

INFILL PRIORITY ACTIONS

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TERRITORIAL ACKNOWLEDGEMENT

BILD Edmonton Metro respectfully acknowledges that we are located within Treaty 6 territory and Métis Nation of Alberta Region 4. We acknowledge this land as the traditional home for many Indigenous Peoples including the Cree, Blackfoot, Métis, Nakota Sioux, Dene, Saulteaux, Anishinaabe, Inuit, and many others whose histories, languages, and cultures continue to influence our vibrant community.

This work punctuates the collective voices that continue to shape Edmonton’s infill journey. We appreciate the passion, expertise, and lived experiences shared by homebuilders, developers, planners, residents, community organizations, and civic leaders through past, current, and ongoing conversations about growth and redevelopment. We offer the insights and ideas presented in this work in the spirit of continued collaboration — with a commitment to dialogue and partnership in advancing the priorities and actions outlined. Together, we can shape a city that grows thoughtfully and with confidence into the future.

Introduction

Infill development is central to how Edmonton will grow, compete, and remain affordable in the decades ahead. As our city surpasses 1.25 million residents in a metro region of 1.7 million and continues to welcome newcomers seeking opportunity and quality of life, the choices we make today about housing and neighbourhood development will shape Edmonton's future for generations.

Our industry — builders, developers, planners, engineers, architects, trades, suppliers, and the many professionals who bring communities to life — leads advocacy for a streamlined and predictable regulatory framework that supports the production of diverse housing forms across both Redeveloping and Developing Areas¹. The City of Edmonton has modernized its policies and regulatory framework to enable more housing choice. These collective steps have positioned Edmonton as a national leader in zoning reform and housing innovation.

But policy change is only the beginning. True leadership requires clarity in implementing regulations, consistency in decision-making, and confidence in the long-term direction of growth. When policies shift unexpectedly or debates focus narrowly on individual elements, we risk losing sight of the bigger picture. Edmonton's growth trajectory demands that we focus on how all parts of the system work together.

Recent conversations have reinforced an important truth — growth must be accompanied by meaningful and ongoing community engagement. Strong consultation remains foundational to neighbourhood planning and the successful implementation of District Plans that emphasize a system of nodes and corridors and the primary locations for major intensification over time. Growth at this scale requires alignment among council, administration, industry, and the broader community. It also requires trust — trust that policies will be applied consistently, that needed infrastructure upgrades will keep pace, and that development will reflect the values and aspirations of the people who call Edmonton home.

As an industry, we build homes for people to live and invest in. We listen closely to current and future residents of all ages and stages to understand what they need from the market — whether that is attainable ownership

opportunities, rental options, multi-generational housing, or homes close to employment and amenities. Market conditions evolve, demographics shift, and financial realities change. We cannot build tomorrow's communities using yesterday's assumptions. Leadership means adapting responsibly while maintaining a steady vision.

It also means recognizing that infill is about more than density. It is about revitalizing mature neighbourhoods, supporting local businesses, optimizing existing infrastructure, and creating inclusive communities where families, newcomers, seniors, and young professionals can thrive. Achieving this requires coordinated effort: addressing infrastructure gaps, streamlining approvals, maintaining high construction standards, and equipping builders with practical tools to be good neighbours throughout the construction process.

Edmonton has earned its reputation as a city that opens doors rather than closes them — a city built on ambition, sound planning, and opportunity. Now is the time to build further upon that foundation. Rather than revisiting individual policy components in isolation, we must take a holistic, future-focused view of infill. What infrastructure investments are required to support redevelopment? How can permitting systems be made more efficient? How do we balance density, diversity, and design excellence? How do we strengthen communication and trust within communities experiencing change? How do we make Edmonton an attractive city for ongoing economic investment and population growth in the Canadian context?

BILD Edmonton Metro believes the answer lies in collective leadership and renewed focus. Council, administration, industry professionals, and residents each have a role to play in shaping the next chapter of Edmonton's infill story. By working together — proactively and strategically — we can move beyond reactive debates and toward coordinated solutions that reflect Edmonton's long-term vision.

We are committed to advancing infill through collaboration, transparency, and shared responsibility. By working together, we can support Edmonton's growth as a vibrant, inclusive, and economically resilient city. This Infill Priority Actions plan is one step in that direction.

¹ Developing Area: Areas primarily outside of Anthony Henday Drive within city limits that have an approved statutory plan.

Redeveloping Area: Development within existing residential and non-residential areas that have completed the cycle of growth, build out and maturation, and are changing to accommodate compact, mixed-use development in support of City Building Outcomes.



Executive Summary

Edmonton is entering a new phase of growth. With the city surpassing 1.25 million residents and planning for a population of two million, infill development will play an increasingly central role in shaping how neighbourhoods evolve, how infrastructure investments are optimized, and how housing supply is delivered. Over the past decade and a half, the City of Edmonton has made significant policy progress — more recently the momentum has included adopting The City Plan in 2020, modernizing the Edmonton Zoning Bylaw in 2023, and introducing District Plans in 2024 to guide long-term growth. These reforms have positioned Edmonton as a national leader in planning innovation and housing policy. However, the success of these policy changes now depends on effective implementation.

The Infill Priority Actions plan was developed by BILD Edmonton Metro to support the next phase of Edmonton's infill journey — translating policy ambition into practical, on-the-ground results that matter most today in order to best position us for the future. Through a structured review of policy and plans, housing data, stakeholder sentiments, and industry expertise, this report identifies key barriers and opportunities that influence how infill is delivered across redeveloping neighbourhoods.



Several key insights emerged through the research and industry engagement process:

- Edmonton has made significant policy progress, but implementation gaps remain. The City Plan, Zoning Bylaw Renewal Initiative, and District Plans collectively create a strong framework for supporting housing diversity and redevelopment. However, industry stakeholders continue to experience challenges related to permitting timelines, infrastructure coordination, and regulatory interpretation.
- Infill growth is occurring — but not yet at the scale required to meet long-term targets. Between 2011 and 2025, approximately 25 percent of new housing units have been built in core and mature neighbourhoods, matching the earlier 25% infill target set in 2014 but leaving room for ongoing market transformation towards the long-term 50% infill objective established in The City Plan at full build-out of 2 million people. Achieving this target will require improved coordination between policy, infrastructure planning, and project delivery.
- Community concerns often focus on design and neighbourhood change — not density alone. Public feedback frequently highlights concerns related to building scale, construction impacts, parking pressures, and loss of mature trees. Many stakeholders noted that addressing the number of units on a site alone do not address these underlying concerns, suggesting that design incentives, improved construction practices, and better communication tools may be more effective solutions.
- Predictability and certainty are critical for investment and housing supply. Infill projects often involve higher land costs, complex site conditions, and longer timelines than greenfield development. Clear and stable regulatory frameworks are therefore essential to maintain investor confidence and ensure projects remain financially viable.
- Collaboration across stakeholders will determine success. Delivering infill at scale requires alignment between City Council, administration, industry, infrastructure providers, and communities. Stronger coordination and shared expectations about where major and minor redevelopment should happen to best align with The City Plan will help reduce friction and build public confidence in how redevelopment occurs.

To address these findings, this plan identifies 22 priority actions across four implementation themes:

- Regulations and Rules – improving clarity and predictability in the regulatory environment **[predictability]**
- Process and Timelines – streamlining approvals and permitting systems **[speed]**
- Infrastructure and Construction – coordinating servicing and improving construction practices **[cost]**
- Communications and Community Relationships – strengthening engagement and trust with residents **[trust]**

Beyond individual actions, the plan provides a shared foundation for future conversations about growth in Edmonton. By consolidating policy and plans, housing data, stakeholder perspectives, and industry experience into a single framework, the report helps shift discussions away from reactive debates toward evidence-based collaboration.

These actions represent BILD Edmonton Metro's best advice for positive and proactive change and they form the basis of our industry's advocacy for Edmonton's ongoing infill evolution.

