



MATURE NEIGHBOURHOOD OVERLAY

● PUBLIC INVOLVEMENT PLAN

JULY 2016





PROJECT

Mature Neighbourhood Overlay Review



DEPARTMENT / BRANCH

Sustainable Development / Current Planning



PROJECT MANAGERS

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PROJECT PURPOSE

City Administration is undertaking a review of the Mature Neighbourhood Overlay (MNO) in accordance with Action 17 of Edmonton's 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 areas of the city. The review of the Mature Neighbourhood Overlay will also help the City meet the infill objectives outlined in The Way We Grow, the Residential Infill Guidelines and the Elevate Report.

PROJECT SCOPE

The MNO is a set of 24 modifying regulations that aim to ensure that new development in the mature areas of Edmonton is sensitive with surrounding development. It is a tool to shape redevelopment in the city's mature areas. The MNO is applied to five of the low-density residential zones, which include:

- (RF1) Single Detached Residential Zone
- (RF2) Low Density Infill Zone
- (RF3) Small Scale Infill Development Zone
- (RF4) Semi-detached Residential Zone
- (RF5) Row Housing Zone

The intent of the review is to make infill in these mature areas easier and better for communities, developers, and City Administration through improved regulations. This could mean a variety of changes. The review will 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.

The scope of the MNO Review will be within the limits established in Action 17 of the Infill Roadmap as well as the associated motions from Executive Committee. The objectives of the MNO Review are embedded in Action 17 of the Infill Roadmap itself. Action 17 states:

Revise the Mature Neighbourhood Overlay of the Zoning Bylaw in order to:

1. make it a more effective tool to support infill in our mature neighbourhoods,
2. reduce the need for variances and Class B Development Permits, and
3. improve the approvals process.

This will help support more infill across the wide diversity of established neighbourhoods by continuing to:

1. encourage infill that responds to the context of a property,
2. increasing predictability in the approvals process, and

3. providing more design flexibility for new housing.

The above numbered objectives will serve as the starting point and basis for the review of the MNO. Administration's goal is to make the MNO more effective for communities and those who build within them. Once a draft of a revised MNO is finalized, Administration will make a recommendation to City Council. City Council will make the final decision on whether or not to accept any amendments to the MNO (text amendments to Zoning Bylaw 12800).

It is Administration's goal to have the MNO Review complete engagement activities within eight months from the project initiation date and advance bylaw amendments by late 2016. 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 2016.

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.

BACKGROUND

Prior to the adoption of the MNO, the mature areas of Edmonton were seeing suburban style homes being developed that, in the opinion of many community members and City Administration, did not fit within the context of the existing development. These new developments included features such as front attached garages and were built to the maximum allowable height and lot coverage of the zone. These developments were perceived as having an adverse effect on the existing character of the neighbourhoods such as pedestrian-oriented streets, lanes, rear detached garages, front porches, and lower height. As a response to these concerns, the MNO was developed and included in the Zoning Bylaw 12800 in 2001. The introduction of the MNO resulted in a lower maximum height for the five zones it applies to as well as 23 other regulations that aim to ensure that new development is contextually sensitive to the surrounding existing development.

PUBLIC PARTICIPATION

The MNO Review requires a thorough and robust consultation process with a high level of involvement from all stakeholders and members of the public in order to:

- Ensure the suite of regulations achieve the objectives laid out in Action 17,
- Enable a diversity of stakeholders to participate fully in the process, and
- Provide Council with an accurate indication of support for, or concerns with, any proposed amendments.

The public and other process participants are essential to the MNO Review as they have on the ground experience and knowledge that will enhance the quality and efficacy of any amendments. Residents have preferences and perceptions of how Edmonton's low density

zones should be developed. In addition, the MNO impacts the ability and rights of property owners to use and develop their land.

It is Administration's intention to achieve a high level of active participation from stakeholders and the public in the MNO Review process. This will include the following stages:

1. Initial project consultation.
2. Reviewing regulations, educating, and perspective sharing.
3. Developing solutions and building commitment
4. Preparing changes to the Overlay
5. Public Hearing and Communicating the Changes

The information gathered from public and stakeholder involvement will be used to provide Council with amendments to the MNO that meets the goals outlined by the 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.

