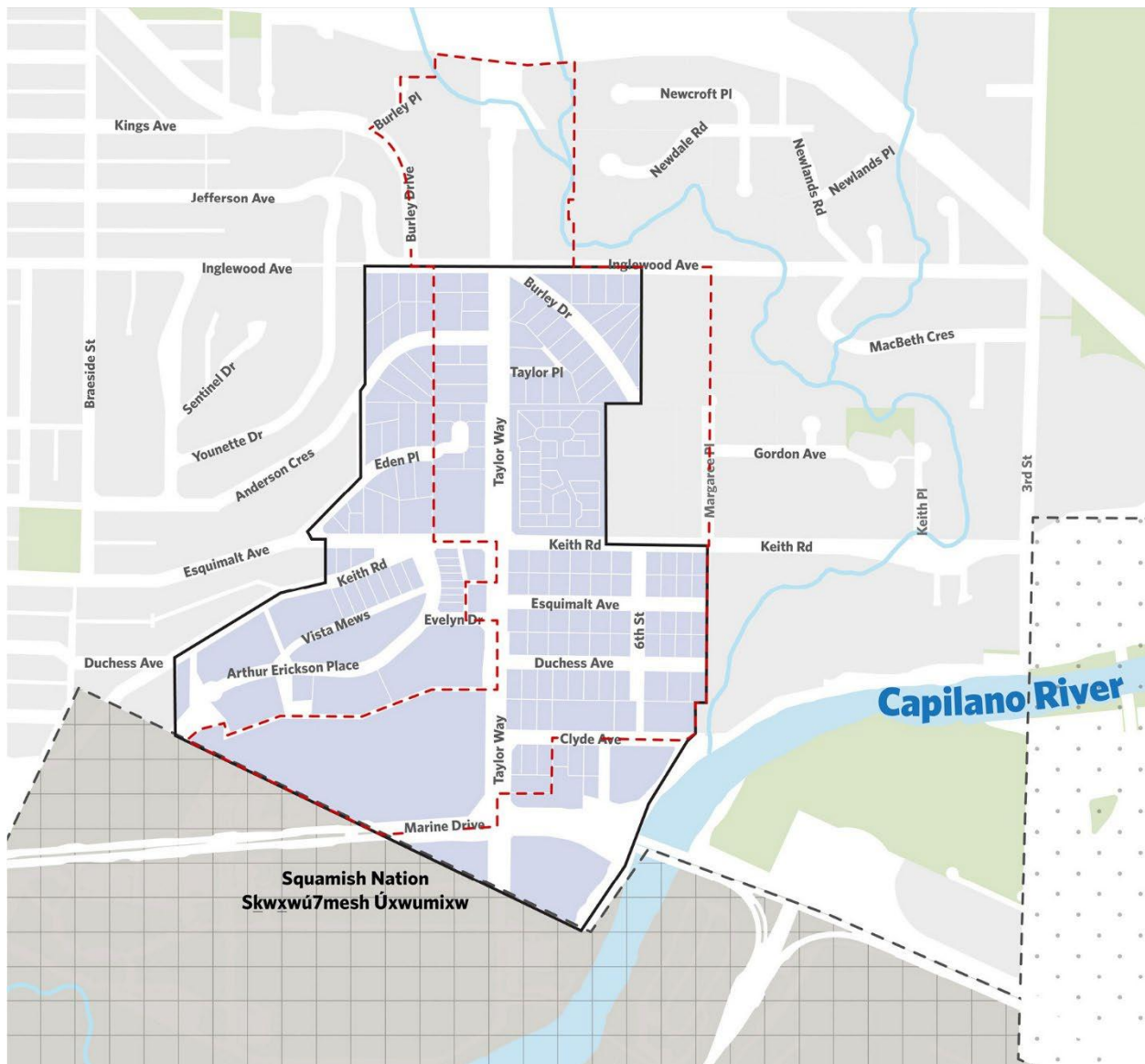
- Guide the evolution of Park Royal North from a mid-century car-oriented mall to a contemporary, high-quality, transit-oriented community
- Improve access and infrastructure for all transportation modes to, from and within Park Royal North, and phase new development contingent on improvements
- Incorporate non-residential uses, including commercial and community-serving, to support a more complete, functional and livable environment
- Require the inclusion of more affordable and attainable housing within the prescribed densities (such as workforce, market and non-market rental) with reduced residential parking standards to minimize vehicle use
- Prioritize fewer but taller buildings of different heights to provide space for transit infrastructure, other land uses, and public realm with greater building separation and a more interesting and intentional skyline

### 3. DRAFT PLANNING BOUNDARIES AND SCOPE

Situating the Directive within the area’s wider and layered contexts serves to identify an (initial) revised study area and a (draft) planning framework, both intended to support a more focused process.

