



REGIONAL MUNICIPALITY
OF **WOOD BUFFALO**

Council Meeting

Jubilee Centre Council Chamber
9909 Franklin Avenue, Fort McMurray

Tuesday, April 28, 2009
6:00 p.m.

Agenda

Call to Order

Opening Prayer

Adoption of Agenda

Minutes of Previous Meetings

1. Regular Meeting – April 14, 2009

Delegations – None Scheduled

Those individuals in attendance at the meeting will be provided with an opportunity to address Council regarding an item on the agenda, with the exception of those items for which a Public Hearing is required or has been held. Consistent with all delegations, each presentation will be allowed a maximum of five minutes.

Presentations

2. Darryl Howery, Applications Consulting Management re: Fiscal Impact Model
3. D'arcy Elliott, Deputy CAO and Clark Riley, MacDonald Island Owner's Representative re: MacDonald Island Park

Public Hearings – None Scheduled

Bylaws

4. Bylaw No. 09/015 – 2009 Tax Rate Bylaw (*1st reading*)
5. Bylaw No. 09/016 – Lower Townsite Area Redevelopment Plan (*1st reading*)

Reports

6. Appointments to Council Committees (*CONFIDENTIAL pursuant to Section 23(1) of the Freedom of Information and Privacy Act*)

New and Unfinished Business

7. Notice of Motion – Councillor Vyboh

Updates

- Mayor's Update
- Reporting of Councillors on Boards and Committees
- Administrative Update

Adjournment



Request To Make A Presentation At A Council Meeting Or Public Hearing

Requests to make a public presentation must be received by 12:00 noon on the Wednesday immediately preceding the scheduled meeting/hearing. ***Presentations are a maximum of 5 minutes in duration.*** Additional information may be submitted to support your presentation.

CONTACT INFORMATION	
Name of Presenter:	Darryl Howery, Applications Consulting Management
Mailing Address:	Per the direction of D'arcy Elliott, Deputy CAO
Telephone Number:	780-425-6741 (Day) If we cannot confirm your attendance, your request may be removed from the Agenda.
E-Mail Address (if applicable):	
PRESENTATION INFORMATION	
Preferred Date of Presentation:	April 28, 2009
Topic:	Fiscal Impact Model
Please List Specific Points/Concerns: If speaking at a Public Hearing, clearly state your support or opposition to the bylaw along with any related information:	1. _____ _____ 2. _____ _____ 3. _____ _____
Action Being Requested of Council:	Presentation provided as information.

As per Procedure Bylaw No. 06/020, a request to make a presentation may be referred or denied.

Please return completed form, along with any additional information, to:

Chief Legislative Officer
 Regional Municipality of Wood Buffalo
 9909 Franklin Avenue
 Fort McMurray, AB T9H 2K4
 Telephone: (780) 743-7001
 Fax: (780) 743-7028

Please Note: All presentations are heard at a public meeting; therefore, any information provided is subject to FOIP guidelines and may be released upon request.

Applications Management Consulting Ltd.

Municipal Fiscal Impact Model OVERVIEW

**Edited Version of April 23, 2008
to the
Oil Sands Secretariat**

Fiscal Impact Analysis

- A way of determining the change in costs, revenues, and taxes of a municipality as a result of changes in:
 - The scope or type of development in the community
 - Service delivery
 - Administrative or taxation policies

Why a “Fiscal Impact Model” (FIM)

- Having a model to evaluate fiscal impacts provides the following benefits:
 - Investigate long range impacts
 - Consistency of analysis
 - Comprehensive - incorporating all relevant and important variables
 - Flexible to investigate “what if” scenarios
 - Balance accuracy with ease of use
 - Transparency of analysis inputs & outputs

What does the model do?

- Evaluates the financial consequences of growth
- Evaluates the impact of service delivery or municipal policy changes
- Explains the underlying reasons for a fiscal impact result
- Provides understanding of the sensitivity of the results to changes in key assumptions made in the analysis

What does the model

- It is not an annual budgeting tool
- It does not run “automatically”

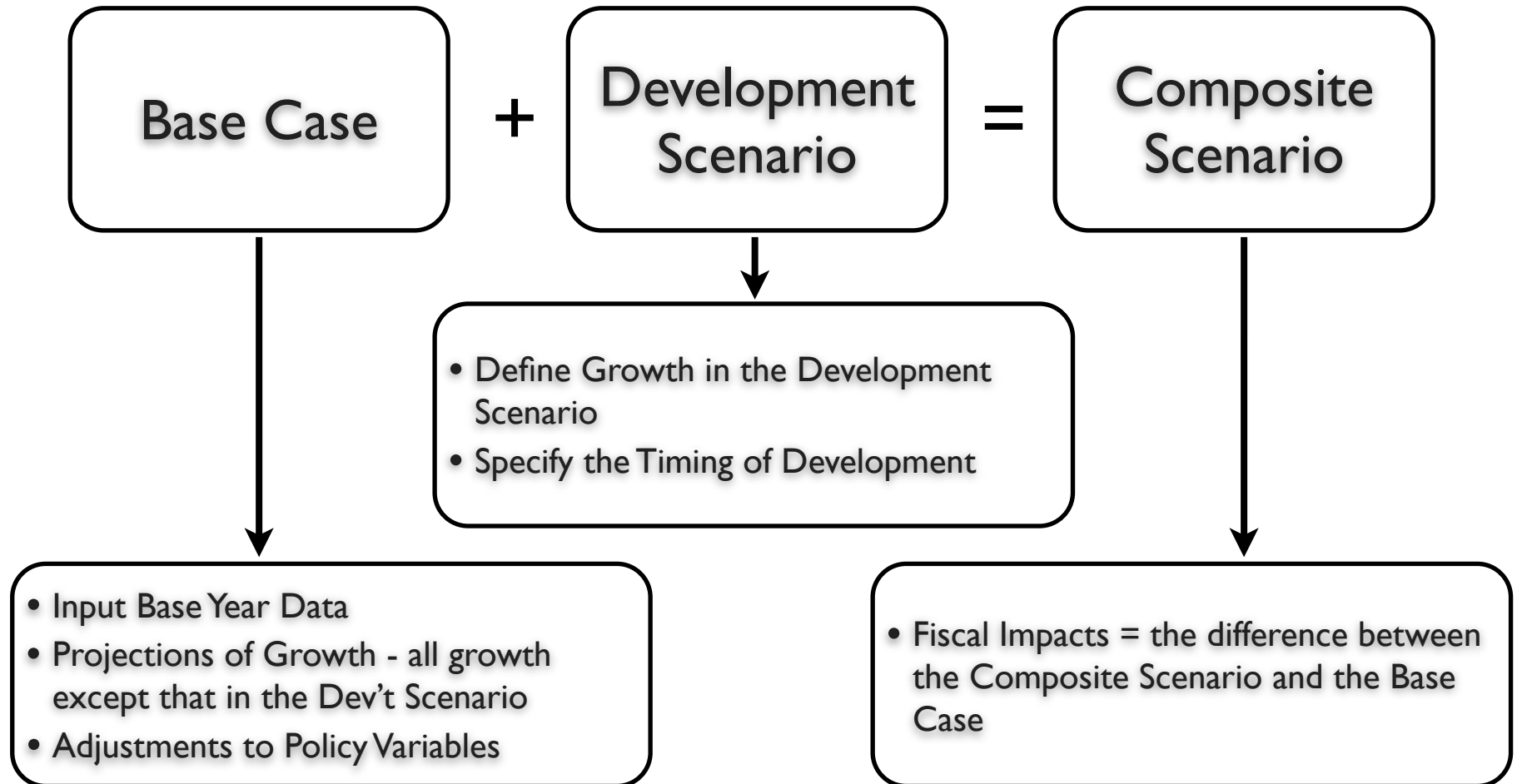
Features of RMWB's

- Long range analysis: 20 years
- Urban & Rural development
- Residential & Non-residential development
- Comprehensive: all operating & capital costs and revenues are included
- Population Module includes permanent and shadow population
- Industrial Assessment (M&E) Module

How is “impact” measured?

- Incremental Change: For any change in development or policy that will have financial consequences, the “incremental” change is measured
- Impact is defined as the consequence of this “incremental” change

Model Structure



Elements of the Fiscal Impact Model

- Operating costs
- Capital expenditures & project financing
- Operating revenues
- Operating Grants
- Growth & Development: residential & non-residential
- Assessment
- Municipal property taxes

Operating Costs

- Includes up to 20 Lines of Business (or Departments)
- Fixed and variable cost components
- Urban and rural components
- Drivers of future operating costs
- Transfers to reserves

Capital Expenditures

- Project based capital expenditures - capital plans, input from departments
- Financing assumptions:
 - Pay as you go
 - Debt financed
 - Reserves
 - Grants
 - Developer contributions
 - Other sources

Operating Revenues

- Includes up to 20 Lines of Business (or Departments)
- Cost recovery rates used to estimate department operating revenues:
 - e.g. Utilities can be set to recover all costs (100%).
- Transfers from reserves

Growth & Development

- **Base Case versus Development Scenario**
- **Urban versus rural growth**
- **Residential - population, dwelling units, area, kms of roads**
- **Non-residential - area and assessment by type of non-residential development**

Assessment

- Up to 10 categories of assessment may be defined in the model
- New growth versus appreciation / depreciation of existing base
- Stable growth versus periodic growth

Municipal Property Taxes & Other Revenues

- Municipal property taxes
- Tax sharing revenues
- Split mill rates
- Other revenue sources (e.g. business taxes, user fees, etc.) by department

Questions?



RMWB

Fiscal Impact Model Results

DRAFT

Critical Analysis Variables

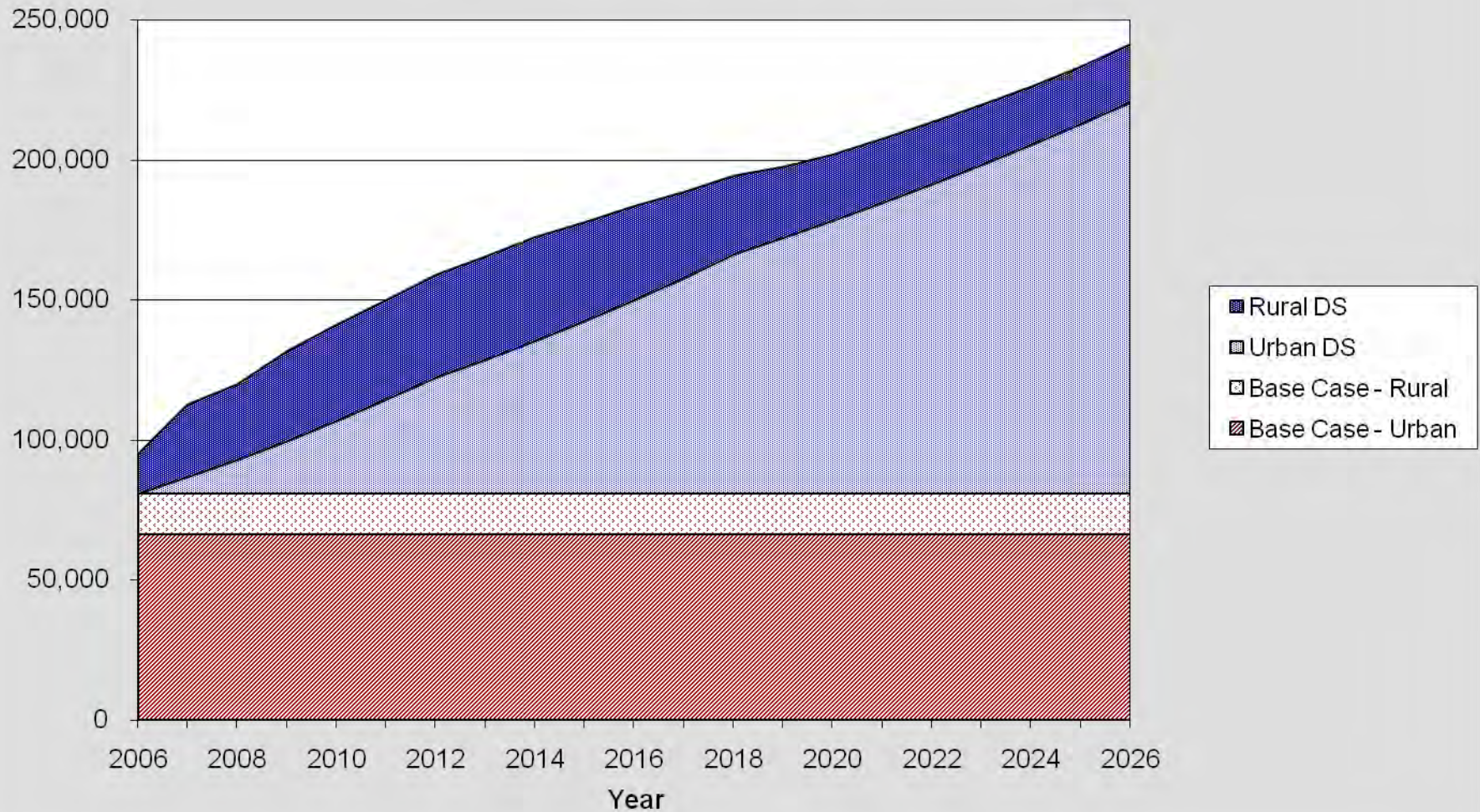
- **Growth**: The nature and rate of residential and non-residential growth drives the need for infrastructure and municipal budget cost pressures.
- **Capital Investment**: The most critical municipal cost pressure associated with growth.
- **M&E Assessment**: The rate of completion of new oil sands projects and associated machinery and equipment assessment is the most important revenue variable.

Inflation / Real Dollars

- **2006**: 2006 \$
- **2007**: 2007 \$
- **2008-2026**:
 - Operations - 2007 \$
 - Capital - 2008 \$

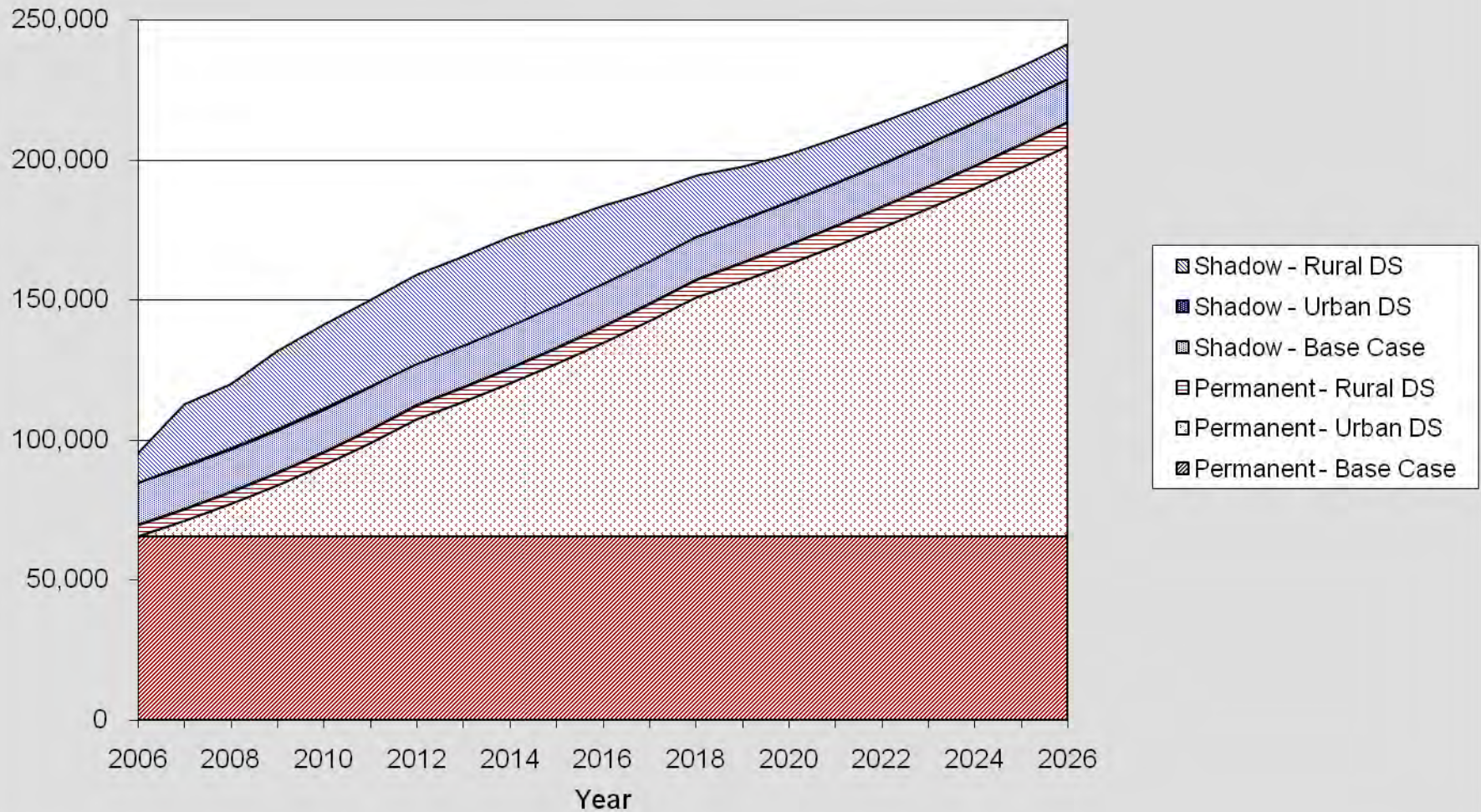
Population

Development Scenario: Inside USA + Outside USA



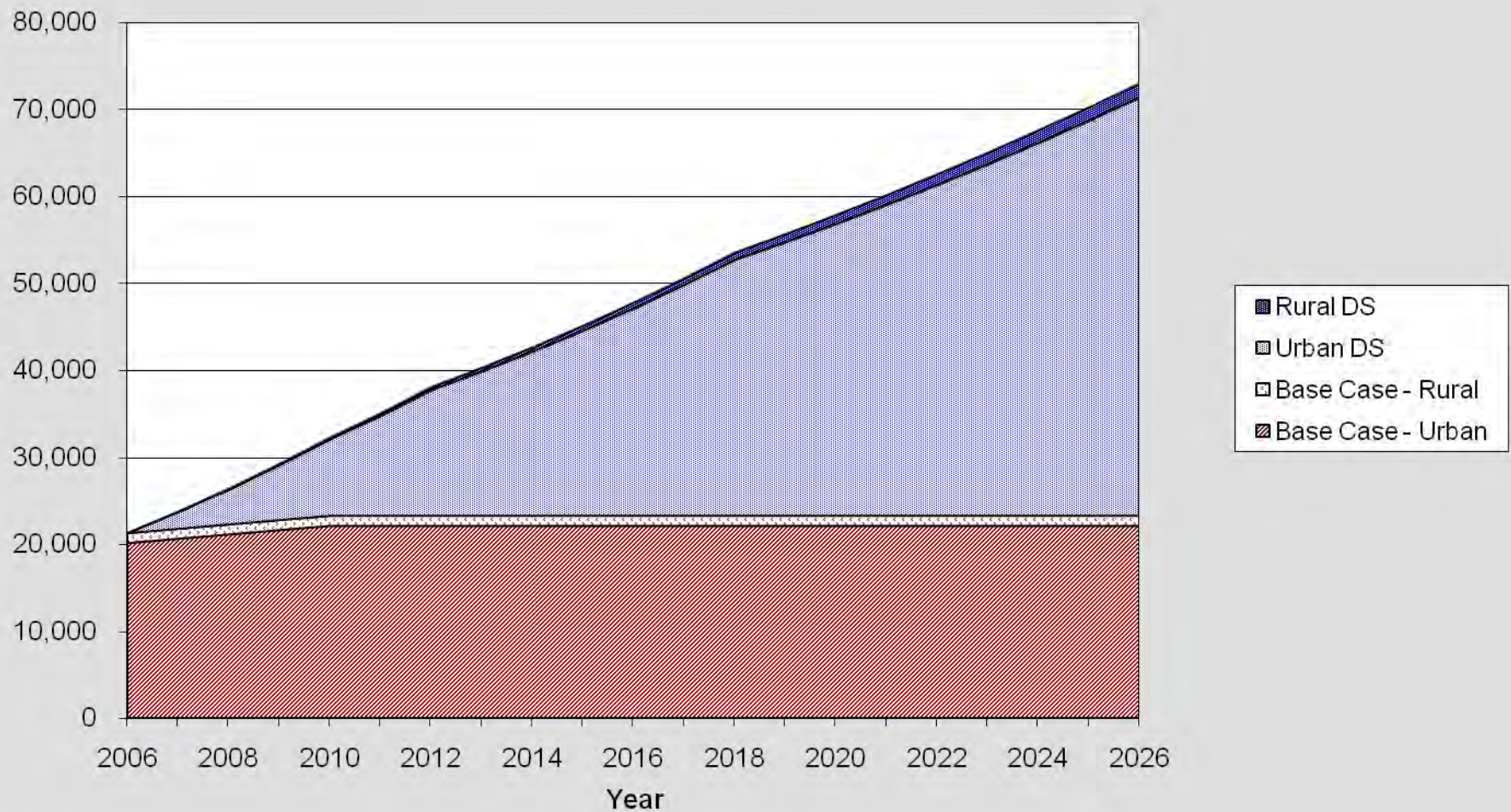
Population

Development Scenario: Inside USA + Outside USA



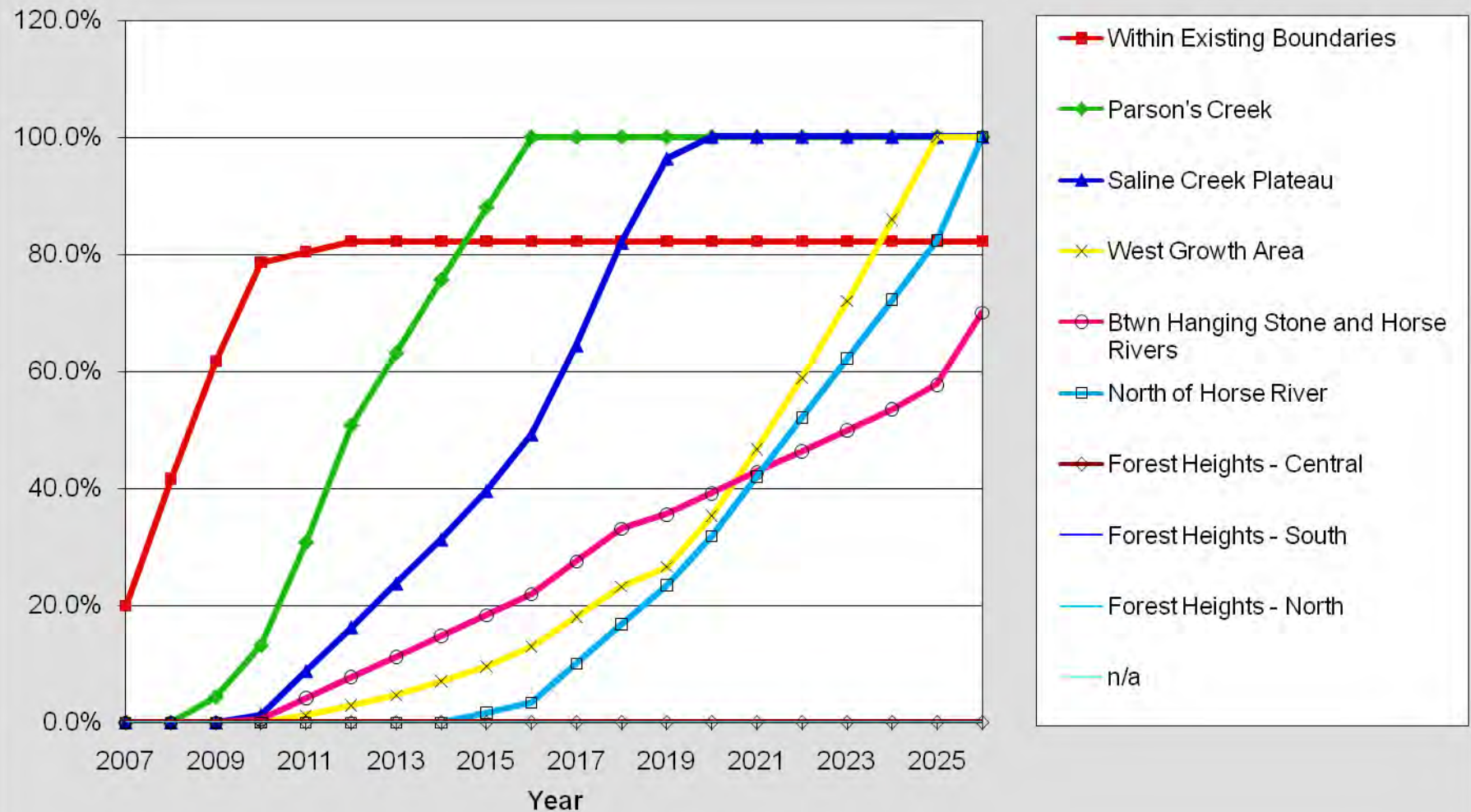
Dwelling Units

Development Scenario: Inside USA + Outside USA



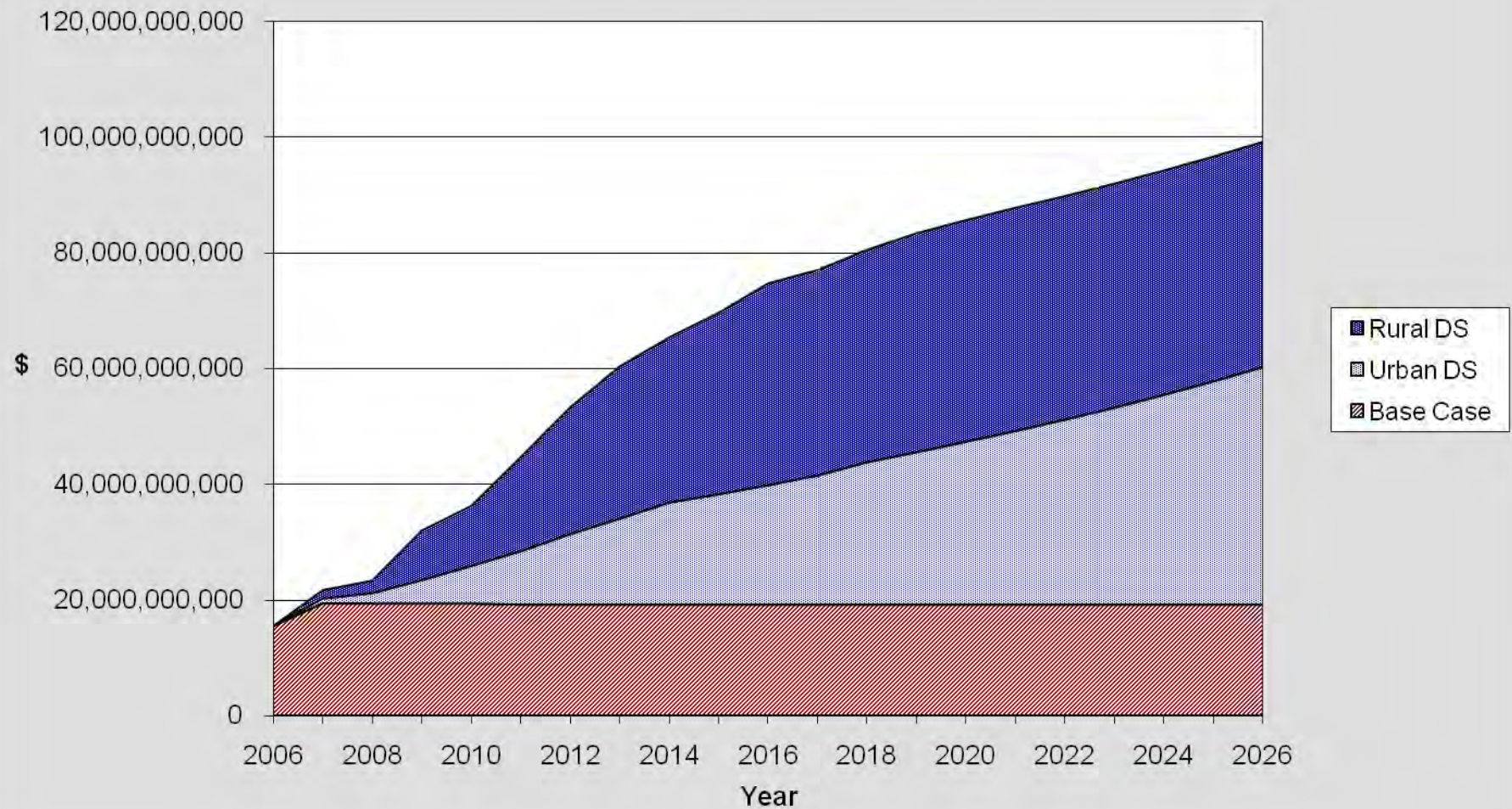
Timing of Development - Residential

Development Scenario: Inside USA



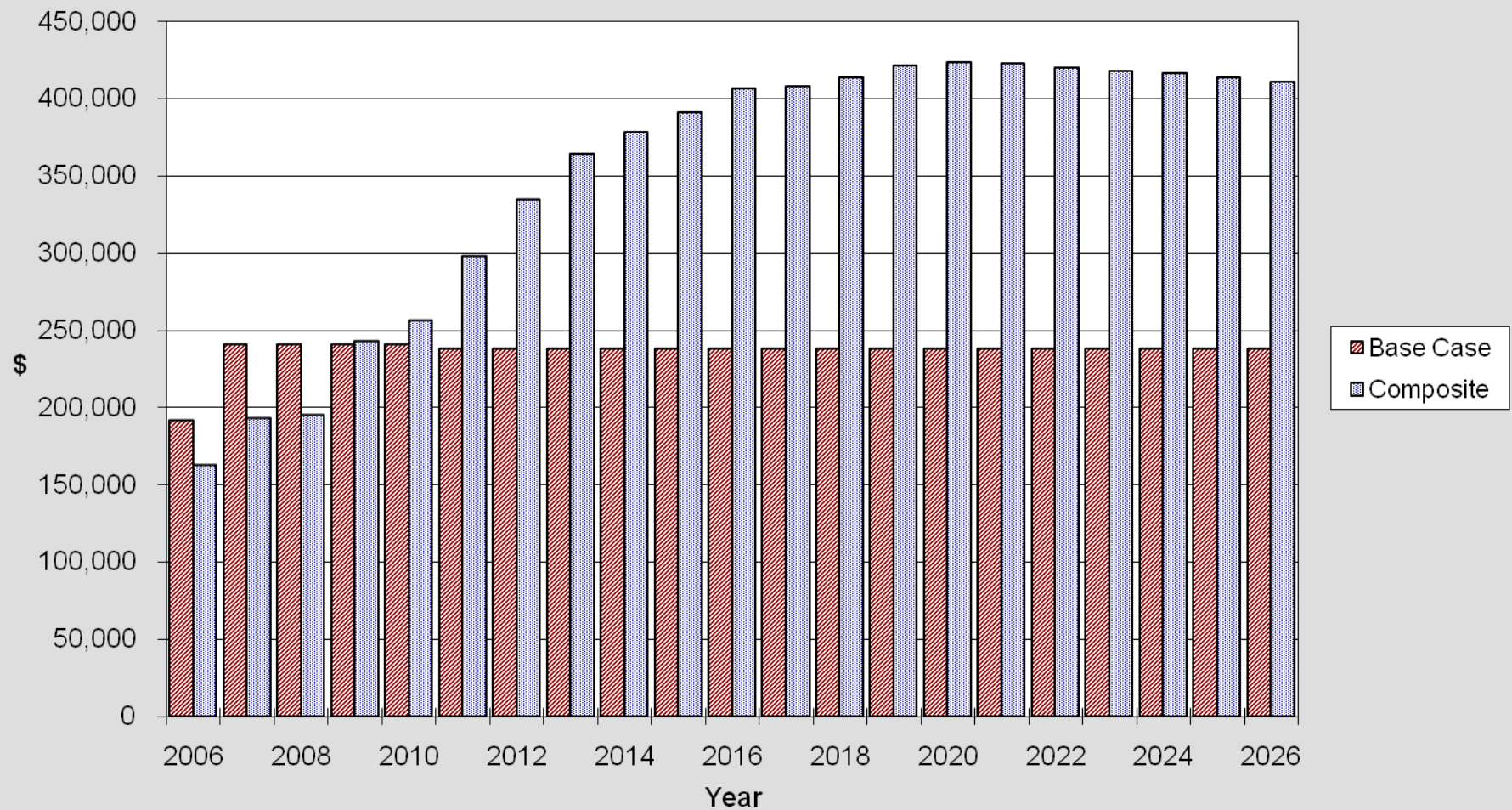
Assessment

Development Scenario: Inside USA + Outside USA



Assessment Per Capita

Development Scenario: Inside USA + Outside USA

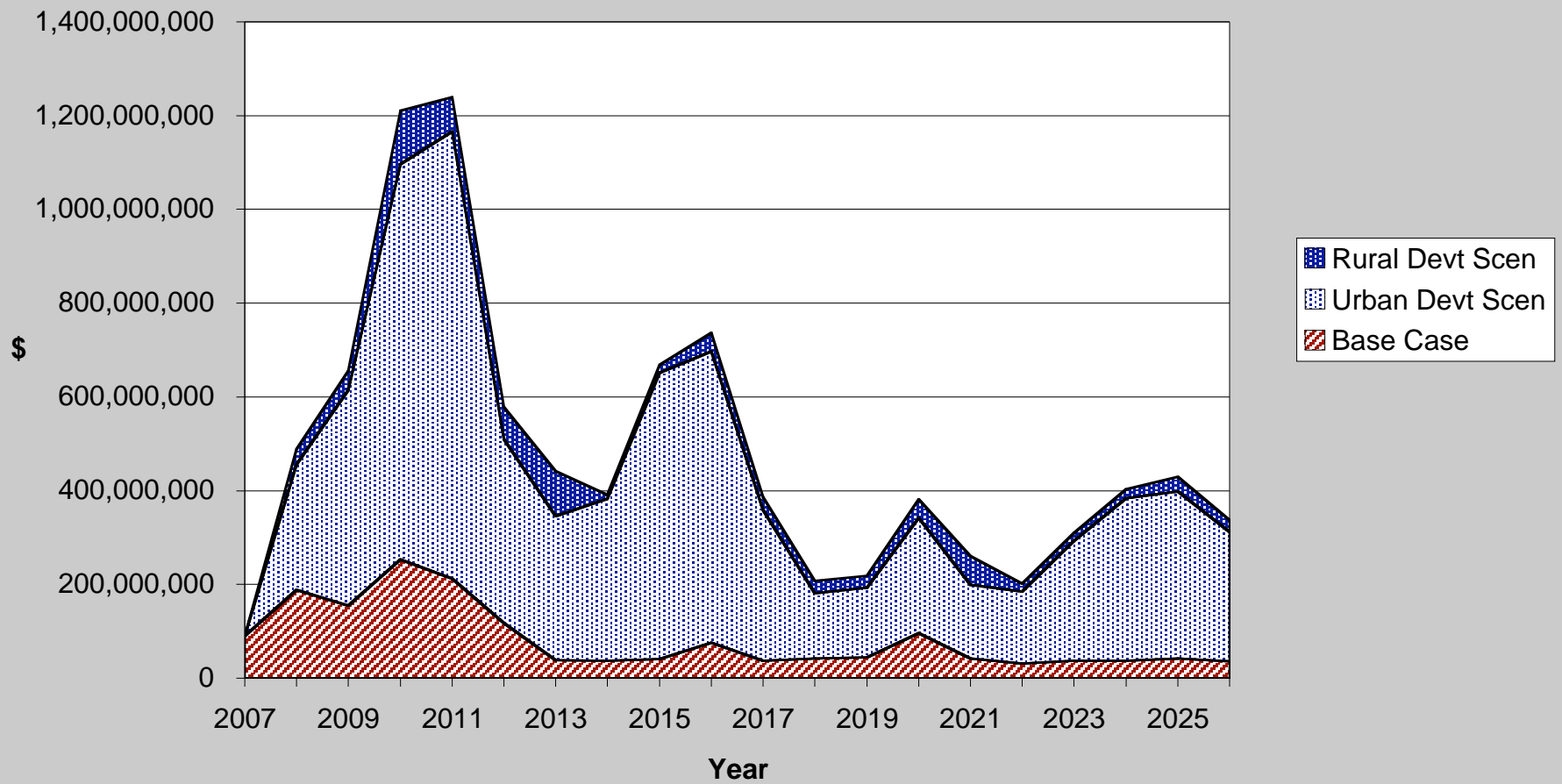


Capital Projects

- 1,304 capital projects have been defined for 2008-2026
- \$9.63 billion

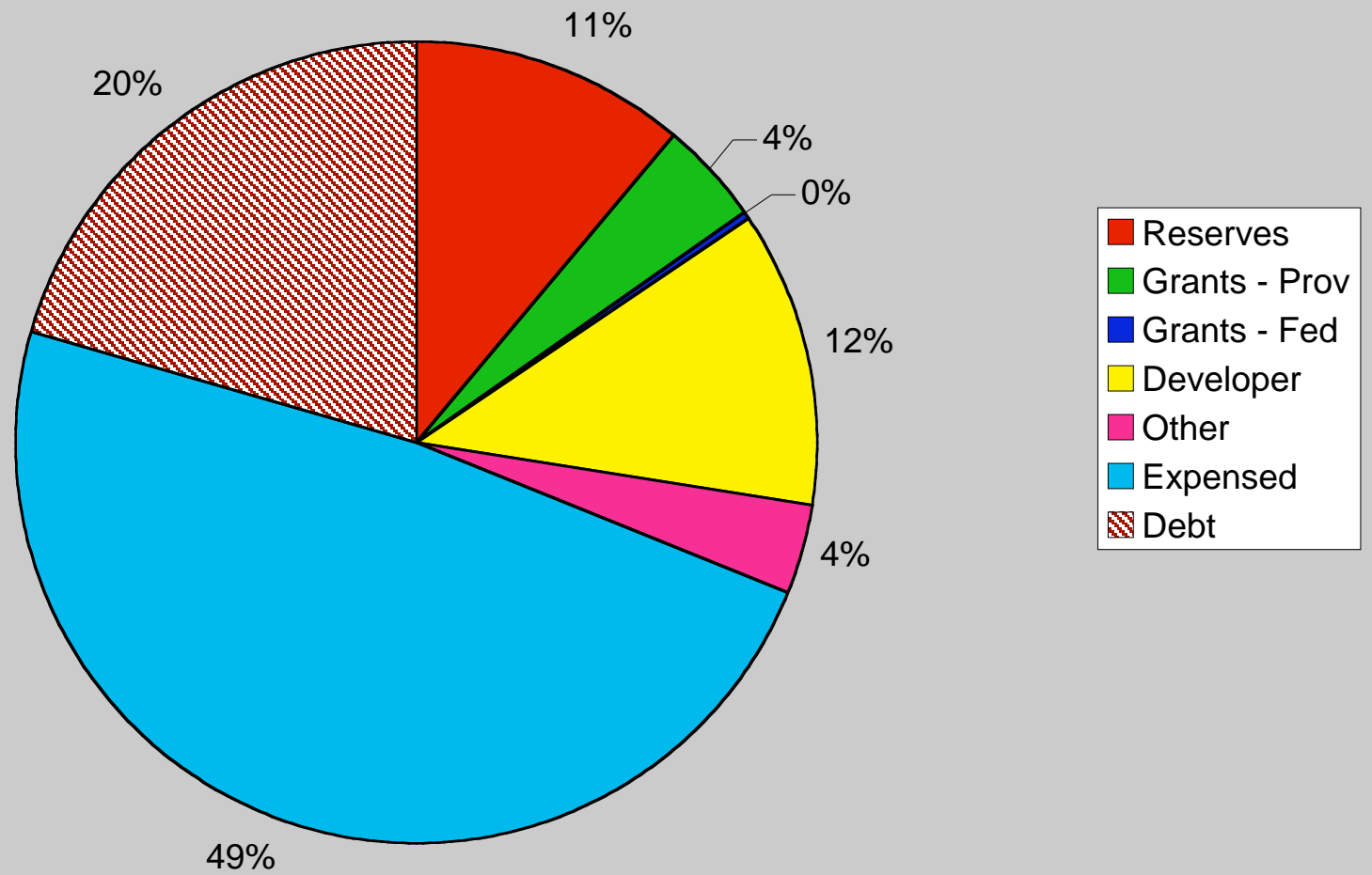
Capital Expenditures (\$2008)

Total Project Cost by



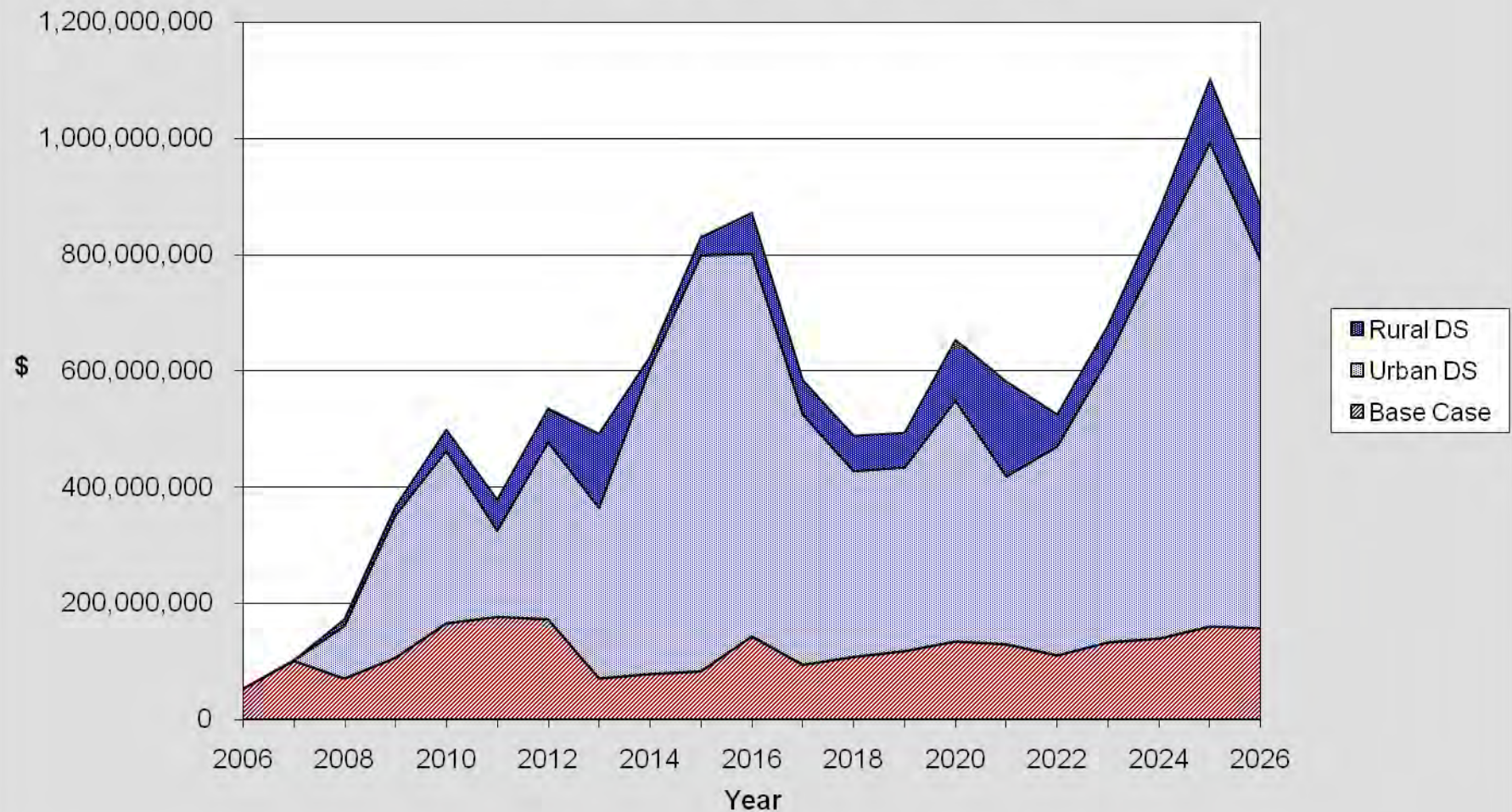
Capital Expenditures 2007-2026

(Source of Funding)



