



DRAYTON VALLEY

'Pulling Together'

BYLAW NO. 2012/27/D

Municipal Development Plan

WHEREAS and pursuant to Part 17, Section 632 of the *Municipal Government Act 2000*, being Chapter M.26.1 of the Revised Statutes of Alberta, the Council of a municipality with a population of 3500 or more must by bylaw adopt a municipal development plan;

AND WHEREAS Section 632 of the *Municipal Government Act*, being Chapter M.26.1 of the Revised Statutes of Alberta, requires the Council of a municipality to hold a Public Hearing and advertise such a bylaw in accordance with Sections 230 and Section 606 of the *Act* respectively;

AND WHEREAS Council deems it appropriate to adopt a new Municipal Development Plan at this time;

NOW THEREFORE, the Council of the Town of Drayton Valley, duly assembled, hereby enacts as follows:

1. **THAT** Schedule "A" attached hereto and forming part of this Bylaw shall be referred to as the "Municipal Development Plan".
2. **AND THAT** this Bylaw shall come into force and have effect from and after the date of third reading thereof.

READ A FIRST TIME THIS 12TH DAY OF DECEMBER, 2012, A. D.

MAYOR

TOWN MANAGER

PUBLIC HEARING HELD THIS 20TH DAY OF FEBRUARY, 2013, A. D.

READ A SECOND TIME THIS 20TH DAY OF FEBRUARY, 2013, A. D.

MAYOR

TOWN MANAGER

READ A THIRD AND FINAL TIME THIS 20TH DAY OF FEBRUARY, 2013, A. D.

MAYOR

TOWN MANAGER

Municipal Development Plan



Bylaw 2012/27/D



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PART ONE: BACKGROUND

1.1 Introduction

In 2003, Gerald Hodge wrote:

Community planning is an activity with many facets. It comprises several types of plans and a variety of processes, but it is not a random set of plans and processes. It has a coherence that is provided by the comprehensive community plan. Like the keystone in an archway, the community plan ...is the fundamental component of community planning. It is the component that provides both the context and the *raison d'être* for detailed plans and regulations. It is the criterion for judging private development proposals and public investment decisions, and for making regulations with regard to land use. Indeed, the latter, which include zoning by-laws and capital budgets, are often referred to as "tools" for implementing the community plan, thus indicating their dependence on the overall plan.

Seen in this light, the community plan is more than a design for improvement of the physical environment, more than a statement of what the community wants to become. The community plan plays a distinctive role in governing a community.

Drayton Valley's commitment to the community and its growth requires the development of long range planning documents, such as this Municipal Development Plan (referred to above as a "community plan"), which support, critique and guide our planning decisions.

The challenge of the Drayton Valley Municipal Development Plan (MDP) is to aid in the creation of a community which will impact the future forever – a piece of architecture, a character, an image, that everyone is proud of.

This MDP will be a guide for the management of the land uses within the Town and how we develop those lands with future-focused thinking. The reader of this MDP will find policies regarding future land use, the manner and proposals for future development, provisions for transportation systems and the provision of municipal services and facilities and the coordination of land use and infrastructure with the adjacent Brazeau County. Pursuant to section 632 of the *Municipal Government Act*, this MDP must also contain policies with regard to sour oil and gas facilities, as well as municipal and school reserve lands.

More than an administrative handbook, the Drayton Valley Municipal Development Plan is intended to be a document that both reflects on our strengths and inspires us to a new vision. It should act as a means of prompting thoughtful development and careful consideration of patterns of development. It will also act as the community's guide and provide a vision for our collective future.

1.2 Regional Setting

Drayton Valley is located about 140 km southwest of Edmonton. The town is situated in the heart of Brazeau County, atop a high plateau between the North Saskatchewan River and the Pembina River. This is shown on Map 1.

The town is sited where the agricultural land of the east meets the forested foothills of the west. As the largest community within Brazeau County, with a population of 7,045 in 2011, Drayton Valley continues to be the prime focal point of the region because of its many services and attractions.

Drayton Valley functions as a regional government / economic centre to communities within a 50 to 75 kilometre radius, including Breton, Entwistle, and many other rural communities.

The highway network around Drayton Valley is very convenient for travel to Edmonton, Red Deer, Calgary, Grande Prairie and the mountain parks. Highways 22 and 39 connect comfortably with Highways 2, 16 and 43, the three major road linkages in northwest Alberta. The provincial plan for the replacement of the local North Saskatchewan River bridge, now under construction, will aid in creating the safe, comfortable travel one can expect of the area.

Drayton Valley is also accessible by Secondary Highway 620 (Sunchild Road) which travels to Lodgepole and Brazeau Dam and is being upgraded through the support of the provincial government.

The Drayton Valley Airport serves both the recreational and business needs of the area. It is larger than most rural airports. It is open 24 hours a day, and has all-weather facilities and a 5,066 foot runway that can accommodate every type of private aircraft including business jet traffic, up to a 737 and a Dash-8. The airport is 7 km from downtown Drayton Valley and is easily accessible from Highway 22.

1.3 History

Settlement in the Drayton Valley area began at the turn of the 19th century. The first settlers of Drayton Valley made their living as either lumbermen or trappers. In 1930, the Anglican Church established a mission in the hamlet of Drayton Valley, providing it with a nurse to care for the medical needs of the small community. 1936 saw the construction of the Anglican Church in Drayton Valley.

The economic base in Drayton Valley's infancy was largely the lumber industry, which employed 300 to 400 bush workers in 1930. Until the discovery of oil in 1953, the forestry industry, along with the growing agricultural operations in the area, remained the mainstays of the community.

Just before the discovery of oil, only about 75 residents permanently lived in Drayton Valley. The development was then concentrated around the intersection of what is known today as 50th Street and 50th Avenue. Two churches, a post office and a two-classroom school were the focus of the community. After the oil boom, the community facilities were outgrown overnight.

Rapid expansion created the usual growing pains and in 1954 the community came under the jurisdiction of the Town and Rural Planning Branch of Alberta Municipal Affairs. The department laid out the new expanded town site on a modified grid pattern. The commercial core was to be near the older existing portions of the hamlet, while industrial development would be to the west and residential to the east.

During the first few years, the main direction of growth for industry was westward along 50th Avenue with later expansion extending northwards along Industrial Road. Residential growth progressed east and then south.

In the 1960s, the population began to decline as automation in the oil industry reduced the number of jobs in the Drayton Valley area. The industry stabilized in the 1970s and kept the town growing at a modest rate throughout the decade. During this period, the residential population continued to grow and develop to the south, although plans were being made to extend residential land uses to the east and north.

