



File #: PH-17-036, **Version:** 1

TAMRMS#: B06

Land Use Bylaw Residential District Review

Presented by: Lory Scott, Affordable Housing Liaison

RECOMMENDATION(S)

1. That Bylaw 2/2018, being amendment 154 to the Land Use Bylaw 9/2005, be read a first time.
2. That the Public Hearing on Bylaw 2/2018 be closed.
3. That Bylaw 2/2018 be read a second time.
4. That unanimous consent be given for consideration of third reading of Bylaw 2/2018.
5. That Bylaw 2/2018 be read a third and final time.

If Council does not wish to close the Public Hearing, or if a motion to close the Public Hearing does not pass, consideration of the following Alternative Recommendations would be appropriate:

1. That Bylaw 2/2018, being amendment 154 to Land Use Bylaw 9/2005, be read a first time.
2. That the Public Hearing on Bylaw 2/2018 be adjourned to March 5, 2018.

PURPOSE OF REPORT

This report outlines proposed amendments to the Land Use Bylaw 9/2005, as they relate to changes in six land use districts. The proposed amendments incorporate housekeeping adjustments and changes in Part 1, Part 5, Part 6, Part 7, Part 8, and Schedules B and C of the Land Use Bylaw. The proposed amendments also include two new residential land use districts, Section 8.35 - RX Land Use District, and Section 8.36 - RXL Land Use District, and a new Schedule H.

COUNCIL DIRECTION

On January 15, 2018 Council passed the following motions:

CM-18-005

That Administration draft proposals to amend the Land Use Bylaw such that the minimum frontage for RXL be decreased from the proposed 6.1 meters in the Land Use Bylaw Amendments being

considered on February 5, 2018, to 5.5 meters.

CM-18-006

That Administration draft proposals to increase lot coverages 5% for semi-detached and row housing units in the Land Use Bylaw Amendments, to be considered on February 5, 2018.

Councillor Watkins clarified this motion's intent at the Council meeting, asking for 55% maximum site coverage for street-oriented townhousing, and 47% maximum site coverage for semi-detached or duplex dwellings.

On October 11, 2016 Council passed the following motions:

AR-16-347

That the LUB Residential District Amendment Strategies, amended as per the Council motions passed on October 11, 2016 be approved.

Council passed a number of motions with regard to changes to the Land Use Bylaw Residential District Amendment Strategies; refer to the attachment entitled "*Council Motions - Residential District Amendment Strategies*".

BACKGROUND AND DISCUSSION

PROJECT HISTORY

The Land Use Bylaw (LUB) is a statutory document required of every municipality under the *Municipal Government Act*. Its purpose is to regulate development within the City's boundaries, in alignment with approved Council policies, and statutory plans (*City of St. Albert Strategic Plan, Municipal Development Plan, Area Structure Plans*). The LUB should precisely define uses, regulations, limits, and opportunities for development. The LUB transforms Council's goals and strategies into built form, by providing the regulatory parameters for development, and evaluation of those development proposals by City Administration.

In response to Council direction, through approved LUB Business case #115401, a thorough review of Residential Districts was undertaken. This review included recommendations for amendments to enhance housing diversity and environmental sustainability, and consideration of text amendments to improve the LUB's effectiveness, user friendliness, clarity, and ease of interpretation.

The last limited review of the LUB was in 2005, with select amendments over the years to keep the Bylaw current, however many of the residential regulations within the LUB have remained consistent since the 1970s.

In Q4, 2015, Stantec Consulting was retained by the City to provide external expertise in the review of Residential Districts. The following work informed the proposed amendments, in partnership with Administration:

- A comprehensive review of the City's current regulations, and best practice examples from other municipalities.
- Consultation with Council, the development industry, and the public.

- Development of the LUB Residential District Amendment Strategies and alignment of the strategies with the proposed amendments.
- Writing of the draft districts, with further refinements by Administration.

The amendments are reflective of the feedback from Council and a culmination of two years' worth of work. When Council adopts the Bylaw, the process to "tweak" the amendments does not end. Over the course of next year, anomalies may be caught through administering the LUB on a daily basis, through data collected from customer feedback, and applications received and processed. The LUB is a complex document, and despite the best efforts of all parties involved, elements may be missed, or may need to be further refined.

The changes requested at the January 15, 2018 Council meeting will be incorporated into the proposed Bylaw amendments by the Feb. 5, 2018 Public Hearing date. The version provided on the City's website for public review on January 19, 2018 will be amended to reflect the proposed changes. Due to the scope and complexity of the material, and the limited amount of time provided to incorporate the January 15, 2018 amendments, Administration anticipates additional changes to associated regulations in forthcoming amendments.

