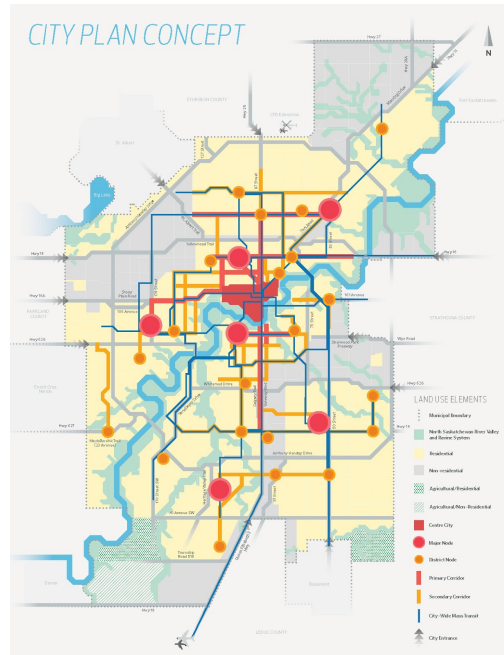




# ADMINISTRATION REPORT PLAN ADOPTION CITY-WIDE

To adopt The City Plan (Municipal Development Plan) and repeal The Way We Grow (Municipal Development Plan).



## RECOMMENDATION AND JUSTIFICATION

Administration is in **SUPPORT** of this application because it:

- meets the Municipal Government Act requirements and regional requirements for a new Municipal Development Plan;
- aligns with the Edmonton Metropolitan Region Board Growth Plan vision, principles and objectives;
- aligns with and advances ConnectEdmonton (Edmonton’s Strategic Plan) goals to be a healthy, urban, climate resilient Edmonton in a prosperous region as outlined in ConnectEdmonton;
- provides a comprehensive policy approach that addresses economy, environment, people, transportation and land use and sets a new standard for managing and supporting the city’s growth;
- integrates physical systems and networks with city building outcomes, policy intentions and directions that will be measured and monitored; and

- is informed by extensive Indigenous, stakeholder and public engagement as well as robust technical study.

## THE APPLICATION

**CHARTER BYLAW 20000** to adopt The City Plan Municipal Development Plan and repeal Bylaw 15100, Edmonton's existing Municipal Development Plan The Way We Grow. The proposed City Plan MDP will establish a framework for future land uses, the provision of municipal infrastructure and policy directives consistent with requirements set out under the Municipal Government Act and Edmonton Metropolitan Region Growth Plan. The City Plan proposes to:

- Accommodate growth within Edmonton's current municipal boundary
- Evolve mass transit and other mobility networks
- Establish a network of nodes and corridors
- Plan for large-scale districts that achieve regional density targets
- Preserve, connect and expand the ecological network of open spaces and greenways
- Adapt existing and strategically activate newer non-residential areas

## APPLICATION AREA

The City Plan will apply to all lands within the current City boundary and replace the previous Municipal Development Plan, The Way We Grow. The area is approximately 78,250 hectares and generally bounded by 259 Avenue NW to the north, Range Road 232 to the east, Highway 19 to the south, and Range Road 261 to the west.

## PLANNING ANALYSIS

### MUNICIPAL GOVERNMENT ACT

The City of Edmonton is required by the *Municipal Government Act* to adopt a Municipal Development Plan. If approved, The City Plan replaces The Way We Grow which was approved by City Council in May 2010. Approval would set a new policy direction to which development, particularly Area Structure Plans and Area Redevelopment Plans will have to conform. It will also inform the future Zoning Bylaw Renewal and ongoing amendments over time. The City Plan meets the *Municipal Government Act* requirements for Municipal Development Plans that are outlined in Section 632(3) and is consistent with the *Land Use Policies* referenced in Section 622 of the Act. The City Plan also meets the Section 636 requirements for preparing statutory plans including notification and providing means for any person who may be affected to make suggestions and recommendations.

## **CITY TRANSPORTATION ACT & HIGHWAYS DEVELOPMENT AND PROTECTION ACT**

The City of Edmonton is required to maintain a Transportation System's Bylaw as per the City Transportation Act and the Highways Development and Protection Act. The City Plan represents Edmonton's Transportation Master Plan, which fulfills the provincial requirement to prepare a "transportation study report" under these Acts. Edmonton's Transportation Systems Bylaw (Bylaw 15101) will be updated as an implementation action in alignment with The City Plan once approved as Bylaw 20,000. The updated Transportation Systems Bylaw will be advanced for Council approval and Provincial ratification.

## **EDMONTON CITY PLAN - MUNICIPAL DEVELOPMENT PLAN**

The proposed City Plan guides the city's future growth and expands upon the current Municipal Development Plan, The Way We Grow. First and foremost, it is a people plan based on the values of Edmontonians, and its policy intentions and directions are outcome oriented. Fundamentally it seeks to answer 'What choices do we need to make to be a healthy, urban and climate resilient city of two million people that supports a prosperous region?' and it articulates 24 city building outcomes within a holistic, unified plan. To achieve this the Plan integrates land use, transportation, environmental, social and economic planning to shape new policy directions, physical systems and networks for Edmonton. This is based on supporting and managing Edmonton's growth to two million people through a series of 250,000 person increments while having regard for existing and future development patterns, activation, investment and measurement. The proposed City Plan includes:

- Big City Moves that articulate transformative priorities and associated stretch targets to help Edmonton change as it grows to two million people over time;
- A spatial approach to shaping the city through integrated systems and networks;
- A comprehensive policy framework based on Council's strategic vision and goals (ConnectEdmonton), organized through a series of guiding values, city-building outcomes, intentions and directions.
- A land use concept that will sustain and support future development and redevelopment within the city's current boundary; and
- Measurement of Plan progress toward strategic city priorities.

Further information regarding each of these components is summarized below and more detailed information can be found within The City Plan itself.

### Big City Moves: Future city

Big City Moves are an invitation to work together to build our future city in a new way. The Big City Moves define bold, transformative priorities and create a different set of opportunities for Edmonton that are supported by high-level targets. Five Big City Moves describe Edmonton's strategic areas of focus in response to key trends and provide a necessary pathway to transform itself by making big adjustments, systematic changes and difficult tradeoffs. The Big City Moves are as follows:

- Greener as we Grow - A commitment to use growth as a catalyst for good design and conscious decision making that protects and enhances land, air, water and biodiversity;
- Rebuildable City - Continuous reimagining and rebuilding of Edmonton that keeps it vibrant, livable and flexible to shifts in local and global trends;
- Community of Communities - Increasing physical and community connectedness to a broader range of housing, recreation, learning and employment opportunities;
- Inclusive and Compassionate - Efforts to improve equity, end poverty, eliminate racism and make clear progress towards Truth and Reconciliation; and
- Catalyze and Converge - Positioning Edmonton to continually improve its competitiveness and readiness in a changing world by improving the conditions, places and partnerships that will retain and attract new talent.

