

**Asset Category: City Development Projects (Blatchford, Exhibition, ELD, Rossdale, Station Pointe, The Quarters)**

The City Development Projects category is comprised of greenfield or infill development projects at various stages of development. Included in this asset class are Blatchford, Enterprise Land Development, Exhibition Lands, Rossdale, The Quarters, and Station Pointe holdings.

The identification of how these holdings are managed in alignment with Council’s strategic plan and how these land assets may be leveraged more strategically to achieve city goals is discussed in detail by project in the pages that follow.

**Table of Contents**

Blatchford	2
Exhibition Lands Transformation Initiative	6
Enterprise Land Development	10
The Quarters Downtown	20
Station Pointe	25
River Crossing	28

## Blatchford

### Introduction

Blatchford is 536 acres of land in central Edmonton being developed into a walkable, transit-oriented and sustainable community. The neighbourhood will consist of two primarily residential spaces on the west and east sides of the site, a town centre with significant retail and commercial opportunities, a major central park, and a community civic plaza. With homes for all stages of life, Blatchford will create a new sustainable urban lifestyle for approximately 30,000 residents.

City Council has directed Administration to act as the land developer of the site through the Blatchford Redevelopment Office and has directed the creation of the Blatchford Renewable Energy Utility to build and operate the District Energy Sharing System, which will provide environmentally-friendly heating, cooling and hot water to the buildings in the community.

As the land developer, the Blatchford Redevelopment Office is responsible for planning overall community design; installing infrastructure including sanitary and storm sewer, water mains, power and district energy utilities; construction of sidewalks and roads; selling fully serviced parcels of land to builders; administering the sales terms, including architectural and green building codes; and marketing the community to builders and future residents.

City Council Vision: Blatchford will be home to up to 30,000 Edmontonians living, working and learning in a sustainable community that uses 100% renewable energy, is carbon neutral, significantly reduces its ecological footprint, and empowers residents to pursue a range of sustainable lifestyle choices.

## Property Description

Property	Description	Size (ac)	Status
Blachford Total Area	Parent Parcel Lot 2, Block 6A, Plan 9220135	536	Beginning stages of development
Mixed Use Site	Lot 2, Block 3, Plan 1822441	1.71	Listed for sale
Townhouses	Comprised of multiple (4) lots Lots 2-5, Block 4, Plan 1822441	2.27	Listed for sale
Townhouses	Comprised of multiple 20 lots Lots 1-20, Block 1, Plan 1822441	1.28	Pending
Townhouses	Comprised of multiple 32 lots Lots 1-16 & 18-33, Block 2, Plan 1822441	2.10	Lots 1 - 16, 18-24 Pending  Lots 25-33 Under negotiation
Mixed Use Site	Lot 17, Block 2, Plan 1822441	0.67	Listed for sale



Figure 1

### **Where We Were**

After extensive discussions, public consultation, expert analysis and planning work, the City Centre Airport closed on November 30, 2013. Transforming the land from a functioning airport to a residential community involved a significant number of steps, planning documents and approvals. Since the airport closure, the Blatchford Redevelopment Office has completed a substantial amount of work to prepare the land for development, including site preparation, demolition of existing buildings, drainage and transportation planning, zoning, designing and constructing underground utility systems, and surface construction work.

City Council approved the business case and funding for the community in 2014. With this clear direction from City Council, the Blatchford Redevelopment Office's work to implement their vision is well underway.

### **Where We Are**

Like any large private land development project, the Blatchford Redevelopment Office will develop the community in stages in order to be responsive to market and economic changes. The land development process for the first stage of residential development, Blatchford West - Stage One, is almost complete. Land sales to the homebuilding industry for the first 12 parcels of land in the community are underway with five of the 12 lots currently pending, one lot in negotiation, and proposals to purchase the remaining six lots currently under review. In addition to these residential lots, 13.27 hectares of land on the east side of the site has been sold to NAIT to support their campus expansion.

Sequencing for future stages is determined by engineering servicing requirements with the exact timing and sizing of stages remaining flexible to allow the development office to respond to market conditions. Given the significant size of the site, it is anticipated Blatchford will take approximately 25 years to achieve full build out.

As the community develops and as new sustainability and/or land use planning opportunities present themselves, the Blatchford Redevelopment Office will continue to update City Council and seek direction as required.

### **Where We Are Going**

In order to achieve Council's vision for the community, it is recommended that the Blatchford Redevelopment Office remain as the land developer until project completion. As the land developer, the Blatchford Redevelopment Office can maintain control over the planning and design of the community and can make decisions and allocate resources to achieve the community's environmental and

social goals. The private land development industry would not typically design a sustainable community at this scale due to higher profit margin expectations.

Truly sustainable developments are ambitious and require commitment, creativity and innovation. Achieving Council's vision for Blatchford will not only benefit Blatchford's residents, but also inform the development of future communities and establish the City of Edmonton as a leader in community-led renewable energy and sustainable design.

Blatchford will deliver on several City of Edmonton plans and priorities, and contributes to Edmonton's strategic plan and will transformationally impact two goals :

- Urban Places:
  - Blatchford will increase density, promote infill, take advantage of existing infrastructure, help nearby mature neighbourhoods remain strong and vibrant, and be a model for future developments.
  - Blatchford will offer area residents convenient LRT and transit service, and promote other alternatives such as walking and cycling. Blatchford's transportation hierarchy is based on: people, bikes, transit, and then private vehicles.
- Climate Resilience:
  - Blatchford will be sustainable and resilient by reducing the ecological footprint of the community and its residents.
  - Blatchford will encourage residents to live active, healthy lifestyles, in a community that is safe and offers many recreational opportunities.

Blatchford will also help Edmonton diversify by promoting the growth of a vibrant, livable city, and by providing a dynamic environment that encourages innovation. It will help to drive forward new business opportunities in all areas of sustainability associated with this project.

A piece of raw land this size located minutes from the downtown core is a once-in-a-lifetime city-building opportunity. This community will give Edmonton the chance to demonstrate extraordinary leadership and commitment to sustainability.

