



ASSETS AND INFRASTRUCTURE STANDING POLICY COMMITTEE REPORT

Title Land Use Bylaw Renewal Project Update

Meeting Date December 7, 2023

Submitted By Deputy Mayor Campbell, Chair – Assets and Infrastructure Standing Policy Committee

Recommendation from Assets and Infrastructure Standing Policy Committee:

BE IT RESOLVED THAT City Council receive the Land Use Bylaw Renewal Project Update for information.

Vote:

In Favour: 4-0 (Unanimous)

Public Speakers at the Meeting: None

Public Submissions: None

Submitted By Ross Kilgour, Senior Community Planner

Presented By Ross Kilgour, Senior Community Planner

Summary

- This project was last at this SPC on July 6, 2023, to provide a project update.
- Since then, the following work has been completed (for full details see 'Engagement' section below):
 - Public project launch on August 23, 2023, with a press release and media interviews, a project webpage launch, various online background information documents and videos published, and two online surveys made available and promoted.
 - Extensive and wide-ranging engagement activities successfully delivered, including many pop-up events across the city, individual organisation meetings, four in-person workshops, attendance at the October 23, 2023, Community Conversation event, and an open house on November 15, 2023.
- How information from the public engagement activities was used:
 - The engagement consultant collated and analysed the input gathered through the various engagement methods to produce a "What We Heard" report. At the time of this report's submission, the "What We Heard" report was not yet finalized. The "What We Heard" report will be available to City Council in Q1 2024 as part of the public hearing process for the project team's forthcoming amending bylaw

to implement recommended changes to Land Use Bylaw 6300 related to social uses, in line with Council's direction.

- Next steps:
 - The project team will finalize submission documents for First Reading of an amending bylaw to update Land Use Bylaw 6300, related to the social uses topic.
 - First Reading is planned for February 27th, 2024.
 - Public Hearing is planned for March 26th, 2024.

Recommendation(s)

That the Assets & Infrastructure Standing Policy Committee recommends that Council:

1. Receive the Land Use Bylaw Renewal project update for information.

Financial

The Land Use Bylaw Renewal project received MRSR one-time funding through budget initiative C-5.5: Land Use Bylaw Update. A new Land Use Bylaw has the potential to streamline land use regulation, reducing the financial burden on customers and City resources.

Background and Prior Decisions

Direction from Council

At the meeting of November 8th, 2022, City Council unanimously adopted the following resolution:

"1. Direct administration to return to City Council before the end of Q3 of 2023 with Land Use Bylaw amendments regarding "shelter," "supportive housing," and other related social uses. Options to explore would include:

- a. Making them permitted uses with required criteria such as buffer distances from schools and playgrounds;*
- b. Exploring allowing them in more land use districts within the Land Use Bylaw;*
- c. Public engagement prior to holding public hearings will be undertaken in drafting these amendments."*

This direction was provided following Administration's identification of a number of challenges related to the regulation of these uses under Land Use Bylaw 6300. As directed, Administration will return to Council with proposed changes to Land Use Bylaw 6300 for Council's consideration. This forms Phase 1 of the Land Use Bylaw Renewal project. Depending on Council's direction, the work done as a result of the above direction from Council may also, if appropriate, form the basis for these uses and rules in the new Land Use Bylaw.

Approved Budget Initiative

In the 2023-2026 Operating Budget, City Council approved initiative C-5.5: Land Use Bylaw Update. The stated purpose and justification for this initiative is outlined below:

"A review of the Land Use Bylaw is necessary for several reasons. Firstly, as some regulations are not in alignment with Federal housing goals, the ability for projects within the City to access Federal grant monies is constrained. Secondly, this misalignment has contributed to the slower implementation of the City Council approved Municipal Housing Strategy leading to worse community outcomes. Thirdly, the Land Use Bylaw is a living document and although in the past several years of incremental changes have been incorporated based on typically external drivers, a comprehensive review is required, and resources need to be dedicated in the short term."

This budget initiative provides the overall direction and funding for the LUB Renewal project.

Prior Updates to Council

At the July 6, 2023 Civic Works Standing Policy Committee, an update was provided on the project team and timeline. Administration indicated that they would come back to Council with Land Use Bylaw amendments regarding "shelter," "supportive housing," and other related social uses in Q1 of 2024. Administration is still aiming to meet this timeline. However, because the final public engagement has not been completed, the extent of changes is still unknown. After public engagement is complete and the desired changes are determined, it will be more clear whether the timeline will be met.

