



# MUNICIPAL TOOLS REVIEW

EVOLVING INFILL



## Acknowledgements

### **EVOLVING INFILL: MUNICIPAL TOOLS REVIEW**

June, 2018

We respectfully acknowledge that we are located on Treaty 6 territory, a traditional gathering place for diverse Indigenous peoples including the Cree, Blackfoot, Metis, Nakota Sioux, Dene, Inuit, and many others whose histories, languages, and cultures continue to influence our vibrant community.

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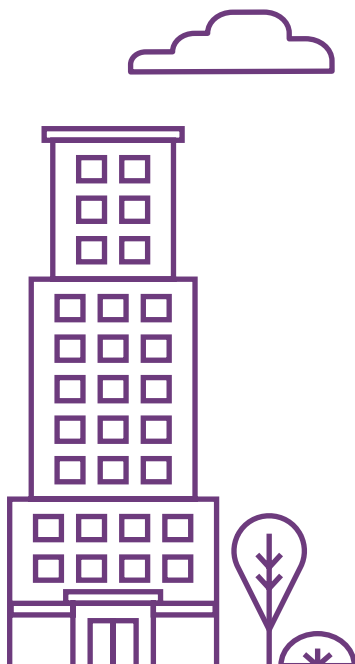
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# Executive Summary: Municipal Tools Review

This Executive Summary represents a condensed version of the Municipal Tools Review to provide readers with a high-level summary of the report and its key conclusions.

Three other documents complement Evolving Infill: Municipal Tools Review:

- Evolving Infill: What We Heard—Stakeholder Engagement Results
- Evolving Infill: Edmonton's Urban Neighbourhood Evolution
- Evolving Infill: Market Housing and Affordability Study

## PURPOSE

In mid-2017, the City of Edmonton commissioned research to identify tools that have been applied by municipalities to encourage and facilitate infill. The tools are high-level options considered to enable and encourage medium and high-scale infill development in Edmonton. This document examines examples of their implementation to understand how they addressed challenges related to infill development. In addition, the document connects programs or services in use in Edmonton that may be similar to the tools discussed.

The purpose of this document is to capture, in one place, the variety of tools at Edmonton's disposal to enable and encourage medium and high-scale infill development. This report document does not outline the City of Edmonton's proposed action plan to promote medium and high-scale infill, although lessons learned will help to inform that plan.



**ENABLE AND  
ENCOURAGE  
MEDIUM AND  
HIGH-SCALE INFILL  
DEVELOPMENT.**

## INFILL DEVELOPMENT TOOLS

Four different approaches to promoting infill were identified that broadly categorize how different tools affect infill development. The table below identifies the four different categories of tools and the specific tools studied for this project.

POLICY TOOLS	ADVOCACY AND PARTERSHIPS	FINANCIAL TOOLS	ADMINISTRATIVE TOOLS
<p>Policy tools regulate what can happen and where.</p>	<p>Advocacy &amp; partnership tools connect stakeholders and recalibrate perceptions and expectations.</p>	<p>Financial tools focus on costs associated with infill development.</p>	<p>Administrative tools promote coherent and efficient municipal decision-making that provides certainty.</p>
<ol style="list-style-type: none"> <li>1. Identify priority infill development areas and sites</li> <li>2. Urban growth boundaries</li> <li>3. Policy provision for secondary suites</li> <li>4. Mechanisms for promoting land assembly</li> <li>5. Adaptive reuse ordinance</li> <li>6. Ease or remove parking requirements in infill redevelopments</li> <li>7. Form-based code</li> <li>8. Policy audit and reviews</li> <li>9. Applicable residential density ranges</li> <li>10. Commercial centre priority</li> <li>11. Checklist and measures to determine development suitability</li> </ol>	<ol style="list-style-type: none"> <li>12. Education and communication campaign</li> <li>13. Identify vacant and underused plots or inefficient uses of land</li> <li>14. Identify and engage with large land holders</li> <li>15. Area financial improvement plan</li> <li>16. Redevelopment agencies</li> <li>17. Land banks</li> <li>18. Provincial and regional partners</li> <li>19. Increasing infrastructure capacity in areas designated for infill</li> <li>20. Facilitate public/ institutional uses in infill locations</li> <li>21. Not-for-profit community development corporations/ co-ops</li> </ol>	<ol style="list-style-type: none"> <li>22. Density bonuses in infill priority locations</li> <li>23. Vacant land tax / land value tax</li> <li>24. Property tax abatement program for infill locations</li> <li>25. Community infrastructure levy</li> <li>26. Development charges to fund infrastructure or amenities</li> <li>27. Vacant building credit</li> <li>28. Capital reserve fund</li> <li>29. Brownfield grant program</li> <li>30. Development incentive program</li> </ol>	<ol style="list-style-type: none"> <li>31. Expedite infill development permit process</li> <li>32. Planning performance agreements (PPAs)</li> <li>33. Infill project review team</li> <li>34. Re-examination of planning and building fees</li> </ol>

## LESSONS LEARNED FROM TOOLS AND CASE STUDIES

A list of lessons learned was identified with each tool, identifying which issues a tool addresses, how effective the tool is, who the primary beneficiary of the tool is and any apparent limitations to the tool. Further, ten of the above tools were selected for further exploration through in-depth case studies. These case studies included research into the specifics of a tool's application and its outcomes. This information was acquired through annual monitoring documents, council update reports, telephone interviews and email surveys with staff from the involved municipalities. The ten tools examined as case studies were:

### CASE STUDIES

POLICY TOOLS	ADVOCACY AND PARTERSHIPS	FINANCIAL TOOLS	ADMINISTRATIVE TOOLS
<ol style="list-style-type: none"> <li>1. Vacant Lot Inventory, Saskatoon</li> <li>2. Urban Growth Belt, Golden Horseshoe (Toronto)</li> <li>3. Laneway Housing, Portland</li> <li>4. Form Based Coding, Phoenix</li> </ol>	<ol style="list-style-type: none"> <li>5. Community Improvement Program, Hamilton</li> </ol>	<ol style="list-style-type: none"> <li>6. Density Bonusing, Vancouver</li> <li>7. Tax Abatement, Regina</li> <li>8. Vacant Land Tax, St Albert</li> </ol>	<ol style="list-style-type: none"> <li>9. Expedited Development Permit Process, San Diego</li> <li>10. Planning Performance Agreements, Hackney</li> </ol>



The following lessons emerged from analysis of both the tools and case studies and offer guidance to Edmonton as it seeks to identify actions and programs to pursue medium and high-scale infill development:

POLICY TOOLS	ADVOCACY AND PARTERSHIPS	FINANCIAL TOOLS	ADMINISTRATIVE TOOLS
<ul style="list-style-type: none"> <li>Identifying an area for infill through plan making or zoning changes may not be enough without other supports (ie incentives or grants).</li> <li>Regional land use policies require intervention of a higher order of government.</li> <li>Application of policy tools can be as simple as identifying desirable development and reducing barriers to that kind of development.</li> </ul>	<ul style="list-style-type: none"> <li>Advocacy and partnerships require long-term commitment.</li> <li>The City of Edmonton is undertaking a number of land development functions, similar to that of a municipal development corporation.</li> <li>Opportunities to work with large land holders should be explored.</li> <li>Promoting infill development means both working with communities and actively supporting new infill through infrastructure investments or other funds.</li> </ul>	<ul style="list-style-type: none"> <li>There is a need to balance levying funds for additional amenities with affordability and market viability.</li> <li>City-sponsored loans are not available under Alberta legislation.</li> <li>Opportunities to add infrastructure should be undertaken in a transparent fashion.</li> <li>Incentives and fees should be scaled to match the capacity of those seeking the grants (i.e. smaller-scale developments may be less able to bear the cost of infrastructure).</li> </ul>	<ul style="list-style-type: none"> <li>Expediting the infill permit process does not mean guaranteeing application approval.</li> <li>It is possible to effectively establish designated teams to process infill development permit applications.</li> <li>It is possible and practical for expectations from all stakeholders to be outlined at the beginning of the development process.</li> </ul>

**THE RESEARCH REVEALED THE FOLLOWING OVERARCHING PRINCIPLES TO GUIDE THE DESIGN AND USE OF ANY TOOL:**

- A suite of tools is more effective than a single tool
- Tools accomplish more when aimed at specific issues and take social context into account
- Market strength influences how tools operate
- Communication of regional benefits and mitigation of local impacts go hand-in-hand
- Clear expectations of the infill development process—for all stakeholders—is necessary







# 1. INTRODUCTION

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## 1.1 DEFINITIONS

Over the course of the Evolving Infill project the terms related to infill development have been defined with specific meanings to ensure continuity and certainty for interested parties and stakeholders. A glossary of terms is in development by the project team to highlight the meaning of common terms.

## 1.2 PURPOSE

The primary purpose of this report is to identify tools that have been applied by municipalities to encourage and facilitate medium and high-scale infill. It is intended as a list of potential options based on those of other jurisdictions to provide high-level options for how to enable and encourage good infill development.

This report also examines the tools and associated approaches to identify the tangible outcomes of those tools and understand how they addressed challenges related to infill development. For each of the tools a scan has been taken of what work is already being done in Edmonton in the same vein as the tool.

## 1.3 BACKGROUND

This report is part of a suite of work and has been prepared as a part of the City of Edmonton's Evolving Infill project. The initiative was started to help the City understand how best to encourage medium and high-scale residential infill development in Edmonton. It is a continuation of the Evolving Infill program, started in 2014, which sought to support more and better infill development in general within Edmonton.

It is understood that the purpose of this document, and other work, is to generate discussion around medium and high-scale infill development, and to help inform the City of Edmonton's decision-making process concerning tools it may implement to support such development.

## 1.4 SCOPE

### PRACTICE REVIEW

A wide variety of tools were researched at a high level to understand how they had been applied in other municipalities, and to understand what the impacts of the tools had been on infill development. These tools are presented in Section 4: Practice Review which also includes any information on the tool's current application in Edmonton.

In addition to tools being applied within the North American context, research also identified innovative policies being applied in the United Kingdom in order to broaden the range of tools beyond those that might usually have been considered while still working within a similar land use framework.

The tools reviewed were categorized by approach and are:

### POLICY

1. Strategically identify priority infill development areas and sites
2. Urban growth boundaries
3. Policy provision for secondary suites
4. Mechanisms for promoting land assembly
5. Adaptive reuse ordinance
6. Ease or remove parking requirements in infill redevelopments
7. Form-based code
8. Policy audit and reviews
9. Applicable residential density ranges
10. Hierarchy of infill centre priority
11. Checklist and measures to determine development suitability

### ADVOCACY AND PARTNERSHIPS

12. Education and communication campaign
13. Identify vacant and underused plots or inefficient uses of land
14. Identify and engage with large land holders
15. Area financial improvement plan
16. Publicly owned redevelopment agencies
17. Land banks
18. Increasing infrastructure capacity in areas designated for infill development
19. Facilitate public/institutional uses in infill locations or on vacant lands
20. Not-for-profit community development corporations/co-ops
21. Provincial and regional partners





## FINANCIAL

22. Density bonuses in infill priority locations
23. Vacant land tax / land value tax
24. Property tax abatement program for infill locations
25. Community infrastructure levy
26. Development charges to fund infrastructure or amenities
27. Vacant building credit
28. Capital reserve fund
29. Brownfield grant program
30. Development incentive program



## ADMINISTRATIVE

31. Expedite infill development permit process
32. Planning performance agreements (PPA)
33. Infill project review team
34. Re-examination of planning and building fees

## CASE STUDIES

Ten tools were chosen for additional study and research. The case studies involved additional research including telephone discussions with administrative staff in the municipalities, as well as questionnaires and more detailed assessment of the outcomes of each case study. The case studies focus more heavily on tools that have been applied in North America, and had been applied for a period of at least one year to ensure that their results could be measured.

Each case study also included a brief exploration of the tool's ability to be implemented within the current legislative regulations in Alberta.

# 1.5 LIMITATIONS

This document does not seek to analyze the current state of infill development in Edmonton, nor is it an in-depth examination of barriers to infill development in Edmonton.

Furthermore, the scope of this research is not exhaustive. It sets out and examines the success of a selection of tools that have been implemented, with case studies readily available in North America and the United Kingdom that can be used to inform the City when devising and furthering its approach to infill development.

Where possible, the tangible outcomes of a tool's application have been identified and presented, but this was not possible in all cases. In such cases the lack of review data is noted.





## 2. INFILL IN EDMONTON

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# INFILL IN EDMONTON

In 2010, the City of Edmonton adopted a new Municipal Development Plan (MDP), *The Way We Grow*. *The Way We Grow* set the city a target goal of achieving 25% of its new growth in core and mature neighbourhoods, and around LRT stations and transit centres (See Figure 1). This new infill development will help house some of the 170,000 new inhabitants expected in Edmonton by 2025.

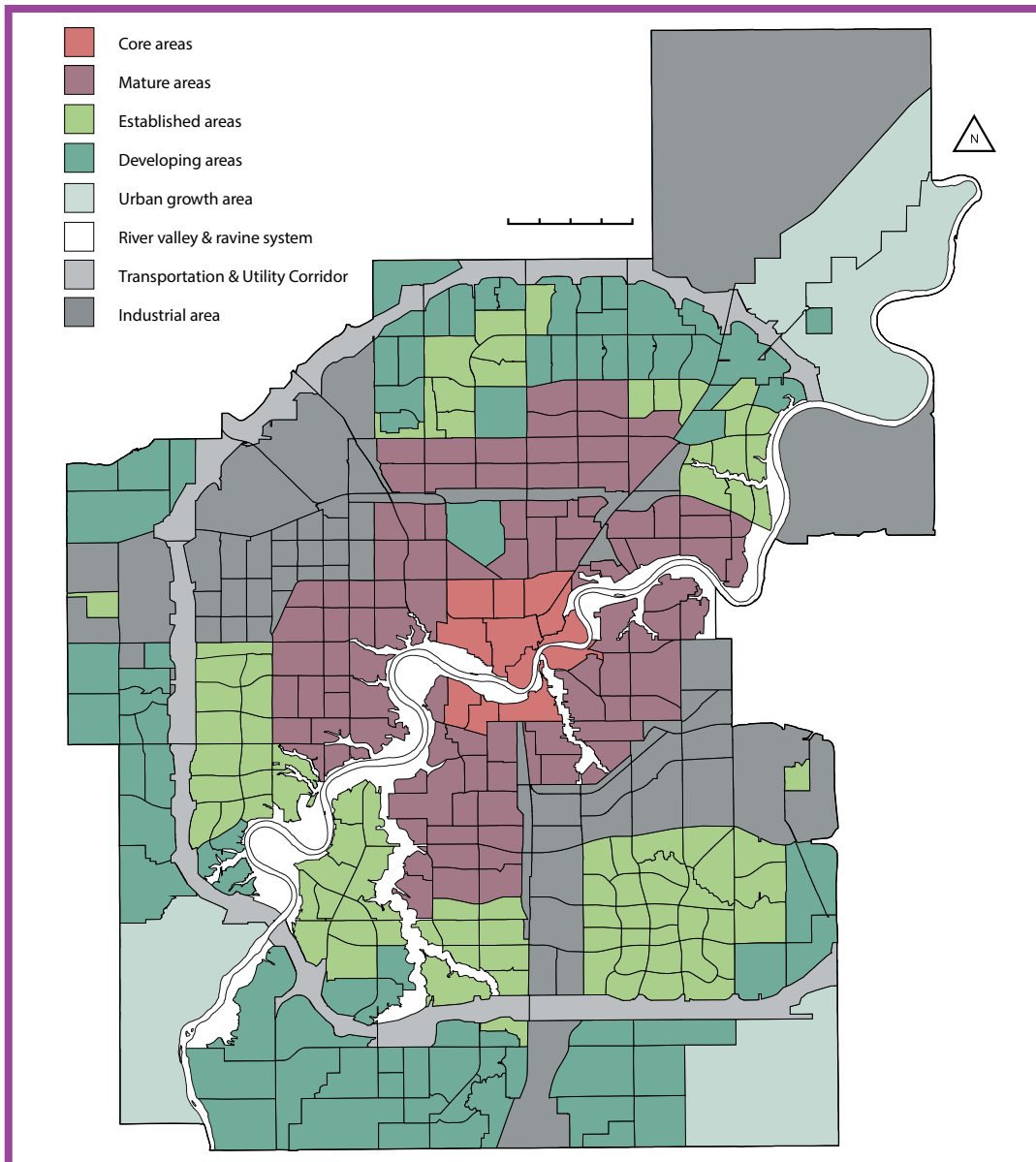
Further to this, there are policies within *The Way We Grow* that encourage a range of housing, develop vitality and pedestrian accessibility in neighbourhoods, support and optimize the use of infrastructure and civic services, and set targets for the delivery of family-orientated housing units in large residential infill redevelopments.

Following the adoption of *The Way We Grow*, the City of Edmonton undertook a process to update and improve the conversation around infill development in core and mature areas. This original process, called *Evolving Infill (1.0)* involved an extensive public engagement campaign that identified 23 actions, most of which focused on low-scale infill development, which were to be undertaken as part of Edmonton's *Infill Roadmap*.

The *Infill Roadmap (2014)* outlined a two-year list of actions to support more and better infill in Edmonton. The 23 actions were related to communication, collaboration, rules, process and knowledge and have resulted in a solid foundation for reinvestment in primarily low-scale infill housing within mature and established neighbourhoods.

- 3.2.1.1 Ensure a combination of single family and multi-family housing development potential is available for the next 30 years.
- 3.5.1.1 Support redevelopment and residential infill that contributes to the livability and adaptability of established neighbourhoods and which are sensitive to existing development.
- 3.5.2.5 Promote the development of family-oriented housing and walkability in established neighbourhoods to support existing school and institutional infrastructure.
- 4.2.1.1 Support neighbourhood revitalization, redevelopment and residential infill that contributes to the livability and adaptability of established neighbourhoods.
- 4.2.1.6 Optimize the use of existing infrastructure in established neighbourhoods.
- 4.2.1.8 Address the compatibility of land use within the neighbourhood in the review of all development proposals.
- 4.4.1.1 Provide a broad and varied housing choice, incorporating housing for various demographic and income groups in all neighbourhoods.

***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.***



*Edmonton's Core, Mature, Established and Developing neighbourhoods.*  
 Source: *Edmonton Annual Growth Monitoring Report 2017*

The City also worked on 30 supplementary actions referred to as "detours." These additional measures support better quality infill in Edmonton. Some of these detour actions included: creating an infill compliance team to inspect building sites, passing bylaw amendments requiring lot grading plans for all infill developments, setting landscaping requirements and incentives for preserving trees and shrubs, and increased fines for non-compliance with the noise bylaw.

With the work on Edmonton's *Infill Roadmap* either completed or underway, the City is undertaking another process to expand the conversation and rules around medium and high-scale infill development.

Previous work undertaken by the City of Edmonton on medium and high-scale infill includes the adoption of Large Site Redevelopment Guidelines in 2009, which outlined locations where large-scale infill was to be allowed.

Infill development has also been identified by other levels of government as an integral part of sustainably accommodating development growth in the Edmonton region. In addition to municipal policy, provincial legislation within the Municipal Government Act, the Alberta Land Use Framework and the Capital Region Growth Plan all support effective, coordinated governance and use of resources.

