



Town of Penhold

Municipal Development Plan

With Amendments as of February 2010

Prepared by



TOWN OF PENHOLD
BYLAW NO. 652/10

MUNICIPAL DEVELOPMENT PLAN

BEING A BYLAW WITH THE PURPOSE TO AMEND THE MUNICIPAL DEVELOPMENT PLAN FOR THE
TOWN OF PENHOLD IN THE PROVINCE OF ALBERTA.

- WHEREAS: Section 632 of the Municipal Government Act, as amended, allows the Council of a Municipality to adopt an Municipal Development Plan; and
- WHEREAS: A Municipal Development Plan has been prepared in accordance with the requirements of Part 17 of the Municipal Government Act, as amended; and
- WHEREAS: Council deems it desirable to amend the Municipal Development Plan;

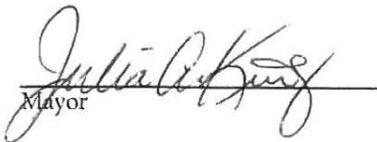
NOW THEREFORE, Council of the Town of Penhold duly assembled enacts as follows:

- i. The Municipal Development Plan is amended by replacing the text and maps with the text and maps contained in the document attached hereto and titled "Town of Penhold Municipal Development Plan - With Amendments as of February 2010."
- ii. This Bylaw comes into effect upon the date of it being given third reading.

Read a first time this 8th day of February 8, 2010

Read a second time this 12th day of April, 2010

Read a third time this 12th day of April, 2010



Mayor



Chief Administrative Officer

TOWN OF PENHOLD MUNICIPAL DEVELOPMENT PLAN

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1.0 Introduction and Purpose

The *Municipal Government Act*, RSA, 2000 (as amended) requires all municipalities with a population of 3500 or more to prepare and adopt a municipal development plan (MDP). The *Act* states that an MDP must address such issues as future land use and development in the municipality, the provision of municipal services and facilities, and intermunicipal issues such as future growth areas and the co-ordination of transportation systems and infrastructure. Although it is not required by the *Act* to prepare and adopt an MDP, the Town of Penhold believes it is beneficial to do so.

The overall purpose of the Penhold Municipal Development Plan (MDP) is to guide future growth and development to ensure that it is sustainable, orderly, appropriate, complementary, efficient, and that it enhances the quality of life for the citizens of Penhold. The MDP is primarily a policy document that can be utilized as a framework for the physical development of the community within which both public and private sector decision making can occur. As a policy document it is, for the most part, general in nature and long range in its outlook. The MDP provides the means whereby Council can evaluate immediate situations or proposals in the context of a long range plan.

Sections 1.0 and 2.0 of the MDP provide introductory and background information about the role of the plan, recent growth and development trends in Penhold and significant features influencing the future development of the community. These parts are presented for information only and are not to be interpreted as policy statements.

Section 3.0 of the MDP provides a vision of the type of community that Penhold aims to be in the future. A broad set of goals identify the key directions that the Town will pursue in order to achieve this vision for each major topic area covered by the plan. Section 4.0 provides an overview of the major elements in the Future Land Use Concept and general direction of urban growth.

Section 5.0 and subsequent sections contain a mix of background and descriptive information, goal, objectives and policies. Each section contains specific statements that are intended as policy to guide decision making on planning and development issues. Throughout the plan, the background and objectives sections are not to be interpreted as policy but as context with which to guide policy interpretation or the exercise of discretion.

2.0 Community Context and Trends

Regional Setting

The Town of Penhold is located approximately 11 kilometres southwest of the City of Red Deer and approximately 15 kilometres northeast of the Town of Innisfail. Former CFB Penhold, now the Hamlet of Springbrook within Red Deer County, is approximately 3.5 kilometres northwest of the Town of Penhold. The Red Deer River (see Map 1: Regional Context/Location) is approximately 6 kilometres to the west of the Town.

Three highways provide access to Penhold. Highway 2A intersects the Town from north to south linking to the City of Red Deer to the northeast and the Town of Innisfail to the southwest. Highway 42 forms part of the current north boundary of the Town and connects to Highway 2 approximately 3 kilometres to the east. Highway 592 leads west to cross the Red Deer River and intersects with Highway 781.

The Town is located along and bisected by the main railway line connecting Edmonton and Calgary. The associated rail sidings located within the Town continue to be used. Both Grey Street and Highway 42 provide means to cross the railway.

Penhold is situated within the watershed of Waskasoo Creek, a tributary of the Red Deer River, which flows in a northerly direction into the City of Red Deer. The area east, northeast and southeast of Penhold, referred to as Penhold Flats, consists of a wide, flat plain. To the west, the terrain is relatively flat with the most notable feature being the Fleming marsh which straddles the boundary between the Town and County. Agricultural land uses surround Penhold.

Population Growth

In 1951, Penhold was home to 174 persons. This number had increased to 452 by 1971 based largely on the community's role as a service centre for the local agricultural community. Like other communities in Alberta, Penhold's population growth was heavily influenced through the 1970s by the oil and gas boom. Between 1971 and 1981, the population tripled increasing from 452 persons to 1,531 persons. Penhold's total population has been gradually increasing since the 1981 Federal Census when the Town's population reached 1,531.

In order to more closely monitor the municipal population the Town has undertaken yearly municipal census counts. The 2007 Municipal Census indicates a total Town population of 2,114, indicating a 3.83% annual growth rate between 2006 and 2008.

Note For more up to date information on rates of growth and development trends please consult the Town website or contact Town staff

Development Influences

Map 2 identifies the significant features that influence the future growth pattern of the Town of Penhold. These features represent constraints to urban development as well as opportunities for the creation of an attractive, interesting urban community.

While the highways that serve the community provide good access they also pose constraints relating to residential areas straddling high traffic routes and balancing the desire to access land along the highway with maintaining the ability of the highway to move traffic. The Canadian Pacific Railway forms a significant barrier to contiguous development of the community and separates the west portion of the Town from the east.

Gas pipelines running through the Town place constraints on the future layout of lots and roads while providing opportunity for linear parkways. The former landfill site, located in the NE 31-36-27-4, oil and gas wells, the Waskasoo Regional Sewer line and liftstation all influence the direction of growth and the potential land uses in proximity to these features.

Existing land use patterns set the stage for development of adjacent lands. The distribution of existing community service, recreation and education facilities influences residential land use patterns. Similarly, the existing development of commercial and industrial properties presents opportunities and constraints for the future development of nearby properties.

Waskasoo Creek and its associated floodplain represent a considerable influence on the future growth direction of the Town. In addition to the constraint it places on the nature of land uses that can be developed along the creek and proximity of development to the creek, it forms a barrier to eastward expansion of the Town. At the same time, the floodplain lands along the creek provide opportunities for outdoor recreation uses and permanent open space.

Proximity to the Red Deer Regional Airport also may have an influence on Penhold depending on the nature of future improvements to the airport and increases or changes in the frequency and type of air service provided.

Future Trends and Opportunities

Penhold's advantageous location midway between Edmonton and Calgary within the Highway 2 Corridor where Statistics Canada projects another one million persons will reside by 2021 provides excellent opportunities for future growth and development. Proximity to Red Deer, the regional trading center, and the strong regional economic base provide the promise for a dynamic and prosperous future.

The share of future regional population growth attracted to Penhold will be dependent on several factors including:

- people's preference for small town living;
- the availability of affordable housing relative to other opportunities in the Region;
- economic and employment opportunities in the Region or within commuting distance;
- availability of recreation and leisure opportunities; and
- the level of services provided in the community.

Based on historical trends, Penhold's population will increase. Using the average annual rate of 1.25 percent growth experienced between 1996 and 2001, the Town's population was projected to reach approximately 1,816 by 2005 and approximately 1,932 by 2010. However, by 2007 the population had expanded to 2,114 due largely to the number of new homes constructed in the past 2-3 years. This shows that the Town, with assistance and investment by the development community, can foster greater amounts and rates of growth.

It is anticipated that Penhold's role as a local service centre and a commuter community will continue. With the recent improvements to Highway 2A leading into Red Deer, the number of people choosing to live in Penhold and commute to employment opportunities in Red Deer may increase. A similar relationship, although on a smaller scale, occurs between Penhold and Innisfail and this may increase with the future upgrading of Highway 2A south to Innisfail. As a result, it is expected that the predominant form of future development in Penhold will be for residential purposes. Commercial development, particularly convenience and service oriented commercial, is expected to increase as the Town's local market grows.

Currently the predominant form of new housing units is single-detached dwellings. As of 2001, approximately 88 percent of the housing stock was in the form of single detached dwellings and other low density types of housing, such as semi-detached dwellings and manufactured homes. The remaining 12 percent of the housing stock was in the form of small scale, three storey apartments, fourplexes and row housing. The trend towards low density housing being the main form of residential development is expected to continue.

In addition to the trends discussed above, Penhold's future growth and development will be influenced by larger societal trends and changes. Some of these are:

- increasing uncertainty and change resulting from fluctuations in the oil and gas sector, grants and funding available from senior levels of government and Provincial and Federal legislation;
- continued advancements and changes in technologies relating to communication, information technology and transportation; and
- increased awareness and need to integrate social, environmental and economic considerations into planning and development decision making.

Note For more up to date information on rates of growth and development trends please consult the Town website or contact Town staff

3.0 Vision Statement

Looking into the future, the citizens of Penhold see their Town as a place that embodies the best qualities of life in a prosperous, small town within a country setting and as a community characterized by the following:

General

- A unique identity that reflects Penhold's historic foundations and future aspirations
- Safe, family-friendly environment complete with the amenities, services and quality of life that attracts and supports families of all types and ages
- Full range of indoor and outdoor recreational amenities and opportunities
- An identifiable, vibrant commercial and service core at the heart of the Town
- Well planned and located commercial and industrial areas catering to a wide range of activities and providing employment opportunities
- Beautiful green spaces, well-designed and attractive entranceways and landscaped boulevards with trees along major and local roads
- Financially stable and secure community

Environmental/Physical Components

- A mixture of housing types and sizes that cater to a variety of housing needs and preferences from singles and young families to seniors
- Affordable housing opportunities for all income ranges
- Visually interesting streetscapes through placement of buildings on lots
- Attractive residential areas with a high quality of architecture design, building appearance and landscaping
- Green spaces and trees within a park system that forms part of residential areas
- Major open space areas providing opportunities for outdoor recreation and a trail/pathway system that connects areas of the Town and links to future regional trails

Social/Community Service Components

- Full range of emergency services (fire, medic, ambulance, police) accessible to the community
- Quality education facilities and services that provide safe learning environments
- Accessible, centrally located community and recreation facilities with high priority on joint use/shared facilities (e.g. library/municipal/RCMP offices, multi-plex, arena, wellness centre, community hall)
- Social opportunities and events available for all age groups from children to seniors

Economic Components

- Mutually beneficial partnerships with neighbouring communities, community organizations and other local authorities to provide resources and services in a cost effective manner
- Transportation system that provides good, safe traffic flow and provides connections to the services and employment opportunities located in neighbouring communities
- Municipal and private utilities that make use of the newest technologies and contribute to attractive streetscapes
- Infrastructure that is cost effective and meets residents preferences and needs
- Managed growth that takes advantage of existing infrastructure and avoids unnecessary expenses for ratepayers

4.0 Land Use Concept/General Development

Goal

To plan and manage growth and development in an environmentally, socially and fiscally sustainable manner that benefits existing and future residents and members of the community.

