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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: Renée de St. Croix, Manager, Long Range & Community Planning
Rupinder Basi, Acting Deputy Director, Planning and Development

Subject: ZONING BYLAW UPDATE PROJECT – PHASE 1 SUMMARY REPORT

Date: November 15, 2023 File No: 09-3900-30-0006/1

ATTACHMENTS

1. Phase 1 Summary Report (CityDocs [#2432204](#))
2. Phase 1 Engagement Summary (CityDocs [2432205](#))

PURPOSE

This report provides an update to Council on the Zoning Bylaw Update project and presents an overview of Phase 1 findings and Key Directions for Phase 2.

DISCUSSION

Staff have completed Phase 1 of the Zoning Bylaw Update project. The work focused on information-gathering and analysis and included a Zoning Bylaw Audit, Policy Review, Emerging Practice Review and Public Engagement. Sections 1.0 through 3.0 below offer highlights of the Phase 1 findings. Section 4.0 introduces the eight Key Directions, which were derived from the Phase 1 findings.

Further details on the findings and Key Directions are provided in Attachment #1 - Phase 1 Summary Report and Attachment #2 - Phase 1 Engagement Summary.

1.0 Key Findings: Zoning Bylaw Audit

During Phase 1, the consultants undertook a Zoning Bylaw Audit to understand the structure and composition of the existing Zoning Bylaw. The audit revealed several issues and opportunities to inform the Phase 2 work. Highlights of the key findings and implications / opportunities are listed in Figure 1 and Table 1.

Figure 1: Zoning Bylaw Audit Composition Findings



- **CD Zones make up 73% of the over 1,400 pages in the Zoning bylaw**
- **Of the 583 CD Zones...**
 - **96%** are based on a standard zone
 - nearly half, **49%**, are based on just two base zones:
 - **26%** on RT-1: two-unit residential
 - **23%** on RM-1: medium-density apartment residential

Table 1: Zoning Bylaw Audit Key Findings and Implications/Opportunities

Key Findings	Implications / Opportunities
<ul style="list-style-type: none"> ▪ The existing Zoning Bylaw is challenging to navigate and understand. It is primarily structured around permitted uses with form and other requirements for a single zone spread throughout the document. ▪ There are many zones with overlapping use permissions, suggesting inefficiencies. 	<ul style="list-style-type: none"> ➤ Restructure and consolidate existing base zones and broaden use categories. ➤ Use more accessible language. ➤ Organize zones around form-based needs to eliminate redundant zones while supporting a more consistent design approach for the public realm.
<ul style="list-style-type: none"> ▪ The City has relied heavily on the use of Comprehensive Development (CD) Zones to regulate development. ▪ CD Zones now make up approximately 73 percent of the Zoning Bylaw, while regulating only 11 percent of total properties. 	<ul style="list-style-type: none"> ➤ Create new zones that are suitable for new development, to avoid the need to create new CD zones. ➤ Address overabundance of existing CD Zones by consolidating the zones into new or existing zones.
<ul style="list-style-type: none"> ▪ Many definitions in the existing Zoning Bylaw are outdated and do not reflect modern uses or building and design practices. 	<ul style="list-style-type: none"> ➤ Review and update definitions as needed to regulate and support modern uses, and to reflect modern building technologies, materials and design.
<ul style="list-style-type: none"> ▪ The existing Zoning Bylaw makes use of some of the Development Permit Areas (DPA) identified in the Official Community Plan (OCP), but not all. 	<ul style="list-style-type: none"> ➤ Consider expanding the use of DPAs as a tool to complement standard zoning regulations, with a goal of streamlining and simplifying processes while achieving City goals and objectives. ➤ Consider opportunities/need for additional DPAs not yet identified in the OCP.
<ul style="list-style-type: none"> ▪ Many regulations do not reflect current City objectives. Examples are a lack of diversity in housing forms, particularly in low-density areas; restrictions on neighbourhood commercial uses that would contribute to complete communities; and regulations for vehicle and bicycle parking, which have not yet been updated to align with recent policies. 	<ul style="list-style-type: none"> ➤ Update these and other misaligned sections to reflect current City policies and objectives.

2.0 Key Findings: Emerging Practice Review

Trends in zoning today point to goals of sustainability, health, and quality of design. While the exact wording of these goals may differ, the approach is almost always the same: to enable and encourage the development of complete communities.

One way that cities are pursuing complete communities is through the use of form based zoning. Form-based zoning offers an alternative approach to traditional exclusionary zoning practices. Rather than separating uses, it focuses instead on how the building itself contributes to the public realm and enables a mixing of uses to ensure more equitable access to daily needs.

The Emerging Practice Review looked at over 11 municipalities and found six key features of modern, form-based zoning bylaws, these are:

1. Clear Communication of Requirements
2. Alignment with Municipal Objectives
3. Web-Accessible Document Design + Online Tools
4. Improved Document Navigation
5. Consolidation of Zones
6. Use of Graphics and Illustrations

From the Emerging Practices Review, staff and consultants will work to include these six features in the creation of the new Zoning Bylaw document.

3.0 Key Findings: Community Engagement

In April 2023, staff presented the project’s Communications and Engagement Approach to support a robust outreach and engagement program. This approach aligns with the City’s upcoming Community Engagement Framework and is based on emerging practices including the International Association for Public Participation (IAP2) Principles.

The engagement undertaken in Phase 1 falls under the “inform” and “consult” columns of the IAP2 Spectrum, meaning the goals were to keep the public informed and to obtain their feedback.

Phase 1 Engagement Highlights:



~650
people
engaged in
conversation



26+
meetings with
interested
groups & city
committees



~230
surveys
submitted



~900
visitors to the
project webpage
& Let’s Talk page



~168k
social media
impressions



~1,200
subscribers on
the City’s CityView
e-newsletter

Considering the well-known challenges of engaging communities on zoning bylaw reviews and updates, the engagement events were well-attended and there was a high level of engagement with the materials. The topics that people were most interested in were housing, environment, transportation and local businesses.

Overall the feedback to-date has been positive towards the necessity of the update and helpful with several emerging themes:

- Prioritise housing where there is good access to transit and amenities
- Enable more housing options by prioritizing multiplex (duplex, triplex and fourplex) and mid-rise (4-10 storey) development and moving away from single-family zoning and reliance on basement suites as a form of affordable housing.
- Explore innovative ways to address housing affordability through the new Zoning Bylaw.
- Promote car-free or car-light areas throughout the City to promote active transportation.
- Make it easier for people to meet their daily needs without the use of a vehicle by allowing for a greater mix of uses throughout the City, offering more safe and convenient active transportation and transit options, and allowing locally-owned, local-serving businesses to locate within residential neighbourhoods.
- Protect and promote employment and industrial land uses throughout the City.
- Allow neighbourhood-serving commercial, like cafes and small grocers in residential areas.
- Protect and enhance the City's tree canopy, including trees located on private property.
- Focus design efforts on universal accessibility, including age-friendliness, people of diverse incomes, physical ability.
- Promote social connectivity through the intentional design of public spaces, parks, plazas and shared community amenities.

When asked about the structure and functionality of the Zoning Bylaw, staff, stakeholders, and the public shared that they would like the new Zoning Bylaw to be easier to navigate, understand, and interpret – making it more accessible to a broader audience, making it easier to find commonly sought-after information, and enabling greater consistency of interpretation during the development review process.

4.0 Key Directions to Guide Phase 2

Eight key directions to guide Phase 2 work were identified following completion of Phase 1. Further details on these directions can be found in Attachment # 1.

1. *Modernizing and Consolidating Standard Zones*

Revise existing standard zones to remove redundancy and increase both the relevance and usability of the new Zoning Bylaw.

2. *Enabling Diverse Housing Options*

Update residential zoning regulations to enable a broader variety of housing forms, types and tenures to meet people's varied housing needs.

3. *Preparing for Near-Term Changes*

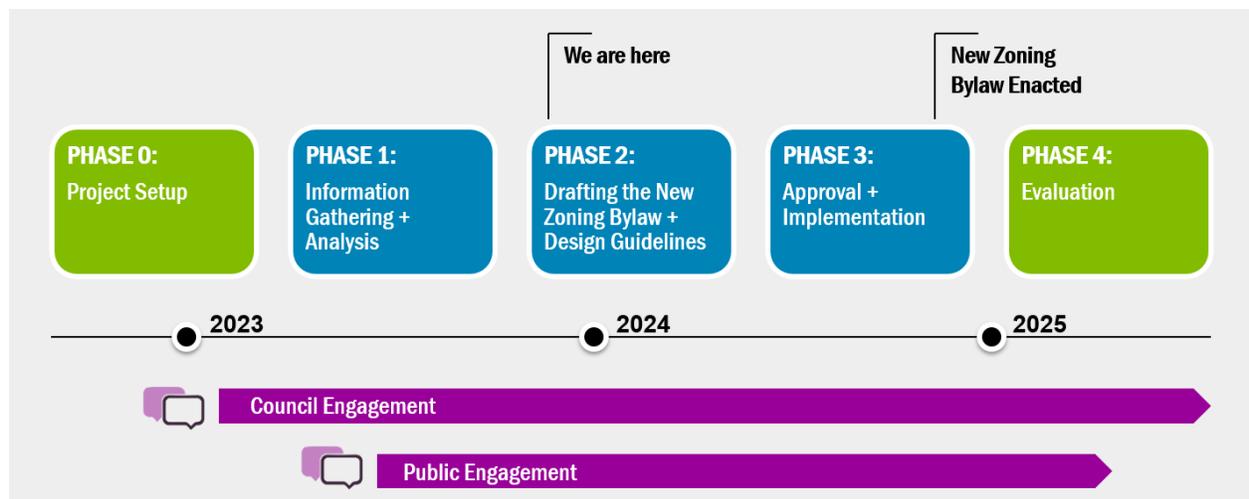
Take a proactive approach in responding to near-term changes by identifying areas that are most likely to see change in the next few years, and establishing regulatory tools to support and manage that growth.

- 4. Supporting Employment and Enterprises that Create Shared Economic Prosperity**
Review commercial, institutional, and industrial zoning provisions to ensure that they respond to contemporary business and employment needs.
- 5. Integrating Equity and Community Wellbeing**
Commit to meaningfully integrating equity, community wellbeing, and resiliency within the new Zoning Bylaw using social equity criteria, metrics, and analyses.
- 6. Supporting Complete and Sustainable Communities**
Enable development that fosters wellbeing and sustainability through a greater mixing of land uses and housing types to better address community needs.
- 7. Aligning Parking Requirements**
Embed a holistic approach to regulating parking based on context, policies, and alignment with the ways people move around the City.
- 8. Applying a Future-Focused and Resiliency Lens**
Consider the adaptability of regulations to current trends, future technologies, and sustainable development.

These key directions will be used to support the creation of a zoning bylaw that has alignment with municipal objectives, enables a streamlined development review process, reduces City resources required to respond to zoning inquiries, supports businesses, and enhances development outcomes in the City.

NEXT STEPS

Staff are moving into Phase 2: Drafting the New Zoning Bylaw + Design Guidelines.



Phase 2 began with the development of the eight Key Directions, which will guide the Phase 2 work. Next steps include drafting new zones, updating definitions and general provisions, developing a new document structure and graphic language, considering development permit guidelines, aligning with and improving the development process, and Phase 2 community engagement.

Staff will continue to provide updates to Council as the work progresses and will report back prior to the launch of the Phase 2 public engagement in the early spring of 2024.

RESPECTFULLY SUBMITTED:



Renée de St. Croix
Manager, Long Range & Community Planning



Rupinder Basi
Acting Deputy Director, Planning and
Development



ZONING



for a healthy city

Phase 1 Engagement Report

Land Acknowledgment

We respectfully acknowledge that we live and work on the traditional and unceded territories of the Skwxwú7mesh (Squamish) and Səl̓ílwətaʔ (Tsleil-Waututh) Nations.

The City of North Vancouver is committed to reconciliation with these Nations, who have lived on these lands since time immemorial.

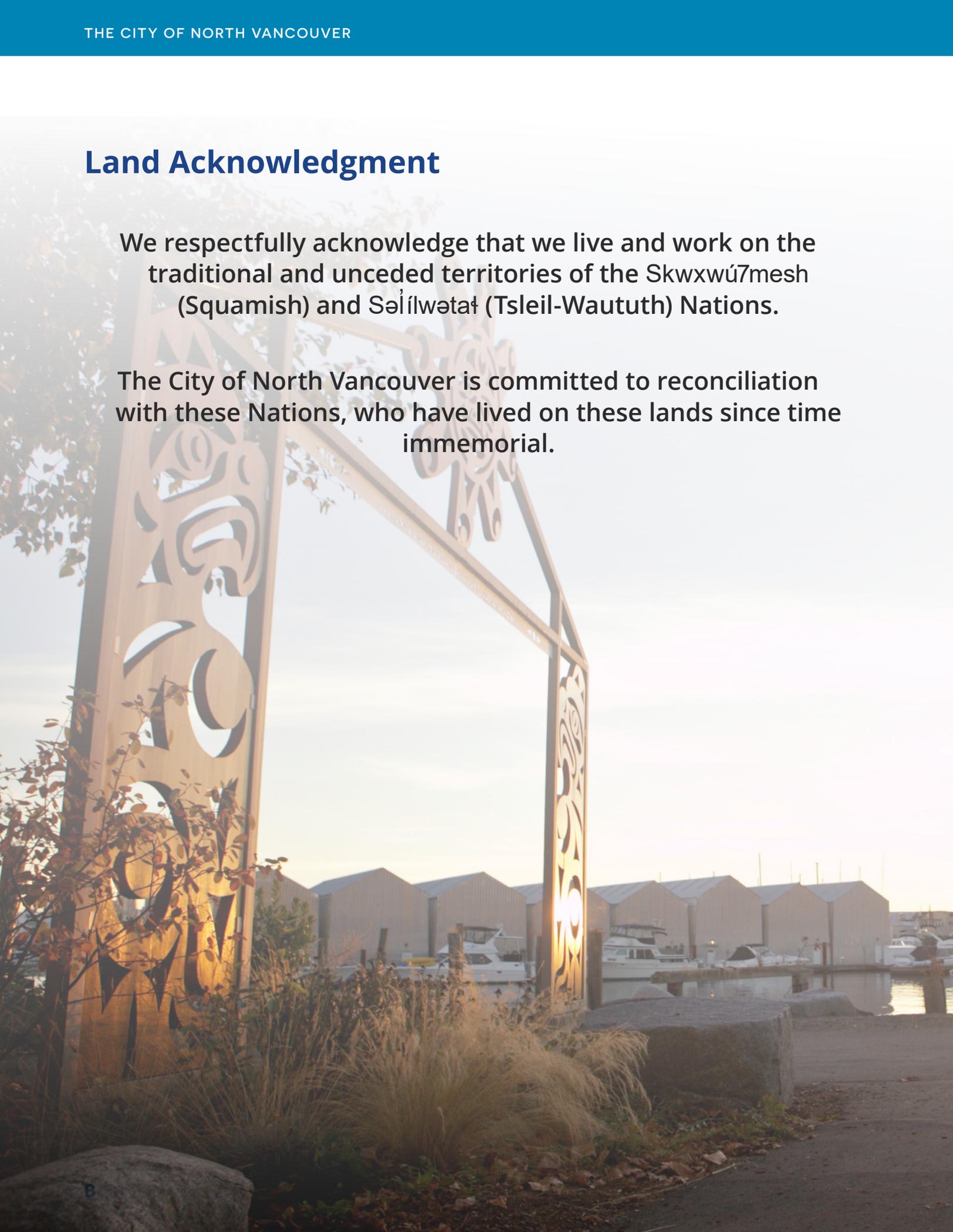


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Introduction

About this project

The City of North Vancouver is updating its Zoning Bylaw. The Zoning Bylaw is the primary regulatory tool for city building and implementing the City's Official Community Plan (OCP). The City's first Zoning Bylaw was adopted in 1953 and replaced in 1967. While the current Zoning Bylaw was last updated in 1995, it was largely kept the same as the 1967 Bylaw – and as the City continues to grow and evolve, our Zoning Bylaw needs to grow and evolve too.

