

August 15, 2016

Briefing Note: Revised Country Residential – Alternate Policy

Background:

On July 14, 2016, the Task Force brought forward a motion to the Board to approve the recommended Country Residential Policy. Following a brief discussion, the recommended policy was referred back to the Task Force for further work and to bring back a recommendation to the September 8th Board Meeting. Resolution of a policy direction for traditional country residential is the only outstanding area to then finalize the Growth Plan. CRB Administration arranged for a meeting with the Counties and Edmonton to get further direction, to support the discussion at the Task Force. County Mayors and Reeve and their CAO's were invited to attend. The following is a summary of the discussion and the outcomes from that meeting of August 11, 2016.

Meeting Summary and Recommendations:

Participants

Parkland County	Rod Shaigec, Mike Heck
Lamont County	Wayne Woldanski, Robyn Singleton, Stephen Hill
Strathcona County	Rob Coon
Sturgeon County	Tom Flynn, Peter Tarnawsky (via Conference Call), Trevor Duley
Leduc County	John Schonewille (GPU TF), Duane Coleman, Grant Bain
Edmonton	Don Iveson (GPU TF), Linda Cochrane
CRB Administration	Nolan Crouse (Board Chair), Malcolm Bruce, Sharon Shuya
Regional Technical Advisor	Greg Hofmann

Regrets: Roxanne Carr, Lisa Holmes, and John Whaley.

Summary of the Discussion regarding proposed CR policy

The following is a summary of the topics and context raised by the participants and recommended changes for consideration by the Growth Plan Update and Task Force. **Recommendations have been highlighted in red.**

1. Flexibility and Housing Choice:

Counties want the ability to offer a range of lifestyle options; therefore want to retain the ability to create more CR lots. In some Counties this is an important part of the Economic Development Strategy and is needed to accommodate forecasted population growth.

- a. Most Counties are of the opinion that a *No New CR policy* will impact growth in the Counties and most can't support the recommended *No New CR policy* put forth by the Task Force.

- b. Most Counties could support a policy that would allow New CR based on satisfying a set of criteria. Some expressed a need to revisit the criteria and did not specify which ones were of a concern, outside of those discussed below.
- c. Several counties indicated that not everyone wants to live in Hamlets.

2. Infrastructure Investment:

- a. Growth in Hamlets, at some point, will require additional investment in infrastructure to support current and future population.
- b. Good discussion around the need for CR policy to consider new technology that would improve the efficiency of onsite servicing to include (allow for) communal /packaged systems as part of a conservation design approach. There was support for this to be recognized within the Alternate CR Policy.
- c. It was proposed that the CR policy should allow for clustering of CR lots based on innovative conservation design principles and that on-site servicing systems (to include communal systems) be limited to the development within a proposed subdivision to avoid having these systems become larger-scale, de facto, municipal systems that may impact the provision of infrastructure regionally.

3. Unequal distribution of CR Lots:

There is recognition that the amount of unabsorbed CR lots is not equally distributed in the Region and therefore the need for flexibility to address the municipalities which may have a very limited supply of CR lots.

4. CR Density Target:

Proposed maximum density of 50 lots per quarter section was raised, with the ASK that this should be defined as a floor, with flexibility to consider higher densities. It was also noted that the maximum 50 lots per quarter section was put forward in the draft policy to ensure these subdivisions are serviced on-site and the resulting development is substantively different from urban development.

5. Location of CR:

The location of new CR was discussed in relation to Hamlets and the Metro Area.

- a. It was proposed that no new NET CR be allowed within a defined commuter shed zone of the Metro Area. The proposal is that within 30KM commuter shed of the Anthony Henday Freeway – no new NET CR would be allowed. See Commuter shed Map
- b. It was agreed that the location of any new CR would need to satisfy the defined criteria as specified in the Alternate CR policy.

6. No new NET CR within Commuter shed Zone:

To address the concern that the percent of absorbed CR lots is viewed by some municipalities as being too high, it was proposed that a similar approach to Transfer Development credits could

apply here. Meaning, the rate of 90% absorbed lots could be achieved (sooner) if the number of designated CR lots is reduced by converting them (changing land use designation) to agricultural uses, thereby creating an opportunity to create new CR, in accordance with the set criteria. This no new NET CR was recommended for the commuter shed zone only which would permit Counties the flexibility to support growth in outer boundaries of the Rural Area, in accordance with the proposed criteria.

Points made to reinforce the overall direction of the Growth Plan:

1. Ag Acreages are not included in Growth Plan and will continue to be allowed based on existing Municipal policies.
2. Fragmentation will be addressed through the Regional Ag Master Plan.
3. Traditional CR (unserved) is the focus in the updated Growth Plan. Un-served meaning on-site servicing for water/ sewer, and consistent with the definition of Private Sewage Systems, as defined within the *Edmonton Metropolitan Regional Growth Plan glossary*.
4. Existing CR designated within Area Structure Plans/or land use designations, will be grandfathered at current densities and planned servicing.
5. Municipalities are encouraged to convert unabsorbed CR lands back to agricultural uses (where feasible). one suggestion was that if land owners/developers were required to provide for fully serviced subdivision, they may consider converting the land back to Agricultural uses in certain areas.

Revised with input from Counties Discussion, August 11, 2016

The following is the revised criteria to support the creation of new Country Residential lots:

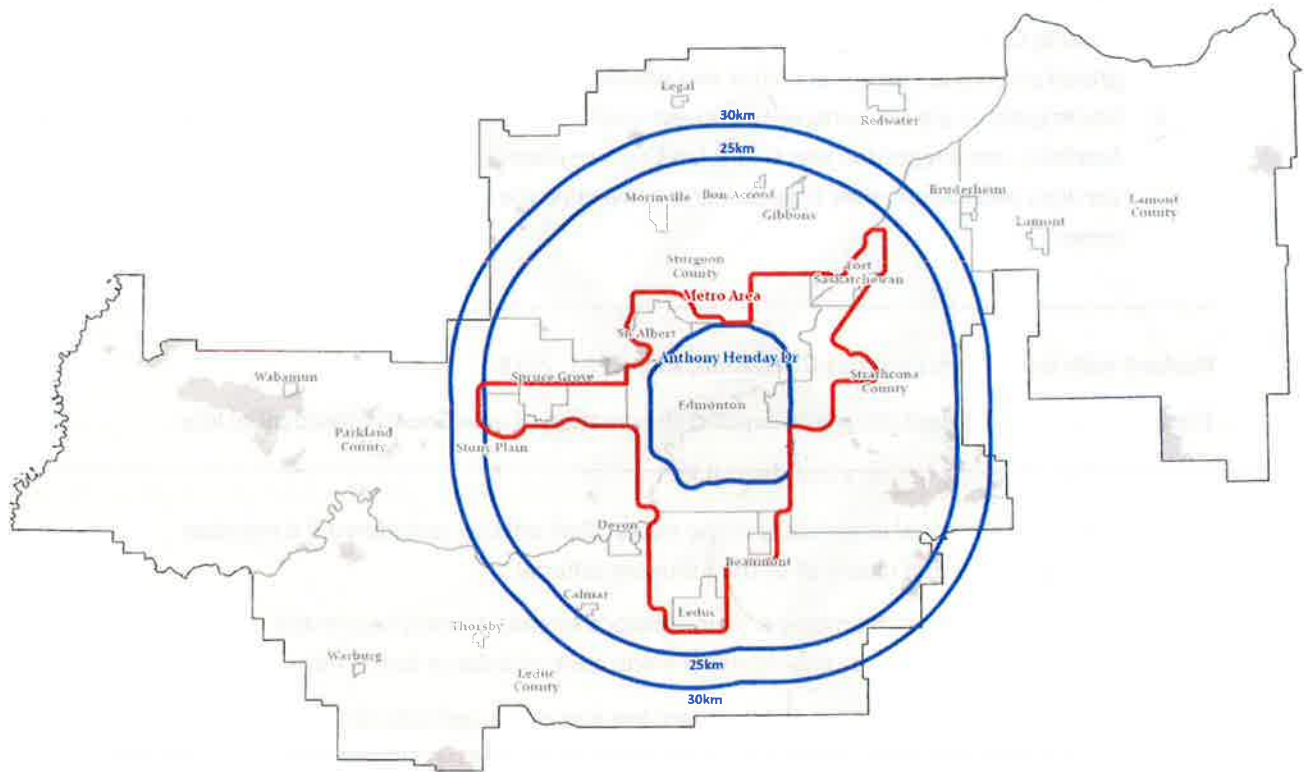
Revised Draft Alternate Country Residential Policy

