



Edmonton

City Planning
Urban Form and Corporate Strategic Development

City Planning Framework

December, 2019
edmonton.ca/cityplan

This technical study was initiated to inform the development of The City Plan. Technical studies were considered alongside public engagement, modelling and professional judgment to determine overall outcomes for The City Plan.

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An aerial photograph of a city skyline, likely Edmonton, is shown with a semi-transparent red overlay. The buildings are densely packed, and a river or canal is visible in the lower right. The text 'EXECUTIVE SUMMARY' is centered in white, bold, uppercase letters. A thin white vertical line is on the left side of the page.

EXECUTIVE SUMMARY

The City Planning Framework

The **City Planning Framework** (the **Framework**) will be one of the key implementation tools utilized to achieve the policy Intentions and Directions of *The City Plan*. The Framework clarifies the hierarchy and Planning Tool categories that will support *The City Plan*, as well as providing clear, intentional processes that will guide how Planning Tools are created, monitored, updated and/or rescinded over time.

The key sections of the Framework are:

The Planning Toolkit - The categories of Planning Tools and their logical hierarchy that will be used to implement *The City Plan*

The Planning Tool Lifecycle - The stages each Planning Tool will go through, and the associated administrative processes and considerations to be considered at each stage

Framework Administration and Alignment - The connection between the Framework and corporate processes, including how the Framework will remain current over time

The utilization of the Framework will better enable the integration of business planning processes with the Corporate Business Plan and strategically align capital and operating budgets for planning and development activities in the corporation. Implementation of the City Planning Framework is planned to coincide with the implementation of *The City Plan* in 2020 and beyond.

INTRODUCTION

Purpose

The City Planning Framework supports *The City Plan* in shaping the future growth and development of the city of Edmonton. The Framework defines the suite of **Planning Tools** (the **Tools**) used by the City, industry, and communities to plan and direct development and city-building activities. It outlines what types of Planning Tools are used, and how each one moves through a lifecycle from its creation through to when it is ultimately rescinded or replaced.

The Framework allows the City to manage its Planning Tools using a consistent approach that ensures the same standards and processes are applied to each. It also sets out clear responsibilities and accountabilities for how Planning Tools are administered.

The City Planning Framework is a means for understanding, using, and evolving the City's Planning Tools. It is intended to support City staff, Council, and external partners in applying Planning Tools to meet Edmonton's development needs and goals.

Context

The City of Edmonton has undertaken development of *The City Plan*, which seeks to identify how the city will evolve into a community of two million people, and answering some key questions:

- What kind of city will Edmonton be in the future?
- What about a future city could make you feel more connected to your friends and family?
- What is Edmonton's city story?

The City Plan will identify what the community needs to do together in order to grow, adapt and succeed. *The City Plan* is implemented in conjunction with *ConnectEdmonton: Edmonton's Strategic Plan 2019-2028*. *The City Plan* links to the vision and goals of ConnectEdmonton, while defining a longer-term perspective for the City. It outlines a physical strategy of Edmonton's future growth, and a means of advancing the goals for change articulated in the Strategic Plan.

The foundation of *The City Plan* is a set of five guiding principles, referred to as *Big City Moves*, that give focus to the transformation of the City of Edmonton as it looks ahead at a population of two million people. These principles leverage sustainable, thought-out land use and infrastructure practices that promote a more compact, efficient, and livable city.

Background

The City Planning Framework was developed in part to address challenges related to increasing complexity in Edmonton's planning environment. Multiple types and formats of Planning Tools had resulted in inconsistent approaches to planning, and misalignment of the content of tools operating at different levels. In addition, without a shared approach to managing priorities and workflow, it was more difficult to coordinate projects, keep tools up to date, and match resources to planning needs.

With this context in mind, The City Planning Framework was created as an essential support to implementation of *The City Plan*. It addresses several specific needs in support of this implementation:

1. Ensure consistency in the types of Planning Tools used, and the format of similar tools.
2. Create consistency in how Planning Tools are developed, changed, and managed.
3. Define clear roles and accountabilities related to City Planning Tools.
4. Provide City staff with reliable processes to manage workload and priorities related to Planning Tools.
5. Reduce the number and complexity of Planning Tools used by the City to create a minimal critical structure to guide development.
6. Develop a clear and simple approach for how Planning Tools are administered, which can be communicated to all stakeholders.

Principles

The City Planning Framework operates according to the following principles, which also guided its development:

- **Simplicity.** An anchoring philosophy for Planning Tools is to define only the minimal critical structure required to inform the desired outcomes. This means, only providing what direction and requirements are necessary to delivery value to Edmontonians, and to facilitate growth and business in our city.
- **Collaboration.** This Framework builds on knowledge and foundation of planning expertise that exists within the City, and seeks to integrate Planning Tool processes with ongoing priorities across different Business Units.
- **Alignment.** It is essential that the Framework for planning policy instruments is well-aligned with the directions to be implemented under *The City Plan*. In addition, the processes established through this Framework must be integrated with current City business planning and operational practices.
- **Practicality.** A theoretical or idealized Framework has little value to the City if it cannot be practically implemented. This means that it must be easy to use and tested through implementation.
- **Flexibility.** This Framework needs to be adaptable to strategic shifts identified through the implementation of *The City Plan*, future changes in government, and continuing evolution of planning needs. This means that the Framework itself must keep evolving over time.

An aerial photograph of a city skyline, likely Edmonton, is shown with a semi-transparent red overlay. The buildings are densely packed, and a river or canal is visible in the lower right. The text 'PLANNING TOOLKIT' is centered in white, bold, sans-serif font. A thin white vertical line is on the left side of the page.

PLANNING TOOLKIT

The logo for the City of Edmonton, featuring the word 'Edmonton' in white, lowercase letters on a dark blue rectangular background.

Edmonton

Planning Tools in Edmonton

Overview

The City Planning Framework is built upon a foundation of distinct Planning Tools (the Tools) that will be utilized to both proactively plan for change and reactively address emerging challenges and opportunities of city building. The Framework is a major component of the policy *lever of change* identified in *The City Plan*, and is intended to be utilized through implementation of *The City Plan*. Accordingly, all Tools identified in the Framework will be consistent with *The City Plan* and provide a feedback loop to assist with keeping *The City Plan* evergreen over time. The following sections will outline the philosophy for how the Tools are intended to be utilized, as well as descriptions for each Tool type.

The City of Edmonton has in the past used a vast suite of Planning Tools to guide city building. Through the implementation of The Framework, existing Planning Tools will be reviewed even as new tools are identified. Opportunities to integrate and consolidate existing Planning Tools (either in whole or part) into new Planning Tools will be encouraged in order to best minimize and streamline the number of tools needed to guide the growth of the city.

Toolkit Philosophy and Use

The Planning Tools, in consideration of *The City Plan's* policy lever of change, will be utilized to guide placemaking, people and municipal assets to further inform what a future Edmonton could be, rather than procedurally how it will be achieved. Inherent in the use of these Tools will be the use of other administrative tools, such as City Policies, Directives and Procedures, terms of reference documents, document templates, etc. to assist with streamlining the development and updating of existing Tools over time. The Tools in the Framework will be developed in accordance with current Project Management Practices utilized in the City of Edmonton to ensure the delivery of excellent work. Additional templates, administrative tools and process will be developed following the completion of the City Planning Framework project.

The categories of Tools contained in the Framework are strategically designed to be concise, transparent and adaptable to change that will result in relevant and effective planning guidance over time. Each Tool within the Framework is designed to provide information or direction for a specific purpose. This structure helps reduce the number of Tools required to inform decisions while standardizing their role, scope and function as a cohesive toolbox. While the Tools in the Framework are designed to be unique from one another, it is important to note that a suite of Tools will likely be needed to address emerging challenges and opportunities, or to proactively plan for change.

The City Plan

The City Plan aims to make a tangible, positive difference to the lives of Edmontonians and is both a values-based and outcome-oriented document. Inevitably, over time and as change accelerates, the needs of Edmontonians will also change. An inclusive, agile and adaptive City Plan allows us to respond meaningfully to emerging realities and make informed choices along the way. This means less of a focus on the physical regulation of objects and artefacts, and more on painting the big picture, on how we want to move through and experience our community over the next years and decades.

The City Plan offers a cohesive strategy for residents, business owners, developers and property owners, city administration, public institutions and community organizations to guide and navigate future growth in Edmonton. *The City Plan* will:

- Provide direction for plans, guidelines and other policy decisions
- Inform proposed changes to City regulations
- Prioritize resource allocation and financial decisions
- Measure progress towards City goals and targets

The City Planning Framework is a key implementation component of *The City Plan*, embodying the policy *Lever of Change* that will be utilized in combination with the other Levers of Change (Infrastructure Investment, Partnerships and Advocacy, and Incentives, Pricing and Subsidies) to achieve the Intentions and Directions of *The City Plan*. All of the Planning Tools in the Framework should be consistent with *The City Plan* and strive to achieve the outcomes of *The City Plan*.

Statutory Plans and The City Planning Framework

The *Municipal Government Act* (MGA) of Alberta establishes a set of Statutory Plans that municipalities may utilize to inform the logical development of the municipality. These plans include:

- Municipal Development plans (i.e. *The City Plan*)
- Area Structure Plans
- Area Redevelopment Plans
- Additional Statutory Plans

Statutory Plans are rigorous plans approved by City Council via Bylaw approval, as legislated through the MGA. Accordingly, City Council (and by extension, Administration) are bound to these plans, requiring approval by Bylaw to amend or deviate from the approved plan.

The City Planning Framework acknowledges the MGA's Statutory Plans, having the Municipal Development Plan being represented by *The City Plan*, and Area Structure Plans and Area Redevelopment Plans being represented by the *Geographic Plans* category in the Framework. In addition to the Statutory Plan categories identified in the Section 635. of the MGA, Section 635.1 of the City of Edmonton Charter Regulation, 2018, allows the City of Edmonton to create *Additional Statutory Plans* to further guide land development. The scope of *Additional Statutory Plans* is broadly defined in the City of Edmonton Charter Regulation, there are limitations to their use.

Planning Tool Types and Components

The Framework recognizes four distinct types Planning Tools, as well as two kinds of Planning Tool Supports:

Planning Tools

Plannings Tools are the primary tools that will be utilized to implement *The City Plan* and inform city building decision making through the policy Lever of Change. The Planning Tools will be monitored through the Planning Tool Inventory and are subject to the Planning Tool Lifecycle phases.

- Strategies
- Guidelines
- Geographic Plans
- Standards and Bylaws

Planning Tool Supports

Plannings Tool Supports are intended to be utilized to support the development and/or implementation of the primary *Planning Tools* noted above. Planning Tool Supports will be monitored in the Planning Tool Inventory, however, as they are transitory documents, they will not be subject to the Planning Tool Lifecycle process

- Studies and Reports
- Implementation Plans

Planning Tool Types and Components

The following pages describe the individual Planning Tools (and tool supports) in greater detail, and also illustrate the hierarchy of tools. Each tool description includes:

Purpose: definition of the tool and description of *why* the Tool may be needed.

Intended use: *how* the Tool is intended to be used, including what it *will* do and what it *will not* do.

Development process utilization: how the tool may be used during the planning and development process.

Examples of tool use: existing examples for how the Planning Tool could be used.

Planning Tool relationships: relationships with other types of Planning Tools.

