

# Fort Saskatchewan New Land Use Bylaw

## Phase 2: Stakeholder Workshops #1 What We Heard Summary

### 1. Project Introduction

The City of Fort Saskatchewan is creating a new Land Use Bylaw (LUB) to align with the new *Our Fort. Our Future*. MDP. The LUB is one of the most important bylaws for a municipality. Most planning documents provide goals and objectives that are to be achieved. Thus, they are plans for the future or “future” documents. The LUB is different in that it is a regulatory document. It regulates the use and development of land as it happens. Therefore, unlike planning documents, the LUB is live and it is a key tool to achieve the goals and objectives within the City’s planning documents.

As part of the project, the City and consultant team (ISL Engineering and Land Services and Urban Strategies) hosted stakeholder workshops. Representatives from internal (City Administration) and external stakeholders were invited to discuss LUB challenges and opportunities. Stakeholders were advised that the information they provided would be considered in the creation of the new LUB.

### 2. Stakeholder Workshop Overview

On November 29, 2022, a workshop with internal stakeholders (City Administration) was held from 9:30 a.m.-11:30 a.m., and a workshop with external stakeholders (local developers/UDI, builders, chamber of commerce, youth council, homebuilders’ association, policing services/committee) was held from 1:30 p.m. – 3:30 p.m. at the West River’s Edge Pavilion. The internal stakeholders had one or two representatives from each City department and external stakeholders also provided one or two representatives.

The purpose of the stakeholder workshops was to facilitate conversation with those who will be directly impacted by changes to the City’s LUB.

Each workshop began with a presentation and was followed by facilitated discussions using engaging questions to gather feedback from participants. Fifteen people signed-in at the internal stakeholder workshop, and 15 people signed-in the external stakeholder workshop. Please refer to Appendix 1 to see lists of internal stakeholder groups invited to the workshop and external stakeholder groups who attended. Please note, a few participants may have not signed-in at the events.

During each workshop, stakeholders were randomly grouped into tables of 5-7 participants and asked to provide feedback on a series of questions designed to start conversation. The table discussions were facilitated by City and ISL staff, and each table had a recorder keeping notes. The discussions provided opportunities for stakeholders to share their own perspectives and hear the perspectives of others.

#### 2.1 What We Asked

The following questions, (Questions 1-4 below), were used to start table conversations with workshop participants. In many cases, the questions were not required to start conversation because each table had their own dynamic. However, in some cases answers were provided by stakeholders and we have summarized several of those responses in italics below (these responses are not exhaustive and are representative of the discussion). More detail is provided in the table below in the What We Heard Summary.

##### 1. What do you know about the Land Use Bylaw?

*Internal stakeholders indicated that they know the LUB regulates zoning (development) on private property.*

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### a. What are you uncertain of?

*External stakeholders asked if place-based design will be implemented for industrial areas.*

### b. What information can we provide?

*No answer was provided by stakeholders to this question.*

## 2. What works well or doesn't work with the current Land Use Bylaw?

*External stakeholders indicated that parking minimums and the lack of flexibility are issues. External stakeholders indicated that industrial development is working well.*

## 3. What do you like in Land Use Bylaws for other municipalities?

*Internal stakeholders indicated that Cochrane and Camrose have ground floor commercial spaces that are liked. External stakeholders indicated they like the Spruce Grove and Beaumont LUB's because they are flexible and progressive. External stakeholders also indicated they like residential zoning in the City of Edmonton.*

## 4. How can the Land Use Bylaw enable the City to grow and develop in line with the vision and growth strategy of the Municipal Development Plan?

*Internal stakeholders indicated they would like to see alignment with MDP, LUB, ARPs, ASPs and other planning documents. External stakeholders indicated they would like the LUB to allow for flexibility. External and internal stakeholders indicated they would like to see community development, districts that align the policy direction with the MDP and have a unified vision that is implemented through permitting.*

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### 3. What We Heard Summary

The following table captures the summary of feedback received during the internal and external stakeholder workshops.

