







Schedule "A"

County of Northern Lights Bylaw No. 19-61-422 M.D. of Peace Bylaw No.2/2019

Date Submitted: March 4th, 2019

V3 COMPANIES

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BYLAW NO. 19-61-422

OF THE COUNTY OF NORTHERN LIGHTS IN THE PROVINCE OF ALBERTA

BEING A BYLAW TO ADOPT THE INTERMUNICIPAL DEVELOPMENT PLAN (IDP) COUNTY OF NORTHERN LIGHTS, M. D. OF PEACE NO. 135

WHEREAS, pursuant to section 631 and 692 of the *Municipal Government Act*, being Chapter M-26 of the Statutes of Alberta 2000, and amendments thereto provides that two or more councils of municipalities that have common boundaries must, by each passing a bylaw, adopt an intermunicipal development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary;

AND WHEREAS, the Municipal District of Peace No. 135 and the County of Northern Lights have agreed to adopt an Intermunicipal Development Plan;

AND WHEREAS, the intermunicipal development plan has been advertised and a public hearing held pursuant to sections 230, 606 and 692 of the *Municipal Government Act*, being Chapter M-26 of the Statutes of Alberta 2000, and amendments thereto;

NOW THEREFORE the Council of the County of Northern Lights, in the Province of Alberta, duly assembled, HEREBY ENACTS AS FOLLOWS:

PART I: BYLAW TITLE

1. This Bylaw may be cited as the 'Intermunicipal Development Plan (IDP) County of Northern Lights, Municipal District of Peace No. 135'.

PART 2: PURPOSE

2. The purpose of this bylaw is to adopt an intermunicipal development plan between the Municipal District of Peace No. 135 and the County of Northern Lights.

PART 3: SCHEDULES

3. That the 'Intermunicipal Development Plan (IDP) County of Northern Lights, Municipal District of Peace No. 135', attached as Schedule "A" is hereby adopted.

PART 4: SEVERABILITY

4. Should any provision of this bylaw be invalid then such invalid provision shall be severed, and the remaining Bylaw shall be maintained.

PART 5: EFFECTIVE DATE

5. This bylaw shall come into force and effect when it receives third reading and is duly signed.

Read a First time this 12th day of March, AD 2019

Read a Second time this 23rd day of April, AD 2019

Read a Third and Final time this 23rd day of April, AD 2019

Chief Elected Official

Chief Administrative Officer

BYLAW NO. 2/2019

OF THE MUNICIPAL DISTRICT OF PEACE NO. 135 IN THE PROVINCE OF ALBERTA BEING A BYLAW TO ADOPT THE INTERMUNICIPAL DEVELOPMENT PLAN (IDP) COUNTY OF NORTHERN LIGHTS, M. D. OF PEACE NO. 135

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First reading given on the 12th day of March 2019.					
Mulleeg Poor					
Robert Willing, Reeve Barbara Johnson, Chief Administrative Officer					
A public hearing was held on the 23 day of April, 2019.					
Second reading given on the 23 day of April , 2019.					
Muulei CO					
Robert Willing, Reeve Barbara Johnson, Chief Administrative Officer					
Third Reading given on the 23 day of April 2019.					
Robert Willing Reeve Barbara Johnson Chief Administrative Officer					



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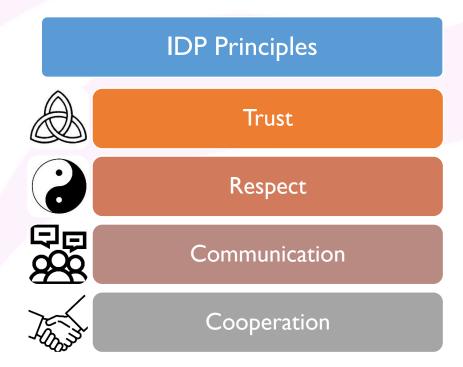
1.0 Introduction

The purpose of the M.D. of Peace No. 135 and County of Northern Lights Intermunicipal Development *Plan* (hereinafter referred to as the IDP or the *Plan*) is to foster an interjurisdictional approach to address *Plan*ning and development issues on lands that connect these rural *Municipalities*.



The region is well known for its agriculture, forestry hunting and other natural pursuits due to the fertile soil conditions and abundance of forests, creeks and trails, ideal for tourism and recreation. The area's proximity to critical transportation corridors including road, air, and rail makes it a well-positioned location for industrial and commercial development that support the local extractive resource and agricultural sectors. The Peace River Municipal Airport, located 5 km west of the Town of Peace River, is a regional provider for both daily scheduled service and cargo service. Canadian National Railways operates the only Alberta rail crossing of the Peace River, where a significant amount of industrial cargo passes through the area. Connections to the provincial highway system are prevalent in the area, including accesses to Highways 35, 2, 737, 740, 685, and 684. Significant natural resources in the region include Grimshaw Gravels Aquifer, which exhibits excellent water quality and is one of the most economical water supply sources in the Peace River region and Lac Cardinal, a major natural feature adjacent to Queen Elizabeth Provincial Park.

A comprehensive IDP built on a solid partnership of trust and respect can strengthen the local economy and continue to support the region's vibrancy through collaborative governance. The IDP will provide a long-term mutually supported framework for future development in the area.





1.1. CONTEXT

The M.D. of Peace No. 135 (M.D.) and the County of Northern Lights (County) share approximately 40 kilometres of border. Along with their common geography, they also share similar demographics, social structure, and an economic base founded primarily in agriculture. The activities of each *municipality* are inextricably linked and affect one another. Both *municipalities* have traditionally been committed to working together. This IDP is the result of multiple stakeholder and Council engagements, and acts as a renewed commitment to improving cooperation and coordination between the M.D. and the County.

M.D. Of Peace No. 135



The M.D. of Peace No. 135 covers an area of approximately 92,488.0 hectares (228,543 acres) (Municipal Affairs, 2018), with a population of 1,747 (Statistics Canada, 2016). The M.D. surrounds one town (Grimshaw), one village (Berwyn), and includes one hamlet (Brownvale). The economy of the M.D. has traditionally been driven by agriculture, forestry, fishing and hunting, and gravel extraction with construction also playing a role in the local economy.

County of Northern Lights



The County covers an area of approximately 1,772,308 hectares (4,379,468 acres), with a population of 3,656. The County surrounds one urban *municipality* (Manning), includes four hamlets and borders on one Métis settlement. The economy of the County of Northern Lights is based primarily in agriculture, resource extraction and mainly forestry.

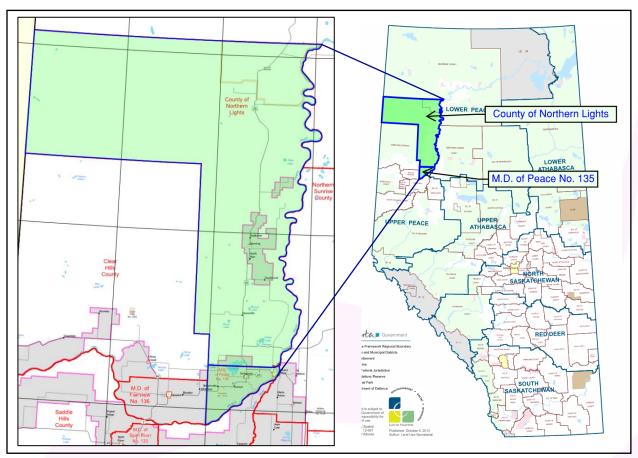


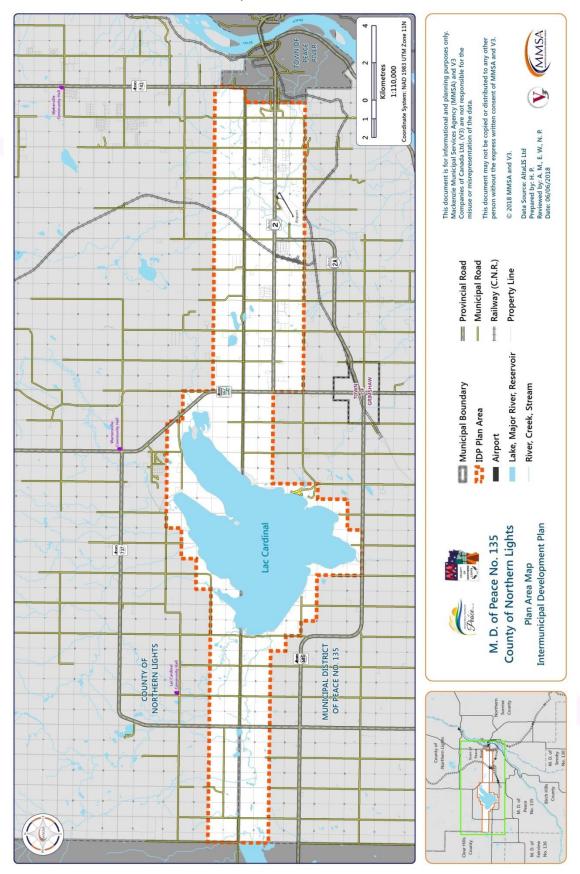
Figure 1: Location Map (Adapted from the Government of AB Municipalities of Alberta Map 2017)

1.2. IDP PLAN BOUNDARY

The M.D. and County are located within the Peace Country in northwest Alberta (Figure 1). Both *municipalities* are within the Government of Alberta Land Use Framework's "Lower Peace Region". The Land Use Framework *Plan* has not been completed at this time but, once it has been completed, *statutory plans* such as IDPs are anticipated to be reviewed and amended to be consistent with the Land Use Framework Plan.

The IDP area encompasses approximately 203 km² of land as shown on **Map I IDP Plan Area** (page 4). Although the border areas between the two *municipalities* are primarily used for agricultural purposes, in many cases significant ecological, mineral and hydrogeological resources exist, as well as important infrastructure including transportation and *utilities*.

Map I – IDP Plan Area



1.3. EXISTING CONDITIONS

i. Existing Land Use

Map 2: Existing Land Use, identifies the land use patterns and land use districts within the IDP area. The purpose of considering existing zoning within the IDP area is to identify where land uses are compatible and where they differ so that potential opportunities can be explored and conflicts can be reconciled.

The predominant land use within the IDP area is agriculture. Other uses within the IDP *Plan* area include a number of country residential subdivisions, gravel extraction operations, a municipal airport, and the Queen Elizabeth Provincial park situated on the shore of Lac Cardinal. There is also rural industrial and highway commercial development within the *Plan* area concentrated mostly within the West Hill Business Park in the eastern section of the *Plan* area. Thus, this IDP includes policies that seek to integrate these varied uses through active travel connections, *buffer* intensive uses from uses which may be adversely impacted by these activities, and mitigate, remedy or avoid risks such as flooding.

ii. Existing Environmental Features

Map 3: Environmental Map, identifies existing natural features and environmentally significant areas within the IDP area, including key wildlife and biodiversity zones, wetlands, and surficial sand and gravel deposits.