#### 3.1. Revised Study Area

The wider area review and related analyses support a revised study area that focuses and better contextualizes the Directive’s prescriptions with the District’s OCP.



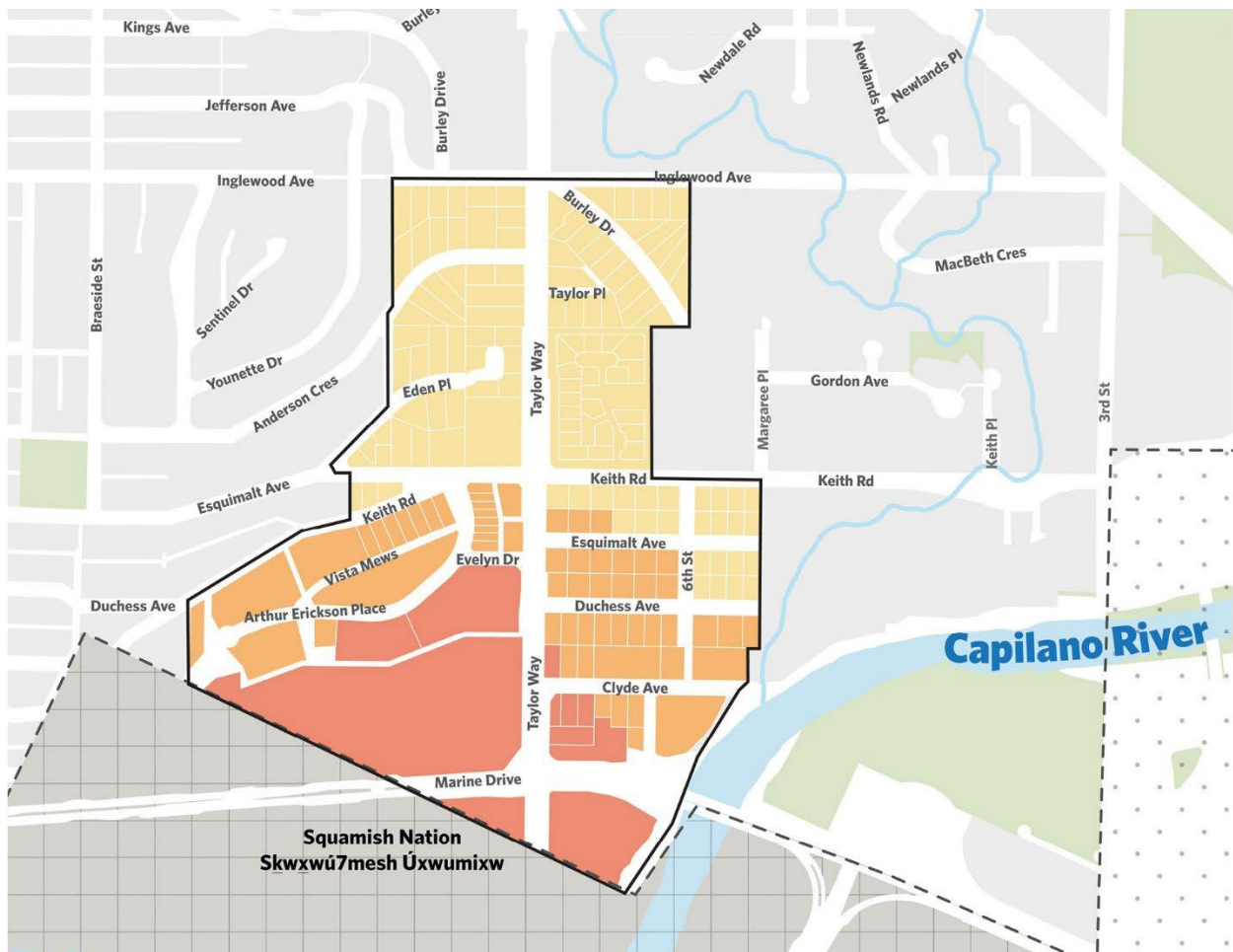
This improved alignment is realized by:

