

Beaver County and Village of Holden Intermunicipal Development Plan



Beaver County Bylaw XX-XXX
Village of Holden Bylaw XX-XXX

October 2019 - DRAFT



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A. INTRODUCTION

A.1.1 PURPOSE OF THE 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 neighbours. The IDP and ICF reflect mutual agreements on growth and shared services between two or more municipalities.

This IDP, adopted by bylaw, identifies a 50-year development strategy between the Village of Holden and Beaver County. An IDP is a collaborative plan that is intended to address the long-term growth and development of lands that are of joint interest to the municipalities, in a coordinated fashion, and to promote regional partnerships. Matters of interest include land use, transportation, servicing, future growth, economic development, environmental matters, and intermunicipal programs.

The ICF, to which this IDP will be appended, will be created by a separate bylaw, in accordance with Section 708.3(1) of the MGA.

A.1.2 ENABLING LEGISLATION

This IDP has been prepared in accordance with Section 631(2) of the MGA, which states that an IDP:

- must address:
 - the future land use within the area,
 - the manner of and the proposals for future development in the area,
 - the provision of transportation systems for the area, either generally or specifically,
 - the co-ordination of intermunicipal programs relating to the physical, social and economic development of the area,
 - environmental matters within the area, either generally or specifically, and
 - any other matter related to the physical, social or economic development of the area that the councils consider necessary; and
- must include:
 - a procedure to be used to resolve or attempt to resolve any conflict between the municipalities that have adopted the plan,
 - a procedure to be used, by one or more municipalities, to amend or repeal the plan; and
 - provisions relating to the administration of the plan.

This IDP also meets the requirements of the Provincial Land Use Policies to encourage cooperative approaches to managing growth and development:

“To foster cooperation and coordination between neighbouring municipalities and between municipalities and provincial departments and other jurisdictions in addressing planning issues and in implementing plans and strategies”.

A.1.3 MUNICIPAL HISTORY AND CONTEXT

Beaver County was originally incorporated as the Municipal District (MD) of Ryley No. 480 on February 1, 1943 through the amalgamation of:

- a part of the MD of Iron Creek No. 455;
- a part of the MD of Parkland No. 456;
- a part of the MD of Patricia No. 485;
- a part of the MD of Beaver Lake No. 486; and
- the MD of Cornhill No. 487.¹

¹ Source: Alberta Municipal Affairs, Municipal Boundary Document Search (2019)

Shortly after the amalgamation, the MD of Ryley No. 480 changed its name to the MD of Beaver No. 480 on March 31, 1943.² Two years later, the Province of Alberta renumbered the MD of Beaver No. 480 to the MD of Beaver No. 73 on April 1, 1945.³

On January 1, 1958, the MD of Beaver No. 73 became a county, incorporating under the name of the County of Beaver No. 9.⁴ Its name was changed to Beaver County on July 1, 1999.⁵

Today, Beaver County is 36 km (22 mi) southeast of the City of Edmonton⁶ bisected by approximate 105 km (65 mi) segments of the Canadian National (CN) mainline and Highway 14 (Poundmaker Trail). It has an area of 3,544 km² (1,368 mi²), surrounds four urban municipalities – the towns of Tofield and Viking and the villages of Holden and Ryley – and has jurisdiction over two small hamlets – Bruce and Kinsella.⁷ Beaver County recorded a population of 5,905 in 2016 Census of Canada.⁸ Table 1 presents the full population history of Beaver County since its incorporation, derived from both federal and municipal censuses.

Table 1: Beaver County Population History

Year	Federal Census ⁹				Municipal Census ¹⁰		
	Original Population	Adjusted Population ¹¹	Percentage Change	Avg. Annual Growth Rate	Population	Percentage Change	Avg. Annual Growth Rate
1941	8,912						
1951	7,202						
1956	6,883						
1961	6,476						
1966	6,009						
1971	5,238						
1976	4,946	4,922			4,865	—	—
1979					4,950	1.7%	0.6%
1981	5,347	5,350	—	—			
1986	5,400	5,399	1.0%	0.2%			
1991	5,430		0.6%	0.1%			
1996	5,659		4.2%	0.8%			
2001	5,644		-0.3%	-0.1%			
2006	5,676		0.6%	0.1%			
2009					5,630	13.7%	0.4%
2011	5,689		0.2%	0.0%			
2016	5,905		3.8%	0.7%			

² Ibid

³ Ibid

⁴ Ibid

⁵ Ibid

⁶ Source: Google Earth (2019, measured from Edmonton's municipal boundary at the intersection of Highways 14 and 216)

⁷ Source: Alberta Municipal Affairs, Municipal Profiles (2019)

⁸ Source: Statistics Canada (2016)

⁹ Source: Statistics Canada (1941-2016)

¹⁰ Source: Alberta Municipal Affairs, Population Lists (1960-2018)

¹¹ Population adjustments due to municipal boundary changes occurring between federal censuses.

Holden is located 82 km (51 mi) southeast of the City of Edmonton¹² along the CN mainline and at the intersection of Highways 14 and 855. Holden was incorporated as a village on April 14, 1909.¹³ After a withdrawal of land in 1938, the Village of Holden has annexed additional lands from Beaver County on at least five occasions including in 1947, 1957, 1960, 1976, and 1978.¹⁴ Today, the Village of Holden has jurisdiction over 1.7 km² (0.7 mi²) of land¹⁵ and recorded a population of 350 in 2016.¹⁶ Table 2 presents the full population history of the Village of Holden since its incorporation, derived from both federal and municipal censuses.

Table 2: Village of Holden Population History, 1911-2016

Year	Federal Census ¹⁷				Municipal Census ¹⁸		
	Original Population	Adjusted Population ¹⁹	Percentage Change	Avg. Annual Growth Rate	Population	Percentage Change	Avg. Annual Growth Rate
1911	111						
1916	140		—	—			
1921	192		37.1%	6.5%			
1926	214		11.5%	2.2%			
1931	230		7.5%	1.5%			
1936	273		18.7%	3.5%			
1941	361		32.2%	5.7%			
1946	382		5.8%	1.1%			
1951	504		31.9%	5.7%			
1956	544		7.9%	1.5%			
1960					557	—	
1961	556		2.2%	0.4%	546	-2.0%	-2.0%
1964					532	-2.6%	-0.9%
1966	503		-9.5%	-2.0%			
1971	448		-10.9%	-2.3%			
1976	393	408	-12.3%	-2.6%	388	-27.1%	-2.6%
1981	430		9.4%	1.8%			
1986	411		-4.4%	-0.9%			
1991	411		0.0%	0.0%			
1996	397		-3.4%	-0.7%			
2001	374		-5.8%	-1.2%			
2006	398		6.4%	1.3%			
2010					396	2.1%	0.1%
2011	381		-4.3%	-0.9%			
2016	350		-8.1%	-1.7%			

¹² Source: Google Earth (2019, measured from Edmonton's municipal boundary at the intersection of Highways 14 and 216)

¹³ Source: Alberta Municipal Affairs, Municipal Boundary Document Search (2019)

¹⁴ Ibid

¹⁵ Source: Alberta Municipal Affairs, Municipal Profiles (2019)

¹⁶ Source: Statistics Canada (2016)

¹⁷ Source: Statistics Canada (1911-2016)

¹⁸ Source: Alberta Municipal Affairs, Population Lists (1960-2018)

¹⁹ Population adjustments due to municipal boundary changes occurring between federal censuses.



