

**September 13<sup>th</sup>, 2017 – 9:00 am** Council Chambers, Drayton Valley Civic Centre

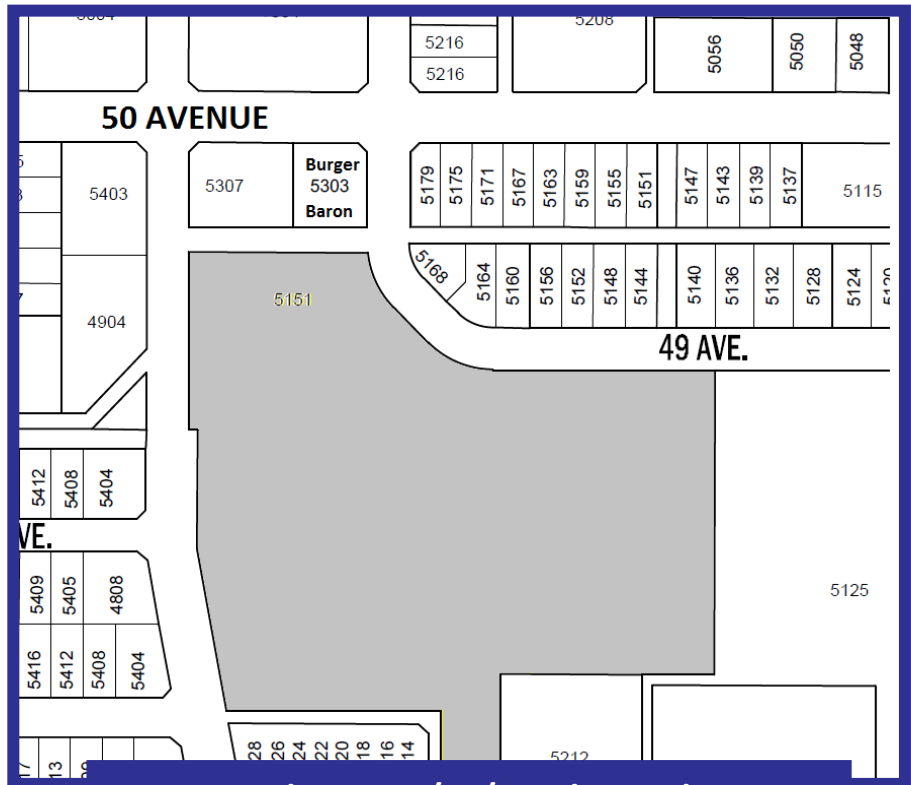
Be advised that Town Council will be holding a Public Hearing to receive comments on the following:

- 1). **Bylaw No. 2017/07/D** – Deby Land Area Structure Plan.

The subject lands are located south of 50<sup>th</sup> Avenue and east of 54<sup>th</sup> Street, municipally described as 5151-49 Avenue and located within the **NE 8-49-7-W5**.

Council gave First Reading to Bylaw No. 2017/07/D at the July 19<sup>th</sup>, 2017 Regular Meeting of Council.

A Public Hearing for this Bylaw will be held before the Regular Meeting of Council as noted below, for the purpose of hearing any objections, recommendations and/or complaints pertaining to the proposed Area Structure Plan.



**Bylaw 2017/07/D Deby Land Area Structure Plan**

**Date:** September 13, 2017  
**Time:** 9:00 am  
**Location:** Council Chambers, Drayton Valley Civic Centre

You are encouraged to submit your comments in writing to the Planning & Development Officer prior to the hearing. Written submissions which have been received before the designated meeting time will be discussed at the meeting before further presentations will be recognized. Copies of the Bylaw may be examined at the Civic Center during regular business hours or viewed on our website at [www.draytonvalley.ca](http://www.draytonvalley.ca).

Should you have any questions with regards to this proposed Bylaw please contact **Jennifer Martin**, Planning & Development Officer at 780-514-2211 or by email at [planning@draytonvalley.ca](mailto:planning@draytonvalley.ca)

**Proposed  
Area Structure Plan  
for a  
Residential Mixed Use Subdivision  
in  
Part of NE 8-49-7-5  
(The Deby Land)**

Prepared for  
**The Town of Drayton Valley**

by Robert Riddett, MCIP  
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Although the land is currently owned by the Town of Drayton Valley,  
it was previously owned by the Deby family,  
and is referred to as the Deby Land in this document.

## **Deby Land: Area Structure Plan**

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Extract from land use bylaw

## 1 Introduction

This Area Structure Plan (ASP) deals with approximately 15 acres which is the remaining undeveloped land in NE 8-49-7-5 in the Town of Drayton Valley.

The property is currently in two parcels, both owned by the Town:

- Lot R Block 109 Plan 3810 TR, covering 4.25 acres. The land contains an injection well operated by ARC Resources, and
- The unsubdivided remainder of NE 9, covering 10.89 acres.

The location is shown on Map 1.

