

# Edmonton City Centre Airport Lands – Relationship to Major Plans and Possible Next Steps

## Recommendation:

That the Roadmap as outlined in Attachment 2 of the Deputy City Manager's Office report 2008DCM032 be approved.

## Report Summary

**This report provides a road map regarding the relationship of the Edmonton City Centre Airport Lands to the major plans currently in preparation and outlines possible next steps in the review of the Airport Lands. The report summarizes issues within the City's authority raised at the non-statutory public hearing.**

## Previous Council/Committee Action

At the September 2/3, 2008, Special Executive Committee meeting, the following motions were passed:

- That Administration return to the October 8, 2008, Executive Committee meeting with a road map that outlines the use of the Edmonton City Centre Airport lands and how it fits into plans such as the Municipal Development Plan, Transportation Master Plan, Envision Edmonton, and Capital Region Plan, and possible next steps.
- That Administration prepare a summary of issues raised at the

September 2/3, 2008, City Centre Airport public hearing that are within the City of Edmonton's authority and report to the October 8, 2008, Executive Committee meeting.

## Report

### ***How ECCA Lands Fit Into Major Plans***

There are several current planning initiatives regarding the major physical structure and transportation infrastructure of the City and Region. These studies and plans establish a context for decision making regarding the Edmonton City Centre Airport (ECCA) lands. Attachment 1 provides an analysis of the relationship of the ECCA lands to the policy directions emerging in the land use and transportation plans.

The plans considered are the Capital Region Board's development scenarios, City Vision and City of Edmonton Strategic Plan 2009 – 2018, Municipal Development Plan, Transportation Master Plan and the new Downtown Plan.

When the major current and proposed plans are assessed, several consistent features emerge relevant to the use of ECCA lands:

- The regional and City plans are anticipating a change in the physical form of City and, potentially, the region. The current dispersed, low density form of development is seen as unsustainable from a variety of perspectives.
- There will be more emphasis on intensive development, mixed uses, supported by sustainable modes of transportation, particularly through

### Transit Oriented Development (TOD).

- Land use and transportation investments are seen as integrated decisions, mutually reinforcing desired patterns of development with the use of transportation facilities.
- The nodes and corridors form is considered as an organizing physical structure with significant public benefits. The encouragement of nodes of development with mixed uses supported by high capacity public transit would be tangible implementation of the new physical form and integration of land use and transportation investments.
- Downtown is seen as the heart of the City and metropolitan region. Significant redevelopment and intensification to this commercial node will reinforce Downtown's image, function and skyline as an emerging world class destination.

The continued use of the ECCA land as a general aviation facility is an example of a node and corridor at the regional and city level. The current ECCA lands could accommodate limited employment infill potential, but no mixed use residential development. Further infill development of the ECCA lands for aviation and non-aviation uses, where appropriate, would support its current node function.

The background work for the Radke report notes that the ECCA, given its size and site limitations can only fulfill a relatively narrow role and its role overlaps the roles of other airports, it has limited operational capacity and there is no room for runway or operational expansion. However, the

Radke report envisions a more integrated regional transportation plan in which the ECCA's role should be set against the roles being played, or potentially played, with other regional airports to maximize the community economic advantage to the region.

The three redevelopment options are large scale examples or representations of node and corridor development at the regional and city scale. The redevelopment options allow for large-scale integrated land use and transportation investments with a mix of residential, commercial, office and possibly post-secondary uses.

The major regional scenarios and City plans referred to above are not final and changes to the approach to urban form and structure can be anticipated. The possible definition, classification and identification of various nodes and corridors are subject to further analysis and approvals. However, the major planning efforts are consistent in their emphasis on more compact development, focusing on nodes and integrated transportation. The consideration of how the ECCA lands fit within these plans is an evolving factor to consider. No final conclusions are appropriate at this stage.

### ***Roadmap and Possible Next Steps***

Attachment 2 provides a roadmap of activities, possible next steps, status of major plans and timing.

The work to-date on the ECCA lands was not designed to provide a detailed analysis of closure impacts and land use changes. To enable a decision by June

2009 on the direction of the ECCA lands, Administration, with the assistance of external consultant resources, will require added work as outlined in Attachment 2.

