

Topic: Conceptual Scheme for Section 12-53-7-W5M Trestle Creek Golf Resort and Related Land Use Bylaw Amendment Including Redistricting

Item 1: Council Resolution - Conceptual Scheme Sec. 12-53-7-W5M Trestle Creek Golf Resort

Item 2: Bylaw 2023-08 Land Use Bylaw Amendment Adding TCRR District and Redistricting Sec. 12-53-7-W5M to such district.

Motions:Item 1: Sec. 12-53-7-W5M Trestle Creek Golf Resort Conceptual Scheme

1. That Council pass a resolution accepting the Section 12-53-7-W5M Trestle Creek Golf Resort Conceptual Scheme.

Item 2: Bylaw 2023-08 Land Use Bylaw Amendment & Redistricting

1. That Bylaw 2023-08 receive second reading.
2. That Bylaw 2023-08 receive third reading.

Administration Recommendation:

Administration is not in support of Bylaw 2023-08 and the proposed Sec. 12-53-7-W5M Trestle Creek Golf Resort Conceptual Scheme.

Introduction:

Planning applications have been submitted by WSP, on behalf HR Investments LTD., for lands located within the Trestle Creek development. This application includes two (2) related applications including a new Conceptual Scheme located within Section 12-53-7-W5M and a Land Use Bylaw amendment that includes the addition of a new district and the redistricting of Section 12-53-7-W5M. The primary objective of these applications is to facilitate the expansion of the existing golf course and comprehensive trail system, and the addition of new Resort Residential uses complemented by the development of a boutique hotel. The proposed Land Use Bylaw Amendment (Bylaw 2023-08) received first reading on November 28th, 2023.

Should the Conceptual Scheme and Land Use Bylaw amendments be approved by Council, the current Outline Plan and BRR – Bareland Recreational Resort districting will be replaced. The existing Outline Plan and BRR districting only allow for the development of Park Models for recreational residential use. The new TCRR district was necessary in order to allow for the introduction of additional recreation residential uses (ie. Single family home) and policy support was necessary for such a district since Parkland County does not have policy to guide four season resort developments.

The conceptual scheme in this application is used as the policy tool to inform and support the introduction of the new TCRR – Trestle Creek Recreational Resort District. This is not a conventional approach; conceptual schemes are administrative tools utilized to guide the subdivision process. In Parkland County, statutory documents (Municipal Development Plan, Area Structure Plan, Hamlet Area Redevelopment Plan) are the policy tools commonly used to inform the creation of a new Land Use district. A conceptual scheme is not legally binding; a future council or administration is not bound to the policy found within a conceptual scheme, and the document may be changed without a public hearing. Administration does not support this use of a conceptual scheme as policy support for the creation of the TCRR district.

Administration notes that Municipal Development Plan policy 8.2.5g identifies the need for an Area Structure Plan for “new development along lakefront and riparian areas.” The new district, Item 2 of this report, is necessary

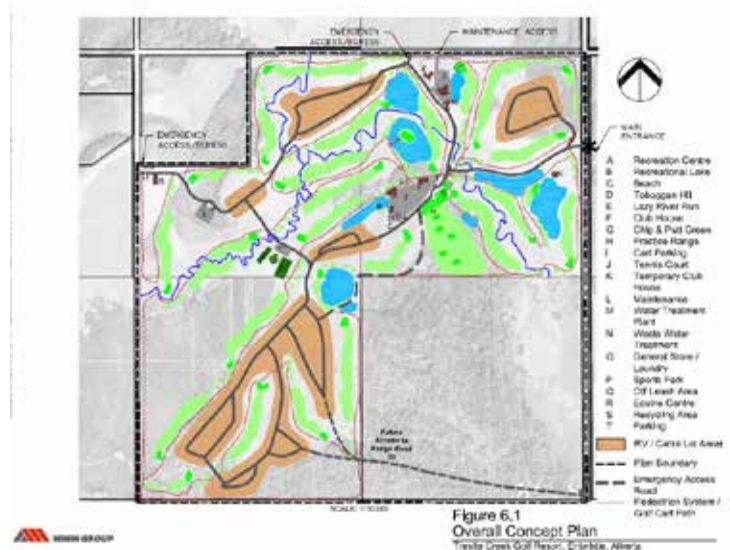
because the existing district, BRR - Bareland Recreation Resort, could not be utilized to support the development vision outlined in this conceptual scheme. Introduced in this conceptual scheme, and established in the Land Use Bylaw district, is the new use class Resort Residential. This new development type will allow for recreational accommodation in developments of various types, including: Apartments, Duplex, Row Housing, and Single Detached. This new development will occur in the southeast quarter section which includes a creek and riparian area. Administration identifies this project as constituting a new development type, distinct from the existing BRR development, and adjacent to a riparian area. This requirement for an Area Structure Plan has been consistent since the approval of the 2017-04 MDP in October, 2017.

