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# Municipal Development Plan 2021

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Village of Elnora

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Red Deer County Planning & Development Services

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Bylaw No. 2021 - 02

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Adopted: March 18, 2021

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## BYLAW #2021-02

**A BYLAW OF THE VILLAGE OF ELNORA, IN THE PROVINCE OF ALBERTA, TO  
ADOPT THE VILLAGE OF ELNORA MUNICIPAL DEVELOPMENT PLAN 2021.**

Pursuant to the authority conferred upon it by the Municipal Government Act, the Council of the Village of Elnora hereby enacts that **Bylaw #2021-02** be adopted as the **Village of Elnora Municipal Development Plan 2021** as attached hereto and marked as Schedule 'A' to this bylaw.

**FIRST READING:** February 22, 2021  
**SECOND READING:** March 18, 2021  
**THIRD READING:** March 18, 2021



**MAYOR**

Date Signed: *March 18/2021*



**CHIEF ADMINISTRATIVE OFFICER**

Date Signed: *March 18, 2021*

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## **1.0 PLAN PURPOSE**

### **1.1 Introduction**

The Municipal Development Plan is the primary planning policy document for local governments in the Province of Alberta and is intended to provide direction for future change, growth and development within a municipality.

The Municipal Development Plan (MDP) provides clear direction for the Village of Elnora's Council and Administration. The Plan is intended to guide change and development in the Village by:

- defining the vision, principles, goals, and policies of the Village regarding land use planning matters;
- providing support for the administration and direction of the Village of Elnora Area Structure Plan and Land Use Bylaw, and
- providing a foundation for the preparation of more detailed land use plans.

### **1.2 Applicability**

The goals and policies of the Municipal Development Plan apply to the lands within the Village boundary, and are intended to:

- a. Be consistent with the Provincial Land Use Policy and the Alberta Land Stewardship Act where applicable;
- b. Identify relevant and potential constraints and opportunities respecting development in the community;
- c. Identify how the Village can move towards achieving its goals; and
- d. Guide the orderly, strategic, and systematic physical growth of the Village.

### **1.3 Goals of the Municipal Development Plan**

The following generalized planning goals have been adopted by the Village of Elnora to direct future community growth and development:

1. To provide a guide for all land use planning documents;
2. To identify opportunities and future growth needs and direction;
3. To strengthen the Village's economic base by providing opportunities for business and industry;
4. To establish appropriate land use development strategy that provides for economic viability, efficient transportation and utility servicing systems; and
5. To promote compatible land uses and encourage orderly development.

## 2.0 LEGISLATIVE REQUIREMENT

Pursuant to Section 632 of the *Act*, The Municipal Government Act RSA 2000 (MGA) as amended, states that every Council of a municipality must by bylaw adopt a municipal development plan. This Municipal Development Plan has been prepared in accordance with Provincial requirements and upon adoption will become a statutory document. The legal framework and process for Council to adopt an MDP is established in the Municipal Government Act. As MDPs are municipal bylaws, they are legal documents. If Council wishes to allow development that contravenes the MDP, Council must first amend the MDP through a process that will provide opportunities for public input. For further details refer to the Implementation section of the Plan.

The following list of items must be addressed in a Municipal Development Plan document including:

- (i) the future land use within the municipality,
- (ii) the manner of and the proposals for future development in the municipality,
- (iii) the co-ordination of land use, future growth patterns and other infrastructure with adjacent municipalities if there is no Intermunicipal development plan with respect to those matters in those municipalities,
- (iv) the provision of the required transportation systems either generally or specifically within the municipality and in relation to adjacent municipalities, and
- (v) the provision of municipal services and facilities either generally or specifically.

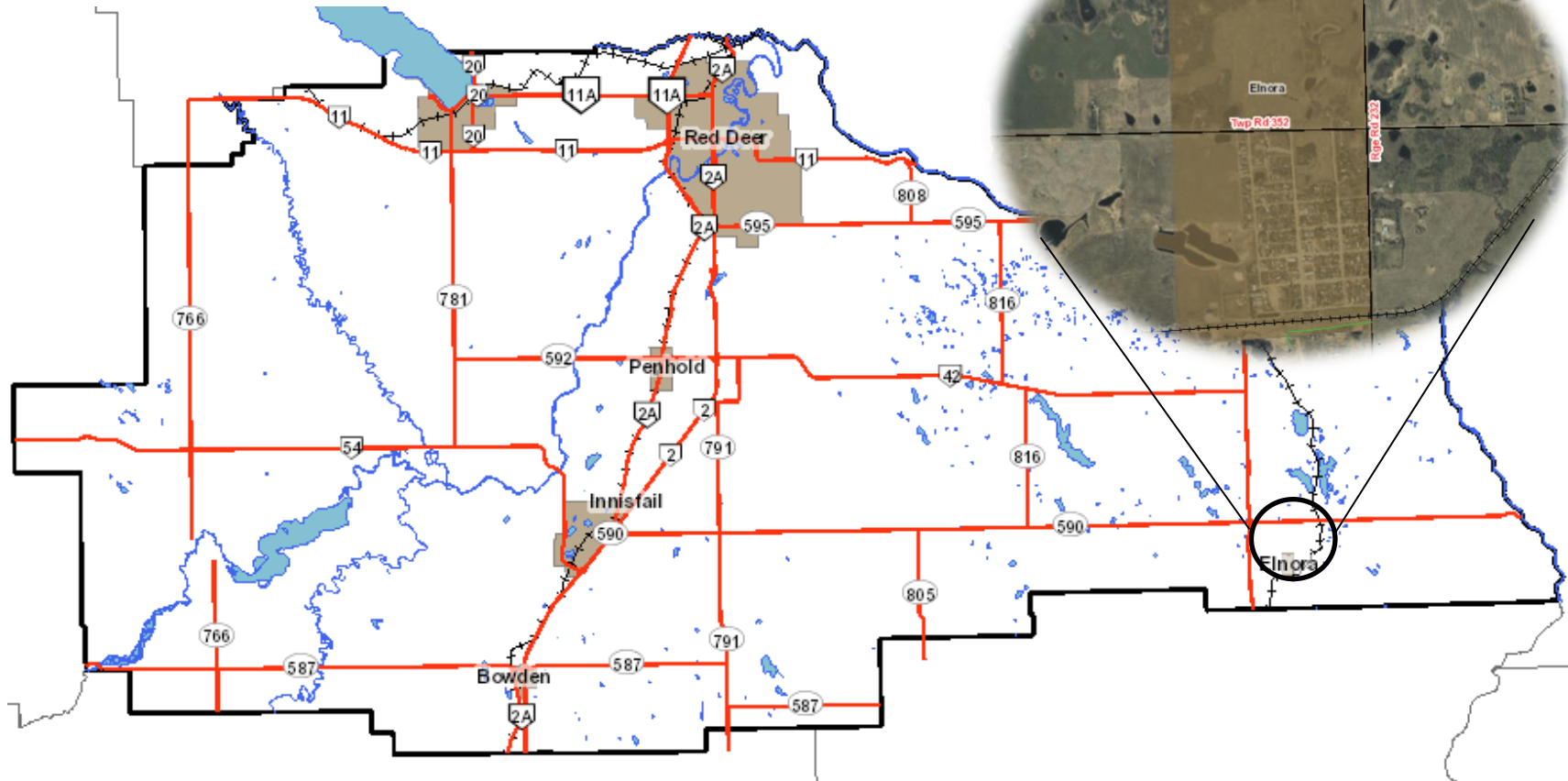
In addition an MDP must contain:

