

INTERMUNICIPAL DEVELOPMENT PLAN (IDP) COUNTY OF NORTHERN LIGHTS, TOWN OF MANNING

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DRAFT

Date Submitted: November 7, 2018

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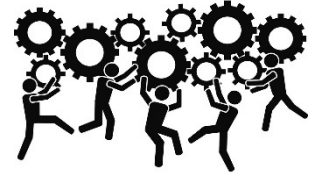
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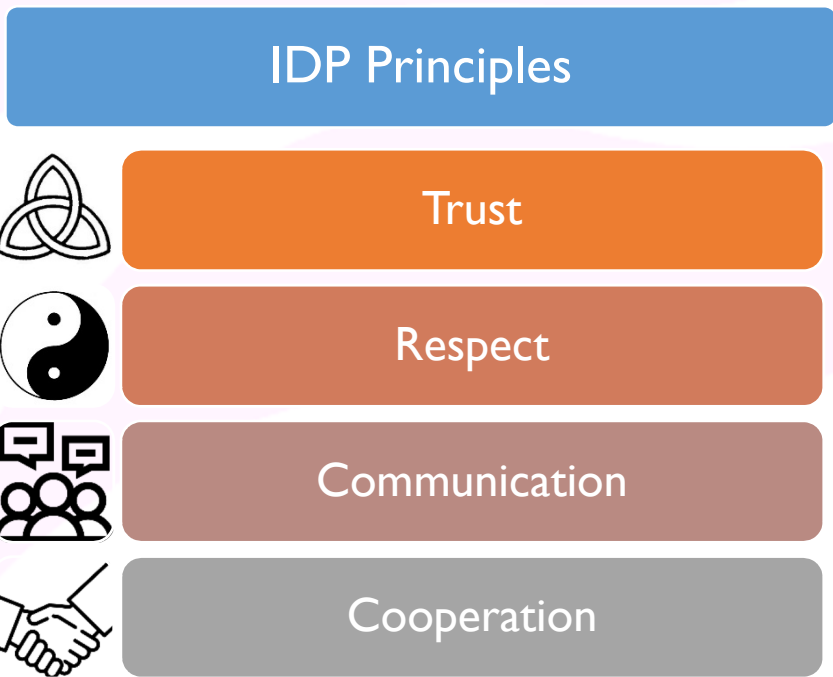
1.0 INTRODUCTION

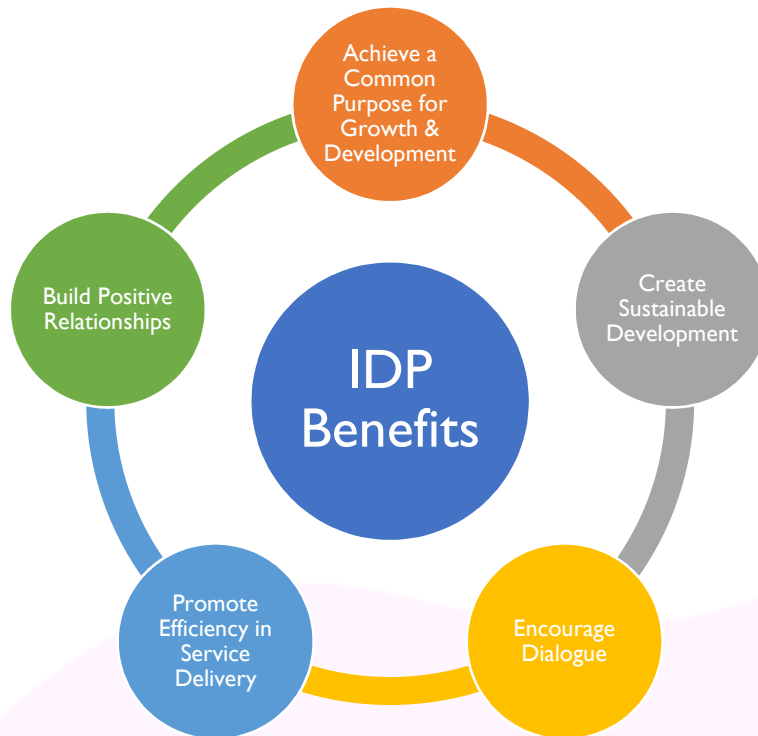
The purpose of the Town of Manning and County of Northern Lights (hereinafter referred to as the Town and County) Intermunicipal Development Plan (hereinafter referred to as the IDP) is to foster an inter-jurisdictional approach to address planning and development issues on lands that connect these *municipalities*.



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 translates into a well-positioned location for industrial and commercial lands that support the local extractive resource and agricultural sectors. The Manning Airport, located 3.0 km north of the Town, can accommodate general aviation, and is equipped with a modern air terminal to service passenger flights. Canadian National Railways operates the only Alberta rail crossing of the Peace and Notikewin Rivers, where a significant amount of industrial cargo passes through the area. Also, connections to the provincial highway system are prevalent in the area, including access to Highway 35.

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 Town is entirely encompassed by the County. Along with their common geography, they also share similar demographics, social structure, and an economic base reliant on agriculture, forestry, oil & gas, and mining. 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 Town and the County.

Town of Manning



The Town covers an area of approximately 405 hectares (1000 acres), with a population of 1,183 (Statistics Canada, 2016). The economy of the Town has traditionally been driven by construction, agriculture, and forestry, and oil & gas.

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), contains four hamlets and borders on one Métis settlement. The economy of the County of Northern Lights is based primarily in agriculture, resource extraction and forestry.

