

Priority Growth Area Rezoning Frequently Asked Questions

Edmonton

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# **Questions and Answers**

# How will amenities, like access to open space and recreation facilities, needed to support the increased density enabled by the proposed rezonings be considered?

While this project is limited to changing development rights on private property, other City teams are working to advance public amenities through policies and directions found in Breathe and The Approach to Community Recreation Facility Planning in Edmonton.

**Breathe**, Edmonton's Green Network Strategy, identifies four measures for assessing the open space network: quality, distribution, supply, and diversity. Because there are limited opportunities to increase open space supply within mature areas designated as Priority Growth Areas, greater attention should be allocated towards quality, distribution and diversity. This will be considered in the upcoming and funded implementation of the Breathe - Green Network Strategy.

**The** <u>Approach to Community Recreation Facility Planning in Edmonton</u> is the City's overarching plan to meet community recreation facility needs. Investment in existing facilities must reflect the direction established by The City Plan to ensure vibrant and livable neighbourhoods, support increases in density, and for a more accessible city. The Approach applies a basic commitment to residents to provide equitable access to recreation facilities, including giving every resident an indoor facility within 5 kilometres of their home and an outdoor facility within 400 metres. This represents an approximately 15 minutes drive and a 5 to 10-minute walk respectively. These commitments align with The City Plan objective of creating 15-minute districts.</u>

Given site availability constraints in mature areas, providing enhanced levels of service to meet increased needs resulting from densification will have to occur differently than it does in newly developing areas. Rather than the construction of completely new facilities, the Approach instead affirms the need for continued reinvestment in older facilities (where appropriate and where levels of service criteria are not being met), reflecting a standard of renewal to ensure facilities meet a basic level of service.



# How will these rezonings be different from the city-wide rezoning that happened when the new Zoning Bylaw came into effect?

When the new Zoning Bylaw (Charter Bylaw 20001) was adopted the City underwent City-wide rezoning (Charter Bylaw 21001) where all parcels were rezoned to their closest equivalent zone in the new bylaw. For example, if a property was a low density residential district in the old Zoning Bylaw, such as RF2 Low Density Infill zone, it was rezoned to the closest new low intensity zone, the RS-Small Scale Residential zone, in the new bylaw.

The <u>Priority Growth Area Rezoning project</u> will not rezone sites to equivalent zones. Instead, the project will recommend rezoning the relevant parcels to the most appropriate higher-density zone in accordance with the vision of The City Plan, the relevant <u>District Plan</u> and any existing <u>Area or Neighbourhood</u> <u>Development Plan</u> still in effect. This will help streamline the planning and development approval process by pre-emptively allowing increases in heights and densities prior to an applicant bringing forward a specific development proposal.

# Why isn't the City waiting to see if the new Zoning Bylaw and district plans achieve the desired outcomes organically before pursuing proactive rezonings?

This project looks to better facilitate the ability to achieve the density objectives already outlined in The City Plan. The areas that have been selected for targeted rezonings all have significant amounts of land that could be considered underzoned. Rezoning parcels within these areas will help better align them with the direction in The City Plan and district plans.

# Will rezoning recommendations consider existing neighbourhood plans in effect in addition to the district plans?

As part of the District Planning project, the City carefully reviewed and analyzed existing <u>neighbourhood</u> <u>plans in effect</u> to determine which ones should be kept, changed, or retired so they could be replaced by, or incorporated into, the new tool of district plans. Our rezoning recommendations will align with policies in the district plans as well as any other existing plans that will remain in effect after district plans are adopted.

### Will direct control zones be recommended as part of this project?

No, this project will not recommend any <u>direct control</u> rezoning. Site specific direct control zones require a development concept, which is beyond the ability of the project team to create for multiple parcels and



may not align with property owners' long term vision for their land. Additionally, direct control zones are often rezoned after several years if not developed as market forces require changes to the prescriptive regulations.

This project is intended to apply <u>standard zones</u> within the selected areas, which are less prescriptive than direct control zones. The City's new Zoning Bylaw provides standard zones that were designed to align with The City Plan and district plans, while being flexible enough to provide options to respond to changing market trends.

