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The Corporation of **THE CITY OF NORTH VANCOUVER**
PLANNING & DEVELOPMENT DEPARTMENT

INFORMATION REPORT

To: Mayor Linda Buchanan and Members of Council

From: Renee de St. Croix, Manager, Long Range and Community Planning
Rupinder Basi, Manager, Development Planning

Subject: ZONING FOR A HEALTHY CITY – PROJECT LAUNCH AND INITIATION
OF PUBLIC ENGAGEMENT

Date: March 22, 2023 File No: 09-3900-30-0006/1

ATTACHMENTS

1. Zoning for a Healthy City: Summary of Project Phases (CityDocs [#2343505](#))
2. Zoning for a Healthy City: Summary of Communications and Engagement Approach (CityDocs [#2342054](#))

PURPOSE

The Zoning Bylaw is the primary regulatory tool for city building and implementing the City's Official Community Plan (OCP) and vision to be the Healthiest Small City in the World. It communicates technical requirements related to land use, siting, density, and dimension of buildings and structures using prescribed setbacks, floor area, height, site coverage, and other regulations.

The existing Zoning Bylaw was adopted in 1995, however, it contains much of the same content and structure as the previous 1967 Zoning Bylaw. Despite numerous "housekeeping" amendments, a comprehensive review has never been undertaken.

The world and the way we undertake city building has changed. The existing Zoning Bylaw is cumbersome, antiquated, hard to navigate and understand for everyone (the public, Council, the development industry, businesses, staff, etc.), and is based on the principle of separating uses from the 1950's and 60's. While we have created mechanisms like Comprehensive Development Zones (CD Zones) to enable mixing of uses and better achieve Council's priorities, they do not solve the fundamental issue that the Zoning Bylaw is not meeting our current needs.

This project presents a significant opportunity to modernize the Zoning Bylaw and to address these challenges, make it more nimble and responsive to a changing world, increase certainty, usability, and clarity, streamline development review, and support the desired outcomes and vision of the City.

A modernized Zoning Bylaw will support:

- **Building Complete and Sustainable Communities** that enable access to daily needs with a focus on sustainable city building;
- **Housing Diversity and Livability** through design considerations and requirements;
- **Contextualizing Parking Requirements** including both conventional and electric mobility devices and right-sizing requirements based on context and mobility options as a whole - and in alignment with the mobility strategy;
- **Improving the Building and Street Interface** using a form-based focus to integrate built form, public realm, and mobility needs;
- **Streamlining Development Approvals** by making the bylaw itself more clear, accessible, and easy to use, including diagrams and visuals to explain requirements; and,
- **Future opportunities** by creating a new framework for the bylaw that enables innovation at Council's discretion (this could include future topics such as pre-zoning, affordable housing options, etc.).

The following sections outline the project team, approach and objectives, scope, process, engagement approach, and next steps.

PROJECT TEAM

The project team is an integrated team of City staff and a consultant team, led by Urban Strategies Inc. Urban Strategies has extensive experience working with municipalities to produce modern form-based Zoning Bylaws. They will bring experience in drafting effective bylaw language, community engagement, understanding and responding to local needs, and supporting the graphic and communication aspects of the project.

PROJECT APPROACH AND OBJECTIVES

The modernized Zoning Bylaw will be modeled on a form-based approach, which is considered a best practice compared to conventional zoning bylaws for regulating land development and achieving policy goals. By definition, a form-based code (or bylaw) is more design-focused with particular attention to how buildings frame the public realm (massing and urban design relationships). The bylaw itself can be communicated in more visual ways, with drawings and diagrams. This supports a user-friendly format, with more accessible language. A variety of lenses, such as universal design, sustainability, and equity analysis, can be used to assess the built environment and be reflected in design responses.

The following objectives will guide the creation of a modernized Zoning Bylaw:

- 1. Quality urban design and place-making** Greater focus on building form, with emphasis on strengthening the relationship between the street, public realm, and buildings.
- 2. Engaging and accessible** Limited technical jargon and highly accessible language, e.g. greater use of visual graphics, digital and print options, and a clarity of objectives and expectations.
- 3. Simple to use and easier to administer** Deliberate structuring and streamlining of the document to facilitate ease of use for residents, businesses, the design and development community, as well as for staff.
- 4. Integrated approach** Using a fully integrated approach to better tie in Official Community Plan and other policy and guideline objectives, e.g. livability, wellbeing, equity, climate and environment, mobility, the economy, and community benefits.
- 5. Innovative and enabling** Ensure flexibility and creativity to enable innovative and adaptable responses to emerging and future issues.

