

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

5.

COUNCIL REPORT

Date:	February 18, 2019
From:	David Hawkins, Manager of Community Planning and Sustainability
Subject:	Horseshoe Bay Local Area Plan: Direction to Proceed
File:	2560-07

RECOMMENDATION

THAT

1. The Horseshoe Bay Local Area Plan Terms of Reference attached as Appendix A to the report from the Manager of Community Planning and Sustainability, dated February 18, 2019, be approved; and that
2. Staff be directed to commence the Horseshoe Bay Local Area Planning process in accordance with these Terms of Reference.

1.0 Purpose

The purpose of this report is to seek Council direction to commence the proposed planning process for the Horseshoe Bay Local Area Plan (LAP).

2.0 Legislation/Bylaw/Policy

The policy context for local area planning is provided by the District's Official Community Plan (OCP) Bylaw No. 4985, 2018.

As local area plans would be a component of the OCP, *Local Government Act* (LGA) requirements for OCP content are also relevant. Notably, OCPs must identify the "approximate location, amount, type and density of residential development" and the "approximate location, amount and type of present and proposed commercial" uses.

Additionally, the LGA enables the designation of development permit areas within an OCP to guide development in "an area in which a commercial use is permitted" and to establish "objectives for the form and character" of commercial and multifamily residential development.

3.0 Official Community Plan

The OCP provides a range of policies to support Horseshoe Bay LAP preparation. Excerpts are provided on the following page.

- 2.1.13 Create capacity for [...] new housing units through local area plans for the following areas, subject to provision 2.1.14 of this plan [...]:
 - c. Horseshoe Bay (200-300 estimated net new units).
- 2.1.14 Prepare local area plans 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.
- 2.3.3 Enhance Horseshoe Bay Village Centre as a local and regional destination with commercial land uses, such as:
 - a. Retail, service and restaurants centred on the waterfront;
 - b. Regional transportation facilities;
 - c. Visitor accommodation;
 - d. Tourism and recreation; and
 - e. Secondary office use.
- 2.3.22 Work with BC Ferries on Horseshoe Bay Ferry Terminal plans to support the local economic benefit of the terminal, integrate it with the intermodal transportation network, and mitigate any impacts of redevelopment on the community.
- 2.4.9 Continue to develop and refine streetscape design guidelines to support transit and active transportation prioritization in town and village centres and around neighbourhood hubs.
- 2.4.17 Develop parking management strategies in town and village centres to meet the needs of residents, business patrons and visitors of all ages and abilities and support more sustainable modes of travel.
- 2.4.23 Support bike and car sharing and carpooling in town and village centres, and explore collaboration with neighbouring municipalities, institutional, commercial and community partners.
- 2.6.19 Implement community energy and emissions initiatives to advance towards meeting the District's greenhouse gas emissions reduction target of 40% below 2010 levels by 2040 or

sooner, notably through the land use, housing, transportation, and infrastructure policies contained in this plan.

- 2.7.2 Provide for open space, public realm improvements and/or greenway trails through the town and village centres planning processes.
- 2.7.15 Advance the Spirit Trail to provide a multi-use trail linking from Horseshoe Bay to Deep Cove, in collaboration with North Shore municipalities, First Nations and other key partners.
- 2.8.14 Create and maintain public spaces in town and village centres and establish centre-specific public realm guidelines that consider art, culture and diversity.

The preparation of the Horseshoe Bay LAP would represent a key implementation opportunity for the above-mentioned OCP policies.

4.0 Background

4.1 Previous Decisions

At the June 25, 2018 Council Meeting Council passed the following motion:

THAT proposed "Official Community Plan Bylaw No. 4985, 2018" be adopted.

4.2 History

Historically a popular fishing and maritime destination with railway connection, Horseshoe Bay has grown into a residential community sloping down to a waterfront village core. While tourism and visitors remain a key component of the village, the introduction of the ferry terminal and the Upper Levels Highway in the 1950s introduced the dual dynamic of Horseshoe Bay being both an "end point" in itself and a place "en route" to other regional locations.

Horseshoe Bay has seen limited area-wide community planning in recent years. There is no current LAP in place, and much of the existing land use provisions – for example, the commercial, single detached and duplex zoning areas – have existed since 1955.

