

Re-imagine. Plan. Build. Edmonton Metropolitan Region Growth Plan

Effective October 26, 2017





MINISTERIAL ORDER NO. MSL:112/17

I, Shaye Anderson, Minister of Municipal Affairs, pursuant to Section 708.1 and 708.11 of the Municipal Government Act, make the following order:

- The Growth Plan attached as Schedule A to this Order is approved as the Growth Plan for the Edmonton Metropolitan Region.
- 2. The attached Growth Plan takes effect on the signing of this Order.
- A statutory plan or land use bylaw or an amendment to a statutory plan or land use bylaw that has not been approved by the Edmonton Metropolitan Region Board before the coming into effect of the attached Growth Plan must, in accordance with section 708.14 of the Municipal Government Act, be amended to comply with the attached Growth Plan.
- Ministerial Orders No. L:025/10 and L:037/13 are repealed effective the date specified in paragraph 2 above.

Dated at Edmonton, Alberta, this 26 day of October ______, 2013

Minister of Municipal Affairs

Edmonton MetropolitanRegion Board

Regional Action. Global Opportunity.

contact us

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Phone: 780.638.6000 Email: info@emrb.ca In accordance with the Edmonton Metropolitan Region Board Regulation 189/2017, the Edmonton Metropolitan Region Growth Plan applies to the following Participating Municipalities:

City of Edmonton, Town of Beaumont, Town of Devon, City of Fort Saskatchewan, City of Leduc, Leduc County, Town of Morinville, Parkland County, City of St. Albert, City of Spruce Grove, Town of Stony Plain, Strathcona County, and Sturgeon County.

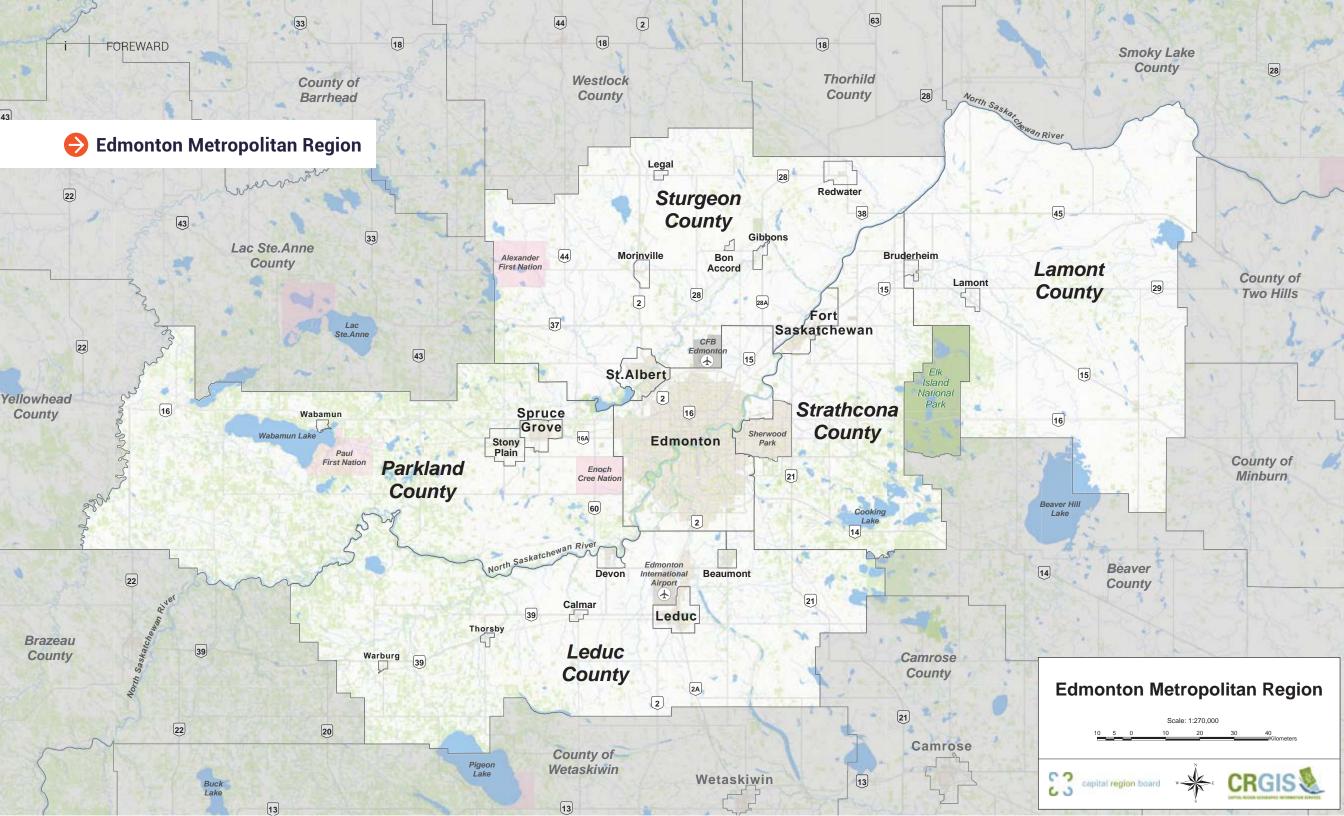
All references to the Capital Region Board (CRB) now refer to the Edmonton Metropolitan Region Board (EMRB).