PROJECT SCOPE

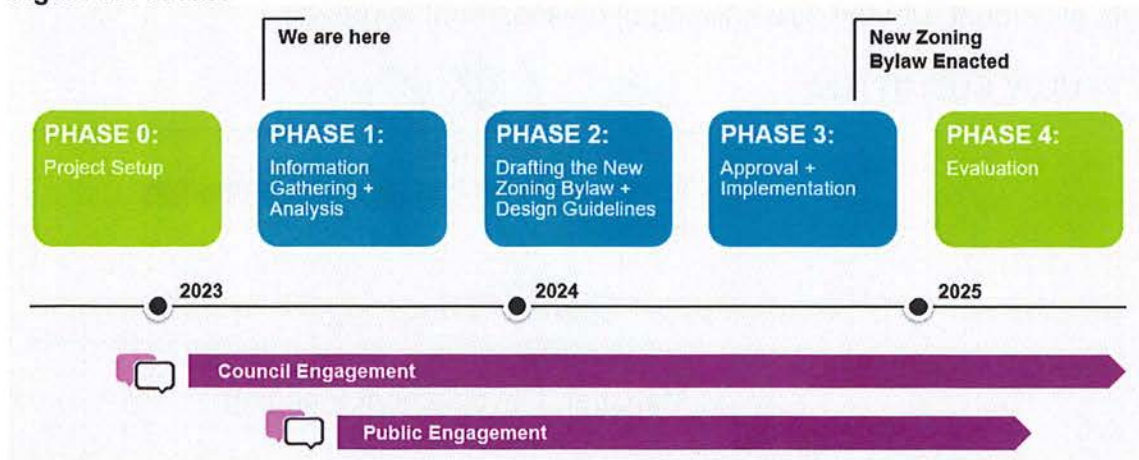
The scope of this project is to create a modernized Zoning Bylaw with new definitions, formatting, organization, zones, and digital user interface. It is not an OCP land use review, but it will enable opportunities for future considerations at Council's discretion.

It will be fully integrated and aligned with work that is underway or recently completed, including Council's Strategic Plan, the Official Community Plan, the four strategies (Mobility, Community Wellbeing, Climate and Environment, and Economic Development), as well as the development approvals process review and other policy work that may be influenced by or have influence on the Zoning Bylaw.

PROJECT PROCESS

The project is organized around three main phases, with additional phases for project setup (now complete), and an evaluation phase after completion, shown in Figure 1. The timeline will be approximately two years (excluding the evaluation phase), completing in late 2024. Appendix 1 provides an outline of each phase and its activities.

Figure 1: Process



PROJECT ENGAGEMENT APPROACH

The engagement approach will be robust and multi-dimensional, using a variety of methods, platforms, and opportunities for people to engage. Appendix 2 provides an outline of the anticipated activities and is supported by the City's Communications and Engagement division. The approach is based on best practices and will align with the City's upcoming Engagement Framework.

This is a technical and complex project. To this end, a lot of education and information materials will be shared to reduce barriers, bring people along and enable the public and stakeholders to fully participate in the process and provide meaningful feedback.

CROSS-DEPARTMENTAL IMPLICATIONS

This project will involve working across the organization to ensure alignment with all aspects of the city-building process. A staff steering committee will support the delivery of the project and ensure strong organizational communication. As specific topic areas, issues, or opportunities arise, key staff experts will be involved to support the work.

Amendments to other City policies or bylaws may be necessary. As these are identified, staff will work together to bring forward these opportunities for Council consideration.

NEXT STEPS

The next steps will involve undertaking Phase 1 activities, including:

- Public launch of the project page on the City website;
- Publish informative materials and advertise public engagement opportunities;
- Engage with community and stakeholders (Spring / Summer 2023)
- Complete Phase 1 activities and report to Council with findings (Late Fall 2023)

FINANCIAL IMPLICATIONS

This project has a budget of \$375,000 and is funded through the 2022-2031 Capital Plan. In addition, the City received grant funding for the Development Approvals Process Review (DAPR) project, which included funds to support the Zoning Bylaw work and its alignment with the streamlining of development approvals.

RESPECTFULLY SUBMITTED:



Renee de St. Croix
Manager, Long Range and Community
Planning



Rupinder Basi
Manager, Development Planning

Zoning for a Healthy City: Summary of Project Phases

The table below provides a summary of the activities that will be undertaken by phase for the Zoning Bylaw Project.

Phase	Activities
<p>Phase 0: Project Setup</p> <p><i>December 2022 – March 2023</i></p>	<p>This phase included refinement of the project timeline and workplan, creation of a Communications and Engagement Approach, and background research.</p> <p>Preliminary targeted engagement was undertaken to build understanding and awareness of the project. Information sessions and presentations were provided for City staff as well as internal and external committees.</p>
<p>Phase 1: Information Gathering and Analysis</p> <p><i>April 2023 – November 2023</i></p>	<p>This phase is characterized by information gathering and analysis through engagement, research, and policy review. This includes:</p> <ul style="list-style-type: none"> • Robust communications and engagement • Review of City policies • Audit of the existing Zoning Bylaw (issues and opportunities) • Best practice review • Investigation of legislative tools available for implementing the new Zoning Bylaw and design standards <p>Engagement for this phase will include a range of both broad and deep methods to reach a diverse audience. It will focus on building awareness, education, and providing opportunities for meaningful input.</p>
<p>Phase 2: Draft the New Zoning Bylaw and Design Standards</p> <p><i>November 2023 – September 2024</i></p>	<p>This phase entails the drafting of a modernized Zoning Bylaw, informed by the work undertaken in Phase 1. This includes:</p> <ul style="list-style-type: none"> • Drafting the modernized Zoning Bylaw • Testing of draft Zoning Bylaw sections in terms of: <ul style="list-style-type: none"> ○ Financial viability ○ Location-based testing using GIS ○ User-testing of regulations and design standards ○ Legal review • Development of a digital approach for the Zoning Bylaw • Robust communications and engagement • Preliminary development of a “roll-out” plan for implementation <p>Engagement will focus on gathering feedback on the draft content of the Bylaw. Methods will involve broader community input and receiving targeted feedback from stakeholders who work closely with the Zoning Bylaw.</p>

