



VILLAGE OF MANNVILLE /  
COUNTY OF MINBURN No27

# Intermunicipal Development Plan

BYLAW

**Village 2015-809**

**County 1240-15**, as amended



**BYLAW 2015-809**

BEING A BYLAW OF THE VILLAGE OF MANNVILLE  
TO ADOPT THE VILLAGE OF MANNVILLE - COUNTY OF MINBURN NO. 27  
INTERMUNICIPAL DEVELOPMENT PLAN

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**WHEREAS** The Council of the Village of Mannville considers it desirable to adopt the Village of Mannville - County of Minburn No. 27 Intermunicipal Development Plan in accordance with Division 4, Part 17 of the *Municipal Government Act*;

**NOW THEREFORE** Under the authority of the *Municipal Government Act*, the Council of the Village of Mannville, in the Province of Alberta, duly assembled enacts as follows:

1. That Bylaw 2015-809, being the Village of Mannville - County of Minburn No. 27 Intermunicipal Development Plan attached herein as 'Schedule A', is hereby adopted.
2. Should any provision of Bylaw 2015-809 be determined to be invalid, such provisions shall be severed and the remaining Bylaw shall be maintained.
3. That Bylaw 2015-809 becomes effective upon the date of the final passing thereof.

Read a first time this 16<sup>th</sup> day of June, 2015.

Public Hearing Held on the 20<sup>th</sup> day of July, 2015 in the Village of Mannville.

Read a second time this 15<sup>th</sup> day of September, 2015.

Read a third time and finally passed, this 15<sup>th</sup> day of September, 2015.

  
\_\_\_\_\_  
Mayor

  
\_\_\_\_\_  
Chief Administrative Officer

**BYLAW 1240-15**

BEING A BYLAW OF THE COUNTY OF MINBURN NO. 27  
TO ADOPT THE VILLAGE OF MANNVILLE - COUNTY OF MINBURN NO. 27  
INTERMUNICIPAL DEVELOPMENT PLAN

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**WHEREAS** The Council of the County of Minburn No. 27 considers it desirable to adopt the Village of Mannville - County of Minburn No. 27 Intermunicipal Development Plan in accordance with Division 4, Part 17 of the *Municipal Government Act*;

**NOW THEREFORE** Under the authority of the *Municipal Government Act*, the Council of the County of Minburn No. 27, in the Province of Alberta, duly assembled enacts as follows:

1. That Bylaw 1240-15, being the Village of Mannville - County of Minburn No. 27 Intermunicipal Development Plan attached herein as Schedule 'A', be adopted.
2. Should any provision of Bylaw 1240-15 be determined to be invalid, such provisions shall be severed and the remaining Bylaw shall be maintained.
3. That Bylaw 1240-15 becomes effective upon the date of the final passing thereof.

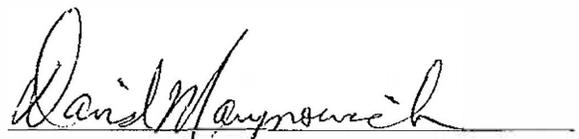
Read a first time this 15<sup>th</sup> day of June, 2015.

Public Hearing Held on the 20<sup>th</sup> day of July, 2015 in the Town of Vegreville.

Read a second time this 20<sup>th</sup> day of July, 2015.

Read a third time and finally passed, this 20<sup>th</sup> day of July, 2015.

  
\_\_\_\_\_  
Reeve

  
\_\_\_\_\_  
County Administrator



## Acknowledgements

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### **IDP Steering Committee**

#### Village of Mannville:

Sid Hinton, Mayor

Dave Huppertz, Deputy Mayor/Councillor

James Mason, CAO

#### County of Minburn:

Eric Anderson, Reeve

Roger Konieczny, Councillor

Richard Wagner, Councillor

David Marynowich, County Manager

### **Administration**

Davin Gegolick, Planning & Development Officer, County of Minburn

Shirley Kercher, Municipal Clerk, County of Minburn

Trudy Shukalak, Administrative Executive, County of Minburn

### **Public and Stakeholders**

Thank you to all members of the public, affected landowners and stakeholders who provided input into the process, and helped to create a better final product.

### **Consultant**

Vicki Dodge, RPP, *Red Willow Planning*

### **Graphics**

Marc Brulotte, CET

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## Intermunicipal Development Plan

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## Intermunicipal Development Plan

### 1.0 INTRODUCTION

#### 1.1 Context

The County of Minburn No. 27 (the County) is located in the east-central portion of the Province of Alberta (see **Map 1**). According to the 2011 Federal Census, the County comprises approximately 2,910 km<sup>2</sup> of land with a population of 3,278 and with a median age of 44.1. The population in the County in 2006 was 3,319 and in 2011 it was 3,278.<sup>1</sup>

The Village of Mannville (the Village) is situated at the junction of Highway 16 and Highway 881 within the County of Minburn, with a population of 803 in 2011, up from 782 in 2006<sup>2</sup>. It is 82 km west of Lloydminster, and approximately 170 km east of Edmonton on the Yellowhead Highway 16.

Highway 16 connects the western provinces with the rest of Canada, and offers access to the west coast port city of Prince Rupert. Highway 881 offers connections to points north (St. Paul, Lac La Biche, Cold Lake) and south (Hardisty, southern Alberta, US border).

The Village's favourable location at the junction of two important provincial highways hints at its potential to thrive as an independent municipality within the County. To succeed in the long term, the Village needs access to the infrastructure, land base, and economic development opportunities necessary to be self-sustaining.

The Village and the County agreed that formalizing a strong working relationship through the preparation of an IDP would be key to the Village's long term success.

#### 1.2 Background

The County of Minburn's Municipal Development Plan, Bylaw 1199-09, as amended, Policy 10.5, recommends that an intermunicipal development plan be undertaken with the Village of Mannville. Further, the Village expressed its desire to participate in an intermunicipal development plan with the County through a subdivision referral response letter in early 2012.

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<sup>1</sup> 2011 Federal Census, Community Profiles, Statistics Canada, 2012

<sup>2</sup> *Ibid.*

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The project was broken into five stages as shown in the illustration above. Work began in December 2014 with the first IDP Steering Committee meeting. The first public/stakeholder engagement activities took place in April and the preliminary draft IDP document was prepared in May 2015. The Village and County adopted the IDP by bylaw in late summer 2015.

### 1.3 Purpose & Scope

The purpose of this IDP is to support ongoing cooperation between the Village and the County, and to support the successful continuation of the Village as an incorporated municipality.

The IDP:

- Supports coordinated economic development activity;
- Strengthens and builds upon existing policies and practices related to intermunicipal planning and decision-making;
- Identifies constraints and opportunities to growth within the Village's natural and built environments, including transportation corridors, oil and gas facilities, land base, and municipal servicing;
- Discusses the potential implications of the proposed Highway 16/Highway 881 interchange and eventual removal of at-grade accesses to Highway 16; and,
- Is a statutory planning document pursuant to the *Municipal Government Act*.

Implementation of the IDP over time should result in the following:

1. Preparation of joint planning documents and statutory plans for IDP areas of interest to both the Village and the County.
2. Collaborative approach to responding to referrals on oil and gas expansion activities, and on expansion or planned new confined feeding operations around the Village.
3. Avoidance of development approvals within the IDP area that are not complementary with the generalized Future Land Use Concept of the IDP.
4. Preliminary review of the Village's readiness for growth, including assessment of municipal servicing infrastructure condition and capacity.

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5. Justified, logical and timely urban expansion that follows an agreed-upon annexation process.
6. Effective resolution of municipal disputes as they relate to matters of this IDP.

### 1.4 Enabling Legislation

The *Municipal Government Act (MGA)*, RSA 2000, Chapter M-26, outlines the provisions and requirements for preparing an IDP. First, both parties must identify which lands within their respective boundaries are considered 'necessary.' These lands are contained within the IDP boundary.

Further, an IDP *may* provide for:

- i. the future land use within the area,
- ii. the manner of and the proposals for future development in the area, and
- iii. any other matter relating to the physical, social or economic development of the area that the councils consider necessary.

Additionally, an IDP *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 related to the administration of the plan.

In addition to the above, per Section 636 of the MGA, affected people, general public and local school authorities must be advised of, and be given opportunities to make 'suggestions and representations' to the municipality during the preparation of the IDP.

### 1.5 Interpretation

Policies are written using 'shall', 'should' or 'may' statements. The interpretations of 'shall', 'should' and 'may' that follow are offered to provide the reader with a greater understanding of the intent of each policy statement:

'shall' – denotes compliance or adherence to a preferred course of action.

'should' – denotes compliance is desired or advised but may be impractical or premature because of valid planning principles or unique/extenuating circumstances.

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'may' – denotes discretionary compliance or a choice in applying policy.

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### 2.0 PUBLIC AND AGENCY INPUT

There were 14 affected landowners within the IDP boundary. The Village of Mannville owns three of the affected parcels. Affected landowners have the right to be informed of and contribute to the production of an IDP that affects their land. Throughout the project, landowners, general public and agencies were provided opportunities to obtain additional information and provide input, including direct access to the Consultant Project Manager via email or toll-free telephone number.

This section summarizes landowner, public and stakeholder engagement activities, outcomes and conclusions.

#### Open Houses

Two open houses were offered to affected landowners, the general public and stakeholders in relation to this project. The first public open house was held April 28, 2015, and the second was held June 25, 2015. In addition to static displays of maps, brief presentations were provided, followed by discussion periods.

Affected landowners located within the IDP boundary received direct mail invitations. Agency stakeholders received email invitations. The general public was notified via newspaper advertisements in the *Vegreville News Advertiser*, the *Vermillion Voice*, and the *Hiway 16 News*; website notices and posted bulletins at both municipal offices.

Topics of discussion included the purpose of the IDP project, annexation timing, how the project may affect landowners, ability to develop land, and how reciprocal referral of applications could influence decision-making.

#### One-On-One Interviews

Prior to the open house on April 28, 2015, a number of one-on-one interview sessions were offered to affected landowners within the IDP boundary. One resident booked an appointment, and one other dropped by without an appointment during the scheduled time.

Key topics of conversation during these sessions were similar to those of the open house; however the question of jurisdiction for permit and subdivision approval was raised and discussed.

#### Public Hearing

Per Section 692 of the MGA, a public hearing must be held before second reading of the IDP bylaw. The Village held its public hearing on July 21, 2015 and the County held

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its public hearing July 20, 2015 during the municipalities' respective regularly scheduled Council meetings. There were no outstanding issues resulting from the public hearings.

#### Agencies

The following agencies were notified: Alberta Transportation, Canadian National Railway, Buffalo Trails School Division, and the Alberta Central East Waterline Corporation. A representative from the Buffalo Trails School Division attended the first open house, but did not submit a formal response. None of the other agencies provided a response or attended the open houses.

#### Conclusions

Affected landowners appeared to be satisfied with the intended outcomes of the project, and were generally in support of the IDP, as evidence by lack of objections at the open houses, one-on-one interviews, and two public hearings.

None of the agencies that were notified submitted any formal comments or objections. The general public did not appear to participate in the open house events, and no formal comments were received from the broader community.

### 3.0 ANALYSIS OF PLAN AREA

This section of the IDP analyses the natural and built environments within the IDP boundary to determine obvious opportunities and constraints to future development. These opportunities and constraints in turn influence the generalized Future Land Use Concept and associated policies in the sections to follow.

A brief analysis of the local economy and population growth trends is also provided, the findings of which serve to inform the discussion and policies on urban growth and annexation, found in Sections 5 and 6.

#### 3.1 Plan Boundary

The IDP boundary is shown on **Map 2**. The plan boundary includes predominately County lands with three large blocks of Urban Holding land within the Village. This boundary comprises the equivalent area of roughly seven quarter sections of land, or 456.56 hectares (1128.14 acres).

The elongated shape of the boundary at the south along Highway 16 reflects the perceived opportunity for non-residential development adjacent to Highways 16 and 881, and the CN Railway line. The boundary is shifted eastward to avoid the presence of oil and gas infrastructure to the west, which is generally considered a constraint to development.

#### 3.2 Natural Environment

The natural environment refers to the non-human, biophysical aspects of the IDP area. In this section a general discussion of each topic is presented, with some commentary on opportunities and constraints relative to future development. Please refer to **Map 3**.

##### 3.2.1 Wetlands & Surface Water

A number of low-lying land/wet areas are identified on Map 3. Ducks Unlimited has identified several of these wet areas as marshes. The image on page 8 is an excerpt from around the Village of Mannville of the Ducks Unlimited Canadian Wetland Inventory Map. According to the map legend, marshes are identified as bright green. Shallow waterbodies, not identified as a class of wetland, are shown as light blue. It appears that human-made water features (dugouts, borrow pits and lagoon cells) are dark blue.

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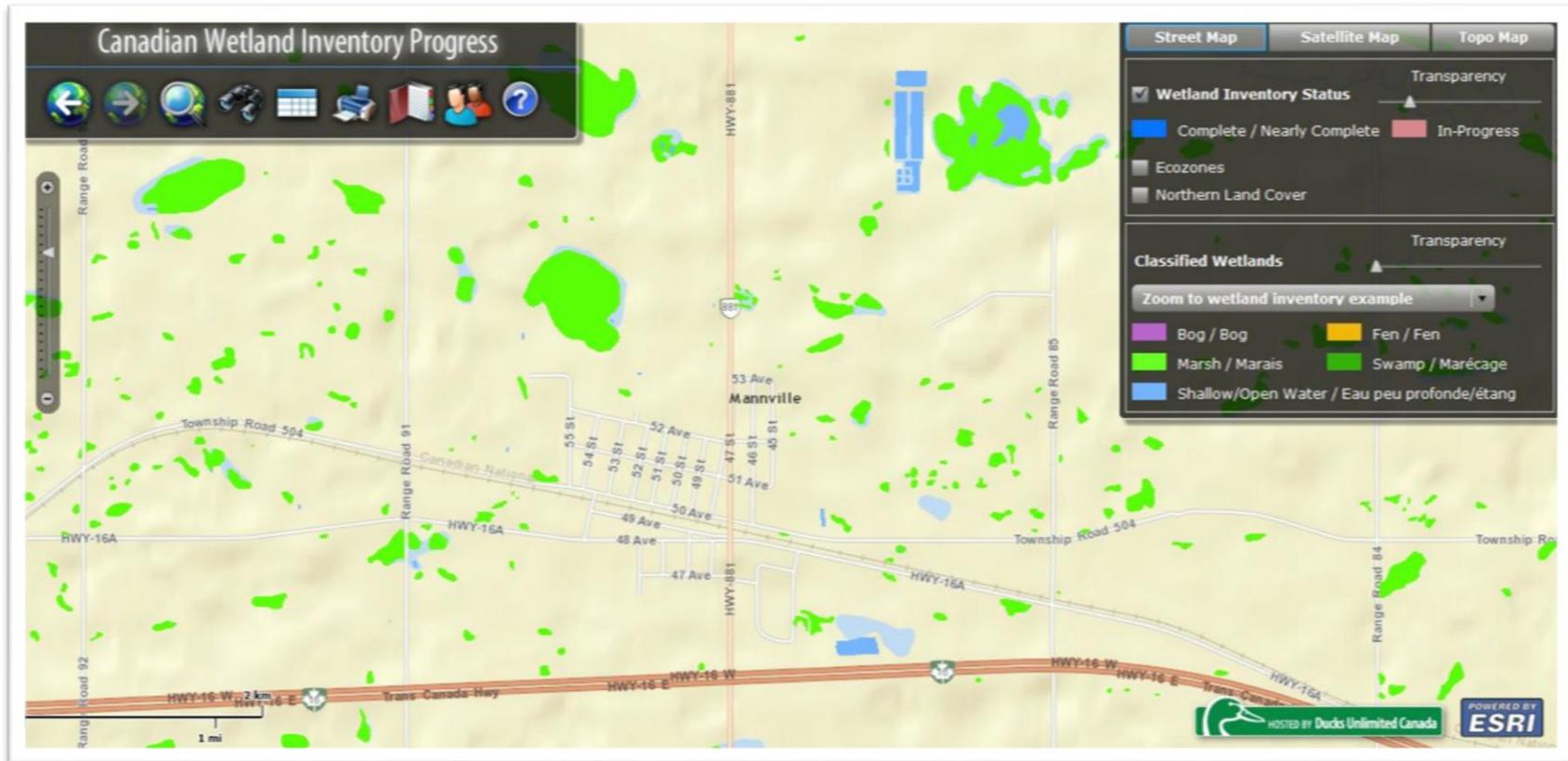
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Should a wetland have provincial significance, approval from the Province may be required prior to development. The classification and status of wetland areas under the Province of Alberta *Water Act* would require confirmation prior to development.