A number of watercourses fall within the IDP area, largely draining directly into Lac Cardinal and the Peace River. Because of their connection to fish-bearing watercourses, there exists potential for significant impacts from land development to fish habitat, either as food sources, temperature regulation, potential sources of excess nutrients and other aquatic pollutants.

In many cases, wildlife corridors corresponded closely with existing watercourses. The Key Wildlife and Biodiversity Zone is data produced for the Government of Alberta that combines information identifying major river corridors, valley topography, valley slope breaks and ungulate winter densities. These areas are primarily found along the banks surrounding the Peace River, which is outside the IDP *Plan* area. However, portions of watercourses within the IDP area leading to the river are identified as Environmentally Sensitive Areas.

Map 4: Soil Classification Map, identifies existing agricultural and soil classifications based on data retrieved from Agriculture and Agri-Food Canada. The map is a simplification of the AGRASID data which illustrates the quality of agricultural land based on the Land Suitability Rating System (LSRS) (Agriculture & Agri-Food Canada, 1998). Map 4 simplifies the data and shows only the primary suitability class which provides an initial indicator of potential agricultural productivity of the land. The ratings within the IDP area include Class 2, 3, 5, 6 and 7. Class 2 and 3 land is generally productive agricultural land; Class 5 may be productive for some types of agricultural production while Class 6 and 7 are not likely to be productive due to the limitations present. The LSRS is more specific than the Canada Land Inventory (CLI) and deals with climate, soils and landscape components and the limitations they may present. The individual rating of a specific site should be interpreted with the more specific information provided by the Alberta Soil Information Viewer². The rating system identifies a primary suitability class

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¹ Note: based on the LSRS there is no Class 1 land in the Province of Alberta.

² https://soil.agric.gov.ab.ca/agrasidviewer/

with its limitations and the proportion of the area that it represents, and a secondary suitability class with its limitations and the proportion of the area that it represents³.

iii. Existing Development Constraints & Infrastructure

Map 5: Infrastructure and Map 6: Transportation, identify the location and alignment of existing energy pipelines, water lines, local roads & provincial highways, and power/utility lines within the IDP area.

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

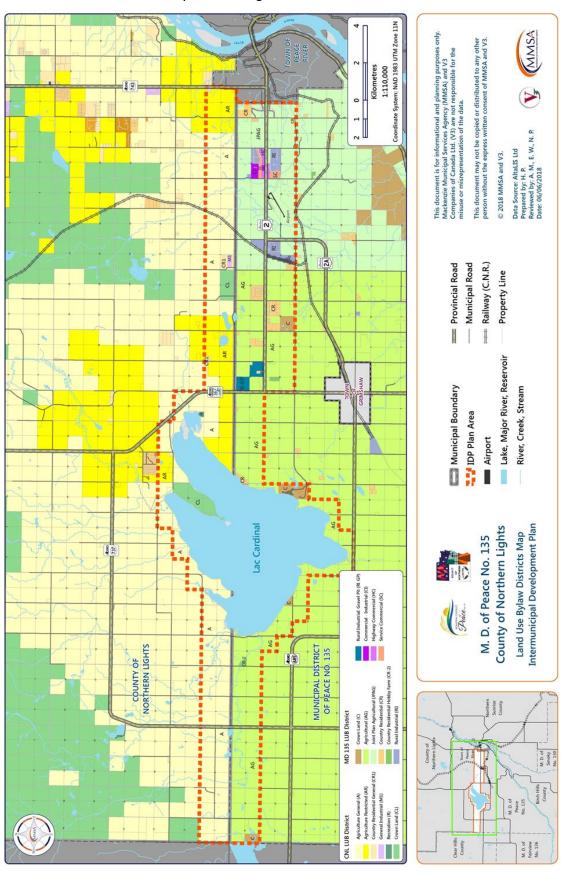
Section 363(f) of the *Municipal Government Act* (MGA) states that any *area structure plan* within 1.6 kilometres of the centre line of a provincial highway must be referred to Alberta Transportation.

Section 4(I)(c) of the *Highways Development and Protection Regulation* (HDPR) states that no development may be commenced within 300 metres of the limit of a major highway or within 800 metres from the center point of the intersection of a highway and another highway without a permit. Alberta Transportation has the authority to issue a Roadside Development Permit

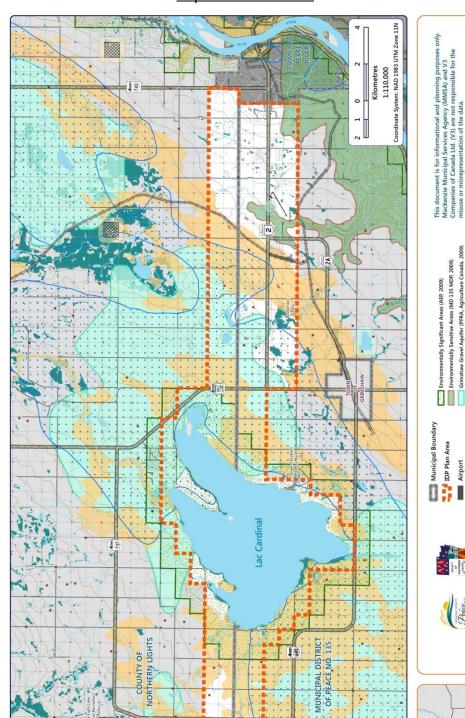
Due to the location of several provincial highways (35, 2, 2A, 737, 685) within the IDP area, subdivisions and area structure plans will be required to be referred to Alberta Transportation for lands throughout the majority of the IDP area, subdivisions would be subject to the constraints established in Section 14 of the SDR, and developments require a permit from Alberta Transportation in addition to the development permit from the municipality.

Further, Highway 2 between the Town of Peace River and Highway 35 is being protected as a future freeway. As such, Section 5(3)(a) of the *Highways Development and Protection Regulation* (HDPR) requires that the municipality, in this case the M.D., submits a plan that sets out the system of local roads that will provide adequate access from developed lands to the designated freeway access locations.

³ https://www1.agric.gov.ab.ca/\$department/deptdocs.nsf/all/sag16315



Map 2 - Existing Land Use



Map 3 - Environmental

MMSA

Data Source: AltaLIS Ltd Prepared by: H. P. Reviewed by: A. M., E. W., N. P. Date: 06/06/2018

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Wetland (AEP, 2016)

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

300m Old Landfill Buffer SSS Old Landfill

River, Creek, Strean Lake, Major River

Provincial Road Municipal Road Railway (C.N.R.)

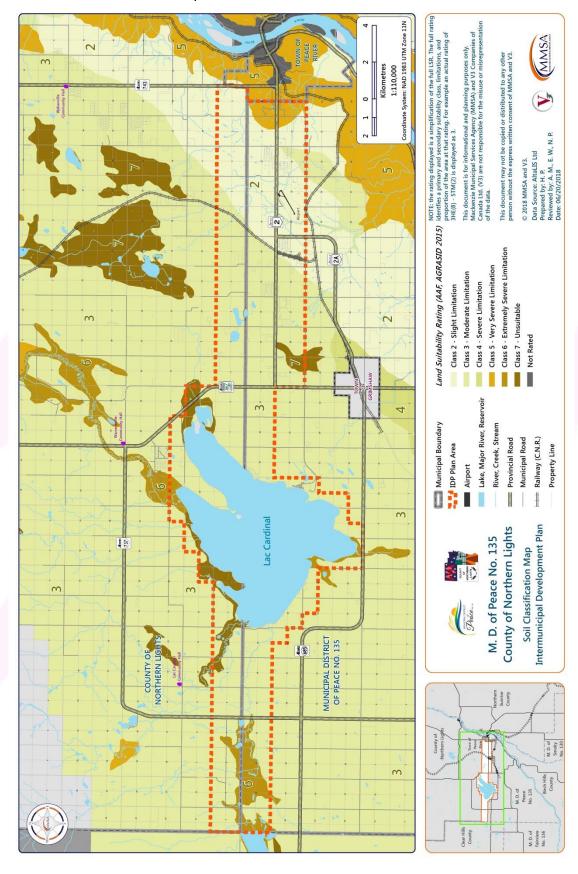
County of Northern Lights M. D. of Peace No. 135

Contour Line (10 m Equidistant Abandoned Well (AER, 2017)

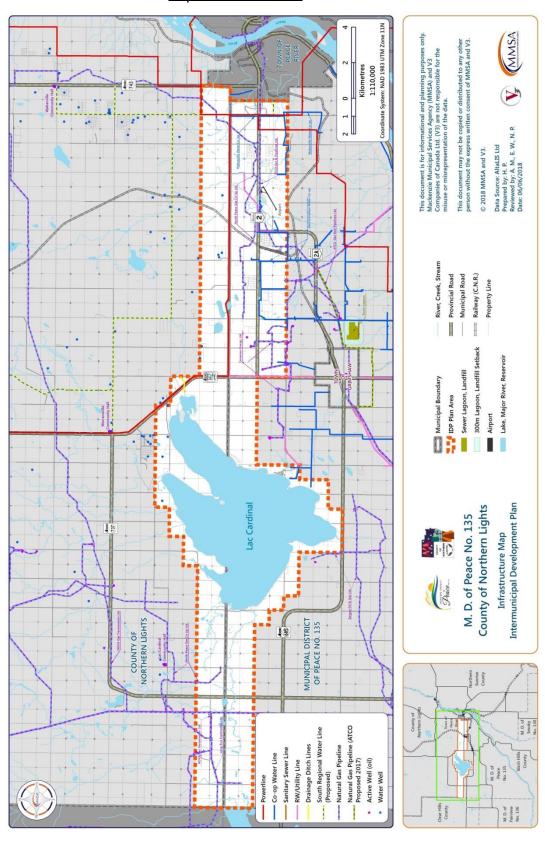
Intermunicipal Development Plan

Environmental Map

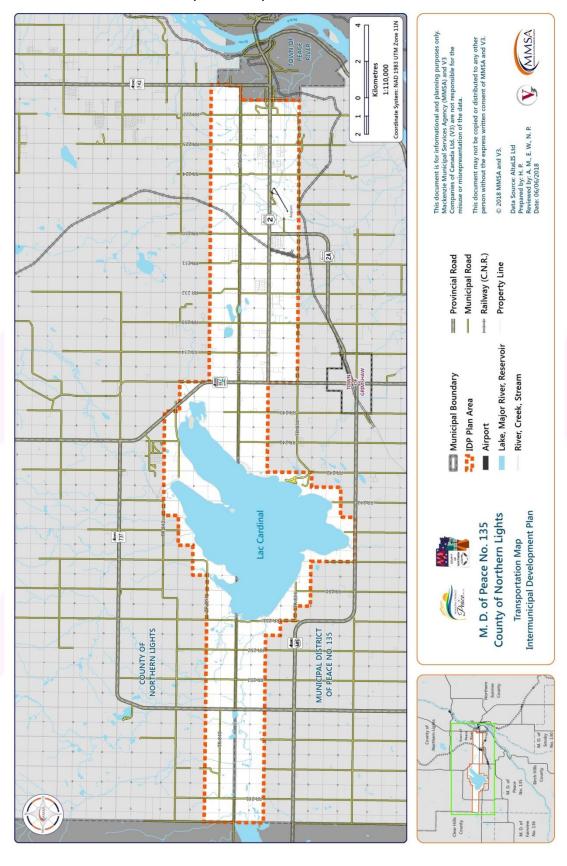
Environmentally Sensitive Areas (MD 135 MDP, 2009) Grimshaw Gravel Aquifer (PFRA, Agriculture Canada, This document may not be copied or distributed to any other person without the express written consent of MMSA and V3.