EXTERNAL REGULATORY IMPACTS

Edmonton Metropolitan Region Growth Plan 2.0

In addition to the direction Council has provided through the LUB Residential District Amendment Strategies, the City's future growth patterns will be regulated by the *Edmonton Metropolitan Region Growth Plan 2.0* ("The Growth Plan"), approved on October 26, 2017 by the Province. The Growth Plan will require all new Area Structure Plans adopted after this date to meet or exceed an average minimum greenfield density of 40 dwelling units per hectare (du/ha), with density target compliance for significant amendments to existing Area Structure Plans. This is an increase of 10 du/ha over previous Capital Region Board density requirements. In addition, a minimum of 30% of the number of dwellings within an Area Structure Plan must be multi-family (three units or more).

The focus of The Growth Plan is to support the creation of complete communities that provide a mix of housing forms and housing options that are close to existing major and local employment areas. St. Albert is within the metropolitan area of The Growth Plan, with the same density target requirements as urban areas of Strathcona County (40 du/ha). The City of Edmonton and specified areas of Leduc County must meet a minimum greenfield residential density target of 45 du/ha.

AMENDMENT DISCUSSION

The new minimum greenfield density targets are expected to impact the percentage of single family dwellings provided within new neighbourhoods, and will result in a higher percentage of attached housing forms. While the requirements of The Growth Plan are mandatory, this direction aligns with Council's strategic plans (*City of St. Albert Strategic Plan, Municipal Development Plan, Environmental Master Plan*) to promote a diversity of housing choices and transportation options. Higher density housing provides an environment that encourages convenient and sustainable public transit service. St. Albert's Environmental Master Plan recognizes that a more sustainable approach to development is needed to reduce the overall environmental impacts of anticipated growth.

Should the City continue to develop in a similar manner as today, the new density targets would require the doubling or tripling of densities on multi-family sites (R3, R3A, R4) with consideration of the following factors:

- increasing multi-family building heights (to achieve a greater number of units on the site);
- reducing the size of the units (to allow for a greater number of dwelling units within the same floor area); and/or
- increasing site coverage (less green space to allow for more dwelling units).

Restricting development forms could potentially restrict the City's housing market, driving potential residents to other communities within the region. The number of multi-family dwellings required to meet density targets may present a risk to the City, as targets may not be able to be met if market demands do not correspond to the required density targets for multi-family sites, and are not economically feasible.

An alternative strategy to meet the required density targets would consider a broader range of smaller single-family lots, and mixture of dwellings in single-family, semi-detached, duplex, and townhouse housing forms that would provide direct connections to the street, in addition to apartment development. A mixture of housing forms are more easily developed in stages, corresponding to market demands. This strategy aligns with The Growth Plan goal to provide a mix of housing options, and provides a diversity of housing choices within the St. Albert housing market.

The Edmonton Metropolitan Region Board ("EMRB") will be monitoring built form and densities on an on-going basis for compliance with The Growth Plan requirements. In addition to density targets, Policy Area 3: Communities and Housing identifies priorities to plan for and promote a range of housing options including market affordable housing.

Within three years, the City must incorporate the elements contained within The Growth Plan into the City's Municipal Development Plan. The Municipal Development Plan Policy 17.3 requires Land Use Bylaw amendments be compliant with the MDP.

The proposed changes to the Bylaw 2/2018 have been provided in two versions, the first version with amendments incorporated, and the second version with amendments highlighted; refer to the attachments entitled "*Schedule A (amendments incorporated)*"; "*Schedule A (amendments highlighted)*"; "*Schedule B (amendments incorporated)*"; "*Schedule B (amendments highlighted)*"; "*Schedule C (amendments incorporated)*"; "*Schedule C (amendments highlighted)*"; and "*Schedule H - Residential Land Use Districts*".

For a summary of the proposed amendments; refer to the attachment entitled "*Land Use Bylaw 2/2018 Amendment Summary*".

STAKEHOLDER COMMUNICATIONS OR ENGAGEMENT

The following public engagement events have been held:

December 15, 2015	Development industry stakeholder session
January 28, 2016	Public information session and community workshop

May 11, 2016	Council workshop
July 11, 2016	Council meeting - LUB Amendment Strategies
August 22, 2016	Council meeting - LUB Amendment Strategies
September 2016	Informal discussions between individual members of Council and Administration
October 11, 2016	Council approval of the LUB Amendment Strategies
April 2017	Internal departmental review (2 sessions)
April 19, 2017	Development industry consultation workshop
April 19, 20, 2017	Public open house (2 days)
May 8, 2017	Council meeting - Presentation of proposed amendments
June 15, 2017	Deadline for Council feedback
June 27, 2017	Meeting with UDI
June - December 2017	Discussion of amendment items with Urban Development Institute - St. Albert (UDI)
November 8, 2017	Meeting with UDI
December 12, 2017	UDI discussion session with Senior Leadership Team

Personal invitations were sent to known developers for development industry specific sessions. St. Albert citizens have been engaged through three public open house events; the first community workshop held at the beginning of the project, and presentation of the proposed changes to housing forms were provided at two open house events on April 19 and 20, 2017.

