



COUNCIL REPORT

Committee of the Whole

Report No. PDS 044-2021

Date: April 10, 2021
File No: 6520-20

To: Mayor and Council
From: Reuben Koole, Senior Planner
Subject: Zoning Bylaw update

RECOMMENDATION

THAT the verbal report from the Senior Planner, regarding the strategic Zoning Bylaw update, be received for information.

REPORT CONCURRENCE	
General Manager The Acting General Manager concurs with the recommendation of this report.	City Manager The City Manager concurs with the recommendation of this report.

PURPOSE

The purpose of this report is to update Council with the early ideas being explored in the strategic Zoning Bylaw update.

SUMMARY OF THE ISSUE

Staff have conducted preliminary research and are exploring ideas to address the list of strategic updates. In advance of presentations to City Committees, staff are sharing the presentation with Council.

BACKGROUND

The Zoning Bylaw update project was introduced to Council in December 2020 in Report No. PDS 125-2020 (Attachment A). The project includes two concurrent updates, an administrative and strategic update. The administrative update consists of minor adjustments, clarifications, corrections, and formatting changes. The strategic update consists of items that implement broader policy and planning objectives, which will complete Council's 2019-2022 Strategic Plan Zoning Bylaw objective.

DISCUSSION

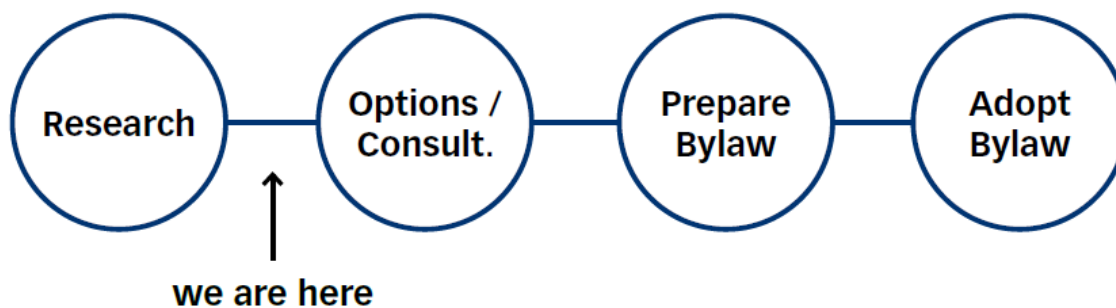
Overview

Staff are in the early stages of the Zoning Bylaw update project. The administrative update is underway with draft bylaws being prepared and staff anticipate it will be ready for Council by summer 2021. For the strategic update, preliminary research has been conducted and staff are exploring early ideas. The summary of these early ideas is being shared with Council before being presented to City Committees for discussion and input.

In addition, staff continue to work with a consultant on the density bonus and community amenity contribution part of the strategic update. The result of this work will be brought to Council at a later date.

Next Steps

Following this update to Council, staff will present the early ideas being explored in the strategic update to City Committees. Staff will continue to research and refine options, and engage internal departments in workshops before preparing draft regulations. The tasks fit into the strategic update work plan as shown in the diagram below.



FINANCIAL PLAN IMPLICATION

The work to complete the Zoning Bylaw updates will be supplemented through consulting contracts as necessary. This will be paid for through budget allocation carried forward from previous years and will not result in Financial Plan changes. The approved budget for updating the zoning and other regulatory bylaws is \$100,000.

Komal Basatia

Komal Basatia
Acting GM, Financial, Legal & Legislative Services
Signed 4/8/2021 8:36 AM

IMPACTS ON COUNCIL POLICIES, STRATEGIC PLAN AND/OR COUNCIL DIRECTION

The proposal meets the goals and objectives identified in the 2016 Official Community Plan, the Affordable Housing Strategy, and Council's 2019-2022 Strategic Plan which identifies four cornerstones: vibrant economy, complete community, fiscal discipline and organizational alignment. The proposal is consistent with the four cornerstones of Council's Strategic Plan

SUBSTANTIATION OF RECOMMENDATION

The Zoning Bylaw update project was introduced to Council in December 2020. Staff have conducted preliminary research and are exploring ideas to address the list of strategic updates. In advance of presentations to City Committees, staff are sharing the presentation with Council for information.

Reuben Koole

*Reuben Koole
Senior Planner
Signed 4/1/2021 10:43 AM*

Mark Neill

*Mark Neill
Acting GM, Planning and Development Services
Signed 4/9/2021 1:13 PM*

ATTACHMENTS:

PDS 125-2020 - ZB update intro
ZB - Workshop Engagement - Condensed



COUNCIL REPORT

Committee of the Whole

Report No. PDS 125-2020

Date: December 04, 2020

File No: 6520-20

To: Mayor and Council
From: Reuben Koole, Senior Planner
Ryan Beaudry, Planner
Subject: Zoning Bylaw Update Introduction

RECOMMENDATION

THAT the report from the Senior Planner and Planner, regarding the Zoning Bylaw Update Introduction, be received for information.

REPORT CONCURRENCE	
General Manager The Acting General Manager concurs with the recommendation of this report.	City Manager The City Manager concurs with the recommendation of this report.

PURPOSE

The purpose of this report is to introduce the Zoning Bylaw update project.

SUMMARY OF THE ISSUE

A Zoning Bylaw update is identified in Council's 2019-2022 Strategic Plan as a priority under the cornerstone of Organizational Alignment. Staff have prepared a work plan to complete this project, along with a concurrent administrative update, and are introducing the project to Council.

BACKGROUND

The City's current Zoning Bylaw (Bylaw 2400-2014) was prepared in 2013-2014 through a comprehensive update to the previous 1996 Zoning Bylaw. This update addressed a number of administrative issues with the 1996 Zoning Bylaw, resulting in a more user-friendly and resilient document. Since adoption of the 2014 Zoning Bylaw, the City has conducted two "housekeeping" amendments (2015 and 2016) to improve regulations and address minor administrative issues.

