



*The Town of St. Paul
and County of St. Paul No.19*
INTER-MUNICIPAL DEVELOPMENT PLAN



Prepared for:
The Town of St. Paul and
County of St. Paul No.19

Prepared by:
Focus Corporation

020100157-110
December 2010

FOCUS



**The Town of St. Paul and
County of St. Paul No. 19**

Intermunicipal Development Plan

December 2010

Table of Contents

1 INTRODUCTION	3
1.1 Background	3
1.2 Governing Legislation	3
1.3 Purpose of this Plan	3
1.4 Public Consultation	4
1.5 Growth Expectations	4
1.6 Location	4
2 OVERALL GOAL AND OBJECTIVES	5
3 KEY ISSUES AND PRINCIPLES	7
4 THE INTERMUNICIPAL PLAN AREA	9
4.1 Existing Land Use and the Intermunicipal Development Plan Area	9
4.2 Future Land Use Areas	9
4.3 Annexation and Phasing	11
5 IDP POLICIES	12
5.1 General.....	12
5.2 Urban Reserve	13
5.3 Future Residential.....	13
5.4 Country Residential	15
5.5 Highway Commercial.....	16
5.6 Business Employment.....	17
5.7 Environmental Protection, Recreation and Open Space	18
5.8 Future Transportation Corridor	18
5.9 Servicing Infrastructure.....	19
6 PLAN ADMINISTRATION AND IMPLEMENTATION	21
6.1 Adoption Process.....	21
6.2 Annexation	21
6.3 Communication	22
6.4 Intermunicipal Committee	23
6.5 Dispute Resolution.....	23
6.6 Plan Amendments and Review.....	26
7 INTERPRETATION	28

Appendices

Appendix 1 – Location Plan

Appendix 2 – Intermunicipal Development Plan

1 INTRODUCTION

1.1 Background

The Intermunicipal Development Plan (IDP) was developed from a number of discussions, public input, and workshops. Its intent is to outline a cooperative future growth framework for the resolution of planning, economic development, servicing and transportation issues that are of joint interest between the Town of St. Paul and the County of St. Paul No.19. The Plan also establishes a framework for future annexations.

The Town of St. Paul (hereinafter referred to as the Town) and the County of St. Paul No.19 (hereinafter referred to as the County) are both active, growing municipalities and each has an impact on the other. The Plan reflects mutual agreements on growth areas for each municipality. This document outlines policies that apply to lands in the urban fringe and within the Town that are to be used as a framework for decision making in each municipality with input and cooperation of the other jurisdiction. Each municipality is responsible for decisions within their boundaries using the Plan policies and the procedures provided in the Plan.

This Intermunicipal Development Plan supersedes the former St. Paul Fringe Area Plan 2001.

1.2 Governing Legislation

This Intermunicipal Development Plan is a statutory planning document prepared in accordance with Section 631 of the Act, stating that:

"631(1) *Two or more councils, may, by each passing a bylaw... adopt an Intermunicipal Development plan to include those areas of land lying within the boundaries of the municipalities as they consider necessary".*

An Intermunicipal Development Plan, in accordance with the Municipal Government Act, may include almost anything that may be agreed to by the participants. The Act does require, as part of section 631, the following:

"631(2) *An Intermunicipal Development Plan (b) must include*

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

1.3 Purpose of this Plan

The purpose of the IDP is to establish a regional framework for attracting economic opportunities and managing land use in the plan area. The County and the Town want to improve opportunities to secure a robust and durable economic base, improve consistency in land development and enhance Intermunicipal efficiency and communication. Further, the

municipalities want to be “development ready” and future-oriented in their planning efforts and thus improve their services, cost efficiency and attractiveness to promote economic activity within the community.

1.4 Public Consultation

On September 7, 2010, the County of St. Paul No. 19 and the Town of St. Paul held a public open house to gather public input regarding the St. Paul Intermunicipal Development Plan. The public open house attracted over 70 stakeholders. At the open house, surveys were provided for stakeholders to provide feedback. A total of 53 surveys were completed, 49 by County residents and 4 by Town residents. Of those who responded, 23 said that they owned residential, commercial or industrial property within the plan area. Of those, 6 had plans for development in the near future. A number of comments were submitted by individuals who completed the surveys. Where applicable, these comments were addressed in the document.

1.5 Growth Expectations

Over the past ten years, the Town of St. Paul has experienced relatively consistent population growth of approximately 1.7% per year on average, growing from a population of 4,861 in 1996 to a population of 5,440 in 2007 (Alberta First, 2007).

The Town of St. Paul Growth Study 2007 concluded that a 2% average growth rate for the next 20 years was appropriate given the historical population growth and the potential growth of surrounding industry. Based on this 2% average growth rate, the Town of St. Paul can expect the population to grow from the current 5440 individuals to approximately 8000 by the year 2027; an increase of 2600 people.

Growth expectations will therefore directly influence future land use requirements within the urban fringe area. Future annexation of County land may be required with the expected growth of the Town. With annexation in mind, there is an additional requirement to review both the extent of future land use available and the Intermunicipal boundary area.

1.6 Location

The Town of St. Paul and the surrounding County lands are located in northeastern Alberta, approximately 200 km northeast of Edmonton. The geographical location of the IDP is depicted on the Location Plan (Appendix 1). The plan area consists of land that is currently within the boundaries of the County of St. Paul No.19 and covers the land directly adjacent to the Town of St Paul’s boundaries. The land includes approximately 1,700 hectares (4,200 acres) with the predominant land use being agricultural.

2 OVERALL GOAL AND OBJECTIVES

It is important to establish what is intended to be accomplished by this Plan. This allows decision makers to ensure the application of the policies of the Plan is consistent with the intent of the Plan. After a period of time it will be necessary to evaluate the Plan and perform a review of the goals and objectives to allow for the measurement of success. The final objectives for the Plan were the result of committee discussion, public input and council discussion.

The overall goal of this Plan is to:

"Encourage orderly and economical development in the designated fringe area that has regard to the needs of both the Town and the County".

