A photograph of a city street in Edmonton, Alberta, featuring a mix of modern glass skyscrapers and older brick buildings. In the foreground, there is a large, colorful mosaic sculpture of a dog. The sky is blue with some white clouds. A large teal overlay covers the right side of the image, containing text and the Edmonton logo.

# CAPITAL CITY DOWNTOWN COMMUNITY REVITALIZATION LEVY PLAN

Edmonton

2025 AMENDED VERSION

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## EXECUTIVE SUMMARY

This report outlines the Capital City Downtown Community Revitalization Levy Plan (CRL Plan) for Edmonton's downtown community. The CRL Plan area includes approximately half of downtown Edmonton and two small areas within the Central McDougall and McCauley neighbourhoods. The CRL Plan area comprises 135.0 ha of land (52 blocks). When the CRL Plan was adopted in 2013, 52 per cent of the land was vacant or underdeveloped. The CRL Plan provides a funding mechanism for the award-winning Capital City Downtown Plan (CCDPlan) (Bylaw 15200, approved by Council in July 2010). The goal of the CRL Plan is to: contribute to the creation of a sustainable, vibrant, well-designed and accessible community; improve the quality of life for existing residents, workers and visitors; and attract new residents and businesses to the area.

### CAPITAL CITY DOWNTOWN COMMUNITY REVITALIZATION LEVY PLAN

The Capital City Downtown Community Revitalization Levy Plan leverages the value of properties in the plan area to raise funds to update public infrastructure and redevelop property within its boundaries. Extensive public infrastructure, existing and new, is required to encourage both private and public sector development in the area. The CRL Plan provides a sustainable funding source that doesn't significantly burden Edmonton taxpayers, and it is a financing mechanism designed to provide long-term, stable funding.

On April 16, 2014, the Lieutenant Governor in Council approved the original bylaw passed by Council (Bylaw 16521) to authorize the creation of the Capital City Downtown Community Revitalization Levy for 20 years.

The baseline assessment for properties in the Plan area was set as of December 31, 2014. Thereafter, any increase above the baseline in the assessed value of the properties in the Plan area forms the levy (which will be equivalent to the municipal and education property taxes). The levy money collected is used to pay off expenditures, including any borrowings, incurred by the City of Edmonton for capital infrastructure projects in the Plan area. The levy is not an additional tax on property owners. Rather, it is dedicating taxes levied on assessment above the baseline for the repayment of the cost of the catalyst projects, for the duration of the CRL or until all costs have been repaid. The CRL Plan is required for Edmonton's downtown to fund the investment required for new infrastructure, amenities and increased service capacity that attract and support a growing population. While the development community is interested in the downtown, there are still deterrents to proceeding with some major projects, such as land speculation, high construction costs and the need for significant investments in infrastructure. Given the high costs of infrastructure investments, a coordinated approach to infrastructure redevelopment through the implementation of a series of catalyst projects and the creation of amenities for the downtown needs to continue. This CRL Plan will help to address these issues.

### AMENDMENTS

This is the second update to this CRL Plan. The updates responded to significant opportunities and market conditions, and they included clarifications and adjustments to existing projects. The COVID-19 pandemic dramatically impacted downtown, which has required additional focus and a shift in City plans and policy.

- The 2021 update incorporated the Station Lands site and brought in the resulting 103A Avenue Pedway catalyst project.
- The 2025 update extends the total length of the CRL to 30 years and incorporates significant new projects.

## 2025 Amendment

The CRL came into effect on January 1, 2015. The CRL catalyst projects have triggered a major surge in private investment in the Plan area. The CRL catalyst projects have spurred more than \$4.7 billion in new development that is complete or under construction.

While the CRL area has experienced rapid development, it is clear that further investment in catalyst projects is essential for continued growth and revitalization. Significant portions of the CRL area remain underdeveloped or vacant, highlighting the need for strategic infrastructure investments to stimulate development potential and attract private investment.

Moreover, the global pandemic in 2020 has fundamentally changed how people interact with downtown areas. The rise of hybrid work and learning models, coupled with a significant shift away from brick-and-mortar retail, has resulted in decreased foot traffic and investment in downtown Edmonton. This decline in visitors has negatively impacted the vibrancy and safety of the area, underscoring the importance of catalyst projects in creating attractive, safe and vibrant public spaces.

As Edmonton adapts to these new realities, catalyst projects that prioritize public spaces and encourage private investment are more crucial than ever. These projects will play a key role in revitalizing downtown Edmonton, ensuring it remains a vibrant and attractive destination for residents, businesses, and visitors alike.

The 2025 amendment to this Plan is a response to current opportunities and market conditions. It clarifies the intent and scope of some of the catalyst projects, enabling the City to respond to the challenges and opportunities being faced in 2025 and onwards. Highlights of these changes include:

- Minor updates to general background information, including demographics, land use, and crime.
- Inclusion of six new catalyst projects
- Replacing the “Downtown Incentive Program” with the “Attainable Housing Program”
- Status updates to existing catalyst projects
- 10-year extension to the CRL timeline
- Replaced the financial sections to reflect actual and projected revenues and expenses as of 2025.

## 1.0 PLAN OBJECTIVES

The overarching objectives of the CRL Plan are to improve conditions in the downtown and spur development through public sector investments in infrastructure and amenities. These investments will enhance the quality of life for residents and visitors and create opportunities for public and private sector development, redevelopment and investment.

The objectives of this CRL Plan are:

- Commitment to the City's Vision for its downtown – aligned with City Plan and the Capital City Downtown Plan Area Redevelopment, the implementation of a catalyst project strategy will help the City achieve its vision for a downtown that is vibrant, sustainable, well-designed, and accessible.
- Stimulate Investment – Invest in public improvements identified to stimulate redevelopment and create a positive environment for new investment by providing the up-front investments in key infrastructure and amenities necessary to support an increasing downtown population.
- Quality and Design – Set a high design standard within the downtown by implementing public realm plans for important streets and special places. Focus on strategic public improvements that reinforce the special identity of each downtown character area. Through these measures, the CRL Plan is helping to raise the expectations for excellence in the design of downtown buildings and public places.
- Exponential Benefits – The catalyst projects increase the potential for positive and consistent social, economic, and environmental changes over time by strategically identifying and phasing each project so that they can build on one another.

These objectives are designed to help stimulate growth, design more compact complete and vibrant neighbourhoods, encourage quality urban design, reduce dependency on vehicular trips, promote environmentally friendly lifestyle choices, increase the use of downtown amenities, and create a more vital and vibrant downtown for the betterment of the Edmonton Region as well as the reputation of Edmonton as a global city.

## 2.0 CATALYST PROJECTS - OVERVIEW

The revenues generated by the levy are being used to fund catalyst projects, both infrastructure and amenities, within the CRL Plan area. These projects reflect Council's emerging priorities, opportunities to leverage private development and implement other downtown-area plans and policies.

As of 2025, six projects that were originally identified are complete, five are in progress or partially complete, and two have not been initiated. There are six new projects added in the 2025 amendment. The following table identifies the projects and their status as of 2025:

<b>Project</b>	<b>Status 2025</b>
Downtown Arena	Complete
Arena Related Public Infrastructure	Complete
Downtown Arena Community Rink	Complete
Alex Decoteau Park (105 St/102 Ave Park)	Complete
Downtown Stormwater Drainage Servicing	Complete
Projects in the Civic Precinct	Complete
Warehouse Campus Neighbourhood Central Park	In Progress
Jasper Avenue New Vision	In Progress
Green and Walkable Downtown - <i>Public Open Space Amenities and Placemaking</i>	In Progress ( <i>expanded</i> )
River Valley Promenade	In Progress
103A Avenue Pedway	In Progress
Edmonton Downtown Academic and Cultural Centre	Not initiated
Attainable Housing Program	Not initiated
Downtown Infrastructure Fund	<b>New</b>
Village at Ice District Infrastructure	<b>New</b>
Event Park	<b>New</b>
Brownfield Remediation	<b>New</b>
Transit Infrastructure	<b>New</b>
Francis Winspear Centre for Music Expansion	<b>New</b>

*Table 1: List of Catalyst Projects*

The 2010 Capital City Downtown Plan proposed a series of catalyst projects to create the necessary momentum to stimulate timely change on the scale required. They were identified for their ability to:

- Increase the number of people living in the downtown;
- Enhance downtown's unique neighbourhoods; and,
- Link the neighbourhoods together – and to the rest of the city.

After the 2010 plan, additional priority projects were identified based on stakeholder engagement, lessons learned, and emerging opportunities and have been included in this CRL Plan. These projects were added based on their ability to:

- Increase the activity and vibrancy of downtown;
- Encourage spin-off development opportunities; and
- Provide a timely opportunity to capitalize on public-private partnerships.

### **Moving Forward**

To date, \$566.5 million of catalyst projects have been approved with funding from this Community Revitalization Levy. Additional spending for catalyst projects may be recommended for City Council budget approval, subject to the CRL's financial capacity. All funds collected through the Community Revitalization Levy are accounted for separately in a CRL reserve. The CRL is estimated to generate between \$1,301 million and \$1,659 million over 30 years.

### **The Need For A CRL**

The Community Revitalization Levy Plan has enabled the City to implement several plans and policies related to downtown, including the Capital City Downtown Plan (Bylaw 15200). The actual and projected revenues generated by the CRL Plan have funded catalyst projects that are completed and in progress, and will be used to fund planned projects. These projects would not have been advanced without the CRL funding.

At the time the CRL Plan was developed in 2013, Edmonton's downtown had many challenges in achieving the attributes of a great city. Some parts of the downtown had seen redevelopment stemming from the 1997 Downtown Plan and economic growth, while the larger area of the downtown core remained unchanged. The challenges that led to the need for the CRL Plan included:

- Downtown was auto-dominated and has an abundance of surface parking, wide roadways, and vacant land. These transportation-related lands dominated the pedestrian realm. Excluding streets, avenues, laneways, etc., 32% of the land within the CRL boundary was either vacant or used as surface parking. An additional 20% of the land area was underdeveloped with fewer than 2 storeys; a density much lower than land use designations permitted.
- Downtown was competing with the less expensive suburban areas for both residential and commercial development.

- Speculation led to high land costs and a number of properties being used as “holding properties”, with owners holding onto expectations, or speculating they would eventually be able to build a major high-rise project. In some cases, large areas within downtown were stagnant or under-utilized for over 30 years.
- Crime and safety were identified as concerns. The existence and perception of a crime problem can cause a vicious cycle – residents move away from downtown, lowering the desirability of the area, making it a more attractive locale for criminal or socially undesirable behaviour.
- Finally, Edmonton’s downtown was competing with other cities within Alberta, Canada, and the world for people, capital, and knowledge. People, and the knowledge and capital they bring, are increasingly attracted by bustling city centres, walkable neighbourhoods, social stability, diverse opportunities, vibrant cultural scenes, sustainability, and other quality of life factors.

The CRL Plan was needed because downtown had not received the investment required for new infrastructure, amenities, and the capacity of services needed to attract and support a growing population. The development community had expressed interest in the downtown, however, developers cited land speculation, high construction costs, and significant infrastructure investment requirements as a deterrent to proceeding with some major projects. Many of the infrastructure investments were costly and could not be undertaken in a piecemeal way. A coordinated approach to infrastructure redevelopment and the provision of amenities was required.

The CRL Plan was and still is needed to improve the quality of life for existing residents and to attract new residents and businesses to the area. The social, environmental and economic benefits expected as a result of the public sector investment outlined in this Plan are being realized. Most importantly, the intent of this CRL Plan to revitalize downtown in alignment with the Capital City Downtown Plan (2010), creating a Sustainable, Vibrant, Well Designed, and Accessible community has not changed.

There have been numerous statutory plans in place over the lifespan of the CRL, most notably the Capital City Downtown Area Redevelopment Plan (2010), which triggered the CRL Plan’s creation, and the City Plan (2020) and Central District Plan (2024). The CRL Plan has played an important role in achieving several direct and measurable city-building benefits. The catalyst projects focus on investment where it will do the most good in supporting private or third-party investment and demonstrate the City’s commitment to the area. This CRL Plan supports visions put in place through the area plans and policies, and outlines a public infrastructure and amenity program that has and will continue to facilitate the redevelopment and revitalization of the downtown.

The catalyst projects in the CRL Plan are strategically located to build on existing opportunities and result in:

- More people living, working and playing downtown;
- Enhanced neighbourhoods,
- Stronger linkages throughout downtown,

- Increase the activity and vibrancy of downtown,
- Encourage spin-off development opportunities; and,
- Create a timely opportunity to capitalize on public-private development.

### 3.1 THE NEED FOR AN EXTENSION TO THE CRL

The need for a CRL remains in 2025. Despite the rapid pace of development, continued investment in catalyst projects is required. Large areas within the CRL remain undeveloped, such as north of 104 Avenue and in the blocks straddling Jasper Avenue. As of 2024, 22% of the land area remains vacant, and a further 13% is underdeveloped (two storeys or less), for a total of 35%.

Many of the barriers to investment identified in the original CRL Plan remain, despite the success of the CRL to date. In addition, recent years have introduced new challenges. In 2020, the pandemic significantly shifted how downtown is used and invested in, particularly in the office sector, where the global rise of working from home has contributed to high office vacancy rates. With fewer people working downtown on weekdays, there have been knock-on effects on downtown retail and social disorder, whether real or perceived.

In addition to the effects of the pandemic, construction and financing costs have sharply increased since 2021. As a result, development activity in the CRL area has slowed.