### Shaping the city: A spatial approach

The ideas and policies contained in the Plan will directly affect Edmonton's future shape and form. Three main concepts drive this forward:

- Planning and Design - A strategic approach to land use planning and design that guides the physical design of Edmonton's urban form, density, physical image and identity. This includes Districts, Nodes and Corridors, Green and Blue, and Non-Residential Opportunities Networks;
- Mobility - A vision for mobility that directs how the city grows and manages Edmonton's integrated and evolving mobility system in relation to its active transportation, transit, roads and goods movement networks. These offer to provide Edmontonians a more equitable, accessible and efficient, multi-modal and resilient transportation system; and
- Managing Growth - A framework for managing growth that aligns land use policy and growth priorities to budgets and applies a coordinated approach to connect planning, infrastructure investment, and activation of growth over time. These elements offer to enable successful urban development and manage community change over time within Edmonton's existing municipal boundary and the City's financial process.

Each of these three systems have been integrated in their development and policy alignment so that the vision, principle and goals of ConnectEdmonton (Edmonton's Strategic Plan) may be realized. Moreover, these systems reflect the complexity of Edmonton, its different networks and how city-building works best when policies are multifunctional and co-considered.

### Planning for people: Policy structure

The Plan is about how Edmonton will be built and used into the future. To describe this, The City Plan's policy hierarchy is structured in the following manner:

- Strategic Goals: implement ConnectEdmonton's unifying principle, "connected", and help translate its four goals – healthy city, urban places, climate resilience and regional prosperity – into action;
- Guiding Values: reflect Edmontonians' ambitions for their city;

- City Building Outcomes: describe the conditions Edmontonians will experience as progress is made towards the Guiding Values and Strategic Goals;
- Intentions: articulate what is needed to achieve a particular City Building Outcome; and
- Directions: explain how the Intentions will be accomplished.

#### Systems and networks: Land use concept

The City Plan Concept (Map 1 of the City Plan) guides the growth of Edmonton from one to two million people, supports an additional 520,000 jobs and contains the following key elements:

- Municipal Boundary - All future growth will be accommodated within Edmonton's current boundary in an integrated, organized way that balances competing demands and prioritizes public investments;
- North Saskatchewan River Valley and Ravine System - This central component of the City's green and blue network will be preserved, ecological assets strengthened and overall better connected in support of the city becoming greener as we grow;
- Residential and Non-Residential Land Use - These designations reflect predominant land use and include city-wide opportunity for ongoing residential infill at a variety of scales and densities as well as adaptation of non-residential areas to accommodate greater intensification and strategically activate newer areas of the city to expand economic diversification opportunities over time;
- Agricultural/Residential and Agricultural/Non-Residential - These areas are identified for conservation and ongoing support of agricultural lands and activities for the long-term. Over time, these lands may transition to residential and non-residential land uses where population thresholds and demand warrants;
- Nodes and Corridors - these centers of activity and places for movement focus population, business and employment growth, and provide the necessary urban structure to direct future investment and manage ongoing change in support of greater community equity, opportunity and connectedness. As described in the Plan, they exist at different scales to serve various geographies; and
- Mass Transit - An evolved mass transit system will anchor an overall mobility system of city-wide and district routes connecting all areas of the city. This will ultimately provide Edmontonians a more equitable, accessible and efficient, multi-modal and resilient transportation system.

#### Measurement: Plan performance

The City Plan has been designed and developed for ongoing measurement. Administration will review the Plan on an ongoing basis to assess its impact and performance using a wide spectrum of monitoring and reporting tools. To track progress towards the Big City Moves and identify and respond to changes over time, the Plan will rely on a series of stretch targets, strategic measures and indicators.

- Stretch Targets: define aspirational community achievements to reach by two million people;
- Strategic Measures: monitor performance and communicate short and medium term progress to Edmontonians; and
- Indicators: show how collective efforts are getting the city to ConnectEdmonton's strategic goals.

As implementation and monitoring move ahead, this information will provide a critical baseline for further analysis and progress measurement.

## **STRATEGIC ALIGNMENT**

### ConnectEdmonton

The City Plan directly aligns the planning policy framework (i.e. Belong, Live, Thrive, Preserve, Access, Create) and associated physical systems (Planning and Design, Mobility, and Growth Management) with the vision, principle and goals of Edmonton's Strategic Plan (ConnectEdmonton) approved in 2019.

It achieves this by creating an important bridge between strategy, policy, and action to inform future decision making undertaken by Administration through the corporate business planning process. The Plan can, and will, influence day-to-day service delivery insofar as it is used to inform future business planning and budgeting decisions that will be articulated through the Corporate Business Plan. It does not represent a specific work planning approach nor define specific operational standards.

## **REGIONAL CONSIDERATIONS**

### Edmonton Metropolitan Region Growth Plan

The City of Edmonton is at the core of the Edmonton Metropolitan Region. It has a responsibility to help the region meet the objectives of the Edmonton Metropolitan Region Growth Plan. From the land use and servicing perspective, these include protecting natural living systems, compact growth that optimizes infrastructure investment, and the wise use of prime agricultural resources. This promotes effective regional mobility to neighbouring employment and residential nodes, economic competitiveness, diversity and quality of life that enrich and benefit the region as a whole. Through the regional structure, the City Plan is a key tool for implementing the Growth Plan that will ensure regional density and intensification targets are met or exceeded through prioritizing investments and conserving natural systems and prime agricultural resources.

As required by the *Edmonton Metropolitan Region Board Regulation* and pursuant to section 4.1 of the associated *Regional Evaluation Framework*, a municipality must refer to the Board any proposed new statutory plan (subject to three possible exceptions which do not apply).

A Regional Evaluation Framework Application Package will be submitted to the Edmonton Metropolitan Region Board, after second reading of the bylaw, for review and consideration for approval. This will include the attached Regional Context Alignment (see Appendix 3). Following regional approval, the bylaw would be ready for third reading by City Council in late 2020.

The City Plan will result in development that is consistent with the Edmonton Metropolitan Region Growth Plan. In particular, the Growth Plan is structured around the following six policy areas: Economic Competitiveness and Employment, Natural Living Systems, Communities and Housing, Integration of Land Use and Infrastructure, Transportation Systems, and Agriculture. Each of these is supported by a series of objectives and policies. The Regional Context Alignment document provides considerable detail about the consistency between the City Plan and the Growth Plan. Additional detail is expected to be provided in the regional evaluation framework application package.

