Planning and Development Committee Meeting

First Bloom on Victoria Promenade, Edmonton. Source.

May 27, 2020 @ 6:00 PM

Remote Meeting
Prepared by Stephanie Kovach

Voting Members: Ron Favell (B), **Troy Aardema (D)**, **Stephen Poole (E)**, Stephen Raitz (I), **Dave Sutherland (J)**, **Vesna Farnden (H)**, **Suzanne MacKinnon (L)**

Volunteers: Andrea Wilhelm (F), **Elaine Solez (I)**, Hassaan Zuberi (L)
Vacancies: A, C, G, K

2.0 - Agenda
2.1 - Approval of Agenda

Item 2.1

1.0 **Call to Order**
  1.1 Welcome and Introductions

2.0 **Agenda**
  21. Approval of Agenda (pg. 1)

3.0 **Approval of PDC Meeting Minutes**
  3.1 April 29, P&DC Meeting Minutes (pgs. 2-7)
  3.2 Review of Action Items from the April Meeting (pg. 8)

4.0 **Calendar** (
  4.1 Important Upcoming Dates (pg.12)

5.0 **Discussion Items**
  5.1 Safe Mobility Strategy (City of Edmonton) (pg. 10) **(6:00pm-6:45pm)**
  5.2 Open Parking Implementation (UPDATE) (pg. 11)
  5.2 Ward Boundary Review (pgs. 12 - 18)
  5.3 Virtual Public Hearings (pg. 19)

6.0 **Reports** (pg. 28) (8:10-8:30 pm)
  6.1 District News (pg. 20)

3.0 - Approval of April 29 Meeting Minutes
3.1 - April 29 Meeting Minutes

<div align="right">**Item 3.1**</div>

April 29, 2020

Attendance: Troy Aardema (A), Andrea Wilhelm (F), Dave Sutherland (J), Elaine Solez (I), Stephen Raitz (I), Vesna Farnden (K), Suzanne MacKinnon (L) Hassaan Muberi (L), Stephanie Kovach (CPA)

Regrets: Ron Favell (B), Stephen Poole (E),

Item # 1 Tripartite Agreement Working Group

- L. Cunningham-Shpeley presented the findings of the EFCL engagement around the renegotiation of the Tripartite Agreement, especially feedback regarding the desire for Leagues to see the Tripartite allow for-profit enterprises to operate in their halls
- L. Cunningham-Shpeley fielded the groups questions and discussion ensued

Item #2 PDC Principles

- The committee reviewed the principles that arose from our discussions in February. In randomly generate groups of two, committee members discussed each principle and reported back to the larger group on why the principle was significant to CLs:

1) Good Governance

- Application of statutory plans must be effective
- The need for consistency must be balanced with flexibility. Cities are constantly evolving and the needs of today may be different from tomorrow. e (D. Sutherland)
- Guidance and flexibility are essential (E. Solez and S. Raitz)
- The PDC must seek ways to improve its influence and develop ideas to raise the capacity of leagues and citizenry (S. Mackinnon and V. Farnden)
- Exceptions are often made for groups with lobbying power so keeping the rules consistent actually works in favour of regular citizens. Leagues continue to be important to lobby for regular citizens, but who speaks for them in the absence of leagues? (A. Wilhelm and T. Aardema)
- Flexibility is needed because the needs of the core may be different than the needs of a more suburban community (T. Aardema)

2) Engagement

- Engagement is the foundational concept of what we do. However, we have experienced difficulty getting the leagues we represent to engage with us. It is time to explore other

avenues to engage with people who want to engage with us. We could explore a centralized platform to reach out to people such as a facebook group and develop a hub for folks interested in community planning to come and discuss their ideas. (S.Mackinnon and H. Zuberi)

- Agreement that this is a foundational concept. The PDC should explore empowering CLs to do engagement on their own through better conversations around planning. (S. Raitz)
- The committee must find its purpose through engaging with leagues to find out what matters to them (A. Wilhelm)
- There is a need to enable leagues to do good advocacy for themselves and add to our own range of perspectives on a topic (E. Solez)
- Must understand it is difficult to get some leagues engaged (T. Aardema)
- Any engagement in this realm needs to have the right lens and approach. Don't treat your community or leagues in experts in planning, but rather experts in their neighbourhoods. Guide them through the process by providing clear, concise information and allow them to draw their own conclusions using expertise from their lived experience (D. Sutherland and V. Farnden)

