

MUNICIPAL DEVELOPMENT PLAN

Bylaw No. 786-04



TOWN OF PICTURE BUTTE IN THE PROVINCE OF ALBERTA

BYLAW NO. 786-04

BEING A BYLAW OF THE TOWN OF PICTURE BUTTE IN THE PROVINCE OF ALBERTA, TO ADOPT A NEW MUNICIPAL DEVELOPMENT PLAN FOR THE MUNICIPALITY.

WHEREAS the Council of the Town of Picture Butte wishes to replace existing Bylaw No. 518, being the General Municipal Plan; and

WHEREAS the purpose of the proposed Bylaw No. 786-04 is to provide a comprehensive, long-range land use plan pursuant to the provisions outlined in the Municipal Government Act, Revised Statutes of Alberta 2000, Chapter M-26, as amended; and

WHEREAS the municipal council has requested the preparation of a long-range plan to fulfill the requirements of the Act and provide for its consideration at a public hearing;

NOW THEREFORE, under the authority and subject to the provisions of the Municipal Government Act, Revised Statutes of Alberta 2000, Chapter M-26, as amended, the Council of the Town of Picture Butte in the Province of Alberta duly assembled does hereby enact the following:

- 1. Bylaw No. 786-04 being the new Municipal Development Plan Bylaw is hereby adopted.
- 2. Bylaw No. 518, being the former General Municipal Plan and any amendments thereto is hereby rescinded.
- 3. This Bylaw comes into effect upon third and final reading hereof.

| READ a first time this 10 th day of May, 2004. | Administrator – Norman McInnis |
|---|---|
| READ a second time this 13 th day of September, | Administrator – Norman McInnis |
| READ a third time and finally PASSED this 13 th of the state of the | day of September, 2004. Administrator – Norman McInnis |

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TOWN OF PICTURE BUTTE

MUNICIPAL DEVELOPMENT PLAN

1. INTRODUCTION

1.1 INTRODUCTION TO A MUNICIPAL DEVELOPMENT PLAN

The purpose of a municipal development plan (MDP) is to provide a framework for making decisions that will:

- improve the physical environment of a community,
- · make all aspects of the town more functional, and
- create an interesting and efficient living environment.

A plan expresses how the community sees itself in the future and acts to implement community-based policies on development. A municipal development plan is the official policy of a community pertaining to land use and development goals, objectives and policies as it is adopted by bylaw.

It has been over two decades since the last general municipal plan for Picture Butte was adopted. The preparation of a new municipal development plan considers changes that have occurred in the community, a reassessment of community goals and updating statistical data. Additionally, changes have occurred to the provincial requirements regarding municipal development plan content to include a broader array of issues.

The preparation process of this municipal development plan included:

- · discussions with town committees and council,
- preparation of a background paper,
- · participation in the Picture Butte Summit,
- · Picture Butte Community Future Survey results,
- · presentation of the draft plan to a public meeting.

Research was also conducted evaluating many aspects of the Town of Picture Butte, such as:

- identifying the community's needs,
- · evaluating land use,
- · reviewing population trends,
- · evaluating economic activity,
- · reviewing other municipal issues.

1.2 PLAN AUTHORITY

There is no legislative requirement for Picture Butte to have a municipal development plan. This plan reflects the desire of council to look into the future and prepare policy for the future.

When a municipality chooses to adopt a municipal development plan, provisions are made in the Municipal Government Act. In particular, section 632 outlines the required contents for a municipal development plan which includes:

- the future land use within the municipality,
- the manner of and the proposals for future development in the municipality,
- 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,
- the provision of the required transportation systems either generally or specifically within the municipality and in relation to adjacent municipalities, and
- the provision of municipal services and facilities either generally or specifically.
- policies compatible with the Subdivision and Development Regulation to provide guidance on the type and location of land uses adjacent to sour gas facilities;
- policies respecting the provision of municipal, school or municipal and school reserves, including but not limited to the need for, amount of and allocation of those reserves and the identification of school requirements in consultation with affected school authorities.

A municipal development plan may provide policies beyond the requirements of the Act to include:

- proposals for the financing and programming of municipal infrastructure;
- the coordination of municipal programs relating to the physical, social and economic development of the municipality;
- environmental matters within the municipality;
- the financial resources of the municipality;
- the economic development of the municipality;
- any other matter relating to the physical, social or economic development of the municipality;
- 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.

Section 636 states while preparing a statutory plan a municipality must:

- (a) provide a means for any person who may be affected by it to make suggestions and representations;
- (b) notify the public of the plan preparation process and of the means to make suggestions and representations referred to in clause (a);
- notify the school authorities with jurisdiction in the area to which the plan preparation applies and provide opportunities to those authorities to make suggestions and representations;
- (d) in the case of a municipal development plan, notify adjacent municipalities of the plan preparation and provide opportunities to those municipalities to make suggestions and representations.

1.3 REGIONAL LOCATION

Picture Butte is located at the junction of Highway 25 and the provincial roads 519 and 843 (see Map 1). Access directly south to the City of Lethbridge is not available but the distance is 12 kilometres. Since the driving distance from the city to Picture Butte is 30 kilometres and some 25 minutes, the town acts as a subregional service centre making use of the good road connection to the north part of the County of Lethbridge.

There is a rail line through Picture Butte which has historically provided transportation for the agricultural industry, however, the CPR has closed active rail service.

1.4 HISTORICAL BACKGROUND

Picture Butte was named after a prominence located on the southeast side of the town. The Butte no longer exists; by 1947 the soil had been reworked or removed to improve streets in town, build the highway and to dyke the shore of the lake.

In the early 1900s the area was opened for homesteading. Two historic events were largely responsible for the founding and development of Picture Butte:

- the building of the Lethbridge Northern Irrigation System in 1923, and
- the building of a railroad, which would provide access to markets in 1925.

These two events stimulated an influx of settlers. A post office was established in 1926 and the Hamlet of Picture Butte came into being. In 1935 a sugar factory opened and in 1936 the RCMP detachment was established. By 1943 the hamlet attained village status, and in 1961 the community became incorporated as a town with a population of 978. The town continued to grow as the hub of intensive livestock feeding and diversified farming.

The closing of the Canadian Sugar Factory in the spring of 1978 was an important event that influenced the town's development, resulting in both the loss of tax revenues and employment opportunities to the town. Since this time, a few small service industries and some warehousing and wholesaling industries constitute the bulk of industrial activity in Picture Butte.

Several factors have influenced the continued growth and development of the Town of Picture Butte:

- the development of a good highway system surrounding Lethbridge has meant that Picture Butte is within a relatively short commuting distance of Lethbridge for employment and shopping opportunities;
- the amenities and services available in Picture Butte are similar to those in a larger urban centre:
- Picture Butte's function as a service centre to the surrounding rural community, but also as a growing residential community for people employed in local farming operations and for retired rural people.

To support the growth and development, the town annexed approximately 165 acres in 1991, which changed the boundary of the community significantly since the general municipal plan of 1980.