Theme	Feedback
<b>Flexibility</b>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that they would like to see more opportunities for flexibility with rules and regulations in the new LUB. Stakeholders indicated that the new LUB needs to allow for more flexibility within different districts. Stakeholders indicated that they like the idea of having options instead of requirements (i.e. “the applicant shall” is not flexible).</li> </ol> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. they would like to see more flexibility with location, site development, current/future building techniques and allow for things that make sense.</li> <li>2. that they would like to see regulations that allow for developments that are flexible and logical – allow for developments that make sense.</li> <li>3. a need for red tape reduction, and to eliminate disconnection between certain rules and regulations. The new LUB needs to allow for more opportunity and efficiency.</li> <li>4. that low risk permits (ex., deck permits) be automated to increase efficiency and allow for more expedient approvals.</li> <li>5. that minor changes seem like a waste of time, they would like to see a LUB that does not need additional minor changes (ex., minor variances).</li> <li>6. the current rules and regulations for Direct Control districts need to be looked at to allow for more flexibility.</li> <li>7. the need for more flexibility specifically with industrial land uses</li> </ol> <p>External and internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. they would like to see more clarity on what is allowed in the LUB.</li> </ol>
<b>Walkability</b>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that new neighbourhoods constructed without sidewalks is problematic.</li> <li>2. that more sidewalks constructed in both residential, commercial, and industrial developments are needed to increase safety and opportunities for people who walk.</li> </ol>

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	<p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that sidewalk quality and connectivity is needed.</li> <li>2. that places should be designed to allow for walkability to be achieved year-round.</li> </ol> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that they would like to see future neighbourhoods and developments be more walkable.</li> </ol>
<b>Accessibility</b>	External stakeholders identified that new developments and the built environment need to be accessible for people of all ages (e.g. 8-80) and abilities).
<b>Amenities in Neighbourhoods</b>	Internal stakeholders identified the desire to have neighbourhoods, where all necessary services (e.g., grocery stores, schools, pharmacy, etc.) are close to one's home.
<b>Placemaking</b>	<p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that nodes are important for placemaking and gathering.</li> <li>2. that context should be considered in placemaking – is placemaking needed for industrial areas? It was noted that industrial facing the street, yes. However, for internal industrial development and heavy industrial development, no.</li> <li>3. that they want to maintain a small-town feel within the City.</li> </ol> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that placemaking should be considered within the LUB.</li> <li>2. that developments should be intentional and promote well-being.</li> </ol>
<b>Community Gathering and Amenities</b>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. the importance of a sense of community and more places of gathering.</li> <li>2. That there is a need for more community amenities such as skating rinks and other recreational uses.</li> <li>3. the existing sense of community needs to be incorporated into the new LUB.</li> </ol> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that they would like to have events that celebrate culture occur within the City, specifically exploring how the LUB can enable Indigenous celebrations within parks and City owned</li> </ol>

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	<p>land. The current LUB ensures cultural celebrations can take place – for example, celebrations less than three days do not need a permit; however, celebrations lasting for multiple months would require a permit and need to meet regulations.</p> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"><li>1. that community relationship building was important.</li></ol>
<b>Active Transportation</b>	<p>External stakeholders indicated:</p> <ol style="list-style-type: none"><li>1. that they would like to see an increased connectivity between trails/sidewalks in residential areas and parks, greenspaces.</li></ol> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"><li>1. that they would like to see an increase in infrastructure that promotes active transportation (e.g., walking, cycling, and wheeling (scooters, wheelchairs, walkers etc.)).</li><li>2. There is a need for a safe active transportation network. Participants would like to see thoughtful placement of bike lanes and multi-use pathways located away from high vehicle traffic areas to increase safety.</li><li>3. that increasing connectivity will also increase pedestrian/cyclist safety and use.</li></ol>
<b>Affordable Housing/Social Housing</b>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"><li>1. that they would like to have an increase in affordable housing and social housing within the City.</li><li>2. that NIMBYism (Not In My Back Yard) is a challenge related to affordable housing and social housing, and suggested education could be an effective tool to show successful examples of affordable housing and how it can be integrated within the community.</li><li>3. There is a desire to investigate the possibility of designating land for certain social services.</li></ol>