The overall objectives of the Intermunicipal Development Plan are to:

- a) Maintain an effective Intermunicipal relationships between the Town and the County, ensuring good communication and coordination of land use, development and future growth.
- b) Develop and maintain mutually beneficial policies and relationships between the Town and the County for the effective coordination of land issues.
- c) Ensure all proposals that may affect land in the plan area within the Town or County are reciprocally referred.
- d) Facilitate and encourage Intermunicipal communication in planning matters.
- e) Continue to develop and maintain open lines of communication to resolve problems and take advantage of opportunities with mutual benefits.
- f) Develop an administrative structure which supports cooperation and coordination between the two municipalities.
- g) Reduce the potential for incompatible land uses impacting adversely on the adjacent municipality.
- h) Facilitate economic opportunities and ensure that developers have access to land for residential, commercial and industrial uses and associated growth.
- i) Accommodate urban growth and rural development in a manner which is mutually acceptable, logical and efficient.
- j) Avoid piecemeal expansion by encouraging well-structured economical and contiguous developments.

- k) Facilitate provisions for the direction of future growth and annexation to the Town by the regular development and review of the Intermunicipal Development Plan with the County.
- l) Identify future land uses in and around the fringe area of the Town and establish policies to guide decisions on their uses.
- m) Protect high quality agricultural land from inappropriate or premature development.
- n) Explore the possibilities for the provision of the Town's municipal servicing systems to County residents and businesses in the future.

3 KEY ISSUES AND PRINCIPLES

Key Issues:

After consultation with the public and meetings with the two municipal Councils, a number of key issues were identified. These issues are highlighted below and the remainder of the Plan aims to address these issues through a number of policies and implementation strategies.

Long Range Planning and Forecasting

With the current and expected growth rates, it is anticipated that the Town will require more land for development. The timing, size and location of future annexations are important and must be addressed in a proactive manner. Future annexations can have potential impacts on landowners of the subject land. Therefore, communication will be an essential part of the long range planning process.

Reverse Sensitivity through Conflicting Land Uses

Reverse sensitivity describes the effect that existing activities have on new development in an area. It usually results from the people involved in an activity that is newly established, complaining about the effects of existing activities in an area.

Business Employment activity can have the potential to adversely impact surrounding land uses, specifically residential areas. Appropriate location is therefore an important consideration when determining districts/zones, and furthermore, development applications in order to avoid reverse sensitivity conflicts. Business Employment activities are generally located in the northern areas of the Town. Though it may be best to cluster these types of activities together, a transition or buffering system may be required to avoid conflicts with existing residential and country residential landowners.

Serviced versus Un-serviced Land

The Town of St. Paul generally services developments only within its jurisdiction. However, there are some instances where developments outside the Town's boundaries are serviced by the Town's infrastructure. It is important to identify the type of development that should be provided with municipal services by the Town separately from those that should be independently and privately serviced. Specifically, there have been requests from some individual property owners in the County to connect to the Town's water supply system, primarily those in close proximity to the pipeline. This raises questions as to which properties in the County should be able to connect to such a service. Furthermore, the capacity of the Town's infrastructure system can influence the location of new developments both in the Town and in future growth areas within the County.

Sprawl Development

Steady growth in the region has put pressure on land available for development. The County has seen growth in country residential developments and the Town has seen growth in residential, commercial and business employment developments. The Town and the County

should work together in a proactive manner to plan for these developments so they are logical, comprehensive and efficient.

Principles:

The following principles will guide the Town and the County in their relations with respect to both the plan area and with any other activities or proposals that may have an impact on the adjoining municipality.

Communication

Communication is a key to a successful relationship. The municipalities should each keep the other informed about major developments or any issues that arise that may affect either the Town or the County.

Trust

Both municipalities require a sound level of trust in each other. There should be a 'no surprises' element in the actions that either municipality makes.

Cooperation and Collaboration

It is essential that the municipalities have a degree of cooperation. It is understandable that there may be differences of opinion; however the municipalities should be open to make adjustments in order to come to an agreement that satisfies both parties' interests, thereby working together to reach a common objective.

Coordination

The two municipalities must work together to ensure complementary growth. This will help alleviate piecemeal development and conflicting land uses.

Mutual Benefit

The Town and County quite often face similar issues. As the Town and County are so closely connected, it is important that they work interdependently with each other and with their communities in order to reach common objectives.

4 THE INTERMUNICIPAL PLAN AREA

4.1 Existing Land Use and the Intermunicipal Development Plan Area

The Location Plan (Appendix 1) identifies the regional location of the Intermunicipal Development Plan.

The Intermunicipal Development Plan (Appendix 2) identifies all portions of the County which will be included in the Intermunicipal Development Plan area and indicates the location of various existing and future land uses.

Both municipalities agree that the plan area is defined as the area in which cooperation and coordination of land uses around the Town of St. Paul occurs. The boundary identified in this Plan realistically and closely reflects the current and future needs of both the Town and County.

From the perspective of both municipalities, maintaining the integrity of the plan area is critical for the preservation of their long-term interests. In decision making, both municipalities need to proceed constructively, finding a balance when inputs differ.

Caution needs to be taken when considering proposals within the plan area as long term future expansion could result in reverse sensitivity issues between conflicting land uses.

4.2 Future Land Use Areas

Land use designations proposed for the plan area are described below.

Urban Reserve

The designation of *Urban Reserve* refers to those lands that are situated in close proximity to the Town of St. Paul, are currently in agricultural production and are expected to remain in agricultural production into the foreseeable future.

Medium Term Future Residential

The designation of *Medium Term Future Residential* refers to those lands that have been allocated for future multi-lot development of residential and related uses at urban densities. Medium term future residential lands must be serviced by municipally supplied piped water and sewage disposal systems, and therefore must be annexed to the Town of St. Paul. Medium term residential lands may include institutional and small-scale convenience commercial uses that are associated with residential communities and neighborhoods.

Long Term Future Residential

The designation of *Long Term Future Residential* refers to those lands that are not anticipated to be serviced or developed in the immediate future, but are likely to be the subject of the next stages of development progression. These areas are subject to the same principals as Medium Term Future Residential lands with the exception that although these lands are ultimately intended for urban residential development in the long term, they may be developed as country residential uses in the interim, as long as measures are taken to protect for the future ability to

densify to urban levels. These areas would require annexation to the Town in the future prior to urban level development and full servicing occurring.

Country Residential

The designation of *Country Residential* refers to those lands that are intended to be ultimately and permanently developed for rural residential purposes. These areas would not require future annexation and it is expected that they will obtain independent, private on site servicing and will not connect to the Town's municipal servicing infrastructure.