Planning Tool Types

Strategies

Purpose	The primary purpose of Strategies are to interpret the policy Intentions and Directions within <i>The City Plan</i> and provide additional, more detailed information and direction for what these mean and how they can be achieved. Generally, Strategies provide direction to both the <i>what</i> and the <i>how</i> (intent and approach) in order to achieve <i>The City Plan</i> .
Intended Use	<ul style="list-style-type: none">• Strategies will interpret the policy Intentions and Directions of <i>The City Plan</i> and will provide refined intent and approach to achieving its outcomes.• Strategies may be utilized to provide enhanced subject-based strategic direction and criteria (performance measures, targets and outcomes) in alignment and support of <i>The City Plan</i>.• The development and approval of a Strategy will require the concurrent development and approval of an Implementation Plan to achieve its outcomes.• Strategies, through the use of Implementation Plans, will be utilized to prioritize Administrative work plans, including the Corporate Business Plan, and will inform capital and operating budgets.
Development Process Utilization	Strategies will primarily be utilized to inform the development of and amendments to Guidelines and Geographic Plans, however, they may also be used to help inform rezoning applications.
Examples of Tool Use	<ul style="list-style-type: none">• <i>Breathe</i> – Defines open space and natural area categories, and provides city-wide targets to achieve open space diversity in all neighbourhoods.• <i>WinterCity Strategy</i> – Identifies the importance of embracing winter in the context of public health, and outlines activities the City could undertake to enhance winter enjoyment for Edmontonians.
Planning Tool Relationships	<ul style="list-style-type: none">• Intended to interpret policy Directions set in <i>The City Plan</i>, providing strategic direction to be considered by all other Planning Tools• All tools in the Framework must be consistent with Strategies

Guidelines

Purpose	The purpose of Guidelines are to further interpret and achieve the Intentions and Directions identified in <i>The City Plan</i> , and direction contained within Strategies by providing tangible, more detailed planning direction to inform decision making. Guidelines may also be used to assist with collaboration and negotiations consistent with land development as applicable.
Intended Use	<ul style="list-style-type: none">• Guidelines will be used to bridge the connection between strategic policy direction and practical implementation application on the ground.• Guidelines may be used to inform the physical design of mobility networks, open spaces, built form, providing flexibility in interpretation.• Guidelines may be for specific subjects or topics, or may provide detailed spatial information that could be applied to specific geographical areas.
Development Process Utilization	Guidelines will primarily be utilized to inform the development of and amendments to Geographic Plans as well as Standards and Bylaws, but may also be used to help inform amendments to the Zoning Bylaw.
Examples of Tool Use	<ul style="list-style-type: none">• <i>Transit Oriented Development Guidelines</i> – Provide land use guidance and contextual design direction for areas surrounding Light Rail Transit Stations.• <i>Main Street Guidelines</i> – Provide design guidance for how Main Streets could be physically designed, including how pedestrian interface with roadways could be achieved.• <i>Winter City Design Guidelines</i> – Achieve the outcomes established in a Strategy for winter enjoyment by providing design direction for how public spaces could be constructed to welcome recreation during the winter.
Planning Tool Relationships	<ul style="list-style-type: none">• Intended to interpret policy Directions set in <i>The City Plan</i> and through City Strategies, to provide a bridge between planning concepts and their application.• Guidelines may inform the development of, or revision to Standards and Bylaws.

Geographic Plans

Purpose	Geographic Plans provide integrated planning direction to specific geographical areas.
Intended Use	<ul style="list-style-type: none">• Geographic Plans will interpret the planning direction set in <i>The City Plan, Strategies</i> as well as consider any relevant instructions from Guidelines to provide integrated, multi-disciplinary direction to specific geographical areas.• Geographic Plans will be used to inform the development of new neighbourhoods through multi-neighbourhood scale plans. Smaller neighbourhood-scale plans in newly developing locations may be considered where more detailed spatial policy direction is required.• Geographic Plans may also be used to guide the redevelopment of established areas in the city when targeted spatial policy direction is needed to achieve Intentions and Directions of <i>The City Plan</i>, and where Guidelines are not sufficient to achieve this.• Geographic Plans will not contain action items or work program activities. Rather, Implementation Plans will be developed and approved concurrently with Geographic Plans.
Development Process Utilization	Geographic Plans will primarily be utilized to inform applications to amend the Zoning Bylaw. They may also be used to help inform applications to subdivide land, as well as Development Permit applications, when applicable.
Examples of Tool Use	<ul style="list-style-type: none">• <i>Decoteau Area Structure Plan</i> – Provides policy direction to guide the logical development of a growing area of the city.• <i>Exhibition Lands Planning Framework</i> – Provides direction for how an established area of the city could be significantly redeveloped.
Planning Tool Relationships	Geographic Plans provide an interpretation and synthesis of planning direction set in <i>The City Plan, Strategies</i> as well as guidance established in relevant Guidelines. Geographic Plans will require Implementation Plans to outline how the outcomes of the Geographic Plan will be achieved. Standards and Bylaws will be considered in collaboration with Geographic Plans during development and construction processes.

Standards and Bylaws

Purpose	To provide specific rules, regulations or standards that are intended to be followed and enforced in order to achieve the direction set by other Planning Tools within the Framework. Standards and Bylaws will inform the physical construction and development of land.
Intended Use	<ul style="list-style-type: none">• Standards and Bylaws will be used to provide detailed rules, regulations and standards that achieve planning outcomes set in related Planning Tools.• Standards and Bylaws should be strictly followed and enforced.• Standards and Bylaws will not contain standards or regulations that are inconsistent with related Tools in the Framework, including <i>The City Plan</i>, Strategies, Guidelines and Geographic Plans.
Development Process Utilization	Standards and Bylaws will primarily be utilized to inform the subdivision of land and guide the development and construction of site-specific development applications.
Examples of Tool Use	<ul style="list-style-type: none">• <i>The Land Use Bylaw</i> – Provides enabling regulations that outline the allowable uses of land and provide clear direction about the massing and location of buildings on a site.• <i>The Drainage Bylaw</i> – Provides clear regulations for how stormwater may be discharged from a property).• <i>Design and Construction Standards (Volume 2)</i> – Provides clear design and construction standards for how main streets are allowed to be built.
Planning Tool Relationships	<ul style="list-style-type: none">• Standards and Bylaws will primarily be utilized to implement the directions set in the other Planning Tools in the Framework. Accordingly, Standards and Bylaws should be consistent with all other Tools in the Framework and <i>The City Plan</i>.

Planning Tool Supports

Implementation Plans

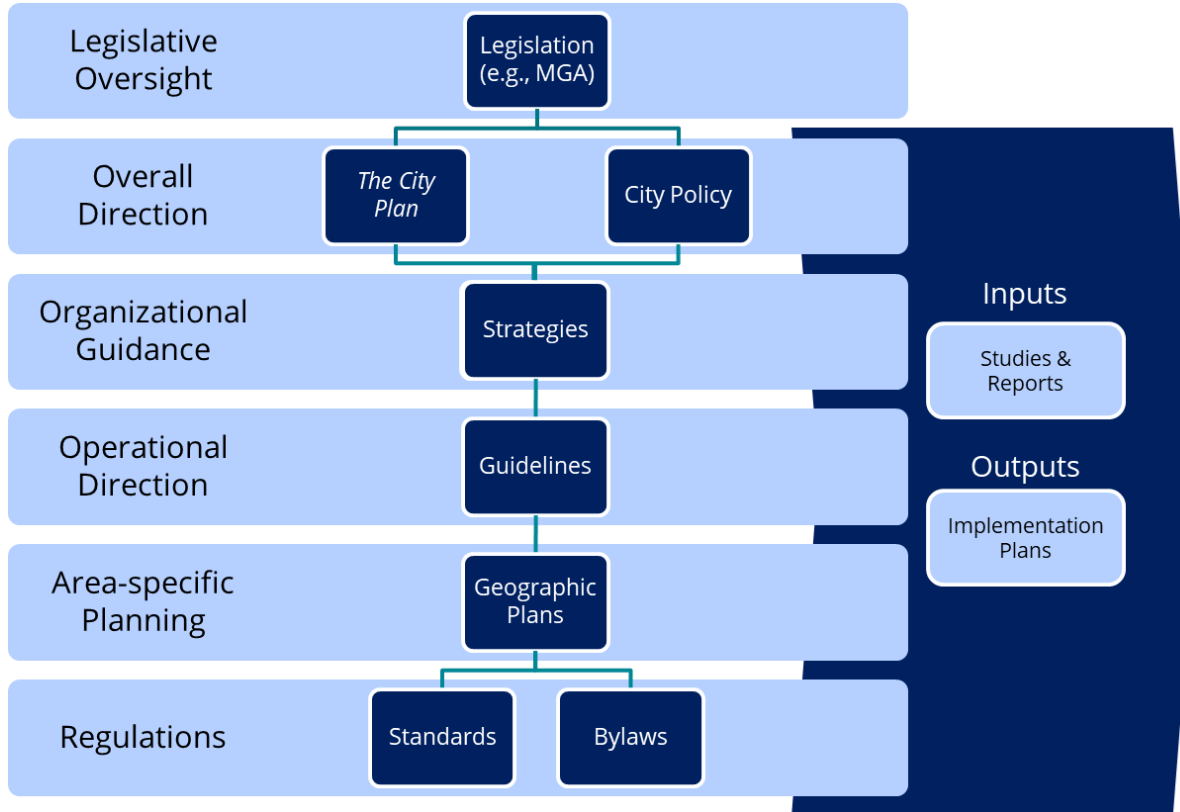
Purpose	The purpose of Implementation Plans are to provide actions or steps to be undertaken by Administration in order to achieve the direction set in an accompanying Tool.
Intended Use	<ul style="list-style-type: none">• <i>Implementation Plans</i> will accompany all tools developed under the City Planning Framework, providing specific actions or steps to be undertaken by Administration in order to achieve the direction set in the accompanying Tool.• The actions contained within an Implementation Plan will have budget and resource allocation needs specifically identified.• Implementation Plans will be utilized to inform Administration work plans and the Corporate Business Plan.• Implementation Plans will not contain policy direction, guidance, standards or procedural direction.
Development Process Utilization	Implementation Plans will not be utilized to inform decisions during the land development process.
Examples of Use	<ul style="list-style-type: none">• <i>The Infill Roadmap 2018</i> – Provides clear activities to be undertaken by Administration to achieve policy direction and performance targets established in the Municipal Development Plan.• <i>Smart Transportation Action Plan</i> – Provides clear activities to be undertaken by Administration to achieve policy direction and performance targets established in the Transportation Master Plan.

Studies and Reports

Purpose	The purpose of Studies and Reports are to provide research, analysis and evaluation of potential options to address identified challenges and opportunities, or to provide input into the development of other Tools within the Framework.
Intended Use	<ul style="list-style-type: none">• Studies and Reports will be used to garner a better understanding of particular topics, challenges or opportunities, including spatial, non-spatial, and subject-specific matters.• The information gathered should be used to inform recommendations for next steps (contained in an accompanying Implementation Plan), including the identification of additional Tools or a suite of Tools that may need to be developed to address the challenge or opportunity.• Studies and Reports may contain detailed research and information, however these tools will not contain policy, planning direction or specific action items.
Development Process Utilization	Studies and Reports inform the development of Planning Tools at different phases of the development process.
Examples of Tool Use	<ul style="list-style-type: none">• <i>Market Housing and Affordability Study</i>, Infill Roadmap 2018 project – Provides housing market research to inform actions within Implementation Plans• <i>Highway 2 Corridor Improvement Study</i> – Provides existing conditions of roadway conditions to inform future improvements through capital projects.



Planning Tool Hierarchy and Application

Overall Tool Hierarchy



Tool Application Through The Development Process

Land Development Application / Process	Strategies	Guidelines	Geographic Plans	Standards and Bylaws	Studies and Reports	Implementation Plans
Geographic Plan Amendment	Primary Tool Use	Primary Tool Use			Secondary Tool Use	N/A
Rezoning	Secondary Tool Use	Secondary Tool Use	Primary Tool Use	Secondary Tool Use	Secondary Tool Use	N/A
Subdivision			Secondary Tool Use	Primary Tool Use	Secondary Tool Use	N/A
Development Permit			Secondary Tool Use	Primary Tool Use	Secondary Tool Use	N/A
Subdivision and Development Appeal Board			Secondary Tool Use	Primary Tool Use		N/A

	Primary Tool Use
	Secondary Tool Use

An aerial photograph of a city, likely Edmonton, is shown with a semi-transparent red overlay. The city features a mix of high-rise buildings and lower-density residential areas. A river or canal is visible in the lower right quadrant. The overall scene is viewed from an elevated perspective.

