



REQUEST FOR DECISION

SUBJECT:	Bylaw 25-992 Grovedale Area Structure Plan Amendment		
SUBMISSION TO:	REGULAR COUNCIL MEETING	REVIEWED AND APPROVED FOR SUBMISSION	
MEETING DATE:	May 27, 2025	CAO:	MANAGER: RD
DEPARTMENT:	PLANNING & EC. DEVELOPMENT	DIR: MAV	PRESENTER: HA
STRATEGIC PLAN:	Governance	LEG: SS	

RELEVANT LEGISLATION:

Provincial– Municipal Government Act, RSA 2000, c M-26 Section 633, 637, 638

Council Bylaw/Policy– Municipal Development Plan Bylaw 15-742; Grovedale Area Structure Plan Bylaw 17-785; Minor Area Structure Plan Policy 6001, Road Access Approaches Policy 4010

RECOMMENDED ACTION:

MOTION: That Council give first reading to Bylaw 25-992 to amend the Grovedale Area Structure Plan Bylaw 17-785, as presented.

BACKGROUND/PROPOSAL:

The *Grovedale Area Structure Plan Bylaw 17-785 (GASP)* was primarily written in early 2017 and adopted in 2018. The GASP is a Major Area Structure Plan, which applies overarching development policy for growth on about 46,394 hectares (114642.07 acres) of land south of the Wapiti River. The GASP sets out a 50-year horizon for growth focused primarily into a centralized area of under 3000 hectares (7413 acres). It identifies ambitious expectations for green infrastructure, a Main Street concept and dense urban center, with the existing rural areas being insulated from this new core and policies preventing further development or fragmentation of land. However, over the 8 years since the GASP was adopted, several policies have not aged well as they were found to be more restrictive than intended and require developers to address planning goals and infrastructure design which is inconsistent with current policy.

Policy Concerns

Several matters of policy do not appear to be reflective of Greenview's approach to asset management or our Municipal Servicing Standards. A brief description of these policies include:

1. "Going Green" Guiding Principles: Although this section has many important goals, some policies seem either outside of Greenview's control (Safety Codes) or set up future expectations which may not be feasible. This section required all new developments to have green roofs or renovations, electric car charging points and elements of solar, wind or geothermal energy generation. Although these may be functional or laudable in many areas, the ability to require these in all new projects is not under Greenview's purview, as we are not a safety code authority. This section has been changed to allow for support of these proposals if put forward by a proponent but not have them as requirements under policy.
2. Areas within the centralized living area west of Highway 666 (current), being several quarter sections of River Valley Residential, Small Scale Agricultural and Agricultural Lands, have all the restrictions placed within the higher density development. They do not, however, have (current or planned) access to the water, sewer or

enhanced streetscape /parks and trails of that area. Given that the most intensive development costs would be located east of the highway, it may be more reasonable to adjust the centralized living area not to include these lands and all the policies of the major ASP to dictate their development less rigidly.

3. Small Scale Agriculture being included in the Centralized Living Area has had a negative impact on its potential to create additional acreages; this area should be allowed to move forward with more simple planning options such as a Concept Plan.

Implementation Concerns

1. Section 8.1 Implications: This sections states, *“Rezoning shall only be considered for areas with an approved Minor Area Structure Plan or Concept Plan.”* This is highly restrictive, far exceeding the rigour of the Municipal Development Plan and Policy 6001 even though future land use planning is widely done. This section now identifies in more detail where and why additional Minor Area Structure Plan and Concept Plans should be required. This will resolve a majority of direct complaints received on this ASP by Administration.
2. Section 8.2 Further Studies & Works: This section sets too high a bar for Greenview to accomplish before we allow future development. Several of the required studies add minimal benefit and have been identified for potential removal. Those which are proposed to remain and those which are proposed to be removed are detailed below or crossed out in red under this section:
 - a. Prepare a Master Transportation Plan;
 - b. Prepare Master Water and Wastewater Servicing Plans;
 - c. Prepare a Master Stormwater Management Plan;
 - ~~d. Prepare a commercial/market needs assessment in order to assess the quantity, composition and form of future commercial development required to service the plan area as a whole;~~
 - ~~e. Investigate the feasibility of utilizing recycled water or grey water to recharge aquifers or as a source of irrigation or process water in lieu of potable water for multi-family residential developments, recreational facilities, parks & open spaces, commercial developments and industrial developments;~~
 - f. Prepare a master plan identifying areas of natural and environmental significance;
 - ~~g. Reclaim the former sewage lagoon;~~
 - ~~h. Prepare detailed urban design guidelines reflective of a “small town” or “village” theme for all forms of development within the Centralized Living Area, in order to ensure, at a minimum, consistency in landscaping and building facades to a standard acceptable to Greenview;~~
 - i. Prepare an Open Space Master Plan and a Trails Master Plan;
 - ~~j. Prepare a Concept Plan for the Main Street and confirm its alignment;~~
 - ~~k. Establish a levy bylaw in order to fund municipal infrastructure improvement;~~
 - ~~l. Prepare a waste management plan for the plan area and investigate the feasibility and associated timing of implementing curbside waste collection for the area designated as Centralized Living consisting of the separate collection of garbage, recycling and organics;~~
 - ~~m. Investigate the implementation of a local and regional public transit system to serve the Centralized Living area as future development proceeds;~~
 - ~~n. Investigate the feasibility of providing public vehicle charging stations as development proceeds within the Centralized Living area; and~~
 - ~~o. Investigate the feasibility of developing a District Energy Sharing System for the Centralized Living Area in order to supply heating and cooling to future residents and business.~~

3. Section 8.3.1 Minor Area Structure Plans and 9.3.2 Concept Plans: these sections are being adjusted to reflect Policy 6001 to ensure planning processes are fairly applied across Greenview when new plans for development are required for intensification of land uses.

