



INTERMUNICIPAL DEVELOPMENT PLAN (IDP) M.D. OF PEACE NO. 135, TOWN OF PEACE RIVER



DRAFT

Date Submitted: January 22, 2019

V3 COMPANIES

Visio, Vertere, Virtute

The Vision to Transform with Excellence



THIS PAGE HAS INTENTIONALLY BEEN LEFT BLANK

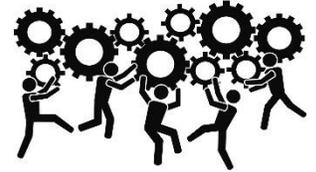


TABLE OF CONTENTS

Table of Contents	2
1.0. Introduction	3
1.1. CONTEXT	4
1.2. PLAN BOUNDARY	5
1.3. EXISTING CONDITIONS	7
1.4. LEGISLATIVE REQUIREMENTS	13
1.5. PRINCIPLES AND GOALS OF IDP	14
2.0. Plan Implementation	16
2.1. INTERPRETATION OF THE PLAN.....	16
2.2. INTERMUNICIPAL COOPERATION	16
2.3. CIRCULATION AND REFERRAL PROCESS.....	18
2.4. PLAN ADMINISTRATION, APPEAL, & AMENDMENT	19
2.5. INTERMUNICIPAL DISPUTE RESOLUTION	19
3.0. Land Use & Growth.....	22
3.1. GROWTH.....	22
3.2. COMMERCIAL & INDUSTRIAL DEVELOPMENT POLICIES	24
3.3. RESIDENTIAL DEVELOPMENT POLICIES	25
3.4. RURAL & AGRICULTURAL POLICIES.....	26
4.0. Economic Development.....	27
4.1. INTERMUNICIPAL ECONOMIC COLLABORATION	27
5.0. Natural Environment, Open Space & Water.....	29
5.1. PARK, OPEN SPACE & RECREATION POLICIES	29
5.2. FLOODING, SLUMPING & WATERSHED MANAGEMENT POLICIES	30
6.0. Infrastructure & Services	32
6.1. TRANSPORTATION POLICIES	32
6.2. UTILITIES POLICIES.....	34
6.3. PROGRAMS AND SERVICES POLICIES	35
7.0. Definitions.....	36
8.0. Sources.....	38
Appendix A– IDP Maps.....	39

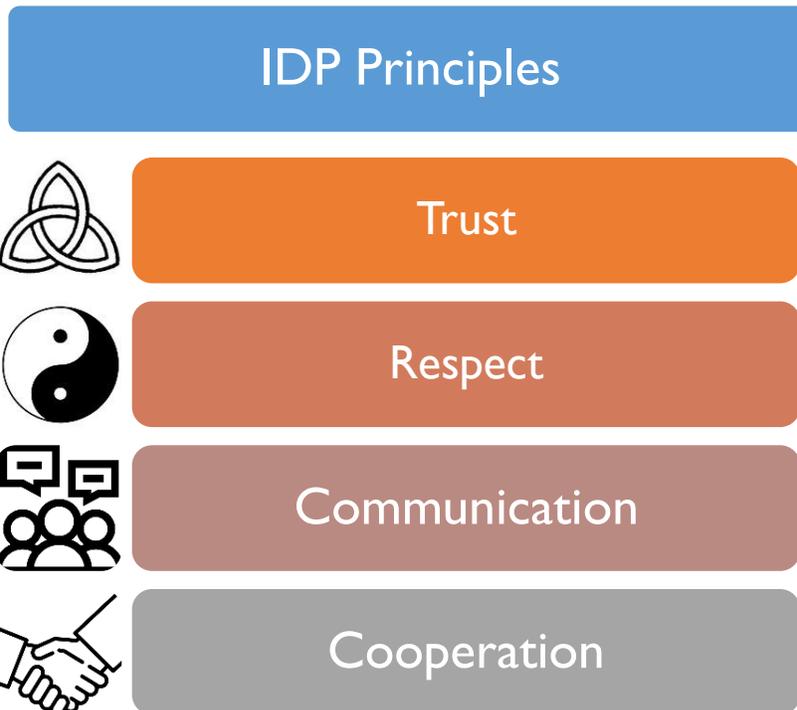
I.0. INTRODUCTION

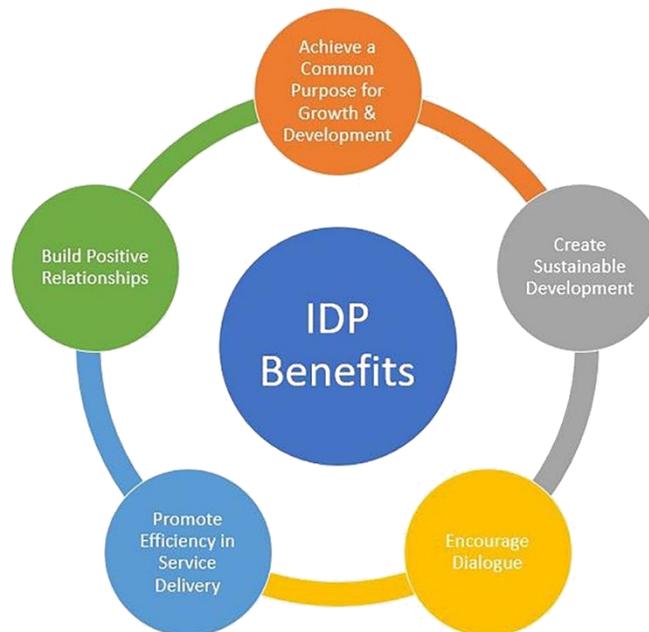
The purpose of the Town of Peace River and M.D. of Peace No. 135 (hereinafter referred to as the Town and M.D.) Intermunicipal Development Plan (hereinafter referred to as the IDP) is to foster an inter-jurisdictional approach to address planning and development issues on lands that connect these *municipalities*.



The IDP area is located on the western border of the Town of Peace River, extending west past the Peace River Airport and south to adjoin a span of the Peace River. The region's primary economic industry is agriculture; the M.D.'s economy is almost solely focused on agriculture, whereas the Town's economy is comprised of retail trade, government services, commercial uses and construction work. The IDP area is well served by a transportation system composed of two provincial highways (Highway 2 and 684), a railway (owned by Canadian National Railway) and the Peace River Airport.

An effective IDP is centred on principles of trust, respect, communication and cooperation. When these principles are present, a collaborative governance model is created that has the ability to support the region's vibrancy and also strengthen the local economies from member *municipalities*. The IDP will provide a long-term mutually supported framework for future development, and the area will experience the many benefits of regional governance.





“The whole is greater than the sum of its parts”

1.1. CONTEXT

The Town and M.D. share approximately 7 kilometers of border. Although their geography is common, the economic base is distinct from one another. The Town’s economy is composed of industries such as retail trade, construction, government services and health care while the MD relies primarily on agricultural pursuits. The Town is effectively a service centre for the wider region providing shopping, government and recreational services along with a more urban living environment. There is substantial movement of both people and goods between the Town and the M.D., making their activities inextricably linked and directly affecting one another. This IDP is a result of multiple stakeholder and Council engagements and represents a renewed commitment to cooperation and coordination between the Town and M.D.

Town of Peace River



The Town covers an area of approximately 2,625 hectares (6,500 acres), with a population of 6,845 (Statistics Canada, 2016). The economy of the Town is comprised mainly of retail trade, health care, government services and construction.

M.D. of Peace No. 135



The M.D. of Peace No. 135 covers an area of approximately 92,488 hectares (228,543 acres) (Municipal Affairs, 2018), with a population of 1,747 (Statistics Canada, 2016). The M.D. surrounds one town (Grimshaw) and one village (Berwyn), and includes one hamlet (Brownvale). The economy of the M.D. has traditionally been driven by agriculture, forestry, hunting and guiding, oil and gas exploration, tourism and gravel extraction, with construction also playing a role in the local economy.

