INTERMUNICIPAL DEVELOPMENT PLAN

County of St. Paul No. 19 - BYLAW 2019-16
Town of Elk Point - BYLAW 819/19

ISL

July 2019

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ACKNOWLEDGEMENTS

The Town of Elk Point / County of St. Paul No. 19 Intermunicipal Development Plan (IDP) would not have been accomplished without the support of residents, Council and administration of both municipalities who have provided their perspectives, passion and commitment to creating a vision and direction for the Town and County.

The project team would like to acknowledge the following individuals who shared their time, expertise, knowledge and support to discuss strategies and aspirations in the Town and County.

Town of Elk Point
Lorne Young - Mayor
Debra McQuinn - Deputy Mayor
Ken Gwozdz - Chief Administrative Officer

County of St. Paul No. 19
Steve Upham - Reeve
Sheila Kitz - Chief Administrative Officer
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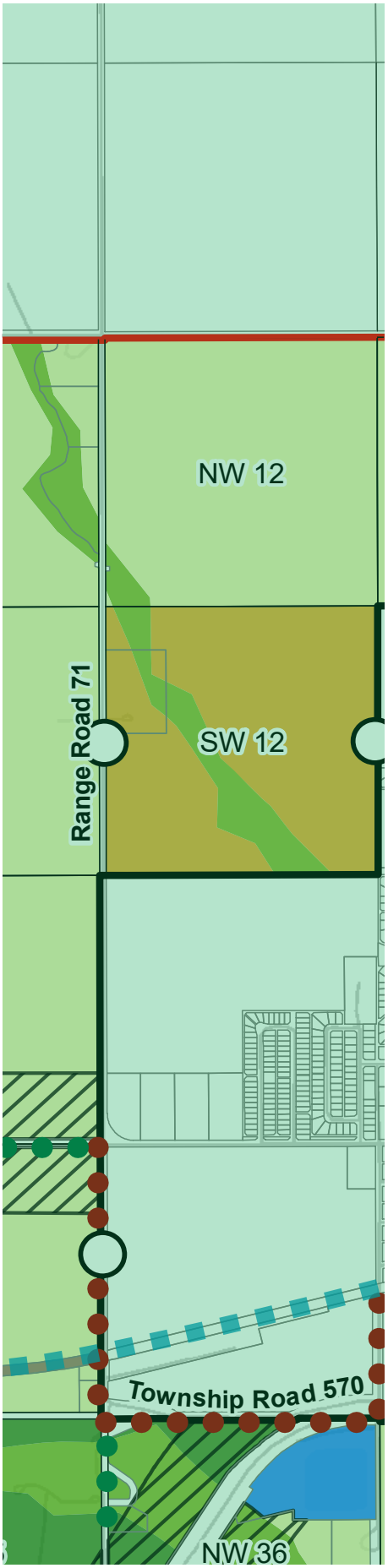

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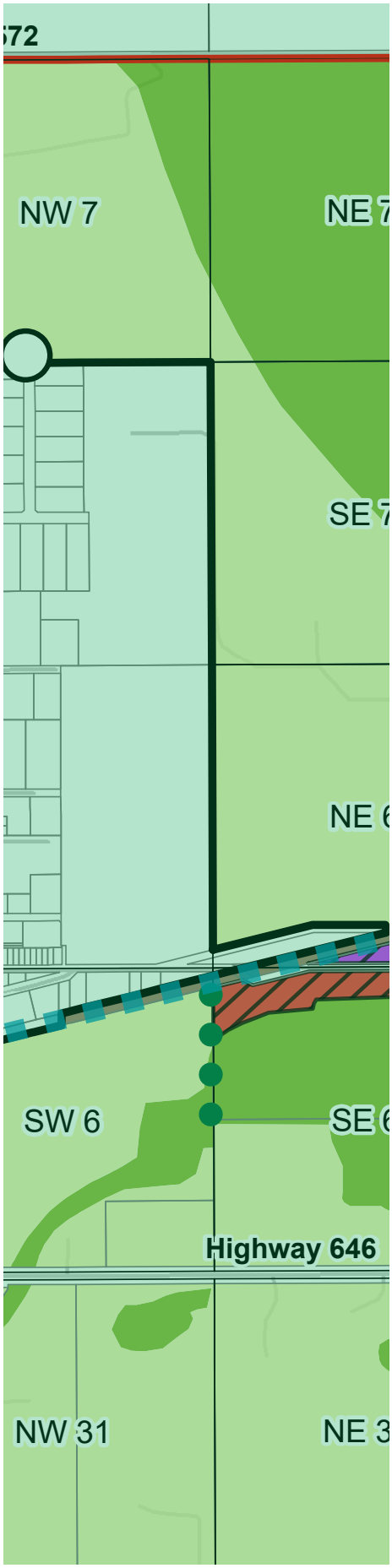

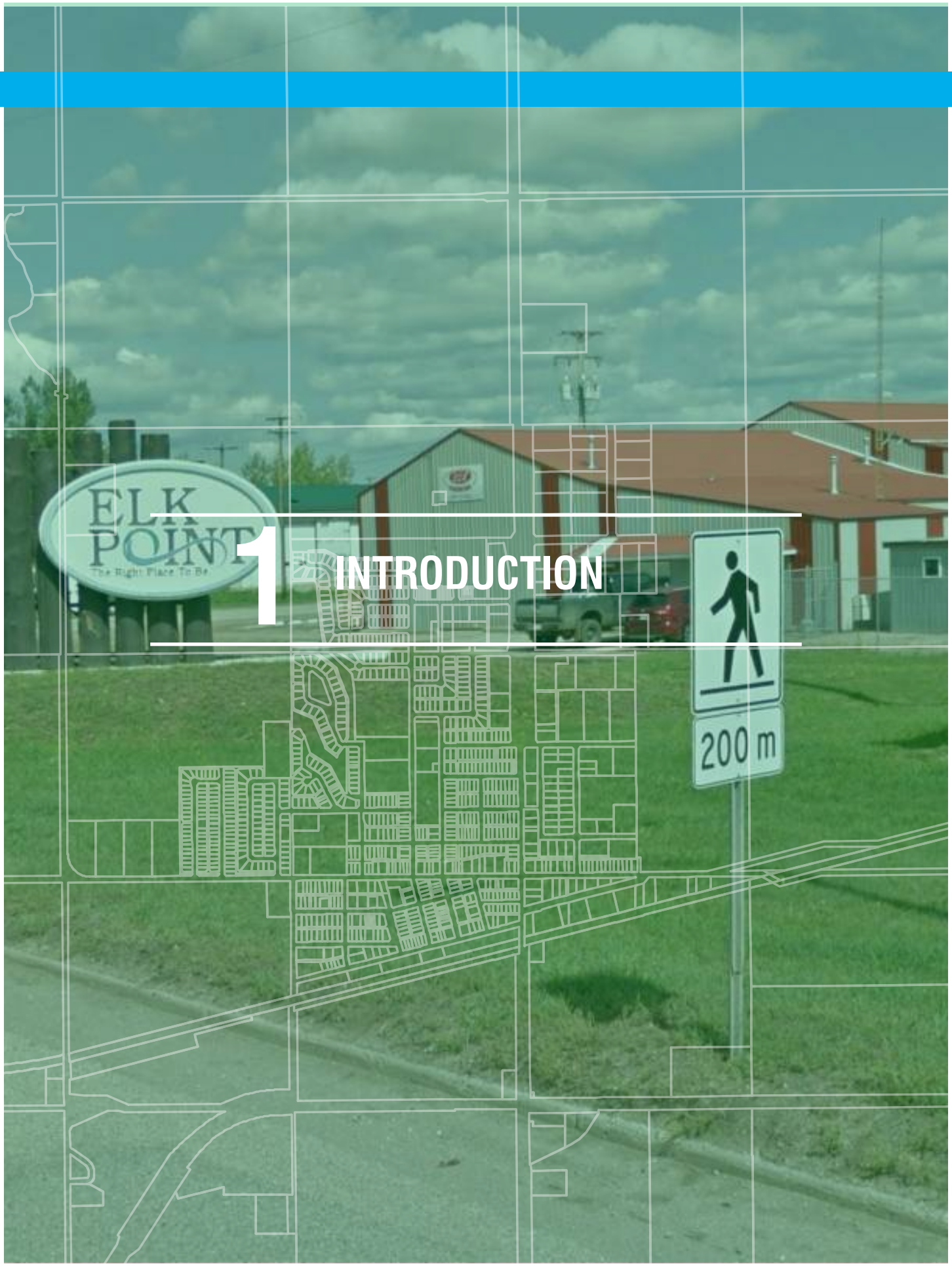

1 INTRODUCTION

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1.0 Introduction

1.1 Purpose of Plan

The Municipal Government Act (MGA) requires all municipalities to adopt an Intermunicipal Development Plan (IDP) and an Intermunicipal Collaboration Framework (ICF) with each of its municipal neighbors. The IDP and ICF reflect mutual agreements on growth and shared services between two or more municipalities. The IDP will be appended to the ICF, and may be created by a separate or matching bylaw, in accordance with Section 708.33(1) of the MGA.

This IDP identifies a 50 year development strategy within the County of St. Paul No. 19 and the Town of Elk Point intermunicipal area. It also provides a set of policies for those lands that each Council and Administration will use as a basis for decision-making on land use, transportation and servicing matters within the IDP area. The IDP also informs citizens and businesses on intermunicipal priorities.

1.2 Enabling Legislation

The IDP has been prepared in accordance Section 631(2) of the MGA, which requires Plan's to address:

a. The future land uses within the area,
b. The manner of and the proposals for future development in the area,
c. The provision of transportation systems for the area,
d. The co-ordination of intermunicipal physical, social and economic programs,
e. Environmental matters within the area,
f. Matters related to the physical, social or economic development of the area,
g. Procedures to resolve conflict between the municipalities,
h. Procedures to amend or repeal the plan, and
i. The administration of the plan.

1.3 Alberta Planning Framework

The MGA empowers and governs all Alberta municipalities in their actions. It also describes that land use planning occurs through a framework consisting of provincial and municipal decision making, and the preparation and approval of regional, intermunicipal and municipal plans and bylaws, as identified in Figure 1. This framework is designed to create consistency between each plan, land use bylaw, and the decisions on subdivisions and development permits. Accordingly, this IDP has been prepared collaboratively and adopted by Bylaw for both the County of St. Paul No. 19 and the Town of Elk Point after review of existing and more detailed plans, such as the County's and Town's Municipal Development Plan (MDP) and Area Structure Plans (ASPs).