A.1.4 PLAN HISTORY AND CONTEXT

Beaver County (the “County”) and the Village of Holden (the “Village”) adopted their original IDP in 2008. No amendments to the IDP were considered during the lifespan of the original IDP. In 2017, extensive amendments to the MGA came into force. Among these amendments were requirements for neighbouring municipalities to enter into mandatory ICFs and IDPs. The content requirements of IDPs were also expanded so that they also address transportation matters, intermunicipal programs, and environmental matters. In response to the MGA amendments, the County and the Village initiated its first formal update to the IDP in 2018 (the “Project”), coinciding with preparation of their new mandatory ICF.

In this Project, the County and the Village agreed to undertake the process for preparing and adopting, by bylaw, an updated IDP that will address the principles, policies and considerations outlined in this document. The County and the Village recognize that both municipalities are equals and have the right to accommodate growth and development. The County and the Village adopted the original IDP to establish a framework for managing growth for both municipalities. In addition to meeting all requirements of the recently amended MGA, the intent of this updated IDP is to build on the established land use patterns and continue efforts to promote development of employment areas, residential neighbourhoods, major institutions and public recreation and open space in a flexible, orderly and sustainable manner.

The County and the Village will, through this IDP, coordinate development opportunities in the short-term and long-term to ensure that landowners and the Beaver Region²⁰ capitalize on economic development opportunities including accommodating demand for housing supply. This strategy is aimed at preserving economic development opportunities around major transportation corridors, such as Highways 14 and 855.

The updated IDP responds to the Village’s desire to maintain a 20-year land supply within its municipal boundaries, and identifies a 50-year land supply requirement in the IDP area. This strategy underscores mutual acknowledgement of both the County Council and the Village Council that there are opportunities for both municipalities to provide areas of future development, local services, housing, and employment.

The IDP, associated ICF, and any various cost sharing agreements together form the basis of cooperative effort between the County and the Village to work together to serve the needs of their communities. Nothing contained within this IDP is intended to nor shall be interpreted as fettering either council’s discretion.

A.1.5 PLAN CONSISTENCY

The IDP is consistent with the municipal development plans (MDPs) adopted by the County and the Village. In accordance with section 638(1) of the MGA, should a conflict or inconsistency occur in relation to the development of the land identified within the IDP area and an MDP, area structure plan (ASP) or area redevelopment plan (ARP), the IDP is the superseding bylaw to the extent of the conflict or inconsistency.

A.1.6 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” are directive, encouraging a strongly preferred action in a policy. The term “may” is discretionary 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 per the MGA, the MDPs adopted by the County and the Village, and the land use bylaws (LUBs) adopted by the County and the Village, unless otherwise defined in this IDP.

²⁰ The Beaver Region is defined as the sum of Beaver County and the four urban municipalities that it surrounds – the towns of Tofield and Viking and the villages of Holden and Ryley.

A.1.7 LIST OF ACRONYMS

The following is a list of acronyms introduced and used within the IDP.

AAGR	average annual growth rate
ARP	area redevelopment plan
ASP	area structure plan
AT	Alberta Transportation
CAO	chief administrative officer
CFO	confined feeding operation
CN	Canadian National
H14RWSC	Highway 14 Regional Water Services Commission
ICF	intermunicipal collaboration framework
IDP	intermunicipal development plan
IMC	Intermunicipal Committee
ISDAB	Intermunicipal Subdivision and Development Appeal Board
LUB	land use bylaw
MD	municipal district
MDP	municipal development plan
MGA	Municipal Government Act
MGB	Municipal Government Board
MR	municipal reserve



B. POLICY FRAMEWORK

B.1.1 PLAN OBJECTIVES

Based on a review of background and technical information and input from the Intermunicipal Committee (IMC), objectives for the IDP were developed. The objectives are to:

1. Identify a Short-Term Growth Area adjacent to the Village that will be protected for the future short-term growth needs of the Village as and when required;
2. Identify the Long-Term Growth Area, which applies to lands that will be protected for the long-term growth of the Village, while ensuring appropriate uses may be developed in advance of future annexation;
3. Identify the County Development Area, which applies to lands in close proximity to the Village that are not identified for ultimate Village expansion, and that can be developed for either serviced or unserved rural uses;
4. Develop land use policies to provide for and support economic development that will benefit the two municipalities economically and socially;
5. Develop a plan for the provision of utility corridors to provide for future growth and development of the IDP area, and to ensure oil and gas development and pipelines do not inhibit or restrict the future development of the Beaver Region;
6. Coordinate effective transportation systems and protection of required land for future road and trail network developments;
7. Develop land use policies to ensure that future sites for schools and recreation areas are protected;
8. Identify and protect physical features and environmentally sensitive areas;
9. Ensure effective referral mechanisms and dispute resolution mechanisms; and
10. Provide processes for the administration and implementation of the IDP.

B.1.2 FUTURE GROWTH PROJECTIONS

In consideration of the population growth projections published in the Beaver County Intermunicipal Development Plan Updates Discussion Paper, May 2019 (the “Discussion Paper”), the County and the Village opted to select a low scenario²¹ featuring application of an average annual growth rate (AAGR) of 0.3% for both municipalities over a 50-year horizon ending in 2068. The outcome of these projections for the County and the Village are presented in Table 3 on the following page.

Under the low scenario, an AAGR of 0.3% in relation to the unabsorbed lands within the Village presented in the Discussion Paper yields no residential, commercial, or industrial land requirements by the 50-year horizon of 2068. However, in recognition that urban municipalities sometimes require annexation to overcome landowners within their current boundaries that are not motivated to participate in development, a short-term growth area will be identified in this IDP to accommodate 20 to 50 years of growth.

²¹ Population projections were developed for Beaver County and each urban municipality for which an IDP is prepared (Holden, Ryley, Tofield, and Viking). Each municipality selected which of a low, medium, or high growth scenario would be applied for their municipality. Beaver County selected a low growth scenario for use in each IDP except for a medium growth scenario for use with the Tofield IDP as more growth is anticipated in the western portion of Beaver County.