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Prisad or world paper

Re-imagine. Plan. Build. Edmonton Metropolitan Region Growth Plan





MESSAGE FROM THE BOARD CHAIR



I am very pleased to bring forward the Edmonton Metropolitan Region Growth Plan - **Re-imagine. Plan. Build.** on behalf of the Capital Region Board.

It is a significant made in the Region guide for thoughtful and strategic long term planning to enable the Edmonton Metropolitan Region "to maintain its place as a strong and confident heart of a more competitive and resilient Alberta".

The Edmonton Metropolitan Region is a collection of diverse communities, cooperating to bolster each other's strengths, enhance connections and represent our strength to the world. Together our communities form a complete and sustainable growing Region, with something to suit every ambition.

We already represent almost 30% of the Province's gross domestic product (GDP) and over the next 30 years we will move from a population of 1.2 to 2.2 million people and from 725,000 to 1.2 million jobs. This Plan, which will continue to be updated in response to new information from data monitoring, will keep us on track towards our long term vision.

Leadership in regional growth planning is the fundamental work of the Board, where 24 independent and diverse municipalities gather to think as a Region, enabling, shaping and promoting the best future for all residents.

Certainly the Edmonton Metropolitan Region is complex, making the Capital Region Board itself a formidable collaboration. Consensus does not come easily. Importantly, together, we have updated and advanced our roadmap for the future, for enduring prosperity and an enviable quality of life, in joint recognition of this remarkable Region.

Mayor Nolan Crouse

Board Chair

MESSAGE FROM THE TASK FORCE CHAIR



Over the last few decades, the 24 municipalities that form the Capital Region Board have experienced a dramatic transformation from individual communities — villages, towns, cities and counties — to an interconnected Region of immense, collective potential and inherent worth.

This Plan is a comprehensive update that builds upon the foundation of the original 2010 Capital Region Growth Plan. I am proud of our thorough review process, guided by clear principles. Our work was grounded in extensive and broad consultations with all interested stakeholders and benefited from their diverse wisdom over the past two years.

Among the innovations of the Edmonton Metropolitan Region Growth Plan is its recognition of the need for additional policy areas for agriculture and economic development, while addressing the issue of climate change. Most importantly, there is a specific Implementation Plan that includes performance measures to monitor, compare and inform the next Growth Plan update.

In short, the Plan sets the path for balanced, steady planning toward our regional vision, allowing us to better navigate and succeed together through the inevitable and unpredictable changes ahead.

