

# Town of Picture Butte

## Industrial Growth Study

Land Use and Economic Growth Analysis



December 2018



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Prepared for the Town of Picture Butte

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# PART 1: Introduction

## 1.1 Community Context

Picture Butte is located within Lethbridge County, approximately 29 kilometers north of the City of Lethbridge. The Town has functioned as a service centre for neighbouring rural residents for many years and has subsequently grown due to the increased demand of agri-business services. The Town's role as an agricultural service centre is essential for the continued growth of the Town and its viability for industrial expansion.

Containing 1,810 persons, the Town is approximately 2.9 km<sup>2</sup> in size and encompasses 674.89 acres (273.12 ha) of land area. Urban reserve land is available within the Town boundary; however, a limited amount of land within the boundary is available near the current industrial district for growth. With the collaboration of the Town and Lethbridge County, the municipalities identified planning areas in the Intermunicipal Development Plan adopted in 2018 which considers both the Town and County visions for future growth and land use activities. This report will analyze the current land available along with potential areas determined suitable to accommodate growth. Future planning areas have also been subject to an engineering study to help confirm feasibility and servicing potential.

## 1.2 Purpose of the Study

The purpose of this report is to provide background information of the Town in order to recommend a growth strategy for Picture Butte. The analysis will examine the current land supply and determine how much new commercial and industrial land may be needed into the future. Population trends, opportunities, constraints, and potential land areas will be identified in this report to provide the Town with ideal areas of growth, considering the general trends of the community, in order to effectively grow in an efficient and logical manner.

The Town of Picture Butte and Lethbridge County Intermunicipal Development Plan has identified joint planning areas outside of the Town's municipal boundary which will be referenced throughout this report for the discussion of the feasibility of industrial expansion. Council should review this report as it will give the council a basis for discussing growth issues with Lethbridge County and provide a plan to manage future growth.

The Town of Picture Butte Industrial Growth Study will consider the South Saskatchewan Regional Plan which came into effect September 1, 2014. The SSRP uses a cumulative effects management approach to set policy direction for municipalities to achieve environmental, social, and economic outcomes within the South Saskatchewan Region through to 2024. The four main sections of the SSRP include the Introduction, Strategic Plan, Implementation Plan and Regulatory Details Plan. As part of the Implementation Plan, Section 5: Efficient Use of Land provides a strategic direction of encouraging efficient land use for an outcome of minimizing the development of land where possible. The following objectives and strategies are outlined in Section 5.

### ***Objectives***

- *The amount of land that is required for development of the built environment is minimized over time.*

## **Strategies**

- 5.1 *All land-use planners and decision-makers responsible for land-use decisions are encouraged to consider the efficient use of land principles in land-use planning and decision-making (see Appendix I - Efficient Use of Land Principles).*
1. *Reduce the rate at which land is converted from an undeveloped state into permanent, built environment.*
  2. *Utilize the minimum amount of land necessary for new development and build at a higher density than current practice.*
  3. *Increase the proportion of new development that takes place within already developed or disturbed lands either through infill, redevelopment and/or shared use, relative to new development that takes place on previously undeveloped lands.*
  4. *Plan, design and locate new development in a manner that best utilizes existing infrastructure and minimizes the need for new or expanded infrastructure.*
  5. *Reclaim and/or convert previously developed lands that are no longer required in a progressive and timely manner.*
  6. *Provide decision-makers, land users and individuals the information they need to make decisions and choices that support efficient land use.*
- 5.2 *Build awareness and understanding of the efficient use of land principles and the application of land-use planning tools that reduce the footprint of the built environment, how they might be applied and how their effectiveness would be measured over time with municipalities, land-use decision-makers and land users, on both public and private lands.*

The above outcomes and strategies should be considered by Council when making the final decision regarding the process to expand the industrial land use district for the Town of Picture Butte.

## **1.3 Population and Demographics**

Studying past and future population data is an important component in ensuring an adequate land base for future growth. Population change within a community is related to many factors, such as:

- migration, both in and out;
- the size of the community and its internal, natural growth rate and structure;
- the size and composition of the local and surrounding economy;
- and the proximity to larger areas of settlement and economic activity.

## 1.4 Historic Population Trends

This section illustrates the historical growth of the population and provides a basis for population projections. The way in which the population has changed reveals some important trends in Picture Butte's population. Historic population data between 1981 and 2016 of Picture Butte is shown in Table 1.

**Table 1 - Picture Butte's Historic Population 1981-2016**

Year	Census Population	Five Year Rate of Change (percent)	Average Change Per Annum (percent)
1981	1404	—	—
1986	1576	12.3	2.5
1991	1559	-1.1	-0.2
1996	1669	7.1	1.4
2001	1701	1.9	0.4
2006	1592	-6.4	-1.3
2011	1650	3.6	0.7
2016	1810	9.7	1.9

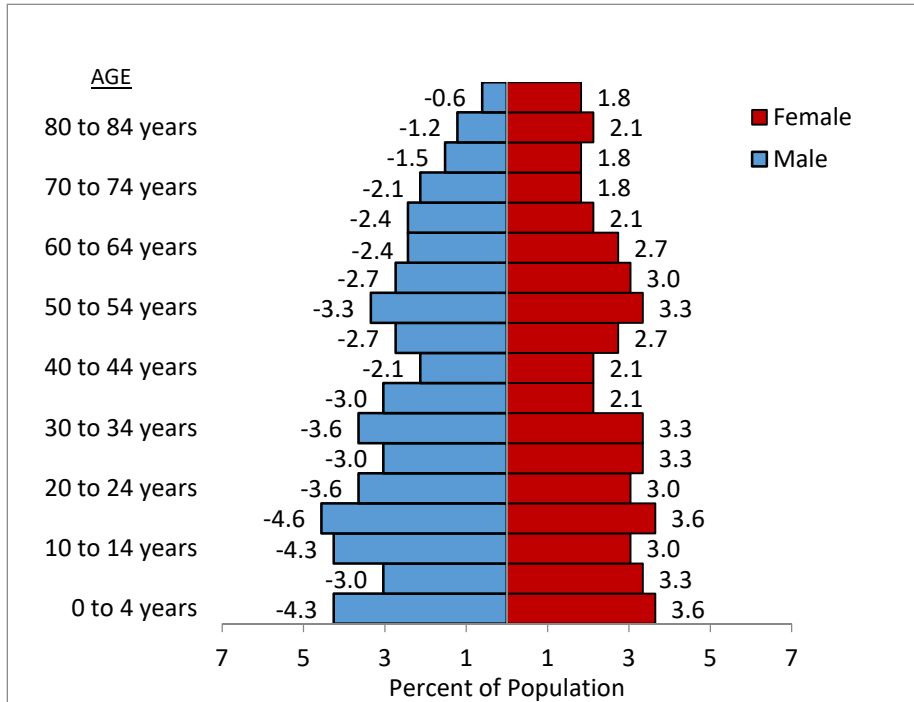
Source: Alberta Municipal Affairs

As shown in the above table, the Town of Picture Butte's population has increased from 1404 to 1810 residents over the past 35 years. The greatest increase in the population occurred between 1986 and 1991 with a 2.5 percent increase per annum or a 12.3 percent increase over five years. Picture Butte continues to display positive growth patterns with a 9.7 percent increase over a five year period or a 1.9 percent increase per annum recorded in the most recent census period (2011-2016).

## 1.5 Age Structure

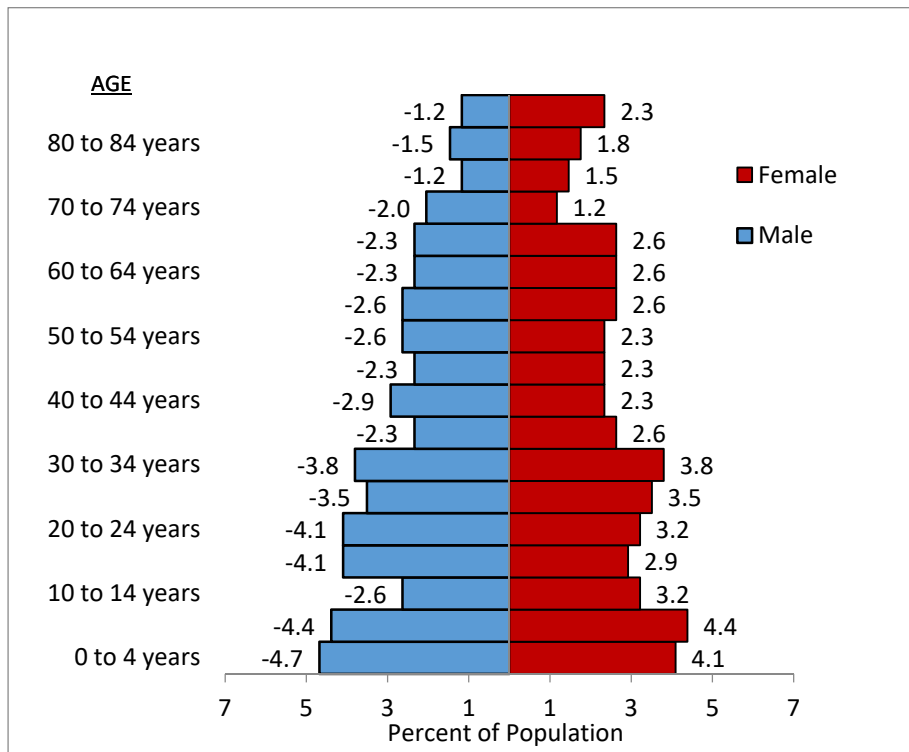
Population pyramids for the Town of Picture Butte illustrate the distribution between the various age groups between male and female segments of the population (see Figure 1 and 2). Picture Butte's population resembles a more optimal pyramid shape in 2016 with a wider base which is comprised of children under age 15. The age group between 20 and 29 has increased from 12.7 percent in 2011 to 14.1 percent in 2016. Children under 15 years also increased from 20.9 percent to 23.2 percent in 2016. The senior population aged 65 and older has remained fairly consistent over the last five year period.

**Figure 1: Town of Picture Butte 2011 Population Structure**



Source: Statistics Canada, 2011

**Figure 2: Town of Picture Butte 2016 Population Structure**



Source: Statistics Canada, 2016



The table below displays comparisons of population structures of various communities in Southern Alberta. Those under the age of 15 in Picture Butte is significantly higher in comparison to the Town of Nanton and Vulcan. Seniors aged 65 and over in the Town appears to be substantially lower than other municipalities such as Nanton and Vulcan by a significant amount, but is similar to the Town of Bow Island. Those in the working class age group of between 30 to 64 is fairly similar between the four municipalities. Overall, the Table 2 illustrates that Picture Butte has an ideal pyramid-shaped population structure. The high proportion of children under the age of 15 is ideal for the future in Picture Butte.

**Table 2 - Comparison of Selected Age Groups for Municipalities in Southern Alberta 2016**  
(shown as a percentage)

Age Category	Bow Island	Picture Butte	Nanton	Vulcan
Under 4	11.0	<b>8.8</b>	5.1	4.5
Under 15	27.7	<b>23.2</b>	14.5	12.5
20-29	13.8	<b>14.1</b>	6.9	8.0
30-64	35.3	<b>37.9</b>	44.9	41.4
Seniors 65+	15.8	<b>17.4</b>	30.4	31.8

Source: Statistics Canada, 2016

## 1.6 Population Projections

The community should anticipate an increasing population due to the population structure, past trends and possible expansion of the local economy. Based on the below table, population projections using the cohort method over the last 20 year period will most likely be the most accurate. The Cohort method using the last five year period is most likely not as accurate as it is a rapid increase of almost double the population over 20 years. Similarly, it will most likely remain between one and two percent increase due to the average rate of increase over the past several decades. The below population projections for the next 20 years will provide some direction for the growth of the community.

**Table 3 - Picture Butte Population Projections 2021-2041**

Year	Census Pop.	Arithmetic	Cohort (last 5 yr)	Cohort (last 20 yr)	1% growth rate	2% growth rate
1986	1576					
1991	1559					
1996	1669					
2001	1701					
2006	1592					
2011	1650					
2016	1810					
2021		1754	2065	1863	1901	1991
2026		1777	2313	1912	1996	2190
2031		1800	2552	1956	2095	2409
2036		1823	2793	2003	2200	2650
2041		1846	3053	2065	2310	2915

Source: Alberta Municipal Affairs (1986-2016)

There is a high proportion of residents between the ages of 0 to 29 which will increase the number of working age adults in the next 20 to 25 years. The proportion of residents under 30 according to the most recent census data (2016) accounts for 45% of the population. Meanwhile those between 30 and 64 make up approximately 38 percent of the population that is the prime working age adults.

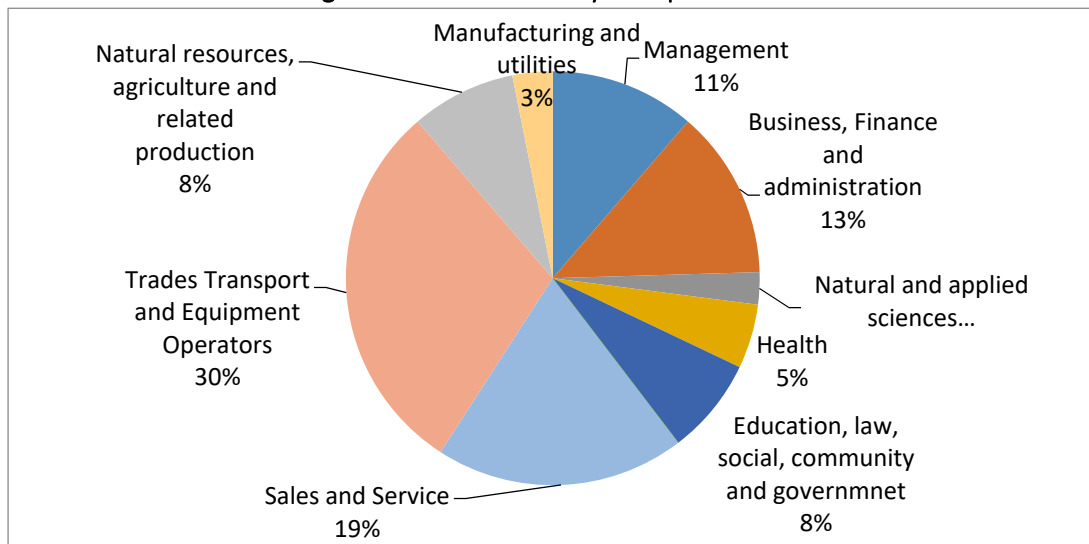
## 1.7 Population Forecast

Although population projections are an estimation based on historic trends, it can provide communities with an approximation of trends which could occur in the future. Based on the last 35 years of historic data, the Town has grown at an average rate of 0.77 percent per annum since 1981. This indicates that the community has had a steady growth rate over several decades. The 1 percent straight linear method may be the most accurate for future growth predictions if the population continues to grow at just under 1 percent per annum. The cohort method using data from the past 20 years may also be a good indicator for future growth patterns as growth has remained at a fairly steady rate. The 1 percent growth rate predicts a population of 2310 people by the year 2041 and the cohort (last 5 years) estimates approximately 2065 people by 2041.

## 1.8 Employment

Employment and income data provide a snapshot of the health of the local economy. Based on the 2016 Census, the employment and participation rates for the Town’s population aged 15 years and older were 58.5 percent and 61.6 percent respectively, which is slightly lower than the provincial average of 64 percent and 68 percent.

Figure 3: Labour Force by Occupation 2016



Source: Statistics Canada, 2016

Census data from 2016 indicated that approximately half of the Town’s labour force were employed in the occupations of the trades, transport and equipment (at 30 percent) and sales and service (at 19 percent). Business, finance and administration was the third highest ranking occupation type in the Town at 13 percent and agriculture and associated production was just under 10 percent. This data suggests

that the Town remains a vital service center with its high employment rates in sales and service occupations and trades, transport and equipment occupations.

As shown in Table 4, the trades, transport, and equipment operator occupations have increased by 4.7 percent or by 60 new employment opportunities from 2006 to 2016. Management and business occupations have also increased considerably, with management occupations doubling since 2006 from 45 occupations to 90. Other categories such as the natural resources and agriculture experienced a 6.3 percent decrease and manufacturing and utilities declined by 3.1 percent. Decline of certain categories may be the result of shifting demand in the area for these occupations or greater opportunities elsewhere. It is noted that some residents commute outside of Picture Butte for employment. Thus, increasing both local employment and participation rates would benefit the local economy.