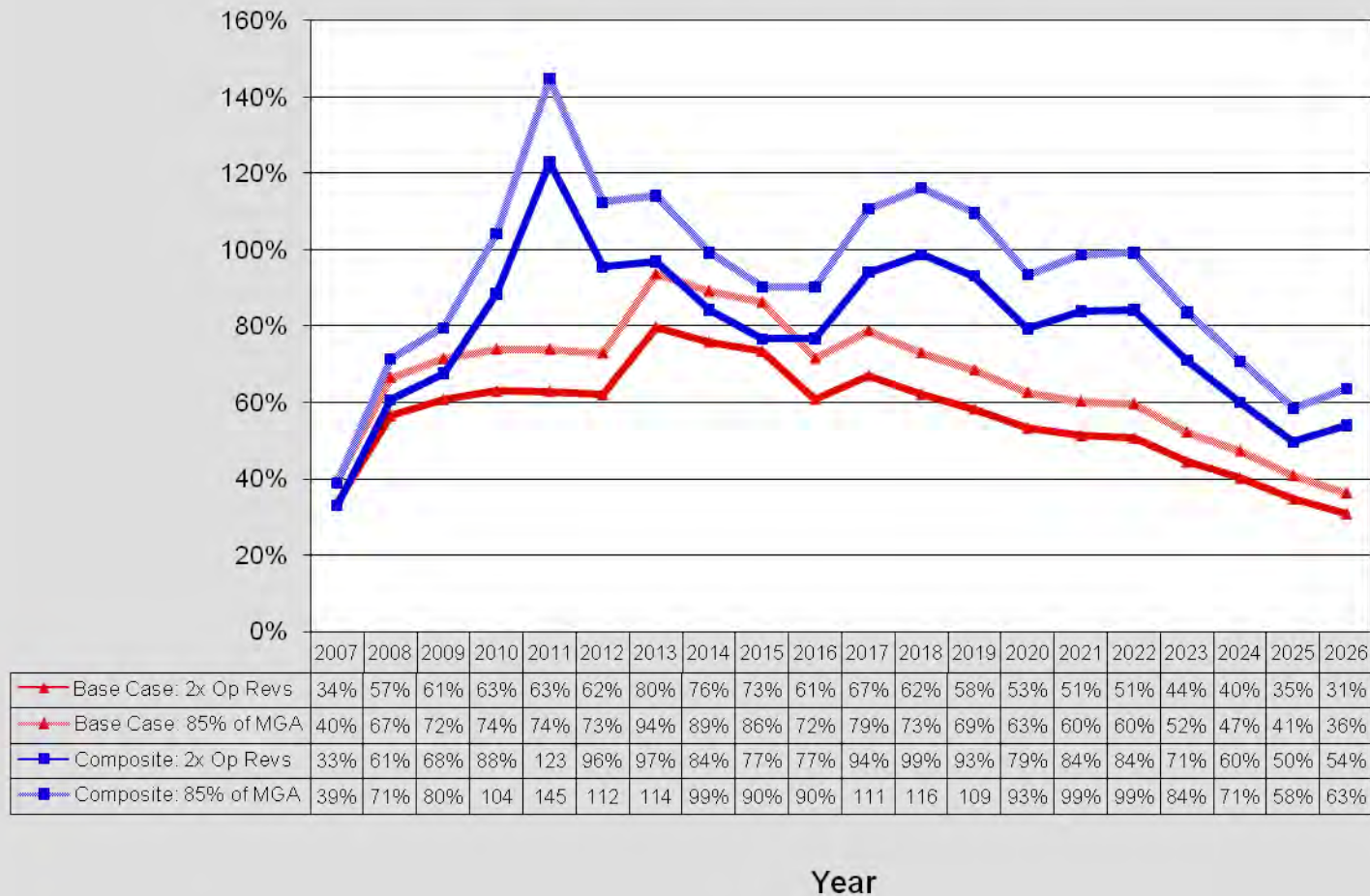
Capital Expenditures (\$ Funded From Municipal Operations - Tax / Utility)

Development Scenario: Inside USA + Outside USA



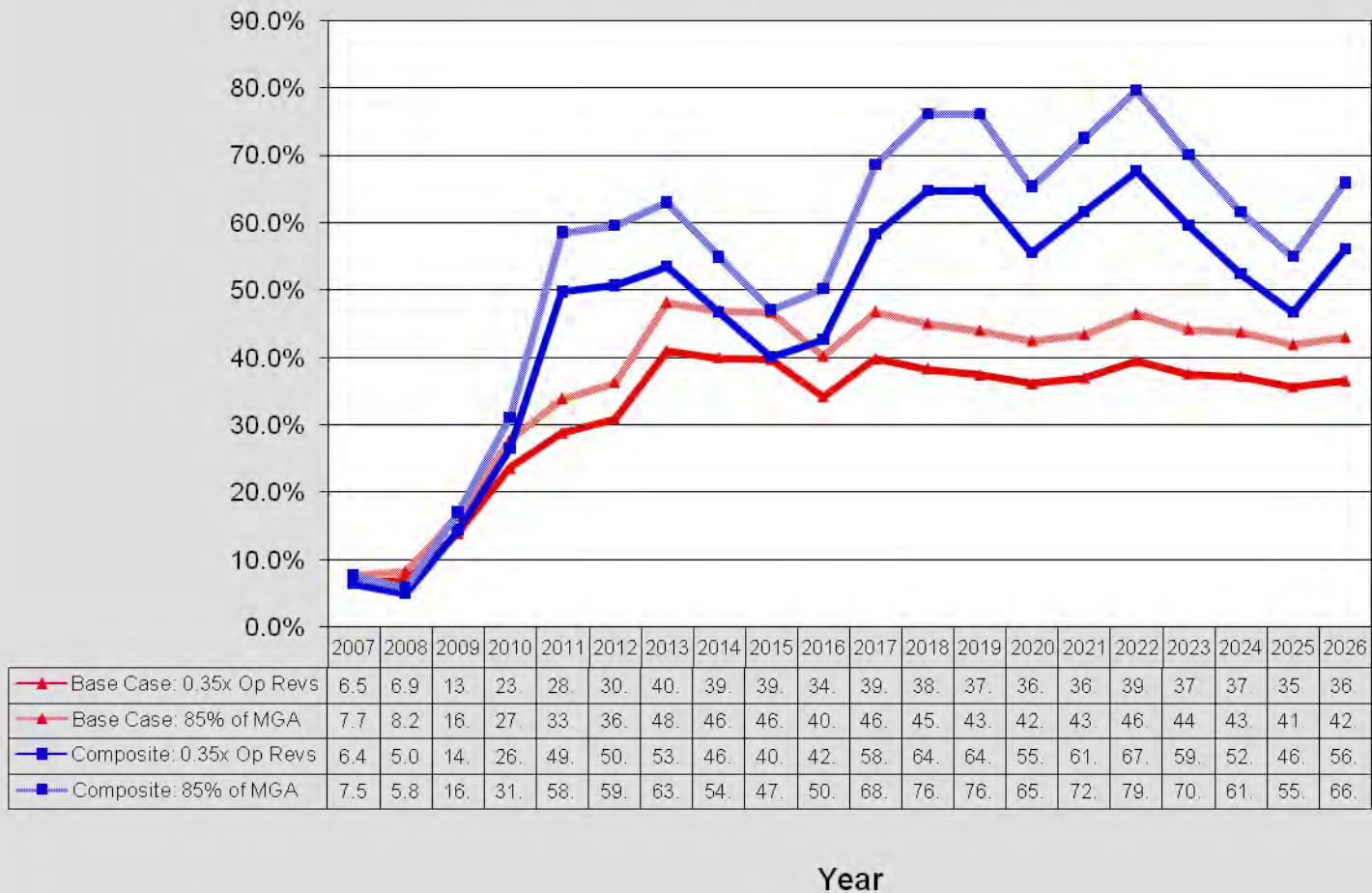
Debt Limit Calculation 2.0 X Operating Revenues

Development Scenario: Inside USA + Outside USA



Debt Service Limit Calculation 0.35 X Operating Revenues

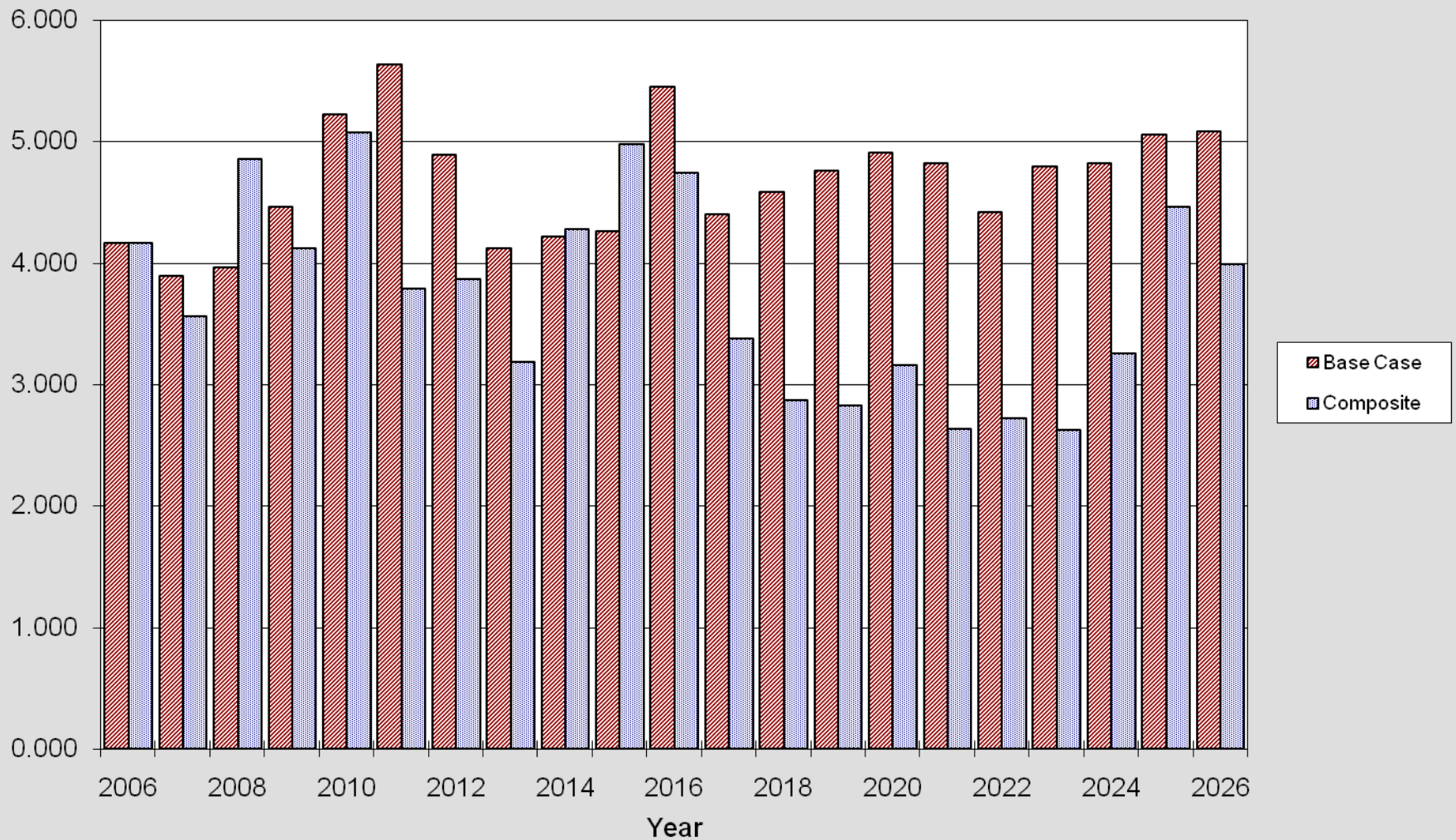
Development Scenario: Inside USA + Outside USA



Municipal Property Tax Rates - URBAN

Development Scenario: Inside USA + Outside USA

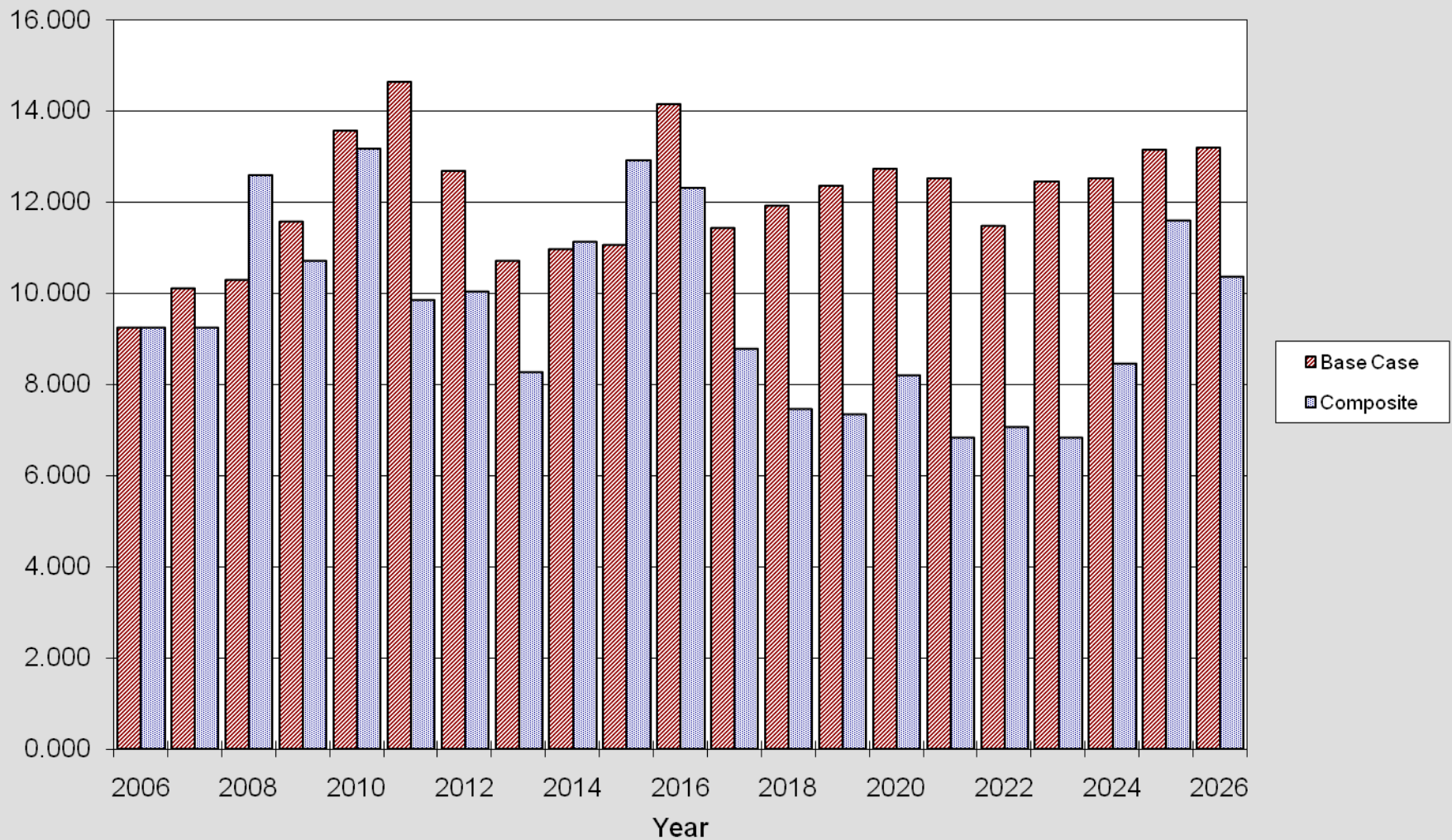
Residential



Municipal Property Tax Rates - URBAN

Development Scenario: Inside USA + Outside USA

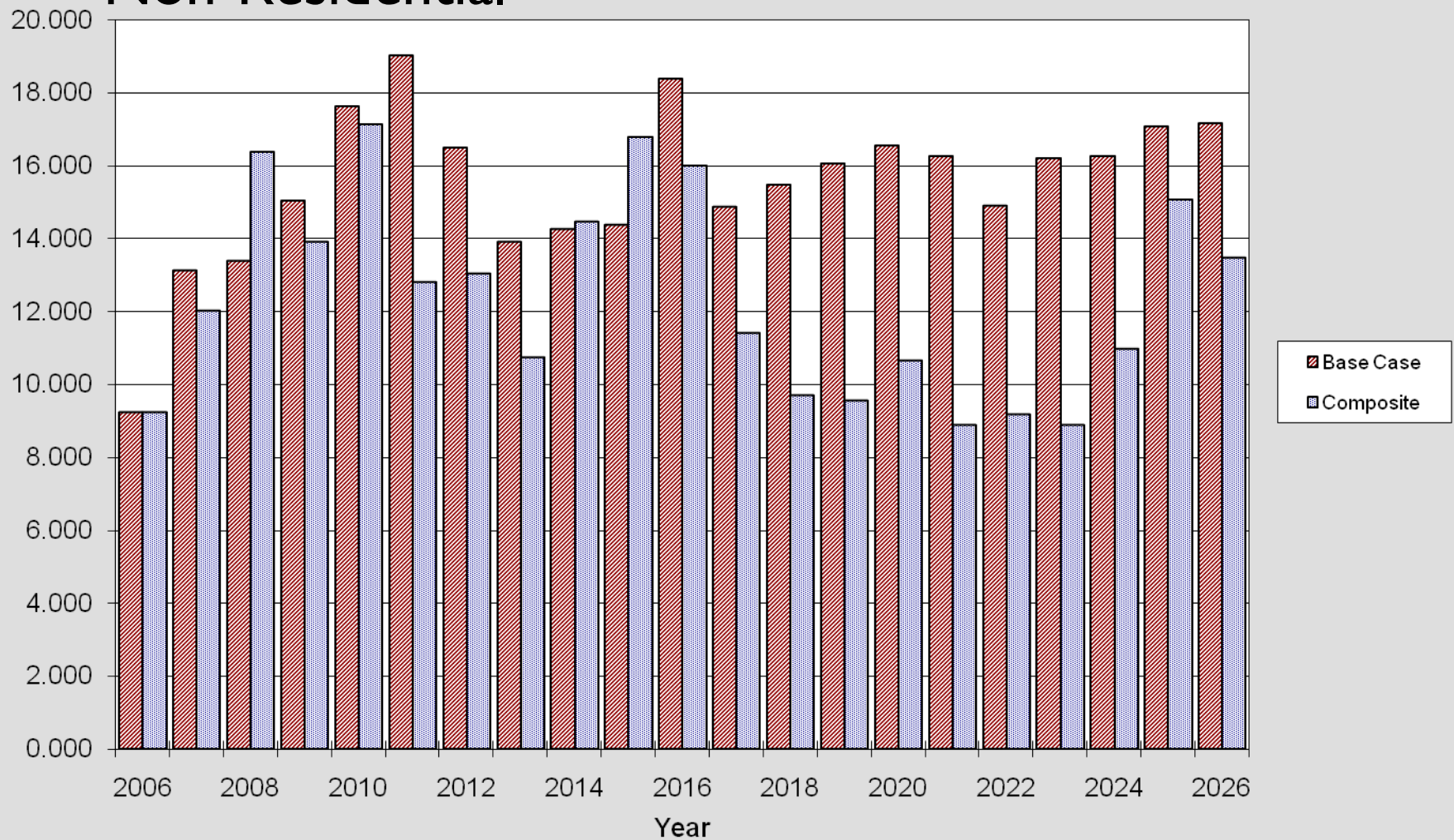
Non-Residential



Municipal Property Tax Rates - RURAL

Development Scenario: Inside USA + Outside USA

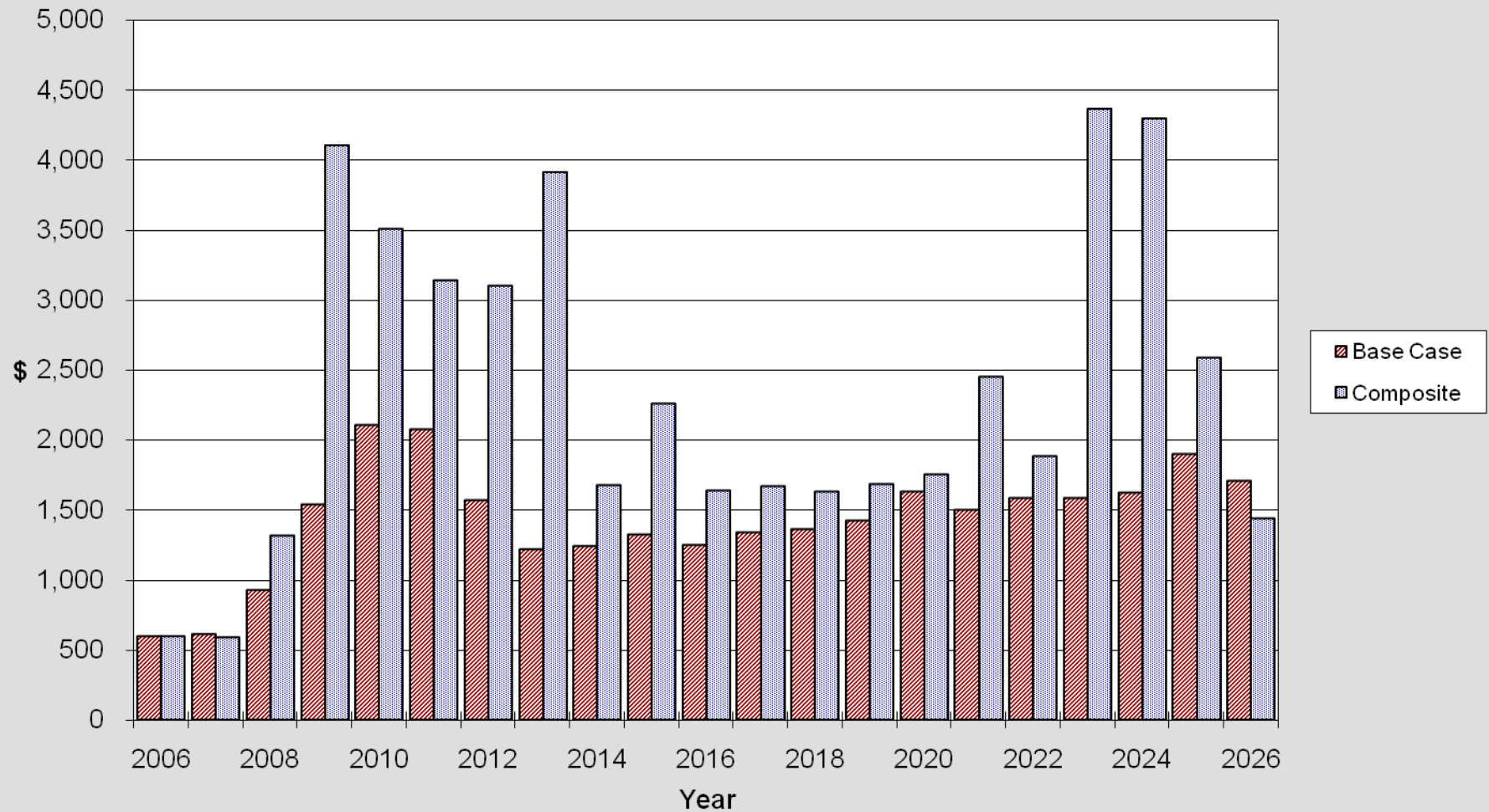
Non-Residential



Revenue Requirements Per Dwelling Unit

Development Scenario: Inside USA + Outside USA

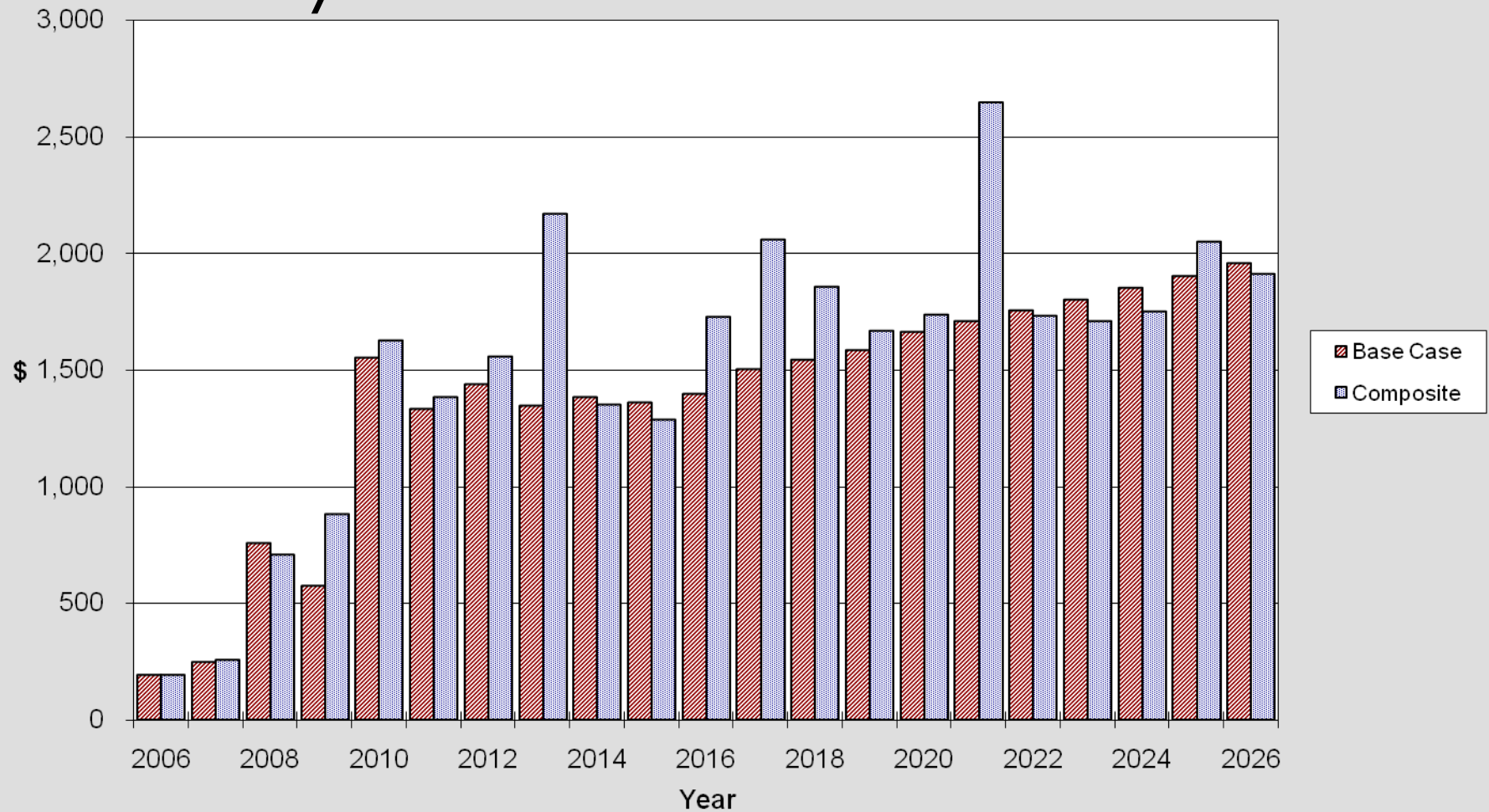
Water



Revenue Requirements Per Dwelling Unit

Development Scenario: Inside USA + Outside USA

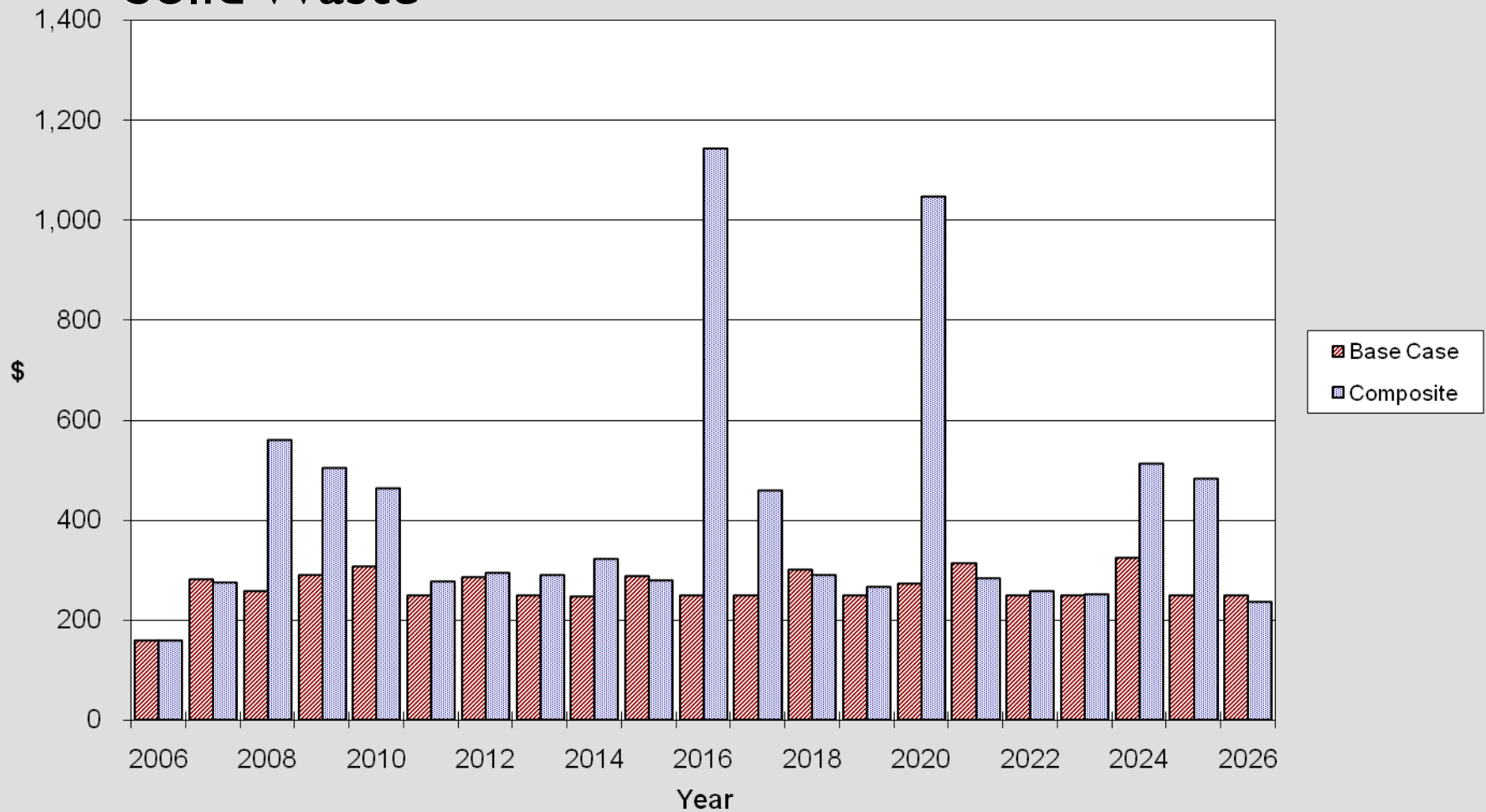
Sanitary



Revenue Requirements Per Dwelling Unit

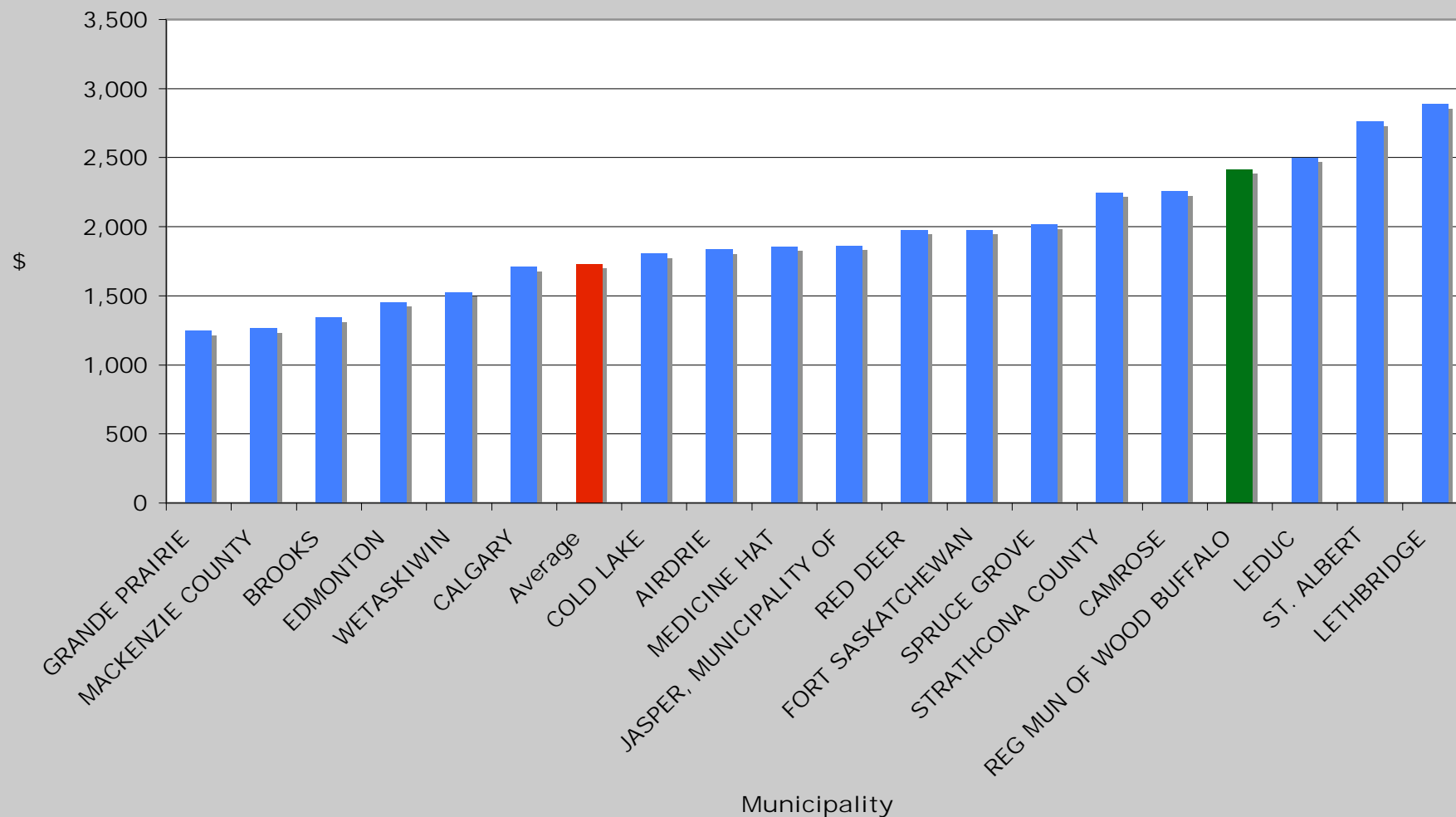
Development Scenario: Inside USA + Outside USA

Solid Waste

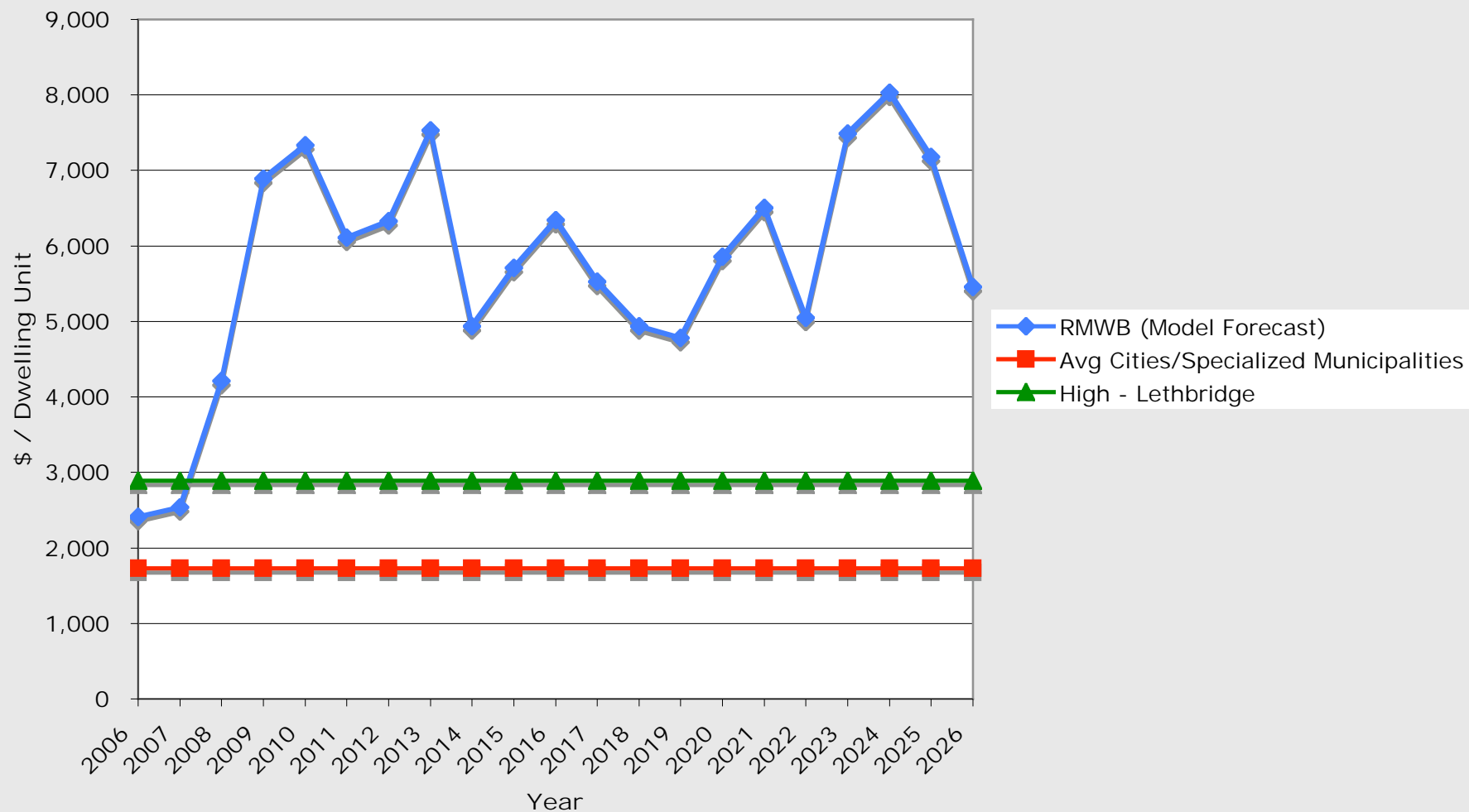


What Does This Mean?

Total Cost Per Dwelling Unit 2006 (Taxes & Utilities)



Total Cost Per Dwelling Unit (Taxes + Utilities)



ADMINISTRATIVE BRIEFING REQUEST FORM

Briefing Information:

An Administrative Briefing is an opportunity for Administration to present information or discuss sensitive issues with the Mayor and Councillors in a private environment. Administration should not expect a decision or direction from the Mayor and Councillors, at any Administrative Briefing.

Date/Department:	Deputy CAO	D'arcy Elliott	
Subject	MacDonald Island		
Objective:	To provide Mayor, Council and Senior Administration with the status of the MacDonald Island Project.		
Summary of issue:	Presentation to follow.		
Time Requested:	30 Minutes	Time allotment:	
Attendees: (include title and company)	D'arcy Elliott, Deputy CAO Clark Riley, MacDonald Island Owner's Representative		
Deputy CAO:	Recommended for Workshop April 21, 2009	_____ Deputy CAO's Signature	
Chief Administrative Officer:	Approved for Workshop	_____ Chief Administrative Officer's Signature	



REGIONAL MUNICIPALITY
OF **WOOD BUFFALO**



REGIONAL MUNICIPALITY
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MacDonald Island Park Redevelopment Project Update April 28, 2009

Anzac, Conklin, Draper, Fort Chipewyan, Fort Fitzgerald, Fort MacKay, Fort McMurray,
Gregoire Lake Estates, Janvier, Mariana Lake, Sapræ Creek Estates



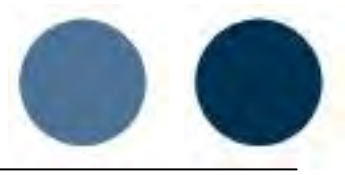
Overview - Live. Work. Play. Stay

The MacDonald Island Park Facility will contain many unique features including:

- 330,000 ft² of community – oriented amenities
- 52,000 ft² public library, triple the current size
- An aquatic centre including:
 - **A 50m ten-lane Olympic size pool,**
 - **25m four lane warm-up/cool-down pool,**
 - **family and adult whirlpools,**
 - **a splash park,**
 - **two water slides and**
 - **an inner-tube river**



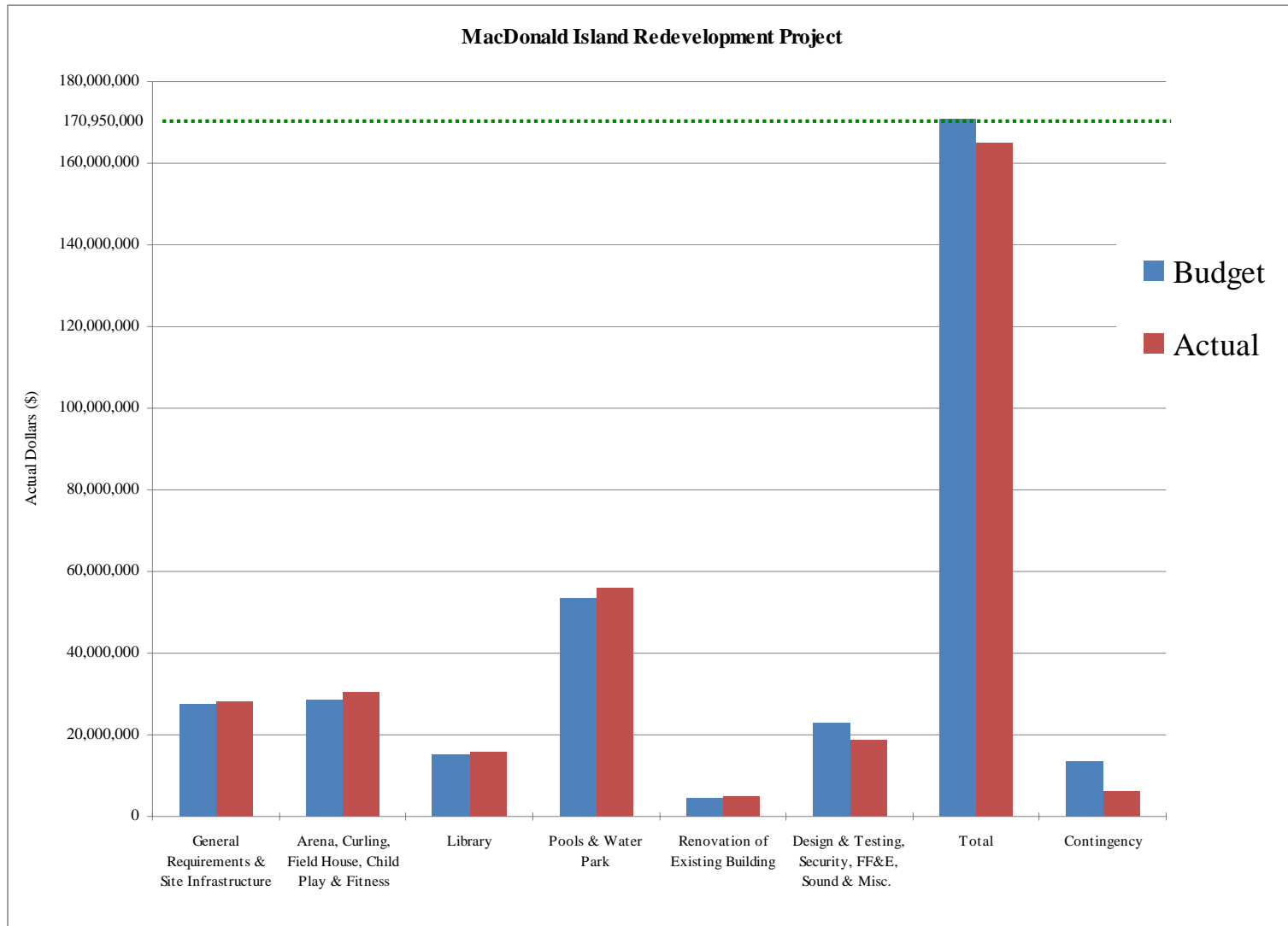
Live. Work. Play. Stay.



- A new NHL-size ice arena with 400 person seating as well as the existing ice arena
- Mini ice and leisure ice surfaces
- 8 sheets of curling ice
- 8,000 ft² fitness center
- 5,000 ft² Child Play and Child Mind area
- Two indoor field houses for volleyball, basketball, floor hockey, indoor soccer, tennis, lacrosse, tradeshows, and community events
- 240m running track viewing over field houses
- Retail space for numerous amenities



Budget – On Track



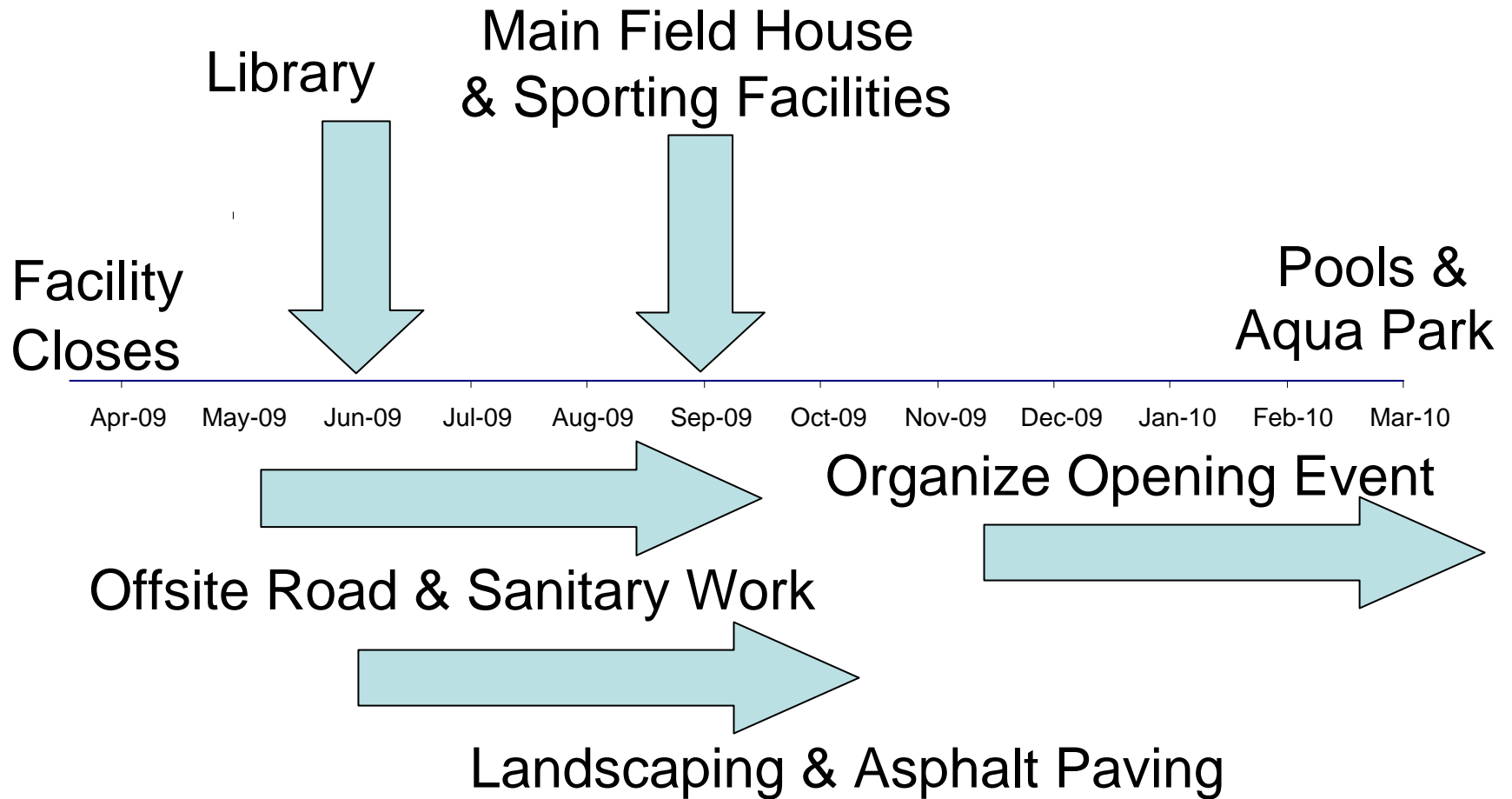


Schedule Time Lines

Area of Facility	Proposed Opening Dates
Library	June 2009
Field House	Fall 2009 (target September)
Child Mind / Child Play	
Fitness	
Renovation of Existing Building Banquet Hall, Locker Rooms	
Pools & Aqua Park	1Q, 2010 (target March)



Milestones





Progress



Main Staircase of Facility



- The main staircase of the facility has been constructed.