While noteworthy progress has been made, there is a risk that momentum will stall without a renewed commitment and a revived approach. To maintain and accelerate this positive momentum, several opportunities have been identified that advance the original policy direction of the CRL and seize on today's environment. These include:

- The amended CRL Plan reinforces the importance of building a downtown residential population to support 24/7 vibrancy; the pandemic has underlined this necessity. The CRL will make strategic investments to accelerate and support residential development.
- Rogers Place and the Ice District have proven successful in bringing millions of visitors to the downtown every year, supporting local businesses and directly catalyzing millions of square feet of new development. The amended CRL Plan will leverage this success with new and expanded attractions.
- It is also clear that post-secondary institutions such as NorQuest College and MacEwan University and their students will be central to the success of downtown. The CRL will support the development of downtown as a place to learn and for students to live, shop, and play.
- Downtown must also be an attractive place to live, work and visit. Public realm and park developments have attracted new investments. Since the CRL began, almost all new development downtown has taken place adjacent to an upgraded public realm. These areas define the image and character of the core.

In consultation with the community, the City has identified six new catalyst projects and amendments to two existing projects that will address barriers to redevelopment, increase the property assessment base, enhance vibrancy, and transform the CRL area into an attractive, thriving regional hub.

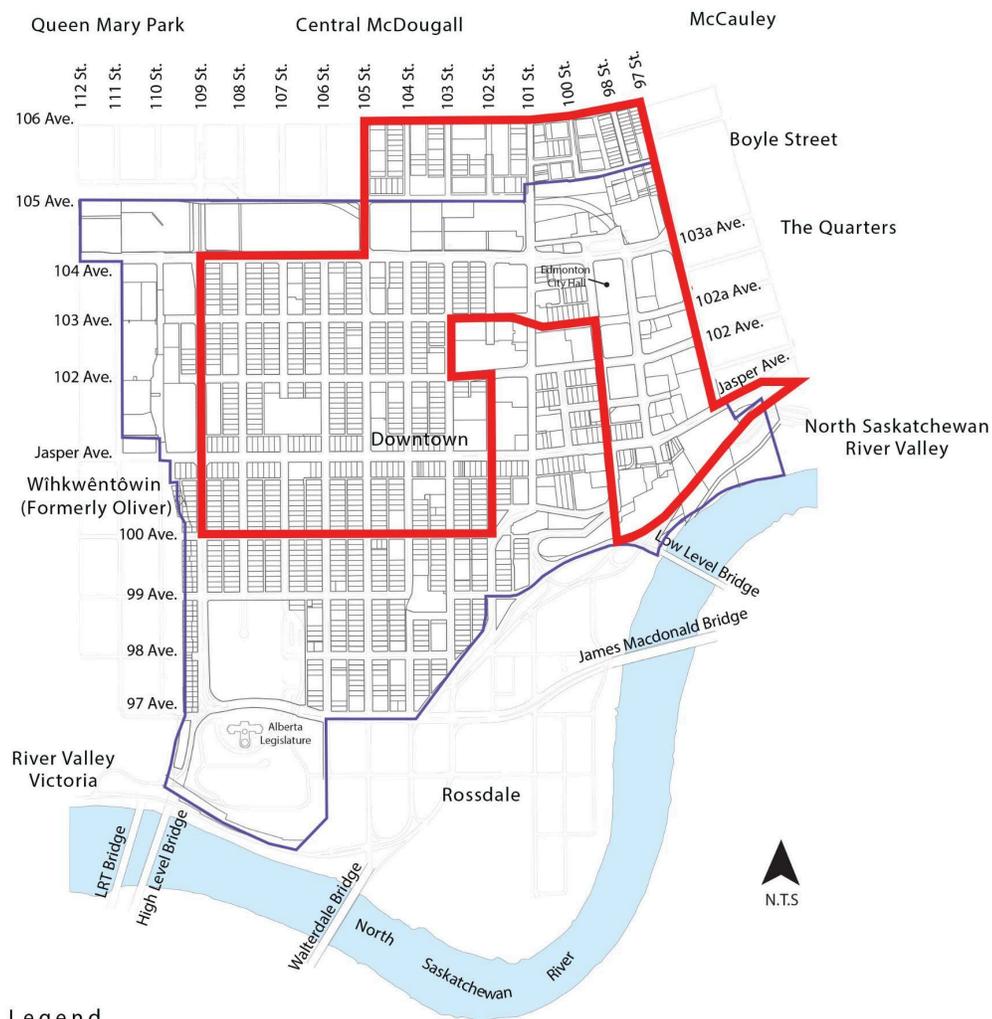
Adding these projects and extending the CRL's end date to 2044 will allow the City of Edmonton to proactively address these barriers to redevelopment and reignite development in the Capital City Downtown CRL Area.



## 4.0 LEGAL BOUNDARY DESCRIPTION

The CRL may be described as follows:

*Commencing at the center intersection of 109th Street and 100th Avenue; Thence Easterly along the center line of 100th Avenue to the center intersection of 102nd Street and 100th Avenue; Thence Northerly along the center line of 102nd Street to the center intersection of 102nd Avenue and 102nd Street; Thence Westerly along the center line of 102nd Avenue to the center intersection of 103rd Street and 102nd Avenue; Thence Northerly along the center line of 103rd Street to the center intersection of 103rd Avenue and 103rd Street; Thence Easterly along the center line of 103rd Avenue and transitioning to 102A Avenue to the center intersection of 100th Street and 102A Avenue; Thence southerly along the center line of 100th Street continuing along the east boundary of Block C, Plan 5011EO to the center line of Grierson Hill Road; Thence North Easterly along the center line of Grierson Hill Road to the center intersection of 96th Street and Grierson Hill Road; Thence Westerly along the center line of 101st Avenue to the center intersection of Jasper Avenue and 101st Avenue; Thence South Westerly along the center line of Jasper Avenue to the center intersection of 97th Street and Jasper Avenue; Thence Northerly along the center line of 97th Street to the center intersection of 106th Avenue and 97th Street; Thence Westerly along the center line of 106th Avenue to the center intersection of 105th Street and 106th Avenue; Thence Southerly along the center line 105th Street to the center intersection of 104th Avenue and 105th Street; Thence Westerly along the center line of 104th Avenue to the center intersection of 109th Street and 104th Avenue; Thence Southerly along the centre line of 109th Street to the point of commencement*



## 5.0 LEGISLATIVE CONTEXT

### 5.1 MUNICIPAL GOVERNMENT ACT

In accordance with Part 10 Division 4.1 of the Municipal Government Act, R.S.A. 2000, Chapter M-26, (MGA) each Council may pass a community revitalization levy bylaw.

A Community Revitalization Levy (CRL) bylaw authorizes the council to impose a levy in respect of the incremental assessed value of property in a community revitalization levy area to raise revenue to be used toward the payment of infrastructure and other costs associated with the redevelopment of property in the CRL area.

A CRL bylaw has no effect unless it is approved by the Lieutenant Governor of the Province of Alberta in Council. This CRL bylaw may be in effect for a maximum of 30 years from the year in which the bylaw was approved or a shorter period as determined by the Lieutenant Governor in Council.

### 5.2 CITY OF EDMONTON CAPITAL CITY DOWNTOWN COMMUNITY REVITALIZATION LEVY REGULATION

The Lieutenant Governor in Council enacted the City of Edmonton Capital City Downtown Community Revitalization Levy Regulation, Alberta Regulation 141/2013, on July 25, 2013. It is anticipated that the Regulation will be amended to extend the CRL to be in effect for 30 years and update its expiry date to December 31, 2044.

The Regulation specifies how a Community Revitalization Levy Rate Bylaw is to be prepared and the levy rate calculated.

The baseline assessment for properties in the CRL Plan area is set as of December 31 of the year that the bylaw is approved by the Province. Subsequently, any increase above the property's baseline assessed value within the CRL Plan area forms the levy; this includes both municipal and school tax increases. The monetary value (the levy) collected is then applied to the debt accrued by projects within the CRL Plan area. It is important to note that this levy is not an additional tax on property owners. The levy is based on the incremental difference between the assessed property values from the baseline year and the subsequent years. The levy is applied until all the costs have been fully repaid or for a maximum of 30 years.

In accordance with the Regulation, the CRL Bylaw will terminate on the earliest of the following:

1. At the end of a period of 30 years from the year in which the Community Revitalization Levy bylaw was first approved by the Lieutenant Governor in Council (ie, at the end of 2044);
2. The date that all borrowings for the Capital City Downtown are repaid or recovered from the revenues associated with the community revitalization plan;
3. An earlier date specified by the Lieutenant Governor in Council

## 6.0 ALIGNMENT WITH EXISTING POLICY

### 6.1 PROVINCIAL LAND USE POLICIES

The Alberta Municipal Government Act (MGA) provides an overall framework for the preparation and implementation of statutory plans, land use bylaws and land use policies for all Alberta municipalities. Section 622 (3) of the MGA states that every statutory plan undertaken by a municipality must be consistent with provincial land use policies.

Section 381 of the MGA outlines the requirements related to the establishment of a CRL Bylaw. The City of Edmonton Capital City Downtown Community Revitalization Levy Regulation, prepared in accordance with the MGA requirements, specifies that a Community Revitalization Levy Plan must be consistent with the land use policies established under Section 622 of the MGA.

The MGA provides municipalities with the legislative framework to encourage and facilitate the development and redevelopment of land in a systematic, orderly, economical, and environmentally responsible manner. It sets out the legal basis for the preparation of Area Redevelopment Plans in Section 634.

The CRL Area is centred on Edmonton's Downtown neighbourhood, and two small areas north of 105 Avenue that are in the Central McDougall and McCauley neighbourhoods. This CRL Plan is consistent with the three plans that cover these areas:

- The Capital City Downtown Area Redevelopment Plan (Bylaw 15200);
- The North Edge Area Redevelopment Plan (Bylaw 11648); and
- The Central Area District Plan (Charter Bylaw 24002).

Several other City of Edmonton policy documents also support the implementation of the CRL Plan. The key policy documents are discussed below.

### 6.2 CITY OF EDMONTON AND REGIONAL PLANS AND POLICIES

The Capital City Downtown CRL Plan was approved by City Council in 2013, based on the policies that were in force at that time. As of 2021, several of the plans and policies originally listed in this section have been updated or replaced.

Table 2 lists the plans and policies that were in effect in 2013 and identifies if that plan or policy has been replaced as of 2025. Implementation of individual catalyst projects will consider all relevant policy in effect at time of project delivery.

<b>Plans and Policies in Effect in 2013</b>	<b>Plans and Policies in Effect in 2025</b>
Capital Region Growth Plan: Growing Forward	No current equivalent plan
City of Edmonton Strategic Plan - The Way Ahead (2009-2018)	ConnectEdmonton: Edmonton's Strategic Plan 2019-2028
City of Edmonton Municipal Development Plan - The Way We Grow (Bylaw 15100)	Edmonton City Plan (Charter Bylaw 20000)
Edmonton's Transportation Master Plan - The Way We Move	
Edmonton's Environmental Strategic Plan - The Way We Green	
Capital City Downtown Area Redevelopment Plan (Bylaw 15200)	Capital City Downtown Area Redevelopment Plan (as amended)
Boyle Street/McCauley Area Redevelopment Plan (Bylaw 10704)	Central District Plan (Charter Bylaw 24002)
Central McDougall/Queen Mary Park Area Redevelopment Plan (Bylaw 11648)	North Edge ARP (as amended)
City of Edmonton Zoning Bylaw (Bylaw 12800)	Zoning Bylaw (Bylaw 20001)
Edmonton Urban Parks Management Plan (2006-2016)	Breathe: Edmonton's Green Network Strategy
North Saskatchewan River Valley Area Redevelopment Plan (Bylaw 7188)	North Saskatchewan River Valley Area Redevelopment Plan (as amended)
Louise McKinney Riverfront Park Master Plan (1997)	Louise McKinney Riverfront Park Master Plan (1997)
Ribbon of Green Master Plan (1992)	Ribbon of Green Master Plan (1992)
City of Edmonton Environmental Policy (C512)	City of Edmonton Environmental Policy (C512)
Percent for Art to Provide and Encourage Art in Public Areas (C458C)	Percent for Art to Provide and Encourage Art in Public Areas (C458E)
Policy to Encourage the Designation and Rehabilitation of Municipal Historic Resources in Edmonton (C450B)	Policy to Encourage the Designation and Rehabilitation of Municipal Historic Resources in Edmonton (C450B)
No equivalent plan	Downtown Action Plan (2025)

Table 2: Plans and Policies

## 7.0 EXISTING SOCIO-ECONOMIC CONDITIONS

### 7.1 SOCIAL CONDITIONS

Downtown social conditions are inclusive of current population, housing, and crime, and data. However, Census data cannot be delineated to divide communities along different boundaries. Therefore, a majority of the information provided is for the downtown neighbourhood as a whole and will be considered as representative of the social conditions within the CRL Plan area.

#### Population

The 2021 Census reports a downtown population of 12,000, which is an increase of 4% from 11,555 in 2016. However, a majority (63%) of the population who responded to the Municipal Census is between 25-54 years of age. There are only 500 people under the age of 14 living in the downtown area. There are 1245 people over the age of 65. Nearly 60% of the downtown population is not married and not living common law. This data suggests that the downtown is not seen as a desirable place to live for families, children, and seniors.

Note that the 2021 Census was undertaken during the COVID-19 pandemic, which affected the number of people living downtown.

#### Housing

The 2021 Federal Census identified 7,870 occupied private dwellings in downtown, an increase of 9% from 2016. 78.5% of occupied dwelling units are in apartment buildings of 5 or more stories.

