

# Evolving Infill Program

## Next Steps

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**Recommendation:**

That the January 18, 2017, Sustainable Development report CR\_3982, be received for information.

**Report Summary**

**This report provides a high-level outline of the 2017 Evolving Infill project. The intent is to build on the momentum and conversations sparked by Edmonton's Infill Roadmap to support great residential infill outcomes.**

**Report**

Supporting residential infill is an important part of Council's goals for urban renewal, vibrant neighbourhoods, connected communities, a resilient city and diverse housing options for all Edmontonians. These goals are captured in the policies and vision laid out in the Municipal Development Plan, *The Way We Grow*. Infill is also an important component of the most recent Edmonton Metropolitan Region Growth Plan, *Re-imagine. Plan. Build*, which is currently under consideration by the Government of Alberta. The regional plan requires that Edmonton responsibly manage growth and optimize infrastructure investments by planning for and prioritizing intensification, mixed use and higher density developments within key built-up urban areas to concentrate growth of people and jobs.

Residential infill is an ongoing and normal process for growing cities, and providing housing for a diverse population requires continuous responsible and strategic stewardship in order to ensure the best possible outcomes for residents now and into the future. A dedicated effort to support more and better infill was supported through Edmonton's Infill Roadmap (2014-2016), which resulted in a solid foundation for reinvestment in low density housing within our mature and established neighbourhoods. The conversations that continue today are improving mutual understanding of how and why our city grows and what that means for Edmontonians who live and work here today, and those who will do so in the future.

Now that work has begun on all the actions in Edmonton's Infill Roadmap, Administration will once again proactively explore with Edmontonians the next best steps for supporting great infill and sustainable city growth. This engagement project will continue to be called Evolving Infill in order to build on the momentum that has been achieved to date.

### Why Residential Infill?

Broadly defined, residential infill means the development of more new homes in older communities. This includes ongoing reinvestment in communities and increasing density in strategic locations. For some Edmontonians, residential infill can mean construction next door and changes to the local streetscape. For others, it can mean a place to call home in a neighbourhood they love and reinvestment in the community. Infill can range in size and scale, from homeowners adding a new garage suite in the backyard to help pay the mortgage or as a place for grandparents to live, to a new walk-up apartment near an LRT station.

Residential infill influences many city-wide outcomes. It can expand the range of housing options in Edmonton to better support a diverse array of households at different income levels and stages of life. Infill supports accessibility by providing additional housing near LRT and transit lines. A greater diversity of housing can create more spaces to welcome children and families into older neighbourhoods, and more housing units can boost local populations which then better support community-oriented small businesses. Regionally, residential infill means accommodating a growing population in financially and environmentally sustainable ways. Larger populations can use existing infrastructure and share the cost of future repairs and upgrades, and strategically accommodating growth in urban areas supports a sustainable long-term future for the city and region.

### Evolving Infill: Context and Scope

The City of Edmonton has completed a significant amount of work to make residential infill easier to talk about, live beside, and build. Additionally, Edmontonians have become increasingly engaged with residential infill since the development of Edmonton's Infill Roadmap. Ongoing work that was initiated through the Infill Roadmap will continue while the process to begin a new Evolving Infill conversation gets underway (see Attachment 1).

There are some major ongoing initiatives that highlight future opportunities for an expanded Evolving Infill conversation, such as the work to support Transit Oriented Development and Main Streets through the Nodes and Corridors program. Evolving Infill will therefore build on the work already underway by providing a forum to discuss the overarching themes of infill, and acting as a larger coordinating framework. To support internal alignment and reflect lessons learned from the Infill Roadmap, the Evolving Infill project team includes planners from across Sustainable Development, and is integrated with other business areas from within the City, in order to facilitate stronger collaboration and a better city-wide understanding of the project.

Given the ongoing work to support infill, the 2017 Evolving Infill project will need to be strategic and targeted in its approach in order to focus on the next best steps the City of Edmonton can take to support great infill outcomes. The conversation is anticipated to

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include an exploration of medium and high density development contexts within key areas of core, mature and established neighbourhoods as well as some targeted low density infill opportunities. The focus of the project will be on leveraging opportunities to provide new housing in established areas of the city. The purpose of this coordinated effort will be to help to optimize the value of reinvestment in our neighbourhoods, address emerging development pressures and support a continued strategic and coordinated approach to infill to improve outcomes for communities. A map of the proposed project area is included in Attachment 2.