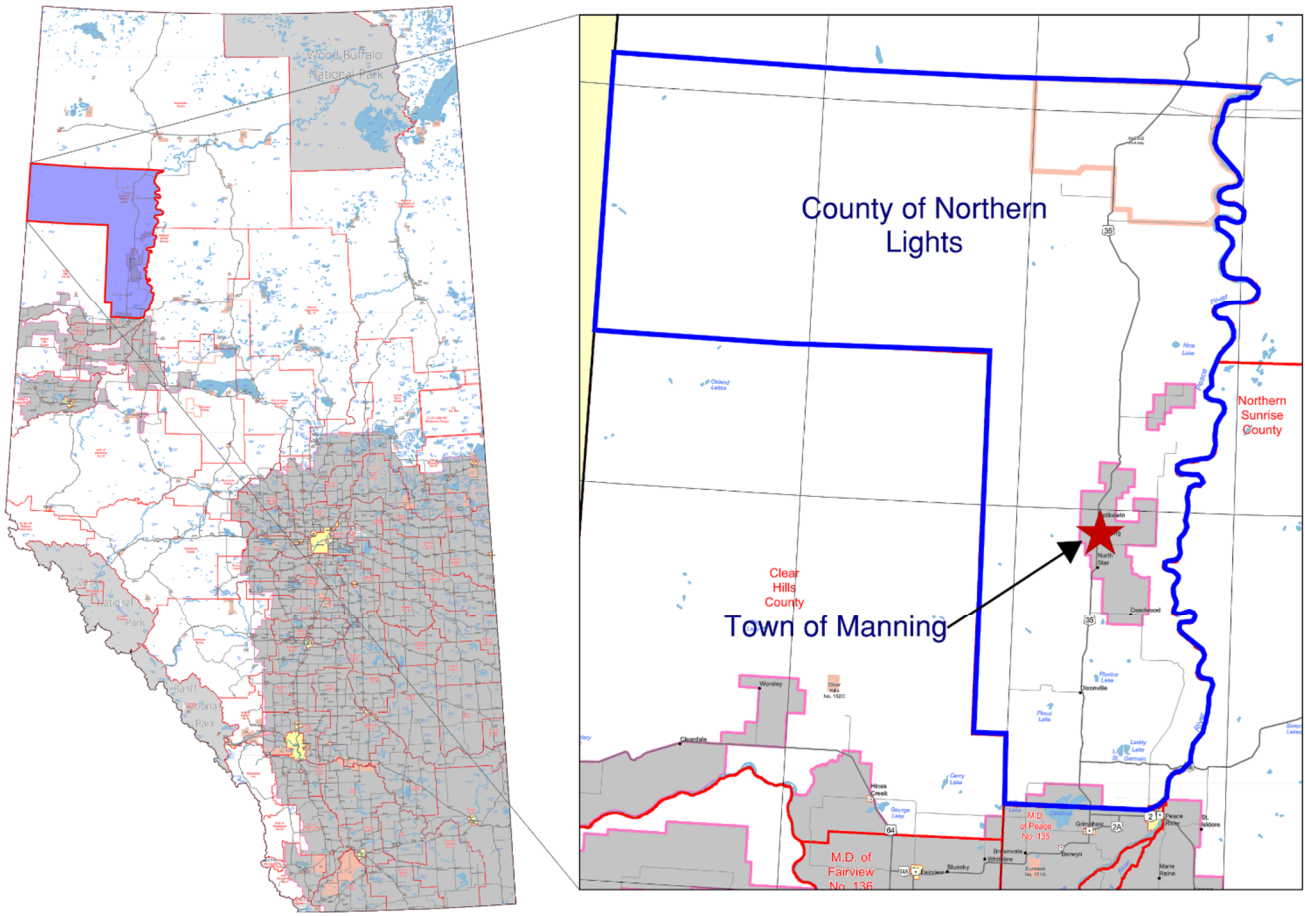


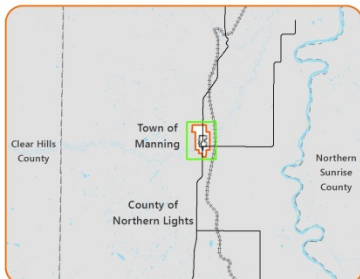
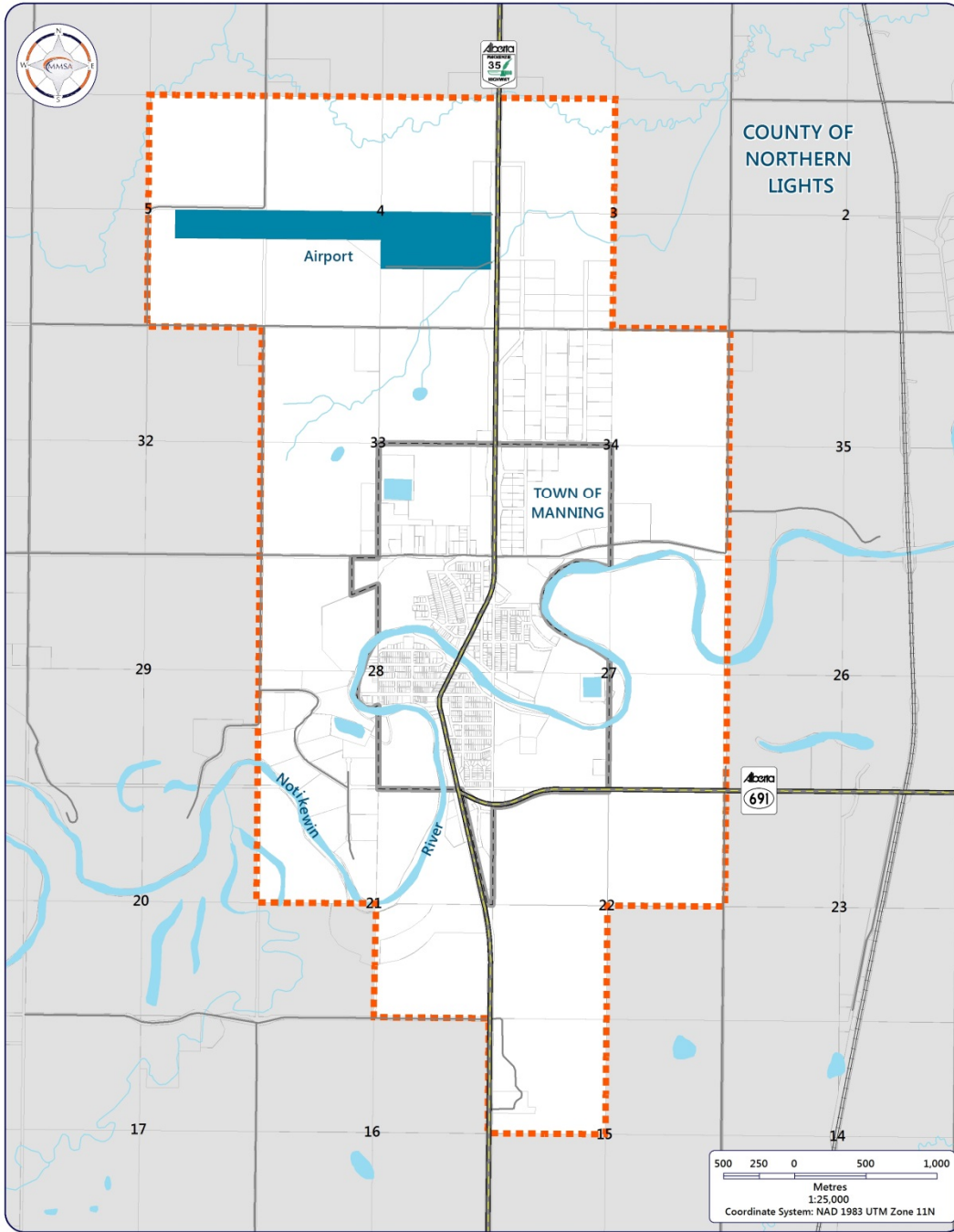
Figure I: Location Map (Adapted from the Government of AB Municipalities of Alberta Map 2017)

1.2. PLAN BOUNDARY

The Town and County are located within the Peace Country in northwest Alberta (Figure I). Both *municipalities* are within the Government of Alberta Land Use Framework “Lower Peace Region”. The Land Use Framework 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 regional plan under the Land Use Framework.

