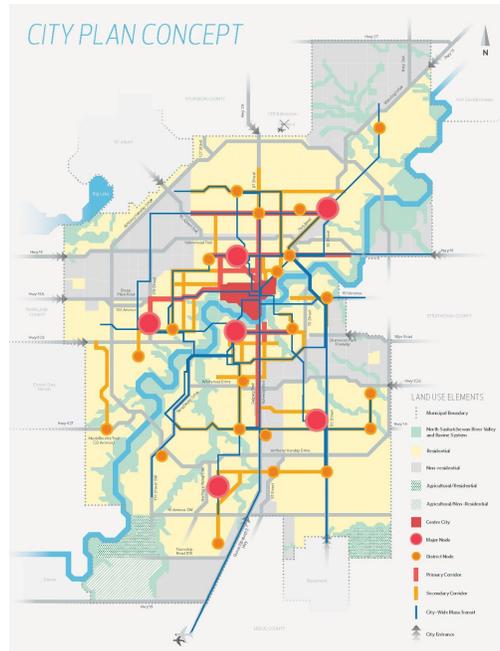




ADMINISTRATION REPORT PLAN ADOPTION CITY-WIDE

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, 2019 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](#)