A Town for all Seasons

Sylvan Lake

GROWTH STRATEGY

ADOPTED SEPTEMBER 2008

Prepared by:

PARKLAND COMMUNITY PLANNING SERVICES

COUNCIL RESOLUTION FROM SEPTEMBER 8, 2008 COUNCIL MEETING

MOVED by Clr. K. MacVicar

WHEREAS Council understands the importance of a long term growth strategy to act as a general guide for the future layout of the Town, and;

WHEREAS a draft Growth Strategy has been developed and made available for broad public review and comment;

NOW THEREFORE BE IT RESOLVED THAT Council amends the Town of Sylvan Lake Growth Strategy dated March 2008 by labeling the roads shown on the Preferred Land Use Concept "major roads" and adding a major road connecting the Highway 20 and 47 avenue intersection with Highway 11A to the east of the Town's sewage lagoon, and;

FURTHER THAT council amends the Town of Sylvan Lake Growth Strategy dated March 2008 by identifying the creek feeding into Sylvan Lake and the lake outlet creek on the Preferred Land Use Concept as key natural features, and;

FURTHER THAT Council adopts the Town of Sylvan Lake Growth Strategy dated March 2008, as amended, as a general guide for the future planning of the physical layout of the town subject to the following:

a. The Growth Strategy will be used as the starting point for future more detailed plans undertaken by the Town in planning for future expansion and growth;

b. More detailed planning undertaken by the Town in the form of Intermunicipal Development Plans, its Municipal Development Plan or infrastructure master plans may affirm, refine or lead to changes from the directions of the Growth Strategy; and

c. Where so authorized through the formal adoption of the above mentioned plans by Town Council, changes from the direction in the Growth Strategy will not require a formal amendment to the Growth Strategy document.

CARRIED UNANIMOUSLY

TOWN OF SYLVAN LAKE
GROWTH STRATEGY

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1.0 INTRODUCTION

A *growth strategy* establishes high level general policy direction to guide the direction and form of growth within a municipality over a long (30+ years) span of time. It involves a high level evaluation of the major opportunities available to accommodate growth, constraints to development and a projection of the amount and form of growth that may be experienced. It sets out broad concepts that assist in the preparation of more detailed assessments and plans such as the Municipal Development Plan, and utility and infrastructure master plans. A growth strategy can also facilitate discussions around fringe development and the creation of an intermunicipal development plan with neighbouring municipalities.

The intent of the Town of Sylvan Lake Growth Strategy is to create a formal document adopted by Council resolution to serve as a general guide for future planning. It is largely a land use planning study and will not contain detailed engineering assessment of the various directions of growth. Investment in engineering studies, as one or more separate projects, is expected to occur after the broad, conceptual land use patterns have been established through the Growth Strategy.

Report Structure

This report has been written to prompt thought on what makes a good community and what type of community Sylvan Lake wishes to become. It encourages consideration of the following key questions:

1. What elements are needed to create a good, well planned community that accommodates the population's diverse needs and aspirations?

2. What will Sylvan Lake generally look like or what shape will the community work towards over the long term?

Three long term population thresholds are described in this report to provide some understanding of how Sylvan Lake may expand and change over the next several decades. The first threshold is based on complete development of the lands within the Town boundaries as of July 2007. This will likely be in the range of 30,000 persons. The second threshold is a population level of 45,000 and the third threshold is a population level of 60,000.

The report takes a very high level look at issues relating to the future growth and expansion of the community. It draws on

existing background information where available and projections from this information. Detailed analysis was not intended as other planning efforts, which would be undertaken after the Growth Strategy, are expected to provide more detailed information on which any changes or refinements to the broad parameters and concepts described in this report can be considered.

Subsequent sections of the report provide background on the planning context, including contemporary thinking on community planning, and the general characteristics of development and use of land in the town. This is followed by broad projections of the type and amount of land uses that may be required in the future reflecting the three population thresholds described above. An overview of the directions available for future town expansion is provided and, finally, a growth strategy illustrating the possible future form of Sylvan Lake is described.

The structure of the report is meant to walk through and address the following five aspects:

1. What will the Town of Sylvan Lake become or look like many years from now?

2. What do we already have in place?

3. What could we need or want in the future?

4. What are our options for future expansion and growth?

5. What is our preferred option?

PART 1: WHAT WILL SYLVAN LAKE BECOME?

2.0 PLANNING CONTEXT

Planning for the future growth of a community occurs within the context of past decisions and history, current trends and patterns in development, and current thinking or theory in what contributes to good community design. Geographic setting, regional function and influences and broad demographic changes also influence decisions in planning a future community.

Did you know?
Number of people in a Sylvan Lake household was 2.43 in 2007 …..

2.1 Historical and Regional Context

The Town of Sylvan Lake currently (as of 2007) has a population of approximately 10,800 residents. It is recognized as one of the fastest growing communities in Canada. Sylvan Lake is located in Central Alberta approximately 17 km west of the City of Red Deer and forms part of the Edmonton/Calgary corridor which is a rapidly expanding economic region.

The town is well known as one of the premier lake-based recreation communities in Alberta and hosts over 1.5 million visitors each year. It is a full-service community catering to the needs of residents and visitors alike.

Sylvan Lake originated as an agricultural service centre which was served by two railways. Grain elevators were built beside each track. The beach at Sylvan Lake has always been popular as a sun bathing and swimming destination and as early as 1922 the Town had its first hotel (the Alexander Hotel) catering to tourism. In 1928 a second hotel (the Sylvan Lake Hotel) opened.

Did you know?
Since 2004, more than 1,000 housing units have been built in Sylvan Lake …..

Early settlement in Sylvan Lake gradually moved from that of an agricultural service hub to that of a summer resort destination. Growing populations in the Red Deer Region and an increase in travel by Albertans resulted in increased visits to Sylvan Beach on warm summer days. By the 1960s, the post war prosperity brought a growing market for summer cottage development in and around the lake. This gave the town a very prominent summer resort role and eventually led to the establishment of the Sylvan Lake Provincial Park.

Between 1970 and recent years, the community changed from a community of predominantly seasonal residents to a community of permanent residents. This trend started with and is largely attributable to the strong economic development in the mid-70s to early 80s. A return to positive economic growth starting in the mid-90s has continued the trend.

Sylvan Lake's proximity to employment opportunities in Central Alberta and proximity to the City of Red Deer has made it a choice residential community. Many people choose to reside in the town but commute to places of employment throughout the region.

2.2 Demographic Trends and Influences

Like many Canadian communities, Sylvan Lake is facing changes in the demographic make up of the community. This influences the way land is used and the patterns needed to respond to the needs and desires of a changing population. These trends include:

- The number of persons per housing unit is declining because family size is decreasing (couples are having fewer children or no children at all, marital breakdown) and single parent families are increasing.

- The proportion of the population over the age of 50 will continue to increase, which will impact the need for neighbourhoods with opportunities for aging-in-place and 'adult lifestyle' housing that is lower maintenance.

- Because life expectancy has dramatically increased in recent decades, providing a range of housing options from independent living to nursing homes for the aging will be a housing necessity.

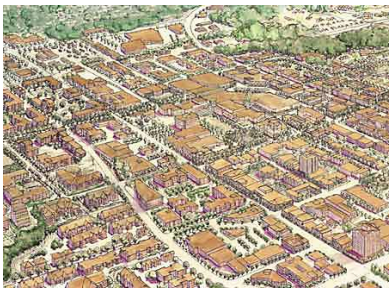
- The de-institutionalization of special need populations means that the elderly and other special needs groups prefer to live in their own homes.

- New migrants in the Edmonton-Calgary corridor, of which Central Alberta and Sylvan Lake forms a part, tend to be young (an average age of 22 years) and hold a post-secondary degree or diploma, which will help mitigate labour shortages. However, the need to educate skilled workers will be increasingly important to the changing economy.

- Sylvan Lake is welcoming more newcomers as more people move to the area in response to labour needs and employment opportunities. This can pose challenges in terms of integration into established community networks and norms.

- Ethnic diversity is expected to rise due to immigration in response to employment opportunities and the tendency for immigrant families to be larger than average.

2.3 Trends in Community Planning



Broader continent wide trends and changing approaches to future planning of urban communities may influence the future form and the physical make up of Sylvan Lake. The application of these trends may emerge as proposals made by private land developers seeking to create new housing opportunities or in response to external influences such as the expectations relating to federal and provincial grant funding. These trends may also be applied by the community through its planning policies as the community seeks ways to improve its physical setting and manage the various implications related to the use and development of land.