- Expanding boundaries to include the entirety of the lands included in the Directive;
- Shifting boundaries east and west of Taylor Way to enable new north-south local roads, respond to Sentinel Hill topography, and exclude civic uses; and,
- Reducing boundaries to below Inglewood Avenue to focus development on the delivery of infrastructure and amenities, while enabling transitions.

It is noted that final LAP boundaries may change in response to the planning and engagement process, and that these boundaries are positioned as an initial study area.

### 3.2. Draft Land Use and Transportation Framework

Within the revised study area and in response to the 200 and 400 metre radii of the Directive (and their impact on surrounding neighbourhoods), three land use “tiers” and associated priorities are identified: “Core”, “Periphery”, and “Transition”.



This approach is intended for the LAP process to lead to policies and guidelines that shape the building forms, sites, and amenities of future development appropriate for each of these tiers and aligned with the minimum demands of the Directive.

### Core

Aligning with the Directive's 200 metre prescribed focal point, planning for this area needs to shape a high-quality, transit-oriented, mixed-use core (principally, Park Royal North).

### Periphery

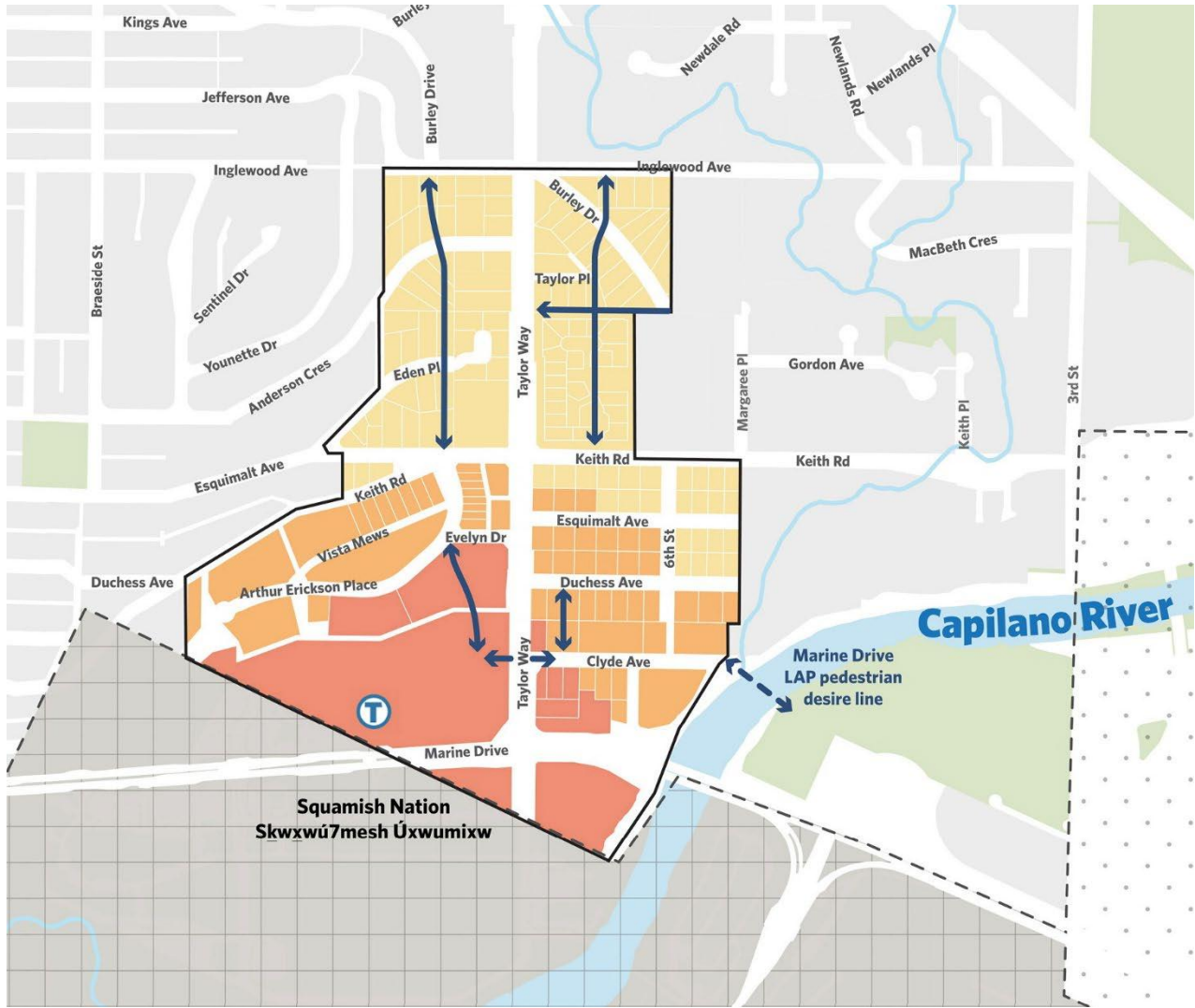
Aligning with the Directive's 400 metre radius, planning for this area needs to integrate prescribed densities with existing Evelyn Drive and Clyde Avenue policies and forms.

