

# Bremner Area Project

Priorities Committee April 16, 2019





# Agenda

---

1. Council History and Context
2. Planning Hierarchy
3. Final Area Concept Plan (ACP) Document
4. Financial Viability Analysis
5. Phase 3 Engagement
6. Next Steps







## Council History and Context

- Edmonton Metropolitan Region Growth Plan anticipates 2.2 million people and 1.2 million jobs by 2044.
- Surrounding municipalities are looking at accommodating their share of the region's projected population growth.
- The County is expected to grow between 40,000 and 60,000 people.
- Growth may be slow or fast, but if a place is desirable for people to live.
- People will come whether the growth is planned or unplanned.

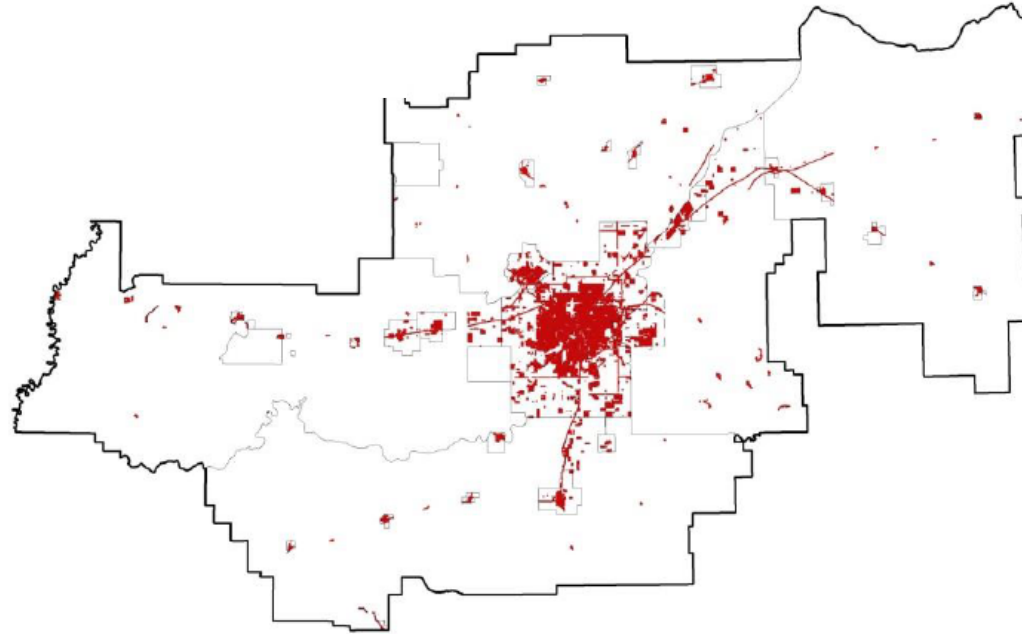
## Council History and Context

### Why are we Discussing Growth?

### Looking back 30+ Years

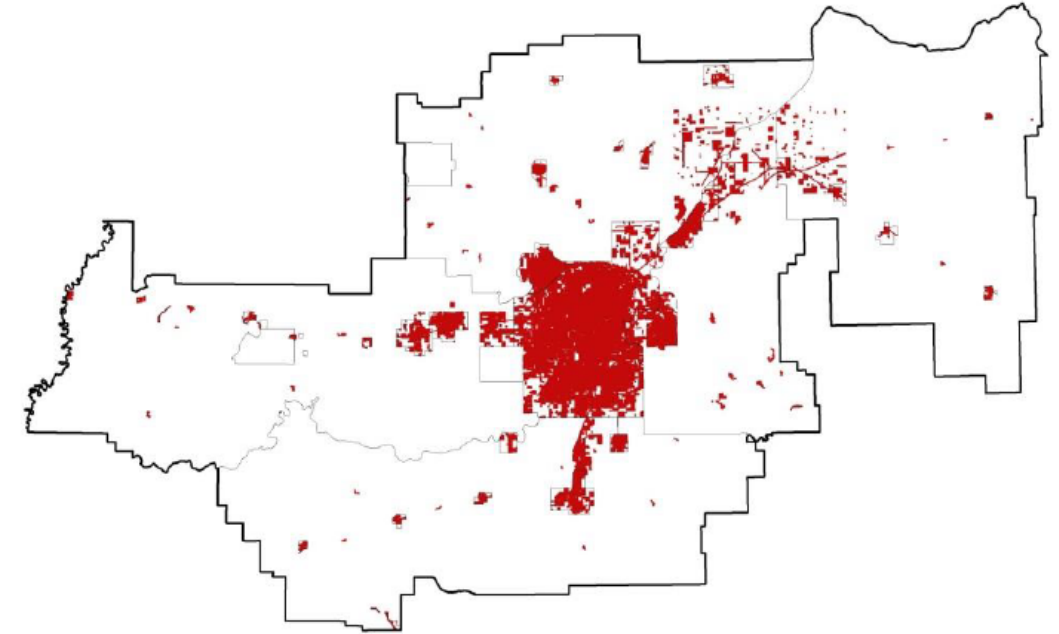
1974

Population: 560,000



2014

Population: 1,234,000





## Council History and Context



### Why are we Discussing Growth?



- The County is a major employment generator.
- Our non-residential tax base accounts for approximately 60% annually of tax revenue.



## Council History and Context



### Why are we Discussing Growth?



- Based on historical non-residential growth, the Financial Viability Analysis anticipates an extra 6 billion in industrial growth(excludes commercial and the LEA) will be added every 10 years.

- To be conservative, a scenario of half that growth, 3 billion, has also been completed.



## Council History and Context



### Why are we Discussing Growth?



- Example of Industrial growth:
  - Interpipeline Heartland Petrochemical Complex, scheduled for late 2021 has an estimated value of approximately \$3.5 billion.

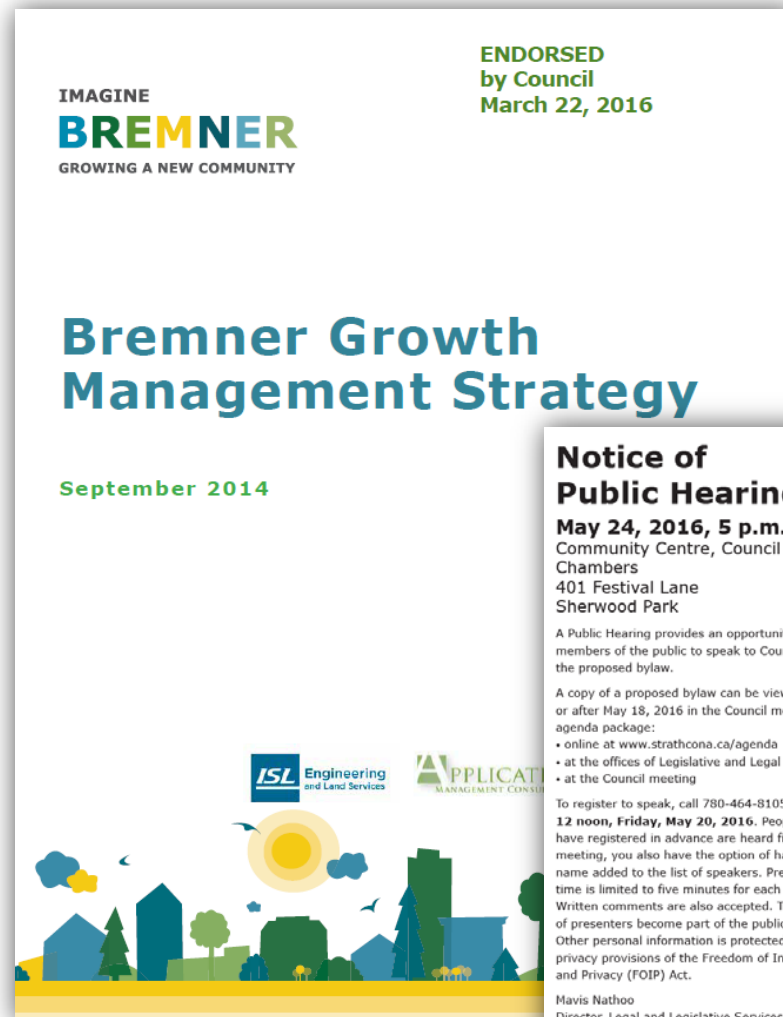


- 2016 - Council endorsed the Bremner Growth Management Strategy.
- Council approval Municipal Development Plan (MDP) Amending Bylaw 15-2016.
- Council approval new MDP Bylaw 20-2017.

## Council History and Context



### Why are we Discussing Growth in Bremner?



#### Notice of Public Hearing

**May 24, 2016, 5 p.m.**  
Community Centre, Council Chambers  
401 Festival Lane  
Sherwood Park

A Public Hearing provides an opportunity for members of the public to speak to Council on the proposed bylaw.

A copy of a proposed bylaw can be viewed on or after May 18, 2016 in the Council meeting agenda package:

- online at [www.strathcona.ca/agenda](http://www.strathcona.ca/agenda)
- at the offices of Legislative and Legal Services
- at the Council meeting

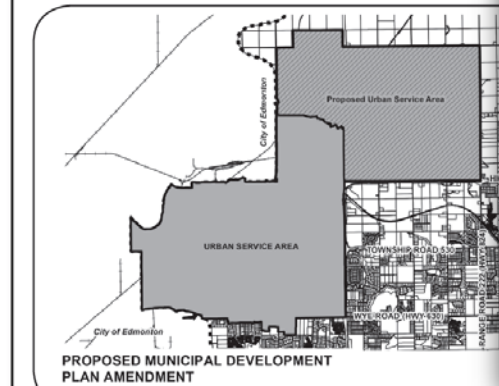
To register to speak, call 780-464-8105 by **12 noon, Friday, May 20, 2016**. People who have registered in advance are heard first. At the meeting, you also have the option of having your name added to the list of speakers. Presentation time is limited to five minutes for each speaker. Written comments are also accepted. The names of presenters become part of the public record. Other personal information is protected by the privacy provisions of the Freedom of Information and Privacy (FOIP) Act.

Mavis Nathoo  
Director, Legal and Legislative Services

**STRATHCONA COUNTY**

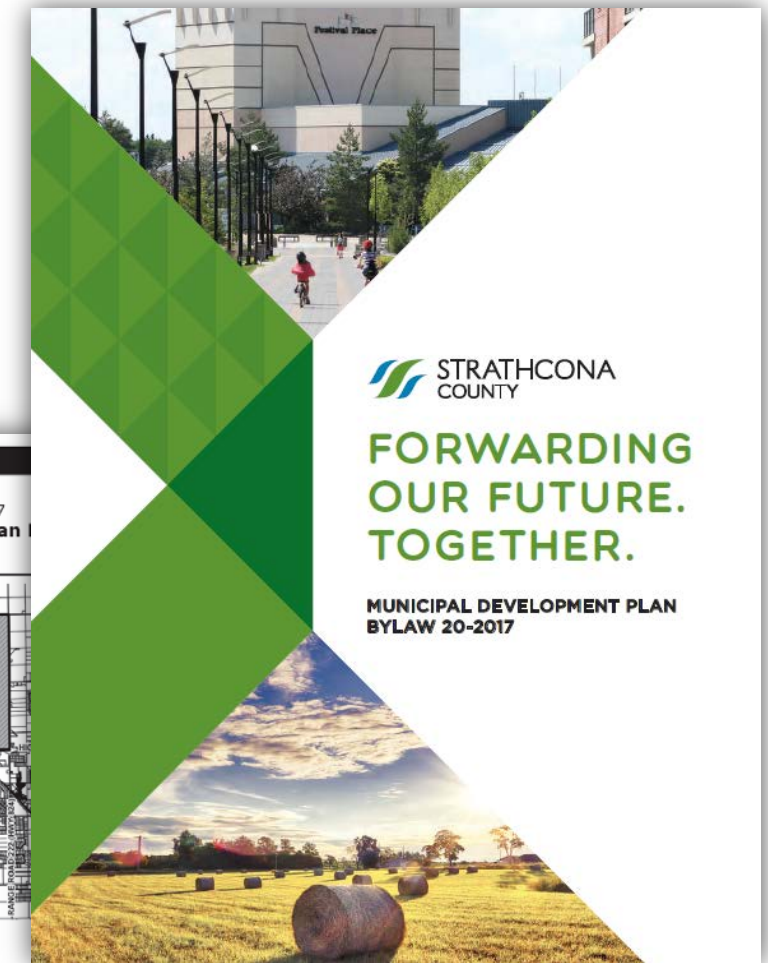
**May 24, 2016, 5 p.m.**

Proposed Bylaw 15 -2016  
Proposed amendment to Municipal Development Plan 1-2007  
**West of 21 Area Concept Plan area and Urban Reserve (Bremner) area**



The purpose of proposed Bylaw 15-2016 is to amend the Municipal Development Plan to clearly identify the Urban Reserve (Bremner) as the County's next area for growth and to revise the Urban Service Area boundary in accordance with the corresponding map.

Further information: Janna Widmer, 780-464-8127



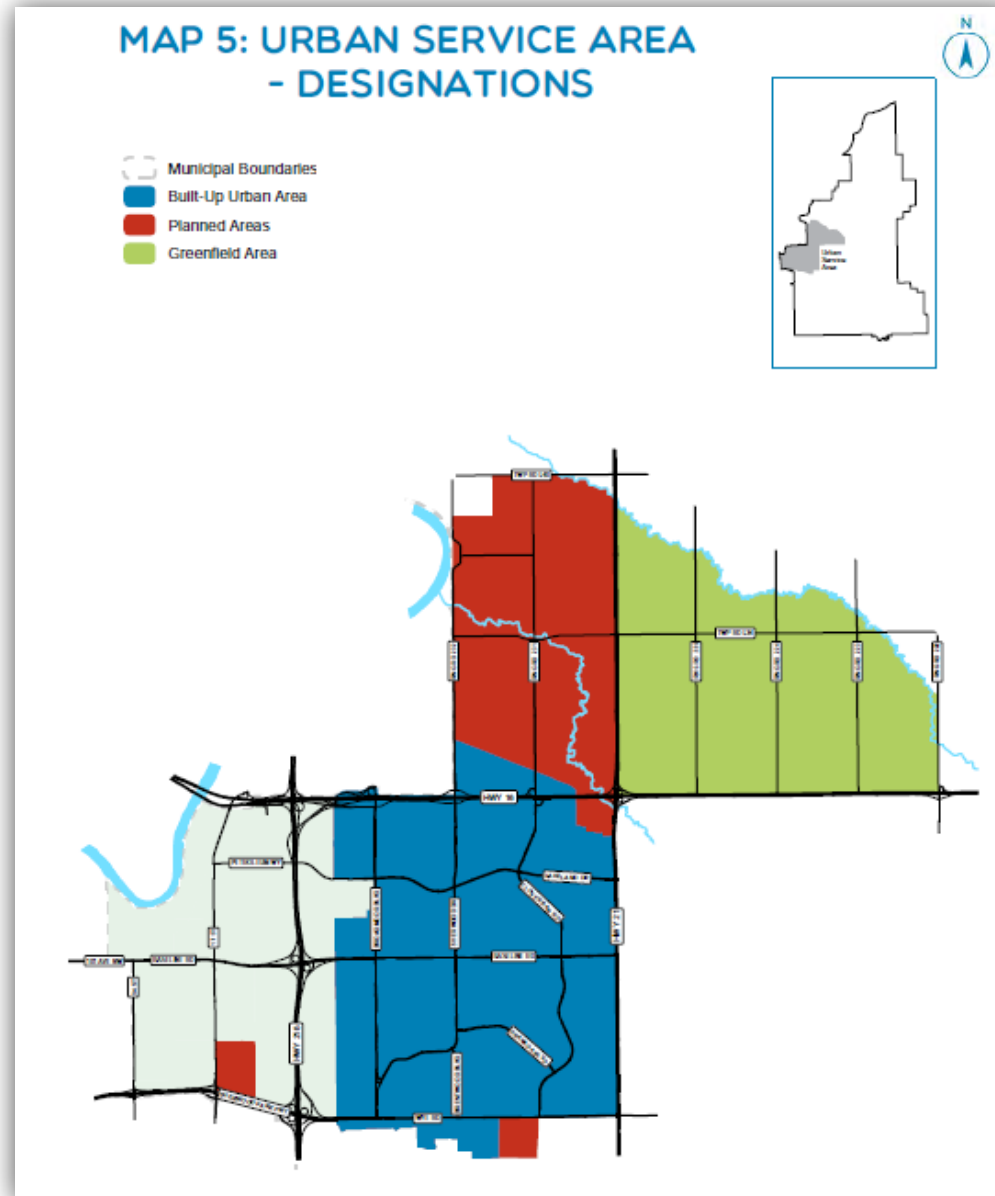
**STRATHCONA COUNTY**



- 2016 - Council made a motion to prepare an ACP for Bremner.
- MDP - Bremner is part of the Urban Service Area.
- MDP Policy, Bremner is the next greenfield area for future urban growth.
- The LEA is part of the Rural Service Area.

