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File: B.27.1.1

November 4, 2019

Karen Wichuk, Chief Executive Officer
Edmonton Metropolitan Region Board
#1100 Bell Tower
10104 – 103 Avenue NW
Edmonton, AB T5J 0H8

Attention: Karen Wichuk

Dear Karen Wichuk:

Re: City of St. Albert – Regional Evaluation Framework (REF) Application
Bylaw 22/2019 – Jensen Lakes Area Structure Plan Amendment

Please accept this letter from the City of St. Albert requesting the Edmonton Metropolitan Region Board (EMRB) to review Bylaw 22/2019, which is to amend the Jensen Lakes Area Structure Plan (ASP).

Ministerial Order

This matter is being referred to the EMRB in accordance with the Ministerial Order No. MLS: 111/17.

Submission Criteria

The application is being referred to the EMRB as it meets the following submission criteria under Section 4.2 (c) and (j) of the Regional Evaluation Framework (REF) 2.0:

4.2 (c) The proposed statutory plan amendment would result in a change to the boundaries of an Area Structure Plan.
4.2 (j) The plan area of the proposed amendment to the statutory plan includes a Park and Ride or Planned LRT line or the boundaries of the proposed amendment to the statutory plan are within 0.8 km of a Park and Ride or Planned LRT line as identified on Schedule 10B: Transportation Systems - Regional Transit and Trails to 2044 in the Edmonton Metropolitan Region Growth Plan.

Bylaw

On October 21, 2019, the City Council of St. Albert approved first reading of the Bylaw, that the Bylaw be referred to the EMRB, and that the Public Hearing for the Bylaw be adjourned until a later date to allow for a decision from the EMRB. The council motions are as follows:

1. That Bylaw 22/2019, being amendment 1 to the Jensen Lakes Area Structure Plan 1/2014, be read a first time.
   - CARRIED UNANIMOUSLY
     For: Brodhead, Heron, Hansen, Hughes, Joly, MacKay, and Watkins

2. That Bylaw 22/2019 be referred to the Edmonton Metropolitan Region Board (EMRB) for a decision.
   - CARRIED UNANIMOUSLY
     For: Brodhead, Heron, Hansen, Hughes, Joly, MacKay, and Watkins

   - CARRIED UNANIMOUSLY
     For: Brodhead, Heron, Hansen, Hughes, Joly, MacKay, and Watkins

Please refer to the attachment entitled: Council Report and Attachments, for Administration’s report to Council.

A copy of the Jensen Lakes ASP, without the proposed amendments, is also attached, see Jensen Lakes Area Structure Plan – Current.

Purpose of Bylaw

The purpose of Bylaw 22/2019 is to amend the Jensen Lakes ASP. The amendments are not changing the original intent of the Jensen Lakes ASP, but are needed to reflect the impacts of infrastructure design and built construction on the Area Structure Plan, and the build out impacts of the 2018 Land Use Bylaw regulation changes.
The Jensen Lakes ASP plan area is 152 hectares±. Please refer to Figure 1: Location Map.
Background

The original Jensen Lakes ASP was approved by Council on May 5, 2014. Since adoption, several key changes have occurred within the planned area which have necessitated an ASP update. As development has proceeded in Jensen Lakes, a number of infrastructure design requirements and built construction projects have occurred. These infrastructure requirements were not anticipated within the 2014 ASP and Future Land Use map. The rationale for these infrastructure requirements is captured within the updated ASP.

In addition, the City of St. Albert updated the Land Use Bylaw (in 2018) to enable higher density single detached dwelling products, and increased densities to the medium and high density housing products. This was done to reflect the increased required densities adopted under the new Edmonton Metropolitan Region Growth Plan. This meant that the ASP planned densities did not align with the 2018 LUB regulations. As such, existing multi-family housing (townhousing) does not reflect the new medium-high density development LUB requirements. Amendments to the ASP must incorporate the as-built densities, to ensure that a full build out of the ASP will meet the minimum density identified in the regional growth plan. The changes to the ASP reflect the increased diversity and density of housing supported within the LUB.

