

City Plan Approach and Integration

Phase 1: Laying the “Groundwork”

Recommendation

That the August 28, 2018, Urban Form and Corporate Strategic Development report CR_6161, be received for information.

Executive Summary

This report outlines the approach, deliverables and strategic alignment of the City Plan project. It provides context on how City Plan will help deliver the City Vision and inform the subsequent Zoning Bylaw Renewal, what the purpose and parameters of the project are, and how the work will unfold over the next two years.

Report

Strategic context: bringing the City Vision to life

Edmonton is planning for its future. In just 15 years, the city’s total population increased by almost a third, from 666,105 people in 2001 to 932,546 people in 2016. Continued population growth at the local and regional levels is expected and the adoption of new technologies and ongoing business innovation are anticipated. This context of rapid change creates an imperative to identify and prioritize what our community needs to develop and invest in together so that diverse Edmontonians - including people who are here today and those who have yet to arrive - can live, move, work and thrive in a fiscally and environmentally sustainable way as the city grows.

A new City Plan will bring the next chapter of Edmonton’s strategic planning framework to life. City Plan will catalyze the goals outlined in Vision 2050 and implement Council’s strategic plan through considered changes to our physical environment and built form. City Plan will talk about how Edmontonians move, live, do business and build things together. It will be about retaining what matters most for communities today, and striving to attain what Edmonton needs for success in the future. To help deliver on Council’s four goals - healthy city, urban places, regional prosperity, climate resilience - Edmontonians, diverse communities, critical stakeholders, City Council and Administration will collaborate over the next two years to create a new approach to city-building that reflects this strategic direction.

City Plan is about building places for people, now and in the future. It is about supporting current generations who will enjoy growing older in Edmonton and

welcoming the future children who are not yet born. It is about fully including Indigenous residents, newcomers and settlers, investors and business owners, long term residents and visitors, so that everyone has an opportunity to thrive. It is also about creating new places to grow and more ways to get around. Ultimately, it is about building a connected community, on many different scales, so Edmontonians can adapt and succeed together in a city of two million that feels like home.

As Edmonton reaches the milestone of one million people and starts to plan for two million, it will need new policies and growth frameworks to build vibrant, complete and inclusive places. It will require updated approaches to support increased density, diversity and choice. Designing beautiful, safe and accessible infrastructure will be critical. It will also be important to sustain natural and human-made heritage assets while integrating new systems and networks to support more growth opportunities for diverse families and enterprises in our changing city.

The City Plan project is not a standalone initiative, but part of an integrated body of work that takes its cues from the City Vision from Council's strategic plan. In turn, City Plan will provide the foundation for future regulatory change through the comprehensive renewal of the Zoning Bylaw and other key implementation activities that turn ideas into action. Administration is completing Council's strategic plan between 2017-2019, the City Plan between 2018-2020, and the Zoning Bylaw Renewal between 2019-2022. This coordinated body of work represents five years (2017-2022) of strategic planning, direction-setting and regulatory development to support Edmonton's reality as a growing big city.

Delivering on this objective will require an integrated approach to setting priorities, measuring performance and adjusting the course in response to feedback received and results achieved. To ensure this happens as effectively as possible, the City Plan will be structured to directly respond to the goals described in Council's strategic plan. In turn, more detailed indicators that are required to support Council's strategic plan will be developed with the community to respond to the transformational changes in policy direction that are planned outcomes of the City Plan process. In this manner Council's direction will be connected throughout all parts of the strategic planning process including: direction-setting (City Vision), choice-making (City Plan), action-planning (Zoning Bylaw renewal and other aligned initiatives) and performance management (Strategic Plan indicators).

