

Taylor Way – Park Royal

Local Area Plan

Terms of Reference

April 22, 2026

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1. INTRODUCTION AND PURPOSE

1.1. Local Area Plan

The purpose of this Terms of Reference is to guide the preparation of a Local Area Plan (LAP) for Taylor Way-Park Royal. It provides a framework that supports a common understanding of the project's anticipated scope, process, decision points, and outcomes.

While undertaking an LAP for this area is a policy commitment in the District's OCP, the timing, reporting requirements, and some land uses of the LAP have been prescribed by the Province, as authorized under the *Housing Supply Act*.

1.2. Provincial Directive

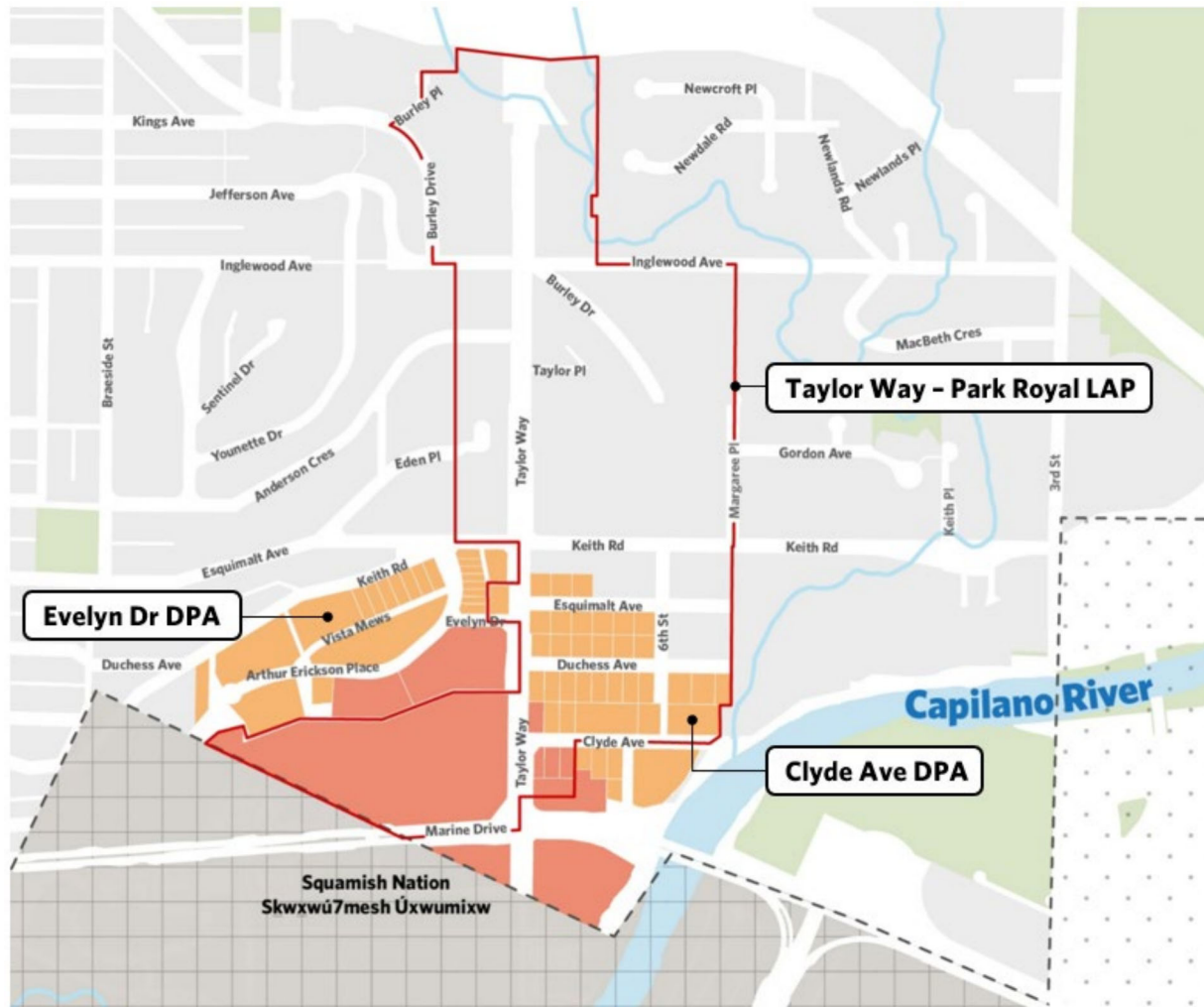
On July 17, 2025, the Province issued Housing Directives to the District, including *Directive #1: Increase Density at Park Royal* with prescribed minimum densities and heights for residential uses for lands within a defined area. A subsequent April 7, 2026 letter from the Province did *not* enforce this Directive by its original December 31, 2025 deadline, but *did* indicate that a District-led LAP must provide the same minimum residential densities.

These requirements are shown in the provincial map below. Parcels located within 200 m of the centrepoint (pink) are required to allow a density of 4.0 FAR and a height of 12 storeys; and parcels located 200-400 m from the centrepoint (blue) are required to allow a density of 3.0 FAR and a height of 8 storeys. These requirements equate to ~3,000-4,000 new units.



1.3. Planning Context

The Directive changes the planning context for this area. Notably, the District's OCP anticipated a different planning boundary (to be confirmed through the LAP). The Directive also overlaps with other parts of the OCP: the Marine Drive LAP, and both the Evelyn Drive and Clyde Avenue East of Taylor Way Development Permit Areas.



By prescribing *de facto* minimum densities and heights in isolation of local planning considerations, the LAP must now address notable absences from the Directive:

- direction and decision-making from District Council;
- engagement with impacted residents, landowners, and stakeholders;
- coordination with other jurisdictions;
- understanding the area's natural systems and development patterns;
- identification of transit, vehicular, and mobility network improvements;
- implications of uniform 8- and 12-storey built forms on aesthetics and design;
- housing diversity and affordability (beyond only strata apartments);
- inclusion of other land uses (such as shops, services, amenities and parks);
- transitions to lands impacted by the prescribed heights and densities; and
- boundaries that are more responsive than fixed 200-400 metre radii.