I sincerely thank the members of the Task Force. Coming together for this Plan was no small feat. In addition to significant responsibilities in their own municipalities, members took countless hours to become familiar with and make decisions on the technical details and regional impacts of long term planning. Working with technical experts and referring to other international, economically successful city regions, they have crafted a flexible, inclusive and visionary template for guiding this Region forward. It is truly a unique made in this Region success!

Finally, I must recognize the sincere efforts and excellent work of Project Manager Sharon Shuya; the leadership of CEO Malcolm Bruce; the tremendous input of the Regional Technical Advisory Committee; and the project's subject matter expert consultant team - ISL Engineering and Urban Strategies. Their support helped move us forward from a good plan to a great plan.

Mayor Roxanne Carr

Task Force Chair

50 YEAR VISION

The Edmonton Metropolitan
Region is the dominant hub for
northern Alberta and is recognized
globally for its economic
diversity, entrepreneurialism,
leadership in energy development,
environmental stewardship and
excellent quality of life.

The Region is anchored by a thriving core that is interconnected with diverse urban and rural communities.

The Region is committed to growing collaboratively through the efficient use of infrastructure, building compact communities, and fostering economic opportunities and healthy lifestyles.





ACKNOWLEDGMENTS

THE CAPITAL REGION BOARD, 2016



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Bruce McDonaldProvincial Liasion

"This kind of broad based regional planning gives every municipality a part to play in creating the greater whole. Our collaborative leadership is transformational.

I am proud of this Growth Plan. It is for everyone, and it will enhance the Region's attractiveness, competitiveness and effectiveness and continuing good fortune."



Mayor Lisa Holmes. Town of Morinville

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<u>3.2</u>

Edmonton Metropolitan Regional Structure

"The tiered policies for growth and the measurements for their effectiveness are the keys to regional long term success. Transit oriented densification in the core, a focus on putting people where the jobs will be, and appropriate integration of our next million people throughout the Region – this is thoughtful leadership of the best kind. Proud to be part of it."



Mayor Don IvesonCity of Edmonton

The Regional Structure depicted on **Schedule 2: Edmonton Metropolitan Regional Structure to 2044** (page 27) provides the framework for managing economic, employment and population growth. It recognizes the Region's diverse urban and rural contexts and provides a tiered policy approach to establish a compact and contiguous development pattern.

The Regional Structure reinforces existing urban communities and major employment areas, and builds on existing infrastructure and land use patterns. The Regional Structure includes two elements - policy tiers and structure components. This Regional Structure replaces the Priority Growth Areas (PGAs) and Cluster Country Residential Areas (CCRAs) and associated maps in the 2010 Growth Plan and Addenda and provides a more strategic approach to plan and manage growth across the Region.

Policy Tiers

The Region is large and complex, consisting of diverse communities in terms of size, scale and urban and rural contexts. Different geographic areas in the Region have varying regional roles and distinct opportunities and constraints for growth and change.

The Regional Structure introduces three policy tiers: *rural area, metropolitan area and metropolitan core*. These tiers reflect and respond to the diversity within the Region and are depicted conceptually on **Schedule 2**. The policy tiers provide a mechanism to introduce tailored policies and targets to respond to different urban and rural contexts, addressing unique growth challenges in the Region and in some cases, policies that apply to one or more of the tiers. The intent is that each community in the Edmonton Metropolitan Region will grow in a responsible, compact and contiguous manner, but in a form and at a scale appropriate to the corresponding policy tier.

- metropolitan area within the wider Edmonton
 Metropolitan Region, consisting of rural working
 landscapes with agricultural lands, major employment
 areas and local employment areas, natural living
 systems, recreation areas and resource extraction
 areas, counties, towns, villages, incorporated hamlets
 and country residential development with some local
 levels of service and community amenities.
- Metropolitan Area is defined as the area surrounding the metropolitan core, including portions of county lands, urban communities, major and local employment areas, and intervening undeveloped areas that are socio-economically tied and that share industry, housing and infrastructure.

The metropolitan area encompasses the highest concentration of existing and future urban development in the Region, and reflects the general direction of future urban growth. It is not intended that the metropolitan area form a growth boundary, or that all of the lands within the metropolitan area will be urbanized by 2044.

