

# **Land Use Planning Analysis**

## **Phase 2**

### **Drayton Valley Annexation Proposal**

Prepared for

Town of Drayton Valley

Prepared by

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## **1.0 INTRODUCTION**

### **1.1 Purpose of Report**

The purpose of this report is to modify certain aspects of a previous report, which examined the long-term growth requirements of the Drayton Valley urban community, to incorporate revised municipal boundary assumptions that were not considered in the previous report.

That previous report, entitled “Examination of Long-Term Growth Requirements of the Drayton Valley Urban Community” (referred to hereinafter as the “MACGL 2009 Report”), was prepared in January, 2009. It was prepared to determine whether a boundary expansion, proposed by the Town of Drayton Valley (the Town), would accommodate the growth requirements of the Drayton Valley urban community, and provide for the proper management of that growth to achieve an appropriate urban form 50 years in the future.

### **1.2 Background and Settlement Agreement**

The MACGL 2009 report was submitted as evidence by the Town to a public hearing convened by the Municipal Government Board (MGB) in November, 2010. The purpose of the MGB hearing was to consider the Town’s application for a comprehensive annexation proposal to expand its municipal boundary.

Upon commencement of the MGB hearing, the Town and Brazeau County (the County), the municipality administering the area proposed for annexation by the Town, entered into a Settlement Agreement to resolve their differences regarding municipal boundaries. Under the Settlement Agreement, the Town agreed to reduce the areas it was proposing to annex, while the County agreed to allow the Town to annex an additional area of land that had not been included within the Town's original proposed boundary expansion.

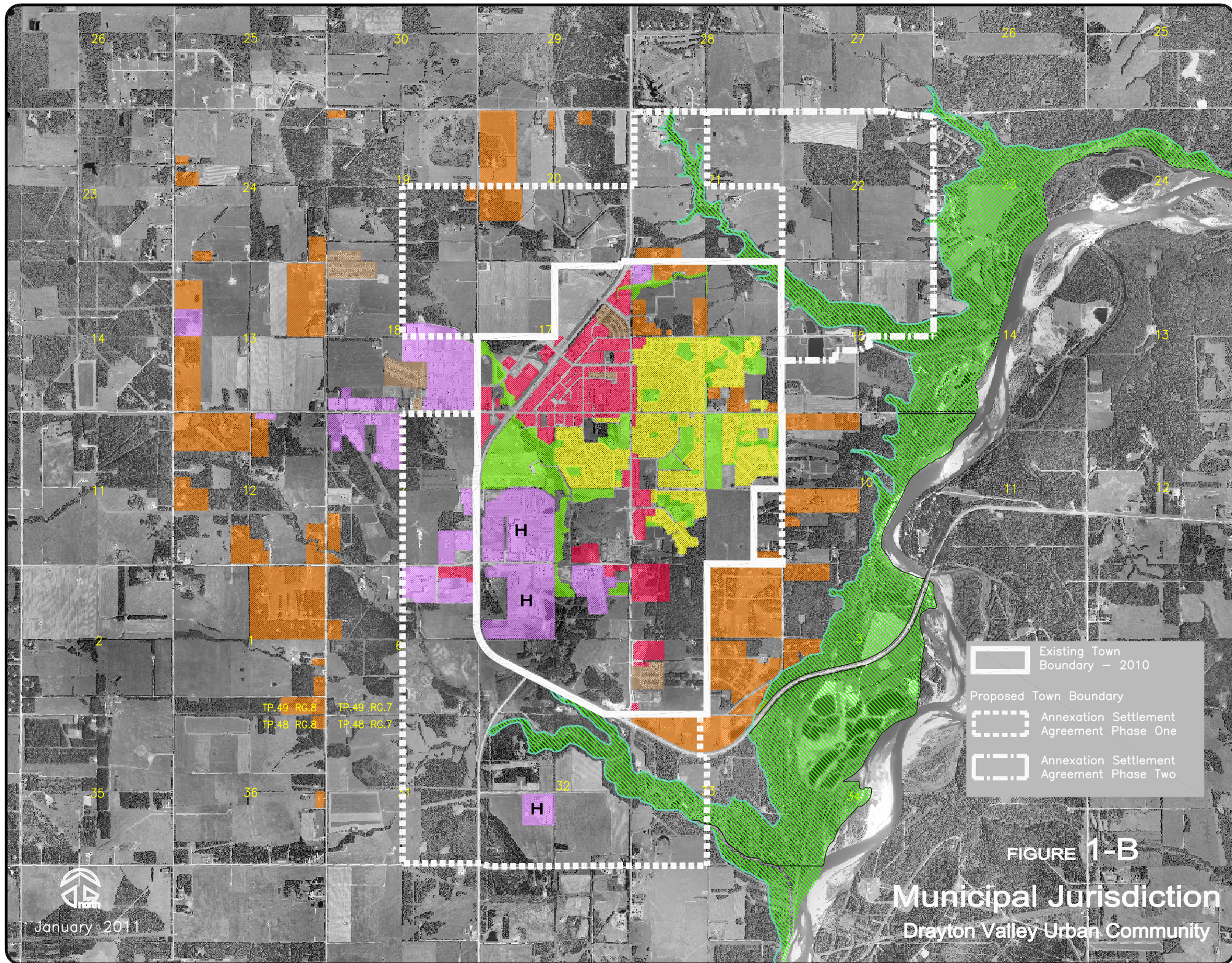
### 1.3 Revised Municipal Boundary Assumption

