

Amendment to the

HEWLETT PARK OUTLINE PLAN

Submitted to



THE TOWN OF SYLVAN LAKE
PLANNING AND DEVELOPMENT DEPARTMENT

on behalf of

The Gingerich Group Ltd.

Prepared by

ARMIN A. PREIKSAITIS
& ASSOCIATES LTD.

#605 Empire Building 10080 Jasper Avenue
Edmonton, AB, T5J 1V9
Ph: (780) 423-6824 Fax: (780) 423-6850
Email: armin@arminap.ca

Revised May 15, 2008

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1.0 Introduction

Armin A. Preiksaitis & Associates Ltd. has been retained by The Gingrich Group Ltd. to amend the Hewlett Park Outline Plan in the Town of Sylvan Lake, Alberta. The purpose of this amendment is to change the proposed land uses of the existing Outline Plan. Lands designated for Light Industrial, Low Density Residential and High Density Residential, within the amendment areas, is proposed to be reconfigured and resized through this amendment.

2.0 Background

The Outline Plan area comprises 92.9 hectares (229.6 acres) of land and is bounded by Canadian National Railway Right of Way to the north, 47 Avenue to the south, Highway 20 and Erickson Drive to the east, and by 43 Street and residential development on Willow Street to the west. An amendment for Amendment Area A was adopted by Resolution of Council on January 14, 2008.

A Geotechnical Investigation was prepared by Parkland Geo for Amendment Area B. The area was found to contain a gentle rolling topography. The subsurface conditions of organic and topsoil overlaying clay till were found to be suitable for the proposed land uses.

A Traffic Impact Assessment (TIA) was prepared by EXH Engineering Services Ltd. for Amendment Area B. The TIA has been submitted to the Town of Sylvan Lake separately by the Gingrich Group Ltd.

A variety of land uses have either been developed or proposed in the current Outline Plan. Low Density Residential development is the predominant land use comprising 23.4% of the total Outline Plan area, or 21.7 hectares (53.6 acres). Narrow Lot General Residential land uses are located in the central-eastern portion of the Outline Plan area comprising 10.8% of the Outline Plan area or 10.1 hectares (25.0 acres) of land. High Density Residential land uses comprise 10.6% of the Outline Plan area or 9.9 hectares (24.5 acres) land. Highway Commercial land uses are located in the south-eastern corner of the Outline Plan area comprising 7.0 hectares (17.3 acres) or 7.5% of the Outline Plan area. Retail and Commercial Service Direct Control land use is found adjacent to the southern-central boundary of the Outline Plan area, comprising 0.4 hectares (1.0 acres) or 0.4% of the Outline Plan area. Light Industrial land uses are located in the north-eastern portion of the Outline Plan area, comprising 6.0 hectares (14.8 acres) or 6.5% of the Outline Plan area. Public Facility land uses are found throughout the Outline Plan area, comprising 19.5 hectares (48.2 acres) or 21.0% of the Outline Plan area. Existing Public Facility land uses includes C.P Blakely School, Sylvan Lake & District Family & Community Center, and the Four Season's Park. Refer to *Figure 1 – Approved Hewlett Park Outline Plan* and *Table 1 – Approved Hewlett Park Outline Plan Land Use and Population Statistics*.

The land surrounding the Outline Plan area is developed as a mix of residential, commercial, and industrial land. Sylvan Lake is approximately 400 meters north of the Outline Plan area, across the Canadian National Railway Right of Way.