Metropolitan Core is defined as the contiguous developed area within the City of Edmonton with the highest density development served by higher order transit and the highest concentration of regionally significant amenities and services, including downtown Edmonton.

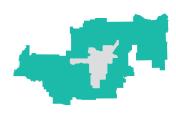
Each policy tier's general character, types of centres, and directions for accommodating growth are described in detail in **Table 1A-C** on the following pages.

The Policy Tiers: Types of Centres, Community Characteristics and Growth Directions

The following provides an overview of the characteristics of each policy tier and the types of centres and levels of service within each tier and how growth is anticipated to be accommodated within each tier.

TABLE 1A:

Rural Area



Description

- · Small urban communities;
- Existing and planned country residential areas;
- Major employment areas, local employment areas and resource extraction areas:
- Local and sub-regional levels of service;
- Potential for lifeline transportation to some urban communities; and
- Rural working landscapes, natural resource assets, agricultural lands and pipeline, power and recreation corridors and natural living systems.

Types of Centres and Community Characteristics

Rural centres provide level of service consisting of:

local employment;

Rural Centres

- convenience retail and small scale entertainment uses;
- some levels of primary education;
- facilities that accommodate community gathering space and limited recreation opportunities;
- potential for lifeline transportation services;
- limited government services; and
- potential for small medical offices.

Sub-regional Centres

Some rural centres have a role as service centres for the surrounding rural area and have been identified as sub-regional centres and provide a local level of service consisting of:

- local employment;
- convenience and major retail and entertainment;
- all levels of primary and secondary education;
- major community centres and recreation facilities;
- lifeline transportation services with potential for local or commuter transit service;
- some government services;
- emergency medical services*;
- · community health centres; and
- social and supportive services to support non-market housing.

Growth Directions

- Encourage growth in existing towns, villages and in the built-up urban area and brownfield sites and plan and develop compact and contiguous greenfield areas to optimize servicing capacity and transportation connections;
- Plan and build rural centres and subregional centres with a mix of land uses and higher densities;
- Permit infill and build out of existing country residential areas in accordance with existing zoning and land use permissions and in new areas, subject to specific criteria;
- Support employment growth in the major employment areas including Alberta's Industrial Heartland and regional airports, local employment areas, within rural/sub-regional centres and within agriculture, forestry, resource extraction and processing areas; and
- Promote the growth and diversification of the agricultural sector.

^{*}The exception is Lamont Health Care Centre, which provides a higher level of service.

TABLE 1B:

Metropolitan Area



Description

Contiguous urban settlement pattern;

• Cultural and health facilities and major

Regional commuter transit service with

varying levels of local service and park

Major employment areas and local

employment areas;

commercial centres:

and ride facilities.

Urban levels of service: and

Urban Centres

Urban centres provide a sub-regional level of service consisting of:

- a broad base of service, office, government and institutional employment;
- convenience and major retail and entertainment uses;
- all levels of primary and secondary education and potential for satellite campuses of post-secondary institutions;

Types of Centres and Community Characteristics

- major community centres and recreation facilities;
- local and commuter transit service:
- some government services;
- emergency medical services;
- · hospitals or community health centres; and
- social and supportive services to support non-market housing.

Growth Directions

- Encourage intensification of builtup urban areas including brownfield sites to optimize existing and planned infrastructure:
- Plan and develop greenfield areas that are compact and contiguous, with a diverse and compatible mix of land uses including a range of housing and employment types;
- Plan and build transit oriented development (TOD) with higher densities and foster active transportation opportunities;
- Support employment growth in major employment areas, local employment areas and within urban centres and TOD centres and encourage the growth of institutional, health and education sectors:
- Promote the diversification and growth of the agricultural sector including urban agriculture in an urban context; and
- Support the development of market affordable and non-market housing and support services.