Medium Term Future Highway Commercial

The designation of *Medium Term Future Highway Commercial* refers to those lands adjacent to Highway 29 that are intended for the development of commercial uses providing service to the motoring public. Medium term future highway commercial developments would include uses such as service stations, roadside restaurants, cafes and motels and may also include commercially oriented light industrial uses that are consistent with surrounding uses. These lands are anticipated to be developed in the foreseeable future, and if municipal services are required, they would be provided by the Town in conjunction with the annexation of the lands.

Long Term Future Highway Commercial

The designation of *Long Term Future Highway Commercial* refers to those lands that are adjacent to Highway 29 and are suitable for commercial development, but are unlikely to be developed in the near future. These lands are subject to the same principals as, and must be pre-ceded by, the development of the Medium Term Highway Commercial lands.

Business Employment Reserve

The designation of *Business Employment Reserve* refers to those lands north of Garneau Lake and west of Highway 881. These areas are intended to encompass a broad range of industrial processes that may include the manufacturing, processing, warehousing and trans-shipment of goods. Industries may serve the agricultural economy, process natural resources, or produce goods for sale within and outside the region.

Environmental Protection, Recreation and Open Space

The designation of *Environmental Protection, Recreation and Open Space* refers to those lands identified as environmentally significant or areas that are currently occupied by, or intended for, recreational uses and park space and include the Trans Canada Trail.

Transportation Corridor

The designation of the *Transportation Corridor* refers to an area of land allocated for the movement of traffic within the fringe area of the Town of St. Paul. The future truck route connecting Highway 29 west of the Town to Highway 881 northbound is considered to be the most likely future primary transportation corridor. As well, future corridors for transportation or major utilities may become apparent with the advent of new development areas. These corridors should be identified and protected in conjunction with planning for new developments.

4.3 Annexation and Phasing

Phasing and annexation of the plan area for development will be determined in part by market forces. Such developments are often prompted by individual landowner decisions and cannot be easily predicted. Phasing and annexation will also be determined according to future infrastructure planning by the municipalities.

The timing and phasing of each annexation is important, especially for the owners of land within the County. For example, existing landowners may not like to see their land unnecessarily excluded from development in the future. It is therefore proposed that the Town shall require land for no greater than a 15-20 year growth forecast and any proposed developments within a future development area must show to be consistent with the future land uses shown on the Intermunicipal Development Plan (Appendix 2).

As conditions change, the IDP will require regular reviews and updates of the strategy to ensure that it continues to meet the needs of the region. This Plan outlines a review process in section 6.0 – Plan Administration and Implementation.

5 IDP POLICIES

5.1 General

This Plan will implement policies that will cover approximately 1700 hectares (4200 acres) of land in the plan area. General policies applying across the plan area are outlined in the following section. Subsequent sections provide detailed policies related to each land use designation.

Policy 5.1.1: The Intermunicipal Development Plan as shown in Appendix 2 shall indicate the boundaries within which the policies of this plan will apply.

Policy 5.1.2: All future land use, subdivision and development in the plan area shall comply with the policies of this IDP. The County's and Town's Municipal Development Plans shall also be consulted for additional applicable policies.

Policy 5.1.3: The County of St. Paul will safeguard the plan area as shown in the Intermunicipal Development Plan Map (Appendix 2) from developments which are or may become incompatible with future urban land uses and which otherwise may have a detrimental effect on the Town. These areas shall continue to be used predominantly for agricultural activities.

Policy 5.1.4: All new applications for subdivision and development shall be subject to any required amendments to the Town's and County's Land Use Bylaws as required by the policies of this IDP.

Policy 5.1.5: Existing land uses with valid development permits that exist as of the date of approval of this Plan may continue to operate in accordance with the provisions of the Land Use Bylaw and the Municipal Government Act.

Policy 5.1.6: Infrastructure such as transfer stations, treatment plants and airports shall require adequate buffers from incompatible uses. All Land Use Bylaw amendments, subdivisions, or development applications shall provide an appropriate distance separation or provisions for buffering acceptable to the approving officer and in compliance with applicable Provincial or Federal legislation.

Policy 5.1.7: Walkways, municipal roads, utility systems and land will be developed and managed to minimize impact on the ecological, aesthetic and recreational qualities of the area's lakes, wetlands and other significant natural areas.

Policy 5.1.8: On the basis of the policies of this plan, the existing "St. Paul Fringe Area Plan" will be repealed.

5.2 Urban Reserve

Protection of agricultural lands and encouragement of a diversity of agricultural activities is important for the County of St. Paul, both in the rural areas and in the urban fringe adjacent to the Town. In terms of agricultural production, the existing use in the fringe area is largely cropland with a few feeding operations.

The following nuisance factors traditionally associated with farming operations often result in conflicts between agricultural uses and urban areas:

- Noise from farm equipment;
- Odour from feeding operations;
- Odour from the spreading of manure;
- Potential environmental problems from agricultural runoff; and
- Dust from hauling or harvesting activities.

Both municipalities understand the positive impact of agriculture on their economies and wish also to support the farm community. Policies in this Plan are intended to affect only those uses that have a very negative impact on lifestyles and property values while allowing most agricultural practices to continue unaffected. Notwithstanding the policies contained in this plan, all agricultural operations within the IDP plan area must comply with the Agricultural Operation Practices Act and the Natural Resources Conservation Board Approval Policy.

Policy 5.2.1: Farming, including both large-scale and small-scale intensive horticulture activities, shall be permitted and shall be the predominant use in the areas designated Urban Reserve on the Intermunicipal Development Plan (Appendix 2).

Policy 5.2.2: Intensive livestock farming activities shall be discouraged in all areas within the Intermunicipal Development Plan boundary.

Policy 5.2.3: Confined feeding operations and manure storage facilities shall not be permitted within the Intermunicipal Plan boundary, in accordance with the provisions of the County's Municipal Development Plan.

Policy 5.2.4: Subdivision is permitted within the Urban Reserve area up to a maximum of 8 hectares (20 acres) for every quarter section in accordance with the provisions of the County's Municipal Development Plan and Land Use Bylaw and relevant Provincial statutes.

5.3 Future Residential

It is expected that both the Town and the County of St. Paul will continue to experience population growth. It is important that the Town and the County work together in a proactive manner to formulate the best solutions for managing this growth.