A courtesy notice of the Public Hearing has been sent to parties who have expressed an interest in this topic, and was also coordinated through the local UDI chapter. The Public Hearing date was advertised in the St. Albert Gazette on January 20, and January 27, 2018, with the proposed amendments posted on the City's website on January 19, 2018.

For information on the feedback received through public consultation processes; refer to the attachment entitled "*Land Use Bylaw Residential Districts Review Public Consultation*".

IMPLICATIONS OF RECOMMENDATION(S)

Financial:

None at this time.

Legal / Risk:

Legal Services has reviewed and contributed to the development of the proposed Land Use Bylaw amendments throughout the project. In accordance with section 708.14 of the Municipal Government Act, the City must amend the Land Use Bylaw to conform with The Growth Plan. Failure to do so will deem the Land Use Bylaw invalid to the extent that it conflicts or is inconsistent with The Growth Plan.

Program or Service:

Amendments to the Land Use Bylaw will provide the regulatory ability to allow for balanced development, in response to market demands and Edmonton Metropolitan Board Growth Plan density requirements.

Organizational:

To enable development, the Planning and Development, and Engineering Departments will be required to review subdivision plans, development proposals and engineering drawings, as well as negotiate development agreements. Various departments may need to conduct inspections and be involved in meetings with developers and consultants.

ALTERNATIVES AND IMPLICATIONS CONSIDERED

If Council does not support the recommended amendments, the following alternatives could be considered:

Alternative 1. Propose direction for future amendments that could be incorporated into a business case to provide additional resources for Administration to consider the proposed amendments at a future Public Hearing.

Alternative 2. Delay the Public Hearing to a later date to provide Council with additional time to review the proposed changes.

Alternative 3. Propose changes to suggested amendments at the Public Hearing.

STRATEGIC CONNECTIONS

City of St. Albert Strategic Plan (Policy C-CG-02) - Pillars of Sustainability

SOCIAL - We are a friendly and inclusive community of passionate equals, where everyone feels a sense of belonging. We believe that community starts with the person next door.

3. We believe in the strength of our neighbourhoods, ensuring that there is a diverse range of housing and transportation options available to all.

Strategies include:

- 3.1 Encourage the development of a diversity of housing options through advocacy and partnerships with relevant stakeholders, not-for-profits, for-profit, and government entities.

BUILT ENVIRONMENT - We build our community towards the future to sustain balanced development, with a reverent eye to the past, honouring our unique settlement history and distinct identity.

2. We believe community is about people and we design our neighbourhoods to make it easy for people to connect with one another through parks, trails, public transportation, and community spaces.

Strategies include:

- 2.1 Promote sustainable neighbourhoods and transportation choices through progressive urban and transportation planning initiatives.

4. We build innovative, long lasting infrastructure that is efficient, minimizes the use of our natural

resources, and creates harmony between the natural and built environment.

Strategies include:

4.2 Implement innovative civic, neighbourhood and housing design trends that foster increased efficiencies, capacity, and incorporate cutting-edge technology solutions.

5. We build our city to reflect the natural beauty we cherish, maintaining distinct landscaping and architectural standards that cultivate our City's identity.

Strategies include:

5.1 Encourage progressive development that is planned for and regulated while ensuring development is environmentally sound, preserves the unique character of St. Albert, promotes safety, and is accessible to the community.

Governance Strategy

Council is committed to ensuring that the City of St. Albert is a responsive, accountable government that delivers value to the community.

Service Delivery Strategy

Council is committed to ensuring that the City of St. Albert is engaging residents to identify opportunities to improve delivery of services to the community.

Long Term Plans

- Municipal Development Plan
- Environmental Master Plan 2014

Corporate Objectives

- Deliver programs and services that meet or exceed our standards
- Exercise strong fiscal management
- Ensure our customers are very satisfied

Council Policies

- City of St. Albert Strategic Plan C-CG-02
- Affordable Housing C-P&E-06

Other Plans or Initiatives

- Housing Diversity Action Plan

Report Date: February 5, 2018

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