



# *Summer Village of Gull Lake*

## MUNICIPAL DEVELOPMENT PLAN

Bylaw No. 378-21

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## Introduction

The Summer Village of Gull Lake is located on the south shore of Gull Lake approximately 15 km west of the City of Lacombe via Hwy 12 and is located in Lacombe County. It is the oldest Summer Village in Alberta and was incorporated in March 1913. A number of today's cottagers' in the Summer Village are descendants of the first owners. The summer village is a blend of seasonal and permanent dwellings. The primary attraction is Gull Lake and outdoor recreational activities. Recent years have shown a marked increase in many of the old summer cottages being replaced with new residences and updated seasonal cottages

## Purpose

The Municipal Development Plan (MDP) is a statutory plan under the Municipal Government Act (MGA) Section 632 which requires that every Council of a municipality must by bylaw adopt a Municipal Development Plan. The Municipal Development Plan must address future land use and growth patterns within the municipality, transportation and municipal services and may address environmental matters, financial resources, and any other matter relating to the physical, social or economic development of the municipality.

The Municipal Development Plan outlines the vision that Council and the residents of the Summer Village of Gull Lake have for the municipality over the next 20 years. It is to serve as a guiding policy to assist municipal decision-making in a comprehensive way and provides the framework that represents what the residents would like the Summer Village of Gull Lake to be: a charming community where residents come to relax, recreate, and enjoy life near the water for both permanent and seasonal residents.

Also, while accepting that the Summer Village Council has no jurisdiction beyond the municipal boundary, this plan discusses how development outside the boundary might affect the Summer Village of Gull Lake, and respectfully suggests how the Summer Village would like to see Lacombe County manage that land.

This plan is intended to be consistent with the Gull Lake Intermunicipal Development Plan (IDP), and if the two documents conflict, the Gull Lake IDP prevails until amended.

This MDP has been prepared by the Summer Village of Gull Lake and together with the Land Use Bylaw (LUB) adopted in July 2012, and amendments thereto, provides guidance for future land use and development within the Summer Village. The policies contained within this MDP address what type of community the Summer Village wishes to be and provides potential developers and current landowners and residents with a vision or guide for future development and growth.

This MDP has been prepared in collaboration with a Steering Committee comprised of one member of Council, 3 members at large and the Chief Administrative Officer. Review and adoption of the MDP will be based on community consultation with residents and property owners in the Summer Village of Gull Lake and in accordance with the provisions of the Municipal Government Act.

## Legislative Framework

The *Municipal Government Act (MGA)* provides the legislative basis for the preparation of the Municipal Development Plan (MDP). This MDP has been prepared in accordance with the requirements of Section

632 of the *(MGA (Statutes of Alberta, 2000)*. The *MGA* requires that all Alberta municipalities, no matter their population, must create a MDP.

As per Section 692 of the *MGA*, before giving second reading to a proposed bylaw to adopt a MDP, or a proposed bylaw amending a statutory plan, a Council must hold an appropriate public hearing after having given proper notice.

The MDP is a policy document that provides guidance to the Summer Village's Council and the community concerning future development. As per Section 632 of the *MGA*, the plan must be consistent with the land use policies established by the Lieutenant Governor in Council and future municipal policy documents – such as an Area Structure Plan, an Area Redevelopment Plan, an Outline Plan, or a Land Use Bylaw – or amendments to current policy documents should conform to the vision expressed herein.

### Provincial Land Use Policies

Pursuant to Section 622 of the *Municipal Government Act*, the Province of Alberta developed the Land Use Policies to help harmonize provincial and municipal policy initiatives at the local land use planning level. This MDP has been prepared in the spirit and intent of the Provincial Land Use Policies.

### Public Participation

The Summer Village appreciates the potential contentiousness of changes occurring within the community. There is significant research showing that the quality of development improves, along with an improvement in attitudes towards development, when thorough and fair public processes are undertaken.

Council is fully committed to participation of the residents in the planning and development of the Summer Village of Gull Lake. In order to ensure that local residents are able to contribute to the development process, Council, before issuing a development permit or entering into a development agreement, may require a developer to host – at their own expense – an open house or other participatory process.

