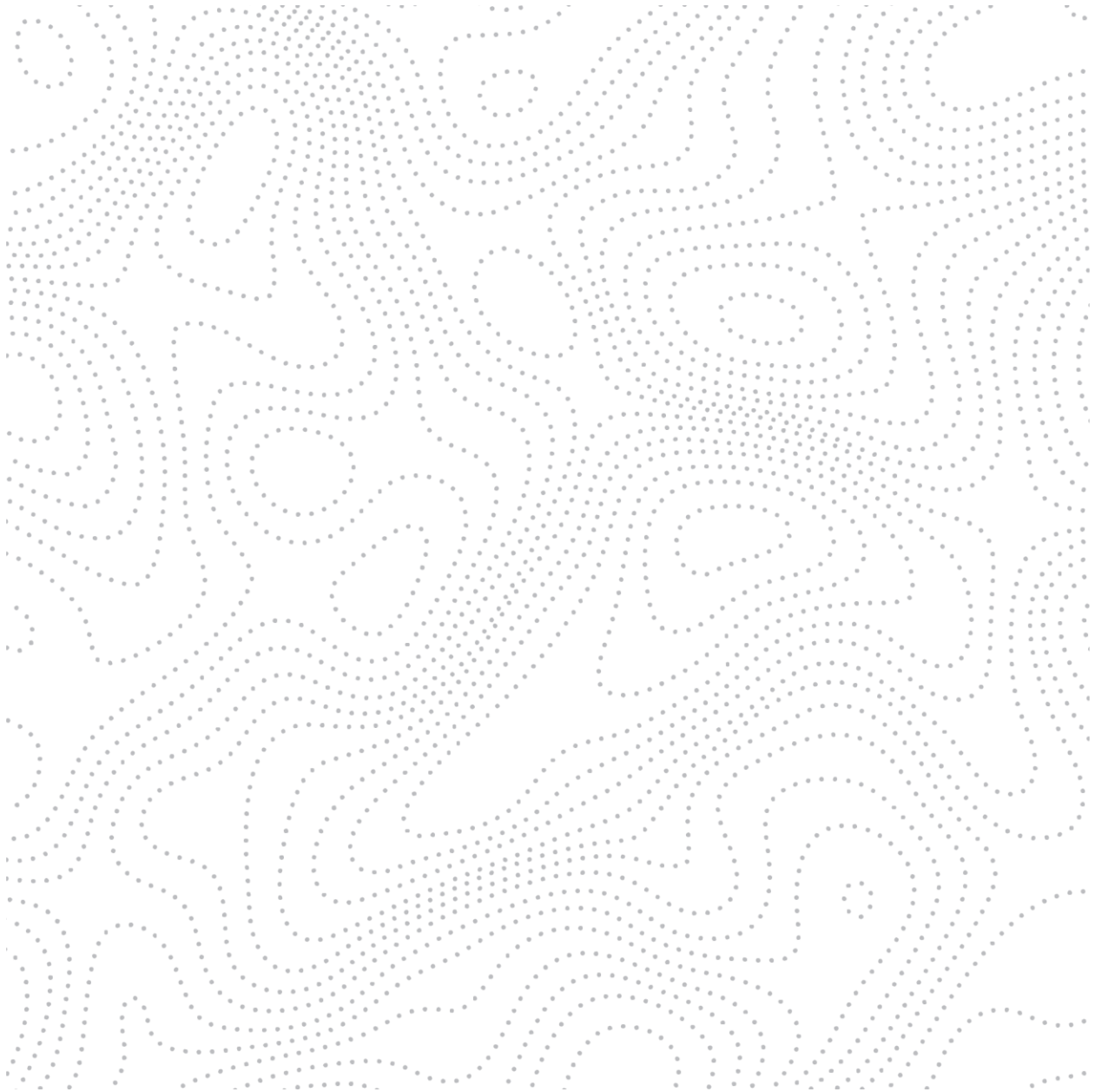


Review and Analysis of Potential Impacts from the
Proposed "Sylvan Lake Lakeside Recovery Centre"
on the Summer Village of Birchcliff Report

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Recovery Centre” on the Summer Village
of Birchcliff Report**



Executive Summary

The following report is prepared to provide the Summer Village (SV) of Birchcliff's Council with a third party, unbiased professional opinion on the following items:

- Potential impacts the proposed Sylvan Lake Lakeside Recovery Centre (referred to as the Recovery Centre), could have on the SV of Birchcliff.
- Identification and comparison of potential impacts to the SV of Birchcliff if the full build out of the site (80 residential units) was to occur to provide supportive housing to recovery program graduates and their families versus a typical residential subdivision allowed under the plans and regulations in effect.

The report provides a review of the site, proposed Recovery Centre and potential full build out development options, plans and regulations in effect, and three comparable developments. It explores potential impacts the proposed Recovery Centre and full build out of the site (80 residential units) could have on the SV of Birchcliff, including:

- Density
- Traffic, parking and access
- Property values
- Crime
- Servicing
- Parks and open spaces
- Community services
- Emergency services
- Economy
- Aesthetics
- Annexation

The report suggests that the community impacts from the proposed Recovery Centre are minimal to the SV of Birchcliff. Based on the limited number of program participants and staff on site, programming occurring on site and within an existing building, the proposed Recovery Centre could be considered a low intensity land use with no measurable impact on density. It is not anticipated to generate significant traffic and parking, crime or negatively impact the property values and aesthetics of the surrounding properties. Servicing, and parks and trails will be provided on site.

The development of the site with 80 residential units as a typical residential subdivision with lots for sale would be similar to *The Slopes of Sylvan Lake*, which is an upscale residential development directly to the west of the site. *The Slopes of Sylvan Lake* is not anticipated to have a significant impact on the SV of Birchcliff. Servicing, and parks and trails are provided within the development. A Traffic Impact Assessment was completed to identify and mitigate traffic impacts from the development. Furthermore, the developer has been required to incorporate Architectural Design Guidelines.

To fully assess the community impacts to the SV of Birchcliff from the full build out of the site with 80 residential units to support recovery program graduates and their families is more challenging without additional details about the proposed land uses, site design, tenure model and management. The closest comparator is affordable housing or community supportive housing. Based on the literature, the provision of affordable and supportive housing does not appear to impact surrounding property values or crime rates. The full build out of the site with 80 residential units to support program graduates and their families would have similar impacts to traffic, parks and trails, servicing, and density as a typical residential subdivision where the lots are sold. Key considerations that should be explored further when details of the full build out of the site are known, are employment and transit options for program graduates in the area.

The report provides some recommendations the SV of Birchcliff Council may wish to consider with the proposed Recovery Centre and future site build out. The following recommendations could be addressed through the formal engagement and referral process, and include:

Proposed Sylvan Lake Lakeside Recovery Centre:

- Recommend the development permit conditions consider landscaping and screening.
- Recommend the development consider incorporating Crime Prevention through Environmental Design including careful consideration of landscaping, lighting, access control, creating barriers between public, private and semi-private spaces, and maintenance.
- Establish a community committee that meets periodically to discuss the recovery centre, including community concerns.

Future Site Build Out (80 residential units):

- Recommend the development is phased to allow for an opportunity to assess and mitigate any negative impacts of the development as it is built out.
- Request the developer provide Architectural Design Guidelines, similar to *The Slopes of Sylvan Lake*.
- Request the development incorporate Crime Prevention through Environmental Design into the development, including consideration of landscaping, lighting, access control, creating barriers between public, private and semi-private spaces, and maintenance.
- If the proposed development requires a site-specific district or new district regulations, they should consider the site and housing design (including relationship to adjacent developments), and provision of parks, open spaces and trails.
- The impact of traffic and parking on the surrounding community should be assessed by a Traffic Impact Assessment.
- Careful consideration of the provision, design and programming of parks, trails and open spaces provided on the site to ensure residences recreational needs are addressed. Municipal Reserve must be taken as lands for parks and open spaces in accordance with the Municipal Government Act, and plans and regulations in effect, and must be accessible to the public. Local trails within the site area should connect to the Regional Trail.

In addition to the recommendations above, if the site is developed to provide housing to program graduates and their families:

- Ensure community services are available on the site, or accessible within the City of Lacombe or City of Red Deer.
- Consider employment opportunities for residents, especially if they are only living at the site for three years.
- Access to transit for the program recovery graduates and their families should be considered.
- Establish a community committee that meets periodically to discuss the supportive housing, including concerns.

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1.0 Introduction

Purpose and Methodology

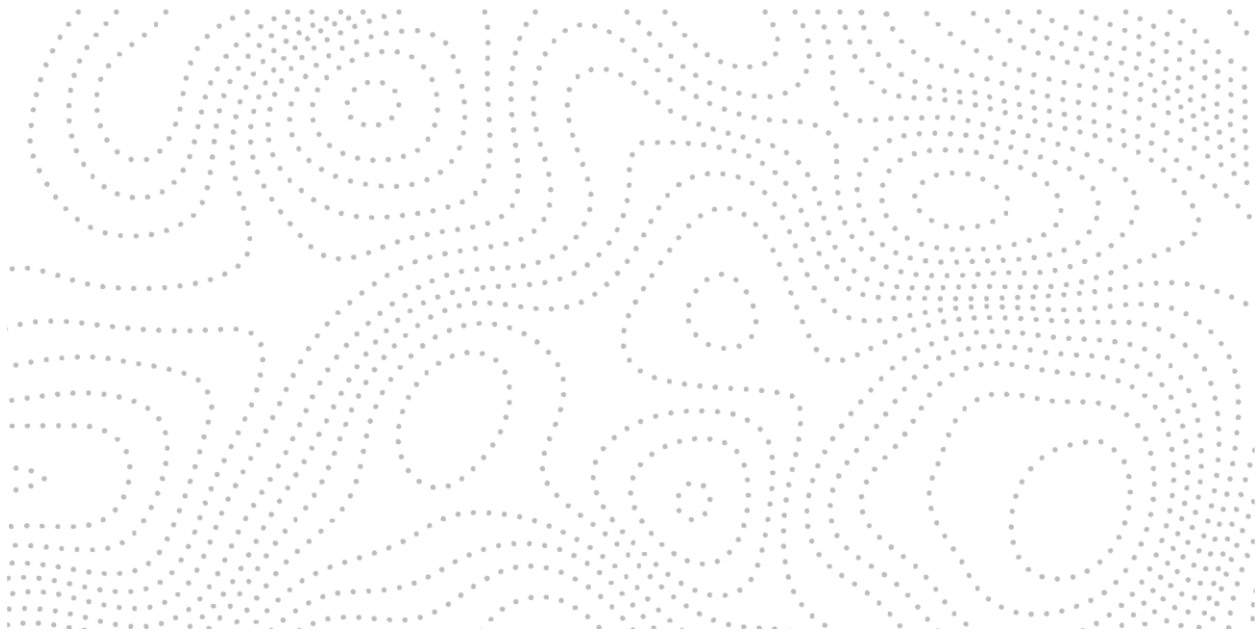
The purpose of the following report is to provide the Summer Village (SV) of Birchcliff's Council with an outside, unbiased opinion on the following items, drawing on comparable developments in other areas:

- Potential impacts the proposed Sylvan Lake Lakeside Recovery Centre (referred to as the Recovery Centre) could have on the SV of Birchcliff.
- Identification and comparison of potential impacts to the SV of Birchcliff if the full build out of the site (80 residential homes) was to occur to provide supportive housing to recovery program graduates versus a typical residential subdivision allowed under the plans and regulations in effect.