Further, the City Plan contains policy 2.3.2.6 (requiring districts to meet or exceed regional density targets) and density minimums for nodes and corridors that meet or exceed aspirational transit-oriented development centres and density targets.

## TECHNICAL REVIEW

### TECHNICAL STUDIES

A number of technical reports were prepared and reviewed to the City's satisfaction to inform development of The City Plan. These include:

- *Economic, Demographic and Market Study*
- *Mass Transit Study*
- *Greenhouse Gas Emissions and Energy Analysis*
- *City Plan Growth Scenarios Relative Financial Assessment*
- *Climate Vulnerability Assessment*
- *Population/Employment Distribution and Development Density Summary*
- *The Next Wave: Planning for Disruption*

An *Economic, Demographic and Market Study* was conducted to assess Edmonton's current and anticipated demographic composition, employment and market trends. Results from this work identified areas of population and employment growth as Edmonton's population increases to two million and employment to 1.1 million jobs. Findings helped inform the development of The City Plan land use concept, its associated systems and networks.

A *Mass Transit Study* was conducted to assess the current state of Edmonton's mass transit network. It provided a framework to guide the development and expansion of mass transit as the city grows to two million. This included assessment of transit market, ridership, routes and demand used to inform and develop The City Plan mass transit network.

A *Greenhouse Gas Emissions and Energy Analysis* was conducted to understand the performance of the draft City Plan Concept in comparison to a future Edmonton following

currently approved plans. This work incorporated population and employment projections and several actions developed and evaluated as part of Edmonton's Energy Transition Plan and ability to meet Edmonton's 2065 carbon budget. This included actions such as improving energy performance of new and existing buildings, increasing solar and wind generation, electrification of City, personal and commercial fleets, and decreasing waste consumption.

The *City Plan Growth Scenarios Relative Financial Assessment Report* presents the results and observations of the comparative assessment of the City Plan land use concept against a business as usual scenario. It provides financial context and help to guide future planning and investment decisions as the City Plan implementation moves forward. Findings from this report indicated the proposed land use concept is more financially efficient than a business-as-usual scenario due to a more compact and strategic development pattern.

The *Climate Vulnerability Assessment* builds on the climate adaptation work done to measure potential risks and opportunities associated with current and future climate conditions in Edmonton. This study focused on determining the relative climate-related costs arising under each of the evaluation scenarios, business as usual scenario and the draft recommended land use concept. Results show that climate-related risks to the assets and services considered are reduced by roughly 8% at City Plan buildout of the recommended concept. Further actions are necessary to reduce future climate-related risks faced by Edmonton to acceptable levels.

The *Population/Employment Distribution and Development Density Summary* summarizes where and to what magnitude population and employment growth is anticipated to occur in key geographic areas as depicted in the City Plan. Findings from this work have been used to refine the land use concept as well as consider future choices, priorities, and actions necessary to advance City Council's vision and the goals and outcomes of the Plan.

*The Next Wave: Planning for Disruption* is a broadly focused discussion paper that describes the current age of disruption and its relevance to Edmonton and the City Plan. It advocates for a flexible, agile, proactive approach including embracing change, collaboration and adaptation. It presents disruption as an opportunity that is best served by vision and output oriented policy to create a more resilient and harmonious environment, nurture business and communities and attract talent and investment. Both of these concepts are embedded in the City Plan, including the plan philosophy and focus on city building outcomes, rather than the steps to get there.

In consideration of all the information and findings contained in these reports and subsequent use in development of the proposed land use concept, The City Plan through its strategic alignment of land use and transportation patterns and approach to growth over the life of the Plan (estimated to be 2020-2065) is expected to achieve the following results:

- Reduce development by more than 5,000 hectares of land by containing growth within Edmonton's current urban boundary;
- Actively support redevelopment to enable more than 50 percent of new population growth to occur within already-established areas of the city;
- Improve Edmonton's long-term fiscal performance as compared to "business-as-usual" growth patterns;



- Increase the number of daily walking, cycling and public transit trips by 50 percent as compared to “business-as-usual” growth patterns;
- Reduce per person greenhouse gas emissions by six percent compared to today through investment in mass transit and a more compact urban form, with an opportunity to reduce total per person emissions by 91 percent through City effort, private sector partnerships, participation from the community, and cooperation with other levels of government; and
- Attract and retain an additional one million people to Edmonton and add an additional 520,000 jobs.

## **PLAN IMPLEMENTATION**

The City Plan will be implemented over many decades and require ongoing attention and commitment to achieve the strategic targets, objectives and city-building outcomes identified within it. Administration has prepared the following deliverables in tandem with The City Plan to support its roll-out and delivery over time.

### Corporate Implementation Approach

To transition The Ways plans (the City of Edmonton’s previous strategic plans approved by City Council) into a new strategic planning framework, Administration developed a modernized approach to strategy development, implementation tactics, and integrated prioritization across the corporation. The purpose is to connect the vision of ConnectEdmonton (long term) to corporate business planning and budgeting at the most immediate (short term) timeframe in alignment with The City Plan. Corporate work plans and identification of future needs as they relate to policy, partnerships, investment and pricing levers will be aligned through the annual corporate business planning cycle.

### City Planning Framework

To effectively implement and achieve the city-building outcomes and ambitions of The City Plan, a modernized approach to policy and plan development and review is needed. Roll-out of this work will proceed over the years ahead as new plans and strategies are created to support The City Plan and older ones that no longer align with its direction are retired. The purpose of a new City Planning Framework is to clarify the role of The City Plan relative to other planning tools and a more streamlined and simplified planning approach designed to reduce complexity, redundancy and areas of policy conflict. This will be accomplished by evaluating existing plans, policies and guidelines for their current relevance to the achievement of The City Plan goals, values, and intentions; coupled with establishing formal processes for how planning tools are created, replaced, monitored and adjusted over time and eventually retired altogether.

### City Plan Activation

Administration will make clear connections between policy development, implementation activities and people’s lived experience every day. Storytelling will provide a cohesive, engaging and clear picture of an Edmonton with two million people. Storytelling will also help people understand how the decisions the City makes today influence Edmonton’s future, and how this

work is rooted in a plan to build Edmonton's future prosperity. As the City Plan is activated, public policy discussions will be hosted in a way that better integrates ongoing resident feedback and community dialogue and connects to the daily experience of Edmontonians.

## PUBLIC ENGAGEMENT

Extensive public engagement was done as the Plan was prepared to directly inform content and direction. Public engagement included 42 community and stakeholder meetings, 24 pop-up public engagement sessions, nine public workshops, two online circulation and two surveys, and engaging students from 43 schools. Extensive Indigenous and stakeholder engagement was also completed with input used to prepare the Plan at each phase of the project.

