Bremner Area Project

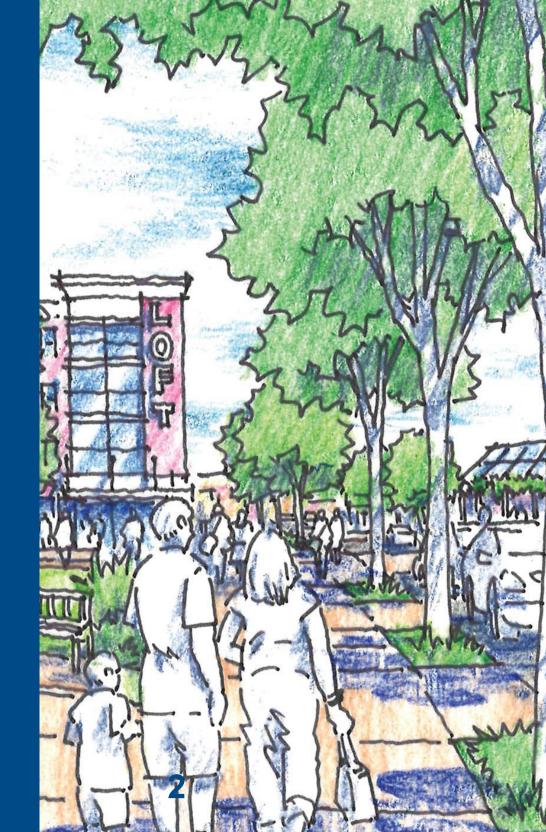
Priorities Committee April 16, 2019





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







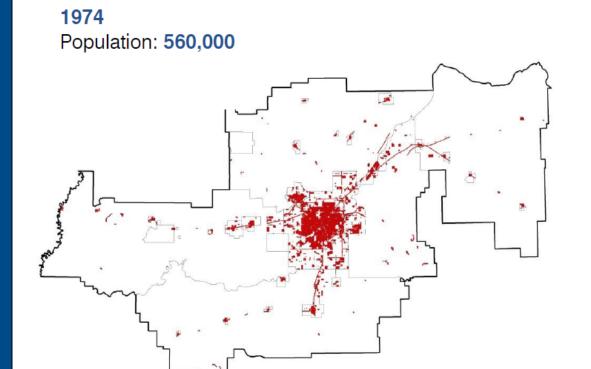
Council History and Context

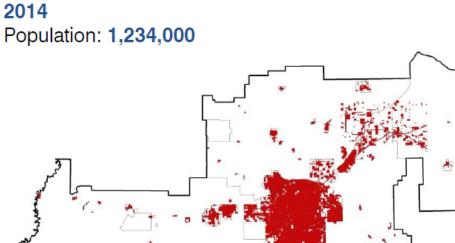
- Edmonton Metropolitan Region Growth Plan anticipates 2.2 million people and 1.2 million jobs by 2044.
- Surrounding
 municipalities are
 looking at
 accommodating their
 share of the region's
 projected population
 growth.
- The County is expected to grow between 40,000 and 60,000 people.
- Growth 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







Financial

Concept

Master Plan



- 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.

Council History and Context

Why are we Discussing Growth?







- 2016 Council endorsed the Bremner Growth Management Strategy.
- Council approval
 Municipal
 Development Plan
 (MDP) Amending
 Bylaw 15-2016.
- Council approval new MDP Bylaw20-2017.

Council History and Context

Why are we Discussing Growth in Bremner?



Transportation

Financial

Viability

Analysis

Assessment



ENDORSED by Council March 22, 2016

Bremner Growth Management Strategy

September 2014

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

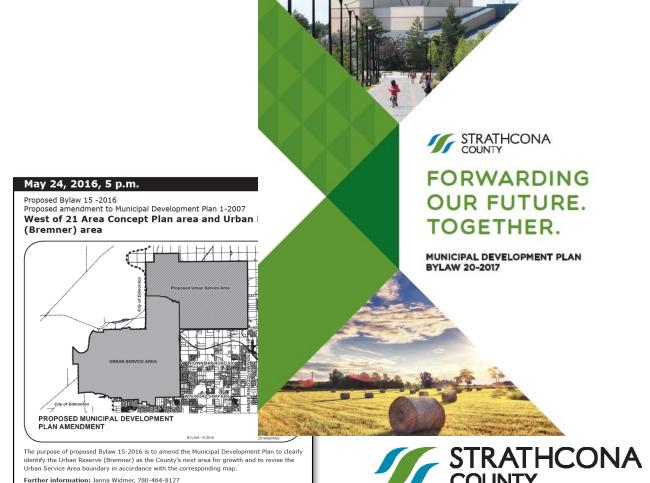
- agenda package:

 online at www.strathcona.ca/agenda
- 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





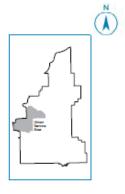
- 2016 Council made a motion to prepare an ACP for Bremner.
- MDP Bremner is part of the Urban Service Area.
- MDP Policy,
 Bremner is the next
 greenfield are for
 future urban
 growth.
- The LEA is part of the Rural Service Area.

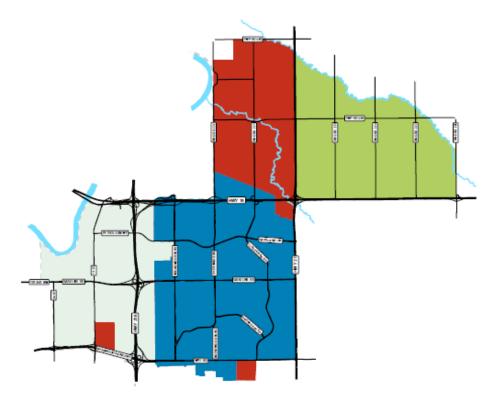
Council History and Context

Why are we Discussing Growth in Bremner?



Municipal Boundari
Built-Up Urban Area
Planned Areas
Greenfield Area









Bremner & LEA AREA CONCEPT PLAN

BYLAW 3-2019

FINAL DRAFT APRIL 2019

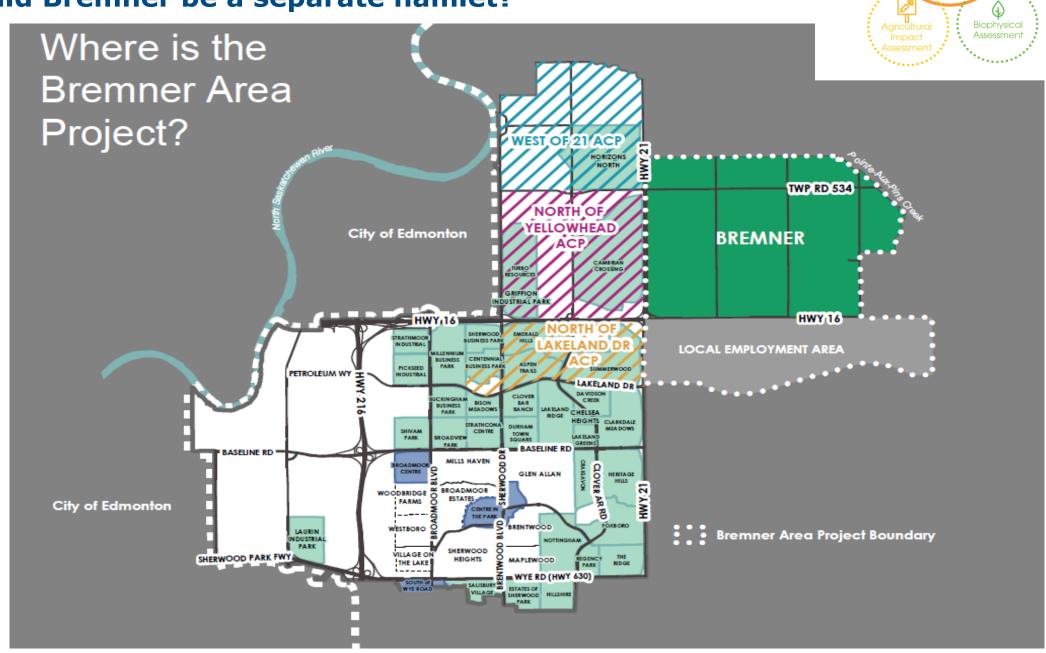




- Bremner would not be a separate hamlet from Sherwood Park.
- Bremner is a contiguous expansion of the Sherwood Park Urban Service Area.
- Example residential areas Summerwood, Cambrian or Hillshire.
- Example Industrial Areas North of Yellowhead and West of 21.

