



AGENDA FOR THE REGULAR MEETING OF COUNCIL HELD IN THE COUNCIL CHAMBER AND ELECTRONICALLY (HYBRID) FROM CITY HALL, 141 WEST 14TH STREET, NORTH VANCOUVER, BC, ON MONDAY, SEPTEMBER 15, 2025 AT 6:00 PM

Watch Livestream at cnv.org/LiveStreaming
View complete Agenda Package at cnv.org/CouncilMeetings

The City of North Vancouver respectfully acknowledges that this Council meeting is held on the traditional and unceded territories of the Skwxwú7mesh (Squamish) and sə́lilwətaʔ (Tsleil-Waututh) Nations.

CALL TO ORDER

APPROVAL OF AGENDA

1. Regular Council Meeting Agenda, September 15, 2025

ADOPTION OF MINUTES

2. Regular Council Meeting Minutes, September 8, 2025

PROCLAMATIONS

Truth and Reconciliation Day – September 30, 2025

Canadian Library Month – October 2025

PUBLIC INPUT PERIOD

PRESENTATION

Commemoration Policy Framework – Deputy Director, Parks and Public Spaces,
and Section Manager, Environment and Park Planning

REPORT

3. Commemoration Policy Framework and Flight PS752 Memorial Project Update

BYLAW – SECOND AND THIRD READINGS

4. “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127”
(Inclusionary Zoning Requirements for Residential Development)

PUBLIC CLARIFICATION PERIOD

COUNCIL INQUIRIES

COUNCIL REPORTS

NEW ITEMS OF BUSINESS

NOTICES OF MOTION

RECESS TO CLOSED SESSION

REPORT OF THE COMMITTEE OF THE WHOLE (CLOSED SESSION)

ADJOURN

CALL TO ORDER

APPROVAL OF AGENDA

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PUBLIC INPUT PERIOD

The Public Input Period is addressed in sections 12.20 to 12.28 of “Council Procedure Bylaw, 2015, No. 8500.” The time allotted for each speaker addressing Council during the Public Input Period is 2 minutes, with the number of speakers set at 5 persons. Speakers’ comments will be audio recorded, as well as live-streamed on the City’s website, and will form part of the public record.

Speakers may only speak on the same matter once in a 3-month period.

Speakers during the Public Input Period are permitted to join the meeting in person in the Council Chamber or electronically via Webex. There are 2 ways to sign up to speak during the Public Input Period.

- 1) IN PERSON: Speakers who choose to participate in person must sign the speaker list located outside the Council Chamber between 5:30 and 5:50 pm on the day of the Council meeting.
- 2) ELECTRONICALLY VIA WEBEX: Speakers who choose to participate electronically must pre-register by 12:00 pm on the day of the Council meeting by completing the online form at cnv.org/PublicInputPeriod, or by phoning 604-990-4234. These pre-registrants will receive instructions by email or phone on the afternoon before the Council meeting.

If a speaker has written material to accompany their comments, the material must be sent to the Corporate Officer at clerks@cnv.org no later than 12:00 pm on the day of the Council Meeting.

The Public Input Period provides an opportunity for comment only and places the speaker’s concern on record, without the expectation of a response from Council. Speakers must comply with the General Rules of Conduct set out in section 5.1 of “Council Procedure Bylaw, 2015, No. 8500” and may not speak with respect to items as listed in section 12.25(2), including Zoning Bylaws for which a Public Hearing will not be held or is prohibited under section 464 of the *Local Government Act*.

Speakers are requested not to address matters that refer to items from a concluded Public Hearing/Public Meeting or to Public Hearings, Public Meetings and Committee meetings when those matters are scheduled on the same evening’s agenda, as an opportunity for public input is provided when the particular item comes forward for discussion.

Please address the Mayor as “Your Worship” or “Mayor, followed by their surname”. Councillors should be addressed as “Councillor, followed by their surname”.

PRESENTATION

Commemoration Policy Framework – Deputy Director, Parks and Public Spaces,
and Section Manager, Environment and Park Planning

Item 3 refers.

REPORT

3. Commemoration Policy Framework and Flight PS752 Memorial Project Update
– File: 12-6120-05-0001/1

Report: Section Manager, Environment and Park Planning, August 27, 2025

RECOMMENDATION:

PURSUANT to the report of the Section Manager, Environment and Park Planning, dated August 27, 2025, entitled “Commemoration Policy Framework and Flight PS752 Memorial Project Update”:

THAT the Commemoration Policy framework be endorsed;

THAT staff proceed with next steps in development of the Commemoration Policy, as outlined in the report;

AND THAT staff report back with a Commemoration Policy for Council’s consideration based on the policy framework and outline.

BYLAW – SECOND AND THIRD READINGS

4. “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127”
(Inclusionary Zoning Requirements for Residential Development)

RECOMMENDATION:

THAT “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127”
(Inclusionary Zoning Requirements for Residential Development) be given
second and third readings.

No Public Hearing held. Notice published on September 3 and September 10, 2025.

PUBLIC CLARIFICATION PERIOD

The Public Clarification Period is limited to 10 minutes in total and is an opportunity for the public to ask a question regarding process or clarification on an item on the Regular Council Agenda. The Public Clarification Period concludes after 10 minutes and the Regular Council Meeting reconvenes.

COUNCIL INQUIRIES

COUNCIL REPORTS

NEW ITEMS OF BUSINESS

NOTICES OF MOTION

RECESS TO CLOSED SESSION

THAT Council recess to the Committee of the Whole, Closed Session, pursuant to the *Community Charter*, Sections 90(1)(a) [personal information], 90(1)(e) [land matter], 90(1)(k) [contract negotiations/proposed service] and 90(2)(b) [intergovernmental relations].

REPORT OF THE COMMITTEE OF THE WHOLE (CLOSED SESSION)

ADJOURN

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**MINUTES OF THE REGULAR MEETING OF COUNCIL HELD IN THE COUNCIL CHAMBER AND ELECTRONICALLY (HYBRID) FROM CITY HALL, 141 WEST 14TH STREET, NORTH VANCOUVER, BC, ON
MONDAY, SEPTEMBER 8, 2025**

PRESENT

COUNCIL MEMBERS

Mayor L. Buchanan
Councillor H. Back
Councillor D. Bell
Councillor A. Girard
Councillor J. McIlroy
Councillor S. Shahriari
Councillor T. Valente

STAFF MEMBERS

L. McCarthy, CAO
B. Pearce, Deputy CAO
A. Cifarelli, Corporate Officer
J. Peters, Manager, Legislative and Election Services
L. Sawrenko, Chief Financial Officer
D. Van Heerden, Manager, Financial Planning
R. McRaven, Manager, Corporate Planning
K. Magnusson, Director, Engineering, Parks and Environment
A. Man-Bourdon, Manager, Parks and Natural Spaces
S. Galloway, Director, Planning and Development
M. Chan, Director, Real Estate, Facilities and Economic Development
G. Schalk, Public Safety Director and Fire Chief
D. Owens, Deputy Fire Chief, Prevention and Public Safety
D. Biggin, Assistant Fire Chief, Administration and Logistics
P. Duffy, Manager, Bylaw Services
E. Doran, Director, People, Culture and Transformation
A. Gibbs, Senior Manager, Communications and Engagement
S. Peters, Manager, Projects and Initiatives
T. Huckell, Legislative Services Advisor

The meeting was called to order at 6:00 pm.

APPROVAL OF AGENDA

Moved by Councillor Bell, seconded by Councillor McIlroy

1. Regular Council Meeting Agenda, September 8, 2025

THAT the Regular Agenda of September 8, 2025 be amended by replacing the attachment of the "2025 Mid-Year Report";

AND THAT the Regular Agenda, as amended, be approved.

CARRIED UNANIMOUSLY

R2025-09-08/1

ADOPTION OF MINUTES

Moved by Councillor Shahriari, seconded by Councillor Back

2. Regular Council Meeting Minutes, July 14, 2025

CARRIED UNANIMOUSLY

R2025-09-08/2

ADOPTION OF MINUTES – Continued

Moved by Councillor Shahriari, seconded by Councillor Back

3. Special Council Meeting Minutes, July 21, 2025

CARRIED UNANIMOUSLY

R2025-09-08/3

Moved by Councillor Shahriari, seconded by Councillor Back

4. Council Workshop Minutes, July 21, 2025

CARRIED UNANIMOUSLY

R2025-09-08/4

PUBLIC INPUT PERIOD

- Mehrdad Rahbar, North Vancouver, spoke regarding the North Shore Builder's Alliance.

CONSENT AGENDA

Moved by Councillor Girard, seconded by Councillor McIlroy

THAT the recommendations listed within the "Consent Agenda" be approved.

CARRIED UNANIMOUSLY

START OF CONSENT AGENDA

BYLAWS – ADOPTION

5. "Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2024, No. 9094" (DLP Architecture Inc., 311 West 14th Street, CD-768)

Moved by Councillor Girard, seconded by Councillor McIlroy

THAT "Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2024, No. 9094" (DLP Architecture Inc., 311 West 14th Street, CD-768) be adopted, signed by the Mayor and Corporate Officer and affixed with the corporate seal.

(CARRIED UNANIMOUSLY BY CONSENT)

R2025-09-08/5

6. "Heritage Designation Bylaw, 2024, No. 9095" ("Follis Residence", 311 West 14th Street)

Moved by Councillor Girard, seconded by Councillor McIlroy

THAT "Heritage Designation Bylaw, 2024, No. 9095" ("Follis Residence", 311 West 14th Street) be adopted, signed by the Mayor and Corporate Officer and affixed with the corporate seal.

(CARRIED UNANIMOUSLY BY CONSENT)

R2025-09-08/6

END OF CONSENT AGENDA

PRESENTATIONS

- A. Public Safety – Fire and Bylaws – 2024 Annual Report – Director, Public Safety and Fire Chief, and Manager, Bylaw Services

Public Safety staff provided a PowerPoint presentation regarding the “Public Safety – Fire and Bylaws – 2024 Annual Report” and responded to questions from Council.

- B. 2025 Mid-Year Report – Chief Financial Officer

Finance staff provided a PowerPoint presentation regarding the “2025 Mid-Year Report” and responded to questions from Council.

- C. 2026-2030 Budget Outlook – Chief Financial Officer

Finance staff provided a PowerPoint presentation regarding the “2026-2030 Budget Outlook” and responded to questions from Council.

Councillor Girard left the meeting at 8:11 pm and returned at 8:13 pm.

REPORTS

7. 2025 FireSmart Grant Application for Wildfire Risk Reduction Initiatives
– File: 12-6300-01-0001/2025

Report: Supervisor, Parks Operations, August 20, 2025

Moved by Councillor Bell, seconded by Councillor McIlroy

PURSUANT to the report of the Supervisor, Parks Operations, dated August 20, 2025, entitled “2025 FireSmart Grant Application for Wildfire Risk Reduction Initiatives”:

THAT staff be directed to submit the application for the 2025 FireSmart Community Funding and Supports (FCFS) grant from the Union of BC Municipalities (UBCM) to support wildfire risk mitigation efforts in the community;

AND THAT the proposed FireSmart project, as detailed in the report, confirming its alignment with the City's strategic vision and priorities be endorsed.

CARRIED UNANIMOUSLY

R2025-09-08/7

REPORTS – Continued

8. Federation of Canadian Municipalities Green Municipal Fund – Growing Canada's Community Canopies Grant Application – File: 11-5280-10-0001/2025

Report: Environmental Technician, August 20, 2025

Moved by Councillor McIlroy, seconded by Councillor Valente

PURSUANT to the report of the Environmental Technician, dated August 20, 2025, entitled "Federation of Canadian Municipalities Green Municipal Fund –Growing Canada's Community Canopies Grant Application":

THAT staff be directed to prepare and submit an application for the Growing Canada's Community Canopies (GCCC) grant, as described in the report;

AND THAT staff be directed to receive and manage the grant funding as part of the Urban Forest operational program.

CARRIED UNANIMOUSLY

R2025-09-08/8

PUBLIC CLARIFICATION PERIOD

Nil.

COUNCIL INQUIRIES

9. Green Infrastructure – File: 01-0220-01-0001/2025

Inquiry by Councillor McIlroy

Councillor McIlroy requested an update on the Notice of Motion passed by Council on March 4, 2024 regarding increasing incentives for implementing green infrastructure as part of the Zoning Bylaw or Development Permit Guidelines.

R2025-09-08/9

10. Sidewalk Infrastructure – File: 01-0220-01-0001/2025

Inquiry by Councillor Valente

Councillor Valente requested an Information Report on the various types of sidewalk infrastructure.

R2025-09-08/10

NEW ITEMS OF BUSINESS

Nil.

NOTICES OF MOTION

Nil.

RECESS TO CLOSED SESSION

Moved by Councillor Back, seconded by Councillor Valente

THAT Council recess to the Committee of the Whole, Closed Session, pursuant to the *Community Charter*, Section 90(2)(b) [intergovernmental relations].

CARRIED UNANIMOUSLY

The meeting recessed to the Committee of the Whole, Closed Session, at 9:02 pm and reconvened at 9:45 pm with all members of Council present.

ADJOURN

Moved by Councillor Back, seconded by Councillor Bell

THAT the meeting adjourn.

CARRIED UNANIMOUSLY

The meeting adjourned at 9:46 pm.

“Certified Correct by the Corporate Officer”

CORPORATE OFFICER

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Office of the Mayor

CITY OF NORTH VANCOUVER
BRITISH COLUMBIA

Proclamation

TRUTH AND RECONCILIATION DAY

Whereas

on September 30, Canadians will be provided the opportunity to deepen their understanding of Indigenous history and advancing reconciliation;

Whereas

the City of North Vancouver values Indigenous lives and is committed to strengthening its relationships with First Nations, Métis and Inuit peoples;

Whereas

the City of North Vancouver recognizes that public commemoration of the history and legacy of residential schools remains a vital component of reconciliation;

Whereas

the Truth and Reconciliation Commission's Call to Action #80 called on the Federal government to establish, as a statutory holiday, a National Day for Truth and Reconciliation to honour survivors of residential schools, their families and communities;

Whereas

the government of Canada and the Province of British Columbia mark September 30th as a day of public commemoration and reflection;

And Whereas

the City of North Vancouver Council identified Equity, Diversity, Inclusion and Reconciliation as essential components to the City's vision of being the Healthiest Small City in the World;

Now Therefore

I, Linda Buchanan, Mayor of the City of North Vancouver, do hereby proclaim **September 30, 2025** as **Truth and Reconciliation Day** in the City of North Vancouver, the traditional territories of the Squamish and Tsleil-Waututh Nations.

So proclaimed on Monday, September 15, 2025

Linda C. Buchanan

Mayor Linda Buchanan



Office of the Mayor

CITY OF NORTH VANCOUVER
BRITISH COLUMBIA

Proclamation

CANADIAN LIBRARY MONTH

Whereas

the City of North Vancouver is a city for people – deeply invested in the health and wellbeing of its residents and committed to equitable access and inclusion;

Whereas

the critical importance of libraries in expanding access, helping to create equity, and solidifying the importance of social infrastructure was illuminated;

Whereas

the North Vancouver City Library, other public libraries, academic libraries and school libraries add immensely to the culture, creativity and growth of citizens by promoting and supporting lifelong learning by helping people to access the information and tools they need to live, learn and work; inspiring wonder, curiosity, creativity and promoting dialogue and understanding;

And Whereas

this October, communities across Canada are celebrating the important role libraries play in enhancing the quality of life for all Canadians;

Now Therefore

I, Linda Buchanan, Mayor of the City of North Vancouver, do hereby proclaim **October 2025** as **Canadian Library Month** in the City of North Vancouver, the traditional territories of the Squamish and Tsleil-Waututh Nations.

