

Attachment 4

Research and Public Engagement Summary

For Bylaw 2016-26 Land Use Bylaw Amendment for Cottage Industry Use

December 2016

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1. Background research

1.1. Purpose

Conducting a background research of Land Use Bylaws in Alberta and other provinces provides an insight into how other municipalities may be responding to rural economic trends via land use regulations.

Using this information, Administration is able to choose the best approach to amending the Land Use Bylaw.

1.2. Summary

Researching other Land Use Bylaws across Alberta and other provinces has shown that several other municipalities do address certain types of niche and agri-related rural business uses.

Of particular note is BC's Fraser Valley District zoning bylaws. They have termed all home based industries including artisan and farm related rural businesses as "cottage industries" (highlighted in below table).

Summary of relevant land use regulations

Name, Bylaw	Rural business related definition / regulations
Cypress County, LUB 2011	<ul style="list-style-type: none"> Currently amending LUB to include a new land use district "Rural Commercial", for more permanent businesses on primarily agricultural lands i.e. auto repair shop
Strathcona County, LUB 2015	<ul style="list-style-type: none"> In RA – Rural Residential/Agriculture zone: <ul style="list-style-type: none"> Agricultural product stand is a permitted use (Section 9.10)
Sturgeon County, LUB 1996	<ul style="list-style-type: none"> In AG – Agricultural zone: <ul style="list-style-type: none"> Guest Ranch is a discretionary use. Guest Ranch shall be secondary to primary residence and up to 15 accommodation units
Guelph-Eramosa Township, Ontario Zoning By-law (2009)	<ul style="list-style-type: none"> In Agricultural zone: <ul style="list-style-type: none"> "Rural Home Industry" use is allowed for businesses but clearly secondary to agricultural use (3-11) "Farm produce sales outlet" for grocery stalls is an allowed use (6-1)
Fraser Valley District, BC Zoning Bylaws 823 & 801 (Rural Portions Areas A & B)	<ul style="list-style-type: none"> In Agricultural zone: <ul style="list-style-type: none"> Agricultural Products Sales Use is allowed; but only accessory to farming use and limited to one building less than 323 sq.ft. In rural and agricultural zones, Home Industry uses are allowed. They include: <ul style="list-style-type: none"> Home Occupation Artisan Craft Workshop (e.g. pottery, antique furniture repair, woodworking, etc.) Cottage Industry: may include retail, office and storage accessory to residential / farming uses, e.g. bakeries, wood & metal working facilities, packing food from farm, wineries, locksmiths, gunsmiths, print shops, photography studios, landscape contractors, etc.

Thompson-Nicola Regional District, BC Zoning Bylaw 2400	<ul style="list-style-type: none"> • In agricultural zones, <ul style="list-style-type: none"> - Winery/Cidery/Microbrewery is an allowed principle use, and “Rustic Guest Ranch” is an allowed accessory use - Agri-tourism is an allowed use (tourist activity & accommodation, service or facility accessory to farm uses) • In Rural Zone, “Rustic Guest Ranch” is an allowed accessory use (seasonal accessory use as part of agricultural ranch providing accommodation and recreational activities)
Regional District of Central Okanagan, BC Zoning Bylaw 871	<ul style="list-style-type: none"> • Agricultural zone (A1) allows: <ul style="list-style-type: none"> - “Retail sales of processed farm products & off-farm products” use - Agritourist accommodation use - Winery and cider-making use • Rural residential zones (RU4 & RU6) allows: <ul style="list-style-type: none"> - Hobby kennel use

Based on above research, there are 3 options available when amending our Land Use Bylaw to better accommodate rural businesses. Administration determined that Option No. 2, to add a new land use class under existing land use districts, was likely the least intrusive method to change the Land Use Bylaw while providing the greatest benefits to the residents of Parkland County.

Options for Amending Parkland County’s Land Use Bylaw

OPTION	DETAILS	PROS	CONS
1. Expand Home Based Business definition & regulations	e.g. change Home Based Business Level 3 definition to include variety of agri- and cottage businesses	- Simple, only changes one Section & definition	- May not accommodate all rural businesses i.e. without homes
2. Add new land use under existing districts	e.g. “Cottage Industry” use under AGG, CR districts <ul style="list-style-type: none"> - Can include bakeries, wood & metal working, meat / food processing and sales, wineries, breweries, gunsmiths, artisan craft shops, etc. and mixtures thereof - Will be Discretionary Use, not allowed in multi-lot residential subdivisions 	<ul style="list-style-type: none"> - Reasonably simple change - Good interim solution until LUB overhaul - Works for BC regional districts 	<ul style="list-style-type: none"> - How to clearly define “cottage industry” but give it flexibility? Must define very specific capacity limits - Confusion with existing uses (apiary use, horticultural use, etc.)
3. Add a new land use district	e.g. new “Agricultural Small Holdings” district for lots too small to be zoned AGG	<ul style="list-style-type: none"> - Will accommodate intensive uses - Provides security for landowners 	<ul style="list-style-type: none"> - Lengthy, complex to change - Requires re-districting

2. In-depth interviews with key rural businesses

2.1. Purpose

Site visits and interviews with five (5) rural businesses in Parkland County were conducted in order to assess the needs of existing businesses, as well as their future expansion plans.

