



Land Use Bylaw Amendment – “Mini Storage”

Background Research Summary

One Parkland: Powerfully Connected.

Planning & Development Services

For the Committee of the Whole

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1. Introduction

This report summarizes the findings from background research and the analysis undertaken as part of the Land Use Bylaw amendment project related to the proposed “Mini Storage” land use.

1.1 Project Rationale

Parkland County was approached by an applicant inquiring about constructing an enclosed recreational vehicle storage facility on a specific parcel in the County. The County advised that the current Land Use Bylaw (LUB) does not allow for enclosed storage of recreational vehicles and as such, a LUB text amendment, at minimum, would be required to support the proposal.

As enclosed recreational vehicle storage has economic benefits and revenue potential for the County, Administration proposed a joint approach to work with the applicant and amend the LUB to better address enclosed Mini Storage (including enclosed RV storage) on a County wide scale. This joint approach allows the County to prepare a LUB text amendment that can adequately address Mini Storage development, which includes recreational vehicles and other recreational equipment (i.e. boats, ATVs, etc.).

1.2 Project Benefits

Parkland County Administration is amending the Land Use Bylaw to support future development proposals for Mini Storage, which would include the proposal for enclosed recreational vehicle storage. The approach of this bylaw amendment will achieve the following:

1. Demonstrate County support for new economic development opportunities

As enclosed recreational vehicle storage is not a listed use in the County’s Land Use Bylaw, the proposed bylaw amendment demonstrates the County’s proactive approach to preparing for future economic diversification opportunities.

2. Streamline the Development Permit Process

Mini Storage may be currently captured under the existing use “Storage, Warehousing, and Distribution, Indoor”, however this use is not permitted in many commercial districts and typically addresses large scale warehouses and distribution centres. The establishment of a new land use class will allow for Mini Storage to be permitted in appropriate land use districts and allow for specific use regulations to be set out. This will further allow for a streamlined Administrative review process which will lessen the timeline for a decision to be issued.

3. Increase Applicant Certainty

A clearly defined new use class and its associated specific use regulations will lead to increased certainty for a potential applicant. Increased certainty on the likelihood of approval will lessen project risk on behalf of the application, making Parkland County an ideal location for new prospective businesses.

1.3 Project Deliverable

At the end of the project, Council will be presented with a draft amended Land Use Bylaw, which will comprise of the following:

1. A new land use class called “Mini Storage” and associated definition;
2. Directions on whether the use is permitted or discretionary, and in which land use districts; and,

3. Specific regulations related to “Mini Storage” that provide guidance on how to mitigate land use conflict and off-site impacts, where applicable.

2. Background Research

Administration undertook a comprehensive research process to inform this bylaw amendment. The intention of this research was to understand, from a broad perspective, the challenges and opportunities of Mini Storage development. As this Land Use Bylaw text amendment was initiated by an applicant proposing an enclosed recreational vehicle storage facility, the research also specifically explored this type of storage while also including a broader overview of mini storage in general. To this end, the land use bylaws of regional municipalities were analyzed, the development planning policy framework of Parkland County was assessed, and internal stakeholders were consulted.

2.1 Policy Alignment

The *Parkland County Long-term Strategic Plan* establishes economic diversification as a priority area. Integral to this priority is fostering current activities while making space for new and emerging activities that support the local economy, including the commercial sectors.

The *Municipal Development Plan Bylaw 2017-14* supports a range of commercial uses within the Major Employment and Local Employment Areas. Development along corridors should be attractive through design features, such as landscaping, fencing, and buffering (among other means).

Note: See **Appendix 1** for detailed policy excerpts.

2.2 Best Practices Review

As part of the Best Practices Review, various Land Use Bylaws from municipalities within Alberta and British Columbia were reviewed for how Mini Storage, or other similar uses, were regulated. A total of 10 municipalities are summarized in **Appendix 2**, which outlines the land use regulations found for Mini Storage developments in other municipalities.

The following general findings were made:

- Most Mini Storage developments are a permitted use in industrial land use districts and a discretionary use in commercial land use districts. Typically, Mini Storage developments require municipal servicing and are therefore only allowed in fully serviced areas.
- Some Mini Storage developments allow for the storage of personal goods, materials, equipment, vehicles and/or recreational vehicles. However, other Mini Storage developments prohibit the storage of vehicles, recreational vehicles and hazardous goods, and instead provide for a separate use class “indoor recreational vehicle storage”.
- The definitions for Mini Storage are generally consistent, however some specifically include/exclude recreational vehicle storage within a Mini Storage development.

