



# **VILLAGE OF SPRING LAKE**

## **MUNICIPAL DEVELOPMENT PLAN**

**July 13, 2010**

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## **1.0 Introduction**

### **1.1 The Village of Spring Lake in Context**

The Village of Spring Lake is located in Parkland County about 6 km southwest of the Town of Stony Plain and south of Highway 16A, approximately 30 km west of Edmonton. The Village has a total land area of approximately 212 ha (512 ac.) and currently has a population of 600 people living in some 200 dwellings.

The Village completely surrounds the waterbody known as Spring Lake, which has a surface area of approximately 80 ha (198 ac.). This area is in addition to the 212 ha area of the Village.

When the area around Spring Lake was initially surveyed, the small ponds on SE 30 were considered inconsequential, and the quarter was recorded as containing 160 acres. The true extent of the Lake was not noticed until later.

The area surrounding Spring Lake was homesteaded in 1894. In the early 1900s, the Lake became popular among residents of Edmonton and the surrounding areas, and small acreage and cottage lots were sold.

In 1894, Spring Lake was called Schimpf's Lake. In the years that followed, the name was changed several times as ownership of the surrounding land changed; the Lake has been called McCoppen's, Cottage and Barrie's Lake, as well as Edmonton Beach. In the 1940s, the Lake level began to decline. Underground springs were thought to feed the Lake and attempts to find and clear the springs with dynamite didn't work. However, the work did prompt a final name change, to Spring Lake.

Edmonton Beach Resort (now known as Spring Lake RV Resort) was established as a commercial facility on the southeast corner of the lakeshore. Popular activities included swimming, hiking and fishing. Though most water oriented uses have declined in intensity in recent years, it is still an active recreational vehicle and "summer getaway" resort.

The Bonnie Beach Resort land was bought in 1956 and opened to the public as a rental facility for companies to hold events. At this time, as is true at the present, Bonnie Beach was physically smaller in size than the Edmonton Beach Resort, but it had a larger public following.

The Summer Village of Edmonton Beach was incorporated as of January 1, 1959, comprising the area now within the Village of Spring Lake.

Because of the Lake's close proximity to Edmonton and the Town of Stony Plain, which is the closest population centre, the Lake itself was popular with cottagers, resort patrons and day-users, and it still receives moderate to heavy recreational use during summer. As well, over the years, the Summer Village itself became the year-round home to about 600 residents. As a result, effective January 1, 1999, in reaction to a request from the Summer Village, Alberta Municipal Affairs changed its status to that of a Village. That is the status the municipality currently enjoys.

Though completely surrounded by Parkland County and within the Edmonton Capital Regional Board area, the Village is not a member of the Capital Region Board. The absence was probably an oversight on the part of Alberta Municipal Affairs officials; however, because the Village is not and does not want to become a growth node or annex any substantial lands, nor does it

envison any substantial growth beyond its current development and subdivision approvals (except for a possible long range redevelopment of the Spring Lake RV Resort lands), the absence from the Capital Region Board and its deliberations is not considered to be troublesome to the Village Council.

## **1.2 The Lake**

Spring Lake is 2.4 km long and 2.2 km wide; a large island is located in the eastern half of the Lake and a shallow sill separates the southwestern bay from the rest of the Lake. The Lake has a very irregular bottom; much of it is less than 1.5 m deep, but five “holes” exceed 6 m in depth. The maximum depth is 9.1 m, but because of the extensive littoral zone, the mean depth is less than 2 m. An irregular shoreline, the large island, and the extensive tree growth around much of the lakeshore provide protection from wind.

Water levels were recorded in 1937 and from 1939 to 1944, and have been monitored regularly since 1956. Since 1939, the lake level has fluctuated between a high of 726.36 m, recorded in 1939, and a low of 722.99 m, recorded in 1968. During years of high water levels, cottages were located adjacent to the water's edge. As the Lake's elevation declined, however, a wide buffer strip of grasses formed between the cottages and the water's edge, particularly along the northern and eastern shores. As well, two peninsulas were exposed along the south side of the Lake. Since the 1960s, however, the lake level has remained fairly stable. Preliminary data collected in 1986 suggested that groundwater inflow to Spring Lake was an important contribution of inflow to the lake.

