

Review of Definition of Ancillary Uses in Policy C583 from a Community Perspective

Recommendation:

That the May 23, 2017, Sustainable Development report CR_4043, be received for information.

Report Summary

This report provides additional information regarding the definition of ancillary uses in Policy C583, a policy framework which is related to affordable housing.

Previous Council/Committee Action

At the September 13, 2016, Executive Committee meeting, the following motion was passed:

That Administration review the definition of ancillary uses in Policy C583 from a community perspective for the benefit of the larger community, recognizing the need to manage or avoid the potential for competing with private sector interests, and return to Committee with possible amendments to Policy C583 and other Policies or Bylaws.

Report

On July 7, 2015, City Council approved Policy C583, Guidelines for Development of the 2009 Surplus School Sites. This policy provides general parameters for the development of the 17 surplus school sites designated for residential uses in 2009. One clause in the policy states that developments may include ancillary uses that benefit the residential development and the wider community. This report provides additional information to better define ancillary uses and how this section of the Policy would be applied for each of the 2009 surplus school sites.

Policy Intent

The purpose of Policy C583 is to assist in addressing a significant affordable housing gap in the city. The Policy also enabled the inclusion of ancillary uses as part of each development on the 2009 surplus school sites. However, ancillary uses are not a requirement for each development, and the term ancillary use is not defined in the Policy nor were criteria included to set out what type of ancillary use would be considered.

Each site governed under Policy C583, and each surrounding neighbourhood, is unique. Some neighborhoods are exclusively residential and others have a mix of residential, commercial, retail and institutional uses. The intent of the ancillary use

provision was to allow for secondary uses that might complement the residential development being built or benefit the immediate neighbourhood. Previous ideas about ancillary use raised through community engagements to date have included personal service shops (such as hair salons), special food services (such as coffee shop), and convenience retail stores.

However, some of the examples that have emerged through community engagements are more focused on recreational amenities typically found in parks (as opposed to secondary uses that complement residential development), which is inconsistent with the intent of the Policy.

Process for Determining Ancillary Uses

To date there's been limited discussion during community engagement sessions around ancillary use, as detailed discussions are believed more appropriate once the project developer has been selected. For example, once the Greater Edmonton Foundation had been selected to develop and operate the Sakaw site seniors development, through stakeholder engagements it was concluded that a hair salon would have a direct benefit for residents and can also be used by the public, and because of the size of the overall development would not be detrimental to the number of residential units needed.

Based on the Sakaw site experience and recent discussions through the Ogilvie Ridge and Keheewin site pilot engagement processes, the following will guide community discussions and planning decisions. Ancillary uses incorporated into developments under Policy C583 will have:

- No detrimental impact to either the residents of the new development or the immediate neighbors.
- No material impact on the overall building size, current building footprint or floor area dedicated to residential uses in the building.
- No commercial rent subsidy to a for-profit business.
- No material financial impact on the viability of the residential development.
- Must conform to permitted and discretionary uses allowed in RF5, RF6, and RA7 - the three possible zones identified in Policy C583.

This approach for determining ancillary use is in alignment with the City's proposed Public Engagement Policy C593, as it aligns public engagement more closely with the decision making process. The use of the recommended criteria for ancillary use makes the engagement purpose clear, identifies that input is being collected to support decision making, and supports the intent for communicating the rationale for decisions.

As future engagement opportunities arise with communities around ancillary use within residential development, we will endeavour to apply the new Public Engagement Framework and fulfill the direction and commitment outlined in the Public Engagement Policy. All proposed ancillary uses must meet the requirements of the specific property zoning and the Edmonton Land Use Bylaw.

Policy

- The Way We Grow, Edmonton's Municipal Development Plan:
 - 4.5.1.1 - Work proactively and in partnership with others to meet a wide range of affordable housing needs in all areas of the city with a focus on LRT stations and transit centres.
 - 4.5.1.6 - Leverage capital funding for the provision of long-term affordable housing projects.
- Public Involvement Policy C513
- Public Engagement Policy C593

Corporate Outcomes

This report supports the corporate outcome "the City of Edmonton has sustainable and accessible infrastructure" as it will guide the delivery of City affordable housing programs which will create housing for Edmontonians in need.

Risk Assessment

Risk Element	Risk Description	Likelihood	Impact	Risk Score	Current Mitigations	Potential Future Mitigations
Public Perception	Community resistance to proposed projects delay / preclude project development	5	4	20	Information and Awareness Campaign to inform communities of the need, opportunities and benefits of affordable housing.	Ongoing public engagement initiatives, awareness campaigns and information sessions.

Public Consultation

Administration received input from the Keheewin Advisory Committee and the Greater Edmonton Foundation regarding ideas for this report.

Metrics, Targets and Outcomes

Metrics	Targets	Outcomes
• Quality of community	• Maintain or increase the	• Engagement process

engagement process on pilot and potential ancillary uses for each surplus school site.	satisfaction rating provided by stakeholders attending engagement sessions for surplus school site developments	designed to meet the needs of the community
<ul style="list-style-type: none"> • City contribution to affordable housing supply 	<ul style="list-style-type: none"> • Development of affordable housing on surplus school sites will increase City contribution to affordable housing supply 	<ul style="list-style-type: none"> • City meets housing demand for low income households
<ul style="list-style-type: none"> • Residential Housing Diversity Index 	<ul style="list-style-type: none"> • Increase the range of housing types in neighbourhoods through housing development 	<ul style="list-style-type: none"> • Neighbourhoods have a range of housing choices

Others Reviewing this Report

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