The 2021 Federal Census data indicates that 26% of private dwellings are owner-occupied, while 74% are renter-occupied within the downtown.

#### Homelessness

As of January 2025, Homeward Trust Edmonton identified 4,997 individuals currently experiencing homelessness in Edmonton (based on the "By Name List"), which is an increase from 2,174 in 2012. Specific numbers are not available for the CRL Plan area.

Edmonton has a number of not-for-profit organizations that work to address homelessness, many of which are located in or just outside the CRL Plan area, including the Bissell Centre, Boyle Street Community Services, Hope Mission, Herb Jamieson Centre, George Spady Centre, Women's Emergency Accommodation Centre, and the Salvation Army.

#### Crime

The Edmonton Police Service's Neighbourhood Crime Map identified 1,285 occurrences of eight selected crimes in downtown from March 2024 to March 2025. This is a decrease from 1,317 in 2020 and 1,458 in 2019, although this decrease needs to be considered in the context of an overall decrease in activity in downtown in 2020 due to the pandemic. The perception of crime in the downtown is a serious issue, and any measures to increase actual and perceived safety are supported and may be achieved through some of

the catalyst projects.

The number of occurrences and rate of occurrences are 4.7 times higher than the average across the City.

## 7.2 ECONOMIC CONDITIONS

The economic conditions downtown are represented by information relating to income, employment, property assessments, property taxes, land uses, and development activity. The information provided is based on the most current data available.

Census data cannot be delineated for the exact CRL boundary. Therefore, the Downtown neighbourhood statistics will be used as a representation of the economic conditions present within the CRL boundary.

### Household Income

The 2021 Federal Census shows that the average household income in Downtown is \$81,600, compared to \$110,600 for the City of Edmonton as a whole.

### Employment

The 2021 Federal Census found that 13.4% of the population over the age of 15 living Downtown is unemployed, which is higher than the City average of 12.7%.

The 2021 Federal Census found that 24,960 people worked in Downtown Edmonton. This represented a sharp decline from 2016, when 64,865 people worked in Downtown Edmonton. This highlights the impact of the COVID-19 pandemic on the number of people coming downtown to work. In 2021, the most common occupations working Downtown were:

- Business, Finance and Administration (33%);
- Education, Law and Social, Community and Government Services (19%),
- Sales and Service (18%), and
- Natural and Applied Sciences and related occupations (12%).

In 2024, the City collected data through the Edmonton Business Census from roughly 60 per cent of businesses (excluding home-based businesses). Key findings about Downtown employment were:

- 10% year-over-year job growth, reaching 69,231 jobs.
- Public Administration was the largest employer, accounting for 38 per cent of employment downtown.
- Regarding the private sector only, the top 5 sectors by employment are Professional, scientific and technical services, Educational services, Finance and insurance, Accommodation and food services and Health care and social assistance.

## Property Assessment and Taxes

When the CRL was originally approved by the province in 2014, the total taxable assessment within the CRL Plan boundary for residential properties was \$705 million and \$3.23 billion for non-residential properties. At that time, 2.4% of the City's total taxable assessment base was within the CRL boundary.

In 2025, the total taxable assessment within the CRL Plan boundary for residential properties is \$1.72 billion and \$2.88 billion for non-residential properties. General municipal property tax revenues generated from within the CRL area in 2025 total approximately \$41.5 million (with \$5.4 million coming from residential properties and \$36.1 million coming from non-residential properties), and CRL revenue of \$35.6 million (with \$10.8 million coming from residential properties and \$24.8 million coming from non-residential properties, taking into account the Arena Tax Agreement).

## 7.3 LAND USES IN THE CRL AREA

### Area Development Plans

The development intended for the CRL area is articulated in three separate Plans (as of 2025):

- Capital City Downtown Area Redevelopment Plan (Bylaw 15200)
- North Edge Area Redevelopment Plan (Bylaw 11648)
- Central District Plan (Charter Bylaw 24002)

As these Plans may be amended from time to time or superseded by new plans, their content is not duplicated here. For further detail on these Plans, please contact the City of Edmonton or visit [https://www.edmonton.ca/city\\_government/urban\\_planning\\_and\\_design/plans-in-effect](https://www.edmonton.ca/city_government/urban_planning_and_design/plans-in-effect)

## 7.4 DEVELOPMENT CONDITIONS

### Existing Land Uses

Downtown has a wide range of existing land uses, including single-family residential, multi-unit residential, other residential, commercial, industrial, parks and recreation, institutional, utilities, and parking.

The CRL Plan area comprises 135.0 ha of land, which is approximately 52 blocks. The area has a substantial number of vacant lots, most of which are currently used as surface parking lots and present excellent development opportunities. When the CRL Plan was first approved in 2013, 32% of the land within the CRL boundary was vacant or surface parking (excluding streets, avenues, laneways, etc.). An additional 20% of the land area was underdeveloped with 2-storeys or less; a density much lower than land use designations permit.

Significant development activity occurred between 2013 and 2025. As of 2025, 21.7% of the land within the CRL boundary is vacant or surface parking, and an additional 13.1% is under-developed with two storeys or less while 16.0% of land within the CRL area has experienced new development since 2013.



Vacant or Under-developed land as of May 2025

## Development Activity

Downtown as a whole, and the CRL area specifically, have had multiple developments and development inquiries since the beginning of the CRL in 2015. Below is a brief overview of both recent development activity as well as development projects that are approved or permitted and immediately pending.

### Residential:

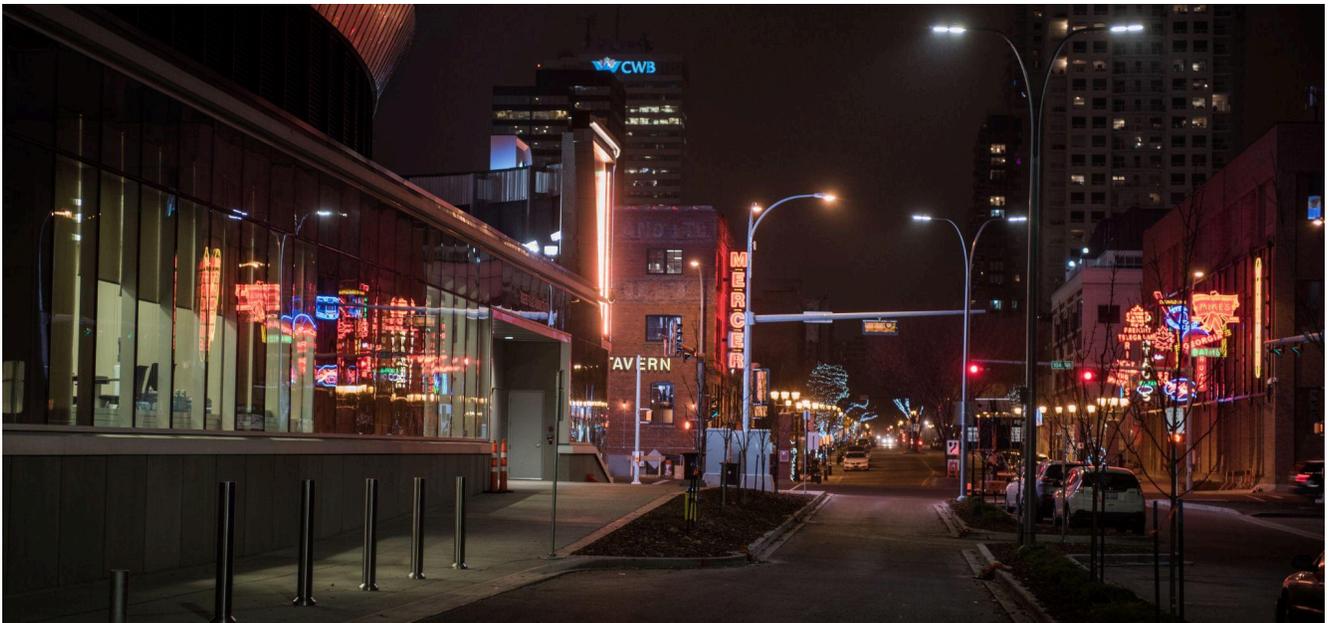
- More than 3,100 residential units have been completed in the CRL area since 2015.
- Development permits have been issued for additional residential developments, which would include nearly 900 residential units.

### Retail:

- More than 350,000 square feet of new retail space has been completed or is under construction in the CRL area since 2015.

### Office & Institutional:

- Since 2015, more than 1.1 million square feet of office space has been completed in the CRL area 2025. Adding the square footage of the Enbridge Tower, which is located outside the CRL boundary, results in the most new office construction downtown in nearly 40 years.
- Major institutional developments completed in the CRL area since 2015 include the Royal Alberta Museum and NorQuest College's Singhmar Centre for Learning. An expansion to the Winspear Centre is also under construction as of 2025.
- Rogers Place was completed in 2016, and since opening, it has attracted as many as 3 million visits per year to the CRL Area.



## 7.5 DEVELOPMENT POTENTIAL

In 2013, market conditions were a key factor in determining the development opportunities in the downtown. While municipal policies and planning principles would guide development in the area, market conditions would ultimately determine how much and how fast development occurred.

### **Residential Market Conditions**

In 2013, downtown housing starts had begun to recover from the previous four slow years. There were, on average, 386 starts per year downtown since 2000, however, the last 5 preceding 2013 recorded far fewer.

Residential absorption averaged 290 units per year between 2000 and 2013 in downtown Edmonton, however, a majority of these units were absorbed in the first half of the decade. There was significant approved development capacity, and in the CRL area, there were approximately 3,200 units at various stages of the approvals process.

Under conditions expected to emerge with the implementation of the CRL Plan, it was projected that the CRL area could see an average annual absorption rate of up to 310 units in the next 20 years, resulting in more than 6,200 new dwelling units and a doubling of downtown population to 24,000 by 2033.

The majority of future unit demand (~98%) was expected to be for apartment-type dwellings, primarily greater than 5 storeys in height. The balance of demand would be for attached and semi-detached dwellings such as row houses, triplexes, and quadruplexes.

Since 2015, 3,100 residential units have been built in the CRL area, which is an average of 310 units per year. This is consistent with the original expectations for the CRL Plan. However, since 2021, there has been a decline in the pace of new development applications compared to previous years. This is due to increased development costs and ongoing repercussions of the COVID-19 pandemic, which impacted the demand for downtown living.

Increasing residential development is a key goal of the CRL Plan, and several of the new catalyst projects are specifically designed to facilitate new residential development. The impacts of the pandemic underscored the need to increase efforts to encourage more residential development. Based on projections prepared for this plan, the CRL could see 3,300 to 5,300 new units developed.

### **Commercial Development Potential**

In 2013, the combination of downtown residential population growth, spurred by the CRL spending, and future demand for 'regionally oriented' retail space in the downtown core was expected to support over 2.8 million square feet of net new retail floor area across downtown over 30 years. Over 1.6 million square feet of this new space would be supported by downtown residents, with the balance sustained by spending generated in other areas of the City and beyond.

As of 2025, retail development has not progressed as quickly as expected in 2013. More than 260,000 square feet of new retail space has been completed or is under construction in the CRL area since 2015. Overall economic conditions and competition from online shopping and other regional shopping destinations have created a challenging environment for downtown retail. While the CRL is intended to improve conditions for retailers, and the increase in residential development will support additional retail space, some of the realignment in spending and retailing is likely permanent. Projections for future retail development have been lowered compared to the 2013 CRL Plan, with 280,000 square feet of retail development projected.

### **Office Development Potential**

In 2013, the CRL Plan estimated that there would be demand for between 1.05 and 1.51 million square feet of new office floor space in downtown over the next 30 years, assuming a vacancy rate between 5% and 8%.

As of 2025, more than 1.1 million square feet of office space has been completed or is under construction in the CRL area since 2013. Add to this number the square footage for the Enbridge Tower located outside the CRL boundary, and the total comes to 1.6 million square feet and represents the most new office construction downtown in nearly 40 years. This exceeds the 30-year projection from the 2013 CRL Plan.

In 2025, the office vacancy in downtown Edmonton is approximately 20%. This elevated vacancy rate, coupled with the rise of remote work during the pandemic and the long-term trend toward smaller office spaces has significantly reduced the likelihood of major new office development in the CRL area. As a result, the CRL Plan does not assume any major new office development by 2044.



## 7.6 HERITAGE RESOURCES

The preservation of downtown's historic resources is administered through the use of the Inventory and Register of Heritage Resources and through the City's Policy to Encourage the Designation and Rehabilitation of Municipal Historic Resources (Policy C450B). The Register is a list of Municipal Historic Resources that are legally protected from demolition or inappropriate alteration.. The CCDPlan emphasizes the need to enrich the City through the preservation and integration of historic buildings and areas, art, sites of cultural relevance and significant views to make a memorable impact on both visitors and residents.

The CCDPlan has policies that emphasize an active approach to preservation, adaptive reuse, appropriate development adjacent to heritage resources, redevelopment of heritage resources, using design to tell stories, and the use of interpretive monuments.

### Register of Heritage Resources in the CRL Area

▲ Municipal Heritage Resource

● Provincial Heritage Resource

H.V. Shaw Building (1914) ▲

Armstrong Block (1912)▲●

Phillips Building ▲

Macdonald Hotel (1915) ▲

Edmonton Cenotaph (1936)

Imperial Bank of Canada (1951/54) ▲

Canadian Consolidated Rubber Co. (1913) ▲

Jasper Block (1909) ▲

Hudson's Bay Company Store (1939) ▲

Revillon Building (1912/20) ▲

Metals Limited Building (1912) ▲

First Presbyterian Church (1912) ▲●

The Boardwalk (1910) ▲

Immigration Hall (1930) ▲

### Inventory of Heritage Resources in the CRL area

The Inventory is a list of heritage resources that merit conservation, but are not legally protected. Once they are designated as a Municipal Historic Resource, they are put on the Register and protected. Buildings and sites in the downtown are reviewed regularly, which may result in additional resources being added to the Inventory over time.