The Settlement Agreement is intended to define the future boundary for the Town, subject to required approvals being obtained from the MGB and Minister of Municipal Affairs. The future boundary of the Town is envisioned, by the Settlement Agreement, to be achieved in a two-phase sequence.

The portion of the original proposed annexation area which the Town and County have agreed should be annexed to the Town is referred to hereinafter as the Phase 1 Annexation Area (Phase 1). The additional area of land that the Town and County have agreed should be annexed to the Town is referred to hereinafter as the Phase 2 Annexation Area (Phase 2), and will be the subject of a new annexation application to be submitted by the Town in the near future.

The areas contained within the Phase 1 and Phase 2 Annexation Areas are illustrated on **Figure 1-B** in relation to the boundary of the Town as it existed in 2010.







The municipal boundary now contemplated by the Settlement Agreement is assumed in this report to be the future boundary of the Town. The urban growth projections contained in the MACGL 2009 Report are reviewed in this report on the assumption that the assumed future municipal boundary of the Town is implemented.

#### 1.4 Methodology

This report, prepared as a modification to the MACGL 2009 Report, utilizes the same base data described in the MACGL 2009 Report. As a consequence, the future growth requirements of the Drayton Valley urban community are examined from the statistical base of conditions as they existed in 2006, and considered over a projected growth period of 50 years from that date.

## 2.0 OVERVIEW OF LAND USE CONSEQUENCES OF SETTLEMENT AGREEMENT

### 2.1 General

The Settlement Agreement of November, 2010 between the Town and the County would have the effect of adding significant land areas to the Town, if approved by the MGB. However, the addition of the Phase 1 and Phase 2 expansion areas to the Town would require the modification of certain land use assumptions utilized in the MACGL 2009 Report to determine the effect of the Settlement Agreement on the long-term growth requirements of the Drayton Valley urban community.

### 2.2 Modifications of Land Use Assumptions

The Long-Term Land Use Concept that was envisioned for the Drayton Valley urban community by the MACGL 2009 Report is depicted on **Figure 9** of that report. It was based upon the assumption that the future boundary of the Town would be the boundary defined in the Town's initial annexation proposal.

The Long-Term Land Use Concept depicted on **Figure 9** of the MACGL 2009 Report incorporated the following basic elements:



- a) expansion of the established industrial and commercial land use areas to the west and southwest;
- b) expansion of existing urban residential areas in the Town to the east and north;
- c) consolidation of an existing area of country/estate residential development into extensions of established urban residential areas within the Town; and
- d) creation of a new urban residential development sector (the northwest sector) to the northwest of the established community core, on the west side of Highway 22.

In the event that the municipal boundary of the Town is expanded to incorporate the Phase 1 and Phase 2 annexation areas contemplated by the Settlement Agreement, the basic elements of the Long-Term Land Use Concept would be modified as follows:

- a) the expansion of the established industrial and commercial land use areas would be limited to a half-mile strip west of Highway 22, but expanded further to the north and south;
- b) expansion of existing urban residential areas in the Town would be restricted to the larger undeveloped parcels of land to the east and north;
- c) the existing area of country/estate residential development (now named Riverview by the County) would be retained within the jurisdiction of the County where, under prevailing area structure plans, it would remain as a relatively distinct lower density residential enclave; and
- d) the creation of a new residential development sector to the northwest of the established community core (the northwest sector) would not be feasible or desirable because the smaller land area available, in combination

with existing land use constraints, would not allow for the development of a sufficiently sized residential community in that location.

However, the addition of the land area contemplated by the Phase 2 annexation area would present the opportunity for the development of a new residential development sector (the northeast sector), similar in size to that which was originally envisioned as the northwest sector, to the northeast of the established community core. The possibility of the northeast sector being available to meet the long-term growth requirements of the Drayton Valley urban community is an assumption that is applied in this report to the basic data contained in the MACGL 2009 Report.

### 3.0 EFFECT OF SETTLEMENT AGREEMENT ON LONG-TERM GROWTH REQUIREMENTS

#### 3.1 Residential Growth Requirements

The long-term residential growth requirement for the Drayton Valley urban community was analyzed in Section 5 of the MACGL 2009 Report. It was determined that 678 hectares of land (Reference Table A-2, Section 5, of MACGL 2009 Report) would be required, outside the boundary of the Town, to accommodate future growth over a 50 year projection period. This 678 hectare land requirement assumed that residential growth would be managed to occur at an urban density of 10 units per gross acre, a density which somewhat exceeds the existing residential densities that have been achieved within the Town.

