TOWN OF GIBBONS



MUNICIPAL DEVELOPMENT PLAN

September 2007

BY-LAW NO. PLU 12/06 OF THE TOWN OF GIBBONS

A BY-LAW OF THE TOWN OF GIBBONS IN THE PROVINCE OF ALBERTA TO PROVIDE FOR THE ADOPTION OF A MUNICIPAL DEVELOPMENT PLAN.

WHEREAS the Municipal Government Act, R.S.A. 2000, as amended, allows a municipality to adopt a Municipal Development Plan.

AND WHEREAS the purpose of the Municipal Development Plan is to assist the municipality in establishing appropriate land uses for future development and to set developmental policies to provide for orderly growth within the community.

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

- 1. That the Town of Gibbons Municipal Development Plan 2006, attached hereto as Schedule "A", is hereby adopted.
- 2. That the Town of Gibbons General Municipal Plan, Bylaw No. 9-92, as amended, is hereby repealed.

This by-law shall come into effect on the day of the final passing.

READ a first time this 22nd day of November, A.D., 2007.

MAYOR MANAGER

PUBLIC HEARING held on January 9, 2007 as advertised on the 20th day of December, 2006 and the 27th day of December, 2006.

READ a second time this 26th day of September, A.D., 2007.

MAYOR MANAGER

READ a third and final time this 26^{th} day of September, A.D., 2007.

MAYOR MANAGER

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1.0 LOOKING BACK, PLANNING AHEAD

1.1 LOOKING BACK

A. A Small, Friendly and Safe Community

The Town of Gibbons is known as a small, friendly and safe community located approximately 10 kilometres (6 miles) northeast of the City of Edmonton. The Town lies at the junction of Highways 28 and 28A. The Sturgeon River, perhaps the greatest natural asset of the Town, is in the west part of the Town.

B. Service Centre to Satellite Community

Gibbons initially developed as a local service centre for the surrounding agricultural area following the establishment of the Canadian National Railway in 1914. Gibbons received village status in 1959 and was incorporated as a Town in 1977. Today, having effectively relinquished its local agricultural service centre role, Gibbons now serves as a satellite and commuter community within the Edmonton Region. As is characteristic of satellite communities throughout the region, the Town's development has mainly been for residential purposes, with relative underdevelopment of its commercial and industrial sectors.

C. Railway, Highways and River Influence Development

The Canadian National Railway (CNR), Highways 28 and 28A, and the Sturgeon River have influenced the development and physical layout of the Town. The Town has developed in a north-south elongated fashion, defined by the railway line, the river and highways. The railway line parallels the Sturgeon River to the east and the Town's main street (50 Avenue) lies perpendicular to the railway line.

D. Population Growth

As was typical of the smaller urban communities in the Edmonton Region, Gibbons' population increased quickly through the 1960s and 1970s, from a population of 192 in 1961 to 2276 by 1981. Growth of the Town was marginal throughout the 1980's and 1990's and the early part of the 2000's. Over recent years, growth rates have recovered somewhat and in 2006, the Town's population was estimated to be approximately 2800 persons.

E. Past Planning

In 1982, the Town adopted a General Municipal Plan (GMP) to guide the growth and development of the community. During the 1970s and early 1980s, the Town experienced high rates of population growth and it was expected that high growth rates would continue throughout the 1980s. The 1982 General Municipal Plan reflected this anticipated trend. With the general economic decline of the mid 1980s, growth rates also declined.

In 1992, the Town reviewed that 1982 GMP and adopted a new GMP to guide the growth and development of the community. Though reflecting a slower growth trend, the GMP

set a pattern for the full development of the community. Though that full development did not happen within the time period suggested by the GMP, the Plan's lower range growth projections have come to pass.

1.2 WHAT'S IN STORE FOR GIBBONS

What is expected in the future for Gibbons? What will influence the community's growth and development? A low to moderate growth rate is anticipated, though that rate might be increased due to housing demand resulting from the extensive resource-based industrial growth slated for the North East of Edmonton Region (also known as Alberta's Industrial Heartland). It is expected that the community's role as a commuter centre will continue to influence community growth. An aging population will have an impact on the provision of housing and community services. These demographic and development trends are described in greater detail below.

A. Role will Continue

Gibbons will continue to serve as a commuter community within the Edmonton Region. The Town's function is expected to continue in the future as urbanization of the Edmonton Region takes place. As a result, most development within the community will be for residential purposes. It is expected that Gibbons will remain attractive to newcomers due to its small town atmosphere, offering an alternative to city living.

B. Growth Influenced by Regional Trends

Gibbons' population and economic growth will continue to be affected by growth and development patterns within the Edmonton Region. If the Edmonton Region experiences strong population and economic growth, outer metropolitan communities such as Gibbons, can also expect to experience higher levels of population growth and economic development. The reverse is also true.

Currently, the Edmonton Region is experiencing almost explosive growth as a result of the resource boom in northeastern Alberta. It is not anticipated that this level of growth can be sustained for a substantial length of time; however, the growth that will occur will have some impact on the level of growth in Gibbons, especially since the Town is near the centre of the north eastern portion of the Edmonton Region.

C. Population Growth

A moderate annual growth rate of between 1.1 to 3.9 percent is expected for the Town in the future. The average annual rate of growth between these two ranges is 2.5 percent. Consequently, the Town may reach a population of about 4500 persons by the year 2011. However, the Town may also not reach that target or considerably exceed it. Almost anything is possible in the current economy.

D. An Aging Population

The average age of Gibbons' residents will likely increase in the future. Correspondingly, the gradual aging of families will occur. There will be continued increases in the number of mature adults in the community as the population ages and as people from the surrounding rural areas retire to Gibbons. This aging trend will affect

housing needs, recreation and parks programs, and the provision of community services (e.g. medical care).

E. Migration Patterns

Historically, newcomers to Gibbons were often "first time home buyers" and mature adults retiring off farms from the surrounding rural area. Young adults historically left Gibbons for employment opportunities and suitable housing outside of the community.

With the region's booming economy, and with changed growth patterns in the Edmonton Region, the Town has seen more people moving to Gibbons as a "safe" and friendly community, as a community to raise a family outside the bustle of the big city. Gibbons' attraction as that kind of a community should be encouraged by the Town.

1.3 VISION OF THE FUTURE

What does the community wish for Gibbons in the future?

A. A Balanced Community

A more balanced community, in terms of residential, commercial and industrial development, is desired by the community. The Town wishes to strengthen its commercial and industrial base to provide local employment opportunities for its residents and to increase its tax base.

B. A Community and Service Oriented Town

Gibbons is known as a "safe and friendly community." The Town has excellent parks, facilities and programs for a community of its size and has been described as having "something for everyone." Gibbons also benefits from numerous service organizations and many volunteers. It is the wish of the community to build on these strengths and to retain its "small town character".

C. Fulfillment of Community Goals

Some of the goals of the community are for Gibbons to retain its exceptional value and its well maintained and friendly character; to strengthen the Town's commercial and industrial base; to expand park development along the Sturgeon River; to further landscape and improve the appearance of the Town's main street and residential neighbourhoods; and to enhance community spirit and involvement.

1.4 CHALLENGES

A. Balancing Development

The Town has expressed a desire to balance residential growth with other forms of development, to enable it to be as self-sustaining as possible. One of the main challenges for Gibbons will be to accomplish this goal within the context of a potentially high residential growth rate.

B. Uniting Community Members

The Town is striving to build a united community, integrating long time residents and newcomers to Gibbons.

C. Providing Community Services

Another challenge for the Town will be to provide the level of community service expected by Gibbons' residents and to respond to the needs and desires of an aging, growing, and changing resident population.

1.5 PLANNING AHEAD

A. A Framework and Strategy

The Municipal Development Plan (MDP) has been prepared as a framework and strategy for fulfilling community goals, to build on the community's strengths, and to address the challenges and issues relating to the growth and development of Gibbons. The MDP is a statement of the Town's vision, goals and objectives for the community and it provides direction for achieving those goals. It is a strategic document used to guide land use planning and development decisions made by public and private decision makers.

The main functions of the Municipal Development Plan are to:

- (a) provide a framework and development strategy within which the Town can evaluate proposals in relation to a stated set of goals, objectives and policies that will govern future development;
- (b) provide the general public and private developers with an overall plan for development of the community;
- (c) provide a framework for consultation with neighbouring municipalities, the public, and provincial government departments or agencies on planning matters of common interest; and
- (d) provide a framework for the preparation of more detailed plans and studies and for policy review.

This Municipal Development Plan replaces the 1992 Gibbons' General Municipal Plan. This new Plan reflects changes which have occurred over the past ten years, addresses new community development issues, and sets the strategy and policies for future growth and development of the Town.

2.0 CONTEXT

2.1 REGIONAL SETTING

A. Location and Surrounding Area

The Town of Gibbons is located approximately 10 kilometres (6 miles) northeast of the City of Edmonton. The Town lies at the junction of Highways 28 and 28A. The

Sturgeon River is near the western boundary of the Town (Refer to Map 1: Regional Location).