FIGURE 1

APPROVED HEWLETT PARK OUTLINE PLAN



LAND USES PROPOSED:

- LOW DENSITY RESIDENTIAL DISTRICT (R1)
- HIGH DENSITY RESIDENTIAL DISTRICT (R3)
- NARROW LOT GENERAL RESIDENTIAL DISTRICT (R5)
- PUBLIC FACILITY DISTRICT (PF)
- HIGHWAY COMMERCIAL DISTRICT (CH)
- RETAIL AND COMMERCIAL SERVICE DIRECT CONTROL DISTRICT (RCS-DC)
- LIGHT INDUSTRIAL DISTRICT (I1)
- PUBLIC FACILITY DISTRICT (PF) – EXISTING
- ROADS AND LANES
- STAGE BOUNDARY



**Table 1 – Approved Hewlett Park Outline Plan
Land Use and Population Statistics**

Land Uses	Area (ha)	Percent of Outline Plan Area
Low Density Residential District (R1)	21.73	23.4%
High Density Residential District (R3)	9.88	10.6%
Narrow Lot General Residential District (R5)	10.08	10.8%
Public Facility District (PF)	7.03	7.6%
Highway Commercial District (CH)	7.01	7.5%
Retail and Commercial Service Direct Control (RCS-DC)	0.35	0.4%
Light Industrial District (I1)	6.01	6.5%
Public Facility District (PF) - Existing	12.49	13.4%
Roads and Lanes	18.35	19.7%
Total	92.93	100.0%

Density¹	Units / ha	Units	Persons / Unit	Persons
Low Density Residential District (R1)	17	369	2.9	1071
High Density Residential District (R3)	35	346	2.3	796
Narrow Lot General Residential District (R5)	22	222	2.9	643
Total		937		2510

Gross Density (2510 / 92.93 ha) 27.0 Persons / ha

Proposed Hewlett Park Outline Plan Student Generation Estimate

Total Population	Student Generation					
	Public			Separate		
	K-6	7-9	10-12	K-6	7-9	10-12
2510	112	50	66	75	34	44
Total Student Generation:			382			

¹ Densities of Persons / Unit are based upon the 2004 Household Size by Dwelling Type (Owned and Rented) chart, as found in the Town of Sylvan Lake 2004 Municipal Census. The Low Density Residential District (R1) Persons / Unit value is based on the Average Household Size of 2.9 for Single Detached. The High Density Residential District (R3) Persons / Unit value is based on the Average Household Size of 2.3 for Row (Town) House. The Narrow Lot General Residential District (R5) Persons / Unit value is based on the Average Household Size of 2.9 for Single Detached.

At full build out, the current approved Outline Plan area could accommodate 937 units and approximately 2510 persons, with an expected enrollment generation of 382 students.

3.0 Proposed Amendment

Amendment Area B is triangular shaped and located in the north part of the Outline Plan area. It is bounded by the Canadian National Railway Right of Way to the north, Erickson Drive to the east, and a sanitary sewer easement and trail to the south. Buffering will be required from the Canadian National Railway Right of Way, refer to *Section 7.0 – Buffering*. Amendment Area B comprises 16.9 hectares (41.8 acres), or 18.2% of the total Outline Plan area.

Within Amendment Area B, land designated for Light Industrial use would be reduced from 6.0 hectares (14.8 acres) to 2.2 hectares (5.4 acres). Remaining Light Industrial land constitutes the land already developed as *Light Industrial District (I1)*, west of Erickson Drive. In Amendment Area B, 4.0 hectares (9.9 acres) of Narrow Lot General Residential land use will be introduced. The balance of the land in Amendment Area B is currently designated as Low Density Residential, High Density Residential and Public Facility uses. This amendment decreases land dedicated as Low Density Residential use from 21.7 hectares (53.6 acres) by 2.0 hectares (4.9 acres) to 19.7 hectares (48.7 acres), and increases High Density Residential use from 9.9 hectares (24.5 acres) by 1.7 hectares (4.2 acres) to 11.6 hectares (28.7 acres). Residential use areas, roads, and Public Facility uses will be reconfigured from the approved Outline Plan to create a more efficient land use pattern. An application to rezone the lands within Amendment Area B to the appropriate Land Use Bylaw districts, as proposed through this amendment, was submitted to the Town of Sylvan Lake on September 26, 2007.