Map 4 – Soil Classification



Map 5 – Infrastructure



Map 6 - Transportation

1.4. LEGISLATIVE REQUIREMENTS



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

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

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

(a) must address

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

(b) must include

- i. a procedure to be used to resolve or attempt to resolve any conflict between the Municipalities that have adopted the Plan,
- ii. a procedure to be used, by one or more Municipalities, to amend or repeal the Plan, and
- iii. provisions relating to the administration of the Plan.

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

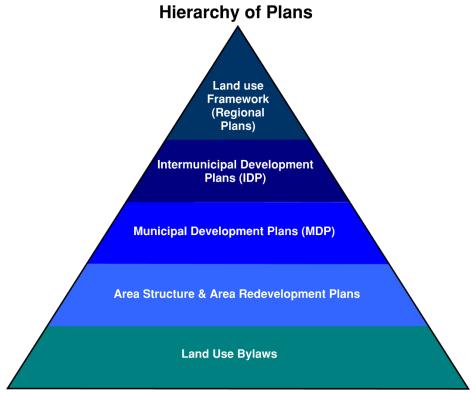


Figure 2: Hierarchy of plans in Alberta

1.5. PRINCIPLES AND GOALS OF IDP



The fundamental purpose of the *plan* is to provide opportunities for collaboration and communication between the two *municipalities* and to establish policy direction and processes to address intermunicipal issues. Thus, this IDP is a cooperative planning initiative between the M.D. and County to assist in achieving land use decisions within the IDP Plan area which are thoughtfully considered and support the long-term interests of both *municipalities*. The IDP also provides greater land use and development certainty for landowners within the IDP area (refer to **Map I – IDP Plan Area** on page 4).

By providing high-level policy direction, this IDP will promote development, growth and collaboration of services both within and around each *municipality*, to direct change. The *Plan* is intended to identify municipal interests relative to lands within the plan area and to establish development policies and decision-making processes that respect the interests of both *municipalities* while reducing potential conflict between them.

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

Goals

- 1. Provide a consistent approach to intermunicipal discussion.
- **2.** Enhance each municipality's means of being informed and provide input on Planning and development matters within the IDP area.
- 3. Include a process for scheduled review of the IDP, amending the IDP, and to provide a structure within which communication can occur between each municipality.
- 4. Create a process that allows for timely resolution of differences of opinion between municipalities in a way that is respectful of each other's interests and concerns and avoid potentially costly litigation or arbitration from occurring.
- **5.** Promote well planned commercial and industrial development within the IDP area that provides services and employment locally and regionally, while also encouraging business development to locate in areas where the proposed business is complimentary to surrounding land uses.
- **6.** Provide opportunities for residential development within the IDP area that are situated in suitable locations that minimize the loss of valuable farmland.
- 7. Support agricultural operations within the IDP area and assist in protecting valuable farmland from premature or inappropriate development which may negatively affect agricultural operations.
- **8.** Promote a strong, diversified and resilient economy that is attractive for investment and will provide each municipality opportunities for employment and growth within the IDP area.
- **9.** Provide a variety of natural amenities which improve quality of life through opportunities for passive and active recreation.
- 10. Promote the protection of Lac Cardinal, Grimshaw Gravels & the Peace/Slave River Water Basin as significant environmental resources and recognize the importance of natural features in assisting with reducing flooding.
- II. Develop a safe and efficient transportation network that is consistent in its condition and design standards, in order to help both Municipalities achieve greater efficiencies and provide better services to their residents and businesses.
- **12.** Address utilities and servicing on an intermunicipal scale by establishing a process for cross-jurisdictional utility planning and rights-of-way acquisition to maximize efficiencies and avoid duplication of infrastructure.
- 13. Coordinate community and emergency services at an intermunicipal level to promote consistency, and efficiency, and to avoid duplication of services.



















2.0 PLAN IMPLEMENTATION

2.1. INTERPRETATION OF THE PLAN



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

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

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

Shall – indicates that actions are mandatory.

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

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

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

2.2. INTERMUNICIPAL COOPERATION



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

Goal:

To provide a consistent approach to intermunicipal discussion.

Objective:

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

Policies:

- **2.2.1.** Councils <u>shall</u> meet jointly at least once yearly and when one Council requests a joint meeting as necessary (ex. to resolve an issue or dispute with regard to the IDP). Items that <u>should</u> be covered at these meetings include the status of the IDP and whether any amendments to the IDP are necessary.
- **2.2.2.** A minimum total of three (3) Council members from either municipality shall be present to form a quorum. In order to make a decision, at least one (1) Council member from each municipality must be present. Each Council member present will have one (1) equal vote for any matters which are voted upon up to a maximum of 5 votes per Council. In the event of a tie, the dispute resolution process outlined in Section 2.5 would be initiated.
- **2.2.3.** Members of Council attending joint Council meetings for the purpose of the IDP **shall** be responsible for:
 - a) Making recommendations on intermunicipal issues to the respective municipal Councils.
 - **b)** Monitoring the progress of the IDP, including but not limited to reviews of all MDP and LUB amendments, and subdivision, and certain development permits (Discretionary, Variances) within the IDP area.
 - c) Reviewing proposed amendments to the IDP and providing recommendations to each respective Council.

2.3. CIRCULATION AND REFERRAL PROCESS



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

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

Goal:

To enhance each *Municipality*'s means of being informed and provide input on *Plan*ning and development matters within the IDP area.

Objective:

1. To provide a clear process for circulation and referral of *Planning* applications that pertain to the IDP area.

- **2.3.1.** Within the IDP area, the two *Municipalities* shall refer the following to the Chief Administrative Officer (CAO) or their designee, of the respective *Municipality*:
 - a) Municipal Development Plans, Area Structure Plans, Area Redevelopment Plans, and any amendments thereto.
 - **b)** Outline Plans and Conceptual Schemes.
 - c) Land Use Bylaw amendments including redesignation/rezoning.
 - d) Development Permit applications for:
 - i. Discretionary uses as per the M.D. and County's respective Land Use Bylaws.
 - **ii.** Variances for commercial or industrial development as per the County and M.D.'s respective *Land Use Bylaws*.
 - iii. Direct Control Districts as per the M.D. and County's respective Land Use Bylaws.
 - e) Applications for subdivision creating more than five (5) lots.
 - **f)** Applications for the disposition of environmental, conservation, municipal and/or school reserves, environmental easements, public utility lots and/or road allowances.
- **2.3.2.** Within two (2) *working days* of receipt, the receiving municipal authority **shall** acknowledge receiving the application via email.
- **2.3.3.** Each Municipality <u>shall</u> have ten (10) working days from receipt of a referral to review and comment on referrals made pursuant to Policy 2.3.1.(d), and twenty (20) working days from receipt of referral for all other referrals pursuant to Policy 2.3.1. Upon mutual agreement an extension may be granted, however if no response is received within one (1) working day after it is due, it will be assumed that there are no objections or comments.
- **2.3.4.** The CAO or their designee of each *municipality* **shall** respectively decide which department is to be responsible for responding to intermunicipal referrals.

2.4. PLAN ADMINISTRATION, APPEAL, & AMENDMENT



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

Goal:

To include a process for scheduled review of the IDP, amending the IDP, and to provide a structure within which communication can occur between each *Municipality*.

Objective:

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

Policies:

- **2.4.1.** A general review of the IDP **should** be completed in the year following a general municipal election where new Councillors are elected to either *Municipality*. If new Councillors are not elected to either *municipality* over a 9-year timeframe, a full review of the IDP **shall** be completed in the tenth (10) year from the date of adoption of the IDP.
- **2.4.2.** Amendments to the IDP **shall** be subject to agreement by both *municipalities* and must be adopted by both Councils in accordance with the procedures established in the *MGA*.
- **2.4.3.** An IDP **shall** only be repealed if it is being replaced by a new IDP or the Minister of Municipal Affairs has granted an exemption in accordance with the *MGA*.

2.5. INTERMUNICIPAL DISPUTE RESOLUTION



The MGA requires that an IDP must include a procedure to be used to resolve or attempt to resolve any conflict between the Municipalities that have adopted the Plan (Sec. 631(2)(b)(i)). The intent of the dispute resolution process is to facilitate mediation and a resolution at the municipal (local) level before an appeal is to be launched to the Municipal Government Board (MGB). This process is based on the assumption that each Municipality will have differences of opinion and a resolution mechanism may be necessary. It is important that throughout the various processes of dispute resolution, all parties engaged to resolve disputes are mindful of and respect the rights of the private interests involved.

Goal:

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

Objectives:

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

- **2.5.1.** In the case of a dispute, the following process **shall** be followed:
 - i. At any time during the dispute resolution process, either municipality **shall** be able to initiate a formal mediation process through a third-party to attempt to resolve the issue/dispute. Such costs **shall** be shared by both municipalities.
 - ii. When a potential intermunicipal dispute arises regarding a technical or procedural matter, including a clerical error or any misinterpretation of this IDP or any other plans affecting lands in the IDP area, it **shall** be directed to the Chief Administrative Officer (CAO) of each municipality.
 - iii. If an issue relating to the IDP area or plans affecting lands in the IDP area cannot be resolved by the respective CAO's, the *municipality* who identified the issue **shall** request that a joint Council meeting be scheduled to discuss the dispute/issue. At such time, within 14 working days (or an agreed upon time) of the joint Council meeting being requested, the Councils **shall** meet and review the issue and attempt to resolve it through consensus.
 - iv. If an issue cannot be resolved by a joint meeting of the Councils or if Councils fail to meet, a mediator **shall** be obtained to resolve the dispute.
- **2.5.2.** Should mediation be necessary, both *municipalities* shall agree upon the mediator, or if they cannot agree, the Minister of Municipal Affairs shall choose the mediator. The cost of the mediator shall be shared equally between the parties.
- **2.5.3.** If a dispute arises involving the adoption of, or amendment to, a statutory plan, the municipality initiating the dispute <u>may</u> file appeal to the MGB in accordance with the MGA, in order to preserve the statutory right to file an appeal and avoid missing the timeframe which an appeal is allowed. However, the dispute resolution process contained within this IDP <u>shall</u> still be followed. An appeal to the MGB <u>may</u> be withdrawn if a solution is reached following the dispute resolution process outlined in Policies 2.5.1 2.5.2 of this document.