Progress



Main 1st floor Corridor



- Block work is completed, drywall and ceilings are currently underway.



Progress



1st Floor Library



- The majority of the furniture has arrived and is currently being installed.



Progress



2nd Floor Library



- The majority of the furniture has arrived and is currently being installed.



Progress



Water Park Structure



- The structural steel and roof decking are complete. The piping and equipment installation has begun.



Progress



Pool Area



- The majority of the work at the roof level of the pool is complete.



Progress



Change Room of Pool



- Change room walls have been erected and the tiling has begun in the first of the three change rooms.



Progress



Basement – East of Pools



- The installation of equipment and piping is continuing.



Progress



Field House – Track Level



- Soccer Boards have been installed, with the exception of glass.



Progress



Field House – Field Level



- Soccer Boards have been installed, with the exception of glass.



Progress



Child Play / Child Mind Area



- Child Play – Work continuing
- Child Mind – Work continuing



Progress



Fitness Area



- Work in the fitness area is continuing.



Progress



Pavilion – Lounge



- The Pavilion is open for business.



Progress



Pavilion – Pro Shop / Banquet Room



- The Pavilion is open for business.



Progress



Pavilion – Deck



- The deck is a major asset of the pavilion which includes both covered and uncovered areas.



Looking Forward

Opening issues

- Construction completed, FF&E in and ready as well as operator staffed and has the ability to operate the facility for the proposed opening date

Roadway

- Construction of the roadway will be manage to ensure that there is always both a construction and a public entrance to facility

Sanitary Sewer

- Will be fully installed before opening complete facility

St. John's Ambulance Building

- Recognized as a Historic Building - cannot be moved
 - Community Services working on plan

Subject: Bylaw No. 09/015 - 2009 Tax Rate Bylaw**APPROVALS:**

Henk van Waas, General Manager, Assessment and Taxation
Kevin Greig, Deputy Chief Administrative Officer
Rodney Burkard, Chief Administrative Officer

Administrative Recommendation(s):

1. THAT Bylaw No. 09/015, being the 2009 Tax Rate Bylaw, be read a first time.

Summary:

In accordance with the *Municipal Government Act*, the Regional Municipality of Wood Buffalo is required, annually, to pass a Tax Rate Bylaw. The bylaw establishes the rates at which various property classes are to be taxed and is calculated based on the total assessment value of all properties within each of the property classes throughout the Municipality (Urban and Rural Service Areas).

Assessment valuation methods are prescribed by the Provincial Government and vary between property types. The tax levied on all residential and commercial properties is calculated by applying the tax rate against the individual property's market value assessment as of July 1st of the previous year. Machinery and equipment and linear property are assessed based on a regulated cost approach.

Property taxes are levied to raise revenue to fund municipal expenditures and external requisitions from Alberta Education, and seniors' housing (Ayabaskaw and Rotary House). With respect to requisitions for provincial education and seniors' housing, the requisitioning authority's tax rates are calculated based on the amounts they request. In imposing the necessary tax levy, it is important to note that the Municipality simply acts as a collector of the funds and has no authority to refuse or change the amount requested by external requisitions.

A typical residential property tax notice will consist of three components: a municipal levy, an Alberta Education requisition levy, and a levy for seniors' housing. The total amount of property taxes paid will vary based on the actual assessment value, and the respective tax rate applied against the various property classes.

Background:

In 2005 and 2006, our Council presented two resolutions to both the Alberta Urban Municipalities Association and Alberta Association of Municipal Districts and Counties concerning machinery and equipment assessments. The resolutions called for the abolishment of the immediate 25% depreciation allowance and repealing *Municipal Government Act Section 354 (3.1)* which requires machinery and equipment to be taxed at the same rate as non-residential properties. These resolutions would enable the Municipality to fairly distribute taxes.

Although supported unanimously by both associations and forwarded to the Provincial Government, to date there has been no positive government response.

In 2006, the Regional Municipality of Wood Buffalo intervened in three Alberta Energy and Utility Board hearings. The Board recognized that there is a need for immediate Federal and Provincial Government funding for the accelerated infrastructure growth in the Municipality. In 2006, the Radke Report recommended immediate substantial direct funding to the Municipality. Although funding has been made available from the Provincial Government, the amount is not sufficient to cover projected infrastructure costs facing the Municipality. This was further verified through the Fiscal Impact Model, which confirms the Municipality requires over \$9 Billion dollars in infrastructure and services.

In 2007, Administration petitioned the Provincial Government to strike *Section 291* from the *Municipal Government Act*. This action would allow the Municipality to tax oil sand developments as they are being built, thereby financing infrastructure costs as the developments come on line. The Government acknowledged in 2008 that it was time to start consultations with stakeholders, but as of this date, no commitment to hold stakeholder consultations has been made by the Provincial Government.

In order to assist with the understanding of the following 2009 tax rate recommendations, the following clarifications are provided:

- Property tax remaining neutral simply means that the Municipality will collect the same Municipal tax revenue for the 2009 tax year as it did in the 2008 tax year on properties (as a group) which existed in 2008. Market values in the residential property tax classes experienced differing market value increases due to factors such as locational influences and as such, individual properties may experience increases or decreases in taxes.
- The overall total tax revenue collected for the residential property classes will increase as a result of new properties being taxed for the first time in the 2009 taxation year. New properties are referred to as “construction growth”.

Administration has used the following approach to establish tax rates for the 2009 Tax Rate Bylaw:

- Urban Residential and Rural Residential property taxes (as a group) remain neutral, with additional taxes collected from first time new properties
- Urban Other Residential property taxes (as a group) remain neutral, with additional taxes collected from first time new properties
- Urban Non-Residential property taxes (as a group) be increased 5%, with additional taxes collected from first time new properties
- Rural Non Residential property taxes (as a group) be increased 20%, with additional taxes collected from first time new properties

Since Council approval of the 2009 Operating Budget in late 2008, revenue expectations associated with the rural non-residential assessment class for the 2009 taxation year have not been realized resulting in an estimated \$24.5 million taxation shortfall.

Administration's taxation strategy for the years 2010 – 2012 is as follows.

Urban Residential, Urban Other Residential, and Rural Residential property taxes

- 2010 (as a group) remain neutral, with additional taxes collected from first time new properties
- 2011 – 2012 strategy will be updated as information becomes available

Urban Non Residential property taxes

- 2010 – 2012 (as a group) be increased 5%, with additional taxes collected from first time new properties

Rural Non Residential property taxes

- 2010 (as a group) be increased 20%, with additional taxes collected from first time new properties
- 2011 – 2012 strategy will be updated as information becomes available

Alternatives:

1. Amend the approved 2009 operating budget by decreasing the amount to be allocated to the Capital Infrastructure Reserve by an estimated \$24.5 Million. This is the recommendation from Administration as contained in the report and proposed bylaw.
2. Raise additional taxes required for the taxation revenue shortfall by an estimated \$24.5 Million.

Budget/Financial Implications:

The Fiscal Impact Model outlines a need for funding exceeding \$9 Billion in order to service a growing population. Although the current recession has likely impacted these projections, and the expected population may be less than projected in the model, the required funding is still tremendously significant. A reduction in the proposed tax increases would further diminish the Municipality's ability to obtain the required revenues to address prior, current and future infrastructure and services needs. As such, no fundamental change to the taxation strategy is proposed.

The Municipality should strive for a debt limit comparable to other cities. It is not prudent to increase debt since this limits financial capacity in times of economic decline.

Rationale for Recommendation:

- In order to support future population growth and quality of life amenities for our citizens, the Municipality should maintain a long term taxation perspective and not fall into short term decisions regarding the collection of taxation revenues for capital infrastructure requirements.
- As a result of oilsands plants not coming on line by the end of 2008 as originally stated by plant representatives, Municipal tax revenues are less than projected. Assessment growth (which translates into taxation growth) for the next three year period is predicted to be minimal.

- The Municipality requires a stable source of revenue and industry desires a predictable taxation regime. The Municipality should strive to flatten out over the long term the “peaks and valleys” created by market conditions.
- Assessment and Taxation administration has received no complaints from industry stakeholders regarding the proposed 20% taxation increase in the rural non-residential assessment class for the 2009 taxation year.

Attachments:

1. 2009 Tax Rate Bylaw

BYLAW NO. 09/015

BEING A BYLAW OF THE REGIONAL MUNICIPALITY OF WOOD BUFFALO TO AUTHORIZE THE SEVERAL RATES OF TAXATION TO BE IMPOSED FOR THE RURAL AND URBAN SERVICE AREAS FOR THE 2009 FISCAL YEAR.

WHEREAS the operating expenditures for the Regional Municipality of Wood Buffalo as approved in the 2009 Operating Budget total \$494,291,264; and

WHEREAS Local Improvement Program levies total \$441,607 as approved in the 2009 Operating Budget; and

WHEREAS the operating revenues for the Regional Municipality of Wood Buffalo from sources other than taxation levies as approved in the 2009 Operating Budget total \$79,419,203; and

WHEREAS Section 357 (1) of the Municipal Government Act provides that the Municipal Tax Bylaw: "may specify a minimum amount payable as property tax....." and the Regional Municipality of Wood Buffalo has resolved to establish a minimum tax;

WHEREAS the Alberta School Foundation has issued the following requisitions to the Regional Municipality of Wood Buffalo, namely:

- | | | |
|------|-------------------------------|---------------|
| (i) | for residential and farm land | \$ 13,446,320 |
| (ii) | for non-residential | \$ 16,335,142 |

WHEREAS the Fort McMurray R.C.S.S.D. #32 has made the following Requisitions to the Regional Municipality of Wood Buffalo, namely:

- | | | |
|------|------------------------------|------------|
| (i) | for residential and farmland | \$ 781,053 |
| (ii) | for non-residential | \$ 126,663 |

WHEREAS the Ayabaskaw House has made the following Requisition to the Regional Municipality of Wood Buffalo, namely:

- | | | |
|-----|------------------------|------------|
| (i) | for all property types | \$ 275,000 |
|-----|------------------------|------------|

WHEREAS the Rotary House Senior Lodge has made the following Requisition to the Regional Municipality of Wood Buffalo, namely:

- | | | |
|-----|------------------------|--------------|
| (i) | for all property types | \$ 1,563,000 |
|-----|------------------------|--------------|

WHEREAS Section 10 of the Order in Council No. 817-94 bringing about the amalgamation of Improvement District 143 and the City of Fort McMurray, which became effective on the 1st day of April, 1995, allows the Municipality, by Bylaw, to establish different rates of taxation for the Fort McMurray Urban Service Area and the Rural Service Area for each assessment class or sub-class referred to in Section 297 of the Municipal Government Act; and

WHEREAS the net annual tax levy requirements of the Regional Municipality of Wood Buffalo for the 2009 Fiscal Year are estimated to be:

MUNICIPAL PURPOSES

\$414,491,759

WHEREAS the total Regional Municipality of Wood Buffalo Rural Service Area assessment of land, buildings, and improvements from which tax levy requirements may be raised total \$19,856,091,448; and

WHEREAS the total Regional Municipality of Wood Buffalo Urban Service Area assessment of land, buildings, and improvements from which tax levy requirements may be raised total \$13,689,655,140; and

WHEREAS it is deemed necessary to impose several rates of taxation for the 2009 Fiscal Year, as hereinafter set out, against those properties from which the tax levy requirements may be raised;

NOW THEREFORE, the Council of the Regional Municipality of Wood Buffalo, in the Province of Alberta, duly assembled, hereby enacts, pursuant to Sections 353 and 354 of the Municipal Government Act the following:

1. THAT the General Manager of Assessment and Taxation shall be authorized and required to levy the rates of taxation as shown following against the assessed value of all lands, buildings, and improvements as shown upon the Municipal Assessment Roll.

EDUCATION

- Alberta School Foundation Fund	
Rural and Urban Service Area	
- Residential and Farmland	0.0011431
- Non-Residential	0.0029569
- Fort McMurray R.C.S.S.D. # 32	
- Residential and Farmland	0.0011431
- Non-Residential	0.0029569

SENIORS' FACILITIES

- Ayabaskaw Home	0.0000081
- Rotary House	0.0000464

MUNICIPAL PURPOSES - RURAL SERVICE AREA

- Residential and Farmland	0.0015034
- Non-Residential	0.0191730

MUNICIPAL PURPOSES - URBAN SERVICE AREA

- Residential and Farmland	0.0023911
- Other Residential	0.0051223
- Non-Residential	0.0075284

2. THAT all properties not otherwise exempt from taxation subject to assessment shall be subject to a minimum tax of \$50.00. Where the application of the tax rates established by this Bylaw to the assessment of any taxable property would result in a total tax payable of less than \$50.00, the total tax shall be assessed at \$50.00, with the tax allocated to pay firstly the amount of Education, Ayabaskaw Home and the Rotary House tax payable, and the balance paid and deemed to the Municipal Tax payable.
3. This Bylaw shall be passed and become effective when it receives third reading and is signed by the Mayor and Chief Legislative Officer.

READ a first time this _____ day of _____, A.D. 2009.

READ a second time this _____ day of _____, A.D. 2009.

READ a third and final time this _____ day of _____, A.D. 2009.

SIGNED and PASSED this _____ day of _____, A.D. 2009.

MAYOR

CHIEF LEGISLATIVE OFFICER

Subject: Bylaw No. 09/016 - Lower Townsite Area Redevelopment Plan**APPROVALS:**

Dennis Peck, General Manager, Planning and Development

Kevin Greig, Deputy Chief Administrative Officer

Rodney Burkard, Chief Administrative Officer

Administrative Recommendation(s):

THAT Bylaw 09/016, being the Lower Townsite Area Redevelopment Plan, be read a first time.

Summary:

The existing Lower Townsite Area Redevelopment Plan (Bylaw No. 01/044) states in Section 5.4 that “a major review and update should be undertaken every five (5) years”. The current Plan has been in place since 2001 without a significant review. A new Plan that reflects current growth and development is needed.

The new Lower Townsite Area Redevelopment Plan (ARP) was prepared in accordance with Sections 634 through 638 of the Municipal Government Act, which enables municipalities to adopt area redevelopment plans as a framework to guide future development of an existing area. The authority to adopt an ARP is vested with Council.

Background:

Planning and Development has been working since December 2007 to develop a new ARP to replace the current Plan. The Project Team’s review of the existing Plan, related studies, documents and a public meeting held in April 2008, clarified that a new Lower Townsite ARP was required to guide the substantial growth and development demand in a sustainable manner. It was also evident that a higher level of public engagement was necessary to ensure that the Project Team properly defined the issues and was able to develop meaningful solutions with the community.

Community engagement was an important component of the Lower Townsite ARP planning process. A variety of methods were used to ensure community involvement in the development of the Area Redevelopment Plan (Attachment 2).

Budget/Financial Implications:

The Area Redevelopment Plan is a statutory plan that will take a number of years to implement. The implementing of the Area Redevelopment Plan will be vetted through the regular Municipal budgetary process.

Rationale for Recommendation:

In 2001, Council approved an Area Redevelopment Plan for the Lower Townsite. Like all planning documentation, a regular review is critical in order for the plan to remain pertinent and effective. The review of the current Plan indicated that the growth and development changes had far exceeded the 2001 Plan's ability to address and respond to community needs. As a result of the review and bylaw requirements, a new Area Redevelopment Plan for the Lower Townsite is needed.

The new Area Redevelopment Plan proposes to accommodate 8,000 to 10,000 jobs in the Lower Townsite along with a population of approximately 24,000 people. The plan proposes to accomplish this by improving opportunities for increased diversity of commercial and residential developments and by establishing a Central Business District.

The proposed Area Redevelopment Plan provides a comprehensive growth strategy. In order to develop a sustainable and balanced community, a new Area Redevelopment Plan for the Lower Townsite is critical.

Attachments:

1. Community and Stakeholder Engagement Process December 2007 to October 2008
2. Bylaw 09/016

***Community and Stakeholder Engagement Process
December 2007 to October 2008***

Types of Engagement:

Public Meeting and Open House

Four (4) community meetings were held between December 2007 and October 2008. They provided a forum for the dissemination of information about the project in the form of a presentation by the project group or by an interactive open house where booths are set up and residents and stakeholders freely asked questions of the project team.

Working Groups

One of the main concerns expressed by residents at the introductory meeting in December 2007 was the need for meaningful involvement of the community in the detailed planning process. The Community Working Groups was a specific response to that concern. The Working Groups became one of the key elements of the public engagement process as it enabled interested residents to have an on-going and active role in identifying goals, concepts and principles of the redevelopment of the Lower Townsite. Four (4) Community Working Groups sessions were held during the months of April to September 2008.

Advisory Committee

The Advisory Committee met monthly for a total of six (6) meetings from May to October 2008. The Advisory Committee consisted of one member from each of the five (5) Community Working Groups and one from each of the seven (7) selected stakeholder groups. The Advisory Committee played a critical role in reviewing and commenting on planning issues, goals and concepts while taking into account broader community and development interests. The Committee ensured concerns and comments from the Community Meetings and Working Groups meetings were being incorporated into the plan through the review of key draft policies.

Informing the Public

Residents and stakeholders have been informed about engagement sessions in the following ways:

- Fort McMurray Today advertisements for each Public Meeting / Open House
- Radio – mentioned on air as part of the news bulletin on events in the Region
- Letters of invitation – extended to Mayor and Council, as well as over 40 stakeholders
- Contact Request – any resident that has requested to be contacted, was notified by phone or email a few days prior to meetings

Public Engagement Chronology

Engagement Details	Highlights
<i>Public Meeting</i> <i>December 11, 2007</i> <i>Golden Years Society</i> <i>~75 residents</i>	<ul style="list-style-type: none"> • Introduce the project for the Lower Townsite ARP to the public • Gather information from the community about key issues, opportunities and constraints
<i>Public Meeting</i> <i>April 17, 2008</i> <i>Golden Years Society</i> <i>~140 residents</i>	<ul style="list-style-type: none"> • Present findings of comprehensive background research with regards to the history of the area, stakeholder meetings and various past and present Municipal projects • Objectives: <ul style="list-style-type: none"> • To present the rationale for the Lower Townsite ARP • Have interested residents sign up for the Community Working Groups
<i>Community Working Group</i> <i>April 17, 2008</i> <i>Golden Years Society</i> <i>~50 residents</i>	<ul style="list-style-type: none"> • Part of the Public Meeting for April 17 • Interested residents were encouraged to sign up for one of five (5) Community Working Groups; the evening ended with general discussion on each of the topics to identify issues, opportunities and constraints
<i>Community Working Group</i> <i>May 8, 2008</i> <i>MacDonald Island</i> <i>~30 residents</i>	<ul style="list-style-type: none"> • Creation and validation of a vision for the Lower Townsite as well as key options and ideas for each of the topics in the Community Working Groups. Many of these items became the basis for goals, objectives and policies in the document as they were developed further
<i>Advisory Committee</i> <i>May 21, 2008</i>	<ul style="list-style-type: none"> • Number of key issues and assumptions about redevelopment in the Lower Townsite were discussed and refined • Led to the development of key assumptions that looked at the type of land use issues that existed, and would be the basis for what the Working Groups would focus on in the next meeting.
<i>Community Working Group</i> <i>June 5, 2008</i> <i>Keyano College</i> <i>~ 30 residents</i>	<ul style="list-style-type: none"> • Development of a land use strategy, options for the Riverfront Master Plan, and transportation options • Key planning principles and concepts were developed and refined.
<i>Advisory Committee</i> <i>June 11, 2008</i>	<ul style="list-style-type: none"> • Affirm, discuss and refine the key assumptions developed in the previous meeting as well as the planning principles and concepts from the Working Groups meeting
<i>Open House</i> <i>June 25, 2008</i> <i>MacDonald Island Banquet Hall</i> <i>~ 50 residents</i>	<ul style="list-style-type: none"> • Four booths set up to represent the Working Groups and their direction on issues to date • Each booth had a project team facilitator and community facilitator that volunteered from each of the Working Groups to talk about the ideas and plans related to the

	<p>Working Groups topic</p> <ul style="list-style-type: none"> Key planning principles from the June 5 Working Groups meeting were validated, forming a core part of the principles in the ARP
<p>Advisory Committee July 23, 2008</p>	<ul style="list-style-type: none"> Validated the feedback received at the June 25 Open House and provide additional comments. Committee confirmed project team successfully captured the community's vision and allowed project team to move towards putting together the Draft Plan.
<p>Advisory Committee August 27, 2008</p>	<ul style="list-style-type: none"> Discussed and refined Draft Plan principles and objectives for the Lower Townsite
<p>Community Working Groups September 10 and 11, 2008 Fort McMurray Public Library ~25 residents</p>	<ul style="list-style-type: none"> Validate the principles and objectives set out for each of the themes of the Working Groups (coming out of the Draft Plan) Volunteers from these groups aided with the booths for the October 8 Public Meeting
<p>Advisory Committee September 24, 2008</p>	<ul style="list-style-type: none"> Discussed and refined Draft District Plan policies
<p>Open House October 8, 2008 Royal Canadian Legion ~135 residents</p>	<ul style="list-style-type: none"> Present highlights of the Draft Plan Five booths were created around District Plans, and were staffed by a project planner and volunteer residents to discuss with interested residents Feedback forms were given out, and over 30 feedback forms were returned
<p>Advisory Committee October 22, 2008</p>	<ul style="list-style-type: none"> Input and discussion regarding the Implementation Strategy for the Lower Townsite ARP and what would need to be done to ensure continual community engagement and interest past the adoption of the ARP. Advisory Committee will be engaged again during the Implementation of the ARP.

BYLAW NO. 09/016

**BEING A BYLAW OF THE REGIONAL MUNICIPALITY OF WOOD BUFFALO TO
ADOPT THE LOWER TOWNSITE AREA REDEVELOPMENT PLAN**

WHEREAS Section 634 of the Municipal Government Act, R.S.A. 2000, c. M-26 and amendments thereto authorizes Council to enact a bylaw adopting an Area Redevelopment Plan;

WHEREAS a new Area Redevelopment Plan will guide future growth and development in a sustainable manner for the Lower Townsite;

NOW THEREFORE, the Council of the Regional Municipality of Wood Buffalo, in the Province of Alberta, in open meeting hereby enacts as follows:

1. THAT the Lower Townsite Area Redevelopment Plan, as shown in Schedule A, is adopted.
2. THAT Bylaw No. 01/044, and all amendments thereto, is repealed.
3. THAT this bylaw shall be passed and become effective when it receives third reading and is signed by the Mayor and Chief Legislative Officer.

READ a first time this _____ day of _____, A.D. 2009.

READ a second time this _____ day of _____, A.D. 2009.

READ a third and final time this _____ day of _____, A.D. 2009.

SIGNED and PASSED this _____ day of _____, A.D. 2009.

Mayor

Chief Legislative Officer

LOWER TOWNSITE AREA REDEVELOPMENT PLAN

REGIONAL MUNICIPALITY OF WOOD BUFFALO

A Plan for Revitalizing the Heart of the Region....



ACKNOWLEDGMENTS

Regional Municipality of Wood Buffalo Staff

Hania Ejsmont, Manager, Accommodation Services
Darrell Shymoniak, Accommodations Construction Supervisor
Jeff Penney, Manager, Economic Development
Salem Abushawashi, General Manager, Engineering
Wayne MacIntosh, Manager, Engineering
Jim McIlveen, Senior Engineering Technologist, Engineering
Jawed Malik, Supervisor, Fleet & Transit
Ingrid Aldridge, Manager, GIS
Darcy Elder, Manager, Infrastructure Branch
Ed Salmon, Manager, Land Management
Laurene Viarobo, Manager, Long Range Planning & Policy Branch
Dennis Peck, General Manager, Planning & Development
Ken Ball, Supervisor, Parkland Design & Development
John Mulhall, Manager, Recreation, Arts & Leisure
Greg MacMillan, Deputy Chief of Administration, Regional Emergency Services

Lower Townsite Stakeholder Groups

Fort McMurray Historical Society
Fort McMurray Public School District
Fort McMurray Catholic School District
Fort McMurray Chamber of Commerce
Golden Years Society
Keyano College
Northern Lights Health Region
Urban Development Institute – Fort McMurray Branch
Voyage Air
Wood Buffalo Housing Corporation

Planning Team

Long Range Planning & Policy Branch, RMWB

Aaron Aubin, Project Manager (Dillon Consulting Ltd.)

Wendy Koo, Planner, Project Manager

Martin Frigo, Planner

Stuart Hastings, Planner

Mike Kahn, Planner

Christie Bannert, Draftsperson

planningAlliance (Lead Planning Consultant)

Tom Coyle, Senior Planner/Project Manager

Cheryl Selig, Planner

John van Nostrand, Project Director

Jan Adegeest, Urban Designer

Tunde Paczai, Urban Designer

Sebastian Dausse, Urban Designer

Kiran Chhiba, Urban Designer

Jim Wilkins, GIS Specialist

Jonathan Selig, Graphic Designer (cover design)

UMA Engineering (Sub-Consultants to pA)

David Klippenstien, Senior Planner

Avid Pederson, Senior Project Engineer, Infrastructure

Ahtesham Shirazi, Environmental Engineer

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1.0 INTRODUCTION

1.1 Purpose

The main objective for the Lower Townsite Area Redevelopment Plan (LTS-ARP) is to provide a comprehensive land use and development strategy to guide future redevelopment in the Lower Townsite area until 2030. Specific issues addressed in the Plan include: sustainability, intensification, land use integration and compatibility, transportation and connectivity, infrastructure and servicing, flood abatement, as well as the form, function and aesthetics of the area.

This Plan, which has been reviewed and approved by Council, has been developed with the help of considerable community input through public meetings, open houses, resident working groups, stakeholder group consultations, advisory committee meetings, and inputs and comments from Regional staff. The Regional Municipality of Wood Buffalo, through its various Departments, will use the Area Redevelopment Plan in assessing and implementing future redevelopment proposals and plans for the Lower Townsite (LTS).



Lower Townsite

1.2 Community Vision

Lower Townsite Vision Statement - 2030

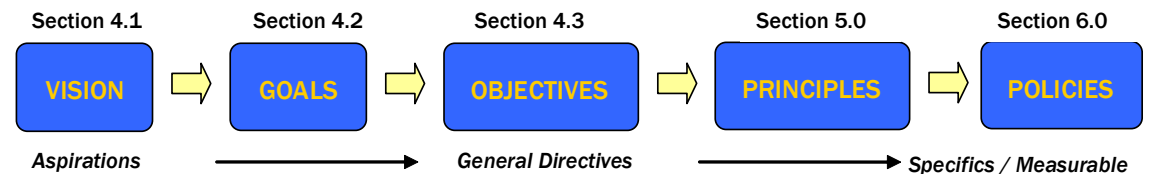
"The Lower Townsite will be the focal point for a prosperous Northern Region. As the central downtown core for Fort McMurray, the Lower Townsite will be a quality urban environment offering opportunities to work, live, and play in the same area. It will include a diversity of commercial, residential and recreational uses centered on the natural beauty of the Athabasca and Clearwater Rivers. The Lower Townsite will be inclusive and accessible to all and will celebrate the area's history and community spirit."

1.0

This vision statement was developed and approved by community participants through the LTS-ARP engagement process. The statement summarizes the community's overall aspirations for revitalizing the LTS, and incorporates ideas from the 2001 LTS-ARP¹ Vision Statement, Future Forward 2030², and the on-going Envision Wood Buffalo: Towards 250K³. There was extensive community involvement in all of these major planning initiatives, which have been valuable resources used in defining redevelopment goals and objectives for the LTS. (For details of the goals and objectives see Section 4)

1.3 Report Structure

The report consists of eight main sections including this introductory section. Section 2 describes the physical, social and political context of the LTS, and Section 3 defines current conditions and trends affecting the area. In Section 4, the community's vision, goals and objectives for redevelopment are presented. Section 5 is a description of general planning principles that apply to the overall LTS area, while Section 6 outlines specific planning policies and guidelines for individual districts within the LTS that indicate how the general planning concepts and principles are to be applied to a specific area. Section 7 provides a summary of the Riverfront Master Plan (a separate planning report), and its key planning principles and policies. Section 8 addresses how the redevelopment plans and recommendations presented in the LTS-ARP will be implemented.

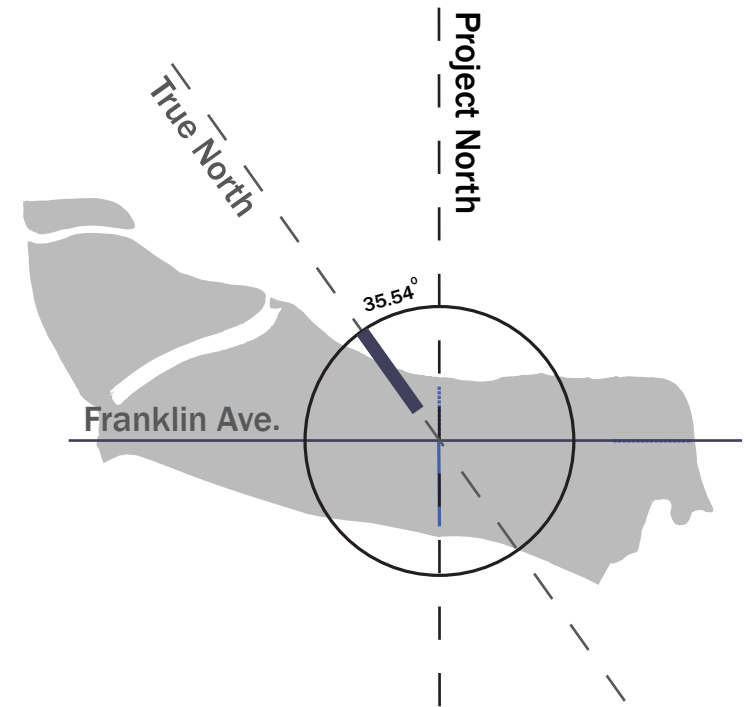


- 1 Lower Townsite Area Redevelopment Plan – Bylaw No. 01/044. July 10, 2001. RMWB.
- 2 Future Forward 2030: The Fort McMurray Vision. July 10, 2007. RMWB.
- 3 Envision Wood Buffalo: Toward 250K. 2008. RMWB.

1.0

1.4 Geographic Terminology

The Lower Townsite is a rectangular area with its long axis at almost a 45 degree angle to true north, which leads to some confusion when referring to directions in the LTS. The majority of residents and past studies refer to Franklin Ave. as running in an east-west direction, and this is the relative geographic orientation that has been adopted for this Plan. In technical terms, this is what is referred to as “Project North” which is different from “True North or Magnetic North.” For ease of referencing in this Plan, Franklin Ave. will be considered as running east-west and the long shore of the Clearwater, behind the large retail store area, will be considered the north side of the LTS, with Memorial Drive running along the boundary on the south side.



2.0 PLANNING CONTEXT

2.1 Regional Setting

The Regional Municipality of Wood Buffalo (the Municipality) is, by area, one of the largest municipalities in North America (See Map 1: Regional Location Plan), extending from north central Alberta to the borders of Saskatchewan and the Northwest Territories. The Municipality was established on April 1, 1995 as a result of the amalgamation of the City of Fort McMurray and Improvement District No. 143.

Within its 68,454 square kilometers, the Municipality is a region of startling contrasts, encompassing both vast areas of pristine wilderness and one of the fastest growing industrial economies in Canada. As the centre of one of the largest oil sands deposits in the world, the Region is experiencing tremendous growth in the oil production sector, and this growth is expected to continue into the future.

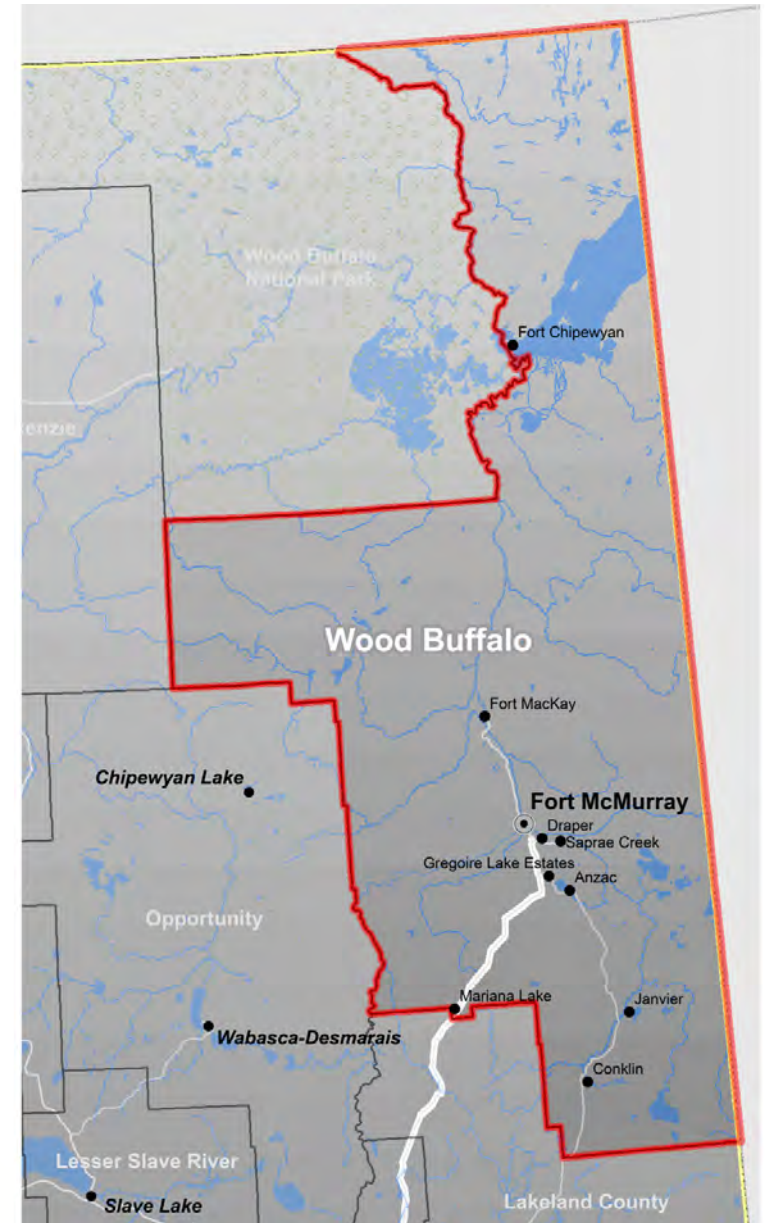
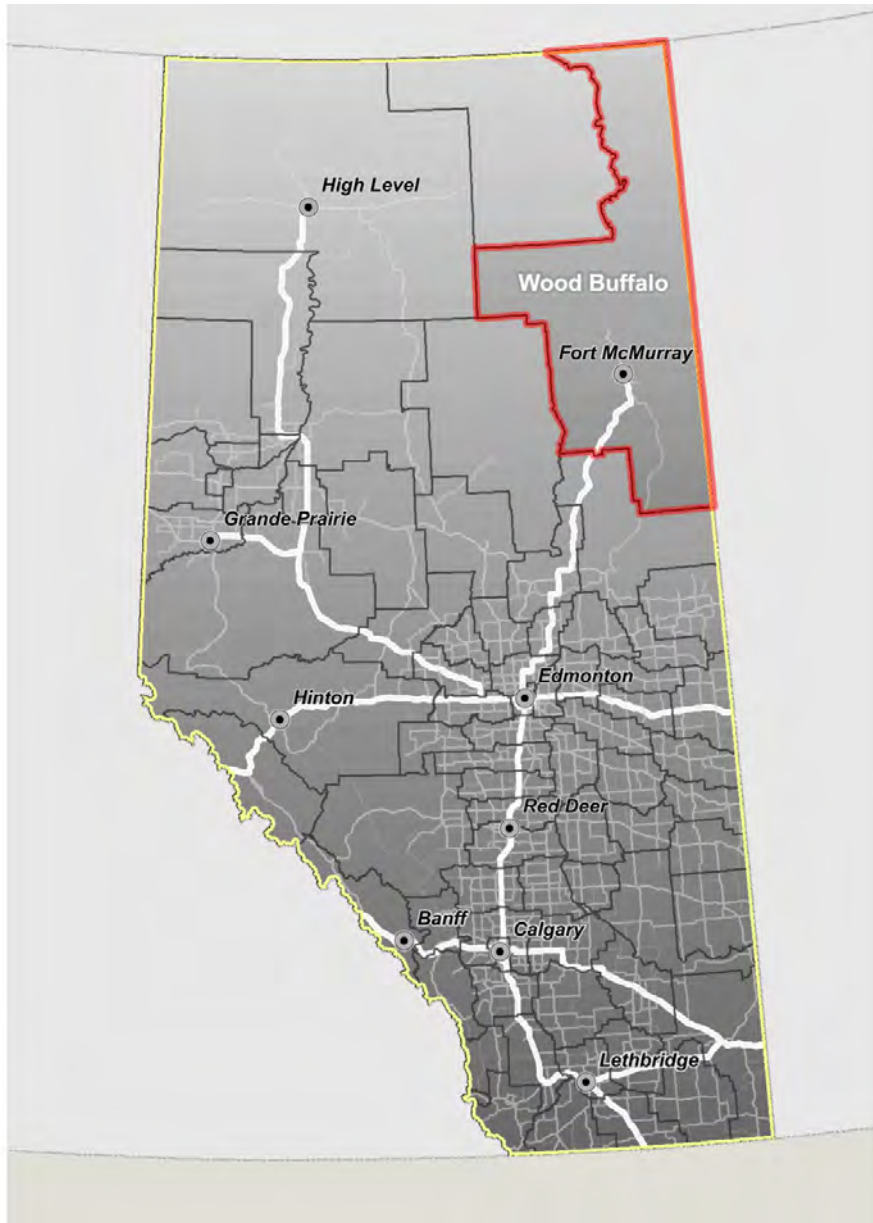
The rapid expansion of the oil sands sector over the last seven years has created tremendous economic and population growth in the region. Between 1999 and 2006, Fort McMurray has experienced an average annual growth rate of 8.5 percent, making it the fastest growing municipality in Canada. Of the total regional population of 89,167⁴ in 2007, a majority resides in Fort McMurray, with 65,400 people living within the Urban Service Area (USA) (See Map 2: Fort McMurray Urban Service Area)

2.2 Lower Townsite Plan Area

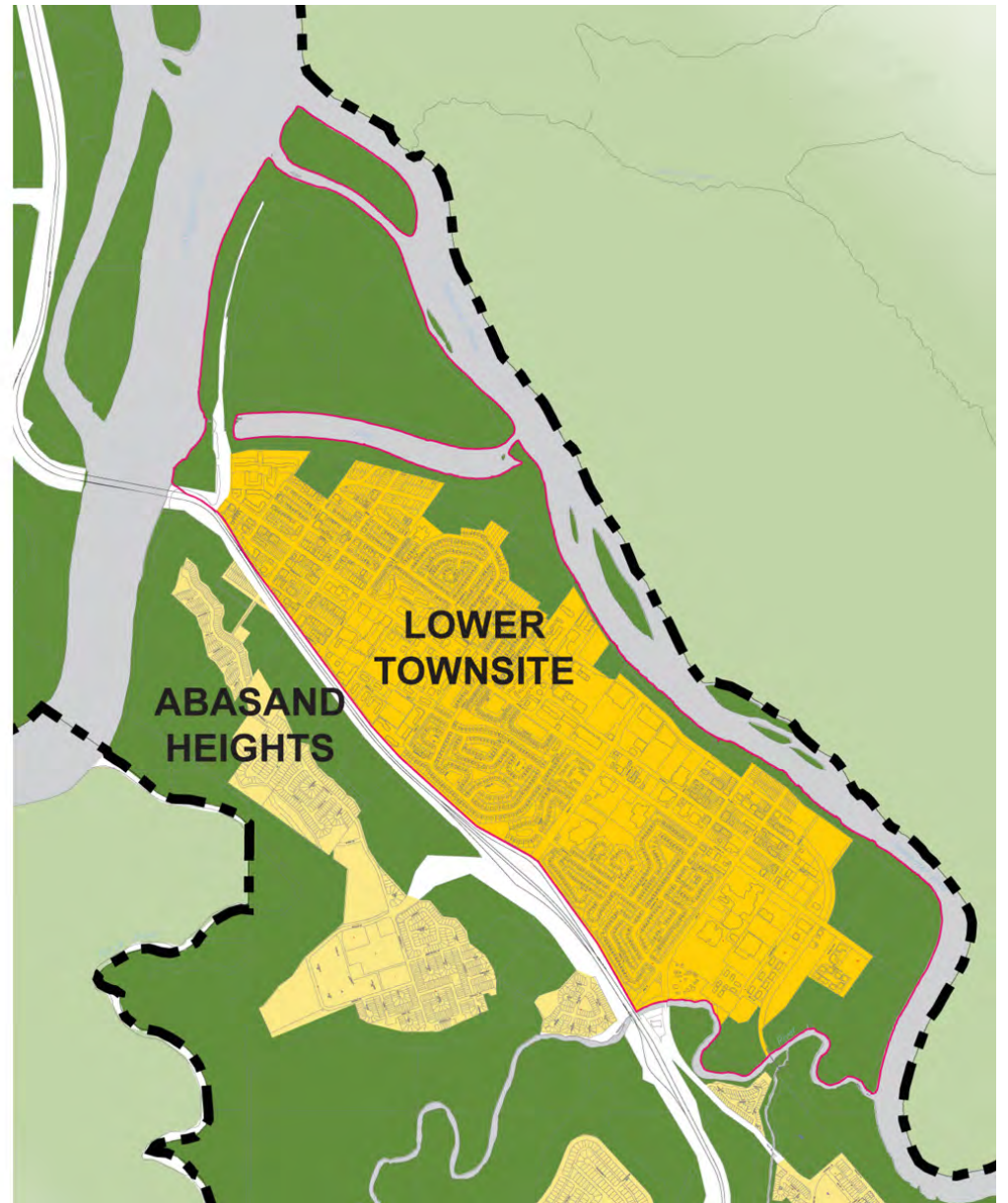
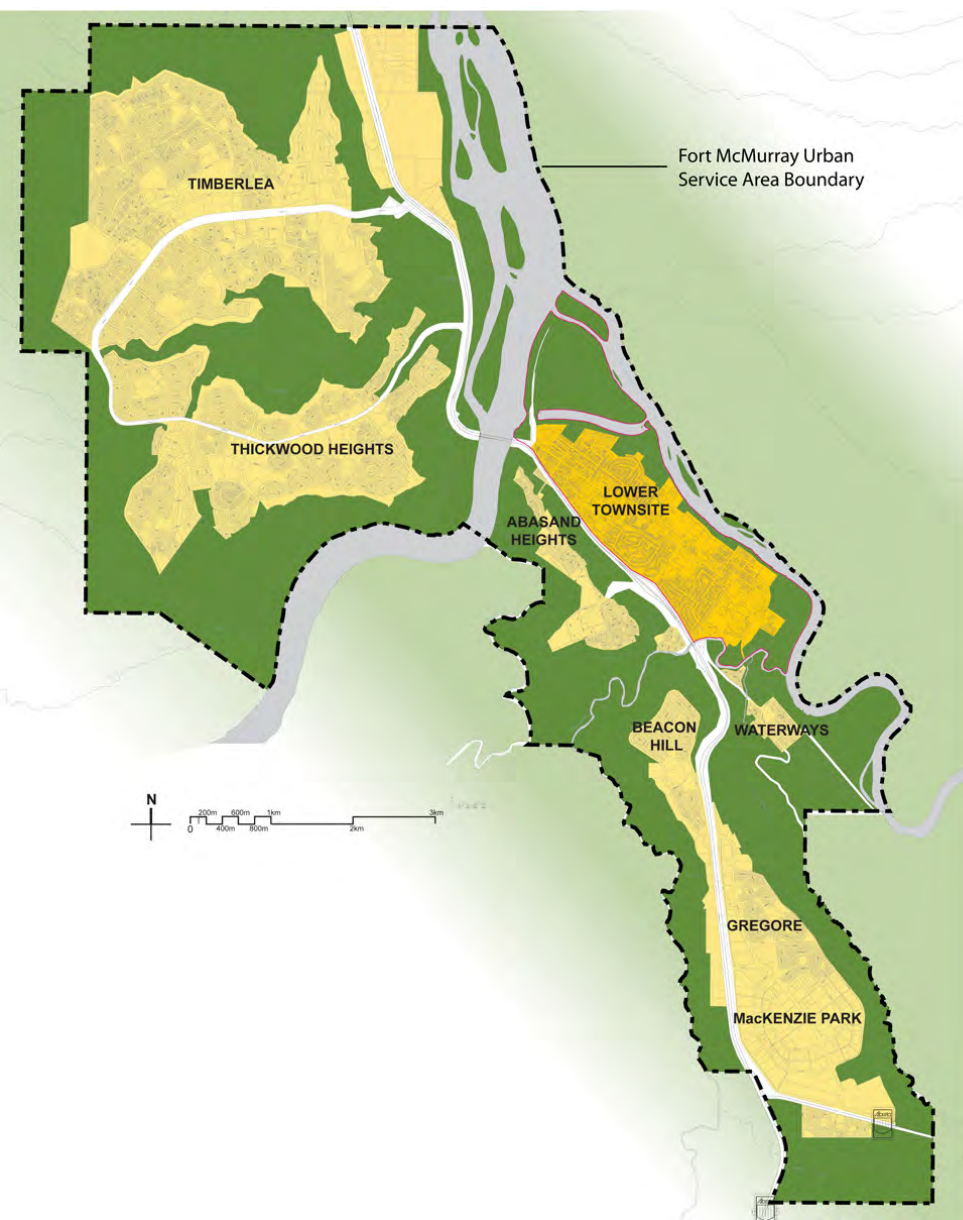
The Lower Townsite (LTS) is the historic and modern-day centre of both Fort McMurray and the region. Situated in the valley of the Clearwater River, the LTS area is bounded by two historic rivers, the Athabasca to the west, and the Clearwater to the north and east.