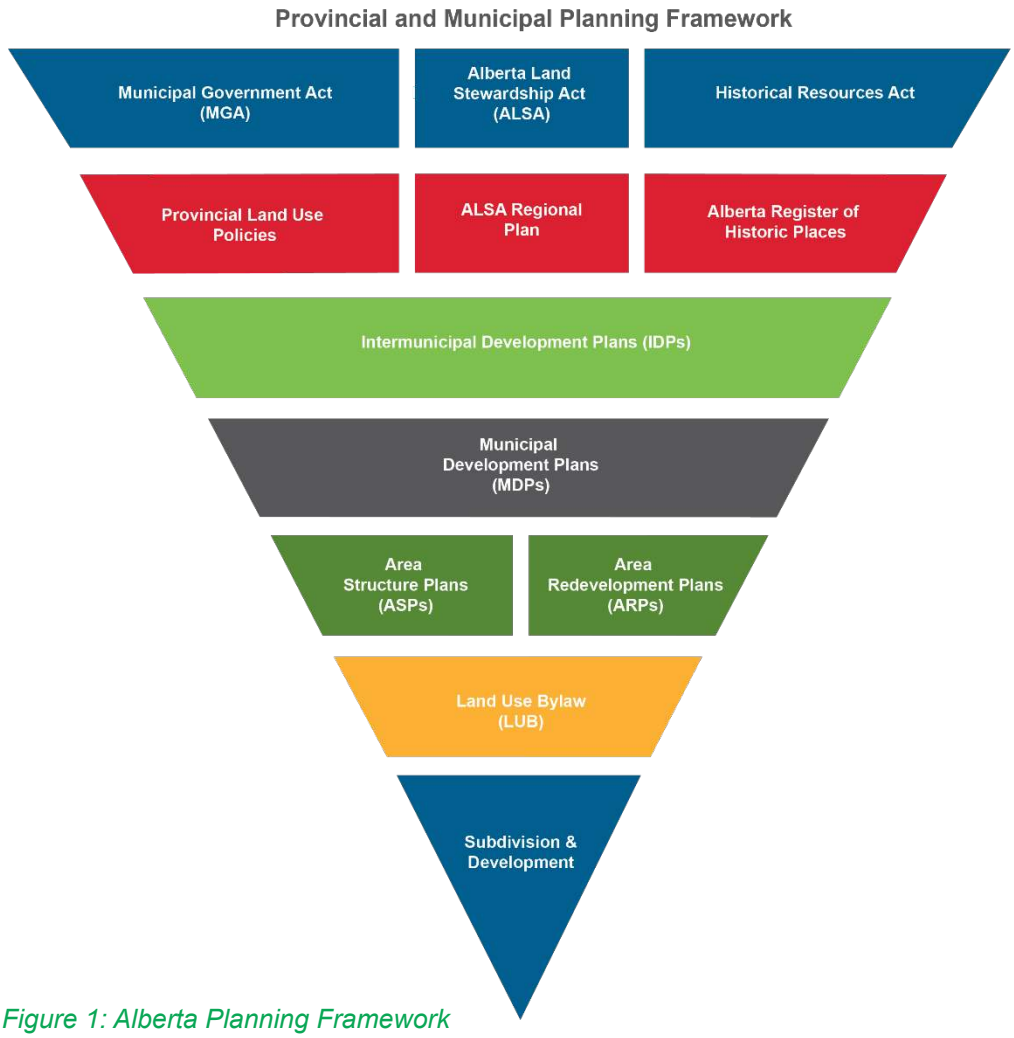


Figure 1: Alberta Planning Framework

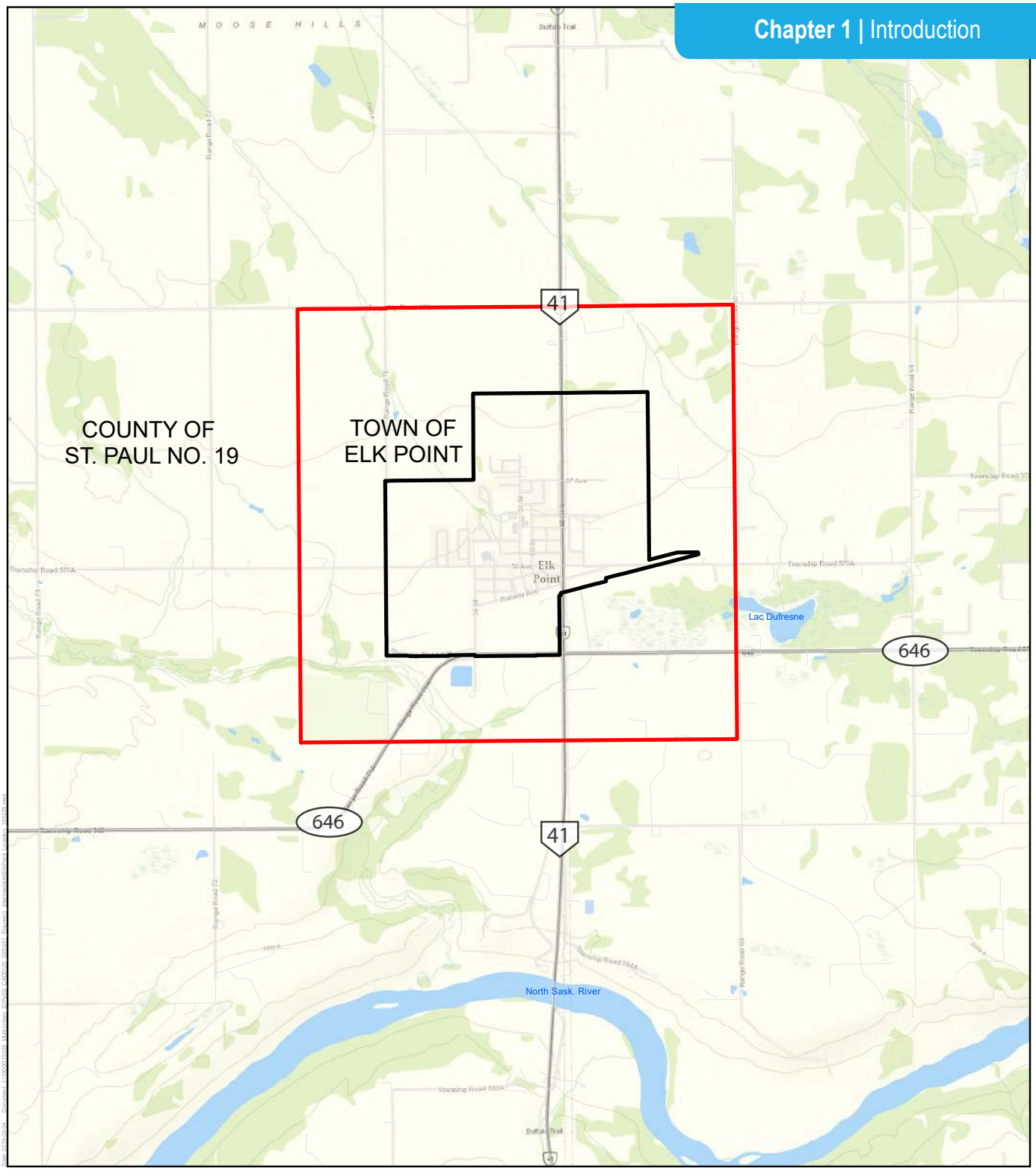
1.4 Plan Boundary

The IDP boundary incorporates a portion of lands located within the County and adjacent to the Town of Elk Point. The plan area consists of 1,125 hectares (ha) and is shown on Map 1 – Location.

1.5 Plan Interpretation

The IDP policies contain “shall”, “must”, “will”, “should”, and “may” statements. All instances of the words “shall”, “must” or “will” in policy are mandatory requirements to implement this IDP and achieve a desired result. All instances of the word “should” is a directive term encouraging a strongly preferred action in a policy. “May” is a discretionary term indicating that interpretation is dependent on the particular circumstances where it is not practical or reasonable to apply the policy.

All words and expressions have the meanings assigned to them in the MGA and the County’s MDP and Land Use Bylaw (LUB), unless otherwise defined in this IDP.



Major Highways
Hydrology
Intermunicipal Boundary
Municipal Boundary

0 0.25 0.5 1 1.5 Km

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COUNTY OF ST. PAUL NO.19 / TOWN OF ELK POINT INTERMUNICIPAL DEVELOPMENT PLAN

MAP 1: LOCATION

2 PLANNING PROCESS

2 PLANNING PROCESS

2.0 Planning Process

The IDP preparation process included 4 phases, as shown below. Each phase included engagement with each municipal Council and administration, and in phase 1, 3, and 4 engagement with plan area landowners and the public.

This process featured the following key events:

- A meeting with council and administration on January 23, 2018 to start the project and discuss issues
- Project kick-off on social media on February 22, 2018
- Landowner interviews and Community Open House 1 on April 19, 2018 to collect information
- Meeting with administration on May 30, 2018 to discuss the Background Report, which included a technical review and summary of engagement responses
- A draft land use concept was sent to landowners and posted online for feedback in September 2018
- Council meeting on April 8, 2019 to discuss the draft IDP
- Community Open House 2 on June 11, 2019 to collect information on the draft IDP
- Public hearing on August 12, 2019 at the Town of Elk Point and on August 13, 2019 at the County of St. Paul to approve the IDP

A Landowner Interview and Community Open House 1 and 2 Summary and a Background Report, located on each municipality's website summarizes the information received during these events. The Background Report also includes a technical review describing existing and future demographic, land use, servicing, and environmental conditions. A summary of the landowner interviews and open houses, and the technical report are provided below.

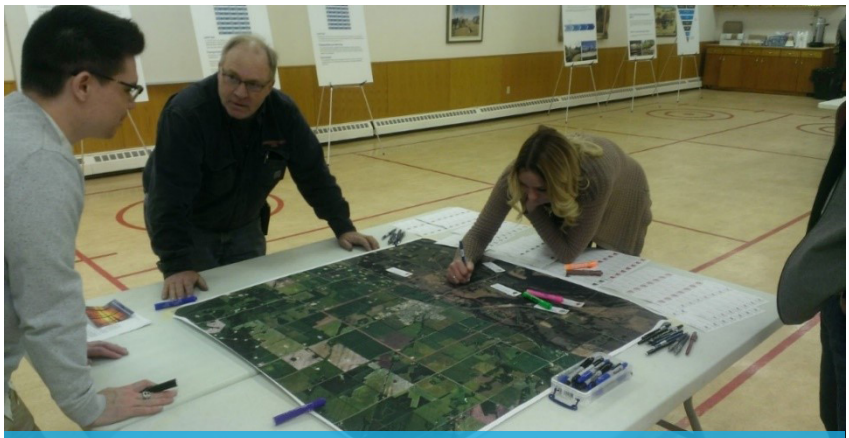


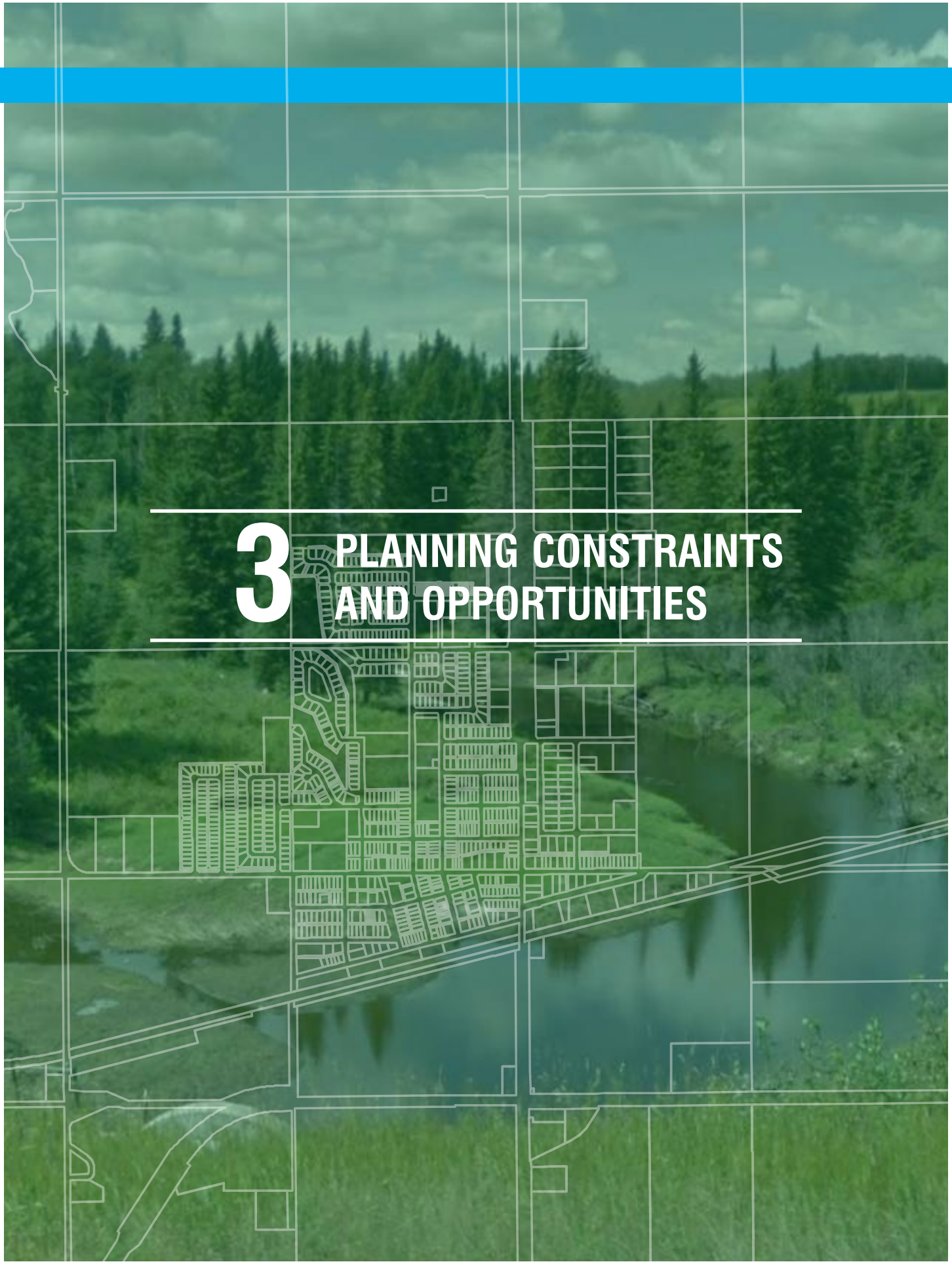
Figure 2: Open House 1, April 19, 2019

2.1 Public Engagement Summary

The input provided from all participants in the plan preparation process, in addition to the technical review contained in the Background Report, was considered in the development of the IDP.