New country residential land supply in the region shall only be considered if a member municipality's proposal meets all of the following criteria:

- a. 90% or more of the member municipality's existing country residential land supply has been built-out; How does this address the one issue of balance builds outside of commuter shed.
- b. The lands proposed for development are non-prime agricultural lands (as defined in Schedule 10) within the Rural Area policy tier and the development does not exceed a maximum density of 50 lots in a quarter section;
- c. The proposed lands represent a maximum of a five-year land supply based on the municipality's last five-year absorption rate of country residential land;
- d. The proposed lands are no less than 3.2 km (2.0 mi) from the boundary of an existing urban municipalities and growth hamlets in the Rural Area policy tier and not within the **commuter shed zone** (see Commuter shed Map)

- e. The proposed lots within the country residential development can be serviced onsite with wells or cisterns and private sewage systems in accordance with provincial regulations;
- f. When a country residential development is proposed on or adjacent to natural living systems as identified in Schedule 6: Natural Living Systems, environmental and technical studies shall be submitted that identify the impacts that the development will have on natural living systems and recommend conservation buffers, development setbacks and mitigation measures that will be incorporated into the proposed development; and
- g. The proposed country residential development land shall only be accommodated through a proposed statutory plan that is submitted as a REF application to CRB for its consideration.

Proposed Commuter shed Map



Summary of Municipal Feedback on Draft 2.0 and Responses

Leduc County	Chapter 5: Implementation	<ul style="list-style-type: none"> • 5.2.4 re: requirement to circulate transportation and ag master plans for CRB review..." Note that the policies of the MDP and/or other statutory documents are the only manner to implement an Ag Strategy and that these documents are subject to REF. Furthermore, the process and timeline for the review is unclear. Finally it is likely that Leduc County's Ag Strategy will be adopted prior to the CRB adoption its own Regional Ag Master Plan. • Recommendation: Given that the CRB would have limited basis against which to review and Ag Strategy for some time, we would suggest that the more appropriate process to follow would be for the CRB to use the Ag Master Plans/Strategies in the region as a basis upon which to build a regional AMP. • 5.2.4.2 states that "Special study areas will be considered...etc." Later it states that "The first example of a Special Study area is Sturgeon Valley". • Recommendation: Leduc County submits that the Aerotropolis meets the def'n of a special study area as defined in the Aerotropolis Viability Study and recognized in other important regional documents (Metro Mayors report). • Recommendation: Given that special study areas are intended "to address intermunicipal areas that may require special policy consideration to resolve regional growth issues" it would seem reasonable to suggest that Special Study Areas should be identified in any/all portions of the metro area where significant growth is anticipated on or across existing municipal boundaries. • 5.2.6 re: KPIs - the commentary w/ regard to investments in roads and transit is unclear in that it does not specify if it applies to municipal investments or just provincial investments. • 5.6.3 re: KPIs - As noted in previous submissions, it will be necessary for the CRB to establish criteria for municipalities on reporting requirements in order to ensure that we can meet the needs associated with this policy. 	Policy Clarification. Special study policy area revised. No change contemplated regarding agricultural master plan timing/process.	See Section C. policy 5.2.4.2
Parkland County	Densities	<p>Preamble: Parkland County supports the overall policy of increasing density targets in a consistent controlled manner.</p> <ul style="list-style-type: none"> • There are concerns around the increase in density targets without phasing or transition to enable integration with existing development patterns. • Development at these density targets may require Parkland County to upgrade their infrastructure to support this development. 	Density targets approved by the Board on July 14, 2016	

Summary of Municipal Feedback on Draft 2.0 and Responses

Parkland County	Country Residential	<p>Parkland County would support the use of a "cap" relative to CR, but could not support the policy not allowing any further CR to be put in place.</p> <ul style="list-style-type: none"> • There are significant concerns that future CR development opportunities will be revoked. • Specifically, 4.4.4 outlines that CR development will only be considered in areas defined by existing municipal bylaws as CR areas with municipal zoning or designations in place as of 2015. CR areas will be developed at a maximum of 50 lots per quarter section in accordance with existing zoning and land use permissions. • Parkland County feels that the Core Area, Metropolitan Area, and the Rural Area should have different development standards. A one-size fits all approach to development standards could be counteractive in growing rural areas. 	No revision. CR policy subject to Board approval on September 8, 2016	
Parkland County	1.1.1 to 1.1.4	This is beyond the scope of the CRB (see cover letter). Parkland supports economic development policies that are specific to land use planning.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	2.2.	Water quality is not within the scope of the CRB. This is within Alberta Environment's jurisdiction and should be instead tied to land use.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	2.3	Not within the scope of the CRB. These are Alberta Environment jurisdiction. These policies would also be covered in North Saskatchewan regional plan.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	2.4	Limit the scope to land use patterns and the impacts of those on natural living systems.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	2.5	Not within the scope of the CRB. These are Alberta Environment jurisdiction. These policies would also be covered in North Saskatchewan regional plan.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	4.4.1	<ul style="list-style-type: none"> • Parkland supports the ideals within the statement, but the implementation needs to be significantly clarified. • This objective appears to be too nebulous and provides too much room for interpretation. • The referral requirement to the Board for new statutory plans will likely contribute to the extension of the existing municipal planning process timelines for preparation of plans. 	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	4.4.3	<ul style="list-style-type: none"> • Parkland County supports the development of greenfield in an orderly and phased manner, but this statement does not contemplate complete communities. • Objectives appears to attempt to accomplish too much. • What will the phasing be? 	No revision. Direction included within policies under objective	
Parkland County	4.4.4	<ul style="list-style-type: none"> • What is defined as appropriate? • This policy does not consider Country Residential already or proposed to be serviced at densities required under the current Growth Plan, Cluster Country Residential areas. 	No revision. CR policy subject to Board approval on September 8, 2016	
Parkland County	4.4.5	Parkland County cannot support the policy as written, as more detail is required.	No revision. Direction included within policies under objective	

