

Topic: Bylaw 2014-28 Amendment to Parkland County's Municipal Development Plan Bylaw 37-3007 to ensure consistency with Acheson Industrial Area Structure Plan Bylaw 2014-29.

Bylaw 2014-29 Adoption of the Acheson Industrial Area Structure Plan

Introduction:

Administration is recommending that the proposed Acheson Industrial Area Structure Plan Bylaw 2014-29 be adopted by Council. Bylaw 2014-29 would replace the existing Acheson Area Structure Plan Bylaw 20-97 adopted by County Council in 1997. Bylaw 2014-29 would also replace Bylaw 45-2000, Bylaw 47-01, Bylaw 11-2009 and Bylaw 37-2011, which were subsequent amendments to the existing 1997 Acheson Area Structure Plan.

Bylaw 2014-28 is proposing various amendments to Parkland County's Municipal Development Plan Bylaw 37-3007 to ensure consistency with the proposed Acheson Industrial Area Structure Plan Bylaw 2014-29 as required in Section 638 of the Municipal Government Act (RSA 2000).

The existing Acheson Industrial Area Structure Plan (Bylaw 20-97) is over 17 years old. As such, development levels in Acheson have far exceeded the expected 20-30 year growth expectations for Acheson outlined in the original ASP. An update of the ASP will ensure that:

- future development occurs in an orderly and efficient manner;
- servicing policies are updated and reflect existing municipal standards;
- environmental policies are in place to protect the environment and significant areas in Acheson;
- future industrial and commercial development is compatible with other existing land uses in the ASP area; and,
- future development staging (phasing) is adjacent to existing development and fully serviced.

Other issues contributing to the need to update the ASP include:

- Capital Region Growth Plan - statutory plans prepared by Parkland County must comply with the Capital Region Growth Plan. The proposed Acheson Industrial ASP Bylaw 2014-29 has been reviewed and updated to ensure the ASP complies with the Capital Region Growth Plan.
- Updated transportation network for Acheson – the transportation map in the current Acheson ASP Bylaw 20-97 does not reflect changes to the future transportation network for the ASP area. Key changes in the proposed Acheson Industrial ASP include an updated future road network for Acheson, the identification of intersection closures proposed by Alberta Transportation for Highway 16A, and identification of a conceptual (future) realignment of Highway 628.
- Updated servicing network for Acheson – the updated Acheson Industrial ASP outlines a more up-to-date and detailed outline of the water, sanitary, and storm water management improvements for the ASP area.

- Land uses and development staging – the 1997 Acheson Industrial ASP did not anticipate extensive industrial development south of Highway 16A beyond sections adjacent to Highway 16A and Highway 60. Proposed ASP Bylaw 2014-29 extends future industrial and commercial development south of Highway 16A, while acknowledging where ultimate development opportunities may be delayed (Constrained lands – Outside ASP timelines);
- ASP boundaries – the proposed Acheson Industrial ASP Bylaw 2014-29 extends the ASP boundary to the City of Spruce Grove's eastern boundary, and includes 2 (two) additional quarter sections south of Highway 16A between Sandhills Road and Spruce Valley Road. The expansion of the ASP boundary ensures that these lands fall under a governing ASP and reduces the potential for "ad hoc" planning. An approximate 200 metre wide area, extending in a north to south direction along the western edge of NW 29-52-26-W4M has also been removed from the current ASP boundary.

With these elements in mind, County Council directed Administration to proceed with submitting the updated 2014 Draft Acheson Industrial ASP to the Capital Region Board for approval in December 2014.

Facts (Background Information):

Council approved the Terms of Reference for updating of the Acheson Industrial ASP in 2008. In 2012, Parkland County submitted an updated ASP to the Capital Region Board (CRB) for approval. In February 2013, the CRB rejected the updated ASP with significant concerns being raised by the City of Edmonton.

In April 2014, Council directed Administration to work with City of Edmonton and City of Spruce Grove to address their outstanding concerns with the Draft ASP.

In April 2014, Parkland County retained POPULUS Community Planning Inc. to undertake six (6) facilitated sessions with City of Edmonton and Spruce Grove staff to address outstanding concerns with the 2012 Draft ASP. As part of this process, Parkland County Administration worked with the City of Edmonton and Spruce Grove to identify significant revisions to the ASP. Revisions incorporated in the updated 2014 Draft ASP include:

1. New Section 5.2 – Lands Available for development: Administration added this section to accurately identify lands which are more appropriate for development (within next 10 years), and to identify lands where development may be limited due to existing environmental concerns and land compatibility concerns, or delayed due to current land uses and servicing concerns;
2. Updated Section 5.1 – Industrial Development, and Section 5.9 – Agriculture: Administration updated these sections by removing unnecessary text and delineating in text "Agricultural Area A" and "Agricultural Area B" lands;
3. Updated Policy Section 6.1 – Industrial Development: Administration clarified industrial and commercial type uses to be expected in the ASP area, and re-introduced the concept of Design Overlays for the ASP area;
4. Updated Policy Section 6.9 – Agriculture: Administration identified policies pertaining to development on "Agricultural Area A" and "Agricultural Area B" lands;

5. Updated Policy Section 7.0 – Development Staging: Administration updated policies related to development staging of the ASP area. Staging categories (S1, S2 and S3) were agreed to based on meeting discussions with the City of Edmonton and Spruce Grove representatives;
6. Updated Figure 6 – Land Use Concept: Administration updated the future land use concept map based on prior meeting discussions with the City of Edmonton and Spruce Grove; and,
7. Updated Figure 15 – Development Staging: Administration updated the future staging map based on prior discussion with the City of Edmonton and Spruce Grove.

