

Exhibition Lands Implementation Strategy

Recommendation

1. That the April 26, 2021, Financial and Corporate Services report CR_8382, be received for information.
2. That Attachment 2 of the April 26, 2021, Financial and Corporate Services report CR_8382, remain private pursuant to sections 24 (advice from officials) and 25 (disclosure harmful to economic and other interests of a public body) of the *Freedom of Information and Protection of Privacy Act*.

Executive Summary

The Exhibition Lands provides an opportunity for sustainable, transit-oriented city building in the heart of North Edmonton. From 2017 to 2020, the City undertook the creation of a Planning Framework for the Exhibition Lands. The Planning Framework established a long-term vision and priorities for the redevelopment over the next 30 years. The Exhibition Lands is identified as a District Node in The City Plan, with an Invest Activation Approach for the 1.25 million population horizon.

The Exhibition Lands Implementation Strategy outlines the internal structures and actions required to bring the vision of the Exhibition Lands Planning Framework to fruition. The Implementation Strategy will evolve in response to market conditions, fiscal priorities, other factors and lessons learned.

The Implementation Strategy is comprised of five key sections that speak to how Administration plans to deliver on the vision and goals set out in the Exhibition Lands Planning Framework:

- Document purpose, scope, mandate & operating principles
- Project governance
- Development facilitation process
- Implementation timeline
- Engagement, communications and marketing.

Report

Background

The Edmonton Exhibition Lands Planning Framework was initiated following Northlands' surrender of the site, including the Coliseum and Spectrum facilities, in

2017. The purpose of the Planning Framework is to provide a clear vision and policies for future development within the plan area over the course of the next 30 years. The Planning Framework's intent is to harness the area's potential for sustainable, transit-oriented development that capitalizes on access to the Capital Line LRT, connects to surrounding neighbourhoods, generates employment, enhances recreational opportunities, and celebrates the area's role as an events destination.

On March 15, 2021, following the third reading of Charter Bylaw 19267, Council passed the Adoption of the Edmonton Exhibition Lands Planning Framework. The Implementation Strategy (Attachment 1) outlines the key factors, crucial actions and the administrative processes required to deliver on the vision and goals outlined by the Planning Framework.

Implementation Strategy Development

In collaboration with internal and external stakeholders, Administration identified the Planning Framework elements that needed further detail to build-out the proposed implementation roadmap for the Exhibition Lands over the next 30 years, including:

- *Introduction* - Provides the overall purpose, scope, mandate, and operating principles that guide the City's implementation of the Exhibition Lands Redevelopment.
- *Project Governance* - Identifies and assigns responsibilities for key aspects of implementation and identifies necessary lines of communication and reporting protocols.
- *Development Facilitation Process* - Identifies the main components of the development facilitation process, including land preparation and development coordination. Land preparation includes city building projects, land management, site clearance and preparation, and planning and construction of collector roads and servicing. The development coordination process includes selecting development partners; assessing, refining and reviewing development concepts; finalizing land sales; planning approvals; and ongoing monitoring of redevelopment.
- *Implementation Timeline* - Provides overall high-level phasing and coordination of implementation projects, including city building projects, demolitions, land sales and overall redevelopment of the Exhibition Lands.
- *Engagement, Communications, and Marketing* - Provides initial guidance on coordinated engagement, communications, marketing, identifying key audiences and initial messaging/mechanisms.

Purpose, Scope, Mandate & Operating Principles

The Implementation Strategy provides a roadmap for a successful redevelopment that aligns with the vision and policies of the Exhibition Lands Planning Framework, The City Plan and Edmonton's Energy Transition Strategy. Specifically, to climate action, the Implementation Strategy sets the expectation that all building development will achieve net-zero energy performance by 2030.

The City's mandate, as detailed in the Implementation Strategy, is to represent the vision and integrity of the Exhibition Lands Planning Framework and to align with The City Plan's growth approach for the 1.25 million population horizon. Collaboration with internal and external stakeholders, and leveraging and enabling catalytic investments that serve to unlock the redevelopment potential, will be crucial to ensure timely delivery of the City infrastructure responsibilities and gain the confidence of investors and the public.

Project Governance

The Implementation Strategy establishes the specific governance structures for the Exhibition Lands Redevelopment, which defines the City's role as the primary facilitator of the overall development process over the next 30 years. Several major roles and responsibilities of both the City of Edmonton and the Development Partner are also defined to ensure transparency, accountability, and coordination for all aspects of implementation.

City Administration, in its role as development facilitator, will have the most direct influence on implementation, being responsible for the preparation and management of lands for sale through to the selection of successful development partners and monitoring of development completion. Administration will concentrate efforts on three concurrent streams of workflow: Project Development & Delivery, Property Management & Sales, and Marketing & Communications.