The purpose of these Terms of Reference is accordingly to guide a process that provides for such local considerations to integrate the Directive into a cohesive LAP that will shape new development that contributes to a successful, functional, and attractive community.

Recognizing minimum residential densities are predetermined, an overarching focus will be on integrating transit and transportation planning with good urban design and providing for a range of housing needs.

2. PRELIMINARY ANALYSES AND CONSIDERATIONS

This section situates the Directive within its broader jurisdictional, historical, natural, infrastructural, and built contexts to support a more meaningful planning approach.

2.1. Neighbours and Partners

The study area is located in the southeast corner of the District, on the traditional and unceded territories of the Coast Salish peoples. The Skwxwú7mesh Úxwumixw (Squamish Nation) forms the southern boundary, and the Capilano River—derived from the hereditary name of a Squamish chief—forms the eastern boundary. Called Xwmelch'stn or "place of mixing" for the rough river outflow meeting the tides, the lands between the subject area and Burrard Inlet were established by the Province of British Columbia as a separate legal entity from the District in 1923 and form the wider southern context.



Centred near one of only two crossings of the Capilano River within the District, this area serves as a key transportation corridor and—as such—plays an outsized role in both the daily lives of many residents and the success of the community. Taylor Way bisects the study area and forms part of the primary vehicle connection between the City of Vancouver, the BC Ferries Horseshoe Bay terminal and the Sea-to-Sky corridor beyond. This roadway, inclusive of the length of Marine Drive connecting Taylor Way and the Lions Gate Bridge, is a provincial arterial highway under the direction of the Ministry of Transportation and Transit (MoTT). MoTT has joint approval authority where changes in land use—including rezonings, subdivisions, and development permits for commercial uses—may impact the highway.

West of Taylor Way, Marine Drive forms part of TransLink’s Major Road Network (MRN) connecting the provincial highway system with the local road network. Metro Vancouver’s Regional Growth Strategy, Metro 2050, identifies the wider area as a Major Transit Growth Corridor (MTGC). This designation is part of a framework that directs growth to transit-served MoTT arterials and the MRN, in collaboration with TransLink and along roadways under provincial legislation and oversight.

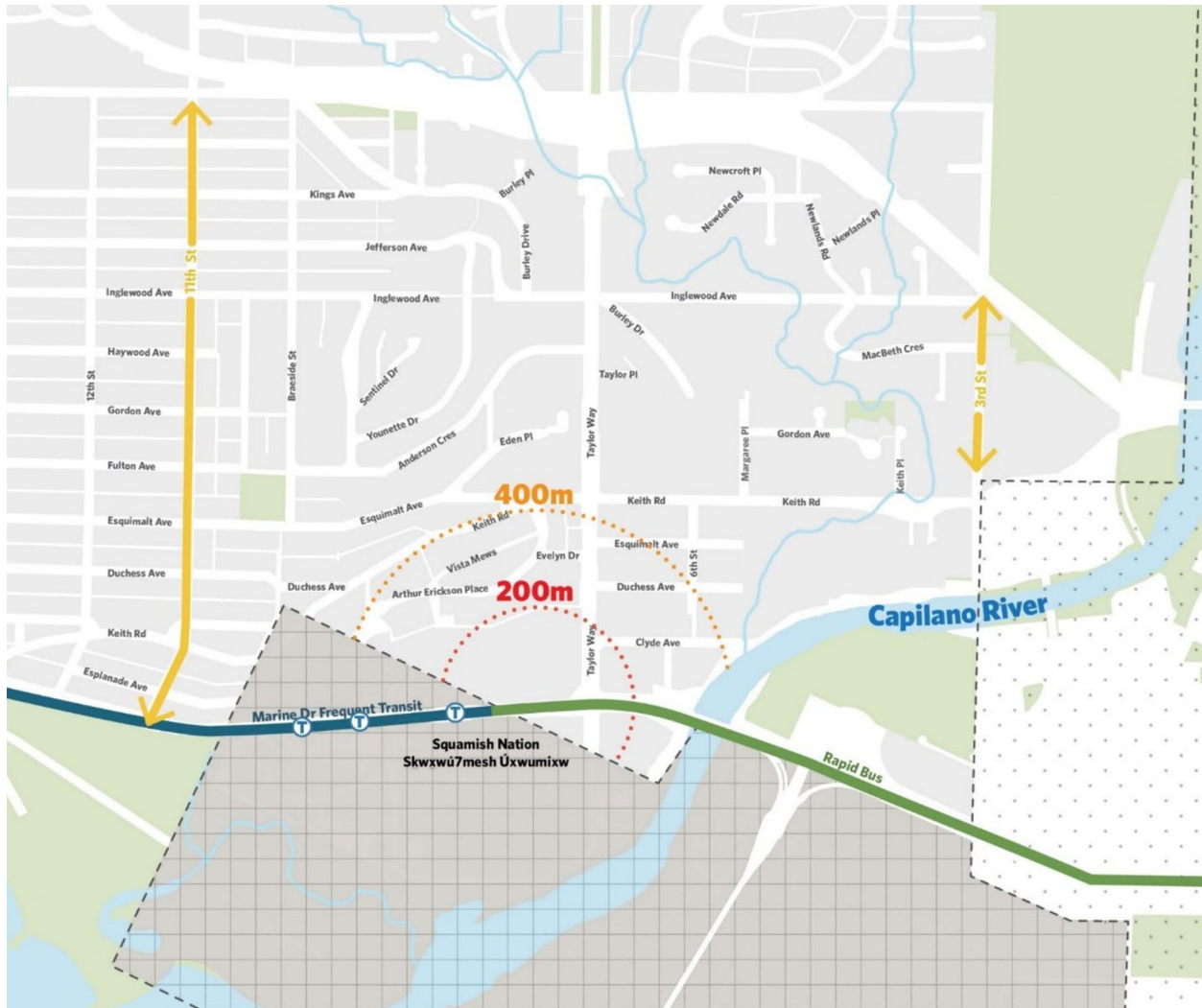
TransLink’s on-street Park Royal Exchange is located on Marine Drive in the blocks west of Taylor Way. It operates eight stops in total within the Squamish Nation, providing service to Taylor Way-Park Royal as well as the broader region.