Some of the major trends and thoughts in community planning which relate to built form or the physical layout of an urban community are briefly described below. These trends and ideas, while going by various names and labels, are often overlapping and can be complementary to one another.

2.3.1 Sustainable Development and Smart Growth

In general, sustainable development refers to creating communities that are capable of being sustained far into the future. This means balancing the various demands placed on resources in a manner that enables current and future generations to enjoy an acceptable quality of life and range of opportunities. Achieving a sustainable community involves taking into consideration and balancing:

- Fiscal responsibility – the costs of building and maintaining services and infrastructure are affordable and will not become an undue burden on future generations.

- Social responsibility – diverse communities with accessibility to affordable housing, education, health care and public amenities for all citizens.

- Environmental responsibility – communities and development designed to minimize air, water and soil pollution, reduce land consumption and waste, as well as protect natural systems.

- Cultural responsibility – communities and development respect and enhance the cultural capital of the community in terms of its traditions, values, heritage, and sense of place, arts, diversity and social history.

- Governing responsibility – communities approach decision making in a democratic, transparent, accountable and inclusive manner to foster informed dialogue and an engaged citizenry.

Sustainable development, when specifically applied to the planning and developing of a community's physical setting, is often referred to as Smart Growth. Smart Growth aims to create integrated communities that are able to meet economic, social and environmental requirements over the long-term. Building a sustainable community involves a more holistic approach compared to traditional development practices, and focuses on the interplay between design, construction and operations. A sustainable or smart growth community is characterized by:

- Higher density development so land and existing infrastructure is used efficiently and non-private automobile transportation options, like public transit, can be supported.

- A mix of land uses including residential, commercial and industrial uses.

- A range of housing types and forms to accommodate a mix of age and income groups.

- Less emphasis on the private automobile – the street pattern is a grid or modified grid, street widths and parking are reduced, and transit, walking and cycling is promoted.

- A pathway/trail system for use by pedestrians and cyclists for both recreational and transportation or commuting purposes.

- A dispersed network of parks, open spaces and public squares, with linkages to a trail system, to meet a diverse range of recreational needs and facilitate informal social interaction.

- The preservation and conservation of natural resources, reduced impact on natural areas (storm ponds, drainage courses, tree stands, agricultural land, etc.) and, when feasible, the incorporation of alternative and innovative design solutions to minimize environmental impacts.

- The minimization of adverse climatic effects by taking advantage of local conditions and incorporating landscaping and properly orienting buildings.

- The creation of unique or interesting outdoor spaces that reinforce community identity and create a sense of place

distinct from other communities or other parts of the community.

2.3.2 Mixed Use Nodes or Town Centres

The mixed use node or town centre concept of compact development in a series of identifiable nodes has emerged in response to increasing sprawling patterns of development, the need to travel increasingly long distances for basic services and amenities and the impact of private automobiles on the environment. Town centres or mixed use nodes are also seen as one possible design solution to the monotony and lack of true community life characteristic of many low density suburban neighbourhoods. They mirror the characteristics of early 20th Century suburbs, which were communities clustered around train or trolley stations and main streets.

Town centres are typically designed around central communal spaces and services including transit nodes, and incorporate a mix of land uses as well as new urbanist design principles (e.g. “traditional” design with front porches and rear garages). Densities are generally higher than typical suburban areas. Services like corner stores, schools and cafes located within walking distances of homes, provide important opportunities for informal social interactions and help foster a sense of community. Other key elements include:

- The presence of a main street shopping area with retail uses on the main floors and residential and/or offices uses on uppers floors and a layout that accommodates both pedestrian and car traffic.

- When buildings front onto the streets and line the perimeter of the block, parking garages can be screened by placing them on the interior of the block, allowing streets to be pedestrian-oriented.

- Residential streets are narrower, lots are smaller, rear alleys are included and homes back onto green spaces.

- A grid street pattern is preferred to curvilinear streets and cul-de-sacs in order to provide direct routes and promote a pedestrian-friendly layout.

- Services like corner stores, the post office, schools and cafes located within walking distances of homes, provide important opportunities for informal social interactions and helps foster a sense of community.

- Street-oriented retail and residential uses and a focus on bicycle and pedestrian paths foster a safe neighbourhood because streets are animated and residents and daily users of the town centre are able to keep their “eyes on the street”.

2.3.3 Transit-Oriented Development and Transit Supportive Development

Transit-Oriented Development (TOD) and transit supportive development is not only appropriate to larger cities with existing public transit systems. Small size cities, which may be nearing the population threshold needed to create their own public transit system can draw from the experiences of larger cities. Both concepts are essentially about organizing land uses, density of activity and road patterns in ways that encourage and support transit ridership.

A TOD is defined as a zone of compact, mixed-use development in a 360-degree ring around a transit hub. The main goal is to get as many people as possible living and working as near as possible to the transit connection. As an alternative to the “transit station in a parking lot” design, a TOD integrates commercial, office and residential uses, along with public open spaces to create a more compact urban form. Key elements of a TOD include:

- A major transit stop is located at the core of the development and transit options may be a variety of forms such as local buses, light rail, heavy rail, commuter rail and high speed transit.

- The highest densities are located closest to the central transit stop with densities gradually decreasing as distance from the central transit stop increases.

- Services, housing and employment located around the transit stop decreases the chances that residents and users of the area will be automobile-dependent.

- The majority of the development is usually within 400 meters or 5 minutes walking distance of a transit station and the neighbourhood is designed on a human scale (e.g. street furniture, street-oriented retail, etc.) to encourage people to walk.

Transit supportive development is similar to TOD though more focus is paid to land uses and densities along key transit corridors. Additionally, the overall street network is designed with

future transit route options in mind to enable a transit system to adapt over time (e.g. system of grid connector roads at collector road level and higher).

2.3.4 New Urbanism/Neo-Traditional Community

The New urbanism or neo-traditional community movement incorporates aspects of pre-1940s town design with a strong emphasis on the contribution quality urban design and architecture can make to the creation of a community. It encourages compact, walkable layouts of neighbourhoods and communities, prominent public spaces and buildings, increased densities and mixture of land uses. In general, New Urbanism is a planning and community design trend intended to encourage greater sustainability in suburban development and create a strong sense of place within the community. Other key features include:

- Diversity in use - a mixture of housing types and densities, office and commercial uses are incorporated in locations close to residential, and the population is varied in terms of age, sex, ethnicity and income.
- Parking structures and private garages are located behind buildings or on the periphery of the site to separate pedestrian and vehicular traffic.
- Residential uses typically back onto green space, include rear alleys, and lots are typically smaller.
- Public open spaces are universally accessible with direct frontage on and visibility from public roads.
- The community is designed to accommodate pedestrians, bicycles, transit and cars.
- The incorporation of community institutions such as a community hall or public square contribute to place-making and act as landmarks of community identity.
- Where applied to redevelopment of a community, historic buildings and districts are preserved as much as possible and historic elements are incorporated into the design of the new community.
- Public streets and open spaces are well integrated and clearly defined using streetscape features such as boulevards and tree planting.

- Key natural areas are integrated into community design as much as possible.

2.3.5 Walkable Communities Movement

The motivation to create more walkable communities is part of a larger agenda of fostering healthier, safer and less automobile-reliant communities. Increasingly, the walkable communities movement will influence the design of residential and commercial areas, as well as transportation planning and parks and open space design. Walkable communities are intended to lead to more social interaction, increased physical fitness and diminished crime and other social problems. Proponents suggest that walkable communities are more livable communities and lead to whole, happy, healthy lives for the people who live in them. Essential components for a walkable community are:

- A compact, lively town centre (or many villages in a larger development) designed to encourage lots of pedestrian activity.

- An abundance of well-maintained public spaces that attract a variety of users including such items as neighbourhood schools and parks and attractive streetscapes.

- Convenient, safe and easy street crossings for pedestrians combined with low speed limits for vehicles.

- Wise land use and transportation planning that balances the location of residences, employment and commercial services with routes that are convenient for vehicles and pedestrians.

2.3.6 Aging-in-Place

The aging-in-place concept refers to modifying the way housing developments and neighbourhoods are designed in order to meet people's changing needs throughout their lives. It is intended to allow residents the opportunity to remain in their preferred neighbourhood or community as they age. This can be realized through a mixture of housing types such as single family homes, duplexes, townhouses and apartments in the same neighbourhood. Key features of neighbourhood design that support the concept of aging-in-place are:

- A diverse range of residential densities and a broad selection of housing styles and sizes.

