COUNCIL REPORT

Date: November 17, 2015
From: Stephen Mikicich, Manager of Community Planning
Subject: Status Report on Official Community Plan Update
File: 2517-01

RECOMMENDATION

THAT the report from the Manager of Community Planning dated November 17, 2015 be received for information.

1.0 Purpose

The purpose of this report is to provide Council with an update on the status of the Official Community Plan (OCP) review.

2.0 Legislation/Bylaw/Policy

The legislative authority pertaining to municipal OCPs is contained in Part 26 of the Local Government Act. Per section 875(1) of the Local Government Act, “an official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government.”

Required content for an OCP is described in section 877 of the Local Government Act.

The current OCP (document) forms Schedule ‘A’ to Bylaw No. 4360, 2004. The OCP has been amended 18 times, most recently to incorporate an updated Regional Context Statement (RCS) in 2015.

3.0 Background

3.1 Previous Decisions

At the June 8, 2015 Council Meeting Council passed the following resolution:

“THAT the proposed work plan to review and update the Official Community Plan, as outlined in the report from the Manager of Community Planning, dated May 21, 2015, be endorsed for implementation starting this year.”
At the April 27, 2015 Council Meeting Council tabled further consideration of the following motion indefinitely:

"THAT the proposed Official Community Plan review process, as outlined in the report from the Manager of Community Planning, dated March 23, 2015, be revised to include the following items:

- Revising the proposed Taylor Way corridor study to focus on lands abutting Taylor Way between Keith Road and Highway 1;

- A future land use study and plan for Park Royal North and 752 Marine Drive, developed with extensive community dialogue and information-sharing with the Squamish First Nation, Larco and other property owners;

- A review of existing OCP land use polices and guidelines for the Clyde Avenue east of Taylor Way area;

- A future land use study and proposed designations for lands located east of the Capilano River, adjacent to the District of North Vancouver’s Lower Capilano Village Centre;

- Examination of opportunities for sensitive infill housing in established neighbourhoods; and

- Review of existing subdivision policies particularly related to oversized lots in established neighbourhoods; and

THAT the review process, as revised, be endorsed for implementation starting in 2015."

3.2 History

West Vancouver’s current OCP was adopted in June 2004, after a multi-year planning process.

On June 8, 2015, Council endorsed a proposed work plan to review and update the OCP, as outlined in the report from the Manager of Community Planning, dated May 21, 2015 (attached as Appendix A), for implementation starting this year.
4.0 Analysis

4.1 Discussion: Status of the OCP Review Process

The OCP review is one of Council’s seven priorities for 2015-2018. The review process is also the appropriate framework for addressing other Council priorities; specifically,

- Ambleside waterfront and town centre
- Built form, housing, and neighbourhood character
- Natural environment and climate action
- Arts, culture, and heritage

The work plan endorsed by Council in June 2015 (Appendix A) outlines the component parts of the OCP review process. This process is quite focussed, in that it builds upon the various strategic plans and working group reports completed since 2004. These plan inputs have already identified key policy objectives for the District or, in some cases, have been used as policy.

The new OCP is to provide a greater degree of land use ‘certainty’ for current and future residents – i.e., to identify where growth could and should be accommodated, and in what manner, while at the same time, confirming where land use change and densification are not considered appropriate.

- The work plan identifies planning studies to be undertaken in existing neighbourhoods pertaining to:
  - neighbourhood character
  - public and institutional lands
  - village nodes
  - infill housing

- It also outlines local area planning processes to be undertaken in future development areas, which are identified as:
  - Ambleside Municipal Town Centre
  - Cypress Village
  - Horseshoe Bay
  - Taylor Way and Marine Drive Corridors
Work on the OCP review process began earlier this fall. This report describes the current status of the review process (see sections 4.2 through 4.4).

4.2 Background Reports and Discussion Papers

A series of discussion papers and background reports are proposed during the OCP review process, to provide for informed community discussion on key planning issues (see Appendix A). Topics include: an updated community profile, housing choice and affordability, neighbourhood character, and community amenity contributions. These reports will be prepared either by staff or consultants, as time and resources permit.

4.3 Planning Studies

4.3.1 Demographic Study

As a key input into the new OCP, staff has commissioned a consultant study to undertake demographic, housing and employment projections for West Vancouver through 2041. This information will be valuable not only for understanding our changing population profile and associated housing needs, but also for the delivery and design of community services, and planning future community facilities. It is anticipated that a series of findings from this study (when completed) will be used to inform public discussion on housing, land use, and economic issues starting in 2016.

4.3.2 Rental Housing Study

Rental housing is a particular focus of both West Vancouver’s Housing Action Plan (adopted February 2013), and the current update of Metro Vancouver’s Affordable Housing Strategy. As part of the OCP review process, staff has commissioned a consultant study to:

- evaluate the potential application of local government tools to protect existing purpose-built rental housing and support the development of new rental housing in West Vancouver; and

- analyze potential strategies for retaining, replacing and adding to the rental stock in West Vancouver.

While the study area is the District of West Vancouver, the majority of existing purpose-built rental units are located within the Ambleside Apartment Area (part of the Municipal Town Centre); and the study will include considerations specific to this area.

A draft consultant report is anticipated by early 2016.
4.3.3 Institutional Lands Study

While significant land use change is not envisioned for existing neighbourhoods, there are a number of institutional and other non-residential uses located in these neighbourhoods. Over time, opportunities may arise for redevelopment or re-purposing of these properties to meet broader community objectives – e.g., as possible sites for rental housing, family housing, seniors’ housing, adult or child care, public recreation, retail or other community services.

Staff is currently framing the terms of reference for a consultant study to determine appropriate land uses and built form scenarios for future development of these lands. It is likely that this study would also look at the economic viability of both existing small-scale commercial nodes and the creation of new services nodes in other neighbourhoods (e.g., for daily needs retail and other services). It is envisioned that this study would be commissioned by mid-2016.

