



WEST END

neighbourhood concept plan

September 2020



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West End Neighbourhood Concept Plan

The West End Neighbourhood Concept Plan (NCP) was created in close collaboration with the Town of Edson and the Plan Area's landowners to imagine what the future West End could be. The West End NCP builds upon the prime location off Highway 16 and will provide both local as well as regional travellers key future services. The Plan, although long ranging, provides a blueprint to achieving the aspirations of both the landowners and the Town, which will ultimately act as a bookmark entrance and exit to the greater Yellowhead Region for future generations.

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Executive Summary

Forthcoming...

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01. Introduction

The intent of this section is to provide an overview of the document's purpose, its key objectives, authorization, supporting documentation, and its policy framework.



1.0 Introduction

1.1 Purpose

The purpose of this Neighbourhood Concept Plan (NCP) is to provide a comprehensive document that will inform and guide future redistrictings and subdivisions for all land contained within SE 18-53-17-W5 and a portion of SW 18-53-17-W5 (Plan Area).

1.2 Key Goals

The key goals of the NCP are to:

- Identify site opportunities and considerations;
- Establish a plan that provides a clear understanding to the types and forms of future development;
- Develop a land use concept that reflects local landowners' aspirations, respects existing and adjacent land uses, and conforms to higher order statutory plans;
- Establish a transportation network that is efficient and considers existing and proposed roadways bounding the Plan Area;
- Provide an overview of existing infrastructure and future servicing requirements to satisfy future on-site development; and
- Establish a phased development approach for the Plan Area.

1.3 Authority

Preparation of the NCP was authorized by the Town of Edson (the Town) on April 28, 2020. The Town of Edson is the planning authority for the subject lands.

1.4 Supporting Documents

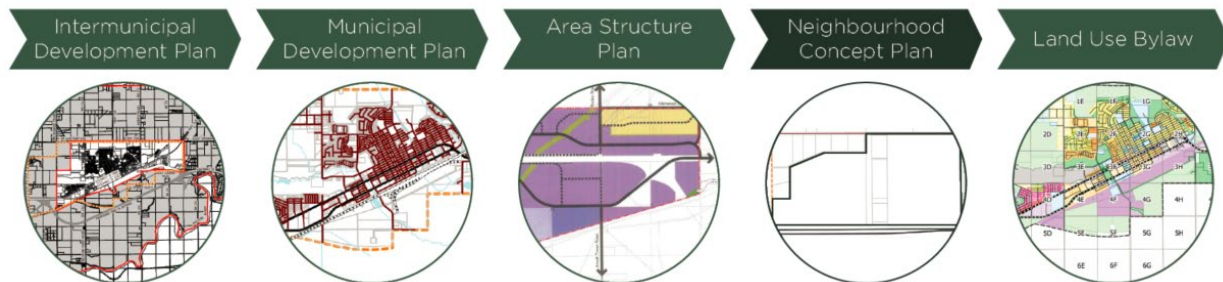
The West End NCP is supported by the following technical study:

1.4.1 Trends Analysis

Prepared by Nichols Applied Management Ltd (forthcoming).

1.5 Policy Framework

The West End NCP was prepared in accordance with higher order statutory plans and reports such as the Edson Intermunicipal Development Plan (2017), Edson Municipal Development Plan (2015), Edson Land Use Bylaw (2020), and Edson West Area Structure Plan (2013). This is represented by the figure below, which outlines the hierarchy of planning and policy documents.



02. Site Context

The intent of this section is to provide an overview of the Plan Area location, land ownership, and detail the existing conditions found within the Plan Area.



2.0 Site Context

2.1 Location

The Plan Area is located within the western most edge of the Town of Edson and is comprised of approximately 103.91 hectares (256.77 acres) of mostly privately owned land. These lands encompass all of SE 18-53-17-W5, and a portion of SW 18-53-17-W5. As shown in Figure 1, the Plan Area is bounded by Range Road 180 (also known as Rodeo Road) and Yellowhead County to the west, Glenwood Drive to the north, 75 Street to the east, and Highway 16 to the south. The Plan Area also comprises a portion of the Edson West ASP and is referenced below in Figure 2.