Council History and Context

Would Bremner be a separate hamlet?



Financial

Concept

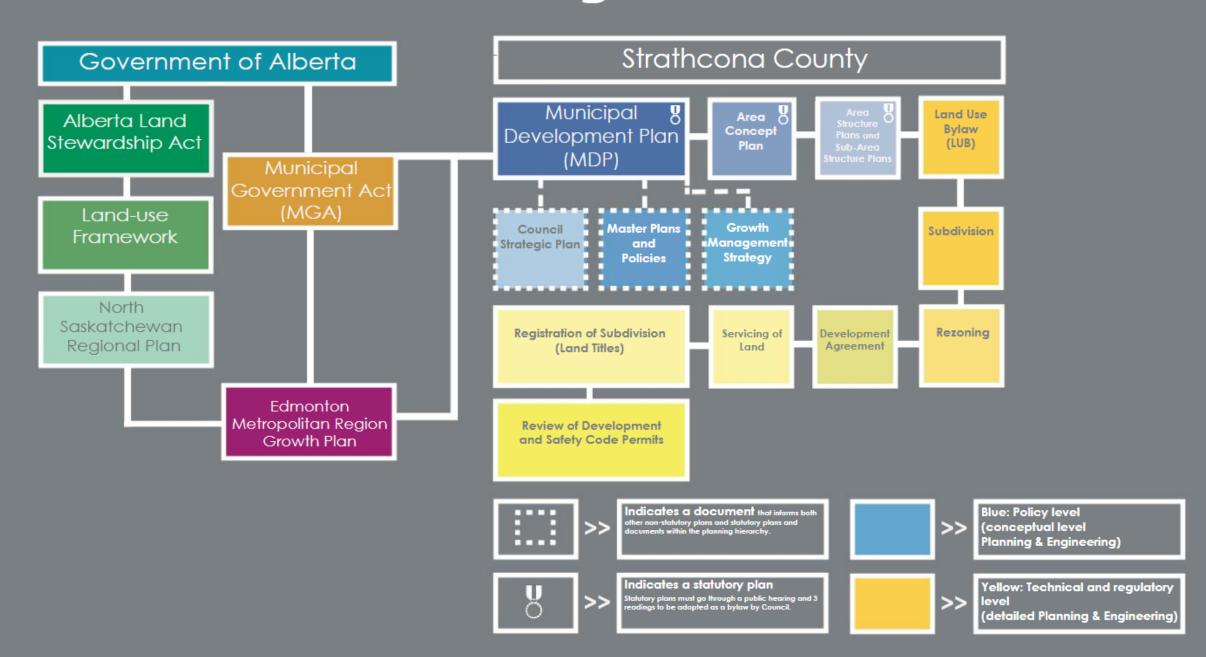




Planning Hierarchy

Planning Lightierarchy

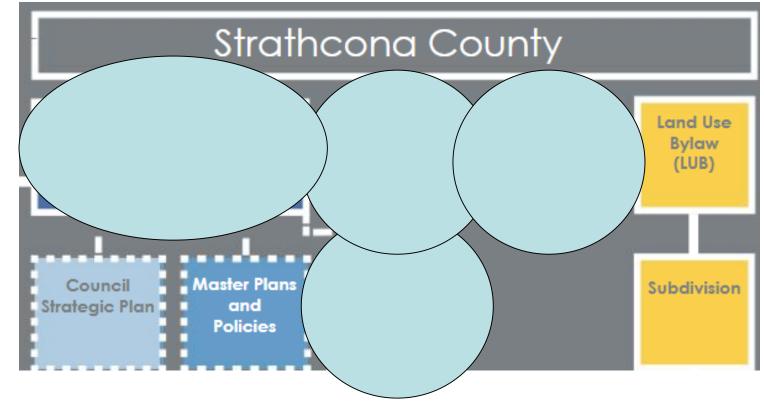


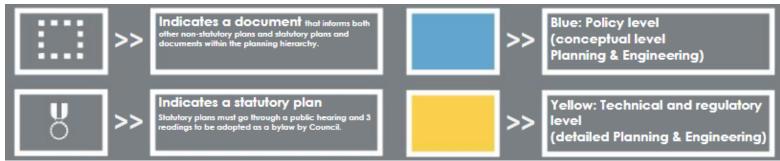


- The Bremner and LEA ACP must comply with the MDP as well as the EMRB Growth Plan.
- It has been informed by previous work done through the Bremner Growth Management Strategy (GMS).
- The GMS is not a statutory document but the ACP is.

Planning Hierarchy

Where Does the ACP Fit in the Process?









- AREA PROJECT
- 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.

















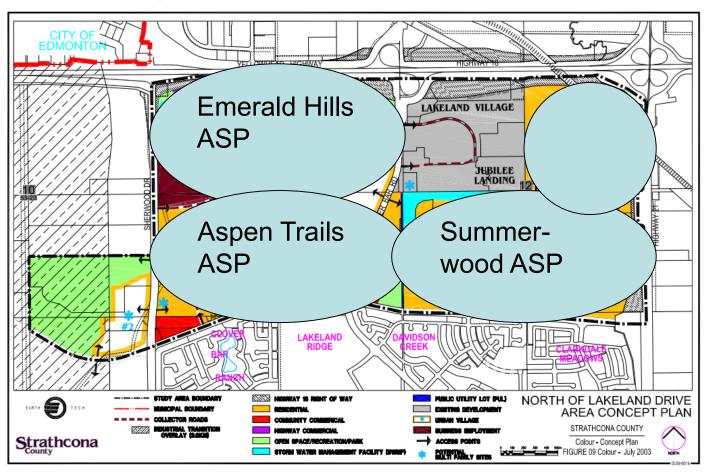
Following each Sub - ASP would be multiple stages of rezoning, subdivision and development.

Rezoning, subdivision and development occurs over many years.

Planning Hierarchy

Where Does the ACP Fit in the Process?

Example: North of Lakeland Drive ACP

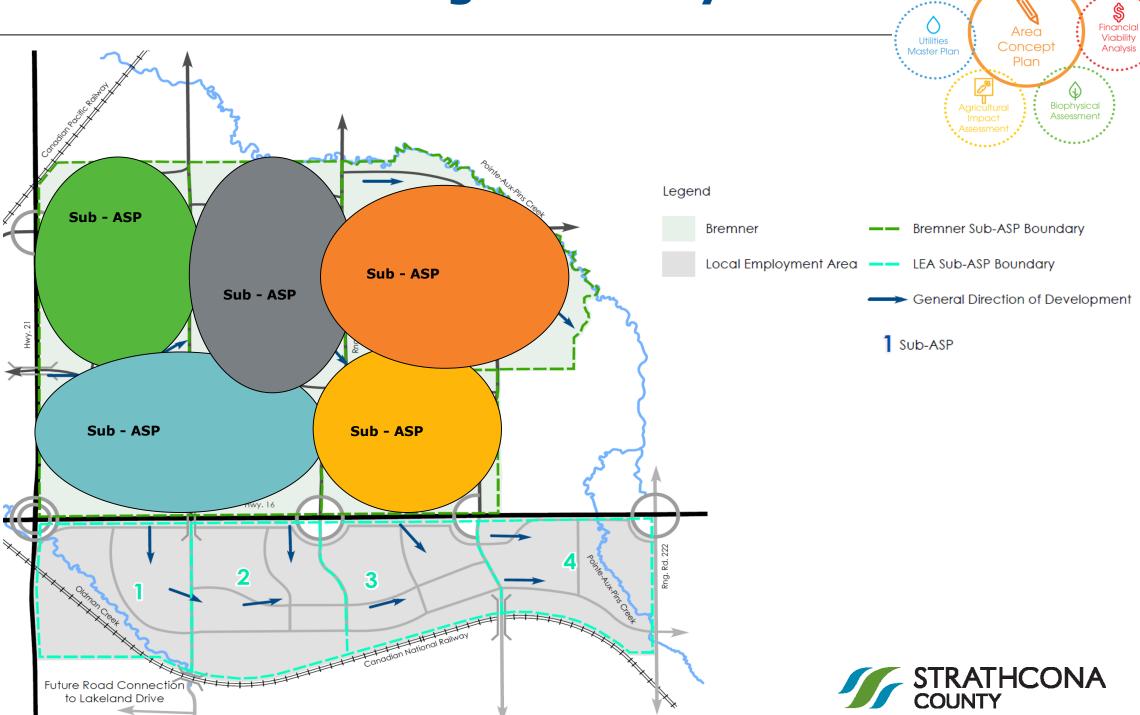






Bremner and the LEA Sub - ASP boundaries and stages of development.

