

ASP Amendment

# Highway 69/Clearwater Valley Area Structure Plan Amendment

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Prepared for Dunvegan Gardens (Fort McMurray) Ltd.  
by IBI Group

February 2018

# Table of Contents

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<b>1</b>	<b>Introduction</b> .....	<b>1</b>
1.1	Purpose.....	1
1.2	Proponent of the Amendment.....	1
<b>2</b>	<b>Background</b> .....	<b>1</b>
2.1	Amendment Location.....	1
2.2	Planning Context.....	1
2.3	Development Context & Existing Development.....	1
<b>3</b>	<b>Existing Development Description</b> .....	<b>2</b>
<b>4</b>	<b>Development Vision</b> .....	<b>2</b>
<b>5</b>	<b>Amendment to Bylaw</b> .....	<b>3</b>
5.1	Proposed Amendment .....	3
5.2	Amendment Rationale .....	3
5.3	Policy Context.....	3
5.3.1	Municipal Development Plan .....	3
5.3.1	Highway 69 / Clearwater Valley Area Structure Plan .....	7
5.3.1	Draper Area Structure Plan.....	7
<b>6</b>	<b>Development Vision</b> .....	<b>9</b>
<b>7</b>	<b>Development Policies</b> .....	<b>9</b>
<b>8</b>	<b>Impacts</b> .....	<b>10</b>
<b>9</b>	<b>Land Use Bylaw Amendment</b> .....	<b>10</b>
<b>10</b>	<b>Amendment to ASP</b> .....	<b>10</b>
10.1	Text Amendments.....	10
10.2	Exhibit Amendments .....	11
	<b>Appendix A – Proposed Figures</b> .....	<b>1</b>

# 1 Introduction

## 1.1 Purpose

The purpose of this amendment to the Highway 69/Clearwater Valley Area Structure Plan (ASP) is to add a Direct Control District to the ASP to enable the land uses associated with a community focussed greenhouse commercial development.

## 1.2 Proponent of the Amendment

IBI Group is submitting this proposed ASP amendment on behalf of Dunvegan Gardens (Fort McMurray) Ltd., who is the Registered Owner of the subject lands.

# 2 Background

## 2.1 Amendment Location

The proposed amendment will apply to the lands located at 128 Garden Lane (Lot 5, Plan 992 0950 & Lot 6, Plan 992 0950). These lands are situated in the northwest area of the plan. The location of the proposed amendment is illustrated in **Map 6 – Development Concept and Figure 1 – Amendment Area**.

## 2.2 Planning Context

The ASP was initially approved through the adoption of Bylaw 99/058 on January 25, 2000, and subsequently amended. Most recently, Bylaw 07/069 changing the land use in the southwest sector of the of the plan area, near the Fort McMurray Municipal Airport from “Open Space” to “Business Industrial”.

## 2.3 Development Context & Existing Development

The ASP area is bounded on the north by the Clearwater River; on the south of Highway 69; on the west by Saline Creek; and on the east by a line 800m beyond the eastern edge of Sapræe Creek Estates.

### 3 Existing Development Description

Dunvegan Gardens is a destination local greenhouse and agricultural business that encompasses a blend of commercial / retail, entertainment, education and tourism to provide a fun, exciting and memorable experience for customers and visitors of all ages.

Dunvegan Gardens is a local business that has been providing garden centre products for 41 years and in the past 20 years Dunvegan Gardens has expanded their offerings to include hosting events and providing products and experiences that respond to local needs and broader trends such as:

- “farm to trade” culture;
- support for locally produced products and businesses;
- direct farm marketing;
- “agri-tainment” – tours, seasonal festivities, interactive events, etc.;
- “U-pick” and community gardens;
- Sustainable living – lowering our carbon footprint.

The site has been operating a local garden centre that encompasses retail sales of plants, garden and landscape products, providing a hosting venue for community and private events along with market gardens and community garden plots.

The site has an agrarian character with an “outpost” style main building, providing the main visual focus of the site. The other portions of the site are developed with various support and activity structures.

Over the years, Dunvegan Gardens has matured into a place of recognition and civic pride for the community of Fort McMurray.

### 4 Development Vision

The overarching vision is to retain the agricultural/horticultural related focus of the site, while adding related activities and business opportunities that respond to new trends in the greenhouse and agri-tainment industry.

