



COUNCIL REQUEST FOR DECISION

MEETING DATE: August 19, 2024

SUBMITTED BY: D. Peck, Manager, Planning and Development

PREPARED BY: D. Peck, Manager, Planning and Development

REPORT TITLE: Bylaw No. 1166-2023 – Amendment to Bylaw No. 1057-2020 - Municipal Development Plan (2nd and 3rd Readings)

EXECUTIVE SUMMARY

The City of Leduc Municipal Development Plan (MDP) is a statutory document that is used by Council and Administration to direct decisions around land use, provision of community services, and investment in infrastructure for all land within Leduc's municipal boundaries. The MDP describes Council's long-term vision for the City and provides a comprehensive policy framework to guide future growth and development.

As an expression of the community's long-term vision for land use with a 25 to 30-year outlook, the MDP is amended from time-to-time to respond to and remain consistent with new or updated legislation, best practices, other related land use plans, market demand and trends, and other strategic planning initiatives.

Bylaw No. 1166-2023 is required to amend the Municipal Development Plan (Bylaw No. 1057-2020) to:

- Remove references to the City of Leduc - Leduc County Intermunicipal Development Plan (2010-2044) that was rescinded in 2022;
- Reflect the revised Noise Exposure Forecast (NEF) contours of the Edmonton International Airport Vicinity Protection Area Regulation; and
- Comply with the Edmonton Metropolitan Region Board's (EMRB) Regional Agriculture Master Plan (RAMP).

RECOMMENDATION

That Bylaw No. 1066-2023 be amended by renumbering it as Bylaw No. 1166-2023.

That Council give Bylaw No. 1166-2023 second reading, as amended.

That Council give Bylaw No. 1166-2023 third reading.

COUNCIL HISTORY

Council adopted the current MDP (Bylaw No. 1057-2020) on December 7, 2020.

Since adopting the current MDP, Council has passed two amendments to that Plan:

- Bylaw No. 1074-2020 (March 8, 2021) to adopt the 65th Avenue Area Structure Plan (ASP) and rescind the Bridgeport ASP; and
- Bylaw No. 1093-2021 (March 28, 2022) to adopt the Banks of Crystal Creek ASP.

Bylaw No. 1066-2023, the third MDP amendment, was given First Reading by Council at a regular meeting held on February 26, 2024.

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Since First Reading, it was identified that due to an administrative error, this bylaw was incorrectly numbered 1066-2023. It was intended to be numbered as 1166-2023. To correct this, a motion has been recommended to amend the number on the bylaw that was given First Reading.

BACKGROUND / RATIONALE

Intermunicipal Development Plan

The City rescinded the City of Leduc – Leduc County Intermunicipal Development Plan (IDP) on August 22, 2022. This MDP amendment removes all references to the IDP as it is no longer in effect.

Edmonton International Airport Vicinity Protection Area Amendment Regulation

Developed in the 1970's, the Edmonton International Airport Vicinity Protection Regulation (the Regulation) governs the development of land that is affected by noise from the operation of aircraft and restricts development that would impede airport operations. The Regulation established levels of land use control through reference to NEF contours.

In 2022, the Regulation was amended to reflect updated NEF contours that considered advanced aviation technology and modern-day airport operations, and to reflect modern building practices and codes (which inherently result in more sound-proof structures) and contemporary land use practices. With adoption of the amended NEF contours, restrictions on development were significantly reduced. As a result, this MDP amendment proposes redesignating land on the east side of the city to enable residential and commercial development opportunities that were not allowed under the previous version of the Regulation.

Proposed Land Use Changes

This MDP amendment proposes to redesignate land on the east side of Leduc, south of Telford Lake, (the amendment area) from 'Employment Area' and 'Park' to 'Residential Area' and 'Blended Residential/Employment Area'. The amendment area was originally designated for employment or non-residential uses because of the significant constraints created by the previous version of the Regulation. However, more land use options are now available. The proposed future land uses better achieve orderly, economical and beneficial development as the city grows and ensures the best use of land and patterns of human settlement over time. Proposed future land uses are identified as follows:

Current Policy Area	Proposed Policy Area	Rationale
Employment	Residential	<ul style="list-style-type: none"> - Support population growth by satisfying a long-term projected need for residential land. - Provide additional neighbourhood services and amenities to support current and future residents. - Provide for residential land uses in proximity to key services and destinations such as schools, Telford Lake, Main Street, Leduc Recreation Centre, and Alexandra Park. - Sufficient land remains available to meet non-residential land use needs in the northern and western sides of the city.
	Blended Residential/Employment	<ul style="list-style-type: none"> - Continued support for construction of a spine road along the eastern boundary of Leduc. - Provide a buffer from the existing landfill located east of the amendment area.
Park	Residential	<ul style="list-style-type: none"> - Located in the middle of the amendment area and has significant development potential. - Planning for residential land use early will enable more effective and coordinated infrastructure planning for the southeast side of the city.

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		<p>- The current use of these lands (as park and Lion’s Campground lease) is not restricted by this amendment and may continue into the foreseeable future.</p>
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Urban Village Nodes

This MDP amendment also introduces the concept of Urban Village Nodes at two key locations in the amendment area. The intent of introducing these Urban Villages Nodes is to direct future plans and studies to consider more intensive residential and mixed-use development in a more compact and walkable built form on the southeast side of Leduc. This will provide access to new commercial uses and community amenities that will support current and future neighbourhoods. The northern node was intentionally placed in proximity to Telford Lake to support a diversity of housing types that will provide more equitable access to one of Leduc’s most significant environmental and recreational amenities, while the southern node at the intersection of Rollyview Road and C.W. Gaetz Road has ample land development potential given its visibility, vehicular access, and servicing opportunities.