So proclaimed on Monday, September 15, 2025

Mayor Linda Buchanan

Commemoration Policy Framework: Council Presentation



Presented September 2025

Engineering, Parks & Environment Department

Agenda

1. Methodology and Key Terms
2. Mapping the Commemoration Landscape and Key Findings
3. Draft Framework
 - Scope
 - Purpose
 - Vision
 - Guiding Principles
4. Policy Scan and Findings
 - Eligibility Criteria
5. Next Steps
6. Flight PS752 Memorial Update



Cenotaph, Victoria Park, 1923

Direction from Council

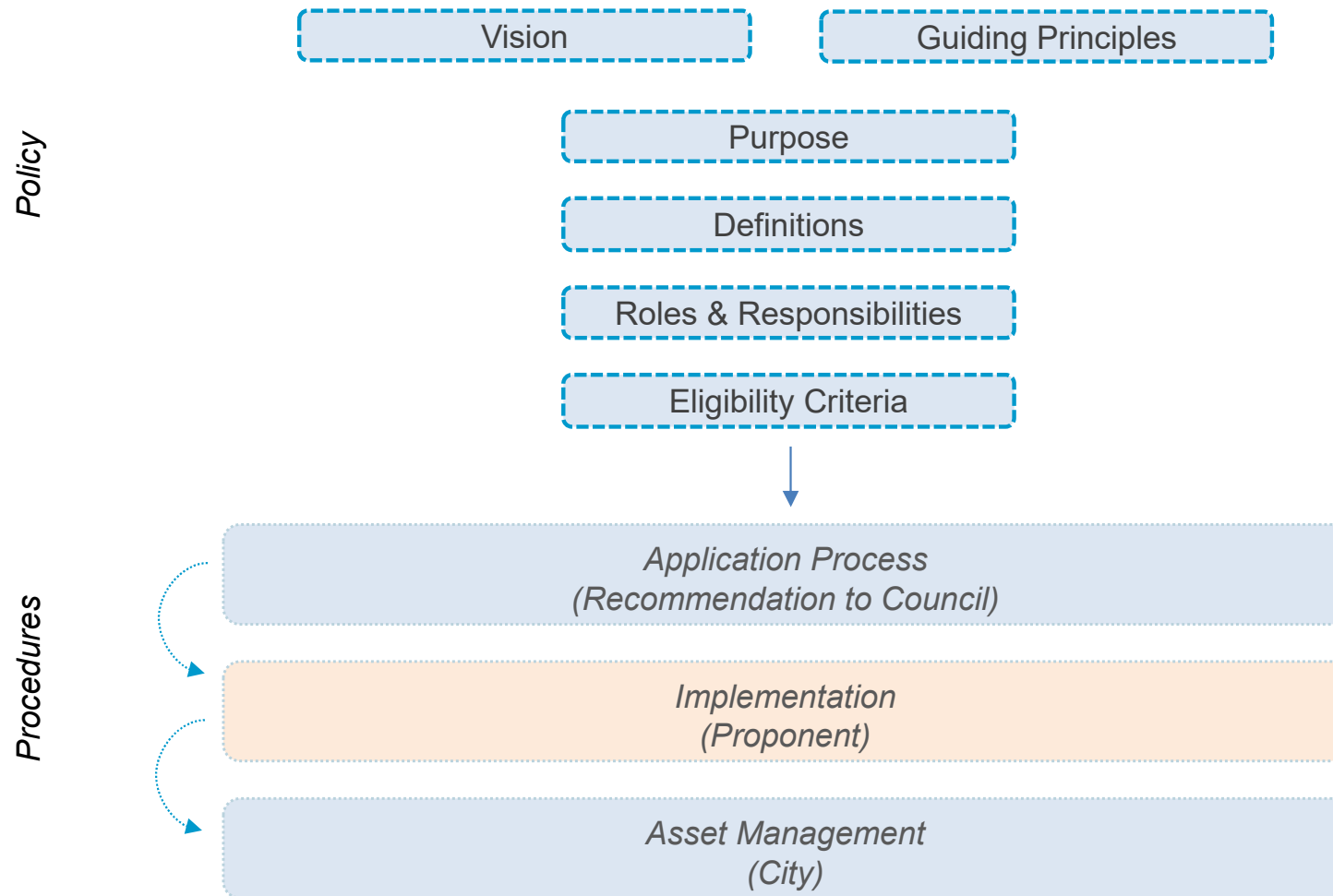
“Staff be directed to work with agencies, community groups and the community at-large on the creation of a permanent public art memorial dedicated to those who lost their lives in the downing of flight PS752.”

- Council Motion, July 18, 2022

“Staff be directed to use a parallel process to develop a commemoration policy and move forward with a Flight PS752 memorial process.”

- Council Motion, April 24, 2023

Draft Framework: Process Flow



Methodology to Develop Framework



*CNV Monument &
Memorial Inventory*



*CNV & External
Policy Scan*



Policy Trends

Key Terms

Commemoration is an intentional act of acknowledging the memory of people, places, events and causes.

Commemoration can be tangible or intangible, temporary or permanent, public or private, and can include a monument, memorial, artwork, ceremony, event, recognition, or naming.

Monument: tangible or fixed asset that has intentional and symbolic commemorative significance.

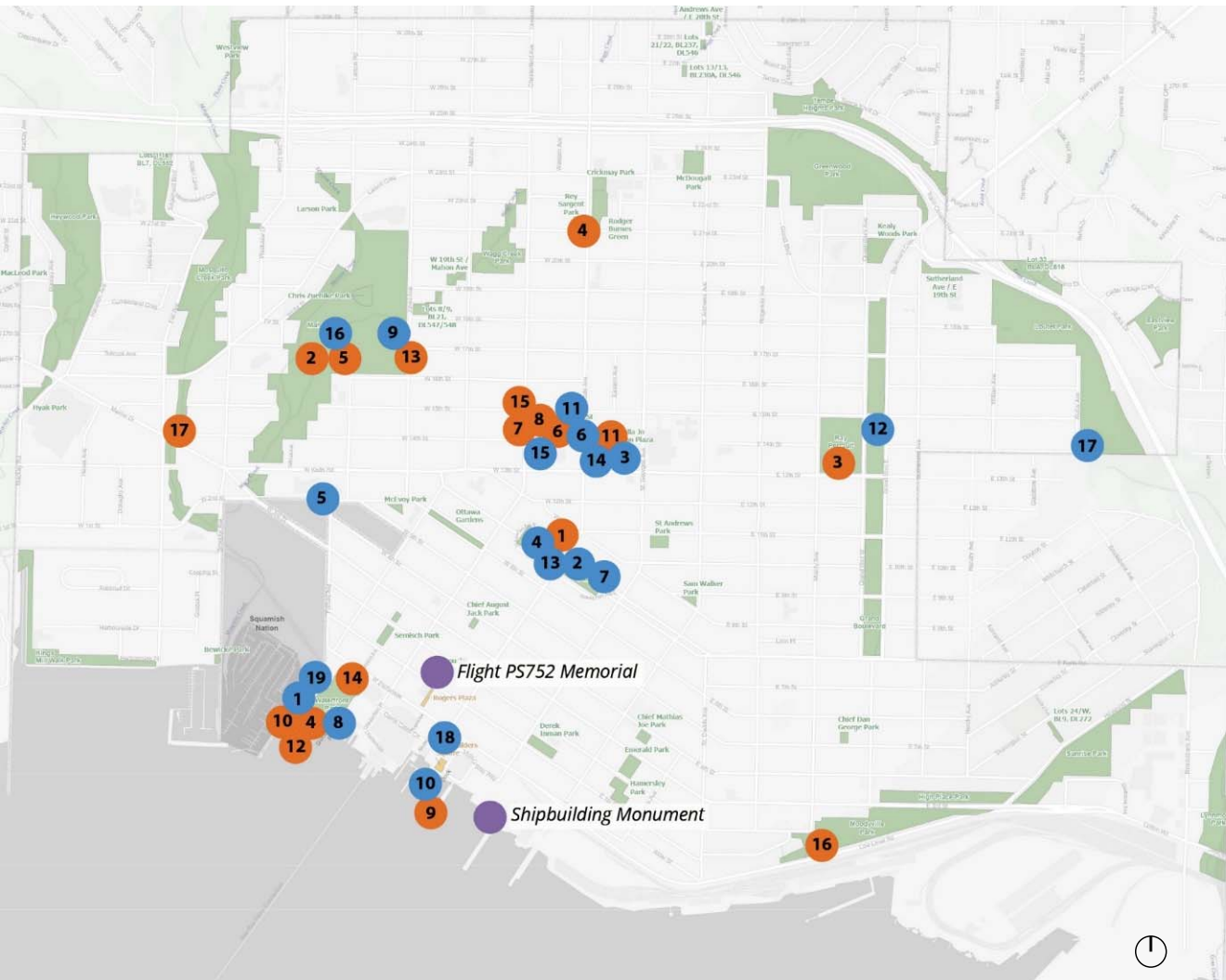
Memorial: a type of monument dedicated in recognition of those who have died.

Plaque: a commemorative object with a standard length and format.



At Home, City of North Vancouver, 2022

Commemoration Landscape



MONUMENTS & MEMORIALS

1. SAILOR'S MEMORIAL
2. CENOTAPH
3. STRENGTH & REMEMBRANCE POLE *
4. ENDURING LOVE *
5. ST. PAUL'S RESIDENTIAL SCHOOL MEMORIAL
6. CONTINUUM *
7. COLD WAR AIR RAID SIREN + PLAQUE
8. HARUBANG CANADA KOREA MONUMENT *
9. TIME LINE *
10. JOE BUSTEMANTE TRUMPET *
11. LEGION MEMORIAL CAIRN
12. AT HOME *
13. THE LONG ASCENT *
14. THE LADY (CAMEL) *
15. MY PEOPLE WILL RISE UP-LIKE A THUNDERBIRD FROM THE SEA *
16. RACHEL DAVIS MEMORIAL
17. GERRY'S GARDEN
18. PUNCH CLOCK PLAZA *
19. TRANSCANADA PAVILION

PLAQUES

1. WORKERS' MEMORIAL PLAQUE
2. MAHON PARK SWINNING POOL PLAQUE
3. RAY PEREAULT PARK PLAQUE
4. HARRY JEROME PLAQUE
5. ARMORY PLAQUE
6. BC SPIRIT SQUARE CIVIC PLAZA PLAQUE
7. CITY LIBRARY + CIVIC 2008 PLAZA PLAQUE
8. CIVIC PLAZA 1999 PLAQUE
9. BURRARD DRY DOCK COMPANY
10. GREAT TRAIL PLAQUE
11. STELLA JO DEAN PLAZA PLAQUE
12. INTERNATIONAL MARITIME BICENTENNIAL PLAQUE
13. FEN BURDETT STADIUM PLAQUE
14. SPIRIT CORNER MURAL PANEL PLAQUE
15. LIBRARY SOLAR WATER INSTALLATION PROJECT PLAQUE
16. MOODYVILLE PARK PLAQUE
17. MOSQUITO CREEK BRIDGE

Key Findings

- Over 50% of commemorative works in the City honour or recognize **events**.
- About 1/3 of commemorative works in the City honour **individuals**.
- The majority of memorials commemorating an individual recognize **men**.
- There are less memorials that commemorate events of **racialized people and communities**.

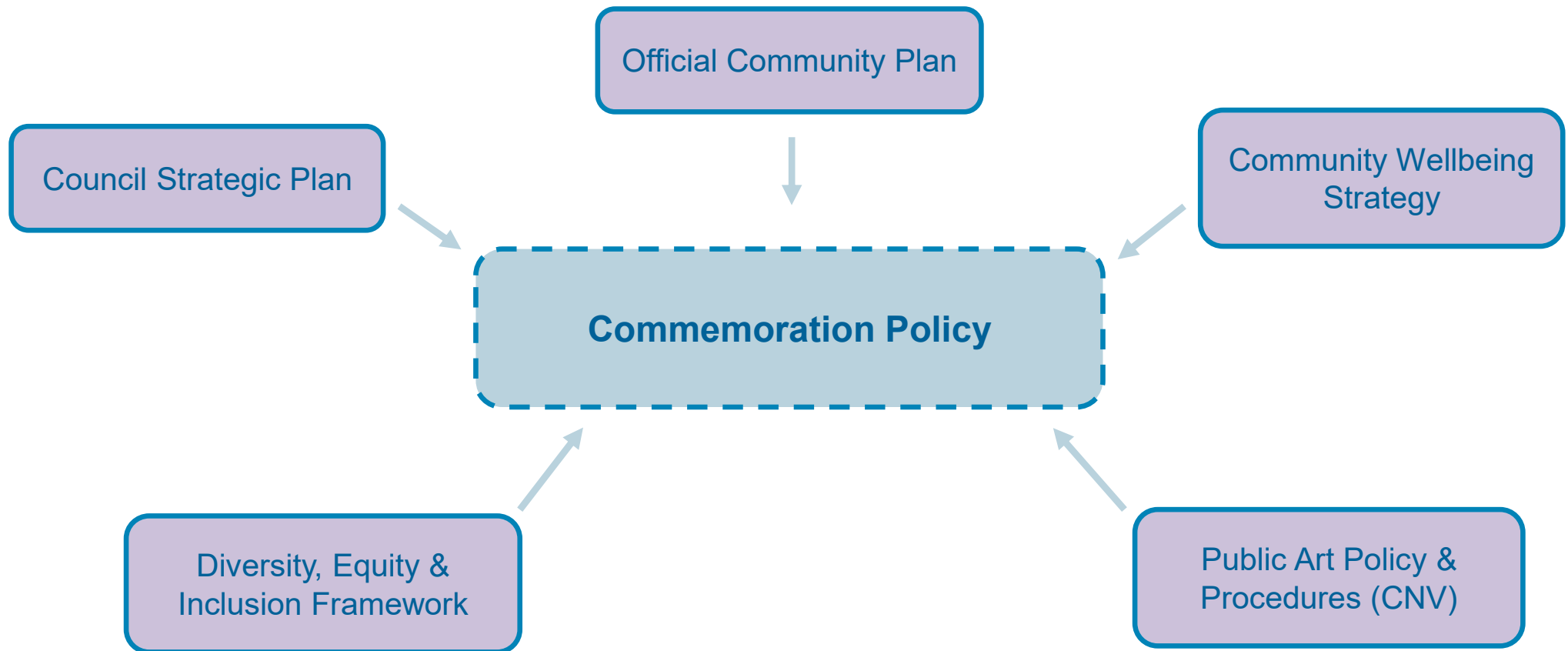


Sailor's Memorial, Waterfront Park, 1986. Source: Bruce Irschick

Draft Policy Scope

In Scope	Out of Scope
Commemorative works that are tangible, permanent , and featured in a public space, including:	<ul style="list-style-type: none">• Commemorative naming• Bench plaques (park donation program)• Civic honours, awards, tributes, proclamations• Ad hoc or temporary memorials• Public art• Heritage designated buildings• Interpretive panels• Lighting City Hall requests• Commemorative events• Roadside Memorials
<ul style="list-style-type: none">• Monuments• Memorials• Commemorative Plaques	

CNV Policy Context



CNV Policy Context

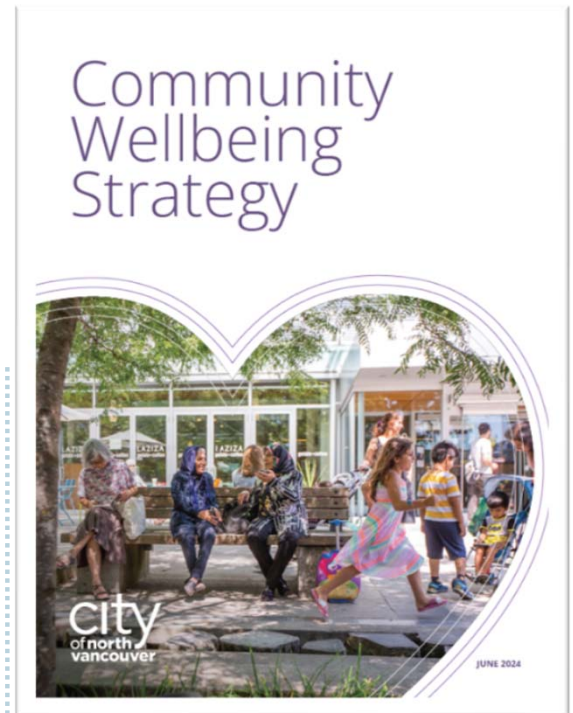


6.4: Respect the City's history by maintaining and enhancing connections to the past.



