

VILLAGE BYLAW 648-20
COUNTY BYLAW 1302-20

Village of Innisfree – County of Minburn No. 27

Intermunicipal Development Plan



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1.0 Introduction

1.1 Location & Context

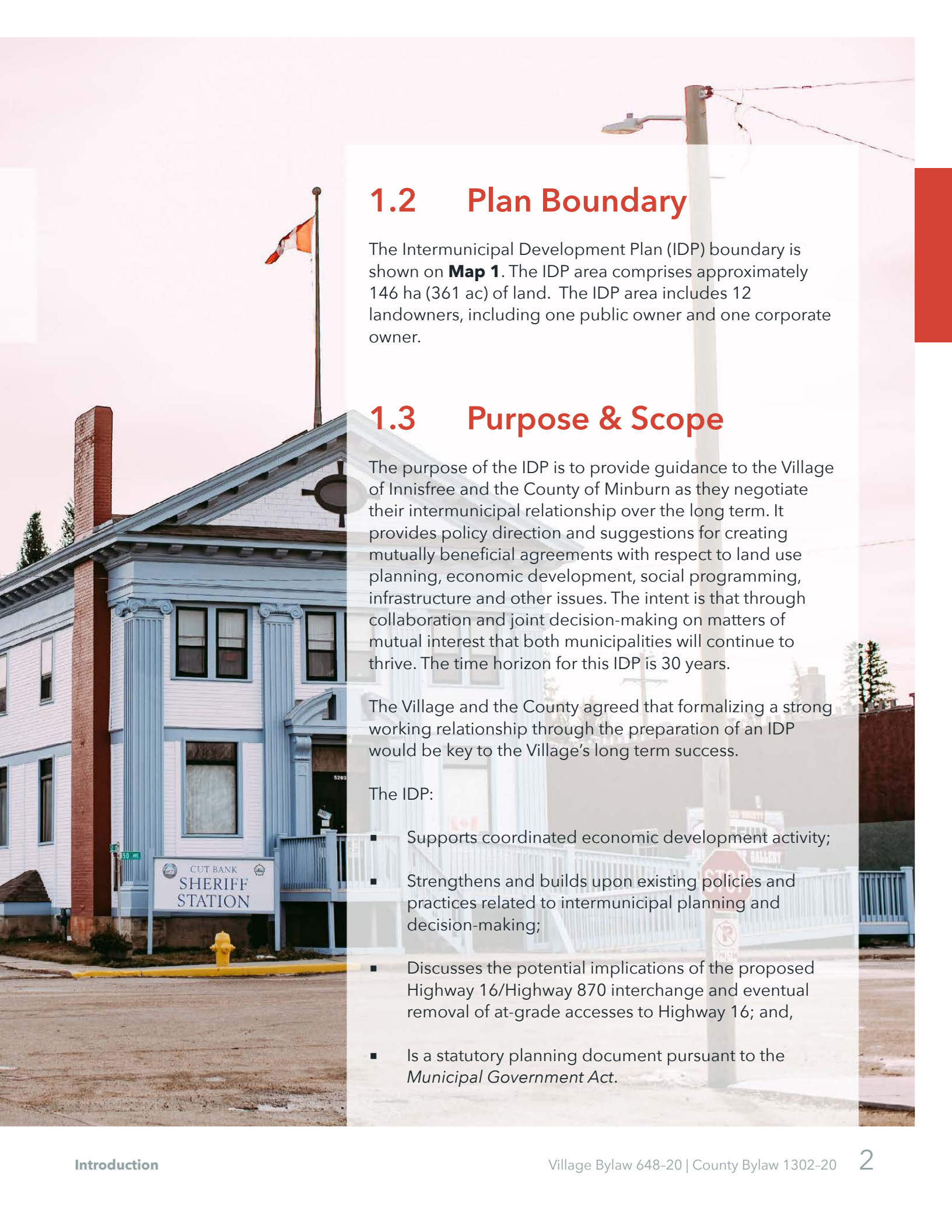
The County of Minburn No. 27 (the County) is located in the east-central portion of the Province of Alberta (see **Map 1**). According to the 2016 Federal Census, the County comprises approximately 2,913 km² of land with a population of 3,188 and with a median age of 43.3.

The Village of Innisfree (the Village) is located in the eastern part of the County, about 40 km east of the Town of Vegreville and just over an hour west of the City of Lloydminster. The Village's population is 223¹ with a median age of 57.2².

The Village is situated just north of the Highway 16 corridor at Highway 870, but is hidden from the highway by the rolling topography characteristic of this part of the County. A sweeping vista of the community unfolds as the Village is approached from the south, revealing a quaint rural community offering essential amenities to residents and visitors alike.

-
1. The 2017 Municipal Census
 2. 2016 Federal Census Information





1.2 Plan Boundary

The Intermunicipal Development Plan (IDP) boundary is shown on **Map 1**. The IDP area comprises approximately 146 ha (361 ac) of land. The IDP area includes 12 landowners, including one public owner and one corporate owner.

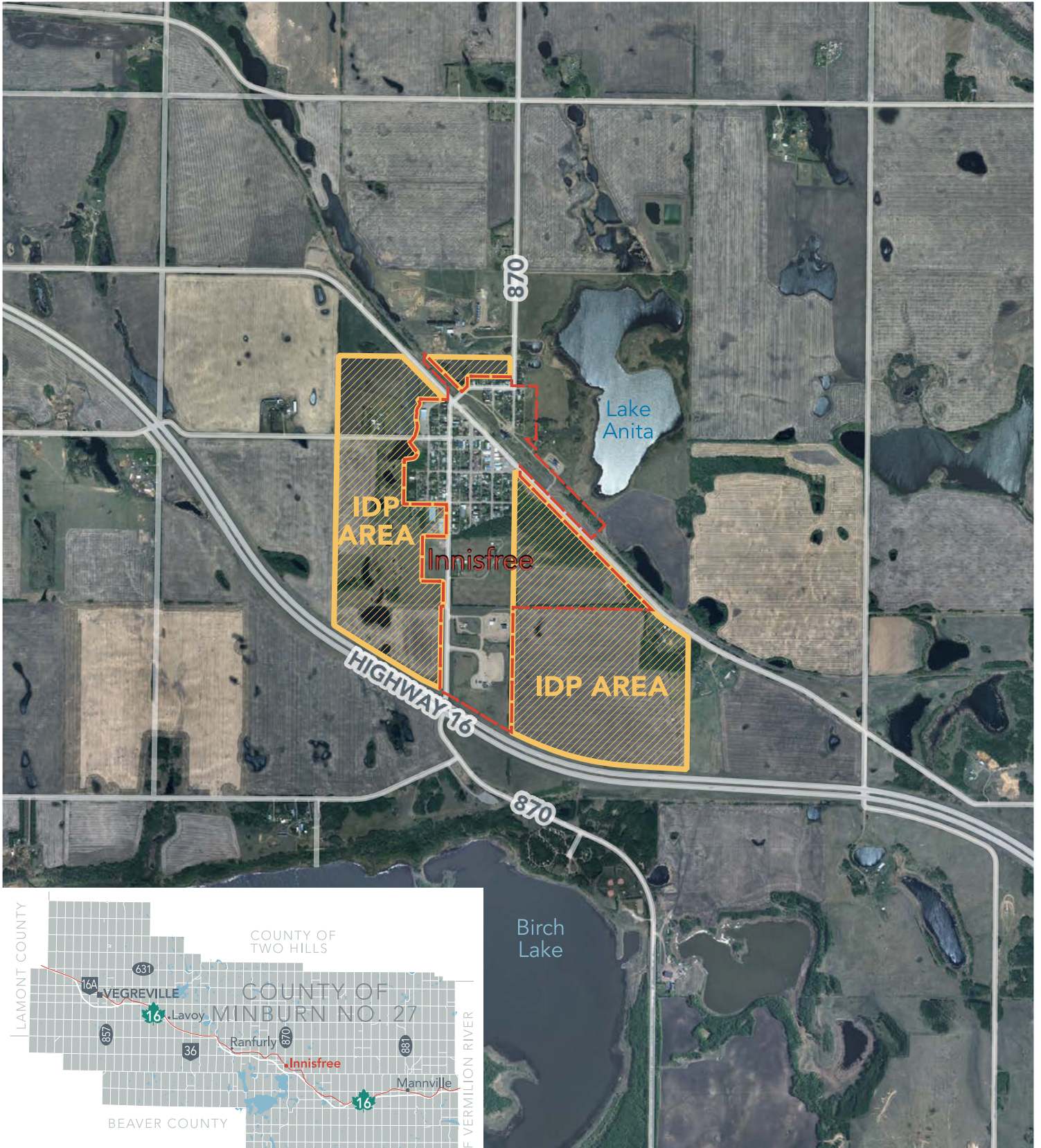
1.3 Purpose & Scope

The purpose of the IDP is to provide guidance to the Village of Innisfree and the County of Minburn as they negotiate their intermunicipal relationship over the long term. It provides policy direction and suggestions for creating mutually beneficial agreements with respect to land use planning, economic development, social programming, infrastructure and other issues. The intent is that through collaboration and joint decision-making on matters of mutual interest that both municipalities will continue to thrive. The time horizon for this IDP is 30 years.

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.

The IDP:

- Supports coordinated economic development activity;
- Strengthens and builds upon existing policies and practices related to intermunicipal planning and decision-making;
- Discusses the potential implications of the proposed Highway 16/Highway 870 interchange and eventual removal of at-grade accesses to Highway 16; and,
- Is a statutory planning document pursuant to the *Municipal Government Act*.



