



MATURE NEIGHBOURHOOD OVERLAY

◎ PROJECT CHARTER

JULY 2016



1.0

BACKGROUND, PURPOSE & SCOPE

1.1 BACKGROUND

The review of the Mature Neighbourhood Overlay (MNO) is identified as an action in Edmonton's Infill Roadmap. The Infill Roadmap is a two year work plan to support more and better infill in Edmonton.

Action 17 of the Infill Roadmap 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, increasing predictability in the approvals process, and providing more design flexibility for new housing.

The MNO is a set of 24 modifying regulations that aims to ensure that new development in the mature areas of Edmonton is sensitive to surrounding development. Prior to the adoption of the MNO, the mature areas of Edmonton were seeing suburban style homes (front attached garages, built to the maximum allowable height and lot coverage) being developed that, in the opinion of many community members and City Administration, did not fit within the context of the existing development.

The MNO was first contemplated in 1997 through a Mature Neighbourhood Study mandated by Council to examine the issue of sensitive infill development, with the objective of increasing inner city residential re-investment. At that time, inner city residents were voicing objections to residential infill developments that they believed were not compatible with their communities. Belgravia, McKernan, and Parkallen had been granted neighbourhood specific overlays, however, the homebuilding industry, at that time, objected to neighbourhood specific overlays expressing a preference for a city-wide approach.

As a result of these concerns, the MNO was developed and included in Zoning Bylaw 12800 in 2001.

1.2 PURPOSE

City Administration is undertaking a review of the MNO, in accordance with the Infill Roadmap, to ensure that new low density development in existing areas is sensitive to surrounding development, while also making it more effective and easier for builders and landowners to develop in the mature area of the city.

Once a draft of a revised MNO is finalized, Administration will make a recommendation to City Council. Council will make the final decision on whether or not to accept any amendments to the MNO.

1.3 SCOPE

The scope of the MNO review will be within the limits established in Infill Action Item 17 as well as the associated motions from Executive Committee. The review is in alignment with Edmonton's Municipal Development Plan, The Way We Grow, which supports infill in our mature and established communities as part of a balanced growth strategy. The MNO is a set of 24 regulations in Zoning Bylaw 12800 and is a tool to shape redevelopment in mature areas, a wide geographic area of the City. The intent of the review is to make home building in these mature areas easier and better for communities, developers, and City Administration through improved regulations. This could mean a variety of changes.

The scope of the review is to look at the MNO now, how it can support infill in the future, and what Zoning Bylaw changes or other tools we may need to get us there.

It is Administration's goal to have the MNO Review complete within eight months from the project initiation date. This timeline will allow Administration to complete a thorough public consultation process while also meeting the City's commitment to initiate the Infill Roadmap's actions by August 2016.

The MNO review will include the following:

- A thorough and clear public involvement process.
- A detailed examination of how the MNO currently works, its strengths, and its weaknesses.
- A review of the intention of purpose of the MNO. Why does it exist?
- A review of the zones that the MNO applies.
- A review of applications and decisions for variances, as well as Subdivision and Development Appeal Board files to determine where the MNO is most "varied" in practice.
- A review of contextual zoning practices from other jurisdictions.
- Consideration of attractive building offsets/recesses (articulation) of the front facades for semi-detached and row-housing developments.

- An examination of how community character can be defined, considered, and/or addressed in a variety of different contexts.
- Updating the privacy requirements.
- A review of the existing sunlight penetration considerations in the MNO.
- A review of the notification requirements and how to streamline them while also making them more effective.
- Consideration of how building pocket regulations can be amended to encourage tree preservation.
- Preparation of a Zoning Bylaw amendment to implement any recommended changes to the MNO.

The MNO 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 MNO.

2.0 PROJECT MANAGEMENT

2.1 PROJECT LEADER & TEAM

| | | |
|---------------------------|--|--|
| Project Supervisor | Colton Kirsop, Senior Planner | Zoning Bylaw Amendment Unit |
| Project Managers | Christopher Wilcott, Principal Planner Robert Rutherford, Principal Planner | Zoning Bylaw Amendment Unit Zoning Bylaw Amendment Unit |
| Project Technician | Stephen Cooke, Planning Technician II | Zoning Bylaw Amendment Unit |

2.2 PROJECT SPONSOR

Livia Balone, Director of Development and Zoning Services

2.3 RESOURCES REQUIRED

- Staff time for project team members.
- Marketing and client relations team.
- Other Administrative staff to support engagement activities.
- Workstations with GIS software and SketchUp for modelling purposes.
- Budget to facilitate public engagement activities. i.e. workshops and open houses.
- Budget to engage external communications consultants.