4.3.4 Neighbourhood Character

District efforts related to neighbourhood character have over the past two years been focused on the siting, form and character of single-family replacement houses (referred to as the “housing bulk” study). Based on community input to date, staff is recommending that policies and/or regulations be prepared to address:

- fencing;
- lot consolidation;
- existing and proposed (private) landscaping; and
- public boulevards, roads, and lanes.

Staff will also be seeking further Council direction to consult with the community on potential regulations pertaining to:

- site alteration via tree removal, site clearing, lot grading, and retaining walls;
- basement floor area exemptions;
- highest building face envelope; and
- amendments to the Soil Removal and Deposit Regulation Bylaw.

Staff will also be exploring how heritage conservation tools¹ may be adapted for the purposes of character conservation. This would be in accordance with the District’s values-based heritage strategic plan; and could include the use of Statements of Significance, the Community Heritage Register, and protection tools such as Heritage Conservation Areas, Heritage Revitalization Agreements, and Heritage Designation.

¹ Per Part 27 of the Local Government Act.
4.4 Area Planning Processes

The OCP work plan (Appendix A) identifies four areas of the community where future population growth, land use change, and development are anticipated. These include: Ambleside Town Centre, Horseshoe Bay Village, the future Cypress Village, and the Taylor Way and Marine Drive corridors.

4.4.1 Ambleside Town Centre

During 2015, planning work in the Ambleside Town Centre has been focussed on the waterfront, and the establishment of a business improvement area for the Ambleside and Dundarave commercial districts.

Waterfront Plan

On October 28, 2015, Council endorsed the proposed Ambleside Waterfront Plan for stakeholder and community consultation. The consultation process will take place through Spring 2016.

Business Improvement Area

On October 5, 2015, the Ambleside-Dundarave Business Improvement Association presented the findings of its community outreach process to promote its proposal for a Business Improvement Area (BIA). Council gave three readings to the proposed BIA bylaw on that date, and will consider bylaw adoption in mid-December, pending the outcome of the Council Initiative process.2

Future Work

As noted above, a rental housing study is currently in process; and this will include an examination of the available municipal tools and necessary land economics to support and/or expand the rental housing stock in Ambleside.

Other identified work includes: a review and update of existing OCP land use policies and development permit guidelines for the Ambleside Town Centre, and a review of the AC1 and AC2 zones – to further support the commercial area's revitalization.

4.4.2 Taylor Way and Marine Drive Corridors

The intersection of the (north-south) Taylor Way and (east-west) Marine Drive corridors is a principal gateway to West Vancouver, and a major transportation route accessing the Lions' Gate Bridge. Lands adjacent to these corridors include Park Royal Shopping Centre, established multi-

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2 Council had previously resolved that consideration of the proposed BIA bylaw would be via the Council Initiative process per section 213 of the Community Charter. Council may consider adoption of the BIA bylaw, unless a majority of property owners (over 50% of properties; and over 50% of total assessed value within the proposed BIA boundaries).
family and single-family residential uses, and other commercial and institutional uses. The land use context is very complex, and the area is under redevelopment pressures.

In framing a study of this area in the report from the Manager of Community Planning, dated May 21, 2015 (Appendix A), staff had proposed a singular study of the larger area and its four sub-areas, with information-sharing and participation by major property owners and neighbouring jurisdictions.

In commencing this work, staff has divided the study into two distinct parts; taking into account the need for more timely direction on existing and pending development applications along the Marine Drive corridor, and longer-term planning for possible change along the Taylor Way corridor north of Park Royal and the Clyde Avenue area:

**Marine Drive Corridor**

There are two significant development applications currently under review: (1) 752 Marine Drive (former White Spot Restaurant site); and (2) 303 Marine Drive (current Earl’s Restaurant site). Each of these proposals includes multi-family residential in a high-rise building form; and, in the case of 752 Marine Drive, a mix of other uses.

Staff is currently undertaking a contextual planning study of this area, which includes lands fronting both sides of Marine Drive, from the emerging Lower Capilano Town Centre in North Vancouver (east of Capilano Road), west to Pound Road where Park Royal meets Ambleside Park.

The intent of this work (anticipated up to 4 months) is to fully understand the existing land use and built form character of this area (including the potential development of lands outside the District’s jurisdiction); existing transportation systems and planned network improvements; and existing and planned community facilities and amenities (again, including lands outside of the District’s jurisdiction). This work will situate current development applications in their full context, and position Council and the community to make informed decisions about the appropriate land uses, forms, and intensity of development in this area.

**Taylor Way Corridor**

Lands abutting Taylor Way from Keith Road north to Highway 1 include a mix of older detached houses (both fee simple and strata-titled), established institutional uses (private hospital and synagogue), and a new memory care facility currently under construction. This section of Taylor Way has seen incremental expansion of existing institutional uses, land speculation and assembly, and a previous redevelopment proposal for Taylorwood Place (withdrawn).
As part of the broader OCP review, staff would undertake a comprehensive review of this area to examine its suitability for land use change, and to establish policy directions for future land use, density, and built form character. This public process would directly involve key stakeholders (property owners and neighbourhood associations), area residents, and external agencies. No time-frame has been established for this area study, but it would likely be undertaken starting in 2017.

4.4.3 Upper Lands / Cypress Village

The Upper Lands Working Group presented its final report and recommendations to Council in June 2015. These were subsequently considered at the October 28, 2015 Council meeting, where Council resolved that the Working Group's recommendations continue to be used as a framework to:

- review the Upper Lands policies in the OCP;
- prepare a Cypress Village Area Development Plan; and
- develop a Trails Plan³.

An inter-Divisional team of District staff has been meeting with British Pacific Properties (BPP) and its consultants during the fall to undertake site visits, and review preliminary environmental information on the proposed Cypress Village area. At this time, staff continues to work to identify the process, timing, resource requirements, and other details pertaining to the area planning process.