LEGEND

-  Village Boundary
-  IDP Boundary

MAP 1  
**INTERMUNICIPAL
 DEVELOPMENT PLAN BOUNDARY**

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

1. Supported economic development for the Village and greater collaboration on attraction and retention strategies.
2. Preparation of joint planning documents and statutory plans for IDP areas of interest to both the Village and the County.
3. Collaborative approach to responding to referrals on oil and gas expansion activities, and on expansion or planned new confined feeding operations around the Village.
4. 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.

An IDP must address:

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

Further, 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 relating 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 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.

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



2.0 Innisfree Community Profile

2.1 History

The Village of Innisfree got its official start on March 11, 1911³. Prior to incorporation in 1911, Innisfree was known as Delnorte. Delnorte was a siding of the Canadian National Railway line between Edmonton and Lloydminster, a “modest but prosperous mixed farming community.”⁴

Various sources⁵ claim the name change was a result of a visit by the Canadian Bank of Commerce general manager to Delnorte in 1905. After viewing the landscape around the settlement, the general manager apparently relayed to the mayor of Delnorte its similarity to the landscape around his vacation home called Innisfree. Upon hearing this, the mayor is attributed having suggested he would rename Delnorte to Innisfree if the general manager would locate a branch of his bank in the village. A year later, the Canadian Bank of Commerce established a branch in temporary premises, and in 1906 relocated the building which would become the bank’s permanent home, and which still stands today.

3. Alberta Municipal Affairs Municipal Profiles
4. Historic Places of Canada found here: <https://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=5215>
5. www.innisfree.ca; www.centraleastalberta.com; www.historicplaces.com

The Canadian Bank of Commerce building became a national historic building in 2001. The bank is described as a two-storey wood building built in the Neo-Classical style, “a fine embodiment of the ‘Prairie Type’ of Neo-Classical architecture commonly used for rural banks in western Canada.”⁶

In more recent history, the movie *Cut Bank*, starring Liam Hemsworth, Billy Bob Thornton, and John Malkovich, was filmed in Innisfree. The film features the Village’s natural landscape as well as the historic Canadian Bank of Commerce building. The iconic Cut Bank penguin, Ernie, is immortalized as a statue in the downtown area and now forms part of the Village’s intriguing history.

2.2 Population & Demographics

The 2016 Federal Census lists the population of Innisfree at 193. The Village’s MDP speaks to population trends over time. While the Village experienced population spikes between 1913 and 1960, the population has generally declined since then. It is expected to remain fairly steady at around the 200 person mark over time.⁷

The age cohort comprising 0 to 14 year-olds represents 7.7% of the population. People aged 15 to 64 represent 54%, with the bulk of that group being between 40 and 64 years of age. The balance of the population comprises folks over 65, and accounts for almost 39% of the community.

The population of Innisfree is older with fewer young children. The median age in Innisfree is 57.2 while the median age for Alberta is 36.7. An older adult population will tend to desire smaller housing with less upkeep, more social and health amenities, and age-relevant recreation and cultural programming.

6. Historic Places of Canada found here: <https://www.historicplaces.ca/en/rep-reg/place-lieu.aspx?id=5215>

7. Village of Innisfree Municipal Development Plan Bylaw

2.3 Education & Occupation

Over 30% of the population holds a post-secondary certificate, diploma or degree from a recognized educational institution.

Just over 43% of the population participates in the labour force, with the dominant occupation being in the sales and service industry. Following sales and service, residents are occupied in management; business, finance and administration; natural and applied sciences; and natural resources, agriculture and related production occupations.

Innisfree's population is educated and employable, attributes that could support future non-residential development investment.

2.4 Economy

The local economy is fueled predominately by the agriculture and oil and gas industries.⁸

A secondary economic driver is tourism fueled by the vibrant arts and culture community which attracts a number of visitors to the community annually.⁹

A local market needs assessment could help the community better understand and capitalize on its opportunities for economic diversification. Collaboration with the County to prepare economic development studies and policies/approaches could support the Village's longer term economic success.

8. Village of Innisfree website: www.innisfree.ca

9. Alberta Hub: www.albertahub.com/profiles

3.0 Intermunicipal Programs

3.1 Economic Development


There are many opportunities to expand the current economic development activities of the Village, especially in collaboration with the County.

It is recommended the Village and the County collaborate on preparing an economic development strategic plan, which may include a market analysis. This may warrant retaining a professional in the field to provide support to the process.

Additionally, joint cost/benefit agreement(s) regarding new development within the Joint Planning Area(s) could help stimulate collaborative investment attraction activities in concert with the economic development strategic plan.

A review of the Village’s Land Use Bylaw 628-17 revealed the C3 Highway Commercial District provides for very few permitted uses. Many of the uses that would typically be considered permitted in a C3 district, such as gas stations, drive-in restaurants/businesses and eating establishments, are discretionary. This restrictive approach to commercial land use adjacent to the Highway may be perceived as unfriendly to investment. It is suggested the Village consider reviewing the classification of uses in the C3 district.





Furthermore, the M1 Industrial District is the only land use classification for industrial uses in the Village and contains a range of uses, including those that would be considered 'light' industrial to those more likely considered 'medium' or 'rural' industrial. The result is a highly restrictive district that may appear unfriendly to investment. It is suggested the Village consider adding an additional industrial district and separating 'light' or 'business industrial' uses from 'medium' uses accordingly, thus allowing for a greater range of permitted uses in the respective districts while still protecting the community from nuisance or incompatible uses.

3.2 Recreation & Culture

There are plentiful opportunities for passive and active recreational pursuits in and around the Village from wildlife viewing and hiking to water sport.

Among the recreational activities available in the Village are curling, ice skating, Ukrainian dancing, and annual fair. Additionally, the Village hosts pizza nights, Christmas tree lighting, fall festival and Canada Day events.

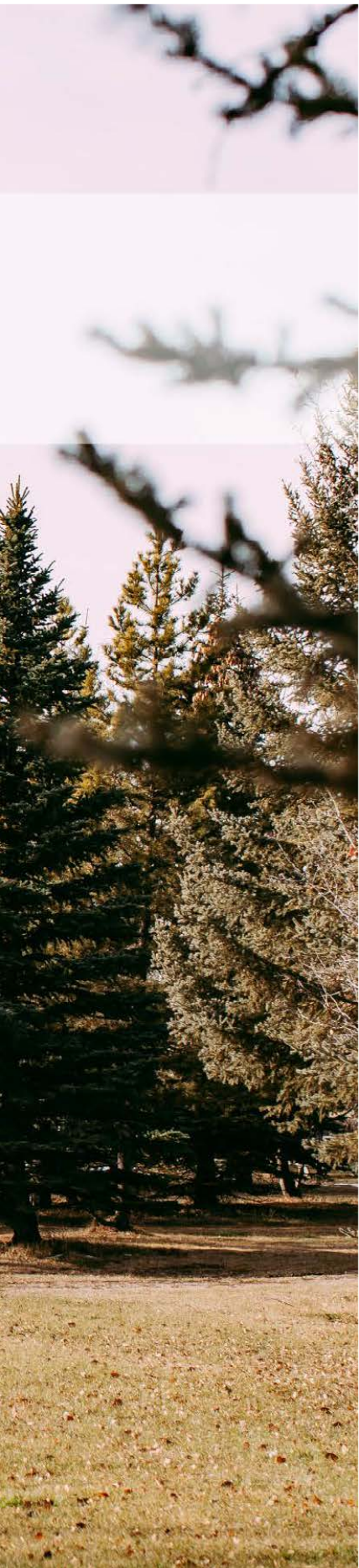
Additionally, just outside of the Village to the south is the Innisfree Recreation Park, which boasts serviced campsites, hiking trails, day use areas, mini golf and a baseball diamond to name a few of the amenities.

3.3 Family and Community Support Services

The County contributes financial support annually to the Mannville-Minburn-Innisfree FCSS.

The FCSS is about community capacity building. It provides programs to help individuals in the respective communities adopt health lifestyles to improve quality of life and to enable citizens to prevent and deal with crisis situations in their lives.

The desired outcomes of this intermunicipal programming include people feeling engaged and connected with each other and their communities, enhanced quality of life for community members, and overall well-being that leads to more positive decision-making.



4.0 Analysis of Plan Area

This section of the IDP analyses the natural and built environments within the IDP boundary to provide general information to inform future decision making related to land use planning, economic development and third party investment.

