

North of 41 Avenue SW, west of 170 Street SW, south of 28 Avenue SW, and east of the North Saskatchewan River

Position of Administration: Support



Summary

Bylaw 21113 proposes the adoption of the Kendal Neighbourhood Structure Plan, which will allow for the zoning, subdivision, and future development of the neighbourhood. Charter Bylaw 21114 proposes an amendment to the Southwest District Plan, Bylaw 21115 proposes an amendment to the Windermere Area Structure Plan, and Bylaw 21116 proposes an amendment to the North Saskatchewan River Valley Area Redevelopment Plan to align with the proposed neighbourhood plan.

Public engagement for this application included a mailed notice, information on the City's webpage, and an Engaged Edmonton webpage. No responses were received regarding this application.

Administration supports this application because it:

- Facilitates the development of a new neighbourhood by establishing the land use framework and infrastructure requirements to service the southwest portion of the Windermere area.
- Aligns with the goals and policies of The City Plan by accommodating growth through the compact development of new neighbourhoods, including all future growth for an additional 1 million people within Edmonton's existing boundaries.
- Aligns with The City Plan's Big City Move, "A Community of Communities" by providing a variety of land uses that will allow residents to meet their daily needs within a 15 minute walk, bike, or transit ride from where they live.
- Aligns with The City Plan's Big City Move, "Greener As We Grow", by maintaining a system of conserved natural areas, contributing to the ecological network, and strengthening and improving access to our natural systems.

Application Details

This application was submitted by Select Engineering Consultants on behalf of the participating land owners (West Windermere Land Co. Ltd., South River Bend Properties Ltd., Hiller Land Ltd., Windermere West Developments Ltd., and 489394 Alberta Ltd.).

Kendal Neighbourhood Structure Plan

This application proposes to adopt a new neighbourhood structure plan in the Windermere area. The proposed Kendal Neighbourhood Structure Plan is the last neighbourhood to be planned under the Windermere ASP, and proposes to establish:

- A mix of low, medium, and high density residential land uses that will provide diverse housing options to support a future population of approximately 18,000 people at a density of 45 dwelling units per net residential hectare (du/nrha).
- A local node and mixed use sites that will serve as community focal points within the neighbourhood, providing opportunities for local services and gathering spaces for residents and visitors.

- Opportunities for commercial uses along major roadways to provide employment opportunities and the daily commercial retail and service needs of residents in the neighbourhood.
- An ecological and open space network that includes three future school sites and a central greenway that provides a strong link from the river valley to the east local node.
- The preservation of approximately 11 hectares of natural areas (wetland, treestand, and land within the North Saskatchewan River Valley).
- An active modes network that will allow for connections to focal points and amenities within the neighbourhood, the broader community, and the North Saskatchewan River Valley.

Authorization to prepare the Kendal NSP was granted by City Council on February 2, 2011.

Windermere Area Structure Plan Amendment

Bylaw 21115 proposes an amendment to the Windermere ASP to reflect the proposed Kendal NSP. The amendment includes the following changes to Figure 7.0 - Development Concept within the Kendal area:

- Adding two Community Knowledge Campus sites
- Adding dispersed Neighbourhood Parks throughout the neighbourhood
- Adding Mixed Use sites to the plan area
- Adding Community Commercial sites to the plan area
- Removing the Potential Economic Activity Centre
- Updating the location and configuration of Stormwater Management Facilities
- Adding a Public Utility site for a regional water reservoir
- Removing the extension of 41 Avenue SW arterial road west of 182 Street SW

Changes to Figure 8.0 - Integrated Community Circulation System include:

- Adding two Community Knowledge Campus sites
- Adding dispersed Neighbourhood Parks throughout the neighbourhood
- Updating the location and configuration of pedestrian linkages and Stormwater Management Facilities

Changes to Figure 9.0 - Transportation Network include:

- Updating 25 Avenue SW to 28 Avenue SW
- Adding a collector access point from 41 Avenue SW to 182 Street SW
- Removing the extension of 41 Avenue SW arterial road west of 182 Street SW

To correspond with these changes, text amendments are proposed to remove the policies associated with Section 5.4 - Potential Activity Centre, update Section 5.5.3 - Mixed Use - Residential/Commercial to reflect the two additional mixed use sites, and replace references to 25 Avenue with 28 Avenue.

An amendment to Appendix 2 - Land Use and Population Statistics is also proposed, which includes an increase to the residential density of Neighbourhood 5 (Kendal) from 27 du/nrha to 45 du/nrha, and an increase to the residential density of the Windermere ASP from 31 du/nrha to 35 du/nrha.

Southwest District Plan Amendment

Charter Bylaw 21114 proposes an amendment to the Southwest District Plan to reflect the proposed Kendal NSP. The following maps are proposed to be updated:

- Map 1: Heritage and Culture Identifies the Kendal neighbourhood
- Map 2: Activating and Phasing Growth to 1.25 million Updates the planned parks within the Kendal NSP
- Map 4: Land Use Concept to 1.25 Million Updates the planned parks within the Kendal NSP, identifies the boundaries of the Kendal NSP, adds the planned location for Urban Service, and identifies the large Community Commercial site along 41 Avenue SW as a 'Large Site'
- Map 5: Open Space and Natural Areas to 1.25 Million Updates the planned parks within the Kendal NSP
- Map 8: Area-Specific Policy Subareas Identifies the Kendal NSP

All maps (including Map 3, 6, and 7) include an update to the boundary of the river valley along the western edge of the Kendal neighbourhood. Administrative amendments have also been proposed to all maps to correct minor linework discrepancies and to incorporate an amendment to the North Saskatchewan River Valley Area Redevelopment Plan that was approved at the July 2, 2024 public hearing (Bylaw 20856) during the approval window for the District Plan project.

In addition to map updates, the following text amendments are proposed:

- Section 2.1: Adds Kendal to the Residential Neighbourhoods list
- Current Plans in Effect: Updated to list the Kendal Neighbourhood Structure Plan
- Section 3.1 Adds Kendal to the list of neighbourhoods that The City Plan expects population growth to occur across the District
- Section 4: Area-Specific Policy for P5 Identifies the Kendal Neighbourhood Structure Plan for further planning direction

North Saskatchewan River Valley Area Redevelopment Plan Amendment

Bylaw 21116 proposes an amendment to the North Saskatchewan River Valley ARP to update the boundaries of the river valley along the western edge of the Kendal neighbourhood in accordance with a top-of-bank walk and updated geotechnical information.

Site and Surrounding Area

The Kendal NSP is one of six neighbourhoods within the approved Windermere Area Structure Plan. The NSP boundaries are defined by:

- 28 Avenue SW to the north
- North Saskatchewan River Valley to the west
- 170 Street SW to the east
- 41 Avenue SW to the south

The proposed NSP contains 301 hectares of land that is predominantly used for agricultural purposes. The treestand in the southwest area near 41 Avenue SW and the northwest wetland abutting 28 Avenue SW are proposed to be retained.

North of 28 Avenue SW is the Keswick neighbourhood, and land east of 170 Street SW is within the Glennridding Ravine neighbourhood. These neighbourhoods are both in early stages of development. To the south, land is undeveloped and consists of agricultural uses and farmsteads.



Aerial view of application area

Community Insights

This application was brought forward to the public using a broadened public engagement approach. This approach was selected because the application proposes a new neighbourhood structure plan in an area that is predominantly undeveloped and surrounded by two new neighbourhoods undergoing early stages of development. No responses were received. The broadened approach included:

Mailed Notice, October 23, 2024

- Notification radius: 120 metres
- Recipients: 207
- Responses: 0

Engaged Edmonton Webpage, November 6, 2024 to November 20, 2024

- Visited the page: 107
- Submitted a question or forum response: 0

Webpage

• edmonton.ca/rezoningapplications

Notified Community Organizations

• Greater Windermere Community League

Application Analysis

Kendal Neighbourhood Structure Plan

The proposed Kendal NSP was prepared in accordance with the City's Terms of Reference for the Preparation and Amendment of Neighbourhood Structure Plans in Edmonton's Urban Growth Areas. The plan covers 301 hectares of land and contains 277 hectares of developable area (Gross Developable Area). The Kendal NSP proposes to create an inclusive, diverse, and well-connected community situated along the North Saskatchewan River Valley in southwest Edmonton. It aims to be a complete community, offering a range of housing options, amenities, and employment opportunities, with a focus on connectivity, active lifestyles, and integration with the natural environment. The vision emphasizes multi-modal transportation options, walkability, and access to parks, greenways, and the river valley.

The major land uses proposed in the NSP are described in greater detail below.

Residential Land Uses

The majority of the NSP area is intended for residential development consisting of Low Density Residential, Street Oriented Residential, Row Housing, Medium Density Residential, and High Density Residential land uses.

Low density residential development will be the predominant form of housing, with street oriented housing located generally along collector roadways, adjacent to school sites, and areas with high multi-modal mobility. Street oriented residential provides opportunities for single detached, semi-detached and row housing with rear lane access. Although row housing can be located in areas identified for 'Low Density Residential' and 'Street Oriented Residential', designating areas specifically for 'Row Housing' provides certainty that this land use will be dispersed in the plan area to support diverse housing choices.

High and medium density residential are generally located close to commercial and mixed use sites, schools, community parks, and along collector and arterial roadways. Medium density residential will include both low-rise and medium-rise buildings.