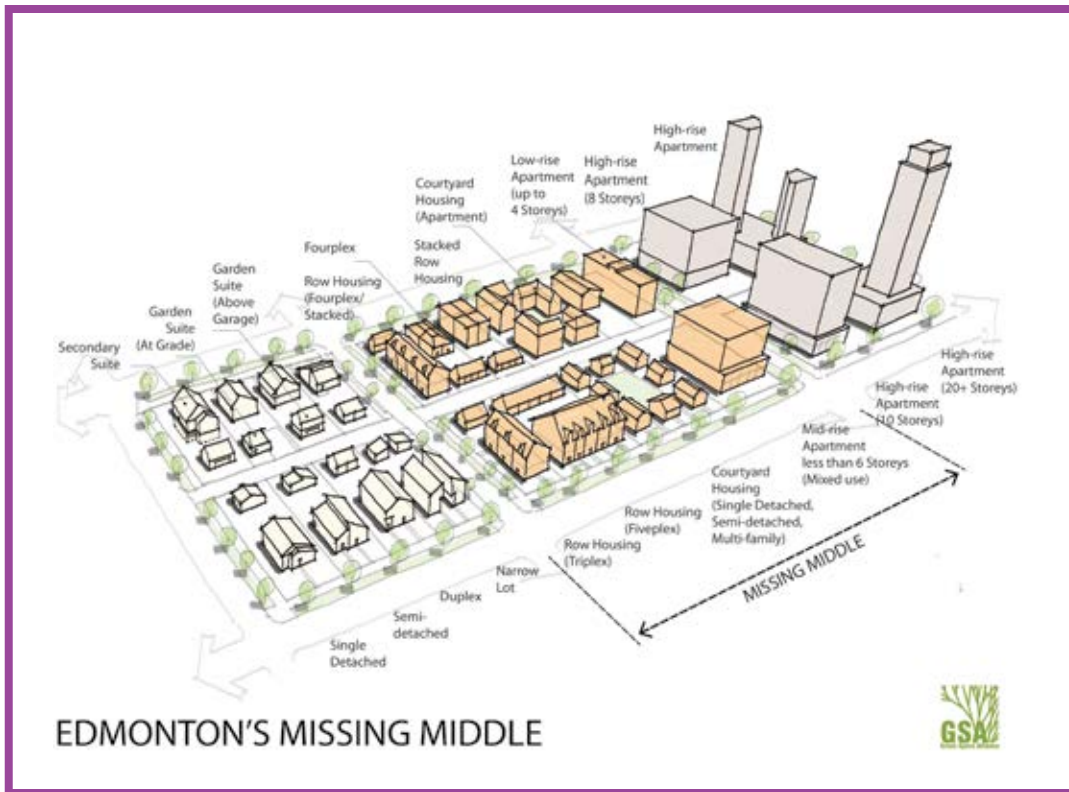
## 2.1 EDMONTON'S CURRENT WORK ON INFILL

The City of Edmonton currently supports infill development in core, mature and established neighbourhoods through a number of policies and programs. These include longstanding programs such as the Heritage program, as well as those designed specifically to address challenges identified in the 2014 Edmonton Infill Roadmap, including the Everyone's Edmonton communication campaign and the creation of the Infill Liaison Team. The project team identified a variety of programs and classified them according to the four approaches identified in this report.

### Edmonton's Existing Toolkit

POLICY TOOLS	ADVOCACY AND PARTNERSHIPS	FINANCIAL TOOLS	ADMINISTRATIVE TOOLS
<ul style="list-style-type: none"> <li>▪ Edmonton's Infill Roadmap, Residential Infill Guidelines, Transit Oriented Development Guidelines, and other policy documents</li> <li>▪ Updated secondary suite regulations</li> <li>▪ Heritage Planning program</li> <li>▪ Continued changes to Zoning Bylaw 12800 to be more supportive of infill development and reduce community impacts</li> <li>▪ Reduced parking requirements for infill housing in core areas and transit-supported areas</li> </ul>	<ul style="list-style-type: none"> <li>▪ Everyone's Edmonton communication strategy</li> <li>▪ 2014 Vacant Land Inventory</li> <li>▪ Neighbourhood Revitalization Program</li> <li>▪ Neighbourhood Renewal Program and updated Transit Strategy</li> <li>▪ Surplus school site projects</li> <li>▪ Partnerships with regional housing providers</li> <li>▪ Edmonton Community Development Corporation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Brownfield grant program</li> <li>▪ Cornerstones grant program</li> <li>▪ Business Improvement Area (BIA) and Multi-family residential Development incentive programs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Improvements to the Infill Development Process</li> <li>▪ Infill Liaison Team, Infill Compliance Team, Residential Infill Development Approvals Team</li> </ul>





## 2.2 EDMONTON'S MISSING MIDDLE

The 'missing middle' describes a range of housing types that are seen as the missing step between low-scale and high-scale infill. 'Missing middle' forms in Edmonton were identified in collaboration with the Evolving Infill project team and were the focus of the engagement and outcomes of this project.

In Edmonton's case, the 'missing middle' was identified as including a range of housing forms that are of a slightly higher scale and density than the duplexes, secondary suites and narrow lot homes that have been developed in recent years. These forms were included because work has already started in Edmonton to encourage more and better examples of the lowest scale and forms of infill. It was also these low-scale forms which received the most attention and action during the previous Infill Roadmap.

### The "Missing Middle"

More information and resources about the missing middle in the United States can be found at [www.missingmiddlehousing.com](http://www.missingmiddlehousing.com). This website provides an overview of missing middle housing types in many US cities and provides resources on the demand, characteristics, types, land assembly and regulations that can impact missing middle forms.

## 2.3 INFILL CHALLENGES

One of the primary challenges that the Evolving Infill project seeks to address is that Edmonton is not currently meeting its minimum target for infill development as set out in Section 3.1.1.2 of The Way We Grow, which was intended to support more sustainable land use practices.

Since it was approved in 2010, the MDP target of 25% has never been met. Nevertheless, given the benefits of infill development the City and development community continue to pursue infill development. In 2016, the percentage of new units developed within the core and mature areas was 24%, the highest percentage yet since the MDP target was established.

There are many factors that influence current development trends in Edmonton. These include land economics, consumer demands, regulatory process as well as Edmonton's ongoing history of suburban expansion.

The development and building industry is a business, and in general residential development in new areas continues to be more economically viable for new residential housing, both for low-scale developments and higher-scale developments like those considered in this report. This is due to lower relative land costs, specialization and experience of trades people, less stakeholder consultation and opposition and faster permitting timeframes.

**More information on the state of housing development in Edmonton is detailed in Edmonton's 2017 Growth Monitoring Report.**

The purpose of this report is not to provide deep research into the magnitude and distribution of the drivers of infill, but it is helpful to highlight some of the factors at work in Edmonton. Additional information on some of the drivers can be found in the Market and Affordability Study also being completed as part of the Evolving Infill project. Below is an overview of some of the economic, societal and regulatory drivers that affect and influence infill development.

Furthermore, application of tools is further complicated because the primary drivers acting on infill development are not the same for all geographic areas within the city. Addressing the diversity of drivers and their different geographic impacts is just one of the challenges facing infill development in Edmonton.





# **3. INFILL DEVELOPMENT TOOL FRAMEWORK**

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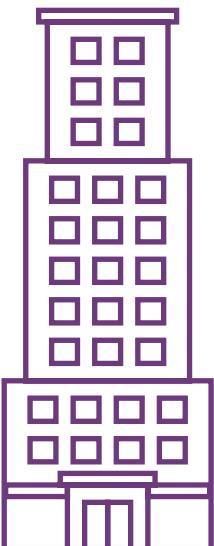
## 3.1 INFILL DEVELOPMENT TOOL FRAMEWORK

A framework was developed to better understand and compare the attributes and impacts of the different tools available. This framework highlights:

- The underlying **challenge** a tool acts on
- The **approach** of the tool
- How the tool **operates**, and
- Over what **timeframe** the tool will be applied.

A large selection of tools was initially identified through online research and brainstorming among the project team. These tools were researched further and specific municipalities who had applied the tools were contacted to understand practical details of their implementation.

This framework is also applied to the tools under examination in the case studies found in Section 5: Case Studies.



## 3.2 APPROACHES

The diversity of factors influencing development mean that there are a wide variety of tools that the City can use. The report identifies 34 tools categorized by how they operate into the following four categories:

### 1. POLICY

Policy tools manage growth by regulating what development is constructed and where. Tools under this approach focus on ensuring that policy itself is effective and responsive, but also that it is well managed, understandable and that overlapping, inefficient or ineffective policies are removed.

### 2. ADVOCACY & PARTNERSHIPS

Advocacy and Partnerships seek to connect stakeholders, garner public and private support for infill development and alter existing perceptions of infill. Residential infill inherently affects more stakeholders compared to greenfield development, and therefore must better address the concerns and desires of nearby residents. Perceptions, past experiences and aspirations of local residents, builders, developers, and politicians can all foster an environment in which infill development is seen either positively or negatively. It is through advocacy and partnership tools that the positive impacts of infill can be identified and communicated.

### 3. FINANCIAL

Financial tools focus on improving the feasibility of infill projects through tax breaks, credits, levies or fees. These tools can rebalance the distribution of additional costs that are associated with infill development. This may be by providing funding for additional infrastructure to support higher-density, taxing specific land classes to discourage certain uses or developing mechanisms for sharing the cost of upgrades between developers.

### 4. ADMINISTRATIVE

Administrative tools promote efficient, justified, and understandable decisions on applications. They are supported by flexible and coherent municipal governance that promotes the completion of applications and improves viability and certainty for everyone involved.

## 3.3 OPERATION

A tool that seeks to manage development may operate in one of two ways when implemented:

- It may control development, essentially determining the form and structure of development in an area. Control tools might include urban growth boundaries, development charges or architectural controls.
- In contrast, other tools make development more appealing in an area, essentially attracting development to a certain area. Tools that attract development include directing the construction of public infrastructure (such as roads, water, sewerage, etc.) and services to areas that have been identified as appropriate for development<sup>1</sup>.

In certain instances, it is easy to correlate the implementation of a tool to the effect on a specific driver as quantifiable development. However, many of the tools face an additional challenge that given the complexities and interrelationships of land development, a direct link from tool to effect can be difficult to identify.



## 3.4 TIMEFRAMES

The amount of time in which a tool needs to operate to be effective is important to consider when comparing tools. Some tools may be applied to a single development where there is a specific, localized issue; for example reducing the high capital costs associated with redeveloping within heritage constraints. Other tools can be employed over a set period in response to economic fluctuations, or tools may be applied over a long-term period to consistently support certain types of development.

For the purposes of this report, tools are broadly classified as the following:

- Development-specific
- Short-term – impacts within 1 year
- Medium-term – impacts within 5 years
- Long-term – impacts felt beyond 5 years

In all instances, a tool should be monitored and reviewed to ensure it is operating as intended and to evaluate whether it is still needed.

## OTHER CONSIDERATIONS

### WIDER STRATEGY FOR GROWTH MANAGEMENT

Given the complexity of land development, no single tool alone should be expected to resolve all the infill issues in Edmonton. Nor should it be expected that tools applied over the entire city will lead to infill being distributed evenly.

It is therefore important to develop an ongoing strategy to promote infill and to manage growth rather than relying on a single tool. The strategy should employ a suite of tools to incentivize and attract, manage and control development, leading to a sustainable pattern of development and encouraging infill development.

### LEADERSHIP

To be successfully implemented, tools and an overall strategy for growth management need to be persistently pursued by City Council, municipal staff and decision makers. Inconsistent leadership and implementation creates uncertainty that undermines any tool, adds to the complexity of the planning system and discourages the stakeholders involved.





# 4. PRACTICE REVIEW

This section analyses four categories of tools that have been implemented in various municipalities to manage growth and influence the factors affecting infill development.



**POLICY**



**ADVOCACY &  
PARTNERSHIP**



**FINANCIAL**



**ADMINISTRATIVE**

The analysis of each tool is organized using the following structure:

- **Description**
- **Challenge**
- **Operation**
- **Timeframe**
- **The tool's current application in Edmonton**
- **Example**



## **4.1 POLICY TOOLS**

- 1. Identify priority infill development areas at a city-wide scale**
- 2. Urban growth boundaries**
- 3. Policy provision for secondary suites**
- 4. Mechanisms for promoting land assembly**
- 5. Adaptive reuse ordinance**
- 6. Ease or remove parking requirements in infill redevelopments**
- 7. Form-based code**
- 8. Policy audit and reviews**
- 9. Applicable residential density ranges**
- 10. Hierarchy of infill centre priority**
- 11. Checklist and measures to determine development suitability**





# 1. IDENTIFY PRIORITY INFILL DEVELOPMENT AREAS AT A CITY-WIDE SCALE

## DESCRIPTION

Identification of specific areas where the municipality wishes to focus infill development. This form of development planning may occur alongside incentives like grants or dedicated infrastructure investments.

## CHALLENGE

This tool seeks to affect REGULATORY and SOCIETAL drivers by:

- Providing a strategic vision for infill at a city-wide scale
- Coordinating resources set aside to support infill and implementation tools
- Producing better returns on investment—either

financially or in terms of visibility and catalyzing investment

- Signifying to the market, society and municipal departments that an area is deemed suitable for infill development

## OPERATION

ATTRACT

Specific areas can be outlined within strategic policy documents used to ATTRACT infill development to these areas.

## TIMEFRAME

LONG-TERM

## IN EDMONTON

Edmonton has identified areas for redevelopment at higher densities. These areas are outlined in multiple policy documents and may be supported by other policy initiatives. These areas include:

- Blatchford
- Downtown
- The Quarters Downtown
- Rossdale
- Station Pointe – Fort Road

## TRANSIT ORIENTED DEVELOPMENT (TOD)

### DISTRICTS

- Mill Woods Station Area Redevelopment Plan (ARP)

### CORRIDOR STUDIES:

- 104 Avenue Corridor ARP
- Jasper Avenue New Vision
- 109 Street Corridor ARP

It is important to note that these plans primarily represent areas undergoing major redevelopment through new high-rise towers and substantial density. Common features of these areas include underdeveloped lands in the form of vacant sites or surface parking lots. Another common feature of these area plans is that they represent a significant shift in their primary land use towards mixed use, high-scale areas.

In contrast, there are a few middle-scale infill plans in place for areas which already contain significant portions of low-scale residential housing forms and which promote middle-scale redevelopment. These areas include:

- McKernan Belgravia Station ARP
- Jasper Place ARP
- 109 Street Corridor ARP
- 104 Avenue Corridor ARP

## EXAMPLE

### PORTLAND, OREGON, USA

Portland's *Urban Design Framework* provides a structure for Portland's current and future physical form and layout. The Framework depicts a growth strategy that prioritizes growth and change in higher-density, mixed-use centres, and near transit stations.

The Framework also organizes the city into a hierarchy of different centres in which activity and development are co-located. These centres range in intensity from the Central City through a series of smaller-scale centres down to neighbourhood centres that mostly serve adjacent areas. While all of these areas for development are identified for additional growth and intensification their specific context guides the form and scale of redevelopment in those areas. For example, in the Central City scales are 10 or more stories tall while neighbourhood centres contain developments up to three to five stories tall.

### MEDICINE HAT, ALBERTA, CANADA

Adopted in 2012, the Medicine Hat MDP identifies two tiers of "Intensification Areas" meant as focal points for intensification. The City of Medicine Hat's goal is to accommodate 40% of the city's growth over the next 50 years through infill.

Each intensification area is, at a high level, assigned a "desired residential and commercial development type", an estimate of additional units, additional residents and additional jobs which can be expected within the intensification area.

The 2016 Annual Report from Planning and Development Services does not include a specific statement about the amount of growth within intensification areas, but it can be inferred that residential development within intensification areas only accounted for between 13% and 23% of redevelopment permits.





## 2. URBAN GROWTH BOUNDARIES

### DESCRIPTION

A boundary designated as the maximum limit of urban-scale development beyond which no expansion should be allowed to occur. Often, growth boundaries are used to protect agricultural or environmental land as well as to support and inform land demand policy by outlining available land within the boundary. In most instances, urban growth boundaries are adopted by levels of government above the municipal level to support regional, state, or provincial policy.

### CHALLENGE

This tool seeks to affect ECONOMIC and REGULATORY drivers by:

- Outlining the boundary of developable land.
- Managing the supply of developable land within the market.
- Focusing resources to development occurring within the boundary and in priority areas.

### OPERATION

CONTROL

### TIMEFRAME

LONG-TERM

### IN EDMONTON

There is a regional growth management board in Edmonton called the Edmonton Metropolitan Region Board (EMRB). The EMRB is a provincially mandated regional board that includes Edmonton and 23 surrounding municipalities. The EMRB was created to help manage growth and economic development at a regional level. The Growth Plan<sup>2</sup> sets minimum greenfield densities and aspirational densities for municipalities across the region. While the plan identifies minimum densities, promotes the retention of agricultural lands and higher-development densities, it does not apply any form of growth boundary or greenbelt in the region.

## EXAMPLE

### **GOLDEN HORSESHOE (TORONTO), ONTARIO, CANADA (SEE SECTION 5: CASE STUDIES FOR MORE INFORMATION ON THIS TOOL)**

Created in 2005, the greenbelt applies to land around an area known as the Golden Horseshoe – Toronto, Hamilton, St Catharines–Niagara, Oshawa Metropolitan Areas.

The greenbelt's application is linked to the Growth Plan for the Greater Golden Horseshoe, a growth management policy for the area<sup>3</sup>. A recent study by the Neptis Foundation found that irrespective of the greenbelt and concerns over rising housing costs, there are roughly 45,000 acres still available for development in the Greater Toronto and Hamilton Area, adequate until at least 2031<sup>4</sup>.

### **PORTLAND, OREGON, USA**

Adopted in 1979, the urban growth boundary (UGB) applies to lands in the Portland Metropolitan Area. The UGB is implemented and managed by a regional planning body called Metro. The UGB is reviewed every six years as part of wider growth and land supply reviews. During the review, Metro prepares a forecast of population and employment growth for the region for the next 20 years and, if necessary, adjusts the boundary to meet the needs of growth forecast for that 20-year period<sup>5</sup>.

The 2014 Urban Growth Report identifies that since the growth boundary was adopted in 1979, the boundary has been expanded by approximately 30,000 acres. During the same period, the population has increased by over 500,000 people. Together this represents a population increase of 61% with a boundary growth of only 14%. Between 1998 and 2012, 94% of new residential units were constructed within the original 1979 boundary.





### 3. POLICY PROVISION FOR SECONDARY SUITES

#### DESCRIPTION

Policy changes to allow for additional dwelling units, including both attached units like basement suites or detached units like garden suites. Properly maintained and regulated secondary suites are generally considered a positive form of infill because the small scale of the development limits disruption to communities and neighbors and retains the character of the area. This scale of infill is also generally more financially accessible and is undertaken by homeowners rather than private developers.

- Delivering additional housing into areas with pre-existing amenities.
- Removing the requirement for site acquisition and land assembly as the unit can be built onto existing plots.

#### OPERATION

ATTRACT

#### TIMEFRAME

SHORT-TERM

#### CHALLENGE

This tool seeks to affect REGULATORY, ECONOMIC and SOCIETAL drivers by:

- Maximizing opportunities for infill.
- Providing effective policy to support the delivery of additional units within existing residential buildings and areas.

#### IN EDMONTON

The City of Edmonton has allowed secondary suites as a permitted use in most low-density residential zones since 2007, and identified garden suites as a permitted use in most low-density residential zones as of 2017. There has been a noticeable increase in the number of development permits for these types of units since these amendments were passed.

The City of Edmonton is also in the process of preparing amendments to allow secondary suites in semi-detached housing. A report is being written for City Council to provide information on allowing secondary suites in row housing and removing site area requirements in order to allow their construction on narrow lots.

These reports are being presented in January 2018, with further recommendations and amendments expected throughout 2018.

## EXAMPLE

### VANCOUVER, BRITISH COLUMBIA, CANADA

In July 2009, Vancouver adopted laneway housing regulations and guidelines for properties in the RS-1 and RS-5 single-family districts, which make up 94% of the city's single-family lots<sup>6</sup>.

Since 2009, when the laneway housing program was adopted, over 800 permits for laneway houses have been issued and over 500 laneway houses have now been built across the city in the single-family RS-1 and RS-5 zones<sup>7</sup>.

As of 2013, Vancouver city administration have continued to bring forward amendments to address community concerns. Amendments include:

- Encouraging the development of more one-storey laneway houses, which have less impact on neighbours and are more accessible for an aging population and families with small children.
- Making laneway houses more livable by allowing more floor area for living and storage space without increasing the size of laneway houses.
- Allowing a faster permit process for one-storey laneway houses.
- Ensuring the provision of on-site parking.

### SANTA CRUZ, CALIFORNIA, USA

The Accessory Dwelling Unit (ADU) development program was originally introduced in 2003. The program allows for, in some cases, a simpler ADU permitting process as well as some ADU development incentives. Key features of the program include allowing ADUs on lots of 4,500 sq ft (418 sq m) and greater, and that ADUs geared to low-income residents are eligible for various application fees to be waived.

Since the bylaw was initially passed, further changes have been made including:

- Reducing the lot area requirements from 5,000 sq ft to 4,500 sq ft
- Creating a two-year grace period to allow owners of un-permitted secondary suites to apply for permits without penalty

***See Section 5: Case Studies for Portland, Oregon's approach to promoting secondary suites through development fee changes.***





## 4. MECHANISMS FOR PROMOTING LAND ASSEMBLY

### DESCRIPTION

Mechanisms that provide for bonuses in development potential (height, density) for developments on larger sites.

### CHALLENGE

This tool seeks to affect REGULATORY, SOCIETAL and ECONOMIC drivers by:

- Offering a progressive incentive to promote better land assembly.
- Enabling better land assembly in urban areas that can have small, odd-shaped parcels.
- Supporting larger developments that are more feasible and can reap economies of scale.
- Assembling larger parcels of land can allow for better design to fit within the character of the area, promote efficient use of land through removing individual setbacks and moving height away from neighbors.