2.4 CONSTRAINTS

The MNO Review will be constrained by the following:

- Budget constraints for external consultants.
- Budget constraints for public engagement.
- Internal resource and staffing constraints.
- A maximum project duration of not more than 1 year.

2.5 MANAGEMENT APPROVAL

Project is included in the Zoning Bylaw and Implementation Unit's 2016 work plan. Director (Project Sponsor) approval at major project milestones is required.

2.6 EXECUTIVE COMMITTEE

A summary of the MNO Review project's Public Involvement Plan (PIP) was brought to Executive Committee for information purposes through report CR_2992 on December 7, 2015.

3.0 PROJECT OUTLINE

This project is comprised of the following components:

- Preliminary Work and Development
- Project Planning
- Public Involvement Planning
- Initial Project Consultation
- Reviewing Regulations, Educating, and Perspective Sharing
- Developing Solutions and Building Commitment
- Preparing Changes to the Overlay
- Public Hearing and Communicating the Changes
- Post-project Evaluation

The information gathered from public and stakeholder involvement in the MNO Review will be used to provide Council with amendments to the MNO that meets 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 highlighted by members of the public.

4.0

PRELIMINARY WORK & DEVELOPMENT

- Introduce project and gather initial thoughts from colleagues.
- Establish project management and scope.
- Develop project goals, preferred outcomes, and approach.

5.0 PROJECT PLANNING

5.1 PROJECT CHARTER

Finalize and approve the MNO Review Project Charter with Development and Zoning Services, and City Wide Planning Services within the Current Planning Branch, and the Urban Policy and Analysis section of the Urban Planning and Environment Branch. The Community Infill Panel will also be given the opportunity to review and provide advisory feedback on the Project Charter.

5.2 INTERNAL COORDINATION

Introduce project to relevant staff from the Current Planning Branch and the Urban Planning and Environment Branch, including:

- Development and Zoning Services
- City Wide Planning Services
- Planning + Design
- Urban Policy and Analysis

Determine potential coordination opportunities with other internal planning initiatives. Initiatives could include:

- Edmonton's Infill Roadmap
- Stewarding Great Neighbourhoods
- Transit Oriented Development Implementation (Infill Roadmap, Action Item 18)
- Winter Design Guidelines and Implementation Plan
- Revise project scope, if necessary, to better integrate or support related planning initiatives.

5.3 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. To ensure that the Public Involvement Plan meets the expectations of the public, the development community, and Edmonton City Council, this plan will be developed in coordination with the following groups in the preliminary stage of the MNO review.

Office of Public Engagement

The City of Edmonton's Office of Public Engagement was invited to provide input and feedback in the early stages of the creation of the Public Involvement Plan. The feedback that was received and the Public Involvement Plan was revised and presented to the Office of Public Engagement Network for further review.

Community Infill Panel

The mandate of the Community Infill Panel is to support City Administration's ongoing work to make infill easier to do and talk about by providing strategic advice and perspectives on key infill-related topics. As a volunteer advisory group of City Administration, the Community Infill Panel is not a decision-making body and does not report directly to City Council or its committees. The initial Project Charter and Public Involvement Plan will be presented to the Community Infill Panel for review and input.

5.4 INITIAL PROJECT CONSULTATION (PIP STAGE 1)

The first stage was undertaken to lay the foundation for an effective MNO Review and to gather background information on why the MNO was originally introduced as a regulatory tool in Zoning Bylaw 12800. Information was gathered through research on the MNO's approval, and through consultation with internal City staff who worked when the MNO was originally introduced as well as Mature Area City Councillors and key stakeholders. Executive Committee was also given a summary of the project and Public Involvement Plan. The Community Infill Panel will also review and provide feedback on the Project Charter and Public Involvement Plan during this stage.

5.5 REVIEW REGULATIONS, EDUCATING, & PERSPECTIVE SHARING (PIP STAGE 2)

Stage 2 will be undertaken to garner a better understanding of the variety of perspectives on the MNO and to clarify what is working with the MNO, and to identify what areas can be improved upon. These findings will be gathered through research into common variances granted, analysis of approvals/refusals and from stakeholders through workshops, education sessions, surveys, and via social media. This rich foundation of information will provide thoughts,

themes, and identify areas of focus for moving the MNO Review forward. Different stakeholders will have engagement events tailored to them.

This stage of the project will also address the following motions passed by Executive Committee on August 18th, November 10th, and December 7th, 2015 respectively:

- That the MNO review include consideration of attractive articulation of the front facades for semi-detached and row-housing development, such as having the facade of one unit staggered a minimum of 0.6 meters behind the façade of the other unit.
- That Sustainable Development take into consideration the building pocket question for tree preservation as part of the Mature Neighbourhood Overlay review.
- 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 consideration of attractive articulation on front facades, defining community character, and tree preservation will be included as specific items when undertaking the best practices review and will feature in our engagement activities. Specific recommendations and/or regulations will be developed to address these issues.