The 1980s and 90s saw a major shift in the layout of the town with the construction of what is today the Weyerhaeuser sawmill and OSB plant. The direction of residential growth was adjusted and the town became less reliant on a single industry and thus became far more stable. The community also continued to become more of a regional centre, housing the offices of some provincial services, as well as becoming the seat of the new Municipal District of Brazeau, which was formed in 1988.

The planning changes brought about by the industrial growth have included a residential shift to the north and east, an expansion of commercial development and a greater focus on the importance of Highway 22. Drayton Valley will expand yet more on all of these land uses as its position as a regional centre is reinforced.

Drayton Valley has always been technologically inclined. The Town of Drayton Valley was the first rural town with local dial-up access to the Internet. In the summer of 2003, Drayton Valley became one of the first rural towns connected to the Supernet fibre service constructed by the Alberta Government. The ensuing wireless partnership has made high-speed service readily available to residents and businesses.

1.4 Demographics

Over the past ten years, Drayton Valley has grown from 6,090 to 7,049 people, an increase of about 100 people or 1.5% a year. This compares with annual growth of 2.0% for Alberta as a whole. If the town continues to grow at 1.5% annually, it will reach 10,000 (and gain city status) by 2034. At an annual growth rate of 2.0% the town will reach that milestone by 2030.

The average household size in Drayton Valley has 2.6 people, so one hundred new residents a year will require about 38 new houses or apartment suites a year, plus replacements for older homes which are demolished. The actual number will of course vary from year to year, depending largely on the state of the economy, but the Town needs to ensure that there is sufficient serviced land available to meet all reasonable needs.

The 2011 census showed that Alberta has one of the youngest populations in Canada. Young adults make up a higher proportion of the population in Drayton Valley than in Alberta as a whole. Drayton Valley also has a higher proportion of children than Alberta as a whole. In 2011 there were 1,465 children aged 5 to 19 in Drayton Valley. In 2016 there will likely be 1,525. Unlike many places, Drayton Valley needs to plan for more schools.

Drayton Valley has a smaller proportion of over-60s than Alberta as a whole, but that will change rapidly: in 2011 there were only 235 people aged 60 to 64, but 385 aged 55 to 59, and 450 aged 50 to 54. If all these people choose to stay in Drayton Valley when they retire, there could be a boom in buildings for seniors.

Population history, growth projections, and age structure are shown in Figure 1.

1.5 People and Social Needs

The priority of the Municipal Development Plan is, of course, land use - the physical attributes of a municipality's design. However, no development plan is without the influence of the citizens of the community.

The placement of roads, buildings, and industrial developments matter because they lie within our neighbourhoods, school zones and places of work. It is the goal of Drayton Valley to ensure that the town is more than a series of structures; the locations of parks, creation of zones specific to industry, design of neighbourhoods and enhancements to business areas all contribute to a greater sense of pride and satisfaction within residents.

This plan is aimed not only with creating a practical and feasible plan for growth. This plan is also concerned with creating an area in which individuals and families feel a sense of comfort and have continued opportunities for quality leisure and recreational opportunities, irrespective of age, gender or economic standing. Municipal Development Plans in themselves are merely guidelines – the development of the community is the ultimate goal.

This plan tries to look at the result of our physical development and address what that translation means to the social life of the community. The plan will try to develop goals based on the social needs of the community.

The social needs which this MDP seeks to address include:

- Integration and accessibility of natural spaces and parks.
- Variety, reflected in a mix of housing densities, variation among neighbourhood designs, and an enthusiasm for developing buildings of varying heights.
- Equality of opportunity, reflected in opportunities for seniors, children, the economically disadvantaged, through broad access to services, and in the rejuvenation of older portions of town.
- Image-building to be a component of Town operations, reflected in both architectural freedoms and encouragement of re-development.
- Environmental consciousness, reflected in the preservation of natural areas, the enthusiasm for active outdoor life and programs to encourage pedestrian activity and presenting the community as being clean and green.
- Locally produced foods accessible to all residents in the community, through community and commercial gardens.

- Safety and security, reflected in the policies aimed at the creation of defensible space and emergency access
- Recreation service, reflected in reserve policies and facilities expansions, and
- community identity, reflected in legible urban patterns and consistent municipal design qualities.

1.6 Recent Accomplishments

It is useful to list some of Drayton Valley's accomplishments in the twelve years since the previous Municipal Development plan was written.

The Early Childhood Development Centre (ECDC), which is one of only four municipally run child care centres in the province, was opened in March 2008. The numbers of children and families served by this facility reflect that it has filled a significant need within Drayton Valley and the surrounding area. Intended not only to provide for the day-to-day care and development of the community's children, the ECDC provides an integrated service delivery facility where the whole community is working together to ensure the health and well-being of our children and families. The ECDC also serves as the region's Day Home Agency, providing another quality child-care program for residents of Town and County.

The Mackenzie Conference Centre opened its doors in December 2008 and offers the community a state-of-the-art facility designed to provide space for 416 people in a dining setting and 522 people in a lecture setting. Combined with the banquet space available in the connected curling lounge, the capacity and functionality of the conference centre is unmatched. The Mackenzie Conference Centre is expected to contribute significantly to Drayton Valley's economy, as well as providing a fantastic venue for any group function.

The Affordable Housing Initiative is another example of the community pulling together to care for its citizens. Having obtained 18 units for affordable and transitional housing, Drayton Valley has given to its citizens the dignity of safe, healthy and affordable living conditions and the advantage of financial training to plan a better future for themselves and their families. The Town's initiative does not stop at the purchase of these 18 units, as the Town has also constructed an additional 8 units of housing that are intended to meet more of the diverse necessities of our residents.

The Humans Helping Humans group, a non-governmental organization, has constructed a duplex which now houses two families in need of a "hand up, not a hand out".

The Rotary Children's Library (next to the Mackenzie Conference Centre) provides a second library location near Holy Trinity Academy and the main recreation grounds.

The Eleanor Pickup Centre for the Performing Arts opened in 2006 in the former Cardium Theatre.

The Seniors' Wellness Program provides several hundred seniors with access to existing wellness programs in Drayton Valley and area, as well as FCS programming that encourages participation, provides education, and reduces isolation.

Cause for Critters, another non-government initiative, provides a temporary home for a local animal rescue organization.

Holy Trinity Academy, a brand new building in West Valley Park, is the Catholic Board's first stand-alone high school in Drayton Valley.