The methodology for preparing the Report include:

- **Context** – Brief overview of the community and region; existing site features and facility; existing and proposed development plans; plans and regulations in effect; and adjacent land uses and development.
- **Land Use Analysis** - Review and analysis of the current district, permitted and discretionary uses, and associated regulations, as well as potential planning requirements if the site was to be fully built out.
- **Review of comparable developments in other communities** – Review of three similar developments, including their scope, scale, and impact on the community.
- **Identification and analysis of potential impacts from the proposed development** - Review and analysis of the potential impacts the proposed Recovery Centre and full build out could have on the SV of Birchcliff, as well as potential mitigation strategies.

- **Council Recommendations** - Review potential options available, planning considerations and recommendations.



2.0 Context

2.1 Local and Regional Profile

Summer Village of Birchcliff

The SV of Birchcliff is located along the southeast shore of Sylvan Lake and has permanent and seasonal residents. Access to the SV is from Highway 20 via Township Road 392, with Birchcliff Road and Birch Way providing access throughout the community. Birchcliff is primarily a residential community with the Pentecostal Church Camp. According to the 2016 Census, the community has a population of 117 people and 98 private dwellings. Maintaining the community's distinct character and preserving natural areas, including the shoreline and water quality of Sylvan Lake, is central to the community's vision and values.

Lacombe County

Lacombe County contains 2,964 km² and is comprised of 6 municipalities, 6 hamlets, 41 townships, and 4 SVs. Lacombe County is strategically located in central Alberta, along the Queen Elizabeth II Highway corridor between Calgary and Edmonton. Lacombe County contains many beautiful natural areas and popular recreational amenities including Sylvan Lake, Gull Lake and Buffalo Lake.

According to the *Lacombe County 2019 Community Profile*, the County has a population of 10,343. The population of Lacombe County is aging with a median age of 42 in comparison to 37 for Alberta. Overall, Lacombe County shrunk by 1% between 2006 and 2016.

Lacombe County has a diverse economy, with agriculture, construction, manufacturing, health care, tourism, small businesses and oil and gas. Agriculture makes up a significant component of the economy. According to the *Lacombe County Municipal Development Plan Bylaw No. 1238/17* "agricultural land makes up 98% of land use based on zoning statistics. Agriculture has been the primary economic driver of the County, a precedent that has been established and maintained by its agricultural community."

2.2 Adjacent Land Uses and Developments

The site is generally surrounded by low density residential, recreational, and agricultural land uses, including:

- On the eastern portion of the quarter section (SW 16-39-01-W5M), the lands are districted *PR-Recreation District* and appear to contain a few structures. There are no immediate plans to develop this site.
- West of the site is *The Slopes of Sylvan Lake*, a multi-lot residential subdivision which is partially developed. The lands are districted *R-RCC Residential Conservation (Cluster) District* and *R-HDR Higher Density Residential District*.
- North of the site is farmland, and the lands are districted *A-Agricultural District*.
- South of the site is the Jarvis Bay Access Road (Township Road 392), and the lands are contained within Red Deer County with residential development.

2.3 Existing site and facility

The site is located on the west half of SW 16-39-01-W5M and is bordered by Range Road 1-4 to the west and Township Road 392 to the south. The site is accessed by the Jarvis Bay Access Road (Township Road 392), near the SV of Birchcliff, The Slopes of Sylvan Lake and Jarvis Bay Provincial Park. The site contains approximately 80 acres. The site includes a main house, a cabin which is bordered up, 35 acres of hayfields and 1 oilwell site. The site also contains extensive tree stands.

In 2011, the landowner received a development permit for a single detached dwelling as a second residence for personal use. The main house was built in 2012 and is approximately 10,000 ft². In 2017 the landowner received approval to use the main house as a prayer center for a three-year term, subject to conditions. The main house was used as a church and conference centre; however, this permit has expired. Currently the property has water servicing provided by a well and will be connecting to the regional sewer line as required by the County this summer. Following the passing of the landowner in 2019, the property was acquired by Adeara, in conjunction with The PAR Foundation.



Source: Lacombe County Planning and Development Department

2.4 Proposed development

Genics Inc. acquired the site to transform the house into a Recovery Centre for Women for Adeara. Work on That Inc., on behalf of Genics Inc., is seeking permission to add a special discretionary use to the *Agricultural 'A' District* of the *Lacombe County's Land Use Bylaw No. 1237/17* to consider a "treatment centre" on Part of SW 16-39-01-W5M. The proposed development will also require a Development Permit for a Discretionary Use.

The treatment centre would provide a women's recovery program for 90 days and would not include detoxification. The program is voluntary, where clients remain on the site. Clients only leave the site to attend church, appointments, or group activities once or twice a week. The program is staffed 24/7, with a resident couple on site and two therapists who will commute daily to and from the house. Visitors will only be allowed to visit on Sundays between 12:00 PM to 4:00 PM and will be limited to family members. The program is accredited, and would include:

- Group and individual therapy
- Parenting classes
- Fitness programs
- Assisted transition to independent living

The existing main house on the site would be converted to a residence for a maximum of 12 women. The cabin on the site will remain bordered up and unused. The main house contains 6 separate bedrooms.

The proposed development was presented to Lacombe County Council on December 16, 2021, for information, and included a request letter to amend the Land Use Bylaw (LUB). A public meeting was held on February 3, 2022 to provide the public with information. The public meeting was well attended, and a public consultation report will be provided that includes community comments, concerns and how they could be addressed. The developer has also conducted a survey to gather community input.

2.5 Future Development

Based on discussions with the developer and County administration, there are no imminent plans to expand the development beyond the proposed recovery centre for 12 women. However, possible future expansion could include:

- Expanding the main house to accommodate more clients, and/or potentially construct a detached garage with a suite above it.
- Develop up to a maximum of 80 residential homes/units to house families after graduation from the recovery program, for up to a few years. The land uses, site design, tenure and management are unclear. It is also unclear if the development would be undertaken as a residential subdivision or a bareland condominium, and if the homes/units would be rented or owned.
- Undertake a freehold residential subdivision on the full site, or a portion of the site, where the lots are sold to the public to fund the facility.

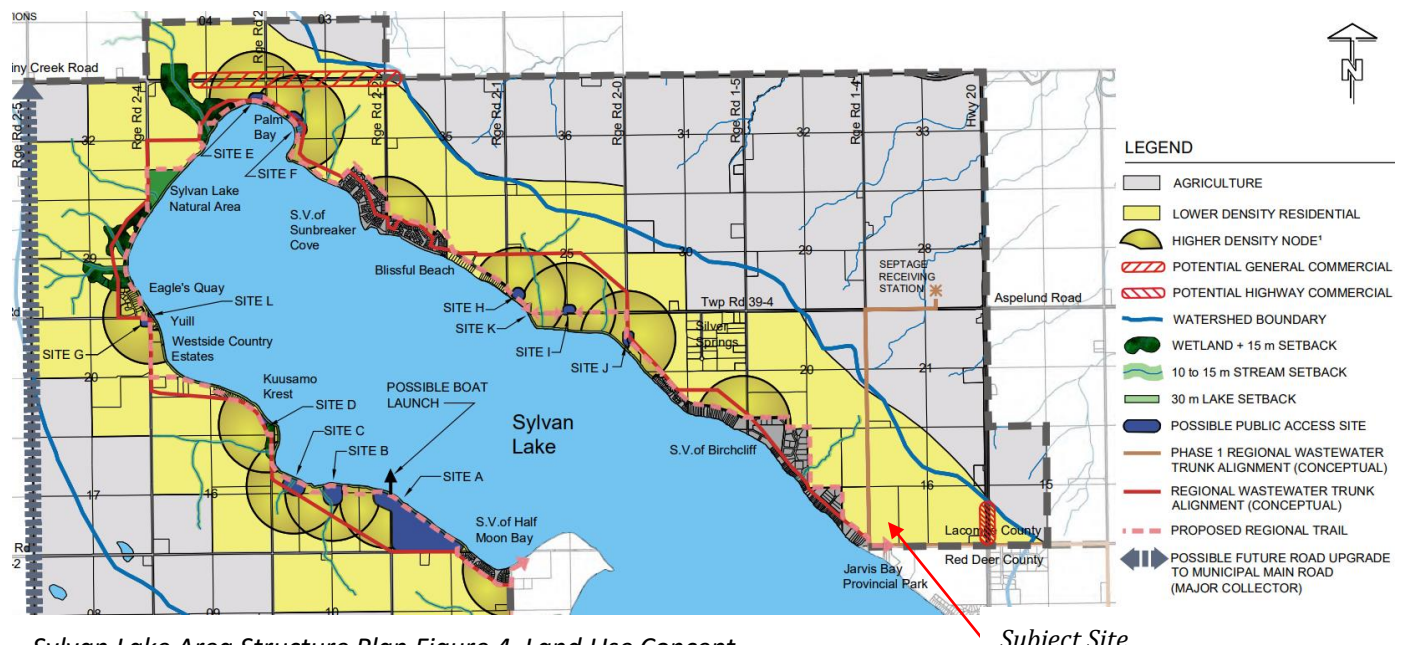
The community impacts of full build out of the site (80 residential units) are explored further below in Section 5.

2.6 Plans and regulations in effect

The proposed Land Use Bylaw amendment to add a special discretionary use, the treatment centre, to the Agricultural 'A' District would not generally not conflict with the *Sylvan Lake Intermunicipal Development Plan (IDP)*, *Lacombe County Municipal Development Plan (MDP)*, *Sylvan Lake Area Structure Plan (ASP)* and *Lacombe County Land Use Bylaw (LUB)*. Existing development uses on lands within the Agricultural 'A' District can continue to be considered on lands within the *Sylvan Lake IDP* and *Sylvan Lake ASP* regardless of what future use they are identified for.

The following plans and regulations are in effect for the site:

- *Sylvan Lake Intermunicipal Development Plan* was adopted February 11, 2021 and replaces the *Sylvan Lake Management Plan*. Map 3: *Future Land Use Map* identifies the site and the lands west of the site as Lower Density Residential. The other half of the site's quarter section (SW 16-39-01-W5M) is identified as Recreation.
- *Lacombe County Municipal Development Plan Bylaw No. 1238/17 Figure 1: Land Use Concept Map* identifies the site and area surrounding Sylvan Lake as Residential.
- *Sylvan Lake Area Structure Plan Figure 4, Land Use Concept* identifies the site as Lower Density Residential. A proposed regional trail also borders the southern portion of the site.
- *Lacombe County Land Use Bylaw No. 1237/17* shows the site is currently *districted A-Agricultural District*. The purpose of the Agricultural 'A' District is to provide a land base to support a variety of agricultural operations. Other uses may be considered in this District based upon their compatibility with surrounding agricultural operation.



Sylvan Lake Area Structure Plan Figure 4, Land Use Concept

Subject Site

We understand that Lacombe County is part of the *Red Deer Regional Plan*, which has not been started yet.