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Image 1. Ducks Unlimited Canadian Wetland Inventory Map Excerpt



#### 3.2.2 Soils and Topography

Soils in the IDP area are Canada Land Inventory Class 2, having good agricultural capability. The Alberta Soil Information Viewer confirms the IDP area lies within Polygon 16845, characterized by Orthic Black Chernozem soils on medium textured till.<sup>3</sup> Polygon 16845 includes poorly drained soils and soils within Rego profiles.<sup>4</sup> The landscape is characterized as an undulating, high relief landform with limiting slope of 4%.<sup>5</sup>

Contour information is provided on Map 3 at 1.0 meter intervals, derived from the National Resources Canada Canadian Digital Elevation Model (CDEM). The contour information reveals the land is relatively flat and generally suitable for development. Achieving adequate drainage will be an important aspect of successful future urban development within the IDP area.

#### 3.2.3 Wildlife

The Canada Land Inventory map *Land Capability for Wildlife – Ungulates* shows land capability for ungulates in this area is Class 2, or good. Land capability for waterfowl is low, Class 5, with moderately severe limitations to the production of waterfowl, according to the Canada Land Inventory map *Land Capability for Wildlife – Waterfowl*.

A search of Alberta Environment and Sustainable Resource Development's Fish and Wildlife Internet Mapping Tool revealed no reports for the area around Mannville.<sup>6</sup> This suggests there are no known wildlife sensitivities within or immediately adjacent to the IDP boundary that would impede future development.

#### 3.2.4 Vegetation

The land within the IDP boundary is mostly farmland with a few houses. There are a number of tree stands and underlying shrubs. However, native grassland is unlikely to be found in this highly cultivated area. Where feasible, tree stands with habitat or shelter belt significance should be retained.

Village lands within the IDP area are not expected to contain provincially significant species of vegetation.

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<sup>3</sup> Alberta Soil Information Viewer, found at <http://www4.agric.gov.ab.ca/agrasidviewer>

<sup>4</sup> *Ibid*

<sup>5</sup> *Ibid*

<sup>6</sup> AESRD Fish and Wildlife Internet Mapping Tool, found at:  
[https://maps.srd.alberta.ca/FWIMT\\_Pub/Viewer](https://maps.srd.alberta.ca/FWIMT_Pub/Viewer)

### 3.3 Built Environment

The built environment comprises all aspects of the landscape that would not normally be found in the absence of human settlement or influence. These features can heavily influence future development potential, and are therefore discussed below.

#### 3.3.1 Oil and Gas

Oil and gas development is a dominant feature of Map 3, particularly to the west and northwest just outside the IDP boundary. A number of wells, facilities and pipelines are located within the IDP boundary, predominately along the west and northwestern edges.

Setbacks to oil and gas wells, facilities and pipelines are determined by the Alberta Energy Regulator and depend on the volume, pressure and substance of each well, facility or pipeline. The Subdivision and Development Regulation Part 2, Section 10 also speaks to setbacks from sour gas facilities for new subdivision and development, while Section 11 discusses setback requirements from oil and gas wells. Future development proposals will need to identify required minimum setbacks in the early stages of planning.

#### 3.3.2 Landfills

There are two inactive, non-operating landfill sites within the boundary of the IDP. The first is located in the SW 25-50-9-W4M, the second in the NE 25-50-9-W4M. These two landfill sites have been 'reclaimed', which means covered with earth and compacted. Their contents remain *in situ* as the sites have not been excavated or remediated.<sup>7</sup>

In the early 1980s, the Province of Alberta in partnership with the Federal Government undertook a project to inventory active and inactive landfills throughout the province. One hundred and sixty-seven 'priority 1' sites with potential to pose a risk to health, safety and the environment were catalogued.<sup>8</sup>

In 1985, Associated Engineering was retained by the Province of Alberta to perform field investigations (without field sampling), to give a relative rankings to the 167 'priority 1' sites, and to make recommendations for monitoring and remedial efforts.

Associated Engineering devised a rating system using points to prioritize the 167 sites. Once prioritized, each site was classified between Class 1 and Class 5, with Class 1 sites potentially posing danger of causing irreversible or irreparable damage to public health

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<sup>7</sup> Telephone communication with Alberta Environment and Sustainable Resource Development, April 13, 2015.

<sup>8</sup> *Field Investigations of Land Disposal Sites*, Associated Engineering, May 1985.

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or environment, and Class 5 sites being properly closed or operated with no evidence of present or potential adverse impacts.<sup>9</sup>

The 37.6 hectare (93 acre) landfill at SW 25-50-9-W4M was determined to be a Class 3 site, not posing a significant threat to health, safety or the environment. The 0.81 hectare (2.0 acre) landfill located at NE 25-50-9-W4M was identified as a Class 2 site, potentially causing a threat to health, safety and the environment. There is no record of the site being regularly monitored or having been remediated. The potential for risk posed by this site is unknown.

The Subdivision and Development Regulation requires a 300 meter limiting distance around a non-operating landfill wherein certain uses are prohibited, including residential development. Map 3 shows the 300 meter limiting distances around each non-operating landfill footprint, and that both Village and County residences are located with the 300 meter limiting distances of the non-operating landfills.

The consequences of this situation need to be fully investigated, understood and addressed by both municipalities. However, this issue falls outside the scope of this IDP document, other than to note the issue's potential constraint on future development.

#### **3.3.3 Settlement Pattern**

The IDP area is sparsely populated with 11 houses over approximately 456.56 hectares (1,128.15 acres). The sparsely settled lands offer fewer constraints to future development generally speaking, and should be protected from premature fragmentation by subdivision or uses incompatible with the generalized Future Land Use Concept.

#### **3.3.4 Utility Infrastructure**

Lands within the jurisdiction of the County are not serviced by municipal utilities. Rather, they are independently serviced with water wells/cisterns and private sewage disposal systems. All lands within the Village's jurisdiction are serviced by municipal services including, water, sanitary sewer, and some form of stormwater management, predominately overland. Please refer to **Map 4**.

The IDP does not confirm the condition or the capacity of existing utility infrastructure within the Village of Mannville. However, understanding infrastructure condition and capacity will be paramount in future discussions and planning around growth, urban expansion and capital budgeting.

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<sup>9</sup> *Ibid*

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#### *Water*

The Village is a shareholder and customer of the Alberta Central East (ACE) Waterline Corporation. The regional waterline provides treated, potable water to thirteen municipalities in east central Alberta, and arrived in the Village in the fall of 2013. The waterline follows the right-of-way of Township Road 504 through the Village and continues east to the Town of Vermilion.

Currently there are no caps on water consumption, and the Village simply pays for the volume consumed.

#### *Sanitary Sewer*

The Village is serviced by a sanitary sewer system comprising sanitary sewage collection, two pumping stations, a lagoon (which is located outside the municipal boundary in the SE 31-50-8-W4M, about half a mile northeast of the Village) and an outfall line providing discharge of treated effluent into the Vermilion River<sup>10</sup>.

The system is primarily gravity fed, with the exception of a pump station servicing the business industrial park in the southeast of the Village, and a second pump station located adjacent to the lagoon.<sup>11</sup>

In its 2009 *Sewage Lagoon Assessment Report*, BAR Engineering assumed a 400 L/day/capita (0.4m<sup>3</sup>/day/capita) water consumption rate plus 10% additional volume due to inflow and infiltration when assessing the capacity of the lagoon system. The report concluded the following:

- The anaerobic cells of lagoon have capacity for 1400 people;
- The facultative (aerobic) cell only has capacity for 515 people;
- The storage cells have capacity for 577 people; and,
- The facultative and storage cells present capacity constraints to the lagoon system.

Based on the findings, the report recommended to expand the facultative cell and to construct a new storage cell at a cost of \$1.5M (2009) to secure capacity for a population of 1186 projected over 25 years.<sup>12</sup> As of 2015, the recommended upgrades had not been implemented, although sedimentation was removed from the storage

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<sup>10</sup> Bar Engineering, *Sewage Lagoon Assessment Report*, May 2009

<sup>11</sup> *Ibid*

<sup>12</sup> *Ibid*

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cells, adding some unknown volume of capacity<sup>13</sup>. Sanitary sewer capacity could prove limiting to urban growth without upgrading the existing facilities.

#### *Stormwater Management*

Information about the existing stormwater management system was not available. The existing 2012 Genivar Inc. *Stormwater Management Master Plan*, does not offer the level of detail required to inform this discussion. More site-specific analysis may be required as new development is considered by the Village to identify opportunities and constraints.

It is therefore assumed that because of the predominately rural standard road network throughout the Village, drainage is mainly conveyed overland via ditches, and underground via culverts, as necessary.

There are no stormwater management ponds within the Village's boundary, and terminal discharge locations for overland flow could not be confirmed. However, it is reasonable to assume the ditches of Highways 16 and 881 receive and convey some volume of overland runoff from the Village.

Stormwater management will be a key issue when considering future development.

#### **3.3.5 Community Infrastructure**

The Village enjoys access to a number of community-based amenities, including a recreation centre with hall, ice arena and curling rink.<sup>14</sup> There is a senior's centre, pre-school, kindergarten to grade 12 school, museum, library, ball diamonds, food bank and recycling centre.<sup>15</sup>

The Village also has access to high speed internet service, local government services, and volunteer fire protection services.<sup>16</sup>

In the County on the east side of the Village, north of the CN Railway on Range Road 85, local cemeteries can be found on the east side of the road right-of-way.

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<sup>13</sup> In person discussion with elected official of the Village of Mannville at April 28, 2015 IDP open house.

<sup>14</sup> Village of Mannville website: [www.mannville.com](http://www.mannville.com)

<sup>15</sup> *Village of Mannville Infrastructure Blueprints*, Bob Hoffos, March 2009, obtained from Village of Mannville via email April 10, 2015.

<sup>16</sup> Village of Mannville website: [www.mannville.com](http://www.mannville.com)

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#### 3.3.6 Canadian National Railway

The Canadian National Railway line runs through the Village following the road alignment of Township Road 504 in the west and the old Highway 2 alignment to the east.

Spur line development opportunities may exist for non-residential lands within the Village and inside the IDP area that are adjacent to the mainline. The combination of rail and highway access offers good potential for development of non-residential lands in the IDP boundary.

#### 3.3.7 Local Roads

The IDP area is served by a number of local roads with varying levels of improvement, from undeveloped rights-of-way to rural graveled and oiled surfaces, to collector roads with high quality paved surfaces. Their locations and relative classification are shown on **Map 5**.

Range Road 91 is a graveled County road. It currently offers at-grade access to Highway 16 to the west of the Village. Range Road 85 is graveled from Highway 16 to Township Road 504, then unimproved northward to the cemeteries. It, too, offers at-grade access to Highway 16.

Township Road 504 is graveled west of the Village and oiled to the east. The old Highway 2 roadway, locally known as Mannville Road, is a high quality paved road that offers excellent access to areas identified for future industrial and commercial development within the IDP.

#### 3.3.8 Highway Network

Highway 881 is a two-lane, undivided highway with a posted speed limit of 100 km/hour outside of the Village boundary.

Highway 16 has a posted speed limit of 110 km/hour, and is designated as a freeway. As a consequence, all at-grade accesses to Highway 16 will eventually be removed, and access to the highway will be controlled at designated interchanges, including the one proposed at the intersection of Highways 16 and 881. Access to the highway is pursuant to access management policies of Alberta Transportation.

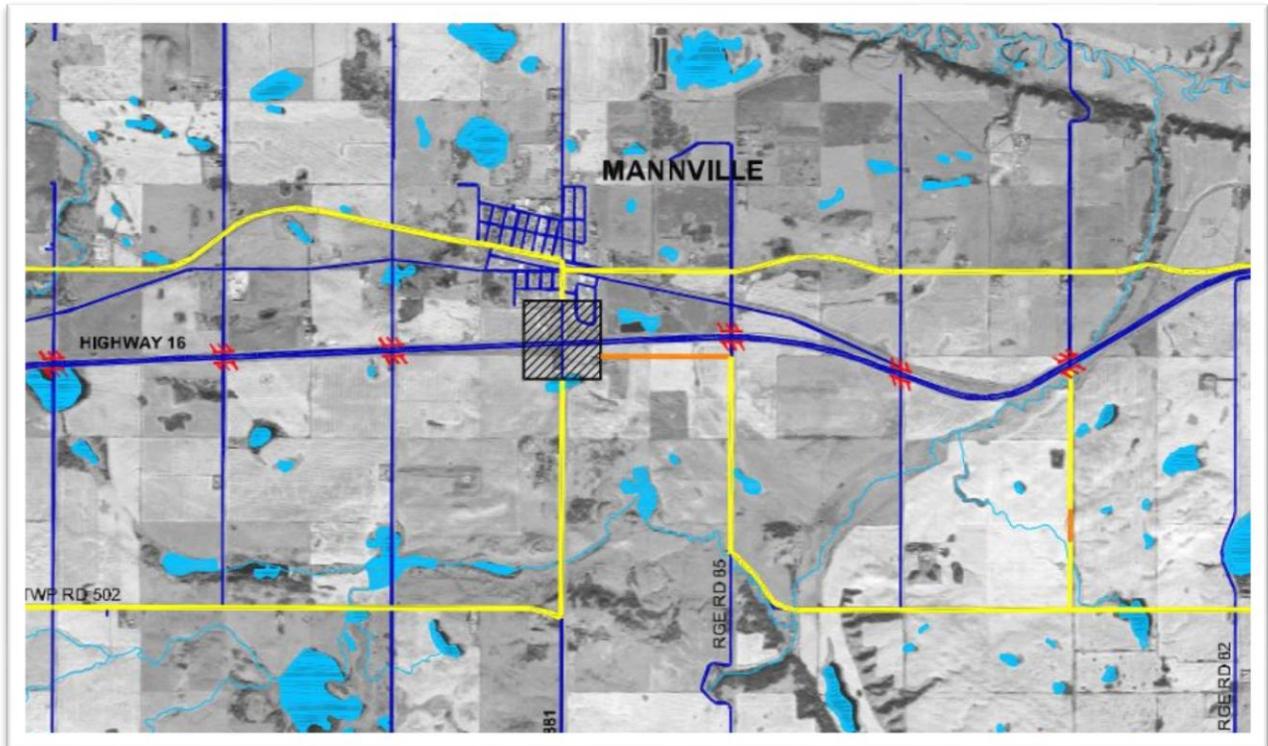
The Province commissioned engineering consultant CH2MHILL to prepare the *Highway 16 Access Management Plan: Highway 36 to Range Road 2-3*. Exhibit ES.1 from the access management plan, excerpted as Image 2 below, identifies the general location, but not the footprint, of a future interchange at Highways 16 and 881 (grey

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hatched square).<sup>17</sup> Further, Exhibit ES.1 indicates which at-grade accesses to Highway 16 near the Village will be closed (red hatch), where new local road construction may occur (orange), and which existing roadways may be upgraded (yellow).

