

COUNCIL AGENDA

Date: June 20, 2016 Item: 8

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

## COUNCIL REPORT

Attachments for item 8  
provided under separate cover

Date:	June 1, 2016
From:	Matthew Roddis, Manager of Urban Design David Hawkins, Manager of Community Planning
Subject:	Marine Drive Context Study
File:	2517-06

### RECOMMENDED THAT:

1. The Marine Drive Context Study (attached as Appendix A to the report dated June 1, 2016) be received for information as part of the Official Community Plan review; and
2. Staff, Design Review Committee, and Public review and evaluation of development applications within the study area proceed as informed by the Study's findings.

### 1.0 Purpose

The purpose of this report is to provide Council and the community with the Marine Drive Context Study as an information tool to assist in the review of development applications within the study area.

### 2.0 Legislation/Bylaw/Policy

Extensive policy context relevant to land use in the Marine Drive study area (around Park Royal) is provided by the District's Official Community Plan (OCP, Bylaw No. 4360). Excerpts are provided below.

#### Policies supporting development centres:

LE 1: Plan for a hierarchy of commercial areas that serve a variety of roles in the community.

Support development that enhances Park Royal's gateway location and minimizes generation of increased peak hour traffic.

Cooperate with the Park Royal Shopping Centre owners and the Squamish Nation to integrate their future development and operational decisions into the larger community planning framework.

BF-C 7: Recognize the role of the Park Royal Shopping Centre as the eastern "gateway" to West Vancouver.

LE 3: Encourage mixed commercial and residential redevelopment

projects in commercial centres where consistent with ongoing commercial activity.

BF-C 2: Support the commercial centres by encouraging residential uses.

Policies supporting housing, including rental and supportive:

SP 2: Recognize and plan for people with diverse means and needs [including access to housing].

SP 5: Encourage the provision of housing, services and facilities to meet the needs of young adults and young families with children.

SP 8: Continue to work toward an accessible community, free of social and physical barriers, for people with disabilities [including access to housing].

H 7: Support the provision of non-market housing [including through bonus density].

H 8: Support the provision of adaptable design in a variety of housing forms [including through bonus density].

H 9: Support the provision of rental housing [including through bonus density].

Policies supporting environmental design:

H 12: Encourage more energy efficient buildings that help to reduce community greenhouse gas emissions.

BF-A 1: Promote superior environmental design in new development.

Policies specific to Clyde Avenue (east of Taylor Way):

BF-D 2: Allow for rezoning in the Clyde Avenue area east of Taylor Way to allow for a mix of uses including residential, mixed commercial residential buildings [including to achieve park-like landscaping and connections to Capilano river].

BF-D 3: Provide incentives (with a density of up to 2.0 FAR) for development to encourage property consolidation to create larger parcels of land with better opportunities for design and for improvements to the public street areas, and to encourage uses that would have defined community benefit [including bonus density for rental, parkland, or transfer of development potential for heritage preservation].

Policies supporting integrated land use and transportation planning:

T 1: Coordinate and consult with provincial agencies, neighbouring municipalities and the Squamish Nation.

T 2: Pursue comprehensive approaches to local transportation planning, including support of sustainability principles [including

cycle lanes, transit supportive public realm].

T 3: Coordinate transportation infrastructure with local area planning.

T 5: Enhance and expand transportation options to reduce auto dependency and associated environmental impacts [including Marine Drive transit and cycling, bus only lanes and queue-jumpers].

As part of the ongoing OCP review, *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 include policies “respecting affordable housing, rental housing and special needs housing”.

### 3.0 Background

A contextual planning study of the Marine Drive corridor (Park Royal area) has been endorsed as part of the OCP review.

#### 3.1 Previous Decisions

At the December 7, 2015 Council meeting Council passed the following motion:

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

#### 3.2 History

There are two significant development applications within the study area: 752 Marine Drive (former White Spot restaurant site) and 303 Marine Drive (current Earl’s restaurant site). Staff are also anticipating a development application for an assembly at 660 Clyde Avenue, 657 and 675 Marine Drive.

Given the need for timely direction on current and pending development applications, the Marine Drive Context Study has been brought forward as the first area study to be conducted under the OCP review.