PUBLIC AND STAKEHOLDER INVOLVEMENT METHODS

It is essential that a wide variety of participants are identified and involved in the formulation of the recommendations to ensure that any amendments proposed to the MNO take in a broad range of public and stakeholder thoughts, opinions, and concerns. While the development community works with the regulations of the MNO regularly, it is the existing residents of the mature areas who live with new development after it has been constructed. It is for these reasons that Administration must ensure a broad range of views are collected and incorporated into the review of the MNO. Additionally it is also vital that different stakeholders are engaged in ways that maximize their respective contributions.

Potential primary process participants include:

- Alberta Residential Landlords Association
- Canadian Home Builders' Association
- Edmonton Construction Association
- Edmonton Federation of Community Leagues
- Homeward Trust
- Edmonton Real Estate Board
- Individual Mature Area Community Leagues
- Infill Development Edmonton Association

- Mature Area Business Revitalization Zones
- Members of the Public (urban and suburban)
- Realtors Association of Edmonton
- Renters and Homeowners
- Urban Development Institute
- Sustainable Development and other City of Edmonton staff

Administration will work closely with the Community Infill Panel on many aspects of the MNO review. As part of their work, this group will provide suggestions and advice on how to effectively engage the public and provide feedback on regulatory options. The Community Infill Panel is a group that consists of 12 members who represent a broad cross-section of informed infill perspectives, including mature area neighbourhoods, urban planners, design professionals, and the development and construction industries.

ENGAGING EDMONTON'S DIVERSITY

In order to ensure that the MNO Review reaches beyond typical stakeholders, Administration will take steps to engage the perspectives of cultural groups, faith groups, and new Canadians to learn from their experiences and about their expectations for the future.

Administration will explore opportunities to engage with young Edmontonians, youth and post-secondary students. They will be invited to be involved in the project in a supportive role, and to provide ideas and feedback throughout the process. This may involve the hiring of two summer students. Further, Administration will also reach out to local schools to discuss ways in which their students can contribute to the process.

In order to reach out to identified cultural groups, faith groups, and new Canadians, contact with identified cultural and religious organizations will be made and a request for their input in the form of a survey and other language-specific means. Youth translators may be hired to translate the survey and to assist in making the engagement more meaningful to their respective cultural groups.

PROJECT STAGES

The MNO Review project is designed to place a significant emphasis on public engagement to ensure that a wide variety of stakeholder views are considered and incorporated into any changes in the MNO regulations.

Administration intends to undertake three stages of public consultation and involvement (Stages 1 – 3), an informational stage about consultation outcomes and possible draft amendments (Stage 4), in addition to the required Public Hearing procedures (Stage 5). Each stage achieves a different goal and is broken down into sub tasks as follows.

STAGE 1: INITIAL PROJECT CONSULTATION

Stage 1, the Initial project consultation stage, will be 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.

- Internal Staff Interviews (Complete)
- Office of Public Engagement Network to review the Public Involvement Plan (Complete).
- Edmonton Federation of Community League review and input on engagement approach (Complete).
- One-on-one interviews with mature area City Councillors (Complete).
- Executive Committee presentation and discussion on the draft project scope and Public Involvement Summary (Complete).
- Set up project website and build a stakeholder email list.
- Community Infill Panel to review and provide feedback 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, AND PERSPECTIVE SHARING

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 from stakeholders and participants 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.

- 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. The industry workshop will occur during business hours, the community engagement events will occur during the evening, in different geographic locations, on different days, and will be open to the public.
- Collaborate with EFCL and industry in a number of meetings to discuss the regulations of the MNO, and identify areas for improvement.
- 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.
- Hold a Sustainable Development workshop for planning staff (Development Officers, Land-Use Planners, Heritage Planners, and Urban Designers) to discuss the strengths and weaknesses of the MNO and to review and discuss the regulatory options to solicit feedback, concerns, and ideas.
- Distribute an initial survey to mature area community leagues, seniors, cultural groups and new Canadians regarding the existing context of the MNO regulations and communicate the goal of the project.
- Develop a unique approach to engage Edmonton's youth, 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 how information gathered through the engagement process was used and will be posted on the project website.

STAGE 3: DEVELOPING SOLUTIONS & BUILDING COMMITMENT

Stage 3 will review the consultation findings of the previous stage to develop knowledge of emerging themes and develop a list of issues to address with draft options to amend the MNO's regulations.