<p>Phase 3: Approvals and Implementation</p> <p><i>September 2024 – November 2024</i></p>	<p>This phase involves the refinement of the Zoning Bylaw for Council's consideration. This includes:</p> <ul style="list-style-type: none"> • Completion of the draft Zoning Bylaw and Design Standards • Development of a staff training program • Completion of statutory consultation (e.g. Ministry of Transportation and Infrastructure, etc.) • Finalization of the “roll-out” plan for implementation • Council consideration of the draft Zoning Bylaw, including statutory public notice • Training for staff and communications to the public and stakeholders on the Zoning Bylaw • Determine key performance indicators for the evaluation period <p>Engagement for this phase will focus on continued communications with the broader community. For key stakeholders, particularly those who work closely with the Zoning Bylaw, education and training opportunities and resources will be provided.</p>
<p>Phase 4: Evaluation</p> <p><i>November 2024 – November 2025</i></p>	<p>The modernized Zoning Bylaw will be evaluated in the year following adoption. This work will include:</p> <ul style="list-style-type: none"> • Assessment of Key Performance Indicators (to be identified prior to adoption) • Meetings and interviews with staff to assess and ensure ease of use and functionality • Communications and evaluations with applicants (may include surveys, interviews, meetings) • A report to Council to present the findings and bring forward any amendments required to address clarification issues, errors, or omissions that may be discovered. <p>Engagement for this phase will focus on collecting feedback from groups and individuals who use the Zoning Bylaw regularly to ensure it is meeting the desired objectives and outcomes.</p>

** Timelines are approximate and subject to change as required.*

Zoning for a Healthy City: Communications and Engagement Approach

The following provides a summary of the communications and engagement approach for the Zoning Bylaw project by phase, including the engagement objectives, deliverables, and proposed activities.

Phase 0: Project Set-up and Logistics (December 2022 - March 2023)

The engagement objectives of this phase were:

1. To build awareness and understanding within the project team of the City's geography, context, demographics, industry and cultures;
2. To identify the various City departments that will be involved in the project and introduce them to the project team;
3. To complete exercises and interviews to inform the Zoning Bylaw communications and engagement work.

Engagement for this phase is now complete. It focused on onboarding the consultant team and creating opportunities for inter-departmental dialogue on the objectives of the Zoning Bylaw project. This engagement helped to inform the Communication and Engagement Approach beginning with stakeholder mapping and interviews with representatives of key groups to inform approaches for the different stakeholders.

The following engagement was conducted:

- Initial presentation to Advisory Planning Commission
- Internal City staff presentations and survey
- Initial presentation to Urban Land Institute and HAVAN

Deliverables	Activities
<ul style="list-style-type: none"> • Communications and Engagement Approach • Project branding and visual identity 	<ul style="list-style-type: none"> • Internal Stakeholder Mapping Exercise • Pre-Engagement Interviews • Staff Survey and Information Sessions

Phase 1: Information Gathering and Analysis
 (April 2023 – November 2023)

The engagement objectives of this phase are:

1. To publicly launch the project and build awareness of the scope, key terms, ideas, and approaches;
2. To develop relationships with stakeholders and members of the public;
3. To gather initial feedback and grow interest in the project;
4. To investigate specific topics and ideas through a mix of broad and deep engagement.



At the start of phase 1, the project team will create several visually-engaging backgrounders. These will be an essential resource for communications and education throughout the project as they will equip stakeholders and the broader community with the knowledge and language to participate more meaningfully in engagement opportunities. Communications will include website content and other outreach tools which will disseminate key messages and promote upcoming engagement events. During this phase, we will host the first of several Interactive Workshops with key stakeholders and a Public Open House with the wider community. The project team will also provide presentations to various City departments and Advisory Committees to continue to build awareness and gather initial input.

Deliverables	Activities
<ul style="list-style-type: none"> • Zoning backgrounders • Phase 1 Engagement Plan and materials • Phase 1 Engagement Summary Report • Project Web Page (hosted on CNV website) 	<ul style="list-style-type: none"> • Presentations to CNV Staff #1 • Key Stakeholder Workshop #1 • Interactive Open House #1: Public Launch Event

Phase 2: Developing the New Zoning Bylaw
 (November 2023 – September 2024)

The engagement objectives of this phase are:

1. Maintain relationships with key stakeholders and the broader community through ongoing engagement;
2. To obtain feedback on draft content, including structure, graphics, and language.