### Transition

Responding to the Directive's impacts on surrounding neighbourhoods, planning for this area needs to enable transitions, more diverse housing, and new connections and parks.

### Transportation

Integrating transportation priorities is an LAP priority, including an improved Park Royal Transit Exchange, connections within the plan area and to the surrounding neighbourhoods, and new roads parallel Taylor Way joining Keith Road and Inglewood Avenue.



Without predetermining either future technical findings or engagement input—but recognizing the area’s transportation needs—a preliminary draft circulation framework is provided to be considered through the LAP process. All road network improvements and alignments are illustrative in nature and intended at this stage only to support the process.

## 4. PROCESS, SCHEDULE, DELIVERABLES AND BUDGET

### 4.1. Overview and Milestones

The anticipated ~22-month schedule is divided into four phases:

Phase	Timeframe	Purpose	Milestones
<b>1. Technical Analyses</b>	May-Dec 2026	Confirm scope, assemble data, convene stakeholders, and undertake studies	Approve Terms and prepare studies
<b>2. Concept Plan</b>	Jan-Jun 2027	Community and stakeholders shape an emerging response to the Directive and respond to preliminary concepts	Broad engagement and full input record
<b>3. Draft Plan</b>	Jul-Dec 2027	Community and stakeholders review and refine a draft plan to identify specific adjustments	Targeted revisions and full input record
<b>4. Bylaw procedures</b>	Jan-Mar 2028	Formal consideration of proposed bylaw with designations, maps, policies, and design guidelines	Legislated procedures for OCP adoption

### 4.2. Schedule and Deliverables

#### Phase 1: Technical Analyses (May-December 2026)

The Directive issued prescribed land uses and densities the LAP must meet without (to the District’s knowledge) either technical studies or input from impacted neighbouring and/or overlapping jurisdictional partners. Accordingly, this Phase will focus on “background” work including:

- District procurement of third-party consultants to undertake transportation modeling to understand the impact of prescribed growth on the road network.
- Request for meetings and input from: the Squamish Nation (to understand their development plans / intentions / interests); MoTT (to understand their right-of-way plans, needs and constraints for the Provincial arterial connecting the Lions Gate Bridge to Highway 1); TransLink (to understand their transit investment plans and off-street infrastructure space requirements); and MetroVancouver (to understand their regional planning and servicing perspectives on prescribed growth in this area).

- District staff conducting in-house preliminary planning analyses (e.g. urban design, housing needs) and preparing community input channels (e.g. webpage, initial stakeholder contact) so that meaningful public engagement can occur in Phase 2.

