

# Town of Innisfail



## Municipal Development Plan

Office Consolidation as of April 23, 2007

# **INNISFAIL MUNICIPAL DEVELOPMENT PLAN**

## **BYLAW 1363**

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# INNISFAIL MUNICIPAL DEVELOPMENT PLAN

## Bylaw No. 1363

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### **1.0 BACKGROUND and PURPOSE**

- 1.1 The *Municipal Government Act*, Statutes of Alberta, 1994 (as amended) requires all municipalities with a population of 3500 or more to prepare and adopt a municipal development plan (MDP). The *Act* states that an MDP must address such issues as future land use and development in the municipality, the provision of municipal services and facilities, and intermunicipal issues such as future growth areas and the co-ordination of transportation systems and infrastructure.
- 1.2 The overall purpose of the Innisfail Municipal Development Plan (MDP) is to guide future growth and development to ensure that it is sustainable, orderly, appropriate, complementary, efficient, and that it enhances the quality of life for the citizens of Innisfail.
- 1.3 The MDP is primarily a policy document that can be utilized as a framework within which both public and private sector decision making can occur. As a policy document it is, for the most part, general in nature and long range in its outlook. The MDP provides the means whereby Council can evaluate immediate situations or proposals in the context of a long range plan for Innisfail.
- 1.4 The goals and policies of the MDP apply to land within the Town boundary. Any goals or policies related to lands outside Town boundaries are statements of future intent or preference.
- 1.5 The development of the MDP followed a process whereby input was sought and gathered by a number of methods from members of Council, Town staff, government agencies and departments, and the general public.
- 1.6 The MDP is divided into two main sections; the first focuses on the physical environment and the second focuses on the human or non-physical environment. It is acknowledged, however, that the physical and human aspects of municipal development are not mutually exclusive. There are both physical and human aspects to every development goal and policy.

## **2.0 PHYSICAL ENVIRONMENT**

### **BACKGROUND**

The expansion of Innisfail's population is linked to its roles as a local service center and as a residential community within the broader Red Deer regional housing market. The Town offers an alternative for those who work in Red Deer but prefer to reside in a smaller urban center. Additionally, the Town functions as a node of commercial and industrial activity serving the Central Alberta region and larger markets through its direct access to the QE 2/Highway 2 corridor.

Map 1 – Future Land Uses identifies the location of major land use categories as envisioned by the MDP. This includes type and location of uses, general location of future major roads and possible urban growth areas.

Map 2 – Plan Areas shows the areas covered by various statutory and non-statutory plans that existing in the town and on the lands immediately adjacent the Town boundaries.

Over the 25 years between 1981 and 2006, the Town's population has expanded from 5,535 to 7,438. This represents an average annual growth rate of 1.19 percent per year. In the last decade, the Town's annual rate of population growth has begun to increase. Between 1996 and 2006, the population increased at an average annual rate of 1.98 percent. The pace of new dwelling construction in the same ten year period was 2.6 percent increase per year.

Looking to the future Innisfail's population is expected to increase at a pace equal to or slightly higher than what was experienced between 1996 and 2006. It is projected that by 2035 the population living in Innisfail may surpass 13,500.

For more up to date projections of Innisfail's future population consult the latest version of the Town of Innisfail Land Supply and Future Growth Potential Report.

## **2.1 GENERAL URBAN DEVELOPMENT**

### **2.1.1 Goals**

- (1) To ensure the orderly, complementary, contiguous, and efficient development of the physical environment within Innisfail.
- (2) To encourage the orderly and complementary use and development of the physical environment in the urban fringe.

- (3) To identify future growth needs and directions for Innisfail and endeavour to ensure an adequate supply of developable land.
- (4) To discourage the premature conversion of farmland to non-agricultural uses.