Neighbourhood and Community Commercial Uses

Three Neighbourhood Commercial sites are located along 28 Avenue SW to provideneighbourhood level retail and services at a local scale to meet the daily needs of residents inAttachment 2 | File: LDA23-0384 | KendalApril 28, 20256

the neighbourhood. A larger Community Commercial site is proposed along 41 Avenue SW, which will serve a greater catchment area providing services and amenities to residents within Kendal and surrounding neighbourhoods. All four commercial sites take advantage of high visibility and accessibility. The plan supports a well connected internal site design for commercial sites to ensure logical and direct connectivity between internal site pedestrian walkways and nearby bus stops and active modes.

<u>Mixed Uses</u>

Two mixed use sites are proposed in the Kendal NSP. One mixed use site is located within the Kendal East Local Node that is intended to be a focal point for the neighbourhood. The local node is located near the neighbourhood entrance at 170 Street SW at the intersection of two collector roads and across from the central greenway to create an accessible center for activity that is easily accessible by different modes of transportation. Both mixed use sites are intended to reflect a higher urban design standard to support a comfortable pedestrian experience and gathering place for residents.

Schools, Parks, Natural Areas, and Open Space

Three school sites are proposed, and one site will also accommodate a Community League. Neighbourhood parks are dispersed throughout the plan area, and all residents will be within 500 metres of a park or open space. Kendal benefits from proximity to the adjacent river valley and future top-of-bank trail. A central greenway will connect the local node to the river valley trail system, and act as a wildlife corridor. In addition, the northwest wetland and the southwest treestand will be preserved.

The City Plan

The proposed NSP aligns with the goals and policies of The City Plan to support growth within Edmonton's existing boundaries, strengthen our natural systems, and provide a mix of uses that will allow residents to meet their daily needs locally.

Kendal is projected to have up to 5,000 residential dwelling units within the 1-1.25 Million and 1.25-1.5 Million anticipated growth markers. The Nodes and Corridors Network does not extend into Kendal; however, the NSP proposes a mixed use local node that will serve as a focal point for the neighbourhood.

The Kendal NSP helps to establish "A Community of Communities" by providing a variety of land uses that will allow residents to meet their daily needs within a 15 minute walk, bike, or transit ride from where they live. It also helps support Edmonton becoming "Greener As We Grow" by creating opportunities to plant more trees within the road and open space network, by maintaining a system of conserved natural areas, and by strengthening and improving access to our natural systems.

The proposed Kendal NSP meets the direction of The City Plan by:

- Sequencing development and aligning infrastructure upgrades to leverage and optimize existing infrastructure.
- Enabling an income-diverse neighbourhood with a mix of land uses.

- Enabling the development of a mixed use local node, with a high standard of design for public and private development.
- Improving and integrating winter city design through the development of buildings, the public realm, and open spaces.
- Providing safe, comfortable, and direct active transportation connections between neighbourhoods, community facilities, and schools, while supporting recreation in connection with Edmonton's river valley and open spaces.
- Identifying and allocating municipal and school reserves that will allow for education spaces and community facilities that provide learning, recreation, and gathering opportunities.
- Incorporating nature and natural systems into the built environment.
- Protecting and maintaining a system of conserved natural areas within a functioning and interconnected ecological network.
- Managing stormwater runoff and improving water quality through the design and development of the built environment.

Southwest District Plan

The Kendal neighbourhood is subject to the Southwest District Plan. Amendments to maps and text of the Southwest District Plan are proposed to align with the Kendal NSP.

The Kendal NSP aligns with District Policy through:

- A network of open spaces with an expanded urban tree canopy, integrated natural features, and a central greenway to enhance connectivity, mobility, and recreation.
- Policies that encourage height transitions for visual appeal and support an attractive, comfortable, and safe public realm.
- Preservation of natural areas, including a wetland and treestand; direction to address abandoned well sites, and to require geotechnical and environmental assessments before rezoning. The plan also includes policies to enhance the existing ecological network by encouraging the naturalization of open spaces.
- Integration of open spaces with the active transportation network, utilizing trails, complete streets, and shared pathways. The plan focuses on designing an accessible active modes network with minimal conflicts between different modes of transportation.
- Provision of public access to and along the river valley through a combination of public roadways, pathways, viewpoints, and open spaces.
- Implementation of planning and design guidelines for wildlife crossings.
- The inclusion of a local node with commercial and mixed use development to create a focal point in the neighbourhood.

Windermere Area Structure Plan

The Kendal NSP supports the Windermere ASP's vision of creating a vibrant and sustainable community in southwest Edmonton by adding a neighborhood that offers diverse housing options, connected open spaces, recreational opportunities, and multi-modal transportation choices. Proposed amendments to the Windermere ASP maintain alignment with the overall

neighborhood vision and reflect a more detailed understanding of the area's future needs through analysis at the NSP preparation stage.

The Potential Economic Activity Centre located along 170 Street SW within the Kendal neighbourhood is proposed to be removed based on:

- A shift in planning consideration for significant commercial and business development to Major and District Nodes nearby (Heritage Valley and Windermere Centre), identified in The City Plan and Southwest District Plan.
- Other non-residential uses are potentially being established further south, in proximity to the airport.
- The transit center is not being located in the Kendal neighbourhood.

Although the Windermere ASP identified this portion of the Kendal neighbourhood as a location for business employment, it was viewed as a potential opportunity that is subject to market demand and appropriate planning considerations.

Despite the proposal to remove the Potential Economic Activity Centre from the Windermere ASP, three neighbourhood commercial sites, one community commercial site, and two mixed use sites are proposed within the Kendal neighbourhood, providing employment opportunities and access to services and amenities for residents.

Land Use and Population Statistics (entire Windermere ASP)	Current (ha)	Proposed (ha)	Difference (ha)
Creeks/Ravine Lands (ER)	55	63.1	+ 8.1
School/Park (MR)	134	140.7	+6.7
Major Commercial Centre	103	49.4	-53.6
Commercial	31	39.5	+8.5
Circulation	256	294.5	+38.5
Stormwater Management Facility	90 97.1		+7.1
Low Density Residential	668.9	661.9	-7.0
Street Oriented Residential	0	4.3	+4.3
Row Housing	36.5	42.9	+6.4
Medium Density Residential	92.8	80.6	-12.2
Mixed Use	2.5	3.5	+1.0
High Density Residential	13.1	13.9	+0.8
Unit Density	31 du/nrha	35 du/nrha	+4 du/nrha

Changes to Land Use and Population Statistics are summarised in the table below.

Land Use and Population Statistics (Kendal)	Current	Proposed	Difference	
Unit Density	27 du/nrha	45 du/nrha	+18 du/nrha	

Environment

Environmental Planning reviewed the Environmental Overview report submitted with the proposal, and is in support of the application.

Mobility

A Transportation Impact Assessment Report (TIA) was submitted with the application to support the proposed NSP roadway network hierarchy and to ensure the transportation network facilitates all modes of travel, provides strong connectivity, and integrates well with adjacent land uses, the neighbourhood amenities, and the broader transportation system.

The Kendal NSP includes three north-south collector roadways and three segments of east-west collector roadways that connect to 28 Avenue, 41 Avenue and 170 Street. The collector roadways include several locations for safe crossing to enhance safety for active users at high traffic areas and to promote efficient access to neighbourhood amenities. The plan also distinguishes Safe Routes to Schools through implementation of various traffic calming techniques along collector roadways and integration with the active modes network.

In conjunction with planning of the roadways, the active modes network is designed to include a network of shared pathways, greenways, pedestrian linkages, and safe crossings to support strong, direct, and convenient access for all ages and abilities. The planned active modes network provides permeability through the neighbourhood that ensures accessibility to transit, and connects people to neighbourhood amenities, including schools, parks, river valley top-of-bank, storm ponds, commercial, and residential areas. Currently, the Edmonton Bike Plan identifies 28 Avenue and 41 Avenue as district bike routes, and with the next update to the Bike Plan, 170 Street will also be designated as a district connector bike route.

Future bus routes are planned on the collector and arterial roadways within and adjacent to Kendal. Most future residents in the neighbourhood will be within 600m walking distance of transit. Areas beyond 600m walking distance to transit should be designed to include direct pedestrian connections to bus stops on nearby collector and arterial roads, including walkways, shorter block lengths, and/or other measures required to provide a direct connection.

Transit service to Kendal may begin with an expansion of On Demand Transit service before staged implementation of conventional local bus service as the neighbourhood develops. Kendal is anticipated to be served by two local routes at full build out, with one route to/from the future Ambleside Transit Centre and one route to/from the future Glenridding Transit Centre.

Administration will monitor the transit service demand as the neighbourhood develops and evaluate the demand for conventional transit service with other areas within the City. Administration may collaborate with area developers to determine interim and/or permanent

solutions should the non-participating lands remain undeveloped for a significant amount of time.

Open Space

Open Space placement and configuration was reviewed through the submission of a Parkland Impact Assessment, Community Knowledge Campus Needs Assessment, and Phase II Ecological Network Report. As well, the top-of-bank was walked for all participating owners, and the river valley boundary was confirmed as per policy c542A. A top-of-bank trail will be developed with later development stages to provide public access throughout the neighbourhood. In total, approximately 20.66 hectares of land is proposed for parkland dedication, and an additional 8.53 ha of land will be dedicated as Environmental Reserve to protect a large wetland complex and lands within the North Saskatchewan River Valley. This is an increase from the approved Windermere ASP, but reflects the increased density and projected population of this neighbourhood, and associated community parkland needs.