These opportunities could include but are not limited to:

- expansion of outdoor events incorporating patios, event lawns and gardens to host gatherings and events;
- local food and beverage processing, packaging and sales;
- petting zoos and animal interaction venue;
- food concessions;
- country store and market;
- farm life activities and events.

The agrarian character of the area will not only be preserved, but serve as the basis of future development and adaptation of the site. As the site evolves over time, new structures and buildings may be developed, re-purposed and re-positioned. With this opportunity, it is recognized that development parameters and considerations need to be incorporated.

## 5 Amendment to Bylaw

### 5.1 Proposed Amendment

This ASP amendment proposes to add a new Village Commercial / Community Greenhouse to 5.2 Development Land Uses section of the ASP.

The Village Commercial / Community Greenhouse will provide a community focal point for the future development of the Draper area. Promoting community development through hosting local events and educational courses. There will be a variety of recreational activities that are in-keeping with the farm experience. There will also be a commercial greenhouse retail store promoting fresh and locally grown produce and processed goods.

The predominant land uses in the ASP area are parks & recreation, and open space with a significant portion of the ASP lands being recognized as Environmental Protection. Suburban Estate and Country Residential land uses are located where residential development is feasible. The Small Holdings land use designation allows for residential and small scale agricultural pursuits on lands susceptible to flooding, in lands located adjacent to the Clearwater River.

Business Industrial land uses are found at strategic locations with good roadway access in the south portion of the plan area.

The location of the proposed amendment is illustrated for the Highway 69 / Clearwater Valley ASP in **Map 6 – Development Concept**.

### 5.2 Amendment Rationale

The amendment to the ASP is allow for a local community focussed business to continue operating in a manner that is in keeping with the permitted uses and site provisions and regulations of the Regional Municipality of Wood Buffalo (RWMB) Land Use Bylaw.

### 5.3 Policy Context

The proposed amendment complies with the vision, goals, objectives and policies of the following relevant statutory plans. A demonstration of compliance with relevant policies is provided in the following sub-sections.

#### 5.3.1 Municipal Development Plan

This amendment complies with the following policies of the Municipal Development Plan (MDP):

POLICY	AMENDMENT COMPLIANCE
<p><b>Regional Growth Management</b>  <b>R.3 Regional Conservation and Recreation</b>  <b>R.3.2 – pg.54.</b>  <i>As the regional population grows, the maintenance and expansion of existing recreational areas as well as the establishment of new recreational areas will be necessary. An integrated regional recreational strategy will help bring opportunities for all residents to enjoy the region’s natural surroundings. Many existing recreational areas can be expanded while some of the region’s lakes will be explored for opportunities to develop new recreation with the potential for cottage development, recreational lodges, boat launches, day use areas and campgrounds.</i></p>	<p>Dunvegan Gardens enables a unique recreational opportunity for local residents and visitors to the RWMB region, providing a variety of outdoor recreational activities for all ages.</p> <p>This amendment will provide opportunities to have all year round outdoor recreational and educational activities.</p> <p>Due to its proximity to the Clearwater River, providing supporting recreational activities will enhance the experience of the visitors.</p>