### **2.1.2 Policies**

- (1) All development and subdivision of land shall, whenever possible, adhere to the goals and policies of this plan and follow the land use concepts as shown on Map 1.
- (2) Development and subdivision proposals that do not comply with the goals and policies of this plan will be evaluated on their merits. The Town may consider amending this plan to accommodate proposals it deems acceptable.
- (3) A high level of quality and aesthetic appeal will be encouraged in all development and redevelopment.
- (4) The Town may require the preparation of an area structure plan (ASP) or other non-statutory plan, acceptable to Council, before the subdivision and/or development of any large tract of land is permitted to proceed.
- (5) The Town may require the preparation of an area redevelopment plan (ARP) or other non-statutory plan, acceptable to Council, before the resubdivision and/or redevelopment of any large tract of land is permitted to proceed.
- (6) All adopted statutory plans shall adhere to this plan.
- (7) The Land Use Bylaw and all non-statutory plans and policies adopted by Council should be consistent with this plan.
- (8) The Town should give consideration to the following matters when reviewing proposed developments and/or amendments to the Land Use Bylaw:
  - (a) the goals and policies of this and other applicable statutory and non-statutory plans and/or policies adopted by Council;
  - (b) the views of the public;
  - (c) the physical characteristics of the subject and adjacent land;
  - (d) the use of other land in the vicinity;
  - (e) the availability of and possible impact on public and private utilities;

- (f) access to and possible impact on transportation systems;
  - (g) the overall design, appearance, and fit of the proposal; and,
  - (h) any other matters which, in the opinion of Council, are relevant.
- (9) In compliance with the *Subdivision and Development Regulation*, pursuant to the *Municipal Government Act*, no applications for subdivisions and/or development of schools, hospitals, food establishments, or residences will be approved within 300 metres of the working areas of the waste transfer station and waste water treatment plant, or the disposal area of the former landfill site (in Lot 1, Block 1, Plan 892-3140) without the written consent of the Deputy Minister of the Department of Environmental Protection.
- (10) Higher utilization of existing infrastructure is encouraged through appropriate infill development.
- (11) The Town shall maintain at least a 25 year supply of serviceable land within Town boundaries for residential, commercial and industrial uses.
- (12) The Town may assume a role in land development, including acquisition, servicing and subdivision, in order to ensure an adequate supply of land.
- (13) Upon the subdivision of land, the Town will require the provision of reserves; in the form of land, money, or a combination thereof; to the maximum amount provided for in the *Municipal Government Act*.

## 2.2 TRANSPORTATION

### 2.2.1 Goals

- (1) To identify short and long term transportation needs of both the Town and the surrounding region and strive to ensure that these needs are adequately met in a manner that is compatible with existing and future development.

### 2.2.2 Policies

- (1) The Town will endeavour to protect the QE 2 Highway 2 and Highways 2A and 54 from uses and development that may be detrimental to the flow and safety of highway traffic.
- (2) The Town will endeavour to establish suitable truck routes.
- (3) The Town will endeavour to establish suitable dangerous goods routes.
- (4) The following hierarchy of roads and standards is established:

Road Type	Right-of-Way Width	Carriage Way	Intersection Spacing
Arterial	36.0 m	2 X 8.5 m	220 m
Major Collector	30.0 m	16.0 m	220 m
Collector (Residential)	22.0 m	12.5 m	80 m
Industrial	17.0 m	10.0 m	N/A
Local (Residential)	16.0 m	11.0 m	N/A
Local Lane	6.0 m	6.0 m	350 m
Local Lane with Utilities	9.0 m	9.0 m	350 m

- (5) Highways and arterial roads are identified on Map 1.
- (6) The Town supports the recommendations of the *Transportation Study (1982)* in general and acknowledges that current circumstances may necessitate flexibility in interpretation and application of those recommendations.
- (7) The Town will strive to work with CP Rail to ensure the safety of train, vehicular, and pedestrian traffic within the Town.
- (8) The Town may work with the private sector to secure the provision of adequate parking in the central business area.