What we heard from Edmontonians shaped the plan's structure, concept, policy, and approach. Engagement activities supported a wide variety of City Plan conversations in many locations, with a diversity of groups and stakeholders representing citizens, civil society, public institutions, regional municipalities and business community. Similar themes emerged from groups across the city who were engaged in unique ways, indicating that when it comes to the values that Edmontonians hold for our city, we are more alike than we are different. The result is a plan that reflects Edmontonians' desire to belong, live, and thrive in our city, to access what is needed, preserve what matters most, and create a city that will attract one million more.

A summary of public engagement including links to specific phases is included in Appendix 1 titled, 'What We Heard Executive Summary'.

The City Plan policy content was circulated for comment to all City sections, utility agencies, external and regional stakeholders beginning in September 2019 and was also posted online for feedback. Significant revisions were made in response. The full draft City Plan was circulated from December 16, 2019 to January 16, 2020 publicly, to all City sections and regional stakeholders for comment. Significant revisions were made in response. All comments from civic departments and utility agencies regarding this project have been addressed.

## CONCLUSION

Administration recommends that City Council **APPROVE** this application.

## APPENDICES

- 1 [What We Heard - Executive Summary](#)
- 2 [City Plan Technical Studies and Key Findings](#)
- 3 [Regional Context Alignment](#)
- 4 [Charter Bylaw 20000 Application Summary](#)





# 1

## EXECUTIVE SUMMARY

The City Plan describes the choices Edmonton needs to make to become a healthy, urban, and climate resilient city of two million people that supports a prosperous region. Edmontonians have been engaged continuously throughout the project to help create and refine The City Plan. What we heard from Edmontonians has shaped the plan's structure, concept, policy, and approach. The City Plan invited people to engage through many opportunities across the city. The result is a plan that reflects Edmontonians' desire to belong, live, and thrive in our city, to access what is needed, preserve what matters most, and create a city that will attract one million more.



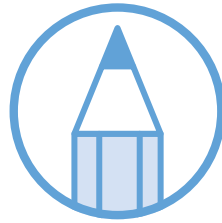
# WAYS THAT WE ENGAGED:



Pop-up Public Engagement Session



Community Meetings



Surveys



Story Walks



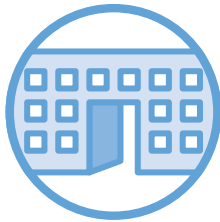
Online Story Map



Conversation Guides



Coffee Chats



Public Workshops



Stakeholder Workshops



Online Document Circulation and Review



City Hall School



Engage Edmonton



Child Friendly Worksheets

## REPRESENTING EDMONTON

The City Plan invited Edmontonians of diverse backgrounds and circumstances to help create The Plan. The City Plan engagement strategy determined that asking participants to self-identify during engagement may present a barrier to open and honest conversation. To host conversations that represent the diversity of Edmontonians, the engagement approach allowed for a wide variety of City Plan conversations in many locations, some a light touch and others a deep dive into content, while all covering many topics and important issues that influenced The Plan. Although it is impossible to guarantee that everyone's voice was heard, a variety of engagement tactics were used to ensure as many voices as possible were heard. Because similar themes emerged from groups across the city who were engaged in different ways, it is clear that when it comes to the values that Edmontonians hold for our city, we are more alike than we are different.

# ENGAGEMENT SNAPSHOT



# HOW WE LISTENED

## THE CITY PLAN

**CHOICES**  
What choices & trade-offs do we make?

**ACTIONS**  
What tangible actions can we take in our community to improve Edmonton?

**WISHES**  
What do you hope for Edmonton?

**VALUES & CHALLENGES**  
What do you love about Edmonton?  
What improvements are needed?

**INFORMATION**  
What is The City Plan?

time and brain commitment increases

number of people involved decreases





# 2

## INDIGENOUS ENGAGEMENT

Indigenous engagement has been a pivotal part of overall engagement on The City Plan. Formal engagement with Indigenous communities on The City Plan is now complete. Ongoing engagement with Indigenous communities has continued through city-wide engagement. All engagement results have been integrated into The City Plan.

A detailed description of The City Plan Indigenous engagement can be found in the separate *What We Are Hearing - Indigenous Engagement* report available online at [www.edmonton.ca/thecityplan](http://www.edmonton.ca/thecityplan)



# 3

# THE CITY PLAN: WHAT WE HEARD

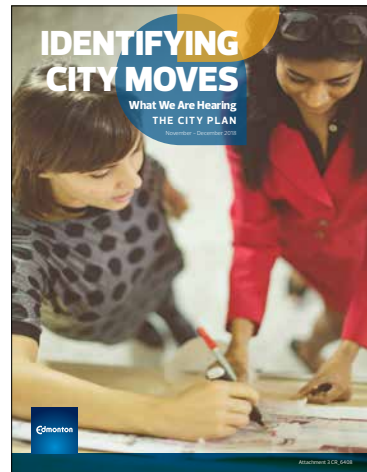


Detailed engagement results can be found in the following documents at [www.edmonton.ca/thecityplan](http://www.edmonton.ca/thecityplan):

## 1 The City Plan: What We Are Hearing



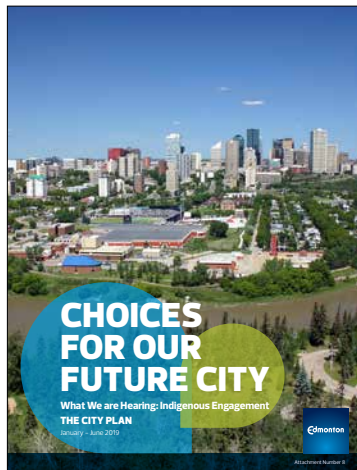
## 2 Identifying City Moves: What We are Hearing



## 3 Choices for our Future City: What We Are Hearing – City Wide



## 4 Choices for our Future City: What We Are Hearing – Indigenous Engagement



## 5 Intentions and Directions for our Future City: What We Are Hearing



[www.edmonton.ca/thecityplan](http://www.edmonton.ca/thecityplan)

**Edmonton**






# CITY PLAN TECHNICAL STUDIES AND KEY FINDINGS

Edmonton





The City Plan is informed by a number of technical studies. The key findings and results of these helped inform the development of the recommended land use concept. Full reports can be found at [www.edmonton.ca/thecityplan](http://www.edmonton.ca/thecityplan).



## ECONOMIC, DEMOGRAPHIC AND MARKET STUDY

This study assessed Edmonton's current and anticipated future demographic, employment and market trends. The study identified key areas of population and employment growth as Edmonton grows to a population of two million.

