

COUNCIL AGENDA

Date: May 28, 2018 Item: 5.



5.

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

## COUNCIL REPORT

Date:	May 15, 2018
From:	David Hawkins, Manager of Community Planning and Sustainability
Subject:	Proposed Official Community Plan Bylaw No. 4985, 2018
File:	2517-02

**RECOMMENDATION:**

THAT opportunities for consultation on the proposed “Official Community Plan Bylaw No. 4985, 2018”, with persons, organizations, and authorities, as outlined in the report from the Manager of Community Planning and Sustainability dated May 15, 2018, be endorsed as sufficient consultation for purposes of section 475 of the Local Government Act.

**RECOMMENDATION:**

THAT proposed “Official Community Plan Bylaw No. 4985, 2018” be read a first time.

**RECOMMENDATION:**

THAT proposed “Official Community Plan Bylaw No. 4985, 2018” be considered in conjunction with District financial plans and any applicable waste management plans.

**RECOMMENDATION:**

THAT the Regional Context Statement forming part of proposed “Official Community Plan Bylaw No. 4985, 2018” be submitted for acceptance by the Metro Vancouver Regional District Board in accordance with section 448(1) of the Local Government Act.

**RECOMMENDATION:**

THAT proposed “Official Community Plan Bylaw No. 4985, 2018” be presented at a public hearing scheduled for June 18, 2018, at 6 p.m. in the Municipal Hall Council Chamber, and that statutory notice be given of the scheduled public hearing.

**1.0 Purpose**

To commence formal adoption procedures for the proposed Official Community Plan Bylaw No. 4985, 2018, in accordance with the legislative authority.

## 2.0 Legislation/Bylaw/Policy

The District's current Official Community Plan (OCP) was adopted in 2004 as Bylaw No. 4360. The legislative authority and requirements pertaining to municipal OCPs are established in the *Local Government Act* (LGA). Per the LGA, "an official community plan is a statement of objectives and policies to guide decisions on planning and land use management." As such, an OCP must include:

- the approximate location, amount, type and density of residential development;
- policies regarding affordable, rental and special needs housing;
- the approximate location and amount of other land uses (e.g. commercial, institutional);
- the approximate location and type of public facilities (e.g. schools, parks) and of any major new road, sewer and water systems;
- any restrictions based on hazardous conditions or environmentally sensitive areas (e.g. Development Permit Areas);
- greenhouse gas reduction targets and policies to achieve them; and
- a *Regional Context Statement* demonstrating general or future consistency with the *Regional Growth Strategy*.

## 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 December 7, 2015 Council Meeting Council passed the following resolution:

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

At the July 4, 2016 Council Meeting Council passed the following resolution:

"THAT the report titled "Demographic, Housing and Employment Projections: District of West Vancouver" attached as Appendix A to the report dated June 15, 2016 be received for information."

At the October 3, 2016 Council Meeting Council passed the following resolution:

“THAT the report titled “Official Community Plan Review: Progress Update and Next Steps” dated September 15, 2016 be received for information.”

At the June 19, 2017 Council Meeting Council passed the following resolution:

“THAT the report titled “Official Community Plan Review: Progress Report” dated June 2, 2017 be received for information; and the next steps for the Official Community Plan Review outlined in the report be endorsed.”

At the October 16, 2017 Council Meeting Council passed the following resolution:

“THAT the summary of progress to date on the Official Community Plan Review described in the report from the Manager of Community Planning and Sustainability be received for information; and the Official Community Plan Review continue in accordance with the next steps outlined in this report.”

At the February 5, 2018 Council Meeting Council passed the following resolution:

“THAT

1. the report titled “Official Community Plan Review: Preparation of a Draft Plan” dated January 18, 2018 and the Phase 3 Public Engagement Summary attached as Appendix A to this report be received for information;
2. staff prepare and release a Draft Official Community Plan for public review and feedback as described in the report; and
3. staff report back to Council with engagement findings and recommendations for proceeding to formal Council consideration of a Proposed Official Community Plan Bylaw in accordance with the legislative authority.”