The Town is located within Sturgeon County. The land surrounding Gibbons is generally cultivated for grain and hay production. Country residential developments are found along the Sturgeon River stretching south-west of Gibbons and to the north-east in the Coronado and Lost Point Lake areas. Gibbons' nearest urban neighbour is the Town of Bon Accord, situated 8 kilometres (5 miles) to the west along Highway 28.

As well, there are extensive industrial developments proposed in the area around Gibbons. If these developments proceed, there will be considerable impact on Gibbons – both increasing the demand for residential accommodation, and impacting the business community in the Town.

2.2 PATTERN OF DEVELOPMENT

A. Corporate Boundaries

The corporate boundaries of Gibbons were originally established in 1959 and included land within the NE 10-56-23-W4M and the portion of the SE 15-56-23-W4M lying south and east of Highway 28. During the 1970s and early 1980s, Gibbons' boundaries were adjusted a number of times and the original corporate limits of the Town were expanded by approximately eight quarter sections of land. Throughout this time period, land south of the original village boundaries was annexed for residential purposes while land east of Highway 28A was annexed for public utilities (sewage lagoon) and for industrial development. In 2006, the Town annexed additional land west of the Sturgeon River, bringing the total land area of Gibbons to approximately 740 hectares (1825 acres).

B. Development Influences

The Canadian National Railway (CNR), Highways 28 and 28A, and the Sturgeon River have influenced the development and physical layout of the Town. The Town has developed in a north-south elongated fashion, defined by the railway line, the river and highways (Refer to Map 2: Existing Land Use). The railway line parallels the Sturgeon River to the east. The Town's main street (50 Avenue) lies perpendicular to the railway line.

C. Transportation

At present there are three major highway entrances into Gibbons. The two access points from Highway 28A are at the junctions of that Highway with Highway 643 and with 50 Avenue. A bridge crossing over the Sturgeon River directly links 50 Avenue to Highway 28.

Long term plans by Alberta Transportation to upgrade Highway 28A to a 4-lane, divided, freeway will have an impact on vehicular circulation throughout the community and on all forms of development within the community. The Town must try to ensure that the various forms of commercial and industrial development in the area to the east of Highway 28A complement and enhance the Town's development pattern. The Town

must also ensure that any residential development in the same area will not put undue strain on the ability of the Town to provide services to its residents.

Fiftieth Avenue functions as the main roadway through Gibbons' downtown running east-west, whereas 51 Street functions as the main north-south collector throughout the community.

D. Central Business Area

The central business area is centred on 50 Avenue and extends westward from Highway 28A to the railway lands, northward to 51 Avenue and southward to 49 Avenue. The Gibbons' Downtown Plan guides development within the downtown area.

E. Residential Development

Most of the land development within the Town has been for residential purposes. Residential land uses lie largely to the south of the downtown area, in between Highway 28A and the railway. Single family dwellings represent approximately 86 percent of the housing stock of the Town.

F. Community and Institutional Uses

Semi-public and institutional uses are mainly located within, or close to, the downtown area. Gibbons contains a number of churches, community facilities and seniors' housing, in addition to the Town Office and community hall.

The Town of Gibbons has two elementary/junior high schools: Gibbons School and Landing Trail School. The schools are prominent land uses in the Town. The Gibbons School lies to the north of downtown along 51 Avenue while the Landing Trail School is located in the southern part of the community.

G. Industrial Development

The Town has developed a business park to the east of Highway 28A. The location has good exposure and access from the highway. The highway forms a good buffer and separates industrial lands from existing and future residential areas.

H. Parks and Open Space

The Town contains a number of small parks, most of which are equipped with playground equipment. These are scattered throughout the community predominantly within residential neighbourhoods and were created through municipal reserve dedication requirements. The school grounds also provide areas for organized sports and activities. The Sturgeon River valley is perhaps the greatest natural feature and asset of the Town. A river valley park (Echo Glen Park) has been partially developed by the Town over the past few years. The park, upon completion, will contain an extensive network of trails and recreational areas. A joint Area Structure Plan, adopted by the Town and Sturgeon County in 1983, guides development of the Sturgeon River Valley area.

3.0 PLAN GOALS

3.1 GOALS OF THE MUNICIPAL DEVELOPMENT PLAN

The plan goals are a statement of the desired state and ultimate accomplishments for the community. The goals are an expression of the community's vision of the future. The goals were developed following a consideration of community needs, desires, aspirations, development issues and challenges. The goals set the framework within which plan objectives and policies are structured. Each goal statement relates to the policy sections contained in Part 5.0 of the Plan. The goals of the Gibbons' Municipal Development Plan are:

- A high quality of life and environment in Gibbons through the orderly, economical and beneficial development of land.
- The provision of a range of housing types and styles with a high standard of quality, residential site and neighbourhood design.
- Accommodating a population of approximately 10,000 within the current Town boundaries.
- A strengthened and diversified commercial sector in Gibbons, including improvements to the Downtown.
- Increased employment opportunities and an improved tax base in Gibbons through the development of high quality, non-polluting industry.
- The conservation and protection of the natural environment within Gibbons.
- The provision of parks and recreational opportunities for all residents of Gibbons.
- Healthy community development and enhancement of the quality of life in Gibbons.
- The provision of an efficient, safe and effective vehicular and pedestrian transportation system for the Town, to meet present and future needs and to create and maintain a walkable community.
- The provision of the necessary utility system to accommodate development within the Town, at acceptable urban standards.
- Sound decision making with regard to the planning and development of land in the vicinity of the Town.

4.0 DEVELOPMENT CONCEPT

4.1 DEVELOPMENT STRATEGY

A development strategy has been developed for Gibbons based on the review of the previous planning exercises in the Town and on an analysis of the major challenges and trends facing the Town.

The strategy entails:

- striving for moderate, steady population growth;
- ensuring that the Town can support a reduction in population growth should current economic prognostications prove overly optimistic;
- ensuring orderly, beneficial development occurs in the Town;

- ensuring adequate land is available to meet future development needs;
- ensuring development is staged according to growth requirements;
- ensuring each stage of development provides for a variety of development opportunities, necessary services and amenities;
- emphasizing community strengths and assets such as Gibbons' small town character, and the Sturgeon River valley;
- addressing development and community issues as they occur; and
- building flexibility into the plan to deal with an unpredictable future.

The goals, objectives and policies of the Plan support the orderly and economical development of land within the Town and encourage the development of a more balanced community in terms of land use. The Plan attempts to provide for a range of housing opportunities, to address quality of life issues, and to promote the concepts of community and neighbourhood. It tries to strike a balance between the advantages of growth and the preservation of the small, friendly and safe community known as Gibbons.

A future population growth rate of between 1.1 and 3.9 percent per annum is anticipated for the Town, which would potentially bring the Town's population to 4500 persons by the year 2011. For the medium and high population estimates respectively, approximately 0.75 quarter section of land would be required to accommodate residential growth (based on a past residential development density of 12 persons per gross acre). Plan policies have been made flexible in order to allow for the anticipated, as well as varying, growth rates. To address the development of the community as a whole, the plan covers all land within the Town's existing corporate boundaries. The plan is structured to accommodate an ultimate population of approximately 10,000 people based on the current land area of the Town.

4.2 FUTURE DEVELOPMENT CONCEPT MAP

The development strategy for the Town of Gibbons is illustrated on the Future Development Concept Map (Map 3). This map contains a conceptual future land use pattern and transportation network for the community and is meant to convey the general intent of the Town concerning the future direction of growth. The map is intended to be interpreted as a broad expression of land use policy and not as a precise description of proposed land uses related to specific parcels of land. The future development concept map is to be used in concert with the goals, objectives and policies of the Plan.

The development concept reinforces the general pattern of development currently found within the Town while ultimately developing a more compact community and more balanced land uses. The downtown will continue to be promoted as a focus for commercial and community development. Areas are shown for the development of industrial uses which are physically and functionally separated from existing and future residential areas. Residential development in the area to the east of Highway 28A will be limited to adult-oriented housing. The concept shows continued protection of the Sturgeon River Valley for open space and low intensity recreational development. In addition to the downtown area, the concept plan emphasizes the Gibbons and Landing Trail school sites as focal points for community, educational, and recreational development.

Also indicated on the Future Development Concept Map is the Town's preference for the direction of long term urban expansion and the land uses that those expansion areas would accommodate.

In stating the preferred direction of long term urban expansion, the Town recognizes that a Municipal Development Plan has no force and effect beyond the boundaries of the Town, and that the proposals are not binding upon any authority or person relying upon, applying, or interpreting the provisions of this plan. It is intended through other policies in this Plan that the Town will work with Sturgeon County on an ongoing basis to address planning matters of intermunicipal concern.

In general, the Town favours residential uses west of the Sturgeon River and industrial/commercial uses east of Highway 28A. The Town favours this long term land use pattern for the following reasons:

- (a) westward expansion would take advantage of the scenic qualities of the Sturgeon River valley for park, recreation and residential development;
- (b) the pattern of development is consistent to that outlined in the Sturgeon River Valley Joint Area Structure Plan adopted between the Town and Sturgeon County in 1983 and in previous municipal plans;
- (c) residential development to the south of the Town would further elongate the Town rather than achieving a compact, centralized community;
- (d) residential development east of Highway 28A will be limited to adult-oriented housing as it is physically cut off from many of the normal community services that residents normally demand, especially for children; and
- (e) a separation of industrial and residential land uses could be maintained.

