

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

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## COUNCIL REPORT

Date:	July 7, 2022
From:	David Hawkins, Senior Manager, Community Planning & Sustainability
Subject:	Taylor Way Local Area Plan: Scoping Report
File:	2565-01

### RECOMMENDATION

THAT Council receive the report titled “Taylor Way Local Area Plan: Scoping Report” from the Senior Manager, Community Planning & Sustainability, dated July 7, 2022, for information.

### RECOMMENDATION

THAT staff be directed to bring forward a Terms of Reference for the Taylor Way Local Area Planning process in the first quarter of 2023 and an associated budget request to be considered through the 2023 budget process.

#### 1.0 Purpose

To provide Council with the potential timing, implications, and resource requirements of commencing the Taylor Way Local Area Plan (LAP) concurrently during the Ambleside 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 comprise part of the OCP, the Local Government Act (LGA) requirements for OCP content apply. Notably, plans 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 (DPAs) 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.

The Ministry of Transportation and Infrastructure (MOTI) is responsible for Arterial Highways within municipalities. Taylor Way is such a roadway, and therefore, as designated in the legislation, and under certain circumstances, MOTI has joint jurisdiction over approvals in municipalities

where changes in land use may impact the Arterial Highway within the project scope.

Such circumstances include, but are not limited to:

- Rezoning of a site within 800 m of an intersection of a Controlled Access Highway with any other public road (*Transportation Act*, Section 52).
- Subdivision of a parcel of land adjacent to a Controlled Access Highway within an incorporated area (*Land Title Act*, Section 80).
- Requests for a development permit to construct a commercial or industrial building over 4,500 m<sup>2</sup> gross floor area on a site where the zoning bylaw is subject to the first point above (*Local Government Act*, Section 924).

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

#### *Council Strategic Plan*

Council's Strategic Plan includes the following objective and deliverable:

Objective 1.6: Consider initial scoping for Taylor Way Corridor Local Area Plan.

Deliverable 1.6.1: By Q2 2022, report back to Council with timing, implications, and resource requirements of commencing Taylor Way LAP concurrently during Ambleside LAP.

#### *Official Community Plan*

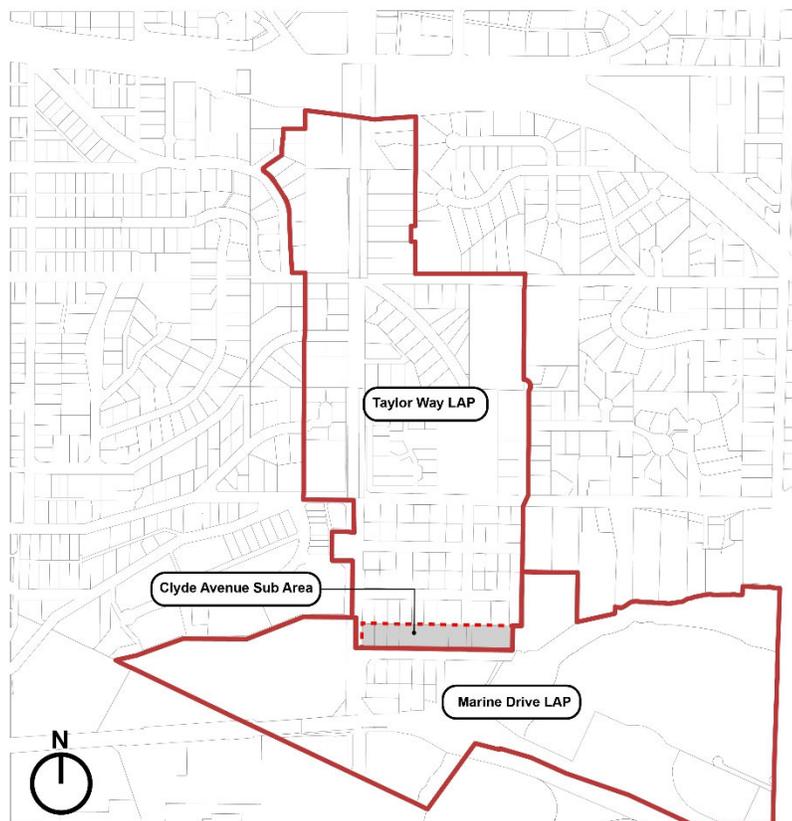
The OCP includes the following policies relating to the Taylor Way LAP:

- 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:
  - b. Taylor Way Corridor (500-600 estimated 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.