4.4.4 Horseshoe Bay

The OCP review provides an appropriate framework for an in-depth look at future land use and development opportunities in Horseshoe Bay; and the work plan endorsed by Council noted that a community planning process could likely commence in 2016.

Given Council priorities and existing staff resources, it is not envisioned that a local area planning process in Horseshoe Bay would be undertaken in the next one to two years. In the interim, staff resources will continue to be focussed on the Horseshoe Bay streetscape study; and a comprehensive review of the proposed Sewell's redevelopment on the Horseshoe Bay waterfront.

4.5 Sustainability

A primary objective of the OCP review process is to develop a new Plan that: (1) fully aligns with the community's values, needs, and aspirations; and (2) provides a robust policy framework for achieving a socially, environmentally, and economically sustainable community.

4.6 Public Engagement and Outreach

As the fundamental document for shaping the future of this community, the new OCP must be developed with broad participation by West Vancouver residents. A robust program of community engagement will include a broad variety of information materials, public events of various types and scale, and the use of social media and other communications tools.

Staff will be developing an overall communications plan for the OCP review process that will include the following:

- A distinct project identity
- A prominent profile on westvancouver.ca
- A strong social media presence
- Phased release of information materials and draft policies for public input

³ The development of a Trails Plan is identified as a work item in the Parks Department's 2016 work plan.
Active polling on westvancouverITe
Community surveys
Engagement on both the overall OCP, and specific studies and initiatives to be undertaken during the review process

The time-line for overall project implementation will be highly dependent on available staff and other resources.

4.7 Other Communication, Consultation, and Research
The OCP is a District document and, as such, its preparation will involve staff from various divisions. The draft OCP, when completed, will also be subject to required external agency referrals for review and comment.

5.0 Options
Not applicable.

6.0 Conclusion
The review and update of West Vancouver's OCP is one of Council's seven priorities for 2015-2018. Staff has developed a focused work plan for the review process that builds upon a decade of other policy-related work; specifically, a series of strategic plans and working group reports completed since 2004.

The new OCP is to provide a greater degree of land use 'certainty' for current and future residents - i.e., to identify where growth could and should be accommodated, and in what manner; while at the same time, confirming where land use change and densification are not considered appropriate.

The work plan identifies planning studies to be undertaken in existing neighbourhoods; and local area planning process for future development areas, where population growth and land use change may be anticipated.

This information report provides an update on the review process, consistent with Council priorities, and in consideration of staffing and other resources.

Author: Stephen Mikicich, Manager of Community Planning

Appendix:
COUNCIL REPORT

Date: May 21, 2015
From: Stephen Mikicich, Manager of Community Planning
Subject: Proposed Official Community Plan Update

RECOMMENDED THAT:

The proposed review and update of the Official Community Plan, as outlined in the report from the Manager of Community Planning, dated May 21, 2015, be endorsed for implementation starting this year.

Purpose

The purpose of this report is to outline the proposed review and update of the Official Community Plan, and to seek Council’s endorsement of the key objectives and general approach recommended by staff. This report presents a high-level work plan and general time-line for the review process; more detailed work plans will be developed for the overall review and its component parts once the process gets underway.

1.0 Background

1.1 Prior Resolutions

At the April 27, 2015 Council Meeting, Council tabled further consideration of the following motion indefinitely:

"THAT the proposed Official Community Plan review process, as outlined in the report from the Manager of Community Planning, dated March 23, 2015, be revised to include the following items:

- Revising the proposed Taylor Way corridor study to focus on lands abutting Taylor Way between Keith Road and Highway 1;

- A future land use study and plan for Park Royal North and 752 Marine Drive, developed with extensive community dialogue and information-sharing with the Squamish First Nation, Larco and other property owners;

- A review of existing OCP land use polices and guidelines for the Clyde Avenue east of Taylor Way area;"
A future land use study and proposed designations for lands located east of the Capilano River, adjacent to the District of North Vancouver’s Lower Capilano Village Centre;

- Examination of opportunities for sensitive infill housing in established neighbourhoods; and

- Review of existing subdivision policies particularly related to over-sized lots in established neighbourhoods; and

THAT the review process, as revised, be endorsed for implementation starting in 2015.”

1.2 History

West Vancouver’s current Official Community Plan (OCP) was adopted in June 2004.

2.0 Policy

2.1 Official Community Plan

An Official Community Plan (OCP) is the principal policy document for a local government. It articulates a community’s values and future vision; and establishes the policy framework for decisions affecting the orderly growth and development of the community over time. While an OCP may address a broad range of municipal matters, it is primarily a tool for regulating land use.

Per the Local Government Act (LGA), an OCP must address the approximate location, amount, type, and density of residential development required to meet anticipated housing needs over a period of at least five years; and provide equivalent guidance for school, recreational, commercial, institutional, and public utility land uses. An OCP must also contain a Regional Context Statement that describes how the OCP is consistent with, or how it will be made consistent with, the Regional Growth Strategy.

Changes to the LGA made following adoption of the current OCP now require local governments to include policies for affordable, rental, and special needs housing; and targets for the reduction of greenhouse gas emissions, and policies and actions for achieving those targets.

West Vancouver’s current OCP was adopted in June 2004, and contains 16 different policy sections. Guidelines for development within designated Development Permit Areas are included in a stand-alone section of the OCP, and address objectives for: built form character, and development of land that is

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1 Note: ‘Industrial’ and ‘agricultural’ uses have been omitted here, as they are not applicable in West Vancouver.
environmentally-sensitive, subject to hazardous conditions, or protected heritage property.

2.2 Bylaw

The current OCP (document) forms Schedule ‘A’ to Bylaw No. 4360, 2004. The OCP has been amended 17 times between 2005 and 2014, as described in Appendix ‘A’ to this report.