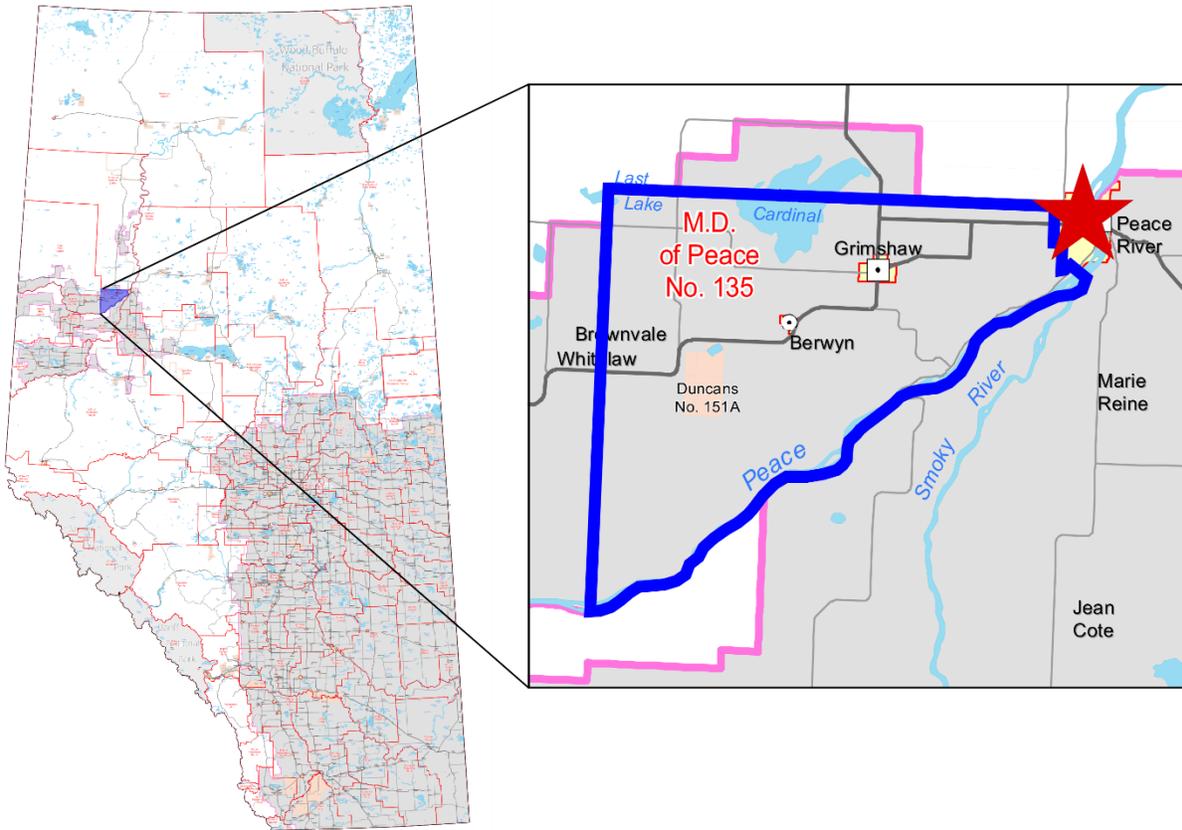


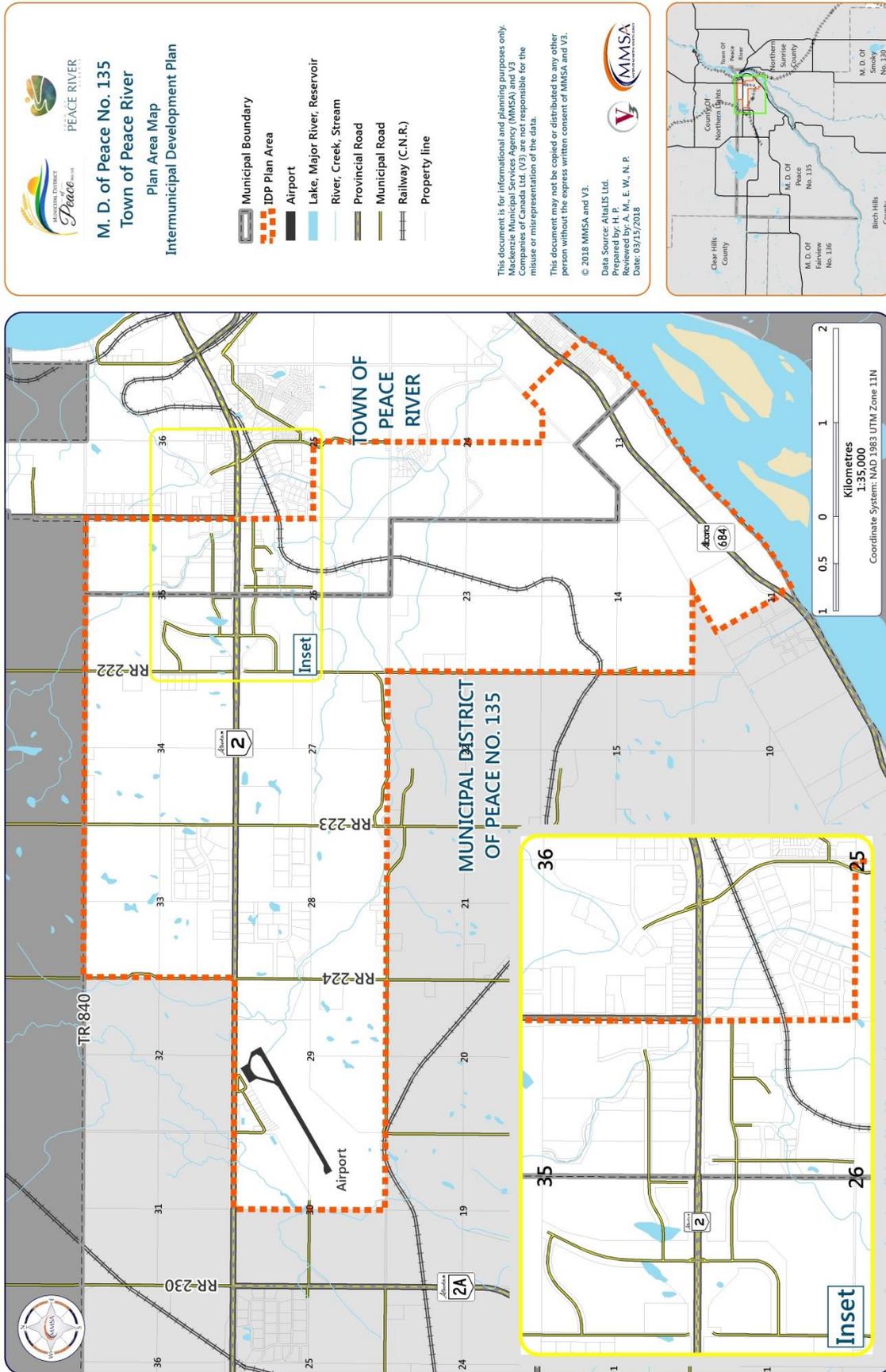
Figure 1: Location Map (Adapted from the Government of AB *Municipalities of Alberta* Map 2017)

1.2. PLAN BOUNDARY

The Town and M.D. are located within the Peace Country in northwest Alberta (Figure 1). Both *municipalities* are within the Government of Alberta’s Land Use Framework “Lower Peace Region”. Although the Land Use Framework Plan for the Lower Peace Region has not been completed, once adopted there is the expectation that *statutory plans* such as IDPs are to be reviewed and amended to be consistent with the Land Use Framework Plan.

The IDP area encompasses approximately 30km² of land as shown on **Map 1: IDP Plan Area** (page 4). The municipal boundary includes lands transitioning from the Peace River Valley to the prairie. The Plan Area also includes significant commercial, industrial and residential lands, as well as significant aggregate resources.

Map I: IDP Plan Area



1.3. EXISTING CONDITIONS

(i) Existing Land Use

Map 2: Existing Land Uses (Page 9) identifies existing zoning districts within the IDP area. Analyzing existing land uses is needed to determine where future land use development can be compatible. Just as important when analyzing existing land uses is to identify areas in which land use conflicts could present themselves, so as to explore potential opportunities where these conflicts can be resolved.



A wide range of land uses exists within the IDP area, some of which will need special consideration to ensure compatibility for future development. Land use districts within the area include: joint plan agricultural, service commercial, aggregate extraction, rural industrial, residential, country residential, highway development, commercial, industrial and environmental/park reserve. Thus, this IDP includes policies intended to integrate compatible land uses, and to *buffer* intensive uses from sensitive developments which may be adversely impacted by these activities. The presence of the Peace River and other smaller water systems requires policies to mitigate, remedy or avoid risks such as flooding or slumping.

Area Structure Plans (ASP) are present in parts of the IDP area, which is a requirement for subdivision and development of new neighbourhoods or commercial areas. There is one ASP covering four quarter sections along Highway 2 between the Town and airport, and two at the western boundary of the Town on either side of Highway 2; however, development of these lands within the ASP has been slow.

(ii) Existing Environmental Features

Map 3: Environmental Map (Page 10) highlights existing natural areas of environmental significance within the IDP area, including key wildlife and biodiversity zones, *environmentally significant areas*, wetlands and surficial sand and gravel deposits.



The *environmentally significant areas* within the IDP area include wetlands and riparian areas adjacent to creeks and the river.

The Peace River runs along part of the IDP area boundary and the community has expressed concerns about slumping within the valley and flooding in areas adjacent to the Peace River and near other water bodies. Currently, the lands around the Town have not been mapped through the Government of Alberta's Flood Hazard Identification Program and there is a Peace River Flood Hazard Study underway, for which the final outcome will reveal more detail on the flooding potential within the IDP area. Policies within this plan have been drafted to address, mitigate, and avoid flooding and slumping as a result of future development.

(iii) Existing Development Constraints & Infrastructure

Map 4: Infrastructure (Page 11) highlights the location and alignment of existing energy pipelines, sanitary sewer lines, water lines, local roads & provincial highways, and power/utility lines within the IDP area. Also identified is the water treatment plant. Municipal servicing only exists within the Town, so the M.D. relies on onsite water and sanitary systems, multiple water coop lines to service the rural population and development along Highway 2.



A new regional water line is being built from the Town of Peace River, through the IDP area and up into the County of Northern Lights.