3) Public Transit + Safe Mobility

- Free transit must be accompanied by a more robust framework for addressing homelessness in the City (e.g. Affordable and Supportive Housing, Mental Health supports,etc) (E.Solez and V. Farnden)
- There is a need to emphasize the importance of good urban design in mobility. Mobility, and safe mobility in particular, is a human right and should be championed by the PDC. Good urban design should use the lenses we described which include justice/equality/inclusion/dignity, sustainability and community impact. (A. Wilhem and H. Zuberi)
- Good urban design as a sixth principle should really govern all the principles because with good urban design you can achieve all the targets we as a committee are interested in achieving (e.g. safe mobility, green space, complete communities, etc) (H. Zuberi)
- In the past, the committee has largely focused on land use, sometimes without fully considering the intersection of land use and transportation. This feels like an important focus for the committee because *everyone* has an intimate experience with transportation. (S. Mackinnon an S. Raitz)
- There are many social justice issues bound up in transportation, but this lens is often missing from discussions around transportation (S. Mackinnon)
- The committee should focus on the impact of the Bus Network Redesign. While it was difficult to get folks engaged when the changes were rolling out, this may be a better opportunity because once people have interacted with the redesign they will have more to say and we can support them. (T. Aardema)

- As a winter city, snow and ice plays a huge role in people's ability to move around safely. The City should take more responsibility for sidewalks in the winter instead of relying on private citizens. (T. Aardema and D. Sutherland)

4) Greenspace

- Greenspace is important, but so is naturalizing man made environments such as parking lots. In Europe, large surface parking lots are enclosed by trees which reduces the visual impact and makes them much more pleasant to look at (V. Farnden)
- This is also foundational. Without healthy greenspace, we can't have healthy communities. Sometimes this committee can get a bit focused on city functions when it comes to greenspace or development, but there is so much more to talk about, such as canopies, wild spaces, the river valley, and agricultural spaces. With this shift in what the committee wants to focus on, we may be on the precipice of talking about these topics a bit differently. (S. MacKinnon)
- The health and mental health benefits of access to greenspace are well documented. Everyone needs access to greenspace within 5 minutes of their homes. CoVID has really illuminated the need for access to greenspace and the fact that we need to be able to have ready access to them without traveling very far to reach them (E. Solez and H. Zuberi)
- There are quite a few pocket parks, but they are underutilized. Is this a design issue? How can we encourage more use of these spaces? (D. Sutherland)
- Proximity to greenspace is an amenity. Developments have amenity requirements. If a development is close to a greenspace, can these amenity requirements be relaxed to make said development more affordable? (D. Sutherland)
- We must be cautious that we do not destroy wild spaces. We should focus on rewilding manicured spaces instead (A. Wilhelm) The [MillCreek Daylighting Project](#) is a good example of this (D. Sutherland)
- In the rewilding of spaces, the needs of residents must also be considered. Will "rewilding" cause more pests to enter our residential neighbourhoods? (T. Aardema)

5) Complete and Lively Communities

- "Not in my backyard" attitudes are alive and well. How can we help to increase peoples acceptance of affordable housing? When we concentrate support services in single neighbourhoods it has harmful effects. However, whenever something is proposed outside of the inner city, community members rebel and politicians are unwilling to go ahead even though it is not healthy to have services clustered (V. Farnden)
- Leagues are well-positioned to do this work because they already welcome new residents to the community (H. Zuberi)
- How do we help community members understand the importance of affordable housing, seniors housing, and small scale commercial services in their neighbourhoods? How do we help people understand that seniors housing allows folks to age in place and stay in their neighbourhoods? All of these things help ensure our neighbourhoods stay viable and that our

schools stay open. Our hope is that CoVID will help people understand we need things closer together (D. Sutherland and E. Solez)
- Some of the goals of this committee may not be bought into by everyone. Affordable housing is a good example of this. This committee should provide success stories of when leagues got involved in affordable housing projects. There may also need to be more work in the mythbusting department (e.g. well managed affordable housing does not reduce property values) (A. Wilhelm)
- There is a synergy happening between the work of this committee and the work of the City right now. If there are aspects of the City Plan, for example, that we are inspired by, we should focus on those aspects and focus our advocacy efforts there. We need to push for the idea of 'complete communities' in tools that have teeth (e.g. Zoning Bylaw) (S. Raitz)
- This committee also has a role in making a definition for complete communities (E. Solez)