Dispute Process

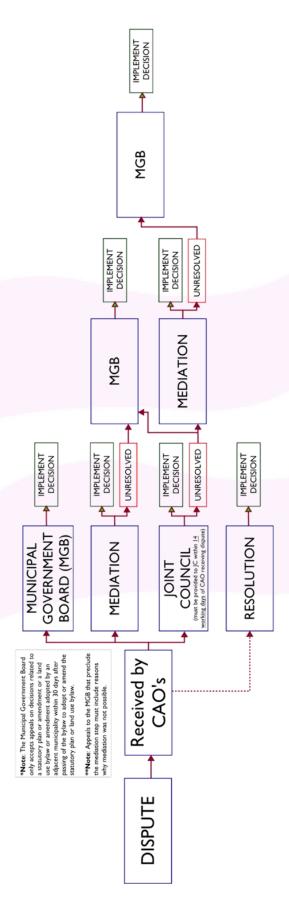


Figure 3: Dispute Resolution Process

3.0Land Use and Growth

3.1 Growth



Growth within the IDP area is tied to the agricultural and resource extraction industries and country residential developments. New development can largely be accommodated within the existing districting of each *municipality*. An opportunity exists to identify potential growth development opportunities around Lac Cardinal.

Goal:

To direct commercial and industrial growth into those areas that have been planned to accommodate future growth as indicated Map 7.

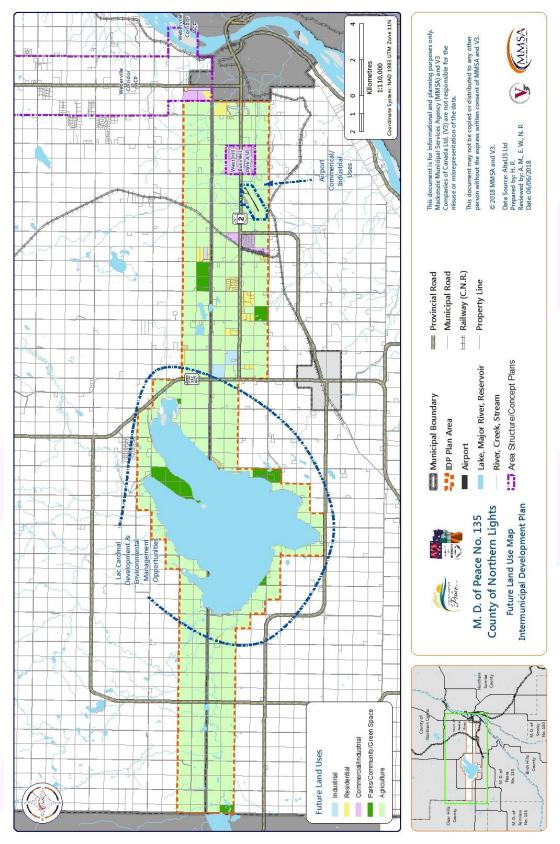
Objective:

I. To direct growth into existing *Plan*ned industrial and commercial areas.

Policy:

3.1.1 Both *municipalities* **should** direct development into those areas that are already planned to accommodate growth, through either an approved *area structure plan* and/or an existing land use district.

Map 7 - Future Land use



3.2 COMMERCIAL & INDUSTRIAL DEVELOPMENT POLICIES

Commercial and Industrial development provides a higher per capita portion of a community's tax revenue than other uses (ex. Residential). Commercial and Industrial uses are also responsible for providing many jobs and have a significant impact on the liveability of a community. Thus, it is important to successfully plan for a vibrant and robust commercial and industrial sector.

Goal:

To promote well *Plan*ned commercial and industrial development within the IDP area that provides services and employment locally and regionally, while also encouraging business development to locate in areas where the proposed business is complimentary to surrounding land uses.

Objective:

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

Policies:

- **3.2.1.** Each *municipality* shall forward to the other any development *Plans* for commercial or industrial uses within the IDP area including future servicing and transportation, but excluding applications for permitted uses, for comment prior to commencing any such development.
- **3.2.2.** Both *municipalities* **should** work collaboratively when considering the development of uses which may have significant impacts upon the communities (ex. cannabis, oil and gas, gravel extraction, intensive livestock operations, *Fracking*, etc.).

Objective:

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

Policy:

3.2.3. Buffers **should** be used to mitigate potential conflict between commercial/industrial and other uses where necessary.

3.3. RESIDENTIAL DEVELOPMENT POLICIES



The viability of a community is heavily reliant on the provision of adequate and affordable housing, and it is important to prevent the provision of housing from displacing other important community factors such as agriculture. Thus, it is important to properly Plan and provide for the housing needs of current and future generations of inhabitants. Furthermore, the *fragmentation* and loss of valuable farmland to development is recognized as a concern to both the County and the M.D. A common aim among these *municipalities* is to coordinate land use planning with transportation and infrastructure planning to improve the efficient and orderly integration and extension of services, as well as encouraging growth to occur in a land use pattern that is efficient, economically viable and of a high design standard.

Goal:

To provide opportunities for residential development within the IDP area that are situated in suitable locations that minimize the loss of valuable farmland.

Objective:

I. To direct residential development away from areas that contain *Prime Farmland*.

Policy:

3.3.1. Residential development **should** be directed towards areas that contain the least amount of prime farmland based on the Land Suitability Rating System (LSRS).

3.4 RURAL & AGRICULTURAL POLICIES



The County and M.D. are traditionally agricultural communities and place a high value on the lifestyle and livelihood of agricultural operators in the region.

Goal:

To support agricultural operations within the IDP area and assist in protecting valuable farmland from premature or inappropriate development which may negatively affect agricultural operations.

Objective:

I. To promote farming within the IDP area.

Policy:

3.4.1. The municipalities **should** avoid allowing land uses that may permanently compromise existing or future farming operations s.

Objective:

2. To determine the compatibility/appropriateness of confined feeding operations and intensive livestock operations within the IDP area.

- **3.4.2.** Environmental and nuisance impacts of agricultural activities **shall** be avoided or mitigated through provisions within the Agricultural Operations Practices Act.
- **3.4.3.** A joint study **should** be completed to determine the compatibility/appropriateness of confined feeding operations (CFOs) and intensive livestock operations (ILOs) or the expansion or intensification of existing operations within the IDP area.

4.0 ECONOMIC DEVELOPMENT POLICIES

4.1. INTERMUNICIPAL ECONOMIC COLLABORATION



The M.D. and the County recognize the importance of economic development, namely its role in providing employment opportunities, a variety of services, economic diversity and tax revenues. Lands within the IDP area are attractive to business as they encompass several major highways, an airport, and a railway. A coordinated economic development strategy is needed in order to target a wider market that represents the region, provide confidence to potential businesses seeking to locate in the area and to maintain a focus on economic development. In order to effectively promote the area as a stable and attractive place to do business, and to effectively lobby provincial and federal governments, intermunicipal cooperation is needed where resources can be combined and each *Municipality* has the opportunity to share in the costs and benefits of economic development.

Goal:

To promote a strong, diversified and resilient economy that is attractive for investment and will provide each *Municipality* opportunities for employment and growth within the IDP area.

Objective:

I. To promote cooperation between the *Municipalities* such that the pattern of development and the pace of economic activity in the IDP area are appropriately and strategically capitalized upon by both the M.D. and the County.

- **4.1.1.** Both *municipalities* **should** work towards diversification of local economic sectors in order to establish sustainable assessment bases capable of supporting required service levels and **should** share the costs equally or proportionally through mutual agreement.
- **4.1.2.** Both *municipalities* **should** work together to promote the region as a tourist-destination capitalizing on the strengths of the region including hunting and outdoor activities particularly in relation to the opportunities of the management of Lac Cardinal.
- **4.1.3.** Both *municipalities* **should** work collaboratively to develop the economic potential of the airport and surrounding lands as a key regional asset.
- **4.1.4.** Both *municipalities* **should** jointly consider creating, or being a partner to, a Regional Economic Development Board or other entity that would focus on economic development in the region and seek other regional partners to participate.
- **4.1.5.** Both *municipalities* **should** jointly explore opportunities to assist, support and develop secondary products arising from the agricultural resource sector.

5.0 NATURAL ENVIRONMENT, OPEN SPACE & WATER

5.1. PARK, OPEN SPACE, RECREATION & ENVIRONMENTAL POLICIES

Parks, open spaces, and recreation opportunities are vital to the wellbeing of any community and provide incentive for persons outside of the region to visit.

Goal:

To provide a variety of natural amenities which improve quality of life through opportunities for passive and active recreation.

Objective:

- 1. To efficiently maintain parks and open spaces.
- **5.1.1.** A Master Recreation Plan **should** be jointly developed to manage recreational activities such as recreational vehicles (ex. snowmobiles, off road vehicles, etc.), programming of existing facilities and identifying linkages between uses and facilities located within the IDP area.

5.2. AGGREGATE & NATURAL RESOURCE EXTRACTION

Within the region there are significant natural resources that have been identified including aggregate (sand & gravel) and oil/gas. It is expected that mining and extraction operations of these resources will continue and likely expand in the future. Both the M.D. and County recognize the importance of resource extraction to the local economy and to the maintenance of transportation routes and other infrastructure.



Goal:

To preserve natural resources found throughout the *Plan* area through discouraging land use activities that pose a risk to these uses and mitigating (or eliminating where possible) the negative impacts of resource extraction industries on local residences, transportation routes and environmentally sensitive areas.

Objective:

- To eliminate, mitigate, or avoid instances where new or existing sand and gravel operations in the IDP area create negative impacts such as noise, dust and truck traffic.
- **5.2.1.** When reviewing applications for new sand and gravel operations within the IDP area, the *municipalities* **shall** consider the potential impacts the development may pose to existing uses and infrastructure in the vicinity.