A Vibrant City – Dynamic public spaces and places that provide for connection and celebration of residents' culture and history

A City for People – An equitable, accessible and healthy community that is inclusive, welcoming and safe.



Our City connects people with each other

Our City is built on fair access to resources and opportunities.

Draft Framework: Vision

- To provide clear objectives, principles and process to guide municipal commemoration.
- Ensure a consistent application in the administration and operation of commemorative works.



Air Raid Siren, Victoria Park, 2010. Source: Brent Richter, North Shore News.

Key Findings

To create an equitable, transparent, and accessible process to honour significant people, events, places and causes at the City of North Vancouver, and ensure an inclusive commemorative landscape that celebrates the City's diverse culture and history.

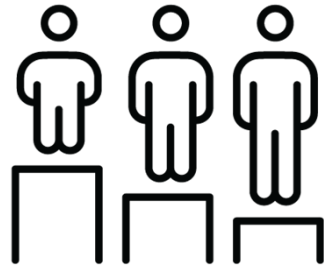


1915 granite horse trough in The Long Ascent art work, Victoria Park. Source: Jennifer Clay, North Shore Heritage.

Draft Framework: Guiding Principles



Historical Integrity



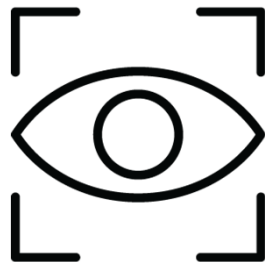
Equity



Diversity



Accessibility



Transparency



Quality



Feasibility

Guiding Principle: Historical Integrity

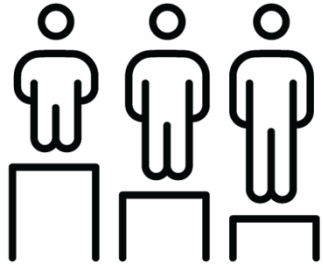


Ensure that monuments and memorials are telling stories that are accurate, are based on historical research, and consider or address varying and valid historical perspectives.

This can be achieved by:

- *Instituting a waiting period after an event or death before memorialization can be considered.*
- *Including a historian or memorial expert on the review panel.*
- *Requiring applicants to provide historical or archival records as part of their proposal.*
- *Reserving the right to consult with a third party expert on any proposal.*

Guiding Principle: Equity



Develop and review the policy with an equity-lens, considering the unique needs and concerns of equity-deserving groups.

Ensure the review procedure is fair and equitable.

This can be achieved by:

- *Acknowledging and adopting an expanded view of commemoration.*
- *Removing barriers and supporting commemoration requests and proposals from racialized communities.*
- *Consulting with Local First Nations during the selection process.*

Guiding Principle: Diversity



Ensure the City is remembering events, stories, and people that are reflective of the diverse community that makes up the City of North Vancouver.

Ensure commemoration representation is diverse and spread throughout the City.

This can be achieved by:

- *Supporting commemoration requests and proposals from racialized communities.*
- *Allowing and encouraging unique commemorative applications and designs.*
- *Forming a diverse review panel.*
- *Placing memorial works across all public spaces in the City.*
- *Maintaining a commemorative inventory to identify trends and gaps.*

Guiding Principle: Accessibility



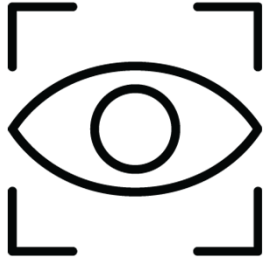
Ensure the application process is easy to use.

Ensure barriers to accessing the program are reduced or eliminated.

This can be achieved by:

- *Developing and delivering an efficient application process that is comprehensive but streamlined to address the community's commemorative queries and needs.*
- *Providing grant opportunities to reduce and eliminate financial barriers for affected applicants.*

Guiding Principle: Transparency



Ensure procedures and decisions around commemoration are clear and accessible to applicants and the public, while keeping in mind the sensitive nature of the subject matter.

This can be achieved by:

- *Publicizing memorial approvals and location decisions.*
- *Ensuring any controversies surrounding commemoration are addressed openly, honestly and in a reasonable time.*

Guiding Principle: Quality



Ensure the quality and durability of the work is high to ensure longevity in the public realm.

This can be achieved by:

- Including technical professionals and experts on the review panel.*
- Ensure methods and materials employed in the creation of commemorative works are long lasting, highly durable, require minimal upkeep and are able to be maintained in the long-term.*
- Requiring professional drawings as part of the design application.*
- Develop a maintenance plan as part of the application to ensure the work is cared for after installation.*

Guiding Principle: Feasibility



Ensure the policy is financially and procedurally sustainable allowing for program continuity.

This can be achieved by:

- *Requiring the applicant to cover the costs of designing, delivering, and installing the work (or provide grant opportunities).*
- *Develop a maintenance plan and contribution from the applicant towards an endowment or fund.*

Policy Scan

Municipality

Year

Edmonton

2024 (revised)

Ottawa

2024

San Francisco

2023 (revised)

Vancouver

2022 (in progress)

Toronto

2022 (revised)

Moncton

2021 (revised)

Winnipeg

2020

Hamilton

2019

New York

2018

Kingston

2018 (revised)

Lethbridge

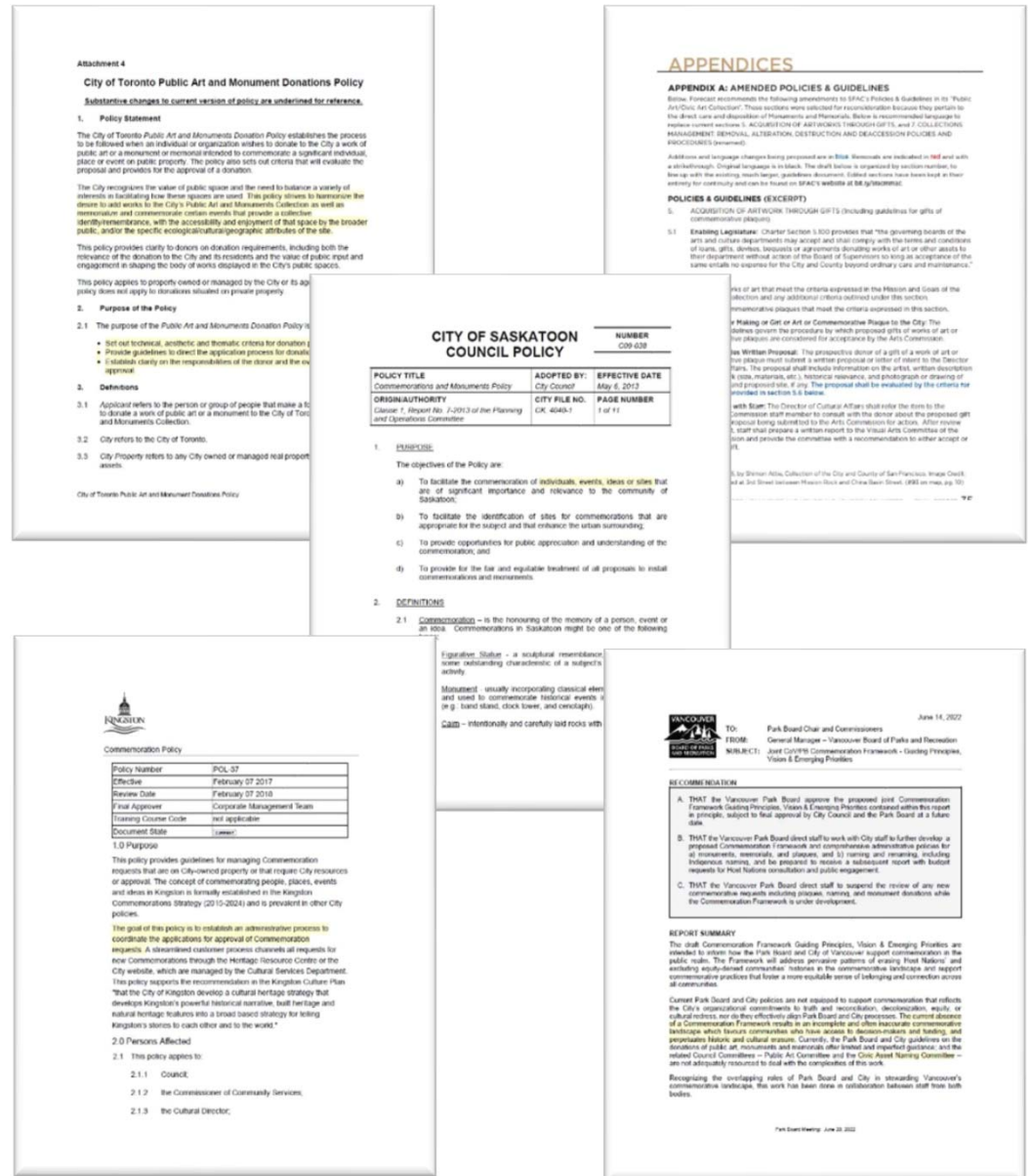
2015

Saskatoon

2013

Windsor

2008



Findings: Policy Areas of Focus

Who Can Propose a Monument?

- Community members, groups or organizations. Municipalities do not typically commission commemorative works.

How Is A Monument Proposed?

- Through a robust process with a set criteria for determining merit, and several rounds of review from City staff, experts, and community members.

Timelines

- Minimum 5 to 30 years since the death of an individual or event (5,10 and 20 years are common)



Strength and Remembrance Pole , Stella Jo Dean Plaza, 2019

Findings: Policy Areas of Focus

Location

- Applicants may propose a site but final location is determined by the municipality.
- A number of factors determine site selection including: community significance, compatibility of uses, and accessibility.
- Community engagement or notification may be required.
- Once location is approved, a site can be held for a designated time, typically up to 3 years.

Community Engagement

- A City may require community engagement to build support for the project.



Punch Clock Plaza, Lonsdale Avenue, 2010

Findings: Policy Areas of Focus

Funding

- Funding is the responsibility of the applicant and is often required before implementation or up to 2 years after approval process.
- In some cases, a municipality may provide funding.

Title Transfer

- After installation, the work is transferred to the City.

Maintenance

- Full or partial maintenance costs are the responsibility of the applicant.
- Maintenance operations are the responsibility of the City.



St. Paul's Residential School Monument, Squamish Nation Eslha7án, 2014.

Findings: Policy Areas of Focus

Deaccession/ Removal

- The City reserves the right to remove, replace, relocate, or dispose of the work for operational or other reasons and bears the cost of the removal.

Diversity, Equity & Inclusion

- A City may support, encourage, and prioritize applications which honour the histories of equity-deserving groups.

Controversial Commemoration

- Many cities have established procedures to review complaints with existing memorials, as well as a process to review renaming and removal requests.



Gassy Jack Deighton statue, Vancouver, 2022

Draft: Eligibility Criteria

- Must be posthumous.
- At least 5 year must have passed since the death of the individual or occurrence of the event.
- Only one commemoration per event or individual.
- Must be of significance to the City of North Vancouver, British Columbia, Canada, or the unceded territories of Squamish and Tsleil-Waututh Nations.
- Must have an enduring or timeless quality that will be meaningful to future generations.
- Must not be offensive, discriminatory, or derogatory.



Harry Jerome Plaque, Ray Sargent Park (temporary location), 2021.

Next Steps

- Proceed with draft policy development.
- Submit a referral to Squamish Nation and Tsleil-Waututh Nations to invite collaboration.
- Review and test a policy draft with professionals in the field and interested/ impacted groups.
- Report back to Council with draft policy Q1 2026.

Flight PS752 Memorial Updates

Complete:

- Jack Loucks Court determined as the location for the memorial (2024)
- Scan for external funding sources for Steering Committee (Q1 2025)

In progress:

- Communications plan and project webpage
- Posting for Advisory (Selection) Panel Call
- Memorandum of Understanding between the City and the Association of the Families of Flight PS752 Victims steering committee






Victim family member and North Vancouver resident, Hooriran Sohran, at Jack Loucks Court. Source: Nick Laba, North Shore News, Dec. 9, 2024.



Thank you.



 Department Manager	 Director	 CAO
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The Corporation of **THE CITY OF NORTH VANCOUVER**
ENGINEERING, PARKS & ENVIRONMENT DEPARTMENT

REPORT

To: Mayor Linda Buchanan and Members of Council

From: Chandra Lesmeister, Section Manager, Environment and Park Planning

Subject: COMMEMORATION POLICY FRAMEWORK AND FLIGHT PS752
MEMORIAL PROJECT UPDATE

Date: August 27, 2025 File No: 12-6120-05-0001/1

The following is a suggested recommendation only. Refer to Council Minutes for adopted resolution.

RECOMMENDATION

PURSUANT to the report of the Section Manager, Environment and Park Planning, dated August 27, 2025, entitled "Commemoration Policy Framework and Flight PS752 Memorial Project Update":

THAT the Commemoration Policy framework be endorsed;

THAT staff proceed with next steps in development of the Commemoration Policy, as outlined in the report;

AND THAT staff report back with a Commemoration Policy for Council's consideration based on the policy framework and outline.

ATTACHMENT

1. City of North Vancouver Commemoration Inventory (CityDocs [2714349](#))

SUMMARY

This report presents, for consideration, a commemoration policy framework that outlines the scope, vision, guiding principles and draft eligibility criteria. This proposed framework sets the pathway forward for staff to proceed with the development of the full commemoration policy. Based on the outcomes of Council consideration of the framework, staff will proceed with the work of developing the detailed policy.