Three school sites have been identified in this plan, which is an increase from the approved ASP, but necessary to accommodate projected students within Kendal and nearby neighbourhoods. The northeast site will also include a Community League. As well as increasing overall student capacity, providing three sites allows for placement throughout the neighbourhood so that schools can be developed in tandem with housing development if provincial funding is secured. To accommodate the increased number of schools, one site is slightly undersized, to balance the efficiency of the surrounding development area. However, all sites have good frontage and configuration and will provide appropriate field space and drop off areas.

Pocket park placement ensures all residents remain within walking distance of parkland, and the proposed park configurations provide for appropriate access, visibility, and programming opportunities. A proposed linear park greenway connects the eastern half of the neighbourhood to the river valley and top-of-bank. This greenway will provide for recreational opportunities, as well as support ecological connectivity.

Two ecological parks have been identified for retention, based on the Phase II Ecological Network Report. The first ecological park is a large wetland-treestand complex on the north side of the Plan area. The wetland area includes a buffer on the south, east, and west sides, in accordance with Policy c531, to mitigate potential flood and pollution risks. The northern buffer is compromised because of the existing 28 Avenue alignment, but providing appropriate buffering to the other areas will reduce overall risk. The wetland is classified as a Balsam Poplar Woodland / Seasonal Shrubby Swamp / Seasonal Graminoid Marsh/Wooded Deciduous Swamp. The second ecological park is an approximately 2.7 ha treestand, which is classified as a Deciduous Mixedwood Woodland. This treestand directly abuts the river valley and provides a high level of ecological network value, as well as a tableland refuge for animals outside the river valley.

Utilities

The proposed NSP area conforms to the accepted Kendal Neighbourhood Design Report, which directs the sanitary and stormwater servicing plans for the neighbourhood. Interconnecting sewer systems are available from the adjacent Keswick and Glenridding Ravine neighbourhoods.

These existing systems have been designed and constructed to accommodate the Kendal neighbourhood development.

The developer will be responsible for all costs associated with infrastructure improvements required by this application.

Integrated Infrastructure Management Plan

An Integrated Infrastructure Management Plan (IIMP) provides Council with information about the infrastructure and facilities required for development of a new neighbourhood or area structure plan. The analysis provides a high level indication of expected costs and revenues associated with a specific development and can help inform decision making and budget planning.

The IIMP review for the Kendal neighbourhood covered a period of 50 years, starting in 2025. The analysis shows that revenues to the City will exceed City costs over the 50 year analysis timeline. Revenues include property taxes collected from the Kendal neighbourhood plus franchise fees and consumption-driven revenues (i.e. user fees and unconstrained grants from other orders of government apportioned to the Kendal neighbourhood population). Costs include City expenditures for infrastructure and facilities to support the neighbourhood's development (capital, operating, maintenance and renewal). The methodology used does not account for population-driven costs such as general government services or the capital and renewal costs for the city-wide transportation network, which would increase with increased population. Consequently, estimating future costs of individual neighbourhoods through the current approach to IIMP analysis only captures a subset of City spending, and does not convey the full breadth of growth-related expenditure pressures that will be experienced in future years. Additionally, the methodology used to estimate unconstrained grant revenue from other orders of government does not accurately reflect how grants are allocated.

The IIMP results show that the cumulative revenues are projected to be \$1.42B, and the cumulative costs are projected to be \$1.08B in year 50. The planned density of the Kendal neighbourhood (45 dwelling units per net residential hectare) is a key driver of the revenue-positive outcome.

Appendices

- 1. Proposed NSP Land Use and Population Statistics
- 2. Current ASP Land Use and Population Statistics
- 3. Proposed ASP Land Use and Population Statistics
- 4. Proposed NSP Land Use Concept
- 5. ASP Land Use Concept Map Comparison
- 6. Integrated Infrastructure Management Plan

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Proposed NSP Land Use and Population Statistics – Bylaw 21113

Table 3: Land	Use and Popula	ation Stat	istics				
GROSS AREA			301	1.44	100.0	96	
Natural Area (Environmental Reserve	e)		1	8.07			
Land Between UDL & TOB Road			(0.46			
Arterial Road Right-of-Way			1	3.90			
ROW to be converted to Parkland			(0.54			
Existing Residents			(0.84			
GROSS DEVELOPABLE AREA			277	7.63	100.0	%	
Commercial							
Neighbourhood Commercial			4	4.02	1.4%	6	
Community Commercial			4.55	1.6%	6		
Mixed Use Commercial				1.04	0.4%	6	
Parkland, Recreation, School (Munici	ipal Reserve)		2	0.66	7.4%	6	
CKC/Schools			1	3.47	4.9%	6	
Pocket Parks				3.47	1.3%	ò	
Greenway				1.01	0.4%	i i	
Natural Area				2.71	1.0%		
Transportation							
Circulation			5	8.03	20.99	ю	
Infrastructure / Servicing							
Stormwater Management Facil	ities		1	8.66	6.7%	6	
PUL/walkways			(0.69	0.2%	6	
Reservoir			1	1.60	0.6%	6	
TOTAL Non-Resider	ntial Area		10	09.25	39.49	%	
Net Residential Are	a (NRA)		10	58.38	60.69	%	
RESIDENTIAL LAND USE AREA, UNIT 8	& POPULATION COL	JNT**	•	•			
Land Use	Area (ha)	Units/ha	Units	People/ U	nit	Pop.	% of NRA
Low Density Residential	127.99	30	3, 839	2.80		10, 749	76.0%
Street-Oriented Residential	4.34	35	151	2.80		422	2.6%
Row Housing Residential	6.37	50	318	2.80		890	3.8%
Mixed Use Residential	1.04	90	93	2.80		260	0.6%
Medium Density Residential	25.80	100	2, 580	1.80		4,644	15.3%
High Density Residential	2.84	225	639	1.80		1, 150	1.7%
Total Residential	168.38	45	7,620			18, 115	100.0%
SUSTAINABILITY MEASURES							
Population Per Net Residential Hectar	e (ppnrha)						108
Units Per Net Residential Hectare (du/	(nrha)						45
[Single/Semi-Detached] / [Row Housing	na: Low-rise/Medium	Density Med	ium to Hiah-	Rise Units1 Ur	it Ratio		52/48
Population (%) within 500m of Parklar	nd						100%
Population (%) within 600m of Transit	service						98%
Population (%) within 600m of Comm	ercial service						96%
ropulation (10) main occin of comm		la	nd W	lator			
Presence/Loss of Natural Area featur	rec.		<u></u> <u>.</u>	N/A			
Protected as Environmental Reserve	(ha)	8.	07	N/A			
Conserved as Naturalized Municipal	Reserve (ha)	2	71				
Protected through other means (SW)	(ME) (ha)	2.		N/A			
Lost to Development (ha) STUDENT GENERATION COUNT	Wii) (110)			N/A			
Publi	ic Separate						
Elementary School 555	279						
,							
Junior High School 279	139						
Junior High School 279 Senior High School 279	139 139						

Table 3: Land Use and Population Statistics

Current ASP Land Use and Population Statistics – Bylaw 21035

Appendix 2 - Land Use and Population Statistics Bylaw 21035

Windermere Area Structure Plan - Land Use and Population Statistics

NEICHBOURHOOD	Ambleside -	Windermere -	Kewsick -	Glenridding Heights -	Glenridding Ravine -		
NEIGHBOORHOOD			NILED 0			NHED 5	TOTAL (na)
GROSS STUDY AREA (ha)	314.7	469.1	372.7	160.5	197.9	306.0	1821
Pipeline / Power Line Corridors ROW	2.7	1.7	0.7	1.0	1.8		8
Creeks / Ravine Lands (ER)		11.2	43.1		0.7		55
Public Upland Area (land between UDL and Top-of-Bank)			5.8		5.5		11
Major Arterials / Road ROW	11.8	11.0	16.1	19.6	21.7	14.4	95
Existing Uses					12.4		12
GROSS DEVELOPABLE AREA	300.2	445.2	307.0	139.9	155.8	291.6	1640
Public Utility	0.6	2.4			0.1		3
Municipal Reserve School/Park	19.8	29.0	19.2	42.9	9.1	14.0	134
Business Employment	69.2						69
Major Commercial Centre	47.9	1.5				54.0	103
Commercial	6.1	14.2	6.1	1.3	3.2		31
Mixed Uses	5.5	1.0	3.5		2.2		12
Circulation * @ 25%	25.5	90.0	61.4	28.6	31.0	19.0	256
Transit Center	2.2				0.8		3
Public Open Space	2.6	0.7					3
Stormwater Management Facility	15.5	26.6	20.3	7.1	8.9	12.0	90
Institutional	2.1		2.6	2.0	4.0		11
TOTAL NON-RESIDENTIAL LAND USES	197.0	165.4	113.1	81.9	59.3	99.0	716
Percentage of GDA	66%	37%	37%	59%	38%	34%	44%
NET RESIDENTIAL AREA	103.2	279.8	193.9	58.0	96.5	192.6	924
Percentage of GDA	34%	63%	63%	41%	62%	66%	56%