Through the Zoning Bylaw Update (the "Update"), the City will be transitioning from its existing zoning bylaw that is heavy on text and technical jargon, to a more modern "form-based" zoning bylaw. Form-based zoning bylaws are easier to navigate, more visual in nature, and focus more on the relationship between buildings, streets, and other public spaces rather than on the uses inside the buildings. This Update will result in the creation of a Zoning Bylaw that is simple, effective, and easy to use.

The Update will be completed in three phases - with opportunities for public and stakeholder engagement provided throughout.

Phase 1 – Building Awareness & Input | Spring-Fall 2023

Building awareness of the project and providing opportunities for the public to participate in the update of the Zoning Bylaw.

Phase 2 – Developing the New Zoning Bylaw | Fall 2023-Summer 2024

Drafting the new Zoning Bylaw, and testing the visual communication approaches to ensure that it meets the needs of potential users.

Phase 3 – New Zoning Bylaw Approvals and Implementation | Fall 2024

Preparation of the updated draft zoning bylaw, and development of the interactive online Zoning Bylaw.

Engagement with staff, industry partners and public engagement is a critical component of the Zoning Bylaw Update process. Meaningful engagement ensures participants have an opportunity to help shape the future of the City. In April 2023, City Council approved the project's Communications and Engagement Approach to support a robust and multi-dimensional outreach and engagement program. This approved approach aligns with the City's upcoming Community Engagement Framework and is based on engagement best practices including the International Association for Public Participation (IAP2) Principles.

About this report

This Phase 1 Engagement Summary Report summarizes key feedback and core themes generated between May and August 2023 as part of the Zoning Bylaw Update process. What follows is a summary of the engagement objectives and approach, the engagement opportunities, and the key findings and themes that surfaced throughout this phase of the process. The findings were gathered through multiple engagement channels including: public events, discussions with industry partners, and online engagement.



June 3rd Public Launch at Civic Plaza

Phase 1 Engagement Overview

The Phase 1 communications and engagement objectives were to:



Build broad community and stakeholder awareness about the project, the subject matter, and about the different opportunities to engage in the process.



Educate community members, key stakeholders and City staff about the issues, opportunities and public benefits that the Zoning Bylaw Update project offers, both at the neighbourhood and city-wide levels.



Provide multiple (appropriate) levels of information/education about Zoning and the associated zoning topic areas to ensure that all interested participants can engage in an informed and scalable way.



Seek substantive input on the Zoning Bylaw update process and its key themes and on the role of the project in achieving larger municipal objectives.



Continue fostering/developing relationships with key stakeholders to leverage their networks and to develop project champions in the community.



Develop an accessible and engaging online presence for the project, offering links to relevant materials and documents, images, multimedia and different opportunities to engage.



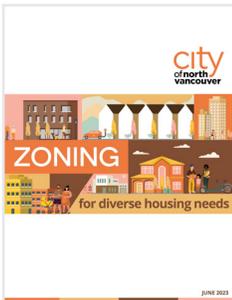
Publicly launch the project in a way as to generate excitement, awareness and positive conversation about the process.



Continue to grow the stakeholder register - to build a large pool of interested people who will participate in future engagement activities throughout the process.

Phase 1 Engagement Approach - Education and Awareness Building

A key priority of the Phase 1 Engagement Approach was to provide an accessible level of information about zoning, helping to demystify what is largely a technical and regulatory document. This included breaking the zoning bylaw contents into 7 key topic areas, and structuring engagement around them. This allowed participants the opportunity to engage in a scalable way – interacting with the topic(s) that interested them, at the level of detail that was right for them. Short background reports and display panels on each topic were prepared and shared on the City’s project webpage, at in-person events, and in hard copy at City Hall. These materials will serve to inform various audiences and build understanding about the key issues throughout the life of the project.



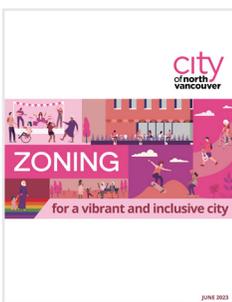
1. Zoning for Diverse Housing Needs

Housing needs differ from one household to another, and shift over time as households change. A new Zoning Bylaw can support the creation of diverse housing forms that meet the needs of various household types and income levels.



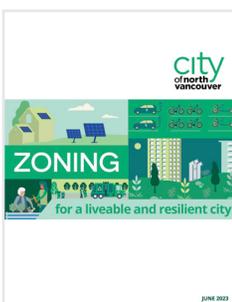
2. Zoning for a Connected City

Zoning and transportation are interconnected and must be considered holistically. Our new Zoning Bylaw is an opportunity to explore how we can make it easier for people (and goods) to get to where they need to go daily including to work, to school, to shops and services, and back home. A well-connected and accessible city is also a prosperous and healthy city – where streets and sidewalks are brimming with economic and social activity, something that will continue to make the City a great place to live and invest.



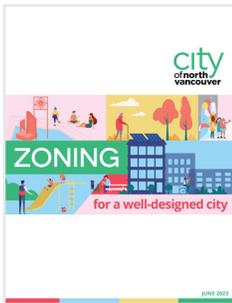
3. Zoning for a Vibrant and Inclusive City

City policies and bylaws have to reflect the needs of a diverse population. Our new Zoning Bylaw is an opportunity to explore how we can better meet the needs of our community. This includes enabling more housing options, spaces for social connection and wellbeing, as well as ensuring that everyone has opportunities to thrive.



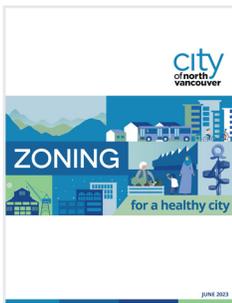
4. Zoning for a Liveable and Resilient City

The climate crisis demands that every opportunity to reduce emissions and adapt to climate risks is being pursued. Our new Zoning Bylaw is an opportunity to explore some important ways we can tackle the climate crisis, continue to grow our economy, and achieve our goal of net-zero emissions by 2050 - all while enhancing and protecting the health of our environment.



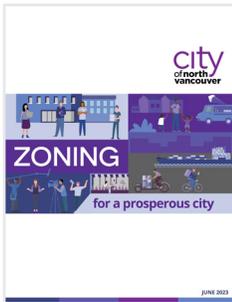
5. Zoning a Well-Designed City

Regulatory tools available today allow municipalities to achieve high-quality public realm design. A new Zoning Bylaw can help to communicate the importance of high-quality urban design through regulations that prioritize the public realm as a welcoming and vibrant place.



6. Zoning for a Healthy City

Many of the City’s neighbourhoods already support health and wellbeing, but there is still room for improvement. A new Zoning Bylaw can support the creation or enhancement of communities that are active, age-friendly and provide access to diverse housing and travel options, local retail, community services and facilities, parks and open spaces.



7. Zoning for a Prosperous City

The new Zoning Bylaw can align with City Council’s vision of A Prosperous City, which is one that supports a diverse economy where new and existing businesses can grow and thrive.

What is Zoning? Video

A 2-minute animated video was created to help explain what a zoning bylaw is, how it impacts the shape of the City, and what updating it might look like. This video was posted on the City’s project webpage, on the Let’s Talk engagement portal, and on the City’s social media channels.



Screen captures from the 'What is Zoning?' animated video.

Phase 1 - Engagement by the Numbers

Between May and August 2023, there were 17 different opportunities to engage during Phase 1 of the City of North Vancouver’s Zoning Bylaw Update process. This included one-on-one interviews and workshops with key stakeholders and City staff, 8 in-person public events and pop-ups, an online survey and an online mapping exercise hosted on the Let’s Talk project page.

Through all of these opportunities, approximately 940 City of North Vancouver residents, stakeholders and staff were engaged during the first phase of the process.



~650

People attended an in-person engagement event



4

City Advisory Committees were consulted during Phase 1



237

Residents completed the Zoning for a Healthy City Online Survey and Online Map Exercise



22

One-on-one Interviews and Workshops were held with CNV Staff and Key Stakeholders



361

People viewed the “What is Zoning?” Animated Video



1500

People visited the Let’s Talk CNV Project Webpage

Phase 1 - Engagement Touchpoints

Engagement Touch Point	Number of Participants	Notice Provided
Pre-Engagement Interviews	~10	Email Invitation
Staff Survey	46	Email Invitation
Staff Workshops and Info Sessions	~60	Email Invitation
Advisory Committee Presentations	36	Meeting Agenda
June 3rd Public Launch	~130	Various outreach/promotion forms
June 6th Public Launch	~190	Various outreach/promotion forms
June 17th City Engagement Expo	~250	Various outreach/promotion forms
June 28th Pop-up at Loutet Farm	~20	Various outreach/promotion forms
June 29 Pop-up at Marine Drive and 15th	~5	Various outreach/promotion forms
July 4th Pop-up at Rey Sargent Park	~4	Various outreach/promotion forms
July 8th Pop-up at Tempe Heights Park	~20	Various outreach/promotion forms
July 9th Pop-up at Moodyville Park	~20	Various outreach/promotion forms
Development Community Workshop	~12	Invitation
Zoning Bylaw Update Online Survey	~226	Various outreach/promotion forms
Zoning Bylaw Update Community Map	~11	Various outreach/promotion forms
Zoning Video Views	361	Various outreach/promotion forms
Webpage Visits	1500	Various outreach/promotion forms

Summary of Phase 1 Engagement Opportunities

Engagement Opportunities

Pre-Engagement Interviews with Key Partners - April - May 2023

Pre-engagement interviews helped to inform the development of the phase 1 engagement plan. In order to better understand some of the relevant key issues, policy trends, opportunities and challenges, we held a series of one-on-one interviews with industry partners, including representatives from the local business and development communities, as well as local and regional government agencies.

Development Community Workshop #1 - July 2023

Engagement with the development community involved developers and designers with experience in development of varying scales. It was coordinated with the help of organizations representing developers' interests. These groups and individuals work with the Zoning Bylaw directly on a regular basis and were able to share input regarding usability of the document and on various issues, development trends, opportunities and challenges that affect the local development industry.

City Advisory Committee Presentations

The project was introduced to several Advisory Committees: ACDI – Advisory Committee for Disability Issues, APC – Advisory Planning Commission, SPAC – Social Planning Advisory Committee, and ITC – Integrated Transportation Committee. The purpose of these presentations was to build project awareness and to activate broader audiences for the engagement materials and input opportunities through the committee members' networks.

Staff Engagement Opportunities

Online Staff Survey

CNV staff were engaged in order to help inform the project. Engagement aimed to answer several questions to inform the Zoning Bylaw Update project work: how they use the existing Zoning Bylaw; how it supports or inhibits their work; and what other project work is ongoing that may help in drafting the new Zoning Bylaw. Two staff information sessions on the project were provided and an internal online survey was conducted, with 46 survey responses received.

Pre-Engagement Focus Group with City Gateway Staff

In order to better understand how the public and members of the development and real estate communities interact with the City's existing zoning bylaw, we held a focus group session with the City's Gateway staff to hear how we could improve both public and staff experiences through the Zoning Bylaw Update process

Public Engagement Opportunities

IN-PERSON EVENTS

Public Launch Event #1 – Saturday June 3rd, 2023 - 10am-2pm

This event marked the public launch of the Zoning Bylaw Update process. Held at Civic Plaza outside City Hall, this drop-in style, open-to-everyone event presented information about the Zoning Bylaw Update process and introduced the seven key engagement themes with an opportunity to provide input on each one. Toys, interactive games, and a LEGO tent helped create a fun, family-friendly atmosphere in the Plaza.

Public Launch Event #2 – Tuesday June 6th, 2023 – 5pm-7pm

A second, smaller-scale event took place in the plaza outside the Polygon Gallery. The same information was presented and project team members and staff were on hand to answer questions.

Let's Talk Engagement Expo – Saturday, June 17th, 2023 – 10am-2pm

City Staff held an event for residents to ask questions about current City initiatives and provide feedback at Civic Plaza. Staff were available to answer questions about the Zoning Bylaw Update as well as other CNV plans and strategies under development.

Public Launch Pop-up Events

City staff held a series of five pop-up events across the city in various neighbourhoods to ensure that there were opportunities to engage in the process. This approach was designed to 'meet people where they are at' - and were intended to reach audiences that may not traditionally attend a City engagement event.

These intimate-scale pop-ups included printed copies of the Backgrounders and takeaway materials with the Let's Talk project page address. Staff were on hand to answer questions and provide additional information as needed.

Pop-up Events were held at the following locations:

- **Loutet Farm Farmer's Market - June 28 – 2pm-4pm**
- **Marine Drive at 15th Street – June 29, 2023, 3pm-5pm**
- **Rey Sargent Park – July 4, 2023, 12pm-2pm**
- **Tempe Heights Park – July 8, 2023, 1pm-3pm**
- **Moodyville Park – July 9, 2023, 1pm-3pm**

ONLINE ENGAGEMENT OPPORTUNITIES

Let's Talk CNV - Zoning Bylaw Update Page

A project webpage was launched on the City's 'Let's Talk CNV' engagement platform in June 2023. This page offers relevant project information, including timelines and key dates, and key resources like the "What is Zoning?" video, downloadable PDFs of the project Backgrounders and information boards from in-person engagement events. The page hosted the project's online engagement tools: the survey and community map, and it provides visitors an opportunity to subscribe to project updates.

The webpage can be accessed at: www.letstalk.cnv.org/zoningupdate

Online Survey – June 7th - August 3rd, 2023

An online survey was available on the CNV Let's Talk page for residents to share their perspectives, ideas, and concerns related to the Zoning Bylaw Update. The survey was divided into several key topic areas, and was intended to offer an opportunity for residents to learn about the process and provide feedback in a manner complimentary to what was available at the public events.

Online Community Mapping – June 7th - August 3rd, 2023

An online community map was available on the Let's Talk CNV page for participants to identify:

- Their favourite public places (including parks, plazas or public spaces) in the City and what makes it great; and
- Areas or places in the City that could use a new or improved park, public space or plaza.



June 6th Public Launch Event at Shipyards Plaza

What We Heard - Phase 1

This section summarizes input and feedback that was gathered at public events, stakeholder workshops, interviews, meetings and through the online engagement opportunities offered during Phase 1 of the Zoning Bylaw Update process.

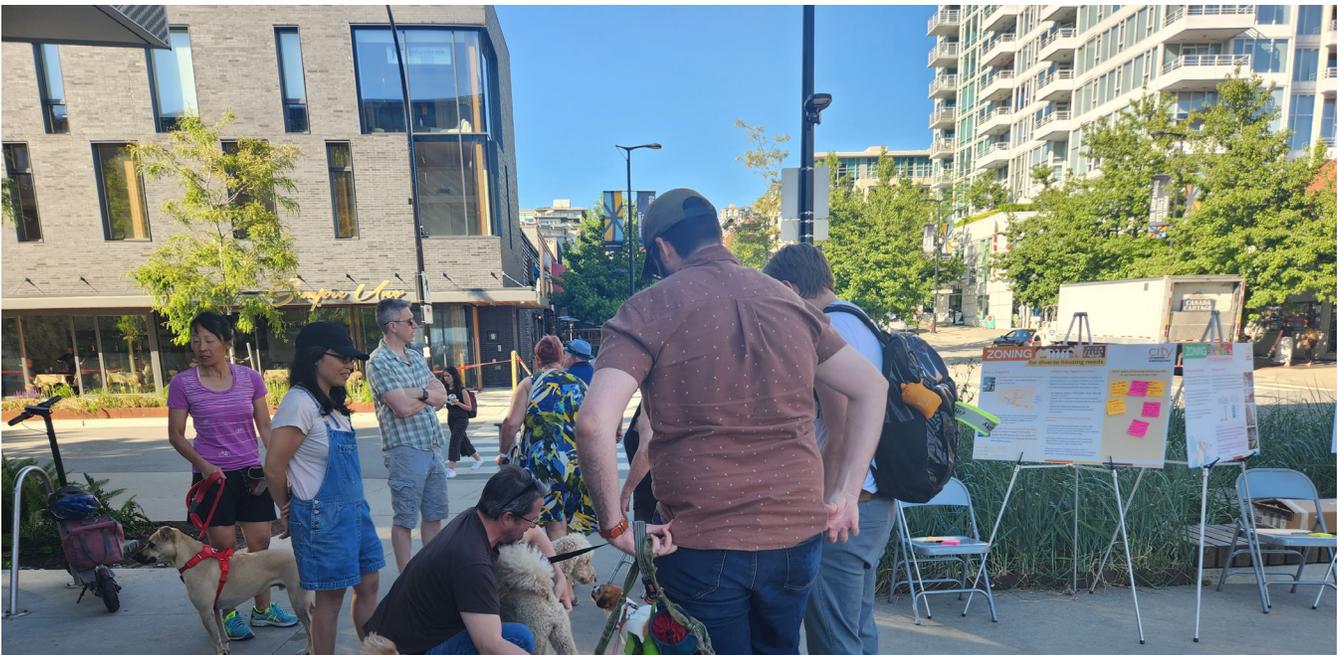
All input was transcribed (where necessary) and analyzed. Where applicable, open-ended responses were read and assigned a 'code' or a theme to allow for grouping of similar ideas. Answers that were off-topic, offensive, or illegible were given a code of N/A and not included in the results.