- a. policies compatible with the subdivision and development regulations to provide guidance and on the type and location of land uses adjacent to sour gas facilities,
- b. policies respecting the provision of municipal, school or municipal and school reserves, including but not limited to the need for, amount of and allocation of those reserves and the identification of school requirements in consultation with a affected school boards,
- c. policies respecting the provision of *conservation reserve* in accordance with section 664.2(1)(a) to (d) of the *Act*.

### 3.0 VILLAGE OF ELNORA PROFILE

#### 3.1 Location

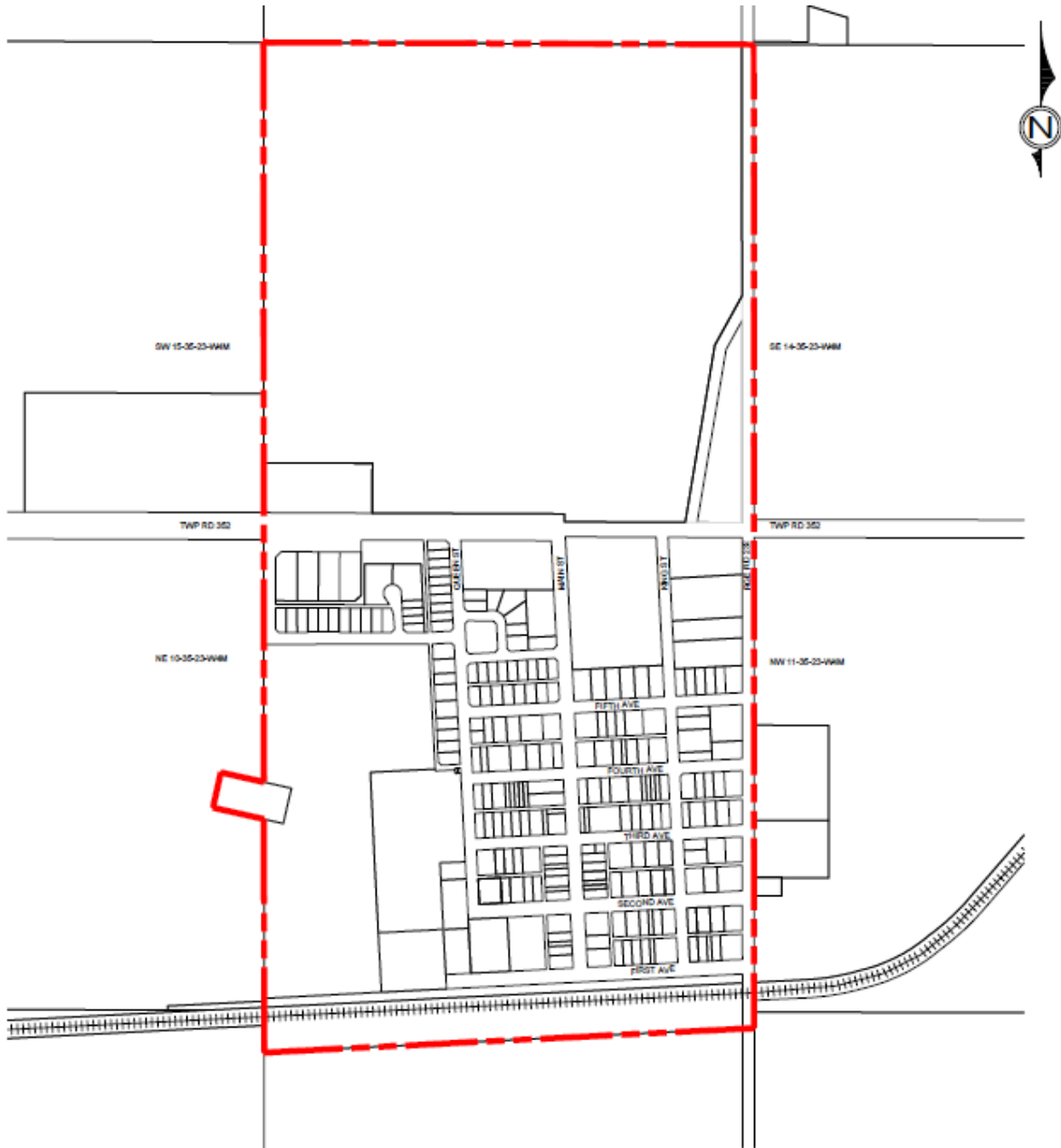
The Village of Elnora is nestled within the rural municipality of Red Deer County 3 km east of Highway 21, about 75 km southeast of the city of Red Deer, and 53 km east of Innisfail.



Map 1. Village of Elnora location.

### 3.2 Plan Area

The Village of Elnora's corporate boundary shall be referred to as the Plan Area for which the Municipal Development Plan applies (see Map 2). The Plan area encompasses approximately 1.39 km<sup>2</sup> (343 acres).



- LEGEND
- PLAN AREA
  - ##### RAIL TRACK

**Map 2. Elnora Village Boundary.**

### 3.3 History

The Village started out as a homestead in 1906 settled by Dan May. In 1908 Elnora was named after Elinor Hogg and Nora Edwards, two of the first female pioneers in the area. The Elnora community hall plays a central role where community gatherings are held throughout the Village's History. This community hall hosted many events such as concerts, dances, elections, trade shows, weddings, and many others.

In 1913 the Grand Trunk Pacific Railroad was built. The railway ran through the existing town site and running two passenger trains a day. At present, Canadian National Railway owns and operate the railway connecting Edmonton to Calgary by rail.

### 3.4 Population

The Village of Elnora's population fluctuated from 247 in 1996 at its lowest to 313 at its highest in 2011 (Table 1) according to Statistics Canada, Census 1991-2016. The average annual population growth rate for 25 years is 0.47% and 0.81% for 10 years.

Year	Population	% change	Average Annual Growth Rate (%)
1991	265		
1996	247	-6.79	-1.34
2001	290	17.41	3.26
2006	275	-5.17	-1.06
2011	313	13.82	2.62
2016	298	-4.79	-0.98

**Table 1. Historical population count for the Village of Elnora and the average annual growth rate.**

Taking a population mid-growth scenario by using the available data using by averaging the 25 and 10 year annual growth rate gives us a modest prediction for population growth as shown in the table below.