Appendix 2 shows areas of land east and south of the Town designated for Medium Term and Long Term Future Residential. These areas are considered to be prime areas for residential

development. It is anticipated that lands within the Medium Term Future Residential area designations will be developed in the not-too-distant future, whereas lands within the Long Term Future Residential areas are identified for possible future development in the longer term.

Municipally serviced residential lots at urban densities are the ultimate form of development envisioned for all future residential areas.

The Medium and Long Term Future Residential land use designations are summarized below:

- Medium Term Future Residential - Intended for municipally serviced residential development at urban densities to be developed in the foreseeable future.
- Long Term Future Residential – Intended for municipally serviced residential development at urban densities anticipated for development in the long term future.

Designation	Timeline	Ultimate Form	Jurisdiction	Servicing
Medium Term Future Residential	Short to medium term	Urban	County of St. Paul until annexed Town of St. Paul	Municipal
Long Term Future Residential	Long term	Urban	County of St. Paul until annexed Town of St. Paul	Municipal

Policy 5.3.1: In order to prevent reverse sensitivity and other land use conflicts amongst differing land uses, residential development shall be directed and encouraged on those lands identified as Medium Term Future Residential or Long Term Future Residential on the Intermunicipal Development Plan Map (Appendix 2).

Policy 5.3.2: Future Residential areas may not be developed as multi lot residential subdivisions until annexed to the Town of St. Paul

Policy 5.3.3: Vehicular access points to provincial highways shall be limited through the use of joint access points, service roads, and internal subdivision roads.

Policy 5.3.4: Each new lot within the Future Residential areas must have an adequate building site available in terms of size, geotechnical stability, distance from proposed residential lot lines and distance from water bodies.

Policy 5.3.5: New developments within the Future Residential areas shall not adversely affect existing surrounding land uses and potential future uses.

Policy 5.3.6: New developments within the Future Residential areas shall comply with both County of St. Paul and Town of St. Paul Engineering Design Standards.

5.4 Country Residential

Country Residential development continues to be a popular alternative to living in an urban environment. Country Residential, as an interim activity, is considered to be compatible with the ultimate development of urban density, as outlined within Section 5.3 of this Plan.

The Intermunicipal Development Plan (Appendix 2) shows the areas of land west of the Town to be country residential. These lands are anticipated to remain as country residential into the foreseeable future.

The country residential land use designation is summarized below:

- Lands designated as country residential are intended for residential development at rural densities with on-site or communal services and are expected to be developed in the short, medium or long term.

Designation	Timeline	Form	Jurisdiction	Servicing
Country Residential	Short, medium or long term	Rural	County of St. Paul	On-site or communal

Policy 5.4.1: Country residential development may occur on those lands identified as Country Residential on the Intermunicipal Development Plan (Appendix 2).

Policy 5.4.2: Country residential development must be self sufficient for all services including potable water supply, storm water management and sanitary sewage disposal. Disposal methods must comply with the County's Engineering Standards and Alberta Provincial Regulations.

Policy 5.4.3: Vehicular access points to provincial highways shall be limited through use of joint access points, service roads, and internal subdivision roads.

Policy 5.4.4: Each new country residential development lot must have an adequate building site available in terms of size, geotechnical stability, distance from proposed residential lot lines and distance from water bodies.

Policy 5.4.5: New country residential developments shall not adversely affect existing surrounding land uses and potential future uses.

Policy 5.4.6: The County may request the preparation of additional documents or plans for any new multi-lot country residential subdivision development. Details of these requirements shall be determined with each new development proposal.

5.5 Highway Commercial

The County and Town of St. Paul are in agreement that major commercial areas shall continue to develop predominantly along Highway 29, in both easterly and westerly directions. As traffic volumes and area populations increase it is assumed that the demand for highway commercial land will also increase. As such, the proposed locations for future commercial developments are considered to be a continuation of existing commercial concentrations and trends.

There are two designations for highway commercial development within the IDP area: Medium Term Future Highway Commercial; and Long Term Future Highway Commercial. Medium Term Future Highway Commercial refers to those lands that will require full urban services and are expected to be annexed and developed in the foreseeable future. Long Term Future Highway Commercial depicts those lands that would be suitable for future highway commercial development in the future, but are not immanently developable in the short or medium term.

All future highway commercial areas are located at the entrance to the Town, thereby making site design and aesthetics a priority. Therefore, both the Town and the County will work together with developers to ensure a high standard of aesthetics are maintained adjacent to the Highway.

Policy 5.5.1: Commercial development shall be limited to those areas identified as Medium Term Future Highway Commercial and Long Term Future Highway Commercial on the Intermunicipal Development Plan map (Appendix 2).

Policy 5.5.2: Multi-parcel subdivisions and development shall not be permitted within future highway commercial areas except in accordance with an approved Area Structure Plan.

Policy 5.5.3: Unless otherwise agreed to, any future highway commercial developments requiring municipal infrastructure services from the Town shall be subject to annexation by the Town.

Policy 5.5.4: All highway commercial development shall maintain a high aesthetic standard in design and construction. A common standard for screening, landscaping, fencing, and color shall be developed and applied by both municipalities.

Policy 5.5.5: Development of all future highway commercial areas shall be allowed only after the following factors have been considered by the approving authority:

- I. Highway access to the development and the impact of the development on through traffic;*
- II. The utilization of service roads;*
- III. Site and building design and aesthetics;*
- IV. Compatibility with adjacent uses;*
- V. Compliance with Alberta Infrastructure's regulations and requirements; and*
- VI. Any other factors that either the Town or County Council deems necessary.*

5.6 Business Employment

As the population and the economy of the IDP area both continue to grow, so too will the demand for business employment development land. Business employment refers to land where future development may include the manufacturing, processing, warehousing, and trans-shipment of goods as well as development which directly services industrial uses.

There are many considerations associated with development of business employment opportunities including servicing and transportation infrastructure, long term future municipal growth directions, possible or potential land use conflicts and necessary mitigation, as well as the desire to enhance and sustain the municipal tax base.

With the increase in demand for business employment land, an area designated as Future Business Employment has been identified within the north portion of the IDP area as shown on Appendix 2. This area is an extension of an existing business employment area within the Town of St. Paul and will allow for future business employment developments in the form of light and medium industrial and business uses to be located or relocated to areas suitable for this type of activity.