This information was used to assess whether the proposed amendment to add a new land use class under the Land Use Bylaw will accommodate these businesses, both currently and into the future.

2.2. Summary

It was determined that adding a new land use class under the Land Use Bylaw will assist the businesses interviewed in their future expansion plans; however, the new land use class must be broad and flexible in nature so that the business owners may diversify creatively, without being limited to a very specific definition.

Detailed record of the in-depth interviews is shown in **Appendix A**.

3. Public engagement

3.1. Purpose

Public engagement including public open sessions and awareness outreach was conducted as a means to gather public opinion and feedback regarding the proposed amendment.

Survey questionnaires were also circulated at public sessions and via the website, as a way to gauge the public's support for amending regulations to better accommodate rural and agri-based businesses.

3.2. Summary

3.2.1. Public Engagement

A table was set up at each of the following farmers' markets to raise awareness regarding the proposed amendment, specifically targeting groups that may be impacted by the amendment:

Stony Plain Farmers' Market: Saturday, August 13th, 9am to 1pm
Carvel Farmers' Market: Thursday, August 18th, 5pm to 8pm
Evansburg - Entwistle Farmers' Market: Saturday, August 20th, 10am to 2pm
Spruce Grove Farmers' Market: Saturday, August 27th, 9:30am to 1:30pm

A public open house was set up at each of the following as an informational session to discuss any details of the proposed amendment, targeting the general public:

Clymont Community Hall: Tuesday, September 20th, 5pm to 8pm
Tomahawk Sports Agra Centre: Wednesday, September 28th, 5pm to 9pm

In addition, the following were set up in order to raise general awareness and encourage feedback regarding the proposed amendment:

1. **Survey questionnaire** circulated at public engagement sessions and through the webpage;
2. **Educational webpage** regarding the proposed amendment; and
3. **Advertisement** in newspapers, and notifications in **social media**.

Sample promotional material is shown in **Appendix B**.

3.2.2. Survey Results

In total, **18 filled survey questionnaires** were collected.

Most respondents indicated that excess traffic associated with rural businesses would be their top concern as a neighbour. Most had also supported Parkland County's initiative to help rural and agri-based businesses through better regulations.

Summary of detailed survey responses, as well as the blank questionnaire, are outlined in **Appendix C**.

Appendix A: In-Depth Interviews with Rural Businesses within Parkland County

Business 1: Gift shop on farm, with planned expansion including in-store café

Question	Response
In operation since:	Mixed crop (grains, canola etc.) and livestock farming for decades Store started in 1998
Type of business	Country goods store and events host Tourist destination store Meat products sale (at store and at farmers' markets)
Services / goods offered	<ul style="list-style-type: none"> - Processed meat products from livestock being sold at store (processing takes place off-site) - Home décor goods - Event hosting (bike tours, fundraising events, seasonal events e.g. Christmas)
How many client visits a day	Highly weather and season dependent. Sometimes one, up to hundreds during special events
Hours of operation	Wed, Thurs and Friday from 10am – 5pm Saturday 10am – 4pm Open Sundays during special seasons
Number of employees (resident vs non-resident)	Few farm hands helping in the farm Only residents operating the store and events
Outdoor storage of goods & materials	N/A
Ancillary to primary use?	Residence onsite Farming (including livestock and meat production) and the store both support their income equally
Issues / barriers with permits?	<ul style="list-style-type: none"> - Currently building an addition to the store, which they have obtained permits for. - Wanted to apply for a small coffee and snacks counter within their store, but it was rejected as the CR zoning does not allow for "indoor eating establishment". They were told to either request site-specific LUB amendment, or to rezone.
Plans on expansion?	<ul style="list-style-type: none"> - Coffee and snacks counter is very much desired because the store is far from other amenities, and offering refreshments will retain customers to stay and shop at the store longer. - Would like get the coffee counter started early 2017. - Within 10 years, maybe the coffee counter will turn into offering sandwiches, however no further expansion plans. - Eventually, the livestock operation will cease as no one will take over that part of the business

Business 2: Home based photography studio with plans to have butcher shop and organic farm