Table 3: IDP Population Growth Projections, 2016-2068

Year	Year Count	Beaver County	Village of Holden
2016	-2	5,905	350
2017	-1	5,923	351
2018	0	5,940	352
2023	5	6,030	357
2028	10	6,121	363
2033	15	6,213	368
2038	20	6,307	374
2043	25	6,402	379
2048	30	6,499	385
2053	35	6,597	391
2058	40	6,697	397
2063	45	6,798	403
2068	50	6,900	409

B.1.3 PLAN AREA

The County and the Village agree that establishing a plan area is important to support future growth and development that is mutually beneficial to both municipalities. The policies direct strategic coordination of land use, transportation and services to maintain a 20-year land supply within the Village, while accommodating growth in the IDP area over the next 50 years to meet the objectives of this plan.

The IDP area consists of 682 ha (1,686 ac) of land. As shown in [Map 1: Plan Area and Growth Directions](#), the IDP area consists of:

- a Short-Term Growth Area adjacent to the Village boundary that is identified primarily for future urban residential development and in which applications and information are circulated between the two municipalities;
- a Long-Term Growth Area identified for ultimate long-term growth by the Village and in which applications and information are circulated between the two municipalities; and
- a County Development Area that provides opportunities to maintain rural development areas in which agricultural, rural commercial/industrial, and country/recreational residential opportunities may be pursued.

The land uses within the IDP direct future urban residential development in the Short-Term Growth Area north of the Village on a portion of SW 23 and recreational residential development in the County Development Area further to the north on a portion of NW 23. Parks and Open Space is also identified north of the Village on portions of SW/NW 23 and east of the Village on portions of NW 13. Commercial is identified on a portion of SW 14 along Highway 14 on either side of Range Road 161B, while the vast majority of the balance of the IDP area is designated for agricultural uses as illustrated in [Map 2 – Future Land Use Concept](#).



B.1.4 SHORT-TERM GROWTH AREA

Although the low population growth scenario selected by the County and the Village does not yield any land requirements in the Village over the next 20 years, it is recognized that landowners within the Village may not be motivated to participate in development even when growth pressures are being experienced. Therefore, a Short-Term Growth Area has been identified for lands north and adjacent to the current municipal boundaries of the Village on SW 23 to accommodate between 20 and 50 years of potential growth. The Short-Term Growth Area provides for a logical extension of primarily future urban residential development and identifies where it is anticipated the Village will focus future urban growth and pursue annexation if necessary in the short-term. In this area, protecting the development of lands for future urban uses is a priority.

B.1.5 LONG-TERM GROWTH AREA

Although the low population growth scenario selected by the County and the Village does not yield any land requirements in the Village over the next 50 years, just over five quarter sections are designated as Long-Term Growth Area. Identification of these lands is intended to protect future Long-Term Growth Areas for the ultimate growth of the Village beyond 50 years or if actual growth exceeds the selected low scenario, while still permitting compatible development to occur in coordination with the County.

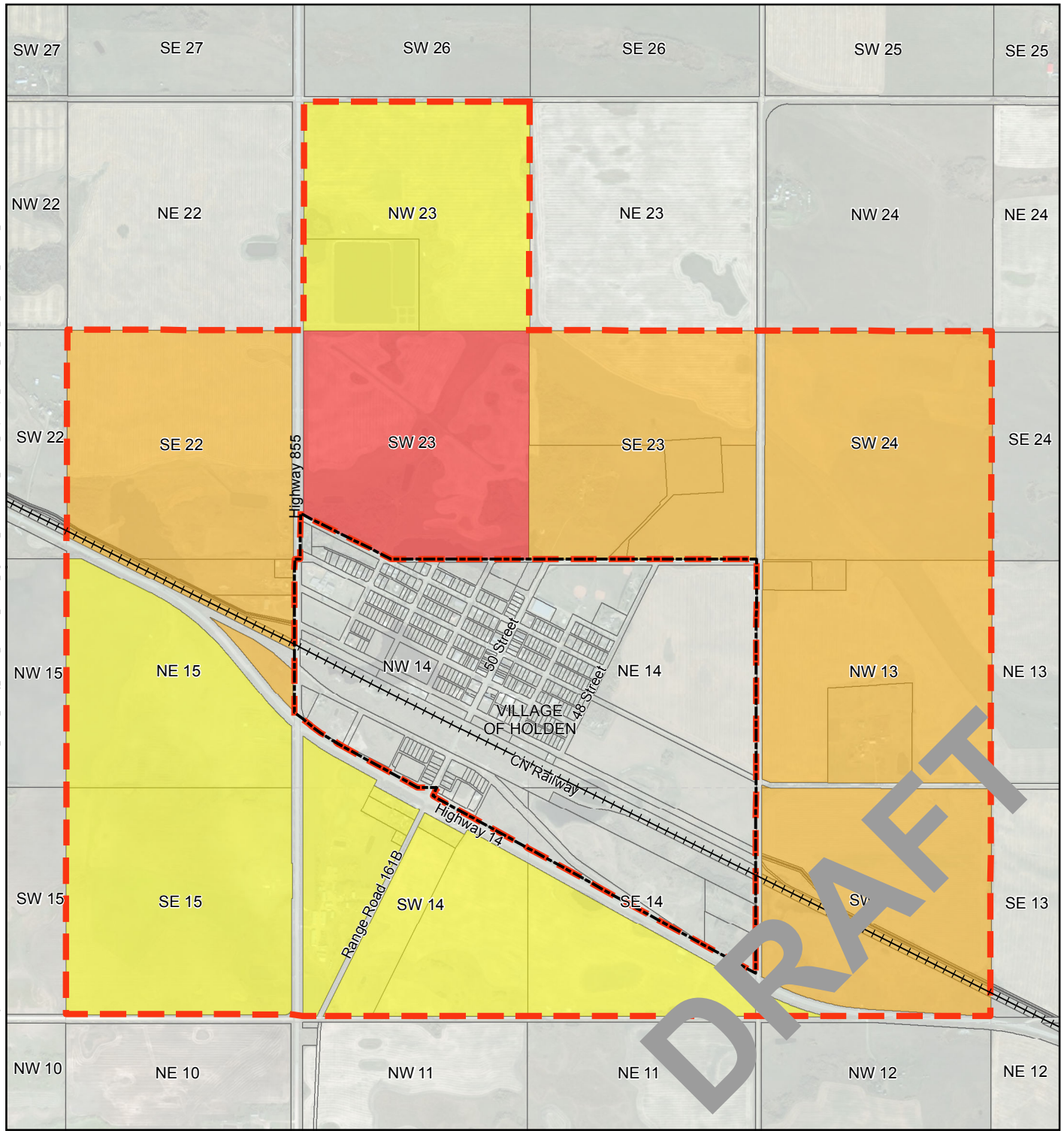
B.1.6 COUNTY DEVELOPMENT AREA

Within the IDP, over four quarter sections are designated as County Development Area, which are intended for the continued development of rural purposes as either serviced or unserved developments that will operate unencumbered. The County Development Area policies are intended to minimize the potential conflicts between the pre-existing uses and future development within the IDP area.

