



COUNCIL REPORT

REGULAR COUNCIL MEETING April 8, 2025

Bylaw 1070-25 Land Use Bylaw Amending Bylaw – First Reading

RECOMMENDATION

THAT Bylaw 1070-25, Land Use Bylaw Amending Bylaw, be given first reading.

REQUESTED COUNCIL ACTION

Decision required

STRATEGIC ALIGNMENT – BUILDING OUR TOMORROW, TODAY

Future-proof growth for a safe, inclusive, and vibrant community.

COUNCIL BYLAW, POLICY, MASTER PLAN

Our Zoning Blueprint: Land Use Bylaw 944-19

COUNCIL AND COMMITTEE HISTORY

April 9, 2019

Council approved Bylaw 944-19 Our Zoning
Blueprint: Land Use Bylaw

Report

Bylaw 1070-25 is a text amendment to the Integrated Neighbourhood (IN) District of Our Zoning Blueprint: Land Use Bylaw 944-19. Stantec Consulting Ltd. on behalf of Qualico Communities, has applied to modify three key areas of the IN District:

1. A reduction in the minimum lot width for internal lots of multi-attached dwellings from 4.9m to 4.2 m.
2. An increase in the maximum lot coverage for internal lots of multi-attached dwellings from 55% to 60%.
3. Clarification of design standards interpretation for multi-attached dwellings.

To better visualize the proposed changes, Attachment 2 includes diagrams that illustrate lot width, lot coverage, and design standards. These visual aids are intended to assist in providing a clearer understanding of how these changes may affect the overall development of multi-attached dwellings within the IN District.

What is Lot Width?

Lot width refers to the perpendicular horizontal distance between the side boundaries of the lot, measured at the front property line, or in the case of an irregular shaped lot, as measured at 6 metres from the front lot line.

What is Lot Coverage?

Lot coverage is the portion of the lot area covered by all covered structures. This includes the principal buildings, accessory buildings/structures (such as sheds, covered decks, veranda, gazebos, breezeway), and other similar structures.

What are Design Standards?

Design Standards refer to the aesthetic and architectural treatments of buildings on a lot that face a public roadway. These standards ensure individuality to materials, textures, rooflines, wall openings, and other design elements. They also ensure that all buildings within a lot complement each other in their appearance and fit cohesively within the neighbourhood.

The applicant has indicated that the proposed changes will facilitate the development of a compact multi-attached form within the IN District. If adopted, the proposed lot width and lot coverage amendments would only apply to the interior lots of multi-attached dwellings (typically 1-2 interior units) with rear lane access.

Since this text amendment to the Land Use Bylaw would apply to parcels with the IN District, Administration therefore requested that the applicant to conduct a public and industry engagement as well as a jurisdictional review of similar regulatory approaches in other municipalities around the metro-Edmonton region.

Public Engagement

To gather public and industry input, the applicant conducted two surveys– one for the public and one for the development community. The survey was advertised in the local newspaper for three consecutive weeks and a notification on the City's Notification page, which provided details of the application along with a direct link to the survey.

The results of the applicant's public engagement campaign are summarized in the "What We Heard" report (Attachment 3) indicate support for the proposed amendments, citing affordability and alignment with market demands.

Additionally, Administration circulated the proposed amendments to internal departments and external agencies for review and feedback. Internal departments supported the application, citing only potential impacts to snow clearance along laneways.. A summary of Administrations' comments, concerns and analysis is provided in the following two sections.

Regional Context

The proposed amendment aligns with trends observed across the region. Similar developments have been implemented through Direct Control (DC) Zones or Special Area Zones in various municipalities:

Municipality	Neighbourhood(s) or Zoning District	Permitted or Discretionary	Minimum Lot Width	Total Lot Coverage
Edmonton	Uplands, Aster (DC)	Permitted	4.2m (internal)	55%
Fort Saskatchewan	Southpointe (SLDR – Southpointe Low Density Residential District)	Permitted	4.2m (internal)	53%
Leduc	Woodbend (DC)	Permitted	5.49m (internal)	60%
Spruce Grove	R2 – Mixed Medium to High Density Residential District	Permitted	4.2m (rear attached garage product)	57%
Stony Plain	R5 – Small Lot Mixed-Form Residential District	Permitted	4.8m	65%
St. Albert	Dwelling (Townhouse)	Permitted	4.9m	55%

Recent examples from regional municipalities indicate a shift towards compact townhouse designs, all of which are regulated as permitted uses. However, variations in minimum lot width and overall lot coverage mean that no example directly aligns the proposed amendment for this application. Upon reviewing regional municipalities, it appears this proposal is consistent with smaller lot widths and increased lot coverage, with adjustments made to account for site-specific factors.