6) Good Urban Design
• A sixth principle as suggested by E.Solez to be discussed at the May PDC meeting

Item #3 EFCL District Boundaries
• Given time constraints, the Committee agreed to discuss the EFCL district boundaries at the next PDC meeting in May.

Item #4 Winter Lighting Strategy

- The committee discussed the draft Winter City Lighting Strategy and had the following feedback:

E. Solez (I)	• Generally supportive of lighting nodes and corridors, but the City should make an effort to talk to the neighbourhoods where these nodes and corridors are located to inform people of what may be coming. People need assurances this initiative will not result in bright lights shining in their bedroom windows at 2 in the morning. • Some consideration for the color of infill houses should be made - big white or black houses do not complement our climate (snowy, dark). More color and visual interest are needed in our infill development color palette.
V. Farnden (K)	• Very supportive, with concerns that community enhancing projects like this may not happen now that the city does not have much expendable cash.
A.Wilhelm (F)	• Pleased to see emphasis on strategic lighting and LED guidelines! • Edmonton could stand to lower the output of lights across the city (e.g. lamps on roads) • For example, a big city like Berlin is on average darker than somewhere like Edmonton. We have huge lights everywhere in

	Edmonton.
	● Lighting events are a great way to manage darkness and bring people together to enjoy public spaces in our winter city
	● In Berlin on the 30th anniversary of the wall falling, they did historic themed events where they would use lighting displays to attract visitors and teach people about the history. [In 2014, an art installation was done where the entire expanse of the wall was lit up with balloons to show people what it was like when the wall was up. The balloons were then released to symbolize the fall (https://youtu.be/FRd1ibsUqQU)]
	● Strategic should mean doing strategic lighting events instead of just lighting everything up all of the time:
	   ○ The EFCL partners with the Flying Canoe to make lanterns and leagues can host "glow parties" to make lanterns
	   ○ The community can then host a "glow parade"
	   ○ The city could partner with communities to host similar events
	- Would love to see the city dial lighting down so that it becomes more of a canvas for these types of events
	- Would love to be able to see the Northern Lights within the city

D. Sutherland (J)	● Too much beige or grey in our development is bad for a neighbourhood. We need color to make a difference to how people feel ● Vivid Sydney (https://www.vividsydney.com/about-vivid-sydney)
S. Raitz (I)	● Strategic consideration for light installation should be given to places where light can save lives. A good value proposition for work like this is that there are places that are dark and dangerous at night and we can be strategic about where we place light to make people feel safer. ● Some concern around the "urban gateway" piece - why divert precious resources to where people are just going to drive through. Put resources where people actually are and where to go to actually enjoy the light installation, instead of simply driving through it. ● We get more bang for our buck when we create destinations or make places safer for pedestrians instead of simply illuminating places people are driving through that are already lit by street lamps.

Item #5 - Parking Implementation

- The committee discussed the most recent circulation regarding open parking implementation and submitted outstanding questions and comments they have to be submitted to the planner on the file:

○ How is the provision of bicycle parking being managed in single family developments?
○ How is the need for bike parking in green spaces being dealt with?
○ Are considerations being made for different types of bikes? For example, cargo bikes can not fit on standard racks that are affixed to the wall. Attention needs to be paid that there are a great variety of bikes on the market now and not all will be able to lock up securely using standard racks.
○ If a large development does come in and is not proposing any parking or very little parking, will the DO be able to ask for a parking study?