## Council History and Context

### Why are we Discussing Growth in Bremner?



STRATHCONA COUNTY

## Bremner & LEA AREA CONCEPT PLAN

BYLAW 3-2019

FINAL DRAFT APRIL 2019



# Bremner

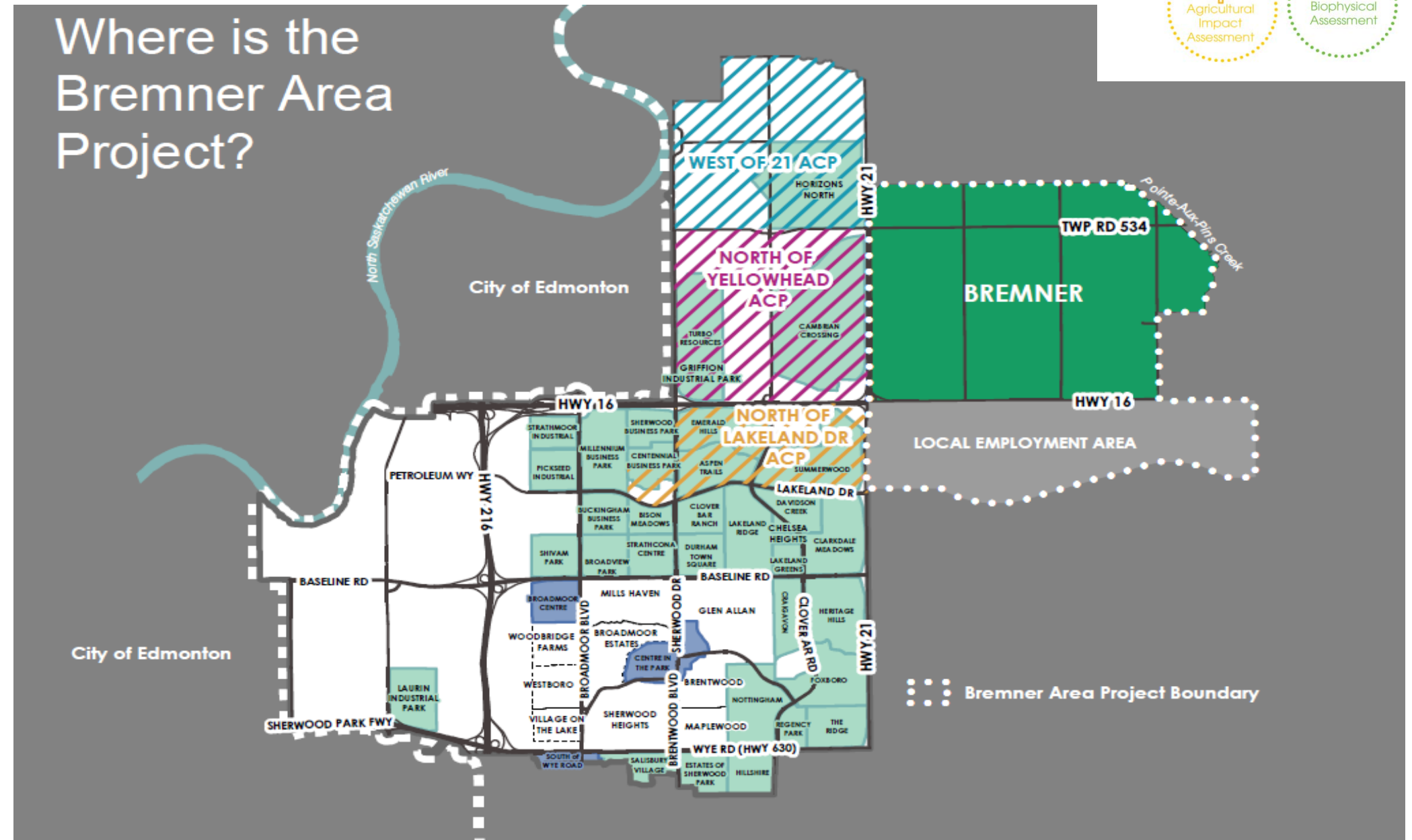


- Bremner would not be a separate hamlet from Sherwood Park.
- Bremner is a contiguous expansion of the Sherwood Park Urban Service Area.
- Example residential areas Summerwood, Cambrian or Hillshire.
- Example Industrial Areas North of Yellowhead and West of 21.

## Council History and Context



### Would Bremner be a separate hamlet?

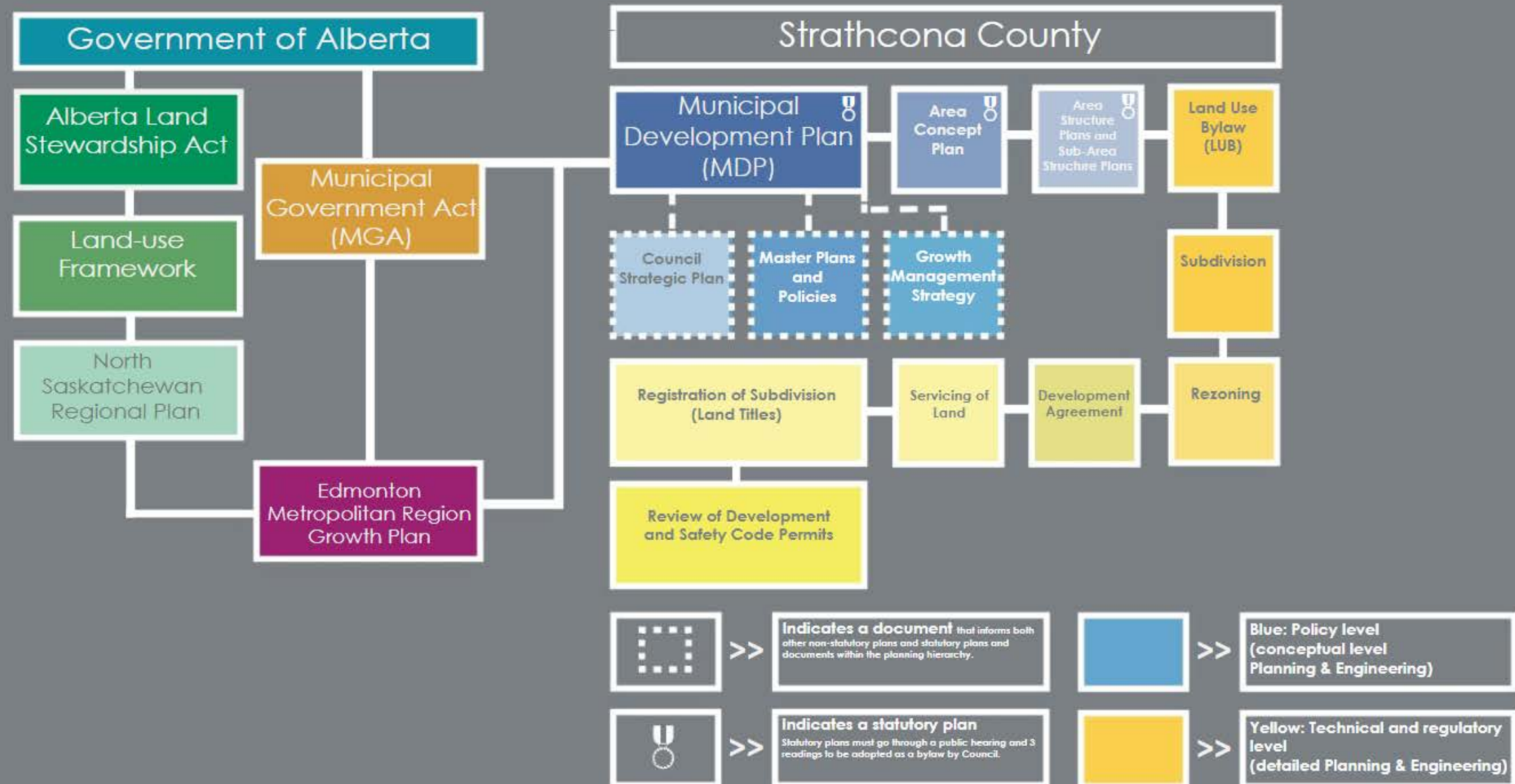






## Planning Hierarchy

# Planning hierarchy

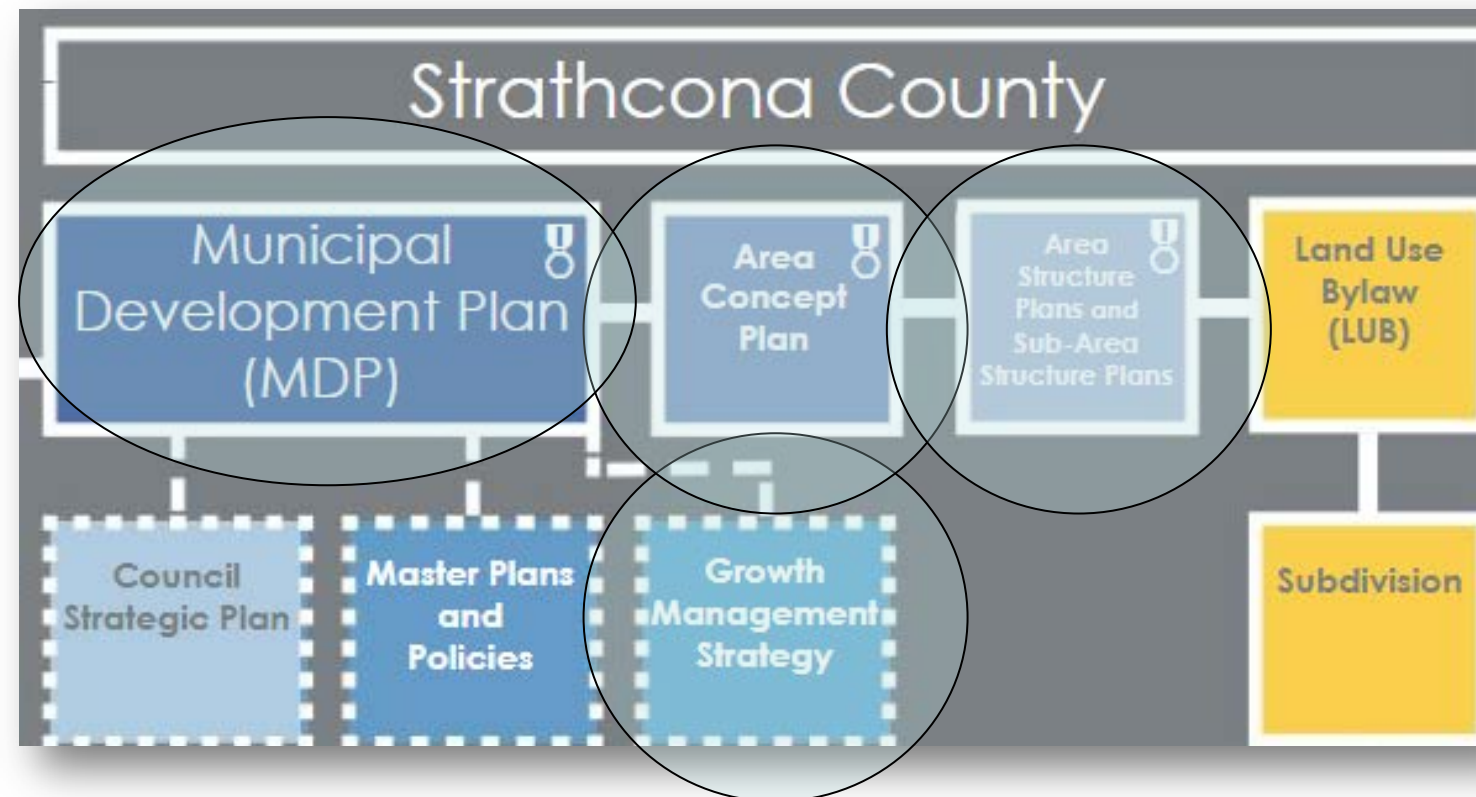




- The Bremner and LEA ACP must comply with the MDP as well as the EMRB Growth Plan.
- It has been informed by previous work done through the Bremner Growth Management Strategy (GMS).
- The GMS is not a statutory document but the ACP is.

## Planning Hierarchy

### Where Does the ACP Fit in the Process?





- If the ACP is adopted by Council, the next step is Bremner Sub-Area Structure Plans (ASP).
- Sub-ASPs are detailed plans for smaller community and neighbourhood areas.
- Sub-ASPs will be completed by developers.

## Planning Hierarchy

### Where Does the ACP Fit in the Process?



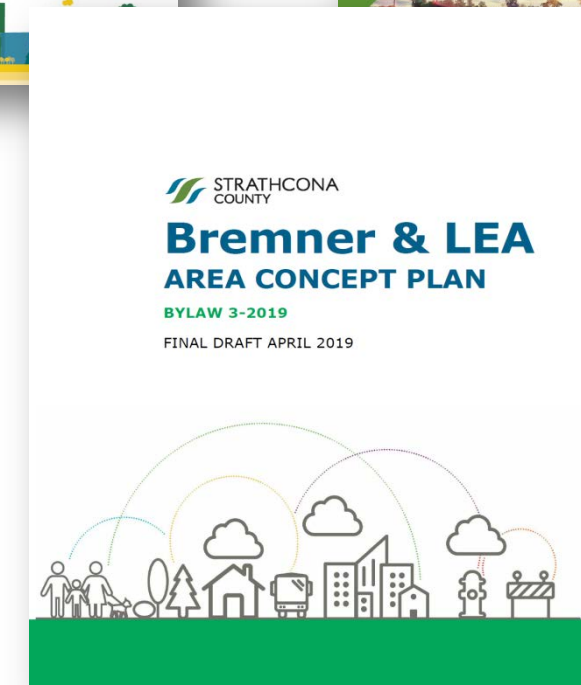
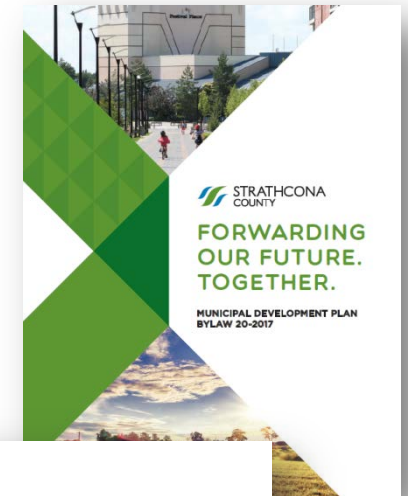
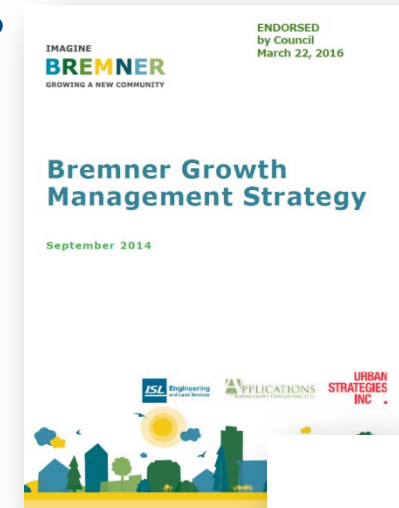
Described and illustrated a vision, community design concept, and set of policy directions intended to guide more detailed planning in Bremner.



The Bremner Area Project will be developed through an Area Concept Plan - a statutory plan that provides a planning framework and future land use concept that guides subsequent development plans.



Subsequent planning for Bremner will focus on detailed design of smaller neighbourhood areas, through Area Structure Plans, subdivision, rezoning, and development.





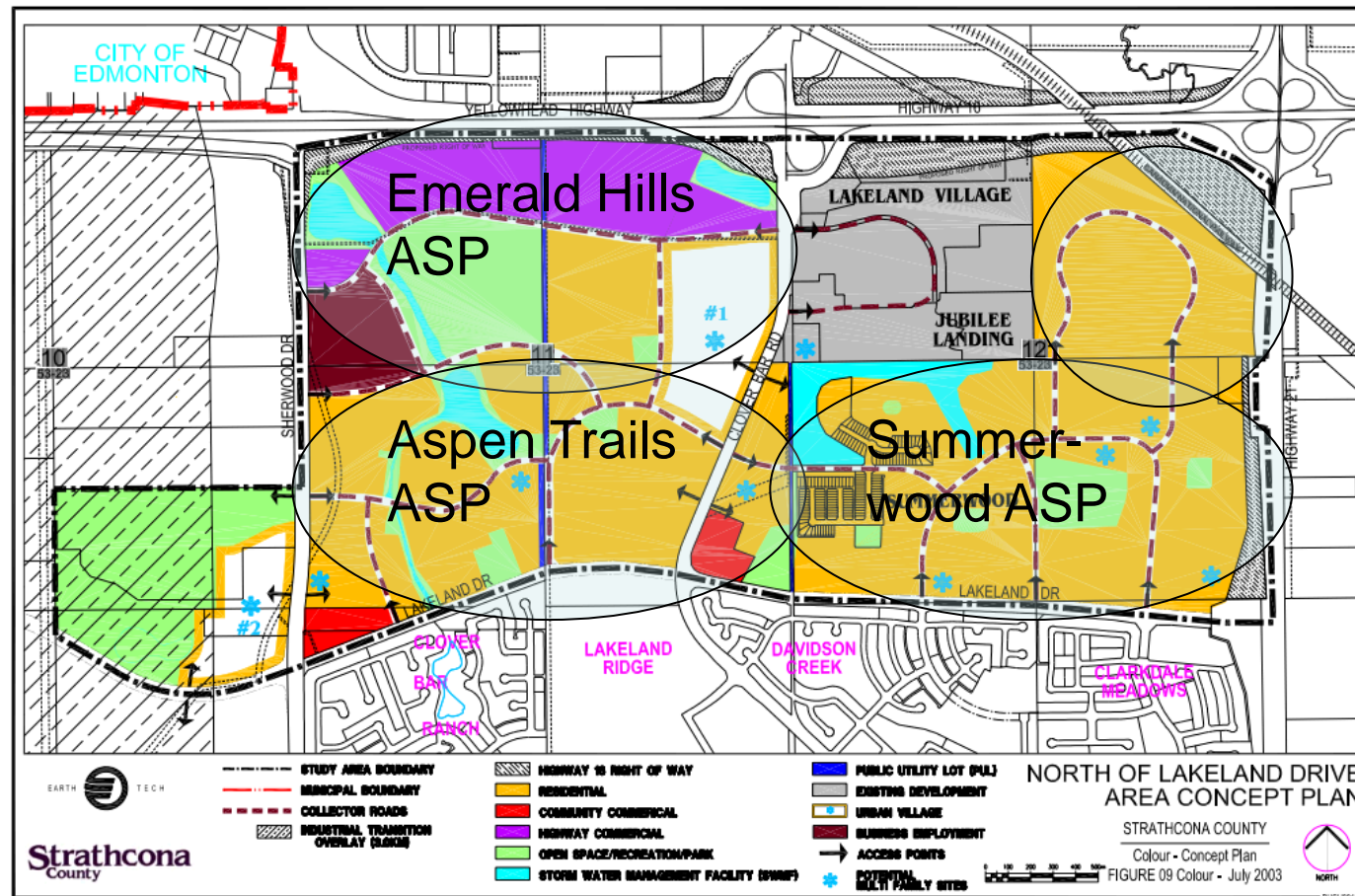
Following each Sub - ASP would be multiple stages of rezoning, subdivision and development.