In 2017, following the adoption of the 2016 Official Community Plan (OCP), a Zoning Bylaw

update was included in Plan200K to align the Zoning Bylaw with the OCP. Background work was completed, but progress was hindered due to unprecedented volume of development applications and ongoing neighbourhood planning projects, resulting in the update being paused (Report PDS 029-2018).

In 2018, Planning & Development Services (PDS) adjusted staff workloads to increase capacity for completing additional Zoning Bylaw updates to continue supporting the City's planning and policy objectives. With these changes, several Zoning Bylaw updates were recently completed and adopted, including:

- cannabis retail stores
- cannabis production in the Agricultural Land Reserve (ALR)
- parking for persons with disabilities
- new residential infill zones
- new and updated zones to align with the OCP

Council's 2019-2022 Strategic Plan identifies a Zoning Bylaw Update as a priority for 2019-2022. As described below, staff have completed a review of potential Zoning Bylaw update items and organized them into two categories: an administrative update and a strategic update. The administrative update consists of minor items to enhance customer service and enhance staff efficiency. The strategic update consists of items with policy implications and will complete Council's 2019-2022 Strategic Plan Zoning Bylaw objective. The strategic update also addresses Strategy Four of the City's Customer Culture Strategy to "update processes, policies and bylaws that make it easy to do business with the City of Abbotsford."

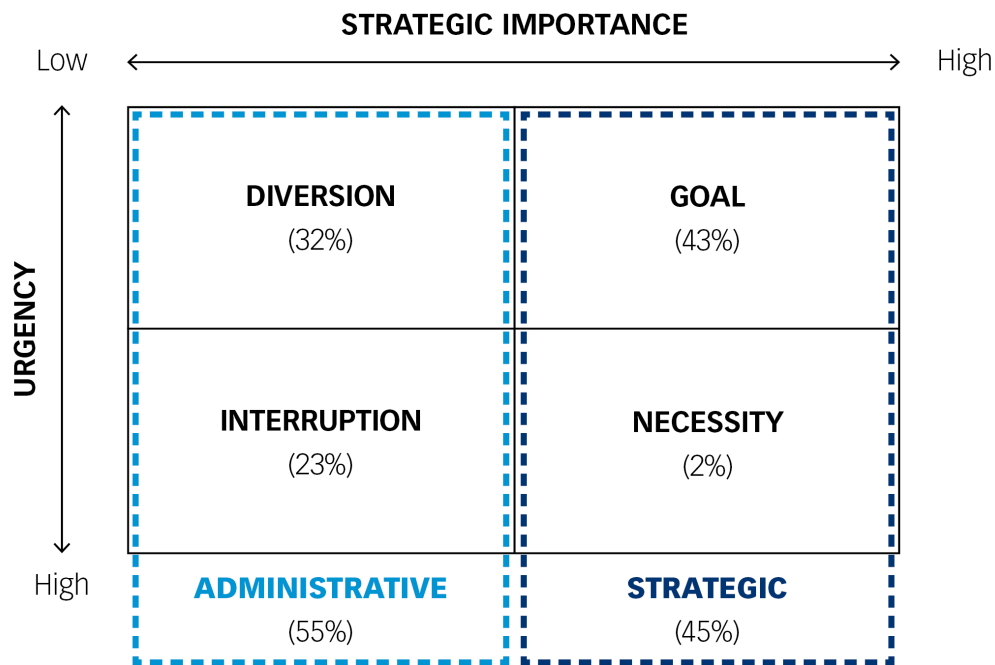
DISCUSSION

Overview

The Zoning Bylaw is one of the City's two primary tools for realizing growth and development objectives across the community. While the Official Community Plan sets the long term growth structure to guide development, it is the Zoning Bylaw that responds to private interests on a property by property, project by project basis. This context means the Zoning Bylaw must respond to ongoing changes in market conditions and societal desires, and it is necessary to regularly update and adjust it to maintain its relevance to current issues, ideas, and policies.

Updating a Zoning Bylaw is generally completed through two types of changes: 1) ongoing administrative adjustments, and 2) standalone strategic policy updates. Examples of ongoing administrative adjustments are the 2015 and 2016 updates noted in the Background section. Examples of standalone strategic policy updates are the new residential infill zones, cannabis retail and production, and OCP alignment listed in the Background section.

Staff record and track potential future changes and updates to the Zoning Bylaw, even as administrative and strategic updates are made on an ongoing basis. In the past few years, this list of future potential changes has grown to include approximately 220 items on a variety of topics and different levels of complexity. In order to better organize and prioritize items, staff developed the quadrant structure shown below. When the 220 items are organized according to urgency and strategic importance, four groups are created: Diversion, Interruption, Goal, and Necessity.



- Diversion:** These items draw staff time to address minor irregularities, resulting in diversions away from other projects or priorities.
- Interruption:** These items intrude on staff time at such regular intervals they create ongoing interruptions in work flow, leading to broad inefficiencies and impact on project timelines.
- Goal:** These items relate to implementing policy changes that may be more aspirational and often require a more complex process to review and implement.
- Necessity:** These items also relate to implementing policy changes, but have reached the point where making the change can be understood as “fixing a problem”.

This quadrant approach allows staff to better understand the relative importance of the items; items of lower importance are administrative, and items of higher importance are strategic. The administrative items on the left side can be considered to be about “dotting ‘i’s, crossing ‘t’s”, while the strategic items on the right side can be considered to be about “policy and process”. Staff are proposing to address approximately 100 out of the 220 items through two concurrent Zoning Bylaw updates: an administrative update for approximately 50 items, and a strategic update for approximately 50 items. The strategic update represents the final portion of Council’s 2019-2022 Strategic Plan Zoning Bylaw Update, and the two concurrent updates are described in more detail below.