*Detailed calculations will be prepared during NSP approval stage

Windermere Area Structure Plan - Housing Units and Population Statistics

	Amb	leside -	Winde	rmere -			Glenri	dding	Glenriddin	g Ravine				
NEIGHBOURHOOD	NE	BHD 1	NHE	BD 2	Keswick	- NHBD 3	Heights -	NHBD 4A	NHB	D 4B	NHB	D 5*	тот	AL
NET RESIDENTIAL AREA (ha)	1	03.4	27	9.8	19	2.2	58	.0	96	.5	17	75	904	.9
	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units
Housing Units														
Low Density Residential	83.5	2087	161.1	4,028	168.0	4,201	42.8	1,070	78.5	1,962	135.0	2,450	668.9	15798
Row Housing Residential	6.4	288	7.9	356	10.9	491	7.0	315	4.3	194			36.5	1644
Medium Density Residential	10.9	981	18.8	1,693	8.3	749	7.4	662	9.4	1,043	38.0	1,914	92.8	7042
Mixed Use					1.4	175			1.1	138			2.5	313
High Density Residential	2.6	585	0.9	198	3.6	814	0.8	180	3.2	720	2.0	380	13.1	2877
*Large Lot Residential			21.1	148									21.1	148
Existing Country Residential			70.0	350									70.0	350
Neighbourhood Total	103.4	3,941	279.8	6,772	192.2	6,430	58.0	2,227	96.5	4,057	175.0	4,744	904.9	28171
Unit Density (du/nrha)	38		24		33		38		42		27		31	
Demulation														
Population		5.045		44.077		44 700		2 000		E 40E		0.004		45 400
Low Density Population		5,845		11,277		11,765		2,996		5,495		8,084		45,460
Row Housing Population		806		997		1,376		882		542				4,603
Medium Density Population		1,766		3,047		1,348		1,192		1,878		5,493		14,724
Mixed Use						263				206				469
High Density Population		877		297		1,220		270		1,080		543		4,287
*Large Lot Residential				414										414
Existing Country Residential				980										980
Neighbourhood Total		9,294		17,012		15,970		5,340		9,201		14,120		70,937
Population Density (ppl/nrha)		90		61		83		92		95		81		78

*Nbhd 5 Medium Density includes row housing and low rise

Windermere Area Structure Plan – Student Generation

	Gross								
	Development						Neighbourhood		
Neighbourhood	Area (ha)	Public So	chool Board	Sepa	Separate School Board				
		Elementary	Junior/Senior High	Elementary	Junior High	Senior High			
Ambleside - NBHD 1	300	600	600	300	150	150	1,800		
Windermere - NBHD 2	445	888	888	444	222	222	2,664		
Keswick - NBHD 3	305	612	612	306	153	153	1,836		
Glenridding Heights - NBHD 4A	140	280	280	140	70	70	840		
Glenridding Ravine - NBHD 4B	155	311	311	155	78	78	932		
NBHD 5	292	584	584	234	117	117	1,636		
TOTAL STUDENT POPULATION*	1,637	3,275	3,275	1,579	790	790	9,708		

*School age populations are calculated based upon Neighbourhood GDA. These calculations do not take into account neighbourhood life cycles and changing provision. The necessity of school sites should be determined during NSP preparation.

Proposed ASP Land Use and Population Statistics – Bylaw 21115

Windermere Area Structure Plan - Land Use and Population Statistics

	Ambleside -	Winderemere-	Keswick -	Glenridding Heights -	Glenridding Ravine -	Kendal-	
NEIGHBOURHOOD	-NBHD 1	NBHD 2	NHBD 3	NBHD 4A	NHBD 4B	NHBD 5	TOTAL (ha)
GBOSS STUDY AREA (ba)	314.7	469.1	372 7	160.5	197 9	301.4	1816.3
Pipeline / Power Line Corridors BOW	2.7	1.7	0.7	1.0	1.8	001.1	7.9
Creeks / Bavine Lands (FR)	2.17	11.2	43.1	1.0	0.7	8.1	63.1
Public Upland Area (land between UDL and Top-of-Bank)			5.8		5.5	0.5	11.8
Major Arterials / Road ROW	11.8	11.0	16.1	19.6	21.7	13.9	94.1
Existing Uses					12.4	0.8	13.2
							0.0
							0.0
GROSS DEVELOPABLE AREA	300.2	445.2	307.0	139.9	155.8	277.6	1625.7
Public Utility	0.6	2.4			0.1	2.3	5.4
Municipal Reserve School/Park	19.8	29.0	19.2	42.9	9.1	20.7	140.7
Business Employment	69.2						69.2
Major Commercial Centre	47.9	1.5					49.4
Commercial	6.1	14.2	6.1	1.3	3.2	8.6	39.5
Mixed Uses	5.5	1.0	3.5		2.2	1.0	13.2
Circulation * @ 25%	25.5	90.0	61.4	28.6	31.0	58.0	294.5
Transit Center	2.2				0.8		3.0
Public Open Space	2.6	0.7					3.3
Stormwater Management Facility	15.5	26.6	20.3	7.1	8.9	18.7	97.1
Institutional	2.1		2.6	2.0	4.0		10.7
TOTAL NON-RESIDENTIAL LAND USES	197.0	165.4	113.1	81.9	59.3	109.3	726.0
Percentage of GDA	66%	37%	37%	59%	38%	39%	45%
NET RESIDENTIAL AREA	103.2	279.8	193.9	58.0	96.5	168.4	899.8
Percentage of GDA	34%	63%	63%	41%	62%	61%	55%

*Detailed calculations will be prepared during NSP approval stage

	Ambl	eside -	Winder	remere-	Kesv	vick -	Glenriddir	ng Heights -	Glenriddi	ng Ravine -	Ken	idal-	TOTAI	L (ha)
NEIGHBOURHOOD	-NB	HD 1	NB	HD 2	NH	BD 3	NBH	NBHD 4A NHBD 4B NHBD 5						
NET RESIDENTIAL AREA	10)3.4	27	9.8	19	2.2	5	8.0	9	6.5	16	8.4	898	B.3
	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units
Housing units														
Low Density Residential	83.5	2087	161.1	4028	168.0	4201	42.8	1070	78.5	1962	128.0	3839	661.9	17187
Street Oriented Residential											4.3	151	4.3	151
Row Housing	6.4	288	7.9	356	10.9	491	7.0	315	4.3	194	6.4	318	42.9	1962
Medium Density Residential	10.9	981	18.8	1693	8.3	749	7.4	662	9.4	1043	25.8	2580	80.6	7708
Mixed Use					1.4	175			1.1	138	1.0	93	3.5	406
High Density Residential	2.6	585	0.9	198	3.6	814	0.8	180	3.2	720	2.8	639	13.9	3136
* Large Lot Residential			21.1	148									21.1	148
Existing Country Residential			70.0	350									70.0	350
Neighbourhood Total	103.4	3941	279.8	6772	192.2	6430	58.0	2227	96.5	4057	168.4	7620	898.3	31047
Unit Density (du/nrha)	38		24		33		38		42		45		35	
Population														
Low Density Residential		5845		11277		11763		2996		5495		10749		48125
Street Oriented Residential												422		422
Row Housing		806		997		1376		882		542		890		5493
Medium Density Residential		1766		3047		1348		1192		1878		4644		13875
Mixed Use						263				206		260		729
High Density Residential		877		297		1220		270		1080		1150		4894
* Large Lot Residential				414										414
Existing Country Residential				980										980
Neighbourhood Total		9294		17012		15970		5340		9201		18115		74932
Population Density (ppl/nrha)		90		61		83		92		95		108		83

Note: Due to the land use and population statistics methods changing over time, the Windermere Area Structure Plan provides a statistical approximation of this area. Refer to the respective Neighbourhood Structure Plan for a more accurate representation of the neighbourhood land use and population statistics.

Neighbourhood	GDA (ha)	Public Sch	ool Board	Sepa	rate School E	Board	Sub-total
		Elementary	Junior/ Senior High	Elementary	Junior High	Senior High	
Ambleside - NBHD 1	300	600	600	300	150	150	1,800
Windermere - NBHD 2	445	888	888	444	222	222	2,664
Keswick - NBHD 3	305	612	612	306	153	153	1,836
Glenridding Heights - NBHD 4A	140	280	280	140	70	70	840
Glenridding Heights - NBHD 4B	155	311	311	155	78	78	932
Kendal - NBHD 5	278	555	558	279	139	139	1,670
TOTAL STUDENT POPULATION	1,623	3,246	3,249	1,624	812	812	9,742

Windermere Area Structure Plan – Student Generation

*School age populations are calculated based upon Neighbourhood GDA. These calculations do not take into account neighbourhood life cycles and changing provision. The necessity of school sites should be determined during NSP preparation.

Proposed Kendal NSP Land Use Concept





Windermere ASP Land Use Concept Map Comparison



Proposed Land Use Concept Map

Current Land Use Concept Map

Planning and Environment Services

Edmonton

Integrated Infrastructure Management Plan (IIMP) Kendal Neighbourhood

March 2025

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KENDAL NEIGHBOURHOOD INTEGRATED INFRASTRUCTURE MANAGEMENT PLAN

Executive Summary

An Integrated Infrastructure Management Plan (IIMP) provides Council with information about the infrastructure and facilities required for development of a new neighbourhood or area structure plan. The analysis performed at this stage of the development provides a high level indication of expected costs and revenues associated with a specific development and can help inform decision making and budget planning. This IIMP has been conducted using the methodology established to support *The Way We Grow* (the former Municipal Development Plan) and the associated *Growth Coordination Strategy*. Future improvements to the approach will be informed by this analysis.