**Table 4 - Labour Force by Occupation (2006 and 2016 Comparison)**

LABOUR FORCE BY OCCUPATION	2006	% of total	2016	% of total
Management	45	6.0%	90	10.8%
Business, finance, and administration	90	12.0%	115	13.8%
Natural and applied sciences	10	1.3%	20	2.4%
Health	55	7.3%	40	4.8%
Education, law and social, community and government services	45	6.0%	65	7.8%
Art, culture, recreation and sport	10	1.3%	0	0.0%
Sales and Service	160	21.3%	165	19.8%
Trades, transport and equipment operators	180	24.0%	240	28.7%
Natural resources and agriculture	110	14.7%	70	8.4%
Manufacturing and utilities	50	6.7%	30	3.6%
<b>Total</b>	<b>750</b>	<b>100%</b>	<b>835</b>	<b>100%</b>

Source: Statistics Canada, 2006 and 2016

### 1.9 Subdivision and Development Activity

The Table below provides an overview of the subdivision activity that has taken place over the most recent 10-year subdivision period. As shown below, there has been a significant amount of activity in the past several years with the creation of 144 lots. Most of these lots have accounted for new residential lots, with a total of 127 residential lots created in the past 10 years. Six industrial lots have been created between 2011 and 2015 which accounts for approximately 4 percent of all subdivisions in the past 10 years. Four of the industrial lots created in 2015 are attributed to the subdivision of the former CR lands, with the majority of the lots being consolidated to adjacent land titles.

Table 5 - Town of Picture Butte Subdivision Activity 10 Year Overview

Year	No. of Applications	PROPOSED USE OF LOTS						Total Lots
		Residential	Country Residential	Institutional	Commercial	Industrial	Misc.	
2017	2	2						2
2016	1	14						14
2015	4	55			6	4		65
2014	1	1						1
2013	1	1						1
2012	0	0						0
2011	1	0				2		2
2010	0	0						0
2009	1	1						1
2008	2	30						30
2007	4	23	1				4	28
<b>TOTAL</b>	<b>17</b>	<b>127</b>	<b>1</b>		<b>6</b>	<b>6</b>	<b>4</b>	<b>144</b>

Source: ORRSC

## 1.10 Tax Assessment

The structure of a municipality’s tax assessment affects how they allocate the tax burden through the community. According to the Town’s 2018 Equalized Tax Assessment, approximately 81 percent is attributed to residential while 16 percent is non-residential (e.g. commercial and industrial) and 3 percent is other (machinery, equipment and linear).

Table 6 illustrates a comparison between the Town of Picture Butte and other small communities within southern Alberta. Similar to other Southern Alberta Communities, Picture Butte has an average, but not ideal, equalized tax assessment with roughly 81 percent residential assessment. Other communities, such as Bow Island, Provost and Vauxhall, have higher non-residential assessments which will result in lower residential taxes for these communities than Picture Butte. Magrath would be classified as the one outlier on the chart due to its extremely unbalanced assessment, weighing heavily on residential assessment at 93 percent and lacking significantly in the commercial and industrial sectors.

Table 6 illustrates the Town’s change of each category in the assessment report over a five-year period. As shown below, the non-residential portion has increased by 3 percent over a five-year period or by approximately 8 million dollars, residential decreased by 4 percent and the other categories remained fairly consistent between 2014 and 2018.

According to the municipality’s 2018 tax assessment breakdown, 81.2 percent of the town’s assessment is ‘residential’ as shown in Tables 6 and 7. About 16.5 percent of the assessment is classified as non-residential including commercial, industrial and railway land. The portion of the assessment classified as farmland, machinery and equipment and linear makes up 2.3 percent of the total.

**Table 6 - Comparison - Equalization Tax Assessment 2018  
(Percentage of Total Assessment)**

<b>Municipality</b>	<b>Residential</b>	<b>Non-residential</b>	<b>Other</b>
Bow Island	76.0	21.0	3.0
Claresholm	83.4	14.7	1.9
Ft. Macleod	74.8	21.4	3.8
Magrath	93.0	5.0	2.0
Nanton	81.7	15.6	2.7
Nobleford	74.9	18.8	6.3
<b>Picture Butte</b>	<b>81.2</b>	<b>16.5</b>	<b>2.3</b>
Provost	69.0	29.0	2.0
Vulcan	81.9	16.3	1.8
Vauxhall	74.5	21.9	3.6
<b>AVERAGE</b>	<b>78.9</b>	<b>17.9</b>	<b>3.2</b>

Source: Alberta Municipal Affairs, 2018

**Table 7 - Town of Picture Butte Equalized Assessment 2014 - 2018**

<b>Year</b>	<b>Residential</b>		<b>Non-Residential</b>		<b>Farmland</b>		<b>Machinery &amp; Equipment</b>		<b>Linear</b>		<b>Total</b>	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
<b>2018</b>	137,079,920	81	27,813,748	16	56,780	0	1,984,940	1	2,055,510	1	168,990,898	100
<b>2017</b>	138,275,647	82	26,212,376	16	54,800	0	2,089,580	1	2,143,370	1	168,775,773	100
<b>2016</b>	127,457,764	84	21,567,461	14	54,450	0	1,036,370	1	2,246,590	1	152,362,635	100
<b>2015</b>	127,431,727	84	21,238,050	14	54,450	0	1,028,810	1	2,207,100	1	151,960,137	100
<b>2014</b>	125,638,430	85	19,685,979	13	54,450	0	1,013,910	1	2,152,410	1	148,545,179	100

Source: Alberta Municipal Affairs, 2014-2018

**Table 8 - Provincial 2018 Equalized Assessment Report**

<b>Municipality</b>	<b>Residential</b>	<b>Farmland</b>	<b>Non Residential (Non regulated)</b>	<b>NR Linear Property</b>	<b>NR Railway</b>	<b>M&amp;E Machinery &amp; Equipment</b>	<b>Grand Total</b>
<b>Picture Butte</b>	<b>137,079,920</b>	<b>56,780</b>	<b>27,813,748</b>	<b>2,055,510</b>	<b>0</b>	<b>1,984,940</b>	<b>168,990,898</b>
Nobleford	100,728,057	30,940	25,316,810	1,040,880	352,960	6,952,040	134,421,687
Claresholm	334,455,569	152,470	58,933,788	6,543,330	0	1,072,500	401,157,657
Ft. Macleod	256,277,300	161,840	73,147,517	10,572,830	485,130	1,773,630	342,418,247
Vulcan	176,351,653	111,460	35,091,249	3,103,600	42,530	663,130	215,363,622
Nanton	248,474,287	30,820	47,448,841	3,704,660	0	4,309,580	303,968,188
Vauxhall	66,987,447	71,340	19,742,047	1,867,040	0	1,296,150	89,964,024

Source: Report Date: November 1, 2017, Alberta Municipal Affairs

**Table 9 - Town Historical Comparison – 2001 and 2018 Equalized Tax Assessment  
(Percentage of Total Assessment)**

Year	Residential %	Non-Residential %	Other %
2001	78.6	16.3	5.1
2018	81.2	16.5	2.3

Source: Alberta Municipal Affairs, 2001 and 2018 Equalized Assessment Report

Picture Butte’s residential percentage of the overall assessment is slightly higher than the average of 78.9 percent of similar small communities in southern Alberta. Also, the non-residential tax assessment of 16.5 percent for Picture Butte is below the average of 17.9 percent for similar communities. This indicates the commercial and industrial sectors of town are contributing slightly less to the municipal tax base than in other similar sized southern Alberta communities. This ration leaves the residential landowners with a larger portion of the tax burden. Between the years of 2001 and 2018 the non-residential assessment also stayed relatively stagnant and only increased 0.2 percent, from 16.3 to 16.5 percent of the overall assessment. It is recognized municipal amenities are harder to provide for and maintain with a lower ratio of residential to commercial/industrial tax base.

## PART 2: Land Use

The shape and unique characteristics of a community are often impacted by land use type, location and quantity of each use. As a municipality grows, patterns of development arise which are a reflection of opportunities and constraints of the land for certain land use activities.

Reviewing existing land use found in the Town will assist in identifying issues and opportunities in Picture Butte in order to plan effectively for future growth. This information will assist the Town in determining an ideal location for industrial expansion with limited impact to surrounding land use activities.

### 2.1 Overview of Existing Land Use

Currently, the Town of Picture Butte is comprised of approximately 674.87 acres (273.12 ha) within the corporate boundaries. As shown on the Existing Land Use Map, current industrial activity is located in the east side of Picture Butte, southeast of Highway 25, and north of Highway 519 (Rogers Avenue). The commercial district is primarily located to the west of the industrial district along Highway Avenue (Highway 25).

Table 10 below illustrates existing land uses in the Town, including their area and the percentage of total land for each category.

**Table 10 - Existing Land Uses 2018**

Land Use	Area (acres)	Area (hectares)	Percentage of Total Land
Residential	141.88	57.42	21.02%
Vacant Residential	26.32	10.65	3.90%
Commercial	17.69	7.16	2.62%
Industrial	80.52	32.59	11.93%
Vacant Industrial	6.89	2.79	1.02%
Public	99.98	40.46	14.81%
Urban Reserve	175.64	71.08	26.03%
Vacant (former railway)	12.63	5.11	1.87%
Roads/Lanes	113.29	45.85	16.79%
<b>TOTAL</b>	<b>674.87</b>	<b>273.12</b>	<b>100%</b>

Source: ORRSC

### 2.2 Residential Development

Residential land consists of approximately 141.88 acres (57.42 ha) which constitutes 21.02 percent of all land within the community. Residential land is primarily centrally located within Picture Butte, with approximate equal portions situated to both the northwest and southeast sides of Highway 25, with some new development areas occurring in the north and very west portions of the Town. There are presently 26.32 acres (10.65 ha) of vacant residential dedicated land situated in a few separate areas around town,

with Sunset Park being the newest subdivision at the west end. Some additional residential land within the municipal boundary is available and will serve short-term residential land needs. Within the Town boundaries at the south end (situated south of Highways 25 and 519), there is over 142 acres of Urban Reserve land available in which the majority would be utilized for residential and institutional type growth. Therefore, within the Town boundaries there should be sufficient lands for residential land use for some time. It is noted that when additional land may be required for residential growth outside the current Town boundary, Planning Area 2 within the Town/County IDP has been identified to accommodate such use.

## 2.3 Commercial Development

Commercial land within the Town comprises 17.69 acres (7.16 ha) or 2.62 percent of total land and is separated into retail and highway commercial districts. Commercial land is somewhat limited compared to the proportion of other land uses within the community, which is just slightly higher than the 2 percent of commercial land recorded in the Town in the 1991 Proposed Annexation Background Report for Picture Butte. Retail commercial, comprising 14.75 acres (5.97 ha), is primarily located in the downtown, consisting of mainly small, locally owned businesses such as a bakery, restaurant, and flower shop. Commercial land use is calculated at 9.7 acres per 1,000 persons which is close to the commonly referenced planning standard of 10 - 12 acres per 1,000 persons ratio for a healthy commercial land base. However, highway commercial is the smaller component of commercial land use (0.54 percent) which comprises 2.92 acres (1.18 ha). There is presently no vacant highway commercial land available.

## 2.4 Industrial Development

Industrial land is comprised of 87.42 acres (35.38 ha) or 12.95 percent of total land within the Town. Picture Butte has remained a prominent service center within Lethbridge County, serving rural residents over many decades with the prominence of agricultural operations in the surrounding area. The current industrial area is located on the east side of the community, which is categorized into five main categories: manufacturing and processing, agricultural processing and storage, construction, contracting and trades, transportation, and retail and wholesale shown below in Table 11.

Agricultural processing and storage includes agricultural products such as livestock feed, fertilizer and storing agricultural products and machinery comprises the largest land use and consists of approximately 54.72 percent of the district total. Transportation businesses are the next largest industrial sector comprising approximately 16.56 percent. The manufacturing and processing category includes businesses such as machine shops, welding, and a concrete business which consists of approximately 15.37 percent of the total industrial district. Of the agricultural processing and storage uses, Lantic Inc. (Rogers Sugar) owns a 15.77 acre parcel that contains the beet weigh scale station and is used for outdoor storage/stockpiling. It appears there are no plans by Lantic Inc. to divest or sell any of this land in the foreseeable future.

According to the 1991 Proposed Annexation Background Report for the Town of Picture Butte, 20.12 acres of industrial land were developed within the Town which is approximately 1.83 acres per year since 1980. Hence, there were approximately 0.013 acres of industrial land per person in 1991. The 1991 Report estimated that the Town would require 55 to 85 acres by the year 2011, but could require up to



30 acres more if a major development were to occur. Based on these projection numbers, the attainment of the high-end projected acres was achieved by 2011, with just over 85 acres. Overall, the Town has experienced a proportional increase in its developed industrial land in the Town since 1991 and fulfilled its projected required acres for industrial land. From 1991 to 2018, approximately 2.2 acres per year has been the rate of industrial land development. It is noted that of the current 87.42 acres of total industrial land, almost 34 acres is held by a few large agricultural processing and storage operations (including 8.77 acres owned by Master Feeds, 9.74 acres by Serfas Farms, and 15.17 acres is owned by Lantic Inc. which operates the beet weigh station). These lands are not available inventory for the market.

**Table 11 - Existing Industrial Use**

Type	Area (acres)	Area (hectares)	% Total Industrial
Industrial -Manufacturing and Processing	13.44	5.44	15.37%
Industrial – Agricultural Processing and Storage	47.84	19.36	54.72%
Industrial – Construction, Contracting, and Trades	2.13	0.86	2.44%
Industrial – Transportation	14.48	5.86	16.56%
Industrial – Retail/Wholesale	2.64	1.07	3.02%
Industrial-Vacant	6.89	2.79	7.88%
<b>Total</b>	<b>87.42</b>	<b>35.38</b>	<b>100%</b>

Source: ORRSC

In more recent years, the acres per person, which is 0.048 based on 2016 census data, has increased as a result of the expansion of the industrial district. As shown in Table 9 below, the Town has a similar acres per person to Magrath, which has a moderately larger population. The Town of Vulcan has a similar population to the Town of Picture Butte, however, it has a greater acres per person at 0.073 and substantially larger Town boundary. Nanton, on the other hand, has significantly fewer industrial acres per person, but has a larger population than Picture Butte.