Industry representatives suggest that such developments are permitted broadly across various municipalities. However, staff has not been able to identify exact "apples-to-apples" comparators within our region. The variations in lot widths, lot coverage, and operational considerations highlight the need for further scrutiny. In addition, regional adoption of the narrower lot product is approved as part of a Direct Control District which provides customized land use regulations to support unique products with limit applicability across the municipality, in contrast the IN District is intended to accommodate the majority of greenfield residential development, providing a variety a housing options throughout Beaumont.

Given that the proposal includes innovative design that can be accommodated in various areas across the city, Administration does not recommend the creation of a new Direct Control (DC) District for this type of housing. Instead, it is recommended that the development comply with the IN District regulations. This approach would ensure that the integration of the proposal into both existing and new greenfield areas, rather than isolating within a site specific district.

Internal departments have raised several operational challenges with the proposed 4.2m lot width:

- Snow Storage and Removal
 - Narrow lot widths limit space for on-site snow storage.
 - Snow is likely to be pushed into lanes or roadways, increasing service costs and reducing overall efficiency.
- Waste Collection and Driveway Accessibility
 - Residents must place garbage bins in their driveways on collection days.
 - Vehicles may need to stop in the laneway or roadway to relocate bins before accessing driveways.

Given the regional precedents and identified operational concerns, Administration has worked with the applicant to address snow storage, waste collection logistics, and overall serviceability and found to be acceptable. Administration's review provides analysis on each of the potential concerns identified above and a summary of Administration's findings is provided below.

Administration's Review

The following section provides an evaluation of each aspect of the proposed amendment: lot width, lot coverage, and design standards, based on policy alignment and key considerations such as infrastructure maintenance, affordability, and ease of applying the regulation(s).

1. Proposed Amendment to Section 3.4.4.(c) Block/Subdivision Standards – Lot Width

Current Regulation	Proposed Regulation
Min 4.9 m to max 15 m except for multi-unit buildings or institutional uses where the lot width may be increased, at the discretion of the Development Authority.	i) Min 4.9 m to max 15 m except for multi-unit buildings or institutional uses where the lot width may be increased, at the discretion of the Development Authority.

	ii) Min 4.2 m for internal lots of multi-attached buildings where access is from a lane at the rear of the property.
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Policy Alignment

The purpose of the Land Use Bylaw is to enable sustainable development based on the principles of Beaumont’s Municipal Development Plan: Our Complete Community (MDP). The proposed regulation was reviewed for policy alignment with adopted directional plans and strategies that are informed by the MDP and provide a more detailed framework for development and growth within the City. Administration concluded that the proposed amendment aligns with key municipal and regional policy objectives, including:

Housing Diversity and Affordability: Lot width is a key factor in housing affordability as it directly influences development costs of housing, thus overall market accessibility. Narrower lots can reduce land costs per unit, by increasing density and causing greater division of servicing costs “per door”, in addition, greater density increases supply to more adequately meet demand. This supports a broader range of housing choices, aligns with the Edmonton Metropolitan Regional Growth Plan, Municipal Development Plan (MDP), the Affordable Housing Strategy and the Social Master Plan. Additionally, this provides an alternative way to provide more attainable housing options compared to adding Additional Dwelling Units to a principal home.

However, it is important to note that land use bylaw regulations and land costs are only one part of the formula that influences affordability. For example, a builder/developer can create market affordable rental units or luxury housing under the same land use district. The municipality does not have ultimate influence on how regulations are implemented to support affordability.

Social Resilience: Promotes community well-being by fostering inclusive housing options and enhancing social diversity. It supports the development of small-scale, affordable housing types, contributing to the city’s goal of increasing affordable housing stock and addressing housing affordability challenges. By offering more attainable housing options suitable for all stages of life, this approach ensures that residents can find suitable housing as their needs evolve. It also helps create inclusive neighborhoods by providing a full range of housing options, including various sizes, types, tenures, and delivery models, to ensure accessibility for residents of all ages and abilities. This approach allows individuals, from young families to retirees, to age in place, maintaining strong social ties and contributing to the overall inclusivity and vitality of Beaumont’s neighborhoods.