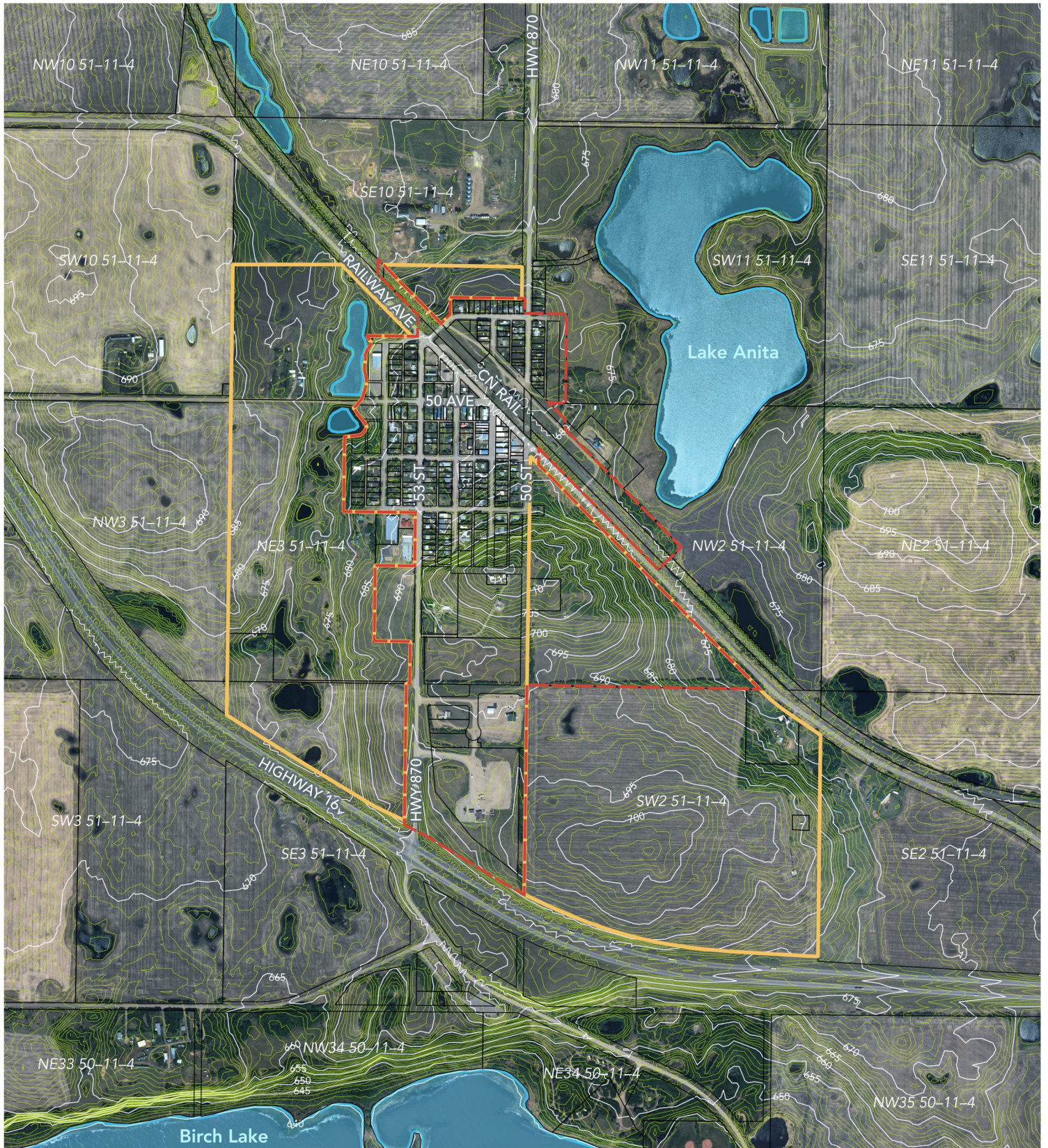
4.1 Natural Environment

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 2**.

4.1.1 Topography

Map 2 illustrates the existing natural environment using aerial photography and topographic mapping at 1 m contour intervals, which clearly illustrates the uneven landscape of this area. This landscape provides opportunities and challenges to development.

The highest point in the IDP boundary is 711 m, located just outside the Village's municipal boundary. This high point is actually on the east side slope of the Village's highest point, which is at 716m.



LEGEND

-  Village Boundary
-  IDP Boundary
-  1.0 m Contour Interval

MAP 2
NATURAL ENVIRONMENT



To the west in the IDP boundary is the lowest lying lands in the IDP area, corresponding the broken chain of marshes discussed in 3.2.3 below.

Drainage north of the CN Railway generally drains to Lake Anita, while drainage south of the CN Railway breaks east-west but generally drains south to the Highway 16 ditch.

4.1.2 Soils

The dominant soil type in this part of the Province is considered to be Black Chernozemics. A broad swath of Black Chernozemic soils extends from the Edmonton area along the Highway 16 corridor to the Saskatchewan border.

Chernozemic soils are primarily associated with grassland vegetation with the most available moisture and cooler temperatures. There is a top layer of black soil that is 12 to 20 cm thick, with organic matter generally in the range of six to 10 percent. These are highly productive soils that are used to grow a variety of agricultural crops.¹⁰

There are four soil polygons shown within the IDP boundary. The first and largest is 17178, with landform classification of W2, meaning greater than 50% of the land is covered with sloughs. This polygon wraps around the north and west sides of Innisfree.

The next largest polygon is 17175. It comes into Innisfree from the east, comprising most of the undeveloped land south of the CN Railway and including the entire east IDP area. This polygon contains the landform classification of H1m - hummocky medium relief.

That portion of land not covered by polygon 17175 above is covered by polygon 17116. This polygon enters the IDP boundary from the south crossing over Highway 16 and extending east just across Highway 870. Its primary landform classification is U1h - undulating - high relief.

The last polygon is 17168 and it just skirts and enters the western edge of the IDP boundary. The dominant landform classification for this polygon is R2m - ridged - medium relief.

The following image shows the location of each of the above described polygons relative to the Village of Innisfree.

10. Excerpted from Alberta Government Soil Group website searched here <https://www.alberta.ca/soil-groups.aspx> on January 4, 2020.

Image 1. Alberta Soil Information Viewer Online Map - Innisfree Area



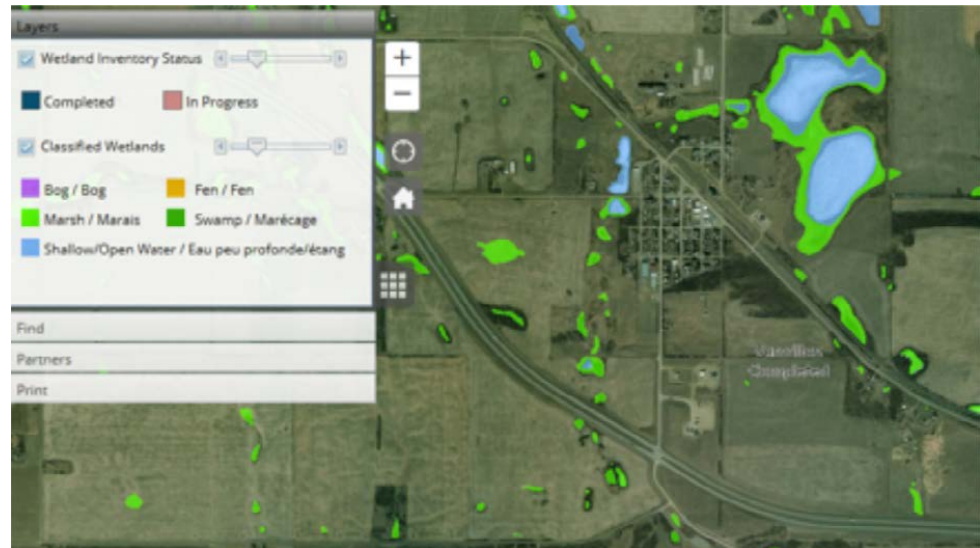
4.1.3 Recreation Lakes & Wetlands

There are a number of nearby lakes, including Lake Anita to the northeast and Birch Lake to the south, suitable for recreational pursuits including wildlife viewing, walking and boating. Wapasu Lake is located just southwest of Innisfree offering day use sites and maintained trails for walking and biking, as well as a look out summit to take in the rolling vistas of the area.

A wetland inventory has not been completed for this IDP. However, a search of the Ducks Unlimited Canadian Wetland Inventory¹¹ online mapping system revealed a number of wetland areas around Innisfree. Of particular interest to this IDP is the area at the north end of Innisfree, and the broken chain of marsh/shallow open water areas running north to south through the western IDP area, as shown in the screen shot below. Further wetland assessments and Provincial approvals would be required as a condition of future development.