- (9) Additional development setbacks and dedications for future roads may be established in the Land Use Bylaw.

## **2.3 UTILITIES**

### **2.3.1 Goals**

- (1) To support the adequate, safe, and efficient provision of municipal and private utilities.

### **2.3.2 Policies**

- (1) Development in new areas must be preceded by the provision of utilities and services, or satisfactory arrangements made for their provision.
- (2) The Town may establish bylaws concerning off-site levies in accordance with the provisions of the *Municipal Government Act* to finance the provision of adequate municipal water, sanitary sewer, and storm sewer utilities.
- (3) The Town supports, whenever possible, the protection of regionally and locally significant utilities from incompatible development.



## **2.4 ENVIRONMENT**

### **2.4.1 Goals**

- (1) To protect and preserve, whenever possible, existing natural areas.
- (2) To ensure that development does not unduly impact the natural environment.
- (3) To ensure that development does not jeopardize the health, safety, and quality of life of the citizens of Innisfail.
- (4) To ensure that the natural environment does not jeopardize the health and safety of the citizens of Innisfail.

### **2.4.2 Policies**

- (1) The Town may consider amending the Land Use Bylaw to create a natural environment preservation district. This district would serve to protect environmentally sensitive or otherwise significant areas in their natural state, more or less. Development may be limited to such things as public trail development, public signs, public parking facilities, and any development necessary to ensure public safety.
- (2) The Town may require an environmental assessment/audit to be carried out on a site that is the subject of a development proposal.
- (3) The Town will work with developers to ensure that proposed developments do not have a significant negative environmental impact on the Town.
- (4) The Town will endeavour to review the *Innisfail and District Open Space Plan (1985)*.

## **2.5 RESIDENTIAL DEVELOPMENT**

### **2.5.1 Goals**

- (1) To facilitate the provision of a full range of housing types which meet the needs of the citizens of Innisfail.
- (2) To encourage aesthetically pleasing residential development.
- (3) To minimize potential conflicts between residential and non-residential land uses.

### **2.5.2 Policies**

- (1) Map 1 identifies existing and future residential areas.
- (2) In residential areas, upon subdivision, it is the Town's preference that the provision of reserves be in the form of land in order to provide adequate buffering, open spaces, and school sites.
- (3) Although detached housing will be the dominant housing type, the Town supports the provision of a wide range of housing types in order to meet the housing needs of all of its citizens.
- (4) Higher density housing is encouraged to develop in small clusters with good access to major roads. Consideration should also be given to proximity to schools, open spaces, and community facilities.
- (5) The Town supports the preparation of an outline plan for Block X, Plan 944 R; Plan 952-2259; and the remainder of NE 21-35-28-W4M to guide future subdivision and development.
- (6) The maximum residential density should be approximately 16 dwelling units per gross developable hectare. Calculation of densities should be made upon the basis of areas defined by arterial and major collector roads and railway right-of-ways.
- (7) Innovative residential designs are encouraged.
- (8) The external design and finish of all residential buildings should be of high quality and reflect or complement existing development in the vicinity.
- (9) No residential development shall occur within 300 metres of a sour gas facility.

## **2.6 COMMERCIAL DEVELOPMENT**

### **2.6.1 Goals**

- (1) To promote and encourage the provision of a full range of goods and services for the citizens of Innisfail.
- (2) To minimize potential conflicts between commercial and non-commercial land uses.
- (3) To encourage aesthetically pleasing commercial development.