2. COMMUNITY GOALS AND PRINCIPLES

It is important for a community to determine the attributes that need to be protected and developed. In this plan the discussion of goals and principles has been developed through firstly, original discussions with council and committees and secondly, the "Future Summit" held by the Town Council in May of 2003.

2.1 GOALS FROM MUNICIPAL DISCUSSION

This section represents the goals developed from early discussions with council:

- establish criteria that can be used by approval authorities and will provide residents with development that has high quality of design and other standards,
- assist in establishing a healthy community that supports the needs of its residents,
- develop a strong sense of community that is both self-reliant and cooperative with other jurisdictions,
- pursue a system of decision making that is inclusive of all stakeholders and the public at large,
- ensure land is available for a variety of uses in appropriate areas of town.

2.2 FUTURE SUMMIT DISCUSSION

When council prepared the agenda for the "Summit" they used their detailed knowledge of the community and their great experience in public service to identify the five issue areas of importance to the community.

They felt discussion and action should occur in the areas of:

- DEVELOPMENT (urban planning concerns)
- ➤ HEALTH CARE (of wide concern for all residents)
- > YOUTH (the future of the town)
- GROWTH AND TOURISM (seen to be an opportunity)
- > TOWN COUNCIL (a discussion of governance)

Panels and stakeholders in the community were invited to discuss each point and start to develop a strategy.

2.2.1 Development

Discussion occurred over a broad range of issues including:

- Community Image including the feelings the town looks old; litter.
- Odour related to the above, the image of the town is that it is adversely affected by the livestock industry surrounding it.
- <u>Health Care</u> which was discussed in more detail in another session, but from a development point of view health care is essential in a balanced community.
- Infrastructure including road issues.
- Real Estate identifying the impediments to land sales.

Not only problems were identified, as discussion also recognized that this long-established town had attributes including:

- the strength, energy and friendliness of the residents of town,
- · existing facilities and amenities,
- · small town and stable community,
- · quality and well-priced housing.

2.2.2 Health Care

Decisions by the Chinook Health Region will change the town's traditional level of health care. Efforts of the Picture Butte Health Care Committee have resulted in the retention of a satisfactory level of service. The Summit identified issues affecting health including:

- · facilities and personnel,
- · social issues,
- · economic issues,
- · need for community involvement,
- · quality of life.

The town, the Chinook Health Region, Green Acres Foundation and Alberta Seniors have reached an agreement which will provide a level of service which will be the envy of many municipalities. A wing of the local Piyami Lodge is being renovated to house Urgent Care, Laboratory and X-ray services, Community Health and doctors offices. A new Supportive Housing annex is being added to the Lodge to replace 15 beds which will be lost when the primary care beds close in the old hospital.

The Picture Butte Integrated Care Society has been formed with representatives from the town and county as well as local physicians which will oversee operation of the Urgent Care, Lab and X-ray services and ensure that health care delivery meets the needs of the community.

2.2.3 Youth

Promoting and supporting the youth of the community was the main focus. Youth in town benefit from:

athletics – the school's athletic programs are excellent;

- · good community facilities;
- · sportsplex, outdoor pool, ball diamond, soccer field;
- clean community, minimal garbage;
- parks and recreation;
- mainly seniors, families, youth from the area that come into town;
- population has an effect on the dynamics of a community;
- · family-oriented community;
- everyone knows each other and takes care of each other;
- strong service and volunteer base.

It was also suggested that the youth of town need assistance in:

- need to provide positive activity to keep youth off streets;
- need to keep them busy, thus reducing vandalism and garbage;
- need to be productive;
- · need more and varied activities;
- non-competitive activity (not just sports);
- find activity that is focused on those doing vandalism;
- youth centre would it work?
- · must be activity focused;
- youth who are not in "organized" sports have no other avenue to express themselves.

2.2.4 Growth and Tourism

In search for further opportunities, participants recognized that Picture Butte has an active community that the tourism industry could capitalize on, such as:

- · the Ag Fair, parade, pancake breakfast
- July Fair/Festival
- Trade Fair every two years
- · sport fishing at the reservoir
- · golf course
- bed and breakfast
- · host to sporting tournaments
- 4H calves
- museum
- Jambouree Days (tractor days, horse pull)
- Show and Shine in July for cars
- Tractor Club
- Walk on the Wild Side a bit of an Interpretive Centre (birds)
- olympic-sized ice arena

2.2.5 Town Council

Much of the conversation with this group was question and answer and stressed council's role in budgeting. Finances and decisions on spending seemed to be the priority.

2.2.6 Conclusion

This exercise and other strategic planning programs undertaken by council seem to focus on a continued effort to maintain and improve on quality of life issues. Council decisions on the above issues will support its residents.

3. ANALYSIS OF POPULATION AND ECONOMIC DEVELOPMENT

Population and economic development are used to estimate the likely future growth of Picture Butte. It should be noted that there is a large degree of uncertainty when using past data to predict future trends as:

- there is no guarantee that what happened in the past will continue to occur in the future,
- the community is relatively small and any large intervention can have a large effect on the projection.

More detail is available in the Town of Picture Butte Land Use Study, Background Report to the Municipal Development Plan. The following is a review of that analysis

3.1 POPULATION PROJECTIONS

Population is presented as a range of possible growth numbers and where the actual amount will be depends, in part, on the economic activity experienced, and larger trends. One possible impact could be the City of Lethbridge which is in close proximity, but because of the driving distance the effect is expected to be minor, unless the distance is reduced by the construction on the projection of a more direct link.

TABLE 1
Summary of Population Projection Results for Picture Butte

| Year | Census Pop. | Arithmetic | Logarithmic | Share of Region | Cohort (last 5 yr) | Cohort (last 10 yr) | Cohort (last 20 yr) |
|------|----------------|------------|-------------|--------------------|-----------------------|------------------------|------------------------|
| 1996 | 1,669 | 1,669 | 1,669 | 1,669 | 1,669 | 1,669 | 1,669 |
| 2001 | | 1,823 | 1,873 | 1,802 | 1,763 | 1,686 | 1,781 |
| 2006 | | 1,939 | 2,034 | 1,900 | 1,869 | 1,711 | 1,907 |
| 2011 | | 2,055 | 2,208 | 2,003 | 1,982 | 1,736 | 2,040 |
| 2016 | | 2,171 | 2,397 | 2,111 | 2,107 | 1,765 | 2,186 |
| 2021 | | 2,287 | 2,603 | 2,218 | 2,244 | 1,798 | 2,342 |

Source: ORISA Population Projections 2001-2021

Annual Growth Rates of 1.0%, 1.5% and 2.0% for Picture Butte

| Year | Census | 1.0% Annual | 1.5% Annual | 2.0% Annual |
|------|------------|-------------|-------------|-------------|
| | Population | Growth | Growth | Growth |
| 2001 | 1,701 | 1,701 | 1,701 | 1,701 |
| 2006 | | 1,788 | 1,832 | 1,878 |
| 2011 | | 1,879 | 1,974 | 2,074 |
| 2016 | | 1,975 | 2,127 | 2,289 |
| 2021 | | 2,076 | 2,291 | 2,528 |

Most of the projections shown in Table 1 developed for the Town of Picture Butte show growth at rates of 2 percent or less. This means that by the year 2021, the population from the calculation could be a high of 2,528 persons assuming the growth rate of 2 percent, or as little as 1,798 based on the cohort calculation using data from the last 10 years. Appendix 1 contains the summary of population projections.