Purpose of the new City Plan

Cities are fundamentally people places and City Plan will be, at its core, a people plan designed to help inform and support future growth and investment opportunities for both the public and private sectors. To accomplish this, the goal of the City Plan project is threefold:

1. Develop a new City Plan that integrates and comprehensively replaces *The Ways* documents, and fulfills the statutory requirement to provide a Municipal Development Plan and Transportation Master Plan;
2. Develop a city-wide planning framework to ensure implementation is achieved through a modernized approach supported by an efficient and effective suite of policy tools; and
3. Create and roll out a city-building narrative that coherently and proactively communicates Edmonton's story and better integrates ongoing citizen feedback and community dialogue.

The three project components are described in more detail below.

1. New City Plan (the “what”)

To help build a livable city that puts people first, the City Plan will provide a physical strategy of Edmonton's future growth and will advance the goals for change articulated in Council's Strategic Plan in the following manner:

- Define the broad land use and infrastructure networks needed to support a shift toward a more compact and efficient urban form, enabled by improved mobility for residents and businesses options;
- Geographically depict Edmonton's urban structure as it grows to 2 million people and show how natural and human-made systems interact and connect at changing population and employment thresholds;
- Establish new and renewed strategic objectives to provide clear policy direction for the future shape of the city, including areas to retain, sustain and attain both physical and cultural assets;
- Define the appropriate locations for new areas of growth or intensification and any associated development considerations required to support the plan's objectives;
- Establish a hierarchy to prioritize transportation modes depending on context and to promote desired city-building objectives. This is a “vision for mobility” that prioritizes the effective movement of people and goods on a network level, while supporting people-centred design at a local level;
- Provide clear targets to measure performance relative to desired economic, environmental and social outcomes; and
- Align with the policy direction of the Edmonton Metropolitan Region Growth Plan and provide opportunities for collaboration with our neighbours on planning, infrastructure and service delivery.

Deliverables include:

- New City Plan, adopted by bylaw as the Municipal Development Plan; and
- Updated Transportation Systems Bylaw, adopted by bylaw in alignment with the City's Transportation Study (Transportation Master Plan).

2. City-wide planning framework (the “how”)

A new strategic planning framework will be developed as part of the Corporate Business Plan and will be under preparation over the next two years in tandem with the City Plan. The strategic planning framework will connect Council's Vision (long term) to corporate business planning and budgeting at the most immediate (short term) timeframe. To transition The Ways plans into a new strategic planning framework, part of this process will include a modernized approach to strategy development, implementation tactics, and new prioritization approaches across the corporation. This work will be piloted through a city-wide planning framework designed to address urban policy development, and it will be scalable to the corporation.

From a policy development perspective, the City Plan is only one tool in the toolkit and does not represent the full suite of activities required to guide growth and development in Edmonton. As the top statutory planning document under the Municipal Government Act, the City Plan sets the expectation for all city planning work to follow. A new city-wide planning framework will both clarify the role of the City Plan relative to other tools, and modernize the City's hierarchy of planning instruments and policy levers. This will create a more streamlined and simplified planning and implementation approach, designed to reduce complexity, redundancy and areas of policy conflict. The city-wide planning framework will:

- Define the planning hierarchy as well as the geographic and policy-area specific application of the planning tools to establish clear relationships to the City's other strategic and regulatory documents for integrated social, environmental and financial activities;
- Confirm an integrated framework for cohesive and sequenced implementation through mechanisms such as the Zoning Bylaw, guidelines, studies, secondary plans, action plans, policies and associated business planning needs, each with a clear purpose and targeted to inform specific decision points;
- Clarify public engagement approaches and identify partnership opportunities for different types of planning activities, including a commitment to better support regional relationships and partnerships with neighbouring communities; and
- Proactively align implementation activities to business planning and budgeting cycles.

Deliverables include:

- City Plan Action Book that will be routinely updated and serve to identify and sequence planning and related investment activities in alignment with budget and corporate business planning cycles;
- New framework for a streamlined hierarchy of planning tools and their application; and
- Resource materials for public engagement to support diverse city planning activities.