## Exhibition Lands Transformation Initiative

### Introduction

The Exhibition Lands Transformation Initiative involves a number of parallel streams of work including the preparation of a flexible Area Redevelopment Plan to guide future land use decisions. The area redevelopment plan process includes extensive community and stakeholder communications and engagement. The parallel streams of work include site transition planning and activities as the remaining areas of land are transferred to the City on March 31, 2019.

The Exhibition Lands, adjacent to Edmonton's transforming downtown, is the city's second largest infill site representing an unprecedented opportunity for redevelopment and city-building on a major scale - a site for innovation, revitalization and transit-oriented development supported by regional road networks and green space amenities. This is a rare chance for Edmonton to tap into the knowledge, connections and capacity of local organizations with global connections.

Recent City Council direction includes CR\_5234 - for the Administration to pursue an expanded approach to deliver a flexible Area Redevelopment Plan to guide transformation of the Edmonton Exhibition Lands.



Figure 2

### Property Description

The study area for the Planning Framework includes City-owned land contemplated for sale and redevelopment through the planning process of approximately 46 hectares, or 114 acres, relative to a gross titled area (City owned) of 160 acres, more or less.

### Alignment with Council's Strategic Plan

The Planning Framework will align with the Council's strategic plan to promote a Healthy City, create vibrant Urban Places through complete mixed use communities, to drive innovation and Regional Prosperity, and transition to a Climate Resilient community.

## Exhibition Lands Guiding Principles

The following Guiding Principles are established to support decision making, underpin the engagement process and shape the development concept:

- **Support neighbourhood, city, and regional economic development**  
 The vision looks to identify opportunities to support economic growth in the short and long term. A diverse mix of opportunities are made available to both existing and new communities. The plan explores opportunities to leverage unique economic characteristics so this area complements, rather than competes with, city and regional economic development strategies.
- **Foster compact urban development**  
 Exhibition Lands supports City strategies to concentrate new development around priority nodes like LRT stations and main street corridors in the existing urban area. This transit-oriented development can accommodate a wide range of land uses that benefit from proximity to high quality public transit and relate to the existing neighbourhood; integrating transportation, land use, and development by incorporating a complementary mix of land uses that support people living, working, and playing in a more compact urban environment.
- **Ensure responsible return on public investment**  
 Where public investment is required to support development at Exhibition Lands, a focus on quadruple bottom line evaluation of financial, economic, social, and environmental costs and benefits will be the foundation of the investment decision. The plan respects all existing legal commitments the City has made and determines the preferred balance of private and municipal investment to achieve strong business and public outcomes in the long term.
- **Celebrate local history, heritage and cultures**  
 The Exhibition Lands are situated in a culturally diverse area of the city. The plan invites interesting and innovative ways to tell the stories of the past, celebrate the diverse stories of the present and support an inclusive, multicultural future for all residents and visitors. Opportunities to incorporate Indigenous knowledge and stories are identified and developed.
- **Advance the sustainability and resilience of our environment**  
 Provision of expanded ecological connections to the river valley and broader parks and open space network is essential to ensuring long-term environmental health while also supporting natural mitigation approaches to the impacts of climate change. The plan supports city-wide environmental goals including, but not limited to: energy conservation, water and waste management, and food sustainability.



- **Support all transportation choices**

A comprehensive approach to transportation planning will be applied to ensure people who walk, cycle, wheel, ride transit, and drive all have safe, reliable, high-quality and connected travel options to and through the area. Connectivity to destinations within the Exhibition Lands as well as to other major nearby destinations, such as adjacent neighbourhoods, the river valley and ravines, is improved for all people.

- **Incorporate viable and creative ideas for redevelopment to leverage the site's scale, location, and assets**

The plan incorporates elements that have a strong business case to support implementation in a reasonable timeframe. Analysis of ideas includes consideration for how innovative and creative concepts relate to the existing neighbourhoods and new development and business activity in the area. For buildings and amenities that will stay in the area over the long term, the plan provides direction to integrate new development in ways that realize existing opportunities while remaining open to potential future changes.

- **Contribute to social, physical, and mental well-being for residents and all Edmontonians**

The vision will bring new energy and activity to this area. Planning will support vibrant, safe, accessible, and inclusive communities for existing and new residents and visitors. Edmontonians of all ages and abilities have an opportunity to fully participate in the life of their city and neighbourhoods.

### **Preferred Working Concept**

The preferred working concept, will provide the basis for the Planning Framework. The next stages of the project include additional business case analysis of the preferred working concept and definition of policies which accompany the development concept in the framework. Ultimately, the Planning Framework for Exhibition Lands will provide a proactive land asset management approach to transform the site in both the short and long term, and achieve City Council's strategic goals.

### **Governance and Management Strategy**

The implementation strategy and governance model for the initiative has not been determined. This will be informed by the approval of the Area Redevelopment Plan by City Council.

### **Where We Are Going**

Following a recommendation at Urban Planning Committee, the project team will



refine the preferred working concept and perform detailed business case analysis, and write the policy framework. The project team will share the Area Redevelopment Plan broadly through one last round of public engagement, and advance the Plan to City Council for approval in Q2/Q3 2019.

Development and completion of an implementation strategy for transition of the site is planned for 2019. Site transition activities will increase along with further staged surrender of lands and buildings in 2019.

## Enterprise Land Development

### Introduction

Enterprise Land Development (“ELD”) is a self funded enterprise program that acquires raw land and invests in planning, engineering and site servicing to bring the lots to sale. ELD’s activities are conducted in accordance with policy C511 - *Land Development Policy*,<sup>1</sup> the Industrial Land Strategy and City Council’s 2019 - 2028 strategic plan. Revenue from lot sales funds future land acquisitions and development and provides an annual dividend to the City to offset tax levy requirements, pursuant to policy C516B - *Land Enterprise Dividend Policy*.

