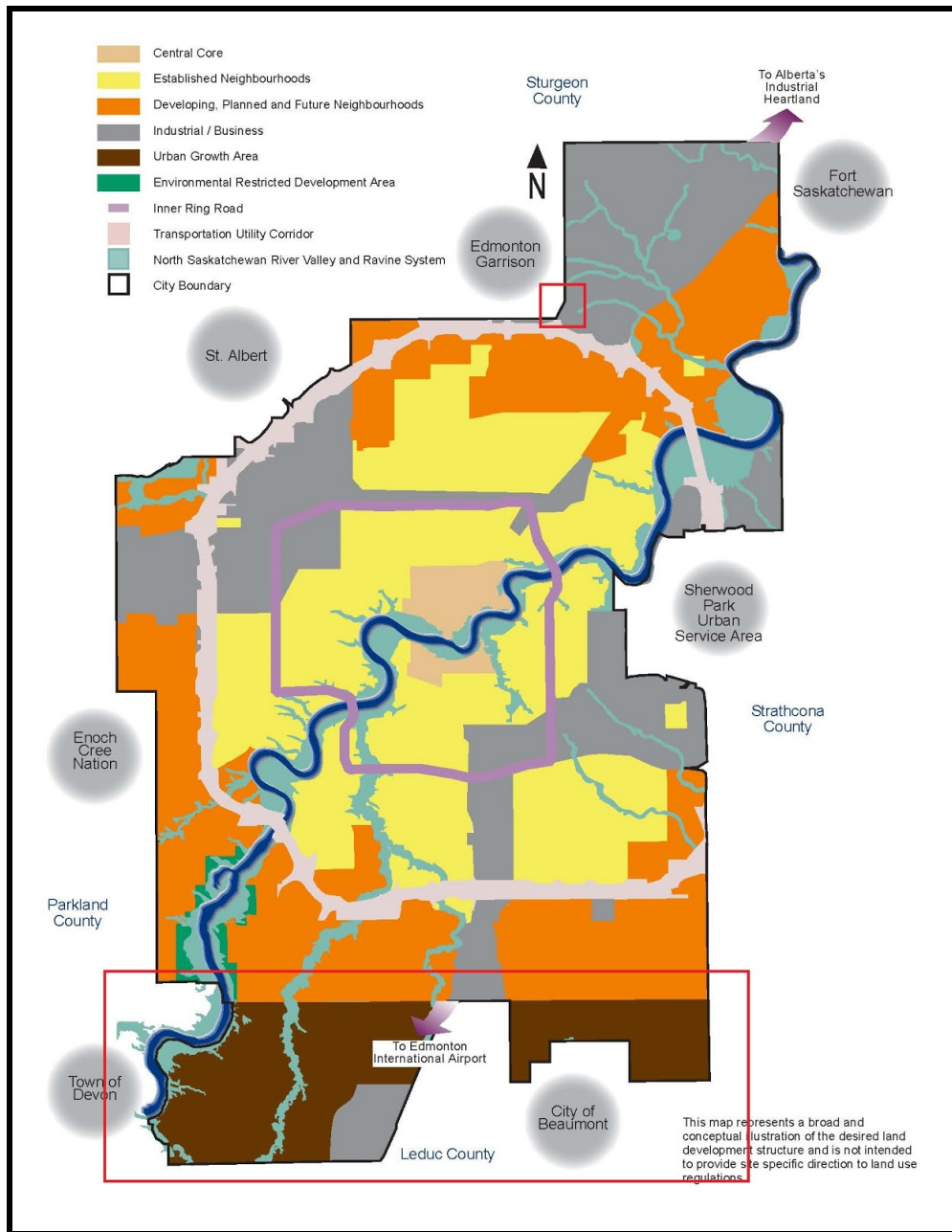




CITY PLANNING REPORT PLAN AMENDMENT ANNEXATION LANDS

To include newly annexed areas in the Municipal Development Plan (MDP), prevent premature fragmentation of agricultural lands, and coordinate long term growth.



Map 1 - Proposed Land Development Concept with amendment areas outlined in red

RECOMMENDATION AND JUSTIFICATION

City Planning is in **SUPPORT** of this application because:

- The proposed amendments connect annexed lands to MDP policies, which will prevent land fragmentation.
- The proposed amendments ensure growth in annexed areas will be directed by the new MDP.

THE APPLICATION

1. BYLAW 18674 to amend the Municipal Development Plan (MDP) to designate annexation lands as Urban Growth Areas and Industrial / Business.

This Administration-led application to amend the MDP will officially recognize newly annexed areas in Edmonton's land development concept (Map 1 of *The Way We Grow*). This assigns these lands a category, either "Urban Growth Area" or "Industrial / Business", to connect them to policies in the MDP.