Approach

Administrative Update

The administrative update includes approximately 50 items, and all of the items relate to minor adjustments, clarifications, corrections and formatting. Through this update, staff will address almost two thirds of the Interruption items, and almost a quarter of the Diversion items. The process to complete this update will consist of staff preparing a bylaw for Council's consideration, and public consultation through a Public Hearing according to regular Zoning Bylaw amendment procedures. The approximate time to complete this update is 6 months.

Strategic Update

The strategic update includes approximately 50 items organized into three general topics. Through this update, staff will address all of the Necessity items, and about half of the Goal items. The three topics include:

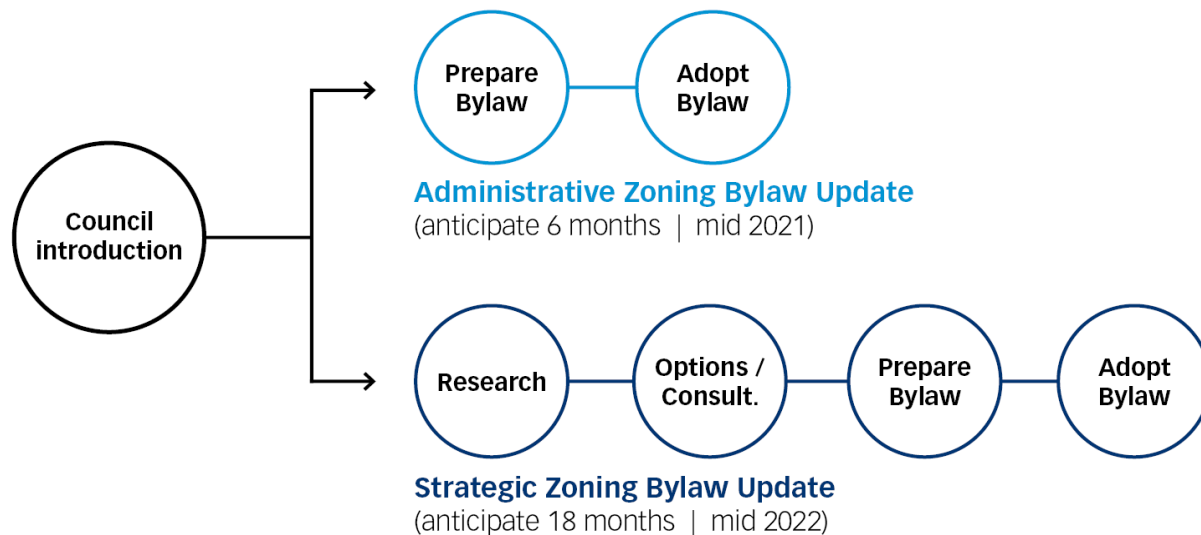
- | | |
|--|---|
| Residential | <ul style="list-style-type: none">• definitions for dwelling unit, single detached, secondary suite, and cooking facility• definitions for housing types such as supportive recovery, boarding, personal care, and congregate apartment• other residential items such as home daycare |
| Parking | <ul style="list-style-type: none">• categories and classifications, rates, and dimensions• electric vehicle charging• other items such as bicycle parking, Historic Downtown parking, and transportation demand management |
| Density bonus /
community amenity
contribution | <ul style="list-style-type: none">• amend the density bonus provisions to focus on the City Centre• consider a City-wide community amenity program |

The three topics in this update also build on projects the City has recently completed or is currently completing, including the Affordable Housing Strategy, Electrical Vehicle Charging, Historic Downtown Parking Study, and Density Bonus / Community Amenity Contributions.

Similar to past planning projects, the overall process for this update will include several stages such as conducting research, facilitating community engagement, and preparing new regulations. Staff anticipate this process will take approximately 18 months to complete due to the complexity of the Zoning Bylaw topics being addressed. While much of the work can be completed with existing staff resources, some components of the work will include consultant support. This update process would complete Council's 2019-2022 Strategic Plan Zoning Bylaw objective.

Next Steps

Following this introduction to Council staff will begin the first stage of work for each process. The administrative update will be conducted by Development Planning and staff anticipate introducing the draft bylaw to Council in early 2021. The strategic update will be conducted by Community Planning, and staff will provide an update on the research results after the first stage of work is complete, prior to developing options and proceeding with any related consultation. This general approach is shown in the diagram below.



FINANCIAL PLAN IMPLICATION

The work to complete the Zoning Bylaw updates will be supplemented through consulting contracts as necessary. This will be paid for through budget allocation carried forward from previous years and will not result in Financial Plan changes.

Komal Basatia

Komal Basatia
Acting GM, Finance and Corporate Services
Signed 12/1/2020 9:56 AM

IMPACTS ON COUNCIL POLICIES, STRATEGIC PLAN AND/OR COUNCIL DIRECTION

The proposal meets the goals and objectives identified in the 2016 Official Community Plan, the Affordable Housing Strategy, and Council's 2019-2022 Strategic Plan which identifies four cornerstones: vibrant economy, complete community, fiscal discipline and organizational alignment. The proposal is consistent with the four cornerstones of Council's Strategic Plan

SUBSTANTIATION OF RECOMMENDATION

The Zoning Bylaw is one the City's primary tools for realizing growth and development objectives across the community, and it is updated regularly to maintain its relevance to current issues, ideas, and policies. Staff have prepared a work plan for a strategic update that addresses Council's 2019-2022 Strategic Plan Zoning Bylaw priority and the City's Customer Culture Strategy, along with a concurrent administrative update. Following Council's receipt of this report, staff will proceed with the concurrent updates.