In 2015, Council endorsed a work plan to comprehensively review community planning in the District, through a two-part approach that included a review of high-level District-wide OCP objectives and policies, and the preparation of more detailed LAPs for its commercial centres. With the adoption of the District-wide OCP in 2018, the focus for community planning over the coming years is now expected to shift to LAPs.

Today, Horseshoe Bay Village's marine commercial character, casual ambiance, visitor attractions, and position as "Mile Zero" of the Sea-to-Sky

Highway and “gateway” to Howe Sound provide the setting for a waterfront neighbourhood, village, and destination.

This report recommends commencing the LAP process to refresh local planning and design provisions, situate these within the broader context of District-wide OCP objectives and policies, and integrate them with recent and ongoing Horseshoe Bay initiatives.

5.0 Analysis

5.1 Discussion

Planning Opportunity and Need in Horseshoe Bay

Recent and ongoing initiatives in Horseshoe Bay include:

- Sewell’s Landing redevelopment, with 159 multifamily housing units and ancillary commercial space (rezoned in 2016);
- Horseshoe Bay streetscape revitalization project (design guidelines approved in 2016);
- Spirit Trail connection between Horseshoe Bay and Deep Cove (ongoing);
- Horseshoe Bay Park revitalization project (ongoing); and
- Proposed BC Ferries Horseshoe Bay Terminal Development (ongoing).

These initiatives, and the absence of an existing LAP, provide both a need and an opportunity for area-specific policies and guidelines. A responsive and meaningful process and LAP can ensure the community’s perspectives and interests are reflected in a holistic and coordinated manner that guides positive change and enables the continued success of Horseshoe Bay. The local community has expressed interest in being involved in such an area-wide planning process.

Scope and Intent of the Horseshoe Bay LAP

The Horseshoe Bay LAP would represent an opportunity to collaborate with the community on local planning and design in a context-specific manner. The community would consider land use, public realm improvements and public amenities, and the built form, scale and character of new development, to shape a neighbourhood-level plan for the future.

The proposed scope of work for the Horseshoe Bay LAP is provided in the attached Terms of Reference (**Appendix A**):

- Understand the historical and current context of the area and establish a vision for its future;
- Situate the LAP vision within the broader context of community-wide objectives and policies for housing and neighbourhoods, the

local economy, transportation and infrastructure, parks and environment, and social well-being, as provided in the District's OCP;

- Prepare a land use map and accompanying policies for residential and other land uses (e.g. retail, marine, visitor accommodation, etc.);
- Update form and character design guidelines to guide future development ("look and feel", building heights and typologies, etc.);
- Recommend new or revised zoning provisions that reflect the proposed land uses and design guidelines;
- Coordinate public realm concepts and initiatives to support "place-making" and connectivity (e.g. commercial core, destination experience, shoreline park, streetscapes, etc.);
- Respond with local strategies to the community's expression of planning issues or objectives (e.g. sustainability, parking, accessibility, etc.);
- Identify public space and amenity opportunities and priorities that may be achieved through new development or programming of existing spaces through a public benefit strategy;
- Modify or confirm the local planning boundaries and net new housing unit estimates;
- Identify any municipal servicing and infrastructure requirements; and
- Present an implementation framework with tools and methods to realize the LAP.

Rezoning Applications prior to the Adoption of a Local Area Plan

The OCP provides formal policy guidance for Council's consideration of development proposals. Applications outside of current OCP approved LAP boundaries can proceed to Council's consideration where there is, and in accordance with, the relevant District-wide supportive OCP policy.

The OCP also provides formal policy guidance for Council's consideration of development proposals within current OCP approved LAP boundaries prior to the adoption of a new LAP, namely:

- 2.1.15 Prior to the adoption of a local area plan, consider proposals within the local area plan boundary 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 ability to advance the

public interest or provide other community benefits as determined by Council.

OCP Policy 2.1.15 also applies to Council's consideration of any rezoning proposals within other identified LAP boundaries, namely the Ambleside Town Centre and Taylor Way Corridor, prior to the adoption of their respective LAPs. These two LAPs are expected to be undertaken on completion of the Horseshoe Bay LAP, pending Council's direction at that time.