Rezoning, subdivision and development occurs over many years.

## Planning Hierarchy

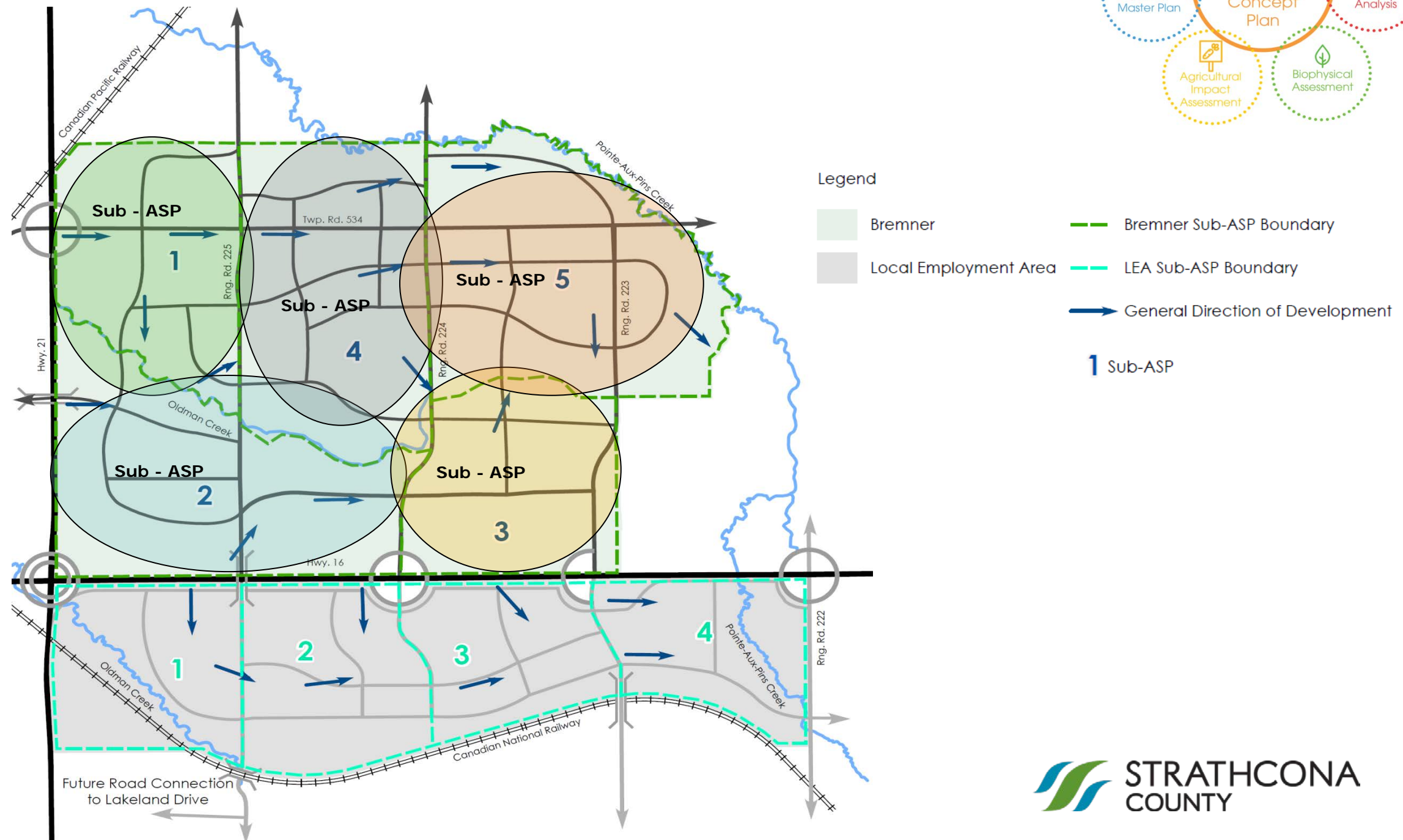
### Where Does the ACP Fit in the Process?

#### Example: North of Lakeland Drive ACP



Bremner and the LEA Sub - ASP boundaries and stages of development.

## Planning Hierarchy

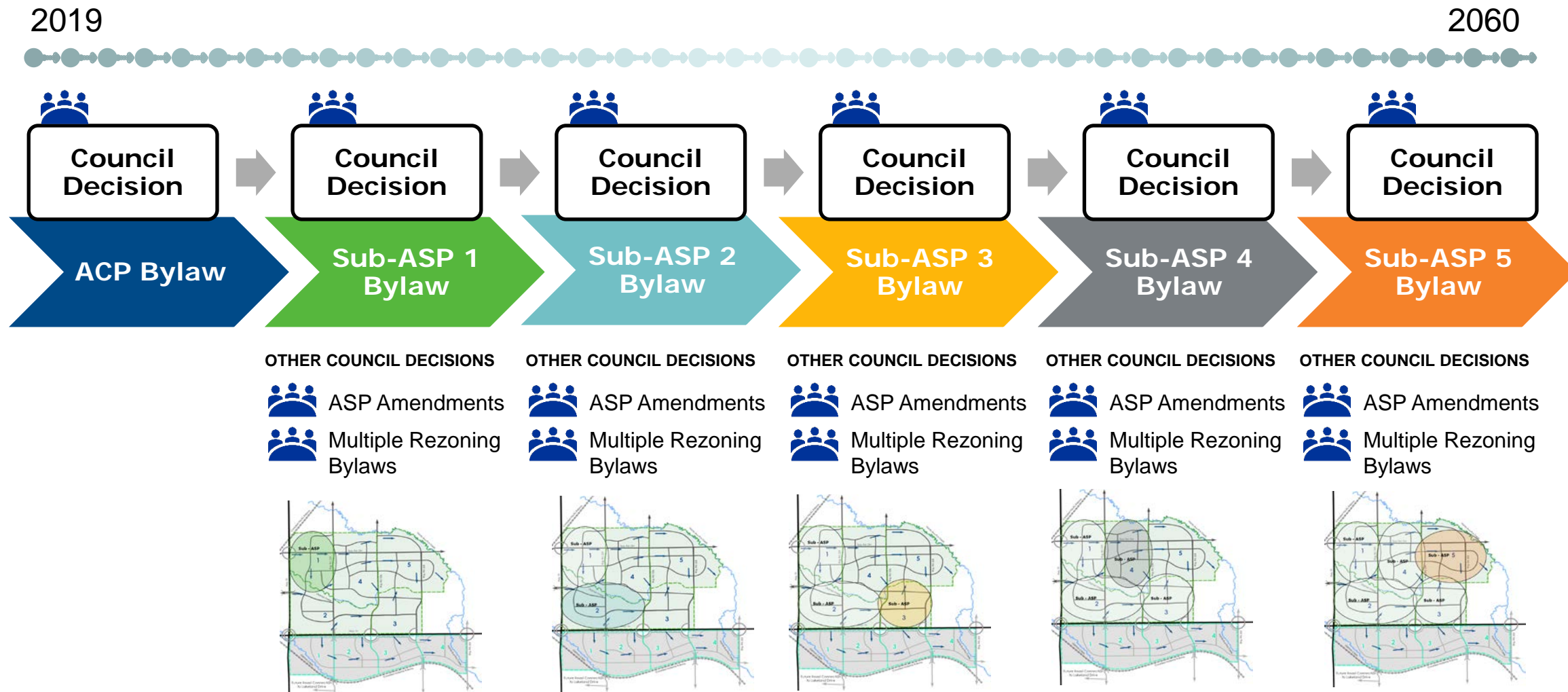




## Planning Hierarchy



### Where Does the ACP Fit in the Process?



### The Area Concept Plan:

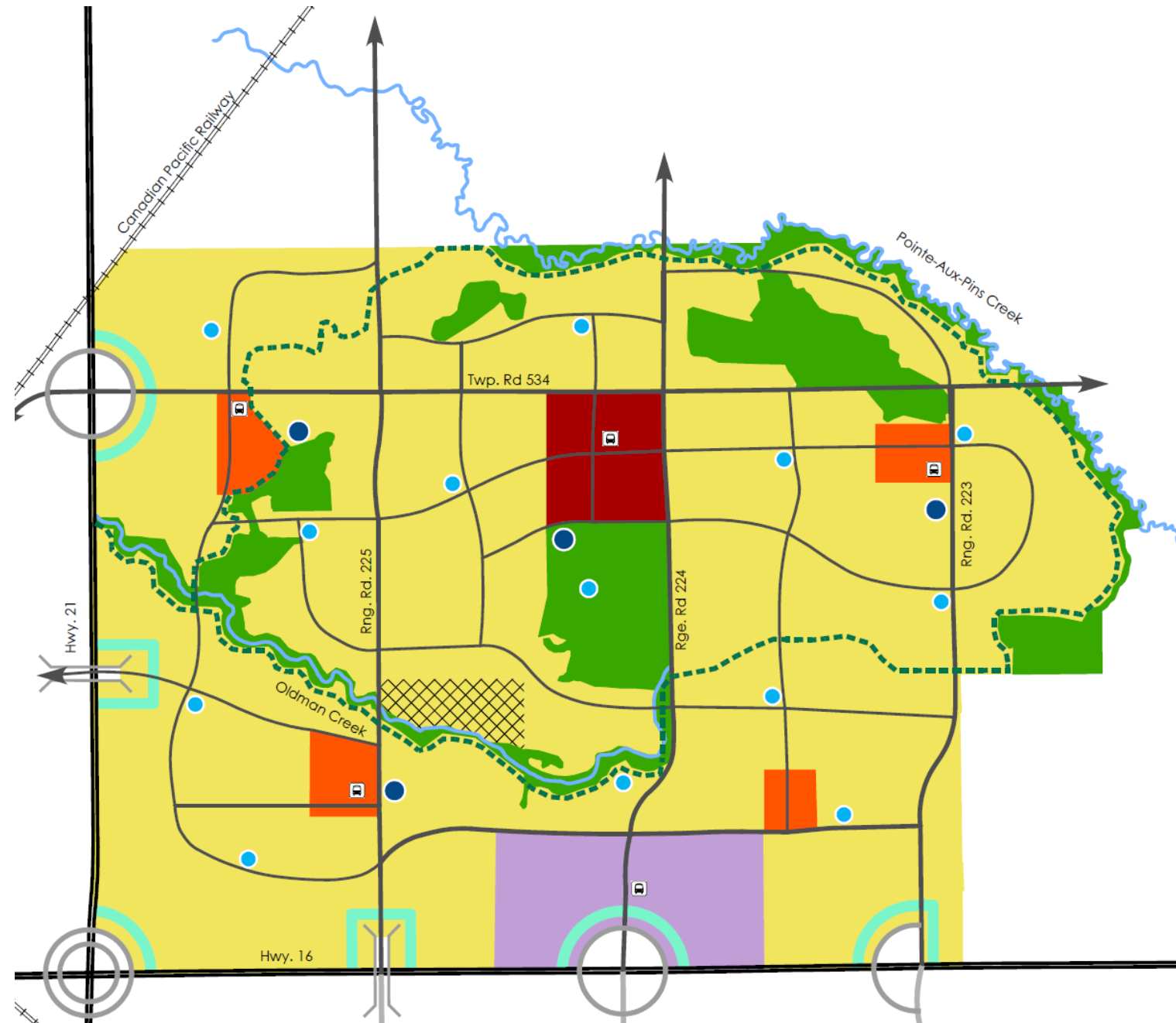
- Acts as a strategic roadmap for an ultimate destination.
- Council is in control throughout the timeline and has numerous decision points to provide course correction.



## Final Area Concept Plan



## Final Area Concept Plan



- Transit Terminal/Transit Transfer Facility
- Interchanges
- Flyover
- Gateways
- Community Node Policy Area
  - Primary Community Node
  - Secondary Community Node
- Priority Wetlands, Uplands, and Open Space Policy Area
- Business Park Policy Area
- Major Open Space Corridor
- Neighbourhood Policy Area
- Existing Country Residential
- Village Centre Policy Area
- Town Centre Policy Area



## Final Area Concept Plan



### POLICY AREA: TOWN CENTRE

What will the **Town Centre** in Bremner look like?

The Bremner Town Centre will contain a series of main streets and a mixture of uses that serve the entire Bremner Area such as regional commercial and community services and high density residential.

#### Regional Commercial and Community Services

The Town Centre will be the largest service centre in Bremner, containing major community and public services, employment and commercial uses.

#### High Density Residential

To complement the regional level of service focused within the Town Centre, housing will be provided in a variety of apartment-style and mixed use-buildings greater than four storeys.





## Final Area Concept Plan



### POLICY AREA: VILLAGE CENTRES

What would a **Village Centre** in Bremner look like?

There are four (4) village centres; one located in the centre of each community. These centres contain a main street and a mixture of uses such as neighbourhood services and medium density housing.

#### Neighbourhood Services

Village Centres will serve the surrounding neighbourhoods, offering local services such as grocery stores, restaurants, recreation, and employment.

#### Medium Density Housing

Village Centres will also contain housing in the form of row housing, as well as low rise apartment and mixed use buildings less than five storeys.

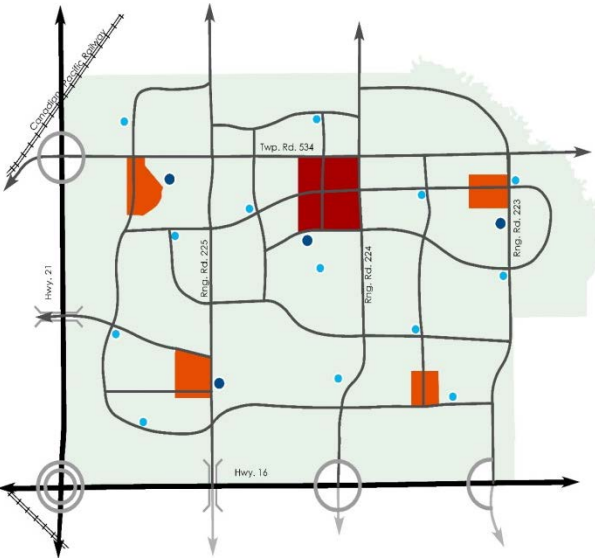




## Final Area Concept Plan



## POLICY AREA: COMMUNITY NODES



### What is a **Community Node** in Bremner?

The main purpose is to provide a location for schools and community parks. These nodes may also integrate complementary uses such as community services. Additionally, there may be potential for commercial and residential such as community or seniors housing.



### **Primary Community Nodes**

Are primary schools and community parks with the opportunity for shared school sites or potential complementary uses, located within walking distance. There are thirteen (13) primary community nodes.



### **Secondary Community Nodes**

Are secondary schools and community parks with potential complementary uses, located adjacent to centres. There are four (4) secondary community nodes.

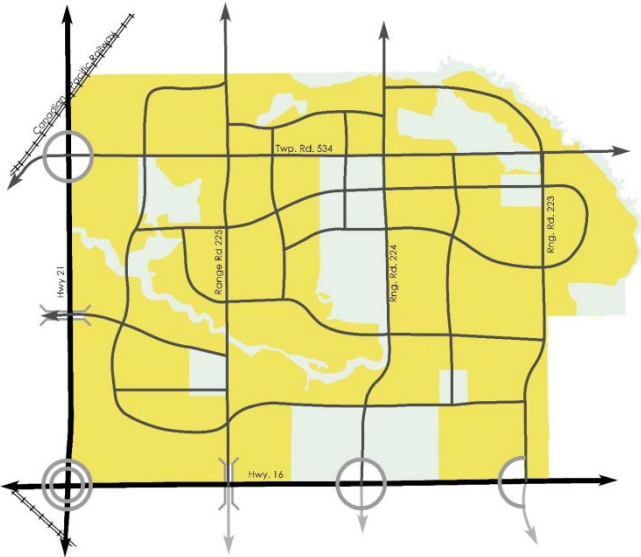




## Final Area Concept Plan



## POLICY AREA: NEIGHBOURHOOD



### What does the **Neighbourhood Policy Area** in Bremner look like?

The Neighbourhood Policy Area contains the majority of residential neighbourhood development. Residential development will include a range of housing forms that accommodate the diversity of resident needs. This area also includes open space for outdoor recreation and opportunities for local neighbourhood business.

#### Low Density Housing

- Includes single family, duplex and semi-detached housing



#### Medium Density Housing

- Includes triplex, stacked townhouses, row housing and apartments less than five storeys



#### Open Space

- Neighbourhood parks
- Trails
- Community gardens



#### Neighbourhood Business

- Can include live-work units
- Local corner store





- Bremner is designed as walkable.
- Village / Town centre are community focal points.
- Community nodes act as neighbourhood and community activity hubs.
- Additional local neighbourhood parks, playgrounds and trails will be located within 400 meters of all residents.

## Final Area Concept Plan



### Legend

- Bremner
- Local Employment Area
- Eco-Trail
- Walkshed - 1 km Buffer from Town & Village Centre Policy Areas
- Walkshed - 1 km Buffer from Community Node
- Town Centre Policy Area
- Village Centre Policy Area
- Primary Community Node
- Secondary Community Node



## Final Area Concept Plan



## POLICY AREA: BUSINESS PARK

What will be in the **Business Park Policy Area** in Bremner?

The **Business Park Policy Area** is located within Bremner on the north side of Highway 16. This area is urban and functions as a major employment generator for Bremner.

- Urban level utilities
- Light Industrial Urban Development such as research facilities, large format warehouse, distribution and office complexes





## Final Area Concept Plan

### POLICY AREA: PRIORITY ENVIRONMENTAL FEATURES AND OPEN SPACE

What **Priority Open Spaces** are in this policy area in Bremner?

#### A Major Open Space Corridor

A looped continuous trail network connects the two creeks and all of Bremner.

#### The Regional Park

A large central public space located adjacent to the Town Centre will contain community facilities, schools, park and gathering spaces.