One major factor that can serve to narrow the range is economic activity, and the likely strength of the town's business and employment sectors will assist in determining a reasonable population projection. A target range can be determined after an economic evaluation.

3.2 ECONOMIC ACTIVITY

Since its origin, Picture Butte's main function has been that of providing services to the surrounding rural area, and as such its services have tended to be related to agriculture. Agriculture and confined feeding operations rely on the town for support. It must be acknowledged that confined feeding operations have been a tremendous and diverse resource to the community economy for many years. Picture Butte is known as the "Livestock Feeding Capital of Canada". For the purpose of the MDP, the background paper evaluated:

- the town's subregional role,
- · provincial economy,
- · industry and labour characteristics,
- labour force,
- tax assessment,
- construction activity,
- subdivision and development activity.

Based on this discussion, the following summary is presented.

Although the preceding economic activity review is not a complete and thorough analysis, it does illustrate some prevalent trends that are present in the local economy and include:

- Picture Butte is a subregional trade centre providing service to the area north of the Oldman River in the County of Lethbridge;
- the unemployment rate for the region is the lowest in Alberta and the financial institutions are predicting growth at 4.5 percent for the province of Alberta;
- 67 percent of the population in Picture Butte is engaged in the service industry employment;
- there has been a steady conservative growth in residential subdivisions over the last 10 years;
- the ratio of residential tax assessment to non-residential tax assessment is greater than would be desirable — generally a 40 percent to 60 percent ratio is considered ideal — Picture Butte has 78.6 percent residential, 16.3 percent non-residential;
- the town should be able to benefit from the generally healthy economy of the area;
- the economy of the town depends on the agricultural industry and therefore is susceptible
 to the swings that can occur in this sector, for example, the BSE crisis of 2003.
 Diversified municipal economies are less susceptible to the effects of downturns in
 portions of the general economy.

3.3 TARGET POPULATION GROWTH

Given the economic analysis that indicates a stable situation the population of town may be closer to the projections of 1 percent or 2,076 persons and the arithmetic amount of 2,287 by 2021. This is less than the 60-year average growth of 2.3 percent and more than the 0.58 percent growth experienced in the last 10 years.

4. LAND USE ANALYSIS

Another source of information necessary for policy preparation is land use. The review of existing uses assists in part to establishing the future demand for lands. It can also assist in the creation of policy to address existing concerns and opportunities. It should be noted that the areas of land that are designated for a use in the land use bylaw will be different from the areas of land calculated in a land use study. The land use study reports what is on the ground and the land use bylaw designates what the land should be, but includes vacant land and non-conforming land uses. Map 2 is much more detailed than the map contained in the land use bylaw.

4.1 OVERVIEW OF EXISTING LAND USE

Table 2 and Map 2 exhibit the existing types of uses and the location. In general of the developed land, residential is the largest use of land in the town boundary. Some 56 percent of the land in the boundary is vacant and some of that is available for development.

TABLE 2
Existing Land Use

| Use | Hectares | Acres | % of Total |
|-------------------------|----------|-------|------------|
| Single Residential | 44.5 | 110.0 | 15.6 |
| Multifamily Residential | 2.0 | 5.0 | .7 |
| Manufactured Home | 4.7 | 11.6 | 1.7 |
| Commercial | 15.8 | 39.0 | 5.5 |
| Industrial | 1.4 | 3.9 | .5 |
| Public | 29.7 | 73.4 | 10.5 |
| Utilities | 16.3 | 55.4 | 5.7 |
| Recreation & Open Space | 10.4 | 25.6 | 3.7 |
| Non Urban/Vacant* | 159.1 | 393.1 | 56.0 |
| TOTAL | 284.1 | 702.0 | 100.0 |

4.2 RESIDENTIAL LAND USE

According to the existing residential land use shown in Table 3, residential development comprises 126.6 acres (51.2 ha) or 18.0 percent of the total existing land use. Single detached housing is dominant, using close to 15.6 percent of the total developed land and representing 86.9 percent of the total occupied dwellings within Picture Butte. This figure is comparable to other small southern Alberta communities. Multi-family housing accounts for 3.9 percent of total occupied dwelling units, while manufactured homes account for 9.2 percent. Picture Butte has two manufactured home parks, one on Piron Place and the other called Maple Estates in the south portion of town.

TABLE 3
Existing Residential Land Use

| Туре | Area (acres) | Area (ha) | Total Residential % | Total % |
|----------------------|-----------------|--------------|------------------------|------------|
| Single Family | 110.0 | 44.5 | 86.9 | 15.6 |
| Duplex/Semi-detached | 3.5 | 1.4 | 2.7 | 0.5 |
| 3-4 Family | 0.5 | 0.2 | 0.4 | 0.1 |
| Multi Family | 1.0 | 0.4 | 0.8 | 0.1 |
| Manufactured Home | 11.6 | 4.7 | 9.2 | 1.7 |
| TOTAL | 126.6 | 51.2 | 100.0 | 18.0 |

Housing diversity is low in Picture Butte as most housing is in the form of single dwellings. For example, over 96 percent of the housing stock is either single detached dwellings or manufactured homes. In the future, the lack of multi-unit accommodation will affect the ability of the town to accommodate a diverse labour force and a variety of age groups.

As shown in Table 4, the majority of Picture Butte's housing stock was determined to be fair to excellent. The areas near downtown and near the north entry of town did fall into the lower category. Over the period of this plan it is expected that some redevelopment will occur in the area of lower rating.

TABLE 4
Housing Conditions - 2002

| Rating | Percent of Dwellings |
|-----------|----------------------|
| Excellent | 20.2 |
| Good | 27.5 |
| Fair | 47.5 |
| Poor | 4.7 |

Approximately 20 vacant residential lots exist in the newer residential areas in the north and south portions of town. According to the Land Use Survey (February 2003) there is approximately 216 acres (87.5 ha) urban reserve land used for agricultural purposes lying to the north and southwest of the existing residential areas.

There is an absence of higher-density low-maintenance housing that would be suitable for the older portion of the population. These "over 50" types of accommodation are more common in larger municipalities but can assist people to remain in the community.

4.3 COMMERCIAL LAND USE

Lands that are currently being used for commercial purposes (see Table 5) amount to 39.0 acres (15.8 ha) or approximately 6 percent of the total existing land use in Picture Butte. Much of the

retail commercial is located downtown and the highway commercial uses are located along Highway Avenue at the entrances to town and mixed in with the industrial area in the west end of town. The total amount of land designated by the land use bylaw as commercial is approximately 16.3 acres (6.6 ha); of that, 11.59 acres (4.69 ha) is designated as retail commercial and 4.65 acres (1.88 ha) is designated as highway commercial. A comparison between existing (39.0 acres) and designated (16.3 acres) commercial land use shows a deficit of 22.7 acres in designated commercial land use. Much of the existing commercial land use has located in the industrial area. As of the February 2003 Land Use Survey (Map 2), the town had ten vacant retail commercial parcels in the downtown area and zero vacant parcels in the highway commercial district.

