

## RIVER CROSSING CAPITAL PROFILE ADJUSTMENT

### Recommendation

That Executive Committee recommend to City Council:

That capital profile CM-17-5047 River Crossing Redevelopment be increased by \$15 million with funding from Land Enterprise Retained Earnings, and amended to allow for construction of Phase 1 River Crossing Community Redevelopment.

<b>Requested Action</b>	Council decision required
<b>ConnectEdmonton's Guiding Principle</b>	<b>ConnectEdmonton Strategic Goals</b>
<b>CONNECTED</b> This unifies our work to achieve our strategic goals.	<b>Urban Places</b>
<b>City Plan Values</b>	BELONG. LIVE. ACCESS. PRESERVE.
<b>Corporate Business Plan</b>	Transforming for the future
<b>Council Policy, Program or Project Relationships</b>	<ul style="list-style-type: none"> <li>• River Crossing Heritage Interpretive Plan</li> <li>• River Crossing Business Plan</li> <li>• Policy C511A Land Development Policy</li> </ul>
<b>Related Council Discussions</b>	<ul style="list-style-type: none"> <li>• September 3, 2019, Urban Form and Corporate Strategic Development report CR_6792, River Crossing Business Plan</li> </ul>

### Executive Summary

- In September 2019, City Council approved the River Crossing Business Plan (RCBP). Implementation was enabled through amendments to the Rosedale Area Redevelopment Plan approved by Council in 2021, and is reflected as a Priority Growth Area within the Central District. Attachment 1 provides an overview of the development concept reflected in the RCBP.
- Planning and design of River Crossing Community Redevelopment Phase 1 (Phase 1) are underway and fully funded.

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- Administration is seeking approval to increase capital profile CM-17-5047 River Crossing Redevelopment by \$15 million, with funding to come from Land Enterprise Retained Earnings, to fund the construction of Phase 1.
- Phase 1 includes underground servicing, new roads and design features and the creation of four redevelopment sites abutting Rossdale Road to the west and 96 avenue to the south. If approved, construction is anticipated to begin in Q3 2026, with the first lot sales targeted for late 2027.
- Discussions on inclusion of District Energy in River Crossing are expected to take place later this year. Funding requested in this report does not include costs associated with the potential implementation of District Energy.

## REPORT

### Background

The Rossdale Area Redevelopment Plan was approved in 1986 and provides overall direction for the redevelopment of the Rossdale neighbourhood. West Rossdale, which includes the River Crossing area, was incorporated into the Rossdale Area Redevelopment Plan in 1998. It has been amended and refined several times since then including most recently in 2021 to align with the RCBP<sup>1</sup>, approved by Council in 2019.

The RCBP is a vision for community and economic development in West Rossdale. Located in the heart of our city, the site comprises 44 acres of land which includes park space, heritage buildings and 13 acres of redevelopment land (see Attachment 1).

The RCPB was preceded by the River Crossing Heritage Interpretive Plan<sup>2</sup>, which guided how the history of this land should be reflected into the future, informed by Indigenous engagement. Historical context and Indigenous engagement is foundational to the RCBP, which sets the vision for River Crossing as a cherished destination for Edmontonians and visitors alike. River Crossing will be a place of connection where the unique people, cultures and natural landscapes of Edmonton come together, reflecting our city's past, present and future. It will come to life through several projects that collectively create a destination in the heart of our city that celebrates the land's history, offers economic and cultural opportunities, enhances connections to the river and downtown and creates up to 2,500 new households. These projects are noted below and summarized in Attachment 1:

- River Crossing Park (concept design underway, funded)
- Touch the Water Promenade (preliminary design complete, implementation unfunded)
- Adaptive Reuse of the Rossdale Power Plant (Request for Information open until April 2026)
- Community Redevelopment (this project)

### Community Redevelopment

The River Crossing Community Redevelopment Project will advance implementation of the development concept included in the RCBP in phases. Full buildout is expected to be a long term

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<sup>1</sup> River Crossing Business Plan - [edmonton.ca/sites/default/files/public-files/River\\_Crossing\\_Business\\_Plan\\_Report.pdf](https://edmonton.ca/sites/default/files/public-files/River_Crossing_Business_Plan_Report.pdf)

<sup>2</sup> River Crossing Heritage Interpretive Plan  
[edmonton.ca/sites/default/files/public-files/Approved\\_River\\_Crossing\\_Heritage\\_Interpretive\\_Plan.pdf](https://edmonton.ca/sites/default/files/public-files/Approved_River_Crossing_Heritage_Interpretive_Plan.pdf)

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initiative dependent on market conditions and absorption rates. See Attachment 2 for the phasing plan.