Reuben Koole

Reuben Koole
Senior Planner
Signed 11/26/2020 3:11 PM

Mark Neill

Mark Neill
Acting GM, Planning and Development Services
Signed 11/30/2020 10:44 AM

Mark Neill

Mark Neill
Acting GM, Planning and Development Services
Signed 11/30/2020 10:44 AM

Ryan Beaudry

Ryan Beaudry
Planner
Signed 11/26/2020 3:15 PM

Zoning Bylaw Update

Early Ideas

Committee of the Whole

April 19, 2021
Planning & Development Services



Purpose / agenda

Update Council with the early ideas being explored in the strategic Zoning Bylaw update.

Background

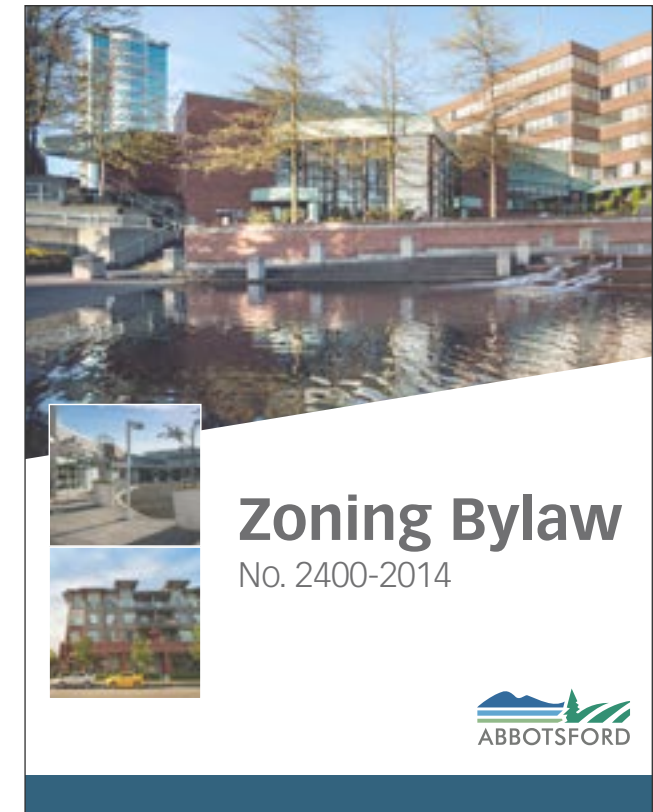
History

2020 Dec // Council introduction

2021 Jan-Feb // Committee introduction

Jan-Mar // Develop ideas

Administrative update bylaw is also being prepared.





Strategic Zoning Bylaw Update

Project Scope

1 Strategic Update List



2 Preliminary Research



3 New Strategic Update List







Residential

Residential regulations live throughout the Zoning Bylaw, so a topic based review was conducted.



Parking

Parking regulations live in Section 150 of the Zoning Bylaw, so a section based review was conducted.



Residential

Structure

The physical make up of habitable spaces

Occupancy

The people residing in structures

Services

Supports provided to / by the occupant(s)



Apartment

Assisted Living

Bed & Breakfast

Boarder

Boarding

Boarding House

Child Care Facility

Coach House

Congregate Apartment

Cooking Facility

Cooperative Housing

Dormitory

Duplex

Dwelling Unit

Emergency Shelter

Family

Fences

Garden Suite

Group Home

Household

Independent Living

Live/Work Studio

Lock-off Suite

Micro Suite Housing

Mobile Home

Multiplex

Personal Care

Purpose Built Rental

Recreation Vehicle

Residential Care

Residential Rental Tenure

Retaining Walls

Rowhouse

Secondary Suite

Semi-independent Living

Senior's Housing

Short Term Rental

Single Detached Dwelling

Sleeping Unit

Social Housing

Supportive Housing

Supportive Recovery

Tourist Accommodation

Townhouse

Transition Housing

Urban Beekeeping

Structure



Principal



Accessory

Occupancy



Interim Stay



Tenure



Habitable Spaces

Services



Children in Care



Persons in Care



Misc.



Structure Principal

Exploring

Checking-in

Single Detached Dwelling

Clarifying the definition by stating that one single detached dwelling is permitted per lot

Congregate Apartment

Reviewing the definition within the context of the Community Care & Assisted Living Act and removing reference to the specific occupant

Dormitory

Removing reference to specific occupant from definition

Multiplex

Creating standard multiplex zone

Rowhouse

Enabling rowhouses on front-loaded lots & exploring lot widths

 Agreeable, continue exploring

 Variable, questions remain

 Uneasy, change direction



Structure Accessory

Exploring

Checking-in

Secondary Suite	Consider references to dwelling unit definition & moving secondary suites to general regulations	
Coach House	Allowing Coach Houses in Urban 4 - Detached	☐ Agreeable, continue exploring
Lock-off Unit	Adding a definition to the Zoning Bylaw	☐ Variable, questions remain
Recreation Vehicle	Considering the relationship to the dwelling unit definition and RVs as permanent habitable spaces	☐ Uneasy, change direction
Cooking Facility	Clarifying the permitted cooking facilities per dwelling unit (e.g. main, accessory, etc)	



Occupancy Interim Stay

Exploring

Checking-in

Short-term Rental

Reviewing existing short-term rental stock in Abbotsford and short term rental regulations in other municipalities

- ☒ Agreeable, continue exploring
- ☐ Variable, questions remain
- ☐ Uneasy, change direction



Occupancy Tenure

Exploring

Checking-in

Residential Rental Tenure

Adding a definition to the Zoning Bylaw and reviewing Rental Tenure regulations in other municipalities

Cooperative Housing

Considering adding a definition to the Zoning Bylaw

☒ Agreeable, continue exploring

☐ Variable, questions remain

☐ Uneasy, change direction



Occupancy Habitable Spaces

Exploring

Checking-in

Boarding, Family & Household

Reviewing definitions and exploring different levels of boarding, similar to home occupation

☒ Agreeable, continue exploring

Dwelling Unit

Creating a definition that considers spaces that may operate as an independent and separate residence

☐ Variable, questions remain

Sleeping Unit

Considering the relationship to other definitions including Boarding, Cooking Facilities, Dormitory, Dwelling Unit and others

☐ Uneasy, change direction



Services Children in Care

Exploring

Checking-in

Child Care Facility, Residential
Care (daycare for children)

Clarifying definitions and types of care, and exploring
different levels of child care.