- A pedestrian friendly environment with a high level of

accessibility both inside private dwelling units and sites and within public open spaces.

- Convenient access to retail and professional services in proximity to main roadways and transit routes (300-500 meters or 3-5 minutes walking distance).

- The provision of public spaces (e.g. a public square, parks and trail systems, active streetscapes, etc.) that offer recreational and social opportunities.

2.3.7 Child Friendly Cities

The concept of child friendly cities offers another perspective on the design of neighbourhoods and communities. It focuses consideration on the needs of the younger portion of the population, under the age of 18, who typically experience the urban setting in a different way than the adult population. Characteristics of community planning that can contribute towards a child friendly city include:

- Providing a system of clean, good quality parks and playgrounds that are accessible to the majority of housing.

- Safe neighbourhoods where children are comfortable walking along streets and playing in parks.

- Creating places where kids can have fun and creating friendly places where children receive respect from others and people are nice to each other

- Designing transportation options around the travel needs of children without reliance on vehicles driven by their parents.

- Opportunities for children to participate in community decision making and help shape the future of their community.

2.3.8 Balanced Growth and Complete Communities

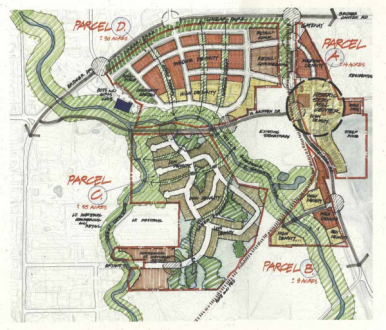
Balanced growth or the development of complete communities relates to the creation of a functional mix of residential and non-residential land uses. It recognizes that residential needs and the creation of residential areas have to be balanced with opportunities to respond to the full range of needs for the resulting population. This includes the creation of major employment areas or zones where residents may work and areas where commercial services are available. It also entails addressing the recreational, social and protective services needs of the community through the provision of services and suitable

locations for facilities delivering these services. In addition to the numerous elements put forward by sustainable development or smart growth movements, considerations in the creation of balanced and complete communities include:

- Recognizing the relationship between land use patterns or the location of major activities to daily travel patterns as people and goods move between different areas (e.g. from housing area to employment area).

- Planning for a balanced assessment base where non-residential assessment absorbs some of the costs of providing municipal services to the community.

- Equity between neighbourhoods in responding to overall community needs such as providing affordable housing, access to public facilities like schools and accommodating facilities that deliver social services.



2.3.9 Summary

Achieving the suggestions and aspirations of the various planning movements discussed above, be it smart growth or the creation of a child friendly city, will take time and will require ongoing effort. This Growth Strategy offers a starting point but ultimately is only one part of that overall effort. The decisions made in this Growth Strategy to shape the future form of Sylvan Lake will entail:

- Recognizing that Sylvan Lake is part of a dynamic region and interacts with both rural and urban uses outside of its boundaries.

- Focusing on smaller scale balance with a greater mixture of land uses which includes providing more employment opportunities, basic commercial services, social services and uses that encourage people to interact in closer proximity to all residential areas or incorporated into the residential areas themselves.

- Acknowledging and planning around the relationship between land use patterns and major transportation facilities. This involves making the most use of infrastructure investment, planning for future transportation needs and minimizing or reducing vehicle trips as much as possible.

3.0 VISION FOR SYLVAN LAKE

Through previous planning efforts and strategic planning sessions the Town has established the following vision. This vision incorporates direction on the future physical characteristics that are desired for the community and the quality of life experienced by members of the community.

"A TOWN FOR ALL SEASONS"

Natural Beauty
The people of Sylvan Lake take pride in the natural beauty of the lake. Residents, visitors, business and government work together to preserve, maintain and enhance our beautiful natural surroundings. All neighbourhoods have attractive recreational and pleasure green spaces. The trails, parks, beaches, lake and facilities are clean and accessible. The community uses sound environmental and energy efficient practices.

Living Together
Sylvan Lake is a community of good neighbours with a spirit of caring and cooperation. People share a strong sense of belonging and pride in the community. People are safe in Sylvan Lake - at home, school, work and on the streets. Crime is rare. Injuries are few. Children, Youth, Adults, Senior's and Families are respected, valued, and have a vital role in the life of the community. All take a lead in planning community activities & celebrations.

People Connecting
People communicate, are informed and involved in community life. Citizens, agencies, institutions and elected officials connect well with each other. Citizen input is sought, valued and used in making decisions for Sylvan Lake. Information shared is timely and clear on community events, issues, programs and services. Public, private and volunteer organizations work together. Everyone shares in community work and leisure.

Healthy Living
Children, Youth, Adults, Seniors and Families are healthy in mind, body and spirit. Information, support and resources are available and provided locally to make wise health decisions. Caring, qualified personnel provide competent service to all age groups.

Balance
Sylvan Lake Community balances the best of "small town atmosphere" with the advantages of healthy growth. There is a blend of residential neighbourhoods, industrial areas, commercial districts and public facilities. A variety of housing and transportation choices exist to suit all citizens' social and physical needs. There is a thriving year-round economy where the community supports business and business supports the community.

PART 2: WHAT DO WE HAVE?

4.0 EXISTING LAND USE AND DEVELOPMENT AND TRENDS

4.1 Built Up and Non-Built Up Areas

The total area within the Town's boundaries as of July 2007 is 1,555 hectares or 3,842 acres. This represents land that has been developed and is in use for non-agricultural purposes, lands that have been left in their natural state and agricultural lands.

The total area that is considered occupied or built up as of July 2007, representing all land that has been subdivided for non-agricultural uses, accounts for 949 hectares or 2,345 acres. This is 61% of the town's total land mass. Within this area, there are some subdivided but yet to be developed parcels which are available to accommodate future growth. There are also areas where it may be possible to intensify use (e.g. replace a house with a multi-family building) or accommodate infill development.

The total area that is considered vacant of urban uses and predominantly in use for agricultural purposes or left in its natural state, as of July 2007, is 607 hectares or 1,500 acres. This accounts for the remaining 39% of the town's total land mass.

4.2 Assigned and Existing Land Uses in Built Up Area

All land within the Town of Sylvan Lake is assigned a broad land use through either the Municipal Development Plan or the South Area Structure Plan. More precise land use designations are made through the Land Use Bylaw.

The total area in the town subdivided and occupied by a residential dwelling as of July 2007 was 352.8 hectares or 871.8 acres. This area excludes the land needed for roads, lanes, parks and storm water management facilities serving the residential use. The area in use for commercial was 26 hectares or 64.2 acres and the area in use for industrial was 44.3 hectares or 109.5 acres.

Table 1 provides an approximate breakdown of the existing and assigned land uses in the developed or built up portion of the town.

Table 1: Built Up Area by Major Land Use Category

Major Land Use	Area		Share of Developed Area
All	949 ha	2,345.0 acres	100%
Residential	384.4 ha	949.5 acres	40.5%
Commercial	27.1 ha	66.9 acres	2.9%
Industrial	71.2 ha	175.9 acres	7.5%
Public Open Space	121.3 ha	299.6 acres	12.8%
Private Recreational	153.1 ha	378.2 acres	16.1%
Public Utility	65.1 ha	160.8 acres	6.9%
Public Roadways	126.8 ha	313.2 acres	13.4%

After residential, the largest use of land in Sylvan Lake is the area occupied by private recreational use. This is somewhat unique to Sylvan Lake and takes the form of the two golf courses and privately operated recreation vehicle parks located in Town boundaries. The amount of land devoted to public roadways is the third largest category by area and, based on the figures estimated by the Town, is within the low end of the range of what is considered typical of an urban municipality in Alberta. Public open space, accounting for all parks, trail corridors, school sites and public recreation sites is the fourth largest use of land by area. The majority of the area assigned as public utility is the area of the Town's sewage lagoon.

4.3 Land Uses Assigned to Non-Built Up Areas

Within the 607 hectares or 1,500 acres represented by the undeveloped or non-built up portions of the Town, lands are assigned for future use based on major categories of land usage. Approximately 375 hectares or 926 acres is assigned for future residential use and 70 hectares or 173 acres is assigned for future commercial use. Areas assigned for future industrial amount to 64 hectares or 158 acres and major open space is identified for 65 hectares or 160 acres. Approximately 10 hectares or 24.7 acres is identified for institutional use and the remaining area is available for major arterial roadways.