## **1.3 Need for a Municipal Development Plan**

As indicated above, the Village does not perceive itself to be a future growth node. Nor does it plan to annex any substantial areas from Parkland County. Instead it envisions itself to remain pretty much the way it is today – a residential area adjacent to a valued natural resource.

However, development pressures, specifically relating to the undeveloped areas around the Lake itself and to any redevelopment of the Spring Lake RV Resort and of another similar, though smaller, development in the southwestern quadrant of the Village, have led to a belief that a Municipal Development Plan can be used to guide decisions respecting future development or redevelopment of these lands.

That is the purpose of this Municipal Development Plan.

This Municipal Development Plan espouses the principles of Smart Growth in order to emphasize and enhance quality of life for its residents. The Smart Growth themes that are evident in this Plan include:

- \* Fostering a Village identity which is unique, diverse, and inclusive.
- \* Nurturing engaged citizens. Community members and volunteers will participate in community life and decision-making.
- \* Providing a variety of transportation choices. Neighbourhoods will be attractive and have safe infrastructure for walking and cycling, in addition to driving.

- \* Preserving open spaces, natural beauty and environmentally sensitive areas. Development will respect natural landscape features and thus have higher aesthetic, environmental, and financial value.
- \* Encouraging the use of green buildings and other systems that can save both money and the environment in the long run.

This Municipal Development Plan for the Village of Spring Lake seeks to harness the optimism and creativity of the Village’s Council and residents, and articulate these ideas as goals and objectives for the consideration of future development. This Plan does not deal with street layouts or housing needs, but seeks to provide a context within which further physical development within the community can be assessed. It is anticipated that this document will serve as a road map, guiding the community to its future destination for many years to come.

## **1.4 Legislative Requirements**

The Alberta Municipal Government Act is the provincial enabling legislation that gives extensive governing powers to municipalities. That Act:

- a) gives broad authority to councils, including broad authority to pass by-laws, and to respect their right to govern municipalities in whatever ways the councils consider appropriate within the jurisdiction given to them;
- b) enhances the ability of councils to respond to present and future issues in their municipalities; and
- c) recognizes that the functions of the municipality are to:
  - i) provide good government,
  - ii) provide services, facilities and other things that, in the opinion of the council, are necessary or desirable for all or part of the municipality, and
  - iii) develop and maintain safe and viable communities.

A Municipal Development Plan outlines a broad set of goal statements about the type of long-term development that is desired by the community. The main focus of the Plan is to provide a statutory plan to assist Council – and the Village’s approving authorities – in achieving and maintaining orderly and efficient land use and development.

A Municipal Development Plan takes into account both the past and present human and physical environments. Considering where the community has been, where it is currently and where it wants to go enables the Village to set in place a “plan” for how to reach its desired destination.

The Village is aware that other provincial and federal jurisdictions also have a role to play in the future development of the Village of Spring Lake. In a spirit of cooperation, consultation and communication, the Village looks forward to working with government agencies, Parkland County, the municipalities of the Capital Region Board, and landowners in the implementation of this Plan in order to achieve a pattern of land use and development that is attractive, efficient and beneficial to all residents of the municipality.

## **1.5 The Municipal Development Plan Process**

Municipal Planning Services (2009) Ltd. worked in conjunction with Village of Spring Lake Council and staff to envision, draft, and complete the Municipal Development Plan. The Village solicited stakeholder comments and provided opportunity for public input as required by the

Municipal Government Act. As such, the Plan conforms as much as possible to the vision of the Village of Spring Lake as set forth by the Council.