Refer to *Figure 2 – Proposed Amendment to Hewlett Park Outline Plan* and *Table 2 – Proposed Amendment to Hewlett Park Outline Plan and Land Use and Population Statistics*.

FIGURE 2

**PROPOSED AMENDMENT
TO THE HEWLETT PARK
OUTLINE PLAN**



LAND USES PROPOSED:

- LOW DENSITY RESIDENTIAL DISTRICT (R1)
- HIGH DENSITY RESIDENTIAL DISTRICT (R3)
- NARROW LOT GENERAL RESIDENTIAL DISTRICT (R5)
- PUBLIC FACILITY DISTRICT (PF)
- HIGHWAY COMMERCIAL DISTRICT (CH)
- RETAIL AND COMMERCIAL SERVICE
DIRECT CONTROL DISTRICT (RCS-DC)
- LIGHT INDUSTRIAL DISTRICT (I1)
- PUBLIC FACILITY DISTRICT (PF) – EXISTING
- ROADS AND LANES
- STAGE BOUNDARY
- AMENDMENT BOUNDARY – AREA B



**Table 2 - Proposed Amendment to the Hewlett Park Outline Plan
Land Use and Population Statistics**

Land Uses	Area (ha)	Percent of Outline Plan Area
Low Density Residential District (R1)	19.73	21.2%
High Density Residential District (R3)	11.58	12.5%
Narrow Lot General Residential District (R5)	14.03	15.1%
Public Facility District (PF)	7.74	8.3%
Highway Commercial District (CH)	7.01	7.5%
Retail and Commercial Service Direct Control (RCS-DC)	0.35	0.4%
Light Industrial District (I1)	2.16	2.3%
Public Facility District (PF) - Existing	12.49	13.4%
Roads and Lanes	17.84	19.2%
Total	92.93	100.0%

Density²	Units / ha	Units	Persons / Unit	Persons
Low Density Residential District (R1)	17	335	2.9	971
High Density Residential District (R3)	35	405	2.3	931
Narrow Lot General Residential District (R5)	22	308	2.9	893
Total		1048		2795

Gross Density (2795 / 92.93 ha) 30.1 Persons / ha

Proposed Hewlett Park Outline Plan Student Generation Estimate

Total Population	Student Generation					
	Public			Separate		
	K-6	7-9	10-12	K-6	7-9	10-12
2795	125	56	74	83	37	49
Total Student Generation:				424		

² Densities of Persons / Unit are based upon the 2004 Household Size by Dwelling Type (Owned and Rented) chart, as found in the Town of Sylvan Lake 2004 Municipal Census. The Low Density Residential District (R1) Persons / Unit value is based on the Average Household Size of 2.9 for Single Detached. The High Density Residential District (R3) Persons / Unit value is based on the Average Household Size of 2.3 for Row (Town) House. The Narrow Lot General Residential District (R5) Persons / Unit value is based on the Average Household Size of 2.9 for Single Detached.

This amendment proposes a decrease of 34 Low Density Residential units, an increase of 59 High Density Residential units, and an increase of 86 Narrow Lot General Residential units. At full build out a population increase of 285 people is expected, bringing the total population for the Outline Plan area to 2795. Student enrollment is expected to increase by 42 students, for a total expected student enrolment of 424 in the Outline Plan area.

The numbers used to generate the proposed population projections were based on the *Town of Sylvan Lake 2004 Municipal Census*.

4.0 Rationale

This amendment conforms to the *Town of Sylvan Lake Municipal Development Plan* (MDP) (Bylaw No. 1111/96, amended March, 2003). *Section 1.1* of the *Land Use and Development* Section of the MDP states:

"The principal residential growth areas will be Hewlett Park, Fox Run and north of the golf course. There is sufficient land in these areas and Pierview Estates to accommodate approximately 1,825 dwellings with a population of some 5,000 to 6,000 people at densities comparable to the existing town."

