

County of Minburn No. 27 – Town of Vegreville Intermunicipal Development Plan (IDP)

June 14, 2013

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County of Minburn No. 27 – Town of Vegreville Intermunicipal Development Plan (IDP)

Part 1 - INTRODUCTION

This Part introduces the Intermunicipal Development Plan (IDP) and the background to the agreement between the County of Minburn and the Town of Vegreville to prepare an IDP.

An IDP is a municipal, statutory planning document defined by the Municipal Government Act (MGA). The MGA is the legislative authority for the document.

This Part also explains the purpose of the IDP, identifies the members of the IDP Steering Committee, and provides an overview of the structure of the document, including notes to assist in reading and understanding the document.

1.1 Background

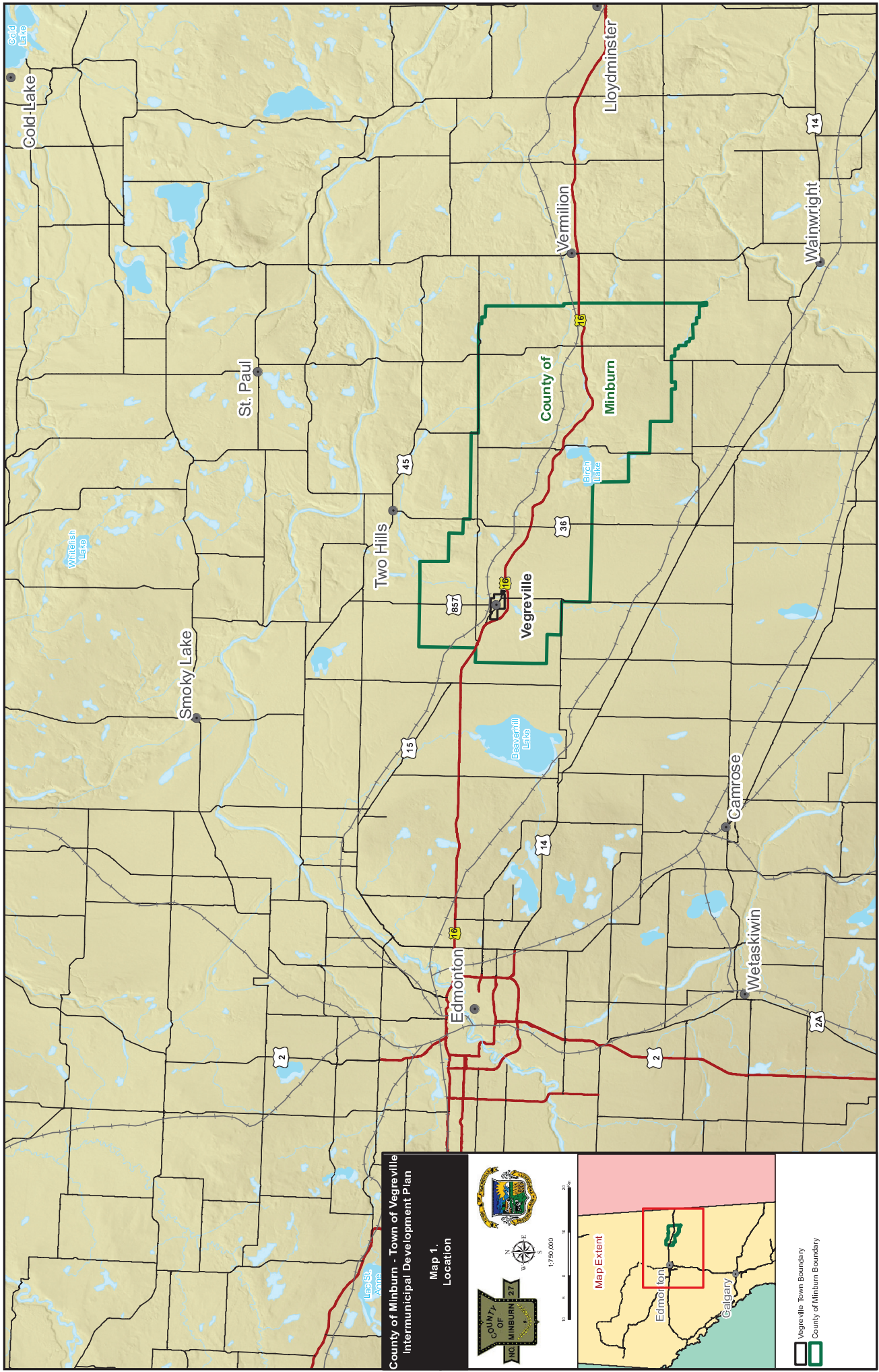
The County and the Town are located in east-central Alberta (see *Map 1, Location*). In 2005 a development group proposed to develop a bio-fuel processing facility on a parcel of land in the County that was adjacent to the Town boundary. The development needed municipal services that the County could not provide. A mediated annexation agreement was concluded in 2007 that allowed the Town to annex the land in order to provide services when the development proceeded. Annexation of the land occurred in 2010.

The 2007 agreement also required the County and the Town to prepare an Intermunicipal Development Plan (IDP). Since 2007, the County and the Town have adopted new Municipal Development Plans (MDP) that include policies to support an IDP. In 2011, the two Councils made the commitment to proceed with an IDP and the first meeting of the County / Town IDP Steering Committee (the Steering Committee) was held on November 16, 2011.

1.2 Legislative Framework

1.2.1 Key MGA Provisions for IDPs

The MGA requires the two or more municipalities participating in an IDP to include “those areas of land lying within the boundaries of the municipalities as they consider necessary”. The MGA also provides direction to the municipalities on the content of an IDP.



An IDP may provide for:

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

An IDP must include:

- (i) a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan,
- (ii) a procedure to be used, by one or more municipalities, to amend or repeal the plan, and
- (iii) provisions relation to the administration of the plan.

The distinction between these two sections is important. Since the municipalities *may* address land use, future development, and any other matter, the participating municipalities have the flexibility to prepare an IDP that addresses local conditions and circumstances. However, the municipalities *must* include provisions to administer the IDP, plan amendment and repeal procedures, and a conflict resolution procedure.

1.2.2 Other MGA provisions

The County and the Town must notify the public and school authorities about the preparation of the IDP, and must provide opportunities for them to “make suggestions and representations” while the plan is being prepared.

The MGA requires that all statutory plans adopted by a municipality must be consistent with each other. The land use policies in the new County and Town MDPs have served as a foundation for the IDP policies, thereby ensuring consistency.

The IDP must be (and is) consistent with the Government of Alberta (the Government) land use policies under section 622(3) of the MGA.

The MGA requires the IDP to be consistent with a Regional Plan adopted pursuant to the Alberta Land Stewardship Act. The Government has publicly stated that the North Saskatchewan Regional Plan (NSRP) will be prepared for all lands within the watershed of the North Saskatchewan River (including the County and the Town) in the future.

1.3 Council Jurisdiction

The IDP will be adopted as a statutory plan of the Councils. The Councils will jointly

amend, implement and/or monitor the Plan as required. Decisions to proceed with any of the implementation tasks in the Plan will be made by the Councils on a recommendation from the IDP Committee, and subject to the Council's priorities, business plans, and availability of financial and administrative resources.

1.4 Purpose

The purpose of the IDP is stated in the Goals that were adopted by the Steering Committee in the January 30, 2012 Terms of Reference.

- i. Determine a joint planning area and develop a coordinated land use, servicing and development strategy for this area that includes lands within the County and parts or all of undeveloped Urban Reserve lands in the Town. Within this strategy, existing municipal boundaries and policies for the Urban Reserve lands in the forthcoming Town MDP are recognized, and provide context for an approach.
- ii. Agree on sound and transparent planning policies to maximize certainty for the benefit of developers and investors, and for the elected officials and administrations of both municipalities.
- iii. Adopt a meaningful and useful statutory plan document that has sufficient flexibility to capture development opportunities for the County and Town that may not be immediately evident.
- iv. Identify and protect areas that may or will be required for the future growth of the Town of Vegreville, and establish a logical staging program for the eventual inclusion of such areas within the Town. In this context, the plan can provide a generalized "road map" for possible future annexation.
- v. Ensure that lands in the area are ready for development in advance by determining servicing requirements, development standards, appropriate zoning and the real (i.e. actual and verifiable) costs of new development.
- vi. Establish an inter-municipal body that will administer the IDP and recommend to both Councils best practices to maintain the plan so that it will generate benefits for the County and the Town over the course of a defined plan horizon.
- vii. Adopt a dispute resolution process to address disagreements fairly and expeditiously, and to develop ways and means to respond to the unforeseen.
- viii. Establish implementation measures and mechanisms to guide and support future decision-making.

- ix. Create a permanent foundation for a collaborative approach to land use growth and economic development in the area for the mutual benefit of both municipalities.

1.5 Steering Committee

County of Minburn

Elected Officials

Eric Anderson, Reeve
 Carl Ogrodnick, Councillor
 David Rattray, Councillor

Administration

Dave Marynowich, County Manager
 Davin Gegolick, Planning and Development Officer
 Trudy Shukalak, Administration

Town of Vegreville

Elected Officials

Richard Coleman, Mayor
 Adam Kozakiewicz, Councillor (to December 2012)
 Natalia Toroshenko (from January 2013)
 Greg Kurulok, Councillor

Administration

Jody Quickstad, Town Manager
 Dale Lefebvre, Director of Infrastructure, Planning & Development
 Kerina Andrews, Development Authority Officer
 Heather Steinwand, Development Clerk

Steering Committee decisions were made by consensus. If a vote was required, only elected officials could vote.

Greg Hofmann of G.T Hofmann & Associates provided land use planning consulting services to the County. Ed Grifone of CTQ Consultants provided land use planning consulting services to the Town.

Andy Haden of HadenPlan Consulting was project consultant, and served as an independent planning consultant for both the County and the Town. Mr. Haden also acted as Chair of the Steering Committee.

1.6 Public Consultation

The Steering Committee approved a comprehensive public consultation program for the IDP that included:

- Open Houses
- Information mail-outs to County and Town landowners
- Information mail-outs to stakeholders
- Direct consultations with County and Town landowners
- Press Releases
- Project website
- Toll-free phone number

The following is a brief summary of the phases of the public consultation program. A detailed summary can be found in Appendix 1.

1.6.1 Phase One Public Consultations

The first phase took place in June 2012 in conjunction with an Open House at the Vegreville Agricultural Society on June 21st. Prior to the Open House a project website was launched (www.ouridp.com), information packages were mailed to landowners and stakeholders, press releases were issued to the local media, and the project consultant obtained a toll-free number. The Vegreville & District Chamber of Commerce assisted by circulating, twice, notice of the Open House to Chamber members.

The project consultant was in the Vegreville area from June 19th to 30th to attend the Open House and to meet with County and Town landowners. At the landowner meetings the project consultant introduced the IDP and discussed the Steering Committee's ideas for future land use in the Vegreville area. The project consultant met approximately half of the County and Town landowners residing in the Vegreville area. Landowners living outside the area were sent letters before and after the first phase, and several outside landowners contacted the project consultant to discuss the IDP. The project consultant also met with representatives of local and regional stakeholder groups.

1.6.2 Phase Two Public Consultations

Phase two public consultations included an Open House on May 2, 2013 at the Vegreville Agricultural Society. The project consultant was in the Vegreville area on May 1st and 2nd to attend the Open House and to meet with landowners. Phase two public consultations concluded with a Joint Public Hearing on June 12, 2013 at the Royal Canadian Legion Hall in Vegreville. A quorum of both Councils was present to hear submissions from the public on the bylaws.

1.7 Reading this Document

1.7.1 Key Phrases and Terms

Key phrases and terms in the IDP have been shortened or converted to an acronym. When the phrase or term first appears in the text it is written in full, followed by the acronym in brackets. The acronym is used thereafter.

<u>Original</u>	<u>Phrase/Acronym</u>
Alberta Central East (ACE) Regional Water System	ACE waterline
Alberta Environment & Sustainable Resource Development	AESRD
Alberta Innovates, Technology Futures	AITF
Alberta Transportation	AT
Arable Quarter Sections	Arable land
Area Structure Plan	ASP
Confined feeding operation	CFO
County of Minburn	the County
County / Town IDP Steering Committee	Steering Committee
Dryland Pasture Quarter Sections	Dryland Pasture land
Government of Alberta	the Government
IDP Joint Planning Area	joint planning area
Intermunicipal Development Plan	IDP
Land Use Bylaw	LUB
MDP Map 4 – Flood Topography	MDP Map 4
Municipal Development Plan	MDP
Municipal Government Act	MGA
Municipal Government Board	MGB
Natural Resources Conservation Board	NRCB
North Saskatchewan Regional Plan	NSRP
Town of Vegreville	the Town
Watershed Management Plan	WMP

1.7.2 Advisory Notice

Throughout both the text and mapping of the IDP, multiple references are made to policies in the County and Town MDPs. For general reference, the reader can refer to the MDPs posted to the County and Town websites. For official or legal reference to the MDPs, the reader should refer to the official MDP bylaws at the municipal offices.

Part 2 - Land Use Inventory and Analysis

2.1 Introduction

The Town is the largest urban center in the County, located in the western part of the County (see *Map 2, Regional Context*). This Part examines land use in the IDP joint planning area (see *Map 3, Joint Planning Area*) to identify opportunities and constraints for future growth. Part 3 covers joint planning area policies and rationale.

2.2 Physical

2.2.1 Landscape / Vermilion River

The Town and surrounding lands in the County are located in the Parkland Natural Region of east central Alberta. The landscape is gently rolling and the Vermilion River is a prominent physical feature in the joint planning area.

Headwaters of the Vermilion River lie south of the joint planning area. The river flows north through the County and the Town in a narrow channel with numerous meanders throughout the joint planning area (meander scars in the joint planning area show how the river has changed course over time). These characteristics mean that rapid spring snowmelt, heavy spring rain, or both, can trigger floods. There is a history of flood events on the Vermilion River.