The engagement results are presented following the same themes used during engagement:

- **Zoning for Diverse Housing Needs**
- **Zoning for a Connected City**
- **Zoning for a Prosperous City**
- **Zoning for a Livable and Resilient City**
- **Zoning for a Well-Designed City**
- **Zoning for a Vibrant and Inclusive City**
- **Zoning for a Healthy City***

* Zoning For a Healthy City is an overarching theme for the project, engagement opportunities did not seek input specifically on health.

Where the online survey questions differed slightly from those asked at the in-person events, results for each are presented separately. All input received was used to refine the Key Directions which will help shape the updated zoning bylaw to be drafted in Phase 2.



June 6th Public Launch Event at Shipyards Plaza



Zoning for Diverse Housing Needs

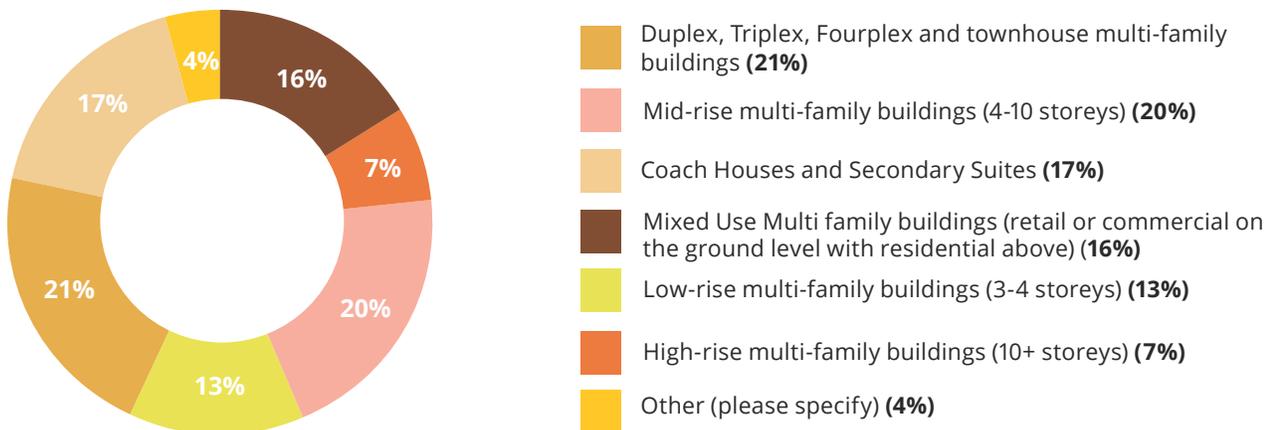
In-Person Events

Input gathered during public events on **Diverse Housing Needs** focused on a desire to increase the diversity of housing types and tenures in the city, including (in order of preference): more affordable housing including social housing with subsidized units for older adults and families with children, more accessible housing with a focus on universal design and aging-in-place, more rental housing (including affordable and below-market rental), workforce housing, and more supportive housing.

When asked which housing forms should be a priority in the City, respondents stated they would like more multi-family housing options including family-oriented strata-housing, coach houses, row housing, and co-operative housing. Respondents also wanted to see less reliance on basement units as an affordable housing option.

Online Survey

When asked to choose which 3 housing types they would like to see more of in the City of North Vancouver, respondents selected (in order of preference):

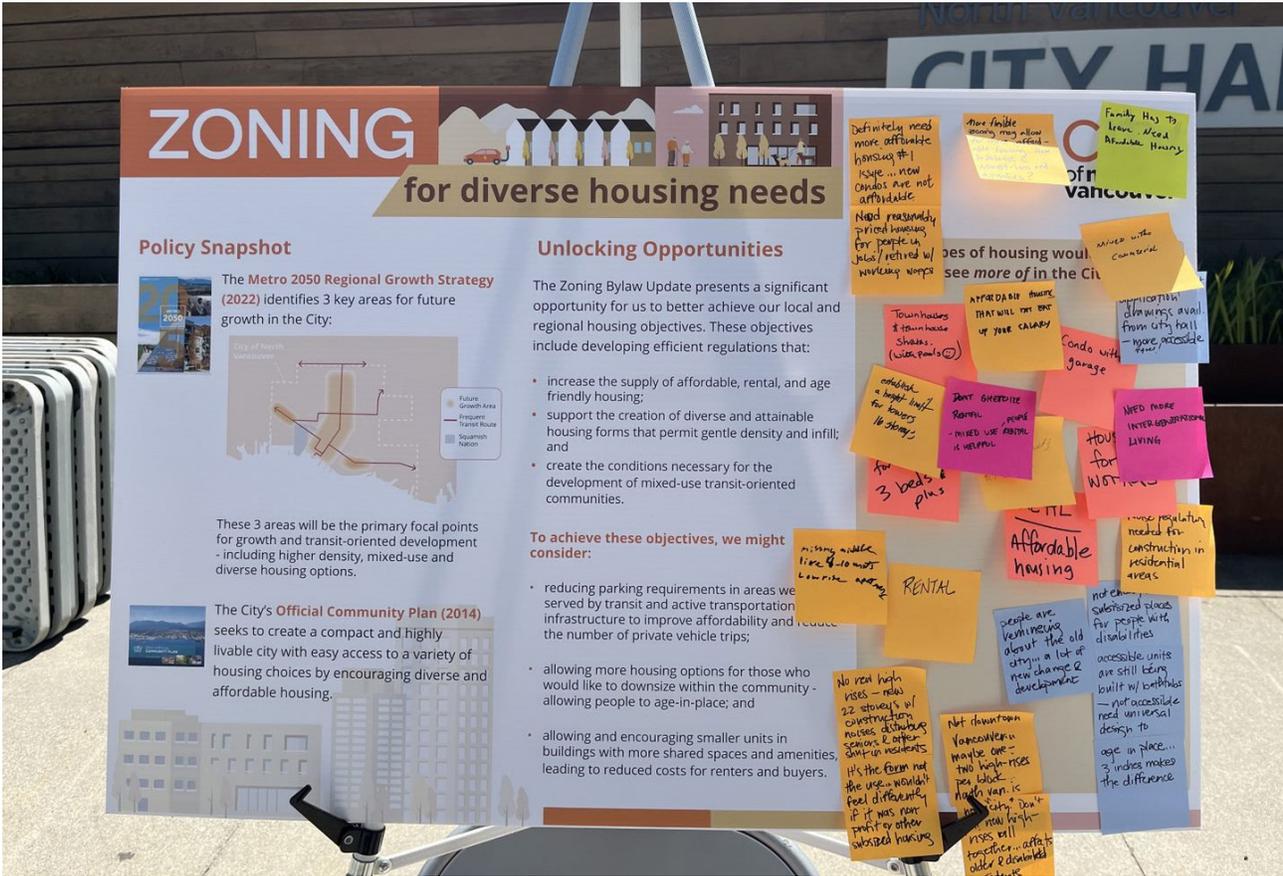


Other responses (4%) included: exploring affordable home ownership models, more co-housing opportunities, prioritizing 3 and 4 bedroom units to increase family housing supply, stronger regulation of AirBnB and other short-term rental platforms, leveraging City-owned property for affordable rental housing and exploring the feasibility of City-run cooperative housing.

Concerns:

During Phase 1, concerns were raised over the rate at which residential development is occurring in the city - with a particular focus on:

- increased building heights and density;
- lack of affordable housing for workers;
- lack of housing options for older adults as their needs change;
- loss of affordable rental units / buildings; and
- potential infrastructure pressures (servicing, traffic, parking) that may come from increased density.



June 3rd Public Launch at Civic Plaza

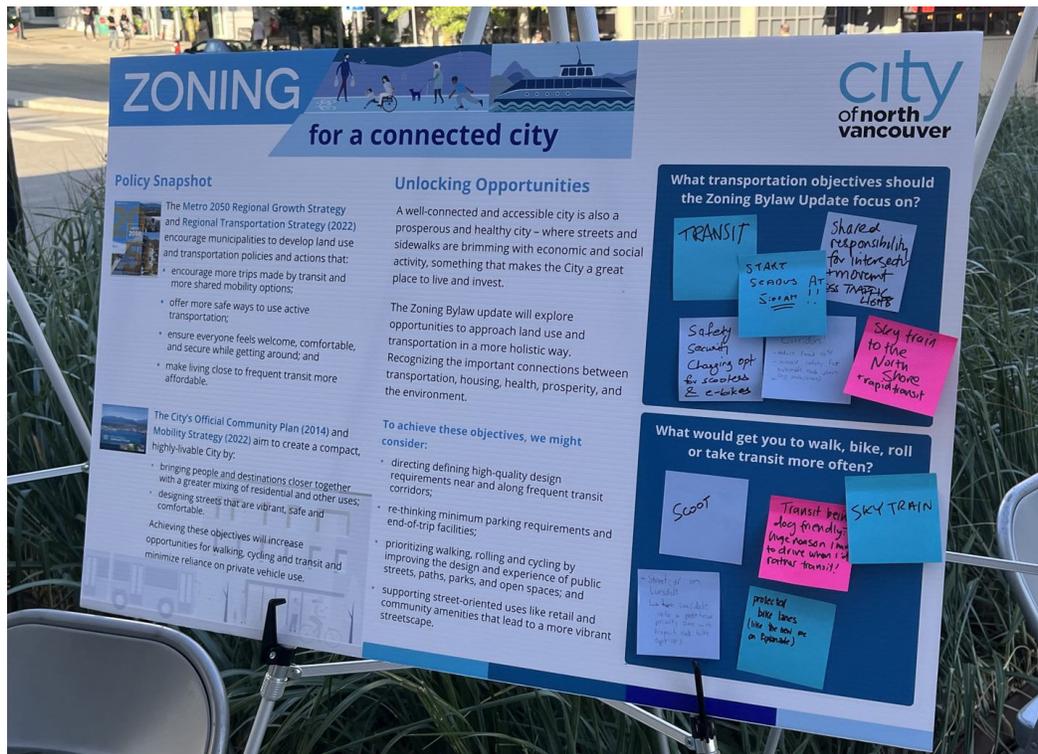
Other responses included rethinking approaches to vehicle parking (on-street and on private property); requiring indoor (secure) bicycle storage in new residential and commercial buildings; and designing local streets and laneways in such a way as to discourage cut-through traffic.

When asked what would get people to walk, bike, roll, or take transit more often, respondents said (in order of preference): improved cycling-supportive infrastructure (including e-bikes) such as secure bike storage at destinations, e-bike charging stations, and e-bike promotion, training and education.

Concerns:

Transportation and Mobility concerns raised in Phase 1 include:

- traffic moving through and getting out of the City remains a challenge;
- safety of transportation infrastructure (bike lanes, paths and trails) and potential conflicts with other road users (including vehicles, e-bikes and scooters, and pedestrians);
- potential loss of parking spaces to bike lanes;
- consistency in transit service across municipal boundaries; and
- concerns around universal design and accessibility - including inaccessible sidewalks (due to lack of curb cuts and the placement of planters, signs and other street furniture) and access to safe reliable transportation options other than the current micro-mobility and transit options available in the City.



June 6th Public Event at Shipyards Plaza



Zoning for a Prosperous City

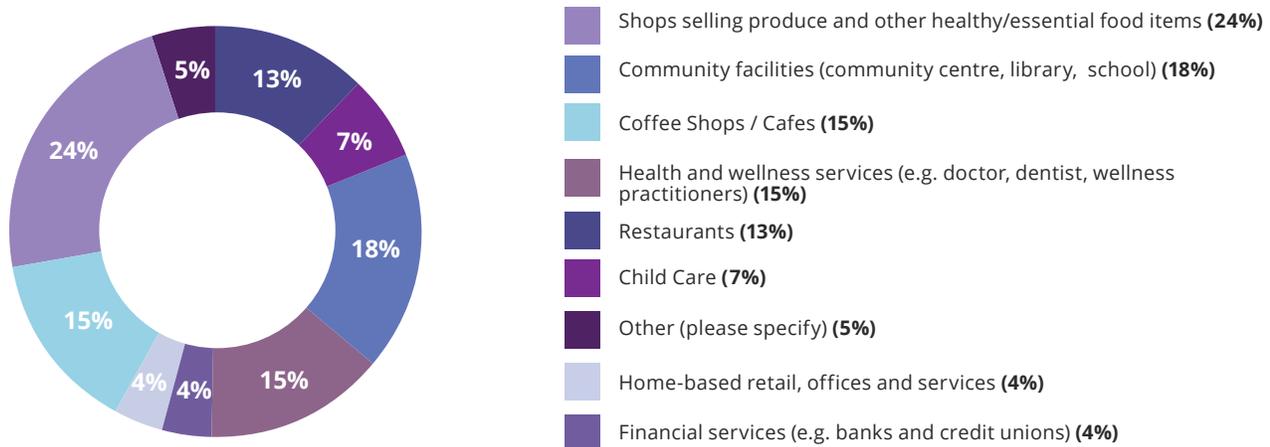
In Person Events

Input gathered during public events on **prosperity and economic development** focused on how to help the City of North Vancouver maintain its economic competitiveness in the future. To ease traffic congestion and support other modes of transportation. When asked what economic development objectives they would like to see addressed through the new zoning bylaw, respondents suggested (in order of preference):

- promotion and retention of locally-owned businesses;
- a desire for more shops, services and amenities within walking distance of home, including: small-scale groceries and corner stores, restaurants with outdoor seating options, pubs and live-music venues;
- more local-serving health and wellness (medical) services; and
- increased social and recreational amenities for children and youth.

Online Survey

When asked what shops, services or amenities they would like to have within a 10-minute walk of their home, respondents selected (in order of preference):

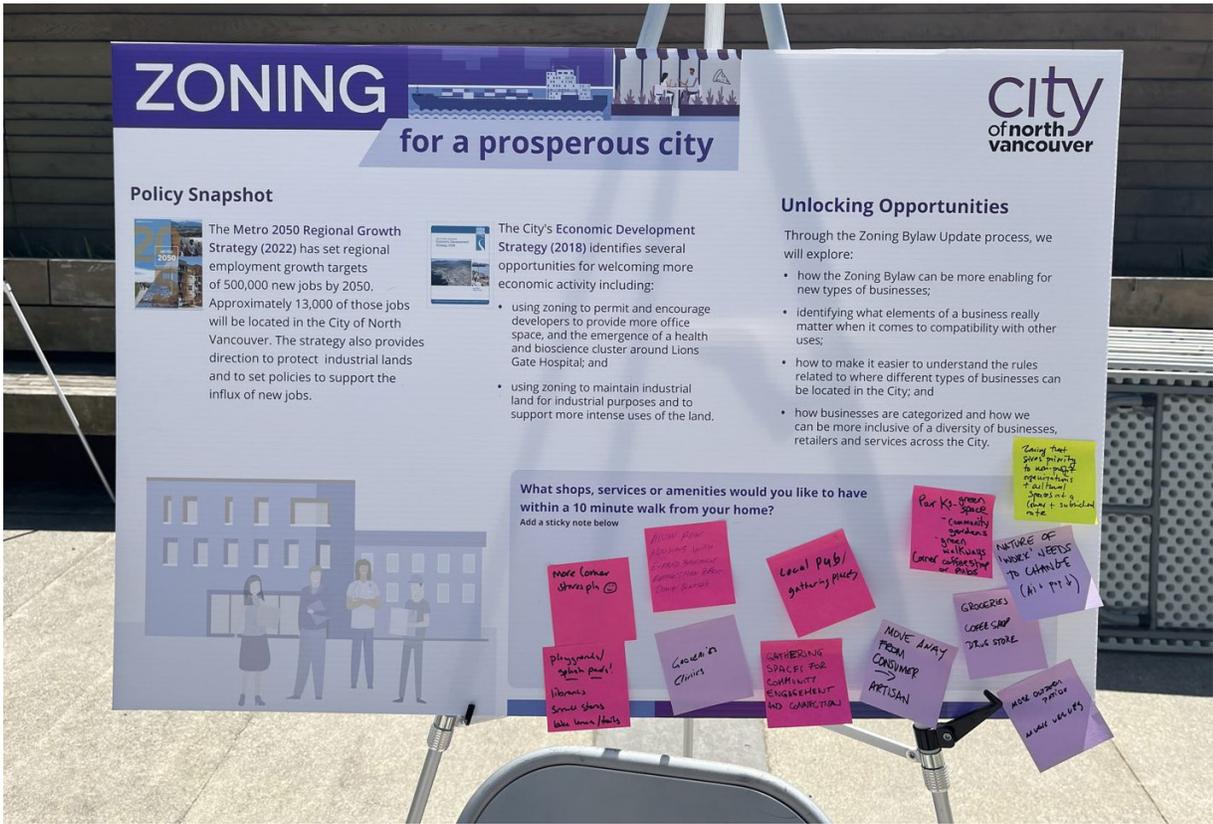


Other responses included more arts and cultural spaces (galleries, performance spaces); co-working spaces, places to gather that don't require spending money or drinking alcohol; protect industrial and employment uses; protect family-run legacy businesses.