Consideration of neighbours and partners means the LAP should:

- Seek integration with Skwxwú7mesh Úxwumixw (Squamish Nation) plans and projects under their jurisdiction
- Improve roads, transit, and mobility options in partnership with MoTT, Metro Vancouver, and TransLink

2.2. Transportation and Mobility

In addition to regional transportation demands, Taylor Way is also the access point for a collection of District neighbourhoods populated with homes, businesses, schools and places of worship – in other words, this area is a series of “neighbourhood places”, not only a “Provincial road”.



A number of local streets intersect Taylor Way—some with and some without—turning restrictions. Additionally, many existing single-family lots have driveways with direct access onto Taylor Way. This both contributes to congestion on the arterial and impacts local residents in surrounding District neighbourhoods. Further demands are placed on this regional highway due to the absence of local serving north-south West Vancouver connections for a span of eight blocks (1.6 km or 1 mile) between 3rd and 11th Streets, meaning local traffic is also “funnelled” onto Taylor Way.



The Capilano River restricts access to the south-eastern portion of the LAP, and no vehicle connection exists between Clyde and Duchess Avenues on account of the embankment. Access is further limited due to the proximity of Clyde Avenue to the Taylor Way-Marine Drive intersection; the 92 metre (302 foot) spacing greatly restricts vehicle movements between Clyde Avenue and Marine Drive. A private, elevated parkade and overpass connects Park Royal North with Taylor Way. However, Taylor Way is provincially controlled and the Order does not indicate any requirement for a replacement “solution”.

TransLink’s Park Royal Exchange is the westernmost terminus of the RapidBus network providing express service across the North Shore. It connects a dozen bus routes serving West Vancouver, and Park Royal has the highest transit ridership in the District. It is also identified for transit investment in TransLink’s 2025 Access for Everyone Plan, with an enhanced rapid transit connection extending to Metrotown.

Consideration of transportation and mobility means the LAP should:

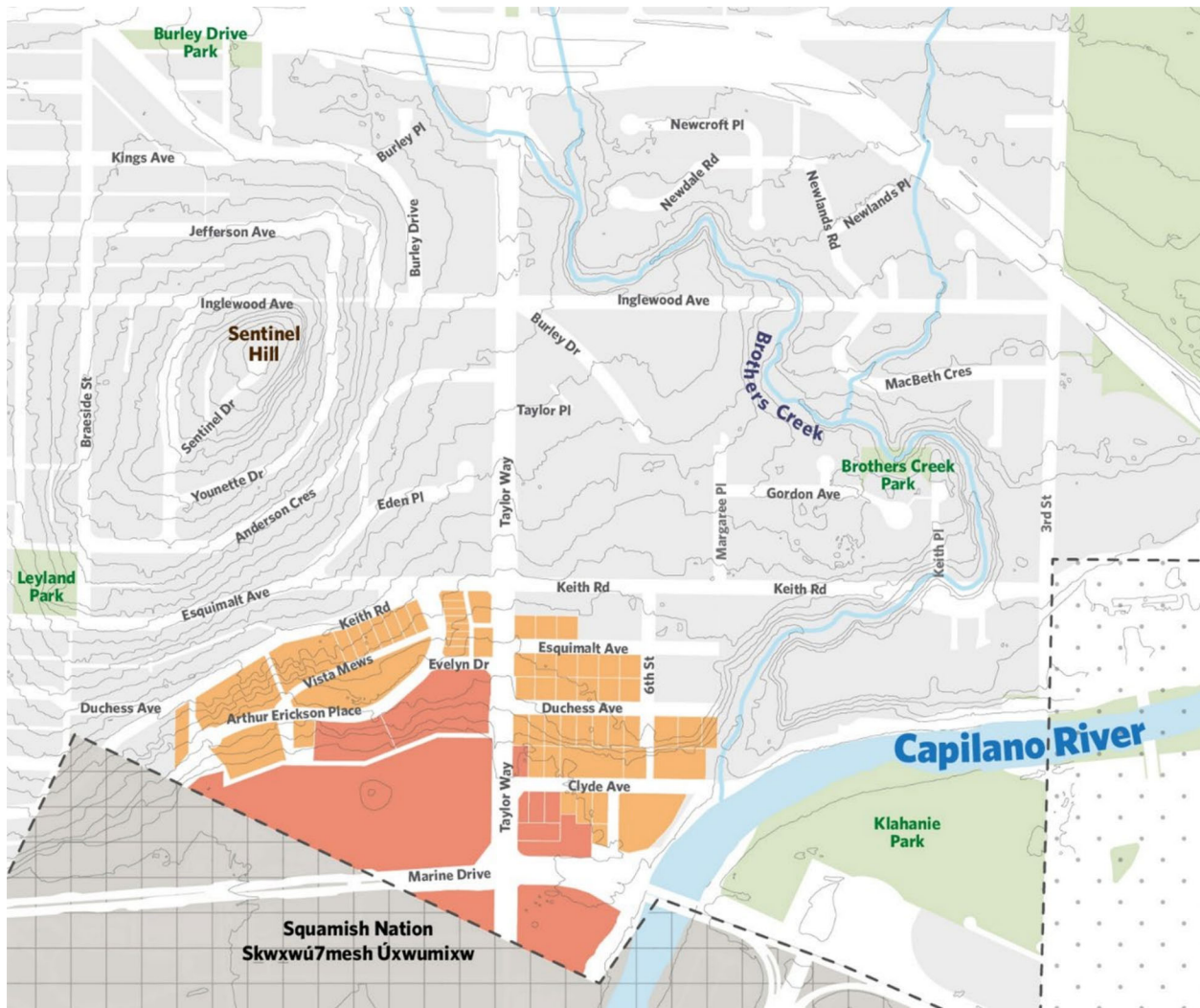
- Plan for and accommodate opportunities for enhanced transit infrastructure and investment at Park Royal
- Connect Park Royal and Clyde Avenue with adjoining neighbourhoods and create new local roads parallel Taylor Way
- Remove driveways and uncontrolled intersections on Taylor Way
- Incorporate transportation demand measures to reduce reliance on cars in new developments throughout the plan area

2.3. Natural Systems and Parks

Natural systems shape the street network and related building patterns. Most notable is the significant topography of Sentinel Hill rising to the west and the Brothers Creek watercourse forming an eastern boundary. Sentinel Hill is a steeply rising 154 metre (505 foot) feature formed by past volcanic activity. Brothers Creek roughly traces Inglewood Avenue, before forming a forested ravine which divides the adjoining neighbourhood of Cedardale prior to its outflow into Capilano River. Lands along Marine Drive and Clyde Avenue are closer to sea level and form the base of a multistorey embankment with the remainder of the plan area situated above.