The IDP area encompasses approximately 21 km² of land as shown on **Map I IDP Plan Area**. The border area consists of an urban/rural fringe between the two *municipalities* with existing development on both sides, as well as important infrastructure including transportation and *utilities*.

Map I – IDP Plan Area



**County of Northern Lights
Town of Manning**

Plan Area Map
Intermunicipal Development Plan

| | |
|------------------------------|------------------|
| Municipal Boundary | Provincial Road |
| IDP Plan Area | Municipal Road |
| Airport | Railway (C.N.R.) |
| Lake, Major River, Reservoir | Property line |
| River, Creek, Stream | |

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Reviewed by: A. M., E. W., N. P.
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1.3. EXISTING CONDITIONS

(i) Existing Land Use

Map 2 - Existing Land Use, 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.



There are a variety of land uses within the IDP area ranging from agricultural to commercial and residential. Thus, this IDP includes policies that seek to integrate these 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, identifies existing natural features and environmentally significant areas within the IDP area, including key wildlife and biodiversity zones, wetlands, environmentally significant areas, floodway areas, and surficial sand and gravel deposits. The Notikewin River runs through the Town and County and the IDP area.



Significant portions of the Town along the Notikewin River are within the floodway area or flood fringe area, and thus policies that pertain to this constraint are contained within this IDP.

Significant portions of the Town and County within the IDP area contain surficial sand and gravel deposits, and thus policies that pertain to this resource are contained within this IDP.

(iii) Existing Development Constraints & Infrastructure

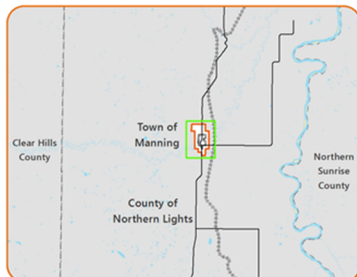
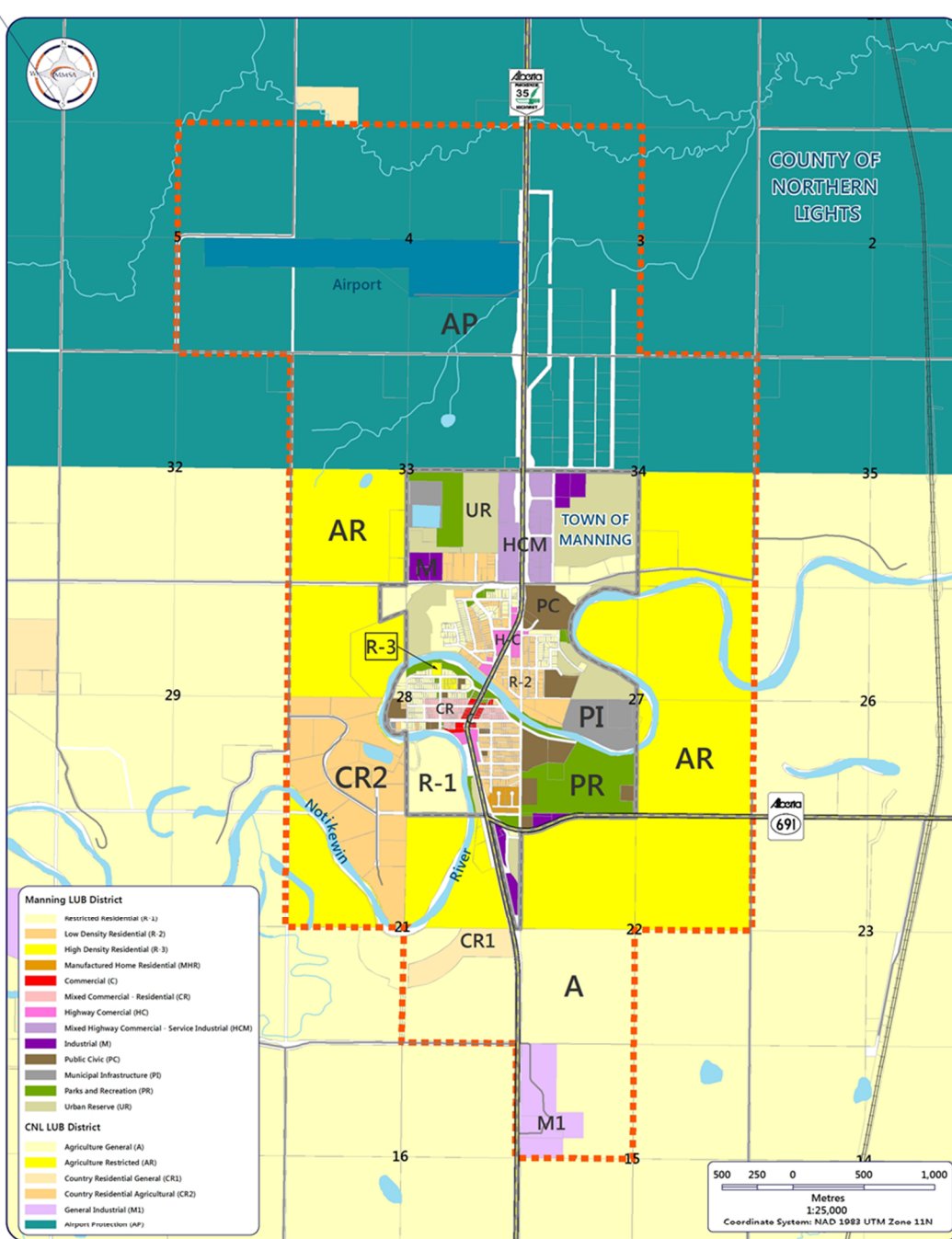
Map 4 - Infrastructure, identifies the location and alignment of existing energy pipelines, sanitary sewer lines, water lines, local roads & provincial highways, and power/utility lines within the IDP area. Also identified are an airport, water reservoir, water treatment plant, and sewer lagoon within 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.

Due to the location of Highway 35 (including the 1.6 km buffer) within the IDP area, subdivisions will be required to be referred to Alberta Transportation for lands throughout the majority of the IDP area and would be subject to the constraints established in Section 14 of the SDR.