## Final Area Concept Plan

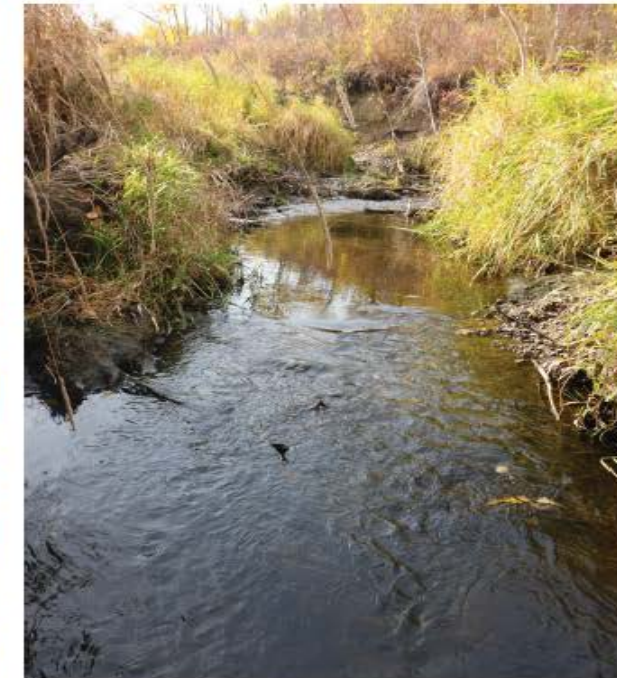


## POLICY AREA: PRIORITY ENVIRONMENTAL FEATURES AND OPEN SPACE

What **Priority Environmental Features** are included in this policy area in Bremner?

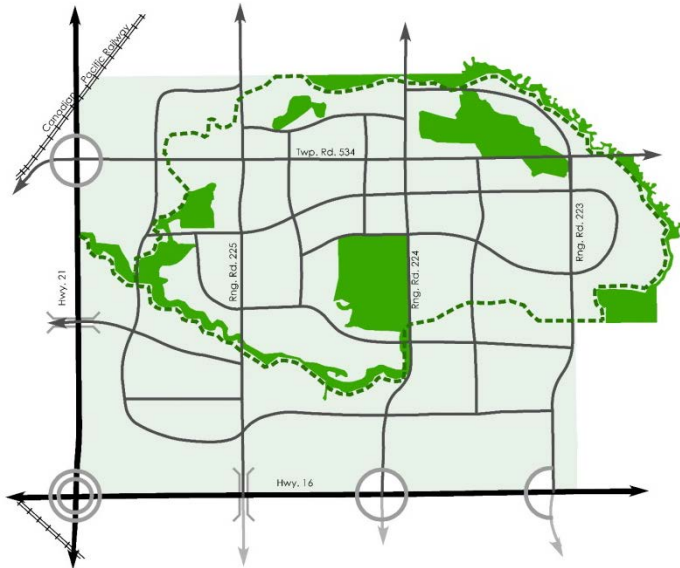
### Pointe-Aux Pins Creek and Old Man Creek

These important watercourses are highly sensitive and require conservation.



### Priority Uplands and Priority Wetlands

These environmental features have been identified in the Biophysical Assessment for conservation.



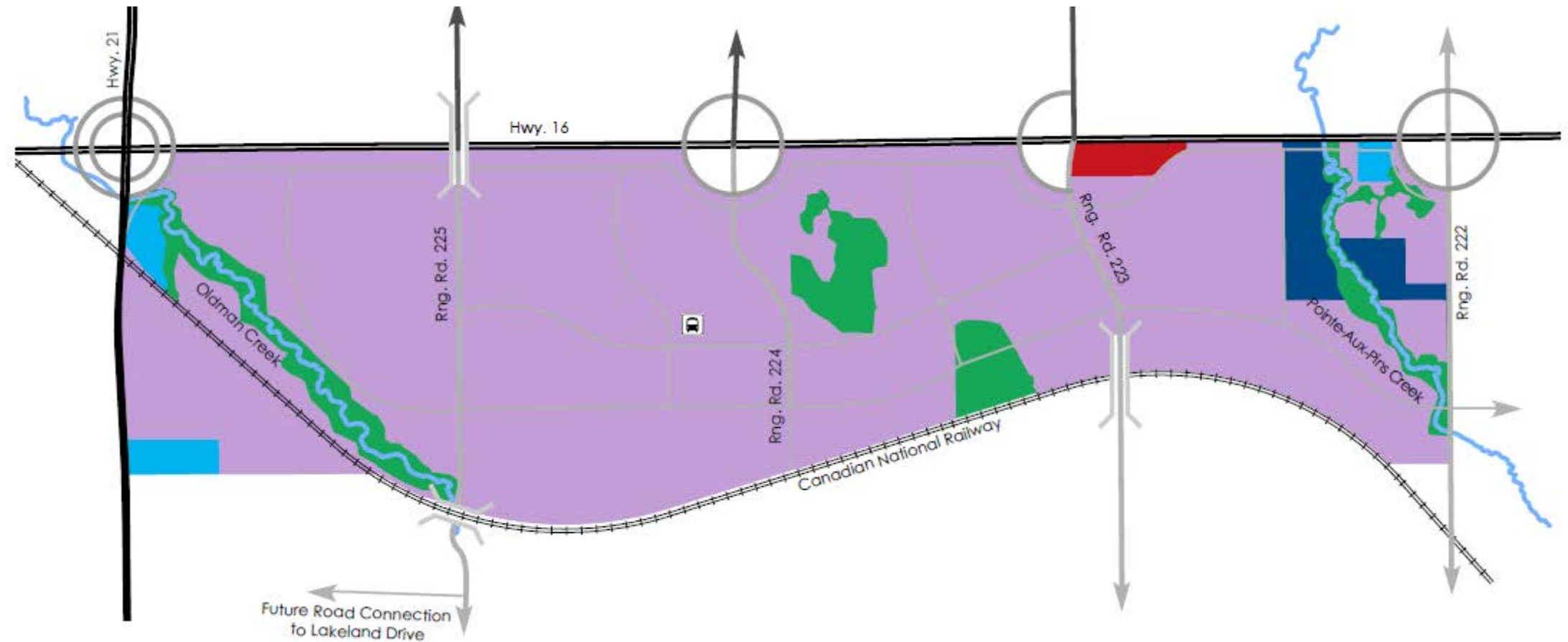


## Final Area Concept Plan



### Local Employment Area (LEA)

- The LEA.
- Located in the Rural Area as opposed to the Metropolitan Area under the Edmonton Metropolitan Region Growth Plan.
- Located in the Rural Service Area of the County.





## Final Area Concept Plan



### LOCAL EMPLOYMENT AREA

What is  
the **Local  
Employment  
Area (LEA)**?

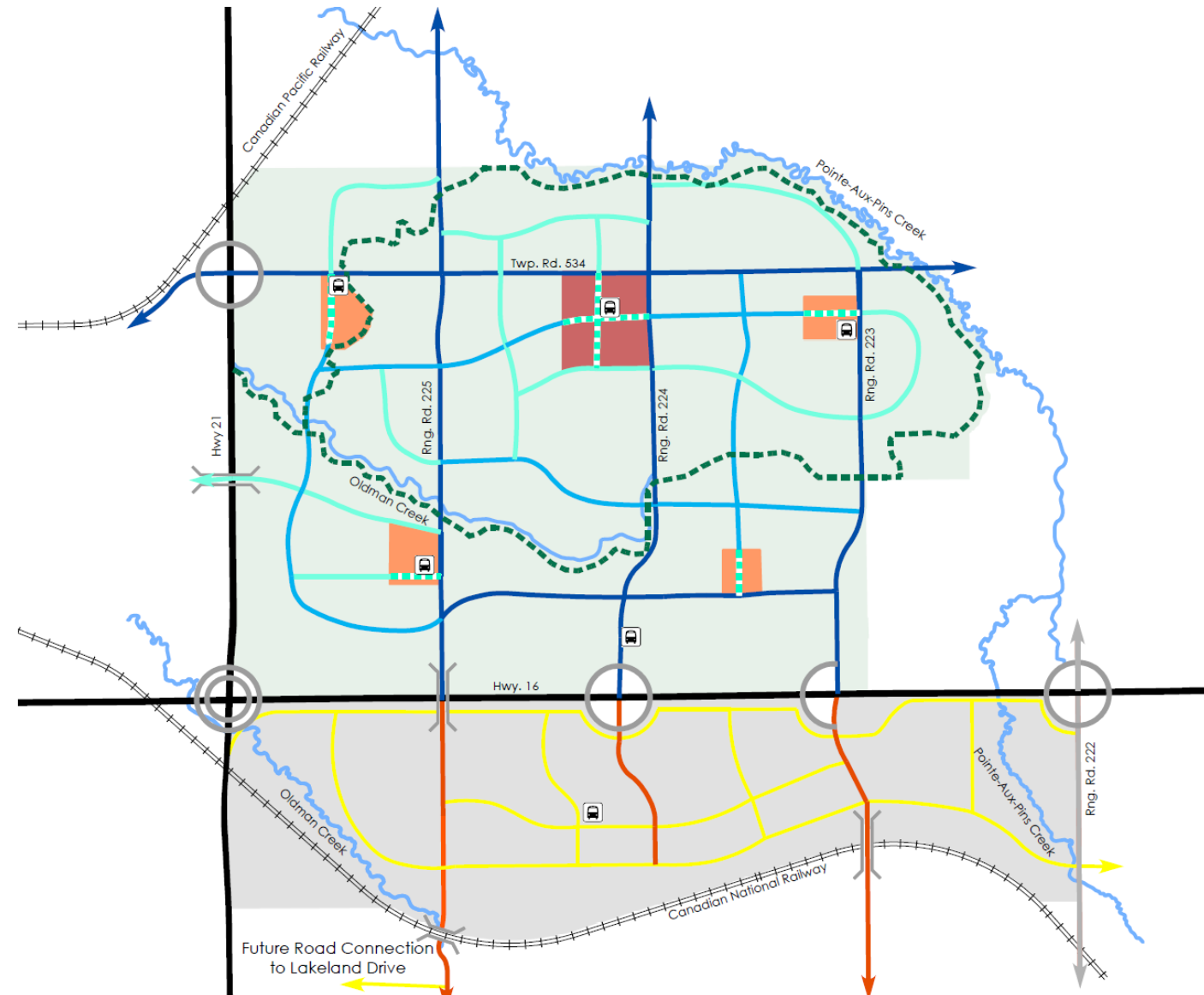
The **Local Employment Area** is located outside of Bremner on the south side of Highway 16 and functions as a rural industrial area for Strathcona County.

- Rural level utilities
- Rural Medium Industrial Development such as industrial storage and manufacturing facilities





## Bremner Transportation Plan



### Legend

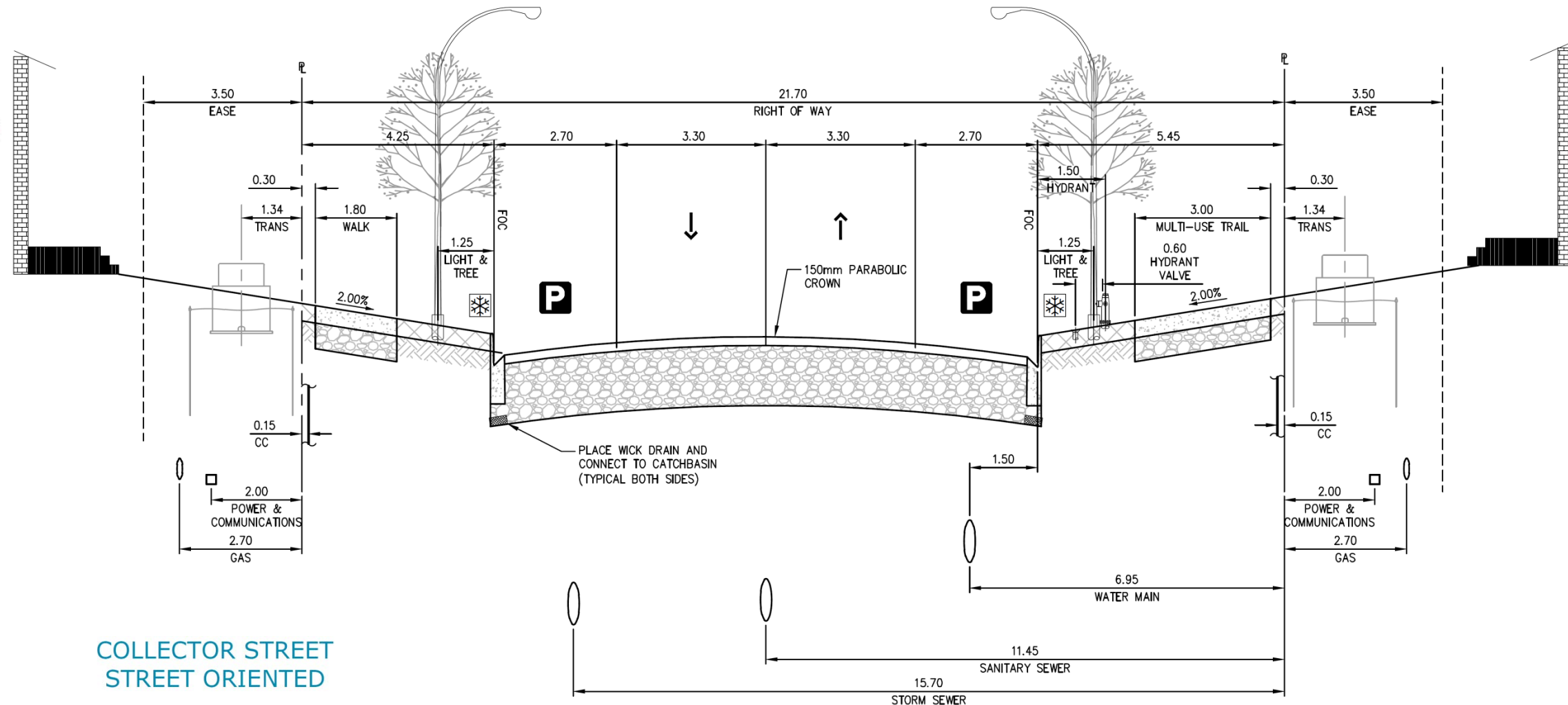
- Bremner
- Local Employment Area
- Arterial Street
- Collector Street
- Main Street
- Industrial Arterial Road
- Industrial Collector Road
- Fly-Over
- Interchanges
- Village Centre
- Town Centre
- Transit Terminal/Transit Transfer Facility



## Final Area Concept Plan



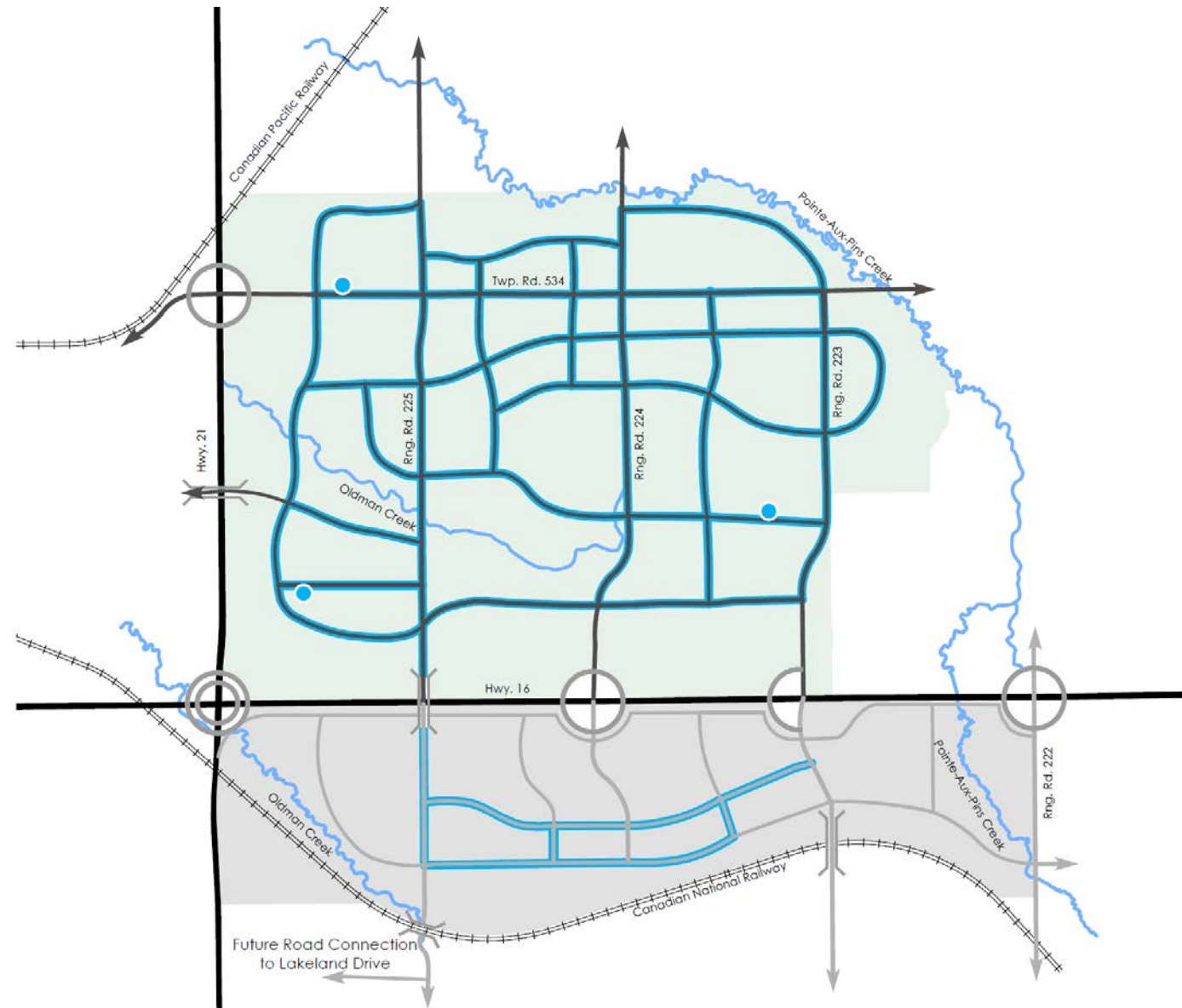
### Bremner Design and Construction Standards