PLANNING TOOL LIFECYCLE

Lifecycle Overview

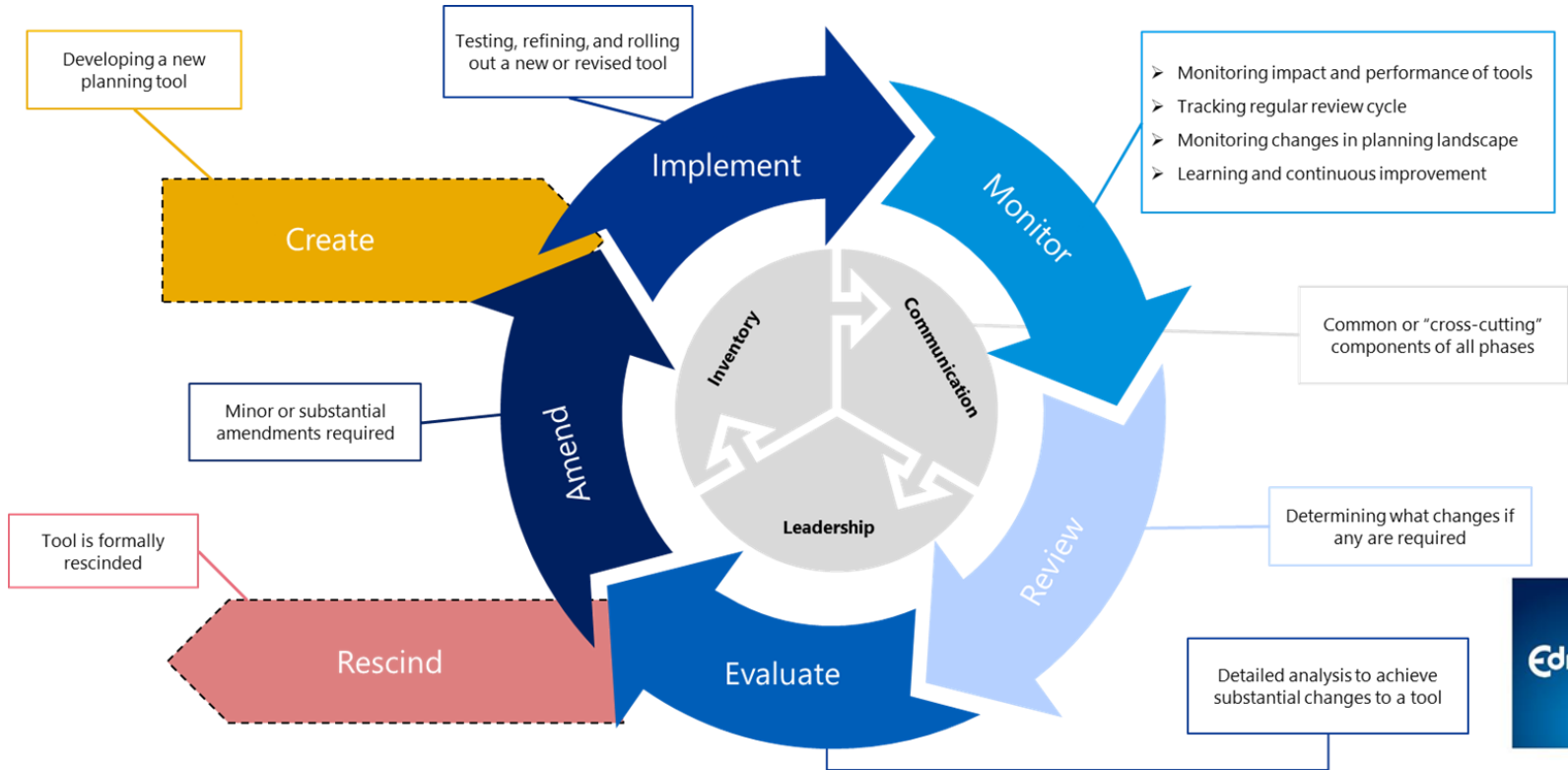
What is the Planning Tool Lifecycle?

The City has identified different types of Planning Tools that are used to shape land use planning and development. Each of these tools moves through a *lifecycle* that includes different phases from creation through to when a tool is rescinded or retired.

The purpose of defining the lifecycle of Planning Tools is so that, at each phase, the City can take appropriate action to manage and adapt the instruments used to guide planning according to City priorities. The sections that follow outline the Planning Tool Lifecycle, describing each phase and the actions, responsibilities, and approvals required. This creates a consistent approach for administering Planning Tools within the City.

Descriptions of each phase focus only on steps and requirements for Planning Tools. Unless otherwise specified, it is assumed that normal processes for workflow, project management, and approval through the City hierarchy are observed. For example, a report to Council would as a matter of normal practice proceed through the *Council Report Playbook* process; these normal approval paths are not pictured or specified.

Lifecycle Overview of Phases



Cross-cutting Elements



Each phase of the Planning Tool Lifecycle (the Lifecycle) has the following common (or cross-cutting) elements:

Common or <i>Cross-cutting</i> Elements Across All Lifecycle Phases	
Planning Tool Inventory	Tracking the Planning Tools that exist, as well as when they are approved, reviewed, amended, and rescinded or replaced. Each phase of the lifecycle involves interaction with the Planning Tool Inventory (the Inventory) to track progress and monitor completion. The Inventory also identifies upcoming requirements for review and evaluation, thereby making it possible to prioritize, plan and allocate necessary resources to Planning Tool development projects.
Communication	Whenever a Planning Tool is created, changed, approved, reviewed, or rescinded, there are requirements for communication and notification. For example, City Council requires updates and recommendations that demonstrate Administration is acting on Council's direction. Changes in Planning Tools can also require a range of internal and external notification, depending on the scope of impact.
Leadership	Management of the Lifecycle requires accountability and decision making with respect to priorities, options, and recommended changes. The roles and responsibilities for leadership are defined for each phase using RACI charts.

The description of each phase specifies the cross-cutting elements that apply.

Learning and Continuous Improvement

Continuous improvement is incorporated across the phases of the Planning Tool Lifecycle in a variety of ways.

Learning and Continuous Improvement Opportunities at Each Phase of the Lifecycle	
Create / Amend Phases	<ul style="list-style-type: none">• Identifying issues with process, guidance, and templates used to develop Planning Tools. This may involve formative evaluation as appropriate.• Capturing stakeholder feedback and input where applicable.• Tracking information on costs and level of effort to create a given type of tool (service levels for tool development).
Implement Phase	<ul style="list-style-type: none">• Capturing learning from testing, and user feedback.• Tracking information on costs and level of effort to implement a given type of tool (service levels for implementation).
Monitor Phase	<ul style="list-style-type: none">• Environmental analysis that includes a range of information relevant to the current planning environment in the City.• Monitoring qualitative and quantitative impact of Planning Tools.• Regular reporting to the Steering Committee about the suite of Planning Tools, impacts, and costs.• Monitoring changes in City strategy, Council direction, legislation, and regional planning frameworks.• Evolving the Planning Policy Framework: i.e. reviewing and refreshing both the suite of Planning Tools, and the Lifecycle approach to managing them.• Capturing feedback from users, including other City departments.
Review / Evaluate Phases	<ul style="list-style-type: none">• Evaluation may identify common or structural issues with how tools are built and implemented. This includes insights about the effectiveness of the metrics and information sources used to assess impact.• Surfacing gaps and alignment issues among current Planning Tools.• Identifying issues or opportunities for improvement in the processes for review and evaluation.• Tracking information on costs and level of effort to implement a given type of tool (service levels for evaluation).

Planning Tool Creation

Tool Creation



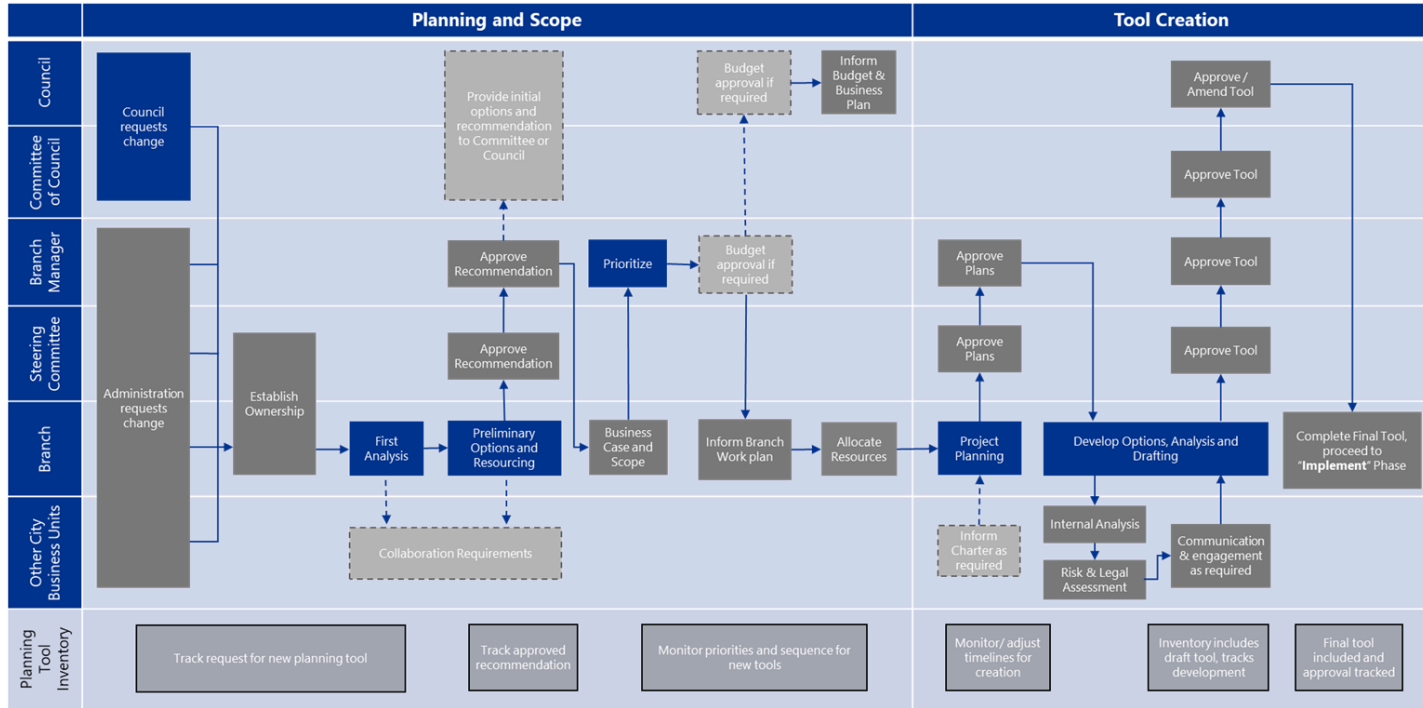
Create

There are a number of ways in which the need for a new Planning Tool might be identified. The tool creation process ensures that the City:

- is able to assess all requests for new Planning Tools and determine the appropriate response;
- can prioritize different Planning Tool needs, and allocate resources appropriately in alignment with business planning cycles (including the development and refining of Branch work plans and the Corporate Business Plan);
- maintains a consistent process for how Planning Tools are created, reviewed, and informed;
- has clear decision making and accountability structures in place throughout the process;
- engages the necessary expertise and perspectives in Planning Tool development; and
- manages risks and interdependencies inherent in changes to the planning environment.

The pages that follow outline the process for creation of new Planning Tools. Several elements of this process are built out in greater detail in order to provide guidance for how the tool creation process can best be applied – these are **coloured in blue** on the process map on the following page.

Creation Process Map



Council Requests



Many requests for new Planning Tools are initiated by City Council and its Committees, such as Urban Planning Committee. While Administration does not dictate the requests made by Council, the following considerations are intended to assist in responding to asks for new Planning Tools.

Considerations: Council and Committee Requests for New Planning Tools	
Consistency	A consistent culture of how requests are framed, options are presented, and tools are delivered assists Administration with meeting Council expectations. A City Planning Framework that is consistently applied in implementation of <i>The City Plan</i> helps create this culture and relationship.
Framing	To the extent that it is possible, motions from Council will be most effectively addressed if framed in terms of a particular issue, outcome, or question – as opposed to a specific solution. This enables Administration to bring back well-informed options for decision.
Options	The best service to Council often involves bringing options for their direction or decision. Options should consider different ways of addressing a given issue through the use of Planning Tools, as well as the possibility that a new tool is not the optimal solution.
Timely Response	Administration will strive to address a request by providing high-level options as quickly as possible. Although the process of creating a Planning Tool may take months or years, it is important to close the loop on a Council request as soon as possible by providing options and resource considerations.
Context	Administration must place a Planning Tool request in context of current workflow and priorities. This means referencing the impact of a request on current Business Plans and other planning priorities, in order to provide Council with context on the tradeoffs inherent in a request.



First Analysis



Requests for additions to the City's Planning Framework can come from a variety of sources. Upon receiving a request for a new Planning Tool – even from Council – it is essential to first triage the request in order to verify what in fact is required. The lines of inquiry outlined below are intended to assist the City in determining which type of tool is likely required.

1. Is a new Planning Tool required?

- What is the specific need and outcome that a new tool is intended to address?
- Is the outcome typically achieved through Planning Tools?
- How are decisions about this issue made now?
- What legislation, regulation, bylaw, or standards apply to this issue?
- Is this a one-time need? (i.e., could be resolved with a decision), or would a Planning Tool address related issues in the future?
- Does the outcome align with *The City Plan*?
- Is the desired outcome fully within the scope of authority for the City's Planning Framework?
- Other than Planning, who else has a stake in this outcome?