3.0 Analysis

3.1 West Vancouver’s 2004 OCP

West Vancouver’s current Official Community Plan (OCP) was adopted in June 2004. The Plan is based on a set of eight planning principles that provide a high level framework for municipal planning decisions (as shown in italics below):

1. Promote a healthy community by maintaining the quality of the environment, providing varied community services and housing, and encouraging a strong and diverse economy.

2. Create and enhance neighbourhoods enhancing access to services and facilities that address the needs of residents and maintain and improve their quality of life.

3. Provide for a diversity of housing types to accommodate a balanced and diverse population in terms of age, ability and income and household type.

4. Engage our citizens in civic decision making and provide tools to assess the future costs and consequences of community and development initiatives.

5. Support a vibrant and diverse local economy in commercial areas by adapting to changing commercial markets, investment opportunities and business and customer needs.

6. Reduce auto dependency by developing a comprehensive transit, transportation and land use plan that incorporates convenient and workable alternatives to the single-occupant car.

7. Promote environmental stewardship by protecting our natural resources and preserving ecosystems through the development of an environmental strategy.

8. Take an active role in planning for the future of the region and a coordinated approach to issues and opportunities for Howe Sound, Burrard Inlet, the North Shore and the Greater Vancouver area.
A critical review of the current OCP will evaluate the degree to which existing policies have helped to advance these planning principles.

Delving into the individual policy sections, the current OCP might best be described as an aspirational document with numerous 'work towards' policies. A case in point is housing. While housing was identified in the last OCP review process as the most important issue in the community, the OCP contains very limited policy directions for achieving housing diversity and affordability. Rather, it calls for further dialogue:

- "Engage in further dialogue at both a community and local neighbourhood level to develop a full understanding of community trends, desires and related housing needs and potential policies for addressing them." (Policy H 1)

In implementing Policy H 1, District staff prepared a series of background reports on population and demographic trends, which have been compiled into a comprehensive volume titled, “West Vancouver Facts and Stats: Our Community by the Numbers”. This work was followed by the award-winning\(^2\) Community Dialogue on Neighbourhood Character and Housing (2008). The final report and recommendations of the Community Dialogue working group have provided the policy framework for a number of District initiatives related to housing, specifically:

- providing for a more diverse housing mix in the Rodgers Creek Area Development Plan (2008);

- legalization of secondary suites (2010);

- a series of bylaw amendments to address construction impacts on West Vancouver neighbourhoods (2011-2012);

- preparation and adoption of a Housing Action Plan (2013);

- introduction of 'coach houses' as a detached form of secondary suite (2014); and

- current work on 'housing bulk' and purpose-built rental housing.

Similarly, the OCP contains very weak policies pertaining to heritage conservation. For example:

- **Policy HE 1:** "Encourage the preservation, retention and maintenance of buildings, sites and landscapes listed in the municipal heritage inventories."

\(^2\) West Vancouver's Community Dialogue on Neighbourhood Character and Housing received an Award of Excellence (in the category of comprehensive plans and policy) from the Planning Institute of British Columbia in May 2009.
Policy HE 2: "Where retention is not possible or is not desired, cooperate with owners in documenting heritage features of buildings and sites for the Municipal archives."

In 2006, Council adopted a Heritage Strategic Plan for West Vancouver (also an award winner); and, in 2007, established the West Vancouver Community Heritage Register. Properties listed on the Register are formally recognized for their heritage value, and are eligible for municipal conservation incentives. To date, 49 resources have been listed on the Register, and five properties are legally protected via heritage designation. The first Heritage Revitalization Agreement (HRA) bylaw was adopted on May 11, 2015; and there are two other HRA applications currently under staff review.

Housing and heritage are only two areas where the District is already working beyond stated OCP policies, by implementing Council-adopted strategic plans and working group reports. Other examples of significant policy work undertaken at the 'strategic plan' level include:

Strategic Transportation Plan (2010)

- This Plan presents a future vision where pedestrians, bicycles, and public transit are at the top of the transportation hierarchy in West Vancouver.

- Rather than focusing on historical trends or extensive data analysis, this plan envisions a shift in user behaviour spurred by creative, ‘out of the box’ strategies, and a desire for the District to be a leader in sustainable community development. The plan has been informed by trends in peak oil and fuel costs, demographics, and technology, as well as concerns about the environment, health and safety.

Parks Master Plan (2012)

- "The Parks Master Plan endows the community with a balanced approach to parks planning that will increase enjoyment of and pride in our natural spaces..." (from Vision Statement).

- This Plan is based a set of 10 core values and makes recommendations pertaining to parkland protection and acquisition, capital development for

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3 This Plan was recognized as the first values-based plan for heritage conservation in British Columbia, receiving an award of excellence from the Planning Institute of British Columbia in 2006.

4 All resources listed on the Community Heritage Register are added by resolution of Council.

5 In June 2009 Council adopted a set of guidelines for staff to utilize in the application of heritage conservation tools and incentives, which are enabled under the Local Government Act and Community Charter. Specifically, properties that are formally recognized for their heritage value via listing on West Vancouver's Community Heritage Register are considered eligible for non-monetary and other supportive incentives. Heritage Revitalization Agreements (HRAs) are to be used as the legal framework for drafting conservation agreements; and Heritage Designation bylaws are to be used in tandem with HRAs to provide for ongoing legal protection of heritage resources.
active living, community involvement and stewardship, and parks
management and service delivery.

An inter-Divisional staff team will lead the internal review of current OCP policies,
as well as the recommendations of 25 different working groups\(^6\) – to identify new
policy directions stemming from these more focused studies.

By moving beyond ‘working towards’ policies, staff believe that the new OCP will
provide a more comprehensive Plan for achieving a sustainable community, and
providing more meaningful direction for municipal decision-making.

3.1.1 Planning for ‘Change’

West Vancouver’s current OCP is quite static compared to typical municipal
plans, and may best be described as trying to preserve the status quo from a
land use perspective – through ‘no change’ policies. Planning intervention allows
for change to be managed, rather than allowing change to just ‘happen’ to the
community (which it will, inevitably).

