CHAPTER 5: IMPLEMENTATION

5.1 Transition to the Edmonton Metropolitan Region Growth Plan

The implementation of the Edmonton Metropolitan Region Growth Plan requires continued collaboration among CRB members, the Government of Alberta and other regional stakeholders.

This section provides guidance and direction to transition to the Edmonton Metropolitan Region Growth Plan. It describes how the policies will be implemented and interpreted, the roles of the various partners and resourcing to implement the Plan. It also lists future work that needs to be undertaken, as outlined in earlier sections, and how this work will be incorporated into the Plan.

As the mandate and authority of the CRB are derived from the Municipal Government Act (MGA) and its Regulation, the Plan will come into force once it is approved by the Government of Alberta.

This Growth Plan introduces a number of transition mechanisms to implement the Plan. The transition mechanisms are subject to approval by the Government of Alberta, as indicated in Section 5.5.
5.1.1 Existing Area Structure Plans

Consistent with the CRB Regulation, existing area structure plans that were adopted in accordance with the MGA prior to the date this Plan comes into force will remain in effect and will be grandfathered. Substantive amendments to these approved plans will be subject to the Regional Evaluation Framework (REF) evaluation, as established through the REF submission criteria.

Agricultural impact assessments are not required for existing area structure plans unless they are amended to expand their boundaries into new greenfield areas. This also applies to any sub-area or lower level plans under existing area structure plans.

5.1.2 Regional Context Statements

To address the time lag between the approval of the Growth Plan and the updating of municipal development plans (MDP) for conformance with the Growth Plan, regional context statements (RCS) are intended as a transition mechanism. CRB members will prepare a statement outlining how their existing MDPs conform with, or diverge from the new Growth Plan, and how they will bring their MDP into compliance.

The preparation of a RCS applies to the following:

a. member municipalities that are required by the MGA to prepare MDPs, must submit a RCS to the CRB for information within one year of the Growth Plan being approved by the Government of Alberta;

b. in general, RCSs shall describe how existing MDPs will be brought into conformance with the following key Growth Plan items including:
   i. Edmonton Metropolitan Regional Structure including delineation of the policy tiers and structure components;
   ii. spirit and intent of the Economic Competitiveness and Employment policy area including the recognition and support of major, local and resource-based employment areas and the depiction of major employment areas in municipal mapping;
   iii. spirit and intent of the Natural Living Systems policy area including the recognition of natural living systems identified in this Growth Plan;
   iv. spirit and intent of Community and Housing policy area including the recognition of complete communities, housing diversity and addressing core housing need;
   v. spirit and intent of the Integration of Land Use and Infrastructure policy area, including, but not limited to:
      a. minimum greenfield densities;
      b. aspirational intensification targets and centres target;
      c. identification of centres and definition of built-up urban areas and delineation in municipal mapping;
      d. identification of growth hamlets in the rural area; and
      e. country residential policy and density target;
   vi. spirit and intent of the Transportation Systems policy area, including recognition of the regional transportation infrastructure and modal shift policies;
   vii. spirit and intent of the Agriculture policy area, including the recognition of prime agricultural lands (according to LSRS classification system) pending completion of the Regional Agriculture Master Plan and definition of a regional land evaluation and site assessment tool; and

c. The councils of member municipalities shall adopt RCS by resolution and submit them to the CRB.

5.1.3 Municipal Development Plans

MDPs are an essential means of implementing this Growth Plan. Member municipalities that are required by the MGA to prepare MDPs shall update their MDP to conform to this Growth Plan within three years of this Plan coming into effect. This transitional item is subject to approval by the Government of Alberta and is reflected in Section 5.5.
Implementation Mechanisms

5.2.1 Regional Evaluation Framework
The Government of Alberta established the REF as the mechanism for the evaluation of the conformance of statutory plans with the 2010 Growth Plan.

To support the future requirement of ensuring conformance by member municipalities with this Plan, the CRB will work with the Government of Alberta to ensure that the REF is updated and aligns with this Plan to ensure the following:

a. the overall intent of REF remains the same;
b. the submission criteria extends screening of regionally significant amendments to MDPs and intermunicipal development plans (IDPs);
c. the evaluation criteria reflects the guiding principles, objectives and policies of the Growth Plan;
d. the evaluation criteria, where appropriate, reflects measurable targets (e.g., minimum greenfield densities) of the Growth Plan;
e. the evaluation criteria reflects applicable features identified through mapping within the schedules of the Growth Plan;
f. redundancies in the existing REF’s evaluation criteria be removed;
g. use of the population and employment projections within the Growth Plan serves only as a planning tool and not evaluation criteria or cap; and
h. the evaluation criteria includes a demonstration of the long term financial viability of the development.