Under the terms of the purchase from the Deby family, the Town has committed to providing 0.89 acres as park for the use of the Brazeau Seniors Foundation.

An earlier version of this ASP was presented and discussed at an open house held at the Town office on 18 July 2017. An estimated 50 people attended, including representatives of the public school board and the Brazeau Seniors Foundation, the operator of Shangri-La Lodge.

Some of the participants thought the land should be retained as an open space or for recreation, possibly including a new aquaplex. Others said that housing was the best choice because the land is easily serviced and is within walking distance of schools, recreation, and shopping. One or two participants thought apartment development was a good use of the site, but this view was vigorously disputed.

It was generally agreed that if the land is to be developed, it should be carefully paced so as not to flood the market and depress the prices of existing housing in Drayton Valley. This applied to both owned and rental units.

## 2 The neighbourhood

Map 2 shows the surrounding land uses. There are residences to the south along 47 Avenue, to the west across 54 Street, and to the north across 49 Avenue. Shangri-La Lodge, Eldorado Elementary School, and Drayton Valley Christian School are the neighbours to the east.

The north-west corner of the property abuts commercial properties on 50 Avenue, and on half a block of 54 Street.

### **3 Present use of the land**

The higher (eastern) parts of the property are mostly tree covered, with a small clearing for an oilfield water injection well operated by ARC Resources. The lower (western) parts of the property are open grass land.

People who live nearby use the area as an informal park, and there is a north-south walking trail adjacent to the ARC well site..

The West Central Airshed Society ([www.wcas.ca](http://www.wcas.ca)) monitors and records air quality at a skid-mounted building in the north-west corner of the Deby land. It has an overhead power supply but no water or sewer connections. It is assumed that this can be moved to another suitable location, possibly in the park proposed for the eastern part of the property.

These features can be seen on Map 3, a recent air photograph.

Under the terms of the Town's offer to purchase the land from the Deby family in 2013, it had "full and adequate opportunity to conduct such investigations as reasonably may be required to satisfy itself as to the suitability of the lands ... including, without limitation, its suitability from a planning, geotechnical, environmental, and servicing perspective..." (offer document, clause 10). Consequently, no further investigations have been undertaken as part of this area structure plan.

### **4 Onsite constraints to development**

The only on-site constraint to development is the slope of the land.

Map 4 shows contours of the site at a one metre vertical interval. The land slopes down from north-east to south-west. The fall is about 16 metres, with a typical gradient of just over 5%. While this is higher than ideal, it is less than the usual 7% maximum for municipal roads. However, water and sewer pipes may need to be specially designed to prevent too-rapid flows.

The slope of the land dictates the pattern of utility servicing. Both storm drainage and sewer lines must run from east to west, and from north to south, to connect to the existing lines in 54 Street. These existing lines are shown on Map 5.

## 5 Consistency with provincial policies

This ASP meets the criteria for area structure plans set out in section 633 of the *Municipal Government Act*, and, as required by section 638 of the Act, is consistent with the Town's 2012 *Municipal Development Plan* (MDP), which shows the Deby land as future residential.

By using land surrounded by existing development, this document follows the provincial *Land Use Framework*, which includes as goals:

- *Support[ing] development where infrastructure capacity -- water, sewer, road, and other infrastructure -- already exists*
- *Planning land use to reduce the frequency and length of travel for business and pleasure*

The provincial *Subdivision and Development Regulation*, AR 43/2002, also sets out a number of conditions which a municipality must meet before it can approve any subdivision or development:

Sour gas facilities	<p>Proposals to create a residential lot within 1,500 metres of a sour gas facility must be referred to the Alberta Energy Regulator (AER) and cannot be created without the AER's approval.</p> <p>There are no sour gas facilities within 1,500 metres of the proposed development.</p>
Other oil and gas wells	<p>A proposal to build a residence within 100 metres of an oil or gas well must be referred to the AER, and no approval can be issued without the Regulator's approval.</p> <p>The site contains a former producing well which is now used by ARC Resources for water injection. ARC Resources are currently negotiating with the AER to have the setback reduced to the area of the existing lease.</p> <p>The designs show here are compatible with a large or a small setback.</p>
Abandoned wells	<p>Building sites must be separated from an abandoned well by a sufficient distance to allow further work on the well if that becomes necessary. There are no abandoned wells on the</p>