3. City-building narrative and activation (the “why”)

The city-building narrative will articulate Edmonton’s emerging story of growth and change and ensure alignment with Council’s strategic priorities. It will use both internal and external communications to present a more cohesive, engaging and clear picture of Edmonton as it continues to evolve. There is a new story to tell about Edmonton. To serve Edmontonians better, Administration will use this city-building narrative to make clear connections between policy development, implementation activities, and people’s everyday lived experience. It will link the City’s delivery of programs and services to Edmontonians, and how Edmontonians themselves, through their day-to-day choices and investments, help to bring the future Edmonton into being.

This new approach will:

- Establish Edmonton’s city-building “narrative” that will anchor and provide context for integrated projects and initiatives;
- Provide marketing and communications materials that can be implemented to roll out the City Plan and support diverse city-building activities into the future

Process to get to 2020: What to expect

In summary, this integrated body of work will produce a new City Plan, a city-wide planning framework, and city-building narrative that will:

1. Reflect Council’s vision and four strategic goals based on the coordinating principle “connected;”
2. Show, physically, how and where the city has key opportunities to grow;
3. Identify policy priorities that build upon Edmonton’s current assets, address key challenges, and advance strategic “city moves” that will drive desired change ahead to shape the future city;
4. Include built-in action plans that are renewed continuously over the lifespan of the plan in alignment with the budget and business planning cycles;
5. Be built upon solid methodology and evidence measured over time to track and communicate progress;
6. Be anchored in appropriate and defined public engagement and participation opportunities and informed by key external relations and partnerships; and

7. Be clear, simple, and easy-to read and access for all potential users.

Project plan development began in late Spring 2018. Administration has established a dedicated project team, identified internal governance processes, and created an approach to execute deliverables (see Attachment 1). The City Plan project will take place in five overlapping phases over a 24 month timeframe and will include technical analyses, robust public engagement opportunities, and regular City Council check-ins at key milestones. This report represents the completion of Phase 1, “Groundwork.”

Phase 1 - Groundwork (May - August 2018)		
Purpose: To establish project purpose, resources and parameters	Activities: <ul style="list-style-type: none"> – Onboarding staff – preparing a project charter – conducting background research – creating a public engagement plan – initiating public communications activities 	Milestones: Presentation of City Plan project approach to Urban Planning Committee (August, 2018)
Phase 2 (June - November 2018)		
Purpose: To interpret the goals of the City Vision to establish guiding values and directions for the City Plan	Activities: <ul style="list-style-type: none"> -Public engagement -ongoing technical research -stakeholder outreach and communications 	Milestones: Presentation of “guiding values and directions” for the City Plan to Urban Planning Committee (November, 2018)
Phase 3 (November 2018 - September 2019)		
Purpose: Establish policy priority areas, clarify the key/transformational “city moves” needed to propel strategic change ahead, and develop and test alternatives via scenario	Activities: <ul style="list-style-type: none"> -technical studies - scenario analyses - -policy testing -targeted stakeholders engagement, public discussion and feedback opportunities 	Milestones: Presentation of recommended “city moves” to Urban Planning Committee February, 2019, and presentation of the recommended growth

development and modeling		scenario to Urban Planning Committee in September 2019.
Phase 4 (September 2019 - March 2020)		
Purpose: to create and refine specific plan policies, establish a new suite of planning tools and priorities, and draft all final deliverables	Activities: -internal and external engagement -policy preparation, mapping, clarifying document contents -presentation presentation formats	Milestones: Presentation of draft City Plan and city-wide planning framework to Urban Planning Committee in March 2020
Phase 5 (March - May 2020)		
Purpose: To seek approval for the new City Plan from Edmonton City Council with support from the Edmonton Metropolitan Region Board	Activities: -Produce final deliverables, reports, communication materials -work with stakeholders and reviewing agencies to receive feedback -advance Bylaw sign-off	Milestones: Presentation to Edmonton City Council at Public Hearing in May 2020 (1st and 2nd reading), submit to the Edmonton Metropolitan Region Board in May/June 2020, and proceed to 3rd reading at Public Hearing from Edmonton City Council prior to October 2020.