5.2.2 Non-Statutory Plans
The REF is the mechanism for the CRB to evaluate the implementation of the Growth Plan, however it only applies to statutory plans. In an effort to address concerns about the ability to adequately monitor municipal growth and the use of non-statutory planning documents (e.g., outline plans) to accommodate growth, the CRB recommends that all employment and population growth within the Region be planned through statutory plans or conceptual schemes as defined by the MGA. This recommendation is reflected in Section 5.5.

5.2.3 Referral of Non-Statutory Master Plans
Municipalities may undertake major non-statutory master planning exercises that affect growth and more importantly, may have an impact on the implementation of the Growth Plan. Transportation master plans and agriculture master plans are two such non-statutory master plans that typically extend over an entire municipality and influence how land and transportation corridors are planned. There are also intermunicipal dimensions that could result from such plans and potentially be in conflict or inconsistent with the Growth Plan.

To enable conformity between municipal actions and the Growth Plan, a member municipality that undertakes a transportation master plan or agriculture master plan will include the CRB as a regional stakeholder as part of the external referral process for review and comment before the plan is considered for approval by its Council.

The CRB will provide written comments on the alignment of the master plans with the guiding principles, objectives and policies of the Growth Plan.
5.2.4 Amendments to the Growth Plan

The CRB may consider amendments to the Growth Plan by adopting an enabling procedure through the bylaws within the CRB Regulation. Proposed amendments may be submitted by the Board or a member municipality in writing. All amendments to the Growth Plan require approval by the Board and the Government of Alberta.

5.2.4.1 Amendments to the Edmonton Metropolitan Structure

The metropolitan area tier may be reviewed and considered for amendment prior to the next Growth Plan review to address municipal land use studies that are underway or various forms of municipal restructuring approved by the Government of Alberta that impact the contiguity of the policy tier. The proposed amendment shall:

a. demonstrate the need to accommodate employment and population growth to 2044;

b. be consistent with the guiding principles, objectives and policies of the Plan; and

c. be subject to CRB approval.

5.2.4.2 Special Study Areas

Special study areas will be considered to address intermunicipal areas that may require special policy consideration to resolve regional growth issues within a defined geographic area. Special study areas may address highly specific circumstances needing further detailed study or analysis by affected member municipalities.

Special study areas shall:

a. be proposed by the proponent(s) with a supporting terms of reference addressing: the proposed study area, the growth-related issues to be addressed, the proposed planning process, timing, and the involvement of municipalities and other stakeholders;

b. be initiated through CRB approval;

c. be prepared in a collaborative manner between the involved municipalities and other stakeholders;

d. include area specific policies and initiatives that shall be consistent with the guiding principles, objectives and policies of this Plan; and

e. be approved by the CRB and implemented through statutory plans.

Until any special study is completed and the recommendations approved by the CRB and Government of Alberta and implemented through statutory plans, the area will be subject to all applicable policies of this Plan.

5.2.4.3 Amendments to Incorporate Outcomes of Future CRB Studies

Future CRB studies and initiatives identified in Section 5.4 are necessary to implement the key policies of this Plan. The outcomes of these studies shall be approved by the CRB and the Government of Alberta and incorporated through subsequent formal amendments to this Plan.
5.2.5 Updates to the Growth Plan

To ensure the Growth Plan continues to guide planning and management of growth in the Region, the CRB is committed to ‘evergreening’ the Plan through a two year update, a five year interim review followed by a comprehensive review every ten years.11

5.2.5.1 Two Year Update to Incorporate Outcomes of Future CRB Studies

There are several future CRB studies and initiatives intended for completion within two years of Growth Plan approval by the Government of Alberta, as detailed in Section 5.4 of this Plan. These studies are necessary to further inform key policies of the Growth Plan and their implementation.

The CRB should undertake a two-year update of the Growth Plan to incorporate the outcomes of the following studies:

a. Land Evaluation and Site Assessment Tool; and
b. Regional Agriculture Master Plan.

5.2.5.2 Five Year Interim Review

The CRB will undertake a five year interim review of the Growth Plan to:

a. review and update employment and population projections to align with releases of federal census data;

b. consider the need for amendments to the Plan if results of the key performance indicators show that the outcomes are not being met; and

c. amend the Growth Plan to integrate the outcomes of other future work.