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	<p>property, but ARC's injection well will be abandoned at some time in the future. AER Directive 079, <i>Surface Development in Proximity to Abandoned Wells</i>, requires abandoned wells to be accessible, and to be at least 5 metres from any other structure. This plan shows the well to be 53 metres from the closest residential lot, 54 metres from the Eldorado School property line, and 76 metres to the Shangri-La Lodge property line.</p>
Sewer lagoons	<p>No residence may be approved within 300 metres of the working area of a waste water plant.</p> <p>The proposed development is over 2,000 metres from the Town's sewer lagoons.</p>
Waste disposal sites	<p>No residence may be approved within 450 metres of the working area of a waste disposal site.</p> <p>The proposed development is over 1,600 metres from the Town's sanitary landfill.</p>
Highways	<p>A subdivision requires the approval of Alberta Transportation (AT) if it is within 800 metres of a highway where the speed limit is 80 km/h or more (AR 43/2002, s14).</p> <p>The land is within 800 metres of Highway 22, but the speed limit at this point on the highway is 70 km/h, so the approval of AT is not required.</p>
Historical resources	<p>The Alberta Historical Resources Management Branch (HRMB) has the right to require a historical or archaeological assessment of land which is to be developed. A copy of this document was referred to HRMB in November 2016. In response dated 14 December 2016, their file 4835-16-0103-001, the department said that they had no concerns, and no archaeological assessment is required.</p>

## 6 Water and sewer service

The entire Deby property can be served by gravity into existing sewer lines in 54 Street.

There are water lines in 47 Avenue, 49 Avenue, and 54 Street, which will allow looping of connections into the development area. These lines are shown on Map 5.

Lines will normally run in the streets, but if it is necessary to run them elsewhere, utility lots or easements will be dedicated, although they are not shown on Maps 6 - 9.

## **7 Storm drainage**

When land is developed for urban use, a high proportion of the surface area is hard-surfaced, so storm water and snow melt runs off instead of being absorbed into the ground. This may cause flooding as the storm drains are unable to carry the load. Alberta Environment therefore requires that the runoff from a new development be managed so that peak flows of storm water after development are no higher than they were in the land's natural state. This is normally achieved by constructing detention ponds at the lowest point of the development. The rush of water is held in the pond and released slowly to the storm drainage system through a narrow diameter pipe.

Detention ponds are usually sized to deal with a 10 cm (four inch) rainfall on the contributing area, so one hectare of development requires 1,000 cubic metres of storage volume. The designs shown on Maps 6, 7 and 8 will result in about 4.7 hectares of urban development (the remainder of the property will become park, with no change in runoff) so about 4,700 cubic metres of storage will be needed. Assuming two metres of live storage, this volume can be held in a pond covering about 2,350 square metres, or about 35 by 70 metres. These calculations are only approximate, and need to be confirmed or corrected by a civil engineer, but they are sufficient for preliminary planning purposes.

If it is determined that a storm pond is not required, the land may be used for residences.

## **8 Road access to the property**

The existing loop created by 54 Street and 45 Avenue is designated as a collector road in the Town's transportation study. It has a 24 metre right-of-way in most places. An 85 metre stretch of 54 Street in the north-west corner of the Deby land, now on a 20 metre right of way, may be widened to the full 24 metres.

Both main entrances to the Deby land -- 54 Street on to 50 Avenue, and 45 Avenue on to 50 Street -- are controlled by traffic lights. The intersection of 53 Street and 50 Avenue is only controlled by a stop sign. Depending on the volume of traffic from new



development using 53 Street to reach 50 Avenue, the intersection may need to be upgraded. This is addressed below.

## 9 Proposed land use and design

The idea of leaving the land undeveloped, or developing it as a 15 acre park, has been rejected. The land is easily serviced and is within walking distance of schools, recreation, and shopping, and can be developed at a lower cost than greenfield sites on the edge of town. It is a waste of a valuable resource to leave it undeveloped.

The idea of reserving the property for a new aquaplex has also been rejected. It is felt that if and when a new aquaplex is built, it should be located in conjunction with other recreation amenities, not a stand-alone facility.

It is therefore proposed to subdivide the property into a mixture of residences, parks, and institutional uses. Various design alternatives are shown on Maps 6, 7, 8, and 9.

**Residential:** A range of residential types is shown, but no mobile homes are proposed, either in a rental park or in a subdivision where people put a manufactured home on a lot which they own. This is consistent with the Town's municipal development plan (MDP), which says that manufactured housing should not normally be mixed with conventionally built houses.

It is not yet known whether the Alberta Energy Regulator will require the standard 100 metre separation between residences and the ARC Resources water injection well. The designs shown here assume that the setback will be reduced to the well site only. If the full 100 metre separation is required, the land will be developed in stages, with the closer residences being created after the ARC well is abandoned.

**Parks:** Several park areas are proposed. The largest will be in the mostly tree-covered area around the ARC well site, adjacent to the Eldorado School grounds, with pedestrian trails north and south to connect to 47 and 49 Avenues. There will also be a small park around the large, isolated tree west of the Anglican Church. Legal requirements for parks are discussed in section 11 below. Storm water ponds (see section 7) also have recreational value.

**Institutional:** All three designs show a one acre parcel in the north-west corner of the property for institutional use. This provides a useful buffer between new residences and the existing commercial area along 50 Avenue. Appendix A gives a complete list of the various uses which the Town's land use bylaw allows in the Institutional district.

