

# Big Lakes County Intermunicipal Development Plan

Big Lakes County and Town of High Prairie



October 9, 2019 Bylaw No. 09-2019



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## BIG LAKES COUNTY BYLAW NO. 09-2019

### A BYLAW OF BIG LAKES COUNTY IN THE PROVINCE OF ALBERTA, TO ADOPT AN INTERMUNICIPAL DEVELOPMENT PLAN

**WHEREAS** the Municipal Government Act, Revised Statutes of Alberta 2000 - Chapter M-26, as amended (the "Act"), authorizes a council of a municipality to enact an Intermunicipal Development Plan to guide future development within the municipality and surrounding municipalities.

**NOW THEREFORE** Council of Big Lakes County in the Province of Alberta does hereby adopt the Town of High Prairie and Big Lakes County Intermunicipal Development Plan that is attached as Schedule A and forms part of this Bylaw.

1. This Bylaw may be cited as the "Intermunicipal Development Plan Adopting Bylaw."
2. This Bylaw shall come into effect upon the date of its third and final reading by Council.

Read a first time this 8th day of May, 2019

Read a second time this 9<sup>th</sup> day of October, 2019

Read a third time and finally passed this 9<sup>th</sup> day of October, 2019

Reeve

A/ Chief Administrative Officer

October 17, 2019

Date of Final Signature

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# 1. Project Background

In the fall of 2018 the Town of High Prairie initiated a project to develop vision and guiding policies to manage future growth in the lands along their shared borders with Big Lakes County through the creation of this Intermunicipal Development Plan (IDP).

The purpose of the IDP is to ensure that there is common agreement and vision in place to guide the future development and use of land within the intermunicipal fringe area. The IDP also provides opportunities to address community concerns, share resources, and establishes a framework for ongoing consultation and cooperation in areas of mutual concern and interest.

In conjunction with the development of the IDP, Big Lakes County and the Town of High Prairie also undertook the creation of an Intermunicipal Collaboration Framework to identify and manage the provision of services between the two municipalities.

## 1.1 Territory Acknowledgement

This plan acknowledges that the lands within the plan area are located within the ancestral and traditional territory of the Cree, Dene, and Metis people of Alberta. These lands have long been a gathering place for many indigenous peoples including the Cree, Dene, and Metis people of Alberta.

Within the County, and to the east of the IDP area there are four First Nations Communities, Kapawe'no (Pakashan), Swan River, Driftpile, and Sucker Creek, along with three Metis Settlement areas, Peavine to the north, East Prairie to the southeast, and Gift Lake to the northeast.

## 1.2 Plan Area

The IDP area is comprised of approximately 2,338 hectares (5,777 acres) of land surrounding the present limits of the Town of High Prairie, as shown on Map 1 – IDP Boundary.

Existing land use within the IDP area is mixture of agriculture, parks and institutional, rural industrial, crown land, and country residential. Other uses of note adjacent to the IDP area include acreage residential, urban reserve, direct control, industrial, highway commercial, and residential.

Access to the IDP area is primarily provided by Provincial Highways 2 and 749 which form a junction in the middle of the Town of High Prairie.

## 1.3 Legislative Requirements

The Municipal Government Act (MGA) provides direction for municipal and intermunicipal planning matters in the Province of Alberta. Specific regulations of relevance to Intermunicipal Development Plans are outlined in Section 631 of the MGA, which states:

*631.(1). 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.*

*(1.1) Despite subsection (1), the Minister may, by order, exempt one or more councils from the requirement to adopt an intermunicipal development plan, and the order may contain any terms and conditions that the Minister considers necessary.*

*(1.2) Two or more councils of municipalities that are not otherwise required to adopt an intermunicipal development plan under subsection (1) may, 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.*

*631.(2). An Intermunicipal Development Plan*

*(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. proposals for the financing and programming of intermunicipal infrastructure for the area,*
- v. the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,*
- vi. environmental matters within the area, either generally or specifically,*
- vii. the provision of intermunicipal services and facilities, either generally or specifically, and*
- viii. any other matter related to the physical, social or economic development of the area that the councils consider necessary.*

*(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.*

*(3) The council of a municipality that is required under this section to adopt an intermunicipal development plan must have an intermunicipal development plan that provides for all of the matters referred to in subsection (2) within 2 years from the date this subsection comes into force.*

*(4) Subject to the regulations, if municipalities that are required to create an intermunicipal development plan are not able to agree on a plan, sections 708.33 to 708.43 apply as if the intermunicipal development plan were an intermunicipal collaboration framework.*

The procedure for adopting an IDP is described in Section 692 of the MGA. Policies contained in the Big Lakes County IDP will come into force once the County and Town Councils have given Third Reading to this IDP Bylaw. It is

intended that policies in the IDP Bylaw shall not be applied retroactively to subdivisions and/or development applications already in progress.

The policy framework for the IDP is referenced in both the Town of High Prairie MDP 13-2016 and in Big Lakes County MDP 2017 which contains statement for the development of policies related to intermunicipal cooperation.

## 1.4 Upper Athabasca Regional Plan

In addition, the IDP area is also within Upper Athabasca Regional Plan (UARP). The UARP is a regional land use plan to manage lands and natural resources under development by the Province of Alberta.

At time of writing no legislation has been adopted nor drafts published. When the UARP is adopted this document will be reviewed and amended to ensure compliance with the regional plan.

## 1.5 Big Lakes County Municipal Development Plan

The guiding principles of the Big Lakes County MDP include:

- Supporting development that is fiscally responsible and avoid placing a burden on future residents;
- Supporting new developments that promote economic development, such as tourism opportunities;
- Recognizing, supporting and promoting the protection of the natural environment; and
- Promote collaboration and community building with neighbours.

Relevant policies from the Big Lakes County MDP include:

- 3.1 *Agricultural uses shall be the predominant land use within the areas identified as Agricultural on the future land use concepts.*
- 5.5 (a) *The County shall encourage the location of country residential development within close proximity of existing hamlets, to take advantage of existing services.*
- 10.2 *The County should collaborate and partner with existing regional economic groups and aboriginal communities, including the Metis Settlements General Council, to maximize growth opportunities.*
- 15.2 *The County shall encourage the creation of inter-municipal development Plans between adjacent municipalities, including High Prairie and Swan Hills, that focus on government co-operation on servicing.*

- 15.3 *The County shall coordinate the interlinking of parks and open space with adjacent urban municipalities (High prairie and Swan Hills), through any established or approved recreation Plans.*

## 1.6 Town of High Prairie Municipal Development Plan

Key goals from the Town of High Prairie MDP include:

- Embrace the small town feel of High Prairie while ensuring that resides have access to a wide variety of services to create an active and stable community;
- Create a culture within the community that values and facilitates year-round recreation, arts, and programming;
- Ensure residents have access to a variety of housing options, quality health services, and excellent educational opportunities; and
- Foster local prosperity and develop economic opportunities to maintain a vibrant community.

Relevant policies within the High Prairie MDP include:

- *Cooperate with municipalities and other government agencies to determine and achieve mutual objectives that benefit residents and businesses within Northern Alberta*
- *The Town shall investigate opportunities to obtain mutual benefits in the provision of transit, protective and emergency services, and social, recreational, environmental and cultural programs and facilities through cooperation with other municipalities and agencies.*
- *The Town shall explore options for the creation of regional partnerships with the Province, municipalities, and agencies in the planning and co-ordination of land use patterns, transportation, utility, and other service delivery systems in Northern Alberta.*
- *The Town shall continue to work with its municipal neighbour on the future planning of the High Prairie area.*
- *The Town shall consider establishing an Intermunicipal Development Plan (IDP) with the Big Lakes County for the planning and coordination of land use and development.*

## 1.7 High Prairie West Industrial Area Structure Plan Bylaw 02-2011

The intent of the West Industrial Area Structure Plan (ASP) is to establish a land use and infrastructure framework to guide light industrial and agri-business development on municipally owned lands.

Key goals of the West Industrial ASP:

- Create a light industrial park for agri-business and industrial uses;
- Ensure development occurs in a manner that respects existing land uses; and
- To take advantage of the location along a major roadway.

The West Industrial ASP designates 84.4% of the total developable area to be dedicated for agri-business and light industrial oriented land uses. Additionally, the ASP identifies that the development of a stormwater management facility, in the form of a retention pond, be located within the ASP boundary.

## 1.8 Plan Scope

The IDP defines the strategic framework for land uses, future development, transportation systems, service extensions, transportation improvements, intermunicipal programs and servicing, environmental matters, referral and dispute resolution processes and other mutually agreed-to policy directions within the IDP area for the next 20 years. While the IDP is intended to be a long-range planning policy document, it should be subject to regular monitoring, review and periodic amendments to ensure that the IDP policies are up-to-date with evolving trends, innovations and growth in the Big Lakes County and the Town of High Prairie as well as the broader region.

The IDP provides for an amendment process when it is in the mutual interest of the Big Lakes County and the Town of High Prairie.



## 2. Community Context

Understanding the historic background and current trends within the intermunicipal fringe area provides an essential foundation for the IDP development process.

This section provides an overview of local history and culture, demographic trends, land use trends, existing land uses, environmental features, infrastructure and existing development constraints within the intermunicipal fringe area.

## 2.1 Local History and Culture

### Development of the Townsite

The area which surrounds High Prairie was recognized for its agricultural potential by prospectors who passed through on their way to the Klondike Gold Rush in the late 1800's. Upon returning, they established homestead and began farming. The Hamlet of High Prairie was established in the early 1900's as an important railway town along what was known as the Edmonton, Dunvegan and British Columbia Railway (ED&BC), now the Canadian National Railway.

In 1945, the Hamlet of High Prairie was incorporated in to a Village, and soon after in 1950, High Prairie obtained the status of a Town. Since that time, the Town of High Prairie has grown to population of 2,564 residents (2016 Census). Several annexations since the establishment of the Town has contributed to what is today, the present-day Town of High Prairie.

During the 1980's, commercial activity began to shift from the Downtown Core, to areas along the Highway Corridor. This shift was primarily in response to surrounding and more regional industrial development and economic development in the lumber, agricultural, and oil and gas sectors.

## 2.2 Demographic and Land Use Trends

### Demographics

Historically, the Town of High Prairie saw significant periods of growth in the early 1970's and again in the mid 1990's, primarily due to economic development opportunities in the surrounding area. Since 1996, when the population reached a peak, the Town has experienced a slow decline.

Today the Town of High Prairie has a population of 2,564 as of 2016. This represents a slight decrease of 36 people (1.4%) from the 2011 Census which reflects the economic slowdown in the province. In the 5-year period prior, the Town experienced a decline in population growth (-6.6% between 2006 and 2011) which reflects an out migration within the community. There is a small migration trend that is occurring in the Town of High Prairie by individuals from India and the Philippines. Migration in the Town of High Prairie is stronger than migration to the neighbouring Big Lakes County.

This migration has helped to stem a longer-term trend of slow decline seen of the region's population, similar to that observed in other agrarian based economies in Alberta

and elsewhere in Canada over the past number of decades. The change is linked to a reduction in the number of family-based farms, consolidation of agricultural operations in larger landholdings and out migration of the younger population to urban centres.

### Recent Development Trends

Recent growth within the Town of High Prairie has focussed in the residential land use districts primarily on mobile home development, which provides an affordable housing option for local residents. Other types of development within the community are concentrating on infill opportunities within existing neighbourhoods. Since the economic down turn in 2015, the number of development permit applications has declined.

Major infrastructure projects currently being undertaken include road work, upgrades to the lagoon weir, and water treatment plant upgrades.

### Outlook

At this time, there are no multi-lot residential subdivisions planned within the IDP area. The majority of future residential development is expected in the form of low-density single family lots within the Town of High Prairie, and country residential developments on County land.