Item #6 - Virtual Public Hearings + SDAB
- E.Solez informed the committee that the SDAB is closed to in-person services therefore meaning people can not make presentations in person, but they can still submit letters - Given time constraints, the Committee agreed to discuss virtual public hearings at the next PDC meeting in May

The meeting adjourned at 8:30pm

3.0 - Approval of March 25 Meeting Minutes		
3.2 - Review of Action Items from March 25		

Item 3.2

ACTION	RE: Tripartite Renegotiation Send tripartite survey results to PDC members	*Complete* ✓
ACTION	RE: PDC Principles Prepare DRAFT based on discussions from April meeting	*Incomplete* - *To be discussed @ June meeting*
ACTION	RE: EFCL District Boundaries Add to the May PDC meeting agenda	*Incomplete* -
ACTION	RE: Winter City Design Guideline Submit Winter City Design Guideline feedback by May 4 *Note: the operations of this committee are temporarily suspended so that staff resources can be re-allocated to CoVID-19*	*Complete* ✓
ACTION	RE: Open Parking Implementation Submit outstanding questions of the committee	*Complete* ✓
ACTION	RE: Virtual Public Hearings Add to May PDC meeting agenda	*Complete* ✓

4.0 - EFCL Planning Committee Calendar	
4.0 - EFCL Planning Committee Calendar **May, June, July**	
4.1 - Important Upcoming Dates	

Item 4.1

** City Council has cancelled all regularly scheduled Council and Committee meetings until June 15, 2020. A list of meetings that are still going ahead can be found here**

May 25 27	 Ward Boundary Report and Recommendations @ City Council Meeting PDC Meeting
June 4 16 23 24	 EFCL General Meeting - Virtual Ward Boundaries @ PH Open Option Parking, Short Term Rentals (?) @ PH PDC Meeting
July	**NO PDC MEETING IN JULY OR AUGUST**

5.0 - Discussion Items
5.1 - Safe Mobility Strategy (2021-2025)

BACKGROUND INFORMATION

The **Safe Mobility Strategy** 2021-2025, currently under development, is **Edmonton's** approach to advancing Vision Zero. It is a key component of the City's **strategic** goals for the next 10 years and supports ConnectEdmonton in creating a **safe**, healthy, urban and climate resilient city for all residents.

At our meeting in November, we discussed the Draft Vision and Principles (see item 5.4 here for more detail):
- The Safe Mobility Strategy will be replacing the Road Safety Strategy
- Typically, the City only looks at collision data to assess the safety of a particular road or intersection and this data does not take into account near misses, speeding, distracted driving, and other factors that can make walking or wheeling uncomfortable
- To achieve zero traffic related fatalities, Administration is recommending a more holistic approach to addressing the contributing causes of collisions, which will include resident perceptions of road safety including resident perceptions related to:
  - Features of the road
  - The pedestrian environment
  - Driver behaviour
- Administration is proposing to use typical tools like engineering, education and enforcement to improve road safety, but will also expand upon the following:
  - Roadway features that facilitate unsafe driver behaviour and discourage people from walking and cycling
  - Not dismissing collisions as mere "accidents"
  - Empowering and removing barriers that restrict those designing and operating the transportation network to implement systems that minimize the potential for injuries or fatalities to occur when people make errors on city streets
  - Prioritizing safety over convenience

CITY OF EDMONTON STAFF PRESENTATION + FACILITATED DISCUSSION

City of Edmonton and Toole Design staff will lead the discussion about the Safe Mobility Strategy and solicit your feedback.

5.0 - Discussion Items
5.2 - Open Parking Implementation **(UPDATE - QUESTIONS AND ANSWERS)**

Item 5.2

BACKGROUND INFORMATION

At the April 29, 2020 PDC meeting, the committee discussed the recent circulation regarding open parking implementation. S.Kovach submitted the following questions on behalf of the committee to the planner on the file:

Question	Answer
1. How is the provision of bicycle parking being managed in new subdivisions that are largely single-family developments?	For Single-detached housing, up to row-housing, no bicycle parking is required.
2. Is the need for bike parking in green spaces being dealt with	If you mean that there should be more bicycle parking facilities in parks and open space, that is outside the scope of this review. Please get in touch with trent.portigal@edmonton.ca (parks and open space) or nathan.smith@edmonton.ca (bike plan) to provide comments or suggestions.
3. Are considerations being made for different types of bikes? For example, cargo bikes can not fit on standard racks that are affixed to the wall.	Yes, this question has come up before. I have forwarded it to nathan.smith@edmonton.ca for their consideration as part of the bike plan. As it stands now, the only part of the bicycle parking that is proposed to change is the quantity, and that is because it is currently linked to the vehicle parking requirement.
4. In the event that a development is proposed, that provides little to no parking and the community raises this as a concern, will it be possible for the DO to request a parking study?	Yes, a parking study can be requested as part of Section 14.11 of the Zoning Bylaw.