Planning Hierarchy





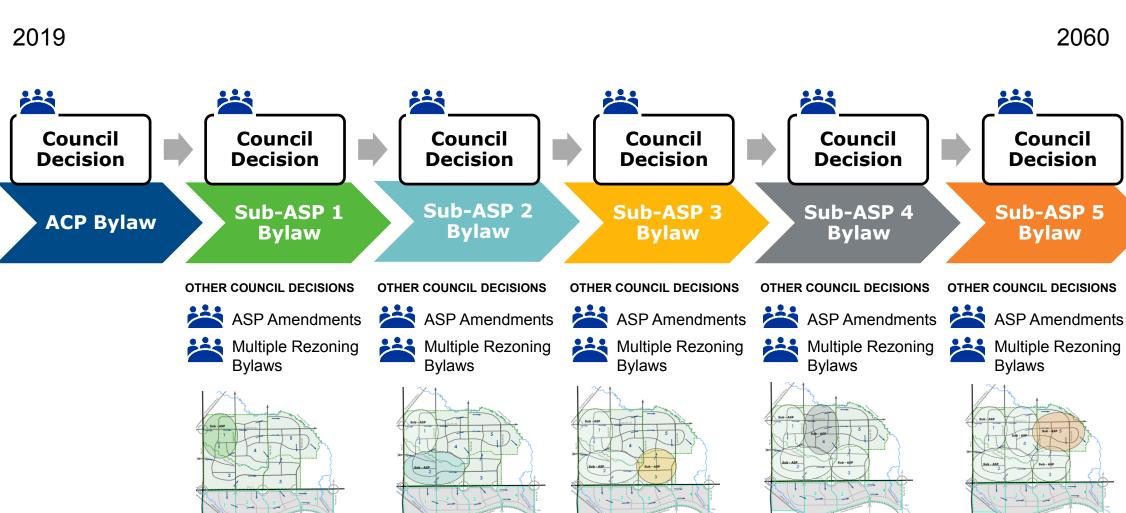
The Area Concept Plan:

- 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.

Planning Hierarchy

Where Does the ACP Fit in the Process?



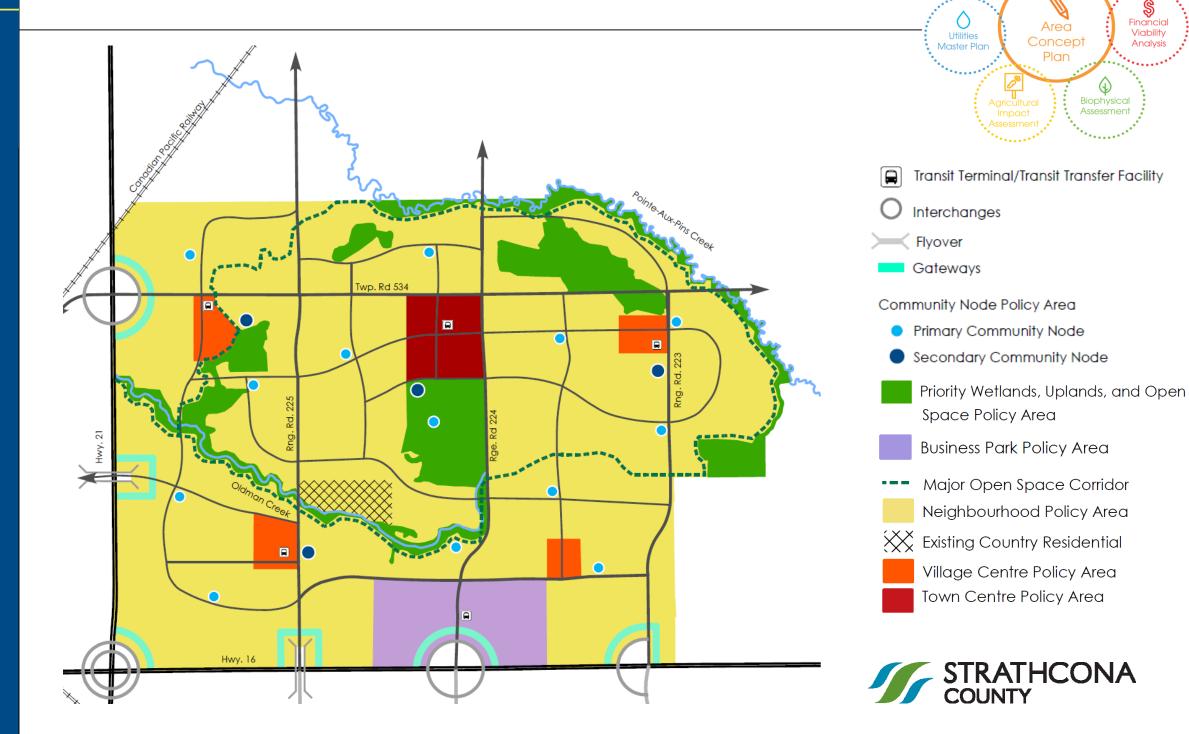






Final Area Concept Plan

Final Area Concept Plan



Final Area Concept Plan

Transportation Construction Standards Area Financial Viability Analysis Plan Agricultural Biophysical Assessment Assessment

POLICY AREA: TOWN CENTRE

1 No. 16 No. 16

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

Transportation Plan Area Construction Standards Area Concept Viability Analysis Plan Agricultural Biophysical Assessment Assessment

POLICY AREA: VILLAGE CENTRES

Tvp, Rd, 534

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.



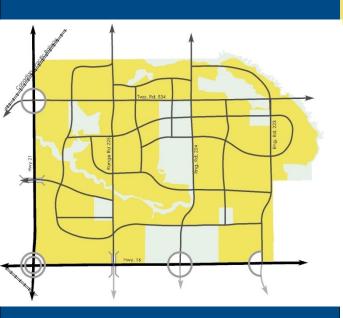




Final Area Concept Plan

Transportation Plan Design and Construction Standards Area Viability Analysis Plan Agricultural Biophysical Assessment Assessment