After the research and interview processes have been completed, the Community Infill Panel will be consulted with to provide insight on the research findings and to recommend areas of focus for change. Once these areas of focus are determined, Administration will hold community based workshops in different geographic areas of the mature area of the city to gather feedback. Similarly, Administration will also hold an internal workshop for Sustainable Development staff to gather feedback on the areas of focus. Finally, Administration will engage a broad and diverse cross-section of Edmonton including: the Edmonton Insight Community, mature area community leagues, renters, seniors, youth, students, faith groups, and residents. Administration will update the project's website and social media with information on what we've heard from the community, and provide the rationale for any recommended directions.

5.6 DEVELOPING SOLUTIONS AND BUILDING COMMITMENT (PIP STAGE 3)

Administration will review the consultation findings from the previous stage and highlight and identify the emerging themes to develop a list of areas to address through draft options to amend the MNO's regulations.

Administration will work with the Community Infill Panel to confirm the list of emerging themes, high level directions, and draft options for changes to the Mature Neighbourhood Overlay. Once these draft options have been determined, Administration will hold multi-stakeholder workshop to gather feedback on any proposed changes to the Mature Neighbourhood Overlay. Executive Committee will also be updated on the MNO review's progress at this point in the project.

5.7 PREPARING CHANGES TO THE OVERLAY (PIP STAGE 4)

Draft amendments in consultation with the Community Infill Panel and the Multi-Stakeholder Panel. The draft amendments will be circulated to internal and external partners and stakeholders for information and comments. The amendments will be available on the project website and additional awareness will be generated using social media, public service announcements, and other outreach methods. Administration will hold open houses for informational purposes. This will give project collaborators and other stakeholders an opportunity to review the proposed amendments and to submit their opinions to Administration. This round of community consultation will inform an additional round of revisions to the draft amendments. Administration will also update the website with information on the finalized amendments and with information on how project collaborator input guided the process.

5.8 EXECUTIVE COMMITTEE, PUBLIC HEARING, & COMMUNICATING THE CHANGES (STAGE 5)

The draft amendments to the Mature Neighbourhood Overlay will be presented to Executive Committee. Members of the public, stakeholders, and project collaborators will have an opportunity to express their opinions on the draft amendments directly to Executive Committee. A final round of revisions to the draft amendments may be made by Administration, as required. At this point, the proposed changes to the MNO will proceed to Council. Council, at Public Hearing, will make the final decision on the proposed amendments to the MNO.

5.9 POST-PROJECT EVALUATION

The MNO Review can only be considered a success if the public involvement process is also considered to be a success. To measure success, stakeholders and members of the public who participated in the MNO Review should agree with the following statements:

1. I understood the process and how my input was used.
2. I feel like I was heard.
3. It was very clear why certain decisions were made the way they were.

After any MNO amendments are considered by City Council, an evaluation survey will be distributed to public contacts that asked to be kept updated on the process, as well as other stakeholders. The results of this evaluation will be used for an internal review of the process to make adjustments for future projects.

6.0

PROJECT SCHEDULE

STAGE 1

INITIAL PROJECT CONSULTATION

How It Will Be Recorded / Managed / Shared with Participants:

- Internal staff interviews
- Office of Public Engagement Network will review, provide feedback, and make recommendations on the Public Involvement Plan
- Edmonton Federation of Community League review and input on engagement approach
- One-on-one interviews with Mature Area City Councillors
- Executive Committee presentation and discussion of the draft project scope and Public Involvement Plan
- Set up project website, social media, and email list
- Community Infill Panel to review, provide feedback, and make suggestions on the further refinement of the Project Charter and Public Involvement Plan.
- Update project website with project description and the proposed timeline.

STAGE 2

REVIEWING REGULATIONS, EDUCATING, & PERSPECTIVE SHARING

How It Will Be Recorded / Managed / Shared with Participants:

- Conduct research into how the MNO has operated and is currently being employed.
- Community Infill Panel discussion of the strengths and weaknesses of the MNO and to

review best practices from other jurisdictions to develop areas of focus.