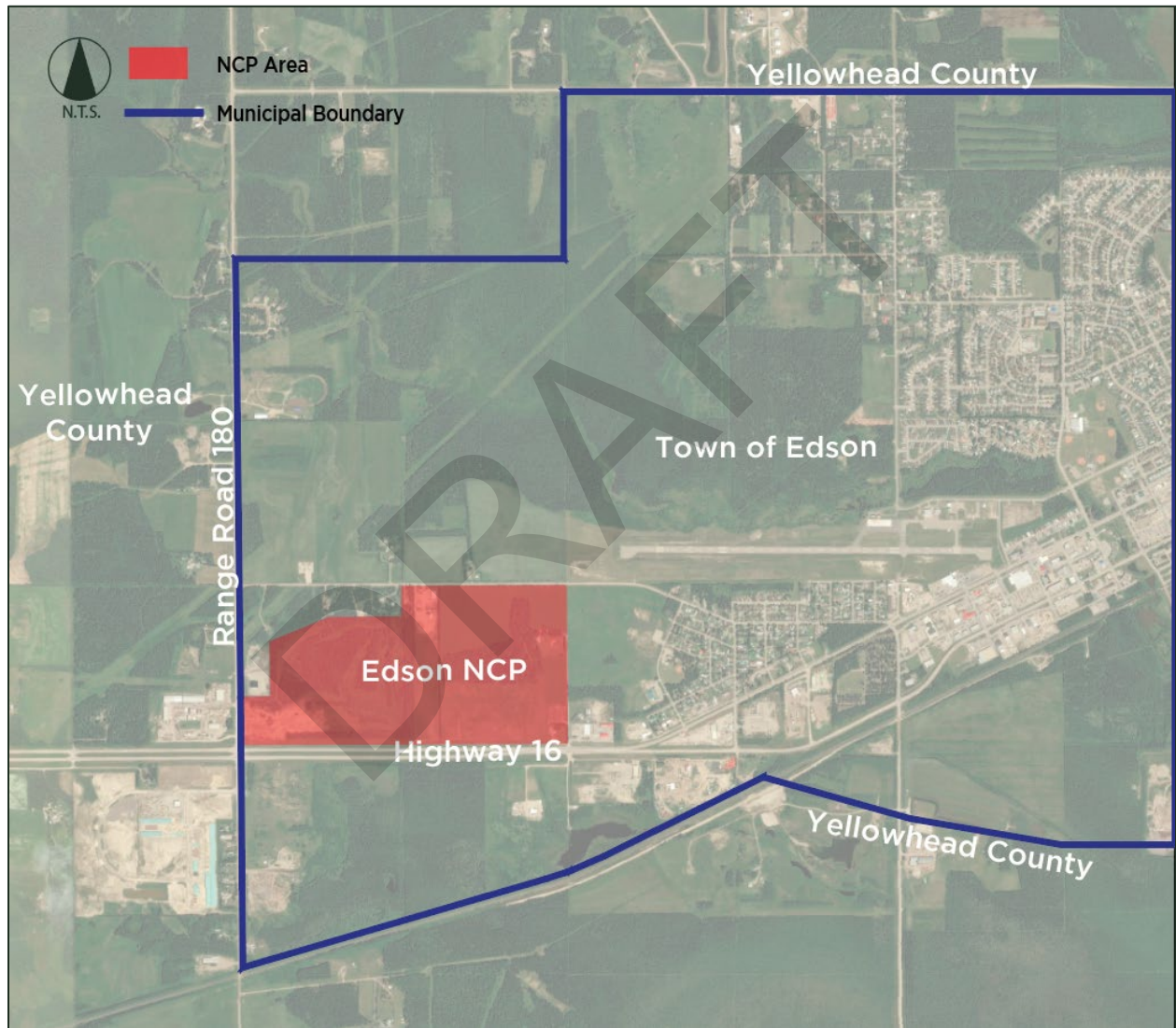


Figure 1. Location of NCP within the Town of Edson

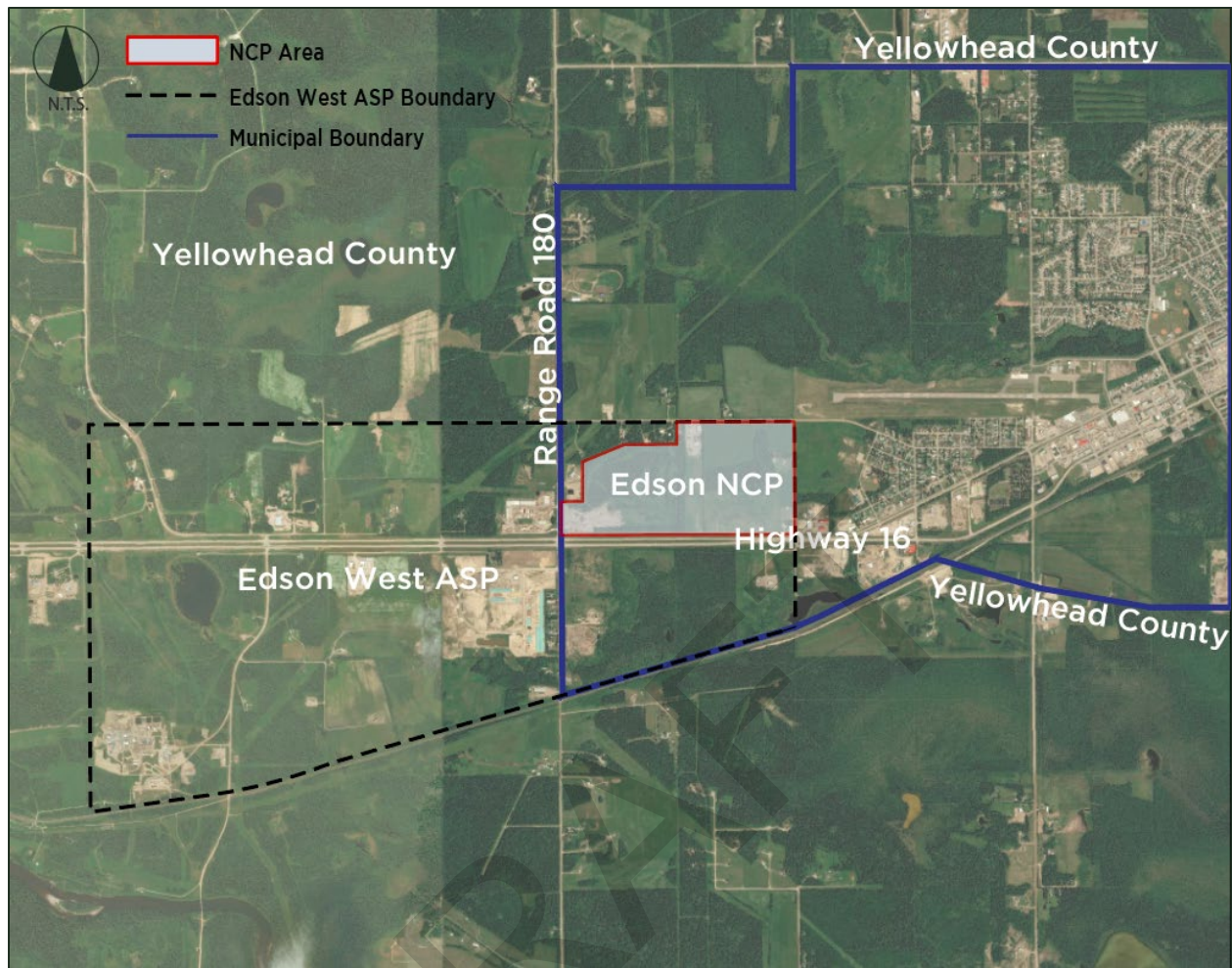


Figure 2. Location of NCP within Edson West ASP

2.2 Ownership

As shown in Figure 3, the Plan Area consists of 5 private landowners and the Town of Edson. The Town owns a road right-of-way, and a Municipal Reserve strip within the Plan Area. A detailed breakdown of landownership is provided in Table 1.