### Property Description

ELD holds approximately 970 acres of land (see the table below and Figure 3).<sup>2</sup>

Industrial Commercial Investment Land	Acres (445)	Stage of Development / Development Timeline
Ellerslie N	90	Considered for development in the 2023-2026 budget cycle.
Ellerslie S	30	Considered for development in the 2023-2026 budget cycle.
Gateway	5	Currently subject to a pending confidential sales agreement. Council approved the sale in response to CR_6484, presented at the November 13, 2018 Executive Committee meeting.
Goodridge	53	Portions of Stage 1 are in the final stages of construction and include the new Northwest Edmonton Police Campus and the Co-located Dispatch Emergency Operations Center. Stage 2 will be listed for sale in 2020. The remaining 30 acres of Industrial-Commercial Investment land will be developed in future budget cycles.
Pylypow	20	Considered for development in the 2023 - 2026

<sup>1</sup> Policy C511 is included at the end of the ELD section of the attachment (see page 18).

<sup>2</sup> Pursuant to Policy C511, the ELD holds an inventory of land that will allow it to maintain revenue from development activities over a ten year period.

		budget cycle.
Rampart	211	Various stages of development, ranging from unserviced raw land through to developed and sold serviced lots. Further details of the development stages are summarized in Attachment 5, Enterprise Land Development Capital Funding.
Roper	7.6	A single lot that will be listed for sale in 2019.
Southeast	28	Developed into a 14 lot subdivision. Administration anticipates sales of these lots will commence in 2022.
<b>Residential Land</b>	<b>Acres (527)</b>	<b>Stage of Development / Development Timeline</b>
Aster	53	Timeline for development is 5-10 years. The phasing and staging will depend on the market conditions at the time of development.
Goodridge	387	Administration anticipates that there will be a number of future stages of development, however this is highly dependent on market conditions. Full build out of the entire area is not expected to occur until 2045 or later.
Hollick Kenyon	1	Six single detached lots in Hollick Kenyon, which are currently being offered for sale. These lots were originally held for use as affordable housing. Current list price, as of September 16, 2018, totals \$1,051,200.00 for the six lots.
Laurel 22	53	Completed as one stage and consists of a 304 residential lot subdivision. Administration plans to sell approximately 75 residential lots per year over the next four years.
Schonsee	33	Administration anticipates this will be developed in five stages. These stages will be smaller than other areas due to the land configurations and servicing connections. Two stages on the west side of the program's holdings will be developed

	in the next budget cycle.
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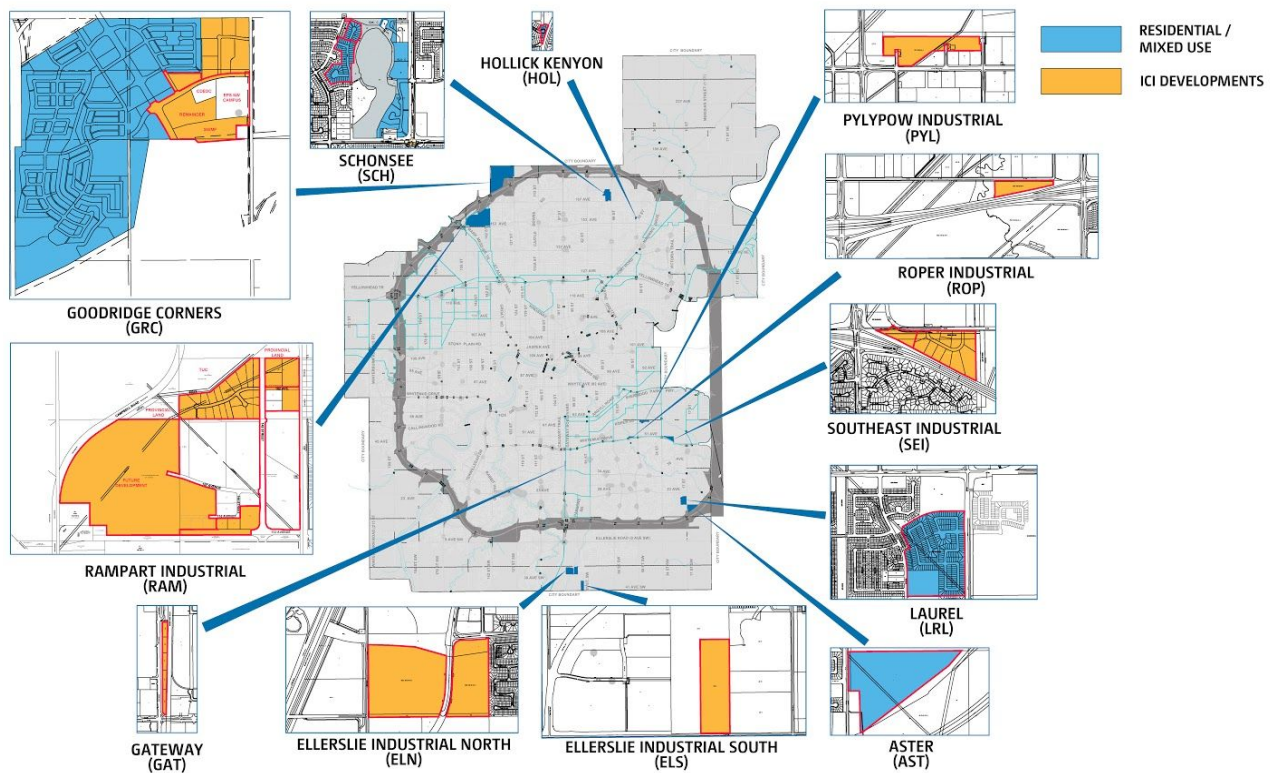


Figure 3

**Where We Were:**

The City's land development program has existed in various forms for over 40 years. This is consistent with the practice of most larger Canadian municipalities, which participate in land development activities through a number of different governance models.

ELD is a means to execute Council's vision and allows the City to lead by example through its land development projects; shaping the residential landscape throughout the City with residential development projects in neighbourhoods such as Millwoods, the Lake District, Hollick Kenyon, Jackson Heights, Miller, Belle Rive, Brintnell and Oxford.

ELD has serviced large areas of land in industrial neighbourhoods such as Davies, Roper, Whitemud, Pylypow, Ellerslie, and Rampart and has assisted other areas within the City by consolidating land, extending utilities, expanding the City's road network and creating lots for civic use.