**Walkability:** All designs will have sidewalks and, where appropriate, walkways separated from roads. These are especially important to connect residential areas to parks and to Eldorado School.

**Commercial:** It has been suggested that there might be a small commercial area with a convenience store and restaurant to serve local residents. This idea has been rejected because the Deby land is within walking distance of several such outlets: there are several small independent restaurants on 50 Avenue and convenience stores at the Fas Gas and 7-Eleven gas stations at the intersection of 50 Street and 50 Avenue. The Dodson Plaza is also within walking distance. It is doubtful if there is any need for more commercial outlets in the middle of a residential area.

**Map 6:**

Map 6 proposes a one-acre apartment development facing 54 Street, and about two acres of single detached houses on the south side of 49 Avenue. The remaining three acres of developable land are devoted to medium density residences. The interior of the property is accessed by a loop road that starts at 50 Avenue and 53 Street, past 49 Avenue, then a further 120 metres south before turning west to join 54 Street, with a short cul-de-sac running up hill to the main park area.

This design will yield 15 to 20 lots for single detached houses, depending on lot widths; 40 to 50 medium-density residences; and 40 to 50 apartment units.

**Map 7:**

The distribution of land uses in Map 7 is similar to that in Map 6: about one acre for apartments, two acres single detached, and three acres for medium density housing. The main difference is that 53 Street continues south to 47 Avenue instead of turning west to 54 Street.

The yield is similar to that shown on Map 6: 15 to 20 lots for single detached houses, 40 to 50 medium-density residences, and 40 to 50 apartment units.

**Map 8:**

The third design devotes most of the land to medium and higher density residences. Two apartment blocks are shown adjacent to 54 Street, but this is only one possible layout: the actual number and location of units will be determined by market demand and by the Town's bylaw requirements for parking and landscaping.

On the east side of these apartments is a short cul-de-sac suitable for duplexes or fourplexes, with back lane access for parking. A block of single detached houses faces

49 Avenue. The yield is seven to ten lots for detached houses, about 30 medium density houses, and up to 150 apartment units.

***Map 9:***

The street design on Map 9 is almost identical to Map 6 but with a lower density of residential development. There are no apartments. Low density residences occupy three and a half acres, enough for 25 to 35 lots, depending on lot width, and a little over two acres for 30 to 40 duplex and fourplexes units.

***Storm Pond:***

In all designs, if the storm water pond is not required, the land will be used for residences.

***Deciding between the four designs***

The design shown on Maps 6 and 9, with its loop road, will be more expensive to build because it requires 360 metres of new road with associated costs of buried services, sidewalks, etc. It also has the disadvantage that much of the traffic in to the area will probably join 50 Avenue at 53 Street, where the current uncontrolled intersection will probably require traffic lights. Against this must be set the fact that a loop road provides better access to emergency services.

The design sketched on Map 7, where 53 Street runs straight south through the area, probably has the best road access, but again will add to the traffic at the uncontrolled intersection of 53 Street and 50 Avenue. Total new road is about 340 metres.

The design shown on Map 8 has two advantages: it provides more affordable housing close to the central business district and employment, and it only requires about 100 metres of new road to be constructed and maintained by the Town.

Map 9, with the majority of the land allocated to single detached housing, will result in the lowest population density and therefore less traffic than the other designs.

The choice of design will be made by council following the public hearing prior to second reading of the ASP bylaw. The ASP will then be amended accordingly before being legally adopted.

## 10 Internal roads

In all designs, new roads will be built on an 18 or 20 metre (60 to 66 foot) right of way, with sidewalks on both sides to make the area safe for children going to Eldorado Elementary School. Turning heads in cul-de-sacs will have a 15 metre radius. These widths and radii are similar to those elsewhere in Drayton Valley.

Access to the apartment blocks in the third design (Map 8) will be privately owned and maintained, but will be built to a high enough standard (load bearing, curvatures, etc) to accommodate fire trucks and other emergency vehicles.

Previous subdivisions provided for 47 Avenue south of Eldorado School to be extended west and north in to the Deby lands. A 15 metre wide panhandle was left between Shangri-La Lodge and Eldorado School. None of the designs proposed here show a road on this alignment. What would have been a road will instead become part of the new park. After the ARC well is abandoned, the access can be rebuilt as a walking trail.

## 11 Parks and recreation areas

When land is subdivided into multiple lots, the *Municipal Government Act* gives the municipality the right to take ten per cent of the area as municipal reserve for park purposes.

As a result of previous subdivisions, all remaining reserves in NE 8 have been consolidated into Lot R Block 109 Plan 3810 TR.

It is proposed that the Town remove the reserve designation from the north part of Lot R, and use the land for housing, but offset this loss of reserve by adding land which is in the ARC well site but outside Lot R. the area to be added is larger than the area lost. Other park areas, walkways, and storm ponds add yet more green space. The total area of green space in all three designs is over four acres, or about 27% of the titled area. This far exceeds the legal requirement of 10%.