# Has the City ever previously undertaken targeted rezonings similar to what will be proposed through this project?

Targeted, City-initiated rezonings have been undertaken in the past to support redevelopment and align zoning with approved plans. For example, to support the Capital City Downtown Plan, the City introduced Downtown Special Area zones that contain specific regulations that are applied to support the unique vision and needs of the downtown. Direct control rezoning has also been applied to rezone targeted areas, such as 104 Avenue, to implement the policy direction within the 104 Avenue Corridor Area Redevelopment Plan.

These examples use unique zoning tools (specialized zones and direct control zones) to encourage a very specific vision for the area, rather than using more flexible standard zones. Direct control zones are site specific zones that regulate a particular area and are typically used to preserve historic areas or accommodate a unique or innovative development that would not be permitted within a standard zone.

One of the lessons learned from these past rezoning initiatives is that direct control zones can limit redevelopment interest if they are too prescriptive and less able to adapt to changing market trends. As a result, this project will use <u>standard zones</u> to enable the densities envisioned in The City Plan while remaining less prescriptive than specialized or <u>direct control zoning</u>.

# When is development expected to occur as a result of the City-led rezonings in the selected areas?

Following the rezonings, it will still be at the discretion of landowners to bring forward development proposals when or if they decide to redevelop their property. Each landowner has their own considerations that go into initiating development, such as securing financing, evaluating market demand, and determining the logistics and pricing for labour and materials.



Due to these many considerations, rezoning alone cannot guarantee development. Rather, it is intended to reduce zoning barriers, which helps shorten and streamline the process and make developing more attractive for landowners.

Rezoning is also just one step, and a very early one, in the redevelopment process. Subdivision, development permits, building permits and servicing agreements are some of the additional steps that a landowner may need to undertake in order to develop or redevelop their property.

### Why is this project only looking to rezone land in certain nodes and corridors?

The City Plan identifies a network of 27 nodes and 38 corridors. A subset of 19 of these nodes and corridors, identified as Priority Growth Areas, are expected to see the most near-term population growth.

Since the City has limited resources and cannot activate all nodes and corridors at once, the Priority Growth Areas provide guidance on which node and corridor areas should be considered for targeted investment and activation first. This approach helps the City align and coordinate resources to achieve the goals of The City Plan.

This project is only rezoning select parcels within 5 of these areas. There are no Council motions to explore the remaining 14 Priority Growth Areas.

# How did the project team determine the focus areas within the selected Priority Growth Areas?

During the area selection process, the project team heard feedback that rezoning efforts should be targeted and stay within the node and corridor boundaries. In response, the team has proposed focusing rezoning efforts to sites around mass transit stations or along prominent roadways where the street pattern was oriented towards the corridor. These areas are subject to change based on feedback from public engagement.

# Why doesn't the City wait for developers to submit their own rezoning proposals instead of proactively rezoning these areas?

Rezoning applications that align with land use plans are typically supported but they are an expense for the applicant and require time to process. When the City has already proactively rezoned an area, it provides certainty for what kind of development Council expects to see built in that area and allows the applicant to proceed directly to the latter phases of development. These factors may encourage an area



to redevelop more quickly than if the City waits for landowners to apply for individual rezoning applications when they are ready to redevelop their property.

# If a site is rezoned by the City through this project, can the landowner still apply to rezone it again later, either for higher or lower density?

Landowners always have the right to make an application to rezone their property and present it to Council for consideration. If a new private application was brought forward after the City-led rezoning, the applicant would be required to explain the considerations that warrant another change of zoning. The application would also still be required to conform with the higher order plans and policies in place, such as The City Plan and district plans.

### How is proximity to public transit being considered?

Transit connectivity was a significant factor in determining the five areas that were selected for the targeted rezonings. The project team is recommending that rezoning efforts within these areas focus on sites around mass transit stations to support future ridership.

# Was neighbourhood vibrancy a factor in determining which areas were selected?

A market study was undertaken which looked at the value and total number of real estate transactions in each of the 19 Priority Growth Areas identified in The City Plan. The five areas selected for targeted rezonings generally scored very highly in this study, which the City believes reflects the desire of Edmontonians to live in these communities.

# Why isn't the project focusing on areas that have more vacant land or derelict properties?

The number and size of vacant parcels was one of many factors used in <u>evaluating</u> which areas were selected. While vacant land can represent a great redevelopment opportunity, it can also signify a lack of demand in the area.

### How is heritage preservation being considered?

Heritage districts and properties registered as historic resources will not be selected for rezoning. As part of this project, the City will also have conversations with property owners in the selected areas that have buildings on the historic inventory to see if they are interested in designating them as historic resources.