The areas that would be available and appropriate for future residential use under the Settlement Agreement are summarized on **Table 1**. These include lands that would be added to the Town under Phase 1 and Phase 2 of the Settlement Agreement, amounting to 537.27 hectares. This is somewhat less than the 678 hectare requirement identified in the MACGL 2009 report. It should be noted, however, that an area of land, amounting to 164.46 hectares, which is remaining in the County, will be available for future residential development as part of the Drayton Valley Urban Community.

The total amount of land available for residential development in the Drayton Valley Urban Community, therefore, including future development land in the Riverview area, would amount to 701.67 hectares. This would exceed slightly the 678-hectare requirement identified in the MACGL 2009 Report.

The determination of the 678-hectare requirement, however, assumed that future residential development would take place at a density of 10 units per semi-gross hectare. In order for this requirement to be met, it would be necessary to ensure that future residential development in both the Town and the County will take place at, or very near, the urban density of residential development assumed in the MACGL 2009 Report.

The achievement of appropriate densities will be influenced significantly by the density levels established by future statutory plans that will be prepared by the Town and County for residential development areas within their respective jurisdictions. These plans will include Municipal Development Plans, Intermunicipal Development Plans and Area Structure Plans that will be prepared, or amended, by the Town and the County to govern various portions of the subject area in future years. The actual densities that are achieved within future residential growth areas will ultimately determine the adequacy of the available growth areas to meet long-term growth requirements.

The pattern of future land use now envisioned, as a result of the Settlement Agreement, to accommodate the projected requirements for additional residential development is illustrated on **Figure 2-B**. This represents a modification of the future residential land use pattern depicted on **Figure 7** of the MACGL 2009 Report, and incorporates the following significant changes:

- a) deletion of the “northwest sector” previously envisioned for residential use;
- b) addition of the “northeast sector” encompassing the Phase 2 Annexation Area; and
- c) continuation and consolidation of the country/estate residential area of Riverview within the jurisdiction of the County.