Summary of Municipal Feedback on Draft 2.0 and Responses

Parkland County	4.4.6	<ul style="list-style-type: none"> • In principle this section has merit, but further work needs to be defined. • What are the regional infrastructure priorities? • It also must be recognized that a vast majority of regional infrastructure is controlled by other parties outside of the CRB members. 	No revision. Regional priorities identified through CRB.	
Parkland County	5.1	<ul style="list-style-type: none"> • There is a need to ensure that Alberta Transportation and regional partners work together throughout the planning of a regional transportation system and key regional transportation corridors. • This is beyond the scope of the CRB. See covering letter. Parkland supports the use of these as a best practice. Parkland supports regional transportations policies that are specific to land use planning. 	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	5.2	This is beyond the scope of the CRB. See covering letter. Parkland supports the use of these as a best practice. Parkland supports regional transportations policies that are specific to land use planning.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	5.3	This is beyond the scope of the CRB. See covering letter. Parkland supports the use of these as a best practice. Parkland supports regional transportations policies that are specific to land use planning.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	5.4	This is beyond the scope of the CRB. See covering letter. Parkland supports the use of these as a best practice. Parkland supports regional transportations policies that are specific to land use planning.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	5.5	This is beyond the scope of the CRB. See covering letter. Parkland supports the use of these as a best practice. Parkland supports regional transportations policies that are specific to land use planning.	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	
Parkland County	Policy Area 6	<ul style="list-style-type: none"> • There is a need for an Agricultural Master Plan; however, this appears to be beyond the scope of the CRB. The development of an Agricultural Master Plan is a municipal responsibility. • One of the most important goals is agricultural preservation; however, a clear definition is needed for agricultural preservation. • How would the CRB incorporate findings from municipalities into the Regional Agricultural Master Plan? 	No revision. RAMP is key component of agricultural regional policy.	
Parkland County	6.1	<ul style="list-style-type: none"> • This is beyond the scope of the CRB. • How is prime agricultural land identified? Maps are not included in this draft. • Secure local source of food is beyond the municipal scope. We do not have control over where producers sell their products. 	No revision. Policy areas and objectives have been approved by the Board on March 10, 2016.	

Summary of Municipal Feedback on Draft 2.0 and Responses

Parkland County	6.3	<ul style="list-style-type: none"> • This objective contains overarching statements and appears to extend its reach beyond the scope of the CRB. • What is a regional food system and how does it relate to land use planning? • There is a need for a Regional Agricultural Master Plan. 	Minor clarification. Regional food system defined in glossary.	Glossary
Parkland County	Implementation	<ul style="list-style-type: none"> • Timelines for implementation are very short. • It is important to consider that many documents and plans inform and feed into the MDPs. The process for developing and updating MDPs can span several years. • Many small municipalities may not be able to meet these timelines and the cost absorption to residents. 	No revision at this time.	
Parkland County	Monitoring and Reporting	<ul style="list-style-type: none"> • Data and information for key performance indicators are expected to be collected by member municipalities, with unclear roles and responsibilities, no indication of the level of support from the CRB, and significant expectations around the breadth of information required (i.e. a large list of proposed KPIs). • There is no definitive understanding of the use of the gathered information. • What are the consequences for not meeting targets? 	KPI information provided in Appendix. Detailed indicators to be identified based on available data.	Appendix F
Parkland County	Future CRB Studies & Initiatives	<ul style="list-style-type: none"> • The future work items contained in Table 3 on page 65 of the Report identify a significant amount of work that remains to be done. • While timelines are provided for some of these items in Table 5, ambiguity remains around clear timelines and specific requirements. • Timelines that are provided are quite aggressive and will not be accomplished without buy-in from the Board and significant resources and investment. 	RAMP identified as a priority through 2-year Plan Update	See Section C. policy 5.2.5.1
Stony Plain	General	The promotion of clean air, the protection of watershed health, ensuring effective coordination of transportation policies and identifying/preserving prime agricultural land are just a few examples of objectives that I question. These are laudable objectives but I do not believe these to be within the mandate of the CRB nor do I believe that the CRB can effectively carry through with the implementation, oversight and ongoing monitoring in any reasonable manner; to do so properly would require and organization of considerable expertise, staffing complement and legislative authority.	Policies refer to provincial legislation and plans where appropriate. Policy areas and direction have been approved by the Board on March 10, 2016.	



August 4, 2016

Briefing Note - Greenfield Density Target Implementation

Background

The 2010 CRB Growth Plan identifies seven Greenfield “Priority Growth Areas” (PGAs) wherein the majority of growth is to be concentrated in future. An important component of PGAs is the identification of PGA specific Greenfield density targets that need to be achieved within each PGA. As the PGAs covered extremely large geographic areas, the application and implementation of density targets is carried out at the Area Structure Plan level or its equivalent. This means that every area structure plan must meet the PGA density target, regardless of its size.

The Edmonton Metropolitan Region Plan has adopted a regional metropolitan structure that consists of three policy tiers: the rural area, the metropolitan area and the metropolitan core. The adoption of this new structure replaces the PGAs of the 2010 Plan, but retains the concept of Greenfield density targets. At its July 14 meeting, the CRB approved a set of Greenfield density targets for CRB municipalities as per Schedule 5 of Draft 3 of the Plan. The approved density targets included Greenfield density targets, Transit Oriented Development (TOD) density targets, and intensification targets corresponding to urban, rural and sub-regional centres. As with the 2010 Plan, the application and implementation of Greenfield density targets in the Edmonton Metropolitan Region Plan is to be carried out at the Area Structure Plan (or equivalent) level. The approved Greenfield Density targets do not apply to any grandfathered ASP that contains unplanned areas within it. The unplanned areas are to be built out at current densities, if not higher, to the extent possible.

Implementing Greenfield Density Targets.

Discussion at the Task Force and Board has given rise to some uncertainty about how Greenfield densities are to be measured and applied across area structure plans in the region, which can vary in size from less than a quarter section to multiple sections of land. In some municipalities, areas covered by an ASP are subject to further, more detailed sub-area planning that covers a portion of the ASP lands. For example, both Edmonton and Leduc County prepare sub-area plans called Neighborhood Structure Plans and Local Area Structure Plans respectively. In Strathcona County the equivalent to an Area Structure Plan is called an Area Concept Plan (ACP), while their sub-area plan is called an Area Structure Plan.

As specified in section 5.7.1 of the Edmonton Metropolitan Region Plan, Greenfield density targets are to be measured at the area structure plan level; this **applies to ASPs of any size** and to both small and large municipalities. This requirement has led to some misunderstanding about how the minimum density target is to be applied. Following are clarification guidelines and examples for illustration:

- While the **ASP as a whole must meet the minimum Greenfield density target**, this does not mean that a uniform minimum density must be applied across the entire ASP lands, or sub-areas within it. The policies of the Plan explicitly encourage diversity and

mix of housing types. This means that every ASP can and should have a mix of housing types and densities that can range from low density single family to medium or high density multi-family buildings. This diversity of housing units means that for some portions of a plan area, the prevailing densities can be lower than the minimum density target while in other portions the prevailing densities will be higher than the minimum density.

- Where a municipality engages in sub-area planning, such as in Edmonton, Leduc County and Strathcona County, the sub-areas can have lower density, or higher densities than the minimum Greenfield density target. In the case of a lower density the maximum for any one sub-area is 5 dwelling units below the minimum Greenfield density for a municipality. The total of all sub-area plans, taken together, must result in an overall density that meets or exceeds the required minimum Greenfield density target. If a Centre identified in Schedule X or TOD site identified in Schedule Y is located within a Greenfield area, the density of the Centre or TOD site must be excluded from the calculation of the density for an ASP, or its sub-area.