Staff will consult with subject matter specialists and interested and impacted groups in the development of the proposed policy.

BACKGROUND

On January 8, 2020, Ukraine International Airlines Flight PS752 was shot down minutes after taking off from Tehran by an Iranian surface-to-air missile. Fifty-five Canadian citizens and 30 permanent residents were among the 176 people killed in this national tragedy. Seven of the victims were residents of the North Shore. The Federal Government continues to work with international partners to hold Iran accountable and are demanding that a full, credible explanation is provided.

At the July 18, 2022 regular Council meeting, Council unanimously agreed to direct staff to work with agencies, community groups and the community at-large on the creation of a permanent public art memorial dedicated to those who lost their lives in the downing of Flight PS752. Further, on January 8, 2023, the Association of Families of Flight PS752 Victims (The Association) held a rally in North Vancouver and Premier Eby announced a contribution of \$100,000 to build the memorial in honour of the victims.

In April 2023, staff were directed by City Council to use a parallel process to develop a City-wide Commemoration Policy and move forward with the process to deliver the Flight PS752 memorial concurrent to the development of a broader policy. At the regular meeting of October 23, 2023, staff provided an informational update on the Flight PS752 site selection process and commonalities from the jurisdictional policy scan.

At the regular meeting of December 2, 2024, Council endorsed a project delivery process for the Flight PS752 memorial with staff recognizing that the delivery of the memorial will contribute to the development of the policy.

DISCUSSION

The commemoration framework sets out the structure and key components of the forthcoming policy. The City's commemoration framework includes:

- Vision and guiding principles;
- Purpose and scope;
- Definitions, and;
- Eligibility criteria

The methodology to develop the framework included mapping the City's commemorative landscape and related analysis, a jurisdictional policy scan, and a summary of trends in commemoration policy development.

The vision and guiding principles set the policy foundation and inform the process flow, decision-making, and priority setting for commemorative works.

Procedures will define funding responsibilities, design and procurement, and staff responsibilities. The City takes on ownership of commemorative works and therefore site determination and maintenance will be included in the policy to ensure

commemorative works are sustainable and safe, fit within the surrounding context, and are appropriately cared for in the future. The supporting administrative procedures provide detailed and mandatory steps that need be followed to carry out the policy.

Procedures will include:

- A multi-step application process;
- Site determination process;
- Funding responsibilities;
- Title Transfer;
- Deaccession/ Removal; and
- Maintenance.

Definitions

A key component of the policy relates to process and outcomes. Clear definitions and a purpose will assist in establishing mutually agreed upon language to support the intake process.

Commemoration is an intentional act of acknowledging the memory of people, places, events and causes. Commemoration can be tangible or intangible, temporary or permanent, public or private, and can include a monument, memorial, artwork, ceremony, event, recognition, or naming.

Civic memory practices are typically expressed in the following forms:

- **Monument:** a tangible or fixed asset that has intentional and symbolic commemorative significance;
- **Memorial:** a type of monument dedicated in recognition of those who have died; and
- **Plaque:** a commemorative object with a standard length and format.

Collectively, monuments, memorials, and plaques create a narrative in the public realm that expresses community and cultural values. In civic memory practices, the City is the decision maker and has a responsibility to understand whose stories are being told and whose are not.

Methodology

The methodology to develop the framework included mapping the City's commemorative landscape and related analysis, a jurisdictional policy scan, and a summary of trends in commemoration policy development.

Commemorative Works Mapping

Staff have completed mapping and analysis of monuments, memorials and commemorative plaques in public outdoor spaces. Although the inventory was thorough, there is a possibility of undocumented works yet to be uncovered, these will

be included if and when uncovered. Previous to the development of this policy, the City did not have an inventory or map commemorative works.

Staff have identified 36 commemorative works in its inventory: 19 of these are monuments and memorials and 17 are plaques. The Flight PS752 Memorial and the Shipbuilding Monument are currently in progress and are not included in the inventory. Of the 19 monuments and memorials, 11 are also included in the City's Public Art Inventory.

Mapping and analysis allows us to see what or who is commemorated and what is not, identifying gaps in the commemorative landscape. An inventory also allows us to track where memorials are being placed in the City and where they can be planned for in the future. Currently, there is a concentration of commemorative works at Waterfront Park, Victoria Park and Civic Plaza.

Over half of the commemorative works at the City recognize an event, and a third recognize individuals, most of whom are men. There are significantly less memorials which commemorate and celebrate the lives and stories of racialized communities. The inventory also revealed that the delivery for each memorial was varied, from donations, public art office facilitating the process, proposals from the public, or Council initiatives.

Jurisdictional Scan & Trends

Staff conducted fulsome research on emerging practices related to commemoration in the municipal realm. Staff reviewed policies and procedures from 13 municipalities across Canada and the United States and analyzed common themes. Policies were reviewed from the Cities of: Edmonton (2024, revised), Ottawa (2024), San Francisco (2023, revised), Vancouver (2022, in progress), Toronto (2022, revised), Moncton (2021, revised), Winnipeg (2020), Hamilton (2019), New York (2018), Kingston (2018, revised), Lethbridge (2015), Saskatoon (2013), and Windsor (2008).

In this review, staff identified emerging practices and recurring themes including: minimum timeframes for commemoration; criteria for site selection; community engagement requirements; funding and maintenance expectations; title transfer requirements; diversity, equity and inclusion considerations; and resolving controversial commemoration. Refer to *Appendix 1: Jurisdictional Policy Scan and Trends* for more information on each of these themes. By researching and reviewing leading practice this policy scan is intended to help inform the contents of the City's commemoration policy.

Purpose and Scope

The purpose of this policy will be to provide clear objectives, principles and process to guide municipal commemoration. The policy will ensure a consistent application in the administration and operation of commemorative works and will apply to both community and Council-led initiatives.

The policy will focus on commemorative works that are tangible, permanent, and featured in the public realm, including monuments, memorials, and commemorative plaques.

At this time, City staff anticipate that commemoration policy will not apply to certain forms of commemoration that have specific objectives, including:

- Commemorative naming of civic assets
- Bench plaques (covered by the park donation program)
- Civic honours, awards, tributes and proclamations
- Ad hoc or temporary memorials
- Public Art policy and procedures
- Heritage designated buildings
- Lighting City Hall requests
- Commemorative events
- Roadside memorials

Interpretive panels fall outside the scope of this policy, even if the content may be specific to heritage or history, because their primary purpose is to educate and inform, rather than honour and commemorate.

Connection to Existing City Policies

Foundational guiding principles and vision statement for the commemoration policy, outlined in the 'Vision and Guiding Principles' section below, are informed by several key existing City policies including the Community Wellbeing Strategy (2024), Council Strategic Plan (2022-2026), and the City of North Vancouver Official Community Plan (2014).

A Commemoration Policy supports the Community Wellbeing Strategy by supporting its goal to foster belonging and connection in the City and the public realm, celebrate the diversity of the people, communities, and cultures that make up the City of North Vancouver, and create fair and equitable access to resources in the City.

The Commemoration Policy supports Council's priority to be "A Vibrant City" where public spaces and places provide opportunities for connection and celebrate community culture and history. A commemoration policy also supports Council's Strategic Plan priority to be "A City for People" that is welcoming, inclusive, safe, and accessible and supports the health and well-being of residents.

Vision and Guiding Principles (Policy Statement)

In moving towards a commemoration policy, it is useful to first agree on a vision and guiding principles to act as 'touchstones' and guide the next steps in policy and procedure development. These include the intake and eligibility criteria and the core requirements that must be achieved for approval and advancement of a proposal.

The vision and guiding principles will also inform the policy purpose, which is centered on providing clear objectives, principles and process to guide municipal commemoration, and to ensure a consistent application in the administration and operation of commemorative works.

Proposed commemorative policy vision:

To create an equitable, transparent, and accessible process to honour significant people, events, places and causes at the City of North Vancouver, and ensure an inclusive commemorative landscape that celebrates the City's diverse culture and history.

Staff have identified seven principles to guide the development of the commemoration policy:

- ***Historical Integrity,***
- ***Equity,***
- ***Diversity,***
- ***Accessibility,***
- ***Transparency,***
- ***Quality, and***
- ***Feasibility.***

Refer to *Appendix 2: Vision and Guiding Principles* for more information on each of these principles and the goals associated with each.

Policy Development Next Steps

Consultation with subject matter specialists and interested and impacted groups will be undertaken in late 2025 to inform the draft policy. Roles, responsibilities and procedures will be developed in the next phase of work.

The next phases of work will include:

- Review and test the policy framework with professionals in the field and interested/ impacted groups.
- Submit a referral to Squamish Nation and Tsleil-Waututh Nations to invite collaboration.
- Draft policy and administration procedures and report back to Council in Q1 2026.

Flight PS752 Memorial Project Updates

In early 2024, Jack Loucks Court was determined as the location for the memorial and staff are currently working on formalizing a memorandum of understanding with Association of the Families of Flight PS752 Victims steering committee to clarify roles and fundraising responsibilities. Staff have completed a scan for external funding sources for the steering committee and a project webpage is in development. The memorial webpage will be active on the City website in advance of posting the call for the external selection (advisory) panel in Q4 2025.

FINANCIAL IMPLICATIONS

The development of the Commemoration Policy is being undertaken with existing operational resources. City staff will report back to Council in Q4 2025 with further information on any potential financial implications.

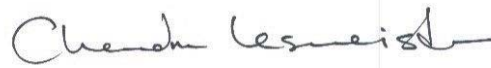
INTER-DEPARTMENTAL IMPLICATIONS

The development of the Commemoration Policy will be led by Engineering, Parks and Environment with the support of a staff working group comprised of staff representatives from Communications and Engagement, People and Culture, and the North Vancouver Recreation Commission public art office.

STRATEGIC PLAN, OCP OR POLICY IMPLICATIONS

The commemoration policy supports Council's priority to be "A Vibrant City" where public spaces and places provide opportunities for connection and celebrate community culture and history. A commemoration policy also supports Council's Strategic Plan priority to be "A City for People" that is welcoming, inclusive, safe, and accessible and supports the health and well-being of residents.

RESPECTFULLY SUBMITTED:



Chandra Lesmeister
Section Manager, Environment & Park Planning

APPENDIX 1: JURISDICTIONAL POLICY SCAN AND TRENDS

Staff conducted research on emerging practices related to commemoration. Staff reviewed policies and procedures from 13 municipalities across Canada and the United States and analyzed common themes. Policies were reviewed from the Cities of: Edmonton (2024, revised), Ottawa (2024), San Francisco (2023, revised), Vancouver (2022, in progress), Toronto (2022, revised), Moncton (2021, revised), Winnipeg (2020), Hamilton (2019), New York (2018), Kingston (2018, revised), Lethbridge (2015), Saskatoon (2013), and Windsor (2008).

In this review, staff identified emerging practices and recurring themes including: minimum timeframes for commemoration; criteria for site selection; community engagement requirements; funding and maintenance expectations; title transfer requirements; diversity, equity and inclusion considerations; and resolving controversial commemoration.

Who Can Propose a Monument?

- In almost all cases, individual community members, groups, or organizations propose commemorative works, and the City approves them.
- A municipality does not typically commission or initiate the process for a commemorative work. Municipalities do initiate alternative processes or reviews of the procedures outlines the acceptance of commemorative works.

Timeframes

- The minimum time required after which an individual dies or an event occurs and commemoration is being sought ranged from 5 to 30 years.
- 5, 10, and 20 years are common, with 5 years being the most common minimum requirement.
- Living individuals are not considered for commemorative works.
- Exceptions are made for significant or extraordinary events and individuals.

Location

- In most cases, applicants propose a site or sites that relate to the subject of commemoration for City approval.
- Several factors go into determining site location including: availability, accessibility, visibility, compatibility with surrounding existing or future uses and policies, historical relevance, size and scale, programming, safety, environmental assessment, and proximity to other monuments and memorials.
- Public engagement may be required to determine site location.
- Once a location is approved, site is held for a designated amount of time, typically 2 years.

Community Engagement

- There are several cases where a municipality requires public consultation as part of the application process. This is dependent on the proposed location, size, and subject matter of commemoration.
- Public engagement confirms community support for a monument; guarantees a comprehensive, accurate and diverse narrative; and ensures the process is inclusive and respectful of diverse communities, particularly those impacted by the subject of commemoration. Public engagement may also prevent controversy later on.
- A process for engagement with First Nations may also be arranged.

Funding

- In all cases, funding for the development, design and installation of the commemorative work is the responsibility of the applicant.
- In some cases, City grants or funding may be available. For instance, the City of Windsor considers funding commemorative projects that have significant impact to the community.
- It is important to note that when commemorative works are privately funded, those communities, groups, or individuals who do not have access to financial supports may be excluded from commemorating parts of their heritage. This can create a gap in the commemorative landscape of a city.
- Proof of funding is required as part of the proposal and approval process, with some municipalities allowing applicants up to two years to secure funds.

Maintenance

- In most cases, applicants are required to cover the maintenance costs, or contribute a percentage (10%) of the total cost of construction to a maintenance reserve or fund, to preserve the work over the long-term.
- Maintenance operations are the responsibility of the City.

Title Transfer

- After installation, the ownership and title rights of a commemorative work are transferred to the municipality by the donor.
- Some municipalities allow a plaque acknowledging the donor to be installed next to the monument. The donor does not however retain any ownership of the monument or the land and space on which it is located.
- Monuments which do not fully transfer ownership to a City are not accepted.

Removal or Deaccession of the Work

- After title transfer, the municipality reserves the right to remove, replace, relocate or dispose of the work temporarily or permanently, for operational or other reasons, including controversy. The City bears all costs associated with the removal, relocation or disposal of the work.

- Where possible, the applicant or artist will be made aware of the removal and may have the opportunity to provide input or receive the work.
- The applicant may also request relocation and removal through a process with the City, and would then bear all costs associated with the removal, relocation or disposal of the work.

Diversity, Equity & Inclusion (DEI)

- The proposed commemoration must not be offensive, discriminatory, or derogatory of race, colour, ethnic origin, gender identity or expression, sex, sexual orientation, creed, religion, political affiliation, disability or other constitutional protections.
- Many municipalities support, encourage, and prioritize applications that commemorate and honour the histories of racialized communities, women, people with disabilities, and other under-represented and equity-deserving groups.
- Community engagement and First Nation consultation are ways in which DEI can be advanced and considered during the commemorative process.

Controversial Commemoration

- Commemoration is the production of a historical narratives of a community and culture. Memorials uphold the values, stories, and individuals we want to remember, and these values can change.
- Commemoration is subjective, sensitive and often emotionally-charged.
- As a result of recent reconciliation and anti-racism movements across the globe, many cities have witnessed public condemnation surrounding existing commemorative practices that celebrate colonization, slavery, and white supremacy.
- In response to these concerns, many cities have revised their commemorative policies, created new ones, and/ or established transparent procedures to review complaints and concerns with existing memorials, including processes to review renaming and removal requests from the public.

APPENDIX 2: VISION AND GUIDING PRINCIPLES

In moving towards a commemoration policy, it is useful to first agree on a vision and guiding principles. The vision and guiding principles will inform the policy purpose, which is centered on providing clear objectives, principles and process to guide municipal commemoration, and to ensure a consistent application in the administration and operation of commemorative works.