The planned high-level milestones for the project include:

Milestone/deliverable	Planned dates
Phase 1:	
Phase 1 engagement: social uses	Aug – Nov 2023
Phase 1 recommended changes to LUB 6300 to City Council	Jan 2023 – Mar 2024
Phase 2:	
Phase 2 engagement: new LUB development	Jan – Oct 2024
First draft new LUB prepared by legal counsel	Oct 2024 – Oct 2025
Internal review of first draft new LUB, second draft prepared for public engagement	Oct 2025 – Jan 2026
Phase 3:	
Phase 3 engagement: new LUB draft review	Jan – Apr 2026
Final Legal & Admin review of draft new LUB with public feedback-related changes	Apr - Jul 2026
Council public hearing process on new LUB	Aug - Sep 2026

Engagement

Engagement on the Land Use Bylaw Renewal project will be delivered in two phases. Phase one shapes where and how social uses are regulated in the city. Phase two will shape all other Land Use Bylaw matters; including a review of all residential, commercial, and industrial uses and districts as well as parking requirements.

The question guiding phase one engagement was:

How can the new Land Use Bylaw help ensure that everyone in Lethbridge has appropriate housing for their needs and the option to access the social supports they need?

Phase one engagement explored many aspects of social uses including the local need, how the Land Use Bylaw impacts the provision of social services in the community, and how other municipalities regulate social uses through Land Use Bylaws.

The social uses discussed as part of this round of engagement include social uses as defined by the LUB 6300 and housing with social supports, as defined by Canada Mortgage and Housing Corporation (CMHC).

Current definitions of social uses in Land Use Bylaw 6300 are:

- **Drop-In Centre** means Development that provides daytime shelter to people whose wellbeing is at risk. This Use does not include overnight accommodation. Resource Centre, Food Bank and Soup Kitchen are separate Uses.
- **Food Bank** means Development that provides for the charitable distribution of groceries and supplies to people in need. Soup Kitchen, Drop-in Centre and Resource Centre are separate Uses.
- **Group Homes** means Development using a Dwelling for a residential social care facility providing rehabilitative and/or supportive care for four (4) to ten (10) persons who, by reason of their emotional, mental, social or physical condition, require a supervised group living arrangement. This Use may incorporate accommodation for resident staff as an Accessory Use.
- **Resource Centre** means Development that provides various social services aimed at addressing the special needs of people whose well-being is at risk. This Use does not include overnight accommodation. This Use may require provincial approval. Soup Kitchen, Food Bank, Drop-in Centre, Shelter, Supportive Housing, Medical and Health Facility, Medical and Health Office, Education Facility, Office and Government Service are separate Uses.
- **Shelters** means Development providing emergency overnight accommodation that may include kitchen and dining facilities, showers and bathrooms, relaxation areas and laundry facilities. Accommodation for resident staff may be incorporated as an Accessory Use.
- **Soup Kitchen** means Development that provides for the charitable provision of meals, consumed on-site, to people in need. Food Bank, Drop-in Centre, Restaurant and Resource Centre are separate Uses.
- **Supportive Housing** means Development providing accommodation for 8 to 25 residents and associated support programs meant to foster self-sufficiency. This Use may include common kitchen and dining facilities, showers and bathrooms, training rooms, relaxation areas and laundry facilities as well as offices and accommodation for staff. Major Child Care and Minor Child Care may be incorporated as an Accessory Use.

Summary of engagement efforts:

- Engagement Overview:
 - Launched project webpage at <https://getinvolvedlethbridge.ca/lub>. As of November 3, 2023, the webpage stats indicate:

- Aware - visited the project website: **4.0k people**
 - Informed - downloaded documents, viewed video, signed up for project updates: **1.2k people**
 - Engaged - completed a survey: **832 people**
 - Total Visits – **6.1k**
- Launched two online surveys: Engagement Preferences Survey (**106 completed**); and Housing with Social Support and Social Services Survey (**831 completed**). These were promoted through online and newspaper ads.
- Media interviews were completed and a press release issued.
- Four online videos were launched: explaining what a LUB is, why a new LUB is being created, and two videos to challenge stigmas against individuals who need social services. As of November 3, 2023, the videos had **369 views**.
- Published information documents:
 - A 'Project Primer' document was published on the project webpage (with both a short (4 page) and full (16 page) version, as requested by this SPC at the last project update).
 - Decoding Social Uses was published on the project webpage.
 - As of November 3, 2023, these documents had a total of **514 downloads**.
- Public education and engagement activities were completed, including:
 - The public-facing document 'Decoding Social Uses' provide best practice research findings and background information on the topic of social uses. The first in a series of 'Decoding...' papers which will be produced throughout the project, this provides interested people with background information to empower them to take part in subsequent engagement events equipped with a deeper understanding of the topic.
 - A 'Lethbridge Stories' document and two accompanying videos were produced and published on the project webpage. These provide example 'personas' of Lethbridge residents, exploring how social uses play a part in their lives. This is intended to help humanize abstract discussions about the Land Use Bylaw's impact on social uses and the residents who rely on them.
 - Pop-up engagement events were arranged, with the intention of "meeting people where they're at" to raise awareness of the project and gain their input on the topic of social uses. The pop-up engagements were held at a variety of locations, including:
 - Farmers Market
 - Honouring the Medicine Line Traditional Powwow
 - Walmart (south)
 - No Frills (north)
 - Honouring Traditions and Reconciliation Powwow & Artisan Expo
 - Nord-Bridge Seniors Centre
 - Interfaith Food Bank
 - Lethbridge Food Bank
 - Lethbridge Senior Citizens Organisation
 - Crossings Library