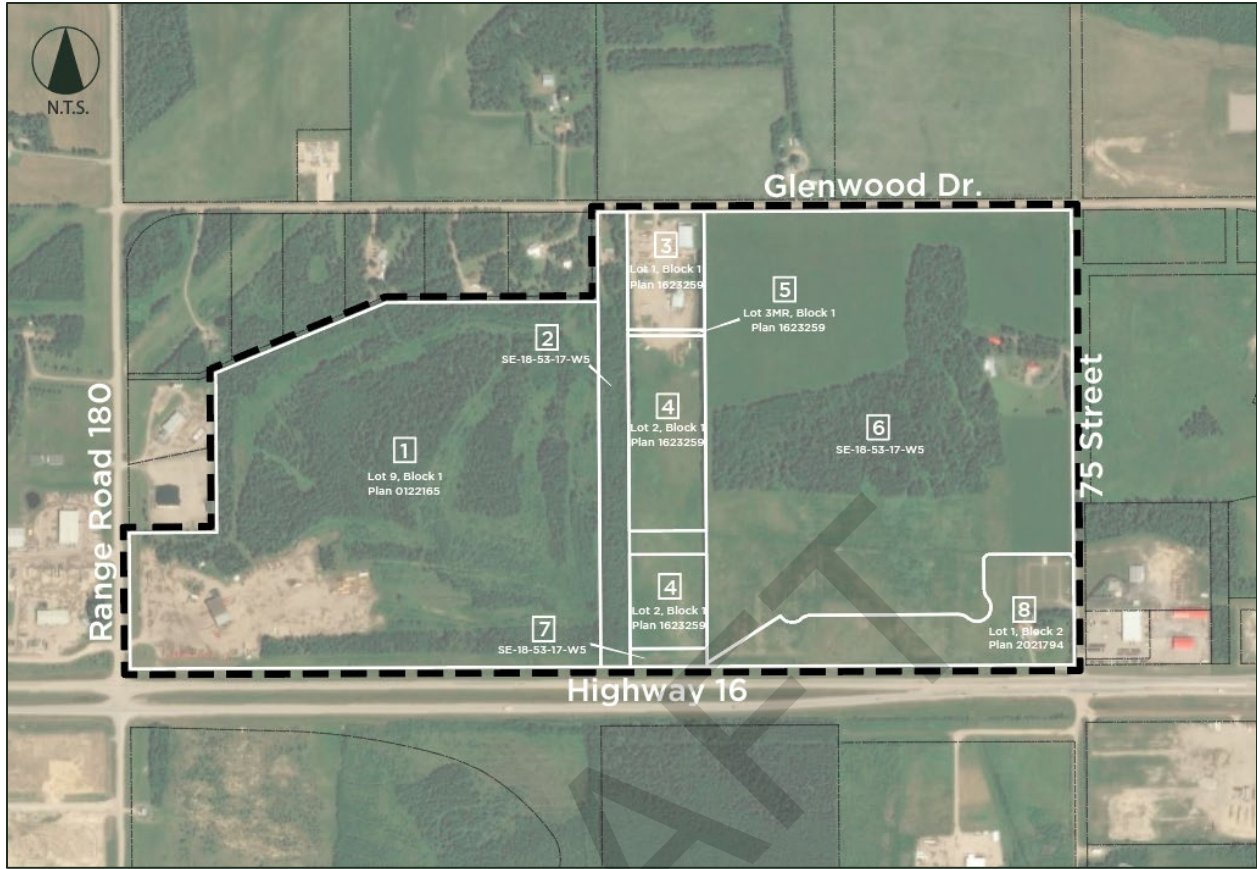


Figure 3. Land Ownership

Table 1. Landowner Breakdown

	Legal Description	Owner	Zoning	Area (ha)
1	Lot 9; Block 1; Plan 0122165	Private Landowner	Direct Control (DC)	42.13
2	SE 18-53-17-W5	Private Landowner	Urban Reserve (UR)	3.90
3	Lot 1; Block 1; Plan 1623259	Private Landowner	Business Commercial / Light Industrial (C-3A)	2.57
4	Lot 2; Block 1; Plan 1623259	Private Landowner	Urban Reserve (UR)	6.42
5	Lot 3MR; Block 1; Plan 1623259	Town of Edson	Parks & Recreation (PR)	0.13
6	SE 18-53-17-W5	Private Landowner	Urban Reserve (UR)	41.94
7	SE 18-53-17-W5	Town of Edson	Road Plan	0.52
8	Lot 1, Block 2; Plan 2021794	Private Landowner	Business Commercial/Light Industrial (C-3A)	6.3
			Total	103.91

2.3 Existing Conditions

2.3.1 Existing Topography

The topography of the land generally slopes in a north to southeast direction. As shown in Figure 4, the surface drainage generally runs towards the south and east, with ultimate drainage discharge flowing under Highway 16 and ending at Lambert Pond southeast of the Plan Area.

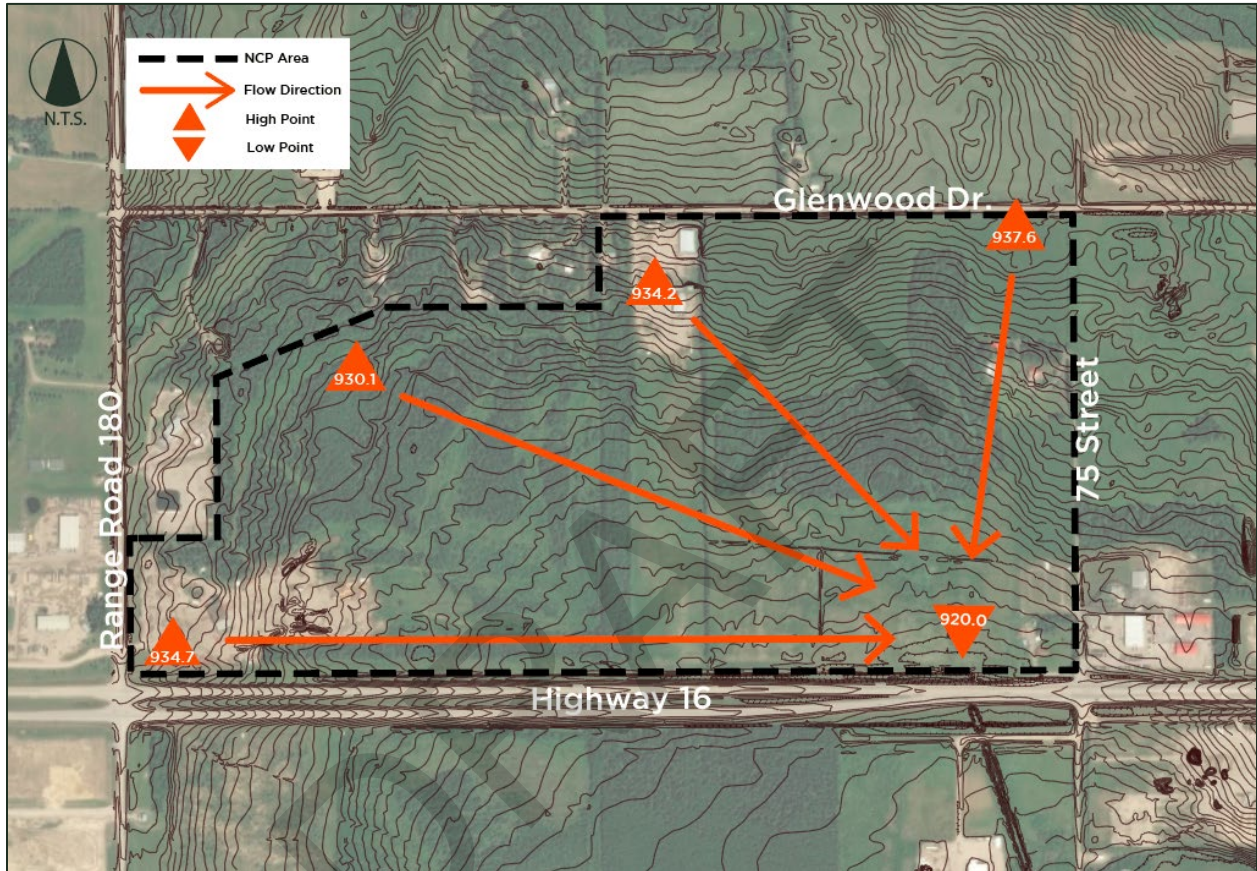


Figure 4. Existing Topography

2.3.2 Existing and Adjacent Districts

The Plan Area currently has Direct Control, Urban Reserve, Parks and Recreation, and Business Commercial/Light Industrial districting in place.

The Plan Area is predominately bounded to the east and south by urban reserve zoning. To the immediate west of the Plan Area is Yellowhead County, with private lands that are of rural and rural industrial zoning. Figure 5 shows the existing and adjacent zoning in further detail.