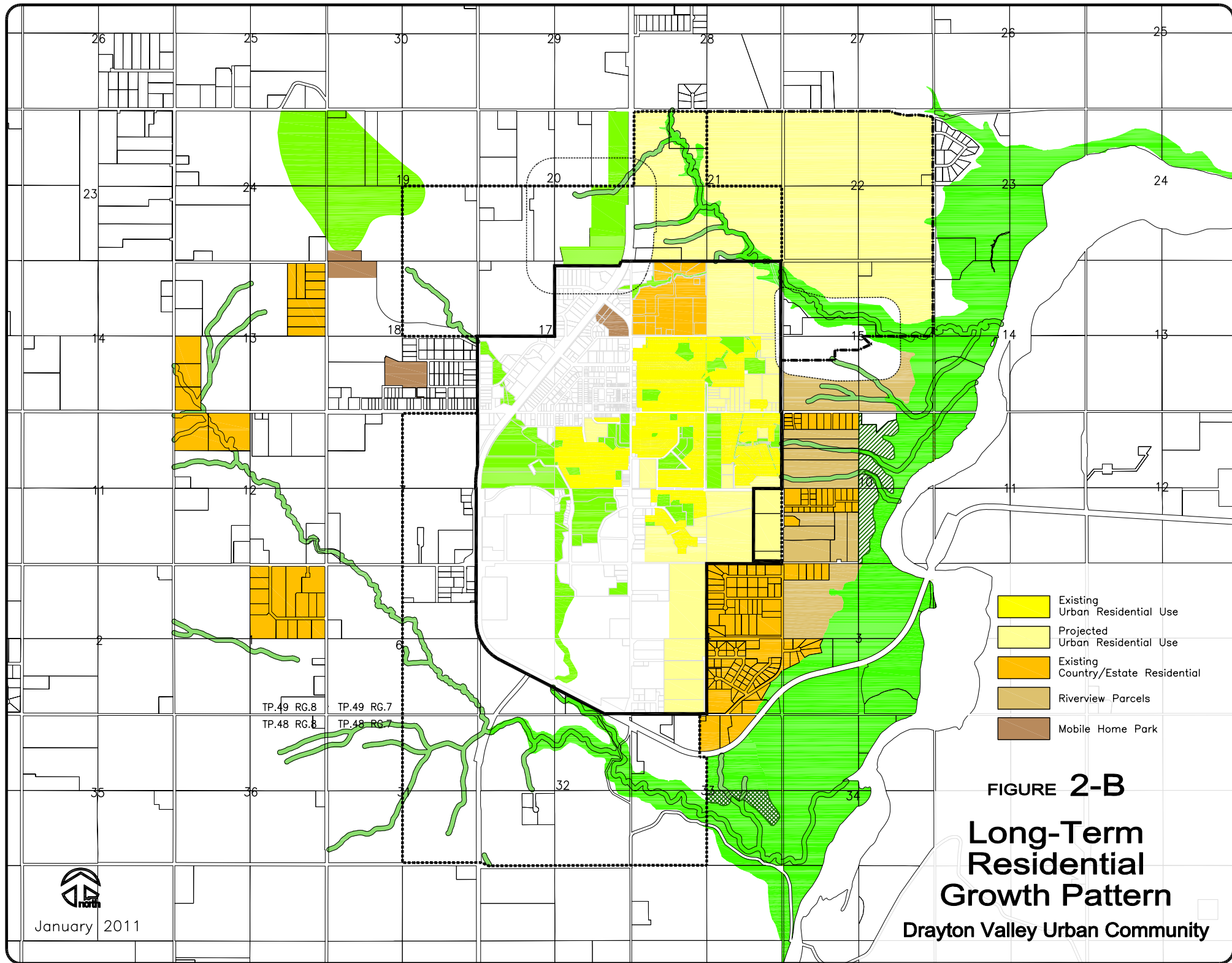


FIGURE 2-B

# Long-Term Residential Growth Pattern

Drayton Valley Urban Community



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# TABLE 1

## Summary of Future Residential Land Use Areas: Annexation Settlement Agreement

		<u>Gross Developable Land*</u>	
<b>Phase 1:</b>			
A.	Section 21 (West of Unnamed Creek)	80.85	
B.	"Riverview (West of Ring Road) SE ¼ Section 9:	<u>23.09</u>	
<b>TOTAL OF PHASE 1 AREA</b>		<b>103.94</b>	<b>103.94</b>
<b>Phase 2: Northeast Sector (East of Unnamed Creek)</b>			
A.	Section 21:	120.98	
B.	Section 20:	248.78	
C.	Section 15:	<u>63.57</u>	
<b>TOTAL OF PHASE 2 (Northeast Sector) AREA</b>		<b>433.33</b>	<b>433.33</b>
<b>Total Residential Land Area (Town)</b>			
<b>Phase 1:</b>		<b>103.94</b>	
<b>Phase 2:</b>		<b><u>433.33</u></b>	
<b>TOTAL (Town):</b>		<b>537.27</b>	<b>537.27</b>
<b>Riverview (Remainder In County)</b>			
A.	Section 15:	40.99	
B.	Section 10:	83.33	
C.	Section 3:	<u>40.14</u>	
<b>TOTAL (County):</b>		<b>164.46</b>	<b><u>164.46</u></b>
<b>TOTAL (Town and County):</b>			<b>701.67</b>

\*Measured in Hectares, includes well sites and pipelines.

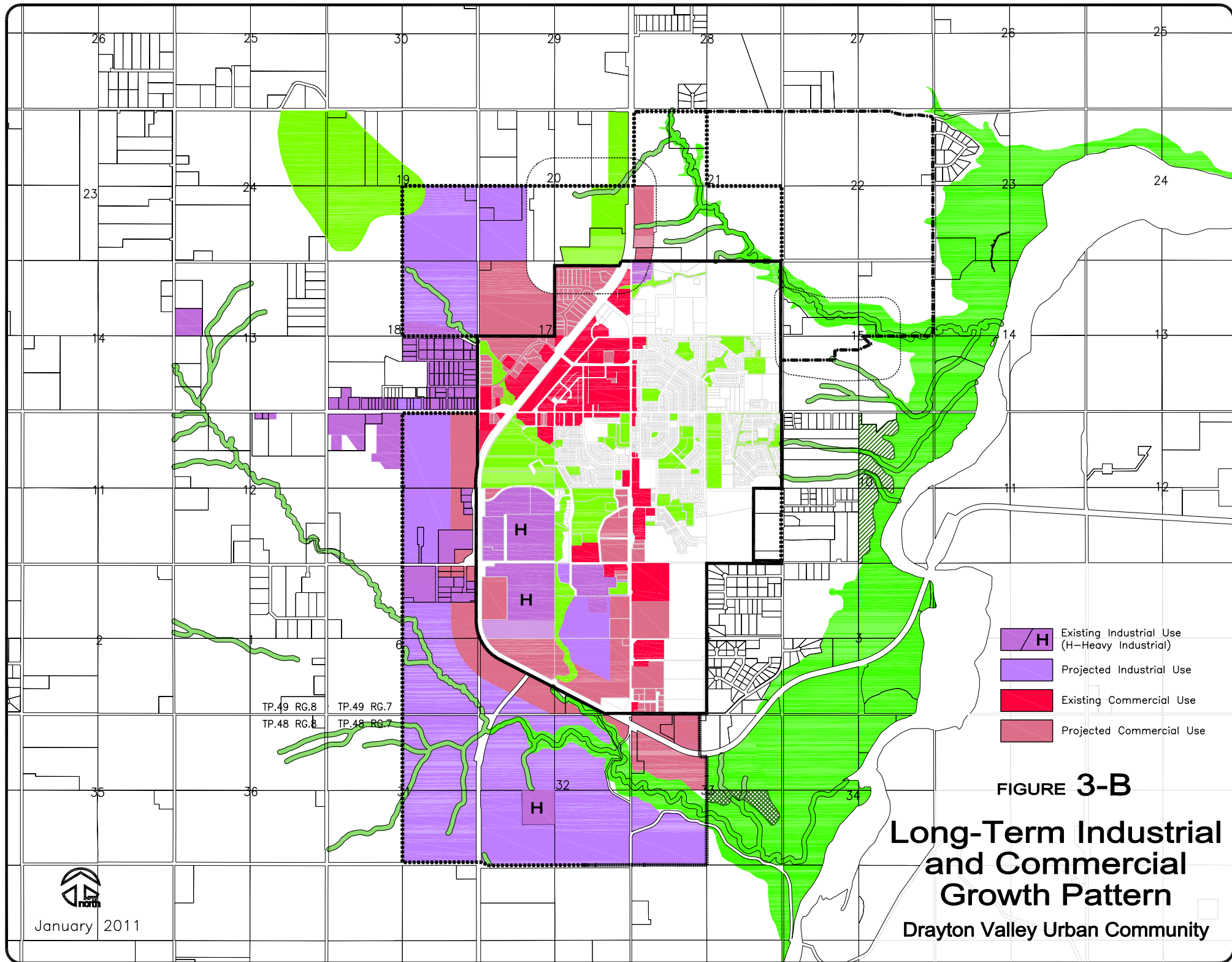
### 3.2 Industrial and Commercial Growth Requirements