H. W. Pickup Junior High School, having outgrown its old building, now has a new building in a new location.

The National Award for Sustainability was presented to Drayton Valley by the Federation of Canadian Municipalities in 2012 in recognition of the progress the Town has made in achieving its sustainability goals.

Eagle Points Provincial Park and Blue Rapids Provincial Recreation Area, located just outside Drayton Valley, provide a variety of motorized and non-motorized recreation opportunities for residents of central Alberta.

1.7 A Vision for the Future

Now, having accomplished so much to meet the social needs of our citizenry, the Town is turning its attention to the evolution and advancement of our economy. We are striving to bring new and vital industry to Alberta and particularly, to Drayton Valley. We believe that the creation of a new Bio-Mile will not only bring new business, but also new energy and renewed enthusiasm, to the community.

The Plan's vision for Drayton Valley includes:

- A sustainable community: the principles laid out in the Town's 2009 Sustainability Plan have been incorporated into this MDP.
- A thriving, pedestrian-friendly downtown core, recognizable as the heart of our community
- The revitalization and densification of mature neighbourhoods
- Consistent and familiar patterns in our respective residential neighbourhoods
- Ecological respect, pride in appearance, and usefulness of park systems
- Building on the amenities that the Town already has, by building a new aquatic centre, an agriplex, a skateboard park, and off-leash dog park.
- Recognition of our policy strengths and weaknesses and action to correct and highlight each, respectively, and
- Building on existing industrial land uses, relying on value-added operations, to become a bio-industry centre for the province.

PART TWO: THE PLAN

2.1 Land Base

In 2011 and 2012 the Town, with the consent of Brazeau County, annexed approximately 4,566 acres, all or part of 32 quarter sections. The Town now contains approximately 7,788 acres. In the formal Settlement Agreement, the Town agreed that this provides sufficient land for fifty years of growth, and it will not seek any further annexation unless the population exceeds 19,362, or the owner of land now in the County requests to have it annexed. Map 2 shows recent annexations.

A municipal development plan is usually updated every ten years, so the Town boundary is assumed to remain unchanged for the life of this document.

2.2 Environmental Constraints on Development

Natural and man-made constraints will limit development in some parts of Drayton Valley. Some of these are shown on Map 3:

- steep or unstable slopes
- major fire hazards, especially those caused by concentrations of flammable materials
- active and abandoned oil and gas wells
- lease sites and pipelines
- areas close to sewer lagoons and landfills
- land under airport runway approaches

Other constraints, not shown on Map 3, include

- areas prone to flooding
- areas at risk from sour gas leaks
- storage sites for farm chemicals, anhydrous ammonia storage, welding gases, etc
- contaminated land, including old gas stations, whether or not they are registered under the Alberta Government's MUST program.

Policy statements:

- 2.2.1 The Town will map environmental hazards, including unregistered pipelines and abandoned oil and gas wells, and will make these maps available to landowners and developers.
- 2.2.2 The Town will make it clear to landowners and developers that there may be additional, unknown hazards, and landowners and developers must take due diligence and satisfy themselves that sites are safe.
- 2.2.3 The Town will co-operate with provincial agencies to set safe separation distances from hazard areas.

- 2.2.4 The Town's standard Development Permit may be amended to bring these points to the attention of landowners and developers.

2.3 Servicing

The Town and County recently commissioned a firm of engineering consultants to determine how the land in and around Drayton Valley could be serviced with water and sanitary sewer. Associated Engineering did not examine the land south and west of Highway 22 in sections 31, 32, and 33 in township 48-7-5, as that area will probably not be developed for many years, but they showed that all areas likely to be developed in the foreseeable future can be serviced by municipal systems.

Sanitary sewer service is expensive, and it will be even more expensive on the far side of North Creek and in some areas west of Highway 22 because of the need to construct lift stations and/or force mains. Faced with these costs, landowners may ask if they can use self-contained sewer systems. This has an immediate benefit, but in the long term it can cause major problems as private sewer systems fail.

Policy statements:

- 2.3.1 All new development in Drayton Valley must connect to the municipal sewer system.
- 2.3.2 The Town may nevertheless allow development before sewer service is available if certain strict conditions are met:
- All new inhabited buildings must be constructed with a sewer line to the road, with a holding tank installed along the line inside the property. Until the municipal system is operational, the sewer line will be closed off at the road. The tank will be pumped out as needed, and the effluent hauled away for treatment.
 - Once the municipal system is operational, the holding tank must be abandoned, and the sewage will flow directly to the gathering system in the road.
 - The owner must pay the full cost of connection, including the off-site costs incurred by the Town.
 - The requirement to abandon and connect to the municipal system and to pay for all necessary work will be enforced through an agreement registered on and running with the land title.
- 2.3.3 All new development which requires water must connect to the municipal water system.
- 2.3.4 Where there is no municipal water line in the adjacent road, the Town may allow the use of wells or water hauling, but in that case, the Town will register a development agreement on the title to the land, in which the owner agrees that
- the private water system will be abandoned as soon as municipal service is available, and

- the owner will pay the full cost of connection, including the off-site costs incurred by the Town.
- 2.3.5 The Town recognizes that some types of industrial development do not require water and sewer service. An area structure plan for an industrial development may therefore waive the requirement for piped services (see section 2.16.3).
- 2.3.6 The Town encourages developers to use "green" storm water management, which minimizes snow melt and storm water runoff. One proven technique is to trap this water in permeable basins where it is absorbed into the soil. In order to improve the economics of this for developers, the Town may reduce its drainage off-site levies where runoff is reduced.

2.4 Overall land use plan

Map 4 is a generalized map of the expected future land uses in Drayton Valley. It is based on two sources:

- *An Examination of the Long Term Growth Requirement of the Drayton Valley Urban Community*, prepared as an internal background paper for the proposed annexation (Mackenzie, 2009), and
- *The Intermunicipal Development Plan* adopted by the Town and Brazeau County in 2012, and specifically the Future Land Use Concept presented on Figure 6 of that document (Lovatt, 2012).

In some areas, the uses shown on Map 4 conflict with existing Town documents. These discrepancies must be addressed so that the Town's planning documents are mutually consistent.

Policy statements:

- 2.4.1 Map 4 expresses the Town's current thinking about the direction of growth.
- 2.4.2 Where the land uses shown on Map 4 conflict with existing Area Structure Plans (ASPs) or other planning and design documents, Map 4 will govern.
- 2.4.3 Any ASP which conflicts with Map 4 will be amended or repealed. Map 5 shows existing ASPs, and which ones need to be changed.
- The Spruce Meadows and 50th Street East ASPs designate these areas for large, unserviced residential lots. This sort of development is inappropriate in an urban municipality: see Policies 2.3.1, 2.3.3, and 2.4.3. New ASPs will designate the land for fully serviced lots.
 - The Power Centre ASP provides for residential lots. This is inappropriate because there are no parks or schools on that side of Highway 22. The residential component will be deleted from the ASP.