The vision for the commemorative policy is to create an equitable, transparent, accessible, and efficient process to honour significant people, events, places and causes at the City of North Vancouver, and ensure an inclusive commemorative landscape that celebrates the City's rich and diverse culture and history.

Staff have identified seven principles to guide the policy and procedures for the Commemorative Policy. They are: Historical Integrity, Equity, Diversity, Accessibility, Transparency, Quality, and Feasibility.

- 1. Historical Integrity** – Ensure that monuments and memorials are telling stories that are accurate, are based on historical research, and consider or address varying and valid historical perspectives.

This can be achieved by:

- Instituting a waiting period after an event or death before memorialization can be considered.
- Including a historian or memorial expert on the review panel.
- Requiring applicants to provide historical or archival records as part of their proposal.
- Reserving the right to consult with a third party expert on any proposal.

- 2. Equity** – Develop and review the policy with an equity-lens, considering the unique needs and concerns of equity-deserving groups. Ensure the review procedure is fair and equitable.

This can be achieved by:

- Acknowledging and adopting an expanded view of commemoration.
- Prioritizing and supporting commemoration requests and proposals from racialized communities.
- Consulting with Local First Nations during the selection process.

- 3. Diversity** – Ensure the City is remembering events, stories, and people that are reflective of the diverse community that makes up the City of North Vancouver. Ensure commemoration representations is diverse, and spread throughout the City.

This can be achieved by:

- Supporting commemoration requests and proposals from racialized communities.

- Allowing and encouraging unique commemorative applications and designs.
- Forming a diverse review panel.
- Placing memorial works across all public spaces in the City.
- Maintaining a commemorative inventory to identify trends and gaps.

4. Accessibility – Ensure the application process is easy to use. Ensure barriers to accessing the program are reduced or eliminated.

This can be achieved by:

- Developing and delivering an efficient application process that is comprehensive but streamlined to address the community's commemorative queries and needs.
- Providing grant opportunities to reduce and eliminate financial barriers for affected applicants.

5. Transparency – Ensure procedures and decisions around commemoration are clear and accessible to applicants and the public, while keeping in mind the sensitive nature of the subject matter.

This can be achieved by:

- Publicizing memorial approvals and location decisions.
- Ensuring any controversies surrounding commemoration are addressed openly, honestly and in a reasonable time.

6. Quality – Ensure the quality and durability of the work is high to ensure longevity in the public realm.

This can be achieved by:

- Including technical professionals and experts on the review panel.
- Ensure methods and materials employed in the creation of commemorative works are long lasting, highly durable, require minimal upkeep and are able to be maintained in the long-term.
- Requiring professional drawings as part of the design application.
- Requiring a maintenance plan as part of the application to ensure the work is cared for after installation.

7. Feasibility – Ensure the policy is financially and procedurally sustainable allowing for program continuity.

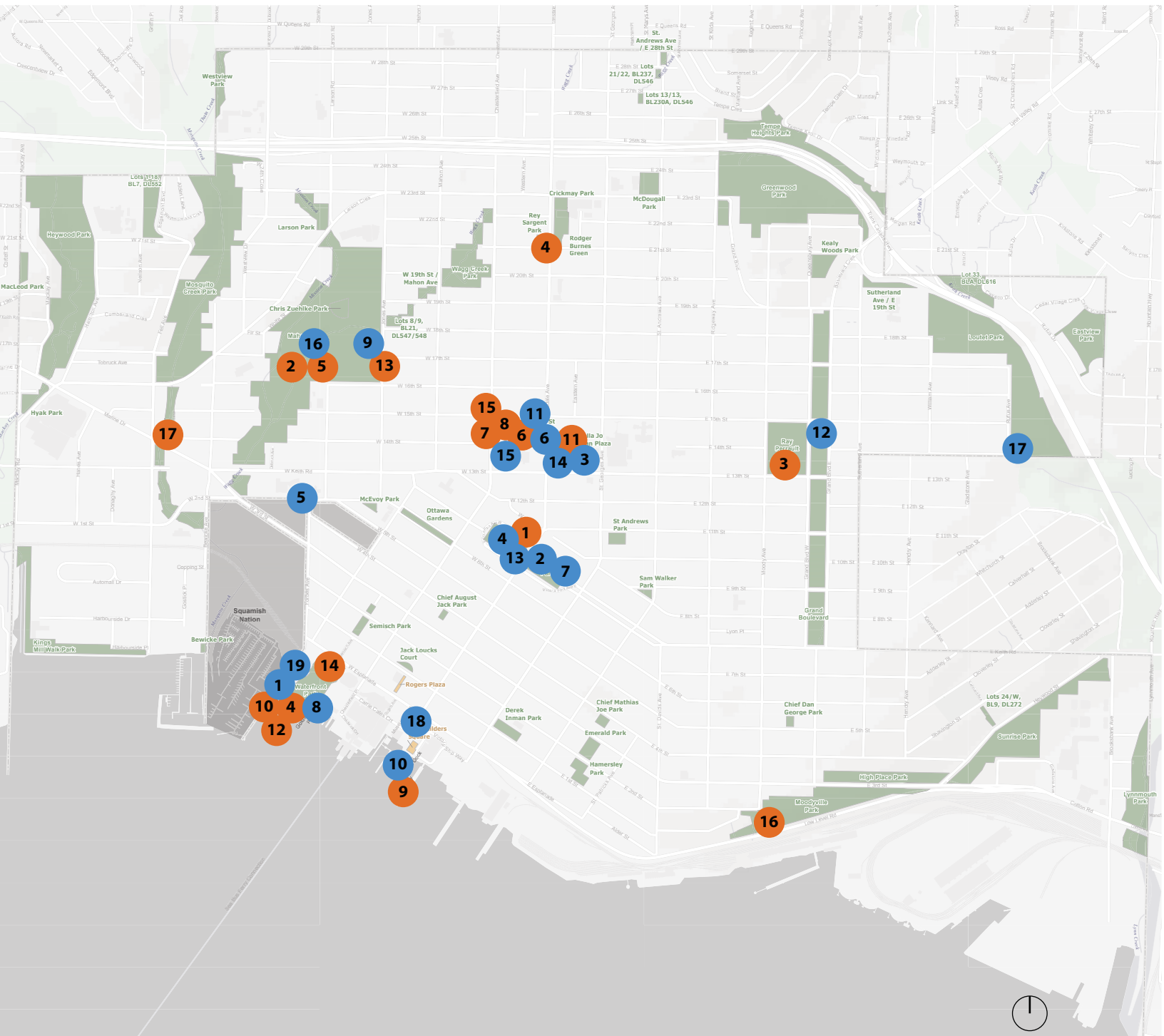
This can be achieved by:

- Requiring the applicant to cover the costs of designing, delivering, and installing the work.
- Requiring a maintenance plan and contribution from the applicant.

CITY OF NORTH VANCOUVER COMMEMORATION INVENTORY

MONUMENTS, MEMORIALS & PLAQUES

SEPTEMBER 2025



LEGEND

- Monuments & Memorials
- Plaques

MONUMENTS & MEMORIALS

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

1 SAILOR'S MEMORIAL



In memory of the Men and Women of the Royal Canadian Navy, The Royal Canadian Navy Volunteer Reserves, The Royal Canadian Navy Reserves, Women's Royal Naval Service, the Merchant Navy, and all those who lost their lives at sea in war and peace.

Vancouver Naval Veteran's Association, Thomas Osborne, 1986
Waterfront Park

2 CENOTAPH



In memory of the citizens of the City and the District of North Vancouver who gave their lives during the First World War, Boer War, the Second World War, the Korean War and various peacekeeping missions around the world.

Blackadder and MacKay Architects, 1923
Victoria Park - East

3 STRENGTH & REMEMBRANCE POLE *



This carved red cedar pole stands in remembrance of the missing & murdered Indigenous women and girls across Canada, the 14 women murdered in the Montreal Massacre and all women who suffer in silence due to violence.

Jody Broomfield, 2019
Stella Jo Dean Plaza

*This work is also listed in the City of North Vancouver Public Art Inventory.

4 ENDURING LOVE *



This sculpture and its surrounding path represent the creative outcome of a collaborative community art process inviting bereaved parents to express the love felt for children they have lost. The white marble sculpture is surrounded by 57 flagstones each inscribed with a word or image contributed by a project participant.

Daniel Cline & Compassionate Friends, 2010
Victoria Park - West

*This work is also listed in the City of North Vancouver Public Art Inventory.

MONUMENTS & MEMORIALS

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

5 ST. PAUL'S RESIDENTIAL SCHOOL MEMORIAL



A monument honouring the former students of St. Paul's Indian Residential School in North Vancouver.

Jason Nahanee (monument) & Shain Jackson (plaque), 2014
Intersection of Forbes & Sixth Street, in Squamish Nation Eslhá7an - Mission Reserve.

6 CONTINUUM *



This sculpture commemorates the Centennial anniversary of the City of North Vancouver's inauguration.

Katherine Kerr, 2007
Civic Plaza

*This work is also listed in the City of North Vancouver Public Art Inventory.

7 COLD WAR AIR RAID SIREN



A civil defence siren erected at the height of the Cold War in 1960 as part of a national system to warn residents of a potential nuclear attack. It is a solemn reminder of the tension that once existed between the west and the former Soviet Union.

Installed 1960, refurbished 2010
Victoria Park - East

8 HARUBANG CANADA KOREAN MONUMENT *



This gift from Korea is similar to sculptures commonly found on Jeju Island to serve the dual function of guardian and boundary marker. This figure was presented as a gift to the community to promote understanding and friendship between the Port of Vancouver and the Port of Incheon, Korea.

1995
Waterfront Park

*This work is also listed in the City of North Vancouver Public Art Inventory.

MONUMENTS & MEMORIALS

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

9 TIME LINE *



The sculpture was placed in honour of British Columbia's entry into confederation in 1871.

1971
1749 Jones Avenue

*This work is also listed in the City of North Vancouver Public Art Inventory.

10 JOE BUSTEMANTE TRUMPET *



This sculpture pays tribute to a local historical figure, Joe Bustemante, a one armed Chilean mariner who was hired by the local ferry company in the early 1900s to blow his trumpet to direct the ship captains to the North Vancouver wharf at night or when it was foggy.

Ryszard Wojciechowski, 1992
25 Wallace Mews

*This work is also listed in the City of North Vancouver Public Art Inventory.

11 LEGION MEMORIAL CAIRN



A war memorial dedicated to the men who gave their lives at sea and in thankfulness for those who came home. 1914-1918, 1939-1945.

Royal Canadian Legion Branch #118 Naval Memorial, Date Unknown.
123 West 15th

12 AT HOME *



This sculpture is a response to the effects of COVID-19 on our local community. The work's metal forms mimic individual houses, each socially distanced six feet apart. Text and images on the outside-facing panels of each home reflect shared pandemic experiences and the nature around us. The inside-facing panels feature a sample of drawings, paintings, and photographs from City of North Vancouver community members as part of the COVID-19 COMMUNITY CONNECTIONS MOSAIC project coordinated by artists Sandrine Pelissier & Sophie Babeau.

Blake Williams, 2022
Grand Boulevard Park - 15th Street

*This work is also listed in the City of North Vancouver Public Art Inventory.

MONUMENTS & MEMORIALS

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

13 THE LONG ASCENT *



This sculpture includes a historic water trough from 1915 and pays homage to early modes of transport on the North Shore. Horses ascending from the waterfront on the left side hauled supplies up the steep incline to developing commercial and residential sites.

Veronica de Nogales Leprevost & Edwin Timothy Dam, 2007
Victoria Park - West

*This work is also listed in the City of North Vancouver Public Art Inventory.

14 THE LADY (CAMEL) *



The Lady is a monument to a time when camels once ran feral in British Columbia. In addition to the life-sized camel, there is also an enlarged bronze replica of the actual advertisement that ran in the March 1, 1862 edition of the local British Colonist newspaper, announcing the sale of twenty-five camels at low prices, to use as pack animals on the Gold Rush routes. The Lady pays homage to the last known surviving captive camel in British Columbia, who died in 1896.

Myfanwy MacLeod, 2017
1380 Lonsdale Avenue

*This work is also listed in the City of North Vancouver Public Art Inventory.

15 MY PEOPLE WILL RISE UP (LIKE A THUNDERBIRD FROM THE SEA) *



This carved glass mural is inspired by Chief Dan George's words spoken on the 100 year Centennial of Canada in 1967. The words are brought to life using imagery inspired by the petroglyph. Petroglyphs served to record significant events and identify places of spiritual and material importance.

Marianne Nicolson, 2009
Civic Plaza

*This work is also listed in the City of North Vancouver Public Art Inventory.

16 RACHEL DAVIS MEMORIAL



On January 4, 2004 in downtown Vancouver, 23-year-old Rachel Davis was fatally shot while defending a stranger who was being attacked. Rachel was widely known in the skateboarding community in the Lower Mainland. This granite memorial bench, initiated by the City of North Vancouver Council, is installed in her honour by one of the City's skateparks.

2014
Mahon Skatepark (temporary location)

MONUMENTS & MEMORIALS

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

17 GERRY'S GARDEN



A memorial garden planted and cultivated by Gerry MacPherson, in loving memory of his late son, Jeff MacPherson.

Gerry MacPherson, 2007
Loutet Park

18 PUNCH CLOCK PLAZA *



A historic photo mural and giant drawer filled with employee cards stand in monument to the history of the Burrard Shipyards.

Bill Pechet and Stephanie Robb, 2010
10 Lonsdale Avenue

*This work is also listed in the City of North Vancouver Public Art Inventory.

19 TRANSCANADA PAVILION



This North Vancouver Trans Canada Trail pavilion. Its unique design celebrates the friendship between the Trans Canada Trail and Indigenous communities. Two Totem Poles form the front pillars, providing a unique structural feature. The Grandmother and Grandfather Greeting Figures raise their arms to welcome people of all nations to the Trans Canada Trail - The Great Trail of Canada. The Greeting Figures hold a carving of the world with the magnificent Trail across it.

Darren Yelton & Trans Canada Trail, 2003
Waterfront Park

PLAQUES

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

1 WORKERS' MEMORIAL PLAQUE



In memory of all those workers killed, injured or disabled on the job in the City of North Vancouver.

2001
Victoria Park - West

2 MAHON PARK SWIMMING POOL PLAQUE



Mahon Park Swimming Pool plaque recognizes the cooperation of North Vancouver citizens and the Kinsmen Club during construction of the pool. The pool was officially opened by Premier Byron Johnson in June 1949, but has since been decommissioned and converted to sport courts.

1949
Mahon Park

3 RAY PERRAULT PARK PLAQUE



In memory of renowned politician, The Honourable Raymond J. Perrault P. C. Ray Perrault was the leader of the BC Liberal Party from 1959 to 1968, MLA for North Vancouver-Capilano from 1960 to 1968., Member of Parliament from 1968 to 1972, and Senator from 1973 to 2001. In 2002, the City of North Vancouver bestowed upon him the Freedom of the City award.