☒ Agreeable, continue exploring

☐ Variable, questions remain

☐ Uneasy, change direction



Services Persons in Care

Exploring

Checking-in

Assisted Living, (Semi) Independent
Living, Congregate Apartment

Reviewing level of services provided and definitions

☒ Agreeable, continue exploring

Residential Care

Removing reference to child care

☐ Variable, questions remain

Personal Care,
Supportive Recovery

Reviewing the personal care definition within the
context of the Community Care & Assisted Living Act
and removing reference to supportive recovery

☐ Uneasy, change direction



Services Misc.

Exploring

Checking-in

Urban Beekeeping

Enabling urban beekeeping through general regulations

☐ Agreeable, continue exploring

Fences & Retaining Walls

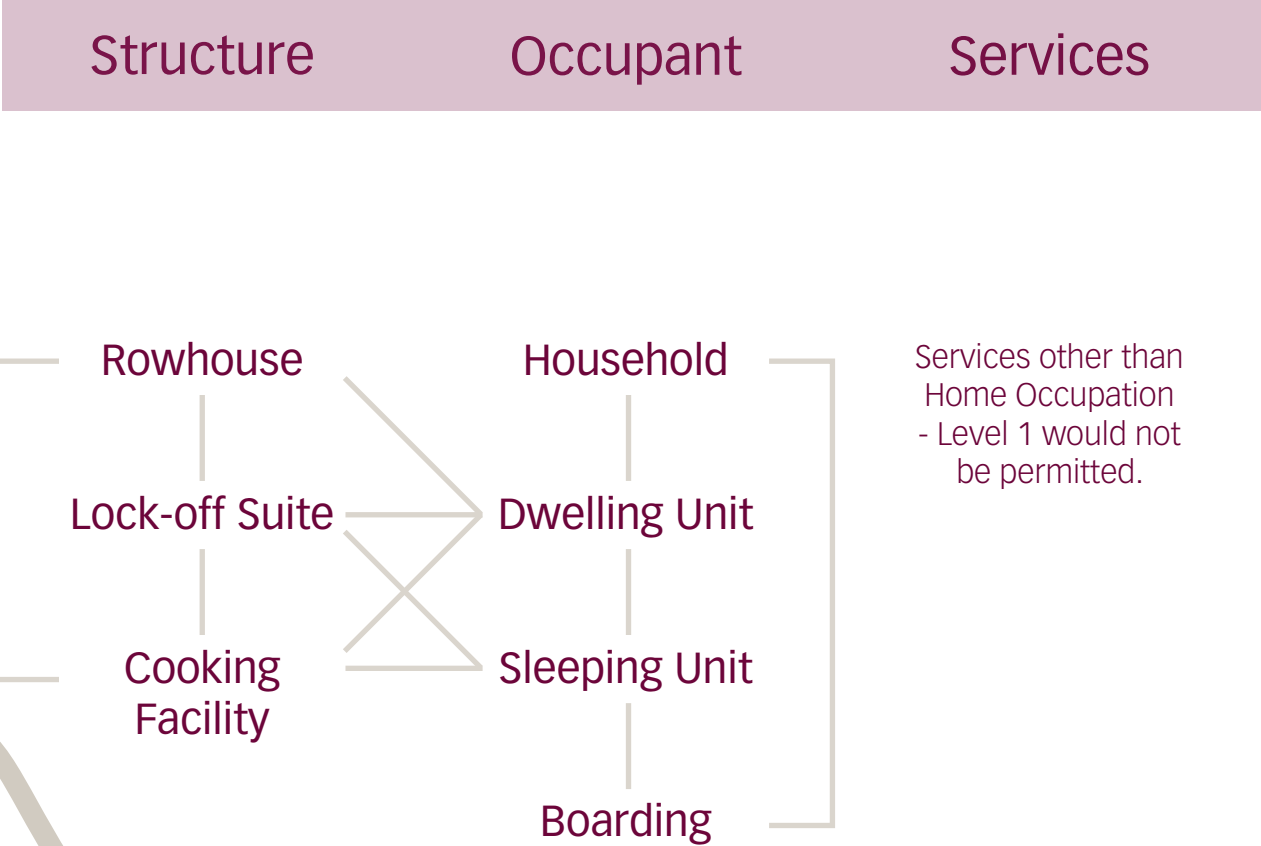
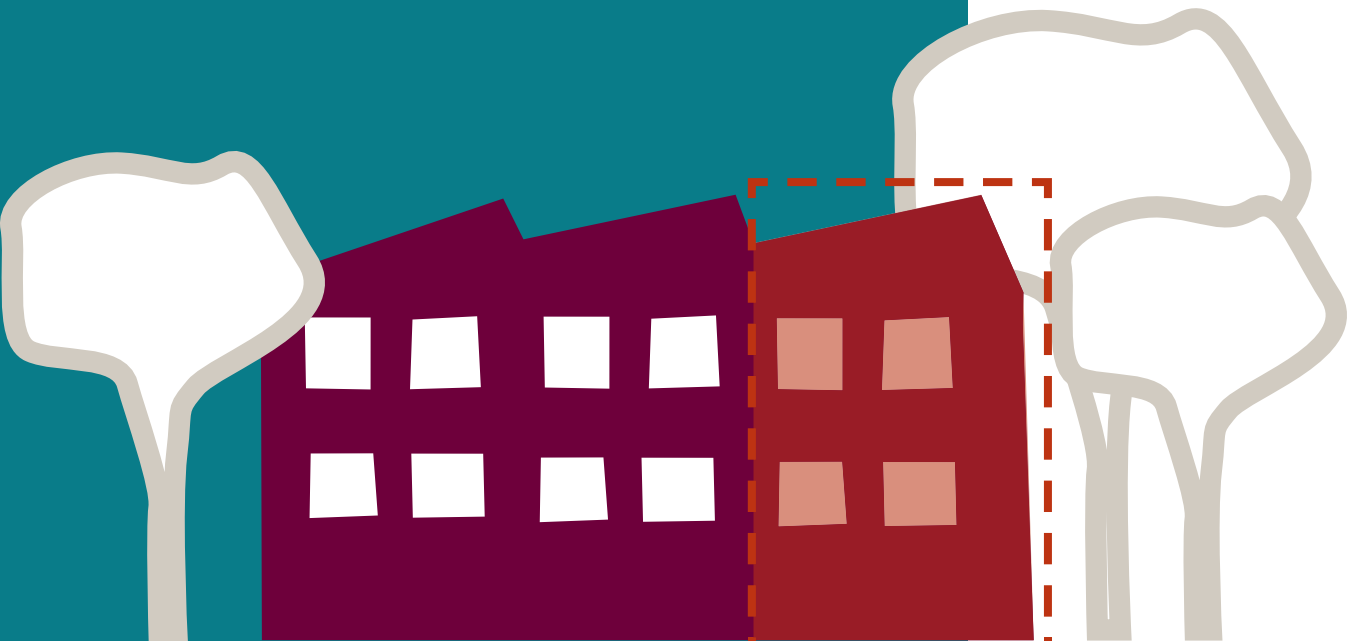
Allowing for the replacement of existing retaining walls & exploring the relationship between fences & retaining walls