The additional residential land uses proposed by this amendment are in accordance with this policy direction. Proposed land use changes in Amendment Area B are compatible with existing surrounding land uses. Furthermore, the natural amenity of Sylvan Lake is within walking distance (approximately 400 meters) of the Outline Plan area, making the Outline Plan area a desirable location for higher density residential development.

5.0 Policy Compliance

The *Town of Sylvan Lake* MDP specifies objectives and policies pertaining to the growth and development of Sylvan Lake. Listed below are relevant objectives and policies from the Land Use and Development and Urban Infrastructure sections of the MDP. This amendment conforms to the objectives and policies of the MDP, as described below.

"LAND USE AND DEVELOPMENT

1. RESIDENTIAL

1.4. Policies

- (2) The Town will co-ordinate the provision of municipal utilities and roads with its management of the subdivision and development approval process to facilitate an adequate and continuous provision of lots for dwelling construction.*
- (3) The design of proposed residential subdivisions and development will be required to reflect the following guidelines:*

(a) Streets

The layout of the local streets will provide convenient, safe access to all lots and discourage through traffic and excessive traffic movement. The use of cul de sacs of excessive length and long straight streets will be discouraged and intersections will be in excess of 80 m (262.5 ft.) apart.

Local streets will be constructed with a width sufficient to allow parking on both sides. The streets will connect with collector roads which will be constructed in accordance with sections 2.4.1 (1) and (3) to carry greater volumes of traffic while providing individual lot access and full on-street parking.

(b) Lanes

Lanes will be required in all cases, except where lots are to be developed adjacent to a park or recreation area or where lot frontages exceed 15.5 m (50.8 ft.) and development standards are sufficiently high to justify not constructing a lane. The subdivision authority may, at its discretion, relax the frontage requirement based upon the merits of a proposed subdivision. [Bylaw 1297/2003]

(c) Sidewalks

Sidewalks will be required on one side only of local streets and on both sides of collector and arterial roads. The sidewalk will be separated from the road by a landscaped boulevard.

(d) Housing Mix

The mix and design of housing in new subdivisions will be determined by the developer, subject to:

- (i) the Town's acceptance of the housing types in proximity to existing development;*
- (ii) clear separation of different types of housing from one another;*

- (iii) access to roads and open spaces being adequate, in the opinion of the Town.*
- (iv) the density limit established in this Plan;*
- (vi) the standards of the Land Use Bylaw*

(e) Open Spaces and Trails

Open space will be dedicated in accordance with the section 3.3 (1) and the following requirements:

- (i) open space will be located in a limited number of sites;*
- (ii) open spaces will be linked by a system of hard-surfaced trails.*

Open space will retain as much of the existing trees and bushes as possible with the balance being planted with dense native vegetation where not used for active recreation.

(f) Location of Land Uses

New subdivisions will be developed in a manner which blends with the existing development in the town. Any commercial uses and places of worship will be:

- (i) located on the periphery of the residential areas;*
- (ii) developed to a standard which contributes to the quality of the entrance to those adjacent areas;*
- (iii) designed so as to screen adjacent dwellings from car parks and servicing facilities.*

New subdivisions will provide for dwellings to be adequately separated from arterial roads and the railway so that there is sufficient protection from noise, fumes and vibrations. There will be a minimum separation of 30 m (98.4 ft.) between the edge of the active railway right of way and any dwelling.

- (4) The maximum density of development in the Residential Growth Areas shown on the Plan Map will be limited to 40 people per gross hectare (16.2 people per gross acre). Calculations of density shall be made on the basis of areas defined by collector and arterial roads and the railway rights of way using average household size figures for equivalent subdivision from the preceding census*
- (6) In new developments, innovative housing design to provide for the aged and low income will be encouraged."*

Development will comply with the municipal engineering standards of the Town of Sylvan Lake.

Proposed residential land uses provide a transition of densities, separated by roads or lanes, at a

density that should be acceptable to the Town. The amendment provides for a range of housing choice.