## Final Area Concept Plan



### Bremner Utilities Master Plan: Water



#### Legend

● Proposed Reservoir Location

— Proposed Water Main

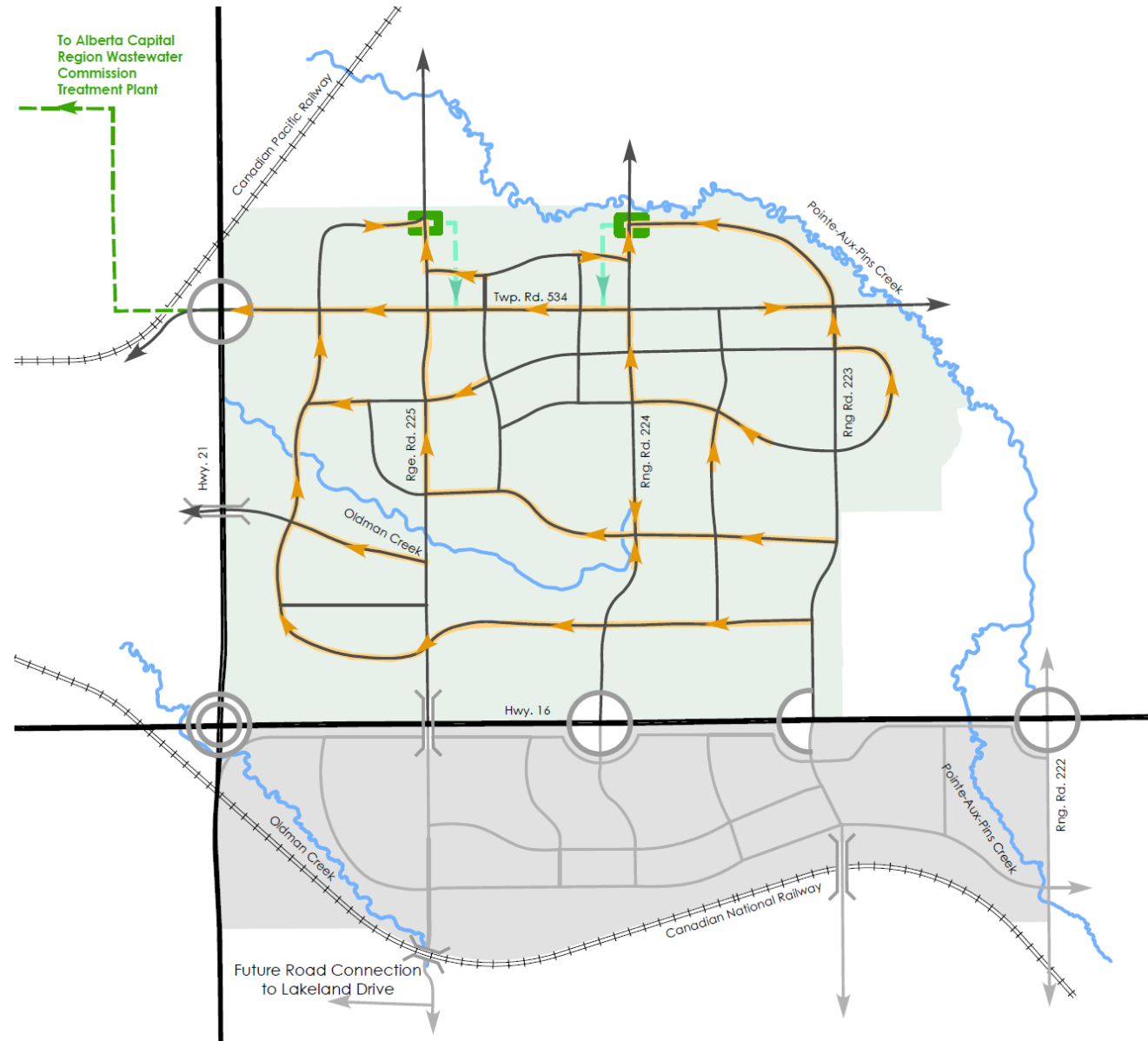
#### Off-site Water Connection

- Preferred Supply from Clareview Reservoir.
- Alternate Supply from 34 Street and 92 Avenue (County's current supply).





## Bremner Utilities Master Plan: Wastewater



- Wastewater Trunks
- Proposed Lift Station
- Proposed Forcemain

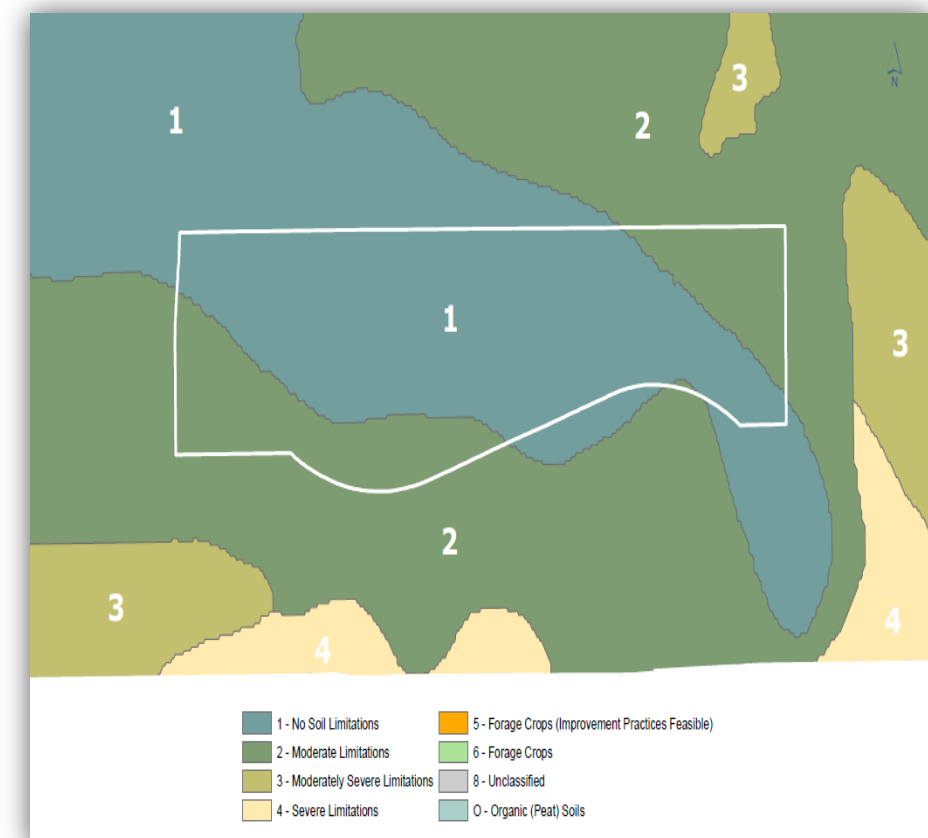
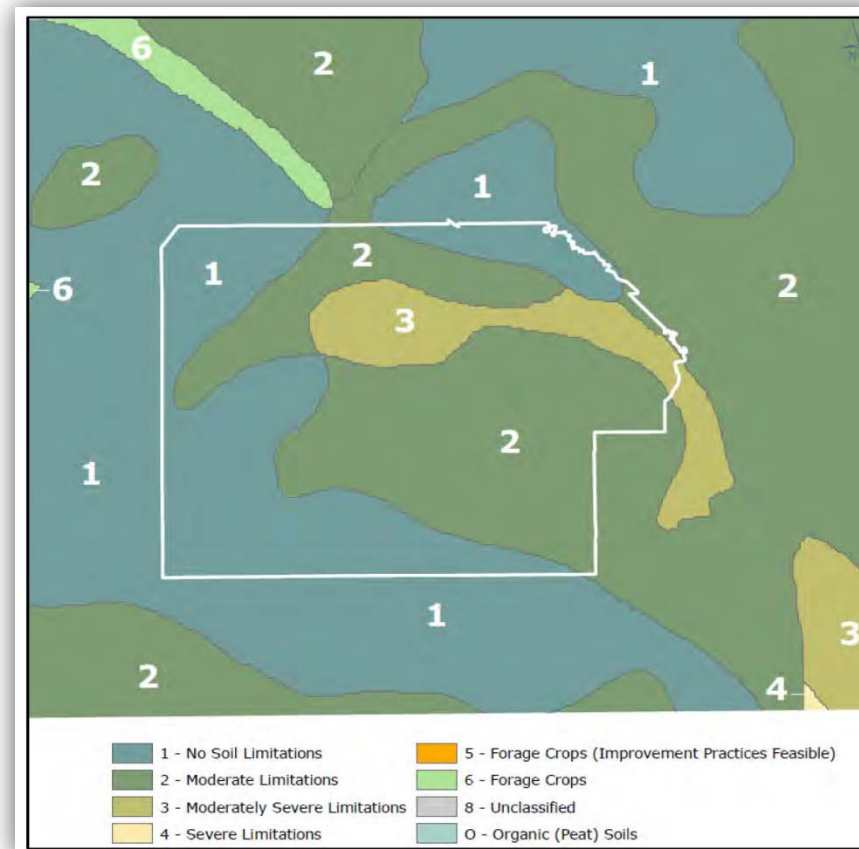
### Off-site Wastewater Connection

- New trunk through West of 21 to Alberta Capital Region Wastewater Commission's system.

## Final Area Concept Plan



### Bremner and LEA Agriculture Impact Assessments



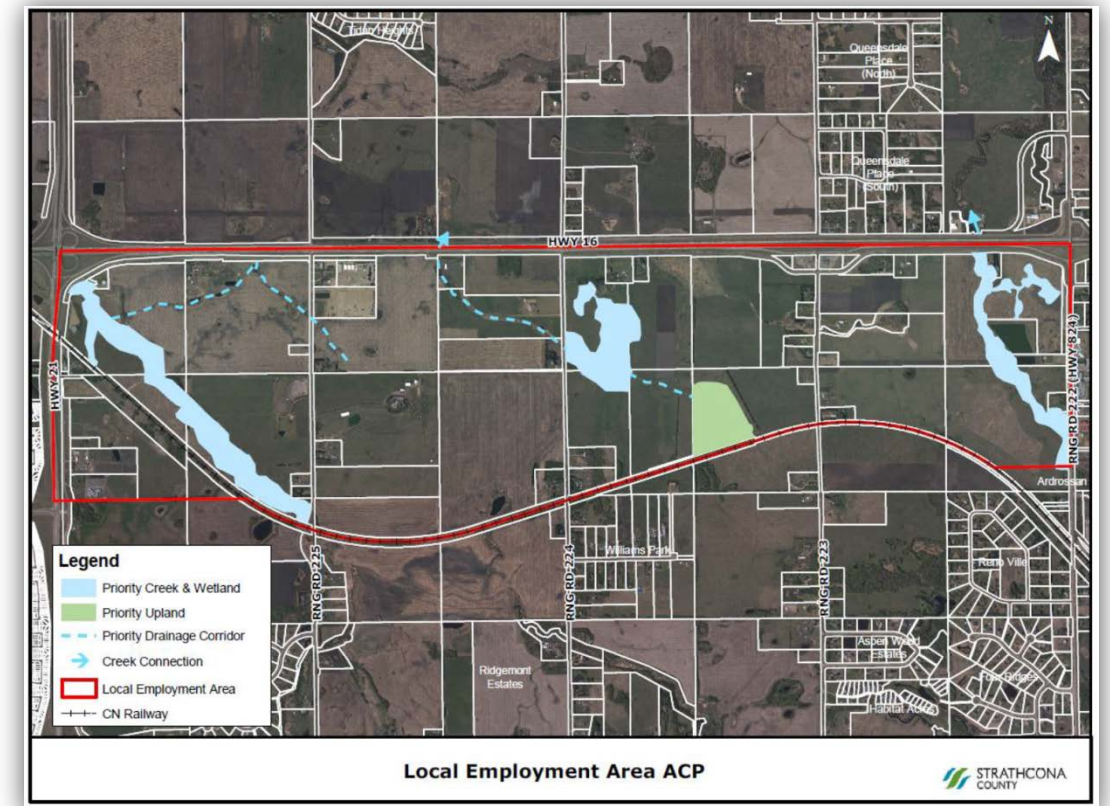
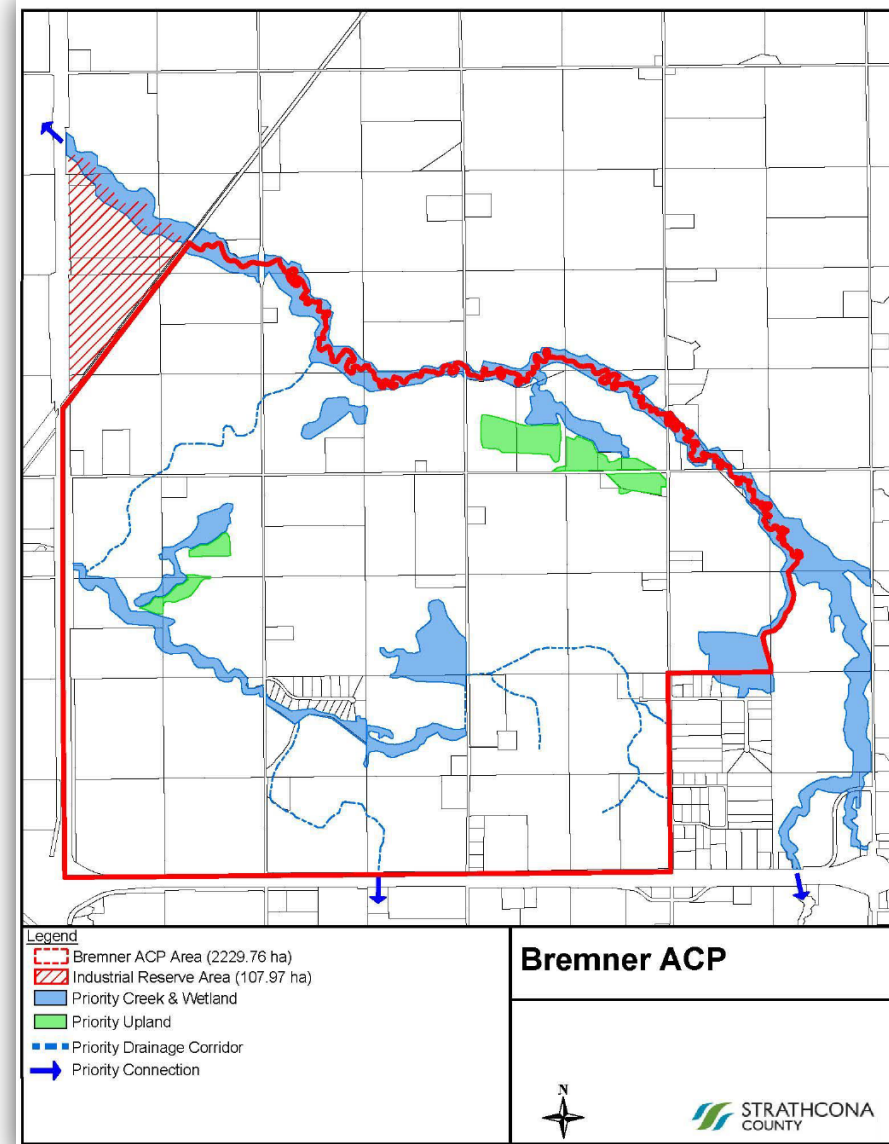
CLI Soil Capability for Agriculture



## Final Area Concept Plan



### Bremner and LEA Biophysical Assessments





## Financial Viability Analysis



## Financial Viability Analysis

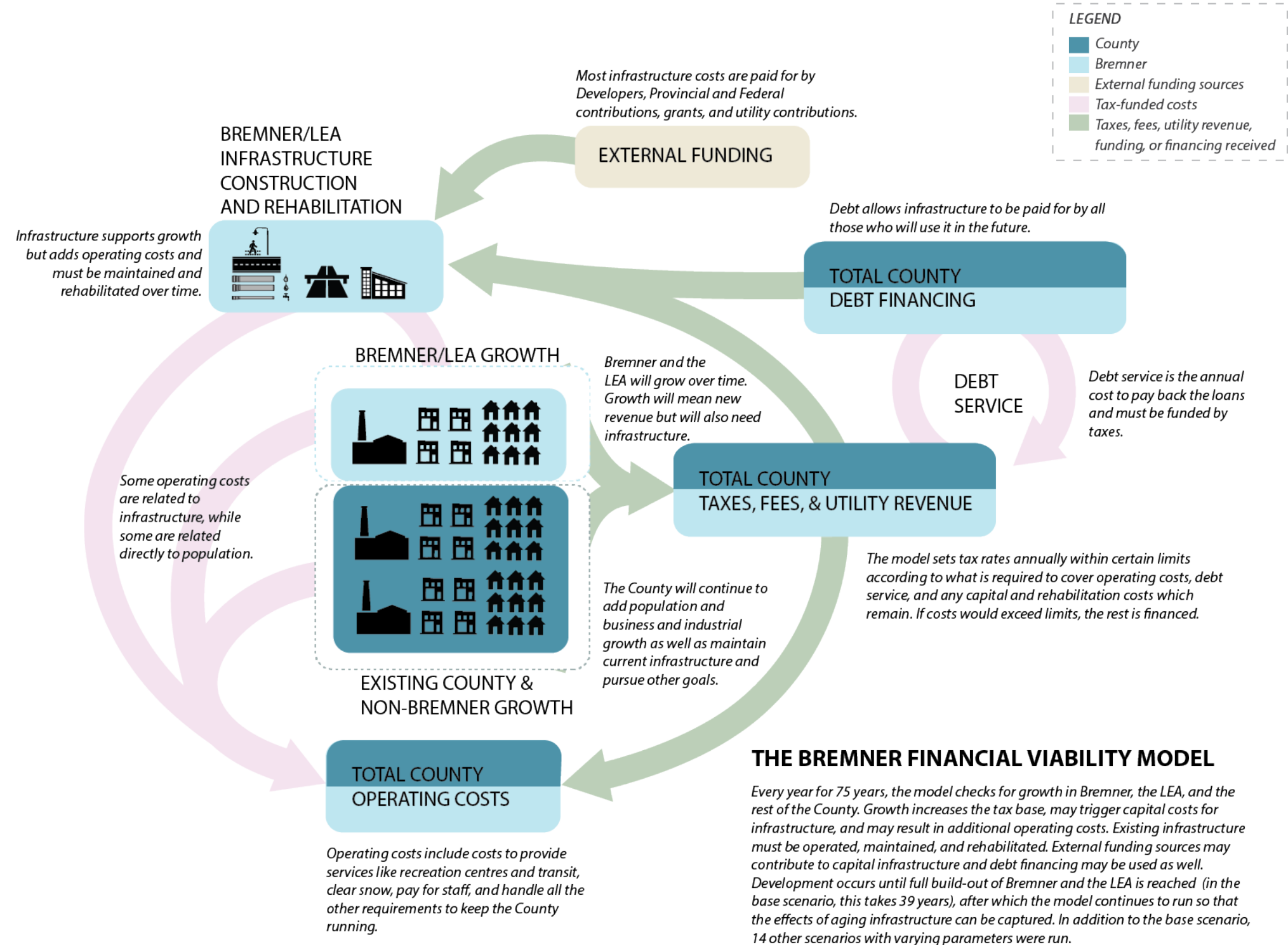


- Model
- Main Assumptions
- Capital Costs
- Funding and Financing
- Results and Scenarios
- Conclusion



## Model Structure

- Complex and detailed with many assumptions.
- The Base Model represents expert opinion as to the most likely scenario.
- 15 other scenarios to explore other possible outcomes.