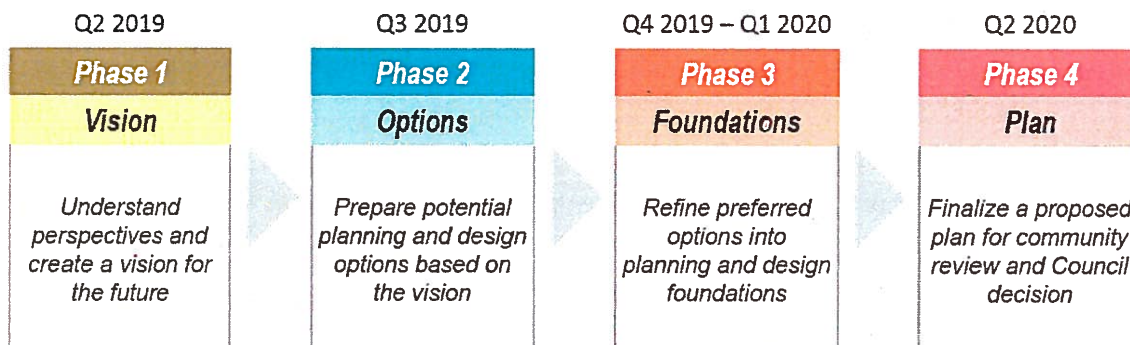
5.2 Sustainability

LAPs provide a significant opportunity to advance neighbourhood-specific responses to the District's environmental, social, economic, and cultural sustainability objectives in West Vancouver, as adopted through its 2018 OCP.

5.3 Public Engagement and Outreach

The Horseshoe Bay LAP Terms of Reference (**Appendix A**) propose four phases of an estimated twelve-month planning and engagement process:

Anticipated timeline:



Each phase of the process would provide authentic opportunities for the community and stakeholders to participate and collaborate in the preparation of the LAP. The Terms of Reference (**Appendix A**) further describe the overall aim of engagement, the general kinds of engagement opportunities that are anticipated, as well as scheduling and resourcing considerations. The process would be guided by the District's Community Outreach and Engagement Policy, would include input from Council's Community Engagement Committee, and would be responsive and adaptive to the findings of each phase of the process.

Subject to Council's direction to commence the LAP process (as recommended in this report), staff would create a dedicated project page on the District's website to provide information and the ability to register for email updates. Staff would also begin to reach out to identified local stakeholders, and undertake a broader mail-out to area-wide residents, landowners and businesses to inform them of the upcoming planning process, provide contact information, and invite their participation.

6.4 Other Communication, Consultation, and Research

The Horseshoe Bay LAP would be an integral part of implementing the District's OCP and would determine land use policies, development guidelines and associated considerations in the area, such as transportation and public amenities. Its preparation would involve staff from various divisions, as well as external agencies with interests in the area (e.g., BC Ferries, BC Housing). Additional research needs may arise and would be addressed as appropriate at that time. On completion of the LAP, Council would consider formal adoption of the proposed LAP into the OCP, as guided by legislative requirements, including a Public Hearing.

6.0 Options

6.1 Recommended Option

At the time of consideration of this report Council may:

- a) Approve the proposed Terms of Reference (**Appendix A**) and direct staff to commence the Horseshoe Bay LAP planning process, in accordance with these Terms of Reference.

6.2 Considered Options

- b) Request further information or provide alternate direction.

7.0 Conclusion

The District's new OCP calls for the preparation of an LAP for Horseshoe Bay. Staff recommend commencing this process, as described in this report and in accordance with the attached Terms of Reference (**Appendix A**).

Author:



David Hawkins, Manager of Community Planning and Sustainability

Appendix A: Horseshoe Bay Local Area Plan Terms of Reference

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Horseshoe Bay Local Area Plan Terms of Reference

Background

Located at the western tip of the District, Horseshoe Bay is a unique seaside neighbourhood sloping down to a commercial village situated along the waterfront. In addition to being a local residential and commercial neighbourhood, the presence of the BC Ferries' Terminal and the Village's location as "Mile Zero" of the Sea-to-Sky Highway make Horseshoe Bay a "gateway" to West Vancouver that is frequented year-round by visitors and tourists. Recent and ongoing activities – such as the Sewell's Landing development, the proposed BC Ferries' Terminal expansion, and the Park, Streetscape and Spirit Trail initiatives – have created both a need and an opportunity for a holistic, inclusive, and integrated approach to planning in Horseshoe Bay.

