

DISCUSSION

1. Amendment Revised After 1st Reading

The Applicant has submitted a revised re-districting amendment which is shown in Schedule A and Amended Proposed Redistricting Map. These changes reflect the direction from Council at first reading and recommendations by Administration. The changes depict an increase in the area to be re-districted to PC-Conservation District. This area can be dedicated as Environmental Reserve at the time of subdivision and will include all areas subject to the 1:100 year floodplain.

The applicant has also submitted a **Supplementary Letter** by the Biologist analyzing the location of the internal road. The Biologist recommends **Option 2**, using the existing road location that is within 30.0 metres of the Shore of Hubbles Lake. Option 2 will avoid the unstable slopes that would be encountered if the road was located outside the 30.0 m buffer. For the portion where the internal road is within 30.0 metres of the shore, the proposed PC-Conservation District has been reduced to a minimum 17.10 metres in width. To ensure the road causes minimal impacts to Hubbles Lake the Biologist recommends the following:

- i. The road should stay out of the sandy area around the beach on Hubbles Lake;
- ii. Removal of any treed vegetation between the edge of the road and the shore of the Lake should be avoided.

Administration is in agreement with the location of the proposed road and therefore the proposed location of the PC district. The concept uses the existing road location on the subject lands that was part of the original campground. As indicated by the Biologist, relocating the road further south as shown in **Option 1** could cause adverse impact to Hubbles Lake due to the unstable slopes in this area. Although some of the existing road may be reclaimed on the west side as part of the re-development, the existing road to remain is the best location to connect the subdivision on either side of Allan Beach Pond and produces the least amount of disturbance.

2. The Overall Project

Amend Land Use District Map 7 within the County's Land Use Bylaw (No. 20-2009) to re-district lands located at Pt. NE-9-53-1-W5M (*C of T #072 739 421*) from the CR – Country Residential District to the BRR – Bareland Recreational Resort District and the PC – Conservation District to accommodate the developer's intention to re-develop the Allan Beach resort into a Bareland Recreational Resort.

3. Introduction

On July 1, 2009, Council adopted Land Use Bylaw No. 20-2009 in which Council included a new district called the BRR-Bareland Recreational Resort District which contemplates '*condominium recreational vehicle resort development in association with amenity features*'. Additionally, the developer is proposing to district a portion of the lands adjacent to Hubbles Lake and Allan Beach Pond as PC – Conservation. The intention for these lands to be districted PC is to provide limited public access to the lake and conservation of Allan Beach Pond. The developer has submitted a proposal to convert the lands from a campsite to a condominiumized recreational resort that would contain 180 Recreational Vehicle lots. These lots will meet the minimum lot sizes under the BRR District. The developer is proposing to increase the building setbacks within the lots to provide additional buffering between existing residential landowners and neighbouring BRR lots.

The lands commonly referred to as Allan Beach resort are located on the west side of Range Road 13 (Allan Beach Road) between Highway 16 (Yellowhead) and Highway 16A (Parkland Highway) on the east shores of Hubbles Lake. The subject lands are bounded on the north and south by existing traditional country residential subdivisions, being Clearwater Estates and Hubbles Lake subdivision respectively. The resort historically operated between the early 1950's until 2008 as an on-route campground approval for 183 RV and tent sites along with a publicly accessible beach. Services for the on-route campground were provided by two on-site water wells and septic fields. Formal operations of the on-route campground were ceased in September of 2008 and the site was cleared of all previously existing improvements in preparation for the proposed re-development. A previous application for a bareland condominium was defeated by Council in 2010. Though also a proposed bareland condominium, the previous application was for a new Direct Control district, not the BRR district that is currently in the Land Use Bylaw. A few major differences the previous application had was Administration did not consider it seasonal as it contemplated cabins akin to single family dwellings, and the lot sizes were smaller than the minimum lot size contemplated in the BRR district.