## Financial Viability Analysis



### Viability for the Bremner Area Project

For the Bremner Area Project, it has been defined that for growth in Bremner and the LEA to be financially viable, it must consider the following:



What happens to tax rates, utility rates and user fees as a result of Bremner and the LEA?



What are the impacts to debt limits as a result of Bremner and the LEA?



Will the County be able to address other priorities if development occurs in Bremner and the LEA?

### Main Assumptions:

- Definition of Viability

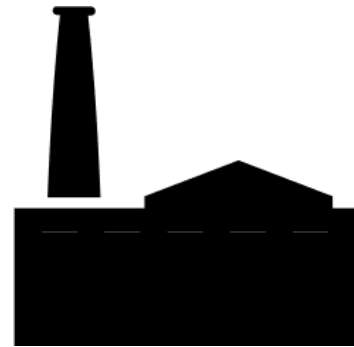


## Financial Viability Analysis



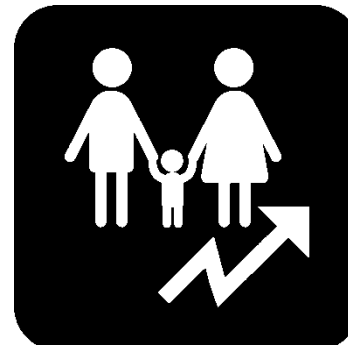
### Main Assumptions:

- Industrial Development
- Population Growth
- Grants
- No Inflation



Base model assumption: \$6 billion in industrial growth (excluding commercial and LEA) every 10 years

Scenario for \$3 billion every 10 years



Base model assumption: 1.79% annual population growth

Scenarios for 0.5 %, 1.3% and 2.5 % annual population growth.



Base model assumption: 75% of current grant levels (\$11 million per year)

Scenario for half of that, \$5.5 million per year



Inflation is not included. All costs are in 2018 dollars.



## Financial Viability Analysis



- Funding varies by type of cost.
- Multiple sources can be used.
- Assumed County not front-ending off-site hard infrastructure (exception reservoirs).

### Funding and Financing Sources

	Bremner Developer	Other Developer	Province	County			
				Utilities & Utility Rates	Grants	Taxes	Debt
On-Site	●	—	—	—	—	—	—
Off-Site Hard Capital	●	●	●	●	—	—	—
Soft Capital	●	—	—	—	●	●	●
Operating	—	—	—	●	—	●	●
Renewal	—	—	—	●	●	●	●

## Capital Costs

On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

# Financial Viability Analysis



Total Capital Infrastructure Costs spread over the 39 years to full build-out for Bremner and the LEA (costs rounded to nearest million)

Funding Source	Cost at full buildout (millions)
Developers	\$1,139
County	\$757 (includes reservoirs)
Other (Province, EPCOR, ACRWC)	\$240
TOTAL	\$2,135

\*Note that rounding may mean totals are slightly different



## Capital Costs

On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

# Financial Viability Analysis



## Capital Costs: On-site Infrastructure

Infrastructure paid for and constructed by the developer that **benefits solely that specific development.**

On-site Infrastructure	Examples - Sherwood Park
Water Distribution Mains	Water distribution mains constructed within a specific subdivision to service solely that specific subdivision. Typically constructed within the local collector roadway.
Sanitary Distribution Mains	Sanitary distribution mains constructed within a specific subdivision to service solely that specific subdivision. Typically constructed within the local collector roadway.
Collector and Local Roads	Roads constructed within a specific subdivision to service solely that specific development. Examples – Emerald Drive, Jim Common Drive, Regency Drive, Clarkdale Boulevard, etc.

## Financial Viability Analysis



### Capital Costs

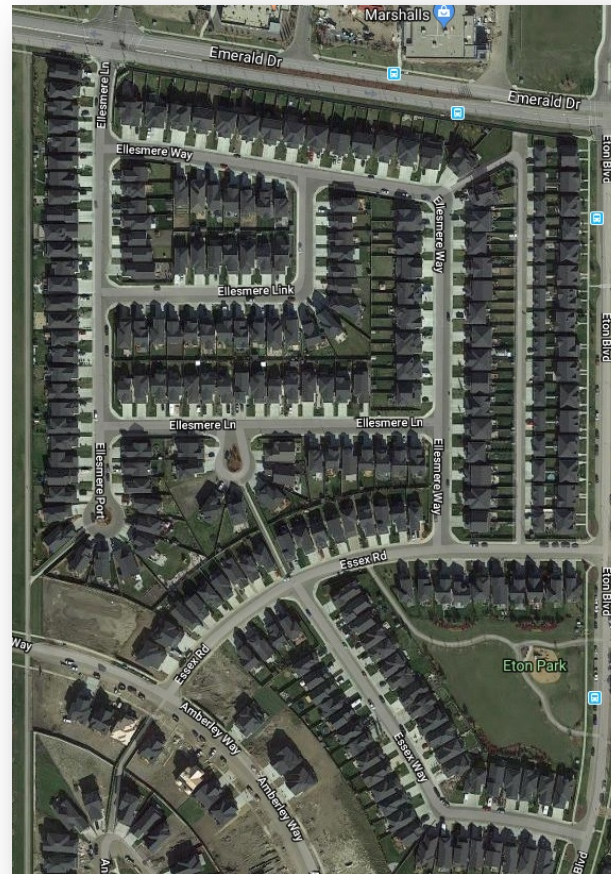
On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

### Capital Costs: On-site Infrastructure

Example: Emerald Drive



- Infrastructure paid for and constructed by the developer that **benefits solely that specific development**.
- No Capital Cost to County
- Not Paid Through Levies

On-site Infrastructure	Cost Share		Total Cost (millions)
	Developer	County	
LEA	100%	0%	\$38
Bremner	100%	0%	\$727
Total			\$765

\*Costs rounded to nearest million



## Capital Costs

On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

# Financial Viability Analysis



## Capital Costs: Off-site Hard Infrastructure

- Infrastructure constructed by either the Developer or the County that will benefit **multiple developments** in a defined development basin.

Water Transmissions	<p><b>Lakeland Drive and Sherwood Drive Water Transmission Mains</b></p> <p>Major water transmission mains that service multiple development areas such as Emerald Hills, Aspen Trails, Broadview Park, Summerwood, etc.</p>
Sanitary Mains	<p><b>Sherwood Park NE Sanitary Trunk</b></p> <p>Major sanitary trunk that services multiple development areas such as Lakeland Ridge, Clarkdale Meadows, Aspen Trails, Summerwood, etc.</p>
Arterial Roads, Flyovers and Interchanges	<p><b>Clover Bar Road</b></p> <p>Major Arterial Road that services multiple development areas such as the Ridge, Heritage Hills, Foxboro, Clarkdale, Lakeland Ridge, Apsen Trails, Summerwood, etc.</p>

## Capital Costs

On-site  
Infrastructure

Off-site Hard  
Infrastructure

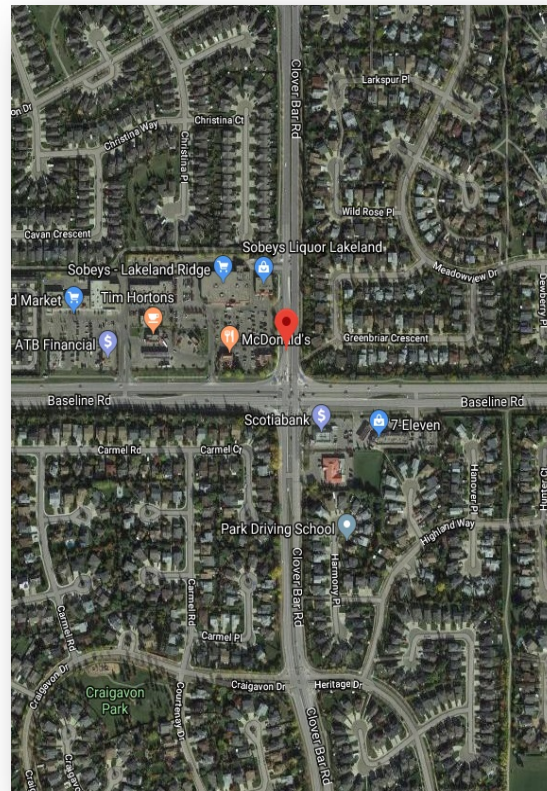
Soft  
Infrastructure

# Financial Viability Analysis



## Capital Costs: Off-site Hard Infrastructure

### Example: Cloverbar Road



- Infrastructure constructed by either the Developer or the County that will benefit **multiple developments** in a defined development basin.
- Can Levy to Developers
- Example of Third Party Cost Share: EPCOR, ACRWC, Alberta Transportation.

Off-site Hard Capital Infrastructure	Cost Share (estimated)*		Total Cost (millions)	Total Cost County (millions)
	Third Party	County		
Roads	Cost Share Varies		\$535	\$25
Watermain	100%	0%	\$53	-
Reservoir	0%	100%	\$114	\$114
Sewer main	100%	0%	\$50	-
Total			\$752	\$139

\*Costs rounded to nearest million





## Capital Costs

On-site  
Infrastructure

Off-site Hard  
Infrastructure

Soft  
Infrastructure

## Capital Costs: Soft Infrastructure

### Soft Infrastructure

**Recreation Centers, Fire Halls, Libraries, Police Stations**

Under Section 648 of the Municipal Government Act, these specific infrastructure items can be levied to developers and are therefore considered off-site infrastructure.

The base model follows current practice and assumes that these assets will be funded by the County and grants, with a one-time developer contributed Major Recreation Facility fee of \$825 per unit developed.

Soft Capital Infrastructure provides a benefit to a larger geographical area than just local residents. For example, the response area for a new fire hall may extend into existing Sherwood Park or the Rural Service Area. Likewise, residents in the Rural Service Area or existing Sherwood Park may use recreation centres in Bremner.

**Operations Yards, Park Infrastructure for school sites, Enviro-station etc.**

Additional County owned land and infrastructure needed to maintain and operate a community that does not qualify for off-site levy or municipal reserve under the Municipal Government Act. Land and building cost would be at the cost of the County or funded through grants.

## Capital Costs

On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

# Financial Viability Analysis



## Capital Costs: Soft Infrastructure



- Primarily financed and funded through the County and Grants.
- Current one-time developer contributed Major Recreation Facility fee of \$825 per unit developed.
- Could Levy some soft infrastructure to Developers.

Total Soft Infrastructure	Cost Share		Total Cost (millions)
	Developer	County	
LEA	0%	100%	\$3
Bremner	0%	100%	\$539
Fleet and Transit Buses	0%	100%	\$76
Total			\$618

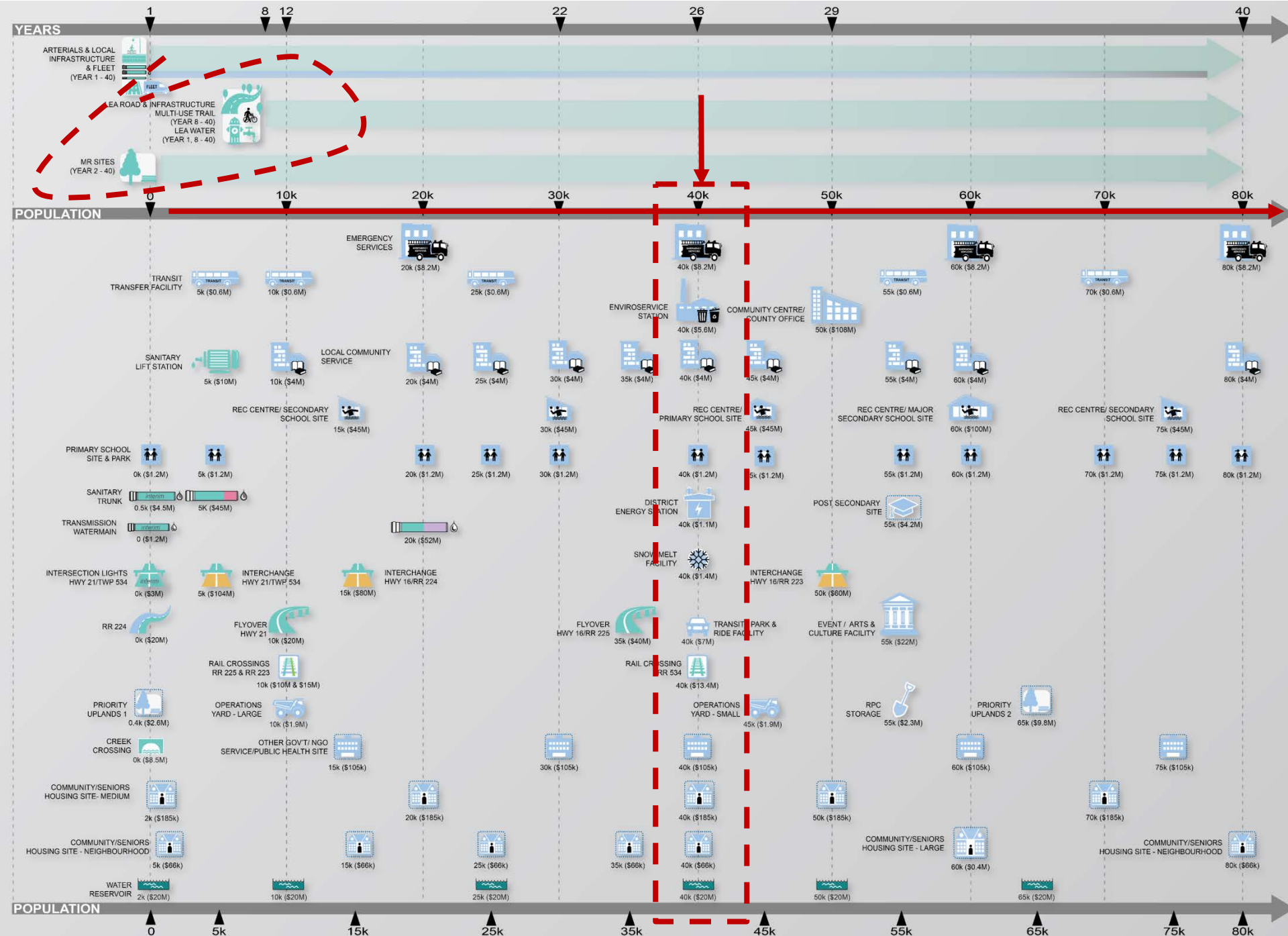
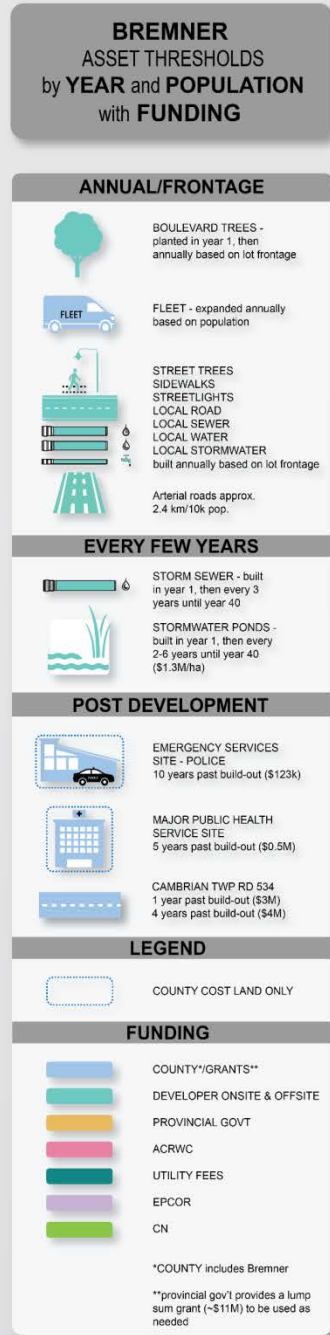
\*Costs rounded to nearest million



## Population Drives Infrastructure

- Population growth over time.
- Infrastructure built as required.

# Financial Viability Analysis



- Funding varies by type of cost.
- Multiple sources can be used.
- Assumed County not front-ending off-site hard infrastructure (exception reservoirs).