YEAR	2017	2021	2026	2031	2036	2041
Population Projection	300	308	318	328	338	349

**Table 2. Population projection**

The population projection above shows that the estimated mid growth scenario is approximately 2 additional persons per year. Please see Appendix for more details.

The population breakdown by age as published by Statistics Canada based on the Census of 2016 is shown on the table below.

Age	Total	% of Population	Cumulative % of Population
0 - 14	45	14.75	14.75
15 - 24	20	6.56	21.31
25 - 34	40	13.11	34.42
35 - 44	25	8.20	42.62
45 - 54	40	13.11	55.73
55 - 64	45	14.75	70.48
65 over	90	29.51	100
TOTAL	305	100	

**Table 3. Village of Elnora population distribution by age for the year 2016.**

The population table above would suggest that approximately 60% of the population will reach retirement age of 65 within the next 20 years assuming that no other changes happen within the same time frame. This would put pressure on services that seniors' will need in the future. The challenge for the Village would be how aging in place would be accommodate to retain seniors residing within the community and should the Village invest in making this a priority. Other challenges include the retention and attraction of its population which largely depends on job availability within and near the Village.

### **3.5 Existing Development**

The majority of the existing development within the Village of Elnora is located on the quarter section south of Township Road 352.

#### **Residential**

The Village of Elnora is composed of mainly single detached homes. This is reflective of historical preference within the Village. A variety of housing choices would be beneficial to the Village as the population ages and continues to evolve.

#### **Commercial**

The Village of Elnora concentrates commercial areas on Main Street between 1<sup>st</sup> and 4<sup>th</sup> Avenues. Other commercial uses outside of main street are located on 5<sup>th</sup> Avenue and Main Street, and 4<sup>th</sup> Avenue and King Street.

Several businesses in the Village includes, but not limited to, financial institutions offering insurance and banking needs, a hotel bar and restaurant, grocery store, repair shops, and trades related businesses (eg. carpentry, plumbing, etc.).

## **Industrial**

The Village of Elnora does not have any industrial activity. The industrial district, however, is indicated in the land use bylaw that does not require re-zoning located at the railway lands. There are many challenges to developing this land, mainly that this is owned and operated by CN Rail and servicing would be costly to cross the railway.

## **Community Facilities**

The Village of Elnora community facilities include the two ball diamonds, Elnora Agri-Centre and Curling Rink. They are situated on the south east corner of the quarter section south of Township Road 352. The Village Community Hall is another community facility which shares the same parking lot as the curling rink. Community gathering normally takes place at these facilities. In addition a community library serves the community located on Main Street.

## **Parks, Open Space, Trails**

The Village of Elnora has an outdoor park and open space along Queen Street and 6<sup>th</sup> Avenue and a playground behind the Agri-Centre, as well as an established walking trail. Other open spaces and playground facilities are outside of municipal jurisdiction located within the Village of Elnora School located along the east side of Range Road 232 between 3<sup>rd</sup> and 4<sup>th</sup> Avenues. Sidewalks lack connectivity throughout the Village which could be improved since this would contribute to safety for pedestrians.

## **Transportation**

Transportation for all ages is a challenge for the Village especially for those who are in need of the service. The Village has a grid like pattern of streets. Strategies for non-driving members of the community may be underserved including children, the vulnerable, aged and infirmed.

## 4.0 PLANNING CONTEXT

There are several existing planning documents that must be considered in the preparation of this MDP namely the Village of Elnora General Municipal Plan, Village of Elnora and Red Deer County Intermunicipal Development Plan, the Village of Elnora Area Structure Plan, and the Village of Elnora Land Use Bylaw.

### **Village of Elnora General Municipal Plan**

The Village of Elnora General Municipal Plan was in effect the Village's overall plan for the community. However, when the Planning Act was repealed in 1995 and replaced by the Municipal Government Act the plan lost its status as a statutory plan. The Village of Elnora did not have a Municipal Development Plan until this was made a requirement once again by the Province with the passing of the Modernized Municipal Government Act in 2018.

The General Municipal Plan for Elnora guided planning and development within Elnora which was also taken into account when the Village of Elnora Area Structure Plan was created. This is reflected on the undeveloped portion of the Village west of Queen Street.

### **The Village of Elnora and Red Deer County Intermunicipal Development Plan (2018) - IDP**

The IDP was adopted in collaboration between the two municipalities as part of the Province's requirement in 2018. This planning document highlights the need to cooperation, coordination, and collaboration on land use, municipal services, and environmental assets which may have impacts to either municipality. The plan provides policies for protecting the Village from any *confined feeding operation* by preventing them within the IDP boundary. The plan also provides a policy mechanism to deal with any intermunicipal disputes that may arise in the future and how these may be resolved.

### **The Village of Elnora Area Structure Plan (2008) - ASP**

The ASP was adopted in 2008 which is a planning document providing a planning framework for how future land use changes could occur within a specified plan area. The plan area applies mostly to the quarter section north of Township Road 352. The future land uses being contemplated includes residential, commercial, industrial, and open spaces. The plan provides more details than the MDP for how future development is to proceed which also includes a transportation layout connecting all land uses.

### **The Village of Elnora Land Use Bylaw (Bylaw No, 2020-05)**

As required by the Municipal Government Act, the Village of Elnora has adopted a Land Use Bylaw that regulates the use and development of all lands within the municipality. The Land Use Bylaw was recently updated in 2021. The Land Use Bylaw is a key implementation tool of the Municipal Development Plan.



## 5.0 PLANNING PROCESS

The Village of Elnora Municipal Development Plan 2021 was prepared in accordance with Part 17 of the Municipal Government Act. The public consultation followed a two-step process prior to providing a final Draft Plan for Council consideration for first reading.

The plan was initiated with the first open house to provide the public with the outline of the MDP and potential policy direction. This public open house was conducted over the internet through ZOOM, a virtual meeting platform on January 28<sup>th</sup> of 2021, due to the pandemic (COVID – 19) restrictions. This platform is free and accessible to anyone with an internet connection. Notice was sent to Village residents and agencies one week prior to the open house being held.

A draft MDP was presented to Council at the February 9<sup>th</sup> Council meeting for Council feedback prior to scheduling another public open house. The second public open house is meant to solicit feedback from the public regarding the draft Village of Elnora Municipal Development Plan 2021. The Village of Elnora proceeded with a mail in notice to the public and applicable agencies regarding the open house and posted the draft MDP on its website.

The second on-line public open house was held on February 17, 2021 through the same format as the first. The public was given a chance to review and download the draft from the Village website as well as a copy at the local Village Office.

All comments from the public were considered in the final draft of this MDP.

## 6.0 LAND USE CONCEPT

The Land Use Concept shown on Map 3 identifies the preferred future long term growth and land use pattern as envisioned by the Village. This includes the type and location of different land uses, potential future growth areas outside the Village's boundaries, and the general location of major roads. The Future Land Use Concept Map also identifies environmental features of importance, such as wetlands and vegetation, interconnected by a trail network identified as open space.