CN Tower (1966)

Lant Title Building (1952)

Citadel Theatre - Salvation Army Citadel (1927)

Paramount Theatre (1952)

Masonic Temple (1931)

Milner Building (Northwest Utilities Building) (1957)

Baker Clinic (1959)

Holowach Horse Chestnut Tree

First Baptist Church (1954)

MacLean Block (1909)

Looby Block (1909)

Birks Building (1929)

Great Western Saddlery Co. Building (1911)

HBC Warehouse (Beaver House) (1929)

McKenney Building (1912)

Horne & Pitfield Building (1911/23)

Mercer Block (1911/22)

Boulevard Royal Visit Trees (1939)

Massey Ferguson Building (1947)

John Deere Co. Building (1928)

Alberta Government Building (1946)

Western Supplies Building (1912)

MacCosham Building (1913)

International Harvester Co. Building (1929)

International Harvester Building/Dorchester (1913)

## 8.0 THE CATALYST APPROACH

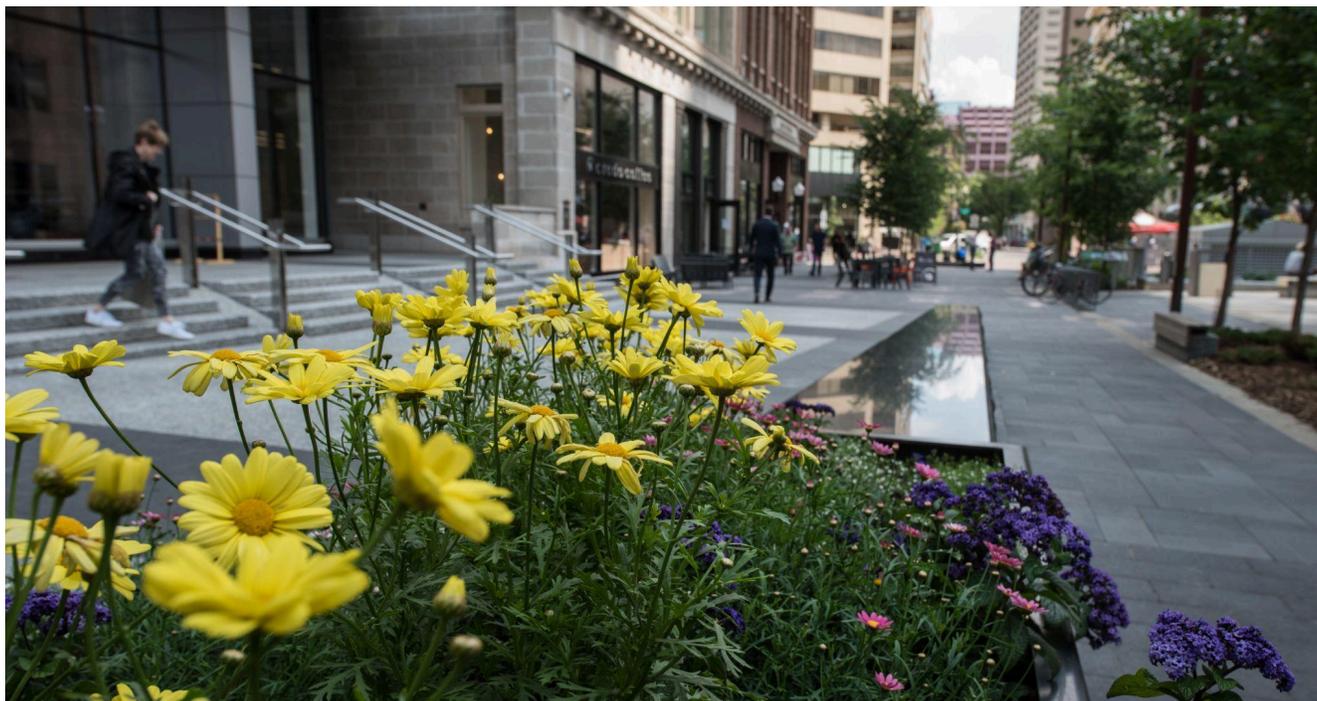
Downtown Edmonton is now presented with a great opportunity. New private and public sector initiatives are well aligned with the growth of educational institutions and other concurrent initiatives in the core. The projects proposed in the CRL Plan fulfil many of the objectives of Edmonton's strategic plans: these plans call for a transformation of urban form, a transportation modal shift, improved livability, environmental stewardship, greater financial sustainability, and economic diversity.

The City has identified the need for investment in the downtown, which will, in turn, stimulate residential growth, link neighbourhoods together, enhance the local community, and strengthen the city's urban core, providing an asset for all Edmontonians to enjoy and be proud of.

However, such investment must be well coordinated. This CRL Plan includes a number of strategic public investment projects, or catalyst projects, that are critical to the transformation of Edmonton's Downtown. These catalyst projects will focus investment where it will do the most good in supporting and stimulating private investment, while enhancing the vibrancy and economic well-being of the downtown.

In order to maximize the return on investment, the catalyst projects must be:

- Timed appropriately to spur development;
- Designed to leverage private sector development;
- Adhered to over the long-term to effect the greatest benefit; and,
- Linked together so that each project builds on the other to stimulate new residential development and create vibrant public space.



## THE CASE FOR INVESTMENT

Downtown is Edmonton's calling card to the world. It is the cultural centre of the city and is a place to live, work, and play for tens of thousands of Edmontonians.

A healthy downtown with a vibrant property market benefits the entire City by generating significant revenues for the City's budget. In 2010, the Downtown neighbourhood generated 10.1% of all property tax revenue in the City (in less than 1% of its area). Since then, decreases in the assessed values of downtown office properties, coupled with ongoing suburban expansion, have reduced downtown's proportion of the City's total tax levy in 2024 to 5.2%. The time is right to make strategic investments to continue downtown's transformation into a truly special people place.

Looking forward, we can project that investment in our downtown can not only provide a vibrant urban core for all to enjoy, but it also offers one of Edmonton's best return on investment opportunities.

## WHY THE CATALYST APPROACH

The CCDPlan, approved by Council in July 2010, set a vision for the downtown that is Sustainable, Vibrant, Well-Designed, and Accessible. Central to the CCDPlan are key catalyst projects – carefully chosen initiatives designed to increase the number of people living downtown, reinforce and strengthen downtown's unique neighbourhoods, and improve linkages within the downtown and with the rest of the City. Since the approval of the CCDPlan, a few additional emerging priority projects have been recognized for their ability to increase the activity and vibrancy of downtown, encourage spin-off development opportunities, and for their timely opportunity to capitalize on public-private partnerships.

Public realm investment has been shown to result in increased assessed values, property and business tax revenue, and private sector investment. Building on this history, the Capital City Downtown Plan has carefully selected projects to yield the maximum possible return through well-timed and well-placed public investment.

The catalyst projects proposed for funding under this CRL Plan were carefully selected based on their ability to spur development. By strategically implementing the projects, key projects may be inter-linked to provide the 'biggest bang for the buck', with the objective to:

- Increase downtown residential population;
- Increase property values downtown;
- Reduce greenhouse gas emissions and provide for a healthier natural environment downtown;
- Improve safety and security;
- Deliver a higher quality public realm for all Edmontonians to enjoy and be proud of; and
- Generate a more vibrant downtown with a strong economy and active street life.

## CATALYST PROJECT LINKAGES

The catalyst projects are designed to complement each other and create synergies to maximize the benefit for the downtown. Beyond the focus of the downtown, the catalyst projects are chosen in part due to their alignment with higher-level plans. Individually, each catalyst project plays some part in contributing to three key goals of the CCDPlan:

### **More People Living, Working, and Playing Downtown**

In order to address the large area of land that is currently vacant, used for parking, or under-developed (52% of the CRL area in 2013, 35% in 2025), the catalyst projects such as the Arena Building and the Event Park will increase the number of people working and playing downtown, spur retail and residential development, and enhance the vibrancy of downtown. The Warehouse Campus Neighbourhood Central Park development and Downtown Infrastructure Fund improvements work to directly spur residential development. In addition, improvements to the LRT system, bicycle routes and pedestrian routes help people get around downtown as well as attract more people to come downtown.

### **Enhance the Neighbourhoods of Downtown**

Each downtown neighbourhood offers unique opportunities to help achieve the overall new vision for downtown. Many of the catalyst projects will leverage the strengths of the individual neighbourhoods for the benefit of the entire downtown. The projects, including the downtown Arena, Arena Related Public Infrastructure, Jasper Avenue improvements, and Warehouse Campus Neighbourhood Central Park, provide for necessary new key amenities, facilities and landscaping, making all neighbourhoods more attractive, vibrant, safe, and enjoyable.

### **Strengthen the Linkages Downtown**

Linking the neighbourhoods of downtown to each other, as well as to the adjacent neighbourhoods and the rest of the city, is key to making downtown a more accessible, sustainable, and livable place. Catalyst projects such as Green and Walkable Downtown will improve pedestrian, bicycle, and LRT connections within downtown. By inspiring pedestrian-scale street-level development, the plan aims to close the gaps in the current urban form and enhance the downtown pedestrian experience.



## 9.0 CATALYST PROJECTS - DETAIL

The CCDPlan created a number of strategic public investment projects, or catalyst projects, that will be critical to the transformation of the CRL area. A catalyst project is a strategic public investment that:

- It is essential to support ongoing private investment in the Community Revitalization Levy area;
- Enhances the vibrancy and economic well-being of the downtown by encouraging the downtown population and economic growth;
- fosters further significant redevelopment of the downtown; and
- In its absence, further significant redevelopment will not progress.

In addition to the projects outlined by the CCDPlan, several new catalyst projects have arisen as timely opportunities to catalyze development in an area of downtown which consists mostly of vacant land, surface parking lots, and underdeveloped properties. These catalyst projects will focus investment where it will do the most good in supporting private investment and enhancing the vibrancy and economic well-being of the downtown.

This section provides a summary of each of the catalyst projects that are or will be funded by this CRL Plan. Each summary includes a section explaining the current status of each project as of 2025.

The catalyst projects are:

- Downtown Arena
- Arena Related Public Infrastructure
- Downtown Arena Community Rink
- Green and Walkable Downtown
- Downtown Stormwater Drainage Servicing
- Downtown Infrastructure Fund
- Jasper Avenue New Vision
- Projects in the Civic Precinct
- River Valley Promenade
- Alex Decoteau Park (105 St/102 Ave Park)
- Attainable Housing Program
- Warehouse Campus Neighbourhood Central Park
- Edmonton Downtown Academic and Cultural Centre
- 103A Avenue Pedway
- Village at Ice District Infrastructure
- Event Park
- Brownfield Remediation
- Transit Infrastructure
- Francis Winspear Centre for Music Expansion

## 9.1 Downtown Arena

As a part of a large-scale development opportunity along the north edge of downtown, the downtown arena building project was proposed because Northlands Coliseum, home to a range of cultural and sporting events, required modernization or replacement. At the time, it was one of the oldest and smallest facilities in the National Hockey League (NHL). It required a significant investment to bring it in line with NHL standards. Building the new arena in a more central location with existing infrastructure and transportation networks had the potential to bring benefits to the team, the neighbourhood, and the City.

The new facility, now called Rogers Place, has spurred significant development and activity downtown.

### Status of catalyst project as of 2025:

The construction of the Downtown Arena project is **complete**.

## 9.2 Arena Related Public Infrastructure

The Arena Related Public Infrastructure project was proposed to complement the arena building as a part of a large-scale development opportunity. The area on the northern edge of the downtown was proposed to house the new arena and entertainment district.

The City's core had existing infrastructure, parking capacity, access to a variety of transit modes, and a concentration of shops and restaurants that could provide a base for creating a walkable, thriving urban entertainment district.

The Arena Related Public Infrastructure project encompassed four infrastructure investments:

1. The City's contribution to the proposed Winter Garden structure across 104 Avenue.
2. The structure connecting the arena to the adjacent MacEwan LRT station
3. An interior pedestrian walkway around the arena, connecting the arena, Winter Garden, LRT station, and surrounding developments
4. Land for the arena building

### Status of catalyst project as of 2025:

The construction of the Arena Related Public Infrastructure project is **complete**.

## 9.3 Downtown Arena Community Rink

The Downtown Arena and Entertainment District proposed including a community skating rink that would provide an important amenity space for central residents.

### Status of catalyst project as of 2025:

The construction of the Downtown Arena Community Rink project is **complete**.

## 9.4 Green and Walkable Downtown

Green and Walkable Downtown refers to a phased and coordinated program of street and public realm improvements that will result in a highly interconnected pedestrian network with trees and landscaping on all downtown streets and open spaces with well-designed pedestrian-scaled lighting and quality street furnishings. The downtown street network and much of the associated pedestrian amenities (street trees, sidewalks, etc.) date back to the early 1900s, when the system of streets was originally laid out and constructed.

There have been ongoing programs to maintain the streetscape elements over the years, however, the overall quality of the pedestrian environment requires significant upgrading. To attract private development and more residents, the quality of sidewalks, buildings and public spaces needs to be attractive, thoughtful, safe, interesting and of a high calibre. Sidewalks should offer opportunities for activity, amenities, visibility, safety, a sense of place and leave a positive impression of the downtown as a high-quality public space to live and work in.

