

## General Requirements

### 1.1 Purpose of the Development Plan

The development plan or as it is more commonly called, Plan Lloydminster, establishes guidelines for the orderly growth and development of the City of Lloydminster. The plan's objectives and policies provide a basis for rational decision making on matters related to present and anticipated future requirements and needs of Lloydminster's citizens. These matters include desired timing, patterns and characteristics of future physical, social and economic development. The plan also establishes programs and actions necessary for the implementation of Plan Lloydminster.

### 1.2 Effect

The legal effect of the development plan is outlined in Section 51 of the *Saskatchewan Planning and Development Act*, 1983. A development plan is adopted by bylaw. The plan comes into effect when the bylaw is enacted in accordance with the *Planning and Development Act* and is given final reading by Council and approved by the Saskatchewan Minister of Municipal Affairs, Culture and Housing. The plan's adoption does not commit or authorize Council to proceed with a project specified in the plan until normal budgetary procedures and bylaws have been followed. For Lloydminster, such procedures also include a ten year capital expenditure program.

Subsequent bylaws passed by Council must be consistent with the plan, or more towards compliance with the plan.

### 1.3 Enabling Legislation

Because of Lloydminster's unique bi-provincial situation, the authority to govern the City is determined by The Lloydminster Charter. Section 385 of The Charter stipulates the City of Lloydminster will follow the *Saskatchewan Planning & Development Act* on planning matters such as the development plan and zoning bylaw. The Lloydminster Charter was adopted by both the Provinces of Alberta and Saskatchewan through complementary Orders-in-Council. Section 55(1) of the *Planning and Development Act* describes to Council what requirements shall and may be in a development plan.

The Plan Lloydminster shall contain proposals to implement the policies it contains.

Plan Lloydminster may include the following:

- the development and use of land in the municipality;
- the conservation and improvement of the physical environment;
- the development of municipal utility, transportation and communication systems;
- the use of land for municipal purposes;
- the provision of municipal services and facilities, such as:
  - (i) sewage collection, treatment and disposal;
  - (ii) water supply and distribution;
  - (iii) electrical distribution;
  - (iv) educational and cultural facilities;
  - (v) recreational facilities, parks, playgrounds and open spaces;
  - (vi) fire and police facilities;

- (vii) urban renewal;
- (viii) housing;
- (ix) transit; or
- (x) facilities for the provision of any other services;
- the control of hazard areas;
- the management and preservation of agricultural land and activities, forested areas, natural and wildlife areas and water storage areas;
- the fringe areas of cities, town, village, hamlets or other developed areas;
- the location and creation of new communities;
- gravel pits, quarries and mineral resource areas;
- the use and conservation of energy;
- the spatial distribution of residential development, and the renewal, rehabilitation, and improvement of neighbourhoods and urban cores;
- co-ordination of municipal programs relating to development;
- guidelines for land use control measures; and
- any other matter that the council considers advisable.

**1.4 Application**

Plan Lloydminster will apply to the entire area within the boundaries of the Corporation of the City of Lloydminster as illustrated on Map 1 – Plan Area, and as may be altered through boundary alteration.

**1.5 Severability**

If any section, objective, policy, illustration, sentence, clause or phrase of this bylaw is for any reason held to be invalid by the decision of any court of competent jurisdiction, the invalid portion shall be severed and the decision that it is invalid shall not affect the validity of the remainder.

## **Introduction and Background**

### **2.1 Regional Context**

**T**his plan recognizes Lloydminster as an important commercial service centre of the “Mid West” area with corresponding urban and community services. Lloydminster is also an important centre for servicing agriculture and petroleum resources. Within the regional context this plan suggests Lloydminster continue to grow and provide housing and employment opportunities sustained by community services and infrastructure. The Regional Context Map 2 illustrates Lloydminster within its traditional trading area.

### **2.2 Historical Overview**

The Lloydminster area was first settled in April 1903 with the arrival of the Barr Colonists. The leader of the colonists was Reverend George E. Lloyd. The name of the City was derived from Reverend Lloyd, and “minister” or “mother church”, to form Lloydminster.

The newly founded hamlet of Lloydminster was located on the 4<sup>th</sup> Meridian in the North West Territories. The hamlet of Lloydminster was established as a village in the North West Territories on November 30, 1903.

When the Provinces of Alberta and Saskatchewan were created in 1905 and the 4<sup>th</sup> Meridian selected as the interprovincial boundary, the Village of Lloydminster found itself partly in Alberta and partly in Saskatchewan. The Alberta portion of the divided community was incorporated as a village on, July 6, 1906, with the Saskatchewan portion being incorporated as a town on, April, 1907.

The two communities were amalgamated into a single municipal entity – the Town of Lloydminster – by an Order-in-Council of both provinces on May 20, 1930. On January 1, 1958, the Town of Lloydminster received its Charter as the City of Lloydminster.

Lloydminster is unique in Canada, being the country’s only Border City.

While operating under its own Charter, and generally following Province of Saskatchewan legislation, the City occasionally operates under dual provincial legislation, in matters such as land title subdivision and provincial programs.

**Figure 2.2 Depicts Lloydminster in the early days.**



**View of downtown Lloydminster, circa 1930**

## **2.3 Lloydminster Today – Community Characteristics and Trends**

Identifying the characteristics and trends in a community helps us to better understand the type of community we are today, and how it can be expected to grow in the future. By first examining the characteristics and trends in Lloydminster, the plan can then establish objectives and policies which build on community strengths and overcome community weaknesses. Map 3: Existing Land Use - illustrates the existing land use designations today.

### **2.3.1 Population**

Lloydminster grew from 5,667 people in 1961 to 15,031 in 1981, an average annual growth rate of 7.3 percent. Population growth in this period was largely the result of the development of the oil and gas resources in the Lloydminster area. Between 1986 and 1996, Lloydminster's population growth slowed dramatically, with an average annual growth rate of only 0.9 percent per year during this time. This leveling off of growth can be explained by the stagnant economic conditions in the late 1980s and early 1990s, which had particularly negative effects on the oil and gas sector and, to a lesser extent, the agriculture sector. However, since the mid-1990's, there has been renewed growth in all sectors of the local economy, and the City has since grown at an average annual rate of 2.5%. The population growth history is displayed graphically in Figure 2.3.1(a).

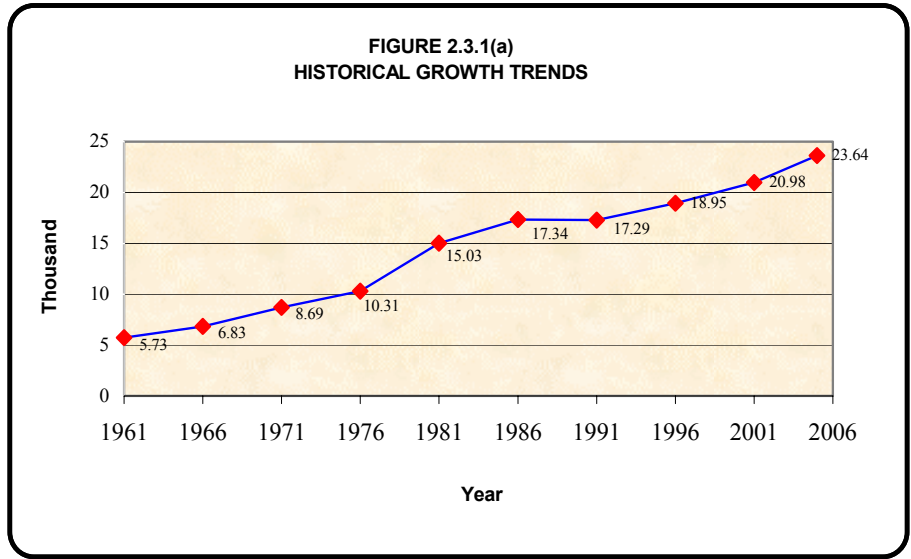
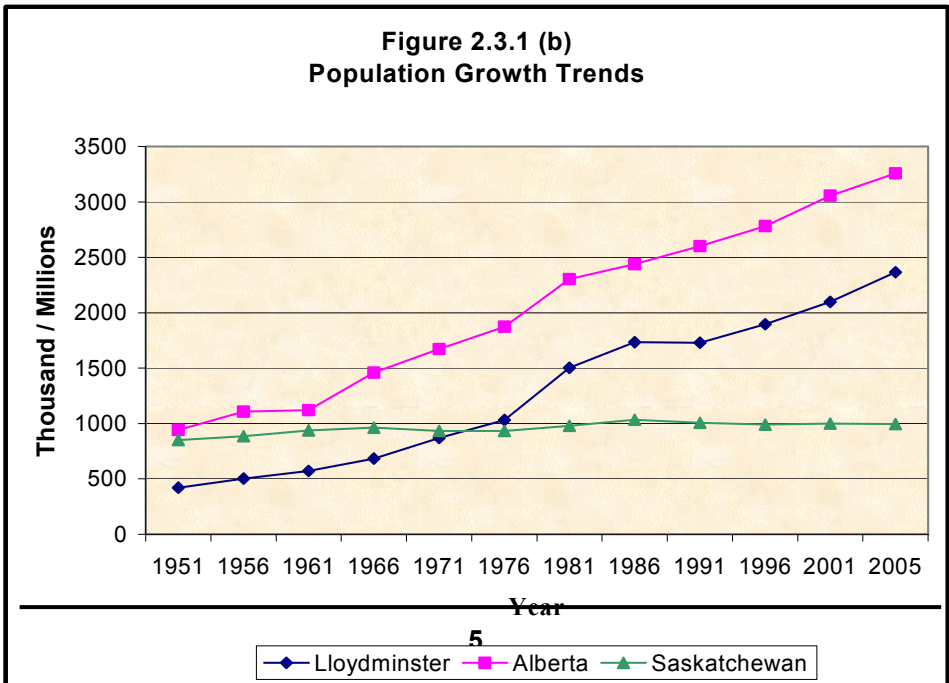


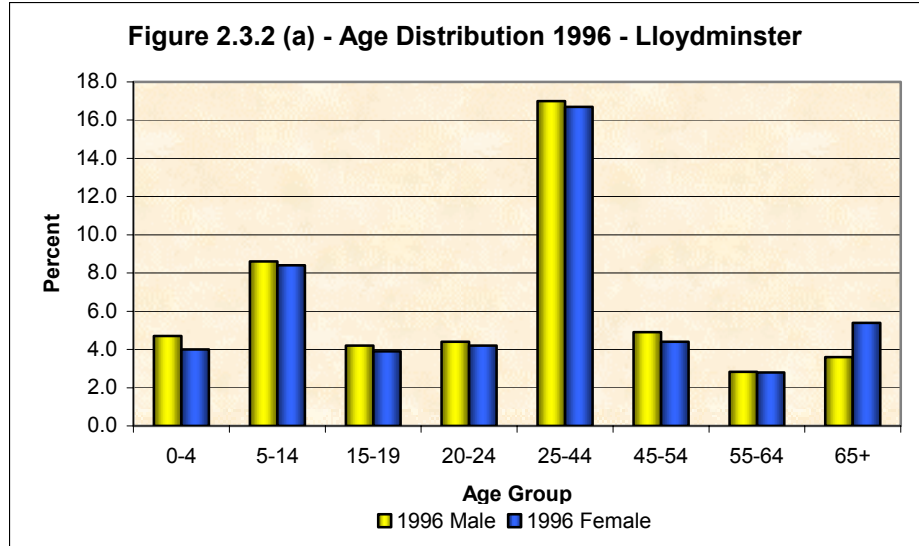
Figure 2.3.1(b) illustrates the population growth of the Provinces of Alberta and Saskatchewan and the City of Lloydminster from 1951 to 2005. For most of these five decades, Lloydminster's population growth trend has mimicked Alberta's population growth trend rather than Saskatchewan's. This reflects the importance of the shared impacts of the oil industry on the economy and job markets for both Alberta and Lloydminster.

The population trends outlined in Figure 2.3.1(b) are indicative of the strengths of the respective provincial and City economies. The economies of Alberta, Saskatchewan and Lloydminster are heavily vested in the agricultural sector. However, the accelerated growth in Alberta and Lloydminster reflects the extra effect of the oil industry on their economies. The loss of population in Lloydminster between 1986 and 1991, and the steady increases since reflects the susceptibility of Lloydminster to changes in world commodity and natural resource prices.

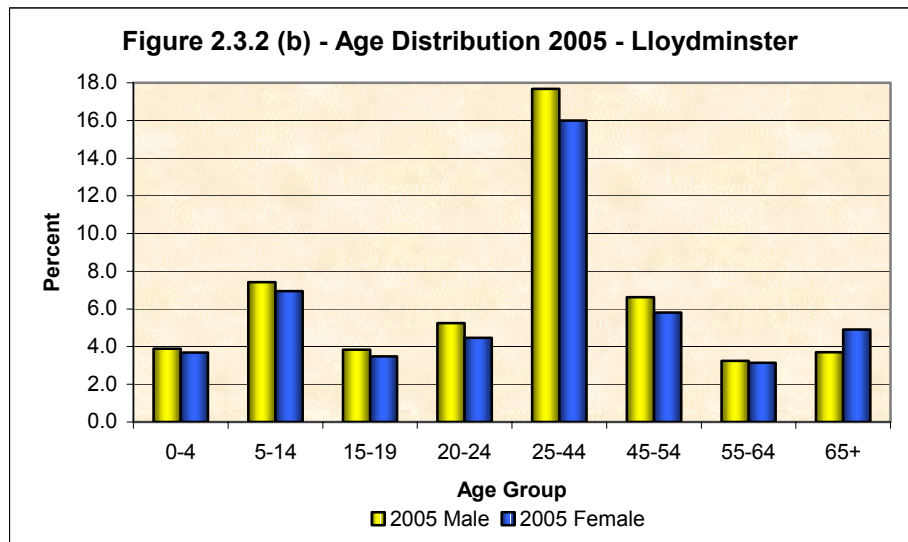


### 2.3.2 Age Gender Distribution

Figures 2.3.2(a) and 2.3.2(b) illustrate the age-gender distribution of Lloydminster's population for the years 1996 and 2005.



The differences in age-gender distribution between 1996 and 2005 reflects a movement which coincided with activity in the oil and gas industry during the late 90's and early 00's. Each of the 'working age' groups (20-64) saw an increase over the past nine years, with both children (all groups under 19) and seniors (over 65) falling in proportional terms. Clearly, this is a reflection of the employment opportunities available in Lloydminster, with oil and gas related positions being particularly important to the viability of the region.



In comparing Lloydminster's Age-Gender distribution with Canada, Alberta, and Saskatchewan, Lloydminster shows the effect of the movement of the 'baby boom' through the general population. There are, however, some differences. Firstly, the baby boom generation makes up a higher percentage of Lloydminster's population than it does for Canada, Alberta or Saskatchewan. Second, Lloydminster's baby boom generation is slightly younger than those nationally or provincially. Thirdly, Lloydminster's baby echo - children of the boomers - is more pronounced than Canada's or Saskatchewan's.

**2.3.3 Education**

Education plays an important part in the social, cultural, political, and economic success of individuals and communities. Figure 2.3.3 outlines the changes in the level of education in Lloydminster between 1996 and 2001.

The figure indicates that Lloydminster's population is achieving a higher level of education, with the amount of college diplomas (+92%), trade certificates (+45%) and university degrees (+138%) attained by Lloydminster residents all increasing at greater rates than expected (+29%). The opening of Lakeland College Campus in Lloydminster has only helped foster the positive trend shown in Figure 2.3.3

**FIGURE 2.3.3  
 EDUCATION**

	1991	1996	2001	2006	Pt Chg 91– 01
No Degree/Cert./Diploma	5,690	6,060	6,210	4,909	-14%
High School Certificate	2,275	2,560	3,105	3,634	+60%
Trades Certificate	1,885	2,010	2,475	2,726	+45%
College Certificate/Diploma	1,345	1,850	2,325	2,577	+92%
University below Bach. Level	260	220	315	360	+38%
University Bachelor's Degree	705	875	1,190	1,677	+138%
Graduate Degree	60	95	60	70	+17%
<b>TOTAL</b>	<b>12,365</b>	<b>13,820</b>	<b>15,845</b>	<b>15,953</b>	<b>+29%</b>

Source: Statistics Canada Census (1991-1996),  
 FP Markets Canadian Demographics 2006

**2.3.4 Employment and Labour Force**

As shown by Figure 2.3.4, Lloydminster has seen sustained employment growth since 1991. The number of jobs in the City has increased 33%, from 9,230 jobs in 1991 to 12,275 jobs in 2001. Comparing this growth to population growth of just 21% over the same period, it is clear that there are many opportunities in Lloydminster, and employment is a catalyst for population growth. In breaking out this employment growth, jobs in the basic category has increased 35 percent between 1991 and 2001 while the number of jobs in the non-basic category have increased 32 percent during the same time period. This balance in growth across basic and non-basic jobs is encouraging, in that Lloydminster is providing a diverse set of opportunities for its residents.

**FIGURE 2.3.4  
 EMPLOYMENT BY INDUSTRY  
 1991, 1996 AND 2001**

Category	1991	1996	2001	% Change
<b>Basic:</b>				
Agriculture	155	145	175	+13%
Mining (Oil)	920	1,230	1,975	+115%
Manufacturing/ Construction	1,630	1,265	1,770	+9%
Accommodation/ Food Service	915	1,005	975	+7%
<b>SUB-TOTAL</b>	<b>3,620</b>	<b>3,645</b>	<b>4,895</b>	<b>+35%</b>
<b>Non-Basic:</b>				
Transportation/ Communication & Utilities	945	1040	765	-19%
Wholesale & Retail Trade	1,970	2,265	2,840	+44%
Finance/ Insurance/ Realty	410	430	425	+4%
Education	485	650	890	+84%
Health & Welfare	675	935	1,040	+54%
Business Service	320	370	535	+67%
Government	380	195	195	-49%
Other	700	775	690	+62%
<b>SUB-TOTAL</b>	<b>5,610</b>	<b>6,375</b>	<b>7,380</b>	<b>+32%</b>
<b>TOTAL BASIC &amp; NON-BASIC</b>	<b>9,230</b>	<b>10,020</b>	<b>12,275</b>	<b>+33%</b>

Source: Federal and Municipal Census

### 2.3.5 Income

Figure 2.3.5 compares Lloydminster's current average household income with average household incomes of Alberta and Saskatchewan for the years 1991, 1996 and 2001.

**FIGURE 2.3.5  
 AVERAGE HOUSEHOLD INCOMES  
 LLOYDMINSTER, ALBERTA AND SASKATCHEWAN**

Location	1991	1996	2001
Lloydminster	\$41,813	\$45,847	\$60,841
Alberta	\$47,249	\$51,118	\$64,199
Saskatchewan	\$38,696	\$42,685	\$49,068

Source: Statistics Canada

Household income in Lloydminster has grown very rapidly, at a similar, yet higher rate than Alberta and significantly higher than Saskatchewan. In 1991 average household incomes in Lloydminster were 13 percent less than average household incomes in Alberta. In 1996, the difference in income fell to 11.5%, and in 2001, this gap narrowed further to just 5.5%. In comparing Lloydminster's average income to that of Saskatchewan, in 1991, average household incomes in Lloydminster were 8 percent higher than those in Saskatchewan. By 2001, this ratio had increase to nearly 24%.

### 2.3.6 Population Projection

The natural rate of population growth in Lloydminster (births minus deaths) has been a factor of only mild importance in the growth of the Lloydminster's population. The natural population increase, has averaged approximately 270 persons per annum, while the City's population has increased by 2,700 from 2001 to 2006. Thus, migration is an equally significant factor in determining the City's population growth.

To project future population, the City utilized a computer model to simulate and predict demographic, migration and cyclical characteristics in the local economy.