The Future Land Use Concept (Map 3) identifies the preferred long range growth and land use pattern as envisioned by the Town. This includes the type and location of different land uses, the general location of major roads, and possible growth areas. The land use concept may be further defined through the preparation and adoption of statutory and non-statutory plans for smaller portions of the Town.

The Land Use Bylaw shall be utilized to implement the MDP policies through the designation of land use districts and the application of development standards for each district. In this regard, the boundaries between the land uses shown on Map 3 are not to be rigidly interpreted and the specific boundaries shall be determined through the designation of the Land Use Bylaw districts.

The Future Land Use Concept illustrated in Map 3 should not be viewed or interpreted in isolation from the goals, objectives and policies expressed throughout the text of the Municipal Development Plan. Any identified future land uses, goals, objectives or policies related to lands outside the Town's current boundaries are statements of future intent or preference and are not binding on the owners of these properties.

Policies

- 4.1 Subdivision and development of land adjacent to the CPR railway tracks shall be undertaken in a manner that mitigates the impact of rail operations on adjacent uses. The Town may require a noise study or other type of study (e.g. visual impact study, vibration study) that may, in the opinion of the Approving Authority, be considered necessary to properly evaluate subdivision and development proposals along the railway tracks. Appendix A: Guidelines for Development Adjacent Railway should be consulted in making development and subdivision decisions on properties next to the railway right-of-way.
- 4.2 Subdivision or development within the development setback from the former landfill site shall only be permitted in accordance with the Subdivision and Development Regulation. Applications for subdivision or development of the existing residential lots that are located both south of Lucina Street and west of the Town boundary shall be considered infill development per the Subdivision and Development Regulation.
- 4.3 Subdivision or development within 100m of an oil or gas well shall only be permitted in accordance with the Subdivision and Development Regulation.
- 4.4 Through an Intermunicipal Development Plan, other means of cooperation with Red Deer County, and consultation with the oil and gas industry the Town shall encourage any landfills, high pressure pipelines and sour gas facilities be located at least 1.5 kilometres (0.93 miles) beyond the long term growth area of the Town.

5.0 Growth Management and Financing of Urban Growth

Background

The management of growth and development is a key responsibility of the Town of Penhold. Growth management is the process of accommodating changes and growth in the community while directing the location and pattern of development. It ensures that the qualities that attract growth to Penhold are not significantly diminished as the size of the community increases. Growth management is also a tool to ensure that development occurs in a manner that contributes to and works towards making the community's future vision a reality.

A lack of coordinated growth management can lead to land use conflicts and inefficient servicing patterns. This in turn can affect the ability of the Town to provide municipal services in a cost effective manner and achieve the optimal use of limited funds for capital improvements and upgrades.

Goal

To manage the rate, type and direction of future growth and development in a manner that will enhance the sense of community is compatible with the heritage, character and physical setting of Penhold and is within the financial capacity of the community.

Objectives

- To ensure urban development and expansion provides for the future land use requirements of Penhold while recognizing the need to retain for as long as possible the agricultural use of lands
- To manage urban development in a responsible, orderly and cost-efficient manner providing the necessary degree of land use control and adherence to good planning principles
- To encourage development, operational and maintenance practices that contribute to attractive and pleasant urban spaces and minimize the operational and maintenance cost of municipal services and infrastructure
- To ensure the availability of land for current and future development needs in a timely fashion

Policies

- 5.1 Prior to considering a change in a Land Use Bylaw designation that allows for more intense subdivision or development than presently exists on larger parcels of land, the Town shall require the preparation of an outline plan to the Town's satisfaction (please refer to Appendix B for the general process). Any additional studies, testing and approvals that may be required to determine the suitability of the subject lands for development may also be required and shall be the responsibility of the developer.
- 5.1a Where large parcels of land have been designated for development under the Land Use Bylaw but not yet subdivided into smaller parcels or approved for more intense development than presently exists, the Town may require the preparation of an outline plan to the Town's satisfaction (please refer to Appendix B for the

general process). Any additional studies, testing and approvals that may be required to determine the suitability of the subject lands for development may also be required and shall be the responsibility of the developer.

- 5.2 In considering a proposal for a change in Land Use Bylaw designation, subdivision or development, the following matters should be taken into account where applicable:
- the type and scale of the proposed use or uses;
 - the suitability of the site for the proposed use or uses;
 - site design with respect to natural topography, treed areas, landscape features, wetlands and steep slopes;
 - compatibility with surrounding existing and future land uses;
 - proposed access, intersection treatments and impacts on the road system;
 - availability of municipal utility services;
 - provision of open space in terms of public access and use;
 - adequacy of parcel sizes to support the intended use, design and appearance;
 - consistency with provisions contained in applicable statutory plans and the Land Use Bylaw;
 - proximity to oil and gas infrastructure, wastewater treatment facilities and solid waste handling facilities;
 - the need for the development and the benefits the development would bring to the community; and
 - any other matters deemed relevant by the Town.
- 5.3 Wherever possible, development shall be contiguous to existing built areas unless the Town deems servicing and road requirements are more efficient in areas isolated from the existing built-up areas.
- 5.4 The Town shall encourage infill residential and commercial development on vacant or underutilized parcels of land in established neighbourhoods provided consideration is given to: compatibility in height, scale and design of adjacent buildings in the area;
- continuity with nearby streetscape and lot patterns;
 - compatibility with surrounding land uses;
 - appropriate landscaping, provision of parking / loading, and preservation of existing vegetation;
 - integration and preservation of buildings considered to have historical and / or architectural significance; and
 - capacity of municipal utilities and infrastructure unless otherwise directed in an area redevelopment plan.
- 5.5 The Town shall promote the development of a compact community and encourage development at the maximum allowable densities.
- 5.6 The Town shall promote urban design that encourages pedestrian accessibility by providing the following:
- functional and attractive pedestrian linkages between adjacent neighbourhoods and to existing and proposed trails;
 - pedestrian facilities designed for universal accessibility;

- clearly marked pedestrian crossings.
- 5.7 The Town shall encourage the use of Crime Prevention Through Environmental Design (CPTED) in new developments to avoid the creation of areas hidden from view and isolated spaces, as well as provide clear sightlines, sufficient lighting and promote natural surveillance throughout the Town.
- 5.8 The Town shall manage growth and development in such a manner that an inappropriate amount of the cost of servicing new lands and development will not be borne by ratepayers. This may include land banking and development by the Town.
- 5.9 Developers shall be responsible for the construction and initial maintenance of municipal utilities, including required extensions and oversizing, unless otherwise specified in a development agreement with the Town.
- 5.10 The Town shall establish, and periodically review and amend, its detailed requirements respecting the installation of municipal infrastructure, park and recreation development, off-site levy contributions, endeavour to assist provisions, security provisions and other matters pertinent to the financing of new growth and development to be included in development agreements with prospective developers.
- 5.11 Any public expenditure for improvements or municipal services proposed within this plan to be funded by the Town shall be subject to the Town's operating and capital budgeting priorities and approvals process and shall be evaluated in relation to the needs of the community and town-wide spending priorities.
- 5.12 Penhold's growth and development should be monitored by the Town in relation to:
 - the rate of population growth and new housing construction
 - the supply of serviced and non-serviced land for residential, commercial and industrial uses
 - the capacity of the water, sanitary sewer and storm water systems
 - road access, safety and internal traffic patterns
 - adequacy of open space system and community services
 - any other matter deemed appropriate by Council
- 5.13 To ensure the provision of an adequate supply of land to meet short-term and long-term development needs, the Town should:
 - undertake and periodically update utility and road studies to provide overall direction for infrastructure investments
 - coordinate the placement and sizing of services and roads to ensure the availability of readily serviceable land and support the logical expansion of development areas
 - keep landowners and developers informed of long range growth patterns and land consumption
- 5.14 The Town shall identify growth needs and directions for Penhold and plan for any necessary annexation to ensure an adequate supply of serviceable land.

6.0 Residential Development

Background

Penhold's residential development consists mainly of low density forms of housing. This includes single detached dwellings, semi-detached dwellings, manufactured homes, fourplexes, row housing and apartment units.

The density of housing in Penhold's residential areas currently ranges from 10 to 12 units per gross developable hectare. A gross developable hectare includes all the items that go into making a residential neighbourhood such as parks, school grounds, roads and lanes, and storm ponds. Individual sites within Penhold's existing residential areas exceed or fall below this average density of development depending on the type of housing (e.g. apartment building, acreages) or the period in which the area was developed (e.g. 50s versus 90s). A general trend is the move towards increasing densities as land developers and municipalities try to spread the costs associated with residential development over a greater number of units.

Average household size in Penhold was approximately 2.8 persons as of June 2001. The one-family household was the single largest type of household at 74 percent of the total households. Households where more than one family shared housing accounted for 3 percent of Penhold's total. Non-family or singles households represented the remaining 23 percent.

Goal

To facilitate a balanced range of housing opportunities supporting the needs and preferences of all household types and income levels within attractive, aesthetically pleasing residential areas.

Objectives

- To identify areas suitable for new residential development and ensure an adequate supply of land for residential purposes
- To ensure a high standard of residential development and neighbourhood design
- To promote a mix of housing types to meet a variety of lifestyles, life cycle demands and market requirements

Policies

- 6.1 The Town shall direct residential development to the areas identified on the Future Land Use Concept (Map 3).
- 6.2 The Town shall encourage the provision of a variety of housing forms in terms of lot size, dwelling type, appearance, and affordability.
- 6.3 The Town shall require that an adequate mix of housing is achieved throughout the community ensuring that single detached dwellings do not exceed 70% of the total housing stock. Variations may be considered within new developments if approved within a statutory or non-statutory plan.