Environmental Sustainability: Encourages compact design and thoughtful site planning that support sustainable land use and minimizing the environmental impact of development. Smaller lots help increase density, which reduces urban sprawl. This housing product fosters walkability and reduces car dependance, contributing to a more sustainable community.

Efficient Infrastructure: Encourages compact, well-planned development that makes optimal use of municipal resources. Smaller lots allow for more concentrated infrastructure (water, sanitary, storm, transportation, etc.) reducing the need for infrastructure expansion. This lowers costs also minimizes environmental impact by reducing maintenance requirements.

Key Considerations and Potential Impacts

Key Considerations	Potential Impacts	Policy Tools & Implementation Approaches
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Housing Mix and Density	Risk of overconcentration of specific dwelling types within the development area	<p>The proposed amendment applies only to internal units of multi-attached dwellings, maintaining flexibility in lot widths. The 4.2m minimum lot width is an option, not a requirement, ensuring diversity in built form.</p> <p>Area Structure Plans, Neighbourhood Structure Plans and Outlines Plans in Beaumont almost always include policies that relate to providing a variety of housing types. This allows the Subdivision Authority to exercise discretion in limiting the concentration of a single form of development.</p>
Regional Affordability Targets	<p>Aligns with the EMRGP target of 15-20% affordable housing by 2028. This target encompasses non-market housing that includes subsidized housing (emergency shelters, transitional housing, supportive housing) and affordable housing. Beaumont's higher median household income (\$130,000 vs regional average of \$96,000 in 2020) and higher property values present affordability challenges. Although there is an argument to support higher property values, this can also create a barrier for lower income households to access housing to meet the needs of a diverse population, including allowing people to age in place and retaining young adults.</p>	<p>The City will support a range of housing types, including more compact, innovative development options, to improve market entry accessible to lower income households.</p> <p>Land use bylaw regulations can support affordability, however, the market, the availability of supportive infrastructure such as transit, and local employment opportunities are significant factors in shaping the cost of homes.</p>
Changes to Household Composition	Townhomes (typically 2-3 bedrooms) may provide more affordable rental opportunities compared to single and semi-detached homes. However, only 12.8% of Beaumont households are renters, the lowest percentage among regional municipalities	The amendment provides another opportunity for small-scale rental units to increase housing options. This inclusivity will create more opportunities for single individuals, first time buyers, single parent households, and seniors who wish to age in place, allowing them to remain in their community instead of relocating.

Infrastructure and Maintenance	Reduced lot widths may impact municipal services	<p>With the potential of more property owners along a block, infrastructure costs (sidewalks, roads, services) are distributed across more residents. This allows operations and maintenance costs to be shared among higher number of dwellings within a smaller area, resulting in reduced requirements for road length, sidewalks and utilities. Each parcel of land is required to adhere to the bylaws and policies such as site drainage and landscaping requirements.</p> <p>While these smaller sites will include a municipal boulevard, they are still able to meet the General Development Standards (GDS) for site drainage, ensuring effective management of stormwater. The applicant has submitted a servicing utility memo that addresses potential impacts on sanitary, storm, and water services due to narrower lots, and engineering has confirmed that these services will not be significantly impacted.</p>
Snow Accumulation in Laneways	Risk of increased vehicle access issues and greater maintenance demand in winter.	<p>Applicant was required to provide supporting information on how snow storage would be addressed. A site visit was conducted in February to observe how similar products are being managed in other jurisdictions.</p> <p>Property owners manage their own driveways and Section 34 of the Community Standards Bylaw prohibits shoveling snow into public spaces. There is an opportunity for owners to shovel snow along the side of their driveways.</p> <p>Larger lot widths are not necessarily associated with more space for snow storage, as the additional space is often used to accommodate a double car garage. A 4.2m lot provides 0.8m on each side to accommodate snow storage, a more typical 5.49m wide lot provides 1.4m (single car garage) to 0.15m (double car garage) buffer on each side.</p> <p>Administration was satisfied that snow clearing can be accommodated.</p>

Waste Collection and Driveway Accessibility	Risk of conflict between bins and vehicles accessing driveway.	<p>As outlined above, wider lot widths do not necessarily result in larger setbacks between developments. In all cases, the building pocket can be maximized, and there are no proposed changes to sideyard setback requirements in the IN District. Current multi-attached dwellings with double car garages result in contiguous driveways that require interior lot bin placement along the property line. The driveway pad is always wider than the garage parking stall, providing sufficient access.</p> <p>The Citizen Experience office has indicated that there is no documented history of disputes between residents regarding bin placement. Administration anticipates that the 4.2m lot width minimum will not substantially change risks of conflict.</p>
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Administration supports the reduction of lot width from 4.9m to 4.2m for multi-attached interior units in the IN District. The proposed amendment aligns with municipal and regional policy objectives, including those related to housing diversity, affordability, and sustainable growth.