### 4.0 Analysis

#### 4.1 Discussion

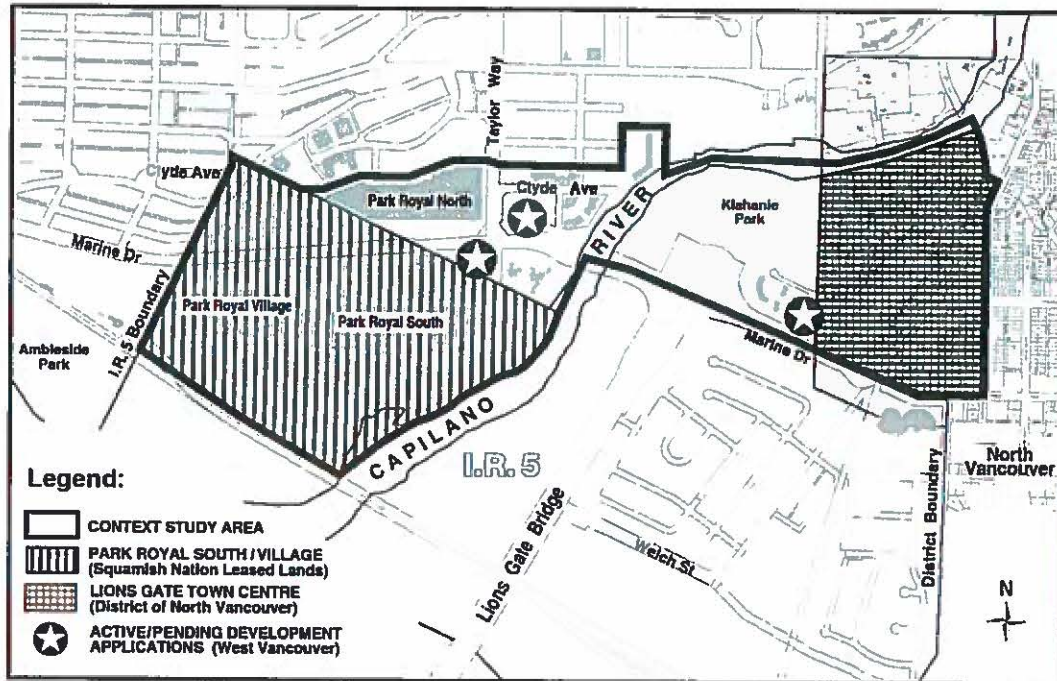
##### Context Study Area

The study addresses unique conditions at the eastern perimeter of West Vancouver. The area in question covers around 230 acres and is comprised primarily of lands outside of the District’s jurisdiction:

- around 100 acres for Park Royal South and Village (on leased Squamish Nation lands); and

- around 50 acres for Lions Gate Town Centre (within the District of North Vancouver).

Due to the age of existing buildings or current lease arrangements, very little West Vancouver land in the study area is expected to redevelop in the foreseeable future. The three active West Vancouver sites (comprising less than four acres combined, or 1.65% of the study area) are illustrated on the map below:



The primary objective of the study has been to situate these current or pending West Vancouver applications within this broader multi-jurisdictional context to help Council and the public make informed decisions about land use and built form. Recognizing that this broader context is largely outside of the District's jurisdiction means acknowledging that the context for some sites is effectively set by our neighbouring jurisdictions. This is notably the case for 752 Marine Drive and 303 Marine Drive, whose "edge conditions" respond directly to Park Royal South (leased Squamish lands) and Lions Gate Town Centre (North Vancouver) respectively.

Establishing and illustrating this context has required a collaborative approach and significant information sharing. All representations contained in the attached Context Study of planning and development scenarios for the City and District of North Vancouver are based on published planning documents. For leased Squamish lands, concept development has been prepared by Park Royal. All development on leased lands is subject to Squamish Nation review and Band Council Resolution.

### Study's Findings: Planning and Design Directions

As indicated in Section 2.0 of this Council Report, there is significant existing OCP policy basis for:

- supporting mixed use redevelopment in centres;
- achieving rental and other housing objectives through increased density; and
- integrating land use planning with sustainability objectives (e.g. reducing automobile dependency, improving environmental design).

However, with the exception of Clyde Avenue east of Taylor Way (where this policy is location specific), there has been a need to understand how such policy “lands” in the study area.

The study's findings are that there is a significant “triple word score” opportunity to implement land use, transportation, and energy policy in this location in support of the District's sustainable development objectives. In short, this would mean locating more affordable and diverse housing options in an emerging transit-oriented, pedestrian and bicycle friendly neighbourhood, where greenhouse gas emissions will be lower.