- A case in point is the character-alteration associated with the construction
  of large, new ‘replacement’ houses in West Vancouver. This situation is
  supported by the District’s existing land use policies, outright zoning
  provisions, and other development regulations. It is somewhat ironic that
  status quo policies and regulations are not preserving status quo
  neighbourhood character.

- A key theme from the Community Dialogue on Neighbourhood Character
  and Housing is that West Vancouver ‘needs to change in order to stay the
  same’. This means: (1) providing new housing options to enable West
  Vancouver residents to remain in the community as their needs change
  over time; and (2) providing new housing types that ‘fit’ with established
  neighbourhood character, and associated community values.

By planning for change, market forces and demographics can be put to work on
behalf of the community to achieve shared goals, rather than reacting to the
unknown consequences of change.

3.1.2 Planning for ‘Growth’

Every community has a certain pre-existing ‘zoned capacity’ for development;
that is, the amount of development that is possible under existing zoning. In
accordance with the LGA, an OCP is to provide for an increment of development
above the existing zoned capacity within the community to enable the local
government to effectively plan for growth. However, as illustrated in the graph

\(^6\) 23 of these working groups completed their work between 2007 and 2014; the Upper Lands Review will
be completed in mid-2015; and the Community Energy and Emissions Plan (CEEP) Working Group is
intended to complete its work by the end of 2015.
below, West Vancouver's current OCP provides for a very narrow increment of development above the existing zoned capacity.

3.2 Why Does the OCP Need to be Reviewed Now?

While there is no legislative requirement that adopted OCPs be reviewed and updated at a certain point in time, typical practice in British Columbia is to undertake some kind of review every five years or so; with more substantial updates occurring more typically every 10 years. As OCPs must address the approximate location, amount, type, and density of residential development required to meet anticipated housing needs over a period of at least five years \(^7\), a review some time after five years is common.

A comprehensive review and update of West Vancouver's OCP is warranted – given that the Plan is now 11 years old, and existing policies do not provide sufficient direction for guiding the community's future development.

3.3 Key Objectives

A primary objective of this work is to develop a new OCP that: (1) fully aligns with the community's values, needs, and aspirations; and (2) provides a robust policy framework for achieving a socially, environmentally, and economically sustainable community.

The review process will be quite focussed in that it will build upon the various strategic plans and working group reports completed since 2004. These 'plan inputs' have already defined key policy objectives for the District or, in some cases, have been adopted as de facto policy.

Other key objectives for the new OCP are to:

\(^7\) LGA s.877(1)(a)
• fulfill LGA requirements; and

• provide a greater degree of land use ‘certainty’ for current and future residents – i.e., to identify where growth could be accommodated, and in what manner, so that new development can be directed as a ‘tool’ for achieving community objectives; while,

• at the same time, confirming where land use change and densification are not considered appropriate.

3.4 Starting the Review Process

The review process will commence in mid-2015. A number of actions will be initiated during the start-up phase, including:

• A demographic study to develop population, household and employment forecasts for West Vancouver through 2041 (with further demographic analysis as may be required);

• Establishment of an inter-Divisional staff team that will:
  - Conduct a comprehensive review of existing OCP policies and guidelines;
  - Review various strategic plans and working group reports completed through 2015, and consider these as possible OCP ‘inputs’ – i.e., draft policy directions;
  - Identify further studies that may be required; and
  - Establish priorities for new policy development;

• Development of a detailed work plan; and

• Development of a community engagement strategy and communications plan (see Section 3.7).

3.5 Discussion Papers and Background Reports

Staff will be preparing a series of discussion papers and background reports to provide for informed community engagement on key policy issues. At this time, the following topics are envisioned:

"West Vancouver: 2015"

• This report would highlight demographic trends and changes in the community over the past decade, based on updated ‘Facts and Stats’ reports pertaining to: age and gender, cultural diversity, disability, family
and household structure, housing, income, seniors, youth and children, etc. It would include updated forecasts and serve as a Community Profile for West Vancouver.

"Housing Diversity in West Vancouver"

- This report would provide an overview of District actions to address housing diversity since 2004 including: key policy initiatives, how these have been implemented through new development, where we have fallen short of expectations, and current issues related to housing choice and affordability.

"Neighbourhood Character"

- Established neighbourhood character is highly valued in West Vancouver. However, the current OCP provides no clear policy framework for defining, let alone protecting neighbourhood character. A key goal of the OCP review is to develop policies that fully recognize and manage change, while protecting valued aspects of the community’s built form and landscape character.

- To engage the community in a meaningful dialogue, this discussion paper would speak to character-defining elements of established neighbourhoods – both in general, and specific to the West Vancouver context. It would address how and why ‘character’ is threatened (and, in some cases, disappearing), and what can be done about it – drawing, in part, from the experiences of other communities.

"The ‘Working Group’ Experience"

- When the current OCP was adopted, there were a number of standing ‘advisory’ committees in West Vancouver that provided input on planning, engineering, finance, heritage, design, community services, disability, youth, and other matters. In the years that followed, Council disbanded most of the District’s advisory committees, opting instead for a new ‘working group’ model of citizen engagement. Individual working groups were established for a specific purpose and a defined period of time to delve into particular topics or policy issues, and make recommendations to Council.

- To date, 23 working groups have completed their final reports to Council, and two working groups are currently in process (Upper Lands Study Review; Community Energy and Emissions Plan). This discussion paper would provide an overview of this body of work undertaken by West Vancouver citizens, and summarize key working group recommendations for consideration during the OCP review.
"Community Amenity Contributions"

- A review and update of West Vancouver’s community amenity contributions (CAC) policy is anticipated to start by early 2016. While this is a stand-alone District policy (i.e., outside of the OCP), policy discussions about the impacts and community benefits of new development are fundamental aspects of community planning, and should be included in the OCP review process.