The amendment provides an opportunity to enhance housing attainability by allowing for a broader range of dwelling options while maintaining flexibility in lot widths. By limiting the reduction to interior lots with rear lane access, the amendment ensures a balance between compact urban design and functional site planning. The site visit further confirmed that similar developments in other jurisdictions successfully manage potential challenges such as snow storage and vehicle access.

Administration acknowledges concerns related to infrastructure maintenance and snow accumulation but finds these impacts can be mitigated through existing policy tools, bylaw enforcement, and responsible development practices. Additionally, the requirements for applicants to demonstrate effective snow management strategies may be considered at the development permit stage where the Development Authority may impose conditions on the approval of an application to ensure the proposed development is compatible with the surrounding land uses.

Overall, this change supports the City's long-term planning objectives by fostering inclusive, innovative, and well-designed communities while ensuring compatibility with existing infrastructure and service capacities.

2. Proposed Amendment to Section 3.4.6.(a)(vi) Building Placement Standards – Principal Buildings – Lot Coverage

Current Regulation	Proposed Regulation
Total Lot Coverage	Total Lot Coverage
Max 55% (including accessory building lot coverage as per Section 3.4.6 (b) (v))	i) Max 55% (including accessory building lot coverage as per Section 3.4.6 (b) (v)).

	ii) Max 60%, (including accessory building lot coverage as per Section 3.4.6 (b) (v)) for internal lots of multi-attached buildings.
Accessory Building Lot Coverage Max 15%, except for multi-attached accessory buildings on internal lots may be increased to a maximum of 17% at the discretion of the Development Authority	Accessory Building Lot Coverage Max 15%, except for multi-attached accessory buildings on internal lots may be increased to a maximum of 18% at the discretion of the Development Authority

Key Considerations and Potential Impacts

Key Considerations	Potential Impacts	Policy Tools & Implementation Approaches
Impacts on Drainage	Increased lot coverage reduces permeable surfaces, potentially affecting drainage.	All properties must comply with the Surface Drainage Bylaw and General Design Standards to ensure proper site drainage, even with increased lot coverage for multi-attached internal lots. The applicant submitted a servicing utility memo to support the redistricting application with consideration of the narrower lot product and engineering was satisfied that sanitary, storm and water servicing would not be significantly impacted as a result of the narrower lots.
Environmental Sustainability	Reduction of private landscaping	The proposal increases overall site coverage by 5% and accessory building site coverage by 2% for internal lots of multi-attached buildings only. The potential decrease in permeable surfaces (approx. 88-103sqft for interior lots with a 5.49m width) is considered alongside the increased efficiency of servicing and minimizing the impacts of sprawl.

		<p>The proposed 4.2m product is only possible along the rear lane, resulting in a municipal boulevard along the front which is able to accommodate increased public landscaping and permeable surface along the length of the public roadway.</p> <p>To address landscaping concerns, the LUB allows rear lane product less than six meters wide to have 1 tree or 3 shrubs, which provides flexibility for landscaping. This option is already being utilized by parcels developed within the city.</p>
Justification for 18% Lot Coverage for Accessory Buildings	<p>Based on a 4.2m width lot and an average depth of 35m by increasing the accessory building (detached garage) could be built as follows: Typical garage dimension: $4.2\text{m} \times 6.1\text{m} = 25.62\text{m}^2$ / $147\text{m}^2 = 17.4\%$.</p> <p>The Development Authority applied the Land Use Bylaw so that any variation from the regulation, even by 0.1 requires a variance application and associated circulation.</p> <p>Builders can generally achieve under 18% with the proposal providing additional flexibility.</p>	<p>Since the implementation of the LUB, a significant number of variance requests have been submitted for interior units within multi-attached developments. Increasing the allowable lot coverage for these units would reduce administrative time spent on processing variances, which should be reserved for unique circumstances. This change would also ensure that a 6.1m garage depth provides sufficient space for vehicle parking.</p> <p>Frequent variance requests can lead to increased uncertainty, longer turnaround times, and project delays, ultimately making development more expensive. Variances should be used for exceptional cases, not as a routine process for most projects, as this creates unnecessary red tape.</p> <p>The proposed regulation change supports more functional parking stalls while</p>