Concerns:

Prosperity and Economic Development concerns raised in Phase 1 include:

- the impacts of the housing crisis on local businesses and workers. For example, workers are unable to afford housing options in the City of North Vancouver, which is leading to staffing shortages and reduced operating hours for local businesses;
- the changing nature of work - including remote work changing travel patterns and space needs in both employment and residential buildings;
- increased reliance on on-demand delivery and goods movement changing transportation, logistics and parking needs; and
- the potential impacts of Artificial Intelligence on the workforce and how people work and which types of employment may be deemed redundant.



June 3rd Public Launch at Civic Plaza



Zoning for a Liveable and Resilient City

In Person Events

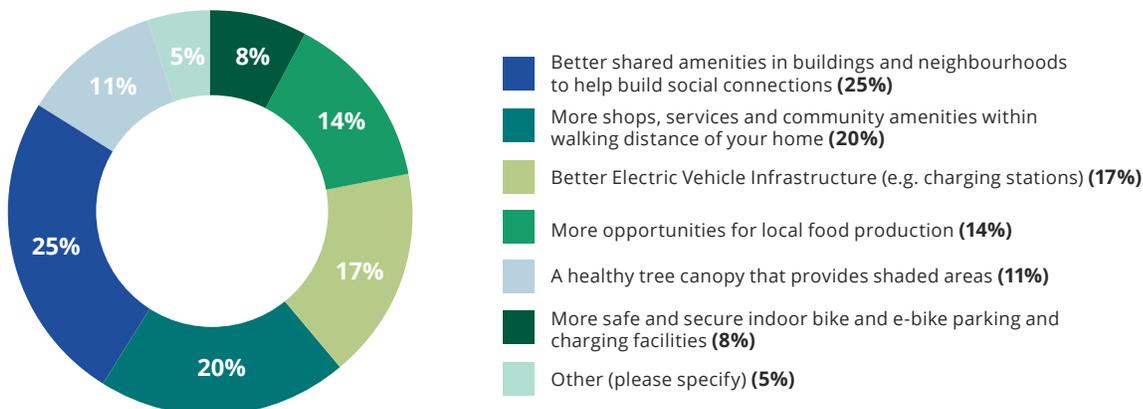
Input gathered during in-person events related to **livability and resiliency** focused on how to help mitigate the impacts of development, transportation and mobility, and climate change on the natural environment. When asked which opportunities to support a resilient, low carbon future the new zoning bylaw should focus on, respondents suggested (in order of preference):

- a healthy tree canopy that provides well shaded areas;
- better designed active transportation facilities such as sidewalks and bike lanes;
- more shops, services and community amenities within walking distance of home;
- more opportunity for local food production;
- more safe and secure indoor bike and e-bike parking and charging facilities; and
- better electric vehicle infrastructure (e.g. charging stations).

Other ideas shared by participants included: limiting the amount of impermeable surfaces surrounding new developments; encouraging addition of communal greenspace and community gardens in new development; more green, car-free corridors (e.g. Arbutus Corridor); and the protection of trees on private property during development.

Online Survey

When asked which Zoning Bylaw opportunities the City of North Vancouver should focus on to support a resilient, low carbon future, respondents selected (in order of preference):

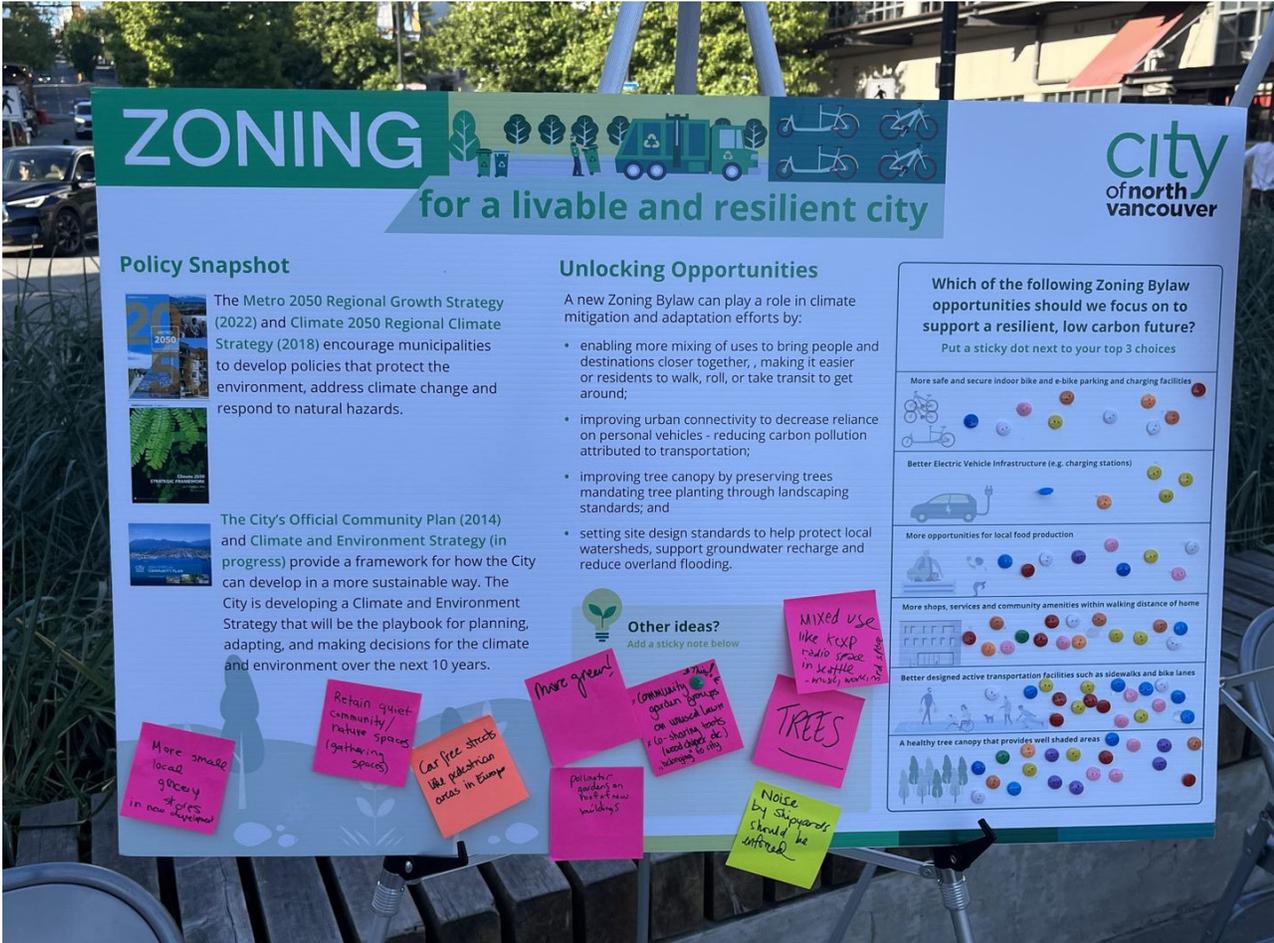


Other responses included: improving place-making for people of all backgrounds and prioritizing shared inclusive spaces free of socioeconomic barriers, increasing density on frequent transit corridors, limiting parking requirements, prioritizing residential infill opportunities, and more small, local-serving retail uses in neighbourhoods to encourage walkability.

Concerns:

Livability and Resiliency concerns raised in Phase 1 include:

- impacts of unmanaged growth in the City of North Vancouver;
- pressures on existing infrastructure by new development; and
- loss of greenspace and existing tree canopy to new development.



June 6th Public Launch at Shipyards Plaza

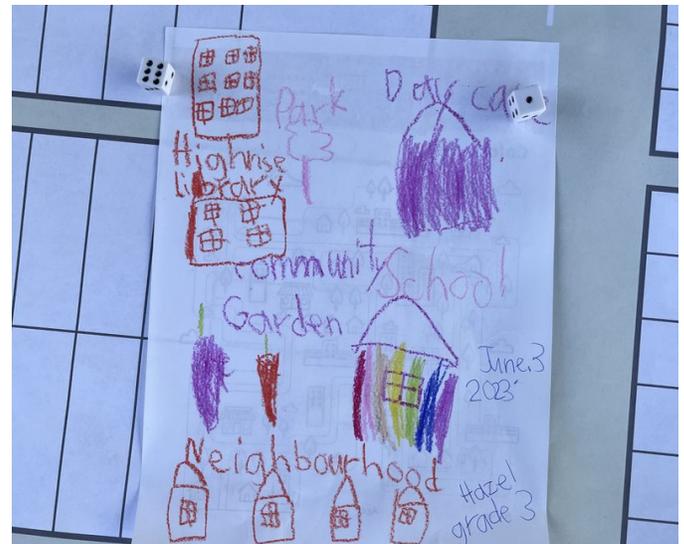


Zoning a Well-Designed City

To gather feedback on the Well-Designed City project theme, an interactive zoning boardgame and Lego station were set up at in-person Launch events to allow participants the chance to experiment with the organization of uses in a hypothetical neighbourhood - allowing them to decide which uses should be included and where specific land uses should be located.

Themes that emerged during these activities included:

- ensuring that neighbourhoods are accessible and walkable for people of all ages and abilities;
- providing more child- and family-focused parks and open spaces (e.g. playgrounds and splashpads);
- focusing new development in areas that are well served by transit, community services and amenities; and
- ensuring that there is enough housing for everyone who needs it - including: families, older adults, workers, and people with limited financial resources.



Zoning Board Game - June 3rd Public Launch at Civic Plaza



Lego Station - June 3rd Public Launch at Civic Plaza



Zoning for a Vibrant and Inclusive City

Community Mapping Exercise

Input gathered on **a vibrant and inclusive city** during both in-person events and using an online mapping tool focused on identifying City of North Vancouver parks, plazas and open spaces that people enjoy - as well as identifying areas in the City that could use a new or improved park, plaza or open space.

The following includes key themes and highlights from what was shared on the community maps:

- people love the weather-friendly design, vibrancy and family-friendly nature of the Shipyards - but have concerns around noise levels and potential conflicts between pedestrians, cyclists and scooter users;
- people love the natural feel of walking through Victoria Park and the convenience and amenities it offers (transit accessible, picnic tables, accessible pathways);
- people expressed a desire to see Lower Lonsdale (and eventually Central Lonsdale) become a pedestrian-priority area, with a focus on wider sidewalks, rain gardens, bike lanes, and a single lane street for public transit (start with a bus and reintroduce a streetcar);
- waterfront Park is enjoyed by many, but there is a desire to see access to the park improved, including better connectivity between both sides of the park (over the rail line), and adding a pedestrian crossing at the intersection of Forbes and Mahon;
- there were several comments asking for better nighttime lighting for parks, pedestrian paths and sidewalks to improve safety and accessibility throughout the City;
- people love the walking trails through Mosquito Creek and Mahon Parks and would like to see a larger inter-connected network of accessible walking and cycling trails connecting throughout the City. This was specifically mentioned as an opportunity to connect the neighbourhoods of Westview and Hamilton as there is no safe cycling or stroller-friendly route between the two; and
- there was a desire to see more infrastructure for gathering in local parks and trailheads, including picnic tables, benches, washrooms, access to potable water, and covered areas for all-season gathering.

Implications for Zoning

The degree of influence zoning has in each of the topic areas varies. Below is a summary of each topic as it relates to zoning, and how the Phase 1 engagement input suggests changes in zoning regulations should be implemented or explored. Key Directions, which were derived from all the Phase 1 work including engagement input, are included at the end of this section.

Zoning for a Healthy City

Zoning influences health outcomes in various ways. For the most part they relate to the built environment, which can have a direct impact on health (e.g. various risks or hazards or exposure to pollution or toxic substances), or indirectly, by either enabling or inhibiting healthy behavior. Zoning can regulate buildings to mitigate certain risks or pollutants, like excessive light, noise and smells. Behaviors that are strongly influenced by the built environment include transportation choice (e.g. infrastructure that supports safe and comfortable walking and biking will encourage more people to choose biking and walking to get around) and sociability (e.g. vibrant public or shared spaces that feel comfortable and safe will encourage people to gather and socialise).

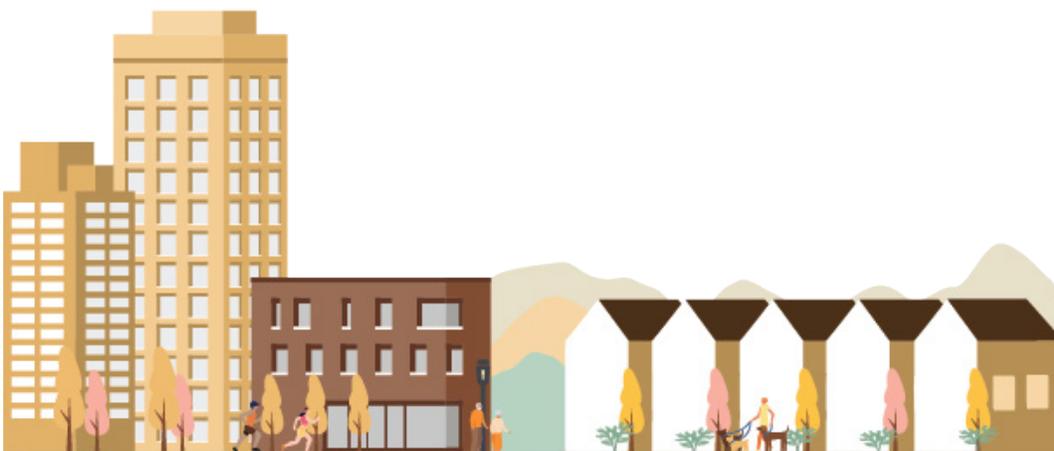
Zoning for Diverse Housing Needs:

Zoning and Official Community Plans both have a high degree of influence on the supply and types of housing available within a city. The City of North Vancouver's current Official Community Plan (OCP) defines permitted housing types for low-density neighbourhoods by unit count and building type. For all residential areas, including medium- and high-density, it sets density limits (measured as floor area).

Changes in zoning regulations could have a significant impact on the housing available in certain neighbourhoods, but would be limited to the regulations for form and density that are set out in the OCP.

Takeaways from Phase 1 Engagement:

- Prioritising housing where there is good access to transit and amenities
- Enable more housing options by prioritizing multiplex (duplex, triplex and fourplex) and mid-rise (4-10 storey) development and moving away from single-family zoning and reliance on basement suites as a form of affordable housing.
- Explore innovative ways to address housing affordability through the new Zoning Bylaw.