5.2.5.3 Ten Year Comprehensive Review

The CRB will undertake a ten year comprehensive review and update of the Growth Plan with work beginning in the eighth year of this Growth Plan coming into effect. The terms of reference for the Growth Plan update process and requirements will be determined by the CRB in consultation with the Government of Alberta.

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11 The update process and future CRB studies are subject to funding approval.
5.2.6 Monitoring and Reporting

Monitoring, evaluating and reporting on changes in the Region and the implementation of the Plan are critical to analyzing and understanding the effectiveness of the Growth Plan and enabling its success. The CRB will use the information to initiate corrective action where and when the guiding principles, objectives and policies of the Growth Plan are not being achieved.

Key Performance Indicators

Building on the success of the Capital Region Geographic Information Services database, key performance indicators (KPIs) will be used to determine if the actions of the CRB member municipalities are achieving the desired outcomes of this Plan.

The CRB will collect and analyze data for an initial set of KPIs to monitor and evaluate regional trends over the Growth Plan horizon. Data pertinent to these KPIs will be obtained from a variety of sources including member municipalities, federal and provincial agencies, relevant regional stakeholder organizations and agencies, and subject matter experts in the stakeholder community. Data and observations generated through the monitoring of the KPIs will be published in an annual report.

Refer to Appendix F. Key Performance Indicators for a comprehensive list of key performance indicators.

5.2.7 Capital Region Geographic Information Services

The Capital Region Geographic Information Services (CRGIS) will be used as one of the CRB’s principal tools to record, track and convey information on growth within the Region and other geographic-specific KPIs. The CRGIS is critical to annual monitoring and the interim and comprehensive reviews of the Growth Plan.12

The CRGIS will be used to maintain maps and update key information as growth occurs and future work items are completed. Items to be mapped include, but are not limited to:

- the development of major employment areas;
- additional natural living systems, restoration areas, and ecological areas;
- prime agricultural lands identified for conservation through the land evaluation and site assessment tool;
- the delineation of urban, rural and sub-regional centres and TOD centres;
- delineation of built-up urban areas, planned areas and depiction of growth patterns;
- growth hamlets identified by member municipalities;
- infrastructure, transportation and transit corridors;
- land uses requiring land use buffers; and
- the delineation of recreation corridors.

12 The CRGIS includes a public website (www.capitalregion.maps.arcgis.com) with a compendium of interactive maps, applications and regional open data that supports the policy areas of the Growth Plan. This tool continues to evolve and advance and is fully accessible to the public.
5.3 Regional Collaboration and Advocacy

The success of this Growth Plan depends on the active engagement and collaborative effort of the CRB to support the Plan. Board members are the best advocates for the Growth Plan at the local level through their municipal actions and decisions. They can be equally persuasive at the provincial and federal levels by building relationships and advocating for funding and operational support for the Plan’s goals to other orders of government. Member municipalities can be effective ambassadors to the private sector by engaging in constructive dialogue over how to work collaboratively to achieve the goals of this Plan and to Re-imagine. Plan. Build. this dynamic Edmonton Metropolitan Region.

5.4 Future CRB Studies and Initiatives

There are a number of future work items necessary to implement key policies of the Plan by policy area, as detailed in Table 2. The work items are subject to internal and external funding sources, as detailed in Appendix A.

<table>
<thead>
<tr>
<th>TABLE 2: Future Studies and Initiatives</th>
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<tbody>
<tr>
<td>Future Study or Initiative</td>
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<td>Economic Competitiveness and Employment</td>
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<td>Natural Living Systems</td>
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<td>Communities and Housing</td>
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<td>Regional and Sub-regional Plans</td>
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<td>Our Affordable Future – Market Affordable Housing Framework Implementation</td>
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<tr>
<td>Exploration of Best Practices to Implement Complete Communities</td>
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<tr>
<td>Future Study or Initiative</td>
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<tr>
<td>Integration of Land Use and Infrastructure</td>
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<tr>
<td>Regional Infrastructure Master Plan</td>
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<tr>
<td>Transportation Systems</td>
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<tr>
<td>Integrated Regional Transportation Master Plan (IRTMP)</td>
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<tr>
<td>Regional Transportation Priorities</td>
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<tr>
<td>Agriculture</td>
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<td>Land Use Planning and Conservation Tools</td>
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<td>Implementation</td>
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<td>REF 2.0</td>
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<tr>
<td>Regional Transit Cost Sharing Formula</td>
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<tr>
<td>Municipal Planning Toolkit</td>
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</tbody>
</table>
### 5.5 Recommendations to the Government of Alberta

Sections 5.1 and 5.2 outline the steps necessary to facilitate a smooth transition to the Edmonton Metropolitan Region Growth Plan by member municipalities. The following table describes the specific recommendations to the Government of Alberta to enable implementation of the Growth Plan.