2012
Ray Perrault Park

4 HARRY JEROME PLAQUE



Harry Jerome was a North Vancouver resident and a track and field Olympian who won seven world records and an Olympic medal during his athletic career. In 2019, the Historic Sites and Monuments Board of Canada and Parks Canada initiated the creation and installation of a plaque in his honour at the City of North Vancouver.

2021 (temporary installation)
Ray Sargent Park (temporary installation), Harry Jerome Community Recreation Centre (in future)

PLAQUES

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

5 ARMORY PLAQUE



Dedicated to the soldiers of 6 Field Company Canadian Engineers, 6 Field Company Royal Canadian Engineers, 6 Field Squadron Canadian Military Engineerings, Field Engineer Squadron Canadian Military Engineers, Engineer Squadron Canadian Military Engineers, who served their community and their nation between the years 1911 and 2011.

2011
Mahon Park

6 BC SPIRIT SQUARE CIVIC PLAZA PLAQUE



Dedicated in celebration of the 150th anniversary of the founding of the Crown Colony of British Columbia.

The BC Spirit Square Program is a provincial program intended to help create or improve outdoor public meeting spaces with local governments.

2011
Civic Plaza

7 CITY LIBRARY + CIVIC PLAZA (2008) PLAQUE



The City Library building and adjoining plaza were established in support of accessibility, sustainability, and life-long learning for all.

2008
Civic Plaza

8 CIVIC PLAZA (1999) PLAQUE



The new 14th Street Civic Plaza was officially opening on July 23, 1999 by His Worship Mayor Jack Loucks and Councillors.

1999
Civic Plaza

PLAQUES

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

9 BURRARD DRY DOCK COMPANY PLAQUE



Designating shipbuilding at the Burrard Dry Dock Company as a National Historic Event. Issued by Historic Sites and Monuments Board of Canada.

2006
Burrard Dry Dock Pier

10 GREAT TRAIL PLAQUE



In 2017, the Trans Canada Trail, Canada's national trail, is connected coast to coast in celebration of Canada's 150th anniversary of Confederation, and the 25 year anniversary of the Trans Canada Trail.

2018
Waterfront Park

11 STELLA JO DEAN PLAZA PLAQUE



Dedicated to Stella Jo Dean for her 27 years of service as member of Council at the City of North Vancouver.

2001
147 East 14th Street

12 INTERNATIONAL MARITIME BICENTENNIAL PLAQUE



International Maritime Bicentennial 1792 - 1992. In recognition of the people of the Squamish Nation and the English and Spanish explorers whom they welcomed to these waters in June 1792.

1992
Waterfront Park

PLAQUES

CITY OF NORTH VANCOUVER, SEPTEMBER 2025

13 FEN BURDETT STADIUM PLAQUE



Dedicated to the life of Fen Burdett who dedicated his life to coaching youth soccer and baseball in the City of North Vancouver. The stadium was named in his honour in 1994. In 2017 the field, track and stadium were restored with support from community sports groups and the Federal government's celebration of Canada's 150th birthday.

2017
Mahon Park

14 SPIRIT CORNER MURAL PANEL PLAQUE



In 2009 North Shore artist Jane Clark, a multi-disciplinary artist, was commissioned to design a mural for a cinderblock wall of a commercial building that originally stood at the corner of Forbes and Espanade Avenues. The mural 'Spirit Corner' beautified the area in advance of the 2010 Winter Olympics and was intended as a celebration of the creation of the North Shore Spirit Trail.

2018
Waterfront Park

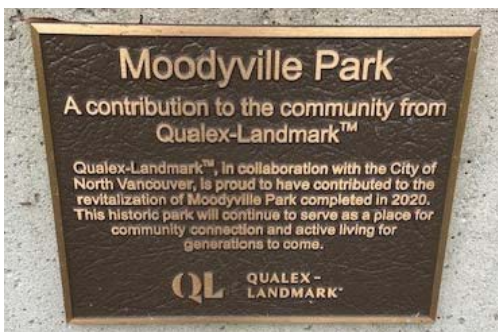
15 LIBRARY SOLAR WATER INSTALLATION PROJECT PLAQUE



A plaque commemorating the completion of the Library Solar Water Installation project in 2008, a sustainable infrastructure project which provides solar heating energy to the City of North Vancouver community. Funding for this project was provided by the Canada-British Columbia Infrastructure Program.

2008
Civic Plaza

16 MOODYVILLE PARK PLAQUE



To the revitalization of Moodyville Park completed in 2020. This historic park will continue to serve as a place for community connection and active living for generations to come.

2020
Moodyville Park

17

MOSQUITO CREEK BRIDGE PLAQUE



A tribute to the ingenuity of Canadian Bridge Engineers. The original bridge on this site which opened in 1953 was the first bridge in Canada to use prestressed concrete.

2015
Mosquito Creek Park

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MINUTES OF THE REGULAR MEETING OF COUNCIL HELD IN THE COUNCIL CHAMBER AND ELECTRONICALLY (HYBRID) FROM CITY HALL, 141 WEST 14TH STREET, NORTH VANCOUVER, BC, ON MONDAY, JULY 14, 2025

REPORT

11. Inclusionary Housing Framework – File: 10-5040-20-0017/1

Report: Manager, Planning (Urban Regeneration and Analytics), July 14, 2025

Moved by Councillor Valente, seconded by Councillor McIlroy

PURSUANT to the report of the Manager, Planning (Urban Regeneration and Analytics), dated July 14, 2025, entitled “Inclusionary Housing Framework”:

THAT “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127” (Inclusionary Zoning Requirements for Residential Development) be considered for readings with no Public Hearing held, in accordance with Provincial guidance;

THAT notification be published in accordance with the *Local Government Act*;

THAT the Inclusionary Housing Policy (2025) and Affordable and Special Needs Housing Funding Allocation – Terms of Reference be endorsed;

AND THAT staff be directed to review the City’s Affordable Housing Reserve Fund and prepare any changes necessary to ensure alignment with new Provincial legislation.

CARRIED UNANIMOUSLY

R2025-07-14/11

BYLAW – FIRST READING

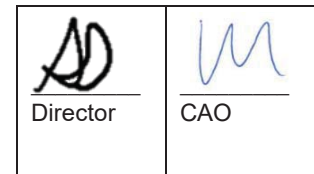
12. “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127” (Inclusionary Zoning Requirements for Residential Development)

Moved by Councillor Bell, seconded by Councillor McIlroy

THAT “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127” (Inclusionary Zoning Requirements for Residential Development) be given first reading.

CARRIED UNANIMOUSLY

R2025-07-14/12



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

REPORT

To: Mayor Linda Buchanan and Members of Council

From: Mike Friesen, Manager, Planning (Urban Regeneration and Analytics)

Subject: INCLUSIONARY HOUSING FRAMEWORK

Date: July 14, 2025 File No: 10-5040-20-0017/1

The following is a suggested recommendation only. Refer to Council Minutes for adopted resolution.

RECOMMENDATION

PURSUANT to the report of the Manager, Planning (Urban Regeneration and Analytics), dated July 14, 2025, entitled “Inclusionary Housing Framework”:

THAT “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127” (Inclusionary Zoning Requirements for Residential Development) be considered for readings with no Public Hearing held, in accordance with Provincial guidance;

THAT notification be published in accordance with the *Local Government Act*;

THAT the Inclusionary Housing Policy (2025) and Affordable and Special Needs Housing Funding Allocation – Terms of Reference be endorsed;

AND THAT staff be directed to review the City’s Affordable Housing Reserve Fund and prepare any changes necessary to ensure alignment with new Provincial legislation.

ATTACHMENTS

1. Inclusionary Housing Policy (CityDocs [2687811](#))
2. Affordable and Special Needs Housing Funding Allocation – Terms of Reference (CityDocs [2678828](#))
3. Executive Summary – Mulholland Parker Land Economics Draft Economic Analysis (CityDocs [2693264](#))
4. “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127” (Inclusionary Zoning Requirements for Residential Development) (CityDocs [2685918](#))

SUMMARY

To provide, for Council consideration, an inclusionary housing framework that ensures that the City's housing policy can continue to be realized in light of recent legislative changes enacted by the Province.

BACKGROUND

Starting in 2023, in a stated effort to accelerate the delivery of housing, the Provincial government has introduced multiple pieces of legislation aimed at curtailing municipalities' ability to rely on discretionary approvals processes (i.e. the rezoning process). This purpose of this is to secure public benefits such as utility infrastructure, contributions towards civic projects, and affordable housing. These acts include *Bill 44 – 2023 Housing Statutes (Residential Development) Amendment Act*, *Bill 46 – 2023 Housing Statutes (Development Financing) Amendment Act*, *Bill 47 – 2023 Housing Statutes (Transit Orientated Areas) Amendment Act*, and *Bill 16 – 2024 Housing Statutes Amendment Act*. In general, these legislative changes require local governments to increase permitted densities for residential units through pre-zoning, whilst also granting new financial and policy tools to fund the infrastructure and amenities needed to support enabled growth.

Considering the complicated infill nature of development in the City of North Vancouver (CNV), the rezoning process has been the most appropriate tool to secure key elements (utility upgrades, provision of public space, social infrastructure such as childcare facilities, affordable housing, and monetary community benefit contributions). In order to safeguard the public interest, staff have been working to update development financing regulations and policy to ensure private development continues to support positive outcomes. The City's Development financing model includes development cost charges, and the potential for amenity contributions and inclusionary housing (i.e. community benefit contributions and density bonusing). This report addresses inclusionary housing; other development financing tools will be addressed separately.

CNV has long worked to support the delivery of affordable housing. In response to Provincial measures, staff have prepared new regulations and policy to ensure the continued inclusion of affordable housing in areas that are pre-zoned to accommodate the City's housing need, or in Transit Oriented Areas where the City's ability to secure benefits is severely curtailed. Staff's approach to preparing the new inclusionary zoning framework is to ensure regulations adhere closely to existing CNV policy while accommodating the restrictions of legislation and to support minor improved outcomes.

DISCUSSION

To adapt to the new legislative framework for the delivery of affordable housing, staff are recommending an Inclusionary Zoning tool, supported by refinements to existing Mid-Market Rental (MMR) policy and a terms of reference and potential amendments to the City's Affordable Housing Reserve Fund.

Inclusionary Zoning

Inclusionary Zoning is a new development financing tool – permitted by Bill 16, 2024, Housing Statutes Amendment Act – that allows local governments to require a portion of a residential development be provided as affordable housing.

Staff are proposing to adapt the City’s Density Bonus and Community Benefit Contribution policy into the City’s Zoning Bylaw as per provincial legislation. These regulations, created with provincial guidance as well as consultation with the development industry, will ensure that CNV is able to secure a level of affordability in projects that do not require a rezoning process or in which conditional density may not be applied (i.e. projects that occur within the City’s designated transit oriented area). The regulations are proposed to affect only apartment forms of development, meaning townhouse and other small-scale housing typologies (i.e. 4-6 unit homes, row house, townhouse, etc.) would be exempt.

The proposed Inclusionary Zoning regulations (Attachment 1 – Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127” [Inclusionary Zoning]) closely resemble CNV’s existing policy framework, which secures affordable units – or cash contribution in lieu of affordable units – in exchange for conditional density. This course of action has been proposed for the following reasons:

1. It is consistent with CNV’s existing housing policy; and
2. It responds to constraints placed on CNV by the Provincial timeframe for adoption.

The proposed regulations are integrated with CNV’s Zoning Bylaw, and will not affect projects that have previously achieved a rezoning. Instream applications are also exempted from the new regulations and the City may continue to use its existing Density Bonus and Community Benefit Contribution policy in transit oriented areas until June 30, 2026. Additionally, as the regulations are integrated into the Zoning Bylaw, they can be applied or altered at Council’s discretion if a project seeks to amend its development potential through a traditional rezoning process.

The following sections will present the proposed regulations compared to existing policy.

Rental Inclusionary Zoning

The following table shows the consistency between CNV’s existing MMR policy and the proposed regulations for a rental project.

Inclusionary Zoning - Rental		
Bylaw Component	Existing Policy	Proposed Regulations
Affected Area	City-Wide	City-Wide
Typology	Apartment	Apartment
Amount of Affordable Housing	10% of Units	10% of Units
Tenure	Rental	Rental
Duration	Perpetuity	Perpetuity
Ownership of Units	Retained by Building Owner	Retained by Building Owner
Bedroom Mix	Consistent with Building Mix, Minimum 10% 3-Bedroom	Consistent with Building Mix, Minimum 10% 3-Bedroom
Affordability	10% Below CMHC Average Rents	10% Below CMHC Average Rents, 30% Below for 3-Bedroom Units
Alternative Compliance	None Available	Cash-in-Lieu Option for Projects Delivering 4 or Fewer MMR Units, direct to the City's AHRF

The proposed change of affordability for 3-bedroom units is to address the rental costs of those MMR units that are unattainable for families earning close to the median household income for the City. For the purposes of reducing administrative burden, a rental project that is delivering four or fewer MMR units would be able to achieve compliance through alternative means (cash-in-lieu); this option is not available for standard projects that deliver five or more MMR units. The alternative compliance option (cash-in-lieu) would amount to \$26,000 per unit developed. For example, a project of 40 units – requiring the provision of 4 MMR units – a contribution of \$1,040,000 to CNV's AHRF would be required to meet the alternative compliance option.

Strata Inclusionary Zoning

Due to the nature of CNV's Density Bonus and Community Benefit Contribution Policy, the consistency between the existing policy and the proposed regulations differs to a greater degree for strata development. The table below illustrates a strata development.

Inclusionary Zoning - Strata		
Bylaw Component	Existing Policy	Proposed Regulations
Affected Area	City-Wide	City-Wide
Typology	Apartment and Townhouse	Apartment
Amount of Affordable Housing	30% of Category B Bonus Density Floor Area	2% of Units
Tenure	Rental	Rental
Duration	Perpetuity	Perpetuity
Ownership of Units	Owned/Operated by NFP or Government Agency	Owned/Operated by NFP or Government Agency
Bedroom Mix	Undefined	Consistent with Building Mix, Minimum 15% 3-Bedroom
Affordability	Deeper discount than MMR	Deeper discount than MMR
Alternative Compliance	20% of Community Benefit Cash Contribution directed to City's AHRF	Cash-in-Lieu option for all projects direct to the City's AHRF

Due to the lack of precise alignment between the Province's new inclusionary zoning tool and CNV's existing policy, staff and the consulting team analyzed recent development in the City in order to understand the outcomes associated with the proposed regulations compared to outcomes associated with our existing policy. The vast majority of strata projects deliver their affordable housing contribution via 20% of their Community Benefit Cash Contribution being directed to CNV's existing AHRF; review of City records has not identified any projects that have provided a contribution of 30% of their bonus floor area for affordable housing.

Provincial guidance concerning alternative compliance dictates that a cash-in-lieu option must be tied directly to the cost of a project to deliver the inclusionary units. Financial analysis determined an average cost to deliver inclusionary units for both rental and strata developments. On average, an inclusionary rental (MMR) unit costs \$260,000 to deliver while an inclusionary strata unit costs on average \$645,000 to deliver. The difference between these two costs is because of the ownership: a rental unit is retained by the property owner and continues to generate income that can pay down debt or generate a profit; whereas a strata unit must be transferred to a not-for-profit or government agency for management at a nominal rate and does not generate income.