11. As searched here <https://maps.ducks.ca/cwi/> on January 4, 2020.

Image 2. Ducks Unlimited Canadian Wetland Inventory Online Map - Innisfree Area



4.2 Built Environment

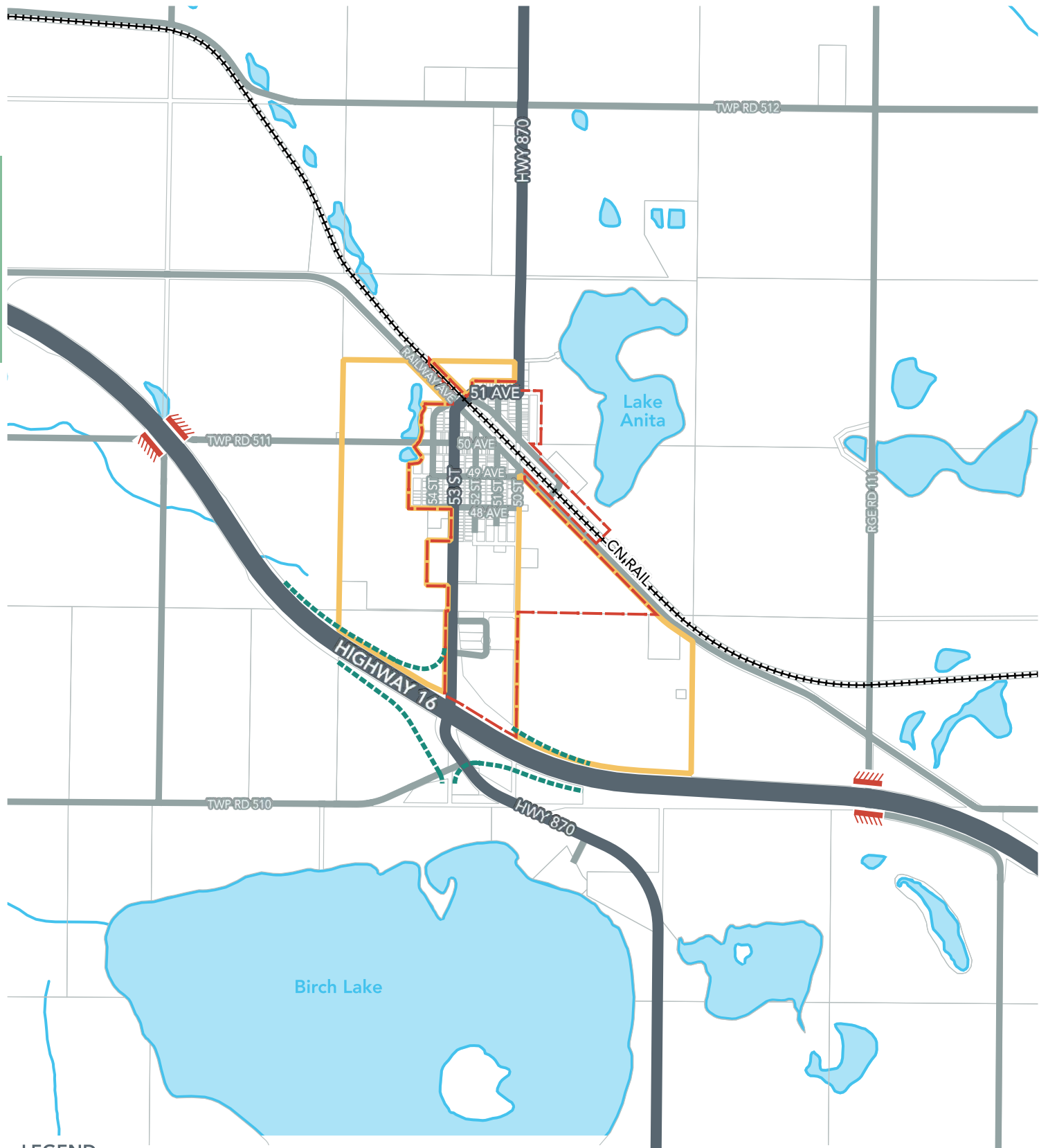
The built environment comprises all aspects of the landscape that would not normally be found in the absence of human settlement or influence. These features can heavily influence future development potential, and are therefore discussed below.

4.2.1 Transportation Systems

The transportation networks in and around the Village are denoted in **Map 3**. The Village is laid out in the familiar grid of prairie communities that evolved in step with the CN Railway. The commercial hub is close to the rail line and residential development expands outward along roads named in the '50-50' fashion (where the intersection of 50th Street and 50th Avenue typically denotes the location of 'downtown'.)

There are three types of roadway standards in the Village: paved with curb and gutter, paved with swales or ditches, and gravel with swales or ditches. There is approximately 6 km of roadway in the Village.

The Canadian National (CN) Railway runs diagonally through the top portion of the Village from the northwest to the southeast, and is paralleled by "Railway Avenue" both north and south.



LEGEND

- Village Boundary
- IDP Boundary
- Highway
- Local Road
- CN Railway
- Access Closure (Alberta Transportation)
- Interchange Footprint (concept only and subject to change)

MAP 3
TRANSPORTATION SYSTEMS



Highway 16 touches the southern-most boundary of the Village and forms the southern boundary of the IDP areas. Highway 870 runs north-south through the Village, connecting to the communities of Kinsella and Loughheed to the south and Morecambe to the north.

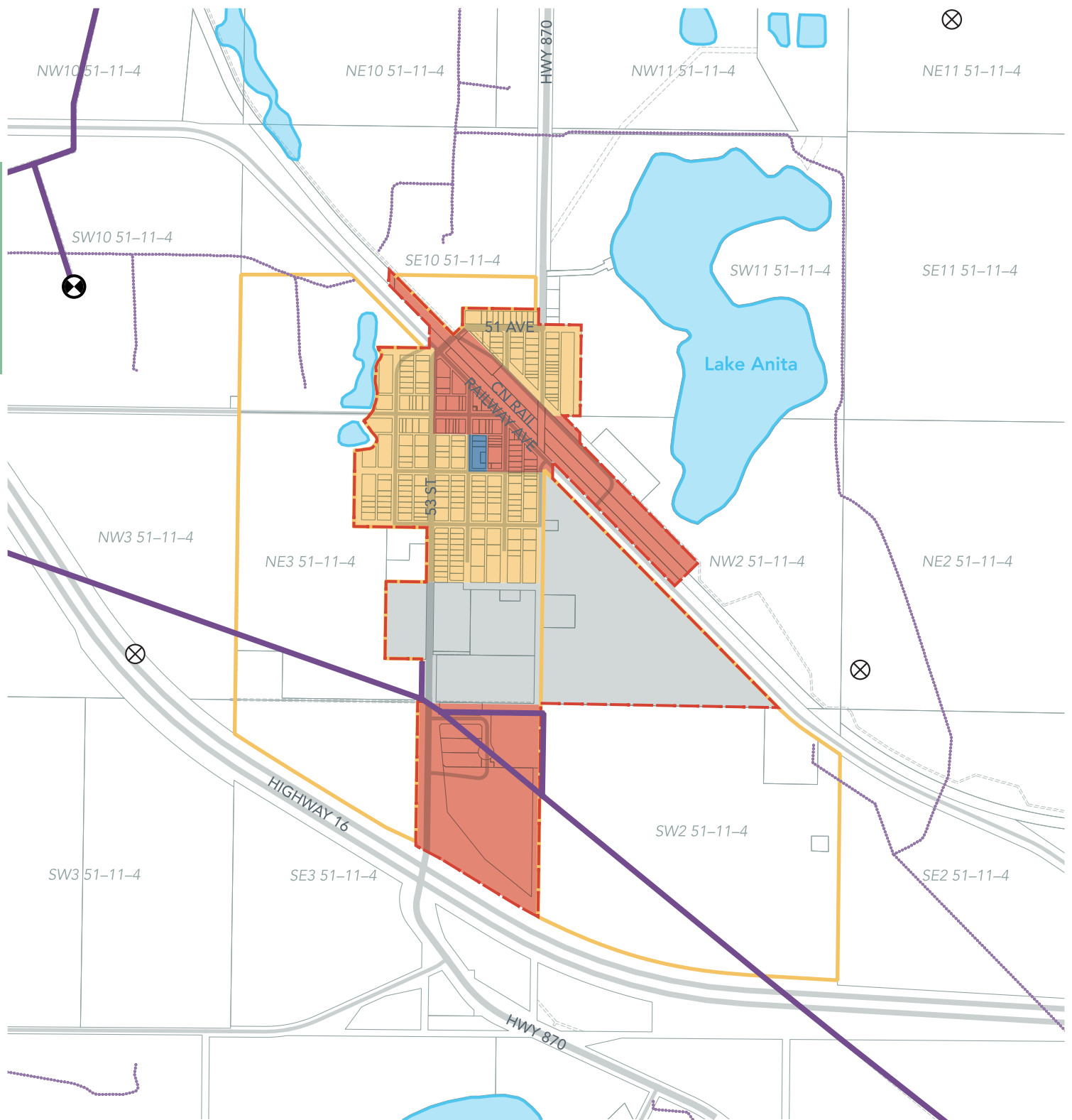
Alberta Transportation developed a series of access management plans and functional planning studies¹² for Highway 16 between Jasper to Lloydminster to support conversion of Highway 16 to freeway status. One result is that access on and off of the highway will be limited to interchange locations only. There is an interchange identified for the intersection of Highway 16 and Highway 870, but the functional plan (design) has not yet been completed.

Notwithstanding the lack of a functional plan, Alberta Transportation kindly prepared a conceptual diagram of a typical diamond interchange footprint for IDP discussion purposes. This footprint is conceptually shown on **Map 3** but should not be used to confirm the future exact configuration of the interchange nor the future land requirements for same. It is conceptual and subject to change.












The implementation of the access management plan will be staged over time as funding is approved for the necessary highway improvements. Although the timing of the improvements is unknown today, the access points around the Village to be removed are identified. The nearest affected access points include those at Range Road 111 and Township Road 511 as shown on **Map 3**. All at-grade access points along the Highway 16 corridor will eventually be closed, including all those between Ranfurly and Minburn on either side of Innisfree.

There is no local or regional transit service in Innisfree. However there is a private bus company that provides service to Innisfree. Riders Express is based out of Lloydminster and stops at the Truck Stop/Petro Canada daily.

12. Highway 16 Access Management Plan Highway 36 to Range Road 2-3 prepared by CH2MHill 2010.



LEGEND

- | | | | |
|--|---------------------|---|----------------------------|
|  | Agricultural |  | Village Boundary |
|  | Residential |  | IDP Boundary |
|  | Commercial |  | High Pressure Gas Pipeline |
|  | Institutional |  | Low Pressure Gasline |
|  | Village Growth Area |  | Active Gas Well |
| | |  | Abandoned Gas Well |

MAP 4
EXISTING LAND USE
DESIGNATIONS

0 150 300 m 1:15,000



4.2.2 Existing Land Use

As shown in **Map 4**, all County lands within the IDP boundary are identified in the County's Municipal Development Plan as "Agricultural" and intended for rural uses, except for confined feeding operations which are prohibited in this area.