The titled area is 15.0 ha (37.07 ac), of which approximately 1.95 ha (4.82 ac) constitutes a provincially claimed water body (Allan Beach pond), resulting in a net titled area of 13.05 ha (32.25 ac). The lands are comprised of varied topography, with an overall elevation change of approximately 18 metres (59.06 ft) east to west across the site. The lands are primarily forested by poplar trees with interspersed birch and spruce trees. The soils area comprised of layers of sand, silt, and clay.

4. Outline Plan Review

The Outline Plan, dated March 2012, includes several reports submitted in support of this proposed development and the accompanying amendment to the Land Use Bylaw (LUB). Overall, the Outline Plan and the supporting documentation are comprehensive for the consideration of this amendment. In general, the reports meet the requirements as set out in the County's procedures for Outline Plans (PD 033-P1).

a) Groundwater Supply Report

A Groundwater Well and Aquifer Assessment Report was submitted in support of the proposed amendment. This report was written by AECOM and is dated May 2011. The report is authenticated according to APEGGA's *Practice for Authenticating Professional Documents* and has been prepared by a professional engineer. Administration has reviewed the report and provides the following findings from the report:

- i. These wells will not be in continual use as the proposal is for a seasonal recreational resort where the wells will be used intermittently allowing for the aquifer to recover.
- ii. Both water wells produce groundwater that is under the influence of surface water as Hubbles Lake recharges the aquifer.
- iii. The report also indicates that Hubbles Lake also acts as somewhat of a recharge boundary where the drawdown decreases as the wells are pulling water from both the lake and the aquifer.
- iv. The neighbouring wells on the north side of the lake well see little to no drop in available head.
- v. Calculations based on continual well use over a 20 year period established a drop in water level for wells on the south side of the lake; however, it was found that the aquifer would be able to recover when considering the recharge from Hubbles Lake and that the wells are to be used intermittently and not continually.

- vi. After a 24-hour pump test, the west well recovered to 90% original water level after ten minutes. The east well recovered to 90% original water level after fifteen minutes.
- vii. The well water will have to be treated to ensure that the quality of water meets Health Canada's Guidelines for Canadian Drinking Water Quality (2007).

AECOM recommends that, based on sustainable yields, that both wells be licensed by Alberta Environment at a rate of 65.5 m³/day (10 lgpm). Higher pumping rates can be sustained for short periods of time as long as the aquifer is allowed to recover. Administration would ensure that all Alberta Environment approvals would be in place prior to allowing the developer to register the condominium plan/lots with Land Titles.

b) Floodplain Delineation

A Floodplain Delineation Report was submitted in support of the proposed amendment. The report was written by Sameng Inc. and is dated May 11, 2012. The report is authenticated according to APEGGA's *Practice for Authenticating Professional Documents* and has been prepared by a professional engineer. Administration has reviewed the report and provides the following findings from the report:

- i. It is believed that Hubbles Lake and Allan Beach Pond have hydraulic connectivity via groundwater which regulates the water elevation between the two water bodies.
- ii. A review of historical air photographs did not show any overflow or flooding of the pond.
- iii. The highest water elevations were recorded in 1981 and 1991 where the elevation was 729.01 above mean sea level (amsl).
- iv. The 1:100 year floodplain elevation has been determined to be 729.239 amsl within the Allan Beach Resort site.
- v. A freeboard of an additional 0.50 metres was determined to be appropriate for this site. Therefore, all permanent structures and buildings within the Allan Beach Resort site should be constructed at a minimum elevation of 729.74 amsl to ensure flooding protection against a 1:100 year flooding event.

c) Conceptual Servicing Brief

A proposed conceptual servicing brief has been prepared by IBI Group and submitted by the developer in support of the amendment. The purpose of the design brief is to provide an overview of the major infrastructure components being proposed to service the lots.

