

**ROCKY-CLEARWATER INTERMUNICIPAL  
DEVELOPMENT PLAN**

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# ROCKY-CLEARWATER INTERMUNICIPAL DEVELOPMENT PLAN

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# ROCKY-CLEARWATER INTERMUNICIPAL DEVELOPMENT PLAN

## 1.0 INTRODUCTION

### 1.1 Plan Background

Clearwater County and the Town of Rocky Mountain House cooperate extensively on economic development, tourism, recreation and the delivery of municipal services. The Town and County have adopted Municipal Development Plans to guide future land use decisions and development within their municipalities. There is a natural and logical extension of the cooperation between the two municipalities into the area of land use planning pertaining to the undeveloped portions of the town and an area beyond the Town boundaries considered to be of mutual interest.

Intermunicipal planning is an ongoing effort between two or more municipalities to make land use planning decisions in a manner that reflects the mutual and individual interests of the affected municipalities. An Intermunicipal Development Plan (IDP) is one of the main tools used in this effort.

An IDP is a broad-based policy document that is designed to ensure that development, usually in and around an urban municipality, takes place in an environmentally responsible and sustainable manner without significant unnecessary costs and unacceptable negative impacts on either municipality. It recognizes the difficult challenges facing both municipalities as they try to deal with the expectant growth pressures in a way that is mutually beneficial. An IDP is expected to provide both municipalities with a comprehensive long range land use based plan that reduces potential development conflicts, addresses community concerns and provides a framework for ongoing consultation and cooperation in areas of mutual concern.

Land use planning decisions made by the Town and County affect and influence one another. Some of the prominent planning issues include potential conflicts between urban and rural land uses in proximity to one another and coordinating infrastructure and provision of municipal services. Positive relations, achieved through communication, consultation and cooperation, can provide many opportunities to share resources, achieve economic development goals and reduce the costs of providing municipal and community services.

This plan is an Intermunicipal Development Plan between Clearwater County and the Town of Rocky Mountain House as described under the Municipal Government Act, RSA, 2000 (as amended).

### 1.2 Plan Area and Objectives

The Rocky-Clearwater Intermunicipal Development Plan applies to all lands within the Town Boundary and the areas of the County shown on Map 1. The Plan is intended to guide development and provide a basis for inter-municipal discussion and collaboration

where developments in one municipality have the potential to impact the environment or the economic opportunity of the other municipality. For further clarification the Plan will:

- Identify and develop policies regarding key environmental features;
- Coordinate the development of roads and other municipal infrastructure; and
- Plan for future expansion.

Specific objectives of the intermunicipal development plan are as follows:

1. To reinforce and enhance positive and mutually beneficial relationships between the Town and County;
2. To recognize the Town and surrounding rural areas as one diverse, mutually supporting community;
3. To encourage dialogue to reduce the potential for land use conflicts and foster a better understanding of each other's interests and views;
4. To achieve a common purpose for growth and development in the broader area which is supportive of intermunicipal agreements and other cooperative initiatives in the provision of municipal services;
5. To promote certainty for rural land use and development activities by designating and safeguarding areas for continued rural development;
6. To confirm future urban growth directions and land requirements and allowing for the efficient and economical expansion of the Town;
7. To enable both parties to jointly consider the effects that a specific development in one municipality might have on the other;
8. To promote effectiveness and efficiency in the delivery of services including such things as coordinating of transportation planning; and
9. To obtain certainty around the types of land use allowed within the urban fringe and the development standards that will be applied.

### **1.3 Role of the Plan and Relationship to Other Plans**

The Intermunicipal Development Plan (IDP) is one part of the overall system of plans that guide and direct future growth and development within the Town of Rocky Mountain House and the portion of Clearwater County within the Plan Area. As a policy document the IDP is, for the most part, general in nature and long range in its outlook. The Plan is based on growth and development over the next 50 to 75 years during which the population in the Plan Area is anticipated to increase from approximately 7,000 in 2005 to more than 35,000. It provides the means whereby County Council and Town Council, other decision makers, and the community can evaluate immediate situations or proposals in the context of a long range plan. Periodic amendments and revisions to the Plan will occur over this 50 to 75 year timeframe.

Both the Town and County rely on their respective Municipal Development Plans and area structure plans to provide further and more detailed guidance on land use planning decisions. These plans and the IDP must be consistent with one another. In several areas, the IDP provides the very broad direction in expectation of more detailed planning at a later date. In other cases the IDP specifically defers to these more detailed plans.

In addition to its direction on future land uses, the IDP includes policies related to and mechanisms for coordinating developments adjacent the boundaries between the two municipalities. The IDP contains policies acknowledging the Town of Rocky Mountain House's plans for long term expansion into parts of the County. It also acknowledges the interest in developing lands in the County in proximity to Rocky Mountain House. Communication and referral protocols to coordinate these two aspirations are fundamental elements of the IDP.

#### **1.4 Interpretation of the Plan**

The IDP is divided into a series of sections and topics for ease of reference and use. In interpreting and implementing the IDP it is important to recognize that the Plan is a long-term document and that it will take many years to reach the full extent of the land use concept it sets out. Interpretation and implementation of some of the IDP policies will require the exercise of judgment, discretion and ongoing and open communication between the Town and County.

It is also important to bear in mind that the IDP works best as a comprehensive whole and should be interpreted in a holistic manner. While the Plan is structured by topic area it is important to view all of the policy directions in context with one another rather than as individual parts. In this way, the several policy statements are intended to contribute towards achieving the full essence of the land use planning framework that has been agreed upon by the two municipalities.

Finally, the IDP contains "shall", "should" and "may" policy statements. "Shall" policies are those which must be followed. "Should" policies mean compliance to the principle is required but the applicable authority has some discretion based on the circumstances of the specific case. "May" policies indicate that the applicable authority determines the level of compliance that is required.

