

ZONING BYLAW RENEWAL INITIATIVE

DISCUSSION PAPER



NODES & CORRIDORS

Edmonton

A series of Discussion Papers were created in 2020 to support Phase 1 of engagement and may include content that was subject to change as the draft Zoning Bylaw was refined.

The City of Edmonton provides these Discussion Papers for general information and educational purposes only. All persons and companies accessing this resource are advised not to rely on it and to seek their own professional advice for any particular purpose. All persons and companies must refer to Zoning Bylaw 20001 for the most accurate and up-to-date version, which can be found at edmonton.ca/ZoningBylaw. Where information in the Discussion Paper does not align with the text of the Zoning Bylaw 20001, the Zoning Bylaw 20001 prevails. In no event shall the City of Edmonton and its employees, members, agents, contractors, and suppliers be liable for any loss or damages of any kind arising in any way out of any use of the Discussion Papers .



HOW TO USE THE DISCUSSION PAPERS

The discussion papers provide an entry point into the world of zoning by breaking it out into understandable parts and allowing Edmontonians to select topics that interest them. They explore various aspects of zoning and the new Zoning Bylaw, and provide the preliminary thinking and direction for the approach it may take. Please refer to the [Overview and Philosophy of the New Zoning Bylaw](#) for more information.

These papers are a **first attempt** at exploring potential directions for new zoning regulations. All Edmontonians – from developers to residents – are encouraged to explore the topics that interest them and provide feedback through the [Engaged Edmonton](#) platform. Information gathered through the discussion paper conversation will be used to help inform how the new Zoning Bylaw will be written.

TOPICS



**PHILOSOPHY OF THE
NEW ZONING BYLAW**



NODES & CORRIDORS



RESIDENTIAL ZONES



**COMMERCIAL &
INDUSTRIAL ZONES**



**AGRICULTURE &
RURAL ZONES**



**OPEN SPACE &
CIVIC SERVICES ZONES**



SPECIAL AREA ZONES



**DIRECT CONTROL
ZONES**



**NOTIFICATIONS &
VARIANCES**



OVERLAYS



SIGNS



**CLIMATE RESILIENCE &
ENERGY TRANSITION**



ECONOMY



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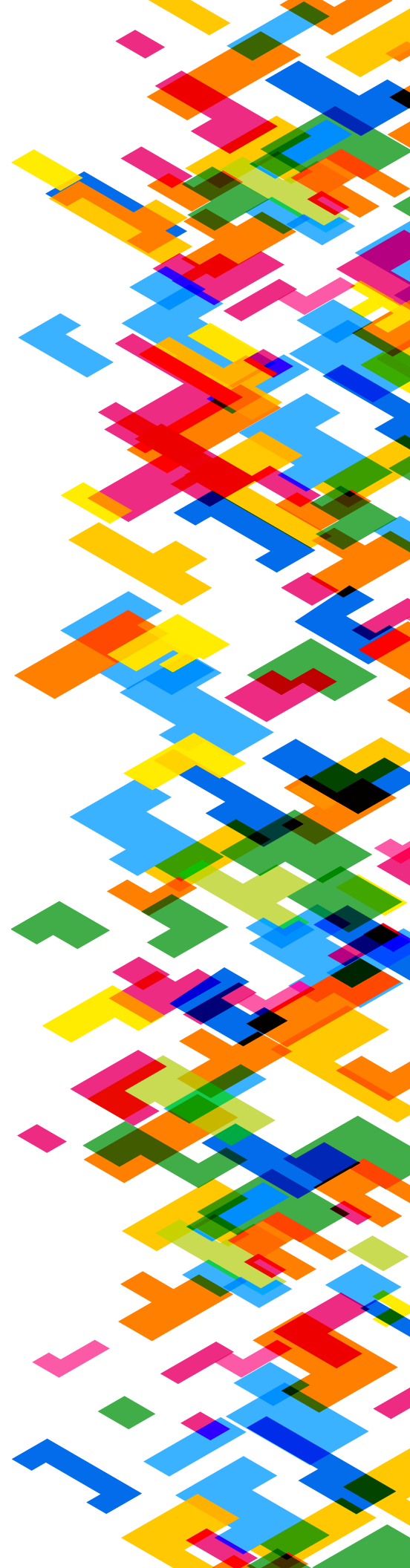
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CONVERSATION STARTER

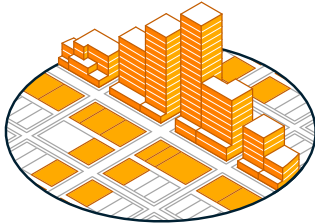
How can the new Zoning Bylaw incorporate The Draft City Plan's **nodes and corridors**?

This paper shows that the new Zoning Bylaw can incorporate them by

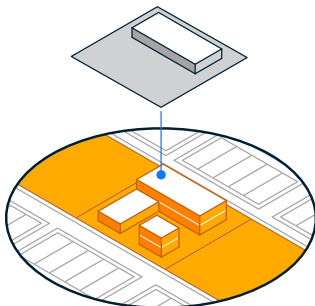
- 1 Designing flexible **mixed use zones** that integrate with **transit systems**, encourage **high quality urban design**, and are aware of their **surrounding context**

 - **Introducing Context Modifiers**
 - + Context Modifiers provide levers to increase land use intensity based on the context of a site's location within the **nodes and corridor network**.

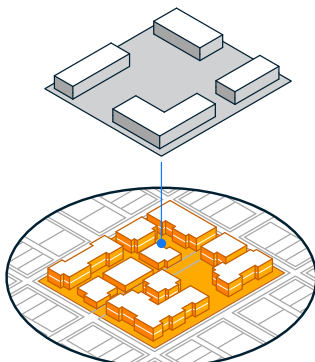
- 2 Designing **mixed use zones** that prioritize **pedestrians and transit accessibility** and support vibrant **main street-like** corridors and nodes

 - **Introducing Mixed Use 1 (MU1) Zone**

- 3 Designing **mixed use zones** that are **pedestrian and vehicle oriented** and absorb and transition existing 'big box' developments into **mixed-use developments**

 - **Introducing Mixed Use 2 (MU2) Zone**

- 4 Designing **mixed use zones** for large sites that are ready for **redevelopment** but require **comprehensive site planning** that integrates with its surroundings

 - **Introducing Comprehensive Site (CS) Zone**

Please provide us feedback at engaged.edmonton.ca

INTRODUCTION

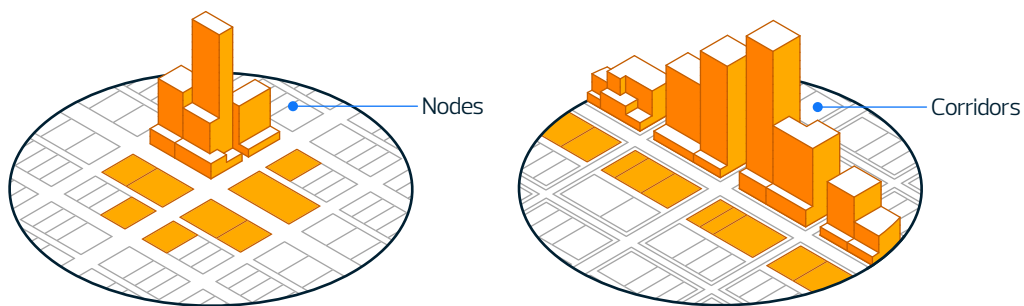
The **Draft City Plan** pushes the boundaries of how we plan, invest, and develop Edmonton to accommodate a population of two million people. Through a **network of strategically located nodes and corridors**, The Draft City Plan's approach is intended to direct investment, infrastructure enhancements and services to support greater density of people and jobs in a more sustainable way.

A node, in its most general sense, **is a place in the city where people and transportation routes converge and congregate**. They are characterized by mixed use development providing a wide variety of residential, employment, retail and/or recreational opportunities. Corridors are built on the same philosophy and development types as nodes, **but are laid out in a linear manner along important transportation routes within the city that connect nodes**.

The Draft City Plan concept envisions Edmonton welcoming one million more residents. Getting there will take time. The entire Nodes and Corridors

network won't be completed until well into the future, and each node and corridor will grow and evolve over time at different paces. While this paper sets the direction for the new nodes and corridors zones, their application within the network will be based on guidance from The Draft City Plan, secondary plans (i.e., District Plans), and the Zoning Bylaw Renewal Rezoning Project (i.e. rezoning the entire city to align with the new Zoning Bylaw). The purpose of this discussion paper is to outline how The Draft City Plan's concept of nodes and corridors will translate into development regulations in the new Zoning Bylaw, and how they will shape the very nature of our city.

Fig 1. Nodes and Corridors



The New Zoning Bylaw

The current Zoning Bylaw lacks functional mixed use zones that support walkable, livable, development that is well integrated with mass transit. In the absence of a viable mixed use zone, there has been a greater reliance on **Direct Control zones** (development agreements for specific sites) and **Special Area zoning** (tailored zoning to specific neighbourhoods). The increased use of Direct Control zones and Special Area zoning represents the inadequacy of the Zoning Bylaw in responding to changing market demands and development types (outdated zones), and current urban planning and design principles and

practices. Direct Control zones, in particular, are too restrictive of a tool, to successfully facilitate a vibrant, mixed use place, especially when applied to relatively large areas of land.

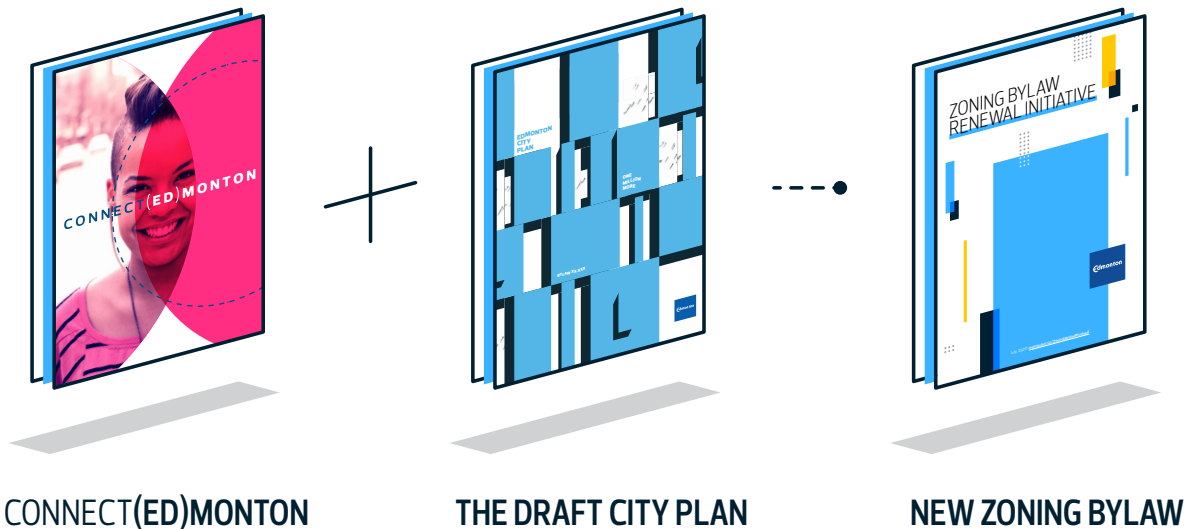
The Zoning Bylaw Renewal Initiative provides the opportunity to create usable mixed use zones as an alternative to site specific or neighbourhood zoning. It also provides an opportunity to align with higher policies, such as The Draft City Plan and enable the type of development and design envisioned along the nodes and corridors.

Nodes and Corridors in The City Plan Concept

The Draft City Plan sets strategic direction for the way Edmonton grows, generally touching on most aspects of life in Edmonton, including its mobility systems, open spaces, land use, employment and social networks. Integrated design and development come together to create the foundation of our future city. Nodes and corridors are the activity centres of different shapes and sizes, featuring

a mixture of housing types, employment opportunities and gathering spaces. The system of corridors connect the nodes to one another, but also serve as destinations in their own right. Working together, nodes and corridors are places for movement, living and commerce that are anchored by pedestrian friendly streets, well designed communities, and high quality urban spaces