During Community Open Houses 1 and 2, the following comments were provided, and having considered the input the following corresponding responses were generated:

Comments	Responses
Limit development in the north	Growth in the north will be directed to the identified growth areas and along the gateway entrances to Town.
Focus residential in the west, and industrial in the east	This will be included as a policy within the IDP.
Commercial development is located along gateways to Town	This will be included as a directional policy within the IDP with specific requirements identified in the Town and County's Land Use Bylaws.
Recreation in the southwest	Areas for passive and active recreation have been identified and policies are included in the IDP to support providing recreation opportunities.
Consider connections to the Elk Point Airport and North Saskatchewan River for economic development purposes	The IDP will identify commercial and industrial land use along Highway 646 and Highway 41, which provide gateways to the Town, airport and river.



3 PLANNING CONSTRAINTS AND OPPORTUNITIES

3 PLANNING CONSTRAINTS AND OPPORTUNITIES

3.0 Planning Constraints and Opportunities

The following issues were identified during the preparation of the Background Report. The balance of the Plan aims to address these issues through a number of land use designations, policies and implementation strategies.

3.1 Natural Areas

Numerous wetlands exist within the IDP area, at least one of which is potentially crown claimable. A map showing coarse outlines of potential wetlands based on satellite imagery is provided in Figure 3. Consultation with the Water Boundaries Group at Alberta Environment and Protection (AEP), and assessments of permanence is required at the time of subdivision or development to confirm the status of wetlands.

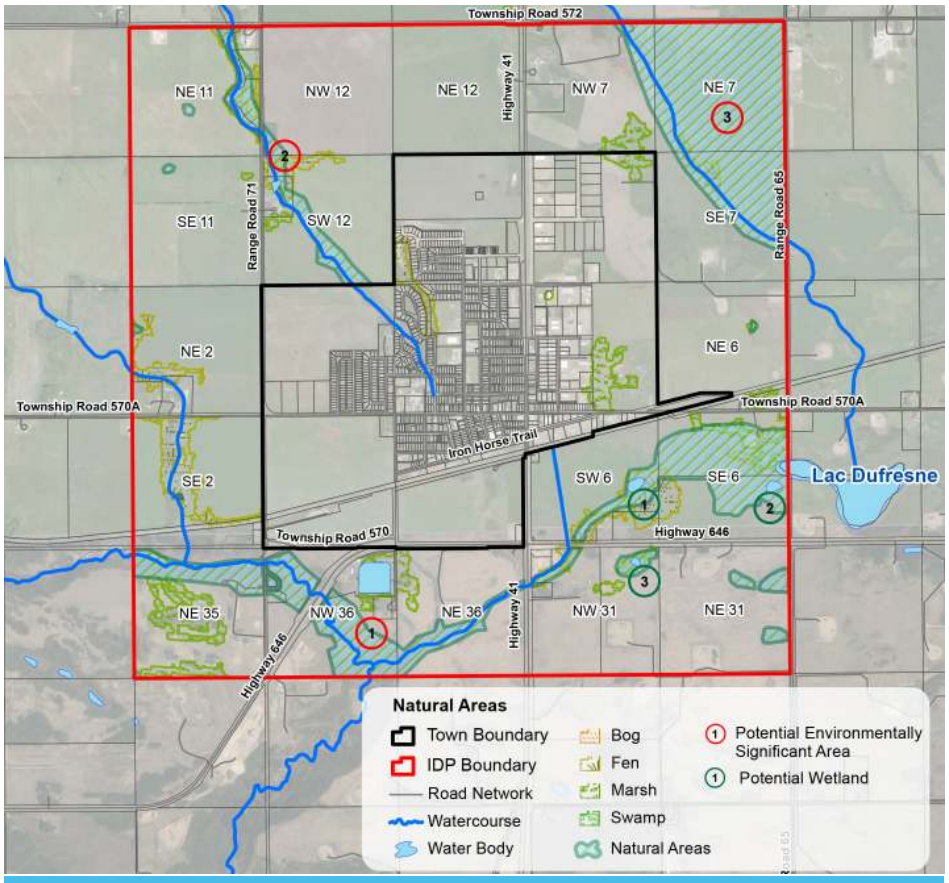


Figure 3: Natural Areas

Figure 3 identifies three other prominent natural features, or potentially environmentally significant areas[1], that require attention: a large tract of forested lands and watercourse located in the northeast portion of the IDP area; a watercourse in the northwest; and, a ravine and the Dog Rump Creek watercourse across the south portion of the IDP area. The watercourse within the ravine is assumed to be crown claimed under the Public Lands Act. The forest totals 97.5 ha, the watercourse 16.7 ha, and the ravine system and creek 86.8 ha, and combine for a total area of 201 ha.

The policies in Chapter 5 describing how these natural features should be delineated and protected through the dedication of environmental reserve and municipal reserve at the time of subdivision. These lands may also be developed for active or passive recreation or tourist attractions, and contribute to an extensive recreation area around the golf course and baseball fields.

3.2 Agricultural Lands

The County's land use bylaw designates 877 ha or 78% of the lands within the IDP area for agricultural use. These lands primarily have CLI ratings of Class 2 and 3, and Class 6 and O in the south, as shown in Figure 4. The majority of the area is considered Class 2, or prime agricultural lands. Class 6 and O have limited agricultural capability.

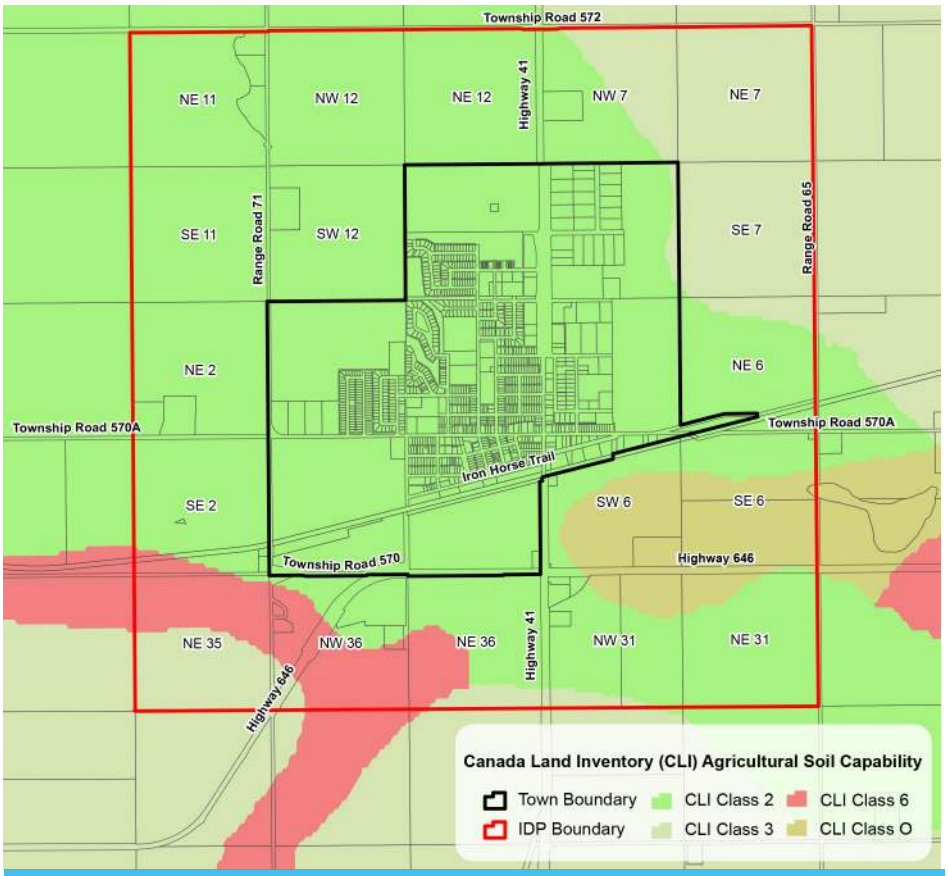


Figure 4: Agricultural Soil Capability within the IDP

Chapter 6 includes policies describing the protection of agricultural lands, and appropriate setbacks or natural buffers between land uses to minimize or mitigate land use conflicts.

[1] Environmentally Significant Area (ESA): An area with important and, or unique characteristics essential to the long term maintenance of biological diversity, soil, water or other natural processes. These areas may require special management consideration due to their conservations needs. This definition applies to lakeshores, rivers and other water courses, river valleys, forests and vegetation, unique topographic features, environmentally hazardous lands, and important wildlife habitat and corridors.

3.3 Residential Lands

There are currently nine residential dwellings on nine lots within the IDP area, as shown on Figure 5. The remaining lots in the IDP area are in agricultural production, developed for commercial or industrial use, or are undeveloped. Within the Town there is a total of 642 dwellings and a total population of 1,452. There is opportunity for rural residential and urban residential development within the IDP area.

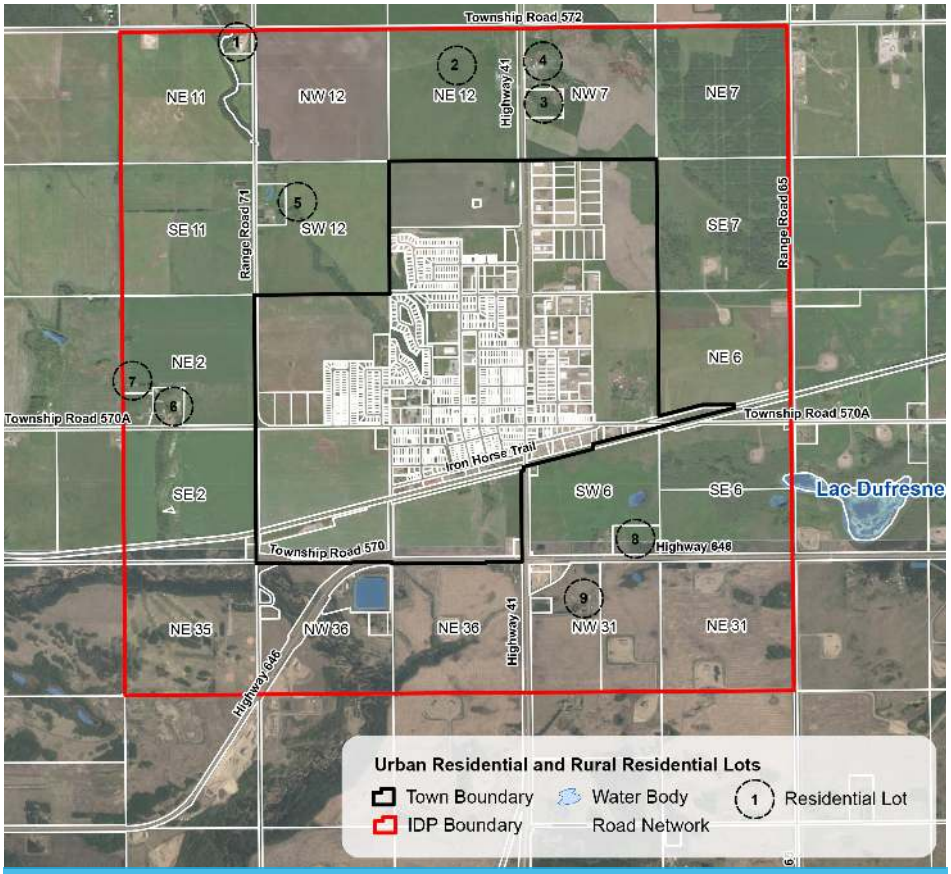


Figure 5: Rural Residential and Urban Residential Lots

Chapter 7 provides policies describing residential development within strategic locations of the IDP area.

3.4 Commercial and Industrial Development

The County intends to preserve prime agricultural lands adjacent to the Town while directing commercial and industrial growth to the east, north, and south along Elk Point's gateway entrances, as shown on Figure 6. The gateways: Highway 41 (Buffalo Trail); Highway 646; and Township Road 570A; are special areas that convey the County and Town's character. They form first impressions, and as such it is important for their value to be protected and enhanced.