2.2.2 Topography

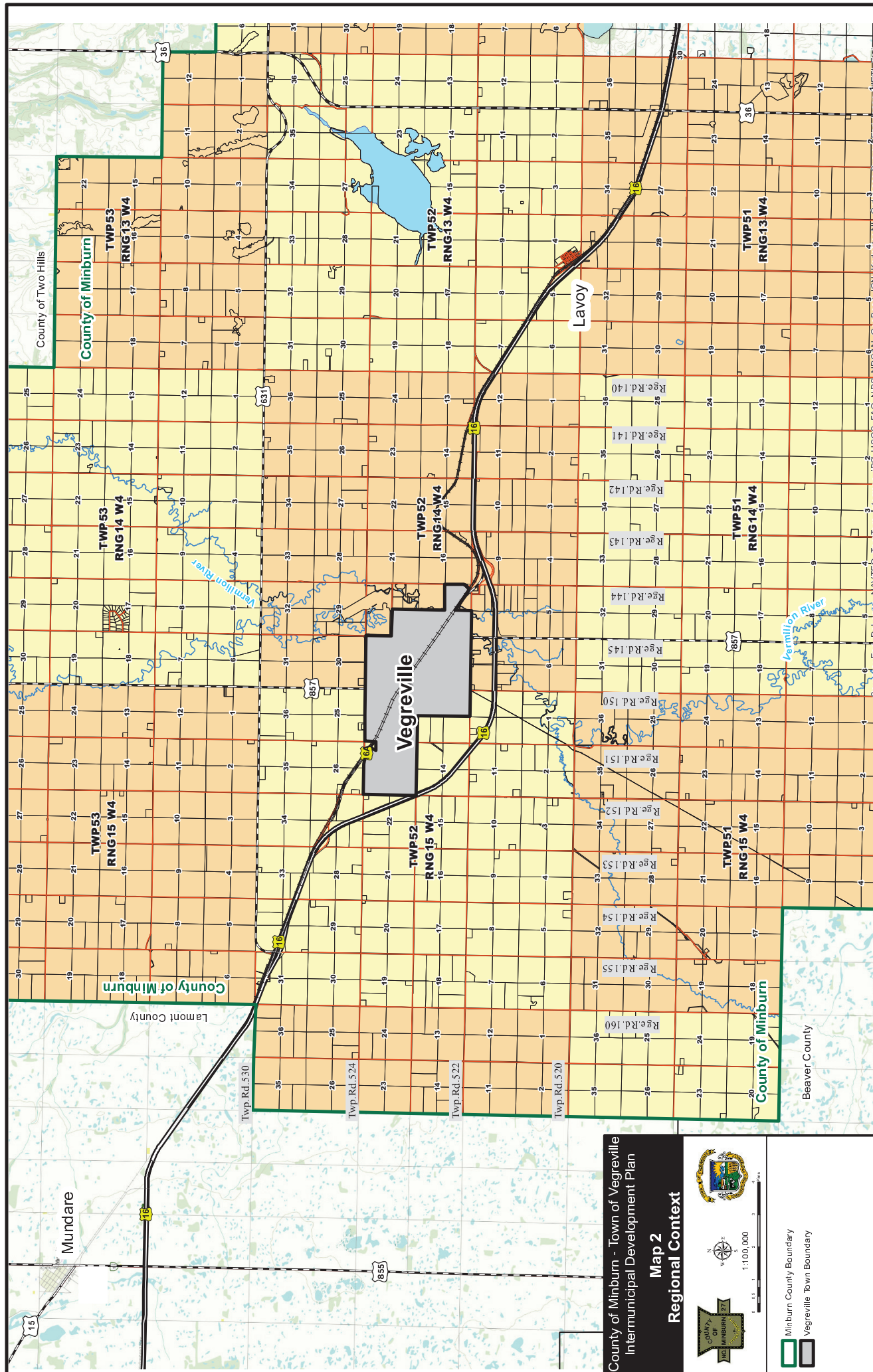
The Town and surrounding area are located within the Vermilion River valley. Land in the joint planning area gradually rises to the both the east and the west from the river.

Within Town limits, land generally slopes from southwest to northeast to the Vermilion River, although there are minor variations in topography throughout the Town. Spot elevations range from 645m in the southwest part of the Town down to 630m in the northeast at the river – the average elevation is 635m. Slope percentages range from 0.5% to 1.5%.

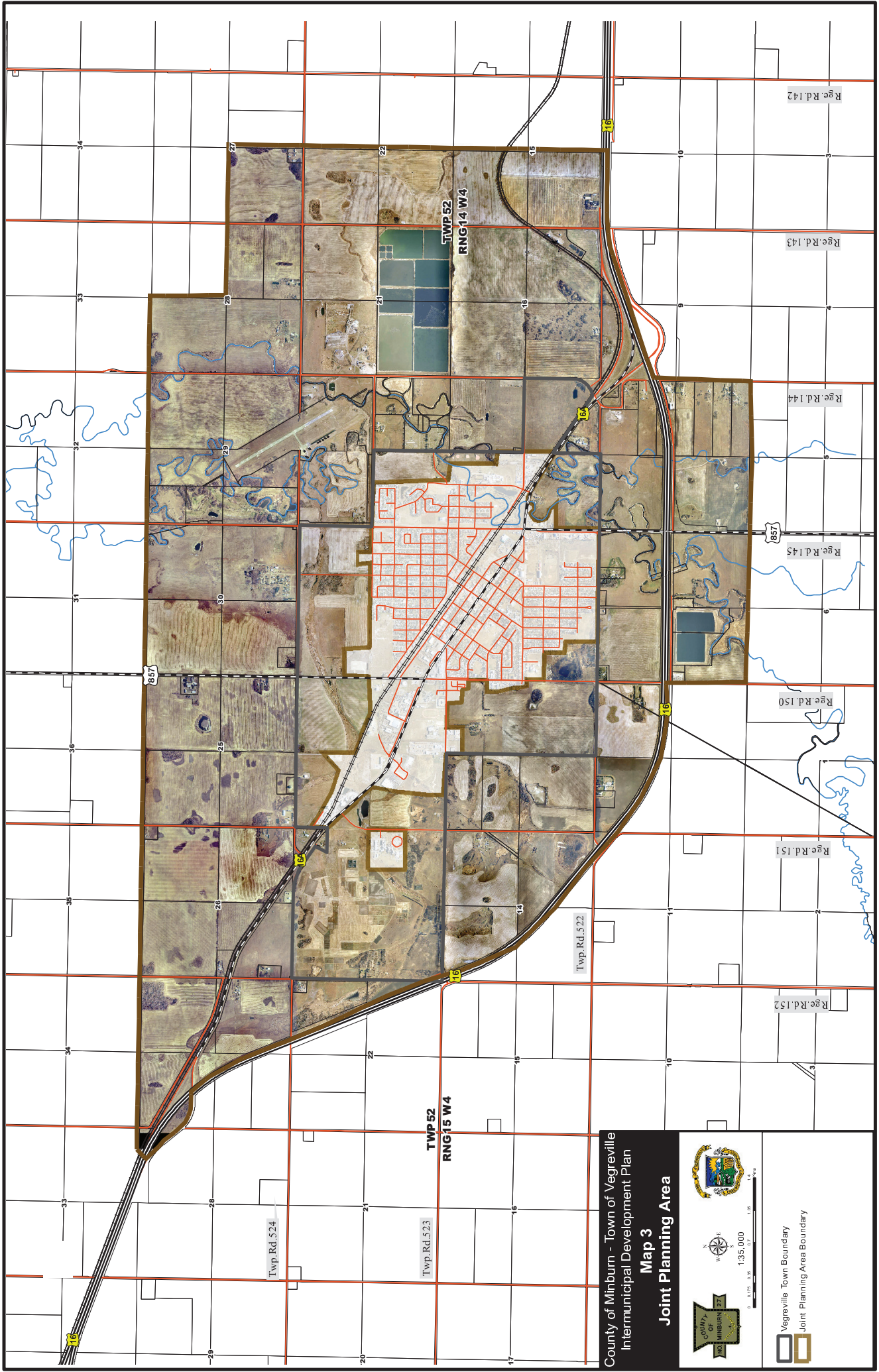
2.2.3 Soils

Soils in the joint planning area are, under the Canada Land Inventory (CLI), predominantly Class 2 with some minor soil structure and permeability restrictions.

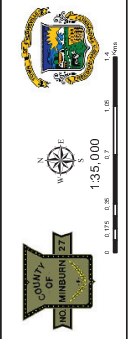
In the 1980s a pilot project was carried out in the County by the Government to examine agricultural land in detail for assessment purposes. As a result, the County has some of the best municipal agricultural land data in Alberta. This data informs the County MDP policies that define Arable Lands, Arable Quarter Sections, and Dryland Pasture Quarter Sections.



Sources: Esri, DeLorme, NAVTEQ, TomTom, Intermap, iPC, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri



County of Minburn - Town of Vegreville
Intermunicipal Development Plan
Map 3
Joint Planning Area



Vegreville Town Boundary
Joint Planning Area Boundary

The County MDP classifies quarter sections of land with a farmland assessment value (FAV) of \$25,200 or more as Arable agricultural land. Quarter sections with a FAV of \$25,199 or less are classified as Dryland Pasture agricultural land. Almost two-thirds of the quarter sections in the joint planning area are Arable agricultural lands with an average FAV of \$34,914.

2.3 Human

2.3.1 Population

In the 2011 federal Census the population of Vegreville was 5,720 - an increase of 3.6% from 5,519 in 2006. This change represents an average annual population growth rate of 0.7%. In 2012, the Town's municipal census recorded a population of 5,758.

The Town's population growth rate is modest but steady. For planning purposes, the MDP projects the Town's population to increase 1.5% annually over the next twenty years to 7,280.

In the 2011 federal Census the County's population was 3,278 - a decline of 1.2% from 3,319 in 2006.

2.3.2 Economy

Vegreville is a regional center providing a range of services to a regional population of over 40,000.

The major employment categories in Vegreville (from industry classifications in the 2006 federal Census) are health care and social services, agricultural and resources industries, retail trade and business services, and other services.

Employment in the County is oriented to the agriculture industry. Almost half of the County's working population is employed in the agricultural and resource industries, followed by health care and social services, and other services.

The 2011 Census of Agriculture shows a total of 604 farms in the County. Oilseed and grain farming is the dominant farm type (333 farms), followed by cattle ranching and farming (128), other crop production (70), and other animal production (52).

2.3.3 Vermilion River – Flood Plain Designation

Part of the Vermilion River in the County and the Town was designated in 1997 as floodplain under the AESRD Flood Hazard Identification Program. Designation was based on the 1994 Vermilion River and Tributary Flood Hazard Study, under the Canada/Alberta

Flood Damage Reduction Program (see *Map 4A – Opportunities and Constraints, Vermilion River and Floodplain*).

2.3.4 Vermilion River – Watershed Management Plan

A Watershed Management Plan (WMP) has been approved for the Vermilion River. The WMP recommends actions to be taken in the Vermilion River watershed to meet the goals of the Government's Water for Life Strategy.

A stakeholder group representing all three levels of government and other stakeholders with an interest in the Vermilion River watershed prepared the WMP. The WMP was prepared with support from the North Saskatchewan Watershed Alliance (NSWA) – the Watershed Planning and Advisory Council responsible for preparing an Integrated Watershed Management Plan for the North Saskatchewan River.

A Committee based in the Vermilion River watershed will implement the WMP. Implementation will include the part of the Vermilion River that is located in the joint planning area.

2.4 Transportation Infrastructure

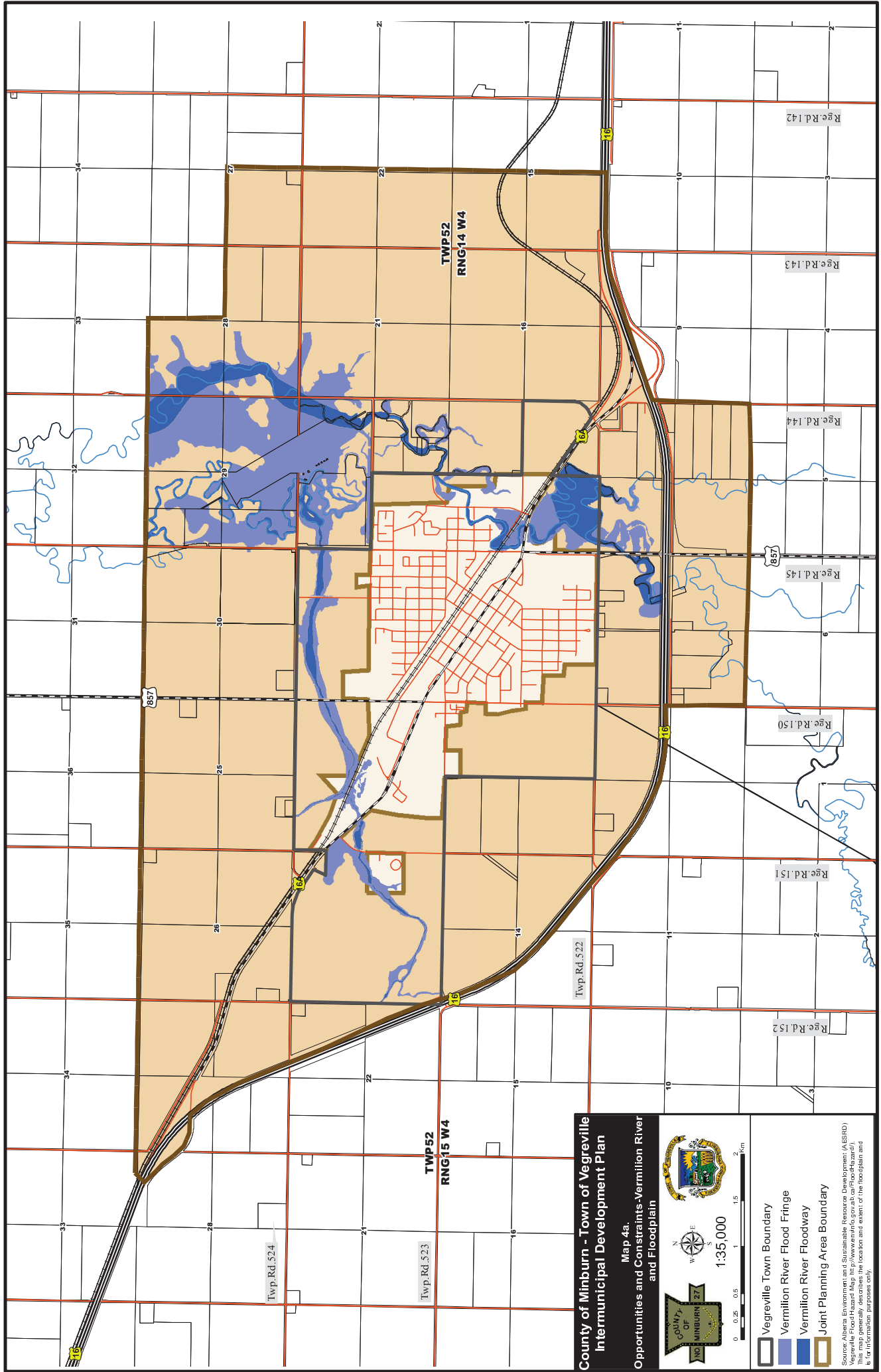
Transportation Infrastructure discussed in this section is shown on *Map 4B – Opportunities and Constraints - Municipal Assets, Transportation and Other Infrastructure*.

