

Amend the boundaries and land uses for the Jensen Lakes ASP a third of which is within 800m of a proposed LRT station and Park and Ride facility within the Metropolitan Area

Metropolitan Area

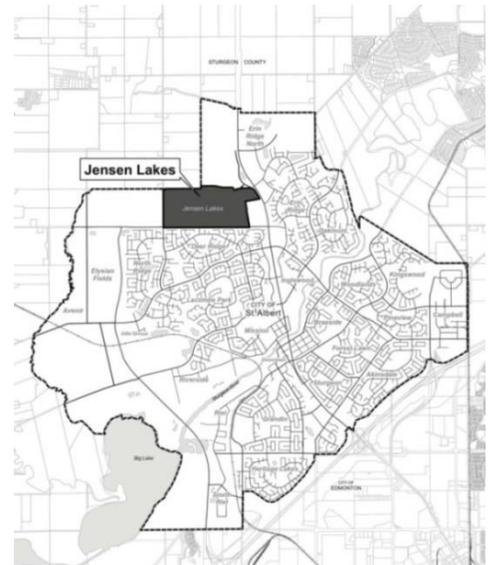


Board Reference:  
REF #2019-023

Municipal Bylaw:  
22/2019

## Introduction

The Province has adopted the Regional Evaluation Framework (REF) for the Edmonton Metropolitan Region Board’s review of statutory plans. The City of St. Albert has referred the Jensen Lakes Area Structure Plan (ASP) amendment to the Edmonton Metropolitan Region Board (EMRB) pursuant to the Regional Evaluation Framework (REF) Section 4.2 c) being a changed ASP boundary, and Section 4.2 j) being within 0.8 kilometres of a Park and Ride and Planned LRT line as identified by the Edmonton Metropolitan Region Growth Plan (EMRGP) Schedule 10B – Regional Transit and Trails to 2044.



## Purpose

The purpose of the proposed Bylaw is to change the ASP boundaries by increasing the Plan area by 1.2 hectares. The boundary adjustment relates to changes in roadway and storm water management facilities. The amendment also provides for the higher minimum dwelling unit/hectare (du/nrha) based on a 2018 Land Use Bylaw amendment and adjusts the Development Statistics accordingly.

The Jensen Lakes ASP was originally approved in 2014 as part of Priority Growth Area (PGA) “B” under the purview of the Capital Region Growth Plan (CRGP). The City amended its Municipal Development Plan (MDP) in 2012 to include a Transit Oriented Development (TOD) located just north of the ASP lands. Section 8.2 of REF allows ASP amendments to *use the density targets of that plan rather than the density provisions of the Edmonton Metropolitan Region Growth Plan*. The proposed amendment results in an average density of 30 du/nrha that is at the low end of the CRGP density range of 30 to 40 du/nrha for PGA “B”.

All other provisions of the EMRGP shall be in effect for evaluation purposes, particularly 4.5.5 stating that TOD centres will be *identified, planned and developed to accommodate growth through increased residential and/or employment densities, in accordance with Schedule 6*.

Schedule 6 requires TOD aspirational densities to be 140 to 160 people + jobs per gross hectare. Most of the ASP lands located within 800m of the TOD have already been developed as low density residential resulting in some 35 people per gross hectare. The gap between the aspirational and actual built out density is significant. The current amendment therefore is not consistent with the EMRGP.

## Conclusion

That the EMRB **REFUSE** the proposed Jensen Lakes Area Structure Plan amendment.

## Summary

The Jensen Lakes ASP area is located adjacent the west side of St. Albert Trail north of and including Villeneuve Road. The eastern one third of the Plan area is built-out as low to medium density residential uses. This area is located within the 800m buffer surrounding the TOD that is proposed by the City's MDP to be located near the north boundary of the ASP lands.

The majority of the 150+ hectare ASP area is designated for low density residential developments. The amendment to the Jensen Lakes ASP makes many text changes and updates all the maps, resulting in major revisions to ASP land use areas and residential densities. Changes to roadway and storm water management infrastructure require changes to the Plan area boundary and adjustments to land use areas. As well, the number of dwelling units per hectare for each of the residential land use categories was increased due to a 2018 LUB amendment that was intended to *reflect the increased required densities adopted under the new Edmonton Metropolitan Region Growth Plan*. As well the proposed Plan amendment separated a Medium/High Density Residential into Medium and High Density Residential uses.