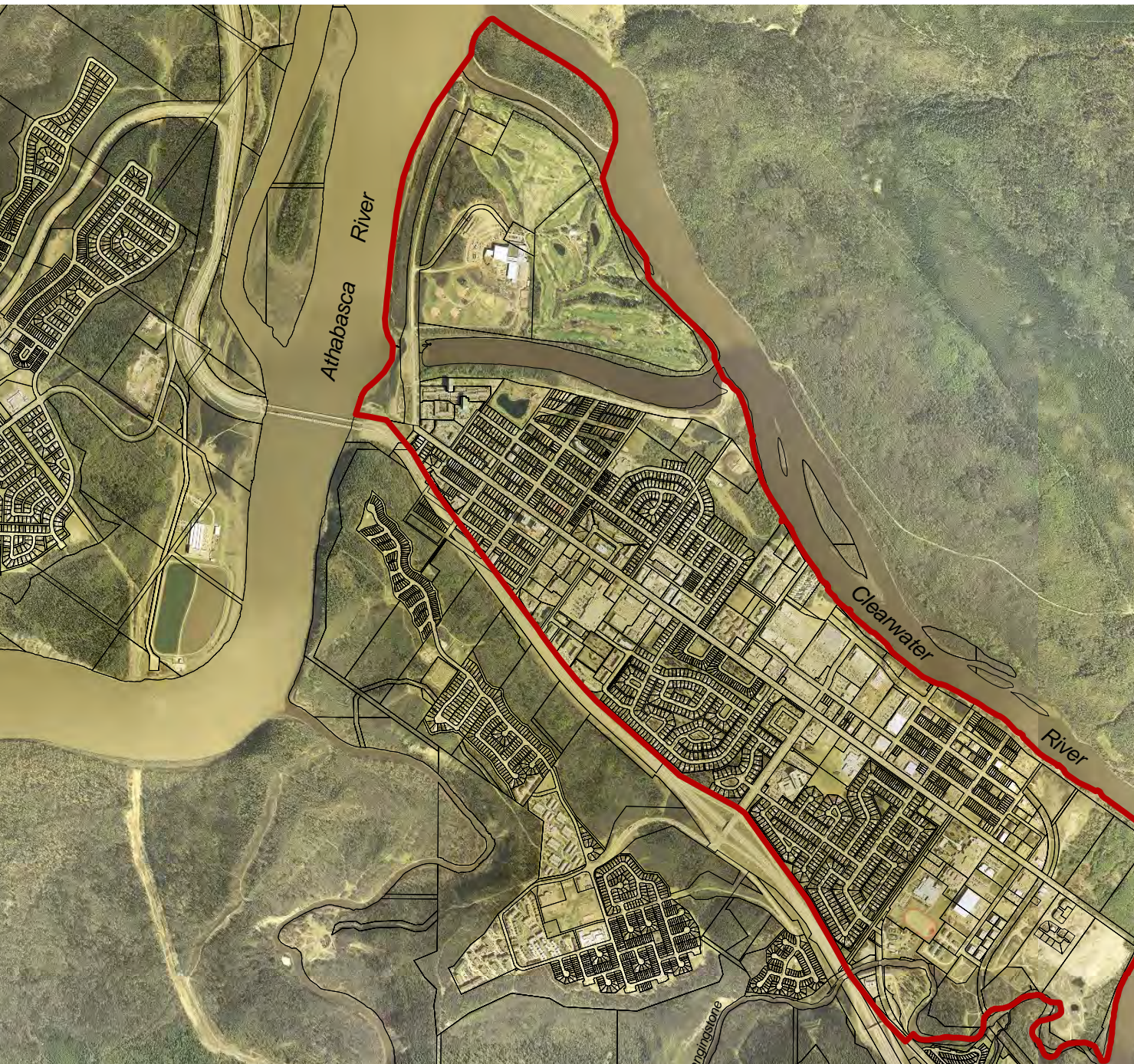
⁴ Census 2007, Regional Municipality of Wood Buffalo, published in 2008.

MAP 1: REGIONAL LOCATION

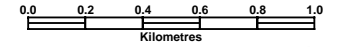


MAP 2: URBAN SERVICE AREA





MAP 3: LOWER TOWN SITE AREA REDEVELOPMENT PLAN BOUNDARY



Note: This boundary follows the rivers in the 2007 Urban Photography

2.0

An arm of the Clearwater River, known as the Snye, divides the main built-up area of the Lower Townsite from MacDonald Island, to the west. The east boundary is defined by the Hangingstone River, while Memorial Drive forms the southern border of the area. (See Map 3: Plan Area)

2.3 Enabling Legislation

This Lower Townsite Area Redevelopment Plan (LTS-ARP), which replaces the earlier LTS-ARP, Bylaw No. 01/044, has been prepared in accordance with Section 633 of the “Municipal Government Act” (MGA)⁵. The Act enables municipalities to adopt area redevelopment plans as a framework for guiding future development of an existing area.

As stipulated in the MGA (Sec 634):

“An area redevelopment plan

(a) must describe:

- i) the objectives of the plan and how they are proposed to be achieved
- ii) the proposed land uses for the redevelopment plan;
- iii) if a redevelopment levy is to be imposed, the reasons for imposing it,
- iv) any proposals for the acquisition of land for any municipal uses, school facilities, parks and recreation facilities or any other purpose the council considers necessary, and

(b) may contain any other proposals that council considers necessary.”

The requirements of the Municipal Government Act have been followed in the preparation of this LTS-ARP.

⁵ Municipal Government Act, Revised Statutes of Alberta, 2000, Chapter M-26, Province of Alberta.

2.0

2.4 Community Process

Community engagement was an important component of the LTS-ARP planning process. A variety of methods were used in an effort to ensure meaningful involvement of the community in the formulation of the Area Redevelopment Plan. These methods included:

- public meetings,
- open houses,
- community working groups sessions,
- stakeholder meetings,
- advisory committee meetings, and
- a public hearing.

One of the main concerns expressed by residents at an introductory meeting in December 2007 was the need for meaningful involvement of the community in the detailed planning process. The decision to establish Community Working Groups was a specific response to that concern. The Community Working Groups became one of the key elements of the public engagement process as it enabled interested residents to have an on-going and active role in identifying goals, concepts and principles for the redevelopment of the Lower Townsite.

At an initial Public Meeting on April 2008, community members, representing a cross-section of residents and business people from the LTS and surrounding areas, were asked to break into groups for a more detailed discussion of planning issues. Groups were formed around the following general planning topics:

- Housing and Land Use
- Business Development—commercial, industrial, tourism
- Transportation—roads, transit, infrastructure, flood abatement
- Riverfront and Parks—recreation, sports, culture, history
- Community Services—education, health, social services, emergency and medical services



Lower Townsite ARP Public Meeting-April 17, 2008

2.0



Lower Townsite ARP Open House-June 25, 2008



Lower Townsite ARP Open House-April 17, 2008

As a part of the community's involvement in the LTS planning process participants were asked to participate in an on-going Working Group that addressed this subject area. Four Community Working Group sessions were held during the months of April to September 2008.

The Advisory Committee established by the Municipality was another key element of the public engagement process. Composition of the Advisory Committee was as follows:

- 5 Working Group representatives—one from each of the Working Groups,
- 7 Stakeholder Group representatives representing: the Fort McMurray Public School District; Fort McMurray Historical Society; Northern Lights Health Region; Chamber of Commerce; Urban Development Institute; Keyano College; and Wood Buffalo Housing & Development Corporation,
- 2 Regional Planning staff, and
- 2 Planning Consultant (planningAlliance) team staff.

The Advisory Committee played a critical role in reviewing and commenting on the planning issues, goals and concepts as they were being developed by the Working Groups and Planning Team. As a group with a broad range of interests and concerns, the Advisory Committee ensured the process looked beyond the sole concerns of local property owners, and took into account broader community and development interests. The committee also worked to ensure community comments and concerns were being correctly incorporated into the Plan. The Advisory Committee met monthly throughout the planning process, involving a total of 6 meetings from May until October 2008.

For further details of the community engagement activities, see the Engagement Schedule in Appendix A.

2.0

2.5 Previous LTS-ARP

There was an earlier Area Redevelopment Plan for the Lower Townsite (Bylaw No. 01/044) developed in 2000 and adopted in July 2001. The original intent of this ARP study was to review and revise the previous Plan. Upon further analysis and discussion with the community and Regional staff it became evident that the nature of the population growth and development changes that have occurred since 2000, and the number of significant studies that had been completed or are being completed, necessitated that a new plan be prepared. One of the major shortcomings of the previous ARP was that it did not provide any specific growth targets, nor did it relate planned growth to the capacity of existing and planned changes to the infrastructure network. In an effort to provide a clearer framework for redevelopment, this Plan will define specific growth targets for the LTS and will relate these targets to planned capacity improvements of major infrastructure elements to ensure the proposed development can indeed be accommodated. This Plan will also define a process and detailed strategy for implementing the Plan to help ensure its translation from planning policies to improved redevelopment of the LTS. This Area Redevelopment Plan is the statutory bylaw that replaces the previous ARP (Bylaw No. 01/44).

3.0 CURRENT CONDITIONS and TRENDS

3.1 Historical Development

Prior to the arrival of European traders and settlers, the Fort McMurray region of northern Alberta was inhabited primarily by people of the Cree and Chipewyan nations. Chipewyans were the original inhabitants of the area, but they were displaced by the Woodland Cree from the south. Current aboriginal populations in Fort McMurray are predominantly Chipewyan and Metis peoples.

In 1870, the Hudson's Bay Company established a permanent post in the area and named it "Fort McMurray." Unlike other forts developed across the west by the HBC during this period, Fort McMurray was not established as a fur trading post but rather as a transshipment station. It was part of the company's plans for a steamboat route to Fort Chipewyan, the primary fur-trading post for the northern region. Fort McMurray eventually became the southern transfer point for all river transport heading north on the Athabasca through to the MacKenzie River Basin. Both the Clearwater and Athabasca Rivers played significant historical roles in Fort McMurray's development. With the completion of the Alberta & Great Waterways Railway line in 1925, Fort McMurray role as a major transshipment point between Edmonton and Fort Smith became even more significant.

The Athabasca Oil Sands have been the subject of exploration and experimentation for a considerable time. Aboriginal peoples pointed out the unique qualities of the oil sands to early explorers, and used the substance to water proof items such as their canoes. Serious tar sands exploration began in 1914, and by 1936 the Alberta Research Council opened an experimental tar sands site along the Clearwater River, just opposite the Lower Townsite. These efforts paved the way for the construction of the Abasand Oil Project, which operated along the Horse River during the early 1940's. Subsequently, this led to the development of the Great Canadian Oil Sands Company (now Suncor) project in 1963 and the Syncrude Oil Sands plant in 1973.



Northern Transportation co. 1940s–Fort McMurray Historical Society



Syncrude Plant Site, Photo courtesy of Syncrude Image Library–www.syncrude.ca

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Today, Fort McMurray's economy is centered on the oil sands industry. The city's role as a transshipment site has virtually disappeared, with the main river terminal and dock facilities no longer operating, the closure of the railway station and yards, and discontinuation of passenger and freight rail service to Fort McMurray.

3.2 Natural Features

The natural landscape of the Lower Townsite is dominated by the influence of the Athabasca, Clearwater, and Hangingstone Rivers. Remnants of relatively undisturbed Boreal landscape, consisting of mixed deciduous and coniferous forest stands, remain in areas along the river, mostly in the east end of the LTS, and at the mouth of the Snye, and on MacDonald Island. The Lower Townsite is located in a low lying valley surrounded by steeply sloping, forested lands, along Highway 63, to the south and by the hills along the opposite side of the Clearwater River to the north.

The shoreline of the Clearwater River in the LTS is variable, with some areas of low lying fluvial flats and sand bars created by deposits from sharp turns in the river, and in-flow from adjoining smaller rivers and creeks such as the Hangingstone. A number of sections of the shoreline are subject to serious erosion, specifically where steeper edges are exposed to funnels of more rapid river current and ice-flows in the spring. There are other sections of the sloping bank that are not experiencing erosion problems, these are typically located in calmer areas away from strong currents, downstream from older wharves and landings along the shore, and where there is a heavily vegetated riparian zone⁶.

The Snye is a major feature of the LTS and was originally an open water connection between the Athabasca and Clearwater Rivers. With the construction of the causeway to MacDonald Island, the Snye became an enclosed body of water, open only to the Clearwater. The removal of the natural water flow through the Snye has led to



Fort McMurray on a winter day



Clearwater River

⁶ Westworth Associates Environmental Ltd., August 2008, An Environmental Analysis of the Lower Townsite and Waterways Areas, pg. 11-23.

3.0



Historic Photo of Franklin Ave looking East

Year	Fort McMurray Population	LTS Residential Population	% LTS Population
2007	65,400	11,721	18
2006	61,366	11,300	18
2005	60,983	12,260	18
2004	56,111	13,652	24
2002	47,240	11,831	25
2000	42,156	9,561	23
1999	36,452	8,191	22

Table 1: Population of the Lower Townsite

siltation and accumulation of aquatic vegetation in the water body. However, this has also led to the development of the Snare as a spring time spawning area for Northern Pike that is now being protected by the Department of Fisheries and Oceans. Both the Snare and the Hangingstone are considered important fish spawning areas⁷.

3.3 Population & Growth

Between 1999 and 2007 overall population growth in the Lower Townsite (LTS) was 43% (compared to 79% for the City). Though there were two years of population decline during this eight year period (see Table 1), the overall net population growth is still very significant. Strong population growth in the LTS and the region as a whole can be attributed to the rapid development of the oil sands industry and the strong job market it has created. Much of the activity to date has consisted of construction of the oil extraction and production facilities, with only a few of the companies in the active operations phase. This situation is expected to change by about 2012, when it is predicted that more than 50% of the oil industry funding and full time jobs in this sector will be related to operational activities versus construction activities⁸. The percentage of operational activities and jobs is expected to continually increase after that. This change in the nature of the oil sands activity, from construction to operational phase, is expected to have a positive impact on the Region, as the temporary construction jobs are replaced by permanent operator jobs that will bring experienced professional workers, skilled technicians and managerial workers, and their families, to the area looking to establish permanent residency here. The shift to more operational activities in the oil sands sector is expected to result in an increase in demand for more family housing, more office facilities, a greater variety of retail options, and more recreational opportunities.

⁷ Ibid. pg. 23-27

⁸ Athabasca Regional Issues Working Group (RIWG), 2008, 2007 Survey and Forecast Results – Forecast of New Operations Jobs in the Wood Buffalo Region.

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In March 2007, the Region's "Fringe Area Development Assessment – Urban Service Area⁹" study was completed, which outlined areas suitable for expansion in the Fort McMurray Urban Area. The Fringe Area Study projected expansion of the urban population to 90,000–100,000 people by 2010, and 200,000 people by 2016. The Region has now produced further growth projections that estimate a potential population of 250,000 in the Region by the year 2030.

With a current residential population of 11,721¹⁰, plus an estimated employment population of 8,000-10,000, the LTS has a very high resident to worker ratio compared to other Canadian centres of similar and larger size (see Table 2 in Section 5.1). If this positive balance of residents and employment can be maintained as the area redevelops, Fort McMurray will have a unique opportunity of providing a sustainable and livable downtown for its residents, where people can live, work and play in the same area. This ratio of residents to workers is a unique position for a community and is an asset that needs to be protected and developed.



Float Plane on the Snye 1930

3.4 Economic Development

The Lower Townsite has historically been the Central Business District for Fort McMurray, as well as, one of the main industrial areas. Though some of the old industrial sites have been redeveloped for retail and residential uses, there are still a considerable number of heavy industrial uses in the Prairie Industrial area which have become increasingly incompatible with the overall direction of development in the LTS. Establishing new industrial areas in other parts of Fort McMurray and the Region where these types of heavy industries can relocate to will be a priority for the Region in the future as the LTS redevelops into a more commercial, retail, residential, and urban environment.



Oil Sands Industrial Site

9 Armin A. Preiksaitis & Assoc. Ltd, in association with Associated Engineering, March 22, 2007. Fringe Area Development Assessment Urban Service Area.

10 Census 2007, Regional Municipality of Wood Buffalo, published in 2008.



Pond Hockey Tournament on the Snye 2008

3.0

A key component of a quality, urban environment is providing residents with the opportunity to carry out all their daily activities in the vicinity of their homes. Though there are no specific statistics available on employment, or the amount of industrial, commercial, retail and office space in the LTS, unofficial data gathered from other studies, as well as the planning team's rough calculations of existing commercial, retail and industrial space, indicates there are approximately 8,000 to 10,000 people working in the Lower Townsite. Data on how many of the people living in the LTS also work in the area is not available, but a key component of a quality, urban environment is providing residents with the opportunity to carry out all their daily activities in close proximity of their homes. With its balance of work and live opportunities the LTS has the occasion to provide a quality, urban area. If a variety of housing types are available, more people will take advantage of the live/work opportunities the LTS has to offer in the future.

While the rapid development of the oil sands sector has brought numerous benefits to the region, this rapid growth has also created a number of challenges. The demand for labour and materials in the oil sands, and the demand for accommodations and services for oil sands workers, is creating tremendous pressure on the overall economy thus driving up construction costs and wages, and decreasing the labour and material supply.

Small businesses particularly, are being impacted by the rising labour and material costs. The limited supply of office, commercial, retail, residential and industrial space is another influencing factor. Rental rates on some commercial space in the LTS have doubled in the past year and rents are now in the order of \$45-\$65/sq.ft., comparable to commercial space in major cities such as Calgary, Vancouver, and Toronto¹¹. High operating costs, lack of alternative locations, and lack of employees are forcing businesses, especially smaller businesses to close. Additionally, many retail buildings are being converted to offices or redeveloped as residential units due to the high demand for housing and the higher returns that can be realized on office space. The loss of small businesses is of particular concern as Fort McMurray it is already under

¹¹ Commercial & Industrial Land Use Study, Draft. Dillon Consulting & Urbanmetrics, Executive Summary, p. vi.

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supplied with commercial and retail uses, with only 31.8 square feet of commercial space per person, compared to the typical standard of about 45 square feet person for a city of this size¹².

It is a policy of the Region's Municipal Development Plan to recognize and support continued development of the Lower Townsite as the business, entertainment and commercial centre of Fort McMurray and to enhance the appearance and viability of the commercial core of by undertaking downtown revitalization strategies including the implementation of urban design standards¹³.

3.5 Municipally Owned Lands

The municipality owns considerable land along the Snye and Clearwater River, and while some of these lands are currently used for parks and recreational activities, the majority is undeveloped and holds substantial potential for improvement and development for uses such as parks, recreation, residential and commercial uses. (See Map 4: Municipal Lands)

3.6 Parks, Recreation, Opens Space & Trails

Based on the total land designated as Parks and Recreation (PR) in the current Land Use By-law, the LTS is well provided with park space. However, a large part of these lands along the Snye and the Clearwater River remain undeveloped and not well used. Many residents feel unsafe accessing these areas as they are heavily overgrown, strewn with garbage, and frequently occupied by homeless people. (See Map 5: Existing Parks, Recreation and Open Space)

¹² Ibid, pg. v.

¹³ Regional Municipality of Wood Buffalo. Municipal Development Plan By-law 00/05, 2001, Sections 3.28 and 3.29

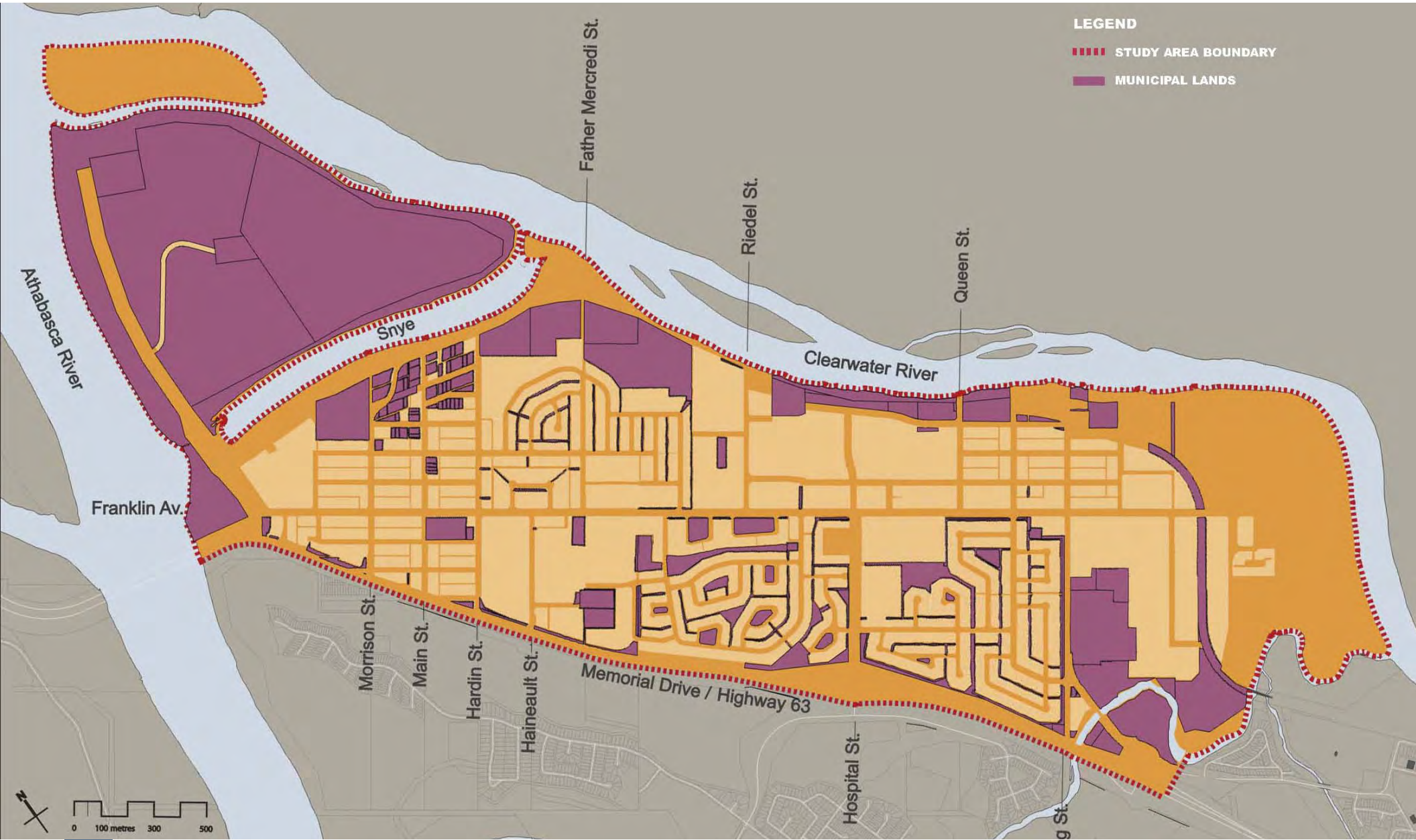


Snye Park Boardwalk

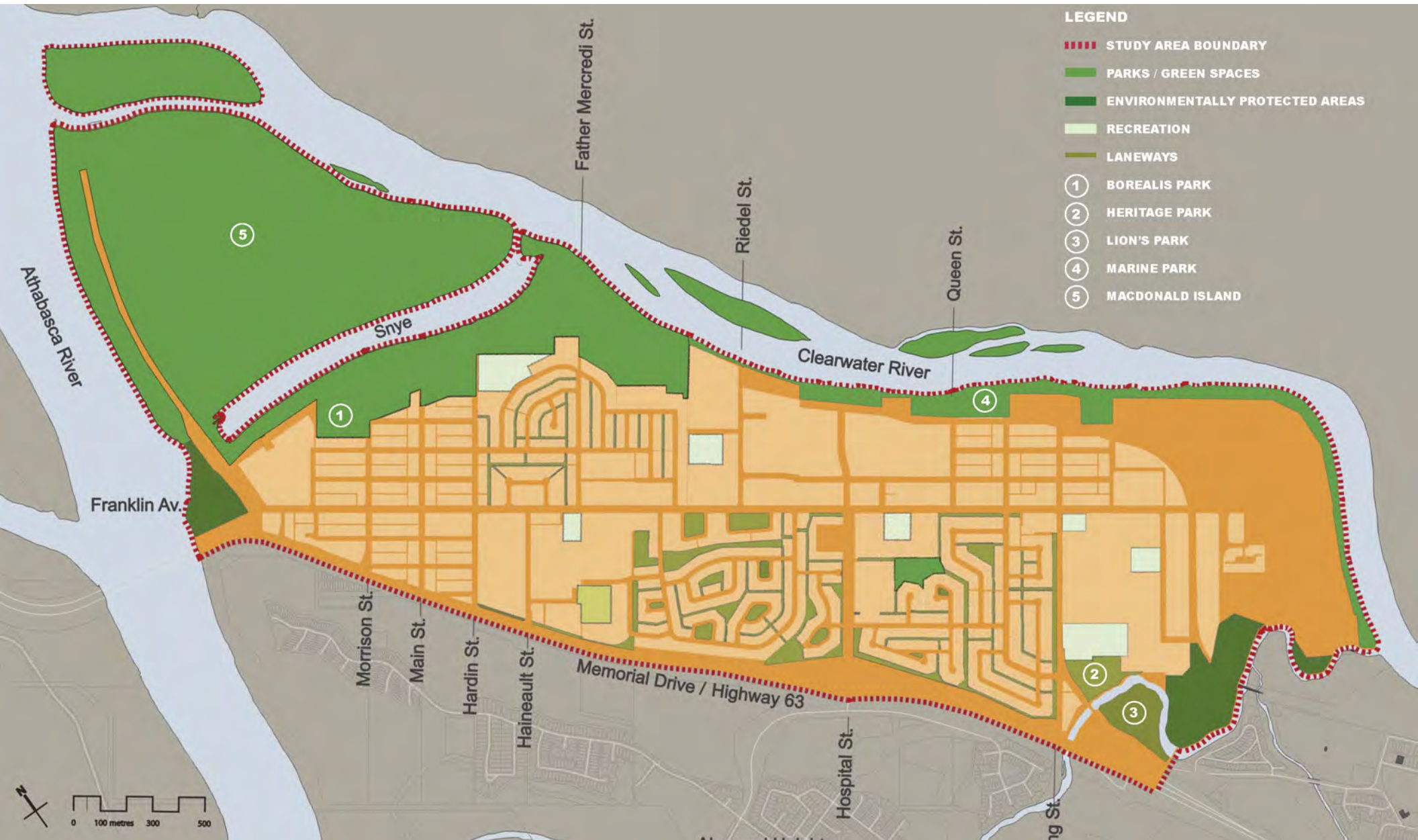


MacDonald Island

MAP 4: EXISTING MUNICIPAL LANDS



MAP 5: EXISTING PARKS AND GREEN SPACE



3.0



Memorial Drive at Hospital St.



Heritage Park

There are numerous neighbourhood parks throughout the Birchgrove and Alberta Drive subdivisions. The Clearwater subdivision and the Prairie area lack these local parks and green spaces but have the advantage of backing onto a large, green corridor along the Clearwater River and the Snyc. The Central Business District is the area most disadvantaged in terms of having neither local park space nor ready access to riverfront areas.

The LTS has a number of public and private recreational facilities including: Syncrude Sports and Wellness Centre; MacDonald Island facilities and golf course; baseball diamonds; tennis courts; a football field; a soccer pitch; boating activities of all types during the summer, and snowmobiling in the winter on the rivers; and, numerous trails used for walking and cycling in the summer and cross-country skiing in the winter.

There are several historical and cultural facilities. One is Heritage Park, which contains many of Fort McMurray's historical buildings and hosts numerous cultural events throughout the year. Keyano College has Keyano Theatre, which is a centre for performing arts and theatrical productions for the Region.

The 2004 Parks and Outdoor Recreation Master Plan included extensive community surveys. Some key observations and recommendations resulting from these surveys include:

- identifying a festival site with a 10,000 person capacity;
- pursuing non-traditional funding sources for development of new facilities and programs;
- allowing commercial enterprises in parks; and
- implementing an off-site development levy to create new park or recreational space.

The survey demonstrated that a significant portion of the population make frequent use of existing parks and that residents felt there should be an emphasis on improving and maintaining existing parks rather than on acquiring and developing new parks¹⁴.

¹⁴ HarGroup Research & Consulting. June 2004. Parks and Outdoor Recreation Master Plan.

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The present MDP recognizes the importance of parks, recreation, culture and open space, which are seen as vital components of a healthy and livable downtown. The significance of the Snye and MacDonald Island are particularly highlighted with special policies. The policy for MacDonald Island is to recognize it as the primary recreation destination in the Fort McMurray Urban Service Area. The Snye is identified as a unique and valuable recreational resource. However, there are natural features such as; siltation at the mouth of the Snye, decreasing water levels, and the presence of weeds and the marsh, which are impacting recreational uses. The Snye is also seen as an important economic and tourism resource with significant potential and as such the municipality must work to resolve the conflicting needs of users and the natural environment of the Snye. The MDP policies include evaluating the most appropriate recreational uses for the Snye and evaluating the long-term feasibility of the Snye as a float plane base.



Bridge over the Athabasca River

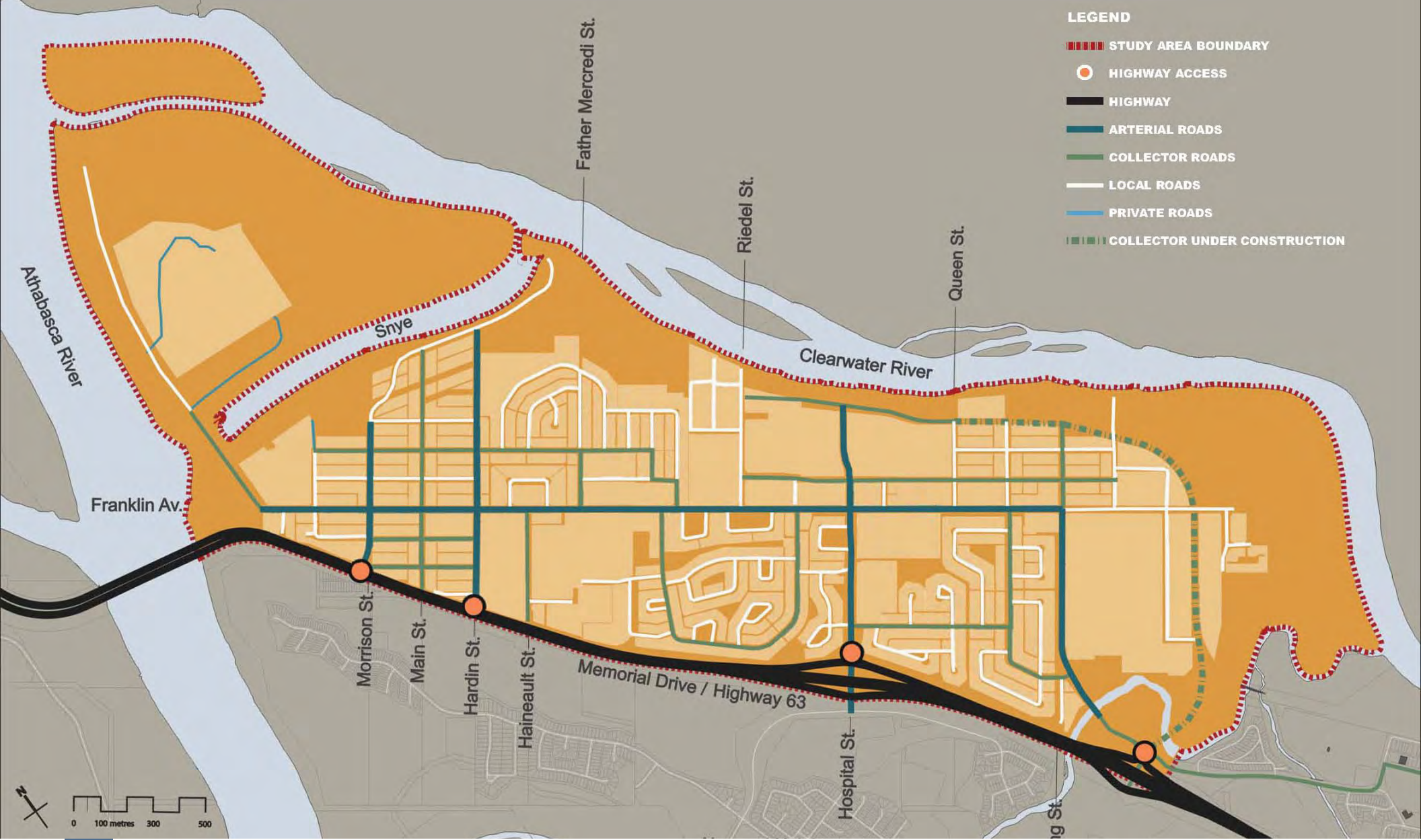
3.7 Transportation

ROADS

The Lower Townsite is accessible by road, from the southern and northern sectors of the city, via Highway 63. The existing road network within the Lower Townsite was reviewed as part of the 2000 Lower Townsite Transportation Plan. An updated Transportation Master Plan, currently in progress, will make new recommendations about required improvements to the transportation network in the LTS. (See Map 6: Existing Transportation)

Overall traffic circulation needs careful consideration especially given the expected population increases in the LTS and the city, and with the LTS remaining the central business district for the Fort McMurray area. Preliminary technical analysis reports of the updated Transportation Master Plan indicate that Franklin Avenue is already over capacity at peak periods and that with future growth of the city and the LTS other alternatives will need to be created as it will not be capable of handling the projected increased traffic volumes.

MAP 6: EXISTING TRANSPORTATION NETWORK



3.0

The MDP identified numerous policies with regards to transportation within the LTS. Among others, they include:

- investigate the need for and provision of Park and Ride facilities to relieve bus traffic within the Urban Service Area and anticipated traffic changes which result due to increased Park and Ride use;
- examine strategies to improve public parking in the downtown core of Fort McMurray;
- investigate strategies to improve traffic flow in the downtown core of Fort McMurray; and
- determine solutions to traffic congestion in the downtown core Fort McMurray.

PARKING

In July 2007 the report, “Residential Parking Strategy for the Urban Service Area-Fort McMurray” was approved by Council (Resolution 07-315). The report identifies on-street parking by private and non-private vehicles on residential streets as a major concern for municipal services and pedestrians. This report highlighted a number of solutions that were recommended for implementation. In the short term, many of the solutions focused on enforcement, regulation and education. In the long-term, key solutions include: parking permits in residential areas, and park and ride facilities for residents and non-residents¹⁵.



Parking in the LTS

¹⁵ Associated Engineering Ltd., August 2007. Residential Parking Strategy for Urban Service Area-Fort McMurray.

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PUBLIC TRANSIT

The Fort McMurray Public Transit System presently operates eight regular routes, five days a week, with a reduced schedule on the weekend. This service carries 900,000 riders annually. (See Map 7: Existing Transit) A Transit Master Plan completed in 2007 contains several transit oriented policies that are of particular significance to future development in the LTS:

- That the location of bus stops be coordinated with the design of walkways, intersections and development in order to minimize walking distances and provide for reasonable bus stop spacing.
- 90% of all dwelling units should be within a 450 metre walk distance of an existing or future bus stop with 70% of the dwelling units within a 300 metre walk distance of the bus stop.
- All multiple dwelling units should be within a 300 metre walk distance of an existing or future bus stop.
- Walkways should be provided such that walking distances from the residences of a subdivision to existing or future transit routes are minimized¹⁶.

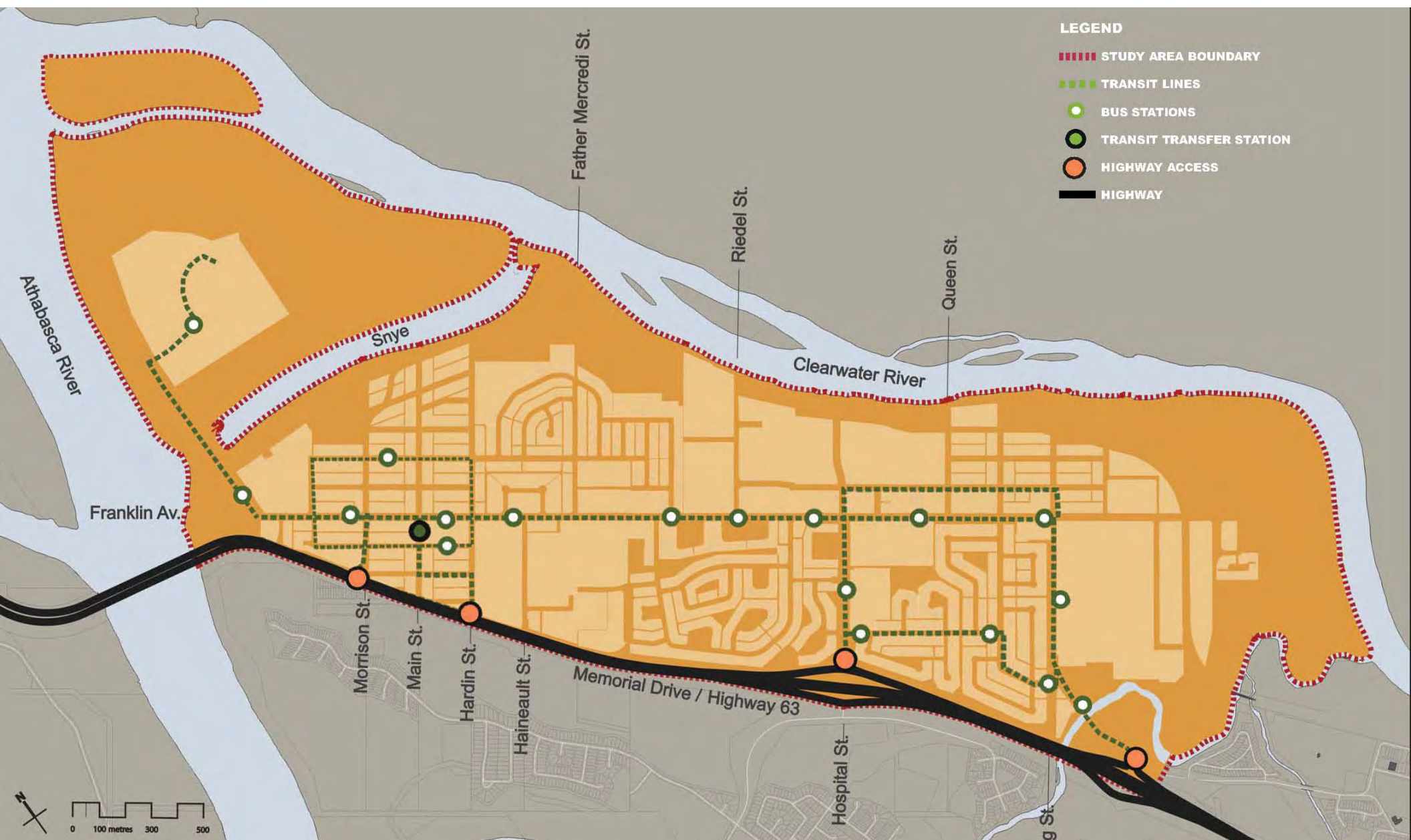
In addition to public transit, Diversified Transport, a private bus operator, provides transportation from the LTS to oil sands work sites for individuals employed by the oil sands companies. Taxicab services are another means of local transportation.

SUMMARY

With the projected increase in population both in the LTS, and the urban service area, there will be a need to improve the transportation network in Fort McMurray and particularly in the LTS. As noted earlier, another influencing factor is that the LTS is expected to continue to function as the Central Business District for the area, which will increase the traffic into and out of the LTS on a daily basis. Connectivity is an important element of healthy downtowns and transportation network improvements need to address and support all types of users including transit, pedestrians, and cyclists.

¹⁶ iTRANS Consulting Group. October 2007. Transit Master Plan: Final Report.

MAP 7: EXISTING TRANSIT NETWORK



3.0

3.8 Municipal Infrastructure

There has been a constraint on development in the south urban service area since 2007 as a result of a need to increase servicing capacity in the area. A number of projects are underway to address this constraint and plans for additional upgrades in the future are being developed, details of which are outlined below.

WATER SUPPLY SYSTEM

The Lower Townsite is serviced by an existing water treatment plant that serves the whole Urban Service Area. The Region is currently preparing a “South Urban Area Water Distribution Master Plan¹⁷” which identifies improvements required to significantly increase water supply capacity for the southern portion of the Urban Service Area, including the LTS. Water system upgrades are currently underway at the Water Treatment Plant and further upgrades are planned throughout the south water supply and distribution systems, including the expansion of the water reservoir serving the LTS and the provision of a new pumping station in the LTS. Once these and other upgrades are complete, the south water supply system will have a capacity of 106,000 persons, including an allocation of 48,000 for the Lower Townsite.

SANITARY SEWER SYSTEM

A new wastewater treatment plant (WWTP) is also under construction. This plant will service a population of 85,000, but is capable of being expanded to serve 133,000. Several major improvements being made to the sanitary sewer system in the LTS include:

- an upgraded force main from lift station 1A to the WWTP,
- a new force main from lift station 1B to the WWTP,
- upgrades to lift station 1A, and
- upgrades to lift station 1B.

These major improvements are expected to enable the sewage system for the south-

¹⁷ Associated Engineering Ltd., September 2008, Draft Report – South Urban Area Water Distribution Master-plan.

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ern Urban Service Area to accommodate a total population of 85,000-95,000, including some 48,000 for the LTS. A Waste Water Master Plan is currently being developed that will more accurately describe system options and potential capacity figures.

STORMWATER MANAGEMENT SYSTEM

The existing stormwater collection system in the Lower Townsite is older and in need of major improvements to meet current stormwater standards. A program of upgrades is being introduced as a part of individual area infrastructure improvements in the LTS, but a Drainage Basin Master Plan is required for the LTS to define appropriate strategies for overall system improvements.

SOLID WASTE

Solid waste is picked up on a weekly basis, and delivered to the regional landfill located south of Fort McMurray. Recycling is available via drop off bins in the Safeway parking lot on Franklin Ave. and a few other locations in the LTS. A major recycling depot is currently located in the Prairie district.

SUMMARY

The planned upgrades to key components of the municipal infrastructure system, specifically the water supply and sanitary sewer systems, will increase the service capacities of both systems to approximately 48,000 people for the LTS, sufficient to accommodate a significant increase in demand for services. However the timeframe for these various improvements may be such that the full capacity targets may not be achieved for a number of years. Detailed schedules for the completions of the various projects must be carefully coordinated with the planned redevelopment targets for the LTS to ensure that the infrastructure system can accommodate the planned growth.

3.0

3.9 Flood Abatement



Flood 1918—Fort McMurray Historical Society

The Lower Townsite has a long history of flooding, which typically result from ice-jams on the Athabasca River during spring break-up. Flood waters from the Athabasca back up into the Clearwater, and in combination with high flows in the Clearwater, result in rapid rises in the water level in and around the LTS. Development within the LTS, below the 248 m level (40 Year Flood level) is prohibited, and development between the 248 m and 250 m level (100 Year Flood level) is subject to flood plain building restrictions under the Region's Land Use Bylaw 99/059 (Section 60). (See Map 8: Flood Levels)

The Region is currently constructing a Parkway (also referred to as the "Loop Road") along the river in the eastern end of the LTS to a height of 248.5 m to provide basic flood protection for the 40 Year Flood level. Subject to detailed technical study and community approval, it is possible that the Parkway can be continued to the west using a similar approach. If the road is not constructed, or where the road does not function as a dyke for the 40 Year Flood level, other alternatives such as earth berms will need to be considered to provide basic flood protection.

