



POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: May 1, 2018  
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Meeting Date: May 15, 2018

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design and Sustainability  
SUBJECT: Text Amendments to CD-1 (Comprehensive Development) By-laws to Enable Public Bike Share

**RECOMMENDATION**

THAT the General Manager of Planning, Urban Design and Sustainability be instructed to make application to:

- (i) amend 17 CD-1 (Comprehensive Development) By-laws to include Public Bike Share as a permitted use; and
- (ii) amend Section 10.36.1 of the Zoning and Development By-law by adding 14 site locations to the PBS service area,

as generally presented in Appendix A, and that the application be referred to a Public Hearing;

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary amending by-laws, generally in accordance with Appendix A, for consideration at Public Hearing.

**REPORT SUMMARY**

This report recommends amendments to 17 CD-1 (Comprehensive Development) By-laws to enable Public Bike Share (PBS) as a permitted use. The report also recommends adding 14 locations (13 CD-1 zoned sites and one RS-1 zoned site) to the PBS service area listed in Section 10 of the Zoning and Development By-law. The proposed

amendments achieve the intent of earlier zoning and development permit approval processes and correct inadvertent omissions.

In each instance, the PBS station locations have already been negotiated by staff with the applicant or owner of the properties through the rezoning or development process; either as a condition of rezoning approval or through the development permit process. In many instances, the legal Statutory Right-of-Way (SRW) for future PBS stations, have already been constructed or are under construction.

The work represents the first step (Phase I) in allowing PBS stations on private land across the City. Additional work in Phase II, scheduled for late fall 2018, will involve the further review of the Zoning and Development By-law to enable PBS stations City-wide. As part of the Phase II work, Planning staff, in consultation with Engineering, will develop and bring forward for Council approval a set of Design Guidelines for PBS stations on private land.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

#### *Relevant Council Policies include:*

Transportation Plan (1997)  
Downtown Transportation Plan (2002)  
Greenest City Action Plan (2011)  
Transportation 2040 Plan (2012)

#### *Recent Council Decisions include:*

In 2012, Council approved amendments to the City Land Use By-law, Street Vending By-law, Vehicle for Hire By-law, License By-law, Building By-law, Sign By-law and the Zoning and Development By-law to facilitate the implementation of a PBS system in certain areas of the City.

In 2013, Council authorized staff to enter into an agreement with Alta Bicycle Share. Following two years of discussion, the City collapsed the process and announced a new procurement process, resulting in the 2016 agreement with CycleHop Corp Canada.

In November 2017, Council received an update on the PBS system and directed staff to prepare further by-law amendments to allow for PBS City-wide.

### ***CITY MANAGER'S/GENERAL MANAGER'S COMMENTS***

The City Manager and the General Manager of Planning, Urban Design and Sustainability RECOMMENDS approval of the foregoing.

## REPORT

### Background/Context

Since its launch in 2016, Vancouver's public bike share system Mobi by Shaw Go has been embraced by the community. Over 57,000 users have completed over 795,000 trips in the City, and to date, there are 143 stations and over 1,400 bikes available to users. In total across the City, 116 stations are located on street right-of-way, 19 stations are located on private land (11 of which are City-owned properties like City Hall, Central Library, etc.) and 8 stations are located in Parks.

Public bike share (PBS) has been an objective of the City of Vancouver for many years. In 2012, Council first amended the Zoning and Development By-law to facilitate the introduction and operation of a PBS system on private land limited to a service area, consisting of the Downtown Peninsula bounded by Alma Street, 16th Avenue and Victoria Drive (Figure 1 below). PBS is already permitted on a City-wide basis on the street right-of-way.

Figure 1 Public Bike Share Service Area (Section 10 Zoning and Development By-law)



The 2012 amendments to the Zoning and Development By-law also introduced PBS as a conditional Retail Use and incorporated the new use into the District Schedules existing at the time, as well as nine CD-1 (Comprehensive Development) By-laws within the PBS service area.

Since that time, a number of additional PBS stations have been requested and negotiated by staff through the rezoning and development process both inside and outside the service area. These station locations have been secured either as conditions of rezoning (enactment) or through development permit approval process. In some

instances, the zoning and/or location of the site, however, has not adequately provided for the intended use. This report therefore recommends amending 17 CD-1 By-laws to include PBS as a Retail Use and adding 14 sites to the PBS service area listed under Section 10 of the Zoning and Development By-law to rectify these omissions.