- The Celebrity Estates ASP shows only a single road access to 50 Street. A second access is required to comply with Policies 2.7.10 and 2.13.4.

2.4.3 Consistent with section 2.3 of this document, all new development inside the Town boundaries must be serviced by municipal water and sewer. Proposals for unserviced development will be directed to the County.

2.5 The Downtown Core

Ideally, downtown is a focal point, a gathering place, an activity centre, and an example to the rest of the community.

In the 1960s, Drayton Valley's downtown commercial area fulfilled that role because it was within walking distance of most homes. Dodson Plaza, Main Street Plaza, Commercial Village, and the Power Centre now provide alternatives to the traditional downtown, although they still cannot match the number and variety of goods and services available downtown.

Policy statements:

- 2.5.1 The Town believes that a dynamic and prosperous downtown is vital to Drayton Valley, and will work with landowners, developers, residents, and business owners to achieve this.
- 2.5.2 In order to make downtown more attractive, the Town will use the work of Dr Avi Friedman and EDA Architects as a guide to redevelopment.
- 2.5.3 A mixture of commercial, institutional, and residential land uses will be encouraged as a way of bringing more people downtown.
- 2.5.4 The Land Use Bylaw will allow the commercial use of existing single family dwellings in the downtown area.
- 2.5.5 Multi-floor development is encouraged in the downtown area, and the heights of buildings will be limited only by the fire department's ability to work in tall buildings.
- 2.5.6 Without seriously obstructing pedestrian traffic, restaurants are encouraged to develop patios, and businesses are encouraged to use street level space for activities such as sidewalk sales, to create a vibrant and interesting outdoor environment.

2.6 Mature Residential Areas

Much of the housing stock in Drayton Valley dates from the late 1950s and early 1960s. More than 700 houses were built before 1971, and they make up over 25% of the town's housing stock. In these older areas, residential lots are typically 50 by 120 feet. In most cases they are still occupied by the original 800 - 1,200 square foot bungalows.

Most of these houses are in good condition, and have many years of life remaining if their owners continue to maintain them. However, some are reaching the end of their useful life. The Town recently adopted a Residential Renewal Study (Bylaw 2010/08/D) which encourages redevelopment. Most of the older residential areas have been rezoned R2, in which duplexes are a permitted use, and single detached houses can be built on 33 foot lots.

Policy statements:

- 2.6.1 The Town supports the renewal and redevelopment of older residential areas.
- 2.6.2 Redevelopment of older areas will normally increase the density of population. Two storey construction is encouraged, and narrower lots may be created through re-subdivision.
- 2.6.3 Redevelopment provides an opportunity to create high quality secondary suites. To encourage this, the Town will amend the Land Use Bylaw to make secondary suites a permitted use in all new single detached houses. Architecturally compatible garden suites may also be allowed as a discretionary (appealable) use on large lots provided they have adequate access.
- 2.6.4 Row houses, fourplexes, and apartments may be appropriate forms of redevelopment along major roads (50 Street and 50 Avenue) and adjacent to schools, recreation areas, and non-residential uses. High density along main roads will improve the economics of a possible future bus service.
- 2.6.4 Any increase in density must take into account the need for additional off-street parking.
- 2.6.5 If existing municipal infrastructure needs to be upgraded to support a higher density of development, the cost must be borne by the developer.
- 2.6.6 New buildings, fences, and other structures in older residential areas must be compatible in style and character with the existing buildings.
- 2.6.7 As far as practical, redevelopment in older residential areas should use "green" construction methods, infrastructure, and landscaping. Storm water runoff should be minimized through the use of semi-permeable parking surfaces.
- 2.6.8 Boulevard trees should be retained, and where that is impractical, they should be replaced.
- 2.6.9 Town staff will provide technical and design assistance to the owners of large lots who wish to subdivide their land to normal urban densities.
- 2.6.10 Town staff may further investigate increased density within older areas and present recommendations to Council regarding how that might be accomplished.

2.7 New Residential Areas

New residential areas usually have large houses on large lots, because that is what the market wants. And because they are on the outskirts of town, they are car-oriented. More recently, developers in Drayton Valley have started to build more modest houses in new areas as the supply of starter houses in existing areas is too small to meet the demand. Affordable housing is one of the Town's priorities.

The general direction of residential expansion is shown on Map 4. As noted in Policy 2.4.2, new residential subdivisions are not shown west of Highway 22 because that part of town lacks schools, parks, and recreation areas.

Policy statements:

- 2.7.1 The Town will not insist that one subdivision be built out before another is approved. It is better to have several competing developers offering lots at the same time.
- 2.7.2 Developers are encouraged to propose a variety of lot sizes and housing types in their Area Structure Plans, but the Town will not set quotas or demand that some percentage of housing be "affordable".
- 2.7.3 The Town recognizes the value of architectural guidelines in new subdivisions, and may impose them in if developers are not willing to do so. This will be negotiated with developers on a case-by-case basis.
- 2.7.4 The Town encourages developers to propose housing on narrow lots to reduce servicing costs. A mixture of lot sizes and zoning is expected in each subdivision.
- 2.7.5 If the present zoning classes do not allow what a developer wishes to build, he is encouraged to propose a new zoning class for adoption into the Land Use Bylaw.
- 2.7.6 Subject to public input, the Town will amend the Land Use Bylaw to make secondary suites a permitted use in all *new* single detached residences. (At present they are a discretionary use, which invites appeals.)
- 2.7.7 As part of the Land Use Bylaw review process, the Town will open up the possibility of allowing garden suites in the rear of residential lots in new subdivisions.
- 2.7.8 There is a need for a subdivision where people can buy a lot for a manufactured home (formerly known as mobile homes), and the Town encourages developers to propose at least one such subdivision. The Land Use Bylaw already has a suitable zoning class. Because there may be opposition from the owners of existing homes, the subdivision should be in a new area.
- 2.7.9 There is also a need for another manufactured housing park (formerly known as mobile home park) where people can rent a stall for a manufactured home, and the Town encourages developers to propose a site. Again, such a development should be in a new area. Standards for lot maintenance and servicing (fire

hydrants, sidewalks, etc) must be established prior to approval of such a development.