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

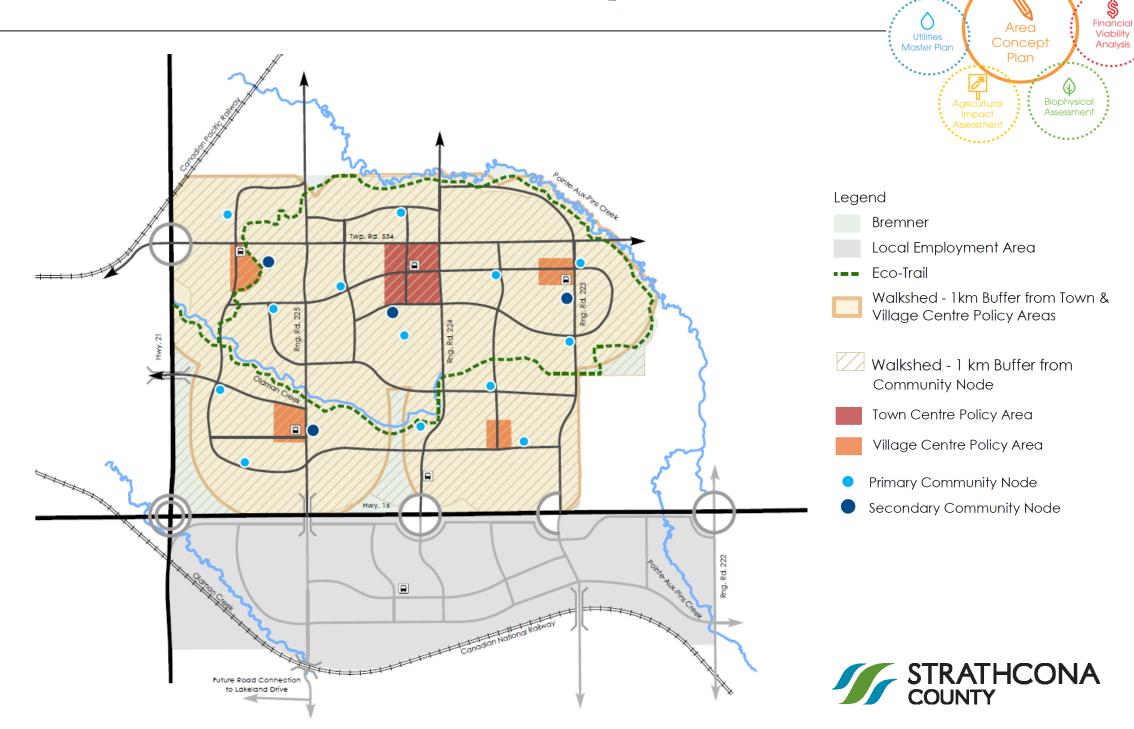






- Bremner is designed as walkable.
- Village / Town centre are community focal points.
- Community nodes act as neighbourhood and community activity hubs.
- Additional local neighbourhood parks, playgrounds and trails will be located within 400 meters of all residents.

Final Area Concept Plan



Final Area Concept Plan

Transportation Plan Area Construction Standards Financial Viability Analysis Plan Agricultural Impact Assessment Assessment

POLICY AREA: BUSINESS PARK

What will be in

the **Business**

Park Policy

Area in

Bremner?

Ten. Rd. 534

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













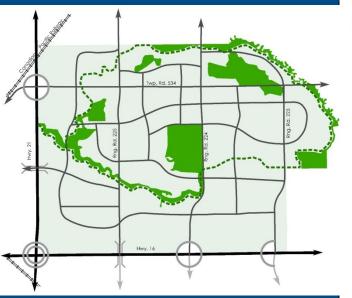


Final Area Concept Plan





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.



to the Town Centre will contain community facilities, schools, park and gathering spaces.











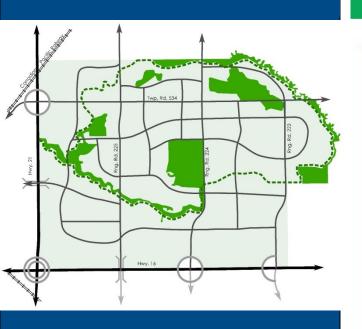




Final Area Concept Plan



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.

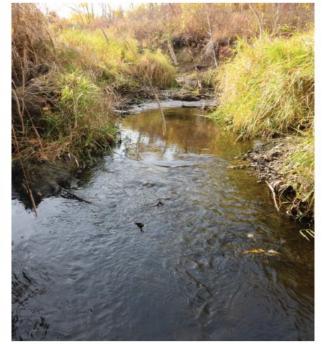












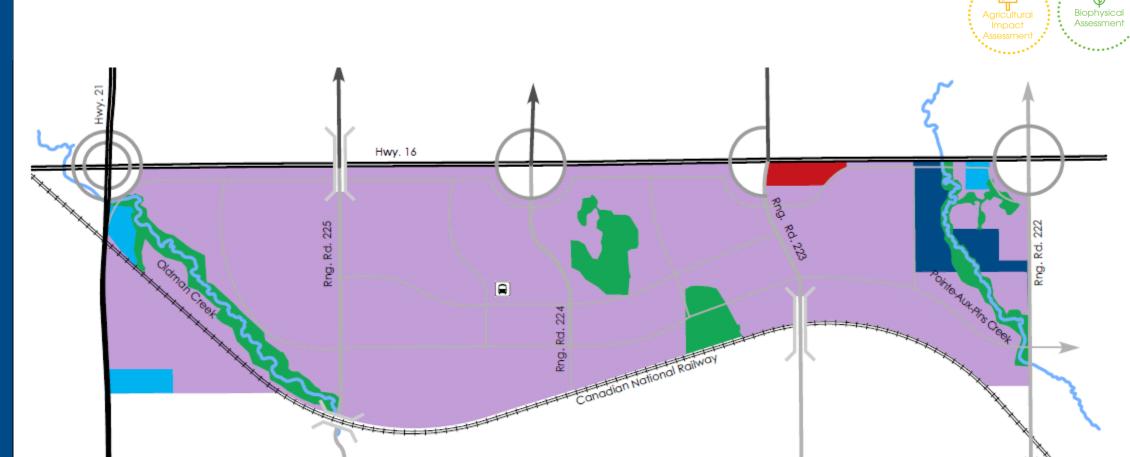


- The LEA.
- Located in the Rural Area as opposed to the Metropolitan Area under the Edmonton Metropolitan Region Growth Plan.
- Located in the Rural Service Area of the County.

Final Area Concept Plan

Local Employment Area (LEA)