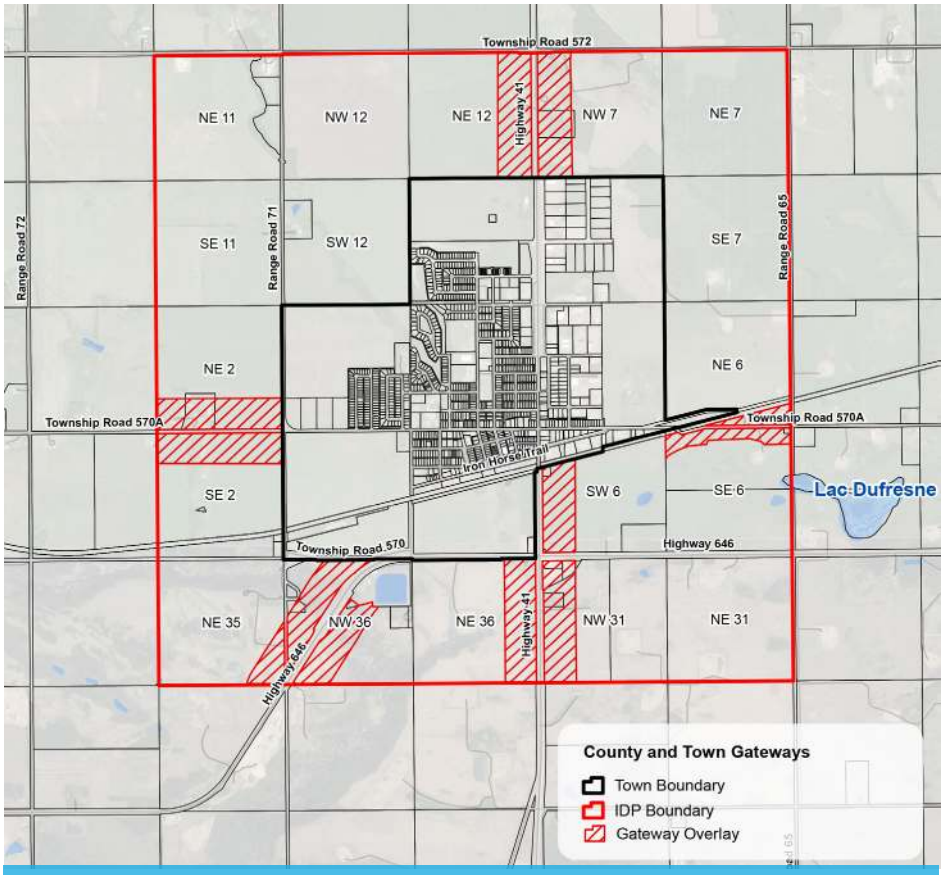


Figure 6: County and Town Gateways

3.5 Growth Projections

Population projections were completed for 30 years and 50 years for the Town and IDP area (County lands). The growth projections help to identify the potential future population and land needs in the Town and IDP area. The scenarios identify annual growth rates of 0.5%, 1.0%, and 1.5%. For this IDP the high growth scenario of 1.5% was chosen to recognize the maximum population and land area requirements for residential, commercial and industrial uses based on historical population growth. The population and land supply analysis is presented below, and identifies the population and land supply for the County and Town.

1. Historical Population Growth Analysis

Based on historical population growth analysis, using federal and municipal census results, three population projection scenarios are presented in Table 1.

Table 1: Town of Elk Point Population Estimates

Year	Elk Point		
	Low (0.5%)	Medium (1.0%)	High (1.5%)
2018	1,671	1,696	1,721
2048	1,940	2,286	2,690
2068	2,144	2,789	3,624

For the IDP study area, or County lands, only 2012 and 2017 municipal census results were available for historical population growth analysis. Due to minimal historical data and limited growth recorded between 2012 and 2017, the same low, medium, and high average annual growth rates that were applied to the Town were applied to the study areas surrounding Elk Point. Three population projection scenarios for the IDP study area are presented in Table 2.

Table 2: IDP Study Area Population Estimates

Year	IDP Study Area		
	Low (0.5%)	Medium (1.0%)	High (1.5%)
2018	152	153	153
2048	176	206	240
2068	195	251	323

Both tables present a base year of 2018 and two horizon years of 2048 (30 years) and 2068 (50 years). The base year population is informed by the Town's most recent municipal census population count. The analysis demonstrates that population growth will occur in both the Town and County, and implies that each municipality will need to identify lands for residential development.

2. Land Supply Analysis

The following is a summary of estimated land requirement projections that recognize the population growth analysis presented in Section 5.1, and support the identification of future growth areas within the IDP area.

The estimated land requirements beyond the Town's current boundary, by core land use – residential, commercial, and industrial (institutional is embedded within residential), is provided across all three population projection scenarios in Table 3.

Table 3: Elk Point 50-Year Land Requirements by Scenario

Population Projection Scenario	Land Requirements Beyond Boundary		
	Residential	Commercial	Industrial
Low	None (128.4 ha*)	None (2.3 ha*)	None (34.3 ha*)
Medium	None (84.7 ha*)	5.1 ha required	50-year supply
High	None (28.8 ha*)	14.7 ha required	43.8 ha required

*Gross surplus land area before removing undevelopable lands (i.e. wetlands, pipelines, oil/gas wells).

For the County, the estimated rural land requirements within the IDP study area by core land use is provided across all three population projection scenarios and shown in Table 4.

Table 4: County of St. Paul No. 19 50-Year Land Requirements by Scenario

Population Projection Scenario	Land Requirements within IDP Study Area (ha)			
	Residential	Commercial	Industrial	Total
Elk Point IDP Study Area				
Low	56.3	≥ 0	≥ 0	≥ 56.3
Medium	127.4	≥ 0	≥ 0	≥ 127.4
High	220.9	≥ 0	≥ 0	≥ 220.9

*Gross surplus land area before removing undevelopable lands (i.e. wetlands, pipelines, oil/gas wells).

The land supply analysis demonstrates that the Town does not require residential lands within the high population scenario, yet will require commercial or industrial lands outside its boundaries within this population projection scenario. The County requires residential land within the high scenario, and there has been no absorbed lands for commercial or industrial use within the County at this time. Despite this analysis, the Town and County have agreed that the following growth may occur in the IDP area: limited rural residential development; and, some urban residential and commercial and industrial development. These areas are strategically located to reflect existing uses, municipal aspirations, the proximity to services and highways, and the desire of the landowner.

Map 2, within Chapter 5, identifies the land use designations with the IDP area, Chapter 5-11 provides land use, transportation and servicing policies, and Chapter 12-16 provides policies that describe how each municipality will monitor growth and development within their borders.

4 GUIDANCE

4 GUIDANCE

4.0 Guidance

4.1 Plan Principles

The following principles guided the County and the Town in the preparation of the IDP, and will guide the implementation of the IDP:

- Trust;
- Communication; and
- Collaboration.

Both municipalities require a level of trust in each other. That trust is built through a mutually beneficial social, economic and environmental relationship based on dialogue, and keeping the other informed about concerns that arise. There may be differences of opinion; however, the municipalities shall be open to make adjustments in order to come to an agreement that satisfies both parties' interests, and ensures complementary success and growth.

4.2 Vision

The 50 year vision for this IDP imagines that the County and the Town have:

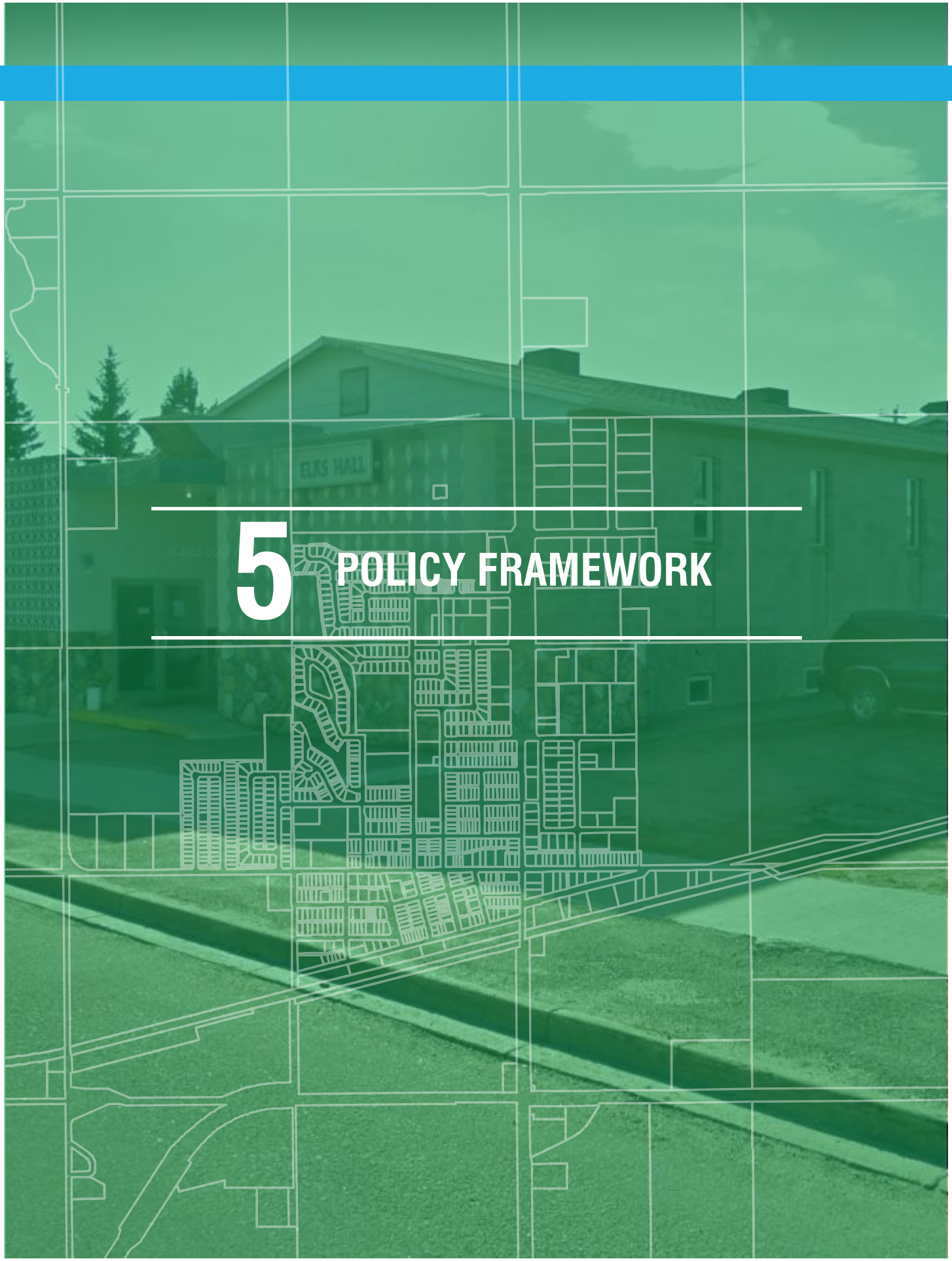
1. Protected natural areas to ensure their sustainability,
2. Provided active and passive open spaces for recreation,
3. Protected agricultural lands to ensure a local food source and employment,
4. Accommodated urban growth and rural development in strategic locations,
5. Provided opportunities that attracts investment and creates employment,
6. Collaborated to monitor future growth, and implement the IDP, and
7. Developed strategic agreements that provide mutually beneficial services or growth.

Figure 7: Town of Elk Point Mural Park

4.3 Plan Goals and Objectives

The goals and objectives of the IDP are to:

Goals	Objectives
• Identify and protect natural areas.	• Totaling 201 ha, wetlands, a water course, a ravine system and a forest will be delineated and where possible protected.
• Provide opportunity for recreation.	• Identify key locations to provide active and passive recreation, preferably where existing recreation facilities are located, and where an intermunicipal trail network may be provided.
• Preserve the County's prime agricultural lands.	• Of the 877 ha of the lands designated for agricultural uses by the County's land use bylaw, 658 ha will be preserved for agricultural purposes. The balance may be developed for residential, commercial or industrial uses.
• Accommodate rural development and urban growth in strategic locations.	• Identify lands to be protected for the long-term growth of the Town, while ensuring appropriate uses within the County may be developed.
• Provide opportunities that attracts investment and creates employment.	• Identify gateway entrances, and encourage appropriate site and building design. • Protect alignments for transportation and utility networks.
• Monitor future growth and development.	• Monitor subdivision and development permit activity, population growth to identify future land use needs. • Create an intermunicipal committee to discuss areas of mutual interest or concern.