The Project Team also met with the County’s Safety Codes unit to discuss the building code implications of storing recreational vehicles indoors. The following general findings were made:

- The Building Code has separate standards for buildings storing general household storage and storage of vehicles, recreational vehicles, boats, quads, etc. This is due to presence of hazardous material (i.e. gasoline, propane). Mini Storage developments storing vehicles, recreational vehicles or any hazardous goods require additional building code considerations.

- These additional building code considerations would not impact the development permit application if the definition of Mini Storage included recreational vehicles.

Take-away from the findings: For the purpose of this project, it was found that Mini Storage is generally managed consistently throughout the reviewed municipalities. This type of use is typically found in commercial or industrial land use districts and requires municipal servicing. In addition, Mini Storage as a land use often allows for storage of recreational vehicles and the building code determines standards of the structure.

2.3 Review of Parkland County Land Use Bylaw

Land use classes in the current Land Use Bylaw (2017-18) were reviewed for gaps in its ability to regulate Mini Storage developments.

See **Appendix 3** for a detailed chart showing all similar land use classes in the Land Use Bylaw that were reviewed and the outcomes of the analysis.

The following general points were observed:

- Two land use classes capture elements of Mini Storage development, however neither functionally reflect the intent of the new proposed use.
- The use Recreational Vehicle Storage does not allow for indoor storage or the storage of household goods.
- The use Storage, Warehousing, and Distribution, Indoor would allow for the storage of household goods and recreational vehicles, however is not permitted in some commercial districts and does not provide specific use regulations.

Take-away from the findings: Existing land use classes are unable to capture the purpose of Mini Storage developments and a new land use class is needed.

3. Conclusion

Based on the background research completed, Administration will develop a new land use class and definition for Mini Storage. To help inform the Mini Storage land use and specific use regulations, Administration will undertake public engagement via a virtual open house series. A summary of the feedback received from public consultation will be provided to Council via a What We Heard Report.

The draft Land Use Bylaw and the amending bylaw will be presented to Council for First Reading tentatively in early 2021.

Appendix 1 – Policy Excerpts from the Parkland County Policy Framework

Parkland County Long-term Strategic Plan

PILLAR	WE SUPPORT THE CONTINUATION AND EVOLUTION OF TRADITIONAL ECONOMIC ACTIVITIES, WHILE PURSUING NEW OPPORTUNITIES FOR DIVERSIFIED AND SUSTAINABLE GROWTH
GUIDING PRINCIPLE	2.2: We are a region that supports the local economy, including the agricultural, tourism, entrepreneurial, and industrial sectors.
BROAD OBJECTIVE	<ul style="list-style-type: none"> ▪ (a) Solidifying Parkland as a leader within the region on agricultural and value-added agricultural enterprises. ▪ (b) Continuing to ensure Parkland is a major industrial and commercial region. ▪ (c) Positioning Parkland as a leader in the Green Economy.
GUIDING PRINCIPLE	2.3: We effectively pursue and manage new opportunities to stimulate economic growth, increase investment, and diversify our long-term economic bases.
BROAD OBJECTIVE	<ul style="list-style-type: none"> ▪ (a) Proactively pursuing opportunities in key market segments, including supply chain and logistics; value-added food and agriculture production; manufacturing; and, information and communication technologies. ▪ (b) Developing the road and infrastructure network to ensure the safe and efficient movement of traffic, goods, and services through Parkland County. ▪ (c) Maintaining a business friendly environment, ensuring economic development opportunities, providing industry supports, and treating our stakeholders as partners.

Municipal Development Plan

5.0	ECONOMIC COMPETATIVENESS AND EMPLOYMENT
5.0.1	Encouraging Economic Competitive and Employment Opportunities <ul style="list-style-type: none">▪ a. The County encourages economic and employment diversification through the County where businesses will be supported by adequate infrastructure and transportation networks.▪ b. The County will encourage local community economic development initiatives within the Rural Agricultural Area.
5.0.2	Major Employment Areas (Serviced Industrial) <ul style="list-style-type: none">▪ b. Major Employment Areas will support a range of intensive land uses including commercial, industrial and institutional uses that require full municipal servicing.
5.0.3	Rural Economic Diversification – Local Employment Areas <ul style="list-style-type: none">▪ b. The County will support growth in Local Employment Areas to ensure a diversified tax base in the Rural Agricultural Area.▪ d. Businesses locating within the Rural Agricultural Area should locate in areas where their needs can be met with the available transportation network, shallow utilities, water and sanitary services. If infrastructure upgrades are required to support the growth of a new business, the developer shall play for their portion of any required infrastructure upgrades.▪ e. Private on-site servicing may be considered for employment growth in the Rural Agricultural Area where appropriate.
5.0.6	Attractive Corridor Development <ul style="list-style-type: none">▪ a. Development along highways and major roads shall be planned in a comprehensive manner and be concentrated at highway intersections, near interchanges and in consideration of service road locations. Single parcel or dis-contiguous developments along the highway and major County road corridors is generally discouraged.▪ b. Development that is highly visible from a major transportation corridor should enhance visual attractiveness through design features, such as landscaping, fencing, buffering and other design features, to the satisfaction of the County as regulated by the Land Use Bylaw.