### OPERATION

ATTRACT

### TIMEFRAME

MEDIUM-TERM

### IN EDMONTON

There are some standard residential zones in Edmonton that allow for higher scales of development depending on the size of the lot including the RF4 and RF5 zones.



## EXAMPLE

### LOS ANGELES, CALIFORNIA, USA

Simi Valley, a suburb of Los Angeles, implemented a system of graduated density zoning via ordinance to support a master plan for the development of the area. The ordinance applied to a large-lot residential neighborhood that was subdivided in 1927, which, due to its location had strong market interest for higher-density redevelopment. To dissuade piecemeal development on small sites, an assembly density bonus was implemented which allowed for an increase in dwellings per acre if a 13-acre threshold for contiguous sites was met. By 2000, a master planned community with 200 single-family homes had been built on the land formerly occupied by very low-density developments<sup>8</sup>.

### JERSEY CITY, NEW JERSEY, USA

Jersey City, New Jersey, adopted graduated density zoning in its Journal Square neighborhood in 2010. Journal Square has many small lots dating from its original settlement in the 17th century. To encourage assembly of this fragmented land, the zoning allows six times higher housing density on sites larger than 60,000 square feet (5,600m<sup>2</sup>) than on sites smaller than 6,000 square feet (557m<sup>2</sup>). A developer who assembles 12 lots measuring 5,000 square feet (465m<sup>2</sup>) each to produce a 60,000-square-foot site can therefore build six times more housing than if the lots were developed separately. This windfall gives property owners a strong incentive to join in land assembly for new housing. Jersey City adopted the graduated density zoning for Journal Square in 2010, and it sparked a building boom<sup>9</sup>.





## 5. ADAPTIVE REUSE ORDINANCES

### DESCRIPTION

Adaptive Reuse Ordinances support the conversion of older, economically obsolete buildings to new uses by providing tailored regulation that recognize inherent constraints in redeveloping older buildings for new uses. These ordinances often apply policies that reduce or eliminate the need to provide certain modern building requirements like on-site parking or amenity areas, which may not have been present when the building was originally constructed.

### CHALLENGE

This tool seeks to affect REGULATORY, SOCIETAL and ECONOMIC drivers by:

- Providing flexibility for developers to pursue viable redevelopment of established buildings.
- Enabling the retention of older buildings, features of the community, and historically designated units.

- Providing a progressive mechanism to help retain built form while still enabling development.

### OPERATION

ATTRACT

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### IN EDMONTON

Edmonton does not currently have a formal adaptive reuse policy but has implemented principles found within adaptive reuse policies. These include limiting parking for heritage buildings and office to residential conversions in the Downtown and has a newly adopted flat parking rate for non-residential uses along identified Main Streets. Additional changes are planned to exempt certain uses from development permit requirements in early 2018.

## EXAMPLE

### CALGARY, ALBERTA, CANADA

In 2017, the City of Calgary passed a bylaw that establishes the "Centre City Enterprise Area" and exempts requirements for development permits for most allowed uses, exterior alterations or additions of less than 1,000 m<sup>2</sup>. Given that the primary driver for this amendment was the significant vacancy rates in downtown Calgary, the regulation also contains a three-year sunset clause that provides the City with an opportunity to evaluate and reconsider the policy should the region's economic situation change<sup>10</sup>.

Recent news articles<sup>11</sup> suggest that this policy has already prompted at least one large commercial-office landholder to begin plans to redevelop four office buildings for residential use.

### LOS ANGELES, CALIFORNIA, USA

An adaptive reuse ordinance (ARO) was passed by LA City Council in 1999<sup>12</sup>. Since this date approximately one-fifth of all residential construction in the city has occurred within the bounds of the ARO area.

The ARO provides an expedited approval process and ensures that older and historic buildings are not subjected to the same zoning and code requirements that apply to new construction. Key incentives focus on:

- Waiving underlying density restrictions. There is no limit on the number of apartments, condos, live/work spaces or hotel rooms permitted if the project complies with the standards specified above.
- When an existing building is

converted to an adaptive reuse project, nonconforming floor area, setbacks and height are grandfathered in and do not require a variance.

- Mezzanine spaces may be added so long as they do not exceed one-third the size of the floor below and comply with the code.
- Affordable housing density bonusing<sup>13,14</sup>.

Since the ordinance was approved, it has been involved in 27 projects and led to the creation of 3,164 new units within the ordinance area<sup>15</sup>.

Historically the ARO has primarily been used by large, established developers. In 2009, research was conducted to promote use of the ARO by smaller-scale or start-up developers<sup>16</sup>.

### LONDON, UNITED KINGDOM

National legislation introduced in 2015 allows for easy and permanent change of office use to residential use. This change is subject to only prior approval, which is a streamlined application that considers flooding, highway, transport, noise and contamination impacts only.

In a statement released in October 2015, the government noted that during the policy's test period between April 2014 and July 2015 almost 4,000 conversions were approved<sup>17</sup>.

While this policy does not specifically apply to heritage buildings or infill sites, the principle is that commercial to residential conversions are supported as of right by the local planning authority and, barring major technical challenges, the redevelopment should be allowed to occur.





## 6. EASE OR REMOVE PARKING REQUIREMENTS IN INFILL DEVELOPMENTS

### DESCRIPTION

Reducing or removing the minimum parking requirement to reduce the amount of land and cost of providing on-site parking. This should be coupled with additional tools to support public transport use and other forms of transportation.

### OPERATION

ATTRACT

### TIMEFRAME

MEDIUM-TERM

### CHALLENGE

This tool seeks to affect REGULATORY and ECONOMIC drivers by:

- Reducing land required for parking leaving it available for further development as housing or greenspace.
- Reducing vehicle dependence and promoting pedestrian activity which can help activate neighborhoods.
- Removing possibly restrictive regulation in areas of high land values.

### IN EDMONTON

The City of Edmonton has reduced the number of required parking stalls for specific uses and in certain parts of the city. These include:

- In summer 2017, the City of Edmonton amended the Zoning Bylaw to reduce parking requirements for single detached and semi-detached buildings from two spaces per dwelling to one space per dwelling.
- Parking requirements have been removed for secondary/garden suites that are within 600m of an LRT or Transit Centre, or within 150m of a Transit Avenue.
- Parking requirements for row housing, stacked row housing and apartment housing in mature and core neighbourhoods have been reduced to half the standard requirement within 600m of an LRT or Transit Centre or within 150m of a Transit Avenue.

## EXAMPLE<sup>18</sup>

### MINNEAPOLIS, MINNESOTA, USA

In 2015, Minneapolis reduced its minimum parking requirements for new developments within 50 ft (15.25m) of high-frequency transit lines. Specifically, this includes zero parking requirements for developments with less than 50 units and a 50% reduction in parking requirements for developments with more than 50 units.

Other specifics of the policy include a maximum allowed size of surface parking lots in new developments to stop developments from providing parking simply through surface parking lots instead of structured parking.

News articles at the time of the changes indicated the policy had already been effective in making affordable housing projects more viable<sup>19</sup>.

### LONDON, UNITED KINGDOM

Both maximum parking standards and minimum standards for cycle storage facilities are used in London to prevent excessive parking and promote sustainable methods of transport.

Parking standards are aligned to the accessibility level of a site as determined by the Public Transport Accessibility Level (PTAL). A PTAL value is provided by Transport for London and reviews public transport within the site's vicinity. Based on the PTAL, the proposed use and location, both a minimum and maximum parking standard is set for the development.

#### **Current Parking regulations for London include<sup>20</sup>:**

<i>Suburban areas with low transit accessibility</i>	<i>"Up to 2 spaces per unit"</i>
<i>Suburban areas with high transit accessibility</i>	<i>"Up to 1 space per unit"</i>
<i>Central areas with good transit</i>	<i>"Up to 1 space per unit"</i>

*"All developments in areas with good public transport accessibility should aim for significantly less than 1 space per unit"*

*"Adequate parking spaces for disabled people must be provided, preferably on-site"*





## 7. FORM-BASED CODE

### DESCRIPTION

Zoning and associated development code which focuses on the form and specific features of the development instead of land uses like traditional use-based zoning.

Form-based codes can focus on height, appearance and public realm with little focus on land use control. This could also be expanded to specific additional criteria such as distance to transit, affordability, or inclusion of community amenities.

### CHALLENGE

This tool seeks to affect REGULATORY, SOCIETAL and ECONOMIC drivers by:

- Providing flexible zoning to the developer on land uses to respond to market conditions.
- Providing certainty for developers and speed up application processing if set criteria for the form is met.

- Promoting design of new developments to be responsive and reflective of its neighbourhood and proposed character.

### OPERATION

CONTROL/ATTRACT

### TIMEFRAME

MEDIUM-TERM

### IN EDMONTON

Edmonton's current zoning bylaw could be considered a hybrid between use-based and form-based codes. All standard zones provide regulations to manage the built form, including height and setbacks. A number of zones, such as Urban Character Row Housing, and overlays, such as the Mature Neighbourhood Overlay and the Main Streets Overlay, provide specific guidelines on the appearance and architectural features of the building, as well as the interface with the public realm. These elements are also incorporated into Direct Control (DC) zones. The Zoning Bylaw Renewal project will be examining all zoning bylaw regulations and the overall structure of the bylaw and may lead to a more form-based code.

## EXAMPLE

### PHOENIX, ARIZONA, USA (SEE SECTION 5: CASE STUDIES FOR MORE INFORMATION ON THIS TOOL)

Adopted in 2015, as part of Reinvent Phoenix, the Walkable Urban (WU) code is a new urban and transit-oriented zoning code<sup>21</sup>. The code replaces existing zoning for developments in proximity to light-rail stations.

The WU code contains new districts called transects that cover a range of development intensity. Uses are loosely classified, and the focus is more on the intensity of the development and its form.

An example of the transect intensity descriptions:

- T3:2 District: Low-intensity residential fabric characterized primarily by single-family homes and duplexes in relatively large lots with deep setbacks. Home occupations are permitted.
- T6:7, T6:15 and T6:22 Districts. A high-intensity mixed-use urban fabric characterized by large-footprint high-rise buildings averaging 100 feet to 250 feet in height adjacent to the Light Rail Corridor. Buildings have the highest intensity of uses, integrating office, commercial and residential uses. Development may incorporate forecourts and open spaces available to the public.

### ARLINGTON, VIRGINIA, USA

Redevelopment within each of Columbia Pike's Special Revitalization Districts is regulated by the Commercial Form-Based Code (FBC) and the Neighborhoods Form-Based Code. Affordable units and energy-efficient buildings are also requirements of the Neighborhoods Form-Based Code.

The FBC is supported by an advisory working group, which is comprised of community members, architects and business leaders. This advisory group was created by the County Manager to ensure success with the Form-Based Codes, to provide clear direction for implementing the vision and plan for Columbia Pike<sup>22</sup>.

Although the form-based code is optional, many developers have opted to use it within Columbia Pike given that it offers higher densities. In the 13 years since the Commercial FBC was introduced, 3,000 additional residential units and 323,000 sq ft of commercial space have been built using the Form-Based Code.





## 8. POLICY AUDIT AND REVIEWS

### DESCRIPTION

A regularly scheduled audit to highlight where policy is no longer relevant, or is ineffective and obtrusive to long-term community and City aspirations. In addition, these policies may include annual monitoring of infill related programs to allow for greater transparency and to allow the creation of baseline comparisons year over year.

### CHALLENGE

This tool seeks to affect REGULATORY drivers by:

- Promoting effective and relevant regulation.
- Removing complex and obtrusive regulation.
- Updating regulation to meet current standards and achieve modern community and city aspirations.
- Updating regulation to match current economic

conditions.

### OPERATION

ATTRACT

### TIMEFRAME

SHORT-TERM

### IN EDMONTON

Edmonton has over 180 plans and pieces of guidance in operation, including area plans that guide developing areas as well as industrial areas<sup>23</sup>. Larger plans are monitored on an ongoing basis, including the Municipal Development Plan, and there is a trend to include monitoring and review within new policies. However, at this time there does not appear to be a move to critically analyze the relevance or success of older plans and policies.



## EXAMPLE

### SAN DIEGO, CALIFORNIA, USA

Since the 1990s, San Diego, California, has undertaken annual "Regulatory Relief Days" where members of council, citizens and other stakeholders reviewed regulations that may be considered irrelevant or obsolete. In the initial round of deregulation, the City aimed to remove almost a third of its zoning bylaws including removing 48 different forms of parking requirements, 78 sets of outdoor storage and signage regulations and 15 different driveway width rules<sup>24</sup>.

Most recently in 2011, the City undertook a workshop with local small business owners to address challenges that they faced during the permitting process<sup>25</sup>.





## 9. APPLICABLE RESIDENTIAL DENSITY RANGES

### DESCRIPTION

Policies that set out optimum or minimum densities for specific zones based on their proposed use, accessibility, proximity to amenities and surrounding urban form.

### OPERATION

CONTROL/ATTRACT

### TIMEFRAME

MEDIUM-TERM

### CHALLENGE

This tool seeks to affect ECONOMIC and SOCIETAL drivers by:

- Outlining acceptable densities for zones to ensure that higher-scale zones deliver the identified form of development.
- Providing a density range to prospective developers to outline the feasibility of development projects.
- Providing certainty for all stakeholders about what densities are deemed acceptable.

### IN EDMONTON

The City of Edmonton is currently undertaking a review of all medium-scale zones to remove barriers to building the "Missing Middle" and reduce the historically high number of variances required for those medium-scale projects.

Possible options may include minimum densities with allowances for lower-scale development on constrained sites.

There is also ongoing consideration of removing site area limitations on higher-scale zones (RA7 and RA8) in order to alleviate challenges related to lot consolidation as well as the potential implementation of single-lot options for higher-density.

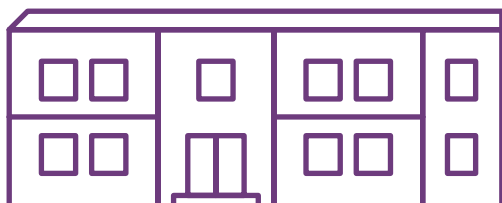
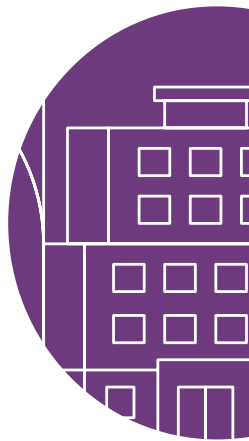
## EXAMPLE

### LONDON, UNITED KINGDOM

To optimize housing delivery from development sites, the London Plan has a Sustainable Residential Quality (SRQ) Density Matrix, of habitable rooms (living rooms, dining rooms, bedrooms) and dwellings per hectare. These categories provide for the high-level range of density appropriate for a development. In order to provide flexibility, regulations also stipulate that density should also consider the site's context in terms of location, existing building form and massing, social infrastructure and open space in addition to the index of Public Transport Accessibility Level (PTAL)<sup>26</sup>.

There is also a supporting policy that guides the selection of housing types based on an area's housing need within the relevant density range shown in the density matrix. Furthermore, it states that development proposals which compromise the policy should be not be supported.

Implementation of residential density ranges is primarily compatible with form-based zoning policy as they consider the transportation and community context of a site in setting the density or height limits.





## 10. HIERARCHY OF INFILL CENTRE PRIORITY

### DESCRIPTION

Policy which provides for the identification of a hierarchical framework of infill centres based on specific characteristics that could include: levels of commercial activity, provision of amenities and access to public transportation. The level of each hierarchy then determines which form and magnitude of redevelopment is acceptable and may influence the types of incentives or flexibility offered for developments.

### CHALLENGE

This tool seeks to affect REGULATORY and ECONOMIC drivers by:

- Identifying focal areas for commercial activity throughout a city and providing clarification for their

role in supporting city-wide access to amenities.

- Allowing for rationalized development decisions by specifying roles, levels of activity and redevelopment aspirations of specific areas.
- Focusing activity that can increase market demand for development nearby.

### OPERATION

ATTRACT / CONTROL

### TIMEFRAME

LONG-TERM

### IN EDMONTON

Not used.

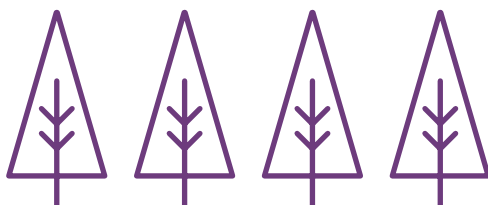
## EXAMPLE

### UNITED KINGDOM, NATIONWIDE

With the adoption of the National Planning Policy Framework, local authorities are expected to grade their central commercial areas to develop a hierarchy of 'town centres'. Local authorities outline what role the different town centres have and who they serve. This might include the surrounding neighbourhood, clusters of neighbourhoods or regional populations. Based on this classification, proposed development and types of commercial uses can be focused to specific areas to best support the areas they are deemed to serve.

The National Planning Policy Framework outlines a 'town centre first' approach to policy and decision making meant to improve the vitality and quality of town centres throughout the United Kingdom. The policy provides two key tests to be applied to town centre uses in areas not in an existing town centre:

- Sequential Test: identifies if there may be preferable sites in town centres for accommodating main town centre uses. (Sequential Tests are further discussed in Tool 11: Checklist and measures to determine development suitability)
- Impact Test: identifies whether there would be significant adverse impacts of locating main town centre uses outside of town centres<sup>27</sup>.





## 11. CHECKLIST AND MEASURES TO DETERMINE DEVELOPMENT SUITABILITY

### DESCRIPTION

Sequential tests are a series of rigorous tests applied to development applications that consider whether certain high-priority developments are appropriately located in the proposed location. Applications for uses which have been identified for specific areas may not be supported by administration if there is available space in a different area.

Checklists and other development suitability tools provide development authorities with greater rigor and rationale during the development permit process when recommending support or non-support for projects and, if applied consistently, provide an opportunity to negotiate development parameters rather than just providing a recommendation of support or non-support.

### CHALLENGE

This tool seeks to affect REGULATORY and ECONOMIC drivers by:

- Focusing development and supporting certain areas to control market demand.
- Promoting development in areas that have been designated for certain types of growth.

### OPERATION

CONTROL

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### IN EDMONTON

Not used.

### EXAMPLE

#### UNITED KINGDOM, NATIONWIDE

The National Planning Policy Framework in England requires that applications for main town centre uses like shops, commercial centres or recreation facilities should be preferentially located in designated town centre locations. If developments are brought forward which propose town centre uses in other locations the proponent is expected to have considered available town centre sites and provide rationale for their unsuitability.

The intention of this sequential test is to ensure that retail and other development that is appropriate for designated town centres is not located in such a way as to draw trade away from the town centre<sup>28</sup> and improve the livability and vibrancy of those areas. While this policy primarily focuses on commercial and retail uses it could also be applied to residential infill areas.

## **4.2 ADVOCACY AND PARTNERSHIPS**

- 12. Education and communication campaign**
- 13. Identify vacant and underused plots or inefficient uses of land**
- 14. Identify and engage with large land holders**
- 15. Area financial improvement plan**
- 16. Redevelopment agencies**
- 17. Land banks**
- 18. Provincial and regional partners**
- 19. Increasing infrastructure capacity in areas designated for infill development**
- 20. Facilitate public/institutional uses in infill locations or on vacant lands**
- 21. Not-for-profit community development corporations/co-ops**





## 12. EDUCATION AND COMMUNICATION CAMPAIGN

### DESCRIPTION

Public education and communication campaigns are used for a variety of subjects at a municipal level. The primary purpose of these campaigns is to help the public shift its perception of infill through a better understanding of the rules regulating infill, the benefits of infill as well as showing how municipalities have responded to the challenges posed by infill.

### CHALLENGE

This tool seeks to affect SOCIETAL drivers by:

- Increasing public acceptance of infill through explanation of the benefits of infill.
- Showing how changes to policy and regulations positively impact the development process for all stakeholders.

### OPERATION

ATTRACT

### TIMEFRAME

SHORT-TERM

### IN EDMONTON

The City of Edmonton has undertaken a number of communication and education campaigns aimed at improving public perception of infill through real-life stories, educational videos, information booklets, infill-related events, bus ads, an e-newsletter, and a new website. The campaigns have been aimed at Edmontonians who might be uncertain about infill and developers or builders who are looking for more information.