This approach will support:

- More productive discussions between Council, administration, industry, and communities
- Greater clarity around how infill contributes to housing affordability and supply
- Improved alignment between infrastructure investment and redevelopment patterns
- Stronger public understanding of the role infill plays in sustaining neighbourhoods

Ultimately, the goal of this plan is not simply to advocate for infill development, but to improve how infill is delivered — ensuring that redevelopment strengthens communities, supports housing availability, and contributes to Edmonton's long-term prosperity.

Background

Infill development has long been part of Edmonton's urban development. While it has become a prominent topic in recent municipal election cycles, the concept itself is not new. For decades, neighbourhoods across the city have accommodated new housing forms to respond to changing demographics, economic conditions, and growth patterns. From lot subdivisions to secondary suites, Edmonton's housing stock has gradually adapted to meet the needs of residents at different life stages. Today, infill continues that legacy by renovating and retrofitting aging properties, introducing gentle density, and expanding housing choice within mature communities. It also provides the opportunity to transform nodes and corridors into vibrant urban places through the concentration of major redevelopment at key locations.

A significant policy shift occurred in 2014 with the City's first Infill Roadmap, created as an implementation tool for The Way We Grow, Edmonton's Municipal Development Plan (MDP) at the time. The MDP established a target that 25 percent of new housing be built in core, mature, and established neighbourhoods. To achieve this goal, the MDP identified larger-scale opportunities such as Transit Oriented Development and major redevelopment areas like Blatchford, Rosedale, Exhibition Lands, The Quarters, and the Downtown. Early efforts to optimize lower density infill within mature neighbourhoods focused primarily on low-scale development, such as narrow lot homes and garden suites. As redevelopment activity increased, the City worked with residents, industry representatives, and elected officials to refine construction standards and improve communication processes.

Momentum continued in 2018 with Infill Roadmap 2.0, which moved on from small-scale housing and secondary suites, instead emphasizing the "missing middle" — housing forms that bridge the gap between single-detached homes and mid- to high-rise apartments. Regulatory changes permitted semi-detached housing in areas previously zoned exclusively for single-detached dwellings and allowed both basement suites and garden suites on the same lot. These changes marked a structural shift in zoning policy, expanding housing flexibility and increasing the number of units permitted on standard residential parcels.

In 2020, Edmonton adopted The City Plan, replacing The Way We Grow as the MDP and setting a long-term vision for a city of two million residents. To implement The City Plan, the City undertook the Zoning Bylaw Renewal Initiative, modernizing regulations to enable a broader range of housing types to be developed "as-of-right" across residential areas. The reforms received national recognition through the Canadian Home Builders' Association Municipal Benchmarking Study (2023, 2025), which ranked Edmonton first in planning policy and process.

Despite policy progress and development success on the ground, infill implementation remains a subject of public debate. In 2025, concerns intensified regarding permissions allowing up to eight units on mid-block residential lots. The issue generated significant public engagement and City Council debate. While recent proposals to amend the zoning bylaw to reduce the number of units on mid-block sites were brought forward, they were ultimately rejected, and the existing regulations remain in place. Other design interventions were made subsequently, which introduced more architectural controls and site constraints. These discussions underscore the broader tension between accommodating growth and addressing neighbourhood-level concerns. They also highlight how ongoing refinements to zoning are both a necessary and productive part of the planning process.

WHY INFILL MATTERS

Infill is not only a planning issue — it is central to the future of Edmonton’s housing market and development industry. As population growth accelerates and infrastructure costs rise, the ability to build within neighbourhoods is essential to maintaining housing supply, affordability, and market stability. By reinvesting in redeveloping communities, infill renews aging housing stock, strengthens neighbourhood vitality, and helps sustain local schools, commercial corridors, and community amenities. Infill development leverages existing infrastructure, supports local businesses and transit systems, and contributes to more efficient land use patterns by directing growth toward areas with established services and amenities that can be leveraged. This approach expands the municipal tax base by adding more taxable structures on the same area of land while optimizing prior public investment in roads, pipes, parks, and transit. It also replaces aging building stock with well-designed and energy efficient new construction based on the most up-to-date building codes and technologies. Notably, Edmonton’s redeveloping areas represent some of the least dense neighbourhoods in the city and can thereby provide some of the best opportunity to achieve better fiscal and environmental sustainability for already-built communities, which represent a very large canvas to work with.

For the real estate and development industry, levers such as policy, regulatory certainty, public investments, and infrastructure support directly affect land economics, permitting timelines, construction feasibility, and long-term investment certainty. Clear and predictable zoning regulations allow builders and developers — both small-scale and large-scale — to plan projects with confidence. Infill projects often involve higher land costs, more site constraints, and greater construction complexity; as a result, regulatory clarity and streamlined approvals are particularly critical to project viability. When supported by stable policy, infill increases housing diversity and supply through a broader range of built forms and price points — accommodating evolving household needs, smaller household sizes, and aging-in-place options. Conversely, uncertainty or policy reversals can constrain supply and increase risk, ultimately impacting housing availability and price.

BILD Edmonton Metro represents local companies active across the full spectrum of development, including greenfield growth, downtown revitalization, and both small- and large-scale infill. As Edmonton continues to evolve, the industry has a vested interest in ensuring that infill policy balances community interests with the need for housing diversity and growth, while also supporting fiscal sustainability, market feasibility, and long-term investment confidence.



GOALS





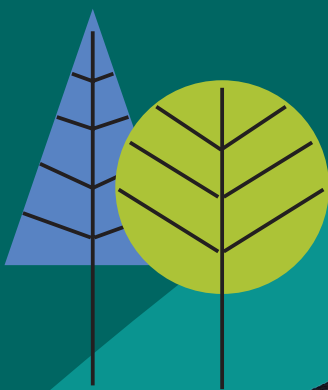
The goal of BILD Edmonton Metro’s Infill Priority Actions plan is to develop and implement a targeted, strategic framework that enables industry and community stakeholders to proactively advance infill development in redeveloping areas across Edmonton. This plan is designed to support the City’s objective of achieving 50 percent of new housing growth through infill and redevelopment — by ensuring policies, processes, and partnerships are aligned to deliver housing supply in a predictable, efficient, and community-minded manner.

CORE GOALS AND OBJECTIVES

- Deliver 50 percent of new housing growth through infill and redevelopment by aligning industry and municipal actions around a shared implementation framework.
- Create regulatory clarity and predictability to reduce risk, improve timelines, and increase housing supply across redeveloping neighbourhoods.
- Strengthen community relationships through clear messaging, early engagement, and consistent expectations for infill projects.
- Align partnerships and processes with City Administration to ensure policy intent translates into operational efficiency.
- Advance infrastructure innovation and servicing coordination to support cost-effective, scalable redevelopment.
- Shift from reactive decision-making to long-term planning, providing stability for residents, investors, and builders alike.

To achieve this goal, this plan consolidates the collective perspectives of industry into a clear and unified document, providing City Council and administration with well-defined insights into the opportunities, barriers, and practical realities associated with infill delivery.