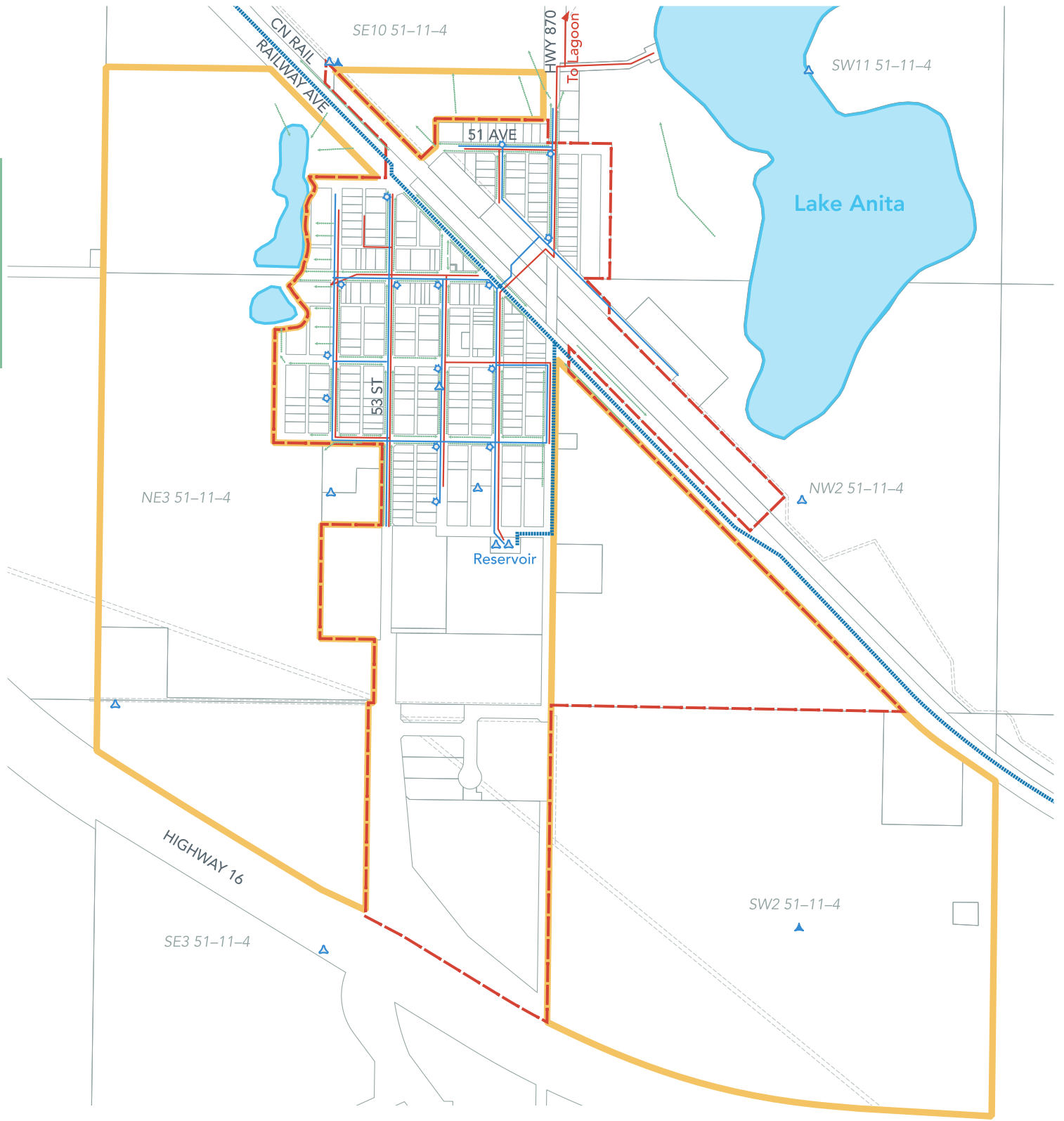
Village lands within the IDP boundary are identified for future growth, "Village Growth Area," in the Village's Municipal Development Plan.

Map 4 also identifies land use designations within the Village's existing municipal boundary, which include residential, commercial, institutional, and Village Growth Area.

The IDP area appears to include four residential properties, two of which are located within the Village's jurisdiction.

4.2.3 Oil & Gas

There are no active or abandoned oil wells in the IDP boundary. There is a high pressure gas line that traverses across the southern portion of the IDP areas; and, there are a number of low pressure gas lines in the northwest corner of the IDP boundary. The Village's residential gas utility is ATCO Gas.



LEGEND

- Village Boundary
- IDP Boundary
- ACE Regional Waterline
- Water Main
- Sanitary Sewer
- ▲ Active Water Well
- ▴ Abandoned Water Well
- ▣ Fire Hydrant
- Ditch/Drainage Direction

MAP 5
EXISTING MUNICIPAL
UTILITIES



4.2.4 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.

Developed lands within the Village's jurisdiction are serviced by municipal services including, water, sanitary sewer, and some form of stormwater management, predominately overland using ditches/swales and culverts. Please refer to **Map 5**.

Although the area south of the main Village development, near Highway 16, is not shown to have servicing on **Map 5**, this is because there was no service mapping for this area available at the time this IDP was prepared. This area is in fact serviced with water, sanitary sewer and storm infrastructure.

The IDP does not confirm the condition or the capacity of existing utility infrastructure within the Village of Innisfree. All information regarding utility infrastructure was obtained from the 2016 Infrastructure Master Plan prepared by Amec Foster Wheeler. A number of infrastructure improvement recommendations are identified in the Infrastructure Master Plan. The Village should implement a system for monitoring, prioritizing and undertaking the improvements to support future development and attract third party investment.

Water

Water is provided via the Alberta Central East (ACE) Regional Water Commission Waterline, which was constructed in 2013, rendering existing treatment facilities and water wells redundant. The current water utility consists of water supply from the ACE regional line, 2 reservoirs for storage, distribution pumps and a distribution system.

Pressure for the water system is primarily by gravity feed from the elevated water reservoirs with supplemental pumping.

A number of upgrades were recommended in the 2016 Amec Foster Wheeler Infrastructure Mater Plan, in particular around achieving fire flows.

Sanitary Sewer

Up until 1980, wastewater from the Village was discharged directly into Lake Anita. In 1980 a treatment lagoon was constructed north of the Village within the County of Minburn. The lagoon comprises three treatment cells. The third cell is unused due to lack of need. The lagoon cell capacity can support a population of up to 533 people.

The current system comprises the lagoons to the north of the Village with an overflow connection into Lake Anita. There are three lift stations in the Village: one located at the north end of 50th Street to pump into the lagoon; the second is located at the intersection of 54th Street and 50th Avenue; and, the third located at the south end of 51st Street.

The south portion of the Village is serviced by a low pressure system that discharges to the lift station at the north end of the 50th Street.

Stormwater Management

The Villages stormwater management system comprises primarily ditches and culverts to direct stormwater runoff to discharge locations outside the Village. North of the railway, stormwater is directed northeast to Lake Anita. South of the railway stormwater is directed to the Highway 16 ditch on the west side of 53rd Street and to a drainage channel connected to Birch Lake on the west side of 53rd Street.

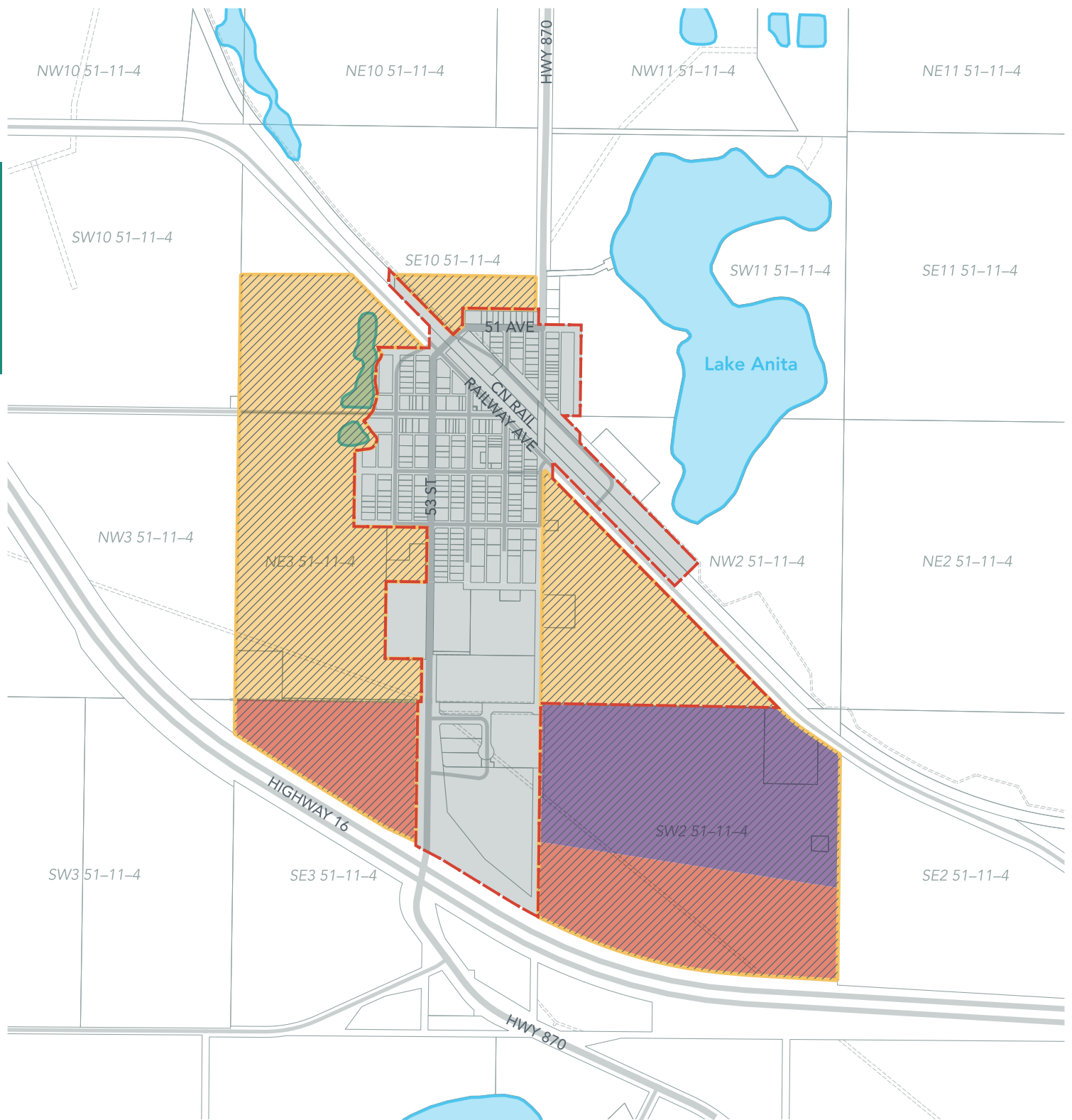
Stormwater management will be a key issue when considering future development.