(iv) Existing Transportation Network & Considerations

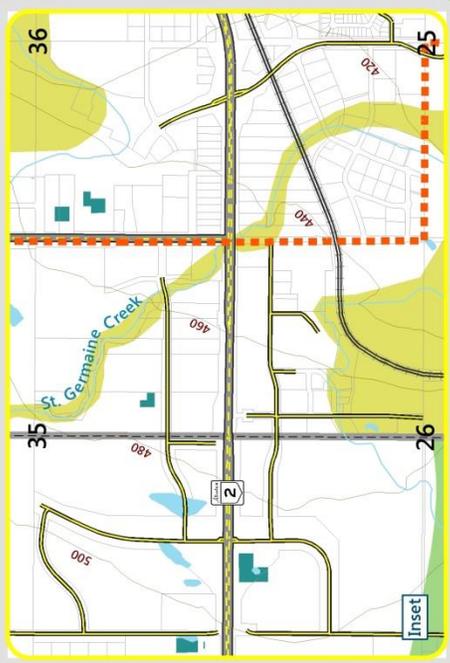
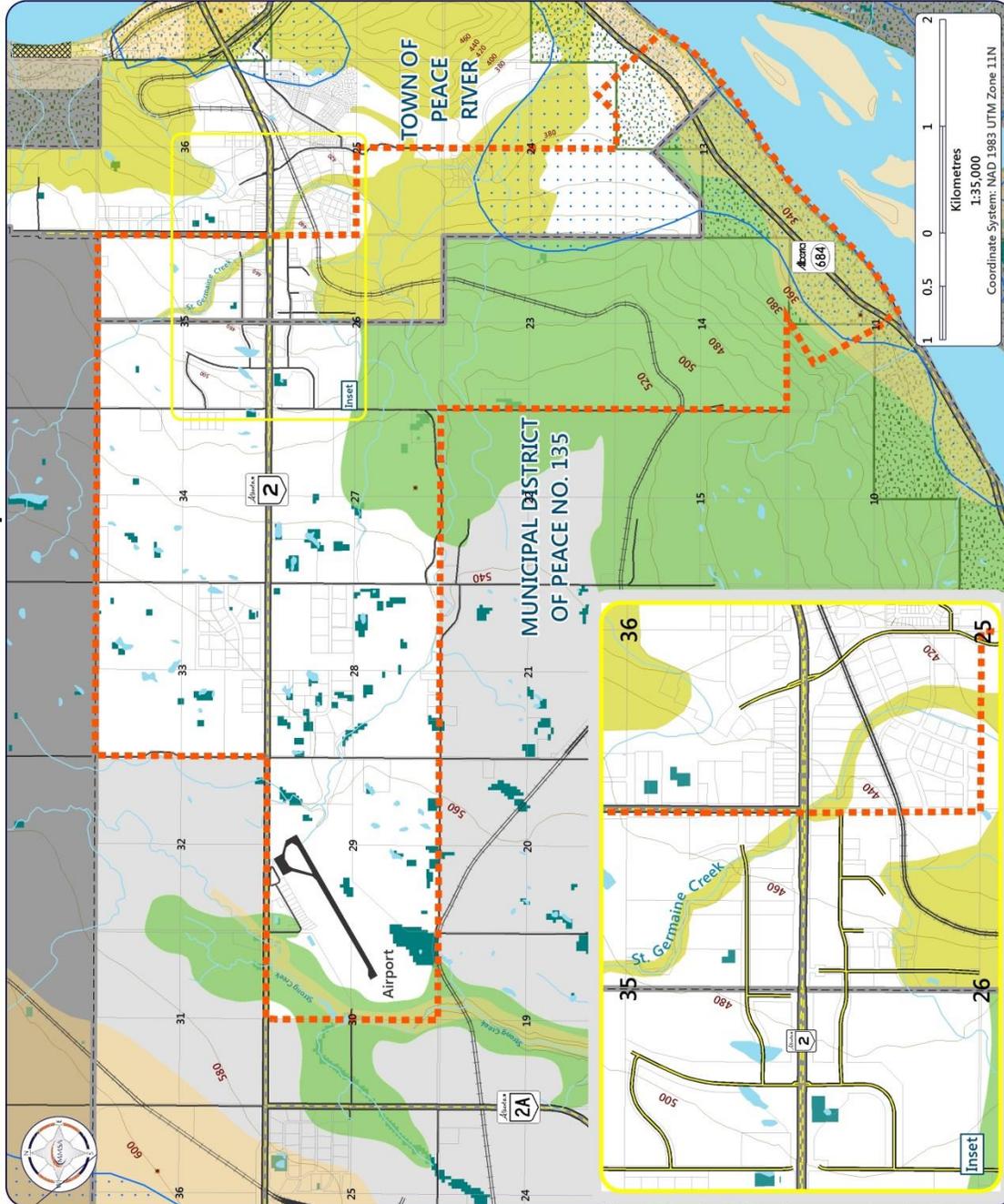
Map 5: Transportation (Page 12) highlights the current road and rail network within the IDP area. Also documented in the map is the location of the Peace River Airport. The Town owns and operates the airport and has explored extending municipal services to the airport; however, cost concerns have been analyzed as prohibitive for the potential project. The Town's *Municipal Development Plan* (MDP) outlines a transportation goal of cooperating with regional partners to continue with efforts to increase air carrier traffic and to identify opportunities to develop airport lands for industrial and commercial uses. Policies specific to the Peace River Airport are included in the transportation section of this IDP.



Section 14 of the *Subdivision and Development Regulation* (SDR) states that any subdivision *proposal* within 1.6 kilometres of the centre line of a provincial highway must be referred to Alberta Transportation and is subject to the constraints on the type of subdivision set out in Section 14 of the SDR.

Due to the location of Highway 2 and Highway 684 (including the 1.6 km *buffer*) within the IDP area, subdivisions will be required to be referred to Alberta Transportation for lands throughout the majority of the IDP area and would be subject to the constraints established in Section 14 of the SDR.

Map 3: Environmental



M. D. of Peace No. 135
Town of Peace River
Environmental Map
Intermunicipal Development Plan

Municipal Boundary

IDP Plan Area

Surficial Sand and Gravel Deposit (AER, 2015)

Wetland (AEP, 2016)

Sand and Gravel Deposit with Aggregate Potential (AER, 2009)

Environmentally Significant Areas (AEP, 2009)

Environmentally Sensitive Areas (MD 135 MDP, 2009)

Environmentally Significant Area (PR MDP, 2013)

Airport

Old Landfill

300m Old Landfill Buffer

Lake, Major River

River, Creek, Stream

Contour Line (20 m Equidistant)

Provincial Road

Municipal Road

Property line

Abandoned Well (AER, 2017)

This document is for informational and planning purposes only. Mackenzie Municipal Services Agency (MMSA) and V3 Companies of Canada Inc. (V3) are not responsible for the misuse or misrepresentation of the data.

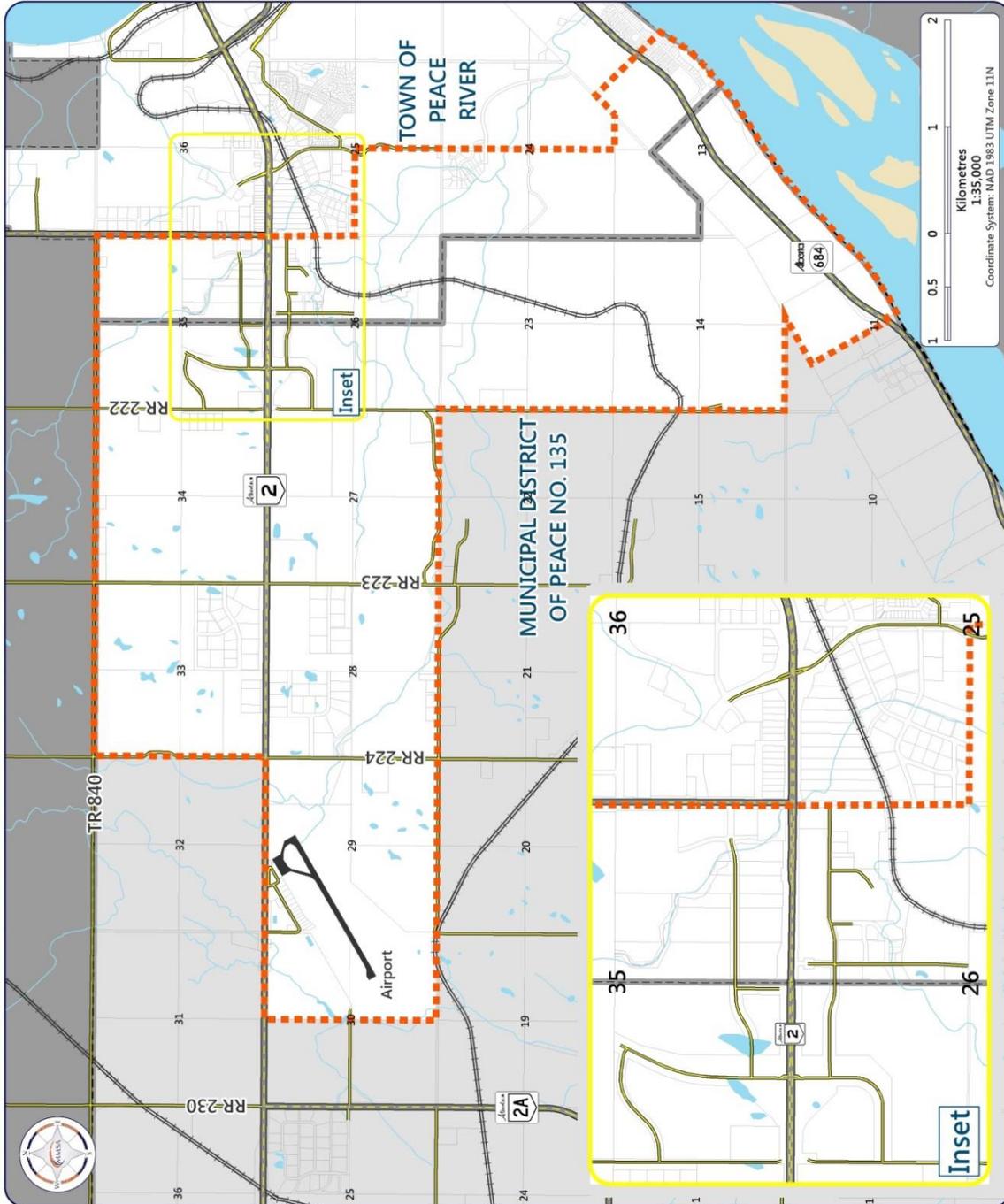
This document may not be copied or distributed to any other person without the express written consent of MMSA and V3.