METHODOLOGY



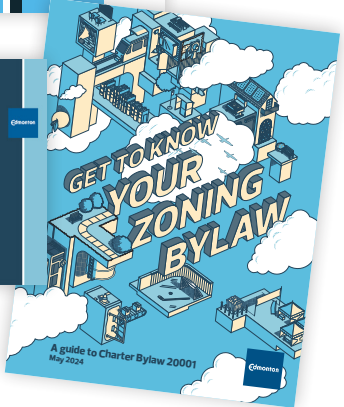
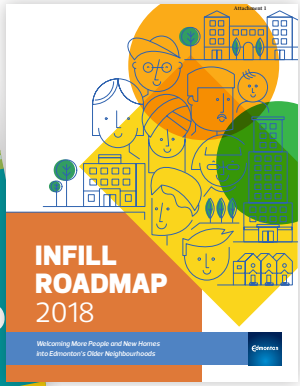
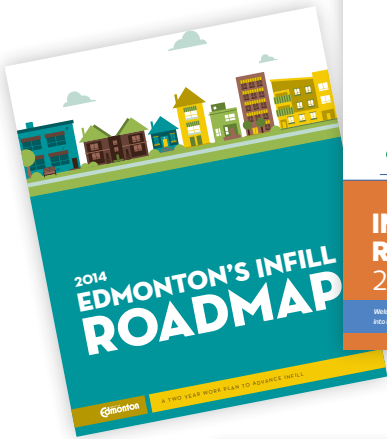
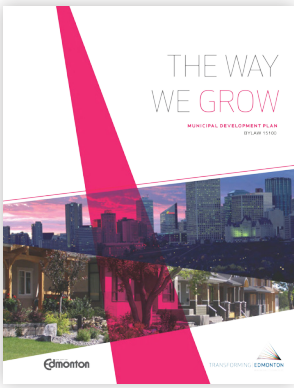
This plan was developed through a structured, multi-phase review process led by BILD Edmonton Metro, combining quantitative analysis, policy review, stakeholder sentiment assessment, and direct industry engagement. The methodology was designed to ensure that recommended actions are evidence-based, implementation-focused, and responsive to both market realities and community concerns.

POLICY AND REGULATORY REVIEW

A comprehensive review of Edmonton’s infill-related policy evolution over the past 15 years was conducted, examining how direction, regulation, and implementation tools have shifted over time. Key documents reviewed include:

- The Way We Grow (2010)
- Infill Roadmap (2014) and Infill Roadmap 2.0 (2018)
- The City Plan (2020)
- The Zoning Bylaw Renewal Initiative (2023)
- District Plans (2024)

This review assessed how infill targets, zoning permissions, infrastructure planning, parking reform, and community engagement practices have evolved — and where gaps remain between policy intent and on-the-ground implementation. Particular attention was paid to how reforms transitioned infill from discretionary approvals toward as-of-right permissions, and how this shift has influenced certainty, public perception, and delivery outcomes.





DATA AND GROWTH ANALYSIS

To ground the discussion in measurable outcomes, the following analysis was conducted:

- Net new dwelling data
- Population growth trends
- Infill housing type distribution

This analysis evaluates how Edmonton is tracking toward its stated infill targets (25% under earlier plans; 50% under The City Plan) and identifies the types of housing forms currently driving redevelopment based on permissible development and market demand. The findings highlight both progress — such as surpassing earlier infill targets — and ongoing gaps relative to achieving long-term City Plan goals.

STAKEHOLDER SENTIMENT REVIEW

Recognizing that infill is not solely a technical or regulatory issue, recent public and political discourse surrounding infill was reviewed.

Feedback was categorized across stakeholder groups, including:

- Residents
- Community organizations
- Councillors
- Industry
- Business representatives

Key themes analyzed include concerns regarding scale and massing, pace of change, parking, infrastructure capacity, tree loss, public engagement, and trust in process. The methodology distinguishes between concerns related to unit count and those related to design quality, construction impacts, or infrastructure readiness — helping clarify whether regulatory levers align with the underlying issues being raised.



INDUSTRY ENGAGEMENT AND DELIVERY LENS

BILD Edmonton Metro engaged builders, developers, planners, engineers, and related professionals through workshops, surveys, and interviews. Discussions focused on:

- Project viability and cost pressures
- Permitting and inspection timelines
- Infrastructure coordination and utility servicing
- Regulatory interpretation and administrative consistency
- Community interactions and communications challenges

This engagement ensures that recommendations reflect practical delivery realities. Because industry is ultimately responsible for constructing the homes enabled through policy, understanding economic feasibility, risk tolerance, and operational bottlenecks was essential to identifying actionable reforms.

GAP IDENTIFICATION AND ACTION FRAMING

Findings from policy review, data analysis, stakeholder sentiment, and industry engagement were synthesized to identify recurring gaps across four core themes:

- Regulations and Rules [**predictability**]
- Process and Timelines [**speed**]
- Infrastructure and Construction [**cost**]
- Communications and Community Relations [**trust**]

Rather than proposing broad policy innovations, the emphasis focuses on implementation refinement and incremental improvement — identifying where predictability, coordination, transparency, or incentives can improve outcomes without undermining long-term growth targets.

Actions were then prioritized based on:

- Ability to improve predictability and certainty
- Impact on housing supply and market feasibility
- Alignment with The City Plan and District Plans
- Responsiveness to recurring community concerns
- Feasibility to achieve within 0–24 months

SCOPE AND LIMITATIONS

This report is intentionally implementation-focused and industry-led. While it incorporates public hearing records and broader stakeholder themes, it does not constitute a standalone public engagement process. Broader public and stakeholder engagement should accompany the rollout of specific actions as they move toward implementation over time.

ACTIONS





By analyzing current infill activity across neighbourhoods, incorporating stakeholder perspectives, and assessing the industry’s on-the-ground challenges and opportunities, we have identified a focused set of priority actions. The following 22 actions form the core of BILD Edmonton Metro’s advocacy to enable small- and medium-scale infill development.

We believe that these can all be achievable within the current 2025-2029 council term and can be initiated and/or delivered in 24 months with the right partnerships and commitments in place.

Cumulatively, if the actions outlined are implemented, they are expected to support the following outcomes:

- Advance the housing objectives of The City Plan by enabling more housing in redeveloping areas and accommodating Edmonton’s continued population growth.
- Streamline City regulations, processes, and timelines to reduce delays, improve predictability, and ensure policies effectively support infill development.
- Strengthen trust between industry, City administration, and communities through transparent communication, shared objectives, and proactive engagement to address concerns.
- Improve the feasibility of infill development by addressing construction, infrastructure, and servicing barriers while ensuring proactive infrastructure planning.
- Enhance the availability of data and information on infill development to build a shared understanding of where infill is occurring and how neighbourhoods are evolving.

The development of these actions is detailed in the Policy Review, Findings, Data, and Stakeholder Sentiment Analysis sections that follow.

ACTION THEMES



REGULATIONS + RULES
[predictability]



PROCESS + TIMELINES
[speed]

SHORT-TERM (0-3 MONTHS)

ACTIONS	THEME	ACCOUNTABILITY
Define and clarify roles and responsibilities (e.g. policy, communications, outreach and engagement) for the City's Infill Liaison Team and other key areas within the City to improve promotion, coordination, and accountability of infill.		Industry, City of Edmonton, Community
Review and promote standards and expectations for demolitions, construction, and safety (e.g., Construction Accountability Program).		City of Edmonton, Industry, Community
Advance local area planning through District Plan amendments to incorporate context-sensitive design guidance for infill development.		City of Edmonton, Industry, Community
Develop and promote standardized checklists for infill application processes and common submission requirements (e.g., Missing Information Requests).		City of Edmonton, Industry
Engage with the City of Edmonton to help shape design guidance and implementation approaches (e.g. Edmonton Design Committee review process, automation and technological innovations).		Industry, City of Edmonton
Improve coordination of utility servicing to reduce delays, costs, and construction conflicts (e.g., shared trenching, Core Process Document).		ATCO, EPCOR, City of Edmonton
Improve efficiency and clarity in "homeowner representation" for building owners undergoing infill development on their property via a delegation consent form during approvals and permitting processes.		City of Edmonton, Community, Industry
Align infrastructure planning with anticipated infill growth to improve servicing efficiency and investment decisions.		EPCOR, Industry, City of Edmonton
Improve access to infill housing data to support informed decision-making and public understanding.		City of Edmonton



MEDIUM-TERM (3-12 MONTHS)

