

CHARTER BYLAW 24002 - CENTRAL DISTRICT PLAN

Recommendation

That Charter Bylaw 24002 be given third reading.

Purpose

To adopt the Central District Plan as a statutory plan under the *Municipal Government Act*, as amended by the City of Edmonton Charter 2018 Regulation, to provide guidance for land use, mobility and growth management within the Central District. The Central District Plan will be used in conjunction with the District Policy to implement the District Network described in The City Plan.

Readings

Charter Bylaw 24002 is ready for third reading.

Advertising and Additional Promotion

This Charter Bylaw was advertised in the Edmonton Journal on May 10, 2024, and May 18, 2024. The District Planning public hearing was also promoted through Facebook, Google search and Instagram advertisements, LRT and Ice District digital signage, radio ads, newsletters, posters in recreation centres and Edmonton Public Library branches, as well as the City's media and social media channels from May 1, 2024 to May 27, 2024.

Previous Council/Committee Action

At the May 28-30/June 3/25-26, 2024, City Council Public Hearing meeting, the following motion was passed:

That Charter Bylaw 24002, as amended, and Bylaws 24102 and 24103 be read a second time.

REPORT

Executive Summary

On August 20, 2024, the Edmonton Metropolitan Region Board (EMRB) recommended approval of REF 2024-007, City of Edmonton, Central District Plan, subject to a 28-day appeal period ending

CHARTER BYLAW 24002 - CENTRAL DISTRICT PLAN

September 17, 2024. As no appeal was submitted, the EMRB approved the REF application and it is now ready for third reading.

This application proposes to introduce the Central District Plan. The Central District Plan must be read in conjunction with the District Policy. The intention is to advance The City Plan's District Network and guide development and growth.

This application includes the proposed repeal of eight planning documents. Select information and policies from these plans that are in alignment with The City Plan have been incorporated into the Central District Plan. In addition, the Central McDougall/Queen Mary Park Area Redevelopment Plan is proposed to be amended and renamed to the North Edge Area Redevelopment Plan.

Refer to the October 2, 2024, Urban Planning and Economy report UPE01245rev Charter Bylaw 24000 - District Policy for an overview of the District Planning project, including:

- project background and components
- how the components were made
- plan implementation and maintenance
- strategic alignment