Although there are no dedicated parks in the immediate area, proximate public spaces include: Leyland Park, known for its scenic views of Lions Gate Bridge and Burrard Inlet; Burley Drive Park with a playground and tennis court; Cedardale Park with basketball and tennis courts; and Brothers Creek Park with a trail along the creek. Across the Capilano River—but without direct access—lies the 8.7 hectare (21.5 acre) Klahanie Park with a range of riverside paths and athletic fields.

The Capilano Pacific Trail along the river connects Clyde Avenue to the Squamish Nation as well as the bicycle and pedestrian bridge crossing at Marine Drive. Pedestrian trails ascending the embankment further connect Marine Drive and Clyde Avenue to the surrounding neighbourhoods on either side of Taylor Way. These include stairs on 6th Street and at the end of Arthur Erickson Place, as well as a third accessible pathway where Vista Mews meets Arthur Erickson Place. A forested connection at the western end of Arthur Erickson Place links with a Squamish Nation trail that connects Park Royal with neighbourhoods west of Sentinel Hill.

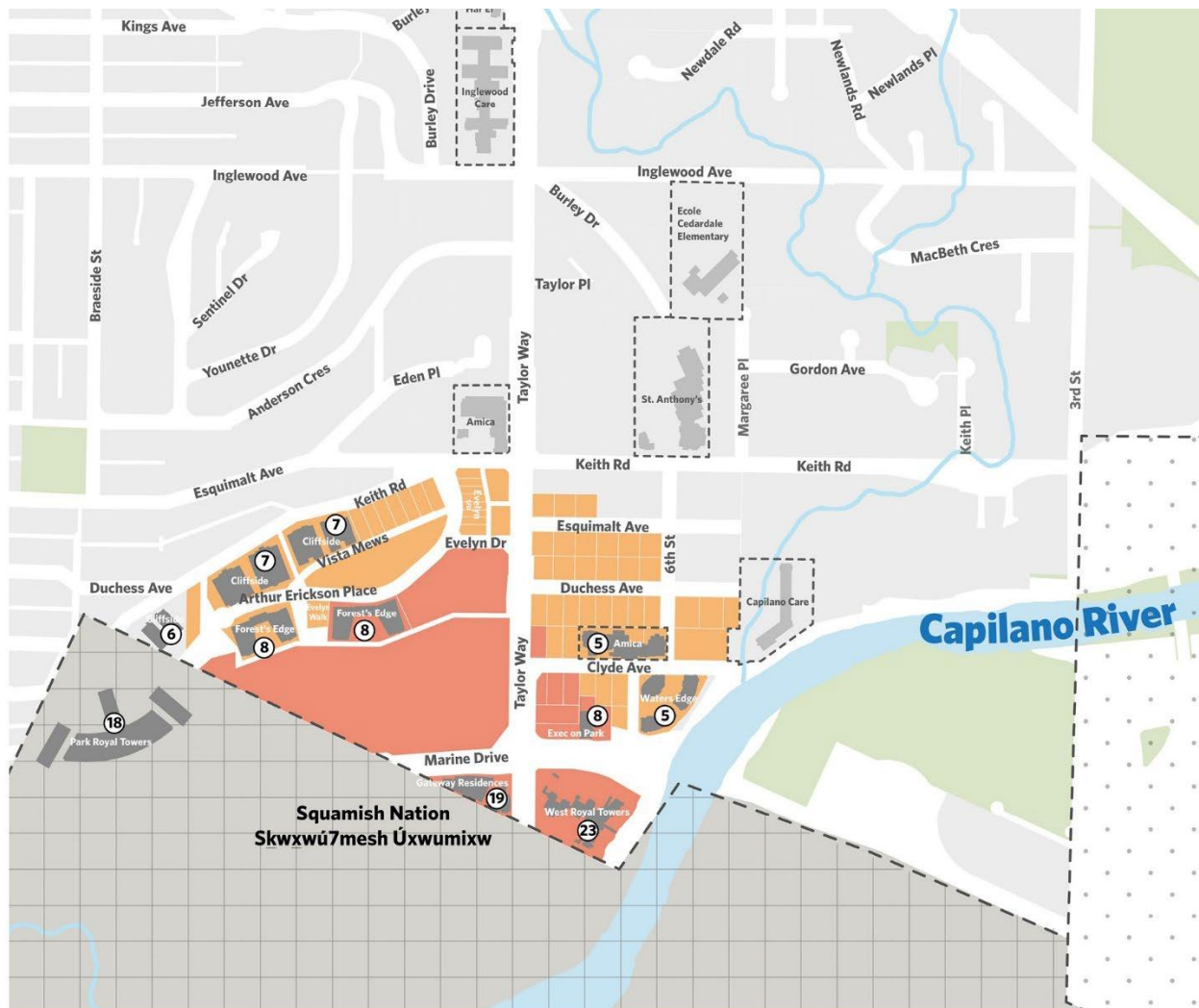


Consideration of natural systems means the LAP should:

- Shape planning boundaries in response to topography and watercourses
- Seek to expand the trail network and improve park access
- Create opportunities for new parks, gathering spaces, and natural areas through development

2.4. Land Uses and Built Forms

The topography of Sentinel Hill forms a natural western planning bounds, with Keith Road aligning with the outer radius of the Directive. Much of the south side of Keith Road is the Evelyn master planned community. Its five major buildings, completed between 2013 and 2019, demonstrate a commitment to complement the natural topography of Sentinel Hill so that—from upslope—the constructed buildings do not present taller than the surrounding single-family context.