- i. The **water distribution system** is proposed to be sourced from the two existing groundwater wells. The water distribution system will include a water treatment plant which will in turn pump treated water through the proposed distribution system thereby providing potable water to individual lots.
- ii. The **wastewater collection storage and disposal system** will be conveyed from the individual lots to holding tanks through a low pressure sanitary sewer collection system to centralized holding tanks. The effluent from the holding tanks will be collected by truck and disposed of at the wastewater dump station operated by the Alberta Environment Capital Wastewater Sewage Commission.
- iii. The **stormwater drainage system** will drain through roadways ditches and swales. These swales and ditches will be planted as to provide water treatment as well as conveyance to the point of discharge. Prior to discharging to either Hubbles Lake or Allan Beach Pond, the drainage flows will flow through oil/grit separators in order to provide a last level of treatment to remove pollutants. Approvals will be required from Parkland County and Alberta Environment prior to allowing the developer to register the condominium plan/lots with Land Titles.

- iv. The **electrical and natural gas distribution system** is proposed to be an underground distribution system and installed in order to provide individual services to each lot. The system will be aligned with the adjacent roadways.
- v. **Roadways** will be asphaltic pavement with a proposed width of 7 metres and approximately 12-14 metres wide including roadside ditches. The developer will have to ensure that the ultimate roadway design and construction is approved by the County's Engineering Services Department.

Administration has some concerns with the location of the servicing infrastructure when compared to the proposed development concept. Parkland County's Planning and Development and Engineering Departments will evaluate and consider the Condensed Servicing Design Brief in combination with the proposed condominium plans at the subdivision stage, should Council agree to the amendment.

d) Slope Stability and Shallow Water Table Report

This report was originally prepared for the previous developer and requires some updates to make it current with the present proposal. The changes are minor and will not impact Council's ability to proceed with giving first reading to the proposed Bylaw. The soil conditions for the site are varied from clay to peat. The water table is located between 2.3 and 17.6 metres below ground surface. This separation exceeds Parkland County's requirement of 2.13 metres.

The author indicates that there is minor erosion of slopes as a result of the previous campsite development activity. As a result, Administration will require additional site specific information at the subdivision stage to ensure that erosion mitigation measures and controls are incorporated into the detailed engineered design as well as the final lot layout. Alternatively, Council could ask for additional information prior to second or third reading.

e) Biophysical Assessment Report

The biophysical assessment report is generally well done and identifies areas that are to be conserved. The report does indicate that a referral should be sent to Public Lands to ensure that the small wetlands in the north east corner of the subject lands are not to be claimed by the province. The author of the report identifies, that the current plans for the development will be located in the open blocks of land that is presently being used for cultivation and that the forested areas should be conserved as natural areas. The proposed sanitary sewer system should be located in the south eastern portion of the subject lands. The author concludes that this project is not anticipated to "tip the balance" of impacts resulting in a significant cumulative effect. Finally, this report provides several recommendations that will guide the environmental sustainability for the development through to the subdivision and development phases, should Council consider approving this amendment.

f) Traffic Impact Assessment

The County's Engineering Services Department was provided a copy of the Traffic Impact Assessment (TIA) on June 14, 2012. Engineering Services is satisfied with the findings in the TIA for the purposes of amending the Land Use Bylaw. Administration has referred the Bylaw to Alberta Transportation. At the time this report was written no comments had been received.

g) Public Consultation

In the Outline Plan, the developer has included a significant amount of information on their open houses that were held January 25, 2012 and February 8, 2012. The efforts of the developer to engage the public does meet the requirements as set out in the County's procedures for Public Consultation Requirements for Planning and Development Processes (PD-011-P1). The public input and feedback can be found in Appendices A through E. In summary, the three main issues brought to the developer's attention were:

1. A desire to not have full-time residences built on the BRR lots;

2. A desire to move away from the park model style units which were originally proposed; and
3. Will there be enough potable water to service the new development without interfering with existing users?

The developer has made an effort to address the issues raised by those that attended the open houses by limiting services to spring, summer and fall months, limiting the structures to recreational vehicles only, and submitting the appropriate geotechnical reports that assess the water supply that will come from the underlying aquifer.