If tool is required

2. What Type?

- Is a big shift needed in how the City conducts planning?
- Is the required change limited to a specific geographic area?
- Are new, enforceable rules or regulations required?
- Is more direction required about how to implement an existing Planning Tool?
- Is there a knowledge gap about what is feasible, or optimal?
- Is the issue/outcome well-defined, requiring tangible actions in response?

Probable Tool

Strategy

Geographic Plan

Standards / Bylaw

Guidelines

Study / Report

Implementation Plan

Prioritizing New Tools



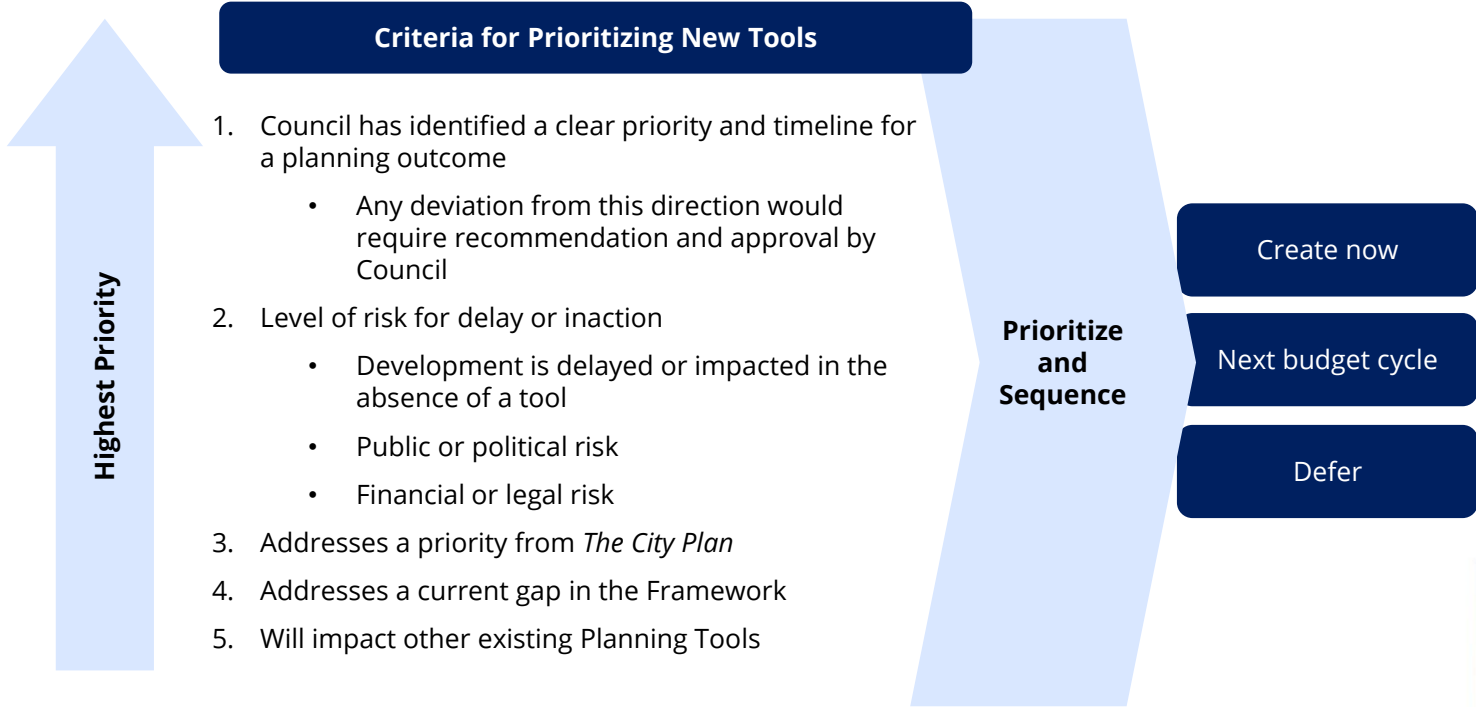
Create

The City may at a given time have many Planning Tools in development, or none. For this reason, it will be important to maintain the new requests within the Planning Tool Inventory in order of priority. Priority and sequence will be managed by the Chief Planner's Office, with input as required from the Steering Committee with members from City Planning, Development Services, and Corporate Strategy (and other Business Areas as identified by the Steering Committee).

Creating new Planning Tools is closely tied to resource availability and budget cycles. Although emergent priorities and Council / ELT direction in-year may make resources available in-year for new tools, other priorities will be addressed through the budget cycle. For this reason, prioritized Planning Tool development projects will be reviewed as budget priorities alongside Planning Tool evaluation projects, amendments, and other departmental priorities.

The diagram on the following page depicts the criteria (in order of importance) that should be used to prioritize each tool for three paths to development: **1) Create now; 2) Prioritize resources in next budget cycle; or 3) Defer.** Once priority is established, the requesting party should be updated on likely timing.

Criteria for Prioritizing New Tools



Criteria for Prioritizing New Tools

1. Council has identified a clear priority and timeline for a planning outcome
 - Any deviation from this direction would require recommendation and approval by Council
2. Level of risk for delay or inaction
 - Development is delayed or impacted in the absence of a tool
 - Public or political risk
 - Financial or legal risk
3. Addresses a priority from *The City Plan*
4. Addresses a current gap in the Framework
5. Will impact other existing Planning Tools

**Prioritize
and
Sequence**

Create now

Next budget cycle

Defer

Preliminary Options and Resourcing



Create

City building is a complex process that involves many different stakeholders, variables (like economic, social and political factors) that make decision making difficult. Accordingly, there are often multiple ways to solving particular challenges or capitalizing on emerging opportunities that may or may not require the development and implementation of new Planning Tools.

To ensure that the minimum critical structure of Planning Tools existing in the Planning Framework at any given time (reducing complexity, redundancy and conflict between policy direction and objectives) and to best enable Council in making transformative city-building decisions, it would be prudent to provide multiple options for City Council to consider in response to motions to undertake new Planning Tool work.

Options should consider different ways of addressing a given issue through the use of Planning Tools, as well as the possibility that a new tool is not the optimal solution. The potential opportunities and implications that each option could provide (including anticipated outcomes and impacts on Business Plans and resources) should be clearly articulated to allow Council or Committees of Council to make informed decisions.

Service Levels for Tool Creation



Preliminary service levels have been conceptualized for creation of different types of Planning Tools. The following represent general estimates for resources needed to develop new Planning Tools, including internal FTE, surge FTE (required during the heaviest workload periods), and external support. It's important to note that geographic scale / application of the Planning Tool, as well as the complexity of the problem statement and intended outcomes greatly affect these general estimates. Over time, continuous learning processes and reporting will capture more data on resourcing needs and project timelines, allowing Administration to pre-set levels of service for future Planning Tool creation.

Type of Planning Tool	Time to Create	Internal FTE	Surge FTE	Outside Resources
Strategies	~2 years	1-3	5+	Up to \$500K
Geographic Plans	2-3 years	1-3	3-5	Up to \$500K
Standards and Bylaws	2-3 years	1-3	3-5	Up to \$400K
Guidelines	1-2 years	1-2	3-5	Up to \$300K
Implementation Plans	1-2 years	1-3	3-5	Up to \$300K
Studies and Reports	~1 year	1-2	3-5	Up to \$200K



Project Planning



Creation of a new Planning Tool is a project-based process that draws upon the City's Project Management methodologies and resources (i.e. the *Project Management Guidelines*). The project planning process should be guided by a Project Charter and Project Management Plan (PMP) that ensure the process is planned, approvals can be secured, and accountability is maintained. In addition, it is particularly important to consider how the new tool will fit within the City's Planning Framework, including:

- Alignment with *The City Plan*, priorities, and principles;
- Relevant legislative framework, bylaw and standards; and
- Interdependencies with other Planning Tools.

Project planning documents will be overseen and approved by the Steering Committee, who will receive regular status updates. It is important to note that, in addition to the initial Charter, a given Planning Tool creation project may require a Project Management Plan with a number of subsidiary plans, which could include:

- Scope Management Plan
- Time/Schedule Management Plan
- Cost Management Plan
- Quality Management Plan
- Human Resources Management Plan
- Communication Management Plan
- Risk Management Plan
- Procurement Management Plan
- Stakeholder Management Plan

Developing Content Options

Create

Considerations for Developing Planning Tool Content

- Planning Tool content will be developed by applying relevant templates and following related guidance.
- Multiple options may be developed for review and approval by the Steering Committee, Council Committee, and/or Council. Options must be accompanied by sufficient analysis to support decision making.
- Environmental scanning, research and analysis and testing / prototyping are essential to assessing options and developing informed content. Engagement of stakeholders may or may not be required.
- Working through options may require clarifications in scope and direction to be escalated via the Steering Committee.
- A final Planning Tool will be developed following research, analysis and engagement efforts, with final approval given by either the Branch Manager's Office, Committees of Council or City Council, as legally required.

Analysis and Drafting Considerations

- The content development and analysis process may need to be iterative – e.g., engagement with other departments or stakeholders may raise questions that require further research; or analysis may identify additional options for review.
- Research, technical analysis, and / or jurisdictional comparison may include similar or past City responses.
- Interim check-ins with the Steering Committee may serve to inform or redirect content in development
- Administration should identify potential measurements for the Planning Tool – i.e., what are the measures or indicators of success? These could be quantitative and/or qualitative.
- Interdependencies – i.e., what impacts would have to be managed if we implement the changes being considered? Are there conflicts or sequence issues with other tools in development?
- Learning from the development of a new tool should be captured to inform future efforts.
- Communication is an ongoing consideration – i.e., who should be aware of this process?

Testing and Refining Tools



Create

As a matter of good practice, Planning Tools should be **tested before final approval** where it is feasible to do so. Following testing, the tool can be recommended to Council for final approval. Depending on the Planning Tool, testing could include:

- Engaging end users (e.g., developers, or neighbourhood stakeholders) for feedback;
- Pilot implementation in a limited area or scope; or
- Reverse-analysis of a recent decision or similar issue against the parameters of the new tool.

Testing may suggest potential improvements or alterations to the tool, which if substantive must be escalated for review by the Steering Committee and approval by the Branch Manager. Significant strategic or content shifts may require a decision of Council, if Council has already approved a draft concept or direction for a Planning Tool.

Cross-cutting Elements



Create Phase – Cross-cutting Considerations	
Inventory	<p>The Planning Tool Inventory tracks a number of gates and milestones, including:</p> <ul style="list-style-type: none"> • Requests for new Planning Tools • The sequence and priority of tools to be built • Estimated timelines for creation projects • Recommended and approved versions of Planning Tools • Resources allocated and expended for tool development
Communication	<p>Communication considerations during the Create phase include:</p> <ul style="list-style-type: none"> • Communicating back to the party who requested a new Planning Tool • Notifications and updates to Council, as well as the Council Committees as required • Communicating about the creation process to internal stakeholders, and providing appropriate updates to those involved in the work • Public/external communications and engagement activities if required • Notification of stakeholders when Planning Tool is approved
Leadership	<p>Leadership and governance considerations during the Create phase include:</p> <ul style="list-style-type: none"> • Accountability through Planning Tool owner for the creation process • The Steering Committee has a review/approval role for recommendations, project plans and new tools, as well as responsibility for monitoring recommending the sequence of Planning Tool creation and development • Branch Managers approve recommendations, prioritize resources and projects, approve project plans, and sign off on new tools. • Council approves changes in resources, recommended options, and final Planning Tools



RACI Chart – Tool Creation Process



Actions	City Council	City Executives (DCMO)	Branch Manager	Steering Committee	Planning Tool Owner	Branch Staff	Other City Units	Framework Administrator
Planning Tool Creation								
Establish Planning Tool ownership		I	A	R	C	I		R
First analysis of Planning Tool request			A	R	R	C	I	R
Establish preliminary options and resourcing	I	I	A	C	R	C	C	R
Approve recommendations to create tool	A	I	I	C	R	I	I	I
Project planning and project management			A	C	R	C	C	C
Engage expertise and input for tool development			C	C	A	R	C	C
Communication during Planning Tool project			I	C	A	R	I	I
Complete Planning Tool project			A	C	R	R	C	R
Approve completed Planning Tool	A	I	R	C	R	I	I	C
Knowledge Management (website and Planning Tool Inventory update)			I	R	R	I	I	A



Planning Tool Implementation

Planning Tool Implementation



Once a Planning Tool has been substantively created and/or redeveloped, several aspects must be addressed in order to successfully implement:

- **Prioritizing:** as with Planning Tool creation, amendment, or evaluation, implementation is treated as a project. project planning tools are developed for approval by the Steering Committee and Branch Manager, and the project is sequenced among the suite of other Planning Tool projects. Implementation projects prioritized for resourcing through the budget/business planning cycle.
- **Internal coordination:** Implementation of a Planning Tool will mean changes for City staff, potentially in more than one business area. Before implementation, it is important to revisit interdependencies and implications for execution and monitoring of the tool. Relevant City staff should be aware that a new tool is entering a testing and implementation phase.
- **Prepare for data collection:** as implementation rolls out the City should be prepared to begin data collection to assess the impact and effectiveness of the Planning Tool. This may mean establishing engagement requirements for feedback, or ensuring processes are in place for quantitative and qualitative data collection, analysis and reporting.