The program has benefited the City by providing an additional revenue stream and increasing the City's tax base, while supporting City-building initiatives, such as developing initial servicing into an area where it may otherwise be cost prohibitive. It also provides the City the opportunity to directly control municipal land development as landowner in addition to their regulatory role. Some examples of the program's contributions to the City include the following:

- Generating over \$50 million in dividends for the City over the past 10 years and, since 2005, providing the City with an average annual dividend of \$2.7 million.
- Generating over \$1.4 million in annual non-residential property taxes in the last three industrial-commercial-investment land development projects in Rampart Industrial and Place La Rue.
- Contributing approximately \$50 million in neighbourhood catalyzation outside of usual development activities since 2011, including:
  - Paying up-front costs to construct the Schonsee Wetland which benefited a total basin area of 340 acres;
  - Contributing to the construction of two SWMF, off-site storm and sanitary sewers and 167 Avenue from 127 Street to the TUC, to the benefit of the Palisades Owners Group (POG);
  - Overseeing construction of a portion of 51 Avenue, which assisted in the development of private sector industrial land and completed a Neighbourhood Design Report for a portion of the Ellerslie Basin; benefiting multiple landowners and allowing for development by the private sector; and
  - Entering into a joint venture agreement for the Laurel Green neighbourhood, allowing expedited development timelines and increasing housing choice and affordability.

**Where We Are:**

Pursuant to Policy C511, land development activities are governed and managed to ensure financial return on investment and social and community benefits in alignment with Council's priorities, contributing to various City building initiatives, such as:

- Promoting small businesses, housing affordability and housing choice by selling at least 50% of residential lots to individuals and small builders;
- Adhering to City density targets in all residential developments and, although not required by Policy, incorporating secondary suites opportunities to support residential densification;
- Requiring energy efficiency in residential and industrial built forms;
- Promoting regional prosperity by ensuring the availability of a three year supply of serviced industrial land providing opportunities for businesses to locate and invest in Edmonton without incurring delays and costs associated with servicing land; and

- Removing obstacles to develop or fund infrastructure in partnership with private industry, including extending servicing into an area that may otherwise be cost prohibitive.

Administration continually monitors the market share of lots ELD brings to market;<sup>3</sup> over the last 5 years, ELD has held less than 5% of the market share of low density residential lot sales and under 3% of the market share of single-detached housing lot sales in the Edmonton market.

Pursuant to Policy C516B, the Land Enterprise pays 25% of actual net income from land development activity to the City annually. Following reviews by the City Auditor in 2006 and 2018, Administration recommended this percentage of net income because it balanced City Council's desire to share in the financial benefits of the City's land development activity with the need to move Land Enterprise to a self-sustaining financial position. The Auditor also advised that increasing the dividend payment to the City would in turn increase Land Enterprise's need to secure short term financing, which would place the Land Enterprise in a financially precarious position.

Administration regularly reviews and updates proformas that evaluate the estimated costs and projected revenues of developing land; while this sometimes results in the City selling unserviced raw land, it usually confirms that capital investment in land development provides significantly more return on investment to the City. In the case of Goodridge Corners, the net revenue generated through the ELD's development activities is projected to exceed the net revenue generated through raw unserviced land sales by a factor of 2.25. This financial analysis as well as other factors, such as nearby development activities, cost sharing opportunities and the City's need for infrastructure are used to determine when and how to develop land holdings.

ELD also balances investment in Industrial-Commercial-Investment land development activities with Residential/Mixed-Use land development activities, while monitoring market conditions. In the current market, the program relies on consistent profits generated from low density residential lot sales to support other development activities, such as industrial lot development, which typically achieve smaller returns on investment, take longer to sell and require a longer period before infrastructure recoveries are received.

### **Where We Are Going:**

Administration is in the process of reviewing the program's activities and outcomes to ensure alignment with Council's goals. Enterprise Land Development supports a number of smaller strategic actions that contribute to

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<sup>3</sup> Pursuant to Policy C511, the Program must ensure residential lot development does not exceed 10% of the total single family lots developed in the Edmonton region.

Council's objectives and align with Big City Moves identified in the City Plan.

*Regional Prosperity*

Although not a primary impact, ELD's land development activities contribute to regional prosperity and the City Plan's Big City Move of catalyze and converge by ensuring a three year supply of serviced industrial land is available to support industry and businesses choosing to locate and invest in Edmonton.

Unlike private developers who may forgo an investment based on market conditions, the City can ensure that a continuous supply of serviced Industrial-Commercial Investment land is ready for investment at all times. This approach facilitates a more rapid recovery following years with slow rates of industrial land absorption and may include extending cost prohibitive servicing to catalyze additional private development when there is a risk that economic conditions may otherwise delay investments by adjacent land owners.

By selling 50% of residential lots to small builders and individual homes buyers, the program also supports and promotes local small businesses that may struggle to fund the number of projects required to be allowed to participate as a builder in a typical privately developed residential lot subdivision. These small builders contribute to overall market competitiveness, fulfill the demand for custom homes and can be a source of innovative new building practices.

*Climate Resilience*

Although not required in Policy C511 and not a primary impact to achieving Council's objectives, ELD's land development activities support climate resilience and the City Plan's Big City Move of greener as we grow in a few key ways:

- Buyers of commercial and industrial lots are required to achieve Leadership in Energy and Environmental Design (LEED) Certification in their built form.
- Buyers of residential lots are required to construct in accordance with Natural Resources Canada specifications and to achieve a minimum Energuide rating. Additionally, through the residential lot sales agreement, the buyers of the Laurel 10 residential development were required to include solar readiness when building their homes.

ELD is mindful of climate resilience when conducting land development activities. For example, recent land development activities in the Rampart Industrial neighbourhood reduced the development's carbon footprint compared to a traditional industrial development by including new methods for treating stormwater runoff and enhancing surrounding natural areas.

These activities are examples of the City's commitment to advancing its own energy transition efforts and leading by example in its own civic operations. By



setting low carbon standards in sales agreements for City-developed lots, the City influences private building practices and helps to build community capacity that advances all of Edmonton toward a low carbon future.