- As such, this discussion paper would explain the purpose of CACs and the legislative framework for collection and expenditure of such funds, the District’s current policy and approach to securing CACs through new development, and identify key issues to be addressed in developing an updated CAC policy.

It may be appropriate to prepare additional discussion papers and background reports during the OCP review, but this will be determined by the Inter-Divisional staff team upon further review of the existing OCP and other documents.

3.6 Planning Studies and Area Plans

The OCP review process will include several focused planning studies that will be undertaken in tandem with work on District-wide policy issues. These will include land use studies and local area plans as described in this section. Detailed terms of reference will be developed for each of these studies, some of which will be undertaken by consultants. Staff will provide an update on these plans and studies in future reports to Council.

It is envisioned that the new OCP will build on the current Plan’s focus on preserving the character of existing neighbourhoods, but will establish a more robust policy framework to allow for consideration of thoughtful changes to enhance housing diversity and livability in these neighbourhoods. This work is described below in Section 3.6.1.

The new OCP would also identify areas outside of established residential neighbourhoods that are appropriate for land use change or intensification – i.e., where future growth might be directed. This work is described below in Section 3.6.2.

New rezoning applications that respond to, and are appropriately guided by existing OCP policies (e.g., Ambleside, Horseshoe Bay), or require a minor amendment to the OCP, may be considered during the review process. Consideration of other new rezoning proposals, for which there is no appropriate policy framework, should be deferred to completion of the OCP review process.
3.6.1 Existing Neighbourhoods

(a) Neighbourhood Character

The OCP review provides an opportunity to establish neighbourhood character policies to guide consideration of development applications and public works projects. The new OCP would speak to aspects of the prevailing building and landscape character in a local area, and how these contribute to the overall feel and character of a particular neighbourhood. However, it is not envisioned that this process will generate detailed character statements for individual neighbourhoods.

At the District-wide level, ‘neighbourhood character’ provides the policy context for examining existing zoning and subdivision regulations that could allow for subdivision of over-sized lots, and construction of more appropriately-scaled houses.

(b) Public and Institutional lands

While significant land use change is not envisioned for existing neighbourhoods, there are currently a number of public, institutional and other non-residential uses in these neighbourhoods. Over time, opportunities may arise for redevelopment or re-purposing of these properties to meet broader community objectives – e.g., as possible sites for rental housing, family housing, seniors’ housing, seniors’ care, child care, public recreation, retail or other community-serving uses.

A study will be undertaken, as part of the review process, to determine appropriate land uses and built form scenarios for future redevelopment or ‘re-purposing’ of public and institutional lands.

(c) Village Nodes

In looking at the livability of existing neighbourhoods, consideration should also be given to residents’ daily retail needs and other basic services, which are lacking in many areas. Examining opportunities for creating or enhancing ‘village nodes’ (or ‘neighbourhood service centres’) was recommended by the Community Dialogue Working Group in 2008.

A study will be undertaken, as part of the review process, to examine the economic viability of both existing small-scale commercial nodes and the creation of new service nodes elsewhere in West Vancouver.

(d) Consideration of Ground-Oriented ‘Infill’ Housing

There is considerable community interest in a broad range of ground-oriented ‘infill’ housing types – e.g., duplexes, triplexes, coach houses, and townhouses; particularly as a ‘down-sizing’ opportunity for long-time residents. There is
currently no provision for additional housing of this type in established
neighbourhoods, other than: (1) coach houses as detached secondary suites\(^8\);
and (2) the block bounded by 20\(^{th}\) Street, Esquimalt Avenue, 21\(^{st}\) Street, and
Fulton Avenues, which was designated for future infill housing in 2011\(^9\).

Community engagement during the OCP review process will seek further public
input on infill housing – particularly with respect to type, unit size, appropriate
locations, and contextual issues. An objective would be to establish future land
use certainty in the OCP, as to where such housing would be appropriate in the
community, and under what conditions.

3.6.2 Future Development Areas

Outside of established neighbourhoods, it is expected that future population
growth will occur in the Ambleside Municipal Town Centre, Upper Lands
neighbourhoods in Rodgers Creek and the future Cypress Village, and in the
Horseshoe Bay village centre. Both recent and proposed developments along
the Taylor Way and Marine Drive corridors suggest that a study of development
opportunities and a future land use plan for these local areas is also warranted.

To help refine land use policy and development regulations for these areas, staff
will be undertaking a series of focused planning studies as described below:

(a) Ambleside Municipal Town Centre

- Review and update of existing OCP land use policies, development permit
guidelines and the AC1 and AC2 zones to further support revitalization of
the Ambleside Municipal Town Centre

- Ambleside waterfront plan (13th to 19th Streets)

- Study of the Ambleside Apartment Area – i.e., how to support retention of
existing purpose-built rental housing and add new rental housing,
including an examination of possible ‘infill’ development opportunities

(b) Upper Lands

- Complete Upper Lands Review in June 2015 – to inform an update of the
Upper Lands policy section of the OCP and other District initiatives

\(^8\) Detached Secondary Suites are a permitted use in the RS1, RS2, RS3, RS4, RS5, RS7, RS8, RS9,
RD1 and RD2 zones.

\(^9\) OCP Policy BF-13.1, which pertains to this single block, defines ‘infill housing’ as including: “smaller
single-family dwellings, coach houses, duplexes, triplexes, and/or combinations thereof".
- Commence work on an area plan for Cypress Village, guided in part by: existing OCP policies, the successful Rodgers Creek planning process, and the final recommendations of the Upper Lands Working Group

(c) Horseshoe Bay

- The need for a Horseshoe Bay community plan has been previously identified, but West Vancouver has never implemented a program of local area planning. The OCP review provides an appropriate framework for a more in-depth look at future land use and development opportunities in Horseshoe Bay; particularly, in light of proposed redevelopment of the Sewell's Marina property, possible changes to the BC Ferries terminal, and other planning considerations. It is likely that this work would commence sometime in 2016.