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

STAGE 4: PREPARING CHANGES TO THE OVERLAY

Stage 4 will mainly focus on refining the draft options and developing any proposed amendments to the MNO, raising public awareness, and gauging support for the proposed changes.

- 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 an Insight survey, and engage a broad and diverse cross-section of Edmontonians 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: PUBLIC HEARING AND COMMUNICATING THE CHANGES

Stage 5 will involve communicating and presenting proposed changes to the MNO before Executive Committee and then Council at a Public Hearing, and communicating the changes and what they mean for residents, builders, designers and Sustainable Development staff.

- 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 meeting.
- Present public consultation summary and draft amendments to Executive Committee.

- Incorporate Executive Committee comments and any additional public feedback received into draft amendment to be presented at Council.
- Advertise draft amendments for the Public Hearing.
- Present public consultation summary and draft amendments to Council at 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.
- Post project evaluation.

The five stages outlined will result in a variety of public involvement events with community and industry stakeholders. This broad range of engagement actions and activities will allow many opportunities for stakeholder input and will ensure broad awareness of outcomes and knowledge of new procedures or approaches.

RESOURCE STRATEGY

Administration has identified the need for a budget for the public/stakeholder consultation portion of the MNO Review project. The project is intended to have a scale of outreach appropriate to implement a significant component the Infill Roadmap. Using the Evolving Infill project as a point of reference, it is expected that consultation on the MNO would be somewhat more moderate in scope and scale, but similarly broad in terms of its reach due to the significance of the Mature Neighbourhood Overlay.

- The Evolving Infill project hired two consultants for the public components of the exercise for a total cost of \$135,000.
- The first consultant cost \$77,000 and assisted with Stage 1 of the Evolving Infill process in which the city-wide conversations were held. This cost included holding facilitated events (two infill forums and three training sessions to teach community leaders to hold their own discussions), designing of the Discussion Guide, result analysis and reporting.
- The second consultant cost \$58,000 and assisted with Stage 2 of the Evolving Infill process which the facilitated the five infill workshops that were held.

Conversely, with a contingent of Sustainable Development staff available to work on the MNO Review, the scale of the project is anticipated to be more manageable reducing the need for consulting services. Any consultant retained would be required to discuss the detailed consultation strategy with the Office of Public Engagement.

PROJECT BUDGET

Administration has submitted a budget request of \$95,000 to fund communication and consultant services as well as up to four public engagement events.

DATA MANAGEMENT STRATEGY

To ensure that every comment or idea received from the public and stakeholders is taken into account in the development of a revised MNO, a clear and transparent data management strategy is required.

STAGE	INFORMATION GATHERED	HOW IT WILL BE RECORDED / MANAGED / SHARED WITH PARTICIPANTS
Stage 1	Internal Sustainable Development staff interviews.	Kept on file and summarized. Incorporate feedback into respective documents.
	Feedback from OPE Network regarding the Public Involvement Plan and Project Charter	Kept on file and summarized. Incorporate feedback into respective documents and used to develop the Stage 2 workshops.
	Edmonton Federation of Community League review and input on engagement approach	Kept on file. Incorporate feedback into respective documents.
	One-on-one interviews with Mature Area Councillors	Kept on file and summarized. Incorporate feedback into respective documents.
	Executive Committee presentation and discussion on the draft Project Scope and Public Involvement Summary	Kept on file. Incorporate feedback into respective documents.
	Feedback from Community Infill Panel on Public Involvement Plan and Project Charter	Kept on file and summarized. Incorporate feedback into respective documents.