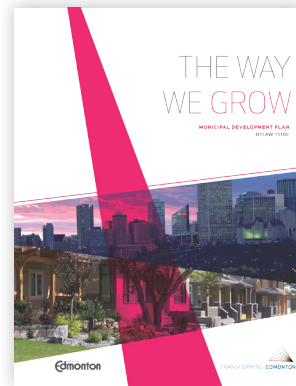
ACTIONS	THEME	ACCOUNTABILITY
Improve coordination of road closures to increase scheduling predictability and enhance communication with communities to minimize disruption.		City of Edmonton
Provide transparent information on the financial impacts of regulations, requirements, and processes, and how they affect end-user housing costs.		Industry, City of Edmonton
Continuously review permitting processes and timelines and implement adjustments to improve efficiency and respond to demand.		City of Edmonton, Industry, ATCO, EPCOR
Communicate the benefits of infill development and showcase successful projects, neighbourhood outcomes, and people who live in redeveloping areas.		Industry, City of Edmonton, Community, Residents
Provide real-time updates on infill-related fees, approval timelines, external pressures, and key insights from existing data dashboards.		City of Edmonton
Promote simplified infill regulations, guidelines, and processes to industry through joint information sessions with the City of Edmonton.		Industry, City of Edmonton
Collect and share occupancy permit data for infill projects to better track project completion and overall infill delivery.		City of Edmonton, Industry

LONG-TERM (12-24 MONTHS)

ACTIONS	THEME	ACCOUNTABILITY
Refine lot grading standards and approval processes to minimize delays during inspection and construction stages.		City of Edmonton
Expand and enhance tools such as EPCOR's infrastructure capacity map (e.g., Hexagon Map) to help industry better understand servicing capacity and development opportunities.		Industry, City of Edmonton
Evaluate the performance of infill-specific regulations in the Zoning Bylaw (e.g., Cluster Housing) to determine effectiveness and identify potential improvements.		City of Edmonton, Industry
Support the development and use of pre-approved infill designs to streamline development permit approvals.		Industry, City of Edmonton
Improve inspection efficiency and reduce project delays through alternative compliance approaches (e.g., by expanding remote inspections and verification-based processes).		City of Edmonton
Strengthen long-term monitoring and analysis of infill development trends. (e.g., developing more detailed data tracking on housing types, timelines, and outcomes).		City of Edmonton, Industry, Community

POLICY REVIEW





This Policy Review demonstrates a clear evolution in City of Edmonton’s approach to growth and infill — from setting directional targets to embedding structural, regulatory, and implementation tools that normalize urban redevelopment as part of a rebuildable city. Early frameworks like The Way We Grow established foundational density targets and growth area concepts. Subsequent iterations of Infill Roadmap and Infill Roadmap 2.0 revealed that achieving infill targets requires more than policy direction — it demands zoning reform, parking flexibility, affordability tools, infrastructure review, industry partnerships, and sustained public engagement to address community concerns and implementation barriers.

More recent reforms signal a maturation of the policy framework. The City Plan consolidated planning and transportation into a long-term growth strategy with measurable infill targets, while the Zoning Bylaw Renewal Initiative operationalized these ambitions through simplified zones, as-of-right permissions, and clearer rules to reduce uncertainty and discretionary approvals. The adoption of District Plans further reinforces implementation by guiding intensification to nodes and corridors, though it also highlights the ongoing tension between streamlining citywide policy and preserving neighbourhood identity at the district level. Overall, the key lesson is that durable infill progress requires alignment between vision, regulation, infrastructure planning, communications, and community trust. It also requires ongoing attention and refinement, which the Infill Priorities and Actions plan aims to help contribute to.

THE WAY WE GROW

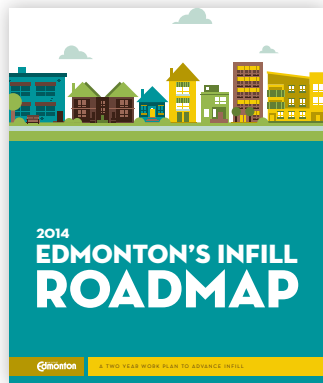
Adopted in 2010, The Way We Grow served as Edmonton’s Municipal Development Plan — setting out a 10-year vision for how the city would grow and evolve. It was one of several companion documents in “The Ways” strategic planning framework, alongside The Way We Move, The Way We Green, and The Way We Finance.

Policy Directions

- Increasing residential density across the city to make more efficient use of land and infrastructure
- Targeting 25% of new residential growth within core, mature, and established neighbourhoods
- Directing new homes to within 400 metres of existing LRT stations and major transit centres
- Enabling a diverse mix of housing types to serve a wide range of household sizes, incomes, and lifestyle preferences
- Supporting housing affordability, with a goal that households spend no more than 30% of their income on shelter (as defined by CMHC)

Other Lessons Learned

- Divided the city into five growth areas: Central Core, Mature Neighbourhoods, Established Neighbourhoods, Planned or Developing Neighbourhoods, and Industrial Areas
- Distinguished land use planning from transportation planning, while exploring overlap through Transit Oriented Development and aligning with complementary corporate strategies — including finance — to support implementation
- Included a mid-point progress review in 2016 to assess performance during the first five years of the plan’s 10-year horizon (2010–2020)



INFILL ROADMAP 2014

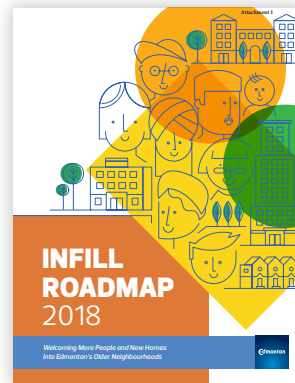
The Infill Roadmap was a focused, two-year action plan designed to implement The Way We Grow's policy objective of directing 25% of new residential units to mature neighbourhoods, outlining clear, tangible steps to help achieve that target.

Policy Directions

- Amended the RF1 (Single Detached) Zone to allow subdivision into narrower lots (approximately 25 feet wide), creating more opportunities for small-scale infill
- Expanded opportunities for row housing within the RF3 (Small Scale Infill Development) Zone
- Updated the Mature Neighbourhood Overlay to better support infill development while preserving key character elements such as trees and sidewalks
- Enabled more garage suites by consolidating garage and garden suite definitions within the Zoning Bylaw
- Improved Zoning Bylaw requirements to enhance communication around Development Permits, including signage and notification letters
- Updated the Transportation and Community Standards Bylaws to address construction-related impacts such as noise, mud tracking, and site management

Other Lessons Learned

- Created a platform to engage residents, partners, and industry in advancing infill, identifying barriers, and constructively addressing community concerns
- Grounded in robust public engagement, supported by an Infill Action Collaborative representing diverse stakeholder groups, and reinforced by City Council endorsement
- Delivered a comprehensive infill communications strategy, including clearer online information and practical tools such as a Good Neighbour Guide and improved Development Permit signage
- Provided user-friendly tools and guidance to help builders and developers understand what can be built on specific lots within established neighbourhoods
- Initiated the creation of an Infill Liaison Team within the City's administration



INFILL ROADMAP 2018

City Council called for a refresh of the 2014 Infill Roadmap, recognizing that infill had become more widely understood and normalized. The renewed focus shifted the conversation toward “missing middle” and medium-density housing, and what it would take to meaningfully scale it. The updated plan was organized around five priority areas — knowledge, collaboration, process, advocacy, and rules — with targeted outcomes that included reducing the cost and complexity of infill development, enabling a broader range of housing forms, and addressing infrastructure investment gaps to support sustainable growth.