The long-term industrial and commercial growth requirement for the Drayton Valley urban community was analyzed in Section 6 of the MACGL 2009 report. It was determined that approximately 768 gross hectares of land (reference Table A-10, Section 4 of MACGL 2009 Report) would be required, outside the boundary of the Town, to accommodate future growth over a 50-year projection period. This 768-hectare land requirement assumed that the form of industrial development would consist of light and medium types of industrial uses, but would not include provision for any heavy types of industrial use.

The areas that would be available and appropriate for industrial and commercial use under the Settlement Agreement are summarized on **Table 2**. These consist of lands that would be added to the Town under Phase 1 of the Settlement Agreement, amounting to 824.01 gross hectares. This land area would exceed slightly the 768 gross hectare requirement determined in the MACGL 2009 Report, and would thus provide a slight allowance for the operation of important market factors to ensure that the supply of available land allows for competition, choice, and flexibility.

The pattern of future land use now envisioned, as a result of the Settlement Agreement, to accommodate projected requirements for additional industrial and commercial development is illustrated on **Figure 3-B**. This represents a modification of the future industrial and commercial land use pattern depicted on **Figure 8** of the MACGL 2009 Report, and incorporates the following significant changes:

- a) extension of industrial and commercial uses northward into the northwest sector previously identified for residential use;



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- b) extension of industrial use further to the south of the Town's established core; and
- c) limitation of the westward expansion of the future industrial area to a corridor of land approximately one half mile in width, to the west of Highway 22.

**TABLE 2****Summary of Future Industrial/Commercial Land Use Areas: Annexation Settlement Agreement****Southwest Sector:**

		<b><u>Developable Land*</u></b>			
		<b><u>Industrial</u></b>	<b><u>Commercial</u></b>	<b><u>Total</u></b>	
A.	E ½ Section 7:	84.55	26.32	<b>110.87</b>	
B.	E ½ Section 6:	74.39	12.12	<b>86.51</b>	
C.	E ½ Section 31:	110.11	0.00	<b>110.11</b>	
D.	S ½ Section 5:	17.79	18.29	<b>36.06</b>	
E.	Section 32:	183.58	2.80	<b>186.38</b>	
F.	W ½ Section 33:	44.31	29.62	<b><u>73.93</u></b>	
<b>SUB-TOTAL (Southwest Sector)</b>				<b>603.86</b>	<b>603.86</b>

**Northwest Sector:**

A.	NE ¼ Section 18:	51.14	0.00	<b>51.14</b>	
B.	SE ¼ Section 19:	57.94	0.00	<b>57.94</b>	
C.	NW ¼ Section 17:	64.90	0.00	<b>64.90</b>	
D.	SW ¼ Section 20:	46.17	0.00	<b><u>46.17</u></b>	
<b>SUB-TOTAL (Northwest Sector)</b>				<b>220.15</b>	<b>220.15</b>

**Combined Industrial/Commercial Land Use Areas:**

Southwest Sector				<b>603.86</b>	
Northwest Sector				<b><u>220.15</u></b>	
<b>TOTAL</b>					<b>824.01</b>

