

Renewal of the Municipal Development Plan and Transportation Master Plan

Recommendation

That the November 14, 2017, Urban Form and Corporate Strategic Development report CR_5160, be received for information.

Previous Council/Committee Action

At the November 14, 2017, City Council meeting, the following motion was passed:

That the November 14, 2017, Urban Form and Corporate Strategic Development report CR_5160, be referred to the November 29, 2017, Urban Planning Committee meeting.

Executive Summary

This report provides an overview of the renewal of Edmonton's Municipal Development Plan and Transportation Master Plan. Together these plans will form a strong, integrated planning framework for how the City will grow, develop, and address future transportation needs, to achieve the goals and outcomes identified in *The Way Ahead 2019-2028*. To advance this project, Administration is proposing a service package to provide the necessary resources.

Report

Background

The Way Ahead 2009-2018 identifies City Council's long term vision for Edmonton and six 10-year strategic goals. *The Way We Grow* Municipal Development Plan and *The Way We Move* Transportation Master Plan identify strategies to achieve these 10-year goals. Administration is currently undertaking renewal of *The Way Ahead* and reconsidering the structure of the supporting strategic planning framework as set out among *The Ways* plans.

Edmonton's Municipal Development Plan is a 10-year plan designed to guide Edmonton's growth and development and shape its urban form. The Plan provides strategic policy direction for urban form based on a 30-year land development concept map, and provides direction to Administration's development and implementation of more specific, detailed plans over a 10-year planning horizon.

The City's Transportation Master Plan sets the framework for how the City will address its current and future transportation needs and is aligned with the Municipal Development Plan, to acknowledge that land use and transportation are inextricably linked. As these two interrelated plans approach the end of their 10-year life cycle, the City should initiate a project to renew these plans.

Drivers to Renew

There are several drivers to update the Municipal Development Plan and the Transportation Master Plan, including a pending update to *The Way Ahead*, the recent adoption of the new *Edmonton Metropolitan Region Growth Plan*, the pending annexation of portions of Leduc County and the Town of Beaumont, and the emergence of new thinking and approaches to shaping Edmonton's future urban form within a dynamic city-region.

The renewal of *The Way Ahead 2019-2028* is underway and will be completed in 2018. Council has identified four draft-strategic goals to replace the existing six 10-year strategic goals. The City's physical planning framework and key infrastructure plans as set out in the Municipal Development Plan and the Transportation Master Plan must align with the new goals and directions of the forthcoming Strategic Plan.

The new *Edmonton Metropolitan Region Growth Plan* (Growth Plan) was approved by the Capital Region Board in 2016 and received ministerial approval in October, 2017. The new Growth Plan sets an innovative path to manage future growth across the region in a responsible manner that sustains and advances regional prosperity and well-being. Over the next several years Edmonton and other affected municipalities must amend their municipal development plans to bring them into compliance with the new Growth Plan.

The proposed annexation of land from Leduc County and the Town of Beaumont contemplates adding additional land to Edmonton's jurisdiction. The Municipal Development Plan and the Transportation Master Plan need to reflect the City's new boundaries and the application of existing and new policy direction. The new Municipal Development Plan and Transportation Master Plan will establish the strategic level planning direction for how future annexation lands will be developed and accessed.

Edmonton's growth trajectory, along with its physical form and demography, is changing. Edmonton's population will surpass one million residents in the next few years, and is becoming more diverse with newcomers coming to the city from across Alberta, Canada and the world. These newcomers bring with them different needs, wants and values, and different expectations of what it means to live, work and play in a complete community. This growing and diverse population will require more housing, jobs and amenities.

