

# Edmonton Metropolitan Region Board Regional Evaluation Framework Statutory Plan Review

## City of Edmonton Southeast Area Structure Plan (ASP) Amendment & City of Edmonton Charlesworth Neighbourhood Structure Plan (NSP) Amendment

New Plan  Amendment

**Board Reference Number:** REF 2019-013

**Proposed Municipality Bylaw No.:** Bylaw 18834 and Bylaw 18835

### Introduction

The Province has adopted the Regional Evaluation Framework (REF) 2.0 as the criteria for the Edmonton Metropolitan Region Board's evaluation of statutory plans. The purpose of the REF is to allow the Edmonton Metropolitan Region Board (EMRB) to evaluate new statutory plans and statutory plan amendments to ensure consistency with the *Edmonton Metropolitan Region Growth Plan* (EMRGP) and policies and directions it sets out.

This application for an ASP and NSP Amendment was submitted to the EMRB REF pursuant to Section 4.2 (j) of the REF 2.0:

*A municipality must refer to the Board any proposed amendment to a statutory plan, that meets one or more of the following conditions:*

- (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 0.8km of a Park and Ride or Planned LRT line as identified on Schedule 10B: Transportation Systems – Regional Transit and Rails to 2044 in the Edmonton Metropolitan Region Growth Plan.*

An application to amend two existing statutory plans, the Southeast Area Structure Plan, and the subordinate Charlesworth Neighbourhood Structure Plan have been submitted to the EMRB by the City of Edmonton for a REF review and evaluation.

## Background and Purpose

<b>Municipality:</b>	City of Edmonton
<b>Applicant:</b>	City of Edmonton
<b>Land Owner(s):</b>	N/A
<b>First Reading Date:</b>	May 13, 2019
<b>Area of Municipality:</b>	767.85 square kilometers
<b>Current Population (2016):</b>	932,546
<b>Population Projection (2044):</b>	1,361,700 – 1,470,800
<b>Proposed Changes: (Amendments Only)</b>	The proposed ASP and NSP amendment will re-designate a 7.95 hectare parcel of land designated as Institutional/City Level Park site to Commercial (1.54 ha), and Institutional (5.04 ha) with the balance of the parcel (1.37 ha) used for transportation and site access purposes. The NSP Bylaw includes an administrative update correcting the boundaries of a natural area/open space to align with the higher level ASP.

**Purpose:** To amend the Southeast Area Structure Plan and Charlesworth Neighbourhood Structure Plan to allow for the development of neighbourhood commercial uses that will serve the surrounding planned residential area as well allow for opportunities for institutional or community service development.

## Recommendation

That Bylaw 18834 and Bylaw 18835 amending the Southeast Area Structure Plan and Charlesworth Neighbourhood Structure Plan be **Supported**.

## Summary/Discussion

This evaluation reviewed the proposed amendment to the Southeast Area Structure Plan and subordinate Charlesworth Neighbourhood Structure Plan in relation to the Guiding Principles of the EMRGP (2017), the objectives and policies of the EMRGP, and the evaluation criteria in the evaluation framework. The proposed ASP and NSP amendments are consistent with the requirements as demonstrated throughout the evaluation, therefore this evaluation recommends that the proposed Southeast Area Structure Plan and Charlesworth Neighbourhood Structure Plan amendments be supported.

## Economic Competitiveness & Employment

The proposed ASP and NSP amendments provide opportunities for developments that will generate employment in a highly accessible location. It will also encourage an increase in employment density in an area that has access to existing vehicular transportation and planned transit infrastructure. The proposed amendment also supports an increased diversity of commercial land uses along 50<sup>th</sup> Street SW, a Regional Arterial. It will also serve the changing population and workforce who will live in this new neighbourhood. Since 50<sup>th</sup> Street SW is a Regional Arterial corridor it can serve both Edmonton and the region to the south and east of the amendment area.

## Natural Living Systems

The proposed NSP amendment will ratify the area of an existing natural tree stand on maps within the NSP document. Clearly identifying the area on the Future Development Concept and keeping the area consistent in all other NSP maps will clearly communicate the goal of using the tree stand identified as a public amenity which may incorporate features that address access to clean air and land.

## Communities and Housing

The proposed amendments do not increase nor decrease the number and location of housing units. It provides for neighbourhood commercial opportunities close to planned and existing residential areas. By locating neighbourhood commercial land uses in a location with convenient access to 50<sup>th</sup> Street SW (Regional Arterial), the future Transit Centre, the proposed amendments have the potential to increase livability of the residents in the area and the capital region by creating a more complete community.