2.4.1 Highways 16, 16A and 857

Highway 16, the Trans Canada Yellowhead Highway, is part of Alberta's interprovincial highway network. Highway 16A is the main east-west access through Vegreville. Highway 857 runs north south through the County and the Town. Highways 16A and 857 both connect to Highway 16. An internal network of collector and arterial roads in the Town, and Township and Range roads in the County connect with the three highways.

Highways 16, 16A and 857 are under the jurisdiction of the Government and are operated and maintained by Alberta Transportation (AT). The Government has designated Highway 16 for future conversion to a freeway standard – a “primary highway linkage having regional, provincial and continental connectivity and importance that serves long distance travel” where “access and egress for vehicular traffic occurs only at grade separated interchanges”.

When the Government upgrades Highway 16 to a freeway standard, the existing directional split intersections will change. The intersection on the east side of Vegreville will be replaced by a grade-separated interchange in the east half of 8-52-14-W4. Highways 16A and Highway 857 will be re-aligned to connect to this interchange. The



intersection on the west side of Vegreville will be replaced by a diamond interchange in the existing location.

When Highway 16 is upgraded to a freeway standard, AT will also implement an access management plan to close existing, at-grade Township and Range road accesses to Highway 16. The access management plan for Highway 16 between Highway 36 and Range Road 210 is scheduled for completion in 2013.

The Government has approved the changes to Highway 16 for long-term planning purposes. Although there is no timetable for the changes, the knowledge that they are approved Government policy provides certainty and supports the long-term planning horizon of the IDP.

2.4.2 Rail

CN Rail's right-of-way and rail line parallels Highway 16A through the joint planning area. The line is part of the Vegreville subdivision from Edmonton to Vermilion and a principal branch line in CN's network. CN facilities at Vegreville include a passing track and the only siding between the Walker Yard in north Edmonton and Vermilion.

The line is active with one to four train movements per day. Goods transported include container traffic, and agriculture, oil, and gas products

2.4.3 Air

The Vegreville Regional Airport is owned and operated by the Town, and is located in the County in the northeast part of the joint planning area. The airport is protected from incompatible development by the Vegreville Airport Vicinity Protection Area (AVPA) Overlay District, and the Height Limitations and Electronic Facilities Protection maps in the County's Land Use Bylaw.

The airport is registered with Transport Canada, includes a 4,000 ft. asphalt runway, and is fully operational 24-7 year-round, weather permitting. Airport facilities include private and commercial leasehold lots and a public terminal with meeting room, washroom and telephone facilities.

2.5 Other Infrastructure

Other Infrastructure discussed in this section is shown on *Map 4B – Opportunities and Constraints - Municipal Assets, Transportation and Other Infrastructure*.

2.5.1 Power

ATCO Electric provides power to the joint planning area. The Vegreville substation is located on the south side of Highway 16 adjacent to Range Road 150. Two 144Kv transmission lines enter into the substation from the south adjacent to Highway 857, and a single 144Kv line enters into the substation from the east on the south side of Highway 16.

A 72 KV line exits the substation and runs north through the Town on 60th (Maple) Street. This 72 KV line currently goes to another substation north of Vegreville and then north to Willingdon. ATCO Electric plans to re-locate this sub-station and upgrade the voltage to the new substation to 144Kv. The 72Kv transmission line will be converted to a 25Kv distribution line.

2.5.2 Oil and gas wells

There are eight active gas wells in the east and northeast parts of the joint planning area. Five wells are active; the remaining three are drilled and cased. There are fourteen other abandoned well sites scattered throughout the joint planning area.

2.5.3 Pipelines

Nova Gas Transmission Ltd. operates a major pipeline corridor on the west side of the Town. The corridor runs north south, bisects the joint planning area, and includes five sweet gas pipelines. Setbacks from the boundaries of the corridor rights-of-way depend on the type of development. A service pipeline connects the gas wells in the northeast part of the joint planning area.

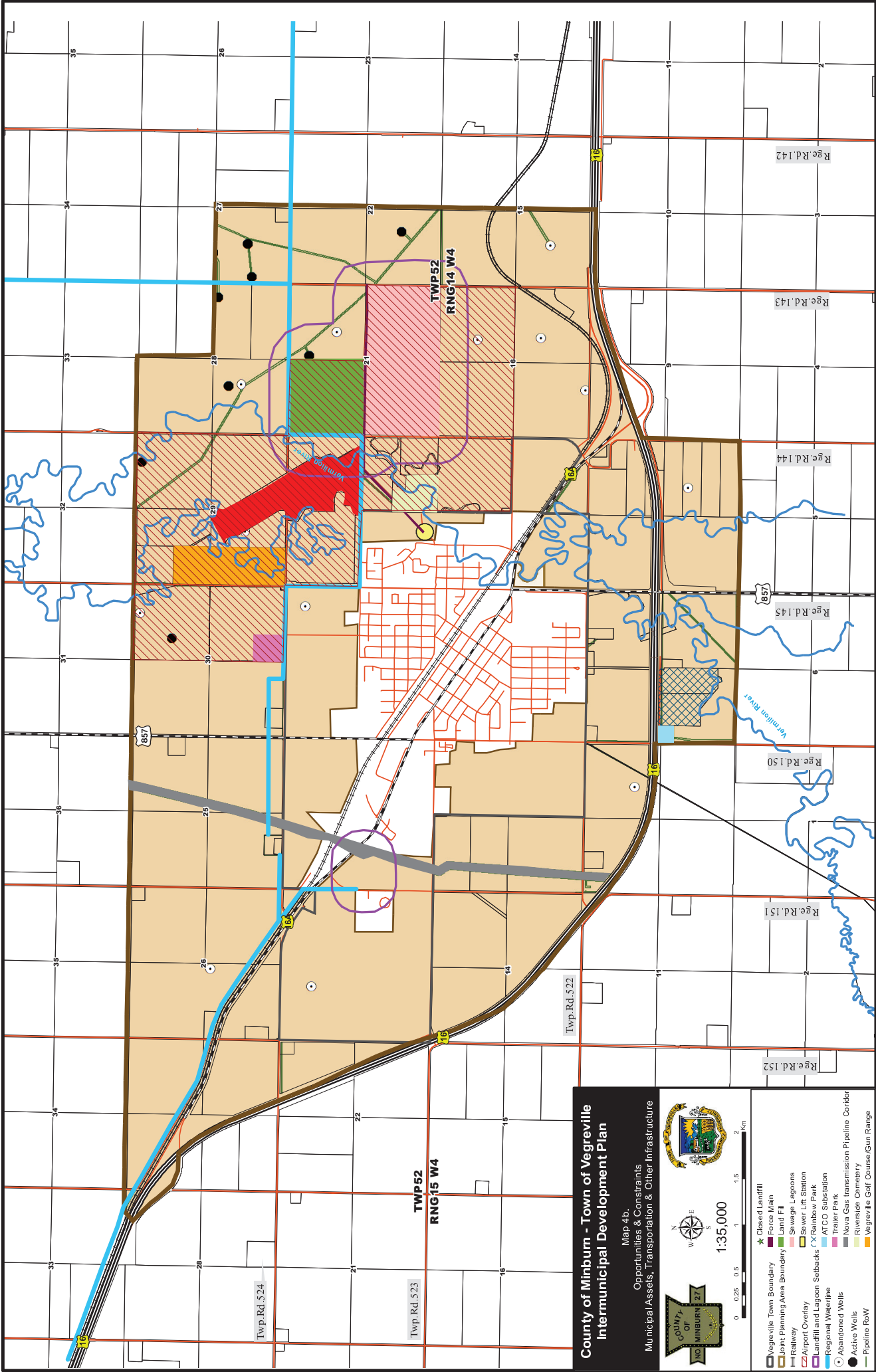
2.6 Municipal Assets and Infrastructure

Municipal Assets discussed in this section, are shown on *Map 4B – Opportunities and Constraints, Municipal Assets and Infrastructure*.

2.6.1 Regional water

The Capital Region Vegreville Water Corridor Services Commission provides potable water to the Town. The regional waterline connects to the Town's reservoir and pump house on 75th Street.

The Alberta Central East Regional Water System (the ACE waterline) originates at a transmission station on the north side of Township Road 524, west of Highway 857. From the transmission facility, the main waterline right-of-way runs east on Township Road 524 to the boundary of the joint planning area and beyond (except for a detour around the south side of the airport). A second waterline right-of-way branches off from the first



right-of-way and runs north on Range Road 143 to the north boundary of the joint planning area and beyond.

2.6.2 Municipal Services

The Town provides urban services. Potable water is distributed from the reservoir on 75th Street to a second reservoir and pump house in the south-central part of Town.

Sanitary sewer services are based primarily on gravity flow. There is a lift station in the northwest part of Town, and a second lift station on the east side that sends sewage by force main to the sewage lagoons.

The Town's sewage lagoons cover a half section of land – S ½ 52-14-W4. There is significant expansion capacity in the lagoons because they were originally built for a population of approximately 15,000.

Storm sewer servicing is directed toward five outfalls on the Vermilion River. Three outfalls connect to a drainage ditch that runs into the North Parkway Drainage System and then to the river.

The Town's landfill is located on NW 21-52-14-W4. With the recent introduction of a recycling program, the landfill is expected to last approximately 60 years.

The County provides rural services, including the maintenance and upgrading of Township and Range roads. Development on County lands requires private water and sewer systems (i.e. well or cistern, and field, mound, or pump-out tank). Landowners with access to the ACE waterline may arrange with the County for a waterline connection.

2.7 Land Ownership

The majority of County lands in the joint planning area are full quarter sections, or remnant quarter sections from which a farm site has been subdivided. Although some landowners own more than one quarter section, no landowner owns a disproportionate amount of land in the joint planning area.

Small parcels (i.e. "acreages") in the 2 ac. to 5 ac. range are mostly subdivided farm sites and are found throughout the joint planning area. Some mid-range parcels (i.e. from 10 ac. to 40 ac.) are located in the southeast part of the joint planning area.

In the Town, parcels in the joint planning area are either small and suitable for one residence or other limited development, or are significantly larger with potential for future subdivision and development (subject to site suitability). All parcels are individually owned.

2.8 Land Use

2.8.1 Existing Land Use

Agriculture is the dominant land use in the joint planning area. Whether the lands are in the County or the Town, most lands are used for agricultural production.

Non-agricultural land uses are found throughout the joint planning area. South of Highway 16 the original Town water reservoir has been converted into Rainbow Park, a public recreational facility. The ATCO Electric sub-station is located on the same quarter section. The Vegreville Regional Museum is located on the south side of Highway 16A adjacent to the Town boundary.

To the east and northeast, Town-owned and operated facilities include the sewage lagoons, the landfill, the cemetery, and the Vegreville regional airport. The Vegreville Kinsmen Golf Course, and a gun range operated by the Vegreville Wildlife Federation are privately owned and operated facilities west of the airport. A private gravel stockpile operation is located adjacent to the Vermilion River.

A manufactured / modular dwelling community is located west of the golf course. The Vegreville Seed Cleaning Plant and the ACE waterline facility are located west of Highway 857 on the north side of Township Road 524.

Land use on the west side includes the Nova Gas Transmission pipeline corridor and the Alberta Innovates, Technology Futures (AITF) facility and associated lands.

2.8.2 Existing Zoning

The County and Town Land Use Bylaws divide the municipalities into land use districts, or “zones”. Zoning represents the development rights of landowners at the present time. Zoning in the joint planning area is shown on *Map 4C – Opportunities and Constraints - Zoning*.