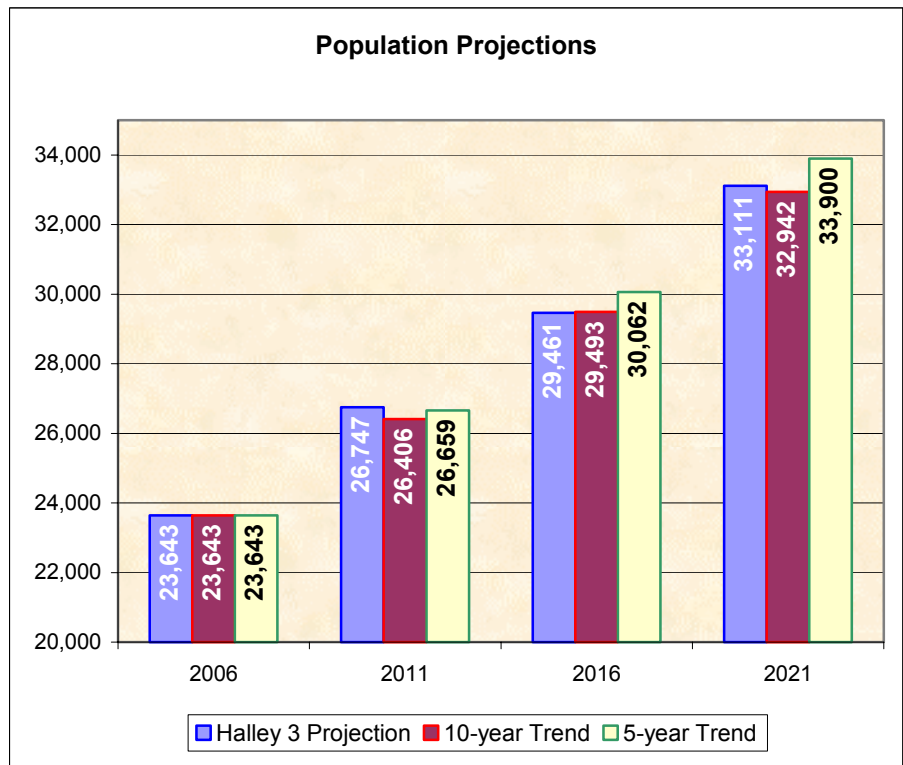
Figures 2.3.6 (a) and (b) illustrate the results of Halley projection model, as well as the linear population trends for the previous 5 and 10 year periods. The Halley model projects Lloydminster's population to reach 36,358 by the year 2021. This projection is very similar to the linear trends used.

**FIGURE 2.3.6 (a)  
 POPULATION PROJECTIONS**

	2001	2006	2011	2016	2021
<b>Halley 3 Projection</b>	20,965	23,643	26,747	29,461	33,111
<b>10-year Trend</b>	20,965	23,643	26,406	29,493	32,942
<b>5-year Trend</b>	20,965	23,643	26,659	30,062	33,900

Source: City of Lloydminster

**FIGURE 2.3.6 (b)**

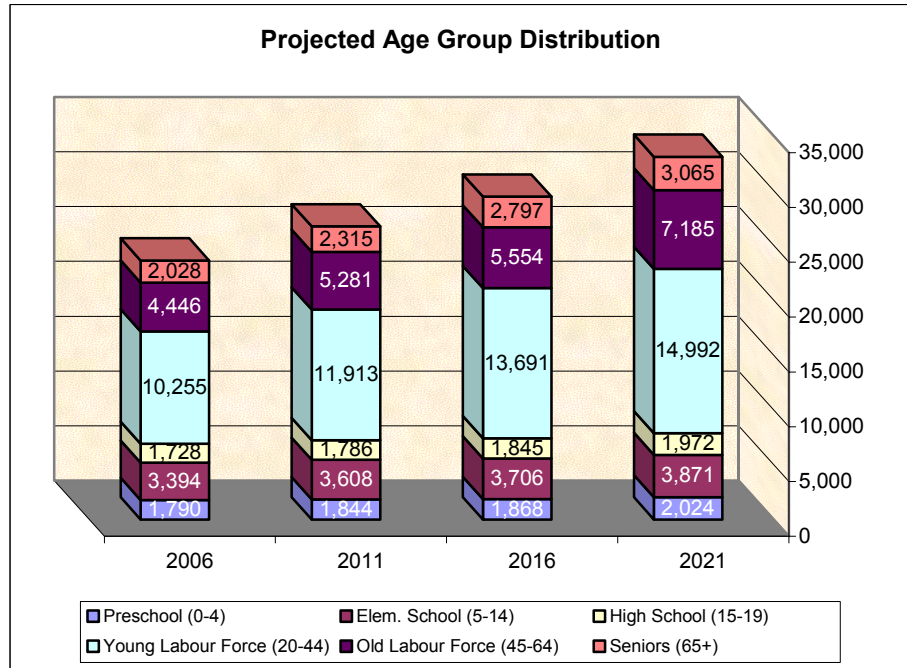


The projected demographic profile of Lloydminster to year 2016 is depicted in Figures 2.3.6 (c) and (d). The projected demographic profile utilizes the demographic characteristics and trends evident from Statistics Canada and Municipal Census data. The projections show an increase in all age groups over the next 15 years. It is anticipated that both the young and older labour force age groups will continue to increase proportionately more than the other age groups.

**FIGURE 2.3.6 (c)  
 PROJECTED AGE GROUP DISTRIBUTION**

AGE GROUP	2001	2006	2011	2016	2021
Preschool	1,570	1,790	1,844	1,868	2,024
Elementary School (5 – 14)	3,300	3,394	3,608	3,706	3,871
High School (15 – 19)	1,700	1,728	1,786	1,845	1,972
Young Labour Force (20 – 44)	8,895	10,255	11,913	13,691	14,992
Old Labour Force (45 – 64)	3,575	4,446	5,281	5,554	7,185
Seniors (65+)	1,925	2,028	2,315	2,797	3,065
<b>TOTAL</b>	<b>20,965</b>	<b>23,641</b>	<b>26,747</b>	<b>29,461</b>	<b>33,111</b>
<b>Percentage Breakdown</b>					
Preschool	7.5%	7.6%	6.9%	6.3%	6.1%
Elementary School (5 – 14)	15.7%	14.4%	13.5%	12.6%	11.7%
High School (15 – 19)	8.1%	7.3%	6.7%	6.3%	6.0%
Young Labour Force (20 – 44)	42.4%	43.4%	44.5%	46.5%	45.3%
Old Labour Force (45 – 64)	17.1%	18.8%	19.7%	18.9%	21.7%
Seniors (65+)	9.2%	8.6%	8.7%	9.5%	9.3%
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

**FIGURE 2.3.6 (d)**



### 2.3.7 Current Housing Conditions

Figure 2.3.7(a) illustrates dwelling type statistics for Lloydminster for the years 2001 and 2006. The Figure indicates that Lloydminster has experienced a 17.7% increase in the number of dwelling units between 2001 and 2006. Between 2001 and 2006, the total number of dwelling units went from 7,820 to 9,201.

**FIGURE 2.3.7(a)**  
**LLOYDMINSTER DWELLING TYPES**  
**2001 & 2006**

Dwelling Type	2001	2006	% Chg	%
Apartments	1,900	2,158	+13.6%	23.5%
Detached Duplexes	60	416	+593.3%	4.5%
Movable Dwellings	250	285	+14.0%	3.1%
Row & Semi	705	801	+13.6%	8.7%
Single Detached	4,900	5,536	+12.9%	60.2%
<b>Total</b>	<b>7,820</b>	<b>9,201</b>	<b>+17.6%</b>	<b>100.0%</b>

Source: FP Markets, Canadian Demographics 2006

\*Note: 'Other' includes suites in commercial buildings and in single detached homes.

Since 1979, the bulk of residential development has occurred on the Alberta side in the neighbourhoods of Steele Heights, College Park, Parkview, and the new development, Lakeside. On the Saskatchewan side, residential development has occurred in the Colonial Park, Larson Grove, and Wallacefield neighbourhoods. Redevelopment, and infill housing has occurred in the traditional, older neighbourhoods north of 44<sup>th</sup> Street, near the central business district. There are two major spatial trends emerging in Lloydminster, with respect to the location of residential development.

First, in 1983, a housing survey prepared by the Alberta Ministry of Municipal Affairs indicated 63% of the population lives south of 44<sup>th</sup> Street (Highway 16) and 37% north. As of 2005, this proportion stands at nearly 80%. This continuing trend reflects the availability of development potential south of 44<sup>th</sup> Street. This continuing modal split between the employment centres and residential areas will have continued pressure on the City's roadways and infrastructure.

The second significant trend in Lloydminster's housing market is the continued strong demand for residential development on the Alberta side of the City. However, this demand has been matched by the overall demand for real estate in Lloydminster, as the proportion living in the Alberta side of the city has dropped, from 69.7% in 1985 to 59.4% in 2005. This is largely due to the differences in density between the newer Saskatchewan neighbourhoods (Colonial Park, Wallacefield) and the newer Alberta neighbourhoods (College Park, Lakeside, Parkview). Figure 2.3.7(b) illustrates the type of dwelling units constructed in Lloydminster between 2001 and 2005.

**FIGURE 2.3.7(b)**  
**LLOYDMINSTER DWELLING UNITS**

Dwelling Type	Dwelling Units					Total
	2001	2002	2003	2004	2005	
Single Detached	182	284	196	263	262	1,187
Duplex/Semi Detached	2	6	4	0	6	18
Rowhouses/Townhouses	5	3	0	1	3	12
Apartment (# of Units)	38	9	0	134	158	339
Mobile Home	2	14	2	10	0	28
<b>Total</b>	<b>229</b>	<b>316</b>	<b>202</b>	<b>408</b>	<b>426</b>	<b>1,584</b>

Source: City of Lloydminster Building Permit Figures

### 2.3.8 Projected Housing Requirements and Distribution

It is estimated that the City will grow by approximately 13,000 people over the next fifteen years. Satisfying this population will require 4,904 dwelling units to be added to the City's existing housing stock.

Figure 2.3.8 outlines the number of dwellings by type that will be required to meet this demand. The ratio of dwelling types is based on Figure 2.3.7(a) and is assumed to remain relatively constant for the next sixteen years.

**FIGURE 2.3.8**  
**LLOYDMINSTER ESTIMATED DWELLING UNIT AND LAND DEMAND**  
**2006 – 2021**

Dwelling Type	Estimated %	Estimated # of Units	Estimated Net Ha.	Estimated Gross Ha.
	Total City	Total City	Total City	Total City
Single Detached	60	2,943	235.0	329.0
Duplex/Semi-detached	3	147	5.9	8.3
Row/Townhouse	6	294	7.8	16.9
Apartment	25	1,226	16.6	23.2
Mobile Home	4	196	11.2	15.7
Other	2	98	0	0
<b>Total</b>	<b>100</b>	<b>4,904</b>	<b>276.5</b>	<b>393.1</b>

- Notes:
1. Average household size 2.65 persons per household
  2. Single detached density 12.5 units/net hectare (5 units/net acre)  
Duplex/Semi-detached density 25 units/net hectare (10 units/net acre)  
Row/Townhouse density 37.5 units/net hectare (15 units/net acre)  
Apartment density 74 units/net hectare (30 units/net acre)  
Mobile Home density 17.5 units/net hectare (7 units/net acre)  
Other includes suites in commercial and single detached residential
  3. Net hectares does not include land for parks, schools, roads, public utility lots, etc.  
It is estimated that an additional 40% of the net area is required for these facilities.

Based on the densities and unit types outlined in Figure 2.3.8, the residential land requirement over the next sixteen years is projected to be 276.5 hectares or 691.3 acres. When parks, schools and roadways are included, the gross land requirement increases to 393.1 hectares or 982.8 acres. Most of this new residential development is expected to occur in the Parkview, Lakeside College Park, Colonial Park and Wallacefield neighbourhoods.

An emerging trend which may reduce the rate at which City consumes undeveloped land will be redevelopment of the existing traditional neighbourhoods north of 44<sup>th</sup> Street (Highway 16). Redevelopment of these existing areas has helped fulfill nearly 25% of the new Row/Townhouse and Apartment land requirements. The sensitive integration of higher densities closer to the central business district is an encouraging trend. If this trend continues and/or accelerates, it could assist in slowing the City's land consumption demands, and delay the traffic demand pressures of an expanding City.

### **2.3.9 Commercial Characteristics and Trends**

The commercial sector of Lloydminster is quite diverse, and includes retail, wholesale, warehousing, financial, professional service, personal service, and business service companies. These companies provide services to Lloydminster's population, as well as the surrounding trade area population.

In 1999, there were a total of 1,181 businesses in Lloydminster. Of this total, 650 were retail, or service commercial businesses, located in the downtown, along Highways 16 and 17, or in the neighbourhood commercial malls.

In 1999, the total employment in the commercial sector was estimated at 4,825. This sector is quite diverse, and includes: accommodation and food service; communications; wholesale and retail trade; finance, insurance and real estate; business services; and other minor commercial activities. Lloydminster's commercial sector provides a wide range of goods and services for city residents, nearby urban communities, and the surrounding agricultural community. Various studies completed from 1979 through 1995 have helped define the trade area for the City. These studies found that Lloydminster's trade area extends 100 km to the north, 65 km to the west, 150 km to the east and 100 km to the south. As of 1995, this area consisted of 95,000 people. This is an increase of 30,000 – 50 percent – over the 1985 trade area population. With the construction of the highly successful Cornerstone Centre in 1999, the regional trading area population is now estimated to be in excess of 100,000 people.

The development of Lloydminster's commercial sector has tended to lead the way in determining the City's growth pattern. The downtown evolved first, as an agricultural base, with residential units surrounding the commercial area. The arrival of the railway in 1905 resulted in most commercial development occurring south of the station grounds. Construction of Highways 16 and 17 through Lloydminster resulted in commercial development adjacent to the

highways, in an east-west and north-south direction, along Highways 16 and 17 respectively.

In recent years Lloydminster has helped to rejuvenate the downtown through a redevelopment plan, streetscape improvements, and easing zoning restrictions on redevelopment proposals. At the same time, Lloydminster has allowed additional commercial development along the highways. Figure 2.3.9 depicts the growth of commercial development in Lloydminster for the period 2001 - 2005.

**FIGURE 2.3.9  
 COMMERCIAL FLOOR SPACE GROWTH 2001 - 2005**

Use/Square metres	Permits Value (\$000)				
	2001	2002	2003	2004	2005
New Commercial Development	\$2,858	\$5,041	\$6,817	\$8,375	\$14,015
Commercial Additions	\$1,240	\$5,524	\$6,207	\$1,947	\$4,674
Total	\$4,099	\$10,565	\$13,025	\$10,322	\$18,690

\*Source: City building records.

**2.3.10 Industrial Characteristics and Trends**

The industrial sector of Lloydminster includes companies in manufacturing, food processing, construction, transportation, utilities, mining (oil related), and industrial services.

In 1999, there were a total of approximately 535 industrial or industrial related businesses. Most of these firms are located in the Glenn E. Nielson, Hill, or Wigfield industrial parks or along Highway 16 and 17. A few industrial businesses are located along 52<sup>nd</sup> Street between 55<sup>th</sup> Avenue and 40<sup>th</sup> Avenue.

In 1999, the number of employees in the industrial sector was estimated at 3,395. The majority of this employment was in oilfield related, manufacturing, transportation, and construction sectors.

Similar to Lloydminster’s commercial development, the industrial development sector has been a key factor in determining the City’s growth pattern. Lloydminster’s industrial development was initially based on the needs of the surrounding agricultural community. With the arrival of the railway, industrial development began to locate next to the rail line to take advantage of this transportation link. As industry grew in the community, it spread out along the rail line. The recent overhaul and twinning of most of Highway 16 has helped to make the City more accessible to the trucking sector, and many trucking firms are locating with access to this important thoroughfare in mind.

The first long term producing oil well was developed in 1937 on the north bank of the Battle River. In 1946, as more discoveries were made, the Husky Oil Ltd. refinery was moved from Wyoming to Lloydminster. The refinery was constructed between the Canadian Pacific and the Canadian National railway lines in the northwest portion of the City. Over time, additional businesses also located in Lloydminster take advantage of the heavy oil processed by the refinery.

In the late 1940s Nelson Lumber was established. Shortly thereafter, Nelson Lumber and the Nelson Lumber manufactured home plant moved to their current site on 50<sup>th</sup> Avenue and 44<sup>th</sup> Street.

In the 1970s Lloydminster began to formally develop industrial parks. One of the first was Hill Industrial Park on the City's west end. This was followed by industrial parks (Glenn E. Nielson) in the northern part of the City and the Wigfield and Saskatchewan Industrial Parks on the City's east side.

Much like commercial development, the majority of new industrial development is occurring on the Alberta side of the City. One exception to this trend was the Husky Upgrader, which was built on the Saskatchewan side, near the intersection of the CN line and Highway 16. Figure 2.3.10 illustrates the growth of industrial development in Lloydminster, for the period 2001 – 2005.

**FIGURE 2.3.10  
INDUSTRIAL FLOOR SPACE GROWTH 2001 - 2005**

Use/Square metres	Permit Value (\$000)				
	2001	2002	2003	2004	2005
New Industrial Development	\$3,452	\$678	\$2,065	\$5,765	\$13,696
Industrial Additions	\$2,607	\$793	\$987	\$1,329	\$1,838
Total	\$6,059	\$1,471	\$3,053	\$7,095	\$15,535

\*Source: City building records.

Recent industrial development has seen “Industrial Business”, or light industrial companies. The City expects the future industrial land consumption to be:

- Industrial Business – 1.5 ha/yr
- Industrial – 2.7 ha/yr

## Community Goals

**T**he overall community goals for Plan Lloydminster are expressed in the following statements. The broad goal statements form the general direction for the more specific objectives and policy statements.

The City of Lloydminster's community goals are to:

1. Retain the sense of community and quality of lifestyle of Lloydminster and to maintain these qualities as the community grows;
2. Strive towards a more sustainable and complete community where there is a balance between natural, urban, social and economic environments.
3. Maintain and strengthen Lloydminster's role as a regional, commercial, cultural, educational, medical, and service centre;
4. Maintain and strengthen the level of recreational and cultural opportunities for all ages in Lloydminster;
5. Continue to promote and develop the strengths of Lloydminster's unique bi-provincial location, and limit the impacts of political boundaries or barriers to growth and development;
6. Improve the form and character of development along Highways 16 and 17 as gateways to the City;
7. Facilitate new housing development which incorporates a full range of housing opportunities, types, prices, and tenure, so that residents may remain in Lloydminster, despite changes in their own lifestyle, family size, age or income level;
8. Integrate compatible land uses which take advantage of existing community and utility services;
9. Discourage development in the urban fringe of Lloydminster which may jeopardize the future growth and development of the City; and
10. Improve relationships and understanding with the First Nation community of Onion Lake, and thereby promote the diversity and heritage of the area.

# CHAPTER 4

## Growth Management

Lloydminster's historic growth pattern has been the gradual outward expansion from the meridian (or 50<sup>th</sup> Avenue). During the past 20 years, the provincial economic conditions within both provinces has reshaped the traditional balanced growth approach. Today Lloydminster is experiencing slow growth on the Saskatchewan side, while the Alberta side continues to grow in a south and west direction. In addition, the major employment opportunities are distributed north, and east (e.g. Bi-Provincial Upgrader) from where the majority of residents live. The accumulative effect of this pattern of growth has begun to appear in people's daily lives. The volume of traffic on key streets and avenues, for example, result in peak hour delays and back-ups. Certain turning lanes on streets are overflowing with cars into the travel lanes. The cost of new infrastructure and recreation facilities, and the strain on existing facilities has also become evident in the community.

The direction of this Plan Lloydminster has therefore become how do we manage growth in a community where the political boundaries have such a significant impact on land use patterns? To answer this question we must first ask another.

What is growth management and why should the City of Lloydminster establish a growth management strategy?

*Growth Management is a planning approach which seeks to redistribute growth and development in ways that minimize negative environmental, social, economic development, and fiscal impacts, and do not for the purposes of this plan, reduce the amount or rate of growth.*

The tools used to manage growth are the development plan, zoning and subdivision regulations, servicing requirements, municipal budgeting process, transportation demand management, environmental protection, inter-municipal planning and fringe area policies.