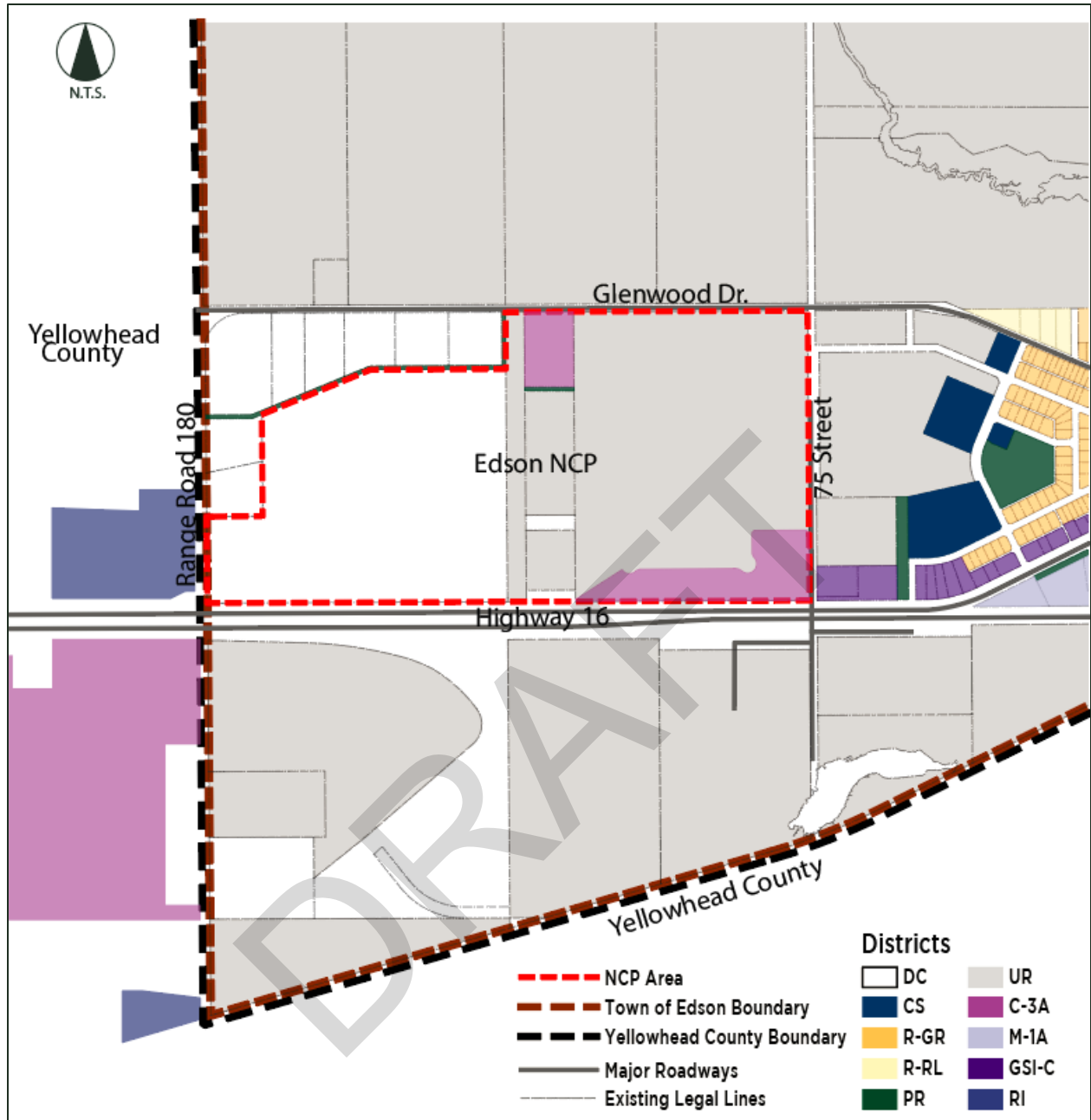


Figure 5. Existing and Adjacent Districts

2.3.3 Existing Transportation Network

Highway 16, also known as Yellowhead Highway, is a primary transportation corridor connecting Edson and Edmonton to the east and Jasper to the west. Highway 16 diverges through the Town, splitting into 4 Avenue and 2 Avenue, which are two laned arterial roadways. Range Road 180 is a collector roadway paved to Yellowhead County standard, Glenwood Drive is a graveled collector roadway for traffic entering and exiting the estate residential properties, while 75 Street is currently only paved for 120m after which it becomes a gravelled private roadway. 75 Street will require widening and upgrading in order to act as an arterial roadway for the future Plan Area.

2.3.4 Site Features and Considerations

Figure 6 outlines the various site features and considerations within the Plan Area, including roadways, easements, utility right-of-ways, tree stands, pipeline and transmission lines, as well as existing buildings.

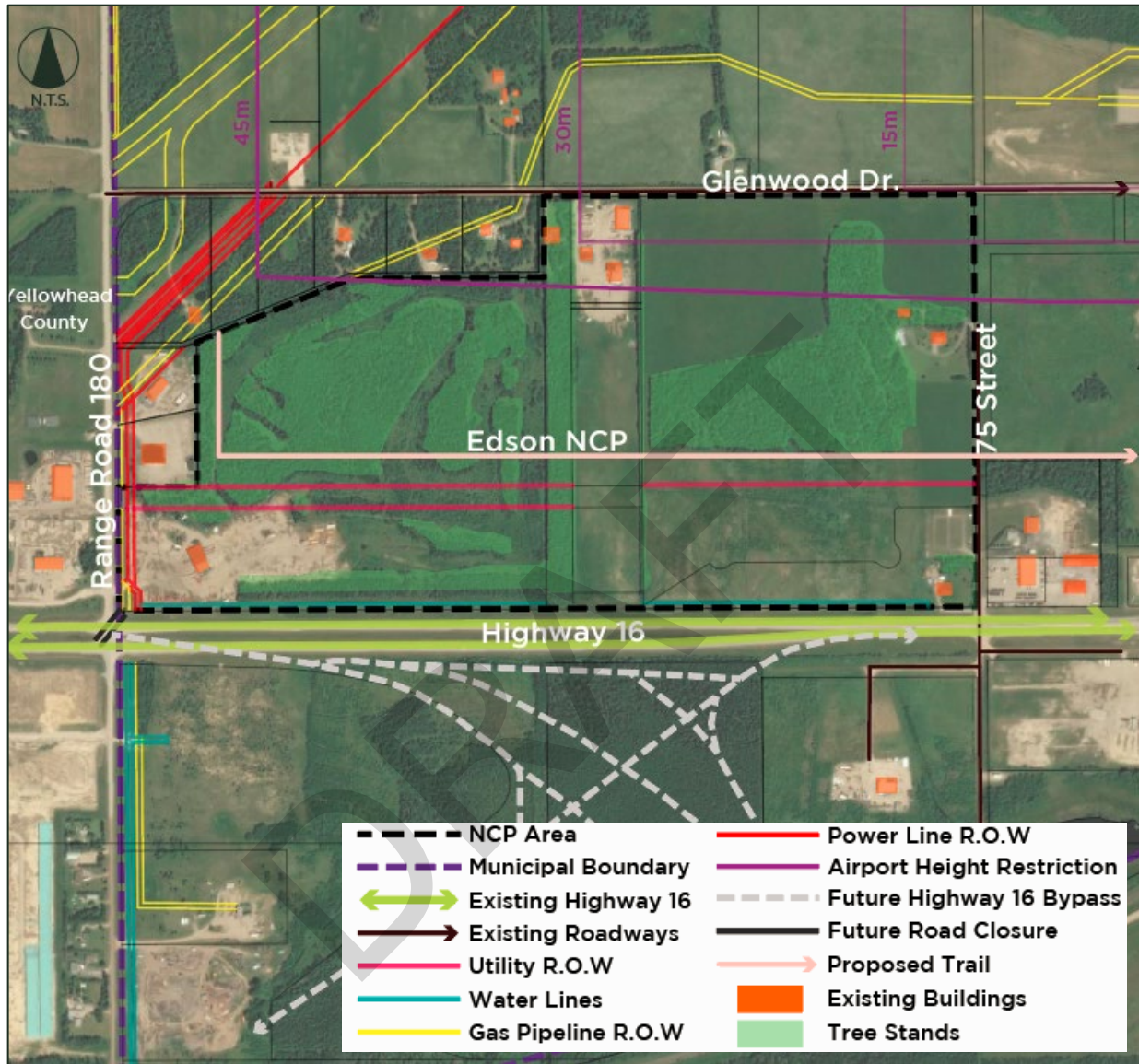


Figure 6. Site Features

2.3.5 Site Photos

On July 28, 2020 Invistec visited the Plan Area to take perimeter site photos. Below is a collage of photos from the site visit which shows the existing conditions, natural vegetation, roadways, and new construction of the subdivision within SE 18-53-17-W5.