Policy Directions

- Amended the RF1 and RF2 (single detached) zones to permit semi-detached and duplex housing, expanding gentle density options
- Introduced Open Option Parking to reduce or eliminate minimum parking requirements
- Removed zoning barriers that limited medium-scale residential development
- Eliminated regulatory obstacles to enable tiny homes
- Launched the Affordable Housing Incentive Program grant program to support projects that improve housing affordability
- Reduced barriers to Low Impact Development to encourage more sustainable site design and stormwater management

Other Lessons Learned

- Initiated a comprehensive review of infrastructure capacity in Edmonton's older neighbourhoods to better understand constraints and investment needs
- Launched a Missing Middle Design Competition to pilot innovative, context-sensitive housing forms
- Undertook robust public engagement, producing key resources such as a Municipal Best Practices Scan, detailed “What We Heard” reports, and a Housing Story to support broader understanding
- Partnered with industry to pilot an Expedited Development Permit program aimed at improving timelines and predictability
- Established Infill Peace Officers to proactively address community concerns and bylaw infractions related to infill development



THE CITY PLAN

Edmonton's City Plan was approved by Edmonton City Council on December 7, 2020. The City Plan consolidated the city's statutorily required Municipal Development Plan and Transportation Master Plan into a single, integrated framework, while also integrating and providing strategic direction for environmental sustainability, social well-being, and economic development — establishing a unified vision for how Edmonton will grow and evolve.

Policy Directions

- Achieve 50% of new housing units through city-wide infill, accommodating an additional 600,000 residents in the Redeveloping Area
- Support ongoing residential infill at a variety of scales and densities, ensuring diverse housing options across the city
- Provide a long-term model for dwelling unit growth in the Redeveloping Area, projecting needs through 2050–2060
- Plan growth within phased population horizons:
 - Up to 1–1.25 million residents, growth occurs primarily in Developing Areas based on approved plans
 - Between 1.25–1.5 million residents, growth accelerates in nodes and corridors and new areas are planned
 - Between 1.5 to 1.75 million residents, significant growth is happening in both the redeveloping and future growth areas
 - By 1.75–2 million residents, greenfield land becomes limited as city limits have been reached, and redevelopment and renewal becomes the new growth norm
- Reflect market realities while guiding policy to encourage significant growth in the Redeveloping Area, balancing natural growth patterns with strategic planning

Other Lessons Learned

- Planned for long-term growth from 1 to 2 million residents, rather than focusing on a typical 10-year horizon based on jobs/population projections, enabling a more transformational outlook
- Organized the city into Redeveloping and Developing Areas to guide growth and intensification.
- Enhances accessibility of City Plan policies, making them easy to search and reference
- Prioritizes public engagement, ensuring community input shapes growth decisions
- Integrates infill policies and actions directly into The City Plan, embedding them in the broader strategic framework
- Focuses the most intense redevelopment ambitions on nodes and corridors, which are aligned with transit and public amenities
- Establishes equitable housing targets, aiming for 50% of new units in developing or new communities.
- Incorporates clear targets and strategic measures to track progress and guide implementation
- Consolidates planning efforts, phasing out standalone infill work plans and positioning The City Plan as the long-term compass for growth and intensification



ZONING BYLAW RENEWAL INITIATIVE

Envisioned as a key implementation tool of The City Plan, the Zoning Bylaw Renewal Initiative was designed to align zoning regulations with the city’s housing goals. Its purpose is to ensure a full range of housing types and sizes can be accommodated across both Redeveloping and Developing Areas. The comprehensive bylaw overhaul was adopted by Council on October 23, 2023, and came into effect on January 1, 2024.

Policy Directions

- Embedded infill housing forms and densities as-of-right in new zones, including the Small Scale Residential Zone and Small–Medium Scale Transition Residential Zone, while introducing a Mixed Use Zone to support both vertical and horizontal residential/commercial development
- Incorporated special overlays such as the Mature Neighbourhood Overlay and Open Option Parking throughout the updated Zoning Bylaw
- Reduced discretionary decision-making with clear, predictable rules to streamline development permit approvals and enable greater automation

Other Lessons Learned

- Streamlined the zoning framework by reducing the number of zones and land-use categories, creating a more efficient and navigable rulebook for development
- Aligned regulations with the overarching City Plan, ensuring consistency with long-term growth and housing goals
- Collaborated with utility partners, including EPCOR, to coordinate waste and water management and appropriately right-size infrastructure to support infill and diverse housing forms
- Enhanced usability of regulations, using simpler language, visuals, and diagrams to make the rules more accessible to developers and the public



DISTRICT PLANS

Adopted in 2024, the District Plans serve as a key implementation tool of The City Plan. They support the Big City Move of “A Community of Communities”, emphasizing that collections of diverse neighbourhoods should enable residents to meet most of their daily needs — work, school, amenities, and services — within their community. There are 15 District Plans, each providing more detailed guidance on intensification within these distinct areas, enabling growth while ensuring development respects local context.

Policy Directions

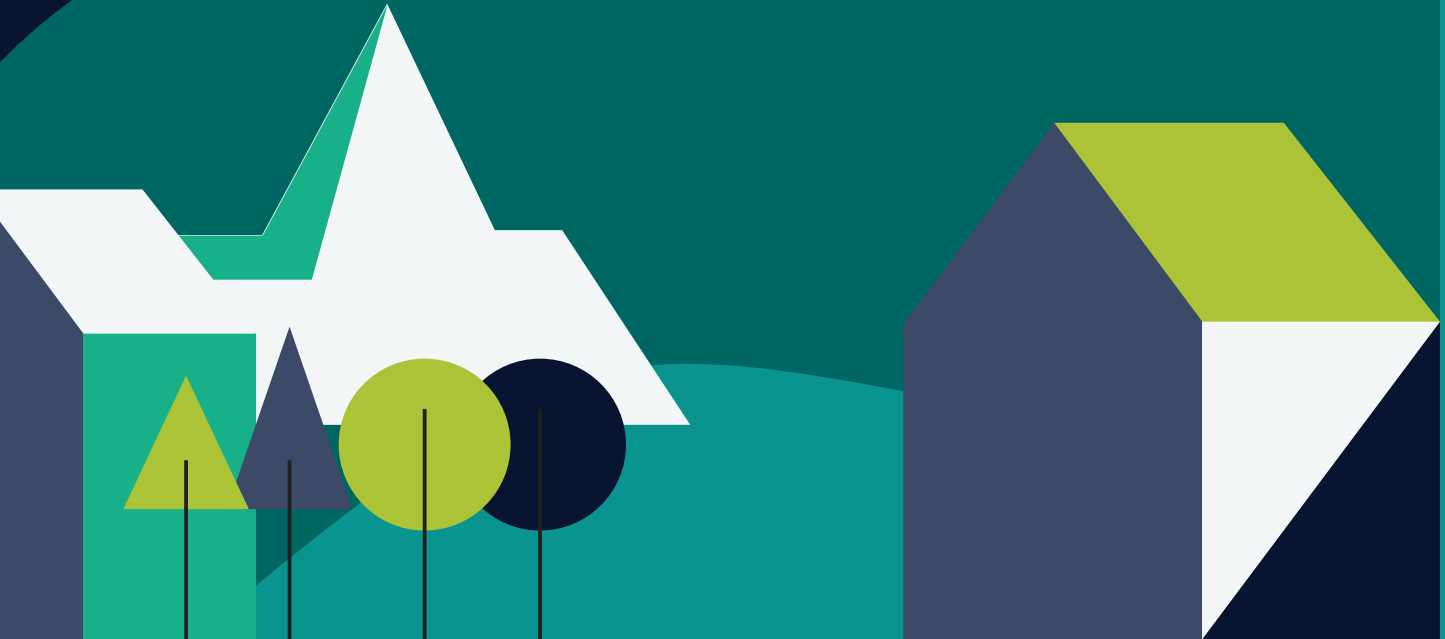
- Guides intensification along nodes and corridors, establishing the foundation for future growth
- Provides a decision-making tool for City administration and Council, identifying where development and redevelopment are encouraged and how proposals should be evaluated
- Directs investment and infrastructure improvements, highlighting areas where services may need to be enhanced to support growth

Other Lessons Learned

- General District Policies cover cross-cutting topics — such as urban design, energy transition, and climate adaptation — that apply across all 15 Districts
- Lay the groundwork for investment and rezoning in Priority Growth Areas
- Consolidated nearly 200 local area plans and approximately 400 residential neighbourhoods into the 15 District Plans, streamlining Edmonton’s planning framework, though this raised questions about whether neighbourhood identity and context are fully captured in higher-level plans
- Some stakeholders advocate for additional local planning, emphasizing the need to ensure District Plans better reflect community concerns, identity, and perspectives



FINDINGS



INFILL TRENDS AND STATISTICS

Between 1971 and 2011, City of Edmonton’s population grew by 375,150 people over 40 years, or 85.1 percent, which stands as a testament to the City’s ability to attract people from other parts of Canada and the rest of the world. During the same timeframe, the population of the City’s core and mature neighbourhoods shrunk 17 percent.