## 12 Zoning

The entire Deby land is now zoned R1A Low Density Residential, which allows new site-built detached houses on individual lots.

Following adoption of this ASP, the zoning will be changed to allow various densities of residential use, institutional use adjacent to 54 Street, and park development.

### **13 Development Process**

Although it owns the land, the Town may choose not to act as developer. Three alternatives may be considered:

- the Town could sell the undeveloped property, minus parks, to a professional developer who would undertake the entire project; or
- the Town could subdivide the land and sell unserviced lots to professional developers who would install utilities and roads before constructing houses for sale; or
- the Town could subdivide the land, construct the roads and utilities, and sell the lots to individuals and to professional builders.

A decision between these and other alternatives will be made by council after this ASP is adopted.

Whichever option is selected, it is important to release lots slowly so that they can be absorbed by the market without depressing the prices of other property in town.

## Appendix A

Extract from Drayton Valley Land Use Bylaw 2007/24

### **B15 IPU INSTITUTIONAL AND PUBLIC USES DISTRICT**

#### 15.1 Purpose

The purpose of the IPU district is to provide land for parks, schools, hospitals, and other community service facilities, both publicly and privately owned.

#### 15.2 Permitted Uses

The following uses are permitted:

- o schools
- o libraries
- o halls and auditoriums
- o places of worship
- o group homes
- o day care facilities
- o group care facilities except those listed below as not allowed
- o hospitals, hospices, nursing homes, and long term care facilities
- o cemeteries and crematoriums
- o public parks, playgrounds, and buffer strips
- o golf courses
- o municipally owned athletic and sporting facilities
- o utility buildings and facilities
- o buildings and uses accessory to the above

#### 15.3 Discretionary Uses

The following uses may be allowed at the discretion of the Municipal Planning Commission:

- o campgrounds
- o privately owned athletic and sporting facilities
- o dwelling units for staff of a permitted or discretionary use
- o buildings and uses accessory to the above

### 15.3 Uses Not Allowed

Facilities in which the clients or residents live or attend under the terms of an order or decision of a court or a parole board are neither permitted nor discretionary uses in the IPU district. These uses require the land to be classified Direct Control.