☐ Variable, questions remain

☐ Uneasy, change direction

Example 1

A rowhouse with a lock-off unit that is occupied by the primary household and two boarders.





Residential

Residential regulations live throughout the Zoning Bylaw, so a topic based review was conducted.



Parking

Parking regulations live in Section 150 of the Zoning Bylaw, so a section based review was conducted.



Parking

Location + Design

Parking stall / drive aisle measurements and location

Quantity

The amount of parking required depending on use

Special Areas

Parking regulations that apply to specific areas

Alternative Modes

Parking regulations for bicycles

- 150.1 Applicability
- 150.2 Calculation Rules
- 150.3 Location of Parking
- 150.4 Shared Parking
- 150.5 Reductions to Minimum Parking Requirements
- 150.6 Siting Provisions
- 150.7 Parking Dimensions, Layout & Maneuvering Aisles
- 150.8 Parking for Persons with Disabilities
- 150.9 Parking Area Design
- 150.10 Pedestrian Walkways
- 150.11 Required Off-Street Parking
- 150.12 Off-Street Bicycle Parking
- 150.13 Off-Street Loading Space Regulations
- 150.14 Electric Vehicle Parking Requirements *new*

Location & Design



Siting Provisions



Parking Dimensions,
Layout &
Maneuvering Aisles



Parking for Persons
with Disabilities

Special Areas



Off-Street Loading
Space Regulations



Reductions to
Minimum Parking
Requirements

Quantity



Required Off-Street
Parking



Electric
Vehicle Parking
Requirements

Alternative Modes



Off-Street Bicycle
Parking



Location & Design

Siting Provisions

Exploring

Checking-in

Tandem Parking

Requiring non-tandem parking where Home Occupation Level 2 & 3 exist with a secondary suite

Parking Area Coverage

Exploring reintroducing parking area coverage maximums

- ☐ Agreeable, continue exploring
- ☐ Variable, questions remain
- ☐ Uneasy, change direction



Location & Design

Parking Dimensions, Layout & Maneuvering Aisles

Exploring

Checking-in

Small Car

Siting of small car parking spaces

☒ Agreeable, continue exploring

Maneuvering Aisle

Reducing maneuvering aisle width to 6.5 m

☐ Variable, questions remain

Other

Emphasizing the extra 0.2 m needed for end stalls that are adjacent to a fence or similar structure

☐ Uneasy, change direction



Location & Design

Parking for Persons with Disabilities

Exploring

Checking-in

Requirements

Adjusting the number of required parking spaces based on best practices

Location

Ensuring parking is provided on both the surface and underground

Design Standards

Incorporating a design standard image rather than referencing the “international symbol of accessibility”