- 2.7.10 New residential subdivisions must be laid out so that emergency vehicles have more than one access to most lots. Cul-de-sacs will normally be limited to 75 metres in length, with adequate turnarounds and fire hydrant placement.
- 2.7.11 Developers may elect not to create lanes behind single detached houses with front garages.
- 2.7.12 All new residential subdivisions except those zoned Residential Estate must have sidewalks on both sides of all roads. The sidewalk system must be continuous so that pedestrians can easily reach schools and parks.
- 2.7.13 The Town encourages the creation of off-street walking trails to provide access to schools and parks. Pipeline rights-of-way may be used, but will not be calculated as part of the required municipal reserve dedication.
- 2.7.14 Main roads within a residential subdivision should have grassed boulevards, planted with trees. Ravines, watercourses, and wetlands must remain in their natural state.
- 2.7.15 Developers are encouraged to reduce the area required for storm water ponds by maximizing the area of permeable surfaces within the subdivision.
- 2.7.16 Home businesses will continue to be a part of residential areas.
- 2.7.17 Area Structure Plans should show areas for retail, service, and professional businesses serving the immediate neighbourhood. These might be on the ground floor of apartment buildings. Gasoline sales will not normally be allowed in these neighbourhood commercial areas.
- 2.7.18 The Town will be reluctant to rezone additional land to Estate Residential. This form of low density, semi-serviced housing is better suited to rural areas.
- 2.7.19 Because it is vital to have a supply of cost-effective serviced lots for residential development, the Town may purchase raw land and develop it if the private sector is unable or unwilling to do so.

2.8 Commercial and Light industrial Areas

The lines between commercial and minor industrial operations can often be blurred, but the two activities are so often complementary in Drayton Valley as to be one entity. It can also be argued that most of the commercial activity which occurs in the community is a function of industry, and many commercial enterprises might be better described as “industrial support”.

Planning for such a mix can be a balancing act. For the most part, the restaurants, hotels, professional services and other commercial activities coexist happily beside the auto repair, storage yards and car washes of the industrial sector. The negative impact that one activity might have on another is mitigated by their interdependence. Drayton

Valley's C2 zoning allows both commercial and light industrial uses in the old industrial area north west of downtown; along 50 street north and south; along highway frontage; and along the western portion of 50 Avenue. The mix has been successful in the past in developing commercial areas. It will be continued, and expanded into new areas.

One shortcoming of C2 zoning is a lack of architectural controls. This is a concern because the highway, 50 Street and 50 Avenue are the gateways to Drayton Valley, and should give visitors a good first impression while avoiding onerous restrictions on development.

Policy statements:

- 2.8.1 The Land Use Bylaw will continue to accommodate both commercial and light industrial land uses in a single land use district.
- 2.8.2 At the request of landowners, C2 zoning may be extended south along 50 Street to Highway 22, and along Highway 22 in newly annexed areas: see Map 4. Rezoning will follow the adoption of an Area Structure Plan, which may be prepared by a landowner, a developer, or the Town.
- 2.8.3 With input from the business community, the Town will create guidelines governing the appearance of buildings along the highway, 50 Street, and 50 Avenue. The guidelines will also cover landscaping, and the fencing and screening of storage areas.
- 2.8.4 No relaxation of parking, loading, or access requirements will be granted, and all developments must provide for the safe movement of large trucks.
- 2.8.5 Parks may not be appropriate in commercial and light industrial districts, although buffer strips and walking trails may be justified in some areas (see the 1999 *Integrated Planning Area Infrastructure Requirements and Coordination Report* by ISL and KPMG). Instead of taking municipal reserves as land, the Town may take money to the same value, and use it to purchase recreational land in other locations.
- 2.8.6 Commercial and light industrial developments will be required to adhere to landscaping standards in accordance with the *Master Tree Planting Plan* (EDA Collaborative, 1997) where feasible.
- 2.8.9 Because it is vital to have a supply of serviced lots available for commercial and industrial use, the Town may purchase raw land and develop it if the private sector is unwilling to do so. Specifically, the Town will purchase and develop land for the Bio-mile development.

2.9 Major Industrial Areas

Major industrial uses are defined as those which

- require large areas of land, and/or
- generate large volumes of truck traffic, and/or
- may be incompatible with other land uses because of noise, dust, smell, fire risk, or 24 hour operation.

These issues can be dealt with by appropriate land use policies.

Policy statements:

- 2.9.1 The Town will continue to welcome large scale industry and will make every effort to ensure that suitable land is available.
- 2.9.2 Major industry will continue to be focused in the southwest part of Drayton Valley, both east and west of Highway 22: see Map 4.
- 2.9.3 In conjunction with the existing industrial operations, the Town will continue to promote a Bio-Mile, where the waste products of forestry and agriculture will become the feedstock for new industries.
- 2.9.4 Direct Highway 22 access will be established in cooperation with Alberta Transportation and in keeping with the Town's engineering standards.
- 2.9.5 Area Structure Plans for the heavy industrial area will incorporate suitable buffers and appropriate land use transitions.
- 2.9.6 The Town will ensure that the industrial district is protected from infringement by non-compatible uses by limiting the number of allowable uses within major industrial districts, except where those activities are related to the heavy industrial operations.
- 2.9.7 Environmental reserve lands will be taken in industrial subdivisions. The Town will protect West Creek and other environmentally sensitive lands through the use of environmental reserves. Public recreational uses may also be provided along creeks and environmental reserve areas.
- 2.9.8 Municipal reserves may be taken to buffer environmental reserves or to allow separation or screening between differing land uses.
- 2.9.9 During any major development or reorganization of sites, industrial operators will be required to develop and/or maintain fire and emergency protection programs with the Town of Drayton Valley Emergency Services Department and such programs will accord with any Disaster Services programs of the Town.

2.10 Schools

Map 6 shows the locations of existing schools in Drayton Valley. There are elementary schools within walking distance of most existing residential areas. Holy Trinity Academy in West Valley Park, and the new public junior high in Shire Estates, are in less convenient locations, but all residential areas except Pleasantview are within 2,400 metres of schools. Beyond that distance the school boards are required to provide transportation.

At present both the public and separate board have a small surplus capacity, but this could change as the population continues to grow.

Policy statements:

- 2.10.1 The Town will work with the school boards to identify suitable locations for future schools, and will ensure that these sites are incorporated into Area Structure Plans.
- 2.10.2 In its role as subdivision authority, and as required by the Municipal Government Act, the Town will ensure that school sites in new residential areas are dedicated as School Reserve or Municipal and School Reserve. Where no school is required, the Town will take reserves as Municipal Reserve.
- 2.10.3 The Town may negotiate with the school boards for an equitable division of money taken in place of reserves.
- 2.10.4 The Town may consider locating recreational and cultural facilities and other compatible uses on or adjacent to school sites. Where this is done, the Town will negotiate joint use and cost sharing.
- 2.10.5 Area Structure Plans must show schools connected to walking and cycling trails.