## **1.6 The Goals of the Municipal Development Plan**

The goals of the Village of Spring Lake's Municipal Development Plan are as follows:

- \* To preserve the quiet residential amenity of the Village of Spring Lake.
- \* To encourage a form of redevelopment of both the Spring Lake RV Resort and the Bonnie Beach Resort that both addresses and enhances the environmental sensitivity of the Resorts' lands.
- \* To direct any development of the lands between the existing residential lots within Spring Lake and the Lake itself in a manner that addresses the environmental sensitivity of the subject lands and the historic relationship of the residential lots with these lands.
- \* To encourage the development of land in an orderly and effective manner.
- \* To preserve and enhance the quality of life and attractiveness of the Village as a place to live.
- \* To promote environmental stewardship and green design practices.
- \* To promote Spring Lake as a residential community as well as a tourist destination for passive and low intensity recreational activities.
- \* To establish a development vision for the Village for the next 10 years.

## **1.7 Guide to the Plan**

The Municipal Development Plan provides a broad land use, infrastructure and transportation framework for the future development of the community. It includes a series of policies which address the preferred characteristics of development and the development process within the corporate boundaries of the Village of Spring Lake.

The broad provisions of Municipal Development Plans are often implemented through the Land Use Bylaw and other municipal regulatory bylaws and processes. Subsequent development and subdivision approvals must also be consistent with the Municipal Development Plan.

Subdivision and development that does not conform to the Municipal Development Plan should not be approved. If a proposed subdivision or development does not comply with the Plan but is felt to be desirable, amendment to the Plan may be considered by Council.

The boundaries of the land use policy areas described in this Plan and in the Plan's Future Land Use Plan are approximate only and will not normally follow legal surveyed boundaries. Minor adjustments or variances that may be required to land use policy areas, the location of future roads, quantities or figures shall not require an amendment to this Plan. In addition, the

Municipal Development Plan should be periodically reviewed to take into account changing circumstances and municipal preferences.

## **2.0 Land Use Objectives and Policies**

### **2.1 Future Development**

#### **2.1.1 Objectives**

1. To ensure that the long range financial situation of the Village is taken into account when considering the need to establish or extend municipal utilities and/or services.
2. To ensure that future development not negatively impact the residential amenity of the Village.
3. To foster pride in the built environment of the community by encouraging Village beautification and character via landscaping, streetscaping and architectural design.
4. To ensure that new developments support connectivity within the Village and provide parks and greenspaces in suitable locations.
5. To protect environmentally sensitive areas and critical habitat areas within the Village.
6. To ensure that future development not negatively impact the existing residential amenity or the environmental amenity of the Village or of the Lake.

#### **2.1.2 Policies**

1. All development will conform to the Policies and Future Land Use Plan in this Plan and to the Village's Land Use Bylaw. The Future Land Use Plan designates areas of existing and future residential development, of existing and future commercial development, and for environmental conservation.
2. Future residential or commercial development will take place in those lands designated Residential, Commercial, or Commercial Resort on the Future Land Use Plan. Residential development will take place in the areas designated Residential, and commercial development will take place in the areas designated Commercial and Commercial Resort. Areas which are already currently developed may be redeveloped, but only in accordance with the Village's Land Use Bylaw. Currently undeveloped areas may be developed, but only if the lands are shown, through the development concept plan study and process described below, to be suitable for development and, further, if the development of the lands can, in the view of the Village Council, be reasonably anticipated to retain the current amenity of the Village's residential areas.
3. On the Future Land Use Plan, the Spring Lake RV Resort property and the Bonnie Beach Resort properties are designated Commercial Resort areas. Future development of these properties will be predominantly commercial/

recreational in nature. The requirements for the consideration of future development proposals as outlined in Section 12 below and elsewhere in this Plan will apply.