- **5.2.2.** When reviewing planning applications such as redesignation, subdivision or development within the IDP area, the *municipality* reviewing the application **shall** consider the possible impacts that approval of such applications may have on both current operations and the future viability of existing mining/extraction operations.
- **5.2.3.** If either *municipality* is in receipt of an application for a new or expanded gravel pit within the Plan Area, they **shall** notify the other *municipality* for comment prior to approval.
- **5.2.4.** The *municipalities* **shall** consider the effects of visual intrusion, dust, noise, traffic, and air and water pollution when evaluating applications for new or expanded gravel pits, or other extractive activities, where they maintain jurisdiction

Objective:

2. To have measures in place where land that is mined or has had natural resources extracted from is properly reclaimed in accordance with Provincial and Federal legislation.

Policies:

- **5.2.5.** Each *municipality* **should** cooperate with Alberta Environment and Parks to allow the proper reclamation of any sand and gravel mining operations within the IDP area.
- **5.2.6.** Existing sand and gravel operations within the IDP area **shall** continue as interim uses, subject to compliance with all development permit conditions and reclamation requirements of Alberta Environment and Parks.

Objective:

3. To protect groundwater resources such as the Grimshaw Gravels Aquifer from contamination due to natural resource extraction activities through proper regulation, education and awareness.

Policies:

5.2.7. The M.D. and County **should** work together to implement a public education program to increase awareness of the processes, effects, costs and benefits of *fracking/mining* in the IDP areas as well as their respective jurisdictions.

5.3. WATERSHED MANAGEMENT POLICIES



The M.D. and the County are situated within the Peace/Slave River Water Basin, which is the largest water basin area in Alberta covering an area of about 180,000 km² (Alberta Water Portal Society, 2018). Both *municipalities* recognize that as development occurs, the watershed needs to be managed for water quality and quantity as it is important for safe drinking water supply, healthy ecosystems, resilient municipal infrastructure and the operation of agricultural systems. Natural features such as *wetlands* and healthy planted riparian margins assist with reducing the impact of flooding and erosion.

Goal:

To promote the protection of Lac Cardinal, Grimshaw Gravels & the Peace/Slave River Water Basin as significant environmental resources and recognize the importance of natural features in assisting with reducing flooding.

Objective:

1. To responsibly manage and protect watersheds and other Environmentally Significant Areas.

- **5.3.1.** Both municipalities **should** work together when reviewing proposals containing environmentally significant areas, such as riparian and wetland areas, within the IDP area to seek to preserve them in their natural state.
- **5.3.2.** The M.D. and County **should** cooperate with the Government of Alberta's Watershed Planning and Advisory Councils (WPACs) and their plans for the region, and work cooperatively with the Mighty Peace Watershed Alliance (MPWA) on regional watershed planning and adopting best practices in watershed management.
- **5.3.3.** The *municipalities* **should** jointly develop a Storm Water Management Plan to assist in protecting infrastructure, housing and businesses from flooding and work together to implement the recommendations of the *Plan* over the long term.
- **5.3.4.** The *municipalities* **should** develop a joint Management Plan for Lac Cardinal to efficiently guide future development around the Lake and explore opportunities to enhance the area as a tourist destination.
- **5.3.5.** Both *municipalities* **should** implement a process to effectively share water testing and other water related information.
- **5.3.6.** Both *municipalities* <u>may</u> want to initiate a joint watershed education program that could be in conjunction with the Mighty Peace Watershed Alliance, the Grimshaw Gravels Aquifer Management Advisory Association and other regional partners.

6.0 Infrastructure & Services

6.1. TRANSPORTATION POLICIES



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

Goal:

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

Objective:

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

Policies:

- **6.1.1.** The M.D. and County **should** jointly review their municipal design standards and maintenance programs for roadways and seek to obtain consistency in construction and maintenance.
- **6.1.2.** The M.D. and County **should** investigate and implement means to prevent/reduce the accumulation of snow on roadways due to winds and the accumulation of windrows.

Objective:

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

- **6.1.3.** Maintenance agreements **should** be pursued where the road jurisdiction is discontinuous on a boundary road or a road standard is more efficiently maintained by the *adjacent municipality*.
- **6.1.4.** Where a road that connects or links between the two *municipalities* is planned for construction or major repair within the IDP area, the *Municipality* undertaking the work **shall** advise the other *municipality* in order to provide them the opportunity to coordinate projects, obtain economies of scale, and reduce municipal costs of construction.

Objective:

3. To manage access changes arising from the future change to the Provincial road network..

Policies:

6.1.5. The M.D. and County <u>shall</u> carry out jointly the development of a Access Management Plan to address the future freeway status of Highway 2 between the Town of Peace River and the intersection with Highway 35 as required under section 5(3)(a) of the *Highways Development and Protection Regulation* (HDPR). The Access Management Plan <u>shall</u> assist in managing the impact of access closures to both municipal road networks.

6.2. UTILITIES & SERVICING POLICIES

The provision of affordable *utilities* throughout a community is imperative to its liveability and its ability to grow and prosper. Continued demand for telecommunications infrastructure and utility servicing has the potential to impact land use within *municipalities*. However, in many cases the jurisdiction of utility approvals is outside the direct control of *municipalities*. The County and the M.D. recognize the importance of working together to align their interests when providing comments to applicants or relevant agencies regarding applications within the Plan Area. Likewise, the need for improved telecommunications infrastructure, including fibre optic communication is important for economic competitiveness and overall quality of life.

Goal:

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

Objective:

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

- **6.2.1.** Both *municipalities* **shall** jointly identify and explore opportunities to collaborate in the planning of intermunicipal infrastructure and/or services in order to provide cost efficiency and avoid duplication.
- **6.2.2.** Both *municipalities* **should** jointly investigate the use of alternative forms of energy production such as solar and wind and implement where possible.



Objective:

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

Policy:

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

Objective:

3. Capitalize on existing fibre optic and other telecommunication systems.

Policy:

6.2.4. Both *municipalities* **should** jointly approach the provider(s) of fibre optic service in the area to partner or lobby in expanding their service.

6.3. PROGRAMS AND SERVICES POLICIES



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

Goal:

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

Objective:

I. To coordinate, where mutually agreed, in the intermunicipal planning and provision of community services including but not limited to recreation, family and community support services programs, cemeteries, recycling centres, library services, emergency services and water services.

Policies:

- **6.3.1.** The M.D. and County **should** coordinate bylaw enforcement resources to assist in the adequate provision of services such as animal control.
- **6.3.2.** The M.D. and County, through the ICF process <u>shall</u> collaborate to support the provision of services. Services <u>may</u> include, but are not limited to: park maintenance, community halls and recreation facilities, as well as the provision of necessary new facilities.

Objective:

2. To enable consistency in service delivery and information to residents adjacent to the municipal boundary.

Policies:

6.3.3. The municipalities <u>should</u> jointly coordinate communication to residents adjacent to the municipal boundary to provide clear information on the role each municipality plays in providing services to residents who adjoin the boundary.

7.0 DEFINITIONS

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

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

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

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

Conceptual Scheme - see "Outline Plan".

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

Environmentally Significant Areas (ESA) – means areas containing rare or unique characteristics, or areas that include elements that may require special management consideration due to their conservation needs. ESAs are more generally defined as areas that are important to the long-term maintenance of biological diversity, physical landscape features and/or other natural processes, both locally and within a larger spatial context.

Fracking – the process of injecting liquid at high pressure into subterranean rocks, boreholes, etc., so as to force open existing fissures and extract oil or gas. Also known as hydraulic fracturing or high volume hydraulic fracturing.

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

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

Land Suitability Rating System (LSRS) – means the spatial modelling tool that assesses the suitability of land for crop production, based on measurable qualities of soil, climate, and landform, as defined by the Department of Agriculture and Agri-Food Canada.

Municipal Government Act (MGA) – means the legislation under which all Alberta municipalities are empowered, and helps define how municipalities function, develop land, and raise funds.

Municipality – refers to one of either the M.D. of Peace No. 135 or the County of Northern Lights.

Municipalities – refers to the M.D. of Peace No. 135 and the County of Northern Lights collectively.

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

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

Plan – refers to the M.D. of Peace No. 135 / County of Northern Lights Intermunicipal Development Plan.

Prime Farmland – means undeveloped land with a suitability class of 2 or 3 as classified under the Land Suitability Rating System (LSRS).

Proposal – can mean a land use redesignation (rezoning) application, an area structure plan or amendment to, conceptual scheme or amendment to, or amendment to this plan. In addition, "proposal" may refer to a broader planning issue between the M.D. and the County.

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

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

Subdivision and Development Regulation (SDR) – means the legislation which governs the subdivision of land in Alberta, and which specifies the authorities and responsibilities of the municipality in receiving and deciding on subdivisions.

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

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

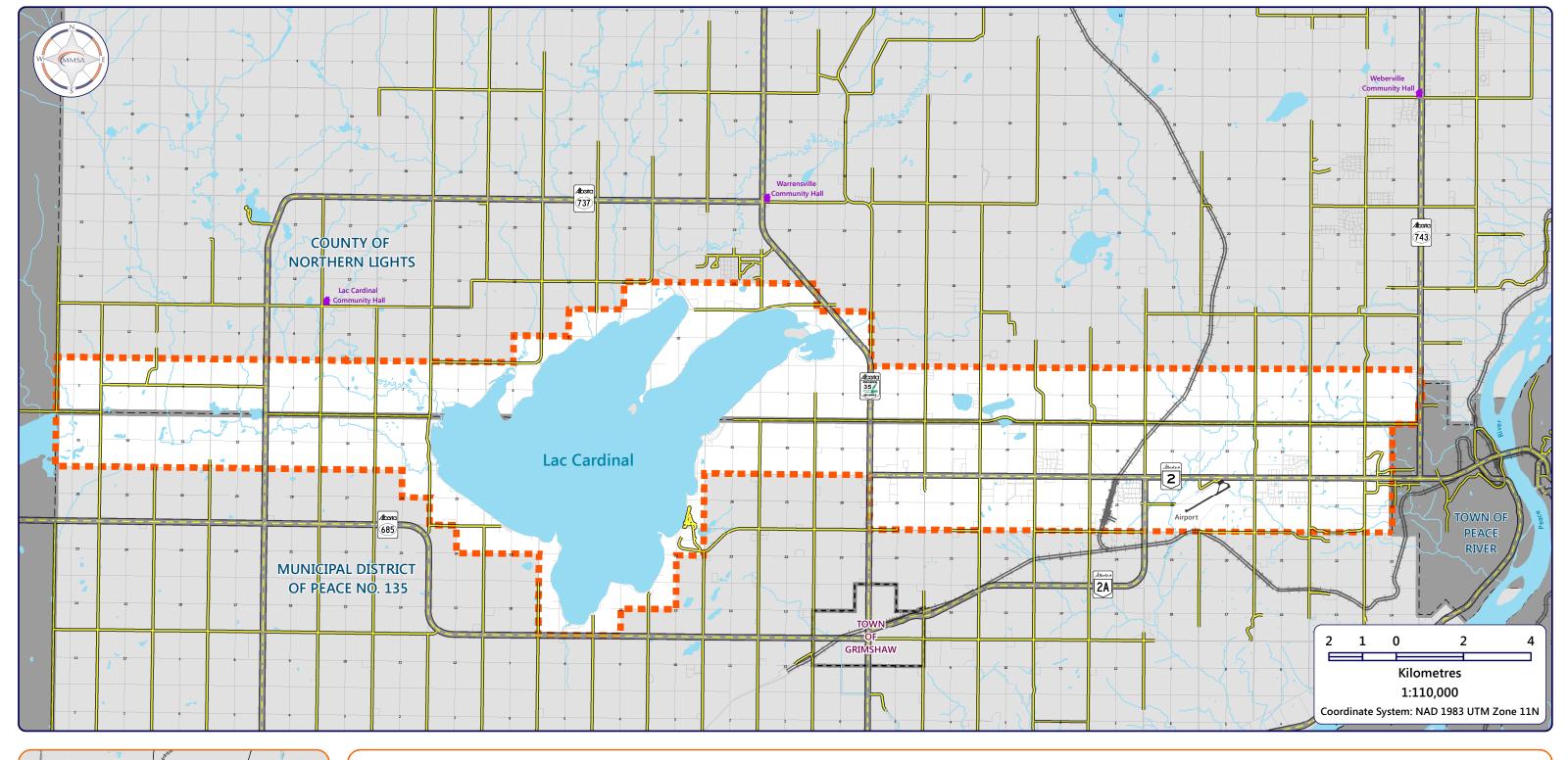
Working Days – means Monday to Friday, excluding general holidays as outlined in the government of Alberta's employment standards.