It is anticipated that development over time will be contiguous in order to service the logical growth of development. It would be prudent for the Village to maximize the potential for development where existing municipal services are prior to crossing Township Road 352, the main access road to the Village.

The general objectives and descriptions of the various land use designations identified on Map 3 are as follows:

### **Residential**

Areas identified as Residential are intended for future residential growth. These areas are composed of areas currently developed and subdivided for residential uses as well as undeveloped areas that are suitable for future residential growth.

### **Commercial**

The Commercial land use area is intended for commercial land use and is comprised of existing commercial developments and undeveloped areas that are considered suitable for future commercial development.

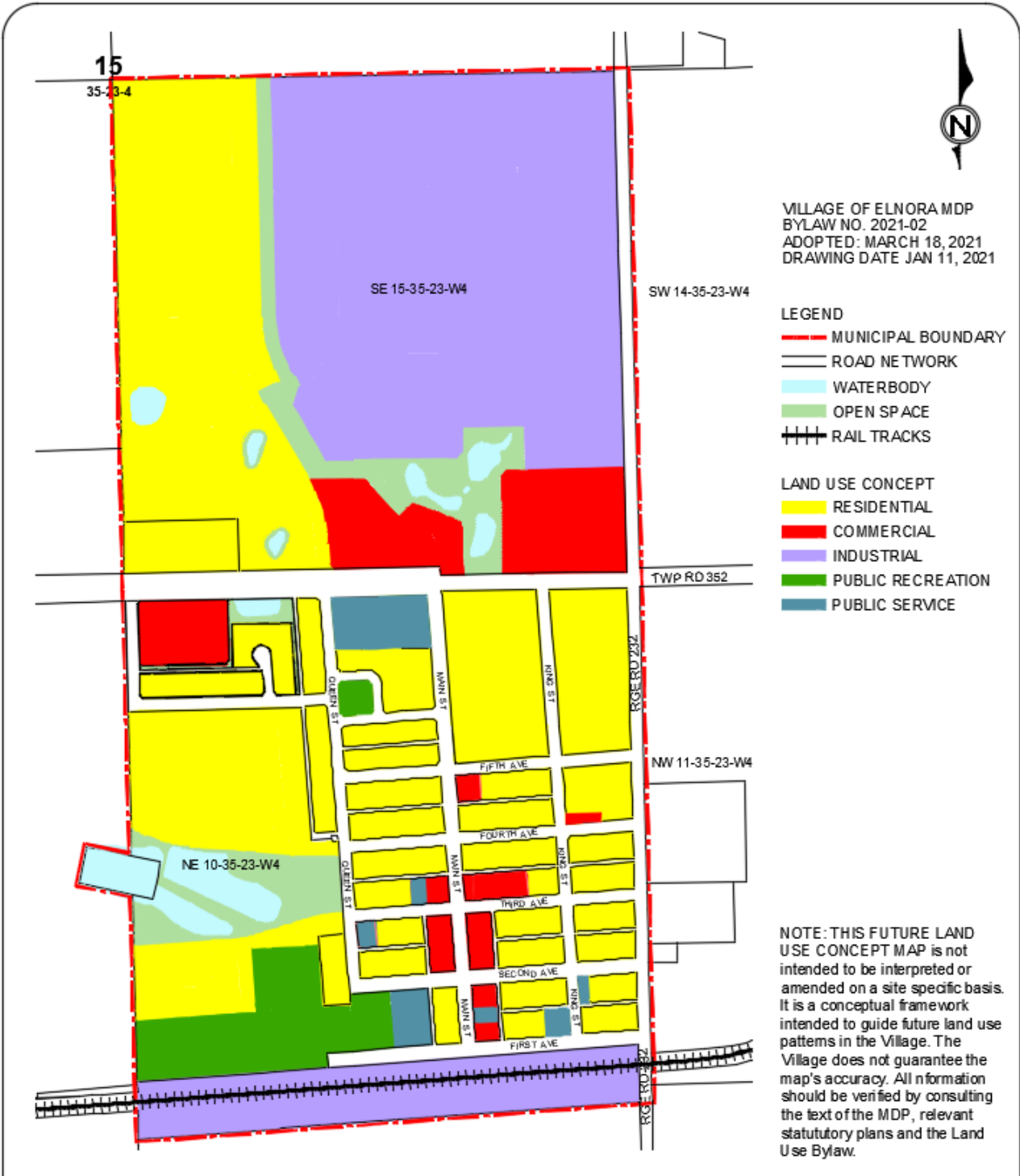

Currently commercial areas are concentrated at the Village centre and along the south side of Township Road 352 as you enter the Village. The Village centre is the heart of the Village where day to day exchange of goods and services occur. This is a place where interaction among community members happen; activities include commerce, community events, and private functions. Future commercial development is envisioned to occur along the north side of Township Road 352 at the intersections of Main Street and Range Road 232.

### **Industrial**

Lands identified as Industrial are intended for industrial land uses. Currently the majority of the land zoned as industrial district is located at the rail road along the southern boundary of the Village. Future industrial development is also envisioned to be directed to lands located north of Township Road 352 in accordance with Map 3.

### **Public Recreation**

Lands indicated as Public Recreation include areas that are currently being used for recreation purpose as well as a series of open spaces, wetlands that will eventually be connected by a community trail network. The wetlands are low lying and an important environmental feature which contribute to “place making” as well the health and wellbeing of the community.

**MAP 3 - LAND USE CONCEPT**  
**VILLAGE OF ELNORA**  
**MUNICIPAL DEVELOPMENT PLAN**

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## 7.0 GROWTH MANAGEMENT

The purpose of this section is to provide clear policy directions for all future development areas within the Village. The following policies include, among other things, criteria for more detailed plan preparation and developer responsibilities.

### **Goal**

- To ensure growth and development is managed in a manner that is not only compatible with but also enhances the physical setting and character of Elnora and is within its financial capability to maintain and service.

### **Objectives**

- Clearly define what is expected of proponents when applying for future land use plan, land use bylaw amendment, or subdivision

### **7.1 General Development**

7.1.1 All applications for Land Use Bylaw amendments/*re-designation* and subdivision shall be evaluated by the Village according to the following criteria:

- a. compliance with the *Act*, *Regulation*, MDP, Land Use Bylaw, and any Council approved land use plan that is in effect at the time of passing of this Plan;
- b. adequacy of road to provide safe access and minimize off-site traffic impacts generated by a proposed development;
- c. land use compatibility evaluated whether the nuisance generated by a proposed development is acceptable given existing adjacent development or general off-site impacts to the Village community; and
- d. site suitability; and

7.1.2 Subdivision applications may be processed concurrently with *re-districting* applications upon receipt of all required and approved technical and/or *engineering studies* including but not limited to servicing study, traffic impact assessment, and environmental impact assessment.

engineering studies – refers to technical reports such as, but not limited to, environmental impact assessment, geotechnical engineering report, flood study, servicing or infrastructure study, and traffic impact assessment.

land use plan – refers to any statutory or non-statutory plan as defined within the *Act*. This includes IDP, MDP, Area Re-development Plan, ASP, Outline Plan, development concept plan

re-designation – means land use bylaw amendment for the purposes of changing the district designation from one to another. Also referred to as rezoning.

infill development – is the process of developing vacant or under-used parcels within existing urban areas that are already developed.

municipal services – refers to infrastructure such as piped water, sewer, storm water, road, and other services provided by the municipality.