B.1.7 JOINT DEVELOPMENT AREA

At this time, the County and the Village have not designated lands for a Joint Development Area. If opportunities arise in the future, the County and the Village may pursue opportunities for future industrial and commercial development to occur in close proximity to the Village, but without the subject lands being annexed by the Village. Joint Development Areas may be used to facilitate development in the IDP area that is cooperative and coordinated between the County and the Village, and offers both municipalities a share of the associated revenues and costs.

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 Coordinate System: NAD 1983 3TM 114



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



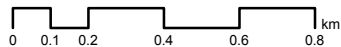
- Village
- IDP Boundary
- Parcel

- Short-Term Growth Area
- Long-Term Growth Area
- County Development Area



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VILLAGE OF HOLDEN / BEAVER COUNTY: INTERMUNICIPAL DEVELOPMENT PLAN

MAP 1: PLAN AREA AND GROWTH DIRECTIONS

C. LAND USE POLICIES

C.1.1 AGRICULTURE

The IDP area designates 509 ha (1,257 ac) of land as Agriculture. Protection of agricultural lands and encouragement of a diversity of agricultural activities is important for the County and the Village. Where possible, prime agricultural land located within the IDP area shall be protected, and the premature development of existing agricultural land should be avoided.

1. Lands within the IDP area have been identified as County Development Area as depicted in **Map 1: Plan Area and Growth Directions**. These lands are not identified for future village expansion, and can be developed as either serviced or unserviced developments to accommodate primarily agricultural and/or recreation uses.
2. Existing agricultural operations shall be allowed to continue unencumbered. Where the Village annexes agricultural lands, the Village will support the continuation of existing agricultural uses, until such time as the land is converted to an urban use.
3. Unless otherwise provided in this Plan, the County's MDP and LUB shall apply regarding the use and development of agricultural land.
4. Development should be encouraged to expand in areas that would minimize the removal of higher quality agricultural land, regionally significant resources, and environmentally sensitive areas within the IDP area, to avoid premature development of existing agricultural land. Land should continue to be used for agricultural purposes until the land is required for other purposes.
5. The development of new Confined Feeding Operations (CFOs) shall not be supported within the IDP area. New or expanded CFOs requiring registration or approvals and manure storage facilities requiring authorization under the Agricultural Operations Practices Act shall not be allowed within the County Development Area.
6. Farmstead subdivisions will be permitted within the Short-Term Growth Area pursuant to the County's MDP. An ASP may be required for any multi-lot subdivisions in the Short-Term Growth Area.
7. A multi-lot subdivision shall be considered to be any subdivision that will create four or more lots on a quarter section.
8. When a subdivision application triggers the dedication of municipal reserve (MR), the balance of the MR may be deferred, through the registration of a deferred reserve caveat, to ensure that the MR is available for use by the Village following annexation for future parks and open space development.

C.1.2 RESIDENTIAL DEVELOPMENT

The IDP designates 64 ha (159 ac) of land for residential development – 42 ha (104 ac) as Urban Residential and 22 ha (55 ac) as Recreational Residential. Existing residential uses will remain in the long-term. It is assumed that some additional residential development will occur over the next 50 years and beyond, subject to statutory plans, policies, and regulations in effect at the time, both within the County and within the Village via future annexation.

1. The Short-Term Growth Area identified in **Map 1: Plan Area and Growth Directions** is designated as Urban Residential in **Map 2: Future Land Use Concept**. This will be the primary location for urban residential expansion and serve as the priority area for future annexation by the Village.
2. The County can accommodate multi-lot rural residential development that is recreational in nature within the IDP area on those lands identified as Recreational Residential on **Map 2: Future Land Use Concept**, subject to the requirements of this IDP and the County's MDP.
3. The planning process in the Short-Term Growth Area will be a cooperative effort between the County and the Village. Developers will be required to work with the County and the Village planning departments to ensure that any proposed development is compatible with the future growth patterns of the Village.
4. The County agrees that all development within the Short-Term Growth Area will be planned to minimize the impact on the growth of the Village.