5 POLICY FRAMEWORK

5 POLICY FRAMEWORK

5.0 Policy Framework

The following policy framework directs the strategic coordination of land use, transportation, and services over a 50 year term to meet the guiding principles, vision, and goals and objectives of this IDP.

Map 2 – Future Land Use Concept identifies the IDP area boundaries, indicates the land use designations, and defines the referral area within which the policies of this IDP will apply. The Map identifies land use policy areas, which include: natural areas; recreation areas; agricultural lands; 56 ha for urban residential development; 84 ha for urban commercial development; and 44 ha for urban industrial development. The land use boundaries identified in the Map are approximate, and any minor adjustments that may be necessary shall not require an amendment to this IDP.

General policies applying across the IDP area are outlined below. Subsequent chapters of this IDP provide detailed policies related to each land use policy area, and the transportation and servicing network.

Policy 5.1 All future land use, subdivision and development in the IDP area shall comply with Map 2 and the policies of this IDP.

Policy 5.2 All new development within the IDP area shall consider the existing land use districts and consider location of future rights-of-way for roads and infrastructure. Developers shall work with the Town and County to ensure that the development is compatible with the future growth patterns of the Town.

Policy 5.3 When a subdivision application requires the dedication of municipal reserve (MR), the MR shall be deferred through the registration of a Deferred Reserve Caveat (DRC). This will ensure that the MR is available for use by the Town for a future park and open space development following annexation, unless such MR is required for trail corridors.

Policy 5.4 The County shall not dispose MR or discharge a DRC within the IDP area unless the Town has been consulted and concurs with the disposal of reserves.

Policy 5.5 The County may permit subdivision or development in advance of annexation, however the approvals shall not impact the ability of the Town to grow in the future. Subdivision or development may be permitted for the following:

a. Farmstead separation, vacant first parcel, physical severance, 32.3 ha (80 acre) splits or four residential lots as per Policy 6.5 and Policy 6.6,

b. A single industrial or commercial lot not exceeding 4 ha in size,

c. A residence where permitted in the County's Land Use Bylaw,

d. Home based businesses,

e. Public uses and utilities,

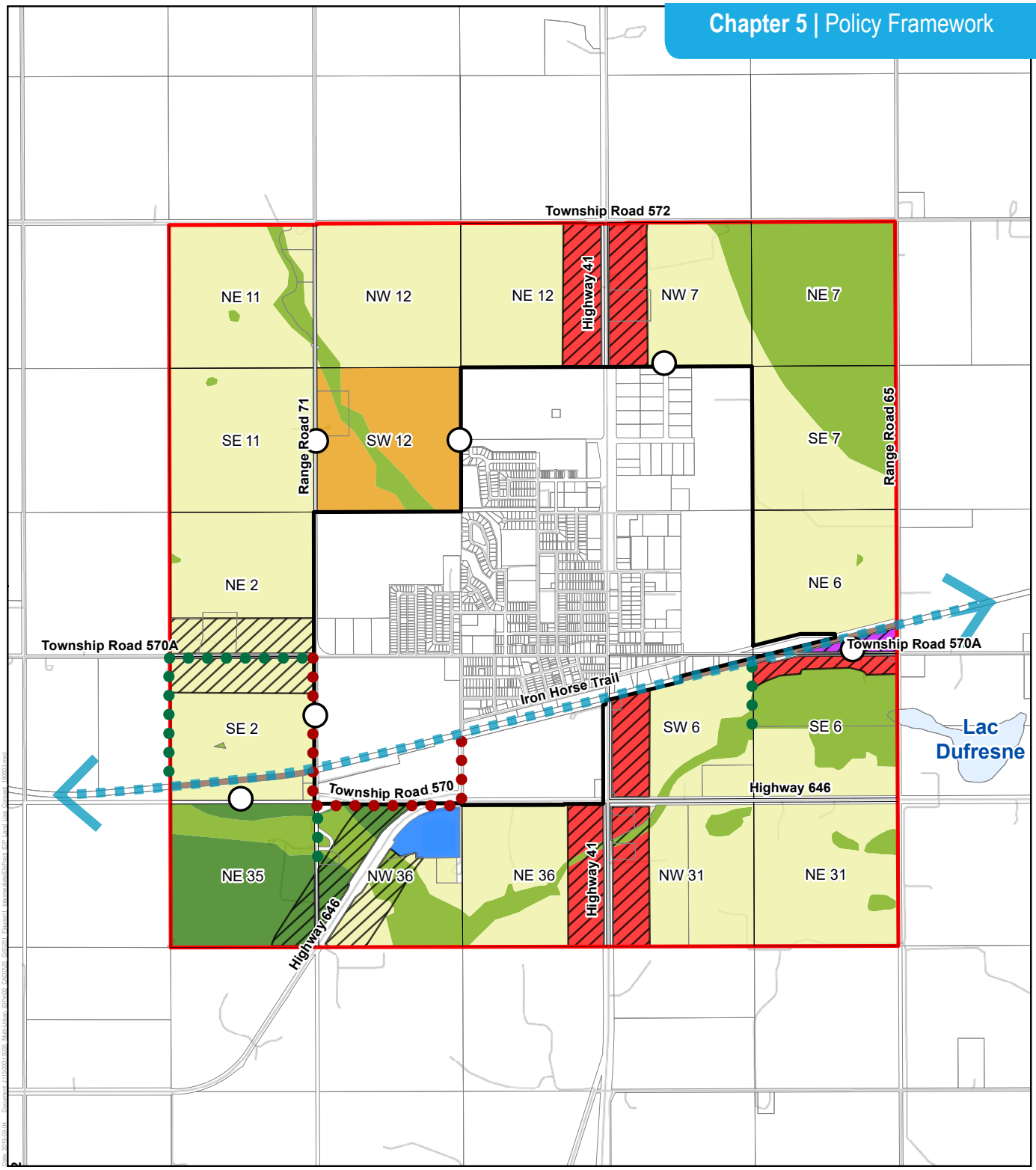
f. Extensive recreational uses, and

g. Other uses, such as unforeseen development that is mutually beneficial to the municipalities. The application shall be reviewed on individual merits.

Policy 5.6 All decisions on rezoning, subdivision and development applications within lands designated for Urban Residential, Urban Commercial and Urban Industrial on Map 2 shall require consultation with the Town of Elk Point.

Policy 5.7 All pre-existing development located in the IDP area shall be permitted to continue in accordance with the conditions of its original approval.

Policy 5.8 In cases where a particular matter is not addressed in this IDP, the provisions of the County's MDP and any applicable ASP shall apply.



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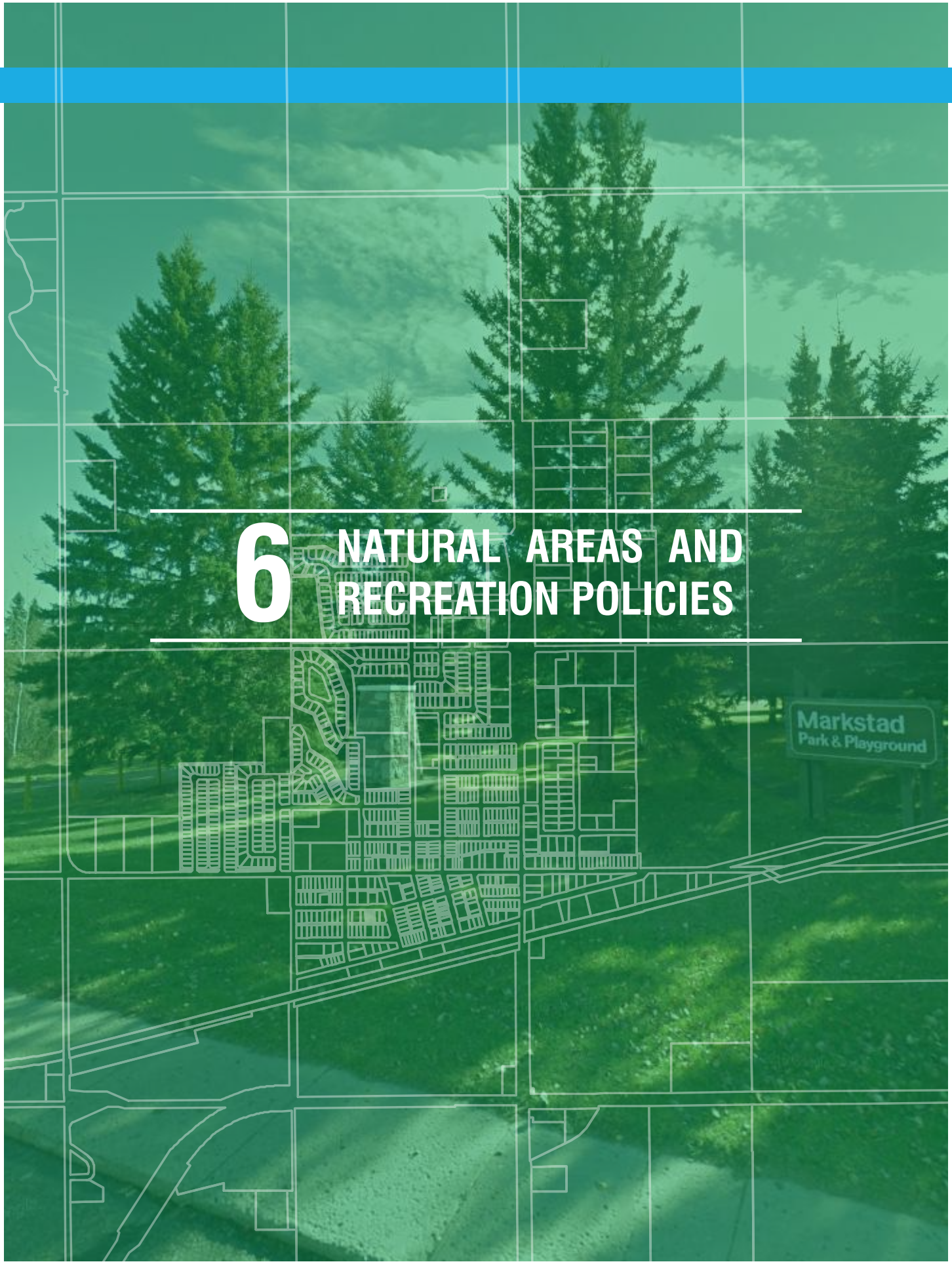
- IDP Boundary
- Town Boundary
- Road Network
- Hydrology
- Agriculture
- Urban Residential
- Urban Commercial
- Urban Industrial
- Institutional
- Natural Areas
- Recreation
- Rail Right-of-Way
- Gateway Overlay
- Proposed Access
- Iron Horse Trail
- Future Trail
- Existing Trail

ELK POINT

COUNTY OF ST. PAUL NO.19 / TOWN OF ELK POINT INTERMUNICIPAL DEVELOPMENT PLAN

MAP 2:
LAND USE CONCEPT



6 NATURAL AREAS AND RECREATION POLICIES

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6.0 Natural Areas and Recreation Policies

The IDP area contains wetlands and potential wetlands, a watercourse, ravine system and a forested area, as shown on Figure 2 – Natural Areas. These areas are not only visually appealing, but are also wildlife movement corridors, home to a diversity of plants and animals, serve a stormwater management function and are destinations for recreation.

Policy 6.1 The County and Town may develop and implement a master plan, and/or management guidelines for the natural areas identified on Figure 2.

Policy 6.2 The municipalities shall collaborate with partners including stakeholders, such as landowners, developers, provincial government departments, and non-profit organizations to encourage the restoration or enhancement of natural areas.

Policy 6.3 Subdivision and development applications located in or adjacent to the natural areas identified on Figure 2 shall:

a. Be submitted to Alberta Environment and Parks for comment to ensure that Crown interests are addressed as early as possible.

b. Provide a Biophysical Assessment as per the terms of reference provided by the Town and/or an Environmental Impact Assessment, as per the terms of reference provided by the Environmental Protection and Enhancement Act to delineate the extent of the area, and/or provide any recommended setbacks to development, present erosion mitigation methods, water quality protection strategies, methods to preserve wetlands and protect flora and fauna.