4. Future development of the lands designated Environmental Conservation on the Future Land Use Plan will be substantially restricted to passive recreational pursuits, in keeping with Provincial policy respecting the use of lands adjacent to waterbodies, the environmental sensitivity of the lands, and the need to maintain the quiet residential amenity of the Village.
5. The form of the residential development indicated in Policy 2.1.2.3. and 2.1.2.4. above, indeed, in the whole of the Village, shall be that of single detached dwellings on lots of sufficient size to not require the establishment of municipal or communal water supply and/or sanitary wastewater collection and disposal services or systems.
6. No annexation of land into the Village, except for areas to “round out” responsibilities for roads and service areas, shall be contemplated during the period of this Plan.
7. The Village will encourage high quality development in design, construction, and environmental considerations.
8. The Village shall be designed in a pattern of interconnecting streets, defined by buildings, street furniture, landscaping, and pedestrian ways. The layout should be suited to existing topography and other natural features of the area to minimize cut-and-fill and grading throughout the site.
9. The Municipal Development Plan will be implemented, among other means, through the Land Use Bylaw, subdivision process, and development agreements. The Village may also consider revising its servicing standards to reflect Municipal Development Plan policies.
10. The Village will endeavour to maximize the benefits that can be derived from existing infrastructure.
11. The Village will explore options for water supply and wastewater collection and disposal systems, but costs and location relative to the Village will be important factors in determining whether the Village will implement any such systems. As part of this exploration, the Village will look at any regional systems proposed by Parkland County to serve the area around the Village.
12. The consideration of development proposals shall include, but not be limited to, factors of access, servicing, parking, buffering, aesthetics, frontage, noise, impact on adjacent uses, centrality, and cost.
13. Before any further development or redevelopment occurs in the Commercial Resort areas, the landowner/developer shall submit a

development concept plan to the Village for consideration. That concept plan shall describe, among other things, existing and future proposed land uses and development densities, facilities, services, access, impact on adjacent uses, and the environmental impact of the development and how any negative impacts on the existing residential community and on the natural environment are to be mitigated. The concept plan shall be reviewed by Council. Public input shall be sought. The landowner/developer shall make revisions as directed by Council. Once Council is satisfied with the revisions and the revised development concept plan, it may then consider any amendments to the Village's Land Use Bylaw necessary to allow the development envisioned by the concept plan to take place, and authorize the Village's Development Authority and Subdivision Authority and other boards and authorities to take appropriate action to allow for implementation of the concept plan.

14. Council will continually monitor development and review the Municipal Development Plan. The next formal review will be completed by the end of 2020.

## **2.2 Residential Land Use Policies**

### **2.2.1 Objectives**

1. To retain the vision of Spring Lake as a residential community of single detached homes.
2. To ensure a high standard of building and site design.
3. To encourage energy conservation in residential development.
4. To enhance the quality of life through subdivision design and development standards.
5. To promote diversity and attractive residential architecture through the encouragement of architectural design guidelines in new developments.

### **2.2.2 Policies**

1. The Village intends to not allow the development of a diversity of housing types. Rather, only single detached housing shall be allowed within the Village. Higher density residential developments shall not be allowed within the Village.
2. The Village will allow the development of the residential areas within the Village without particular regard to phasing, except that all residential development will only take place given appropriate consumer demand. Developers of new residential subdivisions will be required to construct any necessary under and above ground municipal infrastructure to the satisfaction of the Village.

3. Unless a water supply and a wastewater collection and disposal system is available, the Village will allow only residential development that does not require water supply or sanitary wastewater collection and disposal services or systems within the Village.
4. Only single detached dwellings that do not look like “trailers” or “mobile homes” will be allowed within the Village.
5. The Village will allow for the development of new modular housing in its residential land use districts, provided that when completed, such housing appears as though it were site-built.
6. Secondary dwelling units, such as secondary suites, guest houses and garage suites, may be allowed in the residential land use districts, so long as said suite conforms to regulations in the Village’s Land Use Bylaw and Alberta Fire and Building Codes, and further provided that adequate parking is provided.
7. Residential areas will be protected from the encroachment of incompatible land uses or activities which may have a deleterious impact on the community, much less on public health, safety, and welfare.
8. Developers should provide walkways in subdivisions linking residential areas with public and commercial facilities, and providing access through culs-de-sac and crescents for pedestrians and cyclists. These walkways should be landscaped, graded and well-drained. Barriers should be erected to preclude their use by vehicles and motorcycles, yet allow for mechanized maintenance and emergency vehicle access.