5.0 Future Land Use Concept

Map 6 presents the generalized Future Land Use Concept for the IDP lands. It reflects the general direction set by each municipality's Municipal Development Plan (MDP) for future growth and planning, with one exception. In the County's MDP, Map 10 identifies a future joint planning boundary around Innisfree that includes the one and a half quarter sections north of the CN Railway around Lake Anita. It was decided to exclude these lands from this IDP in order to focus joint planning efforts south of the CN Railway and fronting the Highway 16 corridor.

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.



LEGEND

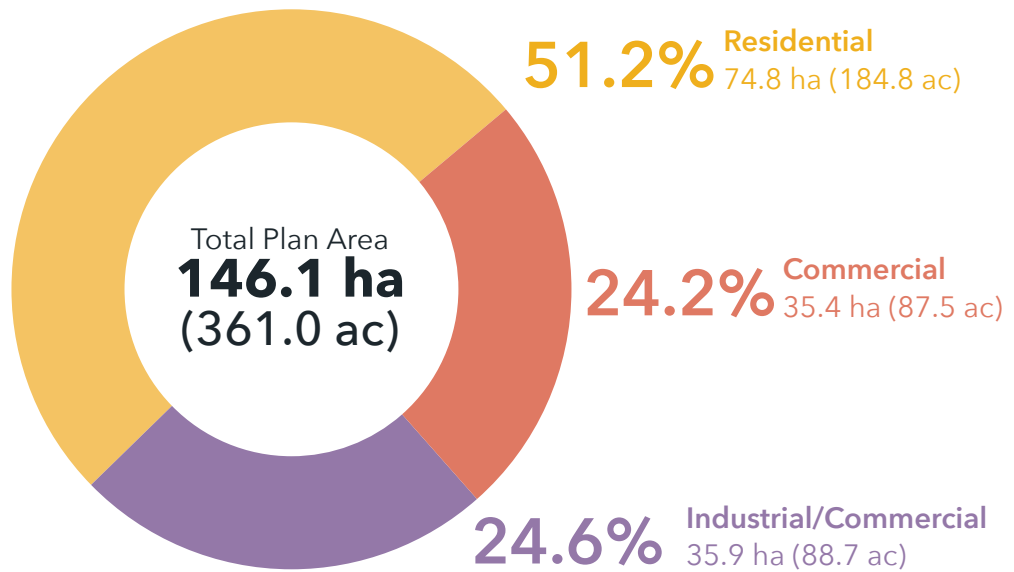
- Agricultural
- Existing Village Land Use
- Future Residential
- Future Commercial
- Future Commercial/Industrial
- Village Boundary
- IDP Boundary
- Joint Planning Area

MAP 6
FUTURE LAND USE
CONCEPT

0 150 300 m 1:15,000



Future Land Use Concept Designations by Area



The IDP plan area is broken out into the land use designations listed above.

5.1 Future Residential

Approximately 74.8 hectares (184.8 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 on **Map 6**. The need for urban expansion in the Village is not expected to be high given historic and current population numbers.

5.2 Future Commercial & Future Industrial/Commercial

Approximately 35.4 hectares (87.4 acres) of land is identified for Future Commercial and another 35.9 hectares (88.7 acres) for Industrial/Commercial.

Future Commercial lands are expected to be developed with predominately highway commercial uses, catering to the travelling public including gas stations, restaurants, hotel, and the like. The Future Commercial/Industrial lands would be expected to develop with business commercial and light industrial types of uses, including offices, storage facilities, light manufacturing and warehousing. Heavier industrial uses and those with offensive odors/dusts, sights or sounds would not be considered suitable in this location given the picturesque landscape and tourism potential of the Village and area.

The Village's Land Use Bylaw provides for three categories of commercial development, C1 for downtown commercial, C2 for secondary commercial and C3 for highway commercial. The most suitable land use district to apply to the Future Commercial and Future Industrial/Commercial areas are C2 and C3. However, the C3 district, being highway commercial to serve the travelling public, has very limited permitted uses. The kinds of uses one would expect to be permitted, including gas bars, drive-through restaurants and eating/drinking establishments are all discretionary uses. This is discussed in more detail as it relates to economic development in **Section 6.10**.

5.3 Joint Planning Areas

To ensure orderly development of the designated lands, a Joint Planning Area overlay has been applied as shown in **Map 6**. The Joint Planning Area represents significant opportunities for mutual benefit to the Village and the County, and should therefore be jointly planned prior to development. Area structure plans should 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 land use planning.





6.0 Land Use 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.

6.1 General

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

POLICY 6.1.1

The Village and the County shall ensure that future subdivision and development is in accordance with this IDP. Minor relaxations, pursuant to **Section 7.3** 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.

6.2 Future Residential

Using population information from the Village’s MDP, it is reasonable to assume future growth will at best be stable. Therefore, it is expected that future residential development within the Village boundary can be accommodated within the Village’s existing boundary beyond the time horizon of this IDP through redevelopment, infill and new development. The Village may wish to consider preparing infill and redevelopment policies to help preserve those characteristics of mature neighbourhoods that are most highly valued.

New residential development areas 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.

- POLICY 6.2.1** The County shall not support redistricting land within the IDP boundary identified as Future Residential to Country Residential.
- POLICY 6.2.2** 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.
- POLICY 6.2.3** The County shall refrain from approving rural residential subdivisions and developments, or uses incompatible with residential development, immediately adjacent to the Village’s boundary.
- POLICY 6.2.4** The Village and the County shall ensure an area structure plan is prepared prior to multi-lot residential development on land identified for Future Residential on **Map 6**.

6.3 Future Commercial & Future Industrial/Commercial

The Village's ability to absorb commercial and lighter industrial uses is limited given the small population and relative proximity to larger urban centres such as Vegreville, Vermilion and Lloydminster. That being said, capitalizing on access to the travelling public along Highway 16 and enhancing tourism draws could support additional non-residential investment in the Village. Economic development is discussed in more detail in **Section 3.1** above.

Where Future Commercial and Future Industrial/Commercial land abuts existing residential uses or existing residentially zoned lands within the Village, they should be developed with lower intensity uses that are more compatible with residential development, and that could serve to buffer existing residential land from more intensive uses.

- POLICY 6.3.1** The Village and the County shall require Future Commercial and Future Industrial/Commercial land inside the IDP boundary and inside the Village's jurisdiction that is contiguous with existing similar uses in the Village to be serviced.
- POLICY 6.3.2** The Village and the County may allow for unserviced Future Commercial and Future Commercial/Industrial parcels inside the IDP boundary that are outside the Village's jurisdiction for uses that do not typically require urban services, and in areas not contiguous with existing urban development.
- POLICY 6.3.3** The Village and the County shall ensure an area structure plan is prepared prior to development of land identified for Future Commercial and Future Industrial/Commercial on **Map 6**. The area structure plan shall address, as required, transition between incompatible land uses and mitigation approaches including separation distances, landscaping and other buffers.
- POLICY 6.3.4** The County shall allow existing agricultural uses enabled under the County's Municipal Development Plan and permitted by the Land Use Bylaw, with the exception of confined feeding operations and intensive livestock operations, in the Future Commercial and Future Commercial/Industrial designations to continue in perpetuity at the will of the landowner.

6.4 Joint Planning Areas

The overlay area identified on **Map 6** for joint planning requires 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 the Joint Planning Area is consistent with the needs of both municipalities, and foster proactive responsiveness to market demands.

- POLICY 6.4.1** The Village and the County shall refer all subdivision and bylaw amendment applications within the Joint Planning Area to one another as a requirement of a complete application.
- POLICY 6.4.2** The Village and the County should refer discretionary use development permit applications within the Joint Planning Area to one another as a requirement of a complete application.
- POLICY 6.4.3** The Village and the County may periodically review and amend the Joint Planning Area.
- POLICY 6.4.4** 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, roads and other matters in Joint Planning Area.
- POLICY 6.4.5** 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 6**.

6.5 Environment

The natural environment in and around the Village of Innisfree provides important habitat for plant and animal species and improves the lives of humans. Moreover, third party investment may be encouraged in places where there is ample natural capital. Therefore, for both intrinsic value and economic value reasons, the natural environment in and around the Village should be stewarded carefully.

POLICY 6.5.1 The Village and County shall take measures through the planning, subdivision and development processes to avoid and mitigate negative impact on environmentally sensitive lands.

6.6 Reserves

Development within the IDP boundary may trigger reserve dedication. Environmental, municipal, school, municipal and school, and conservation 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 having jurisdiction.

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.

POLICY 6.6.1 The Village and the County shall require subdivision applicants to dedicate the full amount of reserve owing in the forms provided for in the MGA.