Policy 6.4 The County, as a condition of subdivision approval, may acquire wetlands, watercourses, ravines, vegetated areas, critical natural linkages, wildlife corridors and buffer zones through environmental or municipal reserve to restore the function, integrity and connectivity of natural areas.

Policy 6.5 During the subdivision approval process, municipal reserve shall be provided in accordance with the MGA. Lands dedicated as municipal reserve may be used for the development of future trail networks.

Policy 6.6 The County and Town shall identify opportunities and pursue grants and other funding opportunities for shared indoor and outdoor recreation facilities, as identified in the Regional Recreation Master Plan, such as:

a. Regional recreation facilities (aquatics, arenas, field house, performing arts).

b. A trail system for the IDP area and region.

c. Campgrounds, skateboard/BMX facilities and major agricultural grounds MGA.

Policy 6.7 Regional recreation facilities should be located in southwest portion of the plan area where they are compatible with existing facilities, and can make use of existing transportation and utility networks.

a. Recreation facilities (aquatics, arenas, field house, performing arts)

7 AGRICULTURE POLICIES

7 AGRICULTURE POLICIES

7.0 Agriculture Policies

Protection of agricultural lands, encouragement of a diversity of agricultural activities and having a local food source is important for the County and Town.

The existing agricultural use within the IDP area is largely cropland and for grazing. Nuisance factors traditionally associated with farming operations can result in conflicts between these uses and urban development, namely noise from farm equipment, odour from the spreading of manure, potential environmental problems from agricultural runoff, and dust from harvesting activities.

Both municipalities understand the positive impact of agriculture on their economies and quality of life, and support the farm community. Policies in this IDP affect those uses that have a negative land use impact while allowing most agricultural practices to continue unaffected.

Policy 7.1 Large-scale and small-scale farming activities shall be the predominant land use in the areas designated Agriculture on Map 2.

Policy 7.2 Unless otherwise required by this IDP, the County of St. Paul No.19 MDP and LUB shall apply regarding the use and development of agricultural land.

Policy 7.3 When areas designated Agriculture are annexed, the Town will support the continuation of existing agricultural uses until the land is converted to an urban use.

Policy 7.4 Applications for intensive livestock farming activities, the establishment of Confined Feeding Operations, or manure storage facilities requiring authorization under the Agricultural Operations Practices Act in the IDP area, shall not be supported.

Policy 7.5 Farmstead separations, to a maximum of 8 ha, are permitted in every quarter section designated Agriculture on Map 2. The lot may be increased in size if the proposed area is the minimum amount necessary to accommodate on site amenities, services, shelterbelts and/or woodlots, and areas with no agricultural value.

Policy 7.6 Four residential lots per quarter section may be permitted on lands designated Agricultural, as per the requirements of the County of St. Paul No. 19 Municipal Development Plan.

Policy 7.7 Residential lots shall be serviced by on site water and wastewater services. They shall not to be served by municipal water or wastewater systems.

8 RESIDENTIAL DEVELOPMENT POLICIES

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8.0 Residential Development Policies

Existing farmsteads are located within the north and west portions of the IDP area. Future rural residential, as per the Agricultural Policies in Chapter 6, or urban residential development may occur within proximity to the existing residential areas.

Policy 8.1 Residential development shall be the predominant land use in the area Urban Residential on Map 2.

Policy 8.2 Subdivision and development within lands designated as Urban Residential, as shown on Map 2, shall not be permitted, except those identified in Policy 5.5, Policy 7.5 and Policy 7.6, until such time as the subject land is annexed into the Town.

Policy 8.3 Prior to subdivision and development on Urban Residential lands, the proponent shall submit an Area Structure Plan (ASP) to the County and Town, and may be required to provide the following technical reports:

a. Geotechnical Assessment,

b. Traffic Impact Assessment,

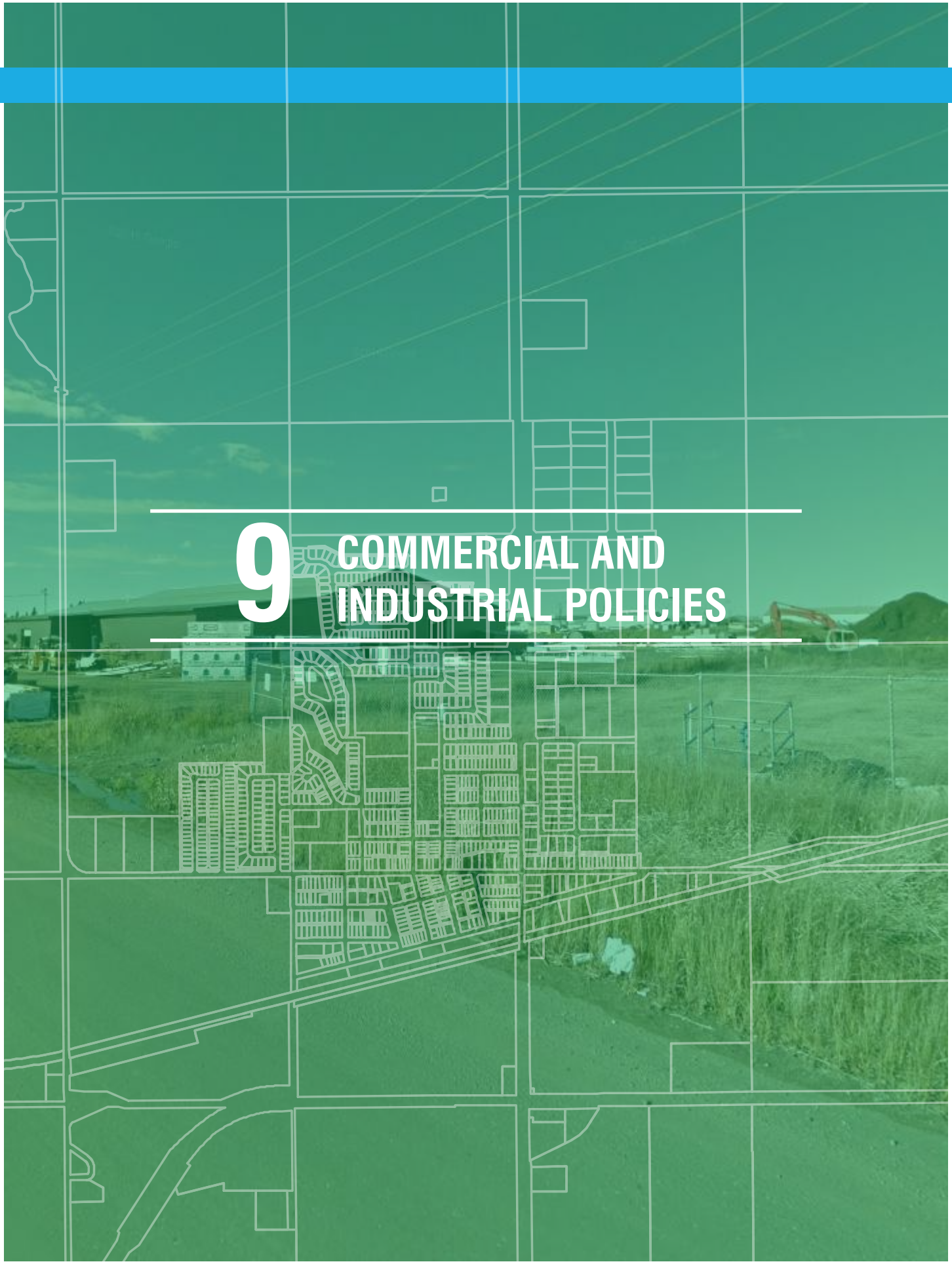
c. Servicing Design Brief to address water, wastewater and storm water management, and

d. Public Engagement Brief.

Policy 8.4 The County, Town and affected stakeholders may undertake the preparation of an ASP for lands located on SW12.

Policy 8.5 A landscaped or treed buffer and/or fencing may be provided along the boundaries of residential lots that are located adjacent to an agricultural use or other non-residential uses.

Policy 8.6 Urban Residential subdivisions shall provide connections to regional and municipal trail networks.



9 COMMERCIAL AND INDUSTRIAL POLICIES

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9.0 Commercial and Industrial Policies

As populations increase in the IDP area and the Town, the demand for commercial services may also increase. Commercial and industrial development have important roles in supporting the local and regional economy. Accordingly, the lands located along Highway 41 (Buffalo Trail) north and south of the Town and 50 Avenue (Township Road 570A) at the east entrance to Town represent important and logical extensions of existing commercial and industrial development.

Policy 9.1 Commercial and industrial development shall be the predominant land use in the areas designated Urban Commercial and Urban Industrial, as shown on Map 2.

Policy 9.2 Subdivision and development within lands designated as Urban Commercial and Urban Industrial, as shown on Map 2, shall not be permitted, except those identified in Policy 5.5, Policy 7.5 and Policy 7.6, until such time as the subject land is annexed into the Town.

Policy 9.3 Prior to subdivision and development on Urban Commercial and Urban Industrial lands, the proponent shall submit an Area Structure Plan (ASP) to the County and Town, and may be required to provide the following technical reports:

a. Geotechnical Assessment,

b. Traffic Impact Assessment,

c. Servicing Design Brief to address water, sanitary and storm water management, and

d. Public Engagement Brief.

Policy 9.4 The County, Town and affected stakeholders may undertake the preparation of an ASP for lands located on NW7.

Policy 9.5 Commercial and industrial development located within lands designated as Gateway Overlay on Map 2 shall maintain a high aesthetic standard in site design and building appearance.

a. The County and Town's Land Use Bylaw will be amended to include a Gateway Overlay that includes common provisions for: setbacks; landscaping; fencing; screening; parking; loading; waste collection areas; outdoor storage; building orientation and materials; and signage.

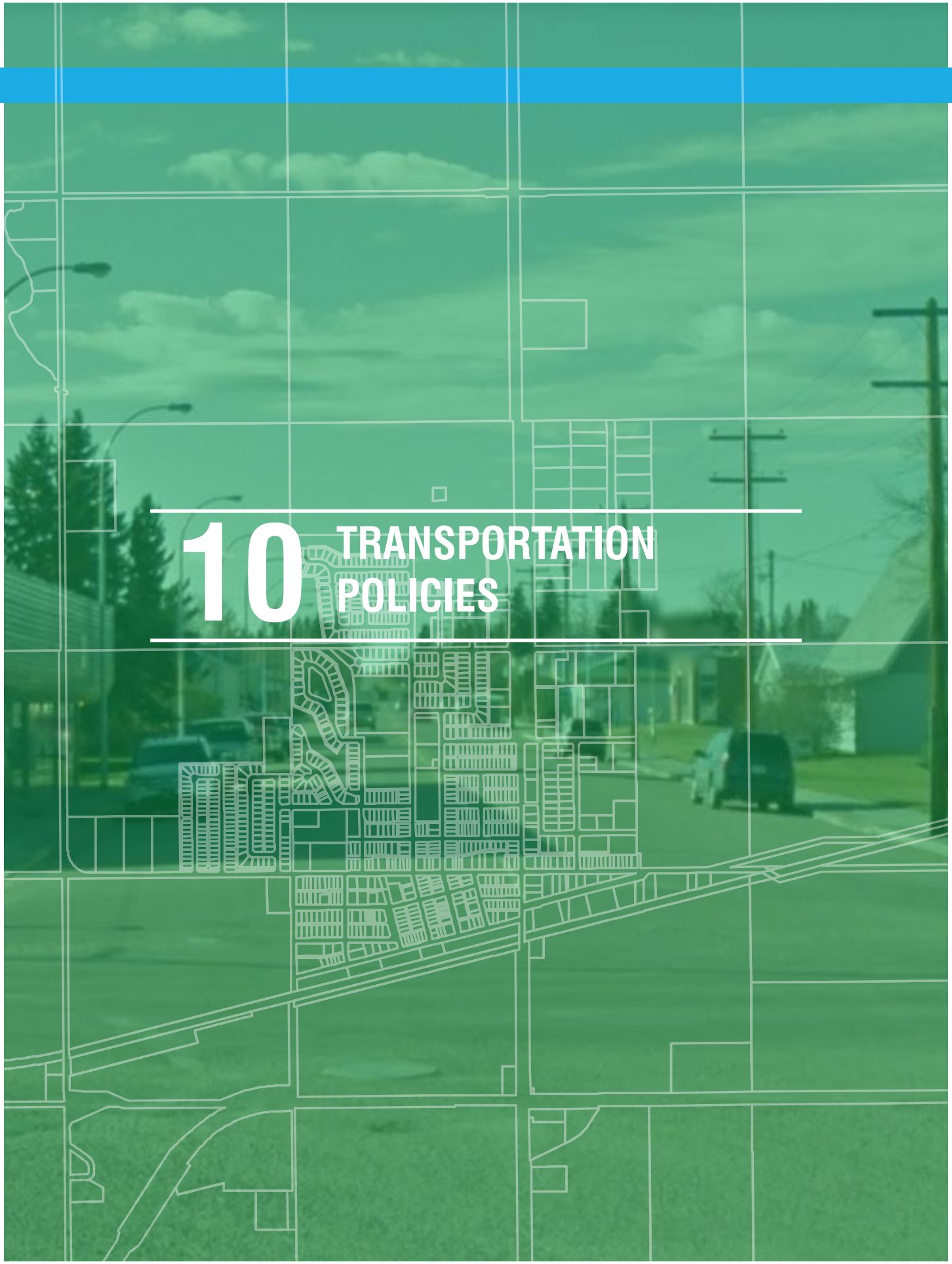
Policy 9.6 To address nuisances, such as odor, noise, dust or traffic, all commercial and industrial development that are adjacent to agricultural or residential land use districts shall:

a. Maintain development setbacks or yards,

b. Provide a landscaped or treed buffer and/or fencing along their site boundary,

c. Strategically locate parking, loading, waste collection areas, outdoor storage, and signage, and

d. May provide additional setbacks.