### 3.2 History

On June 8, 2015 Council endorsed a work plan to review the OCP comprised of a series of component parts. The associated public engagement program consists of two engagement streams:

1. the review of higher-level OCP Policy Chapters; and
2. the preparation of more detailed Local Area Plans for key centres and corridors.

The subject of this report is the completion of stream “1” – the higher-level review of District-wide OCP policy chapters – and the recommendation for Council to commence adoption procedures for a revised OCP based on this review. Progress towards Local Area Plans for Ambleside, Taylor Way, Horseshoe Bay, and Cypress Village will continue, as informed by these revised District-wide policies and as guided by their own detailed engagement processes (stream “2”). Existing area-specific policies and

guidelines for these centres and corridors will remain in place until these Local Area Plans are adopted.

## 4.0 Analysis

### 4.1 Discussion

This report serves to introduce a proposed OCP for Council's consideration. The plan is the result of a collaborative public engagement process that has been:

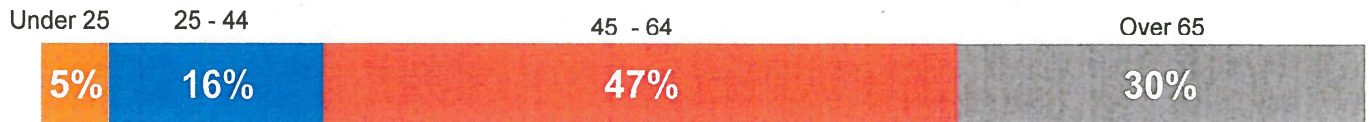
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- |                                 |   |
|---------------------------------|---|
| <b>Comprehensive</b>            | <ul style="list-style-type: none"><li>• ~100 events and meetings.</li><li>• ~1000 surveys, workbooks, and comment forms submitted.</li><li>• ~4500 instances of engagement.</li></ul>   |
| <hr/>                           |   |
| <b>Widely-promoted</b>          | <ul style="list-style-type: none"><li>• 34 newspaper advertisements.</li><li>• 24 eNewsletters updates throughout the process; over 90 stakeholder groups reached.</li><li>• 76 social media posts with over 35,000 impressions.</li></ul>  |
| <hr/>                           |   |
| <b>Innovative and inclusive</b> | <ul style="list-style-type: none"><li>• Events held in different locations, at varying times of the day and on different days of the week to encourage broad participation.</li><li>• A variety of formats, from facilitated discussions, to collaborative writing, and real-time interactive polling.</li><li>• Attendance at Harmony Arts, Heritage Fayre, Farmers' Market, and Pop-Up planning offices took engagement out into the community.</li><li>• Specific engagement for harder to reach groups, including a translated workshop and youth events.</li></ul> |
| <hr/>                           |   |
| <b>Representative</b>           | <ul style="list-style-type: none"><li>• The review process included demographic questions for surveys conducted in Phases 1, 3 and 4 to find out about participants.</li><li>• ~95% of survey and comment form respondents live, work or both in the District of West Vancouver.</li><li>• The ages of survey respondents typically reflect current demographics of the District of West Vancouver.</li></ul>   |
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Respondents' place of residence and/or employment (Phases 1, 3 and 4):



Respondents by age (Phases 1, 3 and 4):



**Guided by citizens and Council**

- Council were briefed on each phase and directed staff to proceed to the next.
- Council's Community Engagement Committee discussed the OCP Review at six meetings between October 2016 and January 2018.

A description of each phase in the engagement process is provided in Section 4.3 of this report.

The updates to higher-level community-wide directions in the proposed OCP bylaw fulfill the legislative land use requirements of an OCP with policies and objectives regarding Housing and Neighbourhoods, the Local Economy, Transportation and Infrastructure, Parks and Environment, and Social Well-Being.

