

Charter Bylaw 18967

Text Amendment to Zoning Bylaw 12800 to Enable Missing Middle Housing

Purpose

To amend Zoning Bylaw 12800 to amend medium scale zones in order to create more opportunities for a broader variety of medium scale housing options to be developed in Edmonton.

Readings

Charter Bylaw 18967 is ready for three readings after the public hearing has been held. If Council wishes to give three readings during a single meeting, then prior to moving third reading, Council must unanimously agree “That Charter Bylaw 18967 be considered for third reading.”

Advertising and Signing

This Charter Bylaw has been advertised in the Edmonton Journal on August 9, 2019 and August 17, 2019.

Position of Administration

Administration supports this Charter Bylaw.

Previous Council/Committee Action

At the July 9, 2019 Urban Planning Committee meeting, the following motion was passed on CR_6225 Zoning Bylaw 12800 - Analysis, Implications and Options for the Missing Middle Zoning Review:

That Administration prepare amendments to Zoning Bylaw 12800 as generally outlined in Attachment 4 of the July 9, 2019, Urban Form and Corporate Strategic Development report CR_6225,

- amendments allowing both basement suites and garden suites on the same lot in RF1 and RF2 zones, in addition to the proposed RF3 amendment,

- housekeeping amendments to allow fraternities and sororities in alignment with the Garneau ARP
 - An alignment on number of sleeping units in Lodging Houses in low density residential zones
- And return to the August 26, 2019 City Council Public Hearing.

Report Summary

The Charter Bylaw proposes to amend Zoning Bylaw 12800 to create additional opportunities for medium-scale housing in Edmonton.

Report

The term “missing middle” was coined to refer to multi-unit housing that falls between single and semi-detached housing and tall apartment buildings. For the purposes of this report, this includes a range of medium scale developments, including row housing, stacked row housing and walk-up apartments. These housing forms are considered to be “missing” because there has been a decline in their development in recent decades in many cities, and they have been largely absent from Edmonton.

Encouraging the development of missing middle housing forms is essential for increasing housing choice and supporting complete communities. Medium scale housing can provide affordable housing options, allowing residents to age in place, encouraging a diversity of households in all communities, and contributing to more walkable neighbourhoods by creating a more compact urban form. Having effective medium scale zones could be a valuable tool for implementing *The City Plan*.

Administration began work on the Missing Middle Zoning Bylaw Review by analyzing the following zones: (RF3) Small Scale Infill Development Zone, (RF5) Row Housing Zone, (UCRH) Urban Character Row Housing Zone, (RF6) Medium Density Multiple Family Zone, (RA7) Low Rise Apartment Zone, and (RA8) Medium Rise Apartment Zone. This analysis can be found in CR_4231 and CR_6225. The proposed bylaw amendment is intended to create flexibility and additional opportunities for missing middle housing to be built in Edmonton. The proposed amendment will also implement Action 16 from the *Infill Roadmap 2014* as well as Action 18, 22, 23, and 24 of the *Infill Roadmap 2018*.

Proposed Zoning Bylaw Amendment

A description of the changes to the missing middle zones can be found in Attachment 4 - Description of Proposed Changes. The mark-up for changes to the Zoning Bylaw can be found in Attachment 2 - Mark-up of Proposed Changes to Missing Middle Zones (RF3, RF5, UCRH, RA7, RA8, and the Mature Neighbourhood Overlay) and Attachment 3 - Mark-up of Proposed Administrative Amendments. Below is a summary of the changes proposed in Bylaw 18967.

General Changes

- Simplify definitions of different medium scale housing forms into one term called “Multi-unit Housing” to define it based on the number of dwelling units on site instead of the form of the building or how the units are arranged
- Remove redundancies between the zones from the (RF3) Small Scale Infill Development Zone to the (RA8) Medium Rise Apartment Zone to create clear increases in the scale of allowable development. This will clarify expectations about development in each zone and better support other types of housing such as permanent supportive housing
- Amend regulations that require large spaces between buildings on the same site to avoid the creation of unnecessary vacant space and allow for more efficient site layouts
- Incorporate design regulations from the Medium Scale Residential Infill Overlay and Medium Density Residential Overlay into the (RA7) Low Rise Apartment Zone and (RA8) Medium Rise Apartment Zone while retiring the overlays

Changes to (RF3) Small Scale Infill Development Zone

- Allow both a secondary suite and garden suite to be developed in conjunction with a single detached house
- Allow row housing developments to be built in mid-block locations
- Restrictions on facade lengths for row housing developments
- Site development regulations are simplified for greater flexibility

Changes to the (RF5) Row Housing Zone

- Removed maximum density but introduce a minimum density of 35 dwelling units / hectare (du / ha)
- Height limits for RF5 sites in the Mature Neighbourhood Overlay are relaxed to 10m, consistent with all other RF5 sites in the city
- Some larger dwelling units with multiple bedrooms will be required for every development within this zone
- Site development regulations are simplified for greater flexibility