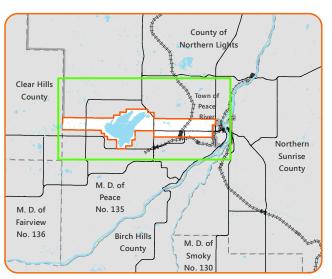
*All other words or expressions shall have the meanings respectively assigned to them in the MGA, the Subdivision and Development Regulation, and the Alberta Land Use Framework.

8.0 SOURCES

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Appendix A – IDP Maps and Dispute Resolution Figure

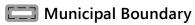








Plan Area Map Intermunicipal Development Plan

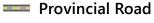




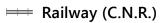












Property Line

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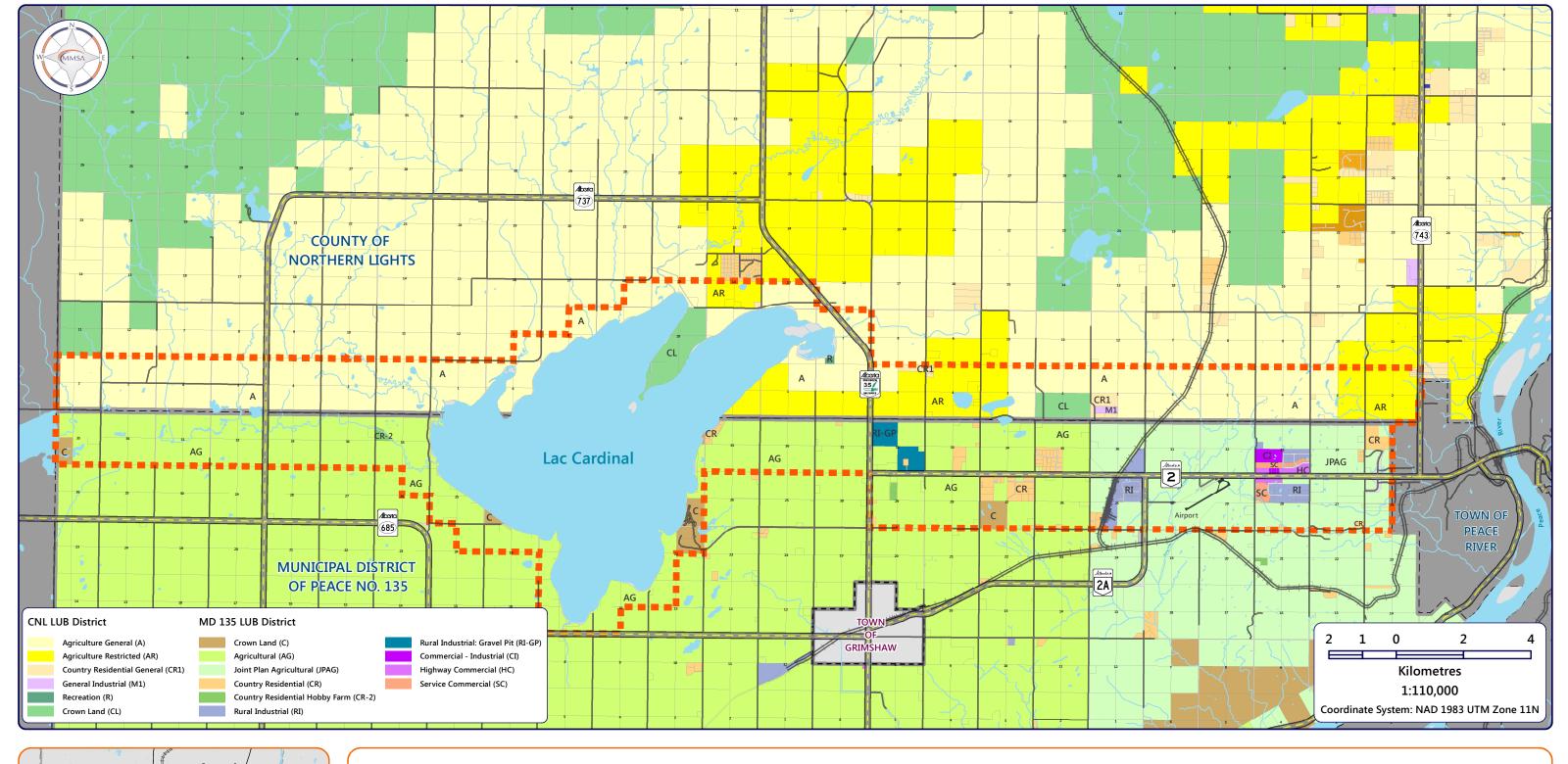
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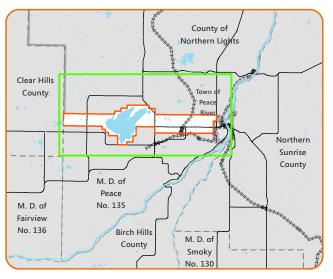
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Land Use Bylaw Districts Map Intermunicipal Development Plan **Municipal Boundary**

IDP Plan Area

Airport

Lake, Major River, Reservoir

River, Creek, Stream

Provincial Road

— Municipal Road

≡ Railway (C.N.R.)

Property Line

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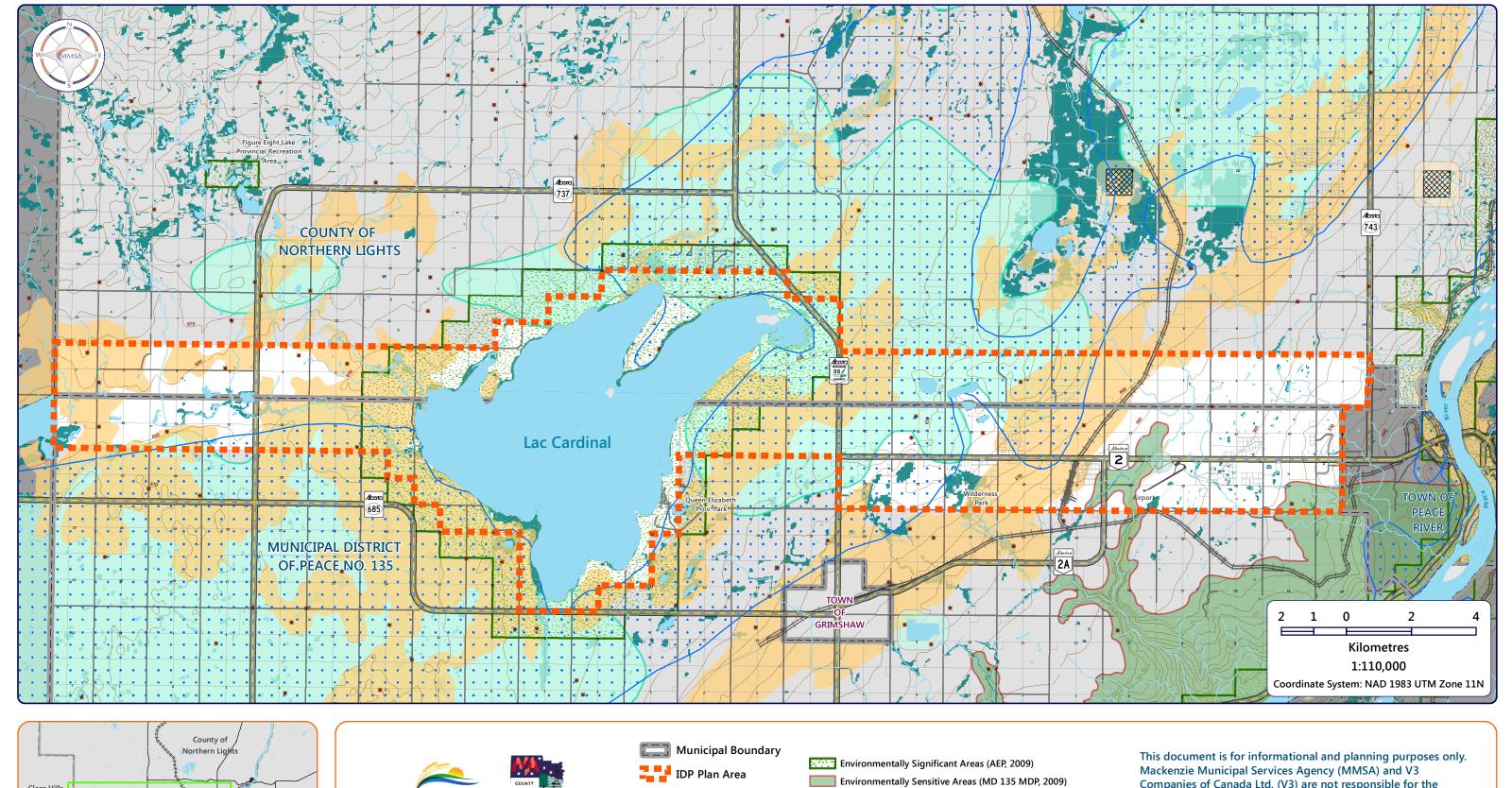
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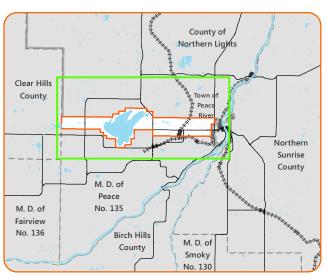
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Environmental Map Intermunicipal Development Plan **Airport**

Lake, Major River

River, Creek, Stream

Provincial Road --- Municipal Road

⊨ Railway (C.N.R.)

