

ZONING BYLAW RENEWAL REPORT #6 - DRAFT ZONING BYLAW

RECOMMENDATION

That the June 20, 2023, Urban Planning and Economy report UPE01636, be received for information.

Requested Council Action	Information Only		
ConnectEdmonton's Guiding Principle	ConnectEdmonton Strategic Goals		
CONNECTED This unifies our work to achieve our strategic goals.	Urban Places		
City Plan Values	LIVE		
City Plan Big City Move(s)	A Community of Communities A Rebuildable City	Relationship to Council's Strategic Priorities	15-Minute Districts Economic Growth Climate Adaptation and Energy Transition
Corporate Business Plan	Transforming for the Future		
Council Policy, Program or Project Relationships	<ul style="list-style-type: none"> ● Bylaw 12800 - Zoning Bylaw ● Permit and Licensing Improvement Initiative ● District Planning ● Edmonton Economic Action Plan ● Community Energy Transition Strategy ● Climate Resilient Edmonton: Adaptation Strategy and Action Plan 		
Related Council Discussions	<ul style="list-style-type: none"> ● UPE01257, Zoning Bylaw Renewal Report #5 - Draft Zoning Bylaw, Urban Planning Committee, November 22, 2022 ● UPE00978, Zoning Bylaw Renewal Report #4 - Proposed Zones, Initiative Update and Next Steps, UPC, April 12, 2022 ● Charter Bylaw 19918 - Public Notification Bylaw Amendment No. 1, City Council Public Hearing, March 15, 2022 ● CR_7697, Zoning Bylaw Renewal Report #3 - Approaches and Structure of the New Zoning Bylaw, UPC, June 29, 2021 ● CR_7509, Zoning Bylaw Renewal Report #2 - Initiative Update and Next Steps, UPC, February 2, 2021 ● CR_6664, Zoning Bylaw Renewal Report #1 - Principles and Approach, April 9, 2019 		

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Executive Summary

- To support Edmonton's growth, change and competitiveness, the City's policies and regulatory tools need to evolve and align with Edmonton's long-term city-building needs as outlined in The City Plan. The Zoning Bylaw Renewal Initiative is an integral part of this work.
- The new Zoning Bylaw will create a modern regulatory environment with simplified and streamlined requirements, and will also help create a more equitable, climate-resilient, livable and adaptable city for all.
- To implement the new Zoning Bylaw, the majority of properties in Edmonton will need to be rezoned from their current zone to the closest equivalent zone under the new Zoning Bylaw, through a city-wide rezoning process.
- The refined draft Zoning Bylaw and Rezoning Map were released publicly for review and feedback from May 1 to May 31, 2023.
- While the Refine-level public engagement period ends on May 31, 2023, Edmontonians will still be encouraged to learn about the initiative and share generalized feedback on the draft Zoning Bylaw on the Engaged Edmonton online platform leading up to Urban Planning Committee and at the Public Hearing.
- While Edmonton's transformational change will happen gradually over time, upon the approval of the new Zoning Bylaw, Edmontonians can expect to see changes to allowable land uses and built form to foster compact, complete and climate-resilient communities.
- This report provides a final update on the Zoning Bylaw Renewal Initiative before the draft Zoning Bylaw and Rezoning Map are presented to City Council Public Hearing on October 16, 2023.

REPORT

The Zoning Bylaw Renewal Initiative is a multi-year comprehensive modernization of Edmonton's current Zoning Bylaw that includes rethinking how, what and why the City regulates zoning and land development. Renewing the Zoning Bylaw is a long-overdue process that will help implement The City Plan's long-term vision and enable a city where all people, places and businesses can thrive and prosper.