Infrastructure requirements necessitating ASP amendments:

- September 1, 2017: During construction design it was determined that the stormwater management facility in the southeast (SWMF #1) had to be enlarged based upon detailed engineering design criteria. In order to accommodate the expansion, a planned multiple family site had to be relocated, as subdivision for Stage 3 had been approved. At the time, it was agreed that a future ASP amendment would address the increased SMWF size and the relocation of the Medium/High Density Residential site.

- On December 4, 2017: When designing the man-made lake, the developer redesigned the shape. This was to reflect engineering requirements which determined that the shape could cause long-term operational challenges and other technical considerations. This would have result in increased costs. As such a re-design of the man-made pond was approved by the City of St. Albert’s engineering group. At the time, it was agreed that a future ASP amendment would address the impacts to the future land use configuration.

- In August 2018, the Functional Alignment Study for Fowler Way was completed and required relocating and updating the overall roadways and open space concept in the Jensen Lakes Plan Area. The west Plan Area boundary was
adjusted to reflect the new alignment of Fowler Way and to accommodate keeping Range Road 255 (Hogan Road).

With these three accumulated changes, the City requested the developer provide an amended ASP, which was received by the City in November, 2018. There were five additional changes made to the ASP at the time of application:

- The proposed amendment will increase the amount of lands designated as low density; however, the overall planned density does not change. This is because the amendment enables the use of the 2018 Land Use Bylaw residential districts, RX and RXL, and increased townhousing products.
- The commercial site in the northwest has changed shape, with accesses from Fowler Way, Hogan Road, and an internal local road.
- A second access from Villeneuve Road was proposed in this amendment, to support emergency access for the increasing amount of completed development in Jensen Lakes, which includes two schools.
- Relocation and reconfiguration of park space.
- Incorporation of as-built densities within the statistics table. This results in a re-classification of the 2014 ASP Medium/High Density Residential site in the northeast to the Medium Density Residential in the 2019 ASP, based on the actual built-out density. The site was built out as a townhousing product, which was permitted under the pre-2018 Land Use Bylaw district.

Planning Context

The Jensen Lakes ASP was approved under the Capital Region Growth Plan 2009 (CRBGP) and St. Albert's Municipal Development Plan (MDP), which both state that ASP densities must meet a minimum of 30 dwelling units per net residential hectare.

- **CRBGP Addendum: October 2009 Addendum, Table 3:**

  The density target (dwelling units / net residential hectare) for Priority Growth Area B, which includes St. Albert, is 30 - 45+.

- **St. Albert MDP, Section 4.11 (1):**

  The design of residential neighbourhoods should have a minimum of 30 dwelling units per net residential hectare with a minimum of 30% medium and/or high density residential, the proportion to be determined at the ASP stage.
The current Jensen Lakes ASP has 30 dwelling units per net residential hectare (du/nrha), which met the Capital Region Board Growth Plan target in place at the time the Jensen Lakes ASP was approved. The proposed ASP amendment will maintain the same density.

When it comes to calculating planned residential densities for ASPs, St. Albert’s practice is to apply the highest density value within the prescribed density range. This ensures that sufficient servicing capacity is accounted for, to plan and enable development of any listed use (and corresponding density), as outlined within the Land Use District.

Moreover, as neighbourhoods are built out and when a St. Albert ASP is amended, the residential statistics are amended to reflect the actual built densities. St. Albert’s ASPs are essentially “living documents”, to ensure that both the planned and built densities comply with the CRBGP for a minimum density requirement of 30 du/nrha.

**Boundary Change**

As stated, this application is being referred to the EMRB under the submission criteria of Section 4.2 (c):

*The proposed statutory plan amendment would result in a change to the boundaries of an Area Structure Plan*

There are two proposed boundary changes. The west boundary originally went into parcel SE 1/4, Section 18, Township 54, Range 25, West 4th Meridian; however, the west boundary will now run parallel to Range Road 255 / Hogan Road.