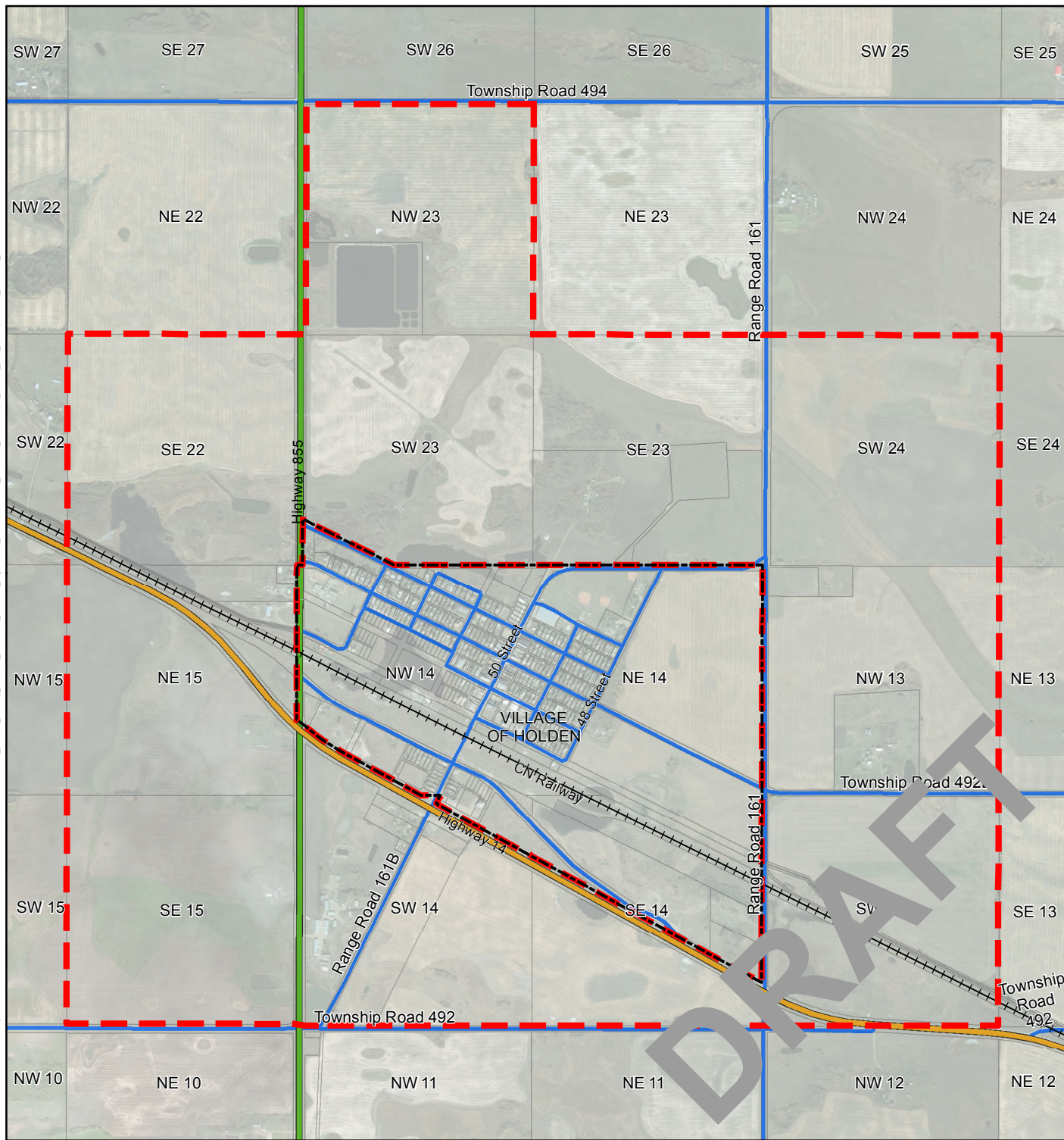
5. In considering subdivision and development permit applications in the Long-Term Growth Area, the County Subdivision and Development Authority will ensure the proposed development is compatible with the adjacent existing and planned uses within the Village and Short-Term Growth Area. In considering subdivision and development permit applications in the County Development Area, the County Subdivision and Development Authority will ensure the proposed development is compatible with the adjacent existing and planned uses within the Long-Term Growth Area.
6. All country residential subdivision applications shall meet the intent of the County's MDP and LUB, and provide assessments, such as groundwater supply assessment, a geotechnical assessment indicating the suitability of the subject lands to accommodate sanitary systems, a stormwater management plan, and/or a biophysical/wetland assessment, if necessary.
7. An ASP or outline plan may be required for any new multi-lot country residential subdivision proposed within the IDP area.
8. Future country residential development should be developed in cluster form to minimize fragmentation of higher quality agricultural lands.
9. In considering all subdivision and development proposals, the County Subdivision and Development Authority will ensure the proposed subdivision and/or development conforms to the intent of the **Map 2: Future Land Use Concept** and the land use policies contained herein.
10. The Urban Residential area identified in **Map 2: Future Land Use Concept** shall be used predominantly for this purpose over the short-term. Agricultural, recreation, parks and open space, commercial, public utility, and industrial uses may also be present in accordance with a more detailed land use concept within an ASP or outline plan. Unless otherwise agreed to in writing between the County and the Village, the Development Authority, when reviewing a subdivision and development within the Short-Term Growth Area that proposes development intensification greater than a first parcel out subdivision and/or a farmstead separation, must consider including conditions designed to be compatible with the development regulations and intent of the equivalent or nearest intended district within the Village's LUB, as amended.

C.1.3 INDUSTRIAL AND COMMERCIAL DEVELOPMENT

The IDP area designates 2.7 ha (6.8 ac) of land to accommodate existing commercial development. In terms of industrial development, no new areas are identified for future industrial growth at this time, but as the local population and economy grows over the next 50 years and beyond, demands for more industrial and commercial land may emerge. Both the County and the Village recognize the important role industrial and commercial development have in supporting the local and regional economy. Current estimates of commercial and industrial land requirements indicate that there is no need for additional lands outside of the Village's current land supply in the 50-year horizon. However, future industrial and commercial development may be provided in the future for the lands adjacent to or with easy access to major highways and the CN mainline, which represent a logical extension of existing industrial and commercial development within the Village boundary.

1. In addition to the existing commercial lands designated on **Map 2: Future Land Use Concept**, future industrial and commercial areas shall be identified on the basis of local site conditions and be located adjacent to provincial highways or existing municipal roadways as identified in **Map 3: Transportation Network**.
2. If not already discretionary in the County's Agricultural District, all industrial and commercial subdivision applications shall meet the location and technical requirements of the County's MDP and LUB prior to being rezoned to the applicable land use district if required.
Industrial and commercial development may be serviced by municipal water or wastewater subject to Policy E.1.1.
3. Industrial and commercial development shall maintain a high aesthetic standard in design and construction for developments located along highways, major roads, and the interface with the Village and adjacent to any residential development.

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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

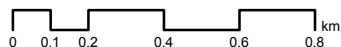


- Village
- IDP Boundary
- Parcel

- Provincial Highway, 1-216 Series
- Provincial Highway, 500-986 Series
- Municipal Roadway
- Railway



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VILLAGE OF HOLDEN / BEAVER COUNTY: INTERMUNICIPAL DEVELOPMENT PLAN

MAP 3: TRANSPORTATION NETWORK

4. A landscaped or treed buffer and/or fencing shall be provided along the boundaries of industrial and commercial lots that are located adjacent to existing and planned future residential uses. All future development shall ensure that relevant LUB setbacks are maintained between industrial/commercial uses and existing and planned future residential uses.

C.1.4 NATURAL ENVIRONMENT AND OPEN SPACE

The IDP area designates 50 ha (123 ac) of land as parks and open space, which may function as future parks and trails. These areas not only provide amenity areas and destinations for local residents and visitors, but also provide a habitat to a diversity of plants and animal species and may serve an essential stormwater management function.

1. At the time of subdivision, the County or the Village may acquire environmentally significant areas, critical natural linkages, wildlife corridors, and buffer zones in the IDP area through the application of reserves, in accordance with the MGA.
2. During the subdivision approval process, a strip of land dedicated as environmental reserve, not less than 6.0 m in width, shall be provided adjacent to the bed and shore of any body of water.
3. The County and the Village shall explore the development of trail networks in the IDP area that connect between the Village and external features and key points of interest.
4. MR dedication shall be provided in accordance with the MGA. Lands dedicated as MR may be used for the development of future parks and trail networks.
5. The County and the Village should collaborate and coordinate with partners, including landowners, developers and other stakeholders, such as provincial government departments and non-profit organizations, to encourage the restoration or enhancement of natural areas.
6. When a subdivision application triggers the dedication of MR, the balance of the MR shall be deferred if applicable, through the registration of a deferred reserve caveat to ensure that the MR is available for use by the Village following annexation for future parks and open space development.