TABLE 5
Existing Commercial Land Use

| Туре | Area (acres) | Area (ha) | % Total Commercial | % Total Existing Land Use |
|----------------|-----------------|--------------|-----------------------|------------------------------|
| Retail | 2.7 | 1.1 | 7.0 | 0.4 |
| Wholesale | 7.4 | 3.0 | 19.0 | 1.1 |
| Service | 3.0 | 1.2 | 7.6 | 0.4 |
| Transportation | 1.7 | 0.7 | 4.4 | 0.2 |
| Contracting | 4.4 | 1.8 | 11.4 | 0.6 |
| Building | 3.0 | 1.2 | 7.6 | 0.4 |
| Warehousing | 16.8 | 6.8 | 43.0 | 2.4 |
| TOTAL | 39.0 | 15.8 | 100.0 | 5.5 |

In comparison to other southern Alberta communities of similar size, Picture Butte's 39.0 (15.8 ha) commercial land use acreage is slightly more than the average of 36.1 acres (14.62 ha).

The Existing Land Use Map indicates there is no vacant land available to accommodate future Highway commercial development. The map also shows there are a number of nonconforming land use activities present in the designated Highway commercial districts, which further impedes future Highway commercial growth. Most non-conforming uses are older dwellings that occupy land that has been designated for commercial use in the land use bylaw. In terms of highway commercial use, the non-conforming use is near the east entry to town.

4.4 INDUSTRIAL LAND USE

As shown in Map 2, the industrial land use district is located on the east side of Picture Butte. The intent of the industrial land use zoning is to provide for and encourage the orderly industrial development of this district in a manner compatible with other land uses. The concentrated nature of the industrial activities in the industrial park on the east side of Picture Butte has resulted in relatively few land use conflicts. Table 6 indicates the industrial activity is very much oriented toward the agricultural sector. According to the Land Use Survey (February 2003), there are 14 vacant parcels of land designated as industrial use and available for development.

TABLE 6
Existing Industrial Use

| Туре | Area (acres) | Area (ha) | % Total Industrial | % Total |
|--------------------------|-----------------|--------------|-----------------------|------------|
| Industrial Manufacturing | 0.7 | 0.3 | 18.8 | 0.1 |
| Ag Processing | 3.2 | 1.3 | 81.2 | 0.5 |
| TOTAL | 3.9 | 1.6 | 100.0 | 0.6 |

4.5 PARKS AND OPEN SPACE LAND USE

Picture Butte has several recreational, parks and open space parcels that occupy a total of 25.6 acres (10.4 ha) (see Table 7). There are a number of quality recreational facilities available to the residents of Picture Butte including the North County Recreation Complex that houses a regulation size ice arena and four sheets curling rink. Adjacent to the recreation centre is the outdoor swimming pool. The town also offers tennis courts, ball diamonds, soccer fields, a track and a campground. A 27-hole golf course with campground is located 2 kilometres west and south of town. Open space is provided by the three schoolyards and nearby resort areas including the Lion's Park, Regional Park and Campground, and the 'Walk on the Wild Side' Nature Trail. The Picture Butte Walk on the Wild Side Society has developed a walking trail along a portion of Picture Butte Reservoir. Park Lake is within a short drive of Picture Butte and offers water activities, picnic and camping facilities.

TABLE 7
Recreation and Open Space Land Use

| Туре | Area (acres) | Area (ha) | % Recreation | % Total |
|--------------------|-----------------|--------------|-----------------|---------|
| Indoor Recreation | 2.7 | 1.1 | 10.5 | 0.4 |
| Outdoor Recreation | 8.6 | 3.5 | 33.7 | 1.2 |
| Parks | 8.4 | 3.4 | 32.7 | 1.2 |
| Open Spaces | 5.9 | 2.4 | 23.1 | 0.8 |
| TOTAL | 25.6 | 10.4 | 100.0 | 3.6 |

4.6 PUBLIC AND INSTITUTIONAL LAND USE

As Table 8 illustrates, a large percentage of land, approximately 73.4 acres (29.7 ha) or 10.5 percent of the total land, is dedicated to institutional uses. Public and institutional uses include education, government activities, churches, community and the urgent care facility.

TABLE 8
Public and Institutional Land Use

| Туре | Area (acres) | Area (ha) | % Total Public Institutional | % Total |
|-------------|-----------------|--------------|---------------------------------|---------|
| Educational | 31.6 | 12.8 | 43.1 | 4.5 |
| Government | 2.2 | 0.9 | 3.0 | 0.3 |
| Community | 0.5 | 0.2 | 0.7 | 0.1 |
| Hospital* | 8.2 | 3.3 | 11.1 | 1.2 |
| Religious | 30.9 | 12.5 | 42.1 | 4.4 |
| TOTAL | 73.4 | 29.7 | 100.0 | 10.5 |

^{*} Recent changes suggest this land will likely be redesignated in the near future.

4.7 FRINGE AREA LAND USE

Map 3 shows the uses located in the fringe area of the town. The land south of town is somewhat fragmented by subdivision and land ownership, while much of the rest of the area is larger agricultural parcels.

5. OTHER LAND USE RELATED INFORMATION

5.1 TRANSPORTATION

Land use in the Town of Picture Butte will be affected by the amount and type of traffic that will be travelling in, around and through the community. The Town of Picture Butte is located at an intersection point of two transportation routes: Highway 25 running north and south, and Highway 519 running east and west.

5.1.1 Arterial Roads

Three arterial roads exist in Picture Butte:

- · Highway Avenue,
- · Rogers Avenue, and
- 4th Street South.

Picture Butte's main street (Highway Avenue) is a through route and is part of Highway 25. It is one of the main entrances to town and connects the downtown with residential areas. Rogers Avenue is a through route for Highway 519. Heavy trucks use both Highways 25 and 519. Fourth Street South connects Highway Avenue and Rogers Avenue in town and is consequently a heavily travelled route. These three roadways represent Picture Butte's most heavily travelled routes. It is important to note that these routes run through residential as well as commercial and industrial areas.

5.1.2 Local Road Network

At the local road network level, the street pattern is largely that of the traditional grid system. The grid was laid out south and north of the railway line. The alignment of the railroad tracks and Highway Avenue has caused the street pattern to be altered somewhat from the normal grid pattern. In the newer residential developments the street pattern incorporates curvilinear characteristics featuring crescents and cul-de-sacs. A newer area of residential has been built in the north and west section of the town. Currently access is only available by 7 Street North. Additional lands may be developed in this area, increasing the use of the single access point.

5.1.3 Provincial Highway System

Picture Butte is connected to the region and province by Highway 25 and Highway+ 519.

The average annual daily traffic through Picture Butte on Highway 25 and 519 has increased at all points from 1990 through to 1999. Both highways experience an increase in traffic volume during the summer months. Increased traffic on a roadway has a direct effect on what kind of barrier these rights-of-way will become to development.