The reasons for managing growth in Lloydminster include the desire to:

- encourage the efficient and full utilization of community services and utility services (e.g. water, sewer and roads);
- preserve the character, quality of life and lifestyle in Lloydminster;
- strive towards a balance of development on the Alberta and Saskatchewan sides of the City;
- reduce the public costs associated with sprawling development; and
- reduce the negative impacts of development within the fringe area of Lloydminster.

Plan Lloydminster also utilizes two additional paradigms in the implementation of the growth management strategy. The first is the concept of “sustainable community planning”, and the second is “transportation demand management”.

“Sustainable community planning” is a simple approach where the people of a community examine their natural, urban or man-made, social and economic environments, and plan for future growth by building on the strengths of those environments, while overcoming their weaknesses. The strains that have become evident in our natural, urban, social and economic environments have caused Plan Lloydminster to take stock of our methods of development and how it affects our quality of life. The “sustainable community planning” approach evaluates our environments, raises issues, and provides policy direction for managed and planned growth.

“Transportation demand management” is the long-term approach to place greater emphasis on managing demand on our roadways, and thereby reduce our dependency on the automobile. To achieve this objective a more compact urban form is encouraged, which integrates land uses, and reduces the use and travel trips of the automobile.

The fringe area, the land surrounding but outside any urban municipality, is an area of concern for both rural and urban communities. It is in the fringe area that the transition from rural to urban or urban to rural uses occurs. While the transition of uses is a natural part of the development process, the types and locations of some transitional uses can lead to inter-municipal conflicts. The fringe area also remains important to ensure rural uses do not compromise the future logical extension of the City. The methodology that will ensure the interests of both Lloydminster and its rural neighbours are maintained is the continued use of inter-municipal planning.

*Issues:*

*How do we deal with fringe area development?*

*How can we manage the cost of extending new infrastructure and servicing?*

**Objectives**

The City of Lloydminster’s growth management objectives are to:

1. Encourage the efficient and logical extensions of utility servicing within the corporate boundaries of the City;
2. Encourage the full utilization of community services for local residences;
3. Reduce the cost of new growth and development on the existing community; and
4. Continue to work with the County of Vermilion River, the Rural Municipality of Wilton, and the Rural Municipality of Britannia to limit fringe area development, which may compromise the future logical extension of the City, or impact the quality of life within the City.

**Policies**

The City will:

1. Continue to review development and subdivision proposals from the perspective of whether or not the applications are in the long-term servicing strategy of the City;

2. Ensure community facilities and services are managed to meet the needs of residents within its corporate boundaries, and where appropriate, to areas of future expansion;
3. Continue to require new development to provide full urban infrastructure and servicing on-site and off-site as an extension of existing services;
4. Continue the residential and industrial land development program on both the Alberta and Saskatchewan sides of the City;
5. Encourage the County of Vermilion River to ensure that their development plan, and development regulations are consistent with the objectives and policies of this plan, and the desire to control the further proliferation of development in the fringe area, specifically within 1 mile or 1.6 kilometres bordering the City;
6. Encourage the preparation of an inter-municipal development plan with the County of Vermilion River to:
  - build and maintain effective channels of communication on inter-municipal issues;
  - cooperate and collaborate on resolving common planning issues; and
  - provide greater certainty for land use decisions where impacts cross jurisdictional boundaries;
7. Continue to support and participate in the operation of the Lloydminster Planning District Commission to undertake the review, adoption, and implementation of the District development plan and zoning bylaw;
8. Encourage the adoption and implementation of the Fringe Area Agreement between the County of Vermilion River and Alberta Infrastructure; and
9. Work with provincial highway jurisdictions and rural municipalities to ensure that the functional integrity of Highway 16 and 17 are not compromised by development proposals within the fringe areas of the City, or detract from the City's effort's to create an attractive gateway to the community.

## Natural Environment

The elements which form the natural environment include watercourses, lakes, hazard land and significant vegetation areas. In Lloydminster the surrounding watercourses, such as Lake Neale, Devonia Lake and Blackfoot Creek also contribute to defining the natural environment around the community. While the City of Lloydminster does not have the ability to protect all elements which form the natural environment, this plan defines and allows the City to protect those hazard areas, watercourses, and significant vegetation areas within its boundaries, and influence the protection of such features within the Lloydminster Planning District Commission Plan boundaries.

For the purposes of this plan, the natural drainage courses which flow into Lake Neale, Bud Miller Lake, Colonial Park Lake, Glenn E. Neilson Lake, Wigfield Lake, and the flood hazard lands adjacent to Wigfield Lake, and the significant vegetation areas (e.g. treed areas) in Bud Miller Park and Weaver Park have been identified as environmentally significant areas. These environmentally significant areas are illustrated on Map 4 – Environmentally Significant Areas.

*Issue:*

*How do we protect ESA areas?*

### Objectives

The City of Lloydminster's environmentally significant area objectives are to:

1. Provide a framework to identify, manage and protect environmentally significant areas (ESA's);
2. Incorporate in Plan Lloydminster and its policies, guidelines for the protection and management of ESA areas;
3. Prevent the loss of life and damage to property from erosion, flooding and soil instability; and
4. Maintain high water quality in surface water drainage systems.

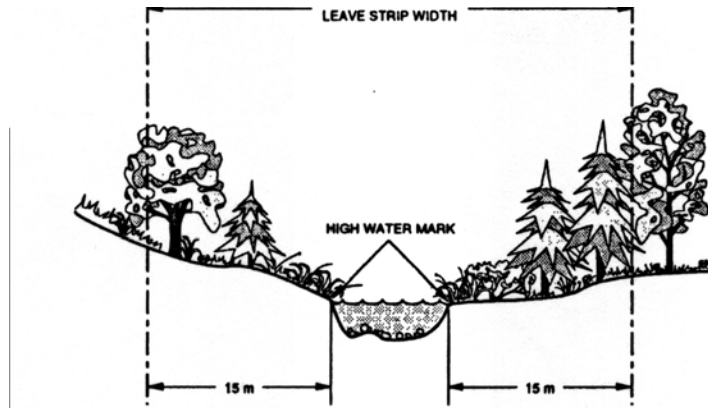
### Policies

The City will:

1. Protect those environmentally significant areas identified in Plan Lloydminster through the development process, and through municipal management plans;
2. Review all new developments which may impact ESA areas, and where appropriate, require an impact assessment to determine mitigation measures to minimize impact or disturbance;

3. Encourage the protection of ESA areas by dedication, restrictive covenants in the name of the City, or subdivide off the ESA as an environmental reserve or public utility lot;
4. Direct development away from those lands where flooding may have a potential natural hazard, soil instability, or have been identified as hazardous by the City, or other agencies have jurisdiction (Figure 5.1 illustrates the setbacks from watercourse, or hazard areas);

**FIGURE 5.1**



Minimum Leave Strip for a Well-defined High Water Mark in a Residential/Low Density Area

5. Prepare a management plan for the preservation and enhancement of the significant treed areas in Bud Miller All Seasons Park, and Weaver Park; and
6. Review and implement measures to enhance and rehabilitate the City's stormwater retention lakes and natural or man-made drainage channels using indigenous plants and trees, as depicted in Figure 5.2 below.



Figure 5.2 - Man-made retention pond landscaped to restore the area in an environmentally sensitive manner and improve water quality through the planting of indigenous plants.

## Urban Form and Design

**T**he physical qualities of a City are derived from many factors. In Lloydminster, the greatest contributing factor is created by the built form of development, and how it is distributed throughout the urban areas. The physical relationships between the places in which residents live, play, shop and work create the dynamics of our City.

Over the next 30 – 35 years Lloydminster’s population will double in size. Much of the development that will take place to accommodate new residents will be focused within designated neighbourhoods throughout the City. This growth will continue to impact and influence the built form along 44<sup>th</sup> Street (Highway 16) and 50<sup>th</sup> Avenue (Highway 17), as well as the central business district.

### 6.1 Neighbourhood Form

Lloydminster is comprised of a number of existing and proposed neighbourhoods, which for the purposes of this plan include older traditional neighbourhoods, and newer suburban neighbourhoods. The urban form and design of each type of neighbourhood may be described as:

- 1) traditional – grid pattern of streets and lanes; smaller lots, tree lined boulevards, and a clear delineation between residential areas and commercial; and
- 2) suburban – curvilinear streets with limited use of lanes, a mix of land uses, central collector road system used to create focal points for public uses, recreational opportunities and higher densities.

#### Issues:

1. *Retaining the character of established neighbourhoods.*
2. *Providing a range of housing forms to serve a diversity of housing needs.*
3. *Guideline for new neighbourhoods.*

#### Objectives

The City of Lloydminster’s neighbourhood form objectives are to:

1. Establish a set of principles to guide the future urban form of new neighbourhoods while preserving established neighbourhoods, which are consistent with growth management direction in this plan;
2. Encourage a range of residential housing forms within each neighbourhood which serve a spectrum of human needs;
3. Encourage new developments to have an open and accessible neighbourhood form that emphasizes the integration of new housing rather than separation from the street and adjacent neighbourhoods (e.g. walled developments);
4. Maintain and enhance opportunities for public routes of access through the linking of residential areas, commercial areas, parks and open spaces;
5. Preserve and enhance neighbourhood focal points, open spaces, and recreational areas; and

6. Encourage a balanced mix of community facilities, dwelling types, neighbourhood commercial, schooling and recreational opportunities.

### **Policies**

The City will:

1. Maintain and enhance the stability and livability of existing traditional neighbourhoods close to the central business district by ensuring that intensification in the form of infill and conversions are consistent with the neighbourhood structure and character, and that intensification along main streets is sensitively integrated with existing neighbourhoods;
2. Encourage good connections through and between neighbourhoods, by improving the quality, safety and continuity of the pedestrian environment, and promoting connections to Bud Miller All Seasons Park and Weaver Park, neighbourhood parks/open spaces, schools, and other important public destinations;
3. Ensure new neighbourhoods are designed to incorporate the following traditional neighbourhood principles:
  - a neighbourhood has a centre and defined edges;
  - a neighbourhood has an optimal size and distance from the centre to the edge;
  - a neighbourhood has a balanced mix of activities, dwellings, shopping, employment, schools, places of worship, and recreation;
  - a neighbourhood places building sites and traffic on a hierarchy of inter-connecting streets;
  - a neighbourhood gives priority to public spaces and the appropriate location of community and public buildings; and
  - a neighbourhood preserves high quality open spaces and natural features.
4. Ensure that new and infill development is well-integrated into the surrounding urban patterns and provides good pedestrian, vehicular and visual connections to adjacent neighbourhoods, by having regard for:
  - Surrounding urban patterns, and traditional designs and materials which contribute to the quality, character, and physical identity of existing neighbourhoods, such as patterns of streets, blocks, lots, open spaces, parks, presence of views, corridors, sight lines, and landmarks;
  - Scale and siting of buildings, and their relationships to community facilities, residential, commercial, and open space uses;
  - The alignment of new streets and, where appropriate, the realignment of any existing streets which will be consistent with desired view corridors; and
  - Establishing building envelopes to govern the bulk, and massing of buildings in order to take into account the visual effects of building massing and siting on views from other parts of the City; and on sun and wind conditions; views; and perception of building scale at street level and in the surrounding neighbourhood;

5. Ensure that the primary entrances to multiple unit buildings are located on a public street frontage, and that the organization of building functions, and the architectural expression of building entrances and facades adds interest to the street;
6. Encourage the establishment of a visually coherent pattern of building heights, placing particular emphasis on achieving incremental building height transitions between areas of contrasting character or use; and
7. Ensure new developments address safety and crime prevention through urban form, design, and landscape architecture which provide:
  - Openings in walled communities at regular intervals for the safety of pedestrians and cyclists;
  - Proper lighting of parks, pedestrian areas;
  - Landscaping which promotes safety and crime prevention;
  - Buildings and private usable open spaces which promote “eyes on the community”; and
  - Building forms with unobstructed entrance ways to reduce crime opportunities.

## 6.2 Highway Corridors

The highway corridors along Highways 16 and 17 may be characterized as commercial areas which are primarily vehicle oriented enterprises, or which rely on highway exposure for their business. Generally the forms of development include a broad range of service and convenience uses requiring relatively large land areas in relation to building size, including tourist and accommodation, strip commercial development, automobile sales and service, and related outlets.

The physical character of the highway corridors are also influenced by Lloydminster’s unique border situation and the expanding central business district. The Saskatchewan portion of Highway 16 and the central business district may be generally described as having a narrower road right-of-way and more urban character. The Alberta portion of Highway 16 and peripheral portions of Highway 17 provide a wider road right-of-way and highway character.

### *Issue:*

*Form and character of commercial development along the Highway corridors.*

### **Objectives**

The City of Lloydminster highway corridor objectives are to:

1. Establish a set of principles to guide the future form and character along highway corridors; and
2. Recognize the City’s highway corridors as important gateways to the community.

### **Policies**

The City will:

1. Establish guidelines for new development which enhances their form, character, and physical appearance;

2. Encourage urban design which reduces the visual impact of large scale developments (e.g. “Big Box” retail and developments with large parking areas) and creates a more pedestrian scale or orientation to the street; and
3. Review its highway corridor enhancement program to determine methods to beautify the corridors in recognition of its importance to tourism and the community’s overall quality of life.

### 6.3 Central Business District

The central business district is the City’s central and historical commercial core, and is commonly referred to as the CBD. The concentration of intensive commercial, major public facility, cultural, and higher density residential developments creates a vibrant and recognizable centre of the community. The central business district includes the established or historic downtown at its core, and extends south of 44<sup>th</sup> Street along 50<sup>th</sup> Avenue to 36<sup>th</sup> Street.

The siting of buildings, heights of buildings, design of streets and public places, such as the new civic centre site, all contribute to the built form of the central business district. The built, or urban form, influences the urban environment and contributes to our sense of community. One of the key principles within Plan Lloydminster is to maintain a vibrant and recognizable city centre incorporating the historical commercial core north of 44<sup>th</sup> Street, and the expanded business district south of 44<sup>th</sup> Street. To achieve this direction the plan encourages the “re-urbanization” of the historical downtown core, and the “intensification” of the expanded central business district.

#### Issues:

1. *Maintaining an intensive commercial and multiple functional downtown core.*
2. *Evolving the central business district south of 44<sup>th</sup> Street to a more compact urban form and character.*

#### Objectives

The City of Lloydminster’s central business district objectives are to:

1. Maintain the historical downtown core as an intense commercial, business, residential and cultural precinct;
2. Evolve the central business district (CBD) into a major high density residential precinct;
3. Evolve the CBD as a future transit oriented centre;
4. Maintain programs to revitalize and enhance the urban form of the historical downtown core; and
5. Evolve the expanded CBD to develop into a higher density urban form similar to the traditional or historical downtown core, while maintaining the requirement for on-site parking.

#### Policies

The City will:

1. Review and update the “Downtown Redevelopment Plan” relative to following the urban form and design criteria;
  - Defining the centre, edges and gateways to central business district;
  - Maintaining a consistent building form which emphasizes buildings to the street edge, minimize the impact of large parking areas; and use standard streetscape components;

- Integrate commercial, residential, institutional and public land uses;
  - Give priority to maintain buildings of historical value, landmark buildings and visual points of reference in the CBD;
  - Provide safe, usable and attractive streetscapes; and
  - Give priority to buildings and open spaces which take advantage of sunlight and energy conservation, while minimizing adverse impacts of wind and winter climate;
2. Review and initiate, with the assistance of the Business Improvement District, opportunities for redevelopment and “re-urbanization” in the historical downtown core;
  3. Establish guidelines for the expanded central business district south of 44<sup>th</sup> Street which encourage the urban form and design criteria in policy number one above, while maintaining the requirements for off-street parking;
  4. Encourage a vertical mix of uses in buildings by providing for businesses on the lower storeys with office or residential uses above;
  5. Support an urban form and land use pattern where residential densities increase with proximity to the central business district;
  6. Stress the importance of aesthetics, functionality and heritage significance in the review of redevelopment in the historical downtown core;
  7. Through the development process, provide for urban parks, courtyards, open spaces, and pedestrian and bicycle connections to the central business district; and
  8. Continue to develop the civic square site as a community focal point and tourism opportunity within the heart of the central business district.

## 6.4 Heritage Buildings

The traditional neighbourhoods and the downtown core of the City contain a number of period homes and commercial buildings. The City has prepared a Heritage Resource Inventory identifying those buildings and residences having possible or potential heritage value. The heritage buildings in Lloydminster re-enforce a number of traditional neighbourhood elements and also provide identifiable landmarks in the City (e.g. old post office (Heritage Building) and Town Hall (City Hall from 1930-2000)).

*Issue:*

*Maintaining buildings of heritage value.*

### Objectives

The City of Lloydminster’s heritage building objectives are to:

1. Encourage infill and redevelopment projects to incorporate heritage characteristics or building features in traditional neighbourhoods, where it is deemed appropriate by Council;
2. Encourage redevelopment projects in the traditional downtown core to mimic the architectural character, features or materials of buildings having heritage value; and
3. Investigate conservation mechanisms to encourage the preservation and restoration of buildings with heritage value, as identified in the City’s Heritage Resource Inventory.

## Policies

The City will:

1. Establish guidelines for infill and redevelopment projects in residential areas to ensure new developments respond with sensitive siting and building design and mimic elements of neighbourhood scale, character, and building features;
2. Review and revise the Downtown Redevelopment Plan to ensure new developments respond with sensitive siting and building design to preserve the heritage value, and where appropriate the landmark character of predominant heritage buildings; and
3. Investigate conservation mechanisms to encourage the preservation and restoration of buildings with heritage value through the following:
  - Heritage Registries;
  - Heritage Designations;
  - Development Permit guidelines;
  - Alternative zonings and heritage agreements to revitalize and maintain buildings.

# CHAPTER 7

## Housing

**T**his chapter identifies the objectives and policies for the provision of future housing in Lloydminster. The housing policy direction is based on the issues and trends identified in Chapter 2.

### Issues:

1. *Accommodating increasing population and growth, particularly on the Alberta side of the City.*
2. *Providing housing to accommodate a spectrum of housing needs for all incomes, lifestyles and ages.*
3. *Maximize use of existing serviced lands.*
4. *Encourage sensitive and compatible redevelopment in older residential areas.*

### Objectives

The City of Lloydminster's housing objectives are to:

1. Provide for the orderly and properly staged residential development on both sides of the border, to meet the demands of the marketplace;
2. Sensitive integrate new infill housing into the traditional neighbourhoods north of 44<sup>th</sup> Street (Highway 16);
3. Minimize the costs of new development to existing residents;
4. Make efficient use of the existing housing stock and the large, easily serviceable vacant parcels, thereby optimizing the benefits that can be derived from existing infrastructure;
5. Integrate higher housing densities and a mix of residential units into the central business district;
6. Encourage public and private sector developers to provide for a diversity of housing in all neighbourhoods which addresses the full spectrum of life cycles, life styles, social needs and income levels;
7. Minimize the impacts of strata developments on the "fabric" and function of neighbourhoods; and
8. Create sensitive transitions between differing uses (e.g. commercial and residential), and densities (e.g. multiple unit housing and single detached housing).

