



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.

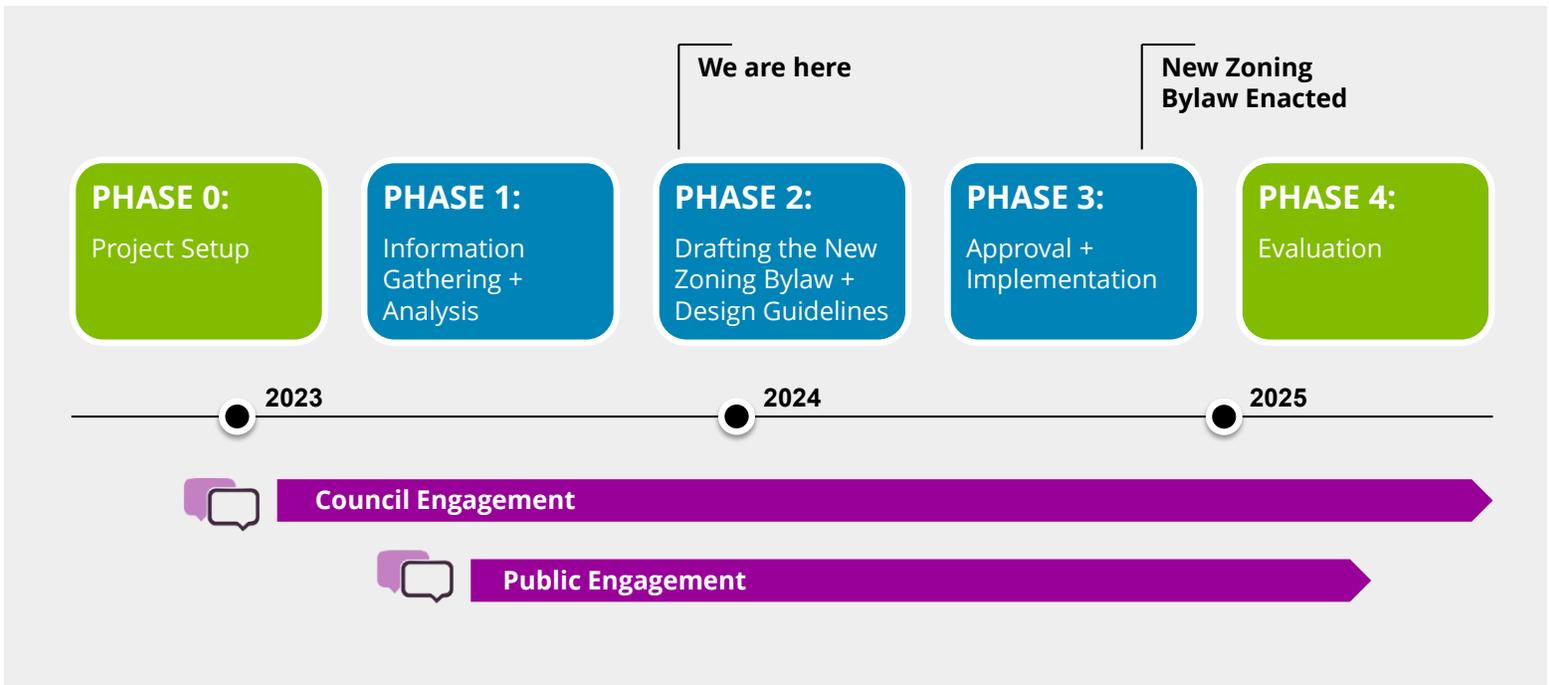


Figure 1. Project Timeline

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)**

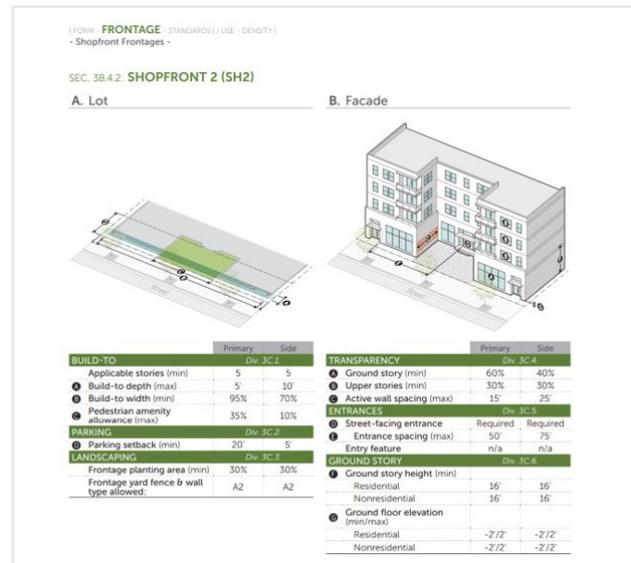


Figure 2. Los Angeles Draft Zoning Code (2022)

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.

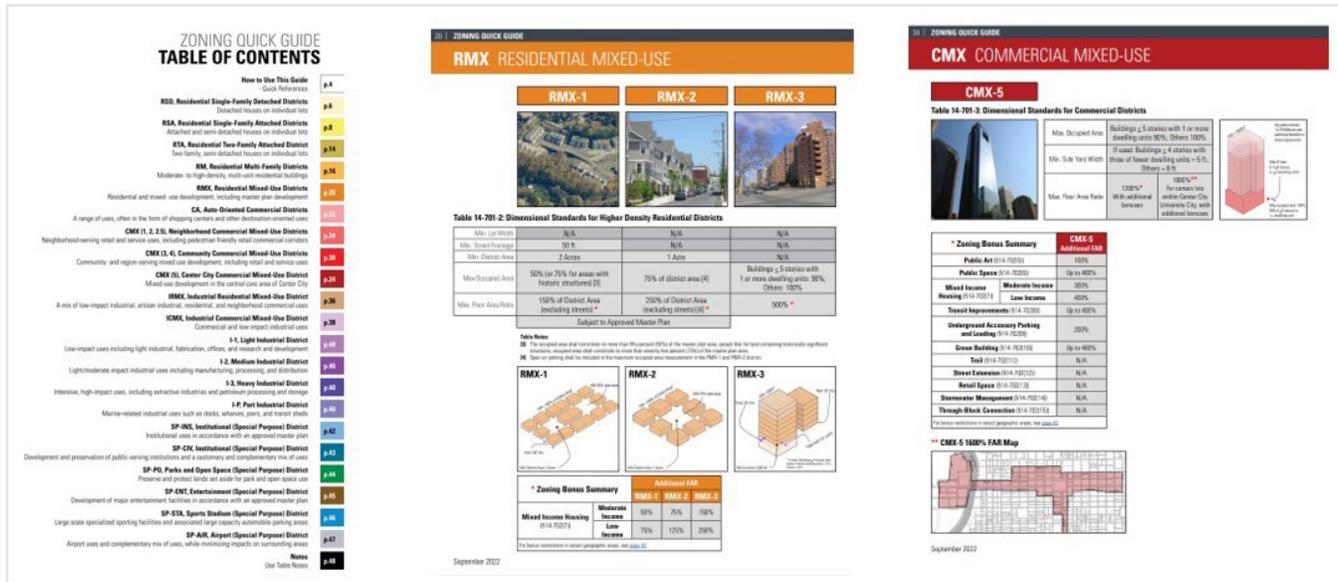


Figure 3. Philadelphia Zoning Code Quick Reference Guide (2022)

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	A	A	A	A	A	A	A	A	A	A	A	
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	P	
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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	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	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	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	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	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	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	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)