Policy 5.6.1: Business employment uses shall be allowed only in those areas designated as Future Business Employment in the Intermunicipal Development Plan map (Appendix 2).

Policy 5.6.2: The Town of St. Paul and the County of St. Paul shall prevent the establishment of non-compatible activities on surrounding land uses in the vicinity of the Future Business Employment lands.

Policy 5.6.3: Multi-parcel subdivision and development shall not be permitted on lands designated as Future Business Employment (Appendix 2), except in accordance with an approved Area Structure Plan.

Policy 5.6.4: Any Future Business Employment developments requiring municipal infrastructure services from the Town shall be subject to annexation by the Town.

Policy 5.6.5: The approving authority shall consider the following factors before making a decision on any business employment development proposal:

- I. The suitability of the location to the nature and type of industry;*
- II. The protection of the St. Paul Airport;*
- III. The need for municipal piped water supply and sewage disposal services;*
- IV. The need for storm water management systems;*
- V. Access to an adequate transportation system;*
- VI. The effect on surrounding land uses;*
- VII. The environmental impact on nearby residences and the Town;*
- VIII. Provisions proposed for buffering of the development; and*
- IX. Any other information the Town or the County consider necessary.*

5.7 Environmental Protection, Recreation and Open Space

The region contains many lakes that are highly valued for a variety of functions. They are visually appealing as open space, convenient attractions for trails and wildlife movement corridors, instruments of storm water management and home to a diversity of plants and animals. These many uses sometimes conflict with one another and must be evaluated on the principles of long term sustainability.

Development applications in or near areas of environmental significance which, in the opinion of the Town or the County, may affect the environmental integrity of the landscape, will have a requirement for a Biophysical Assessment and, if necessary, an Environmental Impact Assessment. This will include review of storm water management, erosion mitigation, protection of downstream water quality, preservation of wetlands and protection of rare flora and fauna.

Policy 5.7.1: Land suitable for Environmental Reserve (ER) in accordance with the provisions of the Municipal Government Act may be identified at the Area Structure Plan and/or subdivision application stage and may be dedicated as an Environmental Reserve parcel, an Environmental Reserve easement or as a conservation easement.

Policy 5.7.2: Through their respective Land Use Bylaws, the Town and the County shall ensure that appropriate development setbacks from water bodies and watercourses are maintained and enforced.

Policy 5.7.3: The Town of St. Paul and the County of St. Paul shall recognize and enhance the wide diversity of recreation opportunities and seek to identify future sharing opportunities.

Policy 5.7.4: The Town of St. Paul and the County of St. Paul shall assist in the integration of the abandoned Canada National Railway land with the existing Trans Canada Trail to provide an extensive trail system for the region.

5.8 Future Transportation Corridor

The continued development and maintenance of a safe and efficient transportation network is critical to the well being of the area residents and is important for land use planning. One of the main concerns identified in consultation with the public and councils was the need for an alternative truck and dangerous goods route, primarily for larger transport vehicles. It is anticipated that an alternative truck route will relieve traffic pressure through the Town and will generate a safer environment for residents. The proposed Transportation Corridor will be located along Township Road 582 to the north of the Town of St. Paul, as shown on the Intermunicipal Development Plan map (Appendix 2). Annexation to the Town of the transportation corridor lands or upgrading of the roadway is not currently contemplated. The Town and County have will review this issue in five years (2016) in order to give time to further research the issue.

Policy 5.8.1: The Town of St. Paul and County of St. Paul shall provide and maintain a strategic and efficient transportation network.

Policy 5.8.2: The Town of St. Paul and County of St. Paul shall work collaboratively with Alberta Infrastructure to investigate developing an alternate route for heavy trucks and other vehicles.

Policy 5.8.3: The Town of St. Paul and County of St. Paul shall review the consideration of a truck route by 2016 to allow time for further research.

Policy 5.8.4: The Town of St. Paul and County of St. Paul shall facilitate a safe and efficient integrated road system within the plan area that provides connections to the highway and County road system.

Policy 5.8.5: The Town of St. Paul and the County of St. Paul shall recognize the importance of the future transportation corridor, both for the possible future truck route and for possible future developments and shall take whatever steps are necessary to ensure its integrity is maintained.

5.9 Servicing Infrastructure

Infrastructure refers to the systems necessary for the provision of potable water, the conveyance of sanitary sewerage, the management and conveyance of rain water and the improvements necessary for vehicular and pedestrian circulation, as well as natural gas, power, and communications. There is a differentiation of delivery of primary services such as water, sanitary and storm water between rural and urban areas. Generally, lands within the Town's municipal boundaries are fully serviced by a municipally operated system while those in the rural areas are serviced individually on-site or through localized or communal systems. This servicing approach is anticipated to continue and, therefore, lands proposed for annexation to the Town will require full servicing infrastructure connecting to the Town's municipal system. However, the Town and the County have agreed that opportunities may arise in the future where the provision of Town owned utility services to County property owners may be beneficial to both Municipalities. They have therefore mutually agreed that these opportunities may be explored in the future and decisions for servicing reviewed further.

Policy 5.9.1: Future servicing requirements shall be monitored by the Town in order to ensure that an efficient and adequate infrastructure system is available to the community.

Policy 5.9.2: The County of St. Paul and Town of St. Paul shall work together to protect the Trans Canada Trail from future development influences as identified on the Intermunicipal Development Plan map (Appendix 2).

Policy 5.9.3: In the interest of ensuring coordinated development and the proper and environmentally sound provision of servicing, future growth areas will be required to provide for future connection to the Town's utility systems, except where alternative means of servicing would not have negative impacts on the health and safety of residents.

Policy 5.9.4: No development outside of the Town's boundaries shall be permitted to connect to Town's sewer and water systems until such a time as the land is annexed.

Policy 5.9.5: Notwithstanding Policy 5.9.4 above, the County of St. Paul and the Town of St. Paul may explore possibilities for mutually acceptable provision of the Town's servicing system to County property owners within the IDP plan area.

6 PLAN ADMINISTRATION AND IMPLEMENTATION

Successful implementation of this Plan requires a clear understanding of its administration. This will depend upon the applications of the principles herein: communication, trust, cooperation and collaboration, coordination and mutual benefit. The purpose of this section is to establish the methods by which this Plan is to be implemented.

6.1 Adoption Process

Implementation of the IDP contemplates various amendments to the Town's and the County's Land Use Bylaws and statutory plans.