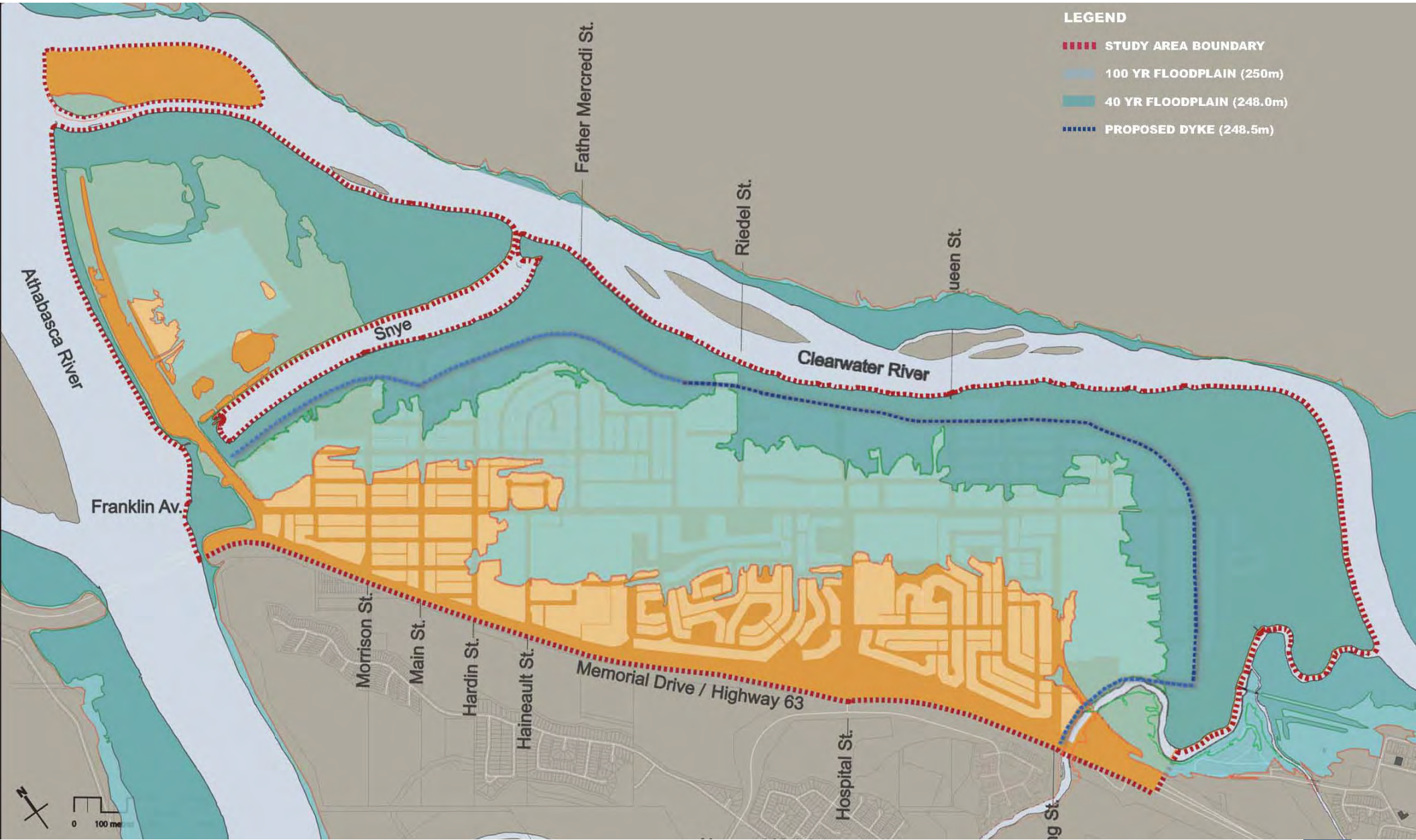
3.10 Current Land Use

The land use and sustainable growth policies in the LTS Area Redevelopment Plan must be based on the broad policies of the municipality as stated in the MDP Policies such as¹⁸:

- Ensure growth is focused in appropriate areas to minimize municipal investment and provision of services.
- Minimize tax increases by implementing off-site development levies to support the maintenance, improvement or provision of off-site municipal infrastructure that the subdivision or development will utilize. Work with develop-

¹⁸ Regional Municipality of Wood Buffalo. Municipal Development Plan By-law 00/05

MAP 8: EXISTING FLOOD ZONES



3.0

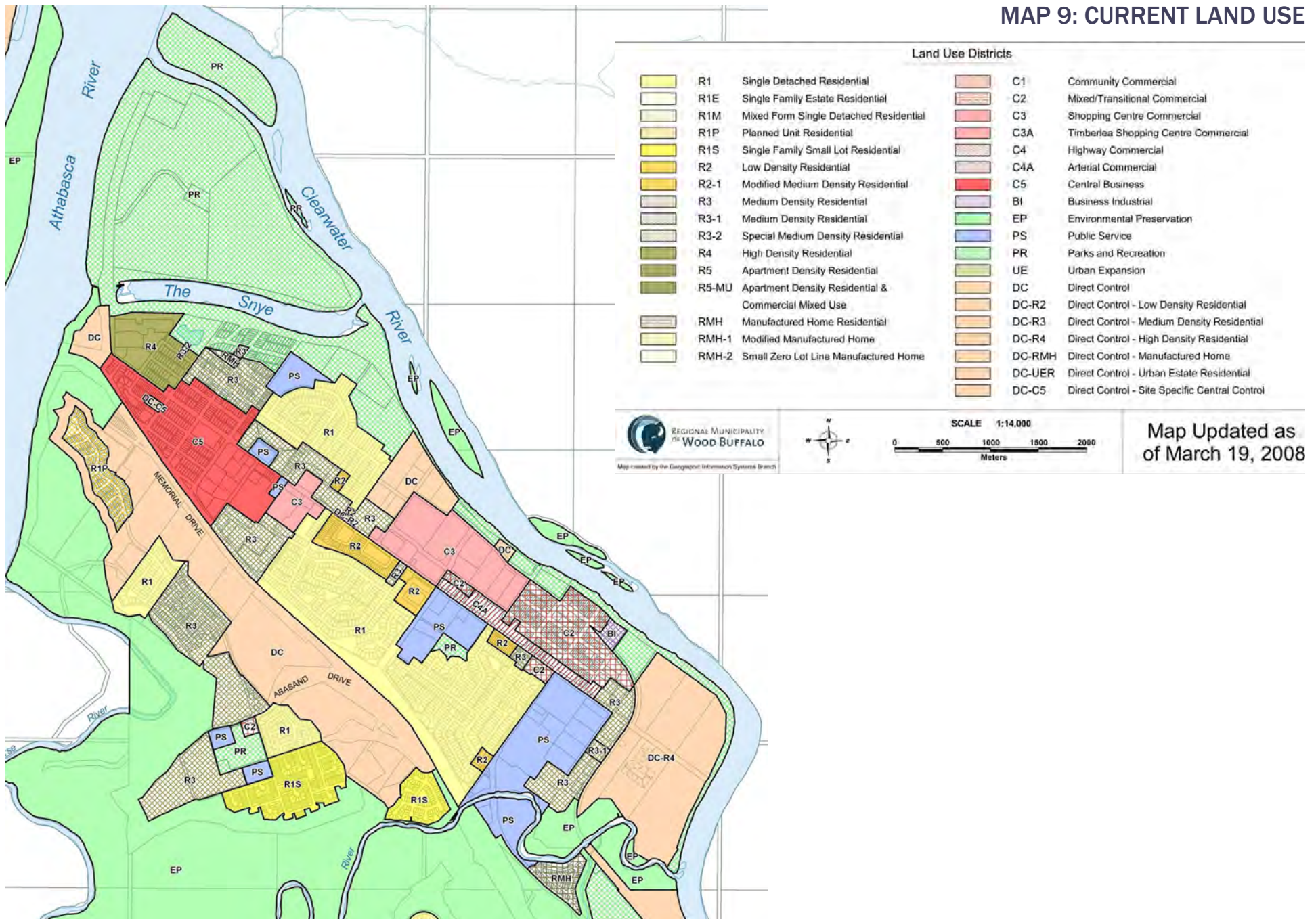
ers to establish appropriate off-site levy payment scheduling.

- Support environmentally friendly development patterns that use land efficiently.
- Accommodate and support pedestrian and alternative forms of transportation with less reliance on automobiles.
- Support in-fill development in existing subdivisions.

The LTS contains a wide range of land uses: low and medium density residential, retail, office, commercial, light industrial, heavy industrial and institutional uses. The Central Business District (CBD) use area (C5), as defined in the current Land Use Bylaw 99/059, is located at the west end of the LTS, mostly on the south side of Franklin Ave, with a portion extending north of Franklin to the north side of Manning Ave. between Morrison and Hardin Streets. The majority of the older medium density residential land use areas (R4 & R3) are located adjacent to the CBD in the west end, to the north and to the east of the C5 area. More recent medium density housing projects can be found scattered though various areas, generally to the north of Franklin Ave., as well as the large Longboat Landing project at the east end of Franklin. MacDonald Island is a large park and recreational area to the west of the LTS, surrounded by the Snye, Clearwater, and Athabasca Rivers. (See Map 9: Current Land Use)

Encouraging infill development and intensification of existing built-up areas is a more sustainable development policy than new “greenfield” development. The infrastructure investment in upgrading existing facilities is significantly less than the cost associated with building new roads, sewer and water services, as well as providing emergency and other essential services, to new development areas. Increasing the number of residents downtown, as well as the amount of office, commercial and retail space, also increases the opportunities for people to live and work in the same area, thus reducing vehicle trips. A reduction in trips helps address transportation demand issues, reduces costs for residents and results in a healthier city.

MAP 9: CURRENT LAND USE



3.0

3.11 Other Relevant Planning By-laws and Studies

There are a number of major studies and plans, current and underway that have important policy implications for the LTS-ARP. Information from new studies was integrated into the LTS-ARP as it became available. The plans and documents referred to in the LTS ARP include:

Current:

- Municipal Development Plan (Bylaw 00/05).
- Municipal Dangerous Goods Incident Assessment– July, 2003.
- Parks and Recreation Master Plan–June 2004.
- Fringe Area Development Assessment Urban Services Area–2007.
- Transit Master Plan–2007.
- Riverfront Master Plan – 2009.

Ongoing:

- Off-Highway Vehicle Master Plan.
- Cemetery Masterplan.
- Commercial Industrial Land Use Study (CILUS).
- “Envision Wood Buffalo – Towards 250K”, (also referred to as “Integrated Community Sustainability Plan”
- Regional Housing Strategy
- Hwy. 63 Expansion – Detailed Design Studies by the Province of Alberta
- Recreation, Arts and Leisure Master Plan
- Regional Economic Development Strategy (REDS)
- South Urban Area Water Distribution Master Plan
- Transportation Master Plan
- Waste Water Master Plan
- Hwy. 63 Expansion

4.0 VISION, GOALS and OBJECTIVES

4.1 Community Vision

The following describes the community's vision for the redeveloped Lower Townsite, the end state towards which the Area Redevelopment Plan is to be directed. This vision statement has been refined and validated by the community and reflects ideas expressed in the Future Forward and Envision Wood Buffalo exercises.

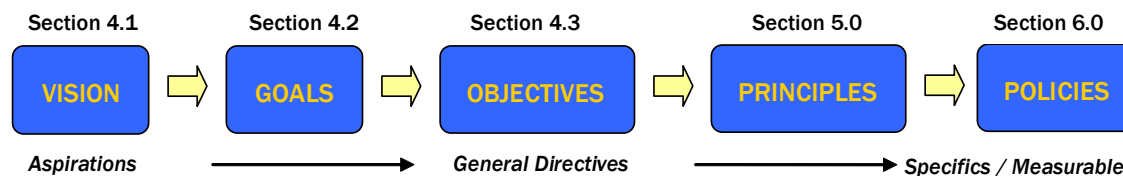
LTS Vision Statement - 2030:

"The Lower Townsite will be the focal point for a prosperous Northern Region. As the central downtown core for Fort McMurray, the Lower Townsite will be a quality urban environment offering opportunities to work and live in the same area. It will include a diversity of commercial, residential and recreational uses centered around the natural beauty of the Athabasca and Clearwater Rivers. The Lower Townsite will be inclusive and accessible to all and will celebrate the area's history and community spirit."

The purpose of this Area Redevelopment Plan is to help define how this vision for the Lower Townsite can be achieved. The Lower Townsite with its rich blend of land uses, large residential base, and extensive riverfront recreational potential is in a unique position to become a leading example of sustainable urban development, creating a vibrant live, work, play community that would be the envy of most other large urban centres in Canada, as well as North America.



The Snye



4.0

4.2 Community Planning Goals



Precedent: Mixed Use Commercial and Residential Development - Vancouver, BC

The following thirteen goals are based on the key values that emerged from the community engagement process and describe the main expectations of the area redevelopment process. The goals have been organized relative to six major community planning topics.

Land Use

- Goal #1:** As part of the Region's sustainable approach for population and business growth in the Urban Service Area, allow for intensification of the LTS that will improve community activity, economic development and safety.
- Goal #2:** Redevelop the LTS to retain and enhance its mixed-use character, providing improved opportunities to live, work, shop, play and learn.
- Goal #3:** Allow for a range of housing types and densities that will meet the needs of a diverse population in a supportive and sustainable community environment.

Community Services

- Goal #4:** Ensure population and economic expansion in the LTS is accompanied by appropriate improvements to community services and facilities.

Economic Development

- Goal #5:** Retain and reinforce the LTS as the Central Business District (CBD) for Fort McMurray and the Wood Buffalo Region.
- Goal #6:** Allow for more commercial and retail facilities in a wide range of forms.

4.0

Municipal Services

Goal #7: Ensure that infrastructure expansion projects are implemented at appropriate population growth thresholds in order to meet future servicing needs.

Goal #8: Reduce the flood risk in the LTS.

Goal #9: Ensure that municipal services are provided in a manner that minimizes impacts on the community environment, maximizes efficiency and use of existing systems, and minimizes life cycle costs.

Riverfront, Parks, and Cultural Heritage

Goal #10: Develop the riverfront areas of the Snye, the Clearwater River, and MacDonald Island as attractive recreation areas and exciting focal points for the community and in a way that recognizes the historical significance of the area.

Goal #11: Ensure population and economic expansion in the LTS is accompanied by appropriate expansion of parks and recreation facilities and programs in the area.

Transportation Systems

Goal #12: Improve the transportation network in the LTS to accommodate the planned growth, considering all modes of transportation, that addresses issues of sustainability and provides safe, efficient and comfortable solutions to the community's needs.

Goal #13: Ensure measures are taken to address the severe risks posed by the large volume of dangerous goods being transported along Highway 63 near heavily populated areas of Fort McMurray, such as the LTS.

4.0

4.3 Community Planning Objectives



Precedent: High Density Residential Development

The planning objectives presented in this section describe how the Goals outlined in Section 4.2 can be achieved. They define the end situation to be reached in the redevelopment of the Lower Townsite. Objectives should be attainable, quantifiable, and measurable.

Land Use Objectives

- i) Allow for further intensification in the LTS through increased densities in selected areas and plan for expansion of the municipal infrastructure to accommodate this growth.
- ii) Distribute the development of new retail, office and residential uses throughout the LTS, creating more mixed use development.
- iii) Allow for higher density residential development in locations with convenient access to shopping, offices, services, and recreational and parks facilities.
- iv) Provide for a transition of densities to prevent high density development from occurring immediately adjacent to low density areas.
- v) Revitalize existing commercial areas and streets with more pedestrian-oriented, small-scale, retail opportunities, especially along Franklin Ave.
- vi) Eliminate heavy industrial uses in the LTS and replace with mixed-use development.
- vii) Preserve existing large, single-detached subdivisions for family living, but permit modest forms of redevelopment consistent with the family-oriented character of the neighbourhoods.
- viii) Improve the safety and pedestrian character of residential neighbourhoods.

4.0

Community Services Objectives

- i) Ensure that plans for expansion of housing and employment are accompanied with corresponding expansion of the health, education, and social services systems in locations that are accessible by a variety of transportation modes including: vehicles, public transit, biking and walking.
- ii) Provide for expansion of police and emergency services in conjunction with the housing and employment growth in the LTS.
- iii) Examine ways to ensure that redevelopment in the LTS enhances opportunities for non-profit service organizations to continue to operate and develop.

Economic Development Objectives

- i) Provide for higher density, mixed use development within the CBD, including residential uses, but ensure that commercial uses are given precedent.
- ii) Encourage industries and businesses to locate corporate offices in the CBD.
- iii) Provide for basic height and Floor Area Ratio (FAR) limits within the CBD appropriate for medium-high density development.
- iv) Create a bonus system for the CBD that will allow densities beyond the basic medium-high density limits in return for specific concessions of benefit to the City and the immediate area such as the provision of: public open space; public parking; public art or public amenity facilities; LEED standard buildings; or special Winter City features.
- v) For all new developments in the CBD prohibit surface parking lots and access to parking off of the main streets (as defined in the District Policies).
- vi) Develop a comprehensive parking strategy for the LTS, and especially the CBD, that will reduce the amount of on-street parking and surface parking lots.



Precedent: High Density Mixed Use Development in Toronto

4.0



Precedent: Pedestrian Oriented Street in Edmonton

- vii) Create more pedestrian friendly retail areas that will offer a variety of retail opportunities and provide a unique and attractive shopping district.
- viii) Formulate detailed area improvement programs to enhance the attractiveness of the downtown and existing retail facilities.

Municipal Services Objectives

- i) Define threshold capacities for water, sewer and road systems improvements in the LTS.
- ii) Include flood protection measures as a part of the LTS infrastructure improvements.
- iii) Plan for and implement improvements to the water, sewer, stormwater and utilities system to accommodate the projected growth.
- iv) Develop specific programs for green innovations in Municipal services, such as: grey water recycling; low flow toilets and showers; and stormwater retention and reuse, as a means of reducing loads on municipal systems and minimizing the need for further expansion of these systems.
- v) Formulate a “Green Building Strategy” for introducing green building technologies in the Region. The Region would take a leadership role in this area by requiring that all new buildings designs and major building renovations for the Region achieve basic LEED standards.

Riverfront, Parks, Cultural Heritage Objectives

- i) Develop a Riverfront Master Plan to guide development of MacDonald Island, the Snye, and Clearwater riverfront such that they become focal points for the LTS, offering interesting and attractive recreational and leisure opportunities for the residents of the LTS, as well as the Region.

4.0

- ii) Develop a river walk system along the Snye, the Clearwater River, and around MacDonald Island, that will connect the nodes of the riverfront park system and allow pedestrians and others to use the system for a variety of passive and active recreational activities.
- iii) Ensure protection of natural areas and hazardous lands along the riverfront as a part of the riverfront development.
- iv) Require new development abutting the river to provide set-backs of at least 40m to allow for proper environmental protection and for the continuation of the river-walk system through these areas.
- v) Identify specific opportunities in the Riverfront Master Plan for development of tourist related activities and facilities that highlight the historical and cultural significance of this area.
- vi) Provide a network of green corridors, park, and recreation spaces that will create a system of pedestrian and bike connections throughout the LTS.
- vii) Upgrade existing parks within the LTS to make them more usable and attractive.

Transportation Systems Objectives

- i) Encourage alternate forms of transportation, such as public transit, biking, and walking in the LTS.
- ii) Provide for safe and efficient improvements to the roadway network to help alleviate the traffic congestion on Franklin Ave. as recommended in the upcoming Transportation Master Plan.
- iii) Develop a network of road transportation improvements to address traffic needs consistent with the upcoming Transportation Master Plan.



Precedent: Riverwalk

4.0



Precedent: Parking Structure with at-grade Commercial

- iv) Encourage greater use of public transit in the LTS, as per the recommendations of the 2007 Transit Master Plan.
- v) Provide a safe and convenient system of green corridors for pedestrians and cyclists to use to connect to key activity centres, parks and recreational areas throughout the LTS.
- vi) Provide safe, convenient and adequate off-street parking solutions, especially in the CBD.
- vii) Prepare a Regional Transportation Plan that will examine the feasibility and options for future rapid transit service in the Urban Service Area and the Region. The LTS, with its concentration of residential and commercial uses, will be a major service centre for any such system.
- viii) Prepare a Regional Transportation Plan that will examine an alternate highway route for the transportation of dangerous goods that is removed from the populated areas of Fort McMurray. Until such time as an alternate road is built, adopt other mitigative measures recommended in the “Municipal Dangerous Goods Incident Assessment” report submitted to Council in 2003, to reduce the serious risk posed by the current high volumes of dangerous goods being transported through the centre of the City.

5.0 PLANNING CONCEPTS & PRINCIPLES

5.1 LTS Growth and Intensification Targets

The Lower Townsite currently contains a broad range of land uses. The public engagement process indicated that the community would like this mixed-use character retained and enhanced. They also acknowledged that given the pressure for additional growth and development in Fort McMurray, further intensification and redevelopment in the LTS was reasonable.

Redevelopment and intensification of the LTS is consistent with sustainable urban development practices. The basic infrastructure exists to accommodate more growth with minimum expenditure, and there are ample areas of undeveloped and underdeveloped properties that can accommodate additional growth.

The question was often asked during the planning process “How much additional growth can the LTS accommodate?” There is no simple answer to this question. Though the LTS cannot physically be expanded, as it is constrained by rivers on three sides and Highway 63 on the other, it still has considerable potential for growth through greater intensification of existing areas. The potential for growth in the LTS depends on a number of factors, such as:

- How much the Region is willing to invest in redeveloping and expanding the infrastructure in the LTS (roads, water, sewers, transit) to accommodate additional growth?
- What is the current and future demand for higher density downtown living? The Canadian and Alberta market reality is that not everyone wants to live downtown in more compact conditions. Other living alternatives will need to be provided as a part of the Region’s overall growth strategy and housing developments in the LTS will have to compete with these other alternatives.
- How much intensification are residents, and the Region, willing to accept? At what point will the community be so drastically changed that it no longer provides a healthy community environment to live, work and play in? Many

Population Sectors	2007	Est. 2030	Growth (2007-2030)
Residential	11,721	24,000	12,279
Hotel/Motel	2,472	3,600	1,128
Workers	9,073	18,000	8,927
Total LTS Population	23,266	45,600	22,334
Fort McMurray Urban Service Area Totals	65,400	220,000	154,600

Table 2: Future Growth Targets LTS

5.0

people have come to Fort McMurray because they specifically desire small town environment. Fort McMurray, and the LTS in particular, has to define the urban character, and form and scale of development that fits this community and this region.

Given the continued growth in new oil sand leases and new projects being commissioned, it is expected that the recent high rate of growth in the region will continue in the future, though at perhaps a slightly diminished level. The Region's Envision Wood Buffalo process estimates a regional population of 250,000 by 2030¹⁹. The Fort McMurray Urban Service Area population could be about 220,000 by then²⁰.

Both the Region and the Province are developing plans to accommodate future growth, with new subdivisions such as Parson's Creek and Saline Creek being developed in the short term and other new areas being planned for the future. A good portion of the future population growth and expansion will be targeted for these new development areas. The amount of future growth that should be reasonably targeted for intensification in existing built-up areas, such as the LTS, has not been specifically defined.

In the absence of specific Regional population and growth data and targets, the LTS-ARP planning team defined growth targets with the community by looking at the following factors:

- The amount of land with development potential in the LTS: defined as being either currently vacant; or underdeveloped, such as, low density in an area of evolving higher density and older building sites that have a greater potential for redevelopment.
- The capacity of municipal services, including current and anticipated projects that will result in major improvements to the LTS infrastructure system.
- Determination of what a reasonable portion of the City's overall future growth might be accommodated in the LTS, and

¹⁹ Envision Wood Buffalo : 250K Terms of Reference, Sept. 11, 2007, RMWB and Dillon Consulting Ltd.

²⁰ iTrans Consulting Inc. Technical Report #1: Transportation Master Plan – Stage 1 assumes a population of 215,000 in the USA by 2027.

Year	Fort McMurray Population	LTS Residential Population	% LTS Population
2030	220,000	24,000	11
2007	65,400	11,721	18
2006	61,366	11,300	18
2005	60,983	12,260	18
2004	56,111	13,652	24
2002	47,240	11,831	25
2000	42,156	9,561	23
1999	36,452	8,191	22

Table 3: Projected Population of the Lower Townsite

City	Total Population	Downtown Workers	Downtown Residents	% of Downtown Residents to Overall Population
Fort McMurray	65,400	10,000	11,721	17%
Halifax	360,000	24,000	33,000	9%
Moncton	64,128	15,000	1,200	2%
Saskatoon	208,300	20,000	5,000	2%
Calgary	1,000,000	120,000	30,000	3%
Vancouver	578,041	–	80,000	14%

Table 4: Downtown Population in Canadian Cities

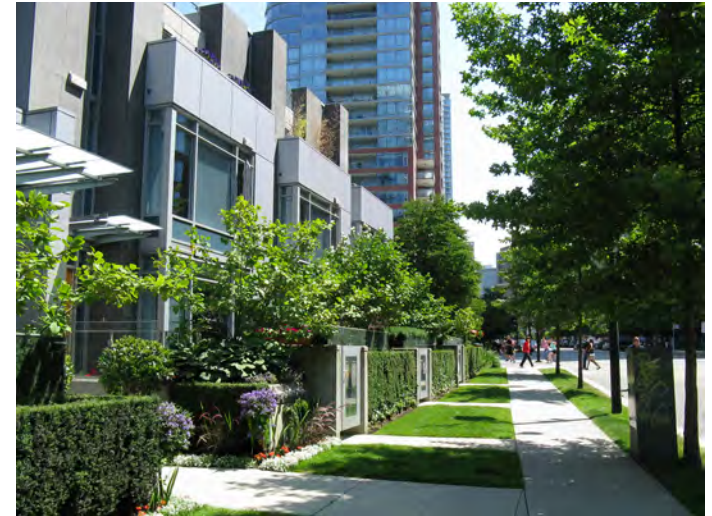
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- Assessment of what scale of intensification seems most consistent with balancing growth and maintenance of a healthy community environment. Using a 3D modeling technique, various intensification options were illustrated and reviewed with the community. Through this process of review and revision, a preferred level of intensification and distribution was agreed upon. (See Map 10: Proposed Intensification Model, and Map 11, 12 & 13: Proposed Intensification – Aerial Views)

The results of this analysis, which was shared and discussed with the Community Working Groups and the Advisory Committee during the community engagement process, was that a target of about double both the current residential population and employment population in the LTS was reasonable. Residents felt that this level of intensification could be accommodated without jeopardizing the quality of life in the LTS. This would mean targeting additional residential growth of about 12,000 people and employment growth of some 9,000 additional workers. The total population in the LTS, including these growth targets, would ultimately be 24,000 residents plus approximately 18,000 workers. (For a summary of the growth targets see Table 2)

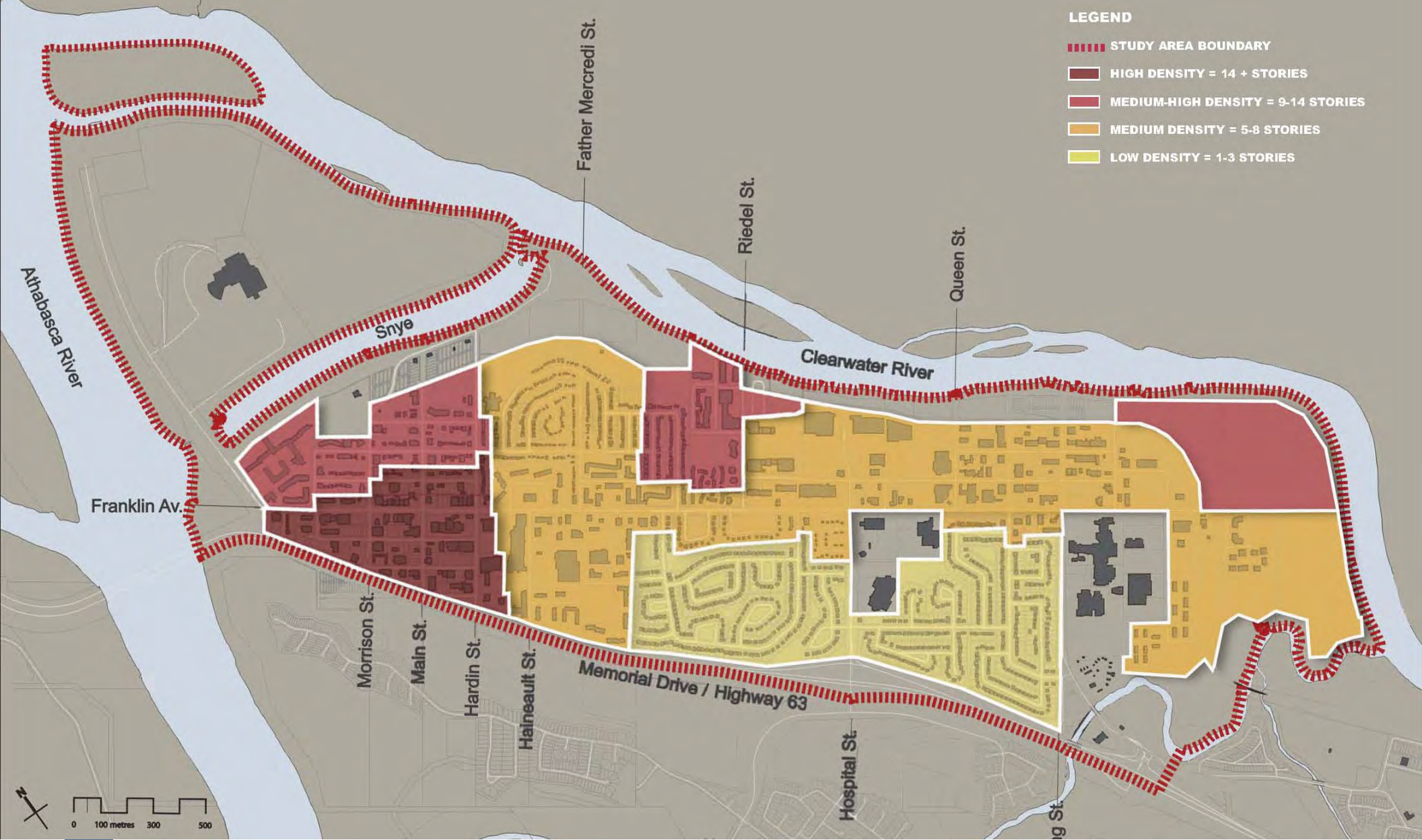
While this amount of growth is significant, there is ample potential to accommodate such redevelopment in the LTS. It is also within the current planned capacity improvements to the LTS water, sewer and road infrastructure, and therefore can be accommodated without major additional infrastructure investments. However, further upgrading of local infrastructure components will be required related to individual developments. Finally, resident response indicated that this level of development could occur without overwhelming the community.

These population targets may be achieved earlier, perhaps by 2020, or could take longer to be attained. However, rather than assuming this Plan will be sufficient for 15 or 20 years, it is recommended that the focus be on the growth targets or “thresholds” themselves. This will require that redevelopment be regularly and accurately monitored, preferably on an annual basis, to track progress towards the threshold. (see Section 8 for further details on implementation and monitoring)



Precedent: Mixed Residential Types

MAP 10: PROPOSED INTENSIFICATION



MAP 11: PROPOSED INTENSIFICATION 3D MODEL,
looking east



MAP 12: PROPOSED INTENSIFICATION 3D MODEL

looking east along Franklin Ave.



MAP 13: PROPOSED INTENSIFICATION 3D MODEL

looking west



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Precedent: Intensification



Precedent: Intensification and Public Waterfront - Vancouver BC

Given the extraordinary rates of growth and change in Fort McMurray, it is recommended that this Plan be fully reviewed, and updated if necessary, in 5 years, and even earlier should development conditions drastically change, or if the annual review process indicates major concerns with key aspects of the Plan. Regular reviews and updating of plans is sound policy and wise planning in such a rapidly changing environment. It is recommended that a full, new ARP process be initiated once a threshold of 75% of the total growth target of 24,000 residents is attained.

5.2 Land Use

Future Land Use Concept

The Future Land Use Concept is built upon the existing dispersed mixed use character of the Lower Townsite and the vision that with a prosperous central business district, healthy and active retail and residential mixed use areas, along with attractive, revitalized riverfront, the Lower Townsite will become a model sustainable community offering live, work, and play opportunities for its residents.

Main features of the Future Land Use Plan include:

- Creation of ample opportunities to live, work, play and learn in a healthy, safe and sustainable community environment.
- Accommodating additional growth, distributed throughout the area
- Allowing for a diversity of housing suitable for a range of demographic and economic groups.
- Developing and enhancing the LTS as the Central Business District (CBD) for the city.
- Creating more mixed use areas that will provide more street level retail with upper floor commercial and residential uses along major streets.
- Implementing major improvements to the riverfront to create more active and passive recreational opportunities for both residents and visitors.

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Principles

Principles described in this section of the Plan are applicable to the LTS as a whole, and outline specific actions or means of achieving the general goals and objectives described in Section 4.

Key principles to be followed in implementing the Future Land Use Plan include:

- a. Distribute the growth targets of 12,000 new residents and 8,000–10,000 new jobs throughout the LTS.
 - Highest densities will be permitted in the west end and east end, as both have good access to adjacent employment and retail areas, as well as to Memorial Drive (Highway 63).
 - Permit higher densities in other areas adjacent to the riverfront park system, that also have convenient access to work and retail opportunities.
- b. Permit mixed use development in all areas not intended solely for residential use.
- c. Permit residential use as a part of the mixed uses in the CBD, but not at the exclusion of needed commercial development. In order to ensure the CBD is the primary area for more intensive commercial development, residential development in the High Density Mixed Use – Commercial (HDMU-C) area of the CBD will be limited to no more than 50% of the gross floor area (excluding all indoor parking areas) of any new development.
- d. Provide for a range of densities to allow for a transition from higher density, to medium density, to lower density land uses. Seven main density categories are proposed. (see Map 14: Proposed Land Use)
 - Low Density Residential (LR): 1 to 2 storeys
 - Medium-Low Density Residential (MLR): 2 to 4 storeys
 - Medium Density Residential (MR): maximum 8 storeys (FAR 2.0)
 - Medium Density Mixed Use (MMU): maximum 8 storeys (FAR 2.0)



Precedent: Semi-private Uses along Public Right-of-Way

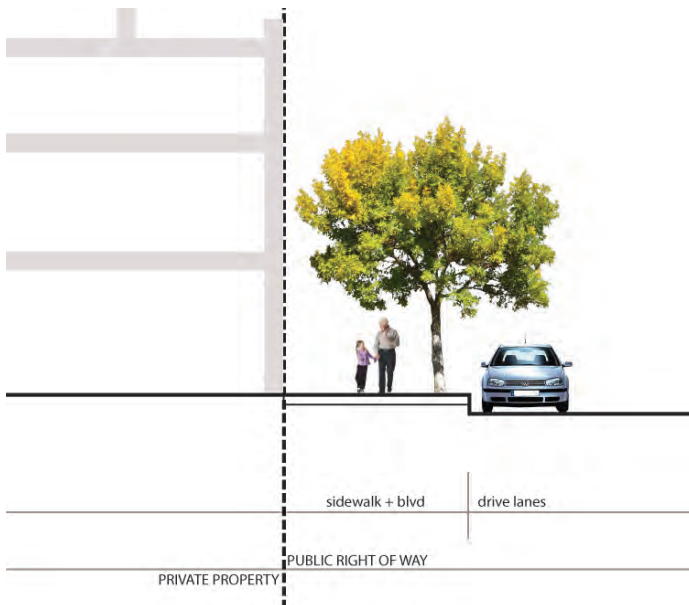
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- Medium-High Density Residential (MHR): maximum 14 storeys (FAR 3.0)
- Medium-High Density Mixed Use - Residential (MHMU-R): maximum 14 storeys (FAR 3.0)
- High Density Mixed Use - Commercial (HMU-C): more than 14 Storeys (FAR 3.0) will be permitted subject to a bonus system that will grant additional density in return for specific features that are considered of benefit to the community.

e. In the westerly portion of the CBD, that is designated as a High Density Mixed Use - Commercial (HMU-C) area, the basic development standards for the area will be set to standards similar to the current C5 land use category for this area (e.g. Building Height: maximum 46m, which is approximately 14 stories; Floor Area Ratio: maximum 3.0). Densities beyond these basic standards would be allowed in this area, but any such increases in density would be subject to a bonus system. In return for an increase in density, the bonus system would require the development to provide additional features of specific benefit to the community, such as: public open space; public parking spaces; affordable housing; “green buildings” meeting LEED standards; Winter City design features; or special design features for a prime location such as the Intensification Nodes and Gateways.

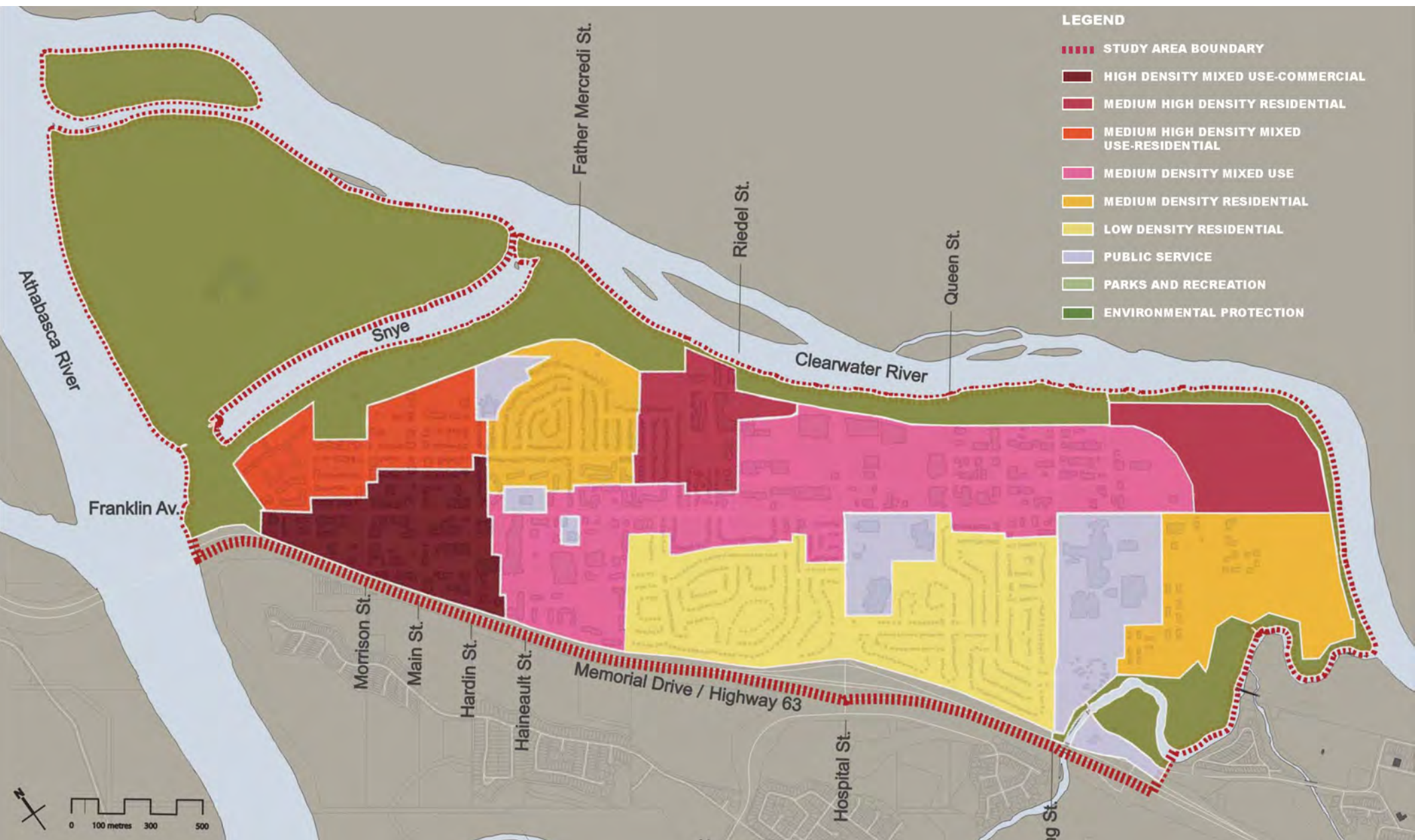
f. Require zero front setbacks for mixed use developments with street level retail along major streets to create a more active and pedestrian friendly street environment. Require a minimum amount of glazed openings along the street frontage.

g. Prohibit heavy industrial uses in the LTS and convert the existing Prairie District to mixed use, medium density.



Section: Example of Zero Front Setback

MAP 14: PROPOSED LAND USE





Borealis Park Walkway

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- h. Retain Alberta Drive and Birchgrove neighbourhoods as low density, family housing areas, but permit small scale redevelopment within these areas, such as: semi-detached, duplex, townhousing or four-plex units. Develop residential design guidelines for this type of in-fill development to ensure new redevelopment is consistent with street-oriented, family housing, and the form, designs and parking solutions are appropriate to the site and to the neighbourhood.
- i. Develop specific urban design guidelines for each of the land use categories. Design principles for Crime Prevention Through Environmental Design (CPTED), Barrier Free Access, and Winter Cities should be included in all these guidelines.

5.3 Community Services

Principles

- a. Community Service agencies serving the LTS (schools, health services, social services, religious services) should carry out individual needs analysis for their respective service areas to determine what additional programs and facilities may be required to serve the proposed increase of 12,000 new residents, and 8,000 – 10,000 additional workers.
- b. If major public service lands are to be redeveloped the organizations involved shall confirm that there are replacement plans for all required programs, and that first priority for new uses of on these lands be given to other public service uses in need of space.
- c. Improve the safety of existing and new neighbourhoods through careful planning and design consistent with principles of “Crime Prevention Through Environmental Design (CPTED)”, as well as with improved policing programs and enforcement of existing by-laws.

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5.4 Economic Development

Principles

- a. Formulate a program to actively promote companies to establish corporate offices in the Central Business District.
- b. Develop a strategy to develop space for small business and non-profit groups.
- c. Develop a comprehensive parking strategy for the CBD and designated major retail streets that should consider: introduction of paid, on-street parking; prohibition of surface parking in front of buildings; prohibition of new surface parking lots in the CBD; and, provision of public parking lots and structures in order to enable smaller scale developments to reduce their on-site parking in return for a contribution to a levy system to pay for the public parking facility.
- d. Develop urban design guidelines for street related commercial development in the CBD and on designated major retail streets aimed at improving the pedestrian friendly character of these areas with features such as:
 - Zero frontage for street level retail
 - Upper stories stepped back above the third storey
 - Minimum requirements for window areas at the street level.
 - Street frontage signage standards.
 - Street furniture standards
 - Street landscaping standards
 - Prohibition of access ways to parking or service bays from the main street.
 - For corner lots, continuation of street frontage treatment around the corner from major street to side streets.
 - Prohibit surface parking in the front of buildings, and minimize surface parking; encouraging more off-street, below or above ground parking solutions.



Precedent: Parking Structure with pedestrian oriented retail at street level



Precedent: Street Oriented Retail Development

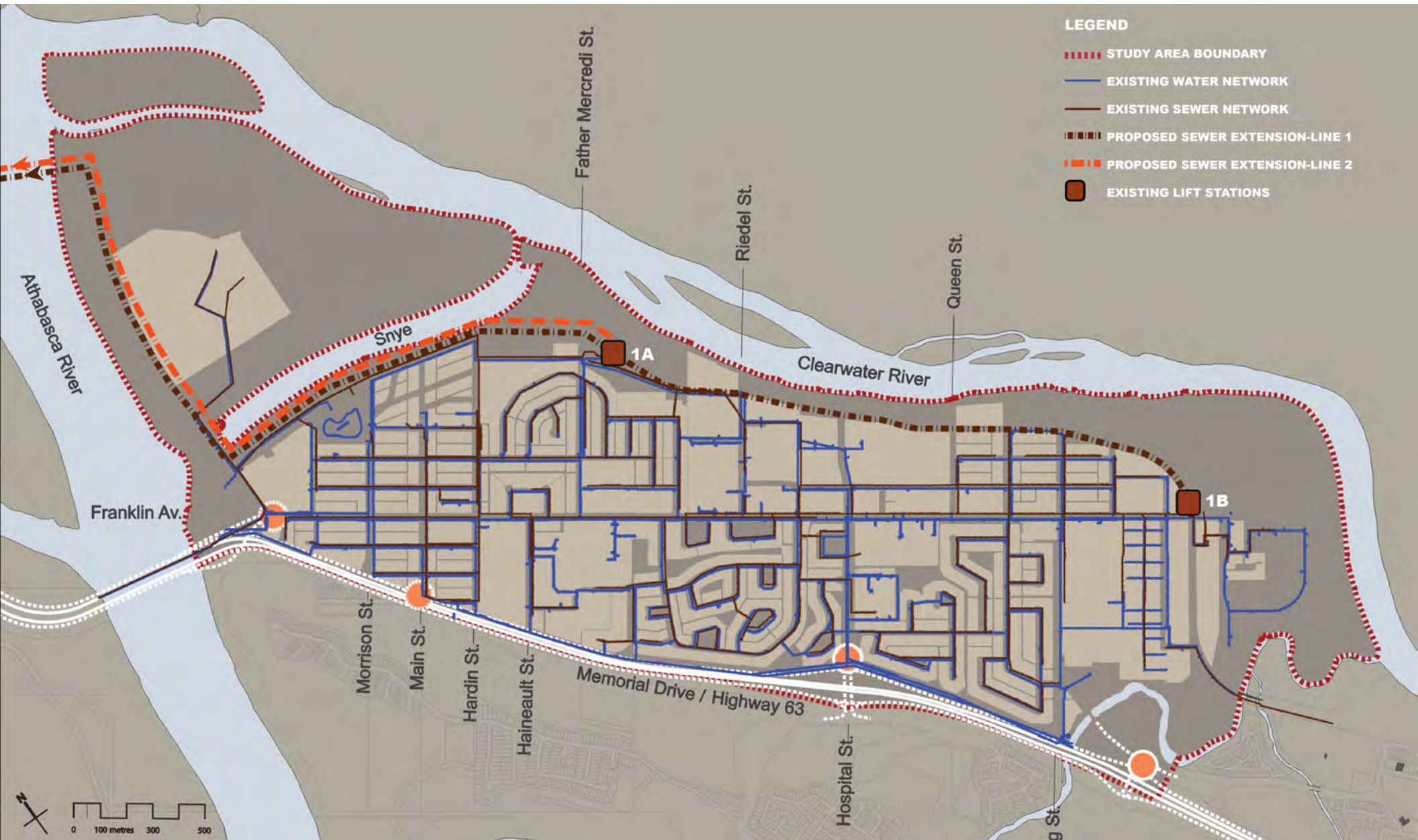
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5.5 Municipal Infrastructure

Principles

- a. Define specific threshold capacities for each of the main elements of the municipal infrastructure system, and determine specific planned completion date for any upgrades. Both the Water Supply and Waste Water Collection systems are being improved with planned additional capacities that will provide a total capacity for the LTS of approximately 48,000 people (residents + workers) for both the Water Supply system, and the Waste Water Collection system. (see Map 15: Proposed Infrastructure)
- b. Complete the construction of basic flood protection systems for the LTS area to the 40 year flood level. While the Parkway constructed and under construction in the east end of the LTS has been design to also serve as a flood protection dyke for the 40 year flood level, technical feasibility studies need to be carried out to determine the most appropriate method for providing that protection for the western portion of the LTS.
- c. Continue to use the Land Use By-law to ensure that new developments provide additional flooding protection for the 100 year flood level.
- d. Prepare a 10 year Capital Improvement Program to upgrade and replace existing elements of the LTS infrastructure to meet current day standards and improve operating efficiencies, based on the proposed land use and densities.