During Phase 2, the project team will prepare a draft of the modernized Zoning Bylaw. The draft Bylaw will be the focus of the next phase of public engagement, beginning with an interactive workshop with key stakeholders to invite feedback on key attributes of the new bylaw, such as its structure and graphic language. Following initial feedback, key City staff will be engaged before diving deeper into public engagement with a third interactive stakeholder workshop and second Public Open House.

The Project Team will prepare a Zoning Bylaw Information and Communications Plan to ensure the document is accessible and understandable by the public. The project web content will be updated with a digital, interactive copy of the draft Zoning Bylaw, and notification of upcoming public engagement events to collect further feedback.

Using a “go to where the people are” approach, a transportable “Engagement Roadshow” will be developed with interactive materials to engage residents across the City of North Vancouver at public and community events.

Key Deliverables	Engagement Activities
<ul style="list-style-type: none"> • Draft Zoning Bylaw • Zoning Bylaw Information and Communications Strategy • Phase 2 Engagement Plan and materials • Phase 2 Engagement Summary Report 	<ul style="list-style-type: none"> • Key Stakeholder Interactive Workshop #2 • Presentation to CNV Staff #2 • Key Stakeholder Interactive Workshop #3 • Open House #2: Draft Zoning Bylaw Review • Engagement Roadshow: Draft Zoning Bylaw Review

Phase 3: New Zoning Bylaw Approvals and Implementation
(September 2024 – November 2024)

The engagement objectives of this phase are in two stages:

1) Objectives Prior to Council Consideration:

- Broad awareness-building of the proposed Zoning Bylaw;
- Meeting all legislated requirements for public input prior to adoption of a Bylaw.



2) Objectives After Adoption:

- Education for various user-groups (City staff, applicants) prior to the enactment date;
- Ongoing education through production of helpful materials for applicants, including handout sheets and updated City webpages.

Based on Phase 2 public feedback and engagement with City staff, the project team will prepare the final Zoning Bylaw, develop Zoning Bylaw training materials, and an implementation or “roll-out” plan. During Phase 3, the project webpage will be updated with the final draft of the Zoning Bylaw for comment, as well as information regarding upcoming engagement events and opportunities for input. These events will include the statutory public engagement requirements.

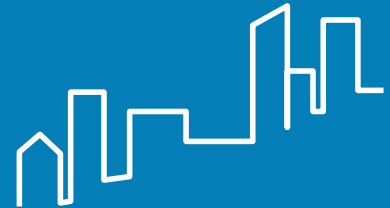
Key Deliverables	Engagement Activities
<ul style="list-style-type: none"> • Phase 3 Engagement Plan and materials • Phase 3 Engagement Summary Report • Zoning Bylaw Training Program and materials • Implementation or “roll-out” plan 	<ul style="list-style-type: none"> • Presentations to CNV Staff #3 • City Council Presentation and Public Hearing • General staff availability to support questions and respond to any issues

Zoning for a Healthy City

Zoning Bylaw Project 2023-2024

Presented to Council April 3, 2023

Planning and Development



Agenda



- 1** Where We Are Going as a City
- 2** The Existing Zoning Bylaw
- 3** A Modernized Zoning Bylaw
- 4** Next Steps

Where Are Going As A City

A City for People

is welcoming, inclusive, safe, accessible and supports the health and well-being of all.

A Liveable City

leads the way in climate action and acts as a steward of the environment for future generations.

A Vibrant City

is where dynamic public spaces and places provide opportunities for connection and enable residents to engage with their community and celebrate their culture and history.

A Connected City

provides active and sustainable ways for people and goods to move to, from and within the City safely and efficiently.

A Prosperous City

supports a diverse economy by creating an environment where new and existing businesses can grow and thrive.



City-Wide Policy Framework

NEW STRATEGIES** (2023)

Policy Framework for building a Healthy City:

- Mobility
- Community Wellbeing *
- Climate & Environment *
- Economic Investment *

*draft

** The Strategies exist outside of OCP as part of a "City Plan Series" (Like chapters in a book OR books in a series)

ZONING BYLAW REVIEW (2023-2024)

Implementation Tool:

- Streamlined process
- More enabling
- Form-based

OCP REVIEW (2024-2026)

Vision for the Physical City:

- Land Use Plan
- Urban Design focus
- Neighbourhood Planning

A New Zoning Bylaw Will Support



Building Complete + Sustainable Communities



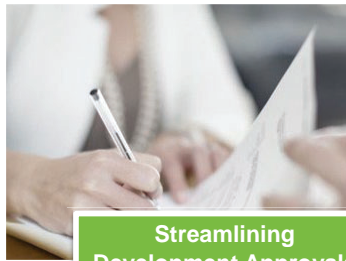
Housing Diversity + Livability



Contextualizing Parking Requirements



Improving the Building-Street Interface



Streamlining Development Approvals



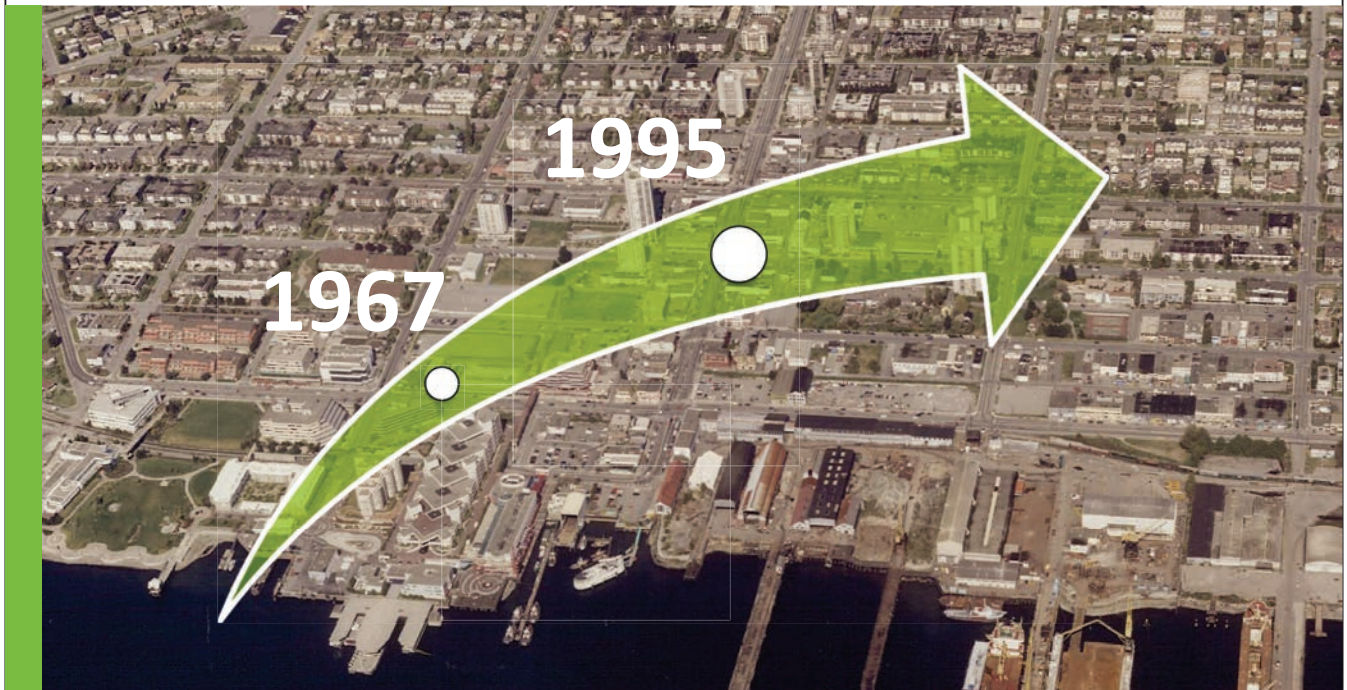
Future Opportunities

THE EXISTING ZONING BYLAW



Zoning For A Healthy City

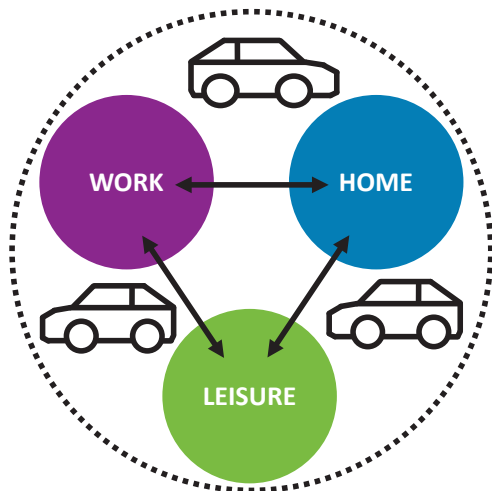
Existing Zoning Bylaw



Existing Zoning VS Current Needs

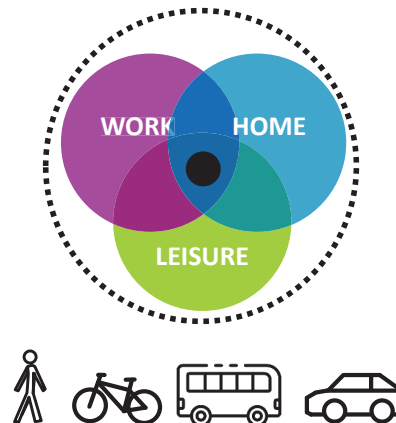
SEGREGATED USE

As distances increase so does car-dependency.