This report provides a final update on the Zoning Bylaw Renewal Initiative before the draft Zoning Bylaw and Rezoning Map are presented to City Council Public Hearing on October 16, 2023. This report includes:

- A refined draft of the proposed Zoning Bylaw, which reflects Edmontonians' feedback that was received during public engagement in Q4 2022.
- A summary of the initiative's proposed actions and the intended outcomes of the changes on Edmonton's built form and development processes.
- A progress update on city-wide rezoning and the proposed Rezoning Map.
- Next steps for proceeding to City Council Public Hearing, including how Edmontonians will be notified of the city-wide rezoning process and invited to participate in the draft Zoning Bylaw and proposed Rezoning Map's public hearing process.
- A summary of engagement and communication activities throughout all phases of the initiative.

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- An overview of how an equity lens was used to help draft the new Zoning Bylaw and a summary of proposed key shifts to advance equity.
- An environment and climate-oriented review of the new Zoning Bylaw.

Edmonton's New Zoning Bylaw

Administration has completed a refined draft of Edmonton's new Zoning Bylaw (Attachment 1). This draft accounts for the feedback received from community, industry, technical and internal City reviewers during the Zoning Bylaw Renewal Initiative's public engagement conducted in Q4 2022. The draft Zoning Bylaw proposes changes that are necessary to realize The City Plan's vision to live locally (community of communities), bring the nodes and corridors to life, enable incremental infill with diverse and flexible housing options, support economic opportunities, enhance equity, protect Edmonton's natural systems and advance climate actions through more effective land use planning.

Attachment 2 provides an updated overview of the draft Zoning Bylaw that includes the general intent of each zone, key highlights of the proposed changes and the current Zoning Bylaw 12800 equivalencies. It also provides the City's proposed approach for other aspects of the draft Zoning Bylaw, such as overlays, general sections and the introduction of a 'Zone Modifier' tool.

The refined draft of the Zoning Bylaw was publicly released for review and feedback from May 1 to May 31, 2023, and was the foundation for the initiative's final phase of engagement with community, industry, technical stakeholders and internal City reviewers. Feedback from this final phase of engagement will ensure the new Zoning Bylaw aligns with strategic policies and directions, is simplified and streamlined to support better development outcomes and is adaptable over time.

Proposed Actions and Intended Outcomes

The City Plan outlines choices that need to be made for Edmonton to be a healthy, urban and climate-resilient city of two million people that supports a prosperous region. Welcoming an additional million Edmontonians requires change — that means planning, growing and moving differently — and Administration has heard from Edmontonians that the environment, economic prosperity and affordability are key. Change can be difficult, but it is necessary to make The City Plan's vision a reality.

The changes presented in the draft Zoning Bylaw challenge the City's conventional way of regulating land use. Creating a modern regulatory environment that aligns with City policy and simplifies and streamlines requirements requires a different approach to regulation. This includes continuing to regulate the things that matter most to Edmontonians, while also offering flexibility on other development outcomes.

While transformational change will happen gradually, the new Zoning Bylaw will enable changes to the built form (the function, shape and configurations of buildings and their relationship to streets and open spaces) as well as more activities and uses (such as places of worship, daycares, places where people work and commercial uses) closer to where Edmontonians live. Edmontonians can also expect to see a greater diversity of housing types, some of which may not have been permitted previously, such as small-scale apartments and cluster housing, in their

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neighbourhoods. The new Zoning Bylaw also proposes to expand home-based business opportunities and non-residential development in residential zones.

Edmontonians can also expect to see changes to the built form, uses and activities in the places they work and play. As Edmonton grows and intensifies, the Zoning Bylaw will support the type of development that is envisioned by The City Plan in the nodes and corridors network: mixed-use areas that are accessible by a wide range of mobility options. The changes proposed in the Zoning Bylaw, including the introduction of two new mixed-use zones, will shape the type of development within Edmonton's main streets and employment centres that will align with strategic direction provided by district plans and other statutory plans. The Zoning Bylaw will also continue to support the preservation of Edmonton's river valley and ravine system by ensuring that new development, where appropriate, is aligned with statutory plans.