 Agreeable, continue exploring

 Variable, questions remain

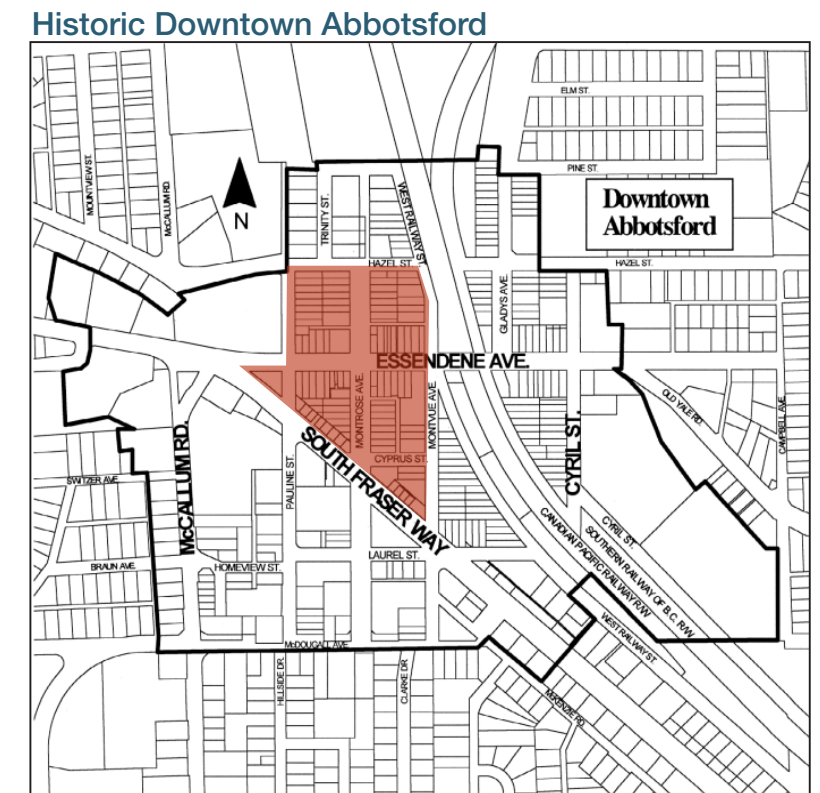
 Uneasy, change direction





Aligning off-street loading exemptions with the Historic Downtown Neighbourhood Plan land use (Historic Centre)

Aligning off-street loading exemptions with the Historic Downtown Neighbourhood Plan land use (Historic Centre)





Special Areas

Off-Street Loading Space Regulations

Exploring

Checking-in

Historic Downtown Abbotsford

Aligning off-street loading exemptions with the Historic Downtown Neighbourhood Plan land use (Historic Centre)

- ☒ Agreeable, continue exploring
- ☐ Variable, questions remain
- ☐ Uneasy, change direction



Special Areas

Reductions to Minimum Parking Requirements

Exploring

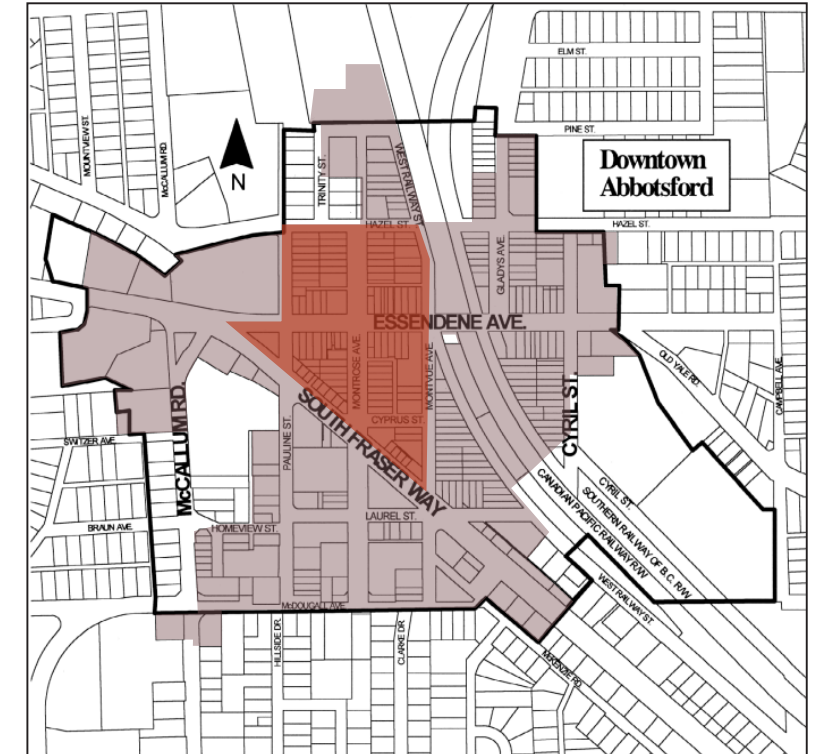
Historic Downtown Abbotsford

Transportation Demand
Management

Reviewing permissions and aligning change-of-use, off-street parking exemptions, and cash-in-lieu payments with Historic Downtown Neighbourhood Plan (Historic Centre + Urban Centre - Mixed)

Clarifying distance thresholds and reductions for off-street parking in proximity to the Primary Transportation Corridor

Historic Downtown Abbotsford





Special Areas

Reductions to Minimum Parking Requirements

Exploring

Checking-in

Historic Downtown Abbotsford

Reviewing permissions and aligning change-of-use, off-street parking exemptions, and cash-in-lieu payments with Historic Downtown Neighbourhood Plan (Historic Centre + Urban Centre - Mixed)

Transportation Demand
Management

Clarifying distance thresholds and reductions for off-street parking in proximity to the Primary Transportation Corridor

 Agreeable, continue exploring

 Variable, questions remain

 Uneasy, change direction



Quantity Required Off-Street Parking

Exploring

Commercial

Developing a new method to calculate required off-street parking for large, multi-tenant commercial developments

Institutional

Decreasing the requirement for secondary schools

Residential

Decreasing the requirement for 1 BR units, adding metrics for dormitory use and visitor parking in single detached bareland stratas

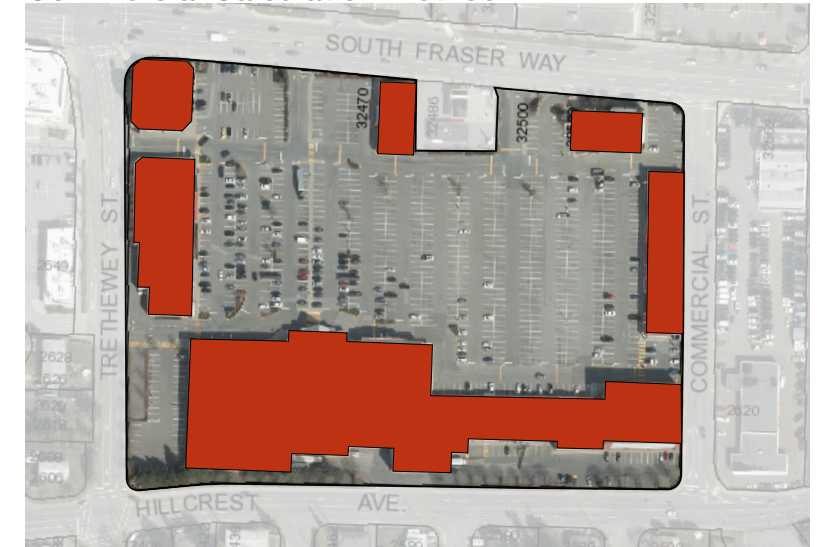
Service Based

Creating requirements for community service use & emergency shelters use

Other

Reviewing requirements for archery or rifle ranges & manufacturing / warehousing

Commercial Calculation Method



Uses: Shopping centre, retail, personal service, liquor store, restaurant, coffee shop etc.