- 6.4 The Town shall encourage the integration of differing forms of housing on a street-by-street basis using medium density housing forms such as semi-detached dwellings and row housing to transition from low density housing to multi-family housing wherever possible.
- 6.5 In locating sites for multi-family housing, the following criteria should be applied:
- close proximity to a major collector or arterial road;
 - adjacent or nearby open space and path system;
 - proximity to a school; and
 - compatibility with existing housing.
- 6.6 Manufactured homes may be permitted only:
- as replacements for units within existing manufactured home communities; or
 - as part of a comprehensively designed and architecturally controlled manufactured home subdivision or park that is integrated with the overall design and character of surrounding residential uses; or
 - on an individual site basis where such development is of a standard of design that is equal to the character and appearance of residential properties surrounding the subject site.
- 6.7 Residential areas shall be adequately buffered from highways and industrial and commercial areas.
- 6.8 In considering development along the Town's significant Gateway Corridors (Highway 42/592 and Highway 2A) the Town shall ensure that adequate screening and noise attenuation structures are in place that buffer adjacent development from the highway and provide an aesthetically pleasing entryway to the Town.
- 6.9 The overall design density for the existing and future residential area of the Town should average between 10 and 12.5 dwelling units per gross developable hectare. This design density does not apply to individual sites. Variations may be permitted if accommodated in an adopted statutory or non-statutory plan.
- 6.10 The Town shall require a high standard of subdivision design to promote the efficient use of land, roads and utilities, compatibility between housing types and land uses and aesthetically pleasing residential environments. Subdivision designs should:
- provide for varied lot sizes to accommodate different housing types, sizes and designs;
 - minimize through traffic on local roads;
 - provide sufficient on-street and off-street parking;
 - encourage the retention and integration of natural and historically interesting amenities and features;
 - accommodate adequate parks, open space and pathway systems;
 - provide opportunities for lots with and without lanes;
 - provide buffers and/or distance separation of land uses and features of lesser compatibility; and
 - promote high visual standards and interesting streetscapes.

- 6.11 In recognizing the need for special housing for seniors and the disadvantaged, the Town should:
- monitor the demand for and supply of special housing;
 - encourage senior governments, community agencies and the private sector to provide housing in response to needs; and
 - designate suitable sites to accommodate special housing.

7.0 Commercial Development

Background

Commercial activities presently found in Penhold are largely convenience retail services. This includes two gas stations/convenience stores, a restaurant, a local hotel/pub and liquor store and a small grocery store. For the most part, these activities are concentrated along Highway 2A between Emma Street and Minto Street. Other lands identified for commercial land uses are vacant or used for lower intensity commercial and quasi-industrial purposes.

Goal

To support the development of commercial areas that meets the needs of Penhold and the surrounding areas and provides a focal point that contributes towards a strong sense of community identity.

Objectives

- To identify lands for future commercial development at locations highly accessible to residents, traveling motorists and potential customers
- To sponsor and encourage the creation of a clearly identifiable commercial core or central business area
- To minimize conflicts between commercial and non-commercial land uses
- To encourage aesthetically pleasing commercial development

Policies

- 7.1 The Town shall encourage the location of commercial development within the areas identified on the Future Land Use Concept (Map 3).
- 7.2 All commercial development shall be required to address the following to the satisfaction of the Development Authority:
 - have a high quality of external design and finishing that complements or improves upon the appearance of existing development in the vicinity;
 - have a high quality of landscaping and aesthetically pleasing site design;
 - have controlled vehicle access from highways and collector roads;
 - provide for safe onsite vehicular movement, safe and convenient pedestrian movement and linkages to the open space system; and
 - provide adequate buffering between commercial development and surrounding existing and future residential areas in order to minimize noise, traffic, light, and visual impacts.
- 7.3 The Town shall strive for the development of a compact central business area and encourage development and redevelopment to maximum allowable densities.
- 7.4 The Town shall encourage mixed use development in the central business area that includes complementary land uses such as community, cultural, recreational, entertainment, public uses and residential uses above the main floor.

- 7.5 To facilitate possible improvements and development of a central business area, the Town should, in consultation with property owners of the area, undertake a design concept that addresses:
- optional streetscape improvements such as signage, boulevard landscaping and tree planting, street furniture, and lighting;
 - safe and convenient pedestrian movement, vehicle traffic patterns, and parking areas;
 - integration of a variety of uses with the intent of creating an interesting and vibrant area; and
 - building orientation, design and appearance guidelines fostering an attractive and pedestrian friendly environment.

8.0 Industrial Development

Background

The Town's present industrial base consists largely of farm equipment and material suppliers, home building and construction suppliers, railway operations, bulk materials handling and oil field services. These activities are concentrated along the railway and station grounds and along Windsor Avenue between Lucina Street and Emma Street. Existing industrial uses are in close proximity to residential uses and development reflecting the historical origins of the community.

Goal

To encourage the retention and expansion of existing industrial development and the establishment of new industrial activities that are compatible with existing and future land uses.

Objectives

- To encourage existing industries to maintain and expand their operations
- To attract new industrial development to locations within the community
- To minimize conflicts between industrial and non-industrial land uses

Policies

- 8.1 The Town shall encourage the location of industrial development within the areas identified on the Future Land Use Concept (Map 3).
- 8.2 The Town expects and shall encourage a high standard of site development, including the screening of storage yards, site landscaping and attractive building design. Industrial subdivision or development proposals shall address potential impacts on adjacent land uses.
- 8.3 Where industrial development occurs or exists adjacent to non-industrial land uses, the Town shall require the provision of sufficient screening and/or buffering to minimize potential impacts on the non-industrial areas. This may include the provision of landscaping, fences, and/or berms.
- 8.4 While a broad range of industrial uses and development should be accommodated, industrial uses and development which in the opinion of the Town would detract from the community's character, quality of life for residents or unduly impact on the environment or the Town's infrastructure may not be permitted.
- 8.5 Heavy industries shall be directed away from residential areas, recreation and institutional facilities and commercial districts and shall be separated from non-industrial uses by light industry, landscaped screens and buffers, or both.
- 8.6 Industries which involve the use and storage of hazardous materials should not be permitted in proximity to residential, recreational and institutional land uses.

9.0 Open Space and Environment

Background

The Town's current inventory of publicly owned and accessible open space assets consists of parks that have been dedicated as residential areas have developed, land donated for recreation purposes, land acquired by the Town and now used as open space, and school grounds. Natural environmental features that may form part of a future publicly owned open space system include the Fleming marsh and associated buffer from development and the undevelopable portions of the floodplain along Waskasoo Creek. As further subdivision occurs and new residential areas are created, additional park and school site dedications will add more open space sites and opportunities.

Currently open space in Penhold takes the form of larger school grounds and recreation sites like the former landfill and smaller parks integrated with residential lots. There are few examples of linear parks and corridors that connect the large open space areas to one another. The storm pond located in the southeast of the Town can be considered open space but is not available for recreational use given the perimeter fence.

The provision of linked open spaces that provide a combination of natural and constructed areas adds to the character and liveability of a community. It improves appearances in residential and built areas and contributes to the physical and mental health of residents. Joint use of sites for education, community recreation and cultural purposes enhances the value and maximizes the use of open space resources.

Goal

To facilitate the preservation of significant natural areas and the provision of integrated, accessible and well-planned open spaces which support a broad range of leisure and recreation opportunities catering to all age groups, income levels and skill levels.

Objectives

- To conserve and sensitively incorporate natural features as an integral part of the community's open space system
- To provide open spaces that are functional and effective in satisfying the needs of residents and visitors to the community
- To ensure a system of pathways linking parks, open space and natural areas will develop as the community grows
- To encourage the sharing and optimal use of open space between multiple uses

Policies

- 9.1 The Town shall identify significant natural features to be preserved and integrated into the open space system for public use and/or environmental protection or public safety, where feasible. Specific areas identified in the Future Land Use Concept (Map 3) are the Fleming marsh and Waskasoo Creek.
- 9.2 Through the subdivision process, the Town shall require that lands considered unsuitable for development are dedicated as environmental reserve or placed

under environmental reserve easements in accordance with the provisions of the Municipal Government Act. Lands dedicated as environmental reserve or placed under an environmental reserve easement shall remain in their natural state or be used as a public park.

- 9.3 When lands adjacent the Fleming marsh are subdivided, a strip of land shall be dedicated as environmental reserve to provide a buffer between the natural feature and the developed area and provide public access to the marsh. The width of the required dedication shall be determined in consultation with Alberta Sustainable Resource Development and Alberta Environment and shall be no less than 6m in width.
- 9.4 When lands adjacent Waskasoo Creek are subdivided, a strip of land shall be dedicated as environmental reserve to provide a buffer between the natural feature and the developed area and provide public access to the creek. The width of the required dedication shall be determined in consultation with Alberta Sustainable Development and Alberta Environment and shall be no less than 6m in width. Public open space along Waskasoo Creek shall form an integral part of the Town's future open space system and accommodate key trails routes as shown on the Future Land Use Concept (Map 3).
- 9.5 The Town shall not permit subdivision and development of land for residential uses within the 1:100 floodplain of Waskasoo Creek, as identified in the Alberta Environment Penhold Floodplain Study (1982) and shown on the Future Land Use Concept (Map 3).
- 9.6 All subdivision, development and changes in land use that are proposed within the 1:100 floodplain shall be circulated to Alberta Environment for their review and input. Subdivision and development of land for non-residential uses within the 1:100 floodplain of Waskasoo Creek, as identified in the Alberta Environment Penhold Floodplain Study (1982) and shown on the Future Land Use Concept (Map 3) may be considered subject to the following:
- no development of buildings within the floodway and no construction of landscaping features or other improvements within the floodway that would obstruct the flow of water shall be allowed;
 - development shall be restricted to areas within the flood fringe or on sites sufficiently elevated to be considered a flood fringe area without adversely impacting the continuity of the floodway or other properties through the displacement of flood waters; and
 - any subdivision and development that is allowed within the 1:100 floodplain shall be undertaken in accordance with Alberta Environment requirements for modifications to the floodplain and use suitable flood proofing techniques.
- 9.7 Upon subdivision, the Subdivision Authority shall require that 10 percent of the developable land, defined as the gross parcel area excluding land dedicated as environmental reserve, is dedicated as municipal reserve in accordance with the provisions of the Municipal Government Act. Dedication of municipal reserve, in combination with environmental reserve dedications, shall be used to provide school sites, parks, recreation areas and linear park corridors that accommodate key trail routes as identified on the Future Land Use Concept (Map 3).