# Why are only large, mid and high-rise developments encouraged in Priority Growth Area nodes and corridors?

The vision for nodes and corridors, and their associated density objectives were previously established with the adoption of The City Plan in 2020. City Plan policy direction encourages more dense



development within the node and corridor boundaries. The most dense development is encouraged around major roadways and near transit stations. Low-rise housing will continue to be supported and is expected to remain a focus within the interiors of neighbourhoods.

# What are some of the rezoning risks and how are they being considered?

### Increasing infrastructure needs

Concentrated density can impact Edmonton's existing infrastructure systems as more people and businesses relocate to these areas. This project will conduct the relevant infrastructure studies to ensure that water, drainage and transportation can adequately support increased density.

# Increased land values and land speculation

Research indicates that in some circumstances rezoning to a higher density zone can encourage landowners to try and sell their land for a higher price without the intention of developing. However, in areas where high density development is expected (i.e. the Priority Growth Areas), rezoning is not expected to have as much effect on land costs and the pattern of development. Rezonings are more disruptive when they diverge significantly from planning direction set within Council-approved policy and plans.

# Why wasn't the public engaged to help inform which node and corridor areas were selected?

Extensive public engagement was previously undertaken during the creation of The City Plan and district plans, which identified 19 nodes and corridors as Priority Growth Areas. This project is about selecting a few of these areas to remove zoning barriers to encourage more housing and business investment in the short term. As such, a technical analysis was determined to be the best way to understand where the greatest short term rezoning opportunities were. Broader public engagement was determined to be better suited to the site and zone selection phases of the project.

# What criteria was used to determine which areas were selected?

The team used three broad categories to <u>analyze and score</u> each of the 19 Priority Growth Areas identified in the City Plan. These categories included alignment with node and corridor policies, redevelopment potential and market demand. Within these categories, each area was scored based on the number of considerations such as of properties with direct control zoning or heritage status, the number of small land holdings, vacant land, age and state of housing stock, transit connections, street pattern, capital investments, vacancy rates, the number of rezoning applications, the number of building permits, and the results of the market study.



#### Why is public engagement set only at the Advise level?

The City uses a <u>Public Engagement spectrum</u> to help determine the role the public has when they participate in City of Edmonton public engagement activities.

The Priority Growth Areas, along with their boundaries and density targets, were created through The City Plan which involved engagement at the Create level of the City's Public Engagement Spectrum. Because this project is about implementing those previous directions and decisions, it was determined engagement aligned best with the Advise level on the City's Public Engagement Spectrum.

Feedback received will be carefully considered and used to inform which sites are selected for rezoning. This will include what new zones and zone modifiers should be applied to guide building heights and footprints to ensure appropriate transition to the surrounding neighbourhood and which sites should be required to have ground floor, street-facing businesses in the buildings.

Feedback will also be provided to Council to ensure they are aware of the public's perspectives prior to making a decision on the proposed rezonings.

# Will a site be proposed for rezoning if the technical studies indicate that the existing infrastructure does not have capacity to support the increased density?

Recommendations on which sites should be rezoned will be brought forward once all the required infrastructure studies have been completed to support the rezoning. If there is not adequate capacity, the upgrades that are required will be identified.

### Who will be expected to pay for any required infrastructure upgrades?

Infrastructure upgrades will be funded through a variety of mechanisms depending on the required upgrades. Some upgrades may be required at later stages of the development process and would be paid for by the developer. Other upgrades could be funded through the City's future capital budget process, or other potential funding sources such as collaboration with EPCOR and leveraging shared-funding sources for infrastructure through the Canada Mortgage and Housing Corporation Housing Accelerator Fund agreement.

### How will increased parking and traffic congestion resulting from the rezonings be managed?

A traffic study will be completed as part of this project. However, we anticipate that as Edmonton grows, traffic volumes will increase throughout the city. The proposed rezonings will aim to encourage more compact, walkable neighbourhoods that are intentionally focused around mass transit stations to provide



residents opportunities to use transit or other active modes to mitigate some of these potential traffic impacts.

# How will the City manage the transition of buildings to the surrounding neighbourhood and mitigate impacts like sun and shadow effects?