Appendix 2 – Summary of Findings from Best Practices Research

Municipality	Land Use Class	Allowed Districts	Relevant Regulations
Red Deer County	Warehousing and Storage	<p>Permitted in:</p> <p>R-7 – Condominium Resort Residential District (limited to recreation vehicles, boats, all-terrain vehicles, ski-doo's, utility trailers and related vehicles for use by condominium owners only)</p> <p>MI – Medium Industrial</p> <p>BSA – Business Service Airport District</p> <p>Discretionary in:</p> <p>R-6 – Resort Residential District (limited to recreation vehicles, boats, all terrain vehicles, ski-doo's, utility trailers and related vehicles for use by resort users / owners only)</p> <p>C-4 – Business Service Commercial District (limited to a warehouse with an office/retail component, no outdoor storage)</p> <p>BSI – Business Service Industrial District</p>	<p>"Warehousing and Storage" means the use of a building and/or site primarily for the keeping of goods and merchandise, excluding dangerous or hazardous materials, derelict vehicles or parts thereof, or any waste material. It includes moving companies, trucking terminals, inter-modal transfer areas, storage of recreational vehicles (indoor or outdoor, including boats and ATV's) and self-storage facilities.</p>
Rocky View County	Mini Storage	<p>Permitted in:</p> <p>I-IS – Industrial – Industrial Storage District</p> <p>Discretionary in:</p> <p>C-SC – Commercial – Springbank Court District</p>	<p>"Mini Storage" means self-contained buildings or storage facilities intended to provide inside storage options on a small scale where the customer is charged a rental fee on a monthly or annual basis for the storage of personal products.</p> <p>Section 31 Business Development</p> <p>All outdoor storage, outdoor storage, recreational vehicle, and mini-storage development shall be accessed by a paved road that meets or exceeds County Standards, up to the property line where user access to the outdoor storage site is gained.</p>
Strathcona County	Commercial Storage	<p>Permitted in:</p> <p>ILT – Light Industrial</p> <p>IM – Medium Industrial</p> <p>IMH – Medium Industrial (Heartland)</p> <p>Discretionary in:</p> <p>C2 – Arterial Commercial</p> <p>C3 – Highway Commercial</p> <p>C5 – Service Commercial</p>	<p>"Commercial Storage" means a building or group of buildings containing lockers available for rent for the storage of personal goods or a facility used exclusively to store bulk goods of a non-hazardous nature. This does not include outdoor storage.</p>
Leduc County	Commercial Storage	<p>Discretionary in:</p> <p>CS – Service Commercial</p> <p>IB – Industrial Business</p> <p>MB – Manufactured Business Incubator</p>	<p>"Commercial Storage" means a building or group of buildings in which rentable space is provided for the storage of goods of a non-hazardous nature.</p>