(d) Taylor Way and Marine Drive Corridors (see map on Page 16)

- The intersection of the (north-south) Taylor Way and (east-west) Marine Drive corridors is a principal gateway to West Vancouver, and a major transportation route accessing the Lions' Gate Bridge. Lands adjacent to these corridors include Park Royal Shopping Centre, established multi-family and single-family residential uses, and other commercial and institutional uses. The land use context is very complex, and the area is under redevelopment pressures.

- A study of this larger area and its component parts is needed to examine future development opportunities and challenges along both corridors; and to establish a policy framework to guide consideration of future development proposals. This study would commence in 2015, and would address the following sub-areas:

  1. Lands abutting Taylor Way from Keith Road north to Highway 1

     - This area includes a mix of older detached houses (both fee simple and strata-titled\textsuperscript{10}), established institutional uses (private hospital and synagogue), and a new seniors' care facility currently under construction.

     - This section of Taylor Way has seen incremental expansion of existing institutional uses, land speculation and assembly, and a previous redevelopment proposal for Taylorwood Place (withdrawn).

\textsuperscript{10} Taylorwood Place subdivision at Keith Road and Taylor Way is a bare-land strata subdivision.
2. Park Royal North and 752 Marine Drive

- These lands represent that portion of Park Royal Shopping Centre that is within the jurisdiction of the District of West Vancouver – i.e., the portion located north of Marine Drive; and the triangular site south of Marine Drive known as 752 Marine Drive\(^{11}\) (former site of White Spot restaurant).

- Park Royal North is fully developed with existing commercial uses and long-term leases in place. The mall is currently undergoing re-configuration with a revised tenant mix. While significant land use change is not anticipated over the short to medium term, the new OCP should establish a future land use vision for these lands.

- Further consideration of an in-stream rezoning application for 752 Marine Drive was tabled by Council in April 2015, so that the following items could be addressed: traffic, land use, housing mix, building height, and community benefits. The Taylor Way and Marine Drive Corridors study would address these and other issues pertaining to lands in the larger area, that are not currently subject to development applications.

3. Clyde Avenue east of Taylor Way area

- This area is located immediately northeast of the Taylor Way and Marine Drive intersection. It includes a mix of older office uses and a concrete parkade, along with more recent seniors' care and multi-family residential uses (both rental and ownership).

- The area is designated in the current OCP for a mix of residential and commercial uses, with a potential density up to 2.0 floor area ratio (FAR) for assembled sites within a minimum area of 20,000 sq.ft.\(^{12}\).

- Approximately half of this area has been redeveloped with a low-rise building form, partly in response to the established residential area above the escarpment to the north. Various parties have been unsuccessful in assembling another development site; whereas other property owners have not come forward with any proposals. Preliminary concepts for an odd-shaped assembly have been rejected by staff as they are

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\(^{11}\) "752 Marine Drive" is a triangular site comprised of three legal parcels with the civic addresses of: 752, 756 and 764 Marine Drive.

\(^{12}\) This includes a bonus FAR of 0.25 for projects that accommodate seniors' care, rental housing, park or community use facilities (per OCP Policy BF-D3)
not consistent with existing OCP policy or the established built form character.

- A review of existing OCP policies and guidelines for this area is, however, warranted as part of a study of the larger Taylor Way and Marine Drive area.

4. Lands east of the Capilano River

- Across the river from the Clyde Avenue area is a 'pocket' of West Vancouver that is often mistaken to be in North Vancouver. Lands east of the Capilano River within the District of West Vancouver include: Klahanie Park, Klahanie Park Lodge, Klahanie Park Family Housing, and Earl's restaurant.

- This area is immediately adjacent to the Lower Capilano Village Centre, which is designated for mixed residential-commercial development up to 2.5 floor area ratio. In light of this land use context, and issues related to traffic access/egress, a land use analysis of this area is warranted as part of the larger Taylor Way and Marine Drive study area.

- Consideration should also be given to the surrounding land use context, and jurisdictional boundaries adjacent to the proposed study area:

  - The Taylor Way and Marine Drive area within West Vancouver abuts two other local government jurisdictions – the Squamish First Nation, and the District of North Vancouver; and is also governed, in part, by the Ministry of Transportation and Infrastructure. As such, any land use study for this area will include information-sharing and cooperation with external agencies, in addition to the direct engagement of property owners and community stakeholders.

  - Taylor Way is the interface between the Sentinel Hill and Cedardale communities. The West Royal Towers at the southeast corner of the Taylor Way and Marine Drive intersection is an established multi-family (high rise) residential community; and, along with Cedardale and Sentinel Hill residents, will have a vested interest in land use issues in the study area.

  - Taylorwood Place and the Clyde Avenue area are separated by a small pocket of the Cedardale neighbourhood, comprising a mix of older and newer houses on a grid subdivision.

  - Park Royal North is immediately adjacent to 'Evelyn by Onni', a master-planned residential community currently under construction.
The component parts of the proposed Taylor Way and Marine Drive Corridors Study are shown in the map below:

Location Map: Taylor Way and Marine Drive Corridors Study Area
3.7 Community Engagement

As the fundamental document for shaping the future of this community, the new OCP must be developed with broad participation by West Vancouver residents. A robust program of community engagement will include a broad variety of information materials, public events of various types and scale, and the use of social media and other communications tools.

Staff is currently developing an overall communications plan for the OCP review process that will include the following:

- A distinct project identity
- A prominent profile on westvancouver.ca
- A strong social media presence
- Phased release of information materials and draft policies for public input
- Active polling on westvancouverITE
- Community surveys
- Engagement on both the overall OCP, and specific studies and initiatives to be undertaken during the review process

The various reports and recommendations of up to 25 different working groups will be reviewed by staff for key inputs into the new OCP. Former working group members will be invited to engage in the OCP review process as key community stakeholders. By participating in focused workshops, public forums or other engagement events – they will play an important ‘oversight’ role in ensuring that the topics addressed at the working group level, and the recommendations coming out of these processes are fully considered during the OCP review.