Future Road Connection to Lakeland Drive





Financial

Concept

Final Area Concept Plan

LOCAL EMPLOYMENT AREA

Transportation Plan

Area Construction Standards

Area Concept Plan

Plan

Agricultural Biophysical Assessment

Assessment



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















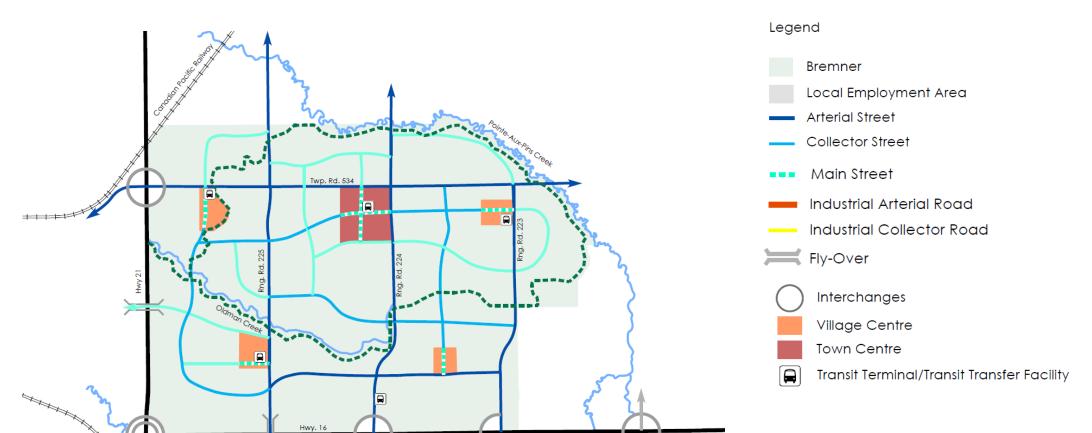
Final Area Concept Plan



Bremner Transportation Plan

Future Road Connection to Lakeland Drive





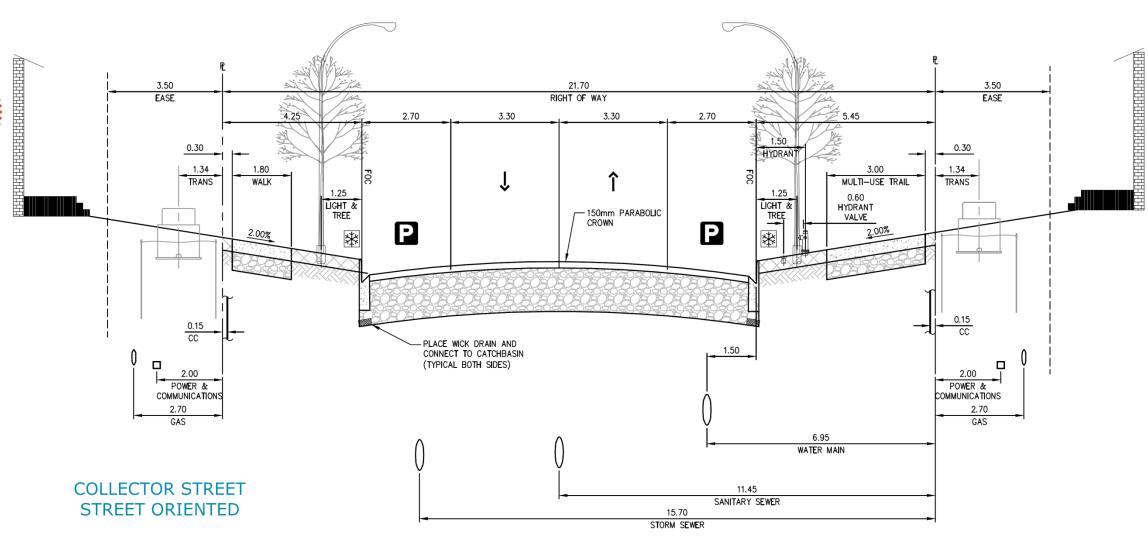


Final Area Concept Plan



Bremner Design and Construction Standards



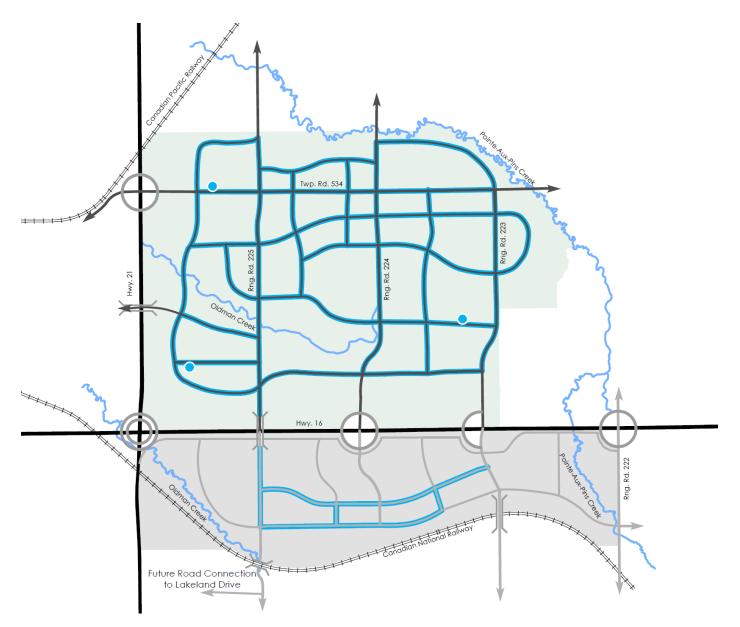


Final Area Concept Plan



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).

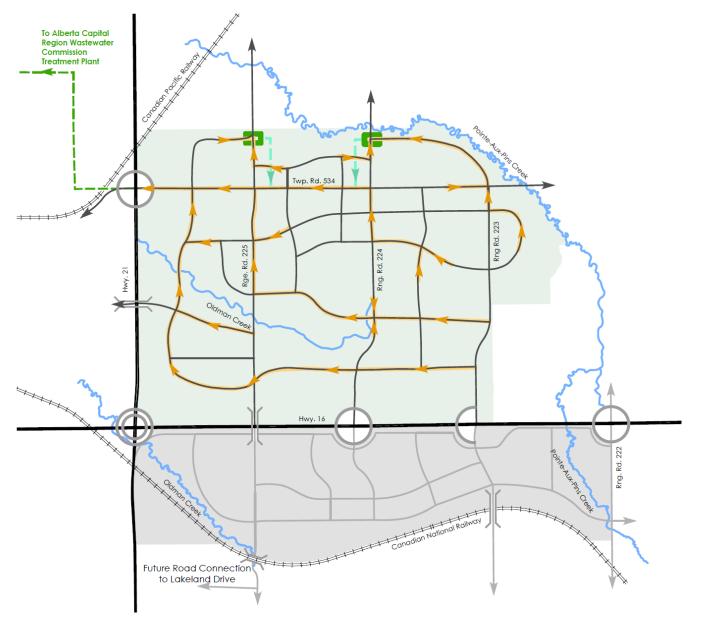


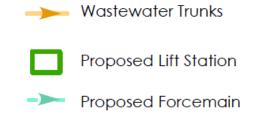
Final Area Concept Plan



Bremner Utilities Master Plan: Wastewater







Off-site Wastewater Connection

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



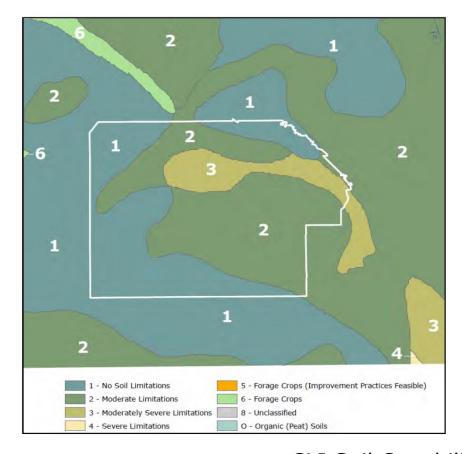


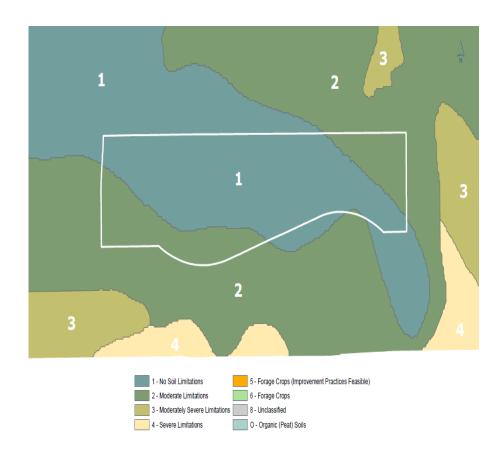
Final Area Concept Plan



Bremner and LEA Agriculture Impact Assessments







CLI Soil Capability for Agriculture

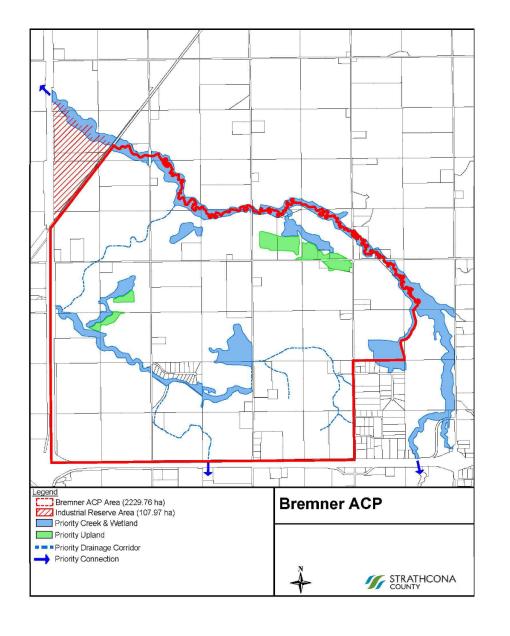


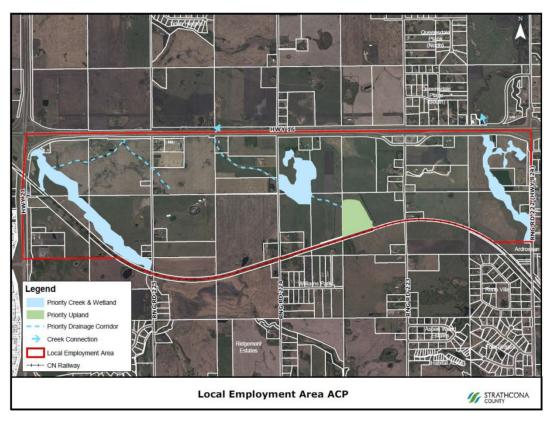
Final Area Concept Plan



Bremner and LEA Biophysical Assessments













Financial Viability Analysis

Bremner AREA PROJECT

Financial Viability Analysis



- Model
- MainAssumptions
- Capital Costs
- Funding and Financing
- Results and Scenarios
- Conclusion





Bremner AREA PROJECT

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.

Most infrastructure costs are paid for by Developers, Provincial and Federal contributions, grants, and utility contributions.

EXTERNAL FUNDING

LEGEND County Bremner External funding sources Tax-funded costs Taxes, fees, utility revenue, funding, or financing received

BREMNER/LEA **INFRASTRUCTURE** CONSTRUCTION AND REHABILITATION

Infrastructure supports growth but adds operating costs and must be maintained and rehabilitated over time.

Some operating costs

infrastructure, while

some are related directly to population.

are related to



BREMNER/LEA GROWTH



EXISTING COUNTY & NON-BREMNER GROWTH Bremner and the LEA will grow over time. Growth will mean new revenue but will also need

infrastructure.