2.1.15 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 advancement of low-carbon construction, or its ability to forward the public interest or provide other community benefits as determined by Council.

The Taylor Way LAP would also be an opportunity to advance other, broader OCP objectives that support placemaking and public spaces, alternative transportation infrastructure, energy and emission reductions, public realm connections and trail networks, and the protection of watercourse and riparian corridors. Regarding OCP area-specific guidance, the Taylor Way LAP boundaries include the existing “Clyde Avenue East of Taylor Way” policies and guidelines, and about the area directed by the “Marine Drive LAP and Design Guidelines” (as shown in **Figure 1** below).



**Figure 1:** OCP area-specific boundaries

## 4.0 Financial Implications

Resourcing of the Taylor Way LAP is not currently in place. This report recommends a Terms of Reference for the LAP be prepared and accompanied by a budget request to be considered by Council Q1 2023. Staff would estimate the overall cost could be in the order of \$500,000 to cover expenses, to be determined in more detail (e.g., consulting, logistics, temporary staffing), and expected to be disbursed between 2023 to 2025. Any subsequent changes during the 2022 to 2026 Council term to the eventual Terms of Reference, to the scope of other approved work plan items, or the addition of future work plan items that carry financial implications would be addressed as necessary should they arise.

## 5.0 Background

### 5.1 Previous Decisions

At the November 8, 2021 Council Meeting, Council passed the following resolution, including Council's objective to scope the LAP:

*THAT Council's Strategic Plan 2021-2022, as attached as Appendix A to the report dated October 27, 2021, be approved.*

At the June 25, 2018 Council Meeting, Council passed the following resolution, adopting the OCP which directs the preparation of the LAP:

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

### 5.2 History

The District's OCP provides municipal-wide objectives and policies for land use, and further directs the work of more specific area-planning and design for key centres and corridors. This detailed-level implementation has included the completed LAPs for Marine Drive and Horseshoe Bay, and the Area Development Plan for Cypress Village which is well underway. On June 13, 2022, Council directed staff to advance Ambleside LAP planning. This report provides a potential approach to commence the Taylor Way LAP concurrently with Ambleside, in response to Council's Strategic Plan Objective.

## 6.0 Analysis

### 6.1 Discussion

#### **Site Context**

The LAP area is bordered by the Trans-Canada Highway to the north and Clyde Avenue to the south (**Figure 2**). The Evelyn Drive residential community currently under development and the Park Royal North retail property – part of the Park Royal Shopping Centre regional commercial destination itself located primarily across Marine Drive within the

Squamish First Nation – adjoin the LAP area to the southwest. The remaining context is predominately detached residential bounded by Sentinel Hill to the west and Capilano River to the east. Two schools and two places of worship are also located within the LAP.

Taylor Way is an arterial highway traveling north-south for the length of the LAP area to connect the Lions Gate Bridge and the Trans-Canada Highway. Given its close proximity to downtown Vancouver, it serves as a regional gateway to the District and a major corridor for travelers, as well as a means of access for local residents. Keith Road and Inglewood Avenue are the major east-west streets spaced roughly equidistantly with 400 m separating the intersections. Frequent transit connects Marine Drive with much of the remainder of the District, and rapid transit connects Park Royal to other destinations across the North Shore.

The LAP area is defined by the natural slope with an elevation change of 60 m along Taylor Way. Haden and Brothers Creeks flow through the area before emptying into the Capilano River. There are public, outdoor spaces associated with the school and along creek corridors, and Cedardale Park is located 500 m east of the LAP. The larger Klee Wyck, Hugo Ray and Klahanie Parks are also in the vicinity, although the latter is separated by Capilano River in terms of pedestrian access.

Taylor Way is home to approximately 920 residents, or roughly 2% of the District's population (2016 Census). The existing seniors housing facilities within the LAP area – Amica Lions Gate, Amica West Vancouver, and Inglewood Care Centre – contribute to a demographic distinction for Taylor Way in comparison to the overall District: 61% of residents are seniors aged 65 years and over (versus 28% District-wide); conversely, 14% of Taylor Way residents are children and young adults aged 0-24 years (versus 26%).