- 7.1.3 All new *Area Structure Plans* and *Area Redevelopment Plans* required as per the policies of this Plan shall ensure the following matters are addressed where applicable:
- 7.1.4 Conformity with this Municipal Development Plan, other Statutory Plans, other non-statutory documents and the Land Use Bylaw;
- a. Impacts on adjacent uses, natural areas, and recreational uses, including provision for buffers and development setbacks;
  - b. Proposed land uses, population and may include employment projections for those land uses;
  - c. Proposed methods of water supply, storm water management and sewage disposal;
  - d. Access point(s) and internal circulation network and impacts on the external existing transportation network;
  - e. Allocation of Municipal Reserve, School Reserve, *Environmental Reserve*, and other Reserves in accordance with the *Act*;
  - f. Suitability of the site for development in terms of soil stability, groundwater level, and drainage;
  - g. Confirmation of the location and geographic extent of any water-related features (i.e. creeks, ponds, wetlands, etc.), forests, wildlife corridors, hazard lands, and historic or archaeological sites;
  - h. Integration of natural areas into the design of developments to form part of a future linked and integrated parks and open space system, including the retention of forests, wildlife corridors, wetland areas, and the provision of storm water ponds and parks to form continuous open spaces; and
  - i. Any other matters identified by the Village.
- 7.1.5 A developer proposing a development that has a potential for substantial impacts that are located outside of an existing *Area Structure Plan* or *Area Redevelopment Plan* area shall, at the discretion of the Village, prepare a comprehensive site development plan that includes the following information:
- a. A comprehensive site design in accordance with the Land Use Bylaw;
  - b. An analysis of the estimated number of population, employees and users;
  - c. The impact of the proposed development and a mitigation strategy to address the impacts on adjacent land uses (e.g. buffers);
  - d. A traffic impact assessment to determine impacts on the existing transportation network;
  - e. The method of providing municipal services and storm water management to control storm water runoff onto adjacent lands; and
  - f. Any additional information required at the discretion of the Village..

- 7.1.6 The adoption of this Plan does not require the Village of Elnora to undertake any of the projects or improvements referred to in this plan. Decisions on the use of the financial resources and priorities of the Village shall continue to be made as part of the Village's usual capital and operating budget process
- 7.1.7 Infill development and intensification of development within existing built areas shall be encouraged in order to maximize the use and efficiency of existing municipal utilities and road infrastructure.
- 7.1.8 Any development in proximity to the Railway shall have regard to the *FCM-RAC* "Proximity Guidelines."
- 7.1.9 *Agricultural operations* shall continue to be allowed within the lands indicated as Urban Reserve District in the Village Land Use Bylaw until such time as they are developed in accordance with approved plans.
- 7.1.10 The Village shall not support any application for Confined Feeding Operation (CFO) within the Village boundary nor within the one mile radius of its municipal boundary in accordance with the Village of Elnora and Red Deer County Intermunicipal Development Plan (IDP).

Agricultural Operation – as defined in the Agricultural and Operations Practices Act.

FCM – stands for the Federation of Canadian Municipalities

RAC – stands for Railway Association of Canada

Regulation – is the Subdivision and Development Regulation, AR 43/2002, as amended.

**Developer Responsibility**

- 7.1.11 As a condition of subdivision or development permit approval, the Village shall require developers:
  - a. to enter into subdivision and/or development agreement with respect to the provision of all infrastructure required to service the site;
  - b. to provide all the required technical studies and/or engineering reports;
  - c. to provide payment for all required offsite levies and all applicable fees.
- 7.1.12 The costs of providing municipal infrastructure (roads, water, sanitary sewer, storm sewer) within the area being developed shall be the responsibility of the developer.

**Financial Impact Assessment**

- 7.1.13 The applicant of a subdivision and/or development permit for any subdivision, development or land use bylaw amendment may be required to complete a financial impact assessment that considers the life cycle cost to the Village of maintaining the infrastructure required to service the subdivision and/or development.

**Referral Process**

- 7.1.14 All planning applications including land use plans, subdivision or development permits located within 1.6 km (1 mile) of a highway shall be referred to Alberta Transportation for review and comment.
- 7.1.15 All proposed land use plans shall provide clearance from Provincial agency responsible for Historical Resources Impact Assessment.

- 7.1.16 A subdivision or discretionary development permit shall be referred to adjacent municipality in accordance with the *Act*.
- 7.1.17 A subdivision or development permit application may be referred to any other agency as deemed necessary by the *Act, Regulation, Land Use Bylaw* and the MDP.

## **7.2 Residential**

### **Goal**

- To have Inclusive neighbourhoods that contain a range of housing opportunities and related compatible uses that support the needs and preferences of a variety of household types and income levels.

### **Objectives**

- Encourage the development of a variety of housing types
- Maintain an adequate supply of fully serviced land availability for all housing types

### **Policies**

- 7.2.1 Residential development shall be directed to those identified as Residential on Map 3.
- 7.2.2 A range of housing forms including but not limited to single detached, duplexes/semi-detached, row-houses and apartments shall be encouraged and supported in order to meet the needs of existing and future populations.
- 7.2.3 Seniors housing shall be encouraged to locate in proximity to areas where there is access to various community and commercial services (i.e. the Village center) as well as community amenities.
- 7.2.4 The Village may support legal accessory dwelling units such as garage suites, garden suites as a means of increasing housing choice and affordability.
- 7.2.5 The Village may provide support and/or partner with other organizations to ensure an adequate supply of affordable housing within the community.
- 7.2.1 The Village shall encourage the development of aesthetically pleasing neighbourhoods that will enhance the character of the Village.
- 7.2.2 Residential development shall, at a minimum, follow the setback requirements as prescribed in the *Regulation* or Provincial Guidelines if it is within proximity to the following:
- a. active or non-operating sanitary landfill and waste water facility;
  - b. provincial highway;
  - c. existing sand and gravel extraction site;
  - d. active or abandoned oil and gas facility or pipeline; and
  - e. sour gas facility
- 7.2.3 The Village will strive to ensure adequate separation of residential areas from industrial development areas and may require the use of physical or distance buffering to minimize negative impacts to residents.