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<p><b>Housing Variety</b></p>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that a variety of housing types such as single detached, one bedroom, two-bedroom homes and/or apartment options should be available for either rent or purchase.</li> </ol> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that the most predominant housing type in Fort Saskatchewan are single detached homes.</li> <li>2. There is a need for an increase in density to allow for more variety in housing types and opportunities for secondary suites, garage suites, basement suites, apartment buildings etc.,</li> <li>3. That the maximum dwelling units per lot should be increased to allow for up to 3 dwellings on each lot. This would include secondary suites, basement suites etc.,</li> <li>4. mixed feelings on zero lot line homes. Some external stakeholders identified that zero lot line housing increased density and are beneficial, whereas other external stakeholders identified that zero lot line lot housing is undesirable due to the close proximity between dwellings and small yards.</li> <li>5. that the City should be cautious when adding items that will drive up development costs – value must be weighed against cost to avoid cookie cutter developments.</li> </ol>
<p><b>Mixed-use Developments</b></p>	<p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that they would like to see more mixed-use developments that incorporate residential and commercial uses (e.g., coffee shops and bakeries with apartments above).</li> <li>2. that they would like to see more opportunities for home-based businesses.</li> </ol> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. indicated that lower intensity commercial uses, such as bakeries, cafes, and pharmacies, were welcomed in neighbourhoods provided it contributes to walkability, and addresses nuisances (such as noise).</li> </ol>
<p><b>Design Standards</b></p>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that there is a need for design standards to increase the consistency, quality, and quantity of aesthetically pleasing places and incorporation of public art.</li> <li>2. that CPTED (Crime Prevention Through Environmental Design) should be considered when creating design standards.</li> </ol>

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	<p>3. Non-residential development should blend into the neighbourhood (e.g. Calgary fire stations, Sherwood Park street malls with good transitions to franchise stores and local shops).</p> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that different scales of elements in the built environment should be considered– e.g., pedestrian scale vs vehicle scale.</li> </ol> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. design standards that increase beautification through landscaping should be included.</li> </ol>
<p><b>Place Based Regulation Approach</b></p>	<p>Place Based Regulation Approach is being used for the new Land Use Bylaw. However, District rules and regulations may use Performance Based regulations.</p> <p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. mixed feedback to a place-based regulation approach. Stakeholders agreed that the new LUB may be a hybrid of both the traditional and place-based models rather than just a place-based regulation approach.</li> <li>2. that the City consider context-based design over a place-based regulation approach.</li> </ol>
<p><b>Performance Based Districts</b></p>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. mixed reactions to performance-based regulations.</li> <li>2. the desire for performance-based zoning which allows for developers to choose options.</li> <li>3. that performance-based zoning may allow for better alignment with the MDP, LUB, ASP, etc.,</li> <li>4. that the new LUB may be a hybrid of both the Euclidean and place-based models</li> </ol>
<p><b>Vision</b></p>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that they want the LUB to improve resident's quality of life by creating community character, increasing walkability and connectivity, and accommodating amenities within neighbourhoods.</li> </ol> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that they want a LUB that is progressive and future oriented.</li> <li>2. that if the intent of the LUB is to manage land development and reduce conflicts between users, the City should consider</li> </ol>

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	<p>the items that they receive the most complaints/inquiries about and make sure the new LUB addresses them.</p> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. they desire alignment between the MDP vision, the ASPs and the LUB.</li> </ol>
<b>Environmental Considerations</b>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that the heat island effect should be considered. Promote greenery (trees) design during early stage of the design phase, especially commercial developments.</li> </ol> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that they would like to see the new LUB consider the environment and work toward greener goals that include mitigation strategies related to climate change.</li> <li>2. that they would like to see more zero net energy buildings.</li> </ol>
<b>Sensitive Land Uses/Thoughtful Placement</b>	<p>External stakeholders indicated that the new LUB should incorporate more thoughtful placement of developments for vulnerable people or sensitive land uses. Ex., childcare facilities and daycares should not be next to fast food drive throughs because the exhaust from the vehicles can impact the children's health.</p>
<b>Parking</b>	<p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that parking regulations for new developments are challenging. External stakeholders suggested that the City look elsewhere for potential solutions and mitigation strategies to resolve parking challenges or requirements including the City of Edmonton parking minimum reductions.</li> </ol> <p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. the reduction of parking space or shared parking between adjacent owners should be considered.</li> </ol>
<b>Servicing</b>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that servicing, such as garbage collection, needs to be improved. Proper width and spacing of garbage bins/dumpsters will improve the current system.</li> <li>2. that there is a need to identify lower level/niche issues to support other departments, garbage bin storage (to help waste collection, dumpster noise), property width and spacing (to help with snow removal).</li> <li>3. that the City may want to create an action plan once service areas that need to be improved are identified.</li> </ol>