**Image 2. Highway 16 Access Management Plan Excerpt – Exhibit ES.1**



As shown in Image 2, access to Highway 16 via Range Roads 91 and 85 will eventually be removed. It appears that north of Highway 16, impact on access to Highway 881 will be minimal.

Future planning should consider the opportunities and constraints of an interchange and reduced highway access on development.

### 3.4 Economy

Local economic activities focus around agriculture, oil and gas, and related services. According to the 2006 Federal Census, more than half, 64%, of the workforce housed in the Village travelled outside the municipality to work.

<sup>17</sup> CH2MHILL, *Highway 16 Access Management Plan: Highway 36 to Range Road 2-3, R-1065/P-3355*, Revised February 2010.

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Agriculture and other resource-based industries employed 32% of the labour force in the Village. Education, retail and health care industries employed another 32% of working people. Business, finance and other services represented 28% of the labour force, while construction, manufacturing and wholesale trade rounded out the remaining labour force in the Village.

In the County, the majority of economic activity takes place within the agricultural industry. According to the 2011 Census of Agriculture for Alberta, there are 604 farms operating in the County, accounting for approximately 290,479 hectares (717,764 acres) of land. The primary types of production within the North Saskatchewan land use region, which includes the County, are grain and oil seed, beef cattle and other crops.<sup>18</sup>

### 3.5 Population & Growth

This section analyzes the population of the Village to estimate growth potential and land absorption rates. These rates may be helpful when discussing future urban expansion potential over the next 30 to 50 years.

The following projections are based on numerous assumptions, which may or may not hold true over time. Additionally, outside market and other influences have not been taken into account in this analysis. Therefore, these projections should be considered for discussion purposes only.

#### 3.5.1 Population Projections

This projection exercise serves to put residential expansion into a context that may help inform a discussion about existing land base and justifying need for urban expansion.

The population of the Village was 803 as of the 2011 Federal Census, with an average of 2.2 persons per household.<sup>19</sup> The rate of growth between 2006 and 2011 was stable with approximately 0.5% annual growth. Between 2001 and 2006 growth was more robust at 1.66% annually.

For the purposes of this IDP, the average annual growth rate of approximately 1.1% is used to project population in **Table 1**. This annual growth rate is moderate; more detailed planning analysis should be done to refine projections or offer alternative scenarios.

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<sup>18</sup> 2011 Census of Agriculture for Alberta, Alberta Agriculture and Rural Development, 2014

<sup>19</sup> 2011 Federal Census, Community Profiles, Statistics Canada, 2012

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Table 1 below summarizes estimated population growth over 35 years starting from 2011, the date of the most recent Federal Census. (Growth rate per annum fluctuates between 1.11% and 1.12% due to significant figures and rounding.)

**Table 1. Population Projections – Village of Mannville**

YEAR	POPULATION	INCREASE	AVG RATE	RATE/ANNUM
2001	<b>722</b>			
2006	<b>782</b>	60	8.31%	1.66%
2011	<b>803</b>	21	2.69%	0.54%
2016	<b>848</b>	45	5.60%	1.12%
2021	<b>895</b>	47	5.54%	1.11%
2026	<b>945</b>	50	5.59%	1.12%
2031	<b>998</b>	53	5.61%	1.12%
2036	<b>1054</b>	56	5.61%	1.12%
2041	<b>1113</b>	59	5.60%	1.12%
2046	<b>1175</b>	62	5.57%	1.11%
<u>Notes:</u> 2001, 2006, 2011 - Federal Census Data, Statistics Canada 2016 - 2046 - Estimated population based on 1.1% annual growth				

### 3.5.2 Residential Growth

Over the next 31 years between 2015 and 2046, there is projected to be a population increase of 336 people. Assuming 2.2 persons per household, an additional 153 houses, or 153 residential lots, will be needed.

According to the Village's May 2015 lot inventory that lists available lots for sale, there are 13 residential lots for sale (both Village-owned and privately-owned). Assuming these lots are all able to be developed with single detached dwellings, the current lot inventory could house 28 people. A population increase of 28 people will happen around 2019, according to Table 1 projections.

In other words, the May 2015 lot inventory could meet residential growth demands in the Village for four more years. This assumes the existing residential lots zoned for duplex housing where the ball diamonds are currently located do not get turned over for residential development in the next four years.

To further illustrate residential lot demand projections, consider one of the three Urban Holding parcels identified for future residential development, located east of the

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existing low density residential area in the northeast corner of the Village (Map 6). This is most likely the next candidate for residential development in the Village. It is approximately 13 hectares (32 acres) in area.

Assuming the average single family lot area is 696.8 m<sup>2</sup> (7,500 ft<sup>2</sup>), or 0.17 hectares (50 ft x 150 ft lot), and assuming 15% of land will be used for roadways, approximately 65 lots could be developed on this parcel. At 2.2 persons per household, 65 lots would accommodate an additional 143 people.

Combined, the existing 13 lots and the estimated 65 new lots within the Village's existing boundary would accommodate 171 more people, a population increase projected to take place between 2031 and 2036. In other words, if just one of the three Urban Holding parcels was developed, it could satisfy the anticipated population growth of the Village for at least the next 15 years.

#### 3.5.3 Non-Residential Growth

Non-residential growth requirements are much more difficult to estimate as they are not so closely linked to population growth rates. Economic and market forces will have more influence on demand for non-residential land in and around the Village than population growth. Economic development policies and activities can also account for some level of increased interest.

For discussion purposes, very crude estimates of non-residential land absorption rates can be derived from past lot sale statistics or from development permit issuance dates relative to the year in which a subdivision was registered at Land Titles. Complete information was not available during the preparation of this IDP, so there is a gap in the preliminary analysis of non-residential land absorption.

Statistical data is highly valuable when discussing and assessing urban development and growth needs. A regularly updated system for tracking non-residential land transactions and development approvals would greatly benefit the Village.

#### 3.6 Existing Land Use

**Map 6** shows existing Village and County land uses within the IDP boundary. County lands within the IDP boundary are Direct Control, except the NW 25-50-9-W4M, which is zoned Agricultural. All uses within the DC District are discretionary. Permitted and discretionary uses in the Agricultural District are detailed in Section 123 of the County's Land Use Bylaw 1218-12.

All Village lands within the IDP boundary are zoned Urban Holding. Permitted uses

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considered in the Urban Holding district include antenna structures and extensive agriculture. The list of discretionary uses can be found in Section 7.3 of the Village's Land Use Bylaw 2006-734, as amended.

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### 4.0 FUTURE LAND USE CONCEPT

**Map 7** presents the generalized Future Land Use Concept for the IDP lands, and has emerged from the opportunities and constraints analysis in Section 3. The generalized Future Land Use concept outlines future land uses that may develop over time (30 – 50 year horizon) within the IDP boundary. County lands identified in Map 7 will not necessarily be annexed into the Village. **Map 8** identifies the expected locations and priorities for urban expansion over a 30 – 50 year time horizon.

The proposed designations shown are for planning and discussion purposes, and do not convey development rights to landowners or developers. Rather, the designations suggest certain use classes that may be suitable given adjacent existing uses, logical extension of urban services and infrastructure; and, good planning principles.

The IDP plan area is broken out into the land use designations listed in **Table 2**, below.

**Table 2. Future Land Use Concept Designations by Area**

LAND USE DESIGNATIONS	AREA (ha)
<b>Future Residential</b>	107.55
<b>Future Industrial/Commercial</b>	209.55
<b>Agricultural</b>	44.25
<b>Future Parks and Recreation</b>	95.21
<b>TOTAL</b>	<b>456.56</b>

#### 4.1 Future Residential

Approximately 107.55 hectares (265.75 acres) of land is identified for Future Residential. This designation does not specify the density of residential development. Rather it suggests generally that residential uses are most suitable in the locations identified in yellow on Map 7. Some residential development in the Future Residential area may take place in the County, and include rural residential development with independent services. This type of development is generally discouraged in close proximity to the urban boundary of the Village to reduce potential impacts on future urban expansion.

### 4.2 Future Industrial/Commercial

Another 209.55 hectares (517.79 acres) of land is identified for Future Industrial/Commercial. These lands are identified in purple on Map 7. Where Future Industrial/Commercial land abuts existing residential uses or existing residentially zoned lands within the Village, they should be developed with compatible business-industrial or commercial uses that can serve to buffer existing residential land from future industrial uses. Such uses may include, but are not limited to, office space, restaurants, coffee shops, personal services (hair/nails/massage, etc.), mixed use and live/work developments.

Future Industrial/Commercial land contiguous with and adjacent to the urban boundary of the Village should be fully serviced in concert with urban expansion. It is expected that lands located further from the urban boundary will remain unserviced due to cost constraints. Therefore, uses more likely to be considered rural industrial, or those requiring limited services, should be directed to lands further away from the urban boundaries within the Future Industrial/Commercial designation. Uses requiring urban services should be directed closer to the existing Village boundary.

### 4.3 Agricultural

The Agricultural designation is applied to 44.25 hectares (109.34 acres) of land, as shown on Map 7. This designation is applied to the most highly constrained lands in the IDP area. It is unlikely these lands will be annexed into the Village. The lands are most suitable to continued agricultural activity, rural residential outside the 300 meter limiting distances, certain recreation uses, and other uses that would be suitable in an agricultural district.

### 4.4 Future Parks & Recreation

There are 95.21 hectares (235.26 acres) of land designated for Future Parks and Recreation, shown in green on Map 7. These lands represent the 300 meter limiting distances around the two non-operating landfills within the IDP boundary. Certain uses are restricted in these areas by the Subdivision and Development Regulation. Therefore the lands have been identified for potential regional recreation facility development. However, it may be determined in the future that certain non-residential uses consistent with the Subdivision and Development Regulation could be suitably located within the Future Parks and Recreation areas, in particular those lands adjacent to Township Road 504. Changing the designation of land shown in Map 7 would require an amendment to this IDP.

#### **4.5 Joint Planning Areas**

To ensure orderly development of the designated lands, a Joint Planning Area overlay has been applied as shown in Map 7. The Joint Planning Areas represent significant opportunities for mutual benefit to the Village and the County, and should therefore be jointly planned prior to development. Area structure plans will be prepared collaboratively for these lands in advance of development. Additional agreements outside the influence of this IDP, regarding such matters as cost/revenue sharing, taxation, and infrastructure may also be considered by the two municipalities to complement joint planning.

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### 5.0 LAND USE AND DEVELOPMENT POLICIES

This section of the IDP provides the policies intended to guide future decision-making related to land use development, joint planning, urban growth, and economic development.

#### 5.1 General Land Use

The policies that follow apply generally to land use decision-making on lands within the IDP boundary.

##### *Policies*

- 5.1.1 The Village and the County shall ensure that future subdivision and development is in accordance with this IDP. Minor relaxations, pursuant to Section 6.3 of this IDP, may be considered without an amendment where it can be demonstrated that the relaxation would maintain the overall intent of the IDP policies.
- 5.1.2 The Village and the County shall refer all subdivision and bylaw amendment applications within the IDP boundary to one another as a requirement of a complete application.
- 5.1.3 The Village and the County should refer discretionary use development permit applications within the IDP boundary to one another as a requirement of a complete application.

#### 5.2 Residential

The Village has a reasonable land base for additional residential development within its existing boundary. Additionally, there are opportunities for residential infill and redevelopment within existing mature neighbourhoods.

The Village and the County agree that the logical expansion of residential development beyond the Village's boundary will be as shown in Maps 7 and 8. Future Residential lands in the IDP area should not be compromised by rural sprawl (country estate or multi-lot rural residential subdivisions) or by uses incompatible with residential development.

Future residential lands should be the subject of area structure plans prior to development to ensure the logical, orderly and efficient expansion of services, access to open space and recreational opportunities, and identification of potential constraints to development, such as oil and gas infrastructure, existing development

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and wetlands.

#### *Policies*

- 5.2.1 The County shall not support redistricting land within the IDP boundary identified as Future Residential to Country Residential.
- 5.2.2 The Village and the County shall allow independent servicing of single detached dwellings on land in the County within the IDP boundary identified for Future Residential uses where those developments do not abut the Village's current municipal boundary and would not impeded anticipated urban expansion.
- 5.2.3 The County shall require applicants of subdivision proposals on lands identified for residential urban expansion, i.e.: Map 8, Stage 2, to submit a conceptual scheme intended to be suitable for potential re-subdivision to urban-sized residential parcels and logical extension of the urban road network and utility services, unless an area structure plan for the land is already adopted.
- 5.2.4 The County shall protect land within the Future Residential designation on Map 7 from premature fragmentation due to subdivision or inappropriately located rural residential development or incompatible uses. In other words, the County shall refrain from approving rural residential subdivisions and developments, or uses incompatible with residential development, adjacent to the Village's boundary.
- 5.2.5 The Village and the County shall ensure an area structure plan is prepared prior to urban-standard multi-lot residential development on land identified for Future Residential on Map 7.
- 5.2.6 The Village should monitor the costs and benefits over time of residential infill on lands where the ball diamonds are currently located, and especially in advance of or in conjunction with an annexation study in support of residential urban expansion.

### **5.3 Industrial/Commercial**

Future Industrial/Commercial lands on Map 7 were identified because they lay between the CN Railway line and Highway 16, offering good visibility from Highway 16, great access from Mannville Road and potential access from the CN line. Additionally, the land immediately adjacent to the existing industrial park represents a logical

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extension of the existing development, servicing and road network.