The north boundary was adjusted northward in response to the reconfiguration of the private lake. A greenway was added to the eastern half of the north boundary, which will improve active transportation connectivity to the future Transit Centre.

The Jensen Lakes ASP area was 150.9 hectares± (372.9 acres±). With these boundary adjustments, the area is now 152.1 hectares± (375.8 acres±), a difference of 1.2 hectares± (3.0 acres±), which is a change of less than 1%.

Revising the boundaries of a statutory plan can be a signal of future growth. In this case, the boundary changes are minor, and were made in response to a major road realignment and the reconfiguration of the private lake, not to specifically add more land to the ASP. The overall density of the ASP has not changed, with the number of dwelling units increasing slightly from 2,119 to 2,184. The estimated population has increased
from 5,000 to 5,600 persons, due to the use of two new residential districts, RX and RXL, which allow for a mix of single, two family, and multiple family townhouse dwellings. While the overall number of dwelling units has not changed significantly, there are more low density units, which generally have more persons per dwelling unit than higher density units.

**Transit Oriented Development**

As stated, this application is being referred to the EMRB under the submission criteria of Section 4.2 (j):

> The plan area of the proposed amendment to the statutory plan includes a Park and Ride or Planned LRT line or the boundaries of the proposed amendment to the statutory plan are within 0.8 km of a Park and Ride or Planned LRT line as identified on Schedule 10B: Transportation Systems – Regional Transit and Trails to 2044 in the Edmonton Metropolitan Region Growth Plan.

As shown by **Figure 2: LRT Corridor 800 m Buffer Map**, the proposed Light Rail Transit (LRT) corridor is located along St. Albert Trail, and Transit Oriented Development (TOD) is proposed immediately north of this LRT corridor. A portion of the subject lands are located within 800 metres of the LRT corridor buffer.

An LRT line and Park and Ride facilities are integral components of the future intermunicipal regional transit system. They also provide opportunities for Transit Oriented Development and higher density mixed use initiatives, which are important in optimizing investment in infrastructure and creating complete, compact communities.

The Transportation Master Plan (TMP) supports the development of the LRT, as well as land use planning (like transit oriented development) to improve future ridership on the LRT, both through densification near proposed stations and park and ride for regional traffic.
Figure 2: LRT Corridor 800 m Buffer Map
Regional Transportation
Outside of the Edmonton core, multi-modal transportation options are limited and the car is the dominant mode of travel. The EMRBGP emphasizes that if regional growth continues to follow a low density pattern, not only will alternative transportation options never be developed, but there will be economic costs to individuals, businesses and governments. Further, the effects of congestion and increasing commute times will diminish the quality of life for the Region’s residents and hamper the Region’s ability to attract and retain people, employers and employees.

EMRB Growth Plan Support for LRT and TOD
While the Jensen Lakes ASP was approved under the CRBGP, the proposed LRT line and future TOD also support other relevant policies of the EMRGP:

Objective 1.4: Promote the livability and prosperity of the Region and plan for the needs of a changing population and workforce

1.4.2 Downtown Edmonton, urban centres, TOD centres, rural centres and sub-regional centres will be planned and developed with a mix of jobs, services, amenities and diversity of housing and with multi-modal transportation access.

Objective 3.1: Plan and develop complete communities within each policy tier to accommodate people’s daily needs for living at all ages

3.1.4 In the metropolitan area, greenfield areas will be planned and developed as complete communities that:
   c. provide a diversity of housing options in terms of density and built form; and
   g. incorporate higher density uses along existing and planned transit corridors and at major transit stations.

Objective 4.5: Plan for and develop mixed use areas and higher density centres as areas to concentrate growth of people and jobs

4.5.5 In the metropolitan core and metropolitan area, TOD centres will be identified, planned and developed as locations around major transit stations to:
   a. accommodate growth through increased residential and/or employment densities within 800 metres of the major transit station in accordance with the TOD centres density target in Schedule 6;
b. incorporate a mix of medium and higher density housing and/or higher employee density uses; and

c. provide for transit connectivity with local and intermunicipal regional transit services and active transportation opportunities.