MAP 15: PROPOSED INFRASTRUCTURE



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5.6 Riverfront, Parks, Cultural Heritage

Principles

- a. Implement the recommendations of the Riverfront Master Plan to create a continuous park and riverfront system around MacDonald Island, along the Clearwater River and the Snye that will make these areas focal points for activities and events for local and regional residents as well as visitors.
- b. Develop a specific shoreline improvement program to protect the Clearwater shoreline from erosion and negative environmental impacts.
- c. Develop tourist related facilities and activity areas along the riverfront area as recommended in the Riverfront Master Plan.
- d. Develop new, small pocket parks as a part of the redevelopment of the CBD. (see Map 16: Proposed Parks and Green Structure)
- e. Develop more efficient and attractive pedestrian walkways and bike paths throughout the LTS to connect central areas of the LTS to the riverfront park system. (see Map 17: Proposed Bike and Pedestrian Network)
- f. Improve and upgrade existing parks in the LTS. Priority should be given to the parks on Poplar and Pond Crescents.
- g. Implement landscaping improvements including: shade and ornamental tree planting, street furniture, solar lighting, sidewalk improvements and general curb-appeal improvements of existing roads based on their hierarchy as shown in Map16.

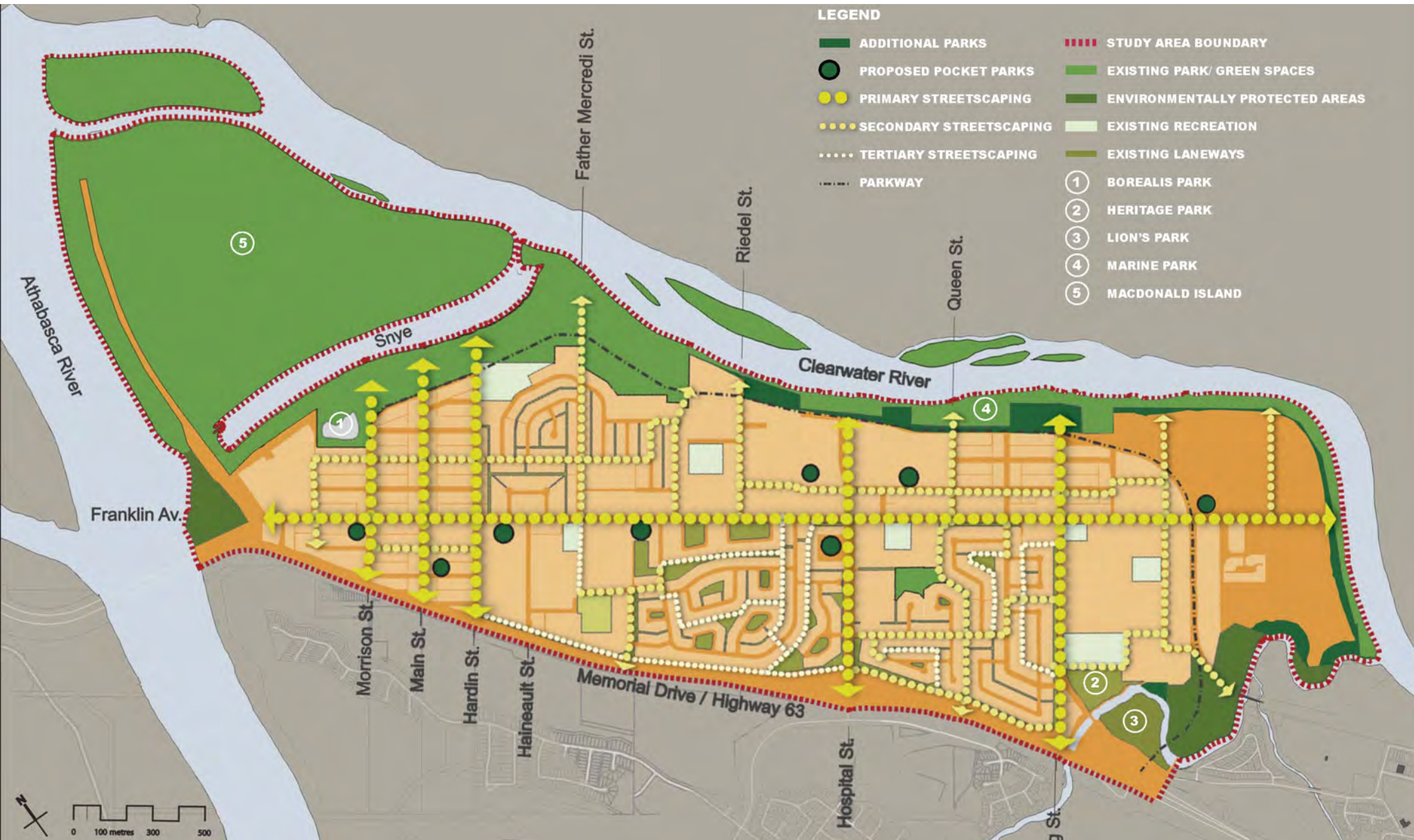


Precedent: Pocket Parks

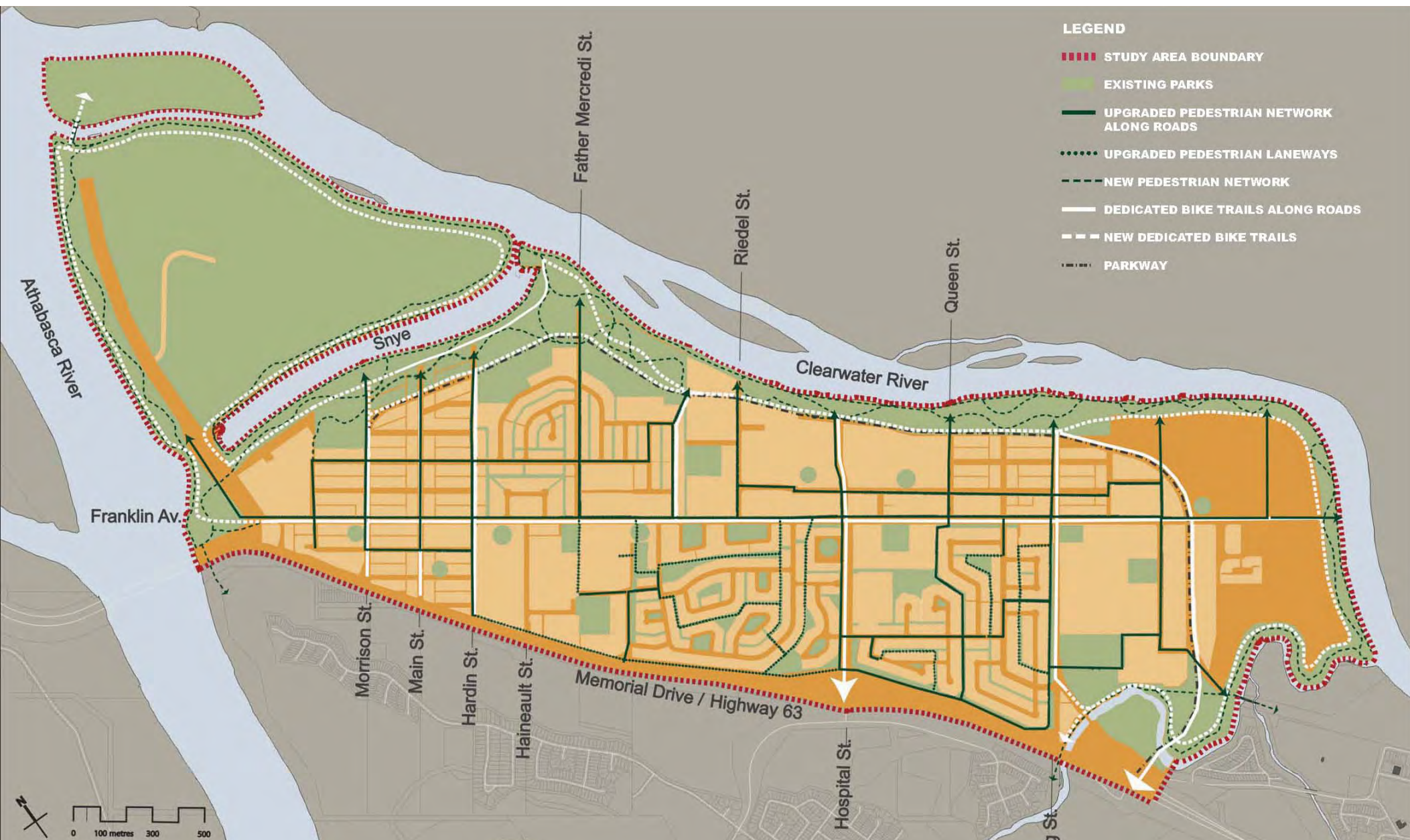


Precedent: Primary Streetscaping

MAP 16: PROPOSED PARKS AND GREEN STRUCTURE



MAP 17: PROPOSED BIKE AND PEDESTRIAN NETWORK



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5.7 Transportation

Principles

- a. Assist in alleviating traffic congestion in the LTS, specifically on Franklin Ave., with the extension of the Parkway westward from Riedel as a collector road connecting up to a major north-south street in the west end. (For details, see Map 18: Proposed Transportation Network)
- b. Examine the feasibility of other options for reducing traffic congestion that would provide more options to traffic users and place less pressure on a few roads handling the majority of traffic. Potential improvements to be examined include:
 - the extension of Fraser Ave. east through to Riedel St.;
 - extension of Biggs Ave west from the Alberta Dr. subdivision through to Hardin St.;
 - extension of Alberta Dr. north of Franklin, between Plaza I & II, to Manning Ave. and through to Gordon or the Parkway;
 - extension of Father Mercredi north to the Parkway, and
 - extension of McLeod St. north to the Parkway
- c. For the purpose of this Plan, improvements relating to Memorial Drive (Highway 63) are based on the most recent plans of the Provincial Government for expansion of Memorial Drive. However, this does not constitute an endorsement of the Provincial plan, but merely documents what the current plans are and what the implications are for the LTS. The Region is continuing discussions with the Province regarding their proposals, which may result in some modifications to these plans in the future. The current plans call for major changes to the connections in the west end of the LTS, which will include:
 - providing a direct connection to Memorial Drive from Franklin Ave.
 - creating a full interchange connection to the highway at Main St.
 - closing off the current access at Morrison, and



East end of the Parkway at Tolen Dr. and King St. Interchange

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Precedent: Enclosed bus terminal

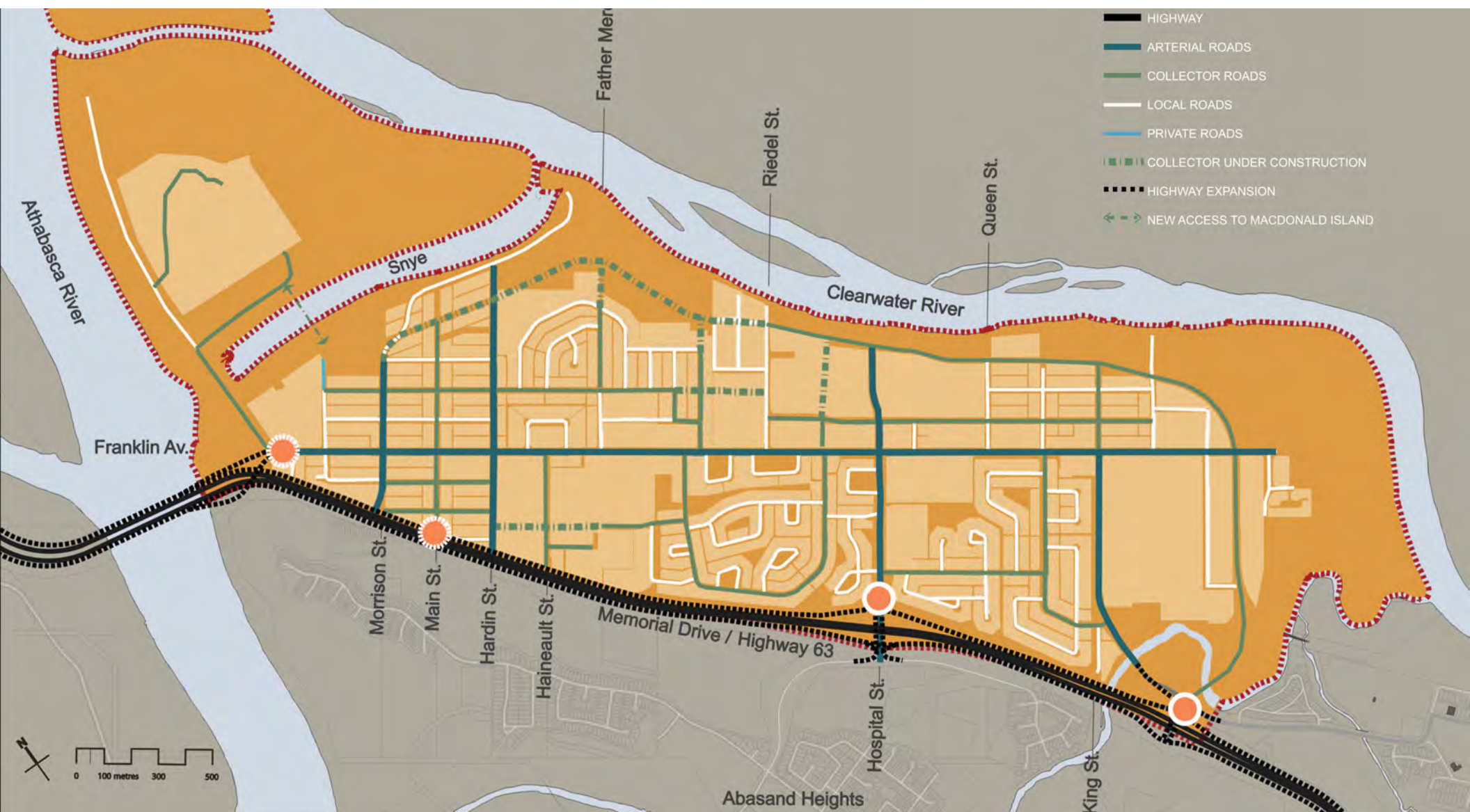
- making Hardin and Haineault, right in and right out access routes only.
- d. Implement road improvements recommended in the upcoming Transportation Master Plan to improve the efficiency of the major road network in the LTS .
- e. Construct a new enclosed transit transfer station in the LTS, to replace the current station.
- f. Improve transit service by implementing the recommendations of the 2007 Transit Master Plan. Specifically examine opportunities for developing Park & Ride options for oil sands employees to reduce both private bus traffic and long term parking of vehicles in the LTS.
- g. Examine other innovative solutions for improved transit service in the LTS, such as: use of smaller buses and more frequent service; and use of a free shuttle service to major retail outlets through a partnership with major retailers.
- h. Coordinate the location of bus stops with planned road, sidewalk, and pathway improvements to minimize walking distances and locate stops at the most convenient points for potential riders.
- i. Include improvements to other bicycle and pedestrian routes as a part of the overall LTS transportation strategy.
- j. Develop a strategy for reducing the street parking problems in the LTS such as:
 - a “permit” system for parking in residential areas;
 - establishing time limited parking in mixed use areas to prevent extended hours of on-street parking;
 - prohibit large private bus operators on residential streets and recommend

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use of smaller shuttle buses in the LTS to bring workers to key transfer stations on Memorial Drive, or coordinate pick-up using public transit service;

- metered on-street parking in CBD;
- creation of municipal parking lots in medium density mixed-use areas; and
- construction of municipal parking structures in the CBD.

MAP 18: PROPOSED TRANSPORTATION



STREET SECTIONS

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①

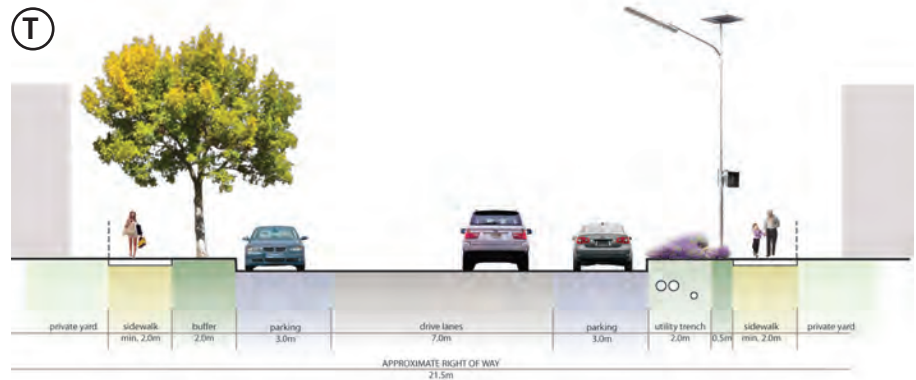
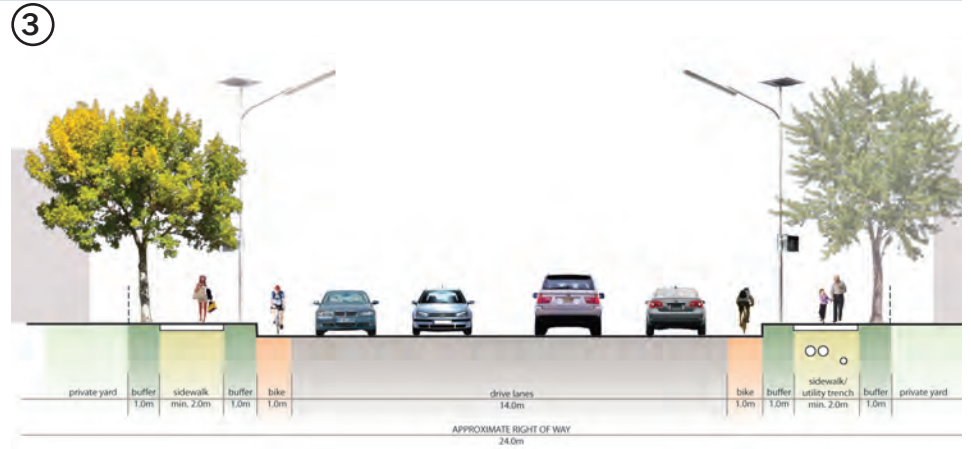
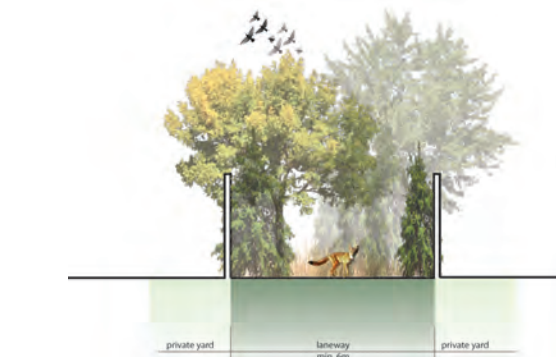
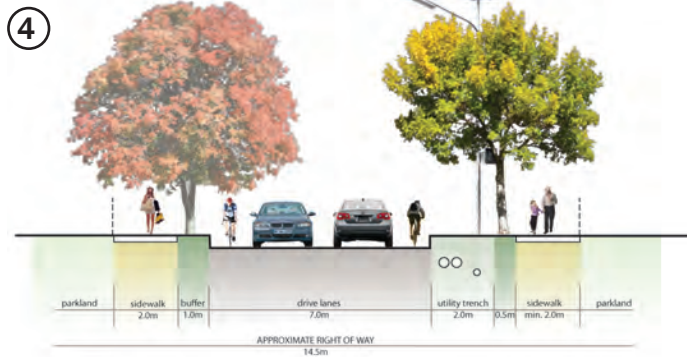
- Arterial road example—Hospital St. and Franklin Ave.
- Green median
- Bike lanes within the right-of-way
- Green splash pad between the road and sidewalk

②

- Arterial road example—Franklin Ave. east of King St.
- Green median
- Bike lanes within the right-of-way
- Utility corridor functions as a splash pad
- On-street parking



- The road sections shown here are meant to illustrate what a street would look like when the concepts of the three previous graphics (the green structure, the bike and pedestrian network, and the transportation network) are combined.
- The section labeled R on the above key map is illustrated in the Riverfront Master Plan. For details please refer to the Riverfront Master Plan document.



- ③ • Collector road example—King St.
- No median and 4 driving lanes
- Bike lanes within the right-of-way
- Utility corridor under the sidewalk

- ① • Collector road example—typical street
- On-street parking
- 2 driving lanes
- Green splash pad between the road and the sidewalks

- ④ • Local access road example—Morimoto Dr.
- 2 driving lanes and bike lanes
- Green splash pad

- ② • Laneways could be developed as pedestrian corridors in the summer with lighting and maintained as cross country skiing network in the winter
- Other laneways would be naturalized

6.0 DISTRICT PLANS and GUIDELINES

6.1 INTRODUCTION

This section of the ARP describes how the general planning concepts and principles discussed in Section 5 are translated and applied to specific areas of the LTS. (see the Map 19: District Map) The LTS-ARP has been divided up into nine (9) districts, consisting of:

- i) Central Business District (CBD);
- ii) Borealis District;
- iii) Clearwater District;
- iv) Franklin Ave Core District;
- v) Alberta Drive District;
- vi) Birchgrove District;
- vii) Prairie District;
- viii) Riverside District; and
- ix) MacDonald Island District.

Key planning terms used in describing the area specific physical plans in these Districts include:

Destination Nodes—located along the riverfront park system. These are to be developed as prime destinations that will provide activity areas of major interest and serve as entryways to the riverfront system. These nodes are typically located at the ends of major streets and green corridors and would be developed to accommodate specific activities related to the riverfront. (see Map 20: Proposed Plan Framework)

Intensification Nodes—there are a number of major intersections along Franklin Ave. that are defined as Intensification Nodes. These are considered critical locations for establishing the qualitative tone and character for redevelopment in the LTS. The Intensification Nodes should be subject to special guidelines that will encourage appropriate urban design standards for these locations. A special density bonus system will apply to these locations to act as an incentive for more thoughtful and attractive design and planning.

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Precedent: Gateway



Precedent: Gateway

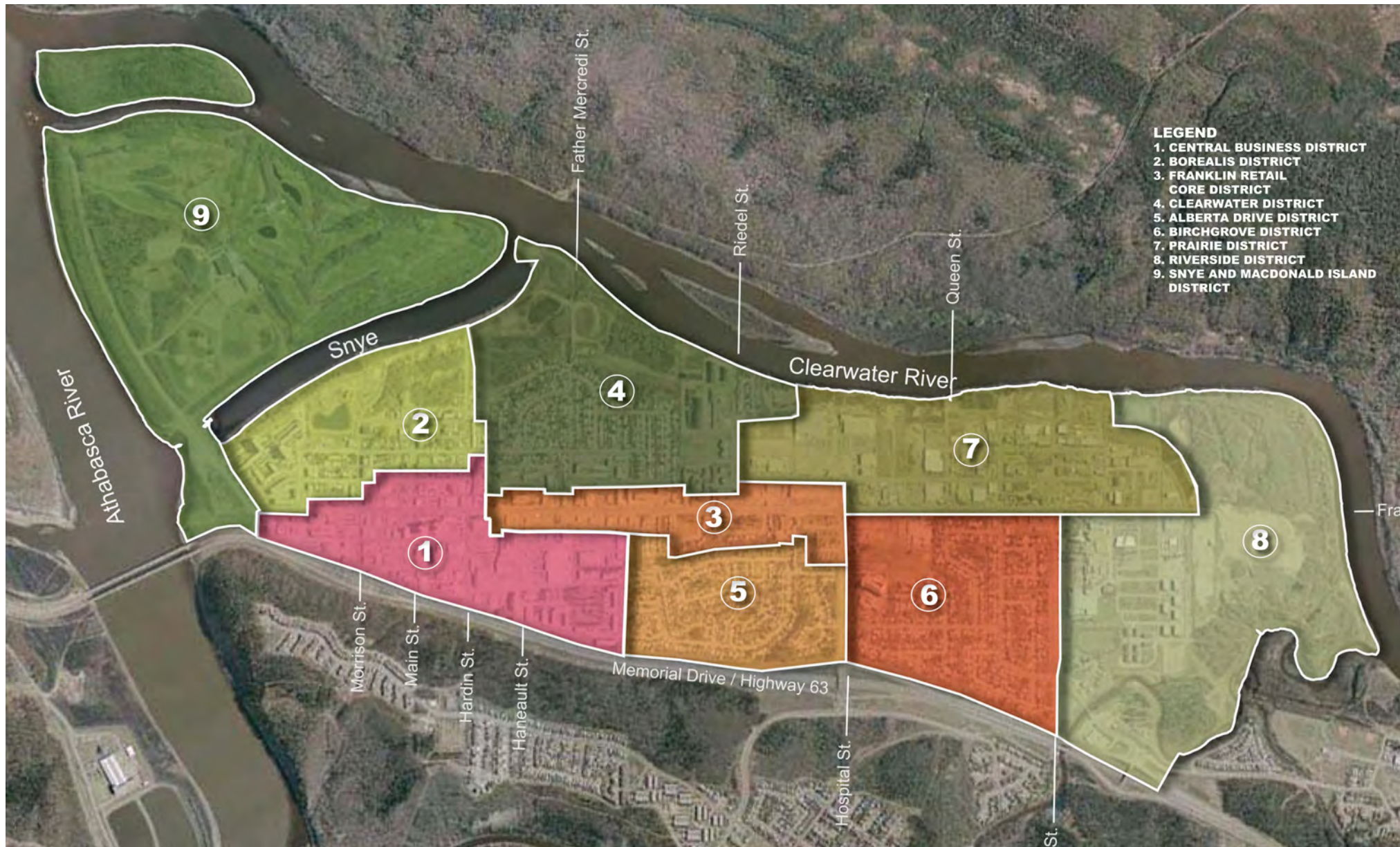
Gateways—key entry points to the Lower Townsite for residents and visitors. These points of entry are important as they provide people, especially visitors, with their first impression of the area. Redevelopment in these areas should be given special consideration and attention to ensure these locations create a positive and attractive image for the LTS. Standards and guidelines from the Region’s Community Placemaking Initiatives should be used to guide the planning and development of the Gateway areas. Gateways should be created at:

- i) the west end of Franklin Ave., as a part of the creation of the new access way from Hwy. 63 to Franklin;
- ii) Main St. and Hwy. 63, again as a part of the new access way to be create at Main;
- iii) Hospital and Hwy. 63; and,
- iv) Eastern end of the Parkway at interconnection of King St. and Highway 63.

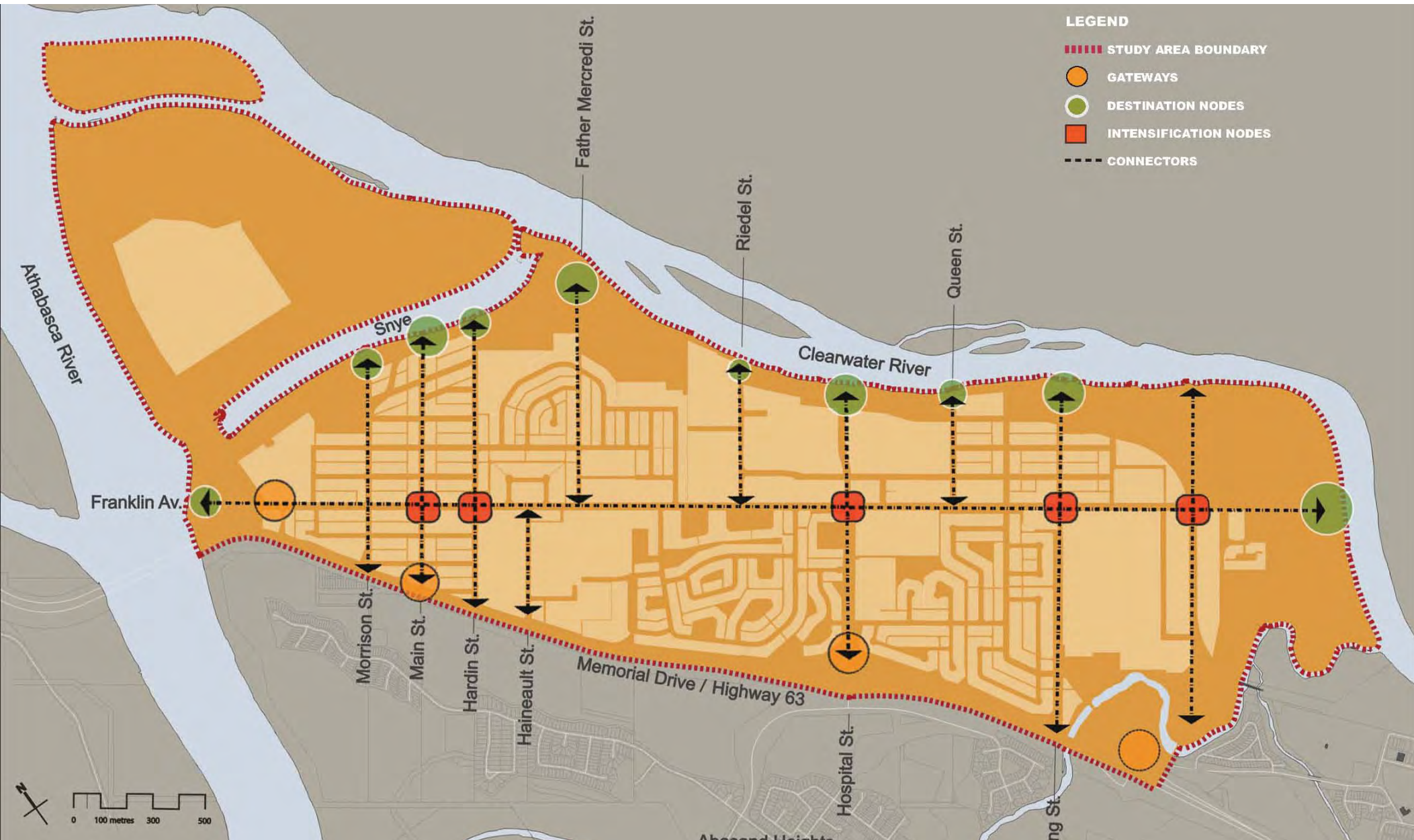
Streetscape and Urban Design Improvements—the Region has prepared a detailed set of urban design guidelines and standards for improving public areas of Fort McMurray, which are summarized in a document entitled, the “Community Placemaking Initiative (CPI) ” (adopted by Council in 2006). This document identifies important elements for the design of public areas in Fort McMurray; elements that represent the natural setting, culture, history, and functions of the region. The Region intends to use the CPI urban design tools to improve the attractiveness and the pedestrian environment (streetscape) in key public areas of the LTS, and will be referred to in the District planning policies.

Urban Design Guidelines—reference is made in the District policies to the need for urban design guidelines, which are considered an important tool for effective implementation of the Plan. As a supplement to the ARP, the Region intends to develop a set of Urban Design Guidelines for specific land use situations to help explain and illustrate how specific planning objectives and policies can be achieved. These guidelines will provide a common understanding, for developers, designers and planners, of key design issues the Region wishes to see addressed in new development in the area, and will provide examples on how this can be done.

MAP 19: DISTRICTS



MAP 20: PROPOSED PLAN FRAMEWORK



6.0

6.2 Central Business District

The LTS is the traditional central business area of the City and during the community engagement process residents expressed a strong desire to see this function retained and further developed. The current land use of the area is “C5 – Central Business District”, which permits intensive development of retail, office, residential and public uses.

Current uses in the area are consistent with the broad range of uses permitted under the Central Business District, C5 land use, with a mix of office, retail, residential, hotel and commercial entertainment facilities. However, there are very few mixed use buildings, particularly those with lower level commercial and office and/or residential above. There is also considerable vacant land in the area, most of which is used for parking at present, and as a result much of this area has limited pedestrian activity and street life. While the vacant lots represent a large potential for redevelopment, development of these vacant lots and parking they provide, will further compound the present parking problems in the CBD.

Memorial Drive defines the south boundary of the area, and Franklin Ave. runs, west to east along the north side of the CBD. Access to and from Memorial Drive exists at Hardin St. and Morrison St., which are major arterial routes in the west end. (See Map 21: Central Business District)

The proposed land use for the CBD creates two density categories within the District, with the western end being High Density Mixed Use - Commercial (HMU-C), and the eastern portion now occupied primarily by one storey shopping centres, is designated as Medium Density Mixed Use (MMU), and provides a transition in density from the higher density core to the lower density residential areas to the east. The CBD will be more intensively developed as the prime business and office area for the city, conceivably accommodating as much as 50% of the total projection of 9,000 additional workers. The introduction of higher density mixed-use development with street level

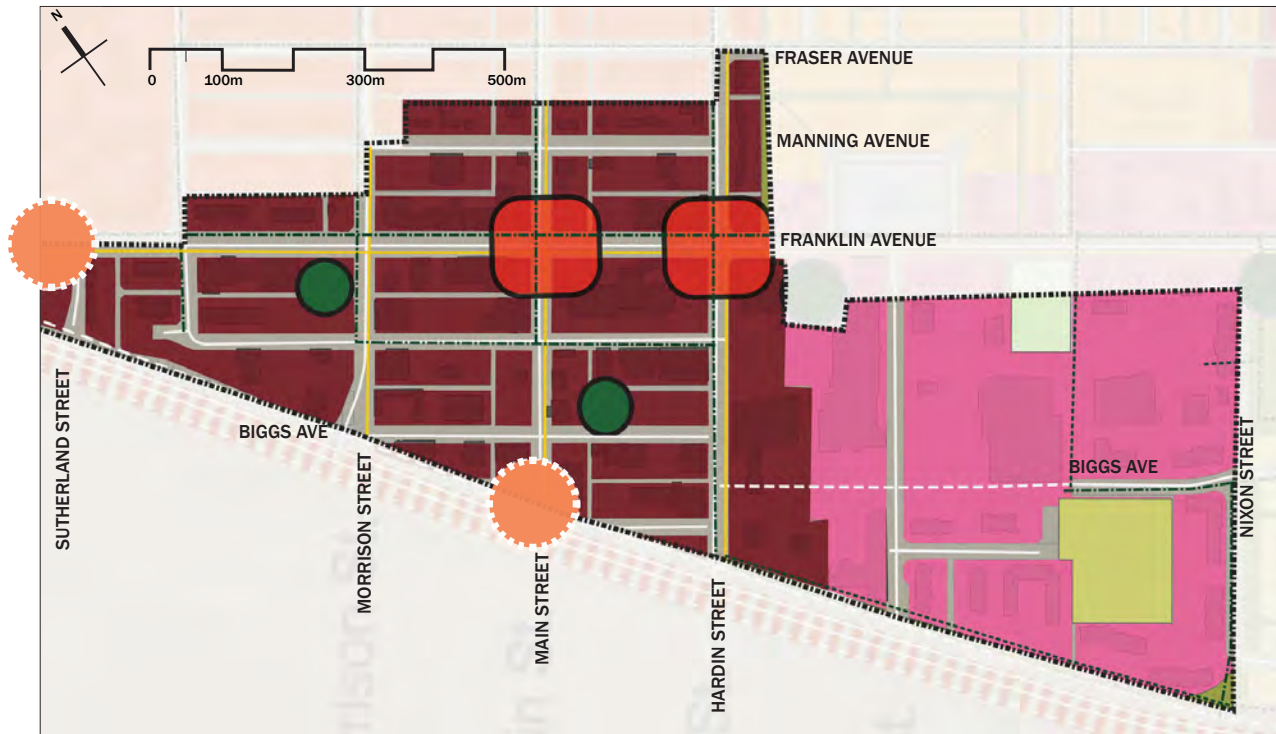


Lower Townsite

MAP 21: CENTRAL BUSINESS DISTRICT

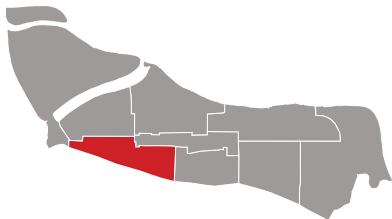
KEY POLICIES

- Develop parking structures for CBD area
- Develop strategies to encourage small businesses and assist non-profit
- Improved pedestrian access and landscaping in commercial area
- Lively main street environments along Franklin, Hardin, and Main
- Limitations on extent of residential development in High Density Mixed Use-Commercial area
- Promote office and retail development in CBD
- Street improvement program, particularly on Franklin between Morrison and Hardin
- Improved pedestrian network provides connections to the Snye and riverfront for cyclists and pedestrians
- Intensification Nodes at Franklin and Main, and Franklin and Hardin
- Develop pocket parks to bring more green space into the CBD
- Examine extension of Biggs Ave. west to Hardin
- Establish gateway feature at Franklin Ave. and Main St. entrance to LTS



LEGEND

- | | |
|-----------------------------------|--------------------------------|
| DISTRICT AREA BOUNDARY | INTENSIFICATION NODES |
| EXISTING CEMETERY | PROPOSED GATEWAY |
| PROPOSED POCKET PARKS | EXISTING ROADS |
| PUBLIC RECREATION SPACE | PEDESTRIAN NETWORK IMPROVEMENT |
| HIGH DENSITY MIXED USE COMMERCIAL | DEDICATED BIKE LANE |
| MEDIUM DENSITY MIXED USE | PROPOSED ROAD EXTENSION |



6.0

retail will add more life to the pedestrian environment, and the inclusion of some residential uses will further add to the level of street activity throughout the day. The terminology “Mixed Use – Commercial” indicates that this area will accommodate a mix of use, but that the main emphasis will be on commercial. In the High Density portion of the district, limitations will be placed on the extent of residential development in each project in order to ensure preference is given to commercial development.

The Provincial Government has prepared major expansion plans for Hwy. 63 which will involve a number of changes to the traffic routing in this part of the LTS. Franklin Ave. will connect directly to Memorial Drive and a new multi-lane bridge is being built to expand the bridge lanes to 12, from the current 5. In addition, the Morrison Street connection to Memorial Drive will be closed and a new full interchange connection will be created at Main Street. Hardin Street will remain as an access point, but will be restricted to right lane in and out access only. Haineault St. will also be developed as a right in and out access point. These changes will significantly alter the traffic patterns through the CBD. The direct connection of Franklin Avenue to the highway at the west end will allow a large volume of traffic to proceed straight through, making Franklin Ave. more efficient by reducing the amount of traffic turning to access Memorial Drive. Traffic should also be more balanced on the three north-south access routes, Haineault, Hardin and Main, though Main will have more traffic as it will have a full interchange connection. The Region is in the process of discussing some possible revisions to these proposals with the Province, but no agreement has been reached as yet, therefore, this Plan shows the routing changes as currently proposed in the most recent Provincial plans. However as noted previously, referencing of this AIT proposals in this Plan does not imply an endorsement or acceptance of these proposals, but indicates what the latest proposals are at this time, acknowledging that these plans may be subject to change in the future.



Precedent: High Density Mixed Use Development in Toronto

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POLICIES

Land Use, Housing and Urban Design Guidelines

1. This District will consist of two density categories: High Density Mixed Use - Commercial (HMU-C) in the western portion, and Medium Density Mixed Use (MMU) in the eastern portion of the area.
2. Revise the existing Land Use categories to provide new land use categories that reflect the intended uses and densities.
3. Encourage more intensive use in this District, especially in the west portion, through infilling of vacant lots and redevelopment of under used sites.
4. Introduce a bonus system as a part of the revised land use regulations for the western portion of the CBD that is designated as High Density Mixed Use - Commercial (HMU-C). Basic development standards for the area will be set to levels similar to the current C5 land use category (e.g. Building Height: maximum 46m, which is approximately 14 stories; and, Floor Area Ratio: maximum 3.0). Densities beyond these basic standards would be allowed in this area, but any such increases in density would be subject to a bonus system. For details on the bonus system see Section 5.2 (e), page 51
5. Encourage mixed use development, with a requirement in the High Density Mixed Use portion that street related uses be provided at grade to foster a more pedestrian friendly environment, with office, retail, hotel and/or residential uses above.
6. Limit the extent of the residential portion of all developments within the High Density Mixed Use-Commercial area to no more than 50% of the total building area, to ensure development opportunities for commercial and retail uses.
7. Require zero front yard setbacks for street related, pedestrian oriented, ground floor uses for developments fronting on Franklin, Morrison, Main, and Hardin.



Precedent: Mixed Use Development in Edmonton

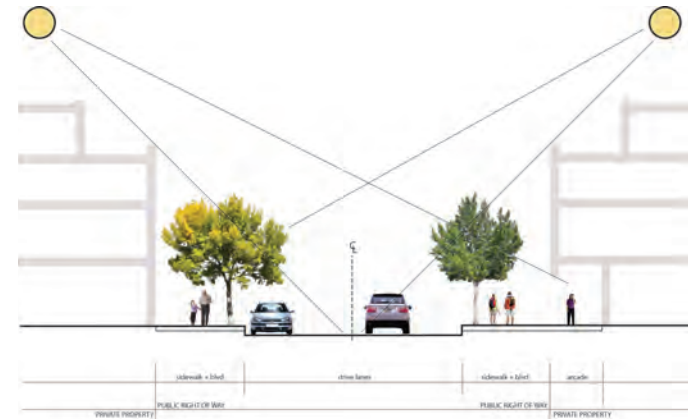


Precedent: Mixed Use Corner Development

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Ensure that the street related retail uses continue around the corner onto all side streets, at least for a minimum distance of 30 meters.

8. Intensification Nodes are identified at the intersections of both Franklin and Main, and Franklin and Hardin. Redevelopment in these locations should be encouraged to address the special importance these Nodes have in establishing the character and qualitative tone of the district. The bonus system should include provisions for incentives for special urban design features at these Intensification Node locations. For example, if the transportation improvements recommend designated turn lanes on any of these streets this could result in a reduction of the boulevard or side walk area at these corners. If this were to be the case, the bonus system could be used to compensate for new buildings at these corners being setback to allow front yard space to be assigned to the City as additional sidewalk space.
9. Formulate a parking management strategy to ensure adequate parking for individual developments as well as additional public parking. Introduce paid on-street parking and the enforcement of parking regulations in the CBD, as a first step in addressing the parking situation.
10. Require building setbacks above the 3rd storey level, for taller structures in the CBD to maintain an acceptable pedestrian scale at street level and to help protect pedestrians from high winds created by taller buildings.
11. Develop Design Guidelines to define specific planning and design criteria to be followed for the development of tall buildings, and for the medium and high density mixed use developments with street oriented ground floor retail.
12. Ensure the Design Guidelines for taller buildings and mixed use developments include specific principles related to Winter City design, green building LEED standards, Crime Prevention Through Environmental Design, and Barrier Free Access.



Section: Analysis of Sun Angles and Building Setbacks



Precedent: LEED Building - Public Library, Seattle



Precedent: CPTED - "Eyes on the Street"

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Precedent: Streetscape improvements and placemaking

Economic Development

13. Develop a program to actively promote the Central Business District as a prime location for corporate offices and service sector business.
14. Develop street level retail along Franklin Ave., continuing through to the Franklin Retail Core District, as well as along Hardin, Main and Morrison.
15. Develop specific strategies and programs to encourage and assist the inclusion of small businesses and non-profit organizations in the redevelopment of the CBD.
16. Encourage further development and enhancement of institutional uses in this area, such as the Jubilee Centre, as a part of the revitalization strategy for Franklin Ave. and the CBD.
17. Work with business and property owners to formulate and implement Improvement Area Programs in the CBD, using the Region's "Community Placemaking Initiative" (CPI) design standards and guidelines. Promote this by using the section of Franklin Ave., between Hardin and Morrison Streets, as an initial demonstration project using the CPI standards. Business and property owners should be encouraged to participate in the program, making complementary building and landscape improvements to their properties. Priority for the Improvement Area Program should be given to Franklin Ave. and Hardin St. with secondary emphasis on Main St. and Haineault St., with the remainder of the streets in the CBD to follow.
18. Private Business Improvement Area (BIA) Committees should be formed and encouraged to undertake improvements of existing commercial shopping plazas and malls to make access to these facilities, especially through the parking lots, more pedestrian friendly and attractive. Examine the potential to use street front areas on the periphery of the parking lots of larger retail centres for new street related development.