## EXAMPLE

### PORTLAND, OREGON, USA

The Portland Infill Design Toolkit is a resource for community members, builders, and designers regarding infill opportunities in Portland. The toolkit is focused primarily on medium-density infill while also focusing on continuing positive aspects of an area's existing character. The guide is organized into the following sections, which provide information and problem-solving ideas for infill:

- **Strategies:** highlights best practices for integrating new development into neighbourhood patterns and showing how to identify those patterns.
- **Prototypes:** illustrates approvable housing types and configurations that are suitable for common infill situations, meet City regulations and design objectives and are market feasible.
- **Technical Pages:** provide more detailed, technical information on strategies that can contribute toward quality infill design.
- **Project Profiles:** provide information on completed projects with design features that contribute to meeting the community's design objectives. The profiles are followed by examples of historic Portland housing and international precedents.
- **Neighbourhood Design policies:** A compilation of policies and other design guidance from Portland's adopted neighbourhood and community plans.





## 13. IDENTIFY VACANT AND UNDERUSED PLOTS OR INEFFICIENT USES OF LAND

### DESCRIPTION

Creating and publishing an inventory of vacant and under-utilized land within priority areas.

### CHALLENGE

This tool seeks to affect ECONOMIC and REGULATORY drivers by:

- Helping developers easily access an inventory of possible development sites.
- Providing transparent, accurate and up-to-date information.
- Providing an evidence base for the development and application of policy by outlining the type, state and location of vacant land.

### OPERATION

ATTRACT

### TIMEFRAME

LONG-TERM

### IN EDMONTON

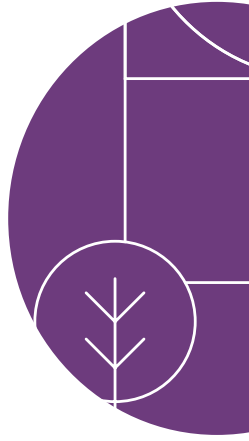
The City of Edmonton has an interactive vacant land inventory tool online which is available for public use. The tool provides an inventory of the vacant land within the city and further specific details relating to the sites such as zoning, ownership and known planning applications. It is part of Edmonton's Open Data portal, which also contains specific vacancy maps for industrial use. The data is not continuously updated and provides a snapshot of vacant land from 2014. A vacant lot is classified as a registered lot (serviced or unserviced) that contains no permanent structures at the time of inspection<sup>29</sup>.

## EXAMPLE

### SASKATOON, SASKATCHEWAN, CANADA (SEE CASE STUDIES FOR ADDITIONAL INFORMATION)

Adopted in 2011 as part of their Vacant Lot and Adaptive Reuse Strategy (VLAR), Saskatoon maintains a comprehensive inventory of undeveloped land, which also includes surface parking lots. All lands that fall into these undeveloped categories are considered vacant.

The inventory is publicly available and regularly updated, relates only to mature neighbourhoods and excludes any sites that are considered to be undevelopable (e.g. walkways, right-of-ways, and other residual parcels)<sup>30</sup>.





## 14. IDENTIFY AND ENGAGE WITH LARGE LAND HOLDERS

### DESCRIPTION

Identify and engage with owners of large land portfolios in priority infill areas to ensure they understand the intensification opportunities available to them.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Engaging with landowners who hold significant portfolios of developable lands, which may be appropriate for higher-density redevelopment.
- Instigating partnerships that can bring forward and unlock development in identified areas.
- Helping developers acquire sites and facilitating

assembly of larger sites than would normally be available.

- Sharing information to highlight how shared objectives may be met.

### OPERATION

ATTRACT

### TIMEFRAME

LONG-TERM

### IN EDMONTON

In Edmonton, the City has a history of developing large areas of City-owned land including historically in Mill Woods, and more recently around the Station Pointe-Fort Road, and Blatchford areas.

## EXAMPLE

### **BURNABY–SIMON FRASER UNIVERSITY, BRITISH COLUMBIA, CANADA**

Developed from 1995 onwards, Simon Fraser University (SFU) worked with the City of Burnaby on the UniverCITY neighbourhood to create a residential community with the goal of creating a more "complete community". The community vision included a diverse range of housing choices, shops, services, and amenities; and to establish an Endowment Fund to support teaching and research at SFU. Development was guided by an Official Community Plan (OCP)<sup>31</sup>, which requires the delivery of a dense, mixed-use community supported by a range of transport options. At full build-out, UniverCITY is anticipated to house up to 10,000 residents<sup>32</sup>.

Although the land remains under SFU ownership, fully serviced and subdivided parcels are available to developers through 99-year lease agreements.

### **SYRACUSE, NEW YORK, USA**

The Connective Corridor is a civic engagement initiative led by Syracuse University in partnership with the City of Syracuse and Onondaga County to promote smart growth principles and promote Syracuse as a "living laboratory" for revitalization.

Since the creation of the program, the university and city have:

- Leveraged \$47M in external funding
- Constructed a network of green streets and landscaped gateway nodes to the downtown
- Helped lobby for free public transit between campus and civic institutions which has led to an increase from 6,000 to 200,000 rides annually
- Implemented new wayfinding and tourism information portals
- Provided grant-based funding for 70 façade improvements, and
- The project has won the US Green Building Council global leadership award and the US Department of Transportation – Federal Highway Administration's national Environmental Excellence Award<sup>33</sup>.





## 15. AREA FINANCIAL IMPROVEMENT PLAN

### DESCRIPTION

A planning framework that sets out how an area prioritized for redevelopment will grow and identifies how supporting infrastructure, grants and services will be financed and developed.

### CHALLENGE

This tool seeks to affect REGULATORY, SOCIETAL and ECONOMIC drivers by:

- Setting out to developers the expectations of the local community but allowing certainty that infill is expected in this area.
- Helping to deliver tangible benefits to the community who will be affected by infill.
- Provides an opportunity to outline the community benefits of infill.

- Creating a mechanism to offset the local impacts of infill development.
- Focusing investment to create infrastructure and service capacity to sustain additional development.

### OPERATION

ATTRACT

### TIMEFRAME

MEDIUM-TERM

### IN EDMONTON

The Municipal Government Act (MGA) provides for an opportunity to create Community Revitalization Levy Plans that use tax increment financing to fund capital expenditures in order to promote redevelopment. Edmonton is currently using this program at three locations: Downtown, the Quarters Downtown and at Station Pointe.

## EXAMPLE

### HAMILTON, ONTARIO, CANADA

Adopted in 2016, the Hamilton Downtown and Community Renewal Community Improvement Plan (CIP) provides the framework for City programs and initiatives intended to stimulate private sector investment and redevelopment<sup>34</sup>. The plan identifies several project areas where programs and initiatives are offered including:

- Downtown Hamilton
- Community Downtowns and Business Improvement Areas
- Commercial Corridors
- Barton/Kenilworth Commercial Corridors Study Area
- Designated Heritage Properties
- Mount Hope Airport Gateway

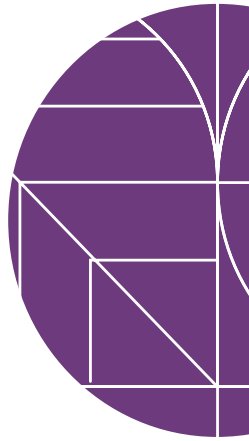
The CIP is supported by various incentive programs including: multi-residential investment programs, tax increment programs, commercial property improvements, commercial corridor housing loan program, the Hamilton Heritage Property grant, office tenancy assistance program and others.

### UNITED KINGDOM, NATION WIDE

Across the United Kingdom neighbourhood plans must align to statutory plans and targets set out in precedent legislation, but allows neighbourhoods to decide where and how such development will occur. Two important tools are available following the preparation and adoption of neighbourhood plans:

Firstly, the neighbourhood can issue Development Orders, which give planning permission for small-scale development for community benefits, for example developments for young families or affordable units.

Secondly, where development occurs, a proportion of tax monies collected from that development are allocated to that community to develop supporting infrastructure as they see fit<sup>35, 36</sup>.





## 16. PUBLICLY OWNED REDEVELOPMENT AGENCIES

### DESCRIPTION

Redevelopment agencies are quasi-governmental bodies that pursue redevelopment and revitalization of specific areas. While these agencies may not directly develop property, they are deeply involved in most facets of a redevelopment: they create redevelopment plans, fund local infrastructure improvements, assemble parcels, assist developers, broker deals and sell bonds to pay for all of the above.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Influencing market demand in specific areas by promoting redevelopment.
- Addressing blight to change perceptions.
- Acting as a conduit to engage with various stakeholders involved in development projects.

- Providing funding and financing for development projects.

### OPERATION

ATTRACT

### TIMEFRAME

LONG-TERM

### IN EDMONTON

In 2016, there was discussion within the City on the development of a "super light" for-profit development corporation similar to the Calgary Municipal Land Development Corporation. This proposal has since been abandoned for lack of support<sup>37</sup>.



## EXAMPLE

### TORONTO, ONTARIO, CANADA

Waterfront Toronto is the publicly owned development corporation funded by taxpayers to provide infrastructure improvements and development opportunities along Toronto's waterfront. The waterfront spans approximately the same area as Toronto's downtown core and development is expected to continue for 25 years. At completion, the waterfront lands are expected to house 40,000 new residences and provide 40,000 new jobs in the area.

Since 2004, Waterfront Toronto has opened 25 new or improved parks within the waterfront area. These include the Port Union Waterfront Park, Mimico Waterfront Park and Sherbourne Common, which includes neighbourhood-level low-impact development stormwater management systems<sup>38</sup>.

### CALGARY, ALBERTA, CANADA

The Calgary Municipal Land Corporation (CMLC) was established in 2007 as a wholly owned subsidiary of the City of Calgary meant to implement the Rivers District Community Revitalization Levy Plan. The CMLC operates as both a redevelopment agency, where it manages infrastructure improvements, as well as a private landowner to draw development into Calgary's East Village.

Since its creation, CMLC has successfully undertaken a number of infrastructure projects including renewal of an island park at St. Patrick's Island, reconstruction of the George C. King Bridge to connect the East Village to the neighbourhoods across the Bow River. In addition, it has completed several projects to improve recreational and commuter bicycle trails connecting the area with the surrounding areas.

In addition, CMLC has worked with a number of development partners to develop high-density residential towers within the neighbourhood.





## 17. LAND BANKS

### DESCRIPTION

Land banks are organizations operated by public agencies, which acquire and prepare land for development or redevelopment. In practice, land banks may serve as land developers like redevelopment agencies, but for the purposes of this report, the key function of land banks is considered the collection, servicing and preparation of lands for sale. The goal of this work is to provide adequate lands for development rather than fulfilling a development role. In addition, land banks are differentiated from redevelopment agencies in that they do not have a specific geographic scope but operate on lands as they become available.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Addressing vacant properties and land, which can negatively affect the perception of an area.

- Providing suitable, development-ready sites to developers.
- Remediating brownfield land for positive use within the community.
- Assisting with land assembly where adjacent parcels can be developed or a developer is seeking to expand their site.

### OPERATION

CONTROL / ATTRACT

### TIMEFRAME

MEDIUM / LONG-TERM

### IN EDMONTON

The City of Edmonton's Civic Property Services develops city owned surplus land for profit. The team may take action to make land developable, or to increase its value by maximizing the development potential.

This could involve a varying level of planning and engineering work from statutory plan amendments, rezonings, subdivision, road closures, consolidations, as well as "hard" improvements to the land, such as putting in servicing and constructing roads. Properties are sold at market value, unless directed by Council for specific projects.

Other examples of policies related to land banking have included the historical acquisition of larger parcels of land around LRT stations for potential future development.

Since 2006, the City of Edmonton has undertaken efforts to promote the redevelopment of surplus school sites through the Building Housing Choice program<sup>39</sup>, including the First Place Program<sup>40</sup> as well as redevelopment into senior's housing and other civic uses.

## EXAMPLE

### SASKATOON, SASKATCHEWAN, CANADA

Active since the 1920s, and formalized in 1954, Saskatoon Land obtains property for development through tax enforcement and purchase. The land bank manages delinquent properties and captures value from new developments. The land bank is subject to all procedures and regulations that govern the land development process, and is self-financing through an administration fee received on all sales<sup>41</sup>.

At time of writing, Saskatoon Land operates primarily in greenfield areas, but it does maintain a small number of infill lots within the city core for sale.





## 18. INCREASING INFRASTRUCTURE CAPACITY IN AREAS DESIGNATED FOR INFILL DEVELOPMENT

### DESCRIPTION

Investment into infrastructure capacity and service provision in areas that are expected experience infill development.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by

- Ensuring sufficient capacity to sustain additional development and reducing the need for development levies.
- Supporting existing and future growth with necessary amenities to promote a high quality of living.
- Providing tangible benefits to neighbourhoods and communities that are expected to experience infill development.

- Focusing investment in certain areas to support development and increase consumer demand in those locations.
- Helping to change perceptions and making areas more attractive.

### OPERATION

ATTRACT

### TIMEFRAME

LONG-TERM

### IN EDMONTON

The City of Edmonton provides infrastructure upgrades throughout the city to support various projects.

Neighbourhood Renewal and the Great Neighbourhoods Program deliver a long-term approach to renewing sidewalks, curbs, roads and lighting in core and mature neighbourhoods. This includes over 25 previously completed neighbourhood reconstruction projects as well as the following future projects<sup>42</sup>:

- 2017 Neighbourhoods: Belgravia, Kilkenny, McKernan, Montrose, Strathearn
- 2018 Neighbourhoods: Allendale, Bellevue/Virginia Park, Newton, Prince Charles, Spruce Avenue.

Examples of projects related to infrastructure management and other planned infrastructure improvements include:

- Light Rail Transit extensions as set out in the *Long-term LRT Network Plan 2009* which envisages LRT extensions to the existing Capital and Metro lines and the addition of an east-west Valley Line and central Festival & Energy Line.

### IN EDMONTON CONT.

- Transit Avenues include extensions to existing transit corridors and are planned specifically to support infill throughout Edmonton. This includes greater building orientation to the street, higher densities and more frequent transit service.
- Main Streets are defined as both important spaces in Edmonton and important transportation links. Projects under the Main Streets program have included corridor studies and pilot projects including the *Norwood Boulevard Corridor Study*, *Plan Whyte*, *Imagine Jasper Avenue* and *Envision 109*<sup>43</sup>.
- Directed expansion of infrastructure capacity in areas like the Quarters Downtown and through the Stewarding Great Neighbourhoods program.

Finally, there are a number of initiatives taking place within the City administration to coordinate infrastructure management and investment with growth and other policy aims.



### EXAMPLE

#### OTTAWA, ONTARIO, CANADA

In 2008, the City of Ottawa updated its infrastructure management plan to provide a strategic approach to Managing Infrastructure Capacity to Support Intensification and Infill<sup>44</sup>. The strategic document outlines five priority steps:

- Addressing capacity management challenges and opportunities
- Public and private capacity improvement projects
- Related Public Education Programs
- Funding capacity works
- Monitoring capacity management initiatives

This plan seeks to manage and maintain the performance of sewer and drainage systems during extreme wet weather events. This strategic document outlines interconnections between the capacity studies undertaken as a part of the document with the ongoing infrastructure rehabilitation programs and other efforts including the city's brownfield redevelopment strategy and amalgamated development charges bylaw.

Ongoing monitoring and outcomes of this initiative were not available at this time.





## 19. FACILITATE PUBLIC/INSTITUTIONAL USES IN INFILL LOCATIONS OR ON VACANT LANDS

### DESCRIPTION

Tools can be used to promote the uptake and use of vacant or underused space through partnerships for new public uses, community amenities or non-profit organizations in priority infill areas.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Improving market conditions by locating offices and new development on vacant land or in priority areas.
- Changing perceptions of areas through developing vacant or blighted lots.
- Delivering new services and generating development activity within priority infill areas.
- Supporting the financing of developments and

reducing risk by agreeing to occupy office space or use residential locations for better service provision.

### OPERATION

CONTROL

### TIMEFRAME

LONG-TERM

### IN EDMONTON

Arts Habitat provides a service called SpaceFinder that connects Edmonton based non-profit organizations that need space with those who have available space. This service does not include promotion of non-profit tenancy within new, infill developments<sup>45</sup>. In addition, the Edmonton Heritage Council offers Heritage Project Accelerator Grants, which are designed to support small-scale heritage projects, which tell stories from Edmonton in a unique way.

## EXAMPLE

### PORTLAND, OREGON, USA

An initiative of Prosper Portland, a local community development organization, provides affordable commercial tenant opportunities for businesses owned by demographics typically underrepresented in the business community and who provide needed business services to the local community. Two locations have lease space available; the first is a building owned by Prosper Portland and the second is a new infill development with 4,000 sq ft of Class A retail space allocated for Prosper Portland's Affordable Commercial Tenanting Program<sup>46</sup>.

### DETROIT, MICHIGAN, USA

The White House commissioned a special Detroit Blight Removal Task Force in 2013 to help Detroit deal with disused land. This provided the context and framework for the Detroit Future City Implementation Office (DFC), which now provides incentives to public and nonprofit organizations to develop vacant lots. The DFC awarded 10 Detroit-based community organizations a share of \$65,000 to implement lot designs from the DFC Field Guide to Working with Lots. A maximum of \$5,000 of the mini-grant is designated for lot design implementation; the remaining \$1,500 is dedicated to the maintenance of the lot, programming, and educational material expenses.

The Working with Lots Mini-Grant winners are receiving technical assistance from two partnering organizations: Keep Growing Detroit, a nonprofit that promotes food sovereignty within the city limits, educates and empowers residents around land use, and lobby, a crowdfunding, advocacy and volunteering platform for community improvement projects.

Winners included a local community group, the North Rosedale Civic Association, who are planning to build a butterfly meadow; a collective of female filmmakers who are going to build an amphitheater-style venue for monthly movie screenings; and a resident who has designed a public garden to act as a veterans' memorial<sup>47</sup>.

While these projects might not directly build infill housing, they result in the use of under-developed or under-used areas within a community, which in turn can draw new citizens to an area and raise the overall profile or desirability of the community.





## 20. NOT-FOR-PROFIT COMMUNITY DEVELOPMENT CORPORATIONS/CO-OPS

### DESCRIPTION

Community development corporations (CDCs) are nonprofit organizations that manage or invest in projects consistent with community goals, such as revitalization and affordable housing.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Acting within the market beyond that of traditional developers and lenders.

- Improving market conditions by instigating catalyst development in local communities.
- Helping to change perceptions in distressed communities.
- Providing opportunities for income and skills development for local residents.

### OPERATION

ATTRACT

### TIMEFRAME

LONG-TERM

### IN EDMONTON

Edmonton is currently home to a number of not-for-profit organizations that provide investment into specific needs across the city. These include organizations like Arts Habitat, the Greater Edmonton Foundation, Right at Home and others.

Edmonton operates a Neighborhood Revitalization Program (NRP) that works in partnership with citizens, organizations and business owners to set neighbourhood goals and achieve results through collaboration and partnerships. Once a neighbourhood has been identified by the City, people, businesses and organizations in the area meet with the City in a consultation process to determine community goals and action plans. City staff will support and facilitate the process, and coordinate with City departments when necessary.

Projects undertaken through the neighbourhood revitalization program include:

- Central McDougall/Queen Mary Park Revitalization
- McCauley Revitalization
- Jasper Place Revitalization
- Avenue Initiative Revitalization

In 2016, the City of Edmonton approved the formation of the not-for-profit Edmonton Community Development Corporation (CDC) along with \$10 million in start-up grants from the Edmonton Community Foundation and another \$10 million dollars in the form of vacant city-owned land. The CDC is intended to stand as an arm's length organization that will partner with communities to address poverty by attracting jobs and investment, and by helping distressed neighbourhoods deal with vacant or blighted properties.



## EXAMPLE

### PORTLAND, OREGON, USA

Portland's redevelopment agency, Prosper Portland (formerly the Portland Development Corporation), focuses its operations in Urban Renewal Areas (URA) as designated by the City of Portland and seeks redevelopment and social equity in those areas. Since it was created, it has acted as a conduit to drive the redevelopment of the River District and now focuses on partnerships with industry and business owners to provide jobs, and promote equity for people of colour and other disadvantaged groups in Portland.

During the corporation's initial phase, it was responsible for the redevelopment of River District. By 2012, almost \$500 million of debt was allocated and over \$250 million was issued by the community for a number of key improvements. This included \$350 million for infrastructure and parking at the Brewery Blocks, development of three public parks and beautification of Oldtown/Chinatown. Prosper Portland also partnered with a local major landowner to finance 3000 new affordable housing units, which transformed an old warehouse into the North American headquarters of a major corporation. Since redevelopment began, the River District is now worth over \$2.2 billion<sup>48</sup>.

