

**Topic: Conceptual Scheme for Section 11-53-26-W4M and Related Acheson Industrial Area Structure Plan Amendments and Land Use Bylaw Redistricting**

Item 1: Bylaw 2018-31 Amendments to the Acheson Industrial Area Structure Plan

Item 2: Bylaw 2018-32 Land Use Bylaw Redistricting IRD-Industrial Reserve District to BI-Business Industrial District and MI-Medium Industrial District

Item 3: Conceptual Scheme Sec. 11-53-26-W4M

**Introduction:**

Three (3) planning applications have been submitted by EDS Group Inc., on behalf of Parkland Estates Development Corp., D&F Blounas Holdings Ltd., and Brenmar Holdings for lands located within the north east portion of Acheson, Zone 2. The applications include amendments to the Acheson Industrial Area Structure Plan (ASP), a Land Use Bylaw (LUB) Redistricting and a new Conceptual Scheme for lands located within Section 11-53-26-W4M. The primary **objective of these amendments are to move approximately 86 hectares (213 acres) from “outside of ASP timelines” to ready for development”** and to redistrict a portion of the Section from IRD-Industrial Reserve District to BI- Business Industrial and MI- Medium Industrial land use districts.

**Facts (Background Information):**

The subject lands are currently identified as constrained and delayed within the Acheson Industrial Area Structure Plan (ASP). **At the time of the ASP’s conception (2014) the** existing oil and gas infrastructure within the eastern half of this section of land was thought to be a significant and long-term encumbrance and constraint. Since that time, Acheson has seen development growth and development pressures and this application is in response to the market demands for additional Industrial lands. The landowners have determined that it is economically feasible to proceed with development in the short-term. The Acheson Industrial ASP provides provisions for lands that are identified as constrained and delayed to proceed with development which are out of step with the phasing identified in the ASP subject to six (6) conditions. The completion of the Conceptual Scheme outlines how these conditions will be met which include:

- a) The developer has provided full municipal servicing on their site;
- b) The developer has retained all Alberta Transportation approvals, and complies with applicable Alberta Transportation plans;
- c) All Alberta Energy Regulator (AER) setback requirements and applicable Federal and Provincial health and safety regulations for development near oil infrastructure have been met;
- d) All on-site decommissioning or land reclamation required on a particular site has been completed, and copies of reclamation certificates can be provided to Parkland County;
- e) The developer has complied with the policies in the Area Structure Plan and with other applicable municipal, Provincial, and Federal policies, standards, legislation and agreements; and
- f) Development is adjacent to a parcel, or portion of a parcel which has existing municipal servicing.

It is noted that a 30 hectare (76 acre) parcel located within the north east quarter has not been included in the Land Use Bylaw Redistricting (the **“Treeter Lands”**). This land owner was not active in the preparation of the applications and have not undertaken the due diligence to support the land use amendments to this parcel. When the owners of this parcel choose to develop, amendments to the Conceptual Scheme and an additional redistricting application would be required. In the meantime, the active developers will be required to negotiate with the non-participating landowner when access for roads and utilities are required to cross their lands.

## **Item 1: Bylaw 2018-31 Acheson Industrial Area Structure Plan Amendments**

Proposed Bylaw 2018-31 are text and map amendments to the Acheson Industrial Area Structure Plan Bylaw 2014-29. The proposed amendments propose to remove the east half of the Section 11 lands from "Constrained and Delayed Development" as identified in the ASP to "Available for Development". This change triggers text and statistical changes to the ASP as approximately an additional 86 hectares will become available for development. The amendments also include recent discussions regarding the Memorandum of Understanding with the City of Edmonton regarding upgrades and cost sharing for 231 Street which in turn triggers related traffic amendments.

### **Analysis:**

The map and text amendments to the ASP proposed by the applicant are in compliance with the intent and direction of the ASP and the Conceptual Scheme confirms that conditions to develop out of step with the phasing forecasted by the ASP will be met. The proposal is in alignment in terms of future land uses by identifying Business Industrial uses fronting onto HWY 16 (Yellowhead Highway) and Medium Industrial uses being located in less visible integral areas.

Administration is supportive of the proposed amendments to the Acheson Industrial Area Structure Plan for the following reasons:

- The proposed amendments are in alignment with the policies of the Acheson Industrial Area Structure Plan.
- The proposed amendments are in alignment with the goals and objectives of the Edmonton Metropolitan Region Growth Plan.
- The proposed amendments reflect the recent Memorandum of Understanding signed by Parkland County and the City of Edmonton regarding 231<sup>st</sup> Street.
- The City of Spruce Grove has no objections to the proposed amendments.
- The proposed amendments bring new investment and job opportunities to Major Employment Area.