POLICY 6.6.2 The Village and the County shall take environmental and conservation reserve in accordance with Sections 664 and 664.2 of the MGA.

POLICY 6.6.3 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.

6.7 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 serviced in concert with development.

- POLICY 6.7.1** 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.
- POLICY 6.7.2** The Village shall continue to provide urban servicing to the lands within its municipal jurisdiction.
- POLICY 6.7.3** The County shall continue to provide rural serving to the lands within its municipal jurisdiction.
- POLICY 6.7.4** 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.

6.8 Oil and Gas

The lands within the IDP boundary are relatively unconstrained by oil and gas infrastructure, and should remain so if possible.

POLICY 6.8.1 The Village and County shall endeavor to protect the lands within the IDP boundary from future constraints due to oil and gas development.

POLICY 6.8.2 The Village and the County shall strongly recommend that the following siting/development principles be applied to proposed new oil and gas developments:

- a) Wells should be clustered whenever possible;
- b) Clustered well sites should be located whenever possible next to public utility lots, stormwater management facilities and future park/recreation lands;
- c) 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;
- d) 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.

6.9 Urban Growth and Sustainability

The Village has sufficient land within its existing boundary to accommodate growth to beyond the time horizon of this IDP.

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.

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.

- POLICY 6.9.1** The Village and the County should support each other to jointly apply for provincial and other funding to implement mutually beneficial infrastructure improvements.
- POLICY 6.9.2** The Village shall demonstrate need for additional land base and capability to provide urban municipal servicing to new lands prior to the County.
- POLICY 6.9.3** The County shall protect lands identified for annexation from interim development and land uses that could negatively impact logical, orderly, and economical urban expansion.
- POLICY 6.9.4** The Village and the County shall consider the following in determining the timing, size and location of an annexation area:
- a) **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.
 - b) **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.

- c) **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.
- d) **Land ownership patterns** - the annexation should follow legal boundaries or natural features to avoid creating a fragmented pattern of land ownership.
- e) **Local support** - annexation should, as much as possible, have the support of the landowners involved.
- f) **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.
- g) **Logical extension** - the annexation should be a logical expansion of the Village and may include developed areas.
- h) **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.
- i) **Any other matters** that both Councils consider necessary.

6.10 Economic Development

Economic development activities should focus on retention of existing business and attraction of new investment.

POLICY 6.10.1 The Village and the County should work together to prepare an Economic Development Strategic Plan and other documents to support business retention and investment attraction.

POLICY 6.10.2 The Village should consider reviewing its land use bylaw to improve investor friendliness, in particular the C3 Highway Commercial and M1 Industrial land use districts.

7.0 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.

Implementation tasks are listed in **Table 1** in **Section 7.5** below.

7.1 Intermunicipal Committee

The Intermunicipal Committee will be responsible for the review and implementation of the IDP as well as the intermunicipal collaboration framework.



A photograph of a residential street with a large evergreen tree and a road with a white line. The image is used as a background for the text on the page.

Typical duties of an Intermunicipal Committee as they relate to this IDP include:

1. Prepare a Terms of Reference for the Intermunicipal 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. 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.

POLICY 7.1.1

The Village and the County shall create an Intermunicipal Committee (the Committee) upon adoption of the IDP Bylaws.

POLICY 7.1.2

The Committee shall prepare a Terms of Reference to govern its activities and set minimum requirements for meetings, IDP/ICF reviews, economic development activities and any other matters it deems are related to the implementation of the IDP/ICF Bylaws.

POLICY 7.1.3

The Committee shall meet at least once per year, preferably at the beginning or the end, to:

- a) Receive a summary report from Administrations on land use and development, and economic development activities in the IDP area for the previous year;
- b) Review the Committee’s activities for the previous year, and propose any activities and initiatives for the coming year;
- c) Recommend any amendments to the IDP to the Councils;
- d) Determine whether an IDP review is required, and to what extent;
- e) Address any other matters required by the Councils as specified in the Terms of Reference; and,
- f) Provide a report that summarizes the results of the meeting, and forwards any recommendations arising out of the meeting to the Councils.

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

7.2 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.

POLICY 7.2.1 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.

POLICY 7.2.2 The Village and the County may amend their Land Use Bylaws to be consistent with this IDP, if deemed necessary.

7.3 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.

POLICY 7.3.1 The Village and the County, in exercising discretion and/or variance with respect to any matter or decision relative to this IDP, shall be guided by the following principles when considering a decision:

- a) 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;
- b) 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;
- c) 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,
- d) 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.

7.4 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.

- POLICY 7.4.1** The Village and the County shall prepare joint area structure plans (ASPs) for the lands identified for joint planning in **Map 6** to ensure development readiness, certainty of land use and consistency in development standards.
- POLICY 7.4.2** 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.

7.5 Implementation Tasks

The following **Table 1** lists proposed implementation tasks for action following the adoption of the IDP Bylaws. Tasks may be reviewed and amended by the Intermunicipal Committee on an annual basis. Minor adjustments to **Table 1** would not require an IDP amendment.

Table 1. IDP Implementation Tasks

| IDP SECTION | TASK | TIMEFRAME | RESPONSIBILITY |
|--------------|---|-----------------------|------------------|
| 3.1 | Investigate potential for creating joint economic development strategic plan & joint cost/benefits agreements to attract investment | Medium to longer term | Village & County |
| 3.1 | Review Village LUB for investor friendliness; amend as necessary | Immediate | Village |
| 4.2.4 | Create system to monitor, prioritize and implement infrastructure improvement recommendations in Infrastructure Master Plan | Immediate | Village |
| 4.2.4 | Create map of servicing to south areas of Village near Highway 16 (preferably GIS-based) | Immediate | Village |
| 7.1 | Establish an Intermunicipal Committee and ToR for same | Immediate | Village & County |
| 7.2 | Update statutory plans for consistency with IDP as necessary | Immediate | Village & County |
| 7.4 | Prepare joint ASPs | Medium to Long term | Village & County |

8.0 Plan Administration

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

8.1 Review, Amendment & Repeal

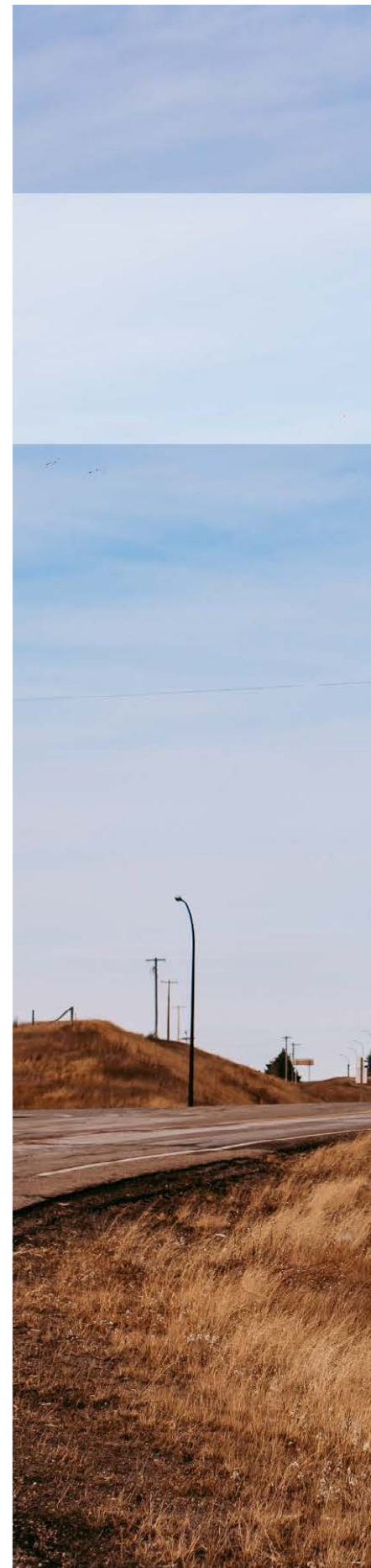
The IDP requires regular review to ensure it aligns with the evolving needs of the Village and the County. If through a review process it is found that particular policies or principles are no longer required or should be augmented, or that new policies and principles are needed, then the Bylaws can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

Review & Amendment

POLICY 8.1.1

The Intermunicipal Committee and the Councils shall review the IDP Bylaws regularly, with a formal, major review being done every five years.





POLICY 8.1.2

The Intermunicipal Committee shall review, assess and bring requests for IDP amendments to the Councils as they arise.

POLICY 8.1.3

The Councils may amend the IDP from time to time, and shall do so in accordance with the Municipal Government Act.

Repeal

POLICY 8.1.4

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.

POLICY 8.1.5

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.

POLICY 8.1.6

The initiating municipality may withdraw its notice of repeal in the event that consensus on the issue resolution is reached, with or without mediation.

POLICY 8.1.7

The Village and the County Councils shall agree to each pass a bylaw to repeal the IDP Bylaws in the event that consensus cannot be reached despite formal mediation.

POLICY 8.1.8

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.

8.2 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 Intermunicipal 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. Intermunicipal 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 resolution procedure.

POLICY 8.2.1

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 Intermunicipal Committee.

