

Municipality Plan Review

Amendment New Plan

Board Reference Number: 2016-007

Proposed Municipality Bylaws No.: 17751 and 17752

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 3.2 of the Ministerial Order No. L:270/10:

A municipality must refer to the Board any other statutory plan or statutory plan amendment where:

a) One or more of the following conditions exist:

(iv) the plan boundaries are within 0.8 km of a road identified in the Regional Transportation Infrastructure map of the Capital Region Growth Plan;

(v) the plan boundaries are within 1.0 km of an approved Intermunicipal Transit route or Park and Ride facility as Identified by the Capital Region Growth Plan (Figures 8, 9, or 10 of the Capital Region Intermunicipal Transit Plan) or a Transportation Master Plan as approved by the City of Edmonton;

An application to amend the Big Lake Area Structure Plan (the “Big Lake ASP”) and to adopt the Kinglet Neighbourhood Structure Plan (the “Kinglet Gardens NSP”), has been forwarded to the CRB. The Big Lake ASP is located on the northwestern boundary of the City of Edmonton and is in the immediate proximity of Yellowhead Trail, a roadway identified in the Regional Transportation Infrastructure and Intermunicipal Transit Plan maps of the Capital Region Growth Plan.

Background and Purpose

Municipality:	City of Edmonton
Applicant:	City of Edmonton/Stantec Consulting
Land Owner(s):	Rohit Group of Companies, United Communities et al.
First and Second Reading Date:	September 19, 2016
Area of Municipality:	Western boundary of City
Population Projection:	Existing Big Lake ASP – 25,874
(Approved plan, as amended)	Neighbourhood Five – 5,769
Proposed Changes:	Big Lake ASP – 27,990
(Amendments Only)	Kinglet Gardens (Neighbourhood Five) – 6,730

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Purpose: The purpose of Bylaw 17751 is to amend the Big Lake Area Structure Plan (ASP) to align with the land uses and infrastructure servicing proposed in the Kinglet Gardens Neighbourhood Structure Plan (NSP). Bylaw 17752 is to adopt the Kinglet Gardens Neighbourhood Structure Plan (NSP) which establishes land use patterns and residential densities, the general alignment of major roadways, and a pattern for servicing and development phasing. The amendment to the Big Lake ASP includes:

- incorporating the land uses being proposed in the Kinglet Gardens NSP, which is the proposed Neighbourhood Five in the existing ASP;
- incorporating the existing Big Lake Estates country residential subdivision which adds approximately 60 ha to the ASP;
- removing approximately 30 ha of the Environmental Reserve, which is now deemed part of the North Saskatchewan River Valley Area Redevelopment Plan (ARP);
- higher residential densities are proposed near a future transit centre in Pintail Landing (Neighbourhood Four), which is immediate adjacent to the Kinglet Gardens Neighbourhood on the east side of Winterburn Road (215 Street);
- increasing the amount of land designated for commercial land uses by 3.5 ha; and
- revising the parks and open space network, which decreases the overall municipal reserve dedication by 3.6 ha and includes a site planned for the Kinglet Gardens NSP.

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

Recommendation

That the Amendment to the Big Lake ASP/Adoption of the Kinglet Gardens NSP be **APPROVED**.

Summary/Discussion

The Big Lake ASP was approved in August 1991 through the adoption of Bylaw 9878. The ASP was amended in January 2008 to incorporate a new concept for Neighbourhood One (Trumpeter NSP), in August 2010 to incorporate a new concept for Neighbourhood Two (Starling NSP), and in September 2010 to incorporate a new concept for Neighbourhood Three (Hawks Ridge).

The subject amendment area is located north of Yellowhead Trail NW and east of the City of Edmonton boundary (231 Street) and it is called Kinglet Gardens NSP. A portion of its northern boundary is shared with the North Saskatchewan River Valley ARP. The Kinglet Gardens neighborhood is identified in the Big Lake ASP as Neighbourhood Five. Its eastern boundary is shared with the future Pintail Landing NSP (Neighbourhood Four) through the adjacent 215 Street.

The Kinglet Gardens NSP, comprising 205.8 ha, would be a predominant residential neighbourhood with a population of 6,730 residents at full built-out. Proposed commercial areas and an existing business industrial area will serve the local community providing amenities and employment opportunities. The North Saskatchewan River Valley and Ravine System is protected and integrated with the adjacent land uses. Municipal servicing has been addressed by detailed engineering to refine the location and size of stormwater management facilities.

The transportation network has been designed to efficiently accommodate both internal and external traffic flows. In addition, land uses are located in a manner to take advantage of a future transit centre planned on the western boundary of the future Pintail Landing NSP at 215 Street, providing higher density and walking and biking connections.

The proposed amendment to the City of Edmonton's Big Lake ASP is generally in keeping with the overall land uses and intent of the originally approved Big Lake ASP. The overall density in the Big Lake ASP increases from 29 to 32 units per net residential hectare (upnrha). Furthermore, by adding the existing Big Lake Estates country residential subdivision (66.8 ha), removing a portion of the Environmental Reserve (28.9 ha, which is now included in the North Saskatchewan River Valley ARP), and adjusting the balance of the ASP, the ASP gross area increased from 889.8 ha to 919.6 ha.