6.0

Parks and Cultural History

19. Create new, small, public open spaces, in the CBD to provide residents and workers with access to open space, and bring air and sunlight into the denser built environment. Various strategies should be used to develop the parks including: land transfers between private land owners and the Municipality; requesting provision of small public open spaces as a part of larger developments; acquisition of park space from a levy fund included as a part of the bonusing system for higher density development; and, acquisition and use of smaller, parcels of land that may be left-over as a part of the Memorial Drive expansion.
20. Encourage more cultural developments and activities within the CBD, to complement the office and retail uses, bringing added life to the area in the evenings and on the weekends (e.g. provision of public art venues and interpretive walks with historical and cultural perspective).
21. Create enhanced connections between the CBD and the Snye and Riverfront area, with the first priority being the development of Hardin St. as a main green corridor, building upon the theme developed by the previous BRZ, which identified Hardin as the “Street of Explorers” and located numerous interpretive plaques along the street.

Transportation

22. Improve accessibility throughout the CBD for pedestrians, bicycles, and transit, and ensure appropriate access for persons with physical disabilities.
23. Develop improved road and pedestrian connections between the CBD and other areas of the LTS, especially to the Franklin Retail Core District.
24. Prohibit surface parking in front of developments in the CBD, except for on-street parking, where permitted. The majority of parking should be provided in above or below ground structures and any minimal surface parking that is



Precedent: Pedestrian Corridor

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provided should be at the rear of the developments accessible from lanes or side-streets.

25. Prohibit surface parking lots in the CBD.

26. Permit commercial off-street parking structures in the CBD, but require that at least 50% of the ground floor area of these structures be provided for non-parking uses that have direct access to the street, such as retail, offices, institutional, entertainment or recreational uses.

27. Construct at least two municipal parking structures in central locations within the high density section of the CBD, Ensure that at least 50% of the ground floor area of these structures is provided for non-parking uses that have direct access to the street (such as retail, offices, institutional, entertainment or recreational uses). The first of these municipal parking structures should be given high priority for early start-up. Parking in the CBD is difficult and with the potential loss of street parking along Franklin as a part of the road improvements, as well as the loss of existing surface lots as properties are redeveloped, parking in the CBD will become a critical issue in the near future.

28. Evaluate the current commercial and retail parking standards relative to data on actual use and relative to possible scenarios of increased public transit use in the future. A reduction in parking requirements could permit existing larger retail centres to examine redevelopment options for portions of their current parking areas that could result in financial benefits to the retailer as well as planning improvements for the area.



Precedent: Parking structure with ground floor retail—Toronto

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6.3 Borealis District

The intention for this District is to build up the area as a prime residential community offering a broad mix of residential options, accommodating more multi-family housing and apartments, similar to the newer residential developments in the area. It's proximity to the CBD, convenient access to Memorial Drive, and riverfront park space makes this an ideal area for intensification. This District is designated as Medium High Density Mixed Use - Residential (MHMU-R). This means that while mixed use will be permitted and encouraged, the predominant use is intended to be residential. Grade level mixed use will be especially encouraged along major access routes such as Hardin and Main Streets, and to a lesser extent, along Morrison to provide opportunities for retail, office, non-profit and institutional uses at street level. Non-residential uses will be permitted above grade as well, but the predominant use in all projects in this area shall be residential. Residential developments should provide a mix of housing types suitable for both family and non-family users.

The District is bounded by the Snye to the north, MacDonald Drive on the west, the CBD to the south (along Franklin, Manning and Fraser) and Hardin St. on the east side. Excellent access to Borealis Park and the new riverfront park system to be developed along the Snye, is a particularly attractive feature that needs to be reinforced with improved pedestrian and bike connections and streetscape upgrades. (See Map 22: Borealis District)

POLICIES

Land Use, Housing and Urban Design Guidelines

1. This District will consist of only one land use category, Medium High Density Mixed Use - Residential. The existing land use designations for the area will need to be reviewed, and revised as necessary to ensure they are appropriate.
2. While this is primarily a residential area, limited commercial uses will be permitted along access streets such as Hardin, Main and Morrison.



Precedent: stepped-back housing to allow sunlight at street level

MAP 22: BOREALIS DISTRICT

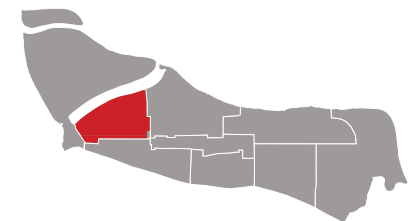


KEY POLICIES

- Create destination nodes to bring residents and visitors to the riverfront
- Extension of Parkway from Riedel St. west to improve the overall transportation network
- While residential is the primary use, commercial uses will be permitted, especially on Hardin, Main and Morrison
- Pedestrian network improvements will provide safe and attractive connection to Snye Park and Riverfront Park network
- Establish gateway feature at Franklin Ave.
- Develop innovative partnerships to provide affordable housing options
- Mix of housing types
- Develop Boeralia Park into a year-round park and integrate it with Snye Park
- Implement riverfront improvements as per the Riverfront Master Plan.

LEGEND

.....	DISTRICT AREA BOUNDARY	—	EXISTING ROADS
■	EXISTING PARK	- -	PROPOSED ROAD EXTENSION
—	GREENWAYS	- · - ·	PEDESTRIAN NETWORK IMPROVEMENT
■	PUBLIC RECREATION SPACE	—	PEDESTRIAN TRAILS ALONG RIVERFRONT
●	DESTINATION NODES	—	DEDICATED BIKE LANE
●	PROPOSED GATEWAY	- - - -	PROPOSED BIKE PATHS ALONG RIVERFRONT



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3. Encourage a mix of housing types within the District. Within individual projects, designs should include a mix of housing, such as: buildings with ground access townhousing units at the lower level and apartments above; or, separate buildings for rowhousing and apartment units on the same site.
4. Allow for affordable housing accommodation in this area through special programs with private developers and through partnership with the Wood Buffalo Housing and Development Corporation, such as providing municipal land to the WBHDC to develop affordable housing.
5. Permit small scale commercial development within the Snye park area on a leasehold basis. Such commercial activities will be key element to creating a more interesting and active public environment along the Snye, and the Region should consider ways of encouraging and facilitating some initial commercial development in this area. (see the Riverfront Master Plan for more details on the Snye area development).

Economic Development

6. Encourage mixed uses in this District by permitting small office and small retail uses at grade and on the second floor of properties. Define regulations for acceptable home-based occupations that would be permitted and encouraged.
7. Develop strategies and programs to encourage and assist the operation of small businesses and non-profit organizations.

Riverfront, Parks, and Cultural History

8. Develop strategies and programs to encourage greater use of Borealis Park for more hours of the day and in all seasons. Promote development of a restaurant facility in Borealis Park Recreation Centre and consider building improvements to enhance the appeal of the restaurant by providing better views, access from the restaurant to the pond, the walkway system and Snye park



Borealis Park

6.0

facilities. Develop cross country ski trails, using the park facilities as a start and end point.

9. Enhance the connections from the Borealis District to the Snye and riverfront, with the first priority being the development of Hardin St. as a main “green corridor”, making this street more attractive and pedestrian friendly. The Hardin green corridor should build upon the theme established by the previous BRZ, which identified Hardin as the “Street of Explorers”, and located numerous interpretative plaques along this street. Improvements would include: provision of a continuous paved sidewalk from Franklin to Morimoto Dr.; additional tree planting in the boulevard strip between the road and sidewalk; improved lighting for the sidewalk; and provision of designated bike lanes (painted lane markers) on either side of the existing roadway from Franklin to Morimoto Dr. The second priority would be to implement similar improvements along Main and Morrison to the Snye.
10. Develop the Snye riverfront park lands as a multi-purpose activity area with a variety of new recreational, leisure, retail and entertainment facilities.
11. Implement development plans for the Borealis and Snye riverfront park system as outlined in the Riverfront Master Plan. (see Riverfront Master Plan summary in Section 7)

Transportation

12. Improve road access for the Borealis District and the Snye Riverfront Park with the extension of the Parkway to the west, with possible connections at Main, Hardin, or Morrison.
13. Examine the feasibility of using the new Parkway for flood abatement protection. If this is not feasible, other alternatives for flood abatement should be examined, such as using a landscaped berm as a dyke.

6.0

6.4 Franklin Retail Core District

The Franklin Retail Core District is intended to become a focal point for the LTS, providing a unique shopping and entertainment area that will draw residents and users from throughout city. The Franklin Retail Core will be redeveloped as a pedestrian friendly, Medium Density Mixed Use (MMU) area with a variety of interesting small scale retail outlets at grade and a mix of commercial and residential uses on the upper floors. (See Map 23: Franklin Retail Core District).

Franklin is considered the “Main” street of Fort McMurray, but the current pattern of development along it is neither street oriented nor pedestrian friendly. Much of the street frontage is consumed by parking for commercial uses. Buildings that do front onto Franklin, such as the Boomtown Casino and Peter Pond Mall, present a blank wall to the street, with their prime entrances oriented towards internal parking lots. A new land use category should be created for this Medium Density Mixed Use area that will help facilitate its redevelopment as an interesting and attractive retail core with a pedestrian friendly environment. The District will accommodate a diversity of uses that will provide live, work, and play opportunities, and become a central focal point of community activity.

POLICIES

Land Use, Housing, and Urban Design Guidelines

1. Review and amend the Land Use By-law, if necessary, to ensure it includes a new Medium Density Mixed Use category suitable for this District that will encourage street related small retail with upper floor commercial and residential uses.
2. Require new ground floor commercial uses to have zero front yard setbacks along Franklin Ave. For corner properties, the requirements for zero setback and ground floor retail should also continue for a minimum of 30 metres along major access streets such as Haineault and Hospital.

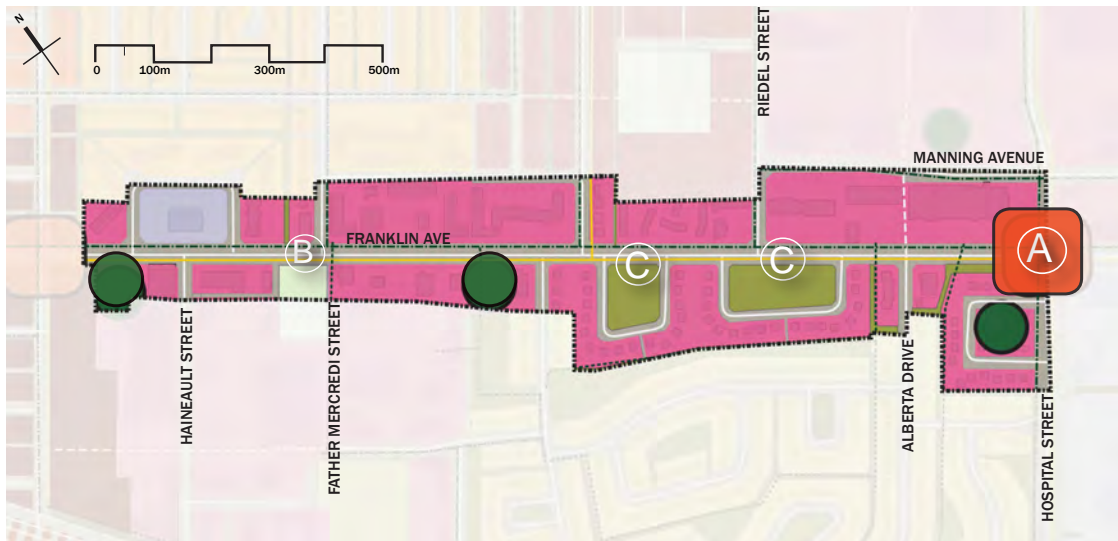


Precedent: Main Street Redevelopment–Before



Precedent: Main Street Redevelopment–After

MAP 23: FRANKLIN RETAIL CORE DISTRICT

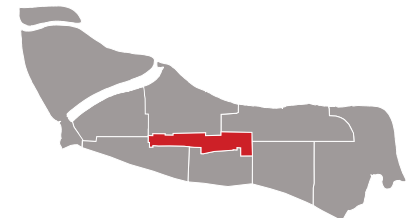


LEGEND

.....	DISTRICT AREA BOUNDARY		INTENSIFICATION NODES
	EXISTING PARK		PROPOSED PARK
	GREENWAYS		EXISTING ROADS
	PUBLIC RECREATION SPACE		PEDESTRIAN NETWORK IMPROVEMENT
	PUBLIC SERVICE		DEDICATED BIKE LANE
	MEDIUM HIGH DENSITY RESIDENTIAL		PROPOSED ROAD EXTENSION

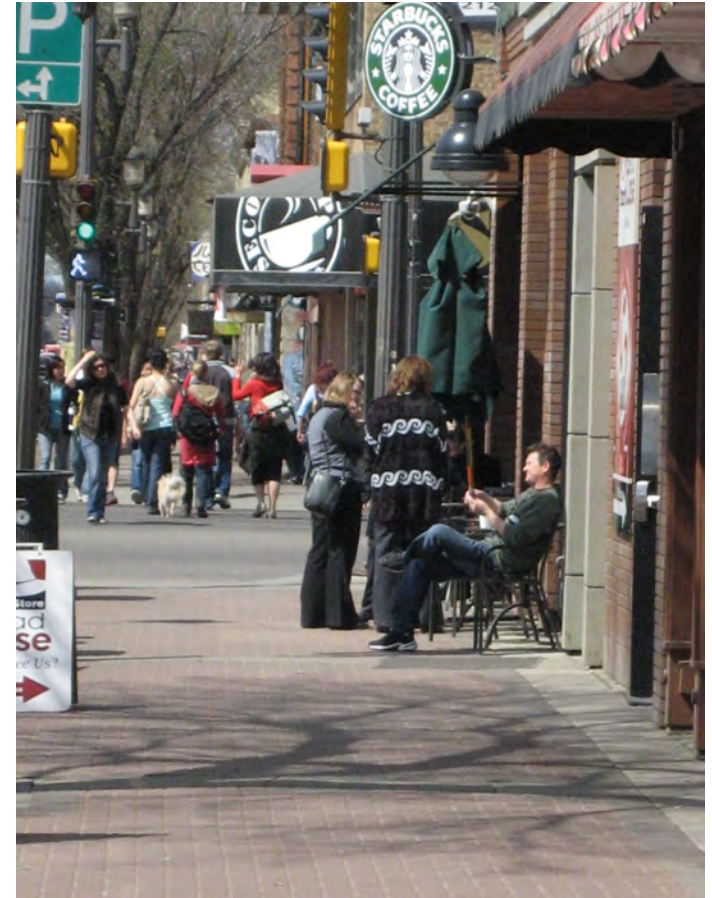
KEY POLICIES

- A** • Intensification node at Hospital and Franklin
- Investigate redevelopment of Centennial Pool site as transit transfer station
- B** • Improve parks on Pond and Poplar Crescents
- C** • Mixed use residential around Poplar and Pond Crescents
- Make Franklin more pedestrian friendly with street level commercial uses
- Implement a major streetscape improvement program along Franklin as per the Community Placemaking Initiative
- Improve pedestrian network connections through this area, particularly along Franklin and Hospital
- Develop Franklin Retail Core as a unique shopping and mixed use area
- Negotiate road right of way to allow the extension of Alberta Dr. from Franklin to the riverfront
- Redevelop Willow Square as medium density residential with mixed uses along Franklin and Hospital frontage



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3. Prohibit surface parking in the front of buildings in this. Parking should be provided in the rear or at the side of buildings. On corner lot properties, no surface parking should be allowed on the Franklin front of the properties or along the side streets either.
4. Require the stepping back of upper storeys above the 3rd floor along Franklin Ave, to maintain a pedestrian friendly street corridor, and to provide wind protection at the street level.
5. Encourage mixed use residential redevelopment around Pond and Poplar Crescents. These properties have been included in the Franklin Retail Core Area, as they are well suited for mixed use redevelopment, particularly along the Franklin Ave. frontage. Convenient access to main transit routes, nearby employment and shopping areas, as well as large existing green spaces, make these prime locations for medium density residential developments with commercial on the ground floor. The open space and green corridor to the south of these properties are a useful buffer to the adjoining single detached residential area.
6. Permit the redevelopment of Wood Buffalo Housing Corporation's Willow Square for Medium Density Mixed Use (MMU), with grade related commercial uses along Franklin and Hospital St, and residential above. A mix of housing types should be provided on this site, with two storey townhousing located around the perimeter, adjacent to the existing single detached housing area. Apartment type accommodation should be located on the outer edges, along Franklin and Hospital, above lower level commercial and retail space. The redevelopment of this site will provide much needed affordable housing options for the LTS.



Precedent: Pedestrian Oriented Street in Edmonton

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Lion's Park Playground

Economic Development

7. Undertake a major streetscape improvement program along Franklin Ave.
8. Private Business Development Committees should be formed and encouraged to undertake improvements of existing commercial shopping plazas and malls to make access to these facilities, especially through the parking lots, more pedestrian friendly and attractive. Examine the potential to use street front areas on the periphery of the parking lots of larger retail centres for new street related development.
9. Encourage retail property owners with frontage on Franklin Ave, to create direct access from Franklin Ave, to their retail space as a part of any redevelopment of existing retail properties.

Riverfront, Parks and Cultural History

10. Improving pedestrian and bike transportation connections through this area should be a priority, both along Franklin, as well as north and south connecting the residential areas to the north to the riverfront in the south, as the Franklin Retail Core Area is a key connector for many parts of the LTS.
11. Develop Hospital St. as one of the prime green corridors in the LTS. Secondary corridors will be developed along Riedel St., MacLeod St. and Fr. Mercredi. Green corridor improvements on Hospital St. should include: provision of a continuous sidewalk from Franklin to the Parkway; additional tree planting in the boulevard strip between the road and sidewalk; improved lighting for the sidewalk; and, provision of designated bike lanes (painted lane markers) on either side of Hospital St. from the Memorial Drive intersection to the Parkway.
12. Improve the large, existing parks on Poplar Crescent and Pond Crescent to make them more useable and attractive. These parks are large enough to accommodate a variety of activities and uses. Hard surface areas should be introduced with more low level landscaping and flower beds to complement

6.0

the beautiful large coniferous trees. These would be ideal locations for special artwork and monuments commemorating historic leaders of Fort McMurray.

13. Extend out to Franklin Ave the existing park at the north-west corner of Alberta Drive District. Establish this as a new urban type park with a water fountain, public art and seating areas would provide an attractive place for shoppers and residents to relax and enjoy the activity along Franklin Ave.

Transportation

13. Examine the feasibility of redeveloping the Centennial Pool site for a new Transit Transfer Station once pool operations are transferred to the Multiplex Pool on MacDonald Island. Should this not be feasible, look at the possibility of using this property for a land transfer to obtain land in other areas for municipal use, such as a Transit Transfer Station.
14. Negotiate, as a part of any proposed redevelopment of existing Plaza I, provision of a full public road allowance to extend Alberta Dr. north of Franklin, through to Manning providing direct access from the Alberta Drive area to retail shopping to the north (see Section 5.7 for further details on overall Transportation improvements in the LTS).

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6.5 Clearwater District



Precedent: Housing

The existing Clearwater subdivision is a low density residential neighbourhood of single-detached homes. Medium density residential uses exist along the southern edge of this subdivision as well as on the east side, along Riedel Street. This District has been identified as a redevelopment area, with the western portion being designated for Medium Density Residential (MR), and the eastern portion, around Riedel and including the Keyano College Housing site, designated as Medium High Density Residential (MHR). (See Map 24: Clearwater District)

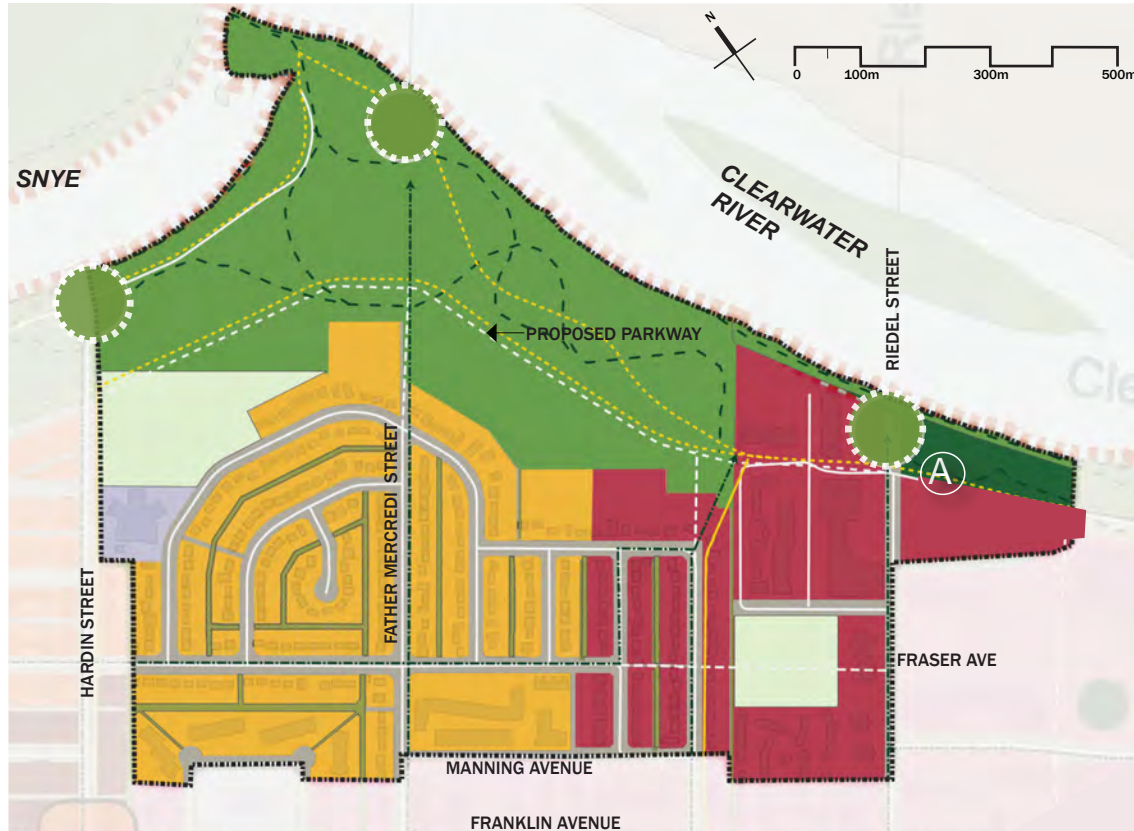
Redevelopment of this area is expected to occur gradually, starting from the outer edges of the District, which have already been developed as medium density residential use. Redevelopment in this area should include a mix of housing types and continue to encourage a family oriented and pedestrian friendly community environment through the provision of street-oriented housing at grade. Not all the existing detached housing in the area is expected to be replaced. Special design guidelines will be required for this area to ensure that new medium density developments are sensitive to, and appropriate with, the scale and street oriented character of adjacent single family uses. Redevelopment of this area should coincide with improved road access for the area and the development of the Snye and Clearwater riverfront park system as identified in the Riverfront Master Plan.

POLICIES

Land Use, Housing and Urban Design Guidelines

1. Review the existing Land Use Bylaw to determine if the existing categories are consistent with the proposed uses for this area. The western portion of the District is intended as a Medium Density Residential area that will permit residential densification and infill of the area. The eastern portion is proposed for Medium High Density Residential use, given it's proximity to work and retail opportunities and accessibility to the riverfront park system.

MAP 24: CLEARWATER DISTRICT

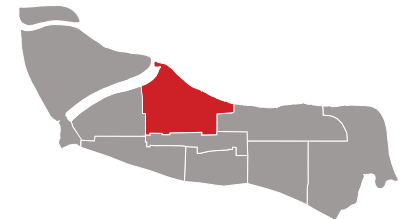


LEGEND

.....	DISTRICT AREA BOUNDARY	-. -. .	PEDESTRIAN NETWORK IMPROVEMENT	■	PROPOSED PARK
■	EXISTING PARK	- - -	PEDESTRIAN TRAILS ALONG RIVERFRONT	—	EXISTING ROADS
■	GREENWAYS	—	DEDICATED BIKE LANE ALONG ROADS	- - -	PROPOSED ROAD EXTENSION
■	PUBLIC RECREATION SPACE	PROPOSED BIKE TRAILS ALONG RIVERFRONT		
■	MEDIUM DENSITY RESIDENTIAL	●	DESTINATION NODES		
■	MEDIUM HIGH DENSITY RESIDENTIAL	■	PUBLIC SERVICE		

KEY POLICIES

- Redevelop existing Clearwater Trailer Court area for riverfront park use and medium-density residential
- Create destination nodes to bring residents and visitors to the riverfront
- Examine the feasibility of the following road network changes: extending Father Mercredi and McLeod streets north to the Parkway, and Fraser Ave east to Riedel St.
- Prepare design guidelines to ensure in-fill housing is family oriented, street friendly and sensitive to the character of the neighbourhood
- New pedestrian network improvements and dedicated bike lanes provide better connections through to the riverfront park network. Priority should be Riedel St. and Father Mercredi St.
- Develop Parks & Recreation lands along riverfront according to recommendations of the Riverfront Master Plan
- Improve transportation and access to park system by extending the Parkway west from Riedel St.



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2. Prepare Design Guidelines for family oriented building and neighbourhood design for both the Medium Density Residential and the Medium High Density Residential categories.
3. Encourage the redevelopment of the existing Clearwater Trailer Court, retaining the riverfront lands for park use and the southern portions for new medium high density residential use.

Riverfront, Parks and Cultural History

4. Develop the designated Park Areas (PA) along the Snye and Clearwater River for active park and recreational use in accordance with the recommendations of the Riverfront Master Plan. (see Section 7 for a summary of the Riverfront Master Plan)
5. Improve the access from and through the District to the Snye and riverfront park system. Give priority to creating Fr. Mercredi and Riedel as secondary green corridors to the Snye and riverfront. Second priority would be given to improving the pedestrian access along Fraser, MacIver, and Fitzsimmons.

Transportation

6. Improve transportation access prior to any major redevelopment in the District. Improvements would include the extension of the Parkway along the northern boundary of the existing Clearwater subdivision to alleviate congestion on Franklin and provide alternate access, and to provide access to the Snye and Clearwater Riverfront park system. Examine the technical feasibility for other road improvements, including:
 - i) extending Fraser Ave. east to Riedel St.
 - ii) extending McLeod St. north to connect with the new Parkway, and
 - iii) extending Father Mercredi north to connect with the new Parkway.

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6.6 Alberta Drive District

This District includes a large, well developed neighbourhood of single family homes. The retention of this family housing is critical to maintaining a balance of housing options in the LTS. However, many of the houses are reaching the stage where major renovations or even replacement may be required in the near future. The land use for this area will therefore be designated to permit small scale, infill housing redevelopment which will enable replacement of older detached units and provide opportunities for more affordable new housing in the area. (See Map 25: Alberta Drive District)

POLICIES

Land Use, Housing and Urban Design Guidelines

1. Retain this neighbourhood for low density family housing but permit infill redevelopment of family-oriented, small scale multiple housing units, such as semi-detached or duplexes and in certain locations such as end lots, small rowhouses or four-plexes.
2. Review the existing Land Use By-law, and if necessary, revise it to ensure there is a category appropriate to the objectives of this District.
3. Permit infill redevelopment where parking can be provided from the rear lane or the side. Prohibit street access parking for new infill redevelopment that involves increasing the number of units on a lot.
4. Prepare Design Guidelines for Low Density Residential Communities that will ensure infill redevelopment retains the family character and street friendly qualities of the area and is consistent with the style and scale of existing homes. These guidelines should incorporate CPTED and LEED planning guidelines as well.



Existing Housing

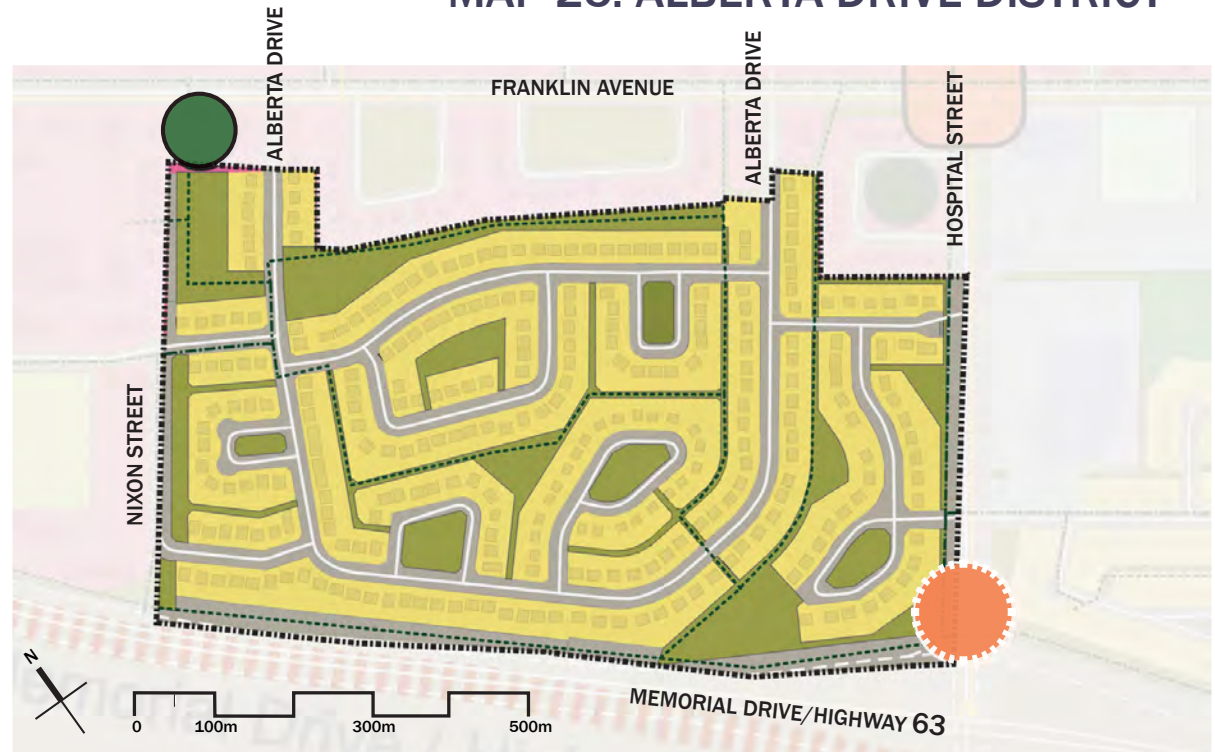


Precedent: In-fill Housing Redevelopment in Calgary

MAP 25: ALBERTA DRIVE DISTRICT

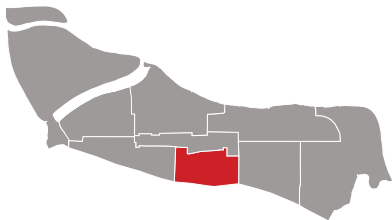
KEY POLICIES

- Improve pedestrian and cycling connections with the development of dedicated bike lanes and pedestrian network
- Establish gateway feature at Hospital St.
- Examine feasibility of extending Biggs Ave. west to Hardin
- Implement streetscape improvements in the area following recommendations of the Community Placemaking Initiative
- Retain the district as a primarily low density residential neighbourhood but permit more dense housing types such as: townhouses, semi-detached dwellings and duplexes through redevelopment
- Prepare design guidelines to ensure new in-fill housing retains the character of the neighbourhood



LEGEND

- | | | | |
|-------|-----------------------------|------|--------------------------------|
| | DISTRICT AREA BOUNDARY | | PEDESTRIAN NETWORK IMPROVEMENT |
| | EXISTING NEIGHBOURHOOD PARK | | PROPOSED POCKET PARK |
| | GREENWAY | | |
| | LOW DENSITY RESIDENTIAL | | |
| | EXISTING GATEWAY | | |
| | ROADS | | |



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Riverfront, Parks and Cultural History

5. Develop green corridors to improve pedestrian and bike access within and through the District. (see Map 16 and 17 for details) Development of the green corridors would include improvements to the designated pathways and streets to ensure the bikeway and pedestrian ways are complete, continuous and in good condition; and additional landscaping and lighting improvements to make the corridors more attractive and safe.
6. Expand the park at the north-west corner of the District, extending it to front directly onto Franklin Ave. Develop the new portion of the park along Franklin as an active, urban park with the addition of water features, public art, hard surface areas, seating and ample lighting. While this park currently provides convenient pedestrian connections from the residential area to Franklin and the adjacent shopping areas, it is underutilized and considered unsafe by many residents. As currently configured this park is too confined, with poor visibility from adjacent streets. Opening up the park to Franklin will improve the visibility into the whole park area and will increase the use of the park, both of which will help discourage undesirable uses in the area.
7. Undertake streetscape improvements in this District using the proposals and standards of the Community Placemaking Initiative.

Transportation

8. Examine the feasibility of extending Biggs Ave. west through to Hardin St., to provide more convenient access from this neighbourhood to shopping areas to the west and providing alternate connections to Memorial Drive via Haineault (new access) and Hardin. (see Section 5.7 for further details on Transportation improvements)
9. As a part of any future redevelopment of Plaza I, negotiate the extension of Alberta Dr. north from Franklin to Manning Ave.

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6.7 Birchgrove District



Precedent: In-fill Housing Redevelopment in Calgary

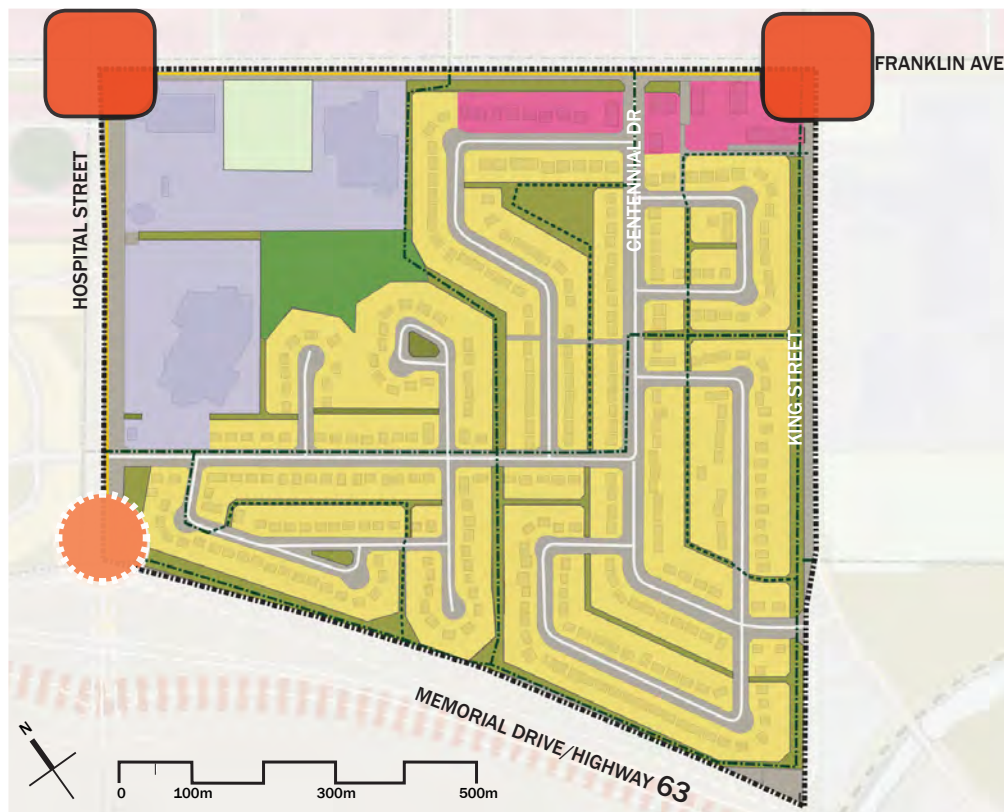
This District includes a large neighbourhood of single family homes. The retention of this family housing is critical to maintaining a balance of housing options in the LTS. However, many of the homes are, or will be, reaching the stage where major renovations and even replacement may be required. This area will therefore be given a special Low Density Residential designation that will permit small scale housing redevelopment. This will enable gradual replacement of older units, allowing infilling of existing single unit lots with small scale multiple housing, such as duplex and or semidetached units. In addition it should also provide opportunities for more affordable new housing in the area. (See Map 26: Birchgrove District)

POLICIES

Land Use, Housing and Urban Design Guidelines

1. Retain the neighbourhood as low density family housing but permit infill redevelopment of family oriented, small scale multiple housing units, such as semi-detached or duplexes and in certain locations such as end lots, small rowhouses or four-plexes.
2. Review the existing Land Use By-law, and if necessary, revise it to ensure there is a category appropriate to the objectives of this District.
3. Permit infill redevelopment where parking can be provided from the rear lane or the side. Prohibit street access parking for new infill redevelopment that involves increasing the number of units on a lot.
4. Prepare Design Guidelines for Low Density Residential Communities that will ensure infill redevelopment retains the family character and street friendly qualities of the area, and is consistent with the style and scale of existing homes.

MAP 26: BIRCHGROVE DISTRICT

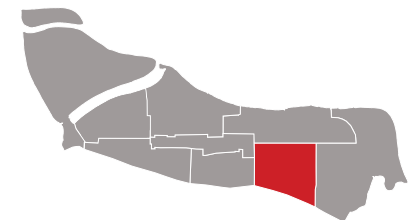


LEGEND

.....	DISTRICT AREA BOUNDARY		PUBLIC SERVICE
	EXISTING NEIGHBOURHOOD PARK		EXISTING GATEWAY
	GREENWAY		INTENSIFICATION NODES
	LOW DENSITY RESIDENTIAL		EXISTING ROADS
	MEDIUM DENSITY MIXED USE	---	PEDESTRIAN NETWORK IMPROVEMENT

KEY POLICIES

- Prepare design guidelines to ensure new in-fill housing retains the character of the neighbourhood
- Retain as a primarily low density residential neighbourhood but permit more dense housing types such as: townhouses, semi-detached dwellings and duplexes through redevelopment
- Implement streetscape improvements in the area following the recommendations of the Community Placemaking Initiative. Priority is Franklin Ave. and Centennial Dr.
- Assess need for additional school space to accommodate the projected population growth
- Improve pedestrian and cycling connections with the development of dedicated bike lanes and pedestrian network



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5. Determine whether expansion of the existing school facilities in the LTS will be required based on the projected population growth of 12,000 new residents.

Riverfront, Parks and Cultural History

6. Develop green corridors to improve pedestrian and bike access within and through the District. (see Map 16 & 17 for details) Development of the green corridors would include improvements to the designated pathways and streets to ensure the bikeway and pedestrian ways are complete, continuous and in good condition; addition of specific signage identifying the green corridors; and, additional landscaping and lighting improvements to make the corridors more attractive and safe.
7. Undertake streetscape improvements in this District utilizing the proposals and standards of the Community Placemaking Initiative.

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6.8 Prairie District

This District currently contains a wide variety of uses, including; large retail stores, heavy industry, light industry, office commercial, hotel and entertainment uses, highway commercial uses, institutional, and mixed use commercial and residential developments. Heavy industrial uses will no longer be permitted in this District, and it is expected that the existing heavy industrial uses will be phased out as industrial land opportunities become available elsewhere in the city.

This District has been designated as Medium Density Mixed Use (MMU). The plan is to build on the District's solid commercial base and proximity to riverfront park system to create a more diverse, intensively developed, mixed use area that will give people a greater variety of activities to enjoy and increase the level of pedestrian activity throughout the area. (See Map 27: Prairie District). The large section of municipally owned riverfront property along the Clearwater, which will be developed as a key component of the Riverfront Master Plan, will become a major recreational area that will draw people from all over the Region, as well as providing an attractive park space for those living in the area to use.

POLICIES

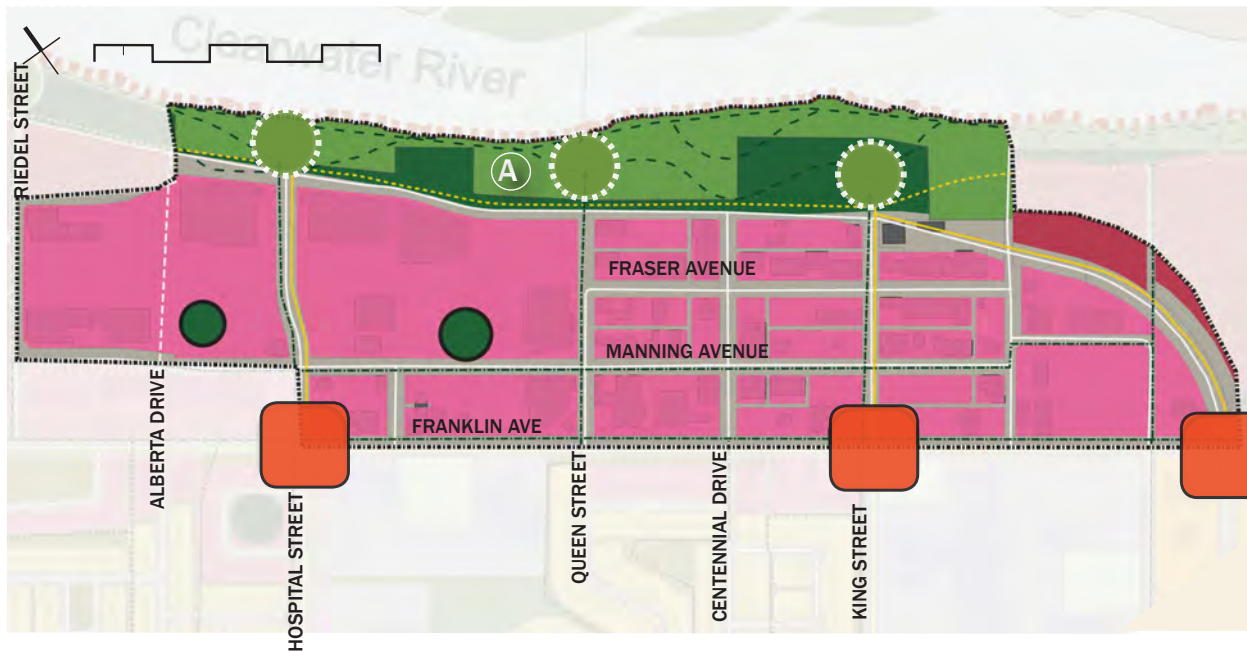
Land Use, Housing and Urban Design Guidelines

1. Permit and promote medium density mixed use development (e.g. commercial malls, office, other commercial, retail, residential and institutional uses). Future commercial retail development should include a mix of uses, with commercial on the ground floor and other retail, office and/or residential on the upper floors. More intensive, mixed use development will bring more variety and life to this District.



Existing Mixed Use ; Office at grade, Residential above

MAP 27: PRAIRIE DISTRICT

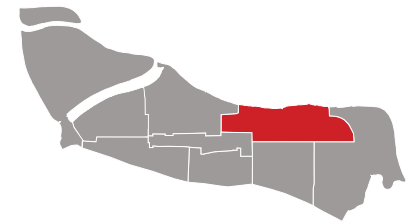


LEGEND

- | | | | |
|-------|---------------------------------|--|-------------------------------------|
| | DISTRICT AREA BOUNDARY | | DESTINATION NODES |
| | EXISTING PARK | | EXISTING ROADS |
| | PROPOSED POCKET PARKS | | PROPOSED ROAD EXTENSION |
| | PROPOSED PARK | | PEDESTRIAN NETWORK IMPROVEMENT |
| | MEDIUM DENSITY MIXED USE | | PEDESTRIAN TRAILS ALONG RIVERFRONT |
| | MEDIUM HIGH DENSITY RESIDENTIAL | | DEDICATED BIKE LANES ALONG ROAD |
| | INTENSIFICATION NODE | | PROPOSED BIKE PATH ALONG RIVERFRONT |

KEY POLICIES

- Coordinate with the Fort McMurray Historical Society in the development of Marine Park
- Examine locating a new transit transfer station in this district
- Allow for small-scale retail along Clearwater Riverfront
- Phase out heavy industrial uses in this district
- Prohibit highway commercial uses in this district
- Examine feasibility of extending Alberta Dr. thorough to the Parkway
- Improve pedestrian and cycling connections with the development of dedicated bike lanes and pedestrian network
- Implement riverfront development plans as per Riverfront Master Plan
- Establish design criteria for intensification nodes along Franklin at Hospital, King and the Parkway
- Examine opportunities for infill development on outer edges of large retail lots



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2. Create a new land use designation that will provide for a broader mix of uses and higher densities intended for this District, than permitted by the current designations of C3, C4 and C4A.
3. Prohibit new heavy industrial uses in this area, and prohibit any further expansion or redevelopment of current heavy industrial uses. Light industrial uses should still be permitted. (i.e. industrial uses being defined by industrial activities that are carried out within an enclosed building, with a maximum ground floor building height of 5m, and which do not involve production of noxious or dangerous by products)
4. Prohibit any future highway commercial uses in this District. Future redevelopment of existing highway commercial type uses should be street related, with parking and outdoor retail show areas located to the side and rear of buildings. Outlets with drive-in facilities should locate the drive-in to the side or rear of the building, but not be permitted in the front.
5. Intensification Nodes are identified at Franklin and Hospital, and at Franklin and the Parkway. Redevelopment in these locations should address the special importance these nodes play in establishing a character and qualitative tone for the remainder of the district. A bonus system should be developed to provide incentives for special urban design features at these Intensification Node locations.
6. Revise the Land Use By-law regarding site planning, landscaping, signage and parking layout requirements for retail developments in particular.

Economic Development

7. Require commercial developments to be street oriented to help improve the pedestrian friendly character of the district. Redevelopment of existing sites should also be required to provide street related uses at grade level.



