

ZONING BYLAW RENEWAL REPORT #4

Proposed Zones, Initiative Update and Next Steps

RECOMMENDATION

That the April 12, 2022, Urban Planning and Economy report UPE00978, be received for information.

Report Purpose

Information only.

To provide an update and next steps on the Zoning Bylaw Renewal Initiative and its four projects, as well as to provide the approach to the new Zoning Bylaw and an outline of the proposed zones.

Executive Summary

- The Zoning Bylaw Renewal Initiative will shape Edmonton's built form for future generations and is foundational to achieving The City Plan.
- The new Zoning Bylaw will encourage high quality built form outcomes and will lay the groundwork to help create a more equitable, livable and adaptable city for all.
- The new Zoning Bylaw will create a modern regulatory environment that focuses on simplifying and streamlining requirements. This renewed focus will support more efficient service delivery and remove unnecessary barriers for those who want to invest in Edmonton.
- The online user experience for planning and development services will be enhanced through new online tools and technology to manage the new Zoning Bylaw.
- The Zoning Bylaw Renewal Initiative has recalibrated its timeline in response to community and industry feedback and has added one year to its schedule.
- Zoning is a complex topic that can often be difficult for many to understand and engage with. To ensure Edmontonians are prepared to participate in engagement, Administration will be tailoring engagement activities for different audience needs.
- The entire city is proposed to be rezoned to the closest equivalent zone under the new Zoning Bylaw.

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REPORT

The Zoning Bylaw Renewal Initiative is a multi-year comprehensive modernization of Edmonton's current Zoning Bylaw that includes rethinking how, what and why the City regulates zoning and land development. Renewing the Zoning Bylaw is a long-overdue process in reimagining Edmonton's regulatory framework to realize the strategic direction of The City Plan and help create a city in which all people can belong, live, thrive, access, preserve and create.

The Zoning Bylaw Renewal Initiative is currently in Phase 2, Develop and Build. This report presents the big shifts of the new Zoning Bylaw and provides an outline of the new proposed zones. The report also provides a progress update and next steps on the four projects of the initiative:

1. New Zoning Bylaw - writing a new Zoning Bylaw
2. City-wide rezoning - rezoning land to align with the new Zoning Bylaw
3. Technology - using technology to manage the new Zoning Bylaw and improve online customer service
4. Implementation - navigating a smooth transition to the new Zoning Bylaw and technology

New Zoning Bylaw

A partial draft of the new Zoning Bylaw has been shared internally and with EPCOR and targeted stakeholders for specific technical input. Over the next five months, Administration will continue to write and refine the new Zoning Bylaw and start testing the zones. Administration will also continue to apply the various tools and frameworks developed through the Zoning Bylaw Renewal Initiative, including the GBA+ and Equity Toolkit and Decision-Informing Framework.

Attachment 1 provides an overview of some of the big shifts and desired outcomes proposed with the new Zoning Bylaw and Attachment 2 is a high-level overview of the proposed standard zones. The changes presented in both attachments support greater flexibility, adaptability and service excellence; however, they will require a different approach to regulation and a willingness to relax prescriptive control over specific development outcomes. These changes are necessary to realize many of The City Plan's development outcomes, such as 15-minute districts. They will require a Zoning Bylaw that enables a greater variety of built forms and housing options throughout the city and help support more opportunities for business and development.

For example, a new small scale residential zone is proposed that would replace the current (RF1) Single Detached Residential Zone, (RF2) Low Density Infill Zone, (RF3) Small Scale Infill Development Zone and (RF4) Semi-detached Residential Zone throughout Edmonton's redeveloping neighbourhoods (generally within Anthony Henday Drive), while retiring the Mature Neighbourhood Overlay. This approach, along with a consistent height limit of 10 metres, would enable a diverse range of housing choices throughout all of Edmonton's neighbourhoods. In addition, this zone would enable new commercial opportunities under specific conditions, to provide services closer to where people live without the need for a rezoning.

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Allowing this more equitable distribution of opportunities for different housing types and small businesses provides for a gradual, incremental approach to intensification within neighbourhoods, while directing the denser, taller mix of commercial and residential development to The City Plan's nodes and corridors network. Together these changes will lay down a new zoning foundation that will help enable 15-minute districts, allowing Edmontonians to meet their daily needs within their own neighbourhoods.

Administration will continue to review, refine and test the proposed zones. Additional zones may be created following further research, analysis and feedback to help address gaps identified in Edmonton's proposed development regulations.

City-wide Rezoning

In order to implement the zones in the new Zoning Bylaw, the majority of properties in the city will need to be rezoned, which will result in a new zoning map. Properties will be rezoned to the closest equivalent zone under the new Zoning Bylaw.

Attachment 3 provides a set of updated guiding principles which will be used to inform what a property's new zone will be and information on where the new zoning map will be available for viewing.

To assist Edmontonians in understanding the changes that will apply to their neighborhoods, Administration is developing an equivalency table for the city-wide rezoning. This table will provide detailed information on what new zones will be applied and where.

Technology and Implementation

Administration is exploring options for online tools (technology) to manage the new Zoning Bylaw and improve the online user experience for planning and development services. Technology will increase Edmontonians' access to the Zoning Bylaw, help them better understand how the regulations affect their property, and help support a streamlined development process.

Currently, the Technology Project is in the process of planning for the following deliverables:

- New interactive version of the new Zoning Bylaw (content management system)
- New site-specific interactive zoning map
- New development applications interactive map
- Development permit automation

Implementation of the new Zoning Bylaw and technology will require careful planning and consideration as external and internal processes and systems may be impacted. Land development processes and training materials for users will need to be updated to navigate a smooth transition to the new Zoning Bylaw and supporting systems.