## **2.3 Commercial and Commercial Resort Land Use Policies**

### **2.3.1 Objectives**

1. To maintain and strengthen the commercial areas in Spring Lake.
2. To discourage incompatible uses in commercial districts.

### **2.3.2 Policies**

1. The two recreational vehicle campgrounds and recreational facilities in the Village will be allowed to continue as land uses and developments. However, any expansion of either development will only proceed in accordance with a development concept plan, approved by the Village Council, which assesses the impact of the proposed development on the community and the environment and outlines the manner in which the negative impacts are to be mitigated.
2. Before any expansion of the development is allowed, the landowner will provide the Village with a development concept plan, as described above, for review. Before considering approval, the Village may consult with

those provincial and other agencies that it believes are appropriate, seeking their input into the plan, its implications, and its implementation.

3. The only other commercial development which will be allowed within the Village will be small scale retail and service uses that serve the immediate residential community within the Village and within the surrounding part of Parkland County.

## **2.4 Industrial Land Use Policies**

### **2.4.1 Objectives**

1. To not allow industrial development within the Village.

### **2.4.2 Policies**

1. No industrial development will be allowed within the Village.

## **2.5 Community Land Use Policies**

### **2.5.1 Objectives**

1. To provide for recreational amenities in suitable locations and configurations to meet public needs.
2. To integrate the development of future municipal facilities into the five (5) year capital works budget.
3. To encourage the development a safer Spring Lake community.
4. To promote the continued enjoyment and future development of sustainable community parks and public open spaces for recreation and celebration.

### **2.5.2 Policies**

1. Village Council will strive to ensure that essential public institutional land uses and services are developed in Spring Lake for the continued security of all local residents. Council will specifically pursue the actualization of improved facilities for the community's police and emergency services over the life of this Plan. Publicly owned land will be reviewed to determine which sites for the desired facilities or mix of facilities are best suited to the Village's residents overall.
2. Council will take Environmental Reserves in accordance with Provincial policy, and up to 10% of all developable land as Municipal Reserve as provided for in the Municipal Government Act during the subdivision of land within the Village's limits. Where the subdivision would not provide a site of adequate size or location for a park, money in place of Municipal Reserve, determined in accordance with the provisions of the Act, shall be

taken. Municipal Reserve may also be deferred but it shall be deferred only when the Village plans to acquire a park as Municipal Reserve within a future subdivision area of the subject land holding. This land or the money in lieu will be applied to the establishment and/or development of new or enlarged public parks and other community land uses as provided for in the Act.

3. The allocation of land for public facilities shall consider, but not be limited to, the factors of: access, servicing, parking, buffering, aesthetics, frontage, noise, impact on adjacent uses, centrality, and cost.
4. The Village will endeavor to participate in municipal beautification programs in order to promote the continued development of sustainable community parks and public open spaces and to encourage civic pride and community involvement.
5. Council will prepare a maintenance strategy for Village owned land. This strategy will include provisions for vacant land, institutional and park land, public roads, walkways, etc. This maintenance strategy should address concerns relating to methods and scheduling of landscaping, grass cutting, snow plowing, litter removal, lighting, car parking, general supervision, and security of publicly owned land for the benefit and welfare of users and adjacent property owners.
6. The Village shall promote the construction of a walking/cycling trail system that can be used as an alternate form of transportation that provides non-motorized access between residential areas, parks and other public facilities. It is intended that this system be located, in part, around Spring Lake and, in part, in a pattern connecting the various parts of the Village both to the Lake and to the other parts of the Village.
7. The Village shall encourage joint use of public facilities and land.

