

Municipality Plan Review

New Plan Amendment

Board Reference Number: REF2016-002

Proposed Municipality Bylaw No.: 914-2016

Introduction

The Province has adopted the Regional Evaluation Framework (the “REF”) as the criteria for the Capital Region Board’s (the “CRB”) evaluation of statutory plans. The purpose of the REF is to allow the Capital Region Board to evaluate new statutory plans and statutory plan amendments to ensure consistency with the Capital Region Growth Plan and Capital Region Board Regulations.

Pursuant to Section 3.3 of the Ministerial Order No. L:270/10:

A municipality must refer any other statutory plan or statutory plan amendment where the plan is within 1.6 km of the boundaries of the Alberta Industrial Heartland Area Structure plans, or the Edmonton International Airport Area Structure Plan.

An application to amend the West Area Structure Plan (the “West ASP”), has been forwarded to the CRB. The West ARP is located on the western boundary of the City of Leduc. The West ASP northern boundary abuts the Edmonton International Airport (the “EIA”) ASP. The amendment area is located 800 metres or one quarter section south of the EIA ASP.

Background and Purpose

Municipality:	City of Leduc
Applicant:	City of Leduc/Select Engineering Consultants
Land Owner(s):	Avillia Developments Ltd.
First Reading Date:	February 8, 2016
Area of Municipality:	Western boundary of City
Population Projection: (approved 2014 plan)	West ASP – 7,572 Avillia Site (SW-33-49-25-4) – 2,663
Proposed Changes: (Amendments Only)	West ASP – 6,850 Avillia Site (SW-33-49-25-4) – 1,943

Purpose: The purpose of this amendment is to revise the West ASP to align with the Woodbend Outline Plan (the “Outline Plan”) recently prepared for a quarter section of land located within the West ASP boundary. The amendment to the West ASP includes:

- reallocating the stormwater management facilities;
- realigning the collector road;
- removing the medium density and commercial/medium density mixed use sites from the Outline Plan area;

- redesignating the commercial land use and low density land uses within the Outline Plan area; and
- add a high density residential site within the Outline Plan area; and
- add greenways, linear park spaces to be dedicated as Municipal Reserve (MR), within the Outline Plan area.

The ASP maps/figures 5-12 and land use statistics tables were amended to reflect the above revisions.

Recommendation

That the Area Structure Plan amendment be **APPROVED**.

Summary/Discussion

The proposed amendment to the City of Leduc’s West Area Structure Plan is generally in keeping with the overall land uses and intent of the originally approved West ASP. The proposed amendment retains the predominantly residential land use within the area subject to the amendment as well as retains a portion of land for commercial use. The amendment also includes changes to the overall site design and breakdown of specific land use statistics such as stormwater management facility (SWMF), commercial uses, medium density residential and high density residential.

In reviewing the REF application, it was difficult to evaluate and compare the specific land uses statistics, as there were some noted discrepancies in the stats provided. Specifically, the area identified for Collector Roads on the Avillia site (SW-33-49-25-4) increased from 4.12 ha (6.67% GDA) to 12.31 ha (20% GDA). We suspect that this increase is the result of including the local roads in the collector road statistics. This change will likely have an impact on all of the other land use statistics provided, including the density calculations. The table below highlights some of the more significant land use statistics changes proposed in this amendment as well as the changes to the density of the plan area.

Land Use Type	Total West ASP		Avillia SW-33-49-25-4		Change (ha)
	Current ASP (ha)	Amendment (ha)	Current ASP (ha)	Amendment (ha)	
Non-Residential					
SWMF	12.42	15.28	2.92	5.78	2.86
Parks/MR	9.03	10.30	4.04	5.31	1.27
Collector Roads	13.95	22.14	4.12	12.31	8.19
Commercial*	27.94	24.22	9.61	5.89	-3.72
Residential					
Low Density (LDR)	95.80	90.40	33.55	28.15	-5.40
Medium Density (MDR)*	9.69	4.29	5.40	0.00	-5.40
High Density (HDR)	1.00	2.20	0.00	1.20	1.20
Density					
Population, GDA	32.52	29.44	43.11	31.56	decrease
Population, Net Residential	69.03	68.44	68.36	66.20	decrease
Unit, GDA	13.79	12.39	18.30	13.04	decrease
Unit, Net Residential	29.28	28.81	29.01	27.36	decrease