## 7.3 Commercial

### **Goal**

- A vibrant and diverse mix of commercial developments that meet the needs of the Village of Elnora, and surrounding area.

### **Objectives**

- Support existing businesses and uses and encourage new commercial development.
- To allow for the diversification of the commercial land base of Elnora.
- To ensure an adequate supply of commercial lands available for a variety of commercial uses.

### **Policies**

- 7.3.1 Commercial development shall be directed to those areas identified as Commercial on Map 3.
- 7.3.2 The Village shall continue to recognize and promote commercial development within the core of Elnora along Main Street, between 2<sup>nd</sup> and 4<sup>th</sup> Avenues.
- 7.3.3 Commercial development along Township Road 352 and Queen Street should be differentiated with other commercial areas by targeting goods and services to be provided for mainly the traveling public so as not to pull commercial developments away from Main Street.
- 7.3.4 Commercial developments shall be attractive and in good repair. The Village may explore initiatives or programs to promote and assist façade improvements on Main Street.
- 7.3.5 Explore ways to create a centralized market for small home-businesses in and the surrounding area of Village to sell products or exchange ideas.
- 7.3.6 The Village should engage and network with stakeholders within and outside the Village seeking opportunities to leverage Elnora's competitive advantage.

## 7.4 Industrial

### **Goal**

- A strong industrial district that provides employment opportunities and serves the needs of Elnora and the surrounding area.

### **Objectives**

- Encourage and allow for the development of a diversity of Industrial development in appropriate locations.
- Protect industrial land from the encroachment of non-compatible land uses and minimize conflicts with adjacent land uses.
- Encourage industrial development that conserves energy, water, materials, and other resources.

## **Policies**

- 7.4.1 The Village shall direct industrial development to areas identified as Industrial on Map 3.
- 7.4.2 Infill and redevelopment of industrial lands, including *brownfield* sites, within existing industrial development areas shall be encouraged.
- 7.4.3 New industrial areas should be serviced by a full range of municipal services. Developers shall be responsible for the upgrading and extension of the services required for new industrial developments.
- 7.4.4 Care shall be taken with regard to the location and approval of industrial uses that would normally generate significant offsite nuisances such as noise, vibration, smoke, dust, odour or potential environmental contamination. Such uses shall maintain an adequate distance buffer from other land uses and residential areas in particular.
- 7.4.5 Industrial developments shall be designed so as to minimize visual impacts on adjacent non-industrial land uses to the satisfaction of the Village.
- 7.4.6 The Village shall require an independent Environmental Impact Assessment (EIA) to be completed before considering approval of an industrial use in a newly developed area which may have impacts on public health or the environment.
- 7.4.7 Industries considered hazardous due to the transport, handling, bulk storage or use of hazardous materials shall be discouraged from locating within the Village boundaries.
- 7.4.8 Access to new industrial developments shall not be routed through residential areas.

## **7.5 Public Recreation**

### **Goal**

- To have integrated, accessible and well-planned facilities, along with open space and parks system that supports a broad range of recreation and cultural opportunities catering to diverse groups within the Village and surrounding area.

### **Objectives**

- To provide neighbourhood green space and allow for the development of community facilities.
- Ensure that the parks and recreational uses/spaces are located and distributed in a manner that meets Village residents' needs.

### **Policies**

- 7.5.1 Lands identified as Public Recreation on Map 3 are considered suitable for the development of future public recreation and community facilities.
- 7.5.2 The Village shall be consulted in the design of any new public trails and facilities as part of any development where applicable as deemed by the Village.
- 7.5.3 The Village shall require developers to provide and/or demonstrate how their proposed plan/development will connect to existing or planned walking trail(s) and/or other community amenity such as public open spaces as applicable.

## **7.6 Municipal/School Reserve**

- 7.6.1 The *Act* enables municipalities to require that Municipal and/or School Reserves be dedicated at the time of subdivision for park, buffer and school site purposes. The *Act* allows municipalities to require such dedication in the form of land or as cash in lieu of land or a combination of both.
- 7.6.2 In determining the allocation of Municipal Reserve (MR) under Policy 7.8.4 the Village shall adhere to the land use plans and policies contained in the applicable *Area Structure Plan, Area Redevelopment Plan, or non-statutory document*.
- 7.6.3 Cash-in-lieu of land for Municipal and/or School Reserve dedication may be accepted in circumstances where the amount of land to be dedicated as reserve is too small to be useful, or the area does not benefit from Municipal and/or School Reserve lands. The funds received will be allocated to the Village's Municipal Reserve fund and may be used for Municipal and/or School Reserve purposes to acquire lands for recreational purposes, or for the development of public parks, school board purposes or public recreation area.
- 7.6.4 School Reserve (SR) shall be determined in cooperation between the Village and the School Authorities.
- 7.6.5 The developer shall provide a market value appraisal certified by a qualified appraiser to determine the amount of cash-in-lieu of land for Municipal and/or School Reserve dedication, pursuant to the *Act*. If the applicant for a subdivision and the Village cannot agree on a land value; alternatively, the rate of payment may be based on the assessed value of the subject land as determined by the Village assessor.

## 8.0 TRANSPORTATION

### **Goal**

- An accessible transportation network that provides a wide variety of options that are efficient, reliable and cost-effective to serve diverse needs and capabilities of the public.

### **Objectives**

- To encourage and ensure the development of an efficient, effective, and safe multi-modal transportation network that meets the needs of the community.

### **Policies**

- 8.1.1 The general transportation network is shown on Map 3.
- 8.1.2 The Village may require traffic impact assessment (TIA) for development or subdivision proposals to determine efficient traffic circulation or roadway improvement or required road upgrade. If TIA is required, then this shall be a condition of subdivision or a condition of development permit approval.
- 8.1.3 If required, road widening for municipal road shall be dedicated at the time of subdivision.
- 8.1.4 The Village shall consult and co-ordinate with the County regarding transportation network that connects the two municipalities in order to ensure seamless and acceptable level of service for both the Village and County residents.
- 8.1.5 The Village may pursue a development of a Transportation Master Plan that addresses all modes of transportation including but not limited to motorized vehicles, pedestrians, and non-motorized vehicles.
- 8.1.6 The transportation network within the Industrial area shall:
  - a. take into account the impact of traffic that it might have on the Village and neighbouring municipality; and
  - b. identify the truck route within the Village thru coordination with stakeholders prior to development.

## 9.0 MUNICIPAL UTILITIES

### **Goal**

- All residents, businesses and properties have access to safe, reliable, adequate and cost effective utility services capable of supporting existing and future urban development.

### **Objectives**

- Ensure potable municipal water, sanitary services, storm water management, and flood control measures are designed and developed in a manner that maintain the integrity of streams, riparian areas, and wetlands while adequately servicing Village residents in a reliable, efficient, and affordable manner.