2.11 Other Institutional Land Uses

Other institutional land uses include the hospital and health unit, churches, day cares, and municipal and other government buildings. Recreational buildings such as the Omniplex are dealt with in the section on Parks and Recreation.

Policy statements:

- 2.11.1 Major institutions will continue to have their own zoning, but smaller day cares and group homes will remain permitted or discretionary land uses in residential areas, and the Town may consider amending the Land Use Bylaw to allow them in commercial areas.
- 2.11.2 Major institutions should normally be located on main roads, and must have enough on-site parking that they do not create a traffic hazard.
- 2.11.3 The Town encourages medical clinics, private laboratories, and other health-related uses to locate close to the hospital, and will be open to rezoning requests.
- 2.11.4 The Town will protect the hospital air ambulance pad by limiting the height of nearby buildings and restricting incompatible land uses. In case of doubt, Town staff will consult Transport Canada and STARS Air Ambulance for advice.
- 2.11.5 Because the size of churches (and their parking requirements) is increasing, they may no longer appropriate in residential areas, and new ones must normally be located on major roads.

2.12 Parks and Recreation

One of the great benefits of living in an urban community is the wide variety of recreational services.

When land is subdivided, the owner must dedicate up to ten per cent of the developable area for use as parks, schools, and buffer strips. This is known as Municipal Reserve (MR) or School Reserve (SR). Where land is not required for these uses, legislation allows the municipality to take cash to the same value, but this cash must be used to buy or develop park land. Additionally, the municipality may take any undevelopable land as Environmental Reserve. ER must either be kept in its natural state, or used as a public park.

In almost all cases, previous councils in Drayton Valley have chosen to take reserves in the form of land. The effect of these decisions can be seen on Map 7, which shows the extent of municipal and school land. Two things stand out: the large area of land available for recreation, and number of connecting links. Many of these links are pipeline rights-of-way, a useful inheritance from Drayton Valley's oil and gas history.

The Omniplex is a key part of Drayton Valley's community recreation and socialization, with its two arenas (operating as ice surfaces in fall and winter, and as agricultural venues in spring and summer), curling rink (with lounge and banquet facility), and fitness centre (including squash courts and indoor walking track). Nearby outdoor facilities include West Valley RV Park, ball diamonds, scenic walking trails, and playground and picnic facilities. The recent addition of the MacKenzie Conference Centre and the Rotary Branch Library, operating in conjunction with the St. Thomas Aquinas School Board and the newly constructed Holy Trinity Academy, offer an even wider variety of recreational experiences for the community.

People's recreational choices change with age. Children use tot lots; teens use skateboard parks; young adults use athletic facilities; older people use scenic walking trails. Drayton Valley's parks and recreation facilities must meet all these needs.

Policy statements:

- 2.12.1 When land is subdivided, the Town will normally take reserves in the form of land. Exceptions may be made in industrial areas, in which case cash-in-lieu may be taken, and used where there is more need for green space.
- 2.12.2 Area Structure Plans must show all undevelopable land dedicated as environmental reserve, and (except as provided in the previous policy) a full 10% of the developable area dedicated as municipal or school reserve.
- 2.12.3 The Town encourages the creation of a continuous trail system linking all parts of Drayton Valley. Area Structure Plans must therefore show pedestrian trails and other links to parks, schools, and existing residential areas. Pipeline rights-of-way should normally be used for trails
- 2.12.4 The Town will not accept well sites and right-of-ways as municipal reserves. They may, however, be titled as public utility lots. Where feasible, municipal reserves may be dedicated beside such areas in order to increase the overall green area and safety buffer.

- 2.12.5 Storm drainage ponds must be titled as public utility lots. Municipal reserves and environmental reserves may be used to buffer these ponds. Public views and access to the ponds must be considered within Area Structure Plans.
- 2.12.6 Developers will be required to perform a basic level of park preparation when municipal reserves are dedicated within residential subdivisions.
- 2.12.7 It is important to match greenery to the surrounding landscape in public areas. To this end, the Town will be guided by the *Master Tree Planting Plan* (EDA Collaborative, 1997) where feasible.
- 2.12.8 The Town will attempt to make parks accessible to people of all ages and physical ability. Wheelchair accessibility will be considered in the design of parks and trails.
- 2.12.9 Under-used tot lots and parts of larger parks may be made available for community gardens.
- 2.12.10 The Town is willing to negotiate with the school boards regarding the joint use and joint funding of recreation facilities on school grounds.
- 2.12.11 New or expanded recreational facilities should be considered as additions to the Omniplex when feasible. Such projects may include an aquatic facility, indoor soccer facilities, and an agriplex.
- 2.12.12 Signage to recreational sites and facilities must be consistent, clear and illuminated for night-time visibility.

2.13 Transportation

Map 8 shows Drayton Valley's road system. It is taken from the Town's Transportation Master Plan, and divides roads into four categories:

- Highway 22, which carries between 6,000 and 8,000 vehicles per day: more at the north end of town, less at the south. Until recently the highway marked the municipal boundary on the south and west side of town.
- Arterial roads: These are (or will be) four lane roads, usually with limited access. At present the main arterials are 50 Street, 50 Avenue, and the Ring Road; the Transportation Plan calls for construction of 26 Avenue from the Ring Road, across 50 Street to Highway 22 at the intersection with Highway 620.
- Collector roads: These are roads with two travel lanes, designed to carry local traffic quickly and easily to the arterials. Some alignments have not been finalized; this will be done as part of Area Structure Plans.
- Local roads: All other roads, designed for lower speeds and traffic volumes.