Cross-cutting Elements



The following table identifies cross-cutting elements for consideration during the *Implement* phase of the tool lifecycle:

Implement Phase – Cross-cutting Considerations	
Inventory	<ul style="list-style-type: none">• The Planning Tool Inventory tracks when the Planning Tool is approved, and adds the completed version to the database.
Communication	<ul style="list-style-type: none">• Internal coordination may require notification and engagement of other City Business Areas in order to ascertain impact, interdependencies, and implications of the changes.• Testing may require communication with internal or external stakeholders.• Stakeholders and end users should be notified when the Planning Tool is finalized and implemented.
Leadership	<ul style="list-style-type: none">• The Steering Committee will monitor and be informed of testing and implementation considerations.• Finalized Planning Tools are approved by the Branch Manager and by Council.

RACI Chart – Tool Implementation



Actions	City Council	City Executives (DCMO)	Branch Manager	Steering Committee	Planning Tool Owner	Branch Staff	Other City Units	Framework Administrator
Planning Tool Implementation								
Project planning and project management			A	C	R	C	C	C
Communication during Planning Tool project			I	C	A	R	I	I
Pilot testing of tool			A	I	R	R	C	I
Refinement of tool as necessary			A	C	R	R	I	R
Complete implementation project			A	C	R	R	C	R
Approve any adjustments to final Planning Tool	A	I	R	C	R	I	I	C



Monitoring the Planning Tool Lifecycle

Monitor Phase Overview



Broadly speaking, the monitoring component of the Planning Tool Lifecycle is ongoing, with several main components:

1. **Environmental analysis** – the City is engaged in regular analysis of the planning landscape, through which gaps, challenges, and opportunities are identified for planning in Edmonton.
2. **Monitoring impact of Planning Tools** – quantitative and qualitative assessment of impact and effectiveness of Planning Tools. Each tool should have measures defined for regular review.
3. **Capturing learning** – as tools are developed, reviewed, and changed, the City will capture learnings about the process and results to improve later efforts. In addition, the practice and evidence base related to planning are always growing, and the City should be attentive to shifts in the field.

Environmental Analysis



The City is engaged in regular analysis of the planning landscape, through which gaps, challenges, and opportunities are identified for planning in Edmonton. This includes a number of interrelated sources of data and intelligence, outlined below. The City Planning Framework includes a deliberate cycle of environmental analysis, to inform Branch Work Planning and Business Planning. Analysis and reporting includes the following:

Strategic Alignment

A number of data sources can improve the City's understanding of the current planning landscape, and inform planning and projections to meet needs. This includes:

- Analysis of data related to zoning, permits, and licensing issued by the City.
- Economic and development trends likely to impact planning needs.
- Feedback from public and external stakeholders about City Planning Tools and processes.

Practice

The City must monitor and adjust to strategic shifts that can impact development and Planning Tools. These include:

- Changes in City strategy
- Recent Council direction, or City Policy
- Recent or planned legislative changes
- Recent or planned adjustments to regional planning frameworks
- Budget and capital projects

Planning Landscape

Evolution in planning practice – both locally and in other jurisdictions – may impact the types of Planning Tools that are used and how they are applied.

Environmental scanning should capture:

- Developments in research or leading practice
- Studies and reports commissioned by the City
- Jurisdictional comparisons and benchmarking efforts

An **Environmental Analysis Report** is completed annually as an input to priorities for planning projects and tool development

Planning Tool Report



Regular data and reporting are a critical part of continuous improvement and learning. Annual monitoring and priority setting when it comes to Planning Tools will be informed by a Planning Tool Report that. This Report will collate information about performance, financial, and priority projects in order to inform Department planning. The Steering Committee will review this report and provide recommendations for consideration by Branch Management while completing business planning.

Performance Data

The impact and effectiveness of Planning Tools will be reported. This includes:

- Performance data for existing Planning Tools (each of which should have outcomes or measures defined);
- Available quantitative and qualitative data;
- Evaluations, audits, or third-party assessments of City Planning Tools.

Financial Tracking

- Actual and budgeted costs of Planning Tool development – including staff, external support, and engagement costs;
- Recommendations to establish or revise service levels for tool development;
- Costs of maintaining and managing the Framework (including Planning Tool Inventory);
- Scenarios and analysis of resource requirements to address project priorities.

Planning Tool Projects

Managing the inventory of Planning Tools requires annual planning about what tools should be created, amended, reviewed, and evaluated. Reporting should identify:

- Potential Planning Tool development projects, and order of priority;
- Current projects and progress / status updates;
- Planning Tools due for review, according to their lifecycle;
- Learning captured from Planning Tool projects.

A Planning Tool Report is completed annually to monitor performance of Planning Tools, make process improvements, and inform future priorities

Preliminary Options and Resourcing



Create

Once it has been determined that a new Planning Tool is required, Administration will prepare high-level options and a recommendation for how to move forward, which is escalated to Council or Committee, depending on the source of the request. For example, an issue or request could be addressed through creating a new tool, amending existing tools, or through geographic tools at different levels. These options along with high-level resource considerations must be approved before the creation process can proceed.

Planning Tool development proceeds according to consistent service levels or resource thresholds that define standard expectations for how much effort and money is invested in the creation process. These service levels are including in presenting options, along with engagement considerations if applicable.

Learning at All Phases of the Lifecycle



Learning and Continuous Improvement Opportunities at Each Phase of the Lifecycle	
Create/Amend Phases	<ul style="list-style-type: none"> Identifying issues with process, guidance, and templates used to develop Planning Tools. This may involve formative evaluation or other dedicated assessments of the development process. Capturing stakeholder feedback and input where applicable. Tracking information on costs and level of effort to create a given type of tool (i.e., service levels for tool development).
Implement Phase	<ul style="list-style-type: none"> Capturing learning from testing, and user feedback. Tracking information on costs and level of effort to implement a given type of tool (service levels for implementation).
Monitor Phase	<ul style="list-style-type: none"> Environmental analysis that includes a range of information relevant to the current planning environment in the City. Monitoring qualitative and quantitative impact of Planning Tools. Regular reporting about the suite of Planning Tools, impacts, and costs. Monitoring changes in City strategy, Council direction, legislation, and regional planning frameworks. Evolving the Planning Policy Framework: i.e. reviewing and refreshing both the suite of Planning Tools, and the lifecycle approach to managing them. Capturing feedback from users, including other City departments.
Review/Evaluate Phases	<ul style="list-style-type: none"> Evaluation may identify common or structural issues with how tools are built and implemented. This includes insights about the effectiveness of the metrics and used to assess impact. Surfacing gaps and alignment issues among current Planning Tools. Identifying issues or opportunities for improvement in the processes for review and evaluation. Tracking information on costs and level of effort to implement a given type of tool.



Cross-cutting Elements



The following table identifies the importance of the cross-cutting elements in the *Monitor* phase of the tool lifecycle:

Monitor Phase – Cross-cutting Considerations	
Inventory	<ul style="list-style-type: none">• The Planning Tool Inventory tracks identified prompts and timing for review of Planning Tools.
Communication	<ul style="list-style-type: none">• Monitoring involves identifying and analyzing a range of information relevant to the current planning environment of the City. Knowledge translation and reporting are important areas of focus.• Communication and notification are essential when review of a Planning Tool has been prompted.
Leadership	<ul style="list-style-type: none">• The Steering Committee through the Framework Administrator will ensure regular reporting to Branch Managers and other Executive tables as appropriate.

RACI Chart – Monitoring

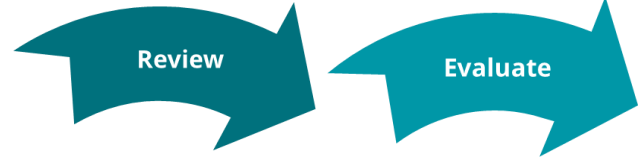


Actions	City Council	City Executives (DCMO)	Branch Manager	Steering Committee	Planning Tool Owner	Branch Staff	Other City Units	Framework Administrator
Monitoring of City Planning Framework and Planning Tool Lifecycle								
Maintain up to date priorities among Planning Tool projects	I	C	A	R	C	C	I	R
Monitor review cycles for Planning Tools			I	A	I	I		R
Prepare reporting - Environmental Analysis Report and Planning Tool Report	I	I	A	R	R	C	I	R
Capture and share learning from different phases of the Tool Lifecycle			I	R	R	I	I	A
Monitor progress and timing for Planning Tool projects	I	I	A	R	R	I	I	R
Knowledge Management (website and Planning Tool Inventory update)			I	R	R	I	I	A
Capture learning and collect data during Planning Tool projects			I	R	R	C	C	A



Planning Tool Review and Evaluation

Overview: Review and Evaluation



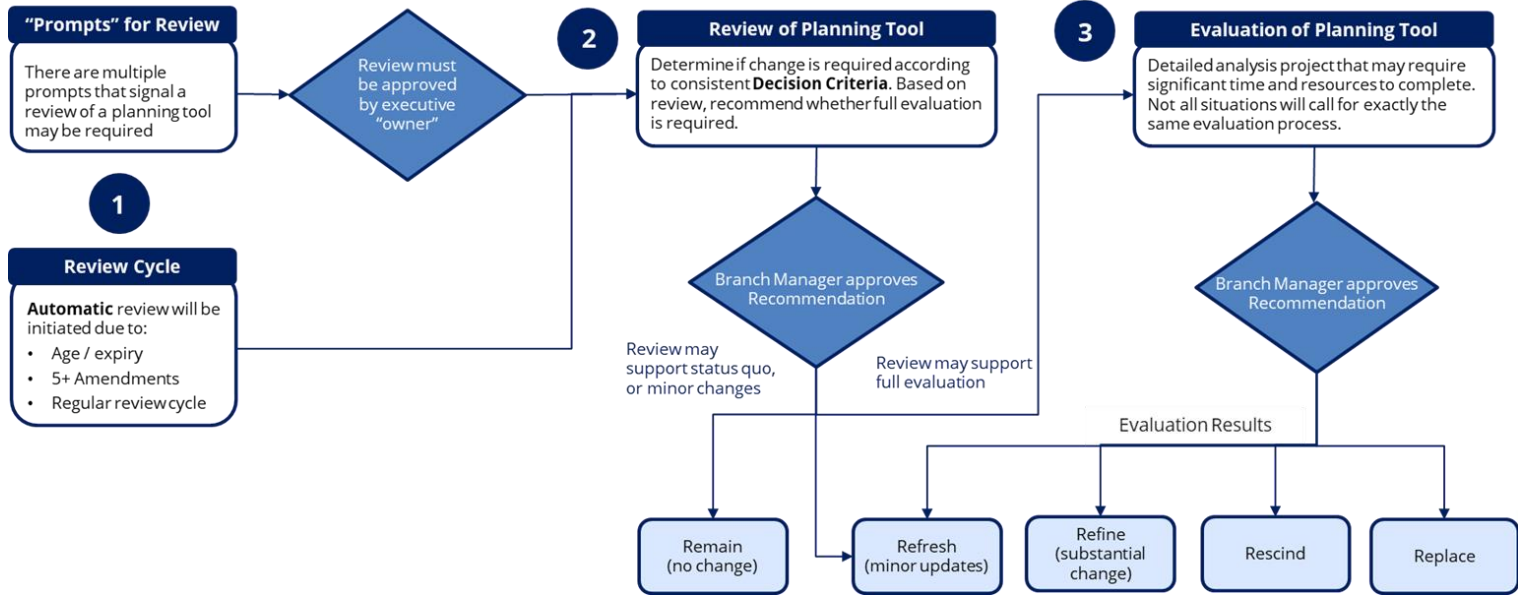
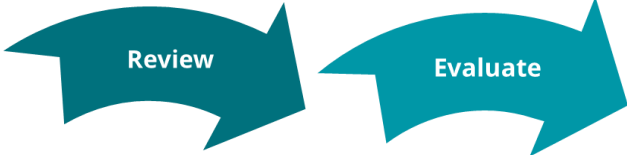
The review and evaluation approach pictured on the following page distinguishes between several components:

1. **Prompts**, that signal a review or change in a Planning Tool may be required.
2. **Review** of a Planning Tool determines what, if any, course of change is required. There are many different prompts that could cause a tool to be reviewed, but not all tools will require the same kinds of changes or thorough analysis as a result.
3. **Evaluation** is required to achieve substantial changes to the content, purpose, or form of a Planning Tool. Evaluation requires allocation of resources and expertise. Not all evaluations may have the same scope, but there is a common set of factors to be considered and addressed.