## 2.3 Existing Land Use

Land use in the IDP area is primarily agriculturally based with some local businesses supporting industry and local residents in the Town. Smaller developments within or bordering the IDP area include country residential and highway commercial. Existing land uses within the Town and County are shown in Map 2 – Existing Land Use.

### Agricultural

A large percentage of the land located within the IDP area has agricultural designation under the Big Lakes County Land Use Bylaw (LUB). A majority of the land is divided into quarter sections with a few zoned for country residential.

### Urban Reserve

Urban Reserve lands are located within the northwest, northeast, and southeast corners of the Town of High Prairie boundary. These lands are designated to provide opportunities for the continuation of existing rural pursuits and future expansion of urban development within the Town boundary.

### Rural Industrial

The IDP area contains several rural industrial properties along Highway 2. Industrial uses include the West Fraser development and Midstream Industries.

### Highway Commercial

A large amount of highway commercial and industrial uses exist along Highway 2 within the Town of High Prairie boundary.

### Residential

Residential development is primarily concentrated in the centre of the Town of High Prairie however, smaller portions of the IDP area are adjacent to both mobile home subdivisions and lower density residential developments. The Town of High Prairie's residential land use is predominantly single-detached housing forms with a few developments for multi-family units.

A small amount of acreage residential and country residential lots are zoned within the Town along the northern Town boundary. The purpose of these lands is to provide low-density residential development in an acreage setting.

### Recreation Areas and Community Resources

The Town of High Prairie has two recreation centres, the Gordon Buchanan Recreation Centre and the Sports Palace. Additional community resources such as the Aquatic Centre, High Prairie and District Museum, and High Prairie Municipal Library provide additional leisure opportunities for residents.

### Institutional Uses

There are four schools located within the Town: High Prairie Elementary, Prairie River Junior High, St. Andrew's School, and E.W. Pratt High School. The post-secondary institution of Northern Lakes College is also located within the Town.

## 2.4 Existing Environmental Features

### Urban Reserve Lands

The largest environmental features in the IDP area are a number of Urban Reserve lands, bordering the northwest, northeast, and southeast boundaries of the Town of High Prairie and Big Lakes County.

### West Prairie River

The West Prairie River is one of the two water courses in the Town of High Prairie. The West Prairie River is a tributary of Lesser Slave Lake, one of the largest

recreation lakes in Alberta. The water source for this river is meltwater from the surrounding plains.

### Deep Creek

To the east of the Town of High Prairie is a small branch of the East Prairie River. The East Prairie River, similar to the West Prairie River, is a tributary of water that flows towards Lesser Slave Lake.

The Alberta Flood Hazard Identification Program does not identify the West Prairie River, or the branch of the East Prairie River, as a flood hazard. To date, the Province of Alberta has not completed any flood hazard mapping for the High Prairie area. However, the West Prairie River does represent a potential flood hazard.

### Agricultural Soil Classification

Finally, the IDP area is also home to agricultural soils, mostly falling within Canadian Land Inventory (CLI) class 2 considered to have moderate limitations in terms of agricultural capacity. Map 3 – Canadian Land Inventory (CLI) Soil Classes shows the CLI classes within the IDP area.

## 2.5 Existing Transportation

The transportation network within the IDP boundary is shown in Map 4 – Existing Transportation.

### Highways

The IDP area also contains two major highways, 2 and 749, which bisect the IDP area and connect the Town to neighbouring communities such as Peace River, Slave Lake, and Grande Prairie, recreation areas like Winagami Lake Wildland, Slave Lake and the Peace River Wildland as well as the local airport.

Development along provincial highways requires approval by Alberta Transportation within 300 metres of a provincial highway right-of-way, or within 800 metres of the intersection of a provincial highway with another public road.

### Truck Bypass

Within the IDP area is a truck bypass that connects Highway 2 and Highway 749. The bypass provides an alternative route for trucks outside of the Town and within the County.

### Railway

Like many of the communities in the area, High Prairie is located along a Canadian National Railway line. The railway passes through the southern portion of the Town. The railway is currently operational and classified as a freight line.

## 2.6 Existing Services

Existing infrastructure within the IDP area is identified in Map 5 – Existing Services.

### Water

Water servicing in the IDP area is provided by the Town of High Prairie. A water connection to the West Prairie River and a raw water reservoir located at the airport, approximately 4.25 km south of the Town, provide the town with potable water. Water is treated at a facility south of the Downtown Core.

The Regional Water Feasibility Study, conducted in 2015, noted that the condition of the water treatment plant is good, but there are concerns over the quantity and quality of raw water which may lead to challenges in the future. The capacity of the water treatment plant in the Town of High Prairie is 60 litres per second and the current flows are between 35 to 45 litres per second depending on the season.

Well water availability is limited within most of the region. Water is provided to County residents within the IDP boundary via water lines. The County owns and operates several of the water lines. The remaining water lines are owned through private co-ops established in the 1980s.

The Town of High Prairie and Big Lakes County currently have an agreement regarding additional connections to the water lines.

### Wastewater

Wastewater is collected through a decentralized sanitary system via lift stations and sanitary lines. A wastewater lagoon located approximately 5 km north of the Town of High Prairie processes all wastewater and sewage for the community. The capacity of the wastewater system can accommodate 5,000 people without expansion, however additional lift stations may need to be developed to support increased capacity.

### Stormwater Management

Stormwater and storm sewer management is directed to the two rivers in the town, West Prairie River and Deep Creek. A series of catchment basins and outlet pipes collect all storm water and deposit them into either one of the rivers. Additional infrastructure for stormwater management, a pond in the Peavine subdivision and another proposed within the West Industrial Area Structure Plan. These ponds will become a vital component of stormwater management as development continues in the Town and IDP area.

## 2.7 Existing Development Constraints

As a part of the existing conditions analysis, development constraints such as lagoons, waste management sites, gas pipelines and wells have been identified. The location of highways, railway tracks, energy pipelines and development setbacks from oil/gas wells are identified in Map 6 – Existing Development Constraints.

The surrounding landscape and geology create challenges for wastewater and sanitary collection. Due to shallow pipes, limited topography, and poor bearing soils, sanitary collection occurs at a number of lift stations located throughout the community. Future development will need to consider the construction of lift stations or upgrades to the current wastewater and sewer system.

Additionally, a lift station located in the Peavine subdivision is currently limited in terms of capacity. Future growth in this community will need to consider upgrades to wastewater and sewer infrastructure. Any additional lands, for example those acquired through annexation, will need to consider the development of additional lift stations due to capacity constraints in the current system.

### Transfer Sites

There are no solid waste management facilities located in the IDP area. Solid waste management in the Town of High Prairie is contracted to the private company named Green for Life (GFL). Waste services in Big Lakes County is managed by the High Prairie and District Regional Solid Waste Management Authority, which provides 7 transfer sites (Banana Belt, Heart River, Jousard, High Prairie/Gilwood West, Enilda, Faust/Kinuso, Grouard) and one Regional Landfill located south east of the IDP area.

### Energy Rights of Way

Throughout the IDP area there are a number of oil and gas pipelines as well as easements related to oil and gas extractions. These facilities and infrastructure are governed by provincial legislation and can be a significant constraint with regard to certain kinds of development within their setback boundaries. Existing operational/non-operational wells and oil gas pipelines are identified in Map 6 – Existing Development Constraints. Development buffers surrounding Energy facilities and rights-of-way include:

Oil and Gas Well (AR 43/2002)	No addition of overnight accommodation or public facility within 150m
Abandoned Well (AR 43/2002;	No building <5m of an abandoned well

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**AER Directive 79)**

Sour Gas Facility <b>(AER Directive 56)</b>	Notification of the Alberta Energy Regulator (AER) for developments within 150m  Variable development buffer based on H <sub>2</sub> S output
Oil and Gas Pipeline <b>(AUC Rule 20)</b>	No permanent dwellings within the pipeline right-of-way.

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### 3. Public Consultation

Project feedback received through public consultation processes influenced the development of the IDP future land use concept, guiding principles, and policy framework. Stakeholders involved in the process consisted of property owners, residents, local business owners and other interested stakeholders within the IDP area. The following section provides an overview of public consultation initiatives conducted during the IDP development:

- Internal Review Committee Meetings (five);
- IDP Issues and Opportunities Survey;
- Future Land Use Workshop; and
- Drop-in Public Open Houses (two).

### **3.1 Internal Review Committee**

An Internal Review Committee (IRC) composed of elected officials as well as Town and County Staff was established to help guide the IDP development. The purpose of the IRC was to identify and review long-term concerns related to the future vision, land uses, servicing, transportation, aesthetics, and other issues identified through the planning process of the IDP project. Additionally, the committee was responsible for making recommendations to the Project Team and providing direction regarding the nature and content of the IDP. A total of five IRC meetings were held throughout the course of the project.

### **3.2 IDP Issues and Opportunities Survey**

An IDP issues and opportunities survey was active from the beginning of November till the end of December 2018. The survey asked questions regarding issues and opportunities within the intermunicipal fringe area. Questions were structured to obtain background information and identify issues and opportunities related to land use/development, transportation, servicing, and environment/open space. The survey was available for completion online via Survey Monkey and paper copies were available at the County and Town offices.

### **3.3 Future Land Use Concept Workshop**

A Future Land Use Concept Workshop was held on November 27<sup>th</sup>, 2018 from 11:00am to 2:00pm at the High Prairie Legion Hall. The purpose of the workshop was to involve a variety of community stakeholders in interactive brainstorming exercises related to the development of the IDP. Exercises involved identifying key questions and concerns regarding the IDP project, identifying issues and opportunities within the IDP area, and developing potential future land use concepts with the IDP boundary.

### **3.4 Drop-in Public Open House #1**

A drop-in public open house was held on November 27<sup>th</sup>, 2018 from 5:00pm – 7:00pm at the High Prairie Legion. The purpose of the open house was to provide IDP project background information to the public and answer IDP related questions. Project team members, from both the municipal and consulting sides, were present to answer questions. A series of project background information panels as well as work produced in the earlier future land use concept workshop were on display. Participants were able to comment on these panels through conversation and

the use of post-it notes. A ‘sticky wall’ was setup where participants could share their questions/concerns regarding the project and their vision for the IDP area. Feedback forms were also provided for participants to complete.

### **3.5 Drop-in Public Open House #2**

A drop-in public open house was held on March 7<sup>th</sup>, 2019 from 5:00pm – 7:00pm at the Elks Hall. The purpose of the open house was to provide information regarding IDP Draft 1. Project background information and draft IDP policies were presented on display panels for review and comment. Project team members, from both the municipal and consulting sides, were present to answer questions. Feedback forms were also provided for participants to complete.



## 4. Guiding Principles

The policies established within this IDP area are derived from a series of guiding principles which lay the foundation for the policy framework and aim to achieve the goals of the IDP. Along with the extensive community engagement program undertaken during the IDP process these principles have influenced the development of the IDP Future Land Use Concept.

## 4.1 Guiding Principles of the IDP

The following key principles were developed through extensive consultation with stakeholders and municipal administration. They provide guidance for future developments and collaboration within the Town of High Prairie and Big Lakes County IDP area:



### **PRESERVE AGRICULTURAL LANDS**

Protect all agricultural lands from other land uses to avoid the fragmentation of agricultural lands and preserve the longevity and usability of the lands for agricultural uses.



### **COMPATIBILITY OF LAND USES WITHIN THE IDP BOUNDARY**

Land uses within the IDP boundary should be compatible with both existing agricultural and residential areas while supporting the economic and social wellbeing of residents and businesses in the area.



### **ATTRACT DEVELOPMENT TO THE REGION**

Continue to strengthen collaboration between the County and Town to attract development that benefits the region as a whole.