Changes to the land uses include: replacing a medium/high density residential area located in the south east corner of the ASP area with an expanded storm water facility; and, developing the medium/high density area adjacent the east commercial area as medium density residential. The east commercial area is located adjacent to St. Albert Trail. These changes were approved without amending the ASP. The ASP amendment's Medium/High Residential density (94- 141 du/ha) area was built as a Medium density development (35-42 du/ha) resulting in a proportional loss of units. As well, the removal of the entire high density area in the southeast corner of the Plan area represents another significant reduction in the number and type of residential units.

In fact all the high density and medium density residential developments are confined to the western edge of the Plan area which is proposed to be the final ASP development stages.

No changes were made to the ~7.0 hectare east commercial area that is part of St. Albert's commercial corridor.

As is noted above, a 2012 MDP amendment placed a Transit Oriented Development (TOD) on the Future Land Use Map 2 (Policy 4.16(2)) and added Policy 18.9 to consider a Park and Ride/TOD facility. The MDP amendment includes a definition of **Transit Oriented Development (TOD)**: *means the intensified development around transit stations with progressively lower density development spreading outwards from the centre. TOD creates attractive, liveable and compact neighbourhoods with housing, jobs, shopping, community services and recreational opportunities all within convenient walking distance.* As is also noted above the Jensen Lakes ASP approved in 2014 does not recognize in any way the location of the proposed corridor or the Park and Ride/LRT Station (TOD). The proposed location for a Park and Ride facility and LRT Station is adjacent the north boundary of the ASP area. Policy 4.5.5 and Schedule 6 of the EMRGP set **\*\*Aspirational TOD Centres Density Target at 140 to 160 people + jobs/gha.**

About one third of the Plan area falls within 800m of the LRT line adjacent St. Albert Trail and the TOD adjacent to the north Plan area boundary. This area is composed of low and medium density residential developments, most of which are approved or registered. The timing of the approvals mean that much of the area was developed prior to the 2018 LUB amendment resulting in low net residential dwelling unit densities.

*\*\*Intensification targets and centres density targets are aspirational targets. Aspirational targets mean that member municipalities will plan to work towards achieving the target and will demonstrate how they are working towards this target in their municipal development plans and other statutory plans.*

Table 1 below uses the detailed EMRB administration measurements of the land use areas within 800m of the LRT buffer and Table 3.3 Residential Development of the ASP amendment to calculate people + jobs/gha.

Lands within 800m LRT Buffer (Measured Areas within the Proposed ASP amendment)					
Proposed Land use	Area in ha	Units	People/Jobs	du/nrha	People + Jobs/gha
<sup>1</sup> Low Density Residential Built	15.24	343	995		
<sup>2</sup> Low Density Residential Proposed	10.25	267	773		
<sup>3</sup> Low Density Residential Total	25.49	610	1768		
<sup>4</sup> Townhouse Built	1.15	44	98		
<sup>4</sup> Stacked Townhouse Built	1.35	60	134		
Medium Density Residential Total	2.51	104	232		
<b>Total Residential</b>	<b>28.00</b>	<b>714</b>	<b>1999</b>	<b>25.5</b>	
<sup>5</sup> Commercial	6.75		<b>236</b>		
Park	5.76				
Private Beach	2.01				
Private Lake	6.47				
Private Walkway	0.59				
Public Utility Lot	0.59				
School	2.95				
Stormwater Management Facility	4.20				
<b>Total</b>	<b>57.32</b>		<b>2236</b>		<b>39.00</b>

<sup>1</sup> - Area and units from ASP amendment Table 3.3

<sup>2</sup> - Low density residential measured area (25.49) minus Table 3.3 low density residential built area (15.24) times 26 du/ha

<sup>3</sup> - Measured low density residential area

<sup>4</sup> - Area and units from ASP amendment Table 3.3

<sup>5</sup> - 35 Retail Commercial Jobs/ha

The table shows that there are 39 people + jobs/gha within the 800m LRT buffer which is far less than the 140 to 160 people + jobs required by Policy 4.5.5 and Schedule 6 of the EMRGP.