5.0 - Discussion Items
5.3 - Ward Boundary Review - Report and Recommendations

Item 5.3

BACKGROUND INFORMATION

View the full report [here](#).

Edmonton is made up of 12 electoral wards, each represented by a City Councillor.

The ward boundary structure is built using the criteria in Council's Ward Boundary Design Policy. Applying these criteria means that City Council represents Edmontonians effectively by <u>keeping the population of each ward as equal as possible</u>.

A Ward Boundary review takes place following every municipal general election to ensure that the Design Policy criteria are met. Small adjustments to boundaries are often made following these reviews.

Edmonton has experienced a number of significant changes since the 2017 Municipal Election:
- The annexation of land from Leduc County and the City of Beaumont has increased Edmonton's geographic footprint
- The population of some wards has increased dramatically since 2017
- Extensive residential development has taken place in some areas of the City

After considering the impact of these changes, Council determined that a comprehensive city-wide review of the Ward Boundary structure is needed. A resident-led commission was struck to undertake this work.

The review has resulted in a new Ward Boundary Map and a variety of recommendations for the Design Policy criteria. The information presented is based on an estimate for the distribution of 1.25 million people specifically.

PROPOSED BOUNDARY MAP
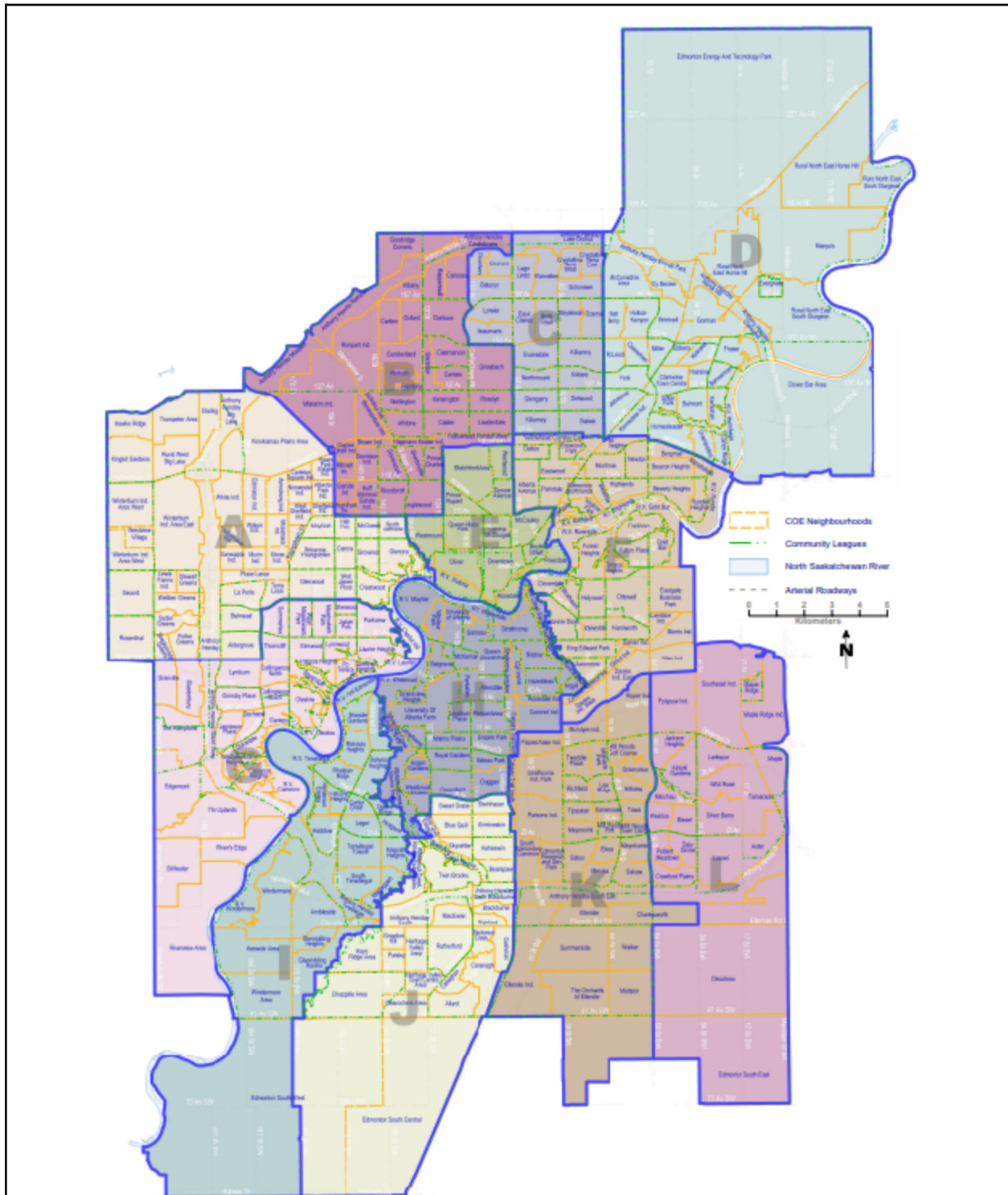
Map 1: Proposed Ward Boundaries. If accepted as proposed, this map will be utilized for the next three election cycles.