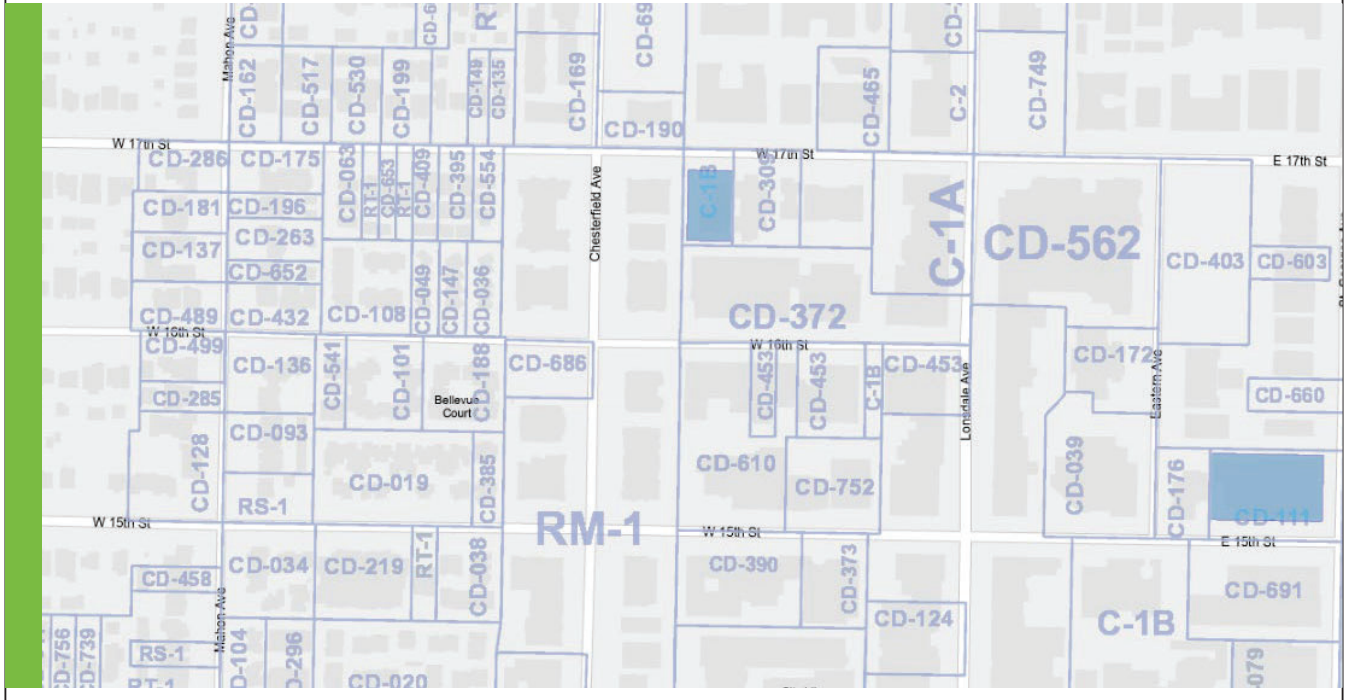


MIXED USE

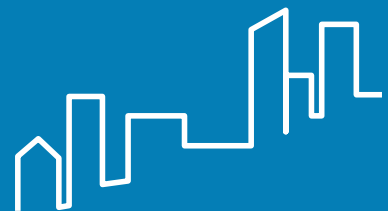
Reducing distances enables more mobility options.



Our Development Practices



A MODERNIZED ZONING BYLAW



Zoning For A Healthy City

Project Objectives

This project is guided by five objectives:

1

Quality Urban Design

2

Engaging + Accessible

3

Easy to Use

4

Integrated Approach

5

Innovative + Enabling

Project Scope

- New Definitions
- New Formatting
- New Organization
- New Zones
- New Digital User Interface

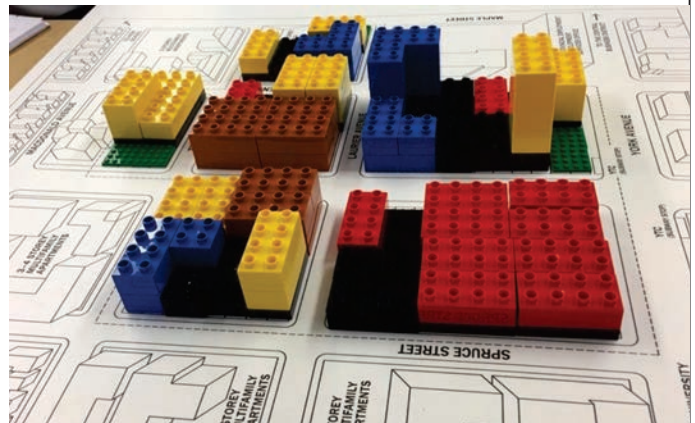


* This is NOT an OCP Review but will set up opportunities for future considerations

The Project Team



Approach + Process



PHASE 0:
Project Setup

PHASE 1:
Information
Gathering +
Analysis

PHASE 2:
Drafting the New
Zoning Bylaw +
Design Guidelines

PHASE 3:
Approval +
Implementation

PHASE 4:
Evaluation

What Is A Form-based Approach?