All streets should be designed as public spaces that support social interaction and landscaping. Parks, setbacks and public spaces also form a critical part of the public realm and downtown pedestrian network. They can offer convenient routes, places of respite and green infrastructure.



The 2020 Downtown Public Places Plan emphasizes the important role parks and public spaces play in Downtown connectivity, and encourages improvements that enhance the interfaces between sidewalks and public spaces and initiatives that will help create a network of connected, attractive pedestrian corridors between these public spaces. Therefore, acquisition of or improvements to public spaces that advance the objectives of the Green and Walkable Downtown catalyst project may be considered for CRL funding.

The objective of the Green and Walkable project is to create places that place greater emphasis on the pedestrian experience and orientation while also integrating motor vehicle and parking functions. It seeks to enhance the attractiveness, connectivity, and appropriate transportation/network function of each street in the downtown by adding wider sidewalks, trees, wayfinding, high quality lighting, landscaping, decorative paving, street furnishings, monuments, art, cultural assets (e.g. replacement of Harbin Gate), and other tactical placemaking interventions that support vibrancy for all ages, all abilities, and all seasons. This project may include soil remediation and subsurface utility costs required to implement above-ground improvements.

By improving the public realm, more people will use the streets and open spaces to visit, gather, socialise or shop. This project will further promote walking and active transportation. Downtown will be a more attractive and desirable place for people of all ages and family make-up. This investment will signal that this area is important to the City and will provide developers with the confidence to invest as well.

### **Partnerships**

Funds may be allocated to streetscape or public realm improvements that could be done in coordination with private developers, community groups, or other partners. The aim of these partnerships is to leverage public funds to enhance downtown streetscapes, advance the goals of the CCDPlan, and support the viability of private investment in Downtown Edmonton. Examples of such projects may include infill tree planting as opportunities arise, contributions to improvements to publicly-accessible, privately owned open spaces, or financial contributions to innovative projects such as the Alley of Light (a citizen-led initiative to transform and beautify the east-west alley just north of Jasper Avenue from Enterprise Square to Beaver Hills House Park).

### **High Profile Bikeway System**

The High Profile Bikeway System is part of the Green and Walkable Downtown catalyst project. It will include highly visible cycling routes as well as end-of-trip facilities for bicycle commuters. This supports the network's expansion, knitting together and refinement within the area and to surrounding neighbourhoods. This will be a phased development where initial improvements will include low-cost interventions such as striping and "Bike Boxes", where traffic lights are timed to have bicycles move into the intersection in advance of vehicles. Further improvements may include more high-profile features such as curbs to create a "cycle track" or "bike boulevard" which are bicycle routes that are physically separated from automobile traffic by a raised barrier or curb. This project is complemented by the Zoning Bylaw which requires secure, weather-protected storage, as well as change and shower facilities in new public and private developments over 5,000 square metres in size.

### **Wayfinding**

Wayfinding refers to the system of visual cues, such as signage and maps, that people use to find destinations and navigate neighbourhoods. In the downtown context, a coherent and effective wayfinding system is particularly important to pedestrians and cyclists and is considered part of the Green and Walkable Downtown project.

A Wayfinding System would include signage at street level for pedestrians. Web and mobile phone-based wayfinding tools could also be developed. All components will be well-integrated, sharing a mutual look, language, and logic that will facilitate movement.

### **Open Space Acquisition**

The downtown core lacks many attractive green and open spaces for informal and formal gatherings. Those that exist could benefit from better connectivity to their adjacent properties to allow more active edge opportunities. Where opportunities exist, open space acquisition or partnerships that facilitate greater setback, park or plaza opportunities for greening or pedestrian activation networks should be explored. This would also enable a greater pedestrian and green network to be developed in time throughout the core and reinforce connections to surrounding neighbourhoods and the River valley.

### **Public Open Space Amenities and Placemaking**

A program for small-scale, 'tactical' improvements to public spaces in the Downtown CRL area. Examples could include but are not limited to, small-scale recreation amenities, lighting programs, infrastructure to support residential, commercial, and retail development and events and festivals, etc. Such programs should:

- Improve real and perceived safety, security and comfort of open spaces in the CRL Area.
- Support vibrancy and activation of public spaces, attracting visitors to downtown
- Provide small-scale amenities to support the residential population

The majority of these funds will be directed to city-owned open spaces. Privately-owned, but publicly accessible open spaces where public access is guaranteed by Access Easements placed on title could also be funded by this project.

### **PRIORITIZING AND PHASING OF STREETSCAPE IMPROVEMENTS**

The Downtown Streetscape Manual was developed as part of the Green and Walkable catalyst project. The manual provides guidance on the typology and design of downtown streets. It will be used to inform future streetscape improvements funded through this work, as well as other projects outside of the CRL area. It should be complemented by a comprehensive study of the Downtown public space network to identify opportunities and priorities for Green and Walkable investment.

The level of improvements proposed for key streets under the Green and Walkable Downtown catalyst project will be based on the Downtown Streetscape Manual. Open spaces and connections will be based on the Downtown Public Places Plan.

Improvements to downtown streets will be undertaken through a phased program, with projects being organized in manageable pieces. Phasing of improvements to key streets, or groupings of streets, will be

done strategically. Priorities will be based on, but not limited to, the following criteria:

- Project supports 'neighbourhood-wide' design goals
- The project has the most potential to attract future residential and commercial growth
- Project has had conceptual work done already, with citizen involvement and support (e.g. Alley of Light project)
- Street is identified as an important downtown street (e.g. Grand Avenue, Ceremonial Street or other high-profile Neighbourhood street)
- Illicit activities and safety concerns of a street will be addressed; the streetscape is in poor condition
- Adjacent land use or a proposed private development supports an upgraded streetscape
- The project aligns with and supports another catalyst project
- Street has roadway reconstruction or other infrastructure improvements planned
- A high volume of pedestrian or vehicular traffic exists or is anticipated
- Street is closely linked to transit
- Pedestrian connections to other areas, barriers are reduced

#### **Status of catalyst project as of 2025:**

The Green and Walkable Downtown is **in progress**.

The Downtown Streetscape Manual is complete.

The following streets have been redesigned, and construction is complete:

- 104 Avenue and other streets within the Arena/Ice District.
- 97 Street, from Jasper Avenue to 102 Avenue.
- 103 Avenue, between 100 Street and 101 Street.

The following streets have been designed, with construction planned or underway:

- 99 Street, between Jasper Avenue and 102 Avenue.
- 101a Avenue, between 99 Street and 100 Street (Judy Padua Way)
- Streets adjacent to Warehouse Campus Neighbourhood Central Park
- 103a Avenue, between 97 Street and 101 Street
- 99 Street, between 102a Avenue and 103a Avenue.
- Publicly accessible open spaces at the Station Lands site

Pedestrian wayfinding has been installed throughout downtown sidewalks and pedways.

A comprehensive study of the downtown public space network to identify opportunities and priorities for Green and Walkable investment has not been initiated.

Additional projects will be identified based on the criteria above.

### **9.5 Downtown Stormwater Drainage Servicing**

This 'backbone' piece of infrastructure was critical to service future development in the downtown to accommodate additional sanitary flow and stormwater runoff resulting from future development. When the plan was developed, it was recommended that partial sewer separation and lateral sewer improvements for

the area were to be made. A major storm tunnel along 105 Street, 105 Avenue, 107 Street from 100 Avenue to 111 Avenue has been installed. In addition to the major drainage improvements recommended, Low Impact Development (LID) and on-lot storage with control release measures should be implemented to increase the level of service.

Any future drainage work tied to specific development opportunities would be supported by the new Downtown Infrastructure Fund..

**Status of catalyst project as of 2025:**

The construction of infrastructure under 105 Street, 105 Avenue, 107 Street from 100 Avenue to 111 Avenue is **complete**. Portions of this infrastructure benefit areas that are outside of the CRL. Upgrades made on 104 Street south of Jasper Avenue are **complete**.

## 9.6 Downtown Infrastructure Fund

The program may cover up to 100 per cent of eligible costs associated with eligible off-site infrastructure improvements tied to new development. The amount of funding will be estimated and refined throughout the development process and finalized at the servicing agreement stage.

Eligible infrastructure will include (but is not limited to):

- Water, wastewater and stormwater systems not funded by EPCOR or any through any other program
- Electrical distribution systems
- Traffic control signals, streetlights

Where appropriate, this project could fund the installation of larger infrastructure than is required for the specific development, on condition that the larger infrastructure is capable of servicing other parcels of land.

Infrastructure upgrades could also include District Energy infrastructure. District Energy is a new opportunity in Downtown Edmonton to provide heating and cooling to new developments, and can reduce costs for new developments. It consists of one or more energy centres to produce the energy, a distribution piping system to connect the energy centre to individual buildings, and energy transfer stations at each building. Infrastructure not owned by the City, EPCOR, or the District Energy utility would not be eligible.

All infrastructure funded by this program will be owned by either the City of Edmonton or EPCOR and located on or under City-owned land. Infrastructure funded by the CRL may be delivered by EPCOR, the City of Edmonton, the District Energy utility, or by a third party (e.g. a developer).

Servicing requirements vary on a site-by-site basis - this project is intended to be flexible in responding to emerging opportunities.

**Status of catalyst project as of 2025:**

A new project to respond to future infrastructure requirements and opportunities.

## 9.7 Jasper Avenue New Vision

The Jasper Avenue catalyst project includes the implementation of the urban design recommendations of the 2011 Jasper Avenue New Vision report to create an attractive and distinctive streetscape as a catalyst for downtown rejuvenation. Streetscape and below-grade infrastructure repairs will be undertaken in several phases along Jasper Avenue from 96 Street to 100 Street, and 102 Street to 109 Street.

The objective of the Jasper Avenue New Vision project is to renew and modernize Edmonton's Main Street. The streetscape of Jasper Avenue, constructed in the 1980s, is showing its age and needs improvement. This project will transform Jasper Avenue into a more walkable, attractive and vibrant street. It will stimulate private investment in the area, increase property values, and showcase the avenue as Edmonton's Main Street.

### Status of catalyst project as of 2025:

Streetscaping from 97 Street to 100 Street is **complete**.

Streetscaping from 96 Street to 97 Street - concept design is **complete**.

Streetscaping from 102 Street to 109 Street - concept validation and preliminary design is in progress.

## 9.8 Projects in the Civic Precinct

This catalyst project has been refocused to emphasize Council's recent direction to explore improvements to the aesthetics of the area. The form of these improvements will be a function of stakeholder consultation.

The Civic Precinct consists of Churchill Square, City Hall Plaza, Centennial Plaza (south of the Stanley A. Milner Library) as well as the surrounding streets and avenues (99 Street, 100 Street, 101A Avenue, 102 Avenue, 102A Avenue, and 103A Avenue). It forms the heart of the Core Commercial Area and hosts numerous festivals throughout the year.

Although Churchill Square was renovated in 2004 for Edmonton's Centennial, the overall Civic Precinct faces several challenges that prevent it from reaching its potential. Centennial Plaza, located south of the Stanley Milner Library, has been neglected and is underutilized.

Implementation of these projects will create an attractive, exciting, and vibrant space in the heart of downtown Edmonton. It will link together existing and proposed civic, cultural, and transit facilities to create a unique experience for Edmontonians and visitors. Furthermore, the improvements to the Civic Precinct may also encourage development or redevelopment of land in the vicinity.

### Status of catalyst project as of 2025:

Improvements to Centennial Plaza are **complete**.

Streetscape improvements to 101A Avenue (Judy Padua Way from 99 Street to 100 Street) - design **complete** and construction initiated in 2025.

## 9.9 River Valley Promenades

The River Valley Promenades project objective is to expand and enhance pedestrian connections along portions of the Heritage Trail system in the downtown to improve access to the river valley and better link downtown neighbourhoods.

The River Valley Promenades project will complete the top-of-bank promenade, incorporating the existing Heritage Trail through downtown Edmonton. This project will construct a new section of the promenade from 100 Street to 96 Street, including a pedestrian bridge across McDougall Hill and its landing on McDonald Drive. It may also include an improved pedestrian connection to Louise McKinney Park or other reasonable linkages that increase or reinforce greater connections between the River Valley and the City core, especially if tied to another catalyst project. This project will create a feature attraction for the downtown, improve access to the River Valley for downtown residents, provide opportunities for outdoor recreation and active transportation, and celebrate downtown's unique position overlooking the river valley.



### Status of catalyst project as of 2025:

The design of a pedestrian bridge across McDougall Hill is **complete**.

Visions for key vistas, such as McDonald Drive, were included in the Downtown Public Places Plan.

Alignment and comprehensive vision for the River Valley Promenade has not been initiated.

Other components of this project may be funded in the future, subject to Council approval.

### 9.10 Alex Decoteau Park (105th Street / 102nd Avenue Park)

Alex Decoteau Park opened in 2017 and is located at the northwest corner of 105 Street and 102 Avenue. The 0.35 hectare park offers Downtown residents, employees and visitors a green space that provides a number of functions, including an off-leash dog area, a community garden, a water feature, public art, and a range of grass and hard-surfaced areas that can accommodate small gatherings.

#### Status of catalyst project as of 2025:

Construction of Alex Decoteau Park (previously 105 Street/102 Avenue Park) is **complete**.