5.2 MUNICIPAL SERVICES

The municipal services for this section of the municipal development plan include the water distribution system, storm water drainage, sewage collection system, and solid waste collection.

5.2.1 Water

The town's drinking water is obtained from the Picture Butte Reservoir, which is fed from Keho Lake by way of a Lethbridge Northern Irrigation canal. The reservoir is located on the north boundary of town.

In 2001 the town's water treatment plant was updated and expanded and uses ultrafiltration membrane technology using a small pore size membrane. Chlorination occurs after the water is filtered. At this point the plant is providing a water capacity to approximately 1,600 - 1,800 people (maximum capacity of 7 megalitres per day). The plant has the ability to grow and expand as the population grows and the need arises. Main distribution lines have also been improved with the installation of additional control valves.

The water distribution system generally provides adequate pressures to most parts of the town with the exception of some of the areas to the east of the hospital. This issue will be addressed with the completion of an upgrade in 2004. The inadequate pressures in these areas are due to the small distribution mains in the area. The water main replacement program that the town has embarked on to replace most of the cast iron mains with PVC pipes will improve pressures.

An area used for old water reservoirs located north of the current water reservoirs was reclaimed in the 1970s and may be available for development to some other uses.

5.2.2 Sewage

The sewage treatment plant is in the County of Lethbridge located south of the town with the sewage lagoons. The sewage system serves all the developed areas and has a capacity for a population of approximately 2,500. The existing sanitary trunk sewer mains can accommodate the present population and future expansion to the north. New trunk mains will be required for future growth and development to the south.

Assuming that the same type of commercial and industrial activities continue the existing sewage lift station is adequate for a population of 3,000. A new aeration system installed in 2003 is more than adequate for a population of 2,500 and depending on the level of commercial and industrial activity it may be adequate for a population of 3,000. The system should be evaluated when the population reaches approximately 2,300 and whenever a major commercial/industrial development occurs. Expansion and upgrading will be required as the town grows past the existing capacity for the sewage system.

5.2.3 Storm Water Drainage

The underground storm sewer system is limited to the areas north of the CPR tracks and the residential area around Maple Crescent. The rest of the town has suitable surface drainage. The storm water runs into Piyami coulee southeast of town. The storm water system should be evaluated whenever a major residential subdivision, commercial, or industrial development is planned.

5.2.4 Solid Waste

Garbage is collected from the residences once a week and twice a week from businesses. There is a waste transfer station located south of Picture Butte near the lagoons from which the material is taken to the Kedon site. The Lethbridge Regional Waste Management Service Commission has a recycling trailer for recyclable products. This recycling trailer is located adjacent to the Postal Kiosk (corner of Jamieson Avenue and 4th Street South).

5.3 SOUR GAS FACILITIES

According to section 9(1) of the MGA Subdivision and Development Regulation it is required that:

"A subdivision authority must send a copy of a subdivision application and a development authority must send a copy of a development application to the AEUB if any of the land that is subject to the application is within 1.5 kilometres of a sour gas facility or a lesser distance agreed to, in writing, by the AEUB and the subdivision authority."

Currently there are no sour gas facilities within the Town of Picture Butte or its urban fringe within the County of Lethbridge.

5.4 MUNICIPAL / SCHOOL RESERVES

Municipal reserve is a contribution made by the developer at the time of subdivision to the town for park or school purposes. It is a total of 10 percent of the land area or land value. The Municipal Government Act (MGA) allows for the taking of municipal and/or school reserve, subject to section 666(1), at the time of subdivision under certain circumstances.

When the requirement for reserve is to be provided as money in place of land, council, subject to section 667 (1)(b) of the MGA, will establish the rate of payment from time to time. Since council may change these values, applicants should confirm values with the municipality.

The municipality also has the authority to request environmental reserve to be provided at the time of subdivision in accordance with section 664(1) of the MGA. In most instances, environmental reserve must be left in its natural state or be used as public park. Also, the owners of a parcel of land of a proposed subdivision and the municipality have the option to consider registering a reserve easement on an identified parcel of land.

5.5 COORDINATION OF LAND USE WITH ADJACENT MUNICIPALITIES

The MGA stipulates that the municipal development plan must address land issues with adjacent municipalities. Section 632(3)(a)(iii) of the MGA states:

"A municipal development plan must address 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."

The County of Lethbridge surrounds the Town of Picture Butte; therefore it is of benefit for the town to maintain contact with the county and other municipalities to discuss issues of shared concern. An intermunicipal development plan between the County of Lethbridge and the Town of Picture Butte has been in place since 1997 which should be reviewed and evaluated on a regular basis. Issues concerning fringe development that should be addressed by the town and county include:

- · development permit applications,
- · redesignation,
- new and changes to existing confined feeding operations,
- · other projects that may have an effect on the adjacent municipality.

A number of land uses exist near the boundary of the town as shown on Map 3.

5.6 ENVIRONMENTAL CONSIDERATIONS

The Town of Picture Butte has environmentally unique and sensitive areas that are of local and regional interest. Environmental considerations are of increasing concern to citizens of all municipalities. Many of the causes of environmental problems are beyond the scope of municipal authorities to solve. A municipality can contribute to environmental sustainability by encouraging and practicing conservation, reduced consumption and providing opportunities for recycling, where possible.

The Picture Butte reservoir is identified as an environmentally sensitive and significant area. The reservoir is a permanent wetland that is of regional significance. The community should promote environmental protection through the methods available to a local municipality and through public awareness. Currently, the Walk on the Wild Side Association is promoting the area as environmentally sensitive and is supporting public awareness.

6. FUTURE LAND REQUIREMENTS

6.1 RESIDENTIAL LAND REQUIREMENTS

A residential land consumption range is calculated based on the likely population trends. The future residential land consumption range analysis for Picture Butte is based on (see Table 8):

- population projection using five year cohort survival and 1.5 percent growth rate,
- average household size of 2.8,
- density of 4.7 units per acre.

As the population of Picture Butte increases, the town will need land for residential development. The amount required is dependent upon present consumption and future population growth. The population analysis and projections suggest that the population of the Town of Picture Butte, by the year 2021, will increase by between 575 persons and 726 persons.