### **CONSISTENT AND ATTRACTIVE COMMUNITY IMAGE**

Establish an aesthetically pleasing development character (through attractive built forms, trees, and landscaping) along the highway corridor into the Town that represents an appealing community image.



### **MAINTAIN A STRONG INTERMUNICIPAL WORKING RELATIONSHIP**

Define beneficial strategies and opportunities for mutual collaboration between the County and Town with regards to land development, infrastructure delivery, public facilities, recreational amenities, and economic development.



### **SERVICING, INFRASTRUCTURE, AND UTILITIES**

Identify opportunities and provide frameworks to implement shared and individual responsibilities for service development and provision such as water co-op lines.



### **ENVIRONMENTAL STEWARDSHIP**

Retain, protect, and manage environmentally sensitive areas such as the riverbanks of the West Prairie River and all riparian areas and creeks within the County and Town.



### **INDUSTRIAL DEVELOPMENT**

Support the expansion of existing industrial uses and the development of additional industrial uses. Promote the branding of specific industrial areas for similar types of industrial developments.



### **COUNTRY RESIDENTIAL CHARACTER AREAS**

Create opportunities for unique country residential areas and alternative lifestyles that benefit from the close proximity to the Town.



### **RECREATIONAL OPPORTUNITIES**

Explore opportunities to enhance existing and development new multi-use recreational trails as part of a broader trail network between the County and Town.

## 4.2 Future Land Use Concept

The development of the Future Land Use Concept, shown in Map 7 – Future Land Use Concept, was influenced by the guiding principles and public consultation feedback. Key highlights of the Future Land Use Concept are described below:

### Agricultural

1. Preservation of agricultural lands surrounding the Town boundary.

### Country Residential Development

2. Expansion of existing country residential development adjacent to Town lands identified for future residential uses.

### Highway Commercial Development

3. Encourage highway commercial development along Highway 2 east of the Town boundary.

### Industrial Development

4. Expansion of industrial uses within the West Industrial Area Structure Plan to the west of the Town boundary.
5. Additional industrial uses west of the West Fraser development.
6. Expansion of potential industrial development west of Midstream Industries.

### Recreation

7. Maintain County recreational lands.



## 5. Land Use and Built Form Policies

Future land uses within the IDP area identified a desire for additional growth including residential expansion, industrial development as well as opportunities for expanded recreation areas and further development of lands adjacent to the highways for commercial purposes.

The future land use vision established for this IDP was finalised through collaborative working sessions with stakeholders.

The following section outlines policies related to the development of agriculture and related uses, country residential developments, highway commercial and industrial development, and recreation within the IDP area. The policy framework also provides direction for preferred built form related to each land use type. The land use concept established for the IDP area is outlined in Map 7 – Future Land Use Concept.

## 5.1 Agricultural and Related Uses

Agriculture and agricultural lifestyles are the economic and social backbones of many residents within the IDP area. Agriculture and related land uses will continue to be the predominant use within the IDP area. The long-term viability of agricultural use is improved by ensuring appropriate levels of subdivision and preserving agricultural lands.



### Policies

#### Future Land Use Concept

- 5.1.1 The County and Town shall maintain and promote agricultural uses throughout the IDP area in accordance with Map 7 – Future Land Use Concept.
- 5.1.2 The County and Town shall promote the preservation of agricultural lands for agricultural uses and related uses.

#### Subdivision of Agricultural Lands

- 5.1.3 Subdivision of agricultural lands in the IDP area shall comply with Section 3.5 of Big Lakes County MDP. The subdivision of agricultural land shall be limited to a maximum of three (3) parcels out of an unsubdivided quarter section plus the balance of the quarter section.
- 5.1.4 New development should be undertaken in a way that minimizes the fragmentation of agricultural parcels.

#### Agricultural Business Focus

- 5.1.5 Home Occupation opportunities should be promoted within the IDP area and should be undertaken in a way that is compatible with existing agricultural practices.

#### Confined Feeding Operations

- 5.1.6 Intensive use of agricultural land such as confined feeding operations that may restrict future urban expansion will not be permitted within the IDP area.

#### Agricultural Support Services

- 5.1.7 The use of agricultural land in the IDP area for agricultural support services, agri-tourism and rural industries should be considered on a case-by-case basis subject to their location and potential impacts on existing land uses.

## 5.2 Country Residential Development

Country Residential developments provide opportunities for unique and alternative lifestyles. Several Country Residential developments exist within the IDP area.



### Policies

#### Future Land Use Concept

- 5.2.1 The location of Future Country Residential development shall be in accordance with Map 7 – Future Land Use Concept.

#### Single Lot Country Residential Development

- 5.2.2 Subdivisions for single Country Residential lots within the IDP area shall be in accordance with the County's MDP.

#### Multi-lot Development

- 5.2.3 Multi-lot Country Residential subdivisions involving more than six (6) lots shall require an approved Area Structure Plan that complies with MDP policies of the County.

#### Urban-style Residential Expansion

- 5.2.4 Expansion of Urban-style Residential subdivisions, as defined in Section 8, shall only be considered within the IDP area once all opportunities for Urban-style Residential development are utilized within the Town boundary.
- 5.2.5 Annexation of land within the IDP area for residential uses shall not be considered until all lands within the Town boundary are developed.

#### Water Services

- 5.2.6 For multi-lot country residential subdivisions, at the discretion of the Development Authority, the developer may be required to provide communal water systems within their development. Such communal systems should be designed in a manner that they can be connected to municipal

water lines, if such service is available in the future.

#### Sanitary Services

- 5.2.7 For multi-lot country residential subdivisions, at the discretion of the Development Authority, the developer may be required to provide on-site communal sewer service collection systems as part of development proposals through servicing agreements. The sanitary collection system shall be built by the developer at a standard acceptable to the County.

### 5.3 Recreation

Access to well-maintained recreational areas and amenities in the IDP area is highly valued by County and Town residents. Establishing an interconnected trail network between the Town and IDP area can help provide access to recreational areas and amenities.



#### Policies

##### Future Land Use Concept

5.3.1 Recreational uses within the IDP area shall be located within the County’s existing recreational lands in accordance with Map 7 – Future Land Use Concept.

##### County Recreational Lands

5.3.2 The County shall continue to use the recreational lands identified in Map 7 – Future Land Use Concept for uses such as the Agriplex, High Prairie Elks Campground, and Rodeo Grounds.

##### Trail Development

- 5.3.3 Maintenance and expansion of the recreational trail along the east bank of the West Prairie River (north of the Town boundary) shall be promoted.
- 5.3.4 The development of new recreational trails connecting existing trails within the Town to the IDP area shall be supported.
- 5.3.5 Trail connections to Jaycee Park, within the Town, from the IDP area shall be maintained and enhanced.

##### Seasonal Activities

- 5.3.6 The development of new and enhancement of existing recreational uses shall include design consideration for recreation activities both in summer and winter seasons.
- 5.3.7 The use of existing and future trails within the IDP area for cross-country skiing should be explored and promoted.

## 5.4 Highway Commercial Development

Highways 2 and 749 transect the IDP area and serve as two prominent travel routes within the region that cross paths within the Town of High Prairie. Highway 2 is an important east-west connection between Slave Lake and Grand Prairie. Highway 749 provides access to northern communities such as Red Earth Creek and Fort Vermilion. The highway corridors within the IDP area provide opportunities for highway commercial development and other services to the travelling public as well as County and Town residents.



### Policies

#### Future Land Use Concept

5.4.1 Future highway commercial development within the IDP area along Highways 2 and 749 shall be in compliance with Map 7 – Future Land Use Concept.

#### Highway Commercial uses

5.4.2 A variety of commercial uses shall be considered within the highway commercial areas.

5.4.3 Prior to development of highway commercial uses the land containing the proposed highway commercial uses shall be subdivided from the overall quarter section subject to the following criteria:

- a. Separate access to each new parcel; and
- b. The extent of highway commercial uses should be decided on a case-by-case basis, provided highway frontage is maintained for commercial uses.

5.4.4 Highway commercial land uses may include but are not limited to:

- a. Motels;
- b. Hotels;
- c. Gas or service stations;
- d. Tourism oriented or speciality shops; or
- e. Similar uses to serve travelling public and regional population.

#### Development Access

5.4.5 Roadway access to developments should be in accordance with the appropriate Province of

Alberta regulations regarding highway safety and access.

5.4.6 Design and location of future accesses should be addressed at the time of an Area Structure Plan (ASP) development, subdivision application or development permit application, as applicable.

5.4.7 Service roads may be required subject to the intensity and scale of future developments.

#### Servicing

5.4.8 New highway commercial development within the IDP area shall be encouraged to connect to the Town's municipal water, storm, and sewer infrastructure subject to available service capacity.

5.4.9 On-site servicing may be considered on a case-by-case basis subject to specific development constraints.

#### Image and Character

5.4.10 New Highway Commercial developments along Highway 2 shall provide enhanced architectural and landscaping features to create an inviting image/character to the community as a whole.

#### Buffers

5.4.11 Highway commercial developments adjacent to existing residential areas shall provide appropriate buffers and transition between the two uses.



## 5.5 Industrial Development

Industrial uses and developments within the County and Town are substantial economic drivers that support the region as a whole. Existing industrial developments predominately consist of forestry and oil/gas uses. The expansion of existing and development of new industrial uses would benefit both County and Town residents.



### Policies

#### Land Use Concept

- 5.5.1 The location of industrial development within the IDP area shall be in accordance with Map 7 – Future Land Use Concept.

#### Proposed Uses

- 5.5.2 Continue to support the expansion of existing forestry and manufactured wood industrial development within the IDP area.
- 5.5.3 Industrial land uses may include but are not limited to:
- a. Light industrial;
  - b. Heavy industrial;
  - c. Forestry;
  - d. Rural industrial; or
  - e. Similar industrial related uses.

#### Servicing

- 5.5.4 Industrial developments shall be required to connect to municipal services including water, wastewater, gas, and electricity.
- 5.5.5 Servicing of rural industrial uses such as outdoor storage yards and similar uses that need minimal municipal services shall be considered on a case-by-case basis.

- 5.5.6 Industrial developments within the IDP area that connect to municipal services shall be subject to levies, service agreements or other cost sharing mechanisms in order to fund the expansion of municipal infrastructure and servicing capacity.

#### Compatibility

- 5.5.7 Heavy industrial developments shall not be located adjacent to existing residential developments.

#### Requirement for Area Structure Plan

- 5.5.8 At the discretion of the Development Authority, a multi-lot industrial subdivision with a total area of 80 acres (32.37 ha) – half a quarter section – or greater may require an approved Area Structure Plan that complies with the MDP policies of the County.

#### Image and Character

- 5.5.9 New industrial developments along Highway 2 should provide enhanced landscaping features to create an inviting image/character to the community as a whole.



## 6. General Development Policies

The future land use concept established for the IDP area needs to be complemented by social, environmental and utility infrastructure. The following general development policies are applicable to the entire IDP area and provide direction for:

- Environmental management;
- Transportation;
- Utilities and servicing; and
- Social and economic development.

## 6.1 Environmental Management

The most significant environmental feature within the IDP is the West Prairie River. The river serves as the main water source for Town and County residents. Issues regarding riverbank erosion and stability exist at several locations along the river. Throughout the IDP area there are also numerous creeks, lined with vegetation, running through predominately agricultural lands such as Deep Creek.



### Policies

#### Identification of Environmentally Sensitive Areas

- 6.1.1 New multi-lot subdivisions requiring an Area Structure Plan shall be required to undertake a Biophysical Study to identify environmentally sensitive areas and potential measures to mitigate the impacts of development. The applicant will be responsible for undertaking the Biophysical Study.