## 2.0 GROWTH MANAGEMENT

### Goal:

To direct future growth in a manner that is compatible with the heritage, character and physical setting of the plan area and minimizes potentially negative social, fiscal and environmental impacts

### Objectives:

1. To promote compact, contiguous and accessible development provided with efficient public services while preserving open space, agricultural land and environmentally sensitive areas that are not suitable for development
2. To manage future growth and development in a responsible, orderly and cost-efficient manner through the necessary degree of land use control
3. To identify, recognize and manage the potential implications of growth and development on the Plan Area

### Policy Directions:

- 2.1 Major future development areas shall be planned prior to any Land Use Bylaw amendments allowing the development of the land uses shown on Map 1. Area structure plans and outline plans shall be the primary tools in this regard and shall be supported by servicing studies where necessary.
- 2.2 Such studies as may be needed to understand the implications a proposed use or development may have on the Plan Area may be required by the municipality having jurisdiction. These may include social impact assessments, environmental impact assessments, traffic studies or economic impact studies, etc. Either municipality may request any of the background studies that have been completed from the other municipality or request that a particular study be undertaken.
- 2.3 The Town and County shall explore and where possible implement cost-sharing or service enhancing arrangements in accordance with the following principles:
  - a) Recognize, respect and address the differing needs and values of each municipality including broader rural urban differences;
  - b) If the ratepayers of one municipality are using a service/facility in a neighbouring municipality there is an obligation to enter into discussions for a service/cost sharing arrangement;
  - c) Regionally accessible and beneficial services should be financed on a regionally cost-shared basis;

- d) All parties to a cost-sharing agreement must have the opportunity to participate in a board or committee established to oversee operations;
  - e) Councils will negotiate principles and set the parameters of cost-sharing agreements; their respective administrations will then finalize details and draft agreements for Council approval; and
  - f) Municipal services that are subject to regional negotiations must be rationalized by the parties in long-term plans to ensure the service meets the regional need as opposed to solely a local need.
- 2.4 Both municipalities shall seek to make the most efficient use of land within their jurisdiction in keeping with the character of their respective communities and life styles that they seek to accommodate.
- 2.5 Both municipalities shall recognize the value of the natural environment in contributing to the area's high quality of life and shall, within the scope of their jurisdiction and working with other municipalities and levels of government, seek to maintain and enhance a healthy natural environment to the benefit of plan area residents.

### **3.0 ECONOMIC DEVELOPMENT AND FISCAL HEALTH**

Goal:

To enhance wealth generation and employment opportunities within the Rocky Mountain House and Clearwater County

Objectives:

1. To foster economic development for the plan area by recognizing the needs of both municipalities and the local economy
2. To work together in providing a land base and land use pattern capable of supporting a range of appropriate economic activities
3. To promote the establishment of sustainable assessment bases capable of supporting desired levels of municipal service provision

Policy Directions:

- 3.1 The Town and County shall work together to ensure a strong and stable local economy within the broader regional economy. This includes cooperating, together with the Village of Caroline, in an economic development program.
- 3.2 Both municipalities shall work towards diversification of local economic sectors. Activities that are not related to the oil and gas sector such as value added agriculture, value added manufacturing or processing of resources and tourism shall be strongly encouraged in addition to accommodating ongoing investment in the oil and gas sector.
- 3.3 The Town and County shall actively encourage and attract agriculture and value-added agricultural activity to the local area.
- 3.4 The Town and County shall ensure that their combined land use patterns within the Plan Area provides a suitable inventory of lands for commercial and industrial development which includes a range of choice in terms of parcel sizes, available municipal services and levels of servicing.
- 3.5 While a broad range of commercial and industrial (which includes value-added agriculture) uses and development is desirable, those uses and developments which may detract from the community's character, quality of life for area residents, unduly impact on the environment, or cause negative social implications may not be permitted.



## 4.0 JOINT DEVELOPMENT

### Goal:

To provide the basis for future discussions on joint development by the Town and County of select areas and projects that may be of mutual benefit and interest

### Objectives:

1. To identify scenarios and situations where joint development may be appropriate
2. To establish the broad parameters for agreements relating to implementing joint development initiatives

### Policy Directions:

- 4.1 Either municipality may put forward suggestions for a joint development initiative for discussion with the other municipality. Each municipality may decline to participate in a proposed joint development initiative.
- 4.2 Joint development initiatives should focus on major developments or uses which have the potential to have a significant positive impact on the overall attractiveness and economic well-being of the Plan Area.
- 4.3 Considerations and issues that shall be addressed in an agreement relating to a joint development initiative shall include:
  - a) Equitable distribution of the municipal tax proceeds resulting from the development between the Town and County in relation to the cost of maintaining and providing infrastructure and providing services;
  - b) Contribution towards the capital costs of infrastructure through the collection of offsite levies or capital contributions built into the utility rate base;
  - c) Ability to guarantee available capacity in municipal utility systems to the project/area subject to the agreement;
  - d) Standards that will apply for the design and construction of infrastructure;
  - e) Establishing a suitable term of the agreement in recognition of the long term nature of land use and development decisions; and
  - f) Setting out a dispute resolution mechanism to be used solely in the context of the joint development agreement (which may be based on the process used for other matters under the IDP).

## 5.0 LAND USE CONCEPT

Long term future land uses and land use patterns form one of the key areas of agreement and coordination in this plan. Map 1: Future Land Uses identifies the long term land use pattern for the lands within the current boundaries of the Town of Rocky Mountain House and within that portion of Clearwater County falling within the plan area boundaries. The land uses identified are based on the predominant or main type of land use to be located in an area. More specific boundaries and information on the precise land uses is intended to be provided through each municipality's respective Land Use Bylaw and more detailed land use plans.

The major land use categories shown on Map 1 are residential, commercial, industrial, major open space and undeveloped areas, rural policy area and recreational. Within each major category there are more defined types or categories of the same land use. For instance, the predominantly commercial areas may include local or neighbourhood commercial, downtown and highway commercial sub-categories.