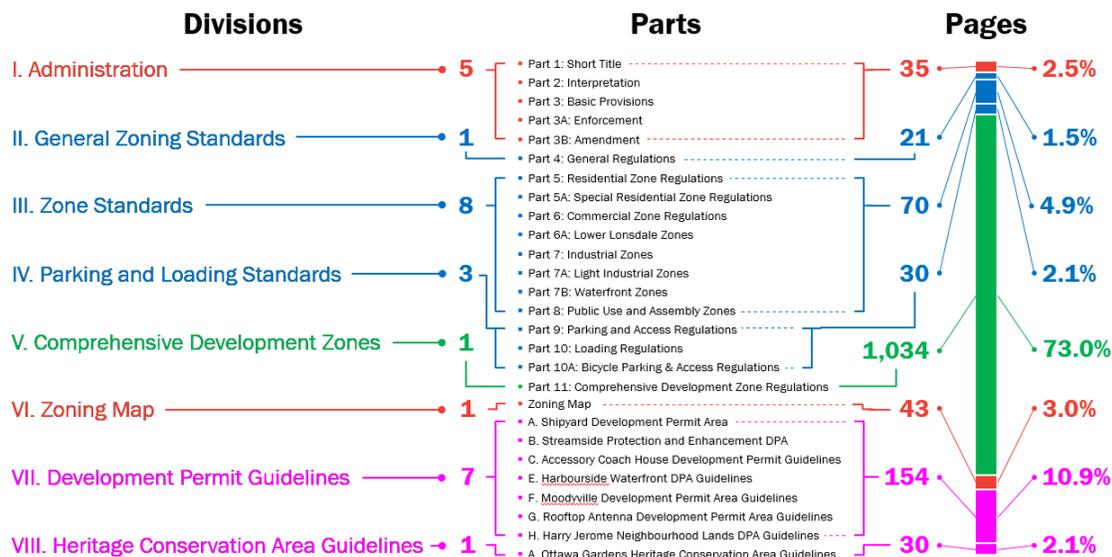


Figure 6. Analysis of Zoning Bylaw document pages per section

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.

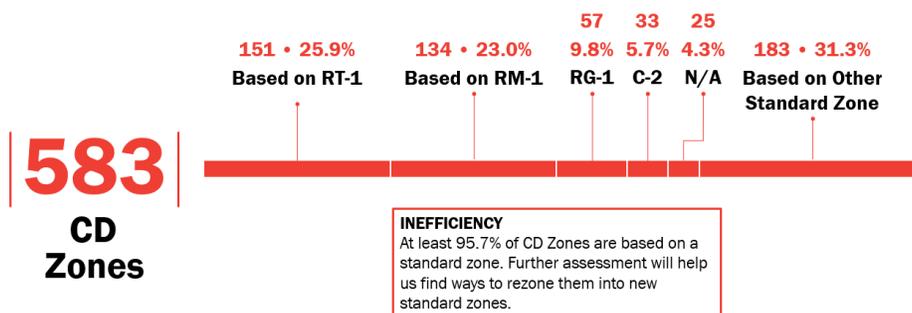


Figure 7. Analysis of Zoning Bylaw document pages per section

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:

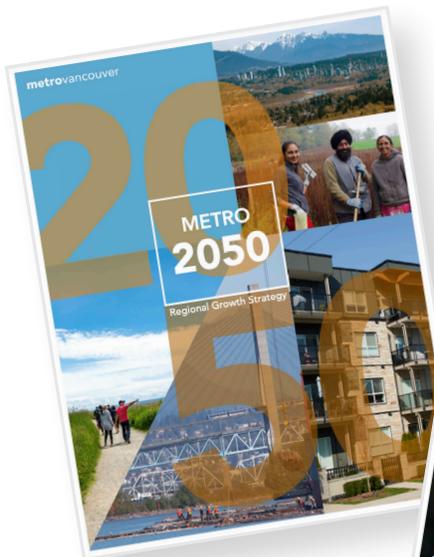
- **COUNCIL'S STRATEGIC PLAN (2022-2026)** outlines Council's vision to be the Healthiest Small City in the World. To realize this vision, five priorities were identified to guide the City of North Vancouver over the next four years include being a: City for People, a Resilient City, a Vibrant City, 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 provide 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.