10 TRANSPORTATION POLICIES

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10.0 Transportation Policies

The development and maintenance of a safe, efficient and multi-modal road, walkway and trail network is critical to the well being of residents and visitors of both municipalities. It is important that both municipalities work together to ensure transportation infrastructure and necessary upgrades are provided in a coordinated effort between both the County and the Town.

Policy 10.1 Commercial and industrial development shall be the predominant land use in the areas designated Urban Commercial and Urban Industrial, as shown on Map 2.

Policy 10.2 The County and Town shall provide each other with advance notice of proposed major transportation infrastructure projects or initiatives to facilitate collaboration and coordinated planning.

Policy 10.3 Subdivision and development proposals adjacent to highways and other major roadways shall provide adequate development setbacks for future road right-of-way for widening and/or upgrades, to the satisfaction of the Development Authority or Alberta Transportation, as applicable.

Policy 10.4 All new roads and approaches located within:

a. The IDP area shall be constructed to the design standards of the County of St. Paul No. 19.

b. Lands designated Urban Residential, Urban Commercial and Urban Industrial shall be constructed to the design standards of the Town of Elk Point.

Policy 10.5 At the time of subdivision all right-of-way requirements will be secured as a condition of approval to ensure that long-term transportation and road plans can be implemented when warranted.

Policy 10.6 Roads and trails shall be developed and managed to minimize impact on the ecological, aesthetic and recreational qualities of natural areas, as shown on Map 2.

11 UTILITIES POLICIES

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11.0 Utilities Policies

Utilities provide potable water, the conveyance of sanitary sewerage, the management and conveyance of rain water and the provision of natural gas, power, and communications. The utilities within the IDP area shall conform to the following policies.

Policy 11.1 The County and Town may prepare a utilities master plan to provide integrated water supply, sewage treatment system and storm water management strategies where warranted.

Policy 11.2 The County and Town shall work together to ensure the corridors for water supply, sewage treatment systems and storm water management services are protected.

a. The municipalities shall provide each other with advance notice of proposed major utilities and servicing initiatives to facilitate collaboration and coordinated planning.

b. Subdivision and development applications shall consider future utility corridors and rights-of-way, and may be required to provide adequate setbacks at the discretion of the municipalities.

Policy 11.3 All subdivision and development within the IDP area shall be self sufficient for all services including potable water supply, sanitary sewage disposal, and storm water management. Water services and disposal methods must comply with provincial regulations and the design standards of the County of St. Paul No. 19.

Policy 11.4 Subdivision and development within lands designated for Urban Residential, Urban Commercial and Urban Industrial shall provide water, wastewater, and stormwater management services to the design standards of the Town of Elk Point.

a. As a condition of subdivision or development approval, a development agreement shall be required, including details on the water, wastewater and stormwater management servicing standards and anticipated volumes.

b. Notwithstanding 11.4.a, water, wastewater and stormwater distribution lines for all subdivisions shall be constructed at the time of subdivision.

c. On an interim basis, developments may be served with on site services until such time as water and wastewater transmission lines are extended to the area.

Policy 11.5 If the Town's municipal services are extended into the County for any subdivision or development, the following criteria shall be met:

a. The municipal system has the capacity to accommodate demand.

b. The costs of extending the services are borne by the proponent.

c. The rate structure of the utilities shall be adjusted to place no additional burden on existing Town and County residents.

d. The extension of services accommodates a development that has been determined to be of mutual benefit to both the County and Town.

Policy 11.6 The Town, subject to available capacity, payment of user fees and Alberta Environment and Parks approval, shall accept, from County residents and developments, wastewater from holding tanks that complies with the standards set by the Town.

Policy 11.7 Subdivision and development within the IDP area shall be designed to manage stormwater on site.

a. Best practices, such as low impact development shall be considered for the implementation of stormwater management in all new developments.

Policy 11.8 The municipalities and third party providers shall work together to facilitate broadband within the IDP area.

Policy 11.9 Development located adjacent to or within proximity of the inactive landfill located at NE-8-57-6-W4M (near the IDP area boundary), shall provide setbacks in accordance with provincial and municipal requirements.

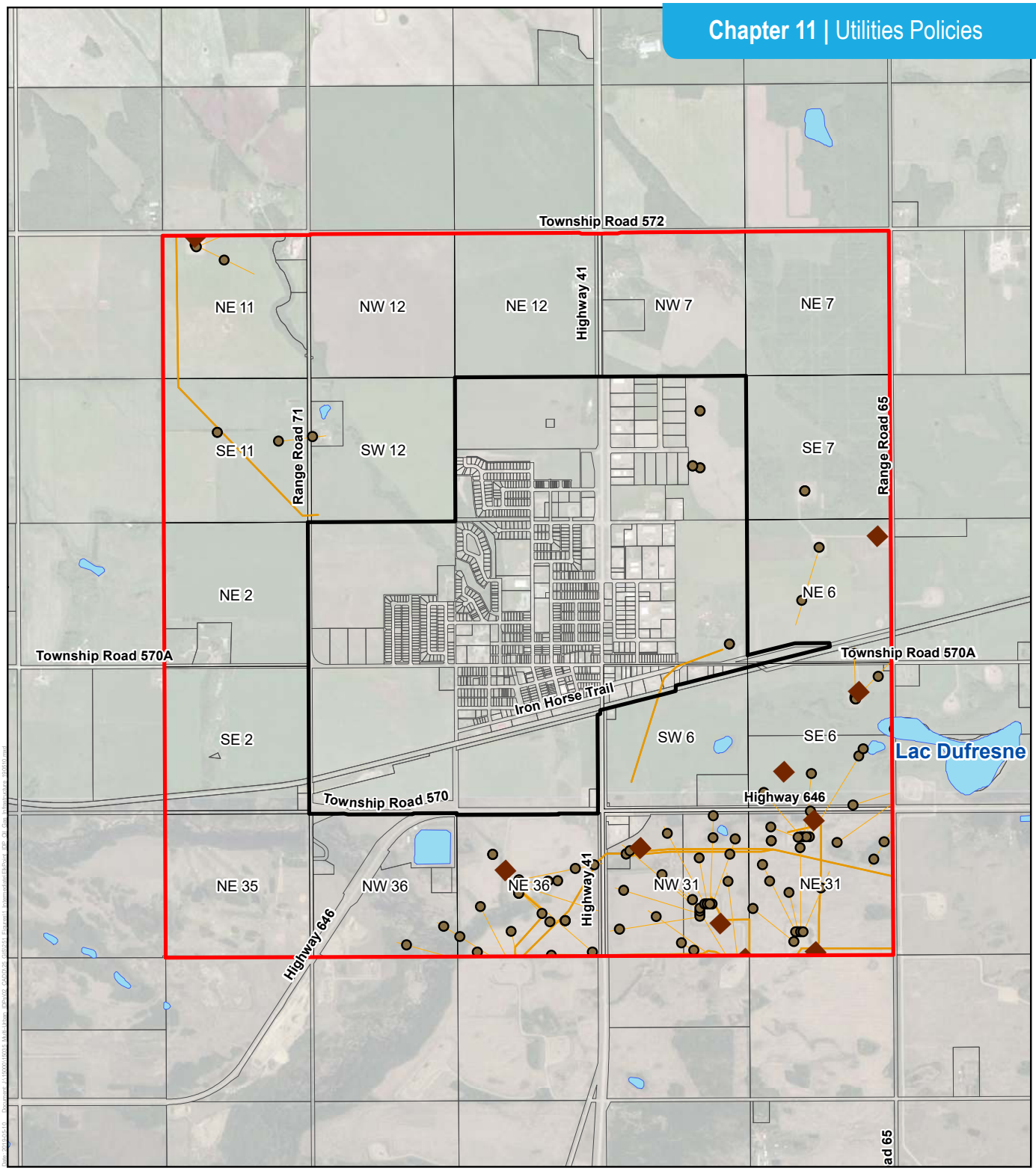
Policy 11.10 The municipalities will work together with the oil and gas industry to ensure that future development within the IDP area is not unduly restricted by the development of oil and gas infrastructure, including pipelines.

Policy 11.11 There are 51 active or abandoned oil and gas wells located within the IDP area, as shown on Map 3 – Oil and Gas Infrastructure. Subdivision and development applications shall confirm facility type, delineate facility location and comply with required setbacks.

a. Although oil and gas facilities are exempted from the Act, the County and Town will work with oil and gas leaseholders to prepare wellsite plans that are compatible with the land use designations within the IDP.

Policy 11.12 The County and Town may encourage the promotion of energy conservation practices through educational programs or public awareness campaigns.

Policy 11.13 A Wind Energy Conversion System (WECS), with the exception of a small WECS consisting of one structure designed to generate electricity primarily for the property owner's use, shall not be allowed within SW12.



ISL

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0 0.15 0.3 0.6 0.9 Km

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IDP Boundary
Town Boundary
Road Network
Hydrology
Well †
Oil and Gas Facility †
Pipeline †

† Locations and alignments of wells, facilities and pipelines are approximate.

ELK POINT

COUNTY OF ST. PAUL NO.19 / TOWN OF ELK POINT INTERMUNICIPAL DEVELOPMENT PLAN

MAP 3:
OIL AND GAS FACILITIES

12 INTERMUNICIPAL COLLABORATION FRAMEWORK POLICIES

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12.0 Intermunicipal Collaboration Framework Policies

An IDP ensures municipalities collaborate to, among other things, identify future land uses, and strategically locate future transportation and utility systems. IDPs are also required to address the coordination of intermunicipal physical, social and economic programs. Although the details relating to the provision of services are addressed in the Intermunicipal Collaboration Framework (ICF), this section addresses the sharing or division of service provision in general terms.