- Host community engagement events with mature area community leagues and industry stakeholder workshops to provide information about the existing context of the MNO regulations, communicate the goals of the MNO review, and identify and collect feedback on the current state of the MNO and the variety of values and concerns related the mature area.
- Collaborate with EFCL and industry in a number of meetings to discuss the regulations of the MNO.
- Interview residents of recent infill development as well as their neighbours to gather their thoughts on their experiences with a specific focus on the MNO regulations, and identify areas for improvements.
- Hold a Sustainable Development workshop for planning staff (Development Officers, Land-Use Planners, Heritage Planners, and Urban Designers) and others within Administration to discuss the strengths and weaknesses of the MNO and to review and discuss the regulatory options to solicit feedback, concerns, and ideas.
- Engage mature area community leagues, renters, seniors, cultural groups, faith groups and new Canadians regarding the existing context of the MNO regulations and communicate the goals of the project.
- Develop a unique approach to engage Edmonton's post-secondary students, and other future or soon-to-be home buyers.
- Update Social Media and encourage additional and ongoing feedback through these means and through the project website.
- Publish a summary of consultation feedback with a "What We Did/Heard/Learned" document. This document will outline why Administration made certain decisions throughout the project and information gather through the engagement process was used and will be posted on the project website.

STAGE 3

DEVELOPING SOLUTIONS & BUILDING COMMITMENT

How It Will Be Recorded / Managed / Shared with Participants:

- Review Stage 2 data with the Community Infill Panel to develop a list of potential emerging themes and high level directions for changes to the MNO.
- Publish a summary document detailing how Stage 2 input guided the process and to solicit feedback on the emerging themes and clearly outline the high level directions for changes to the MNO.

- Translate the emerging themes and high level directions into a draft options publication.
- Update project website.
- Update Social Media and encourage additional and ongoing feedback through these means and the project website.
- Updated the summary of consultation feedback to date in the “What We Did, Heard, and Learned” document at the end of Stage 3.
- Provide an update to Executive Committee on the MNO Review project's process with an emphasis on defining character.
- Hold Multi-stakeholder workshop to discuss how public and stakeholder input guided the process and to solicit feedback on the draft options publication.

STAGE 4

PREPARING CHANGES TO THE OVERLAY

How It Will Be Recorded / Managed / Shared with Participants:

- Use Stage 3 data and information to draft amendments to MNO with input from the Community Infill Panel.
- Host community and industry engagement events to communicate how public/stakeholder input guided the process and informed the draft changes, and gather reactions to the draft changes. The community engagement events will be held on different evenings in different geographic locations.
- Set up Insight survey to solicit preferences and feedback on different draft options for change the MNO.
- Complete additional revisions to draft amendments based on Stage 4 consultation activities.
- Publish a summary of consultation feedback to-date in the “What We Did, Heard, and Learned” document and include a table summary of the draft amendments.
- Post draft of proposed amendments on the project website with information about how public/stakeholder input guided the process.

STAGE 5

EXECUTIVE COMMITTEE, PUBLIC HEARING, & COMMUNICATING THE CHANGES

How It Will Be Recorded / Managed / Shared with Participants:

- Present the draft MNO amendments at public events to raise awareness of the project and the anticipated Public Hearing date.
- Advertise draft amendments for the Executive Committee.
- Present public consultation summary to Executive Committee.
- Present draft amendments to MNO to Executive Committee.
- Incorporate Executive Committee comments and any additional public feedback received into draft amendment to be presented at Council.
- Advertise amendments for Public Hearing.
- Present public consultation summary to Council at Public Hearing.
- Present draft amendments to MNO to Council for Public Hearing.
- Make revisions to the proposed changes if necessary and return to a subsequent Public Hearing.
- Communicate the approved changes and develop an information campaign.
- Conduct industry and staff training seminars, update internal processes and forms to reflect the changes.

7.0

DELIVERABLES

- Post project evaluation.
- Information about Zoning, Overlays, and the 24 regulations in the MN Proposed Zoning Bylaw Amendment
- Modelling of Proposed Zoning Changes
- Visual Communication Imagery and Media
- Project Webpage
- Public Consultation Summary

8.0

RISK & MITIGATION

| RISK | MITIGATION |
|---|--|
| That resources will not be available to the project, specifically staff time. | The project has been made a priority in the Zoning Bylaw Amendment Team's 2015 - 2016 Work Plan. Two staff members on the Zoning Bylaw Amendment Team have been assigned to the MNO review project and additional Sustainable Development staff are available to assist with the project in a supportive capacity. |
| That funding to hire an external consultant will not be available to the project. | The Zoning Bylaw Amendment Team has made a request to ensure that adequate funding for an external consultant is made available to ensure that effective public consultation can be carried out. |
| That changes to the MNO's regulations could undermine the City's reputation and relationship with citizen groups. | All proposed changes to the regulations of the MNO will be contemplated in close consultation with community groups and other stakeholders in a way that is designed to build trust and maintain relationships with the City's community partners. |
| Stakeholder misalignment may make it difficult to please all parties. | While every effort will be made to address a broad range of perspectives, it is inevitable that Administration will be faced with situations where the need to balance interests and outcomes will not be met with the approval of all parties. |