4.3 LAND USE CLASSIFICATIONS

The Land Use Classifications shown on the Future Development Concept Map are defined as follows:

Existing Residential refers to that area of the Town presently used for predominantly residential purposes, along with the associated institutional, religious, educational and public uses.

Future Residential refers to that area to be developed for predominantly low density housing, and medium density housing in selected locations, along with associated institutional, religious, educational and public uses, at a scale and density compatible with the neighbourhood.

Commercial refers to that area containing primary and secondary commercial uses and compatible office, residential, institutional and recreational uses. The Commercial area includes that area surrounding the downtown core containing mainly vacant lots, older single family residences and non-conforming uses, which may be suitable to accommodate downtown expansion on a limited and site specific basis.

Neighbourhood Commercial refers to a retail commercial site serving the immediate neighbourhood, on a scale and of a type compatible with surrounding residential development and that would not negatively impact downtown viability. Uses such as convenience food stores, service stations and gas bars, drug stores, take-out restaurants, hair care and drycleaning may be considered within this area.

Industrial refers to existing and future industrial development that does not:

- (a) consume a large volume of water or produce high quantities of effluent or waste;
- (b) discharge toxic or noxious by-products into the air or groundwater system; or
- (c) adversely impact adjacent properties through extreme noise, traffic or emissions.

Compatible highway or secondary commercial uses that would benefit from exposure along highway areas and that are visually attractive in appearance could also be considered within this area. Compatible recreational, park and institutional uses that cannot be reasonably accommodated elsewhere in the community may also be considered.

Parks/Open Space/Reserve refers to that area intended for low intensity park, recreation or community development and/or to be preserved in its natural state. Community facilities such as schools or community centres may also be considered within this area.

5.0 PLAN COMPONENTS

5.1 GENERAL GROWTH AND DEVELOPMENT

Overview

During the 1970's, the Town of Gibbons experienced rapid population growth due to its proximity to Edmonton and its affordable housing prices. However, the economic decline of the 1980's which extended into the 1990's ended that growth spurt. At the same time, it was realized that a strong industrial and commercial sector is necessary to protect the viability of the local tax base and that low or marginal growth can negatively impact on community development and the achievement of community goals. It is the intent of the Town to strive for moderate, steady population growth and to carefully manage future growth and development so that it occurs in an orderly, economical and beneficial manner.

The growth and development of a community is influenced by many factors. Population growth in Gibbons has largely occurred in response to the Town's role as a satellite community within the Edmonton region. Commercial development within the Town has occurred in response to population growth within Gibbons and the surrounding area. Other influences on the growth and development of Gibbons are the levels of economic growth, and commercial and industrial development, occurring within the metropolitan region. The Town intends, through the Municipal Development Plan, to plan for and promote a range of residential, industrial and commercial development within the community.

The general growth and development policies are a set of policies to manage the overall growth and development of Gibbons. They serve as a framework for the more specific policy sections

of the plan. The policies are general in nature as they affect development within the Town as a whole. Ultimately, these policies attempt to achieve a high quality living environment in Gibbons.

Goal

- A high quality living environment in Gibbons through the orderly, economical and beneficial development of land.
- Accommodating a population of approximately 10,000 within the current Town boundaries.

Objectives

- That new development reinforces the role of the Town as a commuter centre within the northeast part of the Edmonton region.
- To ensure development takes place in an orderly, economical and beneficial fashion.
- That the rate of new housing development be offset by comparable growth in the commercial and industrial sectors.
- To ensure development is of the highest possible standard.
- To ensure that the opportunities presented by the natural environment and natural resources within and adjacent to the Town are enhanced during and subsequent to the planning and development process.

Policies

Policy 1: Future Population

Moderate, steady population growth is preferred by the Town. The Town will strive to accommodate about 4500 persons within its boundaries by the year 2011, though the ultimate capacity of the Town, and the residential designations within this Plan, will accommodate approximately 10,000 persons. The Town will regularly monitor population growth and its characteristics and amend plan policies, when necessary, to acknowledge changes in growth rates, demographics, resident attitudes, market forces and government policies.

Policy 2: Planned Development

To ensure comprehensive planning and order development, the Town will require the preparation and adoption of Area Structure Plans (ASP's) for new development areas prior to the consideration of any major subdivision or development projects within the areas. Area Structure Plans will be prepared or revised in accordance with the guidelines established by the Town and the Municipal Government Act.

All Area Structure Plans will be periodically reviewed by the Town to ensure they continue to meet the planning aspirations of the Town.

Policy 3: Staged Development

The Town will ensure that all future development is staged to ensure the orderly extension of water and sewer lines, utilities, roadways, parks, schools, etc. The growth rate and staging of development will be reviewed by the Town on a regular basis and modifications made to the Plan, if deemed necessary. Map 4 shows a general staging concept for future development within the Town. Generally, the Stage One areas should be developed between the adoption of this Plan and the year 2010 and the Stage Two areas should be developed subsequent to the Stage One areas. However, should a landowner/developer undertake the construction of any necessary services or extensions, and should the Town be confident that the development of lands in the Stage Two area before a Stage One area will not put unnecessary strains on the Town's finances, development in the Stage Two area before the full development of the Stage One areas may be approved.

Policy 4: Balanced Growth

The Town will attempt to achieve an assessment base of 70% residential to 30% non-residential (industrial and commercial). In this regard, the Town may limit the rate of residential development as necessary.

Policy 5: Suitable Land Supply

The Town will attempt to maintain a twenty year supply of land for each major land use (residential, commercial, industrial). That is provided for by the designations within the Town, which would provide for a capacity population of approximately 10,000.

Policy 6: Land Use Compatibility

The Town will attempt to locate compatible and complementary land uses in proximity to each other. Conversely, the Town will attempt to separate incompatible land uses (e.g., residential and industrial land uses) through distance separation, buffering techniques and/or by a transition from one type of land use to another.

Policy 7: Quality Design

The Town will ensure that development throughout the Town is of a high quality and aesthetically attractive design. In this regard, the Town may require that a developer, as part of a subdivision or development application, submit a detailed architectural design and site plan showing proposed building locations and design, scale and orientation, colours and finish, parking plans, drainage plans, or similar information necessary to evaluate the architectural merit of the project.

Policy 8: Downtown Planning

The Town supports the development and reinforcement of the Downtown as an important retail, service and community centre of Gibbons and is committed to developing a strong and viable downtown.

Policy 9: Resource Conservation and Environment

The Town will direct future growth so as to conserve agricultural land until such time as the land is required for intensive urban development. The Town will also attempt to prevent fragmentation of land in future development areas. It is the Town's policy that confined feeding operations, as defined under the Agricultural Operation Practices Act, will not be allowed within its boundaries.

The Town will attempt to preserve the Sturgeon River and its valley in a natural state and protect it from degradation, pollution, erosion and development encroachment. The Town will also attempt to preserve significant tree stands and other significant natural features during the planning and development of the Town.

5.2 RESIDENTIAL DEVELOPMENT

Overview

For the most part, Gibbons performs a dormitory function for people working elsewhere in the Edmonton Region. Consequently, most of the development within the Town has been for residential purposes.

Gibbons is a young, family oriented community. To date, most of the Town's residential development has been in the form of single detached family dwellings, oriented to the "first time home buyer". While this demand for affordable single family homes is expected to continue, future demographic trends are likely to require a diversification in the housing composition to accommodate the needs of aging families, "empty-nesters", seniors, and young adults. Different housing forms, such as condominiums, co-operatives and apartments, may meet the needs of these groups. As well, the economic stimulation in the immediate area of Gibbons of substantial resource processing facilities is expected to increase demand for housing. As a result, within the single detached housing market, opportunities will be for starter homes, as well as larger, upscale housing. The challenge for Gibbons will be to provide these housing alternatives under a moderate growth scenario and to integrate new and existing development in a sensitive, innovative and well planned manner.

The land supply for future residential development should be adequate to accommodate anticipated population growth in the community for the Plan period.

Goal

- The provision of a range of housing types and styles with a high standard of quality, residential site and neighbourhood design.

Objectives

- To ensure that residential expansion takes place in an efficient, economical, and well planned manner.

- To increase the variety of housing types within the community to meet the needs and aspirations of all Gibbons' residents and people who would live in Gibbons.
- To ensure the co-ordination of residential development with the provision of utilities, services and amenities.
- To ensure that the areas of the Town with particular residential amenities such as proximity to the river valley are developed in housing forms which are as valuable as the amenities and which take advantage of the amenities.
- To ensure that higher density forms of housing are not clumped together, but rather spread within the Town.
- To ensure, as much as possible within the abilities and jurisdiction of the Town, that the residential development on the east side of Highway 28A is developed for adults only.