## **Item 2: Bylaw 2018-32 Redistricting of Pt. Sec 11-53-26-W4M from IRD to BI and MI**

The proposed Bylaw 2018-32 is a Land Use Bylaw amendment to redistrict approximately 22.53 hectares (55.67 acres) of land from the IRD-Industrial Reserve District to BI-Business Industrial District; and approximately 156.73 hectares (387.29 acres) from IRD- Industrial Reserve District to MI-Medium Industrial District. This amendment will allow the landowners to proceed with development in accordance with the relevant land use district for their lands.

The lands to be redistricted from IRD-Industrial Reserve District to the BI-Business Industrial District totaling approximately 22.53 hectares are identified as:

THE NORTHERLY ONE THOUSAND TWO HUNDRED AND EIGHTY SEVEN (1287)  
FEET IN PERPENDICULAR WIDTH THROUGHOUT OF  
THE NORTH EAST QUARTER OF SECTION ELEVEN (11)  
TOWNSHIP FIFTY THREE (53)

RANGE TWENTY SIX (26)  
WEST OF THE FOURTH MERIDIAN  
CONTAINING 30.6 HECTARES (75.5 ACRES) MORE OR LESS  
EXCEPTING THEREOUT:

- A) 1.21 HECTARES (3.01 ACRES) MORE OR LESS AS SHOWN ON ROAD PLAN 4784TR.  
B) 6.86 HECTARES (16.95 ACRES) MORE OR LESS AS SHOWN ON ROAD PLAN 8220788  
EXCEPTING THEREOUT ALL MINES AND MINERALS

The lands to be redistricted from IRD-Industrial Reserve District to MI-Medium Industrial District totaling approximately 156.76 hectares are identified as:

MERIDIAN 4 RANGE 26 TOWNSHIP 53  
SECTION 11  
QUARTER SOUTH EAST  
CONTAINING 64.7 HECTARES (160 ACRES) MORE OR LESS  
EXCEPTING THEREOUT:

- A) 0.332 HECTARES (0.82 ACRES) MORE OR LESS FOR RIGHT OF WAY OF THE GRAND TRUNK PACIFIC RAILWAY AS SHOWN ON RAILWAY PLAN 6267R
  - B) 0.049 HECTARES (0.12 ACRES) MORE OR LESS FOR ROAD, AS SHOWN ON ROAD PLAN 7821086
  - C) 0.370 HECTARES (0.91 ACRES) MORE OR LESS FOR ROAD, AS SHOWN ON ROAD PLAN 8121512
- EXCEPTING THEREOUT ALL MINES AND MINERALS

AND

MERIDIAN 4 RANGE 26 TOWNSHIP 53  
SECTION 11

QUARTER SOUTH WEST  
CONTAINING 64.7 HECTARES (160 ACRES) MORE OR LESS  
EXCEPTING THEREOUT:

	HECTARES	(ACRES) MORE OR LESS
A) PLAN 1121029 – ROAD	0.151	0.373

EXCEPTING THEREOUT ALL MINES AND MINERALS

AND

MERIDIAN 4 RANGE 26 TOWNSHIP 53  
SECTION 11

QUARTER NORTH WEST  
CONTAINING 65.2 HECTARES (161 ACRES) MORE OR LESS  
EXCEPTING THEREOUT: HECTARES (ACRES) MORE OR LESS

A) ALL THAT PORTION COMMENCING AT THE NORTH WEST CORNER OF THE QUARTER SECTION; THENCE EASTERLY ALONG THE NORTH BOUNDARY THEREOF 800 FEET; THENCE SOUTHERLY AND PARALLEL TO THE WEST BOUNDARY OF THE QUARTER SECTION 600 FEET; THENCE WESTERLY AND PARALLEL TO THE SAID NORTH BOUNDARY TO A POINT ON THE SAID WEST BOUNDARY; THENCE NORTHERLY ALONG THE SAID WEST BOUNDARY TO THE POINT OF COMMENCEMENT

**CONTAINING** .....4.45 11.0

B) ALL THAT PORTION COMMENCING AT A POINT ON THE NORTH BOUNDARY OF THE SAID QUARTER SECTION 800 FEET EAST OF THE NORTH WEST CORNER THEREOF; THENCE SOUTHERLY AND PARALLEL TO THE WEST BOUNDARY OF THE SAID QUARTER SECTION 400 FEET; THENCE EASTERLY AND PARALLEL TO THE SAID NORTH BOUNDARY 1150 FEET; THENCE NORTHERLY AND PARALLEL TO THE SAID WEST BOUNDARY TO A POINT ON THE SAID NORTH BOUNDARY; THENCE WESTERLY ALONG THE SAID NORTH BOUNDARY TO THE POINT OF