## 9.11 Attainable Housing Program

*revised - formerly Downtown Incentive Program*

The Attainable Housing Program will stimulate and incentivize the redevelopment of the largely underdeveloped areas or targeted areas to attract more residents who support activation and vibrancy downtown. It will also ensure the delivery of housing units with attainable rents.

Having a greater downtown residential population would have positive knock-on effects on local retail demand, vibrancy, and perceptions of safety and security.

This program would provide financial incentives for projects that deliver new, attainable housing units within the CRL boundary.

Funding would be provided to support the capital costs of affordable or attainable housing projects. The program encourages new housing developments to include a portion of attainable housing units, and receive an annual funding grant in the form of a tax rebate.

A Downtown Attainable Housing Program will include the following criteria:

- Qualifying units must be rented for no more than 30% of the median renter income for Edmonton (calculated by Canada Mortgage and Housing).
  - As of 2025, this is equivalent to Canada Mortgage and Housing's MLI Select Affordability criteria
- Qualifying units must make up at least 25% of the total units in a building.
- Cost estimates will be required for each qualifying unit, as well as construction costs of the entire development.
- The grant will be available for a maximum of 10 years, or as long as the qualifying units remain attainable as per the criteria.
- The grant will be calculated as equal to an annual tax rebate.
  - Program participants will be required to pay their full property taxes each year. Upon payment, a grant will be paid equal to the increase in property taxes above the pre-construction baseline, multiplied by the percentage of units in the building that qualify as attainable.
  - If rents exceed attainable levels, the annual grant will not be paid.
  - Units will remain attainable to participate in the program.
  - The grant will be paid annually starting the year following approval of a grant agreement, for a maximum of 10 years as long as qualifying units remain eligible. However, grant payments will not be payable beyond the expiry of the CRL.
- Only new units will be created through this program. Replacement or renovated units will not qualify.
- Projects will not be required to provide municipal contribution through this program, but may be required to through the development approval process.

Subject to funding approval, there will be an annual intake period where applications may be submitted. A program guide with detailed application requirements will be developed and reviewed annually. The program guide will also explain how applications will be evaluated and prioritized should applications exceed available funding. Prioritization considerations could include, but are not limited to: proportion of units that qualify as attainable, anticipated long-term property-tax uplift, commitment to greater affordability, environmental sustainability, universal accessibility, urban design and building design parameters (including size, amenities, units with 3 or more bedrooms) and geographic location.

**Status of catalyst project as of 2025:**

The project has been revised and has not been initiated.

## 9.12 Warehouse Campus Neighbourhood Central Park

The Warehouse Campus Neighbourhood Central Park catalyst project refers to the creation of a major park space located in the underdeveloped northwest area of downtown. Downtown Edmonton, and particularly the Warehouse Campus neighbourhood, is noticeably lacking in park space. There were no public park spaces from Jasper Avenue to 104 Avenue, from 105 Street to 109 Street. This 12-block area is designated for significant growth in residential development over the next decade.

The immediate area hosts many workers each day as well as thousands of students at NorQuest College, MacEwan University, and Enterprise Square (University of Alberta, Downtown Campus). This concentration of daily users further underlined the necessity of a central park space.

The park will serve as a significant amenity to stimulate residential development in the neighbourhood. It is a key, strategic intervention within a neighbourhood in need of improvement and provides an opportunity for change. It will encourage private residential and commercial development and increase property tax revenues in downtown. The park will also increase livability and the number of family-friendly amenities in downtown.

The park will be a significant amenity to stimulate residential development and a strategic intervention that transforms the Warehouse Campus Neighbourhood and downtown Edmonton as a whole.



### Status of catalyst project as of 2025:

The park is currently **under construction**, and will be completed late 2025.

### 9.13 Edmonton Downtown Academic and Cultural Centre (Galleria)

The Edmonton Downtown Academic and Cultural Centre (also known as the Galleria) is intended to include four new theatres surrounding a large open-air glass-covered plaza or galleria just north of City Hall and the new Royal Alberta Museum. The University of Alberta would be a major tenant, creating a downtown arts campus. The project would provide a home for several community groups that lack space to perform and to practice.

In addition to the arts and culture components, a new office tower as well as commercial and retail development would be incorporated into the design. The intent is to use the revenue from these uses to pay for the cost of ongoing operations.

This project would be a P4, a philanthropic public-private partnership, where the profits will be put back into supporting the project.

With the University as a major tenant, the students and activities would add to the vibrancy and liveliness of the Downtown. It would help to showcase arts and culture to the City and draw in more than just the existing arts community and University students, and staff.

**Status of catalyst project as of 2025:**

The City of Edmonton signed a Memorandum of Understanding with the Galleria Foundation in 2016. In 2018, the Galleria Foundation announced that the project would be suspended.

### 9.14 103A Avenue Pedway

The Station Lands project is an opportunity to transform a prominent site in downtown that has been undeveloped for decades. At full build-out, it could include six towers with residential and commercial uses. It would advance the Capital City Downtown Plan's goals to create a sustainable, vibrant, accessible, and well-designed community, as well as preserve and strengthen the role of City Centre.

The proposed plan seeks to open up attractive pedestrian linkages between and through the site to better connect Chinatown and downtown. In order to advance with an initial \$180 million investment (and potentially up to \$840 million), the developer required the construction of a Pedway from Churchill LRT Station to the Station Lands site, with a potential connection to the Royal Alberta Museum. The pedway would also potentially enable expansion of the Downtown District Energy System.

Other elements of the project, including multiple publicly accessible amenity areas on and around the site are funded as part of the Green and Walkable Downtown project.

**Status of catalyst project as of 2025:**

This project is currently under construction.

### 9.15 Village at Ice District Infrastructure

This project would fund infrastructure and public realm costs required for the development of the Village at Ice District. Approximately 2500 residential units will be added over a mixed-use complex spanning several blocks and transformational public realm improvements to 103 and 104 Streets.

This catalyst project is generally similar to the Downtown Infrastructure Fund catalyst, but is conditional on all necessary grant funding agreements between the City and Province, as well as an approved Master Agreement between the City of Edmonton and the developer.

Infrastructure costs included in this project are:

- Drainage, water, and power servicing upgrades (City and/or EPCOR-owned)
  - This is a site-specific implementation of the Downtown Infrastructure Fund (Section 9.6)
- Enhancements to City-owned roads, sidewalks, and lanes to support vibrant retail & residential public realm opportunities
  - This is a site-specific implementation of Green and Walkable Downtown (Section 9.4)
- Cost of miscellaneous Green and Walkable improvements, including wayfinding and funding towards developing a public park on City-owned land
- Remediation of public and private lands

The CRL's contribution to the Village at Ice District Infrastructure project will be a maximum of \$42.3 million. This means that if this catalyst is funded; the Village at Ice District will not be eligible to receive funding through any other catalyst project (e.g. Attainable Housing Program or Brownfield Remediation).

**Status of catalyst project as of 2025:**

This is a new project that has not yet been initiated.

### 9.16 Event Park

Event Park is planned to be the first indoor/outdoor event centre in Canada. The City-owned facility is planned to include 140,000 square feet of event space with an outdoor capacity for over 6,000 people and room for over 2,500 people indoors. It will be located immediately east of Rogers Place, on the site of the existing Fan Park bounded by 104 Avenue, 101 Street, 105 Avenue and 102 Street. Building specifications are subject to change as the project proceeds through the design process.

The indoor space will be designed to offer flexible programming and provide a variety of infrastructure and space configurations at all levels to accommodate various events or programs, from seated theatre to flat-floor community dances, trade shows, markets, community rooms or meeting rooms, etc.

The outdoor space will be designed as a publicly-accessible plaza, seamlessly integrating the public realm with the outdoor event space. The Event Park would increase outdoor event attendance by hundreds of thousands of people each year for community events, outdoor concerts, festivals, and special events. This builds on the success of the existing Ice District plaza; a public open space with high-quality infrastructure that hosts major events. This venue would provide an additional option downtown for Edmonton residents and visitors to experience entertainment and events in the downtown core. The goal for the Event Park is to create day-to-day usage and activation of the space to enhance activity and vibrancy.

Thousands of new visitors from across the city, region, province and beyond would boost local retail demand, add vibrancy to downtown streets, and the additional activity would improve perceptions of safety and security. The project would also develop one of the largest remaining parcels of vacant land in the CRL, on a high-profile, key corner, immediately improving the entrance to downtown.

This project will only proceed if the City purchases the land, and is also conditional on all necessary grant funding agreements between the City and Province, as well as an approved Master Agreement between the City of Edmonton and the developer.

A Memorandum of Understanding has been agreed to that, while the facility is privately run, outlines how one third of the available booking time or space will be accessible for public benefit, available for use by community groups and non-profit organizations at below-market rates. There is an accessibility gap in space and facilities of this size for the non-profit sector. This could include access to not only the indoor and outdoor event spaces but also classrooms and recording studios, sports camps, and community spaces. A wide variety of low-to-no-cost programming will be planned to make downtown a destination and increase the vibrancy.

The CRL's contribution to the Event Park project, including land costs, construction of the building, infrastructure and landscaping costs, and associated design costs will not exceed \$85.5 million.

**Status of catalyst project as of 2025:**

This is a new project that has not yet been initiated.

### 9.17 Brownfield Remediation

As a result of historic commercial and industrial uses in the Downtown CRL Area, soil contamination is an issue for some sites, which will require remediation prior to redevelopment. The costs associated with remediation can be a significant financial barrier to redevelopment. By covering some or all of the remediation costs by rebating property tax uplift, this program will facilitate redevelopment of challenging sites.

This project would offer a grant to cover remediation costs required for redevelopment of a property, up to 100% of the City approved remediation costs. The maximum grant amount per property is the lesser of either:

- 100% of City of Edmonton (City) approved remediation costs; or
- The sum of six (6) consecutive years of Municipal Tax Uplift, as calculated by the City Assessor.

The funding will assist owners of brownfield sites with the additional financing needed to address environmental testing, remediation or exposure control costs in preparation for redevelopment. The current condition of the property must meet the City of Edmonton's brownfield definition: "A Brownfield is a site that is under-utilized and where past activities on the site may have caused environmental soil and/or groundwater contamination." For the purposes of this program these brownfields exhibit good potential for other uses such as economically viable business opportunities. "

Projects will be required to meet certain sustainability and design criteria to access the maximum grant amounts, which may include achieving LEED Gold certification or higher and designs that contribute to the street's vibrancy.

**Status of catalyst project as of 2025:**

This is a new project that has not been initiated.

## 9.18 Transit Infrastructure

A high quality and safe transit system is necessary for the development of a compact city and a strong downtown with high residential densities and a robust office market. This project will enhance the downtown as a major focal point in the region's transit system, improve transit facilities, spur transit-oriented development, improve access to housing, commercial, entertainment, and improve safety and comfort for transit users.

### LRT Entrance Improvements

Each day, thousands of people enter downtown through the LRT entrances. These entrances have not been renewed and are original to the stations, detracting from a positive first impression of downtown. This project would involve aesthetic and functional improvements to street-level entrances to LRT Stations (Corona, Bay/Enterprise Square, and Churchill Stations), resulting in improved safety and security, a modern design and a more positive first impression of downtown.

### Other Transit Infrastructure

Additional transit infrastructure projects may include further functional and aesthetic improvements to LRT and transit stations, and installation of or improvements to rider-serving facilities that exceed the typical standard and modernize transit assets. This project will not fund routine maintenance of transit infrastructure or installation of standard fixtures and furnishings.

**Status of catalyst project as of 2025:**

This is a new project that has not yet been initiated.

### 9.19 Francis Winspear Centre for Music Expansion

This project is a contribution to the Francis Winspear Centre Expansion project. Total funding is anticipated to be \$33.4 million which will go toward the completion of the building, and adjacent public realm improvements. The District Energy facility located within the Winspear expansion is not included in this project.

The Francis Winspear Centre for Music is a major attraction in downtown Edmonton; home to the Edmonton Symphony Orchestra, and numerous concerts each year. It delivers world-class acoustics and welcomes 250,000 people each year to concerts, events, and community programming.

The Winspear Centre Expansion project will add 50,000 square feet of space to the Winspear Centre, including a 550-seat performance hall and community spaces that will allow their community education programs to grow significantly. It will also be the new home of the 121-year-old Conservatory of Music. The development may in time support new investment along 97 Street and its surrounds.

The expansion project has been under construction since 2020. Work to date has been funded by the municipal, provincial, and federal governments, as well as substantial philanthropic contributions. However, \$33.4 million in additional funding is required to complete the project.

**Status of catalyst project as of 2025:**

This is a **new project** for the CRL. However, the Winspear Centre Expansion is under construction.

## 10.0 PLAN RISKS

### 10.1 ECONOMIC ASSUMPTIONS

The financial analysis for the Capital City Downtown Community Revitalization Levy Plan is based on assumptions that are subject to change should the economic climate change. The assumptions are based on the best information available at this time. A conservative approach has been taken towards the development forecasts to reduce project risks. Other key assumptions are modest growth in property values over the long term, and interest rate construction price changes consistent with City of Edmonton forecasts.

An economic slowdown could result in lower than expected development and decreases in market value. In this event there could be a shortfall in revenues generated by the CRL and incremental increases in tax revenues may be required to cover the debt servicing costs associated with the Plan.

### 10.2 COST ESCALATIONS

Catalyst project costs are based on best estimates at this time and are subject to change. An escalation factor has been applied to all construction cost estimates for the catalyst projects based on City of Edmonton forecasts<sup>1</sup>.

Significant changes in estimates or cost escalation could impact the level of borrowing.