5. **Capital Region – Land Use Plan Compliance**

Administration has identified the following relevant principles and policies within the Capital Regional Land Use Planning documents that guide development outside of the identified Priority Growth and Cluster Country Residential Areas:

a) **Growth Outside of Priority Growth Areas**

Within the Capital Region Board's Land Use Plan (Appendix 2), the Capital Region Board (CRB) adopted policies to govern growth and development of the member municipalities. Policy II(C) - "Allow Growth Outside of Priority Growth Areas" identifies that all municipalities should be allowed to have growth, appropriate to their size and as per the Principles and Policies of the Plan as long as the growth is contiguous to existing development, the level of services are appropriate, and that the development will not adversely impact the provision of regional services.

The Allan Beach development is considered to be outside the priority growth areas and the likelihood of regional servicing being extended westward to this area of the County in the near future may be remote, especially for sanitary sewer services. Therefore, Parkland County may consider the re-development of the subject lands as the proposed resort will not adversely impact the provision of regional infrastructure required to service the Priority Growth Areas.

b) **Privately Owned Communal Servicing**

An additional policy highlighted within the Land Use Plan adopted by the Capital Region Board on March 15, 2009 applies when considering the proposed MDP amendments. Policy II(E)(i) states that Country residential uses shall be allowed in designated areas in a clustered form in order to preserve environmental or open space features. Such developments shall utilize communal water and sanitary services. Private communal services may be allowed at the discretion of the Municipality.

Within the October 2009 Addendum to the Capital Region Growth Plan (Appendix E, page 69) "Communal System" is defined as water and sanitary sewer services that service an **entire subdivision** and are developed to a standard acceptable to Alberta Environment or the approval authority having jurisdiction. As a result, the creation of a bareland condominium through subdivision and then operated as the same pursuant to the Condominium Property Act for permanent residential use could be considered to be serviced by a "communal system".

c) **Support Regional Economic Development**

Policy VI(B)(ii) recommends the provision of a wide variety of social, educational, recreational and cultural amenities to attract and retain a diverse range of people. This amendment will allow for the creation of a Bareland Recreational Resort which will provide recreational opportunities to attract visitors to the area.

6. **Municipal Development Plan Compliance**

In 2010, Council amended the Municipal Development Plan to include policies directing how the Bareland Recreational Resorts should be developed. This proposal complies with Sections 3.20, 3.21, 3.22, and 3.23 of the County's Municipal Development Plan.

7. Glory Hills Area Structure Plan Compliance

The Glory Hills Area Structure Plan was amended in 2010 to accommodate a previous proposal on the subject lands. The amendment allows the use and installation of privately owned communal water and sanitary sewer services. This proposal complies with the relevant sections of the Glory Hills Area Structure Plan.

8. Land Use Bylaw Compliance

The Land Use Bylaw includes a district called the BRR – Bareland Recreational Resort District that contains a number of subdivision and development controls. This proposal, in its current form, meets the intent of the district.

9. Referrals

The application has been advertised in the newspaper, referred to adjacent landowners, Alberta Transportation and Public Lands. All written comments have been attached as part of the submission. At the time this report was written, no comments were received from Alberta Transportation, Public Lands or other agencies. Two sets of written comments were received and have been attached for Councils consideration.

JUSTIFICATION

Administration supports Bylaw 30-2012 and recommends that Council give second and third reading to the Bylaw. The natural amenities of the site, plus the historical use of the property for many decades as an on-route campground support this request to re-develop the site as a Bareland Recreational Resort. The completions of the Outline Plan and accompanying reports have demonstrated, in Administration's opinion, that the lands can sustainably be re-developed into a Bareland Recreational Resort. Further work regarding environmental protection will be required through the subdivision stage should Council agree to complete the requested amendment, or revised amendment suitable to Council. The local water source is capable of supporting the development and that the development is prepared to complete permanent off-site truck haul of its sanitary sewer.