The table below presents several generalized development scenarios – one for a six-storey apartment building and one for a tower – that illustrate the affordable housing funding outcomes associated with CNV's existing policy and proposed regulations. The City's existing policy applies only to bonus floor area; in the Lonsdale City Centre, bonus floor area has an associated contribution rate of \$190/square foot. To determine the contribution to the City, one multiplies the bonus floor area (17,500 ft² for an example six-storey apartment and 43,500 ft² for an example tower) by the contribution rate. 20% of the contribution is directed to the AHRF. Inclusionary zoning is applied to the whole development, not only any potential bonus density. To determine the cash-in-lieu contribution rate for inclusionary units, one multiplies the total number of units by the per unit cost of \$12,900; in the first example in the table below this means 60 units multiplied by \$12,900 is equal to \$774,000.

Affordable Housing Funding Outcomes					
Project Details				Existing Policy	Proposed Regulations
Typology	OCP Designation	Bonus Floor Area (ft ²)	Units	20% of 190/ft ² of Bonus Floor Area	\$12,900/Unit
6 Storey Apartment	R5	17,500	60	\$ 665,000	\$ 774,000
Tower (18 Storeys)	MU4B	43,500	150	\$ 1,653,000	\$ 1,935,000

*\$12,900/unit is derived from the cost to produce required turn-key units, which each cost \$645,000, shared equally over the units of the building.

In both of the above cases, the proposed regulations are within 20% of the original policy outcome. It should be noted again that, as the regulations are integrated into the Zoning Bylaw, they can be applied or altered at Council's discretion if a project seeks to amend its development potential through a traditional rezoning process.

Mid-Market Rental Policy Update

Should Council proceed with adoption of a new inclusionary zoning tool, staff are proposing updates to the City's MMR policy (Attachment 2 – Inclusionary Housing Policy) to ensure regulatory alignment. Staff recommend to rename the policy to "Inclusionary Housing Policy" to reflect the inclusion of both rental (MMR) and stratified units. In addition to the new name and the proposed regulatory updates, staff are proposing three minor amendments to the policy to improve outcomes. The proposed amendments are:

- To require 3rd party tenanting and annual review of MMR units
 - This update will support oversight of the MMR program and ensure proposed tenants meet eligibility criteria.
- To adjust tenant eligibility to permit slightly greater flexibility in accessing units
 - This update recognizes the increasing rent costs in the City and will work to ensure that low-to-moderate income households continue to remain eligible for MMR units in the City.
- To set minimum unit size requirements for MMR units
 - This update will clearly articulate expectations for projects undergoing development and ensure that the MMR units achieve a minimum standard of livability.

Affordable and Special Needs Housing Reserve Fund

Legal review indicates that, in order to remain consistent with new Provincial legislation, the City needs to place funds that it receives as "cash-in-lieu" of inclusionary units in an affordable and special needs housing reserve fund and clearly track those funds to ensure that the funds are used for the purposes permitted by legislation. The City already has an established Affordable Housing Reserve Fund and should Council move forward with consideration of the new inclusionary housing framework, staff will ensure the City's reserve funds are consistent with Provincial requirements prior to adoption of the zoning bylaw amendment in September.

In addition to ensuring the City's reserve funds are consistent with Provincial inclusionary housing framework requirements, staff have prepared a terms of reference (Attachment 3 – Affordable and Special Needs Housing Funding Allocation – Terms of Reference) to support and provide guidance concerning the management and allocation of any funds generated through inclusionary policy and regulations. The terms of reference will support staff in managing the cash-in-lieu funds, provide clarity concerning the intent of the program, and communicate to external partners how funds may be used.

Financial Feasibility

As per the *Local Government Act*, local governments must consider whether proposed development financing charges will deter development or discourage the delivery of reasonably priced housing or serviced land. CNV has engaged a land economist (Mulholland Parker Land Economists) to analyze if the impacts of the newly calculated inclusionary zoning requirements will deter development. Financial analysis took a

conservative approach while modelling impacts; testing included charges and requirements – for DCCs, inclusionary zoning, and ACCs – beyond what is proposed in order to provide greater certainty concerning the viability of the recommended rates.

Financial analysis was performed by Mulholland Parker on 196 hypothetical development scenarios on 14 sites throughout CNV, identified through discussion with CNV staff. In all scenarios related to residential development, analysis indicated that proposed changes to CNV's development financing charges do not deter development (Attachment 4 – Draft Executive Summary – Mulholland Parker Land Economics Draft Economic Analysis).

Industry Engagement

On June 12, 2025 staff presented the proposed amendments – as well as proposed updates to the City's development cost charges – to the City's Development Industry Liaison Committee in conjunction with the City's proposed DCC update. The following represents key themes that emerged through industry comments:

- The development industry is facing significant challenges regarding the viability of projects in the current market;
- There is some criticism of the methodology of the Provincially mandated deterrence test and the conclusions that are derived from it;
- The City should consider supporting the development industry in its advocacy efforts to allow for delayed collection of fees or contributions;
- The City should explore additional opportunities to reduce permit processing times.

FINANCIAL CONSIDERATIONS


Completion of the affordable housing components – inclusionary zoning regulations, as well as MMR and AHRF policy updates – will also achieve key milestones for three Housing Accelerator Fund projects, namely: 4 – Affordable Housing Reserve Fund Terms of Reference; 5 – Update the Mid-Market Rental Policy; and 8 – Inclusionary Housing Policy.

NEXT STEPS

Should Council proceed with consideration of the bylaws, additional readings may occur in September and final adoption in October; as per Provincial guidance, no public hearing is required for the adoption of inclusionary regulations. If required, staff will prepare a reserve fund bylaw – ensuring alignment of the City's housing reserve with Provincial legislation – to coincide with establishment of the new inclusionary housing regulations.

The proposed framework has been prepared in response to changing provincial legislation in order to ensure affordability can be integrated into development projects regardless of requirements for pre-zoning, transit oriented areas, or ministerial orders.

RESPECTFULLY SUBMITTED:



Mike Friesen
Manager, Planning (Urban Regeneration
and Analytics)

COUNCIL POLICY

Planning and Development



Policy Name	Inclusionary Housing Policy
Policy Number	M7
Effective Date	Month DD, YYYY
Approved By	Council

PURPOSE

The purpose of this policy is to set out an approach for the administration and allocation of Inclusionary Housing (IH) units throughout the City of North Vancouver.

The City's Zoning Bylaw (Bylaw No. 6700) requires IH contributions from new developments that contain residential dwelling units. This Policy contributes to meeting the objective of the 2014 Official Community Plan to provide affordable and appropriate housing that matches the diverse needs of local residents.

POLICY

To facilitate affordability for low to moderate income renters, the following contributions to the City's stock of affordable housing are required:

- a) For new secured market rental developments, 10% of units should be rented at least 10% below average rents in the City, as calculated by Canada Mortgage and Housing Corporation (CMHC) in perpetuity, or the equivalent cash-in-lieu;
- b) For new stratified developments, 2% of units should be rented at deep discounts or supportive housing levels, or the equivalent cash-in-lieu.

Definition of IH Units

Inclusionary Housing (IH) Units are dwelling units:

- that are occupied by households that are low and moderate income renters;
- that are rented at least 10% below Canada Mortgage and Housing Corporation (CMHC) *average market rents*¹ for the City, based on unit type, and secured in perpetuity; and,
- where the registered owner or ground lessee of the freehold or leasehold title to the land on which the housing is situated has entered into a housing agreement for the housing commitments required by the City, registered against the freehold or leasehold title, with such priority of registration as the City may require.

Securing IH Units and Unit Management

¹ *Average market rents* are defined in CMHC's Rental Market Survey and updated annually for the calendar year.

IH units are secured by Housing Agreement. IH units within secured market rental developments may be managed and administered by the rental building owner or a management agent appointed on their behalf. Management agents may be for-profit or non-profit organizations

IH units secured within a strata development must be sold to the City or a qualified housing provider, which include non-profit housing providers, government agencies, not-for-profit housing cooperatives, societies or registered charities for the purpose of providing affordable housing.

All IH units in a development must be managed and operated by one agent. All obligations on the owner under the Housing Agreement are subject to compliance with the Residential Tenancy Act.

Rent Setting, Tenancy Terms and Rent Increase

For IH within market rental developments, rent levels are set at least 10% below average market rents in the City for studio, 1 bedroom and 2 bedroom units, and at least 30% below average market rents for units with 3 or more bedrooms. Average market rents are defined by CMHC's annual Rental Market Survey. The starting rents for IH units will be updated annually based on the CMHC data for the calendar year and posted on the City's website. The rental rate for IH units will be set at the time of occupancy of the building and secured in perpetuity.

Income limits for households (i.e. Household Income Limits) to qualify are determined by multiplying the IH Rent Level by 12 to yield the households' annual housing costs, and dividing by 28% to meet the standard level of affordability of 30%. A 2% income buffer is provided to better support affordability for low to moderate income households and allow greater flexibility to qualify. Household Income Limits are used as part of the eligibility criteria for an MMR unit. There is no requirement to monitor household income after a tenancy agreement has been signed.

Table 1 provides an example of the IH rent levels calculation and household income limits for units occupied in 2025. (As noted above, this table will be updated annually based on the CMHC data for the calendar year and posted on the City's website – Table 1 is an example only.)

Table 1: Example - 2025 IH Unit Rent Levels and Household Income Limits

Unit Size	2024 CMHC Average Market Rent for CNV	2025 Mid-Market Rent Level	Household Income Limit
Studio	\$1,608	\$1,448	\$62,057
1 bedroom	\$1,802	\$1,622	\$69,514
2 bedroom	\$2,309	\$2,078	\$89,057
3+ bedroom	\$3,888	\$2,722	\$116,657

IH units are subject to the requirements of the Residential Tenancy Act, which sets out allowable increases during a tenancy. Upon re-let, IH units are subject to the baseline criteria, prioritization approach, and advertising requirements set out below. Rents and household income limits for IH units at re-let would be at the levels published by the City for the calendar year in which the re-let takes place.

For IH units within strata development, rent levels may vary depending on the housing provider who is selected. However, the intent of these units are to provide discounts significantly lower than market and should be geared to households that are low-income or in need of supportive units.

Typical Unit Size

IH units must be generally comparable to market units in terms of size, layout, and location within a building and floorplate. Minimum IH unit sizes are as follows:

- Studio: 400 square feet (37.16 m²)
- One bedroom: 525 sf (48.8 m²)
- Two bedroom: 725 sf (67.4m²)
- Three bedroom: 925 sf (86m²)

For secured market rental developments, a minimum of 10% of units must be family-friendly units with 3 or more bedrooms; within strata developments 15% of units must be family-friendly.

Tenant Eligibility Criteria

The following eligibility criteria provides a balanced, fair, and transparent process to tenant selection for IH units along with certainty and clarity for rental building owners regarding the advertisement and prioritization process for renting IH units.

To be eligible for an IH unit, a tenant must meet the following criteria:

- Have a gross annual income below the Household Income Limit for the corresponding unit size for the year of occupancy;
- Have no ownership or interest in a property where the household could otherwise occupy; and,
- Either be:
 - A City of North Vancouver resident; and/or,
 - A person who has worked in the City of North Vancouver for the last six months or more.

For IH units within strata development the previously listed eligibility criteria present a reasonable basis for decision making, but may be altered to address the priorities of the chosen housing provider.

Priority Matrix for IH Unit Tenant Selection

IH units must be let to tenants selected in accordance with the Priority Matrix set out in Table 2. The Priority Matrix applies at first let, and at any subsequent re-let. This approach prioritizes City residents over non-City residents in recognition of the City's objective to see the social mix of the City maintained, and non-City residents who have worked in the City of North Vancouver for the last six months over those who haven't, in recognition of the contribution of workers from outside the city.

Where the IH units are part of a new development that resulted in the displacement of rental tenants from an existing building on that site, displaced tenants whose household income is below the household income limit have first priority for an IH unit of an appropriate size. Tenants

who have been displaced by redevelopment elsewhere in the City and whose household income is below the household income limit will have second priority for an IH unit of an appropriate size.

For the purposes of tenant selection for units with 2 or more bedrooms, a family is defined as a household with a minimum of two people, one of whom is a dependent.

Where the housing provider has complied with the advertisement requirements set out in this policy and there are no applicants who are displaced tenants or who live and work in the City, the housing provider may select a tenant who does not live or work in the City provided the household income limits and decision making process regarding 2 bedroom and larger units are followed.

Table 2: Priority Matrix for MMR Tenant Selection

Priority	Status	Decision Making		
First	Tenants displaced from former building due to redevelopment	Household income limits apply	If two or more applicants, families have priority for 2 bedroom and larger units	If still the same, first to apply will have priority
Second	Tenants displaced from other buildings in the City due to redevelopment	Household income limits apply	If two or more applicants, families have priority for 2 bedroom and larger units	If still the same, first to apply will have priority
Third	City residents or non-City residents who have worked in the City for the preceding six months	Household income limits apply	If two or more applicants, families have priority for 2 bedroom and larger units	If still the same, first to apply will have priority

For IH units within strata development the previously listed tenant selection prioritization matrix present a reasonable basis for decision making, but may be altered to address the priorities of the chosen housing provider.

Advertisement

Prior to undertaking tenant selection for the first let of an IH unit, the IH unit must be advertised for a minimum of one month on at least two common rental property search platforms. The platforms selected must allow tenants to view available properties for rent in North Vancouver without payment of a fee or requirement for registration. The advertisement must include full details of the available IH units, including the tenure restrictions set out in this policy and the closing date for applications after which tenant selection will take place. When an IH unit becomes available for re-let, the required advertisement period is one week.

The City will establish an online ‘register of interest’ for IH units that enables individuals to register their interest in receiving notifications about the availability of IH units. Housing providers will be required to provide relevant information to the ‘register’ about when IH units will be coming available for rent. Individuals would not need to be on the ‘register of interest’ to apply for an IH unit and individuals would apply directly to the housing provider for available units. The ‘register of interest’ is a notification system for those who would like to know when units become available.

Annual Submission of Compliance Information

The owner of the building (or the appointed management agent) is required to submit annual information to the City that demonstrates compliance with the provision of this policy. The annual submission is to be via standardized form and coordinated with Business License Renewal.

Third Party Support

The City may require managers of IH units to engage with an agent acting on the City’s behalf to provide support services for review of tenant eligibility and tenant selection, as well as review of annual compliances information.