#### Environmental Reserve, Environmental Reserve Easements, Conservation Easements and Development Setbacks

- 6.1.2 The Environmental Reserve, Environmental Reserve Easements, and/or Conservation Easements shall be established in accordance with the MGA and the Biophysical Study at the Area Structure Plan stage.
- 6.1.3 Development setbacks from wetlands and other environmentally sensitive areas shall be undertaken following guidelines from the Government of Alberta's *Stepping Back from the Water: A Beneficial Management Practices Guide for New Development Near Water Bodies in Alberta's Settled Region*.
- 6.1.4 Environmental Reserve and Environmental Easement designs shall follow minimum guidelines as provided in the Government of Alberta's *Sustainable Resource Development Standard Recommendations to Municipal Subdivision Referrals* (2007)

#### Municipal Reserve

- 6.1.5 The County and Town shall coordinate the provision of land for future school sites that benefit both municipalities through Municipal Reserve dedication or through cash in lieu of Municipal Reserve.
- 6.1.6 The County and Town shall use cash in lieu collected as Municipal Reserve within the IDP boundary for the development of trails, recreational amenities, and the provision of school reserves.

#### Wildlife Corridors

- 6.1.7 The dedication of Environmental or Municipal Reserve within the IDP area shall be coordinated to promote maintenance of contiguous wildlife corridors.

#### Open Spaces and Trail Networks

- 6.1.8 Open spaces and trail networks shall be developed in a manner that promotes the protection of environmentally sensitive areas and establishes an interconnected network with existing trails within the Town boundary.

## 6.2 Transportation

Transportation through and surrounding the IDP area is facilitated by a variety of roads owned and administered by the partner municipalities and the provincial government. The main roads within the IDP area are Highway 2 and 749 that intersect within the Town. A truck bypass route along Range Road 170 and Township Road 750, within the northeast portion of the IDP area, connects Highway 2 and 749.



### Policies

- 6.2.1 The municipalities shall work with Alberta Transportation to prepare appropriate highway planning documents for specific locations within the IDP area including:
  - a. Vicinity management agreements; and
  - b. Access management plans especially along Highway 2 and 749.
- 6.2.2 The municipalities shall work with Alberta Transportation to ensure that ongoing design updates of provincial highways passing through the IDP area are compatible with the needs of the community in terms of access and use.

### Provincial Highway Regulations

- 6.2.3 All developments will comply with Alberta Transportation regulations requiring provincial approval within 300 metres of a provincial highway right-of-way, or within 800 metres of the intersection of a provincial highway with another public road.

### Access Management Guidelines

- 6.2.4 Development proposed along either Highway 2, Highway 749 or other corridors shall utilize existing access points. Any new access points to existing roadways will require coordination with the appropriate municipality and Alberta Transportation.

- 6.2.5 A Traffic Impact Assessment (TIA) may be required as a part of any Area Structure Plan application to coordinate appropriate access locations and safety measures.
- 6.2.6 For multi-lot developments requiring an Area Structure Plan and not requiring circulation to Alberta Transportation, the requirement for TIA may be waived at the discretion of the Development Authority subject to the complexity and intensity of the proposed development.

### 6.3 Utilities and Services

The provision of intermunicipal services and agreements between the partner municipalities is guided by the communities' Intermunicipal Collaboration Framework (ICF). The ICF captures the existing status of intermunicipal services and identifies opportunities for future shared service provision. Several water co-op lines within the IDP area are maintained by the County.



#### Policies

##### Co-Development of Infrastructure and Service Plans

- 6.3.1 Intermunicipal cooperation with regard to service provision shall be guided by the Intermunicipal Collaboration Framework (ICF) between the partner municipalities.
- 6.3.2 The County and Town shall continue to communicate and cooperate with regard to service and program delivery including but not limited to:
  - a. Recreation and community services;
  - b. Road maintenance and grading;
  - c. Snow removal;
  - d. Fire services;
  - e. Emergency services;
  - f. Water services;
  - g. Waste management services; and
  - h. Broadband services.

##### Cost and Revenue Sharing for Intermunicipal Services and Infrastructure

- 6.3.3 Options for cost and revenue sharing shall be explored with regard to provision of services which meet the needs of both County and Town residents (such as park and recreational amenities).
- 6.3.4 The partner municipalities shall work together to fund key capital infrastructure investments within the IDP area. In addition, emphasis should be placed on developing intermunicipal programs for efficient and cost-effective service delivery.

##### Extension of Municipal Services

- 6.3.5 Extension of municipal services shall only be conducted following a system capacity assessment for water systems. This includes consideration of lifecycle costs, and whether other options may be more effective, including:
  - a. Hauled water services; or
  - b. Truck fill stations.

##### Stormwater Management

- 6.3.6 New developments shall integrate stormwater management systems into the site planning design.
- 6.3.7 Provisions should be made to control stormwater runoff to predevelopment rates through the use of on-site storage and stormwater management facilities.

##### Utilities and Pipeline Corridors

- 6.3.8 When considering plans of subdivision and development permits, Alberta Energy Regulator (AER) shall be consulted regarding setbacks.

##### Water Lines

- 6.3.9 The County shall be responsible for the maintenance of water lines within the IDP area that are owned by the County.
- 6.3.10 Additional connections to water lines within the IDP area shall be in accordance with an agreement between the Town of High Prairie and Big Lakes County.

## 6.4 Social and Economic Development

When the County and Town join forces to strengthen and promote social and economic development efforts within the region residents of both municipalities benefit.



### Policies

#### Economic Development

6.4.1 The County and Town shall work together to promote economic development opportunities within the IDP area.

#### Social and Cultural Development

6.4.2 Opportunities for celebration of local culture and social activities shall be supported and be encouraged.

#### Intermunicipal Programs

6.4.3 Intermunicipal programs for physical, social and economic development shall be encouraged within the IDP area. This may include joint funding of services used by both County and Town residents including:

- a. Libraries;
- b. Waste Transfer Stations;
- c. Recreation areas; and
- d. Community centres.

#### Tourism

6.4.4 Unique tourism opportunities within the IDP area shall be encouraged.

6.4.5 Development of a tourist information building along Highway 2 within the IDP area shall be explored.

#### Multiplex Facility

6.4.6 The County and Town shall actively pursue initiatives to support the development of a multiplex facility through various funding mechanisms such as provincial and federal grants

as well as private sponsorships. Such a multiplex facility should provide a variety of recreational and social amenities for residents of the County and Town ranging from youth to seniors.

6.4.7 The County and Town shall establish a joint committee to champion the task of pursuing a multiplex facility at the appropriate time.

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## 7. Implementation

Successful implementation of this Intermunicipal Development Plan will require a series of joint initiatives and a continuation of ongoing partnerships between both municipalities and the development industry. Policies within the IDP can guide future use of planning tools, provides mechanisms for administering the IDP area, and managing disputes between the partner municipalities. In addition, the success of ongoing actions will need to be monitored on an ongoing basis.

The proposed implementation plan is described under the following themes:

- Planning tools;
- Plan administration mechanisms;
- Review and referral process for development applications and plans;
- Intermunicipal dispute resolution; and
- Monitoring and review.

## 7.1 Planning Tools

The IDP is intended as a broad policy framework regarding land use, transportation, municipal services, environmental management, recreation, parks and open spaces. More detailed plans such as Area Structure Plans (ASPs) and Outline Plans will need to be prepared for specific areas within the IDP that are expected to be developed in the near future. The ASPs must be prepared in accordance with the provisions of the MGA.



### Policies

#### Annexation

- 7.1.1 Annexation of County lands by the Town for residential uses will not be considered until all developable parcels are utilized within the Town of High Prairie's boundary.
- 7.1.2 Any potential annexation shall be in accordance with the requirements outlined in the MGA and should only occur following an approved growth study.

#### Area Structure Plan Requirements

- 7.1.3 Area Structure Plans or Outline Plans should typically be initiated by individual developers or land owners and should be in general compliance with the policies within this IDP and other plans prepared by both municipalities.
- 7.1.4 The municipality shall require that an Area Structure Plan or Outline Plan be prepared and approved by Council prior to, or in conjunction with, any application for subdivision or development approval of any new development that due to the scale, scope, or circumstances warrants the preparation of such a plan.
- 7.1.5 The preparation of an Area Structure Plan will be required for any proposed development involving a multi-lot residential subdivision including more than six (6) lots.
- 7.1.6 At the discretion of the Development Authority, a multi-lot industrial subdivision with a total area of 80 acres (32.37 ha) – half a quarter section – or greater may require an approved Area Structure

Plan that complies with the MDP policies of the County.

- 7.1.7 In addition to the requirements of the MGA, an Area Structure Plan will include but not be limited to the following:
  - a. Conformity with the policies and objectives of the IDP and the municipalities' MDPs;
  - b. Conceptual layout of future land uses proposed for the area and impacts on adjacent land uses;
  - c. Conceptual layout of internal roadways based on the County's municipal standards;
  - d. Conceptual provisions for stormwater management;
  - e. Conceptual provisions for potable water and where appropriate a site water distribution concept;
  - f. Conceptual methods of sanitary disposal and where appropriate a site sanitary sewage collection concept;
  - g. Conceptual location of public utility lots and corridors wherever possible to the satisfaction of the County and utility provider;
  - h. Detailed provisions for municipal and environmental reserves including the protection and integration of natural areas, where applicable;
  - i. Proposed phasing of development; and
  - j. Any other information that both Councils deem necessary.

### Outline Plan Requirements

- 7.1.8 The County may require the preparation of an Outline Plan for any proposed multi-lot residential subdivision including six (6) or less lots and more than three (3) lots.
- 7.1.9 The County requires the preparation of an Outline Plan for any proposed multi-lot industrial subdivision with a total area less than 80 acres (32.37 ha) – half a quarter section – and more than three (3) lots.
- 7.1.10 An Outline Plan shall include:
  - a. Development Concept Plan outlining site design, land uses, access, and open spaces;
  - b. Servicing approach; and
  - c. Any other supporting study at the discretion of the Development Authority.

## 7.2 Plan Administration Mechanisms

Section 631(2)(b) of the MGA requires an IDP to include provisions related to the administration of the plan including procedures to amend or repeal the plan.



### Implementation Actions

#### Adoption of the IDP

- 7.2.1 This Plan shall be adopted by Bylaw by the Councils of the Town of High Prairie and Big Lakes County.

#### Amendment of the IDP

- 7.2.2 Any amendments to this Bylaw by the Councils of the partner municipality shall be circulated and adopted by all municipalities.

#### Municipal Authority

- 7.2.3 Each municipality will administer the provisions of the IDP and act as the Approving Authority for lands within their jurisdiction within the IDP areas.

#### Establishment of the Intermunicipal Collaborative Framework Committee

- 7.2.4 An Intermunicipal Collaborative Framework Committee will be established to provide opportunities for collaborative decision making.

#### Composition of the Intermunicipal Collaborative Framework Committee

- 7.2.5 The Intermunicipal Collaborative Framework Committee will be comprised of three (3) elected officials from each municipality. The CAOs or their designate(s) will provide support to the Committee. Only the elected officials will have voting rights.

#### Responsibilities of the Intermunicipal Collaborative Framework Committee

- 7.2.6 The Intermunicipal Collaborative Framework Committee will meet at least once annually to discuss emerging issues.
- 7.2.7 The mandate of the Intermunicipal Collaborative Framework Committee is to facilitate ongoing sharing of information between elected officials and staff and provide a forum for review and comment on a range of topics identified within the IDP.
- 7.2.8 Responsibilities of the Intermunicipal Collaborative Framework Committee may include, but not necessarily be limited to the following:
- a. To make recommendations on intermunicipal matters to their respective Councils;
  - b. To monitor the progress of the IDP including overseeing that implementation actions identified in the IDP Implementation Plan are acted upon;
  - c. To review any proposed applications for annexation and make recommendations to their respective Councils;
  - d. To review any proposed amendments to the IDP and make recommendations to their respective Councils;
  - e. To act as an informal review body for any amendment, proposed Area Structure Plans or significant development and subdivision

- applications that may have a significant impact upon the IDP area;
- f. In the event that a subdivision or development application results in an appeal, the Intermunicipal Collaborative Framework Committee may provide written comments to the appropriate appeal body; and
  - g. To provide a forum to develop and recommend for approval to their respective Councils about agricultural, land development, industrial, tourism, social and economic development initiatives within the IDP area.