Administration identifies that the current form of this application contradicts policy 8.2.5g of the Municipal Development Plan and must include an Area Structure Plan to comply with Parkland County's Statutory Policy.

Facts (Background Information):

The development vision for the subject lands is currently established in the 2010 Trestle Creek outline plan, which was amended in 2014. This Outline Plan applies to all the lands owned by HR Investments Ltd. and describes the development concept as:

“a recreation based community that is intended to integrate predominantly seasonal recreational vehicle living with a golf course and other recreational activities, as shown on **Figure 6.1**. This comprehensively planned, recreation-oriented community will cater to people who want an inclusive recreational retreat.”



The lands in this Outline Plan are currently districted as BRR – Bareland Recreational Resort District and AGG – Agricultural General District, with the developed lands districted as BRR. This BRR districting allows for the development of condominium Recreational Vehicle resort development, in accordance with Parkland County's statutory plans. To date, the Trestle Creek Golf Resort development has primarily included Park Models locating around the Trestle Creek Golf Course. Activity in this development is not intended to include permanent residences and has primarily focused on non-winter activities.

The Conceptual Scheme will apply to all of the lands owned by HR Investments Ltd. and replace the existing Outline Plan. This Conceptual Scheme supports the development of an expanded vision for this area, moving from a limited seasonal offering to an all season offering. This four-season golf resort development will include expansion of the existing golf course (from 18 holes to 27) and the addition of single detached dwellings, row housing, and an apartment building. This application will also allow for the development of several supporting activities, including but not limited to, Dormitory, Day Care Services, Bed and Breakfast, Hotel, Retail Liquor Sales, and Recycling Depot – Minor. This application represents several new aspects for the Trestle Creek development including:

- 1) the activation of a new quarter section of development for the Trestle Creek Golf Resort,
- 2) the addition of permanent built form,

- 3) several new uses, and
- 4) increase of population and dwelling unit density.

The introduction of permanent built form, an increase of population and development density, and new commercial uses, constitute a new development type that could not be contained within the intent of the BRR district. The creation of a new district was necessary to capture this new and distinct development type.

As a result of the LUB amendments in this current application, the Trestle Creek Golf Resort will be prepared to grow in scale similar to a hamlet, such as Entwistle or Wabamun. The intent of this development is to remain as a resort development, with non-permanent residence, as has been the case to date in the existing BRR development. This intent is reflected in the Conceptual Scheme as well as the Land Use Bylaw district.

The nature of the built form, introducing dwelling units such as single-family homes, allows for all season accommodation at the Trestle Creek Golf Resort. Such a development type also lends itself to permanent residency, as it reflects the building type found in more traditional residential areas that allow for permanent residency. This application represents a new development type for the Trestle Creek Golf Course, as well as a Parkland County – All-Seasons Resort Development.

Item 1: Council Resolution - Conceptual Scheme Sec. 12-53-7-W5M Trestle Creek Golf Resort

1. Development Concept

The proposed Sec. 12-53-7-W5M Trestle Creek Golf Resort Conceptual Scheme outlines the purpose, concept, policy context, and servicing scenario, in support of the proposed Land Use Bylaw amendment. The Conceptual Scheme outlines a vision for Resort Residential, Commercial, and Recreational development (comprised primarily of the existing Bareland Recreational Resort development). In addition, the conceptual scheme addresses transportation, servicing, and project phasing, among other items. This document is not a statutory document, but a policy tool that is used to guide administration through the subdivision and redistricting process. A rural conceptual scheme is typically approved by the Director of Planning and Development Services. Due to the complexity and scale of development reflected in this conceptual scheme, the decision was made to seek council decision to ensure transparency. An Area Structure Plan requires first, second, and third readings, and a public hearing, to be approved and ensure the public has opportunity to comment on the project.