Intermunicipal Committee

1. Upon the referral of a dispute, the Intermunicipal Committee will schedule a meeting and the Administrations of the County and Village will present their positions on the matter to the Intermunicipal Committee.
2. After considering the dispute, the Intermunicipal Committee may, in the event that a proposal in relation to the dispute is referred to it, schedule an Intermunicipal Committee meeting and the Administrations of both municipalities will present their positions on the proposal.
 - 2.1. After consideration of a proposal, the Intermunicipal Committee may:
 - 2.2. provide suggestions back to both Administrations with revisions to the proposal making it more acceptable to both municipalities;
 - 2.3. if possible, agree on a consensus position of the Intermunicipal Committee in support of or in opposition to the proposal, to be presented to both Councils; or
 - 2.4. conclude that no initial agreement can be reached and that a consensus position of the Intermunicipal Committee will not be presented to both Councils.
3. If agreed to by both municipalities, a facilitator may be employed to help the Intermunicipal Committee work toward a consensus position.
4. If a proposal cannot be satisfactorily processed following a Intermunicipal Committee review, then that proposal will be referred to both Councils.

Municipal Councils

1. After receiving the recommendations of the Intermunicipal 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:
 - 1.1. agreement by both Councils that mediation is necessary;
 - 1.2. appointment by both Councils of an equal number of elected officials to participate in a mediation process;
 - 1.3. engagement, at equal cost to both municipalities, of an impartial and independent mediator agreed to by both municipalities; and
 - 1.4. 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 Intermunicipal 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.

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.

8.3 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.

9.0 Public and Agency Input

There were 12 affected landowners within the IDP boundary. 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.

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

Open House

One open house was offered to affected landowners, the general public and stakeholders in relation to this project on January 15, 2020. Static displays of information was presented with municipal staff available to answer questions.

Affected landowners located within the initial draft IDP boundary received direct mail invitations. The initial IDP boundary was expanded to include three additional landowners, one of whom is the County of Minburn. These additional landowners did not receive direct mail invitations. However, attempts were made to contact the two private landowners by telephone to invite them to the open house.





Agency stakeholders received email invitations. The general public was notified via newspaper advertisements in the Highway 16 News and via utility bill insert in December 2019 and in January 2020. The municipalities websites and social media pages also offered information on the project.

One-On-One Interviews

Prior to the open house on January 15, 2020, a number of one-on-one interview sessions were offered to affected landowners within the IDP boundary. No interviews were requested.

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 in March 2020 and the County held its public hearing March 13, 2020 during the municipalities' respective regularly scheduled Council meetings. There were no outstanding issues resulting from the public hearings.

Agencies

Pursuant to Section 636(1)(c), the Buffalo Trail School Board was notified by email of the project and invited to the open house. The Buffalo Trail School Board did not have any comments.

Conclusions

There were no objections or concerns raised by landowners, public or agencies.



A photograph of a large hay bale in a field under a clear sky. The hay bale is cylindrical and sits on a field of golden-brown grass. The sky is a pale, clear blue. The image is partially obscured by a dark grey header bar at the top.

A1

Appendix 1 General Terms of Reference

for the Preparation of a Conceptual Scheme or Area Structure Plan

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 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 ASP is different and can have issues and variables unique to that particular plan, it may be wise in some instances to have the ASP guided by specifically tailored terms of reference, beyond these generic ones.

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 subdivided and developed in a coordinated way. It is a means of ensuring that the Municipal Development Plan (MDP) is 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.

By minimising the delays caused by the need to coordinate developments on an individual, application-by-application basis, an ASP can set the stage for the quick approval of Land Use Bylaw (LUB) amendments, subdivision and development proposals which conform to its provisions.

3) Plan Boundary

The ASP area is usually defined by prominent boundaries, which will minimise the effects of one area of development on another. These might be arterial 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 ASP must show the proposed land uses within the plan area. The density of development in small plans may be indicated by showing tentative lot lines. In plans dealing with larger areas, it may be sufficient to show proposed density ranges within sub-areas of the plan.

5) Hazard Lands and Development Constraints

The ASP shall show that all proposed subdivision and development is safe from hazards and development constraints. To this end, the plan 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 ASP shall indicate proposed methods and mechanisms to eliminate or mitigate the effects of these developments constraints including the submission by qualified professionals of any required reports or supporting materials.

6) Traffic Circulation

The ASP must show the proposed circulation pattern in the plan area, including local roads, sidewalks and trails, that directly serve individual lots and collector roads as required to move traffic and people safely and efficiently. It must also show how the proposed circulation pattern will be integrated with the overall transportation and trails system of the Village. Where the staging of development requires interim access to be provided, this should be described in the plan.

In the case of applications adjacent to a Provincial highway, working closely with Alberta Transportation and Utilities 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. Getting Alberta Transportation's approval (ideally, securing their signature on the document) goes a long way to facilitating subsequent land use, subdivision and development permit applications made pursuant to and in accordance with the plan.

7) Utility Servicing

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

8) Reserve Lands for Parks and Schools & Environmental Reserve

The MGA provides that whenever a subdivision takes place, the owner is 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. This is a one of the key components of an ASP in that it is to indicate, in specific terms, how the policies and provisions with respect to reserves contained in the MDP will be implemented. If reserve land is to be taken, it is important that the plan 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.

The MGA provides that the Municipality may require the dedication of land which is a natural drainage course; is subject to flooding; or is required to prevent pollution of, or provide public access to, a water course or body. The ASP must identify such lands.

9) Community Services

The ASP should indicate the means by which the development will be provided with such community services as schools, fire protection, policing and recreation. 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.

10) Staging

Where an ASP is relatively large, 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 or another must be resolved.

11) Graphics

The land use (and other) maps provided with the text of a proposed ASP are especially important because they make clear to Council/Administration and other users of the plan the character of the proposed development. The basic mapping requirements are:

- 11.1. general location within the Village/surrounding area;
- 11.2. relationship of the plan area to the MDP;
- 11.3. existing property lines and ownership;
- 11.4. existing natural or man-made physical features which may constrain development;
- 11.5. proposed land use pattern and internal road layout;
- 11.6. existing servicing and proposed servicing concept(s);
- 11.7. staging of development with interim provisions noted, and,
- 11.8. a recommended zoning scheme (optional).

The required drawings must be clear and at a scale which is appropriate to their purpose. Drawings may be combined when this does not result in an unacceptable reduction in legibility.

12) Implementation

An ASP must be consistent with the MDP (Section 638 of the MGA). It is adopted by bylaw following the process/requirements spelled out in the MGA under Sections 692, 636, 606 and 230. However, the agreement of all the owners within or adjacent to the plan area is not legally necessary for the adopting (or amending) bylaw to be passed. The implementation of an 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 LUB amendment, subdivision, development agreements and development approval. These can be pursued after the ASP has been approved or can be applied for at the same time as the ASP approval if subdivision and/or development are imminent. It should be made clear, however, that all subsequent processes depend on the completion of those that must proceed (i.e.: the ASP).

13) Process

The following is a general process for the submission and consideration by the Village of an ASP proposal. The steps indicated may be modified as required by specific circumstances affecting a particular plan proposal. [Note that the following process does not at all preclude informal public open houses/meetings held by the developer or by the Village: in fact, they may be encouraged and/or required.]

- 13.1. Prior to making any submissions to the Village, the proponent should contact as many of the owners as possible who would be affected by the ASP to discuss their potential involvement in the planning process. Responsibilities for the costs of plan preparation, arrangements for group decision-making and identification of an individual representative for the group should be resolved as far as possible early in the process.
- 13.2. If the development is large enough, a brief and general proposal to undertake the preparation of an ASP ought be submitted to and approved by the Village prior to commencement of work on the full-blown plan proposal. The submission should deal with proposed plan boundaries, the general availability of services, the relationship of the proposed plan boundaries, the general availability of services, the relationship of the proposed development to the 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. Again, bear in mind that in some instances, specifically tailored terms of reference, beyond these generic ones, may be required to guide the preparation of a particular ASP.

- 13.3. The proponent should gather the information required for the ASP by contacting the appropriate municipal and other agencies. In all cases, the plan should be prepared by a qualified, professional planner with assistance from qualified, professional engineers and other specialists as required. This is very important.
- 13.4. Once a draft ASP has been prepared, the proponent should submit a number of copies (text and drawings) to the Village as well as the Municipality's planning and engineering consultants for an initial review. Sufficient copies should be submitted so that all internal staff and any external resources reviewing the plan have a copy.
- 13.5. After this initial municipal review, the Village and/or its planning/engineering consultants will inform the proponents' planning consultant in writing of any initial concerns or requirements for additional information. A revised plan or additional information is then submitted as required.
- 13.6. The Municipality circulates the draft ASP to various affected agencies for their comments (e.g. School District(s), Health Authority, Alberta Environment, Alberta Transportation, etc.). Once the circulation is complete, municipal staff and/or the Village's planning/engineering consultants issue a written consolidated response (including copies of letters received from respondents, if appropriate) to the proponents' representative.
- 13.7. A meeting is held between the Municipality's staff, its 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.
- 13.8. Once the proponent is satisfied that the draft ASP has the support of the municipal staff, their consultants and other affected parties, the proponent prepares a final draft ASP reflecting any changes agreed upon and submits a sufficient number of copies to the Village for Council's consideration. Note that the proponent may submit an 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.

- 13.9. Council may either table the draft ASP for further revisions or give first reading to an adopting bylaw as an indication of its tentative support. If further revisions are required by Council, the proponent makes those revisions and resubmits the plan for first reading. If first reading is given, Council should set a date for a public hearing (as required by the MGA).
- 13.10. Council advertises and holds a public hearing (usually as part of a regular Council meeting). It may then require further revisions prior to second reading or give the adopting second reading.
- 13.11. 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.
- 13.12. Once the adopting bylaw is approved by Council, the proponent provides the Municipality with one "camera-ready" (ie: reproducible) copy of the 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 ASP normally helps to 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).

IDP

Village of Innisfree - County of Minburn No. 27
Intermunicipal Development Plan

Prepared by Red Willow Planning
All photos by Davin Gegolick