### **2.6.2 Policies**

- (1) Map 1 identifies existing and future commercial areas.
- (2) The Town supports the concept of small convenience type commercial development, serving the needs of the immediate neighbourhood, in residential areas.
- (3) The external design and finish of all commercial development should be of high quality and reflect or complement existing development in the vicinity.
- (4) The Town may consider the development and adoption of an overall streetscape plan to ensure the downtown commercial area is pedestrian friendly while providing adequate vehicular access and parking.
- (5) Home based businesses will be allowed as discretionary uses in residential districts provided they are secondary to the residential use and do not detract from the amenities of the surrounding residential neighbourhood. Specific standards and requirements will be governed by the Land Use Bylaw.
- (6) In commercial areas, upon subdivision, it is the Town's preference that the provision of reserves be in the form of money, except in cases where the site borders on a non-commercial use in which case the Town may consider the dedication of land to provide adequate buffering.

## **2.7 INDUSTRIAL DEVELOPMENT**

### **2.7.1 Goals**

- (1) To accommodate a broad range of industrial development.
- (2) To minimize potential conflicts between industrial and non-industrial land uses.

### **2.7.2 Policies**

- (1) Map 1 identifies existing and future industrial areas.
- (2) The Town will seek to minimize potential negative externalities associated with industrial developments.
- (3) Where negative externalities associated with an industrial use cannot be reduced to an acceptable level, the Town will strive to assist in the relocation of the industrial use to more a suitable location within the Town.
- (4) In industrial areas, upon subdivision, it is the Town's preference that the provision of reserves be in the form of money, except in cases where the site borders on a non-industrial use in which case land may be dedicated to provide adequate buffering.
- (5) The Town may require an independent environmental impact assessment (EIA) to be completed before permitting an industrial use that may potentially cause environmental or health problems.

## **2.8 COMMUNITY FACILITIES**

### **2.8.1 Goals**

- (1) To strive to provide community facilities that will enhance the provision of community services associated with the social, cultural, educational, and recreational needs of the citizens of Innisfail.

### **2.8.2 Policies**

- (1) The Town will strive to achieve an agreement with the Chinook's Edge School Division and the Red Deer Catholic Regional Division concerning the need for and subsequent allocation of school reserve lands resulting from subdivision.
- (2) Possible future school sites are identified on Map 1.
- (3) The Town supports the provision of linear green spaces which may be developed as walkways to act as linkages between residential areas, schools, open spaces and community facilities.
- (4) Local playgrounds and tot-lots should be provided in residential developments as part of the municipal reserve dedication resulting from subdivision. Whenever possible, tot-lots should be centrally located within each residential area and linked via walkways.
- (5) The Town supports the recommendations of the *Innisfail and District Open Space Plan (1985)*.
- (6) The Town supports the preservation of natural areas and natural vegetation within open spaces whenever possible.
- (7) Public and quasi-public uses, such as nursing homes, churches, and community centres, will be permitted in residential areas provided they are located at or near neighbourhood entry points and adequate buffering or separation is provided.
- (8) The Town supports the preservation, whenever possible, of Innisfail's historical built environment.
- (9) The Town encourages co-operation between the Town, Red Deer County, Chinook's Edge School Division, Red Deer Catholic Regional Division and other community groups in the sharing of facilities and resources.
- (10) The Town will endeavour to work with the David Thompson Health Region to ensure the adequate provision of health and medical care services and facilities.

## **2.9 INTERMUNICIPAL COOPERATION**

### **2.9.1 Goals**

- 1) To undertake co-operative planning with Red Deer County and other municipal partners within the region.
- 2) To co-ordinate land use policies for the fringe areas that are mutually beneficial to both Innisfail and Red Deer County.
- 3) To co-ordinate the provision of roads, facilities and services.