Existing land uses and built forms help shape the northern and eastern limits of the LAP. These include important civic uses—Ecole Cedardale Elementary, Christ the Redeemer Parish/St. Anthony’s School, and Congregation Har El—that serve as community anchors and are not being considered for residential development. Two seniors housing sites (Inglewood Care Centre and the former Capilano Care Centre) currently under consideration for redevelopment are already guided by existing District-wide policy to support this much needed housing type.

Within the lands identified by the Directive, mixed-use and multifamily developments constructed since 1990 and ranging from 5 to 23 storeys are located along Marine Drive and Clyde Avenue. These provide relevant context for the scale of future buildings and are unlikely redevelopment sites for the life of this plan.

Consideration of existing land uses and built forms means the LAP should:

- Shape plan boundaries in response to existing civic uses and seniors housing proposals currently under development
- Enable diverse housing options and transitions between the centre and existing neighbourhoods
- Identify distinct neighbourhoods within the LAP to avoid uniform outcomes
- Inform heights with existing buildings to create a varied and interesting skyline

2.5. Park Royal North

The Directive centres Park Royal North as the *de facto* focus of future development. Park Royal Shopping Centre opened in 1950 on this site and has continued to evolve over the past 75 years. This includes the first enclosed retail mall in Canada in 1962, the lifestyle centre village in 2004, and the recent creation of retail frontage along Marine Drive (all on the southside). The centre operates vehicle overpasses across both arterials which provide access between the sites (and up to Taylor Way). The ownership group also developed the nearby 18-storey Park Royal rental towers; the 100 Park Royal office tower; and the more recent 16- and-19 storey Gateway Residences. Properties located within the Squamish Nation are operated under lease agreements with the Nation.

Collectively, these holdings represent one of the largest shopping centres in BC, a major employment centre on the North Shore, a regional transit hub, and a significant concentration of rental apartments – located at the gateway to West Vancouver. The 13-acre North Mall is unique within the Directive as a large consolidated and topographically flat site, and successfully guiding its redevelopment is necessarily a priority for the LAP.

The Directive's prescribed minimum densities equate to 2.6 million square feet of residential development. Assuming a "typical" residential floorplate of 8,000 square feet, this translates to around 27 separate 12-storey towers on the combined North Mall, parkade, and vacant Clyde Avenue sites. Fitting this quantity of uniform buildings with reduced tower spacing and no height distinction would have grave urban design implications, ignore the need for functional internal roads and an attractive public realm, and discount the ability to include community uses or (re)provide shops and services to support residents (there is currently 668,000 square feet of commercial floor area).



Importantly, a “literal” implementation of more than two dozen 12-storey potentially strata towers would prevent the ability to secure space for new off-street transit infrastructure and contradict the Directive’s impetus for a transit-oriented and housing needs-focused plan. Given the transportation context previously described, successfully integrating land use, urban design and transportation planning will need to address mobility for all modes, the steep embankment, new and replacement connections, and integrated public spaces, trails and plazas.

Consideration of Park Royal Shopping Centre means the LAP should:

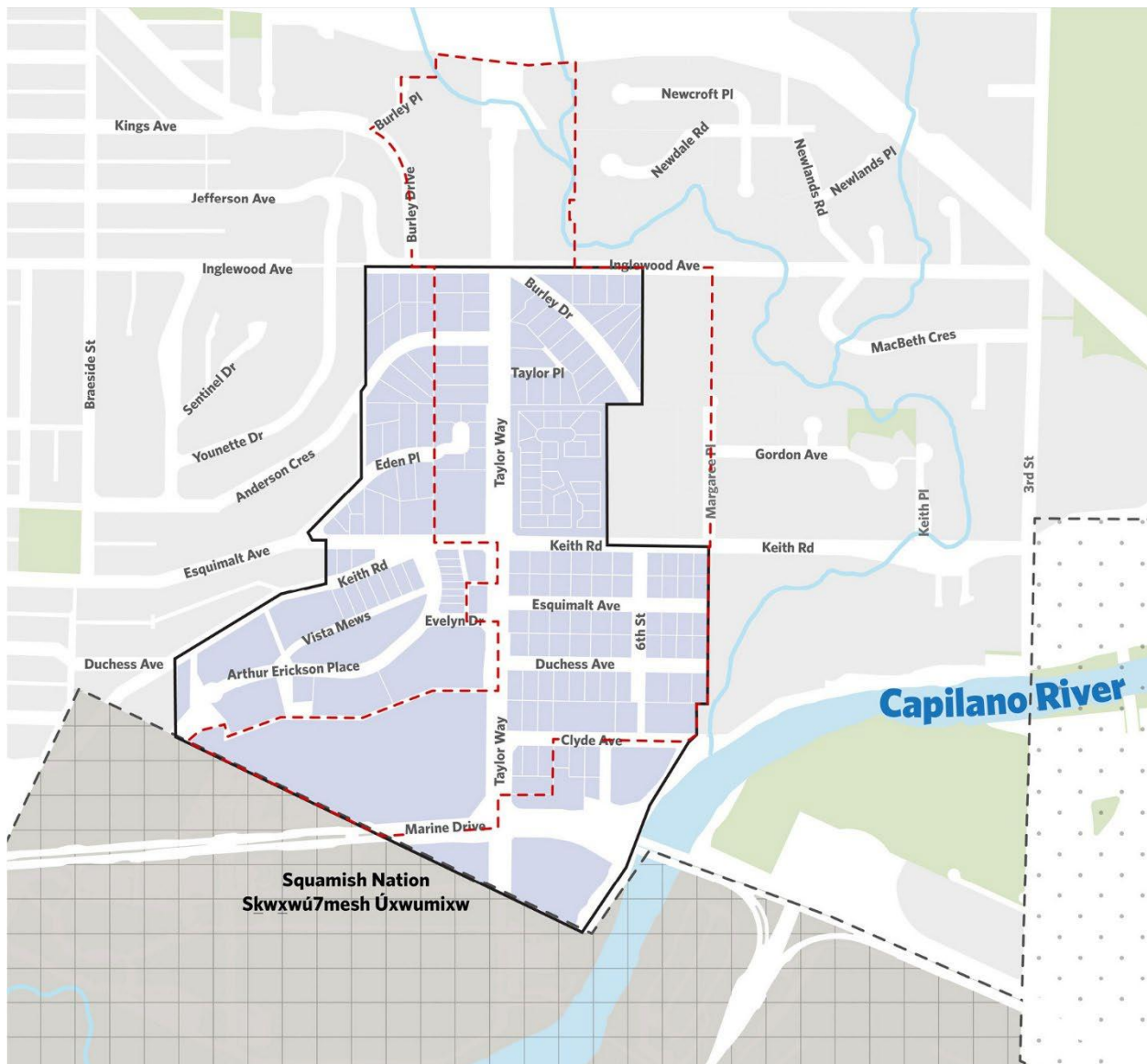
- Guide the evolution of Park Royal North from a mid-century car-oriented mall to a contemporary, high-quality, transit-oriented community
- Improve access and infrastructure for all transportation modes to, from and within Park Royal North, and phase new development contingent on improvements
- Incorporate non-residential uses, including commercial and community-serving, to support a more complete, functional and livable environment
- Require the inclusion of more affordable and attainable housing within the prescribed densities (such as workforce, market and non-market rental) with reduced residential parking standards to minimize vehicle use
- Prioritize fewer but taller buildings of different heights to provide space for transit infrastructure, other land uses, and public realm with greater building separation and a more interesting and intentional skyline