© 2018 MMSA and V3.

Data Source: AVALIS Ltd.
Prepared by: H. P.
Reviewed by: A. M., E. W., N. P.
Date: 03/15/2018



Map 5: Transportation






**M. D. of Peace No. 135
Town of Peace River**
Transportation Map
Intermunicipal Development Plan

- Municipal Boundary
- IDP Plan Area
- Airport
- Lake, Major River, Reservoir
- River, Creek, Stream
- Provincial Road
- Municipal Road
- Railway (C.N.R.)
- Property line

This document is for informational and planning purposes only. It is not intended to be used as a legal document. The Municipality of Peace River is not responsible for the misuse or misrepresentation of the data.

This document may not be copied or distributed to any other person without the express written consent of MMSA and V3.

© 2018 MMSA and V3.

Data Source: AtlasIS Ltd.
Prepared by: H. P.
Reviewed by: A. M., E. W., N. P.
Date: 03/15/2018








1.4. LEGISLATIVE REQUIREMENTS

This IDP has been prepared under the legislative authority prescribed in Section 631 of the *Municipal Government Act (MGA)*. The MGA states that:

“Two or more councils of municipalities that have common boundaries that are not members of a growth region as defined in section 708.01 must, by each passing a bylaw in accordance with this Part or in accordance with sections 12 and 692, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary”.

Section 631(2) of the MGA states that an IDP:

- (a) *must address*
 - i. *the future land use within the area,*
 - ii. *the manner of and the proposals for future development in the area,*
 - iii. *the provision of transportation systems for the area, either generally or specifically,*
 - iv. *the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,*
 - v. *environmental matters within the area, either generally or specifically,*
 - vi. *any other matter related to the physical, social or economic development of the area that the councils consider necessary, and*

- (b) *must include*
 - i. *a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan,*
 - ii. *a procedure to be used, by one or more municipalities, to amend or repeal the plan, and*
 - iii. *provisions relating to the administration of the plan.*

The MGA identifies the hierarchy and relationship of *statutory plans*, so that each *plan* will be consistent with the plans above it (see Figure 2) and, in the event of an inconsistency, which provisions in what plan will prevail. Both the Town and the M.D. have adopted MDP's to guide future growth and development within their respective *municipalities*. Once this IDP has been adopted, the Town and M.D. will need to review their existing MDP's to determine if they are consistent with the newly adopted IDP. The IDP can only be repealed if it is being replaced by a new IDP or the Minister of Municipal Affairs has granted an exemption in accordance with the MGA.

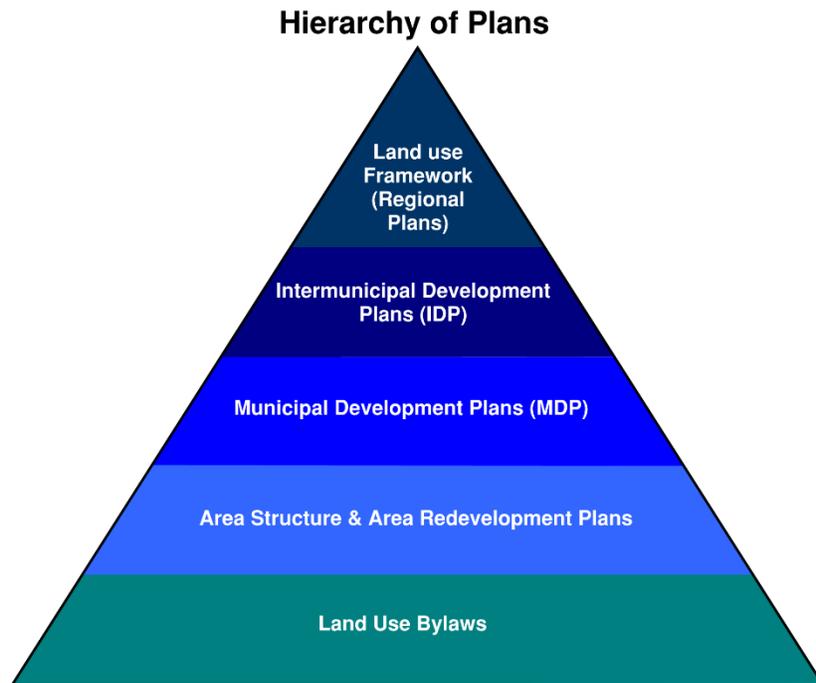


Figure 2: Hierarchy of plans in Alberta

1.5. PRINCIPLES AND GOALS OF IDP

The fundamental purpose of the *Plan* is to provide opportunities for collaboration and communication between the two *municipalities*, to create a regional framework that has the capacity to address intermunicipal issues as they relate to planning and development to support the long-term interests of both *municipalities*. By creating a planning framework with policy directions and processes, the IDP provides more certainty for residents and potential investors when it comes to land use and development.

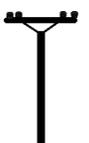


High-level policy direction provided in this IDP will promote land use development and growth for each *municipality* and the region, and the collaboration of services both within and around each *municipality*, intended to create efficiencies and to capitalize on shared resources and capacity.

The intent of this *plan* is to identify municipal interests relative to lands within the IDP area, and to develop policies and decision-making processes that promote collaboration, respect the interests, and reduce conflict between the Town and M.D.

The overall goals of the Town / M.D. Intermunicipal Development Plan are to:

Goals	
1.	Provide a consistent approach to intermunicipal discussion.
2.	Enhance each <i>municipality's</i> means of being informed and providing input on planning and development matters within the IDP area.
3.	Ensure the IDP becomes and remains relevant to both <i>municipalities'</i> elected officials.
4.	Create a process that allows for timely resolution of differences of opinion between <i>municipalities</i> in a way that is respectful of each other's interests and concerns and avoid potentially costly litigation or arbitration from occurring.
5.	Direct growth within the IDP boundary area into those areas that have been planned to accommodate future growth as indicated Map 6.
6.	Avoid conflict of residential development with commercial/industrial operations across municipal boundaries.
7.	Provide opportunities for affordable and market residential development that does not create conflict across municipal boundaries or negatively impact each <i>municipality's</i> long-term growth aspirations.
8.	Support agricultural land within the IDP area, assist in protecting it from premature or inappropriate development which may negatively affect agricultural operations, while also supporting existing and new agricultural operations.
9.	Promote a strong, diversified and resilient economy that is attractive for investment and will benefit each <i>municipality</i> .
10.	Create and preserve an integrated system of open greenspace and provide a variety of natural amenities which improve quality of life through opportunities for passive and active recreation.
11.	Manage the area along the Peace River where flooding and slumping may occur to prevent damage to property and impact on human life.
12.	Promote the protection of the Peace River basin and its catchment as a significant environmental resource and maintain its function as a recreational and aesthetic amenity.
13.	Develop a safe and efficient transportation network that is consistent in its condition and design standards, in order to help both <i>municipalities</i> achieve greater efficiencies and provide better services to their residents and businesses.
14.	Further integrate the Peace River Airport to the IDP area through increased efficiency and functionality.
15.	Address <i>utilities</i> and servicing on an intermunicipal scale by establishing a process for cross-jurisdictional utility planning and rights-of-way acquisition to maximize efficiencies and avoid duplication of infrastructure.
16.	Coordinate government, community and emergency services at an intermunicipal level to promote consistency and efficiency, and to avoid duplication of services.



2.0. PLAN IMPLEMENTATION

2.1. INTERPRETATION OF THE PLAN



The structure of the IDP is such that each section follows a topic, and each topic has a predominant goal where objectives are laid out along with policy directions designed to address each objective and ultimately the stated goal. This structure works best when the document is interpreted in a holistic manner where it is important to view each of the policy directions in the context of one another rather than separately. Generally, the goals of the IDP are more likely to be achieved by addressing the complete set of policy directions.

While the policies contained within this document relate to the defined IDP boundary they do not preclude the *municipalities* from expanding the applicable policy beyond the boundary or collaborating with other municipalities based on the mutual agreement of the two *municipalities* of this IDP.

This IDP contains the operative terms 'shall', 'should', and 'may'. The interpretation of these terms is outlined below:

Shall – indicates that actions are mandatory.

Should – indicates direction to strive to achieve the outlined action but is not mandatory.

May – is discretionary, meaning the policy in question can be enforced if the *municipalities* choose to do so. This is typically dependent on context and individual circumstances.

Note: Where words are *italicized* the document provides a definition in Section 7.0.

2.2. INTERMUNICIPAL COOPERATION



In order to provide a consistent approach for intermunicipal discussion between administrations, Joint Council meetings shall be utilized to oversee the implementation of the IDP and serve as a forum to address any intermunicipal issues that may arise. These Joint Council meetings shall also serve as a mechanism to allow formal communication between *municipalities* where the Councils will be responsible for facilitating ongoing communication and sharing of information with respect to administering the IDP.