\*Measured in Hectares

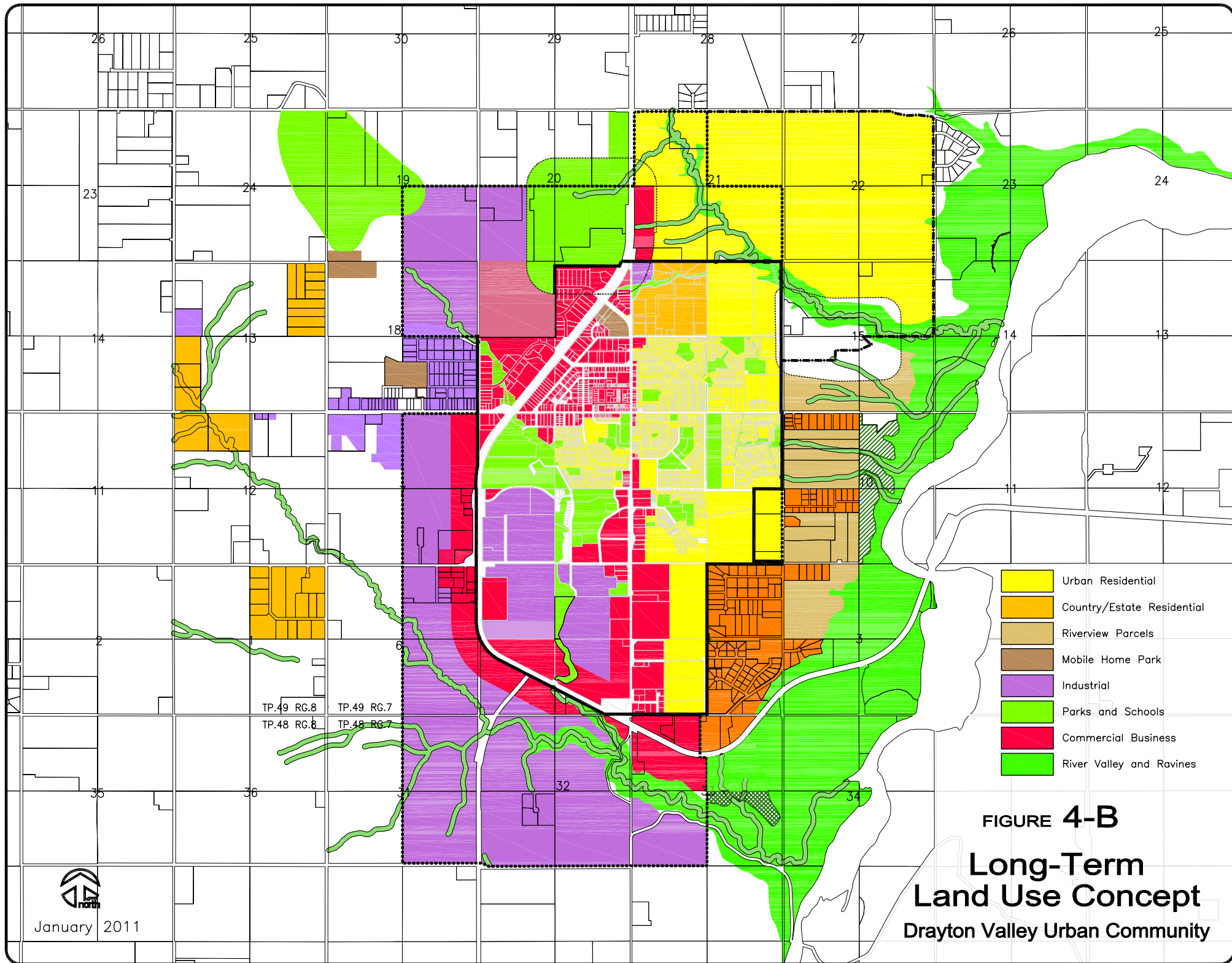


## 4.0 LONG-TERM LAND USE CONCEPT

### 4.1 Modified Long-Term Land Use Concept

The modified long-term growth patterns projected on **Figure 2-B** for residential development and on **Figure 3-B** for industrial and commercial development, when combined, create a long-term land use concept for the Drayton Valley urban community that is outlined on **Figure 4-B**.

The modified long-term pattern that is projected for future residential growth will create a contiguous and cohesive area of residential development distributed relatively evenly around the established core of the community. The elimination of the northwest sector, previously envisioned for residential use, creates the advantage that all future residential development areas will be located east of Highway 22, allowing those areas to be more effectively integrated with each other into a more cohesive and self-contained residential land use area. A minor challenge created by the modified long-term residential land use pattern is the retention of the Riverview country/estate residential enclave within the County. The future management of development within this area will require a co-ordination of planning and servicing initiatives by the Town and County, in order to ensure that the Riverview area becomes a positive and attractive component of the larger urban area. This will be achieved by maximizing inter-connections with the adjacent development pattern of the Town, while minimizing any conflicts that could arise between the urban areas of the Town and the semi-urban areas within the County.