Map 1 shows a rural policy area covering much of the land within the County. This recognizes the diversity of a typical rural landscape containing a variety of agricultural uses, resource extraction uses, residential uses, open spaces and small scale commercial/industrial uses.

Commercial areas identified on Map 1 represent the areas and locations that major concentrations of commercial development are considered appropriate as the predominant use. This includes intense commercial development such as the downtown area and lower intensity commercial development such as highway commercial along Highway 11.

Industrial areas reflect both light and heavy industrial uses and show the locations this type of use is considered appropriate. The distinction between light and heavy industrial areas will be clarified through more detailed planning.

Residential areas shown on Map 1 illustrate the location of existing and future neighbourhoods. While residential uses such as detached homes and multi-attached dwellings will be the main types of use, small scale neighbourhood commercial and institutional uses typically found in residential neighbourhoods, such as schools and religious assemblies, may also be located in these areas. More detailed plans are expected to provide more direction on the design of future neighbourhoods.

The major open space areas shown on Map 1 represent the major areas that make up some of the elements of a long term park and trail system or areas that are not conducive to full urban development. This includes areas that are intended to be preserved such as the lands along the North Saskatchewan River and the Clearwater River. The recreation use category represents major private recreation facilities such as the Pine Hills Golf Course, National Historic Site and North Saskatchewan River Park. Local parks and trail connections are not shown on Map 1 as these facilities are expected to be identified in more detailed plans.

The major/arterial road system and relation to the Provincial highway system is shown on Map 1 to understand the relation between concentrations of land use and the need to accommodate the movement of people and goods.

Land uses shown on Map 1 account for a substantial amount of future growth within the plan area over the next 50 to 75 years. The Long Term Town Boundary encompasses lands that would accommodate a future Town population of approximately 30,000. Expansion of the Town of Rocky Mountain House to take in all of the lands shown within the Long Term Town Boundary is expected to take many years. Numerous periodic annexations will occur before the Town boundary expands to what is shown on Map 1.

## 5.1 AGRICULTURAL USES

### Goal:

To ensure agriculture remains sustainable, diversified and a key contributor to the local economy

### Objectives:

1. To encourage and allow agricultural lands to be used for a variety of agricultural activities as the priority land use
2. To avoid the premature subdivision and conversion of agricultural land to non-agricultural use outside the policies permitting subdivision in the applicable municipalities Municipal Development Plan.
3. To minimize the impact of urban expansion on agricultural lands
4. To reduce the potential for conflict between agricultural uses and non-agricultural uses

### Policy Directions:

- 5.1.1 Agricultural use of land shall continue to be the predominant use within the Rural Policy Area on Map 1 over the long term and subdivision of agricultural lands for non-agricultural purposes should be discouraged.
- 5.1.2 Expansion of the Town onto agricultural lands shall be recognized as ongoing and shall be carefully guided to minimize the premature loss of agricultural land. This includes making efficient use of land within the Town boundaries with respect to the overall density of development.
- 5.1.3 Conversion of predominantly agricultural lands within the Rural Policy Area to non-agricultural use shall not occur until an area structure plan and/or outline plan has been approved. This requirement does not apply to second and third title - first parcel-out subdivisions or re-designation under the Land Use Bylaw of a portion of a parcel to a non-agricultural designation where no subdivision is proposed.
- 5.1.4 Conversion of predominantly agricultural lands within the existing Town boundaries or between the existing and long term Town boundaries to non-agricultural use shall not occur until an area structure plan and/or outline plan has been approved. This requirement does not apply to second title (first parcel out) subdivisions and may not apply to additional subdivisions if the Town and County have otherwise agreed in writing.

- 5.1.5 Agricultural use may continue on lands identified on Map 1 for long term non-agricultural use until conversion of these lands to the intended non-agricultural use occurs.
- 5.1.6 Recognizing that Province controls the development of confined feeding/intensive livestock operations, the Town and County shall not support new confined feeding/intensive livestock operations or the expansion of existing operations between the existing Town boundaries and the long term Town boundaries or within 1 mile beyond the long term Town boundaries shown on Map 1.
- 5.1.7 Notwithstanding policy 5.1.6, the expansion of existing confined feeding/intensive livestock operations may be allowed within 1.6 kilometers (1 mile) of the existing and long term Town boundaries shown on Map 1 where the Town has provided written consent to the approving authority.

## 5.2 RESIDENTIAL USES

### Goal:

To provide opportunities for residential development within the Plan Area which are responsive to a variety of market preferences and household needs and are directed to suitable locations

### Objectives:

1. To establish criteria for the location of rural residential development
2. To identify areas appropriate for urban residential development and ensure there is an adequate supply of land available and capable of meeting the Town's long term needs
3. To reduce the potential for conflict between residential uses and non-residential uses

### Policy Directions:

- 5.2.1 Residential use of land shall be the long term primary use of the Residential Area shown on Map 1. Residential use may be considered in the Rural Policy Area in accordance with the County's Municipal Development Plan.
- 5.2.2 Within the Rural Policy Area, the location, design and standards of residential subdivision and development shall be based on the policies of the County's Municipal Development Plan. This includes directing rural residential subdivisions to non-agricultural or lower value agricultural land as defined by the County's Municipal Development Plan.
- 5.2.3 Within the Existing Town Boundary, the location, design and standards of residential subdivision and development shall be based on the policies of the Town's Municipal Development Plan and applicable area structure plan.
- 5.2.4 On lands within the Long Term Town Boundary, residential subdivision ~~shall be limited to for more than a single lot second title subdivisions~~ out of a previously unsubdivided quarter section. ~~Any other additional subdivisions shall may~~ not be allowed until the quarter section has been annexed into the Town ~~or the Town and County have has otherwise agreed in writing.~~
- 5.2.5 Subdivision and development for residential purposes in the Residential Area or Rural Policy Area shown on Map 1 shall be preceded by the preparation and adoption of an area structure plan and/or outline plan as required under the respective municipality's Municipal Development Plan.