Exhibits 1 and 2 provide illustrative examples of how the minimum Greenfield density target may be implemented with and without further sub-area planning.

In **Exhibit 1**, the Brightwell ASP in the City of Leduc covers one quarter section (64ha) of land and was subject to a density target of 25 to 30 du/nrha. There is no sub-area planning anticipated within this ASP. Reference to the development concept and land use statistics illustrates that the plan will be developed with a combination of single/duplex housing (25du/nrha); townhouses (45 du/nrha) and medium density units (90 du/nrha). The resulting density for the ASP area is 30 du/nrha.

Under the 2016 Growth Plan, there is a single minimum density target rather than a range. Therefore, if the target for Brightwell was 30 du/nrha, this ASP clearly illustrates how the target can be met using housing types that have densities that are below, as well as above, the specified minimum target.

Exhibit 1

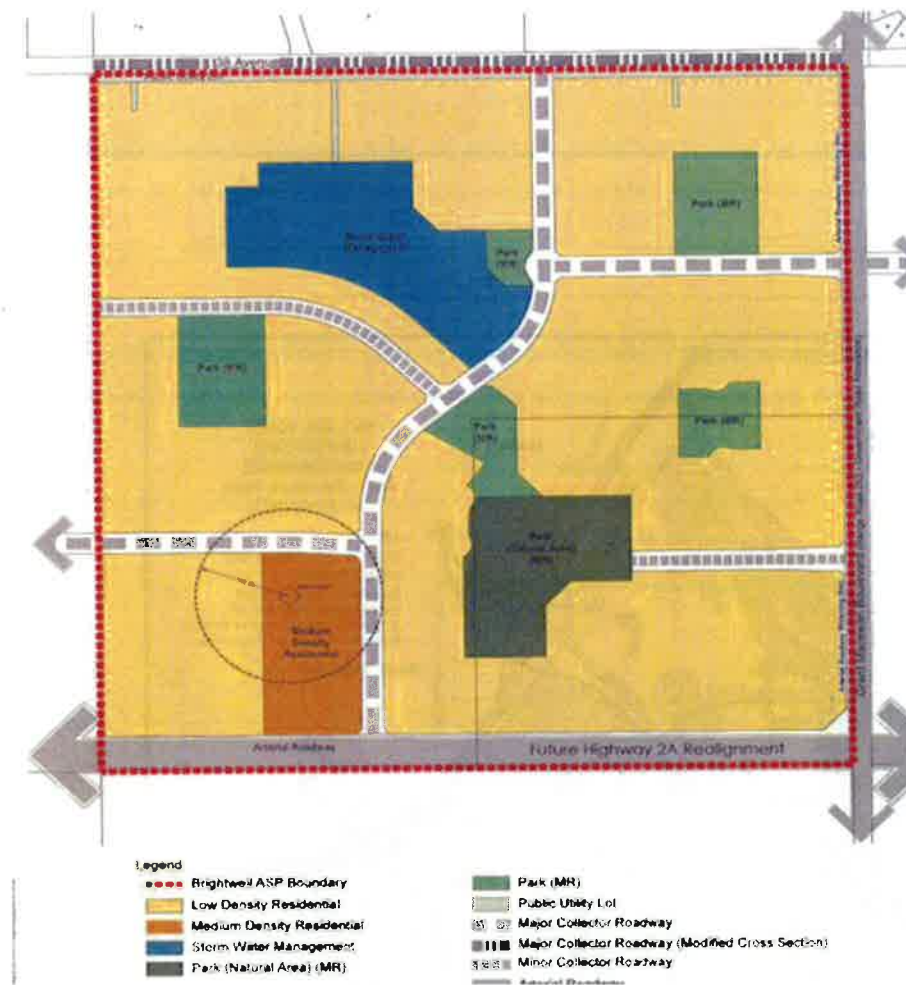
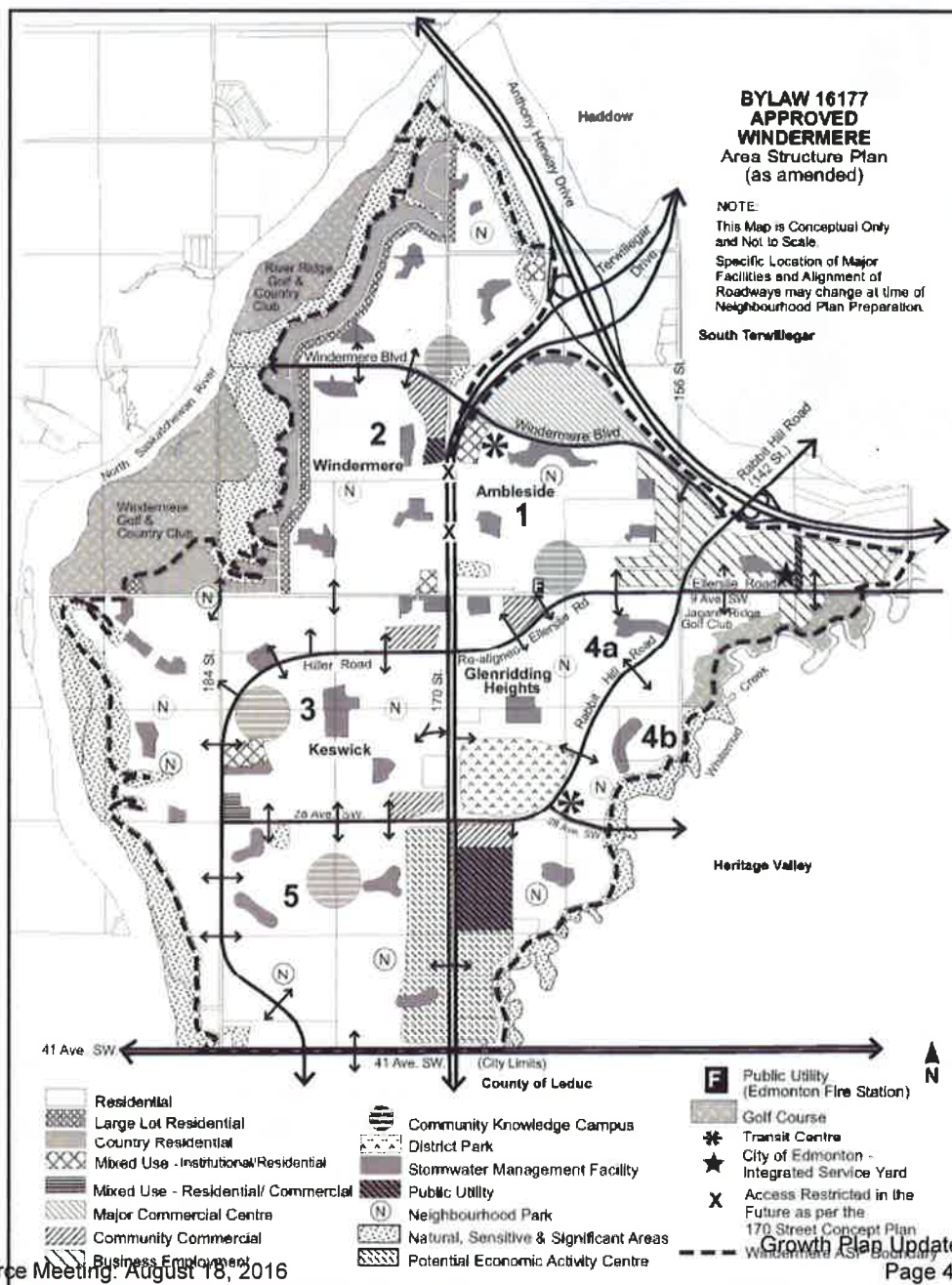