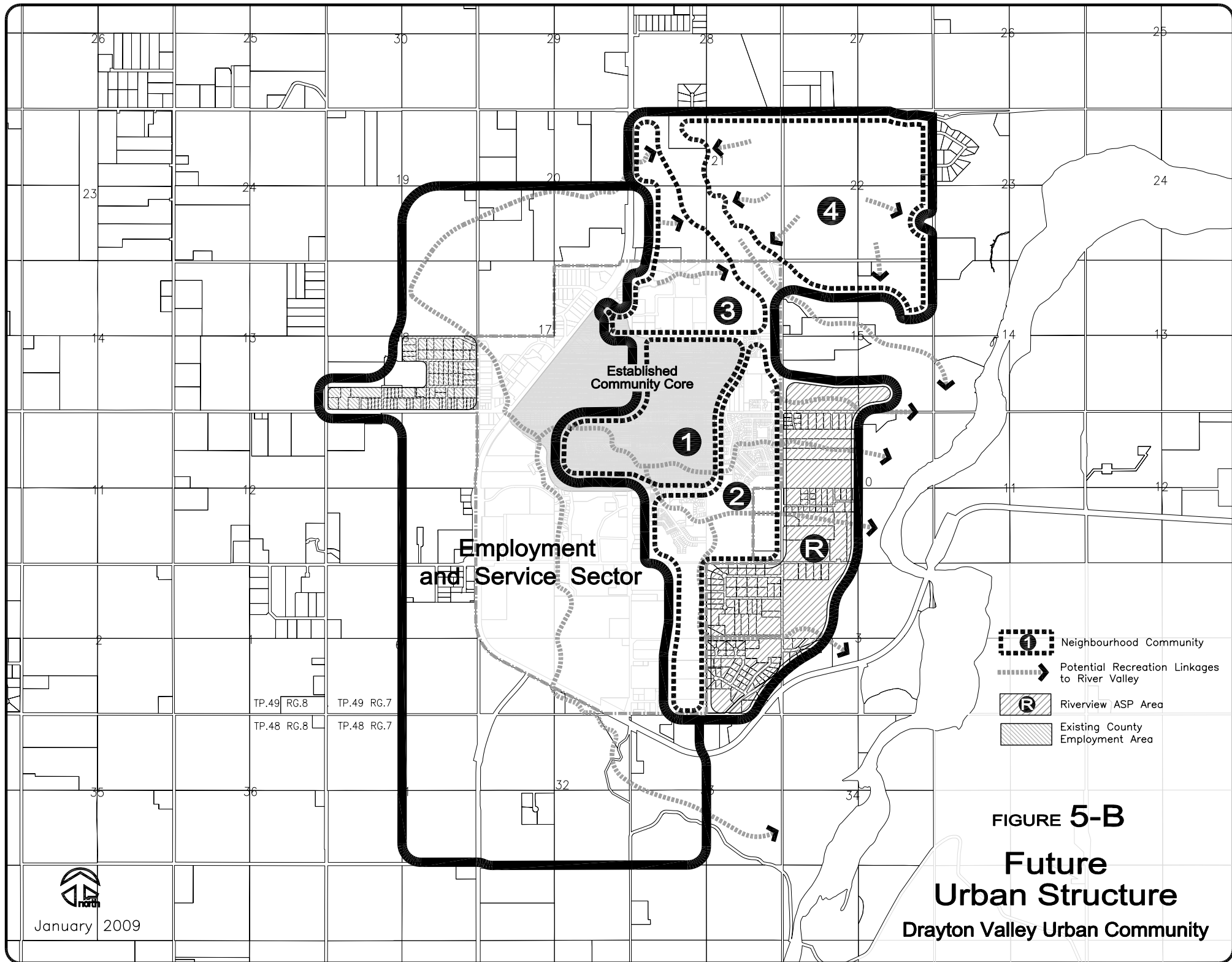


The modified long-term pattern that is projected for industrial and commercial growth will also create a more self-contained and unified employment sector within the community. The elimination of future residential use from the previously envisioned northwest sector allows for the expansion of commercial and higher quality industrial uses further to the northwest, thereby expanding the critical mass of the existing cluster of these uses adjacent to the established core. The modified industrial and commercial expansion area, though narrower and elongated, will provide for a wide range of business and industrial activities in distinct and separate sectors along the west and south edges of the established urban core. A minor challenge will arise from the exclusion of an existing area of predominantly rural industrial land use that would remain within the jurisdiction of the County (in the South Half of Section 18). The exclusion of this area will require a degree of intermunicipal co-operation and co-ordination between the Town and County to ensure that existing and future infrastructure development, particularly roadway development, achieves functional linkages to maximize the efficiency of connections to the larger development pattern. An advantage, however, arising from the modified pattern of projected industrial land use is that the expansion of this area further to the south provides some opportunity to incorporate a limited amount of heavier types of industrial uses in that area, provided that such uses are planned in a manner to be compatible with other types of adjacent industrial use. The availability of this more southerly industrial land use area also presents the possibility that some existing heavy industrial uses, now located within the Town, may be relocated at an appropriate time in the future, to a more southerly location.