ELD's activities also contribute to the Community Energy Transition Strategy which outlines a goal to support transformational mixed-use development by recommending tactics to improve energy efficiency in new developments and actions to make on-site renewable energy systems the norm. One tactic proposes that the City of Edmonton set these standards and lead by example through initiatives such as:

- A. developing City-owned lands
- B. assembling land for resale
- C. partnering with the private sector on developments, and / or
- D. selling City-owned land at a discount to encourage prime projects

ELD enables these initiatives through its land development activities.

#### *Healthy City and Urban Places*

ELD's activities also align with City Council's goals related to a healthy city and urban places by promoting community wellness through complete communities, by supporting housing affordability and by promoting local small businesses.

ELD development activities have created opportunities for secondary suites at a time when they were less common. In addition, a multi-family site in Laurel Green was chosen as the location of the 2017 Habitat for Humanity Carter Work Project to commemorate Canada's 150th anniversary.

Through creative problem solving and providing expert development advice about vital municipal land development projects, including fire halls, transit centres, and integrated municipal operations sites, ELD supports city-building projects across the organization; assisting with activities such as securing a consolidated parcel for the construction of the Meadows Community Recreation Centre.

As supported by Policy C511, residential lots are developed with a target market price of at least 10% below the City average. This supports affordable lot choices and is achieved by developing smaller sized RSL, PRL and RF4 zoned parcels in complete residential communities. By selling at least 50% of their residential lots to small builders and individual homes buyers, ELD also ensures that the program supports and promotes local small businesses.

#### *Council's Strategic Plan and Next Steps*

While ELD's current activities align with Council's strategic plan, Administration recognizes that more can be done to ensure that the City's development activities support City Council's goals. Therefore, Administration is undertaking a

review of Policy C511 and anticipates presenting proposed policy updates to City Council in Q4 2019.

Administration intends to begin annual reporting on the outcomes of its land development program and performance metrics in 2019.



# CITY POLICY

**POLICY NUMBER:** C511

**REFERENCE:**

City Council 13 July 2004  
C410 City Council 1985

**ADOPTED BY:**

City Council 13 July 2005

**SUPERSEDES:**

C410 – repealed 22 June 1999  
Page 1 of 2

**PREPARED BY:** Asset Management and Public Works

**DATE:** 22 June 2004

**TITLE:** Land Development Policy

**Policy Statement:**

1. Administration will maintain an inventory of residential and industrial development land sufficient to enable the City to maintain existing revenues from its development activities over a ten-year Forecast period (the Long Range Financial Plan).
2. The Land Enterprise will be operated as a self-sustaining Enterprise.
3. Land development activities carried out by Administration (acquisition, servicing, marketing, and disposal) will be based primarily upon financial return on investment.
4. Strategic advantages to the City will be considered when acquiring and servicing land (i.e. optimizing use of existing infrastructure, facilitating Corporate initiatives, aiding orderly development, completing neighbourhoods, securing land for long term potential civic need, and adding value to existing City land holdings).
5. The development of industrial land will be carried out in accordance with the objectives of the Industrial Land Strategy, and in particular on the basis of ensuring a three year supply of serviced industrial land.
6. The primary target of residential lot development is intended for affordable housing (target market to reflect lot prices that are 10% or more below the average city of Edmonton lot prices as determined by CMHC statistics).
7. The City's development of residential lots will not exceed 10% of the total single family residential lot development in the Edmonton region.
8. A minimum of 50% of all Single Detached Residential Lots developed by the City be made available for sale to individuals and small builders.
9. Outcomes of the Land Development Policy will be reported annually through the budget process.

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**The purpose of this policy is to:**

1. Through its land development program, the City will be able to actively promote initiatives in evolving areas of sustainability, revitalization, and urban form. The Fort Road Revitalization Plan is perhaps the most visible example of the use of bridge financing from the Land Enterprise to stimulate redevelopment. The success of the Fort Road Project could conceivably lead to additional redevelopment initiatives, including additional transit-oriented development proposals.
2. Ensuring an ongoing supply of lot availability to the general public and independent small builders will continue through the City's commitment to make 50% of all single family lots available to the public before being offered to the City's partners in the home building industry.
3. Providing opportunities for affordable and/or innovative housing remains a priority for the City. Ongoing dialogue with the Housing Services Section of Community Services, the Non-Profit Housing Corporation and numerous other Affordable Housing agencies is a part of everyday business. Over the past two years, the City has sold property for affordable housing developments for Wings, Habitat for Humanity, Communitas, Capital Region Housing Corporation, and Edmonton City Centre Church Corporation.
4. By remaining active in the residential development market, the City can continue to assist other developers in the timely provision of major infrastructure requirements. Roadway construction and drainage needs are generally the two most common cost burdens to servicing new communities.
5. The City intends to maintain its strong relationships with members of the Edmonton Region Homebuilders Association the Edmonton Real Estate Board. In addition, the City has fostered working relationships with the other municipalities in the Province and across the Country relative to the value that is brought to the community through continued participation in land development.
6. Finally, the City has historically achieved a positive cash balance through its residential land development activities. Continued proper fiscal management of the Land Enterprise will enable the City to continue to benefit from the proceeds realized through its land development activities



## The Quarters Downtown

### Introduction

The Quarters Downtown is a City-led initiative intended to be a catalyst for private sector investment and redevelopment of the east side of Edmonton's downtown. The redevelopment of the Quarters Downtown is guided by the Quarters Downtown Area Redevelopment Plan, the Quarters Downtown Urban Design Plan, Direct Control Zoning + Overlay and a Community Revitalization Levy Area Plan that outlines the public infrastructure program necessary to encourage private sector investment. The Quarters Downtown Community Revitalization Levy Plan area (CRL area) is located in the Boyle Street community, which is immediately east of downtown, and is one of the oldest neighbourhoods in Edmonton.

### Property Description

The City holds approximately 8.3 acres of land in parts of the Quarters Downtown - see Figure 4 for locations.