Policy statements:

- 2.13.1 All Area Structure Plans must be compatible with the road system set out in the Town's Transportation Study, although detailed alignments may be changed.
- 2.13.2 The Transportation Study will be updated to include newly annexed areas.
- 2.13.3 The road standards set out in the Transportation Study will determine road geometry, including curvatures, right-of-way widths, use of service roads, and types of intersections shown in Area Structure Plans.
- 2.13.4 Area Structure Plans must show at least two entrances into any subdivision so as to allow better access for emergency vehicles.
- 2.13.5 The Town will make it a priority to construct a second access into those subdivisions which at present have only a single access. As far as legally possible, the Town will require developers to build these connecting roads as part of the subdivision of adjacent lands.
- 2.13.6 Vehicle access to Highway 22 will be limited to that approved by Alberta Transportation.
- 2.13.7 The main highway entrances to Drayton Valley (50 Street north and south, and 50 Avenue west) will be improved so that they are both efficient and attractive.
- 2.13.8 Subject to the consent of Brazeau County and Alberta Transportation, the Town will investigate placing entrance features on Highway 22 north and east of the municipal boundary.
- 2.13.9 The Town will work with landowners, the County, and Alberta Transportation to devise a landscaping plan for lots and service roads adjacent to Highway 22.
- 2.13.10 The Town will work with the County to match right-of-way widths and road construction standards at the municipal boundary.
- 2.13.11 The Town may install traffic calming measures (such as curb bulbs, speed bumps, planted islands, or road closures) where traffic speeds and/or volumes become inappropriate in residential areas.
- 2.13.12 Pedestrian and vehicular traffic will be given equal consideration as parts of an integrated transportation system, and the Town will work on designing a comprehensive trail system.
- 2.13.13 Downtown traffic patterns, access, egress, traffic control, development and landscaping must be in accordance with the 50th Street Streetscaping Plan.
- 2.13.14 Although roads are the main means of transportation in and to Drayton Valley, the Town will not neglect other modes. The airport will be upgraded, and will be protected by appropriate land use controls, especially under the runway approaches. The Town will also investigate the possibility of a rail link north to the main CN line which parallels the Yellowhead Highway.

2.14 Agriculture

Much of the land recently annexed from Brazeau County has agricultural zoning and will be farmed for many years. The Town must adopt policies to deal with what is, to it, a new land use.

Policy statements:

- 2.14.1 Existing farming operations on recently annexed land may continue for as long as the landowner wishes.
- 2.14.2 Land zoned Agricultural at the time of annexation will not be rezoned without the consent of the owners.
- 2.14.3 The Town will provide weed control on the annexed lands to the same standard as provided by the County. The annexation agreement requires this for only five years, but the Town will continue the service as long as necessary.
- 2.14.4 The Town will oppose the establishment of new intensive livestock operations on the annexed land because of the problems which may arise from manure disposal.
- 2.14.5 Town will consider the effect on agriculture in the County when it decides on land uses near the municipal boundary.
- 2.14.6 This plan defers to any Intermunicipal Development Plan with respect to the preservation of agricultural lands.

2.15 Intermunicipal Planning

The recent annexation of land from Brazeau County has given Drayton Valley enough land for many years of growth. The settlement agreement signed by the Town and County in 2010 says that the Town will not ask to annex more land until 2061, or until its population reaches 19,362.

Now that the municipal boundary has been settled, the Town and County have signed an Intermunicipal Development Plan (IDP) which sets out expected land uses in that part of the County adjacent to the Town.

Because the Town now has ample room to grow, land use, servicing, and development standards in the fringe area can now be addressed on their own merits, free from concerns about future taxes and costs.

As a result, the two municipalities will probably have less need for detailed consultation on land use planning in the near future. Nevertheless, it is useful to set out some policy guidance.

Policy statements:

- 2.15.1 The Town is willing to extend water and sewer service to land in Brazeau County on a cost-recovery basis. This will be negotiated with the County.

- 2.15.2 As agreed in the IDP, the Town will ask the County to comment and make recommendations on Area Structure Plans, rezoning, subdivision, and other land use matters on land adjacent to the municipal boundary. The IDP sets the referral area as all land within 100 metres of the Town boundary, but the Town will take this as a minimum, and will refer any proposal that might affect the County or its landowners.
- 2.15.3 Also as agreed in the IDP, the Town will receive referrals from the County dealing with land use in the "referral area" shown on Figure 1 of the IDP, and will reply within 21 days with its comments and recommendations.
- 2.15.4 In making its comments and recommendations, the Town will be guided by the pattern of land uses set out in the IDP.
- 2.15.5 The Town welcomes the opportunity to work with the County to review the IDP after five years.

2.16 Implementation

A Municipal Development Plan is part of a hierarchy of plans, and section 638 of the *Municipal Government Act* requires that all plans be mutually consistent. This MDP requires that Area Structure Plans (ASPs) be adopted before new areas are opened up for development. We have noted some areas where this document conflicts with existing Area Structure Plans.

Policy statements:

- 2.16.1 In consultation with landowners, the Town will immediately review all Area Structure Plans, including those inherited from the County under section 135(1)(d) of the *Municipal Government Act*, and make any necessary changes to bring them into compliance with the MDP.
- 2.16.2 The Town invites the owners of other land to prepare ASPs consistent with the policies laid out in this MDP.
- 2.16.3 If an ASP adopted by bylaw after this MDP contains a site-specific policy contrary to this MDP, the ASP prevails.
- 2.16.4 Many of the policies set out in this MDP require the Town to spend money. As laid out in section 637 of the *Municipal Government Act*, this spending is at council's discretion.

Appendix 1: Extracts from the Municipal Government Act

The Municipal Government Act says that

632(3) A municipal development plan

- (a) must address*
 - (i) the future land use within the municipality,*
 - (ii) the manner and the proposals for future development in the municipality,*
 - (iii) the co-ordination of land use, future growth patterns, and other infrastructure with adjacent municipalities if there is no intermunicipal development plan with respect to those matters in those municipalities,*
 - (iv) the provision of the required transportation systems either generally or specifically within the municipality and in relation to adjacent municipalities, and*
 - (v) the provision of municipal services and facilities either generally or specifically,*
- (b) may address*
 - (i) proposals for the financing and programming of municipal infrastructure,*
 - (ii) the co-ordination of municipal programs relating to the physical, social, and economic development of the municipality,*
 - (iii) environmental matters within the municipality,*
 - (iv) the financial resources of the municipality,*
 - (v) the economic development of the municipality, and*
 - (vi) any other matter relating to the physical, social, or economic development of the municipality,*
- (c) may contain statements regarding the municipality's development constraints, including the results of any development studies and impact analysis, and goals, objectives, targets, planning policies, and corporate strategies,*
- (d) must contain policies compatible with the [provincial] subdivision and development regulations to provide guidance on the type and location of land uses adjacent to sour gas facilities,*

- (e) *must contain policies respecting the provision of municipal, school, or municipal and school reserves, including but not limited to the need for, and amount of and allocation of those reserves and the identification of school requirements in consultation with affected school authorities, and*
- (f) *must contain policies respecting the protection of agricultural operations.*

Once adopted by bylaw, an MDP becomes a "statutory plan", and the Act goes on to say that

- 654(1) *A subdivision authority must not approve an application for subdivision approval unless*
- (b) *the proposed subdivision conforms to the provisions of any statutory plan...*