There is limited non-residential land available within the current Village boundary. Urban expansion may be necessary in the mid-term to acquire lands for non-residential development. As shown on Map 8, the first stage of urban expansion is anticipated to be the block of land immediately east of the existing Industrial Park.

#### *Policies*

- 5.3.1 The Village and the County shall require that land designated for Future Industrial/Commercial development adjacent to the Village boundary is serviced concurrently with development. In other words, Future Industrial/Commercial land inside the IDP boundary that is contiguous with existing similar uses shall be serviced.
- 5.3.2 The Village and the County may allow for unserviced industrial lots to be developed inside the IDP boundary on lands designated Future Industrial/Commercial for uses that do not typically require urban services, and in areas not contiguous with existing urban development. However, lands anticipated to be annexed into the Village's boundary shall be fully serviced.
- 5.3.3 The Village and the County shall ensure an area structure plan is prepared prior to industrial and/or commercial development of land identified for Future Industrial/Commercial on Map 7.

#### **5.4 Agriculture**

Land identified as Agricultural in Map 7 is highly constrained for residential and certain other uses due to the limiting distances around the two non-operating landfills. These constraints suggest that agricultural activity may be the highest and best use of this land over time.

Existing agricultural activities throughout the IDP area should be allowed to continue, as long as possible. Confined feeding operations (CFO) and manure storage facilities, on the other hand, will not be supported within the IDP boundary.

#### *Policies*

- 5.4.1 The Village and the County should allow for existing agricultural activity within the IDP boundary to continue until such time as the land is either developed for urban land uses or annexed into the Village, at which time the uses may be allowed to continue provided they do not present any unreasonable conflicts

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with adjacent existing or developing land uses already within the Village.

5.4.2 The Village shall support the County's Municipal Development Plan policies on confined feeding operations and manure storage facilities around urban municipalities.

5.4.4 The Village and the County shall, if called upon by the Natural Resource Conservation Board (NRCB) to provide response to a proposed application for a new or expanding Confined Feeding Operation or manure storage facility, convey to the NRCB that they do not support any new, or the expansion of any existing, Confined Feeding Operations or manure storage facilities within the IDP area and on lands identified in the County's MDP Map 3: *Confined Feeding Operations Prohibited Areas*, or its successor.

### 5.5 Parks and Recreation

The areas identified for Future Parks and Recreation on Map 7 correspond to the 300 meter limiting distances around the non-operating landfills. Within these limiting distances, certain uses are prohibited. As such, it was decided these highly constrained lands are suited for park and recreational opportunities, within the parameters set out by the Subdivision and Development Regulation.

#### *Policies*

5.5.1 The Village may explore opportunities for collaborative regional park and recreation facility planning and joint funding with the County for Future Parks and Recreation lands identified in Map 7.

### 5.6 Joint Planning Areas

The overlay areas identified on Map 7 for joint planning require careful consideration to maximize benefits of and minimize risks to both municipalities. Specifically, coordination of transportation networks, servicing and land use need to be considered through the preparation of joint area structure plans (ASPs). The joint ASPs will help ensure development of joint planning areas is consistent with the needs of both municipalities, and foster proactive responsiveness to market demands.

#### *Policies*

5.6.1 The Village and the County may periodically review and amend the Joint Planning Areas.

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- 5.6.2 The Village and the County may, further to this IDP and where it is deemed appropriate, necessary and/or desirable, endeavor to enter into agreements respecting municipal servicing and roads in the IDP area.
- 5.6.3 The Village and the County shall agree that any agreements for cost and revenue sharing shall be to benefit future development of lands in the Joint Planning Areas identified in Map 7.

### 5.7 Reserves

Development within the IDP boundary may trigger reserve dedication. Environmental, municipal and/or school reserves may be required through the subdivision process. Dedication of reserve land should be consistent in both municipalities for land within the IDP boundary. In each instance where reserve dedication is triggered, the maximum allowable dedication pursuant to the *Municipal Government Act* should be taken by the municipality.

Reserve dedication may also be provided as cash-in-lieu of land. The Village and the County could establish a jointly-administered 'cash-in-lieu of municipal reserve fund' into which reserve proceeds could be placed for the purposes of assembling and developing regional recreational land and facilities within the IDP boundary, specifically on lands designated for Future Parks and Recreation.

#### *Policies*

- 5.7.1 The Village and the County shall require subdivision applicants to dedicate the full amount of reserve owing in the forms provided for in the *Municipal Government Act*.
- 5.7.2 The Village and the County shall take environmental reserve in accordance with Section 664 of the *Municipal Government Act*.
- 5.7.3 The Village and the County may consider establishing a jointly-administered cash-in-lieu of municipal reserve fund into which reserve proceeds would be placed for the purposes of assembling and developing regional recreational land and facilities within the IDP boundary.

### 5.8 Municipal Infrastructure

Municipal infrastructure includes utility infrastructure such as water, sanitary sewer, storm, and roadways. Land that is contiguous with the Village boundary should be

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serviced in concert with development.

#### *Policies*

- 5.8.1 The Village and the County shall ensure that extension of municipal infrastructure beyond the Village boundary is only done in a logical, efficient and economical manner for lands contiguous with the Village boundary and that are proposed to be annexed into the Village.
- 5.8.2 The Village shall continue to provide urban servicing to the lands within its municipal jurisdiction.
- 5.8.3 The County shall continue to provide rural serving to the lands within its municipal jurisdiction.
- 5.8.4 The Village and the County may establish infrastructure cost sharing agreements. These agreements shall be a fair and equitable recognition of existing investment in roads and utility infrastructure.
- 5.8.5 The Village and the County should periodically monitor the progress of the proposed Highway 16 and Highway 881 interchange, and give particular consideration to how proposed at-grade access closures could impact development proposals in those areas.

### **5.9 Oil and Gas**

Existing oil and gas activity to the north and west represents significant constraints to development. The land use designations of the IDP were strongly influenced by the presence of these constraints. The rest of the lands within the IDP boundary are relatively unconstrained by oil and gas infrastructure, especially to the east, and should remain so if possible.

#### *Policies*

- 5.9.1 The Village and County shall endeavor to protect the lands to the east of the Village from future constraints due to oil and gas development.
- 5.9.2. The Village and the County shall strongly recommend that the following siting/development principles be applied to proposed new oil and gas developments:
  1. Wells should be clustered whenever possible;

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2. Clustered well sites should be located whenever possible next to public utility lots, stormwater management facilities and future park/recreation lands;
3. Road access to clustered wells should be combined wherever possible and access routes utilized should be made to fit existing and identified future roadways whenever possible;
4. Operating conditions of well/battery sites should align as closely as possible with the following:
  - i. Day-to-day operation and maintenance of sites should be undertaken during regular business hours;
  - ii. Every effort should be made to mitigate associated impacts such as odours, noise, dust, light/flaring, and vibration; and
  - iii. Portable generators should not be used to provide power.

5.9.3 The Village and the County shall request that within the IDP area on lands identified for Future Residential or Future Industrial/Commercial, oil companies remove well casings and pipe from abandoned wells to a minimum depth of six meters (20 feet).

### 5.10 Urban Growth and Sustainability

The Village has sufficient land to accommodate residential growth in the near to mid-terms assuming a steady growth rate of approximately 1% per year (see discussion in Section 3.5).

Urban expansion is costly. Infill and redevelopment takes advantage of existing services and keeps infrastructure expenses stable. In the short term, infill and redevelopment may be a more sustainable approach to residential growth in a community with limited resources.

Non-residential land in the Village is less abundant. The Village may need to expand its industrial/commercial land base through annexation in the mid-term should market demand in the area increase.

The following policies serve to guide growth and annexation to ensure urban expansion endeavors to offer a net benefit to the Village, and does not compromise municipal financial sustainability.

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#### *Policies*

- 5.10.1 The County shall acknowledge that the Village may need to annex land from the County in the future to remain an economically viable, independent municipality.
- 5.10.2 The Village and the County shall work collaboratively on annexation proposals prior to initiating an annexation pursuant to the *Municipal Government Act*.
- 5.10.3 The Village shall demonstrate need for additional land base and capability to provide urban municipal servicing to new lands as part of the annexation negotiation and application processes.
- 5.10.4 The Village shall ensure that land subject to annexation is able to be fully serviced by logical, efficient and economical extension of existing urban municipal services and road network.
- 5.10.5 The County shall protect lands identified for annexation from interim development and land uses that could negatively impact logical, orderly, and economical urban expansion.
- 5.10.6 The Village and the County should support each other to jointly apply for provincial and other funding to implement mutually beneficial infrastructure improvements, and to prepare important engineering studies, such as, but not limited to, municipal utility infrastructure condition and capacity, stormwater management, wetland assessment and classification, and preliminary geotechnical assessment.

#### **5.11 Economic Development**

Economic development activities should focus on ensuring that an adequate land base is available for subdivision and development, and is properly planned for through the preparation of joint area structure plans, as described by this IDP.

#### *Policies*

- 5.11.1 The Village and the County should work together to provide an inventory of suitable lands to attract a broad range of business and appropriate non-residential uses.
- 5.11.2 The Village and the County shall prepare joint area structure plans in the Joint Planning Areas identified in Map 7, and consistent with Section 6.6 of this IDP.

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### 6.0 PLAN IMPLEMENTATION

This section discusses how to implement this IDP. It is important to follow through on the implementation tasks of the IDP to solidify the direction set by bylaw through future decision-making, especially as it relates to matters of mutual interest.

A number of discrete implementation tasks are tabulated at the end of this section to give some direction regarding the next steps to take after adoption of the IDP Bylaws by the Councils.

#### 6.1 IDP Committee

The IDP Committee plays a pivotal role in the implementation, review, monitoring and amendment of the IDP Bylaws.

Typical duties of an IDP Committee include:

1. Prepare a Terms of Reference for the IDP Committee and submit the Terms of Reference to the Councils for approval;
2. Review and prioritize implementation tasks of the IDP to make recommendations to the Councils (including more specific timing of mid- to long-term tasks);
3. Clarify the intent and interpretation of the IDP;
4. Serve as a forum for discussion of matters of mutual interest between the Village and the County;
5. As requested by the Councils, initiate or participate in economic development strategies, and act as an advocate for the future growth and development of the IDP;
6. Review and provide comments on applications to amend the IDP;
7. Serve as the Steering Committee for subsequent joint ASPs and other joint planning initiatives at the direction of the Councils; and,
8. Undertake such other matters as are referred to it by either Council.

#### *Policies*

- 6.1.1 The Village and the County shall create an IDP Committee upon adoption of the IDP Bylaws.
- 6.1.2 The IDP Committee shall prepare a Terms of Reference to govern its activities and set minimum requirements for meetings, IDP reviews, and any other matters it deems are related to the implementation of the IDP Bylaws.
- 6.1.3. The IDP Committee shall meet at least once per year, preferably at the

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beginning or the end, to:

1. Receive a summary report from Administrations on land use and development activities in the IDP area for the previous year;
2. Review the Committee's activities for the previous year, and propose any activities and initiatives for the coming year;
3. Recommend any amendments to the IDP to the Councils;
4. Determine whether an IDP review is required, and to what extent;
5. Address any other matters required by the Councils as specified in the Terms of Reference; and,
6. Provide a report that summarizes the results of the meeting, and forwards any recommendations arising out of the meeting to the Councils.

Otherwise, the IDP Committee will meet as outlined in the Terms of Reference.

### **6.2 Statutory Plan Consistency**

Per Section 638 of the MGA, all statutory plans adopted by a municipality must be consistent with each other. It is common that municipal development plans and area structure plans get amended to ensure they are consistent with a newly adopted IDP. Although it is not a requirement of the MGA, land use bylaws, if deemed necessary, can also be amended to be consistent with this IDP.

#### *Policies*

- 6.2.1 The Village and the County should, as necessary, amend their respective municipal development plan and area structure plan bylaws to be consistent with this IDP, per Section 638 of the *Municipal Government Act*.
- 6.2.2 The Village and the County may amend their Land Use Bylaws to be consistent with this IDP.

### **6.3 Discretion and Variance**

From time to time the policies or principles of this IDP may not be appropriate in a specific situation. In these cases, careful use of discretion and variance may be used to address the unique circumstances of a situation while still upholding the intent and integrity of the IDP.

#### *Policies*

- 6.3.1. The Village and the County, in exercising discretion and/or variance with respect

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to any matter or decision relative to this IDP, shall be guided by the following principles when considering a decision:

1. The rationale for deviating from a provision or requirement of this IDP, and the implications thereof, must be clearly understood by those exercising the discretion or variance;
2. The exercise of discretion or variance in deciding an application must be both reasonable and defensible within the letter and spirit of this IDP, as well as generally accepted good planning principles;
3. Discretion and variance shall only be considered if it can be demonstrated that the discretion or variance being considered will, at a minimum, not jeopardize the IDP's goals, objectives or policies, and will, at best, better serve them; and,
4. Any discretion or variance exercised shall be fully documented so that the reasons and rationale for the discretion or variance are accurately recorded and clearly understood.

#### **6.4 Reciprocal Referral Process**

In certain circumstances, the Village and the County will refer subdivision and development applications and bylaw amendments that impact the IDP area to one another for comment prior to making a decision. The following policies outline under which circumstances the municipalities are obligated to send referrals to one another.

##### *Policies*

- 6.4.1 The Village and the County shall commence reciprocal referral practices for all subdivision applications. Referral comments shall form part of a complete application, as defined by the Subdivision and Development Regulation.
- 6.4.2 The Village and the County shall commence reciprocal referral practices for all bylaw amendment applications within the IDP boundary that may impact the implementation of the policies or principles of this IDP.
- 6.4.3 The Village and the County should commence reciprocal referral practices for development applications, in particular for discretionary use applications, within the IDP boundary that may impact the implementation of the policies or principles of this IDP.

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## Intermunicipal Development Plan

### 6.5 Statistics & Monitoring

Justification for annexation will require detailed analysis of need. Therefore, certain land use statistics should be compiled and monitored regularly. Further, regular review of this IDP by the IDP Committee would benefit from analysis of land use and economic development activities.

#### *Policies*

6.5.1 The Village in collaboration with the County should compile and analyze on an annual basis key land use data, such as housing starts, in-fill or redevelopment projects, non-residential developments, subdivision approvals with number/type of lots, and population growth (via municipal census, federal census or assumed rate of growth based on projections). These data sets should be provided to the IDP Committee in advance of its annual meeting to assist in its review of the IDP Bylaws.

### 6.6 Joint Area Structure Plans

The preparation of joint area structure plans should take place in advance of need so they may be done thoughtfully and with regard to good planning principles. The ASPs should contain sufficient detail on servicing and transportation networks to support orderly and efficient development. Supplemental engineering studies may be required to prepare sufficiently detailed ASPs.

#### *Policies*

6.6.1. The Village and the County shall prepare joint area structure plans (ASPs) for the lands identified for joint planning in Map 7 to ensure development readiness, certainty of land use and consistency in development standards. Priority sequence for developing the joint ASPs aligns with the proposed urban expansion staging shown in Map 8, as listed below:

1. Part of NW 19-50-8-W4M (Industrial/Commercial),
2. Part of SW 30-50-8-W4M (Residential), and
3. Part of NE 24-50-9-W4M (Industrial/Commercial).