**Table 12 - Comparison of Industrial Acres with Similar Communities in the Region**

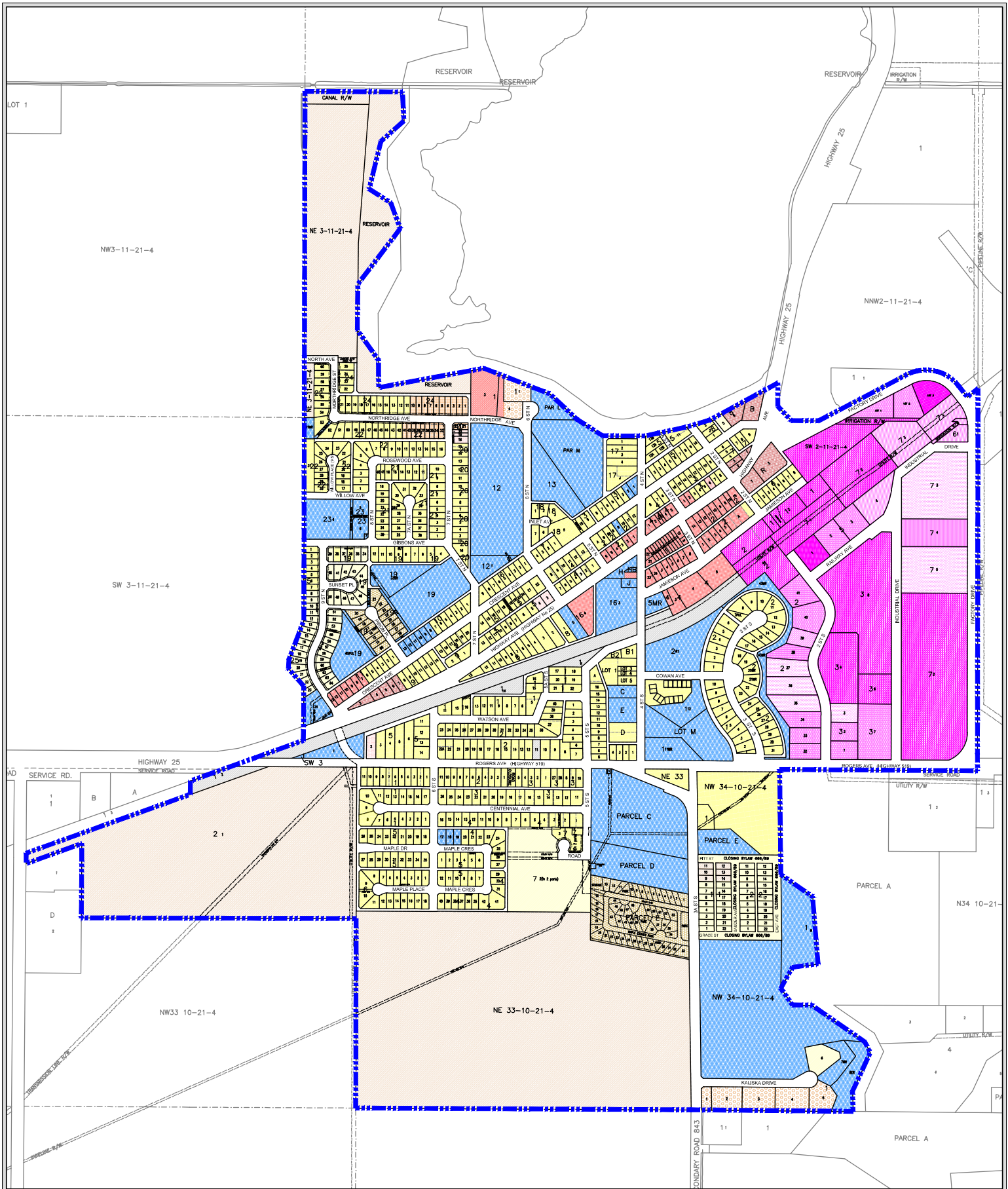
Municipality	Population (2016)	Total Area (acres)	Industrial Area	Industrial Acres per person
Picture Butte	1810	675	87	0.048
Magrath	2374	775	114	0.048
Nanton	2130	1187	41	0.019
Vulcan	1917	2955	140	0.073
<b>Average</b>	<b>2058</b>	<b>1398</b>	<b>96</b>	<b>0.047</b>

Source: Alberta Municipal Affairs, 2016

The industrial district was recently expanded in 2016 to include portions of the old CPR railway land which was decommissioned. These parcels were added to the existing industrial district with the aim of providing increased opportunity for business expansions or new businesses. Generally, the majority of these parcels were absorbed by existing industrial businesses situated adjacent to the former railway line, as the railway land was not easily assessable and it provided adjacent businesses with further space. There are currently five parcels containing 6.89 acres (2.79 ha) in the industrial district which are presently categorized as vacant (i.e. contain no improvements). However, four of these are owned by adjacent business owners in the area and the lots are presently not on the market and are intended for future business expansion. Only two of the lots are serviced, and one of the unserviced lots is owned by the Town of Picture Butte but is reserved for a future site as a potential stormwater management facility (i.e. storm pond). Overall, the resulting scenario is that there is nearly no marketable vacant land inventory available for industrial land use. Maps 1 and 2 illustrate the current zoning and types of use.



















## 2.5 Urban Reserve

The Town currently has 172 acres (69.6 ha) of urban reserve land which is well suited to accommodate future growth, primarily for residential use with some commercial. Portions of the northern half of NW 33-10-21-W4M and land in the northern portion of the Town is part of the urban reserve district. These urban reserve lands have been incorporated into Planning Area 1 and 2 of the Town/County IDP which are identified for future highway commercial, residential, and long-term growth areas. The S½ of the NE 33-10-21-W4M contains approximately 90 acres of undeveloped agricultural land that is also planned to accommodate future Town growth but would likely consist of primarily residential and public/institutional land uses due to the location and compatibility with existing adjacent residential development. The Town does not have urban reserve land adjacent or in proximity to the existing industrial land use district.

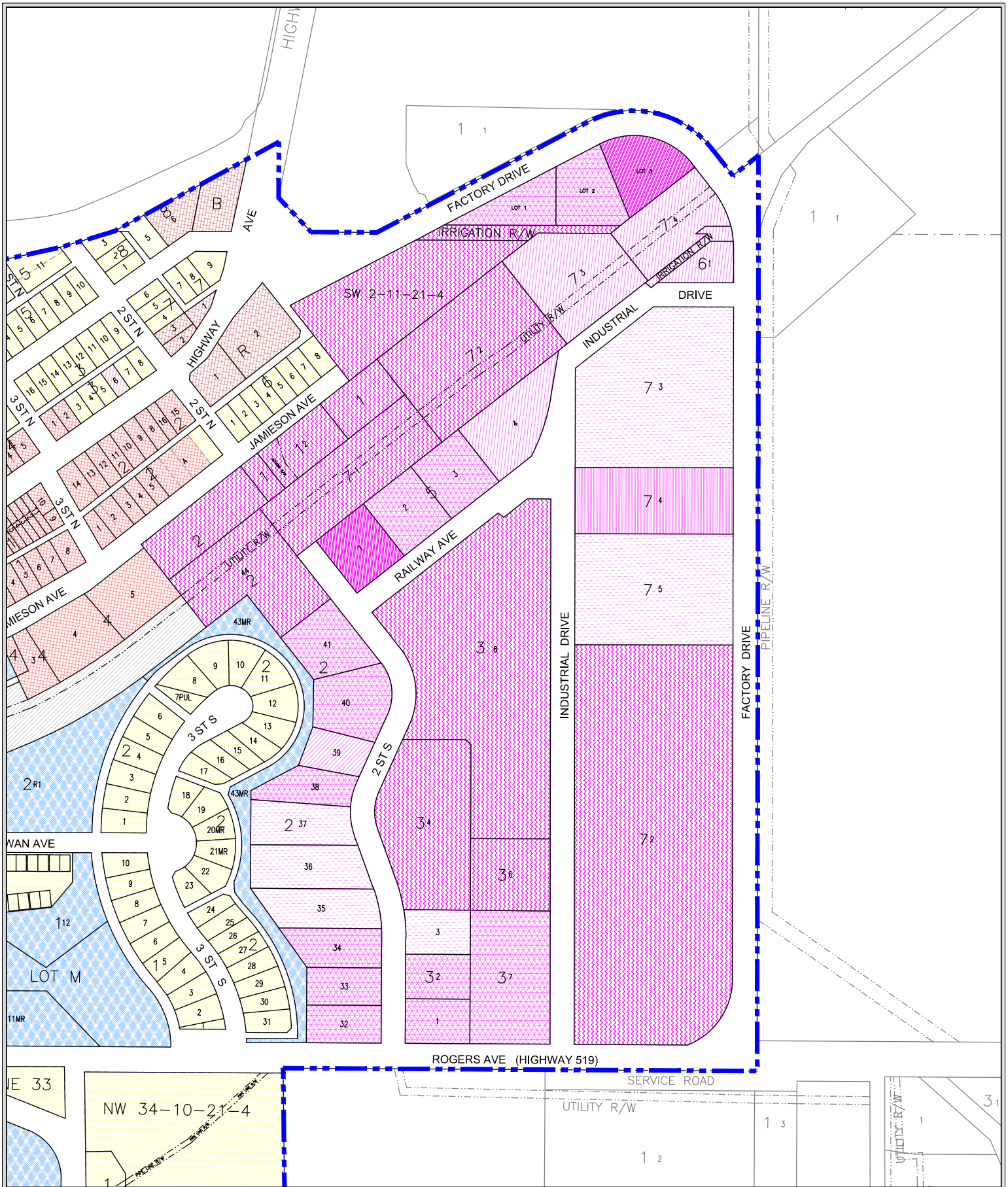


**TOWN OF PICTURE BUTTE  
INDUSTRIAL GROWTH STUDY**

Map 1 - Existing Land Use  
October 2018







- |   |   |
|---|---|
|  Residential - R1 (48.82±ha)           |  Industrial-Agricultural Processing, Storage & Other - IA (19.36±ha) |
|  Manufactured Home - R2 (4.70±ha)      |  Industrial Construction, Contracting and Trades - IC (0.86±ha)      |
|  Large Lot Residential - R3 (2.40±ha)  |  Industrial Manufacturing and Processing - IM (5.44±ha)              |
|  Residential Small Lot - R4 (1.10±ha)  |  Industrial Retail and Wholesale - IR (1.07±ha)                      |
|  Residential Multi-Unit - R5 (0.40±ha) |  Industrial Transportation and Warehouse - IT (5.86±ha)              |
|  Vacant Residential - VR (10.65±ha)    |  Vacant Industrial - VI (2.79±ha)                                    |
|  Retail Commercial - C1 (5.63±ha)      |  Urban Reserve - UR (71.08±ha)                                       |
|  Highway Commercial - C2 (1.53±ha)     |  Vacant (5.11±ha)  |
|  Public - P (40.46±ha)                 |  Roads/Lanes (45.85±ha)  |
|   |  Municipal Boundary (273.12±ha)                                      |





TOWN OF PICTURE BUTTE  
INDUSTRIAL GROWTH STUDY

Map 2 - Existing Industrial Land Use  
October 2018

-  Industrial-Agricultural Processing, Storage & Other - IA (19.36±ha)
-  Industrial Construction, Contracting and Trades - IC (0.86±ha)
-  Industrial Manufacturing and Processing - IM (5.44±ha)
-  Industrial Retail and Wholesale - IR (1.07±ha)
-  Industrial Transportation and Warehouse - IT (5.86±ha)
-  Vacant Industrial - VI (2.79±ha)



## PART 3: Utility Capacity

In 2016 the Town of Picture Butte commissioned ISL Engineering and Land Services Ltd. (ISL) to develop an infrastructure assessment and condition analysis for the Town.<sup>1</sup> The assessment focused on the water storage, pumping, and distribution system, wastewater collection and treatment system, storm water drainage system, and the roadway and sidewalk networks. Based on the infrastructure assessment and analysis presented in the report, ISL developed a 10-year Capital Plan for the town.

### 3.1 Water

Previous to 2012, Picture Butte's potable water came from the Picture Butte Reservoir, fed by Keho Lake through a Lethbridge Northern Irrigation canal and treated at the town's own plant. In January 2012 the Town of Picture Butte began receiving treated potable water from the City of Lethbridge through a new regional water line of the Lethbridge Regional Water Services Commission.

The treated potable water is stored in two underground treated water reservoirs within Town. The North reservoir has a capacity of 1.38 ML and was constructed in 2001, while the South reservoir is older (year of construction is unknown) and has a capacity of 2.27 ML, bringing the total treated water capacity to 3.65 ML (3,650 m<sup>3</sup>). The ISL Engineering report assumes that the existing pumps, pipe size and reservoirs will be suitable for future use without further upgrading.

To supply the future water demand, it does not appear necessary to upgrade (or add) the existing pumps (in terms of pumping capacity), storage reservoir and pressure reducing valves. The engineering report pointed out that for future growth, the developer should fund their distribution piping and looping pipes to provide flows to adjacent lands. Additionally, the developer funds off-site improvements implemented to provide flows to their development area from the existing water distribution system at the time of development.

### 3.2 Sanitary Wastewater

The sewage treatment plant is located south of the Town and has the capacity to serve approximately 2,700 people.

Sewage flows by gravity into the wet well of the sewage lift station located in the south side of the Town. From the wet well, sewage is then pumped by a lift pump into the lagoon located south of the Town boundary in Lethbridge County. The lift station itself consists of a shallow wet well (approximately 3 m deep) and above-ground centrifugal sewage-lift pumps. One lift station on the south edge of Town (east side of 3A Street S) collects all the Town's flows and transports it through the force main to the treatment lagoons. With an increase of commercial and industrial activities, the lift station can accommodate approximately 3,000 people.

The aerated lagoon is located to the south in the NW 27-10-21-W4. The lagoon system consists of 4 cells: primary sedimentation pond, pond 1, pond 2, and a polishing cell. There is a small building on the north side of the lagoon that houses the aeration blowers and underground aeration-piping to the lagoon cells.

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<sup>1</sup> Town of Picture Butte Infrastructure Assessment, February 2017, by ISL Engineering and Land Services Ltd.

The facility was last majorly upgraded in 2003. The engineering report states that the lagoon was designed in 1975 with design capacity of 208 day retention time for cells 2 and 3 each, and 98 day retention for cell 4 for a flow of 341 L/c/d at a projected population of 2,700. The Town's current population is approximately 1,650 with an average wastewater flow of 340 L/c/d.

The report finds that to reach lagoon's capacity (population of 2,700), assuming a 2 percent annual population growth, it will take approximately 25 years assuming the same per capita flow. If a number of larger industrial developments were to occur that required larger volumes of wastewater processing, the sewage treatment plant may need to be evaluated to determine its capability of accommodating both industrial growth and a growing Town population. That being said, the engineer's determined the lagoon has enough capacity and does not require a capacity upgrade in the near future. For accommodating future growth there will be the need to analyze and locate in more detail any potential tie-in points to the existing system.

### 3.3 Storm Water Drainage Systems

Storm water runoff within the Town of Picture Butte is currently conveyed through both minor and major drainage system entirely to Piyami Coulee located in the southeast area of the Town. Runoff from the northwest and southwest quadrants of Town is generally conveyed southeast; whereas, the northeast quadrant generally slopes to the southwest.

The Town's minor storm water system comprises of a piped system operating under gravity conditions, while the major system entails overland conveyance features in a form of ditches and swales. ISL Engineering notes that the existing curb and gutter system as well as culverts form an interface between both piped and overland infrastructure, and thus can be considered a part of both systems. Additionally, some overland drainage occurs in undeveloped areas around the community as well as parks and other recreational grassed areas within the Town boundary. Existing land use along Factory Drive uses a road drainage ditch and culverts to handle drainage.

The Town's piped drainage system includes storm sewers and culverts, with manhole connections and catchbasin flows. The curb and gutter system, as well as the ditch/swale drainage, make up the surface drainage infrastructure. These features convey storm water to either downstream catchbasins and subsequently into the existing pipe network or directly to Piyami Coulee. Overall, the overland system within the Town of Picture Butte tends to drain adequately toward Piyami Coulee.

The 2016 ISL Engineering and Land Services Ltd. (ISL) infrastructure assessment described the drainage patterns for the potential future east development areas within town, including:

- The runoff from the industrial development area along the east boundary of the Town and north of Highway 519 is to be directed to a stormwater management facility (SWMF) or pond prior to discharging to the existing ditch system along Highway 519.
- The existing industrial land area along (West of Factory Drive) would require a dry pond of 14,880 m<sup>3</sup> in size for storage (at an estimated cost of \$794,000 in 2016 dollars.)

To accommodate growth, the drainage system is responsible for collecting and controlling the runoff in these areas, as well as providing some stormwater treatment through the use of stormwater ponds. The engineer's state that the best measure to achieve this is by collecting stormwater runoff in major trunk



sewers and conveying it to a stormwater pond, where the release rate to the coulee or existing system can be controlled to the determined pre-development release rate. Developers should fund the cost of land and infrastructure needed to manage stormwater drainage as required to accommodate new developments.

### **3.4 Future Servicing Capabilities**

The Town of Picture Butte retained WSP Engineering Ltd. to complete a Servicing Overview Analysis (October 2018) for specific planning areas that are identified in the Inter-Municipal Development Plan in the northeast area. The analysis reviewed the 2016 infrastructure assessment and ascertained what may be required to service new lands. This report identified potential areas for tie-ins to existing services and logical locations for new servicing trunk lines. The analysis also included the engineering consultants “Opinion of Probable Cost” for the deep utilities and roadway servicing required to provide municipal services to the specific planning areas. The potential costs provide the municipality an informed idea of what is needed to service future growth areas and will also assist with identifying the need to apply development fee costs and off-site levies that may be needed. (Refer to WSP Engineering Ltd. analysis report in Appendix A)



## PART 4: Transportation

The Town of Picture Butte is situated at the intersection of Highway 25 and Highway 519. The main street in the Town is Highway Avenue, which is the through route for Highway 25. The three main arterial roads include Highway Avenue, Rogers Avenue (Highway 519), and 4<sup>th</sup> Street South. Rogers Avenue is also a through route for Highway 519 and 4<sup>th</sup> Street South connects Highway 25 and 519. These three main roadways are the busiest in the Town and provide access to residential, commercial, and industrial areas in Picture Butte.