Property Line

Grimshaw Gravel Aquifer (PFRA, Agriculture Canada, 2009)

Old Landfill

300m Old Landfill Buffer

Wetland (AEP, 2016)

Sand and Gravel Deposit with Aggregate Potential (AER, 2009) Surficial Sand and Gravel Deposit (AER, 2015)

Abandoned Well (AER, 2017)

Contour Line (10 m Equidistant)

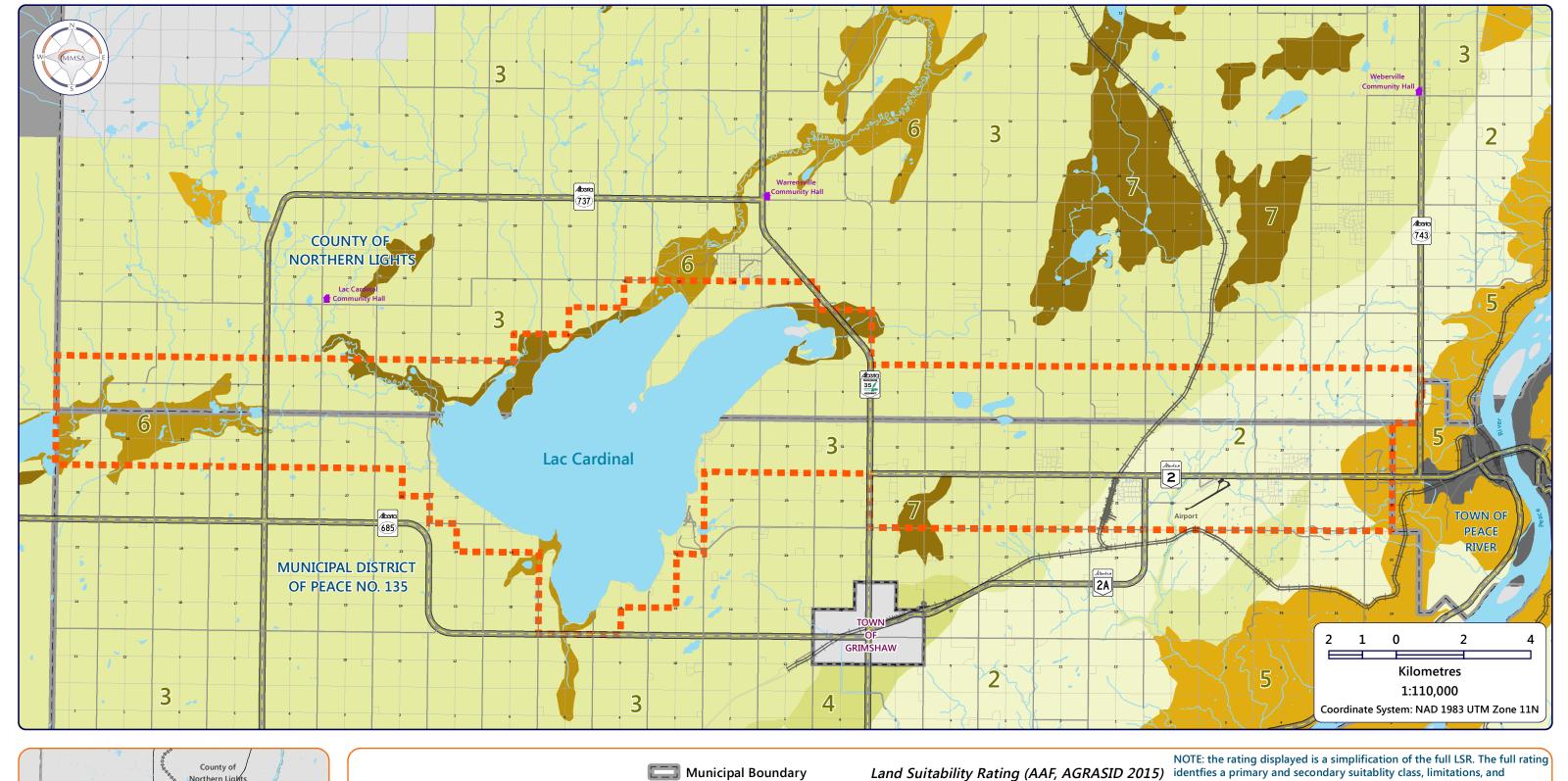
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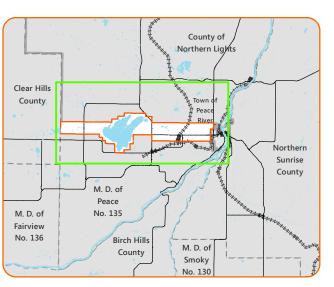
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Soil Classification Map Intermunicipal Development Plan

IDP Plan Area

Airport

Lake, Major River, Reservoir

River, Creek, Stream

Provincial Road

Municipal Road

⊨ Railway (C.N.R.)

Property Line

Class 2 - Slight Limitation

Class 3 - Moderate Limitation

Class 4 - Severe Limitation

Class 5 - Very Severe Limitation

Class 6 - Extremely Severe Limitation

Class 7 - Unsuitable

Not Rated

proportion of the area at that rating. For example an actual rating of 3HE(8) - 5TM(2) is displayed as 3.

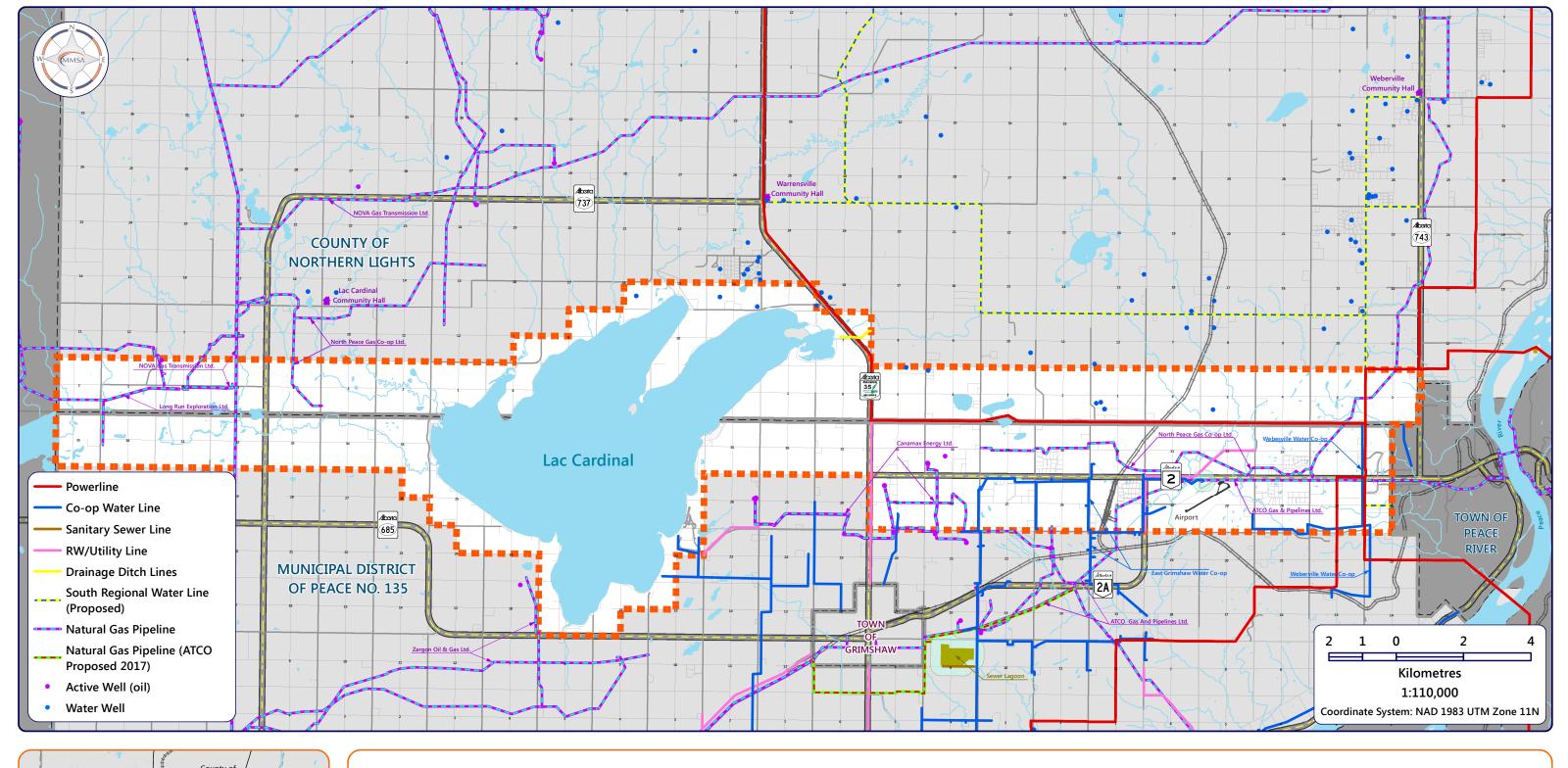
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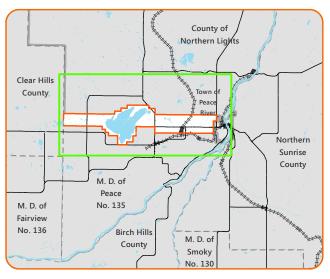
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Infrastructure Map
Intermunicipal Development Plan