## Financial Viability Analysis



### Funding and Financing Sources

	Bremner Developer	Other Developer	Province	County			
				Utilities & Utility Rates	Grants	Taxes	Debt
On-Site	●	—	—	—	—	—	—
Off-Site Hard Capital	●	●	●	●	—	—	—
Soft Capital	●	—	—	—	●	●	●
Operating	—	—	—	●	—	●	●
Renewal	—	—	—	●	●	●	●

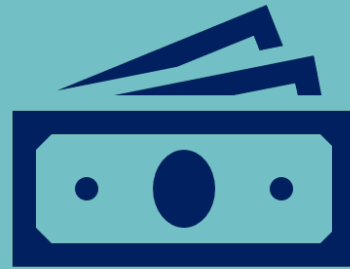


## Financial Viability Analysis



### Results and Scenarios

#### BREMNER VIABILITY DEFINITION



TAXES, FEES  
AND UTILITY  
RATES



DEBT LEVELS

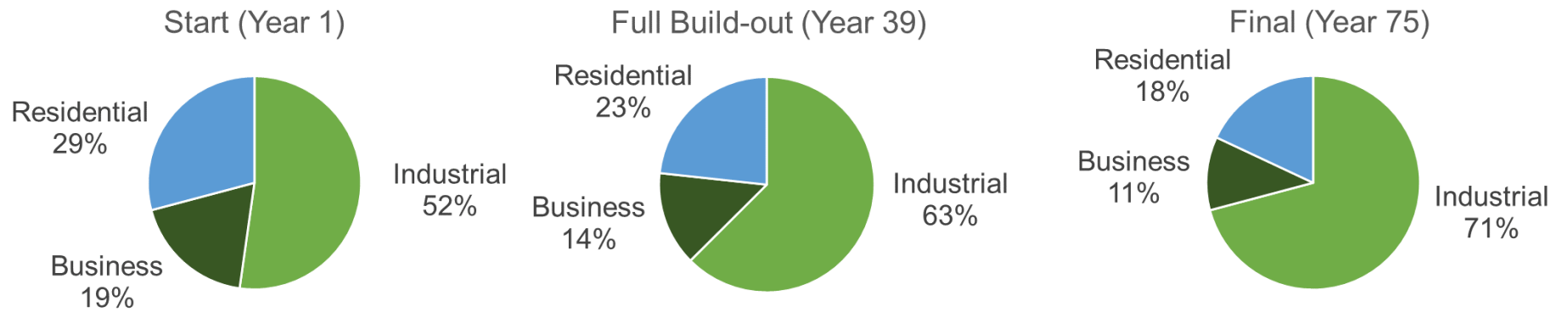


ABILITY TO  
PURSUE  
OTHER  
PRIORITIES

## Base Scenario

- Range of possible outcomes.
- Ratio of residential to non-residential rate is kept constant.
- Does not include inflation.
- Does not include education (2.51 in 2018).
- Industrial growth is the key factor.

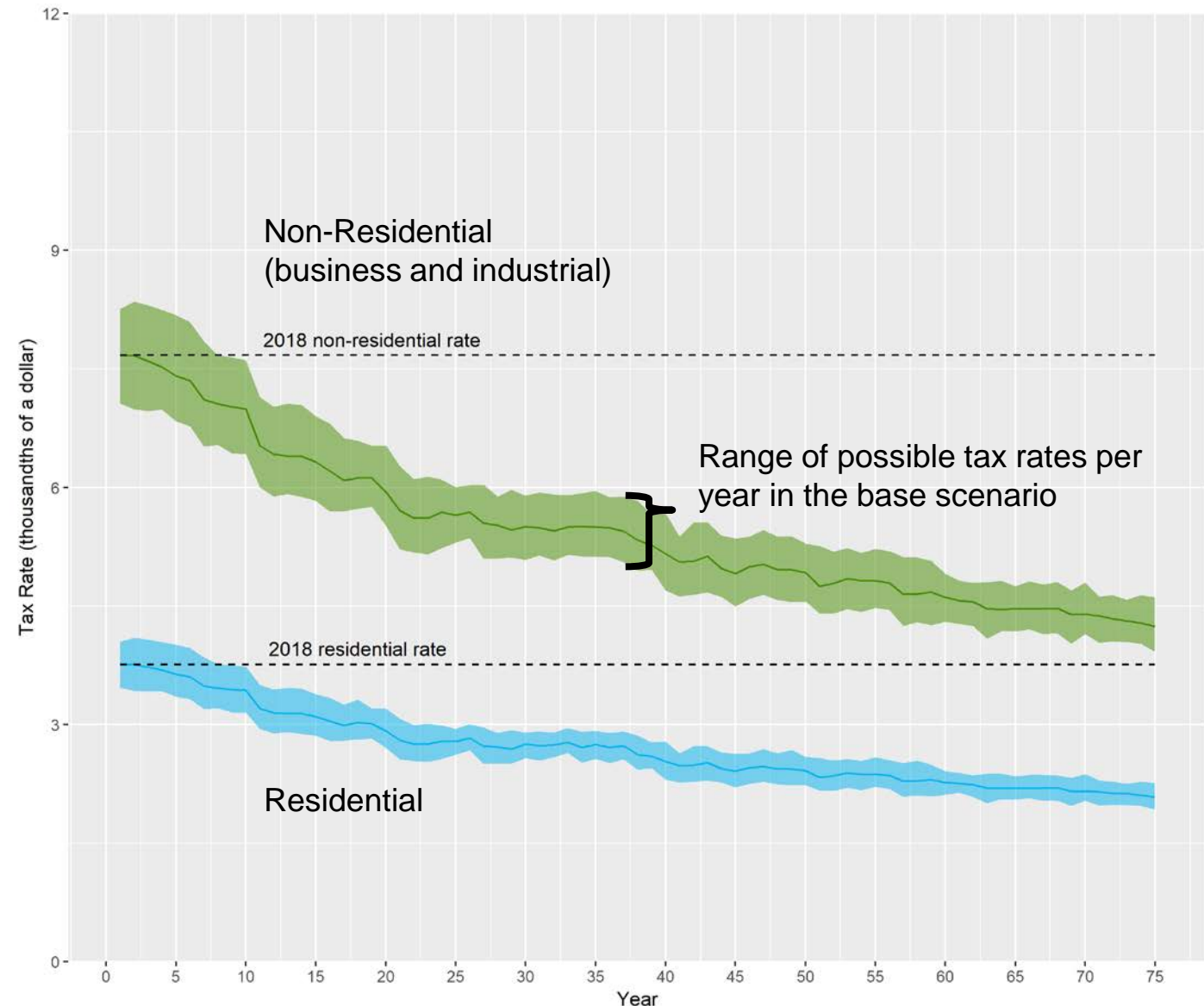
## Proportion of Taxes by Type



## Tax Rates by Type

Average Residential:  
2.69

Average Non-Residential:  
5.46

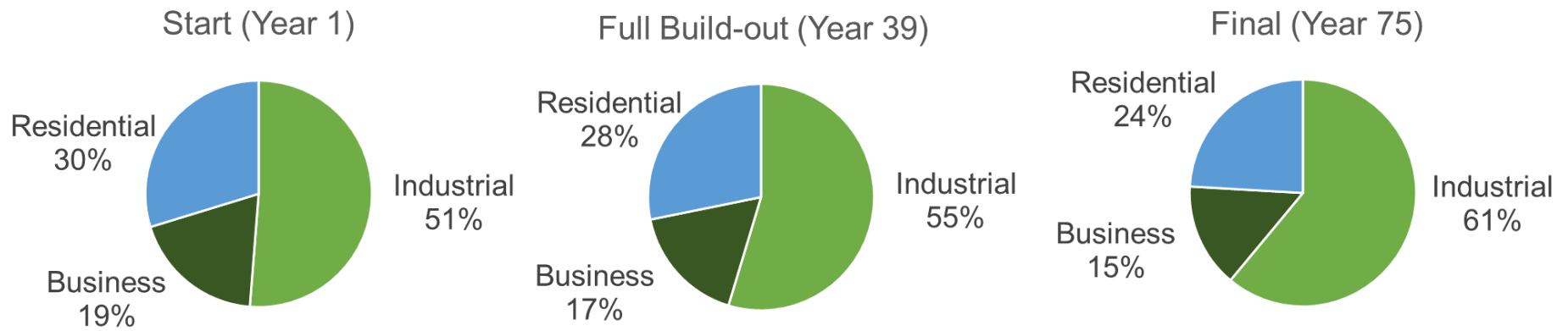




## Scenario 5: Half non-Bremner industrial growth

- Range of possible outcomes.
- Does not include inflation.
- Does not include education (2.51 in 2018).
- Industrial growth is the key factor.

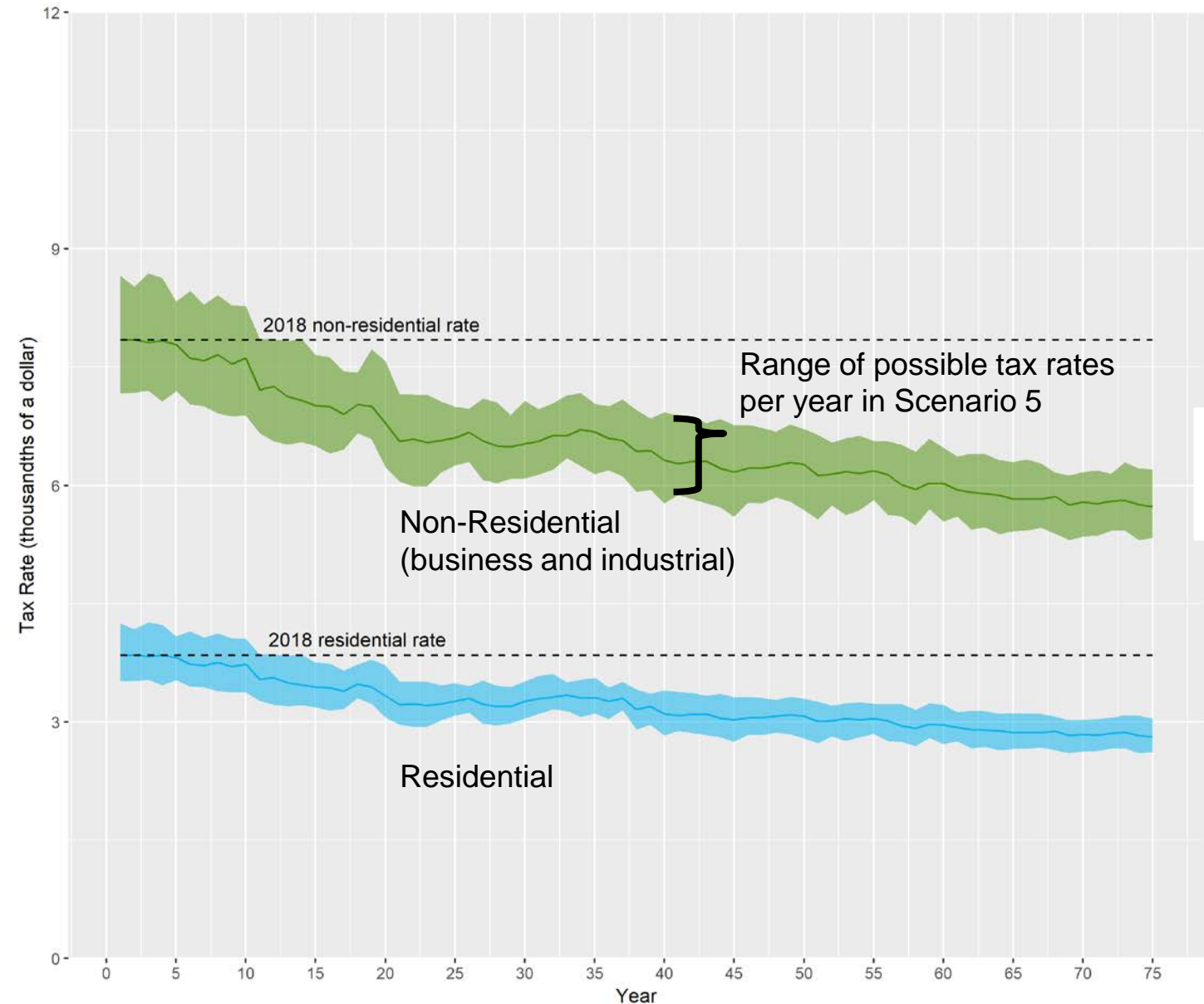
## Proportion of Taxes by Type



## Tax Rates by Type

Average Residential:  
3.21

Average Non-Residential:  
6.53

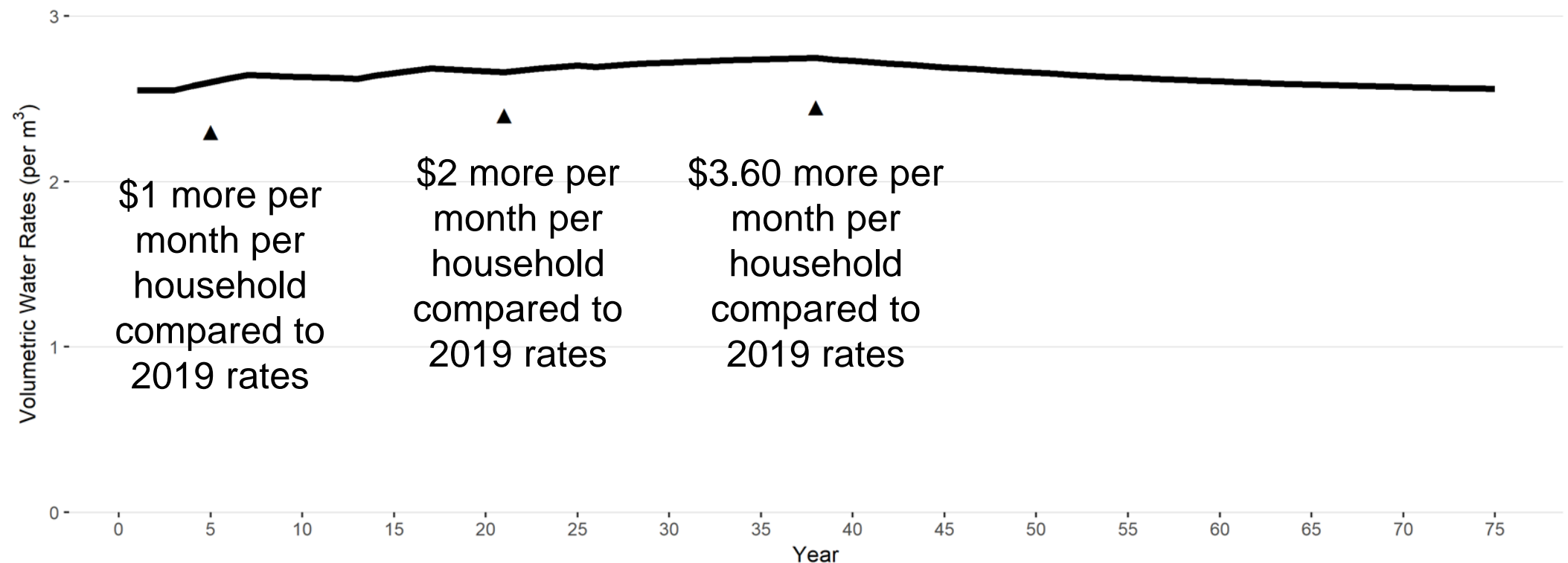


## Financial Viability Analysis



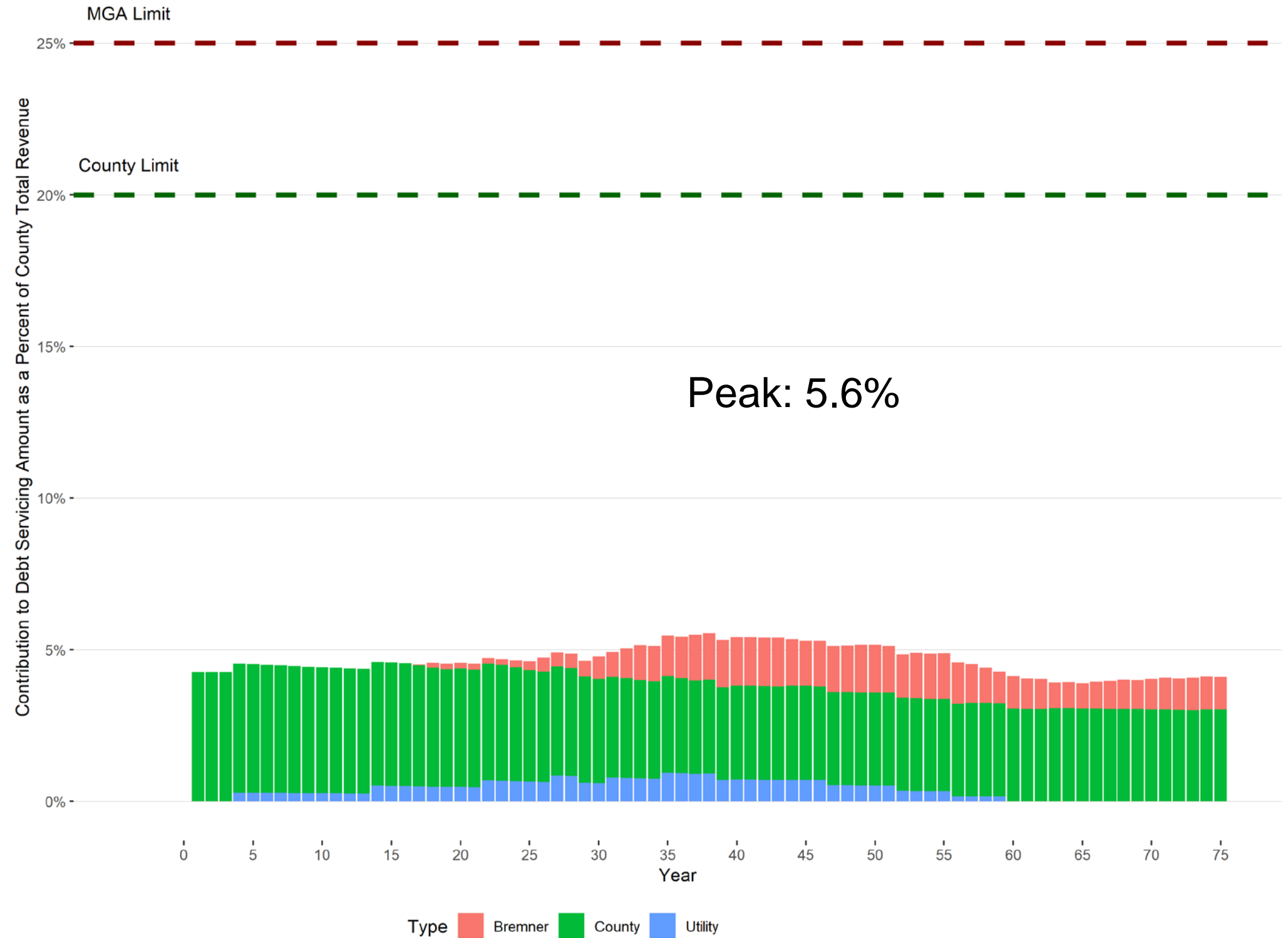
- Slight increase in utility rates.
- Rates return to current levels.