Note: Commercial includes Commercial and 50% Commercial/MDR; Medium Density includes MDR and 50% Commercial/MDR

The majority of the local roads in the plan provide access to the low density residential areas. It could thus be assumed that the additional land included in the “Collector Road” should be included in the Low Density statistics. This would result in an overall increase in the total area for Low Density residential in the plan area. Therefore, the proposed amendment would result in a:

- decrease in commercial (employment) lands;
- increase in Low Density Residential (LDR) lands;
- decrease in Medium Density Residential (MDR) lands; and
- slight increase in High Density Residential (HDR) lands.

Due to the discrepancies in some of the calculations, as noted above, a straight comparison of the overall density calculation is not advisable as these discrepancies would impact the density calculation. However, in review the change in land uses and the general trends, the density calculations show, **it generally appears that the overall density will be decreasing as a result of the proposed amendment.**

While the overall density of the ASP is reduced, it is likely that, based on the statistics provided, the density targets of the Capital Region Growth Plan are still being accommodated by the plan. It is also worth noting that the density for the high density residential land use in both the current West ASP and the proposed amendment remains 200 du/ha. This is the maximum allowable density under any district in the City of Leduc Land Use Bylaw 809-2013 and is a density associated with development typically 8+ stories in height. Given the current conditions in the City of Leduc, and the LDR development surrounding this site, it is unlikely that this new HDR site will develop to this density. While this is the same density that was used for the HDR land use in the initial West ASP, because of the change in the land use statistics proposed by this amendment, the HDR land use now accounts for 15.3% of the total unit count for the ASP area on just 2.2% of the net residential land. Furthermore, within the area subject to the amendment, this one site now accounts for almost 30% of the total unit count, replacing all the units lost by the elimination of the MDR land use in this area, plus some additional units.

The ASP amendment does not propose any significant changes to the type or intensity of land uses within the plan area. The land use patterns proposed by this amendment are generally in keeping with the overarching policies of the Capitol Region Growth Plan (the “CRGP”), and the general purpose and intent of the West ASP is not affected by the proposed changes. The reduction in commercial and medium density may impact the employment and population of the plan area, but it is not anticipated to be beyond the targets proposed by the CRGP. The loss of the MDR area may impact the diversity of housing types in the plan area, although the housing types permitted in the LDR land use includes single detached, duplexes, triplexes, fourplexes and townhouses, providing the opportunity for multiple housing options. The overall reduction in the population and density proposed by this amendment still meets the requirements of the CRGP, however, should further amendments to the West ASP be required, care should be taken to minimize additional loss to housing diversity and overall density of the site in order to maintain the intent of the CRGP policies.

In reviewing the REF application, there were some additional discrepancies noted that the applicant should be aware of. These discrepancies did not impact the evaluation of this REF application:

- Figure 8 Pedestrian Network does not reflect the pedestrian/trail network proposed in the Outline Plan.
- Outline Plan notes a recommended area of 1.59 ha for Environmental Reserve (the “ER”) around Deer Creek. ASP notes an area of only 1.51. Suspect that the ER area does not include land shown as part of the utility ROW/easement which runs through the designated ER area. This should be confirmed to ensure the appropriate ER area is being designated.

Evaluation Criteria

Section 5.4 of the REF outlines the criteria which must be considered in the review and evaluation of a statutory plan or statutory plan amendment.