Setback & Stepback requirements will reduce the impact from larger buildings. At the Development Permit Stage, once building designs have been submitted, a Development Planner will review the proposal in conjunction with technical documents such as Sun Shadow Studies and may make suggestions on revising the design to reduce impacts.

# How will the City ensure developments are constructed in a respectful manner and that construction nuisances will be managed?

Ensuring that negative issues associated with infill construction are minimized and mitigated and construction is completed in a respectful and appropriate manner is a priority for the City. We have a number of resources, processes and bylaws in place to help facilitate good construction practices.

The Evolving Infill Good Neighbour Guide is a tool to help foster positive neighbour relations and improve understanding of Bylaws. It is designed to provide a clear understanding of the rules and good practices for infill construction, how to establish and maintain good relations with neighbours, City Bylaws, and who to contact with questions or concerns.

A <u>On Street Construction and Maintenance (OSCAM) Permit</u> is required to block off any part of a street, sidewalk or boulevard during construction and will manage the size and length of the disruption.

The <u>Community Standards Bylaw</u> regulates noise and other construction nuisance concerns. Edmontonians can use the <u>complaints process</u> to report any bylaw violations.

# How does this project align with and help advance City priorities (i.e. City Plan, Environmental Impact, ConnectEdmonton, etc.)?

The Priority Growth Area rezoning project aligns with and helps advance a number of City initiatives.

<u>ConnectEdmonton</u> has four strategic goals: Healthy City, Urban Places, Regional Prosperity, and Climate Resilience. Undertaking targeted rezonings in the five selected Priority Growth Areas will encourage more diverse housing options and increased population density in Edmonton's redeveloping area (roughly inside the Anthony Henday). This is needed to support transit, promote more diverse business and employment opportunities and enable overall neighbourhood vibrancy.



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The City Plan outlines a path for Edmonton to welcome 2 million people. The Priority Growth Areas are a subset of these nodes and corridors that are initially expected to have the most growth. This project will support the redevelopment in the Priority Growth Areas and provide guidance for future investment in these areas.

The City Plan also introduces a new planning geography called districts, which are collections of diverse neighbourhoods where residents can meet most of their daily needs close to home. The **District Policy and plans**, guide the physical changes anticipated for each district. Both the City Plan and district plans encourage development intensification in the redeveloping areas of the city (roughly inside the Anthony Henday) and Priority Growth Areas, such as the nodes and corridors, established to support the City's growth management goals.

Rezoning the Priority Growth Areas to enable more densely populated and compact areas supports Goal 2 of the <u>Climate Resilient Edmonton: Adaptation Strategy and Action Plan</u>, which states "Edmonton is planned, designed, developed and built to be climate resilient today and for future Edmontonians." Encouraging compact development that allows Edmontonians to transition to a low carbon future in their daily lives also supports the City's <u>Community Energy Transition Strategy and Action Plan</u> Action 3.1 to implement The City Plan and the <u>Growth Management Framework</u> policy directions and intentions related to climate change mitigation.

Finally, the rezoning of Priority Growth Areas will also support the principles and actions of <u>Edmonton's</u> <u>Economic Action Plan</u>, including Action 10, which is to develop tools and strategies to attract commercial, residential and mixed-use development in nodes and corridors.

### Will rezoning affect my property taxes?

Property taxes are based on municipal budget decisions and the change in a property's assessed value relative to other properties in the City. An increase in a property's assessment value does not necessarily result in a tax increase, but can when that property increases at a faster rate than the overall market.

The City assesses and taxes properties according to provincial legislation and the City's Tax Bylaw where a property's use (single detached home, row house, business, etc) drives tax class. If there is no existing use on a vacant property they are assigned a tax class based on their prospective use, which is informed by zoning, subdivision plans, development plans, and permits.



The City of Edmonton is legislatively required to assess all property at its market value on an annual basis. Assessment values naturally fluctuate with market activity, and it is possible that zoning changes could impact the market. With that said, the City will not proactively increase property assessments without clear market evidence. Rather, the City will monitor how rezonings affect property sales and will reflect those market trends in subsequent assessment value.

# If my property is rezoned, what will happen to my existing single detached house?

Existing single detached houses can remain in perpetuity. However, additions or structural changes would not be allowed if the property is rezoned to either the Mixed-Use (MU) or Large Scale Residential zone (RL).

Should the Medium Scale Residential Zone (RM) or Small-Medium Scale Transition Residential Zone (RSM) be selected, single detached, semi-detached, and duplex housing would remain as permitted uses on sites where those forms of housing existed before January 1, 2024.