POLICY	AMENDMENT COMPLIANCE
<p><b>Urban Growth Management</b>  <b>U.3.3 Promote recreational development around the Clearwater River and Snye – pg.67.</b></p> <p><i>The Clearwater River and Snye within the City Centre offer the urban area’s best opportunities for recreation and leisure, both water- and non-water-based. The Municipality will promote development of new urban recreational facilities, parkland, and related recreation in these areas. Furthermore, the Municipality will promote MacDonald Island as a major gathering place for public activities and facilities related to sports, recreation, and leisure.</i></p>	<p>Dunvegan Gardens backs on the Clearwater River’s wooded embankment area, providing a stopping point opportunity for users of the trail network.</p>
<p><b>Responsible Development</b>  <b>1.4.3 Mitigate flood hazards – pg.95.</b></p> <p><i>Some settlement areas in the region fall within a flood hazard zone, posing a risk to residents and property. The Municipality and Province have identified flood prone areas and, where appropriate, these lands will be set aside as Environmental Reserve or protected through flood abatement strategies. While restrictions can be applied regarding the development of new settlement areas and other forms of development in flood hazard zones, innovative mitigation solutions for existing development may allow for redevelopment in specific areas.</i></p>	<p>Dunvegan Gardens is situated on natural and cultivated farm land which allows natural drainage in flooding conditions. There is minimal fixed structures and residential uses on the lands that are more susceptible to flood events.</p>
<p><b>Economic Resilience</b>  <b>3.1 Diversified Regional Economy</b>  <b>3.1.1 – pg.112.</b></p> <p><i>Wood Buffalo is experiencing a shortage in commercial and retail services that results in residents spending their money on goods and services outside of the region. In the commercial sector, the most notable gaps include accommodation, arts and entertainment, health care, and education services. New retail opportunities are also in significant demand as limited shopping is available throughout the region. The Municipality will strive to ensure there is an adequate supply of land for commercial and retail development and will work to attract and retain businesses that fill identified gaps in the commercial and retail sectors.</i></p>	<p>The proposed amendment will allow for a local business to continue to providing a variety of recreational activities and local goods for the residents and visitors to the RWMB region.</p> <p>Local businesses supported by the local community are important to the RWMB and its trade area.</p>
<p><b>Environmental Stewardship</b>  <b>2.1 Healthy Ecosystems that Support Biodiversity – pg.100.</b></p> <p><i>Healthy and well-functioning ecosystems support the region’s rich biodiversity, its economic development, an outdoor lifestyle, and the overall well-being of residents. As the population and economy grows, associated development is placing increased pressure on the natural environment. Protecting and managing the natural environment, as well as minimizing the impact of development, is fundamental to achieving a sustainable future for our region. Action on the environment often requires a multi-jurisdictional approach, with the coordination and collaboration of different levels of government, industry, and private landowners.</i></p>	<p>Dunvegan Gardens has created variety of uses that are appropriate to its location through sustainable farming and raising livestock.</p>

POLICY	AMENDMENT COMPLIANCE
<p><b>Environmental Stewardship</b>  <b>2.2. Taking Action on Climate Change – pg.102.</b>  <i>Energy used by our region’s industry, buildings, and vehicles generate greenhouse gases (GHGs) that contribute to climate change. The Municipality shares in many of the responsibilities for managing risks associated with a changing climate. By promoting and adhering to green practices, the region will reduce GHG emissions, and help residents and businesses save on energy costs. As the region expands, so will its energy requirements. Addressing the energy challenge will be important to the region’s future prosperity. While the Municipality, along with other levels of government, industry and other stakeholders, can strive towards the reduction of GHG emissions, it is still important to address climate change adaption through effective collaboration, monitoring, and risk management practices.</i></p>	<p>Dunvegan Gardens has built their reputation on using sustainable agricultural methods to grow its produce and raise their livestock.                      They also pride themselves on educating and enabling visitors and customers on how to use those techniques in their own private and community gardens.</p>
<p><b>Home &amp; Belonging</b>  <b>4.1.1 Encourage a mix of land uses – pg. 122</b>  <i>Integrating housing, retail, business, institutions, and recreation creates a more dynamic environment where residents travel short distances for daily services. Mixed use development and compact form provide for the most efficient and cost-effective use of land and infrastructure, and allow for the widest range of mobility options. The Municipality will promote a mix of uses in communities and neighbourhoods and encourage compact, mixed-use development where appropriate, primarily in urban neighbourhoods and in the core areas of rural communities.</i></p>	<p>Dunvegan Gardens provides an opportunity for a more diverse mixture of land uses within the area, by providing and diversifying the recreational and commercial attractions on the site.</p>
<p><b>Home &amp; Belonging</b>  <b>4.1.5 Enhance access to recreation – pg.123.</b>  <i>The need for recreational opportunities will increase as the region continues to grow. The Municipality will provide more access to recreation facilities in urban neighbourhoods and rural communities based on assessed needs and population size, while supporting recreation programs and local sports teams for families and individuals of all ages. The Municipality will also develop multi-use, all-season facilities whenever possible and work to optimize the use of land for both active and passive recreation.</i></p>	<p>Dunvegan Gardens offers unique all-season recreation opportunities for the community.</p>
<p><b>Home &amp; Belonging</b>  <b>4.4.1. Promote access to local food – pg.128.</b>  <i>Local food production and distribution can provide reliable, secure access to healthy food while helping build a sense of community. It can also help address the challenges associated with food delivery in remote areas of the region, making food more readily available and affordable. The Municipality will promote local food production through land use policies and regulations that allow opportunities for growing, processing, and distributing food, such as backyard and community gardens, greenhouses, markets, and by preserving the limited agricultural land that exists in the region. The Municipality will also support farmers’ markets as social gathering places with the potential of attracting vendors and buyers from neighbouring communities and municipalities.</i></p>	<p>Dunvegan Gardens already prides itself on providing locally grown produce that is available in an already known community gathering space.                      In addition, local community gardening plots are provided to enable local good growing production.</p>