### Policies

The City will:

1. Continue to develop land for a diversity of housing on both the Alberta and Saskatchewan sides of the City;
2. Continue to cooperate and collaborate with the private sector development and construction industries to respond to the market demands in determining the type, form, staging and timing of servicing residential lands;

3. Ensure the following criteria is incorporated in new residential areas:
  - use of curvilinear roadways;
  - deeper lots on arterials and collectors, and in the transition between densities;
  - integration of schools, open spaces and other amenities within residential subdivision layouts;
  - providing a mix of lot sizes and densities;
  - maximizing setbacks from major intersections; and
  - providing pedestrian, cycling and vehicle circulation connections to adjacent residential areas;
4. Encourage increased residential housing densities in and adjacent to the central business district as identified in this plan, thereby optimizing the benefits that can be derived from existing servicing and infrastructures;
5. Prepare development permit guidelines for multiple unit density residential development to encourage compatibility with the character of adjacent single detached residential areas;
6. Use building form, character, roof slopes, design details, landscaping, street orientation and other methods to reduce the impression of mass in multiple unit housing developments;



Figure 7.1 illustrates the elements of building form, street orientation and reduced impressions of mass for multiple unit housing (e.g. apartments)

7. Incorporate provisions in the zoning bylaw to allow density bonusing for multiple unit developments in return for developers providing affordable, rental, senior citizen or special needs housing;
8. Require new residential developments to provide and pay for infrastructure and servicing improvements and the extension of services, to facilitate the development based on the City's method of developer cost contributions or levies;

9. Planned dwelling groups, strata developments and large multiple unit housing projects encompassing an area of 1 ha or more will:
  - Provide pedestrian, cycling and vehicle circulation connections to adjacent residential areas;
  - Include a variety of housing types to meet a range of life cycles, life styles, social needs and income levels;
  - Provide transition and continuity to the surrounding urban fabric;
  - Incorporate community facilities which may be utilized on a joint-use basis with the adjacent larger community or neighbourhood;
  - Address safety and crime prevention through environmental design; and
  - Incorporate urban design elements (e.g. plazas, focal points and useable open spaces) which re-enforce continuity with the surrounding neighbourhood;
  
10. Facilitate housing forms such as:
  - continuing care;
  - long-term care;
  - retirement homes/communities;
  - extended care;
  - intermediate care facility;
  - nursing homes/rest home;
  - adult community care facility/assisted living; and
  - group homes; and
  
11. Examine the use of zoning to provide innovative ways of increasing housing alternatives. Examples include:
  - increasing density through infilling;
  - mixed use zoning (e.g. more residential above commercial); and
  - smaller lots sizes.

# CHAPTER 8

## Commercial Development

**T**here are three major commercial categories within the City:

- Neighbourhood Commercial;
- Vehicle Oriented Commercial; and
- Central Business District Commercial.

These are identified on Map 10, Future Land Use Map. The City will consider commercial development proposals in these designated areas within the objectives and policies of this plan.

### 8.1 Neighbourhood Commercial

The traditional and newer neighbourhoods in Lloydminster all have existing commercial stores which provide a local convenience store service to the residents in their community. In newer neighbourhoods such as Steele Heights, neighbourhood commercial development and its surrounding land uses form a “neighbourhood village”. The objectives and policies in this section are to direct new development to portray a more complete or sustainable community neighbourhood model.

#### Issues:

1. *The role of existing neighbourhood stores.*
2. *The role of new neighbourhood commercial (village) developments in context to higher order commercial areas.*

#### Objectives

The City of Lloydminster’s neighbourhood commercial objectives are to:

1. Recognize the role and function of the existing neighbourhood stores as part of the neighbourhood “fabric”; and
2. Ensure the siting and scale of future neighbourhood commercial developments do not diminish the viability or importance of existing neighbourhood commercial developments, or higher order commercial areas such as the central business district.

#### Policies

The City will:

1. Recognize neighbourhood commercial developments as having the following characteristics:
  - located within a neighbourhood setting;
  - buildings with residential architectural style consistent and in context with adjacent residential dwellings;
  - containing a residential component within or as part of the overall development;
  - located at the intersection of collector and collector/arterial roadways;
  - having good pedestrian access routes to the neighbourhood; and
  - central proximity to the overall neighbourhood;

2. Encourage neighbourhood commercial development to be separated by approximately one kilometre, and defined by a market trade area which includes approximately 5,000 residents;
3. Limit the scope of a neighbourhood commercial development to a maximum of 929 m<sup>2</sup> (10,000 square feet) of commercial space, with individual commercial retail units not exceeding 280 m<sup>2</sup>; and
4. Discourage new neighbourhood commercial development within 500 metres of either the central business district or vehicle oriented commercial areas.



Figure 8.1 depicts a neighbourhood commercial development with the elements of residential character, mixed use, and neighbourhood scale.

## 8.2 Vehicle Oriented Commercial

Vehicle oriented commercial are identified along the Highway 16 and 17 corridors (44<sup>th</sup> Street and 50<sup>th</sup> Avenue), outside the central business district. The objectives and policies in this section are directed at new development in this category.

### Issues:

1. *Appropriate siting and location of regional shopping centres and "Big Box" retail.*
2. *Appropriate land use, density and role of vehicle oriented commercial.*
3. *Interface with residential areas.*

### Objectives

The City of Lloydminster's vehicle oriented commercial objectives are to:

1. Provide suitable and appropriate locations for vehicle oriented commercial development which serve the travelling public, and vehicle oriented shoppers;
2. Ensure a sensitive transition from vehicle oriented commercial development to adjacent existing and proposed residential neighbourhoods;
3. Ensure vehicle oriented commercial developments are able to integrate into the City's pattern of roads, infrastructure and internal vehicle and pedestrian circulation systems; and

4. Establish policies which recognize the role of large-scale commercial developments from a regional sustainable community planning perspective, as the City continues to expand west along Highway 16, and south along Highway 17.

### **Policies**

The City will:

1. Where large-scale vehicle oriented commercial development (e.g. “Big Box” retail and shopping centres) is proposed outside of central business district, require the following criteria:
  - The development must be located on either Highway 16 or 17 (44<sup>th</sup> Street or 50<sup>th</sup> Avenue), and at the intersection of an arterial or collector road;
  - The development will be required to prepare an impact study to determine the impacts and improvements necessary to the transportation network, servicing networks, and other utility infrastructure;
  - The development will require adequate buffering, landscaping and screening from adjacent residential areas to mitigate negative impacts to existing and future residents;
  - The development will incorporate measures to provide pedestrian connections to adjacent neighbourhoods, and other accommodate alternative modes of travel (e.g. future transit); and
  - The development will incorporate measures for cross access agreements with adjoining parcels, internal access and egress of vehicles, pedestrian circulation, and landscaping;
2. Continue to limit the number of accesses of all vehicle oriented commercial developments on Highways 16 and 17, and arterial roads by identifying safe driveway locations, and requiring cross access agreements with adjoining parcels;
3. Ensure all new developments incorporate landscape and design features to enhance the attractiveness of the City’s entrances to tourists and the travelling public;
4. Require all new or redeveloping commercial developments to visually screen and buffer outdoor storage/display of materials, goods and products, outdoor mechanical or ventilation equipment and, refuse containers from adjacent development and the public roads;
5. Recognize the functions of the large-scale commercial development (“Power Centre”) along Highway 16 (44<sup>th</sup> Street) will be to serve the employment and shopping needs for the residents in the City, as well as strengthening the regional trading area for the City;
6. Review the long-term impacts of farm dealership uses in vehicle oriented commercial areas;



Figure 8.2 represents the most recent “Big Box” retail development in Lloydminster located in the Power Centre.

7. For the life of this plan protect the existing residential housing on the east side of 50<sup>th</sup> Avenue, south, between 35<sup>th</sup> Street and 32<sup>nd</sup> Street from commercial development; and
8. For the life of this plan, protect the existing residential housing on the east side of 50<sup>th</sup> Avenue, north, between 54<sup>th</sup> Street and 57<sup>th</sup> Street.

### 8.3 Central Business District Commercial

The central business district represents the highest concentration of commercial, public facility, cultural and residential development. This concentration and mix of uses allows residents to work, shop and recreate within a short distance of where they live. The result is a more sustainable community which is less automobile dependent.

The objectives and policies below direct development to maintain the importance of the existing or historical downtown core, while recognizing the need to intensify the expanded central business district. The expanded CBD supports the City’s direction to manage growth, maintain a vibrant downtown, and strive towards a more sustainable community.

#### Issues:

1. *Maintaining a vibrant downtown.*
2. *Intensification of the expanded central business district.*

#### Objectives

The City of Lloydminster’s central business district commercial objectives are to:

1. Maintain the historical downtown core as the principle employment, shopping, entertainment and high density residential precinct in the City; and
2. Recognize the expanded CBD as having the highest potential for intensification and achieving the City’s long-term direction for a more sustainable community.

#### Policies

The City will:

1. Amend the “Downtown Plan”, and the zoning bylaw to incorporate the “transitional core”, and the DC-1 zone as part of central business district;

2. Pursue the intensification of those lands north of 36<sup>th</sup> Street, south of 44<sup>th</sup> Street, east of 52<sup>nd</sup> Avenue and west of 50<sup>th</sup> Avenue to a higher density containing a mix of commercial and residential uses with on-site parking;
3. Continue to work with the Business Improvement District (BID) to:
  - identify new business opportunities in the BID;
  - improve the physical appearance and overall infrastructure downtown;
  - market existing businesses as part of the BID; and
  - identify and address parking and transportation issues in the BID; and



Figure 8.3 illustrates the historical downtown core with a mix of commercial retail, office and residential buildings, and the heritage building in the foreground which is a “landmark” building in the City.

4. Amend the zoning bylaw to reflect the land use direction contained in this plan, while recognizing existing land uses and developments.

# CHAPTER 9

## Industrial Development

The City of Lloydminster is the largest developer of industrial land on both the Alberta and Saskatchewan sides of the City. As the largest developer, the City's primary strategy is to ensure an ample supply of industrial business, light industrial and heavy industrial land in both Alberta and Saskatchewan.

### Issues:

1. *Ensuring an ample supply of industrial land on both sides of the border.*
2. *Adequate buffering of heavy industry near residential areas.*
3. *Raising the standard of development along major arterials.*

### Objectives

The City of Lloydminster's industrial development objectives are to:

1. Provide an ample supply of designated industrial land for all of the industrial needs of the City;
2. Provide for flexibility in industrial land design to allow the City to meet the site requirements of individual industries; and
3. Improve the level of buffering, screening and transition of industrial uses from existing and future residential neighbourhoods.

### Policies

The City will:

1. Continue to develop heavy industrial land in the areas identified on the Future Land Use Map 10;
2. Maintain an inventory of approximately 20 ha (50 acres) of serviced industrial land, and plan the servicing of additional land as required;
3. Ensure an adequate supply of industrial land on both the Alberta and Saskatchewan sides of the City, and in all categories of industrial land use (e.g. heavy, light, and industrial business);
4. Address adequate separation distances and effective transition zones between industrial and residential uses through the following risk management approaches:
  - reduction of emissions at source;
  - reduction of impacts through a transition of complimentary land uses to residential areas;
  - consideration of environmental impacts such as prevailing winds;
  - emergency preparedness;
  - enhanced landscape buffers and screening techniques; and
  - ensure that heavy industrial land is provided in relatively large and homogeneous areas;
5. Establish guidelines and standards for landscaping, screening and buffering along major roadways and adjacent residential neighbourhoods; and

6. Restrict non-industrial uses (e.g. commercial uses) in those areas designated for industrial development.

# CHAPTER 10

## Parks, Recreation and Open Space

**T**he City of Lloydminster has reached an important threshold with respect to its recreational and leisure pursuits. The City is now home for recreational and cultural opportunities beyond neighbourhood parks and sports fields. Indoor pools, proposed public theatres, museums and art galleries are now integral parts of the urban environment.

Because of the importance of parks, recreation and open spaces in our urban environment, it is advantageous to consider wider civic objectives in examining the placement of major facilities or in scheduling their development. The magnetism generated by an important city-wide recreational or cultural facility or major park may be important in achieving the goal of balanced urban growth or in improving the acceptability of an individual neighbourhood or side of the City. While the border location of Lloydminster may restrict choices for development of certain facilities, attention should be given to opportunities which may encourage the achievement of broad urban environment objectives.

The quality and character of a City's urban environment is often set by the perception of its public spaces and the image that the community projects. This quality and character are important to the City's visitors but even more so to its residents. The design, development and maintenance of parks and recreation facilities are a key to generating an attractive urban environment.

Street tree planting, landscape berms and buffers can also enhance the quality of our open spaces. Over the past number of years some progress has been made to improve the downtown and along highway 16. It is important to continue to improve our urban environment through the landscaping of all open spaces and open space linkages such as major roadways, trails and urban areas.

This chapter acknowledges and re-confirms through policy statements, the criteria and standards for city parks, recreation and open spaces. In planning for parks, recreation and open space needs this plan also considers a number of factors:

- Much of the new growth in the community will place strong demands for new sports facilities, playgrounds and school sites;
- The shift in population structure should not obscure the recreational needs of the existing residents of Lloydminster;
- As the population of each neighbourhood, and the City as a whole ages, the recreational needs will change; and
- The demand for leisure services does not all rest upon the City. Indeed, much of the recreation experience is provided by the citizens themselves, by public and semi-public organizations (e.g. user groups, schools, churches, community groups, etc.), by private organizations and by commercial ventures. The expansion in public facilities should be duplicated by expansions in other sectors.

The existing parks, facilities and open spaces are identified on Map 5. Figure 10.1 provides a detailed list by category and area of the existing City parks and facilities.

**FIGURE 10.1  
 EXISTING PARKS AND FACILITIES**

1. <u>Neighbourhood Parks and Facilities</u>	<u>Park Space (ha)</u>
<u>North-West District</u>	
• Glenn E. Nielson Industrial Park	5.1
• Husky Ball Park	0.7
• Kinsmen Tot Lot	0.1
• Lions Park	0.5
• Moose Park	2.1
• Northend Park	0.4
Sub-total	8.9 ha.
<u>North-East District</u>	
• Minor Park	1.3
Sub-total	1.3 ha.
<u>South-West District</u>	
• Anniversary Park	1.9
• College Park	2.0
• Messum Park	2.6
• Parkview Lake Park	1.6
• Rotary Park	1.7
• Westwind Park	0.7
Sub-total	10.5 ha.
<u>South-East District</u>	
• Colonial Park	1.6
• Glendale Park	0.6
• Lakewood Park	0.6
• Rekrutiak Park	0.4
• Turvey Park	0.6
Sub-total	3.8 ha.
<b>TOTAL</b>	<b>24.5 ha.</b>
<u>2. District Parks and Facilities</u>	
<u>North-West District</u>	
• Kin-Kinette Park/Archie Miller Arena/Pool	2.1
Sub-total	2.1 ha.

South-West District

• Kinsmen Participark	8.4
• Parkview School Area (Proposed)	3.2
<b>Sub-total</b>	<b>11.6 ha.</b>

South-East District

• Jaycee Park	13.3
<b>Sub-total</b>	<b>13.3 ha.</b>

<b>TOTAL</b>	<b>27.0 ha.</b>
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3. City Wide/Regional Parks and Facilities Park Space (ha)

• 80 acre Multi-Recreational Centre (Proposed)	32.4
• Bud Miller All Seasons Park/Leisure Centre	79.3
• Civic Centre	3.2
• Civic Square/Memorial Park	5.6
• Golf Course/Communiplex	64.0
• Exhibition Grounds	37.6
• Legion Ball Park/VLA Soccer Fields	17.3
• Weaver Park/Barr Colony Cultural Centre	13.7

<b>TOTAL</b>	<b>253.1 ha.</b>
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*Issues:*

1. *Meeting the growing park, recreation and open space needs in the community.*
2. *Maintaining the quality of facilities and open spaces.*
3. *Funding new major facilities and complexes.*

**Objectives**

The City of Lloydminster’s parks, recreation and open space objectives are to:

1. Establish a well integrated and linked system of parks, recreational and cultural facilities, and open spaces that serve a full range of needs in the community, from active recreation, to passive enjoyment;
2. Develop parks, recreational facilities and amenities by function and need according to City guidelines within the community’s ability to pay;
3. Ensure the land provided for parks and facilities are of sufficient size and in a location to meet the needs of the whole neighbourhood and community; and
4. Ensure district level facilities and lands are provided by the four sectors (e.g. Northwest, Northeast, Southwest, and Southeast).

**Policies**

The City will:

1. Establish long-term priorities and a capital plan for the acquisition and development of parks, recreation and cultural facilities, and open spaces;
2. Review the allocation and location of lands in the update of the “Parks and Recreation Master Plan” and “Open Space Study”;

3. Maintain the following current guidelines:
  - a) Neighbourhood Parks:
    - generally provide for playground opportunities, informal play areas and passive walkway and seating areas (e.g. Westwind Park);
    - catchment area 0.8 km – 1.6 km radius;
    - locate in proximity to or as joint-use sites with school sites;
    - one site per 1,000 – 2,000 population;
    - approximately 2 to 4 hectares in size; and
    - projected need as a result of growth and new development is 1.4 hectares of park to 1,000 population.
  - b) District Parks:
    - usually provide for high activity sports fields, tennis courts, and major indoor facilities (e.g. Kinsmen Park);
    - catchment area 2 – 3 km
    - one site per 10,000 to 15,000 population;
    - approximately size 8 ha – 20 ha;
    - city divided into 4 districts, north-east, north-west, south-west, and south-east;
    - future requirements due to growth and development is 1.5 ha per 1,000 population;
    - the site and development of district parks can assist in directing growth and should be considered in this light; and
    - district parks are linked to the network of open space corridors.
  - c) City Parks:
    - usually areas of special significance to the entire city population, and having a wide variety of amenities or regional draw (e.g. Bud Miller All Seasons Park, and Communiplex);
    - future requirements due to growth and development is 3.6 to 6 ha per 1,000 population;
    - the siting and development of city wide or regional facilities and parks can assist in directing growth and should be considered in this light; and
    - city wide and regional parks and facilities are linked to the network of open space corridors.
4. Continue to utilize the following guidelines and criteria for siting of recreational facilities and parks:
  - consolidate municipal, school and environmental reserves, where possible, of sufficient size to be functional and accommodate many activities;
  - maintain the “park setting” of parks containing recreation facilities;
  - these parks allow the development of multi-purpose facilities and the integration of activities;
  - larger park nodes allow the development of linking corridors of open space, thereby achieving pedestrian, cycle and cross-county ski movement through the City;
  - larger park areas allow more efficient maintenance;
  - consideration of the economics and funding sources which impact the operating costs, provincial sources of funding, construction and land costs;

- a park edge should relate directly to the neighbourhood or district it serves and combine with other community facilities (eg. places of worship, stores, schools, etc.) to provide a greater sense of community;
  - parks should not be enclosed by residential development so as not to disassociate the park with the rest of the neighbourhood or district;
  - in general, larger sites are recommended as being more efficient in terms of overall site development than separate smaller sites;
  - consideration of functional coordination with other proposed or existing facilities which increase usage and decrease the overall cost or operation;
  - potential for expansion, activity, and operational flexibility as recreational needs change or as the community ages (eg. neighbourhood life cycle); and
  - potential to achieve other urban or civic objectives such as balancing community growth or concentrating specific facilities.
5. Consult with residents and sports field users to determine which facility improvements are most needed in the development of neighbourhood and district parks;
  6. Continue to facilitate the development of a city wide 80 acre (32 hectare) recreation/sports field complex at a location that maximizes facility potential, and possibly in conjunction with other civic uses or resources;
  7. Continue to plan and develop new parks and facilities in cooperation with the Lloydminster Public School Division and the Lloydminster Catholic Separate School Division;
  8. Implement a community development model to expand the involvement of individual user groups and community groups in the provision of district and city-wide parks and facilities which will:
    - recognize the benefit of volunteer involvement in providing services;
    - utilize existing community resources;
    - strengthen community pride and commitment to the delivery system;
    - help residents and groups rely on their own resourcefulness; and
    - provide a wider range of available recreation opportunities.
  9. Continue to make linear parks, trails and open space linkages a priority to connect city parks, schools, community facilities and other destination areas;
  10. Incorporate the following environment design techniques in the development of new park areas:
    - residential development overlooking park areas;
    - landscaping which does not create hidden areas;
    - avoiding creation of blank walls adjacent to parks; and
    - ensuring parking areas are visibly from adjacent streets;
  11. Establish landscape design standards for municipal reserve strips along major roads, retention ponds, buffer areas, open space linkages, and other large areas to enhance the quality of the City urban environment; and

12. Continue to take the maximum dedication of reserve land and/or money in lieu of reserve allowed for municipal and school purposes through existing legislation for residential developments.

**CHAPTER**  
**11**

**Institutional Land Uses and Services**

Institutional uses such as educational facilities, community health, protective services (fire and police), libraries, and government services all play important roles in our daily lives, and help shape our urban and social environments. In Lloydminster the provincial border enhances the communities awareness of institutional, and in particular government services.

