



August 28, 2020

Edmonton Metropolitan Region Board
#1100 Bell Tower
10104 – 103 Avenue
Edmonton, Alberta T5J 0H8

Attention: Debra Irving, AICP, RPP, MCIP
Senior Project Manager, EMRB

Dear Ms. Irving,

Reference: Referral of the City of Edmonton Chappelle NASP

REF 2020 – 009

Please find attached our final statutory plan evaluation report for the above referral from the City of Edmonton.

If you have any questions, please contact Nick Pryce at 780 222-0550.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Nick Pryce', is written over a faint, light blue circular stamp.

Nick Pryce, RPP, MCIP

Director of Planning



1.0 INTRODUCTION

Pursuant to Ministerial Order MSL 111/17, the Province of Alberta adopted the Regional Evaluation Framework (REF) for the Edmonton Metropolitan Region Board (EMRB) to ensure consistency and alignment with the Edmonton Metropolitan Region Growth Plan (EMRGP) and the Edmonton Metropolitan Region Board Regulation. As such, certain statutory documents from member municipalities require review to ensure compliance.

Section 4.0 of the REF states that a member municipality must refer proposed statutory plans or statutory plan amendments to the EMRB under certain conditions, after the first reading by Council and prior to the third reading pursuant to Section 5.1 of the REF. The application has been referred to the EMRB due to the following criteria under Section 4.1 of the REF:

- *(f) The boundaries of the proposed amendment to the statutory plan are within 0.8 km of a pipeline corridor as depicted on Schedule 8B: Energy Corridors in the Edmonton Metropolitan Region Growth Plan; and*
- *(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.*

2.0 PURPOSE

Bylaw 19341 and the associated Resolution were presented to the City of Edmonton Council for first and second reading on July 7th, 2020. After passing first reading on July 7th, 2020, the Chappelle Neighbourhood Area Structure Plan (NASP) amendment was submitted to the EMRB for a referral in accordance with the REF. The purpose of the REF 2020 – 009 is to review the Chappelle NASP amendment for consistency with the EMRGP. To support the referral, the application also contains the proposed amendments to the Heritage Valley Concept Servicing Design Brief which, if approved, will be adopted by Resolution by Council.

Specifically, the purpose of the Chappelle NASP amendment is to redistribute residential uses within the Chappelle neighbourhood, create a business employment node, and relocate a park and an access point into the Plan area. In summary, the following are the proposed amendments (as indicated in the application package presented to City of Edmonton's Council):

- Re-designate approximately 1.90 ha of Low Rise Apartments and 0.30 ha Low Density Residential to Business Employment land use in the northeastern portion of the Plan area;
- Re-designate approximately 1.42 ha of Street Oriented Housing and 2.13 ha of Low Rise Apartments to Low Density Residential land use in the eastern portion of the Plan area;
- Re-designate approximately 1.93 ha of Town House to Low Density Residential land use in the western portion of the Plan area;



- Re-designate approximately 0.66 ha of Street Oriented Residential and 1.62 ha Low Density Residential to High Density Residential land use in the northeastern portion of the Plan area;
- Re-locate a Park site along a collector roadway in the eastern portion of the Plan area; and
- Re-locate a neighbourhood access point in the northeastern portion of the Plan area.

The aforementioned amendments will contribute to the update of all relevant text, figures and statistics in the Chappelle NASP to reflect the reallocation/ redesignation of lands.

3.0 BACKGROUND INFORMATION

Municipality: City of Edmonton

First Reading Date: July 7th, 2020

Location: The Chappelle NASP is located in southwest Edmonton, defined by the following boundaries:

- Northern Boundary – 28 Avenue SW.
- Western Boundary – Whitemud Creek Ravine.
- Easter Boundary – Heritage Valley Trail.
- Southern Boundary – 41 Avenue SW (former City Boundary).

The lands proposed to be re-designated are dispersed into two areas, one in the northeastern corner of the Chappelle NASP and the other in the northwestern area, defined as 13405 – 28 Ave SW and 3104 & 3130 – 156 Street SW, respectively.

Purpose of the Chappelle NASP: The purpose of the Chappelle NASP is to establish a development and servicing framework for the neighbourhood, with specific policies related to location of uses, residential densities, the manner of how environmental areas and natural features are incorporated, the alignment of collector roadways and pedestrian walkway system, concepts for required utility infrastructure, and the implementation and phasing of development.

The NASP was first adopted by the City of Edmonton Council in February 2008, and has since been amended 15 times, with consolidation occurring in August 2017.