Exhibit 2, illustrates how the Windermere ASP in Edmonton, covering 1800 hectares (about 28 quarter sections) can meet a density of 30 du/nrha, with six- sub-areas (neighborhoods) whose densities range from a low of 23.6 du/nrha to 37.7 du/nrha. The development statistics for the

ASP indicate that the overall ASP density, as well as the sub-area densities are achieved through a mixture of housing densities ranging from a low of 16 du/nrha for low density housing through to 190 du/nrha for high density residential units. While respecting maximum downward variance of five dwelling units.

Exhibit 2





Windermere Area Structure Plan – Housing Units and Population

Neighbourhood	NHBD1		NHBD2		NHBD3		NHBD4A		NHBD4B		NHBD5		TOTAL	
NET RESIDENTIAL AREA (ha)	102		210		190		61		110		193		866	
	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units	Area	Units
Housing Units														
Low Density Residential	84	2,023	164	4,111	159	3,967	51	1,264	79	1,210	135	2,450	671	15,045
Medium Density Residential	17	1,295	24	1,861	30	2,183	10	710	21	1,021	38	1,914	141	6,990
High Density Residential	2	563	1	225	1	180			2	380	2	380	8	1,728
*Large Lot Residential			21	141									21	141
Existing Country Residential			70	350									70	350
Neighbourhood Total	103	3,881	280	6,601	190	6,350	61	1,974	102	2,611	175	4,744	910	26,221
LDR/MDR Unit Ratio	53%/32%		62%/28%		63%/34%		64%/36%		46%/38%		55%/42%		59%/41%	
Population														
Low Density Population	5,928		11,551		11,165		3,540		4,068		8,084		44,274	
Medium Density Population	2,563		3,634		4,119		1,455		2,993		5,493		20,256	
High Density Population	881		297		270				543		543		2,534	
*Large Lot Residential			395										395	
Existing Country Residential			980										980	
Neighbourhood Total	9,372		16,617		15,554		4,995		7,604		14,120		68,460	

Assumptions:

- Unit Density: 16 upha LDR, 50 upha MDR, 190 upha HDR
- Persons per household: 3.30 LDR; 2.87 MDR; 1.43 HDR
- *Large Lot Residential area assumes 7 upha and 3.30 ppu
- Nbhd 3 Unit Density : 25 upha LDR; (8 ha @45upha and 23 ha@ 90 upha) MDR; 225 upha HDR
Nbhd 3 Persons per household: 2.80 & 2.20 LDR (Singles/Semi & Rowhousing respectively) 1.80 MDR; 1.50 HDR
- Nbhd 1 & 4a Unit Density : 25 upha LDR; 45 / 90 upha MDR; 225 upha HDR
Nbhd 1 & 4a Persons per household: 2.80 LDR; 2.80 / 1.80 MDR; 1.50 HDR

(Bylaw 16291 November 13, 2012)

Neighbourhood 1	37.7
Neighbourhood 2	23.6
Neighbourhood 3	33.4
Neighbourhood 4A	32.4
Neighbourhood 4B	25.6
Neighbourhood 5	27.1
TOTAL ASP	30.4

For additional information on the implementation and interpretation of Greenfield, Intensification, and Centers Targets see Policy 5.7.1, 5.7.2 and 5.7.3 in the Edmonton Metropolitan Region Growth Plan.

August 4, 2016

Briefing Note: Baseline Density Targets for Small Towns and Villages

Background

The discussion of Greenfield residential density and other targets for the 2016 Growth Plan has generated significant discussion amongst CRB members. At its July 14, 2016 meeting, the Board voted in favour of an alternative set of density targets. The approved targets included a Greenfield residential density target of 25 dwelling units per net residential hectare (du/nrha) for smaller towns and all villages within the Rural Area Tier. The affected towns are Bon Accord, Bruderheim, Calmar, Gibbons, Lamont, Legal and Redwater, while the affected villages are Thorsby, Wabamun and Warburg. Some representatives of the affected municipalities expressed a preference for a target of 20 du/nrha and have voiced concerns about the ability of their municipalities to meet the higher target of 25 du/nrha.

This briefing note has been prepared to provide data on current as-built and planned densities by considering a couple of examples of smaller towns and villages, and to provide a perspective on what a density of 25 du/nrha means.

Approved Greenfield Densities and implication of 25 du/nrha versus 20 du/nrha

In order to fully appreciate the implications of a higher versus lower density target, it is instructive to break down what a density target of 20 du/nrha means in term of actual lots on the ground.

If we assume that one hectare of land, net of all roads, parks, public utilities and other municipal requirements, is to be subdivided for single detached residential housing, and if this one net hectare (or 10,000 m²) is subdivided to a density of 20 du/nrha, this means that each of the 20 lots will be 500 m² in size. This equates to a lot size of approximately 5,380 ft² or the equivalent to a 50 ft × 107.6 ft lot. With the current standard single detached residential development practices averaging lot sizes between 20 and 22 du/nrha within the Region, the affected municipalities can achieve 20 du/nrha in its Greenfield residential areas without using any higher density residential built forms beyond single detached housing.

Now let's consider a density of 25 du/nrha. In this case, each of the 25 lots within the one net hectare (or 10,000 m²) of land will be 400 m². This equates to lots averaging approximately 4,300 ft² or the equivalent to either a 43 ft × 100 ft lot or a 40 ft × 107.5 ft lot. These two configurations of a 400 m² lot size fall within standard small lot single and semi-detached residential development practices in the Region. A density of 25 du/nrha could also be achieved using larger single and semi-detached residential lots by introducing a certain amount of higher density residential built forms-from duplexes and triplexes through low rise apartments.

The last calculation above illustrates that the higher Greenfield residential density target of 25 du/nrha should be achievable even with the continuation of exclusively single and semi-detached residential development. Conversely, if some higher density residential built forms are incorporated into the planning of a new Greenfield area, the target could easily be reached by mixing in a small amount of triplexes, fourplexes or townhousing. By further introducing a low rise apartment site, either the above average lot sizes of 400 m² or 4,300 ft² can be relaxed to larger sizes to maintain the minimum density of 25 du/nrha, or densities could increase to somewhere between 25 and 30 du/nrha.

Current Planned Densities in Affected Municipalities

To further inform the discussion of Greenfield residential densities in small towns and villages within the Rural Area Tier, the consultant team has reviewed six approved land use plans within these communities. Planned residential densities collected from this review are presented in the table below.