Map 2 – Existing Land Use



**County of Northern Lights
Town of Manning**

Land Use Bylaw Districts Map
Intermunicipal Development Plan

Legend:

- Municipal Boundary
- IDP Plan Area
- Lake, Major River, Reservoir
- River, Creek, Stream
- Provincial Road
- Municipal Road
- Railway (C.N.R.)
- Property Line

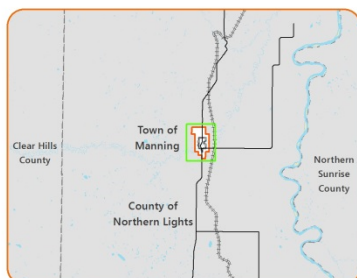
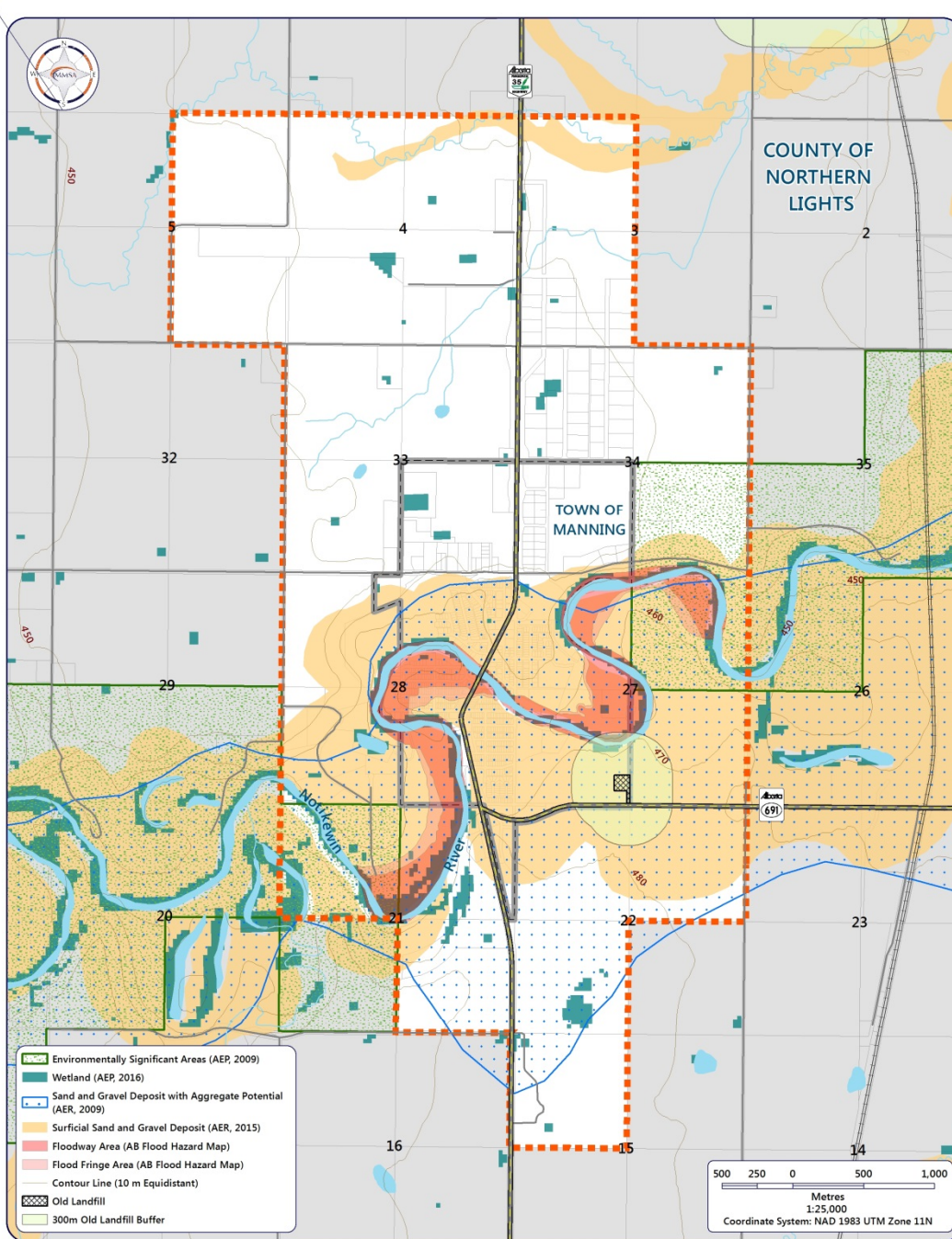
Logos: County of Northern Lights, Town of Manning, MMSA

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Map 3 – Environmental



**County of Northern Lights
Town of Manning**
Environmental Map
Intermunicipal Development Plan

- Municipal Boundary
- IDP Plan Area
- Lake, Major River
- River, Creek, Stream
- Provincial Road
- Municipal Road
- Railway (C.N.R.)
- Property Line



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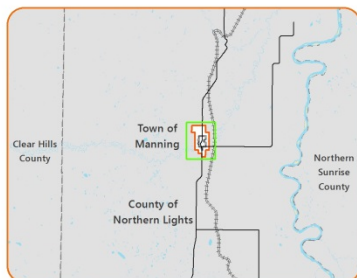
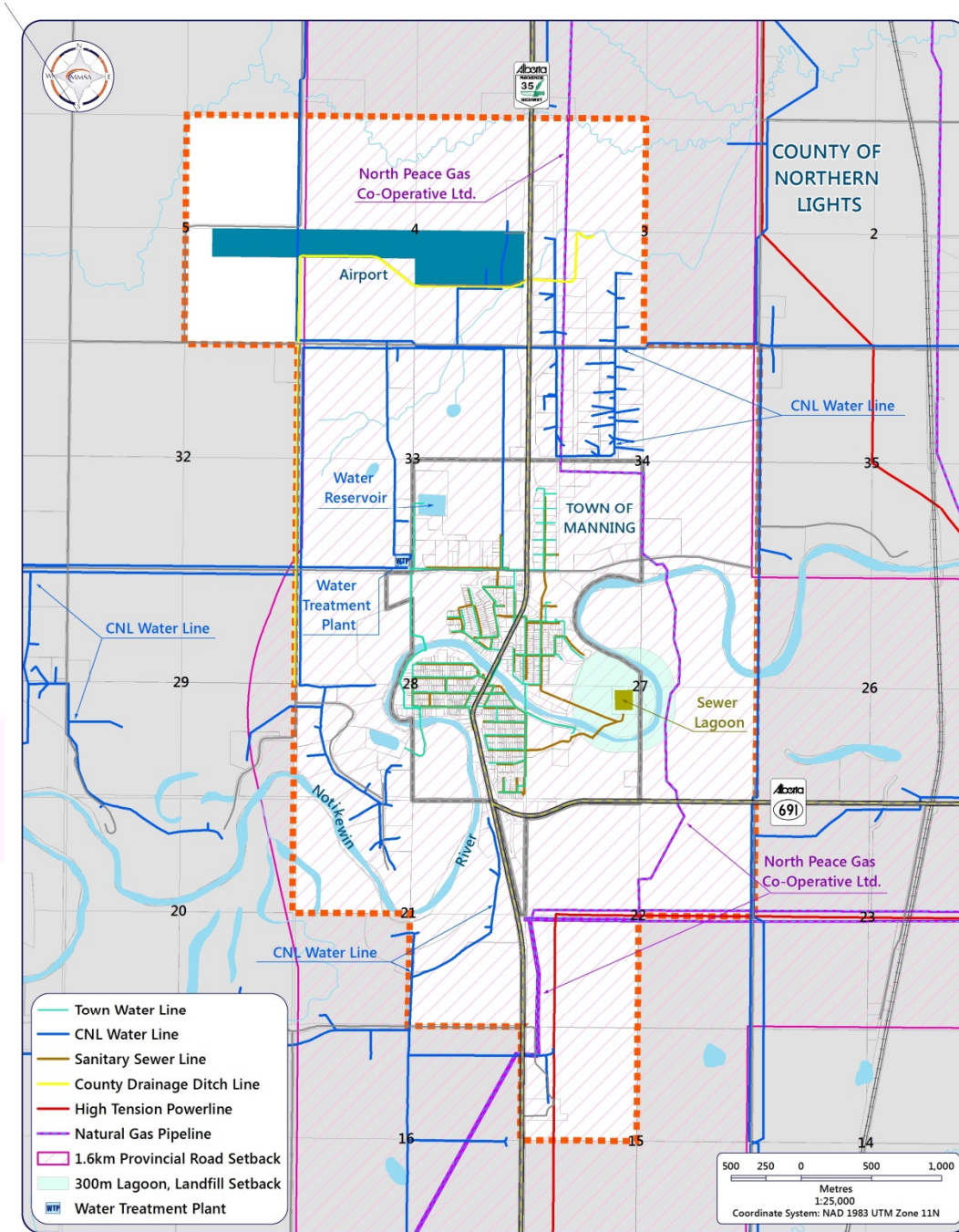
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Map 4 – Infrastructure