Policies

Policy 10: Area Structure Plans

The Town shall require the preparation and adoption of Area Structure Plans for new residential development areas, including the area on the east side of Highway 28A and north of Highway 643. The Area Structure Plan for the area on the east side of Highway 28A shall include plans for the whole of the area north of Highway 643. The formulation of Area Structure Plans for residential neighbourhoods shall give careful consideration to the following factors:

- (a) relation of the new area to existing and other future urban development in terms of land use compatibility, roadway connections, functioning of collector roadways, open space and pedestrian linkages, and engineering systems;
- (b) the need for, integration, and development staging of various housing types and densities within the neighbourhood;
- (c) the impact of the proposed development on educational, recreational and other community services;
- (d) the existence of topographic features, major landforms, vegetation, visas and natural drainage courses, and their integration into the subdivision design; and
- (e) the placement of overall low residential densities in areas close to the Sturgeon River Valley (lots no less than **15 m** wide), with some high density (multi-dwelling unit) housing forms in particular locations where access and views are most amenable;
- (f) ensuring that higher density forms of housing are not clustered in large, isolated pockets; and
- (g) ensuring that there is transition between low density forms of housing and higher density forms of housing.

Policy 11: Residential Expansion

Areas designated for future residential development or redevelopment may be subdivided and developed for residential use provided the Town is satisfied that this expansion:

- (a) would be a logical and contiguous extension of existing developed land, in accordance with an approved Area Structure Plan;
- (b) is necessary to meet projected residential demands;
- (c) would not force the Town into premature extensions of roadways or utilities that are not fully funded by the developer;
- (d) offers a variety of housing projects to meet anticipated residential demands; and
- (e) provides neighbourhood services and amenities, such as parks, schools, landscaping or recreation facilities, which are phased in with the construction of dwelling units.

Policy 12: Neighbourhood Design

In the review of plans and subdivision proposals for residential development, the Town should give consideration to:

- (a) energy efficient subdivision design;
- (b) protection of the functioning of residential collector roadways;
- (c) variations in residential streets and front yard setbacks to create more interesting streetscapes;
- (d) the provision of focal points in residential areas such as a community centre, parks or schools, in order to encourage community cohesion and interaction; and
- (e) the development of pedestrian circulation systems which link residential areas with schools, parks, recreation facilities, the Sturgeon River Valley and other parts of the Town.

Policy 13: Residential Staging

Residential subdivisions should be staged to ensure a supply of lots that could reasonably be expected to contain developed residences within a two-year time period.

Policy 14: Housing Composition

The Town shall continue to encourage the construction of single-family detached homes as the principal dwelling type in future residential development. However, in order to meet the community's future needs, the Town shall seek to provide a diversity of housing types in new residential areas. In this regard, a housing mix of 80% low density (single family residential, semi-detached/duplexes) and 20% medium or high density housing types will be sought.

High density housing shall be considered to be housing with a density of more than 90 units per net ha. Medium density housing shall be considered to be housing with a density of more than 35 units per net ha and less than high density housing. Semi-detached housing on lots of less than 15 m (for each dwelling) in width shall be considered to be small lot housing.

Policy 15: Housing Transition

The Town shall ensure compatible relationships between different housing types and densities in new residential neighbourhood areas by:

- (a) avoiding abrupt changes in density through a gradual transition in housing form:
- (b) using buffering techniques such as landscaping, fencing, setbacks and distance separation; and
- (c) grouping similar types of housing in small clusters rather than large clusters.

Policy 16: Housing Density

The Town shall encourage the following maximum development densities for low density residential development:

- (a) 27 units per net hectare for single family dwellings and semi-detached dwellings on lots less than 15 m in width;
- (b) 17 to 22.5 units per net hectare for single family dwellings on lots 15 m or greater in width.

The Town shall encourage the following maximum development densities for medium and high density residential development:

- (a) 90 units per net hectare for sites with multiple-family buildings containing 8 or more dwelling units;
- (b) 35 units per net hectare for sites with multiple-family buildings containing less than 8 dwelling units;

Policy 17: Single Family Dwellings

Single family dwellings on lots 12.2 m in width or more should remain the predominant form of housing in the Town. Area Structure Plan areas and existing residential neighbourhoods should contain:

- (a) a minimum of 50% as conventional single family residential lots (12.2 m or more in width); and
- (b) a maximum of 15% as small single family and semi-detached residential lots (less than 10.0 m in width).

When determining the number and extent of small lots to allow, the Town shall consider the following:

- (a) cost reduction over conventional sized lots in the Town and selling price to the consumer;
- (b) current inventory and apparent marketability of small lots; and
- (c) aesthetic appearance and design of small lot neighbourhoods.

Council shall keep this Policy in mind during the consideration of Area Structure Plans and Land Use Bylaw amendments. Individual Area Structure Plans and residential neighbourhoods in the Town may show minor variances in these figures, and, of course, the Area Structure Plan for the area to the east of Highway 28A and north of Highway 643 shall have no individual single family dwellings at all; however, these overall goals shall be noted by Council in their consideration of any Area Structure Plan or Land Use Bylaw amendment.

Policy 18: Small Residential Lots

In general, the Town does not support further zero-lot line residential development. Single family residences on lots less than 15 m in width and semi-detached/duplex residences should be:

- (a) limited in their number, extent, and location by the Town;
- (b) situated in distinct clusters along minor residential streets; and
- (c) located on lots not less than 9.3 m in width.

Furthermore, prior to the reclassification of land for small single family residential lots or semi-detached residential lots and/or as part of a legal agreement between the Town and the project developer, the developer of small lots may be required to submit, to the satisfaction of the Town, a development plan which indicates the proposed site and building plans, site grading, architectural standards, accessory buildings, parking and fencing details of the project, or any other information deemed necessary by the Town.

Different lot sizes shall be clustered into areas where lots are predominantly over 12.2 m in size, between 9.3 m and 12.2 m in size, and under 9.3 m in size. In addition, development in areas where lots are under 12.2 m in size shall be designed to ensure that there is adequate space to allow sufficient parking to meet the needs of the community.

Policy 19: Residential Development along Major Roadways

New development areas shall be so designed as to protect the function of arterial and major collector roadways. Residential subdivision and site design along arterial and major collector roadways shall adhere to the following:

- (a) The road right-of-way and/or lot should include sufficient land to allow for landscaping, berming, boulevards, and/or development setbacks along the roadway.
- (b) Residential lots shall not front on to arterial roadways.
- (c) Residential lots shall not front on to major collector roadways unless the lot is a minimum 15 m in width and 33.5 m in depth (or an equivalent area for unconventionally shaped lots) and vehicular access and parking are obtained from the rear or side of the lot via a local road or laneway.

Policy 20: Multiple-Family Dwellings

Multiple-family projects should be located near to major community facilities, business centres, transportation routes, public transit, schools and recreation areas. Each project shall contain sufficient area for on-site parking; an amenity area that is adequate to serve the specific density, location, and needs of the prospective residents; and be compatible with surrounding developments. In general, multiple-family buildings should not exceed four storeys in height.

The Town's Fire Chief shall be consulted as to requirements in dealing with any residential buildings over 4 storeys in height. Notwithstanding any other policy of this Municipal Development Plan, only apartment housing, with all dwelling units located above the first floor, shall be allowed in the Future Residential area

designated on the east side of Highway 28A. Town Council may amend the Town's Land Use bylaw and other development regulations accordingly.

Policy 21: Specialized or Innovative Housing

Specialized or innovative housing projects are encouraged by the Town to respond to the future housing needs of the community, where it has been demonstrated that such housing will be attractive and functional in design to warrant the relaxation of conventional standards. The Town may consider the application of a direct control district to such residential proposals, where flexible and comprehensive development is required.

Policy 22: Senior Citizens' Housing

The Town will liaise with the appropriate provincial government and community agencies to ensure that adequate sites are available for senior citizens' housing projects. It must be demonstrated that such housing will be attractive and functional in design and price.

Policy 23: Manufactured Home Developments

The Town shall allow manufactured home park development or subdivisions only in areas shown for future residential development within the Municipal Development Plan and where specifically designated for this type of residential use through an approved Area Structure Plan and the Land Use By-law.

Such development must be integrated with surrounding residential development in a sensitive and well planned manner with special consideration given to site and building aesthetics.

The Town shall limit the size of any one manufactured home project. In determining what is an appropriately sized development, the Town shall consider:

- (a) the number of proposed dwellings in relation to the existing, predicted and desired proportion of manufactured homes to other housing types in the community;
- (b) past and predicted residential absorption rates for manufactured homes and other housing;
- (c) existing vacancy rates for manufactured homes; and
- (d) the future demand for manufactured homes.

Prior to the reclassification of land for such use and as part of the development agreement between the developer and the Town, the developer of a manufactured home park or manufactured home subdivision shall submit a development plan to the Town outlining the design details of the proposal. The development plan shall include information on site and building design, building setbacks, parking, landscaping, site grading, and any other information deemed necessary by the Town. It must be demonstrated that such housing will be attractive and functional in design.