The review and evaluation approach described incorporates the following key elements:

- **Flexibility** to accommodate a variety of possible prompts for review.
- **Efficiency** in the review process in order to assess what course of change is required.
- **Project-based discipline** for detailed analysis and evaluation – balanced with adaptability to the specific requirements of a given tool or circumstance.
- **Accountability** throughout the process (see RACI Chart).

Process Summary



Reviewing a Planning Tool



The system of ongoing review for planning instruments establishes a means of keeping Planning Tools functional, relevant, flexible, and aligned to the City's policy directions. In a growing and changing city, there will always be a need to amend existing Planning Tools, create new ones, or retire those no longer relevant.

Regular review and refresh of Planning Tools has a number of benefits and ensure that:

- Reviews are not an overwhelming and expensive undertaking that start from scratch each time. Efficiency is enhanced through increased frequency and reduced complexity of reviews.
- The tool is still doing the job it was created to do. As such, regular reviews function like a health check to prevent problems emerging over time through inattention.
- Planning Tools remain well-aligned to current priorities and responsive to changes in the planning environment.

Prompts for Possible Review



The prompts described in the table below signal that the review of a Planning Tool **may** be necessary, but it is ultimately up to the Branch Manager (through feedback received from the Steering Committee) in these cases to initiate a review or not.

Prompts for Possible Review	Description
Legislative Change	<ul style="list-style-type: none">• A change in federal or provincial legislation (e.g. <i>Municipal Government Act</i>).
Council Direction / Policy	<ul style="list-style-type: none">• Direction and / or new policy from City Council may impact existing tools.
Regional Growth Plan and <i>The City Plan</i>	<ul style="list-style-type: none">• Changes to foundational planning documents, such as <i>The City Plan</i>, and the <i>Edmonton Metropolitan Region Growth Plan</i>.
Changes to Planning Toolkit	<ul style="list-style-type: none">• The City may shift the types, hierarchy, contents, or interrelationships within the planning Planning Toolkit.
Overlap or Replacement	<ul style="list-style-type: none">• Identified overlap between content of Planning Tools, or replacement of one Planning Tool with another.
Major Local Planning Initiative	<ul style="list-style-type: none">• A major planning initiative such as new LRT or District Planning may trigger review.
External Accountability	<ul style="list-style-type: none">• Planning Tool is impacted by an external source, such as an Auditor General report or court decision.
Budget	<ul style="list-style-type: none">• The City's budget cycle may prompt review or revision of Planning Tools.
Operational Need	<ul style="list-style-type: none">• Administration identifies an operational issue such as: a policy gap, or change in planning practice.

Prompts for Automatic Review



Several conditions signal that the review of a Planning Tool **must** occur. Review is triggered automatically in the case of these:

Prompts for Automatic Review	Description
Regular Review Cycle / Timing	<ul style="list-style-type: none">Review will be initiated according to a regular cycle, which differs by the type of Planning Tool.
Amendments	<ul style="list-style-type: none">5+ amendments have occurred since the last review.
Age / Planning Horizon	<ul style="list-style-type: none">The tool has expired or will soon exceed its planning horizon.

Review Process



Review of a Planning Tool is a high-level assessment that determines what, if any, kinds of changes are required to the tool. A review may be sanctioned at or above the Director level, within the City Planning Branch or the Development Services Branch (the executive owner of the Planning Tool should approve a review). Executive accountability for the review is confirmed and it must be completed within a one-month timeframe. The Lead for the review engages the appropriate expertise within the City to complete the task – a small working committee may be required.

Review of a Planning Tool results in a brief report that documents the assessment against a set of **Decision Criteria** (outlined on the next page), and makes a recommendation that the policy receive:

- a) no change (Remain);
- b) minor adjustments (Refresh); or
- c) an evaluation to support substantial change.

The recommendation report is submitted to the Steering Committee, and then to the Branch Manager for approval.

Review Decision Criteria



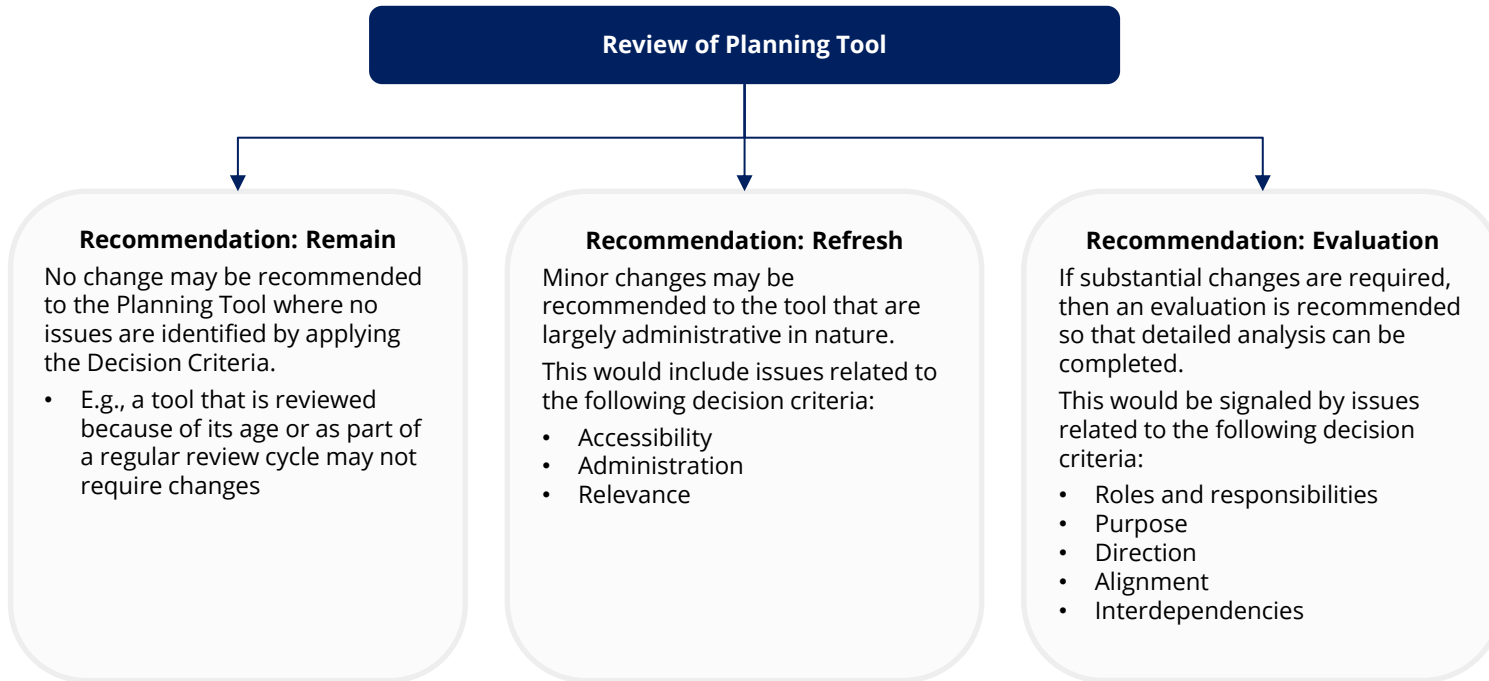
Decision Criteria	Assessment
Roles and Responsibilities	<ul style="list-style-type: none"> • Does the Planning Tool have appropriate ownership within the City? • Who is responsible for stewardship and implementation?
Purpose	<ul style="list-style-type: none"> • Is it clear what the Planning Tool is intended to achieve? • Does the content reflect the minimum necessary direction to achieve its stated intent? • Is data available to demonstrate effectiveness, compliance, and/or impact?
Direction	<ul style="list-style-type: none"> • Does the intent of the tool reflect the current strategic and policy direction of the City? • Has there been new direction or a significant change in the planning environment that impacts this tool?
Alignment	<ul style="list-style-type: none"> • Is this the correct type of Planning Tool, with the right scope? • Is there a clear relationship between this tool and others? • Does the Planning Tool reflect current planning practice?
Interdependencies	<ul style="list-style-type: none"> • Is there a conflict, overlap, or gap between the direction in this tool and others?
Relevance	<ul style="list-style-type: none"> • Is the content (language, terminology, references) still relevant and up to date?
Administration	<ul style="list-style-type: none"> • When is this tool due for regular evaluation? When does it expire? • What recent amendments have been made?
Accessibility	<ul style="list-style-type: none"> • Is this Planning Tool available and accessible to the public and/or users?



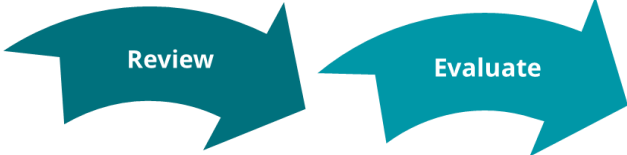
Applying Decision Criteria



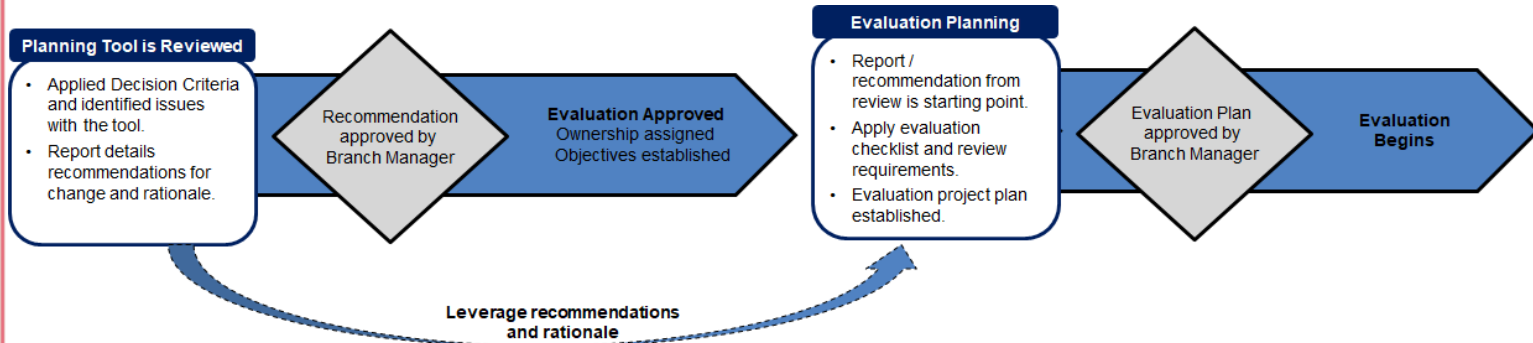
Review of a Planning Tool may identify issues relating to one or more of the Decision Criteria (outlined in the previous slide). Recognizing that exceptions may exist, the relationship between Decision Criteria and what changes are recommended is outlined as follows:



Moving to Evaluation



Once it has been determined that an in-depth evaluation is required, a project-based approach is envisioned to complete the required analysis. Based on the results of the review completed previously, the Branch Manager will assign executive leadership and project management for the project. A high-level evaluation plan will be completed and signed off (reviewed by the Steering Committee but approved by the Branch Manager) before work begins. As depicted below, this approach ensures that the City is able to leverage the assessment already conducted during the review stage – in other words, the plan and the scope of the evaluation to be conducted are directly informed by the high-level review already completed.



Evaluation Planning



Before detailed evaluation of a Planning Tool begins, an Evaluation Plan must be signed off by the Branch Manager before resources can be allocated to support the Plan. A checklist is outlined below for Evaluation Planning.