An overview of the initiative's technology and implementation projects is provided in Attachment 4.

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Initiative Timeline

The City is changing how it plans and regulates development to improve the lives of all Edmontonians — and the perspectives of Edmontonians and other stakeholders are important to develop a bylaw that achieves the desired balance of regulation and innovation. In striking this balance, the City must move at the pace of community conversations and provide the tools and resources needed to effectively and actively participate in The City Plan's implementation.

In response to community and industry feedback, Administration has adjusted the timeline for the generational Zoning Bylaw Renewal initiative by one year. This year better enables Edmontonians to meaningfully engage, and gives Administration time to refine, test and analyze the zones to ensure they enable implementation of The City Plan and support a more streamlined and efficient development process.

A detailed timeline of deliverables can be found in Attachment 5. Recalibrating the timeline does not change the overall direction, or the scope of the initiative. Administration is listening to Edmontonians — both industry and community — learning from their perspectives and working together on a shared journey to implement The City Plan.

The District Planning and Zoning Bylaw Renewal teams will work in conjunction to implement The City Plan's land use concept and are both in the process of drafting regulations and policy. Over the next year, the District Planning and Zoning Bylaw Renewal teams will coordinate engagement and communications strategies to make it easier and more convenient for Edmontonians, industry and community organizations to participate.

Post Renewal: Special Projects and Monitoring of the new Zoning Bylaw

Renewing Edmonton's Zoning Bylaw is a major undertaking that requires extensive time, resources and a focused project scope in order to accomplish its primary objectives. It is important for the first version of the new Zoning Bylaw to provide a foundation with clear, effective regulations that align with strategic policies and directions.

Administration has been asked by Council, stakeholders and Edmontonians if the following items fall in the scope of the Zoning Bylaw Renewal Initiative. Due to complexity, each item would best be addressed once a modernized regulatory framework is in place, in a post-bylaw renewal project scoping:

- Upzoning land to implement The City Plan and District Plans
- Rezoning Direct Control Zones to new standard zones and updating Direct Control Zones
- Inclusionary housing regulations
- Additional actions to address climate adaptation or energy transition other than what is the in scope of the initiative
- Reviewing and amending separation distances for Cannabis Retail Sales

Once implemented, the new Zoning Bylaw will be closely monitored and evaluated to ensure it is delivering the anticipated regulatory planning landscape to enable and steward social and

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economic investments and growth throughout Edmonton. Administration will continue the proactive maintenance of the bylaw, bringing forward text amendments as required.

COMMUNITY INSIGHT

Zoning is a complex topic that can often be difficult for many to understand and engage with, particularly as the initiative moves forward with more technical land use information.

Administration will be tailoring the design of engagement activities based on audience and their specific needs: residents, equity-seeking communities, industry community groups, community leagues, stakeholder groups and more.

An extensive range of engagement methods, generally related to the Advise and Refine roles of the City's Public Engagement Spectrum, will be customized based on participant time commitments, and will span 2022 in the following ways:

- Educate - to create awareness and understanding, to ensure Edmontonians have the tools/resources to fully participate, and to inform audiences of engagement opportunities
- Listen - to gather further insights, perspectives and experiences related to zoning
- Discuss - to facilitate two-way conversations on the draft Zoning Bylaw and zoning map
- Refine - to validate feedback and input shared, and to connect back with Edmontonians (extending into 2023)

Attachment 6 provides a summary of engagement, communications and marketing efforts planned and previously undertaken to support the Zoning Bylaw Renewal Initiative. Upcoming engagement activities, along with What We Heard and engagement reports, are posted on the initiative's website at edmonton.ca/zoningbylawrenewal.

GBA+

GBA+ and equity has been a top priority within the Zoning Bylaw Renewal Initiative, and has helped in determining how a municipality can apply an equity lens to zoning. In the context of planning, equity means enabling access to all parts of the city for residents to live, work and play — while accounting for impact of the use of land on adjoining properties. While equity alone is not a land use consideration, applying equity as a lens to look at the impact(s) of land use is.

GBA+ informed the Zoning Bylaw Renewal Initiative team to seek insight on social inequities perpetuated due to zoning and how these barriers are experienced differently based on one's identity factors. To address these challenges, a GBA+ and Equity Toolkit was created, inviting Administration to think about social inequities, identity factors, and equity measures during the regulation writing process, in addition to a Human Rights and Charter Rights lens. The development of a GBA+ and Equity Toolkit has provided the City of Edmonton the opportunity to refocus its land use controls through an equity lens, arguably the first Canadian municipality to make such an attempt. The Toolkit prompts Administration to draft regulations that:

- Are based on land use impacts
- Accommodate all housing needs
- Create opportunities for attainable and affordable types of housing

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- Support informal gatherings, recreation, arts, culture and spirituality
- Are easier to understand and interpret

Insights and expertise from Black, Indigenous, and racialized people, and those from underrepresented and marginalized groups, have helped to identify a variety of strategies and measures to advance equity in the Zoning Bylaw, including writing regulations in plain language and providing visual aids or graphics.

A range of engagement, communications and marketing strategies are being planned to support the full mobilization and participation of all Edmontonians to share their perspectives on the Zoning Bylaw Renewal Initiative. A study with the University of Alberta's School of Urban and Regional Planning is expected to provide insights on how engagement can be tailored for marginalized and underrepresented communities.

ATTACHMENTS

1. Rethinking the Way We Zone
2. Outline of Proposed Zones
3. Guiding Principles and Accessing Zoning Information
4. Technology and Implementation Projects: Deliverables and Next Steps
5. Zoning Bylaw Renewal Initiative Timeline
6. Engaging with Edmontonians