Town	Plan Name	Status	Net Residential Hectares	Planned Dwelling Units	Planned Density (du/nrha)
Bon Accord	Northeast Bon Accord ASP	Approved (2005)	42.4	704	16.6
Calmar	Stonebridge ASP	Approved (2005?)	11.6	228	19.6
Calmar	Hawks Landing OP	Approved (2005?)	11.3	263	23.4
Calmar	Thomas Creek ASP	Approved (2008?)	35.1	650	18.5
Total Approved Before 2010 Growth Plan			100.4	1,845	18.4
Gibbons	Emerald Ridge ASP	Approved (2009)	7.6	339	44.4
Redwater	Westland Village ASP	Approved (2010)	31.1	917	29.5
Total Approved Since 2010 Growth Plan			38.7	1,256	32.4
TOTAL AMONG ALL APPROVED LAND USE PLANS			139.1	3,101	22.3

The four plans adopted prior the 2010 Growth Plan have a weighted average planned residential density of 18.4 du/nrha, ranging from 16.6 du/nrha in the Northeast Bon Accord ASP to 23.4 du/nrha in the Stonebridge ASP within Calmar. The preference of a density target of 20 du/nrha expressed by some affected municipalities represents an 8.7% increase over the weighted average density of these four plans adopted prior to 2010.

While the 2010 Growth Plan did not prescribe density targets to the affected municipalities, two new ASPs have since been adopted by Gibbons and Redwater. The weighted average planned residential density of the two ASPs is 32.4 du/nrha. This is showing that the standard residential development practice in the affected municipalities has experienced changes influenced by the market rather than direct regional policy influences.

When combined, all six approved land use plans have a weighted average planned residential density of 22.3 du/nrha, which is greater than the 20 du/nrha preference expressed by some affected municipalities. The target of 25 du/nrha approved by the

Board represents only a 12% increase over the current weighted average of 22.3 du/nrha.

Analysis of As-Built Residential Potential of Absorbed Residential Lands

To supplement the above analysis of current planned densities within the affected municipalities, the consultant team has undertaken an analysis of the as-built density potential of all absorbed residential lands within two towns – **Bruderheim** and **Legal**.

A brief summary of the methodological approach to the analysis is as follows:

1. Identify all parcels subject to residential zoning;
2. Remove parcels not intended to accommodate actual residential development (e.g., reserve parcels, public utility lots, etc.);
3. Remove all single detached and semi-detached residential parcels larger than conventional urban residential parcel sizes (e.g., parcels $\geq 1,850 \text{ m}^2$);¹
4. For the remaining parcels subject to zoning for single and semi-detached residential development, assume one unit per parcel whether developed yet or not;
5. For the remaining parcels subject to zoning for higher density built forms, determine which are developed and the resulting amount of units on each developed parcel;
6. Calculate the average as-built density of the developed higher density residential parcels using the total units and total areas of the subject parcels;
7. Extrapolate this average as-built density to the combined area of all undeveloped parcels intended to accommodate higher density residential development at full build-out; and
8. Calculate the as-built density potential of all absorbed residential lands from the results of Steps 4, 6 and 7.

The table below presents the results of the above analysis for **Bruderheim**, which is accompanied by the attached Map 1.

Residential Built Form	Net Residential Hectares (nrha)	Dwelling Units (du)	Density (du/nrha)
Single Detached ($\geq 1,850 \text{ m}^2$)	not urban density under current development practices		
Single Detached ($< 1,850 \text{ m}^2$)	32.50	517	15.9
Semi-detached	0.96	26	27.0
Manufactured Home Park	0.86	16	18.6
Total Low Density	34.32	559	16.3
Townhouse (developed)	0.26	8	31.2
Low Rise Apartment (developed)	0.73	64	88.2

¹ The MGA allows the incorporation of urban municipalities and the designation of hamlets if the majority of buildings are on parcels less than $1,850 \text{ m}^2$, so for the purpose of this analysis, any single or semi-detached parcel $\geq 1,850 \text{ m}^2$ is removed from the analysis as anomalies. Under current standard residential development practices, single and semi-detached parcels are significantly smaller than $1,850 \text{ m}^2$ and the creation of new parcels $\geq 1,850 \text{ m}^2$ is not anticipated to happen in the future.

Seniors Housing (developed)	0.18	20	114.2
Total Medium/High Density (developed)	1.16	92	79.5
Existing As-Built Residential Density	35.47	651	18.4
Undeveloped Medium/High Density Sites	1.20	95	79.5
Total As-Built Residential Density Potential	36.67	746	20.4

Bruderheim's absorbed low density residential lands have an as-built residential density of 16.3 du/nrha, while its three developed medium/high density residential sites have an average as-built residential density of 79.5 du/nrha. Assuming Bruderheim's two undeveloped medium/high density sites are ultimately developed at the same 79.5 du/nrha density as the three previously developed medium/high density sites, the total as-built residential density potential of Bruderheim's absorbed residential lands is 20.4 du/nrha.

Geographically within Bruderheim, the total as-built residential density potential of West Bruderheim (west of 51 Street and south of 52 Avenue) is 15.9 du/nrha. The density of this area is low as there are no residential built forms beyond single detached dwellings. In Northeast Bruderheim (east of 48 Street and north of 52 Avenue/Highway 45), the total as-built residential density potential is 25.7 du/nrha. The density is higher in this area due to the presence of 22 semi-detached residential lots, a developed low rise apartment, and two additional medium/high density sites assumed to be developed at 79.5 du/nrha.

Moving forward, Bruderheim stands to increase its total as-built density potential over time if a new Greenfield residential plan adjacent to the developed portions of Northeast Bruderheim is approved as proposed. The Brookside Village Outline Plan will add 231 dwelling units on 6.0 nrha of land for a planned density of 38.6 du/nrha. This is significantly greater than the target of 25 du/nrha recently approved by the Board.

Using the same methodological approach presented above, Legal has a total as-built density potential across all of its absorbed residential lands of 14.6 du/nrha (see attached Map 2). By layering in five commercially zoned parcels with residential uses (61 units within 2.2 ha), Legal's total as-built density potential increases to 15.4 du/nrha.

In order to increase its as-built density, Legal needs to:

- encourage a higher frequency of semi-detached, fourplex, townhousing and apartment products; and
- encourage small single detached residential lots in future subdivisions.

Conclusion

The above two sets of analyses confirm that the Greenfield residential density target of 25 du/nrha recently approved by the Board is reasonable, and achievable over the 30 years of the Plan in order to accommodate a doubling of the population and to be consistent with the Plan principles and objectives. The current standard residential development practices evidenced in recently approved plans in Gibbons and Redwater are already exceeding the minimum 25 du/nrha threshold, while a proposed plan in Bruderheim will exceed the same, if approved as proposed. Further, the total as-built



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density potential of previously absorbed residential lands in Bruderheim is already exceeding 20 du/nrha and has the potential to increase as new Greenfield residential plans are approved and developed over the next 30 years. Similarly, Legal's potential will increase over the next 30 years as the minimum density target of 25 du/nrha is applied to its Greenfield residential areas.

