

Bylaw 24-2019 Ardrossan East Area Structure Plan (Ward 5)

Applicant: Callidus Development Management Inc.
Owner: Park Lake Est. Inc., Ardrossan East Ltd. and G & B Horton
Legal Description: Pt. of SE 2-53-22-W4; Lot 1A, Block 1, Plan 052 6143
and Lot 1B, Block 1, Plan 062 1933
Location: West of Range Road 221 and North of Township Road 530

Report Purpose

To provide information to Council to make a decision on first reading of a bylaw that proposes to adopt the Ardrossan East Area Structure Plan.

Recommendation

1. THAT the words beginning with "9. Consider providing sidewalk on one side of a local road" and ending with "the affected lot has direct, unimpeded linear access from the affected lot's lot line to the multi-use trail." be deleted from Schedule A of proposed Bylaw 24-2019, and that the policies be renumbered accordingly.
2. THAT Bylaw 24-2019, a bylaw that proposes to adopt the Ardrossan East ASP, as amended, be given first reading.
3. THAT Bylaw 24-2019 be referred to the Edmonton Metropolitan Region Board for review.

Our Prioritized Strategic Goals

Goal 1 - Build strong communities to support the diverse needs of residents

Goal 2 - Manage, invest and plan for sustainable municipal infrastructure

Goal 7 - Provide opportunities for public engagement and communication

Report

The Hamlet of Ardrossan is identified within the Edmonton Metropolitan Region Plan as a rural center/growth hamlet and the County's Municipal Development Plan (MDP) as a growth hamlet. The ASP proposes the development of low and medium-density residential, commercial, mixed use, school site and open space areas to create a complete community in the context of a rural hamlet.

The ASP proposes a mix of single, semi-detached and townhouse dwellings throughout the majority of the plan area. A medium density site located at the southeast corner of the ASP facilitates higher density development and encourages seniors housing. The combination of the proposed residential mix is expected to achieve a minimum residential density of 25.9 units per net residential hectare, which is above the 20 units per net residential hectare required by the Edmonton Metropolitan Regional Plan for growth hamlets.

At the intersection of Township Road 530 and Range Road 221, the ASP provides an opportunity for commercial uses to create a place for people to shop, work and congregate. A mixed-use area has been provided in the central portion of the ASP to provide a commercial and residential opportunity and contribute to a walkable environment.

Adjacent to the mixed-use area, the ASP includes a school site that is also located within the central portion of the community. The site maintains frontage along two collector roadways and is connected to the adjacent greenway network. The greenway network is designed in a manner that provides a loop through the community and provides convenient and enhanced accessibility to the commercial land uses as well as open spaces, including four neighbourhood parks, natural environmental features and the school site.

Ardrossan East is defined by various natural environmental features which includes the Pointe-aux-Pins Creek and two wetlands. Furthermore, the ASP proposes the development of naturalized stormwater management facilities, which will further enhance local biodiversity.

However, administration is unable to recommend first reading of Bylaw 24-2019 as proposed due to policy 3.0.9., which would enable consideration for a sidewalk to be constructed on only one side of a local road where a multi-use trail is provided behind the homes on that local road. Policy 3.0.9 currently states:

Consider providing sidewalk on one side of a local road, where the following exist for each lot whose lot line does not abut a sidewalk to support the separation of active modes of transportation from vehicular traffic, connecting residents with the natural environment, and reduction of long term maintenance:

- *the affected lot's lot line abuts a municipal reserve, environmental reserve or public utility lot containing a multi-use trail;*
- *the affected lot's lot line is in close proximity (30 meters) to the multi-use trail;*
and
- *the affected lot has direct, unimpeded linear access from the affected lot's lot line to the multi-use trail.*

The applicant has provided the following rationale within their application for keeping Policy 3.0.9.:

The extensive pathway network will serve to replace some of the sidewalks along the local roads. Where there is ready access to a pathway, park, or open space, local road cross sections will endeavor to maintain sidewalks on one side only. This concept has several advantages:

- *It improves safety by separating the active modes of transportation from the vehicle traffic.*
- *It connects residents to their natural environment, rather than a busy street.*
- *It provides better opportunity for snow storage within the local road cross section in the winter season.*
- *It reduces the long term maintenance obligations for Strathcona County.*

However, Strathcona County MDP Policy 5.2.53 specific to all Growth Hamlets states that Strathcona County will promote a connected and complete community by encouraging safe, efficient, unobstructed and accessible active transportation infrastructure connections on both sides of the street.