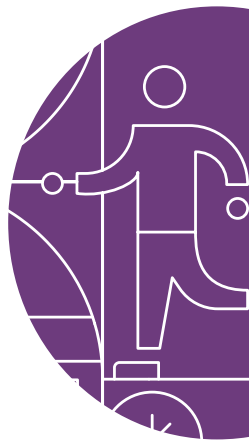
More recently, Prosper Portland has focused on community-based initiatives including providing affordable lease spaces, advocating for lease space in new developments, and promoting businesses owned by people of colour.

### CALGARY, ALBERTA, CANADA

Aging in Place is a co-operative in Calgary seeking to help aging seniors remain in their current neighbourhoods. Aging In Place provides members with non-health-care-related services they may need including home repairs, or helping them create a secondary income stream through secondary suites.

The Calgary Aging in Place Co-operative was incorporated in 2015 and started recruiting members in 2016. It was founded with a grant of \$32,000. Membership is \$60 annually, and for this, members receive assistance with services such as<sup>49</sup>:

- House cleaning, yard work and landscaping services
- Home maintenance or renovations such as carpentry work, painting and flooring
- Home safety evaluations and upgrades, land use re-designation assistance
- Help with Provincial and Federal home-related grant and loan programs





## 21. PROVINCIAL AND REGIONAL PARTNERS

### DESCRIPTION

A wide range of funding and grants are available from both the provincial and federal governments that can be used to cover a portion of construction costs and incentivize infill development.

In addition, there are many housing providers and agencies located throughout the Edmonton region, which may act as partners to promote and unlock infill development opportunities. This is primarily focused on non-market rate housing opportunities.

### CHALLENGE

Subject to the grant or how the monies are spent, this tool could seek to affect REGULATORY, SOCIETAL and ECONOMIC drivers by:

- Providing monies for additional capacity in municipal teams or policy development.

- Assisting with the delivery of infrastructure or services.
- Supporting financial incentives for specific developments.

### OPERATION

ATTRACT

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### REGIONAL HOUSING PARTNERS

The City of Edmonton partners with a number of groups to provide affordable housing options in Edmonton, including:

#### CAPITAL REGION HOUSING CORPORATION

The City of Edmonton is currently in partnership with Capital Region Housing as the property owner for the new Londonderry Social Housing Redevelopment project. This is the first social housing regeneration project underway in Edmonton, and serves to update the Londonderry Housing Complex originally built in 1971<sup>50</sup>.

#### METIS CAPITAL HOUSING CORPORATION, YMCA AND MELCOR

The City of Edmonton, partnered with Metis Capital Housing, YMCA and Melcor, are working together to develop the Boyle Renaissance project. This multi-building development includes two high-density, affordable housing developments as well as a co-generation system supplying heat and hot water to both buildings.

Other City of Edmonton partners have included the Greater Edmonton Foundation and Habitat for Humanity.

## 4.3 FINANCIAL TOOLS

22. **Density bonuses in infill priority locations**
23. **Vacant land tax / land value tax**
24. **Property tax abatement program for infill locations**
25. **Community infrastructure levy**
26. **Development charges to fund infrastructure or amenities**
27. **Vacant building credit**
28. **Capital reserve fund**
29. **Brownfield grant program**
30. **Development incentive program**





## 22. DENSITY BONUSES IN INFILL PRIORITY LOCATIONS

### DESCRIPTION

Density bonusing is used as a zoning tool that permits developers to build more floor space than normally allowed, in exchange for amenities, infrastructure, streetscaping features or affordable housing needed by the community.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Improving project feasibility by allowing development to maximize the use of land to reflect market demand.
- Supporting higher densities in specific areas.
- Providing the delivery of necessary public amenities and services, increasing the accessibility to these within the subject neighbourhoods.

- Changing perceptions of infill due to tangible benefits for the community.

### OPERATION

ATTRACT

### TIMEFRAME

MEDIUM-TERM

### IN EDMONTON

There is no density bonusing program or policy currently being used in Edmonton. However, the City of Edmonton is currently working with industry and community members to develop an alternative approach for developer-contributed public amenities secured through Direct Control zoning. This new policy is less about density bonusing and more about addressing the potential impacts of increased zoning.

## EXAMPLE

### VANCOUVER, BRITISH COLUMBIA, CANADA (SEE SECTION 5: CASE STUDIES FOR MORE INFORMATION ON THIS TOOL)

Density bonusing is used as a zoning tool that permits developers to build more floor space than normally allowed, in exchange for amenities and affordable housing needed by the community<sup>51</sup>.

Amenities can be community centres, libraries, parks, childcare centres, affordable housing and more.

Density bonus zones allow for:

- Outright density (or base density) with no density bonus contribution
- Extra density, up to a limit set in a zone, with a contribution towards amenities and affordable housing

Financial contributions are determined by the density bonus contribution rate set out in the zone.





## 23. VACANT LAND TAX / LAND VALUE TAX

### DESCRIPTION

A type of property tax imposed on vacant land of a rate that would be applicable to the possible development allowable given the site's existing zoning.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Removing the incentive of price appreciation for landowners who hold onto vacant or underused land.
- Promotes the availability of land within the local market which can reduce capital costs for developers.
- Removes vacant lots from neighborhoods, which can improve perception of the area.

### OPERATION

CONTROL

### TIMEFRAME

MEDIUM-TERM

### IN EDMONTON

In 2016 Council requested further exploration of a vacant property tax and Municipal Affairs reviewed a piece of legislation allowing tax of the same manner under first reading in early 2017. At time of writing, no further work has been undertaken by either the City of Edmonton or the Province of Alberta although the City already has the ability to split the residential tax rate into any category it sees fit.

## EXAMPLE

### CITY OF ST ALBERT, ALBERTA, CANADA (SEE SECTION 5: CASE STUDIES FOR MORE INFORMATION ON THIS TOOL)

St Albert adopted their vacant land tax in 2015 as Bylaw 32/2015, to encourage development of vacant residential lands through the use of a higher rate of municipal property taxation on those lands which have remained vacant for a defined duration of time (seven years).

The tax is applied is the General Municipal Residential Tax Rate x 1.25 and applies only to the land portion of the assessment. By the nature of this policy, no buildings and/or improvements can ever be taxed at the higher rate.

The site returns to the regular residential municipal tax rate when housing construction has begun as deemed by an assessor<sup>52</sup>.





## 24. PROPERTY TAX ABATEMENT PROGRAM FOR INFILL LOCATIONS

### DESCRIPTION

Provides an exemption or reduction in the taxes paid on sites undergoing infill development in infill-designated areas.

### CHALLENGE

This tool seeks to affect ECONOMIC drivers by:

- Making infill more financially attractive and affordable by reducing the taxes on new developments.
- Creating demand for specific development sites where the tool is applied.

### OPERATION

ATTRACT

### TIMEFRAME

SHORT/MEDIUM-TERM

### IN EDMONTON

Not used.



## EXAMPLE

### REGINA, SASKATCHEWAN, CANADA (SEE CASE STUDIES FOR MORE INFORMATION ON THIS TOOL)

Implemented in 2016, the City of Regina offers a variety of tax exemptions based upon type of housing proposed and location. There are three areas of the city:

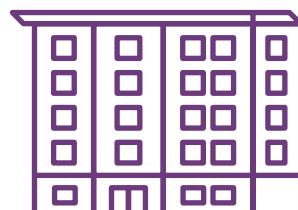
- City Centre
- Inner City and Established Neighbourhoods
- Developed and New Areas.

The maximum tax exemption is 100% for five years for rental housing & affordable rental and ownership housing throughout the city. This initiative is also supported by capital incentives. Eligibility for both is tested via a scorecard upon which points are earned by a development for meeting certain criteria<sup>53</sup>.

### SEATTLE, WASHINGTON, USA

The City of Seattle's Multifamily Tax Exemption (MFTE) program provides a property tax exemption to developers and owners of multifamily rental and for-sale residential projects<sup>54</sup>. For rental properties, the property owner is excused from property tax on residential improvements in exchange for rent restricting at least 20% of the units for income-qualified households during the period of exemption.

For condominiums and other for-sale multifamily properties, the tax exemption benefits the owner of each income and price-restricted unit, so long as at least 20% of the units are set aside. In no case does the exemption apply to land or nonresidential improvements. Under State law, the program currently provides a 12-year exemption.





## 25. COMMUNITY INFRASTRUCTURE LEVY

### DESCRIPTION

Levy to be collected on any additional floor space created as a result of infill. In some cases, the levy funds are then circulated to neighborhoods who accept infill development to spend as they see fit or to fund infrastructure upgrades or additional community amenities. In other cases, the funds may be retained by the municipality to fund needed infrastructure upgrades in an area.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Offsetting the local impacts of higher-density development through the provision of amenities and services.

- Helping to communicate the benefits of infill development within neighborhoods and could help reduce opposition.
- Dispersing the cost of infrastructure upgrades between multiple developers within an area.
- Front-loading the discussion around developer contributions in a transparent fashion to allow developers to include the charges within their financing model.

### OPERATION

ATTRACT/CONTROL

### TIMEFRAME

MEDIUM-TERM

### IN EDMONTON

Although this tool is similar to the Community Revitalization Levies being used in Edmonton (see Page 54), this particular use of a levy to capture land value uplift from infill development projects for infrastructure upgrade purposes is not being applied in Edmonton.

## EXAMPLE

### LEEDS, UNITED KINGDOM

The Leeds Community Infrastructure Levy was adopted in 2014<sup>55</sup>. The levy extends across different geographical zones of the municipality and is charged per square metre on many new buildings, based on their use and location.

The charges are based on viability and have been approved by an independent Examiner and by Full Council. The Council has to ensure that there is an appropriate balance between the rates being high enough to help fund infrastructure, and not harming the economic viability of development as a whole across Leeds. The funds from the levy are applied to a pre-approved list of items found within the legislation. In Leeds, these include:

- Sustainable Transport Schemes
- Secondary Education
- Leeds Flood Alleviation System
- Primary Education
- Green infrastructure and greenspaces
- District heating networks
- Public Health Facilities

In the first year of operation, the local authority collected approximately \$150,000 CAD (£101502.58)<sup>56</sup> from its levy, which excludes publicly funded development and non-profit developers. Example of infrastructure funded by the levy included:

- Leeds Core Cycle Network
- Public realm improvements





## 26. DEVELOPMENT CHARGES TO FUND INFRASTRUCTURE OR AMENITIES

### DESCRIPTION

Additional fee applied to new floor space in specific areas to internalize the cost of development in those areas and fund the infrastructure necessary to maintain and support both infill and greenfield growth.

### OPERATION

CONTROL

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### CHALLENGE

This tool seeks to affect ECONOMIC and SOCIETAL drivers by:

- Shifting the cost of additional infrastructure and services required for greenfield development onto the developers of those lands.
- Equilibrating market demand for housing between infill and suburban growth.

### IN EDMONTON

Not used for infill at a citywide scale.

## EXAMPLE

### WINNIPEG, MANITOBA, CANADA

In October 2016, the City voted in favour of charging \$500 for every 100 sq ft (9.3m<sup>2</sup>) of new residential space in selected areas at the fringes of the city, starting on May 1, 2017. The city's intention is to use the revenue from the new fees to pay for growth-related infrastructure.

The council-approved plan also calls for the fees to be applied to industrial, commercial, institutional and office developments in 2018 and to residential infill developments in older and mature neighbourhoods, including downtown, in 2019.

Prior to implementation the Council has been legally challenged by the Manitoba Home Builders' Association and the Urban Development Institute<sup>57</sup>. In May 2017, the fee came into effect with the Manitoba Homebuilders' Association saying that the fee added approximately \$9,500 in costs to a new home.





## 27. VACANT BUILDING CREDIT

### DESCRIPTION

A financial credit applied to vacant buildings that are brought back into use or demolished and redeveloped. Vacant building credits are then used to offset development charges or affordable housing requirements.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Reducing the financial barriers to the redevelopment of vacant buildings, due to constraints, remediation or heritage designation.
- Helping to promote the retention of buildings.
- Encouraging the redevelopment of vacant buildings can improve perceptions of a neighbourhood.

### OPERATION

ATTRACT

### TIMEFRAME

MEDIUM-TERM

### IN EDMONTON

Not used.

## EXAMPLE

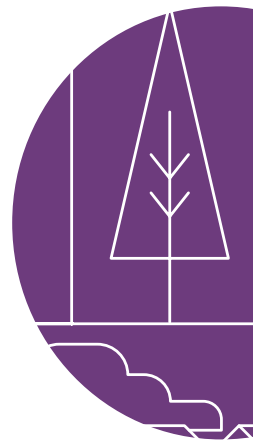
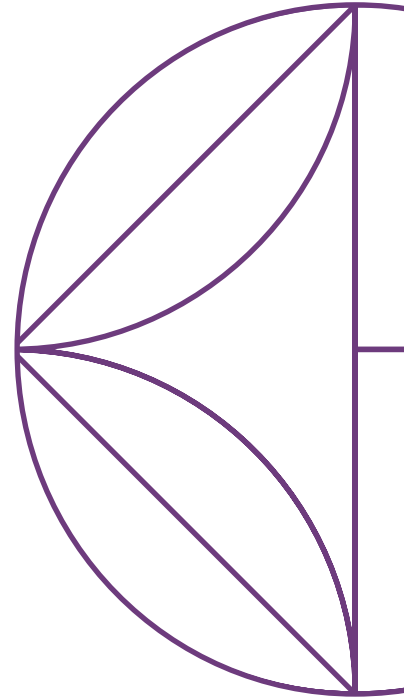
### BALTIMORE, MARYLAND, USA

In 2010, the City of Baltimore began the “Vacant to Value” program to use city data and resources to reduce blighted and vacant properties<sup>58</sup>. The program is seeking to address a common issue facing many US cities: a significant oversupply of housing. In 2016, Baltimore had a population of 620,000 but housing stock for one million residents. In addition to compelling vacant building owners to renovate their buildings and other more assertive approaches, including land banking and targeted demolition, the project also provides up to \$10,000 USD to eligible homebuyers towards closing costs to purchase previously vacant homes. The program also provides a variety of homeownership grants including:

- Between \$1,000 USD – \$2,500 USD in matching funds for specific employers through the Live Near Your Work Program.
- Up to \$5,000 USD for eligible low-income, first-time homebuyers.

### UNITED KINGDOM, NATIONWIDE

The National Planning Policy Framework promotes the redevelopment of previously developed land. Vacant building credits are a financial credit that can be applied towards a new development’s building fees or affordable housing contribution. This credit can be used to offset fee payments thereby helping to make previously unviable sites more viable.





## 28. CAPITAL RESERVE FUND

### DESCRIPTION

A fund that targets “deserving activities or groups” that are not able to secure conventional loans, and can be supported by the development activities of a more successful area in the city.

### CHALLENGE

This tool seeks to affect SOCIETAL and ECONOMIC drivers by:

- Ensuring the provision of infrastructure capacity and amenities in support of new development.
- Changing perceptions of infill development by providing funding for additional amenities and services in neighbourhoods experiencing infill.

### OPERATION

ATTRACT

### TIMEFRAME

LONG-TERM

### IN EDMONTON

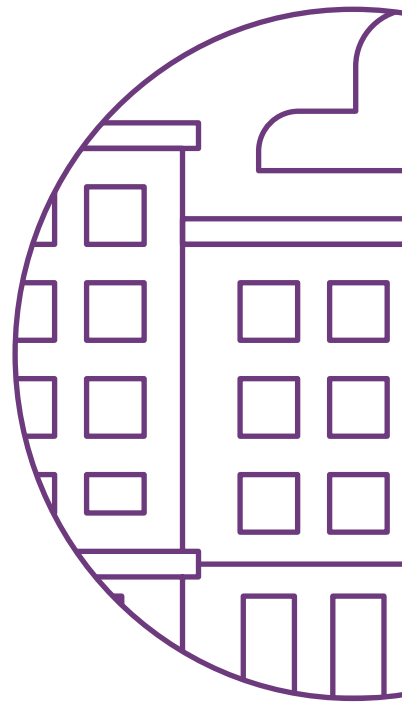
Not used.



## **EXAMPLE**

### **TORONTO, ONTARIO CANADA**

Toronto's Capital Revolving Fund was established in 1999 with a capital allocation of \$10.9 million coming mostly from the City's successful density-bonusing program in the 1980s. The assistance may take the form of capital grants, loans or forgivable loans. Affordable ownership and affordable rental projects are both eligible for these funds. As a general rule, the fund will support no more than 15% to 25% of the total capital costs of a project. In 2013, the Capital Revolving Fund had an uncommitted balance of approximately \$3.5 million.





## 29. BROWNFIELD GRANT PROGRAM

### DESCRIPTION

Brownfield grants provide additional funding to help spur redevelopment of sites that were previously developed but whose redevelopment may be restricted by contamination or remediation requirements.

### CHALLENGE

This tool seeks to affect ECONOMIC and SOCIETAL drivers by:

- Providing additional financing to support the development of brownfield land and offset the associated remediation costs.
- Promoting the removal of blighted sites and lots from neighborhoods.

### OPERATION

ATTRACT

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### IN EDMONTON

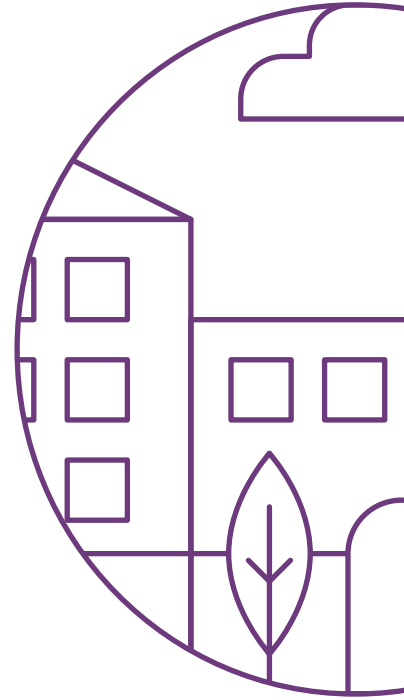
The City of Edmonton's Brownfield Redevelopment Grant program<sup>59</sup> offers grants for all stages of brownfield remediation and includes environmental performance incentives. Initially developed with support from Federation of Canadian Municipalities' Green Municipal Fund, the program first targeted 50 contaminated gas stations and was later expanded to include all refueling sites within the City of Edmonton. It has recently been revised and was amended in June 2017.

Since its implementation, the Brownfield Redevelopment Grant has won awards from the Canadian Urban Institute's Brownie Award for Reinvestment (2015), the Minister's Award for Municipal Excellence for Larger Municipalities (2015) and the FCM Sustainable Communities Award for Brownfield Plans (2016).

## EXAMPLE

### CAMBRIDGE, ONTARIO, CANADA

The City of Cambridge provides a grant to fund up to 100% of the cost of restoration costs (up to a maximum of \$1,500 per new residential unit) for developments on restored sites<sup>60</sup>. This program is in place in three core areas of the city – Galt City Centre, Preston Towne Centre and Hespeler Village. In 2000, the first project to take advantage of the program resulted in the Wellington Square development, which resulted in the creation of 82 3-storey townhouses. Although the project was eventually constructed and deemed a success from a remediation perspective, from a financial perspective, the developer did not consider this project a success. This is understood to be partially a result of a lack of demand for townhouse style housing at the time and in the areas where this project was undertaken<sup>61</sup>.





## 30. DEVELOPMENT INCENTIVE PROGRAM

### DESCRIPTION

Development incentive programs provide additional funding to developments that qualify for them based on specific development criteria aligned with objectives like affordable housing, accessible suites, or environmentally friendly design.

### OPERATION

ATTRACT

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### CHALLENGE

This tool seeks to address ECONOMIC drivers by:

- Providing funding to developments that align with city-building objectives.
- Reducing the financial risk for individual developments.
- Formally indicating support for certain forms of development.

### IN EDMONTON

The City of Edmonton currently offers a number of small- to medium-sized matching grants to support other investments seen as beneficial to communities. These include:

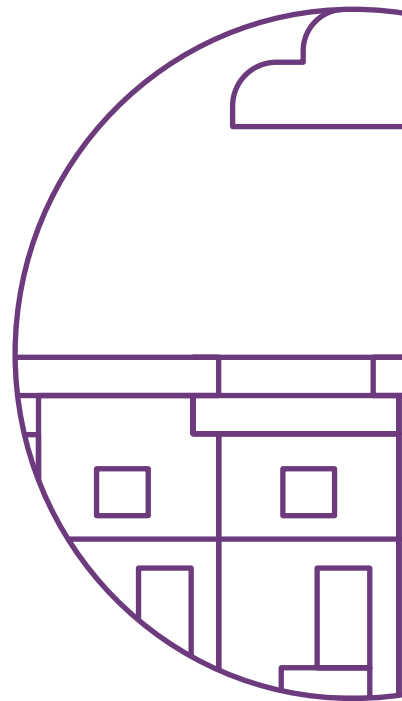
- Cornerstores Business Development Grant Programs
- Cornerstones Grant Program
- Façade Improvement Program
- Development Incentive Program for property owners in Business Improvement Areas. This includes a Multi-unit Residential Development Program which provides a per door grant on mixed use or residential housing projects.