OBJECTIVE #4.4

Plan and accommodate rural growth in appropriate locations with sustainable levels of local servicing

Policies

- 4.4.1** In the *rural area*, *rural centres* and *sub-regional centres* will be planned to develop at a higher density in accordance with Policy 4.5.1 and **Schedule 6**.
- 4.4.2** In the *rural area*, growth will be accommodated in *built-up urban areas*, *brownfield sites* and *greenfield areas* in towns, villages and *growth hamlets* in a *contiguous pattern* and *compact form* to optimize existing and planned infrastructure and servicing capacity, and to meet the targets in **Schedule 6**.
- 4.4.3** In the *rural area*, *growth hamlets* will be identified by member municipalities as locations to focus growth in a *compact form* through *intensification of built-up urban areas*, and *contiguous development* in *greenfield areas*. *Growth hamlets* shall have servicing capacity and/or the ability to tie into servicing.
- 4.4.4 (SUBJECT TO TASK FORCE REVIEW)** - In the *rural area*, *country residential development* will only be considered in areas defined by existing municipal bylaws as *country residential areas* with municipal zoning or designations in place as of December 31, 2016. *Country residential areas* will:
- be serviced by on-site wells or cisterns and *private sewage systems* in accordance with provincial regulations;
 - be developed at a maximum of 50 lots per quarter section in accordance with existing zoning and land use permissions; and
 - incorporate conservation design principles where servicing exists, where appropriate.

Sections of Draft Regional
Growth Plan

POLICY AREA #6:



Agriculture

PRINCIPLE

Ensure the wise management of prime agricultural resources to continue a thriving agricultural sector as we grow. In the context of metropolitan growth, we will ensure the wise management of prime agricultural resources to continue a thriving agricultural sector.

OBJECTIVES

- 6.1** Identify and conserve an adequate supply of prime agricultural land to provide a secure local food source for future generations
- 6.2** Minimize the fragmentation and conversion of prime agricultural lands for non-agricultural uses
- 6.3** Promote diversification and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system



Agriculture is a new policy area in this Growth Plan. The CRB is providing regional leadership and setting the groundwork for future collaboration. Regional growth includes a healthy and expanding agricultural sector which depends on conserving a supply of prime agricultural land. The sector contributes to economic diversification within the Region and is an important component of an integrated growth management strategy.

Agricultural resources include people, communities, and, of course, the essential component – land. Agriculture is an important contributor to the regional economy, and is the largest single land use in the Region. The Region contains excellent soil and a history of farming practices that contribute to a productive agricultural sector and include food production and processing. Agriculture is a key regional economic driver in the Region.

As the Region grows, we need to identify and conserve enough prime agricultural land to provide a secure local source of food for future generations of residents, to meet national and global demand, and to support the growth and diversification of the agri-economy.

The objectives and policies will set the stage for future regional work and collaboration. A Regional Agriculture Master Plan will provide the overarching framework and rationale for the Region's agricultural policies which will include strategies to conserve and maintain prime agricultural lands and to guide infrastructure investments to support the growth and diversification of agriculture. A land evaluation and site assessment tool is a critical and objective method to assess, qualify and quantify the prime agricultural lands in the Region. The CRB will work with member municipalities and the agricultural sector to develop an evaluation tool concurrently with the Regional Agriculture Master Plan. The results of the land evaluation and site assessment will be integrated into the Regional Agriculture Master Plan.

The conversion of prime agricultural lands to non-agricultural uses is a significant issue for the Region and a fundamental challenge to a thriving agricultural sector. The CRB is committed to minimizing the conversion and

fragmentation of prime agricultural lands to ensure a secure long-term agricultural land base. The commitment to compact, contiguous growth set out in this Plan will conserve a secure supply of prime agricultural lands for agricultural uses for future generations.

This Plan intends that further policy direction on the issue of conversion of prime agricultural land for subdivision for non-agricultural uses be considered in the development of the Regional Agriculture Master Plan. The Regional Agriculture Master Plan will be informed by the results of the land evaluation and site assessment and Agricultural Master Plans and Agricultural Strategies completed by member municipalities.

A thriving agricultural sector requires strategic investment in supportive infrastructure to maintain, diversify and continue to grow. The Region will work together to plan and prioritize infrastructure to support the agri-economy, and to promote the agricultural sector to attract investment and new opportunities including, but not limited to, value-added agricultural products, bio-fuels, and urban agriculture.

"Arguably the act of 'preserving' agricultural land runs counter to the prevailing ethos underlying the development of Western Canadian urban regions for the past 150 years."

- Agriculture Working Paper

TABLES AND SCHEDULES REFERENCED IN THIS POLICY AREA:

- **Schedule 1:** Population and Employment Projections 2014-2044 (p17)
- **Schedule 6:** Greenfield Density, Centres and Intensification Targets (p53)
- **Schedule 10:** Agricultural Lands (p74)

OBJECTIVE #6.1

Identify and conserve an adequate supply of prime agricultural lands to provide a secure local source of food for future generations

Policies

6.1.1 *Prime agricultural lands* shall be assessed to identify and conserve a supply of *prime agricultural lands*. The CRB will pursue this through the following measures:

- a. prepare a Regional Agriculture Master Plan (RAMP) to *conserve* and maintain a secure supply of *prime agricultural lands* with the aim to: support the *regional food system*, diversify the agri-food production base, contribute to the value-added growth of the agri-economy, and guide agriculture supportive infrastructure investment¹²;
- b. develop a *land evaluation and site assessment tool* to assess land quality and contextual factors, and identify and quantify a supply of *prime agricultural lands*; and
- c. use **Schedule 10** to identify *prime agricultural lands*, until the *land evaluation and site assessment tool* is completed.

6.1.2 In the *rural area*, *prime agricultural lands* identified through the *land evaluation and site assessment tool* shall be *conserved* subject to revision based on the outcomes of the Regional Agriculture Master Plan.

6.1.3 In the *metropolitan area*, *prime agricultural lands* identified through the *land evaluation and site assessment tool* shall be *conserved* for agricultural purposes for as long as possible, recognizing that these lands will urbanize over time to accommodate growth.

6.1.4 In the *rural area*, opportunities to redesignate *prime agricultural lands* for agricultural uses will be encouraged in areas defined by municipal zoning or designations for non-agricultural uses including, but not limited to, *country residential areas* or *reclaimed resource extraction areas*.

¹² Appendix C describes the scope of work for the Regional Agriculture Master Plan.

OBJECTIVE #6.2

Minimize the fragmentation and conversion of prime agricultural lands to non-agricultural uses

Policies

- 6.2.1** The fragmentation and conversion of prime agricultural lands shall be minimized when planning alignments for and developing multi-use corridors. Where no reasonable alternative can be demonstrated, mitigation measures¹⁴ to protect prime agricultural lands and existing agricultural operations on adjacent and surrounding lands will be adopted and implemented to minimize and mitigate the potential for land use conflicts
- 6.2.2** In the rural area, large contiguous agricultural areas will be protected and maintained to enable efficient agricultural production and to support the agricultural sector in the Region.
- 6.2.3** In the rural area, the fragmentation and conversion of prime agricultural lands for non-agricultural uses outside the boundaries of urban communities may be considered for resource extraction uses, recreation corridors and development of major employment areas subject to meeting all of the following criteria:
- lands proposed for development are located within a proposed statutory plan or statutory plan amendment;
 - an agriculture impact assessment has been completed to identify the potential adverse impacts of the proposed development on agricultural lands and existing agricultural operations on-site and off-site in the surrounding area; and
- 6.2.4** In the metropolitan area, the fragmentation and conversion of prime agricultural lands for non-agricultural uses will only be considered when the proposed development meets all of the following criteria:
- the lands are contiguous with built-up urban areas and/or planned areas;
 - the lands are required to accommodate municipal employment and population projections in accordance with Schedule 1;
 - if residential uses are proposed, the lands are within a proposed statutory plan in conformance with the applicable minimum greenfield density identified in Schedule 6;
- 6.2.5** An agriculture impact assessment¹⁶ shall be required when a new area structure plan proposes development in a greenfield area that contains prime agricultural land as identified on Schedule 10. The application and contents of an assessment may be subject to review following completion of the Regional Agriculture Master Plan. The assessment shall:
- describe the proposed development and contextual factors;
 - determine potential adverse impacts on agricultural lands and active agricultural operations on-site and off-site in the surrounding area; and
 - recommend measures to buffer, mitigate and minimize potential land use conflicts.