**County of Northern Lights
Town of Manning**
Infrastructure Map
Intermunicipal Development Plan

- Municipal Boundary
- IDP Plan Area
- Airport
- Sewer Lagoon, Landfill
- Lake, Major River, Reservoir
- River, Creek, Stream
- Provincial Road
- Municipal Road
- Railway (C.N.R.)
- Property Line



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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 Town and the County have adopted MDP's to guide future growth and development within their respective *municipalities*. Once this IDP has been adopted, the Town and County will need to review their existing MDP's to determine if they are consistent with the newly adopted IDP.

Hierarchy of Plans

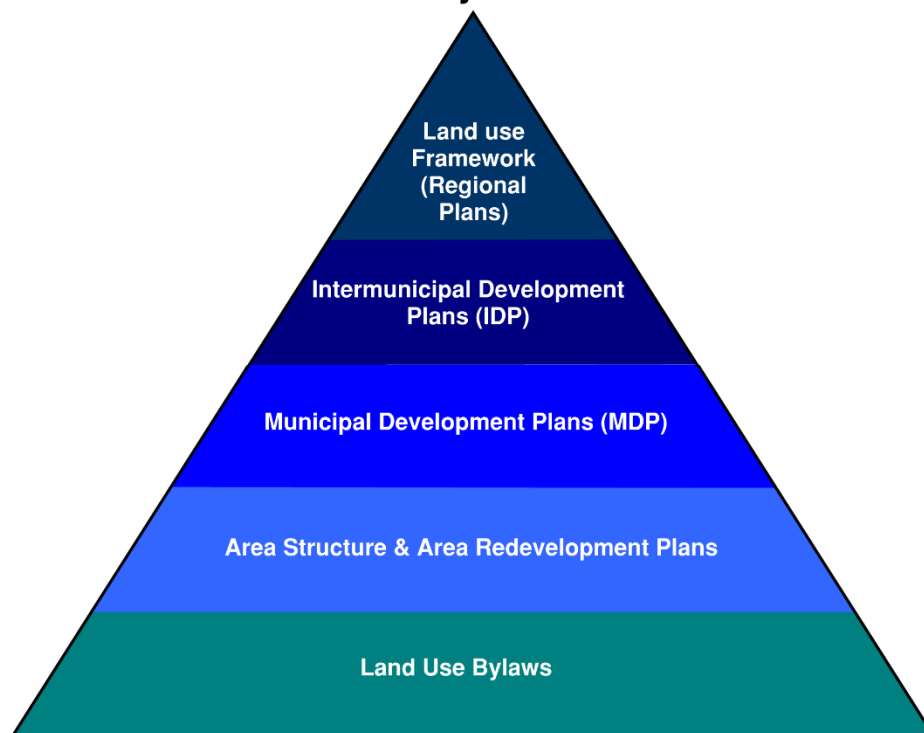


Figure 2: Hierarchy of plans in Alberta

1.5. PRINCIPLES AND GOALS OF IDP

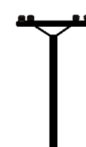
The fundamental purpose of the Plan is to provide opportunities for collaboration and communication between the two *municipalities* and to establish policy direction and processes to address intermunicipal issues. Thus, this IDP is a cooperative planning initiative between the Town and County to assist 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 Town / County Intermunicipal Development Plan are to:

| Goals | |
|-------|--|
| 1. | Provide a consistent approach to intermunicipal discussion |
| 2. | Enhance each <i>municipality's</i> means of being informed and provide input on planning and development matters within the IDP area. |
| 3. | Meet the requirements of the MGA to include a process for resolving or attempting to resolve intermunicipal conflict and to provide a structure within which communication can occur between each <i>municipality</i> . |
| 4. | Create a process that allows for timely resolution of differences of opinion between <i>municipalities</i> 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 which are able to respond to market conditions and preferences and are situated in suitable locations that exhibit a logical and contiguous pattern of growth. |
| 7. | Support agricultural land within the IDP area, assist in protecting it from premature or inappropriate development which may negatively affect agricultural operations, while also supporting existing and new agricultural operations. |
| 8. | Promote a strong, diversified and resilient economy that is attractive for investment and will provide each <i>municipality</i> opportunities for employment and growth within the IDP area. |
| 9. | Create and preserve an integrated system of open greenspace and provide a variety of natural amenities which improve quality of life through opportunities for passive and active recreation. |
| 10. | Manage the area along the Notikewin River where flooding and slumping may occur to prevent damage to property and impact to human life. |
| 11. | Promote the protection of the Notikewin river basin as a significant environmental resource as well as for its intrinsic and functional value as a recreational and aesthetic amenity. |
| 12. | Develop a safe and efficient transportation network that is consistent in its condition and design standards, in order to help both <i>municipalities</i> achieve greater efficiencies and provide better services to their residents and businesses. |
| 13. | Address <i>utilities</i> and servicing on an intermunicipal scale by establishing a process for cross-jurisdictional <i>utility</i> planning and rights-of-way acquisition to maximize efficiencies and avoid duplication of infrastructure. |
| 14. | 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.



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:

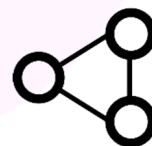
- I. To establish the means to consistently monitor the IDP, and act as a forum for discussion on intermunicipal issues.

Policies:

- 2.2.1. Councils **shall** 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 **should** be covered at these meetings include the status of the IDP and whether any amendments to the IDP are necessary.
- 2.2.2 Joint Council meetings **should** be held in September, to align with the municipal budget process.
- 2.2.3. 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 **shall** have one (1) equal vote for any matters which are voted upon up to a maximum of 7 votes per Council. In the event of a tie, the dispute resolution process outlines in Section 2.5 would be initiated.
- 2.2.4. 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 Town 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 planning and development matters within the IDP area.

Objective:

- I. To provide a clear process for circulation and referral of planning applications that pertain to the IDP area.