<table>
<thead>
<tr>
<th>Implementation Mechanism</th>
<th>Legislation</th>
<th>Recommended Amendment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing Statutory Plans</td>
<td>Capital Region Board Regulation, Sections 20(5) and 23</td>
<td>That statutory plans, other than MDPs, that were adopted in accordance with the MGA prior to the date of approval of this Growth Plan by the Government of Alberta, remain in full force and effect.</td>
</tr>
<tr>
<td>Regional Context Statement</td>
<td>Capital Region Board Regulation, Section 19(1)</td>
<td>That member municipalities that are required by the MGA to prepare MDPs must review their MDPs to determine what changes are required to bring their MDPs into conformance with the Growth Plan and submit a regional context statement (RCS) to the CRB for information within one year of the Growth Plan being approved by the Government of Alberta.</td>
</tr>
<tr>
<td>Municipal Development Plans</td>
<td>Capital Region Board Regulation, Section 19</td>
<td>That conformance to the Growth Plan through MDPs be achieved within three years of the approval of the Growth Plan by the Government of Alberta.</td>
</tr>
<tr>
<td>Non-Statutory Plans</td>
<td>Municipal Government Act</td>
<td>That all new growth within the Region be accommodated through statutory plans or conceptual schemes as defined by the Municipal Government Act.</td>
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</tbody>
</table>
| Regional Evaluation Framework      | Regional Evaluation Framework                                               | That the Regional Evaluation Framework be amended to reflect the Edmonton Metropolitan Regional Structure, guiding principles, objectives and policies of the Growth Plan and reflect the following:  
  • overall intent of REF remains the same;  
  • submission criteria are improved to extend screening of regionally significant amendments to municipal development plans and intermunicipal development plan;  
  • evaluation criteria reflect the guiding principles, objectives and policies of the Growth Plan;  
  • evaluation criteria reflect measurable targets (e.g., minimum greenfield densities) where applicable;  
  • redundancies in the evaluation criteria are removed; and  
  • employment and population projections are not included as evaluation criteria. |
5.6

Summary of Roles and Responsibilities

The Government of Alberta, CRB, and member municipalities have specific roles in the implementation of the Growth Plan.

5.6.1 Government of Alberta

To implement the Growth Plan, the Government of Alberta will need to:

a. approve the Growth Plan;

b. approve CRB recommendations regarding amendments to provincial legislation;

c. collaborate with the CRB on the implementation of the guiding principles, objectives and policies of the Growth Plan;

d. support regional agriculture, infrastructure, transportation and housing priorities, and outcomes of future work (e.g., Regional Agriculture Master Plan, land evaluation and site assessment tool, updates to the Integrated Regional Transportation Master Plan, Regional Infrastructure Master Plan), and

e. consider the Growth Plan policy framework when planning investments and funding, including but not limited to: transportation; health; education; cultural amenities; housing; and agriculture supportive tools and infrastructure.

5.6.2 Capital Region Board

To implement the Growth Plan, the CRB will need to:

a. maintain, amend and update the Growth Plan as prescribed by provincial regulation;

b. ensure conformance of municipal plans with the Growth Plan by reviewing statutory plans and amendments thereto submitted under the REF;

c. review and receive regional context statements as information;

d. provide comment on transportation master plans and agriculture master plans and agriculture strategies circulated by municipalities;

e. produce and submit an annual monitoring report to the Government of Alberta;

f. develop work plans and budgets for interim and comprehensive reviews of the Growth Plan;

g. collaborate with stakeholders and advocate for regional priorities related to the objectives of the Growth Plan; and

h. facilitate future CRB work items including, but not limited to:

i. a land evaluation and site assessment tool to assess, qualify and quantify prime agricultural lands;

ii. a Regional Agriculture Master Plan;

iii. updates to the Integrated Regional Transportation Master Plan;

iv. a Regional Infrastructure Master Plan;

v. Sub-regional and Regional Housing Plans;

vi. an Integrated Regional Open Space Master Plan;

vii. an update to the Municipal Planning Toolkit, and

viii. complete the carryover work from the 2010 Growth Plan.