Approval of the recommended amendments represents the first step (Phase I) in allowing PBS on private land throughout the City. Phase II, scheduled for Spring 2019, will involve drafting and bringing forward additional Zoning and Development By-law amendments to expand the PBS service area in Section 10 of the by-law. These amendments will involve adding PBS as a conditional Retail Use in several zones and Official Development Plans (ODPs) and other housekeeping amendments. Additional amendments enabling PBS in several CD-1 by-laws that are still waiting enactment will also come forward at that time.

As part of the Phase II work, staff will also develop a set of Design Guidelines for PBS stations. Design guidelines typically include best practices, criteria and typologies for conditional uses on zoned lands; and the guidelines will assist developers, designers and staff in evaluating proposals, candidate sites and locating PBS stations on private land.

### *Strategic Analysis*

The following sections outline the text amendments required to include PBS as a permitted use in 17 individual CD-1 By-laws, and identify 14 additional sites to be added to the PBS service area.

#### 1. Proposed Amendments in the Service Area

Within the current service area, 12 CD-1 by-laws need to be amended. In total, four CD-1 by-laws (#539, #601, #655, #661) require amendments to allow for a Retail Use limited to PBS, while seven CD-1 by-laws (#250, #311, #537, #562, #563, #587, #607) require amendments to allow for PBS as a permitted Retail Use.

In addition, two CD-1 by-laws (#311 and #525) require a change to the 'Conditions of Use' to clarify that PBS stations are not contained within enclosed buildings.

The following table provides the full list of the CD-1 by-laws and associated PBS locations in the service area requiring an amendment. On nine of the 11 sites the area required for the PBS station has been constructed or is under construction with the development of the building.

*Table 1: CD-1 by-laws to be amended to enable PBS inside the Service Area*

No	Zone	PBS Location
1	CD-1 #250 (By-law No. 6663)	Grandview Hwy North (at Commercial Drive) Commercial Drive Sky Train Station
2	CD-1 #311 (By-law No. 7201)	Griffiths Way (at Pacific Boulevard) Rogers Arena
3	CD-1 #525 (By-law No. 10433)	West Georgia Street (at Richards Street) Telus Gardens

4	CD-1 #537 (By-law No. 10566)	Denman Street (at Nelson Street) Denman Place Mall - Coast Hotel
5	CD-1 #539 (By-law No. 10608)	Comox Street (at Broughton Street) The Lauren
6	CD-1 #562 (By-law No. 10870)	Helmcken Street (at Richards Street)
7	CD-1 #563 (By-law No. 10874)	Richards Street (at Pacific Street)
8	CD-1 #587 (By-law No. 11106)	Burrard Street (at Drake Street) Burrard Gateway
9	CD-1 #601 (By-law No.11196)	Knight Street (at East 15th Avenue)
10	CD-1 #607 (By-law No. 11243)	Thurlow Street (at Pendrell Street)
11	CD-1 #655 (By-law No. 11740)	West 13th Avenue (at Heather Street) Heather Place
12	CD-1 #661 (By-law No. 11781)	West 14th Avenue (at Burrard Street)

## 2. Proposed Amendments outside the Service Area

Under Section 10.36.1 of the Zoning and Development By-law, PBS is a permitted use within the service area that includes the downtown peninsula and surrounding lands, bounded by Alma Street, 16th Avenue and Victoria Drive.

Despite this, a number of PBS stations have been secured by staff through the rezoning and development permit process outside the service area. In total 13 CD-1 zoned sites (largely located in the Cambie Corridor and East Fraser Lands) and one RS-1 zoned site at the Joyce Street Skytrain station have been secured and need to be added to the PBS service area listed in the Zoning and Development By-law.

In addition, five of the CD-1 By-laws listed below (#566, #567, #619, #623, #650) require amendments to allow for a conditional Retail Use limited to PBS.

*Table 2: By-laws to be amended and/or added to the service area to enable PBS*

No	Zone	PBS Location
1	CD-1 #71 (By-law No. 4570)	Southwest Marine Drive (at Nunavut Lane)
2	CD-1 #566 (By-law No. 10941)	East Fraser Lands Town Square Precinct Parcels 16.2, 18.2
3	CD-1 #567 (By-law No. 10943)	East Fraser Lands Waterfront Precinct Parcels 26, 27
4	CD-1 #577 (By-law No. 11020)	Cambie Street (at Southwest Marine Drive)
5	CD-1 #589 (By-law No. 11108)	West King Edward Avenue (at Cambie Street)
6	CD-1 #600 (By-law No. 11194)	West 28th Avenue (at Cambie Street)
7	CD-1 #611 (By-law No. 11278)	Cambie Street (at West 60th Avenue)