Relevant Infrastructure Updates impacting Development Patterns

Major components of the infrastructure network in Grovedale have been either completed, enhanced, extended or realigned. A short list of these include:

1. 6.1.1 – *“Limit the number of accesses onto the rural road network in order to minimize potential conflicts between vehicles travelling on the road and those accessing the road.”* This would be a significant deviation from Road Access Approaches Policy 4010.
2. 6.1.2 - *“Rural subdivisions shall contribute to the upgrades and intersection improvements to the rural road network through a levy...”*. Off-site levies are not found anywhere else with Greenview but is planned in Grovedale to finance future infrastructure growth. An off-site levy establishes a fee on all lands in an identified area or provided a service and is collected as a condition when a subdivision or a development of any kind proceeds. Although a common tool, they are a significant undertaking. Further, it does not appear to be in support of centralized growth as the policy is written to apply to rural subdivisions not village form development.
3. 6.1.3 – *“Use of the rural road network by heavy truck traffic is discouraged in order to minimize the conflict between commercial and non-commercial vehicle traffic.”* This has several significant impacts on where major home occupations and farm use beyond industry... it is unclear how discouraged this should be.
4. 6.1.4 – *“Separate pedestrian and equestrian traffic from vehicular traffic by encouraging and permitting the development of bridle paths along the outer edge of a rural road right-of-way for the use of pedestrians and equestrians.”* There is no municipal standard for this service and no projects have been approved implementing this since the adoption of the GASP – if relevant, then a municipality design standard needs to be addressed.
5. The level of service and “Complete Streets” design parameters for the estate living and village center is not the standard of service in any other Greenview hamlet; it is unclear if this needs to be reviewed.

As noted above, the GASP has many good aspects, and the policies are well adhered to by the community. Direct community engagement is being undertaken on these identified issues, and the proposed bylaw amendment is very targeted towards reducing this red tape.

Administration has already begun public information Open Houses on the red tape reduction proposal. It is hoped that this will raise public awareness of the amendments and allow for well considered comments from the public to be heard and addresses in advance of section reading or during the public hearing. With provincial on the Upper Smoky Sub Regional Plan, it is hoped that these amendments will have the opportunity to be considered prior to public debate of the provinces intention to increase read tape and introduces added complexity into this simpler process.

BENEFITS OF THE RECOMMENDED ACTION:

1. The benefit of Council accepting the recommended motion is that the GASP can be updated to address policy which has not benefited the development of the Grovedale area and has been challenging for Grovedale residents.
2. The benefit of Council accepting the recommended motion is first reading will also allow residents the opportunity to come to a public hearing and support changes or identify issues not yet addressed.

DISADVANTAGES OF THE RECOMMENDED ACTION:

1. The disadvantage to the recommended action is that there are residents who may view these amendments as not going far enough in resolving issues or trend in Grovedale. This can be mitigated by considering future changes unrelated to red tap reduction should Council feel it necessary.

ALTERNATIVES CONSIDERED:

Alternative #1: Council has the alternative to defer first reading until additional information, amendments or consultation is undertaken on specific or general issues. This is not recommended by Administration as these specific red tape reduction measures are based on issues which have been realized by the public numerous times or are not achieved under current approvals so any amendments which do come forward are still likely to include these recommended adjustments. Changes can also be made before 2nd reading of the bylaw following a formal public hearing.

Alternative #2: Council has the alternative to deny first reading. If this option is chosen Administration will defer any review of the Grovedale Area Structure Plan Bylaw 17-785 until after a review of the Municipal Development Plan. This is not recommended as it leaves current policy issues unaddressed and will have a continued cooling effect on small scale, incremental development in the Grovedale community which has been in place since the adoption of the GASP.

FINANCIAL IMPLICATION:

There are no financial implications to the recommended motion.

STAFFING IMPLICATION:

There are no staffing implications to the recommended motion.

PUBLIC ENGAGEMENT LEVEL:

Greenview has adopted the IAP2 Framework for public consultation.

INCREASING LEVEL OF PUBLIC IMPACT

Inform

PUBLIC PARTICIPATION GOAL

Consult - To obtain public feedback on analysis, alternatives and/or decisions.

PROMISE TO THE PUBLIC

Inform - We will keep you informed.

FOLLOW UP ACTIONS:

Council's consideration at public hearing could occur as soon as June 24th, pending Agenda availability.

ATTACHMENT(S):

- Bylaw 25-992 Grovedale Area Structure Plan Amendment
- Grovedale Area Structure Plan Bylaw 17-782