4.4 Summary of Existing and Assigned Major Land Uses in Town Boundaries

Table 2 provides an overview of the major land uses within the overall Town boundaries combining those areas that are developed and those areas that have been assigned a use through statutory plans.

Table 2: Major Land Uses in Town Boundaries by Approximate Area

Major Land Use	Approximate Area		Share of Developed Area
All	1,555 ha	3,842 acres	100%
Residential	759 ha	1,875 acres	48.8%
Commercial	97 ha	240 acres	6.2%
Industrial	135 ha	333 acres	8.7%
Public Open Space	186 ha	459 acres	12.0%
Private Recreational	153 ha	378 acres	9.8%
Public Utility and Institutional	75 ha	185 acres	4.8%
Public Roadways (arterials and all roads in built up area)	150 ha	371 acres	9.6%

4.5 Existing Housing Stock

According to the Town's 2007 Municipal Census there was a total of 4,848 housing units as of June 2007. Vacant housing units and those under construction at the time of the census are included in this number. It also includes housing units that were in use by permanent residents of Sylvan Lake and housing units that were in use by seasonal residents. The influence of seasonal residential housing stock is one of the more unique, resort town characteristics of Sylvan Lake.

The most common type of housing in Sylvan Lake is the single detached dwelling which accounted for 3,359 units or 69 percent of the total housing stock. Duplex or semi-detached dwellings numbered 269 representing 6 percent of the total number of housing units. Multi-family types of housing, which includes any housing type with 3 or more dwelling units, amounted to 871 units or 18 percent of the total. The remaining 6 percent of the housing stock includes such types as manufactured homes and secondary suites.

4.6 Historic Changes in Housing Stock

Table 3 provides an indication of the level of housing construction activity in Sylvan Lake since 1990. Over half of the housing stock is less than 20 years old reflecting the significant growth that has been experienced since the early 90s.

The table also shows that single detached and semi-detached dwelling construction continues to account for the majority of new housing units. At 24 percent of all dwelling unit construction since 1990, multi-family dwelling unit starts have been gradually changing Sylvan Lake's overall split between low density and medium to high density housing types. In the future the proportion of total housing units that are a form of multi-family dwelling will likely increase over the 18 percent share this category currently represents.

Table 3: Dwelling Unit Construction (1990 – 2007)

Year	Single Detached and Semi-Detached Units	Multi-Family Units	Total Dwelling Units
1990	62	4	66
1991	52	0	52
1992	92	33	125
1993	98	26	124
1994	100	0	100
1995	58	40	98
1996	82	4	86
1997	121	20	141
1998	186	12	198
1999	163	73	236
2000	151	52	203
2001	184	11	195
2002	198	49	247
2003	169	34	203
2004	168	79	247
2005	244	251	495
2006	210	115	325
2007	265	56	321
Total	2,603	859	3,462
Annual Average (2003 - 2007)	211	107	318
Annual Average (1998 - 2007)	194	73	267

4.7 Seasonal Residential Housing Stock

A significant portion of Sylvan Lake's total existing dwelling stock is considered non-permanent/seasonal dwellings. This takes the form of cottages and second homes which are not considered the owners' permanent place of residence. For the purposes of projecting future land needs for residential construction it is important to understand the relative proportion and influence of this market segment to the overall supply of dwelling units.

The 2001 Federal Census recorded a total of 3,239 private dwelling units in Sylvan Lake and also recorded 2,670 of these dwelling units as occupied as a primary or regular place of residence. The difference of 569 dwellings can be considered non-permanent/seasonal dwellings. In the 2006 Federal Census, the total number of private dwellings recorded was 4,277 and 3,667 dwellings were considered occupied as a primary place of residence. The difference of 610 dwellings can be considered non-permanent/seasonal dwellings.

The 2004 Municipal Census recorded 451 non-permanent/seasonal dwellings and the 2007 Municipal Census recorded 483 non-permanent/seasonal dwellings. Table 4 below shows the relative size of the non-permanent/seasonal dwelling stock to the overall constructed, occupied dwelling stock for each of the four recorded times.

Table 4: Portion of Housing Stock considered to be Seasonal Residences

Source/Census	Total Constructed and Occupied Dwellings	Non-permanent or Seasonal Dwellings	Percentage of Total Constructed and Occupied Dwellings
2001 Federal	3,239	569	17.57%
2004 Municipal	3,681	451	12.25%
2006 Federal	4,277	610	14.26%
2007 Municipal	4,399	483	10.98%

Most of the non-permanent/seasonal dwellings recorded in the 2007 Municipal Census are located in the areas north of the railway closer to the lake. In contrast, the residential areas south of the railway are oriented to full-time residents in either owned or rented dwellings.

For the purposes of future projections of housing needs and trends, it is expected that the share of total dwellings represented by non-permanent/ seasonal dwellings will decrease as the areas to accommodate these forms of dwellings becomes more constrained. This trend appears to already be underway as the percentages in Table 4 show a decrease from one census to

the next. For example, the Federal Census results show a decrease from 17.57 percent in 2001 to 14.26 percent in 2006.

4.8 Density of Residential Development

The total area in the town in use for residential purposes as of July 2007 was 352.8 hectares (871.8 acres). This area excludes the land needed for roads, lanes, parks and storm water management facilities serving the residential use and is therefore considered the net developed area. This means that for each dwelling unit in Sylvan Lake as of July 2007 an average of 728 m^2 or 7,836 ft^2 of land was occupied. The equivalent density is 8.2 dwelling units per hectare of land once space for roads and parks is taken into account.

The density figure described above reflects the older established part of town as well as the newer neighbourhoods that have been created over the past ten years. Generally speaking, the older areas of town have more large lots and a lower density compared to new residential subdivisions constructed in the mid-90s and onwards. As further town expansion occurs it is expected that new neighbourhoods will exhibit higher densities of dwelling units similar to what is envisioned in the recently prepared South Area Structure Plan. Older parts of the town, such as the downtown area and the cottage area, will continue to be intensified and densities in these areas are expected to increase over time.

An example of this trend towards higher residential densities is the Lakeway Landing area, which has been built out in the past 5 years, and the newly developing Beacon Hill area. Lakeway Landing has an average density of 12.2 dwelling units per hectare and Beacon Hill is planned to have an average density of 15.7 dwelling units per hectare.

4.9 Density of Commercial and Industrial Development

Unlike the density of residential development, densities for commercial or industrial development, have a wider range and can vary considerably from one project to the next.

As of July 2007, the 27.1 hectares in use for commercial purposes included approximately 51,623 m^2 (555,679 ft^2) of floor space. This results in an average of 0.19 m^2 of floor space for every 1.0 m^2 of commercial land area. This figure approximates the typical density of commercial development in Alberta which is a floor space to land ratio of 1:5 or 20 percent.

As of July 2007, the 71.2 hectares used for industrial purposes included approximately 45,052 m^2 (484,955 ft^2) of floor space. This results in an average of 0.06 m^2 of floor space for every 1.0 m^2 of industrial land area. The figure is considerably lower than the commercial trend and reflects the considerable range of industrial activities that may be present in the existing industrial areas. These uses range from graveled outdoor storage areas with no building floor space to contracting services which may have a sizeable office space or shop area component.

4.10 Population

As of July 2007 there were 10,729 residents and 4,399 occupied housing units according the Town's 2007 municipal census. This results in an average household size of 2.43 persons. It includes the occupants of seasonal/non-permanent dwellings who were resident at the time of the municipal census.

The 2006 Federal Census recorded a median age of 31.2 years for permanent residents of Sylvan Lake compared to the median age of 36 years for Alberta. As a community, Sylvan Lake is younger than the Provincial average and this is reflected in the number of families with children, which is also higher than the average for Alberta.

PART 3: WHAT COULD WE NEED?

5.0 POPULATION AND DEVELOPMENT PROJECTIONS

The expansion of Sylvan Lake's population and the amount of development that will be experienced in the future is linked to its roles as a local service centre, as a residential community within the broader Red Deer regional housing market and as a resort destination serving Central Alberta. The Town offers an alternative for those who work in the City of Red Deer or elsewhere in the region but prefer to reside in a smaller urban centre. Additionally, the Town functions as a commercial service node, and to a lesser extent an industrial node, serving the surrounding region.