### 5.3 COMMERCIAL AND INDUSTRIAL USES

#### Goal:

To promote well planned commercial and industrial development that serves local residents and contributes to regional and local economic development

#### Objectives:

1. To ensure there is an adequate supply of commercial and industrial land available and capable of meeting a variety of needs
2. To identify areas where commercial and industrial activities can prosper and maximize their contribution to the local area economy
3. To reduce the potential for conflict between commercial uses, industrial uses and other uses
4. To ensure that other uses do not place restrictions on the development of commercial and industrial areas

#### Policy Directions:

- 5.3.1 Commercial areas identified on Map 1 shall be used for a variety of commercial activities over the long term.
- 5.3.2 Industrial areas identified on Map 1 shall be used for a variety of industrial activities over the long term which includes business agriculture type uses.
- 5.3.3 Commercial and industrial use may also be considered within the Rural Policy Area subject to the policies of the County's Municipal Development Plan.
- 5.3.4 Within the Existing Town Boundary, the location, design and standards of commercial and industrial subdivision and development shall be based on the policies of the Town's Municipal Development Plan and applicable area structure plan.
- 5.3.5 On lands within the Long Term Town Boundary, subdivision of commercial and industrial lands shall be limited to a second title subdivision (single lot) out of a previously unsubdivided quarter section where those lands are identified on Map 1 for those uses, and no Additional commercial or industrial development shall be allowed should be discouraged until the quarter section has been annexed into the Town or the Town and County have otherwise agreed in writing.
- 5.3.6 Notwithstanding policy 5.3.5, policy 5.3.1 and the commercial use identified on Map 1, lands in the SE 4-40-7-W5 designated for Direct Control District, Country Residential District or Country Residential Agricultural District under the County's Land Use Bylaw prior to 2006 and not yet subdivided in a manner allowable

under the above listed designations may be allowed to subdivide prior to being annexed into the Town. Any subdivisions proposed in accordance with this policy shall be referred to the Town for comments.

- 5.3.7 Commercial and industrial development shall provide a high standard of building and overall site appearance on all parcels adjacent highway rights-of-way running through the Plan Area. This shall include orienting buildings to face the highway, creating attractive architectural appearances on building elevations visible from the highway and planting landscaping materials to break up and soften views of commercial and industrial properties.
- 5.3.8 Where possible and necessary, buffers or similar mechanisms to mitigate potential conflict between commercial, industrial and other uses shall be used.
- 5.3.9 Uses and developments which may create limitations on future commercial and industrial activities shall be directed away from lands identified on Map 1 for long term commercial or industrial use.
- 5.3.10 Subdivision and development for commercial or industrial purposes in the Commercial Area, Industrial Area or Rural Policy Area on Map 1 shall be preceded by the preparation and adoption of an area structure plan and/or outline plan as required under the respective municipality's Municipal Development Plan.
- 5.3.11 Resource extraction activities such as gravel operations and timber harvesting shall be considered a form of industrial use and may be allowed within:
  - a) the Rural Policy Area on Map 1 subject to the policies of the County's Municipal Development Plan and Land Use Bylaw; and
  - b) the Major Open Space, Commercial and Industrial Areas on Map 1 lying beyond the Existing Town Boundary subject to the policies of the County's Municipal Development Plan and Land Use Bylaw.Use of a parcel for resource extraction activities does not require the preparation and adoption of an area structure plan or outline plan.



## **5.4 PUBLIC AND INSTITUTIONAL USES**

### Goal:

To ensure locations are available to provide public and institutional services to area residents

### Objectives:

1. To accommodate public and institutional uses which serve the Plan Area population
2. To provide for essential public and private utility services serving the Plan Area population

### Policy Directions:

- 5.4.1 Public and institutional uses may be allowed in the Public & Institutional Services Area shown on Map 1.
- 5.4.2 Public and institutional uses commonly considered compatible with and complementary to residential uses may be allowed within the Residential Area and Rural Policy Area shown on Map 1.
- 5.4.3 Public and institutional uses commonly considered compatible with commercial and industrial uses may be allowed within the Commercial Area, Industrial Area and Rural Policy Area shown on Map 1.
- 5.4.4 Essential public uses and private utility services may be allowed throughout the Plan Area based on the optimal location(s) to provide the desired level of service to the Plan Area. Preparation and adoption of an area structure plan or outline plan is not required for essential public uses and private utility services.

## 5.5 MAJOR GREEN SPACE, PARKS AND TRAILS

### Goal:

To create an integrated system of green space that preserves natural features for their intrinsic and functional value and provide open space and trail opportunities for the community

### Objectives:

1. To preserve the natural beauty and character of the North Saskatchewan and Clearwater River valleys to facilitate their enjoyment by residents and visitors
2. To provide opportunity to develop and maintain an open space system extending by continuous or semi-continuous links from existing open space areas in the Town to appropriate locations throughout the plan area
3. To ensure that adequate park dedication meeting local and community needs is available
4. To protect environmentally significant areas from adverse negative impacts
5. To protect natural drainage courses and waterways critical to the Plan Area

### Policy Directions:

- 5.5.1 The escarpment along the North Saskatchewan River and the Clearwater River shall be retained in its natural state except for those measures needed for utility crossings, public access or safety.
- 5.5.2 Lands within the respective 1:100 year floodplains of the North Saskatchewan River and Clearwater River shall be safeguarded from land uses that are not tolerant to flooding. Factors to be considered in determining the appropriateness of a land use proposed within the 1:100 year floodplain shall include the degree of risk to individuals and private investment and the ability to evacuate the development.
- 5.5.3 When lands along the North Saskatchewan River, Clearwater River, Trappers Creek, Mud Lake and Ernie Lake are subdivided, environmental reserve shall be dedicated. Where the required environmental reserve dedication does not provide sufficient space to allow development of a trail then municipal reserve shall be dedicated to allow trail development.
- 5.5.4 A regional trail network connecting points of interest within the Town and County to major concentrations of residential development shall be addressed as new area structure plans are prepared. Connections to existing development shall be encouraged.