A neutral facilitator/mediator will be engaged to coordinate and chair Joint Council sessions to assist in avoiding the plan becoming redundant and to help both Councils to work together on areas of common ground.

Goal:

To provide a consistent approach to intermunicipal discussion.

Objective:

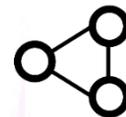
1. To establish the means to consistently monitor the IDP, and act as a forum for discussion on intermunicipal issues.

Policies:

- 2.2.1. Councils **shall** meet jointly at least once yearly and when one Council requests a joint meeting as necessary (ex. to resolve an issue or dispute with regard to the IDP). Items that **should** be covered at these meetings include the status of the IDP, implementation of policies and whether any amendments to the IDP are necessary.
- 2.2.2. The annual Joint Council meeting **should** be held in September to align with the municipal budget process.
- 2.2.3. Joint Council meetings **may** be chaired by an independent third-party facilitator. However, if either Council requests an independent facilitator then that meeting **shall** be facilitated by an independent third-party. Both *municipalities* **should** agree upon the facilitator, or if they cannot agree, the Minister of Municipal Affairs **shall** choose a mediator. The cost of the facilitator and/or mediator **shall** be shared equally between the parties.
- 2.2.4. A minimum total of three (3) Council members from either *municipality* **shall** be present to form a quorum. In order to make a decision, at least one (1) Council member from each *municipality* must be present. Each Council member present will have one (1) equal vote for any matters which are voted upon up to a maximum of 5 votes per Council. In the event of a tie, the dispute resolution process outlined in Section 2.5 **shall** be initiated.
- 2.2.5. Members of Council attending Joint Council meetings for the purpose of the IDP **shall** be responsible for:
 - a) Making recommendations on intermunicipal issues to the respective municipal Councils.
 - b) Monitoring the progress of the IDP, including but not limited to review of planning applications that have been subject to intermunicipal referral as per Policy 2.3.1.
 - c) Reviewing proposed amendments to the IDP and providing recommendations to each respective Council.

2.3. CIRCULATION AND REFERRAL PROCESS

The purpose of this section of the *Plan* is to establish a clear and consistent referral process whereby each *municipality* is able to provide comments on proposed changes to *statutory* and *non-statutory plans* as well as proposed subdivision and certain development applications within the IDP area.



The Town and M.D. recognize the importance of cooperation with one another in the spirit of gaining mutual benefit and avoiding unsuitable forms of development within their municipal boundaries. Communication between the two *municipalities* is the most effective means of avoiding or minimizing intermunicipal conflict. For this reason, this IDP focuses on a commitment to effective communication by establishing a process for circulation and referral of planning applications, policy, and other information essential to effectively administering the IDP.

Goal:

To enhance each *municipality's* means of being informed and providing input on planning and development matters within the IDP area.

Objective:

- I. To provide a clear process for circulation and referral of planning applications and policy documents that pertain to the IDP area.

Policies:

- 2.3.1. Within the IDP area, the two *municipalities* **shall** refer the following to the Chief Administrative Officer (CAO) or their designee, of the respective *municipality*:
 - a) *Municipal Development Plans, Area Structure Plans, Area Redevelopment Plans*, and any amendments thereto.
 - b) *Outline Plans and Conceptual Schemes*.
 - c) *Land Use Bylaw* amendments including redesignation/rezoning.
 - d) Development Permit applications for:
 - i. Discretionary uses as per the Town and M.D.'s respective *Land Use Bylaws*.
 - ii. Variances for commercial or industrial development as per the Town and M.D.'s respective *Land Use Bylaws*.
 - iii. Development within Direct Control Districts as per the Town and M.D.'s respective *Land Use Bylaws*.
 - e) Applications for subdivision creating more than five (5) lots.
 - f) Applications for the disposition of environmental, conservation, municipal and/or school reserves, environmental easements, public utility lots and/or road allowances.

2.3.2. Within two (2) *working days* of receipt, the receiving municipal authority **should** acknowledge receiving the application via email.

2.3.3. Each *municipality* **shall** have ten (10) *working days* from receipt of a referral to review and comment on referrals made pursuant to Policy 2.3.1. (d), and twenty (20) *working days* from receipt of referral for all other referrals pursuant to Policy 2.3.1. Upon mutual agreement an extension **may** be granted, however if no response is received within one (1) *working day* after it is due, it will be assumed that there are no objections or comments.

2.3.4. The administrations of each *municipality* **shall** respectively decide which department is to be responsible for responding to intermunicipal referrals and the response timeframes outlined in this document.

2.4. PLAN ADMINISTRATION, APPEAL, & AMENDMENT



As the IDP is intended to be a long-range planning document, it will require regular monitoring and review in order to remain current and accurately reflect changing growth trends in the region. This requires the establishment of a clear process to allow member *municipalities* to amend the IDP when it is mutually beneficial to do so.

Goal:

To ensure the IDP becomes and remains relevant to both *municipalities'* elected officials.

Objective:

1. To support the IDP to remain relevant and adaptive to changing circumstances in the region including the election of new Councillors.

Policies:

2.4.1. Following a general municipal election, a review of the IDP **shall** be completed within one (1) year when new Councillors are elected to either *municipality*. If new Councillors are not elected to either *municipality* over a 9-year timeframe, a full review of the IDP **shall** be completed in the tenth (10) year from the date of adoption of the IDP.

2.4.2. Amendments to the IDP **shall** be subject to agreement by both *municipalities* and must be adopted by both Councils in accordance with the procedures established in the MGA.

2.4.3. An IDP **shall** only be repealed if it is being replaced by a new IDP or the Minister of Municipal Affairs has granted an exemption in accordance with the MGA.

2.5. INTERMUNICIPAL DISPUTE RESOLUTION



The MGA requires that an IDP must include a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan (Sec. 631(2)(b)(i)). The intent of the dispute resolution process is to facilitate mediation and a resolution at the municipal (local) level before an appeal is to be launched to the Municipal Government Board (MGB). This process is based on the assumption that each municipality will have differences of opinion and a resolution mechanism may be necessary. It is important throughout the various processes of dispute resolution that all parties involved in the dispute respect each other and establish a dialogue built on trust and cooperation.

Goal:

To create a process that allows for timely resolution of differences of opinion between municipalities in a way that is respectful of each other's interests and concerns and avoids potentially costly litigation or arbitration from occurring.

Objectives:

- I. To adopt a dispute resolution process to address disagreements fairly and effectively.

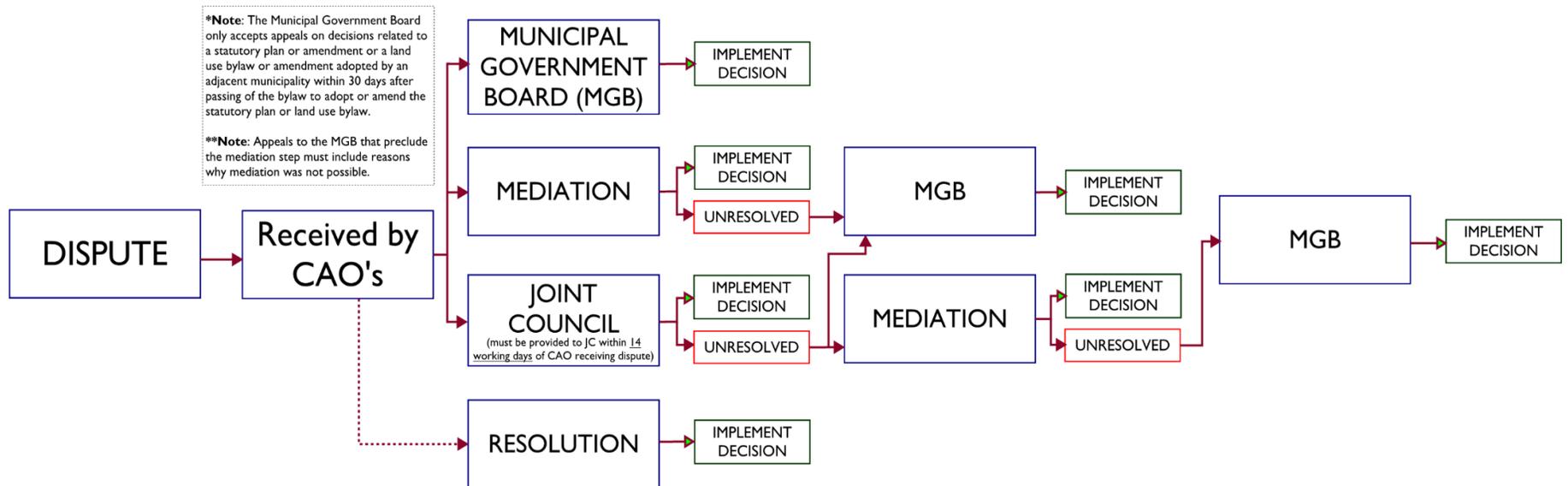
Policies:

2.5.1. In the case of a dispute, the following process **shall** be followed:

- i. At any time during the dispute resolution process, either municipality **shall** be able to initiate a formal mediation process through a third-party to attempt to resolve the issue/dispute. Such costs **shall** be shared by both municipalities.
- ii. When a potential intermunicipal dispute arises regarding a technical or procedural matter, including a clerical error or any misinterpretation of this IDP or any other plans affecting lands in the IDP area, it **shall** be directed to the Chief Administrative Officer (CAO) of each municipality. If an issue relating to the IDP area or plans affecting lands in the IDP area cannot be resolved by the respective CAO's, the municipality who identified the issue **shall** request that a Joint Council meeting be scheduled to discuss the dispute/issue. At such time, within 14 working days of the Joint Council meeting being requested (or a time mutually agreed upon), the Councils **shall** meet and review the issue and attempt to resolve it through consensus. The Joint Council meeting **shall** be in accordance with Policy 2.2.2 – 2.2.3.