Table 13 indicates a general minor decrease in traffic at several junctions within the Town between 2016 and 2017. The only increase is at the west junction of Highway 519, N of 25 W of Picture Butte, which increased by 8 percent from 2016 to 2017. The substantial increase in traffic at this junction has become increasingly busier most likely from eastbound traffic travelling from Lethbridge and other urban and rural municipalities in the west and south portions of southern Alberta. Overall however, Table 13 does show an overall increase in traffic at all junctions over the 10-year study period.

**Table 13 - Traffic Volume History Report for Highways 25 and 519**

Location Description	2008 AADT	2010 AADT	2012 AADT	2014 AADT	2016 AADT	2017 AADT	% Change 2016-2017	2017 ASDT
Hwy 25, 3.4 km N of 3 & 25 Lethbridge	4340	4620	4650	5050	5290	5260	-0.5	6050
Hwy 25, W of 519 W of Picture Butte WJ	3040	3100	3340	3440	3580	3540	-1.1	4070
Hwy 25, E of 519 W of Picture Butte WJ	3860	3940	4580	4460	4600	4580	-0.4	5270
HWY 25, W of 519 at Picture Butte, EJ	3800	3960	4940	4540	4700	4680	-0.4	5380
HWY 25, N of 519 at Picture Butte EJ	2960	3040	3580	3340	3440	3420	-0.5	3930
HWY 519, N of 25 W of Picture Butte WJ	1380	1380	1780	1620	1620	1760	8.0	1910

Source: Alberta Transportation

Both highways passing through the Town are essential routes for industrial related traffic. An expansion of the industrial area will result in greater volumes of traffic on the highways and local industrial roads, such as Factory Drive which will be a major route for industrial traffic with new industrial expansion. This should be taken into consideration to minimize impact on the community with higher traffic volumes. Policies in the Town/County IDP concern the notification of any development or subdivision that may affect municipal road traffic volumes, consultation with Alberta Transportation, and a Traffic (transportation) Impact Analysis would be required for large-scale development to assess current access

and other necessary functional considerations. The integration of new roadways into existing roadways will be essential for logical and efficient development in accordance with engineering standards.

## 4.1 Local Roads

The road network in the Town is classified as a modified traditional grid system. Roads were laid out north and south of the railway line and the grid system differs slightly from the traditional grid with the way that the highway and railway are laid out at an angle. Newer road design features have been added in more recent subdivisions including curvilinear elements such as cul-de-sacs and crescents. Traffic routes in the current industrial area may be considered for paving improvements with increased traffic. Factory Drive was recently upgraded in 2015 by the Town and Lethbridge County and should be sufficient to handle increased traffic in the industrial district. Industrial Drive South, Railway Avenue, and 2<sup>nd</sup> Street South are not fully developed and may need to be considered for paving in the future if traffic increases.

An increase in traffic should be expected along Factory Drive and Rogers Avenue if expansion occurs to the east of existing industrial development. Increased traffic may also occur along Highway 25 as it is the primary access route. An alternate truck route may be needed to prevent heavy traffic from travelling through the Town on Highway Avenue. Highway 519 may also experience an increase in truck traffic with the expansion of the industrial district in the Town.

## PART 5: Future Growth Considerations

Within the Town boundaries there should be sufficient lands for residential land use for some time. There is some infill and redevelopment potential for retail commercial land use in the main downtown area; however, highway commercial land use consists of only 2.9 acres and there is no vacant land inventory available.

In determining future growth needs and identifying suitable lands to accommodate commercial and industrial growth the Town of Picture Butte has a number of Council approved policies, intermunicipal agreements and planning documents that need to be taken into consideration.

### 5.1 Picture Butte Municipal Sustainability Plan 2015

In 2015 Town Council set a series of goals for Picture Butte to achieve and provide a road map of success, with the vision of “Providing sustainable growth that results in a safe, vibrant and inclusive community while embracing our heritage.” The high priority strategies include promoting business expansion and attraction (Economy pillar 5.4.1 a) and to promote the availability of non-residential land to potential purchasers (Economy pillar 5.4.2 a). Other goals are to assist the Town in being financially stable, by trying to maintain the ratio of taxes at approximately 70 percent residential and 30 percent non-residential. Another long term objective is to increase the inventory of serviced non-residential land available for purchase.

### 5.2 Picture Butte Municipal Development Plan Bylaw No. 786-04

The Town has a Municipal Development Plan (MDP) adopted in 2004 which requires updating. According to the 2004 MDP, the ratio of residential tax assessment to non-residential tax assessment is greater than would be desirable. At that time the analysis also indicated there was no vacant land available to accommodate future Highway commercial development. If the town desired to attract some type of highway commercial development, suitable land should be identified and zoned for that purpose. In 2004, approximately 4.7 acres of designated highway commercial uses were located along Highway Avenue at the entrances to town, and it was proposed that the town consider doubling the area of highway commercial development they already have developed. This situation has not significantly changed over the last 14 ensuing years.

As for industrial businesses, much of the land was oriented towards the agricultural sector. The 2004 MDP notes that an annexation completed in 1991 provided the Town with sufficient industrial land for future growth, however, it reports that lots developed along Industry Drive would require expansion of water and sewer services. The MDP noted that the community seemed to have sufficient industrial land at that time; however, an industry requiring a large area of land could reduce the supply quickly.

The MDP identified that in 2004 Picture Butte had approximately 87 acres of land designated for industrial activities. Over the last 14-years this has not increased. The MDP identified that when industrial expansion was warranted potential growth to the north and east would be the logical directions.

### 5.3 Town of Picture Butte and Lethbridge County Intermunicipal Development Plan Bylaw No. 18-009 & Bylaw No. 865-18

The recent Intermunicipal Development Plan (IDP) created between Picture Butte and Lethbridge County has identified six areas adjacent to the Town that may be suitable for growth. Short-term and long-term development is identified with areas closer to the Town marked as short-term and long-term areas will be preserved for agricultural use until all short-term areas are developed.

Planning Area 1 of the IDP is located west of the Town and includes land on either side of Highway 25. Some land situated perpendicular to the highway has been identified for potential highway commercial use. Likewise, some land in Planning Area 2 within the Town corporate limits, situated on the south side of Highway 25 is also identified for highway commercial type use.

Planning Area 4 is located to the east of Town in the SE 2-11-21-W4M containing 160 acres and a part of NE 2-11-21-W4M containing approximately 71 acres (see Diagram 6 of IDP). The lands identified in Planning Area 4 have been recommended for industrial and highway commercial business as it is adjacent to the current industrial district in the Town and is adjacent to Highway 519. A strip of land along Highway 519 would be intended for highway commercial, however, the majority of land would be allocated to business and light industrial use. The IDP states that the east portion of the planning area will be preserved for agricultural purposes for the near future and will be held for long-term development. The IDP notes that a joint business park venture between the Town and County may be considered so both municipalities can financially benefit from these development opportunities.

Planning Area 5 is located to the north of the Town boundary and east of Highway 25 on the northwest quarter of Section 2-11-21-W4M, containing approximately 56 acres of potential in-fill development (see IDP Diagram 10). Industrial and highway commercial uses have been identified as a logical use for expansion in this area. Highway commercial development would occur next to Highway 25 and industrial growth would occur in the remainder of the planning area. Currently the Picture Butte Auction Market is situated on the highway north of where highway commercial development could occur. Policies in this section of the IDP address the coordination with Alberta Transportation on development and subdivision matters due to proximity to Highway 25, the compatibility with land use designation of the area, and the requirement of Area Structure Plans for any multi-lot subdivisions or redesignation of development proposals.

The planning areas have only been discussed in terms of logical growth areas in relation to non-residential land use needs. Preliminary site suitability has also been examined with the associated engineering servicing studies; however, Area Structure Plans along with some additional engineering would be necessary preceding development of any potential areas.

# PART 6: Future Land Use Assumptions and Projections

Determining the needs for highway commercial uses is somewhat challenging, as a retail convenience store or restaurant parcel size needs are much smaller than a use such as an automotive or equipment dealership for example. It is often even more difficult to determine or project the future land requirements for industrial use. By the nature of the different utilization of the land by different industries, some require a significantly larger land base than others. In respect of this, the following land projections are based on the past trends, common standards, and assumptions of future growth.

## 6.1 Projected Future Highway Commercial Land Requirements

There is currently no serviced vacant land parcel inventory available to accommodate highway commercial uses if such a business were considering establishing within the Town. Thus, any growth strategy should identify potential highway commercial land and plan to accommodate such a use.

Based on the Town’s 2016 population and the amount of land that has historically been developed for highway commercial uses as of October 2018, the ratio of developed commercial land to population was 2.1 acres (0.85 ha) per 1000 persons, which is low in comparison to other communities. Using the 2.1 per 1000 ratio and projecting it into the future, the projected additional land area needs for highway commercial use ranges from a low of 0.5 acres to a high of 2.6 acres over 20 years (refer to Table 14), and over 4-acres for a longer 40 year period.

**Table 14 - Projected Highway Commercial Land Needs  
(Based on Current Acres per Population)**

Year	Population	Acres/ population	Total Acres	Net Acres* (additional land)
2041	2065 (20 yr cohort)	0.0021	4.34	0.54
2041	2310 (1% growth)	0.0021	4.85	1.05
2041	2915 (2% growth)	0.0021	6.12	2.32
2041	3053 (5 yr cohort)	0.0021	6.41	2.61
2066	3730 (1.5% growth)	0.0021	7.83	4.03

\*Net acres means the projected acres per population less the existing town highway commercial acres

Existing highway commercial parcels in Town are on average 20,000 to 25,000 square feet, or slightly less than 0.50 acres in size, and one existing use comprises over an acre of land. As the Town has traditionally had less land dedicated to highway commercial in the past than other similar sized communities, additional land dedication may be considered reasonable to expand the non-residential assessment ratio. As one business could utilize a 1.0 acre site for its own use, planning for an additional land inventory of 4 acres over the next 20 to 25 years appears to be a reasonable calculation and potentially 6 to 8 acres for a longer 40-year period. Opportunities exist for highway commercial along Highway 25 within Town at the west end, and also west of the municipal boundary and north of the existing industrial district as

identified in the Town/County IDP (Planning Areas 1 and 5). Consultation with Alberta Transportation, an Area Structure Plan and rezoning of land would be required prior to any highway development.

## 6.2 Projected Future Industrial Land Requirements

As there is little available inventory of industrial land in Picture Butte, additional land may be needed to satisfy industrial land requirements in the foreseeable future. Factors that may affect the consumption of land for industrial development include:

- It is to be expected that future business or industrial growth will be based more on local and regional economic conditions than actual Town population growth, as the expanding agricultural processing and commodities markets will likely drive the majority of growth.
- There may be an increase in the demand for industrial lots caused by new economic opportunities in the area, including growth in the agri-food, horticultural, agro-processing and distribution industries.
- At present there is limited availability of industrial lots to be marketed for future business opportunities partially due to the fact existing businesses are either using or holding onto land for future expansion plans.
- The price of land is relatively affordable and has traditionally been significantly less than a larger urban centre such as the City of Lethbridge. With access to major transportation routes, such as Highway 519 and Highway 25, the Town of Picture Butte is an attractive option to establish an industrial operation, especially those relating to agricultural activities. The tax levy for industrial land in the Town is also less than what is experienced in the City.
- There are no larger vacant land parcels available to accommodate a larger-sized industrial operation if it were considering establishing within the Town.
- Due to the existing layout and land use activities in the Town, further designation of industrial land use for existing vacant land within Town boundaries has compatibility limitations.

Based on a review of existing southern Alberta businesses, it appears that uses such as heavy or agricultural equipment services often desire a parcel 5 to 10 acres in size, while a larger processor or manufacturer, depending on the use, could require a parcel 10 to 20 acres in size. For example, Serfas Farms operating a grain handling facility within the Town industrial area are located on a 9.7 acre parcel. The wide ranging parcel size needs of various industries should be taken into consideration in planning for future adequate land inventory.



**Table 15 - Projected Industrial Land Needs 2018 – 2041 Period (23 Years)  
(Based on Current Acres per Population)**

Year	Population (projection type)	Acres/ population	Total Acres	Net Acres* (additional land)
2041	2065 (20 yr cohort)	0.048	99.12	12.12
2041	2310 (1% growth)	0.048	110.88	23.88
2041	2598 (1.5% growth)	0.048	124.70	37.70
2041	2915 (2% growth)	0.048	139.92	52.92
2041	3053 (5 yr cohort)	0.048	146.54	59.54

\*Net acres means the projected acres per population less the existing town industrial acres

**Table 16 - Projected Industrial Land Needs 2018 - 2066 Period (48 Years)  
(Based on Current Acres per Population at 1.5% Annual Growth)**

Year	Population (projection type)	Acres/ population	Total Acres	Net Acres* (additional land)
2066	3730 (1.5% growth)	0.048	179.04	92.04

\*Net acres means the projected acres per population less the existing town industrial acres

Based on the current acres per population, the projected land area needs for the next 23 years (up to 2041) ranges from a low of 12.12 acres to a high of 59.54 acres (refer to Table 15). Existing industrial parcels in Town are on average 20,000 to 25,000 square feet, or slightly less than 0.5 acres, but a few are around 10 acres in size. As one large industry could utilize a 10 acre site for its own use, planning for a land inventory ranging from 30 to 50 acres over the next 25 years appears to be a reasonable calculation. For considering a potential long-term scenario, Table 16 illustrates projected industrial land needs for almost a 50-year period based on a 1.5 percent annual population growth rate.

Similarly, if the utilization rate of industrial land developed from 1980 to 1991 (at 1.3 acres per year) is considered along with the rate from 1991 to 2018 (at approximately 2.2 acres per year), and these were projected over the next 25 years, this would also result in a calculation of 32 to 55 acres of estimated land inventory being needed. If the past historical almost 40-year consumption rate was averaged at 1.75 acres per year, this would project the industrial land area needs for the next 25 years to be approximately 44-acres of land required. Thus, either formula calculation used based on population or land trends results in a very similar future land needs calculation.

It is standard municipal practice that slightly more land than what is typically developed in a year should be available to prospective business interests to offer market choice options. Also, some vacant land inventory is desirable as it takes time to plan for, obtain necessary approvals, subdivide, and service land and it cannot be brought to market in a short time frame. A three to five-year land acreage inventory may be considered reasonable. This would mean that 10 to 12 acres of serviced shovel ready land should be available industrial land inventory on the market to maintain a five-year supply.

## 6.3 Future Growth Land Areas

In identifying lands to accommodate future industrial growth for the Town of Picture Butte, there are a number of aspects to take into account:

- Future development should be a logical extension of current land uses and development, along with being compatible with adjacent land uses.
- Possible sites for development should also be easily serviced, so as to prevent additional costs to the Town regarding provision of services.
- The proposed land areas should have proper access to limit transportation conflicts and to be able to handle large volumes of heavy truck traffic.
- The proposed land areas should be large enough to accommodate the projected future growth.
- The areas north and east of the Town's boundary and existing industrial area are the logical extensions of accommodating industrial development and will most likely have the least impact on future servicing. These areas have also been identified to be suitable for establishing these types of uses in the Intermunicipal Development Plan between the Town and Lethbridge County as adopted in 2018. Maps 3 and 4 illustrate potential industrial and highway commercial areas.
- Any intentions to plan for expanding and developing lands outside the Town's current municipal boundary must be coordinated with Lethbridge County and undertaken in consideration of the 2017 Intermunicipal Development Plan (IDP) and agreed to policies between the two neighboring municipalities.

Land areas identified that may be considered for growth (as listed in Table 17):

### North (NW 2-11-21-W4)

- There are three titles of land owned by one individual located to the north of the Town boundary and east of Highway 25, comprising a total of 68.25 acres (refer to Diagram 1, Site Numbers 1 to 3). The primary land parcel that could be developed is identified as Site Number 2 and presently contains 46.05 acres of vacant land.
- The 2.63 acre parcel (Site Number 3) contains an existing business and the most northerly 19.57 acres (Site Number 1) is the site of the former auction market. The smaller parcel would not provide new vacant land inventory, but abuts the present municipal boundary and should be included in any larger planning and servicing for the area.
- This north area could be serviced with Town municipal infrastructure as outlined in the WSP Engineering Ltd. servicing analysis.
- The parcels have good access to Highway 25 and Factory Drive and should easily accommodate truck traffic, although in consultation with Alberta Transportation a TIA should be considered at an Area Structure Plan stage.