### **Policies**

- 9.1.1 Make efficient use of the existing infrastructure and maximize the capacity of these municipal services in order to realize maximum delivery of service in a short distance.
- 9.1.2 All development shall be serviced with municipal water, sanitary sewer, and storm water management system.
- 9.1.3 Detailed design and analysis shall be required prior to the approval of subdivision in determining the development of municipal water, sanitary sewer, and storm water management.
- 9.1.4 The Village shall require developers to prepare an overall servicing concept or design brief which must address the ability to extend Village infrastructure, available capacity of required upgrades to ensure capacity, and the influences of upstream and downstream development needs.
- 9.1.5 The servicing concept required in Policy 9.1.4 and 9.1.5 shall be provided prior to re-designation of a parcel or portions of a parcel within approved land use plans under the Land Use Bylaw to allow for subdivisions.

## 10.0 ENVIRONMENTAL MANAGEMENT

### **Goal**

- For natural areas and features in the Village to be protected and enhanced wherever possible in order to maintain ecological integrity and prevent negative impacts to property.

### **Objectives**

- Preserve and enhance the natural environments within and adjacent to the Village.
- Incorporate natural areas within future development plans in the Village..

### **Policies**

- 10.1.1 Development shall be prohibited where places are susceptible to flooding. Therefore, a developer is required to prove out via a study that a proposed development is outside the 1:100 year flood plain if developing near water course or water body.
- 10.1.2 The Village should encourage the use of native vegetation in landscaping and park areas to minimize the need for maintenance, watering, and other unnecessary inputs.
- 10.1.3 Developers are tasked to demonstrate water table location in order to assess buildable sites and the types of appropriate development.
- 10.1.4 The Village shall prohibit development on steep slopes (greater than or equal to 15% grade).
- 10.1.5 *Environmental Reserves* shall be dedicated to ensure that conservation or preservation of natural environmental features to protect water course and water body contributing to biodiversity to the greatest extent possible as per the Municipal Government Act.
- 10.1.6 *Conservation Reserves* shall be identified prior to land use bylaw amendment stage so as to inform the dedication at the time of subdivision in favour of the municipality.
- 10.1.7 The Village shall compensate the developer for lands that would be dedicated as *Conservation Reserve* in accordance with the *Act*.
- 10.1.8 Lands that are subject to potential erosion, high water tables, or other matters consistent with Section 644(1) of the *Act*, shall be dedicated as *Environmental Reserve* (ER) at the time of subdivision.
- 10.1.9 Where the need for ER requires confirmation, or situations arise where the amount of ER proposed to be dedicated exceeds the allocations identified in the *Act*, the Village may require that a geotechnical report, biophysical assessment, and/or hydrogeological study be prepared to support the proposed dedication.
- 10.1.10 For subdivisions adjacent to a water course, the top of bank shall, at the discretion of the Village, be required to be surveyed by a registered Alberta Land Surveyor as part of the application process. This documentation shall serve as the basis for determining ER requirements.
- 10.1.11 For subdivisions adjacent to water bodies, ER shall include sufficient shore lands so as to provide adequate protection for waterfowl, fish, and wildlife habitat, and public shoreline access. In these areas, the ER allocation may be supplemented by

*Municipal Reserve* where the additional lands are required to accommodate parks or playground areas, trail corridors or walkways.

- 10.1.12 The Village should seek provincial, federal, or other sources of funding in order to identify any environmentally sensitive areas within the Village in order to inform Council decisions prior to development being considered.
- 10.1.13 Other instruments available as provided by the *Act* such as *Conservation Easements* and *Environmental Reserve Easement* will only be used in combination of the *Environmental Reserve* and/or *Municipal Reserve* if the maximum allowable is insufficient to cover the lands required for environmental protection.
- 10.1.14 The Village may enter into a written agreement regarding *Environmental Reserve* dedication prior to a subdivision application or prior to a subdivision decision as provided by the *Act*. This does not waive the Village's right to other planning instruments available to them as provided for by the *Act*.

## 11.0 ECONOMIC DEVELOPMENT

### **Goal**

- A vibrant economically viable community and is capable of sustaining itself financially.

### **Objectives**

- Support and promote the local business community and the growth of the commercial sector.
- Encourage commercial ventures that promote local tourism.
- Collaborate and seek opportunities with neighbouring municipalities to promote and encourage economic growth within the Village and surrounding area.
- Explore joint economic pursuits with neighbouring municipalities where there is mutual benefit.

### **Policies**

- 11.1.1 The Village may explore economic development opportunities with the County where it is mutually beneficial.
- 11.1.2 The Village may engage with business owners to explore ways to promote the Village as the place to be as a centralized market for the surrounding area.
- 11.1.3 The Village may consider developing a registry of local businesses and services in order to identify and then actively seek to fill gaps.
- 11.1.4 Where compatible with residential land uses, the development of home occupations shall be encouraged.
- 11.1.5 The Village may engage with various industries to promote Elnora within and outside the region in cooperation with other agencies.



## 12.0 INTERMUNICIPAL COOPERATION

### **Goal**

- Cooperate with adjacent municipalities and other government agencies to achieve mutual objectives benefitting residents and businesses in Elnora and helping to secure the Village's long-term position in the region.

### **Objectives**

- Collaborate with provincial agencies, the County, neighbouring municipalities, etc., on regional and provincial issues.
- Take an open dialogue approach to address intermunicipal development issues and issues of mutual concern or interest.

### **Policies**

- 12.1.1 The Village promotes open communication with other interested parties including local industry, landowners, the Province, Red Deer County, transportation and utility companies and provincial authorities that provide services in the area.
- 12.1.2 The Village will continue to collaborate with the County as per the Intermunicipal Development Plan (IDP) and Intermunicipal Collaboration Framework (ICF) to address issues of mutual concern and to ensure that development in either municipality complements the existing and future land uses of the other municipality.
- 12.1.3 The Village shall continue to have an open dialogue with the County to share information regarding development or initiative that could have an impact, positive or negative, on the County.

## 13.0 ADMINISTRATIVE MATTERS

### 13.1 Interpretation

The Village of Elnora Municipal Development Plan is a high level plan that has a long term time horizon, 20 years and greater, and therefore, is general in nature. The MDP is a planning tool for Village Council and staff giving them the means to evaluate development and/or land use plan proposals and how they align or conform to the long-term growth and development pattern that the Village aspires to achieve.

- 13.1.1 The MDP is general in nature, thus the boundaries between land uses shown on the Land Use Concept map – Map 3 should be loosely interpreted and the specific boundaries shall be determined through the re-designation process.
- 13.1.2 Subject to Council’s approval, substantive changes to the MDP policies will require an amendment to the MDP and any other affected plan(s).
- 13.1.3 The MDP contains *shall*, *should*, and *may* policies which are interpreted as follows:
  - a. “Shall” policies must be complied with,
  - b. “Should” policies mean compliance in principle, but is subject to the discretion of the applicable authority on a case by case basis, and
  - c. “May” policies indicate that the applicable authority determines the level of compliance required.