The information below summarizes the development concept for the Trestle Creek Resort as established in the Conceptual Scheme. The three tables below reflect the amount and proportion of each development type reflected in the conceptual scheme. Most of the accommodation development will be the new Resort Residential type rather than the existing Recreational Vehicle Units (Park Model) type. [Table 1](#) summarizes the area dedicated to accommodation development as well as the number of units and estimated population. [Table 2](#) highlights the proportions of each accommodation type relative to the total known development and does not include the category Future Resort Accommodation. Finally, [Table 3](#) reflects the amounts for the current accommodation types.

Summary Details
Projected population maximum of 2814
56% of the known accommodation units are identified as Resort Residential
44% of the known accommodation units are identified as RV / Park Model type
Trestle Creek does not currently include Resort Residential Accommodation unit type
The current RV / Park Model units (334) reflect 31% of the anticipated build out of this development

Table 1: Estimated Complete Build Out					
Accommodation Type	Ha	Units/ha	Units	People/Unit	Population
Resort Residential – Single Detached	18.6	20	372	2.8	1041
Resort Residential – Duplex/Row Housing	2.3	30	69	2.8	193
Resort Residential – Apartment	1.7	85	144	1.8	259
RV / Park Model Units ¹	23.90	20	478	1.5	717
Future Resort Accomidation ²	10.8	20	216	2.8	604
Total	57.3		1279		2814

¹334 units identified at the time of Conceptual Scheme drafting, cited from section 1.4. Additional columns were calculated using the same People/Unit identified by the conceptual scheme in the table above.

²Assumed to be a mix of Recreational Vehicle Units (Park Model), Resort Residential – Single Detached, Resort Residential – Duplex/Row Housing

Table 2: Estimated Proportion of Development Type (known units only)					
Accommodation Type	Units	Proportion of Known Units	People/Unit	Population	Proportion of Known Population
Resort Residential – Single Detached	372	35%	2.8	1041	47%
Resort Residential – Duplex/Row Housing	69	6%	2.8	193	9%
Resort Residential – Apartment	144	14%	1.8	259	12%
Total Anticipated Resort Residential	598	56%	N/A	1526	68%
RV / Park Model Units ¹	478	44%	1.5	717	32%
Total Known Units	1076	100%	N/A	2243	100%

¹334 units identified at the time of Conceptual Scheme drafting, cited from section 1.4. Additional columns were calculated using the same People/Unit identified by the conceptual scheme in the table above.

Table 3 – Current Development State				
Accommodation Type	Units	Proportion of Identified Units	People/Unit	Population
Current Recreational Vehicle Unit ¹	334	31%	1.5	501
Current Resort Residential	0	N/A	N/A	0
Total	334			501

¹334 units identified at the time of Conceptual Scheme drafting, cited from section 1.4. Additional columns were calculated using the same People/Unit identified by the conceptual scheme in the table above.

Most of the new development for the final phase of Trestle Creek will occur within the southeast quarter section, depicted by the black box (see below). This area will include development such as single detached, duplex/row housing, apartment, and the hotel.

The Overall Concept to the right is excerpted from the Conceptual Scheme (Figure 6) and establishes:

- Development types
- Existing Development Area
- Future Development Area

The conceptual scheme applies to the full section owned by HR Investments LTD and will replace the existing Outline Plan (originally approved in 2010).

The Land Use Bylaw Amendment, item 2 below, will also apply to the whole of this section owned by HR Investments LTD, replacing the existing AGG – Agricultural General districting (identified by the black box to the right) and the BRR – Bareland Recreational Resort District (the balance of the Trestle Creek lands)

This final quarter section is the primary location of the new Resort Residential unit type. As identified above, most of the future development will be of the Resort Residential type. This final quarter section will include the densest development in this development area.

The final quarter section contains a Wetland / Riparian Fringe area with a creek running through it. This area is identified in light green and is proposed to be protected through Environmental Reserve or Environmental Reserve Easement.



2. Additional Considerations

Potable Water Infrastructure:

The conceptual scheme states that water will continue to be drawn from a previously licensed well by way of a communal reservoir and treatment plant.

- Administration identified that the Trestle Creek development shall tie into the WILD water line to provide water access to the development.
- The applicant has not included the necessary policy to ensure connection to the WILD water line.
- The applicants asserts that there is enough groundwater available to support the development.