Rationale for new boundaries:

1) **Equal representation, as measured primarily by population of residents**
   - Emphasis on population of residents as opposed to population of electors
2) **Maintaining as low a population variance as feasible**
   - In most cases, variance for current population kept under 10% per ward
3) **Resilience of ward boundaries**
   - Ensuring they can withstand population growth and remain stable for three election cycles.
4) **The neighbourhood as the basic unit for building wards**
   - Strived not to split neighbourhoods between wards. While Community League boundaries often coincide with communities of interest and neighbourhood boundaries, this is not always the case. For this reason, the focus was maintaining neighbourhood integrity.
5) **Natural human-made boundaries are important, but not impermeable**
   - The geographic and human-made landscape of Edmonton helps create distinct areas and communities. However, these demarcastions are not impermeable, and were treated as secondary to issues like communities of interest and future growth.
6) **Representing communities of interest and diversity within wards**
   - An attempt was made to align neighbourhood interests, priorities, and character while also supporting diversity in wards when making decisions regarding the placement of ward boundaries.
7) **Considerations by ward**
   - Special considerations by ward can be found in Appendix #3 of the Ward Boundary Report

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PROPOSED POLICY RECOMMENDATIONS

The current policy lists seven criteria (each with brief explanation) that must be applied to shaping ward boundaries:

Current Criteria	Recommendations
1) Population vs. Number of Electors 2) Future Growth 3) Respecting Community League Boundaries	• The Commission determined that there cannot be equal weight given to all the listed criteria • The Commission determined that some criteria were "things to

4) Communities of Interest and Diversity Within Wards 5) Easily Identifiable Boundaries 6) Least Number of Changes 7) Block-Shaped Wards	consider" rather than requirements and recommends distinguishing between the two ● The Commission recommends listing the criteria in order of priority

The following are the proposed criteria, in order of importance as recommended by the Commission:

Proposed Criteria (in order of proposed importance)	
1) Population	● Primary criteria ● Average population per ward should be substantially equal
2) Number of Electors	● Secondary criteria ● Average population per ward should be substantially equal
3) Growth	● Third criteria ● Designed with the goal that ward boundaries last three election cycles ● Boundaries should be aligned so that the level of variance is greater for growth area wards and lower for wards in areas with stable or declining populations