### Population

Population projections are very difficult to determine as they are not large enough to influence the general economy, but are dependent on it, and are impacted by the economic health of nearby urban centres. As with any seasonal residential community only the permanent population is recorded by Statistics Canada. In the 2016 Census of Population conducted by Statistics Canada, the Summer Village of Gull Lake recorded a population of 176 living in 79 of its 244 total private dwellings, a 44.3% change from its 2011 population of 122. The significant population growth is due to the conversion of seasonal dwellings to permanent residences and it is expected to continue into the future.

### Interpretation

The Municipal Development Plan (MDP) provides the means whereby Council and Summer Village Administration can evaluate situations or proposals in the context of a long range plan for the Summer Village of Gull Lake. The MDP is primarily a policy document that is utilized as a framework within which both public and private sector decision-making can occur. As a policy document the MDP is, for the

most part, general in nature and long range in its outlook. Therefore the location and size of land uses shown on maps in this Plan are approximate and general and may be subject to interpretation by the Summer Village.

Subject to Council's approval, minor variations from the policies of the MDP will not require an amendment to the MDP. More substantive deviations will require an amendment to the MDP and any other affected plan.

The definitions contained in Gull Lake's Land Use Bylaw shall apply to this Municipal Development Plan.

The MDP contains "shall", "will", "should", and "may" policies, which are interpreted as follows

- "Shall" and "will" policies must be complied with;
- "Should" policies mean compliance in principle, but are subject to the discretion of the applicable authority on a case by case basis; and
- "May" policies indicate that the applicable authority determines the level of compliance that is required.

Various policies in this Plan suggest sizable spending by the Summer Village of Gull Lake. It is not the intention of this Plan to commit the Summer Village to this spending. Summer Village Council will consider spending proposals suggested by this Plan along with all other Summer Village spending on an annual basis during budget deliberations.

## Vision:

The Municipal Development Plan sets out the future for the community over the next 20 years. The vision and key attributes are used to facilitate a common understanding of the community in terms of what elements are important to the residents.

*The Summer Village of Gull Lake seeks to be a charming community where residents come to relax, recreate, and enjoy life near the water. People of all ages gather and play at our parks and sports facilities, out on the water, and along the sandy shores of the lake. We are a close-knit, friendly community where people stop to chat and gather for regular community events. The quiet, slow pace of our community allows kids to safely play and walk to the local store for treats. Residents appreciate the natural beauty along the lakeshore and respect each other's desire for a fun, safe, and peaceful place to spend their free time.*

## Key Attributes:

Natural Features – We appreciate and encourage the maintenance of the natural features our Summer Village has to offer, including the lake, beach, and treed areas.

Housing – The majority of the homes are well-kept, attractive, and contribute to the rustic cabin aesthetic of our Summer Village. A number of old summer cottages exist and are being replaced with new residences.

Parks spaces – We value Centennial Park, which provides open space and an area for recreational facilities, and hope to add more facilities in the future.

Recreational Opportunities - We appreciate the variety of recreational opportunities available, such as pickle ball courts, the disk golf course, tennis courts, and of course the beach and lake.

Community Events and Programming – We enjoy opportunities to gather for events like pancake breakfasts on long weekends and Canada Day. While the focus is on summer activities, programs are in place year round for full time residents.

Local Amenities – The village hall is central to many of the community events and is a place of gathering. We value our small scale local business that provides us with essential amenities and allows us to enjoy some tasty food and refreshments after a day at the beach.

## 1.0 Growth Management

The Summer Village of Gull Lake is a residential community that seeks to maintain the quality of life they currently enjoy and at this time is not considering annexation or growth and economic diversification of the community. Its attraction is its recreational and open space atmosphere and basic amenities.

Map 1 Land Use Concept generally outlines the location of existing land uses within the Summer Village and indicates where future development may be appropriate.

There is limited potential for growth within the current municipal boundaries. There is a small area of private land that could be further subdivided and developed. The Summer Village of Gull Lake is surrounded by mainly agricultural uses within Lacombe County however, there is potential for development of the lands to the south of the Summer Village.