DEBT SERVICE

Debt allows infrastructure to be paid for by all

those who will use it in the future.

TOTAL COUNTY

DEBT FINANCING

Debt service is the annual cost to pay back the loans and must be funded by taxes.

TOTAL COUNTY TAXES, FEES, & UTILITY REVENUE

The County will continue to add population and business and industrial growth as well as maintain current infrastructure and pursue other goals.

The model sets tax rates annually within certain limits according to what is required to cover operating costs, debt service, and any capital and rehabilitation costs which remain. If costs would exceed limits, the rest is financed.

TOTAL COUNTY OPERATING COSTS

Operating costs include costs to provide services like recreation centres and transit, dear snow, pay for staff, and handle all the other requirements to keep the County running.

THE BREMNER FINANCIAL VIABILITY MODEL

Every year for 75 years, the model checks for growth in Bremner, the LEA, and the rest of the County. Growth increases the tax base, may trigger capital costs for infrastructure, and may result in additional operating costs. Existing infrastructure must be operated, maintained, and rehabilitated. External funding sources may contribute to capital infrastructure and debt financing may be used as well. Development occurs until full build-out of Bremner and the LEA is reached (in the base scenario, this takes 39 years), after which the model continues to run so that the effects of aging infrastructure can be captured. In addition to the base scenario, 14 other scenarios with varying parameters were run.



Assumptions:

Viability

Definition of

Main

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?



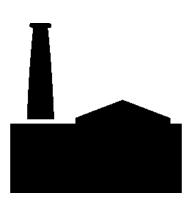






Main Assumptions:

- 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.







Funding and Financing Sources

 Funding varies by type of cost. 					County				
by type or east.		Bremner Developer	Other Developer	Province	Utilities & Utility Rates	Grants	Taxes	Debt	
 Multiple sources 									
can be used.	On-Site		_	_	_	_	_	_	
 Assumed County not front-ending off-site hard 	Off-Site Hard Capital	•				_	_	_	
infrastructure (exception reservoirs).	Soft Capital		_	_	_		•		
	Operating	-	_	_		_	•	•	
	Renewal				_				





Capital Costs

On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

Total Capital Infrastructure Costs spread over the 39 years to full buildout 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

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.







Capital Costs

On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

Capital Costs: On-site Infrastructure





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

On-site	Cost	Total Cost		
Infrastructure	Developer	County	(millions)	
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

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







Capital Costs

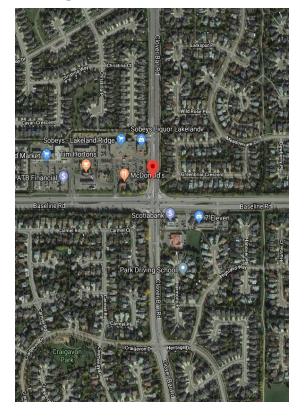
On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

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.
- 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 at the cost of the County or funded through grants.



Bremner AREA PROJECT

Financial Viability Analysis



Capital Costs

On-site Infrastructure

Off-site Hard Infrastructure

Soft Infrastructure

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

^{*}Costs rounded to nearest million

Bremner

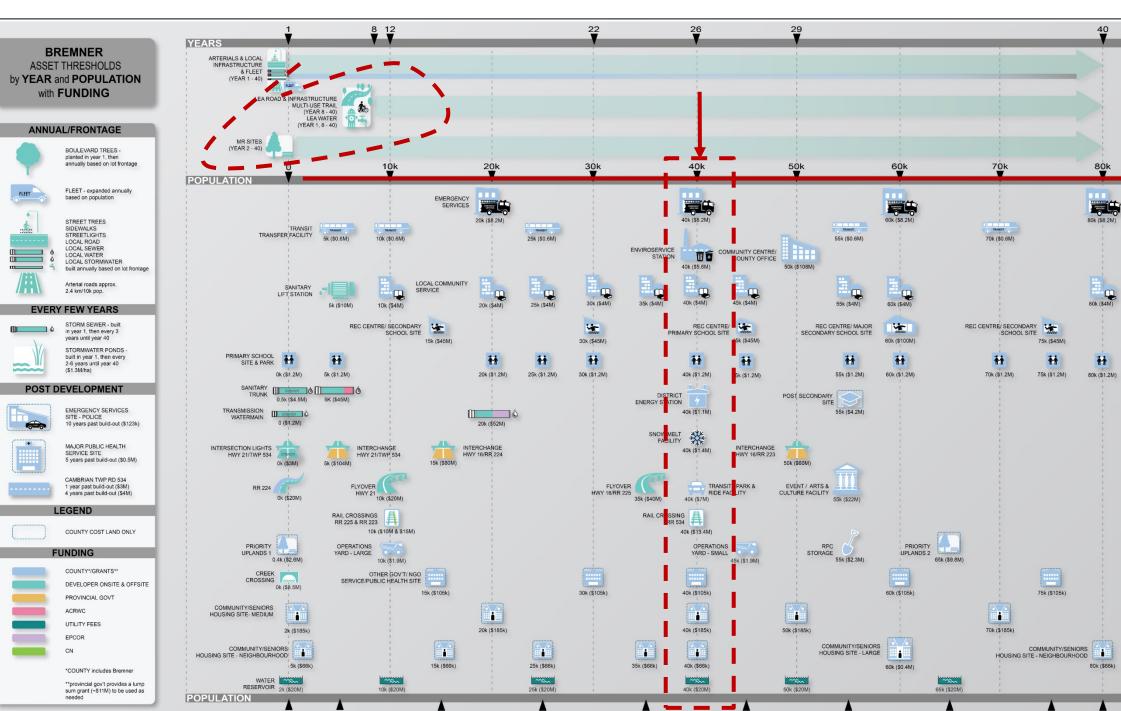
AREA PROJECT

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).