Fig 2. Policy Alignment



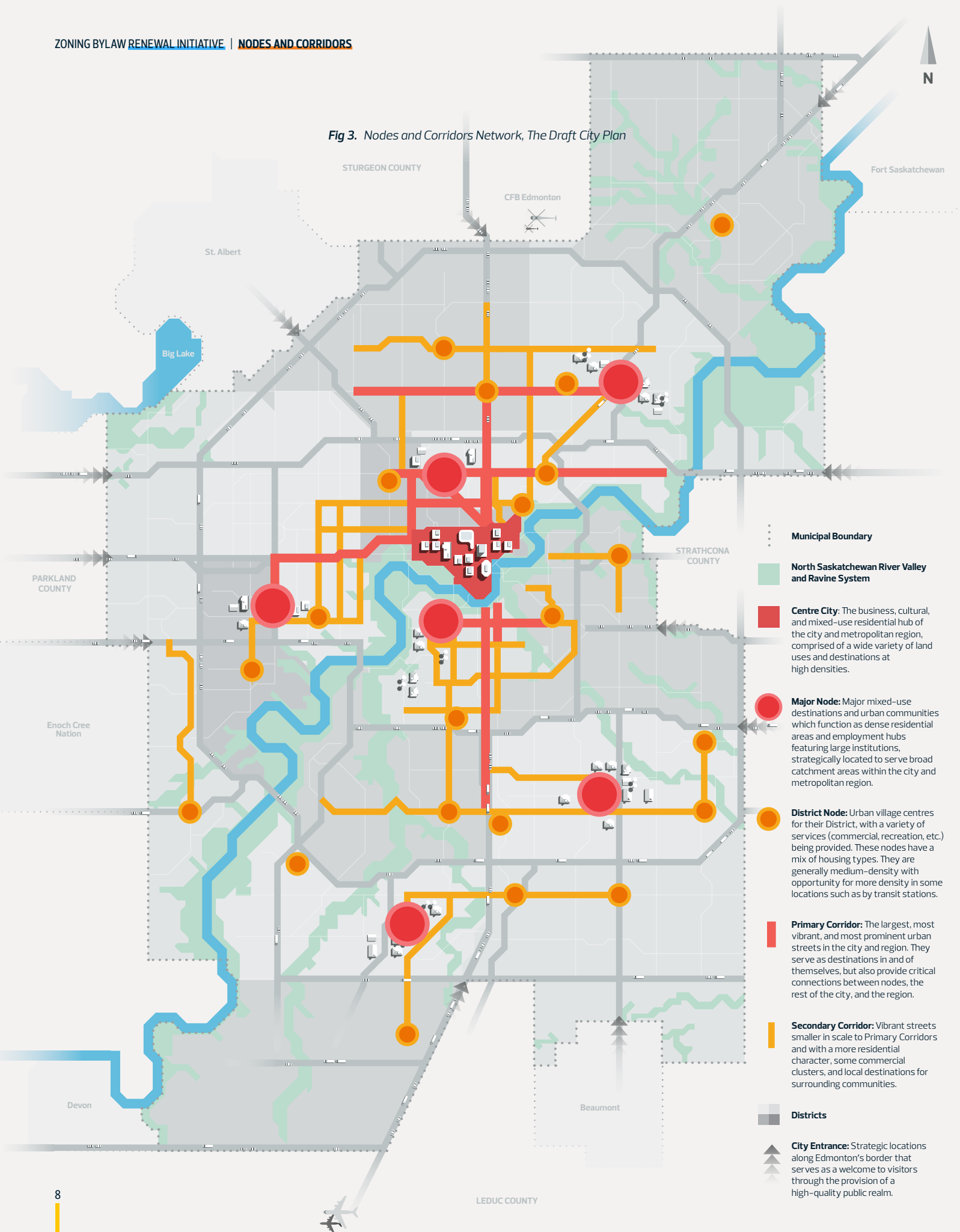
The Nodes and Corridors Network ([Fig 3](#)) identified in The Draft City Plan introduces a new way of organizing and concentrating development. While all areas of the city will densify over time, The Draft City Plan proposes to direct growth and intensification to this network. Based on this direction, nodes and corridors are intended to support 50% of all employment in Edmonton and serve as hubs for residents to connect, catalyze and converge. They are envisioned as areas where residents will be able to meet their daily needs, while serving citizens from the surrounding districts. They will provide the necessary urban structure to direct future investment and manage ongoing change in support of greater community equity, opportunity and connectedness.

The Land Use Concept proposed by The Draft City Plan includes a hierarchy of nodes and corridors to direct growth of varying intensities to different areas of the city. These include the City Centre Node, Major Nodes, District Nodes, Primary Corridors, and Secondary Corridors. The Draft City Plan also identifies a need to enable nodes at the local level to help support vibrant, livable communities. Candidate locations of local nodes will be established through the District Planning process. For additional information on residential local nodes, please refer to the [Residential Zones discussion paper](#). For information on non-residential local nodes, please refer to the [Commercial and Industrial Zones discussion paper](#).

Table 1. Excerpt from The Draft City Plan – Definitions of Nodes and Corridors.

| Nodes | Corridors |
|--|---|
| <p>Centres of activity that feature a variety of land uses including housing types and tenures, and employment. They are places to gather that serve a broad catchment area where mobility networks converge. Nodes are physically integrated with their surroundings, while being visually distinguishable from them.</p> <p>A Major Node is a large-scale urban centre that serves multiple districts and is typically anchored by public institutions and significant employment centres. Major nodes capitalize on excellent transit access and support higher density development and a wide mixture of land uses.</p> <p>A District Node is diverse and includes housing, employment and amenities, often within a short walk or bike ride from other parts of the district. A district node supports a variety of businesses and community amenities serving multiple neighbourhoods.</p> <p>A Local Node serves a residential neighbourhood or business area and includes an existing or new small scale activity centre. It is a community focal point for business, services, gathering and housing. Local nodes are people places and support activity and animation. They are integrated within their neighbourhood and feature strong pedestrian and cycling linkages and transit.</p> | <p>Places for movement, living and commerce that are anchored by the mobility system that connect most nodes. Corridors vary in density, length and width. They provide connections within and across districts and are destinations in themselves.</p> <p>Primary Corridor is a major, vibrant and prominent urban street designed for living, working and moving. It serves as a destination in itself, but also provides critical connections throughout the city and beyond. Primary corridors include a wide range of activities supported by mixed use development and mass transit.</p> <p>Secondary Corridor is the vibrant residential and commercial street that serves as a local destination for surrounding communities. A secondary corridor feels more residential in nature than a primary corridor. Some secondary corridors will include city-wide mass transit with the others near or served by district transit.</p> |

Fig 3. Nodes and Corridors Network, The Draft City Plan



CITY PLAN INTENTIONS AND DIRECTION

The Draft City Plan is an invitation to build a version of our city that **respects and preserves the things we value today while creating a city to attract and inspire its next million residents.** It contains policy intentions, directions, and growth patterns that highlight what needs to be accomplished and **outlines a specific course of action at a city-wide level** to realize the vision the Plan seeks to achieve.

The policy intentions and directions related to nodes and corridors can be grouped into five themes, which will ensure they are **mixed use in nature, are integrated with transit systems, encourage high quality urban design, meet regional density targets, and support development opportunities to advance the innovation corridor.**

Inclusive Mixed Use

The Draft City Plan has a number of policies that support mixed use, inclusive development in Edmonton. In general, the plan identifies nodes and corridors as intensification areas designated for housing and job growth, which are characteristic of a mix of uses, supporting a variety of businesses, housing types, and community amenities. The Draft City Plan also includes direction for income diverse neighbourhoods and districts, and ensuring residential development can support a variety of housing choices for residents, including more opportunities for larger households in medium and high density areas. Policy direction also calls for action to provide gathering and event spaces, for things such as Indigenous cultural and ceremonial practices. The new Zoning Bylaw has a role in implementing these directions by ensuring that the nodes and corridor zones enable a variety of residential, commercial, institutional, cultural and recreational uses. Regulations in the bylaw can also inform the composition of dwellings and can support directions to increase housing options in the nodes and corridors.

Integration with Mobility Networks

The nodes and corridors concept builds on previous policy work related to transit-oriented development, and expands it from being centred on LRT stations and transit centres to where intensification opportunities intersect with mass transit and mobility hubs. The nodes and corridors are intended to become vibrant places for living, working and recreation. They are also intended to link to each other to enable efficient and enjoyable movement of people and goods, in tandem with the growth of mobility networks over time, including mass transit. The new Zoning Bylaw can implement this policy by ensuring mixed use zones are available to apply to the priority growth areas, and enable the scale, density and built form outlined for the nodes and corridors network in The Draft City Plan to come to fruition by the time Edmonton reaches two million people.

Mobility Hub: A place for trip origins, destinations, and transfer points to allow people to seamlessly move from one travel option to another as needed. Mobility hubs are typically located in nodes and centred at the intersection of mass transit routes to create connections within Edmonton and the region.

Mass Transit: A large scale fixed route system of public transportation serving an urban area which is able to transport large numbers of people using buses, trains and other technologies

High Quality Urban Design

The Draft City Plan recognizes the importance of urban design on the quality of life in the city and how it contributes to a unique sense of place within our community of communities. Policy intentions in The Draft City Plan highlight the desire for beautiful architecture, animation and urban design excellence to promote a connected, attractive, and delightful city. Policy direction related to this calls for a high standard of design for both public and private development in nodes and corridors, and along city entrances. The Draft City Plan also provides direction to integrate winter city design through the development of buildings, the public realm, and open spaces. The new Zoning Bylaw can help achieve these goals through the use of regulations, informed by best practice and the City's urban design policies, that ensure the design of buildings and sites are contextually appropriate and enhance the pedestrian experience in all seasons. A case study related to urban design can be found in [Appendix 1](#).

Urban Design: Urban design is the art of making places that work for people. It is about making connections between people and places through the arrangement and design of buildings. It generally deals with the space around, between and within buildings that are publicly accessible.

Aligns With Metropolitan Regional Growth Plan

As part of the Edmonton Metropolitan Region Board (EMRB), the City is committed to the regional Growth Plan to ensure Edmonton is contributing to sustainable growth in the region. As such, The Draft City Plan provides direction that requires districts to meet or exceed regional density targets as they develop or redevelop over time. The new Zoning Bylaw has a role in ensuring this commitment by establishing density regulations that help the City project if the targets will be met. The new bylaw can further support this growth by establishing minimum density thresholds for the node and corridor zones.

Supports the Innovation Corridor Concept

The Non-residential Opportunities Network of The Draft City Plan envisions areas of the city that are essential to support ongoing business growth. Within this network is the Innovation Corridor, a linear strip within the heart of the city where major academic, health and research institutions are connected by mass transit and supported by high quality public realm and built form. Currently, there are close to 130,000 jobs present within this corridor and it is predicted that this will increase upwards of 50,000 new jobs as the city's population reaches two million. While the Innovation Corridor is not technically part of the nodes and corridors network, each of these major institutions is contained within a major node or within the centre city. The new Zoning Bylaw can advance policies related to enhancing and redeveloping these areas by integrating a broader range of uses to encourage innovative business models and operations. Also, it can include regulations informed by the City's urban design policies to achieve the high quality urban design and built form desired within these areas.

A complete list of The Draft City Plan policy intentions and directions related to nodes and corridors is included in [Appendix 2](#) of this paper

District Planning

An integral component to achieving the growth pattern and realizing the policy intentions and directions articulated within The Draft City Plan is the proposed District Network (see [Appendix 3](#)). District Planning will translate the direction of The Draft City Plan into 15 geographic areas and the nodes and corridors within them to accommodate growth at the 1.25 million population milestone. As such, the proposed node and corridor zones of the new Zoning Bylaw will need to align with policies within the District Plans to achieve this objective. Work planning for district planning is underway. The objective is that District Plans are in place in 2022 at the time of adoption of the Zoning Bylaw to facilitate its implementation.

CURRENT ISSUES OF MIXED USE ZONES AND OVERLAYS

Administration held preliminary conversations with the public, industry stakeholders, and internal staff in 2019 to discuss **the issues with the existing suite of commercial zones and overlays**. It is understood that in the new Zoning Bylaw there is a need for zones that support:

- **Functional mixed-use developments**
 - + that focus on built-form, massing and design
 - + that place greater emphasis on permissive regulations
 - + that include regulations to ensure development transitions appropriately to adjacent zones
 - + with appropriate floor area ratios and building height requirements
 - + that reduce the reliance on complex mixed-zoning mechanisms
- **Appropriate locations**
 - + zones that are contextually appropriate and respond to the predominant, and planned, modes of movement
- **Horizontal and vertical mixed-use development**

Limitations to Mixed Use Zoning in Bylaw 12800

Outside of the Downtown core, areas of the city that are commonly considered walkable mixed use places are zoned to accommodate general business development. These zones accommodate businesses that require good visibility and accessibility along or adjacent to major public roadways. The emphasis of these zones has been to provide ease of access for automobiles travelling along these corridors, which has led development to focus on providing parking spaces. This focus has taken away opportunities to develop sites that support the people who shop, work, and live along these commercial streets. The regulations in these current zones are not supportive of creating vibrant mixed use places where people can interact, live and move in accessible, safe and comfortable built environments.

Administration recognizes the limitations of the current commercial zones in fostering vibrant shopping streets. The regulations currently contained within each commercial zone focus on building placement, height and the maximum floor area of businesses. While there are some urban design requirements, the zones themselves are

more focused on controlling land use activities, and less so on how the building interacts with the environment around it.

While current standard zones were created with the intent to allow for mixed use development, they have not created the regulatory environment that can support market demands, nor have they proved to be a desirable alternative to Direct Control or Special Area zoning. The Commercial Mixed Business (CB3) Zone (see [Appendix 4](#)) provides greater opportunities in terms of height, locational requirements, and setback regulations. However, it tries to accommodate all forms of development ranging from a suburban context (allowing drive-throughs) to an urban context developed along mass transit corridors and has consequently failed to meet its intended purpose.

In 2018, the Main Streets Overlay was introduced to the Zoning Bylaw. The purpose of the Main Streets Overlay is to encourage and strengthen the pedestrian-oriented character of Edmonton's main street commercial areas by providing visual interest, transparent storefront displays and

amenities for pedestrians in areas that are located in proximity to residential and transit-oriented areas. Under the current zoning regulations, **Overlays** cannot control uses and the Main Street Overlay only applies to existing commercial zones. It is effective in transitioning a commercial strip into a main street, but it lacks the nuance needed to create the systems of nodes and corridors that is envisioned in The Draft City Plan.