5.1 Historic Population Trends based on Federal Census

Over the 50 years between the 1956 Federal Census and the 2006 Federal Census, the Town's population has expanded from 1,114 in 1956 to a total of 10,208 in 2006. This results in an average annual growth rate of 4.53 percent over a time period spanning dramatic changes in general economic activity. In 2007 the Town population was 10,729 representing a 5.1 percent increase over 2006.

For differing periods Sylvan Lake's population growth has ranged from very high, such as the 15.52 percent annual growth between 1976 and 1981, to very low, to decline as occurred between 1961 and 1966.

Table 5: Historical Rates of Growth in Five Year Periods (1956-2006)

Time Period	56 to 61	61 to 66	66 to 71	71 to 76	76 to 81	81 to 86	86 to 91	91 to 96	96 to 01	01 to 06
Average Annual Growth Rate (%)	4.39	-0.72	3.70	2.84	15.52	0.82	1.35	4.25	7.67	6.35

In absolute and relative percentage terms, the greatest single period of growth in Sylvan Lake corresponded with the pre-1981 oil boom. This was followed by a ten year period of very modest growth. Starting in 1991, the Town's annual rate of population growth had increased considerably and between 1991 and 2006, the population increased from 4,210 to 10,208 resulting in an average annual rate of 6.08 percent growth. Table 6 provides some perspective on major economic factors that have influenced and generally corresponded with the different cycles in Sylvan Lake's historic growth patterns.

Table 6: Sylvan Lake Population Growth History

Period	Average Annual Growth	Related Factors
High growth: 1956 – 1961	4.39%	Oil discovery and exploration, post-war prosperity, baby boom
Negative growth: 1961 - 1966	-0.72%	High inflation, tail end of baby boom
High growth: 1966 – 1971	3.70%	High inflation, post baby boom
High growth: 1971 – 1981	9.18%	High oil prices, global conflicts, formation of OPEC
Low growth: 1981 – 1996	2.14%	Low oil prices, recession and economic recovery
High growth: 1996 – 2006	7.01%	High oil prices, increased oil sands production, low interest rates, global conflict and security concerns

Table 7 provides a more precise overview of how the Town's population has changed during the twenty-five years between 1981 and 2006 based on information from the Federal Census. A comparison with overall population growth within the Province and the Red Deer Region is also provided.

Table 7: Historic Population Changes (1981-2006)

	1981	1986	1991	1996	2001	2006
Alberta	2,237,724	2,375,278	2,545,553	2,696,826	2,974,807	3,290,350
Red Deer Region	142,940	153,636	162,630	174,658	193,924	218,338
Sylvan Lake	3,779	3,937	4,210	5,184	7,503	10,208

Table 8 shows the rates of population change that have been experienced by the Province, the Red Deer Region and Sylvan Lake for various time periods between 1981 and 2006. For the 25 year trend (1981 to 2006), the 20 year trend (1986 to 2006), the 15 year trend (1991 to 2006), the 10 year trend (1996 to 2006) and the 5 year trend (2001 to 2006), Sylvan Lake's growth rates have outperformed the trends for the Province and the Red Deer Region.

Table 8: Average Annual Percent Change in Population (1981-2006)

	1981 to 2006	1986 to 2006	1991 to 2006	1996 to 2006	2001 to 2006
Alberta	1.55%	1.64%	1.73%	2.01%	2.04%
Red Deer Region	1.71%	1.77%	1.98%	2.26%	2.40%
Sylvan Lake	4.05%	4.88%	6.08%	7.01%	6.35%

5.2 Projected Population

The purpose of this section is to understand how long it may take to reach the three population thresholds used in this growth strategy. The first threshold is the approximately 30,000 population that can be accommodated within the current town boundaries. The second threshold is the 45,000 population and the third threshold is the 60,000 population.

A threshold approach to preparing the Growth Strategy has been taken to focus on what Sylvan Lake could look like at various stages of expansion without going through lengthy debate about how long it may take to reach each population level. Whether the town reaches 30,000 population in 2030 rather than 2035 has little consequence in the context of the long term future of the community. However, it remains of interest to understand the general relation to time especially when considering the broad timeframe for providing major infrastructure facilities that may be needed to accommodate the future population.

Table 9 below provides population projections and the resulting increase in total dwellings based on two growth scenarios selected from the trends discussed in the previous section up to 2037. The selected rates are as follows:

High growth scenario – using the 6.08% average annual population growth experienced during the 15 year period between 1991 and 2006 based on Federal census information; and

Modified growth scenario – using a 6% rate of average annual population growth for the first five years, then 5% for the next five years, then 4% for five years and tapering off to 3% for the remaining years from 2023 onwards.

The number of additional persons and dwellings that would be added to Sylvan Lake up to 2037 is also provided. These projections assume household size will remain at or close to an average of 2.5 persons per household over the long term and continue through the projection period.

Table 9: Population and Dwelling Projections (Five Year Increments)

	Scenario	2007	2012	2017	2022	2027	2032	2037
Population	High	10,729	14,412	19,360	26,005	34,932	46,924	63,033
Projections	Modified	10,729	14,358	18,325	22,295	25,846	29,962	34,734
Additional	High	-	3,683	8,631	15,276	24,203	36,195	52,304
Persons	Modified	-	3,629	7,596	11,566	15,117	19,233	24,005
Additional	High	-	1,473	3,452	6,111	9,681	14,478	20,921
Dwellings	Modified	-	1,452	3,038	4,626	6,047	7,693	9,602

For the purposes of projecting the future population the modified growth scenario has been selected. Table 10 illustrates the anticipated population for Sylvan Lake in five year increments up until the point when the 60,000 population threshold has been surpassed.

Table 10: Projected Population (Based on Modified Growth Scenario)

Year	Total Population	Number of Persons Increase	Number of Dwellings Increase
2007	10,729	-	-
2012	14,358	3,629	1,452
2017	18,325	7,596	3,038
2022	22,295	11,566	4,626
2027	25,846	15,117	6,047
2032	29,962	19,233	7,693
2037	34,734	24,005	9,602
2042	40,267	29,538	11,815
2047	46,680	35,951	14,380
2052	54,115	43,386	17,354
2057	62,734	52,005	20,802

5.3 Residential Land Needs

The amount of residential land that will be needed to accommodate up to a future population of 60,000 depends on two key factors: the average number of people per dwelling unit or household size and the average density of

residential development. For the purposes of projecting the future land requirements for residential use in Sylvan Lake the following assumptions have been made:

1. The development of the lands within the current Town boundaries and outside the Waterfront area will reflect the statistics in the approved area structure plans and outline plans.

2. The development of lands within the Waterfront area will involve intensification (increase in density of dwelling units) over the long term in response to the approved area redevelopment plan and economic conditions favouring the creation of dwelling units close to the lakeshore.

3. The development of lands beyond the current Town boundaries, which may start after the community has exceeded a population of 20,000, will take place at higher densities than what is currently being experienced.

4. Household size will remain constant at 2.5 persons per dwelling unit.

The approximate population that can be accommodated in the current town boundaries is around 28,000 without taking infill and intensification or the influence of the non-permanent/season dwelling market into account. It is projected that significant intensification may account for an additional 2,000 population. Therefore, the total population capacity that is projected for the lands within the current town boundaries is 30,000. Based on the projections in the previous section this population level may be reached by 2032.

Table 11 outlines the projected number of housing units and the amount of land needed for these housing units for the lands outside the current town boundaries. Figures are provided for the 45,000 population and the 60,000 population levels. The amount of land assumes an average dwelling unit density of 16 units per hectare of developable land.

Table 11: Residential Land Needs for 45,000 and 60,000 Population Thresholds

Population Threshold	Housing Units	Land Area
45,000	6,000	375 hectares
60,000	12,000	750 hectares

5.4 Parks and Open Space Needs

The Recreation, Parks and Open Space Master Plan indicates a need to maintain the full 10% of allowable municipal reserve in new subdivisions to accommodate neighbourhood parks, schools, sports fields. The plan also suggests maximizing the use of public utility lots and corridors (e.g. pipelines) for trail development.

The Master Plan suggests the following ideal standards for major park space to accommodate future population levels:

- Neighbourhood level park space (local parks, tot lots) at a ratio of 2.44 hectares per 1,000 population
- Community wide and special purpose park space at a ratio of 1.88 hectares per 1,000 population
- School open space at a ratio of 1.63 hectares per 1,000 population

These ratios do not include lands that may be dedicated as environmental reserve due to the presence of significant natural features (e.g. wetlands) or unsuitability for typical urban development (e.g. hazard lands, steep slopes, floodplains, etc).