This chapter will review the issues, objectives and policies relevant to Plan Lloydminster.

**11.1 Education Services**

Educational services in Lloydminster are provided by a mixture of public and commercial agencies. Lloydminster Public School Division, Lloydminster Catholic Separate School Division, and Lakeland College provide public education. Reeves Business College provides education on a commercial basis. The City of Lloydminster has no mandate on education policies other than advocating to the School Divisions on policy areas that impact the City.

The Lloydminster Public School Division offers education from kindergarten to high school. The Division has seven elementary schools, two junior high schools, and one high school. The 1998 - 2005 enrollment figures for the LPSD are illustrated in Table 11.1(a).

The Lloydminster Catholic Separate School Division offers education from kindergarten to high school, as well as French Immersion at the elementary level. The Division has three elementary schools and one high school. LCSSD does not have a junior high school but operates its elementary schools on K-7 basis and the high school on an 8-12 basis. The 1998 - 2005 enrollment figures for LCSSD are illustrated in Table 11.1(a).

**FIGURE 11.1(a)**  
**LLOYDMINSTER SCHOOL ENROLLMENT**  
**1998 - 2005**

Year	LPSD		LCSSD		TOTAL	
	#	% Change	#	% Change	#	% Change
1998	3,229	-1.4%	1,521	+3.8%	4,750	+0.2%
1999	3,259	+0.9%	1,507	-0.9%	4,766	+0.3%
2000	3,351	+2.8%	1,516	+0.6%	4,867	+2.1%
2001	3,375	+0.7%	1,610	+6.2%	4,985	+2.4%
2002	3,405	+0.9%	1,591	-1.2%	4,996	+0.2%
2003	3,451	+1.4%	1,581	-0.6%	5,032	+0.7%
2004	3,430	-0.6%	1,668	+5.5%	5,098	+1.3%
2005	3,358	-2.1%	1,690	+1.3%	5,048	-1.0%
Total Change		<b>3.9%</b>		<b>11.1%</b>		<b>6.3%</b>

Figure 11.1(a) shows that all though there have been fluctuations between years and school divisions, overall, the two school systems in Lloydminster have seen strong enrollment growth. Overall, enrollment in Lloydminster has grown 6.3 percent over the past 8 years. This growth has been driven by enrollment increases in the LCSSD, which has experienced a 11.1 percent increase in enrollment during this time period. Growth in the LPSD has been much more modest at only 3.9 percent during this time period.

The ratio of public to separate school enrollment is 66.6 percent LPSD, 33.4 percent LCSSD.

**Projected City School Population**

Each school division prepares an estimate of future school enrollment for their own use. These projections are necessary to properly plan for new school facilities, faculty growth, resource allocation, and transportation needs. The 2006-2011 projected school enrollments for both divisions is shown on Figure 11.1(b).

**FIGURE 11.1(b)  
 PROJECTED LLOYDMINSTER SCHOOL ENROLLMENT  
 1999 - 2004**

Year	LPSD		LCSSD		TOTAL	
	#	% Change	#	% Change	#	% Change
2006						
2007						
2008						
2009						
2010						
2011						

Source: LPSD & LCSSD

**Lakeland College**

Lakeland College is an interprovincial college accredited with the University of Alberta and the University of Saskatchewan. Lakeland College offers education services to students from Alberta and Saskatchewan

Lakeland College offers a variety of programs. The Lloydminster campus offers academic upgrading, business administration, computer science, heavy oil operations, rehabilitation services, and university transfer. The Lloydminster campus has an apartment/townhouse complex for about 300 students, either singles or families. The campus also has the ability to accommodate conferences and conventions. A joint use community theatre is scheduled to be constructed on the college site.

**Commercial Schools**

In addition to public education facilities, Lloydminster has a number of commercial schools. The most well known is Reeves Business College which specializes in business education. Additional commercial schools cover such activities as aviation, driver education, safety, and personal development.

*Issues:*

1. *Future school site locations.*
2. *Joint school/park developments.*

**Objectives**

The City of Lloydminster's education services objectives are to:

1. Support the joint use of local schools for community use (e.g. day care programs, recreation programs for youth/families, and continuing education/adult education);
2. Support development of joint use community facilities (e.g. theatres, community meeting rooms and swimming pools) with the School Divisions and Lakeland College;
3. Support joint use of sites with the School Divisions to accommodate school needs in the community; and
4. Continue to work with Lakeland College and other educational institutions to identify programs and training needed in the community.

**Policies**

The City will:

1. Regularly review with LPSD and LCSSD any opportunities to establish joint use facilities and play fields, based on community needs and population growth;
2. Regularly review with LPSD and LCSSD future school projections and school site needs;
3. Continue to coordinate and facilitate the development of new school sites as required by the School Divisions, particularly a LCSSD high school, and LPSD elementary school in the Parkview neighbourhood;
4. Coordinate efforts to establish joint use fields and community facilities as part of the City's development in new neighbourhoods and redevelopment in existing neighbourhoods;
5. Continue to pursue the establishment of the community theatre at Lakeland College;
6. Continue to work through the Lloydminster Economic Development Authority and post secondary institutions, such as Lakeland College, to develop education programs and training where identified by industry and government;
7. Continue to locate new schools along collector roads in order to improve safety for children, and to lessen impacts on traffic flows on arterial roads; and
8. Continue to support the School Divisions' pursuit of a designated community school in Lloydminster.

## 11.2 Protective Services

### **Police**

Lloydminster is policed by the Royal Canadian Mounted Police. The City detachment has 26 full time members and 4 auxiliary constables. The detachment is located on 47<sup>th</sup> Avenue, just south of Weaver Park.

### **Fire**

Fire protection is provided by the Lloydminster Volunteer Fire Department. The department is comprised of a full time Fire Chief and Deputy Fire Chief, and 32 volunteer fire fighters.

Lloydminster has one fire hall, located in downtown Lloydminster. All fire fighting equipment is stored at this site. The fire hall has recently been renovated and expanded to provide for the full training and education needs of the department.

#### *Issue:*

1. *Maintaining protective services in pace with growth and development.*

### **Objectives**

The City of Lloydminster's protective services objectives are to:

1. Support additional levels of protective services as community needs and population growth require;
2. Continue to support the volunteer efforts of the community in protective services; and
3. Implement and maintain an Emergency Measures Organization (EMO) response plan to deal with potential emergencies and disasters in the community.

### **Policies**

The City will:

1. Review development and growth needs, and annually review the overall response times and level of protective services to new residential areas;
2. Review the need to identify a more central location for a fire hall, to improve response times to the southern sectors of the City;
3. Continue to prioritize the long-term capital building and equipment needs for protective services; and
4. Continue to review its EMO plans and resources, and annually review response capabilities to potential emergency and disaster situations.

## 11.3 Health Services

Lloydminster has developed into a significant regional centre for a variety of health services. Health services in Lloydminster are the responsibility of the Lloydminster Health District (LHD). The LHD's responsibilities include community health, mental health, home care, Dr. Cooke Extended Care Centre, and Lloydminster Hospital.

**Lloydminster Hospital**

Lloydminster Hospital is an 80 bed hospital with expansion capabilities up to 118 beds. The hospital is sufficient to serve a population of 40,000 - 45,000. Medical care, emergency services, maternity, in-patient care and out-patient care services are offered to city and regional residents.

**Extended Care Facilities**

Along with the main hospital, Lloydminster has two extended care facilities, Dr. Cooke Extended Care Centre and Jubilee Home. The Dr. Cooke is a 105 bed facility and the Jubilee Home is a 50 bed facility.

**Clinics**

Lloydminster has a number of medical clinic facilities. There are fifteen medical clinics supporting a full range of services which include, dentists, surgeons, chiropractors, optometrists, ear/nose/throat specialists, general practitioners, and specialists in pediatrics, obstetrics, ophthalmology, radiology, and gynecology.

**Ambulance**

Lloydminster is well provided for by local ambulance services. The City has four fully equipped ambulances and is manned by 8 full time and 22 part time emergency response technicians.

Issue:

1. *Maintain a growing regional health services centre.*

**Objectives**

The City of Lloydminster health services objectives are to:

1. Encourage the Lloydminster Health District to maximize the availability to a full range of local health services and thereby maintain a strong regional health services sector; and
2. Encourage the Lloydminster Health District in the recruitment of specialists to Lloydminster.

**Policies**

The City will:

1. Continue to support and promote Lloydminster Health District, and its facilities as a regional health care center for the health and wellness of all residents;
2. Continue to support the recruitment of specialists to the Lloydminster Health District as a means of creating a more sustainable community health services sector, and thereby reducing residents need to travel outside the community; and
3. Review the zoning bylaw to ensure the City is able to respond to needs for new or expanded health services in appropriate locations.

## 11.4 Government Services

### Issues:

1. *Duplication of provincial services.*
2. *Fragmentation of municipal services.*

### Objectives

The City of Lloydminster's government services objectives are to:

1. Encourage and support senior governments to reduce the duplication of services where those services can be provided within the same facility; and
2. Continue to improve public accessibility and government efficiency.

### Policies

The City will:

1. Review opportunities for senior governments to reduce duplication of services and where possible ensure the joint facilities are centralized for the convenience of all residents (e.g. social services from Alberta/Saskatchewan, and employment and job training from the Federal/Alberta/Saskatchewan governments);
2. Review the potential to locate consolidated senior government facilities on the City's Civic Square site;
3. Continue to review its operations and procedures as a means of improving municipal efficiency, effectiveness, delivery of services and public accessibility; and
4. Continue to work with agencies to implement a city-wide "911" emergency response system.

## 11.5 Community Institutional Services

### Objectives

The City of Lloydminster's community institutional services are to:

1. Encourage the provision of community institutional uses (e.g. places of worship) to serve the needs of the community; and
2. Direct community institutional services to locate in areas which minimize the impact on residential neighbourhoods.

### Policies

The City will:

1. Encourage public uses such as places of worship, to participate in an expanded role in providing meeting spaces, daycares, seniors housings, and other community needs; and
2. Encourage the placement of community institutional uses close to neighbourhood commercial areas, and/or on arterial and collector roads.

**CHAPTER**  
**12**

## **Agriculture**

**A**gricultural land uses define the rural setting and character of Lloydminster. Within Lloydminster agricultural land uses are predominantly extensive operations. Agricultural uses in the City represent lands which will one day be developed for urban purposes. Until urban development is appropriate, it remains a priority of the City to not permit fragmentation of agricultural parcels below 64 hectares (160 acres).

*Issues:*

1. *Maintaining agricultural parcels until urban development becomes appropriate.*
2. *Intensive agricultural operations in proximity to urban areas.*

### **Objectives**

The City of Lloydminster's agricultural objectives are to:

1. Maintain the rural setting of existing agricultural uses until such time as urban development becomes appropriate; and
2. Minimize the potential for conflicts between new intensive agricultural land uses and urban areas.

### **Policies**

The City will:

1. Retain the agriculture designation on those lands which are beyond time frame of this plan for urban development;
2. Ensure the Development Plan and Zoning Bylaw establish a minimum parcel size of 64 hectares for agriculturally designated and zoned lands; and
3. Discourage intensive agriculture operations (e.g. feed lots) within the City, and fringe areas, to reduce the potential for conflict with urban areas.

## Natural Resources Extraction

**N**atural resource extraction includes those areas within the City used for aggregate, mineral, oil and gas extraction. The primary natural resources extracted within the City's limits are oil and gas. This chapter establishes objectives and policies to minimize conflicts with urban uses, and ensure the resources may be extracted.

### Issues:

1. *Minimum distance away from well sites.*
2. *Maximize flexibility for future urban uses.*

### Objectives

The City of Lloydminster's natural resources extraction objectives are to:

1. Establish minimum distances for urban development near well and battery sites;
2. Encourage the complete extraction of natural resources prior to advancement of urban development; and
3. Encourage proper site planning of well sites and other resource extraction sites to ensure maximum flexibility for future urban growth.

### Policies

The City will:

1. Consider the proposed future land use and land use pattern around well site locations when determining the location and size of proposed oil or gas well and battery sites, access roads, and/or flow lines;
2. Identify on a database, the location of abandoned wells to ensure safe and proper planning of future urban areas;
3. Require new natural resource extraction sites to obtain a development permit prior to extraction, and thereby consider potential impacts on existing and future development;
4. Require as part of the development permit process, a time limit to be specified and implemented which ensures the resource is extracted, and reclaimed, prior to the advancement of urban development in the area;
5. Work with provincial ministries, and the resource companies, to consider potential site impacts, the duration or life span of the resource extraction, and restoration of the site;
6. Amend the zoning bylaw to incorporate siting provisions for oil and gas wells and other natural resource extraction operations;
7. Require well sites to be a minimum of 100 metres from any surface improvement other than a legal road or road allowances, and from any urban development;

8. Require owners or developers proposing any subdivision or development on land underlain by flow lines or pipelines, or affected by easements or rights-of-way, to move those facilities into pipeline corridors; or obtain setback relaxation that will not jeopardize public safety or injuriously affect neighbouring properties;
9. Require wells or pipelines that are abandoned to be removed within two (2) years of the well or pipeline being abandoned; and
10. Require a landscaped and fenced buffer zone around battery sites when urban development is proposed near the site within the time frame of the operating battery site.

# CHAPTER 14

## Transportation

Lloydminster's transportation network is comprised of an inter-relationship of various modes of transportation. These modes of transportation not only interact with one another, but more importantly, provide the framework which reinforces and shapes our urban form. To manage growth in our community also means we must manage the demands on our overall transportation network. Plan Lloydminster establishes broad objectives and policies for the development of future roadway, pedestrian, cycling and eventual transit networks within the context of transportation demand management.

### 14.1 Transportation Demand Management

Over the past 40 years, the planning of North American cities followed the strategy of dividing cities in homogeneous, single use areas of low density. Large industrial areas and commercial and institutional facilities have frequently been located in separate and isolated groupings far from residential neighbourhoods.

The results of such practice have been to increase auto travel and maximize travel distances. For the majority cities, the automobile has become a necessity to move between home, work, shopping, school and recreational pursuits. In most cases walking, cycling and transit, where available, are not attractive or reasonable options.

This planning practice has therefore led to an overwhelming dependence on the private automobile, and has contributed to:

- urban sprawl;
- increased automobile use;
- delayed desire to introduce transit service;
- limited walking and cycling;
- the need for more roads;
- traffic congestion; and
- air and noise pollution.

In the past, the solution to transportation problems has been to widen existing roads, and construct more roads to meet our travel needs. Often this has only resulted in further increases in travel trips, more congestion, and ultimately the need for even wider roads or new roads. The need to try and meet increased road capacity is becoming an economic, financial and social liability for many larger cities. Many cities are faced with increasing costs for providing all community services, decreased or elimination of revenues from provincial ministries, and citizen resistance to increased taxes and the environmental impacts of roadway projects.

The City of Lloydminster is at its initial stage in its evaluation. Over the next 30 to 35 years our growth is expected to double in population. The direction of future growth, if left unmanaged, will continue to place increased pressures on our existing road network. Plan Lloydminster has established a policy direction

to manage our growth. Plan Lloydminster, in managing our growth, sets out to alter past trends in land use planning and development activity which places greater dependency on the automobile by:

- Planning compatible employment, shopping and residential uses within close proximity to each other in order to reduce travel distances, and to encourage walking and cycling as practical alternatives to the car; and
- The development of a more compact urban form through higher densities and infilling which will support alternative transportation modes, such as walking, cycling, and eventually public transit.

The management of land use planning and transportation planning introduce the concept or term Transportation Demand Management (TDM). The benefits to reducing or eliminating automobile trips are:

- the cost associated with widening or constructing roads may be delayed or reduced;
- the impacts of auto use on air quality will, in the long-term, be reduced; and
- the impacts of traffic noise and social disruption of new or widening roads through existing neighbourhoods will be reduced.

*Issues:*

1. *The cost of new and expanding roads.*
2. *Increased traffic congestion.*
3. *Impacts on existing neighbourhoods.*

**Objectives**

The City of Lloydminster's transportation demand management objectives are to:

1. Place greater emphasis on creating a more compact urban form in order to promote alternative modes of transportation such as walking, cycling, and eventually public transit;
2. Integrate land use planning with transportation planning by managing future development patterns in a manner which minimizes the rate of increase in travel demand;
3. Strive for reductions in the rate of increase in travel demand through TDM techniques tailored to Lloydminster; and
4. Ensure compatibility of transportation networks and facilities with adjacent land uses and the overall form and character of existing neighbourhoods.

**Policies**

The City will:

1. Establish Transportation Demand Management programs in the review of the City's Transportation Study;
2. Encourage increased densities in the vicinity of the central business district and as defined on the Future Land Use Map 10;
3. Ensure the review of the City's Transportation Study integrates land use planning with transportation planning, and identifies alternatives aimed at reducing the rate of increase in transportation demand.

## 14.2 Roadway Network

The road network plays an important role in shaping Lloydminster's urban environment and the design of the road network must be treated as an integral part of land use planning. A hierarchy of roads has been established as a basis for such planning, with each road type having the following specific functions:

- Highways, which accommodate traffic passing through Lloydminster as well as carrying traffic within Lloydminster;
- Arterial roads, which serve as the primary link between the highways and major sections of Lloydminster, usually carrying relatively large volumes of traffic from one part of Lloydminster to another;
- Collector roads, which serve as neighbourhood distributors, link arterial roads with local roads, and allow circulation of traffic within neighbourhoods; and
- Local roads provide direct, low speed access to properties within neighbourhoods.

The hierarchy of roads are depicted on Roadway Network Map 6.

### Issues:

1. *Maintain the mobility function, and capacity of major roadway network.*
2. *Impacts of new or expanded roads on existing neighbourhoods.*
3. *Location and timing of future alternate routes around Lloydminster.*

### Objectives

The City of Lloydminster's roadway network objectives are to:

1. Maintain an efficient and effective roadway network for the safe movement of people and goods in and through Lloydminster;
2. Maintain the mobility function, capacity, and controlled access of Provincial Highways 16 and 17, and arterial roads;
3. Ensure sufficient right-of-way for roads in order to allow for their future expansion when necessary;
4. Improve safety and livability of City roadways by recognizing their inter-relationship with community land uses and facilities;
5. Ensure the City participates in the timing and location of any future alternate routes around Lloydminster;
6. Review the priorities for future road network improvements in context to the need for transportation demand management, and growth financing major improvements; and
7. Review the impacts of farm vehicle and equipment movements on major roadways in the City.

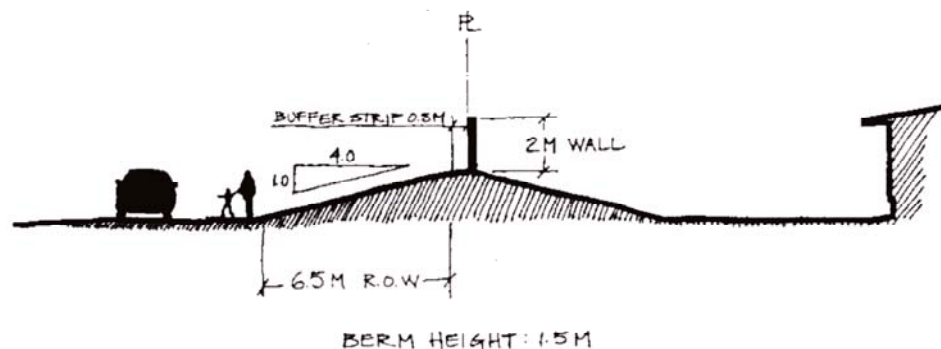
### Policies

The City will:

1. Maintain strict control of access onto Highways 16 and 17, and arterial roadways, thereby, ensuring the safety, efficiency and mobility of major road network corridors;

2. Require traffic impact studies as part of large development proposals which the City feels may impact the safety and mobility of the road network;
3. Upgrade the road network to ensure long-term capacity, in accordance with development, and transportation priorities established in the City's 10 year capital budget process, and the Roadway Network Map illustrated on Map 6;
4. Require roadway improvements to be provided in development areas in advance or concurrent with development to ensure adequate capacity is in place to service demand;
5. Incorporate as part of its Transportation Study review, guidelines for roadway boulevard landscaping (including trees) between the sidewalk and road surface;
6. Incorporate design guidelines which encourage pedestrian-friendly elements for housing developments along collector roads, such as:
  - discouraging developments from turning their backs on the street;
  - minimizing long sections of solid, exposed privacy walls on roadways;
  - encouraging pedestrian access through large developments; and
  - encouraging multiple unit buildings to incorporate rhythms or building massing and features similar to adjacent single detached housing development;
7. Actively participate with the rural municipalities and provincial governments to determine the location, funding, and timing for a new Highway 16 alternate route around Lloydminster to ensure the maximum benefit to the City, and its rural neighbours;
8. Adopt the standard design depicted on Figure 14.2 to protect residents whose homes back onto existing or future arterial roads from the impacts of traffic noise, where a landscape berm is not already provided;

Figure 14.2



9. Provide an open process to permit public consultation with adjacent neighbours, and the broader community in the design and implementation of arterial roadways through existing neighbourhoods;
10. Review the 10 year road network capital budget in context to transportation demands on the network, and impacts of new growth areas;

11. Review the Transportation Study to re-confirm or amend the roadway standards presently used by the City, and incorporate those revised standards into Plan Lloydminster;
12. Require that parking stalls be provided, either on site or off site for all non Business Improvement District developments; and
13. Continue to work with downtown businesses and the Business Improvement District to review and resolve the concerns regarding parking in the traditional downtown area.