3.8 Project Time-Line

The following table provides a general time-line for the OCP review starting in 2015. A more detailed work plan will be developed once the general approach to the review is endorsed by Council, and specific terms of reference are developed for individual policy studies and area plans. Timing for implementation of the overall OCP review, or individual components of the review process, may be impacted by the availability of staff and other resources, and unforeseen circumstances.
<table>
<thead>
<tr>
<th>OCP WORK PLAN ITEMS</th>
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<th>2016</th>
<th>2017</th>
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<td>Completion of Upper Lands Review</td>
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<td>Review of working group reports / strategic plans</td>
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<td>Ambleside Town Centre Update</td>
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<td>Ambleside Apartment Area (infill study)</td>
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<td>Taylor Way and Marine Corridors Study</td>
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<td>CAC Policy Review</td>
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<td>Local Commercial/Service Nodes Study</td>
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<td>Horseshoe Bay Plan</td>
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<td>Develop updated OCP policies</td>
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Table: Preliminary (General) Time-Line for OCP Review

As noted in Section 3.7, there will be a variety of community engagement and input opportunities throughout the OCP review process, but these are not reflected in the above table.

3.9 Sustainability

The OCP review provides a strategic opportunity to re-think and refine key principles and planning objectives for achieving a socially, environmentally, and economically sustainable community.

3.10 Consultation

See section 3.7.

3.11 Communications Process

See section 3.7.
4.0 Options

4.1 Council may

(as recommended)

- Endorse the proposed Official Community Plan review process, as outlined in the report from the Manager of Community Planning, dated May 21, 2015, for implementation starting this year.

(or, alternatively)

- Provide alternate direction (to be specified).

Author:

[Signature]

Stephen Mikicich, Manager of Community Planning

Appendices:

A. Amendments to Official Community Plan Bylaw No. 4360, 2004 adopted between 2005 and 2014

941406/1

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### Amendments to Official Community Plan Bylaw No. 4360, 2004 adopted between 2005 and 2014 (shown in order of adoption)

<table>
<thead>
<tr>
<th>Bylaw</th>
<th>Adopted</th>
<th>Purpose</th>
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<tbody>
<tr>
<td>4492, 2006</td>
<td>2007-04-02</td>
<td>Establish policies and Development Permit Area for the Evelyn Drive Planning Area</td>
</tr>
<tr>
<td>4535, 2007</td>
<td>2008-02-18</td>
<td>Remove 2388 Marine Drive from DP Area BF-B11 (Duplex Areas) and include it in DP Area BF-C 5 (Dundarave Village Neighbourhood Centre)</td>
</tr>
<tr>
<td>4543, 2008</td>
<td>2008-07-28</td>
<td>Update Ambleside Town Centre policies and DP guidelines in accordance with Ambleside Strategy</td>
</tr>
<tr>
<td>4567, 2008</td>
<td>2008-09-28</td>
<td>Amend policies to reflect Rodgers Creek Area Development Plan and add DP guidelines for the Rodgers Creek Area to Guidelines UL 8</td>
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<tr>
<td>4541, 2007</td>
<td>2008-10-27</td>
<td>Amend the land use designation for 445 – 13th Street to an all-residential use</td>
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<tr>
<td>4612, 2009</td>
<td>2009-07-27</td>
<td>Add exemption to the Marina and Yacht Club DP Area BF-C 9 dealing with Fisherman's Cove fuel dock</td>
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<td>4625, 2010</td>
<td>2010-06-21</td>
<td>Add community greenhouse gas reduction targets and policies, as required by Provincial Bill 27</td>
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<tr>
<td>4643, 2010</td>
<td>2010-07-19</td>
<td>Allow for the examination of new housing prototypes in Existing Neighbourhoods through a District-led housing pilot program</td>
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<tr>
<td>4676, 2011</td>
<td>2011-05-16</td>
<td>Remove DP designation from 2203 Marine Drive (former Wetmore Motors' site) and add Policy BF-D 5 “NW Corner of 22nd Street and Marine Drive”</td>
</tr>
<tr>
<td>4619, 2011</td>
<td>2011-07-04</td>
<td>Establish “Infill Housing” designation and DP Area for the block bounded by Esquimalt Avenue, 20th Street, Fulton Avenue, and 21st Street</td>
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<tr>
<td>4694, 2011</td>
<td>2011-10-17</td>
<td>Amend Policy BF-B 7 to allow for seniors’ low cost rental housing with an FAR of 1.5 on the Kiwanis Lands</td>
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<tr>
<td>4724, 2012</td>
<td>2012-07-09</td>
<td>Amend policies and guidelines (HE 6) pertaining to the Lower Caulfield Heritage Conservation Area</td>
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<tr>
<td>4756, 2013</td>
<td>2013-06-17</td>
<td>Integrate waterfront plan and guiding principles into the OCP via amendments to Policy Sections 4 (Built Form and Neighbourhood Character) and 8 (Parks and Open Space)</td>
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<td>4768, 2013</td>
<td>2013-12-09</td>
<td>Establish land use designation for the 1300-block Marine Drive (south side) – i.e., mixed-use commercial/residential not to exceed 2.94 FAR and 7 storeys</td>
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<tr>
<td>4783, 2014</td>
<td>2014-07-07</td>
<td>Add Policy BF-B 14 “NW Corner of Taylor Way and Keith Road” and DP Area BF-B 14</td>
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<tr>
<td>4771, 2014</td>
<td>2014-07-21</td>
<td>Add new policies for rental coach houses as detached secondary suites, and ownership coach houses in limited circumstances, and establish DP Area BF-B 3.1</td>
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</table>