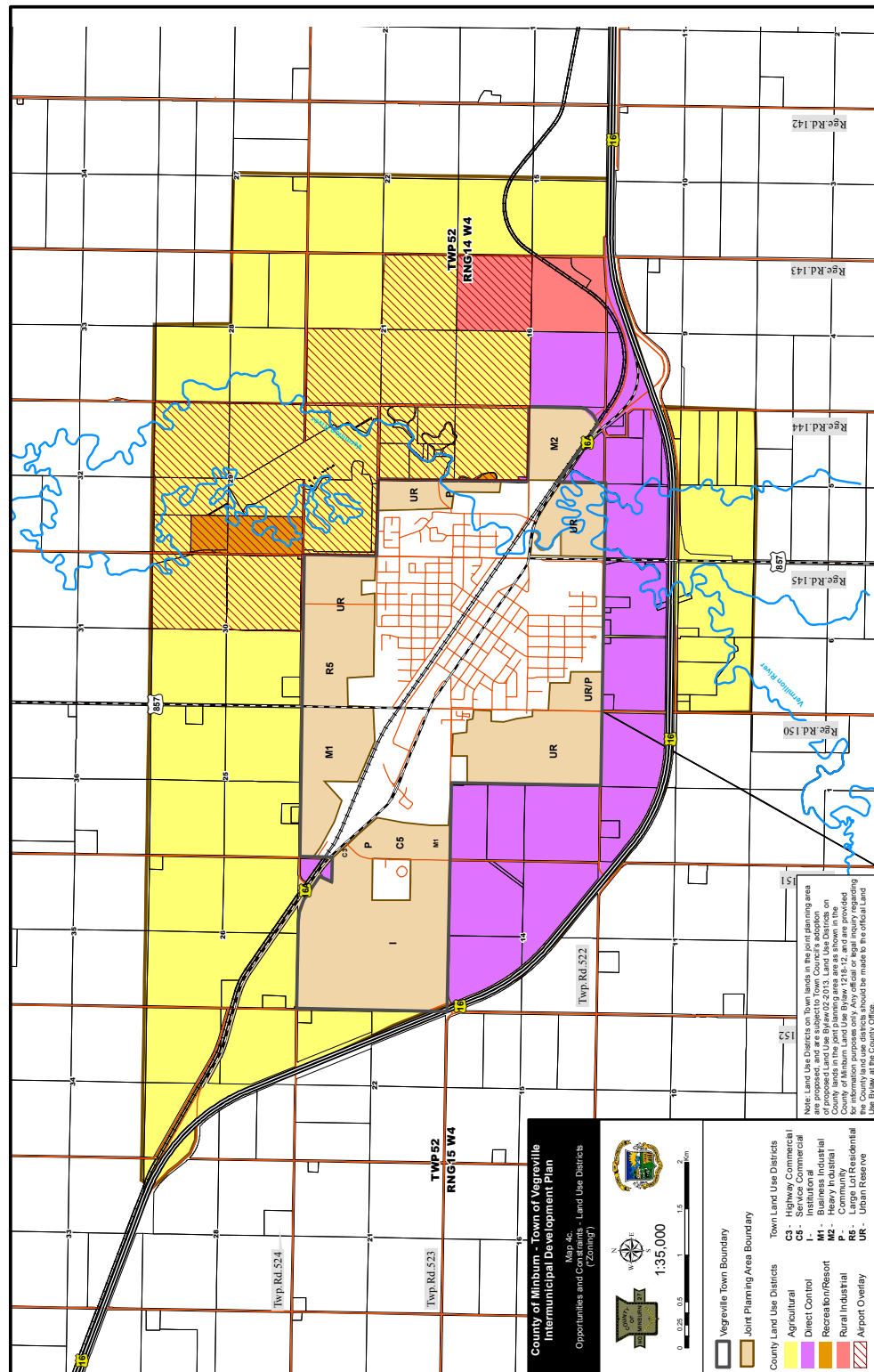
Zoning on County lands is mostly Agricultural on the north side of the joint planning area, and Direct Control on the south side. Rural Industrial zoning applies to the E ½ 16-52-14 W4. Recreation and Resort zoning applies in 29-52-14-W4 for the golf course and gun range. Agricultural zoning and the AVPA Overlay apply to the Vegreville Regional Airport. Zoning in the Town is consistent with the land use designations in the Town’s MDP.

2.9 Confined feeding operations (CFOs)

CFOs are governed by the Agricultural Operations Practices Act and are regulated by the Natural Resources Conservation Board. The NRCB is required to deny CFO applications if the application is inconsistent with land use policies in the municipality’s MDP. If the

NRCB receives a CFO application on land that is also under the jurisdiction of an IDP, the NRCB reviews the IDP for direction.

The County's MDP states that "no new or expanding CFO shall be located within the areas identified on Map 3 Confined Feeding Operations Prohibited Areas." Map 3 of the MDP identifies large areas of the County in which new CFOs or expanding CFOS "shall not be



allowed”. The joint planning area is entirely located within one of these areas; therefore the County prohibition on CFOs also applies in the joint planning area.

2.10 Summary - Constraints and Opportunities

From the above inventory of land use and land use characteristics in the joint planning area, the following are constraints to development.

Vermilion River and floodplain

The Vermilion River floodplain is a constraint to growth.

Agricultural land

The bulk of the Arable agricultural lands are located to the east, west and north of the Town, and the lands to the east are also constrained by development restrictions associated with the sewage lagoons, landfill, and airport. Dryland Pasture agricultural lands in the south are constrained by the floodplain and by AT’s future Highway 16 interchange.

Linear

The west side of the joint planning area is constrained by the Nova Gas Transmission pipeline corridor. This north-south corridor lies at right angles to the likely westward expansion of the Town.

Infrastructure

On the east side of the joint planning area, the airport, sewage lagoons and landfill have associated regulations, at either the municipal or provincial level, that place limitations on development that can occur on adjacent lands. AT regulations have an influence on development adjacent to Highways 16, 16A and 857.

The following characteristics represent opportunities for development:

Vermilion River

The Vermilion River is a natural feature and amenity with potential for development of public and open space lands for passive or low-intensity recreational uses.

Topography

Outside of the Vermilion River floodplain, soils and slopes in the joint planning area support development.

Servicing

The Town’s water and sewer services can support growth – water is provided by a regional waterline and the sewage lagoons have significant expansion capacity.

Infrastructure

Road, rail and the airport serve the joint planning area. Long-term improvements to Highway 16 are known at this time and can be integrated into the IDP land use concept and policies. Rail and airport facilities have potential for expansion.

In sum, apart from the Vermilion River floodplain, the remaining constraints have a relatively low impact on the development potential of lands in the joint planning area. The majority of lands in the joint planning area are suitable for development.

Part 3 – LAND USE POLICIES AND CONCEPT

This Part includes the land use policies and the Land Use Concept for the joint planning area. Policies in this Part apply only to lands in the joint planning area. Lands outside the joint planning area in either the County or the Town are not subject to the IDP or its policies.

3.1 Joint Planning Area Policies

3.1.1 The joint planning area is defined as the lands lying between an inner boundary in the Town, and an outer boundary in the County (see *Map 3 - Joint Planning Area*).

3.1.2 The joint planning area boundaries are subject to periodic review and amendment.

Rationale

The joint planning area satisfies the requirement of the MGA for the IDP to include *“those areas of land lying within the boundaries of the municipalities as they consider necessary.”*

The inner boundary of the joint planning area is related to the Town’s “urban footprint” – those lands developed for urban uses at urban densities with urban services (especially water and sewer). Town lands in the joint planning area have not been developed for urban uses with the associated densities and services. These lands outside the “urban footprint” define the inner boundary of the joint planning area.

Highway 16 was chosen as a logical boundary to define the outer boundary to the south and west. The exceptions are four quarter sections south of Highway 16 that have been included to incorporate the Rainbow Park public recreation facility and the ATCO Electric substation on the south half of section 7-52-14-W4, and the approved future Highway 16 interchange on the south half of 8-52-14-W4.

The east side of the outer boundary is defined by the setbacks associated with the Town’s sewage lagoons and the landfill. Government regulations do not allow the County to approve certain types of subdivision and/or development within prescribed setbacks from an operating wastewater treatment plant and/or an operating landfill.

The north side of the outer boundary was adopted as it was proposed as shown in the County MDP on Map 2A – West Area.

The Alberta Innovates, Technology Futures (AITF) facility is on urban services and deemed to be within the urban footprint. Undeveloped lands surrounding the AITF facility are included in the joint planning area.

As the Town grows, Town lands in the joint planning area will be developed, the inner boundary of the joint planning area will change, and it will be necessary to amend the IDP to adjust the inner boundary. The County and the Town may also agree to amend the outer boundary of the joint planning area.

3.2 Planning Horizon Policies

3.2.1 The planning horizon for the IDP is fifty (50) years, to 2063 - the period of time that the County and Town are looking into the future to set the IDP vision and policies.

3.2.2 The planning horizon is subject to review and amendment, if necessary.

Rationale

The IDP must take a long-term view to serve the growth and development interests of the County and Town. A fifty-year planning horizon, for example, allows the future Highway 16 interchange to be recognized in the IDP.

The existing land supply is appropriate for a fifty year planning horizon, but this does not mean that the County and Town expect these lands to be fully developed in fifty years.

3.3 Existing Planning Policies

3.3.1 The IDP recognizes and affirms the existing land use districting (i.e. “zoning”) in the County and Town Land Use Bylaws as shown on *Map 4C – Opportunities and Constraints - Zoning*.

3.3.2 The IDP recognizes and affirms the future land use in the County and Town MDPs as shown on *Map 6 – Future Land Use*.

Rationale

The County and Town recently revised their MDPs, which involved a significant investment in time, resources, and public consultation processes. The revised MDPs provided a comprehensive foundation for the IDP policies.

3.4 Vermilion River and Floodplain Policies

3.4.1 The IDP recognizes and affirms existing policies in the County and Town MDPs with respect to land use and development on lands within the Vermilion River floodplain.

3.4.2 *Map 4A, Constraints and Opportunities – Vermilion River Floodplain* shows the designated floodplain (i.e. floodway and flood fringe) that is maintained by AESRD and shown on the AESRD website (<http://www.envinfo.gov.ab.ca/FloodHazard>).

3.4.3 The County and Town agree on four quarter sections for further floodplain study:

- SE 07-52-14-W4
- SW 07-52-14-W4
- SE 30-52-14-W4, and
- SW 30-52-14-W4.

The study will be outlined in a Terms of Reference to be prepared by the IDP Committee and approved by the Councils. The Terms of Reference may identify additional lands for study. The Terms of Reference will be developed in collaboration with AESRD (and see Appendix 3).

3.4.4 The County and Town will formally request AESRD participation in, support for, and approval of any other further floodplain studies by the County and the Town.

Rationale

The MGA and the Subdivision and Development Regulation confer authority on municipalities to address land use in relation to hazard lands, such as floodplains. This authority is exercised in statutory plans such as this IDP, as well as MDPs and Land Use Bylaws.

3.5 Vermilion River – Other Policies

3.5.1 The County and Town will collaborate and work with the appropriate authorities and/or organizations that will implement the Vermilion River Watershed Management Plan.

3.5.2 The County and Town may collaborate to explore the recreation and open space potential of the Vermilion River, and may seek the participation of the Government, the Watershed Management Plan Implementation Committee, and other agencies and/or third parties.

Rationale

The integrated nature of the Vermilion River Watershed Management Plan will involve the County and the Town as land use authorities. It will be in the interests of the County and Town to collaborate with the development of the Watershed Management Plan for the Vermilion River. The Vermilion River is also a natural asset that has the potential to contribute recreation and open space lands and services to the area.

3.6 Agriculture and Agricultural Land Policies

3.6.1 All agricultural land has value for agriculture. The IDP strikes a balance between preserving agricultural land for agriculture, and acknowledging that in the long-term, some agricultural lands will be required for urban expansion and non-agricultural uses.

3.6.2 The IDP recognizes and affirms the policies in the County MDP for Arable Lands, Arable Quarter Sections, and Dryland Pasture Quarter Sections as the basis for agricultural land policies in the IDP. Arable and Dryland Pasture lands are shown on *Map 5 – Agricultural Lands*.

3.6.3 Priority will be placed on the preservation of Arable lands for agricultural production and agricultural uses.

3.6.4 Urban expansion may occur on Arable lands where necessary in order to logically extend the Town's urban land uses and services, and where there are no options to expand onto Dryland Pasture lands.

3.6.5 Non-agricultural development will be directed to Dryland Pasture lands. Arable lands may be considered for non-agricultural development if the County and the Town are satisfied that no Dryland Pasture lands are available to support the proposed development.

3.6.6 The IDP recognizes and affirms the policies in the County MDP and Land Use Bylaw regarding the subdivision of agricultural land.