### 13.2 Implementation

- 13.2.1 The goals and policies of the MDP are implemented thru various planning tools such as an adoption of statutory and non-statutory plans, including the Land Use Bylaw, and other policy documents.

### 13.3 Amendment

- 13.3.1 Amendment to the Municipal Development Plan shall adhere to Part 17 of the *Act*.
- 13.3.2 All statutory plans must be consistent with higher level plans as specified in the *Act*, which may require an amendment to lower level plans to ensure their compliance with the MDP.
- 13.3.3 Any inconsistency between statutory plans, the higher level plan shall prevail only to the extent of the inconsistency.

### **13.4 MDP Review**

- 13.4.1 To ensure the relevancy of this Municipal Development Plan, the entire Plan should be reviewed every five years or as determined by Council.

### **13.5 Repealing the MDP**

- 13.5.1 The Municipal Development Plan may be repealed by passing a bylaw to repeal and/or replace the MDP with a new Plan;
- 13.5.2 The municipality has the sole authority to repeal this Plan.

### **13.6 Date of Commencement**

- 13.6.1 The Policies of this Plan takes effect upon passing of the bylaw.

Appendix “A” and Appendix “B” do not form part of the Municipal Development Plan policies. These appendices are meant to provide added information only which may be amended from time-to-time for clerical errors or up-dates.

## 14.0 APPENDIX “A” – POPULATION PROJECTION

Population growth analysis shows that if we look at historical annual population growth rate we can determine population projection. The worst case scenario would be the five year annual average where the annual growth rate was -0.98%. The best case scenario would be to use the average of the 25 years and 15 years growth rate of 1.14% for an optimistic projection. Using the average of the 25 years and 10 years gives an annual average growth rate of 0.64% was used for mid growth projection. The Table shows these three scenarios:

YEAR	WORST CASE PROJECTION	MID-GROWTH PROJECTION	OPTIMISTIC PROJECTION
2017	295	300	301
2021	284	308	315
2026	270	318	334
2031	257	328	353
2036	245	338	374
2041	234	349	396

## 15.0 APPENDIX “B” – PLANNING HIERARCHCY

How does this Plan fit within the hierarchy of Plans that municipalities have? The figure below shows a visual representation of how this Plan fits within the overall hierarchy of Plans that govern municipalities. The higher level plans starts from the top higher level policy document to regulation, and site development. These plans starts with a broad planning area with statements or policies that are general in nature to increasingly detailed plan as you move down the list.

Table 4. Hierarchy of Municipal Plans as enabled by the Municipal Government Act.



## 16.0 APPENDIX “C” - DEFINITION

All words or expressions contained in this Municipal Development Plan that are not listed in this Appendix shall have the meanings respectively assigned to them in the Municipal Government Act, the Subdivision and Development Regulation, and the Village of Elnora Land Use Bylaw.

**Act** – refers to Municipal Government Act, RSA 2000, Ch. M-26,

**Agricultural Operation** – as defined in the Agricultural and Operations Practices Act.

**Area Redevelopment Plan (ARP)** - A *statutory plan* prepared pursuant to the **Act** that provides a framework for the preservation, rehabilitation, removal and replacement of buildings, the construction of new buildings, and the rezoning and subdivision of land to facilitate the redevelopment of a specified area.

**Area Structure Plan (ASP)** - A land use and servicing plan adopted by bylaw and prepared in accordance with the *Act*. It provides a site-specific, detailed framework for rezoning, subdivision and development, and addresses the staging of development, land use, density and infrastructure matters.

**Brownfield** - A former commercial or industrial development that has since become derelict, vacant, or underutilized which may or may not have environmental contamination.

**Confined Feeding Operation (CFO)** - As defined by the Agricultural Operation Practices Act (AOPA), means fenced or enclosed land or buildings where livestock are confined for the purpose of growing, sustaining, finishing or breeding by means other than grazing and any other building or structure directly related to that purpose, but does not include residences, livestock seasonal feeding and bedding sites, equestrian stables, auction markets, race tracks or exhibition grounds.

**Conservation Easement** - A voluntary legal agreement, as defined in the Environmental Protection and Enhancement Act, between a landowner and government or conservation agency. The easement protects the natural assets of the agreed upon land area by restricting the landowners' ability to develop within the easement area.

**Conservation Reserve** - is a planning tool, that allows for the purchase of environmentally significant lands by a municipality to form a *Conservation Reserve* in accordance with Section 664.2 of the Municipal Government Act.

**Environmental Reserve** – land, as described in the *Act*, that is considered to be hazardous and/or undevelopable because of its natural features or location (e.g. unstable slopes or flood prone); and therefore is required to dedicate at the time of subdivision in accordance to the **Act**.

**Environmental Reserve Easement** – is a planning tool that allows for a caveat to be registered with Land Titles in favour of the municipality for lands that may be dedicated as *environmental reserve* in accordance with the *Act*.

**Engineering studies** – refers to technical reports such as, but not limited to, environmental impact assessment, geotechnical engineering report, flood study, servicing or infrastructure study, and traffic impact assessment.

**FCM** – stands for the Federation of Canadian Municipalities

**Infill development** – is the process of developing vacant or under-used parcels within existing urban areas that are already developed.

**Intermunicipal Collaboration Framework (ICF)** – a tool, as mandated by the Province, that facilitates cooperation between neighbouring municipalities in order to ensure **municipal services** are provided to residents in an efficient and cost effective manner.

**Intermunicipal Development Plan (IDP)** - a jointly agreed upon **statutory plan** adopted pursuant to Section 631 of the **Act** that addresses the future development of lands adjacent to neighbouring municipalities where joint efforts by municipalities for cooperation, collaboration and coordination for mutually agreed upon outcome.

**Municipal services** – refers to municipal infrastructure such as piped water, sewer, storm water, road, and other services provided by the municipality.

**Land Use Bylaw** – a regulatory document, as required under the **Act**, that includes rules and regulations describing how individual properties may be used or developed within a municipality.

**Land use plan** – refers to any statutory or non-statutory plan as defined within the *Act*. This includes IDP, MDP, Area Re-development Plan, ASP, Outline Plan, development concept plan

**Municipal and/or School Reserve** - is parcel of land, or cash value equivalent, that is dedicated at the time of subdivision in accordance to **Act**, to a municipality for the purposes of providing public parks, public recreation areas, schools or to separate areas of land that are used for different purposes.

**Statutory Plan** – a plan that that is adopted by bylaw in accordance with the *Act* and includes: *Intermunicipal Development Plans*, *Municipal Development Plans*, *Area Structure Plans*, or *Area Redevelopment Plans*.

**RAC** – stands for Railway Association of Canada

**Regulation** – is the Subdivision and Development Regulation, AR 43/2002, as amended.

**Re-designation** – means land use bylaw amendment for the purposes of changing the district designation from one to another. Also referred to as rezoning.