#### Administrative Procedures for the Intermunicipal Collaborative Framework Committee

- 7.2.9 The administration of the Intermunicipal Collaborative Framework Committee will alternate between both Municipalities on an annual basis. Administrative procedures include:
- a. The establishment of dates and locations for meetings, production of agendas and other matters as deemed necessary;
  - b. Keeping of minutes of the Intermunicipal Collaborative Framework Committee meetings;
  - c. Making a decision to meet at least once annually and/or at the request of each municipality; and
  - d. The chairmanship of the Intermunicipal Collaborative Framework Committee will alternate between the representatives from the Town of High Prairie and Big Lakes County.

#### Committee Schedule

- 7.2.10 Committee meetings on particular applications will convene after comments have been received as a result of an intermunicipal referral.

### 7.3 Review and Referral Process for Development Applications and Plans

Each municipality will be responsible for the approval of applications and plans within their boundaries. In addition, both municipalities agree to refer to each other those applications and plans for lands identified for the intermunicipal referral process. Such collaborative approach for future statutory plans, development applications, subdivision applications and plan amendments is essential to maintaining effective communication and resolving intermunicipal issues on an ongoing basis.



#### Policies

##### Referral Area

7.3.1 Proposals located within the IDP area that meet the criteria established in subsection 7.3.2 shall be considered for intermunicipal referrals.

##### Matters for Referral

7.3.2 The County shall circulate the following plans and specific development applications within the IDP area to the Town for review and comment:

- a. Area Structure Plans, Outline Plans, and amendments;
- b. Rezoning applications that do not meet the vision established in the IDP Future Land Use Concept;
- c. Amendments to the municipal land use districts located within the IDP area;
- d. Development Permit applications for industrial, rural industrial, and highway commercial developments; and
- e. Development Permit applications for discretionary uses on lands within the IDP area.

7.3.3 Subdivision applications within the IDP area involving creation of maximum four (4) parcels within a quarter section shall be exempt from any intermunicipal referral requirement and be processed by the appropriate Development Authority in accordance with local policies.

##### Notice to Impacted Parties

7.3.4 The municipalities shall notify any affected individuals, organized groups within and surrounding, the Plan Area, regarding any development proposals which may have adverse impacts on affected parties, including development or activity that may generate smoke, smell, noise, aesthetics, traffic, storm runoff, or land use conflicts.

##### Response to Submissions

- 7.3.5 The maximum time to provide comment by each municipality shall be 21 days.
- 7.3.6 Each municipality, at its discretion, may grant an extension to the maximum 21 days response time.
- 7.3.7 In the event that either municipality does not reply within, or request extension to the maximum response time, it will be assumed that the responding municipality has no comment or objection to the referred project or planning document.

## 7.4 Intermunicipal Dispute Resolution

The implementation of an intermunicipal dispute resolution mechanism is a requirement of all IDPs pursuant to Section 631(2)(b) of the MGA. In order to satisfy this requirement and to ensure that the principles of fairness and due process are respected, a six-stage dispute resolution process is established by both municipalities.

The process is designed to maximize opportunities for discussion and review with the goal of resolving disagreements early in the process and minimizing delays. It is important to note that this process only applies to those areas where the Municipal Government Board has jurisdiction.



*For the purposes of this Plan:*

*“Initiating Municipality” means the municipality in which the land that is the subject of a proposal is located;*

*“Proposal” means a planning document considered for referral, land use re-designation, subdivision application, development permit application, an Area Structure Plan or an Area Structure Plan amendment, or an IDP amendment; and*

*“Responding Municipality” means the other Municipality.*

### Stage 1: Adherence to the Plan

7.4.1 The continued referral of planning applications, statutory plans and amendments and other studies and documents is essential to maintain proper communication and coordination between the two municipalities.

### Stage 2: Senior Administrator Review

7.4.2 If an issue cannot be resolved at the staff level, it is referred to Municipalities CAO's, or designate, for review. The senior administrators will determine if the proposal can be processed without referral to the Intermunicipal Collaborative Framework Committee for review.

7.4.3 In the event that a proposal cannot be resolved at the administrative level, either Municipality may refer that proposal to the Intermunicipal Collaborative Framework Committee for review.

### Stage 3: Intermunicipal Collaborative Framework Committee Review

7.4.4 If a proposal is referred to the Intermunicipal Collaborative Framework Committee, a Committee meeting will be scheduled and the

administrations of both municipalities will present their positions on the proposal to the Intermunicipal Collaborative Framework Committee.

7.4.5 After consideration of a proposal the Intermunicipal Collaborative Framework Committee may:

- a. Provide recommendations back to the administrations with respect to revisions to the proposal that should be considered to make it more acceptable to both municipalities;
- b. If possible, agree on a consensus position of the Committee in support of or in opposition to the proposal, to be presented to both Councils; or
- c. Conclude that no initial agreement can be reached and that a consensus position of the Committee will not be presented to both Councils.

7.4.6 If agreed to by both municipalities, a facilitator may be employed to help the Intermunicipal

Collaborative Framework Committee work toward a consensus position.

- 7.4.7 If a proposal cannot be satisfactorily processed following an Intermunicipal Collaborative Framework Committee review, then that proposal will be referred to both Councils.

#### Stage 4: Municipal Councils

- 7.4.8 After receiving the recommendations of the Intermunicipal Collaborative Framework Committee with respect to a particular proposal, each Council will establish a position on the proposal.
- 7.4.9 If the Municipal Councils support a proposal, then the approval and IDP amendment processes can be completed.
- 7.4.10 If both the Councils cannot agree on a proposal, then the matter may be referred to a mediation process.
- 7.4.11 In the event that the two Municipalities resort to mediation, the Initiating Municipality will not give approval in the form of second and third readings to appropriate bylaws until mediation has been pursued.

#### Stage 5: Appropriate Dispute Resolution

- 7.4.12 The following will be required before a mediation process can proceed:
- a. Agreement by both Councils that mediation is necessary;
  - b. Appointment by both Councils of an equal number of elected officials to participate in a mediation process;
  - c. Engagement, at equal cost to both municipalities, of an impartial and independent mediator agreed to by both municipalities; and
  - d. Approval by both Municipalities of a mediation schedule, including the time and location of meetings and a deadline for the completion of the mediation process.
- 7.4.13 If agreed to by both municipalities, any members of the Intermunicipal Collaborative Framework Committee or administrative staff from either Municipality who are not participating directly in the mediation process may act as information resources either inside or outside the mediation room.

- 7.4.14 All participants in the mediation process will be required to keep details of the mediation confidential until the conclusion of the mediation.
- 7.4.15 At the conclusion of the mediation, the mediator will submit a mediator's report to both Councils.
- 7.4.16 If a mediated agreement is reached, then that agreement will be referred to both Councils for action. Both Councils will also consider the mediator's report and the respective positions of the Municipal administrations with respect to the mediated agreement. Any mediated agreement will not be binding on either Municipality and will be subject to the formal approval of both Councils.
- 7.4.17 If a mediated agreement cannot be reached or if both Councils do not approve a mediated agreement; then the appeal process may be initiated.

#### Stage 6: Appeal to the Municipal Government Board

- 7.4.18 In the event that the mediation process fails, the Initiating Municipality may pass a bylaw to implement the proposal (e.g. a bylaw amending an Area Structure Plan) or issue a development permit or approve a subdivision application.
- 7.4.19 If the Initiating Municipality passes a bylaw to implement the proposal, then the Responding Municipality may appeal that action to the Municipal Government Board under the provisions of Section 690 of the MGA.
- 7.4.20 The Responding Municipality must file a notice of appeal with the Municipal Government Board and give a copy of the notice of appeal to the Initiating Municipality within thirty (30) days of the passage of the disputed bylaw.
- 7.4.21 Any appeals related to subdivision and development permit applications shall be referred to the Subdivision and Development Appeal Board (SDAB) of Big Lakes County.
- 7.4.22 Provisions for appealing a decision of the MGB to the Court of Appeal are provided in the MGA.

## 7.5 Monitoring and Review

The ongoing and periodic review of this IDP is necessary to ensure that it remains relevant and applicable to changing realities within both the Town of High Prairie, Big Lakes County, and the IDP area.



### Policies

#### IDP Review and Update

- 7.5.1 The municipalities shall undertake a yearly review of the IDP at the respective administrative level and identify issues, if any, to be discussed at the Joint Intermunicipal Collaborative Framework Committee.
- 7.5.2 In order to address changing economic and market trends, the municipalities should undertake a major update of the IDP every five years from the date of adoption of the IDP by means of municipal Bylaws.

#### IDP Amendment

- 7.5.3 The IDP may need to be amended subject to the review and agreements of both Councils. An amendment to the IDP may be initiated by:
  - a. Recommendations from the Council of the municipalities; or
  - b. Property owners or members of the public through the municipality in which they reside.
- 7.5.4 Amendments to the Plan must be adopted by both municipalities via Bylaw, in accordance with Section 187 of the MGA.
- 7.5.5 Amendments could include changes to policy (textual amendments), boundaries, and other matters as may be determined by either municipalities or applicants.

#### Repeal of the Intermunicipal Development Plan

- 7.5.6 If one municipality deems the IDP no longer workable, the bylaws adopting the IDP will need to be repealed by both municipalities in accordance with the MGA. In addition, the following procedures should be followed prior to the final actions of repealing the bylaws:
  - a. One municipality will give the other notice in writing of the intention to repeal its bylaw adopting the IDP;
  - b. Within 90 days of the date of the notice in writing to the other municipality, an Intermunicipal Collaborative Framework Committee meeting shall be held;
  - c. Following the Intermunicipal Collaborative Framework Committee meeting, the municipality filing the notice of repeal may either withdraw its notice by providing a letter to the other municipality or proceed to give a bylaw to repeal the IDP First Reading; and
  - d. A Bylaw to repeal will require a Public Hearing and three (3) readings in order to be fully adopted.

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## 8. Definitions

All the terms and meanings in this IDP shall carry their normal definitions unless otherwise defined herein.

**Act** means the *Municipal Government Act* R.S.A. 2018 and Amendments thereto, and the Regulations passed pursuant thereto.

**Adjacent** means contiguous or would be contiguous if not for a river, stream, railway, road or utility right-of-way or reserve land; and any other land identified in this Bylaw as adjacent land for the purpose of notifications.

**Agri-tourism** means the use of agricultural land and/or buildings for events and activities related to agriculture that create tourism opportunities. Agri-tourism operations typically charge a fee for experiences that include, but are not limited to, u-pick patches, market gardens, greenhouses, farm tours, recreational activities, trail riding, country vacations and hosting of special/seasonal events.

**Albert Energy Regulator (AER)** means the independent agency regulating the safety and development of Alberta's energy resources: oil, natural gas, oil sands, coal, and pipelines.

**Area Structure Plan (ASP)** means a current plan adopted by Council as an area structure plan pursuant to the Act.

**Buffer** means an open green-space or undisturbed natural area; row of trees, shrubs, earth berm, or fencing to

provide visual or physical separation and/or noise attenuation between lots or a public roadway.

**Building** includes anything constructed or placed on, in, over or under land but does not include a highway or public roadway or a bridge forming part of a highway or public roadway.