# Why is the City not exploring local community plans for the impacted neighbourhoods?

In 2020, Edmonton adopted The City Plan, which sets the vision for how we will become a healthy, urban, climate-resilient city of two million people. To help achieve this, The City Plan introduced a new planning geography called the District Network so we could start planning for the future in a new way. Since a plan for every neighbourhood isn't feasible - Edmonton has over 300 neighbourhoods - the District Network groups collections of neighbourhoods into 15 districts, allowing for a more holistic approach.

District Planning brought The City Plan's District Network to life by creating an overarching District Policy and plans for all of Edmonton's districts. These plans identify the specific places where density and development will be supported and encouraged as Edmonton grows.

# How was the Market Study conducted?

Altus Groups Economic Consulting was retained to prepare an analysis of the nineteen different Priority Growth Areas. The analysis examined four broad categories, including:

- Residential land transactions (number, size, and value of transactions);
- Residential building transactions (number, size, density, and value of transacted units);
- Currently available land for sale; and
- Historical condominium apartments sales data for newly launched projects (where units have been launched, pricing, absorption patterns, and project cancellation trends).



• Market assessment based on availability of developable land, proximity to existing and planned transit infrastructure, and land parcel size and orientation.

A scoring system was applied that yielded a ranking of the desirability of each PGA from a market perspective.

# Will future developments be reviewed by the Urban Design Committee?

The <u>Edmonton Design Committee</u> (EDC) reviews and provides recommendations to applicants and the City regarding development applications. The <u>EDC Bylaw</u> requires any development permit application within Wihkwentowin (formerly Oliver), along 109 Street, and 82 Avenue.

# Will additional density lead to more vehicular short cutting?

Vehicular congestion is anticipated to increase as Edmonton grows, whether through infill or outside the Anthony Henday. However, 15 minute districts and increasing transportation choices can alleviate congestion by enabling quicker access to amenities and opportunities for mode shift.

Additionally, the <u>Vision Zero Street Labs</u> can help make safety improvements in neighbourhoods by using adaptable traffic calming measures. Each project is tailored to the unique needs of the community to address traffic safety issues such as speeding, short-cutting and other unsafe driving behaviours.

# How will density impact on-street parking?

Curbside space, often used for vehicular parking, is an important public asset. As Edmonton continues to grow, it is anticipated that demand for these spaces will increase. The <u>Curbside Management Strategy</u> will look at how we use our roadway network in order to maximize infrastructure investment, respond to emerging trends and technology, and support The City Plan goals.

Another initiative, <u>The Residential Parking Program</u>, intends to help manage parking in select neighbourhoods while recognizing curbside space is an asset to be shared. The project team can be reached at parkingassets@edmonton.ca.



#### Why is the City not considering caveats or restrictive covenants as part of their recommendation?

A caveat is a warning placed on a land title that someone is claiming an interest on a parcel of land while a covenant is an agreement between participating landowners that imposes a restriction on the use of land. This can include architectural requirements (style or colour of a building), the number of bedrooms, or the type of building. Enforcing the contents of a covenant is a civil matter between signatories. While City staff are aware of several covenants that pertain to land use, their recommendation is based on planning rationale, technical considerations, and City Council approved land use policies such as those found in <u>The City Plan</u> and <u>District Plans</u>.

### How will rezoning impact housing affordability?

Rezoning may alleviate upward pressure on housing costs by unlocking additional supply and reducing competition for less expensive housing as those who can afford it may choose to relocate to newer and more expensive dwellings.

Legalizing more housing through rezoning is just one component of improving market housing affordability. Complementary efforts include eliminating parking minimums, streamlining approval processes so that homes can be built more quickly, changes to tax rates for rental buildings, and <u>constructing purpose built affordable housing</u>.

#### How did you let people know about the engagement opportunities?

Leading up to the previous round of engagement, the project team used social media advertisements, road signs, emails, newsletters, and pop-up events within neighbourhoods to notify the public of upcoming workshops. The project team spoke with 129 individuals during the pop-up events while the social media advertisements and road signs were viewed 660k and an estimated 2.3 million times respectively. Leading up to the fall engagement events, the project team added lawn signs in all the Priority Growth Areas and mailed postcards to over 43,000 residences in addition to social media, emails and newsletters.