### GOALS:

*To ensure that growth is appropriate and complementary to the existing and surrounding uses.*

*To ensure that growth is measured to mitigate impacts on the environment and quality of life for existing residents.*

### POLICIES:

1. 1 Map 1 Land Use Concept divides the Summer Village into the following land use areas:

- (a) Residential
- (b) Commercial
- (c) Open Space
- (d) Environmental Open Space

1. 2 All development shall conform to the policies and future land use plan in this document and the Land Use Bylaw of the Summer Village.

1. 3 Council may require the preparation of an area structure plan or outline plan to provide the details of land use, utility servicing, road patterns, open space, storm drainage, and any other matters deemed necessary, prior to the consideration of any re-designation (zoning) proposal, or subdivision or development application. Council will require the preparation of an outline plan for proposed subdivisions that create more than two (2) lots, or that require the dedication of a public road allowance.

1. 4 Council may require a developer to host an open house or other participatory process prior to issuing a development permit or entering into a development agreement.

1. 5 Future residential or commercial development will take place on those lands designated Residential or Commercial respectively. Re-development is permitted, but only in accordance with the Land Use Bylaw of the Summer Village.

1. 6 Undeveloped lands may be developed, if:

- (a) The lands are shown to be suitable for development to the satisfaction of Council;
- (b) The development retains the current amenity of the residential areas of the Summer Village.

## 2.0 Residential Development

Residential use is the core permitted land use within Gull Lake, as identified on Map 1 Land Use Concept. It is the intention of Council and the wishes of the residents that the community retains the character of a seasonal residential community even as it slowly evolves into a more permanent residential community. It is also their desire to promote a high standard of residential development and open space both within the existing built areas and in any future development areas.

The Summer Village wishes to ensure that any future residential development or redevelopment occurs in a manner that respects the natural environment and compliments the existing community.

### GOALS:

*To encourage high standards for new and existing development that complements and protects the existing character of the Summer Village.*

*To encourage aesthetically pleasing residential development using architectural design guidelines to achieve a diverse and attractive residential community.*

### POLICIES:

2.1 Single detached dwellings will be the main form of housing permitted within the Summer Village of Gull Lake.

2.2 Where compatible with the surrounding residential uses, the development of home occupations may be considered.

2.3 All development shall conform to the provisions set forth in the Summer Village of Gull Lake Land Use Bylaw.

2.4 The natural features of a development site such as trees and vegetation should remain to the greatest extent practical.

2.5 The Summer Village may require developers (as part of a subdivision or development application) to submit a detailed architectural design and site plan showing proposed building locations, designs, scale and orientation, colour and finish, parking plans, drainage plans, or similar information necessary to evaluate the architectural merits of the project.



### 3.0 Open Space and the Natural Environment

The majority of residents of Gull Lake have chosen the community because of the recreational lifestyle that the Gull Lake area offers. Although the current municipal owned land generally is left natural, it is Council's desire to provide an Open Space system that provides a variety of experiences and enjoyment for the residents.

The natural environment including municipal green spaces, environmental open spaces, public roadways, beach path walkways and drainage areas are to be preserved in a natural state wherever possible for the enjoyment of future generations.

There are a variety of recreational facilities in the Summer Village: the beach, pickle ball / tennis courts, basketball court, horseshoe pits, playgrounds, and sports fields.

New residential developments should incorporate alternative forms of recreational and open space lands that will meet the needs of the future residents. The lands that do not have direct lakeshore access require a more detailed and comprehensive plan.

In accordance with all provincial legislation the conservation of environmentally significant areas should be encouraged, including unique vegetation, riparian areas, topography, fish habitat and wildlife habitat.

#### GOALS:

*To maintain the privacy of all residents and ensure that negative impacts of non-resident users are mitigated.*

*To maintain and enhance the environmental integrity of the open spaces and provide a variety of passive recreational activities.*

*To ensure that the provision of open space and reserve land is in balance with the demands of the residents.*

*To protect and preserve, whenever possible, existing natural areas and minimize impacts to Gull Lake.*

*To ensure that public areas do not become an economic burden on local ratepayers.*

#### POLICIES:

3.1 The Summer Village supports the protection of environmentally sensitive and significant areas in their natural state, the areas designated Environmental Open Space on Map 1 Land Use Concept shall be left in their natural state, per the Environmental Open Space District within the Land Use Bylaw.