Sequence, timing and land base of subsequent joint planning activities, including other joint ASPs not identified here, will be governed by need, to be determined in coordination with the IDP Committee, the Village and the County. Reordering of these priorities does not constitute an amendment to this IDP.

## Village of Mannville-County of Minburn No. 27

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### Intermunicipal Development Plan

- 6.6.2 The Village and the County shall require that area structure plans (joint or otherwise) for lands within the IDP boundary are prepared by a Registered Professional Planner (RPP), comply with this IDP; and, are undertaken pursuant to Section 634 of the *Municipal Government Act* and the *General Terms of Reference for the Preparation of a Conceptual Scheme or an Area Structure Plan*, found in Appendix B of this IDP.

### 6.7 Annexation Criteria

This section provides guidance on future annexation activities, and policies to ensure that annexation is undertaken in a justifiable, timely, logical, sustainable, mutually agreeable, and generally acceptable manner.

#### *Policies*

- 6.7.1 The County shall recognize that there may be a periodic need for urban expansion of the Village of Mannville.
- 6.7.2 The Village and the County shall undertake annexation exercises using a positive, orderly, timely and agreed upon process where there is a clear and present need.
- 6.7.3 The Village and the County shall not support annexation of lands south of Highway 16 for the life of the IDP.
- 6.7.4 The Village and the County shall protect lands for annexation from subdivision and land use developments that might unduly interfere with and/or create conflict with future urban expansion.
- 6.7.5 The Village and the County should prefer to avoid large and complex annexations in favour of annexations involving smaller amounts of land occurring on an as-needed basis.
- 6.7.6 The Village and the County shall follow the annexation process as outlined in the *Municipal Government Act*, or its successor, current at the time an annexation application is made.
- 6.7.7 The Village may enter into an agreement to compensate the County for the existing municipal portion of property taxes on a descending scale in the event of annexation where land is not currently serviced by the Village.

## Village of Mannville-County of Minburn No. 27

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### Intermunicipal Development Plan

- 6.7.8 The Village and County shall ensure that any agreement they enter into regarding providing services to land in the County, that the agreement shall also address annexation.
- 6.7.9. The Village and the County shall consider the following in determining the timing, size and location of an annexation area:
1. **Justifiable and mutually agreeable current and future growth rates** - growth rates are defined as the rate at which land is consumed for residential, commercial and industrial purposes normally expressed in acres per year over a minimum 20-30 year time horizon possibly up to a 50 year+ time horizon.
  2. **Availability and cost of servicing** - the physical and economic ability to extend Village services to specific areas within the County should be logical, reasonable and cost effective.
  3. **Adequacy of transportation systems to accommodate new development** - the annexation area should be either serviced with road network or be able to be serviced with a logical extension of existing road networks.
  4. **Land ownership patterns** - the annexation should follow legal boundaries or natural features to avoid creating a fragmented pattern of land ownership.
  5. **Local support** - annexation should, as much as possible, have the support of the landowners involved.
  6. **Consistent with local plans** - the annexation should be consistent with the policies of this IDP, the respective municipal development plans and any area structure plan or other study. Planning for annexations should consider a minimum 20-30 year time horizon possibly up to a 50 year+ time horizon for land needs.
  7. **Logical extension** - the annexation should be a logical expansion of the Village and may include developed areas.
  8. **Agricultural mill rates** - the annexation should not dramatically alter the taxes collected from agricultural lands in the annexation area simply because of annexation. The two municipalities may look at harmonizing their agricultural mill rates, as appropriate.
  9. **Any other matters** that both Councils consider necessary.

# Village of Mannville-County of Minburn No. 27

## Intermunicipal Development Plan

### 6.8 Implementation Tasks

The following Table 3 lists proposed implementation tasks for action following the adoption of the IDP Bylaws. Tasks may be reviewed and amended by the IDP Committee on an annual basis. Minor adjustments to Table 3 would not require an IDP amendment.

**Table 3. IDP Implementation Tasks**

IDP SECTION	TASK	TIMEFRAME	RESPONSIBILITY
3.6	Assess implications of 300 m limiting distance and existing residences	immediate	Village & County
3.6	Assess urban utility infrastructure capacity and condition	ongoing	Village
3.6	Monitor Highways 16/881 interchange timing	long term	joint
3.8, 5.10, 6.5, 6.7	Compile and analyze key statistics to support land absorption analysis	ongoing	Village
5.6, 6.6	Prepare joint ASPs	mid to long terms	joint
5.7	Consider cash-in-lieu fund	mid term	joint
6.1	Establish IDP Committee and Terms of Reference	immediate	joint
6.2	Amend stat documents to be consistent	immediate	Village
6.3	Reciprocal referral process	immediate	joint

## Intermunicipal Development Plan

### 7.0 PLAN ADMINISTRATION

This section outlines how the IDP Bylaws should be administered by each municipality.

#### 7.1 Review, Amendment & Repeal

The IDP requires regular review to ensure it aligns with the evolving needs of the Village and the County. If through a review process it is found that particular policies or principles are no longer required or should be augmented, or that new policies and principles are needed, then the Bylaws can be amended as provided for in the *Municipal Government Act*.

In rare cases, repeal may be requested by one or both parties. Every effort should be made to resolve the issue(s) that led to the repeal request first, referencing Section 7.2 below as necessary. If after every effort to resolve the conflict(s) has been exhausted, the parties may agree to repeal the IDP Bylaws.

#### *Policies*

##### Review & Amendment

- 7.1.1 The IDP Committee and the Councils shall review the IDP Bylaws regularly, with a formal, major review being done every five years.
- 7.1.2 The IDP Committee shall review, assess and bring requests for IDP amendments to the Councils as they arise.
- 7.1.3 The Councils may amend the IDP from time to time, and shall do so in accordance with the *Municipal Government Act*.

##### Repeal

- 7.1.4 The municipality initiating the repeal shall provide written notice to the other municipality of its intent to repeal the IDP Bylaw, including the reasons why.
- 7.1.5 The two Councils shall meet within 60 days of receipt of the notice to repeal to discuss the reasons for the repeal, and attempt to resolve the issues to mutual satisfaction. Use of a mediator may be required if the two Councils cannot find consensus on the issues.
- 7.1.6 The initiating municipality may withdraw its notice of repeal In the event that consensus on the issue resolution is reached, with or without mediation.
- 7.1.7 The Village and the County Councils shall agree to each pass a bylaw to repeal

### Intermunicipal Development Plan

the IDP Bylaws in the event that consensus cannot be reached despite formal mediation.

- 7.1.8 The Village and the County shall amend their respective Municipal Development Plans, as necessary, to ensure that intermunicipal issues continue to be adequately addressed pursuant to the requirements of the *Municipal Government Act* in the event that the IDP Bylaws are repealed.

### 7.2 Dispute Resolution

A principle of dispute/conflict resolution is consideration of the rights of landowners who may be the object of an intermunicipal dispute. Thus, throughout the various processes and procedures outlined below, it is important that both municipalities, as well as all parties engaged to resolve intermunicipal disputes, are mindful of and respect the rights of the private interests involved.

A dispute is hereby defined as any statutory plan or land use bylaw or amendment thereto which is given first reading by a Council, which the other Council deems to be 'inconsistent with the goals, objectives and policies of this IDP'. Disputes can only be initiated by the Council of either the Village or County. A dispute is limited to decisions on the above because it is agreed that decisions on subdivisions and development permits will be made in accordance with existing, approved statutory plans and land use bylaws that are consistent with this IDP. Further, all appeals of subdivisions and development permits will be made by the respective municipalities or the Municipal Government Board where appropriate, but with review by the IDP Committee.

Disputes may be addressed and may be resolved through any of the following mechanisms either singularly or in combination with each other:

1. Administrative Review
2. IDP Committee
3. Municipal Councils
4. Mediation
5. Municipal Government Board Appeal Process
6. Courts

In the event of a dispute, the municipality being disputed will not grant approval (i.e.: consider second and third readings) to the statutory plan, land use bylaw or amendment thereto, until the dispute is past the mediation stage. The time limitations and legislative requirements as may be specified from time to time in the *Municipal Government Act* will be respected in relation to the administration of this dispute

# Village of Mannville-County of Minburn No. 27

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## Intermunicipal Development Plan

resolution procedure.

### *Policies*

7.2.1 The Village and the County shall follow the dispute resolution process outlined below:

#### Administrative Review

1. The applicant municipality (ie. the approving authority) shall provide complete information concerning the disputed matter. The responding municipality (ie. the neighbouring municipality) shall undertake an evaluation of the matter and provide comments to the administration of the applicant municipality.
2. The two Administrations shall meet to discuss the issue and attempt to resolve the matter.
3. If the Administrations resolve the issue, the responding municipality will formally notify the applicant municipality and withdraw the dispute notification and the applicant municipality will take the appropriate actions to address the disputed matter.
4. In the event that the dispute cannot be resolved at the administrative level, either Administration can refer the matter to the IDP Committee.

#### IDP Committee

1. Upon the referral of a dispute, the IDP Committee will schedule a meeting and the Administrations of the County and Village will present their positions on the matter to the IDP Committee.
2. After considering the dispute, the IDP Committee may, in the event that a proposal in relation to the dispute is referred to it, schedule an IDP Committee meeting and the Administrations of both municipalities will present their positions on the proposal.
3. After consideration of a proposal, the IDP Committee may:
  - a. provide suggestions back to both Administrations with revisions to the proposal making it more acceptable to both municipalities;
  - b. if possible, agree on a consensus position of the IDP 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 IDP Committee will not be presented to both Councils.

## Village of Mannville-County of Minburn No. 27

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### Intermunicipal Development Plan

4. If agreed to by both municipalities, a facilitator may be employed to help the IDP Committee work toward a consensus position.
5. If a proposal cannot be satisfactorily processed following a IDP Committee review, then that proposal will be referred to both Councils.

#### Municipal Councils

1. After receiving the recommendations of the IDP Committee with respect to a particular proposal, each Council will establish a position on the proposal.
2. If both municipal Councils support a proposal, then the approval and/or bylaw amendment processes can be completed. If neither Council supports the proposal, then no further return will be required.
3. If both Councils cannot agree on a proposal, then the matter may be referred to a mediation process.
4. In the event that the two municipalities resort to mediation, the applicant municipality will not give approval in the form of second and third readings to appropriate bylaws until mediation has been pursued and concluded.

#### Mediation

1. 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.
2. If agreed to by both municipalities, any members of the IDP 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.

## Village of Mannville-County of Minburn No. 27

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### Intermunicipal Development Plan

3. All participants in the mediation process will be required to keep details of the mediation confidential until the conclusion of the mediation.
4. At the conclusion of the mediation, the mediator will submit a mediator's report to both Councils.
5. 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 until formally approved by both Councils.
6. If no mediated agreement can be reached or if both Councils do not approve a mediated agreement, then the appeal process may be initiated.

#### MGB Appeal Process

1. 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).
2. If the applicant 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 *Municipal Government Act*.
3. 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 applicant municipality within thirty (30) days of the passage of the disputed bylaw.

#### Courts

1. The process for review of a municipal dispute is defined by Provincial Legislation.

### **7.3 Enactment**

The provisions of this IDP come into force once the Village and the County give third reading the respective adopting bylaws in accordance with Section 692 of the *Municipal Government Act*.

## Appendix A – Maps

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(forming part of this bylaw)

Map 1 – Regional Context

Map 2 – IDP Boundary

Map 3 – Opportunities & Constrains

Map 4 – Servicing and Infrastructure

Map 5 – Transportation

Map 6 – Existing Land Use

Map 7 – Future Land Use & Joint Planning Areas

Map 8 – Urban Expansion Staging



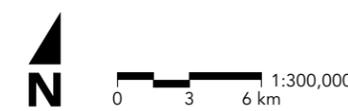
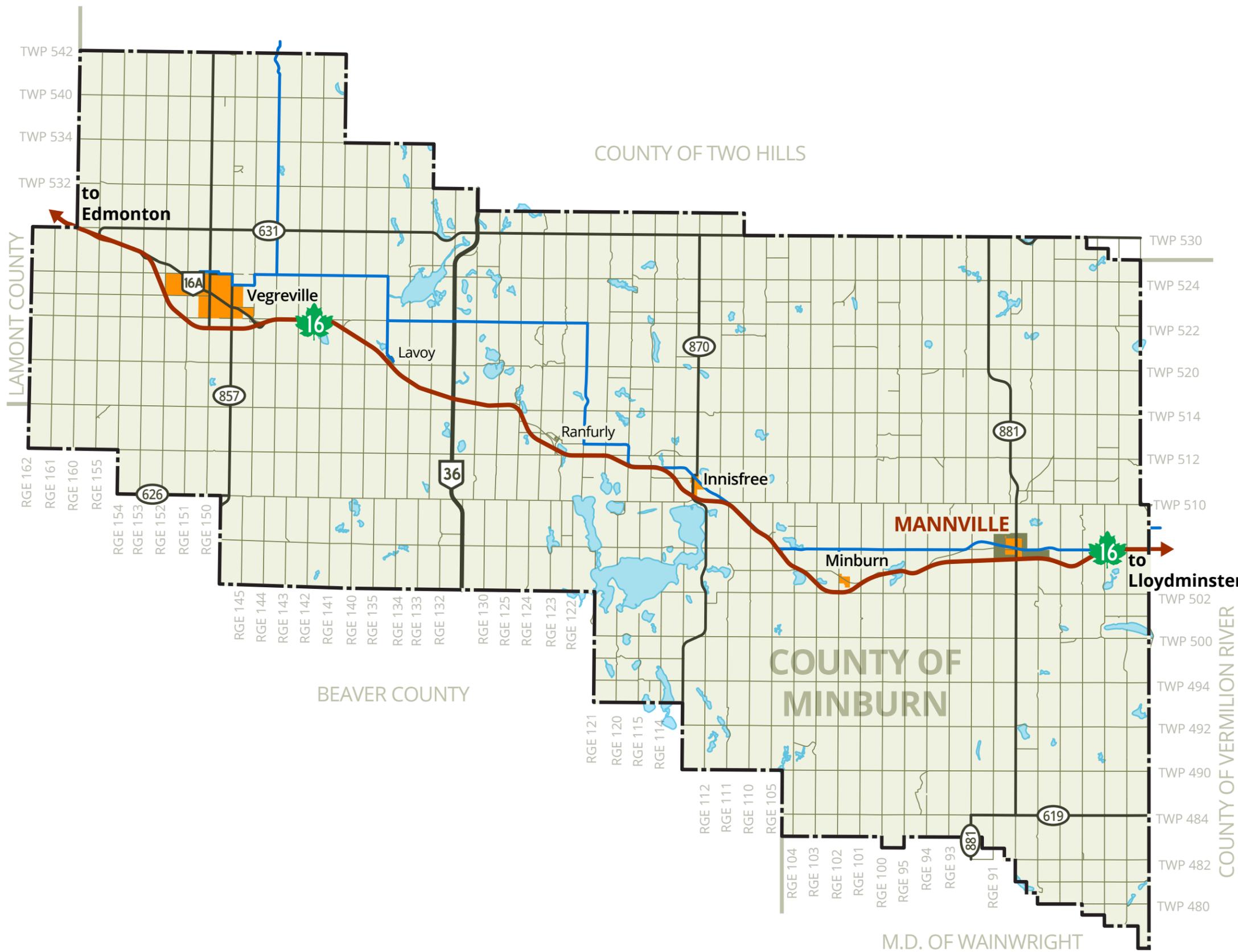
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VILLAGE OF MANNVILLE