Policy 24: Condominium Developments

Condominium, whether a conventional condominium or a bare land condominium, is a form of real property ownership and not a form of land development. Residential condominium developments can be in the form of apartments, ground-oriented multiple unit housing, semi-detached housing, or single family housing, or even a mixture of these forms. The Town shall deal with condominiums, including bare land condominiums, based on their form and density. In other words, a proposed condominium ground-oriented multiple unit development shall be dealt with and considered in relation to the Town's Land Use Bylaw under the same regulations as if it were a proposed rental ground-oriented multiple unit development, even though additional regulatory approvals may be necessary to satisfy requirements under the Condominium Property Act.

Policy 25: Future Residential Expansion

The direction and staging of future residential expansion is shown on Map 3. Along with the development of residential land within the Town's current boundaries, the Town favours development of residential areas on full urban services in the directions shown Map 3. It is the intention of the Town to have these areas annexed to the Town in order to allow for the provision of the full urban services as extensions of Town services. Only annexations constituting a contiguous expansion of the residential portions of the Town should be supported.

5.3 COMMERCIAL DEVELOPMENT

Overview

Gibbons' commercial sector originally developed to serve the needs of the surrounding agricultural area. More recent increases in the Town's commercial development have been in response to population growth within the community and nearby country residential development. Gibbons' commercial sector is relatively underdeveloped compared to other municipalities in the Edmonton region of a similar population size. This is due to a relatively small market area population for Gibbons and a tendency by local residents to shop for goods and services in Edmonton and Fort Saskatchewan.

Commercial development in Gibbons currently occupies approximately 3.2 ha of land and is largely concentrated within the traditional downtown area. The downtown area also contains a further 1.6 ha of land, currently zoned for commercial purposes but which is vacant or developed for other purposes. Under a slow growth scenario, future commercial development could be accommodated within the current boundaries of the central business area, on land zoned for commercial purposes. However, a higher growth scenario may require expansion of commercial development into other areas.

The Town desires to strengthen and diversity its commercial and industrial base in order to provide employment opportunities to local residents and to improve its tax base. In future, the Town and its commercial sector would benefit from a strengthening of the Downtown as a focus of the community and from improved patronage of local businesses by Town residents.

Goal

- A strengthened and diversified commercial sector in Gibbons, including improvements to the Downtown.

Objectives

- To maintain the Downtown as a focus for commercial and community development in Gibbons while allowing for appropriate commercial development at strategic locations outside the downtown core.
- To encourage the continuing development of a full range of commercial activities in the Town.
- To ensure commercial development is of the highest quality.

Policies

Policy 26: Downtown Planning

The Town encourages the retention, expansion and redevelopment of the Downtown as a focus for commercial and community activities in Gibbons. The area is primarily intended for primary commercial uses (retail, service and office). Primary retail and service uses should be concentrated along 50 Avenue and 51 Street within the downtown area, to encourage the development of a centralized and compact downtown core.

The Town should encourage other complementary land uses within the Downtown, such as government offices, churches, cultural and recreational and entertainment facilities, public uses, and higher density residential development, to promote variety, interest and form in the commercial core.

In 1988, the Town adopted a Downtown Plan to guide development and redevelopment within the central business area. This document should be consulted during the evaluation of proposals for development and subdivision within the downtown.

Policy 27: Downtown Design

All new building and site design within the downtown shall have regard for the scale and character of the surrounding area. Design guidelines should be referred to in assessing new development. The Town shall encourage all commercial development to be of the highest quality and aim to create a pedestrian environment through site design, land uses and street improvements. The Town should encourage and support programs to improve the visual image of the downtown such as landscaping, installing street furniture and attractive street lighting, preserving and restoring historical buildings, encouraging store front renovations, etc.

Policy 28: Density of Commercial Development in the Downtown

Within the downtown, vacant land and non-conforming residential land uses will be developed to commercial uses. Development to maximum zoning densities will be encouraged. Commercial activities which are intensive users of land, such as retail stores, will be encouraged to locate along 50 Avenue to maintain and reinforce the Town's "main street". Commercial activities which are extensive users of land, such as service stations, should be located on the periphery of the main commercial streets.

Policy 29: Expansion of the Downtown

Commercial uses in the downtown shall not encroach into peripheral residential neighbourhoods, nor shall the Commercial designation within this Plan be amended to encroach into currently residential areas, unless it can be demonstrated that sufficient lands for infilling or redevelopment do not exist in the existing Downtown area.

Policy 30: Commercial Areas Outside the Downtown

Commercial development has been designated in other areas of the Town outside the downtown. It is the intention of the Town that these areas develop in a manner that either complements the current downtown, or in forms, either by use or scale, that cannot be accommodated within the current downtown area.

Policy 31: Neighbourhood Convenience Centres

Neighbourhood convenience centres will be allowed within or at the edges of residential neighbourhoods of the Town, but preferably only after the neighbourhood it is intended to serve is largely developed. It is intended that these sites serve only limited neighbourhood or commuter needs and not interfere with the function and viability of Downtown businesses.

Neighbourhood convenience centres will be allowed by the Town within or at the edges of residential neighbourhoods, provided the development:

- (a) is located along a major roadway at neighbourhood entry points;
- (b) is situated on a site not exceeding 1.2 ha in area.
- (c) does not exceed a gross leasable area of 500 sq. m;
- (d) contains adequate customer and staff parking;
- (e) contains an adequate buffer and visual screening from adjacent residential areas; and
- (f) is designed with regard to the scale and character of the surrounding neighbourhood.

Policy 32: Direct Control Districts

The Town may consider the application of a direct control district to areas within the Downtown or for a neighbourhood convenience centre, where flexible and comprehensive development is required.

Policy 33: Highway and Secondary Commercial Development

The Town may allow highway commercial uses and secondary commercial uses, which require large lots or outdoor storage areas, to locate within the Town's Business Park, as outlined in Section 5.4, Policy 35.

Policy 34: Future Commercial Expansion

The direction and staging of future commercial expansion is shown on Map 3. Following the development of commercial land within the Town's current boundaries, the Town favours expansion of its commercial area and its downtown area in an easterly direction. Only annexations constituting a contiguous expansion of this area should be supported.

5.4 INDUSTRIAL DEVELOPMENT

Overview

During the early 1980s, the Town developed a small 9 ha business park to the east of Highway 28A for industrial development. More land is designated for industrial development in the area of that park.

Industrial development is encouraged by the Town in order to increase local employment opportunities, minimize commuting to work for local residents, and to strengthen the Town's tax base. Generally the Town supports clean, safe industrial development as a means of improving the Town's tax base. The Town is optimistic that future industrial development will occur in the Town, in association with industrial development in the northeast sector of the region, and given its strategic location along several Provincial Highways connecting the Edmonton region with northern Alberta.

Goal

- Increased employment opportunities and an improved tax base in Gibbons through the development of high quality, non-polluting industry.

Objectives

- To provide for the development of a high quality industrial area in Gibbons.
- To ensure that an adequate amount of serviced land and a variety of sites are available to meet the needs of industry.
- To ensure that industrial development is of an acceptable type and quality.
- To ensure that industrial uses do not conflict with non-industrial uses.

Policies

Policy 35: Location and Type of Industrial Land Uses

All industry shall be required to locate east of Highway 28A in the Town.

The Town favours the development of non-polluting, non-hazardous industry. Industrial activities with the potential for generating noise, odours, toxic or

noxious emissions, or for discharging solid, liquid or gaseous wastes or similar hazardous by-products, shall be required to locate in designated areas. Further, if the pollution hazard is likely to be severe, the industrial activity may not be allowed to locate within the Town.

Heavy industry will not be considered for location within the Town since an adequate distance separation of heavy industry from any existing or future residential development (at least 1.6 km) cannot be maintained. Heavy industry is defined as any industrial development which may consume large amounts of land, energy, water or other natural resources in its operation or which is capable of having a detrimental effect on humans or the environment through the discharge or emission of toxic, noxious or hazardous products beyond the boundaries of the site.

Policy 36: Complementary Land Uses

Highway commercial land uses, which would benefit from highway exposure, and secondary commercial uses, which require large sites and outdoor storage areas, may also be considered for the area designated Industrial. These land uses should be located along major thoroughfares, high exposure locations and entrance points to the Town. The Town should also encourage existing industry, located within the Downtown, to relocate to the industrial area.

Policy 37: Design

The Town shall encourage the preparation of an overall concept for development and servicing for the industrial area prior to the approval of a major industrial subdivision or development project. The Town, in co-operation with the developer and through development agreements, shall establish development guidelines to ensure high quality building exteriors and site design, particularly in areas adjacent to major access roads. Subdivision and/or site design shall:

- (a) provide for a variety of parcel sizes and dimensions suitable for the types of industrial development anticipated;
- (b) provide for adequate on-site parking and loading facilities;
- (c) ensure adequate buffering, such as fences or planted screens, throughout the industrial park, particularly where outdoor storage areas abut other properties, public roads and/or municipal reserves; and
- (d) allow for the creation of sub-areas within the industrial area so that land uses which would benefit from highway exposure are located close to the highway, major roadways and entrance points, and unsightly properties or industries with storage requirements are located away from the highway, major roadways and entrance points.

Policy 38: Direct Control Districts

The Town may consider the application of a direct control district to industrial sites where flexible and comprehensive development is required.