	Recreational Vehicle Storage	Discretionary in: AG/CR TR – Agricultural/Country Residential Transitional District CS – Service Commercial LI – Light Industrial	“Recreational Vehicle Storage” means a facility used for the storage of recreational vehicles including but not limited to motor homes, travel trailers, fifth wheels, truck campers, tent trailers, or similar vehicles.
City of Wetaskiwin	Mini Storage Facility	Discretionary in: M1 – Light Industrial M2 – Heavy Industrial	“Mini Storage Facility” means a secure site containing building(s) constructed and used for the rental of bays for rental to persons or business for storage of private goods. The site may also contain indoor or outdoor allotted rental spaces to be used for the storage of vehicles and Recreational Vehicles, security offices and security suites.
Columbia Shuswap Regional District (Scotch Creek, BC)	Mini Storage	Permitted in: MU - Mixed Use C1 – Commercial 1	“Mini Storage” means the use of land, buildings and structures to provide separate, individual self-storage units inside a building, each with a separate entrance designed to be rented or leased to the general public for private storage of personal goods, materials or equipment.
Mountain View County	Recreational Vehicle Storage Indoor	Discretionary in: A-Agricultural District A(2)-Agricultural District I-BP-Business Park District I-HI-Heavy Industrial District	<p>“Recreational Vehicle Storage Indoor” means a development used for the indoor storage of tent trailers, travel trailers, motor homes or similar recreational vehicles where such storage of goods and materials involves permanent structures for storage.</p> <p>Specific Use Regulations within certain districts: Recreational Vehicle Storage Indoor: Maximum one (1) building per parcel. Recreational Vehicle Storage Indoor: Maximum building height 8.43 m (27.65 ft).</p>
Stettler County	Warehousing and Storage	<p>Permitted in: Industrial District (IND)</p> <p>Discretionary in: Agricultural District (A) *with restrictions Airport District (AD) Commercial District (C) Hamlet Industrial District (HI) Highway Commercial District (HWY-C) Highway Mixed Use District (HWY-MU)</p>	“Warehousing and Storage” means the use of a building and/or site primarily for the keeping of trucks, containers, rail cars, goods and merchandise, excluding dangerous or hazardous materials, derelict/dilapidated motor vehicles or parts thereof, or any waste material. It includes a moving company, a trucking terminal, an inter-modal transfer area, a railway yard/rail car storage, the storage of Recreational Vehicles (indoor or outdoor, including boats and ATV’s) and a self-storage facility.
Wetaskiwin County	Recreational Vehicle (R.V.) Storage	<p>Permitted in: HIC – Highway Interchange Commercial District</p> <p>Discretionary in: RC - Rural Commercial District</p>	“Recreational Vehicle (R.V.) Storage” means the storage, outdoors or inside a permanent structure, of Recreational Units. The maximum numbers of Recreational Units allowed on a parcel of land for Recreational Vehicle (R.V.) Storage are as follow: a) A parcel of land under five (5) acres = One (1) Recreational Vehicle; b) A parcel of land of five (5) acres or more but less than ten (10) acres = Two (2) Recreational Units; or c) A parcel of land of ten (10) acres or more = Three (3) Recreational Units.

	Recreational Units (RV) Storage (Commercial)	Discretionary in: RRH – Recreational Resort Holdings District	“Recreational Units (RV) Storage (Commercial)” means the storage of Recreational Units in excess of the maximum number authorized by Recreational Units (RV) Storage.
Sturgeon County	Recreational Vehicle Storage Facility	<p>Permitted in:</p> <p>I2 – Local Industrial District I3 – Medium Industrial Unserved District I4 – Medium Industrial Served District Industrial Reserve District</p> <p>Discretionary Use HR – Hamlet Reserve District I5 – Heavy Industrial REC – Recreational District</p>	<p>“Recreational Vehicle Storage Facility” means a principal or accessory use where recreational vehicles as well as boats and all off-highway vehicles are stored outdoors on a parcel on a commercial basis when they are not in use. This use does not include a campground or outdoor storage.</p> <p>Specific Use Regulations: A recreational vehicle storage facility shall require a development permit in accordance with the appropriate district regulations and shall comply with the following to the satisfaction of the Development Authority:</p> <ul style="list-style-type: none"> • access and egress to the facility should be provided via a local or collector road. Access and egress via a highway or an arterial road is discouraged; • the facility shall be designed such that all vehicles shall enter and exit the facility in a forward direction; • vehicular access to the parcel and internal vehicular circulation shall be hard surfaced; • upgrades to accesses or roads shall be in accordance with Sturgeon County’s General Municipal Servicing Standards for commercial land uses; • and perimeter fencing and landscaping to screen storage areas from the abutting road and adjacent parcels shall be provided.

Appendix 3 – Analysis of Existing Land Use Bylaw 2018-17

Name of Use	Definition	Analysis
Recreational Vehicle Storage	<i>...means development of a yard for the outdoor storage of more than five Recreational Vehicles or Recreational Equipment or combination thereof. This use does not include the sale, service, restoration, inspection and/or mechanical repair of the recreational units</i>	<ul style="list-style-type: none"> • This use does not include indoor recreational vehicle storage or the storage of household goods. • Does not fit the intended use of mini storage.
Storage, Warehousing, and Distribution, Indoor	<i>...means a development primarily used for indoor storage and distribution of raw materials, partially processed and finished goods, and related equipment. This use class does not preclude activities associated with the shipping/loading of materials from occurring outdoors.</i>	<ul style="list-style-type: none"> • This use is permitted in the Industrial and Resource Extraction Districts, which may not be appropriate for mini storage. • This use is not allowed in the Highway Commercial and Highway Commercial Industrial Corridor Districts, which are appropriate land use districts for mini storage. • Does not include specific use regulations.