Objective 5.2: Encourage a mode shift to transit, high occupancy vehicles and active transportation modes as viable and attractive alternatives to private automobile travel, appropriate to the scale of the community.

5.2.1 An integrated regional transit system will be planned, developed and operated to encourage a mode shift away from private automobiles by:

a. building and maintaining transit facilities to connect residents with major job destinations, post-secondary institutions, health centres, major cultural and entertainment venues and the Edmonton International Airport; and

b. integrating transit facilities and services with other modes including walking, cycling and driving.

Municipal Development Plan (MDP) Support for LRT
The Jensen Lakes ASP was adopted by Council on May 5, 2014. The Municipal Development Plan (MDP) in effect at that time contains a section on conformance with the Capital Region Growth Plan. The objective of the Growth Plan is to manage sustainable growth and to be stewards to guide the region’s growth in a responsible and sustainable manner. There are three policies applicable to this referral:

18.9 Park and Ride and Transit Oriented Development North
The City will consider a Park and Ride facility near St. Albert Trail (formerly Hwy 2) north of Villeneuve Road (not Coal Mine Road as stated in the CRBGP). This site is also proposed as Transit Oriented Development (TOD).

18.10 Light Rail Line
The City will consider a northwest light rail line (LRT) along its main corridor, St. Albert Trail.

18.11 Park and Ride Facility Guidelines
Enact policies that facilitate the conversions of temporary Park and Ride lots to transit oriented development (TOD) upon extension of LRT.
The MDP also addresses LRT in section 12.0 Transportation:

12.3 Regional Transportation Network
The City of St. Albert shall work collaboratively with the City of Edmonton, Sturgeon County, Parkland County, and Alberta Infrastructure and Transportation to develop a safe and efficient regional transportation network for roadways, public transit, future light rail transit (LRT), truck and dangerous goods movement.

Alignment of LRT / Location of Transit Centre
Long term strategic plans for the City of St. Albert and Capital Region Board have identified the need for an LRT line through St. Albert connecting to the City of Edmonton’s LRT system. AECOM was retained by the City of St. Albert to define a recommended LRT corridor and alignment for an extension of the City of Edmonton’s Metro LRT line through the City of St. Albert. Please refer to the attached St. Albert LRT Planning Study for further details. At this time, no additional planning work or studies are underway regarding the future LRT line, as the anticipated build out is at least 15 years away.

In November 2015, St. Albert City Council endorsed an alignment along the east side of St. Albert Trail. The LRT alignment will continue to north of Erin Ridge Road, where it will cross St. Albert Trail to the west side, terminating in a station that will be located approximately 200 m north of the existing Jensen Lakes neighbourhood, in an undeveloped quarter section. This terminal station, North St. Albert Station, will be located adjacent to a transit centre and a 500 parking stall Park and Ride facility.

The undeveloped quarter section directly north of Jensen Lakes will be the subject of an Area Structure Plan amendment and the neighbourhood will be called Jensen Lakes Phase 2. An application to add these lands to the existing Jensen Lakes ASP is currently being prepared by Select Engineering Consultants. As the future LRT station, transit centre, and Park & Ride will be located in this plan area, this amendment will have to address the growth issues regarding the LRT line and future TOD planning.
Density Within 800 m of Future LRT

Approximately one third of the current Jensen Lakes ASP plan area falls within 800 m of the proposed LRT station (please refer to Figure 3: Proposed Future Land Use with LRT Buffer and Staging). Development of Jensen Lakes began in 2014, starting in the east and proceeding westwards. As of the writing of this letter, approximately one quarter of the plan area has been or is currently being developed. The developed lands are all within the 800 m buffer area. Only a small area located in the northwest of the buffer area is currently undeveloped.