### East (E½ 2-11-21-W4)

- There are three titles of land located to the east of Factory Drive owned by three separate land owners (refer to Diagram 2, Site Numbers 4 to 6). The primary land parcel to accommodate growth would be the ¼-section of land immediately east of the Town boundary (Site Number 6). To align with projected land need calculations, the west-half portion of the ¼-section would be the more logical area to develop first and is contiguous to industrial development within Town on the west-side of Factory Drive. If the ¼-section were subdivided in half, the east-half could remain in agricultural production for the longer term.
- The smaller 4.51 acre parcel contains an existing business (Site Number 5) and would not provide new vacant land inventory, but is contiguous to the larger land parcels and should be included in any larger planning and servicing for the area.
- Similar to the north, the area east of Factory Drive was also analyzed by WSP Engineering Ltd. for feasibility of servicing with municipal infrastructure with a plan and projected cost estimate completed.
- The parcels have direct access to Factory Drive and are adjacent to Highway 519 located on the south boundary. Developing this area is advantageous to help with limiting heavy truck traffic within the Town. At the Area Structure Plan preparation stage consultation with Alberta Transportation will need to occur to discuss TIA requirements.
- As the IDP recognizes that Lethbridge County contributed towards the costs of upgrading Factory Drive with the intention of also being the beneficiary of future industrial development, any plans to develop this area will need to be diligently discussed with the County.
- The ISL and WSP Engineering reports both highlight that a portion of the land in the southwest corner of the SE 2-11-21-W4 (Site Number 6) would need to be utilized as the site for a large storm water management facility to accommodate future development.
- The west-half of the SE 2-11-21-W4 contains over 80-acres of land area and should easily support industrial land growth needs as projected over the next 50 years or so.

**Table 17 - Potential Industrial Expansion Areas  
(Descriptions and Title Acreages)**

Site Number *	Locational Direction	Certificate of Title Number	Legal Description	Acres (ha)
1	North	011193816	Block 1, Plan 9312024	19.57 (7.92)
2	North	141092157	Ptn. NW 2-11-21-W4	46.05 (18.64)
3	North	141092132	Lot 1, Block 1, Plan 1411186	2.63 (1.06)
4	East	121337029001	Ptn. NE 2-11-21-W4	71.64 (28.99)
5	East	131023296	Lot 1, Block 1, Plan 1213709	4.51 (1.83)
6	East	121337029002	SE 2-11-21-W4	160.65 (65.02)

\*Refer to Diagrams 1 and 2 for map site identifiers

Either of the two primary growth directions identified outside the present town boundaries would provide the projected land base needs for accommodating non-residential growth for the Picture Butte region.

### South (South-East)

An existing area of commercial development situated to the south of Highway 519 was identified and examined for potential Town servicing in the WSP Engineering Ltd. Servicing Analysis (refer to Maps 3 and 4). A number of businesses currently receive municipal water services from the Town of Picture Butte. The engineering servicing study confirms that these businesses could logically be picked-up and properly serviced by the Town, including sewer and storm water infrastructure. This scenario may allow for additional in-fill business growth for the remainder of the parcel. Additional planning would need to be undertaken to create a logical plan for the area that ties-in and is compatible with nearby country residential uses. Potential traffic impacts to Highway 519 will also need to be addressed. This is a possibility that would need to be discussed with Lethbridge County.

### Potential Primary Future Growth Land Areas

Diagram 4 (North)

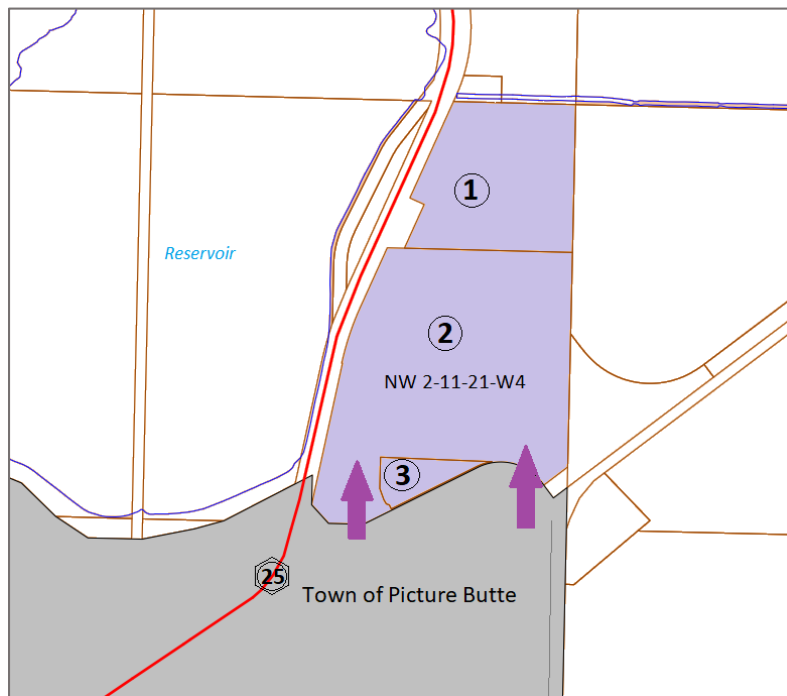
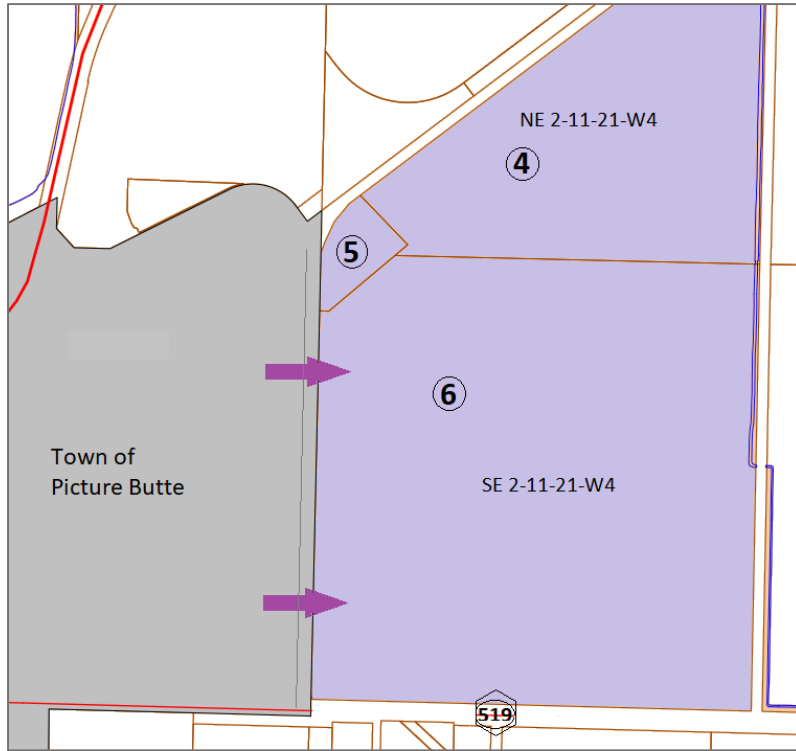
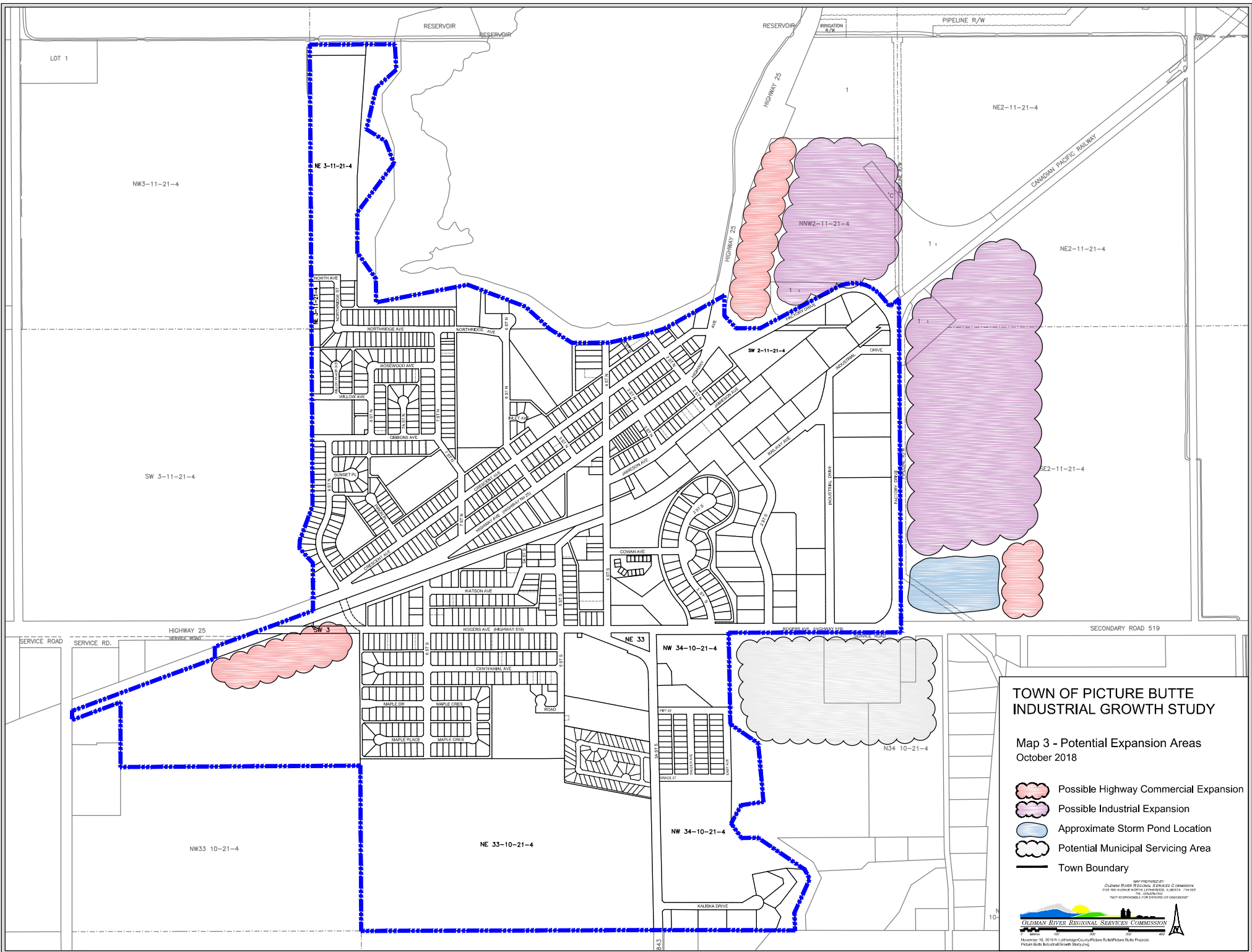


Diagram 5 (East)



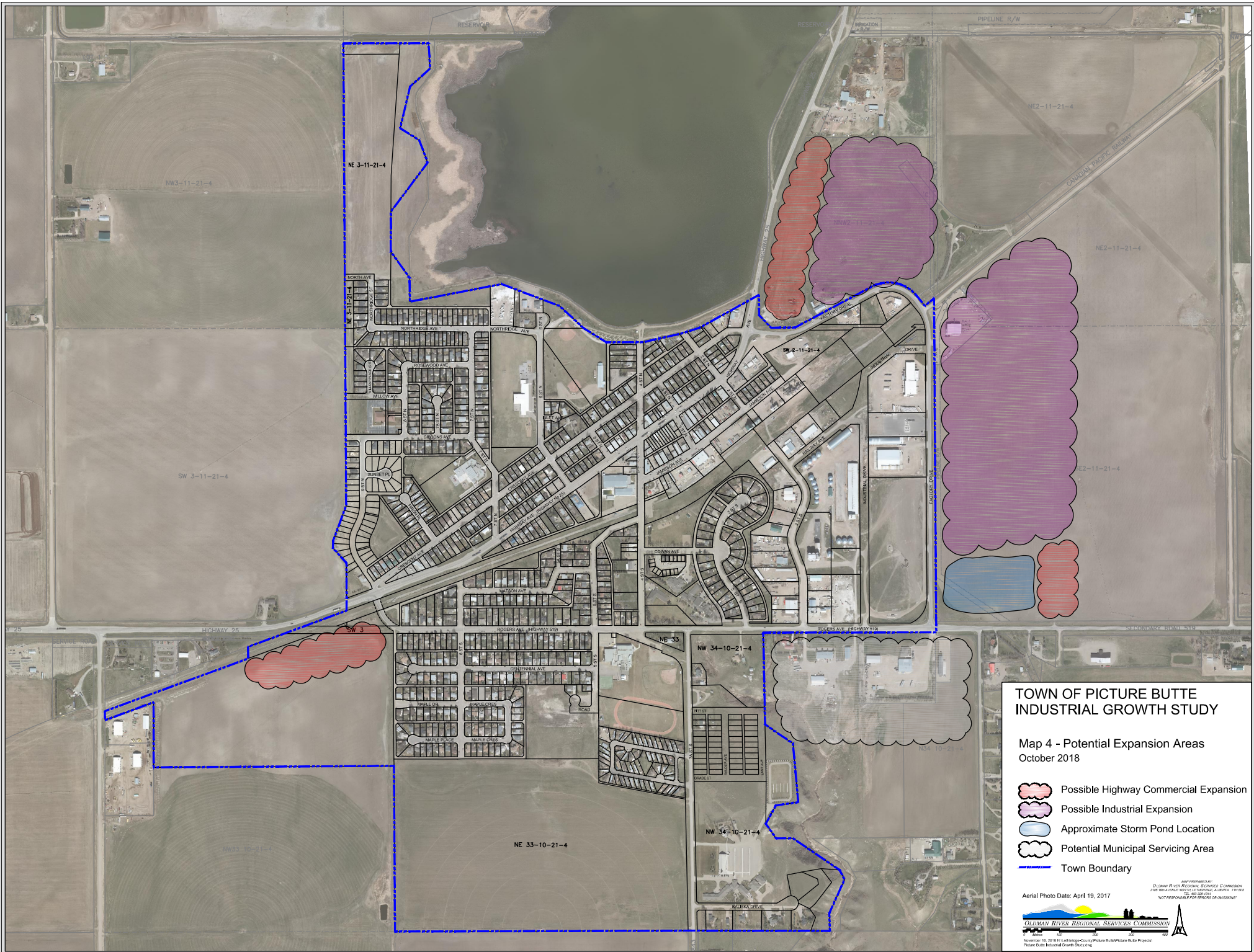
Note: Site numbers on diagrams correspond to Table 17 listing.















# TOWN OF PICTURE BUTTE INDUSTRIAL GROWTH STUDY

Map 4 - Potential Expansion Areas  
October 2018

-  Possible Highway Commercial Expansion
-  Possible Industrial Expansion
-  Approximate Storm Pond Location
-  Potential Municipal Servicing Area
-  Town Boundary



## PART 7: Summary

The Industrial Growth Study is an important component to support Picture Butte's future economic prosperity and long range planning processes. It is intended to guide both the short and long-term commercial and industrial development for the Town. Based on the investigation and analysis that occurred, this report makes a number of observations and general recommendations for consideration in adopting a growth strategy. Some of the primary findings of the study include the following:

- Picture Butte has an equalized tax assessment with roughly 80 percent residential and 16 percent non-residential which would ideally be closer to 70 percent residential to 25 percent or more non-residential split ratio for a healthy local economy and tax base.
- The commercial and industrial sectors of Town are contributing slightly less to the municipal tax base than what occurs in other small southern Alberta communities in comparison. This ration leaves the residential landowners with a larger portion of the tax burden.
- Between the years of 2001 and 2018 the non-residential assessment stayed relatively stagnant and increased 0.2 percent, from 16.3 to 16.5 percent of the overall assessment. It is recognized municipal amenities are harder to provide for and maintain with a lower ratio of residential to commercial/ industrial tax base.
- Within the Town boundaries there should be sufficient lands to accommodate residential growth and for retail commercial use; however, lands dedicated for highway commercial use may be considered low in comparison. There are currently no vacant lands designated or land inventory available for new highway commercial uses to establish within Town.
- Based on a review of other southern Alberta communities and examining Picture Butte's population trends, planning for an additional highway commercial land inventory of 4 to 5 acres over the next 20 to 25 years appears to be a preferable and reasonable calculation, and potentially 6 to 8 acres for a longer 40-year period.
- To help attract and assist new businesses the Town does have attractive mill rates for non-residential development as the 2018 rate was set at \$8.526 per \$1,000 of property value, which is very affordable compared to many other municipalities.
- In creating a strategy and planning for the expansion of industrial type growth, the Town of Picture Butte is at a slight disadvantage in comparison to some other southern Alberta municipalities as it lacks access to multimodal transport facilities or networks (for example, transport by several different modes such as by highway, rail, air, etc.).
- Over time, historical events have led to industrial/commercial uses tending to locate in the portion of the Town that is limited in expansion room and concentrated along the former rail line and highways. It is recognized that planning for additional larger-scale industrial land growth within the present Town boundaries is difficult.
- There are currently five parcels containing 6.89 acres (2.79 ha) in the industrial district which are presently categorized as vacant land. However, four of these are owned by adjacent business owners in the area and the lots are presently not on the market and are intended for future business

expansion. Overall, the resulting scenario is that there is nearly no marketable vacant land inventory available for industrial land use at the present time.