- 9.8 Municipal reserve dedication in residential subdivisions shall ordinarily be provided in the form of land. Municipal reserve sites shall be located to allow for convenient access by the public and shall not consist of lands that contain excessive slopes, are susceptible to flooding, or are legally encumbered. Municipal reserve dedication may be taken as in the form of cash-in-lieu where, in the opinion of the Town, dedication in the form of land is either unnecessary or not desirable.
- 9.9 Local playgrounds and parks shall be provided within residential areas and sited to be accessible to the immediate neighbourhood and provide safe environments. Wherever possible, linkages between open spaces, community facilities, schools, the central commercial core and housing areas shall be provided using an integrated system of linear parks and pathways.
- 9.10 Municipal reserve parcels shall be landscaped by the developer to the Town's satisfaction. Where possible, existing mature trees and vegetation shall be preserved and incorporated into the design and landscaping of park spaces.
- 9.11 The Town shall support the use of open space areas to accommodate as broad a range of activities and user groups as possible without creating unsafe conditions or high potential for conflicts among users.
- 9.12 Municipal reserve dedication in non-residential subdivisions shall be provided in the form of a cash-in-lieu contribution unless, in the opinion of the Town, land is required to provide buffers between different land uses. Cash-in-lieu contributions shall be used to enhance and upgrade other reserve sites or acquire additional park areas in accordance with the Municipal Government Act.
- 9.13 The Town shall prepare an Open Space Master Plan to forecast future outdoor recreation and open space needs and establish a program for the ongoing maintenance of public open spaces.
- 9.14 The Town shall encourage developers and builders to follow the voluntary LEED™ green building rating system administered by the Canadian Green Building Council or follow sustainable building practices compatible with LEED™ standards. Sustainable building practices include:
- minimizing storm water volumes through the installation of roof top gardens or on-site cisterns;
 - installing water saving plumbing fixtures;
 - using water efficient landscaping;
 - increasing energy performance through reduction in demand, harvesting site energy and efficient building design;
 - reducing waste by extending the life of existing buildings and using local and recycled building materials;
 - improving indoor environmental quality through efficient heating and ventilation; and
 - reducing light pollution and energy costs by installing outdoor lights that are designed to minimize escape of light to the sky or beyond the site.

10.0 Agriculture

Background

The Town of Penhold is an urban municipality located within a rural region containing a variety of agricultural activities. Red Deer County contains some of the most productive agricultural land in the province making this a key economic activity in the region. Farming has been a lifestyle for several generations and the agricultural base has supported the growth and development of Penhold.

The Municipal Development Plan acknowledges that occasionally landowners and residents may incur some effects of agricultural operations. These effects can take the form of odours, dust and smoke, application of fertilizers, slow-moving machinery, and operations such as combining late into the evening. Over the long-term, it is envisioned that existing agricultural land within the Town boundaries will convert to urban land uses and development. However, good agricultural land and existing farming operations within the Town of Penhold should be protected for as long as possible until required for future urban development.

Goal

To protect existing agricultural operations and farm land until needed to accommodate urban growth while minimizing the effects of agricultural operations on Town residents and landowners.

Objectives

- To recognize the need to retain for as long as possible the agricultural use of better agricultural lands
- To promote general understanding of farm practices by Town residents and landowners and encourage farming practices that minimize their potential effects on Town residents and landowners

Policies

- 10.1 Agricultural land and existing farming operations within the Town shall be protected for as long as possible until required for future urban development.
- 10.2 The Town shall ensure an orderly progression and staging of development in order to prevent premature land development and to minimize land use conflicts with existing agricultural operations.
- 10.3 Extensive agricultural land uses such as field crops may be allowed in future urban development areas, but intensive livestock operations/confined feeding operations, as defined by Alberta Agriculture, Food and Rural Development's 2000 Code of Practice for the Responsible Livestock Development and Manure Management, shall not be permitted.
- 10.4 The Town shall promote compatibility between the urban land uses within Penhold and the agricultural operations within Red Deer County within the vicinity of the municipal boundaries. The Town may consider the use of mechanisms available to achieve compatibility such as buffers between urban land uses and adjacent farming operations, policies/designations in

intermunicipal development plans, referral responses on development applications, and general communication with Red Deer County.

- 10.5 Through an Intermunicipal Development Plan and other means of cooperation with Red Deer County, the Town shall encourage any intensive livestock/confined feeding operation to be at least 3.2 kilometres (2 miles) from the existing Town boundaries and the long term growth area of the Town.

11.0 Economic Development

Background

The Town's proximity to the larger urban centres of Red Deer and Innisfail promotes a commuter or bedroom community function for the Town of Penhold. While this has positive aspects, such as the qualities that come with living in a small town and ready access to services and employment opportunities, the cost of municipal services falls mostly on the residential portion of the assessment base. As of 2002, non-residential assessment accounted for 6.1 percent of the Town's equalized assessment base and residential assessment accounted for 93.9 percent. More balanced growth in the assessment base, in the form of commercial, industrial and non-residential development, not only provides more local employment opportunities but assists with the costs of providing, maintaining and improving municipal services. Balanced growth also must take into account environmental impacts and impacts on the community's overall quality of life.

Several tools are available to the Town to foster and encourage the type and amount of economic development desired by the community. Regional cooperation through organizations like the Central Alberta Economic Partnership (CAEP) is one such tool. Others include having information needed for investment decisions readily available, straightforward approvals processes, and managing the supply of serviceable land to accommodate economic development proposals.

Goal

To enhance and encourage local economic activity to provide a municipal tax base capable of supporting facilities, amenities and activities desired by Penhold residents and ratepayers and providing sufficient and varied employment for residents of all ages.

Objectives

- To strive to reduce the tax load for residential properties by pursuing a 40:60 non-residential to residential ratio in the local property assessment base
- To cooperate with partners in the Region in promoting appropriate economic development
- To pursue increased opportunities for local employment

Policies

- 11.1 The Town shall support the diversification of the economic base of Penhold and the Region through the development and expansion of economic activities.
- 11.2 The Town shall strive to achieve a 40:60 ratio of non-residential to residential assessment by encouraging appropriate economic development.
- 11.3 The Town shall encourage and facilitate development of home-based businesses and home occupations that are compatible with residential land uses.
- 11.4 The Town shall continue to work with partners in the Region and senior levels of government to attract additional economic activity to the area, diversify the

existing economic base and foster the continued growth and success of existing economic sectors and businesses.

- 11.5 The Town shall actively market available commercial and industrial properties and strive to ensure that land use planning decisions maintain an adequate supply of readily serviceable commercial and industrial land.
- 11.6 While a broad range of economic activity should be accommodated, activities which in the opinion of the Town would detract from the community's character, quality of life for its residents, or unduly impact the environment of the Town's infrastructure may not be permitted.
- 11.7 The Town should encourage the development of industrial and commercial buildings which would provide leasehold or condominium space for small commercial or industrial operations.

12.0 Community, Recreation and Cultural Services and Facilities

Background

The community's current inventory of community, recreation, and cultural services and facilities includes playground equipment at school sites and smaller local parks, a baseball diamond developed on the former landfill, sports fields on school grounds, an outdoor ice rink, a splash park, and community gyms as part of the two schools. A public library is located in the southwest part of the Town and Memorial Hall provides a venue for community meetings and numerous community service clubs and organizations. The Senior Citizens Drop-in Centre provides specific services to older segments of the Penhold and district population.

Two schools located in Penhold serving grades K through 9 and busing to schools located in Red Deer and Innisfail presently serves the town and residents of the surrounding rural area. Chinooks Edge School Division operates both schools located in Penhold. As the town population increases, the number of school aged children will also increase and eventually warrant the expansion of existing schools or the construction of new facilities.

Goal

To foster the provision of a variety of community, recreation and cultural services and facilities that is accessible and contributes towards a high quality of life for Penhold residents and the surrounding area.

Objectives

- To ensure land is available for future community, recreation, cultural and educational service facilities
- To establish an adequate range of cultural, leisure and recreational opportunities, varying in scale and nature to meet the needs of a variety of age groups, income levels, and skills
- To plan for and provide capital investment in recreation and community facilities
- To encourage volunteer participation and partnerships in the development of recreation and community facilities

Policies

- 12.1 The Town ultimately desires the provision of school facilities in the community spanning early childhood education through to Grade 12 and shall encourage school authorities in this regard.
- 12.2 The Town shall support the use of joint agreements with Red Deer County and school authorities to make effective use of existing and future facilities in providing cultural, leisure, and recreation opportunities for Penhold residents.
- 12.3 The Town shall explore and pursue all approaches to the funding and provision of cultural and recreation services/facilities, including the involvement of the

public, private and not-for-profit sectors and the formation of partnerships for this purpose.

- 12.4 As subdivision occurs, the Town shall ensure that municipal reserve lands are dedicated and assembled to provide the public/community service sites as needed.
- 12.5 The Town shall continue to pursue the acquisition of lands for a future multi-use, community recreation complex. The site of this future “multi-plex” is shown on the Future Land Use Concept (Map 3) and components that will form part of the “multi-plex” will result from future planning for this facility.
- 12.6 The Town shall prepare a Community and Recreation Facilities Master Plan to forecast future needs and establish a program for addressing anticipated needs.
- 12.7 The ultimate use of the site identified as “Special Study Area – Commercial/School Joint Use” shall be determined by Council as part of the planning for the future “multi-plex.” This includes the potential to develop a joint use site with a school component close to or attached to the “multi-plex.” Alternatively, the area may incorporate some commercial development.

13.0 Social and Emergency Services

Background

Penhold currently has a number of facilities that provide social, religious and emergency services to town residents as well as the surrounding rural community. Among these are religious assemblies, the fire hall, Memorial Hall and the Town Office. Hospital services and a broad range of medical and health services are available in both Red Deer and Innisfail. FCSS programs, Neighbourhood Place, and social services are provided through regional partnerships. Emergency services currently consist of policing services through a contract with the RCMP, the regional ambulance service and a locally based volunteer fire department.

The maintenance and improvement of the quality of life in Penhold is important to community development. A key aspect of this is the provision and maintenance of a broad range of social and emergency services and the facilities that accommodate these services. Current financial pressures present challenges to the community, Town and service providers to maintain service levels that effectively respond to changing needs as the community grows. As the Town's population increases, it may be necessary to expand both the facilities and services available to the community.

Goal

To ensure that residents and the surrounding area are well-served by accessible and affordable social and emergency services that meet community needs and reflect the levels of service desired by the community.