Community discussion around these themes is not new. In the decade following the adoption of the existing 2004 OCP, a series of Council-directed citizen Working Groups led engagement processes and in depth reviews to recommend strategies on many of the land use related topics an OCP must address<sup>1</sup>. A tenet of these various Working Group reports was that the 2004 OCP should be updated. Accordingly, the OCP review process included five "focus group" meetings with the former chairs and vice-chairs of these relevant Working Groups to ensure this decade of citizen input and policy development was considered through the review process.

The planning issues facing the community are also not new. The existing 2004 OCP describes the need for smaller homes and options for families and seniors, the need to reinvigorate our commercial areas, the need to reduce our car-dependence and the length of our vehicle trips, the need to advance sustainability, and the need for municipal involvement to promote social health.

However, in the decade and a half since the current OCP was adopted the average size of houses has increased while average household size has

<sup>1</sup> E.g.: *Community Dialogue on Neighbourhood Character and Housing* (2008); *Heritage Strategic Plan* (2008); *Strategic Transportation Plan* (2010); *Parks Master Plan* (2012); *Upper Lands Working Group* (2015); *Community Energy and Emissions Plan* (2016).

decreased; we have been losing local jobs at a time when the region's economy has expanded; our greenhouse gas emissions have actually increased; and our population is declining, with a quarter of children in West Vancouver schools living in other municipalities and our residents describing a loss of social vibrancy.

In response to thousands of engagement discussions, the proposed OCP lays out actionable policies that seek to address these (and other) issues, while respecting and protecting what the community values most about West Vancouver today, so that our quality of life is maintained and enhanced.

The proposed OCP bylaw is attached as Appendix A:

- **Part 1** of the proposed OCP bylaw establishes the historical, community, regional and legislative context of the plan;
- **Part 2** provides Community-Wide Directions for each OCP topic, situating policy actions in relation to issues they address and describing how the proposed approach works synergistically with other policy topics; and
- **Part 3** outlines the approach to plan management and implementation.

Attached to these higher-level District-wide policies are three schedules:

- *Schedule i* forms an updated *Regional Context Statement*, which describes the relationship between the proposed OCP and the *Regional Growth Strategy*;
- *Schedule ii* contains existing local area plans, built-form guidelines, and environmental permit controls<sup>2</sup>; and
- *Schedule iii* provides glossary descriptions of some of the terminology used in the plan.

A comparison table summarizing how the proposed OCP bylaw modifies, replaces and / or retains policies and guidelines from the existing 2004 OCP is attached as Appendix B.

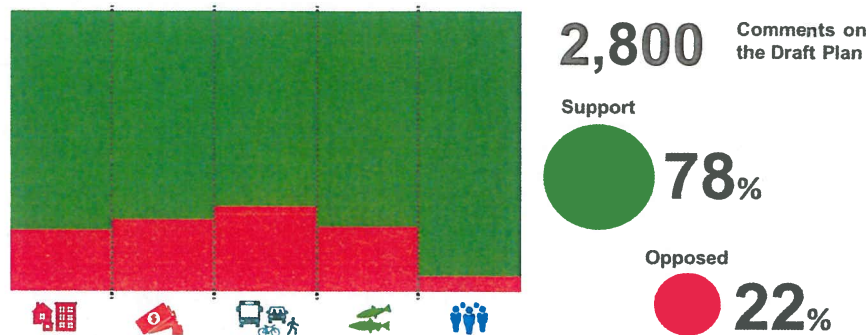
A draft version of the revised OCP was released for public engagement in February 2018. A track change version illustrating how February's draft has evolved into the proposed OCP bylaw is attached as Appendix C.