Waste Water (Sanitary) Infrastructure:

The conceptual scheme states that sewage will continue to be captured in a centralized holding tank located in Phase 1 of the development. This sewage is disposed of at a licensed wastewater treatment facility, which has historically been the County's lagoon located north of Entwistle.

- Administration identified that the Trestle Creek development shall construct an on-site wastewater treatment facility in support of the new phase of development.
- The applicant has not included the necessary policy to ensure the construction of the on-site wastewater treatment facility in support of the new phase of development.

- The applicant has added policy that establishes that the proposed infrastructure will be reviewed at each phase of future development.

EMRB & Regional Relationships:

As discussed above, an Area Structure Plan is the conventional policy tool utilized to support a development of this scale, and the policy tool prescribed by the Municipal Development Plan for this development scenario. All new statutory plans must be referred to the Edmonton Metropolitan Region Board (EMRB) for approval to ensure conformity to the growth plan.

- The current application is supported by a conceptual scheme rather than an Area Structure Plan. A conceptual scheme does not require referral to the EMRB.
- Parkland County may be interpreted as operating in contravention of the Growth Plan which may negatively impact regional partnerships or future initiatives.

Analysis:

This Conceptual Scheme provides a policy framework to guide the development and ultimate buildout of the subject lands. This buildout will include the introduction of new uses to Parkland County, including: Resort Residential, Apartment; Resort Residential, Duplex; Resort Residential, Row Housing; Resort Residential, Single Detached. These development types will be fully serviced and allow for All Season Accommodation, with the intent of non-permanent residency. Such development will accommodate substantial population growth in this area that could seasonally exceed that of our Priority Growth Hamlets: Wabamun and Entwistle.

Administration identifies that the scale and type of development supported by the proposed conceptual scheme reflects a new development scenario for Parkland County. The Trestle Creek development outlined in the conceptual scheme will be unique to this development area, distinct from other resort developments in Parkland County.

Administration does not support the conceptual scheme as presented for the following reasons:

- The proposed conceptual scheme is not the appropriate policy tool to support this new development type.
- Municipal Development Plan 8.2.5g identifies that “new development along lakefront and riparian areas shall establish their maximum densities in an Area Structure Plan...”
 - The vision established in this Conceptual Scheme introduces new resort residential development types which are not currently contained in the Parkland County Land Use Bylaw, necessitating the concurrent LUB amendment.
 - Administration identifies that these new uses establish a residential development type that is distinct from the historical Trestle Creek development: Recreational Unit, Park Model.
 - Administration identifies that this new development type is along a riparian area and requires an Area Structure Plan.

Item 2: Bylaw 2023-08 Land Use Bylaw Text Amendment – Proposed TCRR District and Redistricting of Sec. 12-53-7-W5M to TCRR

The proposed Bylaw 2023-08 is a Land Use Bylaw amendment to create the new TCRR – Trestle Creek Recreational Resort District and apply it to Sec. 12-53-7-W5M with the exception of Block 1, Plan 892 2182. This bylaw amendment will see that the final quarter section, currently districted AGG – Agricultural General District, and the BRR – Bareland Recreation District, the current districting the Trestle Creek development, will be replaced with the new TCRR District. This amendment will allow the landowner to proceed with application for the final phases of the Trestle Creek development, which will include development types such as: RV / Park Models, Single Family Homes, Duplexes, Row Housing, Apartment Building, and various commercial developments.

The TCRR district will be unique to the Trestle Creek development introducing several new use classes to the Parkland County Land Use Bylaw. These new use classes will be specific to the TCRR district and not intended for use in the broader County. These new uses classes are as follows:

- Resort Residential, Apartment
- Resort Residential, Duplex
- Resort Residential, Row Housing
- Resort Residential, Single Detached
- Resort Residential, Secondary Suite

Each of these new use classes support the construction of residential buildings that contain one or more dwelling unit(s). These units are intended for recreational accommodation and not for permanent occupancy. These use classes are in line with the stated intent of this new district, which is to accommodate the development of a four-season, fully serviced, Bareland Condominium recreational resort community.