- 5.5.5 Unless otherwise agreed to by the Town, municipal reserve dedications within the lands between the Existing Town Boundary and Long Term Town Boundary shall be deferred to the balance of the quarter until such time as the area is being subdivided as part of the Town.
- 5.5.6 Municipal reserve dedications within all other areas shall be provided in accordance with the respective Municipal Development Plan and area structure plan policies of the County and the Town.
- 5.5.7 Environmentally significant areas and features shall be inventoried and identified for preservation for portions of the Plan Area as area structure plans and outline plans are prepared. The determination of environmental significance shall be based on the 1991 Environmentally Significant Areas of the M.D. of Clearwater study.
- 5.5.8 The Town and County shall work together and with other parties to preserve natural areas and create green space areas for use by area residents and the general public.

## **5.6 RECREATION AND COMMUNITY SERVICES**

### Goal:

To provide a variety of recreation and community services which contribute to a high quality of life for area residents

### Objectives:

1. To continue cooperation between municipalities in delivering recreation and community services
2. To provide for private recreational uses and development within the Plan Area

### Policy Directions:

- 5.6.1 Private and public recreational facilities and uses shall be allowed in the Recreational Area shown on Map 1 and may be considered within the Rural Policy Area or Commercial Area shown on Map 1. Local parks, large neighbourhood parks, school sites and trails shall be allowed in the Residential Area.
- 5.6.2 The Town and County shall continue to explore and implement ways of providing services to area residents in the most cost effective manner reflecting the desired levels of service within parts or all of the Plan Area. These services may include fire protection, animal control, community facilities, schools and other similar municipally or publicly supplied services.
- 5.6.3 The Town and County shall share their capital plans for investment in recreation facilities with one another and other interested parties.

## 6.0 TRANSPORTATION

### Goal:

To provide a coordinated transportation system that supports the safe and efficient movement of persons and goods within the Rocky Mountain House area

### Objectives:

1. To integrate transportation and land use considerations in all transportation decision making
2. To use a system of transportation planning and management that establishes a safe and efficient transportation system
3. To coordinate transportation planning among Alberta Infrastructure & Transportation, the County and the Town
4. To support ongoing use and development of the airport as a key transportation link for the region

### Policy Directions:

- 6.1 The Highway and Arterial Road network as shown on Map 1 shall guide the development of arterial roadways by the two municipalities within the Plan Area.
- 6.2 Both municipalities shall coordinate the planning and construction of major transportation links within the Plan Area. Where these links involve Provincial highways the two municipalities shall work in concert with Alberta Infrastructure & Transportation to provide a satisfactory level of service and safety.
- 6.3 Both municipalities shall share their respective capital plans for transportation improvements with each other and other interested parties to ensure better coordination respecting road upgrades.
- 6.4 As subdivision occurs, lands required for future transportation corridors as identified in this Plan, or in a transportation plan accepted by both municipalities, shall be protected. This may take the form of dedication or road right-of-way, registration of land acquisition agreements on title, additional building setback requirements or a combination of these measures.
- 6.5 The right-of-way requirements for roads shall be as set out in the applicable Town or County design standards.
- 6.6 For the purpose of this section, boundary road means a road under the direct control of either the County or the Town where land within the Town's jurisdiction is on one side of the road. For boundary roads, whichever municipality is responsible for maintenance and has jurisdiction over the road right-of-way shall

determine the design, construction and access standards for the applicable segment of road. Contributions for the construction costs of boundary roads or costs to upgrade existing boundary roads shall be negotiated on a case by case basis by the two municipalities in accordance with the detailed policy established by the Intermunicipal Committee. The basis for the cost sharing formula shall be the anticipated traffic generated by existing or future development on lands adjacent the segment of boundary road. Notwithstanding the above formula, contributions from lands in the County shall only apply if development exceeds first parcel out or severance subdivisions.

- 6.7 Notwithstanding the protection of the Highway 11 bypass identified by Alberta Infrastructure & Transportation and the Highway and Arterial Road (Proposed) alignment shown on Map 1, the role of the Tiami Road and Airport Road as truck routes should be explored.
- 6.8 The Town and the County shall encourage Alberta Infrastructure & Transportation to prepare a detailed design for the intersection of Highway 11/ Highway 22 North/Airport Road as soon as possible.

## 7.0 UTILITY SERVICES

### Goal:

To establish the broad parameters and expectations leading to the effective and cost-efficient provision of municipal utility services capable of supporting future growth and development

### Objectives:

1. To determine appropriate servicing standards and expectations within the Plan Area
2. To provide for the coordination and integration of utility systems within the Plan Area
3. To provide for the orderly and cost-effective extension of servicing systems
4. To identify strategies for storm water management reflecting best management practices

### Policy Directions:

- 7.1 All development shall be supplied with an appropriate level of utility services based on the location and characteristics of the development.
- 7.2 Each municipality shall determine the nature of the utilities to be provided by the municipality or the developer.
- 7.3 Town water and sanitary sewer services shall not be extended beyond the Town boundaries unless these extensions form part of a joint development initiative based on the joint development policies section of this Plan.
- 7.4 As subdivision and development occurs, lands required for future utility and servicing rights-of-way and major utility facilities such as water treatment plants and sewage treatment facilities, as identified through the mutual agreement of the Town and County, or subsequent studies, shall be protected. This may take the form of easements/utility right-of-way agreements, dedication as road right-of-way, dedication as public utility lot or a combination of these measures.
- 7.5 Provision shall be made for storm water management throughout all of the development areas contemplated by this Plan. Best management practices, including the integration of existing water bodies and natural areas into storm water management ponds, shall be pursued. The release of storm water run-off from any development area to downstream areas shall be designed and managed in accordance with Alberta Environment requirements.
- 7.6 Natural and man-made drainage courses that are critical to the overall management of storm water and surface drainage within the Plan Area shall be protected by the municipality having jurisdiction. The Town and County shall

work cooperatively to address drainage issues and may use tools such as public utility lots and/or drainage easements where needed to ensure proper drainage within the Plan Area.