		<p>still considering the maximum lot coverage.</p> <p>Attached garages are evaluated under the principal building lot coverage, as they are considered part of the principal building.</p>
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Administration supports the increase of total lot coverage for multi-attached interior units in the IN District from 55% to 60%. Additionally, Administration supports an increase in accessory building/structures lot coverage for these units from 17% to 18%, ensuring alignment with overall lot coverage regulations. These increases remain subject to the discretion of the Development Authority to balance site functionality and built-form compatibility.

3. Proposed Amendment to Section 3.4.7.(c)(ii) Building Profile Standards – Design Standards

Current Regulation	Proposed Regulation
<p>The design of dwellings must ensure individuality and a variety of dwellings. This will require consideration of the exterior treatment of materials, textures, rooflines and wall openings on the same side of the public roadway, as well as directly across the public roadway from one another. Design variability for the principal dwelling shall follow an A B C D A pattern along the block.</p>	<p>The design of dwellings must ensure individuality and a variety of dwellings. This will require consideration of the exterior treatment of materials, textures, rooflines and wall openings on the same side of the public roadway, as well as directly across the public roadway from one another. Design variability for the principal dwelling shall follow an A B C D A pattern along the block.</p> <p>For multi-attached buildings, including townhouses or buildings with three or more principal dwellings, the façade must incorporate at least two design techniques or features to reduce the perception of massing, eliminate large blank walls, and enhance design variation. Design techniques or features may include: variations in rooflines; vertical or horizontal building wall projection or recessions; visual façade breaks into smaller sections; features such as windows, balconies, or porches; use of a combination of finishing materials; or other similar techniques or features.</p>

The current regulation requires that the façade of each lot be sufficiently distinct from three lots to the left, three lots to the right and three lots across the street. There is no exemption for multi-attached developments, therefore every unit within a four-plex, for instance, would need to be architecturally different in terms of exterior treatment of materials, textures, rooflines and wall openings. For narrow, multi-attached lots, the current regulation can lead to reduced architectural cohesion within the same building. Administration recommends the applicant move forward with adding additional design standard regulations for multi-attached buildings. These regulations would specifically apply to developments with three or more attached dwellings, such as row housing or townhouses, and would offer an approach that

considers the visual integration of the building as a whole, while also requiring architectural interest. The new regulations would require multi-attached buildings to incorporate at least two design techniques or features aimed at reducing the perception of massing, eliminating blank walls, and enhance overall design variation.

While there are potential costs associated with ensuring design variability for each building, the proposed amendments align with the City's goal of promoting diverse of housing types and preventing monotonous facades. This approach allows for a more flexible evaluation on a building-by-building basis, ensuring that each structure incorporates a variety of architectural features while maintaining overall design quality.

Recommendation

Administration is recommending that Council give First Reading to Bylaw 1070-25 Land Use Bylaw Amending Bylaw

Financial Analysis

The review of development permit applications is addressed through internal resources and approved budget.

Risk Analysis

The purpose of the proposed Land Use Bylaw text amendment is to provide new and compact housing forms within the IN District. Should Bylaw 1070-25 not be approved by Council, there may be impacts on providing diverse housing options, limit homeownership and affordability opportunities, reduce potential tax revenue, and discourage development interest in Beaumont. In addition, existing and/or future subdivision applications would be required to comply with the current regulations, which may not align with evolving market trends.

Community Insight

The application was circulated by Administration to external agencies and internal departments from January to February 2025. The applicant also sent emails to Beaumont's development community and placed advertisements in *La Nouvelle Beaumont News* for three consecutive weeks which included the link to the survey. Additionally, the Administration updated the city's website (Planning and Development Notification page), which included details of the application along with a direct link to the survey.

Attachments

- 1 Bylaw 1070-25 Land Use Bylaw Amending Bylaw
- 2 Illustrative Diagram: Lot Width, Lot Coverage, Design Standards
- 3 Summary of Engagement - What We Heard Report (Applicant)
- 4 Administration Presentation