Local Area Plan (LAP)

The Horseshoe Bay LAP will reflect a planning approach to work with the community on issues and opportunities in a contextually-sensitive manner, while providing a neighbourhood-level response to broader District-wide objectives identified in the Official Community Plan (e.g., housing diversity, economic vibrancy, improved mobility, greenhouse gas reduction, and community connectedness). An LAP is a framework to guide positive change and strengthen the identity (or "sense of place"), livability, and success of a particular area. Through its engagement process, the LAP will outline the long-range vision for the village as a whole, provide more detailed regulations and guidelines to shape the form and character of new development, and confirm the local policy response to planning topics like housing, commerce, mobility, sustainability, and public amenities.

These Terms of Reference provide a framework for the Horseshoe Bay LAP – its intent, scope, and process. The Terms of Reference are a guide and do not predetermine the resulting plan or the details of all upcoming engagement opportunities. These will be determined responsively and as appropriate through the process itself.

Official Community Plan (OCP) Context

LAPs are situated within and will respond to the broader objectives and policies established for West Vancouver in its OCP.

In addition to District-wide objectives and policies, the OCP provides housing estimates (200-300 net new units) and an area planning boundary for Horseshoe Bay (roughly bounded between Highway 1, Wellington and Nelson Avenues, the shoreline, and Marine Drive – see **Map 1**). These unit estimates and planning boundaries provide context for the LAP, and will be reviewed, modified or confirmed through the LAP

process. This process will lead to a Horseshoe Bay LAP that will be proposed to Council for formal consideration and adoption into the OCP. Any changes to unit estimates and boundaries for the LAP would therefore be reflected in an OCP amendment at that time.



Map 1. Horseshoe Bay Local Area Planning Boundary

History

Horseshoe Bay is located on the traditional territory of the Coast Salish peoples, including the Squamish, Tsleil-Waututh and Musqueam First Nations, who have inhabited this area since before recorded history.

Following small logging operations in the nineteenth century, the settlement history of Horseshoe Bay was notably marked in 1914 by the introduction of the first passenger train running from Deep Cove, operated by the Pacific Great Eastern Railway (later BC Rail), leading to a burgeoning village in the 1920s and 1930s with cottages, accommodations, commerce and recreation oriented towards summer visitors. By the 1950s, Horseshoe Bay was a popular fishing and maritime destination, the site of new car ferry services to Gibsons, Nanaimo and Bowen Island, and a stop along the new Upper Levels Highway. Many of the general zoning provisions currently in place – such as the commercial, single detached and duplex land uses – also date from the 1950s.

Today, Horseshoe Bay remains a visitor and tourist destination. Residents are served by waterfront recreation, casual village shopping and dining, and access to transit, highway and ferry services. Public facilities, such as Gleneagles Elementary School, Gleneagles Community Centre, and Gleneagles Golf Course and Clubhouse, are located close to but outside of the LAP planning boundary.

Population, Transportation & Housing Characteristics

The Horseshoe Bay local planning area is home to around 680 residents, who represent approximately 1.6% of the population¹ of West Vancouver (*Statistics Canada, 2016*). In total, there are approximately 310 households in the area. Compared to the District, Horseshoe Bay has a larger proportion of one-person households (at 38% vs. District-wide at 27%) and a slightly lower proportion of households with children (37% vs. District-wide at 40%). There is a lower proportion of seniors over 65 years old (18% vs. District-wide at 28%) and a larger proportion of residents in their 40s and 50s (35% vs. District-wide at 29%). The average age of Horseshoe Bay residents is 45 years old (vs. District-wide average of 47 years old).

Approximately two-thirds of Horseshoe Bay area plan residents are active in the labour force (64%). Close to 90% of these working residents commute outside of the local area for work purposes and 69% commute out of West Vancouver (vs. 74% District-wide). Although Horseshoe Bay is located at the western tip of West Vancouver, commuting via transit is significantly higher (20%) than that of the overall West Vancouver average (10%). This is likely attributable to the availability of direct and relatively frequent transit (less than 15 minutes during peak hours) between Horseshoe Bay and Vancouver. Other transportation modes to work are: driving (68% vs. 80% District-wide), walking (11% vs. 5% District-wide), and biking (0% vs. 2% District-wide).