The *Lacombe County Community Standards Bylaw 468* regulates and controls activities to prevent and abate noise, nuisances, and unsightly premises. The proposed Recovery Centre and any future development of the site would be subject to this bylaw.

In Alberta residential addiction treatment service providers are licensed under the *Mental Health Services Protection Act*. The regulations provide provincial oversight and standardization for residential addiction treatment services in Alberta, including licensing requirements, ensuring service providers have appropriate policies and procedures, and providing provincial authority to address complaints and concerns. Adeara is a licensed and certified operator.



3.0 Land Use Analysis

3.1 Potential Planning Requirements for the Sylvan Lake Lakeside Recovery Centre

Work on That Inc., on behalf of Genics Inc., is seeking permission to add a special discretionary use to the *Agricultural 'A' District* of the *Lacombe County's Land Use Bylaw No. 1237/17* to consider a "treatment centre" on Part of SW 16-39-01-W5M. The Lacombe County LUB defines a treatment centre as:

TREATMENT CENTRE means a centre for the treatment of persons with addiction, such as but not limited to drugs or alcohol, which may include the provision of services including psychotherapy, detoxification, and the dispensing of medication. This includes providing overnight or short-term accommodation to residents but does not include a detention or correction centre.

The proposed Recovery Centre fits within this definition of a "Treatment Centre" with the exception that it will not provide detoxification. Clients will be attending the program by choice for 90 days and will only be admitted after being referred and screened. The proposed Recovery Centre will also not provide overnight drop ins or be a crisis management facility.

Land Use Bylaw Amendment

The proposed Lacombe County LUB amendment to add "treatment centre" as a special discretionary use to the *Agricultural 'A' District* only on Part of SW 16-39-01-W5M will limit the Recovery Centre to this site and requires Council authority to approve it. The iRecovery Treatment Centre in Lacombe County is also considered a discretionary use on lands designated *Agricultural 'A' District*.

The site is currently designated *Agricultural 'A' District*, which has the purpose to provide a land base to support a variety of agricultural operations. Other uses may be considered in this District based upon their compatibility with surrounding agricultural operation. As identified in the table below, the

permitted uses in the *Agricultural 'A' District* are agricultural and residential in nature, while the discretionary uses include more community and industrial uses.

Permitted Uses	Discretionary Uses
<i>Accessory building (for permitted use only)</i>	<i>Adult Care Residence</i>
<i>Agricultural building</i>	<i>Cannabis Production Facility</i>
<i>Agricultural operation</i>	<i>Cemetery</i>
<i>Alternative energy, personal</i>	<i>Community Facility</i>
<i>Bee keeping</i>	<i>Crematorium</i>
<i>Campground minor</i>	<i>Oil and gas facility, uses accessory to the oil and gas industry</i>
<i>Dwelling unit in accordance with sections 6.1(1), 6.1(2), 6.1(3) and 6.1(4) in Part 6 of this Bylaw</i>	<i>Sand and gravel extraction and processing</i>
<i>Home based business, minor</i>	<i>Special event, major</i>
	<i>Waste Management Site</i>
	<i>Waste-to-Energy system</i>

The discretionary uses contained within the *A - Agricultural District* are generally more intensive than the proposed Recovery Centre. The impacts to the SV of Birchcliff from the proposed Recovery Centre are generally less than if the site were to be developed with any of the discretionary uses contained within the *A - Agricultural District*. Most of the discretionary uses contained with the *A - Agricultural District* would likely generate more traffic, with more staff travelling to and from the site daily. A crematorium, oil and gas facility, sand and gravel extraction and processing, and a waste management site would generate pollution and have a negative aesthetics impact on the SV of Birchcliff. Arguably, many of these discretionary uses could also have a negative impact on adjacent property values.

The proposed Recovery Centre will be subject to the regulations in the Lacombe County LUB and the *A - Agricultural District* including required setbacks, objects prohibited or restricted in yards, and unsightly premises. The regulations are intended to reduce the impact of developments on adjacent properties. The Lacombe County LUB does not identify parking requirements for a "Treatment Centre." Parking requirements are determined by the County at the time of the Development Permit.

Development Permit

The proposed Recovery Centre will require a Development Permit for a site-specific Discretionary Use. Discretionary Use permits involve reviewing the site, adjacent land uses and other planning considerations to determine suitability of the Discretionary Use requested. An application for a Discretionary Use permit can be approved with or without conditions or denied. Development Permit conditions can include requirements for a Development Agreement to:

- construct or pay for the construction of a road required to give access to the development;
- to construct or pay for the construction of pedestrian walkways, utilities, or parking facilities that serve the development;
- pay off-site levies or redevelopment levies; and
- provide landscaping including screening the site.

Adding the “treatment centre” as a special discretionary use to the *Agricultural ‘A’ District* enables the Lacombe County Municipal Planning Commission the ability to approve the Development Permit with or without conditions or deny it. Furthermore, any application for a discretionary-use development or relaxation of associated LUB regulations is also subject to appeal. If a Development Permit application is refused, or the applicant or other party is not satisfied with one or more conditions of approval, then an appeal can be made to the County’s Subdivision and Development Appeal Board.

The applicant may be required to obtain a Building Permit, which could trigger additional considerations and issues with the Building Code, especially depending on how the building is classified and associated fire code requirements.

3.2 Potential Planning Requirements for Full Build Out

The Lacombe County planning requirements for 80 residential units developed as a typical residential subdivision will likely be different than those to provide homes for program graduates and their families. Lacombe County would be required to refer any proposed development for the full build out of the site to the SV of Birchcliff for review and comment, as per the *Sylvan Lake IDP, Policy 10.2. 18 Referrals shall occur for intermunicipal review of all statutory plans, non-statutory plans (i.e., concept plan, outline plan or master plan), land use bylaws, and amendments to each.*

Typical residential subdivision

Preparation of a Concept Plan and Redistricting

The Lacombe County IDP, MDP and ASP in effect for the site all support future residential development on the site. To accommodate a typical freehold residential subdivision, the site would have to be redistricted and a Concept Plan prepared. The *Sylvan Lake ASP* requires the site be redistricted to *R-RCC Residential Conservation (Cluster) District*, as per the following *ASP Residential Policy 1) “The following policy applies to all residential development: 1. All future development must be redesignated (rezoned) as either R-RCC Residential Conservation (Cluster) District or R-HDR Higher Density Residential District”*. County administration has indicated it may be possible to redistrict the site to a recreational district which is supported anywhere in ASP area, however the purpose of a recreational district is to provide recreational facilities and tourist attractions.

A residential subdivision districted *R-RCC Residential Conservation (Cluster) District* would have to follow the conservation cluster design principles as per the *Lacombe County MDP* and *Sylvan Lake ASP*, which allows for the clustering of smaller-sized lots at low rural densities while providing opportunities for common open space. One of the most comparable residential developments in the area is *The Slopes of Sylvan Lake* which is a 49-lot clustered style residential development located just west of the site on SE 17-39-1-W5M. The development was redistricted from *Agriculture “A”* to *Conservation Cluster “R-RCC” District* and *Higher Density Lakeshore Residential “R-HDLR.”* Currently, *The Slopes of Sylvan Lake* is partially developed.

Similar to *The Slopes of Sylvan Lake*, technical studies would also be required to support the proposed development of 80 residential units, including Environmental studies, Biophysical Impact Assessment, Traffic Impact Assessment, Hydrology Assessment, Historic Resource Act Clearance and a Visual Impact Assessment. A servicing plan for stormwater, wastewater and potable water would also have to be prepared.

Subdivision

A freehold residential subdivision would trigger the requirement for the developer to provide Municipal Reserve (lands or cash in lieu) and Environmental Reserve. A Development Agreement would also be required which would identify the terms and conditions for the construction of any municipal improvements including roads and utilities that are necessary to service the approved subdivision.

Residential development to provide housing for program graduates

The planning requirements to develop 80 residential units to house families after graduation from the recovery program depend on numerous factors, including:

- Proposed land uses, specifically would the site be developed with only residential units or would support services and associated land uses be proposed such as a recreational or health facilities?
- Would the existing main house with the treatment centre remain on the site, or would it be removed, or its use changed?
- Would the development involve a subdivision to create 80 separate residential lots, or would a bareland condominium model be proposed with common property? Alternatively, would the parcel remain intact under one owner?
- Who would manage the development?
- Would residential units on the site be owned or rented?

Plan Amendments, Concept Plan and Redistricting

To accommodate 80 residential units to house program graduates and their families, the *Sylvan Lake IDP*, *Lacombe County MDP* and *Sylvan Lake ASP* may have to be amended, especially if the proposed development is not considered residential in nature. As well, a Concept Plan and LUB amendment would likely be required to either include a new district or a Direct Control 'DC' District. Currently the Lacombe County LUB does not have a district that would support 80 residential units that are intended for three-year occupancy, potentially with support services on site. The Lacombe County LUB also does not have an institutional district.

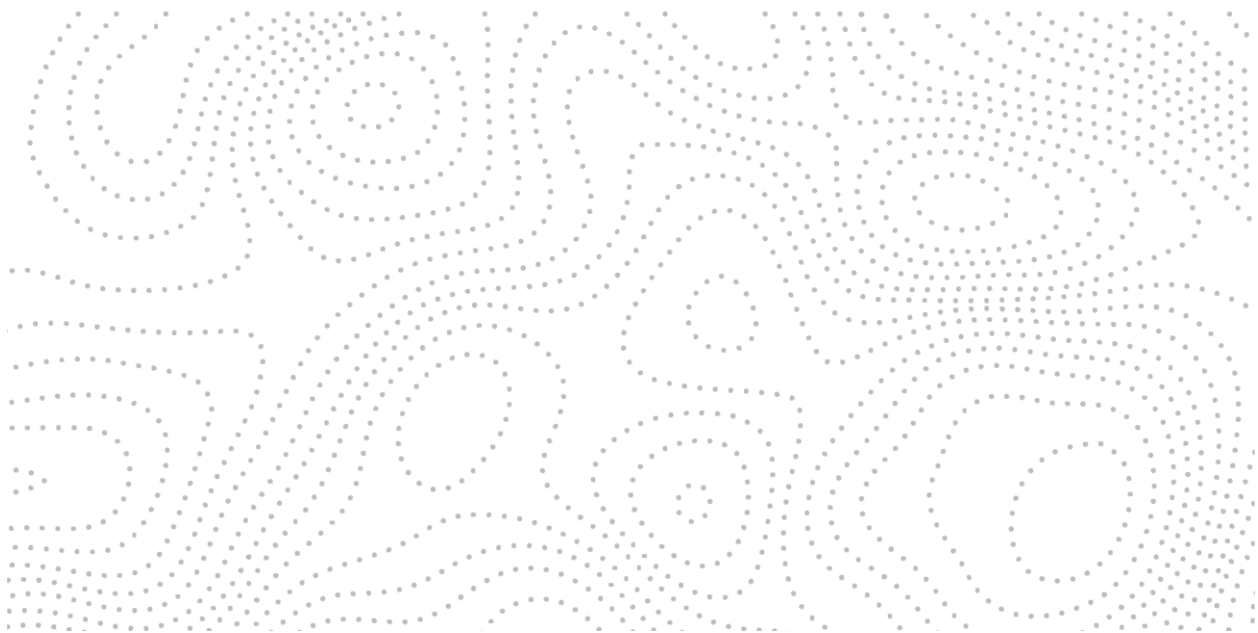
Required studies would likely include Environmental studies, Biophysical Impact Assessment, Traffic Impact Assessment, Hydrology Assessment, Historic Resource Act Clearance, and a Visual Impact Assessment. A servicing plan for stormwater, wastewater and potable water would also have to be prepared.