Other Mixed-Use Zoning Mechanisms

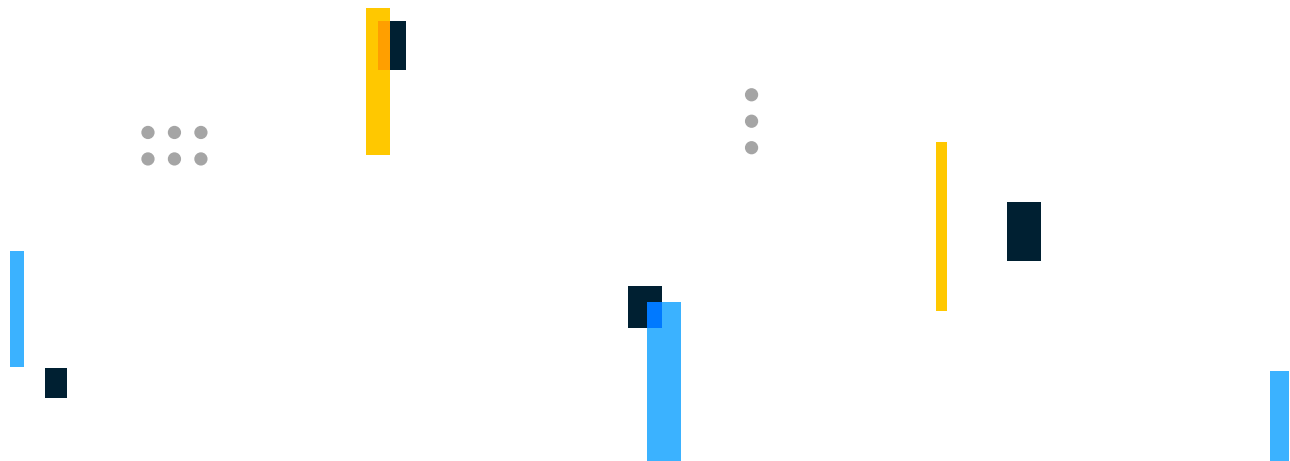
Other tools exist in the Zoning Bylaw to enable mixed use development, including the use of site-specific Direct Control zoning and Special Area zones. Recently approved Direct Control zones that focus on transit-oriented areas and are mixed use in nature include sites in Bonnie Doon, Century Park, and Mill Woods Town Centre. Special Area zoning has been used to tailor specific requirements and built outcomes in the Downtown core and some newer developing areas of the city. Currently there are over 1,300 Direct Control zones, and the number of Special Areas have grown from three in 2001 to sixteen in 2020. Some of the Special Areas have upwards of eight zones.

Relying on **Direct Control zones** and **Special Area zones** to solve zoning issues has increased the complexity of the current Zoning Bylaw. The use of Direct Control zoning also has long-term implications because it locks development regulations in time. For example, the current Zoning Bylaw was recently amended to remove parking minimums city-wide. However, many Direct Control zones existing prior to this amendment would still be required to provide parking spaces in

accordance with the regulations that were adopted at the date of passing of the Bylaw. It has also been proven that the combined efforts of the City and Developer in writing specific Direct Control zones for these areas rarely get it right. For example, as of summer 2020, Strathearn Heights is undergoing its fourth attempt at rezoning without any development occurring from the previous three attempts. Holyrood Gardens and Bonnie Doon Mall are also anticipated to be rezoned again soon after only a couple years of existence due to market conditions and fluctuations.

Appropriate Locations for Mixed Use Zones

The new Zoning Bylaw will need to take context into consideration and create mixed use zones that are more responsive to the various built forms and road infrastructure types in the nodes and corridors. When existing and proposed future context are not taken into consideration, zoning can create barriers to good development. Zoning regulations that focus on pedestrian-oriented design, but applied in areas not yet ready for road infrastructure and public realm upgrades have caused implementation challenges for Administration. Applicants have been reluctant to propose main street type development that is out of step with current conditions. This reluctance leads to Administration spending more time working with applicants to adjust the design of proposed development to meet the requirements, or applicants having to appeal decisions or applicants deciding to withdraw from the proposed development.



Horizontal and Vertical Mixed-Use Development

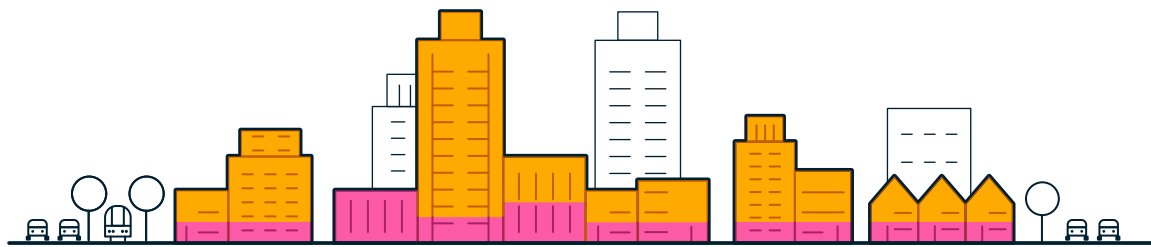
While the traditional mixed use form, which allows commercial development at-grade and residential above, has a place within the nodes and corridors, it is not possible for every site to be built in this manner. The Draft City Plan notes that mixed use development generally refers to development where different land uses not only combined on the same site, but also within the buildings themselves. Administration identified that allowing fully residential or commercial development to occur can foster more market-ready development.

Allowing for variety in how land use is organized in nodes and corridors will also help them intensify, thrive, and innovate. Instead of inhibiting development by forcing vertical mixed use configurations, Administration heard from some stakeholders that the focus should be on future-proofing development by making sure buildings can adapt to future uses and needs. This can be achieved through design elements such as, but not limited to: minimum ground floor heights, active frontage related to window placement and transparency, and setback requirements.

Fig 4. Example of Horizontal and Vertical Mixed Use Development Configuration (adapted from [source](#))

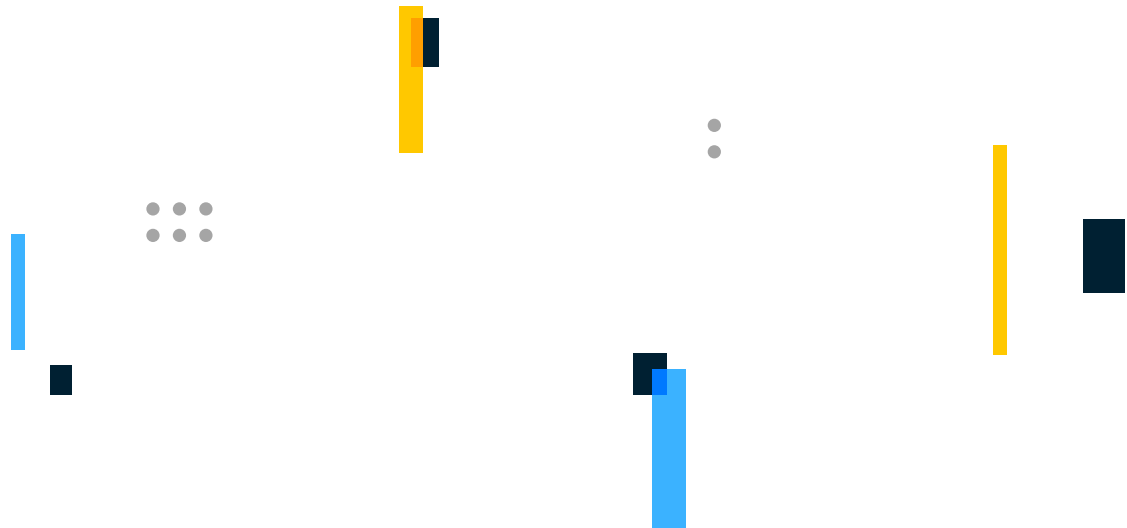


Horizontal Mixed-Use



Vertical Mixed-Use

■ Live - Work ■ Residential



MUNICIPAL BEST PRACTICES

To help identify the approach Edmonton should take in implementing the proposed Nodes and Corridors Network envisioned by The Draft City Plan, **Administration reviewed the zoning bylaws of Calgary, Toronto, Portland, and Austin.** These cities were chosen because they too have higher policy planning that envisions growth and intensification within a nodes and corridors network.

Through this review, Administration found that some cities use a mix of zones to intensify growth and development in targeted node and corridor areas, and some of these cities apply overlays to enhance the design of new development. Calgary is one example of a city that chose to employ mixed use zoning to foster main street development and create places that support both street-facing residential and commercial uses at grade and enabled a wide range of uses in the same building. The City of Toronto makes use of all of these options, employing mixed use zones to achieve the nodes and corridor approach of the Centres and Avenues locations. Toronto also uses an overlay at the city wide scale that regulates building height and site coverage for new development. Toronto, as well as Calgary, employ the use of modifiers to control for floor space dedicated to commercial and residential activities, building height and density.

Other cities use mixed use zones to achieve both desired design outcomes and intensification needs. Both Portland and Austin underwent a similar exercise as Edmonton where both cities rewrote their entire municipal plan and based on direction

from within those documents. Portland chose to focus on creating new mixed use zones that align with an Overlay that promotes the enhancement of areas with architectural and cultural value. This places a greater emphasis on ground floor commercial uses and limitations on auto-oriented uses. The zones and overlay are applied to key main streets identified within their municipal development plan. Austin also developed a system of nodes and corridors within its municipal development plan. However this city focused on creating three zone categories (Node, Main Street and City Centre) and created a number of mixed use zones within each category of varying intensities.

A summary of each city's approach is included in [Appendix 5](#) of this paper.

GENERAL APPROACH TO THE NEW ZONES

The proposed system of nodes and corridors in The Draft City Plan is varied and complex. **Each street envisioned as a corridor and each area envisioned as a node are unique.** They are different from each other in terms of built form, urban design character, level of land use intensity and density, and whether or not they are pedestrian or vehicle focused. However, zoning of these areas should work to achieve the same end-state outcomes outlined in The Draft City Plan.

To achieve the policy direction and intentions set out in The Draft City Plan, Administration is proposing to create **three zones** to apply to sites intended for mixed use development within the Nodes and Corridors Network. These new mixed use zones are intended **to integrate with proposed mobility systems and enable the land use densities that align with the node and corridor hierarchy outlined in The Draft City Plan.**

Proposed Mixed Use Zones for Nodes and Corridors

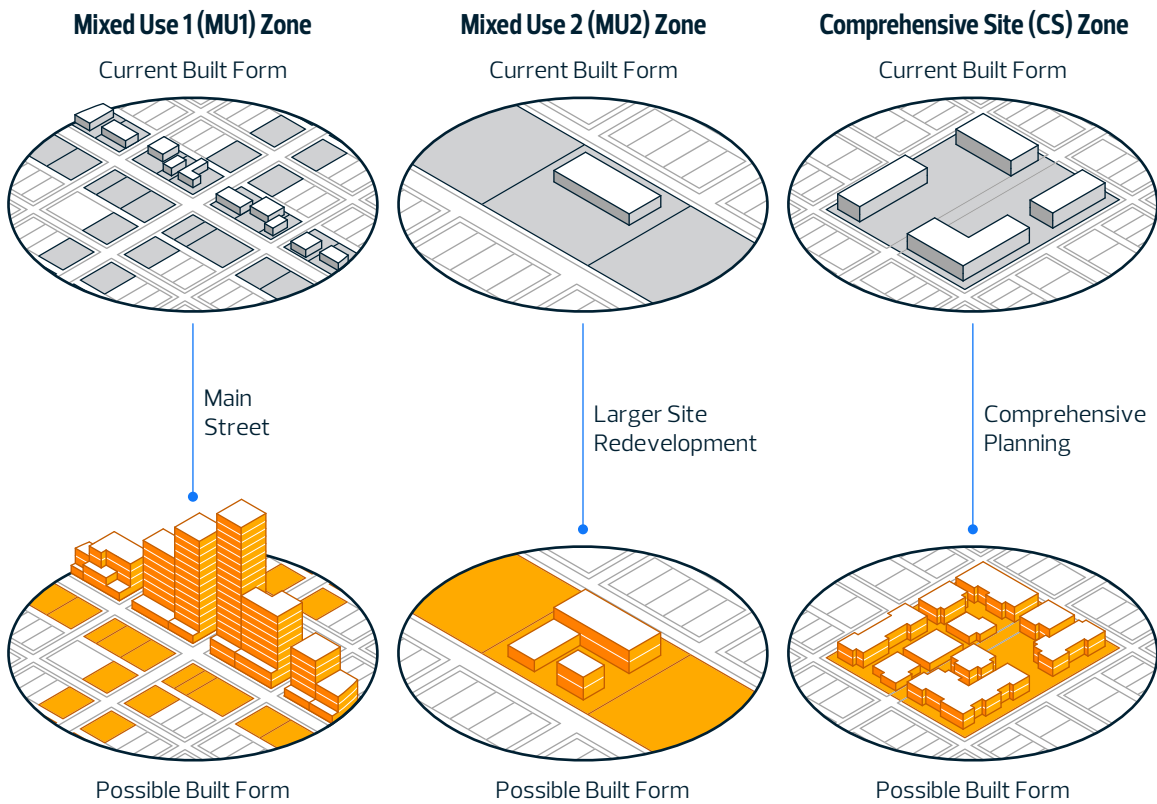
Mixed use zones work best when the separation of uses is limited and innovation is permitted. This means focusing on the desired built-form and integrating built form transitions within the zones to manage impacts to the surrounding development. Initially, zoning was intended to ensure that noisy, smelly, and hazardous industrial and commercial activities did not locate next to residential or less intensive uses. However, today most commercial and business development does not pose the same environmental impacts they once did and are often compatible with residential uses. When different residential and non-residential activities are able to mix

together, zoning can enable more livable, walkable, accessible, and integrated communities, where residents have the choice to live in the same area they work and recreate.

The general intent and purpose of the proposed zones is to enable a mix of different land uses including residential, commercial, institutional, recreational and public spaces. It is intended that pedestrian movement and comfort will be prioritized and land use intensity increases in proximity to mobility hubs and mass transit. Administration proposes three mixed use zones as outlined in [Fig 5](#) and [Table 2](#).