In addition to the new resort residential use classes listed above, the new TCRR District will also continue to include several uses from the current BRR District, such as: Recreational Unit, Park Model; Indoor Eating Establishment; Personal and Health Care Services, Recreational Vehicle Storage, and Service Station (among other uses). The new TCRR District will also introduce new uses to the Trestle Creek district, such as: Campground, Destination; Riding Arena; Accommodation and Convention Services; and Recycling Depot – Minor (among others).

Analysis:

The proposed district will introduce a new development scenario into Parkland County, allowing for four season, recreational accommodation. The district is composed of various new use classes to support non-permanent residential use throughout the year. The new use classes and the scope of activities offered in this new district will create a unique development within Parkland County, comparable only to the Rural Center District found in the Hamlets of Parkland County.

The structure of this district contrasts with the convention of the Parkland County Land Use Bylaw. The TCRR district is drafted as one district but with three sub-districts. This approach is comparable to the EUV – Entwistle Urban Village District, utilized for the Hamlet of Entwistle. Such an approach was the result of introducing the existing Entwistle Land Use Bylaw into the Parkland County Land Use Bylaw in response to the dissolution of Entwistle. The current EUV district will be reevaluated in the currently underway Land Use Bylaw Redesign. The practice of utilizing subdistricts can create confusion and inefficiency, the TCRR district will be reevaluated along with the EUV district during the Land Use Bylaw Redesign.

As noted above, a Conceptual Scheme is an administrative policy tool to guide subdivision, it is not a statutory document intended to inform development permit decisions, nor Land Use Bylaw amendments. While the Conceptual Scheme establishes and outlines the vision for the Trestle Creek development, it does not provide future direction to Land Use Bylaw amendments. The absence of statutory policy to clarify the intent of this district, at the Municipal Development Plan or Area Structure Plan levels, presents a challenge to future councils, residents, or developers, who may intend to make changes to the current district. Land Use Bylaw amendments are informed and guided by statutory policy, the current TCRR district has minimal statutory policy support in the MDP.

The district clearly identifies that the residential uses are not intended for permanent residency, which establishes the standard of use, and enables Parkland County to carry out enforcement action in the event of permanent residency. However, a development of this scale, and the nature of the activity in question (permanent versus non-permanent residency), create a scenario where Parkland County will not be able to effectively account for the residential activity. Should the Condo Board for Trestle Creek modify its bylaws to ensure non-permanent residency, the condo would be under no obligation to enforce on such a bylaw, nor to maintain such a policy within the bylaw – Parkland County has no authority over a condo corporation.

As noted above, the TCRR – Trestle Creek Recreational Resort District does not have the necessary policy support, as established in the Parkland County Municipal Development Plan. Administration identifies that a development of the scope and type established in the TCRR district requires further policy clarification to clearly establish the intent of this development in statutory policy. Administration does not support Bylaw 2023-08 Land Use Bylaw Amendment Adding TCRR District and Redistricting Sec. 12-53-7-W5M.

Public Consultation

Developer Open Houses

In support of the applications for Bylaw 2023-08 Land Use Bylaw Amendment and the supporting Conceptual Scheme for Section 12-53-7-W5M, WSP undertook an open house on April 30th, 2018. The open house was advertised to the 16 adjacent landowners within 1 mile of Trestle Creek via a mailout, and community publications, such as the Stony Plain Reporter and Drayton Valley Western Review, were also utilized. The open house occurred over three hours and was attended by 25 people. Ten feedback forms were collected, with the majority of respondents identified as “generally in support of the proposed development.” One feedback form stated that with the addition of condos and chalets, the development was growing too big.

Legislative Public Comment Period Conducted by Administration

In compliance with the requirements of the *Municipal Government Act*, Administration circulated the applications to internal stakeholders, relevant agencies, and adjacent landowners. In total there were three circulation periods: July 2018, August 2019, and September 2021.

First Circulation (July 2018):

- The formal comment period for the first circulation was between July 30th and September 13th, 2018.
- Written responses were received from Alberta Health Services and Alberta Environment & Parks identifying concerns and non-support for the applications.
- The proposed water supply, sewage disposal system, storm water management facility, and firefighting water availability were key items of concern for both agencies.
- It was noted that the existing drinking water supply exceeded the maximum acceptable concentration of Trihalomethanes (THMs) and both AHS and AEP objected to the development until a plan on THMs reduction to an acceptable level was submitted and approved.