5.4(a) Compatibility of the development with the objectives of the Capital Region Growth Plan (CRGP) as set out in Section 11 of the Regulation;

11(a) to promote an integrated and strategic approach to planning for future growth in the Capital Region;

11(b)(i) to identify the overall development pattern and key future infrastructure investments that would best complement existing infrastructure, services and land uses in the Capital Region;

11(b)(ii) to identify the overall development pattern and key future infrastructure investments that would maximize benefits to the Capital Region;

11(c) to co-ordinate decisions in the Capital Region to sustain economic growth and ensure strong communities and a healthy environment;

The amendment to the West ASP in the City of Leduc does not propose any changes to the regional infrastructure or services. The amendment is fairly minor, with proposed changes to the local stormwater management facilities, transportation network and distribution of land uses. The amendment does not propose any changes that impact the overall purpose or intent of the original West ASP and is compatible with the objectives of the CRGP.

5.4(b) Whether approval and full implementation of the statutory plan amendment would result in development consistent with all of the following:

5.4(b)(i) Land Use Principles and Policies of the Capital Region Growth Plan including the provisions for:

i) Buffer areas as shown on the Regional Buffers Area Map in the Capital Region Growth Plan;

The Plan area is located adjacent to the EIA, within the Edmonton International Airport Vicinity Protection Area Boundary. The Edmonton International AVPA governs land uses within the

boundary, however this document is separate from the CRGP and does not impact this REF application review.

The area is not located within the Compatibility Buffer area for the EIA, or within any other buffer area identified in the Regional Buffers Area Map.

ii) Priority Growth Areas as shown on the Priority Growth Areas and Cluster Country Residential map in the Capital Region Growth Plan;

The Plan area is located within Priority Growth Area (PGA) "E".

iii) Cluster Country Residential Areas as shown on the Priority Growth Areas and Cluster Country Residential map in the Capital Region Growth Plan;

N/A.

iv) Density targets as outlined in the Capital Region Growth Plan;

According to the land use statistics provided, the net residential dwelling density for the West ASP will be 28.81 units per net residential hectare. The density target for PGA "E" is 25-30 units.

v) Outside Priority Growth Areas.

N/A.

5.4(b)(ii) The regional population and employment forecasts in the Capital Region Growth Plan.

The proposed amendment has a minor impact on the overall population within the plan area, and no noted impact on employment within the plan area. This minor change does not have an impact on the regional population or employment forecasts.

5.4(b)(iii) The regional transportation network as shown in the Regional Transportation Infrastructure map in the Capital Region Growth Plan.

Highway 39 is an Existing Regional Road/Highway located within the ASP area. No changes to this road are proposed by this amendment.

5.4(b)(iv) The Intermunicipal Transit Network Plan of the Capital Region Growth Plan (Figure 8, 9, or 10 of the Capital Region Intermunicipal Transit Network Plan), and a Transportation Master Plan as approved by the City of Edmonton.

There are no Intermunicipal Transit Networks proposed within the ASP area.

5.4(b)(v) The regional infrastructure, and recreation, transportation and utility corridors as identified in the Regional Transportation Infrastructure, Regional Water and Wastewater Infrastructure, Regional Power Infrastructure, and Regional Corridors maps of the Capital Region Growth Plan.

There are no changes to the regional infrastructure, recreation, transportation and utility corridors proposed by this amendment.

5.4(b)(vi) The boundaries and policies of Alberta’s Industrial Heartland Area Structure plans and the Edmonton International Airport Area Structure Plan.

The Edmonton International Airport Master Plan incorporates zoning regulations and land-use planning guidelines to provide:

- *Height restrictions for safe operations of aircraft, radar and telecommunications signals and protection of line of sight from the Air Traffic Control Tower*
- *Buffer zones around airport facilities to minimize aircraft noise impacts*
- *Restrictions for buildings and structures, to prevent interference with navigational aids*
- *Land-use restrictions for non-compatible land uses related to bird strike hazards*

(page 180, Edmonton International Airport Master Plan)

The proposed amendment does not include any new land uses within the plan area and do not change the boundary of the ASP area. This amendment does not impact the boundaries and policies of the Edmonton International Airport Master Plan.