Evaluation Focus	Evaluation Checklist
Relevance A relevant Planning Tool helps address Edmonton's priorities and advances the essential needs and wants for our community.	<ul style="list-style-type: none">✓ Clear relationships are identified to City strategies and other tools.✓ Purpose is consistent with City strategy, policy, and direction from Council and administration.✓ Planning Tool has clear ownership and responsibilities for implementation.
Effectiveness Effectiveness is concerned with ensuring the Planning Tool results in the intended outcomes that will ultimately contribute to the achievement of the City's long-term goals and priorities of citizens.	<ul style="list-style-type: none">✓ Planning Tool addresses the full scope of stated objectives.✓ Guidance and requirements are clear.✓ Tool includes metrics that measure impact and signal whether community needs are being met.✓ Compliance mechanisms are in place to monitor implementation.✓ Definitions and terminology are appropriate and up to date.
Efficiency Efficiency is concerned with maximizing impact with the least amount of resources.	<ul style="list-style-type: none">✓ Planning Tool establishes minimum required level of direction and compliance.✓ Scope and level of detail are appropriate to Planning Tool type.✓ Content does not overlap or conflict with other City Planning Tool(s).



Evaluation Process



A Planning Tool evaluation process will conclude with a report that recommends one or more paths for change. These possibilities are outlined in the table on the following page. Recommendations and analysis are submitted for review by the Steering Committee and approval by the Branch Manager. Depending on the scope of change being recommended, the report that documents the recommendation should reference: interdependencies and impact of recommended changes; stakeholder feedback and interests; communication and change management issues; and risk management.

The Planning Tool Inventory should be used to track review and evaluation status, approval of results, and changes in tools.

Evaluation Recommendation	Definition
Refresh	<ul style="list-style-type: none">• Minor updates to the Planning Tool are required, and may include updates to technical terms, language, maps, etc.• These updates will not affect the overall purpose or intent of the tool.
Refine	<ul style="list-style-type: none">• Significant and material amendments are recommended. Impacts and interdependencies must be well understood.
Rescind	<ul style="list-style-type: none">• The Planning Tool should be rescinded via appropriate, formal means.• This may require content from the tool to be replaced by one or more other instruments
Replace	<ul style="list-style-type: none">• The existing tool should be replaced by one or more new Planning Tools, of the same or different type(s) and intent



Cross-cutting Elements

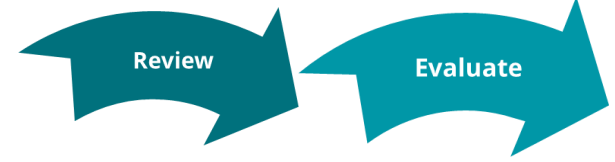


The following table identifies the importance of the cross-cutting elements in the *Review* and *Evaluate* phases of the tool lifecycle:

Review and Evaluate Phases – Cross-cutting Considerations	
Inventory	<p>The Inventory tracks the status of a Planning Tool throughout the review and evaluation process, including:</p> <ul style="list-style-type: none"> • Identified prompts for review of a Planning Tool • Timing of regular review cycle for tools • Stages of review and approval – i.e., when a review is initiated, recommendations approved, evaluation phase, and tracking recommended actions (remain/refresh/refine/rescind/replace) and approvals
Communication	<p>Communication considerations during the Review and Evaluate phases include:</p> <ul style="list-style-type: none"> • Notifications, briefings, and updates to the Steering Committee, as well as the Branch Manager and/or Executive tables as appropriate • Communicating about the evaluation process to internal stakeholders, engaging their expertise, and providing appropriate updates to those involved in the work • Council (or Committees) may be notified of recommended changes as appropriate
Leadership	<p>Accountability through Planning Tool owner for the review and evaluation process The Steering Committee and Branch Manager have a review/approval role for recommendations at several points, including:</p> <ul style="list-style-type: none"> • Recommended course of change following Review phase (i.e., remain/refresh/evaluate) • Approving Evaluation Plan/Charter and coordinating resources to complete • Recommendations submitted after evaluation complete (i.e., refresh/refine/rescind/replace)



RACI Chart – Review and Evaluation



Actions	City Council	City Executives (DCMO)	Branch Manager	Steering Committee	Planning Tool Owner	Branch Staff	Other City Units	Framework Administrator
Planning Tool Review and Evaluation								
Assess prompt(s) for review of a tool and initiate a review		I	A	C	R	C		R
Complete review – apply Decision Criteria and make a recommendation			A	C	R	C		R
Approve actions recommended through review and evaluation			A	R	R	I	I	R
Evaluation project planning and project management			A	C	R	C	C	C
Complete evaluation and make recommendation			A	C	R	R	C	R
Planning Tool Inventory updates			I	R	R	I	I	A

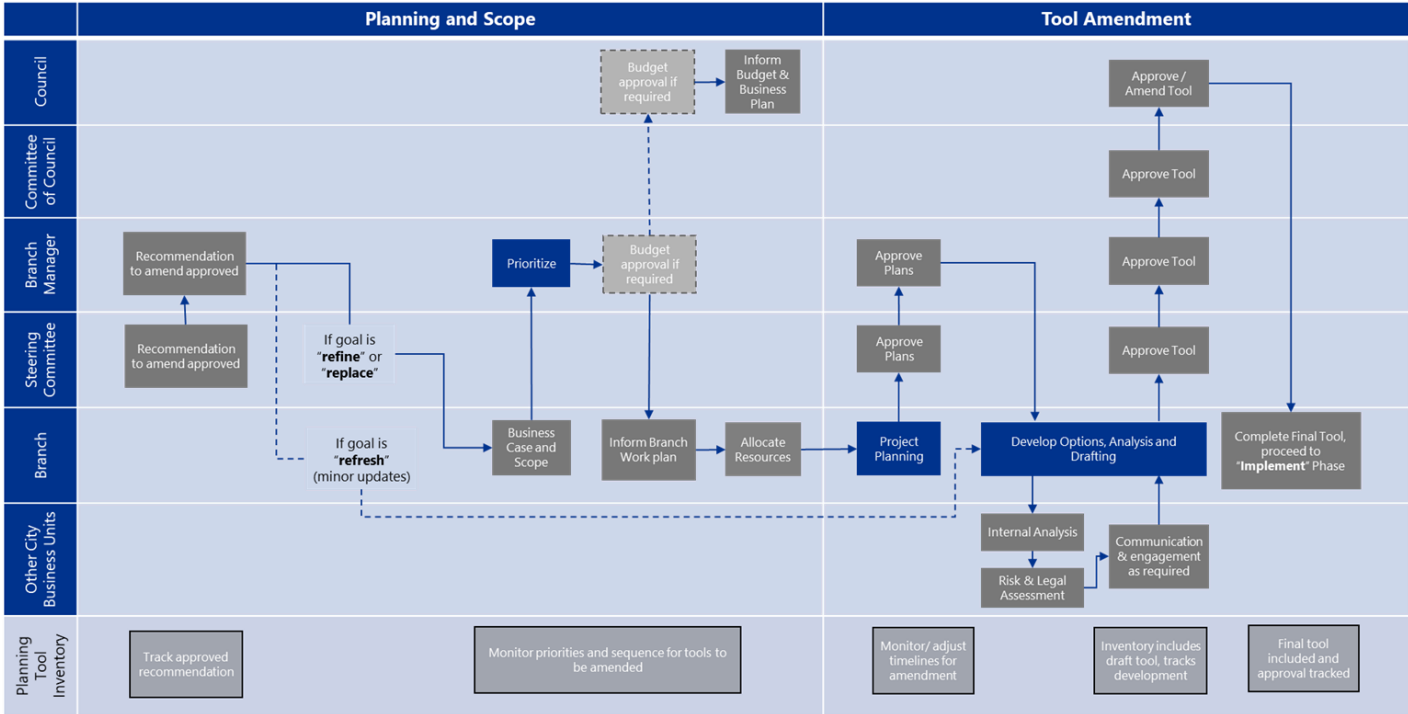


Planning Tool Amendment



Amendment Process

The *Amend* phase is similar to the Create phase, except the inputs are different – less scoping of the issue is required since a review and/or detailed evaluation of the tool has already been completed. Also, minor updates can be completed in a streamlined way.





Minor vs. Major Amendments

Amendments may be initiated either through a review or evaluation of an existing Planning Tool, through direction received from City Council or Committees of Council, or through the Land Development Application Process. As such, a report assessing the issue(s) to be addressed will be available to help direct the process.

Amendments can take one of two paths, depending on the scope of changes required. The previous phase will recommend a path based on application of Decision Criteria, but approval from the Branch Manager (and potentially City Council, if required) will occur before amendments can begin.

Minor Changes – Refresh

Minor changes may be recommended to the tool that are largely administrative in nature. In this case, the Branch Manager may direct staff to complete the project without additional approvals. Depending on the nature of the amendments (e.g., updating language or dates), project planning documents may not even be required.

Once complete, however, the amended tools require approval, and must be updated in the Planning Tool Inventory

Substantial Amendments – Refine or Replace

If substantial changes are required, an evaluation is completed so that detailed analysis and development can be completed. Amendment then proceeds similar to the process for creation of a new tool – a business case is required, and the project must be prioritized and resourced in the context of other Planning Tool initiatives.

Project planning, updates, and project management must be conducted according to City procedures. Stakeholder and/or public engagement may be required as well.

A completed tool must be updated in the Planning Tool Inventory. The status and priority of the project is also tracked through the Framework Administrator.

Cross-cutting Elements



The following table identifies the importance of the cross-cutting elements throughout the *Amend* phase of the tool lifecycle:

Amend Phase – Cross-cutting Considerations	
Inventory	<p>The Planning Tool Inventory tracks a number of shifts and milestones, including:</p> <ul style="list-style-type: none"> • Approved recommendations from Review and Evaluation • Sequence and priority of amendments to be completed • Recommended and approved versions of Planning Tools, and history (e.g., approved Tool 'A' replaces previous Tool 'B')
Communication	<p>Communication considerations during the Amend phase include:</p> <ul style="list-style-type: none"> • Notifications, briefings, and updates to the Steering Committee, as well as the Urban Planning Committee and Council as required • Communicating about the amendment process to internal stakeholders, and providing appropriate updates to those involved in the work • Public/external communications and engagement activities if required • Notification of stakeholders when Planning Tool is approved
Leadership	<ul style="list-style-type: none"> • Accountability through Planning Tool owner and Branch Manager for the amendment process • The Steering Committee has a review/approval role for recommendations, and responsibility for monitoring and sequencing Planning Tool amendments • The Branch Manager has a role to oversee and ultimately sign off on recommended changes • Council approves changes in resources, recommended options, and final Planning Tools





RACI Chart - Amendment

The Amend phase is similar to the Create phase, except the inputs are different – less scoping of the issue is required since a review and/or detailed evaluation of the tool has already been completed.

Actions	City Council	City Executives (DCMO)	Branch Manager	Steering Committee	Planning Tool Owner	Branch Staff	Other City Units	Framework Administrator
Planning Tool Amendment								
Approve recommendation to amend tool	A	I	I	C	R	I	I	I
Project planning and project management			A	C	R	C	C	C
Engage expertise and input for tool development			C	C	A	R	C	C
Communication during Planning Tool project			I	C	A	R	I	I
Complete Planning Tool project			A	C	R	R	C	R
Approve amended Planning Tool	A	I	R	C	R	I	I	C
Knowledge Management (website and Planning Tool Inventory update)			I	R	R	I	I	A



An aerial photograph of a city skyline, likely Edmonton, is shown with a semi-transparent red overlay. The buildings are silhouetted against the red background. A thin white vertical line is positioned to the left of the main text.

FRAMEWORK ADMINISTRATION AND ALIGNMENT

Governance

Roles and Responsibilities

The City Planning Framework defines specific roles, responsibilities, and accountabilities for Planning Tools using Role and Responsibility Charting. In describing each phase, a **RACI Chart** (which stands for Responsible, Accountable, Consult, Inform) has been included to clarify governance and accountability for the established actions and activities under the City Planning Framework.

RACI Chart Definitions	
Responsible	The party that actually completes the task. They are responsible for the direct completion and implementation of an action. This responsibility can be shared and the degree of the responsibility is determined by the individual with the Accountability. Work may be delegated, but responsibility cannot.
Accountable	The Accountable person is the individual who is ultimately answerable for the activity or decision. This includes 'yes or no' authority or veto power. Only one Accountable role can be assigned to an action. Delegation of tasks does not change accountability.
Consult	The consult role is played by those (typically subject matter experts and/or future users) who contribute input that can influence the product or outcome. <i>Consult</i> is typically two-way communication.
Inform	The inform roles are for those that need to be aware of a project, Planning Tool, or approval. They may be required to take action as a result of the outcome. <i>Inform</i> is typically a one-way communication.