In reviewing the REF application, it was noted discrepancies in the land use statistics provided, however they did not impact the overall land use statistics and the density calculations. Specifically, it is recommended that the applicant revise the total non-residential areas for Hawks Ridge, Pintail Landing and Kinglet Gardens in the Land Use Statistics table of Bylaw 17751, so that those discrepancies will not carry over on future amendments. These discrepancies did not impact the evaluation of this REF application. *Table 1 – Land Use Statistics*, on the next page highlights some of the more significant land use statistics changes proposed in the Big Lake ASP and the Kinglet Gardens NSP (Neighbourhood 5).

While the overall increase in density of the ASP is slightly above the 30 units per net residential hectare (upnrha) minimum density target for this area, due to the amount of net developable land allocated for low density housing forms (25 upnrha) in the Kinglet Gardens NSP, which accounts for 80% of the total net developable land. It is noted that the existing Big Lake Estates country residential subdivision, which is not included in the calculation of the net developable area, may provide future redevelopment opportunities and increased density. In addition, it is also noted that the reduction in the overall municipal reserve dedication by 3.6 ha and the removal of 28.9 ha of Environmental Reserve (now included in the North Saskatchewan River Valley ARP) do not impact the density target of the Capital Region Growth Plan.

Most importantly, the critical issue of this REF evaluation is the impacts on Yellowhead Trail as described in the City of Edmonton Sustainable Development Report to City County. As part of the NSP/ASP process, the City of Edmonton produced an Integrated Infrastructure Management Planning (IIMP) report for the Kinglet Gardens NSP which is high level analysis that provides Council with information about infrastructure required for the neighbourhood's development. The report indicates that the existing interchange at 215 Street and Yellowhead Trail needs some major upgrades in the long term for the full build-out of the Big Lake ASP, as well as short-term improvements to accommodate development. The City of Edmonton Facility and Capital Planning department estimated the short-term improvement costs at \$0.6 Million. It is expected that the developer will share in the costs of these interim upgrades. The report also indicates that the time horizon for full build-out of the ASP might be longer than what envisioned by the developer, however if the latter is confirmed capital and operating expenditures may be required as early as 2018 to support the neighbourhood's anticipated development. The current 2015-2018 Capital Budget does not include funding for expenditures related to the development of this neighbourhood.

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In summary, 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 Big Lake ASP is not affected by the proposed changes. The impact on the existing interchange at 215 Street and Yellowhead will require short-term improvements already anticipated and planned for by the City of Edmonton and the developer.

Table 1 – Land Use Statistics

Land Use Type	Big Lake Area Structure Plan		Change (ha)	Neighbourhood Five / Kinglet Gardens NSP		Change (ha)
	Current ASP (ha)	Amended ASP (ha)		Current	Proposed	
GROSS AREA	889.8	919.6	29.8	175.0	205.8	30.8
Powerline and Utility Right-Of-Way	12.7	16.4	3.7	-	3.7	3.7
Sewer ROW	10.1	10.1	-	-	-	-
ER (Natural Conservation)	173.3	144.4	(28.9)	32.0	3.1	(28.9)
Transportation Utility Corridor	14.6	14.6	-	-	-	-
Arterial Road Widening	19.2	20.8	1.6	1.5	3.1	1.6
Gross Developable Area	229.9	206.3	(23.6)	141.5	195.9	54.4
Glendale Golf Course	53.9	53.9	-	-	-	-
Existing Uses		66.8	66.8		66.8	66.8
Circulation Total	89.7	87.2	(2.5)	28.3	25.8	(2.5)
Stormwater management	46.5	47.2	0.7	9.9	10.6	0.7
Natural Maintenance	2.4	2.4	-	-	-	-
Natural Area (Municipal Reserve)		4.3	4.3		4.3	4.3
School/Park	55.5	47.6	(7.9)	12.0	4.1	(7.9)
Commercial	4.8	8.3	3.5	0.8	4.3	3.5
Mixed-use Non-Residential	0.9	0.9	-	-	-	-
Transit	2.7	2.7	-	-	-	-
Urban Service-Fire Station		0.5	0.5		-	-
Special Study Area	1.0	1.0	-	-	-	-
Total Non-Residential	257.4	322.8	65.4	51.0	115.9	64.9
Low Density Residential	307.7	289.6	(18.1)	81.8	64.2	(17.6)
Medium Density Residential	17.7	17.7	-	-	-	-
Medium Density Residential (RF5/RF6)	12.5	9.7	(2.8)	2.8	-	(2.8)
Medium Density Residential (RA7)	5.7	9.8	4.1	2.7	6.8	4.1
Street Oriented Residential (Row Housing)	5.4	14.4	9.0	-	9.0	9.0
Mixed Use Residential	3.0	3.0	-	-	-	-
Future Residential and Associated Uses	16.3	16.3	-	-	-	-
Total Residential	368.3	360.5	(7.8)	87.3	80.0	(7.3)
Density						
Population, GDA	112.5	135.7	23.1	40.8	34.4	(6.4)
Population, Net Residential	70.3	77.6	7.4	66.1	84.1	18.0
Unit, GDA	47.1	55.5	8.4	15.9	13.4	(2.6)
Unit, Net Residential	29.4	31.7	2.4	25.8	32.8	6.9

Statutory Plan Evaluation Report

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 does not propose any changes that impact the overall purpose or intent of the original Big Lake ASP and is compatible with the objectives of the Capital Region Growth Plan.