The work in the next steps is limited to the issues within the City's authority dealing with the current use of the ECCA or its possible redevelopment. All air service issues are considered out of scope for the next steps.

One of the issues raised at the Non-Statutory Public Hearing was the potential extent and costs of environmental contamination of the ECCA lands. See Attachment 3. Although environmental site assessments (ESAs) were undertaken for buildings on the eastern and western periphery of the lands, no assessments have been undertaken for the airfield. A review of the ESAs completed to-date suggests there is only a localized pattern of contamination at the ECCA. As well, Edmonton Airports provided information at the Non-Statutory Public Hearing regarding the remediation of two airports which have been closed.

The issue for the possible next steps is when to undertake further ESAs of the ECCA lands. Administration believes that possible contamination of the site is not critical to the decision to retain or change the use of the Airport land. ESAs may indicate contaminants below the surface, but will not offer detailed delineation or provide sufficient information to estimate potential remediation costs. If contamination is present, some degree of remediation would likely be required whether the

land is retained as an Airport or redeveloped for other uses.

### ***Summary Issues from Non-Statutory Public Hearing within City of Edmonton's Authority***

Attachment 3 provides a summary list of the issues raised at the Non-Statutory Public Hearing that are within the City of Edmonton's authority.

Issues within the City of Edmonton's authority are defined from the perspective as a landlord and owner of the City Centre Airport lands, or from the policy perspective for the City's regional and Capital relationships. From the land owner perspective, the issues only centre on either the current use of the ECCA lands as a general aviation airport or the issues associated with its redevelopment.

Issues raised at the Hearing related to air passenger service, air passenger access policies, use of the ECCA as a commuter airport, an "open skies" policy, the permitted size or manner of utilization of aircraft using ECCA, or the destinations served from ECCA are considered solely within EA's jurisdiction. These issues will not be considered further as part of the work outlined in the Roadmap and Possible Next Steps listed in Attachment 2. EA indicated that a policy review for ECCA air service is not an option.

### **Focus Area**

Diverse Communities; Build a Positive Sustainable Urban Environment

### **Justification of Recommendation**

The roadmap and possible next steps outline the timelines and key process steps associated with assessing the possible closure and redevelopment of the Edmonton City Centre Airport lands.

### **Attachments**

1. Relationship of Edmonton City Centre Airport Lands to Major Plans
2. Roadmap and Possible Next Steps
3. Summary of Issues Raised at September 2/3, 2008, Non-Statutory Public Hearing regarding the Edmonton City Centre Airport Lands within the City of Edmonton's Authority

### **Others Approving this Report**

- L. Rosen, General Manager, Asset Management and Public Works Department
- R. G. Klassen, General Manager, Planning and Development Department
- D. H. Edey, General Manager, Corporate Services Department
- R. Boutilier, General Manager, Transportation Department

## Relationship of Edmonton City Centre Airport Lands to Major Plans

### Introduction

There are several planning initiatives recently approved or currently underway dealing with the major physical structure and transportation infrastructure of the City and Region. These studies and plans establish a context for decision making regarding the Edmonton City Centre Airport (ECCA) lands. This attachment analyzes the relationship of the ECCA lands to the emerging policy directions in the land use and transportation plans.

### Capital Region Board

#### Current Status

The Land Use Committee approved a Scope of Work for a land use planning consultant to prepare two high level development scenarios for the Committee's consideration. This work is undertaken as part of the preparation of the Capital Region Growth Plan which must be submitted to the Minister by March 31, 2009. The Growth Plan is expected to accommodate an increase of approximately 700,000 people by 2041.

The Scope of Work currently underway will compare a trend line or status quo development pattern (which Radke declared is unsustainable) with a hybrid scenario that combines the best features of the trend scenario, with a higher density, transportation oriented scenario ("commercial and residential uses are located in more intense clusters around major transportation corridors") and eco-oriented scenario ("conserve significant natural areas and limited resources").

The regional Committee must produce a comprehensive, integrated regional land use plan including the identification of priority growth areas, land supplies and the development and location of various infrastructures, including transportation, as part of the growth management plan by March 31, 2009.