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<sup>1</sup> Escalation of construction costs estimates are based on percentage changes in the City's summer 2024 forecasts for the Alberta Implicit Price Index for business gross fixed capital formation in residential and non-residential structures.

## 11.0 REDEVELOPMENT PHASING

Implementation of the CRL Plan's catalyst projects is being done in a phased approach in order to maximize the catalyst effect and to minimize traffic disruption. As of 2025, some projects are complete, some projects are partially complete or in design, and some projects have not been initiated. Table 3 identifies the current status of each project. Further information about the status of each project as of 2025 is included in the description of each project.

Project	Status 2025	Notes
Downtown Arena	Complete	
Arena Related Public Infrastructure	Complete	
Downtown Arena Community Rink	Complete	
Alex Decoteau Park (105 St/102 Ave Park)	Complete	
Downtown Stormwater Drainage Servicing	Complete	
Projects in the Civic Precinct	Complete	
Warehouse Campus Neighbourhood Central Park	In Progress	Under construction - expected completion 2025.
Jasper Avenue New Vision	In Progress	Construction of 97 Street - 100 Street is complete. Design of 102 Street-109 Street is in progress
Green and Walkable Downtown	In Progress	
River Valley Promenade	In Progress	Preliminary design of 100 Street Pedestrian Bridge complete
103A Avenue Pedway	In Progress	Under construction - expected completion 2026
Edmonton Downtown Academic and Cultural Centre	Not initiated	
Attainable Housing Program	Not initiated	
Downtown Infrastructure Fund	<b>New</b>	
Village at Ice District Infrastructure	<b>New</b>	
Event Park	<b>New</b>	
Brownfield Remediation	<b>New</b>	
Transit Infrastructure	<b>New</b>	

Francis Winspear Centre for Music Expansion	<b>New</b>	
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*Table 3: Detailed Status of Catalyst Projects as of 2025*

### Phasing of Remaining Projects

The timeline for implementation of the remaining projects will depend upon the amount of Community Revitalization Levy revenues realized, as well as careful coordination of construction activity downtown to minimize negative impacts. In addition, Council has the discretion to reprioritize projects. Table 4 shows the tentative phasing of the remaining catalyst projects as of 2025.

<b>Municipal Budget Cycle</b>	<b>Projects</b>
2023-2026	Village at Ice District Infrastructure Francis Winspear Centre for Music Expansion Event Park
2027-2030	Village at Ice District Infrastructure Event Park Jasper Avenue New Vision Green and Walkable Downtown Transit Infrastructure River Valley Promenade Downtown Infrastructure Fund Brownfield Remediation Attainable Housing Program
2031-2034	Village at Ice District Infrastructure Event Park Green and Walkable Downtown Downtown Infrastructure Fund Brownfield Remediation Attainable Housing Program
2035+	Village at Ice District Infrastructure Green and Walkable Downtown Downtown Infrastructure Fund Attainable Housing Program
	Edmonton Downtown Academic and Cultural Centre*

*Table 4: Tentative Phasing of the Remaining Catalyst Projects as of 2025*

\*The Edmonton Downtown Academic and Cultural Centre is contingent upon a third party proceeding with the development.

## 12.0 REDEVELOPMENT IMPACTS AND PROPOSED MITIGATION MEASURES

The Capital City Downtown Community Revitalization Levy (CRL) Plan area principally comprises lands located within the Downtown neighbourhood of Edmonton, as well as small portions of the McCauley and Central McDougall neighbourhoods. With the implementation of the CRL Plan's catalyst projects, the population within the Downtown neighbourhood is expected to grow markedly.

As redevelopment occurs in the above-mentioned neighbourhoods, there will be impacts on the existing residents and workers and to the overall Capital City Downtown area. The planning process, which led to the Capital City Downtown Plan, involved more than 1,000 stakeholders and participants in multiple public meetings. Community input from these meetings supported the vision for the redevelopment of downtown, including the catalyst projects.

Public consultation will continue to be a key feature of redevelopment activity in the Capital City Downtown CRL Area. Implementation of each catalyst project will include opportunities for public input into the design process. Frequent communication with community stakeholders will help mitigate the impacts of catalyst project implementation and will ensure that residents, workers and others who frequent the downtown are aware of the redevelopment efforts.

The implementation of the catalyst projects will be carefully phased to minimize traffic disruption on downtown streets and sidewalks, although some level of congestion is inevitable. The City of Edmonton will make every effort to minimize negative impacts on residents and businesses during construction.



## 13.0 ROLE OF THE PRIVATE SECTOR

The purpose of the CRL is to provide a financing mechanism that will assist the municipality in facilitating redevelopment by the private sector. The City of Edmonton will play a significant role through its investment in public realm and infrastructure projects on City lands and right-of-ways to leverage substantial private development and investment.

Within the Capital City Downtown Community Revitalization Levy Plan area, the private sector will be the key implementer of redevelopment initiatives on titled properties. Through their efforts, new residents and businesses will be brought into the Downtown, thereby contributing to the Capital City Downtown Plan's vision for Downtown Edmonton as vibrant, accessible, sustainable, and well-designed.

## 14.0 THE COMMUNITY REVITALIZATION LEVY

The Community Revitalization Levy (CRL) is the funding source for the proposed Downtown CRL Area Plan where the City can dedicate future property tax revenue in a specific area to pay for a new public facility or new infrastructure. This source of financing was made available by a 2005 amendment to Part 10 Division 4.1 of the Municipal Government Act, R.S.A. 2000, c. M-26 (MGA). This legislation provides a mechanism whereby the baseline assessment for the properties within the Plan area will be frozen as at December 31 of the year the CRL bylaw is approved by the Province. Thereafter, any increase in the incremental value of the properties in the Plan area forms the CRL Levy (both municipal and school), through which the capital investment made by the City of Edmonton in the project may be repaid. This levy is not an additional tax on property owners within the Plan area, rather, it is dedicating the future amounts above the baseline for the repayment of the costs of redevelopment projects for up to 30 years.

A Community Revitalization Levy can be used to fund public projects designed to encourage new development and revitalize a specific part of the city. A new public project or investment in infrastructure encourages private sector investment that otherwise would not occur. The resulting new development generates tax revenue that would otherwise not occur, and raises property values within the area.

The following are administrative and procedural steps related to the Capital City Downtown Community Revitalization Levy:

- On March 5, 2013, City Council approved the Community Revitalization Levy area.
- On May 8, 2013, City Council approved a list of catalyst projects to form the basis of the Capital City Downtown Community Revitalization Levy.
- The Province of Alberta approved the boundary, parameters, and framework in the City of Edmonton Capital City Downtown Community Revitalization Levy Regulation, A.R. 141/2013 on July 25, 2013.
- On September 17, 2013, City Council approved the City of Edmonton Capital City Downtown Community Revitalization Levy Bylaw 16521.
- On April 16, 2014, the City of Edmonton Capital City Downtown Community Revitalization Levy Bylaw 16521 was approved by the province by Order in Council 151/2014.
- On August 31, 2021, City Council approved an amended Capital City Downtown Community

Revitalization Levy Plan, Bylaw 19820.

- On January 26, 2022, amendments to the City of Edmonton Capital City Downtown Community Revitalization Levy Bylaw 16521, as made by City of Edmonton Bylaw 19820 were approved by the province by Order in Council 3/2022.
- On March 19, 2025, City Council directed Administration to apply to the province for a 10-year extension to the Capital City Downtown Community Revitalization Levy.
- 2025 Amendment Process:
  - Amendment to the Capital City Downtown CRL Regulation (date to be determined).
  - Passage of the amended City of Edmonton Capital City Downtown Community Revitalization Levy Bylaw by City Council and Public Hearing (date to be determined).
  - Application to and approval of the amended City of Edmonton Capital City Downtown Community Revitalization Levy by the provincial government (date to be determined).
- Passage of a community revitalization levy rate bylaw on an annual basis.
- The CRL amounts are accounted for in a separate fund, including interest earned on any investment arising from the CRL, as outlined in the approved CRL Regulation.
- After the full repayment of the CRL borrowings or the expiry of 30 years, all of the property tax revenues in the Plan area will flow to the Province for education purposes and to the City for general municipal purposes



## 15.0 FINANCIAL ASSUMPTIONS

The Capital City Downtown Community Revitalization Levy will cover a period of 30 years (2015-2044) and is based on a number of key assumptions. These assumptions are a critical component in development of the low, medium, and high financial scenarios. As with any attempt to forecast the future there are inherent risks in the assumptions that have been made. The assumptions are provided below.

### 15.1 COST ESTIMATES AND ESCALATION PROVISIONS

Costs provided in this plan reflect expenses actually incurred, or budgets approved by City Council as of April 2025. Redevelopment costs included in the Plan for projects not yet approved are based on high level estimates as of 2025 and are subject to change. Estimated project costs include cost escalations based on the economic forecast assumptions provided by the City of Edmonton's Office of the Chief Economist and will change based on the timing of project implementation and economic conditions.

### 15.2 DEBT

Debt financing is required to finance the capital investment required for the catalyst projects. A key assumption is that a flexible approach will be taken to financing the debt based on the best way to match cash flows. The type and amount of debt will be determined based on optimized use of structured, amortized, and lump sum payments. Assumptions have been made that the initial redevelopment costs will be financed using amortized debt.

### 15.3 INTEREST RATES

The projected interest rates used for borrowings in 2025 and later are consistent with City of Edmonton projections, as follows:

Term	2025-2044
20 year	4.29% to 8.04%
15 year	4.02% to 7.77%
10 year	3.61% to 7.36%
5 year	3.08% to 6.83%

### 15.4 INVESTMENT INCOME

Any temporary excess funds will be invested by the City and the investment income earned will be used for the Capital City Downtown area in accordance with the CRL Regulation.

### 15.5 TIMELINE

The City of Edmonton started collecting the Community Revitalization Levy in 2015 (the year following approval of the Community Revitalization Levy Bylaw by the Province of Alberta). The Community Revitalization Levy will be in effect until 2044 or when all borrowings and expenditures are repaid or recovered, whichever is earliest.

## 16.0 PLAN COSTS

Redevelopment of the Capital City Downtown Community Revitalization Plan Levy has been done in a phased approach. This section outlines which projects are complete or in progress as of 2025 and which projects are planned for 2025-2044. Costs in this section refer to the portion of a project funded by the Community Revitalization Levy and does not include other funding sources that may contribute to a project.

### 16.1 COSTS INCURRED OR APPROVED AS OF 2025

Each catalyst project requires City Council budget approval before it can advance. Since the approval of the CRL, the City has invested in multiple catalyst projects. These projects were prioritized based on Council priorities, project sequencing, and anticipated impact.

Project	CRL Funding (\$millions)
Downtown Arena, Arena Related Public Infrastructure, and Community Rink	265.1*
Stormwater Drainage Servicing (105 Street)	36.3
105 Street/102 Avenue (Alex Decoteau) Park	2.3
Green and Walkable Downtown	64.9**
Jasper Avenue New Vision	28.4
Projects in the Civic Precinct (Centennial Plaza)	14.2
Warehouse Campus Neighbourhood Central Park (Land Acquisition and Delivery) <i>Includes adjacent Green and Walkable Streetscaping</i>	85.3
103A Avenue Pedway	26.5
2023-26 CRL Design Composite Green and Walkable Downtown Jasper Avenue New Vision	13.4
2023-2026 CRL Delivery Composite Green and Walkable Downtown	30.1
Total	\$566.5

*Table 5: Catalyst Project Funding Approved as of 2025*

*Budget amounts are current as of April 2025*

*Projects may have funding from other sources that are not reflected in this table.*

*\*\$230.5 million in direct CRL funding, plus CRL is funding \$34.6 million originally intended to be covered by parking revenues.*

*\*\* An estimated \$17.8 million is not eligible for borrowing.*

## 16.2 UNFUNDED PROJECTS AS OF 2025

Along with the new catalyst projects added in the 2025 amendment to the Community Revitalization Levy Plan, several of the original catalyst projects have not been initiated, or are only partially complete. These projects are important for supporting the continued redevelopment of the CRL area, but have not progressed as of 2025, either due to construction phasing, immediate need, revenue availability, or market conditions. City Council may approve funding for these projects in future budgets.

These projects have not been scoped in detail. The cost estimates in Table 6 are intended to provide an order of magnitude level of the potential costs. Timing and implementation of projects will depend on the amount of funds available from the Community Revitalization Levy and Council direction.

<b>Project</b>	<b>Estimated Cost* (2024 dollars)</b>
Event Park	\$85.5 million** (maximum contribution)
Village at Ice District Infrastructure	\$42.3 million** (maximum contribution)
Brownfield Remediation	\$10-15 million (estimate, 2024 dollars)
Transit Infrastructure	\$20-30 million (estimate, 2024 dollars)
Downtown Infrastructure Fund	\$75-100 million (estimate, 2024 dollars)
Attainable Housing Program	\$30-50 million (estimate, 2024 dollars)
Jasper Avenue New Vision	\$70 million (estimate, 2024 dollars)
Green and Walkable Downtown <i>(includes Public Open Space Amenities and Placemaking)</i>	\$95-145 million (estimate, 2024 dollars)
River Valley Promenades (100 Street Pedestrian Bridge)	\$27 million (estimate, 2024 dollars)
Francis Winspear Centre for Music Expansion***	\$33.4 million (estimate, 2024 dollars)
Edmonton Downtown Academic and Cultural Centre	No specific estimate. The Edmonton Downtown Academic and Cultural Centre is contingency upon a third party

	proceeding with the development.
Total:	\$488.2 - \$598.2

*Table 6: Estimated Costs of Unfunded Projects as of 2025*

*\*Except where it is noted that the cost is a maximum contribution, these are high level estimates, and may be subject to change based on a number of factors including (but not limited to) design decisions, inflation, developer uptake, and direction from City Council. Final budget decisions are subject to Council review and approval through normal City budgeting processes*

*\*\*Cost estimate refers exclusively to the portion funded by the CRL.*

*\*\*\*Project has previously received funding from other City funding sources, other orders of government, and private donations. This amount refers exclusively to the CRL-funded portion.*

### 16.3 OPERATING COSTS

It is anticipated that the majority of CRL projects will be debt-financed. Exceptions include the Attainable Housing Program, Brownfield Remediation, Francis Winspear Centre for Music Expansion and Percent for Art obligations (under City of Edmonton Percent for Art Policy C458E). These projects are operational and would be funded out of CRL revenues in the current year, which may result in a draw upon CRL reserves. The total cost of these operating expenses, plus project office costs beyond 2025 is estimated to be \$99.4 to \$124.4 million, with a breakdown provided in Table 7.