Stage 2	Conduct research into how the MNO has operated and is currently being employed.	Kept on file and summarized. Used to develop the Stage 2 workshops.
	Community Infill Panel discussion on the MNO's strengths and weaknesses and best practices from other jurisdictions.	Kept on file and summarized. Used to develop the Stage 2 workshops.
	Output of community and industry stakeholder workshops	Kept on file and summarized. Used to develop "What We Did/Heard/Learned" document.
	Output of joint EFCL and industry meetings.	Kept on file and summarized. Used to develop "What We Did/Heard/Learned" document.
	Output of infill resident/neighbour interviews	Kept on file and summarized. Used to develop "What We Did/Heard/Learned" document.
	Output of Sustainable Development staff workshop	Kept on file and summarized. Used to develop "What We Did/Heard/Learned" document.
	Mature area community leagues, seniors and cultural groups, faith groups, and new Canadians' engagement	Kept on file and summarized. Used to develop "What We Did/Heard/Learned" document.
	Youth/future homebuyer engagement	Kept on file and summarized. Used to develop "What We Did/Heard/Learned" document.
	Independent feedback (emails received via website, follow up letters from individuals, etc.)	Kept on file and summarized. Used to develop "What We Did/Heard/Learned" document.
Stage 3	Review stage 2 data with Community Infill Panel	Kept on file and summarized. Used to develop the list of emerging themes and high level directions, and published in the "What We Did/Heard/Learned" document.
	Output of draft options publication feedback	Kept on file and summarized, and published in the "What We Did/Heard/Learned" document. Included in background information document for Council Report. Used to develop list of potential amendments to MNO.
	Output of Multi-Stakeholder/Community Infill Panel workshop	Kept on file and summarized, and published in the "What We Did/Heard/Learned" document. Used to develop list of potential amendments to MNO.

Information Gathered		How It Will Be Recorded / Managed / Shared with Participants
	Independent feedback (emails received via website, Social Media comments, follow up letters from individuals, etc.)	Kept on file and summarized, and published in the "What We Did/Heard/Learned" document. Included in background information document for Council Report. Used to develop list of potential amendments to MNO.
	Executive Committee Update	Kept on file. Incorporate feedback into list of potential amendments to MNO.
Stage 4	Use Stage 3 data to develop draft amendments to MNO with input from Community Infill Panel.	Create draft amendments with direction from Community Infill Panel.
	Present draft amendments at engagement events for stakeholder groups.	Use feedback to make additional revisions to draft amendments.
	Insight draft options survey results.	Kept on file and summarized, and published in the "What We Did/Heard/Learned" document. Included in background information document for Council Report. Used to develop list of potential amendments to MNO.
	Complete additional revisions to draft amendments based on Stage 4 consultation activities.	Create finalized version of draft amendments for presentation to public, Executive Committee, and Council.
Stage 5	Present draft amendments at public events	Record all support and opposition for Council Report.
	Present draft amendments to Executive Committee	Should Executive Committee send back for revisions or further review, incorporate any concerns into revised amendment.
	Executive Committee feedback and additional public feedback	Incorporate feedback into draft amendment.
	Notice of Public Hearing as well as social media outreach.	Record all support, feedback, and opposition for Council Report.
	Public Hearing	Should Council send back for revisions or further review, incorporate any Council concerns that came out of the Public Hearing into revised amendment.
	Post Project Evaluation	Use feedback for an internal review of the process to make adjustments for future projects.

BUILDING AWARENESS

In order to have broad involvement it will be necessary to achieve a high level of public awareness about the project and communicate ways for the public to be involved. The MNO Review project will make use of all aspects of communication employed by the Evolving Infill program. Our primary means of communicating with the wider public will be a project website and opt-in e-newsletters to be made active in the early days of the Initial Project Consultation (Stage 1). In addition to a project website, the project team will make use of the various forms of Social Media and conventional advertising to promote the project and any up and coming public events or opportunities for input.

Other means to communicate the project's objectives and make contact with targeted stakeholders will include the following:

- MNO overview postcards in a variety of languages
- Notices in Community Newsletters
- Press Releases
- Advertisements in local newspapers
- Placing signage within the local areas
- Information in libraries and recreation centres
- Descriptive Video
- Utilize the existing Evolving Infill contact information
- Communication with Industry via their intergovernmental relations organizations such as CHBA, IDEA and UDI Alberta Chapter.

COMMUNICATIONS STRATEGY

The Communications Strategy will be developed as a separate document to complement this Public Involvement Plan and the Project Scope document.

The Communications Strategy for the MNO Review will be designed to:

1. Focus on the six key objectives of the MNO Review as outline in Action 17 of the Infill Roadmap:
 - (1) support infill in our mature neighbourhoods,
 - (2) reduce the need for variances and Class B Development Permits,
 - (3) improve the approvals process,
 - (4) encourage infill that responds to the context of a property,

- (5) increase predictability in the approvals process and
- (6) providing more design flexibility for new housing.
2. Inform the public about what the MNO does and how it works – dispel misconceptions. This can be done through visual aids such as 3D renderings and an informational video.
3. Inform the public about how their input will be used in the decision-making process.
4. Be linked and branded with the Evolving Infill project.
5. Generate broad awareness and interest in the project across a wider spectrum of stakeholders than a typical zoning bylaw amendment would typically generate. This will be done through social media, advertising, and public events.
6. Engage traditional media to promote surveys, events, and to generally raise awareness of the MNO Review.
7. Direct traffic to the Insight Survey, project website, and public engagement events.
8. Provide up to date information and advance notice of upcoming public engagement efforts and about future opportunities to become involved in the process.
9. Provide accurate information about the project's status.