#### Implications for ECCA Lands

A key feature of the hybrid scenario will likely be the identification of high intensity residential, commercial, and employment clusters or nodes around, or along, the major transportation corridors. Therefore, the concentrating growth in "nodes and corridors" will likely be a key physical structure feature of the Capital Region Growth Plan.

The three development concepts identified for the ECCA lands (report 2008COG007) represent a nodes and corridors physical form. The development concepts have a mix of high density residential, educational and employment centres, served by the north LRT and the Yellowhead. As well, the location of the ECCA lands means these development concepts are significant infill projects and not an extension of the City's urban area onto agricultural lands. From these perspectives, redevelopment of the ECCA lands could be an example of the nodes and corridors physical structure framework for the region.

Alternatively, the continued use of the ECCA land as a general aviation facility can also be seen as an example of a node along the Yellowhead corridor. However, retaining the current general aviation facility might not be seen as a strong example or representation of node and corridor development because of its smaller population and employment scale and its limited infill potential compared to the three development options.

### **City Vision and City of Edmonton Strategic Plan 2009 – 2018**

#### **Status**

Council unanimously approved on July 9, 2008, the City's Strategic Vision which described what a successful Edmonton would look like in 2040. As part of the implementation of the Vision, Council also unanimously approved a ten year strategic plan that included six strategic goals to measure progress.

Council's Vision for 2040 provides a creative description of the Edmonton's future. Important elements from the Vision that are applicable to the ECCA land include the skyline, towers, urban villages, extensive LRT service, a city of design, linking the continent with the north and Asia and a centre for advanced technology, health care and green energy.

In terms of the strategic goals to help provide focus for the future, one goal is to "Improve Edmonton's Liveability". This goal focuses attention on strategic areas of welcoming, safety perception, cleanliness and aspects important to the notion of urban village creation.

Another goal is to "Transform Edmonton's Urban Form". Within this goal are statements regarding the desire for higher residential densities, more mixed uses, more transit oriented development (TOD) and more people living within proximity to transit nodes and corridors. Specific progress measures are identified for higher residential density and increasing the number of TOD projects. An associated goal is "Shifting Edmonton's Transportation Modes". Within this goal is the desire to have more people use transit as part of a more integrated transportation network.

A fourth goal is to "Ensure Edmonton's Financial Sustainability". This goal involves maintaining financial sustainability, diversifying revenue sources and increasing revenue from non-residential sources.

A fifth goal is to "Diversify Edmonton's Economy". This goal involves leveraging Edmonton's physical locale, centres of excellence and industrial/entrepreneurial advantages with local, northern and Asian opportunities. Specific three year priority goals cover logistics and servicing for the needs of the north and Asia and investment in the transportation network to support Port Alberta and Edmonton's northeast development which will link with the Industrial Heartland.



### Implications for ECCA Lands

In terms of the Vision, the current ECCA operations provide a limited link to the north. However, the current facility cannot be a full transit oriented development since it will always lack the mixed use from residential development. As well, the Airport lands can make only a limited contribution to increasing the City's non-residential revenue and financial sustainability.

Redevelopment of the ECCA lands based on the nodes and corridor concept would be consistent with achieving Council's goals in the Strategic Plan. The nodes and corridor physical structure form supports achieving Council's goals regarding urban form, changing transportation modes and the potential for the development of an urban village. The land sale revenue and increased non-residential municipal property tax revenue associated with the development concepts compared to the current property tax revenue from the ECCA lands also supports Council's goal of financial sustainability. Further development of Port Alberta at Edmonton International Airport (EIA) is consistent with the diversification of the economy goal, while the majority air service to the north is provided through EIA. However, there would be a need to reorient the medevac services required to maintain continuity of service.

### **Edmonton's Municipal Development Plan (MDP) - The Way We Grow Edmonton's Transportation Master Plan (TMP) - The Way We Move**

#### Current Status

A new Municipal Development Plan and Transportation Master Plan are currently in preparation. Both plans are closely integrated and are scheduled for a Council public hearing on November 12, 2008.