- 1. Facing East - Existing business operation
- 2. Facing East - Glenwood Drive
- 3. Facing North - Range Road 180
- 4. Facing Northwest - Construction grading within a portion of SE 18-53-17-W5
- 5. Facing North - 75 Street
- 6. Facing West - Existing drainage ditch

2.3.6 Existing Infrastructure

The Plan Area currently has limited infrastructure servicing on-site, with a 300mm watermain running parallel to Highway 16. No sanitary or storm infrastructure exists, while new infrastructure is required to service future development. Existing development is currently serviced by wells and private septic sewage infrastructure.

The Plan Area has a power transmission line and a gas pipeline that runs parallel to the southwestern portion of the Plan Area. Appropriate setbacks will be incorporated to ensure the existing infrastructure is protected and preserved from future development. A future crossing agreement will be required to allow the proposed future east-west roadway access to Range Road 180.

2.3.7 Environmental Analysis

The land within the NCP can be characterized as a mixture of open area and forested land.

The two primary forms of existing vegetation are deciduous and coniferous trees. Deciduous tree stands can be found in the northern portion of the Plan Area, whereas the coniferous tree stands exist more predominately in the southern portion of the Plan Area. Within the open areas a mixture of pasture and hay crop land exists in addition to native grass vegetation.

No environmental site assessment has been completed as part of this NCP submission, however prior to future subdivision a Phase I ESA must be completed to determine the environmental condition of the property.

2.3.8 Historical Resources

No historical clearance reports have been completed as part of this NCP submission and pursuant to the Alberta Historical Resources Act, should any historical resource be found during construction, all activity must stop, and the Province must be notified immediately.

03. Concept

The intent of this section is to provide the land use concept, which ties into the vision of the Plan Area. Section 3 will also explore the associated land use policies.



3.0 Concept

3.1 Land Use Concept

The West End NCP is intended to support highway commercial, and business commercial/light industrial land uses, which will seamlessly transition to existing country residential in the northwest.

Highway commercial has been incorporated into the NCP to provide convenient services for both residents of the Town and County, as well as visitors and travellers passing through the area. The location of highway commercial along the southern portion of the Plan Area paralleling Highway 16 will provide both strong sightlines and accessibility.

Business Commercial/ Light Industrial has also been incorporated within the Plan to provide varied and increased business opportunity. With major industries like oilfield services, trucking and transportation, mining, construction, and agricultural services, the Business Commercial / Light Industrial land uses will be able to accommodate the future expansion of these industries for years to come.

3.2 Vision

The West End NCP builds upon the vision of the Edson West ASP and will act as a gateway for the town by offering increased local services and business opportunities. The NCP was planned through intermunicipal collaboration to achieve an integrated highway commercial and business commercial/light industrial setting that enhances linkages between the Town of Edson and Yellowhead County. Ultimately, the NCP preserves local values and incorporates a forward-looking approach to achieving future development.

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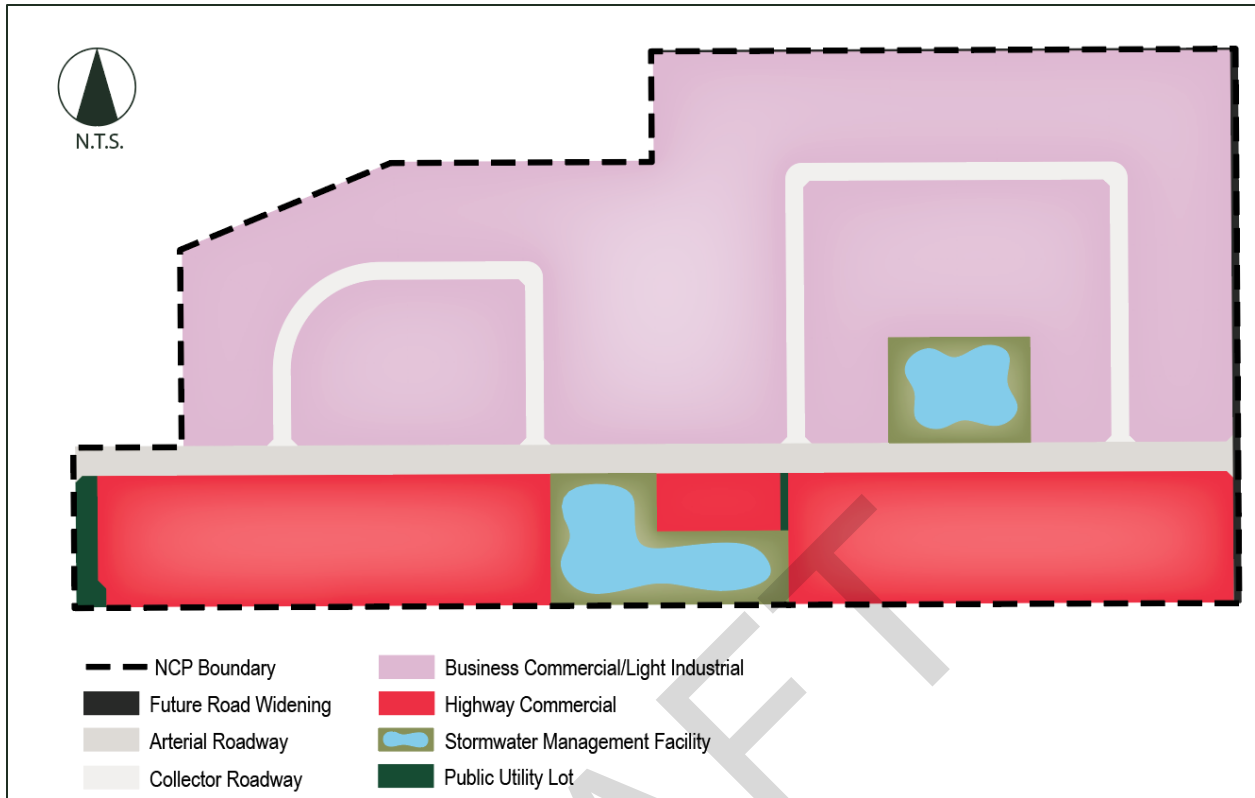


Figure 7. Land Use Concept

3.3 Land Use Statistics

Table 2. Land Use Statistics

LAND USE	AREA (ha)	PERCENT (%)
Gross Developable Area	102.894 ha	100.0%
Business Commercial / Light Industrial	59.039 ha	57.38%
Highway Commercial	23.802 ha	23.13%
Stormwater Management Facility	7.314 ha	7.11%
Public Utility Lot	0.641 ha	0.62%
Future Road Widening	0.972 ha	0.94%
Roadways	11.127 ha	10.81%

3.4 Land Use Policies

The following land use policies are intended to guide future development within the Plan Area. They are broken out into: general policies, which apply more broadly to the Plan Area; subdivision and development policies, which set out requirements for future development applications; open space network policies, which ensures there is pedestrian connectivity within the Plan Area; Highway commercial policies, which are focused on promoting development along Highway 16; and Business Commercial/Light Industrial policies, which make-up a large majority of the Plan Area and will provide varying services. Each policy section is supported by an implementation measure to

allow for furthered understanding and clarity on how the specific policies should be implemented.