Administration will continuously coordinate and integrate the City Plan with Council's Strategic Plan and Zoning Bylaw Renewal during all phases of the process.

The following critical success factors must occur for the project to remain on time and on budget, and to meet its objectives:

- Key stakeholders and partners commit to advancing the project plan, governance model and deliverables;
- Members of Administration throughout the organization commit resources and expertise to support the City Plan at appropriate points throughout the project;

- Project scope and purpose is well understood, approved, endorsed and supported through all project phases;
- Project is appropriately resourced to achieve deliverables; and
- City Council, Administration and key stakeholders actively participate in development of the project deliverables and outcomes and champion its delivery.

Budget/Financial

City Plan work is currently funded through a 2018-2020 service package. Funds are allocated to cover staffing needs, consulting studies, and public engagement and outreach activities. Administration will request additional service package amendments in 2018 to reflect the confirmed project scope and integrate the renewal of the Zoning Bylaw over the 2019-2022 timeframe.

Legal

Edmonton requires a Municipal Development Plan under the Municipal Government Act and requires a Transportation Systems Bylaw prepared in alignment with a Transportation Study Report (Transportation Master Plan) under the Highways Development and Protection Act and the City Transportation Act. City Plan will form Edmonton's combined Municipal Development Plan and Transportation Master Plan. Edmonton's Municipal Development Plan must be in conformance with the Edmonton Metropolitan Region Board Plan by October 2020. City Plan will be prepared in conformance with the Regional Plan.

Public Engagement

Administration did not undertake public engagement as part of this report preparation, but informed the overall approach with findings and insights from Vision 2050. Preliminary informal interviews and conversations with key stakeholders were also undertaken over the spring and summer of 2018 to inform project planning and to help establish parameters and expectations for the Public Engagement Plan. To develop City Plan itself, public engagement will begin in September 2018 and will continue until project completion in the summer of 2020. Attachment 1 outlines the public engagement approach for this project.

Corporate Outcomes and Performance Management

Corporate Outcome(s): Conditions of Success			
Outcome(s)	Measure(s)	Result(s)	Target(s)
Effective and efficient service delivery: Community and industry input informs decisions and processes	Total number of stakeholder groups invited to City Plan engagement sessions	TBD	150 groups (2018 target)
	Percentage of invited stakeholder groups that participate in City Plan engagement sessions	TBD	75% (2018 target)
	Percentage of invited stakeholder groups aware of how their input will be used	TBD	90% (2018 target)

Risk Assessment

Risk Element	Risk Description	Likelihood	Impact	Risk Score (with current mitigations)	Current Mitigations	Potential Future Mitigations
Project Management	Project not delivered on time, on budget and to desired quality	2 - Unlikely	2 - Moderate	1 - Low	Implement project development and delivery model to properly address public policy and engagement requirements, project management and budget requirements Prioritization of City Planning Branch work program to further align and leverage existing and future policy work in support of City Plan	

Public Perception - Effective use of feedback	Failure to effectively report back and use what we heard could result in a City Plan that is not supported by key stakeholders groups, industry or community	2 - Unlikely	2 - Moderate	1 - Low	Key thought leaders have been engaged as part of pre-planning phase	<p>Will engage key groups, industry, businesses, and community as part of the City Plan project</p> <p>Will share theme comments from engagements</p> <p>Progress reports on City Plan will be provided as part of 5 planned project reports to Urban Planning Committee</p>
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Attachment

1. City Plan Playbook

Others Reviewing this Report

- R. Kits/S. Padbury, Acting Deputy City Managers, Financial and Corporate Services
- G. Cebryk, Deputy City Manager, City Operations
- M. Sturgeon, Acting Deputy City Manager, Communications and Engagement
- A. Laughlin, Deputy City Manager, Integrated Infrastructure Services
- R. Smyth, Acting Deputy City Manager, Employee Services
- K. Block, Acting Deputy City Manager, Citizen Services