As development of residential land takes place, the 10 percent of allowable municipal reserve is likely sufficient to address neighbourhood level park space requirements and, with the exception of future high school sites, school open space requirements. The community wide and special purpose park space is typically difficult to accommodate in the 10 percent allowance. This means reserve dedication from non-residential areas or additional land purchase by the Town is required.

For the population beyond the current town boundaries, the projected amount of additional open space, above the 10 percent reserve dedication, is projected using the ratio of the Recreation, Parks and Open Space Master Plan. This means that approximately 56 hectares is required.

5.5 Commercial and Industrial Land Needs

Projecting future land needs for commercial and industrial uses can occur in several ways. For the purpose of this report, three methods have been used to allow for comparison.

The first method is the ratio to population method which assumes that there is a relationship between the amount of existing developed commercial and industrial land in a community and the population of the community. Past experience is used to predict future trends. For the amount of developed commercial land in Sylvan Lake as of July 2007 this results in a ratio of 2.53 hectares of commercial land for every 1,000 population. For the amount of developed industrial land the ratio is 6.64 hectares of industrial land for every 1,000 population.

The second method involves the relationship between employment lands and residential lands within a community. One of the factors in planning a complete community is to balance the available residential opportunities with sufficient lands to allow for an acceptable level of local employment opportunities. This means taking into account trends in labour force participation (how many people want a job), commuter patterns (what jobs are available outside the community), and job densities. For Sylvan Lake the following assumptions are made to apply this method:

1. The future labour force participation rate will be 75 percent which is similar to the labour force participation rate recorded in the 2001 Federal census.

2. Commuting to work locations outside of Sylvan Lake will continue to be a significant trend with only 50 percent of residents who are part of the work force being employed in Sylvan Lake.

3. The density of jobs will be 28 jobs per hectare of employment lands (either commercial or industrial).

The third method for projecting future commercial and industrial land needs recognizes the importance of having a sufficient non-residential assessment base to help bear the costs of providing services to the community. This involves planning for the long term fiscal health of Sylvan Lake on the assumption that municipalities in Alberta will remain dependent on the property tax system as their primary source of revenue. Using the existing assessment information as of July 2007, creating the opportunity for a balanced assessment base where 70 percent of the assessment base is residential and 30 percent is non-residential will require considerably more commercial and industrial land than has occurred in the past. Approximately 1.5 hectares of commercial land and 6.5 hectares of industrial land for every 7 hectares of residential land are needed to achieve this balance.

The respective amounts of land needed using each method and for the 30,000, 45,000 and 60,000 population thresholds are presented in Tables 12, 13 and 14.

Table 12: Projected Commercial and Industrial Land Needs for 30,000

Method	Ratio	Projected Land Needs
Ratio to Population	2.53 ha commercial per 1,000 residents	75.9 ha commercial
	6.64 ha industrial per 1,000 residents	199.2 ha industrial
Employment to Residents	[(30,000)(0.75 labour force)(0.5 commuters)]/28 jobs/ha	401.8 ha commercial and industrial
Balanced Assessment Base	1.5 ha commercial per 7 ha residential	160.7 ha commercial
	6.5 ha industrial per 7 ha residential	696.4 ha industrial

Table 13: Projected Commercial and Industrial Land Needs for 45,000

Method	Ratio	Projected Land Needs
Ratio to Population	2.53 ha commercial per 1,000 residents	113.9 ha commercial
	6.64 ha industrial per 1,000 residents	298.8 ha industrial
Employment to Residents	[(45,000)(0.75 labour force)(0.5 commuters)]/28 jobs/ha	602.7 ha commercial and industrial
Balanced Assessment Base	1.5 ha commercial per 7 ha residential	241.1 ha commercial
	6.5 ha industrial per 7 ha residential	1,044.6 ha industrial

Table 14: Projected Commercial and Industrial Land Needs for 60,000

Method	Ratio	Projected Land Needs
Ratio to Population	2.53 ha commercial per 1,000 residents	151.8 ha commercial
	6.64 ha industrial per 1,000 residents	398.4 ha industrial
Employment to Residents	[(60,000)(0.75 labour force)(0.5 commuters)]/28 jobs/ha	803.6 ha commercial and industrial
Balanced Assessment Base	1.5 ha commercial per 7 ha residential	321.4 ha commercial
	6.5 ha industrial per 7 ha residential	1,392.9 ha industrial

PART 4: WHAT ARE OUR OPTIONS?

6.0 DEVELOPMENT INFLUENCES

Figures 1 through 3, found at the back of this report, identify the significant manmade and natural features that will influence the future growth pattern of the Town of Sylvan Lake. These features represent constraints to urban development as well as opportunities for the creation of an attractive, interesting urban community.

This section provides an overview of the features and their relative importance or impact. Figure 1 also shows the area that has been considered for investigation as part of the Growth Strategy. It extends generally 2 miles out to the east, south and west from the developed portion of the town. Not all of this area is required to accommodate a future urban population of 60,000. It has been assessed to understand the context in which key decisions will be made.

6.1 Natural Features and Topography

Figure 1 shows natural features that existing around the town as well as broad topographic patterns. The lake itself influences development and its existence limits the direction of future growth while at the same time it attracts redevelopment and activities that desire to be near the lakeshore.

The lowest area of land is occupied by large portions of the existing town site. It extends eastward towards Cygnet Lake. Cygnet Lake, located between Highway 11 and Highway 11A and partially in the area shown as the E Sector on Figure 1, is also identified as a low area and ground water is close to the surface grade in this general vicinity.

Lands to the northeast of Highway 11A and east of Highway 20 shown as the NE Sector on Figure 1 generally increase in elevation as one moves to the north away from the town site. This increase in elevation is most noticeable to the north of the existing CN railway line.

Higher ground elevations are generally located to the south of the town site as one moves south towards Highway 11. In the east portion of the SE Sector shown on Figure 1, the junction of Highways 11 and 20 is one of the highest points in the area. The lands decrease in elevation from this point, or slope down, towards the east, southeast and south.

The SW Sector contains lands that are generally the same elevation as the lands within the south portion of the current Town boundaries. This area is higher than the original town site.

Lands within the W Sector have elevations similar to the lands in the south portion of the current Town boundaries. There is a draw running through the area in a northeast-southwest direction along a drainage course with land increasing in elevation along both sides of the drainage course.

Finally, the NW Sector shown on Figure 1 has its high point along Highway 11A. From here, the general slope is north towards the lake away from the town site.

Figure 1 also shows the existing major stands of tree cover as of 2006. The vast majority of the land within the study area boundaries has been cleared for agricultural purposes.

Drainage courses and water bodies in the area consist of the south tip of Sylvan Lake, a portion of Cygnet Lake and two creeks. The creek or drainage course in the W Sector drains towards the lake. The creek in the NE and E Sectors is the outlet for Sylvan Lake and feeds into Cygnet Lake through a series of natural drainage courses and ditches/cleared channels.

6.2 Existing Land Uses and Features

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

Figure 2 shows the existing land use patterns throughout the study area. Within the current town boundaries this includes lands that are assigned a use but not yet developed and lands that are being used for a set purpose. Outside the town boundaries Figure 2 shows the uses of all or portions of parcels as of June 2007.

Agricultural use accounts for the vast majority of the lands around the town. This includes three locations where confined feeding operations appear to exist. These operations may have an impact on residential uses in terms of odour but there is no legislated setback distance for future residential or similar uses which may be sensitive to odour impacts.

Pockets of country residential are found throughout the study area. Some of the identified areas represent the approximate location of farmsteads on quarter sections and others represent residential acreages. Significant clusters include the residential area in the E Sector approximately half a mile east of Highway 20 and the residential area in

the W Sector near the junction of Highway 11 and Range Road 20.

The two Summer Villages along the shoreline of Sylvan Lake are also significant clusters of residential use.

The two areas outside of the town boundaries and identified as commercial are recreational commercial in nature. The site in the SE Sector is a dog race track and the site in the NE Sector is a golf course.

6.3 Transportation Infrastructure

Figure 3 shows the existing and proposed changes to the Provincial highway network serving the study area. While the highways that serve Sylvan Lake provide good access they also pose constraints relating to development straddling high traffic routes and balancing the desire to access land along the highway with maintaining the ability of the highway to facilitate the movement of traffic.