D. TRANSPORTATION SYSTEMS

The IDP area contains an existing network of provincial highways – by series administered by Alberta Transportation (AT) – and municipal roadways that allow access to and from existing and proposed development in the County and the Village. Provincial highways facilitate a significant amount of long distance or inter-regional travel and are the responsibility of AT. These include Highways 14 and 855, which are classified as major and minor two-lane highways respectively by AT. Municipal roadways include all roads that are the responsibility of either the County or the Village.

1. The County and the Village acknowledge that future development within the IDP area is dependent on access to provincial highways or municipal roadways, and the County and the Village agree to work together to ensure the corridors for these facilities are protected.
2. The municipalities shall provide each other with advance notice of proposed major transportation infrastructure projects or initiatives to facilitate collaboration and coordinated planning.
3. The County and the Village will work together to ensure a safe and efficient transportation network is developed and maintained to service the residents and businesses within the IDP area.
4. The County and the Village will also cooperate on the development of all future transportation master plans.
5. The County and the Village should support the efficient use of transportation infrastructure by directing new development to locate along or connect to existing transportation facilities identified in [Map 3: Transportation Network](#).
6. Future subdivision and development proposals adjacent to provincial highways and/or municipal roadways shall provide adequate setbacks for future road right-of-way for widening and/or upgrades, to the satisfaction of Alberta Transportation and/or the Development Authority.
7. As a condition of development approval in the Short-Term Growth Area, all internal local roadways shall be developed to Village standards.

E. UTILITIES

Utility servicing includes providing potable water, the conveyance of wastewater, the management and conveyance of stormwater and the provision of shallow utilities including natural gas, power and communications. A majority of the IDP area is unserved with respect to water and wastewater or served to rural standards for the other utilities.

E.1.1 WATER AND WASTEWATER POLICIES

1. The County and the Village acknowledge that future development within the IDP area is dependent on access to water and wastewater services, and the County and the Village agree to work together to ensure the corridors for pipes for water and wastewater services are protected where required.
2. If requested by the developer, the County agrees to provide new commercial, industrial, multi-lot residential or multi-unit residential developments in the Short-Term Growth Area the option to connect to water and wastewater services to the same standards as the Village and connected to the Village's systems.
3. The County and Village agree that all development requesting wastewater services within the Short-Term Growth Area will be permitted to connect to the Village's wastewater system based on conditions of a joint servicing memorandum of agreement, and subject to the joint servicing memorandum of agreement being executed.
4. For developments located within the Short-Term Growth Area or Long-Term Growth Area requiring or proposed to require water and wastewater services from the Village and/or Highway 14 Regional Water Services Commission (H14RWSC), the County will submit the relevant portions of the development agreement, including full details on the water and wastewater servicing standards and anticipated volumes, for review and approval by the Village and/or H14RWSC prior to the County finalizing its review and issuing its approval.
5. The County agrees that all multi-lot subdivisions within the Short-Term Growth Area may be serviced with water and wastewater services from the Village.
6. No development of a school, hospital, food establishment or residential use shall be allowed within 300 metres of a wastewater treatment plant (lagoon).

E.1.2 STORMWATER MANAGEMENT POLICIES

1. The County and the Village should collaborate to undertake drainage and stormwater management studies for the IDP area, in order to ensure that future development does not further impact stormwater management issues within the Village.
2. The municipalities shall share information respecting relevant and known stormwater issues.
3. Best practices, such as low impact development, should be considered for the implementation of stormwater management in all new developments.
4. New developments, including both urban and rural development, shall be designed so that adjacent lands are not negatively impacted by altered drainage patterns or stormwater run-off.



E.1.3 OIL AND GAS INFRASTRUCTURE

1. The County and the Village acknowledge that the oil and gas industry has played an integral part in the development of the region. The County and the Village will work with the oil and gas industry to ensure that the orderly development of the IDP area is not unduly restricted by the development of oil and gas infrastructure, including pipelines, as conceptually illustrated in [Map 2: Future Land Use Concept](#).

E.1.4 WASTE MANAGEMENT

1. The County and the Village and shall ensure that all subdivision and development proposed within 450 m of the working area of an operating landfill, or 300 m of the disposal area of an operating or non-operating landfill shall comply with the provisions and setbacks of the Subdivision and Development Regulation.

F. INTERMUNICIPAL PROGRAMS

An IDP enables municipalities to collaborate on, among other things, identification of future land uses and location of future transportation and utility systems. IDPs are also required to address coordination of physical, social, and economic intermunicipal programs. Although the details relating to the provision of services are addressed in the ICF, the following policies address the sharing or division of service provision in general:

1. The municipalities have agreed to work together to promote and support economic development that is good for both municipalities. Land use policies will be developed that will support and encourage a cooperative effort in support of economic development.
2. The County and the Village may identify Joint Development Areas, as required, to provide an opportunity for future industrial and commercial development to occur in close proximity to the Village, but without the subject lands being annexed by the Village. Future Joint Development Areas may be used to facilitate development in the IDP area that is cooperative and coordinated between the County and the Village and offers both municipalities a share of the associated revenues and costs.
3. The County and the Village support the continued use of intermunicipal agreements identified in the ICF as a means of delivering social services in a cooperative manner to maximize available resources.



G. PLAN ADOPTION, AMENDMENT, REVIEW AND REPEAL

G.1.1 PLAN ADOPTION

1. The IDP shall be adopted by bylaw by the County and the Village in accordance with the MGA.
2. The Village's adopting bylaw will specify that although the Village adopts the policies and objectives of the IDP, the Village has no legal jurisdiction for lands in the IDP area as these lands are outside of the boundaries of the Village.
3. Any amendments to the MDPs, applicable ASPs, and LUBs of the County and the Village required to implement the policies of the IDP should occur simultaneously with the adoption of the plan.

G.1.2 APPROVING AUTHORITIES

1. In the hierarchy of statutory plans, the IDP shall take precedence over the municipal statutory plans and documents.
2. The County shall be responsible for the administration and decisions on all statutory plans, LUBs, and amendments thereto for lands within the plan area.

G.1.3 PLAN AMENDMENTS

1. An amendment to this IDP may be proposed by either municipality.
2. An amendment to the IDP proposed by a landowner shall be made to the municipality in which the subject land is located.
3. An amendment to this IDP has no effect unless adopted by both municipalities by bylaw following a joint public hearing in accordance with the MGA.

G.1.4 PLAN REVIEW

1. A formal review of this IDP shall be undertaken every 5 years or sooner if circumstances warrant by the IMC, which will prepare recommendations for consideration by the municipal councils.
2. Annual monitoring (e.g. review of subdivision/permit activity, approval history, appeals, referral responses) should be undertaken by the municipalities to ensure that the IDP is working as intended.