### **2.9.2 Policies**

- 1) The Town shall endeavour to maintain an intermunicipal development plan with Red Deer County to address issues of mutual concern and ensure that development in either municipality complements the existing and future uses of the other municipality.
- 2) The Town shall refer to Red Deer County for comment, prior to a decision, all proposed statutory plans and plan amendments, outline plans and amendments, and land use bylaw amendments and shall provide Red Deer County at least 30 calendar days to review and comment on any referred matters.
- 3) The Town shall encourage Red Deer County to consult with the Town prior to a decision in regards to proposed statutory and non-statutory plans and related amendments and land use bylaw amendments involving lands located in proximity to the Town boundary.
- 4) In those instances where, notwithstanding good efforts on both sides to the contrary, intermunicipal disputes arise, the Town of Innisfail shall endeavour to resolve such disputes firstly through further dialogue and discussion between the parties. Failing that, the Town shall seek mediation or other alternative dispute resolution measures. As a last resort, the Town shall seek resolution through proceedings before the Municipal Government Board or the Courts as may be warranted by the circumstances or nature of the issue.
- 5) The Town shall work cooperatively with Red Deer County and other municipal partners in the region to identify, prioritize and implement opportunities for undertaking municipal services and projects in the most cost-efficient and effective manner.

### **3.0 HUMAN ENVIRONMENT**

GOAL: To encourage fiscally sound programs, services, and opportunities that enhance the quality of life of the citizens of Innisfail.

#### **3.1 MUNICIPAL SERVICES**

##### **3.1.1 Goals**

- (1) To ensure municipal services are provided in a timely and efficient manner.

##### **3.1.2 Policies**

- (1) Development and services should occur in a manner that minimizes the financial burden and risk for the citizens and property owners of Innisfail while maintaining the Town's fiscal health.
- (2) The citizens of Innisfail 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.
- (3) The citizens of Innisfail should, whenever possible, be provided with adequate, timely, and efficient common services. This includes, but is not limited to infrastructure development and maintenance, snow removal, and garbage removal.
- (4) The citizens of Innisfail should, whenever possible, be provided with adequate social programs and services that enhance the social well being of individuals, families, and the community as a whole.
- (5) All development shall have, whenever possible, adequate access for common and protective service providers.
- (6) The Town may promote the transfer of operating costs of services and community facilities from the general tax base to users.
- (7) The Town supports the development, whenever possible, of partnerships with Red Deer County for the provision of municipal services.

## **3.2 ECONOMIC DEVELOPMENT**

### **3.2.1 Goals**

- (1) To further the economic vitality and sustainability of the local and area economy.
- (2) To develop a strong tourism sector in the local and area economy.

### **3.2.2 Policies**

- (1) The Town supports, in principle, private economic development initiatives.
- (2) The Town may support economic development initiatives, either on its own or in partnership with the private sector.
- (3) The Town supports, whenever possible, joint economic development initiatives with Red Deer County and other municipalities in the region.
- (4) The Town encourages the development of the tourism industry in and around Innisfail. Such development should not have adverse social, economic, or environmental impacts.
- (5) Tourism oriented development should benefit the citizens of Innisfail and area by providing greater economic, recreational, and cultural opportunities.
- (6) The Town should consider the development of a tourism marketing plan to co-ordinate marketing efforts, both public and private, and to attract more tourists and increase the length of their stay.
- (7) The Town should consider developing a registry of local businesses and services in order to identify and then actively seek to fill gaps.



### **3.3 EDUCATION**

#### **3.3.1 Goals**

- (1) To encourage the provision of the broadest and fullest range of educational opportunities possible for the citizens of Innisfail.

#### **3.3.2 Policies**

- (1) The Town will endeavour to co-operate with Chinook's Edge School Division and the Red Deer Catholic Regional Division to enhance the provision of educational resources and opportunities available to the citizens of Innisfail.
- (2) The Town supports the sharing of educational facilities and resources.