Policy 6.1.1: The Intermunicipal Development Plan shall be adopted by Town of St. Paul and County of St. Paul in accordance with the Municipal Government Act.

Policy 6.1.2: The Town's adopting bylaw will specify that although the Town of St. Paul adopts the policies and objectives of the Plan, it has no legal jurisdiction over lands in the plan area which are outside the boundaries of the Town.

Policy 6.1.3: Any amendments to statutory plans or the Land Use Bylaws of either municipality required to implement the policies of this IDP should occur simultaneously with the adoption of this Plan.

6.2 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 Plan establishes a mutually agreed-upon basis for the Town's annexation of land within the County's jurisdiction. The Intermunicipal Development Plan outlines areas for potential growth of the Town (Appendix 2). The purpose of this Plan is to provide policies and directions for annexation to ensure that the transition from rural to urban is a smooth process.

Policy 6.2.1: The Town of St. Paul and County of St. Paul shall follow the annexation process as outlined in the Municipal Government Act.

Policy 6.2.2: Through the provisions of the Intermunicipal Development Plan, Town of St. Paul and County of St. Paul agree to protect those lands identified for long term annexation from land use and developments that might interfere and conflict with future urbanization.

Policy 6.2.3: The Town of St. Paul and County of St. Paul shall ensure annexation of land is undertaken in an agreed-upon, clear, and consistent manner when the need for additional developable lands presents itself.

Policy 6.2.4: In determining the timing, size and location of an annexation area, the following will be considered:

- I. Justifiable and mutually agreeable current and future growth rates – no greater than 15-20 years;*
- II. Availability and cost of servicing;*
- III. Adequacy of transportation systems to accommodate new development;*
- IV. Pattern of ownership to avoid fragmented development;*
- V. Minimization of the premature consumption of agricultural land;*
- VI. Consistency with local plans;*
- VII. Local support;*
- VIII. Logical extension of land uses and services; and*
- IX. Any other matters that either Council considers necessary.*

Policy 6.2.5: Information related to the growth and development of the Town of St. Paul will be shared so that both municipalities are aware of the extent of any future annexation requirements.

Policy 6.2.6: Lands indicated as Annexation Area – Stage 1 on the Intermunicipal Development Plan Map (Appendix 2) shall be the first stage of lands to be annexed to the Town of St. Paul.

6.3 Communication

Open communication between municipalities and the clear definition of procedural requirements will be critical to the successful implementation of this Plan. This process begins with the exchange of information at the beginning stages of development. In order to ensure proper communication and coordination is maintained, all plans and development applications related to the plan area shall be circulated between both municipalities.

Policy 6.3.1: The Town of St. Paul and the County of St. Paul will circulate between the two Councils the following for comment:

- A proposed Municipal Development Plan;*
- Municipal Development Plan amendments;*
- Proposed Area Structure Plans within the Intermunicipal plan area;*
- Amendments to Area Structure Plans mentioned above;*
- A proposed Land Use Bylaw and amendments to a Land Use Bylaw;*
- Land Use Bylaw amendments (rezoning applications) within the Intermunicipal plan area;*
- Any discretionary use in the Intermunicipal plan area in the County;*
- Any discretionary permit that applies to land adjacent to the Intermunicipal boundary in the Town; and*
- Any other decision that would have an effect on the other municipality, including issues related to other bylaws or municipal issues;*

Where no response is received within 21 calendar days, it will be assumed there are no objections to the proposal.

Policy 6.3.2: Applications and issues may arise on lands affecting the Intermunicipal Development Plan area that could affect both the County of St. Paul and Town of St. Paul. These applications should be circulated for comment. Where no response is received within 21 calendar days, it will be assumed there are no objections to the proposal.

Policy 6.3.3: Where the County of St. Paul or the Town of St. Paul, in response to the circulation of a referral, requests the opportunity for further consultation, a maximum of 30 additional days shall be provided to allow for such further review to be undertaken. The initiating municipality shall not proceed with approval of the application until this opportunity to further review of the application has been completed.

Policy 6.3.4: If the issue(s) can not be resolved, the Dispute Resolution process outlined in Section 6.5 of this Plan shall be followed.

6.4 Intermunicipal Committee

The purpose of the formation of an Intermunicipal Committee is to foster cooperation between the two municipalities. It serves as a mechanism for formal communication between the two municipalities at the political level to address issues of common concern.

Policy 6.4.1: The composition of the Intermunicipal Committee shall be identified by agreement of both municipalities and shall include representatives of Council and/or Administration. The Intermunicipal Committee shall include two members of Council and the CAO from each municipality. The agreement shall also include matters of committee procedures, record keeping and reporting.

Policy 6.4.2: The Intermunicipal Committee has the following functions:

- I. To monitor the ongoing implementation and effectiveness of the IDP;*
- II. To review and comment on applications to amend the IDP and refer recommendations to both municipalities;*
- III. To participate in the dispute resolution process as identified in this Plan*
- IV. To be involved in the preparation process of all Area Structure Plans and subsequent amendments within the Intermunicipal boundary;*
- V. To review referrals respecting applications for planning bylaws, Area Structure Plans, conceptual schemes, subdivision and development applications for the purpose of assisting Administration or Councils; and*
- VI. To undertake such other matters as they are referred to it by the Councils party to the IDP.*

Policy 6.4.3: The Intermunicipal Committee shall meet from time to time as required to carry out its function as specified in this Plan. The Committee shall meet at least annually at a mutually agreeable time to evaluate the effectiveness of the IDP.

6.5 Dispute Resolution

The dispute resolution process is outlined below, and relates directly to Division 11, Part 17 of the Municipal Government Act. The emphasis of the dispute resolution process is mediation at

the municipal level prior to an appeal to the Municipal Government Board. This process is based on an assumption that the IDP parties may have significant differences of opinion and that third party assistance is necessary to help resolve the disputes.

A principle of dispute resolution is consideration of the rights of landowners who may be the object of an Intermunicipal dispute. Therefore, throughout the various processes and procedures outlined, it is important that all parties engaged to resolve Intermunicipal disputes are mindful of and respect the rights of the private interests involved.

The intent of the process is to maximize opportunities for discussion and review in an effort to resolve areas of disagreement early in the approval process and to minimize delays in the approval process as much as possible.