Zoning for a Connected City:

While zoning has no influence over the design of streets and sidewalks, it plays a significant role in influencing people's choices in how they get around. Restrictive zoning that prohibits commercial uses like shops, cafes and offices in residential areas, can lead to car-dependent neighbourhoods, where essential destinations are far away and can only be reached by car. Another way zoning influences transportation behavior is through regulations that govern the design and location of parking and mobility device parking and related on-site facilities, for example bike wash stations in a residential building, or showers and lockers at workplaces.

Takeaways from Phase 1 Engagement:

- Promote car-free or car-light areas throughout the City to promote active transportation modes.
- Make it easier for people to meet their daily needs without the use of a vehicle - by allowing for a greater mix of uses throughout the City, offering more safe and convenient active transportation and transit options, and allowing locally-owned, local-serving businesses to locate within residential neighbourhoods.



Zoning for a Prosperous City:

Zoning has a significant impact on businesses in the City. While zoning regulations alone cannot drive economic growth and development, they can serve either as a restrictive or an enabling factor in the local economy. Zoning can be an effective tool for achieving certain economic development goals like supporting employment generating businesses in industrial areas.

Takeaways from Phase 1 Engagement:

- Protect and promote employment and industrial land uses throughout the City.
- Allow neighbourhood-serving commercial, like cafes and small grocers in residential areas.



Zoning for a Livable and Resilient City

Zoning has a moderate degree of control over livability and resilience in the city. With most of the city's carbon emissions being generated from transportation and buildings, zoning has the greatest impact where it influences building design (by enabling and/or requiring more efficient buildings), and where it can influence people's transportation choices. Site design, meaning how and where buildings, landscaping and other features are located on a property, is another important factor that can contribute to a greener city that is more resilient to extreme heat and flooding.

Takeaways from Phase 1 Engagement:

- Protect and enhance the City's tree canopy, including trees located on private property.



The remaining two topics were somewhat challenging to distinguish in conversations with the public as they are all closely related. Takeaways below reflect conversations and input relating to both topics.

Zoning for a Well-Designed City

Zoning can have a high degree of influence over design, particularly where development permit guidelines are implemented. When coordinated with the design of the public realm, a coordinated design approach can lead to streets that offer a high-quality pedestrian experience.

Zoning for a Vibrant and Inclusive City

Zoning can support public areas that serve the community. There are a number of highly popular public amenities and spaces in the city, like the Shipyards and Spirit Trail, Lower and Central Lonsdale, and, at smaller scales, certain neighbourhood parks, shops and cafes. Like many of the other topic areas, zoning is not the only factor in creating these vibrant and inclusive places, but it plays a critical role in enabling supportive uses to exist right where they are needed.

Takeaways from Phase 1 Engagement:

- Focus design efforts on universal accessibility, including age-friendliness, people of diverse incomes, physical ability.
- Promote social connectivity through the intentional design of public spaces, parks, plazas and shared community amenities.

Key Directions for Phase 2: Developing the Draft Zoning Bylaw

The engagement findings helped to identify the key directions that will guide the development of the draft zoning bylaw.

Direction 1: Modernizing and Consolidating Standard Zones

Direction 2: Enabling Diverse Housing Options

Direction 3: Preparing for Near-Term Changes

Direction 4: Supporting Employment and Enterprises that Create Shared Economic Prosperity

Direction 5: Integrating Equity and Community Wellbeing

Direction 6: Supporting Complete and Sustainable Communities

Direction 7: Aligning Parking Requirements

Direction 8: Applying a Future-Focused Resiliency Lens

The development of the new Zoning Bylaw will be rooted in these foundational directions and will continue to be informed by the input, feedback and ideas gathered from City staff, industry partners, and members of the community during subsequent phases of this project.





June 3rd Public Launch at Civic Plaza (top) and Marine Drive Pop-up (bottom)

city
of north
vancouver



ZONING



for a healthy city

Phase 1 Report Roadmap to a New Zoning Bylaw

Land Acknowledgment

We respectfully acknowledge that we live and work on the traditional and unceded territories of the Skwxwú7mesh (Squamish) and Səl̓ílwətaʔ (Tsleil-Waututh) Nations. The City of North Vancouver is committed to reconciliation with these Nations, who have lived on these lands since time immemorial.



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Executive Summary

The outcomes of Phase 1 work are expressed in the form of eight Key Directions to guide Phase 2: *Developing the New Zoning Bylaw*

1. Modernizing and Consolidating Standard Zones

Revise existing standard zones to remove redundancy and increase both the relevance and usability of the new Zoning Bylaw.

2. Enabling Diverse Housing Options

Update residential zoning regulations to enable a broader variety of housing forms, types and tenures to meet people's varied housing needs.

3. Preparing for Near-Term Changes

Take a proactive approach in responding to near-term changes by identifying areas that are most likely to see change in the next few years, and establishing regulatory tools to support and manage that growth.

4. Supporting Employment and Enterprises that Create Shared Economic Prosperity

Review commercial, institutional, and industrial zoning provisions to ensure that they respond to contemporary business and employment needs.

5. Integrating Equity and Community Wellbeing

Commit to meaningfully integrating equity, community wellbeing, and resiliency within the new Zoning Bylaw using social equity criteria, metrics, and analysis.

6. Supporting Complete and Sustainable Communities

Enable development that fosters wellbeing and sustainability through a greater mixing of land uses and housing types to better address community needs.

7. Aligning Parking Requirements

Embed a holistic approach to regulating parking based on context, policies, and alignment with the ways people move around the City.

8. Applying a Future-Focused and Resiliency Lens

Consider the adaptability of regulations to current trends, future technologies, and sustainable development.

The **Zoning Bylaw Audit** found several issues with the existing Zoning Bylaw, which can be sorted into two main categories: 1) issues relating to the document itself - these include document structure, language and communication methods (e.g. text, tables, graphics, etc.), and 2) issues relating to the outcomes of the regulations, meaning the uses and buildings that are being enabled through the current regulations.

1. **Challenging to navigate and understand**
2. **Many overlapping use permissions**
3. **Large number of site-specific zones (CD Zones)**
4. **Many CD zones are very similar**
5. **Definitions are outdated**
6. **Development Permit Areas (DPAs) have not been fully utilized**
7. **Many regulations do not reflect current City objectives**

Further analysis of these findings can be found in section 3.0.

The **Emerging Practice Review** points to a number of trends in newer Zoning Bylaws and elaborates on the common trend of shifting from use-focused regulations to more form-focused regulations. Many of the highlighted practices relate to how information is presented within Zoning Bylaw documents, with a lens of user-experience.

1. **Document Navigation**
2. **Graphics and Illustrations**
3. **Consolidation of Zones/Document Streamlining**
4. **Strong Alignment with Municipal Objectives**
5. **Clear Communication of As-Of-Right Requirements**
6. **Intuitive and Web-Accessible Document Design**

See section 3.0 for further details and examples of these emerging practices.

There are many relevant policies that will guide the development of the new Zoning Bylaw. A **Review of the City's Policy Landscape** was completed as part of Phase 1 and further review of relevant policies will be ongoing during Phase 2 to ensure the policies are reflected in the details of the draft Zoning Bylaw.

Phase 1 Engagement aimed to build project awareness, with opportunities for public input organized around approachable topics like housing, environment and transportation. Initial stakeholder engagement was completed to gain an understanding of the local economic environment for developers. Key engagement materials produced for Phase 1 were a video explainer about Zoning, backgrounders and presentation boards about each of the engagement topic areas, a web page on the cnv.org website, and a LetsTalk project page.



1.0 Introduction

The City of North Vancouver is updating its Zoning Bylaw. The Zoning Bylaw is the primary regulatory tool for city building and implementing the City’s Official Community Plan (OCP). The City’s first interim Zoning Bylaw was adopted in 1927. Later Zoning Bylaws were adopted in 1950, 1958, 1967 and 1995, each one replacing the previous version. While the current Zoning Bylaw was adopted in 1995, much of the content remained the same as the 1967 Bylaw. A lot has changed in the City since 1995, and it is time for a new Zoning Bylaw.

Through the Zoning Bylaw Update (the “Update”), the City will be transitioning from its existing zoning bylaw that is heavy on text and technical jargon, to a more modern “form-based” zoning bylaw. Form-based zoning bylaws are easier to navigate, more visual in nature, and focus more on the relationship between buildings, streets, and other public spaces rather than on the uses inside the buildings. This Update will result in the creation of a Zoning Bylaw that is simple, effective, and easy to use.

The Zoning Bylaw Update process will be guided by the following objectives:

Quality urban design and placemaking



Focus on strengthening the relationship between buildings and streets for a more vibrant public realm

Engaging and accessible



Use of plain language that is easy to understand, with more visual graphics, diagrams and tables,, available in print and interactive online formats

Simple to use and easy to administer



A more user-friendly Zoning Bylaw that contains useful zoning categories, allows a streamlined permitting process, is easily cross-referenced and has a clearer amendment record system;

Integrated approach



Supports the implementation of the City’s Official Community Plan and other policy and guideline objectives, such as the Council Strategic Plan, the City’s Mobility Strategy, and the Housing Action Plan

Innovative and equitable



with flexibility and social consciousness in mind to enable innovative and equitable responses to emerging and future social issues, including a broader range of housing forms, climate resilience, community wellbeing and economic development, among others.

A new Zoning Bylaw will help us achieve our policy goals of:

- Building complete and sustainable communities;
- Improving housing diversity and livability;
- Improving the way buildings and streets work together;
- Aligning parking requirements;
- Streamlining development approvals; and
- Supporting future opportunities.

In April 2023, the City of North Vancouver publicly launched the Zoning Bylaw Update project which will be on-going to the end of 2024. This Phase 1 Report – A Roadmap to an Updated Zoning Bylaw provides a summary of the research, analysis, and engagement undertaken until Summer 2023. The Report concludes with a recommended Approach and eight Key Directions for the Zoning Bylaw Update and next steps in the process.

2.0 Overview of the Legislative Framework

Zoning Bylaws are perhaps the most significant tool in determining how a city grows and develops over time by determining what buildings are allowed to be built, and what businesses are allowed to operate. They play an essential role in helping municipalities achieve the vision and goals set out in the Official Community Plan and other policies. Ideally, Zoning Bylaws are aligned with city-wide policy goals and priorities.

The City's Zoning Bylaw is one component of the legislative framework for planning in the City of North Vancouver. Other key documents, listed below, will play a significant role in shaping the new Zoning Bylaw.

Local Government Act

The City of North Vancouver's Zoning Bylaw is enabled by Provincial legislation called the Local Government Act (LGA). The LGA gives the City the authority to regulate the shape and size of buildings and the uses within them by specifying what requirements can be written into a Zoning Bylaw. It also sets out the processes for adopting a new Zoning Bylaw and for making amendments to it.

Official Community Plan

An Official Community Plan (OCP) outlines a municipality's long-term vision for growth and development by setting out objectives and policies to inform local decision-making. The OCP includes general requirements for the use of land and form of buildings, along with policy directions for housing diversity, transportation and mobility, community wellbeing, sustainability and the environment, parks, open space and recreation, arts and culture, heritage, economic development, and municipal services and infrastructure. The OCP must align with Metro Vancouver's Regional Growth Strategy: Metro 2050, it must also include growth projections and identify priority growth areas.

Development Permit Area

Through OCPs, municipalities can designate Development Permit Areas (DPA) to identify locations that require, or would benefit from, additional planning consideration. This may include locations where a city would like to promote sustainable practices, environmental protection, area revitalization or guide the development of specific building form and character. The City of North Vancouver has several DPAs, including streamside development, coach houses and several community precincts: Shipyards, Moodyville, Harbourside Waterfront and the Harry Jerome Lands.

Other Tools

In addition to the Zoning Bylaw, development in the City of North Vancouver is controlled by other tools such as the Construction Regulation Bylaw, Subdivision and Development Control Bylaw, various heritage protections tools, Business Licencing regulations and the BC Energy Step Code and Building Code. The Zoning Bylaw Update will align with other existing regulations and Codes as well as City-led initiatives for review and updating tools including the Business Licencing Review and the Development Approvals Process Review.

3.0 Phase 1 Overview/Findings

The Zoning Bylaw Update process is organized into three phases, in addition to a project set up (completed) and an evaluation phase after completion. Phase 1: Information Gathering was characterized by background research and analysis through staff, stakeholder and public engagement, research and policy review between February and July 2023. This included a review of existing City policies and strategies, an audit of the existing Zoning Bylaw to understand key issues and opportunities, and a best practice review of form-based zoning bylaws. A summary of the stakeholder and public engagement is provided below while a more detailed capture of this input is contained in the Appendices.

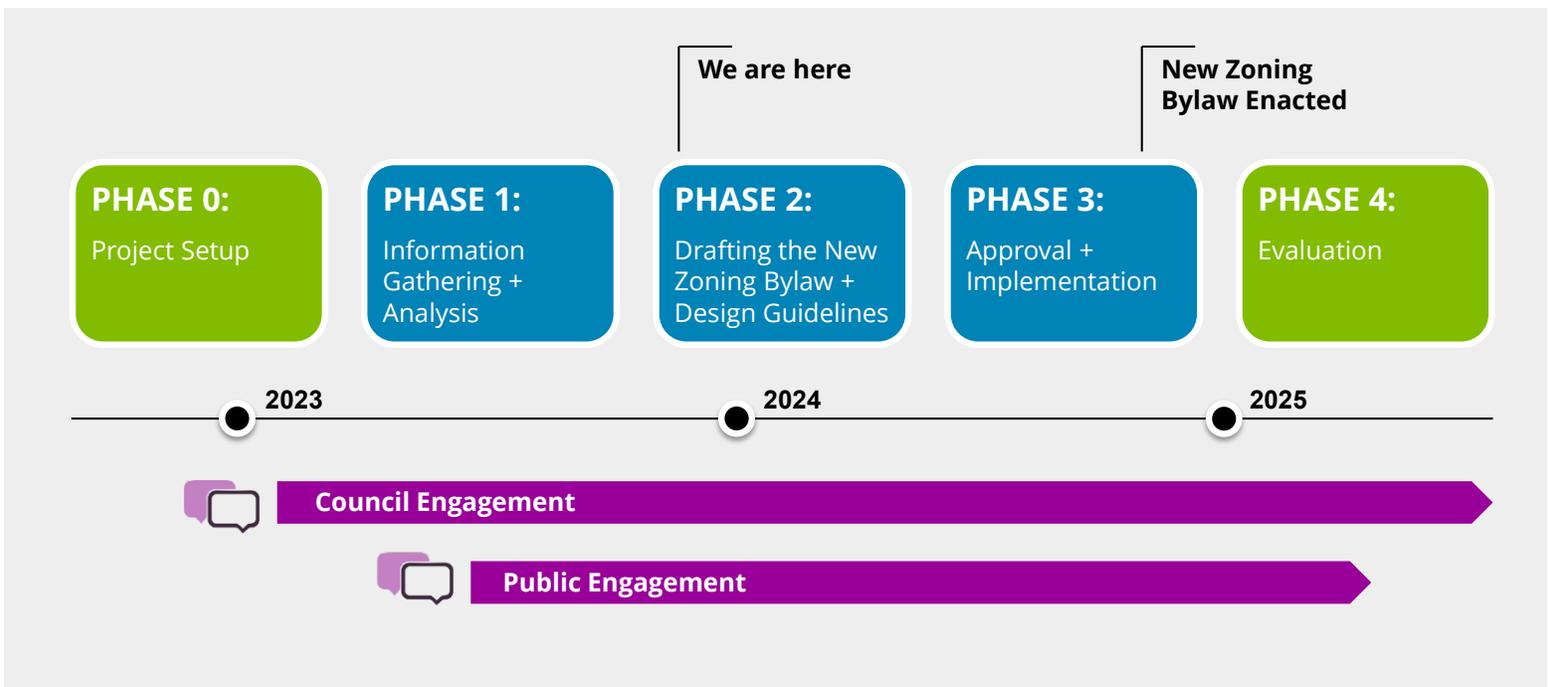


Figure 1. Project Timeline

Review of Emerging Practices

The Shift to Form Based Zoning

Since the 1950s and 60s, Zoning Bylaws have been used to initiate and then reinforce the division of uses within a city. This practice has led to cities where different land uses are far apart from each other, leading to longer commutes by car to work and other essential destinations like school, daycare, clinics, services and grocery stores; while driving times to non-essential destinations are rarely any better. The current best practice in zoning is to move away from restrictive and exclusionary zoning bylaws and towards more inclusive zoning in order to enable more mixing of compatible uses. To do this, many cities are adopting form-based zoning bylaws because they can be:

- Less technical and easier to understand;
- More visual, using illustrations, tables and diagrams that show what shape and types of development are allowed;
- More focused on the form of the building and how it relates to the street (public realm); and
- More focused on ensuring building shape and design are compatible with the street and other buildings, rather than using abstract calculations to determine building shape.