Objectives

- To provide, encourage and support an adequate range of social care, day care, and religious opportunities to meet the needs of the community in appropriate and accessible locations
- To encourage and facilitate provision of public and private programs, services and support which promote the well being of Penhold residents of all ages and enhance, strengthen and stabilize family and community life
- To protect the residents of Penhold from criminal activity and unlawful conduct and ensure that the community can adequately deal with emergency situations

Policies

- 13.1 The Town shall work with public and private providers of health and social services to meet community needs.
- 13.2 The Town shall promote volunteerism as one means of addressing community needs and shall encourage business and industry to participate in partnerships to help provide services and facilities to assist in meeting community needs.
- 13.3 The Town shall ensure that its planning documents accommodate the development of facilities that house social services and programs, religious services and health services within the community. Such facilities shall be directed to locations that are compatible with existing and future surrounding land uses.

- 13.4 Facilities accommodating social, religious and health services should be:
- located in areas convenient to users generally in proximity to major activity areas, shopping facilities or open space;
 - designed to permit phased expansion;
 - able to accommodate multiple uses; and
 - accessible to handicapped persons and seniors.
- 13.5 The Town shall encourage the integration of compatible land uses such as child care services, religious assemblies, youth oriented facilities, senior facilities and extended care facilities in appropriate locations.
- 13.6 The Town shall encourage the use of Crime Prevention Through Environmental Design (CPTED) principles in site planning for all private and public development as a means of enhancing both security and safety within the community.
- 13.7 The Town shall ensure provision of police, fire and ambulance services that are appropriate and meet the needs of the community. Where feasible, the Town shall encourage the co-location of police, fire and ambulance services in a location within the Town that provides the most efficient response time to reach existing and future growth areas of Penhold.

14.0 Transportation

Background

The Town's current transportation system primarily focuses on the private automobile. The road network consists of Highway 2A running north-south through the community, Highway 42 and Highway 592 running east-west and collector roads that connect into Highway 2A. Local roads feed into collectors in several locations but a clear hierarchy of roads within residential areas is not readily apparent.

Recent upgrading of Highway 2A from the north boundary of Penhold into the City of Red Deer has improved the convenience and driving experience of the commute to the City to access services and employment opportunities. The current upgrading of Highway 2A leading to Innisfail is expected to further improve the road transportation system serving the community. Highway 2A through Penhold remains a rural type highway that simultaneously serves regional and local needs.

Infrastructure to support and encourage walking and bicycling as means of transportation consists mainly of a series of on-street sidewalks paralleling collector and local roads. Rail transportation and access for the community is provided by the CPR railway and rail yard located along the west side of the original town site. Large scale public transit is not available in Penhold and limited public transportation service is provided between Penhold and Red Deer.

Goal

To provide and maintain a transportation system that supports the safe and efficient movement of persons and goods using as broad a range of transportation modes as possible.

Objectives

- To use a system of transportation planning and management that establishes a safe and efficient transportation system with a clear hierarchy to the road network.
- To encourage and facilitate multi-modal transportation (automobile, rail, pedestrian, bicycle) where feasible.
- To coordinate transportation planning with Alberta Transportation and Red Deer County.
- To integrate transportation and land use considerations in all transportation decision making.

Policies

14.1 The future major road system shall be in accordance with the Future Land Use Concept (Map 3). The precise alignment of new collector roads shall be determined through the preparation of outline plans and plans of subdivision.

14.2 The Town shall utilize the Streetscape Design Guidelines to ensure that all modes of transportation are incorporated into the street design in new developments and are addressed in the reconstruction of all existing streets.

- 14.3 The Town shall prepare a Transportation Master Plan to forecast future transportation needs and establish a program for the ongoing maintenance and rehabilitation of publicly owned transportation infrastructure.
- 14.4 The Town shall ensure that the construction, rehabilitation and maintenance of roads are coordinated with other projects related to municipal services.
- 14.5 The Town shall establish suitable truck and dangerous goods routes in cooperation with Red Deer County.
- 14.6 The Town shall use a hierarchy of roads in the design of new residential and non-residential areas based on the following:

Road Type	Main Function	Access/Parking	Connects to...
Highway/Arterial	Move all modes of traffic	limited/no parking	highway/arterial collector road
Collector Road	Move all modes of traffic and access properties	limited near intersections/on-street parking allowed	highway/arterial collector road local road lane
Local Road	move all modes of traffic and access properties	few restrictions/on-street parking allowed	collector road local road lane
Lane	access properties	few restrictions/no parking	collector road local road lane

- 14.7 The Town shall work with Alberta Transportation to protect Highway 2A, Highway 42 and Highway 592 from land uses and development that may be detrimental to the flow and safety of highway traffic. This includes efforts to reduce the number of existing accesses/driveways onto the highways to improve traffic safety.
- 14.8 In cooperation with Alberta Transportation, the Town shall investigate and undertake opportunities to enhance the general appearance and landscaping along the portion of Highway 2A running through Penhold to create a more visually appealing 'main street' for the community.
- 14.9 The Town shall encourage the establishment of bicycle and pedestrian routes as integral components of the transportation, recreation and open space systems. Key routes will primarily focus on linking parks, recreation, community and education facilities.
- 14.10 The Town shall work with other local government and community group partners to develop a regional trail network.
- 14.11 The Town shall investigate and, where feasible, implement ways to increase and improve public transportation options between Penhold and Red Deer in cooperation with the City of Red Deer and local school authorities.

- 14.12 The Town shall support the Red Deer Regional Airport and their efforts to accommodate and enhance air transportation to the region.
- 14.13 The Town shall work with Canadian Pacific Railway to ensure the safe interaction of train, vehicular, and pedestrian/bicycle traffic within Penhold.
- 14.14 The Town shall encourage the improvement of rail access and expansion of the rail yards to facilitate increased use of rail transportation and the establishment of inter-modal transportation facilities.
- 14.15 Noise attenuation devices and visual screens, other land uses, special development regulations (e.g. increased lot depth), or landscaped buffer strips should be required to be installed by developers between new residential development and highways, railways and arterial roads.
- 14.16 Improvements to Range Road 280 to access subdivisions and development within the Town shall be the responsibility of the developer. Necessary upgrades to Range Road 280 shall be in accordance with the standards of the municipality having jurisdiction over the road and, where applicable, as determined through consultation with the Town.

15.0 Utility Services

Background

Penhold's current municipal water system is made up of three components: ground water wells, water reservoir and treatment facility, and pipe distribution system. While the current wells are sufficient to meet the Town's immediate and short-term needs, planning for new well sites should occur well in advance of future growth. It is estimated that the existing wells can support the equivalent of a residential population of 5,500. The water demands of industrial, commercial and institutional uses account for a portion of the available capacity in the water supply system meaning additional sources of supply will be needed before the Town's actual population reaches 5,500. Additionally, the Town's existing pipe distribution system requires looping to efficiently deliver the required amounts of water to existing developed and future development areas.

The Town's sanitary sewer system consists of a local collection system that feeds into the regional sewer line which connects to the City's sanitary sewer treatment facility. Penhold's participation in the regional sewer line allots capacity to support the equivalent of a residential population of 7,500. Similar to water capacity, this allocation must also accommodate industrial, commercial and institutional uses. The undeveloped areas of the Town lying east of Highway 2A can largely be serviced by the existing regional sewer lift station located in the extreme northeast of the NE 36. It is anticipated that the undeveloped areas lying west of the railway will require a lift station to provide sanitary sewer service.

The storm drainage system is made up of overland drainage routes, ditches and an existing storm water management facility located in the southeast area of the Town. As lands become urbanized it is necessary to deal with the increased storm run-off from these areas to prevent inconveniencing downstream property owners and increasing erosion in water courses. Additional storm water management facilities will be required as residential and non-residential development continues. The quality of storm water run-off from urban areas is another area of concern that will require more active management in the future.

Goal

To provide residents and properties in Penhold with access to safe, reliable, adequate and cost effective utility services capable of supporting existing and future urban development.

Objectives

- To maintain an appropriate infrastructure standard for water, sanitary sewer and storm sewer services that will attract new economic development and residential investment while providing safe and reliable services to existing and future residents.
- To proactively plan for the maintenance, replacement and upgrading of water, sanitary sewer and storm sewer systems.
- To promote the use of conservation practices to reduce utility consumption, demands on utility systems and impacts on the environment.

Policies

- 15.1 The Town shall utilize the Utilities Master Plan to ensure that all future utilities are constructed to the appropriate Town standard.
- 15.2 In accordance with approved master plans, the Town shall:
 - monitor the capacity of all utility systems to ensure the provision of adequate service to meet domestic, industrial, institutional and emergency requirements;
 - endeavour to optimize the use of existing services prior to expansion or extension; and
 - ensure the sizing of utility extensions is based on the ultimate pattern of future growth and extensions are appropriate to the staging of development.
- 15.3 The Town shall establish standards and specifications for the future development, installation and construction of municipal utilities. These shall include the placement of utilities in right-of-ways, width of right-of-ways and methods of construction.
- 15.4 The Town shall encourage the residents, businesses and institutions of Penhold to reduce their overall consumption of treated municipal water and control storm water run-off on individual properties wherever possible.
- 15.5 The Town may require the provision of easements and/or public utility lots to accommodate municipal services and utilities through the subdivision and development processes.
- 15.6 The Town shall work with private utility service providers to ensure service to existing and future development in Penhold is cost effective, compliments the Town's overall servicing concepts and contributes to attractive streetscapes.
- 15.7 All new development shall be required to be serviced by all municipal utilities to a standard satisfactory to the Town. The Town may accept industrial development on large parcels of land not serviced by all municipal utilities. A condition of development in these circumstances shall be the entering of a deferred servicing agreement requiring connection to municipal utilities when they become available.
- 15.8 The Town shall extend and upgrade its storm water management system as required to effectively manage storm water run-off from urbanized areas in accordance with the requirements of Alberta Environment and best management practices.

16.0 Public Participation

Background

Meaningful public participation is a key ingredient in ensuring a broad base of public support for the planning policies selected by Council on behalf of the Town of Penhold. The *Municipal Government Act* specifies circumstances and types of decisions when public input must be sought. Beyond these requirements, municipalities are able to pursue as much public input as they feel is warranted by a particular issue or proposal. Various tools exist to achieve public input such as notification through mail and newspaper, open houses, workshops, public meetings, surveys and questionnaires. Public participation can serve to educate and inform all participants about issues of importance to the community, planning processes and the nature of planning decisions.

Goal

To provide an effective and accessible municipal government which responds to the needs of the community through collaboration, consultation and communication.