G.1.5 REPEALING THE PLAN

1. Repeal of the IDP shall only be allowed if it is to be replaced by a new plan.

H. ADMINISTRATIVE ROLES AND RESPONSIBILITIES

H.1.1 SUBDIVISION AND DEVELOPMENT PERMIT APPLICATIONS

1. Development permit and subdivision applications are to be processed and decided on by the Approving Authority of the municipality within which the application is located.

H.1.2 INTERMUNICIPAL SUBDIVISION AND DEVELOPMENT APPEAL BOARD

1. Beaver County, the towns of Tofield and Viking and the villages of Holden and Ryley have entered into an agreement to form an Intermunicipal Subdivision and Development Appeal Board (ISDAB) that deals with all subdivisions and development appeals within the IDP area.
2. All appeals of developments and subdivisions within the IDP area will be considered by the ISDAB.

H.1.3 STATUTORY PLAN AND LAND USE BYLAW ADOPTION AND AMENDMENTS

1. The adoption of, or amendments to, a statutory plan (MDP, ASP, ARP) or a LUB shall be processed and decided upon by the Approving Authority of the municipality in which the plan or bylaw is located.

H.1.4 INTERMUNICIPAL COMMITTEE (IMC)

1. The IMC is hereby established to facilitate communication and discussion on areas of mutual interest or concern between the municipalities. The IMC is a recommending body and has no authority for formal decision-making.
2. The IMC shall meet on an as required basis and will develop recommendations to the councils on all matters of strategic direction and cooperation affecting land use and services shared by the two municipalities.
3. The IMC shall consist of four elected members (two from each municipality).
4. The responsibilities of the IMC are to:
 - a. Meet as required to discuss the emergent issues of mutual concern/interest;
 - b. Monitor progress and implementation of the IDP;
 - c. Review and discuss proposed IDP amendments and repeal notices;
 - d. Review and discuss proposed annexations;
 - e. Share and review information relating to proposed major and/or potentially contentious applications in the IDP area;
 - f. Oversee review and update of the IDP; and
 - g. Meet annually to discuss joint projects that could be undertaken by the municipalities.
5. The chief administrative officers (CAOs) of each municipality will be responsible to develop agendas and recommendations on all matters. The CAOs will be responsible for forwarding all recommendations from the IMC to their respective councils.
6. Further to Article 3.4 of the ICF agreement, either municipality, by giving sufficient notice as set out in the ICF, may trigger the requirement for the IMC to hold a meeting. Meeting requests shall be directed to the CAO for their respective municipality.



H.1.5 REFERRALS AND COMMUNICATIONS

Open communication between the County and the Village will be critical to the success of the IDP. To this end, this section addresses matters associated with the exchange of development applications and the sharing of information between the municipalities.

1. The Short-Term Growth Area is those lands within the County identified in **Map 1: Plan Area and Growth Directions**. These lands are intended to delineate the potential areas for the growth of the Village over the next 20 to 50 years, while still permitting compatible development to occur.
2. The Long-Term Growth Area is those lands within the County identified in **Map 1: Plan Area and Growth Directions**. These lands are intended to delineate the ultimate potential areas for the eventual growth of the Village, while still permitting compatible development to occur.
3. The Village shall refer the following applications to the County for review and comment:
 - a. new statutory plans and amendments;
 - b. new LUBs and amendments;
 - c. subdivision applications if the application affects land within 100 m of the municipal boundary; and
 - d. non-residential development permits if the application affects land within 100 m of the municipal boundary.
4. The County shall refer the following applications in the IDP area to the Village for review and comment:
 - a. new statutory plans and amendments;
 - b. new LUBs and amendments;
 - c. subdivision applications; and
 - d. discretionary development permit applications.
5. The municipalities shall circulate all non-statutory master plans (e.g. transportation, recreation, stormwater management and utilities) applicable in the IDP area for information and comment.
6. The municipalities shall establish a process for landowner circulation across municipal boundaries (i.e. applications that require adjacent landowner notification) in cases where the subject lands abut a municipal boundary.
7. When circulating an application in accordance with H.1.5.2. or H.1.5.3., the responding municipality shall provide comments within 14 days for subdivision and development permit applications, and within 30 days for other applications.

I. ANNEXATION

The following policies are provided to help ensure that the process of annexing land from the County to the Village, when warranted to facilitate urban growth, proceeds in an orderly and timely manner.

I.1.1 PREPARATION AND REVIEW OF ANNEXATION PROPOSALS

1. The Village shall follow the annexation process outlined in the MGA.
2. The Village shall share growth and development information with the County on a regular basis so that both municipalities are aware of the extent of any future annexation requirements, and the potential timing of an annexation application.
3. Annexation applications shall strive to achieve all of the following:
 - a. conformity with the IDP and Village MDP;
 - b. be limited only to those lands identified as Short-Term Growth Area;
 - c. be supported by a growth study that uses mutually agreed-upon land consumption rates and population growth and demonstrates the need for annexation;
 - d. consensual agreement from affected landowners;
 - e. logical extension of existing development and infrastructure; and
 - f. be supported by a financial impact assessment of the proposed annexation that investigates the impacts of annexation on the affected landowners, the Village, and the County to ensure the associated costs are understood, confirms the Village is able to absorb the costs of the lands proposed to be annexed, and that both municipalities remain viable.
4. Prior to the notice being filed with the Municipal Government Board (MGB), the proposed annexation application shall be:
 - a. referred to the County for comment; and
 - b. reviewed by the IMC.
5. All annexation applications should follow legal boundaries to avoid land titles being split by the new municipal boundary.
6. Following annexation, the IDP as well as the MDPs and LUBs adopted by the County and the Village shall be amended as required to reflect:
 - a. the change in municipal boundaries;
 - b. any applicable requirements contained in the annexation order; and
 - c. any other matters requiring adjustment as a result of the annexation as deemed necessary and agreed to by the County and the Village.

I.1.2 TRIGGERS FOR ANNEXATION

The purpose of this set of policies is to describe the circumstances under which annexation would be warranted.

1. Annexation by the Village may be supported in the following circumstances:
 - a. In order to accommodate the Village's need for land to facilitate future growth, in which case the following shall apply:
 - i. When annexation is requested by a landowner/developer, which may be supported by the County and the Village provided that the application is consistent with the policies of the IDP. If the land proposed for annexation is located outside the Short-Term Growth Area, the proposed annexation shall not be considered unless the IDP is amended accordingly.
 - ii. In cases where new development and an extension of water and wastewater municipal servicing is proposed within the Short-Term Growth Area.



- iii. The annexation process may be initiated by the Village through the preparation of a Growth Study and in accordance with the MGA.
2. The County recognizes and agrees that the Village will need additional land to grow in the future and will support annexations that will provide for at least 20 years of projected growth within the boundaries of the Village. Future urban expansion and annexation will be supported on lands if they:
 - a. are suited to urban uses and servicing;
 - b. align with growth staging in the Village's MDP; and
 - c. are identified for expansion and annexation in this plan.
3. The County and the Village will endeavour to reach an intermunicipal agreement on the annexation prior to submitting a formal annexation application to the MGB.