The Review of Emerging Practices looked at several zoning bylaws from across North America. While not all of the examples are strictly form-based, they offer a range of best practices that will help to guide the development of the new Zoning Bylaw for the City of North Vancouver. Zoning bylaws reviewed include:

- **Halifax Downtown Land Use By-law (2009)**
- **Edmonton Draft Zoning Bylaw (2022)**
- **Ottawa Zoning Bylaw Best Practice Review (2022)**
- **Hamilton Interactive Zoning Mapping**
- **Laval Code de l'urbanisme (2022)**
- **Los Angeles Draft Zoning Code (2022)**
- **Philadelphia Zoning Quick Reference Guide (2022)**
- **Denver Zoning Code (2023)**
- **St. Louis Central West End Form Based District (2021)**
- **Transform Baltimore (2016)**
- **Buffalo Green Code (2016)**



Figure 2. Los Angeles Draft Zoning Code (2022)

Document Navigation

Structurally, zoning bylaws can be organized in different ways. Typically, they have been organized with a basic flow from administrative and interpretation sections, general to more specific provisions, followed by maps and schedules. However, this varies for form-based zoning bylaws. For example, the City of Edmonton's Draft Zoning By-law (2022) is organized to begin with an overview, standard zones and overlays, special area and district control zones, followed by general and specific development provisions, administrative regulations, and definitions. Document navigation is a significant factor in the ease-of-use for staff, applicants and the general public. A simpler structure that puts the most important and searched-for information up front, can improve user-experience, support understanding, and generally makes the document more accessible for those who may be less familiar with it.

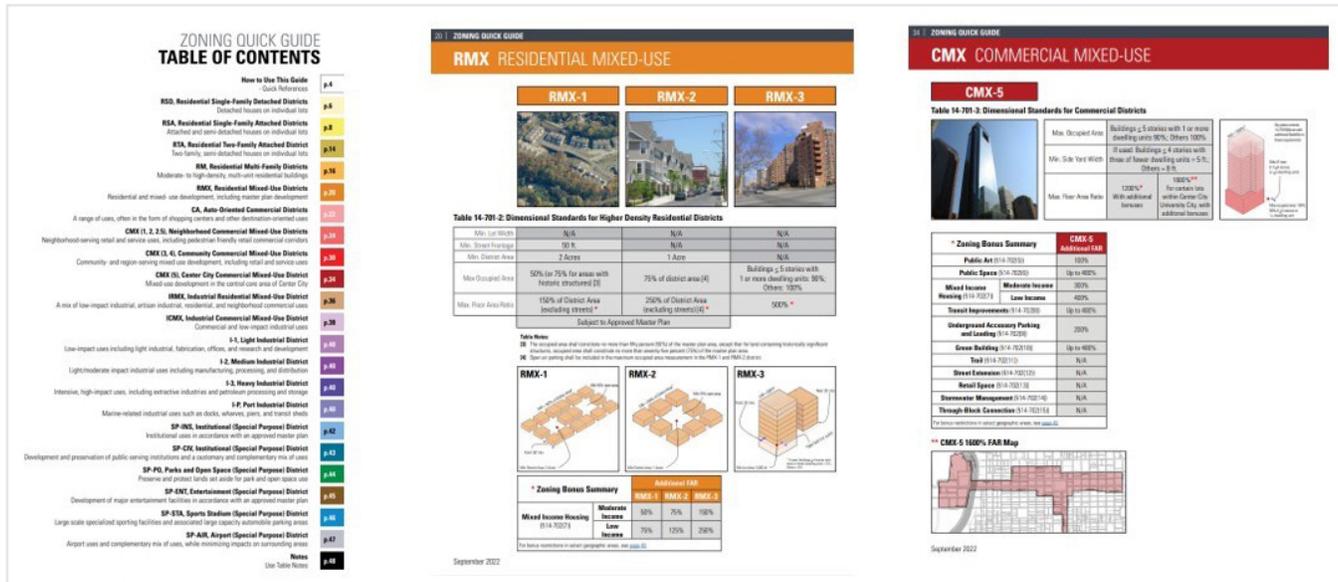


Figure 3. Philadelphia Zoning Code Quick Reference Guide (2022)

Graphics and Illustrations

Form-based zoning bylaws use a variety of images and diagrams to illustrate and support the interpretation of regulations, including concepts related to building typologies and public realm treatment. They can use colourful maps to increase readability. Good examples of this include the Los Angeles Draft Zoning Code (2022), the Philadelphia Zoning Code Quick Reference Guide (2022), and the Denver Zoning Code (2023). Form-based provisions may apply at different scales, such as across a city or at the neighbourhood-level. Depending on the appropriate level of application, these bylaws may also set out more detailed provisions related to urban form and character, such as building frontage types, architectural standards, and street typologies.

Consolidation of Zones/Document Streamlining

Another best practice in the development of form-based zoning bylaws includes the consolidation of zoning categories and the reduction of site-specific exemptions, where appropriate, to enable greater flexibility in development and built form options that meet overarching planning objectives. This is primarily focused on zoning categories where redundancy is present in overlapping permitted uses and where simplification is possible to reduce the number of site-specific exemptions. Once zones are reorganized, these bylaws typically communicate permitted uses in the same section as the land use zone, using tools such as tables to simplify interpretation of permitted uses, and place long-form definitions at the end of the by-law to enable easy navigation.

During their zoning bylaw renewal process, the City of Edmonton consolidated zoning categories in their updated zoning bylaw in order to streamline and simplify the bylaw document. The draft of the new Zoning Bylaw proposes to reduce the number of standard zones by half, from the current 46 down to 23.

Strong Alignment with Municipal Objectives

Zoning bylaws are particularly well-suited to supporting the implementation of municipal objectives related to transit-oriented intensification, infill development, certain housing objectives like family-friendly housing, inclusionary zoning, increasing purpose-built rental and affordable housing.

The City of Regina's Residential Infill Development Overlay Zone (RID) is used to regulate infill development, with the intention of encouraging residential infill that contributes to densification of established neighbourhoods, while complementing the existing built form.

The City of Vancouver uses the Secured Rental Policy that encourages the construction of new purpose-built rental housing in the city. The SRP includes several key incentives:

- Increased building height and floor area
- Waiver of some development cost levies
- Reduced car parking requirements
- Unit size relaxations

In exchange, all units are secured permanently as rental, enhanced energy efficiency is required, and at least 35% of the units must be family-size (2+ bedrooms). Some buildings are also required to include at least 20% permanently secured below-market rental units.

Clear Communication of As-of-Right Requirements

Clear communication of regulations is very important. Zoning bylaws should aim to balance the total number of zones with other ways of organizing and communicating regulations. Two examples of additional communication tools are overlays, and Development Permit areas. Development Permit Areas are a specific legislative tool and are described in section 2.0 of this report. An overlay is a generic term to describe one or more specific regulations that are applied through a zoning bylaw, usually with the aid of a map, to identify an area that does not align with a specific zone. An example is the Downtown Halifax Land Use Bylaw (2009), which contains only 2 zones, relying instead on overlays to identify the different form requirements for buildings.

Intuitive and Web-Accessible Document Design

Once a new zoning bylaw has been adopted, it is typically made publicly available using a new website where zoning information can be accessed in a single location. Best practices show that these websites use simple and intuitive design, are intentionally well-organized for the user, and use explanatory materials such as videos or reference documents to explain key concepts and frequently asked questions. Leading municipalities also use interactive web-based and mapping tools to support interpretation of zoning bylaws and other land use policy requirements on a parcel basis, similar to the City of North Vancouver's CityMap.

The City of Albuquerque Integrated Development Ordinance (IDO) was designed to be an interactive web document with the following features:

- A sidebar on the zoning document gives readers quick access to view the zoning map, ask questions, or jump to previous or next sections without leaving the zoning document;
- Special icons and overlays within the document identify background resources; and
- The interactive glossary provides intuitive tips to better understand legal terms.

An interactive online map further helps users to search by property address to get information about what and how you can build on your chosen property. It also allows users to enter their email address at the bottom of the page to send themselves a copy of the information.

Zoning Bylaw Audit

An audit of the City of North Vancouver’s existing Zoning Bylaw (1995, No. 6700) was undertaken to understand the composition of the zoning bylaw and identify challenges and opportunities. The Key Findings can be categorised as follows:

1. **Challenging to navigate and understand**
2. **Many overlapping use permissions**
3. **Large number of site-specific zones (CD Zones)**
4. **Many CD zones are very similar**
5. **Definitions are outdated**
6. **Development Permit Areas (DPAs) have not been fully utilized**
7. **Many regulations do not reflect current City objectives**

The Zoning Bylaw is 1,417 pages long and made of up eight divisions. Shown in Figure 5, they included: administration, general zoning standards, zone standards, parking and loading standards, comprehensive development zones, zoning map, development permit guidelines and heritage conservation area guidelines. It includes 236 definitions and 36 general zones. Base Zones are listed in Table 1 (page 9).

TABLE OF CONTENTS	
Division	Title
DIVISION I:	ADMINISTRATION Part 1: Short Title Part 2: Interpretation Part 3: Basic Provisions Part 3A: Enforcement Part 3B: Amendment
DIVISION II:	GENERAL ZONING STANDARDS Part 4: General Regulations
DIVISION III:	ZONE STANDARDS Part 5: Residential Zone Regulations Part 5A: Special Residential Zone Regulations Part 6: Commercial Zone Regulations Part 6A: Lower Lonsdale Zones Part 7: Industrial Zones Part 7A: Light Industrial Zones Part 7B: Waterfront Zones Part 8: Public Use and Assembly Zones
DIVISION IV:	PARKING AND LOADING STANDARDS Part 9: Parking and Access Regulations Part 10: Loading Regulations Part 10A: Bicycle Parking & Access Regulations
DIVISION V:	COMPREHENSIVE DEVELOPMENT ZONES Part 11: Comprehensive Development Zone Regulations
DIVISION VI:	ZONING MAP
DIVISION VII:	DEVELOPMENT PERMIT GUIDELINES A. Shipyard Development Permit Area B. Streamside Protection and Enhancement Development Permit Area C. Accessory Coach House Development Permit Guidelines D. Deleted [Bylaw 8642, July 23, 2018 – Duplex Development Permit Guidelines] E. Harbourside Waterfront Development Permit Area Guidelines F. Moodyville Development Permit Area Guidelines G. Rooftop Antenna Development Permit Area Guidelines H. Harry Jerome Neighbourhood Lands Development Permit Area Guidelines
DIVISION VIII:	HERITAGE CONSERVATION AREA GUIDELINES A. Ottawa Gardens Heritage Conservation Area Guidelines.

Figure 4. Table of Contents of Zoning Bylaw, 1995 (No. 6700)

Key Findings of the Zoning Audit

1. Challenging to navigate and understand

Challenges with navigation are largely due to the structure of the Zoning Bylaw, which requires the reader to refer to many different sections to obtain a full understanding of the applicable requirements for a given zone. Rather than all requirements for a single zone being in one section, they exist in many different parts of the Zoning Bylaw and may be grouped with requirements for other zones. For example, permitted uses for the RM (Medium Density Apartment Residential) and RH (High Density Apartment Residential) zones are in Section 504 (page 65), but requirements for the size shape and siting of buildings in those zones are in Sections 512 and 513 (page 79). Height and Siting Exemptions are in Sections 409 and 410 (pages 44-51), and definitions, which are essential for the interpretation of regulations, are in Part 2 (pages 7-36).

2. Many overlapping use permissions

A review of existing zoning categories shows that many zoning categories permit identical sets of permitted uses, while regulating for variation in permitted density (e.g., FSR) and other site characteristics. Figure 7, below, lists distinct base zones (RS-1, RS-2, RT-1, RT-2, etc.) with permitted uses represented by numbers in the left column. Overlapping use permissions are indicated with a red outline.

#	Residential								Special Residential				Commercial				Lower Lonsdale					Industrial					Light Industrial	Waterfront	Public Use & Assembly										
	RS-1	RS-2	RT-1	RT-2	RC-1	RC-2	RG-1	RM-1	RH-1	RS-4B	RG-2	RG-3	RG-4	RM-2	C-1A	C-1B	C-2	C-2A	C-3	CS-1	CS-2	CS-3	LL-1	LL-2	LL-3	LL-4	LL-5	M-1	M-2	M-2A	M-3	M-4	M-5	W-1	P-1	P-2			
1	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
2	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
3	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
4	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
5	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
6	A	A	A	A	A	A	A	A	A	A	A	A	A	A	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
7	A	A	A	A	P	P	A	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	P	P	P	P	P	P	P	P	P	P	
8	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
9	A	A	P	P	P	P	P	A	A	A	A	A	A	A	P	P	P	P	P	A	A	A	P	P	P	P	P	A	A	A	A	A	A	A	A	A	A	A	
10	P	P	A	A	A	A	A	A	A	P	P	P	P	P	P	P	P	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
11	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
12	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
13	A	A	A	A	A	A	A	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
14	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
15	A	A	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
16	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
17	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
18	A	A	A	A	A	A	A	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
19	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
20	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
21	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
22	A	A	P	P	P	P	P	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
23	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
24	A	A	A	A	A	A	A	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
25	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
26	A	A	A	A	A	A	A	P	P	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
27	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
28	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
29	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
30	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
31	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
32	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
33	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
34	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
35	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	
36	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	

LEGEND
 P = Principal Use • A = Accessory Use

Figure 5. Analysis of existing permitted uses and potential redundancies across existing zones

Existing Base Zones

Land use category	Zone
Residential zones (14)	<ul style="list-style-type: none"> • RS-1: One-unit residential 1 • RS-2: One-unit residential 2 • RS-4B: One-unit residential 4B • RT-1: Two-unit residential 1 • RT-2: Two-unit residential 2 • RC-1: Cedar Village residential 1 • RC-2: Cedar Village residential 2 • RG-1: Ground-oriented residential 1 • RG-2: Ground-oriented residential 2 • RG-3: Ground-oriented residential 3 • RG-4: Ground-oriented residential 4 • RM-1: Medium density apartment residential 1 • RM-2: Medium density apartment residential 2 • RH-1: High density apartment residential 1
Commercial zones (8)	<ul style="list-style-type: none"> • C-1A: Central Lonsdale mixed use A • C-1B: Central Lonsdale mixed use B • C-2: General commercial • C-2A: Neighbourhood commercial • C-3: Local commercial • CS-1: Service commercial • CS-2: Service station commercial • CS-3: Special commercial
Low Lonsdale zones (5)	<ul style="list-style-type: none"> • LL-1: Lower Lonsdale mixed use 1 • LL-2: Lower Lonsdale mixed use 2 • LL-3: Lower Lonsdale mixed use 3 • LL-4: Lower Lonsdale mixed use 4 • LL-5: Lower Lonsdale mixed use 5
Industrial zones (6)	<ul style="list-style-type: none"> • M-1: Service industrial • M-2: General industrial • M-2A: Grain elevator industrial • M-3: Special industrial • M-4: Industrial-commercial • M-5: Light industrial
Waterfront zones (1)	<ul style="list-style-type: none"> • W-1: Waterfront
Public use and assembly zones (2)	<ul style="list-style-type: none"> • P-1: Public use and assembly 1 • P-2: Public use and assembly 2

Table 1. General Zones under Zoning Bylaw, 1995 (No. 6700)

3. Large number of site-specific zones (CD Zones)

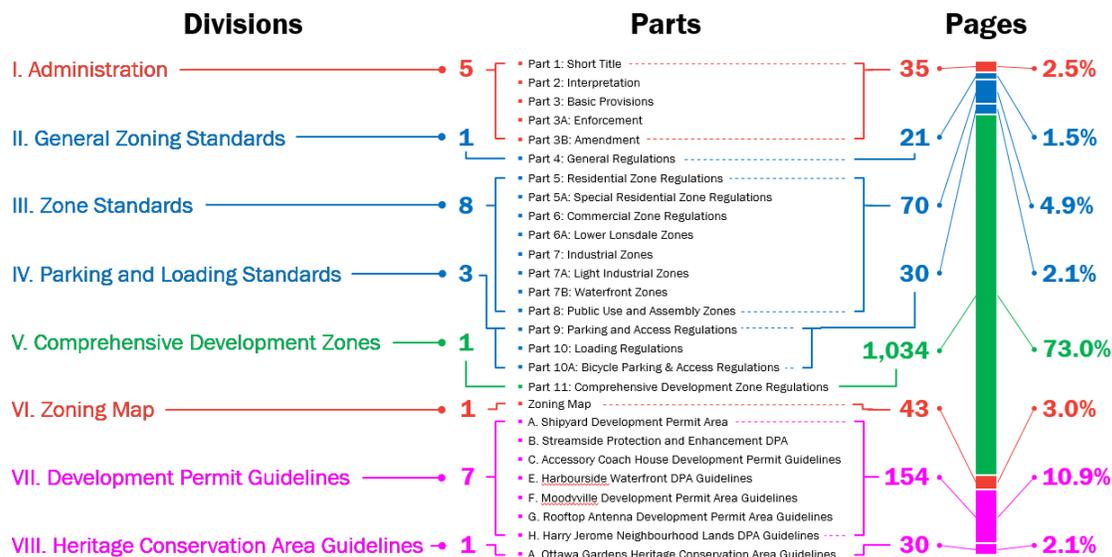


Figure 6. Analysis of Zoning Bylaw document pages per section

The City of North Vancouver relies heavily on comprehensive development (CD) zones to address zoning needs. While they have proven useful as a means for managing complex development projects or unique sites, they are resource-intensive, requiring a full rezoning process, which typically adds a year or more to the project timeline. By page count, CD zone regulations make up approximately 73 percent of the existing bylaw, while only regulating 11 percent of existing parcels. 96 percent of CD zones are based on existing general zone regulations, such as RT-1: Two-unit residential 1 (26 percent of CD zones) and RM-1: Medium density apartment residential 1 (23 percent). See Figures 6 and 7.