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 amendment area is located adjacent to the Conservation Buffer identified in the Regional Buffers Area Map and protects the North Saskatchewan River Valley and Ravine System.

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

The ASP area is located within Priority Growth Area (PGA) "B".

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 units per net residential hectare (upnrha). for the Big Lake ASP and for the Kinglet Gardens NSP will be respectively 31.7 and 32.8. The density target for PGA "B" is 30-45+ 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.

The Big Lake ASP is located on the northwestern boundary of the City of Edmonton and is in the immediate proximity of Yellowhead Trail, a roadway identified in the Regional Transportation Infrastructure and Intermunicipal Transit Plan maps of the Capital Region Growth Plan. The impact on the existing interchange at 215 Street and Yellowhead will require short-term improvements already anticipated and planned for by the City of Edmonton and the developer.

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 changes to the Intermunicipal Transit Network Plan of the Capital Region Growth Plan and a Transportation Master Plan as approved by the City of Edmonton proposed by this amendment.

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 proposed amendment does not impact the boundaries and policies of Alberta's Industrial Heartland Area Structure plans and the Edmonton International Airport Area Structure Plan.

Statutory Plan Evaluation Report

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	✓	ASP amendment supports strategies of environmental stewardship and encourages alternative development standards such as Low Impact Development (LID), native landscaping, reduction of impervious surfaces, and bioswales. The amendment also identifies wetlands and natural areas for conservation.
b) Preserve agricultural lands	✓	ASP amendment expands the existing boundary of the ASP area for the sole purpose of incorporating the existing Big Lake Estates country residential subdivision. No additional land taken out of agricultural land map.
c) Protect natural resources	✓	ASP amendment expands the existing boundary of the ASP area for the sole purpose of incorporating the existing Big Lake Estates country residential subdivision. Neither general land uses nor natural resources are changed as part of this ASP amendment.
d) Minimize the impact of development on regional watersheds and airsheds	✓	ASP amendment does not impact regional watersheds and airsheds.
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	ASP amendment does not propose any revisions to regional infrastructure.
b) Concentrate new growth within Priority Growth Areas	✓	ASP is located within Priority Growth Area “B” (30-45+ 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	✓	ASP amendment increases the overall land dedicated to medium density residential (RA7) and Street Oriented Housing (Row Housing) in the ASP area and reduces the overall land dedicated to Low Density Residential. In addition, this amendment allows for

e) Support cluster country residential development	n/a	multiple housing types and the overall density aligns with the Priority Growth Area targets. Proposed development is urban and not country residential.
Strengthen Communities		
a) Create inclusive communities	✓	Although not included in the land use statistics, the ASP amendment incorporates an additional park site as part of the Big Lake Estates country residential subdivision. It also revises the parks and open space network, with a school site planned for the Kinglet Gardens NSP with associated park and community league facilities.
b) Support healthy communities	✓	As part of its stormwater management strategy, a higher standard constructed wetland will be built to preserve the current wildlife habitat in its vicinity, to serve as amenities, and contribute to the open space network. Furthermore, the open space and pedestrian network will tie into a top of bank walkway adjacent to natural areas.
c) Support public transit	✓	No changes to the public transit network are proposed as part of this amendment.
d) Support innovative and affordable housing options	✓	ASP amendment allows for a range housing forms including Single and Semi-detached Housing, Duplex Housing, Row Housing, and Low Rise Apartments for various demographic and income groups.
Increase Transportation Choice		
a) Integrate transportation systems with land use	✓	Land uses and streetscapes in the amendment area are located within an approximately five minutes walking distance of a transit service.
b) Support the expansion of transit services in various forms	✓	High density development is located within 400 metres of the future transit centre with convenient connections for pedestrians and cyclists.
Ensure Efficient Provision of Services		
a) Design integrated physical infrastructure within the region	n/a	No changes to regional infrastructures are proposed as part of this amendment.
b) Maximize utilization of existing infrastructure	✓	Changes proposed to the local infrastructure are minimal and improve the functionality of the local infrastructure in the ASP area.

Support Regional Economic Development		
a) Ensure a supply of land to sustain a variety of economic development activities	✓	ASP amendment increases by 73% the amount of land allocated for commercial land uses. No changes to business employment lands, located on the southwest corner of the NSP, were proposed as part of this amendment.
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	n/a	Proposed amendment maintains the same general land uses proposed in the current Big Lake ASP.
c) Support regional prosperity	n/a	Proposed amendment maintains the same general land uses proposed in the current Big Lake ASP.
d) Position the Capital Region competitively on the world stage	n/a	Proposed amendment maintains the same general land uses proposed in the current Big Lake ASP.