- The projected industrial land area forecasts indicate, based on the current acres per population, the projected land area needs for up to the year 2041 ranges from a low of 12.12 acres to a high of 59.54 acres. Similarly, industrial land needs based on past industrial land consumption rates project that approximately 30 to 50 acres of land would be needed over the next 25 years.
- Some vacant land inventory is desirable as it takes time to plan for, obtain necessary approvals, subdivide, and service land as it cannot be brought to market in a short time frame. A three to five year land acreage inventory may be considered reasonable which would mean that 10 to 12 acres of serviced shovel ready land should be available industrial land inventory for the market to maintain a five-year supply.
- The areas north and east of the Town's boundary and existing industrial area, and as identified in the IDP between the Town and Lethbridge County, are the logical extensions of accommodating industrial expansion and may be serviced by Town infrastructure. Any foreseeable strategy to plan for industrial growth outside current Town boundaries must include consultation with Lethbridge County.
- A healthy supply of serviced shovel-ready industrial lands is beneficial in terms of providing choice in the marketplace with regards to development locations and size options.
- Pre-servicing of industrial sites to create shovel-ready lots is deemed to be an important and preferable feature by prospective developers or business owners, and helps assists new businesses to be established and operating in a quicker time frame.

## PART 8: Growth and Implementation Strategy

The Town of Picture Butte should consider that there are a number of steps and strategies to undertake in order to support and successfully plan for the growth of industrial actively, including the following:

1. Council and administration should take into consideration this report and its findings.
2. The Town should continually monitor and be cognizant of the inventory of serviced and shovel-ready lands available for both commercial business and industrial development, as planning to bring such lands to market can take considerable time.
3. Going forward, the Town should not rezone or allow lots currently designated as retail commercial and which are either vacant or have older dwellings situated on them to another land use, in order to preserve the land inventory available for future retail commercial use and to also keep the downtown core business area together and compact.
4. The Town should try to maintain the targeted reasonable inventory of available serviced, shovel-ready lands for prospective industries and businesses in order to quickly accommodate new businesses wanting to establish in the Picture Butte area. The land projections as presented in this report should be considered as a realistic guide.
5. The Town should contact businesses/landowners who are presently holding onto the little vacant industrial land inventory remaining to ascertain what their plans are for the land. Owners, who may not need the land for expansion plans, should actively be encouraged to place their vacant land holdings onto the market for prospective new businesses.
6. Council and administration should formulate a plan to contact and ascertain the long-term land use plans of private landowners outside the Town's municipal boundary whose lands are identified as suitable to accommodate future development and growth. A landowner must be a willing participant in the planning process, as they cannot be forced to sell, plan for, or develop their land if they have no intentions of doing so.
7. A landowner who is a willing participant and supporter of plans to develop their land holdings for non-agricultural (i.e. industrial/commercial) growth would logically be the initial primary land area to target as part of implementing a feasible growth strategy.
8. The land owner's cooperation, along with factoring in the 'Probable Cost' as identified in the engineering report for the deep utilities and roadway servicing required to provide municipal services to the specific planning areas, should be considered together in formulating a strategy to decide what areas to pursue a plan for growth.

9. Council should discuss and develop a strategy to encourage and manage non-residential growth and should determine if the Town will actively be involved in the process (i.e. buy and develop land) or if it will be left to the private sector. Additionally, discussions should occur to determine, if the developer will be required to pay full servicing costs, if future off-site levies will be required to pay for infrastructure, if endeavour-to-assist tools will be used to compensate initial developers who pay for infrastructure others may take advantage of, etc.
10. Council needs to be aware that even if lands are identified to accommodate future non-residential growth (i.e. industrial land use), additional planning needs to be undertaken such as the preparation of an area structure plan (ASP) for the defined area. The ASP will need to address such items as laying out the logical road network, establishing lot density, phasing of development, providing a storm water management plan, address utility servicing, location of rights-of-way, and include a Traffic Impact Analysis (TIA), etc.
11. At an ASP preparation stage, a qualified professional engineer will need to be retained to prepare additional engineering information including a detailed storm water management plan, a geotechnical stability evaluation of the soils, and to provide a final cost estimate of infrastructure costs for the plan area based upon the final design layout and potential phasing of development.
12. Once a growth area of land(s) is decided upon as the preferred lands to actively plan for and develop as future industrial lands, the Town should identify and develop a financing strategy for the development of the potential new industrial areas.
13. In respect of the previous point, the Town must determine what capital infrastructure projects are required to manage additional growth. For example, the recovery of costs associated with capital infrastructure needed (e.g. roads, water, waste water and storm water) the Town may recover such costs through the adoption of an off-site levy based on the defined land area. However, it is worth considering that the extent to which these costs can be passed along to developers could be limited based on off-site levies imposed by competitive local municipalities if the goal is to attract new businesses to locate to Picture Butte.
14. The Town of Picture Butte must consider the Intermunicipal Development Plan (IDP) between the Town and Lethbridge County as the plan contains policy directions applicable to commercial and industrial land use and growth. The IDP also includes options for planning or entering into partnering ventures with the County to develop joint business parks, enter into revenue and cost sharing agreements, etc.
15. The Town of Picture Butte should at some point meet with Lethbridge County to review the Town's industrial land use situation and discuss the potential options for accommodating new commercial and industrial growth.
16. The initial process to enter into discussions with Lethbridge County about the need for industrial growth expansion is through the joint intermunicipal committee process as stipulated in the IDP agreement between the two municipalities.

17. The Intermunicipal Development Plan (IDP) adopted between the Town of Picture Butte and Lethbridge County enables a number of options or strategies for collaboratively working together to accommodate growth on lands within the IDP boundary, with most lands being currently situated within Lethbridge County's jurisdiction. The Town should consider these options, and ultimately with Lethbridge County input, determine what may be the best option in moving forward on a strategy to bring new industrial land to market in the foreseeable future.
18. If the Town of Picture Butte feels that a strategy to enable future industrial growth includes the annexation of land from Lethbridge County, the following procedures should be considered:
  - a. The Town should request a meeting of the joint intermunicipal committee to engage formal discussion on the issue.
  - b. The IDP requires a growth study to be completed to identify the need for the land and the viability of it being serviced, and this study may be used as the basis for such purposes.
  - c. Council should contact and meet with the Council and administration of Lethbridge County to discuss the proposal and explain the reasons for the annexation request.
  - d. The Town at some point should contact the assessor for Lethbridge County to determine the property tax implications of the affected landowner(s) whose properties may be identified to accommodate growth.
  - e. The Council and administration will need to contact and meet with the affected landowner(s). As well, the Town will need some forum to allow public input on any annexation proposal.
  - f. An agreement to annex any land must be negotiated in good faith between the respective Councils of Picture Butte and Lethbridge County.
  - g. The IDP contains an outlined process for meeting, negotiating and instigating an annexation application that will need to be respected.
  - h. An application for annexation is made pursuant to Part 4, Division 6, sections 113 to 128.1 of the Municipal Government Act, Revised Statutes of Alberta 2000, Chapter M-26.
  - i. Any annexation application and report must address the 15 Principles of Annexation as outlined by the MGB. (attached in Appendix B for reference)
19. If annexation is determined as the best option to manage growth, it must be recognized that the requirements of the Intermunicipal Development Plan (Policy 5.2.3) and the annexation principles of the Municipal Government Board (MGB) both acknowledge the need for a demonstration of financial impacts as part of the annexation process. Financial impacts as a result of annexation typically consider the inclusion of rural roads within urban boundaries, servicing responsibilities and/or commitments by the urban municipality, taxation gain/loss for each municipality and the respective mill rates of each municipality as they relate to newly annexed lands. Therefore, if annexation is pursued a more complete financial impact analysis will need to be prepared as part of the annexation application submitted to the MGB and to be shared with Lethbridge County.

20. Council and administration should be aware that an uncontested annexation may take up to a year or more to be negotiated, processed by the MGB, and ultimately obtain cabinet approval (Order in Council), while a contested application could take even considerable more time and would require a hearing before the MGB. (Note: the County, landowners, government or utility agencies, or the public at large are all eligible to file an objection or contest an annexation.)
21. As Council has established that additional commercial and industrial uses are of value to the Town, and having identified logical areas for locations of such development, the Town also needs to continue with emphasizing a marketing/promotions program and help encourage economic development. It is recognized economic marketing programs can be time consuming and involve some expense.



## Reference Documents

1. Town of Picture Butte Municipal Development Plan Bylaw No. 786-04
2. Town of Picture Butte Land Use Bylaw No. 841-15
3. Lethbridge County and Town of Picture Butte Intermunicipal Development Plan, Bylaw No. 18-009 & Bylaw No. 865-18 (May 2018)
4. Statistics Canada, Census Profile Information 2011- 2016
5. Municipal Affairs, Population and Equalized Assessment Information (various years)
6. Town of Picture Butte Infrastructure Assessment, February 2017, ISL Engineering and Land Services Ltd.
7. Town of Picture Butte Northeast Industrial Servicing Analysis, October 2018, WSP Engineering Ltd.
8. Town of Picture Butte 1991 Annexation Study
9. ORRSC, Population Projections 2021- 2041
10. Municipal Affairs, Municipal Government Board, 15 Annexation Principles MGB Order 123/06



# APPENDIX A



WSP ENGINEERING LTD. Servicing Overview Analysis (October 2018)





October 10, 2018

Keith Davis, CAO  
Town of Picture Butte  
120 - 4th Street North  
PO Box 670  
T0K 1V0

**Subject: Northeast Picture Butte - Industrial Servicing Analysis**

Dear Sir:

WSP has been retained by the Town of Picture Butte to complete a Servicing Overview Analysis for specific planning areas identified in the Inter-Municipal Development Plan. Areas to be reviewed include;

- Planning Area 3A,
- Planning Area 4(sub-area A),
- Planning Area 5, and
- Planning Area 6

These Planning Areas have been identified as lands for potential annexation by the Town of Picture Butte. The Planning Areas are shown on attached Servicing Figures 1-4, for reference.

This letter report summarizes the work that has been completed and provides recommendations broken down into sections which discuss the background information used and Sanitary, Stormwater, Water Servicing and Road Access recommendations.

**BACKGROUND REFERENCE INFORMATION**

The Oldman River Regional Services Commission (ORRSC) completed the Lethbridge County and Town of Picture Butte Inter-Municipal Development Plan (IMDP) which was adopted by Town Council and by Lethbridge County in May 2018. Diagrams 5, 6 and 10 from the IMDP which show the locations and extents of potential annexation areas to the north and east of the Town of Picture Butte. These diagrams refer to Planning Areas 3, 4, 5 and 6 which will require provisions for municipal servicing (roads, potable water, sanitary sewer and storm drainage). The municipal servicing overview analysis referenced analysis presented in the Town of Picture Butte Infrastructure Assessment Report, Feb. 2017. Existing ground surface contours and aerial photo information was also used to complete this analysis.

**SANITARY SEWER SERVICING ANALYSIS**

The Infrastructure Assessment Report identifies potential tie-in manhole locations for servicing undeveloped parcels of land located within the current Town Boundaries but not new development land outside the current Town boundary. However, the report still provides useful insight into where capacity exists in the sanitary collection network and where upgrades would be required.



The existing industrial park in the Town is serviced by an existing VCT sanitary sewer which crosses the Piyami Coulee as a syphon and connects to the Lift Station. The life span of the existing syphon has been considered suspect (anecdotal information received) and is a likely candidate for near future replacement. The best long term solution for sanitary sewer servicing of Planning Areas 3, 4A, 5 and 6 is to replace or twin the Piyami Syphon and the existing gravity pipe from the Siphon to the intersection of Rogers Avenue and 2<sup>nd</sup> Street South. A new trunk main can then be extended along Rogers Avenue to Factory Drive and then North along the west edge of Planning Area 4A and into Planning Area 5.

With sufficient depth and sizing, this new pipe could be used to service parts of the proposed Planning Areas 3, 4A, 5 and 6. Our review of the land contours indicates that not all of the planning areas can be serviced by the proposed new Factory Avenue Trunk Main. This depends on the type of development (with or without below grade development) and the extent of grading of the land to optimize the servicing limit. Figure F01 shows the approximate Functional Gravity Servicing limit of the proposed trunk main. This is the amount of land that can reasonably be serviced with gravity sewer connections, assuming slab-on grade construction, which is typical of commercial and light industrial development.

### AREA 3

Planning Area 3 has existing country residential acreages and light industrial development south of Rogers Avenue and vacant land further to the south. The existing development is presently serviced using septic field systems. Only Area 3A adjacent to Roger Avenue and the portion of Area 3A located within the present town boundary is serviceable with gravity connections to the new and upgraded trunk main. Area 3B to the south is lower in elevation and would require a solution that involves another local lift station. If this is considered we recommend siting the lift station in allocation that services the maximum amount of future land. This location will likely be further to the east and south.

An interim option that could be considered is to service development Area 3B, is to install a low pressure pumped sewage system, in which each property has a pump system that pumps into a common forcemain.

### AREA 4 (Sub-Area A)

The Infrastructure Assessment Report identifies tie-in locations for land within this existing Town Boundary. However, these are too shallow to enable the extension of the sanitary sewer system to the east to service Area 4(A). The proposed Factory Avenue Sewage Trunk main allows servicing of a large portion of Area 4A. This is shown of Figure F01.

It should be noted that the depth of cover will be shallow for a portion of the pipe near the Rogers Avenue / Factory Drive intersection, requiring some re-grading and /or pipe insulation to provide frost protection.

The IMDP diagram #9, “Planning Area 4 Core Concept Plan” showed potential roadway alignments to provide a conceptual subdivision development of the remainder of the SE ¼ of Section 2 to the east of Area 4 (A). The core Concept Plan indicates a potential new north-south roadway from Rogers Avenue going north. At this new north-south roadway corridor the existing contour elevations are such that it is not feasible to extend gravity sanitary sewer mains that far east without a future lift station for this entire east portion of annexation land. For this reason we have proposed to providing major service trunk mains in the Factory Drive corridor.



## AREA 5

The Infrastructure Study evaluated servicing of the area within the current Town Boundary north of Highway Avenue into the existing sanitary sewer on Crescent Avenue just NE of 2<sup>nd</sup> Street North. However, the study did not include provisions for the potential servicing of Area 5. The introduction of additional sewage flows into the Crescent Avenue system would add to the existing bottleneck/problem sewers on 5<sup>th</sup> Street (segment from Rogers Avenue to 4<sup>th</sup> Street). For this reason we recommend servicing Area 5 with the previously discussed Factory Drive Trunk Main.

This Proposed Trunk Main will service the majority of Area 5. Areas that are not serviceable by gravity include the extreme north end of Area 5, most of Area 6 and Area 4 (sub areas B and C). See attached sketch WSP Figure FO1 showing the conceptual trunk sanitary sewer alignment and Functional Gravity Servicing Limits.

## STORM WATER MANAGEMENT

To service the planning areas identified as being gravity serviceable for sanitary sewer (Areas 4A and most of Area 5), it is suggested to construct a stormwater pond in the SW corner of the SE ¼ - Section 2. The majority of the drainage can be directed to this location by using the east ditch of Factory Drive, with some improvements (earthworks) and the construction of rear lot swales. The overall drainage for both the minor and major system flows will consist of ditches and culverts. The storm pond is proposed to be sized for flow attenuation to not exceed the pre-development release rate. Downstream improvements to existing ditches and/or new easements will be required to be addressed in the detailed design.

The Infrastructure Assessment Report dictates that a stormwater pond is required to service the existing Industrial area within the present Town boundaries (west of Factory Drive) at the NW corner of the intersection of Factory Drive and SH 519. To service Areas 4A and most of Area 5, a storm pond will be required in the NE corner of the intersection of Factory Drive and SH 519.