"3. RECREATION & EDUCATION FACILITIES

3.2. Objectives

- (1) To provide conveniently located active and passive recreation facilities for all residents."*

Located adjacent to Amendment Area B is the regional trail system. The amendment area also provides an additional 0.7 hectares (1.7 acres) of Public Facility land over the approved Outline Plan, bringing the total Public Facility land in the Outline Plan area to 20.2 hectares (49.9 acres).

"URBAN INFRASTRUCTURE

1. MUNICIPAL UTILITIES

1.3 Policies

- (1) Unless it is determined that there is a lack of quantity or quality, the Town will use unfiltered ground water for domestic and non-domestic consumption, expanding the system as necessary to accommodate anticipated growth.*
- (2) The Town will ensure that storm water run-off from the existing town and new development areas is efficiently and safely drained in a manner which will not adversely affect other land and water. The quality of the post-development flows will be required to be comparable to pre-development flows.*
- (3) The Town will upgrade and maintain the sewage treatment facilities and sewerage system as necessary to accommodate anticipated growth at the south end of the lake and to ensure environmentally sound collection, treatment and discharge of waste water.*
- (4) Upon new development, the full proportionate costs of new or expanded municipal utility systems and associated land will be covered by the payment of an off-site levy."*

The servicing of the amendment area will be an extension of surrounding services, refer to *Section 9.0 – Municipal Services*.

"2. TRANSPORTATION SYSTEMS

2.3 Policies

2.3.1 Roads

- (2) Upon new development, a payment will be required for the construction of roads required to give access to the development*

2.3.2 Railway

- (1) The Town will endeavor to maintain a reasonable physical separation of incompatible land uses from the railway.*
- (2) A new railway crossing will be required to be provided at 39 Street in conjunction with the development of the land to the south side of the railway.*

2.3.4 General

- (1) Wherever practical, noise attenuation devices, for example earth berms and walls, and visual screens will be required to be installed between new residential development and highways, arterial roads and railways."*

The Canadian National Railway, in a letter dated October 30, 2007, indicated that they oppose a vehicular rail crossing at Hagerman Road and 39 Street. In a letter dated December 4, 2007, the Canadian National Railway indicated that they also oppose a pedestrian rail crossing at Hagerman Road and 39 Street. Residential development in Amendment Area B will be separated from the Canadian National Railway Right of Way by 30 metres, refer to *Section 7.0 – Buffering*.

6.0 Parks and Open Space

The current Outline Plan satisfies municipal reserve requirements and additional municipal reserve dedication is not required. This amendment, however, proposes an additional 0.7 hectares (1.7 acres) of Public Facility land use (municipal reserve). This additional Public Facility land brings the total Public Facility land in the Outline Plan area to 20.2 hectares (49.9 acres) and contributes to

the creation of an interconnected open space network, linking to the regional trail system.

Additional Public Facility land provides enhanced recreational opportunities for current and future residents of the Outline Plan area.

Sylvan Lake is approximately 400 meters north of the Outline Plan area, across the Canadian National Railway Right of Way.

7.0 Buffering

Proposed residential development in Amendment Area B will be setback from the Canadian National Railway Right of Way by 30 metres. A 20 metre strip of open space is also provided to buffer proposed residential land uses from existing Light Industrial land uses in Amendment Area B. Adjacent residential development and open space to the amendment area provides appropriate land use interfacing.

8.0 Transportation

Vehicular access to the Outline Plan area is from Highway 20, Erickson Drive, 47 Avenue, 49 Avenue, 43 Street, and 39 Street. Pedestrian access to the Outline Plan area is also provided through Four Season's Park and the regional trail system that traverses the Outline Plan area from west to east.