Dispute Resolution Process

In order for this proposed dispute resolution process to work properly, it is important to ensure that the administrative and political components of the process are clearly separated. The dispute resolution process has been outlined into five successive stages as follows:

Stage 1: Departmental Staff Review and Discussion

The initiating municipality shall circulate the proposed plan or application to the responding municipality. Staff of the responding municipality will undertake a technical review of the proposal and provide comments to the initiating municipality. Issues of concern, if any, are identified in writing to the other municipality. The responding municipality has up to 14 calendar days to respond to the initiating municipality. Every attempt will be made to discuss the issue with the intent of arriving at a mutually agreeable solution.

Stage 2: Managerial Review

If an issue cannot be resolved at the staff level, it will be referred to the Town and County managers for their discussion and review. In order to facilitate review at the managerial level, the initiating municipality will provide the responding municipality with complete information concerning the disputed matter. The responding municipality will undertake an evaluation of the matter and provide comments to the initiating municipality within 7 calendar days.

The County and the Town managers will determine whether or not the proposal can be resolved without being referred to the Intermunicipal Committee.

Stage 3: Intermunicipal Committee Review

In the event that agreement cannot be reached between senior staff of both municipalities, the issue shall be referred to the Intermunicipal Committee for review and decision.

In the event that a matter is referred to the Intermunicipal Committee, a meeting will be scheduled within 21 calendar days and the administrations of the County and the Town will present their positions on the matter to the Committee.

After considering the matter, the Intermunicipal Committee may:

- a) Provide suggestions to both administrations on how to resolve the disputed matter;
- b) Agree on a position to be presented to both Councils for their consideration; or
- c) Conclude that they cannot reach a resolution of the disputed matter.

The Intermunicipal Committee may use a facilitator to assist the members to reach a consensus on the disputed matter.

The initiating municipality shall not proceed with approval of the application until both municipalities or the Intermunicipal Committee, where convened, has had the opportunities to reasonably review the application and the issues that were raised.

If a resolution of the dispute cannot be determined, the matter will be referred to the Town and County Councils for mediation.

Stage 4: Mediation

Assuming that agreement cannot be reached at the Committee level, a mediation process would be employed as a means of resolving the matter within 21 calendar days.

Prior to the initiation of the mediation process, the municipalities shall:

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

Note: There may be opportunity for the municipalities to request assistance from the Minister of Municipal Affairs under the provisions of the Municipal Government Act in accordance with the terms of the mediation process.

If agreed to by both Councils, municipal administration may be used as a resource during the mediation process.

All discussions and information related to the mediation process will be held in confidence until the conclusion of the mediation process.

At the conclusion of the mediation process, the mediator will submit a report to both of the Councils for consideration. The mediator's report and recommendations will not be binding on the municipalities and will be subject to the approval of the Councils.

If the Councils agree to the recommendations in the mediation report, then the initiating municipality will take the appropriate actions to address the disputed matter.

If no mediated agreement can be reached or if a mediated agreement is not approved by both Councils, then the appeal process may be initiated.

Stage 5: Appeal Process

In the event that the mediation process fails, the initiating municipality may give second and third reading to a bylaw to implement the proposal (i.e., a land use bylaw amendment, development permit, an Area Structure Plan or an Area Structure Plan amendment).

If the initiating municipality passes a bylaw to implement the proposal, then the responding municipality may appeal that action to the Municipal Government Board under the provisions of Section 690 of the Municipal Government Act.

The responding municipality must file a notice of appeal with the Municipal Government Board and give a copy of the notice of appeal to the initiating municipality within 30 calendar days of the passage of the disputed bylaw.

Policy 6.5.1: "Dispute" shall mean a disagreement by one municipality with the decision or proposed decision of the other municipality with respect to:

- I. A proposed Municipal Development Plan;*
- II. Municipal Development Plan amendments;*
- III. Proposed Area Structure Plans within the Intermunicipal plan area;*
- IV. Amendments to Area Structure Plans mentioned above;*
- V. A proposed Land Use Bylaw and amendments to a Land Use Bylaw;*
- VI. Land Use Bylaw amendments (rezoning) within the Intermunicipal plan area;*
- VII. Any discretionary use in the Intermunicipal plan area in the County;*
- VIII. Any discretionary permit that applies to land adjacent to the Intermunicipal Plan boundary in the Town; and*
- IX. Any other decision that would have an effect on the other municipality, including issues related to other bylaws or municipal issues.*

Policy 6.5.2: If a dispute arises, the Dispute Resolution Process outlined in Section 6.5 of this Plan shall be followed.

6.6 Plan Amendments and Review

While the IDP is meant to be a long range planning document, it is intended that regular monitoring, review and periodic amendments will be required for policies in the IDP in order that they remain current with changing trends and growth within the region. The IDP outlines a process for amendment of this document when it is in the mutual interests of the County and the Town to do so.

Policy 6.6.1: This Plan should be formally reviewed once every three years in order to confirm or amend any particular policies within the document by an independent consultant as mutually agreed to by both parties.

Policy 6.6.2: The Intermunicipal Committee shall meet at least once a year to review issues of mutual concern. If an amendment to the Plan is warranted then, this should proceed before the formal three year review.

Policy 6.6.3: Either the Town of St. Paul or the County of St. Paul may initiate an amendment to this Plan.

Policy 6.6.4: Any amendment to this Plan must receive the agreement of both municipalities following a joint Public Hearing held in accordance with the Municipal Government Act. Any disagreement respecting a proposed amendment would trigger the dispute resolution process.

Policy 6.6.5: The Intermunicipal Plan may be terminated either:

- I. Following three months notice being given by one Council to the other that it intends to withdraw its adopting bylaw; or*
- II. Upon the mutual agreement of the two Councils to withdraw their adopting bylaws.*

7 INTERPRETATION

Agreement – means written notification from a municipality indicating support for a statutory plan, concept plan or land use bylaw that has been referred to it for comment.

Approving Authority – is the agency, board, group or other designated individual or authority which has been charged with review and approval of plans and applications for development and/or subdivisions or with the interpretation and application of this Plan.

Area Structure Plan – means a plan adopted by Council as an Area Structure Plan Bylaw pursuant to the Municipal Government Act, that provides a framework for future subdivisions and development of an area.

Farming – refers to the production of agricultural goods through the growing of plants and the raising of domesticated animals.

