

# Amendments to Zoning Bylaw 12800 - Achieving Higher Quality Development Along Major Corridors

## Recommendation:

That Administration prepare amendments to Zoning Bylaw 12800, as generally outlined in Attachment 1 of the June 7, 2017, Sustainable Development report CR\_3823, and return to a future City Council Public Hearing.

## Report Summary

**This report proposes amendments to Zoning Bylaw 12800 to improve landscaping and screening on industrial properties, particularly along major transportation corridors.**

## Previous Council/Committee Action

At the June 21, 2016, Executive Committee meeting, the following motion was passed:

That Administration prepare amendments to Zoning Bylaw 12800 as generally outlined in the June 21, 2016, Sustainable Development report CR\_2473, and return to Committee in the second quarter of 2017.

## Report

### Background

The Maple Ridge Industrial Area Structure Plan and the Winterburn Industrial Area Structure Plan each contain policies that encourage a higher aesthetic standard for development on specific sites located adjacent to Anthony Henday Drive, Stony Plain Road, and Yellowhead Trail. In an effort to implement these, and other policies that pertain to major corridors, Administration has drafted the amendments attached to this report (see Attachment 1 - Mark-up of Proposed Text Amendment to Zoning Bylaw 12800).

### Current Challenges and Practice

The appearance of outdoor storage that frequently occurs in Industrial Zones is an identified issue along major corridors. Section 55 (Landscaping) and Section 57 (General Performance Standards) contain regulations that require additional landscaping or screening to reduce impact and visibility of outdoor activities and storage.

These requirements are enforced at the Development Permit stage. In the case of development without a permit or with an expired permit, they are enforced by

Development Compliance. However, the effectiveness of this screening is often dependent on the height of the materials being stored and distance from property line. An added constraint to achieving better outcomes are unclear regulations detailing effective screening. In addition, the ability of landscaping to screen outdoor storage can be compromised by poor plant species selection and difficulty in maintaining plant materials, particularly on unserviced sites, which can be found in Winterburn and Maple Ridge.

Administration found that many of the properties along transportation corridors could benefit from an improved aesthetic standard. Administration also found that some of these properties were either in contravention of a Development Permit, operating without a Development Permit, or in non-compliance with the regulations of Zoning Bylaw 12800. A project to bring these properties into compliance has been initiated by Development Compliance.

### Proposed Amendments

The amendments propose to apply the General Performance Standards in Section 57 to the (AGI) Industrial Reserve Zone where, at present, they do not apply. The proposed amendments will also provide improved clarity as to what forms of screening are acceptable in the (IM) Medium Industrial Zone, (IH) Heavy Industrial Zone, and (AGI) Industrial Reserve Zone, in the same manner that currently applies to the (IB) Industrial Business and (IL) Light Industrial Zone.

In order to address the height of outdoor storage materials and displays, amendments are proposed for three Industrial Zones, removing the term “building height” and instead referring simply to “height” in general. This will clarify that the maximum height applies to all structures and materials on site, not just buildings. Additional regulations are proposed to be added to the (IM) Medium Industrial Zone and (AGI) Industrial Reserve Zones, limiting the height of outdoor storage to eight metres on sites adjacent to a major corridor within 15 metres of the property line abutting the corridor, and to two metres in height within six metres of that property line. See Attachment 2 - (AGI) Industrial Reserve and (IM) Medium Industrial Zoning Map for locations of this zone. This will ensure that the height of outdoor storage is lower than the maximum building height in these zones, and that materials located closer to the transportation corridor are limited to the approximate height of a typical fence, allowing for more effective screening.

The proposed amendments also introduce a requirement for 50 percent of plant materials on unserviced sites to be species native to the Edmonton area. This will reduce maintenance costs and increase the likelihood of survival for landscaping used as screening. This is particularly important in order to attain effective naturalization or screening by way of landscaping in locations that are unserviced. The amendments also propose to allow required trees to be concentrated in the front yard and the yard abutting the major transportation corridor for industrial sites along these corridors.

### Other Potential Approaches

In addition to amendments to Zoning Bylaw 12800, stakeholders raised other potential approaches for enhancing the visual appearance of major corridors including:

- rezoning properties abutting major corridors to (IB) Industrial Business Zone
- aesthetic improvements to the public right-of-way and Transportation/Utility Corridor
- incentive programs for improving the appearance of industrial sites, similar to the Facade Improvement Program

### Conclusion

Redevelopment of industrial sites along major transportation corridors will result in improved appearances over time. In the near term, corrective action through enforcement of current regulations is another tool to improve development outcomes.

### **Policy**

*The Way We Grow*, Edmonton's Municipal Development Plan:

- 5.1.1: Embrace high quality urban design throughout Edmonton.
- 5.7.1.5: Implement design guidelines for major city entrance corridors to create a sense of arrival to the city.