3.4.1 General Plan Area Policies

- a. Future applications that do not conform to the intent of this plan may require an amendment to this Neighbourhood Concept Plan in accordance with Town policies and procedures.
- b. Development will respect and adhere to setback regulations for existing key infrastructure such as pipelines and power lines.
- c. The incorporation of Crime Prevention Through Environmental Design principles via landscaping and design should be considered, where possible.
- d. Development should incorporate and protect existing vegetation, where possible.

Implementation: Safety design elements and environmental protection are encouraged by the Town of Edson. Design and protection measures will be reviewed at the development permit application stage, in accordance with the Land Use Bylaw. The design of the site shall be reviewed and developed in coordination with the appropriate Town departments to ensure all general policies and intent is met.

3.4.2 Redistricting, Subdivision, and Development Permit Policies

- a. Applications for redistricting, subdivision, and development permit that parallel Highway 16 must be referred to Alberta Transportation.
- b. Applications for redistricting, subdivision, and development permit must be referred to Yellowhead County.
- c. Applications for redistricting, subdivision and development permit may require further technical studies to the satisfaction of the Town's Development Authority.
- d. A future crossing agreement will be required to allow the proposed future east-west roadway access to Range Road 180.
- e. Supporting technical studies should be completed prior to future development within the Plan Area.
- f. In accordance with the Municipal Government Act, 10% of the developable lands contained within the Plan Area must be dedicated as municipal reserve. This may be dedicated in the form of a cash-in-lieu payment based on a current market value appraisal.

Implementation: The specific type and location of land uses as well as building design will be reviewed at the redistricting, subdivision, and development permit application stages, in accordance with higher order statutory plans and the Land Use Bylaw. Further technical supporting studies should be completed prior to the subdivision and development permit stage to determine the Plan Area's environmental, geophysical, and historical state and appropriateness to support future development. These reports may include but are not limited to: Phase I ESA, Bio Physical Impact Assessment, Geo technical Report, Traffic Impact Assessment, and Historical Clearance Report.

3.4.4 Highway Commercial Policies

- a. Highway Commercial development must provide clear sightlines as it acts as a gateway to the Town of Edson.
- b. The location of Highway Commercial development will primarily occur south of 4A Avenue.

Implementation: Figure 7- Land Use Concept illustrates the location of lands designated as Highway Commercial. The exact size and orientation of the lots will be confirmed prior to the redistricting and subdivision stage. These lots will be developed under the Town of Edson Land Use Bylaw. The Development Officer should consider the site design, landscaping, parking areas, façade, building articulation, building material, and any applicable overlays.

3.4.5 Business Commercial/Light Industrial Policies

- a. The primary form of development within the Plan Area will be Business Commercial/Light Industrial.
- b. The location of Business Commercial/Light Industrial development will primarily be north of 4A Avenue.
- c. Development will provide the appropriate screening and aesthetic landscaping to existing residential developments.

Implementation: Figure 7- Land Use Concept illustrates the location of lands designated as Business Commercial / Light Industrial. The exact size and orientation of the lots will be confirmed prior to the redistricting and subdivision stage. These lots will be developed under the Town of Edson Land Use Bylaw. The Development Officer should consider the site design, landscaping, parking areas, façade, building articulation, and building materials.



Example of Business Commercial / Light Industrial Development.

04. Engineering

Section 4 explores the Plan Area's road network, active transportation network, and servicing.



4.0 Engineering

4.1 Road Network

The road network for the West End NCP proposes an internal circulation system, which connects to existing and future roadways.

The Town has a protected 40m road (designated as 4A Avenue) that will act as the primary east-west roadway for the Plan Area. Additional access to the Plan Area will need to be further explored through conversations with the Town and Alberta Transportation. According to Alberta Transportation, and the Edson West ASP, Highway 16 will eventually bypass the Town and loop south and around the Town. This bypass will result in the closure of the intersection at Range Road 180 and Highway 16, making 75 Street the primary entrance to the Plan Area. To accommodate this, road widening has been identified within the Plan. Glenwood Drive, which bounds the Plan Area to the north, also has dedicated road widening requirements to accommodate future transportation within the area.

4.2 Active Transportation Network

The Plan Area will build upon and connect to the Edson Trails Master Plan. This will allow for multiple modes of transportation (i.e. walking and cycling) and offer residents further connectivity to the western portion of the Town. Figure 8 shows the active transportation network in greater detail.

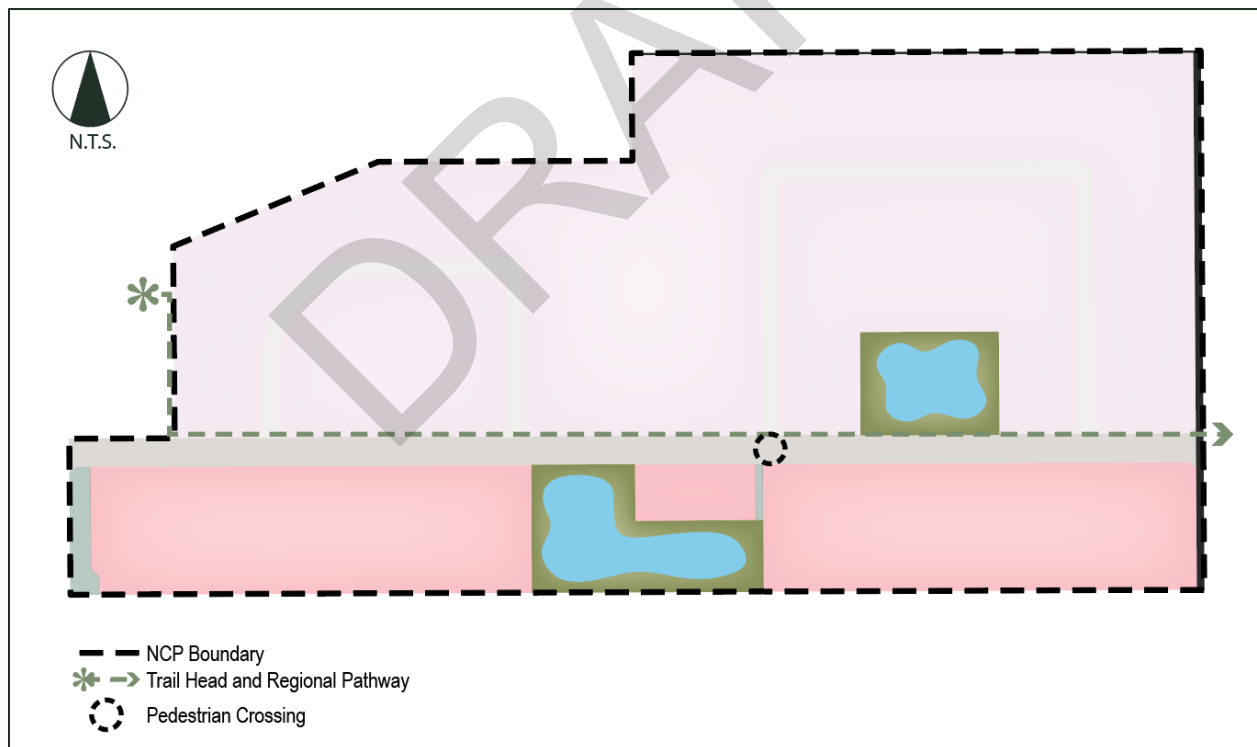


Figure 8. Active Transportation Network

3.4.3 Active Transportation Network Policies

- Trails and sidewalks will conform and connect to the Edson Trails Master Plan network.