Rationale

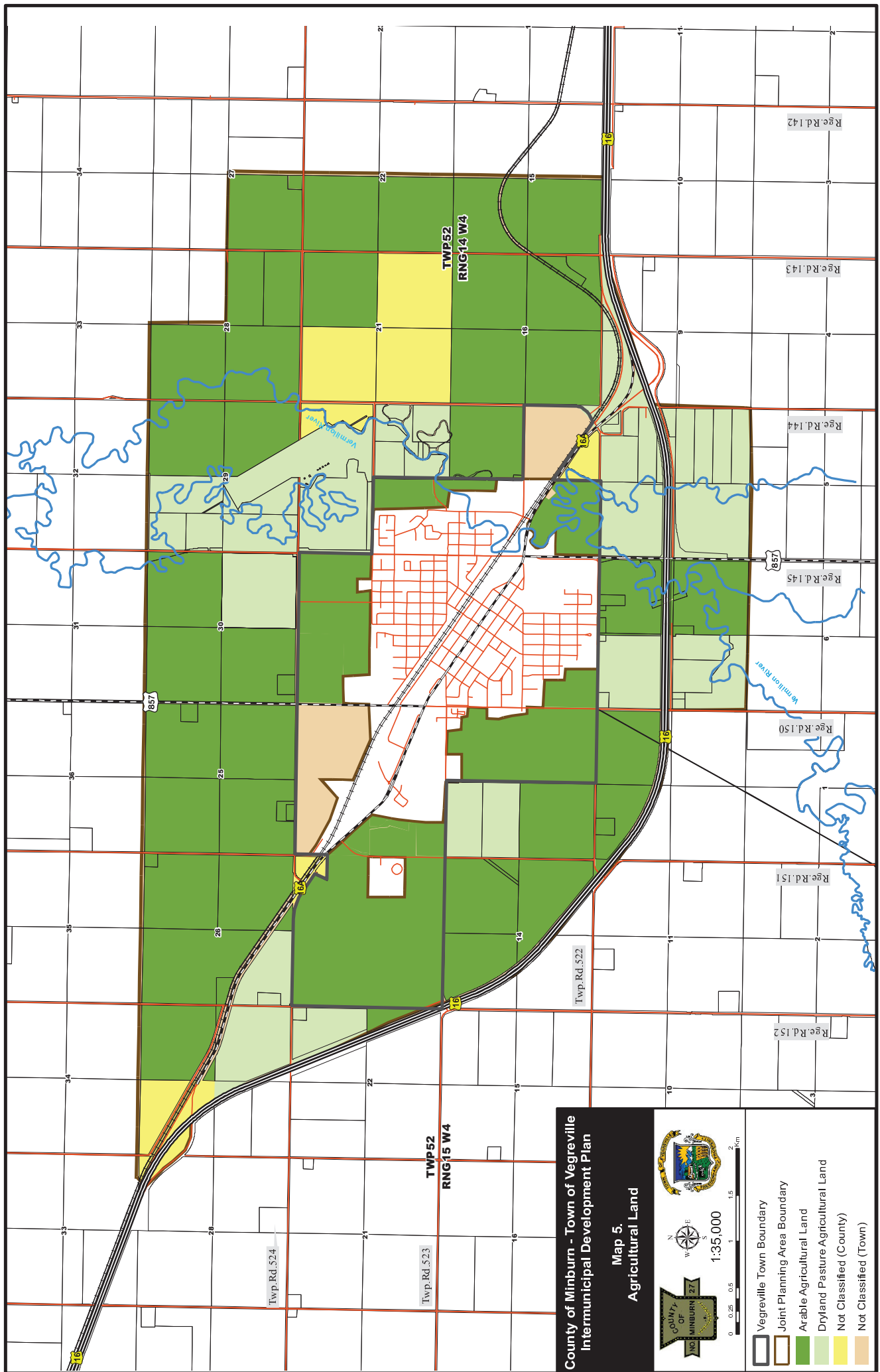
The County's MDP states that "Agriculture is the County's single most important land use. It is not only an economic activity, but a lifestyle that is considered valuable to the residents. The loss of arable land to non-agricultural uses threatens to erode this resource by reducing the amount of productive land available for farming." Vegreville's historical and ongoing importance as an agricultural service center is similarly recognized in the Town's MDP.

Accordingly, agriculture must remain central to the local economy, and agricultural land must be preserved to maintain the role of agriculture in the local economy.

While the IDP must support agriculture and maintain agricultural land for agricultural uses, in the long-term the Town will have to expand onto agricultural land. Ideally, future urban expansion will be directed to Dryland Pasture land. However, the Town may eventually have to expand and logically extend urban services onto Arable land. The IDP accommodates this, subject to the appropriate demonstration of need.

3.7 Confined Feeding Operations Policy

3.7.1 New confined feeding operations (CFOs) shall not be allowed, and existing CFOs shall not be allowed to expand.



Rationale

Confined feeding operations are under the jurisdiction of the Natural Resources Conservation Board (NRCB). The NRCB is the approving authority for new or expanding CFOs under the Agricultural Operations Practices Act.

The NRCB must consider the MDP when it makes a decision on a new or expanding CFO. The NRCB must deny the application if it is inconsistent with the land use provisions of the MDP. The NRCB will consider an IDP as well and, therefore, the MDP and the IDP must be consistent with each other to provide clear direction to the NRCB.

3.8 Servicing Policies

3.8.1 The Town currently provides and will continue to provide urban services for Town lands. Urban services are, most notably, water and sewer, as well as urban standards roads (i.e. pavement, curb and gutter) and, where required, storm sewers. Development that requires urban services will be directed to locate in the Town.

3.8.2 The County provides and will continue to provide rural services for County lands. Rural services are, most notably, rural standard Township and Range roads (i.e. gravel surface, open ditch). Development is serviced by private water and sewer systems (i.e. wells or cisterns, and holding tanks or fields). Development that requires rural services will be directed to locate in the County.

3.8.3 Logical extension of urban services to support urban expansion is anticipated in the long-term and will be accommodated through annexation.

Rationale

Through the IDP planning process, the County and the Town have reviewed the infrastructure/municipal services that they provide. The result in the IDP is a clear distinction with respect to the services that the County and Town will provide to support future development.

3.9 Residential Land Use Policies

3.9.1 In the Town's MDP, a number of small pockets of land and a larger area in the northeast are designated for residential uses. However, the development potential of the larger area is impacted by the floodplain. Therefore, the bulk of the Town's designated residential land is located in the southwest corner of the Town, south of 55th Avenue, and west of 60th Street. The County and the Town agree that this will be the primary direction for future residential growth in the long-term. As the southwest residential lands are developed and the Town's residential land supply is consumed, the County and Town will discuss urban expansion and annexation to the west onto County lands.

3.9.2 The Town will ensure that the southwest residential lands are developed subject to the Area Structure Plan policies of the Town's Municipal Development Plan.

3.9.3 The existing manufactured / modular dwelling community located on SE 30-52-14-W4 is a non-conforming use under the Agricultural zoning on the land. This use is allowed to remain on an "as is" basis pursuant to the non-conforming use provisions of the Municipal Government Act. Redevelopment of the lands is limited to agricultural uses unless, at the time of re-development, the land is required for urban expansion and extension of urban services.

3.9.4 New manufactured/modular dwelling communities as defined by the County's MDP and LUB shall not be allowed.

3.9.5 Acreage residential subdivision as defined by the County's MDP and LUB shall not be allowed.

3.9.6 The IDP recognizes and affirms the Rural Residential Subdivision provisions in the County's MDP and LUB for lands with Agricultural zoning.

Rationale

Housing stock in the Town is predominantly single-family residential. There are opportunities for infill residential development, and the Town's MDP provides direction for but does not prescribe increased residential density. Single-family residential housing will continue to be the most popular housing form for the foreseeable future.

The Town has a substantial residential land supply within existing Town limits. Annexation of County land for residential development is anticipated only in the long-term. The IDP highlights the southwest residential lands because this is the largest block of land within the Town for future residential growth. The southwest residential lands also lend themselves to comprehensive planning under one or more Area Structure Plans, and to logical extension of urban services.

The IDP strikes a balance on rural residential subdivision on County lands. The IDP maintains the opportunity for landowners to subdivide existing farm sites and other residences under Agricultural zoning. Limiting rural residential subdivision maintains large agricultural parcels for agricultural use and, in the long-term, possible urban expansion. Acreage residential subdivision fragments agricultural land, impedes urban expansion, and may introduce land use incompatibilities between residential and agricultural uses.

3.10 Industrial and Commercial Land Use Policies

3.10.1 The County and Town agree that the preferred direction for long-term growth of industrial land uses is to the east.

3.10.2 The County and the Town agree that it will be to the benefit of both municipalities to collaborate on joint Area Structure Plans (ASPs) to increase the commercial and industrial land supply.

3.10.3 The first joint ASP priority is for lands in the County on the east side of Town. Section 16-52-15-W4 is already designated in the County MDP for a Proposed County West Industrial Park Area Structure Plan. This joint ASP will include these lands and also address:

- i. Recognition of the existing Rural Industrial zoning on the east half of section 16, 52-14-W4.
- ii. Inclusion of the following additional lands in the Plan:
 - a. Pt. SE 17-52-14-W4, north of Highway 16A and the CN Rail right-of-way,
 - b. NE 17-52-14-W4, and
 - c. Pt. NW and NE 9-52-14-W4, north of the CN Rail right-of-way.
- iii. Internal road circulation within the Plan area,
- iv. Integration of internal roads with existing County and Town municipal roads,
- v. The limited utility of the intersection of Range Road 143 and Highway 16 because of poor sightlines at this intersection,
- vi. Collaborating with Alberta Transportation to integrate the existing and future local road network with AT's proposed Highway 16 interchange,
- vii. Collaborating with CN Rail to address the possibility of adding a spur line to provide increased rail service in the Plan area,
- viii. The development of urban and rural services in the Plan area,
- ix. The proximity of the Plan area to the Town's sewage lagoons, and
- x. A generalized land use concept for appropriate industrial land uses and complimentary commercial land uses that must be compatible with adjacent land uses in both the County and the Town.

3.10.4 The County and Town agree that there are other joint ASP opportunities to support industrial and commercial land uses:

i) West of the Highway 857/Township Road 524 intersection, and on the north and south sides of Township Road 524, there are existing commercial, light industrial and infrastructure uses. The Town has designated lands west of Highway 857 and adjacent to Township Road 524 as "Potential Industrial Park" (*see Map 6 – Future Land Use*). With paved road access provided on Township Road 524 and Highway 857, there is potential for a joint ASP in this area that would address, but not be limited to:

- Determining the lands to be included in the ASP, including lands with Highway 857 and Township Road 524 frontage,

- Internal road circulation within the Plan area,
- Integration of internal roads with existing County and Town municipal roads,
- Collaborating with Alberta Transportation to integrate the existing and future local road network with AT's requirements for development adjacent to Highway 857,
- The development of urban and rural services within the Plan area, and
- A generalized land use concept for appropriate light industrial and commercial land uses that must be compatible with adjacent land uses in both the County and the Town.

ii) In the long-term, AT's future Highway 16 interchange will severely limit direct access to Highway 16. However, it is expected that access to Highway 16A and 857 will continue, subject to AT requirements with respect to service roads, access spacing, etc. This may generate interest in the development of lands close to the interchange, based on access to Highways 16A or 857. If this occurs the County and the Town will consider the preparation of an ASP for this area.

3.10.5 The County and Town will monitor oil well, gas well, and pipeline developments. If the County and Town believe that development of new energy infrastructure will interfere with or prejudice future urban expansion or the development potential of lands, the County and Town will aggressively pursue consultation with provincial regulatory authorities and energy infrastructure proponents to prevent the loss of developable land.

Rationale

Both the County and the Town want to support new commercial and industrial growth so that both municipalities can grow. Both municipalities identified opportunities for this type of development in their new MDPs. Collaboration under the auspices of the IDP allows the County and the Town to combine resources, and to produce pro-active plans to attract new economic development. The plans identified above address a range of commercial and industrial land uses, provide developers with a choice between urban and rural services, and create the potential for short, medium, and long-term plans.

3.11 Transportation Infrastructure Policies

3.11.1 The IDP recognizes AT's long-term plans to upgrade Highway 16 to a freeway standard:

- i. Upgrading of the east interchange on Highway 16, and the re-alignment of Highways 16A and 857 to connect with the interchange,
- ii. Upgrading the west interchange on Highway 16 (i.e. a diamond interchange at the existing location utilizing the existing structure), and
- iii. The proposed access management plan (*in progress*) for at-grade Township and Range road accesses to Highway 16.

3.11.2 In light of AT's long-term plans for Highway 16, and in consultation with AT, the County and Town will give careful consideration to any interim development proposals that propose at-grade access to Highway 16.

3.11.3 The County and Town will periodically monitor and update AT's Highway 16 interchange and access management plans.

3.11.4 In addition to a possible spur line on the east side of the Town as mentioned in section 3.2.7.3, the County and Town will approach CN Rail to discuss further opportunities to maximize the use of existing CN rail infrastructure.

3.11.5 The County and Town will collaborate to increase development opportunities at the Regional Airport, while recognizing the need to protect airport operations from incompatible land uses.

Rationale

Knowing AT's long-term plans for Highway 16 provides certainty and benefit. The Highway 16 interchange has the potential to significantly impact both the County and the Town. The IDP must ensure that when the interchange is built and the access management plan is implemented, the impacts have been anticipated and planned for to maximize the benefit to the County and the Town.

When an interchange is built on Highway 16 and access from local roads to Highway 16 is closed, the focus of development interest in the area may shift from an east-west orientation focused on Highway 16 to a north-south orientation focused on Highways 16A and 857, and adjacent lands.

3.12 Other Infrastructure Policies

3.12.1 The County, as a partner in the ACE waterline, will support waterline connections for uses that are consistent with the policies of this IDP. Examples include connection to individual residences and other developments that can be serviced by private, on-site sewage systems.

3.12.2 Development that proposes to connect to the ACE waterline for water service and that needs urban sewer services will be directed to locate in the Town.

3.12.3 Development within 30m of the Nova Gas Transmission Limited pipeline corridor is subject to consultation with the County, Town, and Nova Gas to assess the impact of the proposed development on the pipeline corridor and to determine required setbacks.

3.12.4 The County and Town will periodically monitor and update utilities changes, and oil, gas and pipeline activity, including but not limited to changes in utility service levels, new and/or abandoned well sites, and new service pipelines.

Rationale

The County recognizes that the ACE waterline provides a benefit to the County, subject to this IDP and its policies. The County and Town recognize the need to protect the NGTL pipeline corridor.

