

Charter Bylaw 18638

Text Amendment to the Zoning Bylaw to Allow Additional Opportunities for Semi-detached and Duplex Housing in the RF1 and RF2 Zones

Purpose

To allow Semi-detached and Duplex Housing as permitted uses with no location restrictions in the RF1 and RF2 zones.

Readings

Charter Bylaw 18638 is ready for three readings after the public hearing has been held. If Council wishes to give three readings during a single meeting, Council must unanimously agree "That Charter Bylaw 18638 be considered for third reading."

Advertising and Signing

This Bylaw has been advertised in the Edmonton Journal on November 23, 2018 and December 1, 2018. The Bylaw can be passed following third reading.

Position of Administration

Administration supports this Bylaw.

Previous Council/Committee Action

At the September 11, 2018, Urban Planning Committee meeting, the following motion was passed:

That Administration prepare amendments to Zoning Bylaw 12800 as generally outlined in Attachment 2 of the September 11, 2018, Urban Form and Corporate Strategic Development report CR_4960, and delete section 41.1(3) (c) and return to a future City Council Public Hearing.

Report

Background

Creating more opportunities for semi-detached and duplex housing was highlighted as part of the Evolving Infill process and resulted in *Infill Roadmap 2018* Action 21 "Pursue regulatory changes in RF1 and RF2 Zones that allow semi-detached housing to be permitted uses and to be located mid-block." This report responds to Action 21 through an amendment to Zoning Bylaw 12800.

Semi-detached and duplex housing are low density forms of residential development containing two principal dwellings. In a semi-detached house, the dwellings are arranged side-by-side, while in a duplex house one dwelling is located on top of the other. These housing forms are typically the same size and scale as a single detached home and provide additional housing choices in neighbourhoods. Because they are

constructed as one building, semi-detached and duplex housing can be more energy efficient than stand-alone buildings and are often more affordable than single detached housing.

Current State

(RF1) Single Detached Residential Zone

Semi-detached and duplex housing are both currently discretionary uses in the (RF1) Single Detached Residential Zone. This creates risk for applicants, as discretionary uses may be refused by the Development Authority even if they meet all the regulations of Zoning Bylaw 12800. When an application for a discretionary use is approved, property owners within 60 metres are also notified of their right to appeal the decision, which leads to an automatic 21 day delay during the notice period.

In addition to being discretionary uses, semi-detached and duplex housing are currently limited by location criteria in the (RF1) Single Detached Residential Zone and are only allowed on:

- corner sites;
- sites abutting an arterial or service road;
- sites where both side lot lines abut existing semi-detached or duplex housing; or
- sites abutting high density or commercial zones.

This means that semi-detached and duplex housing are currently not allowed on most mid-block sites.

(RF2) Low Density Infill Zone

Semi-detached and duplex housing are permitted uses in the (RF2) Low Density Infill Zone. However, opportunities for semi-detached housing in the (RF2) Low Density Infill Zone are constrained by the same location criteria that apply in the (RF1) Single Detached Residential Zone. This results in a relatively small number of eligible properties.

Analysis

Administration undertook an analysis of the potential impacts of allowing more opportunities for semi-detached and duplex housing in the (RF1) Single Detached Residential Zone and (RF2) Low Density Infill Zone, including built form, parking, and potential uptake.

Semi-detached and duplex housing in these zones are subject to the same built form regulations as single detached housing, meaning they are typically the same size as a single detached home. As semi-detached and duplex housing also have the same activities as other forms of low density residential development, they are considered to be compatible uses in these zones.

Semi-detached and duplex housing are also subject to the same parking requirements of one space per dwelling as single detached housing. This means that the same number of parking spaces would be required in the case of either one semi-detached house or two narrow-lot single detached houses. Expanding opportunities for

semi-detached and duplex housing is not expected to generate more traffic than narrow-lot single detached housing, as it will result in the same number of dwellings.

Administration analyzed recent development permit data within the (RF3) Small Scale Infill Development Zone to understand the potential uptake of semi-detached and duplex housing in the (RF1) Single Detached Residential Zone and (RF2) Low Density Infill Zone. Based on the analysis, Administration expects that uptake in semi-detached and duplex housing in the (RF1) Single Detached Residential Zone and (RF2) Low Density Infill Zone will be low, resulting in minimal overall impacts for neighbourhoods while allowing incremental changes to housing choice that integrates with the existing urban fabric. Further details on the analysis undertaken can be found in Attachment 2 - Data and Analysis.

Changes Since Urban Planning Committee

At the September 11, 2018 Urban Planning Committee meeting, Administration proposed an exemption to allow a lot developed with semi-detached housing to be subdivided into two halves, regardless of previous subdivisions on the site. This amendment was proposed to allow the opportunity for a semi-detached dwelling on a large lot that had been previously subdivided to still be subdivided to allow separate ownership of each half of the semi-detached house. This exemption has been removed from the proposed bylaw as directed by Urban Planning Committee.

Proposed Amendments

Based on the analysis and feedback received, the proposed Bylaw includes amendments to:

- Make semi-detached and duplex housing permitted uses in the (RF1) Single Detached Residential Zone.
- Remove the current location restrictions in both the (RF1) Single Detached Residential Zone and (RF2) Low Density Infill Zone.

See Attachment 3 - Mark-up of Proposed Text Amendment to Zoning Bylaw 12800 for further detail on the proposed amendments.

Conclusion

Analysis suggests that allowing more opportunities for semi-detached and duplex housing will have minimal overall land use impacts to neighbourhoods due to the comparable built form and number of dwellings compared to single detached homes, as well as the low rate of expected uptake based on current patterns of development in the (RF3) Small Scale Infill Development Zone. At the same time, additional opportunities for semi-detached and duplex housing can have positive impacts by providing more housing choice and affordability for Edmontonians.

Policy

This proposed bylaw supports *The Way We Grow*, Edmonton's Municipal Development Plan:

- 3.5.1.1 Support redevelopment and residential infill that contribute to the livability and adaptability of established neighbourhoods (see Map 1: Land Development Concept) and which are sensitive to existing development.

- 4.2.1.1: Support neighbourhood revitalization, redevelopment and residential infill that contributes to the livability and adaptability of established neighbourhoods.
- 4.2.1.6: Optimize the use of existing infrastructure in established neighbourhoods.

Corporate Outcomes

This bylaw contributes to the corporate outcomes “Edmonton is attractive and compact” and “Edmonton is an environmentally sustainable and resilient city” as it will facilitate more housing choice in established areas, more efficient use of land, and development of new housing units that can meet the needs of households over time.

Public Consultation

Public engagement included the following:

- Evolving Infill (2018) Stakeholder Engagement with 5,636 participants (see Attachment 4 - Public Engagement for detailed results)
 - Listening and Learning Sessions from April to June, 2017
 - Public Review and Discussion of Draft Actions from January to April, 2017
- A survey was conducted through the Insight Community in June, 2018
 - Results indicated high levels of support for the proposed amendments

Please see Attachment 4 for further details.

Administration circulated a draft of this report and Bylaw on September 12, 2018, to the Edmonton Federation of Community Leagues Planning Committee, each individual Community League, Urban Development Institute - Edmonton Region, Canadian Homebuilders' Association - Edmonton Region, Infill Development in Edmonton Association. Canadian Homebuilders' Association - Edmonton Region responded in support of the amendments. The Edmonton Federation of Community Leagues Planning Committee provided a response of “[n]o comment.” No other feedback was received.

Attachments

1. Bylaw 18638
2. Data and Analysis
3. Mark-up of Proposed Text Amendment
4. Public Engagement