2.5.2. If a dispute arises involving the adoption of, or amendment to, a statutory plan, the municipality initiating the dispute **may** file appeal to the MGB in accordance with the MGA, in order to preserve the statutory right to file an appeal and avoid missing the timeframe which an appeal is allowed. However, the dispute resolution process contained within this IDP **shall** still be followed. An appeal to the MGB may be withdrawn if a solution is reached following the dispute resolution process outlined in Figure 3 of this document.

Figure 3: Dispute Resolution Process



3.0. LAND USE & GROWTH

3.1. GROWTH

Based on the growth analysis carried out 2017 growth is projected at an annual average rate of 0.5% from 2016 to 2040. Based on the existing land availability within established areas that are either zoned for residential, commercial or industrial uses or have established area structure plans it is prudent to accommodate growth by working within the established planning framework.

Goal:

To direct growth within the IDP boundary area into those areas that have been planned to accommodate future growth as indicated Map 6.

Objective:

1. To direct commercial and industrial growth into existing planned industrial and commercial areas.

Policy:

- 3.1.1. Both *municipalities* **should** direct development into those areas that are already planned to accommodate growth, through either an approved area structure plan and/or an existing land use district.
- 3.1.2. Development of new growth areas **should** not be developed until there is only a five-year supply remaining for either residential, industrial or commercial lands.

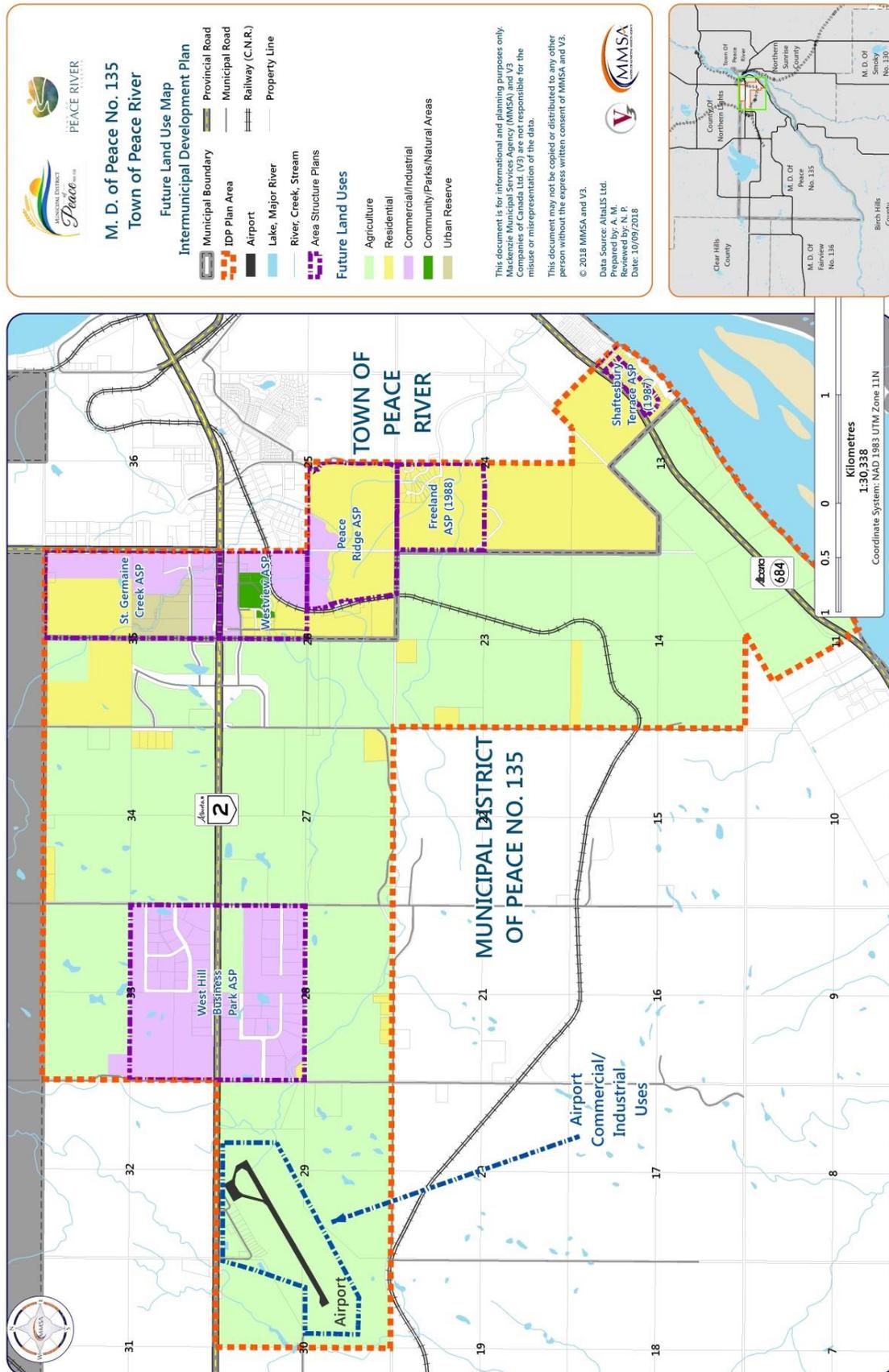
Objective:

2. To maximize the utilization of infrastructure when carrying out development for existing and future residents.

Policy:

- 3.1.3. Both *municipalities* **should** work together to maximize the return on capital investment of existing *municipal infrastructure* assets.
- 3.1.4. Both *municipalities* **should** consider the financial impact of new proposals on existing *municipal infrastructure* assets.
- 3.1.5. Both *municipalities* **should** support the financial viability of existing *municipal infrastructure* assets.

Map 6: Future Land Uses



This document is for informational and planning purposes only. Mackenzie Municipal Services Agency (MMSA) and V3 Companies of Canada Ltd. (V3) are not responsible for the misuse or misrepresentation of the data.

This document may not be copied or distributed to any other person without the express written consent of MMSA and V3.

© 2018 MMSA and V3.
 Data Source: AtlasGIS Ltd.
 Prepared by: A. M. P.
 Reviewed by: N. P.
 Date: 10/09/2018



3.2. COMMERCIAL & INDUSTRIAL DEVELOPMENT POLICIES

Commercial and industrial development provides a higher per capita portion of a community's tax revenue than other uses such as residential, is responsible for providing employment, and has a significant impact on the liveability of a community. Thus, it is important to successfully plan for a vibrant and robust commercial and industrial sector.

Goal:

To avoid conflict of residential development with commercial/industrial operations across municipal boundaries.

Objective:

1. To support the provision of adequate *buffering* or mitigation measures where proposed residential development abuts any non-residential land uses.

Policies:

- 3.2.1. Both *municipalities* **shall** consider any potential negative nuisances arising from an activity (emissions, sound, light) before permitting development near established properties within the IDP area.
- 3.2.2. *Buffers* **should** be used to mitigate potential conflict between commercial/industrial and other uses where necessary.

Objective:

2. To evaluate any proposed commercial or industrial development's compatibility with surrounding land uses in the IDP area, including future servicing and transportation requirements.

Policies:

- 3.2.3. Both *municipalities* **should** work collaboratively when considering the development of uses which may have significant impacts upon the communities (ex. cannabis, meat processing, gravel pits, intensive livestock operations, etc.).
- 3.2.4. Both *municipalities* **should** consider the transportation corridor along Highway 2 for future commercial or industrial development. This area is well served by transportation, and currently has industrial/commercial development with adopted *Area Structure Plans* in place.

Objective:

2. To promote consistency in commercial and industrial development by adopting development standards.

3.2.5. Both *municipalities* **may** collaboratively establish consistent development standards for commercial and industrial development within the IDP area.

3.3. RESIDENTIAL DEVELOPMENT POLICIES



The viability of a community is heavily reliant on the provision of adequate and affordable housing, and it is important to prevent the provision of housing from displacing other important community factors such as agriculture. Thus, it is important to properly plan and provide for the housing needs of current and future generations of inhabitants.

Goal:

To provide opportunities for affordable and market residential development that does not create conflict across municipal boundaries or negatively impact each *municipality's* long-term growth aspirations.

Objective:

1. To prevent uses within residential neighbourhoods that detract from the neighbourhood.

Policy:

3.3.1. Incompatible uses such as the storage of *large vehicles* **should** not be permitted within residentially zoned areas.

3.3.2. Both *municipalities* **shall** consider any potential negative nuisances arising from an activity (emissions, sound, light) before permitting development near established properties within the IDP area.

Objective:

2. To promote affordable housing in the region.

Policies:

3.3.3. Both *municipalities* **should** jointly monitor the availability of residential lots within both jurisdictions to understand supply vs. demand and how it may impact lands within the IDP area.

3.3.4. Both *municipalities* **should** jointly monitor housing prices and trends that determine the types of housing needed in the region (i.e. aging population, mobile workers, immigration) and

coordinate planning and priority setting to confirm the current planning documents enable diversification of housing formats.