Due to the LAP's bisection by Taylor Way, and the importance of this arterial to the region, there can be a tendency to view Taylor Way first and foremost as a "corridor". While this is acknowledged, the area is also an important place to live, study, work, and worship that is proximate to and shaped by natural and recreational features. The planning process would create the framework to consider how the area can best function to serve current and future residents, complement adjacent conditions, and contribute to West Vancouver (e.g., housing, public realm, natural features) – beyond a narrow transportation infrastructure perspective. In other words, an important LAP consideration will be to recognize Taylor Way as a "place", not only as a "road".

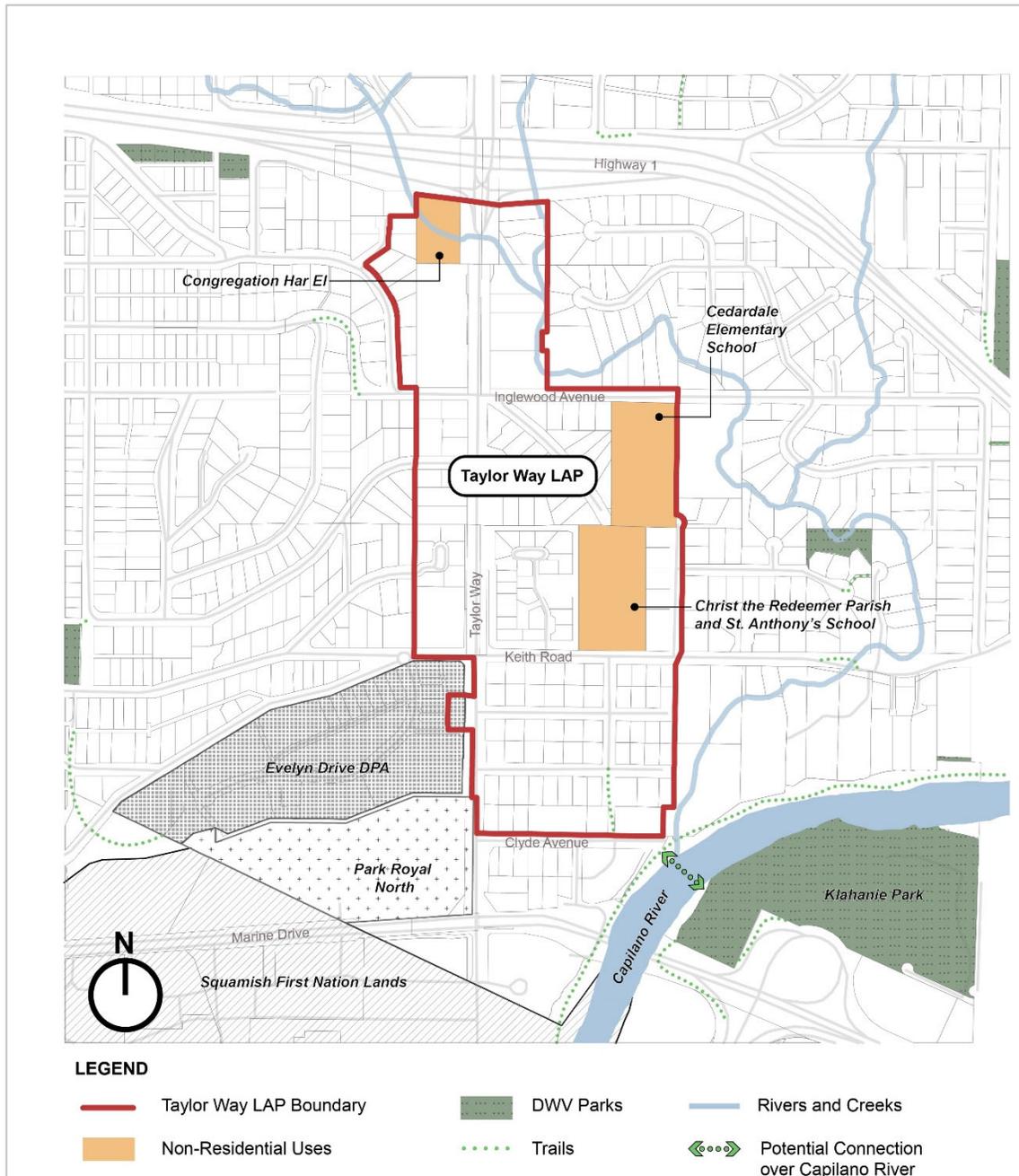


Figure 2: Taylor Way LAP boundaries in context

### ***Timing, Implications and Resource Requirements***

The preparation and subsequent consideration of Council's two adopted LAPs – Marine Drive in 2017, and Horseshoe Bay in 2021 – required approximately 18 and 24 months, respectively. In different ways, each project timeline was shaped by: the nature of the area and complexity of the land use change; the available staff capacity; Council direction through the process; Council addition of new work plan items or changes to existing work plan items; reduction in budgets and the external impacts of the COVID pandemic; and – above all – by the level of engagement and adaptive management to engagement findings through the planning processes.