A summary of feedback on the draft plan is attached as Appendix D and a full transcript of the 500 pages of comments received as Appendix E. While diverse opinions and a range of perspectives were shared on the draft plan – as is healthy and expected in an extensive and inclusive

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<sup>2</sup> All existing area-specific policies and guidelines have been retained with the following amendments: housekeeping updates to references to external legislation that have changed since 2004 (e.g. *BC Fish Protection Act* renamed to *Riparian Areas Protection Act*, or changes to numbering references in the *Local Government Act*); and plan consistency updates to built-form guidelines as provided for in Community-Wide Directions Policy 2.1.5 to specify a District-wide maximum of 3-storeys on commercial and marine commercial sites that are outside of the Local Area Plan areas.

community planning process – an overall level of support for moving forward with the OCP was expressed in Phase 4, as it was in the preceding three phases. The following chart illustrates the balance of opinion recorded across the five OCP policy topic areas:

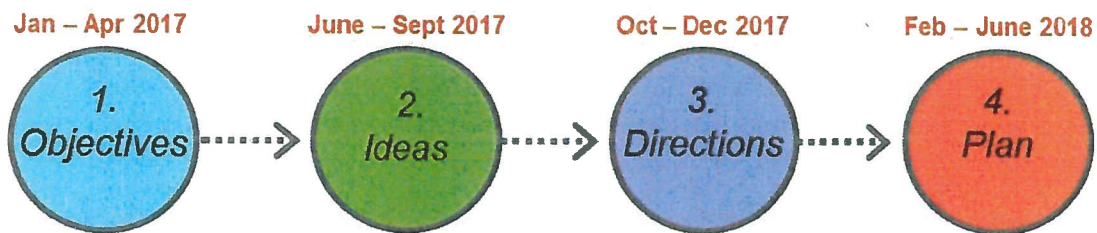


#### 4.2 Sustainability

An OCP is the principal tool for managing land use, growth and change in a municipality. A robust policy framework to guide planning decisions will promote the long-term economic, social and environmental sustainability of the community.

#### 4.3 Public Engagement and Outreach

The review of higher-level community-wide policies has been conducted through a comprehensive and collaborative four-phase engagement process as illustrated in the diagram below. Summary details of each phase are provided in turn.



**Phase 1 “Objectives”** engaged the community about their priorities for West Vancouver’s future by identifying core community objectives.

##### Phase 1 Engagement

- Outreach
- 12 stakeholders meetings with district-wide groups and organizations: over 120 participants in attendance.

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- Dedicated web portal with over 1,200 total webpage views.
  - Social Media campaign using Facebook, Twitter and Instagram receiving over 5,000 impressions.
  - Listings on the front page and calendar sections on the District website, 3 ads in the North Shore News, five e-newsletters, and information displays.
- 
- World Cafés
    - Engaged the community about their vision for West Vancouver.
    - Dialogue with the community about:
      - what the community wants (priorities)?
      - what do we need to overcome (challenges)?
      - how can we do it (opportunities)?
    - Two World Cafés held at the West Vancouver Community Centre and at Gleneagles Golf Course Clubhouse.
    - Over 120 participants came out to talk with their neighbours about their priorities, challenges and opportunities for the future.
- 
- Community Survey
    - Gauged the community's perspectives on the existing 2004 OCP's Guiding Principles and invited the community to identify guiding principles for the plan.
    - 277 surveys received, with 501 unique survey views counted.
    - Survey available online and in hard copy open from January 16 – March 21, 2017.
- 
- Youth Brainstorm
    - Over 30 youth aged 10 – 18 came together to discuss their vision and priorities.
    - Activities included interactive maps, dotmocracy and small-group brainstorms.
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**Phase 2** “Ideas” invited the community to generate and share their “Ideas” to meet the “Objectives” identified in Phase 1.