The twinned portion and the two-lane portion of Highway 11 are shown running through the south portion of the study area. Future changes denoted on Figure 3 include the two interchange locations on Highway 11. The first is shown at the junction of Highway 20 and Highway 11. The second is shown at the junction of Range Road 15 and Highway 11. In the long term Highway 11 will be further twinned past the west boundary of the study area.

Highway 11A runs in an east-west direction through the more northern portion of the study area closer to the lake. Figure 3 reflects the future administration of the existing Lakeshore Drive portion of Highway 11A as a Town arterial road. A roundabout is scheduled to be constructed at the junction of Highway 20 and Highway 11A in the near future.

Both Highway 11 and Highway 11A provide the direct connections between the Town of Sylvan Lake and the QE 2 Highway and the city of Red Deer. Both highways are used extensively in moving daily commuters to/from Sylvan Lake and various employment locations or service centres.

Highway 20 bisects the study area in a north-south fashion and currently ends at the junction with Highway 11. Figure 3 shows a future realignment of Highway 20 to continue south of Highway 11 and link to the west with the existing Highway 781. The direct accesses to Highway 11 at Highway 781, both on the north side and south side of Highway 11, are intended to be closed in the long term.

The Canadian National Railway line, which is currently active, and the deactivated Canadian Pacific Railway line also bisect the study area. Railways can act as barriers to development.

6.4 Energy Infrastructure

Figure 3 shows the various energy related infrastructure and installations existing within or being considered for the study area as of July 2007. This includes oil and gas wells, oil and gas pipelines and electricity transmission facilities.

While there is several oil and gas related facilities within the study area there are none that have large scale legislated setbacks that would prevent future urban expansion. There is no existing sour gas related facilities. The typical 100m setback from an oil or gas wellhead does exist in many locations and will have an impact on potential use and road patterns. The areas most impacted, and therefore most difficult to consider for future urban development, are those quarter sections containing clusters of wells where the setback areas are not overlapping. Similarly, individual quarter sections that are bisected by multiple pipelines may face significant constraints.

The gas plant located on the west side of Range Road 15 and half a mile north of Highway 11 does not have a legislated setback and is not considered a sour gas facility. However, the noise impact from onsite compressors and the truck traffic related to the facility may cause negative implications for some types of land use such as residential.

Finally, Figure 3 shows the area that is currently being studied for the extension of a power transmission line to serve the growing community within half a mile of both sides of Highway 781. A precise location for a substation and its connecting overhead transmission lines has not been determined.

6.5 Landfills

Two active and one reclaimed landfill are shown on Figure 3. The status of each of these sites would require much greater investigation prior to considering future intense urban development.

PART 5: WHAT IS OUR PREFERRED OPTION?

The Land Use Concept – Preferred Option map, found at the back of this report, communicates the preferred growth directions and major land use assignments to accommodate expansion of the Town of Sylvan Lake to a population of 60,000. This concept has been developed through a series of workshops with Town Council and Town Administration and is presented as a draft to obtain input from the community at large, stakeholders and neighbouring municipalities. The preferred option takes into account the influences discussed in the preceding section. It also takes into account the various suggestions of how to build an attractive, functional urban community and achieve the vision set out for the Town of Sylvan Lake.

The Land Use Concept – Preferred Option shows the expected pattern of land use within the existing town boundaries based on the land use patterns that have been adopted to date by Town Council through the Municipal Development Plan and the South Area Structure Plan. The primary focus of the Land Use Concept is on the lands beyond the Town boundaries and it does not purpose to reassess the choices that have already been made for lands within the town boundaries.

The lands within the current town boundaries can accommodate up to a population of 30,000 based on the existing approved land use assignments. Looking beyond the current town boundaries, two population thresholds are taken into account. The first is the 45,000 population threshold which is represented by the pink dashed line on the drawing. The space and land uses within this line approximate all of the areas for major land uses (e.g. residential, major open space, commercial and industrial) that would be needed to create a balanced land use pattern for a community that size.

The second population threshold is represented by all of the coloured land uses and future urban area shown on the drawing. It contains sufficient lands to accommodate a population of 60,000. Space for additional residential, commercial, major open space and industrial areas have been added to reflect the needs and influences of an additional 15,000 residents.

The key characteristics of the future urban area shown on the Land Use Concept – Preferred Option include the following:

1. Sufficient areas assigned for commercial use and industrial use to enable the creation of a balance between residential and non-residential assessment base and a balance between housing opportunities and employment opportunities.

2. Opportunities for dispersed employment areas (commercial and industrial) and shopping areas to help manage the impacts on the transportation system for people travelling from home to work or to shops and reverse.

3. Opportunities for future major public open space areas reflecting the additional lands and locations for community wide recreation and school facilities and spaces that may not be accommodated through the usual 10% reserve dedication available to the Town.

4. Opportunities for the future planning and design of residential areas based on future neighbourhood units of 2-4 quarter sections with the majority of future residential expansion occurring to the west of Range Road 15.

5. A major or arterial road network integrated with the Provincial highway network to provide the main corridors for the movement of goods and people between the various concentrations of use and activity and provide convenient access and egress to the community from the regional/provincial road network.

6. Dispersed commercial locations along future major roads to serve the population in the surrounding area and the travelling public and bring some commercial services closer to residential areas to enable the choice to walk rather than drive.

7. Expansion of the industrial uses east along Highway 11A to provide good access for potential industrial enterprises and take into account the future construction of regional water and sanitary sewer lines along Highway 11A.

8. A second major industrial use area south of Highway 11 and next to the gas plant along the west side of Range Road 15 to provide for good access to the highway network.

9. A focus on light industrial along and closest to all major roadways into and through the future town expansion area in combination with site and building design requirements to create as attractive an appearance as possible.

10. Creation of two new town centres, in addition to the existing downtown area, to serve as commercial nodes or areas with a heavy emphasis on pedestrian friendly streetscapes in a mixed use/ commercial setting which may include higher density residential use as part of the town centre or nearby on surrounding land.

TOWN OF SYLVAN LAKE GROWTH STRATEGY

FIGURE 1: TOPOGRAPHY AND NATURAL FEATURES

SYLVAN LAKE

NW

NE

W

E

SW

SE

JARVIS BAY

NORGLENWOLD

SEWAGE LAGOON

HIGHWAY 11A

HIGHWAY 11

HIGHWAY 20

SECONDARY ROAD 781

- STUDY BOUNDARY
- EXISTING TOWN BOUNDARY
- GROWTH SECTOR BOUNDARY
- NE GROWTH SECTOR LABEL
- TREE AREA
- WATER BODY
- LOW AREA
- CREEK / DRAINAGE COURSE

ELEVATION INTERVALS (FEET ABOVE SEA LEVEL)

- 3000' - 3049'
- 3050' - 3099'
- 3100' - 3149'
- 3150' - 3199'
- 3200' - 3249'