Capital profile CM-17-5047 River Crossing Redevelopment was approved in 2022 as a part of the 2023-2026 capital budget process for planning and design with Land Enterprise Retained Earnings as the funding source. Since that time, Administration has completed several studies and reports, including the Rossdale Transportation Network Concept Plan and the River Crossing Servicing Study. Planning and design of Phase 1 is underway, informed by these previous reports.

Phase 1 is located directly southeast of the intersection of Rossdale Road and 97 Avenue NW (see Attachment 3). The project includes the redevelopment of 5.3 acres of land, including:

- Construction of a new road at 102 Street between 96 Avenue and 97 Avenue;
- Full signalization of the new intersection at 102 Street and 97 Avenue;
- Reconstruction of 96 Avenue between Rossdale Road and 101 Street;
- New and upgraded infrastructure within the roadways as required; and
- Subdivision, rezoning and plan amendment applications have been submitted to develop four lots that will be publicly listed for sale including three that will be medium density developments (4-6 storey buildings) and one high density development (8-12 storey building); this is estimated to be up to 300 dwelling units (dependent on the ultimate built form, to be delivered by community development partners).

Administration is requesting an additional \$15 million in funding to capital profile CM-17-5047 River Crossing Redevelopment for construction of Phase 1 (see Attachment 4). The funding source for this work will continue to be Land Enterprise Retained Earnings. If approved, Administration will tender the construction work, with a planned start in late fall 2026, and the land being listed for sale in 2027 following completion of construction.

### Indigenous Involvement in River Crossing

Edmonton represents the intersection of many different Indigenous territories and the River Crossing area is an integral part of that rich history. Diverse Indigenous Peoples have a relationship to this place, including nêhiyawak (Cree), Métis, Dene, Anishnaabe (Saulteaux), Nakota Sioux and Niitsitapi Blackfoot peoples. The Ross Flats were the site of international Indigenous trade for thousands of years, a process that always includes ceremony and diplomacy.

Guided by these deep cultural ties, Indigenous involvement has been integral to River Crossing work from the outset.

Implementation of River Crossing Community Redevelopment is guided by the River Crossing Indigenous Involvement Approach<sup>3</sup>, which seeks to remove barriers and create opportunities for inclusion of Indigenous Peoples as various projects advance in accordance with the RCBP. The River Crossing Indigenous Involvement Approach was developed with input from the City's

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<sup>3</sup> September 20, 2024 Council Memo: River Crossing Indigenous Involvement Approach - [edmonton.ca/sites/default/files/public-files/river-crossing-update-next-steps.pdf](https://edmonton.ca/sites/default/files/public-files/river-crossing-update-next-steps.pdf)

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Indigenous memoranda partners<sup>4</sup> and rightsholders through engagement advanced in 2023 - 2024, following completion of the River Crossing Heritage Interpretive Plan and RCBP. It identifies several areas of focus that seek opportunities for inclusion across various project stages: project engagement, communications and information sharing, historic reviews and monitoring, economic reconciliation and ownership and operations.

In the context of this particular project stage of the Community Redevelopment project, application of the River Crossing Indigenous Involvement Approach means:

- Increased project information sharing and updates via the River Crossing Bulletin, sent quarterly to rightsholders;
- Indigenous monitoring program during any ground disturbance (this included during geotech investigations completed in fall 2025 and will be in place as construction advances) and in relation to any required tree removals;
- Archaeological review and presence during ground disturbance;
- Review and clearance under the *Historical Resources Act*, which includes formal notification to rightsholders; and
- Inclusive procurement processes, supported by the City's Sustainable Procurement program.

Following the completion of Phase 1 construction, as land sales advance, listing processes will be evaluated and updated to align with the River Crossing Indigenous Involvement Approach, as appropriate, and the Administrative Standard for the Disposal of City Owned Interests in Land<sup>5</sup>.

### Budget/Financial Implications

River Crossing is included in the Land Enterprise portfolio as a transformative redevelopment project. Land Development Policy C511A guides Land Enterprise's activities. The policy dictates that Land Enterprise is to be a self funded enterprise solely funded by land sale revenue which settles to Land Enterprise Retained Earnings. All capital and operating expenses to deliver the program are funded by Land Enterprise Retained Earnings. No tax levy funding or borrowing is used to supplement Land Enterprise Retained Earnings and the program pays an annual dividend to the corporation.

Capital Profile CM-17-5047 River Crossing Redevelopment was approved in 2022 as a part of the 2023-2026 capital budget process and allocated \$3.0 million in funding for planning and design. An additional \$15 million in funding is required to construct and close out Phase 1, as reflected in Attachment 3, with Land Enterprise Retained Earnings as the current and proposed funding source.