TABLE 1C:

Metropolitan Core



Description

Types of Centres and Community Characteristics

Growth Directions

- Highest urban density;
- Regional levels of service;
- Concentrated employment node consisting of downtown Edmonton; and
- Interconnected higher order transit with LRT network connecting to inner parts of metropolitan area.

Downtown Edmonton

Downtown Edmonton is recognized as the primary centre within the Edmonton Metropolitan Region and will be planned to deliver the highest level of regional service consisting of:

- a broad base of employment including the regionally significant central business district;
- all types of convenience, major and specialized retail and regional cultural and entertainment uses;
- all levels of primary, secondary and post-secondary education institutions, regional sports and entertainment facilities, and cultural amenities;
- bus, rail and commuter transit service;
- provincial legislature and all levels of government services
 federal, provincial and municipal;
- regional hospitals and specialized health care facilities such as the Cross Cancer Institute, Mazankowski Alberta Heart Institute and Stollery Children's Hospital; and
- the highest concentration of social and supportive services in the Region.

- Encourage intensification in builtup urban areas including brownfield sites to optimize existing and planned infrastructure;
- Plan for and build transit oriented development with the highest level of density in the Region in areas with existing and planned LRT service;
- Continue to develop downtown
 Edmonton as a major employment area
 with a mix of uses and activities with
 high density residential development as
 well as commercial, institutional and
 office employment; and
- Support the development of market affordable and non-market housing and support services.

Structure Components

The following provides descriptions of the structure components shown on **Schedule 2: Edmonton Metropolitan Regional Structure to 2044**. These descriptions should be read together with the regional policies and the implementation plan. These components provide the basis for defining matters of regional significance and identifying geographic elements where growth may and may not be anticipated. Each component has an important role to play in the Region, and has corresponding Growth Plan policies to provide direction. The Structure identifies the general locations (not parcel based boundaries) of the components. Other Schedules in the Plan provide further detail on the components.

Existing Developed Areas:

- **Built-up Urban Areas:** are defined as all lands located within the limits of the developed urban area within plans of subdivision that were registered as of December 31, 2016. Built-up urban areas are shown conceptually on **Schedule 2** and will be delineated in detail by member municipalities as part of the implementation of this Plan.
- Country Residential: is defined as the subdivision of rural lands to create multiple unserviced country residential lots in which households are responsible to provide their own on-site water and private sewage systems. **Schedule 2** depicts the existing country residential areas with municipal zoning or designations in place as of December 31, 2016.

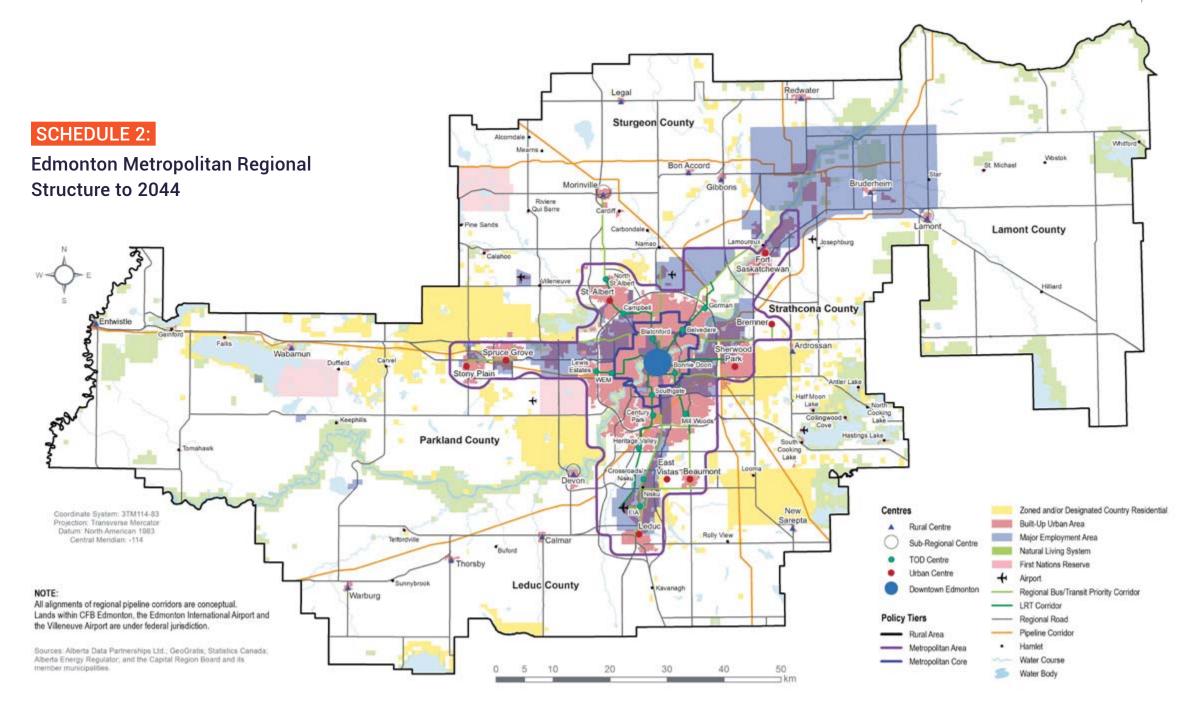
Range and Type of Centres:

