

Mature Neighbourhood Overlay Review

A Summary of the Mature Neighbourhood Overlay Review Project and Public Involvement Plan

Recommendation:

That the December 7, 2015, Sustainable Development report CR_2992, be received for information.

Report Summary

A review of the Mature Neighbourhood Overlay is identified as an action item in Edmonton's Infill Roadmap. This report provides an overview of the project, including the associated Public Involvement Plan that will guide the Mature Neighbourhood Overlay Review.

Previous/Council Committee Action

At the November 2, 2015, Agenda Review Committee meeting, the Sustainable Development report CR_2992 was postponed to the December 7, 2015, Special Executive Committee meeting.

Report

Edmonton is growing; the *2014 Growth Monitoring Report* forecasted that the city's population will increase by an additional 170,000 citizens over the next ten years. The City's strategy is to balance growth up, in and out to enable an attractive and affordable range of housing types in well-designed and well-connected communities. Supporting more and better residential infill is an intentional and deliberate strategy that will help us achieve this goal.

Infill is happening in Edmonton, and the conversation is evolving. Mature and established neighbourhoods have a key role to play in the ongoing growth and change in our city, and fostering and enabling an ongoing conversation about residential infill as a key pillar for city-building and community development is a critical part of this process. In 2014, the City approved over 12,000 new housing units city-wide, and over 2,000 of these were new infill homes in a combination of low, medium and high density forms. This new infill provides an opportunity for renewal and regeneration in our mature and established neighbourhoods.

Edmonton's Infill Roadmap is a two-year work program that supports more and better infill by outlining the key steps ahead, responding to new challenges and opportunities as they arise, encouraging new and more diverse housing, and promoting ongoing conversation about city change. The 23 actions in the Infill Roadmap were collaboratively identified by citizens, builders and Administration through the Evolving

Infill process. They represent key activities needed to remove barriers and proactively manage growth.

One of the next steps in the implementation of the Infill Roadmap is to undertake a review of the Mature Neighbourhood Overlay. Action 17 states:

Revise the Mature Neighbourhood Overlay of the Zoning Bylaw in order to:

- *make it a more effective tool to support infill in our mature neighbourhoods,*
- *reduce the need for variances and Class B Development Permits, and*
- *improve the approvals process.*

This will help support more infill across the wide diversity of established neighbourhoods by continuing to:

- *encourage infill that responds to the context of a property,*
- *increase predictability in the approvals process, and*
- *provide more design flexibility for new housing.*

The Mature Neighbourhood Overlay Review will also address the motions passed by Executive Committee at the August 18, 2015, and October 6, 2015, meetings:

That the Mature Neighbourhood Overlay Review include consideration of attractive articulation of the front facades for semi-detached and row-housing developments, such as having the facade of one unit staggered a minimum of 0.6 metres behind the facade of the other unit.

That Administration, as part of the Mature Neighbourhood Overlay review, examine how community character can be defined, considered, and/or addressed in a variety of different contexts through the land development process and return when the Mature Neighbourhood Overlay review is complete (mid 2016).

The Mature Neighbourhood Overlay was first introduced with Zoning Bylaw 12800 in 2001. The Mature Neighbourhood Overlay is a set of 24 modifying regulations that aim to ensure new development in the mature areas of Edmonton is sensitive to surrounding development. Refer to Attachment 1 to review where the Overlay applies and Attachment 2 for a breakdown of the 24 regulations found in the overlay. The Mature Neighbourhood Overlay is applied to five of the low-density residential zones, which includes:

- (RF1) Single Detached Residential Zone
- (RF2) Low Density Infill Zone

- (RF3) Small Scale Infill Development Zone
- (RF4) Semi-detached Residential Zone
- (RF5) Row Housing Zone

As described in Action 17 of the Infill Roadmap, the intent of the review is to make infill in mature areas easier and better for communities, developers, and Administration through improved regulations. The Review will include a present-day assessment of the Mature Neighbourhood Overlay, how it can be structured to support infill in the future, and what changes or other tools the City may need to achieve desired outcomes.

Project Overview:

Administration has prepared a project scope document and Public Involvement Plan to guide the Mature Neighbourhood Overlay Review. The project will include the following five stages:

1. Initial project consultation
2. Reviewing regulations, educating, and perspective sharing
3. Developing solutions and building commitment
4. Preparing changes to the Overlay
5. Presentation to Executive Committee, Public Hearing at City Council, and communicating the changes

The information and input gathered from public and stakeholder involvement in the Mature Neighbourhood Overlay Review will be used to provide Council with amendments that meet the goals outlined in Edmonton's Infill Roadmap, as well as providing Council with an overview of support for, or concerns with, any proposed amendments.