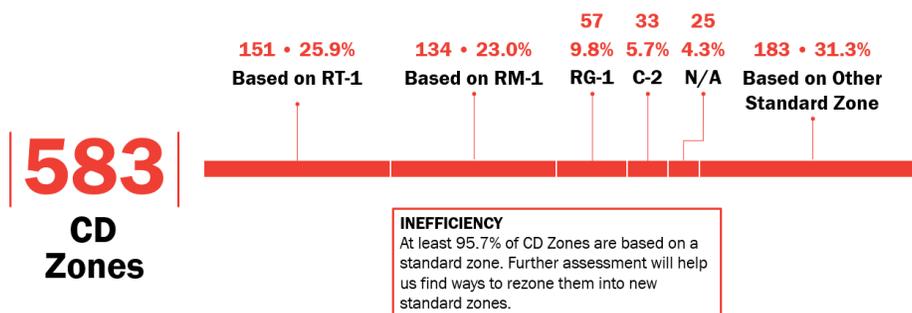


Figure 7. Analysis of Zoning Bylaw document pages per section

4. Many CD zones are very similar

Many of the Comprehensive Development zones are very similar. While this currently is an issue that leads to an unnecessarily long Zoning Bylaw, it presents an opportunity for combining and consolidating many of the existing CD zones.

5. Definitions are outdated

There is a significant number of redundant and outdated definitions within the existing Zoning Bylaw. Many definitions do not reflect businesses that exist today and have led to challenges in interpretation when new business types are proposed. Updates to the definitions are needed to reflect modern businesses as well as modern building technologies and design practices. Further updates to definitions can support alignment of zoning regulations with current City policies and objectives.

6. Development Permit Areas (DPAs) have not been fully utilized

Available Development Permit areas are identified in the current Official Community Plan. Among the DPAs that are not in use currently are Central Lonsdale, Marine Drive and the Residential Apartment Levels 5 & 6. These DPAs could be “activated”, meaning, Guidelines could be developed and implemented through the Update, or through a standalone amendment to the Zoning Bylaw. Additional DPAs could be identified for implementation through the Update process.

7. Many regulations do not reflect current City objectives

There are a number of ways the current zoning regulations and definitions do not reflect current City objectives. As an example, Parts 9, 10 and 10A outline parking, access and loading requirements for vehicles and mobility devices. Updates are required to ensure these sections align with the Mobility Strategy and other transportation-related policies and guidelines. A second example, relating to housing, is that there is limited diversity in housing forms considered under existing base zones. Greater support for missing-middle housing forms could be provided with the addition of base zones for missing-middle housing forms (e.g. multiplex and townhouse zones). Alignment with current City objectives is a core objective of the Zoning Update and will be a key consideration during Phase 2 drafting.

Zoning Bylaw Audit: Implications and Opportunities

The following actions were identified as opportunities to help achieve the Zoning Update Project Objectives and align with emerging practices.

- » Restructure and consolidate existing base zones and broaden use categories.
- » Organize zones around form-based needs to support design objectives for the public realm.
- » Address overabundance of existing CD Zones by consolidating the zones into new or existing zones.
- » Create new zones that are suitable for new development, to avoid the need to create new CD zones.
- » Review and update definitions as needed to regulate and support modern uses, and to reflect modern building technologies, materials and design.
- » Clarify and simplify what should be regulated in the zoning bylaw vs in DPAs.
- » Consider expanding the use of DPAs as a tool to complement standard zoning regulations, with a goal of using the most appropriate tool to regulate development and achieve City goals and objectives.
- » Consider the opportunities/need for additional DPAs not yet identified in the OCP.
- » Update or rewrite sections to reflect current policies; particularly the Mobility Strategy, and upcoming strategies (Community Wellbeing, Economic, Climate and Environment)

Review of the City's Policy Landscape

A review of City of North Vancouver's strategies and policies was undertaken to ensure that the Zoning Bylaw Update effectively implements relevant components of key policy directions. These include:

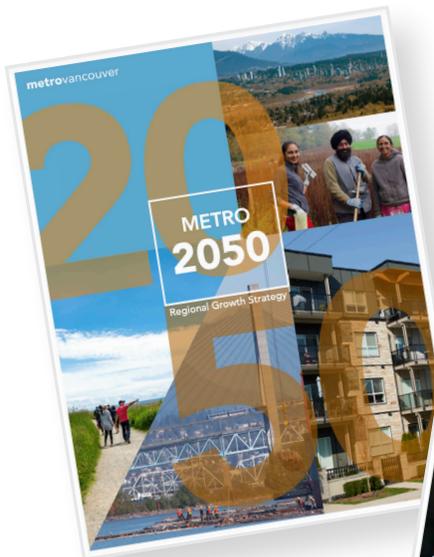
- COUNCIL'S STRATEGIC PLAN (2022-2026)** outlines Council's vision to be the Healthiest Small City in the World. To realize this vision, five priorities were identified to guide the City of North Vancouver over the next four years include being a: City for People, a Resilient City, a Vibrant City, a Connected City and a Prosperous City. Each priority sets out where we are going, how we get there, and what guides us.
- MOBILITY STRATEGY (2022)** outlines a shared vision and plan for the future of mobility in the City of North Vancouver. It describes what is needed to achieve a safe, sustainable, vibrant, and connected network of streets to provides a high-quality experience for everyone.
- CURBSIDE MANAGEMENT PLAN (Upcoming)** will review the City of North Vancouver's existing curb space uses to ensure sufficient loading zones, pick-up and drop-off zones, and accessible parking spots are available in high-demand locations. The strategy will also explore how our Resident and Visitor Parking Policy can meet the needs of as many people as possible.
- DRAFT ECONOMIC DEVELOPMENT STRATEGY (2023)** will guide the City's efforts and resources to be a leader in supporting employment and enterprises, with a focus on creating shared economic prosperity through investment in the City's long-term economic growth, social cohesion and economic resilience. This strategy focuses on enhancing economic space, making it easier to do business, creating world-class, multifunctional public places and building a future-focused, resilient local economy.
- DRAFT COMMUNITY WELLBEING STRATEGY (2023)** is a holistic framework to improve community wellbeing in the City of North Vancouver over the next ten years. The strategy includes six pathways to help us create a City where everyone belongs and has opportunities to thrive, including the development of complete communities; housing for all; a City for all ages; inclusion, diversity, equity and accessibility (IDEA); poverty reduction and inclusive economy; and partnerships, advocacy and financial supports.
- DRAFT CLIMATE AND ENVIRONMENT STRATEGY (2023)** will provide guidance to improve climate resilience across the City of North Vancouver over the coming decade. The strategy includes four pathways focused on enhancing and supporting our communities and the environment, and reducing carbon emissions. These pathways include: less grey, more green; climate resilient buildings; connected neighbourhoods; and empowered choices.
- OTHER CITY INITIATIVES** and priorities are being considered, coordinated and aligned with the Zoning Bylaw Update. Currently, the City has many ongoing initiatives including the Business Licensing Bylaw Review, Development Approval Process Review, the Lower Lonsdale Improvement Project, the Esplanade Complete Street program, and more.



Review of the Regional Policy Landscape

Beyond the City of North Vancouver, there are a number of regional and sub-regional policy documents that influence the development of the updated Zoning Bylaw to align and achieve common objectives.

- **METRO 2050:** Metro Vancouver’s Regional Growth Strategy outlines the vision for accommodating anticipated future growth in the region and provides population, housing and employment projections. It includes considerations for diverse and affordable housing, transit and mobility, resilient employment, protected industrial, ecological and agricultural lands, and the impacts of a changing climate.
- **TRANSPORT 20250** is TransLink’s Regional Transportation Strategy that was adopted in early 2022. The strategy has five goals for regional transportation: convenient, reliable, affordable, safe & comfortable, and carbon-free.
- **CLIMATE 2050** is Metro Vancouver’s strategy on climate change action and policy. The strategy is split into three components: Strategic Framework, Roadmaps, and Online Reporting and Communication Tool that work towards achieving Metro Vancouver’s goals of being carbon neutral by 2050, reducing emissions, and enhancing resiliency.
- **A VARIETY OF NORTH SHORE PLANS, STRATEGIES AND CHARTERS** have been created to address cross-jurisdictional subject areas and as a means to coordinate and collaborate in our efforts. Examples include the Dementia Friendly North Shore Action Plan, North Shore Food Charter, North Shore Poverty Reduction Strategy, and more.



4.0 Phase 1 Engagement

Staff, stakeholder and public engagement are a critical component of the Zoning Bylaw Update process. Meaningful engagement ensures participants have an opportunity to help shape the future of the City. In April 2023, City Council approved the project’s Communications and Engagement Approach to support a robust and multi-dimensional outreach and engagement program. This approved approach aligns with the City’s upcoming Community Engagement Framework and is based on engagement best practices including the International Association for Public Participation (IAP2) Principles.

The engagement undertaken in Phase 1 of the Zoning Bylaw Update falls under the “inform” and “consult” columns of the IAP2 Spectrum, meaning our goals were to keep the public informed and to obtain their feedback.

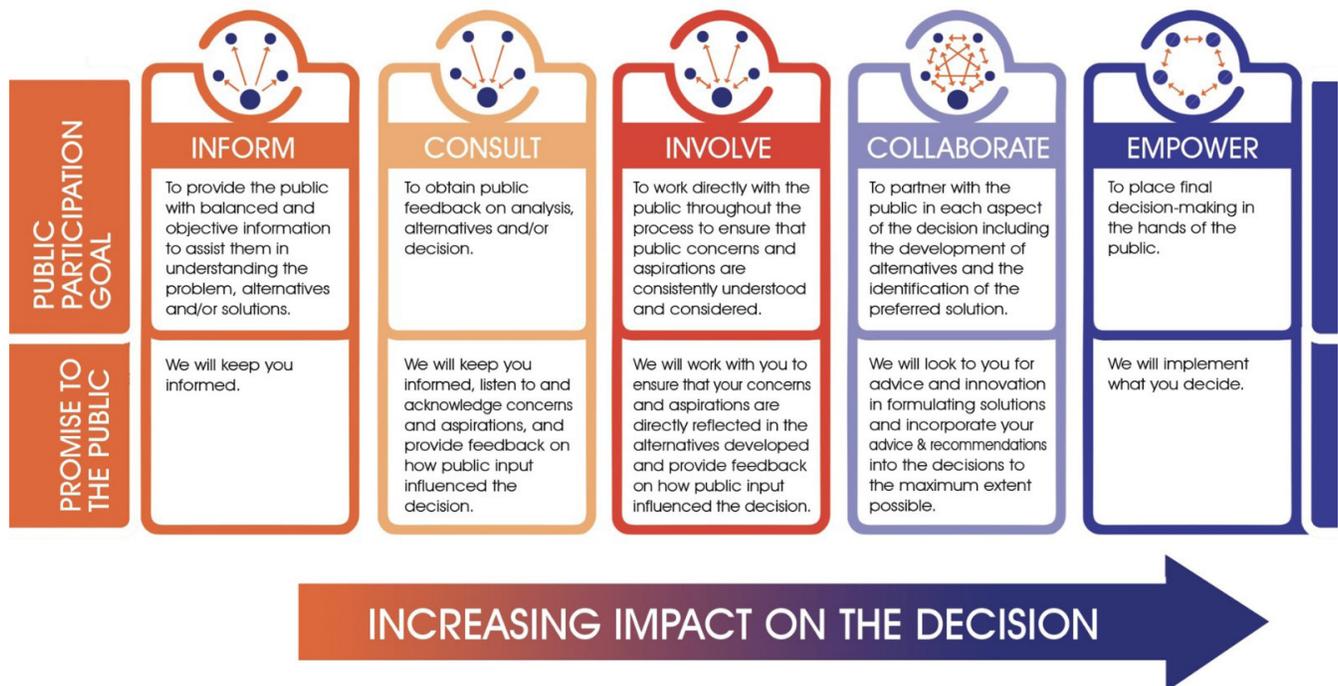


Figure 8. IAP2 Spectrum of Engagement

Engagement objectives were developed to guide the design and delivery of the Phase 1: Engagement Plan, they are as follows:

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

A detailed report summarizing the Phase 1 engagement plan, activities, and what we heard during the engagement process can be found in Appendix A of this report.



Figure 9. Public Launch Event at the Shipyards on June 6, 2023

Zoning Bylaw Update

[f](#)
[t](#)
[i](#)
[e](#)

Update August 3, 2023: Thank you to everyone who took the time to share your input, experiences and ideas with us. This engagement period has now closed. Input received from all meetings, workshops, mapping tools and the online survey will be summarized into a "What We Heard" report and shared with Council and the community. Follow this project for future updates!

Help modernize the City's Zoning Bylaw!

We are updating our Zoning Bylaw to create a modern document that is user-friendly and adaptable to the needs of our community, both now and in the future. Zoning shapes the way your neighbourhood looks and feels by setting the rules for where different types of housing and businesses can be located and the design and size of buildings.

Through our Zoning Bylaw Update, we aim to:

- **Develop a user-friendly Zoning Bylaw** that is aligned with City policies and directions
- **Develop an innovative and equitable Zoning Bylaw** that is flexible and socially conscious
- **Streamline and simplify Zoning Bylaw regulations** and related services and processes

The Zoning Bylaw Update will take place over the next two years with opportunities for community input throughout the process.

Attend a community pop-up to learn about how zoning shapes our city and share your thoughts with our team:

- Saturday, June 3 from 10am-2pm at *Civic Plaza*, 14th and Lonsdale
- Tuesday, June 6 from 5-7pm at *The Shipyard Commons*, 125 Victory Ship Way
- Saturday, June 17 from 10am-2pm at *Civic Plaza*, 14th and Lonsdale

Get Involved

- Take our [online survey](#) and drop a pin on [our map](#).
- Subscribe to receive email updates by signing up in the Stay Informed box in the right sidebar
- Learn more by visiting cnv.org/ZoningUpdate

STAY INFORMED
Subscribe for project updates

Your email address...

SUBSCRIBE

38 members of your community are following this project

Key Dates

- 📅 Deadline for online survey is August 3, 4pm
August 03 2023
- 📅 Community Pop-up #7
July 09 2023
- 📅 Community Pop-Up #6
July 08 2023
- 📅 Community Pop-Up #5
July 04 2023
- 📅 Community Pop-Up #4
June 29 2023

More...