Revenue from land sales will partially offset development costs, but it is expected that costs will exceed revenue and the project will result in an overall financial loss. This is consistent with information that was shared with Council as part of the RCBP approval. Generally speaking, other profitable land development activities offset unprofitable projects such as this. Administration does not anticipate that this capital approval would impact other projects and initiatives currently

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<sup>4</sup>The City of Edmonton has a Memorandum of Cooperation and Dialogue with the Confederacy of Treaty Six First Nations, a Memorandum of Shared Recognition and Cooperation with Otipemisiwak Métis Government, and a Memorandum of Understanding with Enoch Cree Nation

<sup>5</sup> Disposal of City Owned Interests in Land  
[edmonton.ca/sites/default/files/public-files/DisposalofCityOwnedInterestsInLandStandard.pdf](https://edmonton.ca/sites/default/files/public-files/DisposalofCityOwnedInterestsInLandStandard.pdf)

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approved using the Land Enterprise Retained Earnings funding source. In this way, the City can achieve City-building outcomes and generate tax uplift, without requiring tax levy funding, and help ensure the long term financial sustainability of the Land Enterprise program.

Land Development will play a catalytic role in implementing the River Crossing Business Plan. Administration's analysis suggests that planned infrastructure enhancements within the River Crossing Community Redevelopment project will enable up to \$840 million in construction value to be invested across the 13 acres of redevelopment land.

Funding requested in this report does not include costs associated with potential implementation of District Energy.

### Community Insight

Detailed design of Phase 1 is informed by the development concept in the RCBP and the design reflected Rossdale Transportation Network Concept Design, both of which included public and Indigenous engagement programs. Given this previous engagement and the limitations imposed by existing decisions guiding this project, the City's engagement decision assessment process determined that engagement would not be recommended for this work.

The River Crossing Project Office participated in an August 2025 community open house for the Rossdale Neighborhood Renewal Project to provide information to community members regarding River Crossing implementation, and has provided updates at Rossdale Community League meetings related to River Crossing, including this project more specifically, since 2022.

Administration is also working closely with the Edmonton Riverhawks to ensure alternate modes of transportation to baseball games and events are available as parking areas around RE/MAX Field are redeveloped.

Administration shares information and updates about work in River Crossing via the River Crossing Bulletin, sent quarterly to rightsholders. A public newsletter is also under development for release in summer 2026, with a link to subscribe live on the River Crossing website<sup>6</sup>.

Coordination across departments and project teams working in the vicinity of River Crossing/Rossdale is ongoing to ensure impacts of construction to businesses, residents and the surrounding communities are limited to the extent possible.

### GBA+

River Crossing actively promotes opportunities for inclusion in the redevelopment of a community with deep historical and cultural roots. The vision for River Crossing is a cherished destination for all Edmontonians and visitors alike. River Crossing is guided by the Indigenous Involvement Approach, examples of which include an Indigenous monitoring program, and sustainable procurement practices.

As the community's development progresses, key factors that foster a sense of belonging and establish a welcoming environment will be considered, including sustainability expectations and the thoughtful design of public spaces.

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<sup>6</sup>[edmonton.ca/rivercrossing](https://edmonton.ca/rivercrossing)

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### Environment and Climate Review

The RCBP includes sustainability and resilience criteria that include multimodal transportation to reduce vehicle use, efficient use of land, reuse of historical buildings, exploring the potential for a district energy system and promotion of sustainability measures in individual buildings and the public realm. The RCBP also considers the development's location in the River Valley and recognizes the need to mitigate potential impacts to ecological health of the area. These approaches address both climate mitigation and adaptation.

Edmonton's District Energy Strategy identifies River Crossing as one of the potential nodes for buildout as a pathway to achieving a low carbon community. Council discussions related to the potential for a district energy system in River Crossing, stemming from feasibility work completed to date, are expected later this year. River Crossing Community Redevelopment will be responsive to these discussions by either:

- Including district energy enabling infrastructure River Crossing Community Redevelopment Phase 1 as appropriate; or
- Incorporating sustainability requirements in the sales agreements that the purchasers would be required to achieve, consistent with practices applied elsewhere in the City.

Flooding risk is already recognized in the RCBP. Ongoing updates to the City's understanding of climate risks (including flooding and wildfire) may further inform and enhance planning for River Crossing in the future.

Administration recognizes that due to the project area's history, a variety of substances or archeological finds may be discovered during redevelopment. Processes are in place to mitigate risks through the City's Contaminated Sites Management Program if any suspected adverse substances are encountered during the project. An archaeologist is on the project team and an Indigenous monitoring program is in place in case of archaeological finds.

In its ongoing engagements with Indigenous community members, the City may also gain additional environmental insights that further inform River Crossing redevelopment plans.

### Attachments

1. River Crossing Project Overview
2. River Crossing Community Redevelopment Phasing Plan
3. River Crossing Community Redevelopment: Phase 1 Project Boundaries
4. Capital Profile CM-17-5047