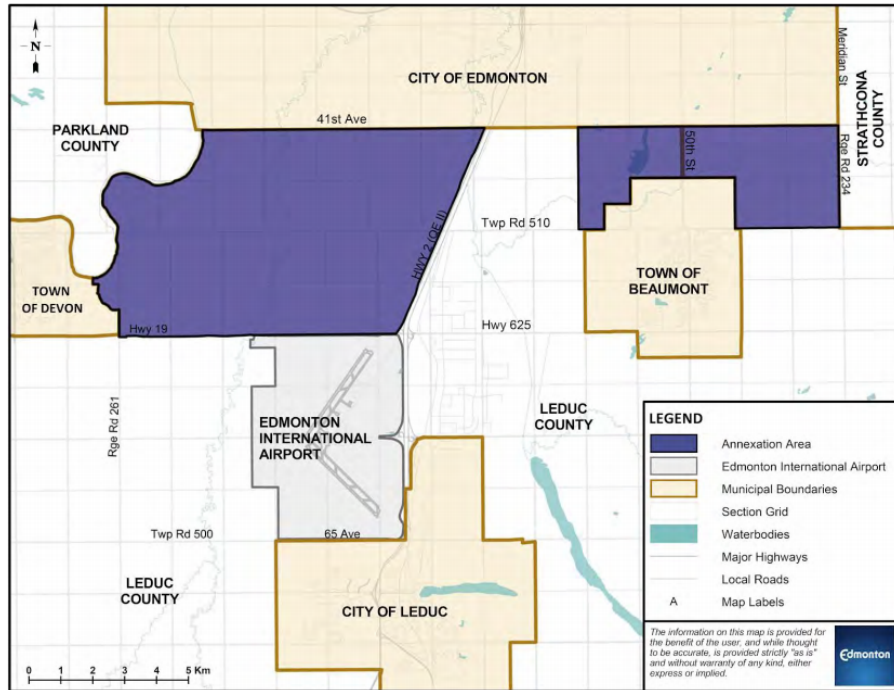
The proposed MDP amendment will designate 7,685 hectares from Leduc County and the Town of Beaumont as Urban Growth Areas in the Municipal Development Plan. It will also designate 598 hectares as Industrial / Business (16 hectares from Sturgeon County along 66 Street and 582 hectares from the Crossroads Area Structure Plan (ASP) area in Leduc County).

The application would also amend the text of the MDP in three ways:

1. Remove reference to Northeast, Southeast and Southwest Urban Growth Areas, as these have become "Developing, Planned and Future Neighbourhoods" since the MDP was adopted in 2010. This reassigns the policies for those areas to new Urban Growth Areas in the annexed lands.
2. Establishes the requirement that proponents of new Area Structure Plans in annexed lands must first obtain Council's authority to prepare a plan, as is the current practice for new ASPs and Neighbourhood Structure Plans (NSPs). Previously, the MDP had granted de facto approval to prepare ASPs for the former Urban Growth Areas, which became the Horse Hills, Riverview and Decoteau ASPs.
3. Defers consideration of new statutory plans (ASPs and NSPs) in the annexed lands until the new MDP (City Plan) is approved and can direct growth for this area.

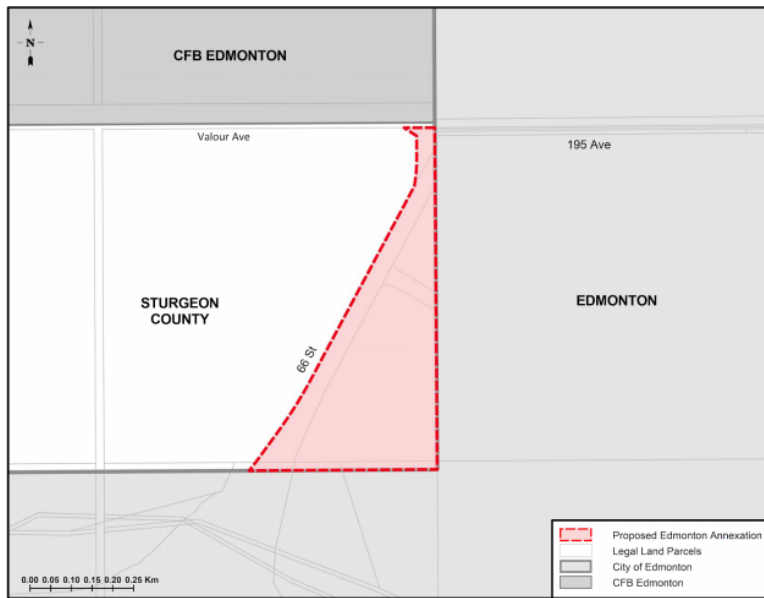
SITE AND SURROUNDING AREA

The lands annexed from Leduc County and the City of Beaumont are located south of 41 Avenue and are divided into a southwest portion and a southeast portion, as illustrated in Map 2.