Key findings that can be extracted from the study are as follows:

- Existing growth management plans across the North Shore combine to position this frequent transit corridor as the primary North Shore transit-oriented development location.
- From “bridgehead-to-bridgehead” (Ironworkers to Lions Gate, including the Lonsdale corridor), up to 15,000 new dwelling units are planned (not including any development on Squamish Lands or West Vancouver).
- There is very minimal West Vancouver land in play, with three active development sites potentially yielding 600 units (or 4% of the total units planned on or around the corridor).
- Existing data indicates high transit, walking and cycling mode choice in the study area (versus other locations in West Vancouver where driving to amenities, services, or employment is the typical and sometimes only choice).
- Due to its proximity to transit, amenities, services, and employment, the study area is particularly suited for rental and other housing types (e.g. supportive housing), which are lower trip generating uses than office or retail.
- There are significant public realm improvement opportunities to enhance livability and non-vehicular connectivity in the area, including access to the area's primary natural asset, Capilano River.

- Given existing and planned public spaces (e.g. parkland, new community centre in North Vancouver's Lions Gate Town Centre), an amenity strategy should focus on improving connections to these assets, targeting missing ones (e.g. daycare), and increasing the rental or supportive housing supply.
- Taller built-forms are appropriate in this location from a "fit" perspective (there are existing and planned high-rises).
- There is an existing and emerging built form context or "pattern", and an opportunity for new development to contribute positively to this pattern.
- The design principles articulated in the Context Study include: an emphasis on slender forms, with grouped hierarchies of buildings used to make a positive contribution to the skyline and to mark gateways, while achieving symmetrical street conditions and enhanced pedestrian and cycle connections at ground-level.
- Importantly, these principles will imply modifications to development applications as previously proposed, including a reduction to the massing and density previously proposed for 752 Marine Drive.

Articulating such planning and design expectations is intended to allow Council, the community, and the development industry to understand how buildings should relate to other buildings within this study area, and hence how managed growth may occur. Proposals will be expected to contribute to a cohesive vision in this multi-jurisdictional location, allowing change to be orderly, and decisions around use, form, and height not to be "random".

### OCP Review

It is also important to understand how this area relates to other areas that will be considered through the broader OCP review. This area is unique. The context for two sites (752 and 303 Marine Drive) is effectively set by neighbouring jurisdiction's existing and planned conditions, so any West Vancouver policy for these locations will by definition be site-specific and hence addressed through the development application process. Clyde Avenue, in contrast, has established policy to guide developments.

The next area study anticipated for the OCP review, Ambleside Town Centre (expected to begin fall 2016), will present different conditions that will imply a different planning approach. The land use jurisdiction is wholly West Vancouver's, allowing for a neighbourhood-based community planning process that responds to the built-form context. Similarly, staff's analysis of upper Taylor Way (from Clyde north to the highway) to be undertaken in 2017 is also expected to yield different development scenarios, anticipated to be consistent with that corridor's scale.

#### 4.2 Sustainability

A significant sustainable “triple word score” planning opportunity exists in this area. Managed growth can be accommodated in a way that reduces reliance on the car (and its associated greenhouse gas emissions), increases housing diversity and affordability, and provides for district energy opportunities.

#### 4.3 Public Engagement and Outreach

The Marine Drive Context Study is a planning analysis and information tool. It does not replace public review and Council deliberation of each individual development application in the study area. Rather it is intended to enhance that review and consideration by providing extensive planning and design context. This context is primarily set by neighbouring jurisdictions, so public engagement and outreach regarding West Vancouver’s limited land in this area is most appropriately conducted through the development review process for each site.

As such, and consistent with the Staff recommendation accompanying this report, each development application is anticipated to proceed to Design Review Committee, public review through development application information meeting(s), and ultimately to Council for consideration of rezoning bylaws.

#### 4.4 Other Communication, Consultation, and Research

Significant research and information sharing informed this study. Further, the Marine Drive frequent transit corridor (extending eastwards to East 3<sup>rd</sup> and Main Street in North Vancouver) is also currently the subject of a study, coordinated by MetroVancouver and TransLink, involving staff representatives from the three North Shore municipalities, the Squamish First Nation, and the Ministry of Transportation and Infrastructure. This study, when complete, is anticipated to help guide transit service and design on this corridor.

### 5.0 Options

#### 5.1 Recommended Option

Receive the Marine Drive Context Study for information and direct staff to review development applications and proceed to Design Review Committee and public information session as informed by the study’s findings.

#### 5.2 Considered Options

Request further information or provide alternate direction (to be specified).

## 6.0 Conclusion

With integrated transportation and land use planning, significant growth is occurring across this North Shore corridor. The Marine Drive Context Study provides a planning and urban design analysis that responds to the relatively small West Vancouver portion of this corridor around Park Royal.

This report recommends that current and pending development applications therefore be reviewed within this emerging context, in accordance with the planning directions and urban design principles articulated in the study.

Authors:



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Appendix:  
A. Marine Drive Context Study