**COMMENCEMENT CONTAINING**..... 4.27 10.55

- C) PLAN 1973TR - ROAD 0.429 1.06
- D) PLAN 8421628 - ROAD 1.78 4.40
- E) PLAN 8521638 - ROAD 0.0977 0.24
- F) PLAN 9925522 - ROAD 2.78 6.87
- G) PLAN 0721621 - ROAD 0.138 0.34
- H) PLAN 1121029 - ROAD 0.095 0.235
- I) PLAN 1620416 - SUBDIVISION 13.20 32.62
- J) PLAN 1722289 - SUBDIVISION 9.15 22.61
- K) PLAN 1722291 - ROAD 0.582 1.44

### Analysis:

The proposed redistricting is in alignment with the goals, intention and policies of the Acheson Industrial Area Structure Plan highlighted by Business Industrial Uses being located along major transportation corridors. This proposed redistricting will allow development of Business and Medium Industrial development to proceed in accordance with the proposed Conceptual Scheme and Area Structure Plan. Additionally, the proposed redistricting complies with the goals of the Municipal Development Plan by proceeding with industrial development within a Major Employment Area.

The proposed development **supports the following guiding principles articulated in Parkland County's Long-Term Strategic Plan:**

- a) To effectively pursue and manage new opportunities to stimulate economic growth, increase investment, and diversify our economy.

For the above reasons, Administration supports the redistricting of Pt. Section 11-53-26-W4M from IRD-Industrial Reserve District to BI-Business Industrial and MI-Medium Industrial Land Use Districts.

### Item 3: Council Resolution: Conceptual Scheme Acheson Zone 2 Section 11-53-26-W4M

The proposed Area Structure Plan amendments and Redistricting are supported by a Conceptual Scheme developed by the applicant group in coordination with County Administration. The Conceptual Scheme provides a policy framework to guide the development and ultimate buildout of the subject lands. The lands subject to the Conceptual Scheme are very diverse with different ownership groups. The document identifies four (4) policy areas which have varying levels of constraints and addresses through policy, how these constraints will be required to be addressed or mitigated prior to development, thus allowing for development in the short-term. Significant consultation on the Conceptual Scheme was undertaken with the City of Edmonton culminating in the execution of a Memorandum of Understanding between Parkland County and the City of Edmonton regarding upgrades and cost sharing of 231 Street. The Conceptual Scheme requires consultation, referral and consent from Edmonton for any future subdivision applications that require direct access to 231 Street.

### Analysis:

Administration have worked closely with the applicants to develop a policy oriented Conceptual Scheme. The Conceptual Scheme ensures that the requirements from the Area Structure Plan, Municipal Development Plan and Provincial Agencies are met prior to subdivision approval and registration. Portions of these lands are highly encumbered with Oil and Gas infrastructure, the Conceptual Scheme identifies this infrastructure and provides policy to ensure reclamation and discontinuation is completed in a responsible way in accordance with Alberta Energy Regulator and Alberta Environment and Parks requirements. The proposed Conceptual Scheme was developed using the Acheson Industrial Area Structure Plan as the overarching policy direction and was written specifically to comply with the Area Structure Plan.

### Public Consultation

#### Developer Open Houses

In support of the applications for Bylaws 2018-31 and 2018-32, Environmental Design Group undertook two (2) Public Open Houses (December 11, 2017 with an afternoon and evening session) where they presented their plans

for the proposed amendments. These open houses were advertised in the Spruce Grove/Stony Plain Reporter-Examiner, additionally over 500 invitations were mailed to adjacent residents, businesses and landowners within the County and the City of Edmonton. The consulting group did not have an attendance sign-in sheet however, it is estimated that approximately nine (9) individuals were in attendance at the two (2) sessions. Comment sheets were made available, only three (3) comment sheets were returned. The topic of these concerns were largely related to transportation concerns including upgrades to 231 Street, all three (3) comment sheets identified that concerns and questions had been addressed at the meeting.

#### Legislative Public Comment Period Conducted by Administration

In compliance with the requirements of the *Municipal Government Act*, Administration circulated the application to internal stakeholders, relevant agencies, adjacent land owners and the City of Edmonton Intermunicipal Referrals. The formal comment period was between January 11, 2018 and February 26, 2018. In total nine (9) written responses from agencies were received and two (2) from adjacent landowners by Administration. A formal Public Consultation Report is attached to this document.

ATCO Pipelines originally objected to the application as it was unclear if the proposed stormwater management facilities would meet the required Alberta Energy Regulator setbacks, a revised plan was circulated to ATCO Pipelines and no response was received by the County. Administration is not concerned with the objection as the final siting of onsite infrastructure is a detailed matter which would be determined at the time of subdivision. As a standard referral ATCO Pipelines will be referred all subdivision applications at the time of application referral.