Subdivision

The development of 80 residential units to house families after graduation from the recovery program could be undertaken as a subdivision or bareland condominium. A subdivision or bareland condominium would trigger the requirement for the developer to provide Municipal Reserve (lands or cash in lieu) and Environmental Reserve. The internal roads for a bareland condominium would fall on private property and may not be built to the County's Development standards. A Development Agreement would also be required which would identify the terms and conditions for the construction of any municipal improvements including access to the development, roads and utilities that are necessary to service the approved subdivision.

If the developer proposes to keep the parcel intact and a subdivision or bareland condominium model is not required, the proposed new district or a Direct Control 'DC' District would have to ensure the

development provides greenspace and trails. The County has indicated the County's Multi-Lot Development Proposals: Guide to the Approval Process should still be followed. A Development Agreement would also be required, but Municipal and Environmental Reserve lands could not be taken by the municipality.



4.0 Review of Comparable Developments

The following section provides a brief review of comparable residential treatment centres in Alberta, including their location, programming, and community impact. The treatment centres were selected from Alberta because they have the same provincial planning and development legislation. The centers selected include:

- iRecover Addiction Treatment Centers Inc., Lacombe County.
- Adeara Recovery Centre, Edmonton
- McDougall House Recovery Home for Women, Edmonton

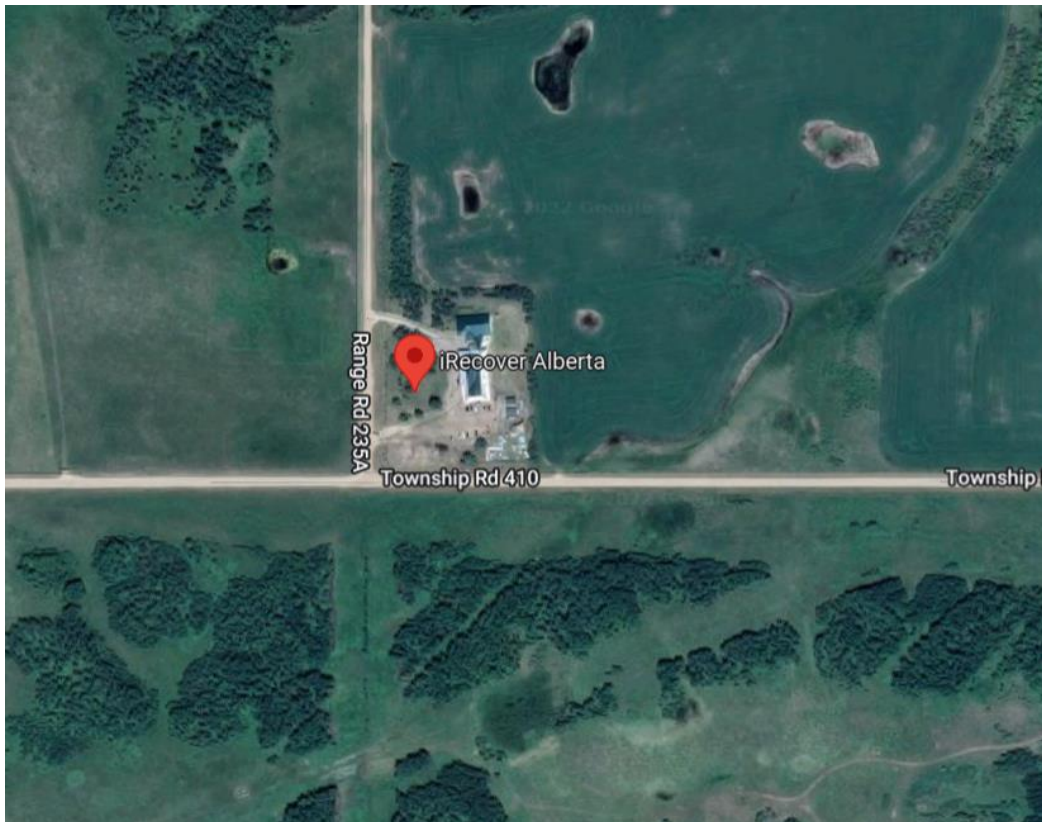
The centers have all been in operation for over 15 years. The centers were reviewed for any impact to their community related to crime, general nuisances, property values, and traffic and parking. The information provided below is largely anecdotal, and where information was available, municipal data. It is challenging to provide conclusive evidence about the link between the treatment centres and property values, crime, traffic and parking due to a variety of limitations, including but not limited to:

- Improvements to the adjacent properties can increase property values, such as renovations and expansions.
- Other developments in the community can generate traffic and parking issues.
- The local and regional economy can impact property values and crime rates.

Lacombe County: iRecover Addiction Treatment Centers Inc.

The iRecover facility is located just north of Tees, Alberta, at the corner of Township Road 410 and Range Road 235A as shown on the map below. The iRecover Addition Treatment Center is surrounded by farmland and is located on lands districted *Agriculture District (A)*. The treatment centre is identified as a discretionary use in the *Agricultural District (A)*.

The following Residential alcohol and drug treatment centre on the lands legally described as follows: Plan 2398 EU, Pt. SE 6-41-23-W4M Street Address: 41003 Range Rd, #235A, Tees, AB T0C 2N0



iRecover Alberta is accredited by CARF (Commission on Accreditation of Rehabilitation Facilities) and is a licensed addiction treatment facility with the Province of Alberta.

Based on discussions with the iRecovery Centre Director, the iRecovery Centre first opened its doors in 2006 and has expanded its capacity over time. The iRecover facility offers a four-to-eight-week program that include a medical detox. The facility includes a main building with 27 rooms on one side, and 5 medically detox rooms with a capacity of 9 people. Programming provided at the centre include counselling and exercise classes.

The iRecovery Centre employs 25 to 30 staff. During the weekdays there are approximately 9 staff during the daytime at the facility, overnight a minimum of 2 to 3 staff, and 5 staff on weekends. Parking is provided on site, with no parking spilling onto adjacent roads or properties. Visitor hours are available one day a week on weekends between the hours of 12:00 PM to 4:00 PM. The traffic generated by the iRecovery Centre is minor and generally from staff travelling to and from the facility, as residences are discouraged from bringing their own vehicle to the program. Residents can leave the facility with a weekend pass, and there are weekend outings.

Lacombe County assessments are prepared annually to reflect physical changes to the property and factor in market condition fluctuations. According to the Lacombe County website *assessment values can be based on provincially regulated valuation such as Farmland or Machine and Equipment, Market Value standard, or sales of similar properties*. Based on discussions with a Lacombe County Assessor the assessed value of the surrounding properties has not changed dramatically due to the provincial assessment rates for farmland remaining consistent. However, the market value of farmland in the area

surrounding the iRecovery Centre has increased from approximately 2\$ /acre to \$4/acre. A scan of MLS for land sales in the area shows no land is currently for sale. A conversation with a local realtor indicated that the iRecovery Treatment Centre has not impacted property values or deterred potential purchasers.

Based on conversations with Lacombe County administration, the County has not encountered issues with the iRecovery Centre, including crime and traffic. The Councillor for the area proposed establishing a community committee to address community concerns with the centre when it first opened. The community committee meets periodically and have successfully addressed issues and concerns. The Councillor for the area also indicated that they have not received complaints about the iRecovery Centre.

The Bashaw RCMP have indicated that they cannot release specific information about the property, but crime mapping information is available on the Alberta RCMP Crime Map (crimestoppers.ab.ca) which displays the past 14 days for 6 different types of crime, including mischief, break and enter, thefts from motor vehicles, theft over or under \$5,000 and theft of motor vehicle. The Alberta RCMP Crime Map indicates there has not been crime at the property or surrounding areas for the past 14 days, with crime mapping data pulled February 22, 2022 and again March 1, 2022.

Edmonton: Adeara Recovery Centre

Adeara Recovery Centre has been operating since 1998 in Edmonton, and provides residential treatment services to approximately 16 women, and their children who can stay with them. The facility is located within an apartment building with 12 suites and is in a higher income residential neighbourhood surrounded by million-dollar properties near downtown Edmonton. The program is one year long and offers counselling, fitness and other supports but does not offer detox. The facility is staffed by one staff per six clients, as well as two therapists. Parking is provided on site.

According to the applicant, since the facility opened in 1998 there has been no incidents reported that require police intervention. Additionally, the applicant has indicated that the neighbours are largely unaware that a recovery centre is in the apartment building, and the building is well-maintained with beautiful landscaping. Clients are not allowed to bring their vehicles with them to the facility.

Due to the anonymity of the location of the facility for client confidentiality, it is not feasible to confirm data related to the property and surrounding neighbourhood for property value or crime.

Edmonton: McDougall House Recovery Home for Women

McDougall House is a 12 bed second stage residential addiction treatment centre for women located in a house within the residential neighborhood of Central McDougall at 11050-108 Street. The property is zoned RF1 Single Detached Residential Zone and was constructed in 1946.

The McDougall House was approved in 2019 as a "Group Home". This land use class has since been replaced with a more encompassing class called Supportive Housing. The Group Home was defined as:

Group Home means a building or part of a building used for Congregate Living for residents who have moderate and non-severe physical, cognitive or behavioral health issues and who require daily or frequent professional care and supervision to perform daily living tasks, improve

wellness, achieve stable and harmonious tenancy, or to exit safely in case of an emergency event. This Use does not include Extended Medical Treatment Services, Detention and Correction Facilities, Fraternity and Sorority Housing, Limited Group Homes, and Lodging Houses.

Supportive Housing means a residential Use with on site or off site supports to ensure the residents' day-to-day needs are met. This does not include Extended Medical Treatment Services.