Question	Response
In operation since	<ul style="list-style-type: none"> - Off-site photography business since 2010 (in Calgary) - In the past, the property had operated a HBB butcher shop
Type of business	<ul style="list-style-type: none"> - Proposed: home-based photography business - Proposed: small scale livestock operation and a butcher shop (for butchering and to rent out to hunters needing butchering space)
Services / goods offered	<ul style="list-style-type: none"> - Photography location, professional photos - Meat products to be sold onsite and/or offsite (e.g. smoked meats) - Butchering services, and rented spaces for hunters looking to butcher meat
How many client visits a day	<p>Up to 1 visit for photography studio per day Several visits in the fall for meat butchering</p>
Hours of operation	TBD
Number of employees (resident vs non-resident)	Potentially one or two non-resident employees for the butcher shop
Outdoor storage of goods & materials	N/A
Ancillary to primary use?	Yes, to residential use
Issues / barriers with permits?	<p>None yet – all future plans Would be apply for HBB Level 2 soon for photography studio Livestock operation, butcher shop and uses would be later</p>
Plans on expansion?	<ul style="list-style-type: none"> - In future, families would come for photo sessions, hunters would come to rent out butchering space - Planning a small scale livestock operation with chickens, cows and pigs - Planning on producing organic grass-fed etc. meat products for sale, including meats smoked on-site

Business 3: Antique store with its own restoration services

Question	Response
In operation since	2.5 years in current location, before that they were located in Spruce Grove
Type of business	Retail store on a farm
Services / goods offered	Selling restored furniture and antiques, home décor Restoring furniture
How many client visits a day	Seasonal. Average 10 people a week, and mostly on weekends
Hours of operation	Tuesday – Saturday 10am – 6pm Otherwise by appointment
Number of employees (resident vs non-resident)	Only residents (3 to 4)
Outdoor storage of goods & materials	No.
Ancillary to primary use?	Yes, ancillary to primarily agricultural and residential use
Issues / barriers with permits?	Not yet. Currently the store has Home Based Business Level 3 development permit. They have found that rules on signage on roads are too strict, i.e. restrictions on size and colour.
Plans on expansion?	<ul style="list-style-type: none"> - Planning on building a bathroom, and making the store more wheelchair accessible - Potentially having a snack counter serving coffee and snacks - Possibly have a U-Pick area and/or vegetable plots for rent - Possibly have livestock (chickens and cows), and produce meat products including eggs, with slaughtering done off-site - With expansion, likely hire a few more people to work at the store and farm - Want to place a signage along highway

Business 4: U-pick farm, with potential to have grocery and product stalls

Question	Response
In operation since	1 year in current location
Type of business	U-Pick berries
Services / goods offered	Fruits, self-picked and already picked (Saskatoon, raspberries, rhubarb etc.)
How many client visits a day	Seasonal. On weekends, up to 10 vehicles. They must turned people away as they meet capacity limit for picking
Hours of operation	Open weekends, appointments during weekdays
Number of employees (resident vs non-resident)	Only residents
Outdoor storage of goods & materials	No.
Ancillary to primary use?	Yes, to residential and agricultural uses
Issues / barriers with permits?	Not yet. At first, they weren't sure what permits they needed.
Plans on expansion?	<p>U-pick will always be the focus.</p> <ul style="list-style-type: none"> - Want to have a storefront at the property selling fruit and vegetable products, and snacks e.g. ice cream but they need an industrial kitchen to process fruits - Currently fruit and vegetable production is tapped out on the property, so further production must take place off-site - Possibly a student or two to help out during summer

Business 5: A Fruit Distribution Company, with potential to set up a micro-cidery

Question	Response
In operation since	Father started to distribute and sell at farmer's markets, and to Fort Mac Sons tried to operate out of an acreage in Parkland County but just moved to current location last year
Type of business	Food distribution centre
Services / goods offered	Fruits and fruit goods from farms in BC sold at farmers' markets and to specialty restaurants Their family fruit farm is in BC
How many client visits a day	None
Hours of operation	N/A
Number of employees (resident vs non-resident)	Several off-site employees selling at farmers' markets Max around 10 employees
Outdoor storage of goods & materials	Not yet
Ancillary to primary use?	Yes, to residential use
Issues / barriers with permits?	<ul style="list-style-type: none"> - Previously they bought an acreage in a residential subdivision, but could not obtain a development permit for Home Based Business Level 3, so they had to sell it and buy this current property - If the business wasn't already established (via farm in BC), this financial burden would have sank the distribution business
Plans on expansion?	<ul style="list-style-type: none"> - Currently working on expansion to existing shop, adding wash bays - Also a new building is in the plans <ul style="list-style-type: none"> • Likely a microbrewery / cidery / distillery • Would hire 2 extra employees (brew masters) - Would like to expand the distribution businesses to include sourcing from more organic and non-organic farms, with fair business practices - During winter, they would focus more on fruit products such as dehydrated fruits and sparking fruit juices

Appendix B: Sample Promotional Material

THINKING ABOUT STARTING A SMALL BUSINESS?