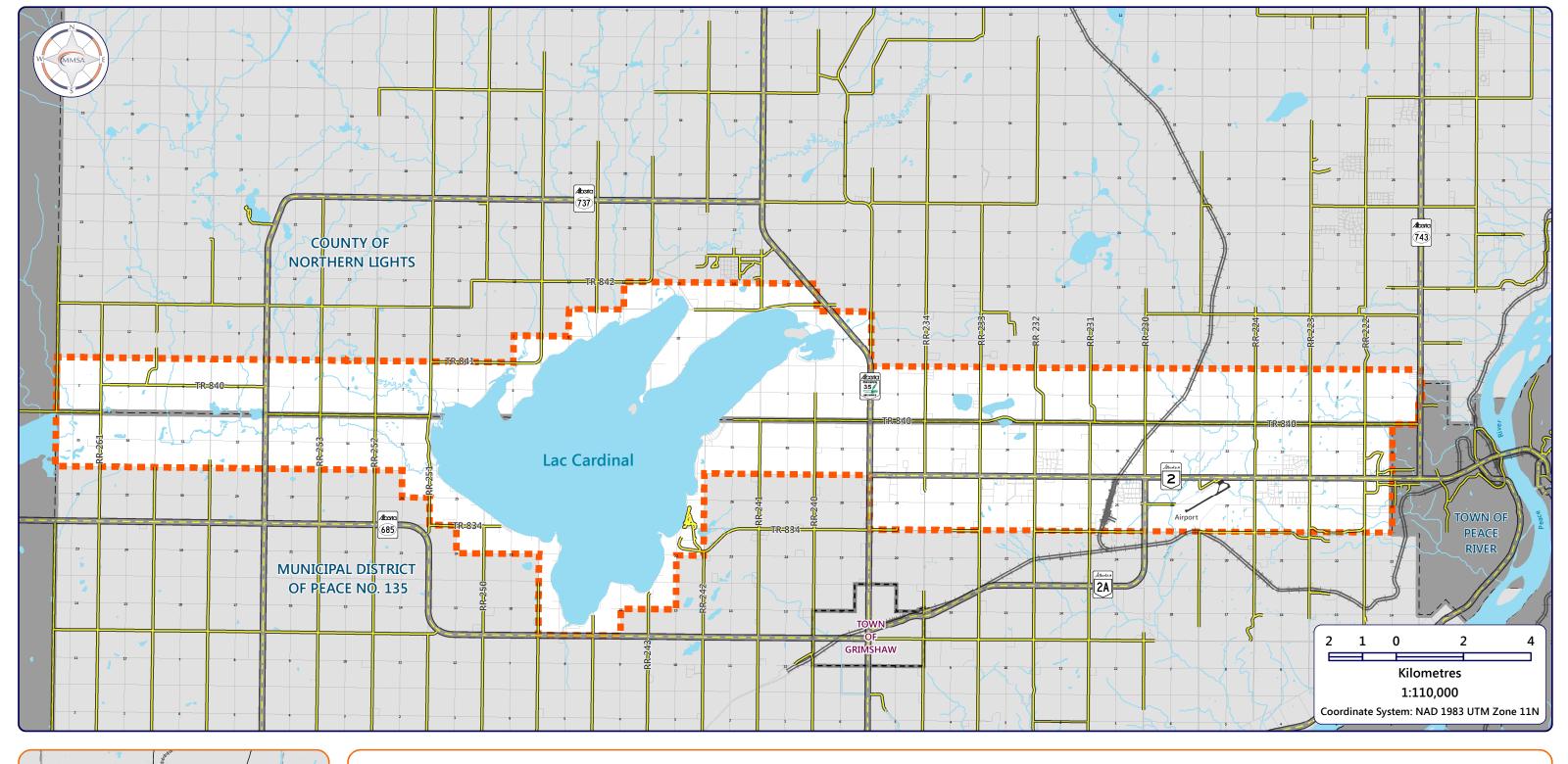
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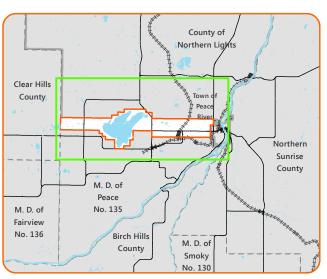
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Transportation Map Intermunicipal Development Plan Municipal Boundary

IDP Plan Area

Airport

Lake, Major River, Reservoir

River, Creek, Stream

Provincial Road

— Municipal Road

≡ Railway (C.N.R.)

Property Line

Data Source: AltaLIS Ltd Prepared by: H. P. Reviewed by: A. M., E. W., N. P. Date: 06/06/2018

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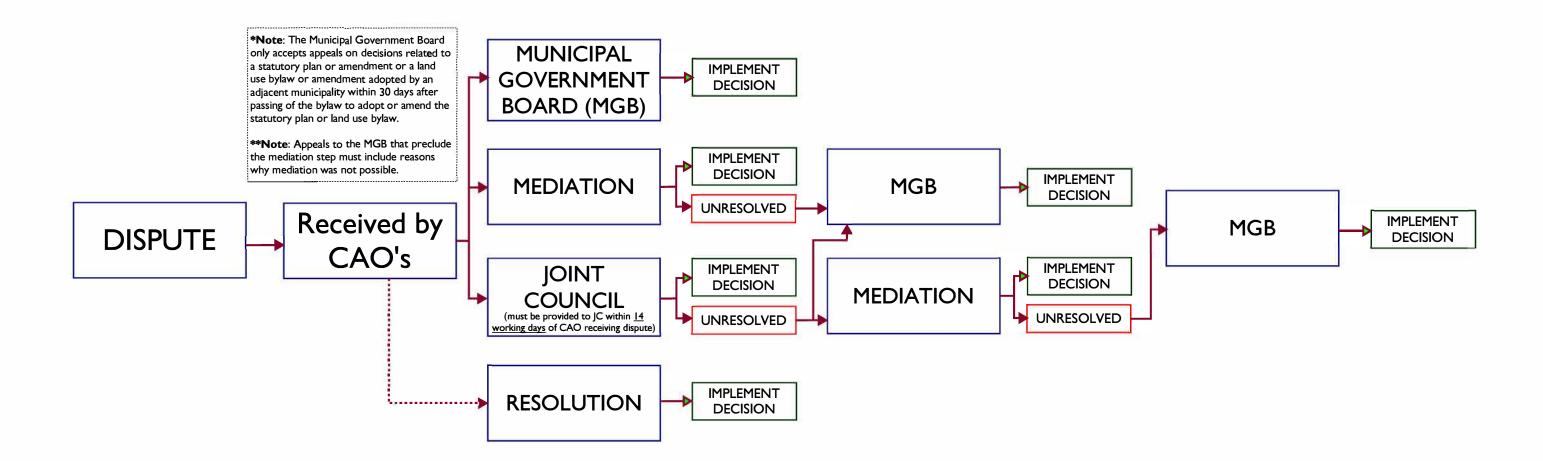
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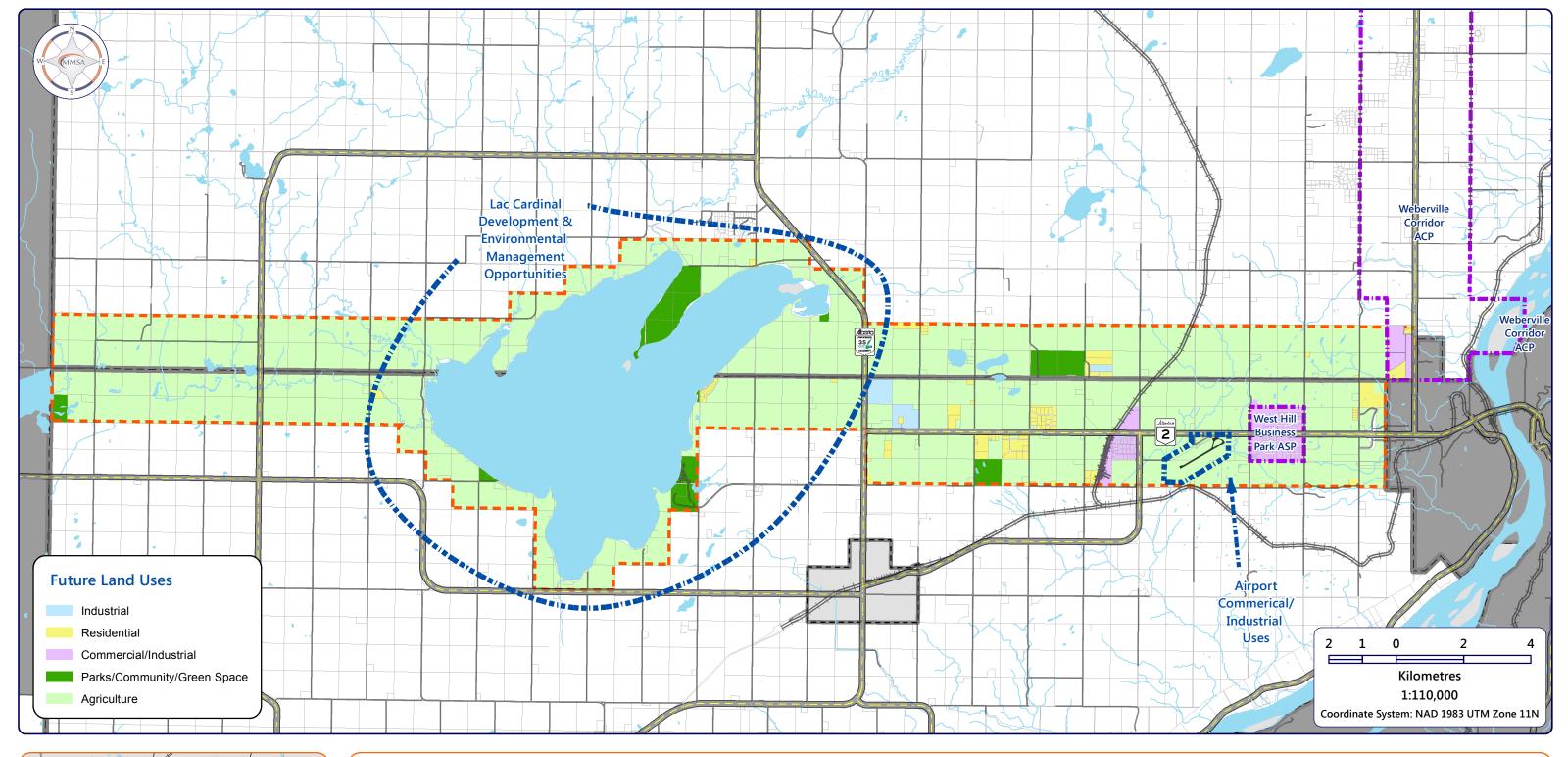


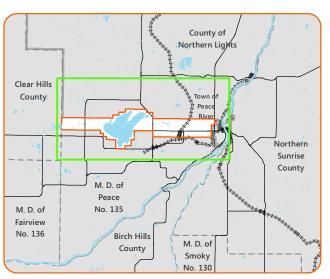




Intermunicipal Dispute Resolution Diagram









Future Land Use Map
Intermunicipal Development Plan

- Municipal Boundary
- IDP Plan Area
- Airport
- Lake, Major River, Reservoir
- River, Creek, Stream
- Area Structure/Concept Plans

- Provincial Road
- Municipal Road
- ⊨ Railway (C.N.R.)
 - Property Line

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