The road network within the amendment area will generally remain the same. The loop road from Erickson Road proposed in the original Outline Plan will be removed. Construction of new roads within the amendment area will conform to Town of Sylvan Lake standards, having sidewalks on

one side of local roads and on both sides of collector roads. CN Rail will not permit a vehicular or pedestrian crossing at Hagerman Road and 39 Street. Total land dedicated to roads and lanes in the Outline Plan area will be 17.8 hectares (44.0 acres), which is a decrease in 0.5 hectares (1.2 acres) from the approved Outline Plan.

A Traffic Impact Assessment (TIA) was prepared by EXH Engineering Services Ltd. for Amendment Area B. The TIA considered the estimated traffic impact of Amendment Area A being fully built-out, as per the TIA prepared by D.A. Watt Consulting for Amendment Area A. The TIA for Amendment Area B concluded that:

"The intersection of Highway 20 & Herder Drive requires the construction of a dedicated right-turn lane onto Herder Drive for 2007 background traffic conditions (regardless of the development in question). A traffic signal warrant analysis should be completed at this intersection over the next couple of years, however, the town has plans to install signals at this intersection and at the intersection of Highway 20 & 47 Avenue (refer to Section 2.1 Off-Site Development). Analysis of the highway intersection should be reviewed within the 10-year horizon for opportunities to increase the intersection capacity."

The TIA also stated: *"The findings from this study indicate that that this development will not create any adverse traffic impacts on the local roadway network".*

9.0 Municipal Services

The proposed amendment to the Outline Plan does not alter the overall servicing concept for the water distribution, wastewater collection, and stormwater management systems. Prior to applying for subdivision, EXH Engineering Services Ltd. will confirm that additional capacity exists for water distribution, wastewater collection, and stormwater management provisions to meet both the Town of Sylvan Lake and Alberta Environment standards.

A storm detention pond is currently being constructed in the north portion of the Outline Plan area, contained within Amendment Area B.

10.0 Public Consultation

A Public Open House was held on October 17, 2007, to explain the rationale and process of the amendment. Twenty-six (26) people attended the Public Open House and eight (8) Comment Forms were returned. Oral and written comments expressed similar concerns which can be grouped into the following three themes:

Railway Crossing at 39 Street and Hagerman Road

- Concerns were raised about a vehicular or pedestrian railway crossing at 39 Street and Hagerman Road (*4 people expressed this in writing and several others orally provided the same concern*).

The Canadian National Railway has subsequently provided two official responses. In a letter dated October 30, 2007, they indicated that they oppose a vehicular rail crossing and in a letter dated

December 4, 2007, they indicated that they also oppose a pedestrian rail crossing. These letters has been submitted to the Town of Sylvan Lake.

High Density Residential Development

- Concerns were raised about the visual impact of high density (R3) development and the type of people that the development would attract (*2 people expressed this in writing and several others orally provided the same concern*).
- Some people felt that developing the land in question would help complete the neighbourhood (*1 person expressed this in writing and several others orally provided the same concern*).

It was explained to attendees that the High Density Residential (R3) land uses would be designed to a high quality and sited to provide a transition compatible with surrounding land uses.

Traffic Generation

- Concerns were raised that the proposed amendment would congest the transportation network of the Outline Plan area (*2 people expressed this in writing and several others orally provided the same concern*).

Concerns about traffic generation were addressed by referring attendees to the Traffic Impact Assessment that was conducted for the amendment area. A representative of EXH Engineering Services Ltd. was in attendance to answer specific questions. It was explained to attendees that road widening would not be required on Hinshaw Drive, and that necessary transportation improvements would be provided to maintain an acceptable level of service once the area is built out. For a description of transportation improvements see *Section 8.0 – Transportation*.

11.0 Implementation

Staging

Development within the amendment area will occur in accordance with the logical extension of existing services and roads, and in response to market demand.

Amendments to the Land Use Bylaw

A Rezoning Application for Amendment Area B was submitted to the Town of Sylvan Lake on September 26, 2007.

Subdivision

Following approval of the amendments to the *Land Use Bylaw*, Tentative Plans of Subdivision will be submitted for approval by the Subdivision Authority.