- 7.7 The Town shall periodically update its master plans and utility plans well in advance of anticipated town growth to ensure that adequate water treatment and sanitary sewer treatment capacity is available to accommodate future growth.
- 7.8 The Town and County shall continue to cooperate in the provision of solid waste disposal and recycling services to the plan area.



## **8.0 PLAN IMPLEMENTATION AND ADMINISTRATION**

The successful implementation of this Plan will depend heavily on an ongoing commitment by the Town and the County to communicate and share information and views on land use planning matters with one another. Mutual trust and respect of one another as equals is essential. A clearly established system outlining the expectations and protocols for ongoing referrals, dialogue on planning issues, plan amendments and means of resolving any issues that arise helps to implement the goals, objectives and policies of this plan.

### **8.1 INTERMUNICIPAL COMMITTEE**

Goal:

To facilitate the ongoing sharing of information between the two municipalities' elected officials and provide a forum to review and comment on topics of mutual interest

Objectives:

1. To establish broad processes and procedures for ongoing intermunicipal discussions and communication
2. To define the role of the Intermunicipal Committee

Policy Directions:

- 8.1.1 An Intermunicipal Committee shall be established between the Town and the County. It shall comprise three elected officials from each Council. Administrative support to the committee will be provided by the County and Town staff attending the committee meetings.
- 8.1.2 The mandate of the Intermunicipal Committee may include discussion and consideration of the following:
  - a) Making recommendations to both Councils on intermunicipal matters that are referred by either municipality;
  - b) Monitoring the progress of the Plan including overseeing implementation actions;
  - c) Reviewing any proposed annexations;
  - d) Reviewing any proposed amendments to this Plan;
  - e) Serving as an informal review body for any amendment, proposed area structure plan, proposed outline plan or application that may have a significant impact on the Plan Area that is referred to the Committee; and
  - f) Assisting with the resolution of disputes in accordance with this Plan
- 8.1.3 The Intermunicipal Committee shall make decisions and recommendations on a consensus basis. For this purpose, consensus shall be defined as the unanimous consent among the elected officials forming the Committee.

- 8.1.4 The Intermunicipal Committee shall meet annually to discuss planning issues of mutual interest and on an as-needed basis to resolve or further discuss any issues.
- 8.1.5 The responsibility for providing administrative support to the Intermunicipal Committee shall alternate between the two municipalities on an annual basis; Administrative support to be provided and procedures to be followed shall include:
- a) The establishment of dates and locations for all meetings, production of agendas, distribution of pre-meeting information packages, and other matters as deemed necessary;
  - b) Keeping a record of the Committee meetings;
  - c) Chairing the meetings on an alternating basis; and
  - d) Convening meetings as required by the Plan.

## **8.2 COMMUNICATION AND REFERRAL PROCESSES**

### Goal:

To provide opportunities for each municipality to become informed about and have input on planning and development matters

### Objectives:

1. To maintain open and ongoing dialogue through direct and timely communication and sharing of information
2. To establish processes for the referral of plans, amendments and applications affecting lands of mutual interest

### Policy Directions:

- 8.2.1 Each municipality shall share with the other information, data or studies, road plans and utility plans that may have implications for the Plan Area.
- 8.2.2 Each municipality shall refer to the other proposed statutory plans, outline plans, land use bylaws and amendments to any of these where such proposals may affect land within the Plan Area.
- 8.2.3 Each municipality shall have at least thirty (30) days to review and comment on the referrals made pursuant to 8.2.2 above. A municipality may request an extension of the initial review period. The CAO of the municipality sending the referral may agree to an extension of the review period and where an extension is provided it shall be communicated in writing.
- 8.2.4 With the exception of first parcel out subdivisions, each municipality shall refer to the other proposed subdivision applications falling within or affecting a parcel adjacent the municipal boundaries.
- 8.2.5 Notwithstanding the above policies, where in the judgment of the municipality having jurisdiction, any proposed plan or application is thought to have potential implications for or be of interest to the other municipality the matter may be referred to the other municipality.
- 8.2.6 Subject to a written and signed intermunicipal memorandum of understanding, items subject to referral and their respective timelines for submitting comments may be added or deleted without the need for a formal amendment to this Plan.
- 8.2.7 In forwarding comments on a referral, each municipality shall indicate whether the comments offered come from Administration or a review with Council.
- 8.2.8 Each municipality shall offer comments from the perspective of specific implications that have a high likelihood of affecting their own planning efforts

around land uses and infrastructure. General observations on issues that have no bearing on the planning efforts of the commenting municipality shall be avoided.

8.2.9 When issues are raised through the communication and referral process, they shall be addressed using the following process:

a) Stage 1: Administrative Review

Once an issue is identified, the municipality having jurisdiction shall provide the other municipality with all available information concerning the matter. The commenting municipality shall evaluate the matter and provide written comments to the other municipality. Every attempt shall be made to discuss the issue with the intent of arriving at a mutually acceptable resolution. If an agreement or understanding on how to approach the issue is reached, the commenting municipality shall indicate same to the other municipality in writing. If no agreement can be reached, the matter shall be referred to the Intermunicipal Committee.

b) Stage 2: Intermunicipal Committee Review

If an issue is referred, a meeting shall be scheduled to allow both Administrations to present their perspectives and views on the issue. The Intermunicipal Committee may:

- Provide suggestions back to both Administrations on how to address the issue and refer the matter back to the Administrative Review stage;
- Seek additional information and alternatives for consideration at a future meeting of the Intermunicipal Committee;
- If possible, agree on a consensus position that resolves the issue; or
- Conclude that no initial agreement can be reached and refer the matter to the two Councils.