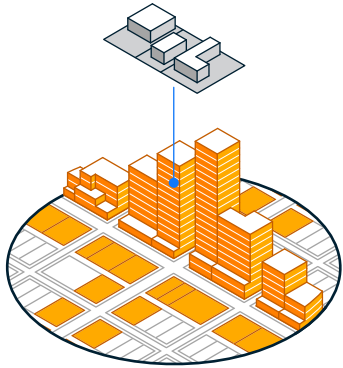
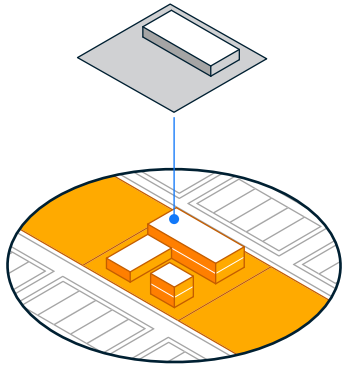
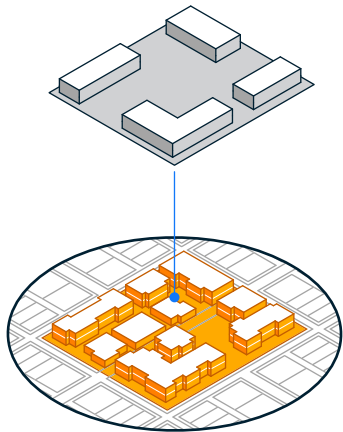
Each of the three proposed zones are intended to emphasize **high quality urban design to enhance the public realm and pedestrian experience**. This will be achieved through the integration of regulations informed by the City’s urban design policies and guidelines. These zones will also contain regulations **to address transitions to adjacent zones with less intense land use and lower building heights**. Incentive-based bonusing provisions are also proposed to encourage public amenity contributions.

Fig 5. Proposed Mixed Use Zones Diagram



Note: Height and built form will vary depending on the [Context Modifiers](#) applied per location.

Table 2. Proposed Mixed Use Zones

| Proposed Mixed Use Zone | Description |
|---|--|
| <p data-bbox="256 359 521 388">Mixed Use 1 (MU1) Zone</p>  | <p data-bbox="638 359 1357 579">This zone is intended to be a pedestrian priority zone centered around transit accessibility. The intent of this zone is to emphasize the public realm through the relationship between the building and the sidewalk to support vibrant, walkable, and accessible main street-like corridors and nodes. This zone will be located primarily within urban settings, pedestrian-oriented corridors, and within some suburban contexts.</p> |
| <p data-bbox="256 810 529 840">Mixed Use 2 (MU2) Zone</p>  | <p data-bbox="638 810 1357 1255">This zone is intended to transition automobile oriented sites to mixed use pedestrian friendly development that intensifies along and in close proximity to mass transit. Candidate sites for this zone are larger in area, generally up to 2 hectares in size and tend to have lot depths greater than 75 metres. This zone is intended to prioritize pedestrian movement, safety and activity. In responding to larger sites and allowing for permeability through the site, this zone is intended to allow for breaks in the street wall and the inward orientation of some aspects of the development. The public realm next to and within the site is enhanced through pedestrian access, building entrances facing the street and amenity areas, and through the design of buildings and open space that provide a comfortable scale and experience for pedestrians</p> |
| <p data-bbox="256 1287 597 1316">Comprehensive Site (CS) Zone</p>  | <p data-bbox="638 1287 1328 1512">This zone is intended to transition large retail centres, shopping malls, and sites greater than 2 hectares into high density, mixed use urban villages in close proximity to mass transit. This zone promotes well designed pedestrian oriented development in low, medium, and high-rise built forms with animated and active frontages, publicly accessible amenity areas, and land uses that support housing, recreation, and employment opportunities.</p> <p data-bbox="638 1543 1328 1701">To ensure a cohesive development pattern that integrates with its surroundings, it is proposed that redevelopment applications are required to include urban design briefs that identify how the proposed development responds to higher policy direction and reflects the City's urban design policies and guidelines.</p> |

Implementing Policy Direction for Density and Massing

Administration contemplated the use of multiple zones to implement specific density and built form requirements of the nodes and corridors proposed by The Draft City Plan. However, because the conditions to create walkable, transit oriented development translates to most contexts within the nodes and corridors network, it is proposed to have fewer zones and use modifiers to adjust the land use intensity, density, and height based on a site's proximity to certain existing or planned features such as mobility hubs, mass transit stations, existing development and community amenities.

Each zone will need to establish density minimums to help reach The Draft City Plan's targets. The Draft City Plan outlines the minimum number of people and jobs per hectare required in order to accommodate the future population horizon of two million people within Edmonton (Fig 6).

Integration with mass transit and mobility hubs is important in the nodes and corridors system. It is proposed that built forms within the upper range of The Draft City Plan's descriptions (and the associated density that results) will be directed to locate closer to mass transit stations and mobility hubs (see Appendix 6). Administration is proposing to require space on larger sites for gathering and creating the opportunities to connect with

and integrate development into the mobility hub system. It is Administration's intention to ensure that the proposed mixed use zones applied within major and district nodes will support the integration with mobility hubs.

Context Modifiers

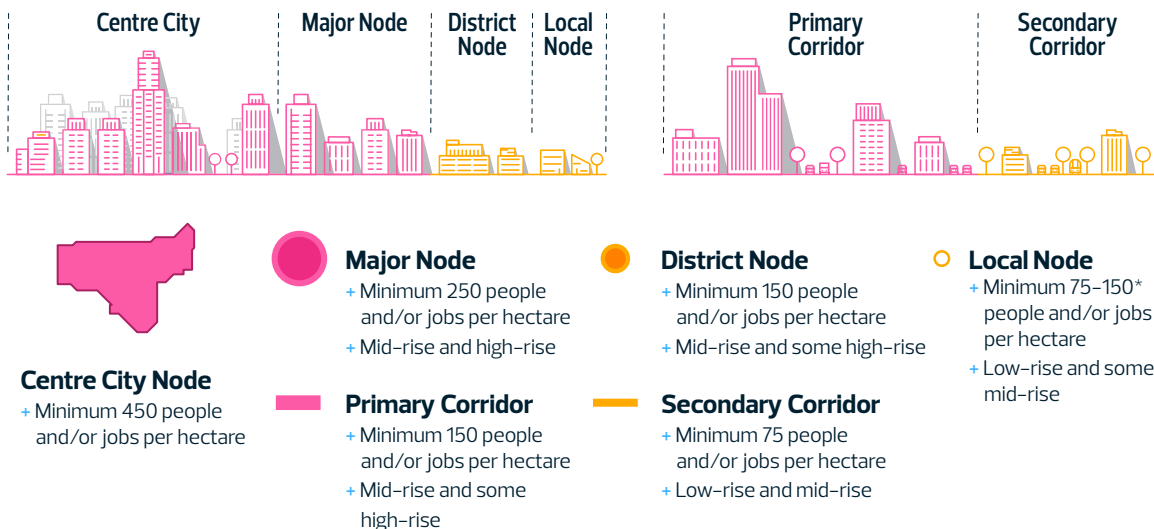
Taking policy direction from The Draft City Plan, Administration proposes to facilitate the intensification of housing and job growth within nodes and corridors through the use of modifiers that will provide levers to increase land use intensity based on the context of a site's location within the nodes and corridor network.

Height

Each zone will prescribe a height permissible on a site whether it is for low, medium, and/or high-rise development. Height would be applied in accordance with built forms identified in The Draft City Planning Nodes and Corridors hierarchy. In general the proposed maximum heights ranges (with bonusing) are:

- + Low-rise: 3 – 6 storeys
- + Medium-rise: 7 – 12 storeys
- + High-rise: 13 – 26 storeys

Fig 6. Node and Corridor Densities and Typical Massing Forms based on The Draft City Plan



Note: For Local Nodes, greater density is proposed to occur at intersections or connections with nodes

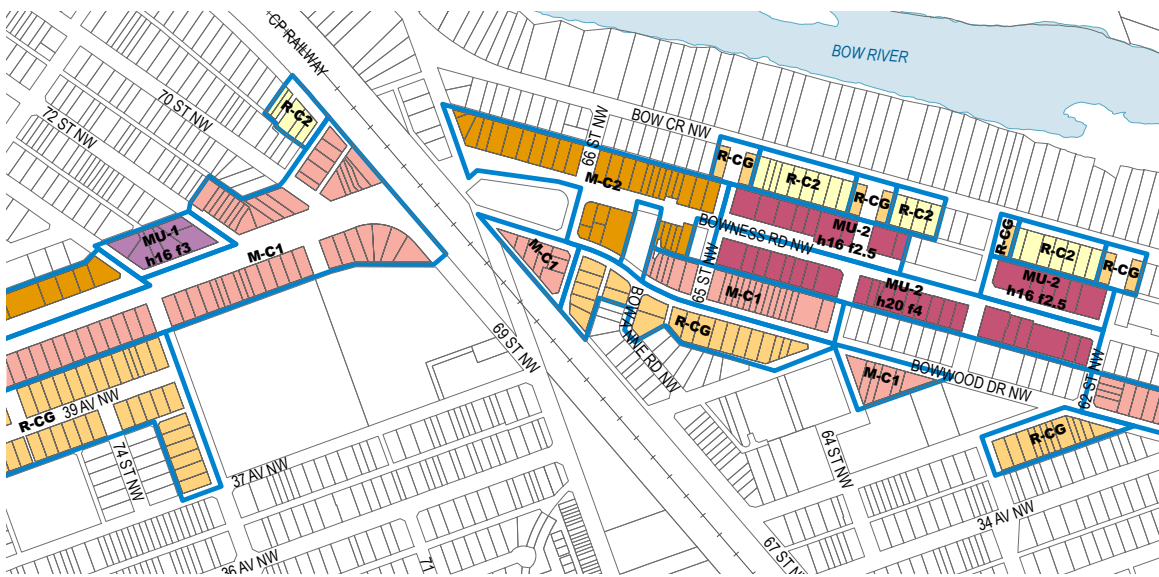
Height modifiers will be introduced based on location within each node and corridor type. To enable intensification in areas supported by mass transit it is proposed that the tallest building heights outside of the Centre City should be permitted in areas that are within a relative distance from a mobility hub, transit centre, citywide transit route or LRT station. Due to mass transit routes following the corridor network, it is recommended that taller building heights occur in closer proximity (approximately 200 metres) to where designated corridors intersect with other designated corridors, or other major roadways, such as arterial roads, principal road, and collector roads. It is also proposed that height can be modified for sites in proximity to other urban amenities, such as public parks and open space, through specific policy direction in a Geographic Plan (e.g., District Plan), or as planned as part of a comprehensive site development.

The Draft City Plan's Nodes and Corridor hierarchy inform how heights will be applied based on the locational criteria outlined above. For example, in a major node, parcels located within proximity to a mobility hub would be permitted to develop high rise development. The transition modifiers

(outlined below) would then prescribe the building height of the remainder of parcels within the node.

Because zoning is generally applied on a parcel by parcel basis, modifiers for building heights can be used to adjust the maximum height for specific sites without having to rezone the base zone. For ease of reference, the zoning map would indicate the maximum building height for a geographic area or specific sites. The maximum building height can be modified for a specific site as approved by a zoning map amendment. The modifiers approach provides a mechanism for a more nuanced approach to applying height in specific areas of the city. This could allow future District Plans a way to adjust the land use intensity of a given area to activate priority growth areas when ready. For example, if a site met the location criteria to build a 20 storey high-rise development but a council-approved District Plan places a cap on height within the area, this cap will become the new maximum allowable height and the modifier would be changed through a zoning map amendment, approved by Council. An example of how this information might be displayed on a zoning map is shown in Fig 7 below.

Fig 7. Example of Proposed Mixed Use Zoning along Bowness Road N.W. in Calgary (reference Bowness Road N.W., [Planning Phase – Land Use Changes – February 2019](#))



Note: Land use district maps display modified maximum height and floor area ratios in the General Mixed Use (MU-1) District and the Active Frontage Mixed Use (MU-2) District. Based on the map above the MU-1 zone on the west side of 69 Street allows for a height up to 16 metres and a floor area ratio of 3 (maximum total floor area equal to three times the site area). On the east side of 69 Street, the MU-2 zone allows for a height up to 16 metres and a floor area ratio of 2.5 on the north side of Bowness Rd NW, and 4 on the south side of Bowness Rd NW. The use of modifiers in these zones has allowed for a more nuanced approach to regulating land use intensity in consideration of existing conditions and proposed plans for Calgary's Main Streets.

Active Frontage

Active Frontage: refers to street frontages where there is an active visual engagement between those in the street and those on the ground and upper floors of buildings. Ground floors may accommodate uses such as cafes, shops or restaurants but can also be residential.

Commercial at-grade: non-residential uses that generate many visits, in particular pedestrian visits, over an extended period of the day. Active uses may be shops, cafes, and other social uses.

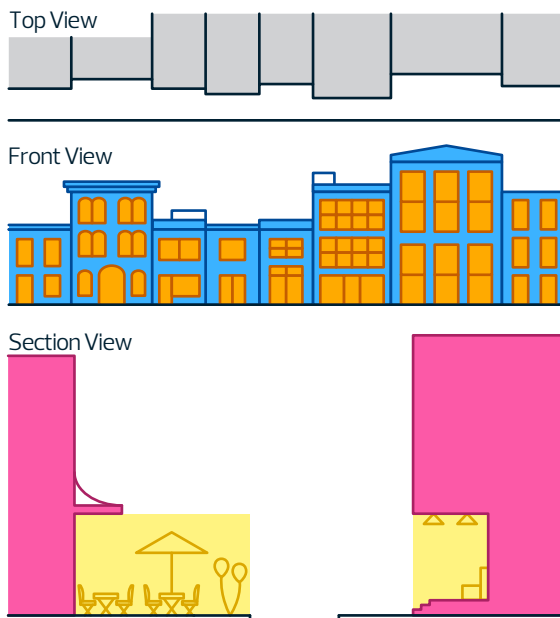
The proposed zones are intended to enable mixed use development, whether it is configured in combination on the same site or translates into horizontal mixed use patterns, working in tandem to create a mixed use geographic area within node or corridor. However, other modifiers proposed to be integrated in the zones include requirements for active frontage and where commercial development at grade will be required, coinciding with urban design requirements. It is proposed that active frontages will be required when a site is facing a Primary or Secondary Corridor, or in a Node and located within proximity to a mobility

hub, major intersection, or when a site is adjacent to or facing public open space. The intent of this proposed requirement is to activate and animate edges to encourage pedestrian traffic in areas that have higher visibility, and areas along mass transit routes or in close proximity to mobility hubs. District Plans can also provide guidance where active frontage is required in Nodes and Corridors, which then can be updated on the District Plan and land use map for ease of reference.