The majority of the developed land within the 800 m of the proposed LRT station was approved as low density residential in 2014. These subdivision stages were approved under the previous CRBGP, which called for a density of 30 du/nrha. As the 2014 ASP was created prior to the 2017 Edmonton Metropolitan Region Growth Plan, the current ASP was not designed or engineered to accommodate the current people + jobs targets (p+j/gha). In order to reach the aspirational target of 140-160 p+j/gha around the future LRT station, the density in the future Jensen Lakes Phase 2 plan area will have to be high enough to offset the lower density in the buffer area of the Jensen Lakes ASP.

Proposed changes to the ASP show relocation of the Medium/High Density Residential sites within the 800 m of the LRT station. This is the result of the stormwater management facility expansion and to reflect the townhousing 'as built' densities in the north-east. Townhouses were permitted under the accompanying zoning, prior to 2018.

The exact location of the future LRT station has not been determined. The final location will consider the impact of the existing low density residential development. Locating the station further to the north could reduce the amount of current Jensen Lakes lands that fall within the buffer area. Having less low density residential near the LRT station means more higher density residential and/or mixed uses can be located there instead, making it easier to reach the aspirational density target.
Figure 3: Proposed Future Land Use with LRT Buffer and Approved Subdivisions
Response from Applicant - Residential Density Impacts

Development has begun in Jensen Lakes and the neighbourhood is being constructed from the east, with houses already being built within Stage 7. There is a mix of low density product constructed as semi-detached dwellings south of Jensen Lakes Boulevard and larger single-detached lots north of Jensen Lakes Boulevard. The first of the lake amenity houses are being constructed with private access to the lake. The linear park along the north boundary will help encourage active transportation routes throughout the neighbourhood with connections to neighbourhood focal points, including the future transit facility.

This amendment does not significantly change the density being constructed within the notional 800 m of the future transit facility. The planned density is reallocated due to the reduction of a Medium/High Density residential site to Medium Density residential. The site was developed and constructed with townhouses. The reduction in density is an administrative amendment to reflect what was built on the site under the previous version of the Land Use Bylaw. The new Land Use Bylaw approved in February 2018 contains a minimum density of 94 du/ha that would no longer allow for the product that is built on the site. From an overall plan perspective, the high density uses have been reallocated near the west boundary of the neighbourhood with good access to park space and commercial amenities. This location creates an area that would encourage more activity in the public space and walk-up traffic for the commercial.

Response from Applicant - Residential Density Relocation

The planned density is reallocated to the west due to the reduction of a Medium/High Density residential site to Medium Density residential. The reduction in density is an administrative amendment to reflect what was built on the site under the previous version of the Land Use Bylaw. The site was developed and constructed with townhomes that exist today. The new Land Use Bylaw, approved in February 2018, contains a minimum density of 94 du/ha that would no longer allow for the product that is built on the site.

The Medium/High Density site in the south portion of the plan is replaced by a stormwater management facility due to additional storm capacity required from St. Albert Trail.

The High Density uses have been reallocated near the west boundary of the neighbourhood with good access to park space and commercial amenities. This location creates an area that would encourage more activity in the public space, as well as walk-up traffic for the commercial with access near a neighbourhood entrance and transit route. The number of Medium Density residential sites within the ASP area has also been increased.
Consultants

The planning consultant for the subject matter is Select Engineering Consultants, on behalf of Melcor Developments Ltd., the land owner.

The engineering consultant for the subject matter is IBI Group Inc., on behalf of Melcor Developments Ltd., the land owner.

Requested Action

The City of St. Albert is requesting that the Edmonton Metropolitan Region Board provide a decision regarding Bylaw 22/2019.

If more time is required by the EMRB Administration to reach a decision, please advise the undersigned in order that the public hearing, on February 3, 2020, can be postponed. The City of St. Albert requests that a decision be provided prior to this date.

Contact Information

Should there be any questions, please contact the undersigned at 780-418-6618 or eschultz@stalbert.ca.

Thank you for your time and attention to this matter.

Sincerely,

Eric Schultz, BA Planning Planner

Attachments:  
Att 1: Council Report and Attachments  
Att 2: Jensen Lakes Area Structure Plan – Current  
Att 3: St. Albert LRT Planning Study