Schedule 2: identifies a network of centres in the Region, reflecting the differing roles, levels of service and ability to accommodate growth. Centres are key community focal points that offer opportunities to align higher levels of density,

services, and connectivity with transportation and transit and to focus on placemaking.

- ▲ Rural Centres: urban areas within the rural area that provide a local level of service to serve their own community with potential to accommodate higher density mixed use development, appropriate to the size and scale of the community. Rural centres include central areas of towns, villages and some growth hamlets.
- O **Sub-regional Centres:** centres that provides a sub-regional level of service to meet the needs of their own communities and those in the wider area within the rural area. Sub-regional centres have potential to accommodate higher density mixed use development, appropriate to the scale of the community.
- **Urban Centres:** central urban areas in the metropolitan area that provide a sub-regional level of service. Urban centres are intended to accommodate mixed use development at higher intensities, and include downtowns and central areas of urban communities.
- Downtown Edmonton: the regional scale centre in the metropolitan core and the central core of the City of Edmonton, with a concentration of regionally significant amenities and services, the highest levels of residential and employment density, mixed use development, higher order transit services and active transportation options.
- Transit Oriented Development (TOD) Centres: to capitalize on investments in existing and planned higher-order transit, areas around major transit stations where transit oriented development with mixed use development and/or intensive employment uses should be planned. The City of Edmonton's TOD Guidelines for planned TOD Centres are shown with refinements based on directions from this Growth Plan.

- **Transit Corridors:** existing and planned dedicated right of way for transit vehicles (buses or trains) or a right of way for a multitude of modes. Existing and planned transit corridors will accommodate bus service and/or rail transit.
- Major Employment Areas: areas with a concentration of industrial, commercial and/or institutional land uses that have regionally significant business and economic activities and high levels of employment. This includes existing larger scale urban and rural industrial parks, Alberta's Industrial Heartland, the lands around Edmonton International Airport and regional airports.
- Natural Living Systems: a system of natural features and areas, linked and connected by natural corridors that are necessary to maintain biological and geological diversity, natural functions, viable populations of indigenous species and ecosystems. These are areas where development should not occur and specific conservation and mitigation measures may be required to protect the integrity across the system. These areas include the North Saskatchewan River Basin, provincial parks and other areas of ecological significance.
- Airports: Edmonton International Airport is an important economic asset at the heart of a growing regionally significant cluster, known as Aerotropolis. The Region's other three airports are also identified as regional transportation infrastructure. The Region's airports will be driving forces for growth and will shape development patterns in the Region to 2044.
- Regional Infrastructure: significant infrastructure corridors need to be accommodated in planning for growth. Regional infrastructure includes infrastructure developed by one or more levels of government and/or regional service commissions to provide services to citizens and businesses, and to support the function of a regional economy. This includes transportation and energy corridors.