3.13 Future Land Use

The County completed a new MDP in 2010. The Town completed its new MDP in 2012. In both cases, the MDPs provide a vision for short to medium term land use in the municipalities (i.e. typically 10-25 years). Policy 3.1.3.2 of this IDP recognizes and affirms the future land uses shown in the MDPs (*see Map 6 Future Land Use*):

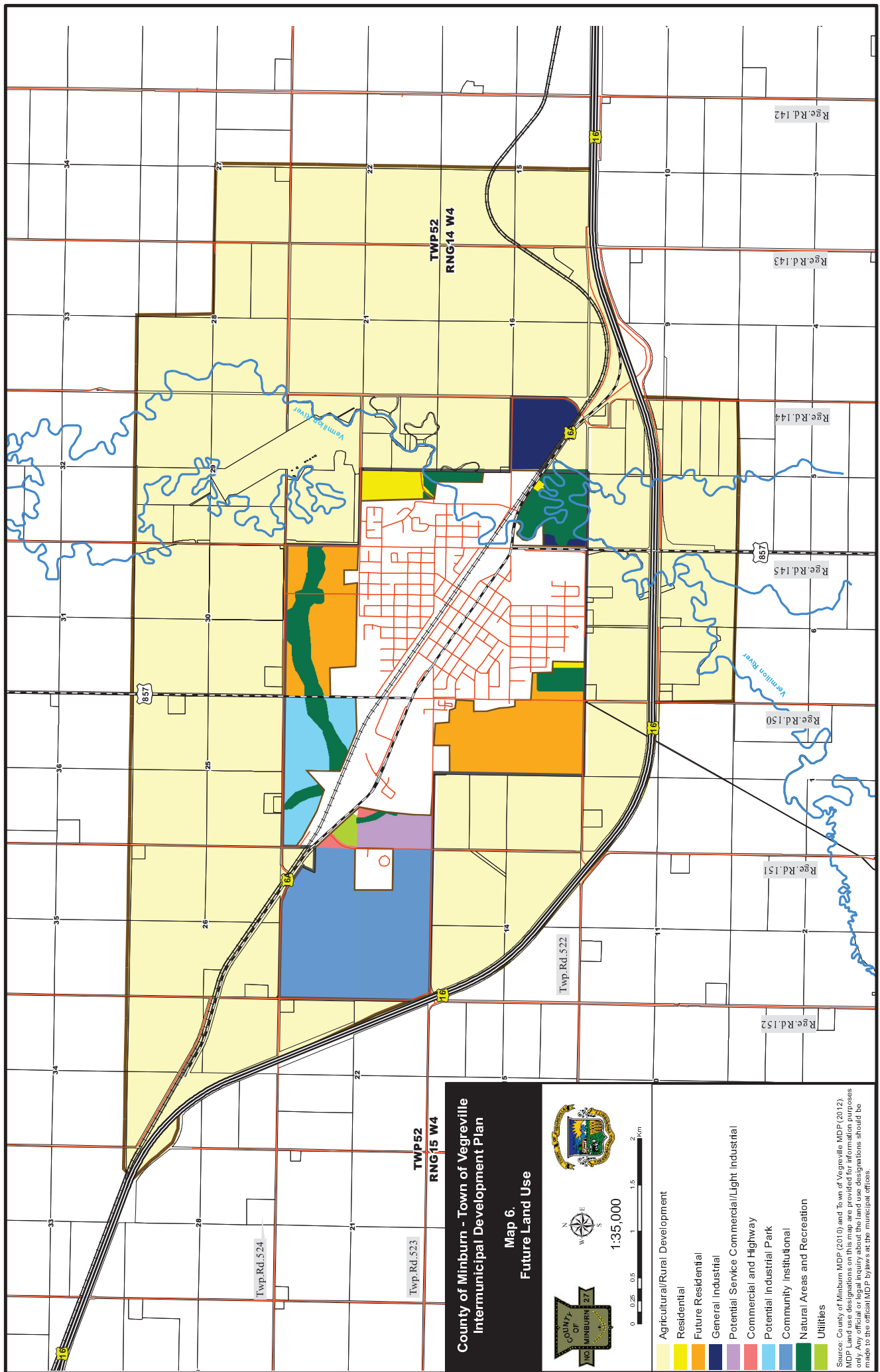
In the County, all lands are designated for *Agricultural / Rural Development*.

In the Town:

- i. Lands west of Highway 857 and south of Township Road 524 are designated *Potential Industrial Park*,
- ii. Lands east of Highway 857 and south of Township Road 524 are designated *Future Residential*,
- iii. Land east of 43rd Street and north of 55th Avenue is designated *Residential*,
- iv. The parcel of land north of Highway 16A and west of Range Road 144 that was annexed in 2010 is designated *General Industrial*,
- v. Lands south of Highway 16A and east of 47th (Bruce) Street are designated *Natural Areas and Recreation*, except for a strip of land fronting 47th Street that is designated *General Industrial*,
- vi. Lands west of 60th Street and south of 55th Avenue are designated *Future Residential*,
- vii. Lands between Highway 16A and 55th Avenue, east of 75th Street are designated *Potential Service Commercial / Light Industrial, Residential and Commercial/Highway Commercial*, and
- viii. AITF lands west of 75th Street are designated *Community / Institutional incl. Schools*.

3.14 Land Use Concept

With a 50-year planning horizon, the IDP provides a long-term vision for future land use. Accordingly, the MDP visions act as the base for future land use in the joint planning area. The IDP builds on this base, both extending the MDP visions and adding new elements as



County of Minburn - Town of Vegreville
Intermunicipal Development Plan

Map 6.
Future Land Use



- Agricultural/Rural Development
- Residential
- Future Residential
- General Industrial
- Potential Service Commercial/Light Industrial
- Commercial and Highway
- Potential Industrial Park
- Community Institutional
- Natural Areas and Recreation
- Utilities

Source: County of Minburn MDP (2010) and Town of Vegreville MDP (2012).
 MDP Land use designations on this map are provided for information purposes only. Any official or legal inquiry about the land use designations should be made to the official MDP bylaws at the municipal offices.

addressed in this document. *Map 7 - Land Use Concept* shows the long-term land uses identified in the IDP:

- i) Further floodplain study on SE 7-52-14-W4, SW 7-52-14-W4, SE 30-52-14-W4, and SW 30-52-14-W4
- ii) A joint Area Structure Plan on the east side of Town for industrial and complimentary commercial uses, and
- iii) Potential annexation of Town owned and operated assets.
- iv) A joint ASP for commercial and light industrial uses in the vicinity of Highway 857 and Township Road 524,
- v) ASP(s) for the development of the southwest residential lands and, once these lands are built out, potential annexation of County lands to support the Town's long-term residential growth, and
- vi) A joint ASP for the lands adjacent to the future Highway 16 interchange.

Any or all of these land use initiatives would be further supported by a Growth Management Plan by the Town to further analyze the capacity of the existing and future land supply to absorb growth. This plan would complement the land use inventory required under policy 4.1.5

3.15 North Saskatchewan Regional Plan

The County and Town will be affected by the development of the North Saskatchewan Regional Plan (NSRP). A Regional Advisory Council (RAC) will prepare the NSRP and recommend a draft Plan to Cabinet for approval. The Government appoints RAC members.

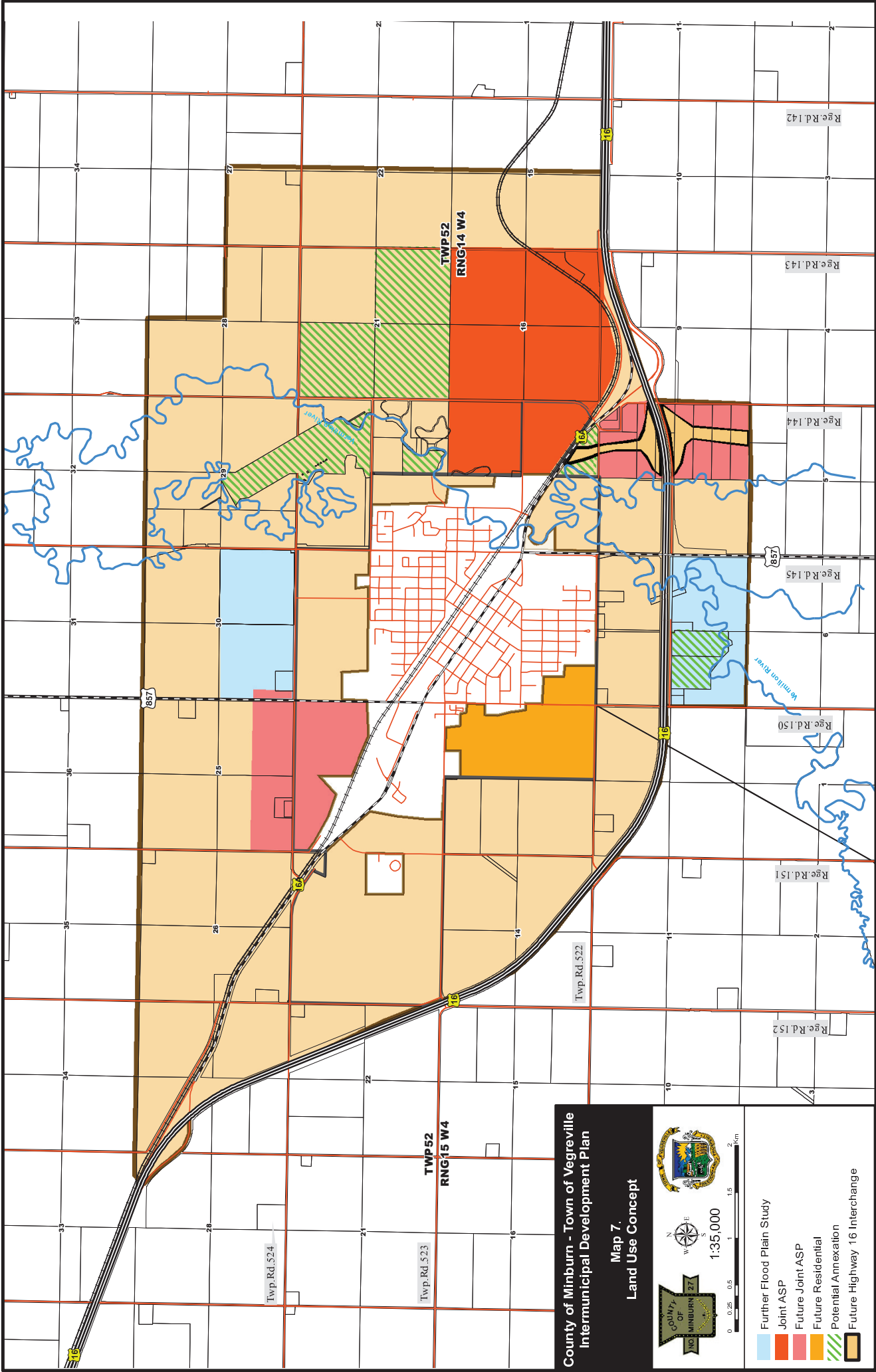
The County and the Town, and the Town of Vermilion, City of Lloydminster, and County of Vermilion River have all participated in sub-regional planning by adopting IDPs. The five municipalities, therefore, have a unique perspective to offer to the RAC and the NSRP. The County and Town may discuss with these neighboring municipalities a RAC appointment to represent the sub-regional perspective and interests of the five municipalities.

3.16 Future Planning

Adoption of the IDP will create other opportunities for the County and Town to collaborate on planning work that will benefit the area. Examples could include:

i) Vermilion River Recreation and Open Space Plan

The Vermilion River is a constraint because of the floodplain. The Vermilion River is also a natural amenity and, therefore represents an opportunity to determine its recreational and open space potential.



ii) Joint Transportation Master Plan

The scope and scale of future planning proposed above could have a significant impact on the transportation network. In the long-term, the County and Town may decide that a joint Transportation Master Plan will ensure that the transportation elements of the various plans above are integrated with Town arterial roads, Township and Range roads in the County, and land use.

3.17 Annexation and Urban Expansion Policies

3.17.1 The Town has expressed an interest in annexation to acquire municipal assets that the Town owns and operates, and to bring these assets under the Town's direct control and jurisdiction. Assets include the sewage lagoons, the landfill, the airport, the cemetery, the museum and Rainbow Park. The County recognizes the Town's interest, and is open to further discussions on this matter

3.17.2 The County and Town recognize and affirm the following principles with respect to annexation:

- i. The Town will need to annex land from the County in the future.
- ii. Lands will be protected from interim development and land uses that could interfere with or prejudice future urban expansion.
- iii. Annexation must facilitate an orderly, economical and beneficial extension of the Town's land uses and urban services.
- iv. Annexation may include Arable agricultural lands when necessary, for the logical expansion of the Town's land uses and urban services.
- v. Annexation must be based on demonstrated need.
- vi. The County and Town will adhere to the MGA annexation process.
- vii. A comprehensive consultation process must inform annexation.
- viii. The County and Town agree to try to achieve a mutually agreed upon annexation application prior to submission of the application to the MGB.

3.17.3 The County and Town recognize and affirm the following criteria with respect to a proposed annexation:

- i. Demonstration of need will be based on the data generated under section 4.15. Metrics and Monitoring. This may also include but not be limited to population growth trends, servicing capacities, land supply and consumption, development

densities, and known and forecast land use trends that are evident at the time the annexation application is prepared.

- ii. A proposed annexation must be consistent with County and Town statutory plans (i.e. IDP, MDPs, and ASPs) in effect at the time.
- iii. The policies of the IDP with respect to Arable and Dryland Pasture agricultural lands must be respected. Proposed annexation that includes Arable agricultural lands must demonstrate and explain why this is necessary.
- iv. The issue of services will be consistent with the distinction between urban and rural service standards in section 3.2.5 Servicing Policies.
- v. The comprehensive consultation process will include (and is not limited to) consultation with affected landowners, the public and stakeholders, the IDP Committee, and the Councils and Administrations of the County and the Town.
- vi. The County and the Town will strive to achieve as much landowner support for a proposed annexation as possible.
- vii. A proposed annexation must address and respect important environmental and natural features.
- viii. A proposed annexation should follow legal boundaries and/or natural features wherever possible to avoid creating fragmented land ownership.
- ix. The County and Town will review tax rates for proposed annexation lands to determine the costs of annexation, what the effects of annexation will be on affected landowners, and how those effects may be addressed by the County and the Town.
- x. The two Councils may consider any other matter in an annexation application that they agree is necessary

3.18 Economic Development Policies

3.18.1 With the IDP as a framework for future land use and development in the area, the County and Town will continue to collaborate with the Vegreville and District Chamber of Commerce, the Vegreville Economic Development Board, and Alberta Innovates Technology Futures (AITF) on economic development in the area.

3.18.2 The focus of collaboration will be on supporting expansion of existing development, and attracting new growth and development to support future job growth and diversification of employment opportunities in the area. Emphasis will be placed on the area's assets and advantages:

- i. Intermunicipal co-operation between County and Town
- ii. Educated, skilled workforce
- iii. Regional commercial, medical and professional services
- iv. Transportation linkages, i.e. Highway 16, CN Rail, regional airport
- v. Servicing capacity, i.e. regional water, sewage lagoons
- vi. Proximity to the Capital Region

3.18.3 The County and Town will explore opportunities for value-added manufacturing and product development related to AITF activities and initiatives.