Development Facilitation Process

As detailed in the Implementation Strategy, the overall Development Facilitation Process is broken into two elements: Land Preparation Process and the Development Coordination Process.

The Land Preparation Process includes both the site preparation and improvements of the land parcels identified as saleable, but also executing the city building projects that are crucial to the success of the Exhibition Lands redevelopment.

The Exhibition Lands Planning Framework identifies five city building projects as part of the area redevelopment:

1. Borden Park reconfiguration and expansion

2. Potential LRT Operating and Maintenance Facility - as part of broader LRT service strategy
3. New LRT station at 115 Avenue
4. Coliseum LRT station replacement/relocation
5. 'Urban Boulevard' reconfiguration of Wayne Gretzky Drive

Implementation Timeline

The Implementation Strategy puts a target timeline on key milestones related to the redevelopment horizon, while understanding that Administration will need to be nimble to adjust to market and economic factors which will undoubtedly affect these timelines over the next 30 years.

In the short-term, the key milestones include the commitment from Council to invest in the first round of catalytic City building projects, including the demolition of the Coliseum along with the construction of the 115 Avenue (South Village) LRT station and master-planning of the Borden Park reconfiguration & expansion. Alongside those public investments, Administration will begin development of the more market-ready short-term development parcels located in the south portion of the site area. These include peripheral portions of the South Transit Village adjacent to Borden Park, as well as the Civic/Education anchor, for which Administration continues to engage in negotiations with potential partner anchors.

In the short-term, Administration will also review potential reuse and condition of buildings on the Exhibition Lands, as described in the April 26, 2021, Financial and Corporate Services report FCS00191, Potential for Adaptive Re-use of Buildings on Exhibition Lands.

As development begins and land transfers to development partners, the next phase, or medium-term plan is for continued development of the site expanded to the central and east areas. Development will be contingent on land sales of previously developed parcels along with continued public dollar investment into reconstruction of the collector road network and staged demolition of the Northlands buildings.

The long-term portion of the timeline considers when and how the areas north of 118 Avenue can begin development. Primarily, the site of the Coliseum (to be demolished in an earlier phase), and the newly relocated 119 Avenue LRT station and Transit Centre, along with the proposed realignment of Wayne Gretzky Drive. As with the previous redevelopment milestones, long-term steps will rely heavily on market and economic factors, along with the past and future profitability and absorption outlooks of the overall Exhibition Lands project.

Engagement, Communications, and Marketing

The Exhibition Lands Planning Framework undertook a robust engagement process, which included public and stakeholder input and participation throughout the creation

of the Area Redevelopment Plan. The Implementation Strategy will build upon this process and continue to focus upon the relationships that have been identified as crucial to the long-term success of this project. Previous and planned engagement with the public, stakeholders and potential development partners is detailed in Attachment 1.

The development of the Exhibition Lands Planning Framework considered GBA+ impacts into the overall neighbourhood planning and the Implementation Strategy will align with those decisions made in the Planning Framework.

Budget/Financial

Budget and financial considerations are included in private Attachment 2.

Corporate Outcomes and Performance Management

Corporate Outcome(s): Edmonton is attractive and compact			
Outcome(s)	Measure(s)	Result(s)	Target(s)
Integrated land use enables areas of increased density and employment, helps to build and sustain great places, and leverages the City's return on investment while meeting the needs of residents.	Units per net hectare	TBD	75.6 units per net hectare
	Low-to-medium/ high density unit ratio	TBD	41% : 59% unit ratio
Edmontonians use public transit and active modes of transportation.			
Transit is accessible and affordable to Edmontonians.	% of neighbourhood population within 400m of transit service (LRT)	TBD	100%
The City of Edmonton has sustainable and accessible infrastructure			
The City optimizes diverse forms of public infrastructure through accessible design, operation and maintenance.	% of neighbourhood population within 400m of parkland	TBD	100%
	% of neighbourhood population within 600m of commercial services		100%

Attachments

1. Edmonton Exhibition Lands Implementation Strategy
2. PRIVATE - Budget & Financial Considerations

Others Reviewing this Report

- G. Cebryk, Deputy City Manager, City Operations

- A. Laughlin, Deputy City Manager, Integrated Infrastructure Services
- R. Smyth, Deputy City Manager, Citizen Services
- S. McCabe, Deputy City Manager, Urban Form and Corporate Strategic Development
- C. Owen, Deputy City Manager, Communications and Engagement
- K. Fallis-Howell, Acting City Solicitor