On a conceptual basis, there is an existing culvert under SH 519 east of the intersection with Factory Drive, and the storm pond could be sized to attenuate the drainage flows to release the drainage at the current pre-development rate. The downstream drainage ditch adjacent to the roadway that services the existing acreages south of SH 519 will require improvements and modifications since this drainage corridor is not well defined.

Alternatively, the storm pond size adjacent to the factory Drive intersection could be reduced and drainage ditching extended to create a storm pond at the SE corner of the SE ¼ Section 2 and downstream drainage could be routed directly south adjacent to the boundary of NE ¼ Section 34 / NW ¼ Section 35.

Both of the downstream drainage route improvements route alternatives will require easements and ditching. A detailed stormwater analysis will be required to be conducted and would form the basis of a Water Act approval submission. Minimizing the storm pond size in the vicinity of the Factory Drive / SH 519 intersection would be advisable in order to provide a potential Highway / Commercial land use at this important intersection.

Refer to WSP Figure FO3 which shows the potential stormwater pond location.



It is anticipated that individual lots would provide stormwater storage/flow attenuation during major storm events, by installing minor pipe system drainage (along with trap lows in the parking lots) discharging to the ditch system.

**POTABLE WATER DISTRIBUTION**

Water mains can be extended to provide potable water and fire protection for the proposed servicing area. Extensions to the existing water distribution system could also provide fire protection improvements for the north end of the existing development south of Rogers Avenue, and it provides a perimeter loop main which improves the existing water network performance. (see attached Figure F02).

**ROADWAYS**

The gravity serviceable area is primarily accessed by the existing roadway system (Highway 519, Factory Drive, and Highway 25). It is proposed to construct a new roadway through Area 5 centered on the proposed sanitary sewer alignment extending from Highway 25 to the abandoned railway R.O.W. and connecting to Factory Drive (see WSP Figure FO4)

It is suggested that only Area 4A be developed as the first phase of industrial development. The Area 4A can be serviced with direct access to Factory Drive. To avoid having to remove and reconstruct the existing pavement, it is suggested to create a serving corridor (R.O.W. widening and easement) along the east side of Factory Drive. This widening could be incorporated to regrade and widen the existing east ditch, and easements put in place in the front of the lots to provide for the installation of sanitary sewer and water mains.

**FUTURE SERVICING**

The land to the east of sub-area A and to the north of the functional servicing limit in area 5 will require a future trunk main and lift station. There is a way to phase the infrastructure upgrades to allow development to proceed in a timely manor to pay the cost of the upgrade on a phased basis. This should be further investigated prior to development, depending on the nature of and location of the market need for land.

**OPINION OF PROBABLE COST**

Attached is the “Opinion of Probable Cost” for the deep utilities and roadway servicing required to provide municipal services to the N.E. Industrial area. This is a Class C cost estimate based on the conceptual servicing layout as outlined above.

**TOWN OF PICTURE BUTTE - N.E. INDUSTRIAL CONCEPTUAL SERVICING ANALYSIS  
OPINION OF PROBABLE COST**

**A. LIFT STATION TO FACTORY DRIVE**

1. SANITARY SEWER	\$532,500
2. WATERMAINS	N/A
SUBTOTAL	\$532,500
ENGINEERING FEES & GEOTECHNICAL (15%)	\$79,875
CONTINGENCY ALLOWANCE (25%)	\$133,125
TOTAL	\$745,500



**B. FACTORY DRIVE TO HIGHWAY AVENUE**

1. SANITARY SEWER	\$851,000
2. WATERMAINS (includes looping)	\$1,595,000
3. STORM POND	\$718,000
4. ROADWAYS (Area 5)	\$1,400,000
SUBTOTAL	\$4,564,000
ENGINEERING & GEOTECHNICAL FEES (15%)	\$684,600
CONTINGENCY ALLOWANCE (25%)	\$1,141,000
TOTAL	\$6,389,600

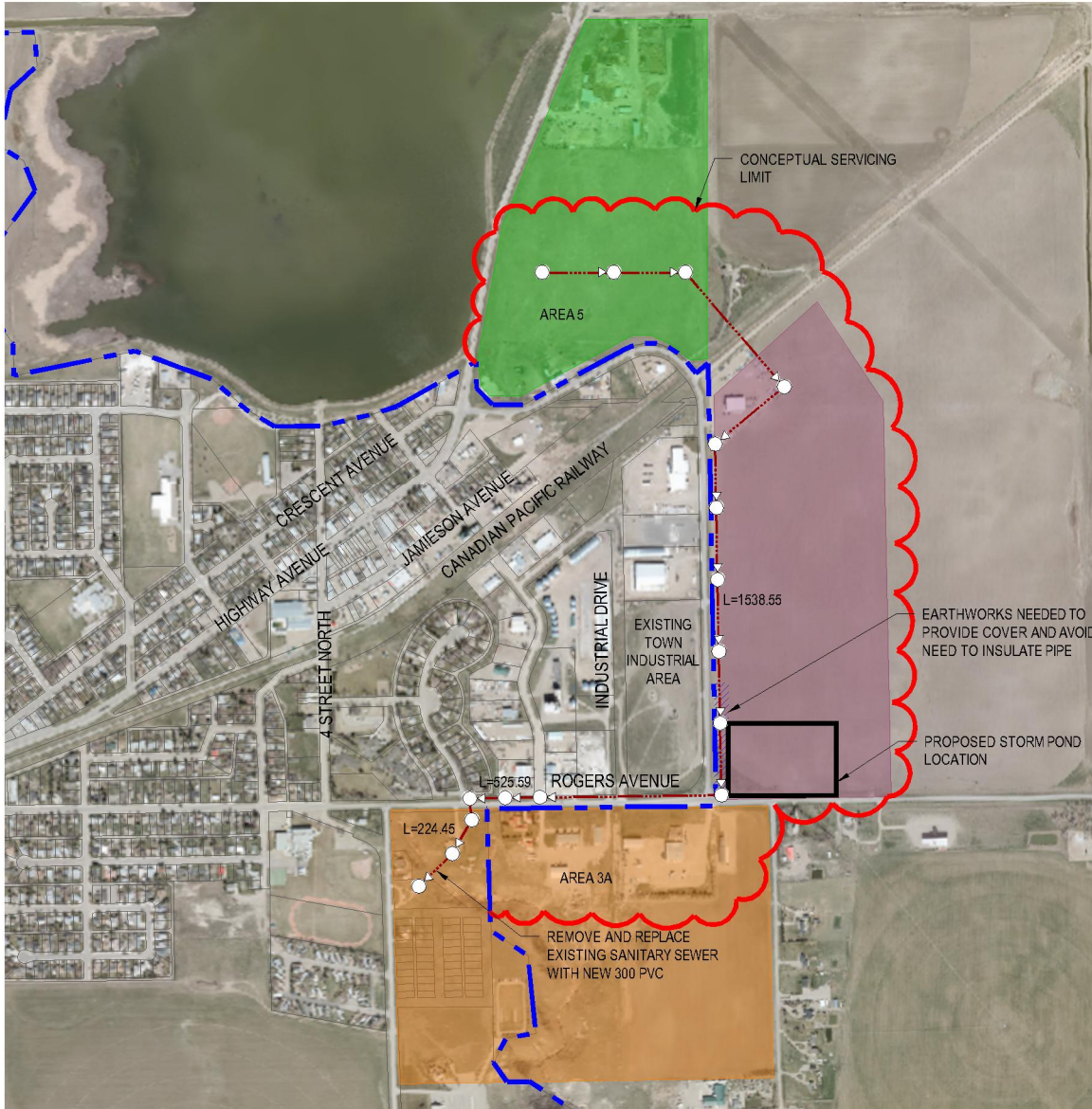
Please contact the undersigned if you have any questions or concerns about the information in this report.

Yours sincerely,



Trent Purvis, P. Eng  
Southern Region Manager


Encl.

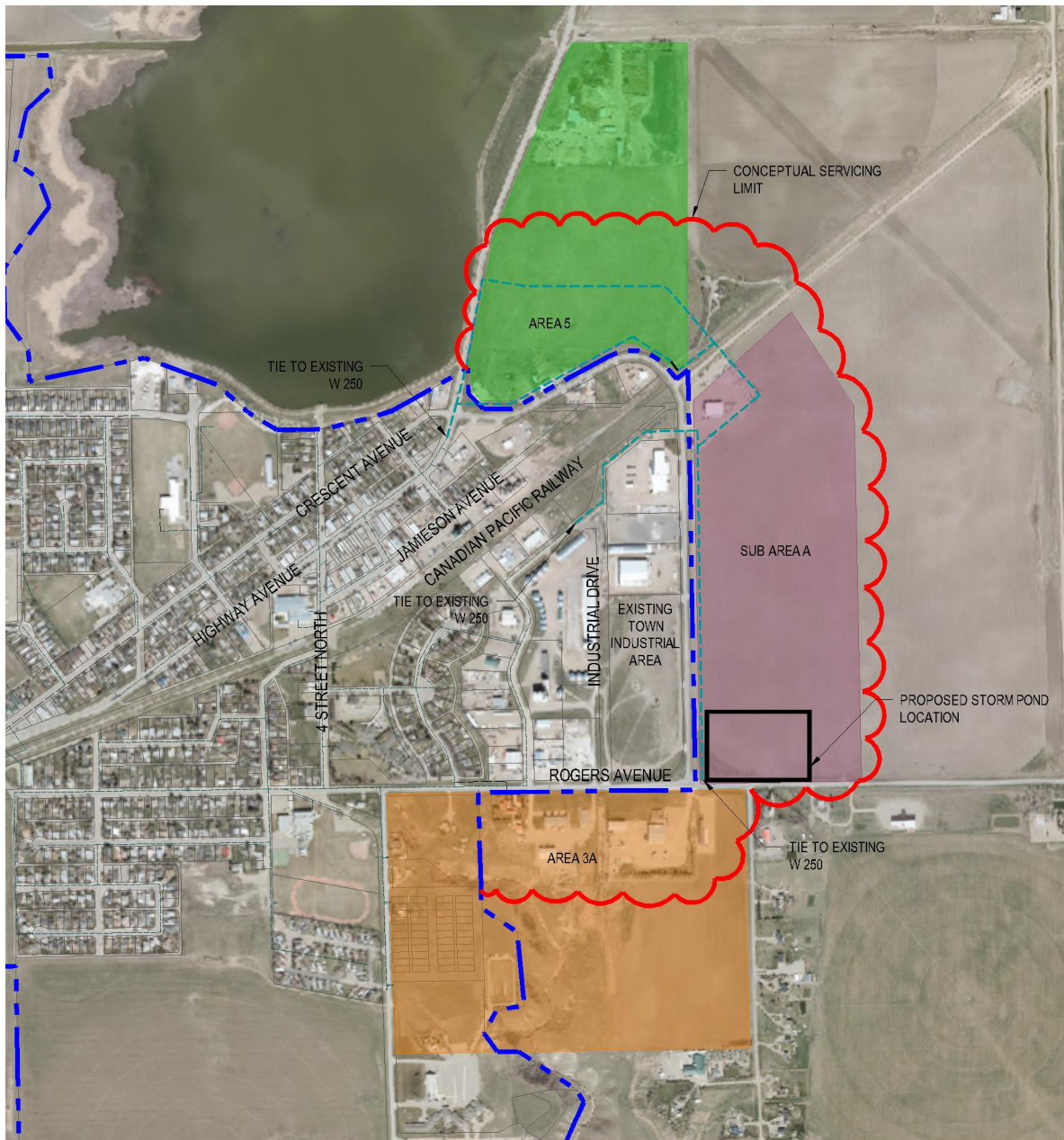


**LEGEND**

- PROPOSED SANITARY MAIN (300mm Ø)
- TOWN OF PICTURE BUTTE BOUNDARY
- PROPOSED MANHOLE

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CLIENT: <b>TOWN OF PICTURE BUTTE</b>   3509 6th AVENUE NORTH LETHBRIDGE, ALBERTA T1J 5C1 TEL: 403-327-7746   FAX: 403-380-2825   WWW.WSPGROUP.COM	SCALE: 1:15000	PROJECT: <b>TOWN OF PICTURE BUTTE N.E. INDUSTRIAL SERVICING</b>		
	DESIGNED BY: HV	TITLE: <b>CONCEPTUAL SANITARY SEWER N.E. SERVICING</b>		
	DRAWN BY: JW	DRAWING NO: <b>F01</b>	ISSUE: <b>ISSUED FOR REPORT</b> 2018-09-21	ISS/REV: <b>0</b>
	CHECKED BY: TP			
	DATE: 2018-09-21			
	PROJECT NO: 181-12092-00			

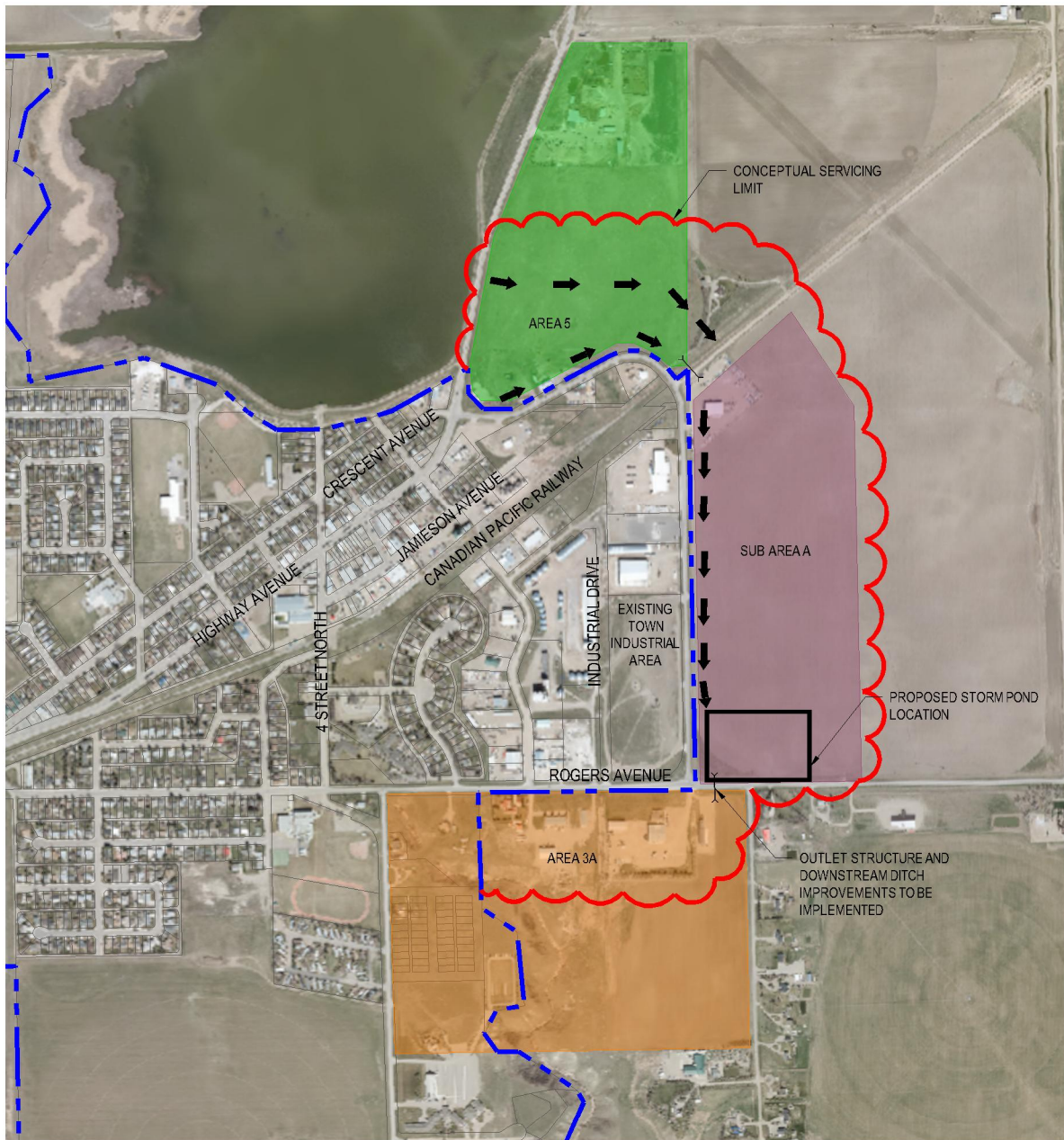


**LEGEND**




- - - - - PROPOSED WATER MAIN (300mm Ø)
- - - - - TOWN OF PICTURE BUTTE BOUNDARY

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CLIENT: <b>TOWN OF PICTURE BUTTE</b>	SCALE: 1:15000	PROJECT: <b>TOWN OF PICTURE BUTTE N.E. INDUSTRIAL SERVICING</b>		
	DESIGNED BY: HV	TITLE: <b>CONCEPTUAL WATER N.E. SERVICING</b>		
 3509 6th AVENUE NORTH LETHBRIDGE, ALBERTA T1J 5C1 TEL: 403-327-7746   FAX: 403-380-2825   WWW.WSPGROUP.COM	DRAWN BY: JW	DRAWING NO: <b>F02</b>		ISSUE: <b>ISSUED FOR REPORT</b>
	CHECKED BY: TP	DATE: 2018-09-21		ISS/REV: <b>0</b>
	PROJECT NO: 181-12092-00	2018-09-21		