Table 8

Town of Picture Butte – Residential Land Consumption Range

| YEAR | Population Levels | | Assumed Persons | Total Required D.U.s ¹ | | Existing | New Dwelling Units Required | | Land Acreage Requirement | |
|------|-------------------|------|-----------------------|-----------------------------------|-----|----------|--------------------------------|-----|-----------------------------|------|
| | High | Low | Per D.U. ² | High | Low | D.U.s | High | Low | High | Low |
| 1996 | 160 | 69 | | | | | | | | |
| 2001 | 1823 | 1701 | 2.7 | 675 | 630 | 590 | 85 | 40 | 11.5 | 5.4 |
| | | | 2.8 * | 651 | 608 | 590 | 61 | 18 | 8.3 | 2.4 |
| | | | 2.9 | 629 | 587 | 590 | 39 | -3 | 5.2 | -0.5 |
| 2006 | 1939 | 1788 | 2.7 | 718 | 662 | 590 | 128 | 72 | 17.3 | 9.8 |
| | | | 2.8 * | 693 | 639 | 590 | 103 | 49 | 13.9 | 6.6 |
| | | | 2.9 | 669 | 617 | 590 | 79 | 27 | 10.6 | 3.6 |
| 2011 | 2055 | 1879 | 2.7 | 761 | 696 | 590 | 171 | 106 | 23.1 | 14.3 |
| | | | 2.8 * | 734 | 671 | 590 | 144 | 81 | 19.4 | 11.0 |
| | | | 2.9 | 709 | 648 | 590 | 119 | 58 | 16.0 | 7.8 |
| 2016 | 2171 | 1975 | 2.7 | 804 | 731 | 590 | 214 | 141 | 28.9 | 19.1 |
| | | | 2.8 * | 775 | 705 | 590 | 185 | 115 | 25.0 | 15.6 |
| | | | 2.9 | 749 | 681 | 590 | 159 | 91 | 21.4 | 12.3 |
| 2021 | 2287 | 2076 | 2.7 | 847 | 769 | 590 | 257 | 179 | 34.7 | 24.2 |
| | | | 2.8 * | 817 | 741 | 590 | 227 | 151 | 30.6 | 20.5 |
| | | | 2.9 | 789 | 716 | 590 | 199 | 126 | 26.8 | 17.0 |

Acreage based on 4.7 units per acre

D.U. = dwelling unit

^{*} Analysis done for a 25 year population projection, using three different calculations of 'person per dwelling unit'. (The 1996 Census persons per dwelling unit was 2.8 for Picture Butte.)

Although land is available for future residential use, this may not address the issue of housing diversity. To this point the private sector has not constructed a variety of housing and the town has not been involved in property development. Municipalities can encourage a wider range of housing in several ways including:

- · bylaws requiring a housing mix;
- a private-public partnership in building the desired housing type, in some way reducing the risk to the private sector;
- · a town only project.

Using the assumption developed in the analysis, it appears that by the year 2021 the Town of Picture Butte could develop between 40 and 56 acres of residential land to accommodate a population projection of 2,395 people. This would require a need for approximately 265 new dwelling units to house the increased population.

Approximately 20 vacant residential lots (approximately 4.3 acres) existed at the time of the survey in the newer residential areas in the north and south ends of town and another 42 vacant residential lots (approximately 13.2 acres) exist in the southeast subdivision between Pitt Street and Grace Street. This means there are approximately 17.5 acres of designated residential land available for future development and that approximately 38.9 acres of urban reserve land may need to be zoned to residential to accommodate future growth over the next 25-year period.

6.2 COMMERCIAL LAND REQUIREMENTS

Future land requirement for commercial development will depend on a number of factors including:

- availability of prime retail and highway commercial land,
- influence of the City of Lethbridge,
- success of the economic development promotion.

As of the February 2003 Land Use Survey, the town had ten vacant retail commercial parcels in the downtown area and no vacant parcels in the highway commercial district as the land is still occupied by non-conforming uses such as dwellings.

6.2.1 Downtown Commercial

The growth of the downtown area is physically constrained by the railway to the south, the surrounding residential area and the industrial area to the east. A downtown redevelopment analysis and strategy would provide opportunities for infill and redevelopment of existing and underused parcels of land in the downtown core. The annexation in 1991 provides the town with enough suitable land for commercial growth, however the redevelopment of the downtown core should be a priority.

Although some commercial lots are available for development, the Town of Picture Butte should emphasize the following strategies in accommodating future commercial growth:

- undergo a downtown redevelopment study to identify potential growth areas.
- promote infill development on existing vacant lots.

6.2.2 Highway Commercial

Future requirements for highway commercial lands are often hard to determine, as this type of land is often a function of supply and demand. As well, growth and development of highway commercial activity is closely related to increased traffic on the highway, rather than actual population growth in the town itself.

The Existing Land Use Map (Map 2) indicates there is no vacant land available to accommodate future highway commercial development. The map also shows there are a number of nonconforming land use activities present in the designated highway commercial districts, which further impedes future highway commercial growth. If the town desires to attempt to attract some type of highway commercial development, suitable land should be identified and zoned for that purpose. Nonconforming uses should be encouraged to relocate in appropriate areas to open prime highway commercial sites.

Currently, approximately 4.7 acres of designated highway commercial uses are located along Highway Avenue at the entrances to town. Because it is not possible to make an accurate projection, the town may consider doubling the area of highway commercial development they already have developed to approximately 9 acres.

6.3 INDUSTRIAL LAND REQUIREMENTS

The 1991 Picture Butte Proposed Annexation Background Report shows Picture Butte as having 16.64 acres of land designated as industrial and indicated an industrial land requirement range of between 70 to 100 acres. The 1998 Land Use Bylaw indicates that Picture Butte has approximately 88 acres of land designated for industrial activities.

The recent annexation (1991) provides the town with enough suitable industrial land for some time. Therefore there is no need to designate more land for future industrial use in Picture Butte. However, as the industrial area is developed, the parcels along Industry Drive will require expansion of water and sewer servicing.

6.4 PARKS AND OTHER LAND REQUIREMENTS

Generally, development and subdivision may include as much as 10 percent of extra land for other uses. It is difficult to project future land requirements for public, institutional, recreational and open space activities. As the population grows and new development occurs, the need for expansion of these facilities will undoubtedly take place.

Most of the vacant lands within town are in large parcels of land and would require subdivision prior to any significant development activity. At the time of subdivision, municipal reserve should be taken and reserved for parks, open space and institutional as needed.

6.5 SUMMARY OF LAND REQUIREMENTS

A review of the preceding sections indicate that approximately 28 to 39 acres of land would be required to accommodate most land uses. The review of vacant land indicates that more than sufficient lands are available for the foreseeable future. About 195 acres exists to accommodate urban density residential uses as well as 35 acres in the northwest portion of town that could accommodate large lot subdivision. Potentially some 25 lots may be redeveloped in the plan period and the old reservoir site of 5.8 acres may also be redeveloped.

Providing land for commercial use may require the redevelopment of existing residential lots.

Table 9
Summary of Land Requirements

| Land Use | High Estimate | Low Estimate |
|---|---------------|--------------|
| Residential | 27 acres | 17 acres |
| Commercial land requirements (highway commercial) | 9 acres | 9 acres |
| Industrial | _ | _ |
| Parks (10% residential) | 2.7 acres | 1.7 acres |
| TOTAL | 38.7 acres | 27.7 acres |

6.6 URBAN EXPANSION

From the analysis it seems that land is available for development for the foreseeable future. The town boundary may be expanded for the purpose of:

- · commercial expansion,
- providing an alternative access to the northwest part of town,
- if a council identifies a need at some point in the future.

7. POLICIES AND PROGRAMS FOR THE FUTURE

Previous sections of this plan have analyzed land use and other municipal features of the town and identified issues and opportunities available. Using the information, the following policies have been developed.