Administration has also updated the land use statistics, and provided new employment statistics for the ASP area (appendix one). All maps in the ASP were also updated with current information.

Analysis:

The 2014 Draft ASP:

- proposes an orderly and logical approach to the long term industrial development for the ASP area;
- proposes an updated sequence for development (staging) for the ASP area;
- proposes an updated transportation network and updated servicing networks;
- emphasizes on-site stormwater management, and the protection of the environment and Wagner Natural Area;
- reinforces policies to limit development impacts on residential areas;
- supports the development of recreational opportunities; and,
- encourages continued consultation with stakeholders.

The following section summarizes policy highlights for several key ASP sections.

Industrial Development

The orderly and efficient development of lands for industrial and commercial uses is supported in the ASP. Industrial and commercial development will be directed to lands designated Business Industrial, Medium Industrial, or Commercial Node development. Developers will be required at the time of development, to ensure future industrial and commercial developments are fully serviced, appropriate Alberta Transportation permits have been acquired, and provincial and municipal standards for subdivision and development have been complied with. The County will also assist developers by conducting necessary engineering and planning studies. The ASP also introduces “Design Overlays” for Acheson which (through future Land Use Bylaw amendments) will provide clear direction for building siting, landscaping, signage, and parking and outdoor storage for “high visibility” parcels along major highways. Developers, as part of the ASP, will also need to minimize potential on-site nuisances to minimize potential impacts on adjacent land uses.

Available lands for Development

Lands in the ASP area have been categorized into Developed Land (includes “shovel-ready lands”), Constrained Lands, and Lands available for Development. Constrained lands have further been categorized to lands whose development is limited due to existing environmental and land compatibility constraints (Environmental & Land constraints), or, whose ultimate development will be delayed due to current land use activities, and servicing issues (Constrained & Delayed Development). Lands which fall

in the Constrained & Delayed Development category will have their future land uses reviewed at the next update of the ASP by Parkland County. Ultimate development of these lands are defined as “Outside ASP timelines”.

Servicing

Full municipal water and sanitary servicing shall be required for all new industrial and commercial developments in Acheson. Existing developments will be required to connect to the County’s water and sanitary systems. Costs associated with developing on-site water and sanitary systems shall be borne by the developer, with developers contributing to off-site improvements proportionately through the use of offsite levies. The County, when appropriate will initiate improvements to the water, sanitary and stormwater system in the ASP area.

Developers will be required to manage stormwater on-site and comply with Parkland County and Alberta Environment and Sustainable Resource Development water licensing regulations. Stormwater shall be released at pre-development rates, or in accordance with water licensing regulations. All developers will also be required to comply with the County’s Stormwater Management Facility Naturalization Policy. Existing wetlands shall be used for stormwater retention where possible. The Wagner Recharge Zone shall be protected by encouraging groundwater infiltration, and by using on-site containment systems and green practices for stormwater management.

Transportation

Parkland County will continue to liaise with Alberta Transportation to ensure network improvements continue for the ASP area.

Internal roadway improvements will comply with Figure 12 – Future Transportation Improvements, and the County’s Transportation Master Plan. Parkland County will work with Alberta Transportation to designate Highway 60 as a heavy load corridor, and confirm an interchange location at Highway 16A and Spruce Valley Road. Engineering standards for traffic volumes along Northview Road will be maintained, and signage improvements implemented if required. Parkland County encourages the creation of potential spur lines adjacent to the CNR main line. Parkland County will also explore – and work with local and regional partners, to develop a transit network for Acheson. Parkland County will continue to work with the City of Edmonton to address any transportation issues on Hillview Road.

Environment

The environment shall be protected. The Wagner Natural Area will be protected as an Environmentally Significant Area (ESA). Energy efficiency, green technologies and green standards such as LEED, BUILT Green, and other standards for green building technology should be considered by developers. The development of eco-industrial parks in Acheson is strongly encouraged. Water conservation and recycling methods such as rain water harvesting, xeriscaping, and the reuse of building materials shall be considered. Developers, where applicable, shall also meet the goals and strategies of the Integrated Community Sustainability Plan (ICSP). Light pollution, dust, and noise shall be managed on-site. All developers shall also be required to comply with the County’s Dark Sky Outdoor Policy.

Steps to protect the Wagner Natural Area Recharge Zone include maximizing the infiltration of clean water into the groundwater system, ensuring construction does not negatively impact sub-surface drainage channels, and ensuring operations do not remove water from subsurface drainage systems. Additional hydrogeological studies may be required for developments within the Recharge Zone to ensure potential impacts are minimized. The County commits to completing an ecological assessment for lands surrounding the Wagner Natural Area.