In the event that the Intermunicipal Committee reaches consensus and resolves the issue, the details of the consensus shall be provided to each municipality in writing.

### 8.3 DISPUTE RESOLUTION

Goal:

To create a process that allows for timely resolution of differences of opinion in a manner respectful of each municipality's interests and concerns

Objectives:

1. To establish a procedure for resolving disputes if and when required
2. To clarify items that may constitute a dispute and be subject to the dispute resolution process

Policy Directions:

- 8.3.1 The following shall form the basis for initiating the dispute resolution process:
- a) Lack of agreement between the two municipalities on any proposed amendment to this Plan;
  - b) Lack of agreement between the two municipalities on any proposed statutory plan, outline plan, land use bylaw or amendment to any of these located within or affecting the Plan Area; or
  - c) Lack of agreement between the two municipalities on an interpretation of this Plan.
- 8.3.2 A dispute is defined as: (1) any statutory plan, land use bylaw or amendment to either which is given first reading by a Council which the other Council deems to be inconsistent with the policies of this Plan or detrimental to their planning interests as a municipality; or (2) any non-statutory plan within the Plan Area adopted by a Council which the other Council deems to be inconsistent with this Plan or there is an issue of interpretation of the policies of this Plan.
- 8.3.3 A dispute shall be limited to the decisions on those matters listed under item 8.3.1 and 8.3.2 above. Any other appeal by other parties shall be made to and addressed by the respective approving authorities within each municipality.
- 8.3.4 The dispute resolution process of this Plan may only be initiated by Town Council or County Council and shall only be used for resolving intermunicipal planning disputes. Identification of a dispute and desire to go through the dispute resolution process shall occur within 15 calendar days of a decision made pursuant to items 8.3.1 and 8.3.2 above. Once either municipality has received written notice of a dispute from the other, the dispute resolution process shall be started within 15 calendar days of the date the written notice was received unless otherwise agreed to by both CAOs.
- 8.3.5 In the event that the dispute resolution process is initiated, the municipality having authority over the matter shall not give any further approval in any way until the dispute has been resolved or the mediation process has concluded.

8.3.6 A dispute shall be addressed and may be resolved at any stage using the following process:

a) Stage 1: Council to Council Meeting

If the Intermunicipal Committee is not able to resolve the dispute the matter shall be referred to a joint meeting of the two Councils. Each municipality shall be given the opportunity to present their perspectives and views on the issue. The two Councils may:

- Provide suggestions back to the Intermunicipal Committee on how to resolve the disputed matter and refer the matter back to the Intermunicipal Committee;
- Seek additional information and alternatives for consideration at a future meeting of the two Councils;
- If possible, agree on a consensus position that resolves the issue; or
- Conclude that no initial agreement can be reached and refer the matter to mediation.

b) Stage 2: Mediation Process

If a dispute is referred for mediation, a mediated process shall be used to reach agreement subject to agreement by both Councils that mediation is necessary. Prior to the start of the mediation process the municipalities shall:

- Appoint an equal number of representatives to participate in the mediation process;
- Engage a mediator agreed to by the municipalities at equal cost to each municipality; and
- Approve a mediation process and schedule.

If agreed to by both Councils, municipal Administration may be used as a resource during the mediation process. All discussions and information related to the mediation process shall be held in confidence until the conclusion of the mediation process. The process shall be deemed to conclude once the mediator submits a report to both Councils. The mediator's report and recommendations shall not be binding on the municipalities and shall be subject to acceptance by both Councils. If both Councils accept the mediator's report, this shall be communicated to each municipality in writing and the matter shall be considered resolved. The report shall be introduced through the public hearing process along with any necessary amendments to the proposed bylaw or plan. If mediation is not undertaken or the mediator's report is not accepted by both Councils, then the disputing municipality may begin the appeal process.

c) Stage 3: Appeal Process

In the event that mediation proves unsuccessful, was not undertaken or the municipality having jurisdiction proceeds with an approval that does not reflect the accepted mediation recommendations, the disputing municipality may appeal the matter to the Municipal Government Board in accordance with the Municipal Government Act.

8.3.7 The municipality initiating a dispute may withdraw their objections at any time throughout the process. The municipality initiating the dispute shall provide written confirmation that the dispute is withdrawn to the other municipality.

8.3.8 Both municipalities agree that time shall be of the essence when working through the dispute resolution process.

## **8.4 URBAN EXPANSION AND ANNEXATION**

### Goal:

To recognize and consider the growth aspirations of the Town in an orderly, economical and logical manner which discourages loss and premature fragmentation of agricultural land area

### Objectives:

1. To establish a process for managing and assessing annexation proposals
2. To set out the criteria for timely, cooperative and strategic annexations
3. To identify and protect areas to accommodate future expansion of the Town
4. To anticipate growth requirements and priorities for the Town and take steps to minimize or remove obstacles to accommodate future Town growth

### Policy Directions:

- 8.4.1 Both municipalities shall protect those lands identified within the proposed Long Term Town Boundary on Map 1 from land uses and developments that might interfere or conflict with future urbanization. This shall include limiting the amount of subdivision and development that may occur prior to annexation in accordance with Policy 5.2.4 and Policy 5.3.5 of this Plan.
- 8.4.2 The Town shall not pursue annexation of any land it cannot economically and reasonably service.
- 8.4.3 Either municipality or a landowner may put forward an annexation proposal or request. In the case of an annexation proposal by a landowner, the landowner shall simultaneously notify both municipalities in writing.
- 8.4.4 Where annexation is proposed by either municipality affected landowners shall be notified prior to the general public.
- 8.4.5 Annexation proposals shall be reviewed by the Intermunicipal Committee prior to submission of a Notice of Intent to the respective Councils and the Municipal Government Board.
- 8.4.6 If deemed necessary by the Intermunicipal Committee, at least one joint meeting of the two Councils to discuss the rationale for the annexation shall be held prior to submission of the annexation application to the Municipal Government Board.