4) Communities of Interest	● Fourth criteria
	● The following key attributes comprise this criterion:
	  ○ Neighbourhoods should not be divided between wards
	  ○ Each ward should be composed of a variety of communities of interest
	  ○ School catchment areas should be considered in boundary composition
	  ○ A community league should not be split between wards,

	however it is proposed to be permitted in future redraws. The policy states boundaries should not be split, but the commission found this particular criterion difficult to apply as not all CL boundaries are synonymous with neighbourhood boundaries. See: The Baturyn CL.
REMOVED Least Number of Changes Block Shaped Wards	**RATIONALE FOR REMOVAL** As a policy criterion, requiring reducing the number of changes can be in conflict with the primacy of other criteria. To achieve Effective Representation, boundary design should be unhitched from requirements that do not directly support that objective. While reducing the number of changes would help with public awareness of Ward boundaries, effective communication of boundary changes can accomplish the same goal. By the same token, preserving Communities of Interest will help to ensure important elements of familiarity are maintained. Requiring a block shaped Ward design with straight lines similarly does not directly support achievement of Effective Representation. The primacy of other criteria and considerations, such as population distribution and Communities of Interest, plus identifiable geographic features, should define the shape of Wards. The use of Neighbourhoods as the basic geographic unit, and the desire to respect Community League boundaries wherever possible, help to ensure that Ward boundaries are not drawn arbitrarily.
Proposed Considerations	
1) Readily identifiable boundaries	● Shifted from a criterion to a consideration

	• Utilizing major transportation infrastructure and other significant artificial barriers and natural boundaries (e.g. river, ravines, parks) to be considered, but is not always necessary
2) Mix of Zones	• A new consideration • Consideration should be given to the distribution of residential, employment, institutional, and green space areas between wards because land use types tend to be geographically concentrated and can dominate local dynamics

PROPOSED PUBLIC AND STAKEHOLDER ENGAGEMENT RECOMMENDATIONS

The commission recommends that the policy have an Expectations or Service Level section to determine requirements for specific activities undertaken in the course of a ward boundary design, with the following Public Engagement elements included in this section:

Recommended Expectation or Service Level	
Public Consultation a) The City's PE framework will guide the public consultation for boundary reviews b) For major adjustments where a commission is appointed, the commission directs the development of the public engagement efforts c) The public and stakeholders must be consulted on drafted ward boundaries to inform the final proposed boundaries for Council approval d) A report on the results of the consultations is to be provided to council	• At present, the existing policy only requires a Public Hearing • The Commission is recommending that Council set expectations in the policy as to what consultations are desired
Stakeholder consultation a) The following stakeholders are to be	• Individual Community Leagues are a new addition

provided an opportunity to provide input into the ward boundary design
  i) City Council
  ii) EFCL
  iii) Community Leagues
  iv) Edmonton School Boards
b) Any other stakeholder group not identified here that self identifies through the design process must be provided an opportunity to provide input	

EFCL EXECUTIVE DIRECTOR AND PRESIDENT CONCERNS

   1) League boundaries

At present, maintaining Community League boundaries is listed as a criterion for redrawing ward boundaries. While preserving "Communities of Interest" remains a criterion, the Commission recommends that while future revisions respect Community League boundaries where possible, splitting of those boundaries will be permitted.

   2) Two leagues split between two wards

If Council accepts the Ward Boundary map as presented, two Leagues will be split between two wards, The Baturyn and West-Jasper Sherwood.

   3) Engagement

The Ward Boundary map being presented as the final option to Council was neither of the maps presented to the public during engagement activities. In future, if a map is developed which integrates wider policy objectives with stakeholder feedback, it should be presented to the public with the opportunity for comment before it is submitted to Council.

QUESTIONS TO CONSIDER
1. Notwithstanding the feedback provided by the Executive Director and President, are you in general agreement with the new ward map, proposed criteria and considerations, and public engagement recommendations?

2. Is there any other feedback you would like to share with the ED and President?

5.0 - Discussion Items
5.4. - Virtual Public Hearings

<div align="right">**Item 5.4**</div>

BACKGROUND INFORMATION

In light of the current situation surrounding CoVID-19, City Council has suspended most regularly scheduled City Council and Standing Committee meetings currently scheduled in the 2020 Council Calendar until June 15, 2020.

However, some meetings and Hearings are still scheduled, with Public Hearings allowing virtual public participation. The first virtual Hearing that was open to the public occured on April 28, 2020.

SMALL GROUP ACTIVITY

S.Kovach will assign you to small groups to discuss the following for 5 minutes:
1. What are some benefits of allowing the public to participate online?
2. What are some drawbacks?

We will reconvene and share what we heard.

6.0 - Reports

6.1   DISTRICT NEWS