Timeline

- **Phase 1: Building Awareness & Input**
Spring - Fall 2023
 Building awareness of the project and providing opportunities for the public to participate in the update of the Zoning Bylaw.
- **Phase 2: Developing the New Zoning Bylaw**
Fall 2023 - Summer 2024
 Drafting the new Zoning Bylaw, and testing the visual communication approaches to ensure that it meets the needs of potential users.

Figure 10. City of North Vancouver Zoning Bylaw Update Webpage (<https://www.cnv.org/business-development/zoning-update>)

Phase 1 outreach and engagement began with a focused ‘information-out’ education and awareness campaign to ensure that participants had an appropriate level of background information to participate in an informed and meaningful way. This campaign included a 2-minute animated video that introduced both the project and what the Zoning Bylaw is, and why it’s important, as well as a series of eight informational background papers that provided a deeper-dive into the Zoning Bylaw Update topic areas:

- Zoning and Planning
- Zoning for a Prosperous City
- Zoning for a Livable and Resilient City
- Zoning for a Healthy City
- Zoning for a Well-Designed City
- Zoning for Diverse Housing Needs
- Zoning for a Vibrant and Inclusive City
- Zoning for a Connected City

These topics were used as the organizing structure for all in-person and online public engagement opportunities to allow participants to engage on as many (or as few) topics as they were interested in – allowing for a more accessible / lower-barrier entry into the process.



Figure 11. What is Zoning? Information Video on City of North Vancouver Zoning Bylaw Update Website

Summary of What We Heard

In summary, several key themes emerged from engagement during Phase 1:

- Prioritise housing where there is good access to transit and amenities
- Enable more housing options by prioritizing multiplex (duplex, triplex and fourplex) and mid-rise (4-10 storey) development and moving away from single-family zoning and reliance on basement suites as a form of affordable housing.
- Explore innovative ways to address housing affordability through the new Zoning Bylaw.
- Promote car-free or car-light areas throughout the City to promote active transportation modes.
- Make it easier for people to meet their daily needs without the use of a vehicle by allowing for a greater mix of uses throughout the City, offering more safe and convenient active transportation and transit options, and allowing locally-owned, local-serving businesses to locate within residential neighbourhoods.
- Protect and promote employment and industrial land uses throughout the City.
- Allow neighbourhood-serving commercial, like cafes and small grocers in residential areas.
- Protect and enhance the City's tree canopy, including trees located on private property.
- Focus design efforts on universal accessibility, including age-friendliness, people of diverse incomes, physical ability.
- Promote social connectivity through the intentional design of public spaces, parks, plazas and shared community amenities.

When asked about the structure and functionality of the Zoning Bylaw, staff, industry partners and the public shared that they would like the updated Zoning Bylaw to be easier to navigate, understand and interpret – making it more accessible to a broader audience, making it easier to find commonly sought-after information, and better enable consistent interpretation during the development application process.

5.0 Opportunities and Future Directions

Advancing a hybrid form-based zoning bylaw

Based on the Phase 1 findings, a hybrid form-based Zoning Bylaw is recommended to achieve the City's planning, urban design and growth objectives. Hybrid zoning bylaws integrate form-based regulations while retaining some components of traditional zoning bylaws. These types of zoning bylaws:

- » Use graphics and illustrations to support clear interpretation of regulations;
- » Focus on general form characteristics, such as density, massing and siting of buildings and their relationship to the public realm;
- » Often maintain some existing zones;
- » Set out a clear vision or statement of intent for zones;
- » Simplify written regulations where possible;
- » Enable more diverse use permissions;
- » Do not go into detailed architectural standards; instead, these details can be included in design guidelines, if desired.

This approach will achieve the five objectives of the Zoning Bylaw Update, while supporting design excellence in new development. Other benefits of the hybrid approach:

- Property owners and developers are more likely to accept regulations that enhance ones they are already familiar with and understand;
- Zoning bylaw administrators (City staff) will continue to work with a familiar framework that they understand and are experienced in reviewing, processing and evaluating;
- Allows for retention of existing zoning bylaw sections that have been working well;
- Provides an opportunity to test interventions that aim for specific policy outcomes in a slightly more controlled regulatory framework.



Figure 12. Building and public space design excellence in CNV

In Phase 2 of the Update (Draft the New Zoning Bylaw and Design Standards), we will begin drafting a new hybrid form-based Zoning Bylaw achieves our collective goals to create a healthy, livable, inclusive, and thriving City. To guide these next steps, we have identified the following eight Key Directions to guide the drafting of new regulations related to core content in the new Zoning By-law:

Key Direction 1

Modernize and Consolidate Standard Zones

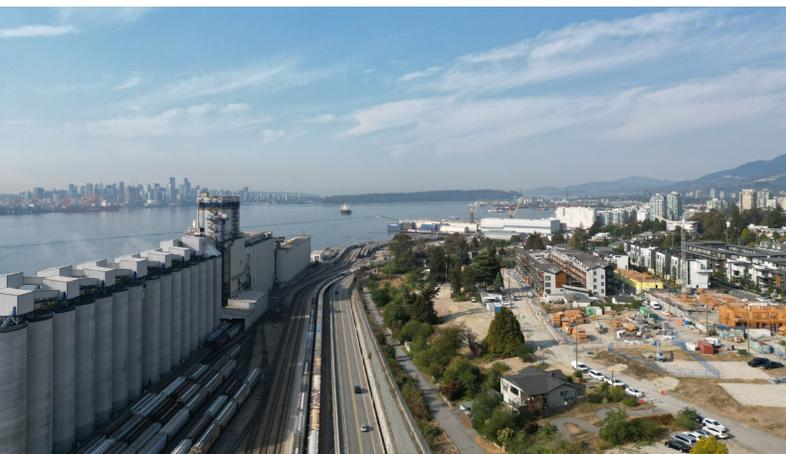
Revise the existing standard zones to remove redundancy and increase both relevance and usability of the new Zoning Bylaw, including the potential consolidation of comprehensive development (CD) zones

Rationale:

Based on the findings of the Zoning Bylaw Audit and Best Practice Review, there are several opportunities to improve the functionality of the Zoning Bylaw to achieve the City's planning objectives. This includes enabling more diverse housing options, eliminating redundancy across zoning categories, clarifying their intent, focusing on built form, and exploring opportunities to simplify the use of CD zones.

Considerations and next steps:

Using the findings from Phase 1, we will undertake further geospatial analysis to understand patterns in planning applications that use CD zones as their primary implementing tool. We will also explore opportunities to amend or create new zones and potential subdistricts and carefully examine existing and future development entitlements of properties.



Key Direction 2

Enabling Diverse Housing Options

Update residential zoning regulations to enable a broader variety of housing forms, types and tenures to meet current and projected housing needs

Rationale:

There are several on-going initiatives at the City that seek to expand access to diverse housing options and affordable housing. These include but are not limited to the City’s Housing Action Plan (2016), the Mid-Market Rental (MMR) Policy (2022), the Residential Tenancy Displacement Policy (2021), and the Accessory Coach Housing Development Permit Guidelines (2022) among others. We also know that under the Metro 2050 Regional Growth Strategy, we will need to accommodate for growth in residents, housing units, and jobs as our existing population continues to age and families grow. The new Zoning Bylaw will play an important role in creating regulatory conditions that make it easier to build more diverse, age and family-friendly housing options and enable housing affordability.

Considerations and next steps:

In Phase 2 of the Zoning Bylaw Update, we will coordinate regulations with directives and outcomes from the BC Homes for People Action Plan and federal housing plan, which may include new as-of-right permissions for gentle density across the City of North Vancouver. We will also begin to align emerging zoning provisions with City housing initiatives and priorities including the development of building typologies to guide form and application of development standards depending on local context.



Key Direction 3

Preparing for Near-Term Changes

Take a proactive approach in responding to near-term changes by identifying areas that are most likely to see change in the next few years, and establishing regulatory tools to support and manage that growth.

Rationale:

With the recent announcements of several provincial legislative changes, the new Zoning Bylaw will need to respond to a number of new requirements. While, previously, municipalities were permitted to regulate development, with more-or-less complete control of the permitted use and form of buildings, new legislation is introducing drastic changes. Phase 2 work will need to consider the new legislation and upcoming guidance regarding: Small-Scale Multi-Unit neighbourhoods, Transit Oriented Development Areas, and possibly more that is yet to come.

Considerations and next steps:

Once all legislation and related guidance from the Province is available, we will explore how best to respond, within the new legislative parameters, in a way that best suits the needs of the city and its communities.



Key Direction 4

Supporting Employment and Enterprises that Create Shared Economic Prosperity

Review commercial, institutional, and industrial zoning provisions to ensure that they respond to contemporary business and employment needs.

Rationale:

Key objectives of the City of North Vancouver’s Draft Economic Development Strategy (2023) include optimizing use of employment lands and innovating economic spaces to support business growth; streamlining and simplifying City business-related processes and services, and enhancing public spaces to improve connection and integration between community and commercial activities. Through Phase 1 of this project, we also heard that it is important to protect the City’s existing industrial land base (currently only four percent of total lands), consider opportunities to incentivize expansion of businesses in target sectors, review institutional permissions in employment designated lands and consider areas for a greater mix of uses, such as neighbourhood-serving shops and services. The new Zoning Bylaw will play an important role in creating regulatory conditions that strengthen the City’s local economy.

Considerations and next steps:

In Phase 2 of this project, we will seek to align emerging zoning provisions with the objectives of the City’s four Strategies to ensure that the Zoning Bylaw enables flexible and dynamic uses that respond to the evolving workplace and neighbourhoods. This work will require us to coordinate with on-going City initiatives, such as the Business License Process Review and the Lonsdale Great Street Project.



Key Direction 5

Integrating Equity and Community Wellbeing

Commit to meaningfully integrate equity, community wellbeing, and resiliency in the new Zoning Bylaw using social equity criteria, metrics, and analysis.

Rationale:

Several policies and strategies seek to advance equity, community wellbeing, and resilience across the City of North Vancouver. This includes but is not limited to Metro 2050’s Social Equity and Regional Growth Management Study, Council’s Strategic Plan, the Official Community Plan (2014), the Draft Community Wellbeing and Climate and Environment Strategies (2023), and the Housing Action Plan (2016). In industry, the Canadian Institute of Planners (CIP) and the American Planning Association (APA), such as the APA Equity in Zoning Policy Guide (2022) are setting out best practices for creating equitable zoning bylaws and communities.

Per the APA Equity in Zoning Policy Guide, there are six major equity concerns directly impacted by zoning regulations, including: public health, environmental justice, fair access to affordable housing, fair accessible to economic opportunity and services, aging in place and cultural preservation. Here, equity in zoning means “those who write, administer, or enforce zoning regulations take clear steps to avoid or ‘undo’ unfair outcomes and mitigate the unequal ability to participate in or influence all parts of the zoning process” as they apply to the rules of zoning, the people involved in drafting and enforcing them, and mapping (p. 11).

Considerations and next steps:

Through the Zoning Bylaw Update, we will consider the direction set out in the Community Wellbeing Strategy and undertake geospatial analysis to understand and measure indicators of inequity in the City of North Vancouver. An Equity Assessment Framework will also be developed to guide the development of regulations in the new Zoning Bylaw, taking into consideration quantitative socio-demographic and place-based data and qualitative data collected through public engagement.



Key Direction 6

Supporting Complete and Sustainable Communities

Update the new Zoning Bylaw structure and regulations to promote development that fosters community wellbeing and sustainability, including a mix of land uses, access to parks and open spaces, jobs, community services and amenities, and mobility options.

Rationale:

Historically, zoning bylaws have segregated uses at distances that increase car dependency. Building upon the objectives of the City of North Vancouver’s Community Wellbeing and Climate and Environment Strategies, the new Zoning Bylaw will seek to foster the mixing of appropriate uses to create complete communities and enable more mobility options, such as walking, cycling, and rolling.

Considerations and next steps:

In Phase 2 of this exercise, we will seek to structure zoning categories to reduce land use redundancy and enable a broader mix of uses, as appropriate. We will also explore how the spaces between buildings, sidewalks, and streets (also known as the public realm) can create healthy and livable environments for people of all ages and abilities. This may include high level ideas related to building façade treatments, streetscaping (paving, landscaping, tree canopy and street furniture), and street types as established by the Mobility Strategy (2022) and their relationship to climate and resiliency objectives. Geospatial analysis will also be undertaken to understand existing community access to parks, open spaces and community amenities. This work will integrate emerging policies, such as the Urban Forest Plan and Parks Master Plan, as they become available.



Key Direction 7

Aligning Parking Requirements

Embed a holistic approach to regulating parking based on context and alignment with the ways people move around the City.

Rationale:

The City of North Vancouver’s Mobility Strategy (2022) sets out key actions that will shape future regulations in the new Zoning Bylaw. These include prioritizing and encouraging dense and diverse mix of uses in areas well served by transit, providing more green space on all streets, ensuring that there are sufficient loading zones, pick up and drop off zones, and accessible parking in high demand areas, reducing the amount of vehicular parking that developers are required to provide, and right-sizing parking and electrified charging for sustainable modes. Through this exercise, multimodal site access and parking will be factored into new zoning regulations.

Considerations and next steps:

We will review best practices and data related to parking provision (e.g., ratios) achieved in recent development applications to identify any trends related to reduced parking demand and consider the establishment of parking maximums and increased bicycle parking minimums. Coordination will be required with on-going initiatives such as the City’s research into transportation demand management for buildings, and the Curbside Management Plan.



Key Direction 8

Applying a Future-Focused and Resiliency Lens

Apply a future-focused, resiliency lens and consider the adaptability of regulations to current trends, future technologies, and sustainable development.

Rationale:

The City of North Vancouver’s existing Streamside Protection & Enhancement Development Permit Guidelines and Draft Climate and Environment Strategy (2023) positions environment and climate at the core of land use and transportation planning decision-making. Key directions from the strategy that be considered through the Zoning Bylaw Update process include creating low carbon and resilient neighbourhood where people can access their daily needs and greenspace within walking distance. Through this work, we should protect and seek to grow the City’s park and public space system, natural areas, urban forests and habitat connectivity and integrate hazard, risk, and vulnerability analysis to ensure safe and resilient planning.

Considerations and next steps:

In Phase 2 of the Zoning Bylaw Update, we will review existing definitions in the zoning bylaw for “future-forward” resilience, align emerging provision with existing requirements under the Streamside policies and determine the appropriate scope of sustainability-related provisions to be addressed through the Zoning Bylaw versus other processes, such as development permitting. This may include new building typologies and standards, such as mass timber, passive house, external insulation and more.



Additional Considerations for Phase 2

Apart from the eight Key Directions, a number of other important actions were identified through the Phase 1 work that will support the development of a Zoning Bylaw that works well for those who use it on a regular basis. These objectives will guide the formatting of the Zoning Bylaw in terms of structure, content, and implementation:

1. Simplifying the structure of the Zoning Bylaw to permit logical navigation between sections and to support ease of interpretation and understanding.
2. Updating and consolidating definitions to reflect contemporary language, technologies, businesses, building practices and design trends;
3. Introducing and integrating graphics, illustrations, and tables throughout the document to establish a form-based focus and enhance user experience (navigation and accessibility);
4. Developing a comprehensive, accessible, and interactive online “home” for the new Zoning Bylaw; and
5. Considering transition implications of zone changes, related entitlements, form-based document design, and the provision of an online Zoning Bylaw portal.

6.0 Next Steps

Phase 2: Draft the New Zoning Bylaw and Design Standards builds on Phase 1 and will take place between Fall 2023 and Summer 2024. This phase includes undertaking further design and regulatory analysis based on the Recommended Directions and drafting of the new Zoning Bylaw. Other tasks in this phase of work will include:

- Testing of draft Zoning Bylaw sections in terms of financial viability, location-based testing using geospatial analysis, user-testing of regulations and design standards, and legal review;
- Development of a digital approach for the Zoning Bylaw;
- Robust communications and engagement;
- Preliminary development of a “roll-out” plan for implementation.

In this phase, public engagement will focus on gathering feedback on the draft content of the Zoning Bylaw from the broader public and through targeted stakeholder engagement with those who work closely with the instrument.

city
of north
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