Overview of Plan

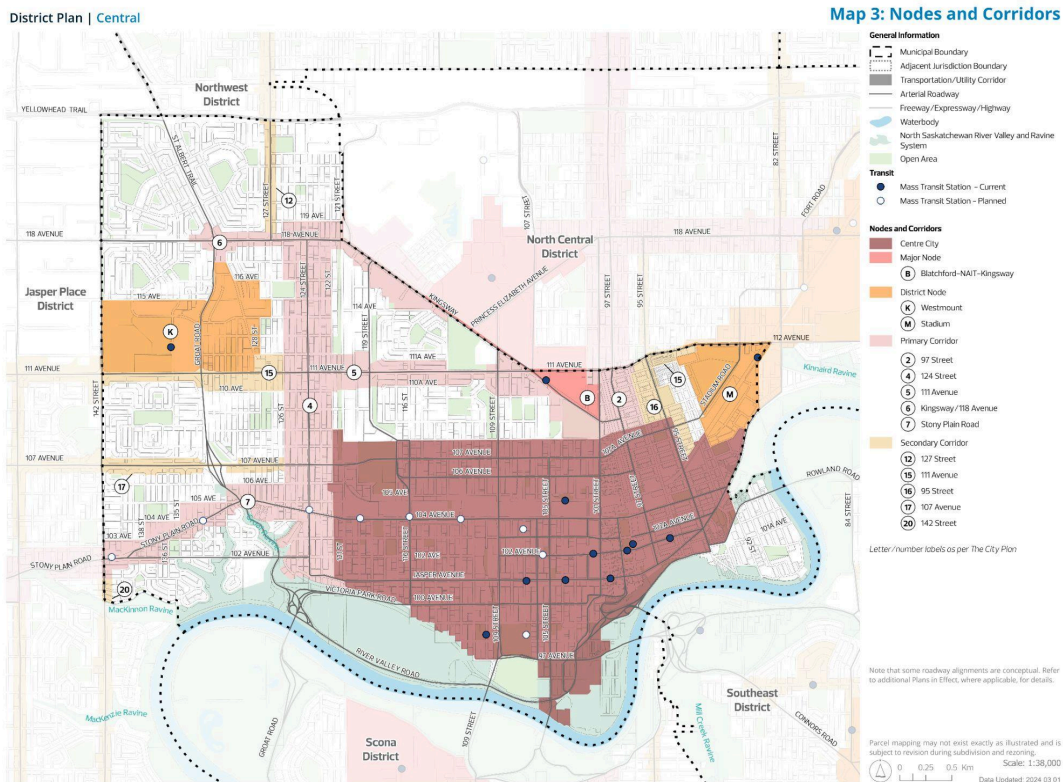


Figure 1 - Nodes and Corridors Map - Central District

CHARTER BYLAW 24002 - CENTRAL DISTRICT PLAN

The Central District is one of 15 districts in Edmonton's District Network as outlined in The City Plan. Adjacent districts include Jasper Place, Northwest, 118 Avenue, Southeast and Scona. The Central District includes downtown and surrounding neighbourhoods. It also includes Centre City, portions of the Blatchford/NAIT Major Node, two district nodes, five primary corridors and five secondary corridors (refer to Figure 1).

Notable features of this district include its role as a major employment centre where commercial, cultural and civic activities are concentrated. It is the location of City Hall, the Alberta Legislature, and several significant regional arts and sports venues. It also contains significant public parks such as Sir Winston Churchill Square and the to-be-developed Warehouse Park, in addition to well-used river valley access points.

Table 1 provides the anticipated population and employment numbers for the Central District at the 1.25 million and two million population horizons of The City Plan.

Table 1 - Anticipated District Population and Employment Numbers

	Federal Census 2021*	City Plan 1.25 Million Population Horizon	City Plan 2 Million Population Horizon
District Population	84,000	119,000	232,000
District Employment	135,000	146,000	214,000

* 2021 figures are calculated with the 2021 Federal Census using census tract level data.

The Central District is the city's most densely populated district. The Central District will continue to be a focus area for population and employment growth through redevelopment and infill. The Central District Plan directs the most substantial development opportunities to nodes and corridors, such as Centre City, the Blatchford/NAIT Major Node and the Stadium District Node.

Plan Preparation

The City Plan was the starting point for drafting all district plans as it provided high-level direction for the Nodes and Corridors, Mobility, Open Space and Growth Activation Networks. Creation of the Central District Plan also included a fulsome review of all plans in effect which has resulted in recommendations for plan repeals and amendments. Relevant policies from those plans proposed for repeal have been moved into the district plan's Area-Specific Policy section (refer to Table 2 in the Central District Plan). For more information on the plan preparation process refer to the October 2, 2024, Urban Planning and Economy report UPE01245rev Charter Bylaw 24000 - District Policy.

The public and stakeholder groups also provided input on the Central District Plan. Administration made changes based on feedback when it:

- Aligned with The City Plan and recent Council decisions regarding land use and zoning,
- Was relevant to the plan content and subject to the authority of a land use plan, or

CHARTER BYLAW 24002 - CENTRAL DISTRICT PLAN

- Identified errors in the draft plans.

Much of the feedback received was not specific to a particular district, but applied to the District Policy or to all district plans, such as what information was shown on the maps. Of the feedback that was related to a particular district, much of it corrected minor errors and omissions. Some examples of more significant changes made to the Central District Plan as a result of public and stakeholder input include:

- Adjustments to the Stony Plain Primary Corridor boundaries
- Additional historical context information provided

Repeals and Amendments

The plans proposed to be repealed, amended and retained in the Central District are described below. Maps of all plans proposed for repeal and amendment as part of the District Planning project are provided as Attachments 2 and 3 to the October 2, 2024, Urban Planning and Economy report UPE01245rev Charter Bylaw 24000 - District Policy.