3. DRAFT PLANNING BOUNDARIES AND SCOPE

Situating the Directive within the area's wider and layered contexts serves to identify an (initial) revised study area and a (draft) planning framework, both intended to support a more focused process.

3.1. Revised Study Area

The wider area review and related analyses support a revised study area that focuses and better contextualizes the Directive's prescriptions with the District's OCP.



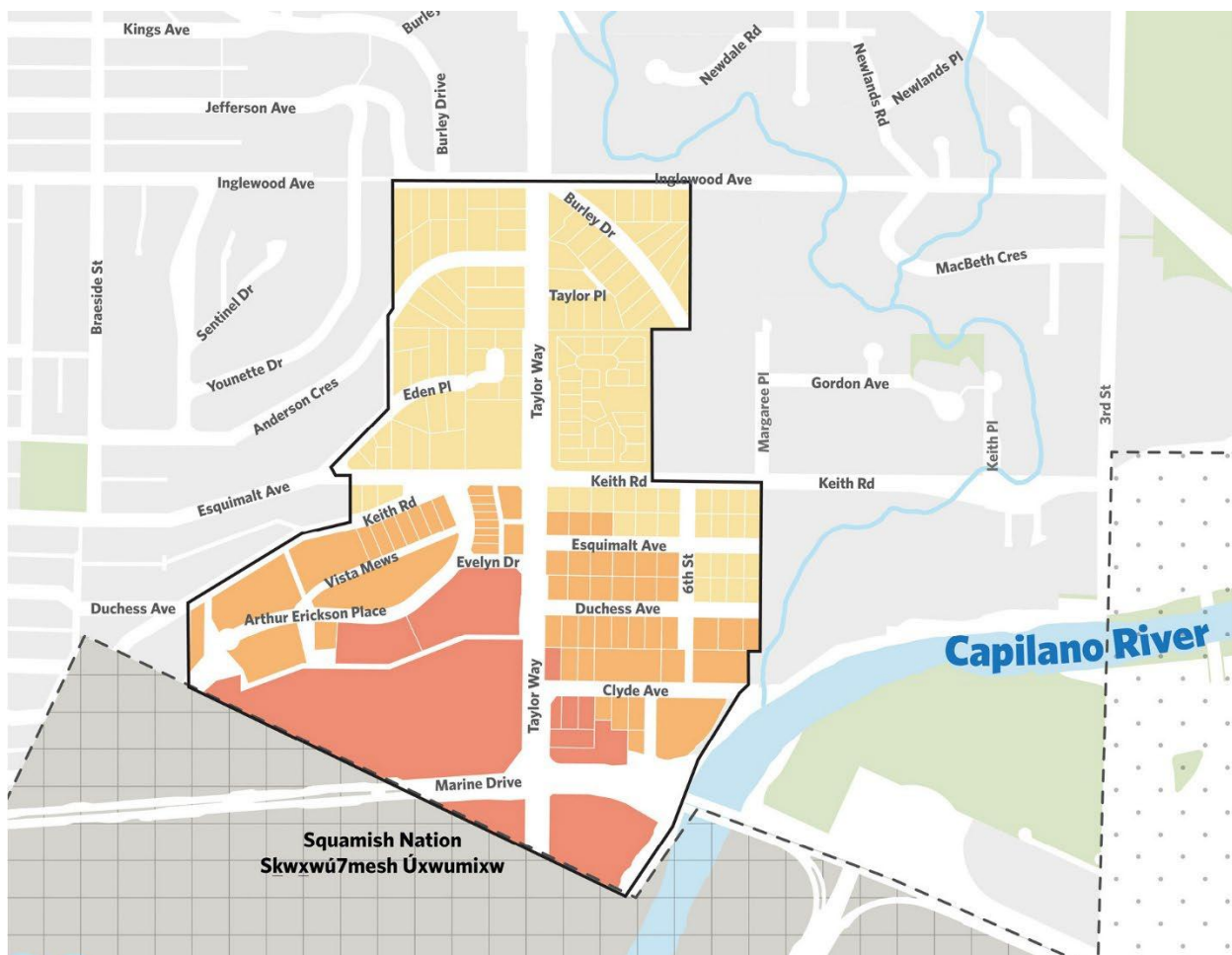
This improved alignment is realized by:

- Expanding boundaries to include the entirety of the lands included in the Directive;
- Shifting boundaries east and west of Taylor Way to enable new north-south local roads, respond to Sentinel Hill topography, and exclude civic uses; and,
- Reducing boundaries to below Inglewood Avenue to focus development on the delivery of infrastructure and amenities, while enabling transitions.