## **2.6 Transportation**

### **2.6.1 Objectives**

1. To provide a safe and efficient transportation system to meet the Village's existing and future requirements.
2. To establish and maintain a road system which will facilitate access and movement throughout the Village and facilitate future development.

### **2.6.2 Policies**

1. The roadway system will be developed and maintained according to the traffic volume, function, and design criteria in accordance with studies and/or plans established or approved by the Village.

2. The Village will carry out yearly maintenance and upgrading of streets, roads, and walkways.
3. The Village shall require the provision of walkways in residential areas connecting the areas to the Lake and to other parts of the Village. The walkways should, as much as possible, be separated from the vehicular access ways where possible and feasible.

## **2.7 Municipal Utilities**

### **2.7.1 Objectives**

1. Because the Village is a small municipality and cannot afford to become involved with the costs or management of piped infrastructure, to limit the requirement for the municipality having to provide piped water supply and wastewater collection and disposal systems within the Village.

### **2.7.2 Policies**

1. Unless a water supply and a wastewater collection and disposal system is available, only that development that does not and, based on a realistic assessment of the possibilities, will not require that municipal piped water supply and wastewater collection systems be utilized to serve the development will be approved within the Village.

## **2.8 Environmental Management**

### **2.8.1 Objectives**

1. To utilize planning principles which enhance the conservation practices and the quality of life of all Spring Lake residents.
2. To foster a municipal and community commitment for conserving land and energy.
3. To foster a spirit of awareness of the importance of conservation, preserving our environment and improving our quality of life.
4. To develop sustainable initiatives for addressing environmental priorities such as recycling, waste management, water conservation and the security of the Village's aquifer.

### **2.8.2 Policies**

1. The Village shall provide opportunities for addressing environmental issues such as natural conservation, waste management, water conservation, and the security of the Lake.
2. Village buildings should be designed, sited, and constructed, and the sites landscaped to minimize energy consumption and preserve access to

sunlight or solar energy. The Village shall encourage the same type of development by the private sector.

3. The Village shall be environmentally conscious in planning and policy decisions.
4. The Village should encourage natural conservation through public education programs (e.g., at schools, seminars, special events, etc.).
5. The Village will assess applications for development based in part, on their impact on the physical environment.
6. The Village will not allow development that will injuriously affect the natural environment through air, noise, water or visual pollution.
7. The Village will encourage new developments to protect special natural features and incorporate them into the design of the development.