### **Policy Framework Review**

The policy frameworks relevant to the consideration of the proposed ASP amendment and redistricting applications are as follows:

#### 1. Edmonton Metropolitan Region Growth Plan

Bylaw 2018-31 does require a referral to the Edmonton Metropolitan Region Board, as the application includes map and text amendments to the Acheson Industrial Area Structure Plan. An informal referral was forwarded to EMRB staff who did not have any concerns with the proposed amendments. County Administration has identified that the proposed amendments are in compliance with the Regional Growth Plan as Acheson is identified as a part of the Metropolitan Area and a Major Employment Area.

#### 2. Parkland County Long-Term Strategic Plan 2040 and Beyond

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

To effectively pursue and manage new opportunities to stimulate economic growth, increase investment, and diversify our economy.

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

The proposed amendments are consistent with Section 5 ("**Economic Competitiveness and Employment**") of the **County's MDP**. The subject lands are identified Major Employment area on Figure 7 – Development Concept of the MDP. Figure 4-Natural Resource Consideration identify this area as having a medium to high concentration of oil and gas well activity. The Conceptual Scheme provides policy and requirements to ensure these constraints are addressed prior to subdivision and development occurring.

Major Employment Area is defined as:

*Major employment areas accommodate significant concentrations of business and economic activities for commercial, light industrial and medium industrial development with regional significance. Major employment areas require significant transportation infrastructure and good access to regional and*

*national markets. Acheson Industrial and Fifth Meridian Industrial are major employment areas within Parkland County.*

4. Acheson Industrial Area Structure Plan Bylaw No: 2014-29

The applicant is proposing text and map amendments to the Area Structure Plan that removes approximately 86 hectares of land that is identified as constrained and delayed development into ready for development. The completion of the Conceptual Scheme ensures that the proper steps are taken in accordance with the Acheson Industrial Area Structure Plan and Provincial regulations to ensure safe and responsible development. The proposed amendments comply with the overall policy direction provided within the Area Structure Plan. The amendments are detailed in the attached red-lined version of the Acheson Area Structure Plan.

### **Alternatives**

1. Council may defeat Bylaw Nos. 2018-31 and 2018-32 at first reading.
2. Council may direct Administration to complete amendments to the Conceptual Scheme.

### **Conclusion/Summary**

Administration finds all three (3) applications in alignment with the Edmonton Metropolitan Region Growth Plan, **Parkland County's** Long-Term Strategic Plan, the Municipal Development Plan and Acheson Industrial Area Structure Plan, and therefore supports the proposed bylaw amendments and recommends that Council give first reading and set the Public Hearing date for Bylaw Nos., 2018-31 and 2018-32.

**AUTHORS:** Karen Oxley RPP, MCIP

Department: Planning and Development

Date written: November 27, 2018

**Topic:** Conceptual Scheme for Section 11-53-26-W4M and Related Acheson Industrial Area Structure Plan Amendments and Land Use Bylaw Redistricting

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Item 3: Conceptual Scheme Sec. 11-53-26-W4M

### **Introduction:**

Bylaws 2018-31 and 2018-32 were given first reading by Council on December 11, 2018 and were set to return for Public Hearing and Second Reading on January 22, 2019. The information reported on these applications was previously circulated in the Administrative Report dated December 11, 2018 (attached) and is still considered accurate. This report highlights additional information received subsequent to first reading.

### **New Information (since December 11, 2018)**

Subsequent to First Reading, the City of Edmonton raised objections to the proposed wording of two (2) amended policies within the Acheson Industrial Area Structure Plan Bylaw 2014-29. These wording amendments have been made and are reflected in both the Acheson Industrial ASP amended document as well as within Bylaw 2018-31 presented within the Agenda Package. The nature of the wording changes are considered minor, and are in regard to the Memorandum of Understanding regarding 231 Street as well as the planned review of the Conceptual Plan for 231 Street and provides more policy flexibility to both the County and the City regarding negotiations and upgrades to 231 Street.

### **Additional Public Comments (Received after December 11, 2018)**

One additional letter was received by the County from Tidewater Midstream. No concerns or objections are raised in the letter, however they are providing notice of conducting their own research regarding the impacts of this application on their operations. This letter has been included in the Public Consultation Report addendum attached to this Agenda Package.

### **Alternatives**

3. Council may defeat Bylaw Nos. 2018-31 and 2018-32 at second reading.
4. Council may direct Administration to complete amendments to the Conceptual Scheme and the Acheson Industrial Area Structure Plan.

### **Conclusion/Summary**

Administration finds all three (3) applications in alignment with the Edmonton Metropolitan Region Growth Plan, **Parkland County's Long-Term Strategic Plan**, the Municipal Development Plan and Acheson Industrial Area Structure Plan, and therefore supports the proposed bylaw amendments and recommends that Council give second reading for Bylaw Nos., 2018-31 and 2018-32 and refer Bylaw 2018-32 to the Edmonton Metropolitan Region Board.

**AUTHORS:** Karen Oxley RPP, MCIP  
Date written: January 10, 2019

Department: Planning and Development

Previously Circulated