## **4.0 INTERPRETATION, IMPLEMENTATION, AMENDMENT, and REVIEW**

### **4.1 INTERPRETATION**

- 4.1.1 As stated in the introduction, the MDP is primarily a policy document that can be utilized as a framework within which both public and private sector decision making can occur. As a policy document it is, for the most part, general in nature and long range in it's outlook. The MDP provides the means whereby Council and Town staff can evaluate immediate situations or proposals in the context of a long range plan for Innisfail.
- 4.1.1a In this regard, the boundaries between the land uses shown on Map 1 – Future Land Uses are not to be rigidly interpreted and the specific boundaries shall be determined through the designation of the Land Use Bylaw Districts.
- 4.1.2 Subject to Council's approval, minor variations from the policies of the MDP will not require an amendment to the MDP. More substantive changes will require an amendment to the MDP and any other affected plan.
- 4.1.3 The MDP contains shall", "should", and "may" policies which are interpreted as follows:
- ◆ "Shall" policies must be complied with,
  - ◆ "Should" policies means compliance in principle, but is 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.
- 4.1.4 Map 2 – Plan Areas is intended as information only and changes to Map 2 to reflect the location of new plans adopted by the Town shall not require a formal amendment of the Municipal Development Plan.

### **4.2 IMPLEMENTATION**

- 4.2.1 The goals and policies of the MDP will be further refined and implemented through the development, adoption, and day to day application of statutory plans (area structure plans and area redevelopment plans), non-statutory plans (outline plans, design schemes, etc.) and the Land Use Bylaw.