The discrepancy between aspirational and actual densities reduces the Region's ability to optimize public transit investments.



**Jensen Lakes ASP- Proposed Future Land Use within the LRT Buffer and Staging**

### Evaluation Criteria

When evaluating a statutory plan or statutory plan amendment, the Edmonton Metropolitan Region Board must consider whether approval and full implementation of the statutory plan or statutory plan amendment would result in development that is consistent with the EMRGP.

### Regional Policy Areas

Principles and Objectives		Comments on Consistency
 <b>Guiding Principle</b> <b>Promote global economic competitiveness and regional prosperity.</b>		
✓	1.1 Promote global economic competitiveness and diversification of the regional economy.	<ul style="list-style-type: none"> <li>The Jensen Lakes ASP area is an active living community with private beach and other amenities not commonly found in the region.</li> </ul>
✓	1.2: Promote job growth and the competitiveness of the region’s employment base.	<ul style="list-style-type: none"> <li>The ASP’s commercial areas provide retail commercial type employment for regional and neighbourhood residents.</li> </ul>
✗	1.3: Enhance competitiveness through the efficient movement of people, goods and services to, from and within the Region.	<ul style="list-style-type: none"> <li>The 39 people + jobs within the TOD is a liability to the proposed transit system. The reduction in the number of units from the original plan to the proposed amendment impedes the efficient movement of people within the region.</li> </ul>
✓	1.4: Promote the livability and prosperity of the Region and plan for the needs of a changing population and workforce.	<ul style="list-style-type: none"> <li>The open spaces, trails system and private lake/beach promote the livability of the Jensen Lakes community.</li> </ul>

Principles and Objectives		Comments on Consistency
 <b>Guiding Principle</b> <b>Protect natural living systems and environmental assets.</b>		
✓	2.1: Conserve and restore natural living systems through an ecological network approach	<ul style="list-style-type: none"> <li>The ASP will retain wetland areas <i>with the opportunity for an ecological recreation area and the sustainable tree stand is a stepping stone for wildlife.</i></li> </ul>
✓	2.2: Protect regional watershed health, water quality and quantity	<ul style="list-style-type: none"> <li>Large wetland areas and open spaces assist in ensure the health of the water shed.</li> </ul>
✓	2.3: Plan development to promote clean air, land and water and address climate change impacts	<ul style="list-style-type: none"> <li>Large open spaces and wetland areas combined with low density residential development promote clean air.</li> </ul>
✓	2.4: Minimize and mitigate the impacts of regional growth on natural living systems	<ul style="list-style-type: none"> <li>The original wetland areas have been retained or replaced minimizing the impact on natural living systems.</li> </ul>
 <b>Guiding Principle</b> <b>Recognize and celebrate the diversity of communities and promote an excellent quality of life across the Region.</b>		
✓	3.1: Plan and develop complete communities within each policy tier to accommodate people's daily needs for living at all ages.	<ul style="list-style-type: none"> <li>The proposed amendment will add new active living opportunities and broaden the definition of complete community.</li> </ul>
✗	3.2: Plan for and promote a range of housing options.	<ul style="list-style-type: none"> <li>The proposed ASP amendment states that it will <i>provide a range of housing options to cater to different income levels, age and social groups, as well as tenure.</i> However, the range of housing choice is limited with affordable apartment type accommodation not available until the final development stages.</li> </ul>
✗	3.3: Plan for and promote market affordable and non-market housing to address core housing need.	<ul style="list-style-type: none"> <li>The ASP does <i>not plan for or promote</i> residential affordability. The removal of the southeast medium/high density residential site due to storm pond reconfiguration and the reduction in density in the northeast medium/high density site that is built out as lower density town houses is contrary to the promoting market affordable housing.</li> </ul>
 <b>Guiding Principle</b> <b>Achieve compact growth that optimizes infrastructure investment.</b>		
✓	4.1: Establish a compact and contiguous development pattern to accommodate employment and population growth.	<ul style="list-style-type: none"> <li>The proposed amendment is contiguous with development to the south and east.</li> </ul>