Policies:

- 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 Town 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 Town and County's respective *Land Use Bylaws*.
 - e) Applications for subdivision creating more than five vacant (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* **shall** 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 administrations of both *municipalities* **shall** 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 meet the requirements of the MGA to include a process for resolving or attempting to resolve intermunicipal conflict and to provide a structure within which communication can occur between each *municipality*.

Objective:

1. 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 **shall** be completed within one (1) 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.

Policies:

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 equally 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* of the joint Council meeting being requested (or a time mutually agreed upon), 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, 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 **may** 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 **shall** still be followed. An appeal to the MGB may be withdrawn if a solution is reached following the dispute resolution process outlined in Section 2.5.1 of this document.

Dispute Process

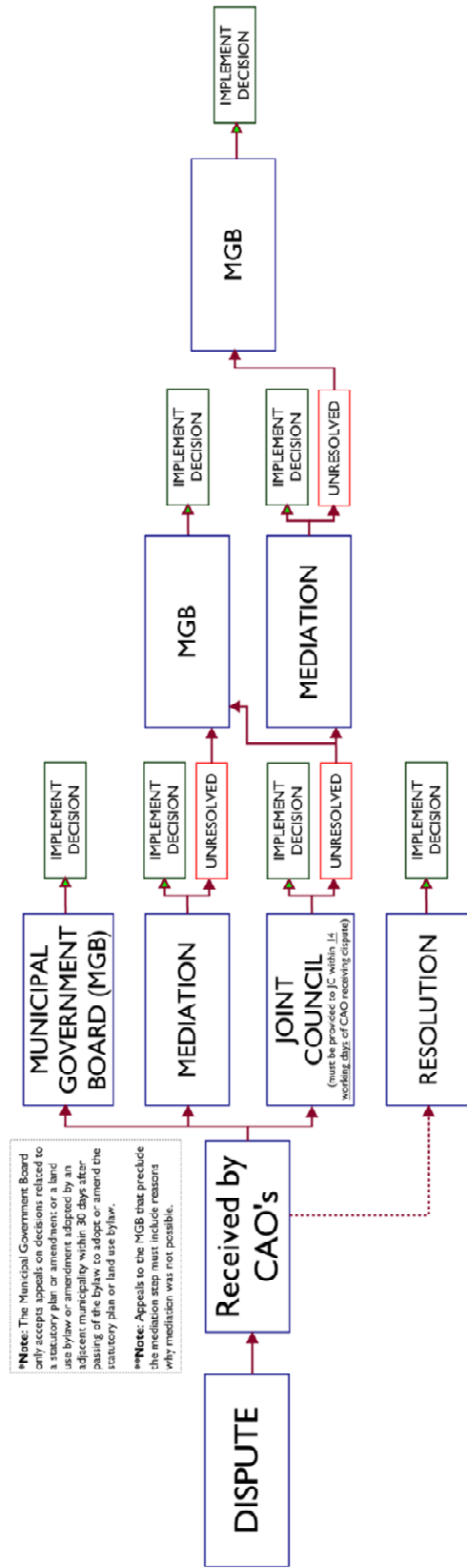


Figure 3: Dispute Resolution Process

3.0 LAND USE AND GROWTH

3.1 GROWTH

Growth within the IDP area has been highly variable and tied to the booms and busts in the economy. Based on the existing land availability within established areas that are either zoned for residential, commercial or industrial uses or have established area structure plans it is prudent to accommodate growth by working within the established planning framework.

Goal:

To direct growth into those areas that have been planned to accommodate future growth as indicated Map 5.

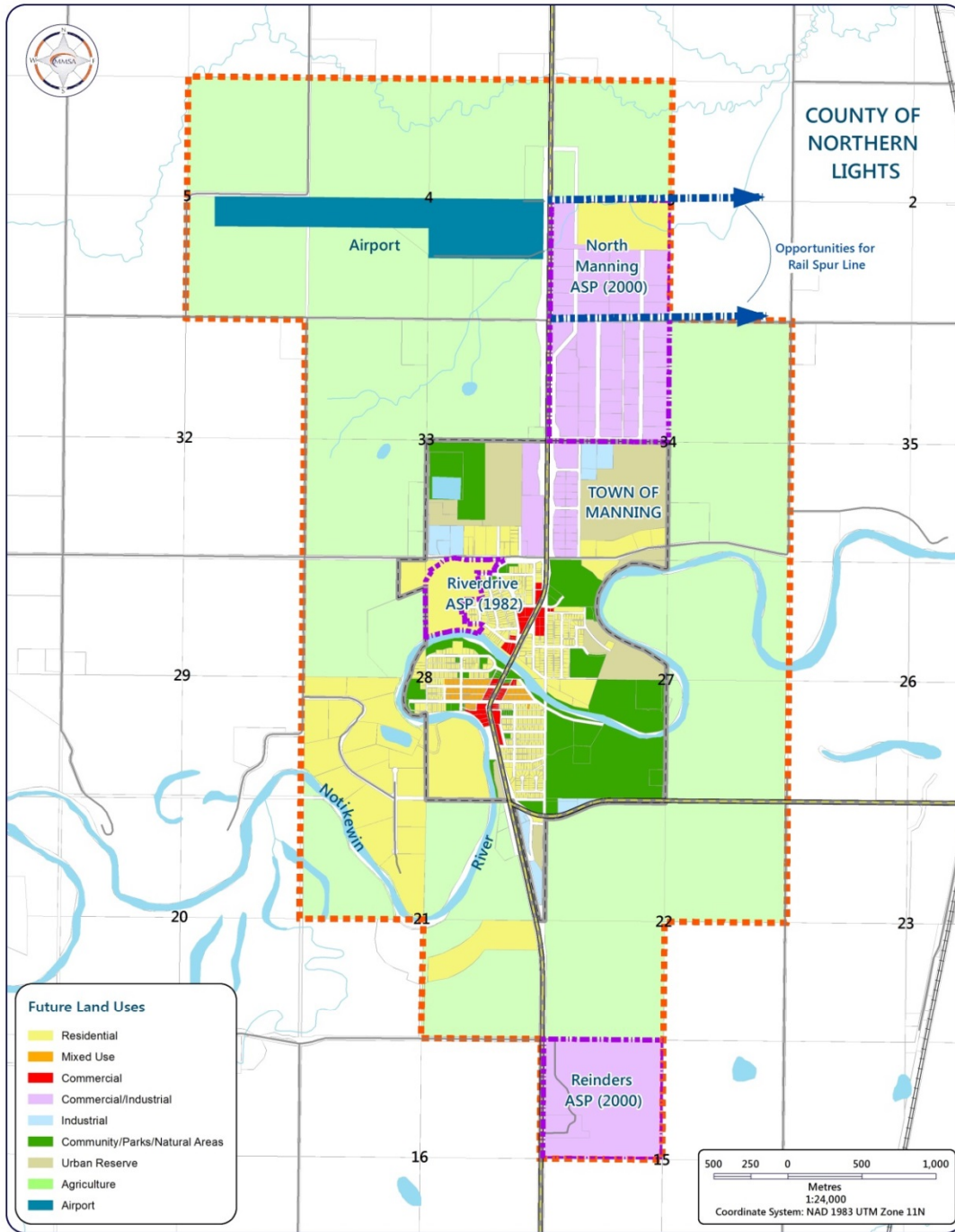
Objective:

1. To direct commercial and industrial growth into *existing* planned 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.
 - 3.1.2 Development of new growth areas **should** not be developed until there is only a five-year supply remain for either residential, industrial or commercial lands.