TRADITIONAL ZONING BYLAW

PART 4. COMMERCIAL ZONE REGULATIONS

601 USES IN C-1A CENTRAL LONSDALE COMMERCIAL A ZONES, C-1B CENTRAL LONSDALE COMMERCIAL B ZONES AND C-2 GENERAL COMMERCIAL AND C-2A NEIGHBOURHOOD COMMERCIAL ZONES

Subject to the regulations contained in this Bylaw, the following uses and no others shall be permitted in the C-1A Central Lonsdale Commercial A Zone, C-1B Central Lonsdale Commercial B Zone, C-2 General Commercial and C-2A Neighbourhood Commercial Zones:

- (1) Retail Service Group 1 Use:
 - (a) Accessory Apartment Use, subject to Section 607(1) of this Bylaw;
 - (b) Accessory Arcade Use, subject to Section 607(1) of this Bylaw;
 - (c) Accessory Off-Street Parking Use;
 - (d) Accessory Off-Street Loading Use.
- (2) Tourist Accommodation Use, subject to Section 607(8) of this Bylaw:
 - (a) Accessory Off-Street Parking Use;
 - (b) Accessory Off-Street Loading Use.
- (3) Off-Street Parking Use in the C-1B, C-2 and C-2A Zones only;
 - (a) Street Off-Street Parking Use;
 - (b) Off-Street Parking Use in the C-1B, C-2 and C-2A Zones only;
 - (i) Street Off-Street Parking Use;
 - (ii) Accessory Off-Street Parking Use.

602 USES IN C-3 LOCAL COMMERCIAL ZONES

Subject to the regulations contained in this Bylaw, the following Uses and no others shall be permitted in the C-3 Local Commercial Zone:

- (1) Retail Service Group 3 Use:
 - (a) Accessory One-Unit Residential Use, subject to Section 607(2) of this Bylaw;
 - (b) Accessory Off-Street Parking Use.

603 USES IN CS-1 SERVICE COMMERCIAL ZONES

Subject to the regulations contained in this Bylaw, the following uses and no others shall be permitted in the CS-1 Service Commercial Zones:

- (1) Retail Service Group 1 Use:



FORM-BASED ZONING BYLAW

ZONING BYLAW

CMX COMMERCIAL MIXED-USE

CMX 4

Table 14-101-3 Development Standards for Commercial Districts

Use	Maximum Floor Area	Maximum Building Height	Maximum Lot Coverage
Public Art (14-101-3)	10%	10 m (33 ft)	10%
Public Space (14-101-3)	10%	10 m (33 ft)	10%
Street Furniture (14-101-3)	10%	10 m (33 ft)	10%
Street Lighting (14-101-3)	10%	10 m (33 ft)	10%
Street Signage (14-101-3)	10%	10 m (33 ft)	10%
Street Vending (14-101-3)	10%	10 m (33 ft)	10%
Street Seating (14-101-3)	10%	10 m (33 ft)	10%
Street Art (14-101-3)	10%	10 m (33 ft)	10%
Street Performance (14-101-3)	10%	10 m (33 ft)	10%
Street Events (14-101-3)	10%	10 m (33 ft)	10%
Street Vending (14-101-3)	10%	10 m (33 ft)	10%
Street Seating (14-101-3)	10%	10 m (33 ft)	10%
Street Art (14-101-3)	10%	10 m (33 ft)	10%
Street Performance (14-101-3)	10%	10 m (33 ft)	10%
Street Events (14-101-3)	10%	10 m (33 ft)	10%

Form-based Standards:

- Maximum Building Height: 10 m (33 ft)
- Maximum Lot Coverage: 100% (with additional streets)

Frontage Applicable Facades:

Frontage standards apply to the following facades up to the top of the 12th story:

- Frontage Lot-Line-Facing Facades
 - Facades that face a frontage lot line, including street-facing facades (Sec. 24.1.6.0.), and when a Dual Frontage District (Dw. 28.8) is applied, special lot line-facing facades.
 - These facades shall meet the standards specified by the applied Frontage District (Part 28) for the frontage lot line and the facade face spanning across lot line, side street lot line or special lot line.
- Lot-Line-Facing Facades (Non-Frontage Lot Line)
 - Lot line-facing facades (Sec. 24.1.6.0.) that do not face a frontage lot line and are:
 - Located vertically above the top of the 4th story; and
 - Located 10 feet or more from a common lot line or centerline of an alley, measured horizontally.
 - Lot-Line-Facing Facades (Non-Frontage Lot Line) facades shall meet the standards specified by the applied Frontage District (Part 28) for the side street lot line.

Why Use A Form-based Approach?