The housing composition of the planning area is provided in **Table 1**. Notable local characteristics include a near equal proportion of duplex (43%) and single-detached housing (31%), and an absence (0%) of both townhouses and apartments below 5

¹ In 2016, West Vancouver had a population of approximately 42,500 residents belonging to approximately 17,000 households.

storeys. The introduction of the Sewell's Landing development when complete (approved in 2016) will notably add new mixed-use and apartment units above 5 storeys. Horseshoe Bay also has a greater proportion of renters (43% vs. 25% District-wide) and is the location of the Libby Lodge, a seniors' non-market rental apartment building operated by BC Housing.

	Horseshoe Bay (current)		Horseshoe Bay (incl. Sewell's Landing)		District average
Single-detached homes	83	31%	83	19%	64%
Duplex	114	43%	114	27%	2%
Townhouse	0	0%	5	1%	3%
Mixed-use	25	9%	103	24%	3%
Apartments below 5 storeys	0	0%	0	0%	8%
Apartments above 5 storeys	45	17%	121	28%	20%

Table 1. Housing Composition of Horseshoe Bay and West Vancouver, 2017²

Scope of Work

The scope of work for the Horseshoe Bay LAP will include the following:

- Understand the historical and current context of the area and establish a vision for its future;
- Situate the LAP vision within the broader context of community-wide objectives and policies for housing and neighbourhoods, the local economy, transportation and infrastructure, parks and environment, and social well-being, as provided in the District's OCP;
- Prepare a land use map and accompanying policies for residential and other land uses (e.g. retail, marine, visitor accommodation, etc.);
- Update form and character design guidelines to guide future development ("look and feel", building heights and typologies, etc.);
- Recommend new or revised zoning provisions that reflect the proposed land uses and design guidelines;
- Coordinate public realm concepts and initiatives to support "place-making" and connectivity (e.g. commercial core, destination experience, shoreline park, streetscapes, etc.);
- Respond with local strategies to the community's expression of planning issues or objectives (e.g. sustainability, parking, accessibility, etc.);
- Identify public space and amenity opportunities and priorities that may be achieved through new development or programming of existing spaces through a public benefit strategy;
- Modify or confirm the local planning boundaries and net new housing unit estimates;

² Table 1 does not include approximate 40 basement suites.

- Identify any municipal servicing and infrastructure requirements; and
- Present an implementation framework with tools and methods to realize the LAP.

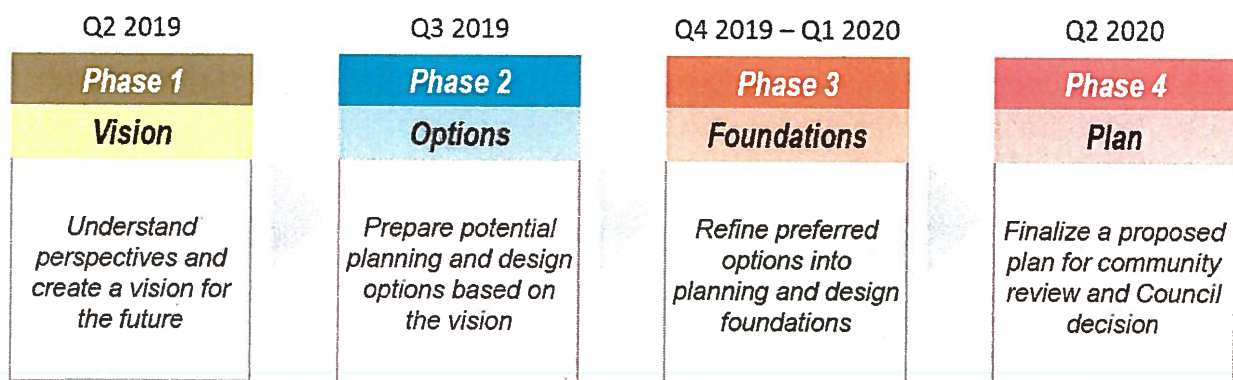
The planning horizon of the LAP is set at 2041 to remain consistent with the District's OCP and the Regional Growth Strategy.