3.2 The Summer Village will promote environmental stewardship and the health of the regional ecosystem, watershed and environmentally sensitive areas within the Summer Village.

3.3 The Summer Village will attempt to build flexibility into parks and recreation planning to accommodate a varied and changing user group.

3.4 The Summer Village will work with developers to ensure that developments do not have a significant negative environmental impact on the Summer Village.

3.5 Upon subdivision, the subdivision authority shall require the provision of up to ten percent (10%) of the land to be subdivided as Municipal Reserve in accordance with the provisions of the Municipal Government Act. Municipal Reserve parcels shall be located so as to allow for convenient access by the public and shall not consist of ecologically sensitive lands.

3.6 Through the subdivision process, the Summer Village will require that lands considered unsuitable for development area dedicated as environmental reserve with the provisions of the MGA.

3.7 The Summer Village may require an environmental assessment/audit to be carried out on a site that is the subject of a development proposal.

3.8 Lands dedicated as environmental reserve shall remain in their natural state.

3.9 The Summer Village of Gull Lake shall not dispose of lakefront reserves, and disposition of other reserves may only occur under exceptional circumstances and after the careful consideration of Council.

3.10 Council will ensure that all development complies with the provisions of the provincial Land Use Policies regarding the protection of, and consideration for, the natural environment.

3.11 The Summer Village recognizes the many water activities that occur on the lake. Council will participate in a regional approach to identifying appropriate locations for, and promoting, an additional boat launch for the lake. Council will work with Provincial Park authorities, Environmental Protection, and Lacombe County in realizing this project.

3.12 Surveyed and undeveloped road allowances throughout the Summer Village are considered a part of the Open Spaces system for the purpose of this plan. These road allowances are:

- (a) to be left in their natural condition as much as possible;
- (b) to provide pedestrian access to the lake shore;
- (c) to provide access to, community docks where permitted by the Summer Village;
- (d) to provide alternative methods for access, where appropriate, through the adoption of a bylaw or resolution by council; and
- (e) to be kept in a reasonable state of repair by the Summer Village.

3.13 As emerging provincial legislation is brought forward and clarified, the Summer Village will support provincial docks and boat lifts guidelines and policies.

## 4.0 Commercial

There are minimal commercial uses within the Summer Village being a combined convenience store / restaurant / gas station that is open year round and a private campground.

There may also be small home based businesses operating out of residences. The land use bylaw allows these as a discretionary use.

If more lots are developed, or even if more of the present residences are used year-round, it is possible that landowners may want to develop commercial outlets such as boat rentals or storage compounds where boats and RVs can be stored securely for the winter. Whether or not land would be zoned for these uses would be decided by Council at the time of application.

Neighbours are often concerned that by granting commercial zoning, the Summer Village may be opening the door for undesirable uses such as bars. This can be avoided by limiting the approved uses, or by using Direct Control zoning under section 641 of the Municipal Government Act, in which "council may ... regulate and control the use of land and buildings ... in any manner it considers necessary".

### GOALS:

*To minimize incompatibility with adjacent uses.*

*To limit commercial development to activities that are undertaken in private residences, are not readily apparent and do not adversely impact neighbouring property owners, and do not attract tourists or the travelling public to the community.*

*The Summer Village supports the concept of small convenience type commercial development serving the needs of the community.*

### POLICIES:

4.1 Council does not approve of commercial operations within the Summer Village. Conditions and considerations for discretionary commercial ventures will be addressed in the Summer Village's Land Use Bylaw.

4.2 Future commercial development will take place on those lands designated Commercial. Re-development is permitted, but only in accordance with the Land Use Bylaw of the Summer Village.

4.3 Undeveloped lands may be developed with commercial uses, if:

- (a) The lands are shown to be suitable for development to the satisfaction of Council;
- (b) The development retains the current amenity of the residential areas of the Summer Village.