This report describes the results of the IIMP conducted for the proposed Kendal neighbourhood structure plan (NSP) located in the Windermere area in southwest Edmonton. The IIMP analysis covered a period of 50 years, starting in 2025. Based on the analysis conducted, revenues to the City from property taxes collected from the Kendal neighbourhood plus population-driven revenues (i.e. apportioned user fees collected city-wide and grants from other orders of government that are independent of the location of new population) will exceed City costs for infrastructure and facilities that would support the neighbourhood's development over the 50 year analysis timeline. The current methodology does not include population-driven costs such as general government services or the capital and renewal costs for the city-wide transportation network, which will increase with increased population. The results of the analysis are shown in Figure ES1.

The cumulative revenues and cumulative costs in year 50 are projected to be, respectively, \$1.42B and \$1.08B. The higher planned density of the Kendal neighbourhood (45 dwelling units per net residential hectare) is a key driver of the revenue-positive outcome. The density of the remainder of the area covered by the Windermere Area Structure Plan (ASP) is 29% lower than that of Kendal. If the Kendal neighbourhood were developed at the average density of the Windermere ASP, the neighborhood would be revenue neutral. It is important to note that, without specific IIMP analysis, it is not possible to draw a conclusion about the



overall financial impact of the Windermere ASP or Southwest District.

Figure ES1: Projected Cumulative Costs and Revenues, Kendal Neighbourhood (2025-2074)

IIMPs that were previously prepared for the Uplands and Alces neighbourhoods also showed a cumulative positive net revenue to the City. For these two neighbourhoods, a major factor leading to this result is a higher proportion of commercial and business employment lands, since these properties are taxed at a higher rate than residential properties. The other factor that influences both Uplands and Kendal is higher than average assessed value for residential properties (due to larger lots or locations near natural areas). Higher assessed values increase revenue from a specific area.

It is also important to consider some limitations of this IIMP analysis, listed below.

 Projected costs are based on costs for existing target service levels. In situations where the target service level provided by the City is influenced by budget constraints, the IIMP perpetuates this deficiency by not considering the additional funding needed to meet preferred service levels.

- 2. The IIMP does not consider economic factors, such as inflation, assessed value changes, the geo-political economic factors, etc. Changes in these factors could have significant effects on the financial projections of this analysis. All values used in the analysis are in 2024 dollars.
- 3. While the IIMP analysis includes projections for population-driven revenues (e.g. admission fees, parking meter revenue) and grants from other orders of government, it only projects certain City capital, operating and renewal expenses that directly result from the buildout of the Kendal neighbourhood. These projected City expenses do not represent all City program, service and capital spending because population growth drives almost all areas of program, service, and capital spending for the City. Those expenses cannot be directly tied to one specific residential neighbourhood. Consequently, estimating future costs of single neighbourhoods in isolation through IIMP analysis only captures a subset of City spending, and will not convey the full breadth of growth-related expenditure pressures actually experienced in future years. When only Kendal-specific revenues are included (i.e. property taxes) and non-neighbourhood specific revenues from user fees and grants from other orders of government are removed, the outcome is a net cost to the City instead of net revenue.
- 4. Compared to previous IIMPs, the population projections provided by the developers' consultant predicts buildout to a higher population in less time than has been observed in other neighbourhoods. If the rate of buildout is less than projected, revenues will be delayed over the analysis period. While some costs are tied directly to population, other costs (such as for facilities) are based on the final population and as such higher costs will be incurred before there is revenue to support them.
- 5. Without specific IIMP analysis, it is not possible to draw a conclusion about the overall financial impact of the Windermere ASP or Southwest District.

This report's findings indicate that the proposed NSP aligns with relevant direction from The City Plan and District Plans that call for growth to be managed with regard to the long term fiscal impacts and full lifecycle costs of infrastructure and services.

Purpose

An Integrated Infrastructure Management Plan (IIMP) gathers and analyzes data for a proposed new neighbourhood. The focus is on costs associated with infrastructure and facilities (capital, operations, maintenance and renewal) as well as revenues generated by the neighbourhood. This analysis provides Council with information about the types and quantities of infrastructure and facilities required to support the neighbourhood, their associated costs and implications for the City's budget.

Background

Prior to the adoption of The City Plan, The Way We Grow and the Growth Coordination Strategy established policy, process and a model to estimate the net fiscal impact of the development of specific areas. Furthermore, a Council motion (passed February 2, 2011) authorized the preparation of a Neighbourhood Structure Plan for Windermere Neighbourhood 5 (Kendal) and mandated that growth coordination information be incorporated. See Appendix 1 for a map of the proposed Kendal neighbourhood.

The City Plan furthered the previous direction by setting a policy intention (2.3.2) to ensure that growth is managed with regard to long term fiscal impacts and full lifecycle costs of infrastructure and services.

District Plans provide additional guidance on how to achieve The City Plan's vision. District Plans use mapping and policy to indicate intended general land use and planned improvements. Further investments in utilities, transportation and community infrastructure that are not shown in District Plans can be required through other policies and processes. As Edmonton continues to grow and change, analysis of public and private investment in neighborhood infrastructure supports informed decision making on the fiscal impacts of growth.

The City of Edmonton relies on a range of funding sources to finance City infrastructure and neighborhood development, including property taxes, grants, franchise fees, user fees and development charges. The majority of revenue from

newly developed residential areas is collected through property taxes. The property tax rate is set to meet the City-wide revenue requirement.

Integrated Infrastructure Management Planning requires close collaboration between City departments, the land developers who led the development of the Neighbourhood Structure Plan (NSP) and their consultant (the "Proponent").

The neighbourhood population growth projection is provided by the Proponent, and informs the infrastructure requirements. Infrastructure requirements are analyzed using data supplied by the Proponent and information from City departments.

Data received from City departments and the Proponent were used in the Development Infrastructure Impact Model (DIIM) to obtain the results shown in this report. Appendix 2 contains an overview of the DIIM model and Appendix 3 contains assumptions used as a part of this analysis.

Neighbourhood and Infrastructure Data

This section describes the data that was used as inputs to the analysis of the proposed development, including allocation of land uses, dwelling units, population and infrastructure requirements.

General Area Information

The allocation of land uses, housing unit counts and population are supplied by the Proponent. This information forms the basis for the calculations and identification of required infrastructure in the proposed community by City departments. Infrastructure projections are further informed by current service standards, long-term planning considerations for each infrastructure type and an assessment of the capacity of existing nearby infrastructure.

Gross Area Breakdown by Land use

The breakdown of the proposed land uses in the Kendal NSP is shown in Figure 1. Out of a total area of 301.44 ha, 55.9% (168 ha) is residential. Other land uses include transportation, parks and open spaces, commercial and utilities.



Figure 1: Kendal NSP Land Use Breakdown

Net Residential Area Breakdown

In the Kendal NSP six residential land use types are identified by the Proponent: low density, street-oriented, row housing, medium density, mixed use and high density. Table 1 below shows the NSP land use type, the equivalent TOR for NSPs¹ Residential Land Use type used in the DIIM, and the corresponding number of dwelling units. Figures 2 and 3 depict the breakdown of residential land use by the above described types. Figure 2 shows the breakdown by individual units and Figure 3 shows the breakdown by population both using the TOR categories.

¹ The Terms of Reference (TOR) for NSPs contains those factors that are used by proponents to guide the preparation and amendment of NSPs; further details can be found <u>here</u>.

NSP Residential Categories	Dwelling Units (by NSP categories)	TOR Residential Land Use Categories	Dwelling Units (by TOR category - used in IIMP)
Low Density	3,839	Low Density (Single/Semi	3,990
Street-Oriented	151	Detached)	
Row Housing	318	Low Density (Row Housing)	318
Medium Density	2,580	Medium Density/Mixed	2,673
Mixed Use	93	Use	
High Density	639	High Density	639
Total	7,620		7,620

Table 1: Land Use Categories used in the NSP and Kendal IIMP



Figure 2: Total Units Breakdown



Figure 3: Total Population Breakdown

Figure 1, 2 and 3 are summarized in Table 2. As well, the average residents per unit and average units per hectare are detailed.

TOR Land Use Categories	Area (ha)	Units	Calculated Units/ ha	Household Size	Population				
Low Density (Single/Semi- detached)	132.33	3,990	30	2.8	11,171				
Low Density (Row Housing)	6.37	318	50	2.8	890				
Medium Density/Mixed Use	26.84	2,673	100	1.8	4,904				
High Density	2.84	639	225	1.8	1,150				
Net Residential Total	168.38	7,620	45		18,115				
Commercial	9.61	.61 N/A							
Business Employment	N/A	(no busines	ss employme	nt area in Ken	dal)				

Table 2: Land Use, Areas, Dwelling Units and Population in Kendal

Infrastructure Breakdown

The public and private infrastructure to be built in Kendal is a function of the community design and layout, service standards, population served, and existing infrastructure. Table 3 outlines the types and amounts of infrastructure that the developer is required to build in the proposed community and provides the approximate capital cost (in 2024 dollars). These costs were provided by the Proponent and confirmed by City Administration. Table 4 provides the quantity and capital cost information for City-funded infrastructure. Infrastructure types

with a total cost less than \$100,000 have been excluded from the analysis as they do not have a significant impact on the total capital costs of the neighbourhood.