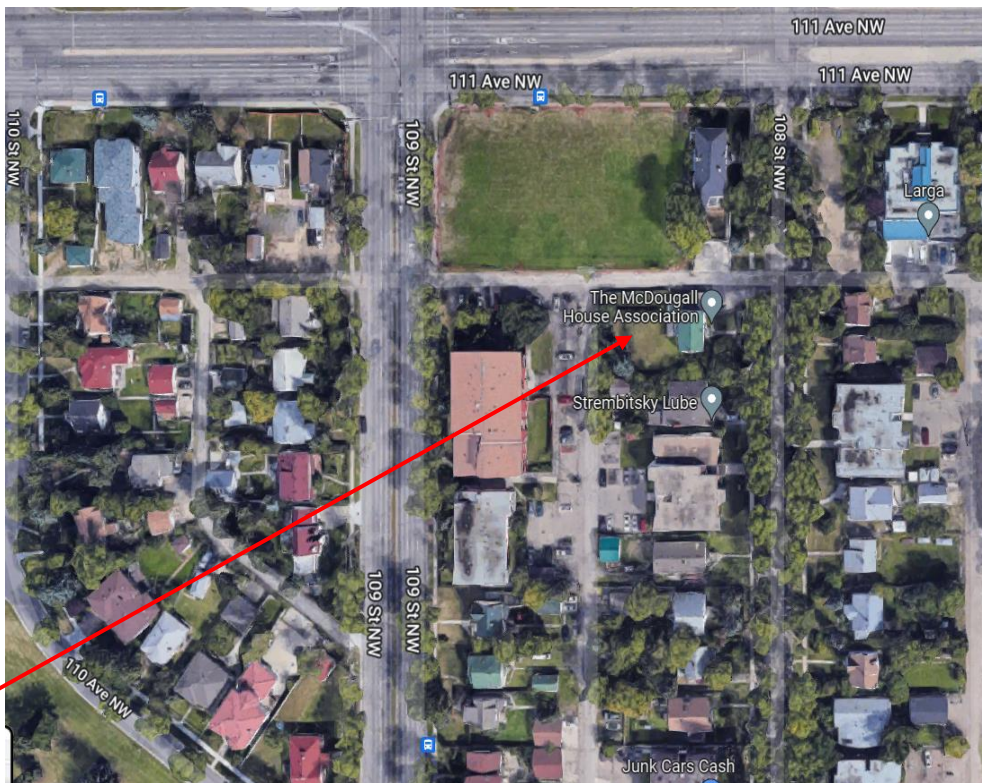
Under the *City of Edmonton Zoning Bylaw 12800* residential treatment facility without detox would fit under the Supportive Housing Use.

Prior to entry to McDougall House, clients must complete a short-term residential treatment program. On average, clients stay for 90 days but can stay for a shorter or longer duration as needed. Clients can leave the property but must return by curfew. The program includes counselling, education, and life skills workshops. McDougall House has 3 full time counsellors and is staffed 24 hours a day with other staff members. Parking is provided on site with approximately 20 parking stalls, and program participants can bring cars with them.

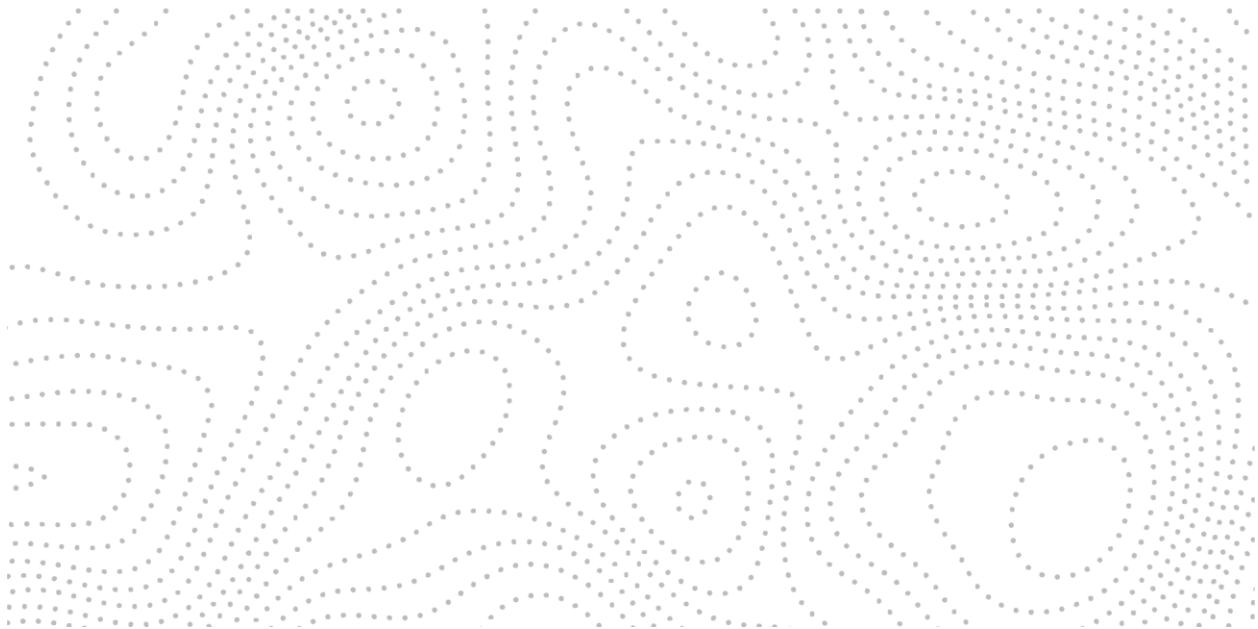
McDougall House has been in operation since 1973 and blended in well with the neighbourhood with no external advertising like signage. Many people within the community are unaware a residential treatment facility is operating out of the home. Prior to clients being accepted into the program, they are screened and must demonstrate they do not have a criminal background. Staff at the facility have indicated that crime at the property is not an issue due to screening.

The treatment centre does not appear to have an impact on surrounding property values. In 2020, the property was assessed at \$634,000 and in 2021 the property was assessed at \$721,500. Similarly, a residential property (address 11033 - 108 Street) located across the street from the residential treatment centre and zoned RF1 Single Detached Residential Zone has also had an increase in its property assessment, from \$296,000 in 2012 to \$336,500.00 in 2021 with some fluctuations in between. Property values in the neighbourhood have remained stable and increased as well. In Central McDougall the median assessment was \$269,250 in 2021 and \$272,750 in 2022.

Crime mapping for the neighbourhood is currently unavailable as the Edmonton Police Services is currently modernizing their neighbourhood crime mapping.



McDougall House



5.0 Identification and Analysis of Potential Community Impacts

The following section explores potential community impacts from the proposed Recovery Centre and full build out (80 residential units) on the SV of Birchcliff. As noted earlier in this report, there is potential for the site to be further developed to a maximum of 80 residential units based on the *Sylvan Lake Area Structure Plan* (ASP). The residential units could be developed to provide homes for families after graduating from the recovery program or developed as a freehold 80 lot residential subdivision where the lots are sold to the public. Potential community impacts that will be explored in this section include:

- Density
- Property values
- Crime
- Servicing
- Parks and open spaces
- Traffic, Parking and Access
- Community Servicing
- Emergency Services
- Economy
- Aesthetics
- Annexation

Density

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre does not propose creating any additional residential lots, or separate residential units. Clients will remain in the existing main house; therefore, the only density change in the

area will be a slight increase in population density of approximately 12 clients and 2 live in staff. The increased density from the Recovery Centre is negligible and will not impact the SV of Birchcliff.

Full Build Out

If the site is fully built out with residential units (for private sale or for recovery program graduates and their families), the residential density will increase by 80 residential units or 1 lot per acre as per the plans and regulations in effect, including:

- *IDP 5.2.20 Residential development within Lower Density Residential areas as shown on Map 3 shall be clustered as per Section 2.5.2 of Lacombe County's Sylvan Lake Area Structure Plan (2017) with a maximum density of 1 unit per acre (2.5 units per gross developable hectare).*
- *ASP Section 2.5.2 Residential (a) Single-Family Detached and Semi-Detached Residential: The average lot size in a subdivision shall be no greater than 0.40 acres (0.16 hectares) at a maximum density of one lot per acre. Development may occur on 60% of the parcel and the other 40% must be retained in its current or natural open space state.* Based on this regulation:
 - On a half quarter section, a maximum of 80 detached and/or semi-detached dwelling units could be achieved.
 - The development area would be approximately 48 acres (based on development occurring on 60% of the parcel), while the other 32 acres (40%) would be natural open space (remnant lands).
 - On the development area of 48 acres, 8 acres would be subtracted for MR (10% of 80), leaving 40 acres. Of the 40 acres, an average of 20% (8 acres) would be consumed for roads and utilities.
 - This leaves 32 acres net for residential lots, which would yield 80 lots at an average lot size of 0.40 acres (0.16 hectares).
- *Land Use Bylaw, R-RCC Residential Conservation (Cluster District): Density (a) The allowable density shall be no greater than is permitted in the Country Residential 'R-CR' District which is 2.5 units per hectare or 1 unit per acre of the titled area.*

The increased density from the 80 residential units may be more significant to the SV of Birchcliff, however the lands are identified for future residential in the *Sylvan Lake IDP*, *Lacombe County MDP* and *Sylvan Lake ASP*.

Property Values

Determining the impact of developments on property values is challenging. There are a variety of external factors that impact property values in a positive and negative way, including but not limited to the economy, mortgage regulations, zoning, crime rates, pollution, schools, infrastructure, and amenities such as parks and recreation facilities. An article entitled *The Neighborhood Features That Drag Down Your Home Value—Ranked* by Yuqing Pan states the following uses have the most significant impact on property values:

- Hospitals - 3.2% drop in property values.
- Power plants - 5.3% drop in property values.
- Funeral homes are associated with a 6.5% and cemeteries are associated with a 12.3% decline in property values.
- Homeless Shelter - 12.7% drop in property values.
- High concentration of renters - 13.8% drop in property values.
- Bad schools - 22.2% drop in property values.

In Alberta, property assessments are legislated under the Municipal Government Act. Generally, property assessors consider:

- property characteristics such as the size, type, and age of the property;
- property location including the neighbourhood, style, condition, upgrades, and lot size;
- selling prices of similar properties in the same neighbourhood or similar areas, and
- locational features.

There is limited literature on the impact of residential treatment centers on property values, and the evidence available is mixed, including:

- *“Not in My Backyard: The Effect of Substance Abuse Treatment Centers on Property Values”* by Claire R. La Roche, Bennie D. Waller and Scott A. Wentland. This study examined the external effect of residential rehab centers on nearby real estate. Using a large MLS dataset from central Virginia, the authors estimated the impact of substance abuse treatment centers on nearby home prices and time on market. The study found neighboring treatment centers are associated with an 8% reduction in nearby home prices, and that this discount is magnified for treatment centers that specifically treat opiate addiction (as much as 17%).
- *“Substance Use Disorder Treatment Centers and Property Values: Assessments”* by Brady P. Horn Aakrit Joshi Johanna Catherine Maclean. This paper investigates the effect of Substance Use Disorder Treatment Centres (SUDTC) on residential property values using data from Seattle, Washington, and SUDTC location, entry, and exit information. *“To mitigate bias from the potential endogeneity of SUDTC location choices, we apply a spatial differences-in-differences (SDD) model, which uses property and SUDTC location to construct treatment and comparison groups. Our findings suggest that SUDTCs endogenously locate in lower value areas, and naïve models imply that the entry of an SUDTC leads to a 3.4% to 4.6% reduction in property values. When an SDD model is applied, we find no evidence that SUDTCs affect property values. Overall, our findings suggest anecdotal claims that SUDTCs reduce property values are potentially overstated.”*

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre would likely have no impact on property values within the SV of Birchcliff. The proposed Recovery Centre has a relatively small number of residents (12 clients and 2 on site staff), will generate minimal traffic with most client services located on site, and the existing facility is set back from the road and buffered by tree stands. Furthermore, the existing facility is relatively new and appears well maintained.

Full Build Out

The full build out of the site with 80 residential units for sale is likely to not impact the SV of Birchcliff. *The Slopes of Sylvan Lake* is a higher end residential development with Architectural Design Guidelines, and it is anticipated the site would be developed with a similar residential product.