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<p><b>Setbacks</b></p>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. the importance of setbacks and that they would like to see utility setbacks maintained.</li> <li>2. that setbacks should be used to maintain facades and transition from new to old development within residential neighbourhoods.</li> <li>3. driveway widths in new and redeveloping areas should be considered, some driveways are too narrow.</li> </ol>
<p><b>Signage</b></p>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. signage regulations should be with design standards.</li> </ol> <p>Internal and external stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that there are challenges with signage regulations. They would like to see signage regulations become clearer and more concise.</li> </ol>
<p><b>Industrial development</b></p>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. walkability and landscaping regulations need to be reviewed and revised in industrial districts.</li> <li>2. industrial developments facing arterial, or collector streets should be aesthetically pleasing. Whereas development on local roads, and heavy industrial development do not require these considerations.</li> </ol> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"> <li>1. that industrial developers are looking for certainty when locating in an industrial park. Discretionary uses cause uncertainty and require more time for permitting. External stakeholders would like to see more permitted uses rather than discretionary uses.</li> <li>2. that industrial development is beneficial to the City and should be encouraged in certain areas that are appropriate for these uses.</li> <li>3. heavy industrial development might also be appropriate in light/medium industrial areas.</li> <li>4. the land base for heavy industrial is limited and growth of heavy industrial development should be considered in other locations.</li> </ol>

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<b>Other</b>	<p>Internal stakeholders indicated:</p> <ol style="list-style-type: none"><li>1. there are opportunities to encourage new businesses including diverse and unique businesses to locate to the city.</li><li>2. they liked the mixed-use development in Camrose and Cochrane and Calgary Street malls (e.g., Deerfoot mall).</li><li>3. they would like to provide feedback on proposed bylaw changes to help solve problems and prevent new problems from occurring.</li></ol> <p>External stakeholders indicated:</p> <ol style="list-style-type: none"><li>1. the LUB should include lots of graphics and visuals. Visually depicting rules and regulations will help increase clarity and understanding.</li><li>2. they want unique approaches to subdivision design.</li><li>3. they would like to see the new LUB simplified and more concise.</li><li>4. they like the LUBs for both the City of Beaumont and the City of Spruce Grove.</li><li>5. they were concerned about the impacts of increasing density on schools.</li></ol>
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### 3.1 Recommendations

1. Provide external stakeholders that did not attend the session with materials presented at the workshop and the What We Heard Report. Communicate future opportunities for engagement.
2. Follow-up with development industry and City staff to determine the meaning of “clarity”, “flexibility”, “minor changes”, and “red tape” reduction strategies.
3. Focus on designing the new LUB with accessibility, walkability and active transportation at the top of mind and with high importance. Review bike parking requirements to confirm support for accessibility/walkability/active modes.
4. Investigate the impacts of allowing three dwellings on a lot (e.g. single-detached dwelling, secondary suite, garage suite).
5. Review enforcement data to determine what complaints/enforcement items are received most frequently.
6. City, ISL and Urban Strategies to discuss topics highlighted from external stakeholders such as housing forms, density, zero lot lines, parking, signage, requirements in industrial areas.

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### 4. Next Steps

The first round of engagement, held in Phase 2 on November 29, 2022, included workshops with internal and external stakeholders to gather feedback on issues, gaps and aspirations for the new LUB. Feedback gathered from stakeholders in this round of engagement will be used to inform the new LUB.

The second round of engagement, held in Phase 3, will take place in the spring and summer of 2023. The next phase of engagement will include workshops with internal and external stakeholders as well as pop-up events, an online survey and an open house.

## Appendix 1 – Internal Stakeholder Invitations and External Stakeholder Attendees

### Internal Stakeholder Workshop Invitations

List of internal departments invited to the workshop:

- Economic Development
- Public Works
- Culture & Recreation Services
- Family & Community Support Services
- Fire Services
- Legislative Services
- Financial Services
- Information Technology
- People Services
- Protective Services
- Infrastructure & Planning
- Office of the City Manager
- Community & Protective Services
- Corporate Services
- Fleet, Facilities & Engineering

### External Stakeholder Workshop Attendees

Please note there may be a few participants not captured on the lists below that may have missed the sign-in sheet at the events.

List of External stakeholder groups in attendance:

- City of Edmonton

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- Elk Island Public School Board
- Alberta Health Services
- The Indigenous Society of Fort Saskatchewan
- Al-Terra Engineering
- Canadian Home Builders Association
- Landrex
- Sehra Homes
- Stantec
- Tag Developments
- Qualico Communities
- Victory Homes
- Alberta Industrial Heartland Association
- Fort Saskatchewan & Lamont Regional Chamber of Commerce