## Integration of Land Use and Infrastructure

The proposed amendments are within an area that is contiguous to existing commercial and residential in the City of Edmonton and will accommodate employment and population growth for the city. Locating commercial along the edge of the 50<sup>th</sup> Street SW (Regional Arterial) enables growth within a planned residential area, optimizes the use of existing infrastructure for the City, and ensures compatible land uses. Creating additional area for commercial, institutional or community service development will also introduce a greater mix of uses in the area.

## Transportation Systems

The proposed amendments reflect integration of land use and transportation systems by capitalizing on multi-modal connectivity opportunities throughout the Region for land uses that are reliant on frequent movement of people and goods. The amendments are on lands that abut a Regional Arterial with easy access to a Regional Freeway. These roadways allow for easy vehicular connections between the Metropolitan Core and the Metropolitan Area, creating good visibility and access for potential customers both from the area and commuting between Edmonton and the Metropolitan Area. Furthermore, commercial areas generally rely on large delivery of goods – the Regional Arterial and Regional Freeway allow for a flow of goods to serve the amendment area. This optimizes the use of existing transportation infrastructure.

Given that this is also within walking distance to a planned Park and Ride Facility and directly on a planned LRT route that connects the Metropolitan Core and the Metropolitan Area, people may feel encouraged to use public transit. Furthermore, the proposed amendments will integrate a variety of land uses to support the planned Park and Ride to the south of the amendment area. This is a step towards encouraging a multi-modal shift by creating mixed-use communities with easy access to alternative transportation options.

## Agriculture

The amendment area is not located on lands dedicated for agricultural purposes and is within the Metropolitan Area. The amendment area is designated as built-up area in *Schedule 11: Agricultural Land Suitability Ratings* in the Growth Plan and are surrounded by existing and planned non-agricultural uses, in the form of residential and commercial development. By allocating additional area for commercial purpose, the amendments will avoid the fragmentation and conversion of prime agricultural lands. This

is achieved by locating commercial development required to support growth in a designated built up area instead of a greenfield site that may be located on land designated for agriculture.

## Evaluation Criteria

Section 8.1 of the REF states that *“When evaluating a statutory plan or statutory plan amendment, the 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 Edmonton Metropolitan Region Growth Plan.”*

## Policy Tiers

Edmonton Metropolitan Regional Structure	Applicable Policy Tier(s)
Metropolitan Core	N/A
Metropolitan Area	Applicable
Rural Area	N/A

**Policies**

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
 <p><b>Economic Competitiveness and Employment</b></p>		
<p>Guiding Principle <b>Promote global economic competitiveness and regional prosperity.</b></p>		
<p>1.1: Promote global economic competitiveness and diversification of the regional economy</p>	<p>N/A</p>	
<p>1.2: Promote job growth and the competitiveness of the region’s employment base</p>	<p>✓</p>	<p>The proposed amendments will increase the area for commercial, institutional or community service development and will generate employment for the area. They will also increase the variety of commercial development within the neighbourhood. Therefore, the amendments will promote job growth and competitiveness.</p>
<p>1.3: Enhance competitiveness through the efficient movement of people, goods and services to, from and within the Region</p>	<p>✓</p>	<p>The amendment area is located close to a Regional Arterial and Regional Freeway. This provides regional and local connectivity needed for commercial activity. Arterial roadways provide adequate visibility for business to thrive while direct access through major roadways and highways are traditionally seen as incentives for customers. Furthermore, the planned Park and Ride Facility and Transit Centre is immediately south of the intersection, once again, increasing accessibility. Therefore, this has the potential to be a complete commercial area through the efficient movement of people, goods and services to, from and within the Region.</p>

Principles and Objectives	Consistent ✓ ✗ N/A	Comments on Consistency
1.4: Promote the livability and prosperity of the Region and plan for the needs of a changing population and workforce	✓	The amendment may allow for neighbourhood commercial, institutional or community service development that will cater to the day-to-day needs of the surrounding planned residential area. This has the potential to increase the livability and prosperity of the residents by providing necessary services in a predominantly residential area.
 <h2>Natural Living Systems</h2>		
<p>Guiding Principle</p> <p><b>Protect natural living systems and environmental assets.</b></p>		
2.1: Conserve and restore natural living systems through an ecological network approach	✓	The NSP administrative amendment is identifying the existing natural tree stand on the Future Development Concept and other applicable maps in the NSP to clarify the location of the natural area communicate the municipality's intent to minimize and mitigate impacts to natural living systems.
2.2: Protect regional watershed health, water quality and quantity	N/A	
2.3: Plan development to promote clean air, land and water and address climate change impacts	N/A	
2.4: Minimize and mitigate the impacts of regional growth on natural living systems	✓	The NSP administrative amendment is identifying the existing natural tree stand on maps in the NSP to clarify the location of the natural area communicate the intent of the municipality to minimize and mitigate impacts to natural living systems.