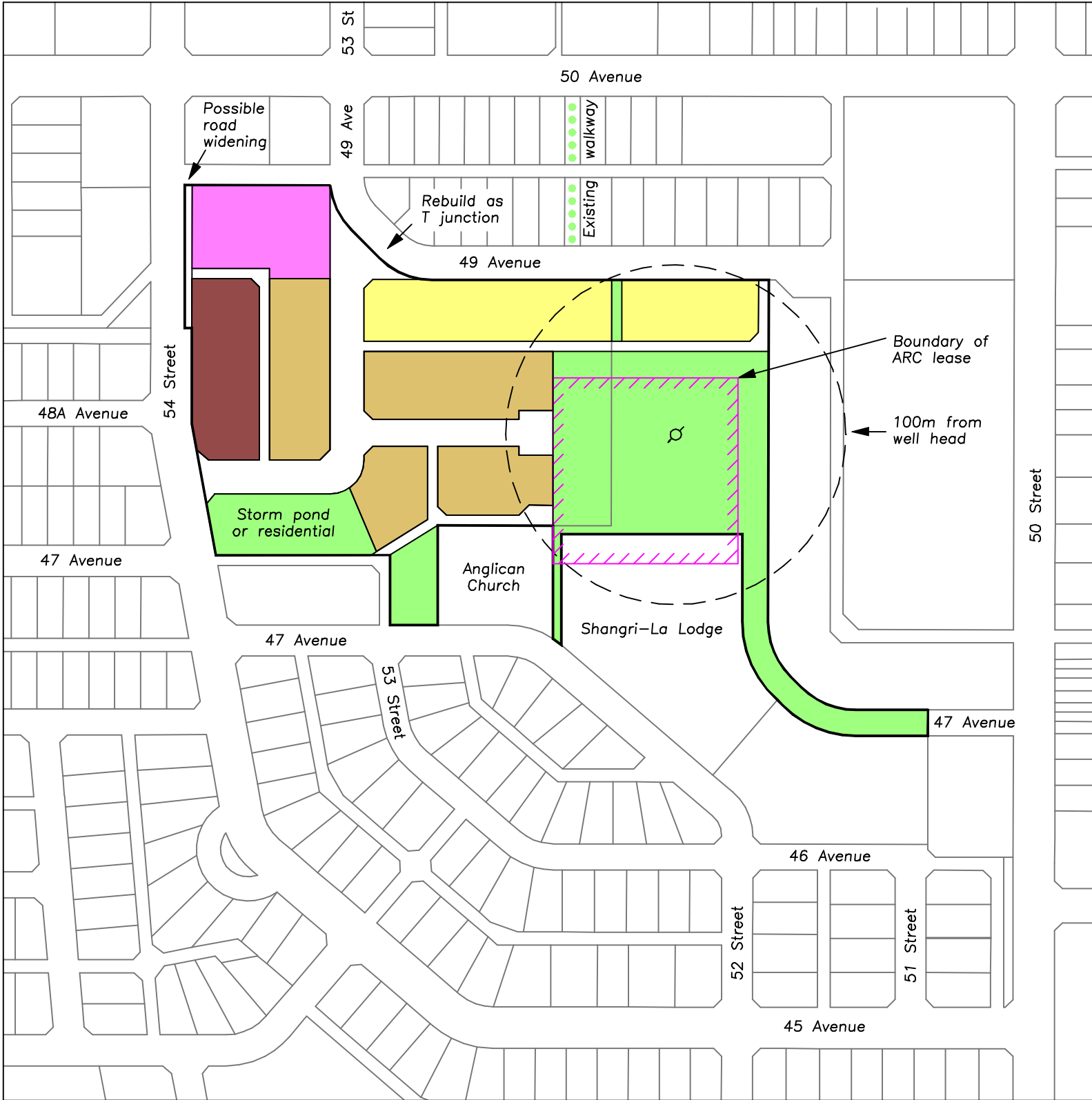
### 15.4 Yards and Setbacks

Dwelling units in the IPU district require the same yards and setbacks as in the adjacent residential district or, if there is no adjacent residential district, the same yards and setbacks as in the R1A district.

Yards and setbacks for other land uses shall be as required by the Development Authority.

### 15.5 Other Controls

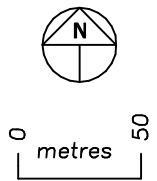
The requirements of Schedule A apply in this district.



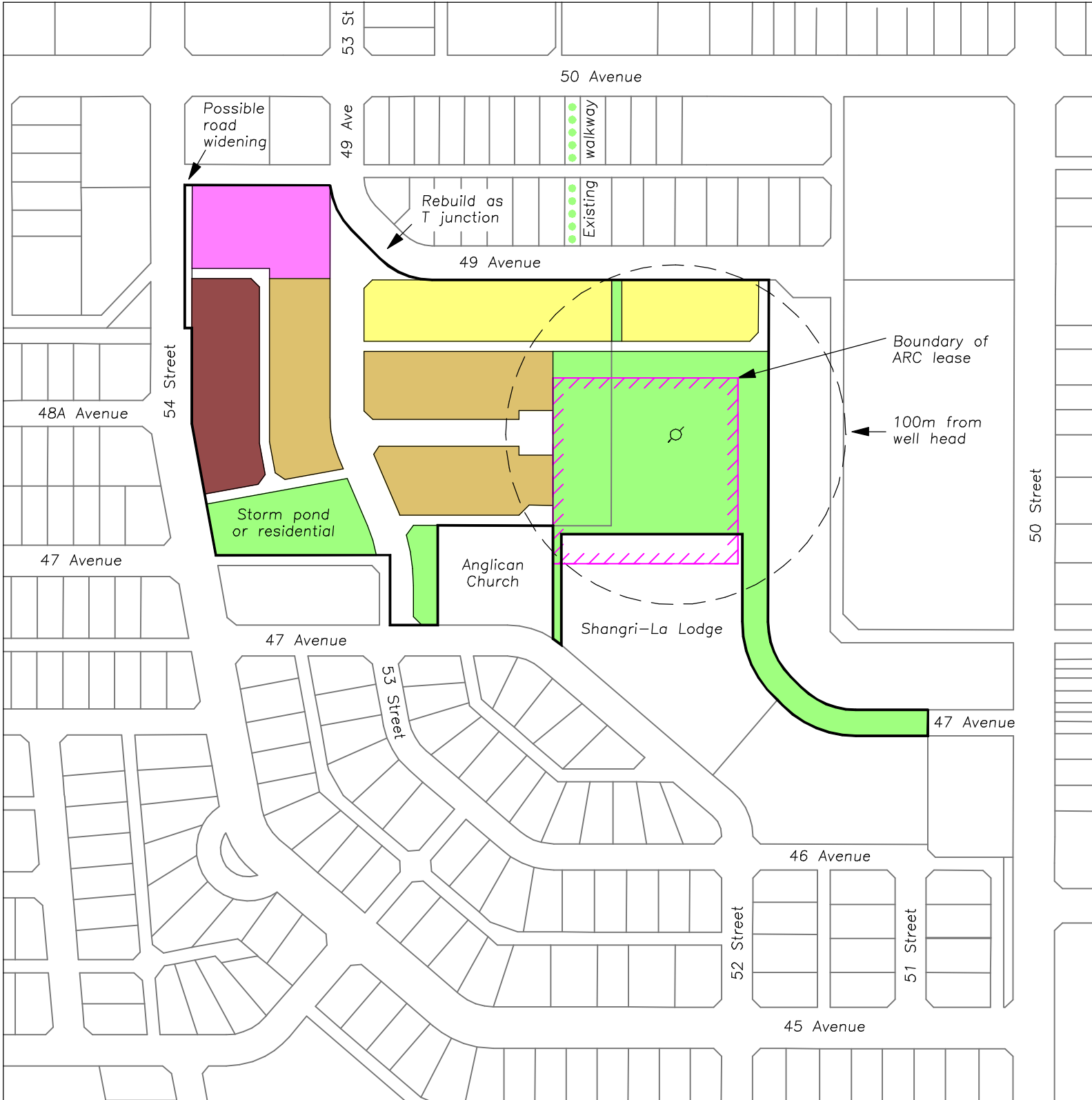
**Town of Drayton Valley  
 Proposed Area Structure Plan  
 Deby Land  
 NE 8-49-7-5  
 Map 6  
 Proposed Design**