#### 4.2 Modified Future Urban Structure

The long-term land use pattern depicted on **Figure 4-B** represents a logical evolution of the established land use structure of the community. It will create a modified future urban structure for the Drayton Valley urban community as depicted on **Figure 5-B**.

This modified future urban structure represents an improvement over the future urban structure envisioned by **Figure 10** in the MACGL 2009 Report to the extent that future residential growth can be accommodated within a contiguous area, adjacent to the established community core and east of Highway 22. It also provides the potential for the creation of a larger core of commercial development to the northwest of the established community core, re-enforcing the existing function of that area. It further provides the possibility of incorporating some limited heavy industrial uses within the southern extension of the future industrial growth area. The modified future urban structure, however, will require a level of co-operation between the Town and County to ensure that the Riverview residential area, and the enclave of existing industrial development located in the South Half of Section 18, will be functionally integrated into the neighboring patterns of urban development to ensure that they become a positive and attractive component of the Drayton Valley urban community.





## **5.0 FUTURE DEVELOPMENT MANAGEMENT ISSUES**

The expansion of the Town's boundary as contemplated by the Settlement Agreement raises a number of issues that will need to be addressed as the urban development pattern of the Drayton Valley urban community evolves toward the future urban structure depicted on **Figure 5-B**.

First, the management of land use planning and development around the periphery of the new Town boundary will require the Town and County to consider what future land uses are appropriate for that area, and then prepare and approve an Intermunicipal Development Plan (IDP) to provide land use certainty and management direction for the area. Consideration of appropriate densities for future residential development in the Riverview area, and co-ordination of transportation and utility systems within areas of existing residential and industrial use, will be issues that should be addressed in the IDP.

Second, the planning and development of transportation and utility systems within the IDP area (future urban fringe area) should address the issue of development standards, including standards for the development of new roadways and utility systems, as well as the potential upgrading of existing facilities where required. Facilities within areas of urban or quasi-urban land use should, where feasible, be developed or upgraded to urban standards to create as much consistency in the quality of service that is available to all residents and uses in the community as is possible.

Third, the provision of "soft" services such as recreation, social services, and emergency services should be provided to residents of the community at an equal or similar standard, and costs apportioned appropriately between the Town and County to ensure that such services are utilized, and paid for, on an equitable basis.

And four, the sufficiency of the land supply within the expanded Town boundary should be monitored to ensure that the available supply is sufficient to allow for the proper functioning of the land market. Although it is very likely that the supply of land available within the Town following the addition of the Phase 1 and Phase 2 Annexation areas will be sufficient to meet foreseeable growth requirements, and provide allowance for necessary market factors for a period of at least 20 to 25 years, the situation should be examined periodically to ensure that the available supply of land is sufficient to meet foreseeable demand.

## **6.0 SUMMARY AND CONCLUSIONS**

### **6.1 Adequacy of Future Land Supply**

The land areas that would be added to the Town under the Phase 1 and Phase 2 Annexations contemplated by the Settlement Agreement would provide the Town with an adequate supply of land to meet its projected growth requirements for several decades.

The long-term residential growth requirement of the Drayton Valley urban community can be accommodated by future urban density residential development of portions of the Phase 1 and Phase 2 Annexation areas, in combination with development of currently undeveloped portions of the Riverview area within the County. The density of development within these areas of future residential development should be monitored periodically to ensure that the supply of available land remains sufficient to meet projected requirements and allows for the effective operation of market forces in the residential land development process.

The long-term industrial and commercial growth requirement of the Drayton Valley urban community can be accommodated by development of lands that would be located within the Town under the provisions of the Settlement Agreement. As is the case for the residential land supply, the amount, density, and type of industrial and commercial development that takes place within the Town should be monitored periodically to ensure that the supply of available land remains sufficient to meet projected requirements, and allows for the effective operation of market forces in the industrial and commercial land development process.

## 6.2 Long-Term Land Use Concept and Urban Structure

Expansion of the Town's boundary as envisioned by the Settlement Agreement will allow the Town to manage its future growth in a manner that will achieve a compact, functional, and efficient land use pattern as depicted on **Figure 4-B**. This pattern of future land use will create an urban structure, illustrated on **Figure 5-B**, that will allow the existing pattern of development within the Town to evolve, gradually and incrementally, into a larger version of the existing community. The future urban structure will ensure that the established community core will be re-inforced by the expanded residential sector and the expanded employment and service sector, while each sector evolves as a separate and distinct component of the larger community.