### KEY RESULTS

- Edmonton's employment base has gradually shifted from a goods-producing economy to a services-producing economy.
- Anticipated changes to the employment and non-residential landscape include:
  - › A growing knowledge-base and creative class economy driving office, flex-office, and multi-purpose facilities in employment areas.
  - › New distribution and warehousing facilities located in areas with strong regional connectivity and transportation infrastructure.
  - › Retail space needs are changing to accommodate more service-based retailers with smaller footprints than traditional goods-based retailers
- The aging of Edmonton's current population will be counterbalanced by continued in-migration of younger working-aged people.
- There has been a shift to more apartment housing; however, homeowners are still partial to lower-density housing.
- Apartment housing is still considered a stepping stone for families to transition into lower-density home ownership.
- Growth patterns for residential development will need to continue to shift toward higher density options in order to accommodate two million people within Edmonton's current boundaries.

## MASS TRANSIT STUDY

This study assessed the current state of Edmonton's mass transit network and provides a framework to guide the development and expansion of mass transit as the city grows to two million residents.

### KEY RESULTS

- There is an opportunity for transit to gain market share for short trip lengths (<10 km) which are currently dominated by the auto.
- The future distribution of people and jobs will be a critical determinant of where, when and how new mass transit lines will be built. Higher ridership is observed when routes are connected to key employment areas.
- The proposed City Plan mass transit network will include three key categories of transit (regional, rapid and urban-frequent).
- Demand is high for key parallel north-south and east-west mass transit lines.
- A mass transit option that serves the airport can also serve demand towards the downtown from the southern regions of the City.
- Rapid semi-exclusive right-of-way lines perform reasonably well and were found to be critical for crosstown movements to compliment the LRT network. Rapid limited stop and urban-frequent lines are important as they connect a large part of the city above.
- Proposed mass transit routes can be grouped into two families of routes: City-Wide and District Routes that serve the different mass transit needs.
- Mobility hubs are important supporting infrastructure for the mass transit network. Strategically placed mobility hubs can help create connectivity to different modes by supporting a mobility system that allows people to seamlessly move between modes.
- Additional work and analysis is required to determine the phased deployment of the mass transit network including operational analysis, early implementation/pilot projects, development of construction and design guidelines in alignment with The City Plan growth management framework and investment priorities.

## RELATIVE FINANCIAL ASSESSMENT

This study analyzed the fiscal impacts of differing land use patterns within the three evaluation scenarios, business-as-usual scenario, and the recommended land use concept. The study considered costs of 11 service areas such as roads and active modes, libraries, fire services, transit and EPCOR water, drainage and power.

### KEY RESULTS

- Overall analysis shows that the draft City Plan Concept is more financially efficient than the Business As Usual scenario, due to compact and strategic development patterns reducing the need for new road and supporting infrastructure.
- Containing growth within the existing city boundary generally results in capital cost savings related to road and transportation infrastructure, recreation facilities, and fire services.
- Transit infrastructure and public realm improvements, in particular streetscaping, can be an influential driver of cost when much of a city's growth depends on intensification, particularly in a corridor-heavy growth pattern.
- Police, libraries, waste management, and general government are more dependent on overall population and/or employment growth than any particular growth pattern. Therefore these costs do not vary significantly between different scenarios.
- Growth patterns supporting residential intensification and a shift to medium and high-density residential unit types tend to provide higher assessment value and therefore greater fiscal sustainability in the long term.
- Assessment growth is anticipated to be stronger under the draft City Plan Concept due to a higher proportion of development being located in central areas of the city which are typically assessed at higher values than greenfield or suburban development.
- The overall increase in tax levy requirement for the draft City Plan Concept at build-out is calculated at 11% lower than the Business As Usual scenario. The net impact is an overall residential tax rate anticipated to be 6% lower at build-out than the Business As Usual scenario.

## GREENHOUSE GAS AND ENERGY ANALYSIS

The purpose of this study is to understand the relative greenhouse gas and energy performance of the draft City Plan Concept as compared to a future Edmonton following currently approved growth plans (Business As Planned reference case for this study). In addition to the population and employment projections embodied in the draft City Plan Concept, the modelling also incorporated several actions developed and evaluated as part of Edmonton's Energy Transition Plan update. This included actions such as improving energy performance of new and existing buildings, increasing solar and wind generation, electrification of City, personal and commercial fleets, and decreasing waste consumption.

### KEY RESULTS

- While the draft City Plan Concept achieves significant GHG emissions reductions despite an increasing population, it does not stay within the City's carbon budget of 135 MtCO<sub>2</sub>e. By 2065, cumulative GHG emissions total 287 MtCO<sub>2</sub>e, nearly twice the budget.
  - › Annual GHG emissions in 2065 are 3.4 MtCO<sub>2</sub>e in the draft City Plan Concept versus 14.5 MtCO<sub>2</sub>e in the Business as Planned scenario, amounting to an annual reduction of 77%.
  - › GHG emissions per capita in 2065 decrease to 1.6 tCO<sub>2</sub>e per person in the draft City Plan Concept as compared to 6.9 tCO<sub>2</sub>e per person in the Business As Planned scenario.
- Incentives for green electricity or the purchase of carbon offsets for the community as a whole by 2024 in combination with the realization of the draft City Plan Concept can be a viable pathway for remaining within the carbon budget.
- A more densely developed and compact urban form contributes to GHG emission reduction primarily as a result of facilitating an increase in transit use and an associated decrease in vehicle kilometers travelled.
- Rapid vehicle electrification, including City, personal and private fleets, is key to reducing emissions along with a reduction in vehicle kilometers travelled.
- The different types of housing (i.e. low, medium or high density) does not, on its own, determine greenhouse gas emissions but rather where these different types of housing are located.
- A highly urbanised, pedestrian-oriented city is the most efficient in terms of managing greenhouse gas emissions.
- Intensification of our urban form creates the potential for major district energy systems which are more efficient at curbing the city's carbon footprint.



## CLIMATE VULNERABILITY RISK ASSESSMENT

This study extends a previous analysis that was completed as part of the City's *Climate Resilient Edmonton: Adaptation Strategy and Action Plan*. It determines the relative climate-related costs to Edmonton for the draft City Plan Concept and the Business As Usual scenario.



### KEY RESULTS

- Climate-related risks to City's man-made and natural assets and infrastructure, people, services (included in the analysis) are reduced by roughly 8% (or \$874 million, 2016 dollars) in 2065 under the draft City Plan Concept as compared to Business As Usual.
- Ozone-related health impacts from climate change are expected to be less under the draft City Plan Concept than the Business As Usual Scenario. In general, the impact of climate change related health effects are expected to be less in a more highly concentrated urban form.
- Planning is but one mechanism that a city can use to adapt to the threats of climate change and must be coupled with further actions to reduce future climate-related risks faced by Edmonton to acceptable levels.
- Urban densification does not necessarily reduce the physical risks of climate change and in some cases can increase the risk to assets depending on site-specific climate hazards, like flooding, if activities are concentrated in high risk areas.
- Edmonton would benefit from including considerations for physical climate risks into planning activities related to location, composition and design of assets into decision-making. This would yield further reductions in future impacts and costs, as well as generate climate mitigation co-benefits.