Accordingly, staff would estimate an 18- to 24-month process for the Taylor Way LAP, from when the project initiates (e.g., from mid-2023 to mid-2025). Staff's recommendation is to prepare a Terms of Reference for the LAP and an associated budget request. Pending Council's confirmation of project scope (through approval of these Terms of Reference) and Council's budgetary decisions in Q1 2023, staff would estimate the LAP could commence in Q2 or Q3 2023. This would mean a finalized LAP could be considered for adoption by Council early- to mid-2025.

The implications of this approach would mean that rezoning applications within the LAP boundary could continue to proceed to consideration prior to LAP adoption consistent with OCP policy 2.1.15 (as cited in Section 3.0 of this report), based on existing OCP policies and any proposal's contribution to housing needs, or climate action, or other community benefits as determined by Council.

Regarding staff's work plan and Council's Strategic Objectives, the implications would be that a major departmental focus would be on undertaking and completing the two remaining LAPs (Ambleside and Taylor Way) concurrently over the coming years. As described and recommended in this report, a proposed Taylor Way Terms of Reference and associated budget request would occur in Q1 2023; at which point, Council may have revised its objectives through an updated Strategic Plan and Council could direct staff accordingly at that time. Per Council direction at its June 13, 2022 meeting, initial draft plan options for Ambleside will also be presented to Council for direction in Q1 2023.

Should Council confirm that Ambleside continues to proceed, and should Council approve the Taylor Way Terms of Reference and budget, this would imply the Community Planning and Sustainability division's work plan is largely "set" for the 2022-2026 Council term; primarily focusing on the two LAPs, the ongoing update to the Economic Development Strategy, the advancement of GHG reductions to meet IPCC targets, and responding to externally-driven, legislative requirements (replacement regulations for the expiring Caulfeild Land Use Contract, revised Regional Context Statement, and updated Housing Needs Report).

In terms of resources, as described, the Taylor Way LAP is not currently within Community Planning and Sustainability's work plan or budget. Council would be presented with a Terms of Reference and a budget request Q1 2023 to consider before commencing the LAP process itself. Pending the preparation of Terms of Reference, staff estimate the total cost of the Taylor Way LAP would be in the order of \$500,000 (to be disbursed across 2023, 2024 and 2025). These costs do not include managerial and directorial oversight, nor interdivisional impacts.

## 6.2 Sustainability

LAPs provide a significant opportunity to advance the District's environmental, social, economic, and cultural sustainability objectives as adopted through its 2018 OCP.

## 6.3 Public Engagement and Outreach

Staff estimate the overall LAP would require an 18- to 24-month planning and engagement process once initiated. Subject to the preparation of Terms of Reference and pending subsequent Council direction and budgetary decisions, an engagement plan would be prepared and guided by Council's Community Engagement Committee in accordance with District policy.

## 6.4 Other Communication, Consultation, and Research

LAP preparation would involve staff from various divisions, as well as external agencies with interests in the area – most notably, MOTI (given joint jurisdictional interests), TransLink (given existing and potential future transit service), and Park Royal (given the adjacency of Park Royal North, and the northbound off-ramp up the eastside of Taylor Way). Additional research needs may arise and would be addressed as appropriate at that time. On completion of the process, Council would consider formal adoption of the proposed LAP into the OCP, as guided by legislative requirements, including a Public Hearing.

## 7.0 Options

### 7.1 Recommended Option

At the time of consideration of this report Council may:

- a) Receive this report for information and direct staff to prepare a Terms of Reference and associated budget request to be considered in the first quarter of 2023.

### 7.2 Considered Options

- b) Receive this report for information only.
- c) Request further information or provide alternate direction.

## 8.0 Conclusion

The District's OCP calls for the preparation of the Taylor Way LAP and Council's Strategic Plan directs a scoping report regarding potential timing, implications and resources to undertake this LAP concurrently with the Ambleside LAP. To this end, staff recommend preparing a Taylor Way LAP Terms of Reference and accompanying budget request, to be presented to Council for consideration in the 2023 budget cycle.

Author:



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