## **2.8 Cooperation**

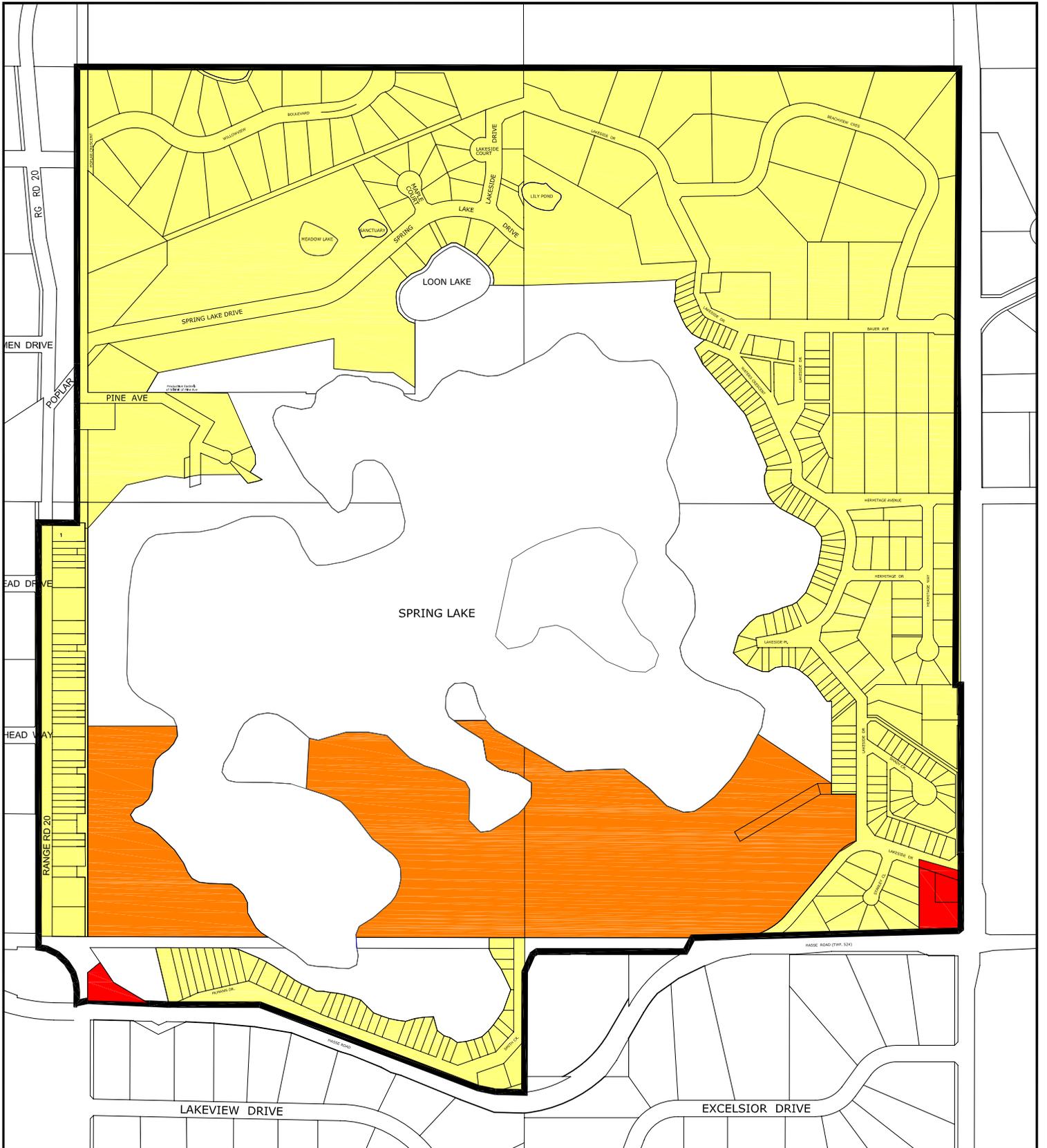
### **2.8.1 Objective**

1. To foster spirit of cooperation with Parkland County and with other municipalities that the Village works with from time to time.

### **2.8.2 Policies**

1. The Village will cooperate with other municipalities in the provision of all forms of municipal services.
2. The Village will explore options for regional water supply and wastewater collection and disposal systems in cooperation with Parkland County and other nearby municipalities.
3. The Village shall encourage Parkland County to consult with it on planning for future land use and development in the fringe area within 3.2 km (2 mi.) of the Village.
4. Cooperation with all Provincial and Federal Departments and other governing authorities will be encouraged.
5. In order to ensure conformity with the Provincial Land Use Framework and the Capital Region Plan, cumulative effects management will be used at the local level when determining the suitability of proposed developments within the Village.
6. The Village of Spring Lake will only support those new developments that can be demonstrated to have a minimal negative or a positive impact on the existing and future social, economic, environmental, and physical capital of the community.

7. New developments will be required to promote the efficient use of land in order to reduce the footprint of human activities on the landscape.

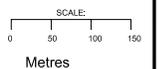


**VILLAGE OF  
SPRING LAKE**

MUNICIPAL DEVELOPMENT PLAN  
FUTURE LAND USE PLAN

**LEGEND**

- RESIDENTIAL
- COMMERCIAL
- COMMERCIAL RESORT
- ENVIRONMENTAL CONSERVATION



May, 2010