Residential

Residential uses will be allowed to continue on pre-existing lots. No new multi-lot developments will be allowed in the ASP area. The 200 m agricultural area surrounding Osborne Acres will remain, and new developments within the boundaries of the existing Commercial and Industrial Overlay required to comply with Overlay regulations. The County, where applicable, may undertake enforcement actions for developments that do not comply with the Land Use Bylaw or development permit conditions. Industrial lots backing onto setback areas will be required to provide buffering such as fencing, landscaping or berms. Potential scenarios for the ultimate water and sanitary servicing of Osborne Acres will be explored in conjunction with residents.

Recreation and Open Space

The expansion of recreational opportunities and facilities will be encouraged in the ASP area. The Municipal Reserve (SW 9-53-26-W4M) will be explored for future recreational purposes in conjunction with local residents. A regional, connected trail system, as well as the development of trails surrounding new stormwater management facilities will be encouraged in the ASP area.

Agriculture Areas

Additional planning, environmental studies, and consultation with stakeholders and landowners are required for Agriculture Areas. Agriculture Area A is located south and west of Wagner Natural Area. Development in Agricultural Area A lands will be limited to uses currently allowed in the County's Land Use Bylaw. All lands in Agricultural Area A will maintain their current districting under the Land Use Bylaw. Lands currently districted AGR – Agricultural Restricted will remain Agricultural Restricted. Lands districted AGG – Agricultural General, will remain Agricultural General. All development in Agricultural Area A will need to comply with current regulations in the Land Use Bylaw and the Acheson ASP. An ecological assessment for lands surrounding the Wagner Natural Area will also be undertaken by the County to determine an appropriate buffer and transition of land uses away from the Natural Area.

Development in Agriculture Area B (west of Hillview Road) will be informed by consultation with the City of Edmonton and landowners. Land uses in Agricultural Area B will be limited to uses currently allowed in Land Use Bylaw 20-2000. The ultimate development potential of Agricultural Area B lands will be reviewed at the next County update to the ASP.

Development Staging

Development of the ASP area shall follow an orderly and logical pattern where development is focused on three specific phases: S1 – Immediate Development, S2 – Near Development, and S3 – Mid-Long Term Development. Development on S1 lands are developments which are immediate in nature, and are on parcels where redevelopment of existing parcels are imminent. Development on S1 lands are to occur between 0-24 months. S2 lands will be developed between 2-5 years, and S3 lands will be development between 5-10 years. Development may occur outside of the development phases outlined above as long as the following information has been provided outlined in Draft Policy 7.1.2.6:

- (a) the developer has provided full municipal servicing;
- (b) all Alberta Transportation approvals and permits have been acquired;
- (c) Alberta Energy Regulator (AER) setbacks and applicable federal and provincial regulations have been met;
- (d) on-site decommissioning or lands reclamation (if required) has been completed and certificate copies provided to Parkland County;
- (e) the developer has complied with all policies of this Area Structure Plan, and with and other applicable municipal, provincial or federal policies, standards, legislation and agreements;

(f) development is adjacent to a full serviced parcel.

Parkland County also reserves the right to delay development of an individual site, or a staging area if municipal servicing cannot be provided, if Alberta Transportation approvals cannot be met, and if AER setback requirements have not been met, and land reclamation activities and certification not completed.

Alternatives:

Council may consider two other alternatives:

Table first reading of proposed Bylaws 2014-28 and 2014-29

Council may table first reading of Bylaws 2014-28 2014-29 and request Administration to provide additional information, research, or policy improvements to the draft ASP.

Defeat proposed Bylaws 2014-28 and 2014-29 at first reading

Council may refuse first reading of Bylaws 2014-28 and 2014-29. If this is exercised, Administration recommends that the existing Acheson Industrial ASP Bylaw 20-97, as amended, be retained to ensure an Area Structure Plan is maintained for the majority of the ASP area.

Conclusion/Summary:

Administration supports the adoption of the proposed Acheson Industrial ASP Bylaw 2014-29 and the corresponding Municipal Development Plan amendments Bylaw 2014-28. The Draft Acheson ASP encourages the continued economic growth of the Acheson ASP area, while providing stakeholders and the development industry with a clear understanding of how and when development will occur in the ASP area. The Bylaw also provides better certainty as to the type of development that should be expected in the ASP area, and the servicing expectations from developers. The ASP also provides for the environmental protection of the Wagner Natural Area and surrounding lands, as well as specific guidelines for minimizing impacts on residential areas and other non-industrial uses.

Bylaw 2014-28 is being brought forward at the same time as the Draft Acheson ASP Bylaw 2014-29. Bylaw 2014-28 proposes changes to the Municipal Development Plan (MDP) to ensure consistency between the new Acheson ASP and the current MDP. Consistency between statutory plans is a requirement under Section 628 of the Municipal Government Act (RSA 2000).

AUTHOR: Martin Frigo

Department: Planning & Development

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