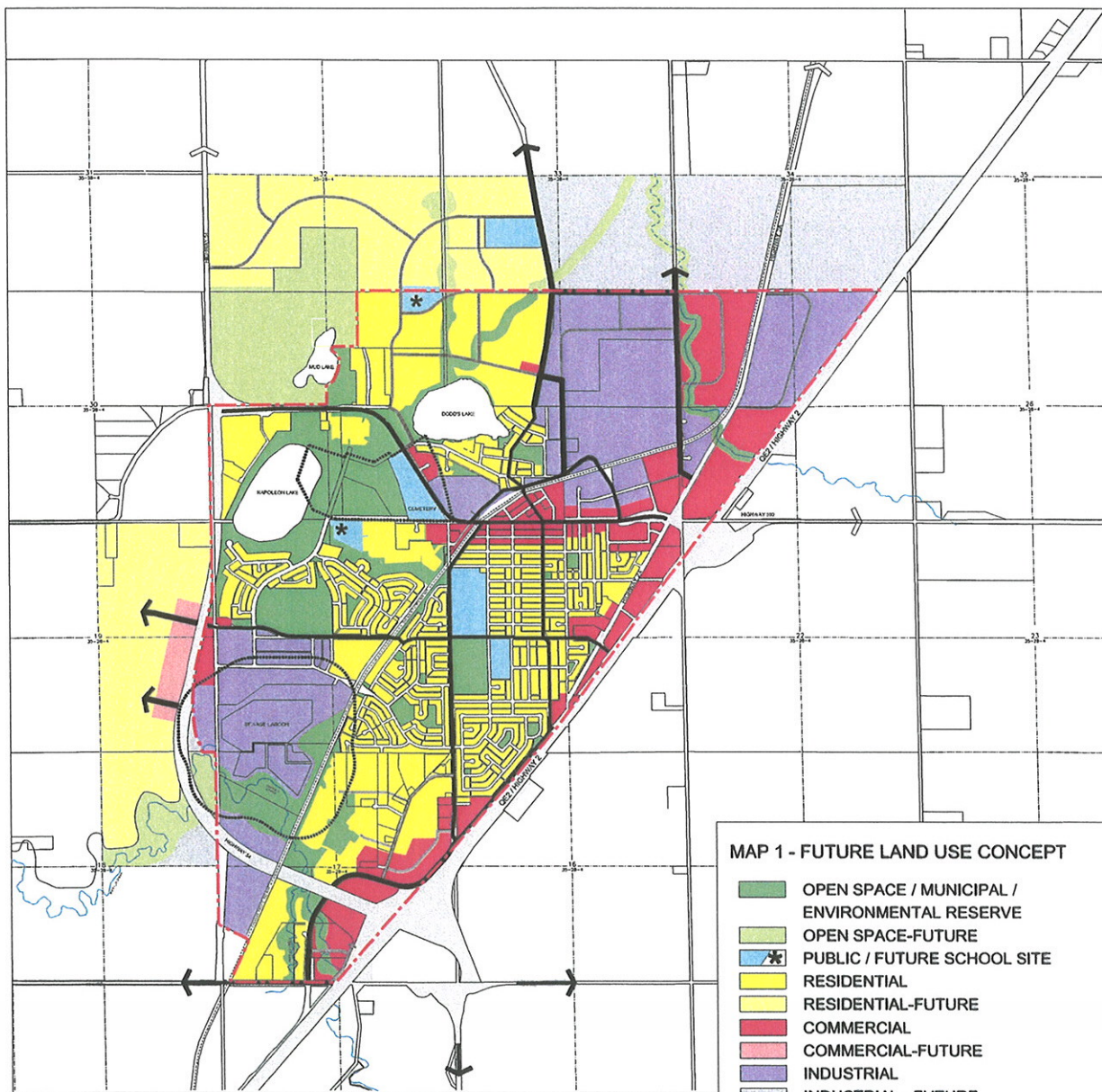
### **4.3 AMENDMENT**

- 4.3.1 Amendment of the MDP must follow the appropriate procedures as outlined in the *Municipal Government Act*.

- 4.3.2 All statutory and non-statutory plans shall be consistent with the MDP and may require amendment to ensure their compliance with the MDP.

#### **4.4 REVIEW**

- 4.4.1 In order to ensure that the MDP is current, the entire plan should be reviewed approximately every three years, preferable shortly after the municipal election.



MAP 1 - FUTURE LAND USE CONCEPT

- OPEN SPACE / MUNICIPAL / ENVIRONMENTAL RESERVE
- OPEN SPACE-FUTURE
- PUBLIC / FUTURE SCHOOL SITE
- RESIDENTIAL
- RESIDENTIAL-FUTURE
- COMMERCIAL
- COMMERCIAL-FUTURE
- INDUSTRIAL
- INDUSTRIAL - FUTURE
- DEVELOPMENT SETBACKS
- HIGHWAY/FREEWAY
- ARTERIAL ROAD
- COLLECTOR ROAD
- MUNICIPAL BOUNDARY
- RAILWAY