It is noted that final LAP boundaries may change in response to the planning and engagement process, and that these boundaries are positioned as an initial study area.

3.2. Draft Land Use and Transportation Framework

Within the revised study area and in response to the 200 and 400 metre radii of the Directive (and their impact on surrounding neighbourhoods), three land use “tiers” and associated priorities are identified: “Core”, “Periphery”, and “Transition”.



This approach is intended for the LAP process to lead to policies and guidelines that shape the building forms, sites, and amenities of future development appropriate for each of these tiers and aligned with the minimum demands of the Directive.

Core

Aligning with the Directive's 200 metre prescribed focal point, planning for this area needs to shape a high-quality, transit-oriented, mixed-use core (principally, Park Royal North).

Periphery

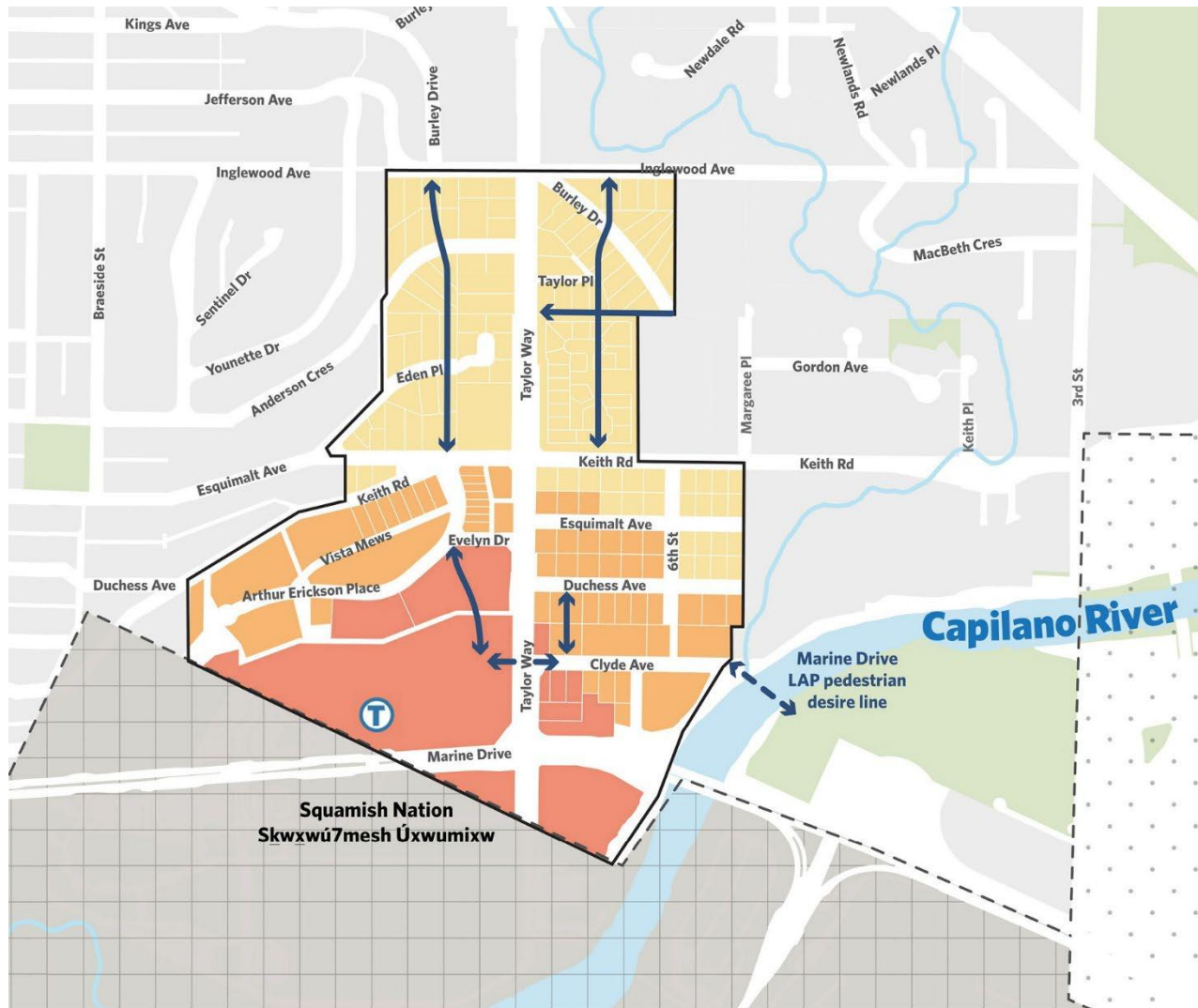
Aligning with the Directive's 400 metre radius, planning for this area needs to integrate prescribed densities with existing Evelyn Drive and Clyde Avenue policies and forms.

Transition

Responding to the Directive's impacts on surrounding neighbourhoods, planning for this area needs to enable transitions, more diverse housing, and new connections and parks.

Transportation

Integrating transportation priorities is an LAP priority, including an improved Park Royal Transit Exchange, connections within the plan area and to the surrounding neighbourhoods, and new roads parallel Taylor Way joining Keith Road and Inglewood Avenue.



Without predetermining either future technical findings or engagement input—but recognizing the area’s transportation needs—a preliminary draft circulation framework is provided to be considered through the LAP process. All road network improvements and alignments are illustrative in nature and intended at this stage only to support the process.