Objectives

- To continue public participation in municipal planning processes
- To make the plan available to citizens, community groups and other stakeholders
- To foster awareness of land use planning policies and participation in planning processes by members of the general public and the private sector

Policies

- 16.1 As part of the process of community growth and change, the Town shall facilitate public input on matters of general or specific planning interest wherever possible.
- 16.2 The Town should guide and work with citizens, community groups and the private sector on matters of planning importance to the community and in these undertakings the Town should pursue the goals and policies of this Plan wherever possible.
- 16.3 The Town shall ensure that copies of the Municipal Development Plan and other statutory and non-statutory plans are readily available for interested members of the public.

17.0 Intermunicipal Cooperation

Background

The Town of Penhold functions as a small urban community within the larger Central Alberta and Red Deer regions. It is surrounded by Red Deer County with its nearest urban neighbours being the Hamlet of Springbrook, City of Red Deer and Town of Innisfail. Many of the rural residents and Springbrook residents share and participate in the use and planning of community services and facilities situated in Penhold.

Decisions made by the Town and surrounding communities affect and influence one another. Some of the prominent planning issues include potential conflicts between urban and rural land uses in proximity to one another and coordinating infrastructure and provision of services. Positive relations, achieved through communication and consultation, between neighbouring communities can provide many opportunities to share resources, achieve economic development goals and reduce the costs of providing services.

Goal

To promote sound planning and development decision making in the intermunicipal fringe and to create and maintain an atmosphere of mutual respect, trust and recognition of both the long term and short term aspirations and needs of the Town and the County.

Objectives

- To ensure open and meaningful dialogue with Red Deer County to address issues of mutual interest
- To establish and maintain a joint planning and development framework with Red Deer County that addresses the effective coordination of land uses, future growth areas, transportation systems, municipal infrastructure and community services
- To coordinate the provision of protective, emergency, social and recreational resources to provide the most efficient programs and services to rural and urban residents

Policies

- 17.1 The Town of Penhold shall refer to Red Deer County for comment, prior to a decision, all proposed statutory plans and plan amendments, outline plans and amendments, land use bylaw amendments, and subdivision applications involving lands located adjacent the Town boundary.
- 17.2 The Town shall encourage Red Deer County to consult with the Town prior to a decision in regards to proposed statutory plans and amendments and land use bylaw amendments involving lands located within 1.6 kilometers (1 mile) of the Town boundary.
- 17.3 The Town shall work with Red Deer County to prepare and enter into an Intermunicipal Development Plan. The IDP shall address all matters required by the Municipal Government Act including the following:
- provide policies that guide land use and economic development of benefit to the Town and County;

- provide direction for the coordination of roads and utilities;
 - recognize Penhold's need to expand onto rural lands as growth proceeds;
 - accommodate timely and strategic annexations of land to Penhold;
 - outline means to implement the plan including amendments and repeal; and
 - outline consultation mechanisms and mechanisms for dispute resolution should a dispute arise.
- 17.4 Until such time as an Intermunicipal Development Plan has been entered into and in those instances where, notwithstanding good efforts on both sides to the contrary, disputes over specific issues arise, the Town of Penhold shall endeavour to resolve such disputes firstly through further dialogue and discussion between the parties. Failing that, the Town shall seek mediation or other alternative dispute resolution measures. As a last resort, the Town shall seek resolution through proceedings before the Municipal Government Board or the Courts as circumstances may dictate.
- 17.5 The Town shall encourage and work with Red Deer County to ensure that development along the major roadways leading into and through Penhold is visually appealing and has a high quality of appearance.
- 17.6 The Town shall work cooperatively with Red Deer County to identify, prioritize and implement opportunities for undertaking municipal services and projects in the most cost-efficient and effective manner.
- 17.7 The Town shall take an active roll in liaison with the County through its elected and administrative officers in order to consult with and inform each other of proposed development and related issues.
- 17.8 In order to ensure an adequate supply of developable land, the Town shall seek to annex a sufficient amount of land well in advance of current supplies being exhausted.

18.0 Implementation

Background

The success of any plan depends on the degree to which efforts are made to implement and integrate the plan's directions into decision making. The MDP provides the means whereby Council, the Municipal Planning Commission and Town staff can evaluate situations or proposals in the context of a long range plan for Penhold. It is primarily a policy document that is utilized as a framework within which both public and private sector decision making can occur. As a policy document the MDP is, for the most part, general in nature and long range in its outlook.

One of the main tools that will be used in implementing the policies of the Municipal Development Plan is the Town's Land Use Bylaw which controls the use and development of land and buildings within the municipality. This provides a day-to-day means of implementing the MDP. Outline plan preparation and adoption and subdivision decisions are also available as means of implementation.

Goal

To promote the use of the Plan and the implementation of its policies.

Objectives

- To implement the Plan through other statutory and non-statutory planning documents
- To implement the Plan through decisions of the subdivision and development authorities
- To provide for periodic reviews and monitoring of the Plan and efforts in achieving its goals and to provide for plan amendments when deemed desirable and necessary

Policies

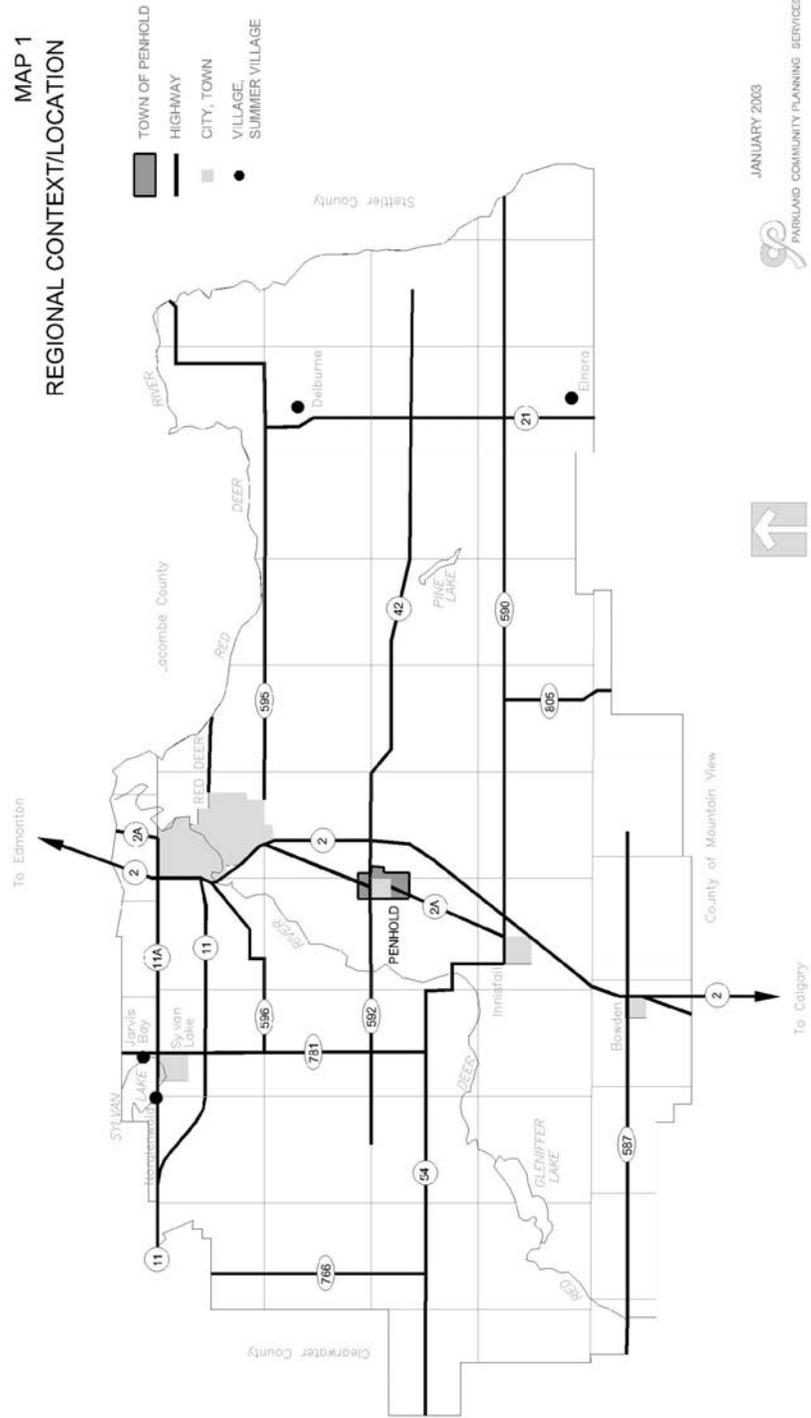
- 18.1 The MDP contains "shall", "should", and "may" policies which are interpreted as follows:
- "Shall" policies must be complied with,
 - "Should" policies means compliance in principle, but is subject to the discretion of the applicable authority on a case by case basis, and
 - "May" policies indicate that the applicable authority determines the level of compliance that is required.
- 18.2 Subject to Council's approval, minor variations from the policies of the MDP shall not require an amendment to the MDP. More substantive changes shall require an amendment to the MDP and any other affected plan.
- 18.3 The goals and policies of the MDP shall be further refined and implemented through the development, adoption, and day to day application of statutory plans (area structure plans and area redevelopment plans), non-statutory plans (outline plans, design schemes, etc.), and the Land Use Bylaw.
- 18.4 In order to consider a Land Use Bylaw redesignation, subdivision or development application, or to generally provide directions for land use change in an area, the Town may require the preparation of an area structure plan or an outline plan or

- amendments to existing plans to provide the details of intended land uses, provision of utility services, roads and open space pertaining to the subject lands and, where necessary, surrounding lands.
- 18.5 All statutory and non-statutory plans shall be consistent with the Municipal Development Plan.
 - 18.6 The Town Council or the general public may initiate an amendment to this Plan. Where an amendment is initiated by the general public the Town shall require the submission of such background information as is considered necessary to support the amendment prior to commencement of the bylaw amendment process. Amendment of the MDP shall follow the appropriate procedures as outlined in the *Municipal Government Act*.
 - 18.7 The Town should introduce, where necessary, specific programs to implement the policies of this Plan.
 - 18.8 Various policies in this Plan suggest spending by the Town of Penhold. It is not the intention of this Plan to commit the Council to this spending. Council may consider spending proposals suggested by this Plan along with all other Town spending on an annual basis during budget allocations. Pursuant to s. 637 of the *Municipal Government Act*, Council is not required to undertake any of the projects referred to in this Plan.
 - 18.9 The MDP is intended to be able to adapt to continue reflecting the priorities, goals and aspirations of the community as the Town changes, and to meet changes in development commitments, budget constraints, and market conditions. Generally, in order to ensure that the MDP is current, the entire plan should be reviewed approximately every five years, preferable shortly after the municipal election, to add additional policies, to strengthen policies, or to delete outdated or unworkable policies.
 - 18.10 Council may deem it necessary to amend the Plan outside of the five year review period. In order to allow Council to track the status of the Plan after adoption an annual report should be prepared. This report should note any amendments which have been made or are forthcoming, any suggestions made for amendments, and any outside factors which may drive the need for Plan amendments.