POLICY	AMENDMENT COMPLIANCE
<p><b>Vibrant Culture</b>  <b>5.2.3 Promote public events and festivals – pg.137.</b>  <i>Public events and festivals increase exposure to arts and culture among residents and visitors alike and help instill a sense of community. The Municipality will promote public events and festivals throughout the region and throughout the year. Appropriate space that promotes convenient access will be made available for major attractions, events, and festivals, such as winter carnivals, Métis and First Nations celebrations, and multicultural events. Through the collaboration of many stakeholders, the region will strive to host large national and international events that stimulate local economic development and raise the profile of Wood Buffalo. In communities and neighbourhoods, the Municipality will support street and block parties, local fairs, and other events that promote social interaction and cohesion.</i></p>	<p>Dunvegan Gardens proposes to add more special events to their palette of activities and services. Located in a natural environment, the site can host a broad variety of events, such as weddings, educational activities and cultural days.</p>
<p><b>Vibrant Culture</b>  <b>5.3 Culture of the Outdoors – pg.138.</b>  <i>Wood Buffalo is characterized by a culture of the outdoors, including activities such as hiking, camping, fishing, and off-road vehicle use. For many residents, access to outdoor activities was a factor in choosing to settle in the region. For others, it may be what attracts them to the region as visitors or tourists. A culture of the outdoors sets the region apart from many other municipalities and can be promoted as such, enhancing quality of life for individuals and families and promoting healthy lifestyles.</i></p>	<p>Dunvegan Gardens backs onto the wooded embankment of the Clearwater River, providing a natural location for outdoor activities, allowing visitors to experience outdoor culture &amp; life all within a short distance from the urban center.</p>
<p><b>Vibrant Culture</b>  <b>5.4 Regional Pride – pg.140.</b>  <i>Pride of place emanates from the quality of the natural and built environment and can be shaped through high standards of design. A cohesive identity founded in regional pride can help communicate a better, more complete understanding of who we are to the world, while addressing misconceptions about the region. Community placemaking can reinforce the region’s identity by creating a sense of community, fostering local pride in a neighbourhood, and improving public awareness of the community’s context. Neighbourhood and community design, which includes public spaces, streetscapes, and built forms, is another major ingredient for a region’s expression of identity. And finally, pride is also reflected in the position the region holds as a player on the national and global scene and the achievements of its residents.</i></p>	<p>Dunvegan Gardens has a place of pride in the community through their ongoing support of community events.</p>

### 5.3.1 Highway 69 / Clearwater Valley Area Structure Plan

This amendment complies with the following policies of the Highway 69/Clearwater Valley Area Structure Plan (ASP):

POLICY	AMENDMENT COMPLIANCE
<p><b>5.2 Land Use</b>  <i>Ensure orderly, efficient, environmentally sound and compatible land uses within the ASP area.</i></p>	<p>The land use associated with the Dunvegan Gardens are compatible and appropriate for the Draper Area.</p>
<p><b>5.3 Environmental Protection</b>  <b>5.3.4 Development Permit Requirements for Lands Located between 248 – 250 Meter Contour</b>  <i>Consistent with policies in the approved Land Use Bylaw, not permit buildings below the 248 m contour. Applications for development below 248 m and 250 m contours shall follow the provisions of the Land Use Bylaw as approved. Developers are also encourage to consult guidelines on floodproofing contained in Section 5 of the Slope Stability and Soil Suitability Study prepared by Tarracon Geotechnique Ltd., included as Appendix E of the ASP.</i></p>	<p>All development permitted will be required to consult and comply with guidelines of the Slope Stability and Soil Suitability Study.</p>
<p><b>5.4 Parks and Recreation</b>  <b>5.4.2 Campground Development</b>  <i>Allow for expansion of the Rotary park Campground and consider proposals from private interests and public / private partnerships to develop a campground with full R.V. hook ups at the Texaco stocked ponds to meet the demand for more camping facilities in the region.</i></p>	<p>The proposed amendment will allow for a new campground area and to increase the campground inventory in the region.</p>

### 5.3.1 Draper Area Structure Plan

This amendment complies with the following policies of the Draper Area Structure Plan (ASP):