- b. The design of the trail and sidewalks will accommodate various ages, abilities, and all types of active transportation modes.
- c. Wayfinding signage may be provided where appropriate.

Implementation: Trails and sidewalks shall be reviewed at the subdivision and development permit stage, in accordance with the Land Use Bylaw and Town engineering standards. Trails and sidewalks should also be developed in conjunction with the Town of Edson Trails Master Plan to ensure the incorporation of appropriate design elements.



Examples of wayfinding and sidewalk connectivity

4.3 Servicing

The following sections provide an overview of the servicing and infrastructure for the Plan Area.

4.3.1 Sanitary Servicing

Currently there is no sanitary sewer that services the Plan Area. Extension of the west sanitary trunk is currently being explored and reviewed by the Town in order to provide future sanitary services for the Plan Area. Once the trunk is extended west, the Plan Area can be serviced by a gravity sewer system. The proposed location for the trunk line will follow the proposed primary east-west road that bisects that Plan Area (otherwise referred to as 4A avenue).

4.3.2 Water Servicing

An existing 300mm water main currently runs parallel to the southern boundary line of the Plan Area. A secondary 300mm trunk main will be required to service the Plan Area in addition to a looping 250mm distribution system.

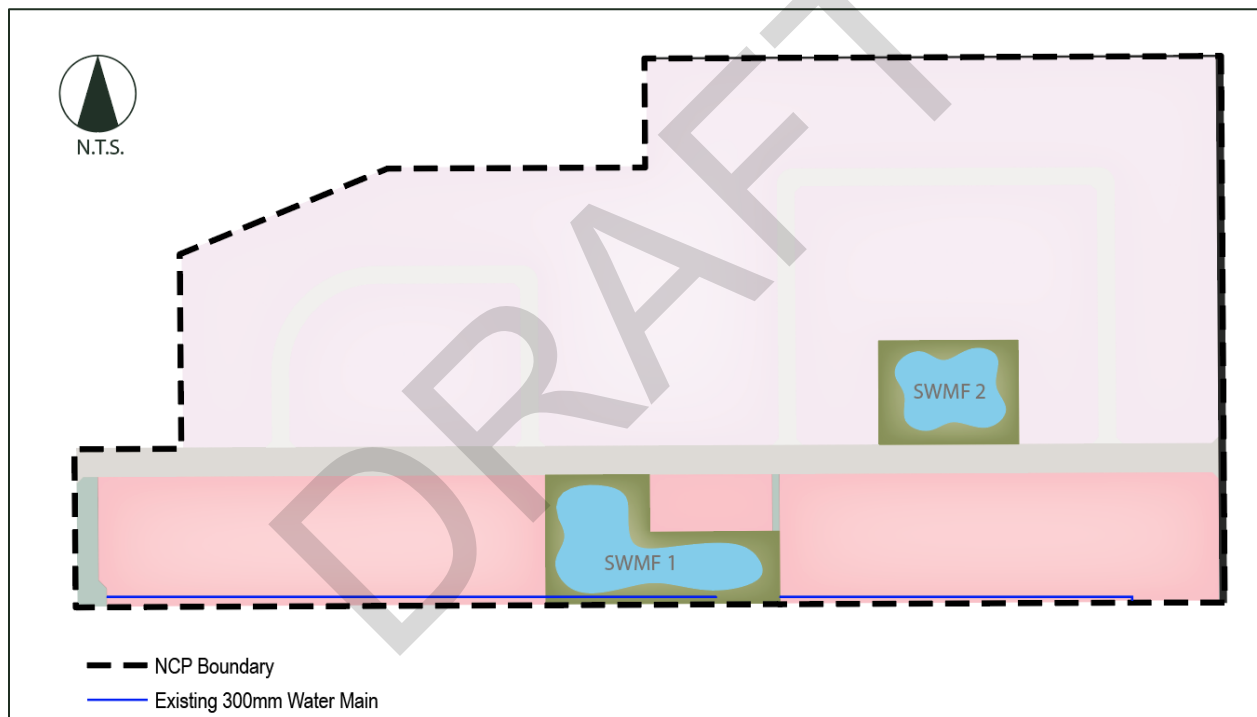


Figure 9. Existing Water Servicing Infrastructure

4.3.3 Storm Servicing

The Plan Area has dedicated two stormwater management facilities (SWMFs). SWMF 1 is 4.465 ha (11.032 acres) and is shared between three landowners. SWMF 1 is located adjacent to Highway 16 in the south-central portion of the Plan Area. A key contributor to the design of SWMF 1 was maintaining an 80m width in order to facilitate proper slope and drainage. In addition, a 10m wide PUL connects to SWMF 1 and will aid in connecting SWMF 2 to SWMF 1 to facilitate proper drainage. SWMF 2 is 2.849 ha (7.043 acres) and services the east landowner and is located north of 4A Avenue. The SWMFs are shared equitably amongst the four landowners with total contribution of net

developable land being dedicated amounting to 7% of the Plan Area. While SWMFs will be required for the long-term and full buildout of the Plan Area, in the short term, alternative servicing solutions may be developed and explored through discussions with the Town. The general location of the SWMFs is identified in the Edson West ASP and the Town's Municipal Servicing Plan, which the NCP must adhere to. Further to the location requirements of the SWMF, site topography and slope have indicated that the two proposed locations are the most logical due to the Plan Area's natural topography, which slopes in a general northwest to southeast direction. In addition, prior to the commencement of this NCP, Lot 1; Block 2; Plan 2021794 was subdivided out for future development. Due to this subdivision not being in concert with the planning of the entire NCP, interim servicing solutions are instead being provided for within this subdivision and will be further determined at the engineering stage as the rest of the Plan Area shares the SWMFs.

Implementation: An on-site cost sharing agreement should be devised within the Plan Area in order to compensate landowners who contribute more than 8% of their gross developable land area to SWMF 1. The cost sharing can be understood through the criteria below:

- The number of developers benefitting from the SWMF;
- Each developer will pay their relative share of the construction cost, which is established by an area assessment referred to as a Permanent Area Contribution (PAC);
- The cost rate is subject to the Town of Edson and may be re-calculated year-over-year;
- This rate is derived by dividing the estimated construction cost of the SWMF within the cost sharing boundary by the remaining benefitting areas. The PAC for each developer is calculated by multiplying the PAC rate by its development area.

4.3.4 Franchise Utilities

Electrical and telecommunications will be provided within future road right-of-ways. Further utility servicing and design details should be referred at the development and servicing agreement stage.

4.3.5 Engineering Policies

Engineering policies are intended to focus on critical Town services that are essential to the future feasibility of the Plan Area. Examples of this include shallow and deep utility servicing.

- a. All internal roadways must be constructed in accordance with the Town of Edson's servicing standards for subdivision and road construction.
- b. The improvement and widening of 75 Street should occur prior to the closure of Range Road 180's access at Highway 16.
- c. Lighting within the Plan Area must be positioned strategically to avoid unnecessary light pollution.
- d. All development within the Plan Area should be connected to a future municipal water and wastewater distribution system, however, independent servicing in the form of wells and septic tanks may occur, to the satisfaction of the Town's Development Authority.

- e. Shallow utilities (gas, power, electrical) must be provided to service each future lot within the Plan Area. Utility easements will be required between the developer and the utility service provider.
- f. Each developer will be required to pay their relative share of the construction cost for the SWMFs, which will be established through a Permanent Area Contribution (PAC).