These changes are intended to support The City Plan's Big City Moves: a Community of Communities, which fosters complete communities where all residents can meet their daily needs locally; A Rebuildable City, which lays out the plan to adapt continuously and re-imagine the built environment to meet the needs of the future; and Greener as We Grow, which is about creating a city that is dedicated to preserving and protecting the environment through good design and intentional development decisions.

These changes may challenge Edmontonians as new built forms and uses are introduced into different communities. Concerns about increased impacts to the ways that people live, work and play will be raised - and it may be difficult to acknowledge the big picture impacts when faced with localized concerns. Administration has examined many potential impacts in developing the regulations, and acknowledges that other tools and bylaws may need to be called upon as Edmonton works to achieve the future laid out in The City Plan.

Attachment 3 provides an overview of the draft bylaw's various proposed actions and the intended outcomes on Edmonton's built form and development processes that may be anticipated once the new Zoning Bylaw is in effect.

City-wide Rezoning

To implement the new Zoning Bylaw, the majority of properties in Edmonton will need to be rezoned from their existing zones to the closest equivalent new zone through a city-wide rezoning process. A revised strategy for the rezoning process was presented to Urban Planning Committee on April 12, 2022 (UPE00978 Zoning Bylaw Renewal Report #4), where it was received for information. It is anticipated that the city-wide rezoning will result in relatively few buildings and uses becoming legally non-conforming pursuant to s.643 of the *Municipal Government Act*.

The city-wide rezoning strategy consists of a set of guiding principles (Attachment 4). These guiding principles informed the zone equivalencies that determine what a property's new zone is proposed to be. The equivalencies were presented to Urban Planning Committee on November 22, 2022 (UPE01257 Zoning Bylaw Renewal Report #5). An updated set of the proposed zoning equivalencies is outlined in Attachment 2.

Feedback gathered during engagement in Q4 2022 was used to develop a refined version of the "Know Your Zone" Rezoning Map. The refined Rezoning Map was published on the Engaged

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Edmonton online platform as part of the final phase of engagement in May 2023 for Edmontonians to learn more information about the current zones, proposed zones and any regulations that may apply. Feedback garnered from this phase of engagement will be used to further refine the Rezoning Map in preparation for the public hearing.

Advancing to Public Hearing

Administration is scheduled to bring forward the new Zoning Bylaw and the city-wide Rezoning Map to City Council Public Hearing on October 16, 2023. Administration will provide notice of the rezoning bylaw posted on the City's website a minimum of 30 days before the public hearing. The proposed new Zoning Bylaw and new Rezoning Map will be available on the City's website at this time. This adheres to the Public Notification Bylaw 18826, which requires a minimum 30 day public notice prior to public hearings related to large-scale rezoning (500 or more parcels of land).

A robust communications plan will be implemented to inform Edmontonians of the proposed new Zoning Bylaw and new city-wide Rezoning Map and invite them to participate in the public hearing. A range of traditional and digital marketing tactics will be used to build awareness beyond the legislative notice requirements for large-scale rezonings.

Key milestones leading up to and following the public hearing include:

- Public engagement on the draft Zoning Bylaw and "Know Your Zone" Rezoning Map, which took place from May 1 to May 31, 2023.
- Proposed new Zoning Bylaw and the Rezoning Map to be released publicly a minimum of 30 days prior to the public hearing.
- The proposed new Zoning Bylaw and Rezoning Map to be presented at City Council Public Hearing on October 16, 2023.
- Pending approval, the new Zoning Bylaw and Zoning Map to be in effect on January 1, 2024.

A detailed timeline of the initiative is found in Attachment 5.

Budget/Financial Implications

In 2022, Administration extended the timeline for the Zoning Bylaw Renewal Initiative by one year, as reported to Urban Planning Committee on November 22, 2022 (UPE01257 Zoning Bylaw Renewal Report #5 - Draft Zoning Bylaw). A service package request was submitted and approved as part of the 2023-2026 Operating Budget to cover the scope of the adjustment.