### 14.3 Pedestrian Network

Lloydminster has developed a comprehensive network of pedestrian trails, walkways, and sidewalks throughout the City. As development occurs within new neighbourhoods, or redevelopment within existing neighbourhoods, it will be important to ensure the network is enhanced and connected to the existing system.

*Issue:*

1. *A safe and convenient walkway network linking facilities and destinations throughout the City.*

#### Objectives

The City of Lloydminster' pedestrian network objectives are to:

1. Pursue the continued development of convenient and safe pedestrian movement networks and amenities;
2. Ensure that pedestrian linkages are accessible to all segments of the community;
3. Encourage walking as a practical alternative to driving to destinations;
4. Provide for walkways in new developments to ensure neighbourhood pedestrian linkages; and
5. Implement the future linkage network on Map 5, Parks, Recreation and Open Space Map.

#### Policies

The City will:

1. Pursue the expansion of the sidewalk network in redevelopment areas through Development Agreements with private developers, local improvement initiatives, and the development process in City subdivisions;
2. Require that new developments include pedestrian linkages, where appropriate, to ensure pedestrian continuity within neighbourhoods and between neighbourhoods, and to facilities and destination points;
3. Ensure that the sidewalk network is inter-connected to the trail linkage network and to points of destination such as Bud Miller All Seasons Park, schools, district parks, and community facilities;
4. Implement the pedestrian network using the following guidelines:
  - providing continuous linked walkways/sidewalks;
  - creating pedestrian-friendly intersections;

- ease of movement for persons with disabilities;
  - using raised medians;
  - building sidewalks in school zones; and
  - creating other pedestrian amenities such as rest areas and landscaped areas;
5. Work towards ensuring that the pedestrian network incorporates the principle of Crime Prevention through environmental design;
  6. Strive to ensure the safety of children in relation to the road network, by considering children's needs when making decisions regarding prioritization of sidewalk construction, crosswalk provisions and school drop-off zones; and
  7. Review the maintenance of major pedestrian linkages and sidewalks during the winter months to promote safe and convenient pedestrian movement as an alternative to the use of the automobile.

#### 14.4 Bicycle Network

The existing bicycle network in Lloydminster is comprised of the multi-purpose linkage system used by both cyclists and pedestrians. The major linkage network presently utilize rights-of-way and corridors, and extend to major parks, facilities, and commercial areas primarily south of 44<sup>th</sup> Street (Highway 16).

##### Issues:

1. *The continued development of the bicycle linkage network as part of the multi-purpose linkage system.*
2. *Promoting cycling as an alternative mode of transportation.*

##### Objectives

The City of Lloydminster's bicycle network objectives are to:

1. Continue development and maintenance of the bicycle network as part of the City multi-purpose linkage system; and
2. Examine the potential to expand the roadway network to include, through appropriate incorporation, bicycle lanes on arterial and collector roadways;

##### Policies

The City will:

1. Implement the proposed expansion of the major linkage system in new developments, ensuring it incorporates the use of bicycles as part of the network;
2. Ensure the provision of off-road bike paths through open spaces and natural areas, such as Bud Miller Park, where sufficient area is available, and where the off-road system will not damage the open space or natural area; and
3. Consider as part of the Transportation Study review, to include cycling as an alternate mode of travel within the roadway network.

#### 14.5 Transit

The City of Lloydminster currently does not operate a public transit system. Service is limited to a handi-bus only. As the population of Lloydminster continues to grow, the City should consider establishing a threshold at which public transit will be feasible and can be implemented as a component in the Transportation Demand Management model.

### Objectives

The City of Lloydminster's long-term transit objectives are to:

1. Continue to monitor the need and feasibility of public transit; and
2. Promote transit-supportive land use planning and development that is conducive to the efficient operation of public transit when it does become feasible.

### Policies

The City will:

1. Encourage higher densities within the central business district as identified on the Future Land Use Map 10;
2. Ensure that the new residential neighbourhoods are linked with transit-compatible roads; and
3. Consider as part of the Transportation Study review, a section to include threshold population and roadway warrants which identify the feasibility for public transit.

## 14.6 Air Transportation

The Lloydminster airport is an important component in the region's transportation network. The airport handles 26,000 air movements annually, many of which are related to the region's oil sector as well as other industrial uses and provides flight and weather service to general air traffic. There is daily air service to Calgary, which is the location for many of the headquarters of the region's oil companies. The level of use at the airport should be encouraged through marketing and promotion.

### Objective

The City of Lloydminster's air transportation objective is to:

1. Encourage competitive air service to meet the needs of companies and passengers.

### Policies

The City will:

1. Review and update the Air Transportation Study prepared in 1989, to determine optional levels of air service and linkages to other destinations, in consultation with stakeholder groups;
2. Continue to promote competition in air service as a means to meet the needs of companies and passengers travelling to and from Lloydminster;
3. Maintain the facilities and level of service provided at the Lloydminster airport within the fiscal abilities of the City; and

#### Issue:

1. *Providing competitive air service to Lloydminster.*

4. Work with the County of Vermilion River to prevent subdivisions and land use developments on land adjacent to the airport that are in the County but are not compatible with air flight operations or that lead to unsafe operation of the airport, or which obstruct future expansion of the airport.

## 14.7 Rail Transportation

Lloydminster has two railways that provide the City with a valuable alternative to truck and air transportation. The existing Canadian National and Canadian Pacific lines transport a large volume of the region's agricultural, manufactured, and industrial products to national and international markets.

### Issue:

1. *Potential conflict between rail and non-rail traffic and land uses.*

### Objectives

The City of Lloydminster's rail transportation objectives are to:

1. Minimize the impacts and conflicts between rail and non-rail traffic and land uses; and
2. Ensure the continued viability and future expansion of rail service within and from the City.

### Policies

The City will:

1. Work with Canadian National Railways and Canadian Pacific Railways to implement methods to minimize the negative impacts and inconvenience caused by rail traffic in the downtown marshaling yard;
2. Identify options and timing for a grade separation crossing at the 52<sup>nd</sup> Street and 62<sup>nd</sup> Avenue intersection with the rail lines, as part of the review of the Transportation Study; and
3. Protect the continued viability of the rails lines by preserving adjacent lands for those uses requiring rail access, or are not incompatible to railway operations.

# CHAPTER 15

## Utility Services

### 15.1 Water Service

Lloydminster obtains raw water supply from the North Saskatchewan River. The water treatment plant, built in 1983, has a capacity of 27 million litres (6 million gallons) per day. The City, however, only uses 8 million litres (1.7 million gallons) per day with peak consumption approaching 11 million litres (2.4 million gallons) per day. This is sufficient to meet the City's needs until a population of 60,000 is reached.

Raw water is collected from the North Saskatchewan River, 35 kilometres (22 miles) north of Lloydminster. The water is pumped into ponds to allow for the settlement of particulate matter before it is pumped to the treatment facility in Lloydminster.

In addition to meeting the City's needs, Lloydminster provides 7 million litres (1.5 million gallons) per day of raw water to the Husky Bi-Provincial Heavy Oil Upgrader. Lloydminster is able to supply this water from the surplus capacity of its existing water supply system. The 1986 Water Distribution System Study, which outlines the water system in Lloydminster, was updated in 1996. The existing and proposed water distribution system is illustrated on Map 7.

#### Issues:

1. *Ensuring water quality and quantity to serve the community.*
2. *Pressures to service peripheral developments.*

#### Objectives

The City of Lloydminster's water service objectives are to:

1. Continue to expand the City water system as required by development;
2. Continue to maintain the water quality and quantity to serve the community; and
3. Restrict the provision of potable water service beyond City limits.

#### Policies

The City will:

1. Require all new development to pay their share for the provision of water service through off-site levies or local improvements;
2. Restrict the supply of treated domestic water to developments outside the corporate limits of the City;
3. Continue to provide raw water supply to the Husky Bi-Provincial Heavy Oil Upgrader site under special agreements;
4. Continue to monitor upstream developments that could impact water quality in the North Saskatchewan;

5. Continue to work with Alberta Environment to ensure the North Saskatchewan remains a safe and reliable source of water;
6. Continue to expand the water service to new development areas in a logical, efficient and economical manner which is consistent with the City's Water Distribution System Study; and
7. Require all new development or redevelopment to be serviced by a City water service connection.

## 15.2 Sanitary Sewer Service

Lloydminster's sewage treatment plant was built in 1983 and presently has a capacity of 60 million liters per day (13 million gallons). The system is a lagoon type, consisting of three aerobic aerated cells. The system has sufficient capacity to handle the requirements of a community of about 45,000 people. This is enough to meet the City's needs for the next 20 years. The Sewage Collection System Study was prepared in 1990. The existing and proposed sanitary sewer distribution system is illustrated on Map 8.

### Issues:

1. *Ensuring the service is expanded in a logical manner to serve new developments.*
2. *Pressures to service peripheral developments.*

### Objectives

The City of Lloydminster's sanitary sewer service objectives are to:

1. Continue to expand the sanitary sewer service as required by new development; and
2. Restrict the provision of sanitary sewer service beyond City limits.

### Policies

The City will:

1. Require all new developments to pay their share for the provision of sanitary sewer service through off-site levies or local improvements;
2. Restrict sanitary sewer service outside the corporate limits of the City;
3. Continue to expand the sanitary sewer service to new development areas in a logical, efficient, and economical manner which is consistent with the City's Sewage Collection Study;
4. Require all new development or redevelopment to be serviced by a City sanitary sewer connection; and
5. Review and update the Sewage Collection Study to reflect recent developments.

## 15.3 Storm Water Management

Lloydminster has an extensive storm water collection and disposal system. Storm water is drained by a combination of underground mains and surface channels into the storm water disposal system on the east side of Lloydminster. This creek flows through Lakes Neale and Edmonds, into Big Gully Creek, and eventually into the North Saskatchewan River. In order to minimize the size of storm water mains, the City also uses a series of retention ponds to delay storm water runoff.

The specific details of the storm water system in Lloydminster are outlined in the 1988 Drainage Study. The existing and proposed storm water collection and distribution system is depicted on Map 9.

*Issue:*

1. *Storm water quality into storm channels and retention ponds.*

### **Objectives**

The City of Lloydminster's storm water management objectives are to:

1. Monitor the quality of storm water run-off in the storm water system, particularly from industrial sources; and
2. Continue to maintain and expand the storm water system as required by new development.

### **Policies**

The City will:

1. Require all new developments to pay their share for the provision of the storm water collection and distribution system through off-site levies or local improvements;
2. Monitor water quality from storm drainage run-off into channels and retention ponds, and ensure storm water management practices minimize sedimentation and the discharge of urban and industrial pollutants;
3. Continue to expand the storm water system to facilitate new development areas in a logical, efficient, and economical manner which is consistent with City's Drainage Study;
4. Require all new development and redevelopment to accommodate storm run-off from their development area to City standards;
5. Ensure future storm retention ponds and surface drainage channels are developed to a standard which improves water quality and enhances the facilities in an environmentally sensitive manner.

## **15.4 Solid Waste Management**

Solid waste is presently disposed of in a modified landfill site located in northeast Lloydminster. This site meets Saskatchewan Environment's criteria of landfill sites. The landfill has a capacity of 20,000 tonnes per year, sufficient to meet the needs of the City for a period of 40 to 50 years. After that it will be necessary to develop a new landfill site which will be done in conjunction with Saskatchewan Environment.

### **Objectives:**

The City of Lloydminster's solid waste management objectives are to:

1. Continue to follow and improve on Solid Waste Management Plan; and
2. Expand the recycling program.

## **Policies**

The City will:

1. Continue to improve on the solid waste management plan to identify ways to better manage the landfill and preserve its life span, thereby, delaying the cost for rehabilitation and purchase of land for a new site;
2. Utilize the principles of “re-use”, “reduce”, and “recycle” to expand the present recycling programs; and
3. Examine new and expand existing public-private partnerships within the City in implementing recycling programs such as yard waste reductions, collecting and recycling used oil, and household recycling.

## **15.5 Franchise Utilities**

Lloydminster is served by two telephone systems, Telus Corporation on the Alberta portion and Saskatchewan Telephones on the Saskatchewan portion. The provincial border is the boundary between these two companies. Each company has extensive operating facilities in Lloydminster, consisting of underground, surface, satellite, and microwave facilities. Telephone services in Lloydminster are provided by combined surface and underground distribution system.

The City is served by one gas utility, Atco Gas Ltd. Atco has an extensive underground gas distribution system supplying most of the homes and businesses in Lloydminster.

Similar to telephone service two electrical companies serve Lloydminster, Atco Electric throughout most of the City, and Saskatchewan Power covering the remainder of the City. Both utilities provide electrical power to all homes and business in the City. Electrical power is provided by combined surface and underground distribution system.

Videon Ltd. provides cable television service to most City residents. Videon collects television feed via satellite receiving dishes that are located immediately west of Legion Ball Park. This feed is then converted to television signals broadcast via a combination of surface and underground cable to most homes in the City.

## **Objective**

The City of Lloydminster’s franchise utilities objectives are to:

1. Coordinate efforts with franchise utility companies to derive cost and service efficiencies to meet present and future customer demands; and
2. Examine methods to improve effectiveness of existing franchise utility services.

## **Policies**

The City will:

1. Ensure that franchise utility services are available to all lots of all proposed subdivisions – residential, commercial, industrial or other;
2. Encourage all franchise utilities to take efforts to ensure sufficient capacity within their systems to accommodate population and industrial growth by undertaking the applicable studies, and upgrading and expanding their system as necessary;
3. Coordinate all franchise utilities required for development;
4. Ensure all utility companies who provide service within the City have franchise agreements with the City;
5. Examine the feasibility of utilizing electrical power from cogeneration plants for the future needs of residents and industry within the City;
6. Encourage the consolidation or coordination of telephone services within the City to improve service to residents, and return to one area code; and
7. Continue to pursue the implementation of a “911” emergency response system.

**CHAPTER**  
**16**

## **Economic Environment**

**M**ajor elements of a “healthy community” are the economic and employment opportunities available to residents who live in that community. The City, through the efforts of Lloydminster Economic Development Authority, Lloydminster Region Community Futures Development Corporation, Lloydminster Chamber of Commerce, Lloydminster Tourism and Convention Authority and Streetscapes Company have all contributed to preparing economic development strategies and programs for the long-term economic sustainability of Lloydminster.

### **16.1 Increase Employment Opportunities**

#### **Objectives**

The City of Lloydminster’s objectives to increase employment opportunities are to:

1. Encourage and actively pursue the continued expansion of employment opportunities to maintain significant choices for our growing labour force, and to retain our youth and seniors in our community;
2. Provide access to skill enhancement programs by identifying and evaluating skill shortages and develop training programs;
3. Develop and implement support of self-employment and entrepreneurial development;
4. Review, evaluate and introduce employment generating activities that respond to the special needs of youth, women, first nations people, seniors and those with special needs; and
5. Examine the potential applications of federal and provincial programs such as job entry and job re-entry programs.

#### **Policies**

The City will:

1. Continue to work with agencies, industry, and other groups to identify labour shortages, and thereby focus efforts in such areas as training, job skill enhancement, and self employment initiatives;
2. Continue to work with Lloydminster Region Community Futures Development Corporation and other agencies to identify employment opportunities in the Lloydminster region specifically for the youth, women, first nation people, seniors and those with special needs;

3. Continue to support Lloydminster Region Community Futures Development Corporation and their efforts to initiate programs of support and financing for self-employment and entrepreneurial development; and
4. Continue to work with industry, other levels of government, agencies and institutions to examine potential applications for job entry and job re-entry.

## **16.2 Strengthen the Economic Base**

### **Objectives**

The City of Lloydminster's objectives to strengthen the economic base are to:

1. Expand and improve the secondary and tertiary commercial-industrial components of the economic base by generating value-added services and projects that utilize regional primary resources;
2. Identify and prioritize potential business opportunities and serve as a catalyst to the realization of these opportunities;
3. Expand and improve technologies and infrastructures that allow commerce and industry to operate more efficiently, effectively, and promote the "Lloydminster advantage";
4. Improve the commercial/industrial and residential assessment ratio in favour of the commercial/industrial contribution on an annual basis; and
5. Expand the housing and industry potential associated with the aging baby boomer population.

### **Policies**

The City will:

1. Continue to identify opportunities to expand and improve the secondary and tertiary commercial-industrial components within the regional economy, and thereby build on providing value-added services and products particularly to our agricultural and petroleum sectors;
2. Continue to identify and prioritize business opportunities and services in consultation with business and industry, and thereby develop programs to attract, expand, or generate those opportunities;
3. Continue to expand and improve infrastructure serving, high-speed telecommunications and data transfer, and other global technologies to strengthen the efficiency and effectiveness of business and industry in Lloydminster;
4. Continue to expand regional facilities and other tourism attractions as a means of strengthening our regional tourism industry;
5. Continue to evaluate the commercial/industrial – residential assessment ratio as a measure of success in strengthening the local economic base; and
6. Continue to coordinate and collaborate with the development, health and service industries to create housing, employment and services for the region's aging population.

**16.3 Build on Economic Strengths and Resolve Weaknesses**

**Objectives**

The City of Lloydminster's objectives to build on economic strengths and resolve weaknesses are to:

1. Identify and promote the utilization of strengths to improve the area's economic and social prosperity as evidenced by a combination of the following:
  - a net increase in the number of jobs created in the community;
  - a net increase in business licenses each year;
  - a net increase in the level of affordable rental housing;
  - real value increases in building permits on an annual basis;
  - a net increase in assessment on an annual basis; and
  - a greater utilization of the City's service and support infrastructure capacity;
2. Promote the advantages of our unique location;
3. Investigate opportunities to capitalize on human resources and education facilities;
4. Continue to address issues which create barriers to development and our quality of life as a result of the provincial border;
5. Continue to address barriers and deficiencies in transportation and infrastructure;
6. Continue to promote and market Lloydminster's local and regional tourism attractions;
7. Support the Lloydminster Region Community Futures Development Corporation as an important organization to enhance new small business development;
8. Investigate the feasibility of a small business incubator and other entrepreneurial leverage mechanisms, and implement those that are feasible;
9. Continue to improve the economic viability of the historical downtown core of the City of Lloydminster; and
10. Improve the quality of life and physical environment of Lloydminster to a level whereby they serve as attractions for economic growth and prosperity.