In addition, any costs for remediation of private land associated with the Village at Ice District Infrastructure Project are non-capital in nature and would be funded out of CRL revenues in the current year. However, the current estimate is that there will be no such costs charged to the CRL.

<b>Project</b>	<b>Anticipated Timeline*</b>	<b>Estimated Cost*</b>
Attainable Housing Program	2027-2039	\$30-50 million
Brownfield Remediation	2026-2034	\$10-15 million
Francis Winspear Centre for Music Expansion	2025-2026	\$33.4 million
Percent for Art	2025-2041	\$4 million
Project Office Costs beyond 2034	2025-2044	\$22 million
Total		\$99.4 - \$124.4 million

*Table 7: Tentative Phasing of the Remaining Catalyst Projects as of 2025*

*\*Any timelines, projects, and final budget decisions are subject to Council review and approval through normal City budgeting processes.*

## 17.0 PLAN REVENUES

### 17.1 COMMUNITY REVITALIZATION LEVIES

The Community Revitalization Levy is applied to all properties located in the Capital City Downtown Community Revitalization Levy area. The Community Revitalization Levy Bylaw was approved by the Province in 2014, therefore the 2014 Assessment roll forms the baseline assessment. Starting in 2015 and continuing until 2044, the levy will be applied to the incremental assessed value of properties within the Capital City Downtown Community Revitalization Levy boundary.

As of 2025, the low, medium, and high scenarios for the Community Revitalization Levy show estimated potential revenues from tax lift ranging from \$1,301 million to \$1,659 million over 30 years (2015-2044) (Table 8).

Scenario	Estimated CRL Revenue over 30 Years
Low	\$1,301 million
Medium	\$1,498 million
High	\$1,659 million

*Table 8: Low, Medium, and High Revenue Scenarios*

#### Low Revenue Scenario

The low scenario projection for the Community Revitalization Levy is based on approximately \$3.27 billion in incremental growth in the residential assessment base plus \$1.47 billion in incremental growth in non-residential assessment (excluding the Arena).

Detailed assumptions are provided in Table 12.

	2015-2024 (Actual)	2025-2029 (Projected)	2030-2034 (Projected)	2035-2039 (Projected)	2040-2044 (Projected)	Total
CRL Revenue	\$218	\$183	\$233	\$298	\$369	\$1,301

*Table 9: Low Revenue Scenario Estimate (\$millions)*

### Medium Revenue Scenario

The medium scenario projection for the Community Revitalization Levy is based on approximately \$4.25 billion in incremental growth in the residential assessment base plus \$1.76 billion in incremental growth in non-residential developments (excluding the Arena).

Detailed assumptions are provided in Table 12.

	<b>2015-2024 (Actual)</b>	<b>2025-2029 (Projected)</b>	<b>2030-2034 (Projected)</b>	<b>2035-2039 (Projected)</b>	<b>2040-2044 (Projected)</b>	<b>Total</b>
CRL Revenue	\$218	\$190	\$276	\$365	\$449	\$1,498

*Table 10: Medium Revenue Scenario Estimate (\$millions)*

### High Revenue Scenario

The high scenario projection for the Community Revitalization Levy is based on approximately \$5.28 billion in incremental growth in the residential assessment base plus \$1.99 billion in incremental growth in non-residential developments (excluding the Arena).

Detailed assumptions are provided in Table 12.

	<b>2015-2024 (Actual)</b>	<b>2025-2029 (Projected)</b>	<b>2030-2034 (Projected)</b>	<b>2035-2039 (Projected)</b>	<b>2040-2044 (Projected)</b>	<b>Total</b>
CRL Revenue	\$218	\$201	\$307	\$412	\$521	\$1,659

*Table 11: High Revenue Scenario Estimate (\$millions)*

### Revenue Scenario Assumptions

	Low	Medium	High
Square feet of residential space added, 2025-2044	3.3 million	3.9 million	4.9 million
Square feet of non-residential space added, 2025-2044*	330,000	330,000	330,000
Assessment of Event Park	\$0 taxable assessment	\$40 million taxable assessment	\$80 million taxable assessment
Cumulative Market Value Change, 2025-2028* (varies by property class)	-26% to +3%	-20% to +8%	-17% to +14%
Retail valuations return to pre-pandemic levels by:	2033	2031	2030
Hotel valuations return to pre-pandemic levels by:	2027	2026	2026
Annual Market Value Change, 2029-2044*	1.5% - 2.0%	2.0% - 3.0%	2.5% - 3.0%
Village at Ice District Construction Timeline	Five year delay from the proposed schedule	Two year delay from the proposed schedule	No delay from the proposed schedule

\*excludes Arena (Rogers Place) and Event Park

Table 12: Development and Market Value Assumptions for CRL Revenue Scenarios

## 17.2 GENERAL MUNICIPAL REVENUES

Under the Medium and High revenue scenarios as presented under section 16.0, the Community Revitalization Levy generated over 30 years is sufficient to cover the full costs related to projects approved as of 2025 including borrowing costs. In the Low Scenario, there would be a shortfall at the end of 30 years if all projects are fully implemented. To avoid a deficit, project implementation will be phased so that spending can be curtailed if required. In the event that revenues fall short of the expenditures in any given year, the shortfall will be handled through a CRL reserve fund as described in section 19.1.

Funding the Capital City Downtown Plan requires optimizing all available sources of funding. In addition to the Community Revitalization Levy, other sources of funding will be sought which may include accessing general municipal revenues currently designated for other capital purposes. It is not anticipated that any new general municipal revenues will be used to fund the Plan.

## 17.3 OTHER REVENUE SOURCES

Any interest income earned on positive cash balances will be used as a source of funds for the Capital City Downtown Community Revitalization Levy Plan.



## 18.0 PROJECTED BORROWINGS AND REPAYMENT

### 18.1 AMOUNT, TIMING, AND TERMS OF BORROWING

The costs of borrowing associated with this Plan consist of interest charges associated with borrowing. The costs of borrowing are estimated based on actual borrowing costs for borrowing initiated between 2014 and 2025, and estimated borrowing costs for projects with approved funding and potential future projects. Debt drawings will be made to match actual capital expenditures and minimize interest costs.

#### Borrowing for Projects with Approved Funding

Borrowings initiated between 2014 and 2024 had amortized repayment terms that include principal and interest payments over 10 to 20 year terms, and interest rates between 1.288% and 5.17%. It is assumed that borrowings initiated in 2025 and later years will have 15 year terms (or shorter) so that borrowing is repaid while the CRL is in effect.

At the end of 2024, \$408 million has been borrowed in order to implement the catalyst projects. The total borrowing costs associated with these projects will be \$529 million.

Projects for which funding has been approved, but borrowing will begin in 2025 or later, have a combined principal amount of \$105 million. The total principal and interest costs associated with these projects is estimated to be \$132 million.

The anticipated amount, timing, and terms of remaining borrowing for projects with approved funding is described in Table 13.

Borrowing Year	Term	Principal (\$millions)
2025	10	\$59.6
2026	10	\$37.2
2027	10	\$6.7
2028	10	\$1.5
2029	10	\$0.3
Total:		\$105.3

*Table 13: Amount, Timing, And Terms Of Borrowing For Projects With Approved Funding*

### Borrowing for Unfunded Projects

The timing for implementation of the remaining projects that are unfunded as of 2025 depends on a number of factors, including but not limited to City Council budget approval, CRL revenue actually realized, and coordination with other construction in the area. The timing of borrowing for the remaining projects is subject to change. As of 2025, it is assumed that implementation of the remaining catalyst projects will be completed in 2041. Therefore, borrowings would continue to be issued each year through 2041 as required, although as noted, this is subject to change.

Based on 2025 assumptions, the amounts, timing, and terms of the borrowings related to the remaining Capital City Downtown Community Revitalization Levy catalyst projects which do not currently have budget approval are listed on Table 14.

<b>(\$ Millions)</b>	<b>Term(s)</b>	<b>Principal</b>
Borrowing - 2023-2026 Budget Cycle <i>Village at Ice District Infrastructure</i> <i>Event Park</i>	15 years	\$16
Borrowing - 2027-2030 Budget Cycle <i>Village at Ice District Infrastructure</i> <i>Event Park</i> <i>Jasper Avenue New Vision</i> <i>Green and Walkable Downtown</i> <i>Transit Infrastructure</i> <i>Downtown Infrastructure Fund</i> <i>River Valley Promenades (100 Street Pedestrian Bridge)</i>	10-15 years	\$286
Borrowing - 2031-2034 Budget Cycle <i>Village at Ice District Infrastructure</i> <i>Green and Walkable Downtown</i> <i>Downtown Infrastructure Fund</i>	10 years	\$86
Borrowing - 2035+ Budget Cycles <i>Village at Ice District Infrastructure</i> <i>Green and Walkable Downtown</i> <i>Downtown Infrastructure Fund</i>	5 years	\$111
Total:		\$499

*Table 14: Amount, Terms and Timing of Borrowing for Unfunded Projects*

\*The Edmonton Downtown Academic and Cultural Centre is contingent upon a third party proceeding with the development and is not included here.

## Total Estimated Borrowing Costs

The total estimated costs of borrowing are shown in Table 15.

	<b>Projects with approved funding</b>	<b>Future, unfunded CRL projects</b>	<b>Total of all CRL Projects</b>
Principal	\$513M*	\$499M**	\$1,012
Interest	\$148M	\$167M	\$315
Total:	\$661M	\$666M	\$1,327

*Table 15: Total Estimated Borrowing Costs*

\*excluding \$34.6 million originally intended to be covered by parking revenues. This was included as debt funding in the 2021 Capital City Downtown CRL Plan, but is funded by CRL operating.

\*\*\$443 million in 2024 dollars

## 18.2 IMPACT OF BORROWING ON THE CITY'S DEBT CAPACITY

The \$513 million in borrowing approved under this plan as of 2024, and the \$499 million in future borrowing proposed by this plan is within the City of Edmonton's Debt Management Fiscal Policy (DMFP) C203D.

As at December 31, 2024, the City's total debt servicing projected to 2041 are within the debt servicing limits of the DMFP. The borrowings projected to 2041 included the CRL projects with approved funding at December 31, 2024. Although the City is projected to reach its peak usage of the tax-supported debt servicing limit in 2029, with an anticipated utilization of 87 per cent of this limit, the remaining unfunded projects can be accommodated.

## 18.3 SOURCE OF FINANCING

The City borrows almost exclusively through the Government of Alberta's Treasury Board and Finance (TBF), formerly known as Alberta Capital Finance Authority (ACFA). It is assumed that all of the borrowings for the catalyst projects will be done through the City's Provincial TBF.

## 19.0 CRL RESERVE/FUNDING SHORTFALL

### 19.1 CRL RESERVE

Debt servicing expenses associated with the catalyst projects exceeded annual CRL revenues in the initial years of the CRL, resulting in a temporary shortfall. To handle this temporary shortfall, the City of Edmonton has created a reserve for the CRL which accumulated a negative position each year that expenses exceeded revenues. The reserve will be repaid when annual CRL revenues exceed annual expenditures. As of 2025, no tax levy increases are planned to cover any temporary shortfalls.

If the CRL progresses as planned and reserves are fully repaid, a positive reserve balance will accumulate.

The financial analysis that has been done for the proposed catalyst projects is based on assumptions and projections that are subject to change over time. For this reason, there is a risk that some or all of the CRL revenues may not be realized as planned. If the CRL revenues fall significantly short of expectations, implementation of catalyst projects may be delayed.

### 19.2 FUNDING SHORTFALL

If market value assessments do not increase and/or new developments do not occur as planned, lower revenues will be realized from the Community Revitalization Levy. In the event that CRL revenues over 30 years are insufficient to repay borrowings associated with this plan, the CRL Reserve will be in a negative position at the end of the CRL period in 2044. Ongoing municipal tax revenues generated within the CRL area will be applied to fully repay the reserve and then be released for general municipal purposes.



## 20.0 COMMUNITY REVITALIZATION LEVY RESERVE

All funds collected through The Capital City Downtown Community Revitalization Levy are accounted for separately in a Capital City Downtown Community Revitalization reserve. CRL revenues that exceed expenditures will be invested by the City in accordance with the City's investment strategies and policies.

Any interest earned on the Capital City Downtown Community Revitalization Levy will be used to cover Community Revitalization Levy related expenditures in accordance with the Regulation.

In accordance with the Regulation, the Community Revitalization Levy reserve, and any interest earned will not be used to pay for any projects or improvements that are completed before the Community Revitalization Levy Bylaw is approved by the Lieutenant Governor in Council.