### *Phase 2 Engagement*

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- Outreach
    - Three attendances at the Ambleside Farmers' Market: 175 citizen interactions.
    - Four attendances at Harmony Arts Festival: 160 citizen interactions.
    - Seven "Pop-Up Planning Offices" (Memorial Library, West Vancouver Community Centre, and Gleneagles Community Centre): 300 citizen interactions.
    - Dedicated web portal with 1,300 total webpage views.
    - Listings on the front page and calendar sections on the District website, seven e-newsletters, and 28 social media posts receiving over 10,000 impressions (individual views).
    - Event invites sent to over 80 District-wide stakeholders and groups, over 250 emails sent with Ideas Workbook reminders.
    - Nine ads in the North Shore News, two ads in Paivand.
- 
- Ideas Forums
    - Almost 1000 ideas were generated from 100 attendees at three sessions (July 12, 18 and 20, 2017). Format featured small-group facilitated “brainwriting” sessions and discussions about participants’ “big ideas”.
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- Ideas Workbook
    - Invited the community to share their ideas for responding to planning issues and meeting the objectives identified in Phase 1.
    - 172 workbooks completed, providing 3,500 ideas between June 16 and September 22, 2017.
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- Youth Ideastorm
    - Built on the insights and creativity of those who will inherit what we plan for now.
    - 20 youth in attendance, activities included mapping community resources and an ideas-generating brainstorming session.
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**Phase 3** “Directions” asked the community to evaluate and refine the “Directions” that emerged from their Phase 2 “Ideas”.

### *Phase 3 Engagement*

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- Outreach
    - Dedicated web portal with ~950 total webpage views.
    - Listings on the front page and calendar sections on the District website, nine North Shore News ads, two Paivand ads, five e-newsletters, and 12 social media posts with over 10,000 impressions (individual views).
    - Workshop invites and survey link sent to over 90 District-wide stakeholders and groups.
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- Directions Papers
    - Five topic-specific background documents that presented the 50 directions (ten per topic), summary of feedback so far and key facts and trends.
    - Available online, at the Housing “Pop-Ups”, and at Municipal Hall. Copies were also distributed to all workshop participants as background material in advance.
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- Directions Workshops
    - Topic-specific sessions invited the community to evaluate and refine the emerging directions.
    - Each workshop was fully registered with 30 individuals. In total there were 216 participants across eight workshops representing 135 individuals.
    - Four Housing & Neighbourhoods workshops were held to meet demand.
    - One Housing & Neighbourhoods workshop was held in Mandarin.
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- Directions Surveys
    - Available online, at Municipal Hall or the Housing “Pop-Ups” from October 23 – December 10, 2017.
    - 437 surveys were received: Housing & Neighbourhoods had the most responses with 167, followed by Transportation with 95. The other topics had between 52 and 62 responses each.
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- Housing Pop-Ups
    - 14 Housing “Pop-Ups” held at the West Vancouver Memorial Library, West Vancouver Community Centre, Seniors’ Activity Centre and Gleneagles Community Centre.
    - Almost 600 citizen interactions were recorded across all events.
    - Asked residents about the kinds of housing they would like to see and where.
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- Youth Committees and Housing “Pop-Ups”
    - Five District Youth Committees completed the Housing Pop-Up activity.
    - Ambleside Youth Centre Drop-In held on Housing & Neighbourhoods.
    - Almost 80 youth engaged.
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**Phase 4 “Plan”** proposed a draft plan that built upon the “Directions” the community had evaluated and refined in Phase 3.