Policy 39: Access

Where an industrial area is situated adjacent to a primary highway, access to the business park shall be from an arterial roadway(s) serving the highway system. Access to individual lots shall be from internal roadways within the industrial area.

Policy 40: Future Industrial Expansion

The direction and staging of future industrial expansion is shown on Map 4. Following the development of industrial land within the Town's current boundaries, the Town favours expansion of its business park in a southerly and easterly direction. Only annexations constituting a contiguous expansion of this area should be supported.

Policy 41: Economic Development

The Town will continue to promote economic development and pursue provincial policies and incentives to assist industrial development in the community and surrounding area. The Town will:

- (a) pursue industries which could successfully locate within the community;
- (b) continue to promote Gibbons as a good place to live and establish a business; and
- (c) attempt, through its residential development policies, to attract a diversified labour force suitable for industrial development.

If the pace of industrial development in the municipality is found to be too slow, the Town may continue to undertake a program of industrial land banking as a means of facilitating and promoting local industrial development.

5.5 PARKS, RECREATION AND ENVIRONMENT

Overview

The Town currently contains several local neighbourhood parks, located throughout Gibbons' residential areas. The Gibbons and Landing Trail School grounds provide neighbourhood to community level recreation space and facilities for organized sports and recreation activities. To date, approximately 7 ha of land have been incorporated into parkland along the Sturgeon River valley within the Town. The Town has developed a park (Echo Glen Park) along the river valley. The park contains two kilometers of hiking/skiing trails, a picnic area, rest areas, lookouts, a playground and a fish pond. A joint Area Structure Plan, adopted by the Town and Sturgeon County in 1983, guides development of this area. Echo Glen Park has the potential to serve as a community to sub-regional level park.

In a comparison with accepted land area standards for parks and open space, the Town currently meets the minimum standards for the provision of tot lots or small neighbourhood parks and exceeds the standards for neighbourhood to community level parks for a community of its size. With park development along the Sturgeon River, Gibbons has the potential to provide park amenities normally expected in a much larger community.

The Sturgeon River Valley is noted as a regionally significant resource for potential outdoor recreation development. Policies are provided in the Plan to protect the river valley for its outdoor recreation potential while ensuring that the stream, shoreland, and valley are protected from erosion, degradation and development encroachment.

Gibbons' main recreation and community facilities include the community hall, curling rink, arena, outdoor rink, joint use facilities at the Gibbons and Landing Trail schools, library, and pottery guild.

The Gibbons Recreation Board oversees the provision of recreational and cultural programs in the community.

Future demographic and population trends suggest there will be an increased need and demand for parks and recreation facilities to meet the needs of mature families, older children and seniors. The challenges for Gibbons will be to integrate existing parks in the community and connect them through pedestrian paths; to build in flexibility in order to respond to changing needs and desires; to provide facilities that residents desire but, which at present, the Town cannot afford; and to continue park development along the Sturgeon River Valley.

Goals

- The conservation and protection of the natural environment within Gibbons.
- The provision of parks and recreational opportunities for all residents of Gibbons.

Objectives

- To provide a comprehensive park system and innovative recreational opportunities to satisfy the leisure needs of all residents.
- To provide sites and locations for park and recreation development, easily accessible to the expected user groups.
- To monitor the community's need for park and recreation facilities and programs.
- To protect natural landforms and environmentally sensitive areas, such as the river valley, healthy tree stands, vistas, etc.

Policies

Policy 42: Park System

The Town will strive to develop a system of parks which provides for a variety of spaces and functions to meet the needs of a varied and dynamic user group. The park system concept is illustrated on Map 5.

The park system consists of the continued development along the Sturgeon River Valley of a community to district level park; neighbourhood level parks with playing fields in association with the Gibbons and Landing Trail School sites; the provision of tot lots or playgrounds in new residential neighbourhoods; pedestrian walkways and green space linking community facilities and parks; and landscaping and buffering along the Town's main street, highways, railway, and major roadways.

A general guide to the amount of land required for various types of parks is as follows:

tot lot/playground 0.1 to 0.2 ha per 1000 people neighbourhood park 0.4 to 0.8 ha per 1000 people playing fields 0.6 ha per 1000 people community park 0.4 to 1.4 ha per 1000 people

Policy 43: Location of Parks

Parks should be conveniently located for the intended users. Neighbourhood level parks or tot lots should be central to the neighbourhood or subneighbourhood, respectively. Tot lots or playgrounds should be located away from busy streets or where the crossing of busy streets can be minimized. Playing fields also should be central to the neighbourhood and are often best developed in association with schools. Community or district level parks should provide a focal point for the community's park system and be accessible from all parts of the community.

Policy 44: River Valley Development

The Town, in conjunction with Sturgeon County, will endeavour to develop the Sturgeon River Valley as a low intensity, linear park, as outlined in the Sturgeon River Valley Joint Area Structure Plan. The Area Structure Plan will be referred to as a guide to developing the lands along the river. The Town shall consider obtaining land, either through purchase or as dedicated reserve, between the river and the CNR, to continue open space and park development.

In order to protect the Sturgeon River Valley for outdoor recreation development while ensuring that the stream, shoreland, and valley are protected from erosion, degradation and development encroachment, the Town shall:

- (a) ensure that development is compatible with the development of the river valley as a recreational and conservation area;
- (b) ensure that development is directed away from steep or unstable slopes, significant tree stands, and/or areas considered to be wildlife habitat and that these features be left in their natural state;
- (c) require that development occurring above the valley break be set back a minimum of 6 m from the top-of-the-bank;
- (d) require that land be dedicated as municipal or environmental reserve as per Policy 44: Reserve Dedication; and
- (e) require that, prior to any development being approved near the Sturgeon River Valley, a bank stability assessment be undertaken by the

development's proponent, which indicates the current stability of the river valley walls, the manner in which stability is to be ensured during the construction period, and the manner in which stability is to be maintained afterwards. Development will be set back from the top of the Valley as is required to ensure that the development will not be subject to a subsidence hazard.

Policy 45: Reserve Dedication

The Town shall require that, as a condition of subdivision approval:

- (a) land be dedicated as Municipal Reserve (M.R.) for the provision of parks, tot lots, buffer strips or recreational uses;
- (b) money-in-lieu of reserve dedication be taken in some instances for the purpose of acquiring land adjacent to the Sturgeon River for future park development;
- (c) those lands lying below the top of the Valley of the Sturgeon River and within the area determined to be subject to potential subsidence as a result of the study indicated in Policy 44 above be dedicated as Environmental Reserve (E.R.); and
- (d) a strip of land not less than 6 m in width from the top of the Valley of the Sturgeon River be designated as Municipal Reserve (M.R.) for the purposes of public access.

Policy 46: Recreation Facilities and Programs

The Town shall continue to provide qualified supervision and efficiently operate and maintain existing recreation facilities and programs. Prior to approving any recreation proposals, the Town shall assess the demand for additional recreation facilities in view of its municipal financial position. In general, new recreation facilities should be planned in conjunction with schools or park reserves.

Policy 47: Recreation Needs Assessment

The Town shall attempt to build flexibility into parks and recreation planning to accommodate a varied and changing user group. The Town should continually monitor the demographics of the community to address recreation needs. The Town's Recreation Board should continue to be used as a forum to monitor and plan for recreation in the community.

Policy 48: Landscaping

The Town shall continue to maintain and landscape existing parks and provide additional seating areas and park equipment. Park design should also include the incorporation and retention of natural or scenic features such as significant tree stands.

Policy 49: Volunteerism

The Town shall continue to encourage voluntary donations of time, labour and materials from the residents of Gibbons for the development of parks, playgrounds and play fields.

5.6 COMMUNITY DEVELOPMENT

Overview

As Gibbons grows, the community will continue to demand and require community and institutional facilities and services. As the Town's population increases, it may also be possible to provide facilities and services that were previously not feasible. The community must ensure that suitable sites are available to accommodate such uses as schools, churches, recreation facilities and community centres etc. It is also a goal of the Town to enhance community spirit and involvement and to foster healthy community development.

Goal

- Healthy community development and enhancement of the quality of life in Gibbons.

Objectives

- To ensure that land, facilities and programs are available to meet the social, cultural, educational, recreational, and spiritual needs of the community's residents.
- To create neighbourhood focal points containing amenities such as parks, schools, recreational facilities, and community facilities.
- To encourage community involvement by Town residents.

Policies

Policy 50: Neighbourhood Focus

The Town will ensure that a sufficient area of land oriented to the recreational, educational and social requirements of residents, is made available in new development areas. A neighbourhood level park is proposed in the vicinity of the Landing Trail School to provide a focal point for the future neighbourhoods in south Gibbons. This area should consist of a park, playing fields, schools and a community centre if required, and be linked with the neighbourhood and other areas of the community through pedestrian walkways.

Policy 51: Location and Design

Community and institutional facilities should be:

- (a) located conveniently for those they are intended to serve;
- (b) designed to allow for phased expansion;
- (c) able to accommodate multiple uses, where practical;
- (d) developed to meet the needs of handicapped persons, in terms of vehicular and pedestrian access, and site and building design; and
- (e) appropriately located with respect to major activity areas, shopping and the open space system.