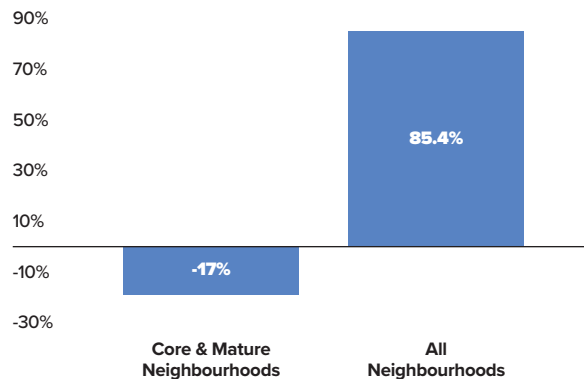
Core neighbourhoods refer to the downtown and neighbourhoods that encircle it, including:

- Wihkwêntôwin (formerly Oliver)
- Boyle Street
- Central McDougall
- Cloverdale
- Garneau
- McCauley
- Queen Mary Park
- Riverdale
- Rosssdale
- Strathcona

Mature neighbourhoods refer to 109 pre-war and early post-war suburban neighbourhoods, including examples such as Inglewood, King Edward Park, Meadowlark Park, and Alberta Avenue.

Reader’s Note: The City Plan refers to the Redeveloping Area as a large geographic boundary within the Anthony Henday ring road, which includes formerly depicted Core and Mature Neighbourhoods of The Way We Grow. Core and mature neighbourhoods in this analysis, post-City Plan adoption, are used to match the jargon and geography of pre-City Plan publication to enable easier interpretation and apples-to-apples comparison over time.

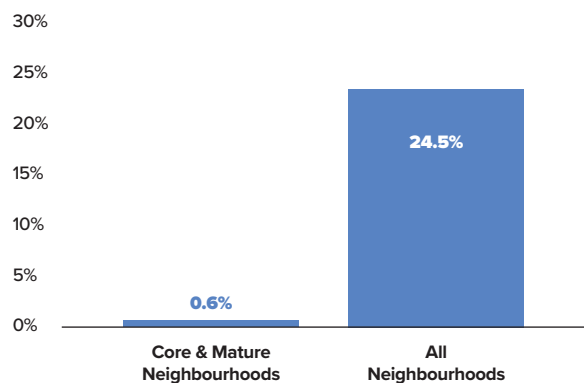
Edmonton Population Change 1971 - 2011



Source: City of Edmonton

Since 2011, these trends have continued. While the city as a whole has grown an additional 24.5 percent to just over a million residents as of the 2021 federal census, the core and mature neighbourhoods’ population have stagnated: a 0.6 percent uptick. Sixty communities, or 55 percent of these core and mature neighbourhoods, recorded population decreases between 2011 to 2021. The neighbourhoods that recorded the largest population drops during that time include Malmo Plains (-30.9 percent), McCauley (-25.8 percent), Bergman (-18.0 percent), Central McDougall (-9.7 percent), and Sherwood (-9.6 percent). The discrepancy between the growth patterns in the core and mature neighbourhoods indicate that population growth is significantly more robust in new neighbourhoods on the suburban edge of the city than those closer to the centre.

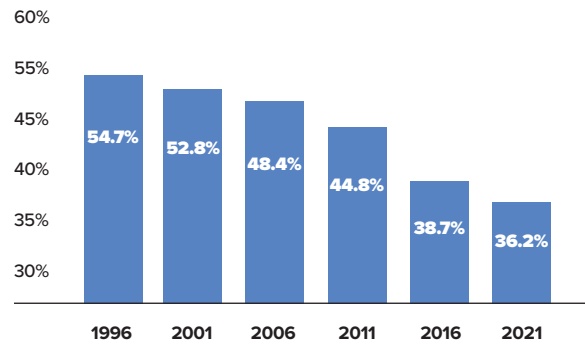
Edmonton Population Change 2011 - 2021



Source: City of Edmonton

The relative share of residents living in core and mature neighbourhoods have retreated from 54.7 percent in 1996 to 36.2 percent in 2021. This is another testament to the robustness of growth in developing areas on the City's periphery juxtaposed with the demographic stagnation of core and mature neighbourhoods.

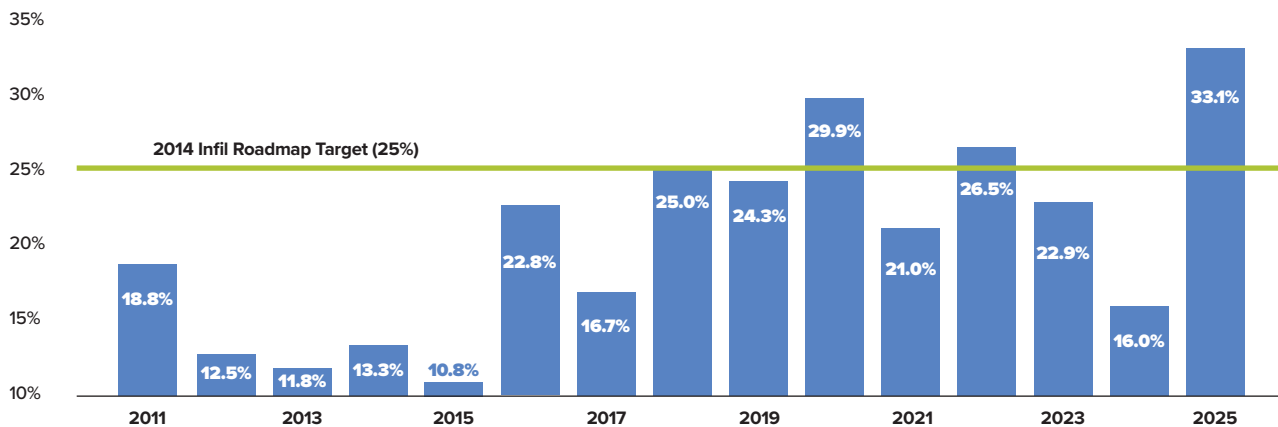
Share of Edmonton Residents in Core & Mature Neighbourhoods 1996 - 2021



Sources: City of Edmonton & Statistics Canada

During the time of the Infill Roadmap's first inception (2014), only 18.8 percent of the net new units were built in core and mature neighbourhoods. The City reached its 25 percent infill target in 2018. From 2018 to 2025, over 93,000 net new dwelling were constructed across the city, of which approximately 24,000 units, or over 25 percent, occurred in core and mature neighbourhoods. Since then, the infill as a share of net new units in the city have consistently struggled to meet the 25 percent benchmark, doing so in only three years: 29.9 percent in 2020, 26.5 percent in 2022 and 33.1 percent in 2025. While recent infill advances are positive indeed, the longer-term trend is still too soon to call.