Role Definitions

Roles	Description
City Council/ Committee of Council	Includes either City Council or a Committee of City Council (i.e., Executive Committee, Urban Planning Committee, etc.)
Deputy City Manager's Office (DCMO)	Represented by the Deputy City Manager's Office of the Urban Form and Corporate Strategic Development Department
Branch Manager's Office (BMO)	Include the Chief Planner's Office of the City Planning Branch or the Branch Manager of the Development Services Branch. The Chief Planner's Office will be accountable for the City Planning Framework implementation and improvement
City Planning Framework Steering Committee	Members from the City Planning, Development Services and Corporate Strategy Branches who provide guidance and direction for all pertinent processes of the City Planning Framework
Planning Tool Owner	The party responsible for owning a given Planning Tool within the City. The Owner is often the first point of contact for a given Planning Tool, and leads projects to create, review, evaluate, or amend the tool
Branch Staff	This includes either pertinent members or all members from the City Planning, Development Services or Corporate Strategy Branches
Other City Units	Any other City of Edmonton business area, as needed
Framework Administrator	The key implementation lead who is integrated in all components and processes of the Framework

RACI Chart – Governance of the Framework

Actions	City Council	City Executives (DCMO)	Branch Manager	Steering Committee	Planning Tool Owner	Branch Staff	Other City Units	Framework Administrator
City Planning Framework – Governance and Administration								
Approve City Planning Framework	I	I	A	I	I	I	I	R
Establish Steering Committee governance		I	A	R	I	I	I	R
Review and Revise City Planning Framework	I	I	A	R	C	I	I	R
Administer and maintain Planning Tool Inventory			A	R	R	C	I	R
Prioritize Planning Tool projects ¹	I*	I	A	R	R	C	C	C
Approve resources for Planning Tool projects ²	A*	C	R	C	R			I
Allocate resources for Planning Tool projects			A	C	R	I		C
Administer templates and guidance for staff implementing the Framework			C	R	C	C		A

¹ If the Branch work plan or Corporate Business Plan is not affected, City Council or related Committees do not need to be formally informed.

² If additional resources are not needed from City Council, the Branch Manager's Office (BMO) will be Accountable instead.

Administration of the Framework

Planning Tool Inventory

The City Planning Framework relies upon a comprehensive inventory that stores, tracks, and monitors approved Planning Tools. The Planning Tool Inventory tracks cycles of review, as well as progress and approvals for Planning Tool projects. In addition, an up-to-date priority list is maintained to track future Planning Tool projects. Existing tools are stored and tracked along with common data points including:

- Dates of last approval, amendment, and review
- Type of Planning Tools
- Planning Tool ownership
- Authority (e.g., legislation, statutory / non)
- Geographic scope
- Interdependencies (via hierarchy and content)
- Access (communication / availability)

Administration and Knowledge Management

The Framework requires dedicated resources to take the lead on **administration and knowledge management functions**:

- Maintaining the City Planning Framework, and ensuring it is reviewed and updated as appropriate.
- Maintaining the Planning Tool Inventory and ensuring appropriate communication and integration with business planning.
- Capturing, documenting, and sharing learning from different phases of the Planning Tool Lifecycle.
- Ensuring staff have access to the information, templates, and guidance necessary to implement the Planning Toolkit and Planning Tool Lifecycle as designed.
- Coordinating annual and ongoing environmental analysis.
- Ensuring accessibility of Planning Tools to staff and end users.
- Supporting communication, reporting, and updates to the Steering Committee and executives.

Updating the Framework

The City Planning Framework will require review and readjustment over time. The review would typically include the whole of the Framework, unless directed by Council to refresh only a specific a portion (e.g., use of a particular Planning Tool). Overseen by the Steering Committee, the suite of tools and processes for implementation of *The City Plan* should be reviewed at regular intervals and improved based on documented learning and experience.

REVIEW CONDITIONS

One year after *The City Plan* is approved

AND

Every 3 years thereafter

OR

As directed by Council

REVIEW DIMENSIONS

Alignment

- ✓ Is the current Planning Toolkit aligned with City strategic direction and policy?
- ✓ Has there been a significant change in best or leading practice in planning?
- ✓ Does implementation align with principles and objectives within *The City Plan*?

Results

- ✓ Is the Framework delivering desired planning outcomes?
- ✓ What is the impact of Planning Tools (metrics and evaluation results)?
- ✓ What have we learned about: the Framework's process, structure, and governance? During tool development and evaluation projects?

Financial

- ✓ What are the costs of implementation?
- ✓ Does the Framework allow the City to plan and manage resources for Planning Tool projects?
- ✓ What are appropriate service levels for resourcing Planning Tool projects?

Integration with City Process

Alignment with City Process

The City Planning Framework is aligned with City processes in a number of ways. Important areas of overlap are outlined below, and then described in more detail in the pages that follow:

- City Policies
- City Council Report processes
- Reporting and business planning
- Project management approach
- Public engagement approach

City Policies and Council Process

City Policies

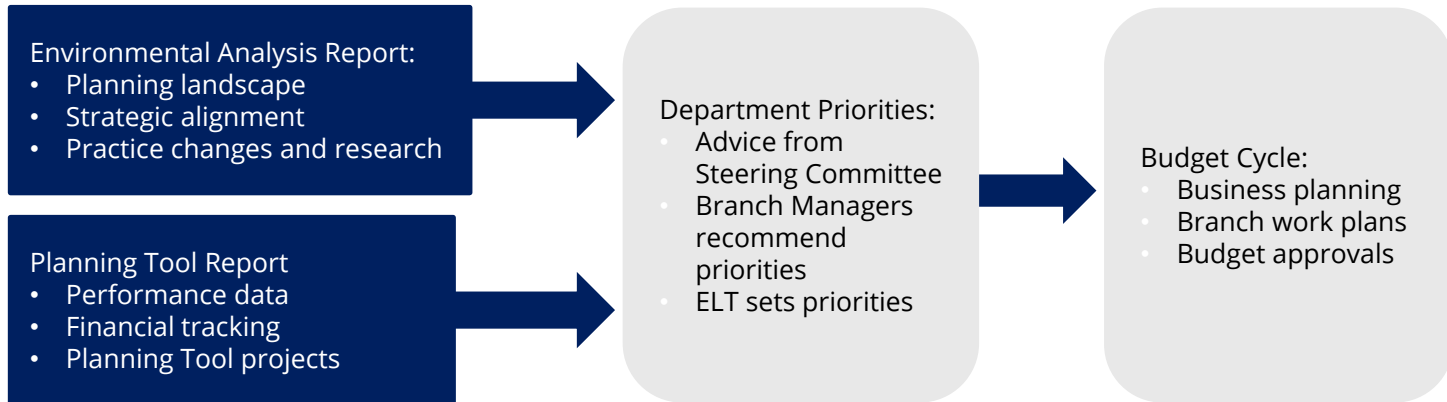
The City of Edmonton currently utilizes a system of City Policies, Directives and Procedures (the Policies) administered through the Office of the City Clerk. These Policies are to be considered and followed in the preparation of new Planning Tools and refinement of existing tools. Furthermore, due to the current varying scope and applicability of these Policies, they shall all be considered during each stage of the land development process.

Council Report Process

The City maintains internal processes for review and approval that apply to all reports to Council. The Planning Tool creation, amendment, and implementation processes include several potential points of intersection with Council. Although not described within these phases, existing Branch and executive approval processes would be expected for any reports that are escalated to Council for Planning Tools in development.

Reporting and Business Planning

City and Council priorities can of course shift at any time. However, the City Planning Framework operates according to a regular cycle that informs priorities, business planning, and Planning Tool needs. The figure below illustrates how, on an annual basis, several inputs to business planning are integrated, including environmental analysis, performance monitoring, and monitoring of Planning Tool projects and priorities. In this way, projects are planned, resourced, and implemented through Branch work plans and the City budget cycle.



Project Management Approach

Throughout the Planning Tool Lifecycle, the work in each phase involves a project-based approach that draws upon the City's Project Management methodologies. The process should be guided by a Charter and Project Management Plan (PMP) that ensure the process is planned, approvals can be secured, and accountability is maintained.

Project planning documents will be reviewed by the Steering Committee, who will receive regular status updates. Ultimately, Branch Managers are accountable for project planning and completion. A Planning Tool owner is typically responsible for leading projects related to that tool.

** Please refer to the City's [Project Management Guidelines](#) (for Administration use only) for additional information on existing project requirements.*

Public Engagement

Introduction

Edmonton's new Municipal Development Plan, *The City Plan*, provides foundational policy direction for how the city will grow to two million people over the next 40 years. To help realize the policies and outcomes established in *The City Plan*, additional Planning Tools embodied in the policy Lever of Change of *The City Plan* will be required. The Framework provides processes for how Planning Tools will be created, monitored, updated and/or rescinded over time. One of the key considerations for these processes will be the integration of diverse perspectives through public engagement activities.

To date, there has been significant work undertaken by the City of Edmonton to improve public engagement practices across the corporation. The Public Engagement Principles section of the Framework provides an overview of key public engagement principles, as well as available tools that should be utilized in the development of new and updating of the Planning Tools contained in the Framework.

Public Engagement

Engagement Principles

The City of Edmonton is committed to providing opportunities for Edmontonians of all ages, stages, and circumstances to participate in meaningful conversations in the development and monitoring of the Planning Tools. The following principles will be considered when developing public engagement plans in facilitation of these processes:

Meaningful and Intentional:

Public engagement opportunities will be provided to the public to support the development and/or refinement of Planning Tools. These will not be token opportunities. Rather, the Public Engagement Plans and activities contained therein will provide meaningful opportunities to capture public engagement feedback that will help shape the project's outcomes.

Accessible:

Public engagement opportunities should be provided in multiple formats (in-person and online) in order to be accessible by individuals with varying mobility and circumstantial needs.

Inclusive:

Public engagement activities should as much as possible, provide opportunities for Edmontonians of varying demographic, cultural and socioeconomic backgrounds to give meaningful input into the development and refinement of the Planning Tools. This includes opportunities for meaningful dialogue with Indigenous Peoples and organizations.

Public Engagement

Public Engagement and City Planning Framework Implementation

The City Planning Framework outlines the lifecycle of Planning Tools, including the processes for how Planning Tools will be created, reviewed and updated (or rescinded) over time. As the Planning Tools contained in the Framework are intended to be utilized by Administration and City Council, the Development Industry, Community Organizations and the Public alike, it will be critical to undertake accessible, inclusive and meaningful conversations to inform the outcomes of these processes.

When new Planning Tools are being proposed, existing Planning Tools are being evaluated and subsequently refined, replaced or rescinded, a detailed Public Engagement Plan (in addition to other project management tools) will be developed by Administration. The Public Engagement Plan will be developed with regard for, but not limited to, the following policies, agreements and Administrative procedures:

- City of Edmonton's [Public Engagement Policy C593](#);
- City of Edmonton's [Public Engagement Framework](#);
- Planning Coordination Engagement Charter and Engagement Handbook (currently in development);
- [Memorandums of Understanding](#) between the City of Edmonton, First Nations and Indigenous Peoples;
- The [Urban Aboriginal Accord](#) and City Council's [Urban Aboriginal Accord Declaration](#); and
- The [Indigenous Framework](#) (currently in development)

As new public engagement practices and techniques emerge, or if the above-noted items are updated over time, so to will the City Planning Framework in order to remain current and effective in providing meaningful, accessible and inclusive public engagement opportunities.

FRAMEWORK NEXT STEPS

Implementation

The City Planning Framework is the first critical step in modernizing the system of planning in Edmonton. While some processes in the modernized Framework already exist and are currently being utilized, there will be a change management need to activate the new processes, procedures and develop templates and training materials to successfully implement the Framework. The development of a detailed implementation program will commence in Q1, 2020 with execution commencing in step with the adoption of *The City Plan*, continuing into 2021.

Over time, the landscape of Planning Tools will change as older plans, strategies, guidelines and standards are reviewed and evaluated through the Framework processes in consideration of *The City Plan*. While it won't be an overnight fix, in time, Edmonton's system of planning should be an example of how a competitive, innovative global city can reimagine their vision for the future and simultaneously lay the path to ensure it can be achieved in a effective and efficient way.