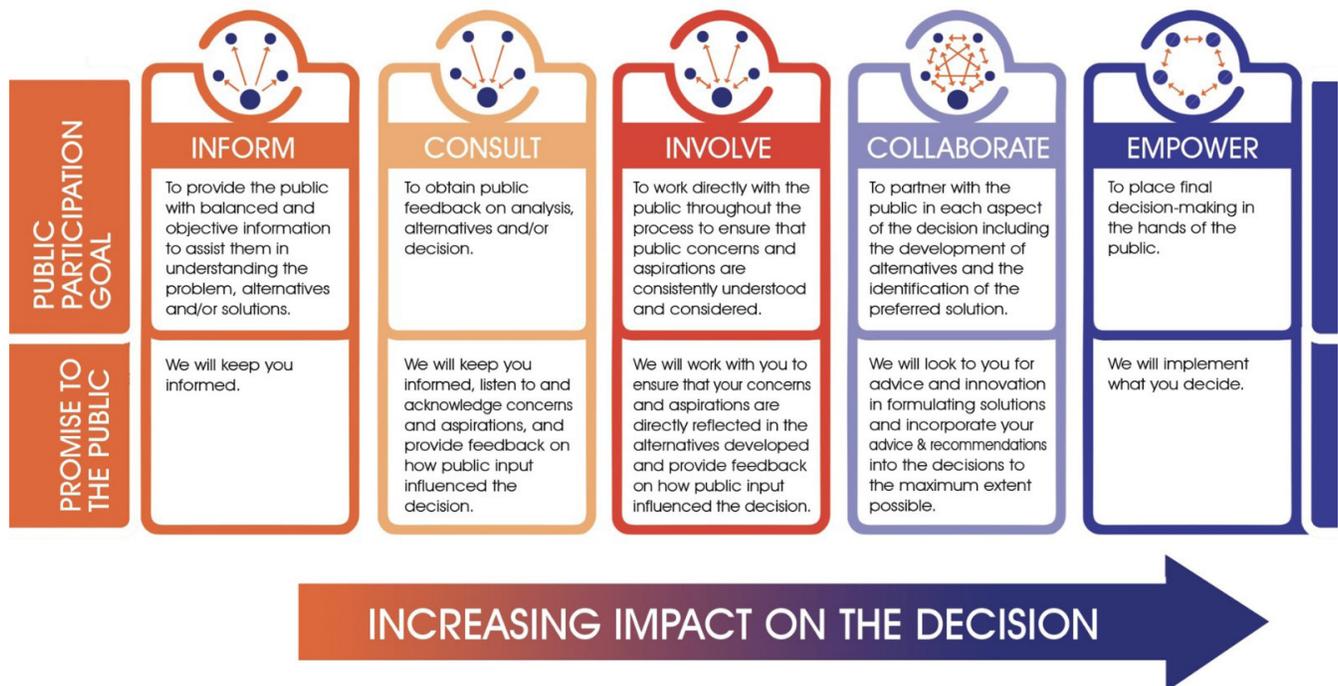


Figure 8. IAP2 Spectrum of Engagement

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

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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

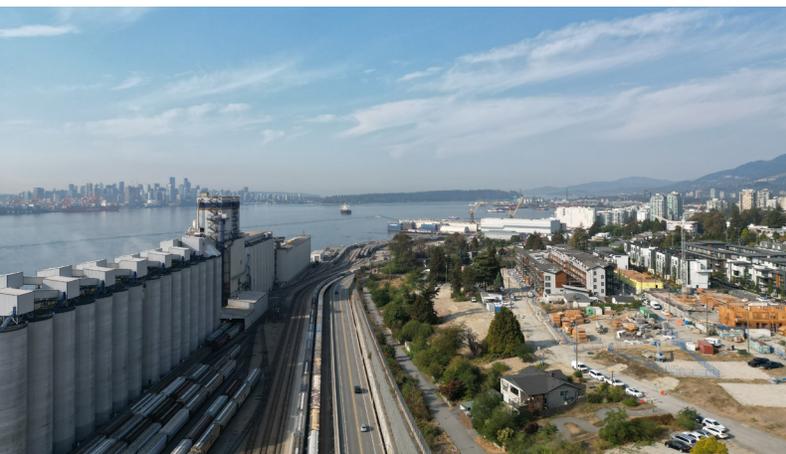
Revise the existing standard zones to remove redundancy and increase both relevance and usability of the new Zoning Bylaw, including the potential consolidation of comprehensive development (CD) zones

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.

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