The proposed mixed use zones will accommodate development that is solely commercial or residential or both. Ground level commercial development is proposed to be required at specific locations. To create the urban mixed use development envisioned by The Draft City Plan, commercial uses at grade is proposed to be required when the site faces a designated corridor and is within 200 metres of a major intersection or mobility hub. Specific sites outside of these areas may be applied as designated by District Plan. Ground level residential development will only be permitted where at grade commercial is not required. It is envisioned that any residential at grade will be constructed to a commercial development standard to enable the future conversion of ground floor units.

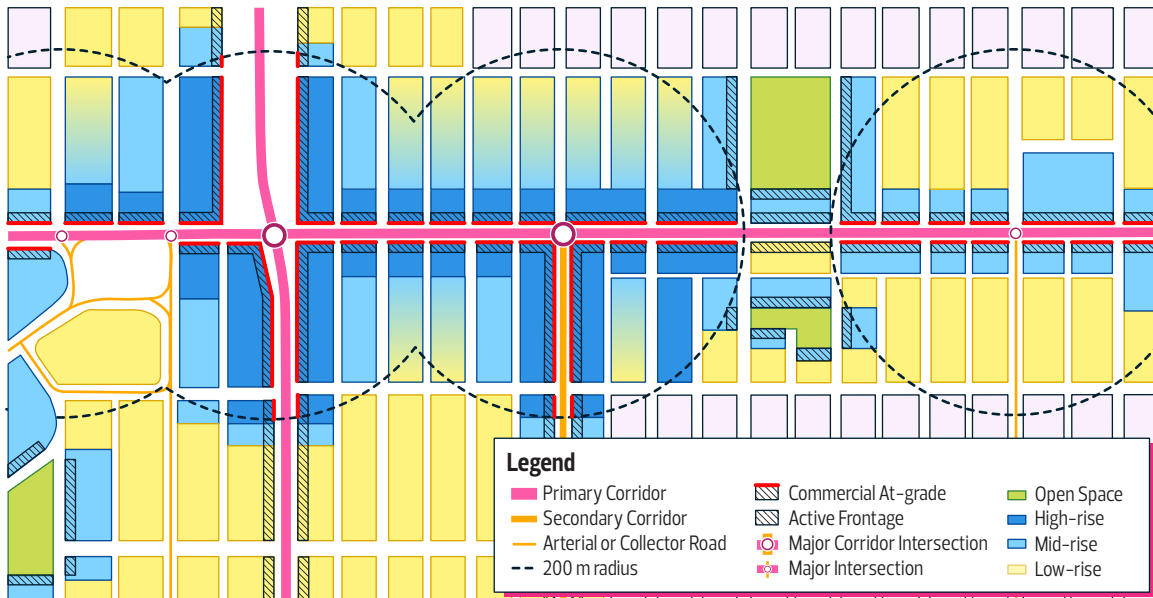
Fig 8. What does Active Frontage look like?
(Diagram inspired from this [source](#))

What does Active Frontage look like?



- Frequent doors and windows with few blank walls
- Narrow frontage buildings giving vertical rhythm to the street scene
- Articulation of facades with projections such as bays and porches providing a welcoming feeling
- Lively internal uses visible from the outside, or spilling onto the street

Fig 9. Conceptualization of the proposed Mixed Use Modifiers along a Primary Corridor



Note: For representation purposes only. This zoning concept shows increased building heights and active frontage along corridors and on sites in proximity to major intersections and/or public open space.

Transitions

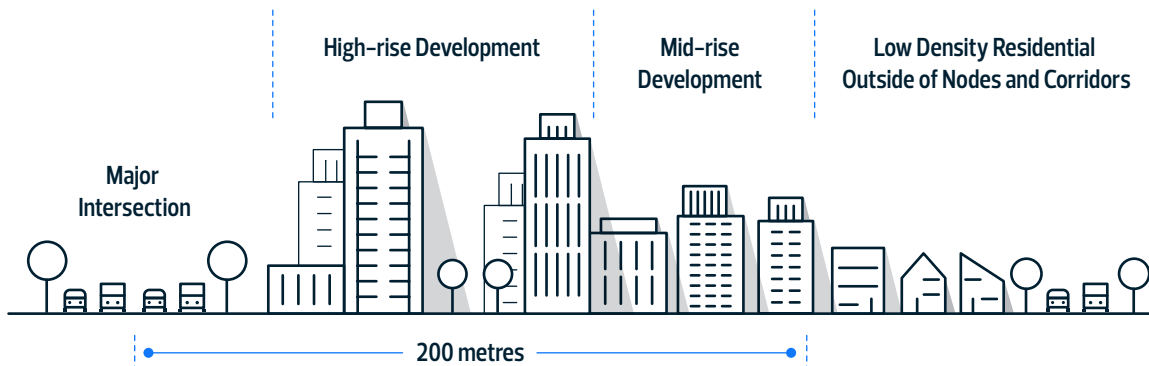
Transitions between buildings will be applied within the proposed nodes and corridors zones. Taller buildings are proposed to be concentrated at major intersections and in close proximity mobility hubs. However, as development moves further away from these focal points, the scale of development will decrease to serve as a transition into lower density areas.

It is also proposed that development located next to smaller scale zones, will be required to be scaled at an appropriate height to serve as a transition between zones. Some areas that are planned for high-rise development may be exempt from this. Additionally, transitions will occur within the zone so that sites next to areas designated for high-rise development are designated for mid-rise to serve

as a transition to low-rise development where possible. Alternatively, a site could be designated for high-rise and next to low-rise if there is sufficient space, informed by appropriate technical studies (i.e., wind, sun/shadow) to mitigate impacts to adjacent low-rise development.

Transitional setback or setback will be required in the zone. Administration proposes to introduce setback or setback requirements when mid-rise or high-rise developments are next to low-rise or small scale developments. For example, if a mid-rise development is located next to a small scale residential zone that only permits heights up to three storeys, regulations would require development to stepback from the portion of the building above three storeys facing the smaller scale development.

Fig 10. Concept of Side Profile Showing Transitions Between Development



Urban Design

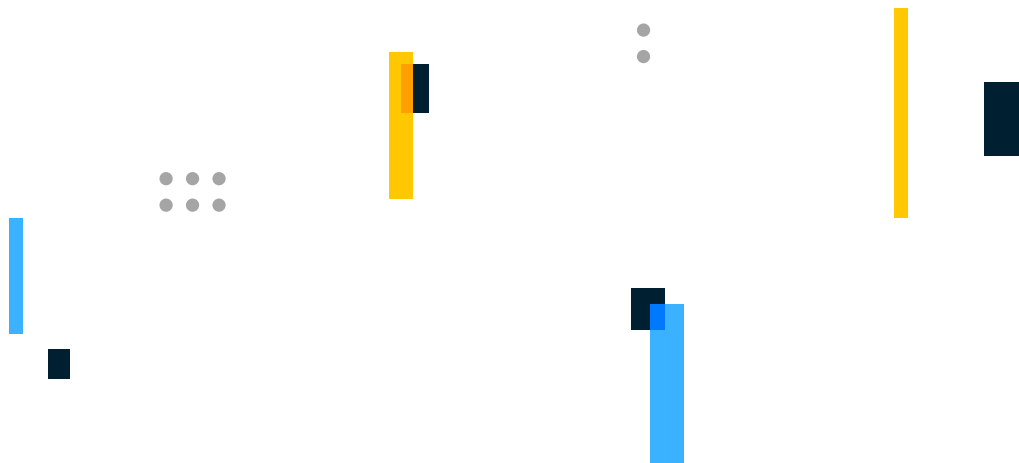
Policy direction from The Draft City Plan indicates that nodes and corridors will reflect **a high standard of design for public and private development, and contributes to an enhanced public realm that is connected, walkable, and celebrates Edmonton as a winter city.** Administration proposes to do this through the integration of regulations that reflect the principles of the City’s urban design policies that provide guidance for podium, mid-rise, and tower configurations; setbacks and stepbacks; and building articulation that strengthens the relationship with the street and promotes human-scale development that is comfortable for pedestrians.

The City’s urban design policies will also identify when specific technical studies, such as wind or sun/shadow studies, are required for mid-rise and high-rise developments. Administration will also take direction from existing best practices used in pedestrian and transit-oriented development, and proposes to incorporate regulations from the higher design standards established in some of Edmonton’s existing Special Areas and recently approved Direct Control zones, as well as regulations from the Main Streets Overlay. These regulations also include guidance for the interface between the building and the street for uses, like different setback requirements for non-residential uses and residential uses with at-grade access.

For sites that need to accommodate high vehicular activity, an emphasis will be placed on how pedestrians move through a site. Design regulations to modulate areas for parking are proposed to be used to provide more opportunities for landscaping and low impact development features, as well as places to enable the safe movement of pedestrians. Regulations will also

address the location of back of house operations, such as service areas for garbage, loading and utilities. It will be expected that pedestrian walkways will be interconnected throughout the development, as well as with the larger network of city streets and sidewalks.

For comprehensive site developments, Administration proposes to require applications to include an urban design brief that outlines the design goals and objectives of the project and how it responds to higher policy plans. The design brief is envisioned to include a spatial analysis of existing conditions, the conceptual design of the project including the proposed site design, built form configuration (including the location of low, medium, and high-rise buildings), articulation of design elements to minimize massing and to enhance the public realm and the permeability of the site, and how the development integrates and responds to surrounding development. The implementation of an urban design brief could help reduce the need to defer to Direct Control Zones for the redevelopment of large infill sites.



Incentive Based Regulations

Administration proposes to use bonus provisions to encourage public amenity contributions within a development. **It is proposed that additional height, floor area ratio, and/or dwelling units can be permitted under certain conditions provided that standardized public amenity contributions are provided.** Public amenity contributions could be based on existing policies such as C599 – Community Amenity Contributions. Bonus provisions may also be used to encourage dwelling units with more than two bedrooms in order to provide more housing options for residents. **Standardizing expectations for amenity contributions and affordable housing could encourage the use of the proposed mixed use standard zones with additional certainty** in comparison to having to negotiate these provisions through a rezoning for a Direct Control zone.

Providing Permanent Supportive Housing has been identified as a possible incentive based regulation. However, Administration is not proposing to include permanent supportive housing as an incentive at this time as more policy work needs to be done to inform the criteria for this type of incentive. The City of Edmonton has several policies in place to [invest in affordable housing programs](#) and [seek affordable housing contributions](#) from specific proposed residential developments. The Draft City Plan identifies that at least 48,000 households are in core housing need. To solve this issue, it will require the City working with private and non-profit sectors, and all levels of government employing a variety of social and funding programs to build the necessary amount of housing units. This may require the City to collaborate and determine how the new Zoning Bylaw could contribute to a comprehensive

strategy in providing affordable housing across many neighbourhoods. Recognizing that this is a continued priority, this would need to be explored in the short-term after the new Zoning Bylaw has been adopted by Council.

As climate resilience is an important strategic goal of ConnectEdmonton and informs a number of policies in The Draft City Plan, Administration is also considering ways to integrate regulations to help meet our energy transition and climate adaptation goals through the new Zoning Bylaw. This may also include proposed directions for incentive based regulations to achieve these regulations. For additional information on how Administration is proposing to integrate climate resiliency in the new Zoning Bylaw, please refer to the [Climate Resilience and Energy Transition discussion paper](#).

ZONE SUMMARIES

The following is a high-level overview of the proposed mixed use zones. A description of uses listed within the zones is included in [Appendix 7](#) of this paper.

The following part includes a **summary of the regulations** that would apply to the proposed Mixed Use 1 (MU1) Zone, Mixed Use 2 (MU2) Zone, and the Comprehensive Site (CS) Zone. These would be refined as the zones are further developed.

Regulations to Apply to All Mixed Use Zones

Permitted Uses

- + Agriculture
- + Residential
- + Indoor Sales and Service
- + Food, Cultural, and Entertainment
- + Recreation
- + Civic Services
- + Special Events
- + Signs

Conditional Uses

- + Outdoor Sales and Service

Minimum Height

New development 3 Storeys. Intent is to allow existing buildings less than 3 storeys to continue without becoming non-conforming.