Edmonton's regional context over the past 10 years has changed. Greater collaboration is occurring and shaping discussion on shared economic development and transit systems among the City and its neighbours. Within Edmonton, ongoing dialogue is expected to include, but not be limited to, growth coordination, infill, transit, mobility and access, climate change and adaptation, housing diversity and affordability, technology, health, and social inclusion. Best practices in shaping a sustainable and liveable city have evolved and need to be reviewed and tested for their applicability in Edmonton's context. Also, new and evolved thinking is occurring that will form part of the foundation for directing the growth and renewal of the physical city. Examples of this thinking include the *Transit Strategy* (2017), *Breathe* (2017), *Evolving Infill 2.0* (2018) and the *Community Recreation Facility Master Plan* (2018).

Project Overview

The proposed project to renew Edmonton's Municipal Development Plan and Transportation Master Plan will unify the plans and provide more specific policy direction to achieve Council's ten-year strategic goals as they relate to the physical form of the city. The integration of transportation and land use policies will result in a comprehensive higher-level planning framework to support Urban Shift, one of Council's draft 10-year strategic goals, and will enable the City to better respond to changing demands and opportunities.

The initial goals and objectives for the renewal project are as follows:

- A. Develop a new unified Municipal Development Plan and Transportation Master Plan.
 - a. Define the land use and infrastructure framework to support an urban shift toward denser urban form and improved overall mobility.
 - b. Apply a geospatial approach that considers the interactions between city networks and alignment with planning around nodes, corridors and neighbourhoods.
 - c. Establish new and renewed strategic objectives and policies to provide clear policy direction for the future shape of the city.
- B. Define the appropriate locations, pace and types of growth, and provision of infrastructure to support the plan's objectives.
 - a. Provide new targets to measure strategic objectives related to urban development and transportation.
 - b. Establish the initial planning and infrastructure servicing strategies for the annexation area.
 - c. Align the City's planning framework with the *Edmonton Metropolitan Region Growth Plan*.
- C. Create a directional plan that bridges corporate strategy with more detailed strategies and planning for neighbourhoods, infrastructure and public services.

- a. Provide a physical expression of Council's goals as articulated in the City's Strategic Plan, *The Way Ahead*.
- b. Establish clear relationships to the City's other strategic documents for social, environmental and financial planning.

High-Level Work Plan and Schedule

Administration has established a high-level work plan and schedule (Attachment 1) to outline the steps required to develop the integrated plan. Project planning has been initiated in 2017, and a substantial component of research and engagement is proposed for 2018 and 2019. Administration proposes that the final plan be completed by 2020, to allow for approval of the new plan 10 years after approval of *The Way We Grow*.

Next Steps

Preparation of a team that will manage and create the unified plan is required to move the integrated Municipal Development Plan and Transportation Master Plan renewal project forward. Once a service package for the project is approved, the establishment of an internal project team, governance structure and detailed terms of reference for the project will proceed.

Budget/Financial

Development of the new integrated Municipal Development Plan and Transportation Master Plan is a significant initiative that requires strong project management and robust citizen engagement. As such, the project requires a team of internal staff, as well as consulting support for technical research, policy development, public engagement and communications.

This project is not currently funded. Administration has submitted an unfunded service package for consideration as part of the Fall Supplemental Operating Budget adjustments for \$1,194,813 in 2018 and \$1,886,551 in 2019 to establish the strategic goals and objectives and integrate the two documents into one unified plan. This will allow for a balanced consideration of public input and evidence based analysis.

Legal

The *Municipal Government Act* stipulates that "A council of a municipality with a population of 3500 or more must by bylaw adopt a municipal development plan."

The *Highways Development and Protection Act*, stipulates that "A city shall prepare a comprehensive transportation study report for the development of an integrated transportation system designed to serve the needs of the entire city." The *Highways Development and Protection Act* also states that "The council of a city shall, by bylaw

in accordance with the *Municipal Government Act*, establish a transportation system in accordance with the transportation study report, and the bylaw must designate the transportation system.”

The recommendation in this report complies with the authority of the *Municipal Government Act* and the *Highways Development and Protection Act*.