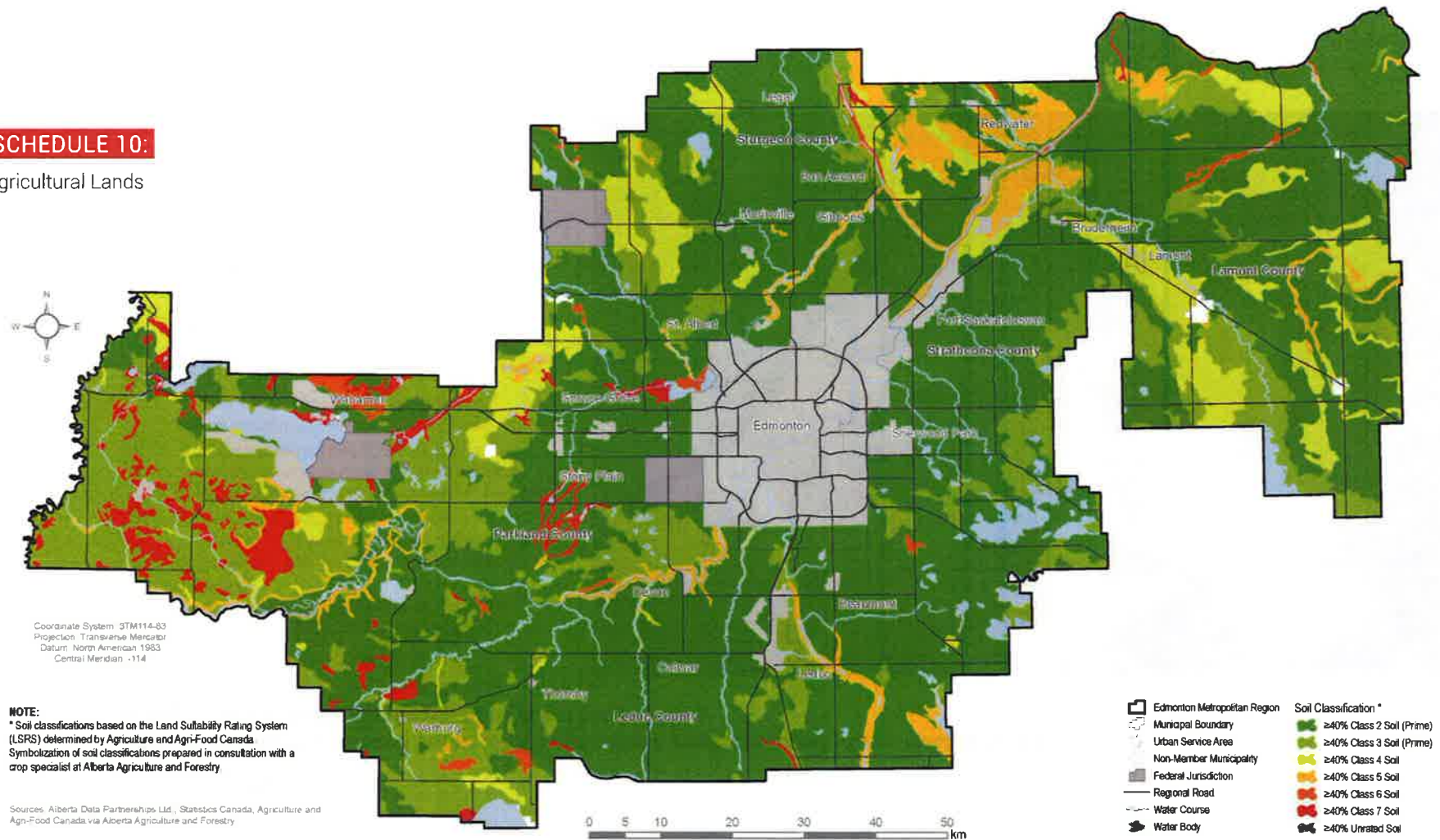
¹⁴ Mitigation measures may include: edge treatments such as buffers to provide a spatial barrier consisting of landscaping, fencing and berming, in combination with setbacks.

¹⁵ See footnote 13.

¹⁶ Appendix 5 provides a more detailed description of the scope of an AIA for non-agricultural developments on prime agricultural lands

SCHEDULE 10:

Agricultural Lands



OBJECTIVE #6.3**Promote diversification and value-added agriculture production and plan infrastructure to support the agricultural sector and regional food system****Policies**

- 6.3.1** *Value-added agriculture* production and the diversification of the agricultural sector will be pursued by:
- a. advancing food production, processing and distribution, *value-added* opportunities related to agricultural products and services;
 - b. supporting manufacturing, packaging, shipping and distribution to wholesalers, agri-tourism, farmers' markets and urban agriculture; and
 - c. promoting diversification related to food production, processing and distribution.
- 6.3.2** Supportive infrastructure for the agricultural sector to sustain the *regional food system*, attract new opportunities and maximize investment to grow and diversify the sector will be pursued through the following measures, including, but not limited to:
- a. maintaining and improving transportation access and facilities; and
 - b. providing drainage and irrigation infrastructure.



5.5

Recommendations to the Government of Alberta

Sections 5.1 and 5.2 above outline the steps necessary to facilitate a smooth transition to the Edmonton Metropolitan Regional Growth Plan by member municipalities. The following table describes the specific recommendations to the Government of Alberta to enable implementation of the Growth Plan.

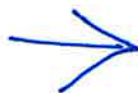


TABLE 2: Recommendations to the Government of Alberta

Implementation Mechanism	Legislation	Recommended Amendment
Existing Statutory Plans	Capital Region Board Regulation, Sections 20(5) and 23.	That statutory plans, other than MDPs, that were adopted in accordance with the MGA prior to the date of approval of this Growth Plan by the Government of Alberta, remain in full force and effect.
Municipal Development Plans	Capital Region Regulation, Section 19	That conformance to the Growth Plan through MDPs be achieved within three years of the approval of the Growth Plan by the Government of Alberta.
Non-Statutory Plans	Municipal Government Act	That all new growth within the Region be accommodated through statutory plans or conceptual schemes as defined by the Municipal Government Act.
Regional Evaluation Framework	Regional Evaluation Framework	That the Regional Evaluation Framework be amended to reflect the Edmonton Metropolitan Regional Structure, guiding principles, objectives and policies of the Growth Plan and reflect the following: <ul style="list-style-type: none"> • overall intent of REF remains the same; • submission criteria are improved to extend screening of regionally significant amendments to municipal development plans and intermunicipal development plan; • evaluation criteria reflect the guiding principles, objectives and policies of the Growth Plan; • evaluation criteria reflect measurable targets (e.g. minimum greenfield densities) where applicable; • redundancies in the evaluation criteria are removed; and • employment and population projections are not included as evaluation criteria.