Infrastructure Type	Quantity	Capital Cost ('000s Dollars)
Arterial Road (Linear km)	4.5	\$28,742
Collector Road (Linear km)	4.8	\$16,995
Local Road (Linear km)	24.8	\$53,629
Shared Use Paths (Linear km)	21.0	\$8,793
Traffic Signals	9	\$3,150
Fire Stations(#)	1	\$6,305
Fire Trucks (#)	1	\$551
Parks (ha)	29.69	\$19,626
Total		\$137,791

Notes:

- Costs are in 2024 thousands of dollars, rounded to the nearest thousand

- Streetlighting costs are included in roadway costs.

- Shared use paths cost shown exclude shared use path costs constructed on arterial road rights-of-way as they are included in the arterial road costs shown.
- Fire hall costs reflect the Kendal neighbourhood portion only as the total fire hall cost is shared across the Windermere ASP.
- Developer capital costs for parks include grade, level and seeding of community and school sites, as well as the full capital costs for pocket parks, greenways and natural areas.
 Developer capital costs for Parks excludes the City's share of development costs for community parks and school sites.

Infrastructure Type	Quantity	Capital Cost ('000s Dollars)
Police Vehicles (#)	12	\$1,284
Buses (#)	19	\$15,200
Transit Centre	1	\$7,620
Recreation Centre	1	\$49,245
Library	1	\$5,341
Parks (ha)	14.3	\$3,835
Total	n/a	\$82,525

Table 4: City Funded Capital Assets

Notes:

- Costs are in 2024 thousands of dollars, rounded to the nearest thousand

- Transit centre, recreation centre and library costs reflect the Kendal neighbourhood portion only as the total costs are shared across the Windermere ASP.

- Parks costs represent the City's portion of community and school parks' costs.
- Service yards play a critical role in enabling neighbourhood servicing and maintenance; however, their capital, operating and renewal costs were not included in this analysis, based

on previously established IIMP methodology. Service yards will be further considered in future work related to the costs of growth.

Neighbourhood Assets

The following information provides further insight into the infrastructure quantities and costs outlined in Tables 3 and 4. This information is based on input from the City business areas responsible for its provision and maintenance.

Transit - Buses and Transit Centre

The Kendal NSP calls for standard bus servicing requirements, buses, bus stops, and bus stop related appurtenances (shelters, pads, garbage receptacles). The capital cost of the bus stop pads is paid and built for by the developer. New buses, bus stops, and bus stop related appurtenances fall under the City's costs. Ambleside Transit Centre will be used to service the Kendal area until the Glenridding Ravine Transit Centre is constructed in the future.

Transportation – Roadways and Signals

Transportation costs are related to construction of arterial, collector and local roads, sidewalks, alleys, bike lanes and shared use paths and their related operations and maintenance (O&M) and renewal costs. Since the Windermere ASP is part of the City's Arterial Roadway Bylaw 14380, developers in Kendal will pay their share of the capital cost for arterial roads in the Windermere ASP, which includes arterial roads bordering the Kendal neighbourhood. No interchanges or flyovers have been identified in the Kendal NSP. Capital costs for local, collector and arterial roads, sidewalks, shared use paths and signals were supplied by the Proponent.

Recreation Facilities

Future recreation services for the Kendal area will be provided by the nearby Glenridding School Recreation Center in the short term and the Windermere District Park in the long term, which has a placeholder for a future stand-alone recreation facility.

Edmonton Public Library (EPL)

Current library services for Kendal are provided by the Riverbend Branch and Heritage Valley Branch. In the future, Kendal will be served by an EPL branch that will be included in the stand-alone recreation facility in the Windermere District Park.

Edmonton Police Service (EPS)

Police planning for facilities considers the City as a whole. Facility life-cycle assessments and operational pressures are based on City growth, increased call volume and response times may impact the geographical area that Southwest Patrol Branch services. Currently police response in the Kendal community will be from Southwest Patrol Branch, however, based on future growth in the City and the previously mentioned factors, this could shift. For the purposes of this assessment, no future police branch is expected. As the population of Kendal grows, additional staff and new police vehicles will be added, which is accounted for in capital, O&M and lifecycle costs. Future consideration to design and build facilities that can support multiple emergency services or other City departments may be considered (as opposed to the historical approach of stand-alone facilities).

Fire Rescue Services

In the interim, fire rescue services will be provided by the Windermere fire hall with future fire rescue services provided by a future fire hall. Per the City's Offsite Levies bylaw, developers will be responsible for the capital cost for this future fire hall and the initial fire truck of that fire hall that will be needed to service the neighbourhood.

Parks

Under the current development requirements and NSP, the developers will be responsible for the full construction and capital costs of pocket parks, natural areas, and greenways within Kendal. The capital cost of developing community parks and school parks are shared between the developers and the City. The City will be responsible for the O&M and renewal costs associated with all open spaces. Table 5 below summarizes the breakdown of park types and their areas in hectares.

Park Type	Size (ha)	
Natural Area	10.41	
Pocket Parks	3.61	
Greenway	1.36	
Community Park	0.84	
School Park	13.47	
TOTAL	29.69	

Table 5: Kendal Parks Breakdown

Waste Management

Waste Management is a self funded utility; rates are set City-wide to collect the revenue required to cover capital and operating costs. Therefore, the incremental costs of servicing Kendal are not included as part of the IIMP.

Water and Drainage Services

Water and Drainage Services are provided by EPCOR and funded by utility rates. Therefore, there are no City costs associated with them. The portions of water, sanitary and storm infrastructure that is required by the developer to build are constructed in coordination with EPCOR and those developer costs are not reflected in the IIMP.

Population-Based Cost and Revenue Projections

This section describes the analysis undertaken to project revenues and population-based costs for the proposed development over 50 years. These projections are based on the estimated pace of neighbourhood build-out by the Proponent and current costs for the provision of service and infrastructure. Assumptions used in the analysis are detailed at the end of this report.

Population Projections

Three population models were used in the analysis: a Proponent model, the City's Geodemographic Projection Program (GPP) model developed by the City in line with City Plan projections, and a model that averages the Proponent and GPP models. The Proponent's model was used for the IIMP; and the GPP and average models were used for sensitivity analysis.

The Proponent model is driven by the projected number of dwelling units (by type) that will be built each year. This is then converted into population projections using standard household sizes that vary by dwelling type.

The GPP model projects the neighbourhood level populations based on the forecasted city-wide population and the development pattern described in The City Plan. The GPP model shows what Kendal's population could be if the City Plan's target for the percentage of dwelling units built in the redeveloping area is achieved by the time the City's population reaches 2 million people. The model is updated regularly with the next update anticipated for late 2025 or early 2026.

Figure 4 depicts the projected cumulative population growth under all three models. Figure 5 depicts the dwelling unit development over time. Under the Proponent scenario, Kendal would reach its total planned population of 18,115 by 2042. However, under the GPP model, the population of Kendal would grow quickly until 2036, and then begin to taper off as more of the City's population starts to choose dwelling units in the redeveloping area.



Figure 4: Kendal Neighbourhood Population Projections (2025-2048)



Figure 5: Kendal Projected Housing Units Constructed (2025-2048)

Revenue Expectations

City revenues come from a variety of sources. The IIMP analysis includes revenues resulting directly from the proposed neighbourhood (i.e. property taxes), user fees for the projected population, and grants from other orders of government that have a link to population growth. Indirect revenues, such as EPCOR dividends are not included in this analysis, nor is funding from other orders of government that is tied to specific projects. In addition, revenues from the City's Waste Services are excluded as they are dedicated to funding the Waste Services utility. Figure 6 depicts the expected revenues for the Kendal neighbourhood over 50 years based on the Proponent population model and identifies revenues from each of the following five sources:

- 1. Franchise Fees: The City receives revenue from ATCO Gas, EPCOR Water Services Inc. (EWSI), and EPCOR Distribution and Transmission (EDTI) for the use of public road allowances for their networks.
- Grant Revenue: The City of Edmonton relies on provincial and federal grants for a portion of its capital program. Some grants are project-specific, while other funding is unconstrained and can be applied flexibly. Only unconstrained grant revenue was included in the analysis. Although funding is not allocated on a predictable per capita basis, it

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tends to increase with population. A per capita revenue allocation was developed based on existing unconstrained grants and applied into the model. This source of revenue is not specific to the development of the Kendal neighbourhood.

- 3. User Fees: Individual City departments and business units may charge fees for the service they provide. Examples include transit fares, recreation centre admission fees, and parking meters.
- Non-Residential Property Tax: Commercially zoned areas like neighbourhood retail, convenience stores, and grocery stores help form complete communities and provide employment and critical services. They also contribute to the City's tax base, and therefore projected revenues from these areas in Kendal are included.
- 5. Residential Property Tax: All residential units pay municipal tax based on the current year's tax rate and the assessed value of the property.



Figure 6: Projected Cumulative Revenue (2025-2074)

City Expenditure Expectations

City expenditures are attributable to the provision, operation, maintenance and renewal of infrastructure, facilities and services in the community. Figure 7 depicts City costs over a 50 year time span. The expenditures are assigned to three categories:

1. **City Capital Costs**: This represents the initial capital costs of infrastructure built and funded by the City, and includes police vehicles,

buses, transit facilities, libraries, recreation facilities, and community and school parks. These costs are funded via the City's capital budget.

- Operation and Maintenance (O&M) Costs: O&M costs represent the set of on-going activities and expenses that allow the use of an asset for its intended function. Examples of O&M costs include employee salaries at City facilities and repair costs for sidewalks and roads. O&M costs are funded via the City's operating budget.
- 3. **Renewal Costs**: Renewal costs represent the reinvestments required to maximize the useful life of community infrastructure. The City bears renewal costs for the infrastructure built by both developers and the City. Renewal includes rehabilitative actions throughout the life of the assets, as well as replacement costs at the end of the expected life of the asset. With the exception of tree renewal costs, all renewal costs shown calculate the renewal costs at the expected time of expenditure (i.e. not amortized throughout the life of the asset). Renewal costs are also funded via the City's capital budget.