Acronyms for this section are as follows:

- ARP: Area Redevelopment Plan

Five land use plans and three guidelines in the Central District are proposed to be **repealed**:

- **104 Avenue Corridor ARP (2015)** was created to guide the redevelopment of land along 104 Avenue between 111 Street and 124 Street in anticipation of the Valley Line LRT while improving mobility and infrastructure in the process. The plan's policy guidance is now mostly covered by the District Policy or superseded by The City Plan and the District Policy's node and corridor policies. Direction for specific areas transferred to the district plan includes: supporting mobility connectivity and accessibility in specific locations; streetscaping in the 104 Avenue area; the creation of two new parks.
- **Boyle Street/McCauley ARP (1994)** was created to enhance the social and economic well-being of residents by encouraging a range of housing options, tenure, business and relocation of heavy industries away from residential areas. Since this time, the area has evolved and the plan no longer provides effective planning guidance. No policies have been transferred to the district plan.
- **Oliver ARP (1997)** was created to guide redevelopment while maintaining the area's character, promoting a mix of housing, revitalizing older quasi-industrial portions within it, improving connections to surrounding areas, traffic management and recreational upgrades. The area has redeveloped since this time with much of its policy now addressed by the District Policy with some policy conflicting with The City Plan regarding height and Jasper Avenue's role. Direction for specific areas transferred to the district plan includes open space provision and heritage building retention.

CHARTER BYLAW 24002 - CENTRAL DISTRICT PLAN

- **Riverdale ARP (1994)** was created to preserve the community's character, facilitate residential development and comprehensive upgrades for pedestrian access, recreation facilities, and infrastructure. The area is now subdivided, zoned, and Municipal Reserve has been dedicated in accordance with the ARP. Direction for specific areas transferred to the district plan includes floodplain direction.
- **West Ingle ARP (1985)** was created to preserve the community's character, address redevelopment pressure and traffic problems, conserve historical housing, and improve open space quality. Many of the policies have been implemented, while others have become outdated and do not align well with The City Plan. Direction for specific areas transferred to the district plan includes heritage preservation for the Westmount Architectural Heritage Area.
- **Rossdale Low-Density Infill Housing Residential Design Guidelines (1986)** was created to provide information on flood resistant design for low-density dwellings in south Rossdale, site designs for RF3 zoned lots, and guidance regarding single-detached property infill. The guidelines have become outdated in terms of regulatory information as more built forms are permitted under the new Zoning Bylaw and updated planning policy direction is provided by the Rossdale ARP and River Crossing Business Plan, which are more closely aligned with The City Plan. No policies have been transferred to the district plan.
- **Urban Design Strategy for Rossdale (1986)** was created to provide guidelines for medium-density housing and streetscape improvements including streets, parks, and plazas in Rossdale. The area has been built out along with public realm improvements, and current policy is provided by both the Rossdale ARP and River Crossing Business Plan, which are more closely aligned with The City Plan. No policies have been transferred to the district plan.
- **West Rossdale Urban Design Plan (2010)** was created to provide a long-term vision for the area, determining future land use, providing development guidelines, and enhancing West Rossdale's role as a downtown gateway. The West Rossdale Urban Design Plan is no longer necessary as it has since been integrated into the recently updated (2021) Rossdale ARP, River Crossing Heritage Interpretive Plan (2017) and River Crossing Business Plan (2017) which provide land use and design decisions for the area. No policies have been transferred to the district plan.

One plan in the Central District is proposed to be **amended**:

- **Central McDougall/Queen Mary Park ARP (1998)** was created to guide the redevelopment of the Central McDougall and Queen Mary Park neighbourhoods. The majority of land in the northern portion of the plan has been zoned or developed in accordance with the Area Redevelopment Plan, so this area is being removed from the plan. Redevelopment in this area will be guided by the Central District Plan in alignment with The City Plan. It is necessary to retain the policy direction in the ARP for the Central McDougall Urban Village to apply the redevelopment levy. The area contained within the proposed ARP boundary is colloquially known as the North Edge and so this amendment includes renaming the plan the 'North Edge Area Redevelopment Plan'. For more information, refer to the October 2, 2024, Urban Planning

CHARTER BYLAW 24002 - CENTRAL DISTRICT PLAN

and Economy report UPE02187rev Bylaw 24103 - Amendment to the Central McDougall/Queen Mary Park Area Redevelopment Plan.