Goal – means an idealized end towards which planned action is directed, and which provides an indication of what is to be achieved.

Highway – is a main road or thoroughfare intended to provide for high speed travel between towns and which is under the jurisdiction of the Province of Alberta.

Intermunicipal Development Plan – means a plan adopted by two or more municipal councils.

Intensive Horticulture – means a system characterized by the high inputs of capital, labour, or heavy usage of technologies such as pesticides and chemical fertilizers relative to land area for the commercial production of plants (fruits, vegetables, grains).

Intensive Livestock Farming – means a system of farming to maintain a high stocking rate of livestock with the aim to produce the maximum output from the land available.

Land Use Bylaw – means the bylaw that divides the municipality into land use districts and establishes procedures for processing and deciding upon development applications. It sets out rules that affect how each parcel of land in the municipality can be used and developed and includes a zoning map.

Multi-lot Country Residential Subdivision – means more than four (4) country residential lots within an original quarter section.

Municipal Development Plan – means a plan adopted by Council as a municipal development plan pursuant to the Municipal Government Act.

Municipal Infrastructure – means all physical improvements that are required to provide roads, boulevards and walkways, sanitary sewers, storm sewers, water services, and parks.

Municipal Reserve – means land provided as part of a subdivision by the developer, without compensation, for park and school purposes in accordance with the provisions of the Municipal Government Act.

Significant Natural Area -means an area of unique scenic, historic, geologic or ecological value and of sufficient size and character so as to allow its maintenance in a natural condition by the operation of physical and biological processes, usually without direct human intervention.

Objective – means broad statements that are used as the basis for policies.

Open Space –means passive and structured leisure and recreation areas that enhance the aesthetic quality and conserve the environment of the community. Urban and rural open space includes parks, recreation and tourism nodes, as well as natural areas.

Policy – means a statement identifying a specific course of action for achieving objectives.

Reverse Sensitivity - describes the effect that existing land uses may have on proposed development occurring in an area. It usually results from the people involved in an activity that is newly established, complaining about the effects of existing activities in an area. The term applies to situations where incompatible land uses are sited next to each other, resulting in conflict between property users.

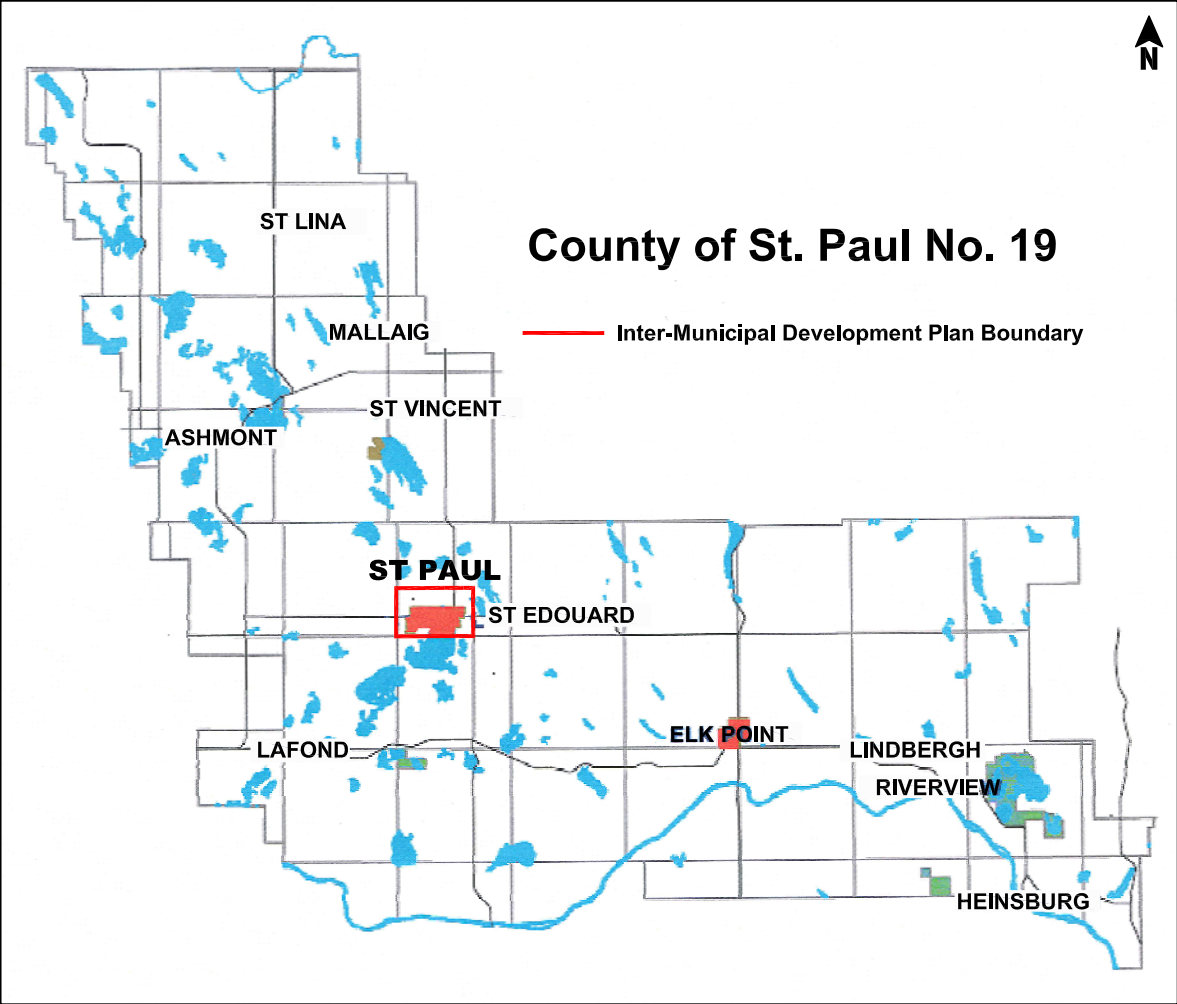
Shall –is a term used to state something that must occur.

Should –is a term used to state something that ought to occur.

Statutory Document – is a document adopted by municipal bylaw under the authority of The Municipal Government Act.

Transportation Network – means the system of transportation uses (i.e. public transit, rail, air, pedestrian, etc.) that are interconnected.

Appendix 1 – Location Plan



Appendix 2 – Intermunicipal Development Plan