3.3.5. Both *municipalities* **may** seek to investigate other opportunities to enable affordable housing.

Objective:

3. To manage and plan developments to contribute to an orderly settlement pattern and efficient utilization of municipal services and infrastructure within the IDP boundaries, through the use of existing zoning or development of *Outline Plans* or *Area Structure Plans*.

Policy:

3.3.6. Each *municipality* **shall** outline in their *Municipal Development Plan* when an *Outline Plan* or *Area Structure Plan* is required and **should** collaborate together on developments that will benefit both *municipalities*.

3.4. RURAL & AGRICULTURAL POLICIES



The M.D. is traditionally an agricultural community and places a high value on the lifestyle and livelihood of agricultural operators in the region.

Goal:

To support agricultural land within the IDP area, assist in protecting it from premature or inappropriate development which may negatively affect agricultural operations, while also supporting existing and new agricultural operations.

Objective:

1. To protect agricultural lands within the IDP area from conflicting land uses.

Policies:

3.4.1. Agricultural uses within the IDP area **should** be encouraged in accordance with the regulations of the land use district contained within the Land Use Bylaw.

3.4.2. Both *municipalities* **should** monitor potential areas of conflict that may arise and identify techniques to remedy, avoid or mitigate their impacts.

4.0. ECONOMIC DEVELOPMENT

4.1. INTERMUNICIPAL ECONOMIC COLLABORATION



The Town and the MD recognize the importance of economic development, namely its role in providing employment opportunities, a variety of services, economic diversity and tax revenues. A coordinated economic development strategy can increase the development opportunities that could provide benefits to all through an increased profile of the region at the national and/or global scale. To achieve this objective will require coordinated efforts. Challenges exist in achieving this objective and therefore the intermunicipal economic policies focus on creating a framework for continued dialogue between the *municipalities* to explore opportunities for future collaboration that benefit all parties.

Goal:

To promote a strong, diversified and resilient economy that is attractive for investment and will benefit each *municipality*.

Objective:

1. To promote cooperation between the *municipalities* to enable economic growth within the IDP area and the wider region.

Policies:

- 4.1.1. Both *municipalities* **should** consider as a part of their individual economic development initiatives, how to increase the profile of the *municipality* and the region at the national and/or global scale.
- 4.1.2. Both *municipalities* **should** explore, during Joint Council sessions, how to create a fair and reasonable regional framework for shared economic benefit focused on how to attract new businesses located within the IDP boundary, and which **may** be extended to include the Town's other rural municipal neighbours. This framework **should** be focused on attracting new businesses that represent a net gain for both *municipalities*, and shared investment and return
- 4.1.3. Based on the positive outcomes of policy 4.1.2. both *municipalities* **should** jointly consider creating an Economic Development Authority or other entity with other *municipalities* in the region that could assist in increasing economic opportunities within the IDP boundaries.
- 4.1.4. Both *municipalities* **should** jointly explore opportunities to support and develop secondary products arising from the natural resource and agricultural resource base.
- 4.1.5. Both *municipalities* **should** work towards diversification of local economic sectors and supporting small entrepreneurial enterprises.
- 4.1.6. Both *municipalities* **should** work together to promote the region as a tourist-destination capitalizing on the strengths of the region including its natural amenities (e.g. the river) and small innovative businesses (e.g. micro-brewery, whisky distillery, etc.).

- 4.1.7. Innovative ideas and technology **should** be explored and capitalized on that could enhance services in the region and provide greater economic opportunity.
- 4.1.8. Both *municipalities* **may** explore an investment and/or tax sharing framework enabling everyone to benefit when new development is attracted and located in the wider region.
- 4.1.9. Both *municipalities* **should** work collaboratively to develop the economic potential of the airport and surrounding lands as a key regional asset.

Objective:

2. To protect and maximize the economic viability of *regional facilities*.

- 4.1.10. Both *municipalities* **shall** work together to identify key *regional facilities* that will be considered in context to the following policies.
- 4.1.11. Both *municipalities* **shall** work together to establish what activities would be viewed as undermining the viability of *regional facilities* and establish a process to avoid permitting such activities.
- 4.1.12. Both municipalities **shall** work together to maintain and capitalize on key *regional facilities* identified in 5.1.1.

5.0. NATURAL ENVIRONMENT, OPEN SPACE & WATER

5.1. PARK, OPEN SPACE & RECREATION POLICIES



Parks, open spaces, recreation, and cultural opportunities are vital to the wellbeing and enjoyment of individual residents and the community as a whole, and provide incentive for persons outside of the region to visit.

Goal:

To provide a high quality recreational environment through an integrated system of open greenspace that takes advantage of the area's natural amenities and the provision of recreational and cultural facilities to support quality of life.

Objective:

1. To work collaboratively to maintain parks and open spaces, to identify appropriate lands for future parks/open spaces.

5.1.1. If either *municipality* undertakes creating a new recreation plan, they **should** refer it to the other *municipality* as per the policies within Section 2.3.

5.1.2. Both *municipalities* **should** collaborate to develop a Master Recreation Plan to manage recreational activities connected to the IDP area, including the Friendship Trail to determine a strategic direction moving forward, and potential recreational expansion along the Shaftesbury Trail.

Objective:

2. To protect *environmentally significant areas* from development.

Policy:

5.1.3. *Environmentally significant areas* **shall** be identified within municipal documents such as the *Municipal Development Plan, Area Structure Plans, Outline Plans, and the Land Use Bylaw*.

Objective:

3. To support and increase the opportunity for recreational and cultural facilities.

Policy:

5.1.4. Both *municipalities* **shall** develop and carryout a Master Recreation Plan. The *municipalities* **may** consider carrying out these projects jointly.

5.1.5. Through the Intermunicipal Collaboration Framework (ICF) process, both municipalities

should develop a shared agreement on recreational facilities and how to work together to fund of new or renovated facilities of regional benefit.

5.2. FLOODING, SLUMPING & WATERSHED MANAGEMENT POLICIES



There are portions of the IDP area that are situated along the western bank of the Peace River and within the hills that transition from the river valley to the prairie which may experience slumping. Concern has been expressed about the impact of flooding and slumping on the lands in the IDP area and the responsibility that the Town and M.D. have in preventing higher intensity development from occurring in areas where flood and slumping risk exist.

The Town and the M.D. are situated within the Peace/Slave River Water Basin, which is the largest water basin area in Alberta covering an area of about 180,000 km². Both *municipalities* recognize that as development occurs, the watershed needs to be managed for water quality and quantity as it is important for safe drinking water supply, healthy ecosystems, and the operation of agricultural systems.



Goal:

To manage the area along the Peace River where flooding and slumping may occur to prevent damage to property and impact to human life.

Objective:

1. To promote development not prone to future flood damage or slumping and carry out appropriate measures to protect existing properties in the IDP area.

Policies:

Both *municipalities* **should** adopt consistent regulations that promote standards which reduce risk of slumping, and the impacts of flooding on land use and development.

- 5.2.1** Preventative measures such as voluntary planting programs to assist in stabilizing river banks **should** be explored by each *municipality*.
- 5.2.2** Both *municipalities* **shall** share geotechnical information within the IDP area with each other so both decision-makers have the information needed to ensure future development does not negatively affect slope conditions.

Goal:

To promote the protection of the Peace River basin and its catchment as a significant environmental resource and maintain its value as a recreational and aesthetic amenity.

Objective:

2. To responsibly manage and protect watersheds and other *environmentally significant areas* to protect against flooding and slumping.

Policies:

- 5.2.3 Both *municipalities* **should** recognize the importance of *environmentally significant areas* such as *riparian* and wetland areas and **should** work together when reviewing *proposals* containing *environmentally significant areas* within the IDP area to preserve them in their natural state.
- 5.2.4 The Town and M.D. **should** cooperate with the Government of Alberta's Watershed Planning and Advisory Councils (WPACs) plans for the region and work co-operatively with the Mighty Peace Watershed Alliance (MPWA) on regional watershed planning and adopting best practices in watershed management.
- 5.2.5 The *municipalities* **should** jointly develop a Storm Water Management Plan in accordance with Alberta Environment and Parks requirements, to assist in protecting infrastructure, housing and businesses from flooding.
- 5.2.6 Both *municipalities* **should** implement a process to effectively share water testing and other water related information.
- 5.2.7 Both *municipalities* **may** support the Mighty Peace Watershed Alliance's initiatives including but not limited to watershed education programs.

6.0. INFRASTRUCTURE & SERVICES

6.1. TRANSPORTATION POLICIES



The *Plan* area contains several key components of the provincial, regional and local transportation systems for each *municipality*. When transportation networks cross municipal boundaries, communication, coordination and long-range planning are essential to support efficiency and functionality of the system and maximize its benefit to the community.

The IDP area has multiple transportation modes that connect the area with the wider region. Policies contained in this section for each transportation mode (road, rail, air) have been included to increase transportation quality, functionality and efficiency.

Goal:

To develop a safe and efficient transportation network that is consistent in its condition and design standards, in order to help both *municipalities* achieve greater efficiencies and provide better services to their residents and businesses.

Objective:

1. To encourage integrated and efficient transportation systems designed to standards that meet the needs of residents and support the prosperity and economic attractiveness of the region through efficient movement of people and goods.