Topics that are out of scope for Evolving Infill include:

- Additional changes to the Mature Neighbourhood Overlay. There is currently an ongoing review of the Overlay and input is best directed to that project.
- Non-market or subsidized housing. Work is currently ongoing to implement the Affordable Housing Strategy, which was approved by City Council on November 3, 2015.
- Large scale commercial or industrial infill without significant residential components. This will ensure a tight focus on residential issues, while still acknowledging that mixed-use buildings with integrated small-scale commercial components may be part of the conversation.
- Surplus school sites, as these are managed through the Building Housing Choices initiative.
- Neighbourhood-specific issues that are particular to only one or two neighbourhoods. The intent of Evolving Infill is to take a high-level and strategic approach. Input gathered about neighbourhood-specific issues will be passed along to the appropriate members of Administration.

### **Evolving Infill: Objectives**

Evolving Infill has three main objectives to:

1. continue the public conversation in order to better understand residential infill and neighbourhood change,
2. produce a strategic document that provides recommendations for how the City can best advance residential infill development in the core, mature and established neighbourhoods, and
3. create an implementation plan to support the strategic document.

### Public Involvement and Conversation

The opportunity to continue the infill conversation can help build mutual understanding between stakeholders, residents and the City about the current issues as well as the overall long-term benefits of thoughtful reinvestment in our core, mature and established communities. The aim of this objective is listening, sharing perspectives, and exploring different options for Edmonton's future. Supporting this objective will mean investment

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in targeted outreach and a commitment to ensure that a diversity of voices contribute to the conversation.

The conversation will also include sharing information about work that has been done to support infill since 2011 when the Municipal Development Plan was adopted, identifying upcoming infill-related projects and how to get involved, as well as identifying any additional opportunities or gaps in the overall approach that could be explored. This will be accomplished through a series of conversations with key stakeholders and the broader public using a variety of techniques including a communication campaign, surveys, meetings and workshops. Success will be dependent upon a process that is transparent, accountable, responsive, and respectful.

### Strategic Document Development

A final strategic document will be prepared to provide recommendations for how the City can best advance residential infill. These recommendations will be based on public and stakeholder feedback received through the infill conversation, as well as from best practices, research, and technical evaluations. Decisions may need to be made about priorities and trade-offs, which will reflect and integrate the input we receive throughout the process.

### Implementation Plan Preparation

An implementation plan will be developed that provides a summary of prioritized and sequenced actions to ensure clear understanding of “what’s next.” This implementation plan will also identify appropriate resourcing requirements and interdependencies for the actions. Work to advance implementation will be initiated by the Evolving Infill project team in order to facilitate a smooth and effective transition and ensure a comprehensive understanding of the work that has been done to date. A clear communication framework will support ongoing transparency and accountability to the people who participate in the Evolving Infill conversations.

### **Timeline and Project Phases**

Evolving Infill will include the following five phases:

1. Startup (September 2016 - March 2017)
  - a. Project development.
  - b. Pre-engagement stakeholder conversations.
  - c. Develop a marketing and education strategy.
2. Building mutual understanding (February - July 2017)
  - a. Public engagement plan development.
  - b. Launch communications, marketing and engagement efforts.
  - c. Testing scope and discussing ideas with key stakeholders.
  - d. Testing scope and discussing ideas with residents.

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3. Development of the first draft of the strategic document (August - December 2017)
  - a. Analysis and evaluation of input from Phase 2, and writing the first draft of the document based on what we heard and learned.
4. Draft testing and iteration (January - June 2018)
  - a. Report back and check in with participants, iterate and adjust.
  - b. Report to Urban Planning Committee.
5. Finalize document and initiate implementation (July 2018 onward)
  - a. Project close-out.
  - b. Prepare for implementation.
  - c. Initiate implementation with appropriate groups.

A detailed breakdown of each project phase can be found in Attachment 3.

Work has begun on Phase One: Startup. The Evolving Infill team has reached out to key stakeholders to discuss lessons learned from Edmonton's Infill Roadmap as well as the proposed main themes and ideas of the next Evolving Infill conversation. Work is currently underway to hire a consultant team that can support a robust and holistic engagement process, research best practices, and undertake appropriate technical and economic studies.