4.4 Commercial uses of residential property is not encouraged but may be considered or provided for in the Land Use By-law.

## 5.0 Utilities and Municipal Services

It is the intention of Council to continue to provide current utilities and core services including common services such as snow plowing, garbage collection, road maintenance, community security and law enforcement, public beach paths and beach maintenance, and a storm water drainage system.

All properties within the summer village currently have their own private sewage treatment and/or disposal systems and a private or shared water well(s). The Summer Village will continue to support the use of private water and sewage systems. The Summer Village will only pursue a municipal sewer system with provincial or regional assistance.

The Summer Village has entered into agreements for the provision of fire services, emergency management and a recreational disposition lease for beach development and maintenance.

The Summer Village is served by utility companies for electricity, gas and telephone.

### GOALS:

*Provide cost effective core municipal services that support a safe and secure community.*

*To ensure efficient municipal and private utilities systems are in place for future and existing developed areas.*

*To maintain municipal services currently contracted for the Summer Village.*

### POLICIES:

5.1 The Summer Village will ensure that core municipal services will occur in a manner that minimizes the financial burden and risk for the citizens and property owners in the Summer Village.

5.2 The citizens of the Summer Village of Gull Lake should, whenever possible, be provided with adequate, timely, and efficient protective services. This includes, but is not limited to, protection from loss of life and property from fire, accident, natural disaster, or unlawful activity.

5.3 All property owners shall maintain their private water wells and sewage systems to the standards established by the Provincial Government.

5.4 New private water wells should be installed at least 60 m from any permanent body of water, as required by provincial legislation.

5.5 Council will review and improve storm water drainage in the existing built areas as needed, and as funds are allocated. Storm drainage plans shall be required for all new development areas and shall be in accordance with the Government of Alberta requirements.

5.6 Within the plan area, no sour gas facilities exist within the Summer Village jurisdiction and the Summer Village does not consider sour gas facilities, or other industrial and hazardous land uses, to be appropriate for the Summer Village.

## 6.0 Transportation System

The Summer Village of Gull Lake road system is comprised of one primary roadway and is a collector road for roadways from the crescents and closes. The Summer Village is connected to Hwy 12A via four access points: Scott's Drive, Willow St., Wiese St. (RR 282) and Lake Road.

The existing road system works well for the Summer Village and there is no need for significant changes or additions to it.

The existing roadways are multi-functional in that they serve not only automobiles, but also pedestrians, cyclists, and other alternative forms of transportation.

### GOALS:

*To establish and maintain a core transportation network that is reliable and safe for the movement of vehicles and pedestrians in the Summer Village.*

*To foster alternative modes of travel locally.*

### POLICIES:

6.1 The Summer Village transportation network will consist of local roads, which will provide access to all properties and to Highway 12A.

6.2 The Summer Village will continue to budget for roadway improvement in annual and long-range budgets and plan roadways to ensure that they provide appropriate service in a cost effective manner.

6.3 The existing road surfaces are all paved and the Summer Village will ensure adequate maintenance to protect the existing surface.

6.4 In order to ensure the safety of all road users, the Summer Village will provide traffic calming measures where warranted.

6.5 Parking will not be allowed within any road allowance unless it is an area designated by the Summer Village for parking.

6.6 The Summer Village will ensure enforcement of traffic or bylaw infractions including speeding, parking and weight restrictions.

## 7.0 Community Engagement

Community engagement builds and sustains vibrant and successful communities. Much of the success of the Summer Village has been based on the fact that many people within the community volunteer their time and expertise.

The Summer Village recognizes the importance of having recreational facilities, community hubs, and volunteer groups that build a strong sense of community. These entities work together to create community events and a thriving social environment that facilitates a sense of belonging for residents and visitors. The Village understands the value in connecting as well as supporting these entities where possible and is determined to connect these community builders with the Summer Village's future development and growth.