4. PROCESS, SCHEDULE, DELIVERABLES AND BUDGET

4.1. Overview and Milestones

The anticipated ~22-month schedule is divided into four phases:

Phase	Timeframe	Purpose	Milestones
1. Technical Analyses	May-Dec 2026	Confirm scope, assemble data, convene stakeholders, and undertake studies	Approve Terms and prepare studies
2. Concept Plan	Jan-Jun 2027	Community and stakeholders shape an emerging response to the Directive and respond to preliminary concepts	Broad engagement and full input record
3. Draft Plan	Jul-Dec 2027	Community and stakeholders review and refine a draft plan to identify specific adjustments	Targeted revisions and full input record
4. Bylaw procedures	Jan-Mar 2028	Formal consideration of proposed bylaw with designations, maps, policies, and design guidelines	Legislated procedures for OCP adoption

4.2. Schedule and Deliverables

Phase 1: Technical Analyses (May-December 2026)

The Directive issued prescribed land uses and densities the LAP must meet without (to the District's knowledge) either technical studies or input from impacted neighbouring and/or overlapping jurisdictional partners. Accordingly, this Phase will focus on "background" work including:

- District procurement of third-party consultants to undertake transportation modeling to understand the impact of prescribed growth on the road network.
- Request for meetings and input from: the Squamish Nation (to understand their development plans / intentions / interests); MoTT (to understand their right-of-way plans, needs and constraints for the Provincial arterial connecting the Lions Gate Bridge to Highway 1); TransLink (to understand their transit investment plans and off-street infrastructure space requirements); and MetroVancouver (to understand their regional planning and servicing perspectives on prescribed growth in this area).

- District staff conducting in-house preliminary planning analyses (e.g. urban design, housing needs) and preparing community input channels (e.g. webpage, initial stakeholder contact) so that meaningful public engagement can occur in Phase 2.

The key deliverables of this Phase will be:

- Phase 1 Input – These Terms of Reference provided to Council for endorsement
- Phase 1 Output – Findings of technical analyses and jurisdictional partner input

Phase 2: Concept Plan (January-June 2027)

This second Phase provides the first “window” for public input. Recognizing the Directive was issued *in absentia* of any local voices but that minimum densities must be met, the focus will accordingly be on providing the community an opportunity to shape *how* the prescribed Directive can be situated within its context and be more cohesively planned.

This Phase will focus on “concept planning” including:

- District staff preparing a preliminary Concept Plan based on the findings of Phase 1 for Council direction to proceed to community engagement.
- Broad awareness raising and public engagement events (e.g. larger format open houses and smaller format workshops) for the community to shape how densities can be met within area-wide objectives and particular “sub-areas” (e.g. the Park Royal North site) with an appropriate transition and LAP boundaries.
- Circulation of the Concept Plan to the relevant jurisdictional partners and neighbours identified in Phase 1 with request for their further input and participation / discussion.

The key deliverables of this Phase will be:

- Input – Concept Plan provided to Council for direction to proceed
- Output – Findings of community and stakeholder engagement

Phase 3: Draft Plan (July-December 2027)

Based on the technical findings of Phase 1 and the community and stakeholder input of Phase 2, a Draft Plan will be prepared in Phase 3. This Phase may include further technical studies if / as necessary, pending the provision of any associated additional budget needs. Complete proposed LAP boundaries, designations, policies, and design guidelines will be proposed to allow review and input on a complete plan prior to commencing adoption procedures. Work this Phase will focus on positioning the project for completion including:

- District staff preparing a full Draft Plan based on the findings of Phases 1 and 2 for Council direction to proceed to public release.

- Broad awareness raising accompanying the public release of the Draft Plan with targeted / responsive engagement (e.g. meetings) to discuss specific adjustments that still meet the Directive's requirements to take place prior to subsequent bylaw preparation.
- Referral of the Draft Plan to the relevant jurisdictional partners and neighbours for their formal comment.

The key deliverables of this Phase will be:

- Input – Draft Plan provided to Council for direction to proceed
- Output – Findings of community and stakeholder input

Phase 4: Bylaw Procedures (January-March 2028)

The final Phase is timed to coincide with the Province's final interim reporting requirement and will accordingly enable Council to consider completion of the LAP process. A proposed LAP will be finalized (based on Phases 1 to 3) and an amending bylaw to allow adoption of the LAP into the District's OCP will be prepared. Work this Phase will follow *Local Government Act* requirements including:

- Introduction of the bylaw for Council's consideration of first reading, setting the date and giving notice of a Public Hearing, holding a Public Hearing, considering further bylaw readings and bylaw adoption (subject to any conditions precedent being met)

The key deliverables of this Phase will be:

- Input – Proposed bylaw presented to Council for consideration of adoption
- Output – Amendment to the District's OCP to adopt the LAP bylaw

4.3. Budget and Cost Distribution

This project will be led by staff under existing resources and without any additional staffing requests. Overall external (i.e. non-labour) costs to resource the LAP have not been approved by Council. The process described in this Terms of Reference implies an estimated external budget of \$150,000. Of this, roughly \$50,000 of existing, previously approved consulting funds is available to undertake transportation modeling as part of Phase 1.

As such, Council direction to endorse these Terms can proceed without budget amendment in 2026. Council can then consider the provision of the additional \$100,000 estimated remaining costs as part of its 2027 budgeting process. A general allocation of anticipated costs is summarized below. It is noted that these are an estimate and do not include contingency. Any significant changes to the Terms of Reference that carry financial implications will be addressed as necessary, and any unspent budget will be returned for general District purposes.

Category	Allocation	Purpose
Technical consultants	~50%	Specialized support.
Public engagement	~40%	Venue rentals, materials, and advertising.
Admin & Misc.	~10%	Materials, printing, and distribution.

4.4. Reporting and Project Management

The Province requires quarterly reports to demonstrate progress for this project, to coincide with previously mandated quarterly housing target reports. Should the Province not deem that satisfactory progress is not being made, the Directive may be imposed without an LAP in place. These reports will be provided to the Province and will be published for full transparency on the District’s website.

This LAP will be directed by District Council. Staff will report to Council at each Phase, providing updates on work undertaken and seeking direction to proceed to the next Phase. This may include recommended changes to scope and/or process based on adaptive management in response to (for example) technical findings, community input, or jurisdictional stakeholder responses. Any such changes will be for Council to direct and it is recognized that the anticipated schedule may therefore change.