Public Engagement

No public engagement activities were completed to prepare this report. An outcome of advancing the planning of the Municipal Development Plan and Transportation Master Plan will be to establish resources required to develop a comprehensive public engagement program for the project, in accordance with City Policy C593.

Development of a new integrated Municipal Development Plan and Transportation Master Plan will require significant communication and public engagement, as well as Statutory Public Hearings prior to plan adoption. Future reports on this topic will have a more direct connection with the public engagement program to develop the new integrated plan.

The public engagement approach for the renewal of Edmonton’s Municipal Development Plan and Transportation Master Plan will be built on the Public Involvement Plan for *The Way Ahead Renewal*. As described in the November 7, 2017, Urban Form and Corporate Strategic Development report CR_5197, *The Way Ahead Renewal: Public Involvement Plan for Renewal of Council's Strategic Plan*, public engagement will engage Edmontonians on Council’s draft strategic goals for the city, and will include elements for the physical form and growth of Edmonton. This information will help inform the renewal of the Municipal Development Plan and Transportation Master Plan and provide direction to build out the plan’s public engagement approach.

Corporate Outcomes and Performance Management

Corporate Outcome(s): Conditions of Success			
Outcome(s)	Measure(s)	Result(s)	Target(s)
<ul style="list-style-type: none"> Effective and efficient service delivery: the City is compliant with legislated requirements* 	<ul style="list-style-type: none"> Current MDP (effective dates) 	<ul style="list-style-type: none"> The Way We Grow MDP (2010-2020) 	<ul style="list-style-type: none"> Approved MDP is current (2020**)
	<ul style="list-style-type: none"> Current TMP (effective dates) 	<ul style="list-style-type: none"> The Way We Move TMP (2009-2019) 	<ul style="list-style-type: none"> Approved TMP is current (2020**)

* Legislation: Municipal Government Act (Section 632 (1))

** Target established in Section 19 Capital Region Board Regulation

Risk Assessment

Risk Element	Risk Description	Likelihood	Impact	Risk Score (with current mitigations)	Current Mitigations	Potential Future Mitigations
Corporate Governance - strategic direction	Inability to set strategic direction, due to lack of shared agreement on challenges and solutions	3 - Possible	5 - Worst Case	15 - High	Conduct extensive stakeholder engagement to inform Council of public priorities Complete technical studies to inform plan development	Further technical work or public engagement
Financial - resources available for project execution	Insufficient resources available to support development of the Plan	3 - Possible	4 - Severe	12 - Medium	Assess internal resource availability	Development of a service package to support the project
Project Management - Scope	Council and public expectations for project exceed defined scope	3 - Possible	4 - Severe	12 - Medium	Develop clear project scoping document	Share project scope document with Council Clearly communicate project scope to the public and stakeholders
Engagement - lack of robust and inclusive public and internal and external stakeholder engagement	The public, internal and external stakeholders, are not provided adequate opportunities for consultation. Consultation is not inclusive to include diverse range of citizens.	2 - Unlikely	4 - Severe	8 - Medium	Develop a comprehensive and well defined public engagement and communication strategy.	Conduct extensive stakeholder engagement to engage the public, internal and external stakeholders throughout all project phases.

Legal/ Regulatory - compliance with governing legislation	Failure to update plans results in non-compliance with provincial legislation	2 - Unlikely	3 - Possible	6 - Low	Develop project plan for renewal of Plans	Initiate renewal project in 2018
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Attachment

1. Renewal of the MDP/TMP - High-level Work Plan and Schedule

Others Reviewing this Report

- T. Burge, Chief Financial Officer and Deputy City Manager, Financial and Corporate Services
- C. Campbell, Deputy City Manager, Communications and Engagement
- D. Jones, Deputy City Manager, City Operations
- R. G. Klassen, Deputy City Manager, Regional and Economic Development
- A. Laughlin, Deputy City Manager, Integrated Infrastructure Services
- R. Smyth, Deputy City Manager, Citizen Services