Maximum Height

Based on location within or along designated node or corridor according to direction from The Draft City Plan:

- + Major Node – mid-rise and high-rise
- + District Node – mid-rise and some high-rise
- + Primary Corridor – mid-rise and some high-rise
- + Secondary Corridor – low-rise and mid-rise

Taller building heights per the above noted ranges to be located:

- + on a designated corridor and within approximately 200 metres or another designated corridor intersects or a major road (arterial/collector/primary roadway), and/or
- + sites within approximately 400 metres of a mobility hub.
- + At otherwise designated locations as indicated in a geographic plan (e.g., District Plan)

Incentives

When public amenity contributions, larger dwelling units (greater than 100 m² and at least 3 bedrooms), climate resilient design, or other improvements are provided, additional height may be provided, based on maximum heights permitted:

- + 1 storey for sites designated for low-rise,
- + 2 storeys for sites designated for mid-rise; and
- + 6 storeys for sites designated for high-rise

| | Base Maximum | Bonus / Total |
|------------------|--------------|---------------|
| Low-rise | 5 storeys | 6 storeys |
| Mid-rise | 10 storeys | 12 storeys |
| High-rise | 20 storeys | 26 storeys |

Floor Area Ratio / Density

To be determined; however, minimum floor area ratio and density will be required to achieve The Draft City Plan targets:

- + Major Node - 250 people and/or jobs per hectare
- + District Node - 150 people and/or jobs per hectare
- + Primary Corridor - 150 people and/or jobs per hectare
- + Secondary Corridor - 75 people and/or jobs per hectare

Regulations for Conditional Uses

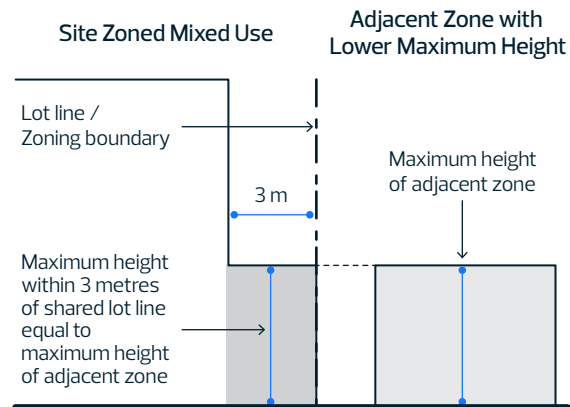
To be determined. Regulations for Outdoor Sales and Service could include:

- + Screening and location regulations for outdoor display areas.
- + Requirements for the use to be accessory to a permitted use.
- + Location and maximum area limits in relation to store frontage widths.

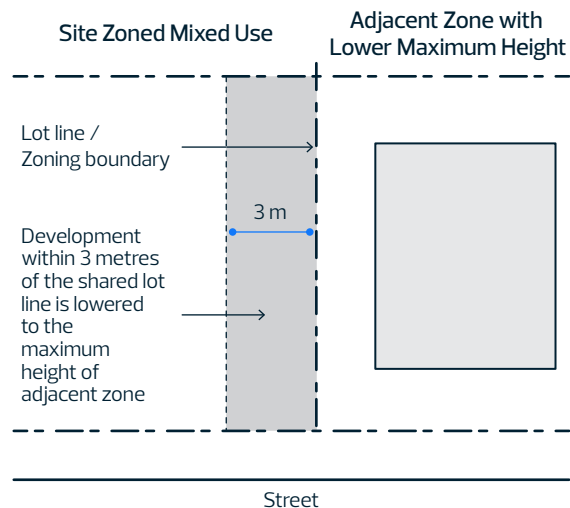
Transitions

Stepbacks or setbacks when lot lines are next to less intense zones where a lane is not present. Portions of development within 3 metres of the shared lot line to have reduced building heights comparable to the maximum height of the adjacent zone.

Section View



Plan View



Technical studies for mid and high-rise development would assist in guiding design requirements needed to minimize impacts to adjacent low-rise development within the mixed use zones.

Urban Design

Built Form

- + Stepback requirements above the 3 – 4 storeys, or based on urban design guidelines, facing a public road.
- + Minimum ground floor height of in the range of 4 to 4.5 metres
- + Stepbacks and/or articulation to reduce the perception of massing
- + Podium and tower configuration required for buildings greater than 6 storeys in height (for buildings approximately 20 to 26 metres in height)
- + Floor plates for towers in the range of 750 to 900 m² (residential)
- + Tower location and configuration to reduce wind and shadow impacts
- + Mechanical units screened and step back from tower

Street Interface

- + Transparency/glazing in the range of 50 – 70% between height of 0.5 and 2.5 metres at ground level
- + The front of the buildings designed to break up the appearance into 11 metre sections or less
- + Multiple commercial units may share common entrances or vestibules
- + Weather protection in the form of canopies, awnings and other treatments along pedestrian walkways
- + Principal building entrances, amenity areas, parking areas, and other shared facilities designed for universal accessibility

Public Space

- + Buildings next to or facing publicly accessible amenity areas are oriented and frame and enhance amenity area through active frontage

Materials

- + High quality, durable exterior finishing materials

Landscaping

- + Landscaping provided to articulate and reduce perception of massing of buildings, to screen or buffer land use activities to adjacent sites, to integrate with the adjacent public realm, to enhance amenity areas and pedestrian linkages, and to help meet the city's climate resiliency objectives
- + To create a buffer and comfortable public realm next to high traffic roadways with higher speed limits (greater than ~50 km/hr)

Lighting

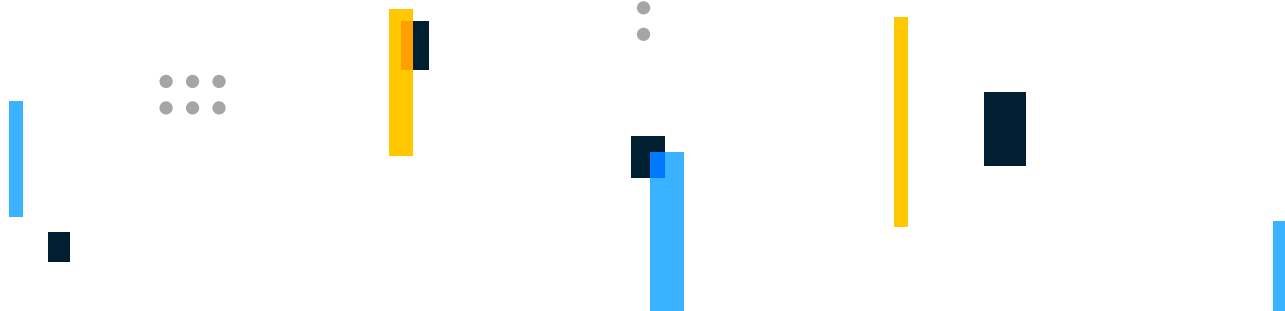
- + Lighting to provide a well lit environment for safety of pedestrians, enhances the architectural theme of the development, and minimizes light spill off the site or towards the sky.

Performance Criteria

Reports and studies may be required as part of application depending on the design and scale of the proposed development, such as:

- + Parking impact assessment
- + Wind impact statement or study
- + Sun/Shadow impact study
- + Edmonton Design Committee submission and presentation
- + Urban Design Brief (including landscape design and open space plan)
- + Any other study or information necessary for the Development Officer to render a decision.

Climate resilience performance regulations as appropriate to the zones



To better understand the differences between each of the three proposed zones, the following table identifies how each of the zones compare in relation to **general purpose, setbacks, active frontage requirements, urban design, and performance criteria.**

Regulations to Specific Mixed Use Zones

Table 3. Zone Summaries of Regulations Proposed to Specific Mixed Use Zones

| | Mixed Use 1 (MU1) | Mixed Use 2 (MU2) | Comprehensive Site (CS) |
|---|---|--|--|
| General Purpose | Pedestrian priority mixed use zone on linear sites with lot depths less than 75 metres where development intensifies along or in close proximity to mass transit. Development in this zone enhances the public realm to create vibrant, walkable main street destinations along corridors or streets within nodes at a scale comfortable for pedestrians. | Pedestrian priority mixed use zone on sites up to 2 hectares with lot depths greater than 75 metres where development intensifies along or in close proximity to mass transit. Development in this zone may include discontinuous street walls to increase pedestrian connectivity and mobility through the site and towards publicly accessible amenity areas. Site and building design in this zone enhances the public realm and publicly accessible amenities to create vibrant, walkable destinations at a scale comfortable for pedestrians. | Comprehensive redevelopment zone to transition retail centres, shopping malls, and sites greater than 2 hectares into high density, mixed use urban villages in close proximity to mass transit. This zone promotes well designed pedestrian oriented development in low, medium, and high-rise built forms with animated and active frontages, publicly accessible amenity areas, and land uses that support housing, recreation, and employment opportunities. |
| Location | Intended to be located along pedestrian oriented streets within the nodes and corridors network. | Intended to be applied to pedestrian oriented sites up to 2 hectares in size with lot depths greater than 75 metres. | Intended to be applied to large redevelopment sites greater than 2 hectares within nodes. Criteria to be determined and may be based on minimum site area and/or lot dimensions. |
| Front / Side Setbacks <i>*street facing</i> | <ul style="list-style-type: none"> + 1 to 4.5 metres based on sidewalk widths + Wider setbacks for sidewalk activities such as patios, seating areas, and landscaping. + For sites with frontages 90 metres or greater, 20% of the frontage to be setback at least 2.5 metres | | Based on an urban design brief that aligns with policy direction from The Draft City Plan, any applicable District Plan, and the City's urban design guidelines or policies |

| | Mixed Use 1 (MU1) | Mixed Use 2 (MU2) | Comprehensive Site (CS) |
|--|---|---|---|
| Side Setback <i>*not street facing</i> | 0 metres to enable continuous street wall | 0 to 3 metres, larger setbacks if landscaping is required for screening or to enhance the public realm | Based on an urban design brief noted below |
| Rear Setback <i>*not street facing</i> | 0 – 3 metres, reduced where a lane exists <i>*Activated alleyways to be encouraged</i> | 0 to 3 metres, larger setbacks if landscaping is required for screening | Based on an urban design brief noted below |
| Active Frontage | Required when a site is facing: + A Primary or Secondary Corridor (arterial and principal roadways) + In a Node in proximity to a: - Mobility hub - Major intersection - Public open space (where the development is adjacent to or facing the public open space) + Where specified within District Planning Policy | | Based on an urban design brief noted below |
| Commercial at Grade | Commercial uses at-grade when a site is facing a Primary or Secondary Corridor (arterials and principal roadways) and is within 200 metres of a major intersections or mobility hubs, or specific sites as designated by a District Plan | Commercial uses at-grade for portions of development within 15 metres of the lot line next to a public roadway that is a Primary or Secondary Corridor (arterials and principal roadways) and within 200 metres of a major intersection or mobility hub, and specific sites as designated by a District Plan. Frontage oriented to the street for portions of development within 15 metres of the lot line next to a public roadway. Double frontage permitted (frontage to street and internal to site) | Based on an urban design brief noted below |
| Vehicle Access | Site access from a lane to preserve or enhance a continuous streetwall. Existing access may be considered on a site by site basis | Access from a lane where possible. Access location to minimize pedestrian and vehicle interaction where possible | Access from a lane where possible. Access location to minimize pedestrian and vehicle interaction where possible based on an urban design brief |

| | Mixed Use 1 (MU1) | Mixed Use 2 (MU2) | Comprehensive Site (CS) |
|----------------------------------|---|--|---|
| Urban Design | Parking <ul style="list-style-type: none"> + Surface parking only at rear of site + Parking structures wrapped with other uses or architecturally treated to form active street front at-grade + Parking structures designed to be retrofitted to active uses | Parking <ul style="list-style-type: none"> + Surface parking to be located internally, at the rear of the site, or within a parking structure wrapped with other uses at-grade. + Surface parking areas divided to limit continuous rows of stalls to enable safe pedestrian circulation and sufficient space for walkways and landscaping + Parking structures designed to be retrofitted to active uses + Limits on surface parking at grade to be considered | To ensure a well designed site that supports a vibrant, walkable destination, an Urban Design Brief is proposed to be required for the initial redevelopment application for the site and include information such as: <ul style="list-style-type: none"> + an outline of the conceptual design of the project and how development integrates and responds to surrounding development + the site layout, + built form configuration, + elements to minimize massing and to enhance the public realm, + pedestrian circulation within the site and the surrounding street network |
| | Public Space <ul style="list-style-type: none"> + Development with frontages 90 metres or greater to provide 5% of the total floor area as publicly accessible open/amenity space. | Public Space <ul style="list-style-type: none"> + Sites 1 hectare or greater to provide 5% of site area for publicly accessible open/amenity space. | |
| | | Site Design <ul style="list-style-type: none"> + Private internal roads and/or drive aisles to provide pedestrian connections within site and surrounding street network | |
| Waste Collection/ Loading | Integrated with the development and not visible to public roadways | Screened from view from public roadways | Based on an urban design brief noted above. |

APPLICATION OF NEW MIXED USE ZONES

One of the projects of the Zoning Bylaw Renewal Initiative is to rezone properties city-wide to align with the zones in the new Zoning Bylaw. To do this, **Administration will establish equivalencies between existing zones in the current Zoning Bylaw and zones in the new Zoning Bylaw.** The approach is to apply like-for-like zones in most circumstances. In implementing this approach there may be opportunities, however limited, **to apply the new mixed use zones.**

As mentioned early in this paper, **District Planning will translate the direction of The City Plan into 15 geographic areas and planning for this project is underway.** The objective is that District Plans will be in place in 2022 at the time of adoption of the Zoning Bylaw to facilitate its implementation and direction for the new mixed use zones. Once the new Zoning Bylaw is in effect, property owners would need to go through the standard rezoning process to apply these zones. Further technical analysis and work is required to determine if blanket rezoning (rezoning large areas) to the new mixed use zones is a feasible planning approach through the District Planning project.

Another consideration for the proposed mixed use zones is their applicability within the Centre City Node. Currently most of this area is zoned with Special Area Zones and Direct Development Control Provisions (DC1s) informed by the Capital City Downtown Area Redevelopment Plan (ARP), and Oliver, Quarters, 104 Avenue and Rosedale ARPs. It is anticipated that work will commence in the near future to update the planning guidance in this area for alignment with The Draft City Plan, and as such future zoning within this area will be informed by subsequent planning.

NEXT STEPS

The proposed mixed use zones are intended to implement the intensification and growth of the nodes and corridors envisioned by The Draft City Plan. These zones will support the sustainable investment of infrastructure and services as Edmonton continues to grow and reach two million people. **They will also enable more compact development and provide Edmontonians more options to live, work, and play in the same area.**

These proposed zones and regulations are a first attempt at creating a new Zoning Bylaw and are based on best practices and the policy direction in The Draft City Plan. Administration is seeking feedback on the proposed application, direction and viability of these proposed zones. This project will require input from **residents, businesses, and many others to help refine and improve these ideas** to ensure the final regulations will achieve the goals of developing zoning regulations to support and activate the Nodes and Corridors Network.