Delivery of the final strategic document and its supporting implementation plan is planned for the spring of 2018, and implementation of the work will begin shortly thereafter. This proposed timeline provides the time necessary for a robust public conversation, quality public engagement, and thorough research for the technical and economic studies. Additionally, beginning the public conversations this spring will allow Administration to complete work on the remaining actions and detours from Edmonton's Infill Roadmap before changing focus and starting on new actions through Evolving Infill.

Investing the time and effort to gather the voices and opinions from a diverse array of stakeholders and citizens provides an important opportunity to ensure that future development efforts are aligned with the city vision and the collective goals of Edmontonians for the future. The Evolving Infill program will help guide Edmonton's work to support more and better infill, building relationships within communities undergoing change, and building a great city for all people.

### Policy

This report is supported by policies in *The Way We Grow*, Edmonton's Municipal Development Plan, Bylaw 15100:

Policy 3.1.1.2 – Encourage a minimum of 25% of city-wide housing unit growth to locate in the Downtown and mature neighbourhoods and around LRT stations and transit centres where infrastructure capacity supports redevelopment.

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Policy 3.2.1.1 – Ensure a combination of single family and multi-family housing development potential is available for the next 30 years.

Policy 3.5.1.1 – Support redevelopment and residential infill that contribute to the liveability and adaptability of established neighbourhoods which are sensitive to existing development.

Policy 3.5.2.5 – Promote the development of family oriented housing and walkability in established neighbourhoods to support existing school and institutional infrastructure.

Policy 4.2.1.1 – Support revitalization, redevelopment and infill that contributes to the livability and adaptability of established neighbourhoods.

Policy 4.2.1.6 – Optimize the use of existing infrastructure in existing neighbourhoods.

Policy 4.2.1.8 – To assist in long term community building, a minimum of 25% of family oriented housing units should be part of large residential infill site projects within the Mature Neighbourhood Overlay.

Policy 4.4.1.1 – Ensure neighbourhoods have a range of housing choice to meet the needs of all demographic and income groups and create more socially sustainable communities.

### Public Consultation

Administration has reached out to key stakeholders including the Edmonton Federation of Community Leagues, the Infill Development Edmonton Association, the Urban Development Institute-Edmonton Region, and the Canadian Home Builders' Association - Edmonton Region to discuss lessons learned from Edmonton's Infill Roadmap as well as the proposed main themes and ideas of the next Evolving Infill conversation. A full public involvement plan for Evolving Infill will be developed by March 2017.

### Metrics, Targets and Outcomes

The relevant metrics for measuring residential infill are published annually in the Mature Neighbourhood Reinvestment Report. The target for infill is a Corporate Outcome.

Metrics	Targets	Outcomes
<ul style="list-style-type: none"> <li>● Percentage of new dwelling units in mature neighbourhoods, excluding core neighbourhoods in 2015: 8%</li> <li>● Percentage of new dwelling units in core neighbourhoods in 2015: 5%</li> <li>● Percentage of new</li> </ul>	<ul style="list-style-type: none"> <li>● The Municipal Development Plan identifies a minimum of 25% of city-wide housing unit growth to locate in the Downtown and mature neighbourhoods, and around LRT stations and transit centres.</li> <li>● The draft Edmonton</li> </ul>	<ul style="list-style-type: none"> <li>● The City achieves residential densification.</li> <li>● Neighbourhoods have a range of housing choices.</li> <li>● The City demonstrates leadership in the region around densification.</li> </ul>

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dwelling units in developing and established neighbourhoods in 2015: 87%	Metropolitan Regional Growth Plan identifies the same “aspirational” target for Edmonton.	
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### Attachments

1. Evolving Infill - Related Projects and Reports 2017
2. Evolving Infill 2017
3. Evolving Infill High-Level Work Plan

### Others Reviewing this Report

- C. Campbell, Deputy City Manager, Communications and Engagement
- R. Smyth, Deputy City Manager, Citizen Services