We're making changes to our Land Use Bylaw to help make it easier.



SAMPLE COTTAGE INDUSTRY

- U-pick farm with a storefront and snack counter
- A butcher shop on the property and a photography studio in the home
- Small microbrewery or winery facility
- Farms that host tourism and public events



WHAT WILL CHANGE?

- Currently, rural businesses can be restricted by zoning regulations when obtaining certain permits.
- Adding a new "cottage industry" land use type in our Land Use Bylaw will allow for a wider range of rural businesses to obtain permits.

PROPOSED CHANGES WILL MAKE THESE SCENARIOS POSSIBLE:

SCENARIO	CURRENT	PROPOSED
A gift shop on a farm would like to open an indoor café	✗	✓
A vacant rural property owner applies for a permit for a small microbrewery facility	✗	✓
A rural business offering several types of services would like to have one blanket permit	✗	✓

WE WANT TO HEAR FROM YOU!

Stony Plain Farmers' Market	Carvel Farmers' Market	Entwistle Farmers' Market	Spruce Grove Farmers' Market
Saturday, August 13 9 a.m. to 1 p.m. Stony Plain Community Centre 5008 – 51 Ave, Stony Plain	Thursday, August 18 5 p.m. to 8 p.m. Carvel Hall 52511 SH770, Lot 3A	Saturday, August 20 10 a.m. to 2 p.m. Main Street, Evansburg	Saturday, August 27 9:30am to 1:30pm 120 Railway Ave, Spruce Grove

OPEN HOUSES

Clymont Community Hall, South Meeting Room Tuesday, September 20 5 p.m. to 8 p.m. 1-51423 Hwy 60	Tomahawk Sports Agra Centre Wednesday, September 28 5 p.m. to 9 p.m. 51122 SH 759
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For more information please contact: Feinan Long, Planning and Development Services
780-968-8443 | flong@parklandcounty.com | parklandcounty.com/cottageindustry

Appendix C: Survey Questionnaire Results and Blank Questionnaire

TOTAL FILLED SURVEYS COLLECTED: 18

Question	Response Type	# of Response
Do you have a business in Parkland County (not in Acheson)?	Yes	9
	No	6
	Thinking of starting one	3
What type of business do you have?	Day home	1
	Direct sales	1
	Dance teacher	1
	Homemade crafts, jewelry & art	3
	Homemade pet foods	2
	Take-out food	1
	Auction business	1
	Equipment repair, rental	1
	Internet based business	1
	Retail	1
	Face painting	1
	Honey sales	1
Your top concerns as a neighbour to rural business	Traffic / proper access / roads	10
	Noise	5
	Pollution	2
	Waste removal	2
	Smell	2
	Late hours of operation	1
How do you feel about County's development permit process?	Easy / no problem	3
	Process could be faster	1
	Painful	1
	Too expensive	1
Should County change land use rules to help rural businesses?	Yes	12
	Maybe	5
	No	0
How else can we help rural businesses?	Educational night to get useful information on our businesses	
	Encourage farmers to think outside the box, sell directly to locals, and encourage manufacturing finished products	
	More community advertising for businesses on radio, billboard, flyers	
	Make permits easier to get, costs are high, everything requires license and costs	
	Rural properties that businesses own but do not have residential dwellings should be able to have small business set up	

Promote, encourage businesses

Help businesses sell online

Approve more small businesses

Be cooperative

Make it easier to start a business

Increased awareness through marketing of
businesses

Make it easier to sell from home

Too much paperwork, it helps to have someone assist
in filling out forms at the County

Rural Business Project: Questionnaire

Do you have a small business in Parkland County that is not located in Acheson Industrial Area?

1. Yes
2. No
3. Thinking of starting one

If you currently operate a rural business, or starting one, what type of business is it? Please describe in detail:

If you were to live near a rural business, what are your top concerns as a neighbour?

Have you ever applied for a development permit approval in Parkland County for a business? How did you feel about the process:

Should Parkland County consider changing zoning rules to help rural businesses in the County?

1. Yes
2. No
3. Maybe

Please describe your answer in detail:

How else can Parkland County help support rural or agri-based businesses?

Would you like to be contacted about future open houses where we will discuss the new bylaw in detail? If so, please list your contact info below:

Name: _____ Email: _____

Phone: _____

Contact by email ____ or phone ____

**PLEASE WRITE ALL OTHER COMMENTS ON THE BACK OF THIS PAGE
THANK YOU FOR YOUR FEEDBACK!**