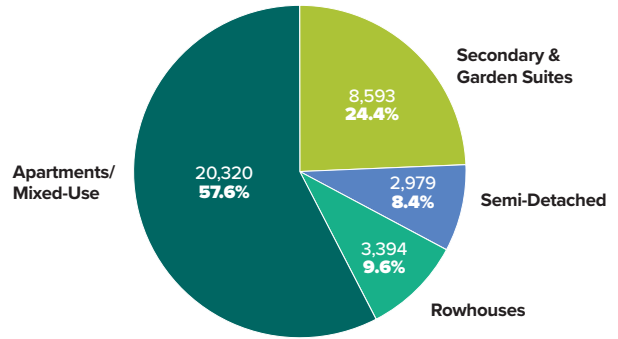
Net New Infill Dwelling Units 2011 - 2025



Source: City of Edmonton

From 2011 to 2025, approximately 57.6 percent of the net new units were apartment/mixed-use units, followed by secondary and garden suites at 24.4 percent. Rowhouses and semi-detached units accounted for 9.6 percent and 8.4 percent of the new units, respectively. Single-detached units were not included in the graph because this property type recorded a net unit loss – this means that overall more single detached homes were removed than were added, in total, for this housing type. The City Plan calls for half of all new units built to occur in the core and mature neighbourhoods over the timeframe of the plan associated with growth to 2 million residents (initially estimated at approximately 2065), and figures in recent years suggest that the City is on track to achieve this with a commitment to ongoing innovation and momentum.

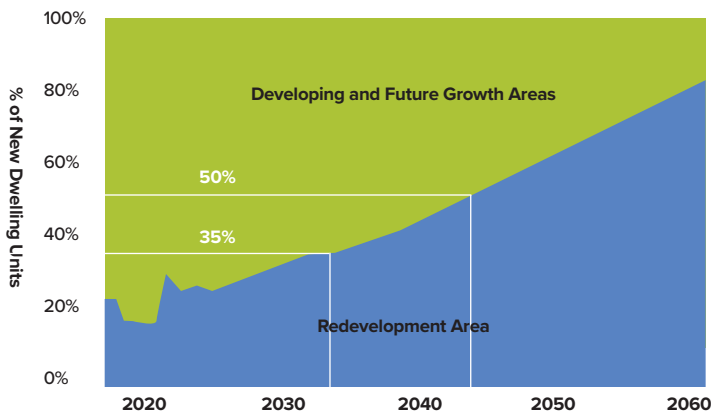
Net New Infill Units by Dwelling Type 2011 - 2025



Single-detached homes were excluded because they saw a net loss of 2,026 units.

Source: City of Edmonton

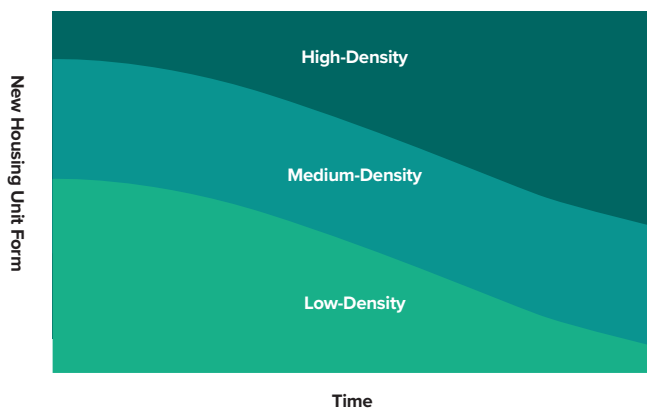
Projected New Housing Share by Development Pattern Area



Source: The City Plan (2020)

Over time, dwelling unit growth will increasingly need to be accommodated in the redeveloping area, mainly in the form of medium- and high-density residential homes, and less in the developing and future growth areas.

Projected Residential Market Transition



Source: The City Plan (2020)

Over time Edmonton's new homes will increasingly be of the medium- and high-density and less will be low-density forms.

STAKEHOLDER SENTIMENT ANALYSIS

Across residents, community organizations, elected officials, business leaders, and industry stakeholders, infill is broadly recognized as an important component of Edmonton's long-term growth strategy. However, perspectives differ regarding how redevelopment should occur, how quickly it should proceed, where it should occur and at what scale, and how impacts should be managed.

Several consistent themes emerge across stakeholder groups:

- Housing supply and affordability are widely acknowledged priorities, but stakeholders differ on how infill can or should contribute to these goals.
- Neighbourhood change and design quality are central public concerns, particularly in mature neighbourhoods (largely pre-1960s communities) experiencing rapid redevelopment.
- Infrastructure readiness and implementation sequencing remain recurring issues, particularly regarding drainage, transportation, and construction impacts.
- Trust in planning and governance processes influences public acceptance of redevelopment, with stakeholders emphasizing the need for transparency, clear communication, and consistent policy application.
- Predictability and clarity in regulations are essential for investment and housing delivery, particularly given the financial and technical complexities of infill projects.

Overall, the findings suggest that the long-term success of Edmonton's infill strategy will depend less on achieving density targets themselves and more on how redevelopment is financed, implemented, communicated, and coordinated across stakeholders.

RESIDENTS

Challenges

- Perceived loss of neighbourhood character due to larger multi-unit buildings replacing single-detached homes
- Concerns regarding building scale, massing, and privacy impacts
- Loss of mature trees and green space
- Construction disruptions, including noise, parking pressure, and site management
- Reduced confidence in planning processes and the perception that community feedback is not meaningfully incorporated
- Residents often cite increased competition for on-street parking and higher traffic volumes on streets designed for lower-density housing

Opportunities

- Improved design standards that better integrate new housing forms into existing neighbourhoods
- Stronger communication between builders, residents, and the City during construction and planning phases
- Greater transparency around how redevelopment decisions are made and how community input informs policy
- Emphasizing infill forms that align with neighbourhood scale while still supporting housing diversity

COMMUNITY ORGANIZATIONS

Challenges

- Perception that redevelopment policies prioritize housing supply targets over neighbourhood planning outcomes
- Concerns regarding the cumulative impact of redevelopment on schools, parks, and infrastructure
- Limited clarity regarding how neighbourhood-level planning integrates with citywide policies such as The City Plan and District Plans
- Desire for more proactive engagement before regulatory changes are implemented

Opportunities

- Strengthening neighbourhood-level planning frameworks through District Plan updates that guide redevelopment patterns in a more nuanced manner
- Expanding collaboration between community organizations, planners, and industry
- Supporting design guidelines that reinforce neighbourhood identity while accommodating additional housing forms
- Enhancing tools that allow communities to better understand the long-term evolution of their neighbourhood

COUNCILLORS

Challenges

- Navigating tension between housing supply objectives and public concerns
- Managing public expectations regarding zoning reform and redevelopment outcomes
- Ensuring infrastructure planning keeps pace with redevelopment activity in balance with new growth needs
- Maintaining public confidence in long-term growth strategies
- Reducing number of units does not necessarily improve building design, massing, privacy, sunlight, or “fit” within existing contexts or streetscapes
- Limiting density could reduce housing choice and affordability or make infill less viable or attractive to builders
- Projects already in progress could be impacted, and creates uncertainty for developers and homebuilders
- Some councillors support 6 unit cap for mid-block redevelopment: addresses anxiety from community, responds to resident concerns

Opportunities

- Strengthening communication about how infill supports long-term fiscal sustainability and housing supply
- Encouraging ongoing collaborative dialogue between communities, industry, and administration
- Focusing discussions on system improvements rather than reactive regulatory amendments
- Ensuring implementation tools (design standards, infrastructure planning, permitting processes) align with policy objectives
- Focus policy on improving building design, massing, transitions, and contextual fit rather than relying solely on unit limits to address neighbourhood concerns
- Maintaining flexibility in unit counts creates an opportunity to support a broader range of housing types and price points, helping ensure infill contributes to housing choice and long-term affordability in established neighbourhoods

BUSINESS

Challenges

- Housing affordability pressures affecting workforce attraction and retention
- Limited housing supply in centrally located neighbourhoods near employment nodes
- Delays and uncertainty in permitting processes that affect investment timelines
- Desire to see major redevelopment occur in strategic locations such as the downtown and along main streets associated with significant business activity

Opportunities

- Leveraging infill to support vibrant mixed-use districts and local commercial activity
- Increasing housing options near employment centres and transit
- Strengthening Edmonton's reputation as a city that supports housing supply and investment certainty
- Co-locate more housing with existing or future commercial areas

INDUSTRY

Challenges

- Complex permitting processes and inconsistent regulatory interpretation
- Infrastructure limitations in some mature neighbourhoods
- High land acquisition costs and construction complexity
- Community opposition and uncertainty that can delay projects
- Lack of predictability in timelines and approvals
- Real market demand from buyers and renters for more attainable housing units in mature areas that can keep pace with what is offered in new communities, which requires different housing forms to achieve

Opportunities

- Streamlining permitting and development approval processes
- Clarifying regulatory requirements to reduce interpretation risk
- Coordinating infrastructure upgrades with redevelopment patterns
- Housing and infrastructure incentives for targeted strategic locations (i.e. downtown)
- Improving construction practices and communication with residents to reduce neighbourhood impacts

INDUSTRY ENGAGEMENT

BILD Edmonton Metro engaged members across multiple categories, including builders, developers, planners, and engineers, to better understand the practical challenges and opportunities of infill development. Through workshops, surveys, and interviews, we gathered insights on cost pressures, infrastructure constraints, regulatory processes, and community interactions. The findings reflect both recurring industry themes and emerging priorities that can guide more strategic, collaborative infill delivery across Edmonton.