Policy 52: Religious Institutions

The Town will encourage developers to make land available in new residential areas for churches and similar and related religious facilities.

Policy 53: Education Facilities

The Town will co-operate with the school authorities concerning the provision of land for new school facilities. These facilities, where possible, will be located central to neighbourhoods. Different types of schools and school jurisdictions may be located on a common site. The Town will also continue to co-operate with the school authorities in the use of joint use agreements to provide facilities for recreation and educational programs in the community.

Policy 54: School Reserve

The Town shall require that as a condition of subdivision approval:

- (a) land be dedicated as Municipal Reserve (M.R.) for the provision of schools; and
- (b) no money-in-lieu of reserve for school development purposes be taken unless a joint agreement between the Town and the respective school authority has been signed.

An agreement between the Town and the respective school authority may modify these subsections without an amendment to the Plan being required.

Policy 55: Community Services

The Town will work in conjunction with public and private providers of health, education, social and cultural services to provide a level of service which meets community needs.

Policy 56: Joint Use Facilities and Agreements

The Town supports the use of joint use agreements with Sturgeon County, the Town of Bon Accord, other communities, and the Sturgeon School Division to make effective use of community facilities and programs developed within the Town of Gibbons.

Policy 57: Emergency Services

The Town shall ensure that in all new subdivisions and developments allowance is made for the safe and efficient movement of emergency vehicles (fire trucks, ambulance, rescue vehicles, police) and access to emergency facilities (fire halls, hospitals, police station). The Town shall monitor the need for an additional fire station in the community, and if required, ensure that a suitable site is made available during subdivision approval.

Policy 58: Communication

The Town supports the development of programs for communicating information about community affairs and developments to Town residents.

Policy 59: Volunteerism

The Town recognizes the contribution of volunteers and service clubs to the quality of life in Gibbons and encourages their continued efforts. These groups may assist the Town in the exchange of ideas and provide an additional forum for disseminating information.

5.7 VEHICULAR AND PEDESTRIAN SYSTEMS

Overview

The Canadian National Railway (CNR) and Highways 28 and 28A have played major roles in the development and physical layout of the Town. The Town has developed in a north-south elongated fashion, defined by the transportation systems and the Sturgeon River. The CNR and Provincial Highways are both an asset and a constraint to future development. While they provide exposure and business to Gibbons, they influence development patterns within the Town and can pose development constraints due to the noise they generate and their safety and setback requirements.

Alberta Transportation has recently indicated that they may upgrade the function of Highway 28A to a "freeway" style highway, and then, ultimately, duplicate it with a further freeway to the east of the Town. Highway 28A will remain an important regional link.

Within the Town, 50 Avenue functions as the Town's "mainstreet" running east-west through the Town. Future development of residential neighbourhoods will rely predominantly on 51 Street for north-south access through Gibbons. In the future, it will be imperative that the Town restrict access and protect the right-of-way along 51 Street in order for it to function as an effective collector roadway through the Town.

Goal

- The provision of an efficient, safe and effective vehicular and pedestrian transportation system for the Town, to meet present and future needs and to create and maintain a walkable community.

Objectives

- To define a hierarchy of roadways for the Town which are easily recognizable by visitors and residents alike.
- To ensure that all roadways provide safe, convenient, and efficient travel throughout the Town.
- To create a pedestrian walkway system throughout the Town.

Policies

Policy 60: Road Classification System

The following roadway hierarchy will apply in the Town:

- (a) Arterial Road refers to a public roadway containing four or more divided traffic lanes with a right-of-way between 30.5 and 55.5 m in width. Arterial roads are designed to carry traffic from one part of the community to the other. Within Gibbons, arterials roads would serve to link the Provincial Highways and the industrial area with the balance of the community. These roads, as shown on the Future Development Concept Map, shall also be considered the truck route through the Town
- (b) Collector Road refers to a public roadway comprised of up to four traffic lanes with a right-of-way between 20 and 30.5 m in width. Major collector roads are designed to carry traffic from the housing, business and employment areas of the community to the arterial roads, while minor collector roads serve movements within these areas.
- (c) Local Road refers to a public roadway providing access to individual residential, industrial or commercial sites. Local roads generally have a right-of-way between 18 and 20 min width.

Policy 61: Roadway Design

In designing the roadway network for the Town, the following provisions shall apply:

- (a) New development areas shall be designed so as to protect the function of arterial and collector roadways. Residential development shall not front on to arterial roadways. Non-residential development shall not front on to an arterial roadway unless a service road is provided. Single family residential development shall not front on to a major collector roadway unless the lot is a minimum 15 m in width and 33.5 m in depth (or an equivalent area for unconventionally shaped lots). Undeveloped subdivision areas prepared prior to this Municipal Development Plan should be re-assessed for their conformity with this policy.
- (b) Roadway systems should link industrial traffic directly with the Provincial Highways, and not require local truck traffic to circulate through the downtown or residential neighbourhoods.
- (c) Highway interchanges and municipal roadway systems should be designed to discourage local traffic from using Highway 28A as an intra-urban road.
- (d) To create a variety of visual experiences within residential neighbourhoods, long and straight sections of road should be interspersed with curves, as appropriate.
- (e) A sufficiently wide right-of-way or setback should be provided along the Highway as well as arterial and major collector roads to accommodate berming, landscaping, trees, dividers, and similar noise attenuation or aesthetic features. The Town shall prepare landscaping guidelines which co-ordinates berming and landscaping requirements along the Highways and major roadways through the Town.

Policy 62: Primary Highways

The Town shall recommend to Alberta Transportation that Highways 28 and 28A be widened to a four-lane standard between Gibbons and Edmonton to accommodate the eventual increase in commuter traffic.

Policy 63: Noise Attenuation, Buffering and Rail Line Crossings

The Town will require that sufficient right-of-way and noise attenuation measures are provided along the CNR, Provincial Highways, and arterial roadways, for noise attenuation purposes and landscaping. During preparation of Area Structure and subdivision plans, private developers shall consult with Alberta Transportation, Canadian National Railways, and the Town as appropriate, regarding required development setbacks and buffers and design requirements for noise attenuation devices.

Roadway and public access across the Canadian National Railway line will be limited to designated crossings, determined by the Town in consultation with the railway company.

Policy 64: Pedestrian Circulation

The Town will place a high priority on the development of a continuous pedestrian system throughout the Town to link residential areas with public areas and community nodes (parks, schools, downtown, community buildings, etc.) to make the Town a walkable community. The pedestrian system may be separated from traffic and roadways or be integrated with them, depending on the pattern of any given neighbourhood. The Town shall also consider ways to improve pedestrian access to the river valley from residential neighbourhoods situated to the east of the CNR.

Policy 65: Downtown Vehicular and Pedestrian Traffic

The Town will monitor the need for vehicular and pedestrian traffic management improvements within the downtown area to create a safe and convenient pedestrian environment. Special attention should be paid to the level and safety of pedestrian traffic within the vicinity of the Gibbons School.

5.8 MUNICIPAL SERVICES

Overview

Water and sewer services are provided to the Town through the Capital Region Northeast Water Services Commission and the Capital Region Sewage Commission, respectively. Based on their design capacity, the ability of these systems to serve future needs of member municipalities is considered high. However, in Gibbons, excessive stormwater infiltration into the sewage system has caused the system to run close to capacity during severe rainstorms. As a result, the Town should attempt to reduce the amount of stormwater being contributed to the regional system.

Within the Town, water and sanitary sewer services have been extended into all existing and developing areas (See Map 7: Utility Systems). The components of the systems have been

oversized to meet future needs, particularly for residential development in south Gibbons. As components of these systems age, upgrading and replacing of older infrastructure will be expected. The Town is beginning to plan for the upgrading and replacement of the system infrastructure as needed.

Solid wastes originating in Gibbons are disposed of at the Roseridge Regional Sanitary Landfill, located near Morinville. This landfill now has a life expectancy of between 100 and 150 years. Problems with handling the solid wastes from Gibbons are not anticipated in the near future.

Goal

- The provision of the necessary utility system to accommodate future development within the Town, at acceptable urban standards.

Objectives

- To provide for the orderly and economical extension of existing services into new areas.
- To ensure adequate servicing capacities are available for future expansion.
- To utilize modern waste disposal and waste management techniques and technologies.

Policies

Policy 66: Co-ordination of Utility Servicing

The Town will ensure that in new development areas provision is made for an urban standard of engineering systems, including piped water, piped sewage, a stormwater management program and franchise utilities (power, gas, cable television and telephone). The Town shall not permit premature installation of municipal services that would adversely affect the desired sequence of development. The utility systems shall be upgraded and expanded in accordance with Gibbons' long term utility servicing plans and as needs dictate.

The Town and/or the developers shall work with Alberta Environment to ensure appropriate licensing is in place to maintain a sufficient water supply for development within the Town and consult with the agency in the design of water, sewage and stormwater facilities.

Policy 67: Utility Infrastructure Upgrading

The Town will monitor the need to upgrade utility infrastructure throughout the Town, to enable the scheduling of improvements, to determine the method of financing, and to allocate improvement funds toward system upgrading, when determined necessary.