## TOWN OF INNISFAIL MUNICIPAL DEVELOPMENT PLAN

### NOTES:

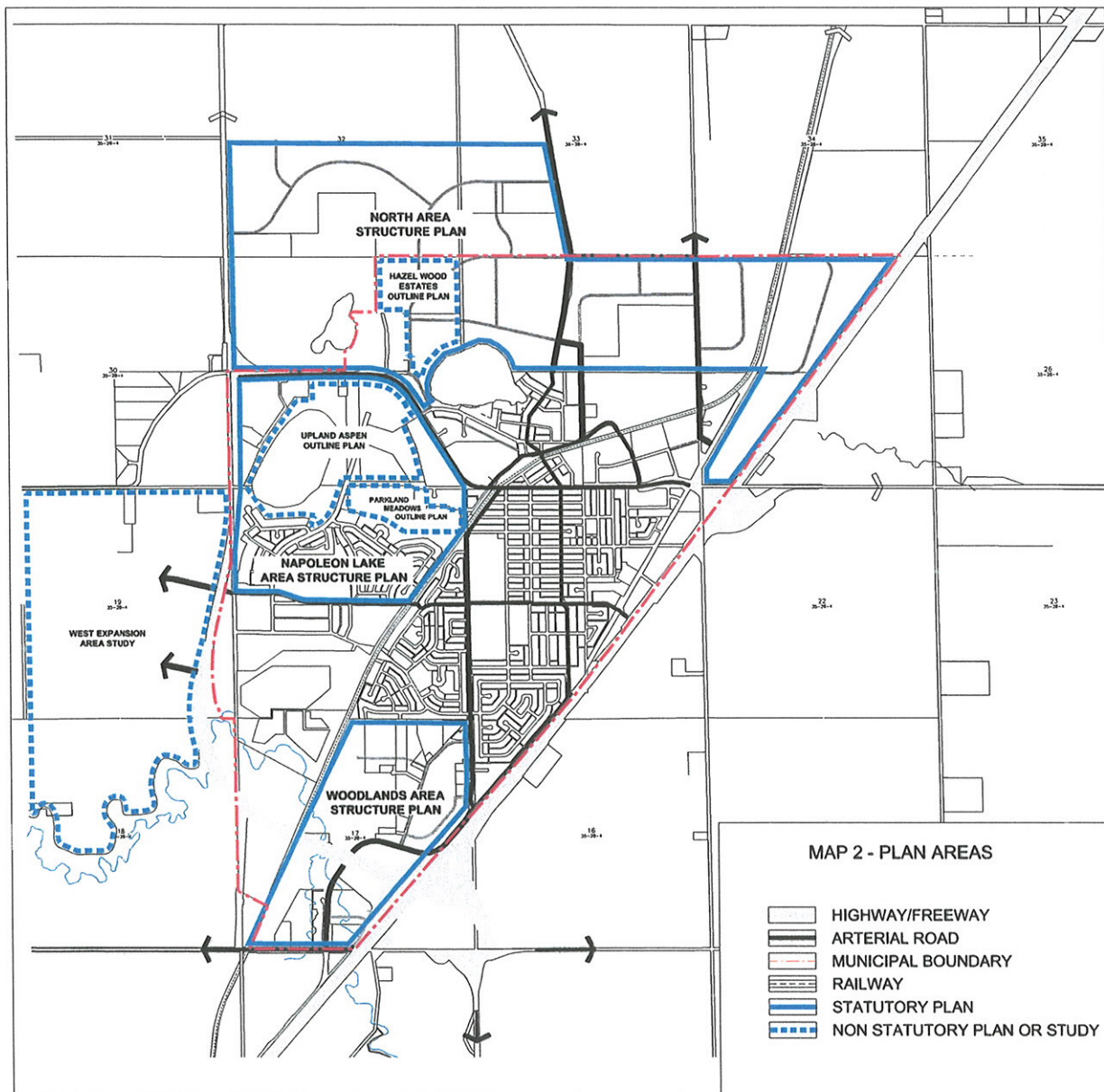
1. THIS MAP SHOWS GENERALIZED INDICATIONS OF LAND USE AND IS NOT INTENDED FOR SCALING OR DETAILED DESIGN. DETAILED LAND USE WILL BE IDENTIFIED THROUGH AREA STRUCTURE PLANS, OUTLINE PLANS AND/OR LAND USE BYLAW DESIGNATIONS.
2. LAND USES AND FEATURES SHOWN BEYOND THE MUNICIPAL BOUNDARY OF THE TOWN OF INNISFAIL ARE INTENDED AS INFORMATION ONLY. THE POLICIES OF THIS PLAN DO NOT APPLY TO LANDS OUTSIDE OF THE TOWN'S BOUNDARIES. REFER TO RED DEER COUNTY AND TOWN OF INNISFAIL INTERMUNICIPAL DEVELOPMENT PLAN.



SCALE 1:30 000  
MARCH 2007

PARKLAND COMMUNITY PLANNING SERVICES





## TOWN OF INNISFAIL MUNICIPAL DEVELOPMENT PLAN

### NOTES:

THIS MAP SHOWS GENERALIZED BOUNDARIES OF STATUTORY AND NON-STATUTORY PLANS AND STUDIES PREPARED AND/OR ADOPTED BY THE TOWN. CONSULT RELEVANT PLAN / STUDY FOR PRECISE BOUNDARIES.



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MARCH 2007

PARKLAND COMMUNITY PLANNING SERVICES