23 June 2017

- Future land uses:
- Low density residential
  - Medium density residential
  - High density residential
  - Institutional
  - Parks and open space





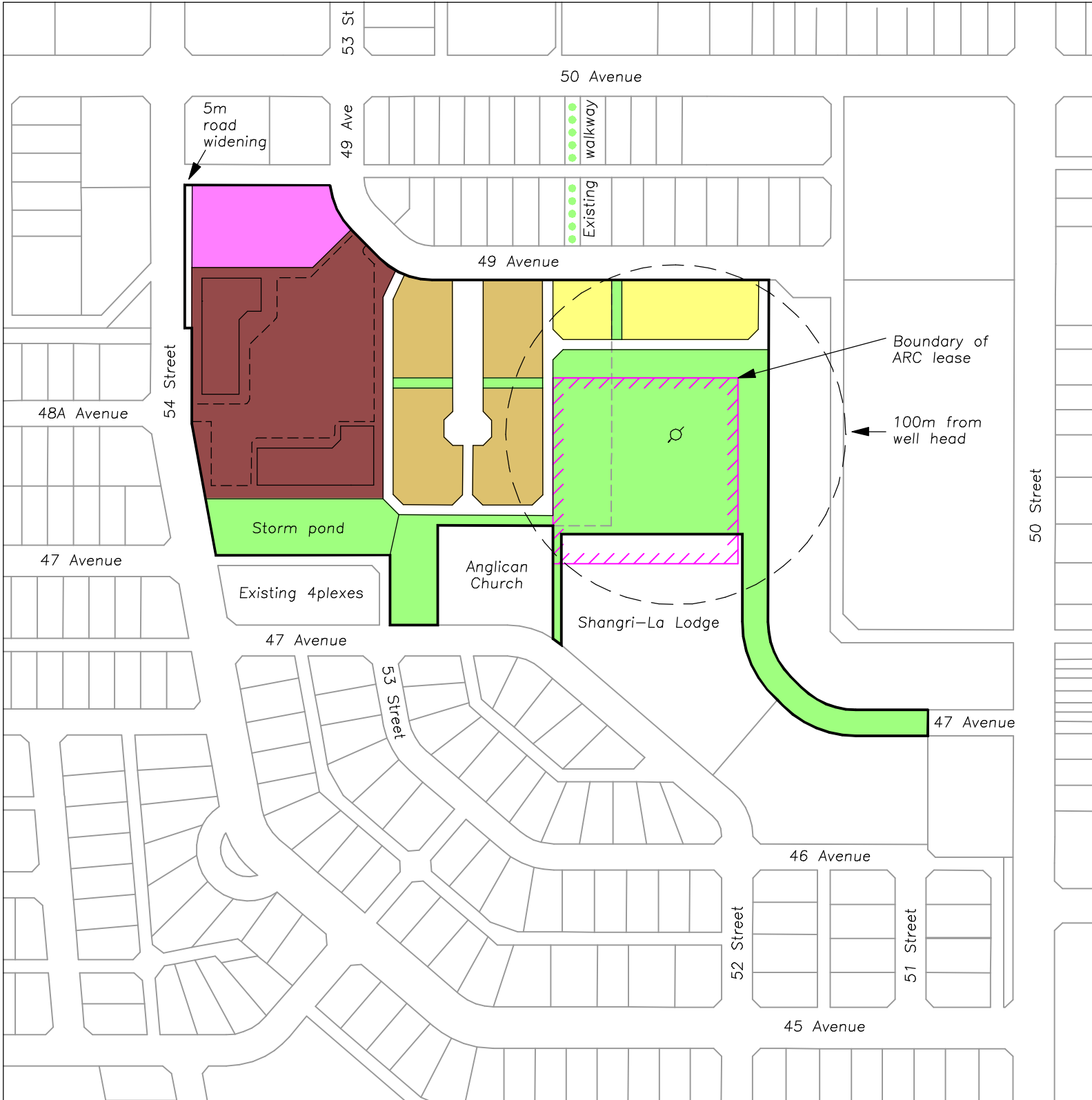


**Town of Drayton Valley  
 Proposed Area Structure Plan  
 Deby Land  
 NE 8-49-7-5  
 Map 7  
 Proposed Design**

- Future land uses:
- Low density residential
  - Medium density residential
  - High density residential
  - Institutional
  - Parks and open space