Map 2 - Leduc County & Beaumont Annexation Areas

The 16 hectares annexed from Sturgeon County is located along 66th Street between Anthony Henday Drive and CFB Edmonton, as illustrated in Map 3.



Map 3 - Sturgeon County Annexation Area

PLANNING ANALYSIS

The recent annexation of lands requires text and map amendments to the MDP in order to include these lands in Edmonton's land development concept. Designating the land as Urban Growth Areas and Industrial / Business will ensure the MDP policies that coordinate growth will apply to newly annexed lands.

AGRICULTURAL LAND FRAGMENTATION

Annexed lands that receive the Urban Growth Area designation will be protected from land fragmentation by policy 3.2.1.6, which reads:

3.2.1.6 Prevent premature fragmentation of agricultural lands in the urban growth areas prior to urban expansion.

The City of Edmonton's *Annexation Application Summary* states: "The purpose of the City's proposed annexation is to acquire a reasonable land supply to accommodate future anticipated growth." Land that is fragmented into multiple parcels and owners is more difficult to plan for and develop, and further fragmentation of these lands will impede the purpose of the annexation. Policy 3.2.1.6 will give direction to the subdivision authority when considering applications to create new parcels in the annexed lands.

This policy will be complemented by forthcoming changes to Zoning Bylaw 12800 that will clarify that agricultural parcels should only be subdivided into parcels large enough to support farming.

GROWTH COORDINATION

Growth in the annexed lands requires both new policy direction, and additional technical analysis. The proposed new policy 3.2.1.12 will defer the creation of statutory plans in this area until the new MDP (City Plan) is complete.

3.2.1.12 A new Municipal Development Plan and Transportation Master Plan are expected to be adopted by 2021 and will guide the urban form and transportation network for a city of two million people, inclusive of urban growth areas. Preparation of any new statutory plans for an Urban Growth Area can only be considered following the adoption of a new Municipal Development Plan and Transportation Master Plan (City Plan).

This will allow time to develop appropriate policy direction and conduct technical analysis, including:

- Network analysis for roads, open space, water, stormwater, sanitary service,
- Financial impact analysis, and
- Phasing analysis.

PLANS IN EFFECT

When the annexation of Leduc County lands occurred on January 1, 2019, the City of Edmonton inherited two Area Structure Plans - the Leduc County North Major ASP and the Crossroads ASP - which are currently in effect in this area. The annexation area also included lands that are not currently governed by a statutory plan.

The North Major ASP contemplates primarily residential development, but does not meet City standards for ASPs and does not adequately direct further planning activities. Administration will advance a bylaw to repeal this plan at a future public hearing in order to prepare the way for urban development in alignment with the intent of the annexation. The Crossroads ASP contemplates industrial and commercial development and is aligned with the City's direction for this type of development.

TECHNICAL REVIEW

No technical review was done to support this application, as it is administrative in nature. Any future area planning to prepare these lands for urban development will require extensive technical review.

PUBLIC ENGAGEMENT

The proposed amendment is administrative in nature, and is brought as part of the implementation of annexation. As such, no public engagement was conducted. Because of potential business impacts related to timing the proposal of new area structure plans, Administration met with the Urban Development Institute Edmonton Region (UDI) on February 20, 2019 to discuss the deferral of planning until the new MDP is completed. No comments were received at the time this report was prepared.

CONCLUSION

City Planning recommends that City Council **APPROVE** this application.

APPENDICES

- 1 MDP amendments markup
- 2 Application Summary

Manage future public obligations and growth opportunities - Approve new growth combined with its accompanying infrastructure obligations when it can be demonstrated that the City can afford it.

- 3.1.1.6 Develop a growth coordination strategy to address timing and phasing of new residential growth in developing and planned neighbourhoods. The strategy will relate to the City's strategic goals, current and future public infrastructure investment, long term financial sustainability and the amount, location and pace of population and employment growth; and will establish:
- Expectations for completing developing neighbourhoods
 - Expectations for initiating new Neighbourhood Structure Plans
- 3.1.1.7 The Growth Coordination Strategy will identify infrastructure and service obligations related to developing neighbourhoods and in conjunction with the Integrated Infrastructure Management Plan will outline the City's strategy for providing this infrastructure and infrastructure required by new growth.