- Individual meetings were arranged with interested organisations and committees, providing them with an overview of the project and gaining their input on the topic of social uses, including:
 - Imagine Lethbridge Board
 - BILD Builder Council
 - BILD Board
 - BILD Developer Council
 - Heart of Our City Committee
 - League of YQL Neighbourhoods
 - University of Lethbridge Global Citizenship Cohort
 - Economic Development Lethbridge Board
 - Downtown Business Revitalisation Zone Membership Meeting
 - Reconciliation Lethbridge Advisory Committee
 - Youth Advisory Council
 - Streets Alive
 - Soup Kitchen
 - University of Lethbridge urban identity/gentrification class
 - AHS Southern Zone Healthy Communities by Design group
 - Southern Alberta Council on Public Affairs
 - Lethbridge Family Services

- Hosted engagement events were held, including:
 - In-person workshops on the topic of social uses. Four sessions were held, each lasting two hours, on October 3-4, 2023. This included an evening session. All sessions were open to any interested person, and total attendance over the four sessions was **49 people**. This included a mix of members of the public, staff from social service organisations, landlords and developers. The workshops provided an opportunity to build on what was heard through the online survey in greater detail.
 - The Community Conversation event at the Enmax on October 23, 2023.
 - An open house event at CASA on November 15, 2023.

- How information from the public engagement activities was used:
 - Engagement on social uses began with the “Housing with Social Support and Social Services Survey”, which provided high level, general input on the topic.
 - Pop-up engagement events raised public awareness of the overall project as well as the social uses topic. By “meeting people where they’re at”, the team was able to reach a wider demographic of residents who may not normally attend an in-person engagement event or complete an online survey. Paper copies of the online survey were made available at events.
 - Stakeholder meetings allowed for conversations that were more tailored to each organisation/committee’s interest in the project.
 - The four, two-hour, in-person workshops provided a format that allowed for more detailed discussions of community concerns, attitudes, perceptions, and solutions.
 - The engagement consultant is creating a detailed “What We Heard” report.

- At the time of this report's submission, the "What We Heard" report was not yet finalized. It will be submitted to City Council for their consideration as part of the information for the public hearing of an amending bylaw to implement recommended updates to Land Use Bylaw 6300 on the topic of social uses.
- Draft recommendations for updates to Land Use Bylaw 6300 on the topic of social uses are being created by the project team. These will be based on Council's direction of November 8th, 2022, public engagement results, and best practice research. These draft recommendations will be shared with the public at the November 15, 2023 open house (after the date of submission of this report).

Recommendation and Option(s) Analysis

It is recommended that A&I SPC recommend that City Council receive the Land Use Bylaw Renewal project update for information.

- *Community/Citizen*
 Social – The LUB Renewal project has great potential to tackle some of the community's big issues, such as increasing housing affordability and choice, and facilitating social service provision.
 Economic – One of the opportunities with the new Land Use Bylaw is to design land use districts and use definitions that make it easier to attract, grow and adapt a business.
 Environmental – The project has the potential to contribute to sustainable development by making it easier for people to build more land- and resource-efficient types of development.
- *Risk*
 The main risks to the project lie in getting the messaging right. It is important that a productive engagement environment is created and maintained so that the public can be provided with accurate information about what a Land Use Bylaw can do within the parameters of the MGA, and are given space to communicate their opinions to the project team. A range of potential risks related to this have been identified by the project team and risk mitigations are planned.

With a large project such as this that will involve significant public engagement of diverse stakeholder groups, the planned project timeline being extended is always a risk. As the project progresses, the Project Team will provide updates to SPC/Council on any changes to the timeline.

- *Implementation and Communication Plan*
 This report is provided as a project update for the Committee. The project team will return to this Committee with regular updates.

The project team are working closely with the City's Communications department to ensure consistent and transparent project communications with the public and media.

Attachment(s)

1. Presentation slides.

Link(s)

1. [Project webpage](#)
2. [Project Primer \(full version\)](#)
3. [Project Primer \(short version\)](#)
4. [Decoding Social Uses](#)
5. [Lethbridge Stories \(written version\)](#)
6. [What is a Land Use Bylaw? video](#)
7. [Why is the Land Use Bylaw Renewal Necessary? video](#)
8. [Lethbridge Stories part 1 video](#)
9. [Lethbridge Stories part 2 video](#)

Approvals

Department Director: Joel Sanchez

City Manager: Lloyd Brierley