5.6.3 Member Municipalities

To implement the Growth Plan, the CRB’s member municipalities will need to:

i. submit a regional context statement within one year of the Growth Plan being approved by the Government of Alberta, in accordance with Section 5.1.2;

j. update their MDP within three years of the Growth Plan approval by the Government of Alberta;

k. implement the guiding principles, objectives and policies of the Growth Plan through statutory plans, transportation master plans and agriculture master plans and agricultural strategies;

l. submit statutory plans and amendments to the CRB for review in accordance with the REF;

m. circulate transportation master plans and agriculture master plans and agriculture strategies to the CRB for review and comment; and

n. submit relevant data to the CRB on established key performance indicators to support the CRB’s monitoring and reporting responsibilities.
5.7 Implementation and Interpretation of Greenfield, Intensification and Centres Targets

The following provides further detail to interpret and apply the minimum greenfield density, and centres density targets.

5.7.1 Minimum Greenfield Density

Minimum greenfield density shall be used and interpreted as follows:

a. minimum greenfield density is measured at the area structure plan level as the average number of dwelling units per net residential hectare (du/nrha);

b. all area structure plans proposed and approved after this Plan comes into effect shall comply with the required minimum greenfield density in accordance with Schedule 6;

c. the minimum greenfield density shall be measured as the average dwelling units per net residential hectare within an area structure plan;

d. the density within a portion of an area structure plan, such as an neighbourhood area structure plan or similar sub-area plan, may be lower than the minimum greenfield density, as long as the variation at the sub-area structure/neighbourhood plan level does not exceed five (5) dwelling units below the required minimum greenfield density. Notwithstanding this permitted variation, the overall total area structure plan area shall meet the required minimum greenfield density;

e. existing area structure plans excluding municipal development plans with land use and/or zoning permissions shall remain in effect as per Section 5.1.1. Notwithstanding that existing area structure plans remain in effect, amendments to approved plans may be subject to REF evaluation, as established through the REF submission criteria;

Refer to Part B. Regional Policies, Objective 4.3 for policies on greenfield areas.
5.7.2 Intensification Targets

Intensification targets shall be used and interpreted as follows:

a. intensification is measured as the percentage of new dwelling units that are constructed within the built-up urban area of an urban community each year;

b. intensification targets are aspirational in nature. Member municipalities will plan to work toward achieving the target by 2044 and will demonstrate how in MDPs and other statutory plans;

c. the achievement of the centres density target will contribute to the overall achievement of the intensification target, if the centre is located within the built-up urban area;

d. member municipalities are encouraged to meet and exceed intensification targets;

e. the achievement of intensification targets will be measured on an annual basis by member municipalities with data provided to the CRB for monitoring and reporting purposes.

f. member municipalities are encouraged to exceed the minimum greenfield density, particularly in locations with multi-modal transportation access and/or proximity to major employment areas;

g. if an urban centre or a TOD centre identified in Schedule 2 is located within a greenfield area that will be part of a new area structure plan, the area and planned density for the urban centre or a TOD centre may be considered together with the remainder of the lands within the area structure plan for the purposes of meeting the required minimum greenfield density for the area structure plan;

h. area structure plans for new greenfield areas will be subject to REF, and all REF applications shall include a land use statistics summary table indicating the dwelling units per net residential hectare for each sub-area/ neighbourhood plan and the overall total for the area structure plan;

i. all subsequent lower level plans such as subdivision plans and development permits shall comply with the density approved in the area structure plan as well as the densities of sub-area plans;

j. notwithstanding the reference to area structure plans as the statutory plan for establishing the minimum greenfield density for a plan area above, municipalities with a population of less than 5,000 can utilize their municipal development plan to address and satisfy the provisions and requirements of Policy 4.3.1 and Section 5.7.1, and

k. the achievement of minimum greenfield density will be measured on an annual basis by member municipalities with data provided to the CRB for monitoring and reporting purposes.

5.7.3 Centres Density Target

Centres density targets shall be used and interpreted as follows:

a. the centres density target for urban centres and sub-regional centres will be measured as dwelling units per net residential hectare (du/nrha) and be applied to the area delineated by the member municipality as the boundary of the centre;

b. the centres density target for TOD centres will be measured as a total of people and jobs per gross hectare and will be applied to the area delineated by the member municipality as the boundary of the TOD centre;

c. the centres density targets are aspirational in nature. Member municipalities will plan to work toward achieving the target by 2044 and will demonstrate how in MDPs and other statutory plans;

d. member municipalities are encouraged to meet and exceed centres density targets over the 30 year life of the Plan; and

e. the achievement of centres density targets will be measured on an annual basis by member municipalities with data provided to the CRB for monitoring and reporting purposes.

Refer to Part B. Regional Policies, Objective 4.2 for policies on intensification.

Refer to Part B. Regional Policies, Objective 4.5 for policies on centres.