7.1 FUTURE HOUSING

Issues

- > Population growth has been steady if slow over the years. The town will need to provide nearly 40 acres for residential uses over the plan period.
- > The housing stock is aging indicating that redevelopment and rehabilitation of housing will occur more in the future.
- More than 96 percent of the housing is in the form of single dwelling units. If housing is to accommodate both the diversity of economy and the aging population, the variety of housing types should change.
- No detailed plans exist for the large areas of land in the south and west of town. An old plan for the area south of town is only a sketch and has not incorporated the annexed land to the west.
- Housing diversity needs to be addressed in the future.

Policies

- **7.1.1** The priority for housing in the future should be:
 - · continue toward the south.
 - · infill the northwest,
 - · the area south and west,

as shown on Guide Map 4.

- **7.1.2** An area structure plan be prepared for all the area south and west of the town. The land is private land and therefore the town may assist in the preparation of an area structure plan, but will have to work closely with the property owners.
- **7.1.3** Developers should be encouraged to provide a diversity of housing types. A variety of housing may be promoted in areas of town such as:
 - in new area structure plans being adopted by council,
 - · on sites where existing houses are to be redeveloped,
 - on larger sites that may become available such as the hospital site or the former water reservoir site,
 - area of land east of the manufactured home park the town owns some of this land.

- **7.1.4** Council should consider being more active in the provision of multi-dwelling housing developments by either entering into some private-public partnership or actually develop projects. Particular interest for council may be to provide low-maintenance, higher-density housing aimed at older segments of the population.
- **7.1.5** Some additional lots should be considered if an annexation occurs. This would be in conjunction with a solution for the access issue in the northwest as discussed in policy 7.4.3.
- **7.1.6** Council should test the soils in the site of the reclaimed water reservoir site. A design can be prepared to allow for infill housing.
- **7.1.7** The approval authorities should use its discretion to relax development standards when considering applications that would result in a considerable improvement to an existing lot that requires redevelopment.
- **7.1.8** A parcel of land east of the manufactured home park is partially owned by the town and should have a design prepared.

7.2 DEVELOPING THE ECONOMY

Issues

- > There is a need for more commercial land over the plan period, particularly for highway commercial uses and downtown land.
- > The community seems to have sufficient industrial land for the plan period; however, an industry requiring a large area of land could reduce the supply quickly.
- > It is important to protect the business enterprises that currently exist in the town.
- ➤ Picture Butte competes with towns throughout the region and even the province. Making a place for a community in the provincial economy is not an easy task.

Policies

- **7.2.1** Larger vacant lots along Highway Avenue should be reserved for highway commercial uses.
- **7.2.2** With the closing of the railway, both sides of Jamieson Avenue are suitable for development.
- **7.2.3** Council received advice at the "Summit" meeting and council should continue to be in contact with the business community to ensure the town can meet their needs.
- **7.2.4** The town has produced some very good promotional material, most recently the town website. It is important to continue to develop these programs and fund the effort.

7.3 PUBLIC USE FACILITIES AND PROGRAM

Issues

- ➤ Health care delivery and the provision of educational facilities in the town has become an issue that can affect town growth, and it is largely outside the jurisdiction of the local authority.
- Maintenance of parks is absorbing a larger portion of the municipal budget; however, these open spaces can contribute to the overall health and wellness of the town's residents.
- Assist in improving the general quality of life through public land and facilities.

Policies

- 7.3.1 The town should support existing committees ensuring liaison with both health and education officials to allow for continuous input and influence. Committees may be able to sense problems in advance of the issue arising, allowing for a quick response. It will also allow the town to be more aware of Chinook Health Region plans and ensure the town is not surprised by decisions in the future.
- **7.3.2** New subdivisions and area structure plans should provide for park lands and create links to other open spaces.
- **7.3.3** Council should prepare a specific plan with priorities and budgeting considerations that will provide a reinvestment in public facilities which may include partnerships.

7.4 MUNICIPAL INFRASTRUCTURE

Issues

- Currently the existing portion of town is well-serviced and experiencing no shortage of capacity for sewer, water and storm drainage. Areas of new development have yet to be evaluated.
- > Access into the northwest of town is restricted to one road that flows by a school. As further development occurs, the problem of access will be more severe.
- > The town currently has no sharing agreements with other municipalities for equipment or services.

Policies

- **7.4.1** As council and private owners undertake area structure plans and designs for vacant areas of land, engineering work should be conducted to ensure sufficient capacities exist in the existing servicing lines.
- **7.4.2** Should deficiencies in infrastructure be identified in the area structure plan or design processes, council should prepare a schedule of improvements to coincide with the possible development of the lands in question.

- 7.4.3 Council should investigate obtaining land from the NE½-3-11-21-W4M in the northwest part of town to complete a road link (see Map 4, Municipal Development Plan Guide Map). Some residential development could also be considered adjacent to this new connector.
- **7.4.4** Council should investigate the advantages of partnering with other municipalities for the provision of services or equipment.
- **7.4.5** When the town population approaches 2300, further analysis of the sewerage system capacity should occur.

7.5 INTERMUNICIPAL COOPERATION

Issues

- ➤ In the past the Town of Picture Butte and County of Lethbridge have had an agreement regarding fringe area land use issues. The intermunicipal development plan had a sunset clause and the plan is no longer in effect.
- Municipalities are being encouraged by Alberta Municipal Affairs to cooperate with adjacent authorities to find opportunities for the sharing of services, equipment and administration.

Policies

- **7.5.1** After the adoption of the municipal development plan, council should contact the County of Lethbridge and commence the process of preparing an intermunicipal development plan that may include:
 - establishing formal communication between the two municipalities,
 - · create a system for dispute resolution,
 - methods to ensure compatible land uses locate in the fringe district,
 - · investigation into shared services.