GET INVOLVED!

- Submit your feedback about this discussion paper at engaged.edmonton.ca
- Visit edmonton.ca/zoningbylawrenewal
- For all other ideas and feedback regarding Zoning Bylaw Renewal Initiative, please use the [General Feedback Form](#)
- Subscribe to our [newsletter](#)
- Contact us at zoningbylawrenewal@edmonton.ca



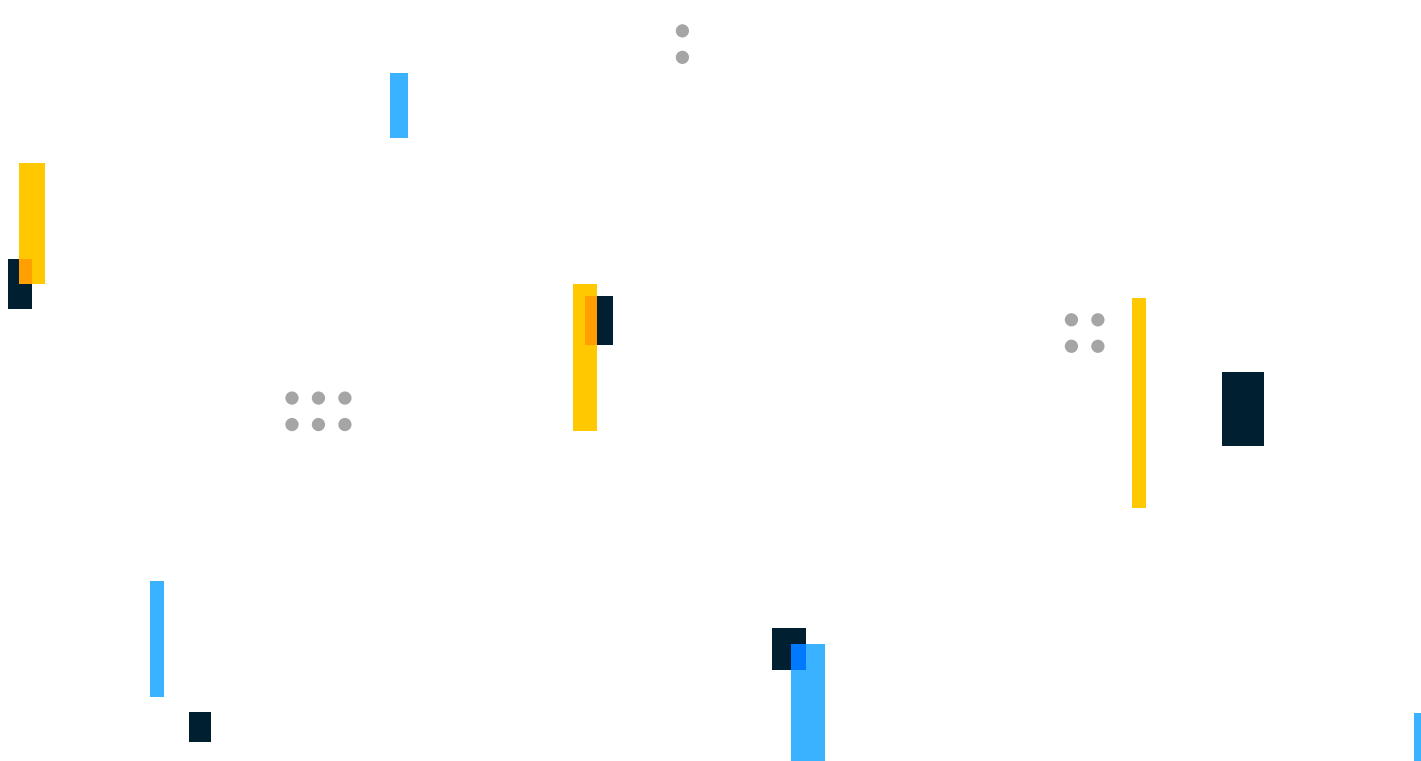
Appendix 11 Case Study – Urban Design Considerations

Regulations within Edmonton’s existing mixed use zones fall short in providing the needed urban design guidance to transform our nodes and corridors into successful human scaled places. The Commercial Mixed Business (CB3) Zone contains some urban design regulations that are only triggered when development contains a floor area greater than 3000 m² or contains a single wall length greater than 25 metres. This upper limit regulation eliminates the majority of potential properties contained within the nodes and corridors system. When they are used on large site developments, the result may not align with the intent of the regulations.

One site that has been developed to the Commercial Mixed Business (CB3) Zone has produced an extremely bulky building that creates an imposing street wall and a podium and tower style development that spans the width of the entire lot, with very few architectural treatments to create visual interest. On sites where buildings have been constructed to the design requirements of the zone, the street wall and frontage of the

buildings have spanned across the entire length of the site with few recessed areas punctuated by entryways. However, it is difficult to fully assess the issues associated with the application of these regulations as there have not been many new developments constructed to the urban design requirements of this zone due to the limited number of sites zoned as the Commercial Mixed Business (CB3) Zone.

Feedback from stakeholders regarding the state of mixed use development within Edmonton’s Zoning Bylaw indicate that design requirements may be necessary to ensure that maximum floor area ratio, height, and street wall development work in unison. These three elements, Administration has heard, are the key components to creating a true mixed use zone. Feedback heard also noted that unit density plays less of a role in transforming these areas into mixed use development. It was suggested that when unit density is in play, it is often challenging to build to the maximum floor area ratio permitted.



Appendix 2 | Draft City Plan Policies Applicable to Nodes and Corridors

| I want to BELONG and contribute. | | |
|----------------------------------|---------|---|
| Intention | 1.2.2 | Ensure vibrant and inclusive communities where children, youth and families can live, learn and grow together. |
| Direction | 1.2.2.4 | Encourage medium and high density residential development that serves households above the average Edmonton household size. |
| Intention | 1.3.1 | Promote and celebrate the distinct communities that contribute to Edmonton, its quality of life and unique sense of place. |
| Direction | 1.3.1.1 | Establish and invigorate districts where daily life, work and play intersect. |
| Direction | 1.3.1.5 | Encourage high quality urban design that celebrates the unique physical pattern of the city's systems, networks and places. |
| Intention | 1.3.2 | Support Edmonton's identity as a winter city through its infrastructure, design, events and economy. |
| Direction | 1.3.2.4 | Improve and integrate winter city design through the development of buildings, the public realm and open spaces. |
| Intention | 1.3.3 | Support the elimination of poverty, its root causes and disparity in Edmonton's communities. |
| Direction | 1.3.3.4 | Enable all districts to achieve more income diverse neighbourhoods and a greater mix of land uses. |

| I want to LIVE in a place that feels like home. | | |
|---|---------|---|
| Intention | 2.1.2 | Support the physical and mental health of Edmontonians by integrating housing, services, amenities and natural systems with active transportation networks. |
| Direction | 2.1.2.3 | Manage the impact of environmental stressors on people and natural systems including excessive noise, air and light pollution. |
| Intention | 2.2.1 | Promote compact, mixed use development within districts that supports equitable access to employment, education and amenities |
| Direction | 2.2.1.5 | Facilitate housing and job growth and intensification within nodes and corridors. |
| Intention | 2.2.2 | Ensure affordable housing and local food options to support social equity and meet the needs of all Edmontonians. |

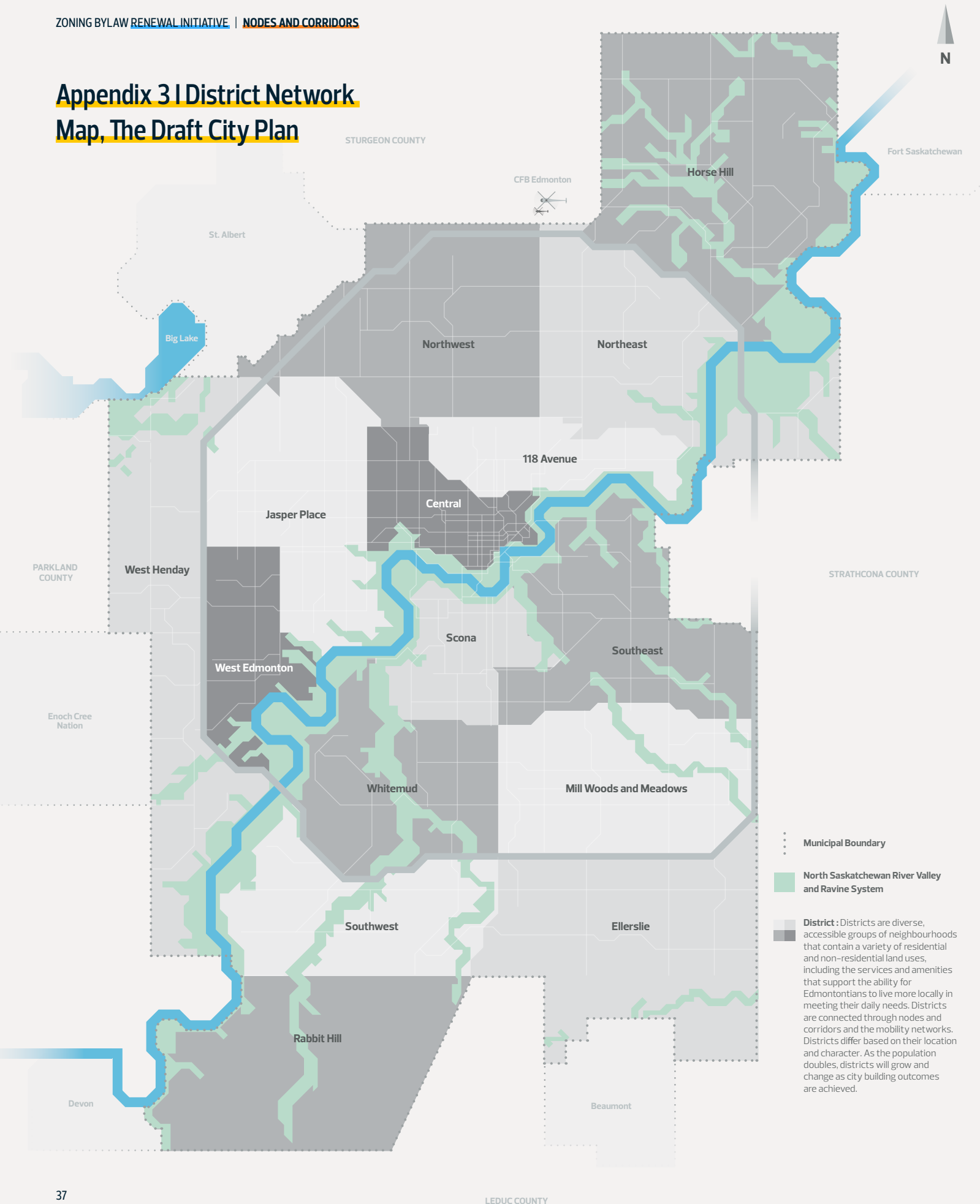
| I want to LIVE in a place that feels like home. | | |
|---|---------|---|
| Direction | 2.2.2.1 | Streamline provision of affordable housing in all neighbourhoods through continual regulatory and procedural review and improvement. |
| Intention | 2.2.3 | Ensure that walkable and attractive mixed use development occurs at nodes and along corridors in a manner that is integrated with accessible mass transit. |
| Direction | 2.2.3.1 | Implement mass transit to serve nodes and corridors |
| Direction | 2.2.3.2 | Preserve and strengthen the role of Centre City as Edmonton’s principal employment and residential node, regional economic and mobility hub, urban and traditional meeting place and celebration space. |
| Direction | 2.2.3.3 | Strategize, invest in and nurture priority growth areas across the city to enhance equitable access to amenities and public services, and to maximize the benefits of mass transit investment. |
| Direction | 2.2.3.4 | Enable the development and redevelopment of small commercial sites and centres to support mixed use local nodes city-wide. |
| Direction | 2.2.3.5 | Prioritize the building, activation and maintenance of beautiful, comfortable public spaces at nodes and corridors. |
| Intention | 2.3.1 | Promote opportunities to accommodate growth through the compact development of new and existing neighbourhoods. |
| Direction | 2.3.1.3 | Maintain Edmonton’s key role in the Edmonton Metropolitan Region as a centre for innovation, wealth creation and business and employment opportunities. |
| Intention | 2.3.2 | Ensure that growth is managed with regard to long term fiscal impacts and full lifecycle costs of infrastructure and services. |
| Direction | 2.3.2.6 | Require that all districts meet or exceed regional density targets as they develop and redevelop over time. |
| Intention | 2.3.3 | Promote gathering spaces for culture, sports, recreation and entertainment opportunities to support both formal and informal uses. |
| Direction | 2.3.3.3 | Provide gathering and event spaces for hosting Indigenous cultural and ceremonial practices. |

| I want opportunities to THRIVE. | | |
|---------------------------------|---------|---|
| Intention | 3.1.3 | Support access to employment and a broad range of economic opportunities for all of Edmonton’s diverse communities. |
| Direction | 3.1.3.2 | Celebrate successful entrepreneurs, business organizations and social innovators from across Edmonton’s diverse communities. |
| Direction | 3.1.3.5 | Develop regulations and processes that are efficient, streamlined and easily understood in order to enhance Edmonton’s competitiveness for investors and entrepreneurs. |
| Intention | 3.2.1 | Ensure that development and public infrastructure is designed to support a vibrant local economy and competitive business environment. |
| Direction | 3.2.1.1 | Adapt the planning and regulatory environment to support innovative business models and operations. |
| Intention | 3.3.2 | Promote the continuous improvement, evolution and intensification of Edmonton’s non-residential lands. |
| Direction | 3.3.2.2 | Facilitate the intensification of non-residential areas including commercial and mixed uses along their edges to efficiently use existing infrastructure. |
| Direction | 3.3.2.3 | Plan large scale commercial development to accommodate future redevelopment through adaptable infrastructure and site planning |

| I want ACCESS within my city. | | |
|-------------------------------|---------|---|
| Intention | 4.2.2 | Ensure a mobility system where people can seamlessly move from one travel option to another to conveniently fulfill their daily needs |
| Direction | 4.2.2.1 | Incorporate mobility hubs in select nodes. |

| I want to be able to CREATE and innovate. | | |
|---|---------|---|
| Intention | 6.2.2 | Promote a well connected, attractive and delightful city through beautiful architecture, animation and urban design excellence |
| Direction | 6.2.2.2 | Incorporate a high standard of design for public and private development with an emphasis at nodes, corridors and city entrances. |
| Direction | 6.3.1.3 | Collaborate with diverse public and private sector partners to advance the innovation corridor. |

Appendix 3 | District Network Map, The Draft City Plan



- Municipal Boundary
- North Saskatchewan River Valley and Ravine System
- District:** Districts are diverse, accessible groups of neighbourhoods that contain a variety of residential and non-residential land uses, including the services and amenities that support the ability for Edmontonians to live more locally in meeting their daily needs. Districts are connected through nodes and corridors and the mobility networks. Districts differ based on their location and character. As the population doubles, districts will grow and change as city building outcomes are achieved.