Figure 7: Cumulative City Capital, Operating and Renewal Costs (2025-2074)

Table 6 provides a summary of the total estimated cumulative O&M and renewal costs by infrastructure type.

Infrastructure Type	Cumulative Operating Costs ('000s Dollars)	Cumulative Renewal Costs ('000s Dollars)
Arterial Road	\$11,098	\$2,561
Collector Road	\$18,146	\$2,905
Local Road	\$16,643	\$6,648
Transit Services	\$269,844	\$38,512
Parks	\$21,277	\$10,532
Fire Services	\$32,914	\$10,579
Police Services	\$382,837	\$17,704
Recreational Facility Services	\$33,184	\$50,106
Library	\$15,607	\$6,191
Total	\$801,548	\$145,736

Table 6: Estimated O&M and Renewal Costs in 1000s of Dollars (2025-2074)

Notes:

- Costs are in 2024 thousands of dollars, rounded to the nearest thousand

Road reconstruction lifecycle action (distinct from road renewal) happens at 70 years from road initial construction. It is therefore excluded from this analysis, as it is beyond the timelines considered.

As noted on Table 4, service yards were not included in this analysis, and will be further considered in future work related to the costs of growth.

Summary of Revenues and Expenditures

Figure 8 shows the projected cumulative City expenditures and revenues for the proposed Kendal NSP over a 50 year period. Figure 9 shows the annual expenditures and revenues for Kendal over the same 50 year period. While costs exceed revenues in some years, the cumulative costs remain below cumulative revenues over each four year budget cycle and over the full analysis period.



Figure 8: Projected Cumulative Revenues and Expenditures (2025-2074)



Figure 9: Annual Projected Revenues Vs. Expenditures (2025-2074)

Discussion

Comparison of Revenues and Expenditures

This analysis demonstrates that the cumulative revenues generated by this neighborhood and its population are expected to exceed the City's capital and operating costs over a 50 year period. Based on additional analysis, it appears that this outcome is primarily driven by the following factors:

- Increased Density: Higher residential density than surrounding neighbourhoods translates to more housing units and an associated increase in property tax revenue.
- 2. Higher Assessed Values of Homes: The assessed value of residential properties in the Windermere ASP is higher than city-wide. Adjacent neighbourhoods were used to estimate the assessed value in Kendal, and higher assessed values directly translate to increased property tax revenue.
- Rapid population growth: the Proponent's model predicts a relatively rapid build-out of the Kendal neighbourhood, leading to increased revenues early on.

These three factors are explored in more detail below, along with two additional factors: cost increases and a qualitative assessment of the impact of population-driven revenues and costs.

Impacts of Increased Density

The Kendal NSP promises a significantly higher residential density than other neighbourhoods in the Windermere ASP. Table 8 below compares the planned densities of Kendal to these other neighbourhoods in terms of dwelling units per net residential hectare. Negative percentages indicate that these neighbourhoods are less dense than Kendal.

Neighbourhood	Density (DUs/net residential hectare)	Difference from Kendal
Ambleside	38	-16%
Glenridding Ravine	41	-9%
Glenridding Heights	37	-18%
Keswick	33	-27%
Windermere	24	-47%
ASP Average (excluding Kendal)	32	-29%
Kendal	45	-

Table 7: Population Densities of Neighbourhoods in the Windermere ASP

Kendal is denser than all of the neighbourhoods in the Windermere ASP. Windermere neighbourhood has the greatest difference (47% lower), while Glenridding Heights neighbourhood has the closest density to Kendal (9% lower). The rest of the ASP has a combined dwelling unit density that is approximately 29% lower than the density of the proposed Kendal neighbourhood. Figure 11 shows the hypothetical cumulative revenues from Kendal if the dwelling unit density was equal to the average density in the Windermere ASP.



Figure 10: Cumulative Revenue Comparison at Average ASP Density

The estimated revenues in this scenario are approximately equal to the expenditures. Therefore, if the Kendal neighbourhood were designed at the average density of the other neighbourhoods in the Windermere ASP, the neighborhood would be revenue neutral. In this sensitivity test the cumulative expenditures have not been adjusted to account for the lower population such as transit service costs. It is possible that the neighbourhood would still be revenue positive, though significantly less than with the current planned density.

While increased revenue is one of many benefits of increased density, there are associated costs as well. With higher density, there can be additional strain on existing infrastructure that supports the neighbourhood (e.g. roads) and services provided to residents (e.g., policing and transit). This may necessitate upgrades or expansions to accommodate increased traffic and increased transit requirements. However, higher density can also lead to more efficient delivery of certain City services, such as public transit, counteracting the increased servicing requirements.

The impact of density on net expenditures is not within the scope of an IIMP. Future work will compare data across multiple existing neighborhoods with a goal of identifying the relationship between density levels and costs of delivering City services.

Impact of Higher Assessed Values

The assessed value of the proposed dwelling units in Kendal were estimated based on the assessed values of other neighbourhoods in the Windermere ASP in 2024. Specifically, for single family detached/semi detached homes, assessed values were based on the average median assessed value in the Ambleside, Glenridding Heights and Glenridding Ravine neighbourhoods. These neighbourhoods were selected as they are closest in expected built form and density for single family and semi detached homes to Kendal. For row housing, medium density and high density homes, the average median assessed values in 2024 in the Windermere ASP were used.

Sensitivity analysis that tested varying assessed housing values found that even after decreasing the assessed values by 20%, cumulative revenues were still greater than cumulative capital and operating costs.

Impacts of Rapid Growth Rate

As noted earlier, the Proponent has projected a rapid growth rate, with the full population of Kendal neighbourhood of over 18,000 residents being realized within 17 years of plan approval. Previous IIMPs completed for new neighbourhoods have used projections that show neighbourhoods taking closer to 20 years to achieve smaller populations than Kendal's, as shown in Table 7. Although city-wide growth rates were higher than typical in 2023 and 2024 (supporting the idea of a faster build out of Kendal), city-wide growth is expected to moderate from 2025 onwards as international immigration is reduced at a federal level.

Neighbourhood	Projected Population	Projected Years Achieve
Uplands	8,000	16
Stillwater	12,800	21
River's Edge	11,800	20
Alces	10,000	25
Kendal (projected)	18,115	17

Table 8: Estimated O&M and Renewal Costs in 1000s of Dollars (2025-2074)

These factors indicate that the Proponent's projected build out timeline may be optimistic. The revenue model was tested with slower growth rates, based on the GPP model and an average of the GPP model and the Proponent's model. Figure 10 below illustrates the differences in revenues based on the three population projection models.



Figure 11: Estimated Kendal Revenues by Population Projection Scenario

Under the GPP population model, which predicts a much longer buildout timeline for Kendal, costs exceed revenues throughout the 50 year analysis timeline. The average (of Proponent and City projections) shows that revenues exceed costs within a few years. However, it is important to note that the costs would also need to be adjusted to reflect the reduced pace of growth, which was not conducted as part of this analysis.

It is also important to note that the eventual build out of the neighbourhood may be different from any of the projections shown in this analysis due to changing growth rates resulting from factors outside the developers' or City's control.

Impacts of Cost Increases

While the IIMP model provides results independent of inflation (i.e. all results are in 2024 dollars), an analysis was done to investigate the impact increased costs could have on Kendal. Cost increases could be due to external factors such as the price of goods and materials and labour shortages, or decisions that changed the nature of the infrastructure or facilities. Figure 12 shows how increased costs affect the difference between cumulative revenues and cumulative expenditures. The increase in costs was applied equally to all costs, meaning that the capital, lifecycle and O&M costs were all increased by the factor specified. Therefore, this reflects an "average" increase in total costs.



Figure 12: Cumulative Cost and Revenue Comparison with Increasing Costs

As can be seen, increases in costs have a similar impact on reducing the gap between cumulative revenues and expenditures as changes to assessed value and less than changing the population density. Even with a 20% increase in costs, cumulative City capital and operating costs remain below cumulative unadjusted revenue over the 50 year analysis timeline.

Impact of Population-driven Revenues and Costs

The IIMP methodology includes an estimate of revenue from user fees (such as parking payments, transit fares and recreation centre admissions) and unconstrained grants from other orders of government. These sources of revenue are tied to the projected population, and are not specific to the development of the Kendal neighbourhood.

However, the IIMP methodology does not account for increases to city-wide costs that are population-driven, such as increases to the overall road network, the need for service yards, and general government services. Population growth drives almost all areas of program, service, and capital spending for the City, but these expenses cannot be directly tied to one specific residential neighbourhood.

If the full costs of population growth were added to the Kendal analysis, the results would likely show that the neighbourhood, like most residential areas of the city, has a net cost. Taken together, the inclusion of city-wide revenue and the exclusion of city-wide costs means that the results overstate the net positive financial impact of Kendal.

Conclusion

Based on the standard analysis, City revenues from the proposed Kendal neighbourhood exceed City costs over the 50 year analysis timeline. This is primarily due to the high population density compared to similar neighborhoods. Higher than average estimated residential property assessed values also play a role. This report's findings indicate that the proposed NSP aligns with relevant The City Plan and District Plan policies that call for growth to be managed with regard to the long term fiscal impacts and full lifecycle costs of infrastructure and services. The build out of Kendal also follows The City Plan's development pattern, as illustrated in City Plan Map 10B.