Changes to the (UCRH) Urban Character Row Housing Zone

- Administrative changes are proposed mainly to clarify existing regulations to align and streamline these to those found in the (RF5) Row Housing Zone

Changes to the (RA7) Low Rise Apartment Zone

- Minimum site area and site width requirements are removed
- Maximum densities are removed; a minimum density of 45 du / ha is introduced
- Floor Area Ratio maximums are increased from 1.3 to 2.3
- A bonus to Floor Area Ratio will be available for developments providing some larger dwelling units
- Additional Small scale commercial uses are introduced

- Ensure that existing single-detached housing in this zone can continue as legally conforming uses so that these houses can continue to be renovated or enlarged. If the site is redeveloped, it will be required to be a missing middle-type housing development
- Site development regulations are simplified for greater flexibility

Changes to the (RA8) Medium Rise Apartment Zone

- Minimum site area and site width requirements are removed
- Floor Area Ratio maximums are increased from 2.5 to 3.0
- Maximum densities are removed; a minimum density of 75 du / ha is introduced
- A bonus to Floor Area Ratio will be available for developments providing some larger dwelling units
- Additional small scale commercial uses are introduced
- Ensure that existing single-detached housing in this zone can continue as legally conforming uses so that these houses can continue to be renovated or enlarged. If the site is redeveloped, it will be required to be a missing middle-type housing development
- Site development regulations are simplified for greater flexibility

Retirement of the (RF6) Medium Density Multiple Family Zone

Administration analyzed the implications of removing the (RF6) Medium Density Multiple Family Zone as part of the Missing Middle Zoning Review and concluded that proposed changes to the (RA7) Low Rise Apartment Zone would allow development of the type and scale considered within the (RF6) Medium Density Multiple Family Zone and the neighbourhood plans.

Administration proposes to retire the (RF6) Medium Density Multiple Family Zone from Zoning Bylaw 12800 to simplify land use regulations, encourage development under standard rather than Direct Control zones, and support development that will continue to meet the intent of Area Redevelopment Plans. Existing (RF6) Medium Density Multiple Family Zone properties will need to be rezoned to (RA7) Low Rise Apartment Zone. This will increase property owners' development rights but will allow developments of a similar scale to what would be currently permitted under the (RF6) Medium Density Multiple Family Zone.

Administration will proceed to notify and inform residents of the proposed retirement of the (RF6) Medium Density Multiple Family Zone and rezoning of affected RF6 properties to the RA7 zone in Fall 2019. Administration will return to a future Public Hearing to rezone these properties and for Council to consider a text amendment to retire the RF6 Zone from Zoning Bylaw 12800.

Changes to the (RF1) Single Detached Residential and (RF2) Low Density Infill Zones
Urban Planning Committee passed a motion on July 9, 2019 to direct Administration to also allow both a secondary suite and garden suite to be developed in conjunction with

a single detached house in the (RF1) Single Detached Residential Zone and (RF2) Low Density Infill Zone. This aligns with the proposed changes to the (RF3) Small Scale Infill Development Zone, as described above.

Fraternities and sorority housing in alignment with the Garneau ARP

A review of the proposed RA7 - Low Rise Apartment Zone regulations has confirmed that no further changes are required to ensure fraternity and sorority housing continue to be regulated in accordance with the Garneau ARP.

Changes to Lodging House regulations

Lodging Houses located in the (RF1) Single Detached Residential Zone, (RSL) Residential Small Lot Zone, (RF2) Low Density Infill Zone, (RPL) Planned Lot Residential Zone, (RLD) Residential Low Density Zone, (RF3) Small Scale Infill Development Zone, and (RF4) Semi-detached Residential Zone will be permitted a maximum of six residents units to address the motion made at Urban Planning Committee on July 9, 2019. There are housekeeping amendments to change the definition for “Dwelling” to use Sleeping Units to calculate density for Group Homes and Lodging Houses and change the Lodging House definition to define when a building has to be completely converted for this type of use.

Conclusion

The proposed Zoning Bylaw Amendments will create additional opportunities for missing middle and permanent supportive housing to be developed within the City.

Public Engagement

Administration held conversations with the public and stakeholder organizations, including Infill Development in Edmonton Association and the Edmonton Federation of Community Leagues Planning Committee. Three open houses were held in Riverdale, Parkallen, and Inglewood Community Leagues on April 11, 18, and 21, 2019, respectively. A total of 65 residents attended. The feedback received from the engagement sessions informed the approach to amending the zones and is fully presented in Attachment 1 - Public Engagement Summary as part of CR_6225.

Attachments

1. Attachment 1 - Charter Bylaw 18967
2. Attachment 2 - Mark-up of Proposed Changes to Missing Middle Zones (RF3, RF5, UCRH, RA7, RA8, and the Mature Neighbourhood Overlay)
3. Attachment 3 - Mark-up of Proposed Administrative Amendments to Zoning Bylaw 12800
4. Attachment 4 - Description of Proposed Changes