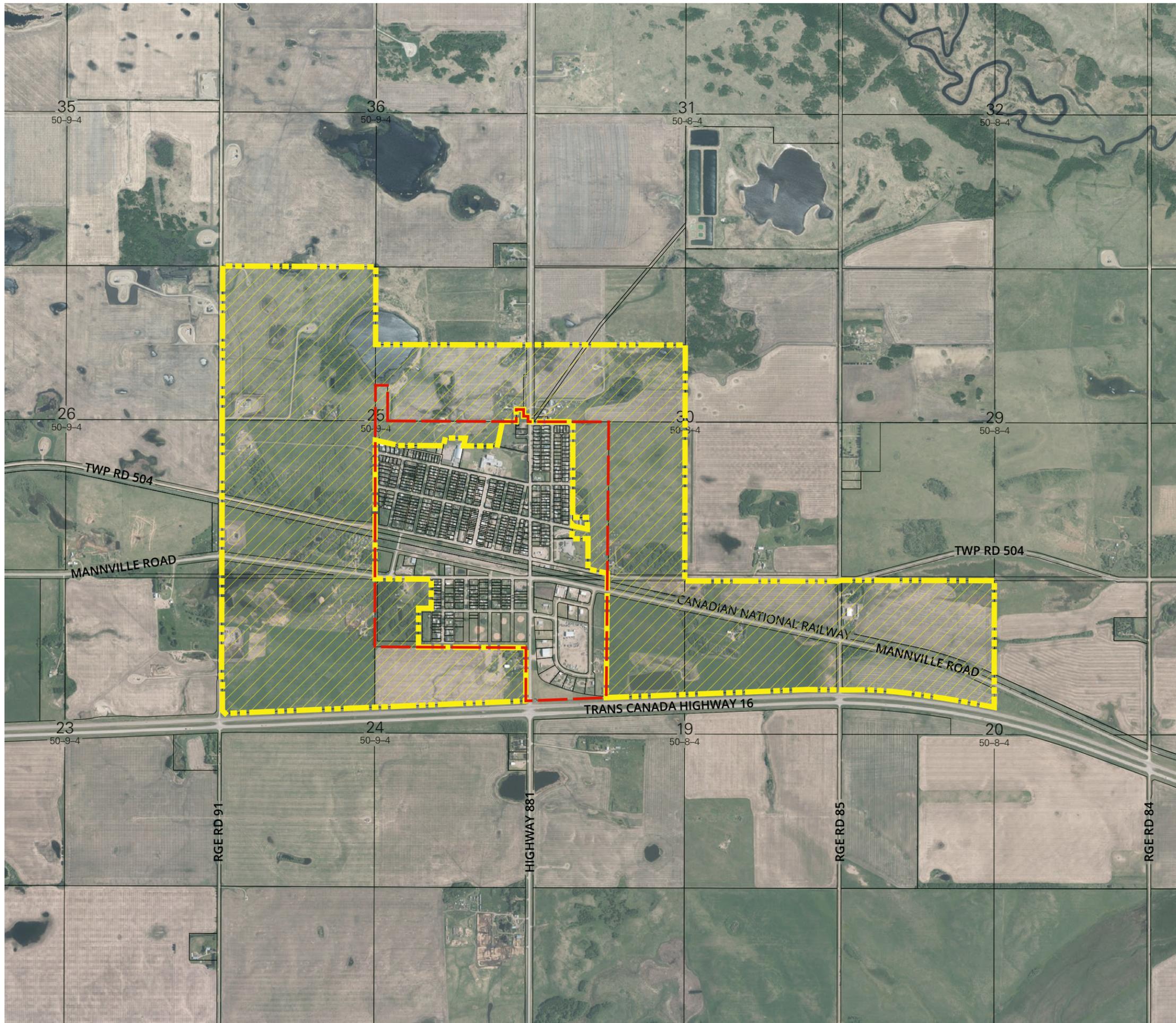
## INTERMUNICIPAL DEVELOPMENT PLAN

### Map 1 Regional Context

#### Legend

-  County of Minburn
-  Plan Area
-  Trans Canada Highway 16
-  Provincial Highway
-  Government Road Allowance
-  Alberta Central East (ACE) Regional Water Pipeline Alignment





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## INTERMUNICIPAL DEVELOPMENT PLAN

### Map 2 IDP Boundary

#### Legend

- - - IDP Boundary
- - - Village of Mannville Boundary

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COUNTY OF MINBURN /  
VILLAGE OF MANNVILLE

# INTERMUNICIPAL DEVELOPMENT PLAN

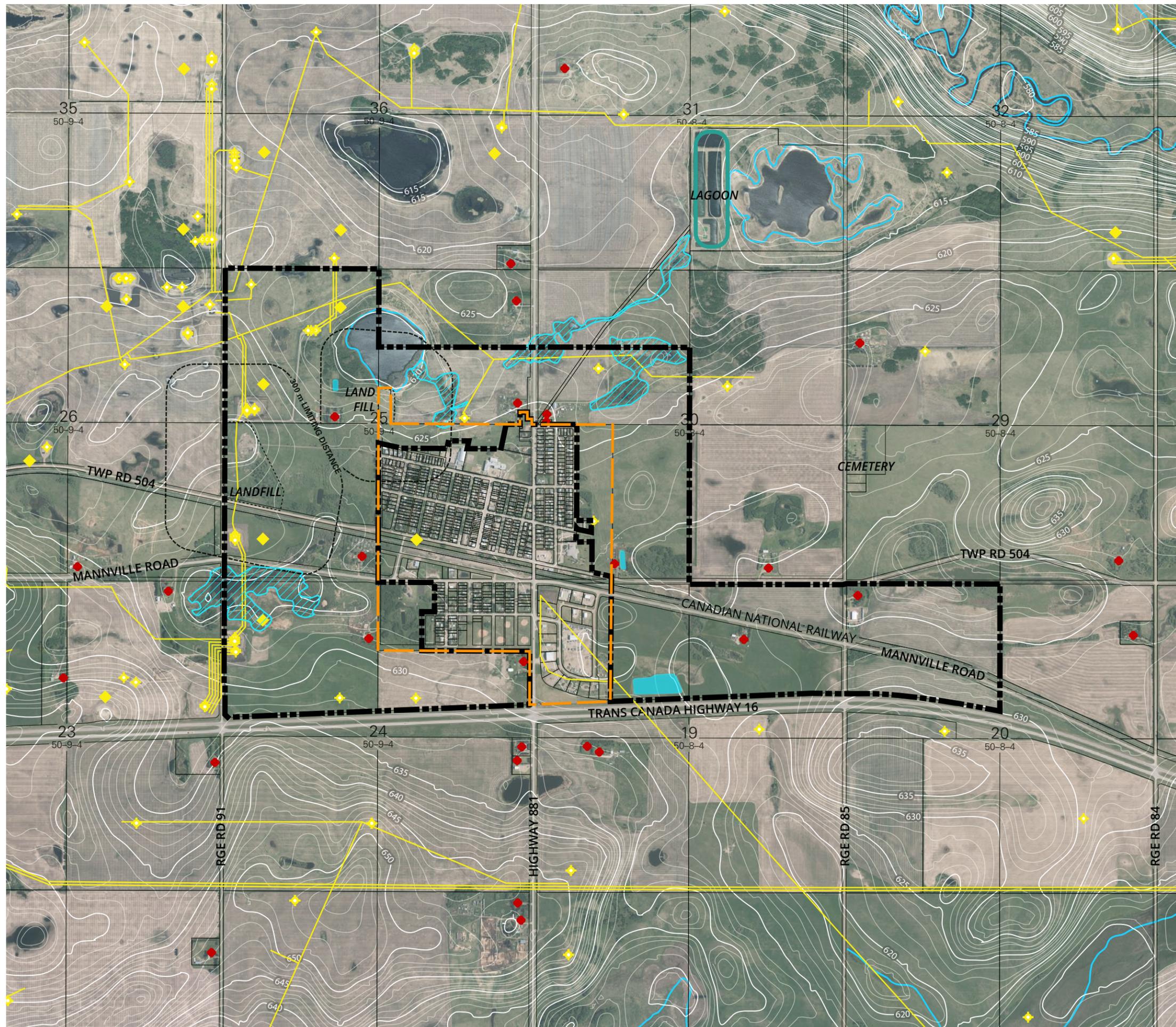
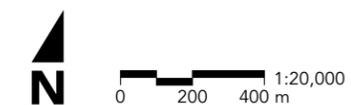
## Map 3 Opportunities & Constraints

### Legend

- IDP Boundary
- Village of Mannville Boundary
- 300 m Landfill Limiting Distance
- Residences
- Low-Lying Land/Wet Area
- Dugout
- Oil & Gas Pipeline
- Oil & Gas Well
- Oil & Gas Facility

Airphoto: 2013

1.0 m contours derived from Natural Resources  
Canada - Canadian Digital Elevation Model (CDEM).





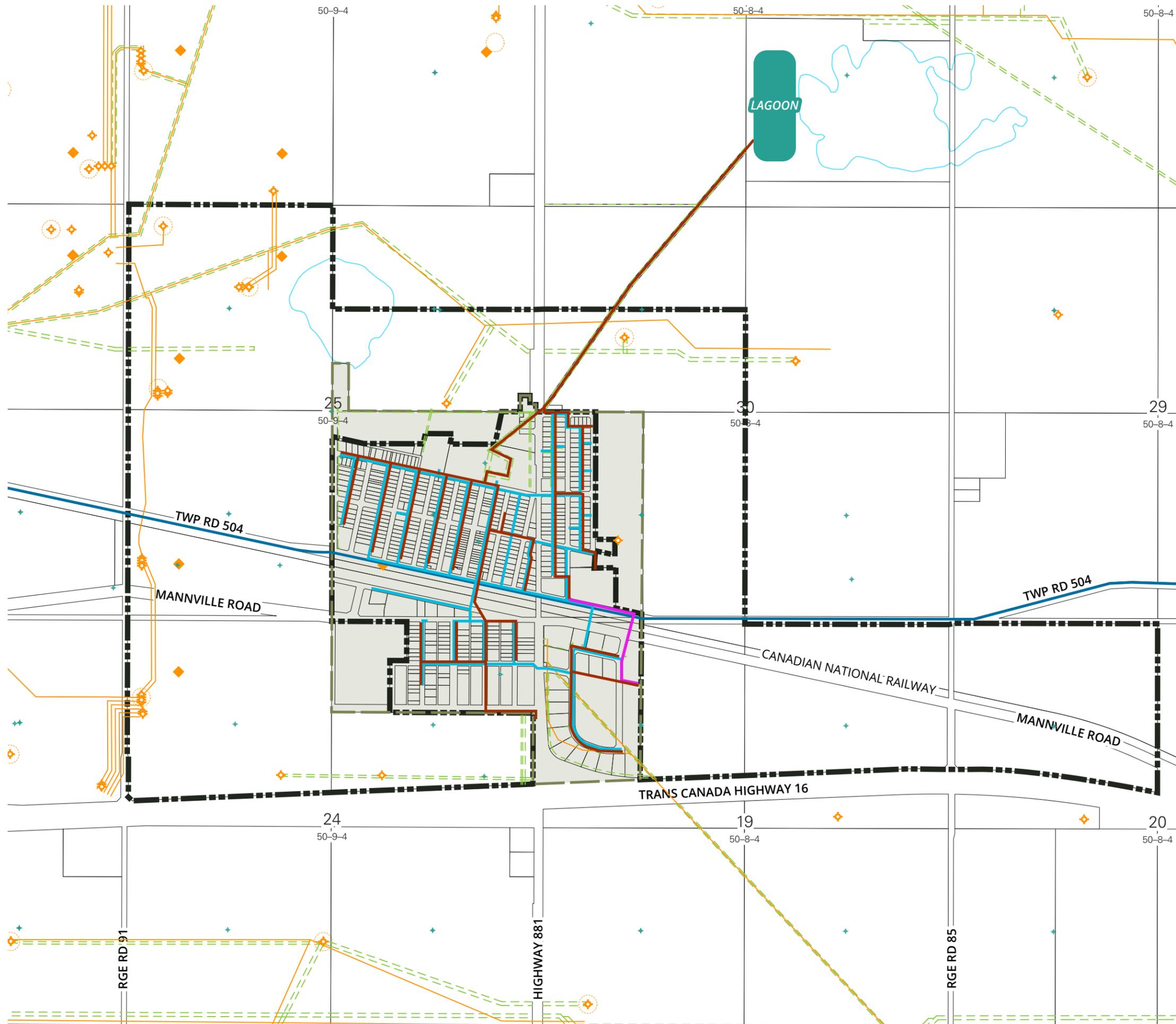
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# INTERMUNICIPAL DEVELOPMENT PLAN

## Map 4 Servicing & Infrastructure

### Legend

- IDP Boundary
- Village of Mannville Boundary
- Oil & Gas Pipeline
- Oil & Gas Well
- Well Setback
- Oil & Gas Facility
- Water Well
- Regional Water Pipeline
- Watermain
- Sanitary Sewer
- Force Main
- Right-of-Way