**Highway Commercial Use** means the use of land or building for the operation of a business, either wholesale or retail with specific focus on providing services to motorists. Does not include home-based businesses, industrial operations, or other commercial land uses defined in this bylaw.

**Canada Land Inventory (C.L.I.) Soil Class Rating System** means a system for assessing the limiting effects of climate and soil characteristics on the land for growing common field crops. The CLI is used as a preliminary evaluation tool for classifying prime and marginal agricultural soils and landscapes to emphasize the potential capability of soils.

**Confined Feeding Operation** means an activity on land that is fenced or enclosed or within buildings where livestock are confined for the purpose of growing, sustaining, finishing or breeding by means other than grazing, but does not include seasonal feeding and bedding sites; as defined by the Agricultural Operation

Practices Act, Chapter A-7, Revised Statutes of Alberta, 2000.

**Conservation** Refers to the activity of protecting from degradation the essential biological, physical and chemical characteristics of the natural environment.

**Cost Sharing** means that costs for an agreed upon mutually beneficial project or development would be funded by all municipalities based upon some mutually agreed-to basis.

**Country Residential** refers to a non-farm rural residence, normally on a site of 8.09 hectares (20 acres) or less in size.

**County Council** means the Council of Big Lakes County.

**Development** means:

- a. An excavation or stockpile and the creation of either of them;
- b. A building or an addition to or a replacement or repair of a building and the construction of placing in, on, over or under land;
- c. A change of the use of land or a building or an act done in relation to land or a building that results in or is likely to result in a change in the use of land or building; or
- d. A change in the intensity of use of land or a building or any act done in relation to land or a building that results in or is likely to result in a change in the intensity of use of the land or building.

**Development Permit** means a document issued by the Development Authority or by Council in the case of a decision under a Direct Control District; authorizing a development issued pursuant to this bylaw.

**Discretionary Use** means the use of land or a building that may or may not be allowed by a Development Authority, with or without conditions, based upon the merits of the development permit application.

**Dispute Resolution** means interest-based dispute resolution processes outside of formal appeal or court settings.

**Environmentally Sensitive Area** means landscape elements or areas that have important and/or unique environmental characteristics that are essential to the long-term maintenance of biological diversity, soil, water or other natural processes, both within the Environmentally Sensitive Areas and in a regional context.

**Environmental Reserve** means land dedicated (given) to a municipality during the subdivision process because it is considered undevelopable for environmental reasons in accordance with Section 664 of the MGA. This may include, but not be limited to, areas such as wetlands, ravines, drainage courses, and steep slopes.

**Extensive Agriculture** means the use of land or buildings for the raising or production of crops, livestock, or poultry; but not restricting the generality of the foregoing, does not include feedlots, intensive hog operations, beekeeping, intensive poultry or fowl operations, sod farm, plant nurseries, livestock yards, or residences.

**Highway or Road** means:

- a. Land used or surveyed for use as a public highway or road; and
- b. Includes a bridge forming part of a public highway or any structure incidental to the public highway, road or bridge.

**Intermunicipal Collaboration Framework (ICF)** means a collaboration framework among two or more municipalities to provide for integrated and strategic planning, delivery and funding of intermunicipal services, to steward scarce resources efficiently, and ensure municipalities contribute funding to services that benefit their residents.

**Industrial Use** means to provide for agricultural, forestry and rural-related services, storage, repair, processing and minor manufacturing uses on isolated sites, requiring minimal servicing, to serve primarily rural residents.

**Municipal Development Plan (MDP)** means a Planning Document, adopted by Council that provides land-use policy direction for planning and development activity over a prescribed period of time as outlined in Section 632 of the MGA.

**Outline Plan** means a land-use planning document, adopted by Council resolution, which supports an overarching Area Plan and provides specific content and detail to a localized site during the subdivision process.

**Owner** means a person entitled to any freehold or other estate or interest in land, at law or in equity, in possession, in futurity or expectancy. The owner of a parcel or lot within the County or Town shall be the person(s) identified on the assessment roll.

**Parcel** means the aggregate of the one or more areas of land described in a certificate of title or described in a certificate of title by reference to a plan filed or registered in a Land Titles Office.

**Recreation Use** Refers to development including natural open space, improved parkland and active and passive recreational areas, and any facilities or buildings associated with recreation, serving the needs of a municipality, area or region.

**Revenue Sharing** means that “net” municipal tax generated within a designated geographic area would be shared between municipalities upon some mutually agreed-to basis.

**Subdivision** means the division of a parcel of land by an instrument and “subdivide” has a corresponding meaning.

**Subdivision Authority** means a subdivision authority established under Division 3 of the MGA.

**Development Authority** means a subdivision authority established under Division 3 of the MGA.

**Subdivision and Development Appeal Board (SDAB)** means a subdivision and development appeal board established under Division 3 of the MGA.

**Transportation Network** means the system of transportation uses (i.e. public transit, rail, air, pedestrian, etc.) that are interconnected.

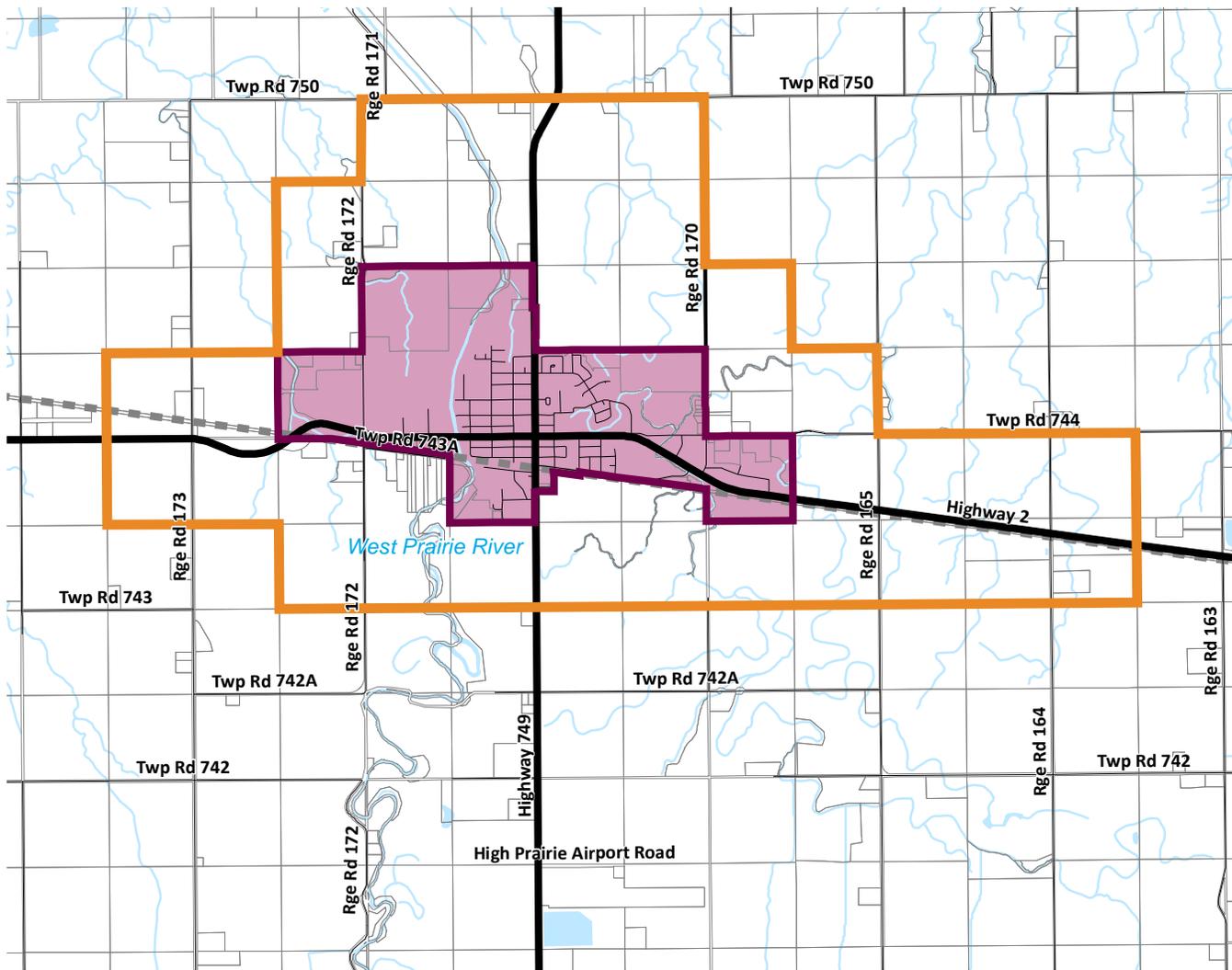
**Town Council** means the Council of the Town of High Prairie.

**Urban-style Residential Development** means the development of residential subdivisions that are connected to a municipal water and waste water utility and are generally located on lots less than 1 acre (0.4 hectares).

# Appendix A

## Maps

# Map 1 - IDP Boundary

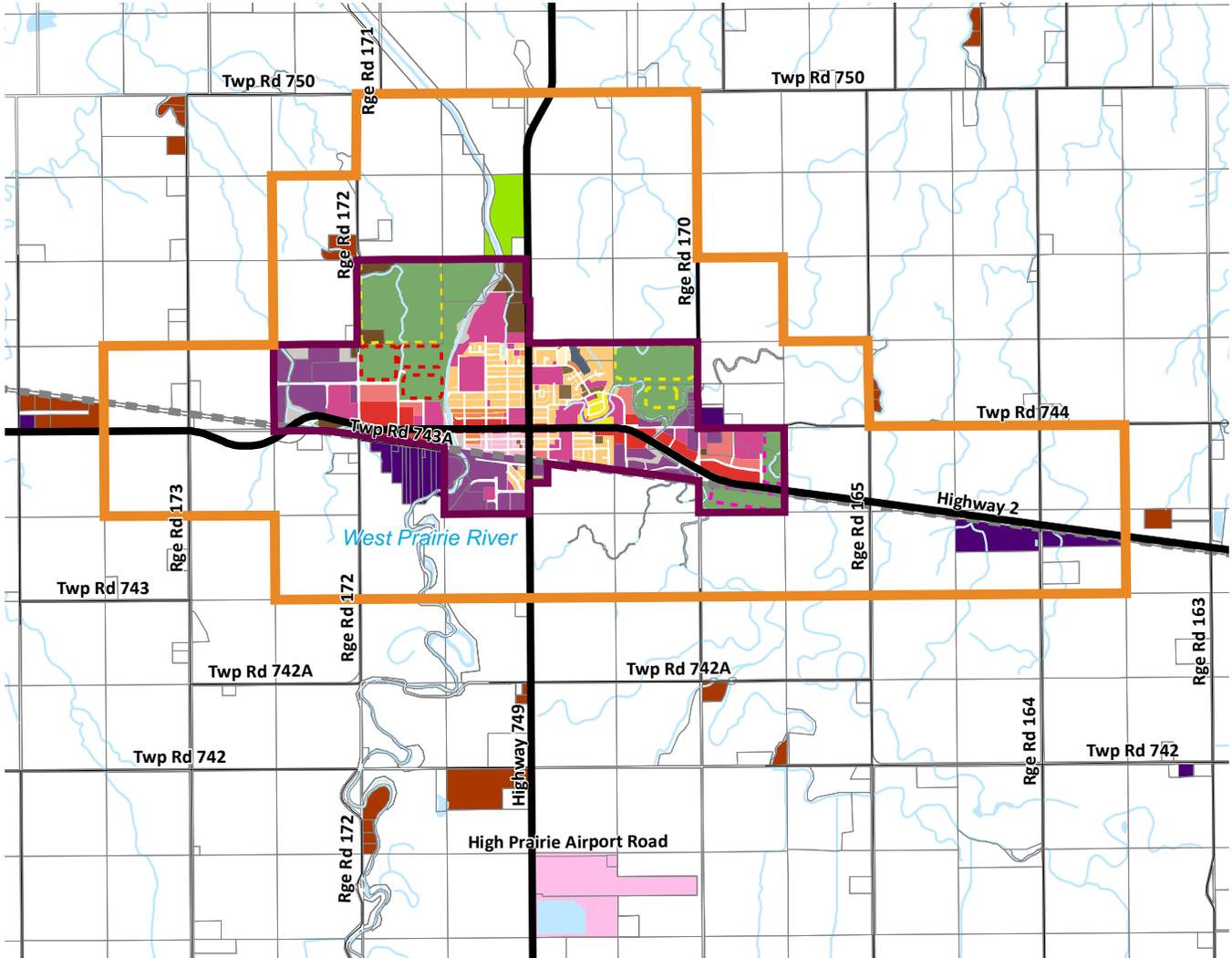


## Legend

-  IDP Boundary
-  Town of High Prairie
-  Provincial Highway
-  Arterial
-  Local Roads
-  Railway
-  Creeks and Rivers
-  Lakes