Funding and Financing Sources

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





Results and Scenarios

BREMNER VIABILITY DEFINITION



TAXES, FEES AND UTILITY RATES



DEBT LEVELS



ABILITY TO PURSUE OTHER PRIORITIES

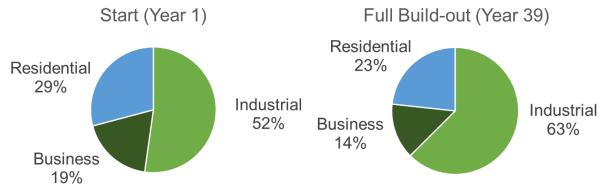


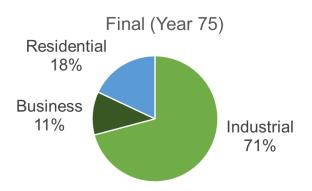


Base Scenario

- 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

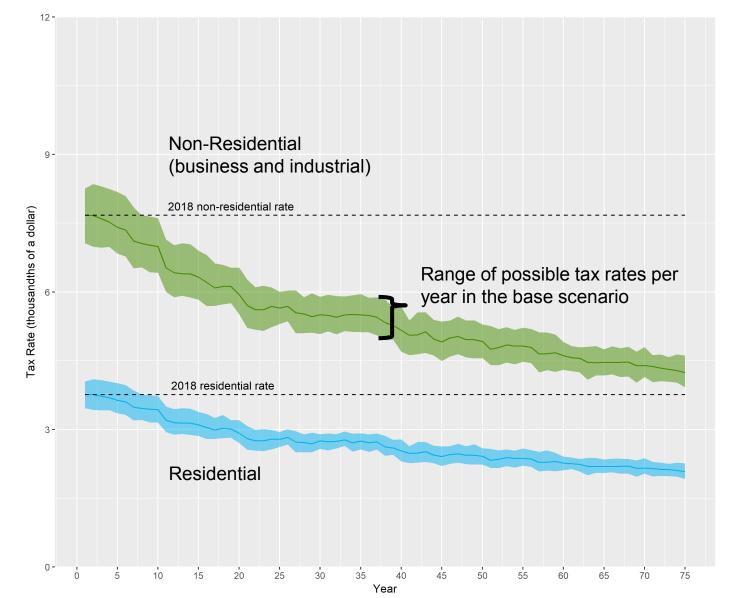




Tax Rates by Type

Average Residential: 2.69

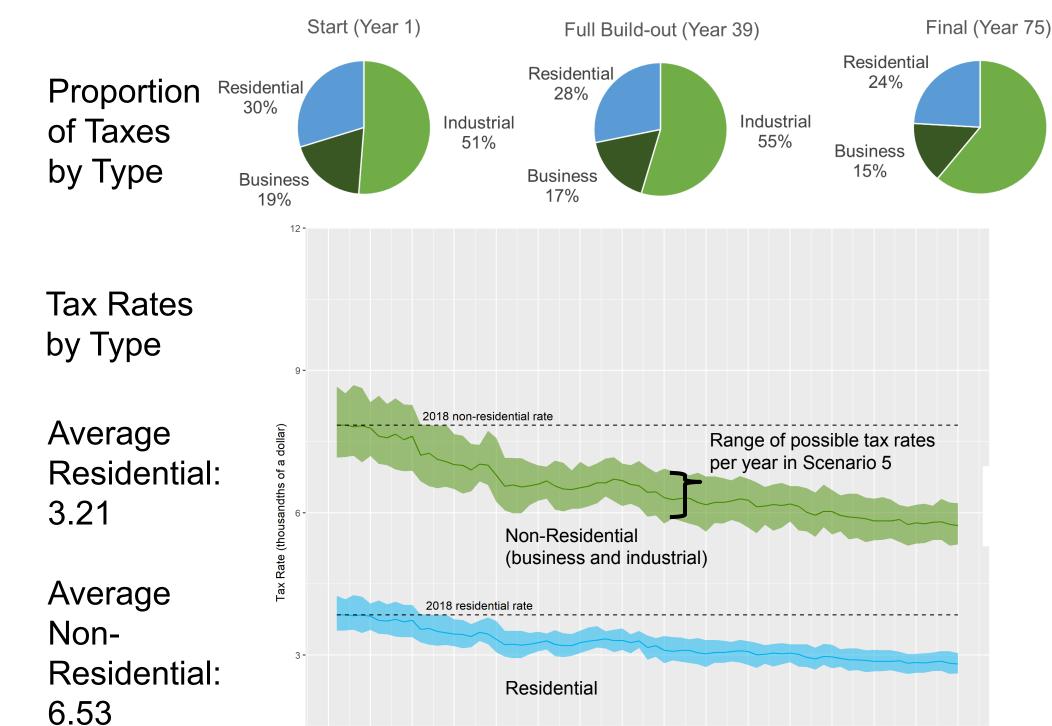
Average Non-Residential: 5.46





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.



Industrial

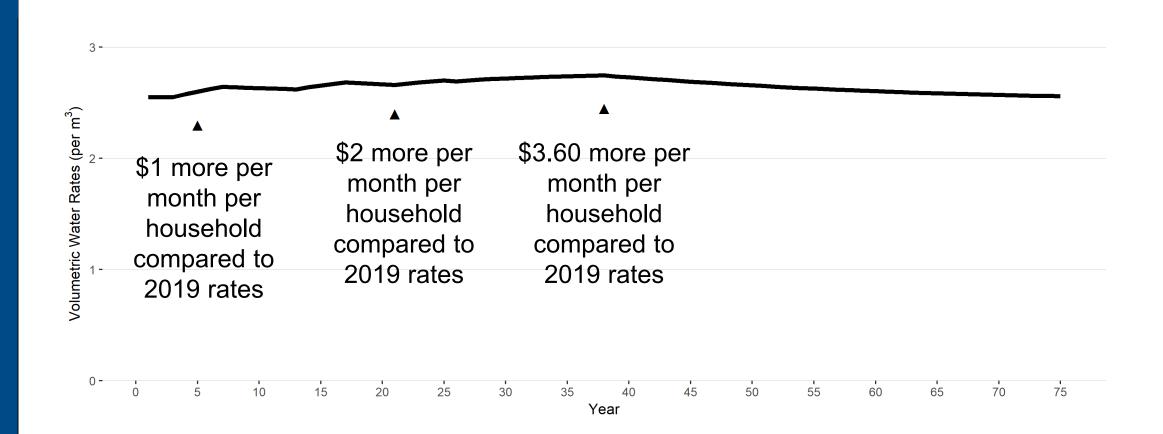
61%

Bremner AREA PROJECT

Utility Rates:

\$

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

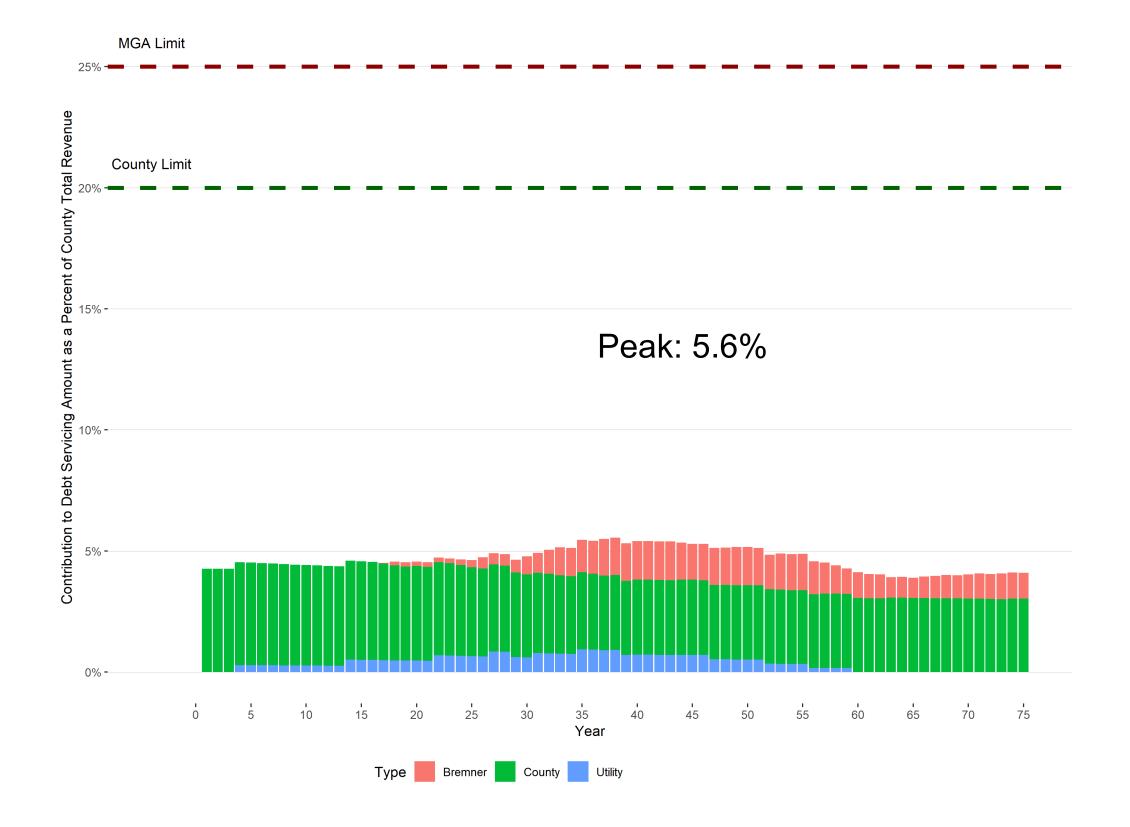


Financial Viability Analysis



Bremner AREA PROJECT

Debt
Limits Debt
Service to
Budget
Ratio

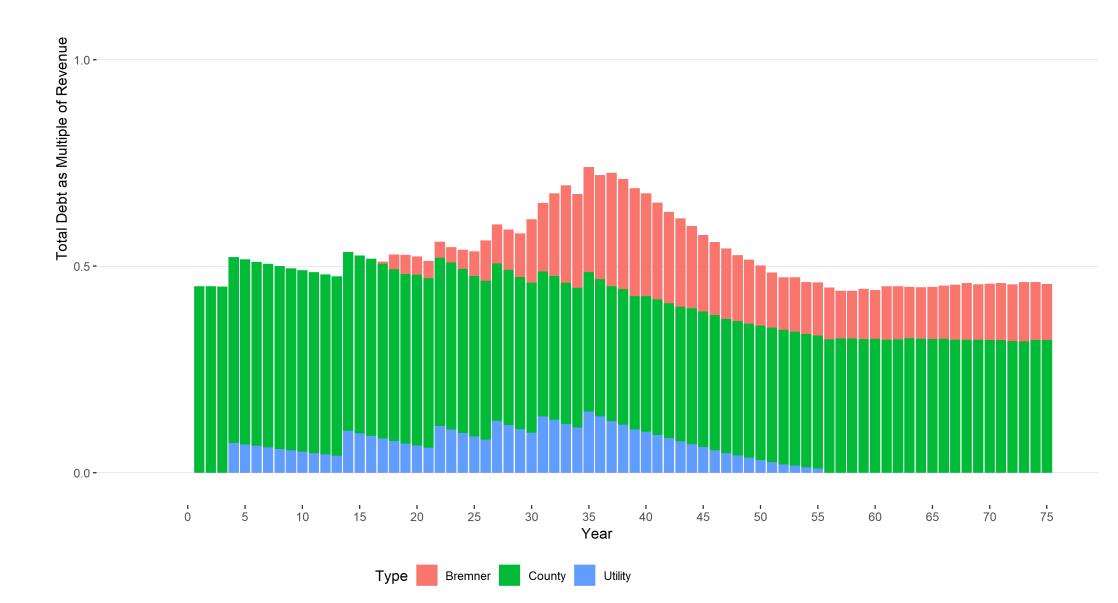


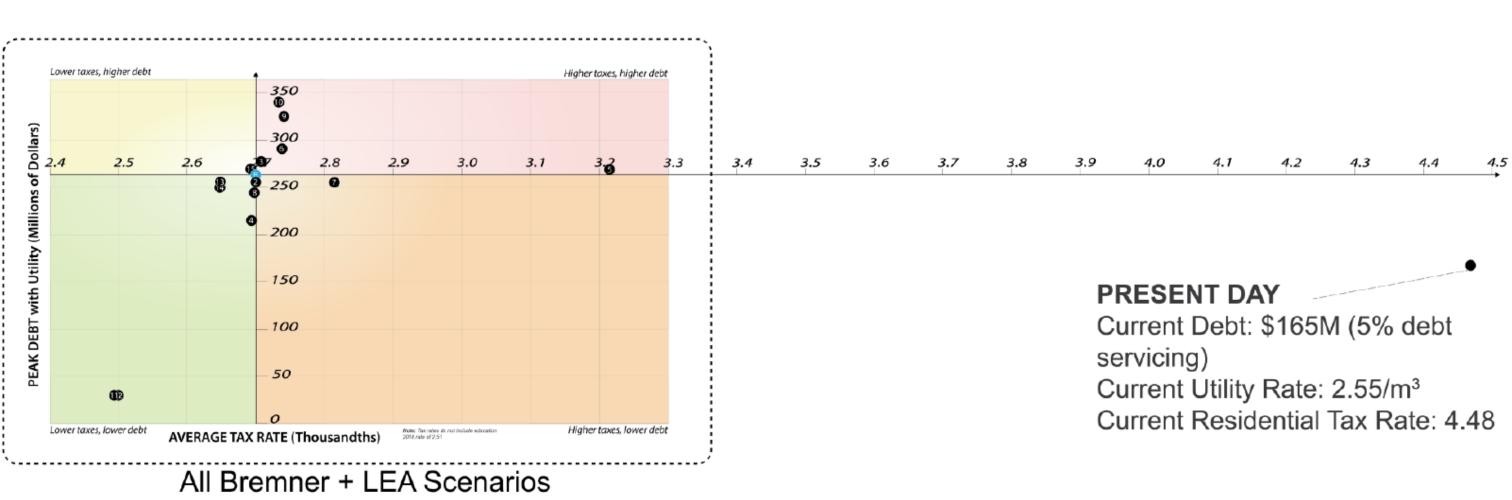


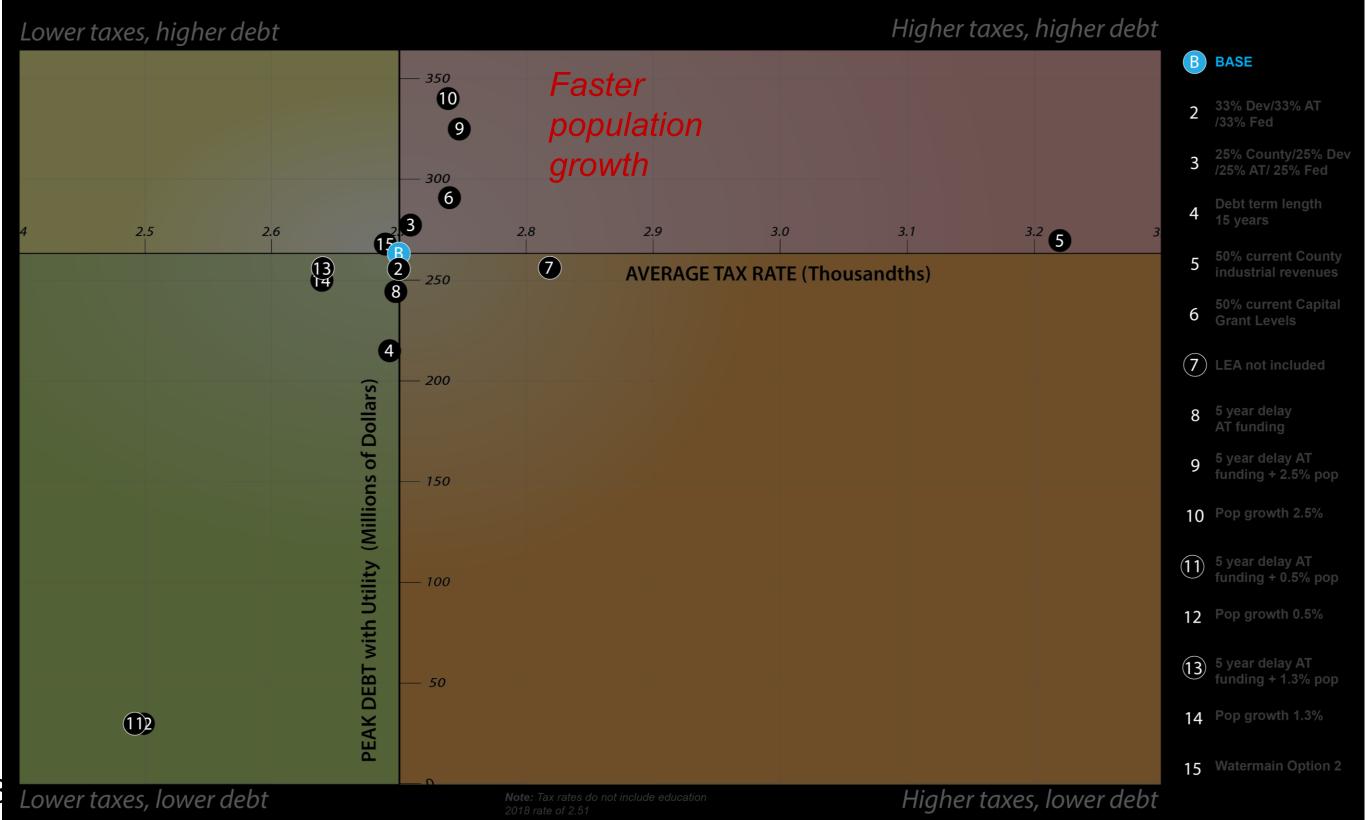
MGA Limit

Debt Limits









Bremner







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 debit 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

The comment cards and online survey requested in residents associated with the policy areas regardin active transportation, potential activities in the villa housing options, community nodes and the Local I 1.892 people reached by Facebook post 50 comment containing survey link 226 postcards cards completed mailed to ···· 1.209 impressions surrounding 74 attendees 20 total engagements landowners ···· 418 respondents from tweet about the 2019 project 3, January **Emails and Social Media** Open Houses with comment cards, subject **Online Survey** including the project matter experts, and storyboards showing the February 21 webpage, Facebook concept plan and the various policy areas to and Twitter March 7 **Festival Place** February 21 More participants reached through... **Sherwood Park News** Digital media boards and posters at County facilities and Transit Stations

Transportation

Utilities

Area

Concept

Financial

Viability

Analysis

Biophysical Assessment





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 2nd and 3rd Reading.



Questions?

Bremner AREA PROJECT