Map 5 – Future Land Use



**County of Northern Lights
Town of Manning**
Future Land Use Map
Intermunicipal Development Plan

Legend:

- Municipal Boundary
- IDP Plan Area
- Lake, Major River, Reservoir
- River, Creek, Stream
- Provincial Road
- Municipal Road
- Railway (C.N.R.)
- Property Line

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Data Source: AltaLIS Ltd
Prepared by: A.M.
Reviewed by: N.P.
Date: 10/03/2018

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 has 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 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.

Objective:

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

Policy:

- 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, meat processing, gravel pits, intensive livestock operations, 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.

Objective:

3. To minimize or prevent environmental impacts.

Policy:

3.2.4 Environmental impacts **shall** be considered in the assessment of planning *proposals* and where identified, the impact mitigated, remedied, or avoided.

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.



Goal:

To provide opportunities for residential development within the IDP area which are able to respond to market conditions and preferences and are situated in suitable locations that exhibit a logical and contiguous pattern of growth.

Objective:

1. To direct *proposals* for residential land uses toward *existing* concentrations of residential development in order to contribute to an orderly settlement pattern and efficient utilization of municipal services and infrastructure.

Policy:

3.3.1 Residential development of more than five (5) lots within the IDP area **shall** be preceded by the preparation and adoption of *area structure plans*.

Objective:

2. To encourage residential development that does not adversely impact the natural environment and which provides alternative residential lifestyles in comparison to those typically found in the region.

Policy:

3.3.2 Support for different types of residential development **should** be encouraged closer to town (e.g. Acreages, Country Residential, clustered Residential development).

Objective:

3. To discourage *fragmentation* of agricultural land by further residential development on lands not already substantially subdivided for residential purposes.

Policy:

- 3.3.3 *Fragmentation* of mostly unsubdivided quarter sections **shall** be avoided where no *area structure plans* exist.

Objective:

4. To prevent uses within residential neighbourhoods that detract from the neighbourhood.

Policy:

- 3.3.4 Incompatible uses such as the storage of *large vehicles* **should** not be permitted within residentially zoned areas.

Objective:

5. To promote affordable housing in the region.

Policies:

- 3.3.5 Both *municipalities* **should** jointly monitor the availability of residential lots within both jurisdictions to understand supply vs. demand and how it may impact lands within the IDP area.
- 3.3.6 Both *municipalities* **should** jointly monitor housing prices and trends that determine the types of housing needed in the region (i.e. aging population, mobile workers, immigration) and coordinate planning and priority setting to confirm the current planning documents enable diversification of housing formats.

3.4 RURAL & AGRICULTURAL POLICIES

The County is traditionally an agricultural community and places a high value on the lifestyle and livelihood of agricultural operators in the region.



Goal:

To support agricultural land within the IDP area, assist in protecting it from premature or inappropriate development which may negatively affect agricultural operations, while also supporting existing and new agricultural operations.

Objective:

1. To avoid premature subdivision and conversion of agricultural land within the IDP area.

Policy:

3.4.1 Agricultural uses within the IDP area **should** be encouraged in accordance with the regulations of the land use district contained within the County's *Land Use Bylaw*.

Objective:

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

Policies:

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 prior to development to determine the compatibility/appropriateness of new 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 Town 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 a major highway (Provincial Highway #35), an airport that is 30 meters (100 feet) wide and 1,701 meters (5,580 feet) long complete with radio-controlled runway lighting (ARCAL), and within close proximity to a railway line. A coordinated economic development strategy is needed in order to provide confidence to potential businesses seeking to locate in the area. 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 Town and the County.

Policies:

- 4.1.1. Both *municipalities* **shall** work towards diversification of local economic sectors in order to establish sustainable assessment bases capable of supporting required service levels and will share the costs of this equally or proportionally through mutual agreement.
- 4.1.2. Both *municipalities* **shall** work together to promote the region as a tourist-destination capitalizing on the strengths of the region including hunting and outdoor activities.
- 4.1.3. The *municipalities* **should** jointly investigate the viability and opportunity to utilize the lands surrounding the airport through guiding the development of a Master Plan for the area.
- 4.1.4. Innovative ideas and technology **should** be explored and capitalized on that could enhance services in the region and provide greater economic opportunity.
- 4.1.5. Both *municipalities* **should** jointly consider creating, or joining, an independent Economic Development Board or other entity that could assist in developing economic opportunities in the region.

4.1.6. Both *municipalities* **should** jointly explore opportunities to 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 create and preserve an integrated system of open greenspace and provide a variety of natural amenities which improve quality of life through opportunities for passive and active recreation in addition to creating and supporting indoor recreation activities.

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 within the IDP area.

Objective:

2. To work collaboratively to identify appropriate lands for future parks/open spaces and seek to provide active transportation connections to and between each.

Policy:

5.1.2. The Town and County **should** collaborate on the identification of lands within the IDP area that are appropriate for future parks/open spaces that could be interconnected.

Objective:

3. To protect environmentally significant areas from development.

Policy:

5.1.3. *Environmentally significant areas* **shall** be identified within municipal documents such as *area structure plans, outline plans, and the Land Use Bylaw.*

Objective:

- 4. To enhance areas with the provision of landscaping.

Policies:

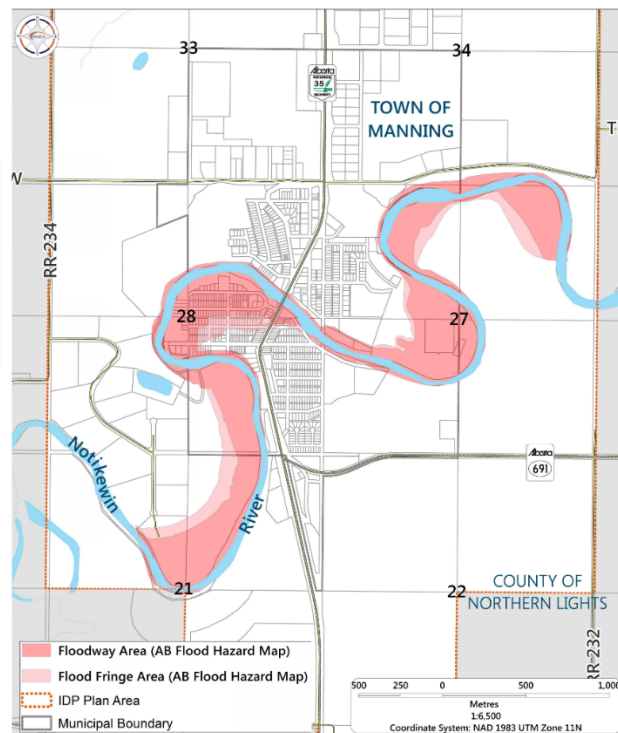
- 5.1.4. Both *municipalities* **may** work together on identifying areas where they jointly work on carrying out landscaping to improve the aesthetics around *utility* corridors or for preventative measures that contribute to reducing snow drift.
- 5.1.5. A collaboration fund **should** be explored for the purposes of providing plants to assist with stabilizing slopes, enhancement of recreational areas and assisting with stormwater management. The *municipalities* **should** seek to create a volunteer group within the community for carrying out plantings of these areas.