Without further details about the 80 residential units to house families after graduation from the recovery program, including the proposed land uses, site design, ownership, and management it is difficult to ascertain if it would have a negative impact on adjacent property values including the SV of Birchcliff. The closest comparator to this type of development is affordable and supportive housing. Based on the literature, the provision of affordable and supportive housing does not appear to impact surrounding property values. A report from CIVIDA (2021) cites *“Our extensive review of the literature, covering 20+ studies from 3 countries, suggests affordable housing has limited or no universal impacts on property values.”* Research from other sources have similar findings, with the City of Edmonton stating that *“Studies have consistently found that if non-market housing is well-designed, fits in with the surrounding neighbourhood, and is well managed, property values of neighbouring homes are not negatively affected.”*

Potential mitigation strategies to reduce or eliminate the potential impact of the proposed Recovery Centre, or full build out of the site on the SV, include ensuring the site design, maintenance and management of the site are carefully considered. The development of 80 residential units to house families after graduation from the recovery program would likely require a Direct Control 'DC' District or a new district to accommodate it. The regulations within the Direct Control 'DC' District or new district should consider how the development can complement and create an aesthetically appealing place. The developer, similar to *The Slopes of Sylvan Lake*, should be required to develop Architectural Design Guidelines.

Traffic, Parking and Access

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre would have little to no impact on traffic generation and parking within the SV of Birchcliff. The development also does not propose using the SV of Birchcliff roads to access the facility, with access from Jarvis Bay Access Road (Township Road 392). The program participants are residing on site and are not allowed to bring their own personal vehicle with them to the program. The programming is also on site, with clients leaving only to attend church, appointments, or group outings once or twice a week. Visitors are limited to Sundays, from 12 to 4 PM. The program will be staffed by a resident couple on-site and two therapists who will commute daily to and from the house. Residents will not be travelling back and forth. All parking would be provided on site, with no offsite parking required.

Traffic will be minimal and very close to a regular residential usage. Traffic generated by the proposed Recovery Centre would be less than what was generated when the facility was used as a prayer centre and church.

Full Build Out

With the development of 80 residential units, either as a freehold residential subdivision or to provide housing to program graduates and their families, the County would require a Traffic Impact Assessment (TIA) to estimate the traffic generated from the development and mitigation measures. The TIA will examine intersection and road conditions, collision data, sight distances and post development trip generation. If 80 residential units were developed, an emergency egress or second access, and road, access and intersection improvement may be required, like *The Slopes of Sylvan Lake*. The traffic impacts to the SV of Birchcliff with the potential build out of the site would be limited by the site not being accessed directly from roads or intersections located within the SV of Birchcliff.

Lacombe County does not currently have a Transportation Master Plan to provide information on road capacities. The *Sylvan Lake IDP* states the intention to complete a Regional Transportation Master Plan (Policy 8.2.16).

Access to transit is a key consideration and could potentially be a concern for any residential development, but especially if the housing is intended for program graduates and their families.

Crime

Limited research exists for the impact of residential treatment centers on neighbourhood crime, and the research is mixed. "*Not in My Back Yard: A Comparative Analysis of Crime Around Publicly Funded Drug Treatment Centers, Liquor Stores, Convenience Stores, and Corner Stores in One Mid-Atlantic City*" examined whether drug treatment centers (DTC) were associated with violent crime more than the

violence happening around commercial businesses. The study found that DTCs do not impact communities more than commercial businesses do.

“In conclusion, DTCs have an unfairly poor reputation as being magnets for crime and a threat to community safety that is not backed up by empirical evidence. By contrast, other community businesses that have a more pronounced magnetic effect on crime are often solicited by communities to locate within their neighborhoods.”

No impact on neighbourhood crime from B.C. injection site, criminologist says looked at the impact of Insite on public order between 2000 and 2006 and concluded it hasn't drawn more crime to the area.

Proposed Sylvan Lake Lakeside Recovery Centre

It is unlikely the Recovery Centre would generate additional crime for the SV of Birchcliff, due to the screening process, limited number of clients, 24/7 staffing, and more isolated location. The applicant has indicated that the clients will remain largely on the site, including for the programming and residency. Visiting hours are limited to family and only allowed on Sundays. Adeara has indicated that they screens all clients prior to accepting them into the program, and their facility in Edmonton has not had police calls.

Full Build Out

The full build out of the site with 80 residential units as a typical residential subdivision is unlikely to impact crime rates within the SV of Birchcliff. The development would probably be similar to other residential developments, such as *The Slopes of Sylvan Lake*, which is a higher end residential development.

Without further details about the development of the site with 80 residential units to provide housing to program graduates and their families, including the proposed land uses, site design, ownership, and management it is difficult to ascertain if it would increase the crime rates in the SV of Birchcliff. The closest comparator to this type of development is affordable and supportive housing. Based on a review of the research, affordable and supportive housing does not increase crime rates. According to the City of Edmonton (2022)

The City studied the impact of non-market housing on the safety of 5 core neighbourhoods and found there was no correlation between crime and non-market housing. Using data and analytics support from the Edmonton Police Service, the City studied how many police events, including drug-related activity, violence, and property crime, occurred between 2011-2018 around non-market housing addresses in 5 core neighbourhoods. The number of events at these sites were then compared to the number of total events in the neighbourhood where the site was located. Non-market properties were responsible for just 4% of the total number of police events for the 5 neighbourhoods, despite making up 12% of the total housing. The City also examined data pertaining to bylaw complaints, including noise and graffiti, and found that non-market housing properties were responsible for just 1.3 per cent of the total bylaw complaints in their neighbourhoods.

A report prepared by Civida (2021) also showed “An analysis of the number of police calls before and after the opening of supportive housing sites in BC found that calls decreased in most of the neighbourhoods in the six months after the sites opened.”

The Recovery Centre and full build out of the site should carefully consider the design of site, including the incorporation the principles and strategies identified in the *Lacombe County's Guide to Applying*

CPTED to Your Property. The development should include careful consideration of landscaping, lighting, access control, creating barriers between public, private and semi-private spaces and maintenance. Furthermore, the full build out of the site should be required to develop Architectural Design Guidelines to ensure it complements the surrounding areas.

Parks and Recreation

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre will likely have minimal to no impact on the parks, trails and recreational amenities located within the SV of Birchcliff. The twelve residents and staff will leave the premises once or twice a week for group outing, appointments and to attend church. The existing site has extensive open space.

Full Build Out

The development of 80 residential units, either as a typical residential subdivision or to provide housing for program graduates and their families, may increase the number of people accessing parks and trails located within the SV of Birchcliff. However, as with any subdivision, the County will require the provision of parks and open spaces through the dedication of 10% of the gross developable area of land to be subdivided as municipal reserve for parks, or cash in lieu. Furthermore, *ASP (e) Design Guidelines & Subdivision Standards Policies 1. A development shall provide a minimum of 50% of the total parcel area that is to be developed as open space (including MR and remnant open space).* As noted above, if the full build out intends to keep the parcel intact, it is critical the Direct Control District (DC) or new district provides regulations for the provision of green space and trails.

A Public Access Levy (as per MDP Policy 4.3.6 Public Access Levy) would be required of the *developer to contribute to the costs of providing enhanced lake or river access opportunities and facilities as a condition of subdivision and development approval. These contributions may be included in a development agreement.* The levy may not be triggered if 80 residential units are developed on one intact parcel.

The *Sylvan Lake ASP* identifies a regional trail system that runs along the southern portion of the site and on the eastern side of the SV that residents of the 80 residential units will likely access. The SV of Birchcliff also has open spaces designated EOS- *Environmental Open Space* providing views of Sylvan Lake, which residents of the 80 residential units may access. The SV does not appear to contain any public boat launches, therefore reducing the opportunity for residents of the site accessing the lake with boats. According to the SV MDP Policy 5.3.18 *Birchcliff shall not support a formal public boat launch at any location along the shoreline of the SV due to topographic considerations (steep or high banks), proximity to significant aquatic habitat along the Sylvan Lake shoreline and the traffic and noise conflicts that would be created by the public boat launch.*

The development of 80 residential units for either sale or to provide housing for program graduates and their families should consider the provision, design and programming of parks, trails, and open spaces on the site. Municipal Reserve should be taken as lands for parks and open spaces. Local trails within the site area should connect to the regional trail.

Community Services

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre should not impact community services within the SV of Birchcliff. The applicant has indicated that most services are provided on site but potentially some clients may access health care off site. Most of these services are located in the City of Lacombe and City of Red Deer and will not involve clients coming to the SV of Birchcliff to access them. The SV of Birchcliff is primarily a residential community.

Full Build Out

If the site was developed with 80 residential units, either for sale or to provide housing for program graduates and their families, community services would be accessed in the City of Lacombe and the City of Red Deer. Transportation to community services should be considered with lack of transit available in the area.

Emergency Services

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre may impact emergency services. However, the impact on emergency services from the recovery centre may not be much different than a residential use, as there is onsite trained staff. The impact from the Recovery Centre would have to be assessed through the planning circulation to paramedic and fire services. Emergency services are not provided by the SV of Birchcliff.

Full Build Out

The full build out of the site with 80 residential units, either for sale or to provide housing for program graduates and their families would have a more significant impact on emergency services. The impact to emergency services would have to be assessed through the planning circulation. It is anticipated that similar to the *The Slopes of Sylvan Lake*, Police Service to the area are provided by the Royal Canadian Mounted Police and Lacombe County Community Peace Officers, and fire protection is provided by the County. Emergency services are not provided by the SV of Birchcliff. *The Slopes* Concept Plan indicated that the area will be serviced by 911 emergency services with an emergency locator system set up for each individual property.

Economy

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre will likely have minimal impact on the SV of Birchcliff's economy. The SV is primarily residential and does not currently contain commercial or industrial land uses.

Full Build Out

The full build out of the site with 80 residential units for sale or to provide housing for program graduates and their families will increase the Lacombe County's residential tax base and bring future consumers to the area. As noted above, the SV is primarily residential and there are currently no commercial areas within the community. Employment options for recovery program graduates and their families should be considered, especially if they are residing on the site for three years.

Servicing

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre will not have an impact on the SV of Birchcliff's servicing. The development is required to connect to the regional wastewater line, which has already been constructed and water will be provided by a well. As with any private development, the costs of servicing the development is the responsibility of the developer.

Full Build Out

The full build out of the site with 80 residential units for sale or to provide housing for program graduates and their families should not have an impact on the SV of Birchcliff servicing. The development of 80 residential units for both types of development will be required to have communal water like the *Slopes of Sylvan Lake*, which includes a water treatment plant. There may be opportunities to tie into the *Slopes of Sylvan Lake* water system which has a communal piped system tied to central water treatment plant. The treatment plant is scalable and can grow to be tied into and utilized by other area developments. The development would also be required to connect to the regional wastewater line and provide a stormwater management plan and fire protection plan. The developer is also required to ensure the provision of shallow utilities and include FireSmart guidelines within any architectural guidelines noted on restrictive covenants on title.