POLICY	AMENDMENT COMPLIANCE
<p><b>Protecting Character of Residential Communities</b>  <b>C.3.1</b>  <b>Preserve residential character of Draper – pg.16.</b>  <i>Draper is a small community adjacent to Fort McMurray composed primarily of residential units on large acreages. The Municipality will require that development be consistent with the existing pattern of acreage on large lots in flood risk areas while avoiding the fragmentation of lands suitable for agricultural uses. Country residential styled development may be allowed in the areas that are considered environmentally sound. Emphasis will be placed on protecting and preserving the natural environment, enhancing recreational opportunities, and providing for local economic development.</i></p>	<p>The proposed amendment will complement the existing pattern in existing and future developments.                      Future development shall follow the provisions of the Land Use Bylaw as approved. Floodproofing guidelines contained in the Section 5 of the Slope Stability and Soil Suitable Study will be incorporated.</p>

POLICY	AMENDMENT COMPLIANCE
<p><b>Draper’s Vision – pg.18.</b>  <i>“Draper is a close knit, quiet community characterized by residential acreages and the ever-changing Clearwater River. An abundance of green space offers many residents the chance for market gardening and home based businesses, and offers our children a wonderful environment in which to play. Indoor and outdoor recreational opportunities, including trails, are enjoyed by residents and people from all over the region. At the heart of Draper is a central facility where our residents can gather and enjoy social events and creative pursuits. Our community infrastructure, especially our roads, is well maintained.”</i></p>	<p>Dunvegan Gardens provides a community attraction for the local residents to visit for a variety of commercial and recreational uses, while providing a community focal point for social events.                      Dunvegan Gardens can take the opportunity to serve as a special and unique local commercial hub for the Draper area.</p>
<p><b>2.2 Maintain the existing development pattern</b>  <i>2.2.6: The primary use of the land shall be in the form of large-lot residential acreages and agricultural pursuits. pg.20.</i></p>	<p>Dunvegan Gardens is a business that is developed around productive land for growing crops and maintaining livestock for the growing of fresh sustainable produce, dairy products and the processing of food and beverages.</p>
<p><b>2.2 Maintain the existing development pattern</b>  <i>2.2.9: Intensive agriculture may be considered on lots larger than four (4) hectares. pg.20.</i></p>	<p>The 2 parcels associated with the amendment areas are both greater than 4 hectares. Intensive agriculture plays a strong role in the operation of Dunvegan Gardens.</p>
<p><b>4.2 Provide access to the Clearwater River</b>  <i>4.2.1: The Municipality will work with residents, senior levels of government and other stakeholders to investigate potential public access points to the Clearwater River. pg.31.                      (a) Access points will be for public use and non-commercial in nature and may:                      (i) Include amenities such as boat launches, staging areas and parking;                      (ii) Utilize existing road allowances where appropriate; and                      (iii) Be shared with emergency services users.</i></p>	<p>Dunvegan Gardens is a prime location for access to the Clearwater River with the lots backing on to the wooded embankment.                      The site would be an ideal location for connectivity to the river through boat launches and the trail connections.</p>
<p><b>Generalized Land Use Concept Plan                      Small Holdings Area</b>  <i>The purpose of this classification is to provide for the development of a mix of large lot acreage intended for residential, agricultural pursuits, and other compatible uses on lands that are potentially susceptible to flooding.</i></p>	<p>Dunvegan Gardens proposes to build on the current land use and develop agricultural pursuits that are in keeping with its surroundings.                      Other compatible uses will be that of harvesting the produce grown on the lands to sell as picked or processed into foods and beverage state and sold in the greenhouse store.</p>

## 6 Development Vision

The overarching vision is to retain the agricultural/horticultural related focus of the site, while adding related activities and business opportunities that respond to new trends in the Agri-tainment industry.

The opportunities could include but are not limited to:

- expansion of outdoor events incorporating patios, event lawns and gardens to host gatherings and events;
- local food and beverage processing, packaging and sales;
- petting zoos and animal interaction venue;
- food concessions;
- country store and market;
- farm life activities and events.

The agrarian character of the area will not only be preserved, but serve as the basis of future development and adaptation of the site. As the site evolves over time, new structures and buildings may be developed, re-purposed and re-positioned. With this opportunity, it is recognized that development parameters and considerations need to be incorporated.