RAMP Compliance

In December of 2022, the Government of Alberta approved the EMRB’s Regional Agriculture Master Plan (RAMP). This approval triggered the following deadlines for member municipalities:

1. Complete a RAMP Regional Context Statement within one year of RAMP approval by the Government of Alberta and submit to it to the EMRB for information (by December of 2023);
2. Update Municipal Development Plans to include RAMP within two years of approval by the Government of Alberta (by December 2024); and
3. If required, prepare an Urban Agriculture Plan within two years of approval by the Government of Alberta (by December 2024), and submit it to the EMRB for review and comment.

The City of Leduc completed the Regional Context Statement in December 2023. This MDP amendment includes the housekeeping and technical amendments required for the City’s MDP to align with the RAMP. The City has also commenced work on an Urban Agriculture Plan, which is expected to be completed in Q4 of this year.

Public Engagement

This proposed MDP amendment was one of the first planning initiatives that followed the City’s new Public Engagement Framework, which is establishing benchmarks for future project engagements. The engagement opportunities reached a much wider audience than past municipal projects, provided more time for the process to unfold, and generated a significant amount of feedback (as is evidenced in What We Heard Report that was provided to Council when the Bylaw was presented for First Reading).

Generally, feedback received did support the changes to proposed future land uses on the east side of the City. Many stakeholders agreed that the new proposed land use is more suitable than the non-residential land use previously planned for. There were survey respondents that supported the idea of more residential uses on the east side of Leduc if they are properly supported by infrastructure, services, and amenities, in addition to careful consideration for natural areas and ecosystems. There were some survey respondents who expressed concern with the amount of residential land use and the perceived lack of “employment / retail” to support east side residents in the future. There were also respondents who expressed a desire to leave the land as is (whether for environmental or agricultural or recreational purposes).

As noted in the Report, a significant amount of feedback related to wanting more certainty within the amendment area, however, given the high-level nature of municipal development plans, they do not typically address the level of detail being sought. As more detailed plans unfold for this area (e.g., area structure plans, plans of subdivision, and the more detailed site analysis in support of those plans), these specific concerns will be explored to ensure future land use decisions are informed by necessary studies and future engagement opportunities.

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While not reflected in the proposed MDP amendment, the feedback received will be considered as future statutory plans are developed to ensure the community's interests and concerns are addressed through the related land development processes where practicable.

Following the public engagement process, the City commenced additional conversations with Leduc County to discuss the details of the amendment and gather feedback on the proposed changes. On March 19, 2024, the County responded by noting that:

In General, Leduc County supports the amendment to remove references to the City of Leduc – Leduc County Intermunicipal Development Plan that was rescinded in 2022; reflect the revised Noise Exposure Forecast (NEF) contours of the Edmonton International Airport Vicinity Protection Area (AVPA) Amendment Regulation; and comply with the Edmonton Metropolitan Region Board (EMRB) Regional Agriculture Master Plan (RAMP).

While we do not have any objections to the proposed amendments, we are concerned that no corresponding land supply analysis was included in the referral materials. The impact of the reduction in size of the employment areas outlined in the plan and corresponding increase in residential areas on overall residential land supply within the City of Leduc is unclear. As land supply within the City of Leduc has a direct impact on Leduc County, we request any land supply analysis that would address this potential impact on Leduc County.

Responding to the County's concerns, Planners from the City met with their counterparts from the County in early July to discuss their concerns.

Regional Evaluation Framework (REF)

The REF Regulation and Planning Toolkit require that statutory plans meeting the criteria set out in the REF must be submitted to the Board for approval. Administration, with support from legal review, is of the opinion that the proposed amendments do not trigger any of the criteria and therefore a REF referral is not required.

STRATEGIC / RELEVANT PLANS ALIGNMENT

The proposed amendment to the MDP aligns with and implements the following strategies of the 2023-2026 Strategic Plan:

- 2.1.3 Optimize the use of existing municipal infrastructure and plan for future growth; and
- 2.1.4 Develop complete communities that are affordable, accessible and diverse as a means of promoting vibrancy and reducing municipal costs.

ORGANIZATIONAL IMPLICATIONS

ADMINISTRATION:

Once Council has approved the proposed amending bylaw, Administration will review the affected ASPs in the impacted area for changes that will be necessary to bring them into compliance with the amended MDP. This will include reviewing the residential / employment area along the eastern municipal boundary.

RISK ANALYSIS: FINANCIAL / LEGAL:

There are no financial obligations associated with adopting the proposed amendment to the MDP. Should Council choose not to approve the proposed amending bylaw, the MDP will contain provisions referencing the rescinded IDP and will not comply with the requirement for the MDP to reflect the RAMP.

IMPLEMENTATION / COMMUNICATIONS:

A public hearing for this bylaw was held earlier at this meeting of Council. The hearing was advertised in accordance with the Municipal Government Act and the City's Advertising Bylaw.



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ALTERNATIVES:

- That Council direct Administration to make changes to the proposed bylaw prior to either 2nd or 3rd Reading.
- That Council defeat Bylaw 1166-2023.

ATTACHMENTS

- Bylaw No. 1066-2023 – Amendment to Bylaw No. 1057-2020 - Municipal Development Plan 2020 First Reading
- Bylaw No. 1166-2023 – Amendment to Bylaw No. 1057-2020 Municipal Development Plan 2020 with Amendment