Challenges

COST TO BUILD

- Municipal taxes and fees are increasingly impacting project viability
- Administrative inefficiencies, including over-processing and unclear fee structures, lead to lost time and resources
- High utility upgrade costs add unpredictability to project budgets
- Rising supply chain and land costs challenge the economic feasibility of infill

INFRASTRUCTURE

- Building and safety codes have not kept pace with modern infill densities, causing delays and inconsistent rulings
- Permit and inspection timelines remain slow, affecting financing and construction scheduling
- Utilities often struggle to keep pace with development, creating bottlenecks
- Community concerns around water, sewer, and site constraints can exacerbate opposition to infill, whether grounded in technical reality or not

COMMUNICATIONS

- Neighbourhood congestion, NIMBYism, and evolving resident expectations create friction
- Safety concerns for builders and sites — both real and perceived — add complexity to approvals and project planning

Opportunities

COST TO BUILD

- Shift toward incentives rather than penalties to encourage good infill outcomes
- Promote climate-resilient innovation through reward-based programs
- Cost-sharing models for neighbourhood benefits, including swales, waste management, and shared infrastructure
- Improved permitting timelines and coordinated inspection checklists reduce uncertainty and accelerate project delivery

INFRASTRUCTURE

- Common trenching for utilities can reduce servicing timelines and minimize conflicts
- Guaranteed, predictable permitting and inspection timelines improve planning confidence
- Consistent interpretation of building codes and community-level lot grading improve reliability
- Leveraging OSCAM applications and other tools enhances site access and efficiency

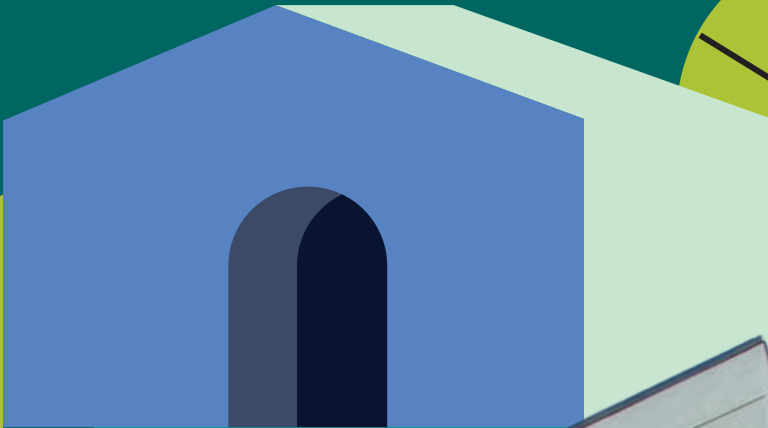
COMMUNICATIONS

- Share wins and highlight successful infill projects to build positive narratives
- Joint messaging between industry, utilities, and the City improves trust and transparency
- Educate residents about density and population changes to reduce fear and opposition
- Leverage media relationships to normalize infill and promote new residents as a community benefit

Other Lessons Learned

- Proactive collaboration, predictable processes, and clear communication remain central to aligning industry, City of Edmonton, and community objectives
- Innovation, incentives, and shared investment models are increasingly critical tools to overcome economic and logistical barriers to infill

IMPLEMENTATION



A strategy is only meaningful if it leads to measurable outcomes. Implementation of the actions describe here is the measure of success for the Infill Priority Actions plan, but real success will be evaluated by the population increase realized in Edmonton's redeveloping neighbourhoods over time. The intent is to move beyond policy discussion and into coordinated action that measurably improves how infill development is delivered across Edmonton and how new people will be able to enjoy living in cherished older communities.

The actions in this report require coordinated delivery through a partnership between industry, City Administration, elected officials, infrastructure providers, and community stakeholders. Each partner has a defined role, and success will depend on clear accountability and alignment toward shared outcomes.

IMPLEMENTATION FRAMEWORK

The 25 recommended actions are structured across three implementation phases over a 24-month horizon:

SHORT TERM (0–3 MONTHS) ALIGNMENT AND MOBILIZATION

Key activities include:

- Establishing implementation working groups between industry and City Administration
- Confirming priority actions and responsible leads
- Identifying quick-win process improvements
- Developing shared communication tools and messaging around infill

These early steps will build momentum and ensure that the work begins with clear direction and collaboration.

MEDIUM TERM (3–12 MONTHS) OPERATIONAL IMPROVEMENTS AND PILOT INITIATIVES

Key activities include:

- Streamlining permitting and development review processes
- Advancing infrastructure coordination and servicing discussions
- Launching pilot programs or process improvements where appropriate
- Improving public-facing resources and communication tools related to infill

This phase is intended to produce measurable improvements in project delivery, community understanding, and inter-agency coordination.

LONG TERM (12–24 MONTHS) SCALING IMPROVEMENTS AND LONG-TERM PRACTICES

Key activities include:

- Evaluating early results and refining implementation strategies
- Integrating successful pilots into standard practices
- Advancing infrastructure planning aligned with redevelopment patterns
- Strengthening long-term collaboration mechanisms between stakeholders

By the end of this phase, successful improvements should be embedded within both industry practices and municipal processes.

GOVERNANCE AND COLLABORATION

BILD Edmonton Metro will continue to play a coordinating role by:

- Convening industry stakeholders
- Facilitating dialogue with City Administration and Council
- Monitoring progress on priority actions
- Sharing data and feedback from members involved in infill development
- Helping to tell Edmonton's infill story and participating in local and national conversations

Implementation will be most successful when supported by regular dialogue between stakeholders, allowing challenges to be addressed early and improvements to be made continuously.

MEASURING SUCCESS

Progress should be evaluated through measurable indicators, such as:

- Reduced development permit and approval timelines
- Increased predictability in regulatory interpretation
- Improved coordination with infrastructure providers
- Continued growth in housing supply within redeveloping neighbourhoods
- Stronger community understanding of how infill contributes to neighbourhood vitality

These outcomes will help ensure that Edmonton's planning reforms translate into tangible benefits for residents, businesses, and the broader housing market.

Ultimately, implementation is about building confidence—that policy direction will be applied consistently, that redevelopment can proceed responsibly, and that Edmonton's growth will strengthen communities across the city.



Acknowledgements

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BILD Edmonton Metro — short for Building Industry and Land Development in the Edmonton Metropolitan Region — is the collective voice and leading expert resource for the region's residential real estate development industry. Our focus is on building places for people to call home, whether owning or renting, urban or suburban lifestyles, big city energy or small-town charm. Our members build and re-build places and spaces for everyone, from downtown towers and major redevelopment along key corridors, to small-scale infill and the development of brand-new neighbourhoods across the 13 communities of the metro region.

Our membership includes over 500 companies representing every corner of the industry: real estate developers, home builders, renovators, financial and professional service providers, trade contractors, and suppliers of both commercial and residential products. Together, we are shaping the communities of today and tomorrow.



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