## EXAMPLE

### SAN ANTONIO, TEXAS, USA

In 2012, the City of San Antonio, Texas adopted the Centre City Housing Incentive Policy (CCHIP) to provide funding up to \$7,500 per housing unit through a low-interest loan for new housing within the Greater Downtown Area<sup>62</sup>. The loan is considered as-of-right for all developments within the Greater Downtown Area with over 16 units per hectare. Implementation of this fund is also abetted by short timelines where applications can take as little as 4 weeks to process.

The CCHIP also provides additional financial incentives including development fee waivers, property tax rebates and forgivable loans for Mixed-Use developments.



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## **4.4 ADMINISTRATIVE TOOLS**

- 31. Expedite infill development permit process**
- 32. Planning performance agreements (PPAs)**
- 33. Infill project review team**
- 34. Re-examination of planning and building fees**





## 31. EXPEDITE INFILL DEVELOPMENT PERMIT PROCESS

### DESCRIPTION

A program which serves as an alternative development process for eligible developments. This alternative process is intended to be significantly expedited through reductions in mandatory review timelines as well as aid in navigating the development permit process.

### CHALLENGE

This tool seeks to affect ECONOMIC and REGULATORY drivers by:

- Reduces costs for development as a result of permitting delays.
- Promoting specific forms of development or development that fall within certain criteria.
- Providing certainty of a date of decision to developers.

### OPERATION

ATTRACT

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### IN EDMONTON

Not used in an infill context.



## EXAMPLE

### TORONTO, ONTARIO, CANADA

The City of Toronto operates a Gold Star Service to guide and expedite development. The program targets commercial, institutional and office projects. Each project that receives this service is assigned an Economic Development Officer as part of the City Planning or Toronto Building case-managed team. The team provides customized one-on-one assistance to help businesses navigate the review and approval process.

The assigned staff works proactively with the applicant, other City divisions, and agencies involved in development review to identify approval requirements, resolve issues and ensure that the Gold Star project receives prompt attention<sup>63</sup>.

Additional information on the uptake of the program was not available at this time.

### SAN DIEGO, CALIFORNIA, USA (SEE SECTION 5: CASE STUDIES FOR MORE INFORMATION ON THIS TOOL)

The Sustainable Buildings Expedite Program (SBEP) service is optional to applicants who desire expedited permit processing. It requires a supplemental fee of \$500 in addition to other associated fees. It reduces development processing timeframes by 50%.

Projects which are aligned with the city's development goals are eligible. Urban infill projects of 10 or more units are eligible, where they will provide a certain element of affordable housing. Infill housing development projects need to provide a larger number of affordable housing units than they replace<sup>64</sup>.





## 32. PLANNING PERFORMANCE AGREEMENTS (PPA)

### DESCRIPTION

Planning performance agreements are a project management tool that municipalities and applicants can use to outline important features of a development permit application process. The agreements often include specific language that identifies timelines, due dates, actions and resources for handling applications.

### CHALLENGE

This tool seeks to affect ECONOMIC and REGULATORY drivers by:

- Managing variables in large and complex applications to minimize delays.
- Providing transparency and clarity to all parties, giving confidence to developers and supporting financiers.
- Giving certainty to the proposed work plan, milestones and decision dates to provide for an efficient decision-making process.

- Setting out a framework for cooperation and issue resolution helping to minimize delays.

### OPERATION

ATTRACT

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### IN EDMONTON

Not used.

## EXAMPLE

### UNITED KINGDOM, NATIONWIDE (SEE SECTION 5: CASE STUDIES FOR MORE INFORMATION ON THIS TOOL)

For major applications (developments of ten or more residential units and/or 1000m<sup>2</sup> of commercial space) the local planning authority offers a PPA framework in which the application can be managed. This tool was developed directly from the Killian Petty review, which sought to streamline the English planning system to encourage economic development.

There is an additional cost to complete a PPA, which is based on the anticipated officer hours, with hourly rates publicly available. Any special committees or reviews including Design Review are included in the fee. The fees are used to directly fund new positions within the relevant team to handle the additional workload. It does not substitute other necessary fees associated with application handling.

The value of PPAs derives from a desire for certainty from developers regarding timeliness during the decision-making process. Developers submitting large applications often utilize this service, given the capital at stake in relation to the PPA fee. In addition, PPAs create a framework for cooperation between local development authorities and applicants and creates an understanding of the significant amount of work required to achieve major projects. Uptake of the service has occurred across the UK, with most municipalities adopting their own PPA framework.





## 33. INFILL PROJECT REVIEW TEAM

### DESCRIPTION

Team of dedicated experienced staff familiar with infill challenges, with strong links to other necessary city departments to act as a single conduit to take the development efficiently through the development permit process.

### CHALLENGE

This tool seeks to affect ECONOMIC and REGULATORY drivers by:

- Providing single point of contact for developers of infill development.
- Developing a team with the capacity to understand and manage infill development as it occurs.

### OPERATION

ATTRACT

### TIMEFRAME

LONG-TERM

### IN EDMONTON

This was an action identified in the 2014 Evolving Infill Roadmap. There is a liaison, compliance and development approvals section to the team, created in 2015.

The City of Edmonton now has three infill-related teams:

- The Residential Infill Development Approvals team has reviewed thousands of applications since it launched in 2015
- The Infill Liaison team launched in August 2016 and is comprised of two planners, whose roles are to advance the City's infill conversations through outreach and education, coordinating internal infill work, analyzing infill issues and complaints, serving as a point of contact for infill questions and supporting ongoing policy development.
- The Infill Compliance team consists of a Community Standards Peace Officer and a Development Compliance Officer who work together to inspect and monitor active infill sites.

## EXAMPLE

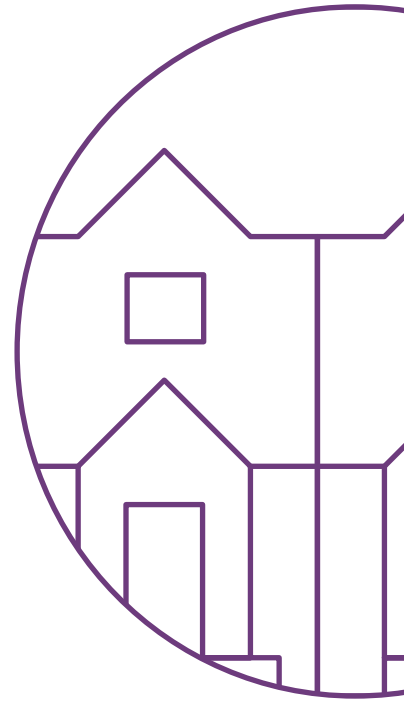
### HACKNEY, UNITED KINGDOM

In the London Borough of Hackney, development applications are divided between two classes:

- Minor Developments: Include smaller-scale applications for developments with less than 10 dwelling units or commercial developments with less than 1,000 sq ft (93m<sup>2</sup>).
- Major Developments: Include larger-scale applications for developments with more than 10 dwelling units or commercial developments with more than 1,000 sq ft (93m<sup>2</sup>)

The more common Minor Developments are processed by teams of staff operating within the four quadrants of the Hackney Borough of London. In addition, a team of 'Majors' staff act as development authorities for major developments. They provide a single conduit into the administration and each major project is assigned to a single staff.

While this differentiation is not specific to infill development it allows for municipal staff to specialize with regard to specific legislation related to larger-scale developments (or infill as the case may be)<sup>65</sup>.





## 34. RE-EXAMINATION OF PLANNING AND BUILDING FEES

### DESCRIPTION

A refund of the associated planning and building fees after construction completion if certain criteria for development are met.

### CHALLENGE

This tool seeks to affect ECONOMIC and REGULATORY drivers by:

- Acting as an incentive for development that meets certain criteria by reducing fees.
- Reduces the costs associated with infill development, which is especially important for smaller, homeowner-driven redevelopment.

### OPERATION

ATTRACT

### TIMEFRAME

DEVELOPMENT-SPECIFIC

### IN EDMONTON

Under the Cornerstones Program, secondary suites are eligible for grants to cover fees.

## EXAMPLE

### TORONTO, ONTARIO, CANADA

The Tier 2 Development Charge Refund program offers a partial development charge refund to projects that have demonstrated and achieved both Tier 1, mandatory, and Tier 2, voluntary, performance measures of the Toronto Green Standard (TGS). The criteria for the building to meet are assessed by project evaluators as registered by the City. The deadline for submission of the completed Verification Report is five (5) years from the date that DCs were payable to the City of Toronto.

The TGS is more focused on sustainability; however, it is an example of where fees can be refunded when certain criteria are met via a set process.

### PORTLAND, OREGON, USA (SEE SECTION 5: CASE STUDIES FOR MORE DETAILED INFORMATION ON THIS TOOL)

Ancillary Dwelling Units (ADU) (similar in scale to laneway units) have been allowed in Portland since the 1990s. ADUs in Portland are allowed throughout the city's detached single-family zones and the primary dwelling does not have to be owner-occupied.

Conversations with officials from the City of Portland highlighted recent changes in zoning to allow ADUs and more recent fee reductions have resulted in a significant increase in permits. In the early 2000s there were only about 30 permits for ADUs per year. It was noted that development charges on ADUs were often a minimum of \$8000, which was a considerable financial barrier for a struggling development industry. Since 2010, those fees have been waived and in 2016 there were 615 permits for ADUs<sup>66</sup>.



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# 5. CASE STUDIES

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# CASE STUDIES

The tools outlined within Section 4: Practice Review all seek to facilitate infill development in specific areas. To support this initial online research, case studies were undertaken to better understand some tools. This was done by inviting professionals involved with implementing and managing the various tools to answer questionnaires and follow up with interviews.

The tools selected to review were:

1. Vacant Lot and Adaptive Reuse Program, Saskatoon
2. Urban Growth Belt, Golden Triangle (Toronto)
3. Laneway Housing, Portland
4. Form-Based Coding, Phoenix
5. Community Improvement Program, Hamilton
6. Density Bonusing, Vancouver
7. Tax Abatement, Regina
8. Vacant Land Tax, St Albert
9. Expedite Permit Process, San Diego
10. Planning Performance Agreements, United Kingdom (Hackney)





## 5.1 VACANT LOT AND ADAPTIVE REUSE PROGRAM, SASKATOON

### LOCATION AND CONTEXT

Saskatoon is the largest city in Saskatchewan with a population of 250,000. Its economy is focused on natural resources, specifically oil and gas extraction and agriculture. Its highest residential densities are currently found within the downtown and surrounding area with average densities over 18 units per hectare (2016).

Saskatoon's overall population is expected to double over the next 30 years to 500,000. The population growth rate is expected to average around 2.5% per year. The growth of the city is set out in the Growth Plan to Half a Million. This document sets out a target of 35% of development as infill across strategic areas including the downtown, university, and mature neighbourhoods.

### CHALLENGES – MULTIPLE

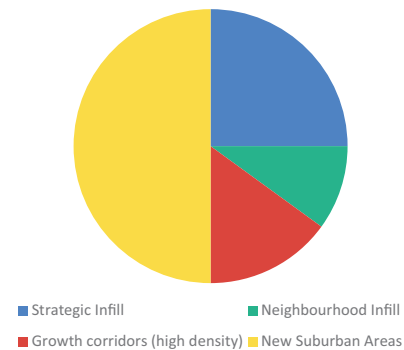
The development of the Vacant Land and Adaptive Re-Use program (VLAR) was initiated via a recommendation of the 'Riverside Local Area Plan'. This VLAR recommendation was borne out of concern for vacant lots and brownfields and their associated negative externalities in the neighbourhood. It was recognised by the City that one barrier to the development of vacant lots in Saskatoon was the absence of accessible and complete information about the quantity, locations, and characteristics of vacant sites in the city. If vacant sites were not actively listed on the real estate market, developers interested in pursuing infill development must manually search for sites.

### APPROACH – ADVOCACY & PARTNERSHIPS

Saskatoon uses the Vacant Lot and Adaptive Reuse Strategy to incentivise infill development. The strategy includes financial incentives, policies and education material. It was introduced in 2011.

One component of the VLAR is the vacant land

### GROWTH PLAN TARGETS



inventory. It is an advocacy and financial incentive tool that informs potential investors and developers of infill opportunities and provides easily accessible city policy for areas with concentrations of vacant lots. The inventory focuses on vacant sites within established neighbourhoods and excludes any sites that are deemed undevelopable.

The data for the Vacant Lot Inventory is managed through the regular property assessment cycle as the City maintains a comprehensive inventory of property use for all sites in Saskatoon. The inventory includes a group of property use categories for undeveloped land, which also includes surface parking lots. All land which falls into these "undeveloped" categories is considered vacant. Interested parties can access the inventory online to see a variety of details and publicly owned land is also highlighted.

Individuals wishing to contact the owner of a vacant site must visit City Hall to request a search, which includes a small user fee of \$7.00.

During the development of the VLAR, taxation and



fees were discouraged as it was considered that “there are limited benefits to a disincentive system which may have unintended negative effects. The use of disincentives must be done carefully to avoid interfering with the marketplace and penalizing those who have intentions to use vacant land, but the market conditions are not yet favourable”.

### **OPERATION – ATTRACT**

The VLAR has been in operation since 2011 and operates by identifying and outlining vacant lots within an inventory and then supporting their reuse or redevelopment through economic incentives.

### **TIMEFRAME – SHORT-TERM**

The program was updated in 2012 and is monitored annually.

### **OUTCOME**

In the first year that the VLAR was adopted, there were 26 applicants to the program as outlined in the *2011 Annual Report and Proposed Policy Changes*<sup>67</sup>. Together, the applications represented an estimated investment of \$38.2M and for each dollar approved through the grant it was estimated that \$44 of private investment would occur.

Since 2011, the VLAR program has approved 51 applications, with three new applications in 2016. Together, this has resulted in over \$1.5M in VLAR incentive allocations and resulted in \$77M worth of investment in approved projects, with \$23M invested in the central business district and \$16M in the central Riversdale area.

The ongoing measurement of Saskatoon's VLAR program indicates that the program has been successfully applied as an incentive to redeveloping vacant lots. Although, from the data available, it is not clear whether the projects that received funding from the VLAR would have proceeded regardless without VLAR funding or other forms of support those projects may have received.

### **APPLICATION IN THE EDMONTON CONTEXT**

**Legislative Framework:** A Vacant Land and Adaptive Reuse Strategy is currently implementable within the planning framework in Alberta. The City of Calgary recently removed planning requirements for certain uses within its downtown Enterprise Area to promote redevelopment of vacant office spaces in light of the ongoing economic slowdown and high vacancy rates in the city.

**Ease of Application:** The City of Edmonton already operates programs that address some of the goals of Saskatoon's VLAR program including:

- Vacant Land Inventory: In 2014, the City of Edmonton created a vacant land inventory for some areas of the city core. This information has not been thoroughly updated since it was first assembled and can be considered at this time to be a snapshot of some of the vacant parcels within the city.
- Adaptive Reuse: The City of Edmonton currently offers programs for addressing environmental contamination, like the Brownfield Grant Program, as well as provides additional flexibility on zoning requirements like parking for owners who choose to designate the property as a historic resource.

### **LESSONS LEARNED**

- The VLAR encourages infill by improving the feasibility and opportunities for redevelopment while not penalizing existing landowners.
- Ongoing maintenance of vacant land data is collected through existing municipal data as part of assessment and taxation.
- Provides a targeted program that achieves neighbourhood-level benefits by decreasing the number of vacant lots and buildings while also promoting infill.
- Provides an integrated service, which may be more accessible from a developer's perspective when seeking to reduce barriers to redevelopment.



## 5.2 URBAN GROWTH BELT AND GROWTH PLAN, GODLEN HORSESHOE (TORONTO)

### LOCATION AND CONTEXT

The Golden Horseshoe is a region in southern Ontario including Toronto and surrounding municipalities. It is the most densely populated and industrialized area in Canada. The region's population in 2016 was 9.24 million. Its economy is diverse and the most economically active in the country. The area focuses on IT, health care, finance and tourism. The prevalence of large-scale manufacturing and industry is still significant however, this has been in decline since the early 2000s.

The area's population is expected to grow to 11.5 million people by 2031. Four provincial land use plans work together to manage growth, build complete communities, limit ongoing suburban development and protect the natural environment in Ontario's Greater Golden Horseshoe region. These are:

- The Growth Plan for the Greater Golden Horseshoe, (2006, updated 2017)
- The Greenbelt Plan (2005)
- The Oak Ridges Moraine Conservation Plan (2002)
- The Niagara Escarpment Plan (2005)

The 2006 Provincial Growth Plan set a residential intensification target of 40% for the region (meaning 40% of all residential development occurring annually must be within the built-up area). All municipalities were required to achieve this target from the year 2015 onwards.

As of 2017, a revised version of the plan was released that increased the target to 60%. This is being phased in, increasing to 50% residential intensification until 2031 and to 60% beyond 2031.

The growth plan also sets out policies directing where

and how growth should occur, delineated urban areas versus protected areas, instigated minimum densities for development in these areas. These minimum densities are supported by growth forecasts and housing demand analysis.

### CHALLENGES – MULTIPLE

The primary issue leading to the creation of the Greenbelt was the growing impact of urban expansion into surrounding natural and agricultural areas.

Prior to the implementation of the greenbelt the population in the region increased from 6.5 to 7.7 million between 1991 and 2001. The population increase put urban development pressure on areas surrounding Greater Toronto and Hamilton. Between 1996 and 2001, the amount of farmland decreased by 7% in the GTA, and by 6% in Hamilton. These were identified in research as impacts to health, environment, resources and the economy and it was deemed necessary to establish a strategic plan to manage those impacts.

### APPROACH – POLICY

The Greater Golden Horseshoe area uses the greenbelt to protect its surrounding natural lands, which support agriculture and tourism. The plan requires development to be located outside of these areas and within the urban areas. The greenbelt is supported by a growth plan that assesses the projected development of the area. The available land supply is determined to enable the city to manage its growth.

### OPERATION – CONTROL

The growth plan and greenbelt encourage more sustainable urban growth in the region through more efficient use of available land.



## **TIMEFRAME – LONG-TERM (12 YEARS +)**

The greenbelt was created in 2005. It has been recently reviewed after ten years with consultation on possible changes still ongoing. However, what is clear is that there is no proposal to diminish protected lands as per statements by the Provincial government in April 2017.

## **OUTCOME**

Since the introduction of the Growth Plan for the Greater Golden Horseshoe (2006), the region has seen a shift to more compact development patterns, a greater variety of housing types, more mixed-use development in urban growth centres and other strategic growth areas and greater integration of transit and land use planning.

A 2013 report by the Neptis Foundation<sup>68</sup>, an urban planning group, found urban expansion has slowed since plans were implemented. From 1991 to 2001, the urban footprint of Toronto and surrounding suburbs grew by 26% to accommodate about 1.1 million new residents. Between 2001 and 2011, it expanded by just 10% to accommodate roughly the same population growth. Recent updates to the report indicate that roughly 87,440 hectares (216,070 acres) remain unbuilt within the Designated Greenfield Area, and approximately 31,000 hectares (7,6602 hectares) are available within the expansion areas of small towns, villages and hamlets across the region<sup>69</sup>. These findings indicate that there is still sufficient land available for development to meet growing population needs. In addition, the Growth Plan provides an opportunity to monitor where growth is occurring and promote development of areas adjacent to already built-up areas and away from sensitive environmental lands.

## **APPLICATION IN THE EDMONTON CONTEXT**

**Legislative Framework:** Application of this tool in other jurisdictions is generally undertaken at a higher level of government than the municipality. In Alberta, there is little history of provincial application of development controls such as those considered by a greenbelt type policy.

## **LESSONS LEARNED:**

- Regional growth plans like the greenbelt increase the ability of regions to understand the available supply within the region.
- Regional growth boundaries are an opportunity to set significant infill goals and manage the preservation of natural and agricultural areas outside of urban areas.
- The application of growth boundary is generally undertaken by higher orders of government in both Canadian and American examples.
- Application of a growth boundary will need both provincial and regional support in order for it to be truly effective.



## 5.3 ACCESSORY DWELLING UNITS, PORTLAND

### LOCATION AND CONTEXT

Portland is the largest city in Oregon with a population of approximately 640,000 in 2016 and a metropolitan population of approximately 2.4 million. Portland has historically had a liberal political background and a reputation for counterculture. Today, it faces a growing affordability issue with its housing, experiencing significant increases in home and rental prices.