Figure 13. 50-100 ft Lot Typology Development Scenario

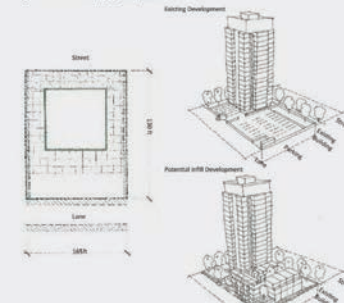
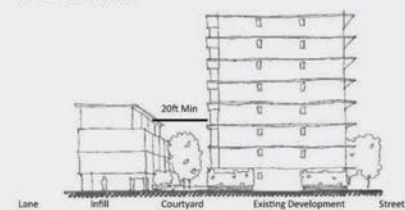


Figure 14. Building Separation



Robust Engagement



PREPARE

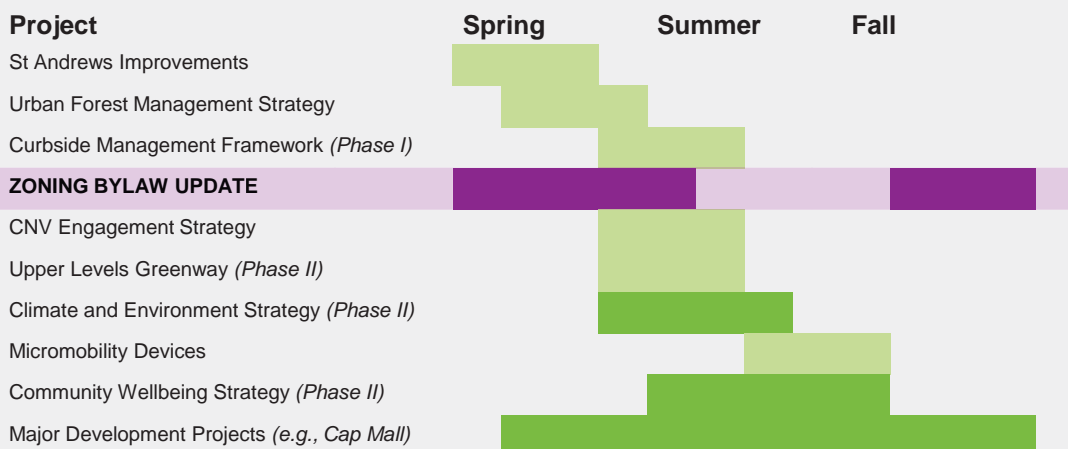
RAISE
AWARENESS

ENGAGE

REPORT
BACK

Aligned City Engagement

Concurrent Draft Engagement Processes in 2023



Engagement schedule is subject to change depending on Council milestones and aligning initiatives to minimize conflict.

NEXT STEPS



Zoning For A Healthy City

The Path Forward

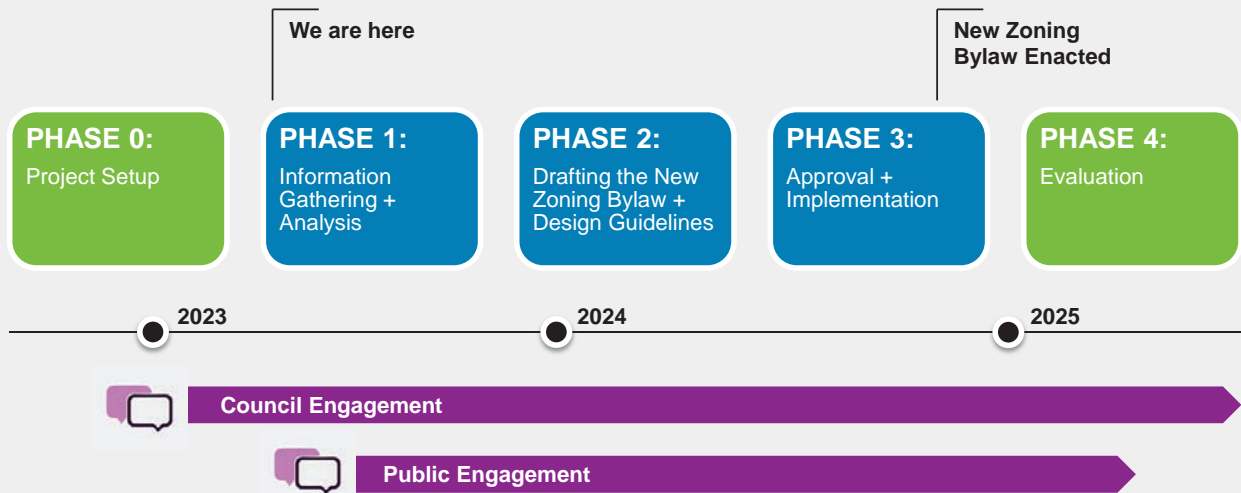
A
Modernized
Zoning Bylaw

ZONING FOR A HEALTHY CITY



1. Building Complete + Sustainable Communities
2. Housing Diversity + Livability
3. Contextualizing Parking Requirements
4. Improving the Building-Street Interface
5. Streamlining Development Approvals
6. Future Opportunities

Timeline



Next Steps

CONTINUED PHASE 1 WORK

PHASE 1 ENGAGEMENT
(Spring / Summer 2023)

REPORT BACK
(Fall 2023)





Thank you



city
of north
vancouver