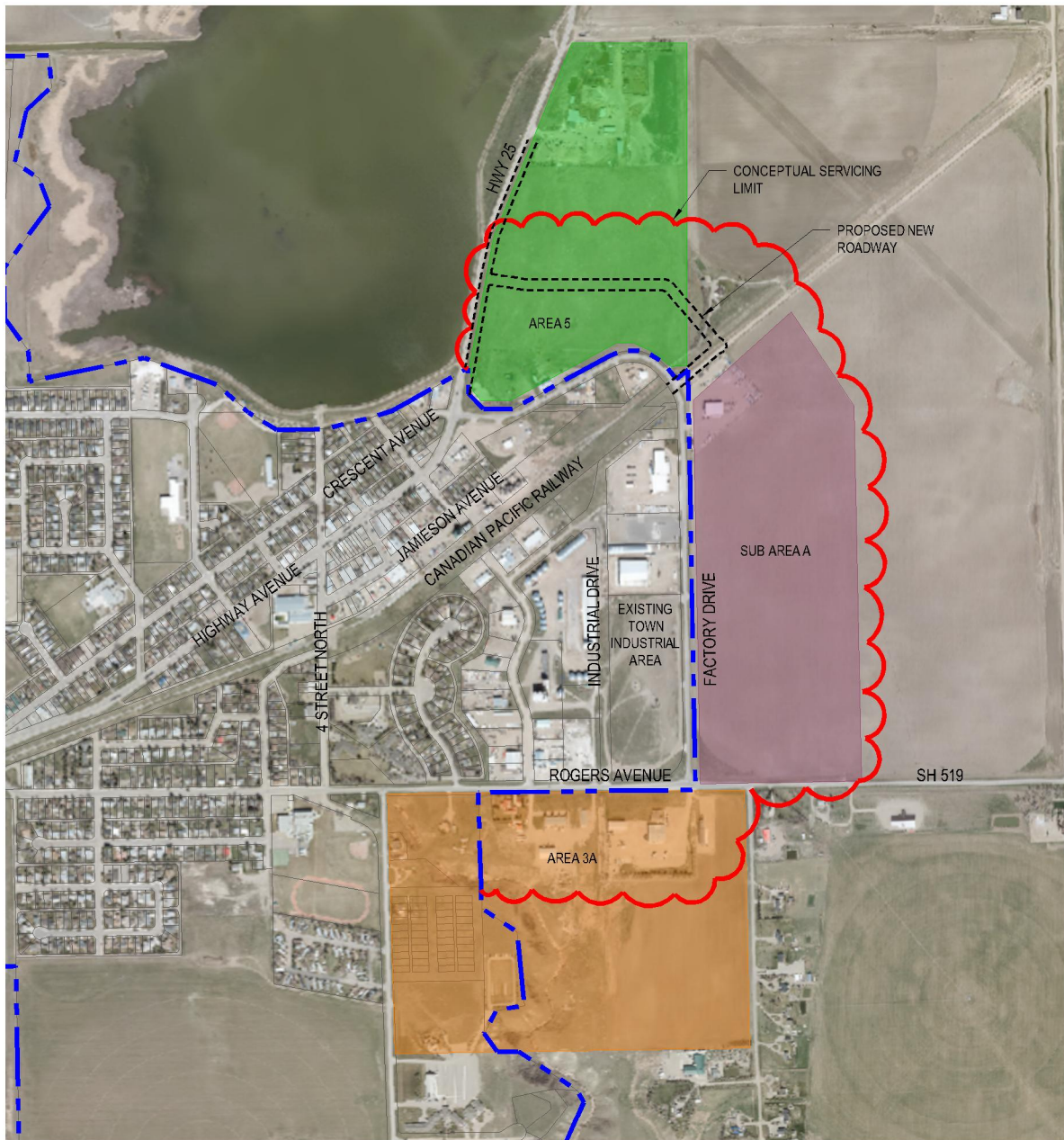


**LEGEND**

-  PROPOSED DRAINAGE DIRECTION
-  PROPOSED CULVERT
-  TOWN OF PICTURE BUTTE BOUNDARY

L:\PROJECTS\Town of Picture Butte\181-12092-00 - Annexation Review\2. Drawings-Submittals\2018-09-21 Issued For Report\181-12092-00-F03


CLIENT: <b>TOWN OF PICTURE BUTTE</b>   3509 6th AVENUE NORTH LETHBRIDGE, ALBERTA T1J 5C1 TEL: 403-327-7746   FAX: 403-380-2825   WWW.WSPGROUP.COM	SCALE: 1:15000	PROJECT: <b>TOWN OF PICTURE BUTTE N.E. INDUSTRIAL SERVICING</b>		
	DESIGNED BY: HV	TITLE: <b>CONCEPTUAL STORM SEWER N.E. SERVICING</b>		
	DRAWN BY: JW	DRAWING NO: <b>F03</b>	ISSUE: <b>ISSUED FOR REPORT</b> 2018-09-21	ISS/REV: <b>0</b>
	CHECKED BY: TP			
	DATE: 2018-09-21			
	PROJECT NO: 181-12092-00			



**LEGEND**

--- TOWN OF PICTURE BUTTE BOUNDARY

L:\PROJECTS\Town of Picture Butte\181-12092-00 - Annexation Review\2. Dwg\0-Submittals\2018-09-21 Issued For Report\181-12092-00-F04

CLIENT: <b>TOWN OF PICTURE BUTTE</b>	SCALE: 1:15000	PROJECT: <b>TOWN OF PICTURE BUTTE N.E. INDUSTRIAL SERVICING</b>		
	DESIGNED BY: HV	TITLE: <b>CONCEPTUAL ROADWAY N.E. SERVICING</b>		
 3509 6th AVENUE NORTH LETHBRIDGE, ALBERTA T1J 5C1 TEL: 403-327-7746   FAX: 403-380-2825   WWW.WSPGROUP.COM	DRAWN BY: JW	DRAWING NO: <b>F04</b>		ISSUE: <b>ISSUED FOR REPORT</b>
	CHECKED BY: TP	DATE: 2018-09-21		ISS/REV: <b>0</b>
	PROJECT NO: 181-12092-00	2018-09-21		



**Opinion of Probable Cost**

PROJECT: N.E. Industrial Servicing Analysis  
 OWNER: Town of Picture Butte

DATE: October 10, 2018

ITEM	DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT PRICE	ESTIMATED AMOUNT
<b>SCHEDULE "A" - Sanitary Sewer</b>					
1	Lift Station to Rogers Avenue (SH 519) Assume 300mm Main installed beside existing Main (to avoid bypass pumping)	225	L.M.	\$ 500.00	\$ 112,500.00
2	Rogers Avenue (SH 519) 3rd St to Factory Dr. Including By-pass Pumping, limited working space Adjacent Highway Corridor	525	L.M.	\$ 800.00	\$ 420,000.00
3	Rogers Avenue (SH519) to North Limit (Area 5)	1,550	L.M.	\$ 420.00	\$ 651,000.00
4	Casing under Highway 519	1	LS	\$ 200,000.00	\$ 200,000.00
<b>TOTAL - SCHEDULE "A" - SANITARY SEWER</b>					<b>\$ 1,383,500.00</b>

ITEM	DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT PRICE	ESTIMATED AMOUNT
<b>SCHEDULE "B" - WATERMAINS</b>					
1	Rogers Avenue to North Limit (Aea 5) Assume 300mm Main	1,800	L.M	\$ 425.00	\$ 765,000.00
2	Loop Construction to West - Assume (250mm) 250 mm Main (Factory Drive) 200mm New Road Loop	430	L.M.	\$ 350.00	\$ 150,500.00
		850	L.M.	\$ 300.00	\$ 255,000.00
3	Tie-Ins Hot Taps Hydrants (c/w valves)	3	each	\$ 25,000.00	\$ 75,000.00
		20	each	\$ 7,500.00	\$ 150,000.00
4	Casings under Highway 25	1	LS	\$ 200,000.00	\$ 200,000.00
<b>TOTAL - SCHEDULE "B" - WATERMAINS</b>					<b>\$ 1,595,500.00</b>

ITEM	DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT PRICE	ESTIMATED AMOUNT
<b>SCHEDULE "C" STORM DRAINAGE/EARTHWORKS</b>					
1	Earthworks Volume Estimate: Storm Pond				
2	Storm Pond: 55ha x(650C.M./Ha (active storage) : 55Ha x 10,000 S.M./Ha x 0.025m	35750	C.M.		
		13750	C.M.		
		49500	C.M.		
3	Ditching:1500m x9.0 S.M. = 13,500 Sub- Total = 63,000 C.M. + 25% contour variation area = (3x1.5) + (6x1.5) = 9.0 S.M.				
4	Common Excavation: 80,000 C.M. x 4.50	80000	C.M.	\$ 4.50	\$ 360,000.00
5	Pond Liner: 150m x 250m footprint, total depth 3.5m + Liner: 26,750 C.M. x 10.00	26750	C.M.	10	267500
6	Topsoil Strip & Stockpile UTIL Corridor 2000 L.M. x 25m = 50,000 S.M. Pond Area 150 x 250 = 37,500 S.M. Lot Areas to be fill 1500m x 30m = 45,000 S.M. 132,500 x 0.15m = 19,875 C.M.				
7	Topsoil Replacement & Seeding 20,000 C.M. x 2.50	20000	C.M.	\$ 2.00	\$ 40,000.00
		20000	C.M.	\$ 2.50	\$ 50,000.00

<b>TOTAL - SCHEDULE "C" STORM DRAINAGE / EARTHWORKS</b>				<b>\$717,750.00</b>
<b>Note:</b> Pond expansion will be needed to add exist. Industrial drainage within Town limits ISL /est \$547,750 + Eng Fee + Contingency				

ITEM	DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT PRICE	ESTIMATED AMOUNT
<b>SCHEDULE "D" - STORM POND WITHIN TOWN BOUNDARY</b>					
1	<b>Earthworks &amp; Landscaping</b> (I.S.L. Estimate)				\$297,750.00
2	<b>Outlet Control Structure</b> (I.S.L. Estimate)				\$150,000.00
3	<b>Oil and Grit Separator</b> (I.S.L. Estimate)				\$100,000.00
<b>Note:</b> The N.E. Industrial Servicing Analysis (Outside of Current Town Boundary) Storm Pond Cost Calculation does not include a separate Outlet Control Structure, and Oil and Grit Separator. It is assumed that both Ponds will have a Combined Outlet. (Details will require confirmation with a Detailed Stormwater Analysis Report)					
<b>TOTAL SCHEDULE "D" STORM POND WITHIN TOWN BOUNDARY</b>					<b>\$547,750.00</b>

ITEM	DESCRIPTION	ESTIMATED QUANTITY	UNIT	UNIT PRICE	ESTIMATED AMOUNT
<b>SCHEDULE "E" - SURFACE WORKS - ROADWAY</b>					
1	Assume Roadway through middle of AREA 5 L = 750M - Width 12m, Industrial (no sidewalks)	750m	L.M.	\$ 850.00	\$ 637,500.00
	Highway Intersection				\$ 150,000.00
2	Surface Restoration Utility X'ing of Rogers Avenue 3 Street Industrial Drive & Factory Drive 7 Crossings X (10mx 10m) x 150 S.M.	7	each	\$ 15,000.00	\$ 105,000.00
3	Highway 25 Turn Lanes or Service Road 350m x 1450/L.M. <b>Note: extensive earthworks, high berm</b>	350m	L.M.	\$ 1,450.00	\$ 507,500.00
<b>TOTAL - SCHEDULE "E" SURFACE WORKS - ROADWAY</b>					<b>\$1,400,000.00</b>

<b>SUMMARY</b>		
Schedule "A" - Sanitary Sewer		
• Existing Lift Station to Factory Drive		\$ 532,500.00
• Factory Drive to Highway Avenue		\$ 851,000.00
Schedule "B" - Watermains		\$ 1,595,000.00
Schedule "C" - Storm Drainage / Earthworks		\$ 718,000.00
Schedule "E" - Surface Works - Roadway		\$ 1,400,000.00
Sub - Total		<b>\$ 5,096,500.00</b>
Engineering and Geotechnical Fees (15%)		\$ 764,500.00
Contingency Allowance (25%)		\$ 1,274,100.00
<b>Total (Outside Town Boundary)</b>		<b>\$ 7,135,100.00</b>
Schedule "D" Storm Pond (Within Town Boundary)		
• Earthworks and Landscaping (I.S.L. Estimate)		\$ 297,750.00
• Outlet Control Structure (I.S.L. Estimate)		\$ 150,000.00
• Oil and Grit Separator (I.S.L. Estimate)		\$ 100,000.00
Sub - Total		<b>\$ 547,750.00</b>
Engineering and Geotechnical Fees (15%)		\$ 82,000.00
Contingency Allowance (30%)		\$ 164,000.00
<b>Total (Within Town Boundary)</b>		<b>\$ 794,000.00</b>





# APPENDIX B



MGB 15 ANNEXATION PRINCIPLES



## 15 ANNEXATION PRINCIPLES (MGB Order 123/06)

1. Annexations that provide for intermunicipal cooperation will be given considerable weight. Cooperative intermunicipal policies in an intermunicipal development plan will be given careful consideration, weight and support so long as they do not conflict with Provincial policies or interests.
2. Accommodation of growth by all municipalities (urban or rural) must be accomplished without encumbering the initiating municipality and the responding municipality's ability to achieve rational growth directions, cost effective utilization of resources, fiscal accountability and the attainment of the purposes of a municipality described in the Act.
3. An annexation or annexation conditions should not infringe on the local autonomy given to municipalities in the Act unless provisions of the Act have been breached or the public interest and individual rights have been unnecessarily impacted.
4. An annexation must be supported by growth projections, availability of lands within current boundaries, consideration of reasonable development densities, accommodation of a variety of land uses and reasonable growth options within each municipality (initiating and responding municipality).
5. An annexation must achieve a logical extension of growth patterns, transportation and infrastructure servicing for the affected municipalities.
6. Each annexation must illustrate a cost effective, efficient and coordinated approach to the administration of services.
7. Annexations that demonstrate sensitivity and respect for key environmental and natural features will be regarded as meeting provincial land use policies.
8. Coordination and cost effective use of resources will be demonstrated when annexations are aligned with and supported by intermunicipal development plans, municipal development plans, economic development plans, transportation and utility servicing plans and other related infrastructure plans.
9. Annexation proposals must fully consider the financial impact on the initiating and responding municipality.
10. Inter-agency consultation, coordination and cooperation is demonstrated when annexation proposals fully consider the impacts on other institutions providing services to the area.
11. Annexation proposals that develop reasonable solutions to impacts on property owners and citizens with certainty and specific time horizons will be given careful consideration and weight.

12. Annexation proposals must be based on effective public consultation both prior to and during any annexation hearing or proceedings.
13. Revenue sharing may be warranted when the annexation proposal involves existing or future special properties that generate substantive and unique costs to the impacted municipality(s) as part of the annexation or as an alternative to annexation.
14. Annexation proposals must not simply be a tax initiative. Each annexation proposal must have consideration of the full scope of costs and revenues related to the affected municipalities. The financial status of the initiating or the responding municipality(s) cannot be affected to such an extent that one or the other is unable to reasonably achieve the purposes of a municipality as outlined in section 3 of the Act. The financial impact should be reasonable and be able to be mitigated through reasonable conditions of annexation.
15. Conditions of annexation must be certain, unambiguous, enforceable and be time specific.

# APPENDIX C



PHOTOS - PICTURE BUTTE INDUSTRIAL AREA