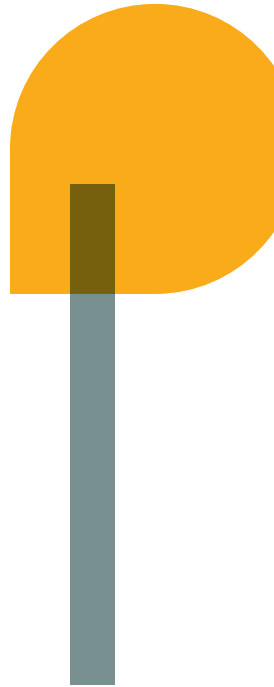
## POPULATION/EMPLOYMENT DISTRIBUTION AND DEVELOPMENT DENSITY SUMMARY

This paper summarizes where population and employment growth is anticipated to occur in key geographic areas of Edmonton as depicted in the City Plan Concept.



### KEY FINDINGS INCLUDE

- Inside Anthony Henday Drive, the Redeveloping Area is expected to accommodate 60% of Edmonton's population growth and 50% of new employment. Density in this area is expected to increase from 65 people and jobs per hectare to more than 90. Growth in the Developing Area will also continue, while the Future Growth Area will begin to develop as our population reaches 1.5 million people.
- Development and growth will occur in all of Edmonton's districts. Our most populous districts today will continue to see significant growth. For example, the Scona district is expected to attract approximately 110,000 new residents and 50,000 jobs. Meanwhile, the West Henday and Ellerslie districts are each expected to see 100,000 new residents and 30,000 new jobs.
- Centre City will continue to grow as the region's principal employment and residential node and hub for mobility, culture and institutions, including 82,000 new residents and 62,000 additional jobs. Population growth in Centre City will outpace employment growth. Density measured in people and jobs per hectare is expected to increase by almost 50%.
- Outside of Centre City, the number of people living in Nodes and Corridors will almost quadruple from 170,000 today to 658,000 at 2 million people. Employment will more than double from approximately 178,000 to 393,000 jobs. Edmonton's systems and networks, particularly mass transit, are essential to achieving this.
- Many new jobs will be located in Edmonton's Non-Residential Areas as they develop and intensify. Today, our extensive northwest and southeast industrial areas are home to more than 85% of our industrial employment. In the future, this type of growth will occur in all non-residential areas, particularly in the northwest, west of QEII/ north of Highway 19, and north of Manning Drive in the northeast.
- The Innovation Corridor is expected to add 50,000 jobs as we grow to 1.1 million jobs and 2 million people.



## THE NEXT WAVE: PLANNING FOR DISRUPTION

This study examines how The City Plan can help Edmonton to prepare for The Disruption Age. It outlines options for developing adaptive and flexible output-type policies.

### KEY RESULTS

- The City must act proactively to ride the disruptive waves.
- The City Plan is an opportunity to change operational language from the provision of assurance to a promise of adaptability, agility and growth.
- To embed behavioural change, the City will need to update processes to reflect the reality of the mistakes, errors, and failures that accompany the disruption age, while continuing to demonstrate value to residents.







# REGIONAL CONTEXT ALIGNMENT

Edmonton

The City Plan is directly aligned with the Edmonton Metropolitan Region Board Growth Plan. Full implementation of the City Plan will result in development that is consistent with the Growth Plan. In particular, a series of big city moves set the transformative priorities and city building outcomes for Edmonton, guide its physical systems and networks, and are supported by an integrated policy framework that aligns with the principles, objectives and policies of the Growth Plan. Further description is provided under the following table.

## CITY PLAN ALIGNMENT WITH EDMONTON METROPOLITAN REGION BOARD GROWTH PLAN

EMRB Principles & Objectives	City Plan Alignment
<p>Guiding Principle 1:  <b>Promote global economic competitiveness and regional prosperity</b></p>	<p>The big city move, <b>'Catalyze and converge'</b> relates best to this Guiding Principle and focuses directly on attracting investment and employment to achieve sustained growth. Others are identified below with reference to The City Plan maps.</p>
<p>1.1: Promote global economic competitiveness and diversification of the regional economy</p>	<p>Non-residential areas (referred to as major employment areas in the Growth Plan) will be developed, serviced and intensified city wide to diversify and strengthen the regional economy (see map 5). In addition, the City Plan's innovation corridor connects key academic, health and innovation hubs to focus and expand Edmonton's research based and high tech employment sector.</p>
<p>1.2: Promote job growth and the competitiveness of the Region's employment base</p>	<p>Through the development of nodes and corridors (see maps 1 and 3), new and existing non-residential opportunities and the innovation corridor, the City Plan is expected to accommodate 520,000 additional jobs in Edmonton as it grows to two million people.</p>
<p>1.3: Enhance competitiveness through the efficient movement of people, goods and services to, from and within the Region</p>	<p>The City Plan is a combined Municipal Development Plan and Transportation Master Plan. Land use and mobility are integrated through the City Plan Concept to ensure uninhibited movement of goods, services and people, coordinating links when planning infrastructure, protecting corridors and minimizing impacts to airport operations (see maps 1 and 12). Its components include nodes and corridors, districts, green and blue network, active transportation network, transit network and roadway and goods movement network. Policy and measurement focus on common land use and mobility outcomes.</p>
<p>1.4: Promote the livability and prosperity of the Region and plan for the needs of a changing population and workforce</p>	<p>In preparing for the next million residents, a key element of the plan is the growth management framework. It locates the City Plan in the context of the EMRB Growth Plan while planning for infrastructure, amenities and capital investment. The City prioritizes and manages growth and its costs through more intense development and targeted investment that optimizes infrastructure. See maps 10 and 11.</p>