Legal Implications

The refined draft Zoning Bylaw has received a full legal review by Administration. The draft Zoning Bylaw will have another full legal review prior to the City Council Public Hearing.

COMMUNITY INSIGHT

Public engagement is an important part of an effective, open and transparent government. The City has made concerted efforts to bring Edmontonians along on the journey, to embody the change that Edmontonians and Council collectively envision for the city's future-built environment, including striving for equity.

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Focused research, community conversations, discussions with stakeholder groups and public engagement has been part of the Zoning Bylaw Renewal process since 2018. Involving Edmontonians in the process of developing the draft Zoning Bylaw and Rezoning Map has been critical to the progress of the Zoning Bylaw Renewal Initiative.

In the first phase (Research and Foundations: 2018 - February 2021) Administration invited stakeholders to help build the foundation for the initiative, including the potential direction for new zoning regulations; alignment with long-term city-building goals; and what it would take to foster vibrant and inclusive communities through zoning and land development.

This input along with subsequent findings from engagement activities including surveys, workbooks, and online and in-person sessions supported the refinement that occurred in the next phases, and set the tone for how Edmontonians wished to be engaged. Various engagement reports summarizing the activities and results from Phase 1 engagement can be found online¹.

During phase two (Develop and Build: February 2021 - April 2023), Administration invited stakeholders to review and provide their feedback on the first comprehensive rebuild of the Zoning Bylaw. This included inviting Edmontonians to share their thoughts on the new proposed zones, how uses were classified, the types of housing forms permitted in their neighbourhoods (and their built form), how community and commercial services (including home-based businesses) were proposed to be introduced to residential neighbourhoods, and more. Throughout Phase 2, Edmontonians were asked to contemplate how the proposed changes would support the larger vision, outcomes, intentions and directions outlined in The City Plan.

Connecting with Edmontonians where they were at through a multitude of virtual, in-person and digital interactions was key to the success of this phase. In addition, Phase 2 provided opportunities to meet with Indigenous organizations and Memorandum of Understanding partners and youth (in collaboration with Edmonton Public Schools, City Hall School and in partnership with the University of Alberta's School of Urban and Regional Planning) to explore ideas around land use, open space and mobility. The phase 2 What We Heard Report (Attachment 6) provides a summary of Q4 2022 engagement activities and results.

In this third phase (Finalize and Adopt: May 2023 - October 2023) Administration provided engagement opportunities which invited Edmontonians to take part in refining the final draft of the Zoning Bylaw and Rezoning Map. Renewal of the Zoning Bylaw is one of the first City Plan implementation projects to embody the change that Edmontonians and Council collectively envisioned for the city's future-built environment including striving for equity, while thinking through concepts like housing, open space, mobility and neighbourhood amenities.

Edmontonians shared their thoughts on the refined Zoning Bylaw and Rezoning Map, which will help to inform final edits before the bylaws are presented at City Council Public Hearing. Results of this phase will be captured in a What We Heard report.

Communications Approach

A zoning bylaw is a complex and lengthy document that can be difficult for many to understand and engage with. In earlier phases of engagement, a number of tools and resources were created

¹ <https://www.edmonton.ca/zoningbylawrenewal>

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to break down zoning topics and help Edmontonians better understand zoning's connection to The City Plan. The award-winning² Making Space podcast and The City Building Youtube video series are two key educational resources released by Administration to help Edmontonians prepare for meaningful engagement with the project.