**Policies**

The City will:

1. Continue to retain, expand and generate employment opportunities through such strategies as:
  - a) enlisting the support of the business community agencies, and industry organizations by involvement and education;

- b) improving the variety of training courses and access to them;
  - c) surveying the needs of the business community and industry organizations regarding skill shortages and acute labour needs on an ongoing basis;
  - d) encouraging schools and Lakeland College to collaborate with the business and financial communities in the entrepreneurial movement;
  - e) encouraging the use of transition programs that facilitate the movement of people from schools or unemployment to full-time occupations;
  - f) support self-employment and entrepreneurial initiatives and assistance programs;
  - g) creating focus groups and specific project committees that will contribute to the socio-economic well-being of the community; and
  - h) running reverse trade shows so that local purchasing agents can show local suppliers what they buy, and thereby, creating import replacement opportunities;
2. Continue to pursue opportunities to expand, retain and diversify the economy using such strategies as:
- a) maintaining an ongoing system to review and prioritize new business opportunities;
  - b) maintaining and expanding programs through the Lloydminster Tourism and Convention Authority to promote, expand facilities, and provide training opportunities for regional tourism;
  - c) promoting and establishing programs for the concept of retaining, expanding existing businesses, and growing within;
  - d) expanding opportunities and training for e-commerce;
  - e) attracting and establishing services for the “baby boom” population
  - f) pursue larger regional retail and service companies;
  - g) pursue partnerships between Lakeland College and industries regarding research and development, cooperative institutional education initiatives, business incubators, and health care training;
  - h) holding regional trade shows and conferences;
  - i) initiating venture capital, value added, and business opportunity conferences and trade shows; and
  - j) supporting the Lloydminster Region Community Futures Development Corporation in the development of entrepreneurs through training and small business incubators.

3. Continue to develop and resolve infrastructure and transportation issues by:
  - a) tailoring the infrastructure needs to major forms of economic industry (e.g. Upgrader) and future needs of the community;
  - b) capitalizing on strengths, such as Lloydminster's strategic location along Highway 16 and the City's quality of life assets;
  - c) resolving weaknesses with emphasis on minimizing impacts of conflicting provincial government jurisdiction and policies;
  - d) identifying seed and venture capital sources and facilitate the interaction of these sources with business and industry;
  - e) identify and review regional transportation issues with senior and rural governments;
  - f) continue to participate with senior and rural governments in the identification and proposed timing of construction for an alternate access route around Lloydminster;
  - g) continue to work with the CNR and CP railways regarding rail traffic in the City centre;
  - h) continue to pursue the improvement of high speed internet and telecommunication service in the region; and
  - i) continue to implement an emergency response "911" system for Lloydminster.
  
4. Continue to build a positive image for Lloydminster, and market this strategy through methods which include, but are not limited to:
  - a) utilize local newspapers to do regular business profiles;
  - b) public success stories;
  - c) prepare community profiles, high impact advertising and marketing materials, direct mail kits and a professional video and internet presentations to promote the City of Lloydminster;
  - d) promote tournament and organization conferences;
  - e) promote the border markers on the meridian at Highway 16 as part of a unique and special tourism opportunity;
  - f) continue to work with the Streetscapes Company on revitalization and business opportunities in the downtown Business Improvement District;
  - g) initiate a community ambassador and Lloydminster booster campaign through the community; and

- h) review and implement the marketing strategy to enhance the tourism and economic development potential of Lloydminster, and region.

# CHAPTER 17

## Social Environment

**O**ur social environment encompasses those elements which make up the “social fabric” of Lloydminster: sense of community; provision for social needs; and a sense of safety and security. All these elements contribute to a more livable community, one which strives toward completeness and sustainability.

### 17.1 Sense of Community

In Lloydminster the social service delivery system is significantly influenced by the provincial border. Although some services are being provided by joint provincial agreements, there are many services provided by separate and/or different agencies. Saskatchewan Social Services provides basic and family services to the Saskatchewan portion of Lloydminster. Alberta Social Services and Community Health provides funding support to the City of Lloydminster. Funding applications are subsequently reviewed by Community Lottery Board, and then distributed to social service groups and agencies, most of whom are volunteer or non-profit in nature. The City of Lloydminster’s mandate on social service policies is limited to an advocacy role to provincial agencies and social service groups on areas that impact the City.

#### Issue:

1. *Maintaining a sense of community as the City grows.*

#### Objectives

The City of Lloydminster’s sense of community objectives are to:

1. Encourage volunteer involvement in neighbourhood and community groups and organizations;
2. Encourage community groups and agencies to involve youth in enhancing amenities and activities within neighbourhoods and the community;
3. Build on partnerships between the City, neighbourhood and community based groups, and agencies; and
4. Support residents in defining the boundaries and identity of their neighbourhoods.

#### Policies

The City will:

1. Encourage community initiated projects or events designed to enhance neighbourhood livability and a sense of community;
2. Promote community access to information and resources at city facilities and on the internet, with respect to materials and appropriate agencies to address community support services;

3. Encourage initiatives and programs where community support service groups and residents can work together to pursue projects at both the neighbourhood and community level;
4. Encourage initiatives to promote the identity of neighbourhoods such as special street sign, and community notice boards; and
5. Build partnerships between the City and community groups through activities such as “partners in parks”, and other community development models, which encourage community involvement in building neighbourhood and community facilities.

## 17.2 Neighbourhood Planning

Lloydminster is comprised of a number of well established and developing neighbourhoods. Each neighbourhood has characteristics, boundaries and other elements, which define its identity. Planning at the neighbourhood level helps to create a more livable City and thus reinforces our social environment.

### Issue:

1. *Maintaining existing neighbourhood character and establishing neighbourhood character new neighbourhoods.*

### Objectives

The City of Lloydminster’s neighbourhood planning objectives are to:

Continue to preplan neighbourhoods to ensure orderly development based on established neighbourhood planning principles; and

Establish neighbourhood outline plans for existing neighbourhoods to evaluate redevelopment and demographic changes.

### Policies

The City will:

1. Continue to preplan neighbourhoods in the form of “outline plans”;
2. Ensure any new outline plans contain the elements defined in the Urban Form chapter of this plan, as well as, elements which reinforce the social environment;
3. Continue to prepare neighbourhood profiles for existing neighbourhoods;
4. Prepare outline plans for those neighbourhoods north of 44<sup>th</sup> Street (Highway 16) to evaluate and provide direction on redevelopment and demographic change; and
5. Encourage public participation in the preparation of any planning process in existing neighbourhoods.

## 17.3 Safety and Security

### Objectives

The City of Lloydminster’s safety and security objectives are to:

1. Encourage and support new development that implements traditional elements of neighbourhood planning, and environmental design which promotes a sense of safety and security; and
2. Encourage community-based efforts to promote safety and security at the neighbourhood and community levels.

### **Policies**

The City will:

1. Support crime prevention through the principles of environmental design; and
2. Continue to support efforts of the Royal Canadian Mounted Police in initiating community policing programs.

## **17.4 Social Needs**

### **Objectives**

The City of Lloydminster's social needs objectives are to:

1. Encourage and advocate social action strategies that strengthen and enhance the well-being of our community, within the limited resources and mandate of the City in addressing social issues; and
2. Encourage senior levels of government to coordinate and collaborate with local groups and agencies on social services planning, programming and funding.

### **Policies**

The City will:

1. Assist local housing agencies and the private sector in determining the needs and demands for affordable, special needs, and senior's housing in the community;
2. Continue to facilitate and encourage affordable, special needs and senior's housing through its policies, by-laws and participation with the private sector in the provision of land development in the community;
3. Liaise with community health and social service providers to investigate opportunities to improve program coordination and to enable provincial agencies and local groups to cooperate and collaborate on services and funding; and
4. Continue to encourage the amalgamation of the administration for the provision of social housing within the City of Lloydminster.

**CHAPTER**  
**18**

## Implementing Plan Lloydminster

### 18.1 Implementing the Plan

**T**o ensure Plan Lloydminster remains a relevant document to guide land use decisions throughout the community, a plan adopt program will be initiated which includes:

1. Annual assessment of the plan to determine areas for revision;
2. Review the plan in context to annual and 10 year capital budgets, and programs to implement the plan;
3. Comprehensive review and update of Plan Lloydminster no longer than 5 years after adoption, to ensure the plan addresses the current needs and aspirations of the community, and acknowledges changing local and global market conditions;
4. Review zoning bylaw amendments, subdivision and development applications in context to the overall direction and conformity with the intent of Plan Lloydminster;
5. Review existing and prepare new supporting plans and documents with respect to land use, infrastructure, and development;
6. Review and amend the City's infrastructure servicing standards, and adopt a new subdivision and design servicing bylaw; and
7. Review and amend the City's off-site levy bylaw to correspond to facility and infrastructure costs, and ensure new development pays the required costs to implement Plan Lloydminster.

### 18.2 Future Land Use Plan Designations

The future use and development of land within Plan Lloydminster will be consistent with the generalized pattern of land uses depicted on Future Land Use Plan Map 10.

The City acknowledges that the exact location and dimensions of future land uses are not precisely identified in the Future Land Use Map. The intent of the Future Land Use Map is to provide general guidance to Council, the Development Officer and the public during specific development applications, at which time the exact dimensions and locations of land uses will be determined. It is further acknowledged that some existing land uses or zoning districts do not conform to the designations shown on the Future Land Use Map. Pursuant to Section 45(2) of the *Planning and Development Act*, any zoning district or use that is inconsistent with this development plan has no effect insofar it is inconsistent. The intent of Council is not to change the existing use or zoning of any specific parcel by adoption of the Future Land Use Map, but to illustrate the future pattern of land use and zoning as development and redevelopment occurs in the City.

### **Agriculture**

The agriculture designation applies to land used for agriculture or rural holdings. The Agriculture designation includes all privately held lands as well as those rural holdings not proposed for residential, commercial or industrial development within the time horizon of this plan; and corresponds to the specific uses listed in the A, IR, and RR zoning district I the Zoning Bylaw. The minimum parcel size for agricultural parcels is 64 ha.

### **Residential – Low Density**

The Residential-Low Density designation generally includes single detached dwellings (12 units/net ha.), semi-detached or duplex dwellings (25 units/net ha.), mobile home subdivisions (17.5 units/net ha.); and corresponds to the specific uses listed in the R1, R1A, R1A-C, R1B, R1Z and R2 zoning districts in the Zoning Bylaw.

### **Residential – Medium Density**

The Residential – Medium Density designations generally includes townhouses (37.5 units/net ha.), semi-detached or duplex dwellings (25 units/net ha.), triplexes (30 units/net ha.), fourplexes (37.5 units/net ha.), mobile home parks (17.5 units/net ha.); and corresponds to the specific uses listed in the R3 zoning district in the Zoning Bylaw.

### **Residential – High Density**

The Residential – High Density designations generally include apartments (74 units/net ha.), and townhouses (37.5 units/net ha.); and corresponds to the specific uses listed in the R4, R4A and DC1 zoning districts listed in the Zoning Bylaw.

### **Commercial – Central Business District**

The Commercial – Central Business District designation includes retail, eating establishments, office and personal service commercial uses, medical offices, institutional/public utility uses, high density residential uses, parks, and other uses which reinforce the central business district as the heart of the community; and corresponds to the specific uses listed in the C1, DC1, and DC2 zoning districts listed in the Zoning Bylaw.

### **Commercial – Neighbourhood**

The Commercial – Neighbourhood designation includes neighbourhood commercial and shopping centres such as convenience stores, gas bars, video stores, and mixed use commercial/residential buildings, which serve the daily needs of neighbourhood, and are developed at a scale which can be integrated in the surrounding land uses; and corresponds to the specific uses listed in the C3 zoning district listed in the Zoning Bylaw.

### **Commercial – Vehicle Oriented**

The Commercial – Vehicle Oriented designation includes service commercial, highway commercial and shopping centre uses such as retail, office and personal service uses, eating establishments, hotel and motel, and to other vehicle oriented uses or uses oriented to travelers along Highways 16 and 17, outside the Central Business District; and corresponds to the specific uses listed in the C2, C4, C5, IB, and DC3 zoning districts listed in the Zoning Bylaw.

**Institutional**

The Institutional designation includes public, non-public, or utility uses such as schools, churches, recreation facilities, community centres, public health facilities, community care facilities, fire halls, libraries, post offices, heritage buildings, and local government and senior government buildings; and corresponds to the specific uses listed in the I zoning district listed in the Zoning Bylaw.

**Parks and Open Space**

The Parks and Open Space designation applies to City, district and neighbourhood parks, private use facilities such as golf courses, and any additional land required for recreation use. The designation applies to environmentally sensitive areas, flood plains, and watercourses; and corresponds to the specific uses listed in the PR zoning district listed in the Zoning Bylaw.

**Light Industrial**

The Light Industrial designation includes industrial business and light industrial uses such as manufacturing, assembly, processing, machining, fabrication, sales, service and repair, trucking and wholesaling, storage and limited retail sales associated with industrial uses, and public utilities; and corresponds to the specific uses listed in the IB, M1, M1-M, and AP zoning districts listed in the Zoning Bylaw.

**Heavy Industrial**

The Heavy Industrial designation includes heavy industrial uses such as refineries, manufacturing, assembly, processing, machining, fabricating, repair, trucking, storage and public utilities; and corresponds to the specific uses listed in the M2, M1 and M1-M zoning districts listed in the Zoning Bylaw.

**Residential/Industrial Reserve**

The Residential Reserve and the Industrial Reserve designations include lands that have some development potential, but are not projected for development within the Plan Lloydminster 20 year time horizon. There is potential for the reconsideration of the status of these lands as part of a future review and updating of Plan Lloydminster; and corresponds to the specific uses listed in the IR and RR zoning districts listed in the Zoning Bylaw.

**18.3 Staging of  
Development**

Based on the densities and unit types outlined in Figure 2.3.8 the residential land requirement will be 105.6 hectares or 260 acres over the next sixteen years. When parks, schools and roadways are included, the gross land requirement increases to 147.8 hectares or 365 acres. Most of this new residential development is expected to occur in the Parkview, north half of College Park, Colonial Park and Larsen Grove neighbourhoods.

It is anticipated that commercial development, will continue to expand primarily west along Highway 16 (44<sup>th</sup> Street), and south along Highway 17 (50<sup>th</sup> Avenue). Commercial development is expected to expand more slowly east along Highway 16, and north along Highway 17.

Industrial business development will continue to parallel to commercial development along Highway 16 west, and to a lesser degree on the Saskatchewan side of Highway 16. More traditional industrial uses will continue to expand in the Hill Industrial Park and to a lesser extent in the Saskatchewan Industrial Park and Wigfield Industrial Park.

The staging of development is illustrated on Map 11 – Staging of Development. The phasing and staging of development in Lloydminster is primarily dependent on the logical extension of existing water, sewer and road network.

## 18.4 Guidelines for Land Use Control Measures

In accordance with Section 55 of the *Planning and Development Act*, Council may establish guidelines for land use control measures. The following guidelines for land use control measures are intended to provide Council, the Development Officer and the public with an understanding and clarification to the implementation of the land use and urban form policies contained in Plan Lloydminster. The implementation of the following guidelines will occur as developments and forms of development are processed and approved during the Development Permit and subdivision application processes.

### 18.4.1 Vehicle Orientated Commercial Development and Forms of Development

#### 1. Justification

Highways 16 and 17, beyond the central business district are the entrances to Lloydminster. The form and character of development influences the image of the community, as well as the safe movement of vehicles on and off the sites.

#### 2. Guidelines

Development permits will be issued in accordance with the following guidelines:

##### a) Building and structures

- i) Any wall of an end building which is visible from the highway should be finished to the same standard as the front of the building to provide an attractive appearance;

Figure 18.4.1 (a)



Figure 18.4.1 (a) illustrates a finished standard of an end building consistent with the front.

- ii) Landscaping, awning, lighting fixtures and other structures should be architecturally integrated with the design and form of the development;
- iii) Mechanical equipment should be hidden from view, ie. placed in an attic space or behind fascia or parapet walls. Electrical transformers must be screened from view with trees or shrubs, subject to utility company approvals; and
- iv) New smaller buildings should be sited closed to the highway to help reduce the vast open parking lot impacts of shopping malls and similar commercial developments.

**Figure 18.4.1 (b)**



Figure 18.4.1 (b) illustrates smaller buildings sited closer to the highway to reduce the impact of the large parking lot.

**b) Screening and landscaping**

- i) All waste disposal bins should be adequately screened from adjacent residential dwellings and public roadways;
- ii) Outdoor display areas should be upgraded and enhanced with landscaping;
- iii) The perimeter 3 metres of all front yard setbacks will be landscaped, which in the case of corner sites would include the setbacks toward the highway and also the setback areas oriented toward the side street. Landscaping materials must be hardy and adopted to Lloydminster climatic conditions. Landscape materials should require low maintenance. The use of xeri-scape (drought tolerant, low water requirement) landscaping and other water conservation practice is encouraged to minimize water consumption; and
- iv) All fencing and screening should be designed and constructed with durable materials and integrated with the design and materials of the building. All screening should be of sufficient height to adequately

screen parking, loading, garbage receptacles and storage from adjacent public streets and residential areas.

- c) Parking and access
  - i) Commercial development will take into consideration the visual impact of surface parking and loading areas on adjacent properties. Vehicle access to parking and loading areas, and circulation on site should minimize interference with pedestrian movement;

**Figure 18.4.1 (c)**



Figure 18.4.1 (c) depicts a large shopping centre parking lot which has accommodated on-site pedestrian circulation and smaller parking areas to reduce the impact of the development.

- ii) No loading space should be permitted within the front yard or sideyard of a development where it is visible from the highway;
- iii) Co-ordination and connection of parking lots through mutual access agreements with adjacent properties will be required to ensure street efficiency;
- iv) Parking areas should clearly identify pedestrian circulation areas, preferably with different paving and landscaping treatment; and
- v) Surface parking areas should be constructed in small increments, or large lots should be divided into small areas through the use of shade trees and shrubs, so that asphalt does not dominate.

#### **18.4.2 Central Business District Development and Forms of Development**

##### **1. Justification**

During the Plan Lloydminster process, Council expressed a desire to establish guidelines to control the form and character of buildings and developments in the downtown area and expanded the central business district of Lloydminster.

The design guidelines contained in this section help to establish uniform character, siting, and the layout of development in this important business district of Lloydminster.

## 2. Guidelines

Development permits will be issued in accordance with the following guidelines:

### a) Building and structures

- i) Any wall of an end building which is visible from the street should be finished to the same standard as the front of the building to provide an attractive appearance;
- ii) Landscaping, awnings, lighting fixtures, and other structures should be architecturally integrated with the design of the buildings;
- iii) The design of fascia signs containing individual business signage should be integrated into the design of the building. No billboards or roof signs will be permitted;
- iv) Enhance the relationship of commercial areas to adjacent and surrounding residential areas by providing convenient pedestrian access to the development, and by giving consideration to the design of side and rear facades;
- v) Encourage mixed use developments where residential units are located above commercial developments;

**Figure 18.4.2 (a)**



Figure 18.4.2 (a) illustrates a mixed use commercial-residential development which is pedestrian oriented with display windows along the street, and parking, loading and garbage containers at the side of the building.

- vi) Encourage commercial and residential developments to incorporate safer public spaces which are less prone to crime, by incorporating environmental design standards to:
    - improve accessibility to all members of the public; and
    - remove barriers which block visibility.
  - vii) Focus people-oriented activities (window shopping, store entrances, cafes, displays, signage) along the streets and in front of buildings. Locate parking, loading, garbage and other ancillary services at the rear or side of buildings;
  - viii) The electrical service provisions of buildings should be screened from view or be located so as to minimize their visual appearance;
  - ix) Buildings at key intersections should be designed as a landmark at the corner. Various design devices include setbacks at the corner, accentuated entrances and additional height using, for instance, clock towers;
  - x) Blank or solid walls (without glazing) should be articulated with some type of wall detailing wherever possible; and
  - xi) Store and building entrances should be designed to focus on the street in order to create a more immediate and direct relationship between indoor and outdoor activities.
- b) Screening and landscaping
- i) All waste disposal bins should be adequately screened from adjacent residential dwellings and public roadways;
  - ii) The use of xeri-scape (drought tolerant, low-water requirement) landscaping and other water conservation practices is encouraged to minimize water consumption;
  - iii) Loading areas visible from streets and from residential properties must be screened with fencing and/or sufficient landscaping which is mature and of a quality acceptable to the City; and
  - iv) In those zones where developments/building are required to be setback from the street a perimeter 3 metres of all front yard setbacks will be landscaped, which in the case of corner sites would include the setbacks toward the street, and also the setback areas oriented toward the side street.