The statutory plan must be consistent with the Land Use Principles and Policies of the Regional Growth Plan.

Regional Growth Plan Land Use Principles and Policies	Consistent ✓ ✗ n/a	Evaluation/Comments
Protect Environment and Resources		
a) Preserve and protect the environment	✓	Plan provides ER area around Deer Creek, in accordance with the Biophysical Survey prepared as part of the Outline Plan, to protect the riparian habitat of the creek. ER area is not part of the ESA area identified by the CRGP.
b) Preserve agricultural lands	n/a	ASP amendment does not expand the existing boundary of the ASP area. No additional land taken out of agricultural land map.
c) Protect natural resources	n/a	ASP amendment does not expand the existing boundary of the ASP area. General land uses are not changed as part of this ASP amendment.
d) Minimize the impact of development on regional watersheds and airsheds	n/a	ASP amendment does not expand the existing boundary of the ASP area. General land uses are not changed as part of this ASP amendment.
e) Minimize the impact of heavy industrial developments.	n/a	No heavy industrial uses proposed as part of this amendment.

Minimize Regional Footprint		
a) Identify, protect, and prioritize lands for regional infrastructure	n/a	Amendment does not propose any revisions to regional infrastructure.
b) Concentrate new growth within Priority Growth Areas	✓	ASP is located within Priority Growth Area E. (25-30 du/net residential ha)
c) Allow growth outside of Priority Growth Areas	n/a	ASP is located within a Priority Growth Area.
d) Support expansion of medium and higher density residential housing forms	✓	Proposed amendment reduces the overall land dedicated to medium density in the ASP area and adds a high density site. While the overall land area dedicated to MDR and HDR is reduced, the LDR allows for multiple housing types and the overall density aligns with the Priority Growth Area targets.
e) Support cluster country residential development	n/a	Proposed development is urban and not country residential.
Strengthen Communities		
a) Create inclusive communities	✓	Proposed amendment expands park space and trail network within the plan area.
b) Support healthy communities	✓	Proposed amendment expands park space and trail network within the plan area.
c) Support public transit	n/a	No changes to the public transit network are proposed as part of this amendment.
d) Support innovative and affordable housing options	✓	Proposed amendment reduces the overall land dedicated to medium density in the ASP area and adds a high density site. While the overall land area dedicated to MDR and HDR is reduced, the LDR allows for multiple housing types.
Increase Transportation Choice		
a) Integrate transportation systems with land use	n/a	Changes to the transportation system proposed in the amendment do not impact regional transportation system.
b) Support the expansion of transit services in various forms	n/a	No changes to transit services are proposed as part of this amendment.
Ensure Efficient Provision of Services		
a) Design integrated physical infrastructure within the	n/a	No changes to regional infrastructures are

<p>region</p> <p>b) Maximize utilization of existing infrastructure</p>	<p>n/a</p>	<p>proposed as part of this amendment.</p> <p>Changes proposed to the local infrastructure are minimal and improve the functionality of the local infrastructure in the ASP area.</p>
<p>Support Regional Economic Development</p>		
<p>a) Ensure a supply of land to sustain a variety of economic development activities</p>	<p>n/a</p>	<p>Amendment includes a small reduction in commercial land, but no statistics regarding the change in employment were provided. No changes to business employment lands were proposed as part of this amendment.</p>
<p>b) Attract and retain individuals and families with a diverse range of skills to the Capital Region to satisfy the region's economic development goals</p>	<p>n/a</p>	<p>Proposed amendment maintains the same general land uses proposed in the current West ASP.</p>
<p>c) Support regional prosperity</p>	<p>n/a</p>	<p>Proposed amendment maintains the same general land uses proposed in the current West ASP.</p>
<p>d) Position the Capital Region competitively on the world stage</p>	<p>n/a</p>	<p>Proposed amendment maintains the same general land uses proposed in the current West ASP.</p>