- 3.1.1.8 Proponents for a new **Area Structure Plan** or Neighbourhood Structure Plan will seek Council's authority to prepare the plan. The information supplied by the applicant and administration will allow Council to provide direction and permission in accordance with Council's Vision.
- 3.1.1.9 Information that proponents and administration supply will include the existing infrastructure and the funded and unfunded commitment for the sector, the relationship of the sector's infrastructure and funding to the other sectors in the City, the current population capacity in the sector, the relationship of the proposed plan to transit, the availability and timing of supportive City infrastructure related to the proposed plan's approval and significant environmental impacts.
- 3.1.1.10 The Growth Coordination Strategy will address demand for land, housing units, and housing choice at the regional, city-wide and sector level.

3.2 Accommodating Growth

3.2.1 *Plan to accommodate 1,000,000 to 1,200,000 residents by 2040.*

Policies:

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| <p>3.2.1.1 Ensure a combination of single family and multi-family housing development potential is available for the next 30 years.</p> <p>3.2.1.2 Ensure there is sufficient land available to sustain economic opportunities.</p> <p>3.2.1.3 Achieve a balance between residential, industrial, commercial, institutional, natural and recreational land uses in the city through land development policies and decisions.</p> <p>3.2.1.4 Provide an open planning process which involves residents in policy development and planning for growth and change.</p> <p>3.2.1.5 Develop the Edmonton City Centre Airport lands over time to create a complete and sustainable residential and business community that is transit oriented, through the provision of mixed use, medium to higher density residential, business and institutional uses.</p> | <p>3.2.1.6 Prevent premature fragmentation of agricultural lands in the urban growth areas prior to urban expansion.</p> <p>3.2.1.7 Preparation of Area Structure Plans is authorized for the Northeast, Southeast and Southwest Urban Growth Areas (see Map 1: Land Development Concept), and shall only be approved following Council acceptance of, and adherence with the:</p> <ul style="list-style-type: none">◦ Growth Coordination Strategy;◦ Integrated Infrastructure Management Plan: and◦ Citywide Food and Agriculture Strategy. |
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- 3.2.1.8 Area Structure Plans for the ~~Northeast, Southeast and Southwest~~ Urban Growth Areas (see Map 1: Land Development Concept) shall include the following:
- An area vision created with area landowners and other city stakeholder groups;
 - A peri-urban agricultural section in support of the City-Wide Food and Agriculture Strategy; and
 - Innovative approaches to food systems, ecological networks, green infrastructure provision, demand reduction strategies and eco-design for future residential, commercial, industrial, business, agricultural and natural uses.
- 3.2.1.9 Any Area Structure Plan prepared for the ~~Northeast~~ Urban Growth Area shall recognize the value of its agricultural characteristics, including micro climate, soil capabilities and moisture content, to contribute to sustainable food and agriculture systems for Edmonton.
- 3.2.1.10 Any Area Structure Plan prepared for the ~~Southeast~~ Urban Growth Area shall recognize its value to:
- Create a sector within the city incorporating a mix of industrial, business and residential uses; and
 - Establish economic connections with the Edmonton International Airport and area industrial uses.
- 3.2.1.11 Neighbourhood Structure Plans within the ~~Northeast, Southeast or Southwest~~ Urban Growth Areas shall require Council authorization and comply with the Growth Coordination Strategy, the Integrated Infrastructure Management Plan, and the City-Wide Food and Agriculture Strategy.
- 3.2.1.12 A new Municipal Development Plan and Transportation Master Plan are expected to be adopted by 2021 and will guide the urban form and transportation network for a city of two million people, inclusive of urban growth areas. Preparation of any new statutory plans for an Urban Growth Area can only be considered following the adoption of a new Municipal Development Plan and Transportation Master Plan (City Plan).**

APPLICATION SUMMARY

INFORMATION

Application Type:	Municipal Development Plan Amendment
Bylaw:	18674
Date of Application Acceptance	November 21, 2018
Location:	City of Edmonton
Address(es):	N/A
Legal Description(s):	N/A
Site Area:	N/A
Neighbourhood:	N/A
Ward - Councillor:	Pending
Notified Community Organization(s):	N/A
Applicant:	City of Edmonton Administration

PLANNING FRAMEWORK

Current Zone(s) and Overlay(s):	N/A
Proposed Zone(s) and Overlay(s):	N/A
Plan(s) in Effect:	<i>The Way We Grow, Edmonton's Municipal Development Plan</i>
Historic Status:	N/A

Written By:	Sean Bohle
Approved By:	Tim Ford
Branch:	City Planning
Section:	Planning Coordination