AUTHORITY

Local Government Act, RSBC, 2015

DOCUMENT HISTORY

Date	Action	By
July 25, 2022	Approved (Mid-Market Rental Policy)	Council

Affordable and Special Needs Housing Funding Allocation Terms of Reference

<p>Purpose and Background</p>	<p>The purpose of this document is to act as a reference and provide guidance to support the management and allocation of the City's affordable housing reserve fund.</p> <p>The City has long supported the delivery of affordable housing through a variety of mechanisms such as partnerships, land leases, waiving of various fees and charges, and the provision of bonus density. Reserve funds have played a role since 1989 when the City's first Social Housing Reserve Fund was established. The City's recent allocation of reserve funds was crucial to supporting the redevelopment of the North Shore Neighbourhood House and delivery of hundreds of below market units and much needed community amenities.</p> <p>These terms of reference were created based on a review of Provincial legislation and guidance, as well as best practices in the region.</p>
<p>Affordable Housing Reserve Fund Contributions</p>	<p>The City collects affordable and special needs housing reserve funds primarily through:</p> <ul style="list-style-type: none"> a. Density benefits, which allocates 20% of contributions collected through the <i>Density Bonus and Community Benefits Policy</i> to affordable housing reserve funds; and b. Inclusionary zoning bylaw cash-in-lieu contributions.
<p>Governance</p>	<p>The <i>Province's Guidance</i> on the <i>Local Government Act</i> legislation requires that affordable housing reserve funds received through an inclusionary zoning bylaw be only used:</p> <ul style="list-style-type: none"> a. to pay the capital costs for providing, constructing, altering, or expanding affordable housing (e.g. land or buildings, construction, planning, engineering, legal, and interest costs); b. to pay the principal and interest in a debt incurred by a local government as a result of an expenditure for the capital costs of providing, constructing, altering, or expanding affordable housing; and,

	<p>c. to pay certain prescribed entities (including non-profit housing providers and housing cooperatives) to provide, construct, alter, or expand affordable and special needs housing.</p>
Legislation References	<p><i>Community Charter</i>, Part 6, Division 4 [Reserve Funds]</p> <p><i>Local Government Act</i>, Part 14, Division 5 [Zoning Bylaws]</p>
Alignment with City Policy	<p>Funding should be allocated in a manner consistent with City policies and needs, including but not limited to:</p> <ul style="list-style-type: none"> a. The City's 2014 Official Community Plan. The plan's guiding principles and goals speak to providing diverse and affordable housing, in a compassionate manner, to households and families at a variety of life stages and circumstances; and b. The City's Community Wellbeing Strategy calls for a need to provide housing for the City's diverse community. The allocation of affordable housing reserve funds should aim to support equity-seeking groups and individuals facing barriers to finding affordable and special needs housing based on factors such as socio-economic situation, age, race or ethnicity, health, ability, or gender identity.
Best Practice Guidance	<p>When considering the allocation of funds to non-profit housing providers or housing cooperatives, the following best practices may warrant Council consideration:</p> <ul style="list-style-type: none"> a. Reimbursing the City for waived City fees and charges, such as application fees, permit fees, and development cost charges; b. Supporting affordable housing projects at the earliest stages of development, such as through seed funding and feasibility funding; c. Allocating funding in proportion to the number of affordable units delivered and target income levels of the affordable units; d. Bolstering financial assistance being provided by other levels of government by requiring that non-profits or cooperative housing projects only be eligible to receive City funds, if the project is also eligible to receive funding from senior levels of government.

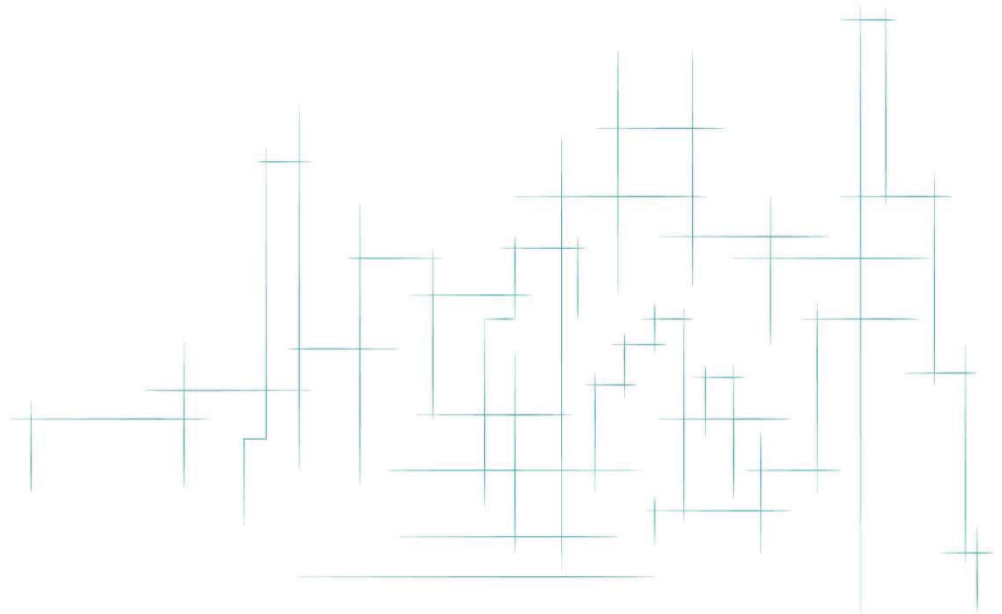
Reporting	<p>Per the <i>Local Government Act</i>, the City is required to provide annual reporting, on or before June 30 of each year. This report is intended to identify activity in the affordable housing reserve fund and must include:</p> <ul style="list-style-type: none"> • affordable housing received for which a building permit has been issued during the previous year; • cash payments received; • expenditures from each reserve fund; and • fund balances at the start and end of the reporting year. <p>The report must be presented to Council and made publically available.</p>
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Adopted on Month DD, YYYY

Draft Financial Analysis for Amenity Cost Charge and Inclusionary Zoning Bylaws – Executive Summary

For: City of North Vancouver

June 2025



Executive Summary

PURPOSE OF ANALYSIS

To adopt an inclusionary zoning (IZ) bylaw or an Amenity Cost Charge (ACC) bylaw, the Local Government Act requires that municipalities undertake financial feasibility analysis that “considers whether the bylaw would deter development” (Sections 482.9 (1) and 570.7 (5) (d), respectively). British Columbia’s ACC Best Practices Guide imagines ACC and IZ bylaws as components of larger policy frameworks such as official community plan (OCP) and zoning bylaw updates. In that context, it defines the deterring of development as follows:

An ACC bylaw or an inclusionary zoning bylaw deters development if it causes the residual land value¹ of developments that are typical with respect to built form and density in the community to fall below the residual land value supported by:

- **In the case of sites expecting rezoning: existing zoning prior to the OCP and/or zoning bylaw update**
- **In the case of sites not expecting rezoning: actual use prior to the OCP and/or zoning bylaw update.**

To perform the analysis required by provincial statute and best practice, MPLE has developed a financial model analyzing the development economics of several potential and historical development sites in the CNV under several scenarios of land use, tenure, density, and contribution method. By identifying the land value supported by development under different policy conditions, we have addressed several policy questions as described below.

CONCLUSION #1 – IDENTICAL RATES AT ALL DENSITIES

Note that cash or affordable housing contributions acquired from as-of-right density (density up to and including the zoned amount) are ACCs and IZ, respectively, whereas contributions of the same kind acquired from additional density (beyond as-of-right) would instead comprise density bonusing according to the Provincial Government’s current terminology. However, this Consultant Team believes that the fairest, simplest, and most effective approach to density bonusing is to apply the same ACC and IZ rates to all parts of project whether above or below the as-of-right density.

In other words, we suggest that the City seek CACs equal to its ACC rates even above as-of-right density and seek affordable housing contributions equivalent to its IZ policy (5% turnkey units from strata development and 10% MMR units from rental development) even above as-of-right density. Applying the same rates to all portions of a project’s density reduces complexity and confusion and will make City development policies faster and easier to implement for all concerned.

¹ Residual land value is the highest land value that would allow a developer to profitably undertake a development.

CONCLUSION #2 – TESTED ACC RATES AND IZ RATES DO NOT DETER DEVELOPMENT

MPLE applied the provincially-mandated development deterrence test described above to the following scenarios:

- Single detached homes
- Duplex
- Small-scale multi-unit housing (SSMUH) 4-plex
- SSMUH 6-plex
- Strata and rental townhomes at two sites
- Strata and rental apartments at two sites and three densities ranging from 2.6 FSR to 7.0 FSR
- Strata and rental mixed-use development at four sites
- Industrial development at two sites.

In all scenarios, we found that the proposed use *with* ACC and IZ contributions supports greater land value than the current zoning or actual use *without* ACC and IZ contributions, except for industrial sites where proposed uses and current zoning are identical. In those cases, the observed reduction in land value of less than 2% is deemed successful.

In other words, the proposed ACC rates and the proposed IZ rates in combination or separately do not appear to deter development.

CONCLUSION #3 – CASH EQUIVALENTS FOR PROPOSED IZ POLICY

We calculated the cash contribution that would be equivalent to in-kind affordable housing provision from the developer's perspective. That is, we identified the economically supported cash-in-lieu rate, which varies by affordable housing type:

- For turnkey² mid-market rental (MMR) units: **\$645,000 per unit or \$645 per ft²**
- For MMR units at 10% below CMHC average rental rates: **\$240,000 per unit or \$240 per ft²**
- For MMR units at 10% below CMHC rates for 0 – 2 bedroom units, and 30% below CMHC rates for 3+ bedroom units: **\$260,000 per unit or \$260 per ft²**

Setting cash-in-lieu rates above these amounts will incentivize in-kind contributions, while setting them below these amounts will incentivize cash-in-lieu contributions.

CONCLUSION #4 – DENSITY BONUS POTENTIAL

Although we are not recommending its use, a density bonus amount equal to \$25 per ft² or \$25,000 per unit above OCP Schedule A density would be economically supportable. This would be over and above contributions equal to ACC and IZ contributions from all units (see Conclusion #1 above).

² The developer sells a "turnkey" product to the City or a non-profit housing provider at a nominal price.

Notice of Proposed Zoning Amendment Bylaw

NO PUBLIC HEARING

Zoning Amendment Bylaw, No. 9127, 2025

Inclusionary Zoning Framework

PURPOSE: The purpose of the proposed Bylaw is to set out rates and contributions for affordable housing in the City of North Vancouver for projects that do not require a rezoning, or where conditional density may not be applied.

SUBJECT LANDS: The proposed bylaw amendment will apply to the residential components of multi-family apartment style buildings in the City of North Vancouver, and shall not apply to single family dwellings, multiplexes, row houses or townhouses.

BYLAW READINGS: Consideration of second and third readings of the proposed Bylaw will be at the Regular Council Meeting on **September 15, 2025**.

ACCESS DOCUMENTS: A copy of the proposed Bylaw is available for inspection online anytime at cnv.org/PublicNotices from **September 3 to September 15, 2025**.

PROVIDE INPUT: *Written submissions only, including your name and address*, may be addressed to the Corporate Officer and sent by email to input@cnv.org, or by mail or delivered to City Hall, ***no later than noon on Monday, September 15, 2025***. No Public Hearing will be held, as per section 464(2) of the *Local Government Act*. ***No Public Input Period submissions on this matter will be heard at the Council meeting.***

QUESTIONS? Mike Friesen, Manager, Planning, planning@cnv.org / 604 983 7357

Watch the meeting online at cnv.org/LiveStreaming or in person at City Hall

141 WEST 14TH STREET / NORTH VANCOUVER / BC / V7M 1H9
T 604 985 7761 / F 604 985 9417 / CNV.ORG

Enter City Hall from
13th St. after 5:30pm

city
of north
vancouver

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THE CORPORATION OF THE CITY OF NORTH VANCOUVER

BYLAW NO. 9127

A Bylaw to amend “Zoning Bylaw, 1995, No. 6700”

The Council of The Corporation of the City of North Vancouver, in open meeting assembled, enacts as follows:

1. This Bylaw shall be known and cited for all purposes as “**Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127**” (Inclusionary Zoning Requirements for Residential Development).
2. This “Zoning Bylaw, 1995, No. 6700, Amendment Bylaw, 2025, No. 9127” is hereby established under the provisions of section 482.7 of the *Local Government Act*.
3. This Bylaw sets out rates and contributions for affordable housing in the City of North Vancouver and should be read in conjunction with the City’s Inclusionary Housing Policy.
4. “Zoning Bylaw, 1995, No. 6700” is amended as follows:

- A. By adding, in alphabetical order, the following to Division I – Administration, Part 2: Interpretation:

“Apartment Residential Use” means a building divided into seven or more dwelling units with common or shared above grade entrances or interior passageways, which provide access to the outside.

“Inclusionary Housing” means dwelling units that are subject to a Housing Agreement under section 483 of the *Local Government Act* and covenant under Section 219 of the *Land Title Act*, the terms of which require the units, in perpetuity:

- (1) to be used only as rental housing;
- (2) to be occupied only by households that are low to moderate income renters, as described by the City’s Inclusionary Housing Policy;
- (3) to be for an amount that is rented at least 10% below Canada Mortgage and Housing Corporation (CMHC) average market rents for the City, based on unit type.
- (4) administered and managed, including in respect of tenant selection and reporting, in a manner consistent with the City’s Inclusionary Housing Policy.

- B. By adding a new Division V – Inclusionary Zoning Requirements for Residential Development and Part 11: Inclusionary Zoning Requirements for Residential Development as follows, immediately after Division IV – Parking and Loading Standards, and renumbering subsequent Divisions and Parts.

Part 11: Inclusionary Zoning Requirements for Residential Development

- (1101) This Division applies to all Accessory Apartment Residential, Apartment Residential, Ground-Oriented Residential, and Rental Apartment Residential uses that permit residential and mixed-use residential apartment buildings, except for any such developments authorized by zoning bylaw amendment adopted prior to July 14, 2025.
- (1102) In any development that includes any of the uses listed in Part 1101, the minimum number of Inclusionary Housing units is:
- (1) in the case of a multi-unit residential building that is held under a single legal title, 10% of the units;
 - (2) in the case of a multi-unit residential building that is subdivided by way of a strata plan into individual strata lots, 2% of the units in the building, all of which must be transferred in fee simple, at a nominal cost, to a non-profit housing provider, a government agency, a not-for-profit housing cooperative, or a society or registered charity, for the purpose of providing affordable or special needs housing.
- (1103) Where the required number of Inclusionary Housing units calculated in accordance with the percentages set out in Part 1102 results in a fraction of unit, the result shall be rounded up to the next whole number.
- (1104) In the case of a multi-unit residential building that is subdivided by way of a strata plan into individual strata lots, or a multi-unit residential building that is held under a single legal title and that contains fewer than 41 dwelling units, a developer may, instead of providing the required number of Inclusionary Housing units, pay the following amount, as a condition of the issuance of a building permit, to the City's Affordable Housing Reserve Fund:
- (1) \$26,000 for every Dwelling Unit within a multi-unit residential building that is held under a single legal title; and
 - (2) \$12,900 for every Dwelling Unit within a multi-unit residential building that is subdivided by way of a strata plan into individual strata lots.
- (1105) Inclusionary Housing units must:
- (1) be comparable to market dwelling units in size, layout, bedrooms and location within a building and floorplate, and meet a minimum requirement of 15% of units with 3 or more bedrooms in strata residential buildings and 10% of units with 3 or more bedrooms in rental tenure buildings, and the occupants of Inclusionary Housing units in a development that includes any other units must have the same building an amenity access as occupants of those other units; and

- (2) Notwithstanding Part 1105 (1), Inclusionary Housing Units must meet minimum unit sizes as stipulated in the City's Inclusionary Housing Policy.

READ a first time on the 14th day of July, 2025.

READ a second time on the <> day of <>, 2025.

READ a third time on the <> day of <>, 2025.

ADOPTED on the <> day of <>, 2025.

MAYOR

CORPORATE OFFICER