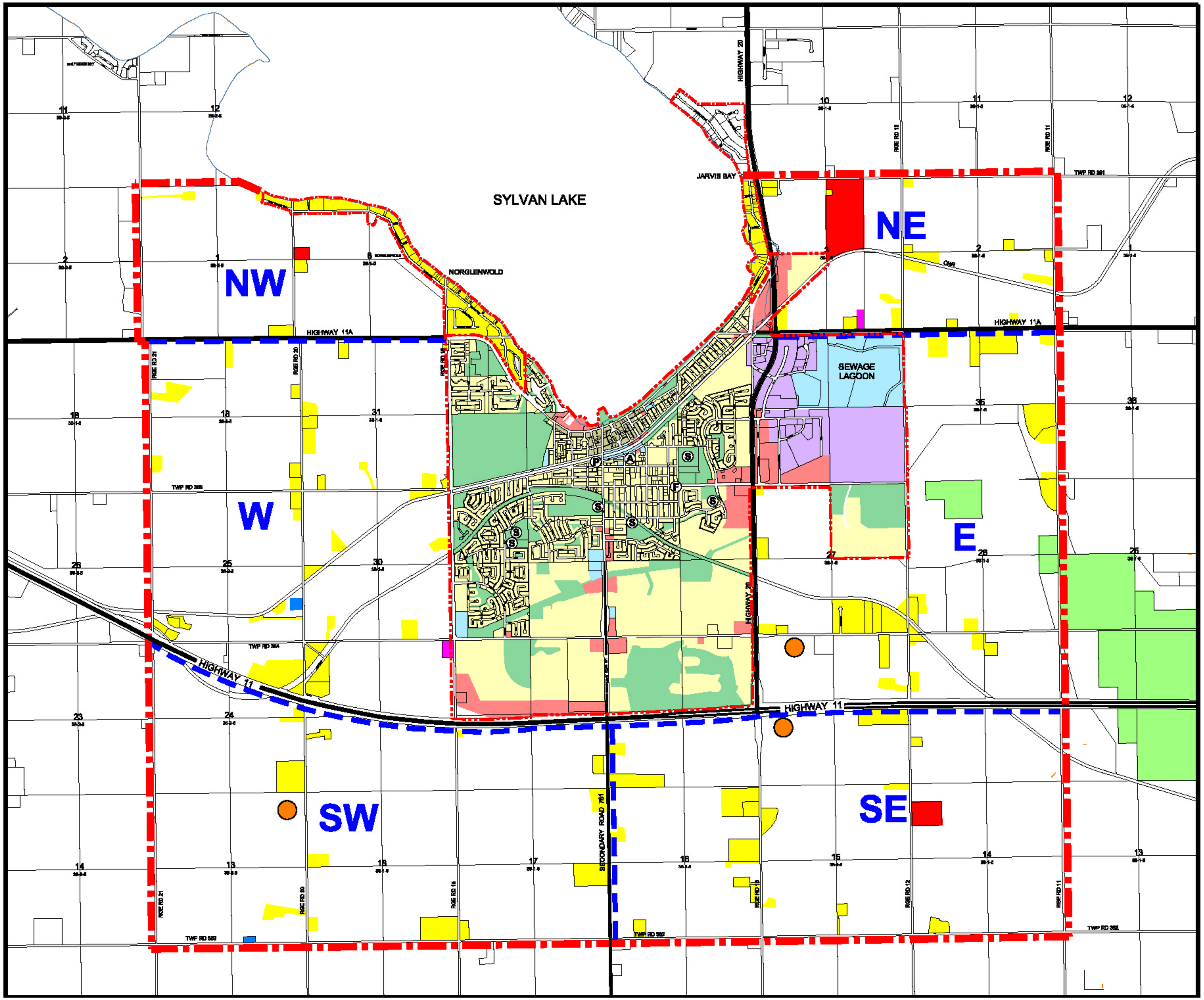
NOTE: CADASTRAL INFORMATION CURRENT AS OF JUNE 2007
AERIAL PHOTOGRAPH FLOWN 2006
ALL FEATURES SHOWN ARE CONCEPTUAL AND TO BE VERIFIED DURING DETAILED PLANNING.

JANUARY 2008

PARKLAND COMMUNITY PLANNING SERVICES

TOWN OF SYLVAN LAKE GROWTH STRATEGY

FIGURE 2: EXISTING LAND USES



- STUDY BOUNDARY
- EXISTING MUNICIPAL BOUNDARY
- GROWTH SECTOR BOUNDARY
- NE — GROWTH SECTOR LABEL
- POTENTIAL CONFINED FEEDING OPERATION (CFO)
- (A) ARENA
- (F) FIRE STATION
- (P) POLICE STATION
- (S) SCHOOL

EXISTING LAND USE ASSIGNMENTS AND DESIGNATIONS IN TOWN BOUNDARY

- COMMERCIAL
- INDUSTRIAL
- PUBLIC / INSTITUTIONAL
- PUBLIC RECREATION / OPEN SPACE
- MIXED USE
- RESIDENTIAL

EXISTING LAND USE OUTSIDE TOWN BOUNDARY

- AGRICULTURE
- COMMERCIAL
- DUCKS UNLIMITED
- PUBLIC SERVICE
- RESIDENTIAL

NOTE: CADASTRAL INFORMATION CURRENT AS OF JUNE 2007
AERIAL PHOTOGRAPH FLOWN 2006. ALL FEATURES SHOWN ARE CONCEPTUAL AND TO BE VERIFIED DURING DETAILED PLANNING

JANUARY 2008

PARKLAND COMMUNITY PLANNING SERVICES

TOWN OF SYLVAN LAKE GROWTH STRATEGY

FIGURE 3: SIGNIFICANT FEATURES

SYLVAN LAKE
JARVIS BAY
NORGLENWOLD
SEWAGE LAGOON
NW
NE
W
E
SW
SE
HIGHWAY 11
HIGHWAY 11A
HIGHWAY 20
BOUNDARY ROAD 261
TWP RD 382
TWP RD 384
TWP RD 385
RGE RD 21
RGE RD 20
RGE RD 18
RGE RD 19
RGE RD 12
RGE RD 11

- STUDY BOUNDARY
- EXISTING TOWN BOUNDARY
- GROWTH SECTOR BOUNDARY
- NE GROWTH SECTOR LABEL
- LANDFILL
- RECLAIMED LANDFILL
- ACTIVE RAILWAY
- ABANDONDED RAILWAY
- OVERHEAD TRANSMISSION LINE
- PROVINCIAL HIGHWAY DIVIDED
- PROVINCIAL HIGHWAY PAVED

OIL / GAS INFRASTRUCTURE OUTSIDE TOWN BOUNDARY

- AGT PIPELINE
- GAS PIPELINE
- HIGH PRESSURE GAS PIPELINE
- HIGH PRESSURE NATURAL GAS PIPELINE
- HIGH PRESSURE SWEET GAS PIPELINE
- MULTIPLE PIPELINE
- OIL PIPELINE
- SWEET GAS PIPELINE
- UNKNOWN PIPELINE
- WELL
- 100 METER WELL SETBACK
- GAS PLANT

PROPOSED FEATURES

- AREA OF CONSIDERATION FOR POTENTIAL TRANSMISSION FACILITIES
- NEW INTERCHANGES
- PROPOSED ROADS

NOTE: CADASTRAL INFORMATION CURRENT AS OF JUNE 2007
AERIAL PHOTOGRAPH FLOWN 2006
ALL FEATURES SHOWN ARE CONCEPTUAL AND TO BE VERIFIED DURING DETAILED PLANNING.

JANUARY 2008

PARKLAND COMMUNITY PLANNING SERVICES

TOWN OF SYLVAN LAKE GROWTH STRATEGY

LAND USE CONCEPT PREFERRED OPTION

UP TO 60,000 POPULATION

- STUDY BOUNDARY
- EXISTING MUNICIPAL BOUNDARY / 30,000 POPULATION THRESHOLD
- 45,000 POPULATION THRESHOLD
- EXISTING & FUTURE HIGHWAY
- MAJOR ROADS
- RED DEER / LACOMBE COUNTY BOUNDARY
- KEY DRAINAGE COURSE
- SUMMER VILLAGE

PROPOSED LAND USE
IN CURRENT TOWN BOUNDARY

- COMMERCIAL
- INDUSTRIAL
- LIGHT INDUSTRIAL
- PUBLIC / INSTITUTIONAL
- MAJOR OPEN SPACE
- MIXED USE / DOWNTOWN
- RESIDENTIAL

FUTURE TOWN GROWTH AREAS
OUTSIDE CURRENT BOUNDARY

- FUTURE URBAN AREA
- HIGH VISIBILITY AREAS
- FUTURE TOWN CENTRE

ADOPTED - SEPTEMBER 2008

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AERIAL PHOTOGRAPH FLOWN 2006. ALL FEATURES SHOWN ARE CONCEPTUAL AND TO BE VERIFIED DURING DETAILED PLANNING

PARKLAND COMMUNITY PLANNING SERVICES

SYLVAN LAKE
JARVIS BAY
NORGLENWOLD
LACOMBE COUNTY
RED DEER COUNTY
HALF MOON BAY
HIGHWAY 20
HIGHWAY 11
HIGHWAY 11A
TWP RD 391
TWP RD 385
TWP RD 384
TWP RD 382
RGE RD 21
RGE RD 20
RGE RD 15
RGE RD 12
RGE RD 11
SECONDARY ROAD 781
CNR
SEWAGE LAGOON
RES = 145 ha
OPEN = 34 ha
COM = 27 ha
OPEN = 20 ha
RES = 184 ha
RES = 325 ha
RES = 56 ha
COM = 25 ha
IND = 141 ha
IND = 231 ha
IND = 177 ha
IND = 115 ha
COM = 73 ha
RES = 54 ha
COM = 22 ha