Figure 4

### Where We Were

Although the east part of the Boyle Street community has seen redevelopment with many multi-family buildings, the area immediately adjacent to the downtown core has not experienced the same degree of redevelopment. Much of the area is characterized by unimproved surface parking lots, crime, social issues, infrastructure inadequate for new development and environmental contamination from historic industrial uses. The Quarters Downtown Community Revitalization Levy Area Plan (“the Plan”) outlines the public infrastructure program needed to attract private investment, redevelopment and revitalization of the area which includes strategic land acquisition for public space development and resale.

### Where We Are

The Quarters Downtown has seen significant interest and development since the adoption of the guiding statutory plans. The following is a list of major public and private initiatives/development completed or underway in the Quarters:

- City-led projects:
  - Boyle Renaissance Phase 1 and 2 - complete
  - The Armature, streetscape - complete
  - Valley Line LRT - underway
  - The Armature Block, lot consolidation and resale - pending sale
  - Ociciwan Contemporary Art Centre - underway
  - Community Arts Laboratory - underway
- Private Development
  - The Quarter Note Hotel - complete
  - Brighton Block - underway
  - The Hat @ Five Corners - underway
  - Edmonton People in Needs Shelter Society - complete

The table below outlines the description and status of the City-owned land shown in the Figure 4 map above.

Property	Description	Status
Property 1 10260 - 96 St	Single, vacant lot  0.08 acres	This property is needed as a land swap for Kinistinaw Park Phase 2.
Property 2 9641 - 102A Ave	Single lot with building  0.28 acres	Currently under City-led renovation and lease to the non-profit Quarters Arts Society. The building is the recipient of a Canada Heritage Grant for \$750,000.

#### Attachment #4

Property 3 10216 - 96 St	5 vacant lots and a lane closure  0.47 acres	Land was purchased with Cornerstones funds. City Council has approved providing the site along with \$6.0 million for the Artist Quarters development. Arts Habitat acquired the Koermann Block to complete the land assembly.
Property 4 & 5 9633 & 9634 - 102 Ave	Single lots directly north and south of each other on 102 Ave  0.19 acres	To enhance pedestrian connections, the Quarters Downtown Urban Design Plan identified the need to break the grid between 96 and 97 Street from 101A avenue to 103A avenue. The need for these properties to break the grid will depend on the design and scale of adjacent developments.
Property 6 9604 -101A Ave	Single lot with building  0.08 acres	Currently under renovation and lease to the non-profit Ociciwan Contemporary Art Collective. The building is the recipient of a Canada Heritage Grant for \$750,000.
Property 7, 10415 - 96 street, 9511, 9519 - 105 Avenue, 9528/30/34 - 104 Ave	22 lots with three buildings  2.12 acres	<p>The City intends to designate the original main building (Iron Works), built in 1909, as a Municipal Historic Resource. The building is currently listed on the Inventory of Historic Resources in Edmonton. Alberta Culture and Tourism has advised that the building has provincial significance.</p> <p>Administration will explore potential uses for the Iron Works building and will update the Boyle Renaissance Master Plan for Phase 3 in Q1 2019.</p>
Property 8 10401 - 96 St	6 vacant lots (former site of the York Hotel - demolished in 2012)  0.75 acres	<p>The property has been offered for sale for use as a multi-use development but to date the City has not entered into a sale agreement with respect to the property.</p> <p>There are two City-owned sites within the Quarters where the Graphic Arts building, currently located at 9523 Jasper avenue, could be moved. The north lot on the York site, fronting onto 96th street, is one of the potential new locations.</p>
Property 9	12 lots with 2 buildings (3 buildings demolished)	This land was purchased with Cornerstones Funds. The Quarters Downtown Urban Design



#### Attachment #4

9550/54/56/60, 9549/53/55/59 - 103 Ave, 9550/54/56/60 - 102A Ave	to date with plans to demolish 2 more)  1.37 acres	Plan identified the properties east of Kinistinaw Park for mixed use development. The intention is to reorient the north-south lots so the buildings face west-east and front on to Kinistinaw Park.  The lots will be offered for resale. Potential developments on the site could include a mix of market and affordable or market and attainable.  The Reed House, located at 9549 103 avenue is currently listed on the Inventory of Historic Resources in Edmonton.
Property 10 10264 95 St	Single vacant lot  0.07 acres	The lot has been offered for sale and generated many inquiries. Current zoning for the site makes development on the single lot challenging.
Property 11 10203 - 96 St	8 vacant lots  0.61 acres	These lots were purchased for the purpose of assembling a large developable site for resale.  The lots were offered for sale in 2018 and there is a deal pending.
Property 12 9516/24/30 Jasper Ave	5 vacant lots - the buildings were demolished  0.43 acres	These lots were purchased for the Valley Line Southeast LRT.  When the LRT construction no longer requires these, the lots will be offered for resale.
Property 13 10148 - 95 Street, 9523/31/39 Jasper Ave	8 lots - 7 vacant and 1 with the Graphic Arts building  1.20 acres	These lots were purchased for the Valley Line Southeast LRT.  Plans are underway to move the Graphic Arts building to one of two City-owned lots in The Quarters Downtown.  When the LRT construction no longer requires these, the lots will be offered for resale.
Property 14 9351 103A Ave	Single vacant lot  0.09 acres	This is one of two potential locations for the Graphic Arts building.
Property 15	5 lots - 4 vacant and 1 with a building	Properties purchased with Cornerstones funding to assemble a potential site for mixed

9431 - 101A Ave, 10123/27/29/31 - 95 St	0.55 acres	use market/affordable development. This is a prime location for a high density market development and strategy for the disposition of the property is in development.
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**Where We Are Going**

Implementation of the Quarters Downtown, according to the statutory plans, will continue through to the Community Revitalization Levy Bylaw termination and on an ongoing basis through zoning and remaining statutory plans. The redevelopment program for The Quarters Downtown aligns with Council's strategic plan by promoting compact urban form that has a mixture of uses, a diverse population, employment and recreation opportunities, and reduces the dependence on private vehicles. In addition, these developments will contribute to a healthy lifestyle where residents will be able to take advantage of public spaces for active and passive recreation and the adjacent river valley for hiking or biking.