Implementation: Design of future roadways within the Plan Area will be prepared at the subdivision stage, to the satisfaction of the Town of Edson and municipal engineering standards. In addition, municipal servicing should adhere to the Town of Edson's Municipal Servicing Plan in coordination with Town engineering services.

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05. Implementation

The implementation of the NCP covers future staging of development, redistricting and subdivision, and the amendment process. A summary of consultation and engagement is also included.



5.0 Implementation

5.1 Staging

As shown in Figure 10, development will generally occur along Highway 16 and will proceed to follow market demands and availability of municipal infrastructure services.

Staging of the NCP is, however, flexible and can occur in a manner that accommodates all future development opportunities presented within the Plan Area.

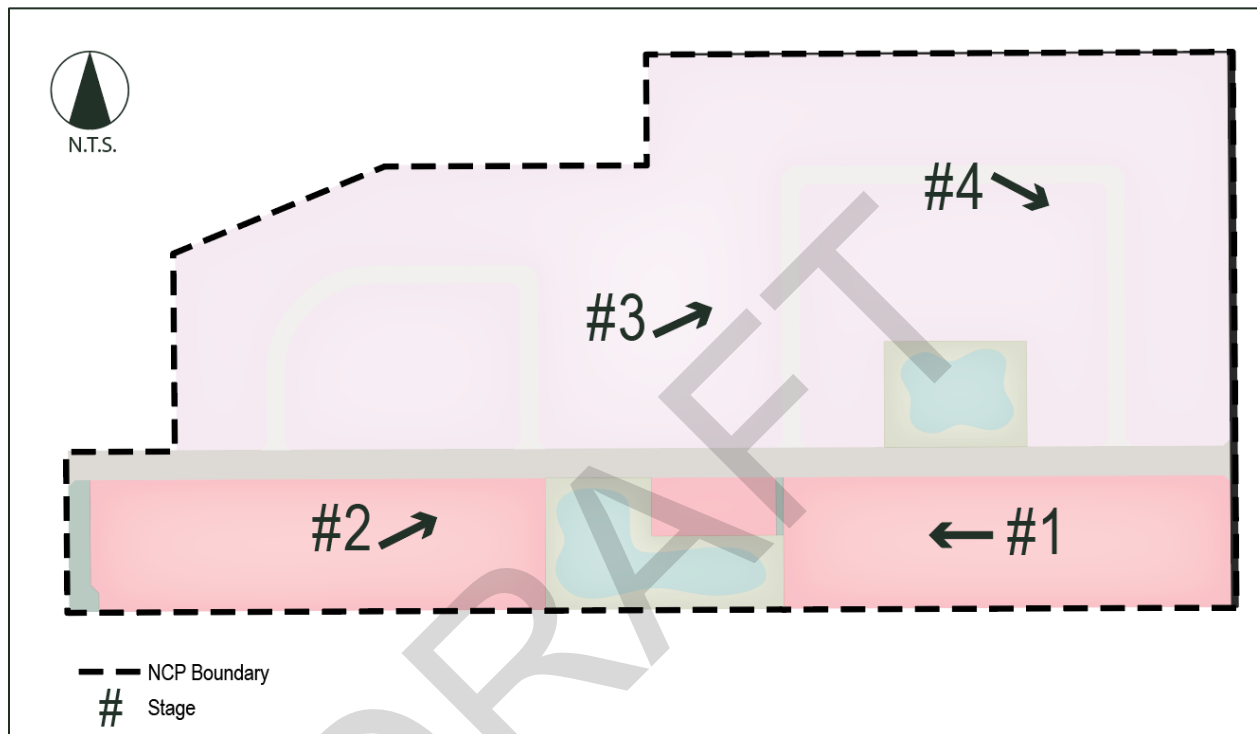


Figure 10. Development Staging

5.2 Redistricting and Subdivision

Lands within the NCP are currently districted as Urban Reserve, Parks and Recreation, Business Commercial/Light Industrial, and Direct Control. Redistricting and subdivision of lands will be required to conform to the land uses designated in the ASP.

5.3 Amendment Process

Policies, texts, and mapping information found within the NCP may be amended from time to time to respond to broader or more specific changes in market demands. Any amendments made shall adhere to the higher order statutory documents such as the IDP, MDP, ASP, and all other applicable bylaws, policies, and procedures in Edson. Any amendments made to the NCP would then be adopted through Council resolution.

5.4 Summary of Consultation

5.4.1 Project Kick-Off Meeting

A project kick-off meeting was held on April 2, 2020 with Edson's Administration. The purpose of the meeting was to introduce the Project Team, exchange relevant data

required for the NCP, acquire background information and history of the Plan Area, determine the technical requirements and constraints, and establish an understanding of report details required.

5.4.2 Phase I: Landowner Survey, Workshop

The first phase of preparing the NCP consisted of gathering background information on the Town and Plan Area, having phone conversations with key stakeholders, and sharing correspondence through email and phone conversations with the local landowners. The Project Team engaged landowners through a landowner survey, a virtual workshop, email correspondence and phone conversations. The key takeaway from Phase I feedback was the concern around the process and lack of communication in the past with landowners feeling like their voices had not been heard. A fair land use concept that incorporates all landowner concerns was also made evident throughout phase I conversations and survey feedback.



5.4.3 Phase II: Draft Land Use Concepts, Visioning and Open House

The second phase of preparing the NCP consisted of distributing surveys about the draft vision statement and land use concepts. Invistec, based off “What We Heard” in Phase I, created two separate draft land use concepts for landowners to review. One concept was based on a commercial and light industrial land use focus, while the second also provided a focus on commercial and light industrial land uses, however it also included some residential land use. The feedback received assisted the Project Team in understanding the landowners’ aspirations as well as the community’s perspective to ensure the proposed and chosen concept meets the ultimate desires of the Town and the landowners.

Upon circulating the land use concepts to landowners some were concerned with their contribution of gross developable land towards SWMF 1. The land use concept re-designed and re-sized the pond to better reflect an equitable proportionate share of gross developable land to SWMF 1 and provided them with more developable area. Also included within the NCP was a policy that created a cost-sharing mechanism in the form of a PAC, which will ensure that each future developer who benefits from the SWMF will pay a proportionate share towards the cost of land and construction.

5.4.4 Public Open House

Forthcoming.

5.4.5 Stakeholder Consultation

Invistec reached out to various stakeholders through phone and email from May-June, 2020 who may have an interest in the preparation of the West End NCP, or could provide background information to Invistec’s Project Team. Below are the Stakeholders that were contacted as part of the West End NCP process. Stakeholders were informed of the West End NCP process and offered the opportunity to meet the Project Team (virtually). While attempts were made to reach out to the stakeholders listed below, Nova Chemicals and Living Waters Catholic School Division did not return correspondence to the Project Team (see asterisk*)

Table 3. Key Stakeholders

Non-Profit Organizations	Education	Industry	Provincial	Municipal
Alberta West Realtors Association	Grande Yellowhead Public School Division	Canadian Natural Resources Limited	Alberta Environment and Parks	Yellowhead County
Edson Chamber of Commerce	Living Waters Catholic School Division*	TransAlta	Alberta Transportation	
		Trans Mountain	Alberta Energy Regulator	
		Nova Chemicals*		
		Fortis		
		Telus		
		Yellowhead Gas Co-op Ltd		
		AltaLink		

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