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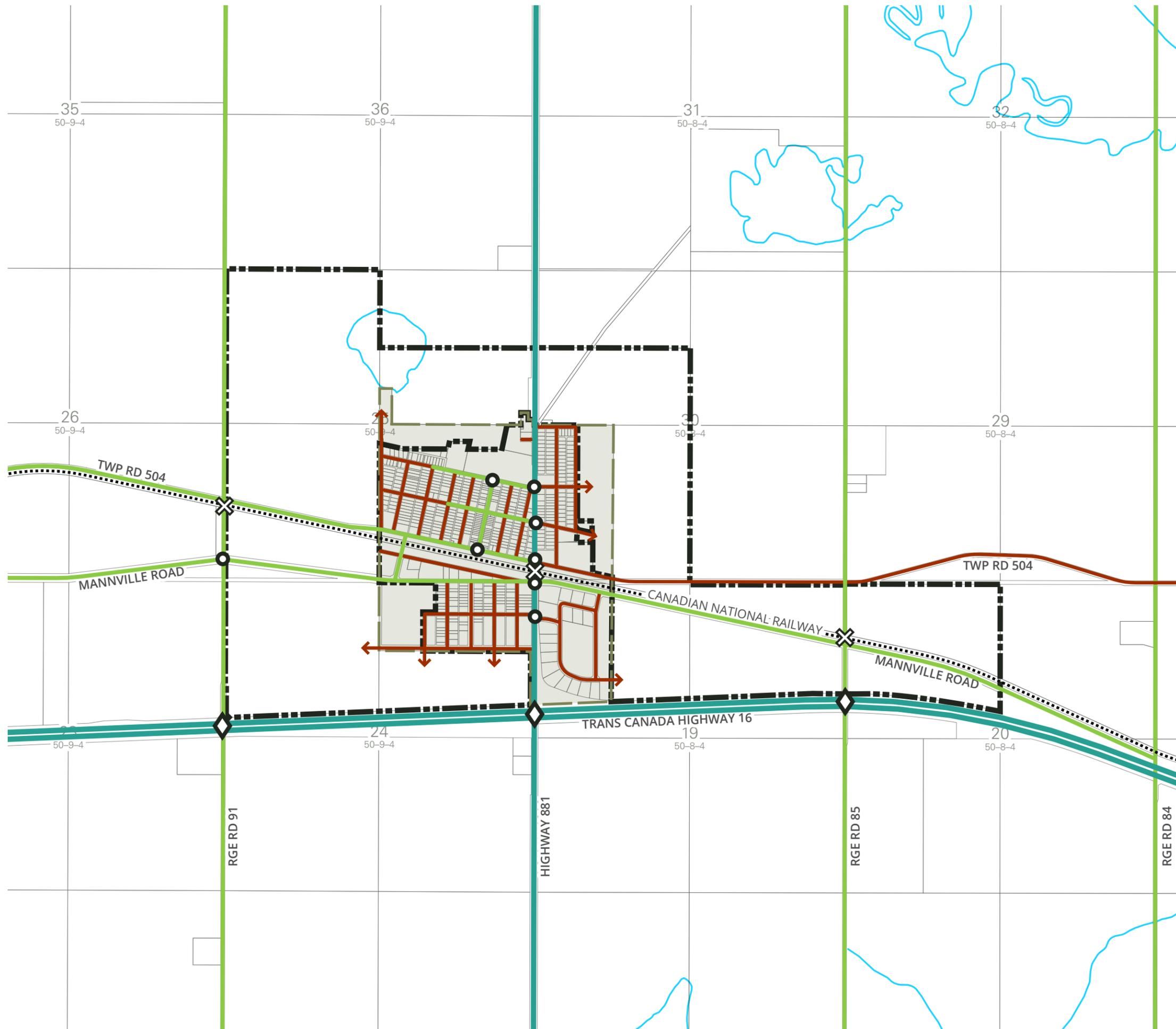
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## INTERMUNICIPAL DEVELOPMENT PLAN

### Map 5 Transportation

#### Legend

-  IDP Boundary
-  Village of Mannville Boundary
-  Arterial Roadway
-  Collector/Rural Roadway
-  Local Road
-  Canadian National Railway
-  Major Intersection
-  Primary Intersection
-  CNR Crossing



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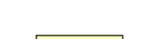
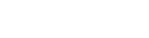


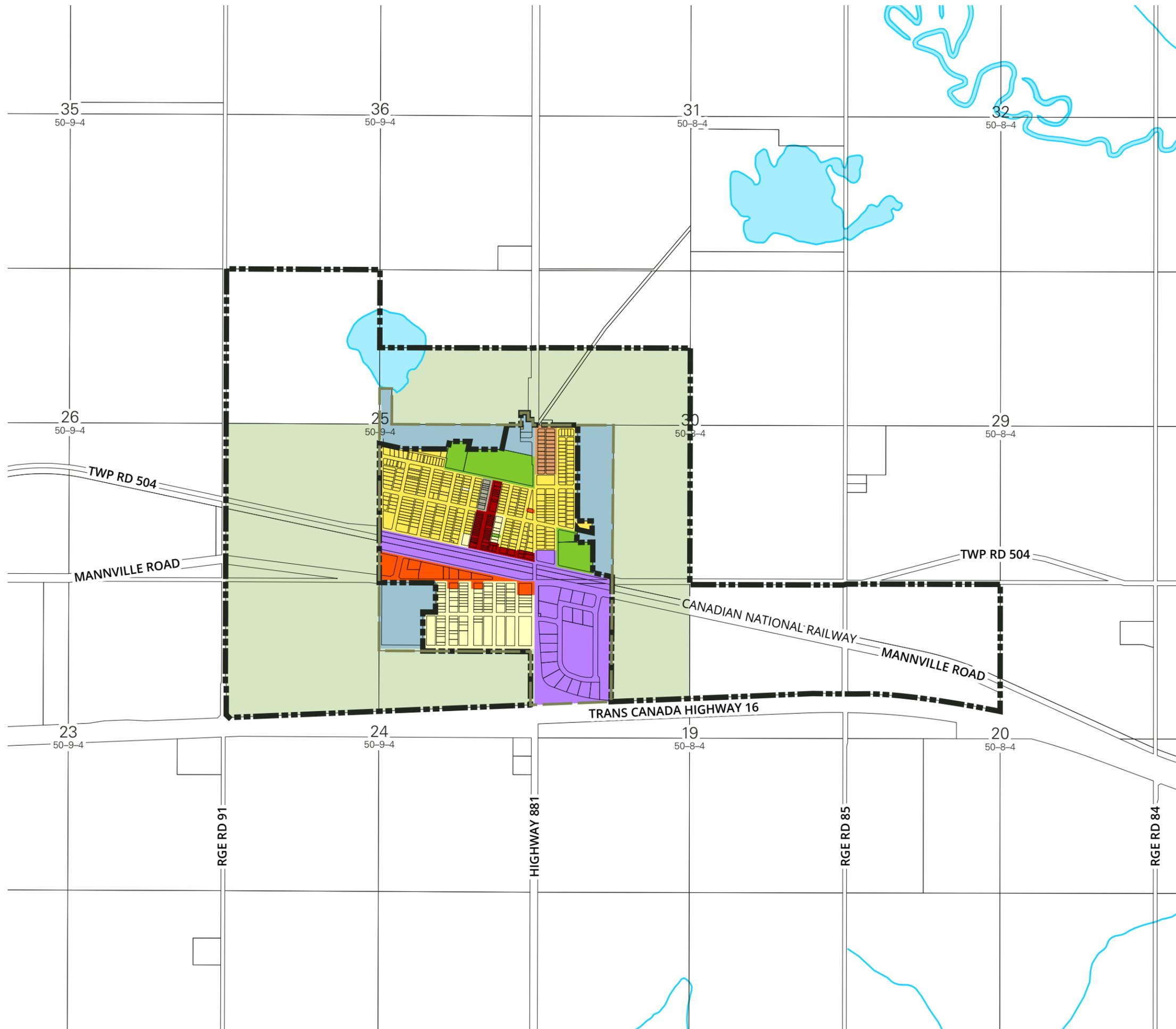
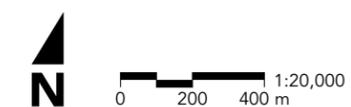
COUNTY OF MINBURN /  
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# INTERMUNICIPAL DEVELOPMENT PLAN

## Map 6 Existing Land Use

### Legend

-  IDP Boundary
-  Village of Mannville Boundary
-  C1 Central Business District Commercial
-  C2 Regional Commercial
-  IB1 Industrial Business Park
-  P1 Public Service
-  R1 Residential Low Density Single Dwelling
-  R2 Residential Low Density Two Dwelling
-  RMH Residential Mobile Home Park
-  UH Urban Holding
-  DC Direct Control (Village)
-  DC Direct Control (County)
-  A Agricultural





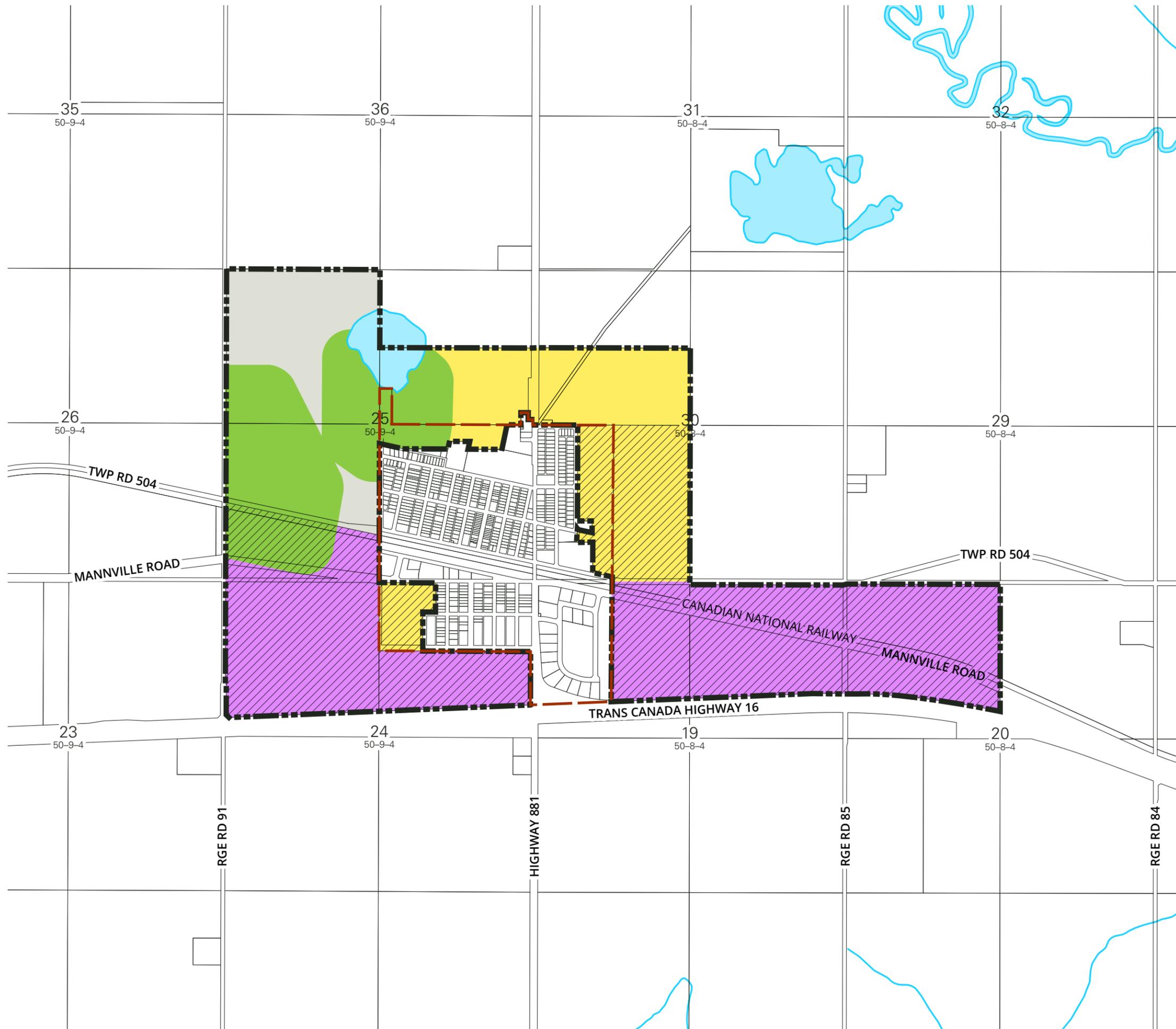
COUNTY OF MINBURN /  
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## INTERMUNICIPAL DEVELOPMENT PLAN

### Map 7 Future Land Use & Joint Planning Areas

#### Legend

- IDP Boundary
- Village of Mannville Boundary
- Agricultural
- Future Residential
- Future Industrial/Commercial
- Future Parks & Recreation
- Joint Planning Areas



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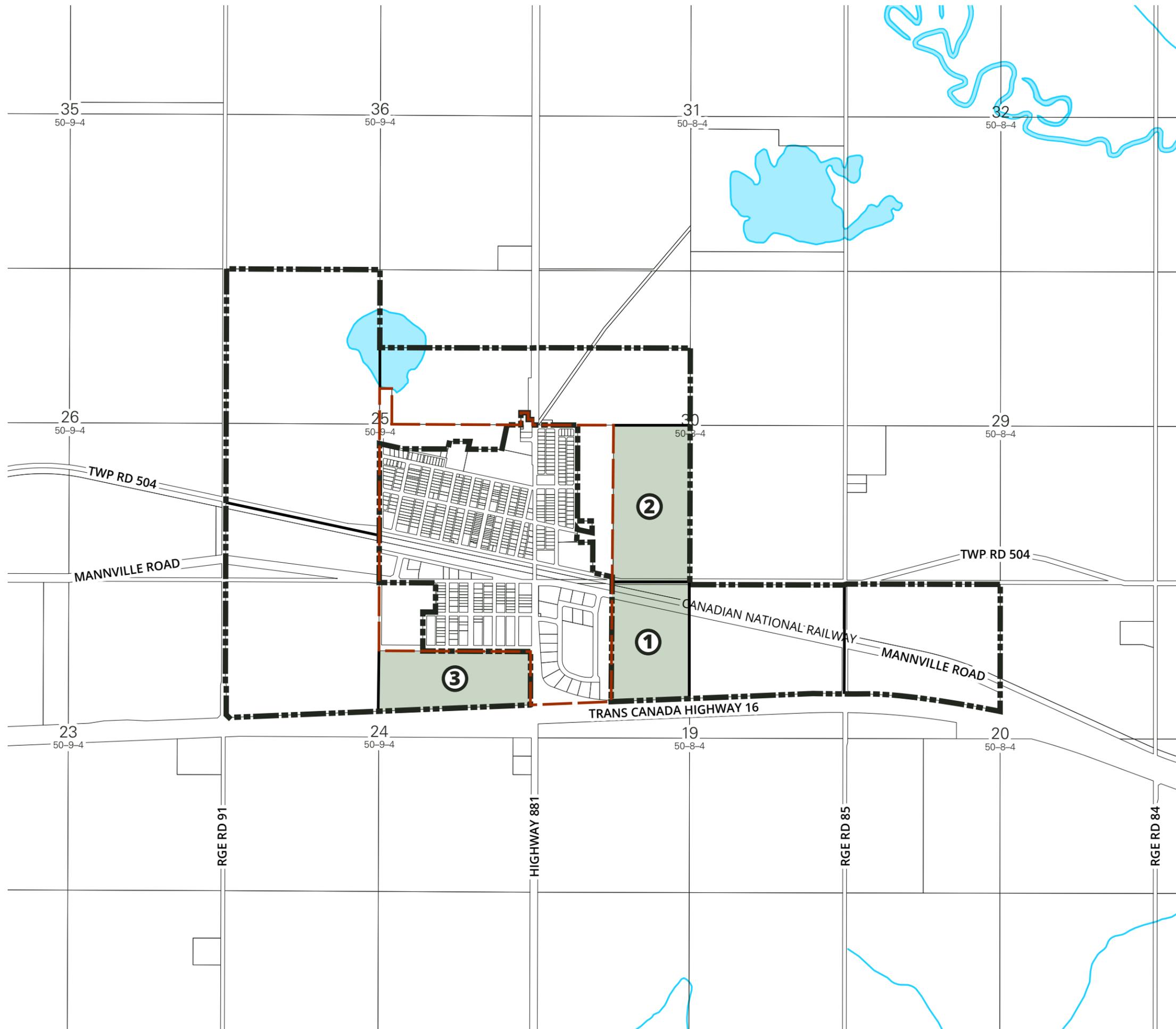
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## INTERMUNICIPAL DEVELOPMENT PLAN

Map 8  
**Urban Expansion Staging**  
Planning Horizon 30 — 50 Years

### Legend

-  IDP Boundary
-  Village of Mannville Boundary
-  Expansion Staging



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## **Appendix B** – General Terms of Reference for the Preparation of a Conceptual Scheme or Area Structure Plan

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(not forming part of this bylaw)

# GENERIC TERMS OF REFERENCE FOR THE PREPARATION OF A CONCEPTUAL SCHEME OR AN AREA STRUCTURE PLAN

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## 1) Introduction

These generic terms of reference are intended to give general guidance only to development proponents and the Council/Administration in the preparation of a conceptual scheme (CS) or an area structure plan (ASP). It should be noted that the planning and development process is complex and that particular circumstances may warrant the requirement by Council/Administration of information or assurances not discussed here. Since each CS or ASP is different and can have issues and variables unique to that particular CS or ASP, it is often wise to have the CS or ASP guided by specifically tailored terms of reference, beyond these generic ones.