Appendix 4 | General Descriptions of Existing Mixed Use Standard Zones

| Existing Standard Zones | |
|--------------------------------------|--|
| Commercial Zones | General Purpose |
| Commercial Mixed Business Zone (CB3) | Mixed use zone to provide for a range of medium intensity Commercial Uses as well as enhance opportunities for residential development in locations near high capacity transportation nodes, including Transit Avenues or other locations offering good accessibility. This Zone is not intended to accommodate "big box" style commercial development that utilizes significant amounts of surface parking, nor is it intended to be located abutting any Zone that allows Single Detached Housing as a Permitted Use, without appropriate site interface provisions. |

Appendix 5 | Summary of Municipal Best Practice

Below is a summary of the other municipalities reviewed that implemented a nodes and corridors framework through their zoning bylaws.

Calgary, Alberta

The City of Calgary is on the forefront of a major shift in land use planning through the revamping of its planning framework, starting with a revision to their Municipal Development Plan and focusing on intensification, reflected in their Guidebook for Great Communities. Intensification is intended to be directed to activity centres (nodes), main streets (corridors), and transit-oriented development, to shape new development into a more compact urban form. Each of these activity centres and main streets are organized in a hierarchy of development potential. The City of Calgary is currently working on developing new land use bylaw districts to align with the Guidebook.

Prior to the policy rewrite, the City of Calgary implemented two mixed use zones to foster main street development and create places where residents can gather and enjoy as a community. These include the existing Mixed Use General (M-U1) District and the Mixed Use Active Frontage (M-U2) District. They are intended to be located along commercial streets where both residential and commercial uses are supported at-grade, facing the street, and enable a wide range of uses within the same building. These zones were developed as part of the City's Main Street project, which sought to revitalize corridors to assist them reach their full potential as cultural, social and economic focal points of community. A feature of these mixed use zones is that modifiers are used to enable varied heights and floor area ratio on specific sites within this zone.

Toronto, Ontario

The City of Toronto's Official Plan provides direction for intensification and growth to the Downtown, Employment Areas, Centres, and Avenues. The Centres and Avenues are similar to the concept of The Draft City Plan's Nodes and Corridors Network. Centres and Avenues are anticipated to

accommodate a mix of commercial and residential growth. Centres, which are equivalent to a node, are destination areas and focal points of transit infrastructure where jobs, housing and services are concentrated. Implementation of these areas appear to be guided by Secondary Plans and tend to reflect a mosaic of zones to achieve intensification and growth objectives. Avenues, which function in the same way as a corridor, are major streets well served by transit and are intended to redevelop incrementally over time. Based on the Official Plan, it is intended that Toronto's zoning bylaw will enable high quality, contextually appropriate, as-of-right development along the Avenues. It appears this is achieved through the Commercial Residential (CR) Zone, which is also intended to be applied to the 'Mixed Use Areas' identified in Toronto's Official Plan.

The Commercial Residential (CR) Zone responds to different contextual conditions through the use of overlays and development standard sets and a variety of modifiers in relation to floor space dedicated to commercial and/or residential activities. Overlays are used at a city-wide scale and restrict built form elements such as height and site coverage. The Commercial Residential (CR) Zone also includes three development standard sets for sites located in the downtown, sites along main streets, and sites along major streets. The development standard sets vary in terms of how setbacks, transitions, landscaping, vehicular access and parking is managed. Standards for downtown and main streets emphasize regulations that contribute pedestrian experience and the public realm, while the development standards for major streets are more accommodating to vehicular traffic. Additional requirements or exceptions also apply depending on whether or not the site is located within a policy area within the downtown core or specific areas along major roads and transit routes.

Portland, Oregon

Portland's 2035 Comprehensive Plan provides guidance for a number of goals related to urban form, such as setting the course for equity across neighbourhoods by enabling mixed use and commercial centres, and connecting these areas through a system of corridors and multi-modal transportation options. The Comprehensive Plan identifies that the majority of growth and change is intended to occur within the centres, corridors and transit centre areas, similar to the proposed Nodes and Corridors Network identified in The Draft City Plan.

The hierarchy of Centres and Corridors identified in Portland's urban structure is broken down into six types: Central City, Regional Centre, Town Centre, Neighbourhood Centre, Civic Corridors, and Neighborhood Corridors. Portland's zoning code lists five commercial mixed use zones that vary in intensity and scale that are intended to be applied within the Centres and Corridors.

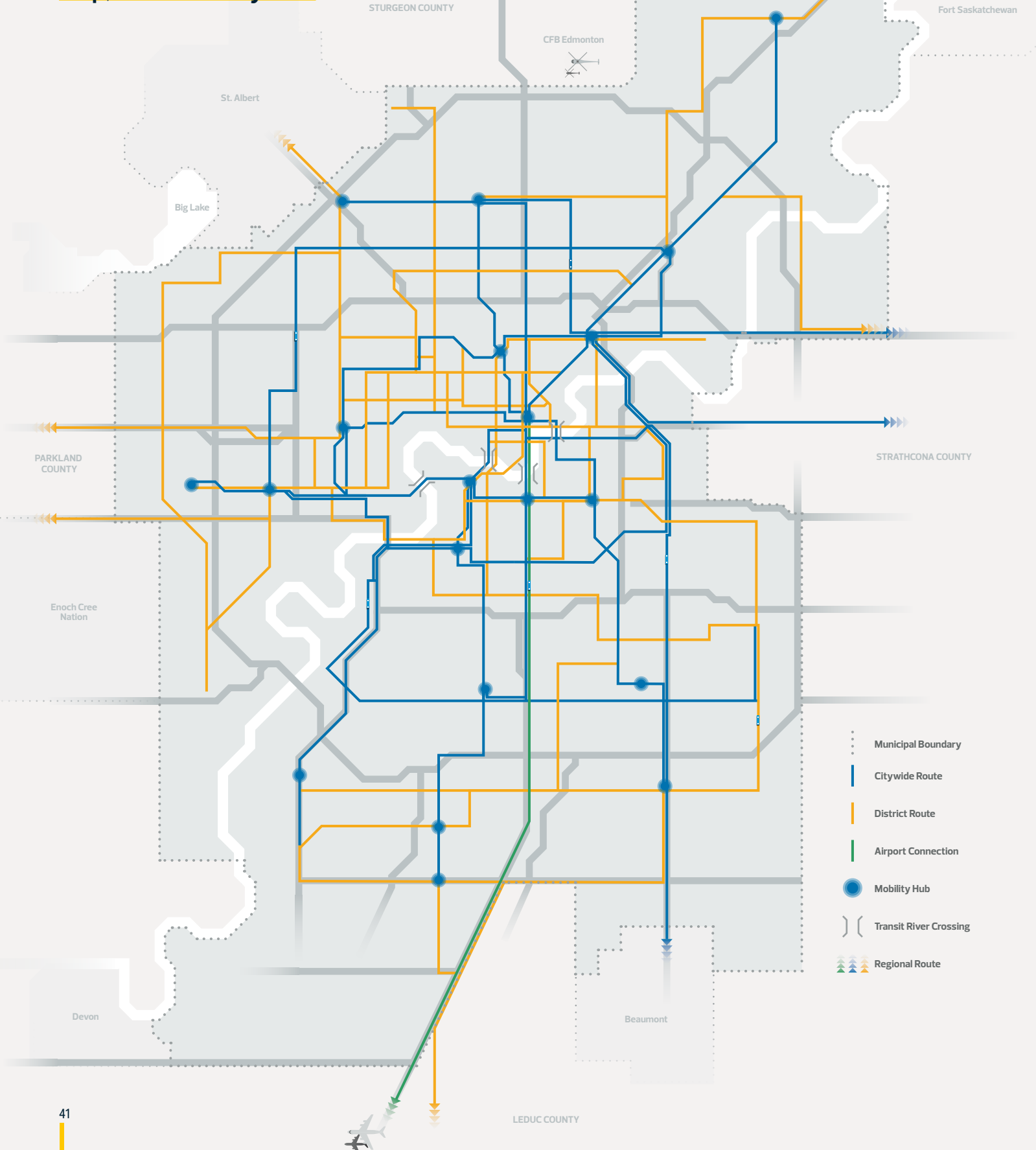
Some of the mixed use zones are also intended to coincide with what is referred to as the Design Overlay and/or Centres Main Street Overlay. The Design Overlay is intended to promote the conservation, enhancement, and vitality of specific areas with scenic, architectural, or cultural value. Development proposed within this overlay is subject to a design review and compliance with community design standards to ensure development is compatible and enhances surrounding development. The Centres Main Street Overlay is intended to place a greater emphasis on pedestrian and transit-oriented design through the inclusion of ground floor commercial uses and windows, minimum floor areas for new development and limitations on certain types of auto-oriented uses. It's applied to key main streets identified in the Comprehensive Plan.

Austin, Texas

In 2012, the City of Austin was on the verge of becoming a city of one million people. In response to this milestone, Austin updated its Comprehensive Plan, ImagineAustin, to envision the city it wanted to become as it's population doubled into the future. In the Comprehensive Plan, the City envisions growth directed to Activity Centres (nodes) and Corridors, with the intent to create certainty and shape projects so they fit sensitively into neighbourhood contexts. To align with the direction of the Comprehensive Plan to redirect growth to the identified Activity Centres and Corridors, Austin is undertaking a comprehensive redesign of its zoning bylaw. This project, referred to as Code Next, aims to not only update all existing zones within the municipality, but rezone specific properties from the conventional zones to ones that will achieve the Comprehensive Plan's vision.

As part of Code Next, Austin developed three groups of zones to create the Activity Centres and Corridors, these include: Mixed Use Zones, Main Street Zones, and Regional Centre Zones. The intent of this classification of zones is to create a suite of zones that will serve to transform the identified nodes and corridors into vibrant places for people. Austin's current zoning code uses a mosaic of zones within the identified Activity Centres and Corridors to achieve the desired built form. However, with the development of the Code Next project, a number of zones within this and other regional centres are proposed to be changed from conventional commercial and residential zones to mixed use zones that enable mid-rise developments that also offer bonuses for constructing taller residential developments.

Appendix 6 | Mass Transit Network Map, The Draft City Plan



*Route alignments and infrastructure locations are conceptual and subject to further engineering and technical studies.

Appendix 7 | Proposed Uses and General Descriptions for Reference in the Mixed Use Zones

| Use | Description | Some Examples |
|---|--|---|
| Residential | Any building specifically designed for people to live in. | Houses, Apartments etc. |
| Indoor Sales and Services | Any activity occurring in a building; generates no off-site impacts; on-site impacts contained within the building | Retail stores, offices, salons, doctors clinics, makerspaces, etc. |
| Outdoor Sales and Services | Activities that primarily occur outside and have some off-site impacts | Car repair shops, car sales, greenhouses, businesses with outdoor storage. |
| Food, Cultural, and Entertainment | Spaces where people come together for entertainment, food and drink, or recreational purposes. Occurs at a variety of scales and requires regulations to minimize impacts appropriate to the zones. | Restaurants, pubs, cafes, nightclubs, theatres, concert halls, church, stadium, etc. |
| Recreation | Activities that require open spaces that may have some minor development for recreation or associated commercial purposes | Parks, plazas, pocket parks, publicly accessible open space etc. |
| Civic Services | Activities or uses that provide a public service but can have impacts to the surrounding areas | Schools, libraries, rec facilities, prisons, hospitals, fire stations, police stations, transit centre, City Hall |
| Special Events Temporary Uses | Temporary activities that occur in a space. Require regulations to minimize impacts appropriate to the zone. | Festivals, pop-up shops, business/customer appreciation events |
| Agriculture (for more information about this use, please refer to the Agriculture and Rural Zones discussion paper) | Any activity associated with raising animals or growing plants, except for Cannabis. Allows the sale of agricultural products raised or growing on site; Accessory products permitted to be sold. | Produce farms, hobby farms, animal breeding facilities, or animal boarding facilities. |
| Signs | May be part of a structure or devices, freestanding or on a building, and is used to convey information or to advertise | Freestanding signs, or signs on buildings. |

ZONING BYLAW RENEWAL INITIATIVE

Edmonton