■ J. DISPUTE RESOLUTION PROCESS

J.1.1 APPLICABILITY

1. The dispute resolution process may only be initiated by County Council or Village Council.
2. A dispute relating to the IDP may be triggered in the following circumstances:
 - a. lack of agreement on proposed amendments to the IDP;
 - b. lack of agreement on any proposed statutory plan, LUB or amendment thereto either located within or affecting the IDP area; or
 - c. lack of agreement on an interpretation of this IDP.

Lack of agreement pursuant to J.1.1. 2.a or J.1.1. 2.b is defined as a statutory plan, LUB or amendment thereto that is given first reading, and which the other Council deems to be inconsistent with the policies of this IDP or detrimental to their planning interests as a municipality.
3. Beyond those matters listed in J.1.1.2., the dispute resolution process does not apply to other matters that fall under the jurisdiction of the ISDAB or the MGB, nor does it allow a municipality to appeal a subdivision approval. Rather, these other matters can only be disputed by way of appeal to the appropriate approving authority or appeal board that deals with that issue.

J.1.2 PROCESS

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

1. Either municipality's council may initiate the dispute resolution process, as depicted in **Figure 1: IDP 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.
2. The dispute resolution process shall not apply to matters under jurisdiction of the ISDAB or the MGB. Any other appeal shall be made to the appropriate approving authority or appeal board that deals with that issue.
3. The identification of a dispute, notification of the dispute to the other municipality, and the desire to proceed through the dispute resolution process may occur at any time prior to second reading of the bylaw.
4. In the event the 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.
5. Once either municipality has received written notice of a dispute, the resolution process must be initiated within 14 calendar days of the date the written notice was received.
6. Upon receipt of notice of a dispute, the CAO of each municipality will meet in an attempt to resolve the issue. 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 IMC.
7. The IMC 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 IMC, either municipality may refer the dispute to mediation. The mediation must occur as soon as possible after second reading of the bylaw.
8. Both municipalities agree to adopt the model dispute resolution provisions as set out in the Intermunicipal Collaboration Framework Regulation with the exception of the costs of mediation/arbitration which shall be based on a pro-rated population basis using the Beaver County population from the Recreation Service Area around the Village of Holden. For greater certainty this means the Beaver County portion would be 72.4% and the Village of Holden 27.6% (based on 2016 census data).²² These percentage amounts will remain for the Term of the Agreement. The mediation process shall be concluded in 30 days of the first meeting with the mediator. The mediator shall present a written recommendation to both councils.

²² Source: Beaver County 2018 Operating Funding for Recreation (Shared Servicing Agreements), based on 2016 federal census population counts of 350 for the Village of Holden and 917 for the surrounding portion of Beaver County.



9. 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 per section 690 of the MGA.

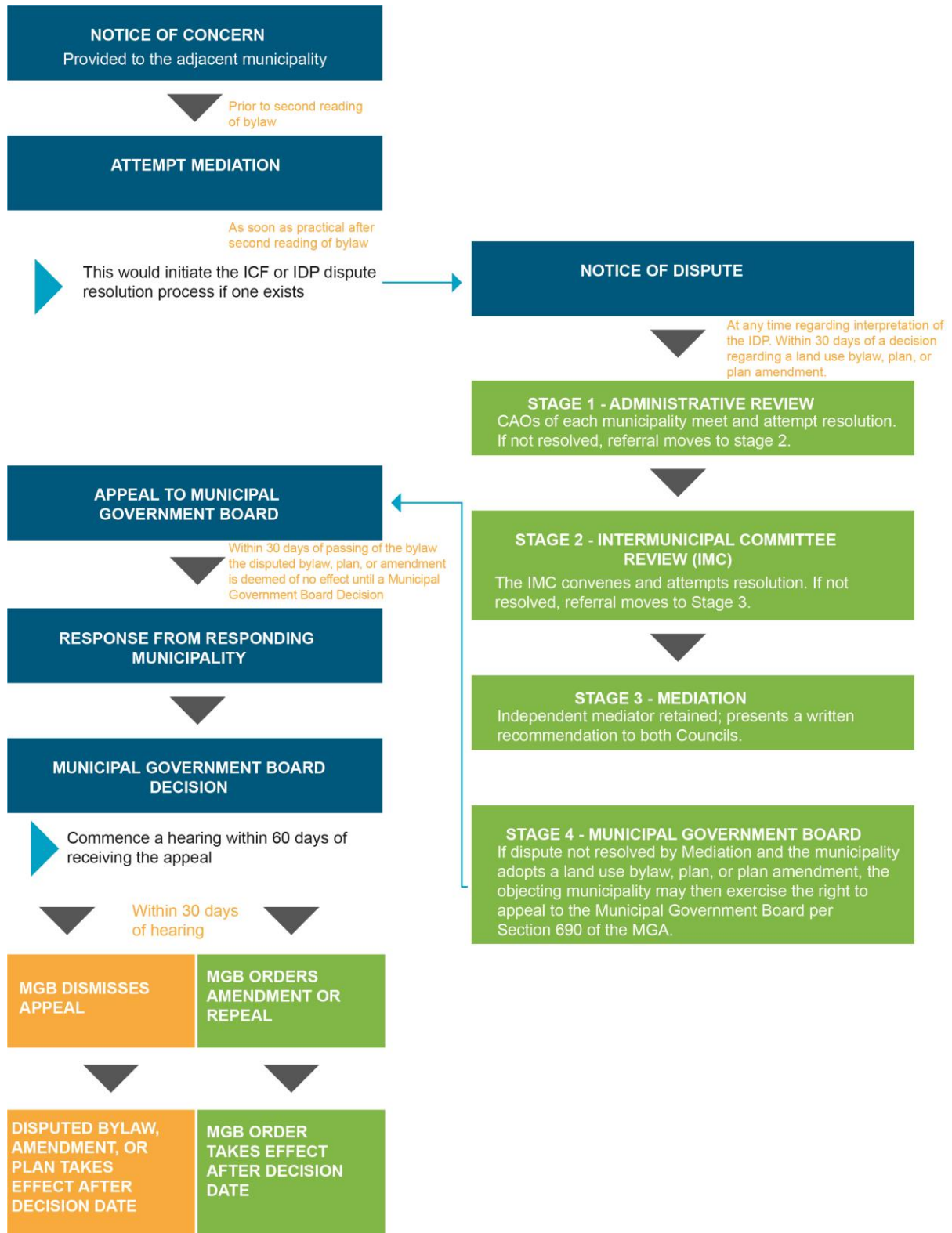


Figure 1: IDP Dispute Resolution Process