Eleven plans and guidelines in the Central District are proposed to be **retained**:

<ul style="list-style-type: none"> ● Capital City Downtown Plan (2010) 	<p>A review of The Capital City Downtown Plan for alignment with The City Plan was not part of the scope of this project due to its complexity and the time necessary to hold the critical conversations to inform strategic actions for the downtown. A comprehensive review of the Plan will be initiated in 2024.</p>
<ul style="list-style-type: none"> ● Chinatown Economic Development Plan (2016) ● Chinatown Urban Interface Plan (2017) ● The Chinatown Strategy (2017) 	<p>These non-statutory plans are focused on supporting economic development, placemaking activities and investments within specific geographies of the Chinatown area. Information contained in these plans remains relevant and should be retained for future reference and consideration in city-building decisions.</p>
<ul style="list-style-type: none"> ● Downtown Public Places Plan (2020) ● Stadium Station ARP (2018) ● North Edge ARP (1998) ● The Quarters Downtown ARP (2009) 	<p>These plans are still being implemented. They align with the policy objectives of The City Plan and provide detailed guidance for these areas as they redevelop.</p>
<ul style="list-style-type: none"> ● River Crossing Business Plan (2019) 	<p>River Crossing Business Plan is a recent non-statutory plan that updates, refines and replaces the West Rosedale Urban Design Plan that preceded it, providing more direction in some areas (e.g. power plant/riverbank areas). Information contained in the plan remains relevant and should be retained for future reference and consideration in city-building decisions.</p>
<ul style="list-style-type: none"> ● River Crossing Heritage Interpretive Plan (2017) 	<p>The River Crossing Heritage Interpretive Plan is a recent non-statutory plan that seeks to integrate heritage information and interpretation into the area's landscape, built environment and programming. Information contained in the plan remains relevant and should be retained for future reference and consideration in city-building decisions.</p>

CHARTER BYLAW 24002 - CENTRAL DISTRICT PLAN

<ul style="list-style-type: none">● Rossdale ARP (1986)	The Rossdale Area Redevelopment Plan was reviewed and updated in 2021 to reflect the direction of the River Crossing Business Plan. The plan is in early stages of implementation and provides the detail necessary to inform redevelopment.
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Community Insights

Administration did significant public engagement for the District Planning project in 2021, 2022 and 2023.

For an overview of engagement for the entire District Planning project, refer to the “Engagement and Communications Summary” (Attachment 4, October 2, 2024, Urban Planning and Economy report UPE01245rev Charter Bylaw 24000 - District Policy).

For the detailed engagement approach and results from public engagement activities that took place in October to early December 2023, refer to the “Phase 3 What We Heard/What We Did Report” (Attachment 5, October 2, 2024, Urban Planning and Economy report UPE01245rev Charter Bylaw 24000 - District Policy).

Legal Implications

District plans and the District Policy are additional statutory plans, as described under Section 635.1 of the *Municipal Government Act*, as amended by the City of Edmonton Charter 2018 Regulation, and have been prepared in accordance with Section 636 of the *Municipal Government Act*. “Additional statutory plans” are a unique tool provided to the City of Edmonton by the Government of Alberta through the City of Edmonton Charter and the *Municipal Government Act*.

District plans meet the City’s obligations under the Edmonton Metropolitan Region Growth Plan and were reviewed in accordance with the Regional Evaluation Framework process. District plans will support Edmonton’s efforts to achieve and exceed the density requirements and aspirational density targets in the Edmonton Metropolitan Region Growth Plan.

Attachment

1. Charter Bylaw 24002 - A Bylaw to adopt the Central District Plan
 - Schedule A - Central District Plan

Others Reviewing the Report

- M. Plouffe, Chief People Officer and City Solicitor