# Map 2 - Existing Land Use



## Legend

- IDP Boundary
- Town Boundary
- Provincial Highway
- Arterial
- Local Roads
- Railway
- Creeks and Rivers
- Lakes

## County Land Use Districts

- Agricultural (AG)
- Airport
- Country Residential (CR)
- Parks and Institutional (PI)
- Rural Industrial (RI)

## Town Future Land Use

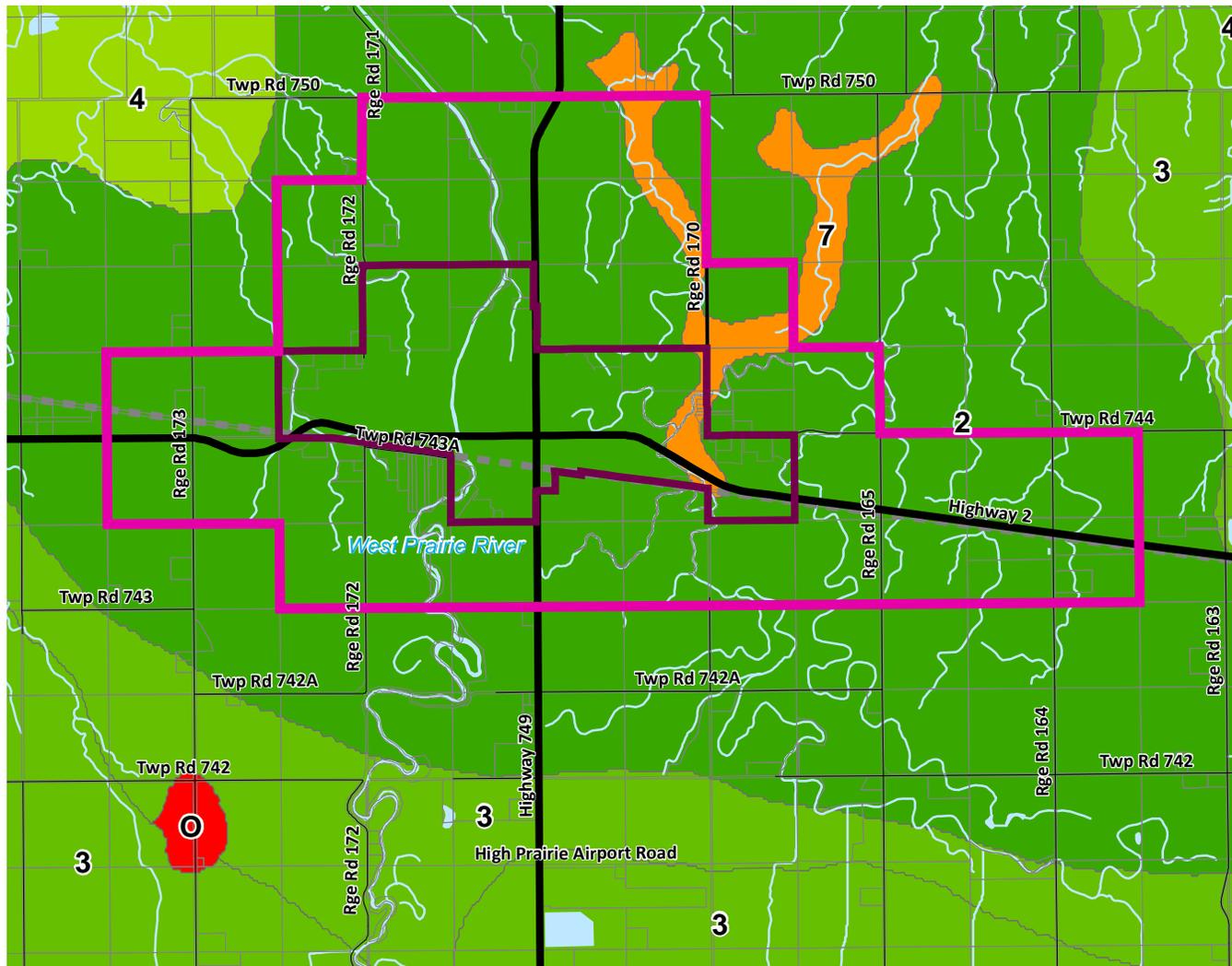
- Future Mixed Use
- Future Commercial
- Future Residential

## Town Land Use Districts

- Downtown Commercial (C-1)
- General Commercial (C-2)
- Highway Commercial (C-3)
- Industrial (M)
- Restricted Residential (R-1)
- Low Density Residential (R-2)
- Medium Density Residential (R-3)
- Multiple Unit Residential (R-4)
- Acreage Residential Unit (R-5)
- Mobile Home Park (MHP)
- Mobile Home Subdivision (MHS)
- Public Services (P)
- Direct Control (DC)
- Urban Reserve (UR)



# Map 3 - Canadian Land Inventory (CLI) Soil Classes



## Legend

- IDP Boundary
- Town Boundary
- Provincial Highway
- Arterial
- Local Roads
- Railway
- Creeks and Rivers
- Lakes

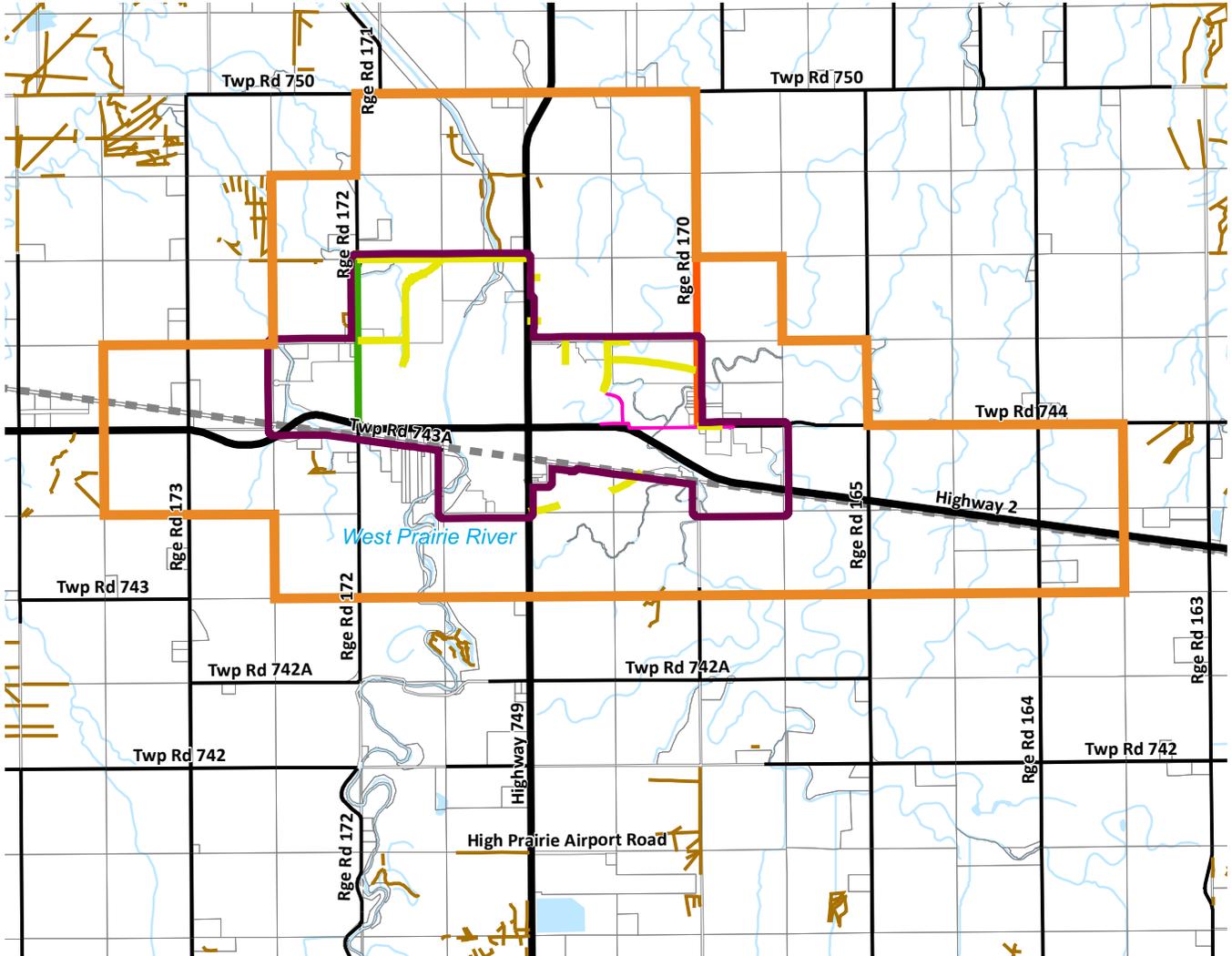
## Canadian Land Inventory Soil Classes\*

- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 0



\*Source: Canada Land Inventory (CLI), Government of Canada

# Map 4 - Existing Transportation

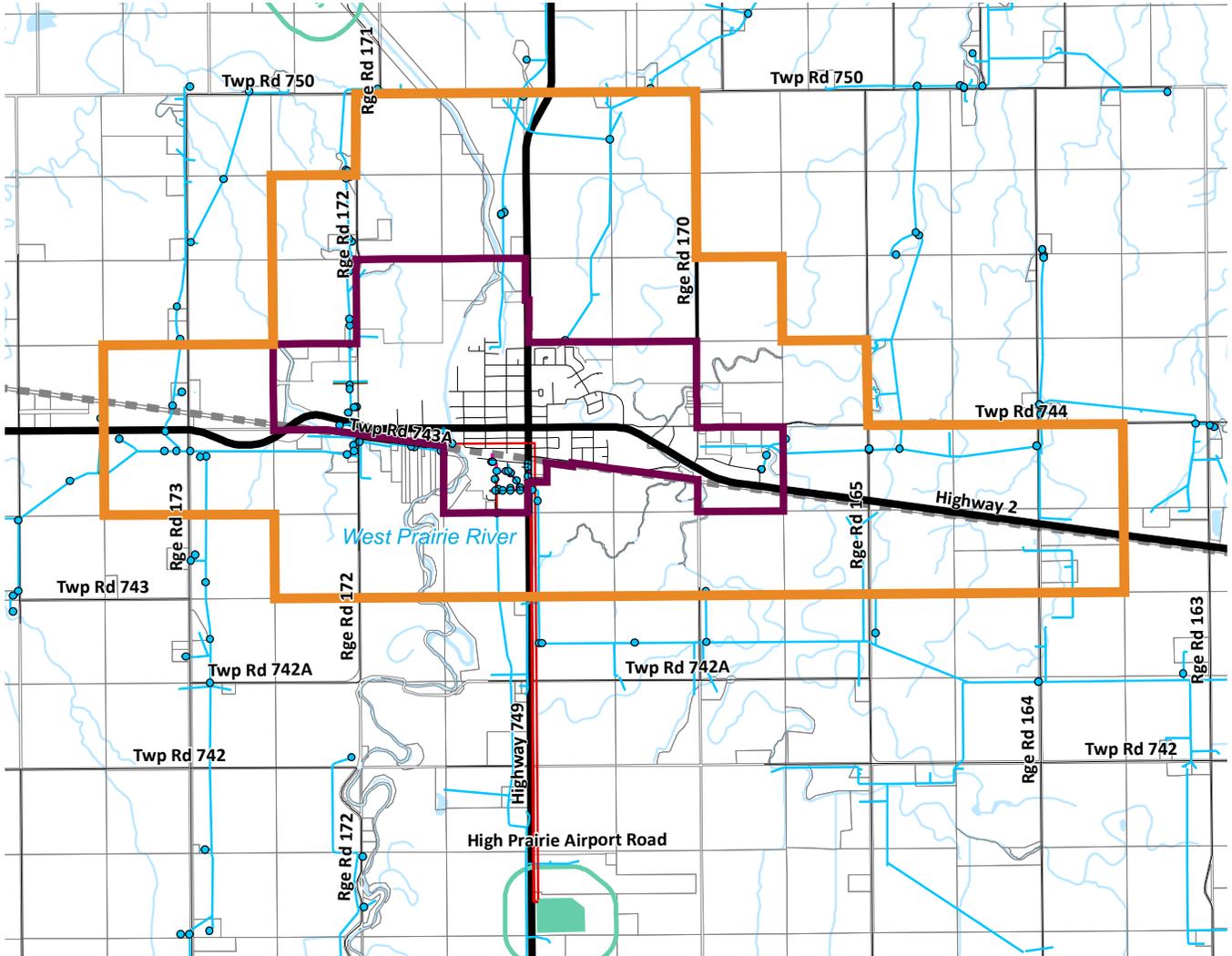


## Legend

-  IDP Boundary
-  Boundary\_Mock\_Buffer
-  Provincial Highway
-  Arterial
-  Local Roads
-  Town Proposed Collector Road
-  Town Proposed Truck Arterial Route
-  Railway
-  Trail
-  Cutline-Trails Province
-  Creeks and Rivers
-  Lakes



# Map 5 - Existing Services

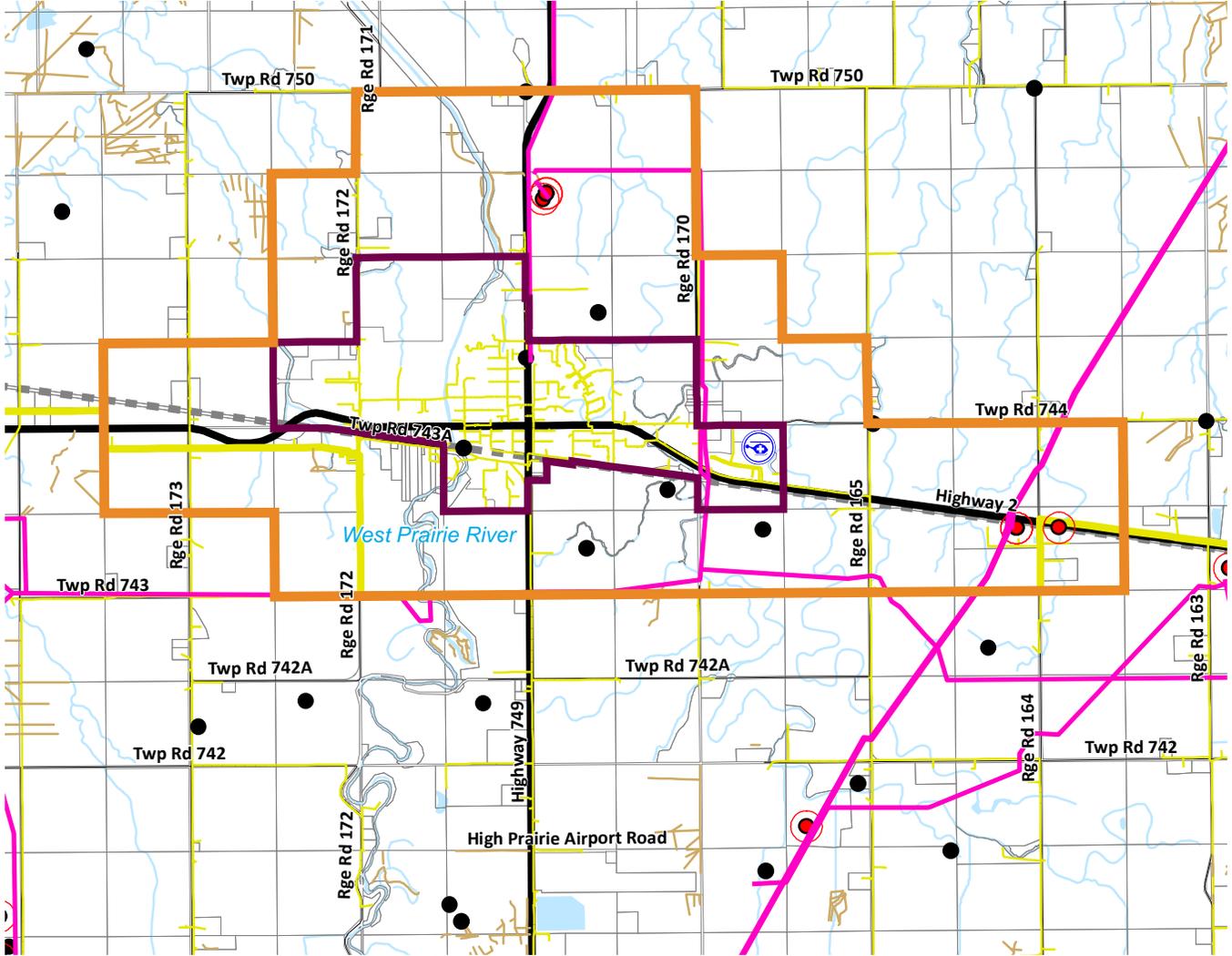


## Legend

- |   |                    |   |                              |
|---|--------------------|---|------------------------------|
|  | IDP Boundary       |  | Water/Sewer Fixtures         |
|  | Town Boundary      |  | Force mains                  |
|  | Provincial Highway |  | Raw Water Lines              |
|  | Arterial           |  | Water Lines                  |
|  | Local Roads        |  | Reservoir/Lagoon             |
|  | Railway            |  | Reservoir/Lagoon 300m Buffer |
|  | Creeks and Rivers  |  | Sewer Lines                  |
|  | Lakes              |   |                              |



# Map 6 - Existing Development Constraints

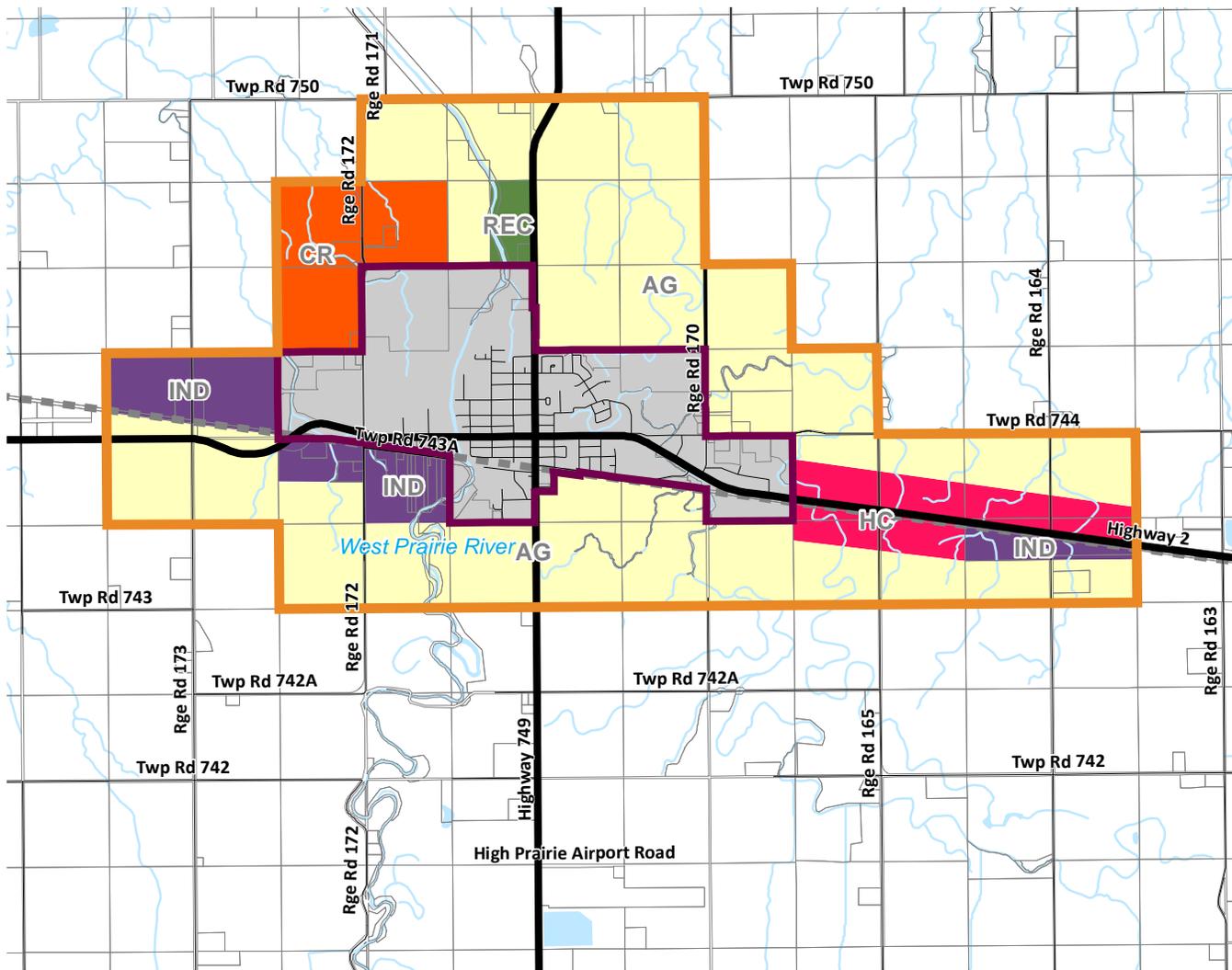


## Legend

- |                    |                                      |
|--------------------|--------------------------------------|
| IDP Boundary       | Provincial Gas Lines                 |
| Town Boundary      | Oil Gas Wells Active                 |
| Provincial Highway | Oil Gas Wells Active 150m Buffer     |
| Arterial           | Oil Gas Wells Abandoned              |
| Local Roads        | Cutline-Trails Province              |
| Railway            | Provincial Power Line                |
| Creeks and Rivers  | Power Line Primary Distribution      |
| Lakes              | High Prairie Health Complex Heliport |



# Map 7 - Future Land Use Concept



## Legend

- |   |                    |   |                                      |
|---|--------------------|---|--------------------------------------|
|  | IDP Boundary       |  | <b>Future Land Uses</b>              |
|  | Town Boundary      |  | AG - Agricultural                    |
|  | Provincial Highway |  | CR - Country Residential Development |
|  | Arterial           |  | HC - Highway Commercial Development  |
|  | Local Roads        |  | IND - Industrial Development         |
|  | Railway            |   | REC - Recreational                   |
|  | Creeks and Rivers  |   |                                      |
|  | Lakes              |   |                                      |