The only potential servicing limitations with 80 residential units, regardless of whether for private sale or to provide housing for program graduates and their families may be groundwater limitations. A Hydrology Assessment would be required to assess total water supply and required amount of groundwater to service the development and assess whether it would adversely affect any existing area groundwater user. It is not anticipated that the regional water line will be developed in the near term. The *Sylvan Lake ASP Section 4.1* states "*Groundwater servicing for new developments may be adequate to only continue for the short to medium term. A deferred servicing caveat will be required for all new developments, requiring them to connect to a regional water line at such time a regional water line is constructed. All developments will require Alberta Environment approval for groundwater extraction and must construct a communal servicing system that can be connected to the regional water line.*"

Aesthetics

Proposed Sylvan Lake Lakeside Recovery Centre

The proposed Recovery Centre will not have an aesthetics impact on the SV of Birchcliff, as the recovery program will be located within the existing house, and it is separated from the SV by *The Slopes of Sylvan Lake*, and roads on the west and south side. The existing house is also set back from the road and buffered by trees.

Full Build Out

The full build out of the site as an 80-unit residential development, either for private sale or to provide housing for program graduates and their families, has the potential to fit well with the lower residential densities found primarily in the SV of Birchcliff and *The Slopes of Sylvan Lake*. The site design and site maintenance would determine the aesthetics impact to the SV of Birchcliff. As discussed above, the developer should be required to provide Architectural Design Guidelines to ensure the development has a unified and aesthetically appealing appearance. These guidelines can be registered on the individual

title as restrictive covenants. The development would not impact the view corridors of the lake from residents within the SV.

Annexation

The SV of Birchcliff is largely developed and may want to expand in the future. The *SV of Birchcliff, MDP Policy 11.3.12* states *Should lands be annexed to the Summer Village, Birchcliff shall require:*

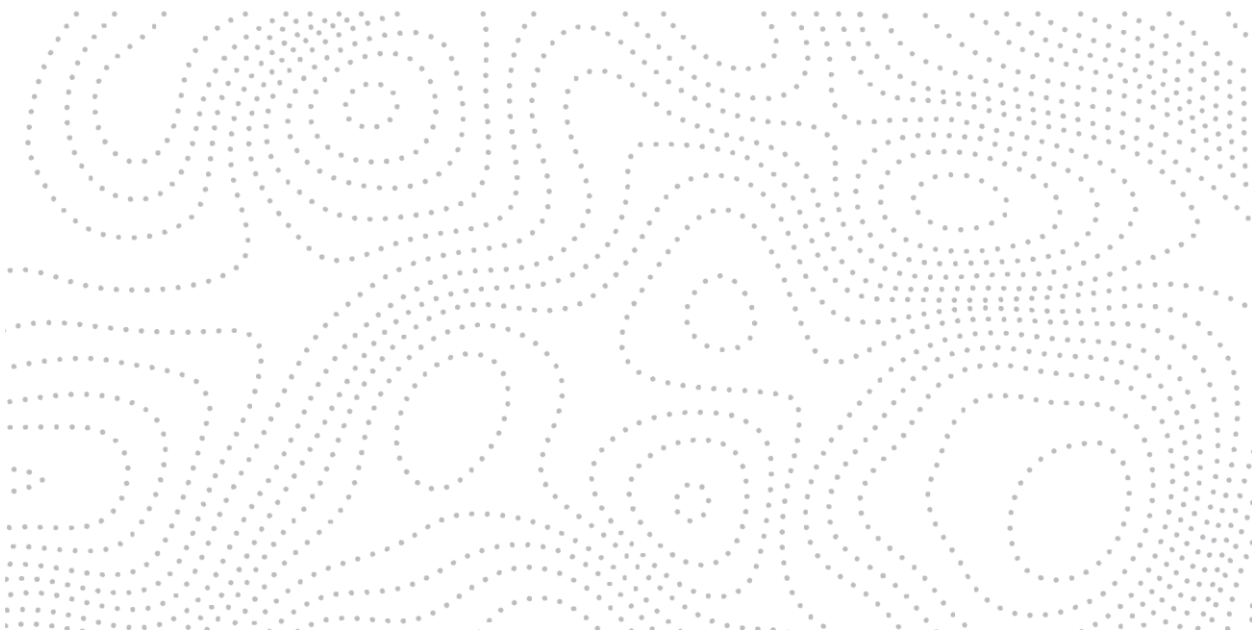
- a) the lands to be used for residential purposes and where possible public open space in the form of municipal reserve and/or environmental reserve;*
- b) development density and standards to be equal or greater than those of Lacombe County; and*
- c) the provision of roads and utilities to a Summer Village standard.*

Proposed Sylvan Lake Lakeside Recovery Centre

If the SV of Birchcliff were to annex the site, the proposed Recovery Centre does not reflect the residential land uses and associated densities contained within the SV or Lacombe County. The site reflects the density associated with agricultural lands, with only one existing main house located on the site.

Full Build Out

If the SV of Birchcliff were to annex the site and it had 80 residential units developed on it, the residential land uses, development density and standards would reflect those of Lacombe County (*1 unit per acre or 2.5 units per gross developable hectare*). The development would also be required to provide roads and utilities that reflect the Summer Village standards.



6.0 Summary and Council Recommendations

6.1 Summary of Potential Community Impacts

Overall, the proposed Recovery Centre would have minimal to no impact on the SV of Birchcliff. The proposed Recovery Centre is a low intensity land use, with only twelve program participants and two staff on site. No additional buildings or structures are proposed with the entire programming occurring in the existing main house. The proposed Recovery Centre is compatible with both existing and proposed land uses in the surrounding area, which are predominately low density residential and agricultural. The development should not interfere with use and enjoyment of lands in the surrounding areas, including the SV of Birchcliff. Overall, the discretionary uses contained within the *A - Agricultural District* are generally more intensive than the proposed Recovery Centre (i.e. crematorium, oil and gas facility, sand and gravel extraction and processing, and a waste management site) and would have a greater impact to the SV of Birchcliff.

The full build out of the site with 80 residential units for sale would likely be similar to *The Slopes of Sylvan Lake* which consists of 49 dwelling units. Without having more details about 80 residential units to house recovery program graduates, including land uses, site design, housing design, tenure and management it is difficult to ascertain the impacts to the SV of Birchcliff. As a best comparator, it can be compared to an affordable housing or community supportive housing project. Based on the literature, the provision of affordable and supportive housing does not appear to impact surrounding property values or crime rates. The full build out of the site with 80 residential units to support program graduates would have similar impacts to traffic, parks and open spaces, servicing, and density as 80 residential units developed as a freehold residential subdivision. However, the 80 residential units to house recovery program graduates may have challenges with ensuring residences have access to employment, community services and transit.

The following table identifies the potential impacts to the SV of Birchcliff from the three different site development scenarios.

Community Impact	Sylvan Lake Lakeside Recovery Centre	Freehold Residential Subdivision	Residential development for program graduates and their families
Density	Slight increase in population density (12 clients and 2 live in staff). No new lots or separate residential units proposed.	80 residential units or 1 lot per acre	80 residential units or 1 lot per acre
Traffic and Parking	Minimal traffic and parking generation with only 2 staff travelling back and forth to the site, and restricted visitor hours. Parking provided on site.	A TIA would be required to support the development, including required road and intersection improvement. Lacombe County LUB provides regulations for parking.	A TIA would be required to support the development including required road and intersection improvements. Lacombe County LUB provides regulations for parking. If a site-specific district or new district is proposed it would address parking. Lack of transit may be a challenge for residences.
Property Values	Likely no impact on surrounding areas property values, including the SV of Birchcliff, as the community is buffered from the site by <i>The Slopes of Sylvan Lake</i> , and roads.	Minimal to no impact on the SV of Birchcliff. Similar effect as <i>The Slopes of Sylvan Lake</i> which is a higher end residential development.	Without further details about the development, including proposed land uses, site design, and management it is difficult to analyze if it would have a negative impact on the SV of Birchcliff property values. Closest comparator is affordable and supportive housing, which based on the literature review does not appear to impact surrounding property values.
Crime	Should not impact the SV of Birchcliff crime rates due to the client screening process, limited number of clients, 24/7 staffing, and more isolated location.	SV of Birchcliff crime rates likely unaffected and similar to other comparable residential developments, such as <i>The Slopes of Sylvan Lake</i> , which is a higher end residential development	Without further details about the development, including the proposed land uses, site design, and management it is difficult to ascertain if it would increase the crime rates in the SV of Birchcliff. Closest comparator is affordable and supportive housing and based on the literature, it does not appear to impact

			surrounding property values.
Parks and recreation	Minimal impact on SV of Birchcliff parks, trails and recreational amenities as clients remain largely on site and existing site has extensive green space.	Minimal impact on SV of Birchcliff parks and trails with parks and open spaces required to be provided on site. <i>ASP requires development provide a minimum of 50% of the total parcel area that is to be developed as open space (including MR and remnant open space).</i>	Minimal impact on SV of Birchcliff parks and trails with parks and open spaces required to be provided on site. <i>ASP requires development provide a minimum of 50% of the total parcel area that is to be developed as open space (including MR and remnant open space).</i>
Community Services	No impact, as SV of Birchcliff is primarily residential. Clients needing to access services would likely travel to the City of Lacombe or City of Red Deer.	No impact, as SV of Birchcliff is primarily residential. Residences accessing services would likely travel to the City of Lacombe or City of Red Deer.	No impact, as SV of Birchcliff is primarily residential. Clients needing to access services would likely travel to the City of Lacombe or City of Red Deer. Transportation to community services should be considered.
Economy	No impact, as SV of Birchcliff is primarily residential and does not contain commercial or industrial uses.	No impact, as SV of Birchcliff is primarily residential and does not currently contain commercial or industrial land uses.	No impact, as SV of Birchcliff is primarily residential and does not currently contain commercial or industrial land uses. Employment options for residences and their families should be considered, especially if they are residing on the site for three years.
Servicing	No impact to the SV of Birchcliff. The development is required to connect to the regional wastewater line, and water will be provided by a well. Costs of servicing the development are the responsibility of the developer.	No impact to the SV of Birchcliff. The development is required to connect to the regional wastewater line and provide communal water and a stormwater management plan. Costs of servicing the development are the responsibility of the developer.	No impact to the SV of Birchcliff. The development is required to connect to the regional wastewater line and provide communal water and a stormwater management plan. Costs of servicing the development are the responsibility of the developer.
Aesthetics	No aesthetic impact to the SV of Birchcliff, as the recovery	A residential development	A residential development

	program is to be located within the existing house, and it is separated from the SV by <i>The Slopes of Sylvan Lake</i> , and roads on the west and south side. The existing house is also set back from the road and buffered by trees	complements the surrounding lower residential densities found primarily in the SV and <i>The Slopes of Sylvan Lake</i> . The design of the full build out, including design of the residential units and landscaping would determine the aesthetics impact on the SV of Birchcliff. The development would not impact the view corridors of the lake.	complements the surrounding lower residential densities found primarily in the SV and <i>The Slopes of Sylvan Lake</i> . The design of the full build out, including design of the residential units and landscaping would determine the aesthetics impact to the SV of Birchcliff. The development would not impact the view corridors of the lake.
Annexation	Proposed development does not reflect the residential lands and associated densities contained within the SV of Birchcliff or Lacombe County. The site reflects the density associated with agricultural lands, with only one existing main house located on the site.	Residential land uses, development density and standards would reflect those of Lacombe County (<i>1 unit per acre or 2.5 units per gross developable hectare</i>). The development would also be required to provide roads and utilities that reflect the SV of Birchcliff standards.	Residential land uses, development density and standards would reflect those of Lacombe County (<i>1 unit per acre or 2.5 units per gross developable hectare</i>). The development would also be required to provide roads and utilities that reflect the SV of Birchcliff standards.