Second Circulation (August 2019):

- The formal comment period for the second circulation was between August 21st and October 7th, 2019.
- Written response was received from Alberta Health Services indicating the same concerns as the first circulation period and maintained the requirement for a plan on THM reduction to be submitted and approved.

Third Circulation (September 2021):

- The formal comment period for the third circulation was between September 22nd and October 20th, 2021.
- Written responses were received from Alberta Health Services and Alberta Environment & Parks indicating that the resubmission did not address their original concerns regarding servicing, the capacity of the Entwistle Sewage Lagoon, and the THM levels in the existing drinking water system.
- Both agencies indicated that they object to the Conceptual Scheme without addressing these items.

Administration has not received a plan on THM reduction to date, and the Conceptual Scheme as proposed does not include policy to require this plan, nor to specify timing of the construction of a wastewater treatment facility due to the capacity limits of the Entwistle Sewage Lagoon.

Policy Framework Review

The policy frameworks relevant to the consideration of the proposed Conceptual Scheme and Land Use Bylaw amendment applications are as follows:

1. Edmonton Metropolitan Region Growth Plan (EMRB)

The Conceptual Scheme and Bylaw 2023-08 do not require a referral to the Edmonton Metropolitan Region Board, as these are not policy tools subject to EMRB evaluation and approval. However, administration identifies that Parkland County's Municipal Development Plan requires an Area Structure Plan for a development such as the one established in the proposed conceptual scheme. A new Area Structure Plan must be referred to the EMRB for evaluation and decision according to the EMRB Growth Plan and the Regional Agriculture Master Plan.

2. Parkland County Strategic Plan 2022-2025

The following policy statements have been expressed by Council within the current Parkland County Strategic Plan which support the proposed amendments:

- Pillar A - Complete Communities: We recognize the diversity of Parkland County's communities, while fostering a united and shared vision for Parkland as a whole.
Goal 3: To ensure that County infrastructure meets the needs of residents, business, and industry.
- Pillar B - Strategic Economic Diversification: We support the continuation and evolution of traditional economic activities, while pursuing new opportunities for diversified and sustainable growth.
Goal 1: To add emphasis to recreation and agri-tourism as economic drivers.
- Pillar D - Responsible Leadership: We maintain the public's trust through transparent and fair decision-making, superior service delivery, and effective management.
Goal 1: To ensure that County Council is supported by a robust and current framework of bylaws, policies, and plans.
Goal 5: To engage meaningfully with County residents on matters of importance to them using methods that work for them.

Municipal Development Plan (MDP) Bylaw No. 2017-14

The Conceptual Scheme and Bylaw 2023-08 are broadly consistent with section 8 (Recreation and Tourism Development) as well as several other Municipal Development Plan policies (see section 2.4 of the Conceptual Scheme for a detailed breakdown). However, administration identifies that the use of the Conceptual Scheme conflicts with policy 8.2.5g, which requires an Area Structure Plan to be created in support of this project.

Alternatives:

Item 1: Section 12-53-7-W5M Trestle Creek Golf Resort Conceptual Scheme

1. Council may decline to approve the Conceptual Scheme by resolution.
2. Council may direct Administration to return with an Area Structure Plan in support of the Trestle Creek development.

Item 2: Bylaw 2023-08 Land Use Bylaw Amendment & Redistricting

1. If Council desires to receive further information Council may adjourn the Public Hearing to continue to receive additional information accordingly.
2. Should Council be satisfied with the information received at Public Hearing, that the Public Hearing be closed and:
 - a. That Bylaw 2023-08 be presented to Council at this meeting for second and third reading.

- b. That Bylaw 2023-08 be presented for second and third reading on January 23, 2024, at a regular scheduled meeting of Council.

Conclusion/Summary:

Administration finds that according to the 2017-14 Municipal Development Plan, an Area Structure Plan is required to approve this development. Administration recommends that Council render a decision on the proposed Conceptual Scheme and Bylaw 2023-08 concurrently.

Item 1: Proposed Section 12-53-7-W5M Trestle Creek Golf Resort Conceptual Scheme

Administration does not support the Section 12-53-7-W5M Trestle Creek Golf Resort Conceptual Scheme as presented.

Item 2: Proposed Bylaw 2023-08 Land Use Bylaw Amendment & Redistricting

Administration does not support Bylaw 2023-08 as presented.

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Date written: December 18th, 2023.