Figure 18.4.2 (b)

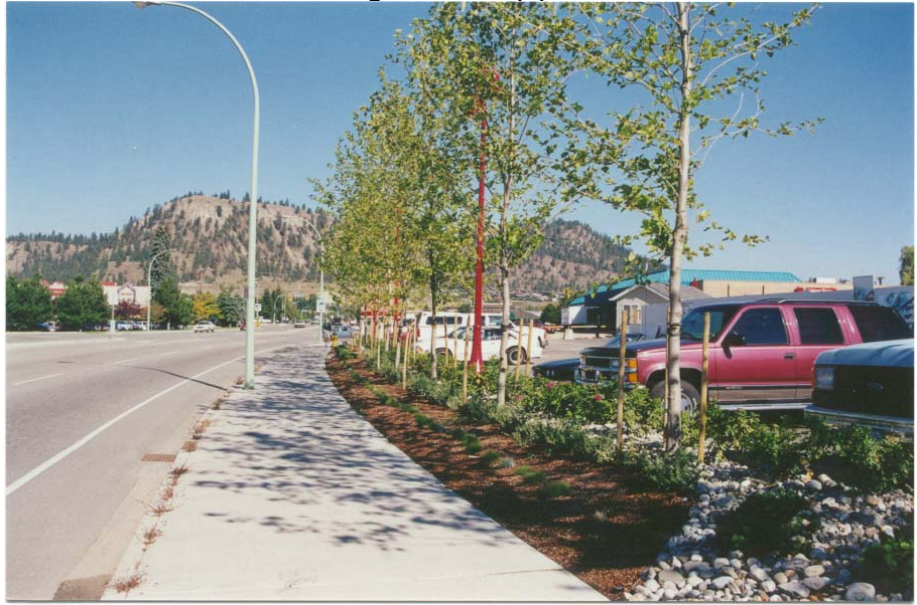


Figure 18.4.2 (b) depicts a 3 metre landscaped perimeter to reduce the impact of the parking lot and enhance the streetscape.

- c) Parking and access
  - i) Parking areas should be adequately screened and landscaped and located at the rear, side, or beneath of the development;
  - ii) A majority of off-street parking should be located to the rear or side of the buildings. Access to stores and to the street should be easily visible from all areas of the parking lots; and
  - iii) Surface parking areas should be constructed in small increments, or large lots should be divided into small areas through the use of shade trees and shrubs, so that asphalt does not dominate.

### 18.4.3 Medium and High Density Residential Development and Forms of Development

#### 1. Justification

The appearance, form and siting of medium and high density residential can have an impact on adjacent lower density residential and commercial properties. During the planning process Council expressed a desire to have greater control as to the siting, form and character of apartment and townhouse developments in Lloydminster.

The design guidelines contained in this section help to enhance screening, and landscape, and minimize the negative aspects of higher density residential development on adjacent land uses.

#### 2. Guidelines

Development permits will be issued in accordance with the following guidelines:

a) Building and structures

- i) Medium and high density residential development is encouraged to be sensitive to and compatible with the massing and rhythm of the established streetscape;

**Figure 18.4.3 (a)**



Figure 18.4.3 (a) depicts a medium density townhouse development which is sensitively integrated into an existing single detached streetscape, and pedestrian orientation to the street.

- ii) The use of sub-roofs, dormers, balconies, bay windows and shadowing to break up the massiveness of the structure is encouraged;
- iii) First storey units are encouraged to have ground access and outdoor amenity space for family use;
- iv) Medium and high density residential development adjacent to single detached dwellings should be stepped back in order to reduce the direct impact. New developments should be not greater than one storey higher than the adjacent development;
- v) Where a site is to contain several buildings, careful attention should be given to the provision of usable private open space, trail linkages between buildings, and other potential development enclaves. All walkways and trails should be indicated on the site plan;
- vi) Medium and high density residential developments should front or appear to front onto adjacent roadways. This may be achieved through appropriate treatment of the buildings exteriors and through the provision of pedestrian entranceways and walkways to the street;

- vii) Recreation or play areas should be provided within each project and should be sensitive to the needs of all ages groups likely to reside within the development; and

**Figure 18.4.3 (b)**



Figure 18.4.3 (b) – Multiple unit development should provide private useable open space for the residents in those developments.

- viii) All signs should be architecturally compatible with the overall design of the buildings.

b) Screening and landscaping

- i) Substantial landscaping should be provided and maintained to screen parking lots. Retention of mature trees within the overall landscape treatment is encouraged;
- ii) Where a medium or high density residential development is to be constructed adjacent to a property with a non residential or lower density residential use, the new residential design should provide sufficient buffering in terms of screening, fencing, berming and landscaping to reduce potential land use conflicts; and
- iii) All waste disposal bins should be adequately screened from adjacent residential dwellings and public roadways.

c) Parking and access

- i) Vehicle access to parking areas and circulation on-site should minimize interference with pedestrian movement; and
- ii) Large surface parking areas should be broken down into smaller parking lots evenly dispersed throughout the development and integrated with planted landscaped areas.

## 18.5 Zoning Bylaw

The zoning bylaw provides Council with an important tool to implement Plan Lloydminster. As part of the Plan Lloydminster process the zoning bylaw will be reviewed and a new bylaw will be adopted which:

- Responds to requirements and provisions in the *Planning and Development Act* of Saskatchewan; and
- Reflects the policy direction and intent of Plan Lloydminster.

To avail itself of the desirable mechanisms for implementation of the Development Plan, Council shall utilize Sections 72, 73, 73.1 and 74, of the *Planning and Development Act, 1983*. In addition to these general criteria and mechanisms for implementation, Council will utilize the flexible zoning techniques as permitted under Sections 77 to 83, inclusive and Sections 84.2 and 84.3 of the *Planning and Development Act, 1983*.

### 18.5.1 Direct Control

Direct Control is permitted under Section 77(1) of the *Planning and Development Act, 1983*, provided the municipality has an approved Development Plan.

#### General Purpose

To provide Direct Control for the creation of site specific land use regulations, where the circumstances relating to development of a specific site are such that control by means of other zoning provisions of the bylaw are inappropriate, having regard to the existing or future surrounding developments and to the interest of the applicant and the public generally.

#### Guidelines for Application

This district shall only be applied where one or all of the following conditions have been met:

1. To parts of the Central Business District, particularly those that are transitional in nature;
2. To buildings and/or sites which may be deemed of historical significance;
3. Where such development conforms to the intent of the future land use, central business district as indicated on Map 10;
4. In areas designated or proposed for revitalization or beautification; or
5. Where the proposed development is, in the opinion of Council, considered appropriate for the site having regard for the land use policies and land use control guidelines of the Development Plan.

#### Proposed Requirements

No person shall undertake any development in a direct control district, unless Council has approved the following:

1. a) plans showing the location of all buildings to be erected, all facilities and works to be provided in conjunction with those buildings and all facilities and works required under subsection (2) below.  
  
b) drawings showing plan, elevation, and cross-section views of each building to be erected which drawings are sufficient to display:
  - i) the massing and conceptual design of the proposed building;
  - ii) the relationship of the proposed building to adjacent buildings, streets and exterior areas to which members of the public have access; and
  - iii) the provision of interior walkways, stairs and escalators to which members of the public have access from streets; open spaces and interior walkways in adjacent buildings.
  
2. As a condition to the approval of the plans and drawings referred to in subsection (1), the Council may require the person seeking approval to enter into a development agreement with the municipality in respect of that land or building and that agreement may provide for:
  - a) the use of the land and any existing or proposed building;
  - b) the timing of construction of any proposed building;
  - c) the amenities required to be provided for public use of convenience within the building or on the land
  - d) off-street loading and parking facilities;
  - e) walls, fences, hedges, trees, shrubs or other groundcover of facilities for the landscaping of the lands or the protection of adjoining lands;
  - f) walkways, including the surfacing of walkways, and all other means of pedestrian access;
  - g) facilities for the lighting, including floodlighting, of the land or any building;
  - h) vaults, central storage and collection areas and other facilities and enclosures for the storage of garbage and other waste materials;
  - i) the construction by or at the expense of the person seeking approval, in whole or in part, of:
    - i) roads, sidewalks, landscaping and street lighting;
    - ii) works, plants, pipelines or facilities for storm drainage, water supply and distribution or electrical distribution;
    - iii) a system of collection and disposal of sewage; or
    - iv) any other public utility;
  - j) the payment of a sum of money to the municipality in lieu of any of the requirements of clause (i) to be used by the municipality for any of the purposes referred to in that clause;
  - k) the maintenance, to the satisfaction of the municipality and at the risk and expense of the applicant, of any of the facilities or works mentioned in clauses (c) to (i).
  
3. A development agreement may provide that it runs with the land and the municipality may register a caveat, together with an attached copy of the agreement, at the appropriate Land Titles Office against the lands affected.
  
4. A development agreement is deemed to bind the owners of the land affected by it and his heirs, executors, administrators, successors and

assigns and no use of land or buildings located on that land or any development of that land is to take place except in accordance with that agreement.

### **18.5.2 Contract Zoning**

Contract zoning is permitted under Section 82(1) of the *Planning and Development Act, 1983* provided the municipality has an approved Development Plan.

#### General Purpose

To provide a mechanism that permits the carrying out of a specified proposal such that control by means of other zoning provisions of the Zoning Bylaw are inappropriate.

#### Guidelines for Application

Council may enter into contractual zoning agreements for site specific development based on the following guidelines:

1. The rezoning to permit the development will not unduly conflict with adjacent land uses that are legally permitted uses within the existing zoning category;
2. The development or redevelopment of the site for the specific use will be a benefit to the immediate neighbourhood and the City as a whole;
3. The provision for contract zoning may be applicable to all land use districts within the corporate limits of the City of Lloydminster;
4. In areas designated or proposed for revitalization or beautification; or
5. Where the proposed development is, in the opinion of Council, considered appropriate for the site having regard for the land use policies of the Development Plan.

#### Proposal Requirements and Conditions

1. Council may, subject to the Development Plan guidelines, enter into an agreement with the person setting out:
  - a) a description of the proposal;
  - b) reasonable terms and conditions with respect to:
    - i) the uses of the land and buildings or the forms of development; and
    - ii) the site layout and external design, including parking areas, landscaping and entry and exist ways, but no including the colour, texture or type of materials and architectural detail;
  - c) time limits within which any part of the described proposal or terms and conditions imposed under clause (b) shall be carried out; and

- d) that on the rezoning of the land, none of the land or buildings shall be developed or used except in accordance with the proposal, terms and conditions and time limits prescribed in the agreement.
2. The Council may, on the application by the person who entered into an agreement pursuant to these requirements or by any person who is the subsequent owner of the land to which the agreement pertains:
    - a) vary the agreement;
    - b) enter into a new agreement; or
    - c) extend any time limit prescribed in the agreement.
  3. An agreement entered into under this section runs with the land and the municipality shall register a caveat:
    - a) at any time after the bylaw amending the Zoning Bylaw is approved by the minister; or
    - b) if approval of the minister is waived pursuant to Section 89 of the *Planning and Development Act, 1983*, at anytime after the bylaw amending the Zoning Bylaw is adopted by the Council;
- together with an attached copy of the agreement at the appropriate Land Titles Office, against the lands affected and that agreement is deemed to bind the owner of the land affected by the agreement, his heirs, executors, administrators, successors and assigns.
4. No use or development of land or building that are the subject of an agreement entered into pursuant to this section may take place except in accordance with the agreement.
  5. An amendment to a Zoning Bylaw effected pursuant to this section does not take effect until a caveat required by subsection (3) is registered.
  6. The Council may declare any agreement entered into pursuant to this section void where:
    - a) any of the land or buildings is developed or used contrary to the provisions of the agreement; or
    - b) the development fails to meet a time limit prescribed in the agreement; and the land reverts to the district to which it was subject before rezoning;
  7. Before entering into an agreement with a person under this section, the Council may require the person to deliver a performance bond acceptable to the Council to assure implementation of the agreement.

### **18.5.3 Architectural Controls**

Architectural Controls are permitted under Section 84.2 of the *Planning and Development Act, 1983*, provided the municipality has an approved Development Plan.

### General Purpose

To provide architectural controls to preserve the physical form and character of buildings and structures for the areas: along Highways No. 16 or 17, and arterial and collector roadways, and in the Central Business District; and in medium and high density residential areas; as depicted on Map 10 and described in Section 18.4 of Plan Lloydminster.

### Guidelines for Application

This section shall be applied as an overlay zoning district within the Zoning Bylaw. This district will be applied where one or all of the following conditions have been met:

1. The Central Business District, particularly those that are transitional in nature;
2. To buildings and/or sites which may be deemed of historical significance;
3. Where such development conforms to the intent of policies in the Development Plan and designated as Vehicle Commercial, Central Business District, Medium and High Density Residential on May 10;
4. In areas along Highways No. 16 or 17, arterial and/or collector roadways; or
5. Where the proposed development is, in the opinion of Council, considered appropriate for the site having for the land use policies and land use control guidelines of the Development Plan.

### Proposed Requirements

No person shall undertake any development in the architectural control overlay zoning district, unless Council, or as delegated, the Development Officer has approved the following:

1. a) plans showing the location of all buildings and structures to be erected, all facilities and works to be provided in conjunction with those buildings and all facilities and works required under the Zoning Bylaw;  
b) drawings showing plan, elevation, and cross-section views of each building to be erected which drawings are sufficient to display:
  - i) the massing and conceptual design of the proposed building;
  - ii) the relationship of the proposed building to adjacent buildings, streets and exterior areas to which members of public have access; and
  - iii) the provision of interior walkways, stairs and escalators to which members of the public have access from streets; open spaces and interior walkways in adjacent buildings.
2. Where Council, or as delegated, the Development Officer pursuant to subsection (1) above, imposes terms and conditions on a development permit, the terms and conditions imposed shall be consistent with general development standards made applicable to architectural control of buildings by the Zoning Bylaw.

## 18.6 Financing the Plan

The City of Lloydminster has established a 10 year capital plan which affirms the capital financing requirements for parks, roads, utility serving and buildings. During the annual budgetary process Council will review its capital and expenditure plans to ensure continued coordination between the financial requirements and objectives of Plan Lloydminster.

The growth management direction established in the plan confirms that new development and growth areas will be responsible for financing infrastructure improvements beyond the existing serving levels. Improvements to infrastructure will be required in advance or concurrent with development to ensure adequate capacity is in place to service development needs.

Depending on the timing of major development in relation to servicing requirements, the City may not have the necessary funds to “front-end” the required services. Any decision to borrow funds to provide infrastructure to finance new growth would only be contemplated if there was a clear general City wide benefit associated with the infrastructure to be provided.

Service improvements (sanitary sewer, sidewalks, curb and gutter, storm drainage) to existing developed areas will continue to be provided through the creation of Local Improvement initiatives, based on the current policy.

### *Financial Principles*

Some of the principles, which have been incorporated in the City’s long-range planning as it relates to general taxation demand, are:

1. Progressively moving to a pay-as-you-go policy for capital projects that are of city-wide benefit such as park development, rectifying infrastructure deficiencies and upgrading existing infrastructure;
2. Maintaining reserve funds which provides for the systematic replacement of such capital items as public works and fire equipment, provides some measure of self-insurance that adequate working capital is available to minimize the need for temporary borrowing and to minimize the impact of sudden changes in the economy;
3. Minimize long-term borrowing to the extent possible, and resultant debt financing costs, thereby providing increased operational flexibility in the future; and
4. Identify services that can be closely linked to beneficiaries of those services and increase the level of user rates to reflect that direction benefit. The challenge in the future will be to develop more equitable ways of recovering costs by developing an overall corporate decision matrix for each type of service provided.

## 18.7 Inter-municipal Relationships

### **Objective**

The City of Lloydminster’s inter-municipal relationship objective is to:

1. Continue to cooperate with the County of Vermilion River, Rural Municipality of Wilton, and the Rural Municipality of Britannia.

## Policies

The City will:

1. Continue to cooperate with the County of Vermilion River, Rural Municipality of Wilton and the Rural Municipality of Britannia on the following list of joint municipal interests:
  - Regional economic development;
  - Growth management in the fringe areas
  - The protection of agricultural land;
  - The protection of the functional integrity of Highways No. 16 and 17;
  - The provision for enhanced aesthetics for development along highway entrances to the City;
  - The protection of the Neal-Edmunds Complex and the City surface water drainage system;
  - An assurance that land needed for future expansion of the City is not used prematurely or indiscriminately in such a manner that would increase the cost of conversion of land to future urban use;
  - A clarification of commercial and industrial policy including allowable uses, recommended locations and appropriate development and servicing standards;
  - The provision of an effective development review and approval process for public utility and pipeline development;
  - The need for environmental protection measures to apply to the approval of new development in proximity to the Heavy Oil Upgrader facility; and
  - The provision of land to accommodate industrial development and diversification initiatives associated with the Heavy Oil Upgrader facility.
2. Continue to discuss matters of joint municipal interests through the framework of the Lloydminster Planning District Commission (on the Saskatchewan side), joint City-County planning meetings on the Alberta side, and joint meetings of Council and administration.

### 18.8 Annexation

Since 1964 and 1984 the City of Lloydminster applied for and received large territorial expansion. Since then, there have been several smaller annexation applications granted. These small annexations dealt, in most instances, with the immediate needs for developable land, whether municipally or privately owned. This land was required even though there were still annexed lands, which remained undeveloped. Despite a long tradition of planning such as the new Plan Lloydminster 2000 or updated Development Plans (a.k.a. General Municipal Plans) in 1960, 1968, 1974 and 1985, there are still unforeseen circumstances, which direct and sometimes change the volume and direction of growth and servicing requirements. This is particularly visible when two different provinces establish different economic and policy directions that result in significant disparities with respect to the development and economic potential in the City. Despite the City of Lloydminster being a homogenous unit, its residents are still citizens of two different provinces and subject to differing sets of economic and government policies. Thus some previously annexed lands were not developed and a demand for development in other areas required additional annexation. This indicated to the City of Lloydminster that the overall planning (in all its environments) has to go well beyond the obvious needs, and that the City of Lloydminster should control a large enough

area of land (a 20 year supply) to retain adequate flexibility to be able to respond to variable circumstances. The second realization is that within each province there is a market need to have at least two residential and industrial areas available for development, in order to ensure competition in the market place between landowners and developers.

Plan Lloydminster 2000 has reviewed the future land requirements and population projections for the City of Lloydminster. Plan Lloydminster identifies a need to develop 147.8 hectares (or 365 acres) of land for residential purposes over the next 16 years. The majority of this housing demand (80%) is anticipated to occur on the Alberta side of Lloydminster. Map 11 depicts the projected areas of growth for not only residential, but also commercial and industrial land uses over the next 16 to 20 years. Plan Lloydminster acknowledges that despite a desire to redevelop and intensify growth in existing urban areas, that the demand for new low density housing and land extensive commercial and industrial developments will require new areas to be developed within the City. In reviewing the City's present land consumption, and projected demands, it is anticipated that the additional lands outside the present City of Lloydminster limits will not be required within the next 20 years. The purpose of this section is to identify and acknowledge the City's long-term interest and eventual need to expand beyond its present boundaries.

### **Objective**

The City of Lloydminster's annexation objective is to:

1. Continue to review and discuss long-term land requirements with adjacent municipalities.

### **Policies**

The City will:

1. Continue to work with the County of Vermilion River to ensure that lands which will be involved in the future expansion of the City of Lloydminster are not developed or subdivided prematurely or indiscriminately in such a manner that would preclude or significantly increase the cost of future urbanization.
2. Discourage the same proliferation of small rural serviced sites that created difficulties in past peripheral rural development adjacent to the City's boundaries.
3. Continue to support the Lloydminster Planning District Commission Development Plan to control and limit peripheral development in the district.