### Utility Rates:

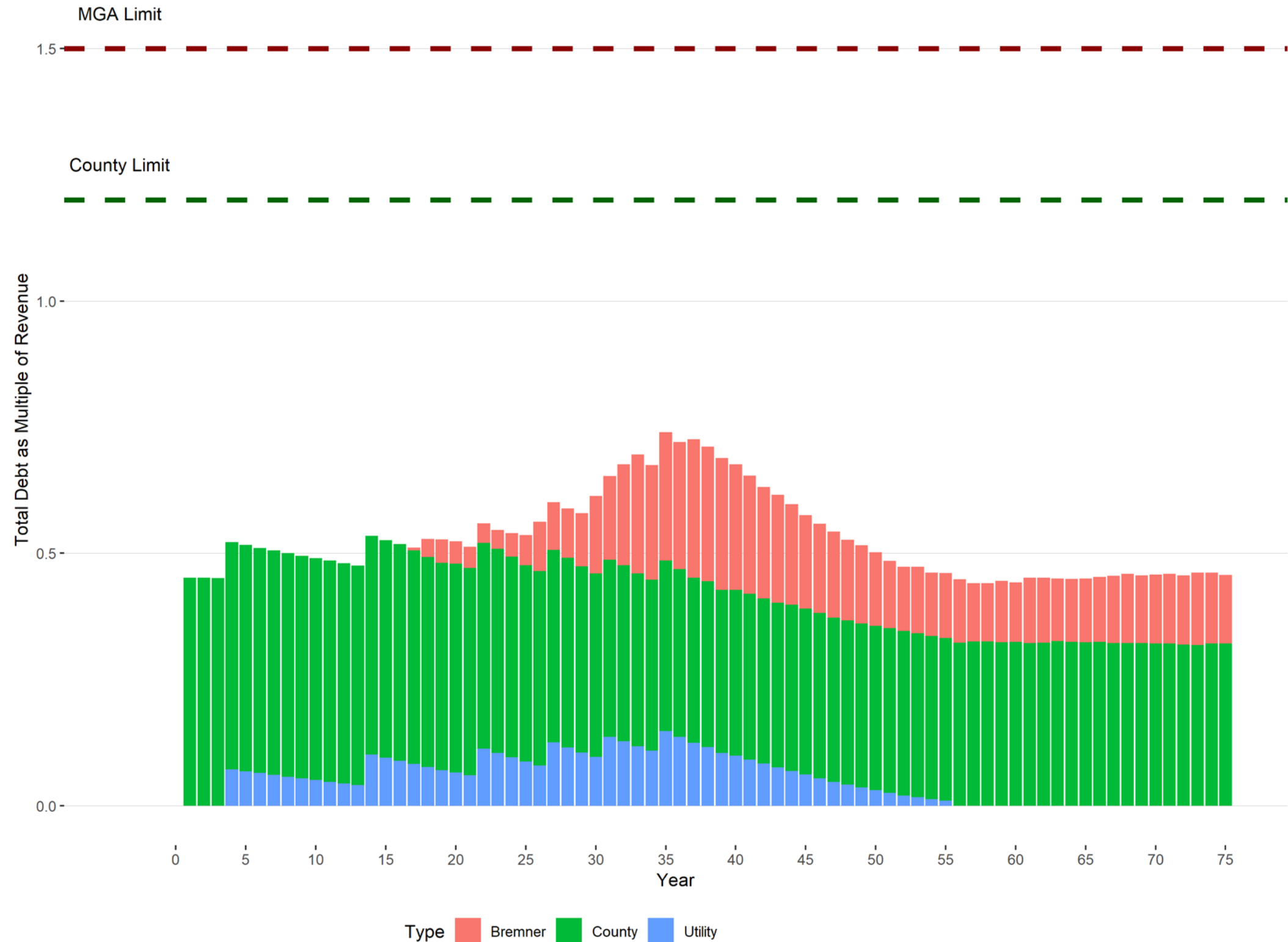




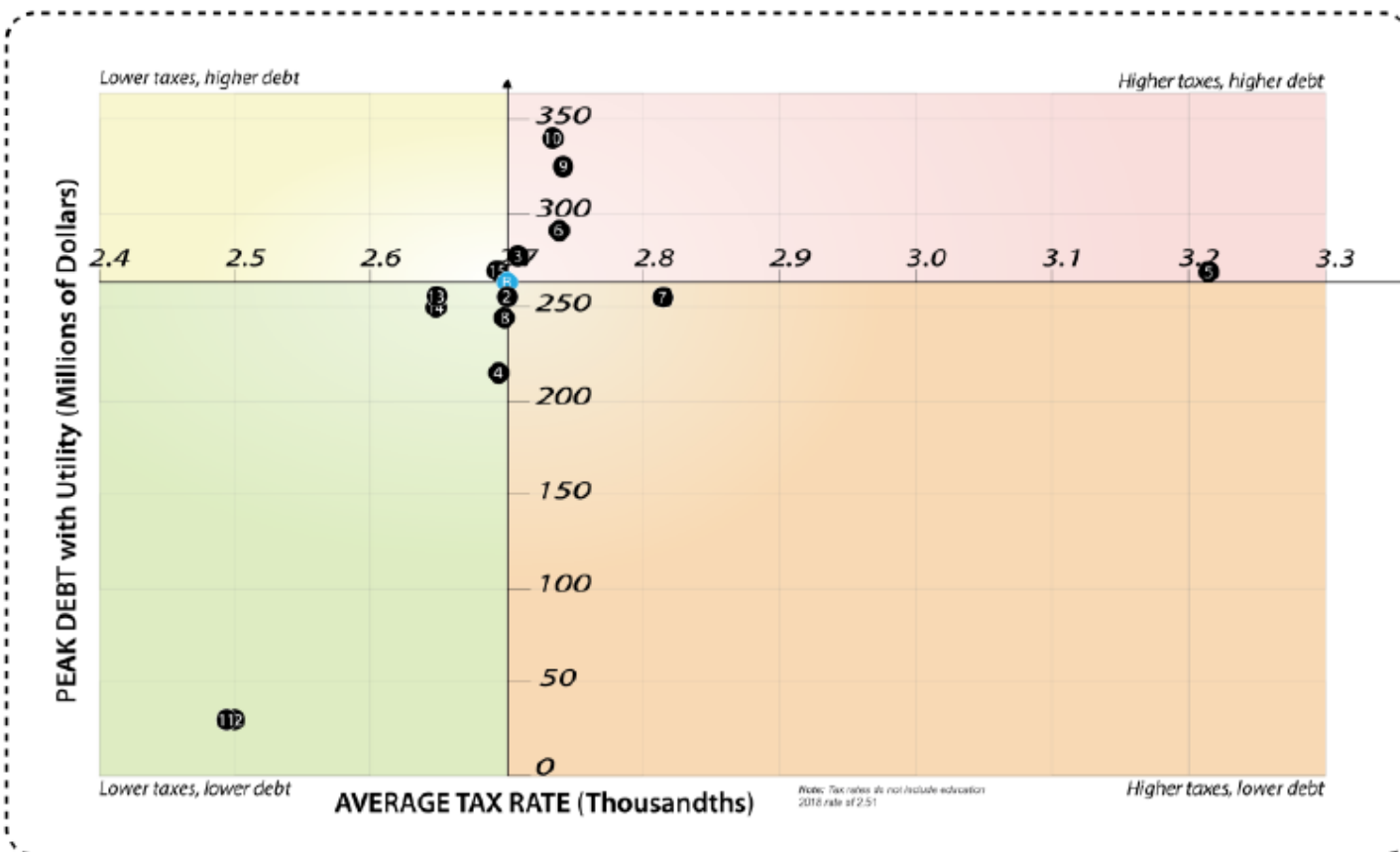
## Debt Limits – Debt Service to Budget Ratio



## Debt Limits







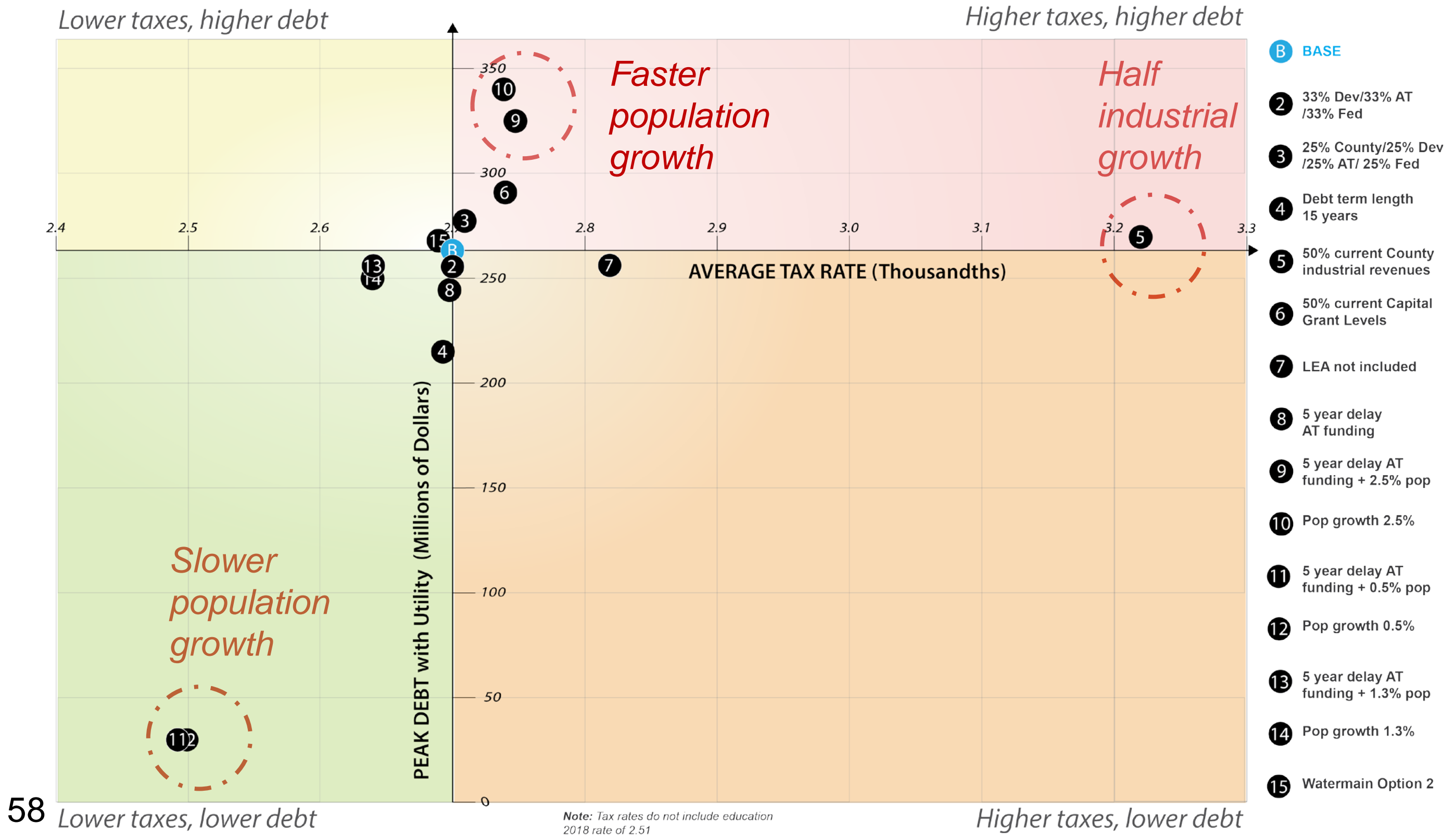
All Bremner + LEA Scenarios

## PRESENT DAY

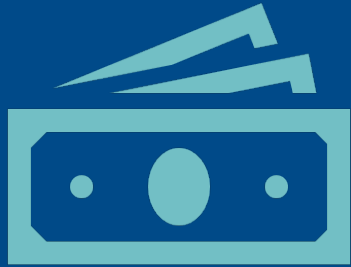
Current Debt: \$165M (5% debt servicing)

Current Utility Rate: 2.55/m<sup>3</sup>

Current Residential Tax Rate: 4.48







## Financial Viability Analysis



### Conclusions:

- Property tax rates are offset by historical industrial growth projections, fees remain constant, and development has a small impact on water rates which return to current levels after buildout.
- The projected debt levels show that even at its highest point, debt as a result of Bremner and the LEA remain well below the County's debt limits.
- The debt levels also remain well below the County's debt limits even when projecting the County's current debt along with the debt as a result of Bremner and the LEA.





## Phase Three Public Engagement

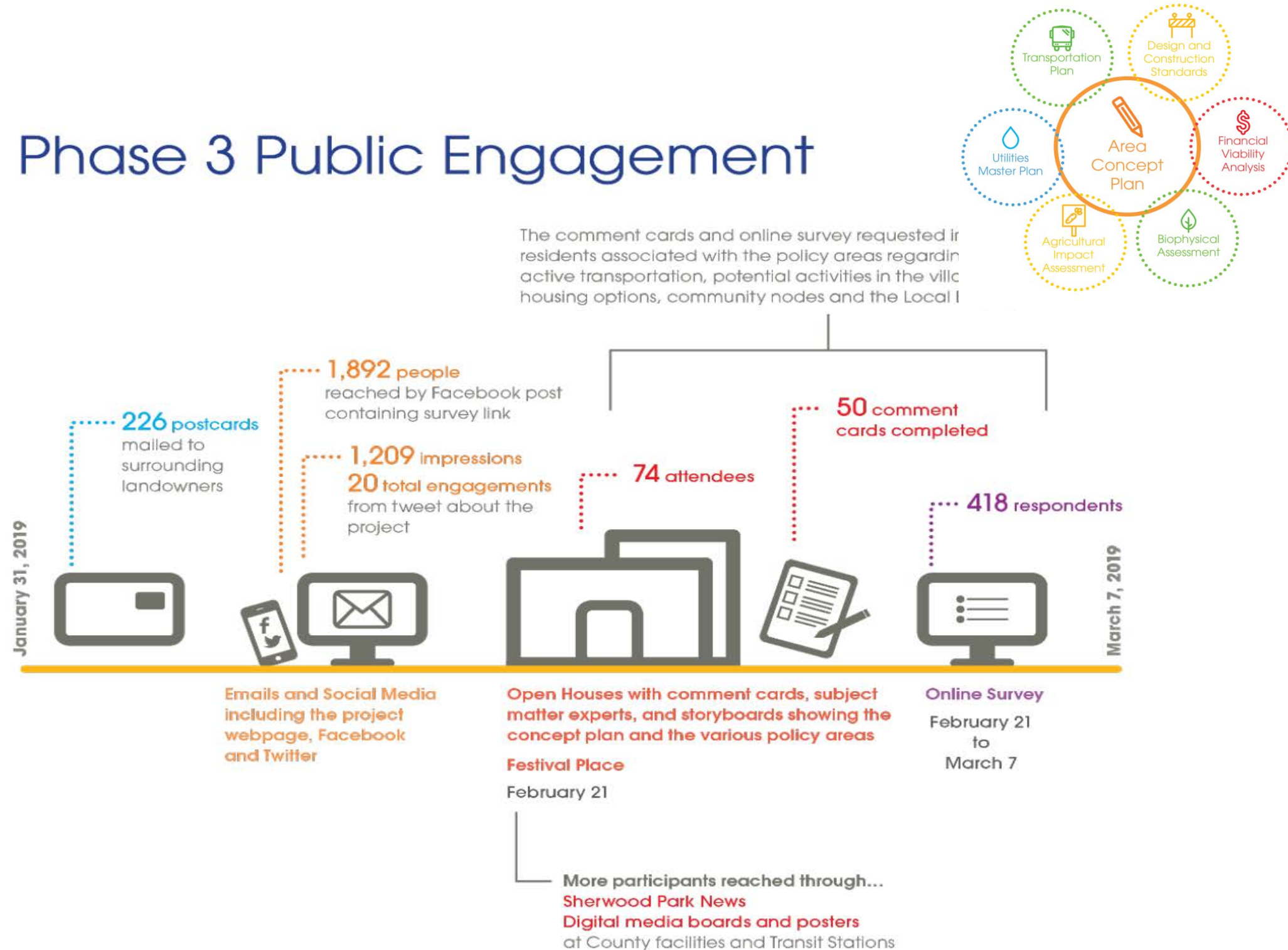


# Bremner



- Comments both in favour and opposed to Bremner.
- Need for more affordable housing.
- Benefits of location and walking options.
- Concerns about taxes and agriculture.
- Prefer other locations for growth.

## Phase 3 Public Engagement





## Next Steps



## Next Steps



- May 21 - Public Hearing and First Reading of the ACP and related MDP amendments.
- If given First Reading, would be referred to Edmonton Metropolitan Region Board (EMRB).
- Following EMRB approval, would be back in July for 2<sup>nd</sup> and 3<sup>rd</sup> Reading.

# Questions?

## Bremner

---