EVALUATION STRATEGY

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. Further, the Community Infill Panel will also be interviewed to gather their feedback on how to improve the process and Executive Committee and City Council will be invited to provide their feedback on the effectiveness of the Public Involvement Process.

PROJECT SCHEDULE

STAGE 1: INITIAL PROJECT CONSULTATION

SEPTEMBER 2015 – JANUARY 2016

	SEPT 2015	OCT 2015	NOV 2015	DEC 2015	JAN 2016
Office of Public Engagement Network (OPEN) Review of Public Involvement Plan	■				
EFCL Review and Input on Project Charter and Public Involvement Plan	■				
Update and Review Project Charter and Public Involvement Plan		■			
Preparing Summary of MNO Review for December 7 Executive Committee		■			
Interviews with Mature Areas City Councillors			■		
Executive Committee Presentation				■	
Establish Project Website, Social Media and Email List (Evolving Infill Mailing List & Newsletter)				■	
Community Infill Panel Review of Project Charter and PIP					■
Update Project Website					■



STAGE 2: REVIEWING REGULATIONS, EDUCATION & PERSPECTIVE SHARING

JANUARY 2016 – JUNE 2016

	JAN 2016	FEB 2016	MAR 2016	APR 2016	MAY 2016	JUN 2016	JUL 2016
MNO Functional Review & Best Practices			■	■			
Sustainable Development MNO Review Workshop				■			
Engage Mature Area Key Stakeholder Groups (i.e.: Seniors, Students, New Canadians, Renters, etc)		■	■	■	■	■	
Community Infill Panel Input on MNO Regulation			■				
Community Engagement Events					■	■	
Infill Resident Interview						■	
Update Social Media and Web-Based Communications	■	■	■	■	■	■	■
Publish a Consultation Summary Document							■



STAGE 3: DEVELOPING SOLUTIONS TO BUILD COMMITMENT

APRIL 2016 – AUGUST 2016

	JULY 2016	AUG 2016	SEP 2016
Develop Emerging Themes Based on Consultation Feedback	■		
Publish an Emerging Themes Summary Document	■		
Translate Emerging Themes into draft Options and Approaches for a Revised MNO	■		
Hold Multi-Stakeholder Workshop		■	
Update Executive Committee on the MNO Review's Progress and Community Character Results	■	■	■
Update Consultation Summary Document for Stage 3			■
Update Social Media and Web-Based Communications		■	■



STAGE 4: PREPARING THE CHANGES TO THE OVERLAY

FALL 2016

	SEPT 2016	OCT 2016	NOV 2016	DEC 2016
Draft MNO Amendments	■			
Review Stage 3 Data to Date with the Community Infill Panel	■			
Community Engagement Events to Communicate How Stakeholder Input Guided the Draft Changes	■			
Insight Survey for Draft Options		■		
Revise Draft MNO Amendments Based on Community Engagement Events		■		
Publish Update to the Consultation summary Document Based on Stage 4 Feedback			■	
Post Draft Amendments to Project Website			■	
Closing the Loop on Draft Amendments in Stage 4		■		

STAGE 5: EXECUTIVE COMMITTEE, PUBLIC HEARING & COMMUNICATING THE CHANGES

WINTER 2017

	DEC 2016	JAN 2017	FEB 2016	MAR 2017	APR 2017
Advertise Draft Amendments for Executive Committee	█				
Prepare Public Consultation Summary and Draft Amendments Report for Executive Committee	█				
Present Public Consultation and Draft Amendments to Executive Committee					
Incorporate Executive Committee Comments into the Draft MNO Amendment		█			
Advertise Amendments for Public Hearing		█			
Present Public Consultation Summary and Draft Amendments to Council at Public Hearing					
Communicate Approved Changes to Public				█	
Post Project Evaluation					█