However, it is important to note that the existing methodology, and therefore the results of this analysis, do not consider the effect of density on O&M and renewal costs. O&M and renewal costs used in the City's model were based on costs in existing neighbourhoods, none of which have equivalent density. It is possible that density will result in increased O&M and renewal costs and could decrease the gap between revenues and expenditures for this neighbourhood, particularly since O&M costs are the largest cost component. Nonetheless, the overall effect of increased population density on the fiscal outcomes in the Kendal neighbourhood is expected to be positive based on the increased revenues. In addition, while Kendal is projected to be revenue positive, the financial impacts of the Windermere ASP as a whole are not known at this time.

Similarly, while the cost and revenue categories included in the analysis are in line with previous IIMP analysis, the previously established approach did not fully account for the costs associated with population growth. In general, population

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growth drives almost all areas of program, service, and capital spending for the City. Those expenses cannot be directly tied to one specific residential neighbourhood. Consequently, estimating future costs of single neighbourhoods in isolation through IIMP analysis only captures a subset of City spending, and does not convey the full breadth of growth-related expenditure pressures that will be experienced in future years. Future work will address this by examining the fiscal impacts of growth at a range of geographies such as the District level and/or city-wide.



Appendix 1 - Map of Proposed Kendal Neighbourhood

Appendix 2 - Development Infrastructure Impact Model (DIIM) Overview

The analysis presented in this report involves the combination of modeling using the Development Infrastructure Impact Model (DIIM), coupled with area and sector specific analysis performed by the business units responsible for both the infrastructure and the provision of service. Gathering and analysis of the data was performed by the Urban Growth Unit (Planning and Environment Services branch) in the Urban Planning and Economy department, with assistance from Integrated Infrastructure Services.

As with any analytical procedure, the results of a model are dependent on the accuracy of the input data, and the strength of its underlying assumptions. In order to achieve a consistent corporate approach, certain assumptions were made to ensure that all neighbourhood development-related infrastructure is compared on the same basis. The following describes some of the assumptions used in the DIIM.

- The development order and timing for different residential housing forms (e.g., single-detached, row houses, mid-rise, high-rise) is based on the Proponent's build out plans.
- 2. Land use information is limited to the information provided in the NSP by the Proponent.
- 3. Infrastructure development is driven by and proportional to population growth. For example, an entire local road would realistically be built before all of the homes along it are constructed; however, the DIIM assumes that the amount of road built is proportional to the amount of homes constructed.
- 4. An assumption was made with respect to when all of the required infrastructure within a neighbourhood would be completed and in service. For modeling purposes it was assumed that when the neighbourhood reaches 95% of its ultimate population, all City and developer-built capital infrastructure would be in place (based on the Proponent's population projections). This does not include lifecycle or renewal costs.

Appendix 3 - Analysis Assumptions

1. Assessed Value

- The assessed value of the proposed dwelling units in Kendal were estimated based on the 2024 assessed values of other neighbourhoods in the Windermere ASP. Specifically, for single family detached/semi detached homes, assessed values were based on the average median assessed value in the Ambleside, Glenridding Heights and Glenridding Ravine neighbourhoods. These neighbourhoods were selected as they are closest in expected built form and density for single family and semi detached homes to Kendal. For row housing, medium density and high density homes, the average median assessed values last year in the Windermere ASP were used.
- 2. Tax rates and average assessed value for both residential and commercial uses are based on the 2024 tax year.

2. Fire Services

- 1. The Kendal neighbourhood will rely on the Windermere fire station until a future fire station is constructed in closer proximity.
- 2. Other stations (either existing or in different ASP areas) would not be considered the primary station to serve Kendal. The fire station identified to provide coverage does not take into consideration whether it will meet response time targets for the Kendal neighbourhood. If the primary station is unavailable, crews from other stations may be dispatched to an emergency call.
- 3. The capital costs included in the analysis are limited to the initial pump unit included in all new station planning. Additional apparatus would likely be required, and will be identified and added as needs are identified.
- 4. For Windermere station, all costs are based on actual Windermere station construction costs (the most recently completed fire hall in Edmonton) and purchase of apparatus. Costs do not consider inflation, supply chain challenges or pandemic/post impacts/challenges.
- 5. Fire Station O&M costs were obtained from the 2023 capital profile.
- 6. All fire apparatus (truck) lifecycle/rehabilitation costs were supplied by Fire Rescue Services in USD. Values were converted to Canadian dollars for this analysis using the December 2024 exchange rate. In addition to uncertainty in the exchange rate at the time of purchase, the costs for

pump units is estimated to increase by 12% in 2025. As the analysis was conducted in 2024 dollars, this expected increase in cost is not reflected in the results.

- Pump unit O&M costs used are the average annual maintenance and fuel costs, based on the total number of pumper units that serve the city (47 pumper units).
- 8. Tank unit O&M costs used are based on the average annual maintenance and fuel costs for all 9 tanker units available in the city.
- As agreed upon with Fire Rescue Services, 25% of the cost of a future fire station has been allocated to the Kendal NSP, based on Kendal's approximate share of the Windermere ASP population.

3. Police Services

- 1. The number of civilians serving in Kendal will be half the number of Sworn Officers (35 sworn officers and 17 civilian staff).
- 2. One vehicle is required per three Sworn Officers
- 3. EPS has indicated that, based on the projected population growth, a new police station will not be required for Kendal.

4. Infrastructure

- A weighted average cost of each class of road was used for construction, renewal and O&M costs. The DIIM does not distinguish between cross sections of roads and instead assumes a single unit cost per class of road (i.e. one unit cost for locals, one unit cost for collectors, one unit cost for arterials).
- 2. Street lighting capital costs are included in the road capital costs.
- 3. Street lighting capital costs were assumed to be negligible on shared use paths in storm water management facilities and natural areas.
- 4. Roads, sidewalks, shared use paths and alley O&M costs were based on the City of Edmonton 2024-2025 Operating Budget. Specifically, the 2024 Parks and Roads Services budget was calculated per linear metre of existing roads in the city as a unit rate, and applied to the applicable infrastructure in the Kendal IIMP.
- 5. Parks O&M and service delivery costs were calculated for each type of park using unit rates developed with Parks and Roads Services in consideration of typical assets at each type of park.

6. Major rehabilitation and renewal costs are asset specific and based on typical lifecycle costs and timetables.

5. Grants

- Revenues considered do not include funding from other orders of government (e.g. Provincial and Federal Grants) for specific capital projects (i.e. constrained funding).
- 2. Grants included in the revenue are the City's two main unconstrained capital grants, namely the Local Government Fiscal Framework (LGFF) grant and the Canada Community Building Fund (CCBF) grant.
- 3. For the purpose of this IIMP, high-level estimates were used, where infrastructure funding under the CCBF and LGFF grant programs was projected out at constant 2024 per capita levels throughout the analysis period. This is a limitation of the analysis, as there is no guarantee that funding will remain constant.
 - a. CCBF is a federal government program, and the total fund grows at 2 per cent a year, rounded to the nearest hundred million. CCBF is distributed to municipalities on a per-capita basis, with a minimum base funding level of \$50,000. However, because different municipalities have different population growth rates, and the growth of the total fund is fixed at 2 per cent, Edmonton's annual per capita allocation will vary from year to year.
 - b. LGFF is a provincial government program. In the 2024-25 provincial government fiscal year, the total program was \$724.2 million, with \$382 million allocated to Edmonton and Calgary, and \$342.2 million allocated to all other local governments. The distribution of the \$382 million between Alberta's two big cities is established in an allocation formula set out in the *Local Government Fiscal Framework Act*. Funding to Alberta's two big cities beyond 2024-25 is pegged to a growth calculator established in the *Local Government Fiscal Framework Act*. Funding to Edmonton and Calgary by the rate of provincial government revenue growth 3 years prior to the applicable funding year. The rate of provincial revenue growth can differ from the rate of population growth, which means that LGFF grant revenues do not necessarily grow with population; furthermore,

provincial revenues can decrease, which will result in negative growth to funding levels.

6. City Costs

As noted in the document, not all City costs are included in the analysis. In general, population growth drives almost all areas of program, service, and capital spending for the City, but these expenses cannot be directly tied to one specific residential neighbourhood.

Consider a hypothetical growth scenario where all future population growth to 2 million residents is captured in several neighbourhoods identical to the Kendal NSP. In this scenario total City operating and capital costs would significantly exceed the sum of the costs identified in each neighbourhood's IIMP analysis. Considering the road network alone, the IIMPs would estimate the operating and capital costs of the incremental local roads in each of these neighbourhoods, but these additional 900,000 residents would use the entire Edmonton road network, not only their local roads. This would escalate all transportation road network needs, including more freeways, arterial roadways, interchanges, traffic lights, active pathways, and so on. The true costs of population growth exceeds neighbourhood-level costs modelled in the IIMP.

If the full costs of population growth were added to the IIMP, the results would show that the neighbourhood, like most residential areas of the city, has a net cost. The overall net cost of residential neighbourhoods has historically been balanced by property tax generated from non-residential properties, along with other general revenues (such as EPCOR dividends) and grants (typically capital grants). These population-driven costs were not included in previous IIMPs and will be further considered in the Fiscal Impacts of Growth project underway by Administration.