The purpose of Bylaw 19341 is to amend the NASP a sixteenth time to redistribute land uses, create an additional business employment node, and relocate a park.

Subsequently, although a non-statutory document, the Heritage Valley Servicing Concept Design Brief is required to be updated and adopted by Resolution to provide the framework for the proposed NASP amendments to occur.



Summary of the Referral

This evaluation reviewed the proposed amendments to the Chappelle NASP in relation to the Guiding Principles of the Growth Plan, the Objectives and Policies of the Growth Plan, and the evaluation criteria in the Regional Evaluation Framework (REF). As the Heritage Valley Servicing Concept Design Brief is a non-statutory document, it does not form any formal review as a part of this process.

The information presented in this report represents our professional opinion on how the referral aligns with the framework of the EMRGP, and we have concluded that the Edmonton Metropolitan Region Board should **approve** the proposed amendments to the Chappelle NASP (Bylaw 19341).



4.0 EVALUATION CRITERIA

Applicable Policy Tiers


The subject site is located within the Metropolitan Area policy tier, defined as “the area surrounding the metropolitan core, including portions of county lands, urban communities, major and local employment areas, and intervening undeveloped areas that are socio-economically tied and that share industry, housing and infrastructure.”

Edmonton Metropolitan Regional Structure Policy Tier	Applicability
Metropolitan Core	Not Applicable
Metropolitan Area	Applicable
Rural Area	Not Applicable

The applicable growth directions for the Metropolitan Area are:

1. Plan and develop greenfield areas that are compact and contiguous, with a diverse and compatible mix of land uses including a range of housing and employment types;
2. Support employment growth in major employment areas, local employment areas and within urban centres and TOD centres and encourage the growth of institutional, health and education sectors.



PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
 <p>GUIDING PRINCIPLE Promote global economic competitiveness and regional prosperity.</p>		
<p>1.1: Promote global economic competitiveness and diversification of the regional economy</p>	<p>✓</p>	<p>The proposed amendments enable an additional Business Employment Node to be created within the NASP, which is equivalent to a Local Employment Area as described in the EMRGP. Municipalities have the authority to adopt new local employment areas, as outlined in the EMRGP.</p> <p>The proposed amendments helps achieve this objective as it provides an opportunity to further diversify the commercial land base in the NASP, which in turn aides the regional economy.</p> <p>An additional Business Employment Node also provides the opportunity for a range of uses that serve the immediate community and beyond. High Density Residential is proposed to be located next to the Business Employment Node, further increasing the potential consumer traffic in the area.</p>
<p>1.2: Promote job growth and the competitiveness of the Region’s employment base</p>	<p>✓</p>	<p>The proposed amendments to the Chappelle NASP would allow for increased diversity in employment opportunities within the Plan boundary, ultimately promoting job growth and competitiveness within the Region.</p>




PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
1.3: Enhance competitiveness through the efficient movement of people, goods and services to, from and within the Region	√	<p>The proposed amendments include the relocation of a neighbourhood access point in the northeastern portion of the Plan area to accommodate the redesignation/ reallocation of land uses. While the access point is intended to provide the efficient movement of people, goods, and services within and beyond the Plan area, the application indicates that a comprehensive access review will be required with the subsequent rezoning and/or subdivision of lands within the Plan area.</p> <p>The removal of this access point does not impact the ability of the movement of people, goods, and services from the area as it is surrounded by other road, trail and transit networks.</p> <p>The proposed Business Employment Node and the High Density Residential are also within 0.8 KM of a planned LRT extension, providing future employees and residents an alternative mode of transportation to move to and from the area.</p>




PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
1.4: Promote the livability and prosperity of the Region and plan for the needs of a changing population and workforce	√	<p>The proposed amendments support employment diversity and job growth while increasing the services and amenities offered within the Plan area.</p> <p>The proposed amendments also include placing High Density Residential adjacent to the Business Employment Node, which provides an additional housing type should residents want to live and work in close proximity.</p> <p>While the proposed amendments do result in a change in location of a park further to the south and direct access to other trail systems, the location of the park is still within walking distance of the proposed changes and other connection points to maintain access to the overall parks and trails within the community beyond.</p> <p>The proposed amendments are also within 0.8 KM of a planned LRT extension, which enables residents and employees of the proposed amendment area an alternative mode of transportation to move to and from the area.</p>




PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
 <p data-bbox="404 369 1153 443">GUIDING PRINCIPLE Protect natural living systems and environmental assets.</p>		
2.1: Conserve and restore natural living systems through an ecological network approach	n/a	The proposed amendments do not specifically relate to or impact the conservation and restoration of natural living systems.
2.2: Protect regional watershed health, water quality and quantity	n/a	The proposed amendments do not specifically relate to or impact the protection of regional watershed health, water quality and quantity.
2.3: Plan development to promote clean air, land and water and address climate change impacts	n/a	The proposed amendments do not specifically relate to or impact the promotion of clean air, land and water or addressing climate change impacts.
2.4: Minimize and mitigate the impacts of regional growth on natural living systems	n/a	The proposed amendments do not specifically relate to minimizing and mitigating the impacts of regional growth on natural living systems.



PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
 <p>GUIDING PRINCIPLE Recognize and celebrate the diversity of communities and promote an excellent quality of life across the Region.</p>		
<p>3.1: Plan and develop complete communities within each policy tier to accommodate people’s daily needs for living at all ages</p>	<p>√</p>	<p>The proposed amendments relate to the relocation of land to accommodate a Business Employment Node, a variety of housing types and park uses. The proposed addition of a Business Employment Node increases the opportunity for services to be provided to accommodate people’s daily needs locally.</p> <p>The change in the park location does not inhibit access from the High Density Residential to the overall trail and park network as connections are made through the road network.</p> <p>Upon full build out and including the proposed amendments, the Chappelle NASP provides the framework for a community with a diverse housing mix, employment opportunities, commercial amenities and access to parks and open space networks to accommodate a range of ages and lifestyles.</p>
<p>3.2: Plan for and promote a range of housing options</p>	<p>√</p>	<p>While the proposed amendment reduces the land designated for town housing, street oriented residential, and low/ medium density housing, it does increase the land base for low density residential and high density residential units. The current NASP allocates 1.65 ha of land for high density residential, which is significantly less than all other residential land use designations. The proposed amendment increases this number to 3.93 ha, which ultimately promotes a range of housing options within the Plan boundary.</p> <p>Overall, the proposed amendments maintain a diverse housing mix.</p>




PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
3.3: Plan for and promote market affordable and non-market housing to address core housing need	n/a	The proposed amendments do not specifically relate to market affordable and non-market housing.

PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
 <p>GUIDING PRINCIPLE Achieve compact growth that optimizes infrastructure investment.</p>		
4.1: Establish a compact and contiguous development pattern to accommodate employment and population growth	√	<p>The proposed amendments are contiguous with both existing development within the Plan area, and is consistent with the development pattern outlined in the current Chappelle NASP.</p> <p>Section 8.2 of the REF Ministerial Order allows the Board to approve densities in accordance with the CRGP if the proposed statutory plan amendment is consistent with all other aspects of the Growth Plan. This review finds that the amendments are consistent with the Growth Plan, which allows for the density target for the neighbourhood to be grandfathered per Section 8.2.</p>
4.2: Enable growth within built-up urban areas to optimize existing infrastructure and minimize the expansion of the development footprint	√	<p>The proposed amendments leverage existing and planned infrastructure to provide additional employment opportunities while maintaining the du/nrha. This ultimately helps to minimize the expansion of development, as employment opportunities may otherwise be placed in areas that may further expand the development footprint in the region.</p>




PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
4.3: Plan and develop greenfield areas in an orderly and phased manner to contribute to complete communities	√	The proposed amendments are consistent with the existing Chappelle NASP vision, goals, objectives and policies that contribute to the area being developed in an orderly and phased manner, all contributing to a complete community. There are also no changes in land area for the park – it is solely being relocated.
4.4: Plan for and accommodate rural growth in appropriate locations with sustainable levels of local servicing	n/a	The proposed amendments do not relate to the planning for or accommodation of rural growth in appropriate locations with sustainable levels of local servicing.
4.5: Plan and develop mixed use and higher density centres as areas to concentrate growth of both people and jobs	√	The proposed addition of the Business Employment Node and the High Density Residential adjacent to one another concentrate the growth of both people and jobs. This complements the planned growth adjacent to the Plan area, including the lands around the future LRT expansion.
4.6: Prioritize investment and funding of regional infrastructure to support planned growth	n/a	The proposed amendments do not relate to prioritizing investment and funding of regional infrastructure to support planned growth.
4.7: Ensure compatible land use patterns to minimize risks to public safety and health	√	The proposed amendments are compatible with adjacent land uses, with no foreseeable risks to public safety and health.



PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
 <p data-bbox="402 369 847 443">GUIDING PRINCIPLE Ensure effective regional mobility.</p>		
<p>5.1: Develop a regional transportation system to support the growth of the Region and enhance its regional and global connectivity</p>	<p>n/a</p>	<p>The proposed amendments do not relate to creating a regional transportation system.</p>
<p>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</p>		<p>The proposed amendments relate to lands within 0.8 KM of a future LRT station and seeks to increase the density and create a Business Employment Node. Based on this proximity location creates greater opportunities for the LRT to be used. The overall NASP has an integrated trail and park network that is also easily accessible to residents and employees of the Business Employment Node.</p>
<p>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</p>	<p>✓</p>	<p>The proposed amendments enable the opportunity for increased users to leverage alternative modes of transportation to and from the Plan area. This is a result of the increased residential population and employment opportunities in close proximity to the future LRT line and a multi use trail, enabling the efficient and safe movement within the Plan area and beyond.</p>
<p>5.4: Support the Edmonton International Airport as northern Alberta’s primary air gateway to the world</p>	<p>n/a</p>	<p>While indirect growth supports the Edmonton International Airport, the development has no other relationship with it.</p>



PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
5.5: Ensure effective coordination and alignment of regional transportation policies and initiatives between all jurisdictions	n/a	The proposed amendments do not relate to the coordination and alignment of regional transportation policies and initiatives.

PRINCIPLES + OBJECTIVES	CONSISTENCY	EVALUATION + COMMENTARY
 <p>GUIDING PRINCIPLE Ensure the wise management of prime agricultural resources.</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	n/a	The proposed amendments do not specifically relate to or impact the identification and conservation of prime agricultural lands to provide a secure local source of food security for future generations.
6.2: Minimize the fragmentation and conversion of prime agricultural lands to non-agricultural uses	n/a	The proposed amendments do not specifically relate to or impact minimizing the fragmentation and conversion of prime agricultural lands to non-agricultural lands.
6.3: Promote diversification and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system	n/a	The proposed amendments do not specifically relate to or impact the promotion and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system.



5.0 SUMMARY AND CONCLUSIONS

The following summary provides an overview of how the proposed amendments work towards each Guiding Principle within the Growth Plan:

Economic Competitiveness & Employment	<ul style="list-style-type: none"> ▪ The proposed amendments provide opportunities for additional employment by increasing the business employment capacity in the Chappelle NASP (+2.20 ha). ▪ Proposed amendments to the transportation network provide for the safe and efficient movement of people, goods, and services within the Plan area and beyond. ▪ Encourages an increase in employment density in an area that has easy access to regional transportation systems (future LRT extension) and parks/trails). ▪ Supports the development of a future Business Employment Node. ▪ Mix of land uses promotes livability and supports the needs of residents.
Natural Living Systems	<ul style="list-style-type: none"> ▪ Impact on natural living systems is minimized as the population of the Plan area is generally maintained while an additional Business Employment node is created, reducing pressure on further greenfield development to provide for this use.
Communities & Housing	<ul style="list-style-type: none"> ▪ The proposed amendments provide for an increase in High Density Residential (+2.28), which has the smallest existing land area in the Plan area, providing an additional housing choice for residents. ▪ Adds higher residential density within close proximity of a planned LRT extension. ▪ Adds higher residential density within close proximity to an Business Employment Node. ▪ Creates greater variety of commercial amenities in the Plan area that enhance the livability and provides for the daily needs of residents in the area.
Integration of Land Use & Infrastructure	<ul style="list-style-type: none"> ▪ The proposed amendments include compatible land uses with connections between the commercial, residential, parks and planned LRT extension. ▪ Concentrating high density residential uses near an employment node will make more efficient use of infrastructure. ▪ The proposed amendments to include the Business Employment Node and the High Density Residential are in close proximity to the planned LRT extension, potentially increasing the ridership of the infrastructure.
Transportation Systems	<ul style="list-style-type: none"> ▪ The proposed amendments to include the Business Employment Node and the High Density Residential are in close proximity to the planned LRT extension, potentially increasing the ridership of the infrastructure. ▪ The proposed amendments maintain the connectivity to the multi-use trail throughout the Plan area.



Agriculture	<ul style="list-style-type: none">Proposed development adds employment opportunities while maintaining the du/nrha, which reduces additional pressure for greenfield development, fragmentation, and loss of agricultural land.
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6.0 RECOMMENDATION

It is recommended that the Edmonton Metropolitan Region Board **approve** the City of Edmonton’s proposed amendments to the Chappelle Neighbourhood Area Structure Plan (Bylaw 19341). As the Heritage Valley Servicing concept Design Brief is a non-statutory document, it does not form any formal review as a part of this process.