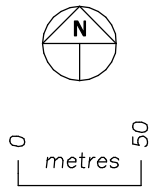
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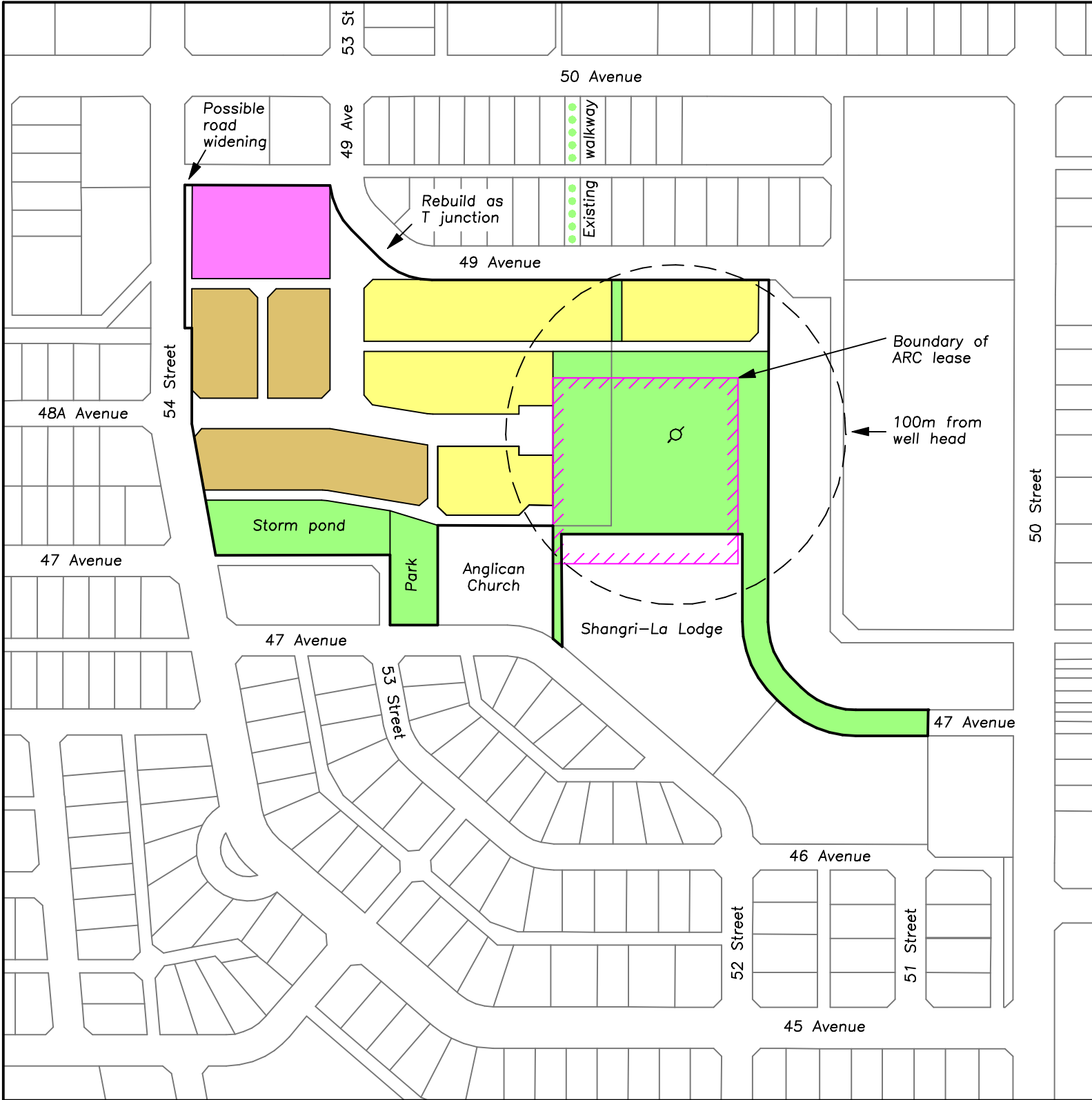


23 June 2017

**Town of Drayton Valley  
Proposed Area Structure Plan  
Deby Land  
NE 8-49-7-5  
Map 8  
Proposed Design**

- Future land uses:
- Low density residential
  - Medium density residential
  - High density residential
  - Institutional
  - Public parks and open space





**Town of Drayton Valley  
 Proposed Area Structure Plan  
 Deby Land  
 NE 8-49-7-5  
 Map 9  
 Proposed Design**

2 August 2017

- Future land uses:
- Low density residential
  - Medium density residential
  - Institutional
  - Parks and open space