#### *Phase 4 Engagement*

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- Outreach
    - Eight ads in the North Shore News and one ad in Paivand, seven District newsletters, posters in District Facilities and John Lawson Park.
    - Listing on the District homepage, calendar and OCP webportal, 17 Social Media posts and over 10,000 impressions (individual views).
    - Short video and ten-page visual summary of Draft Plan available on the District Website.
    - Emails to over 90 stakeholder groups inviting comments and to discuss the draft plan.
    - 16 stakeholder meetings were held, reaching 159 attendees.
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- 27 written stakeholder submissions received
    - Ambleside & Dundarave Business Improvement Association
    - Ambleside and Dundarave Ratepayers’ Association
    - BC Ferries
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- British Pacific Properties Limited
  - British Properties Area Homeowners Association
  - Community Housing Action Committee
  - DWV Community Energy Emissions Plan Working Group
  - DWV Strategic Transportation Plan Working Group
  - DWV Upper Lands Working Group
  - DWV Working Group Chair Focus Group
  - Hollyburn Country Club
  - HUB North Shore
  - Lighthouse Park Preservation Society
  - MyOwnSpace Housing Society
  - North Shore Advisory Committee on Disability Issues
  - North Shore Community Resources Society
  - North Shore Disability Resource Centre
  - North Shore Heritage Preservation Society
  - Old Growth Conservatory
  - St. Stephens Anglican Church
  - TransLink
  - Vancouver Coastal Health
  - West Vancouver Blue Dot Committee
  - West Vancouver Chamber of Commerce
  - West Vancouver Foundation
  - West Vancouver Memorial Library Board
  - West Vancouver Seniors' Action Table (via Lionsview Seniors Planning Society)

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• Information Booths

- 13 Information Booths engaged over 700 residents.
  - Opportunity to discuss the draft plan, ask questions, and provide feedback.
  - Booths lasted four hours and were held across the District at various times of day.
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- Youth Engagement
  - Six youth stakeholder meetings with the Youth Advisory Committee, the Whatever Youth Committee, the Library's Teen Advisory Group and a drop in session at the Ambleside Youth Centre.
  - Discussions asked youth about their policy priorities on all OCP topics.
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Engagement summaries and full transcripts of input received were prepared after each phase, provided to Council and the community, and are available at: [www.westvancouver.ca/ocp](http://www.westvancouver.ca/ocp).

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

A Town Hall meeting of Council was held on May 10, 2018 to provide the community another opportunity to learn about the proposed OCP. The Town Hall was promoted via a mail-out invitation to all West Vancouver addresses. Well over 200 residents attended.

In addition to the extensive process described in Section 4.3 above, staff have connected with the Squamish Nation, School District 45, MetroVancouver, and the City and District of North Vancouver – all of whom received information about the process and the Draft Plan. Subject to Council giving the proposed OCP bylaw first reading (as recommended in this report), the proposed bylaw would be referred to these same entities.

Consistent with the legislative requirements for consideration of an OCP, the proposed OCP would now also (subject to Council's direction) be considered in conjunction with the District's Financial and Waste Management Plans.

### 5.0 Options

#### 5.1 Recommended Option

Council give first reading to the proposed bylaw and set the date for a public hearing.

#### 5.2 Considered Options

Defer adoption procedures, or reject the proposed bylaw, or provide alternate direction (to be specified).

### 6.0 Conclusion

Since early 2017, District Staff have been collaborating with the Community to update the higher-level District-wide policies of the OCP. After 4,300 instances of engagement, 100 meetings, and 1,000 surveys and comment forms, a proposed OCP has been prepared for Council's consideration. Staff now recommend giving the proposed OCP bylaw first reading and scheduling a Public Hearing on June 18, 2018.

Author:

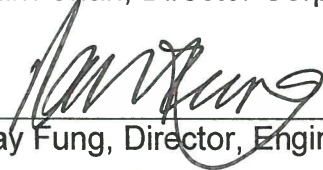


David Hawkins, Manager, Community Planning and Sustainability

Concurrence



Mark Chan, Director Corporate Services



Ray Fung, Director, Engineering and Transportation Division



Isabel Gordon, Director Financial Services



Anne Mooi, Director, Parks, Culture and Community Services

- Appendix A:** Proposed Official Community Plan Bylaw No. 4985, 2018
- Appendix B:** OCP Comparison Document – 2004 OCP to 2018 Revised OCP
- Appendix C:** Official Community Plan – Revised Draft Track Change Copy
- Appendix D:** Phase 4 Public Engagement Summary Report
- Appendix E:** Phase 4 Public Engagement Transcript