In further detail, the Mature Neighbourhood Overlay Review will include the following activities and actions:

- A thorough and clear public involvement process.
- A detailed examination of how the Overlay is currently applied, and establishing an understanding of its strengths and weaknesses.
- A review of the zones to which the Overlay applies.
- A review of variances and Subdivision and Development Appeal Board files to determine where the Overlay is most "varied" in practice.
- A review of contextual zoning practices from other jurisdictions.
- Consideration of attractive articulation of the front façades for semi-detached and row-housing developments.
- An examination of how community character can be defined, considered, and addressed in a variety of different contexts.
- Updating the privacy requirements.
- A review of the existing sunlight penetration considerations.

- A review of the notification requirements and how to streamline them while also making them more effective.
- Preparation of a Zoning Bylaw amendment to implement the outcomes of the review.

The Mature Neighbourhood Overlay Review will not include the following:

- Changes to the permitted and discretionary uses for any standard zone.
- Changes to development regulations for any other standard zones outside of the boundaries of the Mature Neighbourhood Overlay.

Public Involvement Plan

The Mature Neighbourhood Overlay is important to many stakeholders. In acknowledgment of this, our engagement approach has been designed to welcome broad input. To ensure that stakeholders and community members have ample opportunity and multiple channels to provide input on the Mature Neighbourhood Overlay Review, Administration has developed robust public engagement goals in alignment with the Evolving Infill approach. The primary goal of the Public Involvement Plan is to achieve active participation from stakeholders and the public in the review process. As such, we have crafted the Public Involvement Plan with the early input of stakeholders. Some of the proposed engagement activities include:

- Seeking feedback and suggestions from the Community Infill Panel at multiple points in the review process.
- Holding four community engagement events for the public and two industry stakeholder workshops throughout the review process.
- Interviewing residents of recent infill developments as well as their neighbours to gather thoughts on their experiences with infill with a specific focus on the Mature Neighbourhood Overlay's regulations.
- Distributing surveys to seniors, cultural groups, and new Canadians regarding the existing context of the Mature Neighbourhood Overlay regulations and to communicate the goal of the project.
- Developing a unique approach to engage Edmonton's youth, post-secondary students, and other future soon-to-be home buyers.
- Publishing "What We Did, Heard, and Learned" documents throughout the review process.
- Presenting the draft amendments at public events to raise awareness of the project and the anticipated Public Hearing date.

For more information on Administration's public engagement efforts, please refer to Attachment 3 – Mature Neighbourhood Overlay Public Involvement Plan Summary.

Policy

The Way We Grow, Municipal Development Plan, Bylaw 15100

- Policy 3.1.1.2 – Encourage a minimum of 25 percent of city-wide housing unit growth to locate in the Downtown and mature neighbourhoods and around LRT stations and transit centres where infrastructure capacity supports redevelopment.
- Policy 3.2.1.4 – Provide an open planning process which involves residents in policy development and planning for growth and change.
- Objective 3.5.1 – Established neighbourhoods gain a greater portion of new growth, accommodating changes and growth with certainty.
- Policy 3.5.1.1 – Support redevelopment and residential infill that contribute to the livability and adaptability of established neighbourhoods and which are sensitive to existing development.
- Policy 3.5.1.5 – Involve residents in pre-consultation and planning processes.
- Objective 5.2.1 – Enhance established neighbourhoods by ensuring the design of new development, infrastructure and community facilities makes a positive contribution to the neighbourhood.
- Policy 5.2.1.1 - Require development to fit with the existing and planned neighbourhood context, to respect the scale, form, massing, style and materials of the neighbourhoods and to incorporate other design elements that create a transition between the new development and the existing neighbourhood.
- Policy 5.2.1.2 – Direct the location and design of residential infill within the Mature Neighbourhood Overlay through planning and design guidelines.

Edmonton's Infill Roadmap

- Action 17 – Mature Neighbourhood Overlay Changes

City Policy C513 – City of Edmonton Public Involvement

Public Consultation

The Office of Public Engagement was involved in the development of the Public Involvement Plan.

The Edmonton Federation of Community Leagues was consulted on the Mature Neighbourhood Overlay Public Involvement Plan Summary. The comments provided support for Administration's approach and offered additional process improvements.

Budget/Financial Implications

An estimated project cost of \$95,000 to support communications and engagement consulting services will be funded through existing Departmental resources in addition to staff time.

Attachments

1. Mature Neighbourhood Overlay Map

2. Mature Neighbourhood Overlay Area Regulations
3. Mature Neighbourhood Overlay Public Involvement Plan Summary

Others Reviewing this Report

- K. Rozmahel, General Manager, Corporate Services
- D. Wandzura, General Manager, Transportation Services
- T. Burge, Chief Financial Officer and Treasurer