The justification from the applicant outlined above is not sufficient to support deviating from this policy, as reducing sidewalks to only one side of a local road results in the following list of negative impacts:

Inclusion and Accessibility

- Sidewalks on one side make the road more difficult to navigate for pedestrians in the winter. In this regard, sidewalks on both sides of the street make the neighbourhood more inclusive and accessible for people of all ages.
- Reducing sidewalks to one side is not inclusive of people with visual impairments or mobility challenges.
- There would not be hard surfaced access to the trail system from the back of the affected lots thereby reducing direct accessibility to active transportation infrastructure.
- Passengers of vehicles parked in front of residences with no sidewalk do not have pedestrian infrastructure to facilitate access to these residences, especially for those that have mobility challenges.
- There would not be sidewalk access to the front of lots to facilitate front-door access for those services and activities that require it.

Reduced Safety and Comfort

- Sidewalks on one side of the street makes pedestrians feel unwelcome and increases the likelihood of unwanted pedestrian and motorist interaction. Whereas, sidewalks on both sides of the street provide a more inviting streetscape for pedestrians and motorists.
- Every person on the non-side-walk side of the street will either walk in the street, or need to cross the street twice to get to the side with a sidewalk and back again, which often requires crossing of the street outside of an intersection.
- Sidewalks on one side of the street increases likelihood of small children playing and riding bikes in the street on the non-sidewalk side. Road accidents often happen when children are walking or playing due to their small stature, combined with cognitive ability to understand surroundings, making it difficult for children to see surrounding traffic and for drivers and others to see them.
- Sidewalks on both sides of the street encourage slower vehicle speed through residential areas and offer a safer environment for pedestrians, including children, when facilities are separated from vehicle traffic.

Maintenance

- The elimination of a sidewalk would result in potential damage to landscaping during snow removal. This would result in either increased cost to the County due to replacement or an unsightly streetscape.
- Should there be a desire to retrofit the area to include sidewalks in the future, it would be at the cost of the local residents and/or the County. There is currently an active County program in place to retrofit areas that are lacking sidewalks.

Regional consistency

- Within its Global Street Design Guide, sidewalks on both sides of the street are recommended by National Association of City Transportation Officials (NACTO).
- The City of Edmonton released its Complete Streets Design Standards in September 2018 which recommends pedestrian facilities on both sides of the street in all areas.

For the reasons noted above, it is administration's opinion that enabling consideration of sidewalk on only one side of a local road would be a detriment to the community of Ardrossan.

Public open houses were held on August 25, 2015, December 7, 2017 and May 23, 2019 for the concurrently proposed amendments to the MDP, Area Concept Plan and ASP. Written comments were received from landowners in the area, both in support and opposing the proposal. Some of the primary concerns expressed by attendees were in relation to:

- anticipated traffic safety issues;
- encroachment of urban development into a country residential neighbourhood; and
- associated effects on the country residential character of adjacent lands.

With the exception of Policy 3.0.9, the proposed ASP is consistent with the policy direction of the MDP.

The proposed ASP is consistent with the direction within the Edmonton Metropolitan Region Growth Plan. Should Council give Bylaw 24-2019 first reading, it will be referred to the Edmonton Metropolitan Region Board for approval prior to being brought forth to County Council for consideration of second and third reading.

Other Impacts

Policy: Statutory Plans Procedure.

Legislative/Legal: The *Municipal Government Act* provides that Council may, by bylaw, adopt a statutory plan.

Interdepartmental: The proposed ASP has been circulated to internal departments and external agencies. All applicable comments received have been addressed.

Master Plan/Framework: The subject area is currently designated within the Country Residential Policy Area of the MDP. Concurrent Bylaw 22-2019 proposes to re-designate the subject property to the Hamlet Policy Area of the MDP.

Communication Plan

Newspaper ad, letter, website

Enclosures

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|---|---------------------------|
| 1 | Bylaw 24-2019 |
| 2 | Rural Location Map |
| 3 | Location Map |
| 4 | Air Photo |
| 5 | Proposed Land Use Concept |
| 6 | EIPS Comment Letter |
| 7 | Notification Map |