Policy:

- 6.1.1. The Town and M.D. **should** jointly review their respective municipal design standards and maintenance programs for roadways and seek to obtain consistency in construction.
- 6.1.2. Where a road that connects or links between the two *municipalities* is planned for construction or major repair within the IDP area, the *municipality* undertaking the work **shall** advise the other *municipality* in order to provide them the opportunity to coordinate projects, obtain economies of scale, and reduce municipal costs of construction.

Objective:

2. To identify requirements for improvements to the existing municipal road system within the IDP area and cooperate on cost-sharing of maintenance of roads where efficiencies in doing so exist.

Policy:

- 6.1.3. The Town and M.D. **should** investigate where opportunities exist for public works to collaborate across boundaries to assist in reducing operating costs.

Goal:

To further integrate the Peace River Airport into the IDP area through improved efficiency and functionality.

Objective:

3. To increase air and other modes of transportation to improve the movement of people and goods within the wider region.

Policy:

- 6.1.4. The Town and M.D. **should** through Joint Council Session(s) discuss the future of the airport, including its administration and relationship with surrounding land uses. Such discussions **should** include other regional partners.
- 6.1.5. The Town and M.D. **shall** review the Peace River Airport Feasibility Study to determine the validity of the goals, policies and objectives within the document and update where necessary to reflect current economic opportunities based on the outcome of Policy 6.1.4.
- 6.1.6. Both *municipalities* **should** explore ways to collaboratively implement the policies of the Peace River Airport Feasibility Study or other outcomes identified through Policy 6.1.4, possibly through an Economic Development Authority or other entity referred to in Policy 4.1.1.
- 6.1.7. Both *municipalities* **should** focus on ways to foster and coordinate the development of the airport lands and the lands adjoining the airport within the existing approved statutory planning framework. This **shall** be influenced based on the outcome of Policy 6.1.4.

6.2. UTILITIES POLICIES

The provision of affordable *utilities* throughout a community is imperative to its liveability and its ability to grow and prosper.



Goal:

To address *utilities* and servicing on an intermunicipal scale by establishing a process for cross-jurisdictional utility planning and rights-of-way acquisition to maximize efficiencies and avoid duplication of infrastructure.

Objective:

1. To facilitate communication between the Town and M.D. respecting utility infrastructure matters that affect lands in the IDP area or matters of intermunicipal interest.

Policies:

- 6.2.1 Both *municipalities* **should** jointly identify and explore opportunities to collaborate in the planning of intermunicipal infrastructure and/or services in order to provide cost efficiency for the extension of utilities (ex water, wastewater, sanitary, etc.).
- 6.2.2. Both *municipalities* **should** jointly investigate the use of alternative forms of energy production such as solar and wind and identify incentives to support such technologies.
- 6.2.3. Both *municipalities* **may** choose to encourage alternative energy production through a variety of means including public education, demonstrations, creating an incentive program or attracting investment by offering subsidies for alternative energy investment, and updating policy and regulations to support such technologies.
- 6.2.4. Both municipalities, in collaboration with other municipalities in the region, **may** jointly work to promote the enhancement of telecommunications in the region.

Objective:

2. To cooperate in securing necessary utility easements and right of way agreements in the IDP area.

Policy:

- 6.2.5. The Town and M.D. **shall** work in conjunction with the Alberta Energy Regulator (AER) and the Alberta Utilities Commission (AUC) with respect to the development of oil, gas, electricity, and franchise *utilities* in the IDP area.

6.3. PROGRAMS AND SERVICES POLICIES

The provision of needed and desired services is vital to attracting new as well as keeping existing residents. Existing and new residents will also demand a safe community through the provision of emergency services which cross jurisdictional boundaries.



Goal:

To coordinate government, community and emergency services at an intermunicipal level to promote consistency, and efficiency, and to avoid duplication of services.

Objective:

1. To coordinate, where mutually agreed, in the intermunicipal planning and provision of community services including but not limited to: libraries, parks maintenance, weed management and recreation facilities, as well as the provision of necessary new facilities.

Policy:

- 6.3.1. The Town and M.D., through the ICF process, **shall** collaborate to support the provision of services. Services **may** include, but are not limited to: recreation, family and community support services programs, cemeteries, recycling centres, library services, emergency services and water services.

7.0. DEFINITIONS

Adjacent – adjacent means contiguous or contiguous if not for a public roadway, lane, railway, river or stream.

Area Redevelopment Plan – means a plan adopted by a Council, in accordance with the requirements of Section 634 & 635 of the MGA, for the purpose of providing a framework for subsequent subdivision and development of an area of land in a *municipality*.

Area Structure Plan – means a plan adopted by a Council, in accordance with the requirements of Section 633 of the MGA, for the purpose of providing a framework for subsequent subdivision and development of an area of land in a *municipality*.

Buffer – means a row(s) of trees or shrubs, a berm or fencing to provide visual screening and separation and/or a sound mitigation barrier between site or incompatible land uses.

Conceptual Scheme – see “*Outline Plan*”.

Existing Development – means a development lawfully existing prior to the date of passing of this Intermunicipal Development Plan.

Environmentally Significant Areas (ESA) –ESAs are areas that are important to the long-term maintenance of biological diversity, physical landscape features and/or other natural processes, both locally and within a larger spatial context. Environmentally significant areas also include elements that may require special management consideration due to their conservation needs or to avoid excessive exploitation.

Fragmentation – Occurs when once contiguous agricultural areas become divided into separate fragments isolated from each other by other, non-agricultural land uses. *Fragmentation* can also occur within a given agricultural parcel of land by access roads, oil and gas developments and/or linear infrastructure.

Land Use Bylaw – the bylaw that divides a *municipality* into land use districts and establishes procedures for processing and deciding on development application. It contains rules that affect how each parcel of land in a *municipality* may be used and developed.

Large Vehicle – refers to vehicles used for commercial and industrial purposes, typically bigger than a three-ton truck.

Lot - means 'lot' as defined under Part 17 of the *Municipal Government Act*.

Municipal Development Plan - means a plan adopted by a Council, in accordance with the requirements of Section 632 of the MGA.

Municipal Infrastructure – means infrastructure owned or operated by a municipality that provides service to the municipality’s ratepayers. Examples include municipal sanitary systems, municipal water systems, municipal storm systems, municipal road systems.

Municipality – refers to one of either the Town of Peace River or the M.D. of Peace No. 135.

Municipalities – refers to the Town of Peace River and the M.D. of Peace No. 135 collectively.

Natural Resource Extraction Industry – means a primary industry, whose location is governed by natural geological features, such as gravel, limestone, shale, coal, petroleum or natural gas.

Outline Plan – means a non-statutory land use plan adopted by resolution of Council that provides a detailed land use, transportation and servicing concept for the future subdivision and development of land within the area encompassed by the plan boundaries.

Plan – refers to the Town of Peace River / M.D. of Peace No. 135 Intermunicipal Development Plan.

Proposal – can mean a land use redesignation (rezoning) application, an *Area Structure Plan* or amendment to, *conceptual scheme* or amendment to, or amendment to this plan. In addition, “proposal” may refer to a broader planning issue between the Town and the M.D.

Regional Facility – means a facility that is owned or operated by one or more municipalities that provides service to the residents and businesses of more than one municipality. This may include *municipal infrastructure* that provides benefit across municipal boundaries. Examples include the Peace Regional Recreation Centre, and the Peace River Regional Airport.

Riparian Area – means an area of land characterized by vegetation growing on or near the banks of a stream or other watercourse that is dependent on water from the stream or other watercourse and where sufficient soil moisture supports growth of moisture-loving vegetation.

Statutory Plan – means a Joint Plan, an Intermunicipal Development Plan, Municipal Development Plan, or *Area Structure Plan* prepared and adopted in accordance with the MGA.

Utilities – refer to natural gas, sanitary, storm and water services, telephone/cable/internet and electricity.

Wetlands – means an area of land that shows a presence of shallow water or flooded soils (or saturated) for part of the growing season, has organisms adapted to this wet environment, and has soil indicators of this flooding, such as hydric soils.

Working Days – means Monday to Friday, excluding general holidays as outlined in the government of Alberta’s employment standards.

*All other words or expressions shall have the meanings respectively assigned to them in the MGA, the Subdivision and Development Regulation, and the Alberta Land Use Framework.

8.0. SOURCES

- Government of Alberta. (2018). *Municipal Government Act*, Revised Statutes of Alberta 2000 Chapter M-26. Retrieved on May 21, 2018, from <http://www.qp.alberta.ca/documents/Acts/m26.pdf>.
- Government of Alberta. (2018). *Subdivision and Development Regulation*, Alberta Regulation 43/2002. Retrieved on May 21, 2018, from http://www.qp.alberta.ca/documents/Regs/2002_043.pdf.
- Government of Alberta. (2017). *Municipalities of Alberta Map 2017*. Retrieved on May 4, 2018 from <https://wildfire.alberta.ca/resources/maps-data/documents/MunicipalitiesAlbertaMap-May03-2017.pdf>.
- Statistics Canada. (2016). "Population and dwelling counts, for Canada, provinces and territories, and census subdivisions (*municipalities*), 2016 and 2011 censuses. Retrieved on February 19, 2018 from <http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/hlt-fst/pd-pl/Table.cfm?Lang=Eng&T=302&SR=1&S=86&O=A&RPP=9999&PR=48>.
- Statistics Canada. (2017). Peace No. 135, MD [Census subdivision], Alberta and Newfoundland and Labrador [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. Retrieved on February 19, 2018 from <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>.

APPENDIX A– IDP MAPS