The two plans are based on the recognition that the city will need to grow in ways that are more financially, environmentally and sociably sustainable. The overall direction of the City will be for a more compact, transit oriented and sustainable city. Growth will be encouraged around key transit corridors and centres. Downtown will be the primary focus for residential, commercial and office intensification. Medium and high density mixed use developments will be planned around LRT stations and new and developing communities will incorporate sustainable growth objectives.

In terms of airport facilities, the Edmonton International Airport (EIA) is identified as one of the key regional economic assets, while added industrial land in the south east could support growth associated with EIA. There is recognition that increases in air traffic and the focus of Port Alberta at EIA highlight the need to provide good accessibility between EIA and major nodes within the region and particularly the central area of Edmonton.

The proposed policy approach in the MDP for ECCA is to plan for its redevelopment, when directed by Council, recognizing that the site could accommodate a substantial supply of single and multi-family dwelling units as well as commercial/office and institutional expansions.

#### Implications for ECCA Lands

The redevelopment concepts for the ECCA lands are a large-scale implementation example of the more compact, transit oriented and sustainable city envisioned by the MDP policies.

An issue with the node and corridor development form noted in report 2008DCM024 is saturation and market considerations. There is a need to manage high intensity development in the city to avoid underdevelopment or only partial realization of nodes in competitive situations. Examples of possible competition of transit oriented development or urban village locations include Fort Road, Century Place, Heritage Valley Town Centre and higher density residential neighbourhoods such as Oliver, Rosedale, Downtown, Central McDougall and possibly Strathearn. Given the lead time for any redevelopment of the ECCA, there is a need for a market feasibility assessment of redevelopment options to analyze this issue and to determine the most appropriate timing and staging of development.

#### North LRT Extension, Yellowhead Trail

##### Current Status

A basic assumption of the planning for the North LRT was that ECCA exists and would continue operation. The temporary LRT station on the south side of Princess Elizabeth Avenue does not preclude options to cross Yellowhead Trail and the CN rail yards, either through the Airport or beside it. There are different cost and community impacts associated with these options and which would be identified in more detail in future planning. The North LRT Extension Downtown to NAIT Concept Planning report (May 2008) states:

“A strategic-level route evaluation was carried out to confirm flexibility for a future LRT extension beyond NAIT. This evaluation confirmed that alignments crossing the CN tracks and Yellowhead Trail would be dependent on the future of the City Centre Airport and on the ultimate destination of the North LRT. Additional planning is required to confirm the optimum location to cross the CN tracks and Yellowhead Trail and the alignment of the tracks to the northern terminus.”

#### Implications for ECCA Lands

There are three possible scenarios for LRT routing from the temporary LRT station to north of the CN yards: a) through NAIT (106 Street); b) behind NAIT to the west, and c) through the Airport Lands.

An additional issue under review at the current time is the status of a lease between CN and the City regarding land used for an instrument landing system for ECCA. Changes in airport operations, or closure of ECCA, may allow for the relocation of the Yellowhead Trail. Issues and costs for the relocation of Yellowhead Trail would be examined as part of a more detailed assessment related to a potential closure of the ECCA.



## Edmonton's New Downtown Plan

### Current Status

The draft of the New Downtown Plan is currently being presented to the public for comments and feedback. The new Plan reflects a 20 year vision for managing the long term transformation of Downtown into a compact, more sustainable, liveable, well-designed, thriving and accessible community.

In terms of intensification in built form, the Plan notes that one of the greatest constraint on the Downtown's skyline, at this time, is the Airport Protection Overlay (APO) associated with the City Centre Airport. The APO restricts building heights in the centre of the Downtown to 148m, or 36 to 40 stories, with further restrictions to the east and west of this area requiring that a building be not taller than 45m or 12 to 15 stories.

The draft Plan proposes a Skyline Development Framework for new tall buildings and that would identify suitable areas for increased skyline development. The draft plan also proposes a policy for Iconic Architecture recognizing the importance of landmark buildings for City image and identify. Other policies propose increases in Floor Area Ratios, bonuses and more density in selective areas to support an increase the height of buildings. However, in terms of zoning, the height limitations of the ECCA Airport Overlay remain in effect.