5.2. RIVER (FLOOD AND SLUMPING) HAZARD AREA MANAGEMENT

There are portions of the Town and County that are situated within the floodway area of the Notikewin river and which may experience slumping. Concern has been expressed about the impact of flooding and slumping on the lands in the IDP area and the responsibility that the Town and County have in preventing higher intensity development from occurring in areas where flood and slumping risk exists. **Map 6 – Flood Hazard Area** has been prepared to highlight the floodway and flood fringe area within the IDP boundary.



Map 6 – Flood Hazard Area



Goal:

To manage the area along the Notikewin River where flooding and slumping may occur to prevent damage to property and impact to human life.

Objective:

1. To address flood-prone and slumping areas within the IDP by jointly identifying and implementing methods for stabilizing the banks of the Notikewin river.

Policy:

- 5.2.1. Land use and development within the designated flood risk area **shall** be regulated by the policies of the provincial *Floodway Development Regulation* once the regulation comes into effect.

Objective:

2. To promote development not prone to future flood damage or slumping as well as appropriate measures to protect existing properties in the IDP area.

Policies:

- 5.2.2. Both *municipalities* **should** adopt consistent regulations that promote standards which reduce/eliminate risk of slumping impacting land use and development.
- 5.2.3. The *municipalities* **should** jointly investigate and implement education programs to inform residents of risks of development near rivers, as well as preventative measures such as voluntary planting programs to assist in stabilizing river banks.

Objective:

3. To enable both *municipalities* to jointly make development decisions and emergency planning decisions using the best information possible.

Policy:

- 5.2.4. The *municipalities* **shall** collaborate in providing assistance to each other during times of emergency, flooding or slumping.

5.3. WATERSHED MANAGEMENT POLICIES

The Town 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. 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, and the operation of agricultural systems.



Goal:

To promote the protection of the Notikewin river basin as a significant environmental resource as well as for its intrinsic and functional value as a recreational and aesthetic amenity.

Objective:

- I. To responsibly manage and protect watersheds and other environmentally significant areas.

Policies:

- 5.3.1. Both *municipalities* **shall** recognize the importance of protecting environmentally significant areas such as *riparian* and *wetland areas* and will work together when reviewing *proposals* containing these elements within the IDP area to preserve them in their natural state.
- 5.3.2. The Town and County **should** cooperate with the Government of Alberta's Watershed Planning and Advisory Councils (WPACs) and their plans for the region, and work co-operatively 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 in accordance with Alberta Environment and Parks requirements, to assist in protecting infrastructure, housing and businesses from flooding.
- 5.3.4. Both *municipalities* **shall** implement a process of sharing water testing and other water related information.
- 5.3.5. Both *municipalities* **may** want to initiate a joint watershed education program which could be in conjunction with the Mighty Peace Watershed Alliance.

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, and an airport within the IDP area, and a railway within close proximity. 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:

1. 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 Town and County **should** jointly review their municipal design standards and maintenance programs for roadways, particularly as they affect the IDP area so that transportation connections are compatible across municipal boundaries.
- 6.1.2. In accordance with the Provincial Land Use Policies, specifically Policy 7.0 – Transportation, the Town and County **should** support Alberta Transportation's long-term plans for Highway 35 when considering any new development *proposals* within the IDP area.
- 6.1.3. The Town and County **may** complete a study to determine whether an intermunicipal bus service would be viable and effective in providing an alternative means of travel between and within the two *municipalities*.
- 6.1.4. The Town and County **shall** work together to support the airport in continuing to offer the necessary services to provide forest fire protection, and air ambulance.
- 6.1.5. The Town and County **may** complete a study to determine if a rail spur to the airport (area) is a viable method to attract businesses to the airport and improve the delivery of goods to and from the airport (area) resulting in increased economic activity at the airport and in the region.

- 6.1.6. The Town and County **should** investigate and implement means to prevent/reduce the accumulation of snow on roadways due to winds and the accumulation of windrows.
- 6.1.7. Both *municipalities* **should** jointly review their municipal engineering standards for roadway design, particularly as they affect the IDP area. Where conflicts are identified and potential efficiencies or savings can be achieved, they **should** work together to harmonize those standards to the extent possible and reasonable.
- 6.1.8. 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:

- 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.

Policy:

- 6.1.9. The Town and County **should** collaborate to engage Alberta Transportation in the planning and maintenance of major roadways and highways in the IDP area.

Objective:

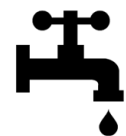
- 3. To promote active transportation between the *municipalities*, and key destinations.

Policy:

- 6.1.10. An Active Transportation Plan **may** be jointly pursued to enhance connections (sidewalks, bridges, etc.) that will allow for easy pedestrian and other forms of travel between neighbourhoods within the IDP area that will promote a healthy lifestyle. This plan could form part of a Master Recreation Plan.

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



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:

1. To facilitate communication between the Town and the County respecting *utility* infrastructure matters that affect lands in the IDP area or matters of intermunicipal interest.

Policies:

- 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 Town 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 and cellular 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 and 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:

1. 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:

- 6.3.2. The Town and County **should** investigate and implement methods to attract and retain medical services (ex. doctors, nurses, dentists) and explore the use of innovative methods such as remote provision of services utilizing available technology (ex. fibre optic/internet).
- 6.3.3. The Town and County **should** collaborate to support the provision of affordable daycare.
- 6.3.4. The Town and County **should** coordinate bylaw enforcement resources to assist in the adequate provision of services such as animal control.
- 6.3.5. The Town and County, through the ICF process **shall** collaborate to support the provision of services. Services **may** include, but are not limited to: libraries, parks maintenance, weed management and recreation facilities, as well as the provision of necessary new facilities.

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 site 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.

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.

Large Vehicle – refers to a motor vehicle, trailer, traction engine, farm tractor, and any vehicle drawn, propelled or driven by any kind of power in excess of 5,000 pound gross weight (weight of vehicle plus load and trailer plus load if included).

Municipality – refers to one of either the Town of Manning or the County of Northern Lights.

Municipalities – refers to the Town of Manning 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 Town of Manning / County of Northern Lights Intermunicipal Development Plan.

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 Town 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.

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