Policy 68: Regional Utilities

The Town will co-operate with the Capital Region Sewage Commission and the Capital Region Northeast Water Services Commission to ensure that the development of the regional sanitary sewer and water systems meets the future growth requirements of Gibbons. In particular, the Town will co-operate with the

Capital Region Sewage Commission in controlling the infiltration of stormwater into the sanitary sewer system. In this regard, the Town shall require developers of new subdivisions to submit a lot grading plan for the area and ensure its adherence at the time of development. The Town will also support, for older areas, programs such as re-directing the drainage of stormwater into the sanitary sewer system to overland drainage and the installation of weeping tile and sump pumps, etc.

Policy 69: Developer's Responsibilities

In all private development areas, the developer shall be responsible for providing the required roadways, sidewalks, curbs, drainage ditches, storm sewers and ponds, culverts, extension of water and sewage disposal services, and public utilities. The Town shall require that, as a condition of subdivision approval, the developer enter into an agreement with the Town concerning the costs of those items.

Policy 70: Stormwater Management

The Town, with the assistance of Albert Environment, should develop a stormwater management plan for the Town. Developers, during the preparation of ASP's or upon the advice of Alberta Environment, shall be required to prepare and/or adhere to a stormwater management plan for new development areas. The Town and/or developer shall contact Alberta Environment to obtain appropriate licensing to divert water for stormwater management purposes and consult with the agency in the design of stormwater facilities. The Town may consider the development of stormwater retention ponds in conjunction with a park and recreation component of the surrounding area.

Policy 71: High Water Table Levels

The Town may require a developer to conduct water table testing for those areas being considered for subdivision or development where the water level is suspected to be high or where variable water table levels exist. A high water table level is defined as one where water is found within 2.1 m of the ground surface. If high water table levels exist in the subject area, an alternative site should be chosen for development. Alternatively, the Town shall, as a condition of subdivision or development approval, require that the developer undertake measures to address the development constraints associated with high water table levels.

Policy 72: Solid Waste Management

The Town will work with the Roseridge Regional Sanitary Landfill Authority to provide a co-ordinated solid waste management program. The Town shall also promote community recycling, composting, and similar waste reduction programs.

Policy 73: Energy Utility Setbacks

The Town shall require that development be set back a suitable distance from the nearest boundary of an existing or proposed pipeline right-of-way or abandoned gas/oil well site. Further, subdivisions shall be designed so that future development is adequately set back from utility right-of-ways. Developer shall consult with the Alberta Energy and Utilities Board and appropriate companies to determine setback requirements along or near such facilities.

5.9 INTER-MUNICIPAL PLANNING

Overview

The Town of Gibbons functions as a small urban community situated in the Edmonton region. It is surrounded by Sturgeon County and is located close to the City of Fort Saskatchewan and the Town of Bon Accord. The decisions made by the Town and, conversely, by surrounding and nearby communities, can affect and influence the other. The fringe area of Gibbons is defined as those lands in Sturgeon County lying within 8 km of Gibbons' corporate boundary.

Some of the more prominent development issues of inter-municipal concern, particularly between the Town and Sturgeon County, include: the potential impact of industrial development within the region, on the Town; the development of the Sturgeon River Valley as a linear park; and long term urban expansion.

The Plan aims to provide the mechanisms for joint planning, consultation and conflict resolution, and community enhancement though joint planning and agreement.

Goal

- Sound decision making with regard to the planning and development of land in the vicinity of the Town.

Objectives

- To provide a mechanism and procedure for joint land use planning, consultation and conflict resolution.
- To minimize inter-municipal conflicts concerning fringe area planning and development.
- To maintain the ongoing good relationship with Sturgeon County.

Policies

Policy 74: Regional Planning

The Town supports planning on an inter-municipal scale and will actively participate in any appropriate regional or intermunicipal planning matters affecting the area near the Town or the Town proper.

Policy 75: Planning Referrals

The Town will continue to liaise with neighbouring municipalities on intermunicipal planning issues. Further, the Town will refer to the council of neighbouring municipalities any proposed statutory plans and land use by-laws, including major amendments to them, and major development proposals that may have a potential impact on the neighbouring municipality. The Town requests that, where the Town's interests may be affected, the neighbouring municipalities reciprocate and refer the same to the Town for comment. The Town will also consult with Sturgeon County on any future annexation proposals.

Policy 76: Inter-municipal Co-operation/Joint Planning

On an ongoing basis, the Town will work with Sturgeon County to:

- (a) maintain its good relationship;
- (b) identify areas for the long term urban expansion of the Town;
- (c) identify and implement measures to restrict, in fringe areas, those land uses which may be incompatible with urban development and urban expansion;
- (d) identify and implement mutually beneficial transportation improvements; and
- (e) implement the Sturgeon River Valley Joint Area Structure Plan.

6.0 IMPLEMENTATION AND REVIEW

6.1 IMPLEMENTATION

The Municipal Development Plan will be implemented through, among other things, the Town's Land Use Bylaw. The Land Use Bylaw controls the use and development of land and buildings within the municipality and, accordingly, will provide the principal day-to-day mechanism for implementing the Municipal Development Plan. The Municipal Development Plan will also be implemented through:

- (a) the preparation of Area Structure Plans which will outline the land use pattern, servicing system, transportation network and other matters related to development areas;
- (b) the Sturgeon River Valley Joint Area Structure Plan;
- (c) other plans, studies or standards which may be prepared from time to time;
- (d) the subdivision and development approval processes;
- (e) the Town's capital and operating budgets which provide financial and staff resources in support of the plan initiatives;
- (f) co-operative planning efforts with relevant agencies at federal, provincial, regional and municipal levels; and
- (g) private initiatives, including community volunteer efforts.

6.2 LAND USE BYLAW REVIEW

The Town Council has recently adopted a new Land Use Bylaw. That review included, as well as an update of the processes, regulations, and standards in the Bylaw, a review to ensure conformity with this Municipal Development Plan. Further amendment to ensure conformity will be undertaken as necessary.

6.3 DETAILED PLANNING STUDIES

The Town will conduct detailed planning studies on community land use issues which arise from time to time. Policies emerging from these studies may be amended into and become part of this Plan.

6.4 INTERPRETATION OF THE FUTURE DEVELOPMENT CONCEPT MAP

The Future Development Concept Map deals with growth and development of the Town at a conceptual level. The land uses identified in the Plan and shown on the Future Concept Map describe general land use classifications with common functional characteristics. The map is to be interpreted as a broad expression of land use policy and not as a precise description of proposed land uses related to specific parcels of land. The boundaries of land use areas, roadways and other information shown on the map are to be considered approximate only, except where a boundary corresponds with a definable, permanent natural or man-made feature such as an existing roadway.

The Future Development Concept Map also shows the Town's preferences for the direction of long term urban expansion. The Town recognizes that it has no jurisdictional control over land use outside its boundaries and that the proposals indicated in this Plan are not binding upon any authority or person relying upon, applying, or interpreting the provisions of this Plan.

An amendment to the Plan may be required for a major change in land use pattern or location from that shown on the Concept Map. Minor changes to the location or pattern of land use would not require a formal amendment to the Plan. Any proposal for a land use not specifically identified in the Plan will be evaluated for its consistency with the intent of the land use area in which it is located, and the applicable policies of the Plan, given the nature of the proposal.

6.5 PLAN AMENDMENT PROCESS

Any amendments to the General Municipal Plan must be carried out in accordance with the provisions of the Municipal Government Act, R.S.A. 2000, as amended. Residents of the Town are encouraged to participate in the associated public process.

An amendment to the Plan may be initiated by the Town Council or the general public. Where an amendment is initiated by the general public, the Town will require the submission of such

background information as is considered necessary to support the amendment prior to commencement of the bylaw amendment process.

The Town will refer a proposed amendment to this Plan for comment to:

- (a) Sturgeon County, if the amendment may affect land in the County;
- (b) any public agency whose interest Council considers relevant to the proposal; and
- (c) any other person or agency that Council considers necessary.

6.6 PLAN MONITORING AND REVIEW

This Municipal Development Plan is intended to be a flexible document. As conditions change, revisions and amendments to the Plan may be necessary, since the management of the Town's development should take into account new development commitments, budget constraints, shifting public and political priorities and changing market and economic conditions. Generally, the Plan should be reviewed approximately every five years, or as the Council deems necessary.

In the particular instance of this Plan, if the control of Highway 28A is turned over to the Town, this Plan will be reviewed to better integrate the roadway into the Town structure. Likewise, if the economic forecasts currently being made are accurate, the Plan will have to be revised within the next 5 years since the population capacity of the Town, approximately 10,000, may be very close to being reached.

6.7 ANNEXATION

The location and direction of desirable expansion areas are indicated within the Municipal Development Plan in order to outline the Town's preferred long term plans. It is acknowledged that the Town has no jurisdictional control over land use outside its boundaries and that the proposals for desirable expansion areas are not binding upon any person or authority relying upon, applying, or interpreting this provisions of this Plan. It is the intent of the Town to work with Sturgeon County to identify areas for the long term urban expansion of the Town.