EMRB Principles & Objectives	City Plan Alignment
<p>Guiding Principle 2: <b>Protect natural living systems and environmental assets.</b></p>	<p><b>'Greener as we grow'</b> is the big city move aligned with this guiding principle. The City Plan uses growth as a catalyst for good design and conscious decisions to preserve and protect our environment.</p>
<p>2.1: Conserve and restore natural living systems through an ecological network approach</p>	<p>In the Shaping the City section under Planning and Design, the City Plan states that Edmonton will become greener as we grow through the protection and enhancement of its green and blue network (see map 4), one of that section's four related networks. The green and blue network includes the River Valley and Ravine System, greenways, recreation parks, and ecological connections that support wildlife and biodiversity. In addition, much of the fifth policy chapter focuses on protecting, maintaining and enhancing the natural living systems within the City's boundaries.</p>
<p>2.2: Protect regional watershed health, water quality and quantity</p>	<p>As indicated in 2.1 above, the City's River Valley and Ravine System is an essential part of the City Plan and plays a fundamental role in protecting watershed health, water quality and quantity. This system and other ecological components are supported by multiple policy and map references, for example policy direction 5.1.2.5 states <i>"coordinate protection, restoration and enhancement of the North Saskatchewan River Valley and Ravine system through outreach, education and partnerships"</i>.</p>
<p>2.3: Plan development to promote clean air, land and water and address climate change impacts</p>	<p>Climate resilience is one of four strategic goals that guide all aspects of the City Plan. This includes prioritizing and enabling green infrastructure, energy efficiency and transition, attention to air quality as well as measurement of progress on bold, long range targets and city building outcomes, such as tree canopy cover by district and open space per capita. Lastly, policy direction 3.4.2.1 states <i>"prioritize climate related research, industry, technology and businesses through partnerships, programs, processes and grants"</i>.</p>
<p>2.4: Minimize and mitigate the impacts of regional growth on natural living systems</p>	<p>The stewardship of ecological assets and natural resources is an important component of the City Plan, which will set the direction for environmental studies and attention to impacts. As an example, over time the number of net dwelling units built inside Anthony Henday Drive is expected to increase to 50% of net new dwelling units city wide. This will avoid the need to develop an additional 5,000 hectares beyond Edmonton's current boundary to meet the two million population threshold.</p>

EMRB Principles & Objectives	City Plan Alignment
<p>Guiding Principle 3:  <b>Recognize and celebrate the diversity of communities and promote an excellent quality of life across the Region.</b></p>	<p><b>'Inclusive and compassionate'</b> is the relevant big city move for this guiding principle. The City Plan supports people meeting their basic needs, promoting healthy living and housing choice, and creating genuine spaces for people of all ages, backgrounds and abilities to express themselves.</p>
<p>3.1: Plan and develop complete communities within each policy tier to accommodate people's daily needs for living at all ages</p>	<p>The City Plan is people-centered and uses a district model to deliver complete communities (see map 2). In addition, the first policy chapter (guiding value of belong) contains multiple policies that promote community wellness and connection through age friendly design, access to basic amenities, and transportation networks. Applicable Schedule 6 Growth Plan density targets will be met.</p>
<p>3.2: Plan for and promote a range of housing options</p>	<p>The City Plan's doubling of Edmonton's population within the current city boundary requires the addition of low, medium and high density housing in all districts and nodes. Approximately 840,000 dwelling units are projected, of which 340,000 are expected to be low density residential, 280,000 medium density residential and 220,000 high density residential. Policy direction 1.3.3.3 speaks to Edmonton's affordability advantage. In addition, two City Plan targets relate directly to housing (see IX. Measurement).</p>
<p>3.3: Plan for and promote market affordable and non-market housing to address core housing need</p>	<p>The City Plan has one city building outcome (2.2), one policy intention (2.2.2), and three policy directions dedicated to affordable housing. This includes targets of eliminating core housing need in the region and eliminating chronic and episodic homelessness.</p>

EMRB Principles & Objectives	City Plan Alignment
<p>Guiding Principle 4:  <b>Achieve compact growth that optimizes infrastructure investment.</b></p>	<p><b>'Rebuildable City'</b> is the relevant big city move for this guiding principle. Networks, districts, and nodes and corridors will connect to the region and enable access to amenities and services including efficient use of infrastructure.</p>
<p>4.1: Establish a compact and contiguous development pattern to accommodate employment and population growth</p>	<p>The City Plan provides direction for a much more compact Edmonton through the development of nodes and corridors, mass transit and other systems and networks to support the population doubling. Also as stated in the following policy directions 2.3.2.3, City Plan will <i>"require substantial completion of the developing area before authorizing the preparation of statutory plans for contiguous future growth area"</i>. Finally, a defined expected benefit of the City Plan Concept is avoiding the need to develop 5,000 hectares of land, which can remain as agriculture.</p>
<p>4.2: Enable growth within built-up urban areas to optimize existing infrastructure and minimize the expansion of the development footprint</p>	<p>The City Plan establishes the following pattern areas (see map 9): redeveloping area, developing area and future growth area. City Plan policy states that the developing area must be substantially complete before authorizing the preparation of contiguous statutory plans for the future growth area. This focuses development around serviced or partially serviced lands. As Edmonton reaches two million residents, it is projected that 50% of net housing unit growth will occur through redevelopment in the built-up area, which optimizes existing infrastructure.</p>
<p>4.3: Plan and develop greenfield areas in an orderly and phased manner to contribute to complete communities</p>	<p>Based on the City Plan's vision and direction, the developing area and future growth area will be planned and built in alignment with applicable regional density targets (see policy 2.3.2.6) and policy guidance, including housing variety, transportation access and mixed use land uses in new plans as well as considering the environment, agricultural and fiscal impacts of growth.</p>
<p>4.4: Plan for and accommodate rural growth in appropriate locations with sustainable levels of local servicing</p>	<p>N/A</p>

4.5: Plan and develop mixed use and higher density centres as areas to concentrate growth of both people and jobs

The City Plan's nodes and corridors will enable the creation of targeted mixed use areas for employment and housing throughout the city (see map 3). Edmonton's nodes vary in size, from large, dense centres to smaller community focal points. Major nodes and district nodes are supported by density minimums (see Systems and Networks, Nodes and Corridors) that align with the Growth Plan's aspirational TOD Centres density targets in Schedule 6. Primary corridors are also intended to accommodate this intensity of people and jobs.

4.6: Prioritize investment and funding of regional infrastructure to support planned growth

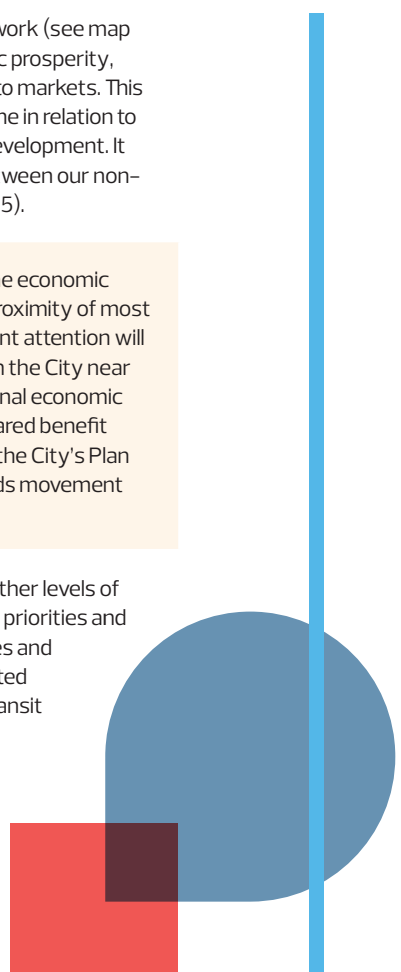
The City Plan supports the provision of a regional transportation system and energy corridors in alignment with regional priorities and in order to attract investment and provide access to businesses throughout the region. For example, policy direction 6.3.3.2 states *"collaborate with our surrounding communities regarding shared investment for shared benefit within the Edmonton Metropolitan Region"* and 4.3.2.2 states *"strengthen workforce access to local and regional employment areas through transit investment"*. This also applies to three mobility networks, which include regionally significant connections. See maps 6, 7, 8 and 12 for reference.