### GOAL:

*To foster avenues for open communication, resident engagement and community events and inspire civic pride.*

*To support the development of programs for communicating information about community affairs and developments to community residents.*

### POLICIES:

7.1 The Summer Village recognizes the contribution of volunteers and service clubs to the quality of life in the Summer Village and encourages their continued efforts. These groups may assist the Summer Village in the exchange of ideas and provide an additional forum for disseminating information.

7.2 The Summer Village shall encourage a variety of community events and activities throughout the year in order to create opportunities for people to come together.

7.3 The Summer Village shall support volunteerism in the community through its website, social media and other communications, through efforts to show the importance of volunteerism to the community's success, through advertisement of volunteer opportunities, and through increased volunteer recognition.

## 8.0 Municipal Cooperation

The Summer Village of Gull Lake recognizes the mutual benefits of a consultative and cooperative approach with surrounding municipalities and other levels of government and improving communication with regard to land uses, common infrastructure, economic growth, and environmental concerns. Benefits of collaboration include: coordinated planning efforts, increased opportunities for regional service provision, and increased opportunities for economic growth and investment in the community.

### GOAL:

*To establish and maintain open dialogue with Lacombe County and adjacent municipalities for the coordinated approach to matters of mutual interest.*

### POLICIES:

8.1 The Summer Village supports consultative approaches with adjacent rural and urban municipalities regarding but not limited to the following matters:

- (a) environmentally significant areas;
- (b) subdivision and development of adjacent lands;
- (c) transportation and utility linkages;
- (d) economic development; and
- (e) communication and issue resolution processes.

8.2 The Summer Village shall maintain the Gull Lake Intermunicipal Development Plan (IDP) with the municipalities surrounding Gull Lake, and the Plan shall address:

- (a) future land use within the area that the Plan covers;
- (b) the manner in which proposals for future development in the area will be addressed including the process to refer planning matters, plans and applications between the two municipalities;
- (c) co-ordination of transportation systems and municipal utilities and proposals for the financing and programming of intermunicipal infrastructure;
- (d) co-ordination of intermunicipal programs relating to the physical, social and economic development of the area and provision of intermunicipal services and facilities consistent with the agreed upon intermunicipal collaboration framework;
- (e) co-ordination of environmental matters within the area;
- (f) processes to consider annexation proposals needed to facilitate Village growth;
- (g) processes for ongoing consultation and discussion of planning issues and issues of mutual concern, including a process to resolve points of interpretation and disagreement; and
- (h) processes relating to the administration of the Plan including the process to consider amendments or repeal.

8.3 The Summer Village supports intermunicipal planning initiatives for the integrated planning of Gull Lake's shoreline, and the planning of the wider watershed in general.

8.4 Insofar as it is beneficial to residents and other municipal interests, the Summer Village of Gull Lake may enter into utility and/or service agreements for:

- (a) solid waste management;
- (b) road maintenance;
- (c) protective and emergency services;
- (d) administrative, recreation, social, cultural services; and
- (e) any other services deemed necessary.

8.5 The Summer Village will endeavour to collaborate with Lacombe County to minimize conflicts between development in the Summer Village and development and agricultural operations in the County along the municipal boundary.



## 9.0 Implementation and Review

As the overall planning document that provides direction for the subdivision and development, land use, and road patterns within the Summer Village. Council's primary role is to administer the goals and policies of the Municipal Development Plan.

### GOAL:

*To promote the use of the Plan by policy implementation.*

### POLICIES:

9.1 This Plan shall be interpreted with flexibility having regard to its purpose, objectives and policies. The Council's decisions on interpretation shall be final.

9.2 Council shall observe the effect of this Plan after adoption and implementation, and if new ideas or changing circumstances warrant, will bring forward amendments to satisfy public concerns and aspirations.

9.3 Council shall conduct a review of this Plan whenever it considers it no longer expresses the long-term goals of the Summer Village and in any event, within ten (10) years. The Plan shall be amended in accordance with the procedures established in the Municipal Government Act (as amended).

9.4 Council shall consider a Capital Works Plan in support of the policies of this plan for the future municipal improvements, including costs, with the assistance of the Summer Village Engineer.

9.5 Council shall undertake a review of the Land Use Bylaw within one (1) year of adopting this Plan.

# Map 1 Land Use Concept