**Note:** where a CS or ASP is required in support of a land use, subdivision and/or development application, the Municipality will not accept the application as complete unless it is supported by the required CS or ASP. Furthermore, the Municipality will not accept a CS or ASP in support of an application unless it is prepared by a professional planner. For the purposes of these terms of reference, a professional planner, in the case of Alberta, is a person lawfully entitled to the designation “Registered Professional Planner” (RPP).

## 2) General

The ASP, as provided for under Sections 633 and 636-638 of the *Municipal Government Act* (MGA), is intended to describe how an area of land under a single owner or multiple-ownership can be used, subdivided and developed in a coordinated way. It is a means of ensuring that the Intermunicipal Development Plan (IDP) and Municipal Development Plan (MDP) are adhered to, that development by one owner does not unnecessarily restrict the options of another, and that development occurs in a way that is safe, efficient, and aesthetically pleasing. The CS, which is similar in purpose and intent to the ASP, is provided for under Section 4(5)(e) of the MGA Subdivision and Development Regulation and is defined in the MGA under Section 653(4.4(b)).

By minimizing the delays caused by the need to coordinate developments on an individual, application-by-application basis, an approved CS or ASP can set the stage for the quick approval of an MDP or Land Use Bylaw (LUB) amendment as well as subdivision and development proposals which conform to its provisions.

### **3) CS/ASP Boundary**

The CS or ASP area is usually defined by prominent boundaries, which will minimize the effects of one area of development on another. These might be roads, natural features, existing uses or servicing boundaries. In the absence of such tangible boundaries, property lines may be used.

### **4) Land Use and Density**

The CS or ASP must show the proposed land uses within the CS or ASP area. The density of development may be indicated by showing tentative lot lines in a CS or ASP covering a small area. In a CS or ASP dealing with larger area, it may be sufficient to show proposed density ranges within sub-areas of the CS or ASP. In addition, the CS or ASP needs to identify all of the existing land uses within and surrounding the CS or ASP area and must address how any conflicts between existing and proposed uses can be avoided and/or mitigated.

### **5) Site Suitability**

One of the primary purposes of a CS or ASP is to demonstrate that the lands in question are suitable for the proposed uses, subdivision and development. A suitable building site needs to be proven for each proposed use, subdivision and development.

Note that in determining site suitability as it relates to on-site sewage treatment, the rural Municipality may refer to and utilize the *Model Process Reference Document* to guide their consideration of proposed subdivisions using private sewage treatment systems.

Geotechnical information may also be required if the Municipality has reason to believe that the land that is proposed to be subdivided may have significant

physical limitations to development or if the proposed use of the land creates unusual circumstances that require additional consideration.

Note that some, or all, of this information may not be required if the land being subdivided is serviced or to be serviced with piped municipal water and sewer systems.

## **6) Hazard Lands and Development Constraints**

The CS or ASP shall show that all proposed subdivision and development is safe from hazards and development constraints. To this end, the CS or ASP shall identify all lands that are subject to flooding, subsidence, steep slopes, the presence of sour gas or other transmission hazards or are otherwise hazardous or constrained as far as development is concerned. Furthermore, the CS or ASP shall indicate proposed methods and mechanisms to eliminate or mitigate the effects of these development constraints including the submission by qualified professionals of any required reports or supporting materials.

## **7) Traffic Circulation/Access Management**

The CS or ASP must show the proposed internal roads intended to directly serve individual lots and how the internal roads will connect with the overall transportation system of the Municipality. Where the staging of development requires interim access to be provided, this shall be described in the CS or ASP.

In the case of applications adjacent to highways, working closely with Alberta Transportation (AT) is critical to ensure they are on side with what is being proposed in terms of access to their facilities both in the interim and over the long term. Those preparing a CS or ASP adjacent to a highway are strongly encouraged to contact AT directly at the outset to determine exactly what they will need addressed as part of the CS or ASP process in order to secure their approval. Getting approval from AT (ideally, securing their signature on the document) goes a long way to smoothing out subsequent land use, subdivision and development permit applications made pursuant to and in accordance with the CS or ASP.

In support of an application for subdivision, development or redistricting, or as part of a CS or ASP accompanying such an application, the Municipality and/or

Alberta Transportation may require that a traffic impact assessment (TIA) be prepared in accordance with the Municipality's and/or Alberta Transportation's requirements. The developer/applicant/proponent shall bear the responsibility and the costs of preparing the TIA as well as any undertakings and improvements specified in the TIA.

#### **8) Servicing**

The CS or ASP should deal conceptually with ultimate proposed utility servicing and any interim servicing. This includes potable water, sewage disposal, storm water drainage and water systems for fire suppression, as required. Power, gas, and telephone, etc. are usually assumed to be available, but the CS or ASP should identify and if possible resolve any potential difficulties or complications. A detailed design of servicing systems is not required, but the CS or ASP should be clear in demonstrating that adequate servicing is feasible and available.

#### **9) Staging**

Where a CS or ASP covers a large area, a complex development or involves a number of separate ownerships, it is often necessary to demonstrate the way in which subdivision and/or development will take place over time. Interim provisions may be necessary with respect to servicing and access and the effects of the development of one stage on another must be resolved.

#### **10) Community Services**

The CS or ASP should indicate the means by which the development will be provided with such community services as schools, recreation, policing, and, in particular, fire protection. This is not necessarily restricted to the provision of land for such facilities, but may also involve assurances that the agencies responsible for such services have the capacity to provide them.

#### **11) Reserve Lands for Parks and Schools & Environmental Reserve**

The MGA provides that whenever a subdivision takes place, the owner may be required to provide to the municipality up to 10% of the land as reserve for the purposes of park, tot lots, school sites, and so forth. If reserve land is to be taken, it is important that the CS or ASP indicate the size, location and configuration of

the lot(s) to be dedicated. It is especially important that the above requirements be determined in consultation with local school authority where these lands are for school purposes.

In accordance with the MGA, the Municipality will also require that land which is adjacent to a natural drainage course, subject to flooding, steeply sloped, a wetland and so forth be dedicated as environmental reserve either in the form of a lot or an easement.

A biophysical assessment prepared by a qualified professional and which identifies areas of environmental and municipal reserve would be required as part of an application for a CS or ASP. Consultation with Alberta Environment can also be undertaken in order to help determine any environmental concerns and to assist in identify those areas to be dedicated as reserves.

## **12) Graphics**

The land use (and other) maps provided with the text of a proposed CS or ASP are especially important because they make clear to Council/Administration and other users of the CS or ASP the character of the proposed development. At the very minimum, basic mapping requirements are as follows:

- general location within the Municipality/surrounding area;
- relationship of the CS or ASP area to the IDP/MDP/LUB;
- existing property lines and ownership;
- existing natural or man-made physical features which may constrain development including areas of environmental and municipal reserve;
- proposed land uses and densities specified in as much detail as possible;
- internal road/lot layout;
- existing servicing and proposed servicing concept(s) re: water, sewage treatment/disposal and stormwater management;
- staging of development with interim provisions noted, and,
- a recommended zoning scheme (highly recommended but optional).

Additional mapping may be required depending on the issues that arise and/or need to be addressed in the CS or ASP. The required maps must be clear and at a scale which is appropriate to their purpose. The information outlined above

can be combined, resulting in fewer maps, provided this does not result in an unacceptable reduction in legibility.

### **13) Implementation**

An ASP must be adopted by bylaw following the process/requirements spelled out in the MGA under Sections 692, 636, 606 and 230. In accordance with Section 638 of the Act, an ASP must be consistent with the IDP and MDP and any other statutory plan in effect. The CS can be adopted by a resolution of Council or by bylaw as determined by Council. Since the CS is not a statutory plan, it is not required by statute to be consistent with all other statutory plans; however, given that a CS and ASP are very similar in intent and purpose, the Municipality would ensure that any CS is consistent with any statutory plan in effect.

The agreement of all the owners within or adjacent to the CS or ASP area is not legally necessary for the adopting (or amending) bylaw/resolution to be passed. The implementation of a CS or ASP may also require cooperation between owners in terms of land trades, temporary rights-of-way across one another's land, and/or joint subdivision applications.

Specific approvals must still be obtained with respect to any required MDP and LUB amendments, subdivision, development agreements and development approval. These can be pursued after the CS or ASP has been approved or can be applied for at the same time as the CS or ASP approval if subdivision and/or development are imminent. It should be made clear, however, that all subsequent processes depend on the approval of what must precede (i.e.: the CS or ASP).

### **14) Process**

The following is a general process for the submission and consideration by the Municipality of a CS or ASP proposal. The steps indicated may be modified as required by specific circumstances affecting a particular CS or ASP proposal.

[Note that the following process does not at all preclude informal public open houses/meetings held by the developer or by the Municipality; in fact, they may be encouraged and/or required.]

A. The owner/developer shall be responsible for costs incurred for:

- i. any plan, report, analysis, study, etc. required by the Municipality.
- ii. all reasonable legal fees and disbursements incurred by the Municipality in the negotiation, preparation and execution of any required agreement(s) and all reasonable legal fees and disbursements, engineering fees, planning fees and any other consulting fees incurred by the Municipality in the preparation, performance and enforcement of the terms and conditions of an agreement;
- iii. all costs and expenses reasonably incurred by the Municipality in testing any work performed or material supplied by the Developer pursuant to an agreement;
- iv. cost of all work and materials required for the work repaired or re-done by reason of orders and directions of the Municipality;
- v. additional costs incurred by reason of the Municipality requiring additional workers, machinery and equipment;
- vi. all costs and charges incurred by the Municipality for the work to be performed and carried out by the Municipality and its staff pursuant to an agreement along with the reasonable charges by the Municipality for the time spent by the Municipality in performing the obligations to be performed or carried out by the Municipality under an agreement.

B. Prior to making any submissions to the Municipality, the proponent should contact as many of the owners as possible who would be affected by the CS or ASP to discuss their potential involvement in the planning process. Responsibilities for the costs of CS or ASP preparation, arrangements for group decision-making and identification of an individual representative for the group should be resolved as early as possible in the process.

C. If the development is large enough, a brief and general proposal to undertake the preparation of a CS or ASP ought be submitted to and approved by the Municipality prior to commencement of work on the full-blown CS or ASP proposal. The submission should deal with proposed CS or ASP boundaries, the general availability of services, the relationship of the proposed development to the IDP and MDP, and the potential for resolution of any specific difficulties which can be identified at such an early stage in

the process. It should also be made clear exactly who is making the proposal and who their representative is to be.

- D. The proponent should gather the information required for the CS or ASP by contacting the appropriate municipal and other agencies. In all cases, the CS or ASP needs to be prepared by a qualified, professional planner with assistance from qualified, professional engineers and other specialists as required. This is very important.
- E. Once a Draft CS or ASP has been prepared, the proponent should submit a number of copies (text and drawings) to the Municipality as well as the Municipality's planning consultants for an initial review. If required, the Draft CS or ASP may need to be referred to the Municipality's engineering consultants for review as well. Sufficient copies should be submitted so that all internal staff and any external resources reviewing the Draft CS or ASP have a copy. The cost for this review shall be borne by the developer.
- F. After this initial Municipal review, the Municipality and/or the Municipality's planning/engineering consultants will inform the proponents' planning consultant in writing of any initial concerns or requirements for additional information. A revised Draft CS or ASP or additional information is then submitted as required.
- G. The Municipality then circulates the Draft CS or ASP (as revised) to various affected agencies for their comments (e.g. School District(s), Health Authority, Alberta Environment, Alberta Transportation, an adjacent municipality if applicable, etc.).
- H. Once the circulation to external agencies is complete, Municipal staff and/or the Municipality's planning/engineering consultants issue a written consolidated response (including copies of letters received from respondents, if appropriate) to the proponents' representative.
- I. A meeting is held between Municipal staff, the Municipality's planning and engineering consultants, and the proponents' representatives (and others as required) to resolve any outstanding issues. More than one meeting may be required if outstanding issues are difficult to resolve.

- J. Once the proponent is satisfied that the Draft CS or ASP has the support of the Municipal staff, their consultants and other affected parties, the proponent prepares a final Draft CS or ASP reflecting any changes agreed upon and submits a sufficient number of copies to the Municipality for Council's consideration. Note that the proponent may submit a final Draft CS or ASP for Council's consideration without the full support of the staff, their consultants and/or responding agencies if an impasse has been reached and they wish to make their case directly to Council.
- K. Council may either table the Draft CS or ASP for further revisions or give first reading to an adopting bylaw or "approval in principle" in the case of a resolution of Council as an indication of its tentative support. If further revisions are required by Council, the proponent makes those revisions and resubmits the CS or ASP for first reading in the case of an adopting bylaw or consideration by Council in the case of a resolution. If first reading to a bylaw is given, Council should set a date for a public hearing as required by the MGA.
- L. Council provides notification pursuant to Section 606 of the MGA that they are considering a bylaw or resolution and that a public hearing (bylaw) or Council meeting (resolution) is being held in relation to the bylaw or resolution. Council may require further revisions prior to second reading of the adopting bylaw or give the adopting bylaw second reading. Similarly, the Council may require revisions to the CS prior to voting on the resolution.
- M. If Council agrees unanimously, it may give third reading to the adopting bylaw at the same meeting. Otherwise, third reading cannot be given until the next meeting of Council.
- N. Once the adopting bylaw or resolution is approved by Council, the proponent provides the Municipality with one "camera-ready" (i.e.: reproducible) copy of the adopted CS or ASP, text and drawings and a required number of copies so that it can distribute copies to the public as required.

As noted above, other approvals are required prior to development. However, the existence of an approved CS or ASP normally helps to significantly reduce the time and expense involved in obtaining those approvals and should result in

more orderly and efficient development, which is to everyone's advantage (particularly the developer).