**Evolving Infill - Related Projects and Reports 2017**

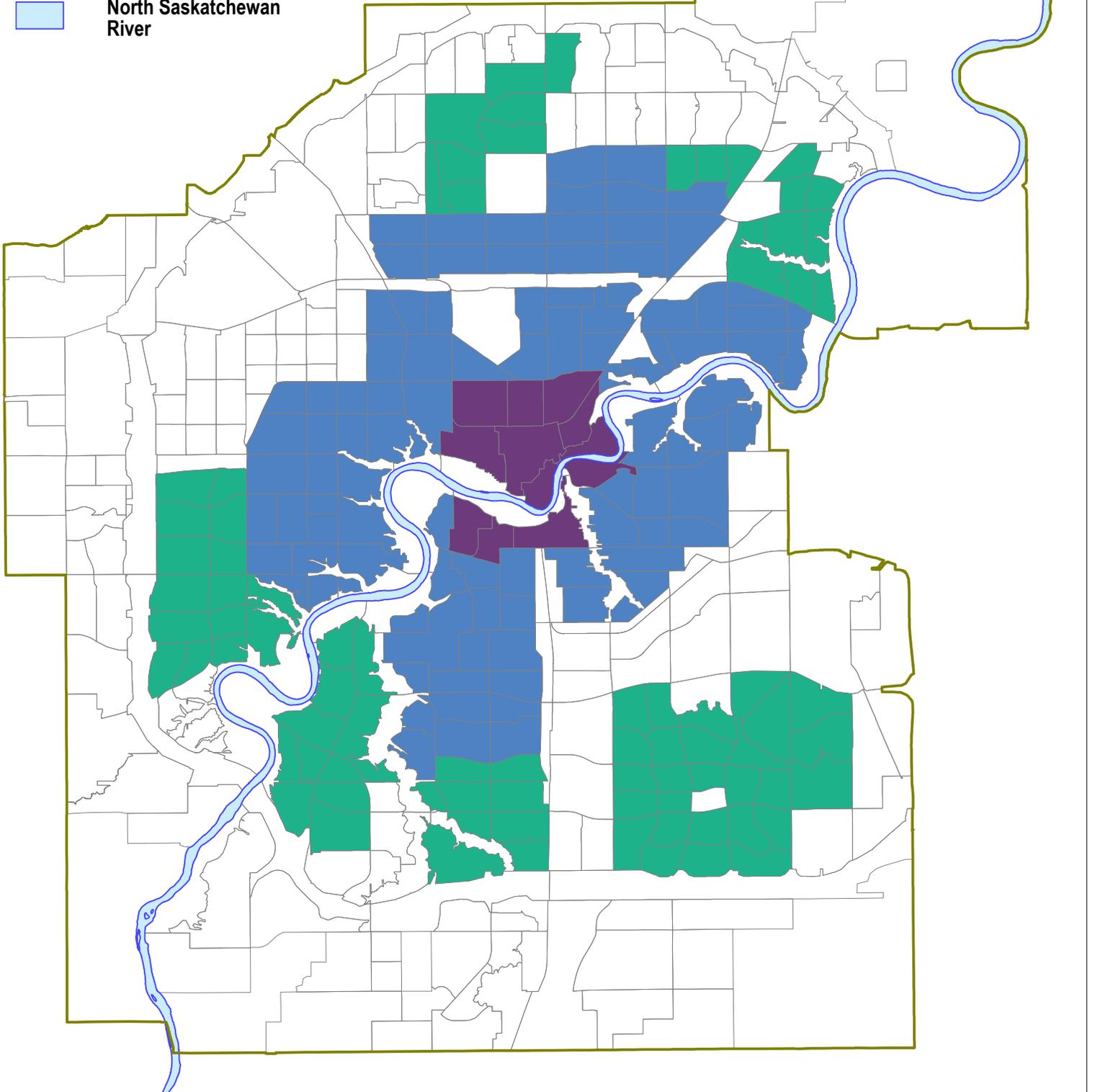
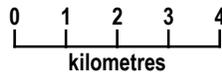
Project Name	Winter 2017	Spring 2017	Summer 2017	Fall 2017
Amendments to Zoning Bylaw 12800 to implement Development Completion Permits				
Communication Process for Low Density Development in Mature Neighbourhood Overlay				
Tall and Mid Rise Design Guidelines				
Amendments to Section 814, Mature Neighbourhood Overlay, of Zoning Bylaw 12800				
Laneway Housing Strategy				
High Level Analysis on the Buildability of Garage Suites				
Zoning Bylaw 12800 Review of RA9 Zone Utilization				
Progress Report - Infill Sites in Mature Neighbourhoods (construction issues)				
101 Avenue Corridor Study				
Norwood Boulevard Corridor Study				
Medium Scale Multi-Unit Housing Review (RF6 and RA7)				
Plan Whyte Corridor Study and Implementation				
Stadium Station Area Redevelopment Plan & Implementation				
Coliseum Station Area Redevelopment Plan				
124 Street Corridor Study				
Bonnie Doon Area Redevelopment Plan				