POLICY AREA 1:



Economic Competitiveness and Employment



GUIDING PRINCIPLE

Promote global economic competitiveness and regional prosperity. We will foster a diverse and innovative economy that builds upon our existing infrastructure and employment areas to achieve sustained economic growth and prosperity.

OBJECTIVES

- Promote global economic competitiveness and diversification of the regional economy
- Promote job growth and the competitiveness of the Region's employment base
- Enhance competitiveness through the efficient movement of people, goods and services to, from and within the Region
- Promote the livability and prosperity of the Region and plan for the needs of a changing population and workforce

This policy area advances the regional economic development policies from the 2010 Growth Plan and integrates the policy directions from the Energy Corridors Master Plan, with an emphasis on global economic competitiveness and regional economic prosperity. Global economic competitiveness and employment growth will be supported by other regional economic development initiatives pursued by the CRB, member municipalities and other regional stakeholders.

The Edmonton Metropolitan Region is the major economic hub for northern Alberta. It has significant competitive advantages: a strong, knowledge based energy sector, skilled workforce, opportunities for growth and diversification to green energy and technology, proximity to resources and markets, high quality agricultural lands and resource areas, institutional capacity in research and education, and strong connections to northern Canada.

The Region needs to leverage these considerable assets to position itself as a global competitor for investment, jobs, markets and a magnet for talented people. The global marketplace poses challenges - increased competition for goods, services and labour, but also significant opportunities for access to markets, a mobile workforce and the free flow of data and information. The Plan sees collaboration among the 24 member municipalities as the catalyst to transform the Region into a thriving, efficient and diverse powerhouse that will attract new workers and international investment, support the growth of existing sectors already here and encourage new sectors.

This Plan provides regional direction to promote job growth and competitiveness of the Region's employment base – including regionally significant major employment areas, and resource based assets related to agriculture, resource extraction and forestry.

"Planning now with a focus on global economic competitiveness and employment and the issue of climate change is critical...
It's forward thinking that, along with the Region's innovative and entrepreneurial spirit, will pay off across the board. Thinking about how we will live and work together is as important as how prosperous we will be."



Councillor Cathy Heron, City of St. Albert



A diverse, globally competitive & prosperous Region

Major employment areas include regionally significant areas with a concentration of employment-related uses. Approximately 60% of all jobs in the Region are currently located within these areas, and they are anticipated to continue to experience significant job growth to 2044. These areas vary in their roles and specializations, from downtown Edmonton, which serves as the Region's office, commercial and cultural core, to large scale industrial areas and Alberta's Industrial Heartland. This Plan provides directions to protect these lands for future employment uses, and improve infrastructure and transportation connections to ensure these areas can accommodate future employment growth. Job growth will also be important within urban communities in smaller scale local employment areas and within mixed use areas within the metropolitan area and rural area.

Coordinating and aligning regional infrastructure and enhancing regional assets are essential to achieving global economic competitiveness and regional prosperity. This Plan incorporates policy directions from the Energy Corridors Master Plan and other regional initiatives to protect, prioritize and strategically develop integrated infrastructure, transportation, transit, pipeline and energy corridors with connections via the Edmonton International Airport to Fort McMurray in the near north, territories in the North, and Calgary and the United States in the south, and cross-Canada connections from east to west. While the Region has a resource-based economy, recent growth in technology, health, education and culture means that these sectors are anticipated to be strong drivers. This Plan also recognizes that the Edmonton International Airport, Port Alberta and related Aerotropolis make up an important regionally significant economic generator. Growing this economic cluster and protecting for infrastructure and energy corridors will be critical to advancing the Region's supply chain and ability to connect to global markets.