There is no mandate specifically about “infill development” however, there are expectations regarding Portland’s share of regional housing growth (which can be considered a proxy for infill development in the region’s core city). The Portland area’s regional government, Metro, expects Portland to accommodate 30% of the region’s anticipated housing growth between 2010 and 2035; an expected 410,000 new housing units, with 123,000 allocated to Portland itself.

All development in Portland is deemed to be infill, as the city is surrounded by other jurisdictions and therefore does not have the capacity to expand. In 2015, there were 3,764 new housing units permitted in Portland, which represented 49.8% of all housing units in the Portland Metro region, which is well above its 30% target.

### CHALLENGES – LAND ECONOMICS/ MARKET DRIVERS

The main factors considered to be impeding infill in Portland were existing zoning and land economics/ market drivers. Existing zoning restricts development in areas that could viably accommodate higher-density. Specifically, this applies to single detached family housing zones, which are the most prevalent zones throughout Portland. Furthermore, land economics does not support high-density development in many areas, including outlying areas of the city.

Additionally, community resistance to additional density in existing areas with single-family zoning has limited changes to allow for multi-family development in many areas close to transit and commercial services.

### APPROACH – POLICY AND FINANCIAL

The Portland Zoning Code allows Accessory Dwelling Units (ADUs) to be added to a site accessory to a house, attached house, or manufactured home in all Residential zones, all Commercial zones, and the Central Employment zone. No amendments were made to the applicable design standards, but example configurations were provided to offer developers better certainty around what designs were acceptable.

Since 2010, the application fee for ADUs has been waived for all new developments. Prior to this, development charges could range between \$8000 and \$13000 for each unit, which was considered a relatively high proportion of cost given the scale of ADU development. This decision was also supported by the fact that the primary developer of ADUs is often the existing homeowner, or a small-scale developer.

Given the prevalence of single detached zoning in Portland, the City has been developing amendments to both facilitate and shape development in those zones. During interviews with City of Portland staff it was stated that this was a more politically and socially acceptable approach than rezoning. The key factor being pursued is additional flexibility in the existing zone and prescribed building envelope, given that Portland is limited on the discretion it can apply in its development process by state law.

The City’s approach includes regulatory amendments to ADU permits and drafting code amendments that would allow additional small-scale housing types (such as duplexes and triplexes).





## OPERATION – ATTRACT

The removal of development charges and fees for ADUs removes additional costs and barriers to those seeking approval.

## TIMEFRAME – MEDIUM-TERM

### OUTCOME

In 2016, there were 615 permits for ADUs, compared to 867 permits issued for standard houses. In the early 2000s, there were typically about 30 permits for ADUs each year. In conversation with planners from the City of Portland, they felt that it was this change to fee structure of ADUs resulting in the significant increase in ADU permit applications. Before the fee structure change other modifications had been made to the zoning and built form regulations in an attempt to increase the uptake of ADUs but these changes had had little impact.

### APPLICATION IN THE EDMONTON CONTEXT

**Legislative Framework:** The City of Edmonton is well placed legislatively to further promote the development of secondary suites. Previous steps to promote low-scale residential infill similar to ADUs over the past four years include changes to the city's Zoning Bylaw (Bylaw 12800) to loosen restrictions on secondary suites.

**Ease of Application:** Edmonton does not have a system of off-site development charges in place for new infill developments, which the City of Portland recently waived to promote the development of ADUs. However, new infill developments in Edmonton are still charged for on-site utility hook-ups and can sometimes be charged to fill neighbourhood-level infrastructure gaps. These costs can often run into the range of tens of thousands of dollars.

### *Two hurdles may exist in the waiving of development fees and charges to promote infill development:*

- Development fees in Edmonton are currently calculated at a cost-recovery rate where they offset the operational costs of applications.
- Utility hook-up costs are charged by the preferred utility contractor EPCOR and may be outside of the scope of the City to control beyond larger contract negotiations with EPCOR.

### LESSONS LEARNED

- This tool lowers the cost associated with infrastructure hookups, which are a significant portion of a secondary suite's cost.
- Development charges and fees associated with infrastructure upgrades are a substantial charge for smaller infill developments that are more likely to be owner driven.
- Recent changes to the development charges for infill-specific sites was credited by planners involved as one of the major contributing factors to the ongoing increase in the number of ADU developments.
- The removal of development charges is limited to small-scale infill projects.



## 5.4 FORM-BASED CODE, PHOENIX

### LOCATION AND CONTEXT

Phoenix is the capital and most populous city of the U.S. state of Arizona, with a population of 1.6 million people in 2016. The economy is based around real estate, finance, manufacturing, retail and health care. Notably, Phoenix has higher-than-average vacancy rates, and it was alluded to that this was because real estate developers face few constraints when planning and developing new projects. As a result, Phoenix has been prone to overbuilding during times of economic prosperity.

### CHALLENGES – FLEXIBILITY

Form-based codes shift the focus of the development permit application process away from traditional use-based zoning to allow for a greater diversity of compatible uses to occur in proximity to each other. This allows for focus on the characteristics of the built form including building massing, relationship with the street, and intensity of development.

Form-based codes provide developers with greater flexibility in terms of the uses within a building to allow for greater opportunities for leasing and occupancy. It also provides a level of certainty that if the form-based code design regulations are followed, the building's design may receive less challenge from the community.

### APPROACH – POLICY

The policy provides a new urban and transit-oriented zoning code, the Walkable Urban (WU) Code. The Code was adopted by council on July 1, 2015 and regulates development in proximity to light rail stations.

The primary purpose of the code is to implement the vision and policies of the Transit Oriented District (TOD) Policy Plans for Gateway, Eastlake-Garfield, Midtown, Uptown and Solano; encourage an appropriate mixture and density of activity around transit stations; increase transit ridership in general and along the Central

Phoenix/East Valley Light Rail Corridor in particular; and promote multiple modes of transportation. Secondary outcomes of the Code include: increasing pedestrian safety from crime, mitigating nuisances, promoting public health, decreasing automobile dependence, and mitigating the effects of congestion and pollution.

The WU Code consists of 12 transect districts and a special district option. Each transect incorporates standards and guidelines designed for urban and transit-oriented development along a light rail corridor. Within each district, there are sub-sections that dictate the intensity of development and maximum height. This allows for Transect districts that range from the least to the highest level of re-development intensity, and can therefore be applied to align with an existing area's character.

### OPERATION – CONTROL/ATTRACT

The policy operates to CONTROL and ATTRACT developments to the most suitable areas based upon the area's designated intensity of development.

### TIMEFRAME – MEDIUM-TERM

The WU is aligned with the TOD policy plans, which operate over a five-year period.



## OUTCOME

The 2016 Annual Report on the City's TOD implementation strategy indicates that there were \$8M USD in public and private investment in TOD districts, which are influenced by the Form-Based Codes. In addition, it indicated that an additional 1,933 new housing units were provided within the TOD districts.

The most recent Phoenix TOD Annual Report, although not specifically aligned with the FBC transects showed ongoing redevelopment success in areas which have had the form-based codes applied alongside transit improvements and ongoing city investment.

## APPLICATION IN THE EDMONTON CONTEXT

**Legislative Framework:** The current legislative framework in Alberta allows for the implementation of form-based zoning codes.

**Ease of Application:** The City of Edmonton zoning bylaw currently operates on a mixture of both form-based and use-based zoning systems. This is apparent in the combination of both land use classes as well as more controls on the form of buildings through building setbacks, height restrictions and floor area ratios.

## LESSONS LEARNED

- Form-based codes provide an opportunity to outline the character and scale of development to provide certainty to both developers and residents.
- The combined implementation of a form-based code and significant infrastructure investment (like new light rail transit) can be used to spur significant infill redevelopment.
- The implementation of form-based codes is most effective if applied alongside other incentives or significant capital investments.
- The implementation of form-based codes often requires the older zoning regulations to be grandfathered in.



## 5.5 COMMUNITY IMPROVEMENT PROGRAM, HAMILTON

### LOCATION AND CONTEXT

The City of Hamilton is located 70km southwest of Toronto, and has a population of 530,000 (2016). In recent decades, the region's economy has shifted from manufacturing to information and health services. This has resulted in the abandonment or deterioration of multiple sites across the city.

In addition, the 2006 Provincial Growth Plan set a residential intensification target of 40% for the region (meaning 40% of all residential development occurring annually must be within the built-up area). All municipalities were required to achieve this target from the year 2015 onwards.

As of 2017, a revised version of the plan was released that increased the target to 60%. This is being phased in, increasing to 50% residential intensification until 2031 and to 60% beyond 2031.

### CHALLENGES – FINANCIAL

Based on the qualitative interviews undertaken as part of this research, it was identified that the main factors impeding infill development in Hamilton were:

- Additional time and resources needed to develop infill.
- Time and difficulty of finding and amalgamating viable sites.

During research into this tool, it was outlined that other challenges included calls from suburban politicians who felt that too many incentives are provided towards downtown and developed areas, that there are still negative perceptions of downtown and that fragmented land ownership can influence developers into locating investment away from already developed areas.

### APPROACH – FINANCIAL

The community improvement plan aligns with the strategic approach laid out by the Province of Ontario and provides the framework for implementing the different tools.

The tools implemented by Hamilton are financial incentives, which seek to address economic factors influencing the development of the primarily vacant or underutilized lots. The basis for implementing financial tools to address these issues was founded in the ERASE Community Improvement Plan, which focused on brownfield redevelopment and the factors perceived to be impeding infill.

During the research, the interviewee felt that there were no other methods or approaches to be considered, and that the success of the previous financial incentives supported the continued use of such tools.

Hamilton provides a suite of incentives, which could receive further study, but given the objectives of Evolving Infill and its focus on medium and high-density residential development, the following incentives were selected for further investigation:

### HAMILTON DOWNTOWN, BARTON AND KENILWORTH MULTI-RESIDENTIAL PROPERTY INVESTMENT PROGRAM

The program is intended to provide financial assistance to create and renovate existing residential units and convert existing commercial space within downtown and developed corridors to residential uses.



In addition to the base grant affordable developments may qualify for further incentives— including any combination of development charge and parkland dedication exemptions and capital funding contributions.

The City of Hamilton acts as a lender to ensure development arising out of this program meets the principles of the CIP and wider policy with regards to infill development and affordability.

### **HAMILTON DOWNTOWN MULTI-RESIDENTIAL PROPERTY INVESTMENT PROGRAM**

The program provides an interest free loan based on 25% of the cost to construct budget to a maximum of \$5 million per development. The maximum loan term is five years and six months with the interest rate at 0% for the first five years. For the last six months of the loan, interest is payable on the principal outstanding at the then prevailing rate established by Council for interest on tax arrears.

#### ***Objectives of strategies/procedure:***

- Both initiatives are intended to facilitate development and redevelopment in targeted locations in need of revitalization, improved public benefits/amenities, and stimulation of private-sector investment.
- The purpose of the CIP was to provide a structured framework for City of Hamilton programs and initiatives. The purposes of the financial incentives are to ensure that the development of infill sites is as viable as greenfield alternatives.

### **OPERATION – ATTRACT**

### **TIMEFRAME – LONG-TERM**

### **OUTCOMES**

From 2002 to year-end 2015, the City loaned over \$34 million to support the creation and renovation of 1,319 dwelling units, at an interest cost to the City of approximately \$3 million. The building permit construction cost of participating projects was over \$205 million.

Hamilton's example provides a clear indication that low-interest loans and per-door incentives can be a reliable and useful tool for municipalities seeking to promote infill development.

### **APPLICATION IN THE EDMONTON CONTEXT**

**Legislative Framework:** Alberta municipalities are only able to provide loans to non-profit organizations or municipally controlled corporations. This limits Edmonton's ability to provide the necessary loans for infill development although that restriction may be removed with upcoming changes resulting from the Charter city's discussions.

**Ease of Application:** Until the above legislative changes occur the City of Edmonton is not able to provide loans in the manner that is outlined above. Until that time, the City has the ability to provide grants, which it already does, but without the ability to recuperate those costs.

### **LESSONS LEARNED**

- The incentive program improves the economic feasibility of infill projects.
- The loan program represents a long-term and sustainable approach to incentivizing development.
- The loan program is primarily beneficial to developers and can be used to achieve city-building objectives.
- Such loan programs require the ability to offer loans to for-profit organizations.



## 5.6 DENSITY BONUSES, VANCOUVER

### LOCATION AND CONTEXT

Vancouver is a major coastal city with a local population of 630,000 and a metropolitan population of 2.5 million in the Greater Vancouver Area. Vancouver has the highest population density in Canada with over 5,400 people per square kilometer.

With its location on the Pacific Rim and at the western terminus of Canada's transcontinental highway and rail routes, Vancouver is also one of Canada's largest industrial centres.

In 2017, Vancouver was ranked by Demographia as the third most unaffordable city in the world<sup>70</sup>. According to the Canadian Real Estate Association, as of July 2017, the average two-level home in Vancouver was valued at over \$1.0 million compared with the Canadian average of \$478,696.

While each member of Greater Vancouver Area has its own separate local governing body, Metro Vancouver oversees common services and planning functions providing a strategy for regional growth and land use.

### CHALLENGES – FINANCIAL

Density bonusing seeks to address the new demands for services and facilities that result from additional population and employment growth from approved floor area increases. In order to address these growth-related needs and offset a portion of growth-related capital costs, the City of Vancouver has developed rezoning policies that allow more floor space in exchange for amenities and affordable housing needed by the community. These amenities contribute to the overall livability, health of residents, and the needs of individuals and families living and working in Vancouver.

### APPROACH – POLICY

Density bonusing is used as a zoning tool that permits developers to build more floor space than normally

allowed, in exchange for amenities, affordable housing and infrastructure needed by the community.

Amenities can be community centres, libraries, parks, childcare centres, affordable housing and more.

In Vancouver, density bonus zones allow for:

- Outright density (or base density) with no density bonus contribution.
- Extra density, up to a limit set in a zone, with a contribution towards amenities and affordable housing.

Financial contributions are determined by the density bonus contribution rate set out in the zone.

In Vancouver, density bonus zoning is coupled with Community Plans. The zoning bylaw allows the City of Vancouver to define a base and upper density limit for each zone. This allows some new development to occur as of right but with the option to achieve the upper density in exchange for providing needed community contributions. These community contributions are articulated in the Community Plans and may include childcare, cultural facilities, and affordable housing. This approach reduces the need for individual site rezoning, reducing the cost and time involved in new development.

### OPERATION – ATTRACT/CONTROL

The tool operates to allow for more floor space but this additional impact is offset by the delivery of community facilities that have been outlined in a pre-defined plan, which community members have had a chance to influence.

### TIMEFRAME – DEVELOPMENT-SPECIFIC



## OUTCOMES

In 2016, the City of Vancouver approved 51 projects that included granting additional development density through rezoning and density bonusing. This represents 3.4% of the overall building permits issued in 2016 and represents a net increase in floor area of 3 million square feet.

The 2016 approvals of additional density resulted in the City of Vancouver securing public benefits valued at approximately \$127 million, including 48 units of social housing secured in kind and owned by the City of Vancouver. Over two-thirds of these public benefits (\$85 million) were attributed to five large rezoning approvals. Not included in the public benefits value noted above were 884 units of secured market-owned rental housing and 345 social housing units that were delivered by non-profit housing providers.

## APPLICATION IN THE EDMONTON CONTEXT

**Legislative Framework:** Currently, there are precedents for the City of Edmonton to provide additional development opportunities to developers who are willing to meet specific design requirements. In Edmonton, this has been done in the form of environmental performance zoning in the Quarters Downtown DC1 area.

**Ease of Application:** A major hurdle prior to the implementation of this form of policy would be overcoming current development and political stigmas regarding controlling high-scale development in Edmonton. Historic and recent area redevelopment plans have provided significant height and density opportunities without large-scale uptake except in specific areas. In addition, it has been uncommon for

form, height and density to be reduced during area redevelopment plan creation.

## LESSONS LEARNED

- Density bonusing allows for developers to receive additional development opportunities in exchange for providing community amenities to support infill.
- Only a small number of developments in the Vancouver case study were willing to meet density bonusing requirements despite the city's hot housing market.
- Density bonusing is most effective when implemented in areas with limited development opportunities but where the market would impel developers to seek higher densities through the program.



## 5.7 TAX ABATEMENT PROGRAM, REGINA

### LOCATION AND CONTEXT

Regina is the capital of Saskatchewan and the second-largest city in the province, after Saskatoon. The city's population was approximately 215,000 in 2016, which was an increase of 11.4% since 2011. The City of Regina has grown on average by 4,400 people annually in the past five years. This represents the highest population growth that Regina has experienced from one census year to another in the past 20 years.

The economy is focused around natural resources, agriculture and provincial government services and the city is a hub for cultural and commercial activity in the south of the province.

The highest population gain within the city occurred in newer neighbourhood subdivisions, with an average growth of 10% or more since 2011. This population growth could be attributed to the location of newer housing stock, with significant areas built after the 1990s.

Since 1971, the overall population of Regina's inner city neighbourhoods has decreased by approximately 10,500 people.

### CHALLENGES – FINANCIAL

The goals of the Tax Abatement program address the financial drivers of infill development. The stated goals of the project were to:

- Support below-market, affordable and accessible housing options.
- Stimulate below-market and affordable rental housing development.
- Encourage housing development that makes efficient use of established City infrastructure and helps build vibrant, sustainable and inclusive neighbourhoods.
- Better aim the City's resources where there are

gaps in the private market's ability to address housing needs, namely the needs of low-income households.

- Encourage diverse housing options including housing for distinct and special needs groups.

### APPROACH – ATTRACT

In 2015 the Housing Incentives Policy (HIP) was updated to focus on critical housing needs of affordable rental housing and reducing incentives for affordable home ownership and market rental construction in greenfield areas.

Developments of four units or more including single buildings, planned group developments and multi-dwelling housing forms must complete a scorecard and submit it with an application for Capital Incentives. Criteria in the scorecard are drawn from the Design and Development Criteria of the 2013 Housing Incentives Policy as well as relevant policies of Design Regina: The Official Community Plan Bylaw No. 2013-48 (OCP).

In 2015, there was a comprehensive amendment to the program to:

- Increase incentives for developers of below-market rental units to increase the supply of below-market rental housing.
- Focus incentives towards critical infill developments, including areas in core housing need and with aging housing stock.
- Enhance and streamline the City's Downtown and Warehouse District incentive programs.
- Gradually phase out the City's Tax Exemptions to developers of new market rental developments in developed and greenfield areas.
- Reduce capital grants to private developers of new affordable ownership units.

### OPERATION – ATTRACT





## **TIMEFRAME – LONG-TERM 10+ YEARS**

### **OUTCOME**

In 2016, capital grants committed nearly two million dollars to housing developments. In 2016, the program provided funding for 185 new below-market and affordable ownership units and 11 affordable rental units. The Housing Incentives Policy has also contributed to the dramatic increase in construction of purpose-built rental units. In 2016, the number of rental units receiving a tax exemption remained stable with 817 new units, compared to 883 units in 2015. Despite the slight decrease, these developments have helped rental vacancy rates remain nearly unchanged at 5.5%, exceeding the target rental vacancy established in the city's Comprehensive Housing Strategy of 3%.

### **APPLICATION IN THE EDMONTON CONTEXT**

**Legislative Framework:** The implementation of such a tax abatement program is within the City of Edmonton's powers as defined by the Municipal Government Act.

**Ease of Application:** The application of such an abatement program would reduce the property taxes on redeveloped sites. Depending on the application of the program, this may only result in a small decrease in overall property tax revenue for the City, which may be filled through other sectors. When the abatement ends, the City can collect tax on the improved property; over time regaining any lost revenue.

### **LESSONS LEARNED**

- The property tax abatement program provides a financial break to improve the affordability of infill for the owners of a property.
- The Regina program integrated affordable ownership opportunities into new infill developments.
- Property tax abatements primarily benefit property owners, and may not directly benefit tenants in new developments.



## 5.8 VACANT LAND TAX, ST ALBERT

### LOCATION AND CONTEXT

St Albert is the second-largest city in the Edmonton Capital Region. It has a population of 64,645 (2016). The economy is service based, with most actual employers providing services to the city's educated population who work throughout the Edmonton region.

The St Albert Municipal Development Plan states that new infill development will be encouraged to meet Edmonton Metropolitan Region Board (EMRB) density targets until an Infill Development Plan is developed to provide specific criteria, guidelines and regulations for infill development.

The new EMRB growth plan outlines a minimum of 30 residential dwelling units per net residential hectare and a minimum of 30% medium and/or high-density residential, the proportion of medium and high-density to be determined at the Area Structure Plan stage.