Precedent: Shopping Centre Redevelopment

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8. Allow for smaller scale retail development along the Parkway and the Clearwater River, especially in conjunction with designated “Destination Nodes” that will provide services and retail outlets complementary to riverfront park activities proposed in this area.
9. Require future shopping mall developments to include a portion of the mall with street frontage on one or more major street, to facilitate more comfortable and convenient access to the retail areas for pedestrians and transit users. Development of large scale retail outlets surrounded by extensive surface parking should not be permitted in this District in the future.
10. Private Business Development Committees should be formed and encouraged to undertake improvements to existing commercial shopping plazas and malls to make access to these facilities, especially through the parking lots, more pedestrian friendly and attractive. Examine the potential to use street front areas on the periphery of the parking lots of larger retail centres for new street related development.

Riverfront, Parks and Cultural Heritage

11. Develop pedestrian and bike access connections throughout this district, providing interesting and attractive connections to the riverfront park system. Develop Hospital St., Alberta Drive and King St. as major green corridors for this District, with Hospital St. being the first priority.
12. Prepare a streetscape improvement program for this District, using the Community Placemaking Initiative guidelines and standards, with the first priority being Hospital St. and Franklin Ave.
13. Implement plans for the development of the Clearwater riverfront as identified in the Riverfront Master Plan. First priority should be given to assisting the Fort McMurray Historical Society with the design and development of the Historic

6.0

Marine Museum and Park along the Clearwater River. (For a summary of the Riverfront Master Plan see Section 7)

Transportation

14. Improve vehicular access within the District through improvements to streets connecting to the Parkway. (as per the upcoming Transportation Master Plan)
15. Consider implementation of a maximum 2 hour limits for street parking in this District to reduce the number of vehicles being parked for extended periods along the streets, resulting in congestion and reduced traffic flows throughout this busy business District.
16. Examine the feasibility of locating the new transit transfer station in this District, possibly on the east side, in the Manning or Alberta Drive area, which would provide convenient access to major retail outlets. This location would have to be assessed along with other possible locations for the Transfer Station, such as the Centennial Pool site, as discussed in the Franklin Retail Core District.
17. Examine the feasibility of extending Alberta Dr. north from Manning to the Parkway. This connection is currently in place and used, but is not a designated municipal road. This extension would be a part of the strategy to reduce the loads on the main arterials.

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6.9 Riverside District



Existing Housing

This District will be developed primarily for Residential use, with Medium High Density Residential (MHR) located to the portion north of Franklin Ave. and the area south of Franklin being designated for Medium Density Residential (MR), as well as Institutional. The District is bounded by the Clearwater River to the north and east and the Hangingstone River on the south side. King St., Franklin Ave. and Penhorwood St. form the western boundary. There are a number of major institutions in this District, such as Keyano College, Composite High School and Heritage Park, all of which will be maintained. The Keyano College site is designated as Public Service and will permit more development and intensification on the existing property.

This District includes the largest area of undeveloped private lands in the LTS, and given its proximity to the riverfront and access to Memorial Drive, as well as to the remainder of the LTS, this area is seen as a prime area for more intensive residential development. Further intensification of the Keyano College site is anticipated and this would be consistent and compatible with the Medium Density uses around it. Special consideration needs to be given to development of properties along the riverfront to ensure proper protection of the shoreline environment and provision of sufficient allowances to permit the riverfront system of parks and trails to continue through this Riverside District. (See Map 28: Riverside District)

POLICIES

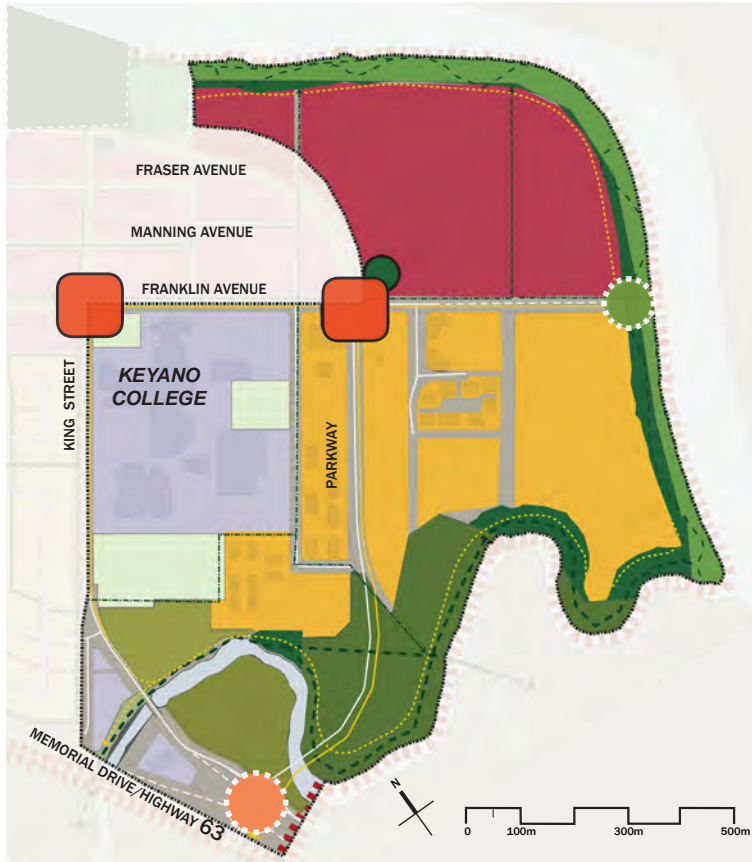
Land Use

1. Review the existing Land Use categories and revise as required to create Residential categories appropriate to the intended uses for this District, with Medium High Density Residential (MHR) in the area north of Franklin, and Medium Density Residential in that portion south of Franklin.
2. Permit Medium High Density Mixed Use development in the Intensification

MAP 28: RIVERSIDE DISTRICT

KEY POLICIES

- Build on historical significance of Heritage Park & Clearwater River in developing riverfront park system in this area
- Implement riverfront development plans as per Riverfront Master Plan
- Intensification nodes to permit mixed use development with special attention to design features
- Improve pedestrian and cycling connections with the development of dedicated bike lanes and pedestrian network
- Develop gateway node at King and Parkway intersection to highlight historical significance of the district



LEGEND

..... DISTRICT AREA BOUNDARY

EXISTING PARK

ENVIRONMENTALLY PROTECTED AREA

PROPOSED PARK

MEDIUM DENSITY MIXED USE

MEDIUM HIGH DENSITY RESIDENTIAL

PUBLIC SERVICE

GATEWAYS

INTENSIFICATION NODE

DESTINATION NODES

EXISTING ROADS

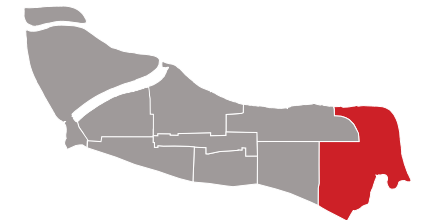
PROPOSED ROAD EXTENSION

PEDESTRIAN NETWORK IMPROVEMENT

PEDESTRIAN TRAILS ALONG RIVERFRONT

DEDICATED BIKE LANE ALONG ROADS

PROPOSED BIKE TRAILS ALONG RIVERFRONT



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Node located around the intersection of Franklin and the Parkway. Mixed use should also be permitted along the Franklin frontage of the Keyano College site.

3. Permit Medium Density Residential (MR) on the existing residential area of the Keyano College site, at the south end.
4. Ensure through the Land Use By-law that appropriate flood protection provisions are incorporated as a part of all new developments in this District, as much of the District is located outside of the basic flood abatement protection being provided by the Parkway.

Riverfront, Parks and Cultural Heritage

5. Require the provision of an ample Environmental Protection (EP) area buffer (min. of 40m from top of bank) as a part of any new development along the Clearwater and Hangingstone Rivers, to protect the environmental quality and character of the riverfront and provide sufficient space for the development of riverfront path systems through these areas, as proposed in the Riverfront Master Plan.
6. Implement the riverfront park system through the Riverside District along the Clearwater and Hangingstone River, as per the Riverfront Master Plan. (for summary details of the Riverfront Master Plan see Section 7)
7. Develop attractive green corridor connections through the District to the riverfront park system from adjoining parts of the LTS. Priority should be given to the green corridors along the extension of Franklin eastward to the Clearwater, as well as along King St. connecting the central part of the LTS to Heritage Park and the Hangingstone park system to the south, and through to the Clearwater park system to the north.



Precedent: Building in the flood plain with non residential use at grade



Precedent: Building in the flood plain with non residential use at grade

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8. Promote the development of arts, culture and entertainment uses, in and around Keyano College, in this District.
9. Develop the Gateway Node at the King St. and Parkway access point from the Memorial Drive interchange, using the Community Placemaking Initiative guidelines and standards, to create an attractive entrance to the LTS. The Gateway features here should include a strong historical theme that links and draws people to Heritage Park, and other new historical features to be developed along the riverfront.
10. Build upon the historical significance of Heritage Park and the Clearwater River with historical features and interpretation boards included as a part of the riverfront park path system.

6.0

6.10 MacDonald Island District



MacDonald Island

The intent of this ARP is to enhance MacDonald Island as a prime, regional park and recreational area, and to link it more strongly with the proposed development of the Snye area, and with the LTS. The Riverfront Master Plan calls for expansion of the recreational uses on MacDonald Island beginning with the creation of a system of pedestrian trails and bicycle, cross-country skiing paths, special activity areas and lookout facilities around the shoreline of the Island.

The Regional Emergency Services department has raised concerns about the need to provide an alternative access to MacDonald Island, for emergency purposes, in view of the large numbers of people expected to be using the new, expanded multiplex facilities on the Island. A number of different options and locations for providing a secondary, emergency access way were discussed during the community engagement process but no firm decision was reached. The community's recommendation was to expand the MacDonald Drive causeway to accommodate both added traffic and emergency service access to the Island. (See Map 29: MacDonald Island District) Other possible locations for a secondary vehicle access route to MacDonald Island need to be examined.

One possible location that is suggested, is for a crossing from Richard St. to MacDonald Island. This location for a bridge connection would leave the main shoreline activity areas between the ends of Morrison and Hardin free from disruption of a bridge structure overhead. However, this is only one of a number of possible locations that need to be examined in detail and discussed with the community and key stakeholder groups.

The potential for other uses on MacDonald Island was also discussed during the community engagement process, but only very generally, and no clear or specific options were explored or decided upon. From the limited discussion that did occur, it was

MAP 29: MACDONALD ISLAND DISTRICT



LEGEND

..... STUDY AREA BOUNDARY

— — PEDESTRIAN TRAILS

--- PROPOSED BIKE TRAIL

— EXISTING ROAD

■ NATURALIZED RIVERFRONT

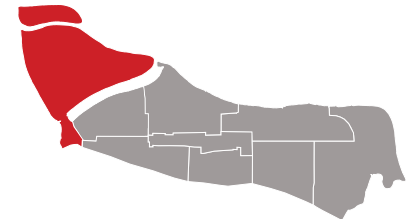
■ PARKLAND RIVERFRONT

● FUTURE GATEWAY

● DESTINATION NODE

KEY POLICIES

- Provide pedestrian access to Roche Island
- Maintain MacDonald Island as Fort McMurray's central recreational area
- Snye riverfront improvements creating a destination park in the LTS
- Implement riverfront development plans as per Riverfront Master Plan
- Establish a continuous recreation network that connects with the riverfront network of the LTS



6.0



Precedent: Riverwalk

clear however that the majority of residents at the meetings would prefer that MacDonald Island be retained for major parks and recreational uses. Some felt that the whole island should be developed as a major public park attraction similar to Stanley Park or Central Park, while others felt it should be left as is. There was some support for limited retail uses, provided it was directly related to serving the Island's recreational users.

In terms of future intensification in the LTS, MacDonald Island is obviously an area that warrants thoughtful consideration. Given the amount of land potentially available in such close proximity to the central core and existing infrastructure, as well as the market appeal the Island location has to offer, with its fantastic river views, and access to state-of-the-art recreational and fitness facilities MacDonald Island has considerable development appeal. The potential development of MacDonald Island for other uses in the future is something that should be explored in more depth, involving extensive discussions with residents, business representatives, MacDonald Island user groups, and political leaders.

POLICIES

Land Use

1. Retain the current Parks and Recreation land use designation (PR) for MacDonald Island and Roche Island.
2. Revise the discretionary uses in the PR category to permit limited commercial uses in park areas provided they are related to, and compatible with, recreational activities in designated park areas, such as MacDonald Island and the Snye.

Riverfront, Parks and Cultural Heritage

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4. Implement planned improvements to MacDonald Island as identified in the Riverfront Master Plan, including:
 - establishing pedestrian paths, bike paths, and cross country ski trails around the perimeter of the Island;
 - creating lookout points at key locations along Island's perimeter trail system.
5. Create connections between the MacDonald Island pedestrian paths and bike trails to similar path and trail systems along the Snye and within the LTS, by means of a green corridor along MacDonald Drive.

Transportation

6. Improve vehicular access to and from MacDonald Island.
7. Develop dedicated bicycle lanes and pedestrian pathways as viable alternative transportation modes for accessing the Island.
8. Examine various options for providing a second vehicular access route to MacDonald Island.

7.0 RIVERFRONT MASTER PLAN

7.1 Summary



Precedent: Riverwalk

The Riverfront Master Plan is another planning study currently underway which describes an overall approach and conceptual plans for the development of the riverfront area within the Lower Townsite. Full details of this master plan are described in a separate Riverfront Master Plan report. This section will briefly summarize key elements of the Riverfront Master Plan.

In view of the riverfronts integral and critical importance to the Lower Townsite Area Redevelopment Plan, it is a recommendation of this Plan that the policies and plans in the Riverfront Master Plan be reviewed, approved and implemented as a part of the LTS-ARP implementation process.

7.2 Importance of the Riverfront

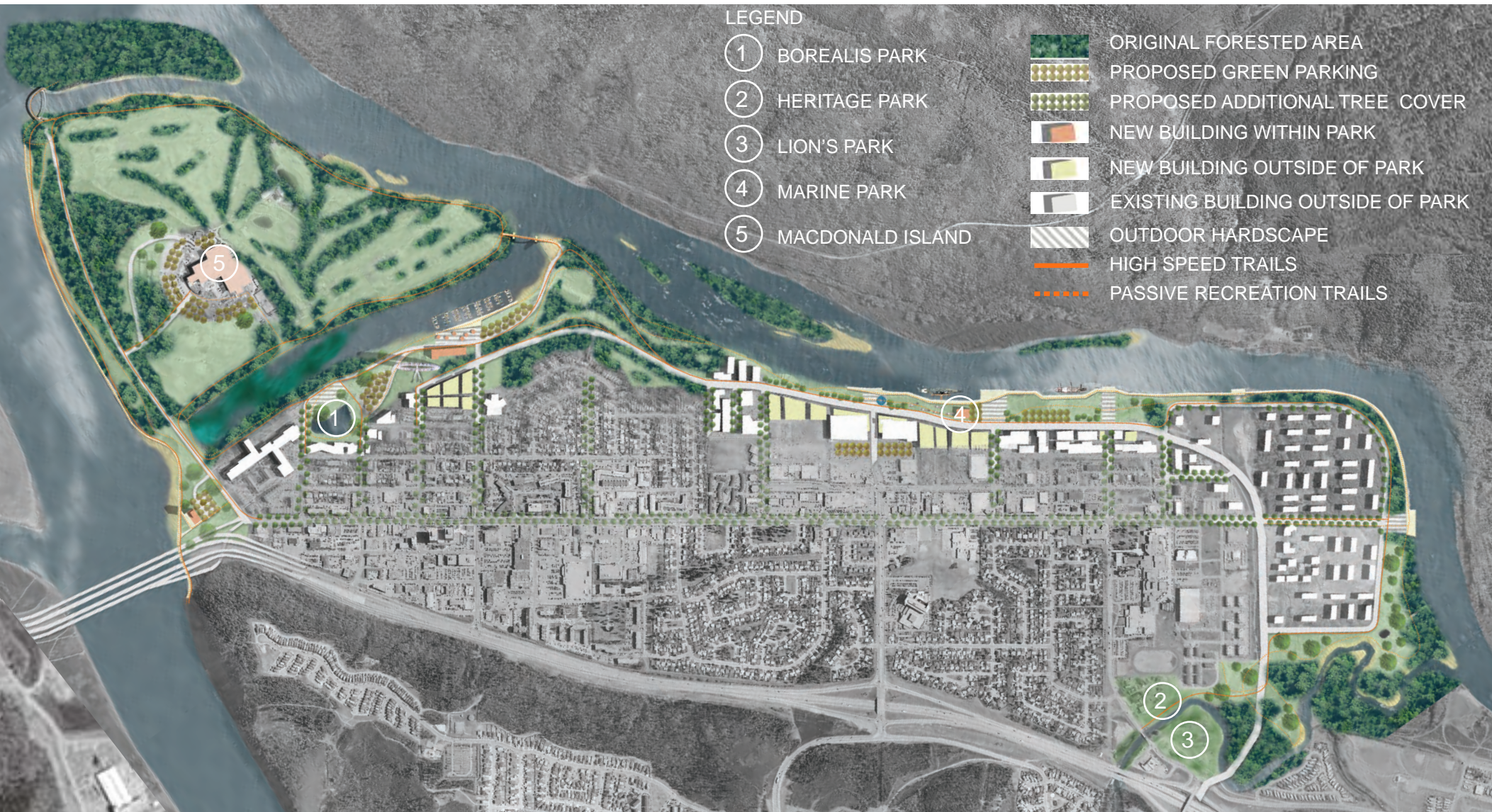


Precedent: Nature Trail

The Athabasca and Clearwater rivers are the reasons for Fort McMurray's existence, and are a fundamental part of community's history and residents' deep attachment to the river environment. Recent developments in the Lower Townsite, seem to have turned their backs to the river. But the significance of the rivers and the riverfront is firmly entrenched in the minds and hearts of residents. The concern and passion long time residents have for the river has been communicated to, and is shared by, newcomers to the area as well.

If one were to define, what constitutes the "heart" of the Lower Townsite for its residents; it would have to be the riverfront. Though parts of the riverfront, such as the Snye, have been developed and are actively used, most of the Lower Townsite's extensive riverfront area remains undeveloped and neglected. In numerous surveys and planning studies conducted in the past, residents have expressed a strong desire for development of the riverfront, especially a continuous riverfront walkway system.

MAP 30: RIVERFRONT MASTER PLAN



7.0

7.3 Rationale for the Riverfront Master Plan



Clearwater River



Hangingstone River

A key component of the ARP's revitalization strategy for the Lower Townsite is the rehabilitation and development of the area's extensive waterfront. The Riverfront Master Plan was commissioned as a separate study to create and define ways to enjoy the tremendous beauty of the area's river environment, to celebrate its rich history and past glories, and to use this wonderful resource for a variety of passive and active recreational opportunities. Special policies and plans have been included in the Area Redevelopment Plan to strengthen the connections between the central area of the downtown, the residential neighbourhoods, and the riverfront, making access from the LTS to the riverfront more convenient, and enjoyable.

The Riverfront Master Plan provides specific concepts and plans for developing the riverfront area as an attractive, active riverfront park system. This new riverfront park system will be a major feature of the revitalized LTS; one of the main reasons people will want to live and work downtown, and why residents of other areas and visitors will be interested in coming downtown to enjoy the activities, beauty and spirit of the riverfront setting.

Though the Riverfront Master Plan is a separate study, it has been carried out in conjunction with the LTS Area Redevelopment Plan process as it is a fundamental part of the Lower Townsite community. Plans for the riverfront have been integrated with the overall approach to the development of the LTS, ensuring appropriate connections between various areas of the LTS and the riverfront park system. Discussions of the Riverfront Master Plan objectives and concepts have been a regular part of the LTS-ARP community engagement process, including the Community Working Group sessions, the Advisory Committee meetings and the Public Meetings.

7.0

7.4 Key Principles by District

The Riverfront Master Plan study area is shown on Map 30 and runs from the Hangingstone River along the edge of the Clearwater River to its confluence with the Athabasca River and then along MacDonald Island's western edge to where MacDonald Drive connects with Franklin Ave. The Riverfront Master Plan boundary also encompasses the area between MacDonald Island and the LTS, including the Snye, Borealis Park and the municipally owned lands adjacent to the Snye and the Clearwater River. The Riverfront Master Plan area includes riverfront areas that are part of the following Districts: Riverside, Prairie, Clearwater, Borealis and MacDonald Island District.

While information of the riverfront plans for each of Districts can be found in the individual District Plans, and details of the overall plan for the LTS are described in the Riverfront Master Plan document, the following provides a summary of key principles of the Riverfront Master Plan by District.

RIVERSIDE DISTRICT

1. Develop a continuous trail system along the Hangingstone and Clearwater Rivers.
2. Provide a new pedestrian connection from Heritage Park to Lions Park.
3. Develop and implement an erosion control program for critical areas of the Hangingstone and Clearwater Rivers.
4. Install signs and public art along the trail system that showcase the history
5. Maintain a significant environmental protection zone between any new development and the banks of the Hangingstone and Clearwater Rivers.
6. Establish pedestrian and cycling trails that connect through the District from neighbouring districts, providing improved connections to the riverfront.
7. Create lookouts along the riverfront at the sites identified as panoramic view points.
8. Develop a primary activity node on the riverfront at the end of Franklin Ave.



Confluence of Hangingstone and Clearwater Rivers

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Marine Park



The Snye

PRAIRIE DISTRICT

1. Establish the riverfront area of this District as “Clearwater Park”, a major new recreation and tourist destination in the Lower Townsite.
2. Collaborate with the Fort McMurray Historical Society to coordinate the development of the Marine Park as key element of the new Clearwater Park.
3. Develop primary activity nodes at the ends of Hospital St. and King St.
4. Create a promenade walkway system.
5. Encourage tourist related facilities and attractions in this area.
6. Portray the historical significance of the shipyards along the Clearwater Park riverfront.
7. Implement erosion control measures at critical points on the Clearwater.
8. Establish green corridors to provide improved pedestrian and bike connections from the built-up areas of the Lower Townsite to the riverfront.

CLEARWATER DISTRICT

1. Maintain and improve the natural areas along Clearwater from the mouth of the Snye to the existing residential areas along the river at Riedel St.
2. Develop pedestrian and bike trails through the park system in this District connecting the Clearwater Park and Snye Park.
3. Construct an activity area for outdoor performances in the park at the end of Father Mercredi St.
4. Create a lookout near the mouth of the Snye.
5. Establish green corridors to provide improved pedestrian and bike connections from the built-up areas of the Lower Townsite to the riverfront, with priorities being Riedel St. and Fr. Mercredi.

BOREALIS DISTRICT

1. Develop the Snye Park area as a prime activity area with a variety of recreation, leisure and entertainment uses.
2. Develop a boardwalk along the Snye with connecting paths to other sections of riverfront park system.
3. Encourage water related activities such as: canoe, kayak, and paddle boat

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rentals, and the rowing club on the Snye.

4. Allow for small-scale, commercial and retail development within Snye Park that meets strict size and design guidelines (e.g. restaurant, café, gift shops, markets, and rental shops for bikes, boats, etc.).
5. Realign and upgrade Morimoto Drive to provide service access along the river-front.
6. Improve the boat launch facilities and investigate the feasibility of a secured marina on the Snye.
7. Develop a strategy to aerate the water in the Snye to improve water quality, with the possibility of creating a swimming area.
8. Develop programs and facilities for winter activities on the Snye, such as skating, cross-country skiing and snowmobiling.
9. Integrate Borealis Park with Snye Park.
10. Improve the year round usage of Borealis Park, with the addition of winter activities such as tobogganing.
11. Establish green corridor connections to provide improved pedestrian and bike access to the Snye and Borealis Parks, with priorities being Hardin and Morison.

MACDONALD ISLAND DISTRICT

1. Intensify the recreational uses of MacDonald Island, including developing a continuous, scenic promenade and trail around the perimeter of the island.
2. Provide pedestrian access from MacDonald Island to Roche Island.
3. Create lookouts at key points along the Island promenade and trail system at identified panoramic view points.
4. Examine other opportunities for the inclusion of elements of interest along the perimeter promenade and trail system such as; specific activity areas; public art features; and interpretative stations dealing with the historical, plant and animal subjects of interest.



MacDonald Island Multiplex

8.0 IMPLEMENTATION

8.1 Plan Adoption

Following a Public Hearing pursuant to Section 692 of the MGA, and advertising pursuant to Section 606 of the MGA, the LTS-ARP was adopted as a by-law, by the Council of the Regional Municipality of Wood Buffalo. This by-law replaces the previous LTS-ARP (Bylaw No. 01/044), which was repealed at the same time.

The boundaries and alignments of the proposed Land Use Plan designations shown in Map 14 are approximate, and provided the general purpose and intent of the Plan are maintained, may be subject to minor adjustment when defined in more detail in the Land Use By-law or by an implementing department, without need to amend this Plan.

This Plan builds upon the policy framework described in the Region's present Municipal Development Plan. As the Municipal Development Plan (MDP/ICSP) is in the process of being revised, the Long Range Planning Department will need to confirm that the LTS-ARP is consistent with the revised Municipal Development Plan. If not, this by-law will need to be amended to be in full conformity with the new MDP policies.

8.2 Plan Amendments

Given Fort McMurray's high rate of growth in recent years, it is recommended that this ARP be reviewed and reevaluated at least every five (5) years, or more frequently if unusual growth and redevelopment activities should warrant it.

As a basis for determining whether a full review of the Plan is needed, it is recommended that monitoring procedures be established to assess progress of the Plan on an annual basis. These processes are discussed in more detail in Section 8.4 below.

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A new Area Redevelopment Plan study should be initiated once the LTS population reaches the 18,000–19,000 population level (75% of the total residential population target). This will provide sufficient lead time for a new Plan to be developed and approved that will define development plans for the community beyond the growth targets identified in this Plan.

8.3 Implementation Process

The policies and priorities of the LTS-ARP need to be integrated within the business planning and budgeting procedures of the Municipality. A LTS-ARP Administrative Implementation Committee should be established, under the direction of the Planning and Development Department, with representatives of key planning, operational, and development departments to formulate a process and strategy for implementing various aspects of the ARP, and to develop procedures to manage and monitor the progress of implementation. Operational departments will be included on the Committee so that they have input on the development of plans ensuring that appropriate consideration is given to all pertinent issues. This will also allow these operational departments to be informed well in advance of proposed growth plans so that they can arrange for suitable changes to, and expansion of, their service delivery programs to deal with the added growth.

Implementation of the physical aspects of the Plan is dependent on two main sectors. One is the public sector, involving private owners of individual properties in the LTS. The second is the public sector, primarily the Regional government, who owns considerable land in the LTS, and is responsible for expenditures on public infrastructure and services that are key components of this Plan. Such as: parks, roads, water, sewers, transit, social services and recreational services. Other projects may require joint partnerships.

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- **Private Sector Activity:** The primary implementation tool for ARP policies relevant to the private sector is the municipality's Land Use By-law (LUB), which governs the approval of development applications and issuing of Development Permits. The ARP is a policy document that must be translated into specific regulations in the LUB that define how general land use policies are to be applied and interpreted relative to actual development conditions. The LTS-ARP defines a number of new land use categories and policies that are not accommodated for in the current LUB. Therefore, there will be a need to amend it in order to address these new land use policies. As it is a detailed technical document, the LUB will take some time to amend.

Another tool that will be developed is a set of Urban Design Guidelines that will help detail and illustrate key policies in the ARP. The guidelines will provide a basis for a common understanding among developers, designers and planners as to how developments can best meet the intent of the policies of the ARP.

There will be a period of time, after the approval of the ARP and prior to the completion of the amendments of the LUB, when the existing LUB may not be appropriate to the new forms of development being proposed in the LTS. For developments that comply with the current LUB requirements, they will be readily approved using the current regulations. But for developments seeking to conform to the new land use categories and policies in the ARP that differ from the current land use designations for their property, special provisions will need to be made for the review and approval of these applications during this interim period. The Planning Department is currently preparing procedures to deal with these types of specific applications during this transition period.

- **Public Sector Activity:** There are major elements of the ARP that depend primarily, on the Regional government for approval and implementation. Individual departments will need to assume responsibility for establishing priorities, plans, and budgets for implementing planned capital works improvements

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related to the ARP such as roads, transit, municipal infrastructure, and parks. Similarly, service departments will have to make plans and budget provisions to expand their programs and services in conjunction with the growth in LTS population and the work force.

- *Joint Sector Activity:* There are also areas where the private and public sector, and other levels of government will need to work together to implement aspects of the ARP, such as with the proposed Business Area Improvement Programs, special economic development programs, or where the city may be seeking public partners in the development of specific elements of the Plan, such as for portions of the riverfront park system. Regional departments will need to take the lead in defining strategies and plans for initiating and facilitating these activities with other private and institutional partners, and other levels of government.

8.4 Monitoring and Community Engagement

A major concern voiced by the community during the engagement process was the lack of implementation of the many good ideas and proposals from previous studies and plans. As an aid to ensuring effective implementation of the Plan it is proposed that a number of specific measures be pursued to manage and monitor the implementation ARP. Community engagement was a major part of the development of the ARP, and it should continue to be a key component of the implementation and monitoring process. Key elements of the monitoring and community engagement process should include:

- Preparation of detailed Implementation Plans by each Department for elements of the ARP for which their Department has responsibility.
- Preparation of an annual “Report Card” on the implementation of the ARP.

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The LTS–ARP Implementation Team would be responsible for preparing an annual report summarizing what individual Departments have achieved relative to planned ARP implementation activities.

- Conduct an annual Community Meeting to review the result of the “Report Card.” Departmental representatives would be present to discuss implementation progress and to answer questions about what has, and has not, been achieved and what is planned for next year. This meeting will keep the community informed and involved with the implementation process and provides an important accountability and monitoring tool for both the Region and the community. Consideration should be given to creating a Community Advisory Committee that could serve as a community liaison group and could be used throughout the year to obtain community feedback on issues as plans are being finalized.
- Report to Council on the result of the annual “Report Card” review with the community.

8.5 Implementation Priorities

Some key priorities for the implementation of the LTS–ARP include:

- i) Establish a LTS-ARP Implementation Committee with responsibility for developing a strategy for implementing policies and plans of the ARP and developing procedures to manage and monitor implementation activity progress.
- ii) Define key data needs to effectively monitor and track growth on an annual basis so that adjustments can be made to individual project plans if growth is progressing faster or slower than anticipated. It should also allow the Region to determine if certain areas are receiving a larger portion of the growth, sug-

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gesting that priorities improvements could be shifted to those areas. Such data would also allow the Region to clearly identify when a threshold point, such as 75% of the total growth target has been achieved, at which point a new ARP study would be commissioned.

- iii) Amend the LUB to create land use designations and development requirements appropriate to new plans and policies of the LTS-ARP.
- iv) Prepare an interim set of instructions and technical interpretations of the ARP policies for Development Officers to use in reviewing development proposals while the LUB is being amended. These interim instructions and guidelines will help provide clarity and consistency in the review of development proposals until such time as the LUB amendments are completed and approved
- v) Prepare Urban Design Guideline documents for key land use categories to provide Development Officers, designers and developers with practical and well documented tools for interpreting and applying planning policies and principles, helping to ensure the objectives and policies of the ARP are achieved.
- vi) Review the Region's Engineering Standards to ensure they are consistent with the principles and policies of the LTS-ARP.
- vii) Prepare a 10 Year Capital and Operating Budget for all Departments relating to proposed improvements for the LTS, consistent with the ARP.

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8.6 Action Plans

The implementation of the Lower Townsite Area Redevelopment Plan involves development and improvements of many forms, which will require the cooperation and contribution from different sources, including: federal and provincial agencies; Regional Council; Regional departments; private industry and business; institutions and non-profit organizations; community groups and the general public. Key elements of the Plan, shown in the Table 5 below, have been organized into four phases – Short Term (1 year); Near Term (1-2 years) Mid Term (3-5 years); and, Long Term (more than 5 years). Lead responsibility for implementation of each element is indicated in bold.

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Table 5: LTS Action Plan

Ref No.	Action Items	Type	Lead Responsibility	Potential Funding Source
Phase 1: Short Term (1 year)				
1.1	Develop Interim Directives & Strategy for Development Review until Finalized Land Use Bylaw is created	Regulatory	Current Planning	Municipal Budget
1.2	Finalize the Riverfront Master Plan	Project	Long Range Planning	Municipal Budget
1.3	Prepare Implementation Strategy & Procedures for LTS ARP	Study	Long Range Planning	Municipal Budget
1.4	Develop Series of Design Guidelines for Development Officers and Developers	Project	Current Planning	Municipal Budget
1.5	Develop Housing Strategy including Affordable Housing	Study	Long Range Planning	Municipal Budget
1.6	Develop Strategy for Industrial & Commercial Land Use	Study	Long Range Planning	Municipal Budget
1.7	Finalize Transportation Master Plan Recommendations for LTS	Study	Engineering	Municipal Budget
Phase 2: Near Term (1-2 years)				
2.1	Revise Land Use Plan (to accommodate new LTS categories)	Regulatory	Current Planning	Municipal Budget
2.2	Develop Program for Affordable Housing for the LTS	Project	WBHDC	Federal/Provincial/Municipal
2.3	Develop Parking Management Strategy for LTS	Study	Planning & Engineering	Municipal Budget
2.4	Develop Detailed Parking Strategy for LTS	Study	Planning & Engineering	Municipal Budget
2.5	Determine Potential for School Expansion in the LTS	Study	Public & Catholic School Districts	School District Budgets
2.6	Develop Program to Promote CBD for Office Development	Project	Economic Development	Municipal Budget
2.7	Develop Strategy to Assist Small Business & Non-Profit Groups	Project	Chamber of Commerce	Commerce Budget
2.8	Develop Area Improvement Strategy for LTS	Study	Long Range Planning	Municipal Budget
2.9	Promote Business Improvement Area Committees	Project	Chamber of Commerce	Commerce Budget
2.10	Select Site / Develop Plans for a New Snow Dump Site (Replacement)	Project	Operations & Maintenance	Municipal Budget
2.11	Prepare Riverfront Parks Start Up (Demo) Project	Project	Parks & Recreation	Municipal Budget
2.12	Finalize Plans for Marine Park with Fort McMurray Historical Society	Project	Parks & Recreation	FM Historical Society Funding
2.13	Develop Plan for Streetscape Improvement Demo Project	Project	Parks & Recreation	Municipal Budget
2.14	Develop Plan for Priority Green Corridor Development in LTS	Project	Parks & Recreation	Municipal Budget
2.15	Develop Detail Plans for Riverfront Master Plan Priority Items	Project	Parks & Recreation	Municipal Budget
2.16	Prepare Functional Plans for Priority Road Improvements in LTS	Project	Engineering	Municipal Budget
2.17	Develop Plans for Implementing Transit Improvements in LTS	Project	Transit	Municipal Budget
2.18	Prepare Strategy to Expand Arts/Cultural/Entertainment Facilities in the LTS	Study	Recreation, Arts & Leisure	Municipal Budget
2.19	Develop Strategy for Civic Centre Expansion	Study	Accommodations	Municipal Budget
2.20	Implement Plans for Marine Park Development	Project	Fort McMurray Historical Society	FM Historical Society Funding
2.21	Implement Streetscape Improvement Plan Top Priorities in the LTS	Project	Parks & Recreation	Municipal Budget
2.22	Implement Green Corridor Plan Priority Items LTS	Project	Parks & Recreation	Municipal Budget
2.23	Implement Plans for Priority Items of Riverfront Master Plan	Project	Parks & Recreation	Public / Private Sources
2.24	Implement Priority Items for CBD Parking Management	Project	Engineering	Municipal Budget

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Ref No.	Action Items	Type	Lead Responsibility	Potential Funding Source
Phase 3: Medium Term (3-5 years)				
3.1	Implement Priority Affordable Housing Projects in LTS	Project	WBHDC	Federal/Provincial/Municipal
3.2	Implement Initial Business Improvement Area Project(s)	Project	Economic Development with BIA	Municipal/Provincial/Businesses
3.3	Implement Priority Municipal Parking Projects in CBD	Project	Engineering	Municipal/Provincial/Levy
3.4	Implement Priority Road Improvements LTS	Project	Engineering	Municipal Budget
3.5	Implement Priority Water Systems Improvements LTS	Project	Engineering	Municipal Budget
3.6	Implement Priority Sewer System Improvements LTS	Project	Engineering	Municipal Budget
3.7	Implement 2nd Level Priority Plans for Riverfront Master Plan	Project	Parks & Recreation	Public / Private Sources
3.8	Implement 2nd Level Priority Streetscape Improvement Plan for LTS	Project	Parks & Recreation	Municipal Budget
Phase 4: Long Term (5+ years)				
4.1	Implement Affordable Housing Projects in LTS	Project	WBHDC	Federal/Provincial/Municipal
4.2	Implement Additional Business Area Improvement Project(s)	Project	Economic Development with BIA	Municipal/Provincial/Businesses
4.3	Implement Municipal Parking Projects in CBD	Project	Engineering	Municipal/Provincial/Levy
4.4	Implement Additional Road Improvements in LTS	Project	Engineering	Municipal Budget
4.5	Implement Additional Water System Improvements LTS	Project	Engineering	Municipal Budget
4.6	Implement Additional Sewer System Improvements LTS	Project	Engineering	Municipal Budget
4.7	Implement Plans for Additional Sections - Riverfront Master Plan	Project	Parks & Recreation	Public / Private Sources
4.8	Implement Streetscape Improvement Plans for LTS	Project	Parks & Recreation	Municipal Budget

9.0 GLOSSARY

Area Redevelopment Plan: a plan adopted by Regional Council as a Bylaw pursuant to the Municipal Development Act which provides a framework for future development in an already developed area

Arterial Road: a road intended to move large volumes of traffic with minimum interruptions, primarily connecting residential and employment areas.

Bonus System: a system for permitting an increase in density in developments in designated areas in return for the development providing specific features considered by the Region to be of benefit to the community, such as: public park space; public parking spaces; affordable housing; or other specific design features. The extent of the density increase that will be permitted will depend on the extent of the agreed upon benefits provided and the added floor area value attached to each feature.

Central Business District (CBD): an area within the LTS that has historically been the main downtown and centre for business uses in the City. The LTS will remain as the CBD for the city, and will be located in an area generally bounded by Manning Ave. to the north, Highway 63 to the South, the Athabasca River to the west and Hardin St. to the east.

Collector Road: a road intended to collect traffic from local roadways and carry it to arterial roadways.

Commercial Corridor: an area along a major arterial roadway used for the sale of a wide variety of good and services to residents of the local community and surrounding areas.

Community Placemaking Initiative: a set of urban design, urban landscaping and street improvement standards developed for the City and approved by Council in November 2006. This report and set of standards defines a program of work and design solutions for specific improvements to the City's streets, entrance ways, and public spaces that is being implemented by the Parks Department.

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Density: the volume of buildings, people or uses on a site.

Destination Nodes: special areas along the riverfront park system that will provide activity areas of major interest and serve as entryways to the riverfront system. Destination nodes are typically located at the ends of major streets and green corridors.

Developer: an owner, agent or person, firm or company required to obtain or has obtained a development permit by a Municipal Council.

Development Permit: a document issued by the Region authorizing the commencement of development on a specified site pursuant to the provisions of the Land Use Bylaw.

Downtown: refers to the historical centre or heart of a city and surrounding region, that provides a mixture of retail, office, arts and culture, housing, civic and entertainment uses.

Environmental Reserve Easement: a caveat registered with Land Titles in favour of the municipality for lands that would be normally taken as environmental reserve in accordance with Section 664 of the MGA.

Flood Plain: an area of land along a river, stream or creek that is potentially at risk to flooding from time to time.

Floor Area Ratio: the numerical value obtained by dividing the gross floor area of all buildings on a site, excluding parking structures, by the total site area.

Gateway: key entry points to the Lower Townsite for residents and visitors. These points of entry are important as they provide people, especially visitors, with their first impression of the area, and they given special consideration and attention in the ARP.

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Green Corridors: a term used in the ARP to define streets that are designated for improvement to provide more attractive and convenient access routes for pedestrians and cyclists through existing neighbourhoods to major areas of attraction, such as local parks and the riverfront. Improvement could include: sidewalk repairs and widening, creation of new sidewalks where none exist; new tree plantings and landscaping; creation of designated bike lanes as a part of existing roadways or creation of separate bike paths where space permits.

Goal: a preferred end state towards which a plan of action is directed and which provides an indication of what is to be achieved.

Home Business: a secondary use of principal dwelling, its accessory buildings and site, or combination thereof, by at least one permanent resident of the dwelling, to conduct a business activity or occupation.

Home Occupation: a secondary use of principal dwelling by only the permanent residents of the dwelling to conduct a business activity that does not require client visit to the residence, as compared to a Home Business which can include limited client visits to the residence.

Infill Development: development in an existing built-up area using vacant or under-utilized lands, behind or between existing development and which is consistent and compatible with the characteristics of the surrounding development.

Intensification Nodes: specific locations that are considered of special importance for establishing the qualitative tone and character for the surrounding area. These locations are subject to special guidelines to encourage appropriate urban design in these locations. The density bonus system, similar to that to be used in the High Density portion of the Central Business District will apply to these locations to provide an incentive for more thoughtful and attractive design and planning.

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Land Use Bylaw: a set of regulations adopted by Council which establishes land use districts and prescribes rules for development within those districts.

LEED Standards: a system for encouraging and certifying more environmentally appropriate, or “green”, construction and development practices. LEED stands for “Leadership in Energy and Environmental Design”, and is administered in Canada by the Canadian Association for Green Building Council (CAGBC), which has standards that cover new construction, major renovations and new neighbourhood developments. (Contact info: www.cagbc.org/leed)

Light Industry: commercial uses of an industrial nature that are carried out within an enclosed building and which do not create a nuisance factor, such as noise or smells and do not produce large quantities of waste stored in outside areas, making these uses compatible with adjacent non-industrial uses.

Local Roads: roads that provide access to sites and lots and are designated for low volume and slow moving traffic.

Lower Townsite (LTS): a community within the Fort McMurray Urban Service Area situated in the valley on the south and west side of the Clearwater River, with the Athabasca defining the western boundary, Highway 63 the south boundary and the Hangingstone River the eastern boundary.

Mixed Use: usually an individual development that contains more than one use (e.g. commercial, retail, residential or even light industrial uses), but can refer to an area as well. Mixed use developments help bring added life to a community as the different uses are often active at different times of the day and involve different types of users. Mixing uses also provides opportunities for people to be less reliant on vehicular transport as they can live, work shop and play in the same area. However, attention must be paid to the type of uses being combined together to ensure they are compatible and complementary to with one another.

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Municipal Development Plan: a statutory plan, formally adopted by Council, which is describes the general policies governing future land for the municipality.

Municipal Government Act, part 17: the Provincial land use planning legislation under which municipalities are given the powers to regulate the use and development of land.

Municipal Infrastructure: all physical improvements sanctioned and maintained by the municipality required to provide services to a community, such as: roads, walkways, boulevards, sanitary sewers, storm water drainage, water supply, and parks.

Natural Areas: areas containing one of the following: natural vegetations; naturally-occurring water; other natural physical features like rock outcrops, sand dunes or wetlands. In some instances, natural areas may be disturbed.

Objective: a statement made in generally quantifiable terms that provide more specific indication on how a “goal” can be achieved and often specifies a time frame for achievement.

Off-Site Levy: a fee applied to land to be developed or subdivided which is intended pay for all or a portion of the cost of off-site services provided by the municipality.

Pedestrian Scale: the design of buildings, open spaces and streets that have a character, details and proportions that create a sense of comfort and interest in the spaces that pedestrians use in and around these buildings, open spaces or streets.

Policy: a statement identifying a specific action to be followed for achieving objectives and principles.

Principles: basic concepts to be used in guiding action towards achieving more general objectives.

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Setback: the distance that a development or portions of a development must provide to separate it from a property line, street or adjacent use.

Smart Growth: forms of development that invests time, attention, and resources to restoring community and vitality to centers of cities and older suburbs. It is growth that is more town-centred, is transit and pedestrian oriented, has a greater mix of housing, commercial and retail uses, and preserves open spaces and other environmental amenities.

Stepback: a building design feature where the facade of the upper stories of a building are moved back from the facade of the lower floors of the building – often used to ease the transition between a taller building and smaller scale surrounding buildings.

Street Oriented: uses on the ground floor of buildings that front on to a public sidewalk, with no or minimal setback, and that are directly accessible to the sidewalk, and have glazed areas that look onto the sidewalk area. Street oriented uses help make public sidewalks a more interesting and safe places for pedestrians.

Sustainable Development: development that meets the needs of today without compromising the ability of future generations to meet their needs. It encourages conservation of energy and resources in the ways used to develop and operate our communities that do not compromise or diminish essential aspects of the quality of life of the community.

Transit Transfer Station: a defined area where buses from all other areas of the city stop, allowing passengers to transfer from one bus to another bus. A new transit transfer station is proposed for the LTS which will provide an enclosed heated environment for passengers to wait and to transfer

Urban Design: the application of architectural and planning principles to the design of buildings and spaces in urban areas with the interest of the public and the com-

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munity in mind. Concern is given to building form, style and materials, views and vistas, open space and streetscapes to create a setting that is functional, aesthetically pleasing and that respects and contributes to the urban setting and context in which the design is being placed.

Urban Service Area: the boundaries of the Fort McMurray Urban Service Area as defined by an Order in Council.

Vision: a broad statement of the desired state of a city or area in the future.

Winter City Design: special considerations in the planning and design of northern communities aimed at improving the quality of life in these communities by reducing the impacts of winter conditions.

Zero Setback: no distance is provided between the building and the lot's property line – often used in reference to the front yard, where a building can be built right to the front lot line and the sidewalk.

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11.0 APPENDICES

Appendix - A

Engagement Schedule