4.7: Ensure compatible land use patterns to minimize risks to public safety and health

The City Plan manages risks associated with heavy industry, oil and gas facilities, pipelines, railway corridors, utilities and utility corridors through policy, mapping and continuation of current practices (see map 12). Design and land use measures will continue to be applied to address risk and nuisance factors associated with resource extraction, processing, and reclamation, including separation and mitigation. (see policy 2.1.3.3)



EMRB Principles & Objectives	City Plan Alignment
<p>Guiding Principle 5: <b>Ensure effective regional mobility.</b></p>	<p>A <b>'Community of Communities'</b> is the relevant big city move for this guiding principle. The City Plan strives to maximize the efficiency of existing road infrastructure and implement targeted improvements in the road network using innovative technology and operational improvements to support regional prosperity.</p>
<p>5.1: Develop a regional transportation system to support the growth of the Region and enhance its regional and global connectivity</p>	<p>Edmonton's mobility system is essential to The City Plan and growth in the city, particularly because the Transportation Master Plan is a major component of the City Plan. The mobility system consists of three integrated networks: active transportation, transit, and roadway and goods movement. These networks are planned to grow and evolve with the city and maintain multi-modal connectivity within and throughout the region (see maps 6, 7, and 8). For example, policy direction 4.3.2.1 states <i>"improve multi-modal connectivity to and from neighbouring municipalities and jurisdictions within the Edmonton Metropolitan Region"</i>.</p>
<p>5.2: Encourage a mode shift to transit, high occupancy vehicles and active transportation modes as viable alternatives to private automobile travel, appropriate to the scale of the community</p>	<p>The City Plan guides mode shift through concentrated mixed use development in our system of nodes and corridors. In addition, our districts will provide a range of destinations, services, and amenities that will enable shorter travel times using a variety of transportation modes. Districts will be connected to each other through the mobility network. The City Plan targets 50 percent of trips to be made by transit and active modes (such as walking and bicycling) at two million people. For example, policy direction 4.4.1.1 states <i>"encourage a shift to transit and active transportation options"</i>.</p>
<p>5.3: Coordinate and integrate land use and transportation facilities and services to support the efficient and safe movement of people, goods and services in both urban and rural areas</p>	<p>The City Plan's Roadway and Goods Movement network (see map 8) is critical to supporting local and regional economic prosperity, connecting people to opportunities and businesses to markets. This network and its infrastructure will transform over time in relation to new technologies and denser, mixed use forms of development. It is also vital that transportation moves efficiently between our non-residential areas within the city and region (see map 5).</p>
<p>5.4: Support the Edmonton International Airport as northern Alberta's primary air gateway to the world</p>	<p>Collaboration with regional partners will maximize the economic benefit of the Edmonton International Airport. The proximity of most of the City Plan's future growth area means significant attention will be paid to the interface between development within the City near the airport, including transit. This also relates to regional economic development and ongoing shared investment for shared benefit conversations. The airport is particularly relevant to the City's Plan non-residential opportunities and roadway and goods movement (see maps 5 and 8).</p>
<p>5.5: Ensure effective coordination and alignment of regional transportation policies and initiatives between all jurisdictions</p>	<p>Collaboration with regional partners, agencies, and other levels of government is vital to creating a strong alignment of priorities and this is stated throughout the City Plan. This influences and occurs through ongoing projects such as the Integrated Regional Transportation Master Plan and Regional Transit Services Commission.</p>



EMRB Principles & Objectives	City Plan Alignment
<p>Guiding Principle 6:  <b>Ensure the wise management of prime agricultural resources.</b></p>	<p>The relevant big city move for this guiding principle is <b>'Greener as we grow'</b>, and more specifically, city building outcome 5.3 <i>Edmonton maintains and invests in regionally significant ecological connectivity, natural assets, agricultural lands and infrastructure services</i>.</p>
<p>6.1: Identify and conserve an adequate supply of prime agricultural lands to provide a secure local source of food security for future generations</p>	<p>Edmonton's non-residential areas form an essential part of the city and are necessary to support ongoing business growth and investment. Non-residential opportunities identified within Edmonton's future growth area will be protected for agricultural development over the long-term, thereby making a contribution to food security (see map 5).</p>
<p>6.2: Minimize the fragmentation and conversion of prime agricultural lands to non-agricultural uses</p>	<p>Limited agricultural areas are identified for the long term conservation and ongoing support of agricultural lands and activities. Minimizing fragmentation and conversion of agricultural land is specifically outlined in City Plan policy intention 5.3.1: <i>"support the conservation of agricultural land to reduce its loss and fragmentation and contribute to economic development and resilience in the food system"</i>.</p>
<p>6.3: Promote diversification and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system</p>	<p>The City Plan policy direction 5.3.1.1 states <i>"facilitate urban agricultural activities and protect agricultural operations through regulation, programming, land use and design"</i>. This includes advocating for and supporting a sustainable food system.</p>

## APPLICATION SUMMARY

### INFORMATION

Application Type:	Plan Adoption
Charter Bylaw:	20000
Location:	Generally bounded by 259 Avenue NW to the north, Range Road 232 to the east, Highway 19 to the south, and Range Road 261 to the west.
Addresses:	Multiple Addresses
Legal Descriptions:	Multiple Legal Descriptions
Site Area:	Approximately 78,250 hectares
Neighbourhood:	Includes all neighbourhoods within municipal boundary
Notified Community Organizations:	Over 94 community, business, industry and institutional organizations have been notified.
Applicant:	Urban Form and Corporate Strategic Development

### PLANNING FRAMEWORK

Current Zone(s) and Overlay(s):	N/A
Proposed Zone(s) and Overlay(s):	N/A
Plans in Effect:	N/A
Historic Status:	Includes all historic and heritage resources contained within the municipal boundary.

Written By:	Michael Strong
Approved By:	Tim Ford
Branch:	Development Services
Section:	Planning Coordination