### CHALLENGES – LAND ECONOMICS

The City of St Albert is seeking to promote the development of vacant lands within the city's boundaries and at a minimum, draw tax income from underused properties.

### APPROACH – FINANCIAL

The City of St. Albert will encourage development of vacant residential lands by implementing a higher rate of municipal property taxation on land which has remained vacant for a defined duration of time.

The Vacant Land Tax affects residential lands, which have physically existed, as defined by their "Year of Subdivision", for more than seven years and have remained vacant during that time. Lands meeting those criteria are subject to the "Vacant Lands Tax Rate" which is 1.25x higher than the normal residential tax rate. Residential lands existing for seven years or less are not subject to the increased tax rate.

From the Vacant Land Tax policy:

The following types of vacant residential properties will be affected:

- Properties which have been vacant for a period of seven calendar years or longer since the year of subdivision (the year the lot was created via subdivision plan) or since demolition.
- Those that have a land-use classification of low-density residential (R1, R2), medium-density residential (R3, R3A); medium/high-density residential (R4); and downtown residential (DR).
- Those deemed fully serviced and developable, at the discretion of the Assessor.
- The applicable tax is General Municipal Residential Tax Rate x 1.25.

### OPERATION – CONTROL

### TIMEFRAME – MEDIUM-TERM

Assessment rates are designated and assessed on an annual basis to meet the City of St Albert's tax needs.



## OUTCOMES

Given the length of time that this policy has been in operation its effects have not had time to be fully assessed.

## APPLICATION IN THE EDMONTON CONTEXT

**Legislative Framework:** The Municipal Government Act allows municipalities to set appropriate levels of tax assessment for different uses.

**Ease of Application:** The application of a vacant land tax should be relatively simple. The City of St Albert's program sets a precedent for the action within the Capital Region and could be followed.

## LESSONS LEARNED

- The vacant land tax promotes the development of vacant lands in established areas that might otherwise remain underdeveloped.
- The tax's effectiveness has not been sufficiently tested because it has only been in operation for a year.
- The program may offer some additional tax revenue for the municipality.
- Other jurisdictions have noted that disincentive systems may negatively impact owners who are waiting for the right economic conditions to build.



## 5.9 EXPEDITE DEVELOPMENT PERMIT PROCESS, SAN DIEGO

### LOCATION AND CONTEXT

San Diego has an estimated population of 1.4 million (2015) and is the eighth largest city in the US.

The SANDAG Regional Growth Forecast (2012) projects the need for 325,000 additional homes to serve the expected population growth of nearly one million people within the San Diego area. For San Diego, this means by 2030 the city's total housing units are forecasted to increase to approximately 630,000, a 21% increase from 2010.

State law requires every city and county to include a housing element as part of its General Plan. San Diego's General Plan guides development and was implemented in 2008. The Plan has a specific housing section that was most recently updated in 2013. Goal 4 of the section is to *"provide affordable housing consistent with a land use pattern which promotes infill development."*

Since most of the city area is already developed, infill development and redevelopment play an increasingly significant role in providing needed housing for San Diego.

### CHALLENGES – FINANCIAL AND REGULATORY

San Diego is one of the least affordable cities in the US.

On average, typical discretionary approvals require 10 to 12 months to process, and discretionary entitlement costs can average anywhere from \$19,000 for a single-family residential project to over \$100,000 for large-scale projects. San Diego Development Services attributes these costs and timelines to variations in community support, complexity of regulations and professional capacity of staff.

### APPROACH – ADMINISTRATIVE

Beginning in the 1980s, the City of San Diego has operated an Expedite Program in some form. Over the decades, this program has undergone a series of amendments to ensure it remains modern and relevant. The most recent changes include the expansion of the program to include "sustainable buildings" in 2003 and renaming the program to its current official title the *Affordable/In-Fill Housing and Sustainable Buildings Expedite Program*.

The Expedite Program is intended to provide expedited permit processing for eligible affordable/infill housing and sustainable building projects. The stated goal of the Expedite Program is "to process affordable/in-fill housing and sustainable building projects twice as fast as the standard permit process."

These time reductions provide direct financial savings for affordable housing and sustainable building developers who opt to use the program. The program was initially conceived "in an effort to produce more affordable housing in the shortest possible time and to reduce development costs to the greatest extent, so it is desirable to expedite the permit processing of such projects".

Criteria for eligibility mainly focuses on affordability, however urban infill projects of 10 units or more within "urbanized" areas of San Diego as defined in relevant planning policies are also eligible subject to affordability. They also need to provide more affordable housing units than they replace.

One integral aspect of the tool is the frontloading of issues. At the beginning of any discretionary review process, the City will assign an applicant a single point of contact called a Development Project Manager



("DPM"). This DPM serves as a liaison between the City staff involved in reviewing project issues and the applicant as the project moves through the discretionary permitting process. There are mandatory preliminary review meetings for all projects within the process. Mandatory preliminary review meetings allow for early feedback regarding project proposals and helps developers to fashion a proposal that best meets the City of San Diego's guidelines and the community's expectations and desires. Further, preliminary review meetings provide an opportunity to identify important stakeholders in the community review process, particularly community planning groups. Preliminary Review Meetings enable staff to identify issues for the project applicant prior to formal design and submittal of the project application and documents. The applicant also funds the initial environmental study at this stage, enabling staff and the applicant to determine the scope of the project and any additional information or studies that may be required.

### **OPERATION – ATTRACT**

The Expedite Program is focused around staff dedicated to managing and reviewing project applications. This arrangement is designed to ensure a higher level of expertise and professional capacity in the staff dealing with such projects. This process acts to ATTRACT development to those areas or deliver development permits in a faster manner.

### **TIMEFRAME – DEVELOPMENT-SPECIFIC**

The program is administered through spot applications but has run since 2003, with ongoing monitoring.

### **OUTCOME**

In 2015 there were 1,210 units developed through the expedite program, and an additional 15 affordable units. This was up from 207 units in 2014 and 442 in 2013. Since 2003, 7,001 units have been processed through the program, including 3,099 affordable units and 3,902 sustainable units.

However, fundamental issues to the program's success were:

- The 'review cycles', in which various departments provide comments on the applications, are often difficult to manage, and internal deadlines by individual reviewers were missed.
- Capacity and experience of staff, and their retention. A 2016 audit found 43% of the workforce had less than 5 years of service with the City.
- The time lag between workloads and increasing submittals, and managing levels of staff to meet program timelines. This was seen as critical to the success of such programs as effective management of reviews are critical to achieve the Expedite Program goals.

## APPLICATION IN THE EDMONTON CONTEXT

**Legislative Framework:** An expedited development permit process would be acceptable under the current legislative framework of the Municipal Government Act.

**Ease of Application:** Depending on the specific application of such a process, the implementation of an expedited infill development permit process may be challenged by external stakeholders. This may include members of the development industry for whom the expedited process is not available, and community members who rely on consultation processes outlined in the Mature Neighbourhood Overlay to stay informed and have an opportunity to have a voice in what is happening in their communities. In addition, it is important that the implementation of such a process is not simply the applicant paying for a development permit approval and consideration should be made to ensure this is not the perception.

Finally, the expedited process would require either the re-allocation or modification of the City of Edmonton's current development application process to ensure that development timelines are met. This might include an increased development permit fee in order to cover the cost of additional staff and staff hours.

## LESSONS LEARNED

- The expedited development permit process promotes infill through reducing the time and costs associated with a lengthy development review process.
- The program focuses on frontloading the identification of issues to ensure they are addressed.
- The San Diego program promotes the feasibility of both affordable and sustainable multi-family units.
- The implementation of an expedited permit process requires additional dedicated staff to be effective.

## 5.10 PLANNING PERFORMANCE AGREEMENTS, HACKNEY



### LOCATION AND CONTEXT

Hackney is a central London borough (administrative entity), immediately to the northeast of the City of London. The borough was part host to the 2012 Olympics and has been subject to a sustained program of regeneration in response to the local economy shifting from a traditional manufacturing base. There is a strong market for redevelopment, but in an area that is densely populated in addition to historic areas and buildings.

The result is developers seeking large-scale projects that give rise to multiple planning issues and public concern.

The regional London Plan has policies and minimum targets that seek to increase housing supply, setting an annual housing target for the borough of 1,599 units in the years from 2015–2025 and 50% of this targeted for affordable housing (low income). Applicable local policies are used to determine applications. This includes a presumption “*in favour of housing development and restricting the loss of housing*”. In addition, policies focus on redeveloping previously developed land and strictly protect open spaces.

Hackney, like many local authorities around England, have turned to so-called “Planning Performance Agreements” (PPAs) to ensure the delivery of housing in the right places and manage the complexities of major projects.

### CHALLENGES – APPLICATION MANAGEMENT/DELAYS/REGULATORY

It was outlined in research that there are multiple housing projects that come forward in Hackney, the housing development market is strong and demand for housing is high.

Challenges arise because open space is protected, space is at a premium and additional units must be delivered through increased density on existing sites including redevelopment.

Other challenges include that additional height and density leads to public concern and opposition, sites are often adjacent to various other uses giving rise to multiple planning issues to be resolved and these can both delay decisions on applications, irrespective of the supposed 13-week approval timeline. In addition to community needs, developers want proactive service, timeframes and certainty.

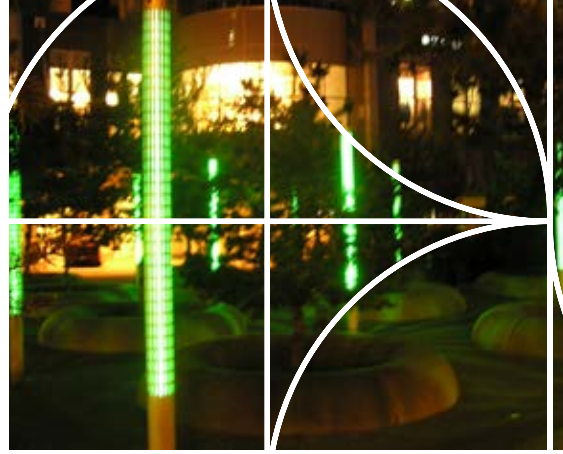
Further to this, there are often multiple political interests in large developments that can cloud the decision-making process.

### APPROACH – ADMINISTRATIVE

PPAs were introduced in 2008, and are an administrative tool that addresses multiple factors influencing infill development. Primarily these are timeframes, certainty and cost.

PPAs work to bring together the Local Planning Authority (LPA), developer and key stakeholders, preferably at an early stage, to work together in partnership throughout the planning process. They are essentially a collaborative project management process that provide greater certainty and transparency to the development of proposals, the planning application assessment and decision making.

Hackney's Major Development team, who handle applications of 10 or more residential units or over 1000sq meters are the primary team who use PPAs given the complexities of larger projects. In addition to larger projects, PPAs can be applied to any application



or requested by any applicant, and used if deemed valuable.

In an example case brought up during qualitative research, the developer team worked with Hackney's Major Development team and both committed to a PPA to ensure that the application was determined "*as expeditiously as is practical*".

The scope of the above PPA included shaping the pre-application stage and setting out meetings to identify teams, issues, timing and a practical process that fit the developer's expectations and timeframes of the London Borough of Hackney. A simple PPA was drafted and the main points identified through research were:

- Joint Working – outlining the collaborative nature of the PPA and working of the parties involved.
- Description of Proposal – clarifying the proposed development and its constituent elements.
- Performance Standards – including a commitment by both parties to address further information or clarification requests promptly, and for the council to promptly circulate any issues arising from consultation so that they can be addressed.
- Required documents – setting out all the documents necessary to ensure that the application can be validated and processed.
- Project Teams – setting out principle points of contact for each party for both the application and any supporting legal agreements.
- Project Program – setting out dates of key milestones such as meetings, submission, consultation period, and target decision.
- Fees – confirmation of the fees required as determined by the project program.

The completed document was signed by authorized representatives of each party and is progressing in accordance with the commitments set out within the PPA.

### **OPERATION – ATTRACT**

A PPA can ATTRACT development to an area or make it meet certain criteria.

### **TIMEFRAME – DEVELOPMENT-SPECIFIC**

### **OUTCOME**

Administrators, developers and communities within the London Borough of Hackney value the use of PPAs and are seeking to implement them further in their work processes. The benefits outlined through research were:

- Having a realistic and predictable timetable.
- More efficient service.
- Identifying key issues early in the process.
- Greater transparency and accountability.
- Improved partnerships.
- Overall better management of the planning application process.

In addition, it was outlined that the fees attached to submitting an application often do not reflect the necessary work that goes into determining large-scale applications. The PPA allows for a transparent calculation of the fee reflective of workload involved for any given project.

In return, the Applicant is given greater certainty by an anticipated determination date for the parties to work towards.



If either of these dates have to be pushed back, the framework is in place for this to be negotiated between the parties, avoiding submission of an incomplete application or an uncontrolled delay in application decisions.

Whilst not apparent in this PPA and clearly stated in the document, there can be a tendency for developers to conclude that a PPA will mean a favorable decision. It is only a framework for managing issues and associated timeframes.

## **APPLICATION IN THE EDMONTON CONTEXT**

**Legislative Framework:** The current legislative framework does not contain provisions for or against the creation of a planning performance agreement system.

**Ease of Application:** The application of a planning performance agreement system would force development officers, developers and other reviewers both within the City of Edmonton and those organizations to which it provides notice to respond in a set amount of time. This may be difficult for outside organizations, especially volunteer organizations, or limit the thoroughness of review by staff.

## **LESSONS LEARNED**


- The use of planning performance agreements creates additional certainty about the timelines and decision-making process for larger, more complex projects.
- They also establish an expectation of prompt and meaningful collaboration between both the developer and City administrators.
- Municipalities entering into PPAs must ensure that the agreements are not seen as developers simply paying additional fees for approval.
- PPAs are primarily used by developers on large or more complex projects where there is a tangible value associated with a faster process.



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# 6. CONCLUSIONS



Patterns of land development and infill are the result of complex systems that change in response to a wide variety of drivers, including economic, societal and regulatory drivers. These drivers influence where and when infill development occurs as well as what form infill takes.

## 6.1 LESSONS LEARNED

This report identifies 34 tools used by municipalities to impact infill development across Canada, the United States and England. These tools fall into four approaches: Policy Tools, Advocacy & Partnerships, Financial Tools, and Administrative Tools.

These approaches seek to shift the drivers of development to either attract development towards infill sites, or else to control development in certain areas.

Based on the research into the tools and the case studies the following high-level lessons were identified for each of the approaches:

## 6.2 OVERARCHING LESSONS

In addition to the above lessons, the following lessons should be considered during the design and application of any tool for supporting and promoting infill regardless of the approach.

### **A SUITE OF TOOLS IS MORE EFFECTIVE THAN A SINGLE TOOL**

Given that a tool is often designed to affect a single driver, the direct result or success of a tool in delivering infill development throughout an area is difficult to specify given the various drivers at play. Consequently, every municipality researched had a suite of tools developed around the four identified areas of Policy, Administrative, Financial and Advocacy and Partnerships. Policy and financial tools were the most prevalent, as they were considered to have the most direct effect.

#### **Examples of suites of tools include:**

Ottawa, Canada

- In 2008, the City of Ottawa updated its infrastructure management plan to provide a strategic approach to Managing Infrastructure Capacity to Support Intensification and Infill<sup>71</sup>.

Hamilton, Canada

- In 2016, the City of Hamilton adopted the Downtown and Community Renewal Community Improvement Plan to provide a framework of services and opportunities for community renewal throughout the city<sup>72</sup>.

### **THE TOOLS APPLIED MUST BE IN LINE WITH THE LEGISLATIVE AND SOCIAL CONTEXT**

Given the variety of tools available, it was important that the tools considered for application be filtered down to include only those that are applicable to the legislative and economic realities of Edmonton. For this report, it was necessary to consider how Edmonton may be able to suitably influence those drivers.

## KEY LESSONS FROM THE INDIVIDUAL TOOLS

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### POLICY TOOLS

- Identifying an area for infill through plan making or zoning changes may not be enough to spur development without other forms of support.
- Controlling land use policies and direction at a regional level requires intervention by a higher order of government.
- Application of policy tools may be as simple as identifying which forms of development are desirable and reducing barriers to those developments.

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### ADVOCACY AND PARTNERSHIP TOOLS

- Advocacy and partnerships require long-term commitment to partners.
- Despite there being no formal municipal development corporation in Edmonton, the City is already undertaking a number of land development functions.
- Opportunities to work with large land holders should be explored.
- Promoting infill development means both working with communities and actively supporting new infill through infrastructure investments or other funds.

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### FINANCIAL TOOLS

- There is a need to balance acquiring funds to support additional residents while promoting the affordability of infill.
- City-sponsored loans are not available within the current legislative framework in Alberta.
- Opportunities for developer contributions should be conducted in a transparent fashion.
- Incentives and fees should be appropriately scaled to match the capacity of those seeking the grants. For instance, smaller-scale developments may be less able to bear the cost of infrastructure levies thus reducing their viability or affordability.
- Developments which make use of incentives like grants also need to be considered financially successful regardless of the "city-building objectives" they achieve.

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### ADMINISTRATIVE TOOLS

- Expediting the infill permit process should not mean guaranteeing support or approval for a project.
- Different examples are available where multiple streams and/or designated teams exist for infill development permit applications.
- Multiple tools allow for expectations from all stakeholders to be outlined at the beginning of the process.

Firstly, Edmonton is bound by the legislative framework as prescribed by the Municipal Government Act. Consequently, tools that leverage powers not included in the act, like certain forms of taxation or the ability to provide low-interest loans to for-profit agencies as is the case for the Toronto's Capital Revolving Fund.

Secondly, the impact and results of tools that may be utilized by a municipality could be politically or socially unacceptable for a range of reasons. As a result, development planning is often a trade-off between competing agendas and some tools may not be desirable to pursue.

### **MARKET STRENGTH INFLUENCES HOW TOOLS OPERATE**

Understanding a municipality's local economy and development industry is integral to developing suitable and effective tools. Stronger markets like those in the United Kingdom, Vancouver or Toronto can accommodate more tools that control development such as regulation and taxation. Weaker markets like those in mid-sized cities, may need to be supported by tools that attract development such as loans, flexible policy and progressive administration.

### **COMMUNICATING THE REGIONAL BENEFITS AND MITIGATING THE LOCAL IMPACTS**

Each municipality researched pursued infill development to achieve regional or city-level benefits. However, the impacts of infill development are felt locally through increased congestion, heavier use of parks and infrastructure and construction noise and disturbance. Research found that any local benefits, perceived or actual, are not necessarily tangible or understood, a main factor leading to opposition of infill.

Communication of the benefits of infill supported by local mitigation through infrastructure improvements, citizen buy-in or amenity provision helps to give tangible benefits of infill to local residents while also increasing the market demand for infill.

### **SET EXPECTATIONS OF THE INFILL DEVELOPMENT PROCESS**

Creating an expectation of infill development in certain areas through communication, consistent decision-making and clear planning policy, can help reduce public opposition, which improves the political acceptability of such development when a decision is made. This gives applicants more confidence in the decision-making process at the application stage.

### **TOOLS SHOULD ADDRESS SPECIFIC ISSUES**

The identification of a specific issue impeding infill development should be the basis for the development of all tools. Specific challenges might be relatively high costs, unnecessary regulation or unduly lengthy processes, but regardless the tools implemented should address those factors. Identification of these factors allows for the development of tools that could have the most positive impact on delivering infill development.

### **WORK TOGETHER**

Given the range of concerns raised by developments, determining development applications on this range of issues and undertaking the required consultation, is an inherently long process. It was found that this could be offset by giving applicants transparency, communication and timeframes. These may be outlined through agreement, standard requirements or a framework and established before a project or during its onset.

### **APPLY CONSISTENT LEADERSHIP**

Pursuing development that will bring city-wide or regional benefits requires strong leadership and consistent decision making to achieve success. Consistent leadership must be irrespective of political or administrative changes.



# NEXT STEPS

(As originally published in December 2017)

The 34 tools identified in this document are a starting point for actions that can be taken to progress the conversation related to medium and high-scale infill developments in Edmonton. The ongoing work of the Evolving Infill project, including the Market Affordability study, What We Heard document and Edmonton's Urban Neighbourhood Evolution report are identifying the issues facing infill in Edmonton.

Together with a comprehensive understanding of Edmonton's current infill toolkit the project team will identify gaps between the actions currently underway and the issues identified by the previously mentioned technical documents. Over the following months, the tools identified in this document will be used as the starting point to identify possible options and opportunities to address those issues.

This work is expected to occur in the following months and its results are expected to be presented publicly in winter 2018.



**Keep an eye out for  
the next phases of  
this project coming in  
winter 2018.**

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