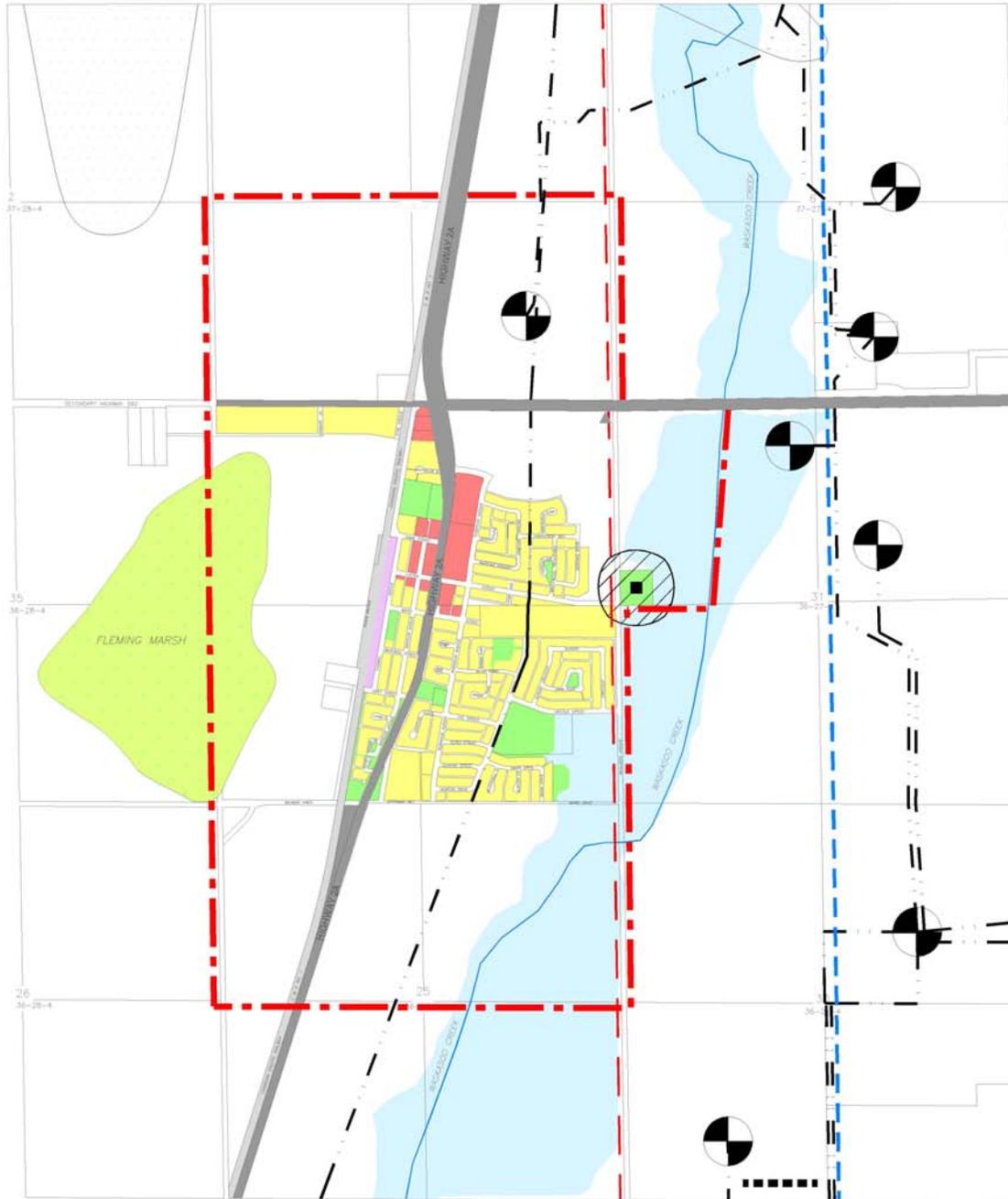
TOWN OF PENHOLD

MUNICIPAL DEVELOPMENT PLAN

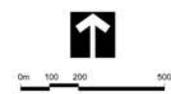
MAP 1
REGIONAL CONTEXT/LOCATION



JANUARY 2003
PARRLAND COMMUNITY PLANNING SERVICES

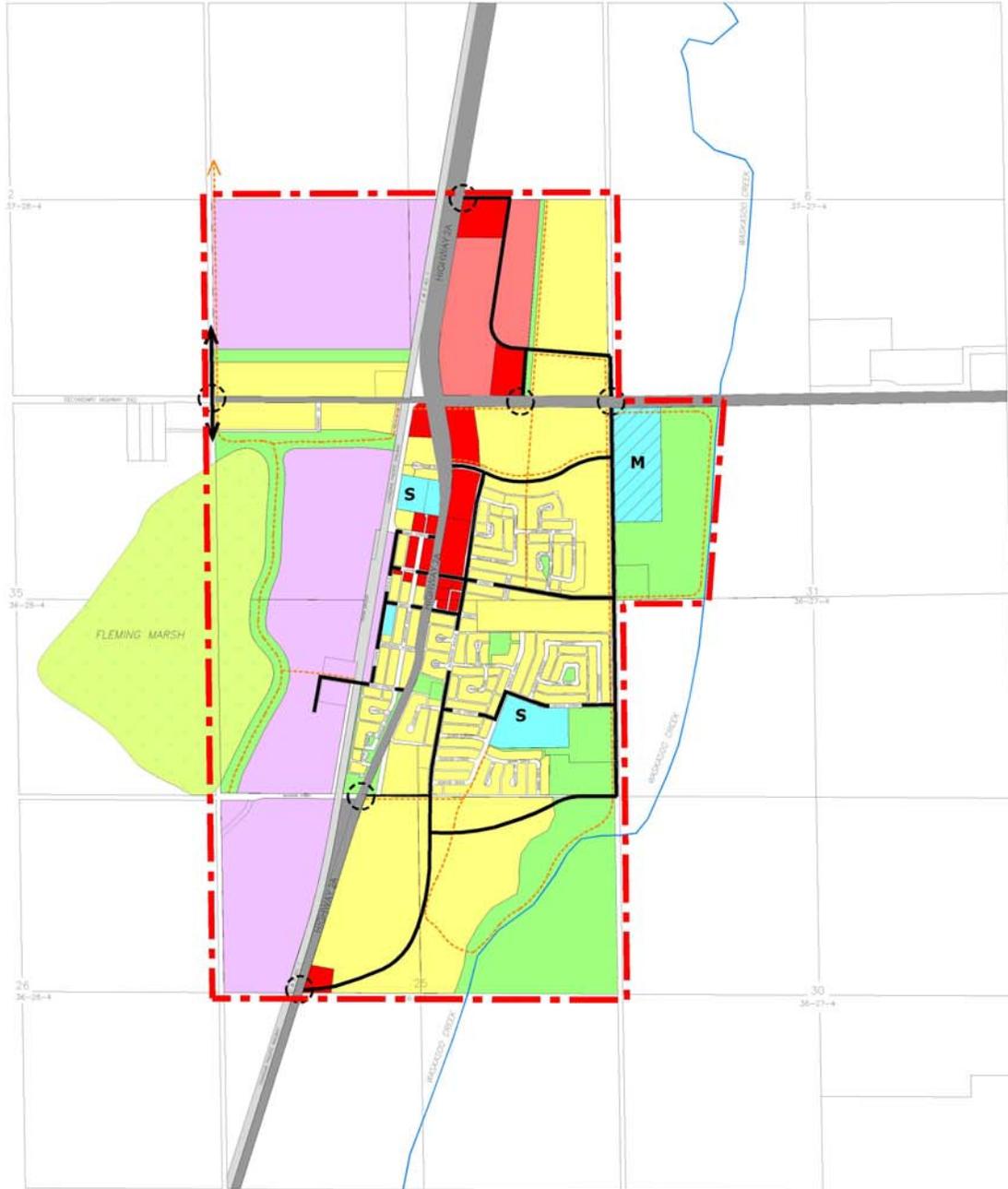


**TOWN OF PENHOLD
MUNICIPAL DEVELOPMENT PLAN
MAP 2 - SIGNIFICANT FEATURES**

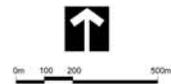


- | | | |
|--|--------------------------------------|---------------------------|
| MUNICIPAL BOUNDARY | LIFT STATION | RESIDENTIAL |
| MAJOR ROAD | REGIONAL SEWER LINE RIGHT-OF-WAY | COMMERCIAL |
| RAILWAY | MAJOR TRANSMISSION LINE RIGHT-OF-WAY | INDUSTRIAL |
| GAS/OIL PIPELINE RIGHT-OF-WAY | 1:100 YEAR FLOOD PLAIN | PARKS / SCHOOLS |
| GAS/OIL WELL w/100-m SETBACK | WETLANDS | AGRICULTURE / UNDEVELOPED |
| FORMER LANDFILL SITE | NOISE EXPOSURE FORECAST INDEX AREA | |
| 130-m DEVELOPMENT RESTRICTION - LANDFILL | SCHOOL | |

DECEMBER 2009
 PARKLAND COMMUNITY PLANNING SERVICES



**TOWN OF PENHOLD
MUNICIPAL DEVELOPMENT PLAN
MAP 3 - FUTURE LAND USE CONCEPT**



- MUNICIPAL BOUNDARY
- HIGHWAY
- RAILWAY
- COLLECTOR ROAD
- WASKASOO CREEK
- KEY TRAILS & PEDESTRIAN ROUTES
- OPEN SPACE
- RESIDENTIAL
- COMMERCIAL
- COMMERCIAL - OFFICE/BUSINESS PARK
- INDUSTRIAL
- PUBLIC/COMMUNITY SERVICE
- NATURAL AREA - MARSH

- SPECIAL STUDY AREA - COMMERCIAL / SCHOOL JOINT USE
- INTERSECTION TREATMENT REQUIRED

- M** MULTIPLEX
- S** SCHOOL

NOTES:
 (1) THIS MAP SHOWS GENERALIZED INDICATIONS OF LAND USE AND MAJOR ROADS. IT IS NOT INTENDED FOR SCALING OR DETAILED DESIGN. DETAILED LAND USE BOUNDARIES AND ROAD ALIGNMENTS WILL BE IDENTIFIED THROUGH OUTLINE PLANS AND LAND USE BYLAW DESIGNATIONS.
 (2) THE MUNICIPAL BOUNDARY HAS BEEN ADJUSTED FOR GRAPHIC PURPOSES. FOR OFFICIAL BOUNDARY CONSULT LAND USE DISTRICT MAP IN THE TOWN LAND USE BYLAW.