The key deliverables of this Phase will be:

- Phase 1 Input – These Terms of Reference provided to Council for endorsement
- Phase 1 Output – Findings of technical analyses and jurisdictional partner input

### Phase 2: Concept Plan (January-June 2027)

This second Phase provides the first “window” for public input. Recognizing the Directive was issued *in absentia* of any local voices but that minimum densities must be met, the focus will accordingly be on providing the community an opportunity to shape *how* the prescribed Directive can be situated within its context and be more cohesively planned. This Phase will focus on “concept planning” including:

- District staff preparing a preliminary Concept Plan based on the findings of Phase 1 for Council direction to proceed to community engagement.
- Broad awareness raising and public engagement events (e.g. larger format open houses and smaller format workshops) for the community to shape how densities can be met within area-wide objectives and particular “sub-areas” (e.g. the Park Royal North site) with an appropriate transition and LAP boundaries.
- Circulation of the Concept Plan to the relevant jurisdictional partners and neighbours identified in Phase 1 with request for their further input and participation / discussion.

The key deliverables of this Phase will be:

- Input – Concept Plan provided to Council for direction to proceed
- Output – Findings of community and stakeholder engagement

### Phase 3: Draft Plan (July-December 2027)

Based on the technical findings of Phase 1 and the community and stakeholder input of Phase 2, a Draft Plan will be prepared in Phase 3. This Phase may include further technical studies if / as necessary, pending the provision of any associated additional budget needs. Complete proposed LAP boundaries, designations, policies, and design guidelines will be proposed to allow review and input on a complete plan prior to commencing adoption procedures. Work this Phase will focus on positioning the project for completion including:

- District staff preparing a full Draft Plan based on the findings of Phases 1 and 2 for Council direction to proceed to public release.

- Broad awareness raising accompanying the public release of the Draft Plan with targeted / responsive engagement (e.g. meetings) to discuss specific adjustments that still meet the Directive’s requirements to take place prior to subsequent bylaw preparation.
- Referral of the Draft Plan to the relevant jurisdictional partners and neighbours for their formal comment.

The key deliverables of this Phase will be:

- Input – Draft Plan provided to Council for direction to proceed
- Output – Findings of community and stakeholder input

#### Phase 4: Bylaw Procedures (January-March 2028)

The final Phase is timed to coincide with the Province’s final interim reporting requirement and will accordingly enable Council to consider completion of the LAP process. A proposed LAP will be finalized (based on Phases 1 to 3) and an amending bylaw to allow adoption of the LAP into the District’s OCP will be prepared. Work this Phase will follow *Local Government Act* requirements including:

- Introduction of the bylaw for Council’s consideration of first reading, setting the date and giving notice of a Public Hearing, holding a Public Hearing, considering further bylaw readings and bylaw adoption (subject to any conditions precedent being met)

The key deliverables of this Phase will be:

- Input – Proposed bylaw presented to Council for consideration of adoption
- Output – Amendment to the District’s OCP to adopt the LAP bylaw

### 4.3. Budget and Cost Distribution

This project will be led by staff under existing resources and without any additional staffing requests. Overall external (i.e. non-labour) costs to resource the LAP have not been approved by Council. The process described in this Terms of Reference implies an estimated external budget of \$150,000. Of this, roughly \$50,000 of existing, previously approved consulting funds is available to undertake transportation modeling as part of Phase 1.

As such, Council direction to endorse these Terms can proceed without budget amendment in 2026. Council can then consider the provision of the additional \$100,000 estimated remaining costs as part of its 2027 budgeting process. A general allocation of anticipated costs is summarized below. It is noted that these are an estimate and do not include contingency. Any significant changes to the Terms of Reference that carry financial implications will be addressed as necessary, and any unspent budget will be returned for general District purposes.

<b>Category</b>	<b>Allocation</b>	<b>Purpose</b>
Technical consultants	~50%	Specialized support.
Public engagement	~40%	Venue rentals, materials, and advertising.
Admin & Misc.	~10%	Materials, printing, and distribution.

#### 4.4. Reporting and Project Management

The Province requires quarterly reports to demonstrate progress for this project, to coincide with previously mandated quarterly housing target reports. Should the Province not deem that satisfactory progress is not being made, the Directive may be imposed without an LAP in place. These reports will be provided to the Province and will be published for full transparency on the District’s website.

This LAP will be directed by District Council. Staff will report to Council at each Phase, providing updates on work undertaken and seeking direction to proceed to the next Phase. This may include recommended changes to scope and/or process based on adaptive management in response to (for example) technical findings, community input, or jurisdictional stakeholder responses. Any such changes will be for Council to direct and it is recognized that the anticipated schedule may therefore change.