Prosperity and growth rely on people who want to live and work in the Region. By 2044, the Region's labour force will grow to nearly 1.2 million, with an increase of 470,000 new jobs. Those jobs will attract workers who want not just work, but a good quality of life, with diverse housing options, educational opportunities, recreational and cultural amenities and more. The Plan recognizes these regional assets as critical to attracting investment and jobs and attracting and retaining talent to ensure the Region remains globally economically competitive. Accordingly, there is a strong connection between this policy area and several others: the Integration of Land Use and Infrastructure, Transportation Systems, and Communities and Housing. This integrated approach will deliver more complete communities to meet the diverse housing, transportation and social and cultural needs of the people who live in the Region, today and in the future.

SCHEDULES AND TABLES REFERENCED IN THIS POLICY AREA:

- **Schedule 1:** Population and Employment Projections 2014 to 2044 (p19)
- **Schedule 3A:** Major Employment Areas (p37)
- Schedule 3B: Planned and Local Employment Areas (p38)
- **Schedule 3C:** Existing Resource Based Economic Assets (p39)
- Schedule 8A: Infrastructure Corridors (p64)
- Schedule 8B: Energy Corridors (p65)
- Table 1A-C: The Policy Tiers, Types of Centres, Community Characteristics and Growth Directions (p23-25)

⁶ Major Employment Areas, Employment Forecasts, 2014-2044, Applications Management Consulting Ltd. February 2016.

OBJECTIVE 1.2

Promote job growth and the competitiveness of the Region's employment base

Policies

- 1.2.1 An adequate supply of lands shall be identified and protected by member municipalities to accommodate the employment projections in Schedule 1 and provide a variety of employment types and support economic diversification.
- **1.2.2** Employment growth will be accommodated in:
 - a. major employment areas and centres indicated on **Schedule 3A**:
 - b. planned employment areas and smaller-scale local employment areas⁷ indicated on **Schedule 3B**;
 - c. within *urban communities* and within *centres* in a *compact form*;
 - d. in resource-based areas related to resource extraction and forestry and indicated on Schedule 3C; and
 - e. on agricultural lands for agricultural purposes.
- **1.2.3** Within *major employment areas*, growth will be accommodated by:
 - a. supporting employment intensive land uses with a range of employment types including commercial, industrial and institutional uses;
 - b. planning for and promoting intensification and increasing employee density in areas with multimodal transportation access in the metropolitan core and metropolitan area;

- c. planning and coordinating infrastructure to support current and future employment and diversification opportunities; and
- d. supporting *mixed use development*, office and institutional uses in *downtown Edmonton*.
- **1.2.4** Regional infrastructure investment, including municipal services, telecommunications and utilities, will support commercial and industrial development, economic diversification opportunities and job growth in major employment areas.
- 1.2.5 The conversion of employment uses to nonemployment uses in major employment areas, with the exception of downtown Edmonton, will be evaluated as part of a comprehensive review through a municipal development plan update or amendment. Conversion will only be considered if the review demonstrates that:
 - a. there is a need for the *conversion* to support employment and population growth;
 - b. the lands are not required over the horizon of this Plan for employment purposes;
 - c. the member municipality will maintain sufficient employment lands to accommodate projected employment growth to the horizon of this Plan;
 - d. the *conversion* and proposed uses will not adversely impact the overall viability of the *major* employment area;

- e. there is existing or planned infrastructure to accommodate the proposed land use; and
- f. cross-jurisdictional issues have been considered.
- **1.2.6** Employment growth outside of *major employment* areas will be accommodated by:
 - a. supporting the designation and growth of local employment areas, generally in accordance with **Schedule 3B**, for locally relevant business and economic activities to support complete communities and strive for a diversified tax base;
 - b. promoting the growth of the agricultural sector and resource-based economic activities to optimize resource-based assets, generally in accordance with **Schedule 3C**; and
 - c. directing higher density commercial, institutional and office uses to *mixed use* areas and corridors with *multi-modal transportation* access within *urban communities* including *centres* and encouraging the *intensification* of these areas.

⁷ Local employment areas are identified and designated by member municipalities. **Schedule 3B** indicates all local employment areas designated for commercial, industrial, institutional and mixed use purposes per local land use designations and statutory plans, and is provided for information purposes only.