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APPENDIX A: GUIDELINES FOR DEVELOPMENT ADJACENT RAILWAY

Residential Development Adjacent to the CPR

General

The CPR identifies certain requirements for residential development adjacent to their right-of-way to address some issues relating to potential adverse impacts of railway operations on the safety, health, and welfare of residents. Should a proposed residential subdivision application adjacent to a railway right-of-way receive approval, the Canadian Pacific Railway Co. requests that consideration be given to the following recommendations:

Safety

With a view to the possibility that a train derailment could occur in this location it is recommended that:

- a) No dwellings should be built within 75 meters of the CPR property line.
- b) Should a 75 meter separation from the CPR property line not be achievable, dwellings must be no closer than 30 meters, and a berm is to be erected on adjoining property, parallel to the railway right-of-way with construction according to the following specifications:
 - i) The minimum height of the berm should be 2.5 metres and its side slopes not steeper than 2.5 to 1.
 - ii) No part of the berm is to be constructed on railway property.

While no dwellings should be within 30 meters, an unoccupied building, such a garage, may be built closer.

Because of the nature of a residential subdivision, there is a high possibility of trespassing on railway property, and the CPR has concerns with respect to pedestrian trespassing and safety issues associated with same. As such, should no solid noise attenuation fence be required as per item a) under the heading 'Health and Welfare' following, it is recommended that a 1.83 metre high chain link fence be constructed and maintained along the common property line of the Railway and the development by the developer at his expense. The developer is to also include a covenant running with the lands, in all deeds, obliging the purchasers of the land to maintain the fence in a satisfactory condition at their expense.

Health and Welfare

The CPR property is used for train operations which result in the transmission of noise, vibration and other related industrial nuisances to adjacent properties. As such it is recommended that:

- a) Dwellings be constructed such that the interior noise levels meet the criteria of the appropriate ministry. A noise study should be carried out by a professional noise consultant to determine what impact, if any, railway noise would have on residents of proposed subdivisions and to recommend mitigation measures if required. The recommendations of the study are to be implemented. Should the study recommend a sound attenuation fence, the fence, must be constructed without openings and of a durable material weighing not less than 20 kg per square metre (4 lb./sq.ft) of surface area.

- b) Ground vibration transmission should be estimated through site tests. If in excess of the acceptable levels, all dwellings within 75 metres of the nearest track should be protected. The measures employed may be:
 - i) Support the building on rubber pads between the foundation and the occupied structure so that the maximum vertical natural frequency of the structure on the pads is 12 Hz;
 - ii) Insulate the building from the vibration originating at the railway tracks by an intervening discontinuity or by installing adequate insulation outside the building, protected from compaction that would reduce its effectiveness so that vibration in the building became unacceptable; or
 - iii) Other adequate measures that will retain their effectiveness over time.

Buyer Awareness

A clause should be inserted in all offers to purchase, agreements of sale and purchase or lease, and in the title deed or lease of each dwelling, informing prospective purchasers or tenants of the existence of the Railway's operating right-of-way; the possibility of alterations, including the possibility that the Railway may expand its operations, which expansion may affect the living environment of the residents notwithstanding the inclusion of noise and vibration attenuating measures in the design of the subdivision and individual units; and that the Railway will not be responsible for complaints or claims arising from use of its facilities and/or operations.

An additional clause should be inserted in all offers to purchase, agreements of sale and purchase or lease, and in the title deed or lease for each dwelling affected by any noise and vibration attenuation measures, advising that any berm, fencing, or vibration isolation features implemented are not to be tampered with or altered, and further that the owner shall have the sole responsibility for maintaining these features.

Existing Drainage Patterns

Any proposed alterations to the existing drainage pattern affecting railway property including but not limited to acceleration of surface runoff must receive prior concurrence from the Railway, and be substantiated by a drainage report.

Services

Any proposed utilities under, over or along railway property to serve the development must be designed in accordance with the appropriate CSA standards, Railway Association of Canada Standards and American Railway Engineering Association Standards as may be applicable. All plans for utility occupancies of railway property must be approved by the Railway prior to construction and installation.

Access Across Railway Property

Any access roads across the railway will be subject to Railway approval, and must be in compliance with the latest Transport Canada regulations concerning same. If the crossing is approved, the owner will be required to execute a license agreement with respect to the terms and conditions of the crossing.

Commercial Development Adjacent to the CPR

General

The CPR considers commercial development adjacent to a right-of-way as more compatible with railway operations and often may serve as a buffer between the railway and residential development. Notwithstanding that stated above, commercial development should still meet certain requirements based upon site specific conditions and intended use.

Commercial development serviced by the railway and/or industrial use

Commercial developments or buildings serviced by the railways may be built adjacent to or over siding tracks in accordance with the clearances stipulated in the 'Standard Practice Circular – Track'.

Commercial development not serviced by rail and/or non-industrial use

Should at no times be on the railway right of way, and depending on track speed should be no less than the following distances from the nearest rail:

Type of Track	Track Speed	Distance from Centre Line	Track Classification
Main	25 mph or less	30 feet	Class 2 track
Main	40 mph or less	40 feet	Class 3 track
Main	More than 40 mph	50 feet	Class 4 and 5 track
Other than main	N/A	15 feet	N/A

Fencing

In instances where public parking lots and open spaces are adjacent to railway property, the CPR has concerns with respect to pedestrian trespass and the safety issues associated with same it is recommended that a 1.83 metre high chain link fence be constructed and maintained along the common property line of the Railway and the development by the developer at his expense. The developer is to also include a covenant running with the lands, in all deeds, obliging the purchasers of the land to maintain the fence in a satisfactory condition at their expense.

Otherwise, fencing is to be provided by the developer as follows:

- Agricultural use - None, provided purchaser provides CPR with letter for fencing exemption.
- Pasture use - 4' strand barb wire or equal
- Industrial use - 4' chain link or equal

Drainage Patterns, Services and Access Across Railway Property are all as per the Residential Development requirements.

*Note: Railway road crossings are all subject to Transport Canada requirements. Maintaining proper sight lines at road crossings could affect the positioning of buildings on property adjacent to railways. Should sight lines not be maintained, other crossing protection as required by Transport Canada will be installed at the expense of the developer.

APPENDIX B: PROCESS TO PREPARE OUTLINE PLAN

PROCESS STEPS	DESCRIPTION AND EXPLANATION
<p>1. Initial Meeting</p>	<ul style="list-style-type: none"> ▪ Landowner approaches the municipality with a proposal or interest in starting the development of their land ▪ Landowner may or may not have a concept prepared or consultant employed ▪ Determine the type of information that will be required ▪ Highlight the key planning policies that apply to the property and type of development being proposed ▪ Describe the overall process and major steps including the generalized timing ▪ Written follow up letter sent to landowner along with a copy of a brochure or policy
<p>2. Plan and Study Preparation</p>	<ul style="list-style-type: none"> ▪ Landowner and consultants (selected by the landowner) prepare the outline plan and all required studies and support information ▪ May seek initial comments and advice from municipal staff on concepts as well as collect background information ▪ Consult other agencies and groups as needed (e.g. Alberta Infrastructure and Transportation if along a highway) ▪ Consult adjacent landowners
<p>3. Plan Review by Municipality</p>	<ul style="list-style-type: none"> ▪ Landowner provides municipal planner with all required information as a complete package (which is screened to ensure all needed material has been supplied) ▪ Municipal planner circulates the plan and supporting information internally (e.g. public works) and externally (e.g. neighbouring municipality) for review and comments ▪ Internal staff meeting to discuss plan and supporting information ▪ Municipal planner provides a single set of written comments to the landowner on any necessary changes and the next steps in the process
<p>4. Follow Up Meeting</p>	<ul style="list-style-type: none"> ▪ Landowner and consultants meet with municipal staff to review comments and discuss revisions

PROCESS STEPS	DESCRIPTION AND EXPLANATION
5. Public Meeting	<ul style="list-style-type: none"> ▪ Landowner hosts a public meeting to describe proposed development and seek input ▪ Municipal staff attend to observe and assist with questions ▪ Landowner prepares a summary of comments and provides to the municipal planner ▪ Need for plan changes in response to input discussed with municipal planner
6. Revised Plan and Support Information Prepared	<ul style="list-style-type: none"> ▪ Landowner and consultants make revisions to the outline plan and prepare any additional support information that is required ▪ Revised Plan and information provided to the municipal planner
7. Second Plan Review by Municipality	<ul style="list-style-type: none"> ▪ Municipal planner and other department staff as needed review the revised material against previous comments and any new issues stemming from changes ▪ No full internal or external circulation of revised material ▪ Determine the need for further revisions and third submission (repeat steps 4, 6 and 7 as needed)
8. Prepare Materials for Presentation to Council and First Reading	<ul style="list-style-type: none"> ▪ Municipal planner prepares a report and resolution to adopt the outline plan for the Council agenda (supporting information is not submitted to Council) ▪ Required Land Use Bylaw amendment and any other required plan amendments (e.g. MDP and/or ASP) are prepared by the municipal planner
9. Presentation to Council and First Reading	<ul style="list-style-type: none"> ▪ In the event that there are outstanding issues between the landowner and municipal staff, Council will be asked to make a decision on changes to the outline plan before formally considering adoption or scheduling a public hearing ▪ Public hearing scheduled where there are no outstanding issues
10. Subdivision Application	<ul style="list-style-type: none"> ▪ Application can be submitted and processed at the same time as the other approvals if the landowner wishes to take this approach ▪ Circulation of the subdivision application would occur at same time as other referrals

PROCESS STEPS	DESCRIPTION AND EXPLANATION
11. Referrals and Public Notice	<ul style="list-style-type: none"> ▪ Municipal planner refers the proposed outline plan and amendments to external agencies ▪ Public hearing and availability of copies of the proposed plan and amendments for public review are advertised
12. Public Hearing and Final Decisions	<ul style="list-style-type: none"> ▪ Council hosts public hearing to receive presentations on the proposed plan and related amendments ▪ Final decision made by Council