 <b>Communities and Housing</b>		
Guiding Principle <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	✓	Adding additional commercial, institutional or community service development to this area will enhance the livability and provide for daily needs of residents in the area. It will help create a complete community and a greater mix of uses for the area.
3.2: Plan for and promote a range of housing options	N/A	
3.3: Plan for and promote market affordable and non-market housing to address core housing need	N/A	

 <h2 style="text-align: center;">Integration of Land Use and Infrastructure</h2>		
Guiding Principle		
<b>Achieve compact growth that optimizes infrastructure investment.</b>		
4.1: Establish a compact and contiguous development pattern to accommodate employment and population growth	✓	Lands west of the 50 <sup>th</sup> Street SW (Regional Arterial) abutting the amendment area are also designated to allow for further commercial and institutional development. This will provide a contiguous development pattern.
4.2: Enable growth within built-up urban areas to optimize existing infrastructure and minimize the expansion of the development footprint	✓	The ASP amendment is located on an area designated for development and is surrounded by development. This allows for an efficient use of existing infrastructure and minimizes the need for expanding development footprint to greenfield areas.
4.3: Plan and develop greenfield areas in an orderly and phased manner to contribute to complete communities	✓	The ASP amendment is located on a greenfield area that has been planned for development within the Metropolitan Area. It is within walking distance to built-up residential areas and a planned Park and Ride Facility and Transit Centre. Therefore, it will contribute to creating more complete communities.
4.4: Plan for and accommodate rural growth in appropriate locations with sustainable levels of local servicing	N/A	
4.5: Plan and develop mixed use and higher density centres as areas to concentrate growth of both people and jobs	✓	The ASP and NSP amendments will increase the variety of a designated use within the area. Being located adjacent to commercial areas, these amendments are concentrating future commercial development around the intersection of Ellerslie Road SW and 50 <sup>th</sup> Street SW.
4.6: Prioritize investment and funding of regional infrastructure to support planned growth	N/A	

4.7: Ensure compatible land use patterns to minimize risks to public safety and health	✓	No incompatible land uses are proposed given the surrounding context and land use patterns.
--	---	---



## Transportation Systems

Guiding Principle  
**Ensure effective regional mobility.**

5.1: Develop a regional transportation system to support the growth of the Region and enhance its regional and global connectivity	N/A	
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	✓	Allowing for a greater variety of commercial land uses close to a planned Park and Ride Facility and a Transit Centre in a residential community can encourage the use of alternative modes of transportation. A future LRT line is also planned to run down 50 <sup>th</sup> Street SW immediately adjacent to the amendment area that would provide a mass transit option.
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	✓	Increasing the variety of commercial land uses allowed along 50 <sup>th</sup> Street SW will create opportunities for user access via alternative modes of transportation using planned transit infrastructure.
5.4: Support the Edmonton International Airport as northern Alberta's primary air gateway to the world	N/A	
5.5: Ensure effective coordination and alignment of regional transportation policies and initiatives between all jurisdictions	N/A	

 <h2 style="margin: 0;">Agriculture</h2>		
<p>Guiding Principle</p> <p><b>Ensure the wise management of prime agricultural resources.</b></p>		
<p>6.1: Identify and conserve an adequate supply of prime agricultural lands to provide a secure local source of food security for future generations</p>	<p>✓</p>	<p>The proposed amendments are not located on lands designated for agricultural purposes in the Growth Plan and are within the Metropolitan Area. The amendment area is designated as built up area in Schedule 11 and is surrounded by urban development. By assigning commercial development on this location, prime agricultural land may be conserved through the demand for commercial being met at this location instead of a greenfield site located on agricultural land.</p>
<p>6.2: Minimize the fragmentation and conversion of prime agricultural lands to non-agricultural uses</p>	<p><b>N/A</b></p>	
<p>6.3: Promote diversification and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system</p>	<p><b>N/A</b></p>	