### Implications for ECCA Lands

The draft new Downtown Plan assumes the continued operation of the ECCA. Consequently, the height restrictions on the Edmonton skyline from the Airport Protection Overlay would remain. The draft Plan attempts to mitigate these impacts through various bonus and FAR techniques that would be supportive of more distinctive skyline with landmark buildings.

The redevelopment of the ECCA lands would allow the Downtown to have taller buildings and a more prominent skyline. Staging and phasing of the commercial and office development at the ECCA would need to be considered to address impacts on Downtown opportunities.

## Conclusions

When the major current and proposed plans are assessed, the following high level features consistently emerge relevant to the use of ECCA lands:

- The regional and City plans are anticipating a change in the physical form of City and potentially the region. The current dispersed, low density form of development is seen as unsustainable from a variety of perspectives.
- There will more emphasis on intensive development, mixed uses, supported by sustainable modes of transportation.
- Land use and transportation investments are seen as integrated decisions, mutually reinforcing desired patterns of development and use of transportation facilities.

- The nodes and corridors form is considered as an organizing physical structure with significant public benefits. The encouragement of nodes of development and mixed uses supported by high capacity public transit would be tangible implementation of the new physical form and integration of land use and transportation investments.
- Downtown is seen as the heart of the City and metropolitan region. Significant redevelopment and intensification to this commercial node will reinforce Downtown's image, function and skyline as an emerging world class destination

The continued use of the ECCA land as a general aviation facility is an example of a node and corridor at the regional and city level. However, as the background work for the Radke report notes, the ECCA given its size and site limitations can only fulfill a relatively narrow role, its role overlaps the roles of other airports, it has limited operational capacity and no room for runway or operational expansion. As Edmonton Airports noted, activity at the Josephburg Airport is a competitive challenge to ECCA. Further infill development of the ECCA lands for aviation and non-aviation uses, where appropriate, would support its current node function. The current ECCA lands could accommodate limited employment infill potential, but no mixed use residential development.

The three redevelopment options are large scale examples or representations of node and corridor development at the regional and city scale. The redevelopment options allow for large-scale integrated land use and transportation investments with a mix of residential, commercial, office and possibly post-secondary uses. Competitive positioning, market feasibility, timing and staging are issues for the redevelopment options.

From an airport facilities perspective, Edmonton International Airport is identified as a key regional asset with implications for land use provisions in south east Edmonton and for EIA's Port Alberta. EIA has sufficient lands to expand its aviation, transportation and logistics services as a regional and international node.

## Roadmap and Possible Next Steps

### Introduction

There are several significant plans coming available for Council and public review in the next several months. These plans will set a long term regional and city context for decision making regarding the ECCA lands and their expected timelines are provided.

The previous reports on the ECCA lands noted that several major pending projects could be impacted by ECCA land use changes (LRT, NAIT, downtown development, airport infrastructure investment). As well, current and future subtenant investment intentions at ECCA also support the need to limit uncertainty and make a timely decision. For these reasons, it is prudent for the City to decide the direction of the ECCA land by June 2009. These considerations establish the decision date for preparation of the roadmap and associated timeline.

### Roadmap and Possible Next Steps

#### October 8, 2008, Executive Committee

Executive Committee provides direction the next steps. The possible next steps would include providing a status report to Executive Committee on February 11, 2009 with available information at the time on the following items related to the possible closure and subsequent redevelopment of the ECCA lands:

- Consideration of the City's role and obligations as the Capital City of Alberta and its regional relationship with northern and First Nation communities
- Feasibility assessments of market potential and absorption of the development concept
- Analysis of proposals to accommodate aviation-related sub-tenants
- Analysis of air ambulance service provision
- Analysis of traffic, servicing, land use impacts
- Analysis of Downtown development opportunities/gains from removal of building/construction height limits
- Economic benefits of current ECCA and opportunity costs of closure
- Legal considerations
- Identification of order of magnitude estimates that the City of Edmonton may incur, associated with terms, conditions and costs of the lease surrender (this step would necessarily entail the participation of Edmonton Airports)
- Experience of other cities with closure of inner city airports
- Proposed public involvement program.

Because air service issues are within the authority of Edmonton Airports, the roadmap and possible next steps will not involve further examination of these issues.