## Station Pointe

### Introduction

Planning policy for the Fort Road Station Pointe area aims to create a mixed use, vibrant urban village that increases density and promotes a compact urban form within walking distance to the Belvedere LRT Station. A master plan, urban design plan, direct control zoning of Areas A - E and a community revitalization levy are all in place.

### Property Description

13 acres of land divided into five "Areas" A-E. The Areas have been developed as a subdivision with infrastructure of internal roads, streetscaping, railway sound wall, landscaping and utility servicing - see property map below for details.

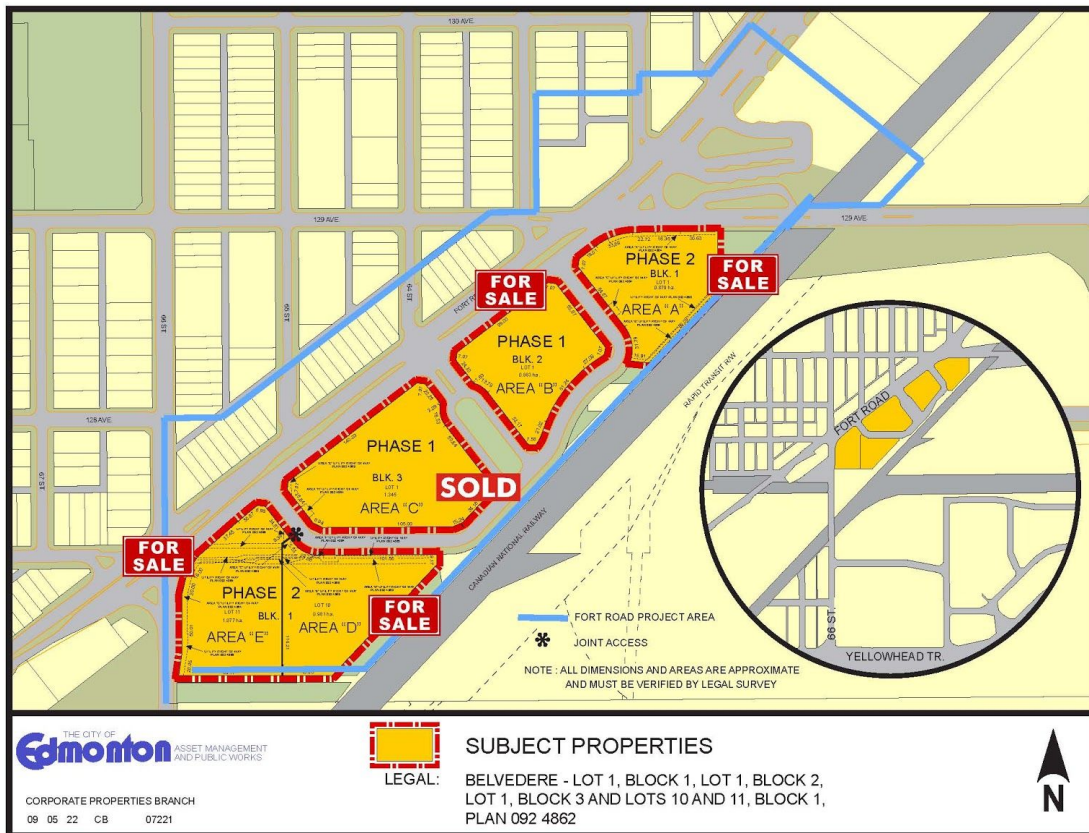


Figure 5

### Where We Were

The Areas have been for sale since 2012, and development interest is slower than expected. To date, Administration has received eleven written offers; one of which resulted in a completed transaction and the subsequent commencement of

construction of Station Pointe Village in Area C. Areas B and D have previously been under contract. However, in both instances, the buyers eventually were not able to meet their conditions resulting in the termination of the sale agreements.

On June 18, 2018, Administration responded to a Council motion with Regional and Economic Development report CR\_5614 Belvedere Community Revitalization Levy Opportunities. This report concluded that the most significant barrier to development in Station Pointe is that the zoning does not reflect current market conditions and that a third party market analysis should be completed to define a more marketable residential product type.

### **Where We Are**

Administration received a draft Station Pointe Market Analysis Report completed by an independent consultant on December 14, 2018. The report examined demographic trends as well as demand for residential, commercial and retail markets from a micro and macro perspective. The conclusions presented in the report suggested that the local locational influences of heavy arterial traffic, adjacent railways and industrial development and dilapidated street-front retail across Fort Road outweighed the benefits of access to LRT, proximity to employment and proximity to regional retail. These factors, combined with the lack of parking and pedestrian traffic, imply that the achievable market price/rent level is lower for these Areas than in other locations within the City. The resulting implications of this are that lower density / wood framed developments which do not require underground parkades are the most feasible options for development.

At a high level, it was identified that retail uses in the area are currently oversupplied and the current population within the immediate market area would not support additional retail development. However with population growth from a phased sale of these parcels, the demand would grow making it more feasible for an increase in retail uses within the subject lands. It was also concluded that the local market area is missing townhomes and stacked apartment housing which would offer additional choice to renters and low-middle income buyers who make up the majority of the local demographic.

All of these items lead to the final recommendation of the report to rezone the Areas to a lower density product with less commercial requirements and more flexibility for permitted uses. The information provided in the report has reaffirmed Administration's position on what is required to help increase development interest for these Areas.

### **Where We Are Going**

Administration will engage the community and stakeholders presenting the Market Analysis Report findings. Continuing to develop Station Pointe as a

residential subdivision, aligns with Council's goals of Healthy City, Urban Places and Climate Resilience.

- Healthy City - when developed Station Pointe will offer affordable housing types in both the rental and ownership markets, making more housing choices available to more Edmontonians.
- Urban Places - residential housing stock will be built where none existed before and increased population will add to the vibrancy of the Belvedere neighbourhood.
- Climate Resilience - by continuing to support residential development close to the Belvedere LRT Station, residents will be given the opportunity and convenience to choose transit as a mode of travel.