6.2 Council Recommendations

The SV of Birchcliff should consider supporting the proposed development of the treatment centre. However, the full build out of the site should be more carefully considered.

As per the *Summer Village of Birchcliff MDP, Policy 11.3.5 - For a proposed statutory plan, redesignation, subdivision or development of land adjacent to the Summer Village, Birchcliff*:

- a) *may not support the plan, redesignation, subdivision or development if it would materially and aesthetically impair the quality of life for Birchcliff ratepayers, and*
- b) *may require changes that would eliminate or significantly mitigate the concerns the SV has with the proposed plan, redesignation, subdivision or development.*

The SV of Birchcliff may wish to consider the following recommendations with the proposed *Sylvan Lake Lakeside Recovery Centre* and future site build out and could address them through the formal engagement and referral process.

Proposed Sylvan Lake Lakeside Recovery Centre:

- Recommend the development permit conditions consider landscaping and screening.

- Recommend the development consider incorporating Crime Prevention through Environmental Design including careful consideration of landscaping, lighting, access control, creating barriers between public, private and semi-private spaces, and maintenance.
- Establish a community committee that meets periodically to discuss the recovery centre, including community concerns.

Future Site Build Out (80 residential units):

- Recommend the development is phased to allow for an opportunity to assess and mitigate any negative impacts of the development as it is built out.
- Request the developer provide Architectural Design Guidelines, similar to *The Slopes of Sylvan Lake*.
- Request the development incorporate Crime Prevention through Environmental Design into the development, including consideration of landscaping, lighting, access control, creating barriers between public, private and semi-private spaces, and maintenance.
- If the proposed development requires a site-specific district or new district regulations, they should consider the site and housing design (including relationship to adjacent developments), and provision of parks, open spaces and trails.
- The impact of traffic and parking on the surrounding community should be assessed by a Traffic Impact Assessment.
- Careful consideration of the provision, design and programming of parks, trails and open spaces provided on the site to ensure residences recreational needs are addressed. Municipal Reserve must be taken as lands for parks and open spaces in accordance with the Municipal Government Act and plans and regulations in effect, and must be accessible to the public. Local trails within the site area should connect to the Regional Trail.

In addition to the recommendations above, if the site is developed to provide housing to program graduates and their families:

- Ensure community services are available on the site, or accessible within the City of Lacombe or City of Red Deer.
- Consider employment opportunities for residents and their families, especially if they are only living at the site for three years.
- Access to transit for the program recovery graduates and their families should be considered.
- Establish a community committee that meets periodically to discuss the supportive housing, including concerns.

Resources

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Appendix One: Policy Review

Sylvan Lake IDP
<i>5.2.5 Subdivision applicants shall be required to dedicate all lands that qualify as Municipal Reserve and Environmental Reserve in accordance with the Municipal Government Act.</i>
<i>5.2.20 Residential development within Lower Density Residential areas as shown on Map 3 shall be clustered as per Section 2.5.2 of Lacombe County's Sylvan Lake Area Structure Plan (2017) with a maximum density of 1 unit per acre (2.5 units per gross developable hectare).</i>
<i>8.2.2 Stormwater management facilities are required for new development or redevelopment.</i>
<i>8.2. 8 New multi-lot and redesignation developments shall assess the availability of groundwater for current and future servicing needs</i>
<i>8.2.14 When a functioning regional wastewater system is available, connection to the wastewater system shall be required, and/or conversion of all private sewage systems on lands connecting to wastewater system.</i>
Lacombe County Municipal Development Plan Bylaw No. 1238/17
<i>ENV&REC 4.3.6 Public Access Levy Developers shall be required to contribute to the costs of providing enhanced lake or river access opportunities and facilities as a condition of subdivision and development approval. These contributions may be included in a development agreement.</i>
<i>ENV&REC 4.6.2 Municipal Reserve Dedication Requirement - In accordance with the Municipal Government Act and the Use and Management of County Reserve Lands policy, the County shall normally require the dedication of 10% of the gross developable area of land to be subdivided as municipal reserve. Cash-in-lieu of reserve land, however, may be required where it is determined that land is not required at present or in the future.</i>
<i>ENV&REC 4.7.3 Parks and Amenities - The County shall require the development of parks and amenities on reserves in multi-lot subdivisions, which are physically suited, and/or of sufficient size to accommodate the use. These parks and amenities are intended for the enjoyment and health of the community in the area.</i>
<i>BENV 6.8.3 Residential Conservation (Cluster) Subdivision Design Lacombe County shall promote conservation (cluster) subdivision design to protect the County's rural character and to preserve environmentally sensitive areas and natural features. This development approach allows for the clustering of smaller-sized lots at low rural densities while providing opportunities for landscape and view protection with common open space. Areas particularly suited to conservation (cluster) subdivision design include, but are not necessarily limited to, natural features such as woodlands, stream corridors, steep slopes, wetlands, shorelands, ridge tops, wildlife corridors and critical species habitat. Figure 2 illustrate the layouts of conventional and conservation (cluster) subdivision design.</i>

BENV 6.8.6 Fire Smart Where appropriate, applicants for subdivision or development may be required to submit a fire hazard assessment and plan to address wildfire mitigation guidelines as contained in the Fire Smart: Protecting Your Community from Wildfire.

BENV 6.8.7 Crime Prevention Through Environmental Design (CPTED) The County shall support and encourage the design of development to incorporate CPTED standards to help mitigate developments from crime.

INF&TECH Policy 7.3.4 Development and Subdivision in Proximity to County Roadways - Where subdivision and/or development is proposed adjacent to County roadways, the County shall ensure that: a) the subdivision or development is adequately set back to accommodate future improvement or widening of the roadway; b) access is provided, where possible, to an internal subdivision road or service road built to a standard acceptable to the County; c) the noise impact on the occupants of any residential subdivision or development is minimized by noise attenuation or noise abatement methods, as deemed necessary by the County; and d) the subdivision or development is visually pleasing with regard to landscaping, buffering, signing and lighting in accordance with the requirements of the Land Use Bylaw.

INF&TECH 7.3.6 Cost of Development - The costs directly associated with servicing a new development through upgrading the existing road network and the construction of an access network shall be borne by the developer so that undue financial burden is not placed on the County.

INF&TECH 7.3.5 Traffic Impact Assessment Developers shall be required, unless otherwise indicated by the County, to provide a traffic impact assessment as part of a rezoning, subdivision or development application

INF&TECH 7.3.10 Road Standards for Subdivision and Development - All subdivision and development must have legal and physical access to a minimum 'Access Road Standard' or other specification as required by County in compliance with the Standards Manual.

INF&TECH 7.4.5 Servicing for Multi-Lot Subdivision A- All new multi-lot subdivisions shall be required to be serviced by communal water and wastewater services and/or regional/municipal water and wastewater services unless otherwise directed in the Land Use Bylaw or a statutory plan.

INF&TECH 7.4.7 Cost of Development - The costs directly associated with servicing a new development shall be borne by the developer so that undue financial burden is not placed on the County.

INF&TECH 7.5.1 Stormwater Management - The preparation of stormwater management plans shall be required, as necessary, to regulate stormwater discharge and water quality, designed to accommodate a 1:100 year flood event, in accordance with Alberta Environment and Parks and Lacombe County standards.

Sylvan Lake Area Structure Plan

Residential Policies

- 1) All future development must be redesignated (rezoned) as either R-RCC Residential Conservation (Cluster) District or R-HDR Higher Density Residential District. Land use redesignation of any lands within the Plan Area to other designations (R-RLA Residential Lake Area District, R-CR Country Residential District and R-CRE Country Residential Estate District) will not be supported by this ASP. However, existing R-RLA designations may remain.
- 2) The following policies apply to single family detached lots: 2. The overall average lot size of a subdivision shall be no greater than 0.40 acres (0.16 hectares). 3. The maximum lot size shall

<p>be 1.50 acres (0.61 hectares), however, Policy 2 above shall still apply. 4. The minimum lot size shall be 0.25 acres (0.10 hectares). The following policy applies to semi-detached dwellings: 5. The maximum, minimum and average lot size of a semi-detached dwelling shall be half of the lot sizes required for single family lots listed above</p>
<p>(e) Design Guidelines & Subdivision Standards 1. A development shall provide a minimum of 50% of the total parcel area that is to be developed as open space (including MR and remnant open space).</p>
<p>(e) Design Guidelines & Subdivision Standards 8. A Visual Impact Assessment, undertaken by a qualified professional, will be required for all developments proposed within 800 m of the lakeshore, undertaken by a qualified professional. The purpose of the visual impact assessment is to protect views (both to and from the water) and natural characteristics of the shoreline.</p>
<p>2.4 Sequence of Development: All new development within the Lake Development Area will connect upon construction with a regional wastewater trunk.</p>
<p>2.5.2 Residential (a) Single-Family Detached and Semi-Detached Residential: The average lot size in a subdivision shall be no greater than 0.40 acres (0.16 hectares) at a maximum density of one lot per acre. Development may occur on 60% of the parcel and the other 40% must be retained in its current or natural open space state</p>
<p>2.5.7 Municipal Reserves (b) Municipal Reserve Dedication in Back Lot Subdivisions Back lot subdivisions are those where no part of the property boundaries abut the lake or the lakefront ER strip. Lacombe County will require a full dedication of MR in these subdivisions.</p>
<p>2.5.7 Municipal Reserves (c) Public Access Levy In addition to the improvements to the municipal reserve as described in Section (a)(iv) above, every developer shall provide a “public access levy” as the amount determined by County Council from time to time. This levy is payable before final approval is given to the subdivision and is applied to lakeshore and backlot subdivisions.</p>
<p>4.2 Water states that groundwater servicing for new developments may be adequate to only continue for the short to medium term. A deferred servicing caveat will be required for all new developments, requiring them to connect to a regional water line at such time a regional water line is constructed. All developments will require Alberta Environment approval for groundwater extraction and must construct a communal servicing system that can be connected to the regional water line.</p>
<p>4.3 Stormwater Management states that for all new multi-lot subdivision proposals, a preliminary / conceptual stormwater management plan should be submitted for consideration of any rezoning application and to assist in the preparation of the supporting concept plan. Furthermore, as a condition of subdivision approval, a developer of every new multi-lot subdivision must prepare and submit a detailed stormwater management plan.</p>
<p>4.4 Other Utilities Extension of shallow utilities throughout the Plan Area shall be the responsibility of the developer.</p>
<p>4.5 Fire Protection All communal water supply systems that will service a new development shall have a reservoir of sufficient capacity and design, or an alternative acceptable to the County, to provide the required volume, pressure, level of service to the proposed development as deemed appropriate by the County and Alberta Environment.</p> <p>1. As part of an application for multi-lot/unit development, developers shall provide a fire protection plan to the Municipality in accordance with the Alberta Building Code and FireSmart Manual.</p>