Appendix 2: Senior government control of development

Although land use is a municipal responsibility, the Town is restricted by the Subdivision and Development Regulation, AR 43/2002, as regards the following:

- | | |
|------------------------|---|
| Sour oil and gas: | A proposal to build a residence or other overnight accommodation within 1,500 metres of any sour gas well or pipeline must be referred to the ERCB for comments. The ERCB will tell the municipality what setback is required, and that setback is binding on the municipality. |
| Other oil and gas: | Residences or other overnight accommodation are not allowed within 100 metres of a sweet oil or gas well, or within the right-of-way of a sweet oil or gas pipeline. Setbacks are also required from compressor sites. |
| Sewer lagoons: | Residences, schools, hospitals, and food preparation facilities must be at least 300 metres away from sewer lagoons. |
| Waste disposal sites: | Residences must be at least 300 metres away from a waste disposal site. The Public Health Regulations impose a further restriction: no wells for human consumption must be drilled within 450 metres of such a site. |
| Proximity to highways: | A municipality must not approve a subdivision within 800 metres of a provincial highway where the speed limit is 80 km/h or more, without the prior approval of Alberta Transportation. There are some exceptions for agricultural parcels. |

In addition to the provincial Subdivision and Development Regulation, senior governments have some controls over:

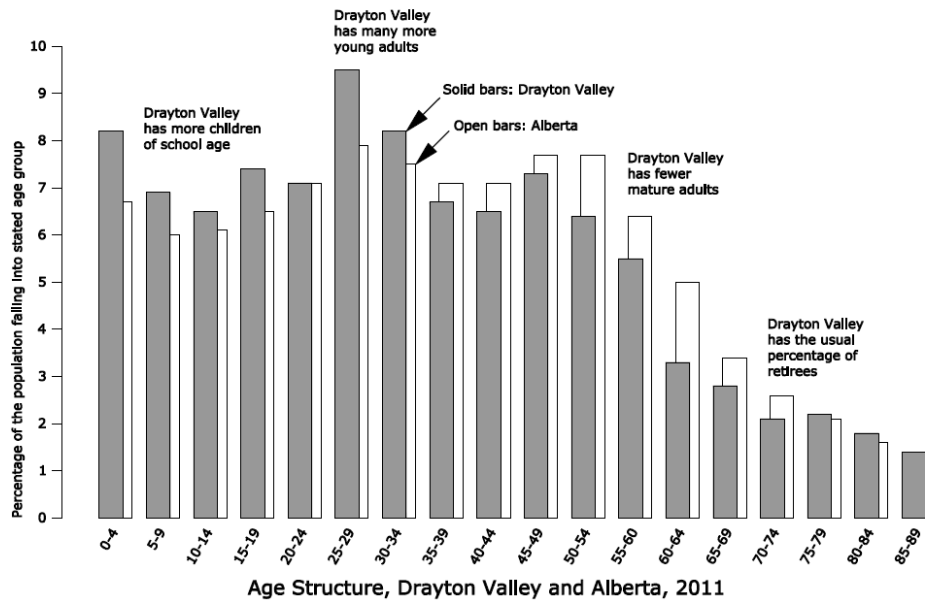
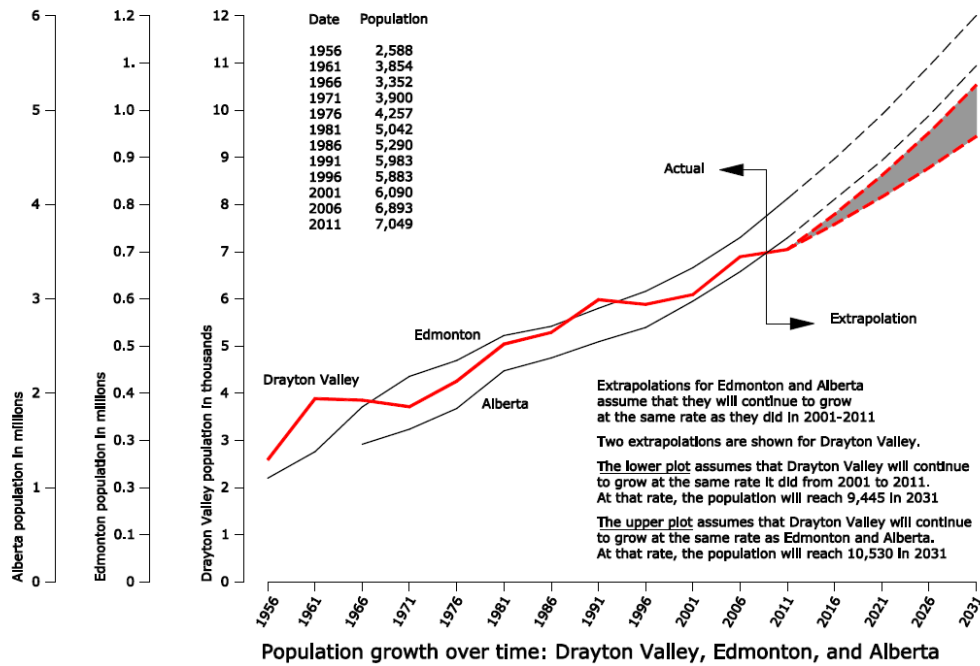
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| Abandoned wells: | It is sometimes necessary to bring a service rig to an abandoned well site. To accommodate this, the ERCB requires that there be a clear area, ten metres square, around the well, with a minimum six metre access right of way. There are abandoned wells in Drayton Valley, and it will be the responsibility of developers to identify them from ERCB records and to provide for future access when they submit an Area Structure Plan. |
| Historic sites: | The Alberta Government's Historical Resources Management Branch has the right to require an historical or archaeological assessment of land which is to be developed. The normal procedure is for the developer to consult the Historical Resources Management Branch when he prepares an Area Structure Plan. |
| Airports: | Drayton Valley airport is immediately north of the new municipal boundary, and the take-off and approach path passes over land which this MDP designates for future |

residential use. Jurisdiction is complicated by the fact that Canada regulates aeronautics while Alberta regulates land use. This issue will have to be resolved when an Area Structure Plan is prepared for NE 21 and NW 22.

Livestock operations:

The Agricultural Operations Practices Act does not allow confined feeding operations (CFOs) close to residences. The minimum separation distance (MDS) depends on the type of operation and its size. There do not appear to be any CFOs close enough to Drayton Valley for this to be an issue.

Figure 1: The Population of Drayton Valley



All figures from the Census of Canada
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