## River Crossing

### Introduction

River Crossing is an area of primarily City-owned land in the western portion of the Rosedale neighbourhood. Located at the physical centre of Edmonton, it is the only sizeable piece of developable land within the river valley. However, River Crossing is more than a land development project. By virtue of its layered history and cultural significance, it is an opportunity for high-profile, metropolitan-level placemaking.

### Property Description

The River Crossing area is approximately 68.72 acres (27.81 ha) in size. Roughly 28.94 acres (11.71 ha) of these lands consist of road right-of-way or other holdings. The table below shows that the City is the primary landowner of the remainder, with approximately 32.69 acres (13.23 hectares) of land or 82.2% of the area.

Area	Description	City holdings (acres)	Private holdings (acres)	Total area (acres)
1	Unnamed park	0.35	-	0.35
2	Ortona Armoury site	2.47	-	2.47
3	Existing apartments	-	1.09	1.09
4	Mostly vacant	2.45	0.32	2.77
5	Partially vacant	0.69	2.05	2.74
6	Vacant / parking	4.10	-	4.10
7	Former school site	-	3.46	3.46
8	Mostly vacant	3.21	0.17	3.38
9	Vacant / parking	1.90	-	1.90
10	RE/MAX Field	5.51	-	5.51
11	Comm. league, Ross Flats Apts	1.46	-	1.46
12	Right-of-way	1.14	-	1.14



13	Power plant & river edge	9.41	-	9.41
	Totals	32.69 acres (13.23 ha) 82.2%	7.09 acres (2.87 ha) 17.8%	39.78 acres (16.10 ha) 100%



Figure 6

**Where We Were**

Indigenous peoples have used the North Saskatchewan River valley for thousands of years. In 1802, the river flat now known as Rossdale attained a particular regional focus when a fur trading fort was built there. Eventually this location became the seed from which Edmonton grew. Recreation, utility and residential development occurred in Rossdale beginning in the late 1800s. In the 1960s and 70s, West Rossdale was intended for a large freeway interchange



and park space. The 1986 Rosssdale Area Redevelopment Plan permitted redevelopment in the Rosssdale neighbourhood but designated West Rosssdale as an area for special study.

In the late 1990s and early 2000s, controversy regarding a proposed expansion of the Rosssdale Power Plant and a long-neglected cemetery / burial ground established in connection with the fort brought new attention to the area. After doing historical work and formally rededicating the cemetery / burial ground, the City completed the special study in 2011. Titled the West Rosssdale Urban Design Plan, it called for the area to be redeveloped as a mixed-use, medium density urban village. Engineering work to effect this conversion began but different ideas about how the area should develop and concerns about preserving the now-decommissioned Rosssdale Power Plant led the City to revisit the plans. In 2015 City Council approved a new vision for the area that called for it to become a cherished destination for Edmontonians and visitors alike because of its historical and cultural significance.

### **Where We Are**

The River Crossing project, now underway, was initiated in 2016 with two expected deliverables. The first, a Heritage Interpretive Plan approved by Council in July 2017, resulted from extensive Indigenous and public engagement. It is a framework for building history and culture into the area's redevelopment. The second deliverable, the River Crossing Business Plan, is expected to be presented to Urban Planning Committee in Q2 2019 following public engagement and refinement in Q1 2019. The Business Plan will update land use and transportation plans, establish the business case for investment and include a realistic implementation strategy.

In 2017 the City sold land west of 105 Street to the Government of Alberta. At the direction of Executive Committee, 75% of the proceeds of this sale (\$9.7 million) were reserved in the Land Enterprise Retained Earnings for future needs in West Rosssdale. Through capital profile 19-17-0601, approved as part of the 2019-22 budget, this money has now been committed to River Crossing.

River Crossing is strongly aligned with the Ways documents and Council's strategic plan. The Rosssdale development will include affordable housing, increased housing options and density, new commercial areas, and connections to the river valley trails. All of this will increase vibrancy in the area, make the area a major attraction for citizens and visitors alike and support Council's strategic goals.

### **Where We Are Going**

River Crossing will repair a prominent gap in Edmonton's urban fabric and create a long-awaited historical / cultural destination for Edmontonians and visitors alike.

The strategy for River Crossing will be outlined in the Business Plan now being developed but is expected to include the following:

- Explanation of the regional significance of River Crossing.
- Strategy regarding the city-building / place-making and land development aspects of the River Crossing project.
- Update of the land use, transportation and urban design plans for the area.
- Integration of River Crossing with other amenities in the central river valley area to create a city-wide and metropolitan destination.
- Market demand and absorption assumptions.
- Cost and revenue estimates and options for financing.
- Recommended public / private / non-profit partnerships.
- Development timelines and staging.
- Short, medium and long-term implementation activities.

The City will have to invest in new infrastructure (streets and sewers) and public spaces (new open space and the Touch the Water promenade) to achieve Council's vision for River Crossing. Neighbourhood renewal (scheduled for 2024), arterial renewal and land sales may, with Council approval, pay for some of the upgrades but an additional funding mechanism (a Community Revitalization Levy, development partnership or other long-term capital commitment) will be required. The City will also need to work diligently to program public places in the area and creatively pursue funding and partnerships to transform the Rosedale Power Plant into an exciting new people place. The \$9.7 million allocated in the 2019-22 capital budget will likely be used for infrastructure and open space design after the Business Plan is approved and for strategic renovations to the Rosedale Power Plant complex.

As these pieces come together, the City will pursue opportunities to get residential / mixed-use development started in locations determined through the Business Plan. The expected strategy is for the City to sell parcels of land to developers in a phased sequence or to pursue joint venture partnerships. Possibilities exist to connect developable City land to a long-term lease of RE/MAX Field. River Crossing financials and land disposition arrangements will be structured to ensure that key policy objectives for the project -- Indigenous reconciliation, heritage interpretation, affordable housing, and energy transition -- are advanced in the process.

Development will be low-midrise and mid-high rise. Development timeframes will depend on economic conditions. Development demand is expected to be stronger in River Crossing than in some other redevelopment areas because of its river valley location and unique amenities. Housing unit counts could range between 1,200 and 2,000 with absorption between 12 - 22 years once

redevelopment begins. Staging of public investments and development will be carefully coordinated.