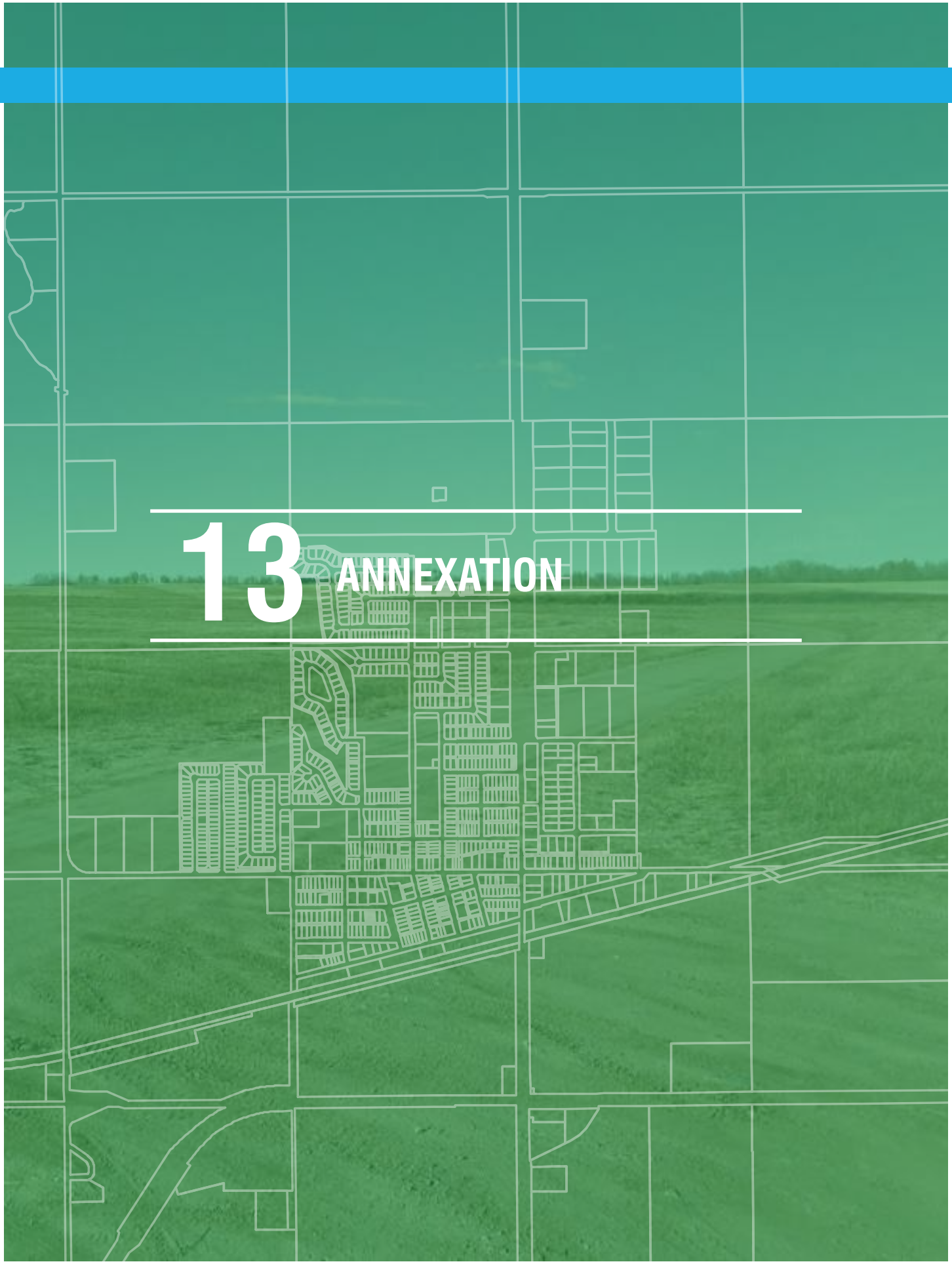
Policy 12.1 The County and Town support the continued use of intermunicipal agreements as means of delivering services in a co-operative manner to maximize available resources.

The County and Town currently share the following services, or have the following agreements:

- Eco-Centre Sub-Lease
- Quick Pick Waste Disposal
- Regional Allied Arts Society
- Regional Emergency Management Joint Servicing Agreement
- Joint Agreement on Regional Deputy Fire Chief
- Regional OH&S Joint Servicing
- St. Paul County Partnership
- Transfer Station Joint Site Use and Operations
- Water for Life Water Debenture Repayment
- Water for Life Water Supply
- Water for Life Water Treatment Plant

Policy 12.2 The County and Town may prepare agreements for:

- The acquisition and protection of natural areas
- The creation of joint development areas
- The development of recreation facilities
- The East Cemetery
- An Intermunicipal Subdivision and Development Appeal Board
- A transportation and utilities master plan



13 ANNEXATION

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13.0 Annexation

The annexation of land refers to the acquisition of land by an urban municipality from a rural municipality in order to accommodate future growth. This IDP, in accordance with Division 6 of the MGA, establishes a mutually agreed upon basis for annexation should it occur. The purpose of this section is to provide policies and directions for annexation to ensure that the transition from County to Town is a smooth process.

Policy 13.1 The Town will share growth and development information so that both municipalities are aware of the extent of any future annexation requirements.

Policy 13.2 The County and Town shall follow the annexation process as outlined in the MGA.

Policy 13.3 The Town shall not pursue annexation of any land it cannot economically and reasonably service through a logical extension of municipal water and wastewater systems.

Policy 13.4 The Town may put forward an annexation proposal or request. In the case of an annexation proposal by a landowner, the landowner shall simultaneously notify both municipalities in writing.

Policy 13.5 Where annexation is proposed by either municipality, affected landowners shall be notified prior to the general public.

Policy 13.6 Annexation applications are required to follow, identify, or provide the timing, size and location of an annexation area, and:

a. Legal parcel boundaries,
b. Conformity to applicable statutory plans,
c. A logical change of municipal boundaries,
d. A land use, transportation and servicing system plan,
e. Justifiable and mutually agreeable current and future growth rates,
f. The costs to accommodate transportation and servicing systems,
g. Landowner/developer requests,
h. A pattern of ownership to avoid fragmented development,
i. That a majority of the affected landowners agree to the annexation,
j. The minimization of the premature consumption of agricultural land,
k. Measures to mitigate the change in taxation levels, service provisions and continuation of existing, approved uses and development,
l. A financial analysis to identify the costs of annexation, and if annexation is viable for both municipalities, and
m. Any other matters that either Council considers necessary.

Policy 13.7 Prior to the notice being filed with the Municipal Government Board, the proposed annexation application shall be:

a. Reviewed with the Intermunicipal Council Committee, and

b. Referred to the County for comment.

Policy 13.8 Annexation may be supported by the County, when:

a. The subject location is designated Urban Residential, Urban Commercial or Urban Industrial, as shown on Map 2, or

b. The Town has a deficiency in its residential, commercial and industrial land supply, in accordance with the population and land supply analysis in Chapter 3,

   i. In order to provide ample time and ensure that land supply does not reach a critical level, an annexation application should be undertaken when the urban municipality's residential, commercial or industrial land supply is demonstrated to be less than 15 years.

Policy 13.9 Following annexation, this IDP and the MDP and LUB for the respective municipalities shall be amended to reflect the change in municipal boundaries; and any conditions contained in the annexation order.

14 PLAN ADMINISTRATION

14 PLAN ADMINISTRATION

14.0 Plan Administration

The administration of this IDP will require its adoption through a Public Hearing process, annual monitoring to identify future growth needs, possible amendments, and a review five years after adoption. Therefore, monitoring and forecasting population, land absorption, and subdivision and development activity will be an essential part of the long range planning process.

Plan Adoption

Policy 14.1 Each municipality will adopt the IDP by Bylaw following a joint Public Hearing held in accordance with the MGA. The Bylaw will state that municipalities only have jurisdiction over lands within their own boundaries.

a. The County's or Town's MDP, ASPs or LUBs shall be amended as required concurrently to implement the policies of or ensure consistency with the IDP.

Plan Monitoring

Policy 14.2 On an annual basis, the County and Town may monitor the following to identify future growth needs:

a. Population growth,

b. The number of subdivided residential, commercial and industrial lots,

c. The number of dwellings created through development permits,

d. The number of appeals, and the types of referrals,

e. The number and area of natural areas that are protected, and

f. The amount of lands preserved for agricultural purposes,

Plan Amendment

Policy 14.3 Either municipality, landowners or developers may initiate IDP amendments.

a. Landowners or developers shall propose the amendment to the municipality in which the subject land is located.

b. An amendment to the IDP has no effect unless adopted by both municipalities by Bylaw in accordance with the MGA.

c. Any disagreement respecting a proposed amendment will trigger the dispute resolution mechanism identified in Chapter 16 of this IDP.

Policy 14.4 An amendment to the IDP will be reviewed by the Intermunicipal Council Committee, which will prepare a recommendation report for consideration of each municipal Council.

Plan Review

Policy 14.5 The Town and County shall review the IDP every 5 years, or sooner if circumstances warrant, to ensure the policies of the IDP are working as intended.

a. The results of this review, and any amendments, shall be presented to the Intermunicipal Council Committee (ICC).

b. The ICC shall direct which amendments, if any, shall be made.

c. The ICC will prepare a recommendation report for consideration of each municipal Council.

Plan Report

Policy 14.6 The IDP may be repealed if being replaced by a new IDP.[2]

[2] IDPs are mandatory under the MGA, however the MGA requires that IDPs include procedures for repeal (631(2)(b)(ii)).

15 PLAN IMPLEMENTATION

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15.0 Plan Implementation

Intermunicipal Council Committee (ICC)

Policy 15.1 The municipalities shall establish an ICC to facilitate discussion on areas of mutual interest or concern. The ICC has no authority for formal decision-making.

a. The ICC consists of two Councillors and the Chief Administrative Officer, or designate, of each municipality,
b. Both municipalities are responsible for administration and coordination,
c. ICC responsibilities include:
   i. meeting as required to discuss issues of mutual interest,
   ii. monitoring progress and implementation of the IDP,
   iii. reporting on Policy 14.3 and 14.6,
   iv. reviewing potentially contentious applications proposed in the IDP area,
   v. reviewing proposed IDP amendments, and annexations,
   vi. overseeing future reviews and updates of the IDP; and
   vii. discussing potential joint municipality projects.

Appeals

Policy 15.2 Subdivision and development appeals shall be heard by the Subdivision and Development Appeal Board (SDAB) having jurisdiction, or an Intermunicipal SDAB if in place, except where the Municipal Government Board (MGB) has jurisdiction.

Referrals

Policy 15.3 Any application for rezoning, subdivision, or development permit, excluding farmstead separations, vacant first parcels, boundary adjustments, physical severances, public uses, or accessory buildings located within the boundaries of Map 2, shall be referred to the Town for comment.

a. The Town shall provide comments within 21 days.

Policy 15.4 Any statutory plan, statutory plan amendments and master plans prepared for lands within the boundaries of Map 2, or within the Town shall be referred to the other municipality for comment.

a. The responding municipality shall provide comments within 21 days.
b. Master plans shall be provided for information only and will not be subject to dispute resolution.

Policy 15.5 In cases where applications require adjacent landowner notification and a portion or all of those lands are located across a municipal boundary, the County and Town shall send notices to all adjacent landowners.

16 DISPUTE RESOLUTION

16 DISPUTE RESOLUTION

16.0 Dispute Resolution

Land use disputes between municipalities may occur from time to time. In an effort to resolve issues and avoid an appeal to the Municipal Government Board (MGB) the following local dispute resolution process shall be followed, as per s.690 of the MGA.

Policy 16.1 Either municipal Council may initiate the local dispute resolution process. A dispute may be initiated by a lack of agreement on an amendment to this IDP, or the proposed adoption or amendment of a statutory plan or LUB that has been given First Reading but believed to be inconsistent with this IDP.

a. The dispute resolution process shall not apply to matters under jurisdiction of the SDAB or ISDAB. Any other appeal shall be made to the appropriate approving authority or appeal board that deals with that issue.

Policy 16.2 The identification of a dispute, notification of the dispute to the other municipality, and the desire to proceed through the local dispute resolution process may occur at any time prior to Second Reading of the bylaw.

Policy 16.3 In the event the local dispute resolution process is initiated, the municipality having authority over the matter shall not give any further approval until the dispute has been resolved or a mediation process has been concluded.

Policy 16.4 Once either municipality has received written notice of a dispute, the resolution process must be initiated within 15 calendar days of the date the written notice was received.

a. Upon receipt of a notice of a dispute, the Chief Administrative Officers (CAO) of each municipality will meet in an attempt to resolve the issue.

b. In the event a resolution is not achieved within 30 days of the first meeting of the CAOs, either municipality may refer the dispute to the Intermunicipal Council Committee (ICC).

Policy 16.5 The ICC will convene to consider and attempt to resolve the dispute. In the event a resolution is not achieved within 30 days of the first meeting of the ICC, either municipality may refer the dispute to mediation. The mediation must occur as soon as possible after Second Reading of the bylaw.

Policy 16.6 The services of an independent mediator may be retained, and the costs of mediation shall be shared equally between the County and Town. The mediation process shall be concluded within 30 days of the first meeting with the mediator. The mediator shall present a written recommendation to both Councils.

Policy 16.7 In the event the mediation process is not pursued or does not resolve the dispute, the municipality may proceed to adopt the bylaw in accordance with the MGA, and the other municipality will have the right to appeal to the MGB, as per s.690 of the MGA.

ELK POINT
The Right Place To Be.

19 COUNTY ST. PAUL

ISL

July 2019