By October 8, 2008 Councillors would submit questions regarding the ECCA lands to Administration for a response at the February 11, 2009, Executive Committee.

November 12, 2008, City Council, Public Hearings for Edmonton's Municipal Development Plan and Transportation Master Plan

Both of these plans are scheduled for public hearings of Council on November 12, 2008. As noted, both plans have policies and directions that apply to the ECCA lands, both in its current use and for potential redevelopment.

January 2009, City Council, Edmonton's New Downtown Plan

The Downtown Plan is tentatively scheduled for public hearing and to Council in early 2009.

February 11, 2009, Executive Committee

Executive Committee receives two reports for information:

- Administration responses to the questions from the Non-Statutory Public Hearing submitted by Councillors by October 8, 2009.
- Administration provides the status report on work completed by February 11, 2009, as part of the next steps as directed by Executive Committee.

Executive Committee provides direction on the public involvement program proposed for addressing the issues within the City's authority arising from the Non-Statutory Public Hearing and the analysis of the ECCA lands.

Executive Committee provides direction on other issues related to the ECCA lands it wishes to have Administration review and analyze. The issues may arise through the review of Municipal Development Plan, Transportation Master Plan or from the emerging policy directions from the Capital Region Growth Plan.

With this direction, Administration continues to complete reports and undertakes the public involvement program as outlined in the February 11, 2009 status report.

March 31, 2009, Capital Region Board

The Capital Region Board submits the Capital Region Growth Plan for approval to the Minister of Municipal Affairs.

June 24, 2009, Executive Committee

Executive Committee receives the Administration report on the ECCA lands and the results from the public participation program.

If there is an action recommendation, Executive Committee considers and passes motions. If approved, the report proceeds to the next Council meeting.

July 10, 2009 City Council

Council reviews the recommendations and material from Executive Committee and provides direction on next steps.

## **Summary of Issues Raised at September 2/3, 2008, Non-Statutory Public Hearing regarding the Edmonton City Centre Airport Lands within the City of Edmonton's Authority**

### **Introduction**

Executive Committee asked for a summary of issues that were raised at the September 2 and 3 Non-Statutory Public Hearing and that are within the City of Edmonton's authority.

Administration reviewed all the submissions, handouts, presentations and comments made by the presenters during the hearing. Copies of the material provided by the presenters are available from the Office of the City Clerk. There were 53 public presenters, with a presentation also made by Edmonton Airports.

### **Summary of Issues within the City of Edmonton's Authority**

Issues within the City of Edmonton's authority are from the perspective as the landlord and owner of the Edmonton City Centre Airport lands, or from the policy perspective for development and the City's regional and Capital relationships. From the land owner perspective, the issues centre on either the current use of the ECCA lands as a general aviation airport or the issues associated with its redevelopment. Issues dealing with air service, as discussed below, are the authority of Edmonton Airports

The following are issues raised at the Hearing considered within the City's Authority:

- The City's role and obligations as the Capital City of Alberta.
  - Several speakers identified that the City has a special role as Alberta's Capital City and within this role there are unique obligations the City must consider. They felt the City needs to recognize this role and the implications of the ECCA for supporting access to the Capital.
- The City's role in its regional relationship with northern and First Nation communities.
  - Several speakers identified the city has a Gateway to the North role for the region and that the ECCA is an important component for this role. They felt the City needs to consider the gateway role and not ignore northern communities. Another speaker noted that Council's responsibilities are to the citizens of Edmonton, not to the northern communities.
  - One speaker raised the issue of Edmonton's lower economic performance relative to Calgary and attributed this to passenger consolidation at EIA.
- Landlord/tenant matters with EA under the terms of the lease with EA.
  - Several aviation sub-tenants made presentations regarding the effects of the possible changes.