## 7 Development Policies

The integration of land uses associated with Dunvegan Gardens is to take in consideration the following:

- Enhancement of the agricultural character of the area;
- Landscape buffering;
- Separations and setbacks;
- Other applicable municipal bylaws and requirements.

The following outlines the proposed development policies:

- Lighting is to be shielded and directed towards the interior of the site and away from adjacent properties;
- All activities and events are to comply with RMWB Noise bylaws;
- Litter is to be collected and controlled through various means including screened collection and storage areas and regular off-site disposal;
- Existing vegetation buffers are to be protected and repaired;
- Where no vegetation buffer exists a 5 m landscaped buffer is to be developed between Dunvegan Gardens and other properties;
- Signage is to be developed in compliance with RMWB bylaws;
- Screening of exterior storage area is to be developed with vegetated/landscaped screening or fencing;
- Dust is to be controlled in compliance with RMWB bylaws.

## 8 Impacts

There will be no statistical impacts due to the proposed amendment. The proposed land use change is shown in Map 6 – Development Concept and in Figure 1 – Amendment Area.

## 9 Land Use Bylaw Amendment

A Land Use Bylaw Amendment in the form of a Direct Control District will be submitted in conjunction with and to support this ASP Amendment.

## 10 Amendment to ASP

The Highway 69/Clearwater Valley ASP (Bylaw 07/069 as amended) shall be amended by the following text amendments and exhibit amendments see **Map 6 – Development Concept**.

### 10.1 Text Amendments

The following text will be added to the Highway 69/Clearwater Valley ASP;

#### 4.9 Future Development Potential

Located within the flood plain below 250m there is an opportunity to develop a Village Commercial / Community Greenhouse development that supports and supported by the local community and visitors to the region. The development will provide an opportunity for visitors to purchase locally sourced fresh produce and onsite processed food and beverage goods. The development will also offer recreational activities that are borne out by its proximity to the Clearwater River and the natural areas that surround the site.

#### 5.2.11 Village Commercial / Community Greenhouse

Located within the flood plain below 250m contours. Allow for parcels a minimum of 2.0 ha (5 acres) on Map 6 – Development Concept. The intent of the Village Community Greenhouse Commercial is to promote a local community establishment that promotes sustainable agricultural development and active involvement with the local residents and visitors through recreational activities, onsite education, special events and retail of locally grown produce. Onsite processed food and beverage goods will also be available in the form of fruit wine, leather and dairy products.

In general, development will allow for, but not limited to, Agricultural Intensive, Campgrounds, Keeping of animals, Market Gardens, Recreational Use and Single Family Dwelling.

The following text will be deleted and replaced with;

- 5.3.3 Delete “Utilize the estimated 250 meter contour shown on Map 6 – Development Concept as a guideline in determine what lands above 250 meter contour may be designated for country residential and lands above 250 meter would remain designated for small holdings.”

Replace with “Utilize the estimated 250 meter contour shown on Map 6 – Development Concept as a guideline in determine what lands above 250 meter contour may be designated for country residential and lands above 250 meter would remain designated for small holdings and village commercial / community greenhouse.”