PART 4 – IMPLEMENTATION

The MGA requires an IDP to include provisions that address the administration of the plan, amendments to the plan, and repealing the plan. The IDP must also include a procedure to resolve or attempt to resolve any conflict that arises between the municipalities that have adopted the plan.

4.1 PLAN ADMINISTRATION

4.1.1 Administrative Body – IDP Committee

4.1.1.1 Following adoption of the IDP, the Councils will establish an IDP Committee to administer and implement the IDP.

4.1.1.2 The IDP Committee will consist of the Reeve and 2 Councillors from the County, and the Mayor and two Councillors from the Town. Members of the Administrations may be appointed as required to support the IDP Committee.

4.1.1.3 The Councils will appoint alternates to the Committee to ensure that an IDP Committee meeting can be called on short notice when regular members are absent and the IDP Committee is required to consider time-sensitive development proposals and/or planning applications. The Councils will also consider staggered appointments to the IDP Committee to ensure member continuity.

4.1.1.5 The IDP Committee will:

- i. Prepare Terms of Reference for the IDP Committee and submit the Terms of Reference to the Councils for approval.
- ii. Review and prioritize the Implementation Tasks in Appendix 2 of the IDP to make a recommendation to the Councils. The Councils may direct the IDP Committee to act as the Steering Committee for any of the tasks.
- iii. Receive and review proposed IDP amendments and make recommendations on the proposed amendments to the Councils.
- iv. Review the IDP and make recommendations to the Councils for amendments.
- v. Review annexation proposals and make recommendations to the Councils.
- vi. Receive and review proposed statutory plans and statutory plan amendments, and land use bylaws and land use bylaw amendment that impact the IDP and the joint planning area, and make recommendations to the Councils.
- vii. Serve as a forum for discussion of matters of mutual interest between the County and the Town, and
- viii. Subject to agreement and direction from the Councils, initiate or participate in economic development strategies, and act as an advocate for the future growth and development of the area.

4.1.2 Meetings

4.1.2.1 The IDP Committee must meet at least once a year to

- i. receive a summary report from the Administrations on land use and development activities in the joint planning area for the previous year
- ii. review the Committee's activities for the previous year, and propose any activities and initiatives for the coming year
- iii. recommend any amendments to the IDP to the Councils
- iv. determine whether an IDP review is required, and to what extent,
- v. address any other matters required by the Councils as specified in the Terms of Reference, and
- vi. provide a report that summarizes the results of the meeting, and forwards any recommendations arising out of the meeting to the Councils.

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

4.1.3. Referrals

4.1.3.1 Statutory plans and statutory plan amendments and land use bylaw and land use bylaw amendments that impact the IDP and the joint planning area, and are proposed by either municipality will be referred to the IDP Committee for review, for a recommendation to the Councils

4.1.3.2 Proposed road closures in the joint planning area will be referred to the IDP Committee for review, and for a recommendation to the Councils.

4.1.3.3 Thirty (30) calendar days are deemed to be sufficient time to provide comments on referrals. If the applicant municipality does not receive written comments on a referral from the respondent municipality within thirty (30) calendar days, the applicant municipality may conclude that the respondent municipality has no objections to the proposal and the applicant municipality may proceed accordingly.

4.1.4 Reviews

4.1.4.1 At its annual meeting, the IDP Committee will consider whether a review of the IDP is required and, if so, what the scope of the review should be. The IDP Committee will may a recommendation to the Councils.

4.1.4.2 Notwithstanding the above, a comprehensive and full review of the IDP is required five (5) years from the year the IDP was first adopted, and every five years thereafter.

4.1.5 Metrics and Monitoring

4.1.5.1 Following the adoption of the IDP, the County and the Town will undertake a land use inventory in the joint planning area. The purpose of the inventory will be to generate baseline land supply data in order to measure land consumption in the joint planning area over time.

4.1.5.2 An annual summary of changes in land supply in the joint planning area will be presented to the IDP Committee at its yearly meeting. The summary will identify the gross area of land consumed by subdivision registration in the previous year. At five (5) year periods, the amounts of land consumed will be aggregated to determine an average annual growth rate. The annual summary will also identify:

- i. new housing starts
- ii. completed industrial & commercial buildings
- iii. public and institutional developments
- iv. building re-developments or infill developments, and
- v. the densities at which the above have occurred

The above metrics and monitoring framework will inform and guide possible amendments to the IDP, IDP reviews, and future annexations.

4.2. AMENDMENT

4.2.1 The IDP may be amended from time to time as deemed necessary by the Councils.

4.2.2 The IDP Committee can recommend amendments to the IDP for consideration by the Councils.

4.2.3 If one municipality proposes an amendment to the IDP that the other municipality does not agree with, the County and the Town may agree to engage the dispute resolution procedure to resolve the dispute.

4.3 DISPUTE RESOLUTION

4.3.1 Scope

The MGA requires an IDP to include “a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan”. For the purposes of this IDP “any conflict” is defined as any matter related to the IDP and/or land(s) in the joint planning area that is in dispute between the County and the Town.

In this section:

proposal means a proposed statutory plan or statutory plan amendment, or a land use bylaw or land use bylaw amendment that impacts the IDP and the joint planning area, and has received first reading at Council,

the *applicant* municipality is the municipality with jurisdiction over the lands affected by the proposal,

the *respondent* municipality is the municipality that has received the proposal on referral from the *applicant* municipality, and

statutory plan and *land use bylaw* have the same meanings as prescribed in the MGA

4.3.2 Principles

Dispute resolution is guided by the following principles:

- i. The dispute resolution process must understand and respect landowner's rights and/or planning applications where time may be of the essence.
- ii. A right of appeal to the MGB exists for municipalities that a proposed statutory plan or statutory plan amendment, or land use bylaw and land use bylaw amendment of another municipality. The right of appeal is subject to two provisions:
 - The municipalities must be attempting or have attempted to use mediation to resolve the matter before filing an appeal with the MGB, and
 - The respondent municipality must provide written comments to the applicant municipality before second reading of the bylaw(s). The mediation process should inform the written comments. Therefore, the applicant municipality must not give second reading to the bylaw(s) until after the mediation stage, and after it has received written comments from the respondent municipality.

4.3.3 Disputes Regarding Statutory Plans and Statutory Plan Amendments, or Land Use Bylaws and Land Use Bylaw amendments.

4.3.3.1 Procedure - Administration

On receipt of a proposal from the applicant municipality, administration of the respondent municipality will evaluate the proposal and provide comments to the applicant municipality.

If the administration of the respondent municipality objects to the proposal, the administrations of the County and the Town must meet to discuss the objections.

If this meeting resolves the objections, the proposal can proceed. If the meeting does not resolve the objections, the administrations will refer the dispute to the IDP Committee.

4.3.3.2 Procedure – IDP Committee

The IDP Committee will meet to receive reports on the dispute from the two administrations. The Committee will consider the dispute and:

- Determine, by agreement, to either support or oppose the proposal, with the agreement to be forwarded to the Councils, or
- Determine that no agreement can be reached and report accordingly to the Councils that an agreement could not be reached.

If both municipalities agree, a facilitator may be employed to support the Committee's efforts to reach an agreement. Costs associated with the facilitator will be split equally between the County and the Town.

On receipt of the report from the IDP Committee, each Council will determine a position on the proposal and will meet to discuss. If the Councils support the proposal, it may proceed. If the Councils cannot agree on the proposal, it may be referred to mediation.

4.3.3.3 Procedure - Mediation

Mediation must be based on:

- i. Agreement of the Councils to go to mediation,
- ii. Agreement of the Councils to equally share all costs associated with the mediation process, including the services of the mediator

- iii. Agreement of the Councils on the appointment of a mediator, or the appointment of a mediator recommended by the Municipal Collaboration Division of the Municipal Services Branch, Alberta Municipal Affairs
- iv. Agreement on a schedule for mediation, including meeting dates and times, and the date on which the mediation process will end
- v. Agreement of the Councils that any members of the IDP Committee or the Administrations who are not participating directly in the mediation process may serve as resource persons to the mediation process, and
- vi. Council appointment of an equal number of Councillors from the Councils to participate in the mediation process

All participants in the mediation process are required to keep the details of the mediation process confidential

At the conclusion of the mediation process, the mediator will submit a report to the Councils.

4.3.3.4 Procedure - Council

If the mediation process has resulted in an agreement on the proposal, the two Councils will approve the agreement by resolution. The applicant municipality may then proceed to second and third reading of the bylaw(s).

If no agreement has been reached through mediation, or if one or both Councils do not support the mediator's report, the applicant municipality may, subject to receiving written comments from the respondent municipality, proceed to give second and third readings to the bylaw(s).

Following third reading and signing of the bylaw(s), the respondent municipality may exercise its rights to appeal the matter to the MGB.

4.3.3.5 Procedure - Municipal Government Board (MGB)

Provisions for appealing intermunicipal disputes to the MGB are provided in the MGA.

4.3.3.6 Procedure - Courts

Provisions for appealing a decision of the MGB to the Court of Appeal are provided in the MGA.

4.3.4 Disputes Regarding Other Matters

4.3.4.1 The County and the Town agree that the dispute resolution procedure may be used to resolve conflicts over other matters related to the IDP and the joint planning area (e.g. interpretation of the text and/or mapping in the IDP, a proposed road closure). In disputes over other matters, the dispute resolution procedure ends with the two Councils, as there is no opportunity to appeal to the MGB.

4.3.4.2 The County and the Town recognize and affirm that disputes over subdivision and development will be resolved through existing statutory appeal processes.

4.4 REPEAL

4.4.1 If one Council (the initiating Council) introduces a bylaw to repeal its IDP bylaw, the initiating Council must provide the other Council (the respondent Council) with written notice of its intent to repeal and must include reasons in the notice.

4.4.2 Within 60 days of the date of the written notice, the Councils shall meet to review and discuss the concerns listed in the written notice. The Councils shall work toward one of the following outcomes:

4.4.2.3 The Councils do not resolve the concerns, and do not agree to engage the mediation process. The initiating municipality may proceed with the repeal bylaw.

4.4.2.1 The Councils resolve the concerns, and the initiating Council provides written notice to the respondent municipality of withdrawal of its original notice.

4.4.2.2 The Councils do not resolve the concerns but agree to engage the mediation process to try to resolve the concerns (section 4.3.4.1 applies). If mediation is successful, the initiating Council provides written notice to the respondent municipality of withdrawal of its original notice. If mediation is not successful, the initiating municipality may proceed with the repeal bylaw.

4.4.3 If the initiating municipality repeals its IDP bylaw, the respondent municipality will also repeal its IDP bylaw, and both municipalities will recognize and affirm that the IDP no longer exists as a statutory plan.

4.4.4 If the IDP bylaws are repealed, both Councils shall amend their MDPs as necessary to ensure that intermunicipal issues continue to be addressed pursuant to MGA requirements.

APPENDIX 1 - PUBLIC CONSULTATION

June 19-30, 2012

Public Consultation Summary – Phase 1

INTRODUCTION

The following is a summary of the public consultations that took place between June 19th and 30th, 2012. The summary addresses:

- Open House
- Comments received from County and Town landowners with respect to the Land Use Discussion Document and Concept Map,
- Other landowner comments,
- A summary of landowner participation in the first consultation phase, and
- Stakeholders and agencies in the first consultation phase.

OPEN HOUSE

There was a good turnout for the June 21, 2012 Open House at the Vegreville Agricultural Society, with approximately twenty-five people in attendance (including County and Town representatives). Discussions with, and comments from landowners focused on the Land Use Concept Discussion Document and Map that had previously been mailed out to all landowners, and posted to the project website.

LAND OWNER COMMENTS

One-on-one meetings with landowners took place between June 19th and June 30th, 2012. At the start of each meeting, the project consultant confirmed that they had received the mail-out with the land use discussion document and IDP Land Use Concept Map. In most cases, landowners had received the information. In a few cases, the information had not been received and the project consultant followed up with either County or Town Administration to re-send the information.

The Concept Map was used in all conversations with landowners to explain the land use ideas. It was emphasized that the ideas were just that – ideas – and that no decisions had been made by the Steering Committee beyond what was shown in the two documents.

The Concept Map was the focus. Idea items such as servicing and urban expansion in the discussion document were discussed with landowners if raised. Also, if an idea on the map affected the landowner directly, the project consultant raised this with them.

Comments provided below reflect the ideas shown on the Concept Map. A statement has been provided in each case to reflect the context provided by the consultant.

Vermilion River and floodplain

This idea was presented in the context of what the Town has learned about the Vermilion River and floodplain in preparing the new MDP.

- Landowners did not express concerns about recognizing the Vermilion River and floodplain.
- Most landowners were aware of past floods on the Vermilion River; some landowners remembered specific flood years.

Town assets

This idea was presented in the context of the Town's interest in bringing existing assets that it owns and operates (i.e. lagoons, landfill, airport, and cemetery) under its direct control and jurisdiction.

- Landowners did not express concerns. There appeared to be general acceptance of the idea, and that it would be reasonable for the Town to have direct control over the assets.

Proposed County West Industrial Area (15-52-14-W4)

This idea was presented in the context of a land use designation already existing in the County MDP, and the County's proposal to the Town to work together on a potential joint Area Structure Plan for these lands.

- Landowners did not express concerns about the idea of the County and Town working together in this area, and most landowners had no concerns about industrial and commercial land use in this location.
- There was a concern about the proposed land use at this location because of poor access and sightlines at the intersection of Highway 16 and Range Road 144.

Highways 16, 16A and 857 interchange / Highway 857 re-alignment

This idea was presented in the context of the long-term (i.e. 50 year) perspective of the IDP, and the need to acknowledge long-term planning by Alberta Transportation (AT) in the IDP.