**Attachment 1**

Amendments to Zoning Bylaw 12800 to allow for Secondary Suites (semi-detached)		
Row Housing (RF5, UCRH) Review		
Infill Roadmap – Action #16: More Row Housing in RF3		

# Evolving Infill 2017

-  Core Areas
-  Established Areas
-  Mature areas
-  North Saskatchewan River



**Evolving Infill High-Level Work Plan**

The table below outlines a high-level summary of the work plan for Evolving Infill 2017. It includes project phasing, potential timelines, and descriptions of key areas of work.

<b>High-Level Work Plan</b>
<b>Phase 1: Startup September 2016 - March 2017</b>
<p><b>1. Project Development</b> Develop the objectives, goals, timelines, main stakeholders, and roles for Evolving Infill to guide the project. The project team will also hire a consultant to assist with the project, including the development and delivery of a public involvement plan.</p>
<p><b>2. Pre-engagement stakeholder conversations</b> This first phase of the engagement will entail informal meetings with key stakeholders to get initial ideas about approach, direction, and engagement.</p>
<p><b>3. Develop a marketing and education strategy</b> Aligning with and building from existing internal work and expertise, a broad communications, marketing and education campaign will be undertaken to publicly establish why we need to pursue infill development. The campaign will use a variety of media, be translated in multiple languages, and will be based on principles of empathy, mutual understanding, honesty and simplicity.</p>
<b>Phase 2: Building mutual understanding March - July 2017</b>
<p><b>4. Public engagement plan development</b> The project team and consultants will work closely to develop a comprehensive public engagement plan, with a focus on iterative processes, accessibility, integrity and fairness.</p>
<p><b>5. Launch communications, marketing and education efforts</b> The communications, marketing and education campaign will be initiated. This will serve as the public launch of the project.</p>
<p><b>6. Testing scope and discussing ideas with key stakeholders</b> Key stakeholders will be engaged to explore gaps and opportunities to support residential infill in depth. This testing work may include more technical information, detailed analyses, and workshops.</p>

**7. Testing scope and discussing ideas with residents**

Building from the work done with stakeholder groups, this phase of engagement will focus on engaging with residents in order to discuss the existing work to support infill, share the next steps, identify any gaps in the work plan or additional ideas to explore for advancing infill. Engagement in this phase will include targeted outreach to groups that are typically underrepresented in consultation activities, such as immigrants and refugees, youth, and seniors. Results of this phase will help to determine the appropriate parameters of the scope for the final product.

**Phase 3: Development of the first draft of the strategic document  
August - December 2017**

**8. Analysis and evaluation of input from Phase 2, and writing the first draft of the document based on what we heard and learned**

The project team and consultants will examine “what we heard” and use this information to inform the initial draft of the final product. Additional research will be required to explore feasibility of ideas and options, compare best practices from other municipalities, and consider market trends and economics. The consultants and project team may need to reconnect with key stakeholders to confirm assumptions, get further clarity, and possible iterate and refine ideas.

**Phase 4: Draft testing and iteration  
January - June 2018**

**9. Report back and check in with participants, iterate and adjust**

Two documents will be launched to reignite the project’s public facing activities: 1) the first draft of the final product, and 2) a report on what we heard, how we analyzed the data, and how the input fed into the first draft of the final product.

This phase will include opportunities for all those previously consulted to check in on the draft reports to provide clarification and check for accuracy. Additional input will be sought to help prioritize recommendations, choose focus and sequencing or phasing for potential actions, and to check assumptions and feasibility. An iterative drafting processes will be employed.

**10. Report to Urban Planning Committee**

A report will be developed for the Urban Planning Committee that includes the final draft of the end product and final engagement summary reports.

**Phase 5: Finalize document and initiate implementation  
July 2018 onward**

**11. Project close out**

The project team will document lessons learned, update the final reports for publication, and roll out communications tactics and marketing and education resources to support the implementation plan.

**12. Prepare for implementation**

Initial coordination work will be undertaken to identify the appropriate human and financial resources needed to execute the implementation plan.

**13. Initiate implementation with appropriate groups**

The project team and other members of Administration will implement the recommendations prioritized in the final product.