7.6 MUNICIPAL GOVERNMENT ACT

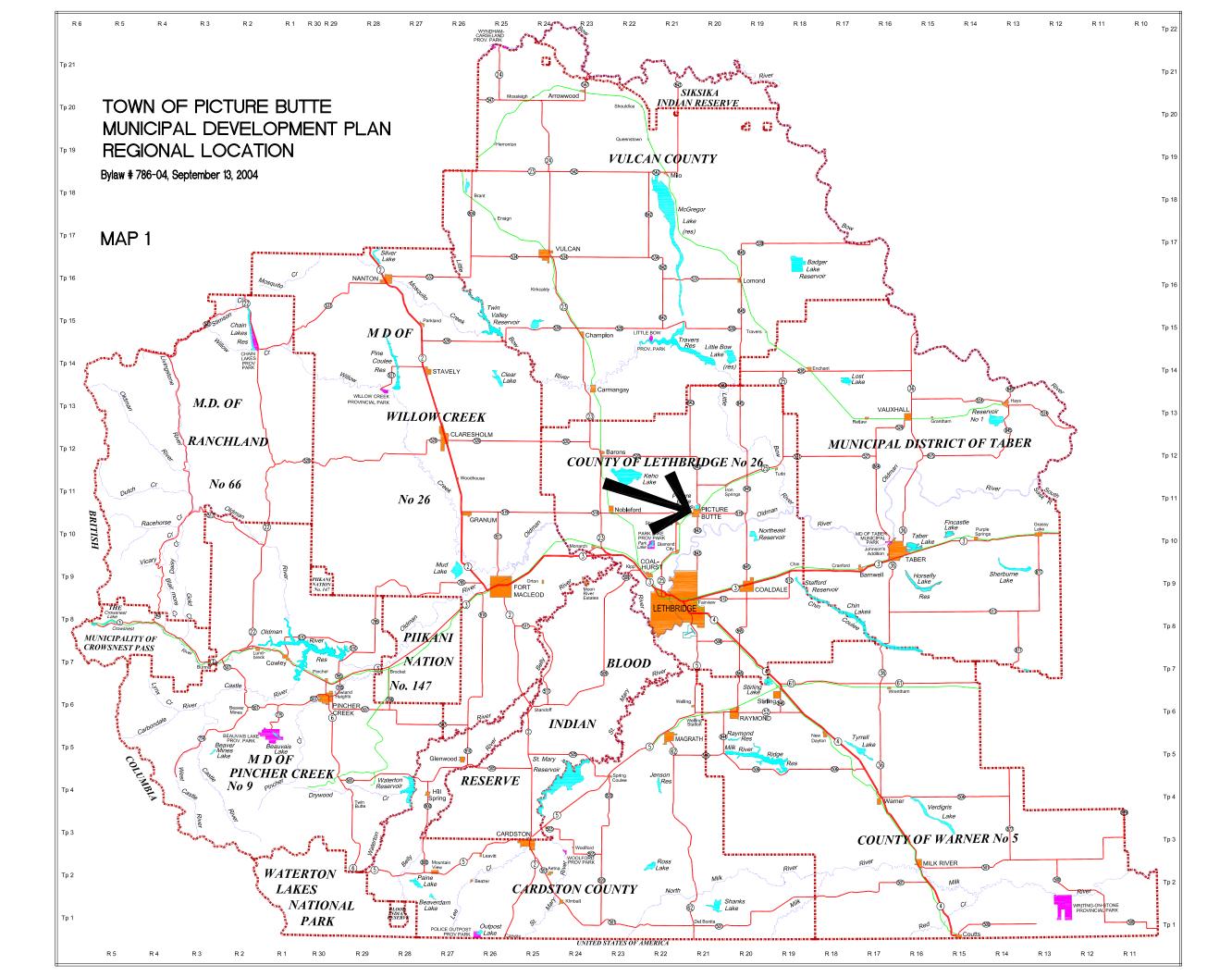
Issues

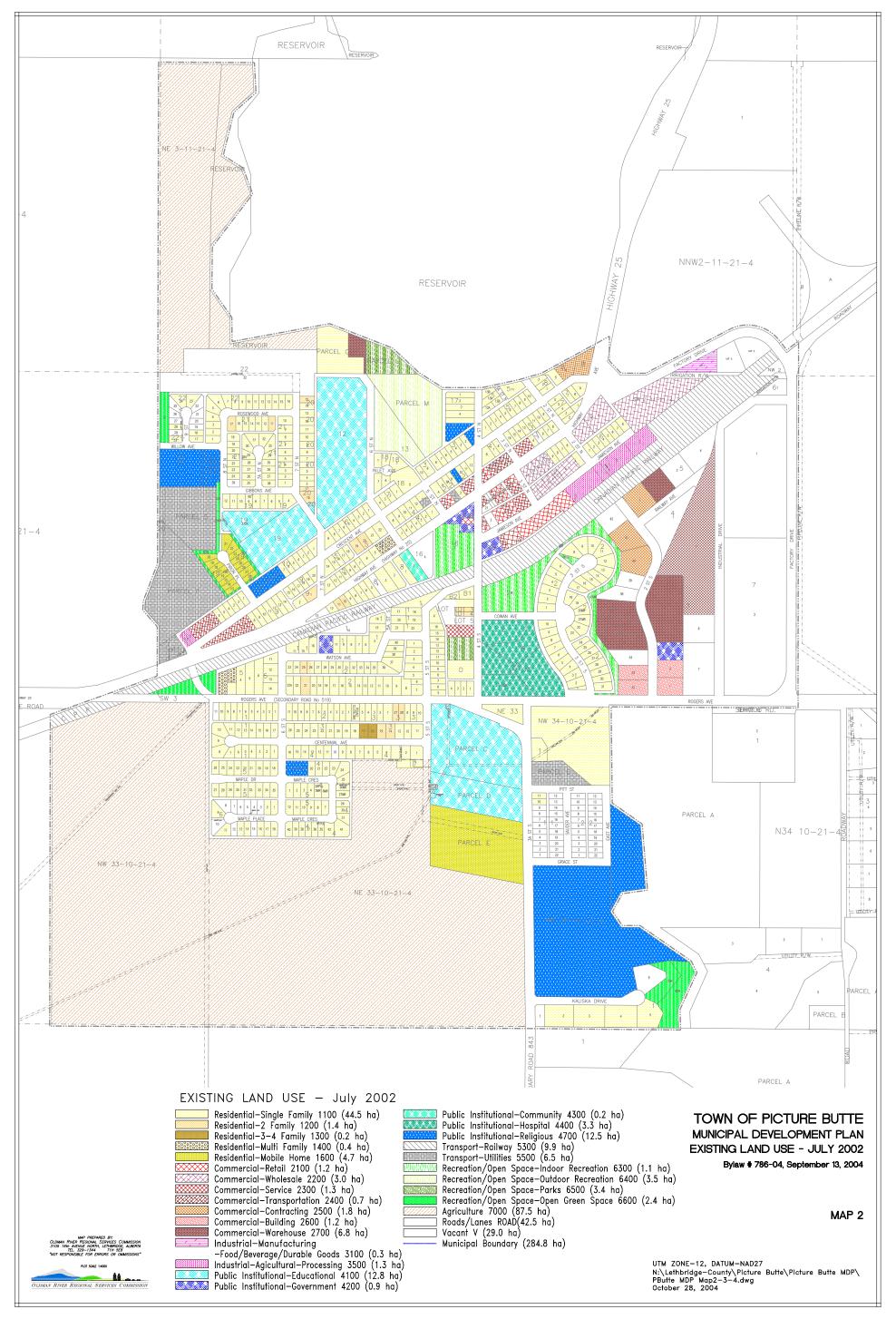
- > Municipal development plans are required to have policies regarding:
 - location of uses locating close to sour gas facilities,
 - · municipal reserve,
 - protection of agricultural land.

Policies

7.6.1 There are no sour gas facilities currently in or near the town and, therefore, no immediate action is required. Should any facilities containing sour gas be developed in or near the town in the future, this policy should be reviewed.

- **7.6.2** The subdivision approval authority will take 10 percent municipal reserve from subdivisions where reserve is applicable in:
 - land for park areas in areas where an area structure plan or conceptual scheme indicates park space, buffer strips or walkways are proposed; or
 - cash in lieu of reserve in areas where parkland, buffer strips or walkways are not determined to be used.





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