Principles and Objectives		Comments on Consistency
✓	4.2: Enable growth within built-up urban areas to optimize existing infrastructure and minimize the expansion of the development footprint.	<ul style="list-style-type: none"> <li>Infrastructure requirements are extended from adjacent lands to the south and east.</li> </ul>
✓	4.3: Plan and develop greenfield areas in an orderly and phased manner to contribute to complete communities.	<ul style="list-style-type: none"> <li>The Plan Area integrates new and existing development in an orderly phased manner that will result in a complete community.</li> </ul>
—	4.4: Plan for and accommodate rural growth in appropriate locations with sustainable levels of local servicing.	<ul style="list-style-type: none"> <li>Not applicable.</li> </ul>
✗	4.5: Plan and develop mixed use and higher density centres as areas to concentrate growth of both people and jobs.	<ul style="list-style-type: none"> <li>Contrary to the EMRGP and MDP requirements of a TOD, the high density residential sites have been reduced in density and moved out of the TOD buffer area. As such the aspirational density in the TOD buffer area is actually decreased by this amendment rather than increased.</li> <li>Mixed use developments are not evident.</li> </ul>
✓	4.6: Prioritize investment and funding of regional infrastructure to support planned growth.	<ul style="list-style-type: none"> <li>Development of the Plan Area will rely on existing capacity in regional sewage and water lines to support planned growth.</li> </ul>
✓	4.7: Ensure compatible land use patterns to minimize risks to public safety and health	<ul style="list-style-type: none"> <li>The ASP proposes to implement <i>Crime Prevention Through Environmental Design</i> (CPTED) principles at the detailed design stage to assist in minimizing public safety risk..</li> </ul>
 <b>Guiding Principle</b> <b>Ensure effective regional mobility.</b>		
✗	5.1: Develop a regional transportation system to support the growth of the Region and enhance its regional and global connectivity	<ul style="list-style-type: none"> <li>One of the proposed amendments objectives is to: <i>establish good connectivity for transit service and linkages to the future transit station.</i> The linkages to the future transit station are not evident</li> </ul>
✗	5.2: Encourage a mode shift to transit, high occupancy vehicles and active transportation modes as viable alternatives to private automobile travel, appropriate to the scale of the community	<ul style="list-style-type: none"> <li>One of the proposed amendments objectives is to: <i>create a circulation system where different modes of transportation give access to the parks, trails, school, and retail sites.</i> The circulation system does not take advantage of the proximity of the TOD/LRT to encourage mode shift to transit.</li> </ul>

Principles and Objectives		Comments on Consistency
✘	5.3: Coordinate and integrate land use and transportation facilities and services to support the efficient and safe movement of people, goods and services in both urban and rural areas	<ul style="list-style-type: none"> <li>The proposed ASP amendment fails in the integration of land use with transportation facilities. The significant reduction in the number of people within the TOD area proposed by the ASP amendment represents a serious disconnect between land use and transportation in that density is actually reduced rather than increase closer to the aspirational density.</li> </ul>
—	5.4: Support the Edmonton International Airport as northern Alberta’s primary air gateway to the world	<ul style="list-style-type: none"> <li>Not applicable.</li> </ul>
✘	5.5: Ensure effective coordination and alignment of regional transportation policies and initiatives between all jurisdictions	<ul style="list-style-type: none"> <li>The proposed ASP amendment does not take full advantage of the location of the proposed Park and Ride facility and LRT station to the detriment of the entire transit system.</li> </ul>
 <b>Guiding Principle</b> <b>Ensure the wise management of prime agricultural resources.</b>		
—	6.1: Identify and conserve an adequate supply of prime agricultural lands to provide a secure local source of food security for future generations	<ul style="list-style-type: none"> <li>Not applicable.</li> </ul>
—	6.2: Minimize the fragmentation and conversion of prime agricultural lands to non-agricultural uses	<ul style="list-style-type: none"> <li>Not applicable</li> </ul>
—	6.3: Promote diversification and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system	<ul style="list-style-type: none"> <li>Not applicable</li> </ul>