### **Corporate Outcomes**

This report contributes to the corporate outcomes of ensuring “Edmonton is attractive and compact” and “Edmonton has a globally competitive and entrepreneurial business climate” as it will improve the aesthetics of major transportation corridors, making them more attractive areas for investment, as described in *The Way Ahead – City of Edmonton Strategic Plan, 2009-2018*.

### **Risk Assessment**

<b>Risk Element</b>	<b>Risk Description</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Risk Score</b>	<b>Current Mitigations</b>	<b>Potential Future Mitigations</b>
Maintaining existing regulations	Industrial properties abutting major corridors continue to have aesthetic issues.	4 - Likely	2 – Moderate	8 – Medium	Enforcement action for properties in contravention of a Development Permit, operating without a Development Permit, or in	Public realm improvement.  Incentive programs for aesthetic improvement.

					non-compliance with the regulations of Zoning Bylaw 12800.	
Public Acceptance	Affected property owners are concerned about impact of new regulations.	3 – Possible	2 – Moderate	6 - Low	Consultation with stakeholders.	Additional outreach to affected property owners.
Competitiveness	New regulations result in lack of competitiveness with industrial areas in adjacent municipalities	3 – Possible	3 - Major	9 - Medium	Consultation with stakeholders.	Monitoring of outcomes.  Additional amendments to Zoning Bylaw 12800.

### **Public Engagement**

Meetings were held with:

- the Winterburn Business Association on November 25, 2016
- Urban Development Institute - Edmonton Region on December 6, 2016
- the West Edmonton Business Association on December 8, 2016

General themes of feedback received during meetings included:

<b>Theme</b>	<b>Comments</b>
General comments	<ul style="list-style-type: none"> <li>• It is important for the City to look good as you enter</li> <li>• Temporary Storage belongs on the outskirts of the city. These uses will move further out over time as development continues</li> <li>• Properties along major corridors should be zoned (IB) Industrial Business Zone to ensure aesthetic improvements</li> <li>• Most businesses have an interest in looking good, storage yards have less incentive</li> <li>• Front-end costs are more manageable than ongoing costs</li> </ul>

	<ul style="list-style-type: none"> <li>• Difficult to achieve high aesthetic standards on sites that are unserviced</li> </ul>
Landscaping and Screening	<ul style="list-style-type: none"> <li>• Natural environmental design works best</li> <li>• Irrigation and maintenance can be difficult and go against LEED principles</li> <li>• Landscaping is better than other forms of screening because it is less subject to taste</li> <li>• Screening such as chain-link fence can be unsightly</li> <li>• Screening may not be effective depending on height of storage and slope from the road to the site</li> </ul>
Incentives and Business Associations	<ul style="list-style-type: none"> <li>• Incentives and positive pressure work better than regulation</li> <li>• Showing business owners how investment can improve business is helpful</li> <li>• Businesses respond better to business associations than regulation</li> <li>• A program similar to the Facade Improvement Program would help improve aesthetics</li> <li>• A preferred landscape list for industrial properties would be helpful</li> </ul>
Public Realm	<ul style="list-style-type: none"> <li>• Transportation/Utility Corridor could be improved by the Province</li> <li>• Public right-of-way should be enhanced</li> <li>• Cluster planting in rights-of-way would improve corridors aesthetically</li> </ul>

A draft of this report was circulated on March 6, 2017, to Urban Development Institute - Edmonton Region, NAIOP Commercial Real Estate Development Association, Winterburn Business Association, West Edmonton Business Association, and South Edmonton Business Association. No responses were received.

## Metrics, Targets and Outcomes

Metrics	Targets	Outcomes
Current requirement for tree planting for industrial uses: one tree for every 25 square metres of Setback	Majority of required trees for industrial uses abutting major corridors to be located in the front setback and the setback abutting the corridor	Industrial uses are more effectively screened from major corridors
Approximately 200	At the time of	As properties are

properties subject to outdoor storage height limits at redevelopment	redevelopment, outdoor storage on properties abutting major transportation corridors will be less visible	redeveloped, the overall appearance of entry corridors to the City will be improved
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**Justification of Recommendation:**

The proposed amendments will enhance the visual appearance of major corridors by ensuring that outdoor activities on industrial properties are more effectively screened from view, and landscaping is easier to maintain.

**Attachments**

1. Mark-up of Proposed Text Amendment to Zoning Bylaw 12800
2. (AGI) Industrial Reserve and (IM) Medium Industrial Zoning Map

**Others Reviewing this Report**

- T. Burge, Chief Financial Officer and Deputy City Manager, Financial and Corporate Services
- A. Laughlin, Deputy City Manager, Integrated Infrastructure Services
- R. Smyth, Deputy City Manager, Citizen Services
- D. Jones, Deputy City Manager, City Operations