- 8.4.7 In determining the appropriateness of an annexation proposal the following criteria, among others, shall be taken into account and documented in a supporting report:
- a) Justifiable based on projected growth rates reflecting historic trends or anticipated economic stimulus;
  - b) Availability and cost of providing municipal services including consideration of economies of scale related to the financing of municipal service extensions;
  - c) Adequacy of transportation system and ability to expand to accommodate demands resulting from annexation including consideration of economies of scale related to the financing of transportation infrastructure;
  - d) Landowner interest in pursuing development and as high a degree of concurrence among affected landowners as possible;
  - e) Measures to mitigate the impacts of annexation relating to such aspects as change in taxation levels, service provisions and treatment of and continuation of existing, approved uses and development;
  - f) Consistency with adopted statutory plans; and
  - g) Logical extension of jurisdictional boundaries including consideration of long term responsibilities for maintenance and service delivery and the establishment of rational planning units.

## **8.5 AREA STRUCTURE PLANS AND OUTLINE PLANS**

### Goal:

To provide consistency between the intermunicipal development plan and adopted area structure plans and outline plans

### Objectives:

1. To recognize the land use patterns and policies of existing and adopted area structure plans and outline plans
2. To limit potential conflicts when new area structure plans or outline plans are adopted or existing area structure plans or outline plans are amended

### Policy Directions:

- 8.5.1 Where there is an adopted area structure plan or outline plan in place as of the date this Plan is adopted, the detailed land use patterns and policies of the area structure plan or outline plan shall take precedence over this Plan.
- 8.5.2 As new area structure plans and outline plans are prepared and adopted or as existing area structure plans and outline plans are amended and expanded these plans shall be used to determine the detailed land uses for the area covered.
- 8.5.3 Receipt of an application to adopt an area structure plan or outline plan or amend an existing area structure plan or outline plan shall not constitute a dispute.
- 8.5.4 Each municipality may establish their own processes for the preparation of new or amendments to existing area structure plans and outline plans. At the start of these processes, each municipality shall consult the other on issues that concern the neighbouring municipality and should be considered and reviewed as part of preparing the plan. This may involve obtaining comments on the proposed terms of reference for the plan process.

## 8.6 IMPLEMENTATION

### Goal:

To promote the use of the Plan and implementation of its policies

### Objectives:

1. To implement the Plan through other statutory and non-statutory plans
2. To implement the Plan through decisions of the subdivision and development authorities
3. To provide for periodic reviews and plan amendments when deemed desirable and necessary

### Policy Directions:

#### Approving Authorities

- 8.6.1 In the hierarchy of statutory plans, the Intermunicipal Development Plan shall take precedence over other municipal statutory plans and documents except where the Intermunicipal Development Plan defers to the more detailed, adopted plan.
- 8.6.2 The Town shall be responsible for the administration and decisions on all statutory plans, land use bylaws, amendments thereto, and subdivision applications falling within the boundaries of the Town.
- 8.6.3 The County shall be responsible for the administration and decisions on all statutory plans, land use bylaws, amendments thereto, and subdivision applications falling within the boundaries of the County.

#### Future Plans and Studies

- 8.6.4 Area structure plans or outline plans should be prepared and adopted by the municipality having jurisdiction prior to changes in land use designation. This requirement shall not apply to those areas that do not involve subdivision or areas within the Town boundaries that are not as of the date that this Plan is adopted already covered by an approved area structure plan.
- 8.6.5 The Town and the County shall coordinate future planning efforts including potential collaboration on area structure plans, transportation plans, drainage basin studies, water system studies, feasibility studies relating to provision of municipal utilities and power generation and open space plans.

#### Plan Amendments

- 8.6.6 An amendment to this Plan may be proposed by either municipality.
- 8.6.7 An amendment to this Plan proposed by a landowner shall be made to the municipality in which the subject land is located.
- 8.6.8 An amendment to the Plan has no effect if not adopted by both municipalities by bylaw pursuant to the Municipal Government Act.

#### Plan Review

- 8.6.9 At the end of five years from the date that this Plan is adopted by both Councils, the two municipalities shall consider the need for a review of the Plan. If necessary, the Plan shall be updated and revised. Thereafter the Plan shall be considered for review every five years unless some alternative time is agreed to by both Councils.

#### Procedure to Repeal Plan

- 8.6.10 If one municipality deems this Plan no longer workable, the municipality may initiate the repeal of the Plan. Repeal of the Plan may be accomplished by one municipality passing a bylaw in accordance with the repeal provisions of the Municipal Government Act.
- 8.6.11 The following procedure to repeal the Plan shall be applied:
  - a) One municipality shall give the other written notice of its intention to repeal its bylaw adopting the Plan;
  - b) Within 30 days of the date of written notice forwarded to the other municipality, a Council-to-Council meeting shall be convened;
  - c) Following the meeting, the municipality initiating the repeal procedure may either withdraw its intention to repeal the Plan by giving written notice to the other municipality or proceed to consider a bylaw to repeal the Plan;
  - d) Once one municipality has passed a bylaw repealing the Plan the other municipality shall also proceed to pass a bylaw repealing the Plan.In the event that the Plan is repealed, each municipality shall amend their Municipal Development Plan to address intermunicipal issues in accordance with the Municipal Government Act. Should these required amendments not satisfy the neighbouring municipality the matter may be appealed to the Municipal Government Board.