- The concerns of landowners directly affected by the proposed Highway 857 re-alignment ranged from outright opposition to no concern.
- Other landowners generally accepted that the proposed interchange and re-alignment need to be recognized in the IDP.
- Landowners also expressed concerns about AT's Highway 16 access management plan and AT proposals to eventually close Township and Range Road at-grade accesses to Highway 16. This will restrict landowner access to lands on either side of Highway 16 and affect their ability to move large farm equipment back and forth across the highway (see Part Two).

Rainbow Park

This idea was presented in the context of recognizing a Town asset with recreational and amenity value in the IDP.

- Landowners did not express any concerns. There appeared to be general acceptance of the idea to recognize this asset in the IDP.

Medium Term Residential

This was presented as the largest area of land within existing Town boundaries for medium-term residential growth. Context also included the suggestion that in the long-term, build-out of these lands might lead to consideration of annexation of County lands to the west.

- Landowners did not express any concerns about this idea. Landowners generally accepted the idea of “medium term” residential growth in this area, (i.e. suggested as approximately 25-35 years).

Highway 857 / Township Road 524 - Town “Industrial Park “ designation

This idea was presented in the context of the County’s interest in working with the Town to consider an industrial/commercial node on the north side of the joint planning area. The node could combine existing businesses in the area and the lands designated in the Town’s MDP for a Potential Industrial Park, with access to paved road on both Highway 857 and Range Road 524.

- Landowners did not express any concerns about this idea, and generally accepted the idea in this area.

Agricultural Lands

This idea was presented in the context of identifying and maintaining the productive agricultural lands in the joint planning area.

- Landowners did not express any concerns about this idea.

Joint Planning Area boundaries

This idea was presented in the context of the need to identify a joint planning area for the IDP, and the reasoning that led the Steering Committee to decide the boundaries shown on the concept map.

- A small number of landowners expressed concerns about, or opposition to the Joint planning area boundaries; the majority had no concerns.

OTHER COMMENTS

Assessment, annexation, taxes, and zoning

- County landowners on lands adjacent to the Town were vocal about living in the County, wanting to remain in the County, and were firmly opposed to being in the Town because of the perception that their taxes will increase.
- Some landowners interpreted the IDP as an attempt to re-zone lands without permission, or as a Town “land grab” to increase tax revenues. In response, the project consultant explained:

- Government of Alberta and Municipal Government Board requirements for annexation;
- The difference between statutory plans, such as an Intermunicipal Development Plan, and Land Use Bylaws in relation to zoning (i.e. only Land Use Bylaws can legally implement zoning on land. Statutory plans provide direction to Land Use Bylaws to do so),
- Zoning changes are often initiated by landowners; and
- Assessment and tax changes can occur because landowners improve the value of their property through development, or obtain a zoning change that increases land value.

General

- Several landowners:
 - Had positive comments about the IDP, and were encouraged to see the County and Town working together on the plan for the benefit of the Vegreville area,
 - Expressed concern about perceived slow growth of the area,
 - Identified the potential for growth in the area and cited advantages including Highway 16, rail service, the regional airport, a regional water supply, sanitary sewer capacity, and proximity to Edmonton, and
 - Said that sustained growth in the area would have to come from private, not public sector investment.

Alberta Transportation

- Several County landowners expressed concern about the Alberta Transportation Highway 16 Access Management Project that was underway at the same time as the IDP public consultation program.
- Landowners had received correspondence about the Access Management Plan from Associated Engineering (AE), consultants for Alberta Transportation.
- Landowners were confused about the IDP and the Access Management Plan projects and some landowners thought they were the same project.
- The consultant explained the difference between the two projects, and also attended an Open House on the Access Management Plan in Mundare, Wednesday, June 27, 2012 to brief an AE representative on the IDP.

LANDOWNER PARTICIPATION

At the start of the first phase of the public consultation program County and Town Administrations provided a combined list of 83 landowners in the joint planning area. Of the 83 landowners, 22 were located outside the Vegreville area. A mail-out to these landowners in advance of June 19, 2012 included the discussion document, the land use concept map, and the project consultant's cover letter and toll-free number.

The remaining 61 landowners lived in the Vegreville area. The project consultant

called each landowner at the start of the consultations to ask for a meeting and, if necessary, a second call was made at the start of the second week. It was not possible to contact a number of landowners because:

- There were technical difficulties leaving a phone message,
- The landowners did not want to meet, or
- The consultant's calls were not returned.

The project consultant had direct contact with 30 landowners, and met with the majority of these landowners in person. The direct contact with 30 of the 61 area landowners represents a 49% participation rate. Landowners throughout the joint planning area were represented, with good balance between County and Town landowners.

In July, another letter was sent to the 22 outside landowners to advise that although the first consultations phase had ended, the project consultant was accessible through the toll-free number. Two outside landowners subsequently contacted the project consultant for more information.

STAKEHOLDERS AND AGENCIES

The project consultant contacted the following stakeholders and agencies about the IDP:

Vegreville and District Chamber of Commerce
 Vegreville Economic Development Board
 Alberta Hub
 Alberta Innovates, Technology Futures
 Alberta Transportation
 Alberta Environment and Sustainable Resource Development
 Natural Resources Conservation Board
 ATCO Electric
 Nova Gas Transmission Ltd.
 CN
 Trans Canada Yellowhead Highway Association
 Vermilion River Watershed Alliance
 Ducks Unlimited
 Elk Island Public School District
 Elk Island Separate School District
 Alberta Central East (ACE) Regional Water System
 Lakeland REA
 Minco Gas

May 2 and June 12, 2013
Public Consultation Summary – Phase 2

Phase two public consultations included an Open House on May 2, 2013 at the Vegreville Agricultural Society. The project consultant was in the Vegreville area on May 1st and 2nd to attend the Open House and to meet with landowners. Representatives of both Councils and their Administrations also attended the Open House to meet with landowners and area residents, and to answer questions about the IDP.

The phase two public consultations concluded with a Joint Public Hearing on June 12, 2013 at the Royal Canadian Legion Hall in Vegreville. A quorum of both Councils was present to hear submissions from the public on the bylaws. Clarifications were provided to area residents and landowners who raised questions. The Councils also heard a detailed submission from a landowner interested in having his lands annexed into the Town.

APPENDIX 2 – IMPLEMENTATION TASKS

The table below shows a list of tasks that need to be carried out to implement the IDP. Following adoption of the IDP, the Councils will need to establish the IDP Committee pursuant to Policy 4.1.1.1 of the IDP. Section 638 of the MGA requires the statutory plans adopted by the County and Town to be consistent with each other. When the IDP is adopted, or shortly thereafter, the municipalities must amend the MDPs, as required, for consistency with the IDP.

The table below lists additional tasks required to implement the IDP. The list is not in priority order – a decision to proceed with tasks, at any given time, will be made by the Councils on a recommendation from the IDP Committee. Individual tasks will typically be prepared by the Administrations, discussed and reviewed by the IDP Committee, and recommended by the Committee to both Councils for consideration and approval. External expertise may be required to support the completion of some tasks.

Implementation Task	Policy No.
<u>Vermilion River, Floodplain</u> Further floodplain study on SE 7-52-14W4, SW-52-14-W4, SE 31-52-14-W4, and SW 31-52-14-W4.	3.4.3
<u>Industrial/Commercial Joint ASPs</u> Joint Industrial Commercial ASPs are contemplated in the east, southeast and northwest parts of the joint planning area. The joint ASP to the east is considered to be the first priority. The northwest joint ASP is centred on the intersection of Highway 857 and Township Road 524, and includes lands fronting onto Highway 857. The southeast joint ASP is tied to the future Highway 16 interchange.	3.10.3 & 3.10.4
<u>Annexation</u> Potential annexation of Town assets.	3.17.1
<u>Vermilion River Watershed Management Plan (WMP)</u> Support for the implementation of the WMP.	3.5.1
<u>Metrics and Monitoring</u> Implement the Metrics and Monitoring policy of the IDP	4.1.5
<u>North Saskatchewan Regional Plan (NSRP)</u> With the County of Vermilion River, Town of Vermilion and City of Lloydminster, coordinate the approach of the five municipalities to the North Saskatchewan Regional Plan.	3.15
<u>Growth Management Plan</u> Determine the capacity of the Town's existing land supply for future growth.	3.14
<u>Vermilion River Open Space and Recreation Plan</u> Study lands adjacent to the Vermilion River for potential public open space and recreation uses.	3.5.2
<u>Joint Transportation Master Plan</u> Coordinate proposed ASPs, the future Highway 16 interchange, and the Highway 16 Access Management Plan with Town arterial roads, County Township and Range roads, and land use in the joint planning area.	3.16.ii

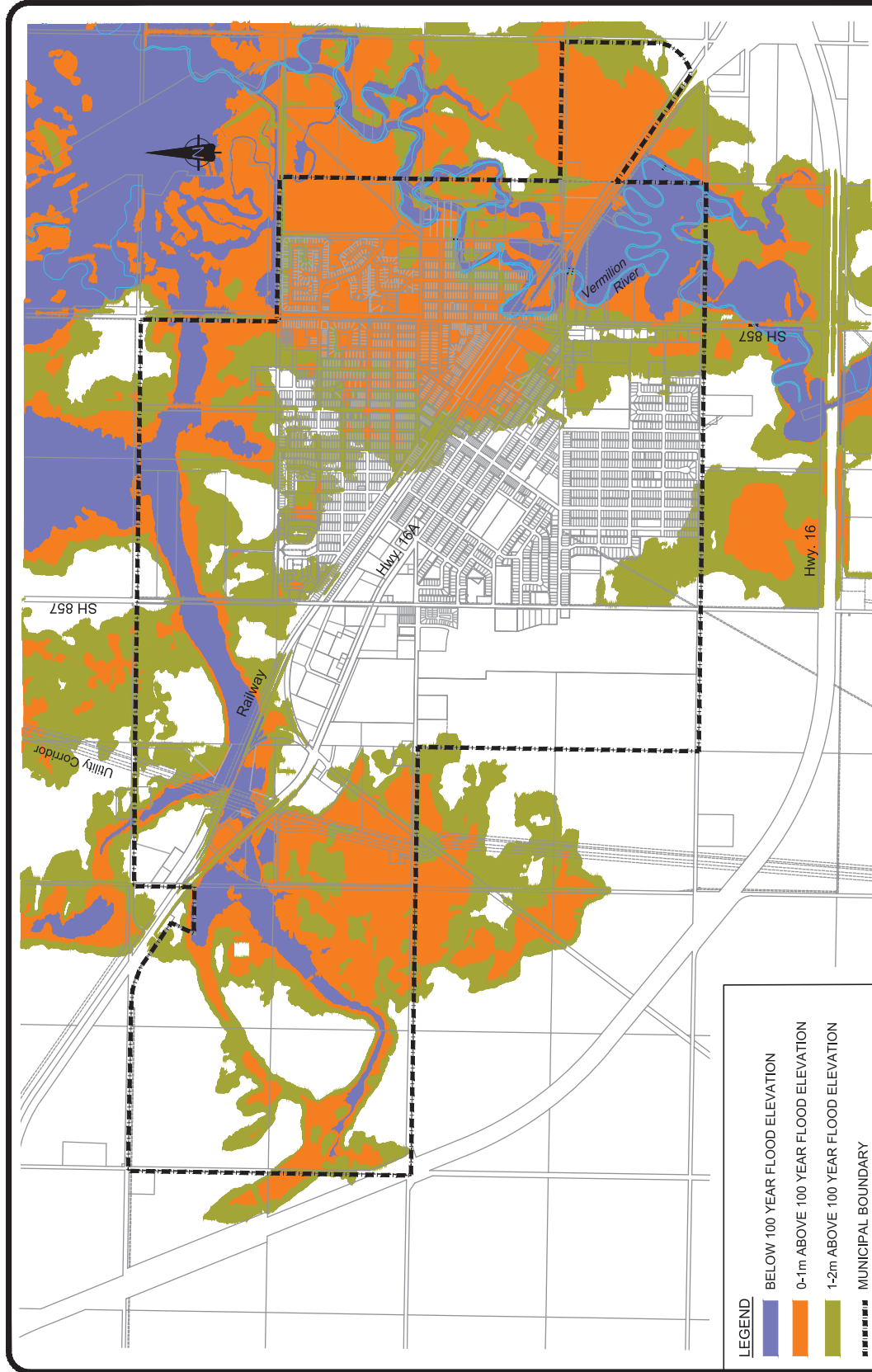
APPENDIX 3 – VERMILION RIVER AND FLOODPLAIN

The map entitled *MDP Map 4 – Flood Topography* (MDP Map 4) is attached to and forms part of Appendix 3.

MDP Map 4 forms part of the Town's MDP. The map was prepared by the Town's consulting engineers, DCL Siemens, utilizing Town-owned radar imaging (i.e. LIDAR) data. The Town ensured to its satisfaction that elevation information on MDP Map 4 was consistent with the AESRD-designated floodplain map for land within Town boundaries.

The AESRD and Town maps are both based on elevation data. The AESRD map is also based on a hydrological analysis that was conducted in 1994 when the Vermilion River and Tributary Flood Hazard Study was completed. The Town's elevation data has not been subjected to a hydrological analysis.

By agreement between the County and Town, MDP Map 4 is included in an Appendix to the IDP as a resource for use in further floodplain studies.



- LEGEND**
- BELOW 100 YEAR FLOOD ELEVATION
 - 0-1m ABOVE 100 YEAR FLOOD ELEVATION
 - 1-2m ABOVE 100 YEAR FLOOD ELEVATION
 - MUNICIPAL BOUNDARY



SCALE 1 : 30 000

DCL SIEMENS **CTO**
 DCL SIEMENS ENGINEERING LTD. ENGINEERING PLANNING URBAN DESIGN

TOWN OF VEGREVILLE
 MUNICIPAL DEVELOPMENT PLAN



FLOOD / TOPOGRAPHY

MARCH, 2011

MDP MAP

4