- Legal considerations, processes, terms, conditions and cost of any possible sub-lease surrenders
  - There were questions from Councillors regarding the process for lease surrenders and the issue of compensation and when information regarding compensation would be available.
- The implications of the disposition, displacement or accommodation of current aviation related sub-tenants, including air ambulance (medevac) services.
  - Several aviation sub-tenants made presentations regarding their desire to remain at ECCA given its advantages for their business and to better serve their customers.
  - Many speakers discussed their concerns with the specific need to maintain the air ambulance (medevac) services at the ECCA and the time savings for critical care access to health care facilities. There were conflicting numbers provided regarding the number of patients using the ECCA. Length of travel time from EIA to the Edmonton hospitals was identified as a concern.
- Land use planning and zoning of the ECCA lands and adjacent areas, including NAIT
  - There was a presentation regarding the benefits of expansion of NAIT on the ECCA lands, while other speakers spoke to the benefits of redeveloping the ECCA for additional moderate priced and student housing or a theme park. Another speaker mentioned noise from the aircraft. A speaker questioned whether the City has been able to increase density next to LRT stations.
- Impacts of the ECCA Airport Protection Overlay height limitations on Downtown and surrounding areas
  - One speaker identified how the height limitations had affected building form, heights and the street level appearance in the Downtown. Another speaker noted that with current cost conditions the height limitations can make some development forms infeasible since they require more density and height than is permitted. Another speaker noted that the APO limitations on the ECCA appeared more restrictive than on the Toronto Island Airport.
- The feasibility of the market potential and absorption of the redevelopment concept for the ECCA lands in competition with other parts of the City.
  - There were questions regarding the market potential for the ECCA lands and whether there was enough development available to utilize the site and the effects on development in other parts of the city. Another speaker saw changing lifestyles supporting high intensity urban development as proposed in the redevelopment options.
- The nature and potential for partial redevelopment of the ECCA lands.
  - There was a suggestion that one runway could be closed and the lands made available for a variety of recreational, aviation training and cultural activities and facilities. However, EA noted that there would be significant operating difficulties with using only one runway. Speakers expressed concern regarding the impacts of closure on the Indy Car Race.



- The analysis of traffic, LRT impacts, servicing and other infrastructure impacts of any land use changes.
  - There were general comments regarding whether the City understood the magnitude and implications of the proposed land use changes.
- Nature of the heritage resource at ECCA
  - Several speakers noted the important role that the ECCA has played in Edmonton's history and development. ECCA is seen as important historical resource.
- Revenue opportunities (levels and risks) and impacts to the City of any redevelopment.
  - Speakers noted there was considerable uncertainty in the development climate that would affect the revenues and cost of the redevelopment. These risks needed to be better understood.
- Opportunity costs to the City of any redevelopment.
  - Speakers noted that if there was redevelopment of the ECCA, there was lost opportunity if the ECCA was closed. The City needed to understand and quantify that there were foregone benefits if the ECCA was closed. As well, one speaker questioned whether there would be real gains to the Downtown or if development was merely being transferred.
- Economic impacts of ECCA on the City's economy.
  - One speaker noted that previous studies identified significant economic benefits from the ECCA operations. However, one speaker noted that the Administration reports provided no information provided on economic benefits of the ECCA.
- Environmental site conditions and possible remediation implications of pre-existing environmental contamination of the ECCA lands.
  - The extent of possible environmental site contamination and the costs of required remediation were raised by several speakers. Some speakers expressed the view that contamination was more widespread and more toxic given the wartime use of ECCA. These circumstances would lead to high remediation costs.
- Need for a longer term City perspective on the regional and international context for the major planning and infrastructure decisions regarding ECCA.
  - Several speakers noted that a decision to close the ECCA was essentially irrevocable. Given the ECCA's importance, there is a need to take a longer term view of the facility and understand the 30 to 40 year planning and infrastructure context when making a decision about ECCA.
- Need for a public involvement program.
  - There were questions about the nature and extent of public involvement and a possible referendum on the ECCA closure,

### **Extent of Edmonton Airports' Authority**

Issues raised at the Hearing related to air passenger service, air passenger access policies, use of the ECCA as a commuter airport, an inner city airport, an "open skies" or market driven policy, the permitted size or manner of utilization of aircraft using ECCA, EA operations, or the destinations served from ECCA are solely within EA's jurisdiction.

All air service matters and the associated limitations are the exclusive responsibility of EA.

As the air service issues are within the authority of Edmonton Airports, the roadmap and possible next steps will not involve further examination of these issues.