Planning Process

Process Phases

The four phases of the Horseshoe Bay local area planning process are illustrated in the diagram below:

Anticipated timeline:



An interdivisional staff engagement team will guide engagement and receive input from Council's Community Engagement Committee, in accordance with District policy. Staff will update Council with progress reports on conclusion of each phase of the process, to summarize community input received to date, outline proposed next steps, and formally seek Council's direction to proceed to the subsequent phase.

Community Engagement

The engagement strategy will seek meaningful public involvement through all phases of the process and will provide opportunities for the community to collaborate with both the District and each other in the preparation of the plan. The overarching aim of engagement will be to reach out widely and transparently to facilitate an informative, varied, robust, and respectful process for those who choose to participate.

Opportunities for public engagement will include:

- Stakeholder meetings, discussions and roundtables;
- Larger-format community exercises and workshops;
- Smaller-group facilitated design charrettes;
- Open house formats to promote awareness and receive feedback;
- Survey tools for input and validation;

- Dedicated webpage with project information and the opportunity to register for progress updates; and
- Ongoing outreach through Horseshoe Bay community networks.

Identified Stakeholder Groups

In general, stakeholders for the Horseshoe Bay LAP process include local residents, landowners and businesses, employers and employees, and tourists and visitors. To reach out to these broad groups of the population and draw on their diverse perspectives, specific stakeholder groups/organizations have been identified to guide more targeted outreach and participation. Alphabetically:

- BC Ferries
- BC Housing
- Gleneagles Community Centre Advisory Board
- Gleneagles Elementary School and Parent Advisory Committee
- Horseshoe Bay Business Association
- North Shore Tourism Association
- Western Residents Association

It is anticipated that other stakeholder groups may be identified through the planning process. Staff will remain open to all interested parties (local or District-wide) and will seek to accommodate all those wishing to participate.

Schedule Considerations

The four-phase planning process is estimated to require approximately 12 months to complete. Staff consider this a reasonable and respectful timeline to meet the project's scope. It is, however, an estimate and may be impacted by other considerations, as outlined below.

Interim Reporting to Council

Staff will bring forward interim reports to Council on conclusion of each phase of the planning process to provide updates and obtain further direction. These interim reports, the findings of each phase of engagement, and the associated Council decisions may alter the plan-making timeline.

Significant Changes to Project Scope or Planning Boundaries

These Terms of Reference outline LAP scope and its preliminary planning boundaries. Discussion (and subsequent confirmation or modification) of the proposed LAP boundaries is anticipated to be accommodated within the proposed twelve-month schedule, and the process is anticipated to be fluid enough to adjust project scope as appropriate to respond to public input. However, significant expansions to the proposed planning boundaries and/or significant additions to project scope would likely increase the timeline.

Rezoning Applications during the Local Area Planning Process

The OCP provides policy to guide rezoning applications. Applications outside of current LAP boundaries can be reviewed and proceed to Council consideration in accordance with the relevant supportive District-wide policies. Applications within LAP boundaries received prior to LAP adoption can also be considered, subject to the following OCP policy:

- 2.1.15 Prior to the adoption of a local area plan, consider proposals within the local area plan boundary by:*
- a. Applying relevant District-wide policies contained in [the OCP] and any existing area-specific policies and guidelines; and*
 - b. Requiring the proposal's contribution to rental, non-market or supportive housing, or its ability to advance the public interest or provide other community benefits as determined by Council.*

Rezoning applications can affect the timelines and focus of the planning process depending on the nature of the application, and they may warrant extension of the process timeline in order to give full consideration to the interrelationship between rezoning applications and the LAP.

Resourcing

The project will be led by the Community Planning and Sustainability division. A full-time equivalent of 1.5 staff from within this division are available to support this project for its anticipated 12-month process, not including managerial and directorial oversight, and not including interdivisional support (e.g. staff hours from Transportation and Engineering, Communications and Community Relations). Additional financial resources of approximately \$125,000 are anticipated to cover advertising, mail-out, printing and material supplies, event logistics, urban design consultant support (e.g., plan visualization, design renderings, engagement charrettes), and technical plan requirements (e.g., land economics, legal). Based on progress reports and/or other divisional work plan priorities, staff may recommend and/or Council may direct changes to the staff and/or financial resourcing of this project.

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