+55,000 m2



Quantity Required Off-Street Parking

Exploring

Checking-in

Commercial

Developing a new method to calculate required off-street parking for large, multi-tenant commercial developments

Institutional

Decreasing the requirement for secondary schools

Residential

Decreasing the requirement for 1 BR units, adding metrics for dormitory use and visitor parking in single detached bareland stratas

Service Based

Creating requirements for community service use & emergency shelters use

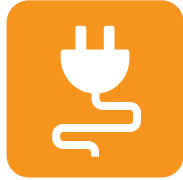
Other

Reviewing requirements for archery or rifle ranges & manufacturing / warehousing

 Agreeable, continue exploring

 Variable, questions remain

 Uneasy, change direction



Quantity

Electric Vehicle Parking Requirements

Exploring

Checking-in

New Electric Vehicle
Requirement

Creating a new metric that outlines required electric vehicle infrastructure in new developments

- ☒ Agreeable, continue exploring
- ☐ Variable, questions remain
- ☐ Uneasy, change direction

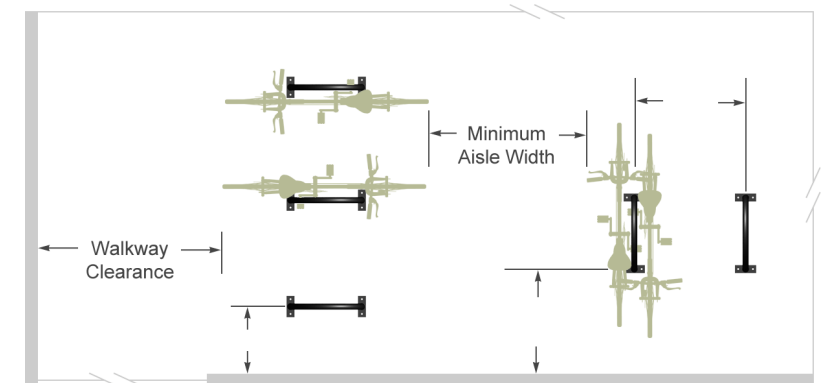


Alternative Modes

Off-Street Bicycle Parking

Exploring

Requirement	Increasing the requirement for off-street bicycle parking
Floor Area	Adding floor area per bike for required off-street bicycle parking
Siting / Design Standards	Considering location, siting and design standards for bike parking





Alternative Modes

Off-Street Bicycle Parking

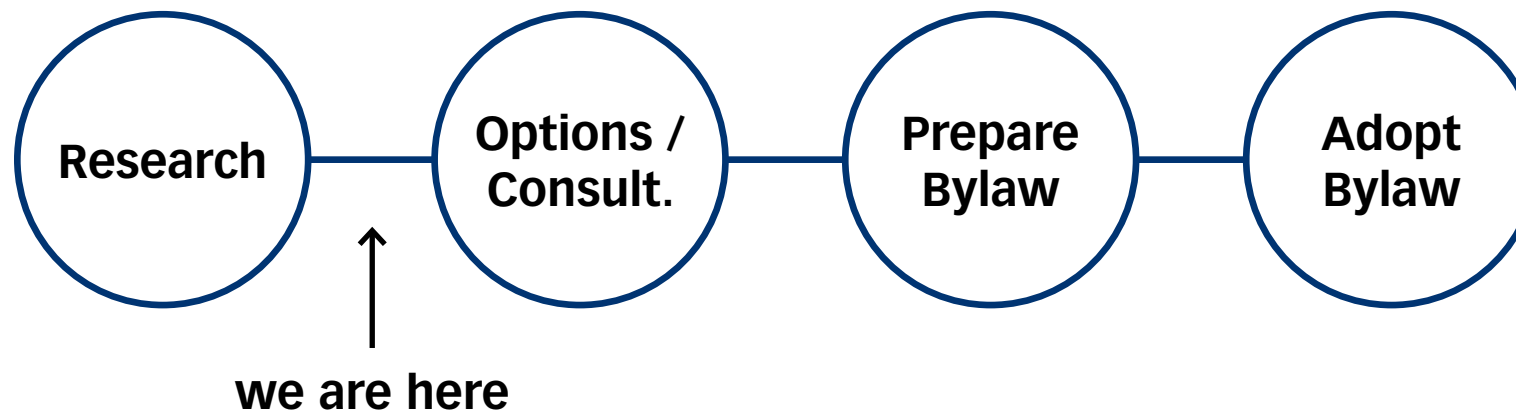
Exploring

Checking-in

Requirement	Increasing the requirement for off-street bicycle parking	 Agreeable, continue exploring
Floor Area	Adding floor area per bike for required off-street bicycle parking	 Variable, questions remain
Siting / Design Standards	Considering location, siting and design standards for bike parking	 Uneasy, change direction

Next Steps

Strategic Zoning Bylaw work plan



Recommendation

THAT the verbal report from the Senior Planner, regarding the strategic Zoning Bylaw update, be received for information.