Throughout all phases, Administration used a variety of traditional and digital marketing and communications tactics to create awareness about the Zoning Bylaw Renewal Initiative and provide a diverse range of stakeholders opportunities to meaningfully participate in engagement. These include:

- Organic social media and paid social media (Facebook, Instagram, Reddit ads)
- Monthly newsletters (City Building Newsletter, Building Edmonton Newsletter)
- Zoning Bylaw Renewal's Engaged Edmonton and edmonton.ca websites
- 2022 taxation notice insert
- Post card drops
- Digital posters in LRT stations and Ice District area
- Radio, newspaper and Spotify podcast ads
- Marketing packages with sample social media and newsletter content for stakeholders to share with their networks
- Direct emails and letters to stakeholders, Community Leagues and organizations

GBA+

Attachment 7 outlines how Administration has used a GBA+ approach to consider equity practices in developing zoning regulations. While zoning is used to organize land use and minimize conflicts, it has also had unintended consequences, which have either excluded people or entrenched dominant cultural ideas and systems onto communities. The Zoning Bylaw Renewal Initiative is an opportunity to reconsider how Edmonton's built form can exemplify the values of The City Plan in a more equitable way.

In 2021, Administration developed a GBA+ and Equity Toolkit to support equity considerations in the Zoning Bylaw Renewal Initiative. The toolkit was used when drafting regulations related to zoning topics that historically have impacted marginalized communities.

Attachment 7 also identifies a number of key shifts to advance equity, including enabling more diverse housing everywhere, ensuring regulations are drafted based on land use impacts, improving access to services and amenities, enhancing mobility options, supporting safety and comfort, using inclusive and accessible language, using visuals and new technology and changing how Administration notifies Edmontonians. Each key shift includes examples of proposed changes and the equity considerations that informed them.

ENVIRONMENT AND CLIMATE REVIEW

This is a critical time for environmental and climate action. Climate actions made today about how the city is planned, designed and built will, in part, set the course for Edmonton's future climate resilience. This report was selected as part of the phased implementation of a process

² 2023 IABC Gold Quill Award of Merit in the Communication Skills - Audio/Visual category

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change to provide environmental reviews of City of Edmonton plans and projects and to identify environmental risks and opportunities for City Council. This report section was developed using City-developed environment and climate screening criteria.

Attachment 8 provides an overview of environmental and climate intersection points between the Zoning Bylaw Renewal Initiative and The City Plan's building outcomes related to improving energy efficiency in development and transportation, facilitating the adoption of renewable energy, supporting food system resilience, preparing for extreme weather events and environmental hazards, and protecting natural areas and green infrastructure.

The proposed Zoning Bylaw will support reductions of carbon emissions by enabling more compact and complete communities. Transitioning to a higher density built form and more diverse land uses that include opportunities for housing, recreation, schools and employment will support more mobility options, make more efficient use of City infrastructure and reduce outward growth. Efficiencies and potential greenhouse gas emissions reduction that are enabled through increasing density can help the City progress towards its climate resilience goals, at the same time, consideration for other environmental impacts such as biodiversity, urban heat island, and air and water quality should be factored into discretionary development decisions where applicable.

Some jurisdictions in Canada have chosen to incorporate more climate-resilient elements into their zoning bylaws (such as requiring electric vehicle charging infrastructure or green roofs that consist of vegetation established on the top of buildings). Others have developed stand-alone bylaws, standards and incentives to further leverage urban planning and design processes to accelerate climate action. A service package that includes designing a planning and development framework that will identify the specifics needed to integrate climate considerations into all aspects of the urban planning and development continuum was approved through the 2023-2026 Operating Budget. This work, scheduled to begin in Q4 2023, presents an opportunity for the City of Edmonton to be a leader in climate-resilient urban planning.

Administration will present a work plan for the new Zoning Bylaw that will include proactive maintenance of the new bylaw and special projects (such as updating the Floodplain Protection Overlay) to Urban Planning Committee in Q1 2024. There may be opportunities to align Administration's post-renewal work with the development of the climate change planning and development framework.

ATTACHMENTS

1. Draft Zoning Bylaw
2. Overview of the New Zoning Bylaw
3. Proposed Actions and Intended Outcomes
4. City-wide Rezoning Guiding Principles
5. Zoning Bylaw Renewal Initiative Timeline
6. Phase 2 What We Heard Report
7. Advancing Equity through Zoning
8. Environment and Climate Review