## 10.2 Exhibit Amendments

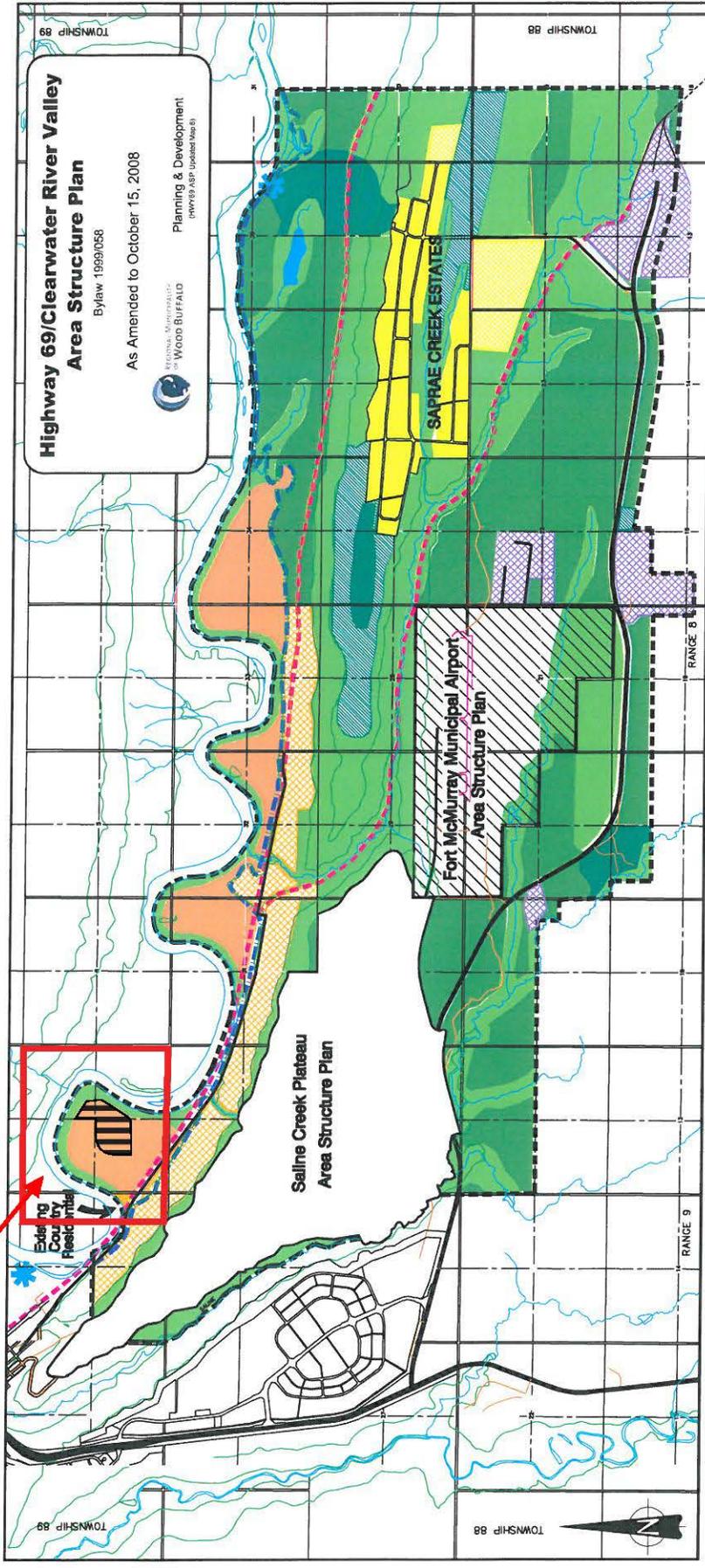
- a) Substituting “Map 6 – Development Concept”, with “Map 6 – Development Concept”, appended herewith.

# Appendix A – Proposed Figures

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Map 6 – Development Concept  
Figure 1 – ASP Amendment Area

See Figure 1 - Amendment Area



**Highway 69/Clearwater River Valley Area Structure Plan**  
 Bylaw 1999/058  
 As Amended to October 15, 2008  
 REGIONAL MUNICIPALITY OF WOOD BUFFALO  
 Planning & Development  
 (HWY69 ASP Updated May 8)

**Legend**

ASP Boundary	Existing Country Residential	Existing Parks and Recreation	Potential Trail Development
Airport District	Proposed Country Residential	Proposed Parks and Recreation	Approximate 250m Contour
Proposed Urban Residential	Proposed Business Industrial	Proposed Small Holdings	Possible Boat Launch
Existing Suburban Residential	Proposed Village Commercial / Community Greenhouse	Environmentally Sensitive Areas	Village Commercial / Community Centre
Proposed Suburban Estate Residential	Open Space		Possible Additional Access to Saprae Creek Estates

**REGIONAL MUNICIPALITY OF WOOD BUFFALO**

**Map 6**

**Development Concept**

Highway 69 / Clearwater River Valley Area Structure Plan  
 BYLAW 99/058

**NOTE:**  
 This is a conceptual land use framework. Areas have been generalized and are only approximate. All information should be verified. Land use data based on information gathered in June 1999.

# LEGEND



Community Greenhouse Retail Store



Amendment Boundary Area



ALL AREAS AND DIMENSIONS HAVE BEEN ROUNDED;  
LOT INFORMATION IS PRELIMINARY AND SUBJECT TO CHANGE,  
AND SHOULD BE CONFIRMED WITH A REGISTERED PLAN.



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## HIGHWAY 69 / CLEARWATER VALLEY ASP

FIGURE 1 - AMENDMENT AREA

DATE: February 9, 2018  
DESIGNED BY: SC  
DRAWN BY: SC  
CHECKED BY: CCB  
SCALE: NTS  
JOB NUMBER: 114626