8	CD-1 #616 (By-law No. 11311)	East Broadway (at Nootka Street)
9	CD-1 #619 (By-law No. 11342)	Wales Street (at East 43rd Avenue) Avalon Dairy
10	CD-1 #623 (By-law No. 11440)	Cambie Street (at West 54th Avenue)
11	CD-1 #627 (By-law No. 11486)	Cambie Street (at West 59th Avenue)
12	CD-1 #650 (By-law No. 11728)	Cambie Street (at West 37th Avenue)
13	CD-1 #679 (By-law No.11930)	Southeast Marine Drive (at Fraser Street)
14	RS-1	Joyce Street (at Vanness Avenue) Joyce Street Sky Train Station

**Financial**

As noted above, the contemplated PBS station locations have already been secured by staff through the rezoning and development permit. As such, the proposed amendments will not result in material financial implications to the City or to the development on any of the specified CD-1 zones.

**CONCLUSION**

Since its launch in 2016, Vancouver’s public bike share system Mobi by Shaw Go has successfully been taken up by the community. This report proposes text amendments to 17 individual CD-1 By-laws and the addition of 14 sites to PBS service area listed in Section 10.36.1 of the Zoning and Development By-law. Altogether the amendments achieve the intent of earlier rezoning and development permit approvals and correct inadvertent omissions to fully enable the operation of PBS stations on 26 sites throughout the City.

Approval of the recommended amendments represents the first step (Phase I) in expanding PBS City-wide on private land. Phase II, scheduled for Spring 2019, will involve drafting and bringing forward an additional set of Zoning and Development By-law amendments, as well as a set of Design Guidelines, to allow PBS on private lands City-wide.

\* \* \* \* \*

PROPOSED TEXT AMENDMENTS TO  
VARIOUS CD-1 BY-LAWS  
REGARDING PUBIC BIKE SHARE

**Note:** A by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This By-law amends the indicated provisions of various City of Vancouver by-laws governing zoning matters in the City.
2. Council amends By-law No. 6663, as amended, by inserting in section 2(d), after the words "drug store", the words ", Public Bike Share,".
3. Council amends By-law No. 7201, as amended, by inserting in section 4(g), after the words "Drug Store'", the words ", Public Bike Share,".
4. Council further amends By-law No. 7201, as amended, by inserting:
  - (a) a new section 5.1(c) that reads:

"(c) Public Bike Share;" and
  - (b) by renumbering sections 5.1(c) and 5.1(d) as sections 5.1 (d) and 5.1(e) respectively.
5. Council amends By-law No. 10433, as amended, by inserting:
  - (a) a new section 5.1 (b) that reads:

"(b) Public Bike Share;" and
  - (b) by renumbering sections 5.1(b) and 5.1(c) as sections 5.(1)(c) and 5.1(d) respectively.
6. Council amends By-law No. 10566, as amended, by inserting in section 2.2(e), after the word "Pawnshop," the words "Public Bike Share,".
7. Council amends By-law No. 10608, as amended, by inserting:
  - (a) a new section 2.2(c) that reads:

"(c) Retail Uses limited to Public Bike Share;" and
  - (b) by renumbering sections 2.2(c) and 2.2(d) as sections 2.2(d) and 2.2(e) respectively.
8. Council amends By-law No. 10870, as amended, by inserting in section 2.2(c), after the words "Drug Store," the words "Public Bike Share,".

9. Council amends By-law No. 10874, as amended, by inserting in section 2.2(d), after the words "Drug Store," the words "Public Bike Share,".
10. Council amends By-law No. 11106, as amended, by inserting in section 2.2(d), after the words "Drug Store," the words "Public Bike Share,".
11. Council amends By-law No. 11243, as amended, by inserting in section 2.2(d), after the words "Drug Store," the words "Public Bike Share,".
12. Council amends By-law No. 11196, as amended, by inserting:
  - (a) a new section 2.2(a), which reads:

"(a) Retail Uses limited to Public Bike Share;" and
  - (b) by renumbering sections 2.2(a) and 2.2(b) as sections 2.2(b) and 2.2(c) respectively.
13. Council amends By-law No. 11740, as amended, by inserting:
  - (a) a new section 3.2(a), which reads:

"(a) Retail Uses limited to Public Bike Share;" and
  - (b) by renumbering sections 3.2(a) and 3.2(b) as sections 3.2(b) and 3.2(c) respectively.
14. Council amends By-law No. 11781, as amended, by inserting:
  - (a) a new section 2.2(a), which reads:

"(a) Retail Uses limited to Public Bike Share;" and
  - (b) by renumbering sections 2.2(a) and 2.2(b) as sections 2.2(b) and 2.2(c) respectively.
15. Council amends By-law No. 10941, as amended, by inserting:
  - (a) a new section 3.4(f), which reads:

"(f) Retail Uses limited to Public Bike Share;" and
  - (b) by renumbering sections 3.4(f) and 3.4(g) as sections 3.4(g) and 3.4(h) respectively.
16. Council amends By-law No. 10943, as amended, by inserting:
  - (a) a new section 3.2(c), which reads:



- “(c) Retail Uses limited to Public Bike Share;” and
  - (b) by renumbering sections 3.2(c) and 3.2(d) as sections 3.2(d) and 3.2(e) respectively.
- 17. Council amends By-law No. 11342, as amended, by inserting:
  - (a) a new section 2.2(a), which reads:
    - “(a) Retail Uses limited to Public Bike Share;” and
  - (b) by renumbering sections 2.2(a) and 2.2(b) as sections 2.2(b) and 2.2(c) respectively.
- 18. Council amends By-law No. 11440, as amended, by inserting:
  - (a) a new section 2.2(a), which reads:
    - “(a) Retail Uses limited to Public Bike Share;” and
  - (b) by renumbering sections 2.2(a) and 2.2(b) as sections 2.2(b) and 2.2(c) respectively.
- 19. Council amends By-law No. 11728, as amended, by inserting:
  - (a) a new section 2.2(a), which reads:
    - “(a) Retail Uses limited to Public Bike Share;” and
  - (b) by renumbering sections 2.2(a) and 2.2(b) as sections 2.2(b) and 2.2(c) respectively.
- 20. Council strikes section 10.36.1 of the Zoning and Development By-law No. 3575 as amended, as replaces it as follows:
  - “10.36.1 Despite anything to the contrary in this By-law, Public Bike Share is only a permitted use of zoned lands that fall within the area inside the thick black line shown on the map attached to this section as Figure “1”, on lands with the PID 016-018-460 and legally described as THAT PART OF THE DISTRICT LOT 36 IN REFERENCE PLAN 2139, EXCEPT PART SHOWN BLUE ON PLAN 6097 AND PART IN REFERENCE PLAN 6561 GROUP 1 NEW WESTMINSTER DISTRICT, and in those lands in the City subject to the following Comprehensive Development By-laws:
    - (a) By-law No. 4570, as amended;
    - (b) By-law No. 10941, as amended;
    - (c) By-law No. 10943, as amended;
    - (d) By-law No. 11020, as amended;

- (e) By-law No. 11108, as amended;
- (f) By-law No. 11194, as amended;
- (g) By-law No. 11278, as amended;
- (h) By-law No. 11311, as amended;
- (i) By-law No. 11342, as amended;
- (j) By-law No. 11440, as amended;
- (k) By-law No. 11486, as amended;
- (l) By-law No. 11728, as amended; and
- (m) By-law No. 11930, as amended.

Active Transportation Policy Council - Public Bike Share Stations on Private Property  
- Motion (April 4, 2018)

WHEREAS

1. The City's public bike share program, Mobi by Shaw Go, was launched in the summer 2016;
2. By the fall 2017, there were 125 Mobi stations, and over 1,200 bikes in the system operating exclusively in the downtown peninsula, bounded by Arbutus Street, 16th Avenue and Main Street, with plans to expand the system east to Victoria Drive in the summer of 2018. On average, there are 10 stations per square km;
3. To date, over 750,000 Mobi trips have been taken, covering over 2 million kms;
4. The public bike share system has increased overall mobility and transportation choice in the city. Members indicated that 17% of their trips would otherwise not have been made had they not had access to public bike share;
5. 15% of the current stations are located on private property; and
6. Under the City's zoning by-law, public bike share stations are considered a retail use, which is not permitted within all CD-1 (Comprehensive Development) zones where many of the stations on private property would be located.

THEREFORE BE IT RESOLVED THAT the Active Transportation Policy Council supports the City in updating and amending the Zoning & Development By-law and Official Development Plans to ensure that public bike share is an allowed use on private land throughout the city.

CARRIED UNANIMOUSLY